

CITY OF BELFAST COMPREHENSIVE PLAN

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VISION STATEMENT

Belfast is an historic, geographically large, coastal service center community that depends upon its people. Our overall vision is to maintain and enhance the vitality of Belfast.

We seek diverse opportunities for all residents and business owners to support themselves through work, education, and community. We seek the revitalization of older buildings and facilities and new development that benefits individuals and the community as a whole, without burdening City taxpayers. We seek to remain the hub of Waldo County, the ‘Shire Town’, attracting economic development as an employment, retail, civic and cultural center. We seek to continue and expand regional cooperation in matters in which the City shares common interests with other municipalities.

We seek to protect our City’s historic and natural assets, which have defined Belfast through the generations, and upon which many derive justified pride. A clean environment is essential for our basic health and livelihood, and should be safeguarded.

Each chapter of this comprehensive plan provides data, analysis, policies, and recommendations (known as implementation strategies). The City will consider these recommendations in its decision-making including proposals to amend ordinances and to provide municipal services. This plan lays out a framework by which the City, over the next ten years, can address the various issues raised. This plan is an “enabling” document; one that attempts to identify local problems at this moment and point out paths to possible solutions. Some well thought out ordinance amendments may and probably should ultimately result, but they will each be based on a public participation process subject to a vote at a future City Council meeting. Public participation is crucial to ensure that Belfast citizens understand the costs and benefits of the options considered and support the decisions made. Because this document is a plan, it will require periodic revision to incorporate new data, to respond to new trends, and to react to new realities.

The implementation of the seven key themes described in the Proposed Land Use Chapter of this plan, summarized in the following paragraphs, will help us to achieve our vision.

Waterfront & Downtown Area. The City’s downtown and working waterfront area differ from any other area in Belfast. It is important that the City recognize their importance and unique qualities and adopt land use policies and direct capital expenditures to ensure the health of this area. This is a growth area. (shown in purple on the adopted overall land use map)

Existing Residential. Much of this area is located within the by-pass and is shaped by long established residential neighborhoods. It also includes lands along the coast near the Northport line and along the River near Robbins Road and Patterson Hill. While additional residential development can occur in these areas, the amount of growth which likely can be accommodated is less than in the area identified as Encouraging New

Residential. This is a growth area, but mostly because of existing development patterns. (shown in light yellow on the adopted overall land use map)

Encourage New Residential Area. This area presents real opportunities in which to encourage new or additional denser housing development. These areas often are located close to services, schools, shopping and major employers, and there is adequate land to encourage new housing without facilitating sprawl. This is a growth area. (shown in light orange on adopted overall land use map)

Mixed Use/Growth. Most of these areas now support a mix of development, including businesses that cater to both the tourism and local market, as well as housing. Public sewer and water usually is available, and often there is sufficient vacant or underdeveloped land to support future development. The areas are near major roads, usually Route 1. Allowing a mix of development can present challenges, but this approach reflects how owners have chosen to use their properties. (shown in light blue on the adopted land use map)

Jobs Area. This area now supports most of the larger employers in Belfast, including Waldo County General Hospital, and there is additional land to support future job creation development. The area is adjacent to the City's main road arteries, and often there is less likelihood of conflict between new intensive development and existing residential development. This is a growth area. (shown in burnt orange on the map)

Main Retail. This area near Route 3 supports most of the intense and larger scale retail development, including businesses which are nationally recognized, which now occurs in Belfast. It also is the area in which the City has chosen to seek development of a larger retail store that offers general merchandise. This is a growth area. (shown in pink on the map)

Rural Area. This area comprises greater than 50% of the land area in Belfast. While there are a significant number of single family homes in the area, most are located on larger lots and there is a significant amount of undeveloped land that is either forested or active or former farm fields. Many of the lots are greater than 50 acres in size. The City recognizes that development will occur in this area, but it is an area in which the City should not extend public sewer or allow significant levels or types of nonresidential development. This is a rural area. (shown in light green on the map)

SECTION 2.2 PUBLIC PARTICIPATION PROCESS BELFAST COMPREHENSIVE PLAN

The preparation of the City of Belfast's Comprehensive Plan was a major undertaking for the City. Most work was charged to the Comprehensive Planning Committee, a 7 member volunteer Committee appointed by the City Council, a standing Committee which is identified in the City Charter. Most staff support to the Committee was provided by the Code and Planning Department, with additional work provided by the Midcoast Regional Planning Commission.

The Comprehensive Planning Committee conducted considerable research and background work in preparing all components of this Plan. It focused much of its attention in preparing recommendations in the Future Land Use Plan (Section 4 of this Plan) and the Policies and Strategies identified in the respective chapters of Section 3 (Required Topic Areas). The Committee thoroughly discussed and debated the recommendations which ultimately did and did not make it into this Plan. Some recommendations involved preparing multiple drafts of the proposed language until consensus was reached or a vote was taken.

The City also will openly acknowledge that the preparation of the Final Comprehensive Plan which is now being presented to the State was not always a smooth, or perhaps more aptly stated, a consistent process. The City often accomplished work on the Plan in bursts of concentrated attention, followed by times of extended inactivity. Unfortunately, other work assignments of the Code and Planning Department all too often prevented the Department from delivering regular services to the Comprehensive Planning Committee. Most work assignments involved land use issues that are addressed in this Comprehensive Plan, such as but not limited to the City's multi-faceted and multi-year efforts to decide how to address large scale retail development, and how to regulate development of the City's working waterfront and subsequent development proposals which were submitted. The Comprehensive Planning Committee was actively involved in many of these efforts. In essence, the City initiated work on implementing respective recommendations in this Plan that targeted pressing issues which were facing the community. In short, the City recognized that planning is often an evolving process rather than a static document.

The Comprehensive Planning Committee initiated work on this Plan nearly 10 years ago. In 2003, the City launched its efforts by conducting a series of well attended neighborhood meetings; 13 meetings over 4 months which attracted about 300 participants. The City provided notice to all property owners in various sections of the City and asked the residents to come out and speak with the Committee about issues with which they were concerned. The City has a report available which describes information provided at the neighborhood meetings. The City also notes that the City, with the support and encouragement of the Comprehensive Planning Committee, soon thereafter pursued the preparation and adoption of several Ordinance amendments to City Zoning and Shoreland Zoning Ordinances to address several specific concerns that were raised.

In 2004 – 2005, the Committee formulated its initial recommendations for the Future Land Use Plan and conducted two public informational meetings in the spring of 2005 to solicit public comment. These meetings were well attended and the Committee used comments offered at the

meetings to decide how to pursue potential revisions to the proposed Land Use Plan. The Committee also worked with Planning Board and Council to advocate and pursue amendments to the Zoning and Shoreland Ordinances for the Working Waterfront Area, with a focus on implementing contract rezoning provisions to allow the redevelopment of the former Stinson Seafoods plant which closed in 2001. The Council adopted the Committee's recommendations in 2004, and shortly thereafter participated in the review of an initial redevelopment proposal for the former Stinson Seafoods property.

In 2006 - 2007 the Committee refined its work on the Future Land Use Plan and began preparing draft language for the 12 Required Topics identified in the Growth Management Act. The key issue confronting Belfast at the time was to arrive at community consensus regarding the regulation of larger retail developments. The Committee investigated potential locations and options to regulate larger retail development, and perhaps emblematic of the community's view of such development, offered both majority (4 Committee member votes) and minority (3 votes) reports on its recommendations for larger development. The Council, in 2007 and in 2008, adopted Ordinance amendments to implement what is locally known as the 'great compromise', through which the City would allow the development of one larger general retail merchandise store in a limited section of the Route 3 Commercial zoning district. These Ordinance amendment meetings often involved the Comprehensive Planning Committee, the Planning Board and the Council, and the public hearings attracted much public participation. The Ordinances which were adopted are identified as recommendations in the Future Land Use Plan.

By 2008, many of the original members of the Comprehensive Planning Committee were no longer serving on the Committee. The reconstituted Committee re-examined and completed work on a revised Future Land Use Plan, and continued work on the 12 required topics. In September – October 2008 the Committee conducted 2 public informational meetings on the recommended Future Land Use Plan, and in November conducted two follow-up public meetings on the Plan. The Committee used the next 4 months to refine its recommendations on the Future Land Use Plan, and in March 2009, delivered its final report to the City Council on said Plan.

In April 2009 the Committee met with the Council at two workshop meetings to discuss its recommendations in the Final Land Use Plan. Post these joint workshop meetings the City Council met at 6 workshop meetings and 2 regular Council meetings to review and refine the Future Land Use Plan. The Council, in September and October 2009 conducted public hearings on the Land Use Plan and at its meetings of October 13 and 27, 2009, chose to adopt the Land Use Plan, including amendments they had directed to the Plan.

The Comprehensive Planning Committee, in 2010 and 2011, turned its attention to preparing specific recommendations, draft language, to address the concerns raised in the 12 required topics. The Committee reviewed and approved final versions of the resource maps, the analytical information presented in the respective Sections, and the policies and strategies recommended for Council action. Most of this work occurred at the Committee level with limited members of the public appearing at Committee meetings. The Committee, however, did reach out to other City Committees and community organizations which had specific knowledge and experience regarding issues identified in the 12 topics. These outreach efforts included:

- Section 3.1 Historic & Archaeological Resources - Belfast Historical Society
- Section 3.2 Water Resources - Belfast Water District
- Section 3.4 Agricultural & Forestry Resources - Maine Farmland Trust
- Section 3.5 Marine Resources - Belfast Harbor Committee and Harbormaster
- Section 3.7 Economy - Belfast Economic Development Committee (no longer exists)
- Section 3.8 Housing - WaldoCAP
- Section 3.9 Recreation - Belfast Parks and Recreation Committee

In addition, Department staff and Midcoast Regional Planning Commission staff interacted with appropriate other City staff to assist in preparing Chapter 10, Transportation, Chapter 11, Public Facilities and Services, and Chapter 12, Fiscal Capacity & Capital Investment Plan.

While the Committee completed most of its work on good quality drafts of the language for the 12 required topics in 2011, Code and Planning Department staff were unable to complete final drafts of these Sections until late 2012. A final draft Plan, a Plan which includes all elements required by the Growth Management Act and the accompanying Review Criteria, was delivered to the Belfast City Council at its regular meeting of November 20, 2012. The Council intends to discuss the Plan at its regular meeting of December 5, and then intends to submit the Plan to the State for review to determine if the Plan is consistent with the State criteria. Once comments are received from the State, the City Council, with the assistance of the Comprehensive Planning Committee will conduct one or more public hearings on the Plan and then consider the adoption of the complete Plan.

The City also notes that the Belfast Planning Board is now working with Code and Planning Department staff and Midcoast Regional Planning Commission staff to prepare draft Ordinance language to implement many of the recommendations identified in the Future Land Use Plan. The City and Planning Board is focusing its efforts on revisions needed to Chapter 102, Zoning, particularly the establishment of amended zoning districts, including amended boundaries, permitted and prohibited uses, and dimensional standards. The City believes this effort will take 18 - 24 months to complete and for the Planning Board and subsequently the Council to conduct the public hearings associated with proposed Ordinance amendments.

The last 9 - 10 years have involved extensive changes in Belfast. The Comprehensive Planning Committee and the work accomplished in preparing this Plan has often led the way in how the City has considered and pursued land use and similar policy questions. The Comprehensive Planning Committee met about 120 times regarding this Plan over the years, and all of the members, including those who served for many years and those who served for only short periods, contributed to the direction provided in this Plan. All Committee meetings were open for public participation, and the neighborhood meetings and public meetings which the Committee conducted attracted over 800 participants.

The City of Belfast thanks each and every member of the Comprehensive Planning Committee which volunteered their time and their ideas and passion to the completion of this Plan. Residents of Belfast who served on the Committee include the following: (NOTE - a Complete list of Committee members is now being prepared and will be included in an updated draft).

REGIONAL COORDINATION

Introduction

Comprehensive planning recognizes the importance of regional cooperation and coordination. The land uses in one community can impact another community, particularly when that land use is located near municipal boundaries. Belfast is bordered by the Towns of Belmont and Morrill to the west, the Towns of Waldo and Swanville to the north, the Town of Northport to the South, the Town of Searsport to the east, and the Atlantic Ocean. Many residents in these surrounding smaller communities are dependent upon Belfast because it is the principal service center for commercial goods and services, medical services and employment opportunities, and is the county seat.

Land Use Planning and Ordinances

The next table shows the status of comprehensive plans in the surrounding communities.

Town	Comprehensive Plan	State Consistency
Belmont	Yes (1993)	Yes (1997)
Morrill	Yes (1991)	Yes (1991)
Northport	Yes (2003)	Yes (2003)
Searsport	Yes (2006)	Yes (2006)
Swanville	Yes (1991)	No (1991)
Waldo	Yes (1994)	Yes (1993)

The next table lists the zones in the communities that border Belfast. There are no conflicting land use zone/districts, and most uses in the surrounding communities that are located within ½ mile of their respective boundary with Belfast are similar to the type and intensity of land use that occurs in Belfast. This is true regardless if the joint border occurs on a major road, such as Route 3 (Belmont) or Route 1 (Searsport and Northport), or a lesser road, such as the Back Belmont Road (Belmont), Routes 7 and 137 (Waldo), Oak Hill Road (Swanville) or Route 52 (Northport).

Town	Districts/Zones bordering Belfast	Minimum Lot Size [sewered] in acres or sf (square feet)	Minimum Road Frontage [sewered] in ft (feet)
Belmont	a. Rural Residential b. SZ (Stream Protection)	2 acres	200 ft
Morrill	SZ (Stream Protection)	40,000 sf residential/ recreation; 60,000 sf other	NA
Northport	SZ (Stream Protection, Resource Protection, Marine Residential- Recreational 1)	60,000 sf	NA

Town	Districts/Zones bordering Belfast	Minimum Lot Size [sewered] in acres or sf (square feet)	Minimum Road Frontage [sewered] in ft (feet)
Searsport	<ul style="list-style-type: none"> a. Rural Agriculture b. Mixed Residential c. Residential 2 d. SZ (Limited Commercial) 	<ul style="list-style-type: none"> a. 3 acres b. 20,000 sf [7,500 sf] c. 60,000 sf d. 30,000 sf residential; 60,000 sf other 	<ul style="list-style-type: none"> a. 200 ft b. 100 ft c. US 1 state standards, other roads 100 ft d. NA
Swanville	SZ (Stream Protection)	40,000 sf residential/recreation; 60,000 sf other	NA
Waldo	SZ (Stream Protection)	2 acres (town wide, supersedes smaller minimums in SZ)	200 feet (town wide)

Note: Morrill, Northport, Swanville and Waldo do not have zoning districts beyond shoreland zoning (SZ).

See the Land Use and Natural Resources Chapters for more information.

Economy

Belfast is the principal service center community for the labor market area and for Waldo County. Most of the region’s jobs are located in Belfast. Belfast residents share with other towns within a wide commuting distance the effects of regional economic activities as noted in the Economy chapter of this plan. Recommendations have been suggested to retain and expand Belfast’s own economic activities while retaining as much as possible of the marine, rural and agricultural activities that have been its historic economic base and which still provide much of the region’s scenic character. See the Economy Chapter for more information.

Education

Education services in Belfast and the surrounding communities are delivered through a regional approach. In 2009 Regional School Unit (RSU) was established by combining the former MSAD 34 communities of Belfast, Belmont, Morrill, Northport, Searsport and Swanville and the former MSAD 56 communities of Frankfort, Searsport and Stockton Springs. In 2012, however, Belfast and the former SAD 34 communities are now exploring leaving RSU 20 and reestablishing a school system similar to the former SAD 34. Also, in November 2012, Frankfort voted to join the Hampden/Winterport School District and to leave RSU 20. Clearly, the future of how education will be organized in the area is now in a state of flux; there are more questions than answers. Regardless of the final administrative structure that is chosen, education services will continue to involve a regional approach. Also, funding cuts which have occurred principally at the state level will limit the amount of school improvements to be made over the planning period and may result in the closing of underutilized facilities. See the

Public Facilities and Services Chapter and the Population Chapter for more information.

Recreation

Belfast's recreational facilities and opportunities are generally satisfactory for a community its size. Neighboring towns also enjoy using facilities and programs available in Belfast, particularly for organized youth groups and the City's parks. See the Recreation Chapter for more information.

Public Facilities and Services

Belfast provides for most of its own public services, unlike many of the surrounding towns that receive police protection from the Waldo County Sheriff and the State Police. The Belfast Fire Department has a mutual aid agreement with surrounding communities.

Medical service is primarily provided by Waldo County General Hospital in Belfast. Emergency medical transportation is coordinated by EMS/Ambulance in Belfast. Several of the neighboring towns have agreements for EMS provided by Belfast. See the Public Facilities and Services Chapter for more information.

Transportation

US Route 1 and State Routes 3, 7, 52, 137 and 141 traverse Belfast, linking the City points east, west and south. Daily bus service is offered through Waldo CAP and Concord Trailways, to Bangor, Boston, and points in between. General aviation is provided by Belfast Municipal Airport. Most residents depend upon private vehicles to get to work and to shop since public transportation is insufficient. See the Transportation Chapter for more information.

Natural Resources

The Passagassawakeag River flows from Waldo into Belfast, as do several small streams, Webster Brook and Marsh Brook. The Goose River flows from Swanville into Belfast and Upper Mason Pond. Searsport, Belfast and Northport share frontage on Penobscot Bay. The Little River flows between Belfast and Northport and the city line divides Belfast Reservoir (1) with Northport. To the extent that any future development might impact these shared water resources, it would be beneficial to include the surrounding towns in such planning. Water quality is affected by all of the communities that border water bodies and the greater watershed. The Coastal Mountains Land Trust, Maine Farmland Trust and other groups have assisted landowners to preserve portions of land fronting water. See the Water Resources, Critical Natural Resources, Agricultural and Forestry Resources, and Marine Resources Chapters for more information.

Housing

The supply of affordable workforce housing is crucial to the local and regional economy.

Belfast has the largest supply of housing, both owner-occupied and rental, than neighboring communities, including subsidized housing for eligible low-to-moderate income persons, the elderly, and the disabled. However, since Belfast is a service center community, property taxes are higher than in the surrounding municipalities. Residential development has and often continues to occur inland at farther distances from Belfast, where housing costs, land, and property taxes are generally lower. See the Housing Chapter for more information.

Regional Recommendations/Implementation Strategies

Refer to the Recommendations/Implementation Strategies in each of the above referenced chapters for recommendations that include regional cooperation and coordination.

From the Economy Chapter:

- Support Chamber of Commerce outreach efforts to expand market for local businesses. Consider continuing ongoing funding for the Chamber based upon measurable results, like the creation and retention of businesses and jobs in Belfast.
- Explore opportunities to participate in meaningful regional economic development efforts.
- Continue participation in regional economic development planning efforts, such as the designated Economic Development District Board of Directors, and through participation in the ongoing EDA Comprehensive Economic Development Strategy reports.
- Work with neighboring communities to explore joint opportunities for economic development, such as the development of off-shore wind technology and concurrent onshore support services.

From the Housing Chapter:

- Consider creating a community affordable housing committee and/or regional affordable housing coalition.
- Work with interested local organizations and individuals to oversee the development of a housing strategy that sets forth regulatory and non-regulatory techniques designed to provide for a range of affordable housing opportunities within the City of Belfast.
- Identify potential non-profit and for-profit developers and create partnerships to explore and develop housing opportunities, including both the rehabilitation of existing buildings and new construction.
- Continue to work with regional, state-wide and national organizations which have constructed affordable housing projects in Belfast, including housing projects which

have often targeted persons with specific needs, to increase the availability of affordable housing in Belfast. These organizations include but are not limited to PenquisCAP, Volunteers of America and Coastal Enterprises.

- To meet housing needs of the elderly, the City will encourage participation in programs, grants and projects, within the City or the region to insure sufficient, affordable housing options for its elderly citizens, including the permitting of Community Living/Congregate Housing facilities.

From the Transportation Chapter:

- Continue to update a prioritized five-year improvement, maintenance, and repair plan for local/regional transportation system facilities that reflects community, regional, and state objectives.
- Update a multi-year road improvement program to include maintenance, upgrading and rebuilding priorities by year, as well as costs for these projects, for all roads.
- Initiate or actively participate in regional and state transportation and land use planning efforts. Although the Gateway 1 Corridor Planning program is no longer being supported by MDOT funding, the City should pursue strategies identified in the adopted Action Plan, particularly with respect to public transportation services.
- Work with the MaineDOT as appropriate to address deficiencies in the system or conflicts between local, regional, and state priorities for the local transportation system.

From the Recreation Chapter:

- Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. Connect with regional trail systems where possible
- Give particular attention to the need for City-owned cross-country skiing and nature study areas, and City-owned walking/jogging paths and the need for public access to Upper and Lower Mason Ponds and Belfast Harbor.

From the Marine Resources Chapter:

- Implement any local or regional harbor or bay management plans, or work with neighboring communities to create a harbor management plan for shared resources.

From the Water Resources Chapter:

- Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.

From the Critical Natural Resources Chapter:

- Initiate and/or participate in inter-local and/or regional planning, management, and/or regulatory efforts around shared critical natural resources.

From the Agricultural and Forestry Resources Chapter:

- Include agriculture and commercial forestry operations in local or regional economic development plans.

From the Public Facilities and Services Chapter:

- Explore options for regional delivery of local services, such as but not limited to EMS Services.
- Continue to support the Belfast Water District to work with Swanville and Searsport for the mutual protection of the aquifer, and to monitor any potential impacts from the Swanville dump/transfer station on the quality of the ground water. Continue to review water quality of the ground water. Continue to review water quality tests with District officials (City Council and Code Enforcement Officer)

FUTURE LAND USE PLAN

Section 4 of this Comprehensive Plan includes the adopted Future Land Use Plan for the City of Belfast. The Belfast Comprehensive Planning Committee prepared a draft of this Plan and conducted extensive public hearings in both 2005 and 2009 regarding the Plan. The Belfast City Council subsequently reviewed the draft Plan, identified amendments they deemed appropriate, and in September and October of 2009, conducted public hearings regarding the Land Use Plan. The Council, in late October 2009, chose to adopt the Future Land Use Plan.

Belfast's Future Land Use Plan reflects the City's extensive experience with using land use regulations to help shape the character and location of development in the City. In the 1860's and 1880's, after several devastating fires in the downtown, the City adopted its first building codes. The City adopted its first Zoning Ordinance in 1934 and established 4 zoning districts to help guide development, particularly in the downtown and adjacent area and along sections of Route 1 on the eastside of Belfast. The City has frequently amended its initial Zoning Ordinance and has now adopted an extensive series of Ordinances to help manage development, including the following Chapters of the City Code of Ordinances:

Zoning Ordinance, Chapter 102. Zoning Ordinance establishes zoning districts, permitted uses, minimum lot sizes and setbacks, environmental and performance standards, and specific regulations for certain types of uses (e.g. bed & breakfast, planned unit development and telecommunication facilities). The adopted Land Use Plan identifies an array of recommendations to amend the City Zoning Ordinance. The City anticipates preparing and adopting these revisions in 2013 and 2014.

Subdivision Ordinance, Chapter 94. City, per State requirements, regulates the subdivision of land. Belfast's Ordinance is similar to the State Model Ordinance, and the City anticipates updating this Ordinance as part of its effort to implement this Comprehensive Plan. The City anticipates preparing needed revisions in 2014 – 2015.

Site Plan Ordinance, Chapter 90. City Site Plan Ordinance is based on the DEP Site Plan law. The City uses this Ordinance to help manage nonresidential development that involves the construction of a building that is greater than 3,000 square feet or the disturbance of a land area that is greater than 1 acre. The current Site Plan Ordinance was last updated in 1995 and also requires revision. The City anticipates preparing needed revisions in 2014 – 2015.

Technical Standards Ordinance, Chapter 98. The City uses its technical standards to help guide the construction of road, parking stormwater, water, sewer and similar improvements. The City updated its parking standards in 2009 and anticipates revising other sections of this Ordinance in 2015. Current road and stormwater standards particularly warrant attention.

Floodplain Ordinance, Chapter 74. The City participates in the national floodplain program. The City Ordinance was last revised in 2009 and the State Planning Office found that our Ordinance was fully consistent with State and Federal requirements. The City notes that FEMA, in 2012 – 2014, is preparing updates to the official floodplain management maps for the City, and that the new maps may affect areas currently subject to floodplain requirements. The current official floodplain maps were prepared in 1990.

Shoreland Ordinance, Chapter 82. The City participates in the State Shoreland Zoning program, and the City Shoreland Ordinance has been reviewed and approved by the Commissioner of the DEP. The City notes that it has adopted several Shoreland Districts that are not included in the State Model Code, including the Urban Residential, Waterfront Mixed Use, Stream Development and Manufactured Housing districts. These districts include regulatory standards that reflect existing development patterns that are found in Belfast. Belfast anticipates revising its current Shoreland Ordinance as part of its effort to implement this Comprehensive Plan. Key revisions include adopting a table of permitted uses that is consistent with the table adopted for the Zoning Ordinance, amending the boundaries of several of the subdistricts, and adopting standards to better regulate coastal bluffs. The City anticipates pursuing various sections of the needed amendments between 2013 and 2015.

Intown Design Review Ordinance, Chapter 80. The City has chosen to adopt Ordinance provisions to help guide the exterior appearance of buildings in the downtown and intown area. Belfast's Ordinance seeks to achieve compatibility among existing development and new buildings and the renovation of existing buildings. The Ordinance, adopted in 2001, required all property owners in this area to participate in the design review process, however, owner compliance with the Committee's recommendations was voluntary. In 2008 the City amended the Ordinance to require property owners in a limited section of the downtown to comply with the Committee's recommendations. The Council is currently conducting an assessment of the area subject to mandatory compliance and in 2013 anticipates deciding how to proceed with the Ordinance.

Chapter 78, Buildings and Building Regulations. Belfast, beginning in late 2010, implemented the MUBEC code as required by State law. Implementation of this Code was a major change for the City. While the City had long used the BOCA Code to regulate the construction of nonresidential and multi-family dwellings, the City did not have any building regulations that applied to the construction of single family and two family homes, nor did it enforce an energy code. Enforcement of the new state-wide code has had a major impact on the workload of the City Code Enforcement Officer. The City Council, in 2012, revised the City's former Building Code so that it is fully consistent with current State law. In 2013 the City will consider potential amendments to its property maintenance code (currently based on BOCA), an issue that is not addressed in the state-wide code.

Chapter 84, Sign Ordinance. The City has regulated the type, number and location of signs which a business can display since the mid-1980's. The current Ordinance is now very dated and it needs to be revised to reflect the community's preferred approach to

signage for businesses and to ensure that current standards are clear and enforceable. The City anticipates undertaking this work in 2014 – 2015. Amendments to a City Sign Ordinance are often controversial because all businesses use signage and most would prefer to erect more and larger signage and different types of signage than may be allowed by the City Ordinance. A particular issue that affects signage in some areas, particularly along Route 1 on the eastside, is that the State road right-of-way is often very wide, 90 – 130 feet, and many older businesses along Route 1 use have used the state right-of-way for their parking area and are prohibited from erecting a new sign within the right-of-way.

Chapter 66, General Provisions. The General Provisions section of the City Code establishes the definitions that apply to terms in the Code. Revising this Chapter involves two major tasks, including:

- 1) Ensuring that terms used in the Code, particularly the Table of Uses in Chapter 102, Zoning, are accurately defined in Chapter 66. This work will be undertaken in 2013 and 2014 concurrent with the Planning Board's effort to prepare draft Ordinances to implement the desired land use regulatory changes.
- 2) Ensuring that there are no conflicts between the definitions included in other Chapters of the Code (Chapter 74 – Chapter 102) and the definitions in Chapter 66. The City's overall approach will be to limit definitions in other chapters to ones which are unique to that Chapter, and using Chapter 66 to include all generic definitions that are universal through-out the Code. This work will be undertaken when amendments are pursued to the respective Chapters of the Code.

The format of the adopted Land Use Plan included in Section 4 of this Comprehensive Plan, and the guidance provided to the community in this Section is very descriptive. It is noted that this was the intent of both the Comprehensive Planning Committee in recommending this Plan and the City Council that subsequently adopted this Plan. The format of this Section and its specificity reflects the City's long history of using Zoning and land use regulations to help manage development. The Committee and Council both determined that residents, property owners and public bodies would benefit from using a well-defined policy document, one which identifies specific uses, dimensional standards, and boundaries for land use areas (potential zoning district standards), rather than broad policy statements that could be subject to too much interpretation. While it is recognized that changes to some of the specifics in the Land Use Plan may occur during the public process associated with preparing amendments to current Ordinances, the City would anticipate that most changes would be 'tweaks' rather than 'overhauls' of the direction provided in this Plan.

HISTORIC AND ARCHAEOLOGICAL RESOURCES

Introduction

The history of Belfast has been shaped by the natural resources that supported the local and regional economy, including farming, fishing, forestry, commerce, and shipbuilding. Downtown Belfast is noted for its historical architecture. As a result of the fire in 1865 in which nearly the entire downtown was destroyed, an ordinance was passed prohibiting the construction of wooden buildings in the area. The resulting “brick” downtown has survived with little change. Downtown is an historic district, as are several residential areas with gracious homes of former ship owners and prosperous merchants. Historic resources, such as old homes, graveyards, mill sites, and old stone walls, are a valuable part of the City’s heritage. These resources establish community character and make Belfast unique. These resources help to create a feeling of community pride, encouraging us to preserve the best of our past. This chapter outlines the City’s history, identifies the known prehistoric and historic resources, and recommends steps for their protection.

A. State Goal and State Coastal Policies

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

B. Analyses and Key Issues

- (1). Are historic patterns of settlement still evident in the community?*

Yes, Downtown Belfast retains many historic commercial structures, much of the area located inside the Route One by-pass includes many historic homes, and the street grid pattern reflects early traditional city development and planning.

- (2). What protective measures currently exist for historic and archaeological resources and are they effective?*

Belfast has a designated Historic District and individual historic buildings listed on the National Register of Historic Places.

Floodplain ordinance provisions (Chapter 78, Article 2) allow the reconstruction, rehabilitation, or restoration of historic structures located in flood zones. The definition of unreasonable congestion (Chapter 66) limits road improvements that would adversely affect an historic site.

The In-Town Design Review Ordinance provisions (Chapter 80) that were enacted in 2001 strongly encourage proposed new development and renovations of existing buildings to be compatible with existing [historic] development, and to positively contribute to the character of the community. Design standards are identified in the Ordinance. These provisions also strongly discourage the demolition or removal of existing "noteworthy" structures that have helped to shape and create the present character of the city.

Land use standards in shoreland zones (Chapter 82, Article III) require that for approval a project must be deemed to not adversely impact archaeological and

historic resources as designated in the Belfast Comprehensive Plan. To help in this evaluation is the requirement (Chapter 82, Article V) that proposed development on or adjacent to sites listed on or eligible to be listed on the National Register of Historic Places, be submitted to the Maine Historic Preservation Commission for review and comment and that the City must consider that review before deciding on the application.

The plumbing code (Chapter 74, Article III) has exceptions to provisions for historic buildings when such buildings or structures are judged by the code official to be safe and in the public interest of health, safety and welfare regarding any proposed construction, alteration, repair, enlargement, restoration, relocation or moving of buildings.

In site plan review (Chapter 90, Article II), the code enforcement office must consider the following criteria during project review, “Aesthetic, cultural and natural values. The proposed development will not have an undue adverse effect on the scenic or natural beauty of the area, aesthetics, historic sites, archeological sites, significant wildlife habitat identified by the state department of inland fisheries and wildlife or the city as rare and irreplaceable natural areas or any public rights for physical or visual access to the shoreline.” A similar provision is also found in the state-mandated subdivision review criteria (Title 30-A MRSA 4404) and is enforced through subdivision ordinance provisions.

In the provisions of Waterfront Mixed Use Zoning District and Waterfront Development Shoreland District (Chapter 102), the use of the In-Town Design Review Committee (Chapter 80) is required for contract rezoning proposals, so that projects in these areas are compatible with the City’s historic architecture.

In sum, these provisions help to preserve the City’s character and historic buildings, however, additional standards may be warranted. For example, the mandatory compliance provisions of the Intown Design Review Ordinance expired for certain sections of the downtown and these standards had not yet been reenacted in late 2012.

(3). Do local site plan and/or subdivision regulations require applicants proposing development in areas that may contain historic or archaeological resources to conduct a survey for such resources?

The site plan ordinance provisions and state subdivision review criteria require that projects not have an undue adverse impact of historic or archaeological sites (see above), however, a survey is not required, but is left to the discretion of the reviewing authority and the property owner. The subdivision ordinance has similar provisions to the site plan ordinance.

(4). Have significant historic resources fallen into disrepair, and are there ways the community can provide incentives to preserve their value as an historical resource?

Most significant historic resources are in good to fair condition. Several residences that are located in the Historic District are in disrepair and warrant renovation. The

City, in 2011, worked with Our Town Belfast (Belfast Main Street program) to make property owners aware of historic preservation tax credits (Federal and State) to reduce the costs to redevelop old buildings for new uses and maintain their historical appeal. To date, no property owner has chosen to use these tax credits. The City also may consider establishing a façade improvement program for downtown buildings and to use some of its Tax Increment Financing funds from the downtown-waterfront TIF for this project.

(5). *Is there an active historical society and does the community adequately support its efforts?*

Yes, there is an active historical society, the Belfast Historical Society and Museum. It receives revenue from grants and member dues. The City also contributes to the operation. The Society's public outreach includes informational presentations, walking tours of the downtown and the adjacent historic neighborhoods, the Museum in the Streets program, and collections available for research. The Society also has assisted City government on the range-way project and several of its members serve on the Intown Design Review Committee.

C. Conditions and Trends

Minimum data required to address state goals:

(1). *The community's Comprehensive Planning Historic Preservation Data Set prepared and provided to the community by the Historic Preservation Commission, and the Office, or their designees.*

See the map titled Archaeological Resources for the general location of areas sensitive for prehistoric archaeology and for the one-kilometer areas within which a prehistoric or historic archaeological site is located. See the map titled Historic District (Downtown) for the Belfast National Register Historic District. Cemeteries are a cultural resource providing insight into the history of the community. Belfast's principal cemeteries are shown on the Public Facilities Map.

(2). *An outline of the community's history, including a brief description of historic settlement patterns and events contributing to the development and character of the community and its surroundings.*

This summary is from the Belfast Historical Society and Museum and has been edited:

In the spring of 1770 Scots-Irish families from Londonderry, New Hampshire settled Belfast. Legend has it that the name Belfast, after the Northern Ireland city, was chosen by a coin toss. Fear of British attack led these original proprietors to abandon the settlement during the American Revolution, but they returned in the 1780s to build a vibrant, prosperous outpost that would become the market center for the outlying area.

Abundant timber, a gently sloping waterfront, and proximity to varied agriculture gave rise to shipbuilding and maritime commerce, with fortunes made in both. Hundreds of wooden sailing ships were built by local shipyards

and, during the 19th century, as much as 30% of the male population was employed in the maritime trades.

In 1868, construction began on the Belfast and Moosehead Lake Railroad, which connected Belfast to the Maine Central Railroad at Burnham Junction. Belfast merchants sold a variety of goods and steamship operators who provided transportation between coastal towns advertised “shopping excursions” to Belfast. Prosperous shipbuilders and merchants constructed the architecturally significant houses that dominate our residential neighborhoods today. Two disastrous fires consumed much of the downtown area in 1865 and 1873, but merchants rebuilt with brick, creating a pleasing and long-lasting commercial district. The Belfast Historic Districts, residential and commercial, are included on the National Register of Historic Places.

The city’s prosperity, built on shipbuilding and commerce in such unglamorous cargoes as hay, ice, apples, and fertilizer, began to fade as the 20th century unfolded. A four-story shoe factory dominated the industrial area, and Belfast became a blue-collar town. By the 1950s poultry, sardine and potato companies had set up processing plants along the waterfront. Belfast called itself the “Broiler Capital of the World” and each July, thousands came to eat barbecued chicken on Broiler Day.

In 1962 Route 1, which had come straight through downtown via High Street, was rerouted around the city and across a new bridge. Some saw the rerouting as the death knell for a once-vibrant shire town, but in hindsight, the bypass preserved the city’s heart and soul and in the 1980s a rebirth began. Public and private investment restored some of the past luster. The arts flourished, the railroad was briefly revived for tourist excursions, and the stately houses and commercial buildings were restored. In the early 1990s, USA Today named Belfast as one of America’s “culturally cool” communities. Today, Belfast is that rare combination of quiet small town with an active social and cultural life that is attractive to residents and visitors alike.

- (3). *A brief description of the location, type, extent, condition, use, local, regional, and/or national significance of historic resources, including but not limited to buildings, millworks, bridges, statues, cemeteries, trees, landscapes, and federally and/or locally designated properties and/or districts.*

The National Register of Historic Places, administered by the National Park Service, is a listing of those buildings, districts, structures, objects, and sites judged worthy of preservation for their historical, cultural, or archaeological value. Currently, a large number of historic buildings and sites in Belfast are listed on the National Register. The Black Horse Tavern on Route 1 is listed along with the entire recently expanded Belfast Historic District. The Belfast Historic District includes the former Primrose Hill Historic District, Belfast Commercial District, and the Church Street Historic District. In addition, the Gothic Revival Style House at 63 Anderson Street is eligible for inclusion on the Register. See the map titled Historic District.

A number of other buildings and sites have been identified as having historic value, including: Tide Water Grist Mill on Route 1, Little River Inn (1796) on Route 1, Wales Miller (1800) on Marsh Road, Otis (1800) on City Point Road, First Sawmill (1770) on Kaler Road, Pattershall (1800) on West Swanville Road, Harvey Way (1800) on Waldo Avenue Extension, R.R. Thompson House on Miller Street, Quimby House on Miller Street, Brewster House on Northport Avenue, M.L. Slugg House on Condon Street, Parsonage “Hearthside” on Old Searsport Avenue, and Stephenson Tavern (1800) on Route 1.

According to the Maine Historic Preservation Commission (MHPC), three prehistoric sites (numbers 40.2, 41.52, and 41.53) are located along the shore of Penobscot Bay. See the map titled Archaeological Resources.

There are eight historic archeological sites in Belfast identified by MHPC.

ID	Name	Type	Date
ME 034-001	"S.T. Co. No. 5"	American wreck, barge	Nov 23, 1924
ME 034-002	Minister's Point Battery	American military, battery	1863
ME 034-003	Little River Battery	American military, battery	c.1863
ME 034-004	"E.S. Wilson"	American wreck, schooner	1900
ME 034-005	"Mary Elizabeth"	American wreck, schooner	1869
ME 034-006	"Maine"	American wreck, schooner	1869
ME 034-007	C.P. Carter Shipyard	American shipyard	1841-c.1899
ME 034-008	"Ida L. Small"	American wreck, schooner	Jan 2, 1870

Source: MHPC

(4). Identify local historical society and/or preservation organizations.

The Belfast Historical Society and Museum (10 Market Street) is dedicated to the collection, conservation, preservation, and interpretation of artifacts relevant to Belfast history. The collections include vintage photographs, maps, postcards, interpretive displays and an extensive research archives and library. Monthly informative programs are held February through October and include guest speakers, slideshows, and discussions, and the Society regularly conducts informative walking tours of the downtown and adjacent residential areas. The Belfast Historical Society & Museum is a member of The New England Museum Association, Maine Archives and Museums and a contributing member to the Maine Memory Network.

(5). A general description of potential threats to the existence, physical integrity, or quality of identified historic and archaeological resources.

The renovations of historic buildings may or may not be done in a historically sensitive manner. This threat is more likely for buildings that are privately owned and when those renovations are funded privately without guidance or oversight from state or federal agencies. City codes, particularly Chapter 80, Intown Design Review,

encourage but do not mandate historically sensitive renovations. With the goal of encouraging the renovation and reuse of historic structures, demolition permits are required before historic structures can be razed (Chapter 80). Prehistoric sites along shorelines are subject to coastal erosion and with sea rise, may become submerged.

D. Policies

- (1). *Protect to the greatest extent practicable the significant historic and archaeological resources in the community.*

E. Strategies

- (1). For sites with identified potential for historical and archeological resources, through local land use ordinances require subdivision or non-residential developers to look for and identify any historical and archaeological resources and to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.
- (2). Through local ordinances, require the planning board (or other designated review authority) to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process.
- (3). Work with the local or county historical society and/or the Maine Historic Preservation Commission to assess the need for, and if necessary plan for, a comprehensive community survey of the community's historic and archaeological resources. Belfast will pursue the following MHPC recommendations:
 - Prehistoric Archaeological Sites: Survey needed along Belfast Harbor shoreline and Passagassawakeag River, and around lakes and ponds/marshes near sandy soils.
 - Historic Archaeological Sites: A professional survey for historic archaeological sites to focus on agricultural, residential, and industrial sites relating to the earliest Euro-American settlement of the town in the second half of the 1700s.
 - Historic Buildings/Structures/Objects: A comprehensive survey of Belfast's above-ground historic resources needs to be conducted in order to identify other properties that may be eligible for nomination to the National Register of Historic Places.
- (4). Establish/maintain a fund for improvements to be made to city-owned buildings of historic value. Seek State and Federal grants to rehabilitate and maintain historic buildings and streetscapes, including but not limited to funding from Maine DECD, Maine DOT and non-governmental organizations.

- (5). Encourage the use of historic preservation tax credits by area residents, businesses, and property developers.
- (6). Reenact provisions of City Code of Ordinances, Chapter 80, Intown Design Review, that require property owner compliance with recommendations and conditions established by the Committee for properties located within the core of the downtown area and consider the expansion of the area subject to mandatory compliance.
- (7). The City should consider implementing a façade grant/loan program that would assist private property owners to upgrade their existing storefronts. This approach may involve pursuing outside grant funds and using monies from the City Downtown Tax Increment Financing District to support such a program.

WATER RESOURCES

Introduction

Water resources are vital to Belfast residents, the environment, and the economy. The sensible use of water resources will help ensure the physical health of residents, as well as the usefulness and value of properties. The purpose of this chapter is to help the City identify, manage and adequately protect its water resources, protect the health of residents and safeguard the local economy dependent on water resources. Note: for marine resources, see the Marine Resources Chapter.

A. State Goal and State Coastal Policies

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

B. Analyses and Key Issues

- (1). Are there point sources (direct discharges) of pollution in the community? If so, is the community taking steps to eliminate them?*

There are several state-identified point sources of pollution from licensed discharges (five wastewater outfalls, four overboard discharges). See the map titled Water Resources for their locations. One of the state-identified wastewater outfalls has ceased operation; it once served Stinson's Cannery. Two wastewater outfalls are part of the Wastewater Treatment Plant. See the Public Facilities Chapter for information on pollution reduction from the Wastewater Treatment Plant. The City has successfully pursued the elimination of two privately owned overboard discharges within the past ten years. Also, the City has expended over \$7 million in public funds in the past 10 years to decrease the amount of infiltration and inflow into the City sewer collection system, which has had a direct impact on water quality issues associated with the two City outfalls for the wastewater treatment plant. Belfast believes it has taken significant steps to address point system discharges, and it is pursuing additional steps to further reduce existing infiltration and inflow into the sewer system, which the City feels is the most effective way it can further affect point sources of discharge.

- (2). Are there non-point sources of pollution related to development, agriculture, forestry, or other uses that are affecting surface water resources and riparian areas? If so, are existing regulations sufficient to protect these resources?*

Runoff from rain falling on impervious surfaces, like buildings and pavement, can be expected from new development. In such runoff, pollutants occurring naturally like phosphorous and synthetic like petroleum products can be transported into wetlands and water bodies. However, impervious surface percentage maximums, as set in shoreland zoning ordinance provisions, can limit the amount of runoff into water bodies. In especially sensitive areas, resource protection designations prohibit development. Best Management Practices during construction, including earthmoving, are referenced in the City Code. It is believed that shoreland zoning

and related provisions are effective overall. However, with Maine coast experiencing increasing amounts of rainfall from more frequent storms, and storms which produce greater volumes of rainfall and for longer durations, Belfast, like many Maine municipalities, will need to re-examine current stormwater regulations to ensure new and replacement stormwater systems have the capacity to well manage stormwater flows in an environmentally sensitive manner.

(3). Are point and/or non-point sources of pollution threatening groundwater supplies?

The City is unaware of pollution threats to groundwater supplies overall. There are limited locations where pollution from underground oil storage tanks have been reported, and remediation/clean up has occurred when a spill was reported. Maine DEP records 66 facilities with oil storage tanks in Belfast, of which three facilities are near public water supplies and two are near private water supplies. See the next table for these facilities. No tanks are located on aquifers.

Belfast Underground Tanks near Drinking Water Sources (Public and Private)

Master Tank ID	Reg #	Tanks	Facility	Vol (gal)	Installed	Status	Status Date	Leak Detection
1513004	1513	4	Dutch Chev	1,000	1/1/1968	Abandoned	6/1/1990	Unknown
1824001	1824	1	Waldo County Jail	4,000	1/1/1974	Active	1/1/1974	
4282001	4282	1	Tallpines Rehab	5,000	3/1/1986	Active	3/1/1986	Manual groundwater sampling
15262004	15262	4	Big Apple	20,000	5/5/1997	Active	5/5/1997	Secondary containment with continuous electrical monitoring
20346001	20346	4	Belfast Variety Rt 52	13,000	8/17/2000	Active	10/25/2000	

Source: Maine DEP

Note: None of these tanks was approved under State Site Law after September 2001.

Also, the City of Belfast, in 2011, was awarded a \$400,000 Brownfields grant from the Environmental Protection Agency. The City can use about \$200,000 of this award to assist private property owners to perform an assessment of hydrocarbon contamination. Belfast is attempting to be proactive in identifying properties on which pollution threats may exist and helping property owners to abate any identified problems.

(4). Are public groundwater and surface water supplies and their recharge areas adequately protected? Are any public water supply expansions anticipated? If so, have suitable sources been identified and protected?

The City believes that public water supplies and their recharge areas are adequately protected overall through the Watershed and Aquifer Protection District; zoning standards which were advocated by the Belfast Water District and which were enacted in the early 1990's. To date, no significant development has occurred within these overlay district areas, and the Water District has not identified any problems

within its watershed. At present, no changes are proposed to the current regulatory standards. The City will rely upon the Water District to identify the potential need for other standards. No expansions of public water supply are anticipated. See C.5 below for the State assessment.

- (5). *What non-regulatory measures can the community take to protect or enhance water quality? Are there opportunities to partner with local or regional advocacy groups that promote water resource protection?*

Non-regulatory measures to protect water quality include the education of business owners and homeowners on the proper storage and disposal of subsurface waste, solid waste, fertilizers, herbicides, and related chemicals, including recycling at the redemption center/transfer station. For example, signage has been installed to inform residents of watersheds boundaries and pavement markings have been installed near storm drains to remind us that stormwater along with any pollutants it carries end up in Belfast Bay. The City can encourage local and regional land trusts to pursue the protection of habitats abutting watercourses through conservation easements or through purchase.

The most significant measure the City has taken is to spend over \$7 million in public funds over the last 10 years to upgrade the wastewater treatment plant and to decrease infiltration and inflow into the City sewer collection system. Prior to this work many of Belfast's sewer mains over 100 years old and in serious disrepair. The work has been very costly, but the City was very successful in decreasing the frequency and volume of pollutant discharges into the Bay. The City also has often used municipal and/or state funds to replace malfunctioning septic systems for those who cannot afford the cost of replacement.

- (6). *Do local road construction and maintenance practices and standards adequately protect water resources? Do public works crews and contractors use best management practices in daily operations (e.g. salt/sand pile maintenance, culvert replacement street sweeping, public works garage operations)?*

Local road construction, repair, and maintenance are done using Best Management Practices to minimize pollution. For example, the City manages the seasonal timing of road construction to avoid excessive amounts of movement of disturbed soil during the high flows of spring. The City and private developers are required to use other techniques such as the temporary mulching of exposed soil surfaces, temporary seeding, and installation of siltation fences, riprap, gravel-filled trenching or the use of siltation basins. City public works officials are trained in these practices and the Code Enforcement Office investigates the activities of private construction crews and individuals to ensure they adhere to these practices as well. Also, Public Works regularly sweeps City streets at the end of the winter season and when conditions allow during the winter season to minimize adverse impacts associated with the use of sand and salt on City streets.

- (7). *Are floodplains adequately identified and protected? Does the community participate in the National Flood Insurance Program? If not, should it? If so, is the floodplain management ordinance up to date and consistently enforced?*

Belfast participates in the National Flood Insurance Program. See the maps titled Flood Zones and Flood Zones (Downtown) for the location of flood zones in the community. The floodplain management provisions are up to date, they are consistent with state and federal requirements, and the City consistently enforces the standards.

C. Conditions and Trends

Minimum data required to address state goals:

(1). *The community’s Comprehensive Planning Water Resources Data Set prepared and provided to the community by the Department of Inland Fisheries and Wildlife, the Department of Environmental Protection and the Office, or their designees.*

See the map titled Water Resources for the locations in Belfast of national inventory wetlands by type, water bodies, stream classification, wetland boundaries (drainage divides), overboard discharges, wastewater outfalls, and aquifers of significant yield.

(2). *A description of each lake, pond, river, and stream including:*

- a. ecological, economic, and recreational values;*
- b. current watershed land uses;*
- c. threats to water quality or quantity;*
- d. documented water quality and/or invasive species problems*

See the next table for water body descriptions. See also the map titled Land Cover and map titled Zoning for current and permitted land uses adjacent to water bodies.

Water body	Ecological, Economic, Recreational values	Current watershed land uses (surrounding water body)	Threats to water quality or quantity	Documented water quality and/or invasive species problems
Belfast Bay and Harbor	See the Marine Resources Chapter			
Belfast Reservoir #1	Water Supply	Forested	Development	None Known
Belfast Reservoir #2	Water Supply	Forested	Development	None Known
Belfast Reservoir Outlet	Water Supply	Forested	Development	None Known
Goose River	Hydropower, Ecological, Water Recharge	Residential, Nonresidential	Run-off, Development	See Water Resources Appendix
Little River	Water Supply Recreation	Residential Forested Agriculture	Run-off Development	

Water body	Ecological, Economic, Recreational values	Current watershed land uses (surrounding water body)	Threats to water quality or quantity	Documented water quality and/or invasive species problems
Lower Mason Pond	Recreation	Residential	Development	None Known
Marsh Fork Stream	Water Quality	Forested, Residential	Residential Development	None Known
Passagassawakeag River	Ecological (Atlantic Salmon Habitat), Economic	Forested, Residential, Mixed Use/Developed	Wastewater outfalls, Overboard discharges	See Water Resources Appendix
Upper Mason Pond	Recreation	Forested, Wetlands, Clear-cut, Residential	Residential development, Hydropower levels	
Warren Brook	Water Quality	Forested & Residential	Minimal threats	None Known
Webster Brook	Water Quality	Forested & Residential	Minimal threats	None Known
Wescot Stream	Recreation	Forested & Residential	Residential development	None Known

Notes: The reservoirs no longer supply drinking water. All rivers and streams are Class B. All estuaries and marine waters are Class SB.

Statutory Definition of Class B waters: Class B shall be the 3rd highest classification.

- A. Class B waters shall be of such quality that they are suitable for the designated uses of drinking water supply after treatment; fishing; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation, except as prohibited under Title 12, section 403; and navigation; and as habitat for fish and other aquatic life. The habitat shall be characterized as unimpaired. [1985, c. 698, § 15 (new).]
- B. The dissolved oxygen content of Class B waters shall be not less than 7 parts per million or 75% of saturation, whichever is higher, except that for the period from October 1st to May 14th, in order to ensure spawning and egg incubation of indigenous fish species, the 7-day mean dissolved oxygen concentration shall not be less than 9.5 parts per million and the 1-day minimum dissolved oxygen concentration shall not be less than 8.0 parts per million in identified fish spawning areas. Between May 15th and September 30th, the number of *Escherichia coli* bacteria of human origin

- in these waters may not exceed a geometric mean of 64 per 100 milliliters or an instantaneous level of 427 per 100 milliliters. [1985, c. 698, § 15 (new).]
- C. Discharges to Class B waters shall not cause adverse impact to aquatic life in that the receiving waters shall be of sufficient quality to support all aquatic species indigenous to the receiving water without detrimental changes in the resident biological community. [1985, c. 698, § 15 (new).] [1985, c. 698, § 15 (new).]

Statutory Definition of Class SB waters. Class SB waters shall be the 2nd highest classification.

A. Class SB waters must be of such quality that they are suitable for the designated uses of recreation in and on the water, fishing, aquaculture, propagation and harvesting of shellfish, industrial process and cooling water supply, hydroelectric power generation, navigation and as habitat for fish and other estuarine and marine life. The habitat must be characterized as unimpaired. [2003, c. 227, §7 (amd).]

B. The dissolved oxygen content of Class SB waters shall be not less than 85% of saturation. Between May 15th and September 30th, the numbers of enterococcus bacteria of human origin in these waters may not exceed a geometric mean of 8 per 100 milliliters or an instantaneous level of 54 per 100 milliliters. The numbers of total coliform bacteria or other specified indicator organisms in samples representative of the waters in shellfish harvesting areas may not exceed the criteria recommended under the National Shellfish Sanitation Program Manual of Operations, Part I, Sanitation of Shellfish Growing Areas, United State Department of Food and Drug Administration. [1985, c. 698, §15 (new).]

C. Discharges to Class SB waters shall not cause adverse impact to estuarine and marine life in that the receiving waters shall be of sufficient quality to support all estuarine and marine species indigenous to the receiving water without detrimental changes in the resident biological community. There shall be no new discharge to Class SB waters which would cause closure of open shellfish areas by the Department of Marine Resources. [1985, c. 698, §15 (new).] [2003, c. 227, §7 (amd).]

- (3). *A list of water resource advocacy groups active in the community.*

The Belfast Bay Watershed Coalition (based in Belfast) is a group of organizations and individuals working to support conservation and stewardship of natural, scenic, historic, and public access resources of the Belfast Bay Watershed through research, community-building and education. It is affiliated with the Lower Penobscot Watershed Coalition. Regional and state natural resource organizations that can serve Belfast include the State of Maine Drinking Water Program (Augusta), Maine Rural Water Association (Brunswick), Natural Resources Council of Maine (Augusta), and Coastal Mountains Land Trust (Camden).

- (4). *A summary of past and present activities to monitor, assess, and/or improve water quality, mitigate sources of pollution, and control or prevent the spread of invasive species.*

Maine DEP monitors water quality on a regular basis. See the Water Resources Appendix for their reports of water quality on the Goose River (Upper Mason Pond), Little River, and Passagassawakeag River. Reports for other water bodies were not available. Maine DEP assessment of water quality near public and private water supplies is shown below. The City presently does not perform any testing of specific water bodies. Based on current testing, it appears that water quality levels are acceptable and that there are no significant levels of invasive plants in Belfast water bodies.

- (5) *A description of the location and nature of significant threats to drinking water supplies.*

Public water supplies located in Belfast are shown in the next table.

Public Water Supplies in Belfast

Public Water System(PWS) Name	PWS Type	Source Name	Source Type	PWS ID#
Belfast Water District	C	Jackson Pit Well GP 51'	WL	ME0090140
Piper Stream Mobile Home Park	C	125' Bedrock Well 11/1990 50 GPM	WL	ME0095560
Belfast Water District	C	Gp Wells - Smart Rd Well 47'	WL	ME0090140
Belfast Curling Club	NC	Dr Well	WL	ME0008779
County Rose Webbas Roadhouse	NC	Bedrock Well	WL	ME0021568

Source: Maine DEP Drinking Water Program

Notes:

C = Community Water System: A public water system which serves at least 15 service connections used by year-round residents or regularly serves at least 25 year-round residents.

NC = Non-Community Water System: A public water system that is not a community water system. There are two types of Non-Community Water Systems. These are: a.. Non-Transient, Non-Community Water Systems: A Non-Community water system that serves at least 25 of the same persons for 6 months or more per year and may include, but is not limited to, a school, factory, industrial park or office building, and b. Transient Non-Community Water Systems: A Non-Community water system that serves at least 25 persons, but not necessarily the same persons, for at least 60 days per year and may include, but is not limited to, a highway rest stop, seasonal restaurant, seasonal motel, golf course, park or campground.

A bottled water company is a transient, non-community water system.

Maine DEP has assessed public water supplies in Belfast. They rate the Belfast Public Water District future risk of chronic contamination as moderate; for Piper Stream Mobile Home Park the risk is high; and for both the Belfast Curling Club and

Country Rose the risk is moderate. The placement of land around these supplies into resource conservation through conservation easements or through resource protection zoning would improve these ratings and reduce the future threats to drinking water. At some point the City may need to work with the owners of the Piper Stream Mobile Home Park to install updated subsurface wastewater management improvements to reduce the risk of contamination, and/or to require the owner to purchase abutting land to create a buffer zone around the Park.

The Maine DEP assessments are shown in the following tables.

Assessment for: Belfast Water District ID ME0090140
Location: Belfast, Maine
Date: May 1, 2003
Summary of the Data used in our Assessment
Public Water Supply Information
Well identification number: 90140201
Well type: Gravel well
Well description: Gp Wells - Smart Rd Well 47'
Overburden thickness (feet): 32
Wellhead protection radius around the well: 2500
Reported distance of land control around the well: 1000
Wellhead Protection Ordinance in effect: Yes
Risk Based on Well Type and Site Geology
Ranking:
Well type: Gravel well
Overburden thickness (feet): 32
Existing risk of contamination based on well type & site geology: Moderate risk
Existing Risk of Acute Contamination
Ranking:
Positive coliform test: No
Nitrate test greater than 5 ppm: No
Septic system within 300 feet of the well: No
Existing risk of acute contamination: Low risk
Future Risk of Acute Contamination
Future Ranking:
No legal land control or control status is unknown or legal control is less than a 150-foot radius around the well: No
Legal control of at least a 150-foot radius of property around the well: Yes
Legal control of at least a 300-foot radius of property around the well: Yes
Future risk of acute contamination: Low risk
Existing Risk of Chronic Contamination
Ranking:
Detection of Chronic Chemical Contaminant: No
Name(s) of Chronic Chemical Contaminant(s) Detected: No chronic

Assessment for: Belfast Water District ID ME0090140
chemical contaminants detected.
Total No. Potential Sources of Contamination within WHPA: 4
Distance to nearest "Significant Potential Source of Contamination": 150 (feet)
Name of nearest "Significant Potential Source of Contamination": Monitoring well
Existing risk of chronic contamination: Moderate risk
Future Risk of Chronic Contamination - Land Ownership / Control
Legal control of Entire Wellhead Protection Area: No
Legal control of 2500 Phase II/V Waiver Radius: No
Future risk of chronic contamination: Moderate risk

Assessment for: Piper Stream Mobile Home Park ID ME0095560
Location: Belfast, Maine
Date: May 1, 2003
Summary of the Data used in State Assessment
Public Water Supply Information
Well identification number: 95560102
Well type: Bedrock well
Well description: 125' Bedrock Well 11/1990 50 Gpm
Overburden thickness (feet): 125
Wellhead protection radius around the well: 300
Reported distance of land control around the well: No data reported.
Wellhead Protection Ordinance in effect: No
Risk Based on Well Type and Site Geology
Ranking:
Well type: Bedrock well
Overburden thickness (feet): 125
Existing risk of contamination based on well type & site geology: Low risk
Existing Risk of Acute Contamination
Ranking:
Positive coliform test: No
Nitrate test greater than 5 ppm: No
Septic system within 300 feet of the well: No
Existing risk of acute contamination: Low risk
Future Risk of Acute Contamination
Future Ranking:
No legal land control or control status is unknown or legal control is less than a 150-foot radius around the well: Yes
Legal control of at least a 150-foot radius of property around the well: No
Legal control of at least a 300-foot radius of property around the well: No
Future risk of acute contamination: High risk
Existing Risk of Chronic Contamination

Assessment for: Piper Stream Mobile Home Park ID ME0095560
Ranking:
Detection of Chronic Chemical Contaminant: No
Name(s) of Chronic Chemical Contaminant(s) Detected: No chronic chemical contaminants detected.
Total No. Potential Sources of Contamination within WHPA: None reported
Distance to nearest "Significant Potential Source of Contamination": No distance data reported. (feet)
Name of nearest "Significant Potential Source of Contamination": No potential sources of chemical contaminants reported or no distance data reported.
Existing risk of chronic contamination: Low risk
Future Risk of Chronic Contamination - Land Ownership / Control
Legal control of Entire Wellhead Protection Area: No
Legal control of 2500 Phase II/V Waiver Radius: No
Future risk of chronic contamination: High risk

Assessment for: Belfast Curling Club , ID ME0008779
Location: Belfast, Maine
Date: May 8, 2003
Summary of the Data used in State Assessment
Well type: Bedrock Well
Well identification number: 8779101
Well description: Dr Well
Overburden thickness (feet): Unknown
Positive bacteria test result(s): No
Nitrate test result(s) greater than 5 ppm: No
Septic system(s) within 300 feet of the well: Yes
Animal feedlots/manure piles(s) within 300 feet of the well: No
Risk Based on Well Type and Site Geology
Ranking:
Well type: Bedrock Well
Overburden thickness (feet): Unknown
Existing risk of contamination based on well type & site geology: Moderate risk
Existing Risk of Acute Contamination
Ranking:
Positive coliform test(s): No
Nitrate test(s) greater than 5 ppm: No
Septic system(s) within 300 feet of the well: Yes
Animal feedlot(s)/manure pile(s) within 300 feet of the well: No
Existing risk of acute contamination: Moderate risk
Future Risk for Acute Contamination
Ranking:

Assessment for: Belfast Curling Club , ID ME0008779
Status of land control: The status of land ownership is unknown or it has been determined that the proprietor does not own or control all the land within 300 feet of this water supply source.
Future risk of acute contamination: Moderate risk

Assessment for: Country Rose , ID ME0021568
Location: Belfast, Maine
Date: May 8, 2003
Summary of the Data used in State Assessment
Well type: Bedrock Well
Well identification number: 21568101
Well description: Bedrock Well
Overburden thickness (feet): Unknown
Positive bacteria test result(s): Yes
Nitrate test result(s) greater than 5 ppm: No
Septic system(s) within 300 feet of the well: No
Animal feedlots/manure piles(s) within 300 feet of the well: No
Risk Based on Well Type and Site Geology
Ranking:
Well type: Bedrock Well
Overburden thickness (feet): Unknown
Existing risk of contamination based on well type & site geology: Moderate risk
Existing Risk of Acute Contamination
Ranking:
Positive coliform test(s): Yes
Nitrate test(s) greater than 5 ppm: No
Septic system(s) within 300 feet of the well: No
Animal feedlot(s)/manure pile(s) within 300 feet of the well: No
Existing risk of acute contamination: High risk
Future Risk for Acute Contamination
Ranking:
Status of land control: The status of land ownership is unknown or it has been determined that the proprietor does not own or control all the land within 300 feet of this water supply source.
Future risk of acute contamination: Moderate risk

- (5). *A summary of existing lake, pond, river, stream, and drinking water protection and preservation measures, including local ordinances.*

Shoreland/Waterfront Zoning: Belfast has adopted Shoreland Zoning provisions (Chapter 82 of the Belfast Code), which are intended to provide protection to shorefront areas, within a 250-foot area from the normal high water line of all

tidal waters, identified freshwater wetlands that are 10 acres or more, the upland edge of freshwater wetlands, salt marshes, salt meadows, wetlands associated with great ponds, rivers and specified flood hazard areas. An area of 75 feet from the normal high water line is set for other water bodies including tributary streams. These shoreland zones include Resource Protection, Limited Residential, Urban Residential, General Development, Stream Protection, Stream Development, Manufactured Housing Community, and Waterfront Development. Beyond shoreland zoning, an Aquifer-Watershed Overlay District has been established to protect areas with aquifers that are used for public drinking water supplies by limiting development. See the ordinance provisions for more information on these standards and permitted uses.

Chapter 98 of the Belfast Code, Article VI Water Quality includes technical standards for the design of drainage systems including stormwater management of proposed developments and requirements for erosion and sedimentation control plans.

The Maine DEP has jurisdiction over freshwater wetlands and floodplain wetlands under the Natural Resources Protection Act (NRPA)/Wetland Protection Rules and the Site Location of Development Act.

The Maine DEP subsurface wastewater disposal rules regulate the design and installation of septic systems in order to minimize the likelihood of contamination to groundwater and surface waters. The City Code Enforcement Officer enforces these provisions.

D. Policies

- (1). To protect current and potential drinking water sources.
- (2). To protect significant surface water resources from pollution and improve water quality where needed.
- (3). To protect water resources in growth areas while promoting more intensive development in those areas.
- (4). To minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities.
- (5). To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.

E. Strategies

- (1). Amend local land use ordinances as applicable to incorporate better quality stormwater runoff performance standards consistent with:
 - a. Maine Stormwater Management Law and Maine Stormwater regulations (Title 38 MRSA §420-D and 06-096 CMR 500 and 502.

- b. Maine Department of Environmental Protection's allocations for allowable levels of phosphorus in lake/pond watersheds.
 - c. Maine Pollution Discharge Elimination System Stormwater Program
- (2) Consider amending Official Shoreland Zoning Map that is part of Chapter 82, Shoreland Ordinance to ensure sensitive coastal and inland water resources are adequately protected.
 - (3) Work cooperatively with FEMA in the preparation of new Floodplain Maps for the City (2012 – 2014 FEMA project). Post receipt of the updated map, ensure this map is included as the official map for the City Floodplain Ordinance (Chapter 78), and educate property owners and local government bodies regarding implications of the revised map.
 - (4) Consider amending local land use ordinances, as applicable, to incorporate low impact development standards for ecologically sensitive, rural areas near water bodies .
 - (5) Where applicable, develop an urban impaired stream watershed management or mitigation plan that will promote continued development or redevelopment without further stream degradation.
 - (6) Work with the Belfast Water District to examine the need to enact revised public wellhead and aquifer recharge area protection mechanisms, as necessary.
 - (7) Make water quality "best management practices" information available to farmers and loggers.
 - (8) Adopt water quality protection practices and standards for construction and maintenance of public roads and properties and require their implementation by the community's officials, employees, and contractors.
 - (9) Participate in local and regional efforts to monitor, protect, and, where warranted, improve water quality.
 - (10) Provide educational materials at appropriate locations regarding aquatic invasive species.
 - (11) Encourage conservation easements, especially in shoreland areas near drinking water supplies, and/or encourage the expanded use of resource protection districts for these sensitive areas.
 - (12) Identify existing faulty septic systems (Code Enforcement Officer).
 - (13) Encourage landowners to take advantage of cost share programs to bring septic systems up to code (Code Enforcement Officer, City Council).
 - (14) Encourage the Belfast Water District to take proactive measures to protect permanently public drinking water supplies.

CRITICAL NATURAL RESOURCES

Introduction

Critical natural resources are integral to the environment. The purpose of this chapter is to help the City identify, manage and adequately protect its critical natural resources, and safeguard the local economy dependent on these resources. Note: for marine resources, see the Marine Resources Chapter, and for water resources, see the Water Resources Chapter. Critical Natural Resources are defined by the State as those areas in the community comprised of one or more of the following:

- Shoreland zone
- Multi-function wetlands (wetlands found to provide three or more wetland functions as depicted on the Wetlands Characterization Maps developed by the State Planning Office.)
- Essential Wildlife Habitats and Threatened, Endangered, and Special Concern Species occurrences as depicted on maps prepared by the Department of Inland Fisheries and Wildlife pursuant to the Maine Endangered Species Act
- Significant wildlife habitat as defined in 38 MRSA §480-B(10)
- Significant freshwater fisheries habitat
- Rare and exemplary natural communities, and rare plant occurrences as determined by the State's Natural Areas Program database
- Coastal sand dune systems as defined in the Natural Resources Protection Act 38 MRSA §480-B(1)
- Beginning with Habitat Focus Areas of Ecological Significance identified by the Beginning with Habitat Program of the Maine Department of Inland Fisheries and Wildlife
- Fragile mountain areas as defined in 38 MRSA §480-B(3);
- Coastal bluffs and coastal landslide hazards as depicted on maps prepared by the Maine Geological Survey
- Flood plains as depicted on Federal Emergency Management Agency flood hazard identification maps
- Areas designated as a National Natural Landmark pursuant to the National Park Service's National Natural Landmark Program (36 Code of Federal Regulation, Section 62).

A. State Goal and State Coastal Policies

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

B. Analyses and Key Issues

- (1). *Are existing regulations sufficient to protect the community's critical natural resources threatened by development, overuse, or other activities?*

Federal, State, and municipal regulations offer protection for most critical natural resources in Belfast, excluding large habitat blocks. Crucial to this protection, however, is ongoing monitoring to detect illegal activities and remediate where environmental damage has occurred. Funding at the Federal, State and municipal level is insufficient to ensure complete protection. Further regulatory protection at the municipal level may be warranted. Specifically, these areas within Belfast should be considered for additional protection through municipal regulation: areas with steep slopes (see the map titled Topography), forested wetlands, and select wetlands under 10 acres in size that have limited regulation by the Maine DEP. However, the use of conservation easements or purchases may be more tenable to residents and voters than regulations. As important, easements and conservation purchases almost always result in permanent protection while municipal regulations are subject to future amendments or repeal.

(2). Are local shoreland zone standards consistent with state guidelines and with the standards on adjacent shorelands in neighboring towns?

The City's shoreland zoning ordinance provisions including waterfront districts are consistent with current State law and have been approved by the Maine DEP. The City specifically notes that it has worked cooperatively with the DEP to adopt shoreland regulations that vary from the state model regulations, including but not limited to the establishment of the Urban Residential Shoreland subdistrict, the Waterfront Development Shoreland subdistrict, the Stream Development Shoreland subdistrict and the Manufactured Housing Community Shoreland subdistrict. The above subdistricts better reflect existing development patterns in Belfast and are modeled on the premise that future development should be consistent with existing development. Also, Shoreland zoning districts of adjacent shorelands in the neighboring communities of Belmont, Morrill, Northport, Swanville and Waldo are consistent with Belfast's provisions for these border area shorelands.

(3). What non-regulatory measures can the community take to protect critical natural resources? Are there opportunities to partner with local or regional advocacy groups?

The City can work with non-profit, local, state, and national advocacy groups to acquire property in critical areas for conservation outright or with easements. Specifically, the following areas should be considered for conservation:

- Areas along the Passagassawakeag River
- Areas within the Water Districts watershed
- Additional areas along the Little River.

Partners could include Audubon Society, Land for Maine's Future Program (Augusta), Maine Coast Heritage Trust (Topsham, Rockport), and Coastal Mountains Land Trust (Camden), Natural Resources Council of Maine (Augusta), and Coastal Mountains Land Trust (Camden).

The City can educate residents on the value of critical natural resources through outreach programs, conservation committee efforts, and in cooperation with local schools. Programs could describe the existing resources found locally, threats from pollution, and ways in which residents can reduce their own household waste through reuse, recycling and proper disposal.

(4). Is there current regional cooperation or planning underway to protect shared critical natural resources?

The Maine Farmland Trust and the Coastal Mountains Land Trust have sought the preservation of critical natural areas in and around Belfast, especially along ecologically sensitive water bodies and valuable wetland habitats. The City has worked with the Coastal Mountains Land Trust in the past on preservation projects.

(5). In what other areas will protection of critical natural resources advance comprehensive plan policies (e.g. water resources, economy, recreation, agriculture, and forestry, etc.)?

Protecting critical natural resources goes hand in hand with several of the key policies of the following chapters of this plan: Agriculture and Forestry, Economy, Land Use, Marine Resources, Recreation, and Water Resources. See those chapters for their specific policies and strategies. More generally, the protection of one resource, like water quality, often involves the protection of other resources that occupy the same geography, like natural habitats. Similarly, conserving wetlands, which absorb water runoff and attenuate flood flows, reduces the risk of flooding in already developed areas nearby.

C. Conditions and Trends

Minimum data required to address state goals:

(1). The community's Comprehensive Planning Critical Natural Resources Data Set prepared and provided to the community by the Department of Inland Fisheries and Wildlife, Department of Environmental Protection and the Office, or their designees.

See the map titled Habitats and Marine Resources for Essential Wildlife Habitats and Threatened, Endangered, and Special Concern Species, Significant wildlife habitat, Rare and exemplary natural communities, and rare plant occurrences. See the shoreland zoning map for the location of Shoreland/Waterfront Districts and Moderate and High Value Wetland Habitats. See the map titled Water Resources for the location of wetlands. See the map titled Coastal Bluff Stability for the coastal bluffs and coastal landslide hazards. See the maps titled Flood Zones and Flood Zones (Downtown) for the location of flood plains.

In Belfast, the Rambur's Forktail (a dragonfly) is the only identified Rare Animal, with a rating of Special Concern. The American Chestnut is the only identified Rare

Plant, with a rating of Special Concern. The state identifies one of these trees on Route 1. Two more are found on Kaler Rd. Atlantic Salmon Spawning and Rearing Habitat are identified on the Passagassawakeag River near and between the Route 7/137 and the Doak Rd crossings. Belfast has no state-defined Focus Area of Ecological Significance, no state-identified significant freshwater fisheries habitat, no fragile mountain area, and no National Natural Landmark.

(2). *A map or description of scenic areas and scenic views of local importance, and regional or statewide importance, if available.*

Scenic views in Belfast focus principally on Belfast Harbor and Bay, as seen from public streets and public parks and landings. Other scenic areas include the upper reaches of the Passagassawakeag River, the Goose River and Upper and Lower Mason Pond, the Little River, particularly the area near Route 1 and the area near Outer Congress Street, and the numerous open fields and wooded areas that border many of the rural roads in Belfast. See the map titled Scenic Resources Scenic resources of Belfast Harbor and Bay are noted in the Marine Resources chapter of this plan as well. The Gateway 1 plan includes a scenic resources map of views from Route 1; see the map titled Belfast Detail of Gateway 1 Scenic Quality Assessment Section Four (Upper Bay and River). In the 1997 Comprehensive Plan, these areas were rated for scenic value [1-9, the higher the number the more scenic]:

- City Park [9]
- Little River Dam and Little River, looking toward the Bay [6]
- Upper Little River Dam and Brook [7]
- Route 52, at junction with Prescott Road (Greenlow Corner), looking toward Belfast [7]
- Doak Road Bridge [5]
- Head of Tide [6]
- City Point to Upper High Street [7]
- Goose River, adjacent to Swan Lake Avenue [7]
- Goose River, adjacent to Route 1 [7]
- Old (Memorial) Bridge Area [7]
- City Landing [8]
- Lower Main Street toward the Bay [7]
- Hayford Hill Area [8]
- Kirby Lake [5]
- Patterson Hill [6]
- Upper and Lower Mason Ponds [N/A]

D. Policies

- (1). *To conserve critical natural resources in the community.*
- (2). *To coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.*

E. Strategies

- (1). Amend local shoreland zone standards to meet current state guidelines.
- (2). Designate critical natural resources as Critical Resource Areas in the Future Land Use Plan.
- (3). Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.
- (4). Through local land use ordinances, require the planning board (or other designated review authority) to incorporate maps and information provided by the Maine Beginning with Habitat program into their review process.
- (5). Adopt natural resource protection practices and standards for construction and maintenance of public roads and properties and require their implementation by the community's officials, employees, and contractors.
- (6). Initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts around shared critical natural resources.
- (7). Pursue public/private partnerships to protect critical natural resources such as through purchase of land or easements from willing sellers.
- (8). Distribute or make available information to those living in or near critical natural resources about applicable local, state, or federal regulations.
- (9). Obtain scenic easements from willing property owners for the preservation of scenic views as identified in this plan and to protect water views that can be seen from rangeways.
- (10). Conduct field surveys of state-mapped approximate deer winter areas and other habitats for accuracy in order to ensure appropriate regulation of these areas, as it is believed that some currently mapped habitats may be incorrect.
- (11). Ensure protection and the public use of rangeways in Belfast.
- (12). Encourage the construction of trails and pedestrian/bicycling improvements to provide public access to critical natural resource areas. Two key projects are the rails-to-trails project that involves the Belfast and Moosehead Lake Railroad line which the City purchased, and development of the 'Emerald Necklace' trail system for Belfast.

AGRICULTURAL AND FOREST RESOURCES

Introduction

Farming is a significant land use activity, important to the economic well-being of numerous Belfast residents. Forestry is also a key land use. Open space is integral to Belfast's rural character and is important to Belfast's residents, who have over the years, indicated a strong preference for preserving the City's rural character. This chapter describes agricultural and forestry resources in Belfast and recommends steps for their protection.

A. State Goal

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

B. Analyses and Key Issues

- (1). *How important is agriculture and/or forestry to the community and region? Are these activities growing, stable, or declining? Are the farms or woodlots in the community important for non-economic reasons, such as scenic landscapes, wildlife habitat, outdoor recreation, or historic significance?*

Agriculture and forestry are more important to the community than the small number of those employed in these sectors might suggest. The market for local agricultural products is increasing and Belfast residents could likely support more activity in this sector. Sustainable forestry provides a small but useful supplemental income to large landowners, and helps reduce property tax valuations, allowing residents who work in the local economy or are on fixed incomes to remain in Belfast. Larger scale, traditional agricultural activities have declined, while specialized, small-scale and niche-farming activities have increased, like the raising of alpacas, organic and heirloom crops. Demand for hay is primarily for horse farms. In 2009, there were 1,601.68 acres in the Farmland Protection Program, up from 434.59 acres in 1997. Farmland in 2009 included 158.5 acres in crops/blueberries, 652.68 acres in pasture, no acres in orchard, and 9.55 acres in horticulture. All of this land is located in the rural area of the City. In 2009, 271.77 acres were enrolled in the Open Space Program. Woodlots in the tree growth program in 1997 comprised 2,130.6 acres; in 2009 that figure was 1,515.2 acres, a decrease of 615.4 acres.

It is specifically noted that in 2012 a new food processing operation, Coastal Farms, was established at the former Moss, Inc. facility on Route 1 near Perkins Road. The concept for Coastal Farms was started by Jan Anderson, a local resident who engages in small scale agriculture. Coastal Farms features a cold storage facility, processing lines and commercial kitchen facilities which are available for rent to persons engaged in making specialty food products. The facility processed its first blueberries in 2012 which involved 40 plus employees.

(2). How are land use patterns and land values contributing to the loss of farm or forest land?

The rising value of land for residential uses and the increased valuation of land that could be converted to residential use have reduced the amount of land farmed and forested. Property tax is the primary source of revenue for municipal government services. Residential uses are often sought because of the increased property tax revenue that they will generate. Importantly, however, residential uses consume significantly more municipal services than do farming and forestry activities. Scattered residential development in formerly rural areas breaks up contiguous parcels and facilitates increased residential development. Farming has typically been small-scale; however, niche operations catering to specialized markets can still flourish. No industrialized forest operations (encompassing 500 acres or more per site) are found in Belfast. Voluntary tree growth designation is likely to continue. Although, limited amounts of forestry conservation easements in the City mean that the existing forestry activities may decline as scattered development in formerly rural areas increase.

(3). What regulatory and non-regulatory steps is the community currently taking to support productive farm and forest lands? Are there local or regional land trusts actively working to protect farms or forest lands in the community?

Many of the current zoning districts support agricultural and forestry uses, including the General Purpose A, General Purpose B, Residential Agricultural I, Residential Agricultural II, Protection Rural 1, Protection Rural 2, and much of the Residential Growth zoning district. In addition, many of the City's commercial zoning districts, allow low scale agricultural activities, and in 2011 the City amended its zoning regulations to allow domestic chickens in urban residential neighborhoods.

The City's Future Land Use Plan that was adopted as part of this Comprehensive Plan establishes the Rural Road Class 1 and Rural Road Class 2 zoning districts to replace many of the current rural oriented zoning districts. These Road Class districts clearly allow and encourage agricultural and forestry uses, and allow home occupations at a scale that can support small agricultural, husbandry, forestry and similar uses. There are many large undeveloped rural parcels in Belfast, and at present, there is minimal pressure to redevelop these parcels for residential use. Most remain open field and forestry lands.

The Future Land Use Plan, like many current zoning districts, also recognize that many areas in Belfast support a wide range of uses. For example, a furniture store located in the Route 3 Commercial zoning district also supports a horse stable. As such, it is recommended that agricultural activities be allowed in mixed use/commercial zoning districts. The City also will consider policies similar to its domesticated chicken policy for urban areas.

The City is very supportive of non-regulatory steps to support farming and forestry including farmer's markets, working with the local chamber of commerce to help market agriculture products, and working with local school lunch programs to incorporate local goods. For example, in 2011, the City established a program to encourage CSA's by working with local banks to establish the equivalent of a 'christmas club bank account' for persons to be able to save money for next year's CSA. The City actively supports outreach and education on the importance of local farms and forestlands to local schools and the public.

Continuing, Belfast has a long established food co-operative that has over 3,000 members and which offers locally grown foods, and access to a fish purchasing cooperative. In addition to providing a market for local farmers, the Co-op provides advocacy and education regarding healthy living and foods. In addition, in 2011, a group of residents broke ground on the Belfast Co-Housing and Eco-Village project, a 38 unit residential subdivision that features net zero energy housing, community gardens, and sustainable development. The housing development is clustered on 3 acres with over 40 acres of surrounding open space and fields. The Co-Housing and Eco-Village project is a significant accomplishment for its founders, particularly at a time when the housing market is very depressed. The City role in this project was to use local zoning standards that allowed this type of development.

The Maine Farmland Trust (located in Belfast) and the Coastal Mountains Land Trust work with landowners who wish to conserve their properties for the continuation of sustainable agricultural and forestry operations. See the map titled Public Facilities and Services for land under conservation easements.

(4). Are there undeveloped parts of town in which prime farmland are prevalent? If so, how are these areas currently being used? How are they being protected?

The map titled Farmland Soils shows the locations of prime farmland soils as defined by the USDA. These soils are found throughout the City. Within the US 1 bypass and along shorelines, these soils are in areas largely developed already. A few of the larger contiguous areas of these soils are found along portions of Route 3, Route 141 and crossing an interior portion of Crocker Rd. These areas are less developed. See the map titled Land Cover for uses, development patterns, and intensity. These areas allow for agricultural and forestry uses, see summarized district descriptions in B.3 above and the Belfast Zoning map.

(5). Are farm and commercial forest land owners taking advantage of the state's current use tax laws?

Those property owners participating in the farmland and tree growth tax programs are benefiting from reduced tax assessments based on the current (non-residential use) of their property or portions thereof. See figures in C.3 and C.4 below. It is estimated that an addition farmland and woodlots might be eligible to participate in these voluntary programs.

- (6). *Has proximity of new homes or other incompatible uses affected the normal operations of farms or woodlot owners?*

No reports have been made to the City recently regarding an impact on the normal operations of farms or forested/woodlot areas.

- (7). *Are there large tracts of agricultural or industrial forest land that have been or may be sold for development in the foreseeable future? If so, what impact would this have on the community?*

See the map titled Land Cover for the locations of Cultivated Crops and Pasture/Hay in Belfast. Belfast does not have industrial forestland (encompassing 500 or more acres per site). Within the past ten years, one farming operation has closed but it has not been replaced with residential development. Within this same period, no major residential development has replaced large woodlots. In the next ten-year planning period, no significant farmland or woodlots are seen as vulnerable to conversion to residential use. Also, several persons have purchased property with the intent of establishing a small scale agricultural use.

- (8). *Is clear-cutting an issue in the community? Is the clear-cutting related to normal woodlands management, or is it in preparation for land development?*

Clear-cutting has only arisen as an issue in Belfast twice in the past 15 years. In the area of Stevenson Lane, about 80 acres were cleared (timber, other vegetation and topsoil) before a subdivision was proposed. Such clearing is considered liquidation harvesting and is now subject to regulation under the state-mandated subdivision criteria rule. Off the Route 1 bypass, about 30 acres were cleared on property adjacent to and under the same ownership as a mobile home park. Maine DEP fined the owner and they have paid restoration fees, which were likely in excess of the revenue made from the timber sold. The cleared lot has yet to be developed. Selective cutting has occurred as part of regulated woodlands management throughout the rural portions of the City. To date, clear cutting has not been a major concern.

- (9). *Do local farmers and/or loggers take steps to minimize impacts on natural resources in the community? Do local farms participate in Natural Resource Conservation Service programs?*

The City can advise farmers and woodlot owners on best management practices and put these persons in contact with state officials for further guidance. Negative impacts including pollution from farming and forestry in shoreland areas has occurred in the Shepard Rd area within the past ten years and ongoing remediation in accordance with state law has and will continue to take place. Some local farms participate in the Natural Resource Conservation Service programs.

(10). Does the community have, or need, a street tree or other tree planting and maintenance program?

Currently, Belfast has a tree warden and a maintenance program for street tree plantings, which is overseen by the City Council and Public Works Department. The City has an ordinance regarding the preservation of street trees.

C. Conditions and Trends

Minimum data required to address state goals:

(1). The community’s Comprehensive Planning Agriculture and Forestry Data Set prepared and provided to the community by the Department of Agriculture, the Maine Forest Service, and the Office, or their designees.

See the map titled Farmland Soils for the location of Prime Farmland soils (USDA defined) and soils categorized as Additional Farmland of Statewide Importance (State defined).

Farmland Protected in Waldo County:

- Permanently Protected: 556 acres (4 farms) have been protected by three nonprofit organizations
- Temporarily Protected: Maine Dept. of Agriculture 1,073 acres protected through Farms for the Future (5 years); Enrolled in Farm and Open Space Tax Program, 9,752 acres farmland in 2002 - 4,421 acres cropland plus 5,289 acres woodland, 1,279 acres open space in 2001, Enrolled in Tree Growth Program 54,501 acres in 2001. Note: More recent data was not part of the state-provided community data set.

Waldo County Agricultural Sales

Item/Year	1978	1982	1992	1997	2007
All crops	\$1,257,000	\$1,850,000	\$2,796,000	\$2,796,000	\$5,002,000
Livestock/poultry and their products	\$46,202,000	\$34,681,000	\$14,336,000	\$12,229,000	\$17,818,000
Nursery and greenhouse products	\$130,000	\$185,000	\$541,000	\$1,211,000	\$1,613,000
Fruits, nuts and berries	\$393,000	\$723,000	\$1,511,000	\$650,000	\$1,284,000

Source: USDA/Dept. of Commerce, Agriculture Census 1978 - 2007.

Notes: Most agricultural activity in the county occurs outside Belfast. All crops category includes nursery and greenhouse products.

Summary of Timber Harvest Information for City of Belfast

Year	Selection harvest, acres	Shelterwood harvest, acres	Clearcut harvest, acres	Total Harvest, acres	Change of land use, acres	Number of timber harvests
1991	287	65	0	352	60	8
1992	253	12	0	265	0	12
1993	143	20	0	163	0	12
1994	57	8	0	65	0	4
1995	139	95	2	236	0	9
1996	146	0	0	146	0	8
1997	384	46	0	430	0	9
1998	543	58	9	610	9	16
1999	404	94	35	532	12	30
2000	231	100	60	391	18	40
2001	499	19	0	518	13	31
2002	231	0	0	231	105	22
2003	120	0	0	120	6	16
2004	172	0	0	172	30	21
2005	142	0	0	142	5	10
2006	145	0	0	145	1	17
Total	3,896	517	106	4,518	259	265

Source: Department of Conservation - Maine Forest Service

Notes: Data compiled from confidential year-end landowner reports to Maine Forest Service. To protect confidential landowner information, data is reported only where three or more landowner reports reported harvesting in the town.

- (2). *A map and/or description of the community's farms, farmland, and managed forest lands including information on the importance of these resources to the local and regional economy and rural character.*

See the map titled Land Cover for the location of Cultivated Crops and Pasture/Hay areas. See the map titled City Property, Open Space & Farmland for parcels in farmland, tree growth, and open space programs. The open space provided by farming and forestry activities is important to the rural character that surrounds the Downtown and is found in backland areas away from the highway commercial development that is spreading along Route 1 and Route 3. Less than 2% of Belfast's residents worked in farming, fishing, and forestry occupations in 2000. However, the public's attention on the value of locally raised healthy food has boosted the market for these commodities. Accordingly, grocery stores and supermarket chains are offering more local produce and related goods for sale in Belfast. Belfast's population could become a larger market for dairy and crops raised within Waldo County and nearby.

- (3). *Information on the number of farms and acres of farmland in the community enrolled in the state farm and open space law taxation program, including changes in enrollment over the past 10-20 years.*

In 1997, there were eight active farms in Belfast: one dairy farm, one dairy and sheep farm, and six general agriculture farms. Two of the general farms are also horse farms. There were 434.59 acres registered in Belfast under the States Farm and Open Space Law: 57.5 acres in crops, 365.09 acres in pasture, 4 acres in orchard and 8 acres in horticulture. All of this land is located in the rural area.

In 2009, there were about 12 active farms in Belfast: 1 dairy farm, 2 sheep farm, and 9 general agriculture farms. Two of the general farms are also horse farms. Niche operations, like the raising of alpaca are also found in Belfast. There were 1,601.68 acres in the Farmland Protection Program and 271.77 acres in the Open Space Program. For farmland, 158.5 acres were in crops/blueberries, 652.68 acres in pasture, no acres in orchard, and 9.55 acres in horticulture. All of this land is located in the rural area.

The increased acreage in crops, pasture, and horticulture from 1997 to 2009 is due to increased participation in the program, rather than an increase in farming activity.

(4). Information on the number of parcels and acres of forest land enrolled in the state tree growth tax law program, including changes in enrollment over the past 10-20 years.

The Tree Growth Tax Law Program allows for the assessment of forestland based on current use rather than market value as long as the land is managed for timber production and remains as forest.

In 1997, there were 2,130.6 acres registered in Belfast under the Tree Growth Tax Law Program. All but 23.75 acres of this acreage are in rural locations. Most of this acreage is located on the west side of the City. In 2009, there were 1,515.2 acres registered in Belfast under the Tree Growth Tax Law Program. Most of this acreage is in rural locations.

(5). A description of any community farming and forestry activities (e.g. street tree program, community garden, farmer’s market, or community forest), including identification of managing officials and/or organizations.

The following agricultural and forestry related programs are active within Belfast.

Program	Occurs (Seasonally, Weekly, Monthly, etc.)	Organized/Managed (City, Non-Profit, Local Businesses, etc.)
Farmer’s Market	April-October (twice weekly)	Farmers Market
Garden Club	Spring/Summer	Civic Group
School Farm	Spring/Summer	RSU 20
Street Tree Planting	Spring/Fall	City & Greenstreets

D. Policies

- (1). *To safeguard lands identified as prime farmland or capable of supporting commercial forestry.*
- (2). *To promote the use of best management practices for timber harvesting and agricultural production.*
- (3). *To support farming and forestry and encourage their economic viability.*

E. Strategies

- (1). Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices.
- (2). Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.
- ~~(5)-(3).~~ Amend land use ordinances to require commercial or subdivision developments in critical rural areas to maintain areas with prime farm soils as open space and agricultural lands.
- ~~(5)-(4).~~ Limit non-residential development in critical rural areas to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations.
- (5). Encourage owners of productive farm and forest land to enroll in the current use taxation programs.
- (6). Permit activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, and pick-your-own operations.
- (7). Include agriculture and commercial forestry operations in local or regional economic development plans.
- (8). Protect existing agricultural areas from conflicts that may arise from new, adjacent land use activities. Consider the creation of agricultural buffers for new commercial developments abutting existing agricultural uses and/or an agricultural overlay district to protect existing agricultural activities by limiting or prohibiting conflicting land uses. Amend the Subdivision Ordinance to include a provision requiring a 100-foot buffer strip between new residential or commercial development and active farmland. (Enacting a land use district or zone where agriculture is recognized as the primary use and where residential uses are limited or conditional can reduce property tax assessments based upon the current prevailing use rather than on the potential for residential use. Ever-increasing property taxes due to the potential for residential use are often cited as contributing to the loss of farmland.)
- (9). Publicize the availability of free and low cost professional assistance through the U.S. Conservation Service, U.S. Agricultural Stabilization, and Soil Conservation

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Service, State Service Foresters and woodlot management programs sponsored by the major paper companies. Make this information available at the City Office Building.

- (10). Publicize the availability of the Right to Farm and use state forest practice regulations, by including a mailing with tax bills and by developing and/or acquiring resource materials for further distribution. Also, make this information available at the City Office Building.
- (11). In the outside Rural Districts, strongly encourage land use development practices, such as cluster housing, that preserve agricultural and forestry resources and open space.
- (12). Establish an open space fund, supported by donations, grants and, at the discretion of the City, tax penalties from the sale or change of use status of land which is currently tax exempt or subject to reduced taxation, such as land subject to the tree Growth Tax.
- (13). Work cooperatively with local organizations and individuals who engage in agricultural and forestry oriented activities to promote such uses, such as the City's CSA program, the Belfast Co-operative, the Farmers Market, the Farmland Trust and similar organizations.

SECTION 3.5 MARINE RESOURCES

Introduction

Access to the ocean and its abundant marine resources has been a staple of the coastal economy in the State of Maine for centuries. Belfast continues to thrive due to its proximity to this vast system.

This ocean access has been described at the state level as working waterfront, and in Belfast as recently as 2007 in an organized process labeled ‘The Vibrancy Project’, participating citizens ranked the maintenance and protection of real and friendly working waterfront as the highest priority measure to improve the quality of life and commerce in the City.

Past as well as present uses of the working waterfront in Belfast include but are not limited to: commercial fishing, aquaculture, rail transportation, marine transportation, boat building and repair, and of course, recreational opportunities.

The purpose of this chapter is to help the city identify, manage and protect its marine resources and working waterfront features in order to safeguard the local economy that is dependent on these uses.

A. State Goal and State Coastal Policies

1. *To protect the State's marine resources industry, ports and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public.*
2. *For coastal towns, the Growth Management Act requires that a local comprehensive plan address the state coastal management policies (38 MRSA §1801). These are:*
 - a. *To promote the maintenance, development, and revitalization of the State's ports and harbors for fishing, transportation and recreation;*
 - b. *To manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters and to enhance the economic value of the State's renewable marine resources;*
 - c. *To support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline and that considers the cumulative effects of development on coastal resources;*
 - d. *To discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea-level rise, it is hazardous to*

human health and safety;

- e. To encourage and support cooperative state and municipal management of coastal resources;*
- f. To protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs;*
- g. To expand the opportunities for outdoor recreation and to encourage appropriate coastal tourist activities and development;*
- h. To restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses; and,*
- i. To restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.*

B. Analyses and Key Issues

(1). Fishery resources/water quality

- a. Is water quality being monitored on a regular basis?*

The Maine Department of Marine Resources (Maine DMR) monitors water quality regionally. The City monitors water quality at the site of discharge of treated effluent from the sewer facility on a regular basis. Overall, water quality is recorded as being within healthful limits.

- b. Is there a local or regional plan in place to identify and eliminate pollution sources?*

Belfast, like many Maine communities, experienced problems with operation of its public sewer system, including occasional overflows of sewage into the coastal waters of Belfast Bay. Belfast's sewer system nearly 30 miles of sewer pipe, and in 2000, much of the pipe was over 100 years old and in extremely poor condition. The City has taken very aggressive measures to address this pollution issue.

In 2000, the City contracted with its engineering firm, Olver Associates, to prepare a Sewer System Master Plan to Abate problems associated with Combined Sewer Overflows (CSO). Since 2001, the City has completed 8 of the identified projects at a public cost of over \$7 million dollars to eliminate CSO's, and significantly decrease the amount of infiltration into the City sewer system. Since then, Belfast, like most Maine communities, has experienced a significant increase in the annual amount of rainfall, however, the sewer improvements constructed have significantly reduced the number and intensity of overflows into the Bay. The most recent project occurred in 2010, when the City used \$2.7 million in 'stimulus' monies to construct major upgrades to the treatment plant, improvements to several pump stations, and the replacement of additional sewer lines.

See the Public Facilities chapter and Capital Investment Plan in the Fiscal Capacity chapter of this plan for more information.

- c. Has closing of clam or worm flats threatened the shellfishing industry, and are sources of contamination known? Are sources point (direct discharge) or nonpoint sources?*

According to Maine DMR, there are a number of soft shell clam beds, both above and below the Route 1 Bridge. At one time, the beds below the bridge were open to depuration harvesting, but all of the clam beds are now closed due to pollution. DMR officials indicate that Belfast's shellfish areas provide marginal habitat and are not likely to be opened in the future, at least on the side of the harbor where the sewage treatment plant is located. While the City's tidal flats are closed to the harvesting of shellfish, they do provide important habitat for waterfowl.

Water quality can be degraded by many factors, resulting from natural occurrences, and human activity. Pollution can be classified by its origin. Point source pollution originates from a single point, such as an outflow pipe, overboard discharge including untreated wastes, from a residence, business, or factory. The Maine DEP, Bureau of Land and Water Quality lists three overboard discharges and five wastewater outfalls approved within Belfast. See the Water Resources Map for their locations.

- d. Are fishery resources being properly managed at local and regional levels?*

The City has few current concerns regarding how fishery resources are being managed at the local and regional level. DMR has instituted seasonal restrictions that affect when construction can occur in near-shore waters, however, the agency has exercised reasonable and locally desired flexibility in applying these standards to construction projects. Further, recreational fishermen have not expressed any significant concern regarding the condition of fishery resources that are subject to recreational fishing. Unfortunately, few salmon now enter Belfast Bay or the Passagassawakeag River and it appears that salmon will not become a significant local recreational fishery.

(2) *Coastal Land Use*

- a. Have arrangements for managing local harbors been effective?*

Belfast Harbor, starting in the mid-1990's, has seen a dramatic increase in growth and activity. The amount of growth is similar to that experienced along much of the Maine Coast. While activity began to level off in 2008 - 2009 due to the large impact the economy plays in both the boating industry and shorefront real estate markets, the amount of activity in the harbor increased significantly in 2011 - 2012 with the development of the Front Street Shipyard, a major boat repair, refitting, storage and building operation. The arrival of the Shipyard combined with ongoing pressures on the harbor prompted the City, in 2011 - 2012 to prepare a new inner harbor management plan. The City Council adopted the plan and accompanying Ordinance amendments recommended by the Harbor Committee and the City and its Harbormaster are now working to implement this plan. The harbor is a critical vibrant part of the community, and the management

of the harbor has been effective overall.

It is noted that the number of moorings has nearly doubled to 360, including private, commercial and rental moorings, as well as moored floats. Much of the increase is associated with establishing moorings for riparian or shorefront owners. The number of transient cruisers renting overnight moorings and dock space also has increased considerably with many visitors returning year after year. There are also a large number of boaters from Islesboro, Castine, Northport and surrounding areas who come for lunch or stay for the day to enjoy the downtown or one of the many activities held on the waterfront. Two cruise lines bring ‘mini’ passenger ships into Belfast and the harbor is now among the top 5 in Maine for the number of cruise ship passenger visits per year. Over this time period, shorefront businesses and facilities have expanded and buildings have been renovated, with the most significant development being the Front Street Shipyard.

There remains room for further development in the harbor, including setting additional moorings and expanding slip space and developing the inner harbor, however, any increase of substantial slip space in the outer harbor may largely depend on creating additional protection that would need to be provided by a breakwater or wave attenuator. The alluring assets of Belfast Harbor may be attributed to its wide diversity in users, including strong support in maintaining a working waterfront, fisheries and aquaculture.

b. Is there a local or regional harbor or bay management plan? If not, is one needed?

Belfast adopted an official management plan for the harbor in 1991, and the City implemented many of its provisions shortly thereafter. Over the next 20 years the City considered and adopted Ordinance provisions to supplement direction provided in this plan, including approaches such as involving the Belfast Harbor Committee in the review of Shoreland Permits for marine facilities, establishing five respective management districts for the harbor and associated wharf line limits for marine facilities, and periodically amending the Harbor Operations Ordinance. In 2010, the City Council authorized the City to secure professional consulting services to prepare a downtown – waterfront plan. A key component of this planning effort involved examining use and development of the working waterfront area, including both public and privately owned lands, and the use of the Inner Harbor area. This effort led to preparation and adoption of the above referenced Ordinances for the Inner Harbor area, as well as planning for an expanded commercial fishermen wharf that is scheduled for construction in 2013.

c. If the harbor is shared with other communities, is there cooperation in management of the harbor?

Belfast Harbor is bounded entirely by the City of Belfast.

d. What are the local dredging needs and how are they addressed?

The Belfast Harbor channel is approximately 2 miles long from Steel Ledge to the bridge. The average depth of the channel is 12 feet 6 inches at mean low tide, and

the average width of the channel is about 200 feet. The normal tide range is about 10 feet, and the channel is subject to a high level of siltation.

The last dredging in the harbor and channel occurred during the federal navigation project in 2003. Further dredging is not scheduled, and is not anticipated to be needed within the planning period of ten years or well beyond. The dredging that has occurred to date has been funded through the U.S. Army Corps of Engineers and the federal navigation project.

Also, the City has examined the feasibility of dredging several of its existing facilities, including the harbor facilities located at the breakwater, Thompson's Wharf, and an area/dock that will support the commercial fishermen. Unfortunately the cost of such dredging exceeds the City's available resources. Also, the City is interested in dredging areas within the Inner Harbor to create additional mooring areas, however, the costs of such likely prohibit this approach to increasing the size of the mooring basin in the Inner Harbor.

(3) Coastal Access

- a. Is adequate, protected access for commercial fishermen, aquaculturists, and recreational users available? Based on projections, will access, including support facilities such as parking and marine services, be adequate for the future? Are there opportunities for improved access?*

Current capacity of city owned facilities will be adequate to meet the anticipated demand of commercial fishermen and recreational users. Proposed improvements over the next 10 years to these facilities are aimed at enhancing public access, ensuring there are adequate support facilities for harbor operations, and providing needed maintenance to existing facilities. Belfast has numerous rangeways (rights-of way) to the shore that were further inventoried and surveyed in 2010. Some have been improved to facilitate their use with trails, benches and the like, and the City Parks and Recreation Committee has prepared a plan that identifies the type of improvements which may be appropriate.

A key improvement that was planned and designed in 2011 - 2012 and which is scheduled for construction in 2013 is an expansion of the commercial fishermen's wharf at the City Landing. The commercial fishermen's wharf supports most of the local fishing fleet, primarily lobstermen.

See the Capital Investment Plan in the Fiscal Capacity chapter of this plan for more information. Maine DMR in consultation with aquaculture operators could determine the suitability of Belfast Bay for aquaculture uses.

- 1. Are important points of visual access identified and protected?*

The Public Landing, Heritage Park, Thompsons Wharf, Steamboat Landing, and Belfast City Park, have protected visual and physical access to coastal waters. An inventory of additional visual access points is recommended in this plan, including water views from the footbridge, Hayford Hill (Route 3), Little

River/Goose River (Searsport Avenue/Route 1). The Gateway 1 Plan prepared through Maine DOT includes an inventory of coastal scenic access points, as seen from Route 1. Beyond publicly owned land, and land in conservation, such as that owned by the Coastal Mountain Land Trust along the Passagassawakeag River, other scenic views are not protected.

C. Conditions and Trends

Minimum data required to address state goals:

- (1). *The community’s Comprehensive Marine Resources Data Set prepared and provided to the community by the Department of Conservation, and the Office, or their designees.*

See the map titled Habitats and Marine Resources for Maine DMR habitat information.

The number of residents holding marine resource licenses (dealers and harvesters) has decreased in the past five years but the number of commercial lobster tags registered to Belfast residents has increased by 174 to total 4,670. There also are a number of commercial lobster trap tags held by nonresidents that fish out of Belfast Harbor.

Marine Resource Licenses held by Belfast residents

Type/Year	2002	2003	2004	2005	2006	2007
Dealers	19	17	14	13	13	11
Harvesters	58	67	52	52	49	42

Source: Maine DMR

Total Lobster Trap Tags fished by Belfast residents

	2002	2003	2004	2005	2006	2007
Total Tags	4,496	4,165	4,659	4,300	5,485	4,670

Source: Maine DMR

Maine DMR categorizes marine licenses as shown in the next table for Belfast residents.

Belfast Resident Marine Licenses

Resident Licenses	2002	2003	2004	2005	2006	2007
Urchin Tender (30-day)	1	0	0	0	0	0
Comm. Fishing /Crew	1	1	1	1	0	0
Comm. Fishing /Single	0	1	0	2	0	0
Comm. Shellfish	5	7	3	3	1	2
Lobster/Crab Non-Comm.	21	27	20	19	20	13
Lobster Meat Permit	3	3	3	2	2	2
Lobster Trans (Out-of-state)	1	1	1	0	0	0

Resident Licenses	2002	2003	2004	2005	2006	2007
Lobster Trans Supp.	1	0	1	0	0	0
Lobster/Crab Apprentice	1	0	1	1	0	0
Lobster/Crab Class I	12	13	13	14	13	13
Lobster/Crab Class II	11	9	9	8	7	8
Lobster/Crab Class III	2	1	1	2	2	2
Lobster/Crab Over Age 70	5	6	3	3	2	2
Lobster/Crab Student	0	2	2	4	4	3
Marine Worm Digging	0	1	0	2	0	0
Retail Seafood	17	15	12	11	12	10
Scallop –Diver	1	1	1	1	1	1
Scallop –Non-Comm.	1	1	1	0	0	0
Sea Urchin/Scallop Tender	1	1	1	0	0	0
Seaweed	0	1	1	0	0	1
Shellfish Trans Out-of-state	1	1	0	0	1	1
Shellfish Trans Supp	1	0	0	0	0	0
Wholesale No Lobsters	1	0	1	1	1	1
Wholesale No Lobsters, Supp	1	0	1	1	1	1
Wholesale with Lobsters	3	4	3	2	2	2
Wholesale with Lobsters, Supp	2	3	2	2	2	2

Source: Maine DMR

Maine DEP does not have fish samples from Belfast Bay. However, the following species are probably present.

Fishes and decapods found in the vicinity of Belfast Bay

	Genus and species	Common Name
Decapods	<i>Crangon septemspinosa</i>	sand shrimp
	<i>Carcinus maenas</i>	green crab
Fishes	<i>Gasterosteus aculeatus</i>	Threespine stickleback
	<i>Apeltes quadracus</i>	Fourspine stickleback
	<i>Pungitius pungitius</i>	Ninespine stickleback
	<i>Tautoglabrus adspersus</i>	Cunner
	<i>Cyclopterus lumpus</i>	Lumpfish
	<i>Myoxocephalus aeneus</i>	Grubby
	<i>Pholis gunnellus</i>	Rock gunnel
	<i>Syngnathus fuscus</i>	Northern pipefish
	<i>Microgadus tomcod</i>	Atlantic tomcod
	<i>Urophycis tenuis</i>	White hake
<i>Psuedopleuronectes americanus</i>	Winter flounder	

The City also notes that Mackerel & Stripers are in the River, and that both attract recreational fishing interest.

Source: Maine DMR

The number of boats registered to Belfast residents is shown in the next table.

Boat Anchorage in Belfast

Boat Length (ft)	2007
10 to 20	52
21 to 30	26
31 to 40	15
41 to 50	1
Total	94

Source: Maine DMR

(2). *Coastal land use*

- a. *A map or description of current land use patterns along the shoreline and near coast area which differentiates water-dependent uses from other uses.*

See the map titled Land Cover for the locations of developed, forested, cultivated, and open areas along and near the coast. See the map titled Current Land Use for the existing zoning along and near the coast including waterfront zones. Most development along the coast is residential, not water dependent. Commercial uses and water dependent commercial uses are primarily located adjacent to downtown and along a stretch of shoreline that is about 3,500 lineal feet in length. Water dependent uses are found at and near landings, piers and wharfs, which are adjacent to downtown. It also is noted that little of the coastline in Belfast is well suited for significant water dependent commercial activities, and that all commercial fishermen operate out of the City’s harbor facilities and that no individual fisherman has their own dock.

- b. *A summary of current regulatory and non-regulatory provisions influencing land use patterns along the shoreline and near coast area.*

Floodplain Management: Belfast participates in the National Flood Insurance Program, and the City has adopted Floodplain Management Ordinance provisions (Chapter 78 of the Belfast Code). See the maps titled Flood Zones and Flood Zones (Downtown) for the location and types of flood zones. Special flood hazard areas are inundated by 100-year floods, i.e., less than a one percent chance of being equaled or exceeded in a given year. Ordinance provisions limit development in flood prone areas and require that the development that is allowed in these areas is suitably designed to withstand flooding. The City updated its Floodplain Management Ordinance in 2009, and the State approved the City’s amendments. FEMA, in 2012, began work to update the Floodplain maps for the City and intends to finish this effort in 2013 - 2014.

Shoreland/Waterfront Zoning: Belfast has adopted Shoreland Zoning provisions (Chapter 82 of the Belfast Code), which are intended to provide protection to shorefront areas, within a 250-foot area from the normal high water line of all tidal waters, identified freshwater wetlands that are 10 acres or more, the upland edge of freshwater wetlands, salt marshes, salt meadows, wetlands associated with great ponds, rivers and specified flood hazard areas. An area of 75 feet from the normal high water line is set for other water bodies including tributary streams. These shoreland zones include Resource Protection, Limited Residential, Urban Residential, General Development, Stream Protection, Stream Development, Manufactured Housing Community, and Waterfront Development. Waterfront Development districts include Waterfront I "A" Downtown, Waterfront Mixed Use, and Searsport Avenue Waterfront. Land use standards are defined for each zone. Waterfront districts allow marine and water dependent uses, in addition to a range of other mixed uses. The City notes that its Shoreland Ordinance provisions often vary from those identified in the State Shoreland Model Ordinance, and that the State Department of Environmental Protection has reviewed and approved all City Ordinance provisions. See the ordinance provisions for more information on these standards and permitted uses.

(3). *Harbor Management*

- a. *A description of any local or regional harbor or bay management plans or planning efforts.*

Belfast has adopted harbor management ordinance provisions (Chapter 30 of the Belfast Code) to regulate marine activities within Belfast waters (harbor and bay). A City Council-appointed Harbor Advisory Committee provides recommendations to the City Council through the City Manager, and Harbormaster. This Committee also provides recommendations to the Planning Board in its review of proposed docks and piers that require permits in the shoreland zone. The City Council and City Manager appoint a Harbormaster who oversees the city's moorings, floats, docks, ramps, breakwater, channels, and adjacent municipal property and ensures that the public grounds maintenance division provides for their proper maintenance. As previously noted, the City Council, in 2012, adopted new provisions to regulate use of the inner harbor area. All Harbor Ordinances can be found in the City Code of Ordinances.

(4). *Coastal Access*

- a. *The location of facilities (wharves, boat ramps, pump-out stations, etc.), with a brief description of any regional or local plans to improve facilities.*

See the maps titled Public Facilities and Services for the location of harbor facilities. The primary harbor facilities include the Belfast City Landing, the Belfast breakwater, Young's Lobster Pound dock, Belfast Boat Yard, Maine Port Towboats Inc, the Consumer's Fuel Marina, and the newly established Front Street Shipyard.

City owned facilities on the waterfront include the City Landing, a launching ramp, a breakwater, and floats providing dock space for approximately 18 vessels. Water and electricity are available for visitors, and a building housing toilets and showers is adjacent to the City Landing. Recent improvements include increased dock space, upgrading of the launching ramp and trailer parking area, acquisition of land, which has been turned into a public park, and the provision of access to additional dinghy tie-up facilities. Floats moored off the breakwater permit docking of larger vessels. Over the next ten-year planning period, it is believed that current capacity of city owned facilities will be upgraded to meet anticipated demand. See the Capital Investment Plan in the Fiscal Capacity chapter of this plan for more information.

Young's Lobster Pound includes a wharf, which is used primarily for the processing and sale of lobsters on a wholesale basis. It is used secondarily as a restaurant. There are 200 feet of usable berthing space, a stone filled crib pier measuring 100 feet by 200 feet with an apron measuring 30 feet by 36 feet, an apron with a wooden deck on wooden pilings measuring 25 feet by 40 feet, and a ramp area that could be used for launching a boat. There are two stand-off ramps, one of which measures 10 feet by 30 feet, consisting of wooden pilings and a plank deck. The second ramp consists of similar construction and measures 6 feet by 30 feet. The facility includes a building measuring 36 feet by 76 feet, and a parking lot.

The Belfast Boatyard facility includes a rock-filled, timber crib pier with a deck measuring 10 feet by 200 feet on wooden pilings. The pier has no ladders, but there are two catwalks extending down to the floats. There is a launch ramp and 14 floats measuring 10 feet by 20 feet. Included on the property are a workshop, an office, and storage building measuring 48 by 60 feet, with a capacity to store 7 large boats. There is an outside storage capacity for approximately 55 boats at this location and at an off-site non-shore location there is storage for an additional 200 vessels. Services include drinking water, electricity, a crane, and outdoor lighting.

Consumers Fuel Company Marina, which is located just south of the City Landing, is a seasonal facility, operating between May 1 and October 1. There is a stone crib wharf along the shore, which runs for about 200 feet. Floating docks, which extend about 250 feet from the wharf, provide 15 seasonal slips. The depth at mean low water is 9 feet. The facility offers power, parking and water, several moorings and tie-off space for several dinghies.

The Front Street Shipyard, which purchased the former Stinson Seafoods property in January 2011, has redeveloped the property as a boat repair, boat refitting, boat storage and boat building operation. The Shipyard officially opened in July 2011. The Shipyard features that largest marine travel-lift in Maine, a 165 ton travel-lift. The travel-lift will allow the Shipyard to service and construct sail boats that are up to 140 feet in length. The Shipyard has constructed a new 22,400 sf building

that is 55 feet in height to service and construct vessels, and a new 12,000 square foot building for boat storage. They also have retrofitted existing buildings on the site to create an additional 20,000+ square feet of inside storage, they have constructed a large outside storage area, and they have constructed marine floats. The arrival of the Shipyard has been a major addition to Belfast's working waterfront.

b. A description of or map showing beaches and other access points used by the public with a brief description of their use, capacity, physical condition, and plans to improve, expand, or acquire facilities such as parking or toilets.

See the maps titled Public Facilities and Services for the locations of boat launches and parks with water access.

There is one publicly owned swimming area, an in-ground pool at Belfast City Park. This Park features coastal beach access with 716 linear feet of shore frontage, a picnic area, tennis courts, a basketball court, a ballfield and a tot lot/playground. This park totals 18 acres, with parking for 30 vehicles near the shore and an additional 16 vehicles near the in-ground pool. The other publicly owned access to coastal waters is the dock and boat launch at the Public Landing/Launching Ramp in downtown. Parking for boat trailers is provided with 16 spaces. Both facilities are used regularly and most heavily in season. There are restroom facilities at both City Park and the Public Landing.

Over the next ten-year planning period, it is believed that current capacity will be adequate to meet anticipated demand. In 2009, the City, through its Parks and Recreation Committee, made significant improvements to the tot lot at City Park. In the upcoming years, most improvements are geared toward upgrading existing facilities. Most improvements at the Public Landing similarly involve maintenance upgrades. A major improvement for the waterfront that will be constructed in 2013 is the .75 mile long harbor walk project that will provide greater connectivity between public and private properties and facilities along the waterfront. Also, the City's downtown –waterfront master plan has helped to identify future capital project needs. Belfast has numerous rangeways (rights-of-way) to the shore that are being inventoried and surveyed. Some could be improved to facilitate their use with trails, benches and the like. See the Capital Investment Plan in the Fiscal Capacity chapter of this plan for more information.

b. An inventory of significant scenic access points along the shoreline, including current ownership (public/private) and any protection, if any.

The Public Landing and the swimming area at the Belfast City Park have scenic views. Expansive scenic coastal views are also provided from the pedestrian bridge that crosses the harbor. In addition, there are three privately owned water access sites, including one on Belfast Bay (east side). The City has inventoried scenic shoreline views associated with its rangeways. The Gateway 1 Maine DOT project inventoried scenic views from Route 1 including scenic coastal views. The Northport/Belfast line includes a coastal view from Route 1 as does

the Route 1 Bridge crossing the Passagassawakeag River.

D. Policies

- (1). To protect, maintain and, where warranted, improve marine habitat and water quality.*
- (2). To foster water-dependent land uses and balance them with other complementary land uses.*
- (3). To maintain and, where warranted, improve harbor management and facilities.*
- (4). To protect, maintain and, where warranted, improve physical and visual public access to the community's marine resources for all appropriate uses including fishing, recreation, and tourism.*

E. Strategies

- (1). Working with local residents and businesses, neighboring communities, the Department of Environmental Protection, and the Department of Marine Resources, develop an action plan to protect fishery habitats and identify and eliminate point and non-point source pollution.
- (2). Consistently enforce local shoreland zoning provisions and provide adequate training and resources to the code enforcement officer.
- (3). Inventory access points and develop a plan for addressing any identified needs for additional recreational and commercial access (which includes parking, boat launches, docking space, and swimming access) and their ongoing maintenance. Include necessary public improvements/upgrades in the Capital Investment Plan.
- (4). Encourage owners of marine businesses and industries to participate in clean marina/boatyard programs.
- (5). Provide information about the current use taxation program to owners of waterfront land used to provide access to or support the conduct of commercial fishing activities.
- (6). Implement any local or regional harbor or bay management plans, or work with neighboring communities to create a harbor management plan for shared resources.
- (7). Provide sufficient funding for and staffing of the harbormaster and/or harbor committee.
- (8). Inventory visual access points, viewsheds, and work with local property owners, land trusts, and others to protect major points of physical and visual access to coastal waters, especially along public ways and in public parks.
- (9). Consider purchasing rights of first refusal for access points or property of critical importance to marine, civic or recreation activities. Consider purchasing

permanent easements or fee title to access points or property of critical importance to marine, civic or recreation activities (City Council) Long term.

- (10). Consider amending local land use ordinances, as applicable, to incorporate Low Impact Development standards.
- (11). Develop a rangeways policy for the use of these public access points.
- (12). Refine the pier and dock regulations to minimize the potential negative impacts of a proliferation of these structures in ecologically sensitive areas, or areas where navigation might be impeded.
- (13). Implement the inner harbor management plan and accompanying Ordinance that the City Council adopted in 2012. This Ordinance focuses on how best to use and layout facilities in the Inner Harbor, recognizing that the highest and best use of this area is to provide facilities for commercial fishermen and commercial businesses.

POPULATION AND DEMOGRAPHICS

Introduction

An important goal of a municipal comprehensive plan is to relate the demographics of a community with its economy, development and environment. Most of the chapters and the recommendations of this plan are dependent upon or strongly influenced by the size and composition of the City of Belfast’s current and forecasted population, both year-round and seasonal.

A. State Goals

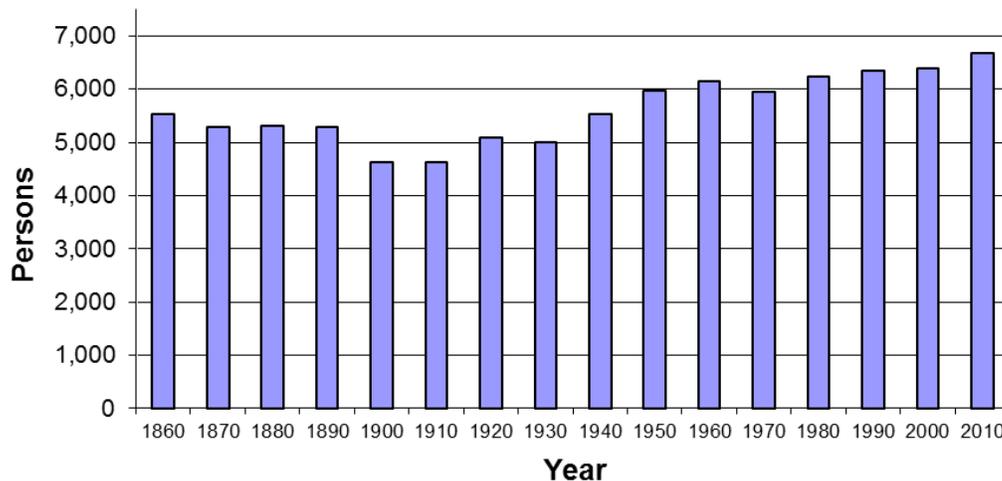
None required

B. Analyses and Key Issues

- (1) *Is the rate of population change expected to continue as in the past, or to slow down or speed up? What are the implications of this change?*

Belfast’s population growth over the long term has been modest, with periods of no growth and decline during the late 1800s, early 1900s, 1930s, and in the 1960s. An increase in the growth rate has been seen most recently. In 2000, 6,381 people lived in Belfast, and by 2010, the population was 6,668 (See Table 1-1); a relatively small increase over the decade. Further, Belfast's population has been rather constant for the past 60 years (since 1950), with the total population ranging between 6,000 and 6,700. Since 1960, Belfast’s growth rate has been outpaced by Waldo County, echoing trends of many regions, where outlying areas attract more new residents than do their service center communities.

Population of the City of Belfast



Source: Census

The proportion of school-aged children has declined over the past two decades, as has the number of young adults. The number of middle-aged persons has increased as has the number of retiree-aged persons. Most of the growth seen in Belfast is the result of in-migration of new residents, rather than through natural increase (births to residents). See Tables 1-3a and 1-3b.

For planning purposes, Belfast's population is projected to increase to a maximum of 7,058 persons by the year 2023, as forecasted by the Mid-Coast Regional Planning Commission. Municipal level forecasts are not currently available from the State Planning Office. By 2023, the State Planning Office forecasts that Waldo County will have 38,412 persons and the State's population will total 1,322,449, both slight decreases from current population levels. See Tables 1-4a and 1-4b.

Changes in land use within Belfast including new year-round residential development will determine the actual population growth in the City. The implications of a growing population include increased pressures on municipal government to expand needed services as demanded by residents. See the Public Facilities Chapter for discussion and recommendations.

(2) What will be the likely demand for housing and municipal and school services to accommodate the change in population and demographics, both as a result of overall change and as a result of change among different age groups?

If recent trends continue, the need for housing for the elderly, from independent living to assisted living facilities, will increase. The private sector has developed senior housing to meet the needs of more affluent retirees; the 2004 expansion of the Tall Pines facility is an example of such. The City has pursued encouraging subsidized housing for low and moderate-income people. A 32 unit elderly housing project was constructed in 2002 by Volunteers of America, and in 2012, the 24 unit Goose River Elderly Housing project on Swan Lake Avenue is now under construction. See the Housing Chapter for more information on housing trends and needs.

Demand for municipal services should increase with the growth in overall population and especially for services upon which the elderly are most dependent. The presence of Waldo County General Hospital and its associated physicians is a critical resource for many residents, but particularly the elderly. See the Public Facilities Chapter for a discussion of services that the City recommends continuing and enhancing. See the Transportation Chapter for public transportation recommendations.

Although education comprises the largest single category of municipal expenditure, education is a function of the school system, and is not under the control of the municipal government. The former SAD 34 (Belfast area) and SAD 56 (Searsport) school districts consolidated 3 years ago as required by the State to form Regional School Unit 20. However, Belfast and the other former communities that comprised SAD 34 are now (2012) exploring how to withdraw from the RSU and to re-establish

a district similar to the former SAD 34. How the establishment of a new school district will affect current expenditures is not yet known. See the Public Facilities Chapter for recommendations on education. See the Fiscal Capacity Chapter for a discussion on municipal revenues and expenditures, the local tax burden, and recommendations.

(3) Does your community have a significant seasonal population, is the nature of that population changing? What is the community's relationship to and dependence on seasonal visitors?

As a scenic, coastal community with a lively and historic downtown and active waterfront, Belfast experiences significant increases in seasonal populations and has hotels, motels and inns offering accommodations. Relative to some neighboring coastal communities, Belfast has a modest number of seasonal residences; about 216 in 2010. It is anticipated that this figure will increase in future years as Belfast has experienced an increase in commercial and seasonal visitor activity in the past 3 years. Also, new industrial/service developments such as the Front Street Shipyard may result in an increase in the number of seasonal residents. See the Housing Chapter for more information.

Belfast, like other communities, cannot predict how the tourist profile may change over the next ten years with any accuracy. That said, the number of seasonal events in Belfast has grown dramatically over the past 5+ years, as has the creative economy, which is perhaps best illustrated by the growth of Waterfall Arts, the Friday Night Artwalks, and the community receiving a Maine Arts Commission Grant in 2011 to help establish the Belfast Creative Coalition. These developments, when coupled with our waterfront location and the adjacent downtown, our location on Route 1, and our proximity to significant population centers in Maine (Bangor, Augusta and Knox County within 45 minutes) all appear to be fueling an increase in short-term (1 day) and longer-term visitation by tourists. A very important component of such is the number of visitors from other Maine communities which like to visit Belfast.

Based mostly on anecdotal comment, it appears that quite a few residents of Belfast became interested in settling here after first visiting the community as a tourist. These residents are generally older individuals and families whose children have started families of their own. Empty nesters make up the largest group of new residents and also may continue to comprise a large portion of our tourism market.

In addition to accommodations, many restaurants and retail stores see much of their sales activity occur during the expanding tourist season and these businesses comprise a large portion of our local economy. Public services, finance and health care services, however, are the City's largest employment sectors. See the Economy Chapter for more information. Belfast is truly a destination, and the viability of this community depends upon maintaining and enhancing our offerings to seasonal visitors, while seeking at the same time to ensure that our traditional way of life and

economy are not impinged or overrun; as has occurred in some of Maine’s larger resort communities. See the Economy Chapter for discussion and recommendations.

- (4) *If your community is a service center or has a major employer, what additional effort does it have to make to serve a daytime population that is larger than its resident population?*

Belfast is a service center community and is the 'shire-town' and County seat for Waldo County. Many residents of surrounding towns frequently travel to Belfast to work, to recreate/socialize, to receive health care, to shop, and to use public services offered in Belfast that may not be offered in their town (e.g. library, swimming pool, dog park). Belfast's daytime population is much larger than its resident population, particularly because our 10 largest employers employ more than 3,500 persons. See the Economy Chapter for more information on employment, income and poverty within Belfast. Belfast, unlike many communities in the County, has its own police force and EMT/ambulance service, and its municipal offices are open five days/week. There also is an extensive sewer and water (fire protection) system. Collectively, these municipal services result in Belfast spending more per capita than neighboring communities. See the Public Facilities Chapter for more information. Belfast seeks to attract more jobs and businesses that benefit not only the City but also the region as a whole.

C. Conditions and Trends

Minimum data required to address state goals:

- (1) *The community’s Comprehensive Planning Population and Demographic Data Set (including relevant local, regional, and statewide data) prepared and provided to the community by the Office or its designee.*

Table 1-1

Total Population	1960	1970	1980	1990	2000	2010	Change #	Change %
Belfast	6,140	5,957	6,243	6,355	6,381	6,668	528	8.6%
Waldo County	22,632	23,328	28,414	33,018	36,280	38,786	16,154	71.4%
Maine	969,265	993,722	1,125,043	1,227,928	1,274,923	1,328,361	359,096	37.0%

Source: Census, Rounded

Table 1-2

Average Household Size	1990	2000	2010	Change #	Change %
Belfast	2.41	2.23	2.14	-0.30	-11.2%

Source: Census

Table 1-3a

Belfast Age Cohort Breakdown	1990	% of Total	2000	% of Total	2010	% of Total	1990-2010 Change #
Under 5 years	415	6.5%	330	5.2%	370	5.5%	-45
5 to 9 years	395	6.2%	339	5.3%	387	5.8%	-8
10 to 14 years	471	7.4%	408	6.4%	355	5.3%	-116
15 to 17 years	265	4.2%	256	4.0%	217	3.3%	-48
18 and 19 years	157	2.5%	155	2.4%	118	1.8%	-39
20 years	67	1.1%	59	0.9%	55	0.8%	-12
21 years	68	1.1%	68	1.1%	57	0.9%	-11
22 to 24 years	214	3.4%	198	3.1%	181	2.7%	-33
25 to 29 years	356	5.6%	334	5.2%	358	5.4%	2
30 to 34 years	436	6.9%	362	5.7%	350	5.2%	-86
35 to 39 years	499	7.9%	384	6.0%	325	4.9%	-174
40 to 44 years	491	7.7%	465	7.3%	395	5.9%	-96
45 to 49 years	347	5.5%	539	8.4%	426	6.4%	79
50 to 54 years	307	4.8%	513	8.0%	512	7.7%	205
55 to 59 years	336	5.3%	381	6.0%	547	8.2%	211
60 and 61 years	139	2.2%	122	1.9%	227	3.4%	88
62 to 64 years	212	3.3%	189	3.0%	326	4.9%	114
65 to 69 years	345	5.4%	318	5.0%	417	6.3%	72
70 to 74 years	267	4.2%	296	4.6%	284	4.3%	17
75 to 79 years	255	4.0%	264	4.1%	261	3.9%	6
80 to 84 years	173	2.7%	183	2.9%	205	3.1%	32
85 years and over	140	2.2%	218	3.4%	295	4.4%	155
Total	6,355	100.0%	6,381	100.0%	6,668	100.0%	313

Source: Census, Rounded

Table 1-3b

Belfast Summarized Age Cohort Breakdown	1990	% of Total	2000	% of Total	2010	% of Total	1990-2010 Change #
0-19 years	1,703	26.8%	1,488	23.3%	1,447	21.7%	-256
20-44 years	2,131	33.5%	1,870	29.3%	1,721	25.8%	-410
45-64 years	1,341	21.1%	1,744	27.3%	2,038	30.6%	697
65+ years	1,180	18.6%	1,279	20.0%	1,462	21.9%	282
Total	6,355	100.0%	6,381	100.0%	6,668	100.0%	313
Median Age	38.4	--	43.3	--	46.9	--	8.5

Source: Census, Rounded

Table 1-4a

Projected Population	Forecast Year 2023
Belfast	NA
Waldo County	38,412
Maine	1,322,449

Source: Maine State Planning Office, March 2010

Table 1-4b

Belfast Projected Population (methodology used)	Based Upon the Period	Forecast Year 2023
Linear Regression	1960-2010	6,728
Percent Growth per year (non-compounded)	1960-2010	6,817
Linear Regression	1990-2010	6,828
Percent Growth per year (non-compounded)	1990-2010	6,881
Linear Regression	2000-2010	7,041
Percent Growth per year (non-compounded)	2000-2010	7,058

Source: Mid-Coast Regional Planning Commission

Table 1-5

Educational Attainment Persons 25 Years and Over	1990	2000	2009
% High School Graduate or Higher			
Belfast	74.0%	82.0%	89.2%
Waldo County	77.4%	84.6%	90.0%
Maine	78.8%	85.4%	89.4%
% Bachelor's Degree or Higher			
Belfast	19.1%	29.1%	20.5%
Waldo County	16.8%	22.3%	21.3%
Maine	18.8%	22.9%	26.1%

Source: Census, Rounded

Table 1-6

Belfast Race, Hispanic origin and Gender	1990	% of Total	2000	% of Total	2010	% of Total	1990-2010 Change #
White	6,312	99.3%	6225	97.6%	6,449	96.7%	137
Black or African American	7	0.1%	18	0.3%	32	0.5%	25
American Indian, Alaskan Native	22	0.3%	17	0.3%	30	0.4%	8
Asian, Native Hawaiian or Pacific Islander	10	0.2%	19	0.3%	27	0.4%	17
Other race	4	0.1%	17	0.3%	13	0.2%	9
Two or more races	NA	--	85	1.3%	117	1.8%	NA
Total	6,355	100.0%	6,381	100.0%	6,668	100.0%	313
Hispanic or Latino origin (of any race)	27	0.4%	44	0.7%	78	1.2%	51
Female (all races)	3,443	54.2%	3,405	53.4%	3,589	53.8%	146
Male (all races)	2,912	45.8%	2,976	46.6%	3,079	46.2%	167

Source: Census, Rounded

Table 1-7

Median Household Income	2000	2009	Change #	Change %
Belfast	\$32,400	\$37,553	\$5,153	15.9%
Waldo County	\$33,986	\$41,697	\$7,711	22.7%
Maine	\$37,240	\$46,541	\$9,301	25.0%

Source: Census, Rounded

Table 1-8

% of Households Below Poverty Level	2000	2009
Belfast	13.2%	20.0%
Waldo County	14.2%	15.1%
Maine	11.5%	12.8%

Source: Census, Rounded

Population change (births and deaths)

Births to Belfast residents between 2000 and 2008 totaled 643, while deaths totaled 879. Natural change (births minus deaths) accounted for a net loss of 236 persons. Accordingly, recent modest population gains are the result of people moving into Belfast, rather than through births to Belfast residents.

According to the Census, 84.8% of Belfast residents lived in the same house in 2009 as they did in 2005. That statistic was 87.2% for Waldo County residents and 85.6% for Maine residents.

Seasonal population and anticipated trends

No State or federal statistics on seasonal population for Belfast are available. Based upon 216 seasonal/recreational housing units, as reported in the 2010 Census, and estimating non-resident household size at 2.6 persons, about 562 persons may stay in seasonal housing in Belfast. By 2023, around 670 persons may stay in seasonal housing in Belfast. When combined with the year-round population forecast maximum of 7,058 people, in 2023 Belfast may total 7,728 persons in season for extended stays. Shorter-term visitors are served by hotels, motels, inns, bed and breakfasts, and the like, with approximately 280 rooms/suites/cottages available, for an estimated capacity of 700 persons. That figure is likely to increase with the expansion of these facilities and with new facilities, some of which involve the conversions of the larger historic single-family homes to inns. By 2023, it is estimated that Belfast hotels, motels, inns, bed and breakfasts, etc. may accommodate over 1,000 people.

D. Policies

None Required

E. Strategies

None Required

ECONOMY

Introduction

This chapter identifies and analyzes the local and regional economy, including employment sectors, businesses, employment rates, and retail sales. The goal of this chapter is to develop policies that expand the City's tax base, improve job opportunities for residents needing employment, and encourage overall economic well-being.

A. State Goals

- (1). *Plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.*
- (2). *Promote an economic climate that increases job opportunities and overall economic well-being.*

B. Analyses and Key Issues

- (1). *Where does the local population work and how does the community fit into the economic region (labor market area)?*

Belfast is the principal service center community for the labor market area and for Waldo County. Most of the region's jobs are located in Belfast. Accordingly, commute times for Belfast residents are noticeably lower than for the County as a whole, see Table 2-7a. The Census recorded in 2000 that about one-third of the City's labor force worked in management, professional, and related occupations. Almost 30% worked in sales and office occupations. The third largest category of service occupations employed 13% of the population. See Tables 2-5, 2-7b and 2-7c.

- (2). *Who are the major employers in the region and what is their outlook for the future?*

In 2012, Bank of America remained the largest employer in Belfast; about 1400 employees, which is about twice the number of employees as Waldo County General Hospital, the second largest employer in the City. While the number of employees is considerably less than the peak employment at MBNA (about 2400 in 2005), Bank of America's Belfast facility is one of the few remaining facilities in Maine which Bank of America chose to keep in operation. Employment at Bank of America has remained fairly constant over the past 3 years, and there are no indications that that may change in the near future.

Waldo County Healthcare, Inc., which operates Waldo County General Hospital, has about 650 employees (full-time equivalent). The Hospital has constructed 2 new office buildings, renovated the existing Hospital, and added

physicians and support staff in the past three years. Medical and related occupations have remained strong, and are likely to increase with the aging of the City’s population.

Several major new employers have decided to locate to Belfast in the past 5 years. These include: athenahealth, inc, a company which provides services to medical practitioners, and which now employs about 380 persons; the Front Street Shipyard, a boat repair, boat retrofit, boat storage and boat building business which purchased and redeveloped the former Stinson Seafoods site in 2011 and which now has about 95 employees; and Coastal Farms, an agricultural processing facility which opened in 2012 and which had 40 seasonal workers in its first year of operation. These new enterprises and several long-standing significant employers, Group Home (175 employees), Ducktrap Seafood (120 employees), Mathew Brothers (110 employees), Penobscot McCrum (100 employees), and government services such as RSU 20, the City and the County of Waldo, provide a strong major employer base for the community and region.

- (3). *Is the economy experiencing significant change, and how does this, or might this, affect the local population, employment, and municipal tax base?*

The Belfast economy, like most in the State, has experienced increasing levels of unemployment since the nation-wide and state-wide depression of 2008 - 2009. The rate of unemployment in the Belfast Labor Market area has often been slightly less than in the State. The following table identifies the size of labor force, the number employed, the number unemployed, the unemployment rate for Belfast, and the unemployment rate for the State. Overall, the size of the labor force has grown about 4% in the past 5 years, however, the number of persons employed in 2012 is only slightly larger (100 persons) than in 2008.

Date	Work Force	Employed	Unemployed	Unemployment Rate - Belfast	Unemployment Rate - State
10/12	13940	12910	1030	7.4	7.4
10/11	13700	12720	980	7.2	7.3
10/10	13560	12500	1060	7.8	8.4
10/09	13450	12380	1070	7.9	8.3
10/08	13550	12,800	760	5.6	6.4

The Belfast economy experienced a tremendous loss in 2005 when MBNA sold its operations to Bank of America. MBNA, more than any other employer, helped pull Belfast out of the economic malaise it suffered in the late 1980's when several major processing plants closed in Belfast. From 1995 to 2005 MBNA quickly grew into employing nearly 2400 persons in Belfast, the largest of MBNA's operations in Maine. Fortunately, Bank of America remains a

strong employer (about 1400 employees), and in late 2007 athenahealth purchased the former phase I MBNA campus and now employs about 380. athenahealth was seeking employees with similar skills to the former MBNA employees which provided employment opportunities for some who lost positions when MBNA left. MBNA, Bank of America, and athenahealth have resulted in a significant increase in the amount of professional office and service employment sectors in Belfast.

Belfast has a diverse economy and its many employers offer employment opportunities for persons who are highly skilled to positions with require lesser skills. On the whole, employment opportunities in Belfast, like most areas of the State and country are requiring more specialized skills and greater educational training.

The municipal tax base is affected most by changes in real estate valuation. The downturn in the real estate nationally has had an effect on Belfast. See the Housing Chapter for more information, including a discussion on business, industrial and residential property values.

- (4). *What are the community's priorities for economic development? Are these priorities reflected in regional economic development plans?*

The City seeks to maintain and enhance a diversified economic base, with expanding job opportunities in various sectors, with emphasis on employing local residents, graduates of local schools, and attracting new working-aged residents to the City and region. Diversity in employment opportunities could protect the city from downturns in specific sectors, as seen in the past with food processing and more recently with finance. Likewise, the City believes that residents should have access to a wide range of retail stores and services. Accordingly, the City has and will continue to seek to attract new businesses that can serve resident needs.

Despite setbacks associated with the recession that began in 2007 – 2008, the City is greatly encouraged by the development of several new significant employers in the past 5+ years; athenahealth, Front Street Shipyard and Coastal Farms. In addition, in the past 3 years, over 20 new businesses have opened in the downtown area; including 7 restaurants, a similar number of retail establishments, and several offices and service businesses. While most of these businesses have only several employees, collectively, they represent a major addition to the workforce. Continuing, Belfast's Creative Economy, the importance of which was highlighted in the 2006 Creating Vibrancy Report, is growing, which is consistent with the City's goal to encourage entrepreneurial development and the health of the downtown area.

- (5) *If there is a traditional downtown in the community, is it deteriorating or thriving? How is this affecting the community?*

Belfast's traditional downtown, which is located adjacent to its working waterfront, has experienced significant additional business development in the past 3 years; over 20 new businesses. In 2012, few buildings, the upper floors as well as the lower floors, were unoccupied. Upper floor development includes both residential apartments and professional office and service businesses. The amount of pedestrian and vehicular traffic has increased, and many believe that Belfast is beginning to experience a parking problem in the downtown --- too much demand for too few spaces.

Growth in the downtown and the community's perception of the downtown and waterfront area has been spurred by the Front Street Shipyard's redevelopment of the former Stinson Seafoods property; a development which has had a transformative impact on the working waterfront and which has attracted additional business to the downtown. In addition, the community's decision to establish Our Town Belfast (Main Street program) has provided an invaluable resource to help organize downtown merchants and encourage additional events in Belfast. Further, the Belfast Creative Coalition, Waterfall Arts and the Friday Night Art Walks have provided support to the art community, encouraged more visitor traffic and generated excitement. Several of the larger new employers in the City, such as athenahealth and Front Street Shipyard, have cited the services and character of the downtown as one of the key reasons they chose to come to Belfast.

Belfast's downtown features many historic structures that are 100+ years old; most of which contribute greatly to the downtown's character. Downtown property owners and business owners have frequently had to adapt to shifting economic realities, such as in the 1960's when the Route 1 by-pass was constructed, and again in the 1980's when many of the manufacturing plants in the downtown permanently closed. At present, the downtown features a mix of traditional stores, such as a hardware store and a shoe store, as well as specialty shops, service businesses, a growing number and variety of eating establishments, and residential units (upper floors) for persons who want to live in the downtown. Downtown Belfast is a vibrant center for the City and the region.

- (5) *Are natural resource-based industries (including fishing, farming, or forestry) important in the community and, if so, are they growing or declining? What steps has the community taken to support these industries?*

Less than 2% of Belfast's residents currently work in farming, fishing, and forestry occupations. It remains important, nevertheless, that the City and region's environment be protected in order to allow a continuation of fishing

and other marine based activities. Likewise, opportunities for forestry activities, as a way to augment the income of residents, must be done in a manner that sustains the forestry resources for future generations. Improper timber harvesting can negatively impact existing and prospective residents, through increased pollution runoff, degradation of groundwater drinking supplies and soil erosion. The City and area also appears to be experiencing a growing interest in agricultural operations, mostly small and/or specialized farms. Chases Daily, a downtown restaurant, is an example of a business which uses its agricultural fields in Freedom, Maine for the menu and goods that they sell in downtown Belfast. The 2012 development of Coastal Farms, an agricultural processing operation which also intends to provide commercial kitchen space for specialty food makers, is indicative of the ongoing importance of agriculture. See the Natural Resources Chapter for more information. Crucially, the tourism based economy could be threatened by degradation of our environment.

- (6). *Is tourism an important part of the local economy? If so, does the community want to foster this industry and what steps can it take to strengthen tourism?*

Tourism is an important part of our economy. Although less prominent than seen in communities to our south like Camden, tourism is a sector with promise for growth. Most believe that the amount of tourism in the community has grown significantly in the past 3 years, and that the community is poised to experience additional growth in the next 5 years. The City has worked with and funded the Chamber of Commerce and Our Town Belfast to enhance tourist-based businesses. Annual events and festivals are held to attract tourists, and the number of local events is growing. The development of the Front Street Shipyard, the collective efforts to focus on the Arts, and City's efforts to improve its downtown infrastructure, such as the reconstruction of the Armistice Bridge in 2006 and construction of the Belfast Harbor Walk in 2013, all contribute to the health of the tourism market. Continuing, Belfast is one of the top 5 ports in Maine for the number of cruise ship visitors per year, and we are experiencing an increasing amount of bicycle related tourism. Belfast has worked hard to establish a good environment for both residents and tourists and the community's efforts appear to be yielding results. Several tourism enhancing strategies are included in this plan.

- (7). *What role do/should home occupations play in the community, if any?*

Home occupations are allowed in all residential districts; in recognition of the value such businesses have in our local and regional economy. The adopted Future Land Use Plan proposes revisions to current standards governing home occupations in rural areas, with the intent of creating more opportunities for home based businesses. Working from home for one's self or telecommuting to save transportation costs, is becoming increasingly popular. In 2010, about 7% of Belfast's resident labor force worked at home. Residents are more likely to

remain in our community if the City affords them the opportunity to earn a better living through their own ingenuity. At the same time, City land use code provisions seek to protect the residential character of neighborhoods, by limiting those activities that could cause a nuisance or threaten the environment, and so would be better located in industrial and commercial districts.

- (8). *Are there appropriate areas within the community for industrial or commercial development? If so, are performance standards necessary to assure that industrial and commercial development is compatible with the surrounding land uses and landscape?*

The City has a business park and districts zoned for commercial and industrial uses, and aviation uses (Belfast Municipal Airport). Performance standards and design guidelines are in place as well, and include buffering for adjacent residential uses. The City has established a specific zoning area on Route 3 on which it seeks to attract a large retailer, such as Walmart or Target. The City has established a contract rezoning process to consider this application and also has incorporated requirements of the State Informed Growth Act into local ordinances. See the Land Use Chapter for more information and for recommendations.

- (9). *What types of public facilities, including sewer, water, broadband access or three-phase power, are needed to support the projected location, type, and amount of economic activity, and what are the issues involved in providing them?*

Public and private provision of sewer and water are described in the Public Facilities Chapter and are mapped. Opportunities for businesses to connect to these and other infrastructure like broadband (DSL, T1, wireless, and cable) and three-phase power are available in the commercial and industrial districts accessing Routes 1 and 3. Outside of these areas, broadband service is poor or unavailable, limiting business activity and home occupation opportunities that require internet connectivity. The City's intent is to use existing areas which feature public sewer and water as its prime growth areas to support non-residential development. To date, most larger employers have located in areas with existing services and public infrastructure. The City believes that modern facilities are available for new and expanding businesses, and are estimated to meet the need of the planning period (10 years) of this comprehensive plan as well as for future years. Belfast far surpasses its neighbors in the provision of public facilities.

C. Conditions and Trends

Minimum data required to address state goals:

- (1). *The community's Comprehensive Planning Economic Data Set prepared and provided to the community by the Office or its designee.*

Table 2-1

Median Household Income	1999	2010	Change %
Belfast	\$32,400	\$40,137	23.8%
Waldo County	\$33,986	\$41,524	22.1%
Maine	\$37,240	\$45,695	22.7.0%

Source: Census

Table 2-2

% of Families Below Poverty Level	1999	2010
Belfast	10.0%	12%
Waldo County	10.9%	11.6%
Maine	7.8%	7.9%

Source: Census, Claritas, Inc.

Table 2-3

% of Individuals Below Poverty Level	1999	2010	Change %
Belfast	13.2%	NA	--
Waldo County	12.2%	12.4%	1.6%
Maine	9.9%	10.7%	8.1%

Source: Census, Claritas, Inc.

Table 2-4

80% Median Household Income (Low Income Category)	1999	2008 est.	Change %
Belfast	\$25,920	\$32,494	25.4%
Waldo County	\$27,189	\$34,009	25.1%
Maine	\$29,792	\$36,041	21.0%

Source: Census, Claritas, Inc.

Table 2-5

Belfast Occupation Type (2000 - 2010)	2000		2010	
	Number	Percent	Number	Percent
Management, professional, and related occupations	988	33.2%	813	25.6%
Service Occupations	410	13.8%	745	23.4%
Sales and office occupations	888	29.8%	743	23.4%
Construction, extraction, and natural resource	314	10.5%	502	15.8%
Production, transportation, and material moving occupations	379	12.7%	377	11.9%

Source: Census

Table 2-6

Belfast Means of Transportation to Work (2000)	Number	Percent	Number	Percent
Car, truck, or van; drove alone	2,244	77.8%		
Car, truck, or van; carpoled	295	10.2%		
Public transportation	7	0.2%		

Belfast Means of Transportation to Work (2000)	Number	Percent	Number	Percent
Motorcycle	0	0.0%		
Bicycle	21	0.7%		
Walked	135	4.7%		
Other means	6	0.2%		
Worked at home	176	6.1%		
Total	2,884	100.0%		

Source: Census

Table 2-7a

Commute times (In Minutes)	1980	1990	2000	Change %
Belfast	12.7	16.3	20.2	59.1%
Waldo County	21.1	23.5	26.4	25.1%

Source: Census

Table 2-7b

Top 10 Communities in which Belfast Residents Worked in 2000	Persons	Percent
Belfast	1,981	68.7%
Searsport	109	3.8%
Camden	101	3.5%
Bucksport	72	2.5%
Rockland	59	2.0%
Bangor	57	2.0%
Waldo	49	1.7%
Lincolnton	40	1.4%
Rockport	38	1.3%
Unity	32	1.1%
Other Areas	346	12.0%
Total	2,884	100.0%

Source: Census

Table 2-7c

Top 10 Communities with Residents who worked in Belfast in 2000	Persons	Percent
Belfast	1,981	30.8%
Searsport	438	6.8%
Swanville	339	5.3%
Northport	308	4.8%
Lincolnville	185	2.9%
Morrill	185	2.9%
Searsmont	185	2.9%
Stockton Springs	171	2.7%
Belmont	169	2.6%
Brooks	133	2.1%
Other Areas	2,344	36.4%
Total	6,438	100.0%

Source: Census

Table 2-8

Unemployment Rate	2003	2004	2005	2006	2007	Change % (03-07)
Belfast	5.7%	5.3%	4.9%	5.0%	5.6%	-1.8%
Belfast LMA	5.6%	5.0%	5.2%	5.2%	5.6%	No Change
Maine	5.0%	4.6%	4.8%	4.6%	4.7%	-6.0%

Source: Maine Department of Labor

Note: Belfast LMA includes the municipalities of Belfast, Belmont, Brooks, Freedom, Islesboro, Jackson, Knox, Liberty, Monroe, Montville, Morrill, Northport, Searsmont, Searsport, Stockton Springs, Swanville, Thorndike, Unity, and Waldo.

- (2). *A brief historical perspective on how and why the current economy of the community and region developed.*

Belfast has been and remains the largest service center community in Waldo County. Historically, residents of surrounding communities have chosen to work and shop in Belfast. That trend continues. See the History Chapter for more information. The market for goods and services offered in Belfast extends well beyond the City’s borders and its population. Belfast’s economy has weathered the rise and fall of several once significant sectors, from maritime activities, fishing, shipbuilding, to food processing, and most recently financial services. Tourism including most prominently accommodations, retail stores, and to a lesser but growing extent, artisan crafts and fine arts, has had a steadily increasing importance to the local and regional economy. With the aging of Belfast’s long-time and new residents, the provision of medical and social services continues to grow as well.

(3). *A list of local and regional economic development plans developed over the past five years, which include the community.*

- Belfast Leadership and Action Summit: A Summary Report. 2007. Eastern Maine Development Corporation / KWRED.
- Creating Vibrancy in Belfast, Maine. 2006. Crane Associates.
- Eastern Maine Comprehensive Economic Development Strategy. 2007. Eastern Maine Development Corporation.
- Retail Trade Analysis for the City of Belfast, Maine. 2007. Eastern Maine Development Corporation
- The Economic Impact of Locally Owned Businesses vs. Chains: A Case Study in Midcoast Maine. 2003. Institute for Local Self-Reliance.

(4). *A description of the major employers in the community and labor market area.*

In 2012 Bank of America remained the largest employer in Belfast and Waldo County with nearly 1400 employees. Waldo County Hospital was the second largest employer, with about 650 employees, and athenahealth the third largest employer with about 380 employees. The table below identifies the diversity of employment in Belfast, with several manufacturers, the school district, and a retailer (Hannaford) all having more than 100 employees. Overall, there are more jobs available in Belfast than there are persons over 18 years of age who are in the workforce; Belfast is a net importer of jobs. Most employers located outside of Belfast but within the Belfast labor market area operate businesses that employ less than 100 persons. The following table lists major employers in Belfast and in the labor market area.

Table 2-9 MAJOR EMPLOYERS

Belfast Labor Market Area Major Employers with 50+ Employees Each (Sorted by Size, then by Name)				
Company/Organization Name	Partial Address	Municipality	Sector	Employees
Belfast Area High School	Waldo Ave	Belfast	Education	50-99
Troy Howard Middle School	Lincolnville Ave	Belfast	Education	50-99
Belfast Co-op	High St	Belfast	Grocery	50-99
Viking Lumber, Inc.	Searsport Ave	Belfast	Construction	50-99
Renys Department Store	Belfast Plz	Belfast	Retail	50-99
Mc Donald's	Belmont Ave	Belfast	Restaurant	50-99
Front Street Shipyard	Front Street	Belfast	Boat Repair & Bldg	50-99
Sweetser	Sweetser Dr	Swanville	Social services	50-99
Irving Oil	Station Ave	Searsport	Oils-petroleum	50-99
Mt View High School	Mount View Rd	Thorndike	Education	50-99
Hamilton Marine	US 1	Searsport	Marine equipment - supplies	50-99
School Administrative Dist #3	Mount View Rd	Thorndike	Education	50-99

Belfast Labor Market Area Major Employers with 50+ Employees Each (Sorted by Size, then by Name)				
Company/Organization Name	Partial Address	Municipality	Sector	Employees
GAC Chemical Corp	Mack Point	Searsport	Chemicals-industrial	50-99
Broadreach Family & Comm Serv	Stephenson Ln	Belfast	Social services	100-249
Commons at tall pines	Martin Ln	Belfast	Physical therapists	100-249
Duck Trap River of Maine	Little River Dr	Belfast	Seafood-wholesale	
Harbor Hill Ctr	Footbridge Road	Belfast	Nursing care	100-249
Group Home Foundation, Inc.	Little River Dr	Belfast	Social services	100-249
Hannaford Supermarket & Phrmcy	Lincolville Ave	Belfast	Grocery	100-249
Mathews Brothers Co.	Footbridge Rd	Belfast	Millwork	100-249
Penobscot MC Crum, LLC	Pierce Street	Belfast	Manufacturing	100-249
J D Flagging	Quaker Hill Rd		Contractors-equip	100-249
Acme	Morse Rd	Morrill	Grocery	100-249
Robbins Lumber, Inc.	NA	Searsmont	Lumber	100-249
Unity College	Ghent Rd	Unity	Education	500-999
Athenahealth, inc	Hatley Drive	Belfast	Health Services	250 - 500
Waldo County Healthcare, Inc.	Northport Ave	Belfast	Hospital	500 - 999
Bank of America card svc	Hatley Drive	Belfast	Financial	1000 - 2500

Source: Maine Department of Labor, info USA 2008.

Note: Belfast LMA includes the municipalities of Belfast, Belmont, Brooks, Freedom, Islesboro, Jackson, Knox, Liberty, Monroe, Montville, Morrill, Northport, Searsmont, Searsport, Stockton Springs, Swanville, Thorndike, Unity, and Waldo.

- (5). *A description of retail stores by type and how the composition has changed over past five or ten years.*

Taxable sales are one of the few available indicators of the actual size, growth, and retail economic character of a region. Table 2-10 shows total taxable retail sales for Belfast for the third quarter of several years. All figures are in real dollars, not adjusted for inflation. From 2002 to 2007, total taxable sales in Belfast increased by 4.6%. The largest sector was Building Supply, comprising almost 27% of total taxable sales in 2007. This sector saw an increase of almost 11% during this six-year period. Percentagewise, Food Stores had the largest increase in sales, while Restaurants had the largest decrease. In 2007 Belfast’s total retail sales comprised more than 56% of the total retail sales of Waldo County, a decline from 2002 when that figure was 61%. Categories are defined after Table 2-11.

Table 2-10

Belfast Retail Sales: 2002-2007							
Categories	2002	2003	2004	2005	2006	2007	Change %

Business Operating	4,404,100	4,843,800	4,696,000	4,885,100	5,900,000	5,147,200	16.9%
Bldg. Supply	33,672,500	36,221,100	39,540,200	42,338,100	41,285,200	37,355,100	10.9%
Food Store	16,193,700	17,387,500	17,656,200	18,444,100	19,160,000	20,330,600	25.5%
General Mdse.	17,925,500	10,684,700	11,480,500	12,277,000	16,153,100	18,366,100	2.5%
Other Retail	11,143,000	11,965,500	11,689,900	12,927,700	13,321,600	12,823,300	15.1%
Auto Transportation	26,818,400	25,710,700	26,940,400	24,920,700	23,753,000	24,665,200	-8.0%
Restaurant	19,082,800	18,427,800	18,035,900	15,886,000	16,484,000	16,347,100	-14.3%
Lodging	4,280,300	4,290,800	4,205,600	4,359,000	4,601,300	4,597,500	7.4%
Total	133,520,300	129,531,900	134,244,700	136,037,700	140,658,200	139,632,100	4.6%
Of which: <i>Personal Consumption</i>	129,116,200	124,688,100	129,548,700	131,152,600	134,758,200	134,484,900	4.2%

Source: Maine Revenue Services

Notes: See Category descriptions below Table 2-11

Taxable Retail Sales - Quarterly (Thousands of \$)						
Belfast, Maine						
	2007-Q3	2008-Q3	2009-Q3	2010-Q3	2011-Q3	2012-Q3
Personal	41,536.40	38,636.30	37,955.50	36,837.90	38,200.30	39,478.30
Business Op	1,194.30	1,295.90	1,186.30	1,112.50	1,073.20	1,021.90
Building	11,441.20	9,785	8,315.50	7,206	7,476.70	7,502
Food Store	5,807.90	6,001.30	6,183.70	6,224	6,282	6,628.20
General	4,992.70	5,240.80	5,459.90	5,437.40	5,226.60	5,296.80
Other	4,076.10	3,655.30	3,566.30	3,459.40	4,001.50	4,095.60
Auto Trans	6,888.10	5,673.50	6,222	5,982.50	6,451.30	6,415
Restaurant	5,737.40	5,785.10	5,868.30	6,084.50	6,217.60	6,903.80
Lodging	2,593	2,495.30	2,339.80	2,444.10	2,544.60	2,636.90
Rest and Lodg	8,330.40	8,280.40	8,208.10	8,528.60	8,762.20	9,540.70
	92,597.50	86,848.90	85,305.40	83,316.90	86,236.00	89,519.20

Table 2-11 shows total taxable sales for Waldo County. From 2002 to 2007, total taxable sales in Waldo County increased by 13.2%. Like Belfast, the largest sector was Building Supply, comprising more than 24% of total taxable sales in 2007 countywide. This sector saw an increase of almost 23% during this six-year period. Percentagewise, Business Operating had the largest increase in sales, while Restaurants had the largest decrease.

Table 2-11

Waldo County Retail Sales: 2002-2007							
	2002	2003	2004	2005	2006	2007	Change %
Business Operating	14,282,500	14,276,000	15,163,600	16,867,100	18,449,600	22,451,100	57.2%

Bldg. Supply	49,389,700	53,141,400	60,805,900	65,774,000	65,196,600	60,625,000	22.7%
Food Store	29,969,800	31,338,300	32,393,500	34,557,100	35,148,500	36,529,700	21.9%
General Mdse.	22,946,300	15,754,800	17,217,000	17,806,700	22,100,200	24,733,800	7.8%
Other Retail	21,262,000	21,665,000	21,748,300	26,057,500	23,378,500	23,289,000	9.5%
Auto Transportation	42,369,400	42,412,800	43,237,200	43,365,700	40,678,900	42,793,900	1.0%
Restaurant	30,212,200	29,576,000	29,324,000	27,297,800	28,296,900	27,596,200	-8.7%
Lodging	8,390,800	8,389,500	8,226,100	8,836,000	9,656,300	9,640,300	14.9%
Total	218,822,700	216,553,800	228,115,600	240,561,900	242,905,500	247,659,000	13.2%
Of which: <i>Personal Consumption</i>	<i>204,540,200</i>	<i>202,277,800</i>	<i>212,952,000</i>	<i>223,694,800</i>	<i>224,455,900</i>	<i>225,207,900</i>	<i>10.1%</i>

Source: Maine Revenue Services

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

- Consumer Retail Sales: Total taxable retail sales to consumers
- Total Retail Sales: Includes Consumer Retail Sales plus special types of sales and rentals to businesses where the tax is paid directly by the buyer (such as commercial or industrial heating oil purchases)
- Building Supply: Durable Equipment Sales, Contractors’ Sales, Hardware Stores and Lumber Yards.
- Food Stores: All food stores from large supermarkets to small corner food stores. The values here are snacks and non-food items only, since food intended for home consumption is not taxed.
- General Merchandise: In this sales group are stores carrying product lines generally carried in large department stores. It includes clothing, furniture, shoes, radio-TV., household durable goods, home furnishings, etc.
- Other Retail: This group includes a wide selection of taxable sales not covered elsewhere. Examples are dry goods stores, drug stores, jewelry stores, sporting goods stores, antique dealers, morticians, book stores, photo supply stores, gift shops, etc.
- Auto: This sales group includes all transportation related retail outlets. Included are auto dealers, auto parts, aircraft dealers, motorboat dealers, automobile rental, etc.
- Restaurant/Lodging: All stores selling prepared food for immediate consumption.
- The Lodging group includes only rentals tax.

(6). *A description of any economic development incentive districts, such as tax increment financing districts or Pine Tree Zones, in the community.*

Belfast, in 2006, designated a Downtown/Waterfront TIF (Tax Increment Financing) District. Taxes assessed above the figure set on the date that the TIF was established can be used for improvements in this District, including

infrastructure enhancements that will make the area more attractive for existing and new development, and will bring more consumers to the downtown. When the TIF was first established the City anticipated that the Belfast Bridge, LLC redevelopment project proposed for the former Stinson Seafoods site would generate considerable annual revenues to the TIF. Unfortunately, this project was unsuccessful and few dollars flowed into the TIF for its first 5 years. However, the 2011 - 2012 Front Street Shipyard's development of the same former Stinson Seafoods site is now starting to generate revenues to the TIF, an estimated \$140,000 from this development by July 2014. The City has already committed the use of some of these new revenues to construction of the Harbor Walk, a project which the City believes will generate additional development in the downtown - waterfront area.

The City also established the Northport Avenue TIF district in 2005, mostly so the City could obtain revenues to pay the cost of a sewer extension to the Mathew Brothers manufacturing plant on Perkins Road; an approach which helped the company expand.

Belfast was an original member of the Midcoast Pine Tree Zone program, however, with State changes to the program which now offers potential benefits to employers located throughout the State, it is no longer necessary for the City to participate in a specific Pine Tree Zone district.

D. Policies

- (1). To support the type of economic development activity the community desires, reflecting the community's role in the region.*
- (2). To make a financial commitment, if necessary, to support desired economic development, including needed public improvements.*
- (3). To coordinate with regional development corporations and surrounding towns as necessary to support desired economic development.*

ORGANIZATION

Goal: To provide an effective local and regional organizational structure to address economic development concerns.

Policies:

- 1) Identify and work with appropriate organizations and interests to promote economic development in Belfast.
- 2) Promote and participate in the establishment and ongoing operations of a regional organization to address economic development concerns.

Actions:

- 1) Continue to participate in local, regional and state-wide efforts to address economic development concerns in Belfast. Local efforts include working with the Belfast Chamber of Commerce, Our Town Belfast (Belfast Main Street program) and Waterfall Arts, regional efforts are those such as the Midcoast Regional Planning Commission, and state-wide efforts are those such as the Maine Community Foundation.
- 2) Ensure City efforts to address economic development issues include persons who are actively involved in business enterprises and that their ideas and knowledge are sought in examining how the City should proceed.
- 3) The City should annually commit adequate resources to implement its preferred approaches to address economic development concerns. The Council decision to hire an economic development director in 2010 and the ongoing funding of this position is critical to the City's economic development efforts.
- 4) The City should identify and actively pursue potential state and federal grant programs, such as Community Development Block Grants, to address its economic development priorities.
- 5) The City should explore and if appropriate implement programs which can serve as good tools in encouraging economic development. The City's past decision to participate in the Midcoast Pine Tree Zone and the use of Tax Increment Financing are examples of such.

INDUSTRIAL & JOB CREATION DEVELOPMENT

Goal: Encourage the expansion of existing industrial/job intensive uses and provide opportunities for the attracting new industrial/job intensive development.

Policies:

- 1) Actively pursue attracting 'green industry' development to Belfast (reference definition of 'green industry' below).
- 2) Ensure Belfast has sufficient areas that have needed infrastructure to support industrial and job intensive uses.

Actions

- 1) Promote and encourage use of the Belfast Business Park for appropriate development.
- 2) Analyze the desirability and feasibility of creating an expanded or new business park to meet the near-term and long-term needs for economic development in Belfast.
- 3) Ensure the City has adequate 'tools' available so it can compete for economic development activities. Such tools include but are not necessarily limited to: public infrastructure, tax increment financing, Pine Tree Zone benefits, and such.
- 4) Target attracting Green Industry to Belfast. Green Industry can include businesses that:
 - are highly energy efficient

- produce in a sustainable manner, with no/minimal pollution
- manufacture components for the production of renewable energy*, improving energy efficiency, electric or zero-emission vehicles, etc.
- produce and/or use renewable energy*

* Note: Renewable energy is defined by leading climate and energy experts to include solar, wind, tidal, ocean current, and geothermal. These experts do not include biofuels, wood, and similar fuels in their definition of renewable energy. These so-called renewables consume resources that are used for other purposes, deplete soils, pollute, and lead to the elimination of more natural habitat, deforestation, including wetlands. They are already causing shortages in other uses [and will cause more], and resultant price rises in other products. They also use much energy to produce them [for ethanol, more energy is used to create it than derived from it], they create other forms of pollution [wood smoke is carcinogenic and produces more greenhouse gases], and the focus on these pseudo-solutions serve to distract from the need to convert our planet to forms of energy that will sustain us into the future [as well as combat climate change].

- 5) Ensure there is an adequate amount of privately owned land which can be used for industrial and intensive job creation activities.
- 6) Ensure that the working waterfront safeguards opportunities for marine oriented development, including but not limited to boat building, boat storage and repair.
- 7) Zoning and land use regulations that the City adopts to implement its future land use plan should allow sites to be used for light manufacturing and similar uses, provided the use is supported by hydroelectricity/power generated at the site.

DOWNTOWN

Goal: Support and strengthen Downtown's position as an important and economically viable center of cultural, government, and retail activity.

Policies:

- 1) Promote downtown and the adjacent waterfront as a destination for residents and non-residents.
- 2) Promote the use, both residential and nonresidential, of the upper level floors of buildings in the downtown.
- 3) Promote and encourage new construction in the downtown and waterfront area to be compatible with existing development.

Strategies:

- 1) Provide good quality public infrastructure in the downtown area, with an emphasis on pedestrian connectivity and accessibility.

- 2) Ensure public infrastructure is constructed to handicap accessible standards and encourage private businesses and building owners to retrofit existing buildings to better meet handicap standards.
- 3) Analyze the desirability and feasibility of constructing a multi-use/performing arts center in the downtown area.
- 4) Strategically use funds acquired through the Downtown-Waterfront Tax Increment Financing District established in 2005 to upgrade and maintain public infrastructure in the downtown and waterfront area.
- 5) Analyze amending the Tax Increment Financing District program to allow building owners that make accessibility improvements to their buildings to benefit from property taxes assessed on their property. In particular, target the installation of elevators in 3 plus story buildings in the downtown to encourage use of the upper floors.
- 6) Recognize the Belfast's downtown is part of state and nationally recognized historic district and require new development to be compatible with existing development.
- 7) Encourage appropriate development and redevelopment for the downtown and adjacent waterfront area, particularly redevelopment of the Wakeag Landing (former Stinson Seafood) property.
- 8) Support the operations of Our Town Belfast (Main Street program) and cooperatively work with the organization and its members to strengthen the downtown area.

TOURISM & CREATIVE ECONOMY

Goal: Promote Belfast's tourism economy and strengthen its creative economy.

Policies

- 1) Promote Downtown Belfast and the adjacent waterfront as an area which is attractive as a tourist destination.
- 2) Promote the natural beauty of Belfast and its opportunities for active outdoor recreation as a means of attracting tourism.
- 3) Recognize and actively support the arts and creative economy as a way of encouraging entrepreneurial activity and encouraging tourism.

Actions

- 1) Belfast should provide good quality infrastructure and services to support tourism activities. Pedestrian oriented facilities and high quality waterfront facilities are a key. The Belfast Footbridge constructed in 2006 and the upcoming 2013 construction of the Belfast Harbor Walk are examples of such.
- 2) Enhance the 'Emerald Necklace' and series of recreational trails in Belfast, and provide information regarding such, as a means of encouraging outdoor oriented tourism.
- 3) Work with and support the Chamber of Commerce, the Belfast Arts Group, New Year's By the Bay, Our Town Belfast and other local organizations to ensure there are regular and year-round festivals to encourage tourism. The goal is 12 festivals per

year, which would be accompanied by other events such as the Thursday Night Music in the Streets program and the Farmer's Market.

- 4) Encourage and support the development of a comprehensive tourism marketing plan for Belfast (as suggested in the Belfast Leadership Summit Report) and the implementation of this plan.
- 5) Improve the quality of the City of Belfast website and ensure it is linked with other appropriate websites as a means of providing better quality services and encouraging tourism.
- 6) Examine and implement ways of creating greater connectivity between east and west Belfast.
- 7) Support efforts of the Belfast Historical Society to promote the historical heritage of Belfast as a way of supporting tourism development.
- 8) Ensure local land use regulations allow opportunities for individuals to participate in the creative economy in appropriate zoning districts.
- 9) Offensive and excessive noises can adversely affect the quality of life in the community and tourism, thus the City should increase enforcement of existing local, state and federal laws which regulate noises associated with motor vehicles and motorcycles which use muffler systems that do not comply with applicable laws.

COMMERCIAL DEVELOPMENT

Goal: To promote and strengthen Belfast's position as a commercial center for local residents and surrounding communities.

Policies.

- 1) Identify appropriate locations for larger scale and smaller scale commercial activities.
- 2) Pursue land use regulations that ensure commercial development is compatible with the character of Belfast.

Strategies

- 1) Encourage the development of a larger retail store on the so-called "Les Hills" property on Route 3, and ensure City zoning regulations allow development of a larger retail store.
- 2) Adopt land use regulations that will ensure that commercial development is compatible with the character of Belfast and reflects well on the community. The adoption of good quality performance standards is the key.
- 3) Adopt approaches that attempt to attract commercial development to core/central areas, shopping districts, rather than encouraging sprawling commercial activities.
- 4) Work with the Our Town Belfast and the Chamber of Commerce to promote Belfast as a location for commercial oriented development.

TECNOLOGY

Goal: To ensure high quality technological services are available through-out Belfast to serve the needs of residents, businesses and government.

Policies:

Promote the delivery and expansion of technology services by the private sector in Belfast.

Strategies:

- 1) Analyze competitive advantage/disadvantage of the technology available for business and residents.
- 2) Pursue the most current technology infrastructure for Belfast.
- 3) Ensure reliable voice and broadband access to all of Belfast.
- 4) Ensure that technology enhancements are in place to encourage use of unused office space.
- 5) The city should market Belfast as a place that is well-connected and easy to work from.
- 6) Encourage WiFi.
- 7) Promote the Hutchinson Center as a tech-enabled center.
- 8) Ensure Belfast land use regulations consider the evolving needs of firms that provide technological services.

OVERALL LAND USE

Goal: To implement land use ordinances that reflect the desired scale, design, intensity and location of future economic development.

Consistent with the land use plan included in this Comprehensive Plan, to attract, enhance, and support existing and future economic development while minimizing negative impacts associated with incompatible uses. Thus, the City should amend land use ordinances as necessary to include appropriate provisions regarding permitted and prohibited uses and to identify appropriate areas for commercial/nonresidential development.

HOUSING

Introduction

Housing represents the major investment of most individuals. Property taxes provide the basis for funding Belfast municipal services and schools. With rising property values and assessments, affordable housing is an ongoing concern for many residents. Belfast effectively has two housing markets: high-priced seasonal, historic and waterfront homes, many of which are located within the Route 1 by-pass and near Route 1; and moderately priced housing inland. The moderately priced housing tends to be occupied by those who depend on the local and regional economy for their livelihood.

A. State Goals

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

B. Analyses and Key Issues

- (1). *How many additional housing units, including rental units, will be necessary to accommodate projected population and demographic changes during the planning period?*

Belfast's population is projected to rise to a maximum of 7,462 persons by the year 2020, as forecasted by the former Maine State Planning Office (SPO), an increase of 708 persons from the 2007 population estimate. In 2000, the median household size was 2.23. Assuming it continues to follow a downward trend to 2.0; Belfast would need 354 additional housing units suitable for occupancy. Belfast had 356 vacant (unoccupied housing units) in 2000. Some of these units could be renovated and some could be converted from their current seasonal use into year round occupied units. For planning purposes, it is estimated that renovations and conversions will account for no more than one-fifth of the additional housing needed. Therefore, 283 new units will be needed by 2020. Between 2003 and 2006, the Maine State Housing Authority indicated that there was a net housing unit increase of 137 (Table 3-12). This suggests that the market will certainly be able to support the construction of the additional units forecasted over the next ten year planning period.

In 2000, rental units accounted for more than 32% of the occupied housing stock. It is likely that the share of rental units will increase between 2010 - 2020. This is due to several factors, including but not necessarily limited to: the construction of government assisted affordable rental housing (over 100 units of such housing were constructed between 2000- 2010); homeowners constructing a rental unit along with their residence to assist them in paying mortgage costs; new housing projects such as the Belfast Cohousing (Eco-Village) project (36 - 40 units) on Tufts Road which consists entirely of duplex and multi-family units, partly because of energy costs; the establishment of rental housing in the

upper floors of downtown buildings; and the need for more rental housing in Belfast. That said, the 'gap' between income levels and the cost to construct new multi-family housing adversely affects a developer's ability to obtain sufficient rental income to support the cost of new construction.

For planning purposes, it is forecasted that up to 45% of the new units in the next 10 - 20 years could be multi-family rental or ownership housing.

- (2) *Is housing, including rental housing, affordable to those earning the median income in the region? Is housing affordable to those earning 80% of the median income? If not, evaluate local and regional efforts to address issue?*

By state and federal definitions, housing is considered affordable if a household does not spend more than 30% of its monthly income on housing. In deciding whether to make mortgage loans, banks use similar definitions of affordability. From 2003 to 2009, those earning the median income in the region could not afford to buy the median priced home in Belfast. According to the Maine State Housing Authority, Belfast's median income earning households could afford only 59 to 60% of the median home sale price in Belfast and only 81% of the median home sale price in Waldo County (Tables 3-1 and 3-2). Of course, those in the low-income category, earning just 80% of the median household income, could afford even less. Information from the 2010 census corroborates information from the Maine State Housing Authority; with 53% of the population being identified as being unable to afford a median priced home. Tables 3-15 through 3-18 show the numbers and percentages of Belfast residents by income category.

More than half of renters in Belfast could not afford the median rent charged for a 2-bedroom apartment (Table 3-5). This has resulted in the higher occupancy of some units (families sharing apartments) and the occupancy of substandard units for which lower rents are charged.

It is important to note the limitations of the Census and Maine State Housing Authority data. The housing sale data consists of sales through the real estate multiple listing service. Homes and property sold without a broker are not included, and tend to be lower priced than those sold through the multiple listing service. Sales of property to family members, along with the use of mobile homes, are ways in which residents have reduced their housing costs. In 2000, 15.5% of the Belfast housing stock included mobile homes. Census and state data do not account for illegally occupied apartments and for units in which the rent collected is not reported.

It is widely understood that Belfast has a significant need for more affordable housing. The state, in 2007, estimated an additional 138 units of subsidized rental housing was needed at that time. Further, the City's housing needs extend beyond low-income households eligible for subsidized housing. Those earning median and moderate (150% of median) incomes are in large part often

unable to afford housing in Belfast, and choose to live in one of the communities in which property taxes are often lower. For a service center community to thrive, it must be an affordable place for a large portion of its workforce to reside within its borders.

The City has worked cooperatively with project developers and pursued Community Development Block Grants (CDBG) to support the creation of affordable housing units for working families (workforce housing), the elderly and those with special needs. Through these efforts over 100 new affordable housing units were built between 2000 and 2010, including the following:

- Realty Resources, 38 unit project (workforce housing) on Ryan Road which opened in late 2007 (CDBG Public Infrastructure Grant funding);
- Volunteers of America, 32 units, elderly housing, on Congress Street, which opened in 2001 (CDBG Public Infrastructure Grant funding);
- Community Housing of Maine/CEI, a 6 unit housing project for persons with special that located on Midcoast Drive that opened in 2002;
- PenquisCAP, 24 units of workforce housing located on Patterson Hill which opened in 2002; and
- Group Home Foundation, 5 unit independent living project for persons with special needs that opened in 2009 (CDBG Housing Assistance funding).

The City has continued to work on programs to increase the amount and quality of affordable rental housing since 2010. In 2011 the City obtained a CDBG Housing Assistance Grant which has provided funding to assist 7 property owners, all of which are located within the Route 1 by-pass (growth area), to renovate 29 rental units. Renovation efforts have focused on code compliance and energy concerns. Renovation of all units will be completed in early 2013 and the City hopes to periodically work with the CDBG program to address other multi-family units that require work.

In addition, in October 2012, construction of the Goose River Partners elderly housing project located on Swan Lake Avenue is expected to begin which will add 24 units to the amount of affordable housing in the City. The City also notes that Belfast, as the regional service center for Waldo County, is often expected to provide more opportunities for affordable housing for the elderly, low/moderate income persons and persons with special needs, because other communities in the County lack medical and support services and the jobs that are available in Belfast. Despite all past and current efforts, it is generally acknowledged that regional affordable housing efforts have not kept pace with demand. Strategies to improve this are presented at the end of this chapter.

- (2). *Are seasonal homes being converted to year-round use or vice-versa? What impact does this have on the community?*

Most housing units in Belfast have been constructed to a standard to qualify as a year-round home and have needed utility services. Unlike other Waldo County

communities, Belfast has no significant lake or coastal 'communities' that serve mostly seasonal residents. While Belfast clearly experiences an increase in its summer population by seasonal visitors, most reside in houses that satisfy year-round standards and in traditional neighborhoods. The conversion of seasonal units to year-round units is not a significant issue in Belfast. The City believes that it does not need to consider adopting any specific measures to address this issue.

- (3). *Will additional senior or assisted living housing be necessary to meet projected needs for the community? Will these needs be met locally or regionally?*

The state does not indicate a need for senior housing currently (Table 3-6), which is likely due to the development of several public housing projects over the past decade, as well as private sector housing at Tall Pines (assisted and independent living). It is anticipated, however, that with the aging of Belfast's, the region's and the state's population that additional senior and assisted units will be needed, both market rate and subsidized. See Tables 3-19 through 3-25 for senior household figures. Given Belfast's service center function and proximity to health care facilities and the availability of municipal infrastructure like public water and sewer, it is likely that most of the region's needs for senior and assisted living facilities will be met within Belfast. Some elder care housing facilities are found in smaller Waldo County service centers, like Searsport and Winterport, as well. Also, as noted above, the 24 unit Goose River Partners elderly housing project, which has received both Maine State Housing Authority and Rural Development Authority funding, started construction in October 2012 and is expected to be available for occupancy in the summer of 2013.

- (4). *Are there other major housing issues in the community, such as substandard housing?*

Belfast, since December 2010, has been required to enforce the state-wide building code, the MUBEC Code. Enforcement of this code has resulted in the City, for the first time, conducting building inspections of single family, two family and many accessory buildings. Prior to adoption of the MUBEC code, Belfast enforced the BOCA code only on multi-family and nonresidential development. This need to inspect most construction has resulted in a greater workload for the Code and Planning Department, however, it also has created the opportunity to ensure that new construction better satisfies building and energy code requirements.

The most frequent complaints that are brought to the attention of the Code Enforcement Officer involve rentals at multi-family rental units, such as inadequate heat and water, faulty electric, and poor building standards. The second most frequent complaint involves nuisance concerns regarding how an abutter may maintain their property; uncontrolled trash and litter, too many

abandoned vehicles, and stormwater problems. The Code Enforcement Officer routinely works with the aggrieved parties and often has been able to obtain voluntary compliance in addressing the issues. In limited cases the City has had to pursue legal action to resolve the complaint.

Several other concerns involve the use of older mobile homes (predating HUD 1976 standards), with concentrations of substandard housing in these areas, both mobiles located on individual lots and in mobile home parks. Strategies to replace these homes are presented at the end of this chapter.

The Maine State Housing Authority estimated in January 2008 that there were 776 homeless individuals in Maine, of which the last residences of 6 people were located in Waldo County. It is believed that this figure underestimates the homeless population in Belfast, which is difficult to measure due to the community's small size, fluctuations, and the transient nature of homelessness. It is noted that the local soup kitchen now regularly serves 60+ persons per day. While most of these persons are not homeless, it is indicative of the economic edges on which may live.

- (5). *How do existing local regulations encourage or discourage the development of affordable housing?*

Overall, Belfast's land use regulations support the creation of affordable housing. Smaller minimum lots sizes (10,000 – 15,000 square feet in certain residential growth areas) are allowed in locations served by water and sewer, as are multi-unit, multi-family structures. In 2010, the City also adopted flexible zoning standards to allow the development of small scale (less than 7 units) housing developments in rural areas (small subdivisions) provided the houses constructed satisfy affordability standards. These new regulations resulted in construction of the first Habitat for Humanity house in Waldo County, and Habitat owns 2 additional lots on which housing can be constructed. The adopted Future Land Use plan recommends adopting similar provisions to encourage affordable housing in several of the City's urban zoning districts.

The City also has established areas in which Manufactured Housing is currently allowed and this type of housing is proposed to be allowed in many of the City zoning districts pursuant to the adopted Future Land Use Plan. The current Zoning Ordinance also permits congregate care units for the elderly, with no density limitations, in several zoning districts (growth areas with sewer and water services) and the adopted Future Land Use Plan recommends that this policy continue for many of the City's growth areas.

C. Conditions and Trends

Minimum data required to address state goals:

- (1). *The community's Comprehensive Planning Housing Data Set prepared and*

provided to the community by the Maine State Housing Authority, and the Office, or their designees.

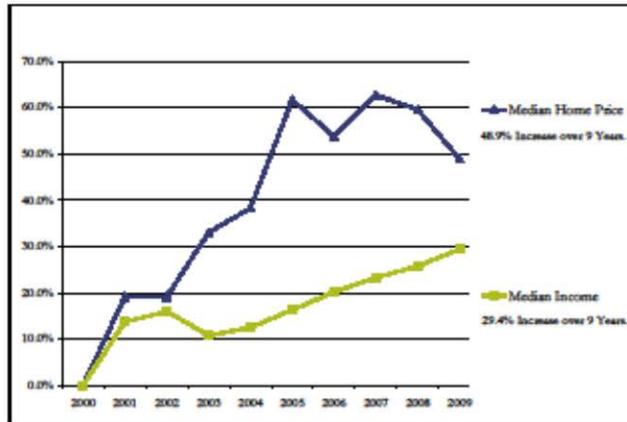
Belfast Labor Market Area Homeownership Facts 2009

Homeownership Affordability Index

Area	Year	Affordability Index	Median Home Price ¹	Median Income ²	Income Needed to Afford Median Home Price	Home Price Affordable at Median Income	Households Unable to Afford Median Home Price
Belfast LMA	2000	0.94	\$94,000	\$32,532	\$34,591	\$88,405	6,692 (64.6%)
	2005	0.74	\$152,000	\$37,837	\$51,378	\$111,940	7,522 (64.4%)
	2006	0.80	\$144,600	\$39,089	\$49,167	\$114,960	7,146 (60.8%)
	2007	0.77	\$153,000	\$40,108	\$52,007	\$117,994	7,434 (62.0%)
	2008	0.80	\$150,000	\$40,911	\$50,992	\$120,346	7,167 (60.2%)
2009	0.89	\$140,000	\$42,083	\$47,289	\$124,588	6,459 (55.1%)	
Belfast	2009	0.70	\$183,500	\$42,747	\$61,287	\$127,989	1,973 (64.5%)
Searsport	2009	0.69	\$159,000	\$37,571	\$54,487	\$109,637	823 (66.3%)
Unity	2009	0.76	\$124,500	\$32,563	\$42,611	\$95,142	421 (59.3%)
Stockton Springs	2009	0.88	\$135,000	\$43,000	\$48,694	\$119,215	336 (55.7%)
Northport	2009	0.77	\$214,250	\$54,452	\$70,427	\$165,651	437 (61.8%)
Swanville	2009	1.20	\$102,000	\$41,776	\$34,719	\$122,732	242 (41.2%)
Searsmont	2009	1.02	\$140,000	\$48,393	\$47,316	\$143,186	284 (49.3%)
Brooks	2009	1.40	\$87,000	\$41,324	\$29,480	\$121,955	169 (38.8%)
Monroe	2009	0.72	\$170,000	\$40,978	\$56,529	\$123,233	284 (64.7%)

The affordability index is the ratio of Home Price Affordable at Median Income to Median Home Price. An index of less than 1 means the area is generally unaffordable – i.e., a household earning area median income could not cover the payment on a median priced home (30 year mortgage, taxes and insurance) using no more than 28% of gross income.

Relative Increases in Income and Home Price



Belfast Labor Market Area Rental Housing Facts 2009

Rental Affordability Index

Area	Year	Affordability Index	Average 2-BR Rent ¹	Renter Household Median Income	Income Needed to Afford Average 2-BR Rent	2-BR Rent ¹ Affordable at Median Income	Households Unable to Afford Average 2-BR Rent
Belfast LMA	2000	-	-	\$17,800	-	\$445	-
	2005	0.79	\$762	\$24,186	\$30,484	\$605	1,543 (59.7%)
	2006	0.82	\$764	\$25,191	\$30,555	\$630	1,518 (58.0%)
	2007	0.86	\$740	\$25,532	\$29,607	\$638	1,487 (56.1%)
	2008	0.84	\$791	\$26,447	\$31,624	\$661	1,535 (57.7%)
	2009	0.82	\$792	\$25,991	\$31,684	\$650	1,508 (58.2%)
Belfast	2009	0.96	\$786	\$30,190	\$31,439	\$755	499 (51.7%)
Unity	2009	0.63	\$745	\$18,877	\$29,813	\$472	184 (67.8%)
Northport	2009	0.87	\$894	\$30,937	\$35,743	\$773	67 (56.4%)
Swanville	2009	0.67	\$919	\$24,749	\$36,761	\$619	60 (67.5%)
Brooks	2009	0.96	\$648	\$24,772	\$25,914	\$619	59 (51.7%)
Montrville	2009	0.75	\$719	\$21,666	\$28,743	\$542	34 (63.0%)
Knox	2009	0.74	\$901	\$26,666	\$36,037	\$667	23 (65.2%)

The affordability index is the ratio of 2-Bedroom Rent Affordable at Median Renter Income to Average 2-Bedroom Rent. An index of less than 1 means the area is generally unaffordable – i.e., a renter household earning area median renter income could not cover the cost of an average 2-bedroom apartment (including utilities) using no more than 30% of gross income.

Relative Increase in Household Income and Relative Decrease in Rent¹

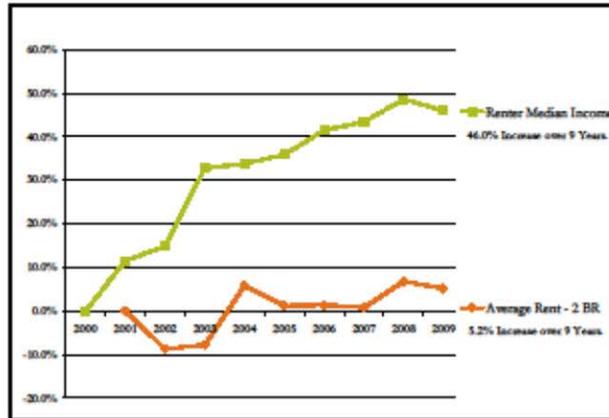


Table 3-1

Affordability Index for Belfast					
Year	Index	Median Home Price	Median Income	Income Needed to Afford Median Home Price	Home Price Affordable to Median Income
2003	0.60	\$169,500	\$36,084	\$59,780	\$102,313
2004	0.55	\$187,500	\$35,117	\$64,186	\$102,583
2005	0.56	\$193,000	\$36,480	\$64,650	\$108,903
2006	0.59	\$192,250	\$39,301	\$66,803	\$113,103
2007	0.59	\$197,000	\$40,373	\$68,429	\$116,229

Source: Maine State Housing Authority

Table 3-2

Affordability Index in 2007					
Location	Index	*Median Home Price	Median Income	Income Needed to Afford Median Home Price	Home Price Affordable to Median Income
Belfast	0.59	\$197,000	\$40,373	\$68,429	\$116,229
Belfast, ME LMA Housing Market	0.77	\$153,000	\$40,108	\$52,007	\$117,994
Congressional District 2	0.86	\$138,900	\$39,801	\$46,547	\$118,769
Maine	0.74	\$185,900	\$45,438	\$61,568	\$137,198
Waldo County	0.81	\$152,750	\$41,880	\$51,522	\$124,164

Source: Maine State Housing Authority

Table 3-3

Unattainable Homes as a Percentage of Homes Sold in 2007			
Location	Percentage of Unattainable Homes	Affordable Homes Sold	Unattainable Homes Sold
Belfast	77.9%	19	67
Belfast, ME LMA Housing Market	71.6%	58	146
Congressional District 2	63.7%	1,830	3,211
Maine	73.1%	3,410	9,252
Waldo County	69.1%	95	212

Source: Maine State Housing Authority

Table 3-4

Households Unable to Afford Median Home in 2007		
Location	Percent of Households Unable to Afford Median Home Price	Number of Households Unable to Afford Median Home Price
Belfast	77.0%	2,470
Belfast, ME LMA Housing Market	62.0%	7,434
Congressional District 2	58.4%	162,231
Maine	65.8%	369,172
Waldo County	60.3%	10,033

Source: Maine State Housing Authority

Table 3-5

Location	Percent of Households Unable to Afford Avg. 2BR Rent	Number of Households Unable to Afford Avg. 2BR Rent	Average 2 BR Rent (with utilities)	Income Needed to Afford Average 2 BR Rent
Belfast	52.6%	525	\$777	\$31,080
Belfast, ME LMA Housing Market	55.7%	1,487	\$740	\$29,607
Congressional District 2	57.5%	43,643	\$747	\$29,862
Maine	57.7%	90,160	\$842	\$33,678
Waldo County	55.2%	1,839	\$743	\$29,739

Source: Maine State Housing Authority

Table 3-6

Belfast	Family Units	Seniors Units (65 and over)
Number of Renter Households @ 50% AMI	274	85
Number of Subsidized Units Available	136	150
- Project Based	89	139
- Non-Project Based (Section 8 Vouchers)	47	11
Number of Affordable Rental Units Needed	138	-65
Indicated Unmet Need %	50.4%	0.0%

Source: Maine State Housing Authority

Table 3-7

Sponsor	Total	Family	Senior	Disabled	Special
HUD	33	0	32	0	0
HUD/MSHA	60	24	34	0	0
HUD/MSHA/RD	24	0	24	0	0
MSHA	41	39	0	0	2
RD	73	24	49	0	0
Total Units	231	87	139	0	2

Source: Maine State Housing Authority

Table 3-8

MSHA	58
Total Units	58

Source: Maine State Housing Authority

Table 3-9

Belfast	1990	2003	2004	2005	2006	2007	Change 1990-2007
Population	6,355	6,407	6,883	6,979	6,975	7,164	12.7%
Households	2,579	2,838	3,032	3,092	3,116	3,209	24.4%

Source: Maine State Housing Authority

Note: See the Population Chapter for more demographic data, including population projections, gender and race figures.

Table 3-10

Median Home Sale Prices Belfast					
Type of Home	2003 Median	2004 Median	2005 Median	2006 Median	2007 Median
All	\$169,500	\$187,500	\$193,000	\$192,250	\$197,000
Single Family	\$169,000	\$190,000	\$197,750	\$196,000	\$200,000
Condominium			\$180,000		\$158,250
Mobile Home			\$65,000		
Multi-Family	\$191,000		\$236,250		\$215,000

Source: Maine State Housing Authority, Real Estate Multiple Listing Service

Table 3-11

Average Rent (including Utilities) Belfast						
Bedrooms	2003	2004	2005	2006	2007	Change 2003-2007
0				\$490		NA
1	\$607	\$658	\$627	\$674	\$627	3.4%
2	\$712	\$786	\$785	\$765	\$777	9.2%
3	\$792	\$917		\$837		NA

Source: Maine State Housing Authority

Note: Of all the occupied housing units in this area, 31.1% in 2007 are renter occupied.

Table 3-12

New Construction Belfast					
New Homes	2003	2004	2005	2006	Totals
1 Family	41	22	21	22	106
2 Family	1	8	5	0	14
3 or 4 Family	0	0	0	0	0
Over 4 Family	0	0	0	0	0
Mobile	-3	-4	-6	29	16
Seasonal	0	0	1	0	1
Total New	55	41	45	53	194
Total Loss	16	15	24	2	57
Total Net	39	26	21	51	137

Source: Maine State Housing Authority

Table 3-13

MSHA First-Time Homeowners Belfast						
Number of:	2003	2004	2005	2006	2007	Totals
Families	5	1	2	2	3	13
Housing Units	5	1	2	2	3	13

Source: Maine State Housing Authority

Note: Units counts all units of single and multi-unit homes.

Table 3-14

Age of Homes in 2010						
Belfast	Owners		Renters		All Homes	
2005 or later					12	
2000 to 2004					190	
1999 to March 2000	76	4.1%	0	0.0%	76	2.7%
1995 to 1998	143	7.6%	33	3.7%	176	6.4%
1990 to 1994	92	4.9%	42	4.7%	134	4.8%
1980 to 1989	276	14.8%	102	11.4%	378	13.7%
1970 to 1979	253	13.5%	137	15.3%	390	14.1%
1960 to 1969	178	9.5%	33	3.7%	211	7.6%
1950 to 1959	142	7.6%	52	5.8%	194	7.0%
1940 to 1949	57	3.0%	52	5.8%	109	3.9%
1939 or Earlier	653	34.9%	444	49.6%	1,097	39.7%
Totals	1,870		895		3,029	

Source: Census, Maine State Housing Authority

Table 3-15

Households by Income				
Belfast	≤30% Extremely Low	≤50% Very Low	≤80% Low	≤150% Moderate
2007 Households	390	751	1,287	2,125
Income	\$12,112	\$20,187	\$32,298	\$60,560
% of Total Households	12.1%	23.4%	40.1%	66.2%

Source: Maine State Housing Authority

Note: Income categories are based on percentages of the median income.

Table 3-16

Owner Households by Income				
Belfast	≤30% Extremely Low	≤50% Very Low	≤80% Low	≤150% Moderate
2007 Households	181	392	745	1,327
Income	\$12,112	\$20,187	\$32,298	\$60,560
% of Total Households	8.2%	17.7%	33.7%	60.0%

Source: Maine State Housing Authority

Note: Income categories are based on percentages of the median income.

Table 3-17

Renter Households by Income				
Belfast	≤30% Extremely Low	≤50% Very Low	≤80% Low	≤150% Moderate
2007 Households	209	359	541	798
Income	\$12,112	\$20,187	\$32,298	\$60,560
% of Total Households	20.9%	36.0%	54.3%	80.0%

Source: Maine State Housing Authority, 2007 Claritas

Note: Income categories are based on percentages of the median income.

Table 3-18

Potential Homeowners: Renter Households by Income: Age 25 – 44 Belfast				
Belfast	≤30% Extremely Low	≤50% Very Low	≤80% Low	≤150% Moderate
2007 Households	67	139	229	309
Income	\$12,112	\$20,187	\$32,298	\$60,560
% of Total Households	16.9%	35.1%	57.9%	78.1%

Source: Maine State Housing Authority, 2007 Claritas

Note: Income categories are based on percentages of the median income.

Table 3-19

Seniors in 2007				
Belfast	65 or Older	65-74	75 or Older	Total
Households	884	422	462	3,209
% of Total Households	27.5%	13.2%	14.4%	
Households <= 60% AMI	363	169	194	
% of Total Households	11.3%	5.3%	6.0%	
% of Senior Households	41.0%	40.1%	41.9%	

Source: Maine State Housing Authority, 2007 Claritas

Note: AMI is the Area Median Income

Table 3-20

Seniors 65 and Over				
Belfast	≤30% Extremely Low	≤50% Very Low	≤80% Low	≤150% Moderate
2007 65 + Households	137	284	504	723
Income	\$12,112	\$20,187	\$32,298	\$60,560
% of Total Households	15.5%	32.1%	57.0%	81.8%

Source: Maine State Housing Authority, 2007 Claritas

Table 3-21

Owner Seniors 65 and Over				
Belfast	≤30% Extremely Low	≤50% Very Low	≤80% Low	≤150% Moderate
2007 65 + Households	86	199	379	559
Income	\$12,112	\$20,187	\$32,298	\$60,560
% of Total Households	12.2%	28.3%	53.8%	79.3%

Source: Maine State Housing Authority, 2007 Claritas

Table 3-22

Renter Seniors 65 and Over				
Belfast	≤30% Extremely Low	≤50% Very Low	≤80% Low	≤150% Moderate
2007 65 + Households	51	85	125	164
Income	\$12,112	\$20,187	\$32,298	\$60,560
% of Total Households	28.4%	47.1%	69.4%	91.4%

Source: Maine State Housing Authority, 2007 Claritas

Table 3-23

Seniors 75 and Over				
Belfast	≤30% Extremely Low	≤50% Very Low	≤80% Low	≤150% Moderate
2007 75 + Households	85	156	265	383
Income	\$12,112	\$20,187	\$32,298	\$60,560
% of Total Households	18.4%	33.8%	57.4%	82.9%

Source: Maine State Housing Authority, 2007 Claritas

Table 3-24

Owner Seniors 75 and Over				
Belfast	≤30% Extremely Low	≤50% Very Low	≤80% Low	≤150% Moderate
2007 75 + Households	54	107	196	291
Income	\$12,112	\$20,187	\$32,298	\$60,560
% of Total Households	14.9%	29.5%	54.3%	80.5%

Source: Maine State Housing Authority, 2007 Claritas

Table 3-25

Renter Seniors 75 and Over				
Belfast	≤30% Extremely Low	≤50% Very Low	≤80% Low	≤150% Moderate
2007 75 + Households	31	49	69	92
Income	\$12,112	\$20,187	\$32,298	\$60,560
% of Total Households	31.1%	49.4%	68.8%	91.8%

Source: Maine State Housing Authority, 2007 Claritas

Table 3-26

Renter Households by Income: Age 15 - 64				
Belfast	≤30% Extremely Low	≤50% Very Low	≤80% Low	≤150% Moderate
2007 Households	157	274	417	633
Income	\$12,112	\$20,187	\$32,298	\$60,560
% of Total Households	19.3%	33.6%	51.0%	77.6%

- (2). *Information on existing regional affordable housing coalitions or similar efforts.*

At present, there is no specific organization in Belfast that focuses on affordable housing issues. In the 1990's there was an informal group that met at the WaldoCAP offices to consider housing affordability concerns, and the City, in 2002 conducted a housing assessment using CDBG funds and established an affordable housing task force several years later. While there is ongoing interest and concern regarding the affordability of housing in Belfast, no specific advocacy group has been founded. Several regional organizations do address housing concerns, including WaldoCAP and Penquis CAP, as has the City, through its pursuit of CDBG grants to aid affordable housing projects.

- (3). *A summary of local regulations that affect the development of affordable housing.*

Overall, city regulations support the creation of affordable housing. Smaller minimum lots sizes (10,000 – 15,000 square feet in certain residential growth areas) are allowed in locations served by water and sewer, as are multi-unit, multi-family structures. As previously noted, both current zoning ordinances and recommendations in the Future Land Use Plan identify standards that would encourage the construction of affordable housing in both rural areas and growth areas, allow manufactured housing in most sections of the City, and congregate and elderly housing is permitted with few density regulations. The City's goal is to use a series of regulatory approaches that support and stimulate the construction of additional affordable housing in locations and at densities that are appropriate for the community and which recognize the cost of construction.

HOUSING CHAPTER POLICIES & STRATEGIES

D. POLICIES

- 1) To encourage and promote adequate workforce housing to support the community's and region's economic development.
- 2) To ensure that land use controls encourage the development of quality affordable housing, including both ownership and rental housing.
- 3) To seek to achieve at least 10% of all housing built or placed during the next decade be affordable.
- 4) To support efforts that provide housing to at-risk targeted groups, such as the elderly, persons with special needs, and similarly situated persons.
- 5) To encourage and support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.

E. Strategies

- 1) Enact or amend growth area land use regulations to ensure density, lot size, setback and similar standards encourage the construction of housing. These measures may include but are not specifically limited to the following:
 - 1.1 In residential areas within the Route One by-pass, an area comprised of existing neighborhoods and in which public sewer is often available, the minimum lot size should be $\frac{1}{4}$ acre or less. Further, structure setbacks should be consistent with existing development patterns (Reference Future Land Use Plan).
 - 1.2 In areas located outside of the Route One by-pass in which public sewer is available, the minimum lot size should allow housing on appropriate sized lots, recognizing that access and traffic management is often a concern. Such lot sizes could be in the $\frac{1}{4}$ to $\frac{1}{3}^{\text{rd}}$ acres size (reference Future Land Use Plan).
 - 1.3 Overall, allow greater density and focus new housing in areas that are within walking or easy driving distance of places of employment, places in which retail shopping and services are available, and places in which public facilities and services are present, including but not limited to schools. The proposed Residential 4 area qualifies as such an area (reference Future Land Use Plan).
 - 1.4 To assist in meeting the specific housing needs of the community's seniors, the City should allow congregate housing and elderly housing in appropriate areas that have access to public water and sewer. Further, the City should not use density standards (number of units per acre) as a significant factor in determining the suitability of a property for such housing.
- 2) Examine and consider enacting approaches that allow multi-family housing (3 units or more per structure) and duplex housing (2 units per structure) in appropriate land use areas.
 - 2.1 Consistent with provisions in many current zoning districts, the City should continue to allow the construction of a duplex on the same size lot as a single family dwelling, provided there is adequate sewage capacity and on-site parking. This approach has and should continue to create opportunities for a homeowner to construct an accessory apartment (Reference Future Land Use Plan).
 - 2.2 City should establish an area within the Route One by-pass that allows the construction of new multi-family housing, and at densities that encourage the construction of such (Reference Future Land Use Plan).
 - 2.3 City should consider increasing the density (number of units) at which multi-family housing can be constructed in zoning districts which allow this type of use. Current (2009) zoning often establishes a maximum of 6 units per acre. This density likely is too low to encourage the construction of a significant amount of new multi-family housing. (Reference Future Land Use Plan).

- 2.4 City should continue its current regulation that allows and encourages residential units to be constructed above non-residential uses on the upper floors of buildings in the Downtown Commercial zoning district. This approach includes not identifying a maximum density standard (number of units/acre) and often not requiring on-site parking (Reference Future Land Use Plan).
 - 2.5 City should examine the feasibility of allowing an owner occupied house that is located in a residential growth area to construct two accessory apartments in the house (total of 3 units), provided the property has public sewer and adequate on-site parking. The focus would be accessory apartments, particularly 1 bedroom units, and would include new construction and the conversion of existing houses. It is critical that any such construction satisfy all applicable building codes.
- 3) Consider approaches that allow greater density in residential growth and mixed use growth areas if at least a portion of the housing units that are constructed address affordable housing needs.
- 3.1 In urban areas, such as most of the area located within the Route One bypass, the City should consider the adoption of standards that would allow the construction of single-family and two-family housing at greater densities than is now recommended for these areas in the Future Land Use Plan, provided at least a portion of the units qualify as affordable housing. If this approach is implemented, key issues would include but are not necessarily limited to: the size and topography of the property; the character of neighboring development; opportunities to provide good quality connectivity for motorists, bicyclists and pedestrians; and the provision of usable open space. The suggested approach likely would work best for vacant lots which are at least one acre in size.
 - 3.2 In rural areas, including those located within the proposed Outside Rural area identified in the Future Land Use Plan, the City should consider allowing small housing clusters to encourage the construction of affordable housing, and adopting standards that would govern such projects. Such housing clusters would allow houses to be constructed on smaller lots and at greater densities than for typical homes. Potential standards would address issues such as but not necessarily limited to: the maximum size of a cluster (7 units recommended in the Future Land Use Plan); requiring all units to be served by a single road that accesses onto a City road; allowing the new access road to remain a gravel surface and to be a lesser width than current City requirements; and to address how natural areas and open space would be retained and incorporated into the project.
 - 3.3 The City should consider supporting ‘green based’ housing by allowing such housing to be constructed at greater densities (number of units/acre) and by allowing more flexibility in the number of units constructed per structure, particularly if such a project supports the establishment of affordable housing. This approach could be applicable in both urban and

rural locations. The Eco-Village and cooperative housing project proposed in 2008 - 2009 for the former Keene farm on Tufts Road is an example of a 'green based' housing project. The City would need to consider standards to define what qualifies as 'green based' housing.

- 4) The City should examine the desirability of the City committing public resources, including but not limited to tax dollars, to assist in the construction of affordable housing.
 - 4.1 The City should consider supporting approaches that would allow tax acquired land and/or buildings to be used to assist in the construction of affordable housing. This would involve a public review of all properties acquired through City foreclosure on a tax lien to determine if it would be appropriate to use this property for an approach that would support affordable housing.
 - 4.2 The City should consider the use of tax increment financing to encourage the construction of workforce and affordable housing. The goal would be to encourage the construction of ownership housing consistent with low-moderate income guidelines adopted by the State. If the City chooses to implement tax increment financing as an approach to encourage construction, it will be critical that the City examine the short-term and long-term public benefits and costs of this approach for the respective housing project which would qualify for this program, and that the proposed project involves providing ownership housing that will remain within affordable ranges for the long-term.
 - 4.3 The City should consider financially participating in the cost of extending public sewer service to areas that are intended to function as a housing growth area. The Future Land Use Plan identifies portions of the proposed Residential 2 and Residential 4 areas as ones in which this approach may be appropriate.
- 5) Create or support a community based affordable housing committee and/or regional affordable housing coalition.
 - 5.1 Support efforts of local based organizations such as Habitat for Humanity, Group Home Foundation and WaldoCAP that are involved with trying to construct new affordable housing, rehabilitate existing housing units, and assist persons that need housing.
 - 5.2 Continue to work with regional, state-wide and national organizations which have constructed affordable housing projects in Belfast, including housing projects which have often targeted persons with specific needs, to increase the availability of affordable housing in Belfast. These organizations

include but are not limited to PenquisCAP, Volunteers of America and Coastal Enterprises.

- 5.3 Continue to work cooperatively with private developers which have used funding sources such as Maine State Housing Authority bonding to construct and operate affordable housing projects in Belfast, with the goal of increasing the availability of affordable housing in Belfast. Realty Resources has constructed and now operates several such projects in Belfast, including Seaside Estates (Ocean East Housing project) and the Birches.
 - 5.4 Explore the desirability and feasibility of developing a local housing authority to better address how to provide housing to support local needs. This effort could include but is not necessarily limited to: establishing a new public authority, partnering with the Waldo County Commissioners, and/or partnering with an existing housing authority.
 - 5.5 Support efforts that assess the need for affordable housing in the greater Belfast area, and identify strategies to address the needs that area identified.
- 6) Consistent with Policy # 5, to maintain and promote affordable housing from government grant program opportunities, the City will:
- 6.1 The City should welcome and encourage participation in government programs, including but not necessarily limited to: Maine Department of Community and Economic Development Community Development Block Grants (CDBG), Maine State Housing Authority funds, USDA Rural Development funds and loans, Waldo County housing programs, Penquis CAP funds, Home Repair Network, mobile home replacement, housing rehabilitation loans (single family and multifamily), Low Income Housing Tax Credit, home buyer education, and other programs for the construction of subsidized workforce housing within the City, and other grants to homeowners for improvements to energy efficiency, safety and habitability.
 - 6.2 The City should seek active participation from residents who live in unsafe, substandard housing to help them improve the condition of their housing and their neighborhoods through the use of state and federal grants and loans, and with in-kind municipal assistance or assistance via a non-profit organization.
- 7) To augment the supply of workforce housing, the City should consider approaches such as the following:
- 7.1 The City should explore and consider approaches implemented in other communities to provide affordable rental units for employees involved in industries that often rely upon seasonal, transient or per diem employees. Such industries could include but are not necessarily limited to: agriculture and food processing, resort and tourist facilities, construction, and health care. A potential approach that warrants consideration is to allow group

homes or boarding homes in appropriate areas. If this approach is implemented, it will be critical that such homes be well managed.

- 7.2 The City should investigate encouraging alternative approaches to housing ownership, such as cooperative housing, as an approach to encourage affordable housing. This type of housing shares costs and is owned and governed by an association composed of the housing occupants themselves. This combines certain aspects of home ownership with rentals. It is probably most successful when there is a group of dedicated people who share the philosophy of this type of housing. Such a project is being initiated currently in Belfast (Eco-Village on Tufts Road) and if successful may prove to be a model.
- 8) Designate a location(s) in the growth area in which mobile home parks/manufactured housing communities, are allowed pursuant to 30-A MRSA §4358(3)(M). One such area that has been identified is the portion of the proposed Swan Lake Avenue Mixed Use area that is served by public sewer (Reference Future Land Use Plan). Additional areas may be appropriate for this type of use, and this issue should be further explored as the City pursues implementation of its Future Land Use Plan.
- 9) Identify areas in which manufactured housing (mobile homes) is allowed in addition to stick-built housing. The Future Land Use Plan (reference Plan) often provides direction regarding areas which are appropriate for manufactured housing. Further, as the City pursues implementation of this Plan, the City should consider areas that are and are not appropriate for manufactured housing, as well the adoption of construction standards which could result in such housing being more compatible with existing housing.

RECREATION

Introduction

The natural resources of Belfast and the region provide numerous outdoor recreational opportunities like hiking, hunting, horseback riding, ATV, snowmobiling, cross-country skiing, fishing, canoeing, kayaking, and sailing. Open space includes Belfast Bay and associated coastal areas, rivers and streams, athletic fields, parks, farms, forestlands, wetlands, and ponds, many of which are described in the natural resources chapters of this plan. The City's goal is to preserve, strengthen and advance public recreation opportunities. The City should seek to provide a comprehensive range of recreational uses including open space, water access and recreation facilities and programs to meet the needs of the community's diverse population.

A. State Goal for Recreation

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

B. Analyses and Key Issues

Belfast should look to maintain existing facilities and services and consider opportunities for new facilities and programs. The City should be bold in this effort, and should not limit its approaches to methods used in other towns and cities.

(1). *Will existing recreational facilities and programs in the community and region accommodate projected growth or changes in age groups in your community?*

Yes, existing facilities, in general, can meet the projected needs of the community over the next ten years. Allocating sufficient resources for the ongoing maintenance of all facilities is crucial.

(2). *Is there a need for certain types of services or facilities or to upgrade or enlarge present facilities to either add capacity or make them more usable?*

Upgrades or enhancements are recommended and many are planned for in the following city park facilities:

- Belfast City Park (20 acres): Lighting; buried electrical service; road paving; steps for the pavilion; grading of baseball field; pool bathhouse rehab; walkway repaired and enhanced.
- Belfast Common (2+ acres): Lighting; walkway to lower parking lot; drinking fountain,
- Heritage Park (3.5 acres): Rail removal; add grills; erosion control; construct Harbor Walk project
- Kirby Lake (the Muck) (3 acres): Walkway maintenance.
- Skate Park (skateboards): Lighting; re-design and upgrade.

- Sportsman Park (21 acres): Entrance sign/marker; parking lot; trail development.
- Steamboat Landing (2.4 acres): Water service for event vendors; drinking fountain; access from Front Street to connect Steamboat Landing to Belfast Common; sidewalk repair and Harbor Walk.
- Wales Park (1.5 acres): Benches; ramp and/or steps for entrance off Congress Street.
- Walsh Field Recreation Area (Ballfields, Dog Park, Little River Trailhead): Boardwalk for bird watching; sidewalk and parking lot repair or replacement; small building for nature center and park office.
- 4-Season Ski, Hike, Bike Area (former El Depot Ski Slope): Signage, parking lot upgrade; warming shed, tow bar.

(3). *Are important tracts of open space commonly used for recreation publicly-owned or otherwise permanently conserved?*

Yes, see the section Condition and Trends in this chapter for a listing of city-owned and permanently conserved facilities and the map titled Recreation.

(4). *Does the community have a mechanism, such as an open space fund or partnership with a land trust, to acquire important open spaces and access sites, either outright or through conservation easements?*

The City has worked with area land trusts, particularly the Coastal Mountain Land Trust, regarding the preservation of open spaces and access. The City also has aggressively pursued retaining public ownership of long established 'rangeways' that provide public access to coastal areas. Continuing, the City has worked cooperatively with Friends of Belfast Parks to maintain and fund improvements to many of the City's parks. While the City has not established a specific open space fund, the City has often committed taxpayer revenues to benefit public access and recreation. For example, in the mid-1980's the City created Heritage Park, in 1999 the City worked with MBNA to establish Belfast Common and Steamboat Landing Park, in 2008 the City purchased additional land to expand the size of Belfast Common, and in 2010 the City purchased the former Belfast & Moosehead Lake Railroad right-of-way to create an opportunity for a recreational trail. The City has adopted policies and Ordinances to help guide its activities, and recognizes that future amendments to such may be needed.

(5). *Does the public have access to each of the community's significant water bodies? Is the type of access compatible with the protection of public drinking water sources?*

Yes, there is public access to the major water bodies in Belfast. Drinking water is supplied through groundwater wells, not surface waters. Accordingly, recreational access to surface waters does not threaten public drinking water sources.

The city owns or controls multiple access points to the water. These are either Range Ways or Rights-of Way. A report in 2009 identifies these 17 locations in the city where there are access points to the water. The City routinely maintains most of these access points and is systematically working to make desired improvements.

(6). Are recreational trails in the community adequately maintained? Are there use conflicts on these trails?

Yes, in general, trails are maintained regularly by public or private efforts.

The city maintains walking paths located within its parks. The City also maintains the Armistice Bridge, the original Route 1 Memorial Bridge, which provides pedestrian access over the Passagassawakeag River to connect the east and west sides of Belfast. In general recreational trails outside parks are maintained by private entities. No known conflicts exist.

(7). Is traditional access to private lands being restricted?

A few property owners post their land to restrict hunting, for privacy or for other reasons, but this has not resulted in public complaints to date.

C. Conditions and Trends

(1). The community's Comprehensive Planning Recreation Data Set prepared and provided to the community by the Department of Conservation, and the Office, or their designees.

This data set has been incorporated and updated in the Belfast Comprehensive Plan map titled: Recreation.

(2). A description of important public and private active recreation programs, land and water areas (including hunting and fishing areas), and facilities in the community and region, including regional recreational opportunities as appropriate, and identification of unmet needs.

The following publications are available: "The Green Emeralds of Belfast" (designed and distributed by the Friends of Belfast Parks); "Belfast, Naturally" (from Hartdale Maps) and "Belfast Bike Trails" (Hartdale Maps); "Trails" (Belfast Bay Watershed Coalition) These describe public recreational areas in the community. Programs designed to bring in visitors, families and friends are identified each year in annual reports and publications. The Coastal Mountains Land Trust also has trail maps and publications describing natural area and activities.

(3). An inventory of any fresh or salt water bodies in the community determined locally to have inadequate public access.

None known. Belfast has an extensive system of City owned and maintained Rangeways and public parks that support public access to Belfast Bay. The City notes that unlike many Maine communities there are few significant fresh water bodies (large ponds) in Belfast.

(4). A description of trail systems, trail management organizations, and conservation organizations that provide trails for all-terrain vehicles,

snowmobiling, skiing, mountain biking, or hiking. Include mapped information as available.

(see # C. 2 above)

- (5). *A map or list of important publicly-used open spaces and their associated facilities, such as parking and toilet facilities.*

(see # C.2 above and list of local land trusts in C-6 below)

See the map titled Recreation. There are a number of recreational facilities in Belfast, which are available to the public:

- Armistice Bridge (reconstructed in 2006)/Pedestrian Footbridge (Formerly known as the Veterans Memorial Bridge): This renovated span (about 800 feet in length) crossing the Passagassawakeag River provides scenic views of the harbor and downtown, and provides connectivity across the River between the east and west sides of Belfast.
- Belfast Area High School: This facility has an indoor swimming pool with spectator seating and a gymnasium, and is surrounded by 20 acres, which accommodate 1,320 feet of running track, as well as baseball, football, field hockey, and soccer fields.
- Belfast City Park: This is a 20-acre municipal park with a 10,479 square foot outdoor pool with dressing rooms, League baseball field, a full basketball court, two tennis courts, an innovative playground, sitting bench outdoor pavilion, and picnic tables with metal barbeque cookers adjacent to them.
- Belfast Common: Dedicated in 1999, this park is on the former site of a poultry processing plant. People fly kites, walk dogs, picnic, sunbathe, and, in the winter, go sledding. An amphitheater provides a beautiful spot for concerts. Area is gaining popularity for outdoor events.
- East Belfast School: This 3-acre area has a baseball and soccer field, and a playground. The facility also has an indoor gymnasium.
- Eleanor Crawford Park: This is a very small, triangular shaped park with benches.
- Former Governor Anderson School: This 5-acre site includes baseball, football and softball fields, a playground, and an outdoor ice rink. There are 50 parking spaces available.
- Friendship Park: This site is privately owned and contains a softball field and horseshoe pit.
- Heritage Park: This area is adjacent to the boat launching ramp and public landing. It provides an unobstructed view of the harbor and upper Penobscot bay, and is equipped with picnic tables and benches for the use of the public. It also supports public events.
- Kirby Lake (The Muck): This is a half-acre area which is used for ice skating during the winter months. The area is lighted and has a shelter where skaters can put on their skates.
- Public Launching Ramp: This is a 1.5-acre area, which includes a paved boat launch ramp. It is bordered by floats, which provide temporary docking space

for boatmen using the ramp, a parking area for 32 cars and trailers, and toilet and shower facilities. Fuel and water are available at the adjacent public landing.

- Skateboard Park: This site has paved surfaces and ramps for skateboarding.
- Sportsman Park: This is a 21-acre site with a stream for fishing. Future development of its wooded setting could include walking trails, cross-country ski trails, and other outdoor recreation activities.
- Steamboat Landing: In 1999, MBNA donated a portion of its waterfront property to the City. A gazebo is used for weddings, concerts, poetry readings, and picnics. The City also owns the Boathouse at the park which it uses for public events and rentals to public and private parties. The park also is used for several events, such as Belfast Wienerfest and outdoor plays by the Maskers Theater.
- Wales Park: This two-acre plot accommodates a softball and soccer field. There are horseshoe pits, a picnic shelter, and swings and monkey bars for children.
- Walsh Field Recreation Area: Includes A) Dog Park - Open in 2008, this park was created by the Friends of Belfast Parks and members of the community as a gift to the City, its dog owners, and their dogs. B) Little League Baseball Field; C) Softball Field and D) Little River Trailhead, developed and maintained by the Belfast Bay Watershed Coalition.
- 4-Season Ski, Hike, Bike Area (former El Depot Ski Slope): Re-opened in 2010 this former ski area has slopes for sledding, snowboarding, skiing, hiking mountain biking

There are also private health and recreational establishments that are available to Belfast residents. They include the Bay-Area Fitness, Belfast Dance Studio, the Game Loft, Waterfall Arts and the YMCA. The YMCA opened its new facility in 2001 (including a walking track, gymnasium, and weight room) and its indoor pool in 2009. The City provides an annual subsidy to the YMCA, which allows income eligible residents to become YMCA members at no cost or at a reduced rate.

(6). *A list of local and regional land trusts in the area.*

- **Coastal Mountains Land Trust (active in region):** www.coastalmountains.org/ The City has active agreements with this Land Trust.
- Forest Society of Maine: www.fsmaine.org/
- Friends of Unity Wetlands: www.friendsofunitywetlands.org/
- Maine Audubon: www.maineaudubon.org/
- **Maine Coast Heritage Trust (active in region):** www.mcht.org/ The City has an easement agreement with the Heritage Trust to manage City owned Heritage Park.
- **Maine Farmland Trust (active in region):** www.maineFarmlandtrust.org/ The Maine Farmland Trust also has offices in downtown Belfast.
- New England Forestry Foundation, Inc.: www.newenglandforestry.org/

- Northeast Wilderness Trust: www.newwildernesstrust.org/
- Sheepscot Valley Conservation Association: www.sheepscot.org/
- Sheepscot Wellspring Land Alliance: www.swlamaine.org/
- Small Woodland Owners Association of Maine: www.swoam.com/
- The Nature Conservancy in Maine:
www.nature.org/wherework/northamerica/states/maine/

D. Policies

Many policies are dictated by city ordinance. See Section 38 in the City Code of Ordinances for Parks and Recreation codes. Section 38-32 specifies the purpose of the Commission.

- (1). To maintain/upgrade existing recreational facilities as necessary to meet current and future needs.*
- (2). To preserve open space for recreational use as appropriate.*
- (3). To seek to achieve or continue to maintain at least one major point of public access to major water bodies for boating, fishing, and swimming, and to work with nearby property owners to address concerns.*

E. Strategies

- (1). Develop/Create a list of recreation needs or develop a recreation plan to meet current and future needs. Assign a committee or town official to explore ways of addressing the identified needs and/or implementing the policies and strategies outlined in the plan.*
- (2). Include any capital needs identified for recreation facilities in the Capital Investment Plan. Explore the use of Federal and State money to fund expenditures for outdoor recreation.*
- (3). Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. Connect with regional trail systems where possible. Give particular attention to the need for City-owned cross-country skiing and nature study areas, and City-owned walking/jogging paths along Belfast Harbor. Key projects include:*
 - *Belfast Harbor Walk: from the Boathouse at Steamboat Landing about 1 mile to Searsport Ave via the Armistice Bridge and Footbridge Road. This walkway provides connectivity along Belfast's working waterfront and is scheduled to be constructed in 2013. The City has obtained \$800,000 in state and federal grants and committed about \$1,000,000 in City funds to its construction..*
 - *Belfast Rails-to-Trails: from the Veterans Memorial Bridge (Route 1) about 3+ miles to Kaler Road via the former Belfast-Moosehead rail line. The City purchased the former railroad right-of-way in 2010 at a cost of \$200,000 and in 2012 - 2013 it is conducting a feasibility study to provide a conceptual lay-out for the trail. The City has explored working with the Coastal Mountains Land Trust on this project (near and long term).*

- (4). Work with an existing local land trust or other conservation organizations to pursue opportunities to protect important open space or recreational land.*
- (5). Provide education regarding the benefits and protections for landowners allowing public recreational access on their property.*
- (6). Continue to maintain and improve the system of snowmobile trails throughout the City's rural area. Inventory trails, natural areas, and open space corridors in Belfast.*

TRANSPORTATION

Introduction

A safe and dependable transportation system is the lifeline of every community. This chapter details the current condition and usage of Belfast's transportation system. The City's main goal is to plan for the efficient maintenance and improvement of the transportation system so it can accommodate and well serve existing and anticipated development.

A. State Goal and the Sensible Transportation Policy Act

- (1). *To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.*
- (2). *Sensible Transportation Policy Act (23 MRSA §73)*

B. Analyses and Key Issues

- (1). *Roads, Bridges, Sidewalks, and Bicycle Routes*
 - a. *What are the concerns for transportation system safety and efficiency in the community and region? What, if any, plans exist to address these concerns, which can involve:*

1. *Safety:*

See the Transportation Network Map for high crash locations where eight or more crashes have been reported within a three-year period. Almost every major intersection with Route 1, including but not limited to the intersections at Congress Street, Route 52/Lincolville Avenue, Route 3/Belmont Avenue and Route 141/Swan Lake Avenue, is a high crash location. In 2006, the City, in coordination with Maine DOT, HNTB (traffic consulting firm) and the Federal Highway Administration, conducted a transportation safety audit of Route 1 as a supplement to the Gateway 1 strategic planning process. See the Safety Audit report for a full list of observations and specific recommendations. Corridor wide, general recommendations included:

1. Intersection improvements should receive the highest priority. More specifically:
 - a. Congress Street and Route 1 – MDOT constructed improvements to this intersection in 2007. It appears that the improvements have addressed some key safety issues, however, the City believes that additional improvements are warranted. For example, for northbound traffic, there is no lane for through traffic if a vehicle is turning left onto Congress Street by the

- Business Park and another vehicle is turning right onto Congress Street by the Tall Pines facility. Further, there is no signal light at the intersection.
- b. Lincolnville Avenue/Rte 52 and Route 1 – In 2009, long awaited pedestrian improvements were constructed. The City, however, believes the intersection requires additional improvements, particularly for traffic on the westerly side of the intersection.
 - c. Belmont Avenue/Rte 3 and Route 1– Significant improvements were constructed to this road in 2005, however, the City believes that additional improvements are needed to the current on and off ramp system for the intersection. Also, the City’s 2009 experience with the transport of wind turbines from the port at Mack Point illustrated the need for an upgrade to the current overpasses in place along this stretch of Route 1 and the on and off ramps for the Route 1 and Route 137 (Waldo Avenue and High Street) intersection.
 - d. Swan Lake Avenue/Rte 141 and Route 1 – The City and MDOT constructed initial pedestrian oriented improvements to this intersection in 2010 through a \$120,000 traffic calming grant. In 2012, the City worked directly with MDOT to conduct a follow-up Safety Audit that focused specifically on the Route 1/Route 141 (Swan Lake Avenue) intersection. In 2013 the City intends to use a \$100,000 traffic calming grant to make additional pedestrian oriented improvements to the intersection. The City, however, believes that the long term approach is to reconstruct the intersection and that a roundabout could be a productive way to address current and future traffic volumes. Construction of a round-about is the City's highest road construction and traffic priority.
2. Enhance navigation signs, guide signs, and warning signs.
 3. Adjust street name signs and/or replace with larger signs for better visibility for drivers and for emergency response.
 4. Access management strategies:
 - a. Limit curb cuts by consolidating separate entrances that are close together, and regulating requests for new entrances.
 5. Explore the feasibility of frontage roads to reduce congestion and increase capacity; for example, the use of the existing Old Searsport Ave in East Belfast and/or a new frontage road on the west side of Route 1 from the jughandle location to Perkins Rd. The City, however, recognizes that constructing a new road is a major cost. The City has much

greater interest in obtaining funding to assist in addressing problems with existing intersections.

6. Install Maine Uniform Traffic Control Device compliant crosswalk warning signs.
7. Coordinate impact fees charged by State and City for needed transportation improvements resulting from proposed development.
8. Add dedicated bike lanes, marked on roadway, shoulder or paths off of Route 1 that provide linkages to East Coast Greenway project and which encourage and support bicycle use in Belfast.
9. Examine if it is appropriate to establish greater consistency in traffic speeds along the Route 1 corridor in Belfast, including the by-pass area.

Beyond Route 1, longstanding safety concerns exist for other state and municipal roads. While improvements were made to Route 52 in recent years, the volume and speed of traffic presents ongoing concerns. Key concerns regarding other state routes include: speed of traffic on Route 141/ Swan Lake Avenue; the lack of a viable emergency vehicle route if the Memorial Bridge is congested; and the transport of cargo from the port at Mack Point on Route 1, which reflects the City's experience with such in 2009.

A concern which has often been voiced by residents for numerous City roads, particularly rural roads, is the speed of traffic, which people have stated has lessened their quality of life. In addition, the poor quality of initial construction (particularly a poor road base) of many local roads results in chronic problems for the City in trying to maintain a substandard road. The City faces high maintenance costs for such roads, but City lacks the funds to reconstruct most roads. Also, almost the entire stretch of City Point Road and Starrett Drive are designated as high crash locations, where eight or more crashes have been reported within a three-year period.

2. Traffic speed:

See the Transportation Posted Speeds and Compact Area Map for the speed limits of state and city roads. Speeding is of concern on Routes 1, 3 and 141 especially. Ongoing enforcement is costly. Traffic calming strategies have been recommended through the Gateway 1 strategic planning process, and if implemented could reduce the amount of enforcement needed to reduce speeding. The City, in 2009, constructed initial traffic calming improvements at the Rte 141/Rte 1 intersection and plans to construct additional improvements to this intersection in 2013. Further, the City has received numerous requests from local residents to consider the reduction of traffic speeds on the road on which they live.

Examples of such requests in the past ten years include but are not necessarily limited to: Doak Road, Stephenson Lane, Woods Road, Miller Street, High Street and Swan Lake Avenue. An additional concern is City interest in MDOT examining the desirability of establishing more consistent speed limits for Route 1.

3. Congestion and travel delay:

The Belfast Comprehensive Plan map titled Transportation Network shows the level of service (LOS) of state and local roads in Belfast. LOS is a measure of congestion and delay. The lowest LOS found in Belfast is E, indicating that a roadway has reached its maximum capacity and that delays where the travel speed is lower than the posted speed are commonplace, LOS E is found on the Route 1 bridge over the Passagassawakeag River and extending north to the Rte 1/Rte 141 intersection, and on the stretch of Route 1 from the Goose River to the Searsport town line. Delays on Route 1 occur mostly during the summer tourist season. Much of the Route 1 bypass is LOS D, which is usually considered an indication of the maximum acceptable volume/capacity if current posted speeds and travel lanes are to be maintained. City roads are mostly LOS A and B, indicating no congestion on average. Portions of Route 3, from Edgcomb Road to the Belmont town line, are LOS C. Congestion at the following locations has been noted by residents and municipal officials: Route 1 and Route 52, Route 1 and Route 141, Route 1 and Route 3, and Route 1 and Congress Street.

4. Travel volume and type:

The Belfast Comprehensive Plan maps titled Transportation Network and Transportation Network Downtown show factored annual average daily traffic volumes at key points on state, state aid and municipal roadways in Belfast from 2010 and the percent change since 2000. Heavy truck volumes at select locations are also shown. The Route 1 bypass, serving the purpose for which it was built, has a higher volume of long-distance traffic, including heavy trucks, than do local downtown streets. Seasonal volumes (highest in July and August) are approximately 1.5 times greater than the annual averages for principal roadways. Nearly all consumer goods for sale in Belfast are trucked into the City.

5. Traffic problems caused by such things as road and driveway locations and design, road maintenance needs, traffic control devices, growth patterns, and lack of transportation options:

Road maintenance is an ongoing effort and municipal budgets are stretched as the cost of such maintenance increases much faster than the costs of other goods and services, due principally to the costs of

petroleum and petroleum-based products like asphalt. The state and federal match for such work has always been important and has become even more crucial to maintain safe roadways. The City has worked with property owners to maintain the safety and mobility (traffic flow at the posted speed) of roadways by addressing access management within the urban compact boundary. New entrances and driveways are approved in accordance with access management goals while balancing private property rights to allow for the use of properties abutting roadways.

The City understands that encouraging growth within and near the in-town area will reduce transportation costs and auto-dependency. The City's minimum lot size of ¼ acre for most of the area located within the Route 1 by-pass underscores its efforts to encourage dense growth in areas near services. This area also features an existing system of interconnected streets that create multiple ways for a person to travel to their destination. In addition, the City has encouraged most larger scale employers and retail development to occur in the area immediately adjacent to the Route 1 by-pass. At the same time, there is concern about the amount of congestion that might develop in these areas from new development.

Current state access management rules apply to all state roads located outside of the urban compact area, and to the Pitcher Road. The City has cooperatively worked with MDOT in the implementation of these rules, and recognizes that good quality access management rules are warranted to improve public safety and manage traffic. That said, the City is concerned that current MDOT rules and the implementation of such may conflict with the City's intent to allow greater development in some areas, such as along Searsport Avenue. Further, in the case of one permit requested in 2008 for a rural stretch of Route 3, the required mitigation, prohibiting a left turn from a proposed visitor center, appeared to be more dangerous and difficult to enforce than simply either denying the permit or allowing left hand turns from the site.

The City's current access management standards are less strict than the state standards. That said, the City believes it has often been effective in managing the number of curb cuts on state roads located within the urban compact area, including efforts to reduce the number of curb-cuts at existing businesses when they apply for new permits. The City also recognizes that it should review its current access management standards to ensure its standards well address public safety needs, while also allowing appropriate types of development.

Belfast and the surrounding communities lack effective alternative transportation options in comparison with more densely developed

communities in other areas of the State. There is no City-wide bus service for all residents, and public transportation options are very limited. Thus, residents are largely dependent on their privately-owned vehicles for daily trips to work, stores and elsewhere. Reference section B.3. for a description of current public transportation services.

6. Lack of transportation links between neighborhoods, schools, recreation, shopping, and public gathering areas:

Much of the densely developed area located within or near the Route One by-pass has a well established system of neighborhood blocks connected by sidewalks and streets. The area features most of the City's parks, two of its 4 schools, and the downtown retail and service area. Outside of the bypass, Belfast is accessible primarily by roadways. Much of the development in these areas occurs linearly along the adjacent road. There are few neighborhoods and even fewer connecting roads/streets and sidewalks. That said, the City has worked to use both City and MDOT monies to install pedestrian oriented improvements on Route 1 to foster greater connectivity and to provide safer routes to the 2 City schools located outside of the bypass.

The City believes that parking is generally adequate for current and projected future use at most schools, recreation, shopping and public gathering areas. Some downtown parking lots require improvements, and there likely always will be a need for more parking near the harbor in the summer, but on the whole, the City does not feel that Belfast has a significant shortage of parking. Municipal parking lot locations and capacity are noted in C.3. (below), and this public parking augments the onsite parking provided at shopping and other locations. Current and recommended pedestrian and bicycle routes are noted in both sections B.8. and C.2. Concern for improving the safety of these routes has helped shape the recommendations in this chapter. Residents in general, especially children and the elderly, should be able to get around portions of the City without depending exclusively on motor vehicles.

7. Closed or posted bridges or roads:

There are no closed bridges or roads. The City, however, routinely posts seasonal weight limits on many of its roads in the early spring when such roads are most susceptible to damage because of 'break-up' and a poor road base.

8. *Pedestrian and bicycling safety.*

Belfast has devoted increasing attention and resources to enhance pedestrian and bicycle safety in the past 15 years. Two of the premier projects are the reconstruction of the Armistice Bridge (Footbridge) across the Passagassawakeag River which the City completed in 2006 at a cost of \$3.6 million (\$2.6 million in City funds), and the upcoming Harbor Walk project which will create connectivity along the Belfast waterfront between the Armistice Bridge and the Boathouse at Steamboat Landing; a project which is estimated to cost about \$1.8 million (\$1 million in City funds) and which the City will construct in the spring of 2013.

In 2010, the City also purchased the former right-of-way owned by the Belfast and Moosehead Lake Railroad. The City, in 2012 - 2013 is using local funds and a grant through the State coastal program to examine the feasibility of constructing a multi-use path within the rail corridor; a path that would be about 2.3 miles along the upper stretches of the Passagassawakeag River. In addition, the City has made improvements to key intersections, extended and reconstructed sidewalks and explored avenues to foster greater pedestrian and bicycle use.

In 2008 the Belfast Bay Watershed Coalition and Belfast Trails prepared a report entitled *The Vision for Pedestrian, Biking, and Hiking Mobility in Belfast*, which identified pedestrian and bicycling safety concerns and which was produced at the request of the Belfast Vibrancy Committee. Key concerns included: Route 1 crossings at Route 52, Belmont Ave/Route 3, and Route 141; all of which are heavily used pedestrian and bicycle routes that connect downtown Belfast with key destinations outside the bypass. As noted in the report, “We view them as critical because they are the most lacking in infrastructure and planning in terms of safety relative to their high rate of pedestrian use (or potential use) and because they involve routes and intersections with heavy auto traffic.” This report helped spur actions on several of the most critical projects, and prompted the City Council to appoint and designate a Pedestrian, Biking and Hiking Committee to regularly advise the Council.

Key concerns identified in the above Vision report and how the City has addressed the request are identified below:

- a. Route 52: (Destinations: Bank of America, Walsh Ball Field, Little River Community Trail, YMCA, Troy Howard Middle School).

Status: In 2010 community members, the City, and MDOT implemented a Safe Routes to School project which enhanced pedestrian access across Route 1 at the Route 52 intersection. It featured adding a no turn on red signal for vehicles, a pedestrian activated signalized crosswalk on Route 1 and a duratherm cross-walk.

- b. Main St./Belmont Ave./Route 3/: (Destinations: Reny's Plaza, Route 3 commercial district, UMaine Hutchinson Center)

Status: The Pedestrian, Biking and Hiking Committee has explored potential approaches to enhance pedestrian and bicycle use between the downtown and the Hutchinson Center, a 1.7 mile stretch. The Committee intends to submit a Concept Plan to the Council in early 2013 that identifies desired improvements to this area. While a major 2004 MDOT reconstruction project on Rte 3 near Reny's Plaza that included new sidewalks, and 2009 City improvements to the sidewalks near the Route 1/Route 3 overpass have helped, much of this heavily used pedestrian route remains difficult to walk or to ride a bike. The existing sidewalks are discontinuous and narrow, they do not extend to the Hutchinson Center, and there are few amenities to support bicycle use.

- c. Route 1 and 141 area: (Destinations: East Side School, East Side businesses on Route 1, Patterson Hill/Robbins Rd. residential community)

Status: In 2010 the City used a MDOT Traffic Calming grant to make initial improvements to the Rte 1 and Rte 141 intersection to enhance pedestrian safety. Improvements included relocating the cross walk to the north side of the intersection, installing a duratherm crosswalk, installing pedestrian activated warning signals, and similar improvements. In 2013, the City, with the assistance of a subsequent Traffic Calming grant, intends to make additional improvements to benefit pedestrians, with much of the focus on the initial section of Route 141, including extending the sidewalk on Rt 141 and relocating the crosswalk on that road. The improvements the City is pursuing are consistent with a 2012 MDOT Safety Audit for this intersection.

Sidewalks and Crosswalks

The City has used a five-year sidewalk plan to guide the improvement and construction of new sidewalks beginning in 1998. The City's current plan (2012) is to reconstruct a minimum of 1,500 feet of sidewalk each year. Many of the

City's existing sidewalks are in poor condition and require reconstruction rather than only resurfacing.

General recommendations regarding sidewalks:

- Mark all crosswalks prominently with high visibility cones for a longer portion of the year (i.e. not just in summer).
- Inventory condition of all sidewalks (and identify problems for wheelchair access)
- In compiling information for this report, some specific areas stood out as needing attention:
- Church St. (between Market and Anderson): Clearly mark pedestrian right of way past Duval's
- High St. (MacLeod's to Waterfall Arts): Minimize length of and mark pedestrian crossings. Clarify pedestrian route and wheelchair route.
- Walkway from Post Office to Family Dollar
- Starrett Drive: Clearly mark pedestrian right of way from Hannaford and Ocean State Job Lot to Route 3, mark and minimize street crossings.
- East Side: Improve sidewalk from footbridge to Perry's Nut House
- Bike lanes
- We recommend using Miller Street as a well-designed model for bicycle travel; it has no painted centerline and has well-marked bike lanes on each side.

9. Light pollution

Lighting standards are included in the Belfast Code of Ordinances. However, these standards may not adequately address issues of light pollution from new large-scale development or piecemeal development, especially along major roadways and shore frontage. Concern has been expressed regarding the amount of lighting associated with some existing uses, such as Quirk Motors, which is on the edge of a commercial area that abuts a residential area, and for types of development which could occur, such as the large scale retail development the City is attempting to attract to the Route 3 area. Accordingly, ordinance standards that seek to further reduce light pollution should be considered for adoption.

In addition to potential issues associated with light pollution,

Belfast also has significant problems associated with inadequate lighting. There are some locations along Route 1, particularly near the interchange with Rt 137, in which there is inadequate lighting to address public safety needs, and the City has an ongoing problem regarding how to provide more lighting along Starrett Drive, which is a major commercial area in Belfast. Further, the City is concerned that its existing street lighting may not be the most appropriate or energy efficient lighting for an area.

- b. *What conflicts are caused by multiple road uses, such as a major state or U.S. route that passes through the community or its downtown and serves as a local service road as well?*

Routes 1 and 3 are major state routes that serve a large volume of through traffic. See the Transportation Map for these figures. These roads also serve for local commerce in Belfast. These different uses can create conflicts, especially in regards to speed. The installation of traffic signals at key intersections on Route 3 (Belmont Ave & Main Street) has helped regulate traffic. Enforcement of posted speeds is crucial. The limited use of traffic calming measures in some areas of Route 1, particularly along Searsport Avenue, have been or are being implemented, and Maine DOT and the City are investigating these techniques further. A sizable portion of Belfast's business activity is located downtown, not on Routes 1 or 3.

Conflicts in Belfast also occur between how the City and State may view use of a road. The main area of conflict appears to be Searsport Avenue (Route 1). Belfast extended public sewer service to this area in the mid-1990's and views Searsport Avenue as an area which can support significant development. In contrast, it appears that MDOT would prefer the City limit the amount of development along much of Searsport Avenue. At present, few use conflicts occur westerly of Crocker Road on Route 3, and the main concerns on state roads, such as Routes 52, 137, and 141, appear to be the speed of traffic in areas which often support residential development.

- c. *Upon review of state and regional transportation plans, State transportation plans that should be reviewed include Maine DOT's 20 Year Long Range Plan, its 6 Year Plan and its most recent Biennial Capital Work Plan. What are their impacts on your current and future community plans? What actions can the community take to address identified impacts?*

MDOT's Long Range Transportation Improvement Plan provides general goals for the maintenance and improvement of the state transportation system to meet the need of residents and businesses. These goals are in agreement generally with the Belfast Comprehensive Plan. There are no Belfast specific projects or impacts included in this

plan; however, a lack of adequate funding to preserve and enhance the state transportation network will impact Belfast along with many other Maine communities over the next twenty years. The community will need to lobby Maine DOT directly for adequate transportation investments in Belfast and the region.

The 2012-2013 Biennial Capital Work Plan includes these projects in Belfast:

- Belfast Municipal Airport, Extend Hangar Area/Taxi lanes, \$283,250.
- Belfast Harbor Walk project, .75 mile multi-use path along working waterfront. \$250,000 in MDOT funds. Also, \$1,000,000 in City funds, \$400,000 in Community for Maine Future funds and \$250,000 in CDBG funds.
- Traffic Calming Project, \$100,000, Rte 1 and Rte 141. Also, \$7,500 in City funds.
- WALDO CAP, 3 projects totaling about \$225,000 to support operation of transportation services and purchase of equipment for said operations.

The prior 2010-2011 Biennial Capital Work Plan included considerably more projects, including the following:

- Construction, Apron, \$1,620,000 includes 5% local match.
- Belfast Municipal Airport, Engineering, Apron Design, \$100,000 includes 5% local match.
- Belmont Ave, Engineering and Construction, Crack Sealing (1.58 miles), \$7,652.
- Bus Purchase, Federal Transit Administration Section 5310, for the Elderly and Disabled, Waldo Community Action Partners, \$75,240 includes 10% local funds, total for two years.
- Lighting, Safe Routes to School Bicycle/Pedestrian Improvements: Near Troy Howard School and Captain Albert W. Stevens elementary school, Duratherm Crosswalk, in pavement lighting and countdown signals (\$28,000 local funds - \$35,000 MDOT Safe Rte to School funds). Note – Project completed in 2009.
- Public Transportation, Operating Assistance, Waldo Community Action Partners, \$28,508 total for two years from state funds.
- Public Transportation, Operating Assistance, Waldo Community Action Partners, \$279,222 total for two years, includes a 45% local match, 55% federal.
- Public Transportation, Technical Assistance, Waldo Community Action Partners, \$79,145 total for two years, includes 20% local match, 80% state.
- Route 1, Engineering and Construction, Highway Resurfacing

(4.41 miles), \$1,847,259 total of two phases.

- Route 52, Construction, Maintenance Paving Surface Treatment (4 miles), \$139,500.
- Route 52, Engineering and Construction, Highway Rehabilitation (4 miles), \$104,000.

- d. *How do the community's land use regulations mesh with the Maine DOT, regional, and local objectives for transportation system facilities in the community? If growth areas are located on arterial highways Arterials are highways that are intended to provide long-distance connections between towns and regional centers. Volumes of traffic typically range from 5,000 to 30,000 vehicles per day. Arterials are divided between "principal" and "minor" arterials. How will growth in these areas affect the ability of the arterial to safely and efficiently move traffic?*

The proposed major land uses (see the Land Use Chapter of this plan) including the mixed use/growth along US 1 in East Belfast and along portions of the US 1 bypass, and the area labeled 'encourage new residential' along the bypass, will incorporate access management controls along state roadways, shared entrances/ driveways, and new internal street networks that avoid dead-end subdivision roads wherever possible. In following these strategies, the City seeks to maintain the mobility, capacity and posted speeds of US Route 1 and Route 3. That said, potential conflicts may arise, particularly with respect for Searsport Avenue (Rte 1) because the City believes this area is well-suited for additional development. See also, the Midcoast Route 3 Corridor Management Plan (2009) for additional information and recommendations relating to Route 3 through Belfast. That plan can be accessed: <http://www.midcoastplanning.org/PDFs/MCR3CMP.pdf>. Overall, the City seeks to encourage patterns of development that do not degrade the capacity of the overall road network. For example, the City hopes to concentrate future larger retail development into the area near the Routes 1 and 3 intersection that is presently used for intense retail and office development, but in doing such, the City also recognizes that road improvements will be needed.

- e. *What is the community's schedule for regular investments in road maintenance and improvement? How are Maine DOT Urban-Rural Initiative Program (URIP) funds used to off-set municipal road improvement costs.*

The City Department of Public Works performs a wide variety of tasks associated with maintaining, and in some cases, upgrading its extensive network of City roads. For example, the City regularly resurfaces City roads on a 10 – 12 year schedule, and typically replaces culverts every

other scheduled road resurfacing, about every 20 – 25 years. Also, the City has reconstructed several of its existing streets within the past 10 years as an element of a public sewer extension or replacement project. Miller Street and Northport Avenue are examples of streets which have been reconstructed. Further, the City regularly maintains open drainage swales adjacent to the road, repairs and extends sidewalks, installs warning signage, sweeps many of the streets, and grades several remaining roads which have a gravel surface.

f. What concerns does your community have regarding its policies and standards for design, construction, and maintenance of public and private local roads and bridges?

The City is concerned that all roadways and bridges that are constructed be well engineered and built to last so that potential damage from flooding and adverse weather and use can be minimized. Substandard design or construction will result in higher costs to taxpayers and/or subdivision associations for repair and remediation. Road damage from flooding, adverse weather conditions and from use, especially heavy trucking activity, requires that roads be built to appropriate standards, including sufficient sub-bases, drainage systems and grading. While this may cost more in development costs upfront, it will reduce costs for the taxpayers, residents, and business owners, all of whom depend on the road network, in the long term. To that end, the City has adopted and enforced good quality road construction standards through implementation of its subdivision and site plan regulations, and the City Council will only accept a road for public ownership if it is engineered and construction of the road is inspected by City engineer to determine compliance with City requirements.

(2). *Parking*

a. *What are the parking issues in the community?*

Parking is generally sufficient in most parts of the City. The City owns and maintains 3 large public parking areas (60 – 100 vehicles each), an additional 5 smaller public parking lots, and a significant amount of designated on-street public parking in its downtown and waterfront areas. In 2012, the City counted the amount of public and private parking in the downtown (reference map at end of this chapter) and determined that there was a total of 1328 spaces; 761 public spaces consisting of 395 on-street public spaces, 313 public spaces in parking lots, and 53 public spaces at public buildings, and an additional 567 privately owned spaces. While this is a significant amount of parking, there are concerns that the increased amount of growth which has occurred in the downtown in the past several years, and an increase in the number of major events may lead to shortages in the amount of parking. At present, there is no cost (no meters) to use any City parking space or facility.

Most issues associated with the use of existing public parking areas fall into the category of a nuisance rather than a crisis. Examples of these conflicts are as follows:

- Employees of downtown businesses and offices park in on-street parking spaces rather than the off-street parking lots which limits the amount of parking readily available to customers. In 2012 the City revised its parking ordinance, increased enforcement and worked cooperatively with Our Town Belfast (local Main Street organization) and local business owners to address this concern and it appears that these efforts have helped to lessen problems.
- There often is a conflict between short-term and longer-term users at the limited amount of parking near the City harbor.
- There is more public parking along lower Main Street than upper Main Street.
- Periodic events which involve a significant amount of customers can overburden the amount of public parking available in a select area, including events such as the call for jury duty at the Superior Court House.
- Similar to many communities, there is not enough parking to support a major event, which results in the need to use off-site satellite parking lots and the transport of people to the event.

b. Do local parking standards promote development in desired areas or do they drive it to outlying areas?

Belfast believes it has adopted progressive parking standards which support attracting small scale development to its downtown and working waterfront area. For example, Belfast does not require any on-site parking in much of the downtown area, and the Planning Board has the authority to grant reductions in the amount of on-site parking required in other areas in the downtown and along the working waterfront. Also, through the contract zoning provisions the City has adopted for some uses, larger-scale proposals could have some flexibility regarding the amount of parking provided to complement existing, traditional downtown development patterns.

Clearly, there also is market demand to locate retail, office and job creation activities outside of the downtown area. Certain retail facilities want to locate directly on Routes 1 or 3 to take advantage of the large volume of through-traffic, some of which make brief stops at these facilities on their way to destinations beyond Belfast. Belfast believes the amount of parking it requires is consistent with industry norms. Further, the City restricts the maximum amount of parking which can be provided on a site and its standards encourage the use of shared parking. The City updated its parking standards in 2009, and these standards can be found in its Code of Ordinances, Chapter 98, Technical Standards Article VIII.

Parking and Loading Facilities).

- c. *How do local ordinances consider safety related to parking lot layout and circulation for vehicles, pedestrians and all other users?*

Safety of vehicles and pedestrians is one of the stated purposes of the parking and loading facilities section of the Belfast Code; reference Chapter 98, Technical Standards, Article VIII, Parking and Loading Facilities. To that end, specific standards to ensure clearly defined entrances and adequate parking and space for circulation patterns are included in this ordinance provision.

- d. *What community investments are needed to expand or improve parking?*

The City, in 2010, commissioned the development of a master plan for its downtown and waterfront area which examined realistic approaches the City could implement to increase the amount of on-street and off-street parking in this area. A recommendation of this study which is now being implemented through the City's receipt of a 2012 CDBG Downtown Revitalization Grant is to construct improvements in the Cross Street/Miller Street/Spring Street area which should result in creating an additional 40 on-street parking spaces. Also, in 2003, the City commissioned a feasibility study to examine the cost and practicality of constructing a parking deck or garage for its Beaver Street parking lot. The cost of this proposed development, however, was much too great for the amount of new parking spaces provided. The City, within the last 10 years, has increased the number of off-street parking lots in the downtown area by constructing parking facilities at Steamboat Landing, Belfast Commons and Thompson's Wharf; about 140 parking spaces in total.

(3) Other Modes of Transportation:

- a. *What transit services are available to meet the current and future needs of community residents? If transit services are not adequate, how will the community address the needs?*

WaldoCAP (Community Action Partners) – Waldo County Transportation provides limited scheduled bus route service between Belfast and shopping venues in other towns. Twice monthly trips are made from Belfast to Waterville with stops in Waldo, Brooks, Knox, Thorndike, Unity and Burnham. Twice monthly trips are made from Belfast to Augusta with stops in Belmont, Morrill, Searsmont, Montville, Liberty and Palermo. Twice monthly trips are made from Belfast to Rockland with stops in Northport and Lincolnville. Weekly trips are made from Belfast to Bangor, with stops in Searsport, Stockton Springs,

Prospect, Frankfort, and Winterport. Weekday trips are made between Belfast and Searsport. Once a week trips are made from Belfast to these communities Troy, Unity, Thorndike, Freedom, Knox, Jackson, Belmont, Brooks, Waldo, Swanville, Liberty, Morrill, Monroe, Montville, Winterport, Frankfort, Palermo, Prospect, Stockton Springs, and Searsport. Trips three times a week are made from Belfast to Lincolnville Center, Lincolnville Beach and Northport. Fares for all these trips are \$3.50 or less. Within Belfast, Waldo CAP bus service operates three times a week for \$1.00 fares.

Waldo CAP also offers door-to-door transportation to Belfast from all towns in Waldo County and is available for grocery shopping, personal business and medical appointments for low-income families. This service requires an application process. Waldo CAP provides transportation by bus, van or automobile for MaineCare members to medical appointments for clients that cannot arrange their own medical transportation. Medical transportation is provided by agency and or volunteer drivers.

Concord Coach (Trailways) offers daily service on their Maine Coastal Route between Orono and Logan Airport. In addition to Belfast, other key stops include Bangor, Rockland, Portland and Boston.

The frequency of scheduled bus service is not sufficient for most individuals to be able to partake on a regular basis, as would be required for commuting to work daily. The community's relatively small total population and its dispersed location of residents and of workplaces inhibits public transportation to some extent. However, with an aging population and rising fuel costs, public transportation may become a more feasible future option. Service between the in-town area and local stores, such as Hannaford and Reny's, may prove feasible. Strategies to address this need are presented at the end of this chapter.

- b. *If the community hosts a major transportation terminal, such as an airport, rail, or ferry terminal, how does it connect to other transportation systems?*

The Belfast Municipal Airport (KBST) is located at the edge of the Airport access road off of Lower Congress Street near the Route 1 intersection (see the Transportation Network map). The Airport offers a range of services to charter services and private aircraft, however, there are no scheduled carriers that offer flights between Belfast and other locales. As such, the Airport is a significant facility, but it is not a critical part of the transportation system for most residents. Information regarding the Airport is provided below.

The Airport, which is adjacent to the Belfast Airport Business Park has a paved runway 4,002 feet long and 100 feet wide, Runway 15-33. It is lighted and open 24 hours a day. Aviation fuel services are available.

Tie downs are available. There are about twenty t-hangars currently at or under construction. The Fixed Base Operator (FBO) is Maine Scenic Airways. According to the FAA, in 2008 there were 26 aircraft based on the field, and an average of 27 aircraft operations daily, of which 60% were general aviation, 20% transient general aviation, and 20% air taxi. An Airport Layout Plan Update was drafted in 2006 with forecasts for future usage and proposed improvements and cost estimates. The City is working to update the above plan. The 2006 plan can be accessed: <http://www.cityofbelfast.org/Airport%20Layout%20Plan.shtm>.

The City has made a significant number of improvements to the airport in the past 5 years and in 2012 is starting the process to examine if the length of the runway can be increased to accommodate private jet traffic. Athenahealth, one of the City's major employers, is particularly interested in the use of private jets, as is the Front Street Shipyard (major boatbuilder) which opened for business in 2011. Strategies from the plan recommended for implementation are presented at the end of this chapter.

- c. *If the community hosts any public airports, what coordination has been undertaken to ensure that required airspace is protected now and in the future? How does the community coordinate with the owner(s) of private airports?*

Belfast has zoned the Belfast Municipal Airport (a municipal airport) and land around the airport as either Business Park-Airport District or Airport Growth District. Within both of these districts, aviation uses are permitted, there are structure height limitations, and residential uses are prohibited. Also, the Future Land Use Plan that has been adopted as part of this Comprehensive Plan recommends that the current Airport Growth zoning district be replaced by an Airport Overlay District which can be used to better manage uses and activities which could conflict with the airport. The land use regulations the City has established for the areas surrounding its Airport are consistent with FAA guidelines. There are no private airports in Belfast.

(4) Coastal Communities only:

- a. *What land-side and water-side transportation facilities are needed?*

The City of Belfast has an authentic working waterfront. The waterfront supports two boat building operations (Front Street Shipyard established in 2011 and French & Webb established in the 1990's), a tugboat operation (serves Mack Point), three private marinas, two public marinas, a cadre of small restaurant and retail operations, and three public parks (Steamboat Landing, Heritage Park, and land near the Armistice Bridge). The establishment of the Front Street Shipyard, which purchased and redeveloped the former Stinson Seafoods property in 2011, has had a transformative impact on the waterfront, including use of the Inner

Harbor area. The Shipyard has the largest marine travel-lift (165 tons) located north of Newport, Rhode Island, and by the summer of 2012 had grown to 85 employees.

Unfortunately, the amount of area which can be used for the working waterfront is very limited. There is only about 2,500 lineal feet of shore land which has the water depth to support significant marine development, and the deeper waters only occur on the westerly side of the River. This area is framed by the Armistice Bridge to the north, and the Steamboat Landing area to the south. The lack of additional land underscores the need for the City to obtain maximum beneficial use of on-shore public and private lands in this area, and to wisely use its inner harbor to support commercial fishing and working waterfront uses.

Belfast, like many smaller coastal harbors, needs float and docking facilities that can support larger private and commercial vessel operations. For example, while Belfast is now among the top 5 ports in Maine regarding the number of cruise ship passengers per year, the size of a cruise ship that may call on Belfast is limited by our current docking facilities. Further, more dock space is needed for transient vessels, and the Harbor Committee would like to install better quality fuel facilities. The 2013 construction of an expanded commercial fisherman's wharf should help address the needs of a small by active commercial fishing feet (mostly lobsters), however, more area is needed land-side to support operations of the public harbor.

The City, in 2010 – 2011, prepared an Inner Harbor management plan as part of its Downtown Waterfront Master Plan. This project resulted in the preparation and Council adoption of a management plan for the inner harbor area in 2012. The Shipyard has had a major impact on the use of the inner harbor because the former Stinson Seafoods site is now experiencing much larger boat traffic. The City began work to implement the new inner harbor plan in the summer of 2012, and intends to continue work in 2013 - 2014.

- b. *How does the community protect access to facilities for island travelers, currently and in the future?*

There are no regularly scheduled ferry services provided from or to Belfast.

- c. *How do the community's land use regulations mesh with Maine DOT, regional, and local objectives for marine transportation facilities?*

The City enforces its state-approved shoreland zoning and floodplain management ordinance provisions. In 2004 the City worked with the Maine Dept Environmental Protection to overhaul its shoreland and zoning regulations for its working waterfront. The City's regulations

allow intense use of the working waterfront area; for example, 100 percent lot coverage, no setback from the high water mark and flexibility on structure height. The City regularly advises applicants to insure compliance with applicable state and federal regulations relating to development of marine transportation facilities. Further, the City has routinely worked with the Maine DOT, Maine Dept of Conservation, and Army Corps of Engineers regarding the construction of marine facilities, and to have the ACOE conduct a maintenance dredge of the Belfast Harbor channel.

(5) Environmental and Cultural Considerations:

- a. *What, if any, environmental degradation caused by state or local transportation facilities or operations (e.g. wildlife mortality, habitat fragmentation, erosion, groundwater contamination, non-point source pollution) is occurring?*

The City is unaware of any significant environmental degradation from state or local transportation facilities or operations. If such degradation is occurring the City would work with the state and facility operators to reduce or eliminate such pollution consistent with applicable laws.

- b. *What are the community's objectives for preserving or protecting important identified or designated scenic, historic, or cultural resources adjacent to transportation facilities?*

Transportation projects in historically sensitive areas should be designed in a context sensitive manner that preserves the historic qualities of the areas whenever possible. Most of the City's downtown is designated as a Historic District and a portion is designated as a Commercial Historic District. These districts are on the National Register of Historic Places. Further, the City, through its In-town Design Review Ordinance, has established a permitting process that applies to new construction, renovation of the exterior of an existing structure, or the demolition of an existing structure to ensure such development is compatible with the existing character of buildings in the surrounding area. Continuing, the Belfast Planning Board, through its Subdivision and Site Plan Ordinances, has the authority to consider "aesthetic, cultural and natural values" in its review of an application.

- c. *How does the community address any transportation-related noise concerns?*

State law sets noise level limits for motor vehicle operation, motor vehicle engines and exhaust, and vehicle sound systems. Enforcement is the responsibility of the police. Violations are traffic infractions. Two nuisance issues which warrant additional attention are noise generated by motorcycles with no mufflers or illegal mufflers, and jake brakes associated with truck traffic.

- d. *What steps can the community take to encourage development to occur in a manner that minimizes transportation-related environmental impacts such as habitat fragmentation and/or vehicular CO2 emissions?*

The City can and has encouraged housing development in areas close to existing public and private services, so that residents can choose to walk rather than drive, and so that public transportation with fixed-routes becomes more practical at sufficient development densities to provide adequate ridership levels. In rural portions of the City, the use of conservation subdivisions/cluster can help to preserve habitats by setting aside ecologically sensitive but developable land into permanent conservation. See the Land Use Chapter of this plan.

(5). *Land Use:*

- a. *How do existing and proposed major transportation facilities complement the community's vision?*

There are no proposed major transportation facilities, like intermodal facilities, train stations, and such in Belfast. Improvements to bike and pedestrian pathways are recommended, as well as improvements to key Route 1 and 3 intersections. While the Gateway One project is no longer an active effort, the 2009 Plan prepared by the Gateway One Committee identifies a potential location for a park and ride lot. Existing facilities would be enhanced with development as proposed in the Land Use Chapter of this plan.

- b. *How do local land use plans and decisions affect safety, congestion, mobility, efficiency, and interconnectivity of the transportation system?*

The City's adopted future land use plan recommends encouraging denser residential development and more intense non-residential development in the following areas: areas located within the Route 1 by-pass, such as the downtown area; in areas immediately adjacent to the Route 1 by-pass, such as the Belfast Business Park and the area that supports Bank of America, athenahealth and most of the City's larger retail establishments; and adjacent to Searsport Avenue (Rte 1 on eastside). These areas have existing services and are more likely to attract development.

The Belfast Planning Board, through its existing land use ordinances, particularly its site plan, subdivision plan and technical standards ordinances, must consider factors such as safety, congestion and mobility in its review and approval of a development permit. The City's ordinance includes access management standards and the Board often uses the services of the professional traffic consultant to analyze traffic impacts.

- c. *How do existing land uses and development trends support or inhibit cost effective passenger transportation systems and the efficient use of freight rail systems?*

Densities within many areas located inside the Route 1 by-pass are quite high, often 10,000 square feet for single family and two family residential units, and there are no density limits in the downtown commercial zoning district. These are sufficient densities to foster public transportation and, through the allowance of mixed uses within downtown, promote walking from home to stores and such. Unfortunately, Belfast's relatively small population, about 6,750 persons, impedes development of a good quality public transportation system. Also, there are no freight rail lines in Belfast, and there does not appear to be any demand for rail freight. See the Land Use Chapter of this plan.

- d. *Does the community have in place, or does it need to put into place, access management or traffic permitting measures? How do these measures correlate with Maine DOT's access management program and regulations for traffic permitting of large development?*

Belfast has adopted access management standards; reference Chapter 98, Technical Standards, City Ordinances. The Belfast applies these standards in its review of applications for a subdivision, site plan, and use permit. At present, City standards are not as strict as MDOT access management standards, however most streets to which these standards apply support different volumes and speeds of traffic than are typical of most state roads. That said, Belfast intends to review and refine its current access management standards when it pursues implementation of its future land use plan.

- e. *How do the community's local road design standards support the type of village, suburban, or rural land use patterns the town wants?*

Belfast has five street design categories based upon the use and volume of a proposed roadway (Urban Lane, Rural Lane, Residential Street, Collector Street, Industrial/Commercial Street) (See Article III, Street Design Standards, Chapter 98, Technical Standards. This approach supports appropriate road design based upon the proposed use and the existing conditions of the site and the neighborhood in which the proposed street will be located. Also, the City Planning Board routinely allows minor streets, 16 feet of travel width with 2 feet paved shoulders, for lots which serve less than 7 housing units.

- f. *Do planned or recently built subdivision roads (residential or commercial) simply dead-end or do they allow for expansion to adjacent land and encourage the creation of a network of local streets? Where dead-ends are unavoidable, are mechanisms in place to encourage shorter dead-ends resulting in compact and efficient subdivision designs?*

Belfast has experienced a modest amount of subdivision development in the last 10 years. Most approved or constructed subdivisions used a dead-end road and few provided opportunities for connection to adjacent land or encouraged the creation of a network of local streets. That said,

in most such subdivisions, there was no realistic opportunity or value associated with requiring greater connectivity. In the one case in which a specific subdivision development, the 26 unit Tara Mews Subdivision on Cedar Street, which would foster the creation of a network of local streets, the Planning Board did require the construction of a through street between Cedar Street/Penobscot Terrace and Wight Street, and a sidewalk adjacent to the street. In addition, in the largest subdivision ever approved in Belfast, the proposed 147 lot Apple Tree Acres Subdivision located off of Route 3 (that ultimately was never constructed), the Planning Board required an internal road layout in which all main streets connected (loop roads), and consistent with MDOT requirements, featured only one curb-cut with good quality sight distances onto Route 3, which is rated by MDOT as a mobility corridor. Further, the Board has approved rural subdivisions that used a dead-end, a cul-de-sac, in which the main road was quite short in length and a series of individual or mutually owned driveways that were connected to the cul-de-sac were used to serve the house lots.

C. Conditions and Trends (Minimum data required to address state goals)

(1). The community's Comprehensive Planning Transportation Data Set prepared and provided to the community by the Department of Transportation, and the Office, or their designees.

This data set has been incorporated and updated in the Belfast Comprehensive Plan maps titled: Transportation Network, Transportation Network (Downtown), and Transportation Posted Speeds and Compact Urban Area.

(2). Highways, Bridges, Sidewalks, and Bicycle Routes:

a. Location and overall condition of roads, bridges, sidewalks, and bicycle facilities, including any identified deficiencies or concerns.

The Transportation network map shows the locations roads and bridges. Similar to roads owned by the State of Maine, nearly all City streets are paved, however, the sub-base for many of these roads is inadequate which leads to frequent and long-term maintenance problems. In short, such roads are usually in reasonable condition during the warmer months, but suffer frost heaves and similar problems in the winter. The City has reconstructed several of its major streets located within the Rte 1 by-pass, such as Miller Street and Northport Avenue, however the total number of streets and rural roads which warrant reconstruction dwarf the available funds. As such, the City commits to regular maintenance of its streets.

The City also has committed significant local monies to maintaining its bridges. In 2006, the City completed reconstruction of the Belfast Footbridge, which was the original MDOT Rte 1 bridge, at a cost of nearly \$3.6 million. In 2009, the City reconstructed the culvert bridge

on Oak Hill Road, and it also regularly replaces culverts.

Lastly, see B. 8, above, for recommended pedestrian improvements to address safety concerns. Sidewalks are located along many of the roads within the downtown and area within the Rte 1 by-pass.

- b. *Identify potential off-road connections that would provide bicycle and pedestrian connections to neighborhoods, schools, waterfronts and other activity centers.*

The City has undertaken several in the last 5+ years to examine how to achieve better connectivity through-out the City. In 2006, the City completed reconstruction of the Belfast Footbridge across the Passagassawakeag River. In 2012 the City will solicit bids for construction of the Belfast Harbor Walk project along .75 mile of its working waterfront, and intends to complete construction in 2013; total cost about \$1.8 million. In 2009 – 2010, the City used MDOT monies to construct pedestrian crossing improvements at the Rte 1/Rte 52 and Rte 1/Rte 141 intersections, and plans to make additional improvements at Rte 1/Rte 141 in 2013.

Continuing, the City Council, in 2009, established a Pedestrian, Biking and Hiking Committee, and their recommendations are included in this Chapter. The Council also charged the City Parks and Recreation Committee with identifying options for preservation and development of the City's range-ways, most of which provide public access to the coast.

Further, the Vision for Pedestrian, Biking, and Hiking Mobility in Belfast (2008), produced by the Belfast Bay Watershed Coalition and Belfast Trails Committee, identified bicycle pedestrian connection and recommendations to improve connections. These include:

In-Town Trails

These are "trails" that offer recreational, cultural and scenic walking routes within the City, connect significant destinations, or allow public access to the shore. Some examples are listed here; others may be identified. These trails contribute to Belfast's vibrancy, and should be promoted in tourism guides.

1. Rangeways (Public rights of way to the shore)
Recommendation: Review the status of all City Rangeways and ensure that public access to the shore via the existing rights of way is maintained. It is noted that this was done by the Parks & Recreation Committee.
2. Harbor Walk - scheduled for construction in 2013.
3. The Muck / Kirby Lake Nature Trail (Grove Cemetery to the Muck and beyond)

Recommendation: develop concept with input from the City, design interpretive signs, landowner negotiations. No work on this trail to date.

4. Museum in the Streets. This is an existing program in the downtown area which was developed and implemented by the Belfast Historical Preservation Society.

Connecting trails

This section describes trails (either existing or envisioned) that connect the City of Belfast with other trail systems, other communities, or other destinations outside the immediate City. We envision initiative, funding and maintenance for these trails to come from other organizations, such as the BBWC, Coastal Mountains Land Trust. Support from the City would be in the form of cooperation in planning, letters of support for funding, and acknowledgment of the value trails bring to the community.

1. Rail Trail to City Point Bridge
Recommendation: City purchased the railroad right of way in 2010 and in 2012 - 2013 is preparing a feasibility for this trail.
2. Little River Community Trail and Outer Greenway Trail (Belfast River Water District to Stover Preserve via Little River Community Trail, Troy Howard, and the Hutchinson Center)
Recommendation: This trail would form a ring around Belfast, from the Little River Water District to the Stover Preserve on the Passy River at Doak Rd. Endorse BBWC efforts to develop this trail, support access to trail heads and development of safe parking options.
3. East Coast Greenway, an interurban pedestrian and bicycle route connecting the entire East Coast, from Florida to Maine and the Maritimes
Recommendation: Continue collaboration and cooperation with this initiative
4. Maine Birding Trail: Belfast is part of the Maine Birding Trail (see Mainebirdingtrail.com)
Recommendation: Continue collaboration and cooperation with this initiative
5. Inter-town trail connectors for hiking and skiing
 - a) Moose Point State Park and Searsport
 - b) Frye Mountain
 - c) Durham State Forest & Northport
 - d) Hurds Pond

6. Passagassawaukeag Canoe Trail and Goose River Canoe Trail

- c. *Identify major traffic (including pedestrian) generators, such as schools, large businesses, public gathering areas/activities, etc. and related hours of their operations.*

Major Traffic Generators	Hours of Operation
Waldo County General Hospital	24 hours per day
Bank of America/Athena Health Care	7 AM – 6 PM
High School	7 AM – 2 PM
Middle School	7 AM – 3 PM
Elementary Schools	7 AM – 3 PM

In addition to traffic associated with the above schools and employers, there are a number of public events that occur mostly in the summer that result in additional congestion. Further, overall summer traffic is much heavier than winter traffic.

- d. *Identify policies and standards for the design, construction and maintenance of public and private roads. Identify the location of private roads and assess their potential to become public roads.*

The City has an adopted standard which it uses to determine if a newly constructed street can become a City owned road. This standard is consistent with good quality road construction standards and includes standards such as but not limited to: 18 inches of road base, 4 inches of asphalt, 20 feet of travel width with 3 feet gravel shoulders and such. In the last 15 years, the City has accepted only 1 newly constructed road as a City street, however, 4 additional roads are under construction which the City Council has agreed to accept provided all construction complies with City requirements. Unfortunately, most current City roads were constructed prior to the adoption of the above standards and most do not satisfy current requirements. The City regularly maintains all City streets, including any accompanying stormwater and sidewalk improvements.

There are about 150 privately owned roads in Belfast. Many of the roads are unpaved, less than 500 feet in length and serve only 3 – 6 houses. Other private roads, however, are paved and serve a significant number of residences. For example the streets in the Crosby Manor Estates project will ultimately serve about 60 units, the Tara Mews Subdivision about 26 units, and the Oceans East Housing Project about 38 units.

Some of these roads are associated with major condominium or affordable housing projects, while others, such as Bowling Green Lane and Birch Street serve single family residential subdivisions. In most larger and recent developments, the City required establishment of a homeowners association to maintain the private road. For a sizable number of the private roads that serve smaller projects, which often were initially developed through the exempt division of property provision, there is no homeowners association, which can lead to poor road maintenance and problems for emergency vehicles to reach all residences.

In the case of most private roads, there is little likelihood that the adjacent homeowners could successfully request that the City accept the road unless they made significant and costly improvements at their expense to satisfy City road acceptance standards. In recent years, several neighborhood associations have proposed that the City accept their street in its current condition, however, the Council refused to do such because the road was substandard.

It is noted that the City Assessor’s office maintains a current list of all public and private roads in Belfast.

(3). *Parking:*

- a. *List and locate municipal parking areas including size, condition, and usage.*

Municipal Parking Lots Name/Location	Spaces	Condition	Use
Washington St	@ 95 paved	Fair	Heavy
Front St (Railroad) lot) Thompsons Wharf	96 Paved	Excellent	Minimal/ Seasonal
Cross St	@ 28 Paved	Fair	Moderate
Beaver St	@ 60 Paved	Good	Heavy
Steamboat Landing (2 areas)	@ 45 Paved	Good	Moderate

Belfast Commons @ 16 Paved Excellent Moderate
 Belfast Harbor @ 40 Paved Good Heavy/Seasonal
 Thompsons Wharf @ 15 Gravel Fair Heavy/Seasonal

(4). Other Modes of Transportation:

- a. *List and locate all airports within or adjacent to the community and describe applicable airport zoning and airspace protection ordinances in place.*

See B.3.b. above.

- b. *Identify inter-local, fixed route, commuter, and demand response bus or van services, including private or public operator information and local government involvement.*

See B.3.a. above.

(5). Coastal Communities:

- a. *Location of current and potential seaport terminals. Identify whether seaport terminal is of local, regional, or state significance, its ownership/management and use (type and quantity/frequency of goods shipped in or out). List land-side and water-side facilities associated with port.*

There are no current or potential seaport terminals in Belfast.

- b. *Identify public ferry service and private boat transportation support facilities including related water-side (docks/piers/wharves) and land-side (parking) facilities.*

There are no current or potential public ferry services in Belfast. Two small cruise ship lines, however, now call on Belfast during the summer months, and there is some interest from larger cruise ship lines. In addition, there are boat charter rentals in Belfast, including sailing and motorized tour boats that regularly provide excursion tours during the summer months.

(6). Environmental and Cultural Considerations:

- a. *Location of evacuation routes identified in an emergency response plan, if applicable.*

Route 3 is identified as an evacuation routes in the FEMA-approved Waldo County Hazard Mitigation Plan. Route 3 would serve as the principal evacuation route inland, while Route 1 would serve as the south or northeast evacuation route.

- b. *Identify areas with transportation related noise concerns.*

Some residents have approached the City Council within the last 5+ years to express concern regarding the amount of noise generated by jake brake operations with truck traffic on Searsport Avenue. Further, concern has been raised about tractor trailer truck operations associated with the Penobscot McCrum processing operations along Front Street near the downtown. Much of this latter concern involves 'reefer' operations. An additional concern is

noise associated with motorcycles that operate without any muffler or an illegal muffler.

- c. Identify areas where inappropriate lighting affects transportation safety.*

An area identified in the Route 1 Safety Audit that MDOT conducted with City representatives in 2006 was the Route 1/Route 137 exchange. The concern was inadequate lighting. Concern also has been raised regarding inadequate lighting for both pedestrians and motorists on Starrett Drive, and in 2010, the lack of lighting on part of Front Street has been raised as a concern. Belfast has a policy of not installing street lights on most rural roads, except at intersections where streets connect. Belfast may need to conduct an inventory of existing lighting to better identify areas in which additional street lighting may be needed, and areas in which a different type of lighting, particularly more energy efficient lighting may be warranted.

- 2. Identify and describe scenic, historic, or cultural resources within or adjacent to transportation facilities that the community wants to protect, such as street trees, covered bridges, etc.*

Belfast's downtown has significant historic resources, as reflected in the designation on the National Register of Historic Places; see the map titled Belfast Historic District/Belfast Commercial Historic District. Accordingly, transportation infrastructure improvements in this area including sidewalk treatments and street lighting, among other investments, should be in keeping with the historic character of the downtown.

- 3. Known locations with opportunities to restore habitat connections disrupted by a transportation facility owned and maintained by the community.*

The City is unaware of any City road which has had a major impact on disrupting a significant wildlife habitat area as identified on the IF&W habitat maps. Most identified habitat areas in Belfast are located in areas in which there are no publicly owned roads. One potential area is near the intersection of Smart Road and Achorn Road which is identified as waterfowl habitat, however this is a minor road crossing. The City's main approach will be to ensure that new road construction, both public and private, considers habitat related concerns.

(7). Land Use:

- a. Identify current local land use management strategies (such as access management, zoning, density, and minimum lot size standards) that*

enhance or detract from the safety and efficiency of the transportation system (including highway, air, bus, bike, pedestrian, marine, and rail services.)

The City has addressed this concern in its response to other issues in this plan. Overall the City would note the following:

The City Future Land Use Plan encourages denser residential development and more intense non-residential development in areas in which public services are located. The Future Land Use Plan also encourages mixed used development in many of these areas.

The Future Land Use Plan, particularly in areas located within the Route 1 by-pass, typically allows minimum lot size requirements of 10,000 square feet with 60 feet of street frontage for single family and two family houses. In addition, in areas in which multi-family housing it to be allowed, density can approach 15 or so units per acre, and the City does not apply density standards to elderly housing and congregate care facilities.

The City has adopted Subdivision, Site Plan, Zoning, Shoreland, Floodplain, Technical Standard and Building Regulation Ordinances to assist in managing impacts associated with new development or the redevelopment of existing sites. The City also employs professional staff to assist the Planning Board in the administration of these Ordinances. Belfast notes that it adopted its first Zoning Ordinance in 1934, and that it is accustomed to performing reviews of minor and major development projects. The City's standards clearly address transportation and traffic concerns, as well as requiring sidewalks and bicycle facilities when appropriate.

The City Future Land Use Plan lays out how the City intends to address future development in Belfast.

D. Policies

- (1). To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.
- (2). To safely and efficiently preserve or improve the transportation system.
- (3). To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.
- (4). To meet the diverse transportation needs of residents (including children, the elderly and disabled) and through travelers by providing

a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).

- (5). To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network.

E. Strategies

- (1). Capital Improvements Plan. Develop or continue to update a prioritized five year improvement, maintenance, and repair plan for local/regional transportation system facilities that reflects community, regional, and state objectives.

Prepare and update a multi-year road improvement program to include maintenance, upgrading and rebuilding priorities by year, as well as costs for these projects, for all roads.

- (2). Gateway One. The City was an active participant in the Gateway One Planning project. MDOT, however, defunded this project in 2010 which adversely affected the implementation of its recommendations, particularly on a region wide scale. The City, however, will examine recommendations identified in the Gateway 1 Corridor Action Plan (2009) and determine if implementing such recommendations may benefit Belfast.
- (3). Belfast Safety Audit. The City should examine recommendations in the Belfast Safety Audit conducted jointly with MDOT and FHA (Federal Highway Administration) staff in 2006 and identify recommendations that it wants to pursue implementing. The City also will examine recommendations in the 2012 Safety Audit for the Route 1 and Route 141 intersection and seek to implement desired improvements.
- (4). Ordinance Amendments. Enact or amend local ordinances as appropriate to address or avoid conflicts with:
 - a. Policy objectives of the Sensible Transportation Policy Act (23 MRSA §73).
 - b. State access management regulations pursuant to 23 MRSA §704. The intent is to maintain and improve traffic flows, and improve safety. In most cases, future land use ordinance provisions should be in harmony with access management performance standards set in current state regulations for state and state aid roadways.
 - c. State traffic permitting regulations for large developments pursuant to 23 MRSA §704-A.
- (5). Ordinance Amendments. Enact or amend ordinance standards for subdivisions and site plans and for public and private roads, as appropriate, to foster transportation-efficient growth patterns and

provide for future street and transit connections. Further, the Belfast Planning Board, in its review of development applications, shall consider how such projects affect future street and transit connections.

- (6). Traffic Speeds. The City should work cooperatively with MDOT to address citizen concerns regarding the speed of traffic in the community. Concerns include but are not limited to:
 - Examining the desirability of establishing greater consistency in the traffic speed limits posted for Route 1, particularly from the jug handle to Rte 141.
 - Examining the desirability of reducing current posted speed limits for rural roads, recognizing the condition and lay-out of the road, the amount of development on the road and its use.
- (7). Agency Interaction. Work with the Maine DOT, as appropriate, to address deficiencies in the system or conflicts between local, regional, and state priorities for the local transportation system.
- (8). Elderly and Disabled Transit Options: Work with Waldo Community Action Partners – Waldo County Transportation Office and other providers to better meet the needs of elderly and disabled residents, who lack their own transportation, by providing carpools, van/jitney, to stores and services in Belfast and other communities.
- (9). Pedestrians and Bicycles: The City will welcome opportunities to promote pedestrian and bicycle safe options by creating walking and bicycling paths. Through public participation the City will prioritize potential projects, and then seek CDBG infrastructure funds, Maine DOT Enhancement funds, and other sources in combination with City funds to connect and extend existing paths and create new paths where best suited, and in agreement with landowners. Public support for these project proposals will be obtained before the City commits resources. Also, include sidewalk repairs and maintenance in the proposed Five Year Capital Improvements Program.
- (10). Pedestrians and Bicycles: Maintain a Pedestrian, Biking and Hiking Committee as recommended in the *Vision for Pedestrian, Biking, and Hiking Mobility in Belfast (2008)* report, This group will continue to:
 - Further refine this vision and clarify priority projects
 - Identify specific information needs (e.g. research sidewalk conditions, intersection use, bicycle route use, disability access needs, etc.)
 - Coordinate a way for students (through Service Learning) or other volunteers (BBWC members, Senior College, or interested individuals) to research that information.

- Publicize the work of the committee and recruit interested individuals to help with specific mobility projects.
 - Work with the City to implement simple, immediate low-cost improvements, such as setting out crossing cones for a longer season.
 - The Mobility Committee would be the primary “engine” for implementing a mobility vision for the City. It would work with the City Council to ensure that the vision is implemented in a coordinated way, that decisions are based on good information, and that the vision evolves as needed.
 - Identify factors that enhance or detract from the pedestrian’s or bicyclist’s experience, such as excessive noise, and identify approaches the City could implement to address these concerns.
- (11). Airport: Continue to work with the Maine Department of Transportation Air Transportation Division to ensure that Federal and State funds continue to be made available to the City for the maintenance and improvement of the airport, in accordance with the State’s Airport Systems Plan and the City’s Airport Master Plan. Further, examine the desirability of extending the length of the current runway to support jet traffic that will benefit area employers.
- (12). Parking: Investigate the desirability of establishing a Capital Reserve Account for purchasing and developing additional parking facilities and if warranted, providing for yearly contributions to the fund in the Capital Improvements Program. A priority area is additional parking at or near the waterfront.
- (13). Parking. City should examine opportunities to create joint use parking arrangements with the owners of private parking lots for the purpose of benefiting the public by making additional parking available. Although there were limited opportunities for such arrangements in the past decade, the need for such may increase as growth occurs in the downtown and waterfront area.
- (14). Impact Fee: Investigate, and if warranted, implement an impact fee system that applies to all new development that affects traffic use of the City’s major road corridors to assist in providing funds to upgrade these roads. That said, current levels of development likely would result in limited funds being generated by a City-wide or area-wide traffic impact fee system. This is likely a longer term approach to consider.
- (15). Noise Abatement. It is recognized that excessive vehicle noise is a violation of the law and that this form of pollution is both a public safety and quality of life issue. Vehicular noise from motorcycles and vehicles with illegally modified exhaust systems can cause

exaggerated startle responses and reactions that can lead to accidents, hypertension, ear damage, anxiety and similar disorders; and always irritation, disturbances and fright in both people and pets. Such noise can also damage tourism. It is recommended that the Belfast Police Department change from passive enforcement (police enforce following receipt of a specific complaint) to proactive enforcement (police initiate enforcement upon witnessing excessive noise emission).

- (16). Capital Project. MDOT, in cooperation with the City, should examine the feasibility of installing a 'diverging diamond' interchange as a potential option to address current and future traffic volumes and safety at the Route 1 and Route 3 intersection. (Note – a 'diverging diamond' is a specific type of intersection configuration that has been used in Europe and is now being constructed in several states, including but not limited to Springfield, Missouri, Alcoa, Tennessee, and Utah County, Utah, and is being considered by transportation officials in 20 additional states.)

PUBLIC FACILITIES AND SERVICES

Introduction

The City of Belfast provides a range of facilities and services for its citizens. The Water District owns and operates the water supply system and the School District operates the school system. The single largest expenditure is for education. This chapter describes existing public facilities and services, and the extent to which they adequately meet the City's needs today and have the available capacity to serve Belfast for the next ten years. The goal of this chapter is to plan, finance, and maintain an efficient system of public facilities and services that will accommodate the City's future needs. See the Public Facilities Map for the location of these facilities within Belfast.

A. State Goal

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

B. Analyses and Key Issues

- (1). *Are municipal services adequate to meeting changes in population and demographics?*

Municipal services include emergency services, fire, police and EMT, city government administration, public works (road, storm sewer, public sewer and parks) recreation, public library, and sewer services, and others. The Belfast Water District provides public water services. Even more broadly, the term includes management and operations of actual facilities such as buildings, park and recreation areas, the city hall itself, and such. The modest growth in the population projections for Belfast during the planning period of ten years, suggests that the City will be able to handle the needs of residents and businesses without having to increase service provision, especially where current demand is below supply, like water and sewer. However, the aging of the population and expectations for improved services like ambulance and road maintenance might encourage the City to invest more in these areas.

- (2). *In what ways has the community partnered with neighboring communities to share services, reduce costs and/or improve services?*

Belfast has both formal and informal agreements with surrounding towns for fire protection and emergency (ambulance) services, and the Belfast Police Department works cooperatively with the Sheriff's Office at County. Belfast shares the following facilities with residents of neighboring communities:

- Belfast Library is open to non-residents, who are charged a higher membership fee than residents.
- Belfast's Parks, such as City Park, Heritage Park, Steamboat Landing Park and the Dog Park are open to residents and non-residents alike, and typically no fee is charged.

- Belfast Harbor and City Landing, including moorings and a launch ramp. Fees for residents and non-residents are very similar.
- (3). *If the community has a public sewer system, what issues or concerns are there currently and/or anticipated in the future? How is the sanitary district cooperating in the development of the comprehensive plan and related ordinances, as required by law (38 MRSA Section 1163-A). How is the sanitary district extension policy consistent with the Future Land Use Plan as required by (38 MRSA Section 1163)*

The City operates a complex wastewater collection system consisting of twenty- five miles of sewer pipe and numerous pumping stations. Many of the original lines were constructed over one hundred years ago and were made of small diameter, leaking clay pipe. The lines were subject to excessive groundwater infiltration and peak stormwater inflow that consumes capacity needed to carry current and future wastewater flows. The City has constructed extensive improvements to many of these lines.

At the end of these pipes, the City operates a complex biological wastewater treatment plant that was constructed in 1968. The treatment facility converts raw wastewater into clear effluent, which is safe to be discharged into Belfast Harbor with no adverse environmental impacts. The treatment plant has a limited flow and pollutant removal capacity. The City, however, has systematically expended public funds, particularly in the past 15 years, to upgrade the capacity and capability of the treatment plant.

Because the original sewer system and treatment plant did not have the capacity to accept all peak wet weather flows in the sewer system, excess flows during precipitation events were occasionally discharged untreated to the harbor through two combined sewer overflow (CSO) points. This situation, while not desirable by current standards and environmental regulations, is common in old municipal sewer systems that are subject to peak flows.

In 1995, the City recognized the need to begin an aggressive environmental infrastructure improvement program to address capacity limitations in both its sewer system and at its wastewater treatment plant. The City conducted a detailed study of its treatment plant and identified the capacity limiting unit processes that would restrict the ability of the plant to accommodate expected growth. The City then developed a multi-phased, long range capital improvement program that correlated the need for each incremental improvement project to increasing sewer system loadings from new development. Instead of needing to upgrade its entire treatment plant at once, the City has been able to phase in critical improvement projects over time as warranted by phased increases in loadings to the plant. To date, the City has replaced the treatment plant's headwork's grinder, upgraded the plant's aeration system, added covers to the facility's final clarification reactors, and installed new belt filter presses, chemical feed systems, and an aerobic sludge digester. These improvements have allowed the City to nearly double the flow and pollutant loadings

that the original treatment plant could accept.

The City has also been aggressively replacing old leaking undersized sewers with new watertight sewers that are sized to carry flows for the next century. Several wastewater-pumping stations have been upgraded, with the most recent (2012) project occurring along Front Street. The City has also been removing excess groundwater and precipitation flows from the sewer system with the goal of eliminating the two CSO structures.

The City’s investment in its environmental infrastructure is paying off. The City has been able to extend the life of its present treatment facility instead of building a new plant. In the long run, this will save millions of dollars as compared to the cost of a new plant. Water quality in Belfast Harbor continues to improve and the treatment plant consistently produces a fully compliant effluent. While the City’s unseen wastewater collection and treatment infrastructure improvements are not the most visible sign of the community’s recent growth, the City’s aggressive focus on these capital improvements are the foundation upon which much of the new growth has been built.

Sewer System Excess Flow Areas

Excess groundwater excess			
Infiltration/Snowmelt storm water inflow			
Location (Area)	GPD	GPD/Inch of rain	Work Performed
Vine/High/Waldo Ave	180,000	95,000	System Upgraded
Miller St. side street	170,000	95,000	System Upgraded
Main Street	80,000	50,000	System Upgraded
Glenview Lane	110,000	50,000	Future Upgrade
North Ocean Street	50,000	35,000	System Upgraded
Washington/Green Street	50,000	25,000	Future Upgrade
Penobscot Terrace	90,000	10,000	Future Upgrade
TOTALS	730,000	360,000	

CSO abatement efforts over the past decade have reduced average treatment plan flows from 450,000 GPD to 400,000 GPD. The treatment plant’s design capacity is 700,000 GPD (Peak Hour 2.4 M GPD). There are approximately 1,350 users of the sewer system (1,000 residential and 350 commercial).

The Belfast sanitary district is in compliance with State Law, Title 38 MRSA Section 1163 excerpt:

“A sanitary district may not construct any sewer extension unless it acquires from the municipal officers or the designee of the municipal officers of any municipality through which the sewer extension will pass written assurance that:

- A. Any development, lot or unit intended to be served by the sewer

extension is in conformity with any adopted municipal plans and ordinances regulating land use; and [1995, c. 636, §1 (RPR).]

B. The sewer extension is consistent with adopted municipal plans and ordinances regulating land use. [1995, c. 636, §1 (RPR).]

If the municipal officers fail to issue a response to a written request from a district for written assurance within 45 calendar days of receiving the request in writing, the written assurance is deemed granted.”

Recent sewer extensions have been few and limited in size, partly because most areas for which ‘growth’ is targeted have access to public sewer, and at present, there is limited need to extend existing lines to facilitate additional growth. As noted above, most City work and expenditures have focused on upgrading existing sewer lines to address infiltration and inflow concerns. The City, however, has made several significant sewer extensions. The major extensions include:

- In the 1990’s the City used municipal funds to extend sewer to most of Searsport Avenue, a 2 mile extension, which was intended to foster commercial growth along this section of Route 1.
- In the 1990’s the City used CDBG and City funds to provide sewer service to the Robbins Road area, mostly to serve existing residential development on which the houses were located on small lots and which were experiencing septic system failures.
- In the 1990’s the City upgraded the sewer system on Route 3 to facilitate the MBNA development.
- In 2001 the City extended a force main sewer line on Route 52 to enable the development of the YMCA and to provide a sewer connection to the previously constructed Troy Howard Middle School.
- In 2005 the City used CDBG and City funds to construct over a mile of new sewer line on Swan Lake. The key purpose of this line was to provide public sewer to a 46 unit mobile home park that was using open sewage lagoons to treat wastes, which the DEP had cited as a violation of State law. The sewer extension provided alternative treatment and allowed the mobile home park to remain open.
- In 2005 the City extended public sewer on Route 1 South, mostly to facilitate an expansion of the Mathew Brothers facility. This extension was funded through the creation of a Tax Increment Financing District.

The City typically has paid most costs associated with the above extensions and has recovered only a small percentage of the improvement costs through the assessment of connection and impact fees. The Future Land Use Plan suggests that future sewer extensions should focus on infill areas within existing growth areas, such as the Lincolnville Avenue/Alto Street area (existing residential on small lots) and if the demand for residential development increases, the Waldo Avenue area; reference Residential 4 area identified in the Land Use Plan.

(4) If the town does not have a public sewer or water system, to what extent is this preventing it from accommodating current and projected growth?

The City operates a public sewer system and the Belfast Water District operates the water system. Overall, both services are available to areas that need these services; areas which support dense residential development and intense nonresidential development; larger retail stores (e.g. Downtown, Hannaford and Reny's), large public facilities (e.g. Troy Howard Middle School and Belfast High School), large office complexes (e.g. BOA and athenahealth), industrial development (e.g. Mathew Brothers and Ducktrap Seafoods) and denser residential development such as occurs inside the Route 1 bypass and in some areas on the eastside. Public water is available to all of the above areas. Also, water service is available to some areas in which sewer is not available, such as along sections of Swan Lake Avenue located westerly of the Back Searsport Road, mostly because this is the route that public water is provided from the District's groundwater wells.

Most areas in which public water and sewer is not available rely upon on-site septic and water. In most cases, the density of existing development and desired future development is quite low, a 1.5 to 2 acre lot size, and most intense nonresidential uses are prohibited, and on-site services can be used to support such development. That said, there are some isolated problems, including several mobile home parks located in rural areas. The cost of providing sewer and water to these isolated areas does not warrant the service extensions, and the provision of public services to these areas would cause growth to occur in areas which the City considers as rural areas. Overall, Belfast has provided public services to areas in which there is sufficient land area to support anticipated growth for at least the next 10 – 20 years.

(4). Are existing stormwater management facilities adequately maintained? What improvements are needed? How might cumulative impacts from future development affect the existing system(s)?

Overall stormwater management facilities are in adequate condition, and the Public Works Department regularly maintains the existing system. Our facilities include stormwater management basins and filtration or other treatment systems such as detention ponds, culverts, and/or vegetated swales. Also, when the City has upgraded an existing public sewer line or extended public sewer to an area it also has improved existing stormwater facilities, and Public Works systematically replaces culverts during road overlay projects. That said, changes in the number, duration and intensity of major rainfall events in the past 10 years has or is expected to cause problems with the capacity of current City facilities. One of the recommendations in this Plan is for the City to consider preparing an overall stormwater management plan (similar to the 1995 Plan prepared by Olver Associates for sewer services), and to commit public funds to making desired improvements. Such an approach will be costly and is a long-term project. Lastly, the most frequent concern abutting property owners typically raise during Planning Board review of a proposed development involve managing stormwater. In the Future Land Use Plan it is recommended that the City consider amending current Ordinance provisions to better address stormwater management concerns, including greater use of low impact development standards.

(5) How does the community address septic tank waste? What issues or concerns are there with the current arrangements?

Property owners are responsible for the maintenance and disposal of septic waste. Several private services which ‘pump’ private septic wastes contract with the City sewer treatment plant for processing this waste. Also, Moore’s Septic operates a DEP and City permitted privately owned facility on the Back Searport Road to dry and spread solids pumped from subsurface systems. The current system generally works well, however, some individual property owners do not regularly maintain their system which may lead to a system failure. Most current system failures are isolated events and typically occur when a system reaches its anticipated life expectancy. When a failure occurs the City requires the property owner to replace the system. In cases in which the property owner cannot pay the cost, the City has used small system grant funds that may be available through the DEP and City revenues to help pay replacement costs.

(5). If the community has a public water system, what issues or concerns are there currently and/or anticipated in the future? How is the water district/supplier cooperating in the development of the comprehensive plan and related ordinances? How is the water system extension policy consistent with the Future Land Use Plan?

The Belfast Water District is governed by a quasi-municipal Board of Trustees, which is directly responsible to the State of Maine Public Utilities Commission. The Water District is a self-supporting utility. The City’s water supply is provided by two underground wells on the east side of the Passagassawakeag River. One of the wells, dug in 1950, is located near the juncture of Smart Road and Achorn Road. The other well, dug in 1965, is located near Jackson Pitt, just off Route 141 in Swanville. The water quality of these wells is excellent and requires only fluoridation. The City’s aquifer overlay district, established in the early 1990’s at the request of the Water District, protects the aquifer in Belfast, which is the source for these wells. The Water District continues to maintain the Little River Reservoir as a back-up water supply. In 1991, about 645,161 gallons per day were pumped on average. In 2009 that figure was about 647,744 gallons per day (as of November 30, 2009), which is below the estimated capacity of the system. The water district has storage for 3,000,000 gallons. Replacement of aging waterlines has reduced significantly the loss of water within the distribution system itself. The extension of the water system based on need has been in keeping with the policies of the comprehensive plan. Like sewer extensions, water extensions have been few and limited in size. Also, public water service typically is available to areas the City has targeted as growth areas.

(6). What school improvements, including construction or expansion, are anticipated during the planning period? What opportunities are there to promote new residential development around existing and proposed schools? What steps will be taken to promote walking and bicycling to school?

The school administrative unit RSU 20 is composed of the former MSAD 34

communities of Belfast, Belmont, Morrill, Northport, Searsmont and Swanville and the former MSAD 56 communities of Frankfort, Searsport and Stockton Springs. In 2012, Belfast residents, as well as those in other former SAD 34 communities, voted to consider re-establishing the former SAD 34 District, and to withdraw from the RSU. In short, the structure for providing education services in Belfast is now in flux, and until this issue is resolved it is difficult to project how education services will be delivered and impacted. This organizational issue also is occurring at a time when funding cuts, principally at the state level, will dictate the amount of school improvements to be made over the planning period and may result in the closing of underutilized facilities. See the Population Chapter for more information.

The following schools are located within Belfast (shown on the public facilities maps):

1. Belfast Area High School
2. Bcope
3. Captain Albert W. Stevens School
4. Cornerspring Montessori School
5. East Belfast School
6. Montessori School
7. The School at Sweetser
8. Troy A. Howard Middle School
9. University of Maine Hutchison Center

Under current regulations, and with some vacant parcels nearby, new residential development is possible around most of these schools. The Belfast Area High School and Captain Albert W. Stevens School are located within the Route 1 bypass and are within walking distance of existing residential neighborhoods. Sidewalks and pathways serve these schools. In 2010, the City worked with MDOT Safe Route to School funds to construct improvements to pedestrian crosswalk improvements at the Route 1/Route 52 intersection; an improvement which enhanced walk-ability to this school. While very few students walk to the Eastside Elementary School, the City also has constructed pedestrian improvements to the Route 1/Swan Lake Avenue intersection and in 2012 – 2013, is working to construct additional improvements.

(7). Is the community's emergency response system adequate? What improvements are needed?

Belfast's emergency response system is the method by which the City responds to police, fire, medical and other emergencies. Police, fire and ambulance services are adequate. The City uses capital reserve funds to which it makes annual contributions to purchase needed upgraded and replacement equipment for the above services. For example, in 2011 the City purchased a new ladder truck and in 2012 it expanded the size of the Fire Station. The City uses paid staff to provide EMT services and provides such services to Belfast and many surrounding communities. A detailed list of recommended improvements is included in the Capital Investment Plan (CIP) within the Fiscal Capacity Chapter of this plan.

- (8). *How well is the solid waste management system meeting current needs? What is the community doing to reduce the reliance on waste disposal and to increase recycling. What impact will projected growth during the planning period have on system capacity? What improvements are needed to meet future demand? What efforts have been or will be undertaken regionally to improve efficiency and lower cost?*

In 1992, the City established a new recycling center and transfer station at the Business Park. The city operates the transfer facility and has a contract with a private vendor to haul some of the waste to the Penobscot Energy Recovery Company incinerator in Orrington. In recent years the City has worked to increase its recycling rate and in 2011 – 2012 it has made several improvements to the transfer station to encourage more recycling. Private companies also contract with some residents to collect their waste at curb-side, and most businesses contract with private companies to collect and dispose of their solid waste. It is anticipated that the system's current capacity will be able to handle projected growth during the ten-year planning period.

- (9). *How do public facilities and services support local economic development plans? What improvements are needed in the telecommunications and energy infrastructure?*

Both large and small-scale businesses require basic public services, roadway access, water/sewer connections and the like. In the current economy, access to markets far beyond Belfast is essential for many as well. Internet and telecommunications infrastructure in Belfast was significantly improved with the arrival of MBNA. Although MBNA downsized and was acquired by Bank of America, much of that infrastructure (telecommunications and three-phase power) capacity remains in place for new tenants of the commercial and office park facilities in Belfast, like athenahealth, Inc. While reasonable quality cell phone service is now available in most areas of Belfast, an ongoing concern in many rural areas is the quality and availability of good quality internet service.

- (10). *Does the community have a public health officer?*

Yes, it is currently the Fire Chief.

What other public facilities, such as town offices, libraries, or cemeteries, are nearing their respective capacities? How will these facilities accommodate projected growth?

Most current public facilities have the capacity to satisfy anticipated growth. In 2001 the City purchased a former bank building on Church Street and relocated the police station from City Hall to this facility, and subsequently renovated City Hall to provide better customer services. A major expansion of the Belfast Free Library also occurred in 1999 – 2000. The public facility that is most in need of work is the Public Works garage located on Congress Street. The existing building is in poor condition and the yard is undersized for the type and amount of work expected of Public Works. In 2013 the City will explore options to identify a new location for the Public Works Department and consider approaches to fund needed improvements.

(11) Are the community’s priorities for funding needed improvements reflected in the capital investment plan?

Yes, within the budgetary constraints of taxpayers, anticipated user fees, grants and municipal bonding, see Capital Investment Plan (CIP) in the Fiscal Capacity Chapter of this plan.

(12) To what extent are investments in facility improvements directed to growth areas?

Most public facilities (police, fire, schools, city hall, sewage treatment,) are located within the designated growth areas, many in or near Downtown Belfast, and so funding for their improvement benefits those growth areas. The only current public facilities not located in a growth area are several City Parks, such as Sportsman Park. A new Public Works facility may not be located in a growth area because some of their activities are not well suited for densely developed residential areas and because these need a significant amount of ground.

C. Conditions and Trends

Minimum data required to address state goals:

(1). Location of facilities and service areas (mapped as appropriate)

See the maps titled Public Facilities and Services and Public Facilities and Services (Downtown).

MUNICIPAL PROPERTY	
City Hall	71 Church Street
Fire Department	Belmont Avenue
City Garage	Congress Street
Airport	Congress Street
City Dump (closed)	Pitcher Road
Pollution Abatement Plant	Front Street
Parking Lot	Cross Street
Hayford Block Parking Lot	Church Street
Belfast Free Library	High Street
Parking Lot	Washington St
Wales Park	Congress Street
Legion Park	High Street
Parking Lot	Front Street
Boathouse at Steamboat	Front Street
City Park	Northport Ave
Transfer Station	Business Park
Police Station	Church Street

The Belfast Business Park

The Belfast Airport Business Park is owned by the City of Belfast, and the Belfast City Council negotiates all sales. The Park is located on Congress Street, adjacent to the Belfast Municipal Airport, south of U.S. Route 1. The Park is made up of two sections, which are separated by the airstrip. The North Phase of the Park was completed in 1984 and is comprised of 18 acres of industrially zoned land. This section is serviced by municipal water and sewer, as well as three-phase power. Tenants in the North Phase include Group Home, Larrabee Plumbing, Easterly Wines, Coastal Helicopter, a retail and wholesale Seafood vendor, and Good Earthkeeping Organization. The City does not own additional lots in the North Phase, however, one of the property owners has additional land on which more development could occur. The South Phase of the Park was constructed several years after the North Phase and has similar services. Two major employers are located in the South Phase, Ducktrap Seafoods and Group Home. A redemption center and the City Transfer Station also is located in this phase. The City has 5 lots which it owns in this area, each of which is about 1.5 acres in size. The City's goal is to attract 'job creation' enterprises to the Park.

(2). *General physical condition of facilities and equipment;*

See below.

(3). *Capacity and anticipated demand during the planning period*

See below.

(4). *Identification of who owns/manages the systems;*

See below.

(5). *Estimated costs of needed capital improvements to public facilities; and*

See below and the Capital Investment Plan in the Fiscal Capacity Chapter.

(6). *The following information related to each of these public facilities and services:*

a. *Sewerage and/or Water Supply – Identify number and types of users, and percent of households served.*

There are approximately 1,350 users of the sewer system (1,000 residential and 350 commercial). The largest non-residential/commercial users are Bank of America, Ducktrap, Waldo County General Hospital, and the public school system. Maine State Housing Authority estimates that Belfast had 3,209 housing units in 2007. Using this figure, about 31% of housing units in

Belfast are connected to the sewer system. A greater number of residential units have public water.

b. Septage – Identify any community policies or regulations regarding septage collection and disposal.

The City enforces the State Plumbing Code regarding subsurface waste in the City Code. Chapter 62, Utilities, of the City Code identifies how septage waste can be treated at the sewage treatment plant.

c. Solid Waste – Describe the community’s solid waste management system. Identify types and amounts of municipal solid waste and recycled materials for the past five (5) years.

In 1992, the City established a new recycling center and transfer station. The City has contract to haul waste to the Penobscot Energy Recovery Company incinerator in Orrington. Solid waste and recyclables are collected at the Belfast Transfer Station, which is located off Little River Drive in the Belfast Industrial Park. Non-Recycled Household Trash is charged \$2.50 per 30-gallon size bag. The following materials are accepted without charge for recycling: OCC/Mixed (paper/cardboard), cans, ONP (newsprint, magazines, etc.), CPO (colored and office paper), glass, HDPE (plastic containers), scrap metal and used motor oil. For a charge, these materials are accepted: tires, refrigerators/Freon, appliances, electronic waste, brush, and wood. Demolition Debris disposal is charged at \$110.00 per ton (\$0.05 per pound). In 2008, the top four recyclable categories for Belfast: Cardboard (OCC) 352.9 tons, Mixed News/Mag 218.1 tons, Leaf/Yard 160.5 tons, and White Goods (appliances) 126.4.

Belfast Municipal Solid Waste and Recycled Materials (Tons)

Year	Muni MSW	Muni Recy	Bulky Waste	Bulky Recy	Total Recy	Total MSW	Base Rate %	Adj Rate %	Muni Expense
2004	1,028.7	754.0	1,350.0	1,249.5	2,003.5	4,382.2	45.7	54.7	\$180,000
2005	1,033.5	775.0	0.0	2,399.4	3,174.5	4,208.0	NA	NA	\$190,000
2006	1,004.1	667.2	1,071.4	1,021.6	1,688.8	3,764.3	44.9	53.9	\$180,000
2007	1,005.9	615.9	1,078.2	426.1	1,042.0	3,126.1	33.3	42.3	\$190,000
2008	980.3	685.4	1,102.9	320.6	1,006.0	2,083.1	32.6	41.6	\$181,972

Source: Maine SPO,
Note: Figures rounded



Source: Maine SPO,
Note: Figures rounded

d. *Stormwater Management – Identify combined sewer overflows. For Municipal Separate Stormwater System (MS4) communities, describe plan and status of the major goals of the MS4 requirements.*

Belfast’s combined sewer overflows (CSO) have been reduced to include: Condon Street CSO and Miller Street CSO. A continued reduction through stormwater/sewer separation is recommended for these areas. The City’s wastewater discharge license contains a compliance schedule for CSO abatement. See the Capital Investment Plan of the Fiscal Capacity Chapter of this plan for anticipated CSO abatement projects. The City has been actively addressing CSO issues over the last decade and has remediated about half of the excess flow areas. Belfast is not an MS4 community.

e. *Power and Communications – Availability of electricity (including 3-phase power), telephone, Internet (including broadband), and cable within the community.*

Electricity, telephone, and broadband internet are available throughout Belfast. The Bank of America (former MBNA facility) has T1 internet access

and three-phase power, as do the Belfast Industrial Park.

- f. *Emergency Response System –Describe fire, police, and emergency/rescue facilities and equipment. Include average call response times for different services and dispatch location with number of communities served (Public Safety Answering Point, or PSAP) staffing, and training needs; and E911 addressing management system (addressing officer, ordinance, reporting system).*

Fire Protection

There is one full time Fire Chief in Belfast along with 32 part time, paid fire fighters. The Department, which serves Belfast and Swanville residents, averages approximately 130 calls per year with a fire response time average of two minutes during the day and four to six minutes during the night. Once fire fighters are hired by the Department, they receive in-house training. In fact, all the fire fighters employed by the Department receive monthly training which consists of a one and a half hour to two-hour program n various subjects.

The Fire Department is located on Belmont Avenue. The City, in 2012, expanded the Fire Station so it could better accommodate the new ladder truck and the number of ambulances. The Department has two pumper trucks, two tank trucks, an aerial truck with a 100-foot ladder, a brush truck to fight grass and woodland fires, an equipment truck, and a Jaws of Life vehicle.

Police Protection

The Belfast Police Department serves the City with the following staffing:

- (1) Chief
- (2) Sergeants
- (1) Detective
- (8) Patrol Officers
- (1) School Resource Officer
- (1) Secretary
- (6) Part-time patrol Officers
- (2) Part-time evening receptionists
- (1) Summer Parking Enforcement Officer (10 weeks only)

Dispatching services are provided by Waldo County for police, fire, and ambulance services with full time civilian dispatchers. In 2011, the Police Department handled over 7,000 calls for service from the public. Average response time was less than 5 minutes. There are no formal mutual aid agreements with any town or other law enforcement agency. The policy is that if an adjoining town or another law enforcement agency needs help,

Belfast will respond. At least one law enforcement officer always stays in Belfast to handle any emergency that occurs in Belfast.

The Police Department owns six vehicles.

The Police Department is located in its own building at 112 Church Street. This move from occupying space in the City Hall basement was made in 2000 – 2001 to better accommodate the needs of both the Police Department and the City administration. According to the Police Chief, the Department is facing no major problems and the size of the force is adequate to meet the needs of the City at this time. The City, in 2012, is working to improve the energy efficiency of the building. The City also leases space in this building to several tenants.

Training is a constant requirement every year. Each officer is required to forty hours of training every two years. Half of that training is mandated and chosen by the State. The other half is elective training that is required to be related to the law enforcement profession. Any time a senior officer leaves the department, a new officer will replace him/her. This can require the new officer to have to attend the eighteen-week basic police school at the Maine Criminal Justice Academy. There is no way for the Department to project how many officers may have to be sent in ten-year planning period of this plan.

Ambulance Service

Ambulance service is provided by the City of Belfast to Belfast, Belmont, Morrill, Northport, Swanville and Waldo residents. The Fire Chief is in charge of the ambulance service. There are currently sixteen Emergency Medical Technicians on call. EMT's are paid on a per call basis. The City owns three ambulances, which run approximately 1,200 calls per year.

g. Education – Identify school administrative unit. Include primary/secondary school system enrollment for the most recent year information is available and for the ten (10) years after the anticipated adoption of plan. Describe the extent and condition of pedestrian and bicycle access to school facilities.

The school administrative unit RSU 20 is composed of the former MSAD 34 communities of Belfast, Belmont, Morrill, Northport, Searsport and Swanville and the former MSAD 56 communities of Frankfort, Searsport and Stockton Springs. As previously noted, Belfast voters, in 2012, decided to explore withdrawing from the RSU and establishing a school administrative structure similar to the former SAD 34.

Enrollment (MSAD 34: 1999-2005, RSU 20: 2009)

Grades/Year	1999	2000	2001	2002	2003	2004	2005	2009*
Elementary (PK-8)	1,370	1,379	1,363	1,362	1,366	1,307	1,319	1,771
Secondary (HS 9-12)	628	646	664	657	641	640	630	835
Total	1,998	2,025	2,027	2,019	2,007	1,947	1,949	2,606

Sources: State of Maine Department of Education, RSU 20

Notes: *RSU 20 (2009) includes MSAD 56 communities, which were not part of MSAD 34.

In 2009, Searsport had 344 students (PK-8 = 307, HS = 97)

In 2009, Belfast had 905 students (PK-8 = 505, HS = 400)

The transition from MSAD 34 to RSU 20 expanded the size of the school district. Without the addition of Searsport, enrollments from 1999 to 2009 would have been up by 264 students. With Searsport, total enrollment is up by 608 students. RSU 20 has not conducted projections of student populations going forward. For the purposes of this plan, enrollments are expected to increase modestly to total less than 3,000 by the year 2020, remaining within the current capacity of school system facilities.

Within Belfast are the following schools (shown on the public facilities maps):

1. Belfast Area High School
2. Bcope
3. Captain Albert W. Stevens School
4. Cornerspring Montessori School (private school)
5. East Belfast School
6. Montessori School (private school)
7. The School at Sweetser (Not part of RSU 20)
8. Troy A. Howard Middle School
9. University of Maine Hutchison Center

The Belfast Area High School and Captain Albert W. Stevens School are within walking distance of existing residential neighborhoods. Sidewalks and pathways serve these schools. There are adequate shoulders for bicycle travel to these schools as well. Pedestrian improvements have been made for the Troy Howard Middle School. (See the Transportation chapter for specific sidewalk and bike lane recommendations.)

h. Health Care - Describe major health care facilities (hospitals, clinics) and other providers serving the community. Identify public health and social services supported by the community through municipal subsidy.

Waldo County General Hospital (WCGH), a not-for-profit community hospital, offers a range of medical services, including emergency room, renal dialysis, an in-patient hospice unit, a sleep disorders lab, digital mammography, ultrasounds, MRIs, state-of-the-art respiratory and cardiac diagnostic services, oncology and infusion services, a cardiac rehab program and a voice and swallowing center. Services include:

- Anesthesiology
- Audiology & Hearing Aid
- Cardiac Rehabilitation
- Cardiopulmonary
- Cardiovascular Medicine
- Case Management of COPD and CHF
- Diabetes Education & Clinic:
- Emergency Medicine
- General Surgery
- Gynecology & Obstetrics
- Home Health & Hospice:
- Intensive Care Unit
- Laboratory Services
- Massage Therapy & Reiki
- Neurology
- Nutrition
- Oncology / Hematology
- Occupational Health
- Ophthalmology
- Orthopedics
- Otorhinolaryngology / Ear, Nose, Throat (ENT)
- Pediatrics
- Physical & Occupational Therapy:
- Pulmonary Rehabilitation:
- Radiology / Imaging:
- Sleep Disorders Lab
- Speech Therapy
- Surgical
- Urology
- Voice And Swallowing Center of Maine
- Women & Infants Health Care Unit (WIHCU):

Additional patient services are available at the region's largest hospital, Eastern Maine Medical Center, which is located in Bangor.

Other health services are provided by Mid-Coast Mental Health and Community Alcohol Services in Belfast, and Kennebec Valley Mental Health Center in Waterville. The Penobscot Bay Medical Center in Rockport and the Togus Veterans Administration Hospital in Augusta also offer a wide range of facilities and services to Belfast residents as well.

KNO-WAL-LIN is a major provider of nursing, hospice, homemaker and aid services. Nursing care and intermediate care are provided by Harbor Hill and Tall Pines.

Belfast Public Health Nursing Association provides health care services to the citizens of Belfast who are truly needy, and who have exhausted or are not eligible for health care benefits.

i. Municipal Government Facilities and Services – Describe facilities and staffing for municipal administrative, enforcement, and public works operations.

See 6f above for the staffing of police, fire and ambulance services. General municipal administration employs 17 persons full-time year round, and 2 persons part-time. Public works employs 13 persons full-time year round, and uses part time and seasonal employees to help maintain the roads in winter and the parks in the summer.

See 6f above for the facilities of police, fire and ambulance services. General municipal administration staff and facilities are housed in City Hall, located on Church Street. Public Works staff, equipment, and facilities are located on Congress Street.

The City Hall provides adequate space for current and anticipated staffing needs for the ten-year planning period of this plan. A potential need is for off-site storage of records.

The Public Works facility(ies) is in relatively poor condition and needs to be upgraded. In 2013, the City will step up its search for a new location for the public works facility and identify how to pay costs to construct needed new facilities. Anticipated needs are noted in the strategies section of this chapter and in the Capital Investment Plan.

D. Policies

- (1). To efficiently meet identified public facility and service needs.*
- (2). To provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas.*

E. Strategies

- (1). Identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics. See the Capital Investment Plan in the Fiscal Capacity Chapter.
- (2). Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas. The one exception may be the Public Works garage.
- (3). Explore options for regional delivery of local services, and work cooperatively with adjacent communities to consider opportunities for regional service delivery.
- (4). Review the extent of development in the City, its impact on City services and facilities, as well as the impact on the character of the City, and where appropriate or needed, implement impact fees. The only impact fee the City currently uses involves connection to the municipal sewer system and the amount of this fee has not been increased for nearly 20 years. Also, other impact fees may have limited value to Belfast because there the amount of development is not sufficient to warrant the collection and use of impact fees.
- (5). Continue to support the Belfast Water District to work with Swanville and Searsport for the mutual protection of the aquifer, and to monitor any potential impacts from the Swanville dump/transfer station on the quality of the ground water. Continue to review water quality of the ground water. Continue to review water quality tests with District officials (City Council and Code Enforcement Officer) Ongoing.
- (6). Request Water District input on any development proposals that might result in substantially increased water supply demand to ensure that the City can either stay within the sustainable annual yield of the aquifer indefinitely, or utilize other water supply sources. Request that Water District officials notify the City of similar proposals in adjacent communities that might substantially affect the annual sustainable yield (Code Enforcement Officer and Planning Board) Ongoing.
- (7). Continue current efforts to expand the capacity of the treatment plant, to separate storm and sanitary sewers (City Council) Long Term.
- (8). Periodically meet with school officials to consider school facility needs, including building and recreation needs, to review plans for additional growth and development, to consider population data and projections, and to review plans for increasing school capacity (City Council or Duly Authorized Representative) Long Term.
- (9). Purchase additional land or transfer existing, City-owned land for cemetery use. Provide for adequate maintenance of cemeteries (Cemetery Committee) Long term.

- (10). To maintain municipally owned properties, plan for their long-term maintenance and upgrade, ensure that City public facilities and service needs are evaluated annually for possible budgetary adjustments to guarantee planned preparation for future needs (City Council) Long Term.
- (11). Continue the current practice of using capital reserve funds to assist in the replacement and purchase of equipment for the Police, Fire and Public Works Department.
- (12). Evaluate charging differential user fees for city services and facilities depending upon the residency status (Belfast year round, Belfast seasonal, and full time resident of another community) of the user.
- (13). Explore the use of Tax Increment Financing to assist in the construction of desired public facilities in targeted areas. The Downtown Waterfront TIF established in 2005 and the Northport Avenue TIF also established in 2005 were good approaches to assist in the construction of needed improvements.
- (14). Target future sewer extensions to areas located within designated growth zones, and to infill areas.
- (15). Continue past and current efforts to upgrade existing sewer facilities to address infiltration and inflow concerns and continue the past and current practice of addressing stormwater improvements when sewer improvements are constructed.

FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

Introduction

Planning and policy decisions must take into account a municipality's ability to make necessary expenditures and the impact that this spending will have on taxpayers. The primary funding source for municipal government is property tax revenue. In order to maintain a consistent mil rate year to year, City government must operate in a fiscally responsible manner. Large fluctuations in the tax rate can discourage economic development and spark public outcry. Although the priorities of the City may change from one election year to another, stable municipal finances are always a fundamental responsibility of local government. It is important for Belfast to handle diligently all yearly expenditures while at the same time planning for the City's long-term objectives. As is the case with any business, the physical assets of Belfast must be properly maintained through capital reserve accounts to protect the City's continued economic health. The format of this chapter follows the State Comprehensive Plan Criteria Rule as amended in August 2011.

A. State Goal

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

B. Analyses

- (1) *How will future capital investments identified in the plan be funded?*

Capital investments will continue to be funded through capital reserve funds supported by property tax revenues citywide, funds obtained through the use of targeted tax increment financing districts (such as the existing Downtown-Waterfront TIF), intergovernmental revenues (State aid), grants and loans from federal, State and private sources, and from municipal bonds.

- (2) *If the community plans to borrow to pay for capital investments, does the community have sufficient borrowing capacity to obtain the necessary funds?*

The community has sufficient borrowing capacity. In fiscal year 2012, total municipal debt was below the statutory limits as set forth in Title 30-A MRSA Section 5702. The City has often used its bonding capacity to pay for major projects, such as but not limited to: upgrades to the public sewer system and wastewater treatment plant, the reconstruction of the Armistice Bridge, and the pending construction of the Harbor Walk project.

- (3) *Have efforts been made by the community to participate in or explore sharing capital investments with neighboring communities? If so, what efforts have been made?*

As noted in the Public Facilities and Services Chapter, the City does cooperate with neighboring communities, multi-community quasi-municipal organizations and with Waldo County in the provision of services (public education, fire department mutual aid, and municipal solid waste management). The most significant regional service is education, with the RSU serving Belfast students as well as those from 9 other communities, and the Waldo County Vocational Technology Center serves students from both RSU 20 and SAD 3 (Thorndike area). Continuing, the RSU also has considered the desirability of constructing a shared bus maintenance facility with other school districts such as SAD 3. The City also contracts with an facility in Camden (Knox County) to provide animal shelter services.

C. Conditions and Trends

Minimum data required to address state goals:

- (1). *Identify community revenues and expenditures by category for last five (5) years and explain trends.*

Actual Revenues for Fiscal Years ending June 30th	2008	2009	2010	2011	2012	% Change
Taxes (Property)	\$12,862,327	\$12,402,390	\$12,140,163	\$12,294,017	\$12,322,185	-4.2%
Taxes (Excise)	907,355	861,761	839,663	827,197	829,781	-8.5%
Homestead Reimbursement	186,708	160,776	158,401	61,669	93,802	-49.8%
Revenue Sharing	949,408	791,984	650,771	559,981	604,405	-36.3%
Road Maintenance Funds	165,280	152,516	135,564	141,956	147,092	-11.0%
General Government Admin	630,614	724,956	876,560	608,380	583,939	-7.4%
Wastewater Treatment/ Sewer Fees/Health/ Sanitation	838,437	751,479	792,590	813,337	787,506	-6.1%
Public Works	290,242	243,874	249,660	274,235	289,986	-0.1%
Public Safety	891,482	1,210,217	1,213,908	1,233,184	1,257,766	41.1%
Interest Earned	378,155	283,520	131,209	130,504	97,655	-74.2%
Misc. Unclassified	401,782	627,853	413,670	620,073	962,550	139.6%
Total	\$18,501,790	\$18,211,326	\$17,602,159	\$17,564,533	\$17,976,667	-2.8%

The top four revenue sources in 2008 were property taxes, revenue sharing, excise taxes

and public safety. The top four revenue sources in 2012 were property taxes, public safety, miscellaneous and excise taxes. During this period, overall total revenues decreased by 2.8%. Within that total, property taxes collected decreased 4.2% while excise tax revenue decreased 8.5%. General government administration revenue decreased by 7.4%, while public safety revenue increased by 41.1%. Revenue sharing (State aid) decreased by 36.3%.

Actual Expenditures for Fiscal Years ending June 30th	2008	2009	2010	2011	2012	% Change
General Government Admin	\$1,108,485	\$1,472,183	\$1,331,687	\$1,792,684	\$1,846,878	66.6%
Police/Protection/Public Safety/EMA	1,878,216	2,077,505	2,121,277	2,335,166	2,308,554	22.9%
Public Works/ Highways/ Bridges	1,583,680	1,468,107	2,275,338	1,914,964	1,759,474	11.1%
Social Services/ Welfare	192,282	208,934	277,514	302,715	240,218	24.9%
Economic Development	90,000	10,000	34,397	80,542	70,246	-21.9%
Parks and Recreation	147,571	158,196	165,423	193,916	194,666	31.9%
Library	394,783	400,857	399,955	425,134	420,894	6.6%
Cemetery	89,144	110,797	94,000	99,199	101,683	14.1%
Airport	12,714	10,235	8,900	13,855	18,690	47.0%
Harbor Management	96,535	96,436	95,697	111,810	144,499	49.7%
Planning and Zoning	2,155	6,512	23,314	6,478	7,425	244.5%
Misc/Other/Unclassified	23,906	243,035	54,812	258,435	175,745	635.2%
Debt Service	662,529	736,959	859,738	811,401	807,898	21.9%
Capital Projects Accounts	497,253	556,556	944,837	536,917	876,270	76.2%
Reserve Funds (Uncollectibles)	292,567	304,134	356,918	190,353	175,049	-40.2%
Wastewater Treatment/Sewer/Sanitation	669,313	687,830	652,911	734,221	879,643	31.4%
Education-MSAD/RSU	7,795,946	7,120,525	7,265,095	7,296,784	7,583,567	-2.7%
County Tax	1,190,809	1,369,940	1,302,972	1,287,108	1,219,843	2.4%
Total	\$16,727,888	\$17,038,741	\$18,264,785	\$18,391,682	\$18,831,242	12.6%
Excess Operating Over (Under)	1,773,902	1,172,585	(662,626)	(827,149)	(854,575)	-148.2%

The top four expenditure categories in 2008 were education, public safety, public works, and county tax. The top four expenditure categories in 2012 were education, public safety, general government administration and public works. During this period, total overall expenditures increased 12.6%. Within that total, general government administration expenditures increased 66.6%, police/public safety increased 22.9%, public works increased 11.1%, county tax increased 2.4%, and education decreased 2.7%.

The largest single expense, education (over which city government has no control) comprised 46.6% of total expenditures in 2008 and 40.3% of total expenditures in 2012. Police/Public Safety comprised 11.2% of total expenditures in 2008 and 12.3% in 2012, while Public Works comprised 9.5% in 2008 and 9.3% in 2012. General government administration comprised 6.6% of total expenditures in 2008 and 9.8% in 2012.

- (2). *Describe means of funding capital items (reserve funds, bonding, etc.) and identify any outside funding sources.*

Capital investments are funded through capital reserve funds supported by property tax revenues citywide, intergovernmental revenues (State aid), grants and loans from federal and State sources, and from municipal bonds. The City has two tax increment financing districts: the Downtown-Waterfront and Northport Avenue, both of which target the construction of public improvements in the respective catchment areas. Non-governmental (outside) funding sources have recently included gifts (e.g. Range-Way improvements), donations (e.g. Dog Park and Friends of Belfast Park), and capital funds from donors (e.g. Enk fund). Capital items funded through capital reserves are shown in the next table.

Capital Reserves	July 1, 2008	July 1, 2012
Aerial mapping	6,955	7,469
Airport	80,994	110,360
Airport maintenance	0	12,639
Ambulance	114,494	74,456
Ambulance Training/Development	0	2,265
Assessing Office Equipment	0	1,016
Assessment	10,763	873
Boathouse Maintenance	0	9,397
Cable TV Equipment	0	10,790
Cemeteries -Equipment	10,286	4,105
Cemeteries -Land development	7,252	7,770
Cemeteries -Maintenance	22,714	10,715
City Clerk Office Equip	0	2,878
City Manager Office Equipment	0	505
Communications equipment	3,287	3,539
Downtown development	27,885	74
Finance Dept Office Equipment	0	3,382
Fire equipment	258,094	69,142
Footbridge capital	6,003	35,818
Fuel Capital Reserve	0	10,000
Future Land Purchases	0	20,592
Harbor improvement	52,871	67,068
Highway -Culvert	40,556	16,809
Highway -Highway equipment	152,924	188,637

Capital Reserves	July 1, 2008	July 1, 2012
Highway -Road Construction	58,958	58,423
Highway -Road improvement	17,283	0
Personnel reserve	50,560	50,168
Planning Dept Equipment	0	9,551
Planning equipment	12,627	9,551
Police equipment	11,184	20,208
Recreation -Carlton Swift City Park	0	2,216
Recreation -Carlton Swift Kirby Lake/Rec	0	3,083
Recreation -City Park	57,372	70,960
Recreation -George Black	3,762	4,033
Recreation -Park Improvement	0	6
Recreation -Parks Equipment	0	1,061
Recreation -Waterfront Heritage Park/Misc	0	67,638
Ruth Greenlaw	340	366
Sidewalks Capital Reserve	0	23,703
Transfer station equipment	41,513	43,542
Waterfront/Thompson Wharf	83,199	69,137
Total	\$1,131,876	\$1,103,945

The following major projects have been funded through bonding since 2000: sewer system improvements, both extensions and the construction of replacement lines (over \$6,000,000 in projects); renovation of the Armistice Bridge (about \$2.5 million in bonding); renovation of Belfast City Hall and the Police Station; and the upcoming construction of the Belfast Harbor Walk (about \$1,200,000).

Belfast has received federal and state grant funding for the following major capital projects since 2000:

- CDBG Grant (2001) - \$350,000 to upgrade sewer service in the Wight Street area to benefit construction of the VOA Elderly Housing Project.
- CDBG Grant (2005) - \$400,000 to assist in construction of road, water and sewer improvements on Ryan Road in support of the Oceans East affordable housing project.
- MDOT Community Grant (2006) - \$500,000 to assist in reconstruction of the Armistice Bridge.
- State Municipal Investment Trust Fund (2006) - \$500,000 to assist in reconstruction of the Armistice Bridge.
- CDBG Grant (2006) - \$350,000 to assist in construction of the Swan Lake Avenue sewer system extension associated with providing sewer service to a mobile home park.
- CDBG Housing Grant (2008) - \$150,000 to benefit construction of the Group Home Independent Living Housing project.

- DEP/EPA Stimulus Grant (2009) - Over \$2,000,000 to assist in upgrading existing sewer lines in the BayView Street area and to make improvements to the Wastewater Treatment Plant.
- CDBG Grant (2011) - \$150,000 to assist in construction of Harbor Walk and to address slum and blight conditions.
- State Community for Maine Future Grant (2011) - \$400,000 to assist in construction of the Harbor Walk project.
- CDBG Housing Grant (2011 - 2012) - \$300,000 to assist in the renovation of multi-family housing units.
- CDBG Downtown Revitalization Grant (2012) - \$500,000 to assist in construction of streetscape improvements in the Cross/Miller/Spring Street areas to help address slum and blight conditions.
- Airport Entitlement Fund Grants (annually) - About \$150,000 per year from FAA and MDOT to assist in maintaining and improving the airport.
- FAA Grant for Airport (2011) - \$500,000 to assist in expanding the apron for the airport
- SHIP Grant Funds (Several Grants between 2000 - 2010) - About \$350,000 in total to make improvements at City Landing

(3). Identify local and state valuations and local mil rates for the last five (5) years.

Valuations / Mil Rate	2008	2009	2010	2011	2012	% Change
Municipal Total Valuation of Belfast	\$678,950,180	\$686,024,685	\$672,733,090	\$676,892,900	\$693,758,820	2.2%
State Valuation of Belfast	\$892,650,000	\$861,600,000	\$874,400,000	\$859,600,000	\$856,900,000	-4.0%
City Mil Rate	0.0186	0.0186	0.0181	0.0181	0.0181	-2.7%

The top ten taxpayers in Belfast in paid about 13.65 percent of taxes the City collected in 2012, with Bracebridge Corporation being the largest taxpayer; 5.8% of total taxes collected in Belfast. athenahealth, inc. is the second largest taxpayer, and pays 1.8% of taxes collected. No other taxpayer pays more than 1% of the total taxes collected by the City. Overall, Belfast has a rather diverse tax base.

Between 2008 and 2012, total municipal valuation increased slightly by 2.2%. During this same period, state valuations of Belfast decreased by 4.0%. The City mil rate decreased 2.7%. It is assumed conservatively that municipal valuation will surpass recent levels within the next ten years. The economic recovery of the Belfast economy is dependent upon the health of the State and national economies, forecasts of which are

beyond the analysis of this comprehensive plan. Please see the Economy chapter of this plan for more information on the opportunities for economic development.

Waldo County General Hospital is the most significant tax-exempt property within Belfast. County Government buildings, churches and schools, including the Hutchinson Center, are also important tax-exempt facilities. The total value of tax-exempt properties in Belfast in 2012 was \$138,615,300, or just shy of 20% of the valuation of properties subject to taxation.

- (4) *How does total municipal debt (including shares of county, school and utility) compare with the statutory and Maine Bond Bank recommended limits on such debt?*

Title 30-A MRSA Section 5702 contains a limitation on the amount of debt that municipalities may incur. A municipality cannot issue debt (for purposes other than school, storm or sanitary sewer, energy facility or for municipal airports) that would exceed 7.5% of the municipality's last full State valuation. The statute contains additional limits for school, storm or sanitary sewer, energy facility and for municipal airports. There is an overall debt limit for all types of debt of 15% of the municipality's last full State valuation. The City Charter references the State law regarding the amount of debt which the City may borrow. Since 2008, the City has not exceeded the statutory limit.

It is noted that the Maine Bond Bank has no set policy on the amount of total debt a municipality can or should have outstanding other than to be sure that the municipality is in compliance with the provisions of Maine law regarding limitations on local debt. The Maine Bond Bank looks at outstanding debt, both direct and contingent, from such perspectives as debt per capita, percentage of operating budget to debt service, and total debt among other factors. The City complies with Bond Bank requirements and most recently (October 2012) borrowed \$800,000 from the Bond Bank to assist in construction of the Harbor Walk project.

D. Policies

- (1). To finance existing and future facilities and services in a cost effective manner.*
- (2). To explore grants available to assist in the funding of capital investments within the community.*
- (3). To reduce Maine's tax burden by staying within LD 1 spending limitations.*

E. Strategies

- (1). Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.*

F. Capital Investment Plan

The comprehensive plan must include a capital investment plan that:

- (1). Identifies and summarizes anticipated capital investment needs within the planning period in order to implement the comprehensive plan, including estimated costs and timing, and identifies which are municipal growth-related capital investments;*
- (2). Establishes general funding priorities among the community capital investments; and*
- (3). Identifies potential funding sources and funding mechanisms.*

For (1) through (3), see the next table titled Belfast Capital Investment Plan Summary 2013-2023.

Purpose and Definition of Capital Investment Plan

Planned growth and a diverse mix of land uses within the City is an important aspect of fiscal planning. The purpose of a capital investment plan (CIP) is to establish a framework for financing needed capital investments. A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought.

Capital investments include the repair, renewal, replacement or purchase of capital items. Capital investments differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital investments generally have the following characteristics: they are relatively expensive (usually having an acquisition cost of \$5,000 or more); they usually do not recur annually; they can last for a long time (often having a useful life of three or more years); and they result in fixed assets. Capital items can include equipment and machinery, buildings, real property, utilities and long-term contracts and are funded through the establishment of financial reserves.

Capital investments are prioritized each year in the budget process based on the availability of funds and the political will of the community. A complete CIP describes expected yearly investment and allows for both changes in priorities and reduction of available funds. The CIP is intended to prevent a large capital investment from occurring in a single fiscal year. The unexpected purchase of a sizeable investment can overburden the tax rate and cause large fluctuations in tax bills from year to year. The annual provision for eventual replacement of capital investments depends on the useful life of the capital investments. It is important that capital investments be financially accounted for each fiscal year, minimizing later expenses.

For the purposes of this plan, the total costs have been recognized with an indication of the expected period for each item that is desired based on priority ratings. The City is currently drafting a complete capital investment plan that will provide for a yearly

allocation of available and applicable funds. Each year any necessary changes will be made to the CIP and it will be included in the annual budget. Each year the Budget Committee will review the funding requests and make a recommendation for City Council review.

Priority Rankings Used in the Capital Investment Plan

The capital investments identified below were assigned a priority based on the listed rating system. Logically, “A” investments would be implemented prior to “B” and so on. Lower priority items may be funded ahead of schedule if higher priority items have already been funded or are prohibitively expensive, or if other sources of revenue (such as donated funds) become available. In order to fund capital investment projects it is necessary to begin to identify funding sources and set aside funds in advance of the projected time of funding.

- A. Immediate need. A capital investment rated in this category would typically remedy a danger to public health, safety and welfare.*
- B. Necessary (Needed), to be accomplished within two to five years. A capital investment rated in this category would typically correct deficiencies in an existing facility or service.*
- C. Future investment or replacement, to be accomplished within five to ten years. A capital investment rated in this category would be desirable but is of no urgency. Funding would be flexible and there would be no immediate problem.*
- D. Desirable, but not necessarily feasible within the ten year period of this comprehensive plan.*

Projects referenced in this comprehensive plan and existing reserve accounts are the basis for this capital investment plan and have been incorporated into the table below. As well, State and federal mandates necessitating some of these projects have been noted in the table. The need for each project is noted in parentheses.

City of Belfast Capital Investment Plan Summary 2013-2023

Comprehensive Plan Chapter/City Dept.	Anticipated Item and (Need)	Estimated Cost	Priority	Responsible Party (ies)	Possible Funding Sources
Public Facilities / Sewer –Wastewater Treatment	CSO Abatement (details in note below)	\$7,630,000	Needed - Future	Wastewater Treatment Facility – City Council	Reserves/ Grants/ Bonds/ Loans
Public Facilities / Police Department	In-car video systems (need to be replaced every 3 to 5 years)	\$15,000 (for 3)	Needed	Police Department– City Council	Reserves
	Patrol Car (one replacement per year)	\$27,000	Needed		Reserves
	Detective Car (one replacement per year)	\$27,000	Needed		Reserves
	Firearms (over ten years)	~\$5,000			Reserves
Recreation & Public Facilities - Public Works	Sidewalk Upgrades Upgrade @ 1,500 lineal feet sidewalk/yr	@ \$30,000/yr	Annual-Needed	Public Works - Council	City Funds
Public Facilities - Public Works	Road Maintenance Repave existing roads every 10 - 12 years & Stormwater improvements	@ \$300,000/year	Annual-Needed	Public Works - Council	City Funds & State Revenue Sharing
Public Facilities & Transportation - Public Works	Reconstruct Front Street, with sewer, water, stormwater, pedestrian, lighting, electrical	About \$3,500,000	Immediate	Council, Public Works, Water District & Private Parties	Water District funds, pursue EDA grant, City & Sewer Reserve, TIF Fund
Public Facilities - Economic Development	Construct Streetscape Improvements at Cross/Miller/Spring Downtown Revitalization	About \$600,000	Immediate	Council	Use CDBG Downtown Grant town
Public Facilities	Energy Efficiency Improvements to City buildings	\$200,000 - \$400,000	Immediate	Council	City funds

Public Facilities - Public Works	Street & Pedestrian Improvements to Downtown Streets Washington, Beaver, Market, Main,	\$1,000,000 - \$2,000,000	Needed-Future-Desired	Council & Public Works	City, TIF Revenues
Public Facilities	Fire & EMS Services Equipment Replacement Such as Ambulances (10 year)	\$150,000 - \$400,000	Needed -Future	Council & Fire Dept	Reserves
Recreation	Park Improvements (10 year). Upgrades to City Parks	\$300,000 - \$500,000	Needed-Future-Desired	Council & Parks & Rec	City Friends of Parks
Marine Resources	Regularly replace floats - Upgrade Thompson Wharf - Fuel Services	\$400,000 - \$800,000	Needed-Future	Council & Harbor Comm	City, Reserves & Grants

Additional Information Regarding CSO Abatement Work - From 2010 update to 1995 Master Plan

PROJECT AREA ESTIMATED COSTS

- Treatment plant pump upgrade \$ 980,000
- Glenview Lane/Penobscot Terrace 775,000
- North Ocean Street areas 1,280,000
- Vine/High/Waldo Street areas 925,000
- Miller Street sidestreets 1,250,000
- Grove Street area 1,010,000
- Main Street area 810,000
- Washington/Green Street area 600,000
- TOTAL ESTIMATE \$7,630,000

2010 to 2015 Main Projects

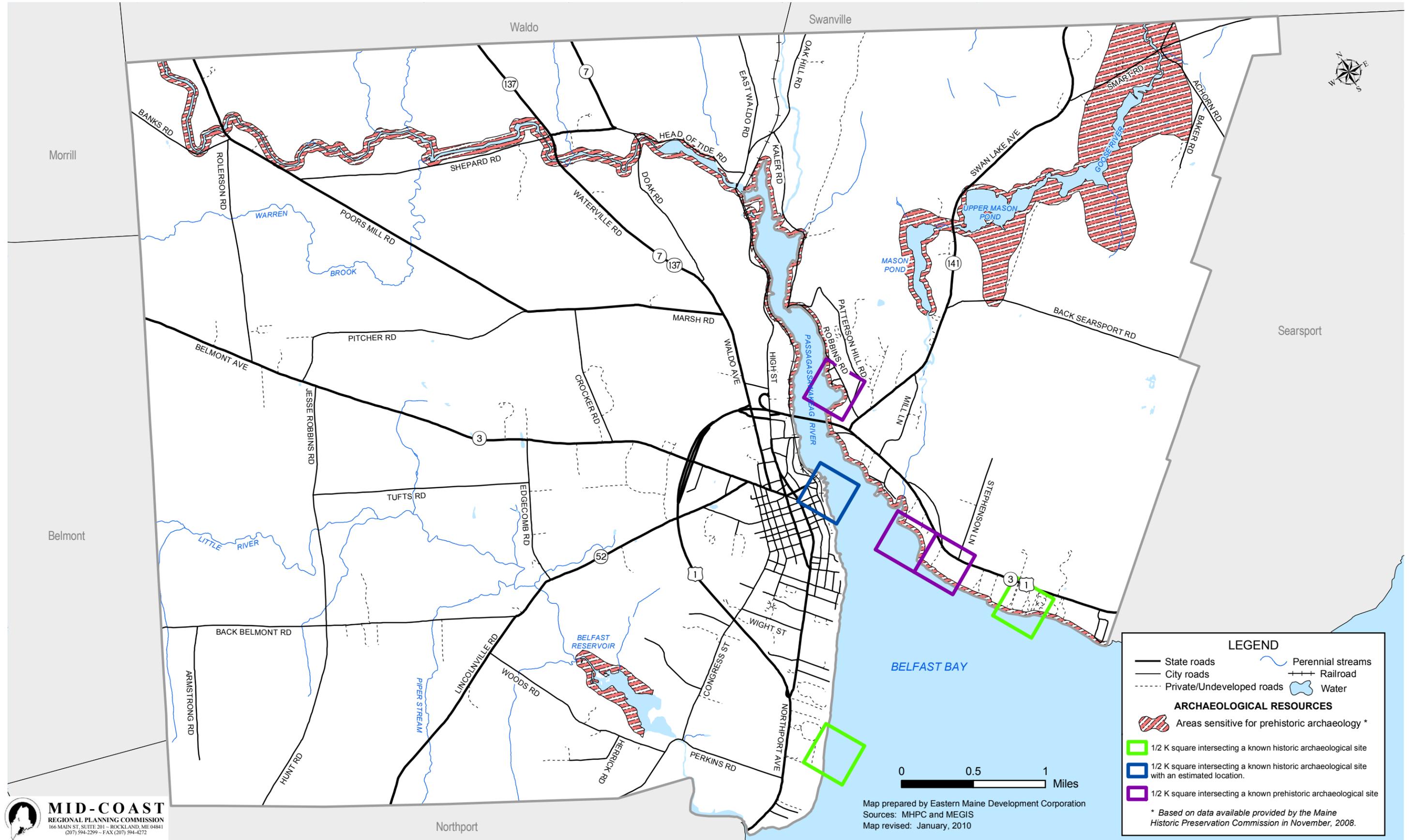
- Eliminate Condon Street CSO
- Glenview Lane Remediation
- Penobscot Terrace Remediation
- North Ocean Street Remediation
- Review Private Sources on Wight Street

2016 to 2020 Implement remaining projects as required *

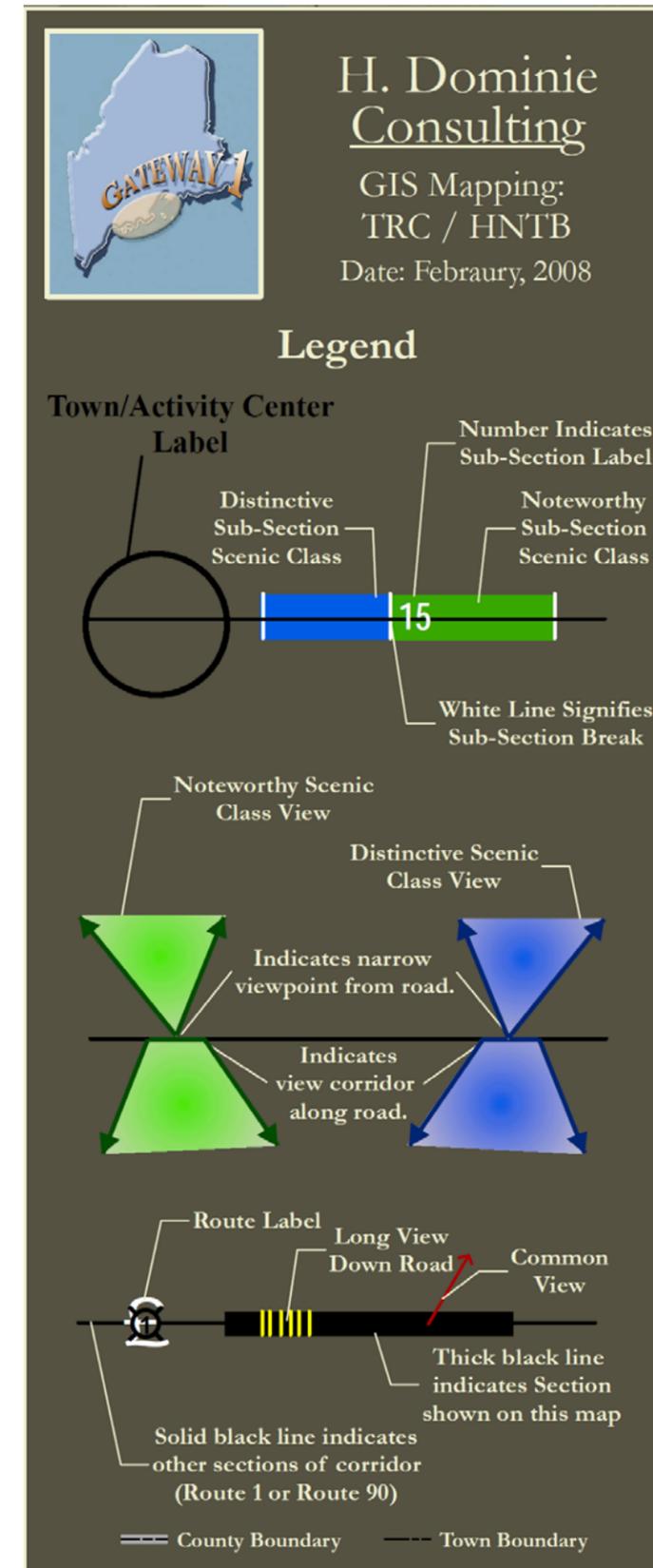
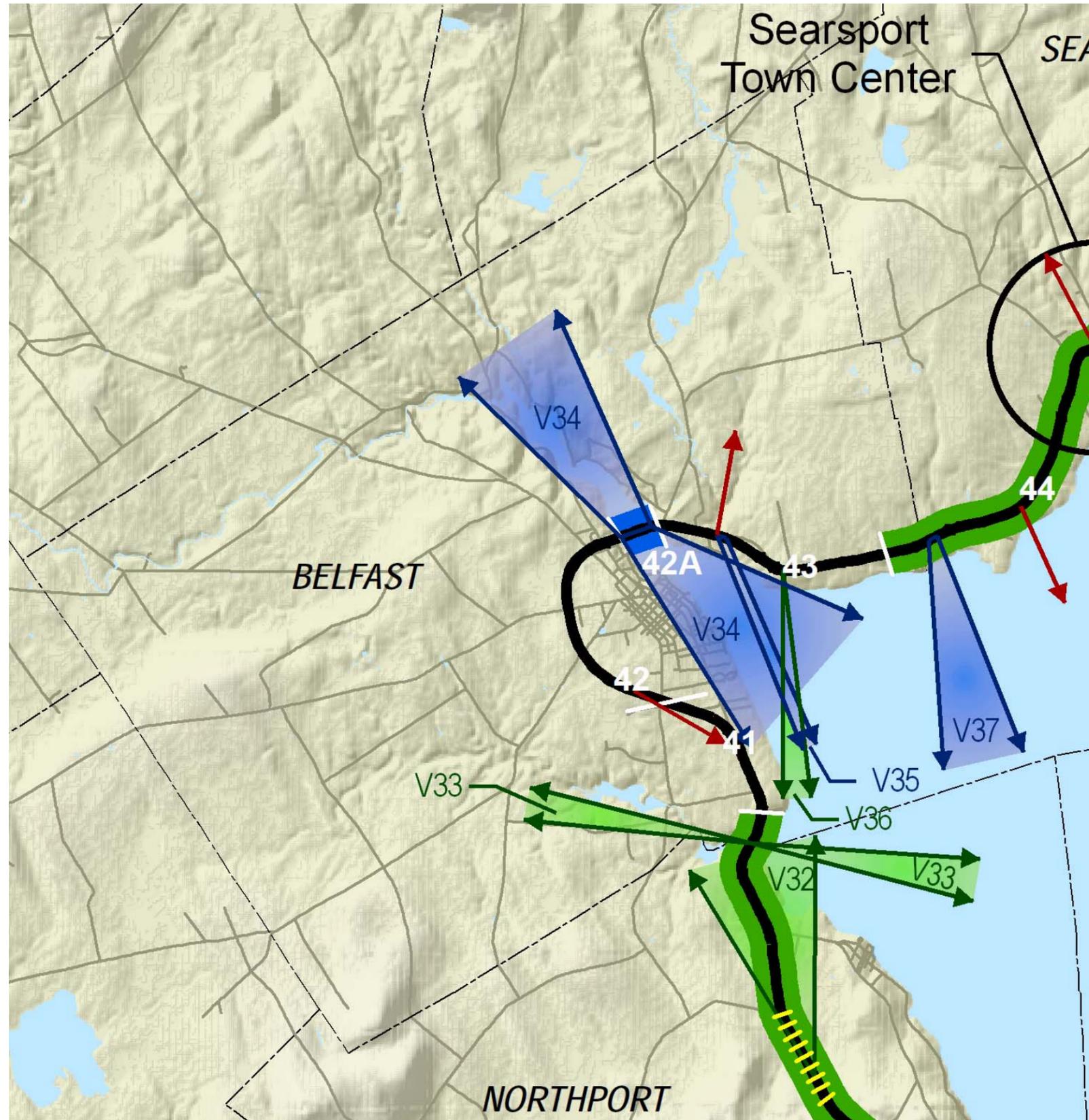
- Vine/High/Waldo Street areas
- Miller Street sidestreets
- Grove Street area
- Main Street area

- Washington/Green Street areas

* NOTE: Subject to City's financial capacity for funding availability and based upon the results of 2015 CSO Master Plan Update.

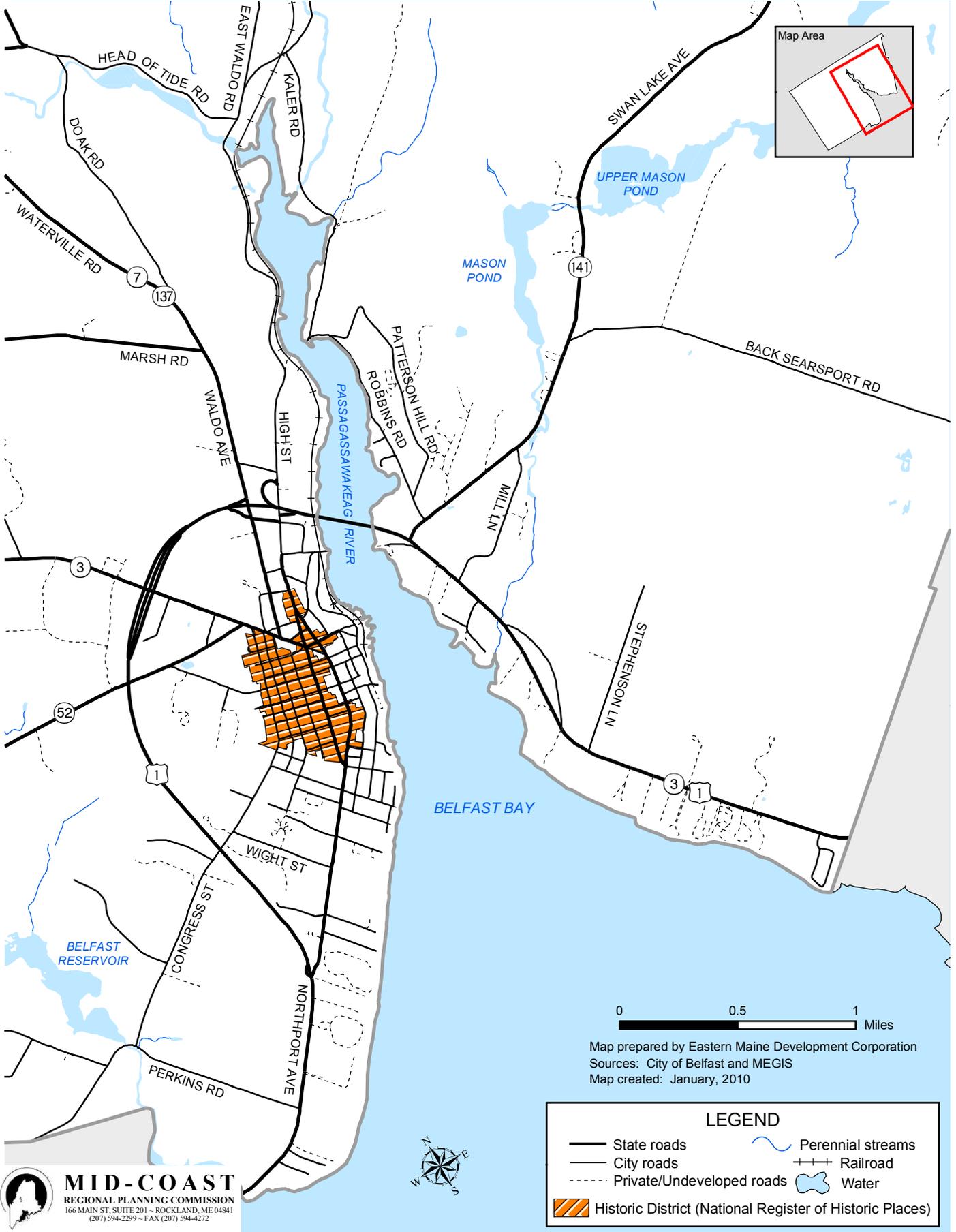


Belfast Detail of Gateway 1 Scenic Quality Assessment Section Four (Upper Bay and River)



Belfast Comprehensive Plan

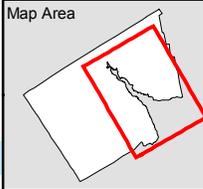
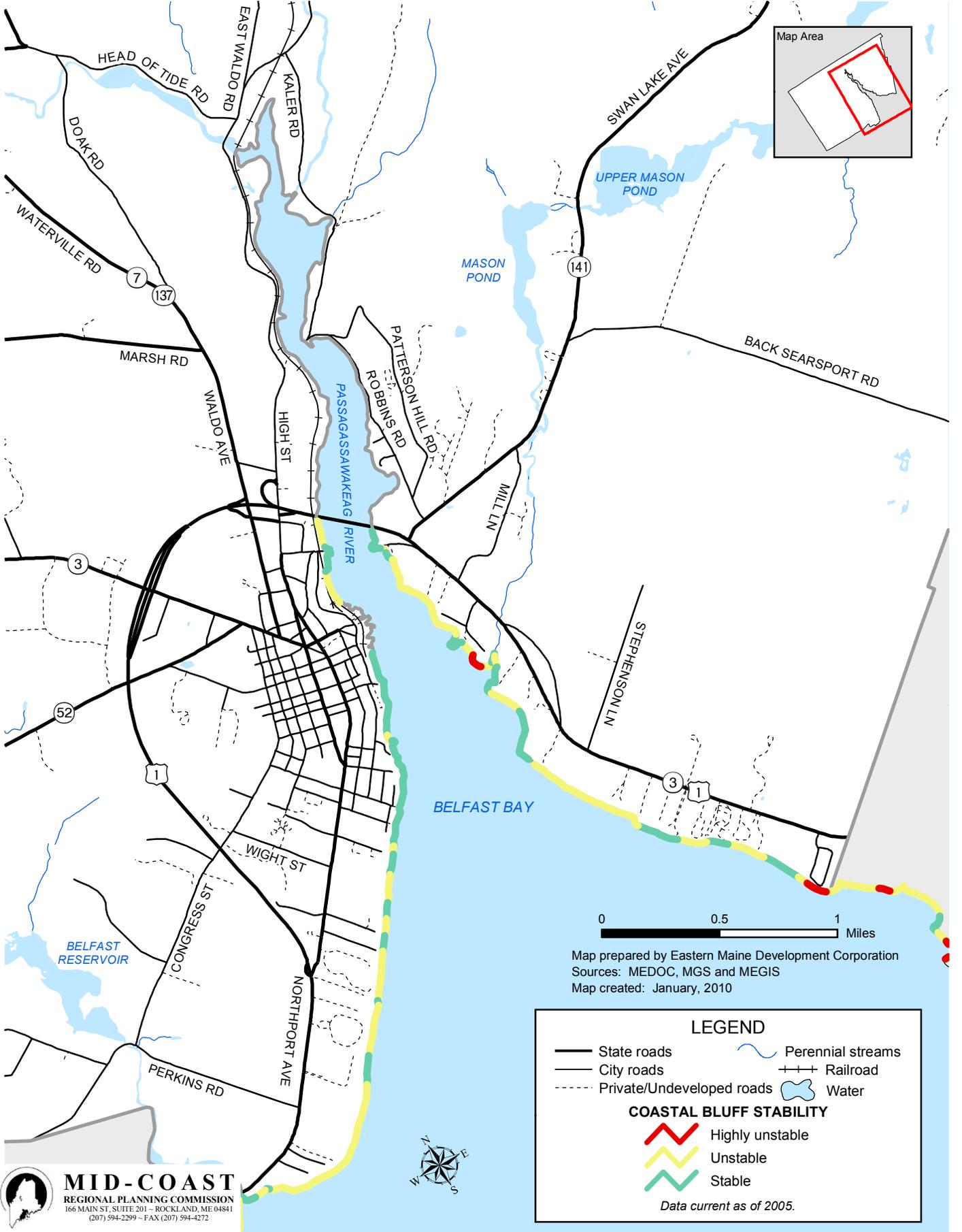
Historic District (Downtown)



Map prepared by Eastern Maine Development Corporation
 Sources: City of Belfast and MEGIS
 Map created: January, 2010

Belfast Comprehensive Plan

Coastal Bluff Stability



Map prepared by Eastern Maine Development Corporation
 Sources: MEDOC, MGS and MEGIS
 Map created: January, 2010

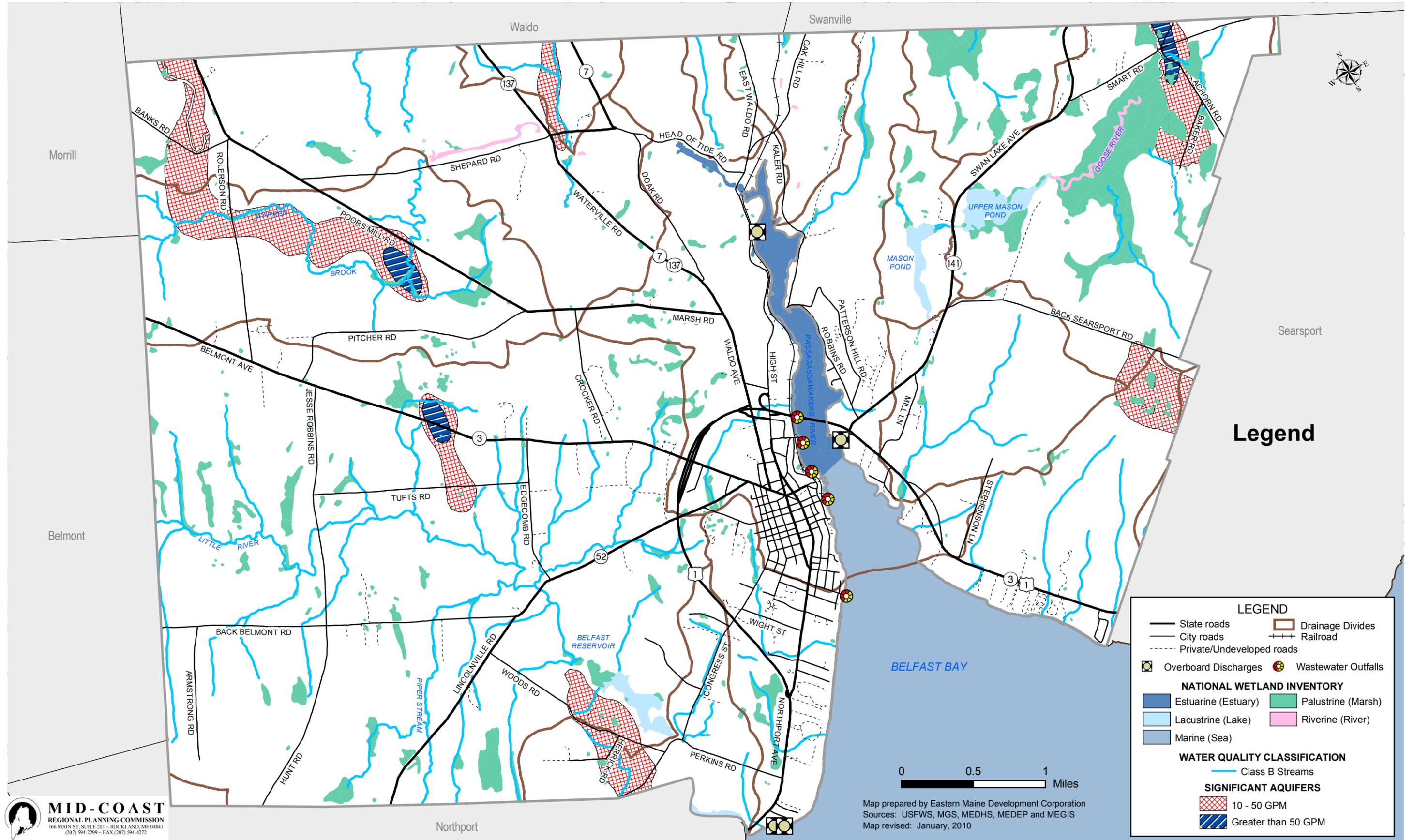
LEGEND

- State roads
- City roads
- - - Private/Undeveloped roads
- ~ Perennial streams
- +++ Railroad
- Water

COASTAL BLUFF STABILITY

- Highly unstable
- Unstable
- Stable

Data current as of 2005.



Legend

LEGEND

- State roads
- City roads
- Private/Undeveloped roads
- Overboard Discharges
- Wastewater Outfalls
- Drainage Divides
- Railroad

NATIONAL WETLAND INVENTORY

- Estuarine (Estuary)
- Lacustrine (Lake)
- Marine (Sea)
- Palustrine (Marsh)
- Riverine (River)

WATER QUALITY CLASSIFICATION

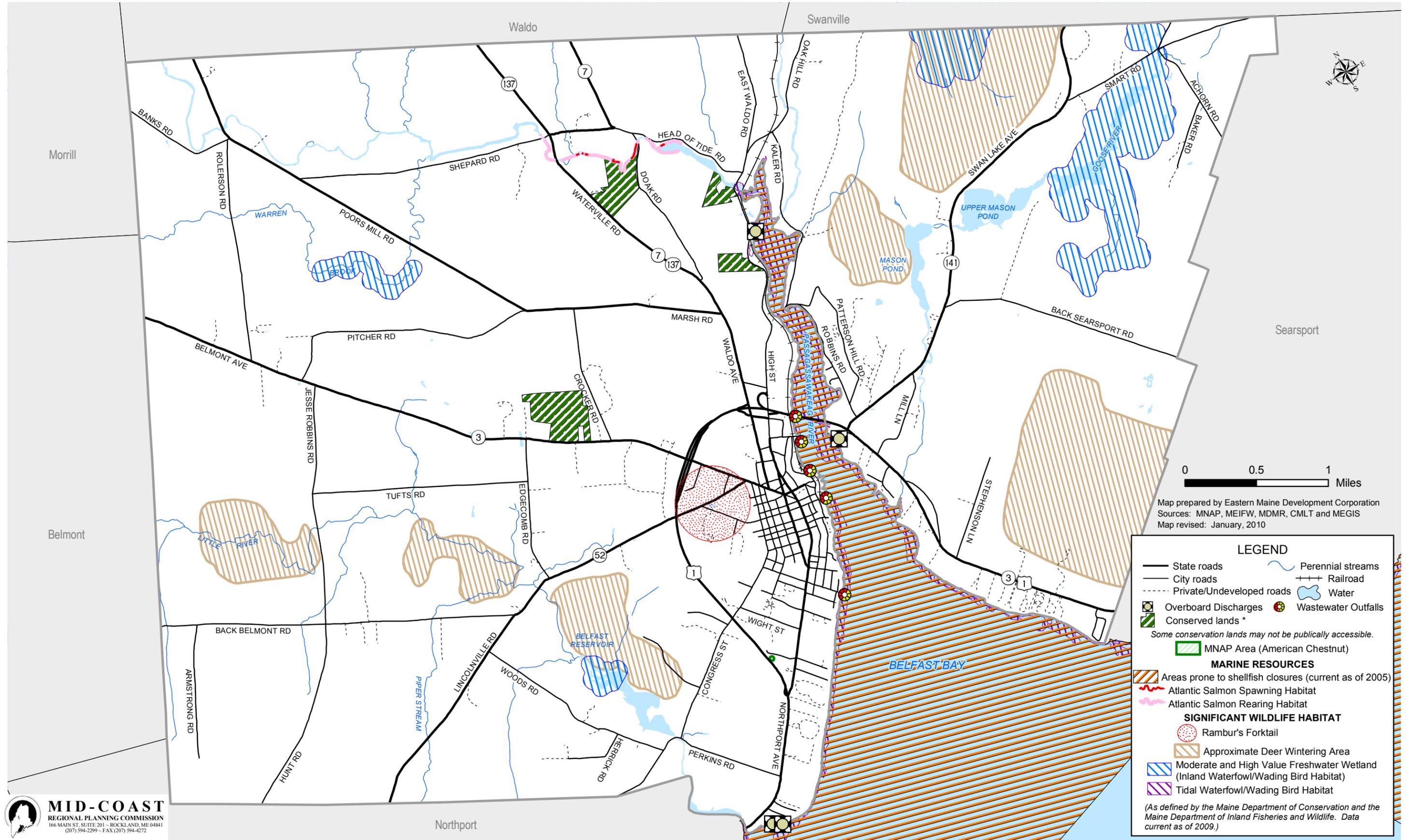
- Class B Streams

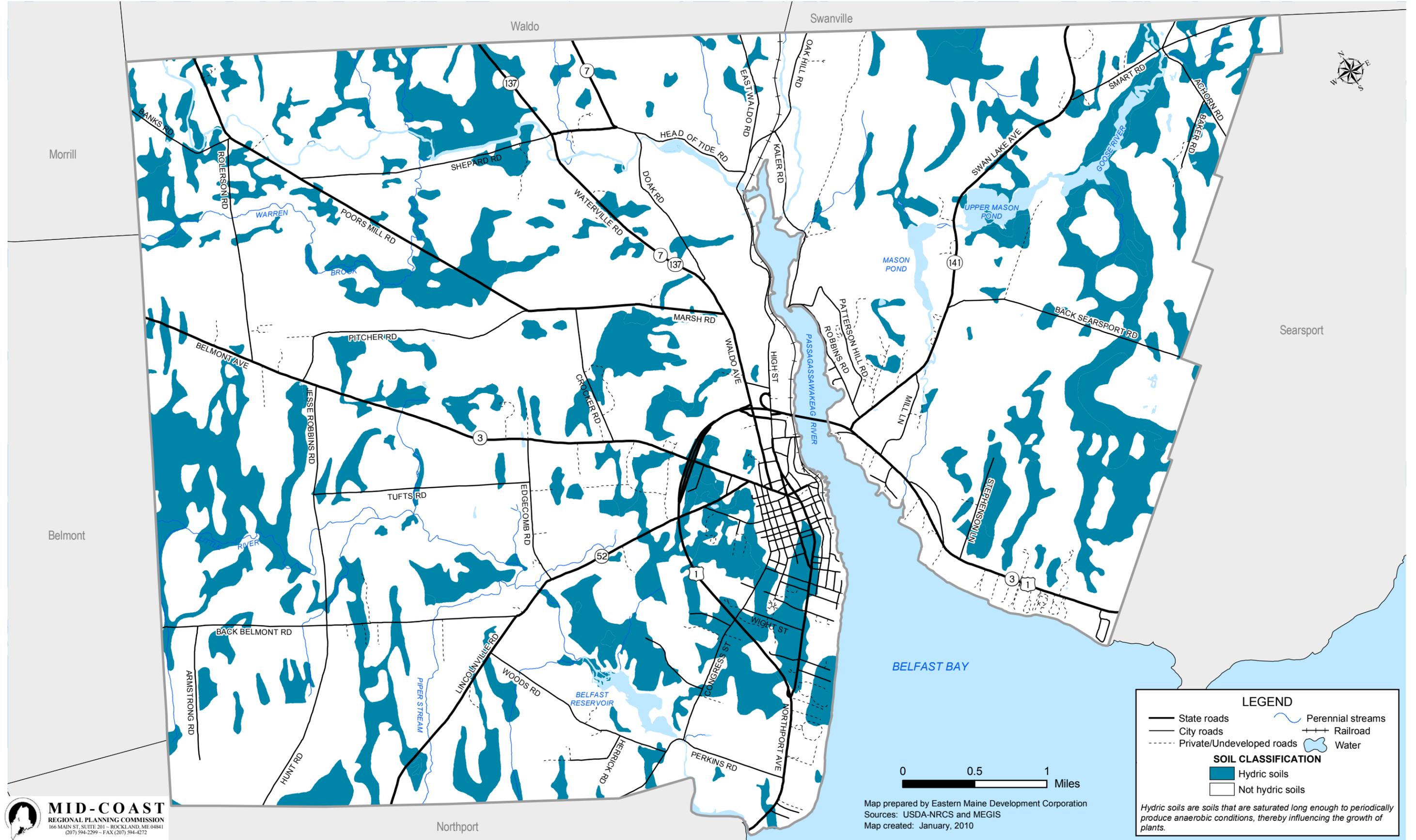
SIGNIFICANT AQUIFERS

- 10 - 50 GPM
- Greater than 50 GPM

0 0.5 1 Miles

Map prepared by Eastern Maine Development Corporation
 Sources: USFWS, MGS, MEDHS, MEDEP and MEGIS
 Map revised: January, 2010





LEGEND

- State roads
- City roads
- - - Private/Undeveloped roads
- ~ Perennial streams
- + + + Railroad
- Water

SOIL CLASSIFICATION

- Hydric soils
- Not hydric soils

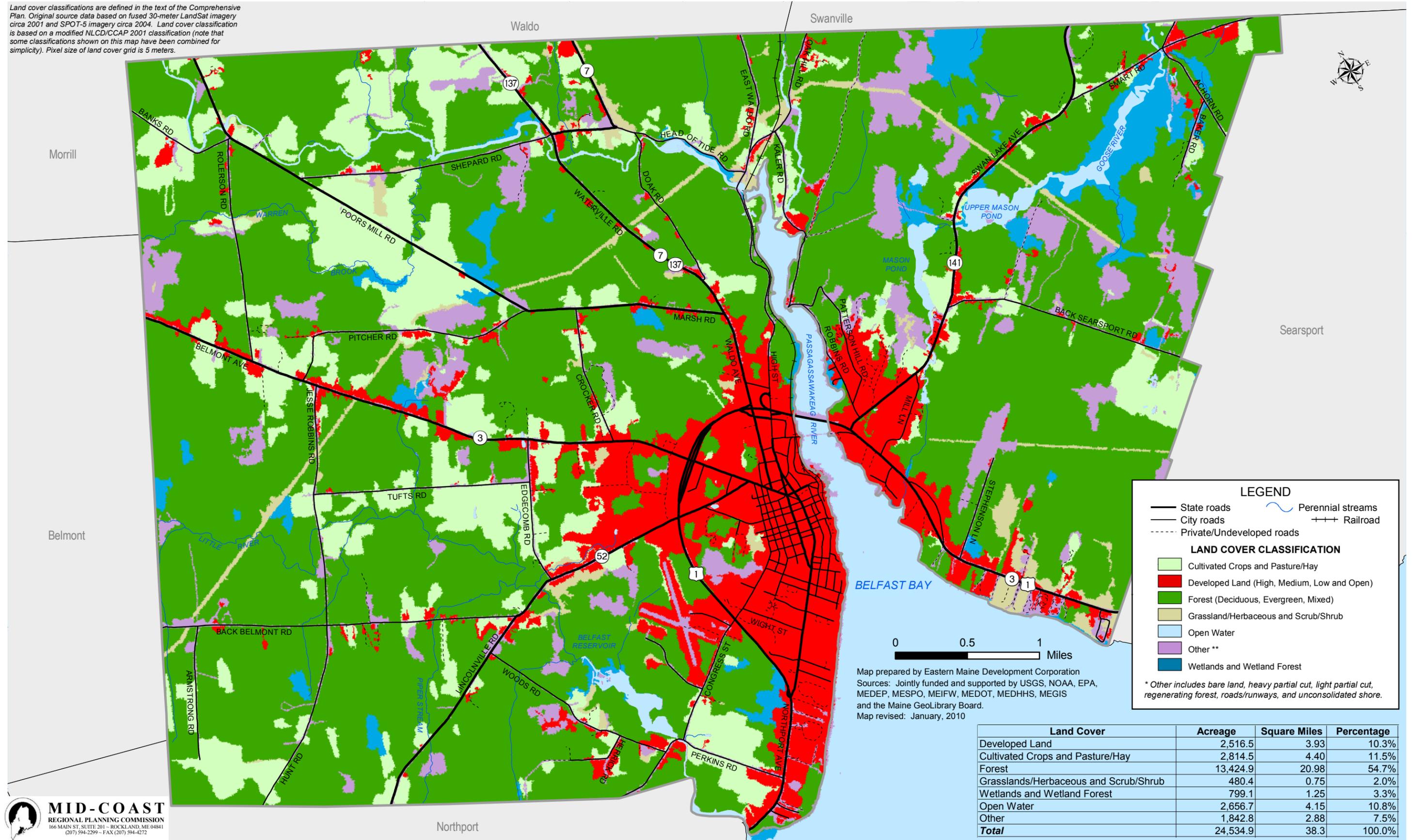
Hydric soils are soils that are saturated long enough to periodically produce anaerobic conditions, thereby influencing the growth of plants.

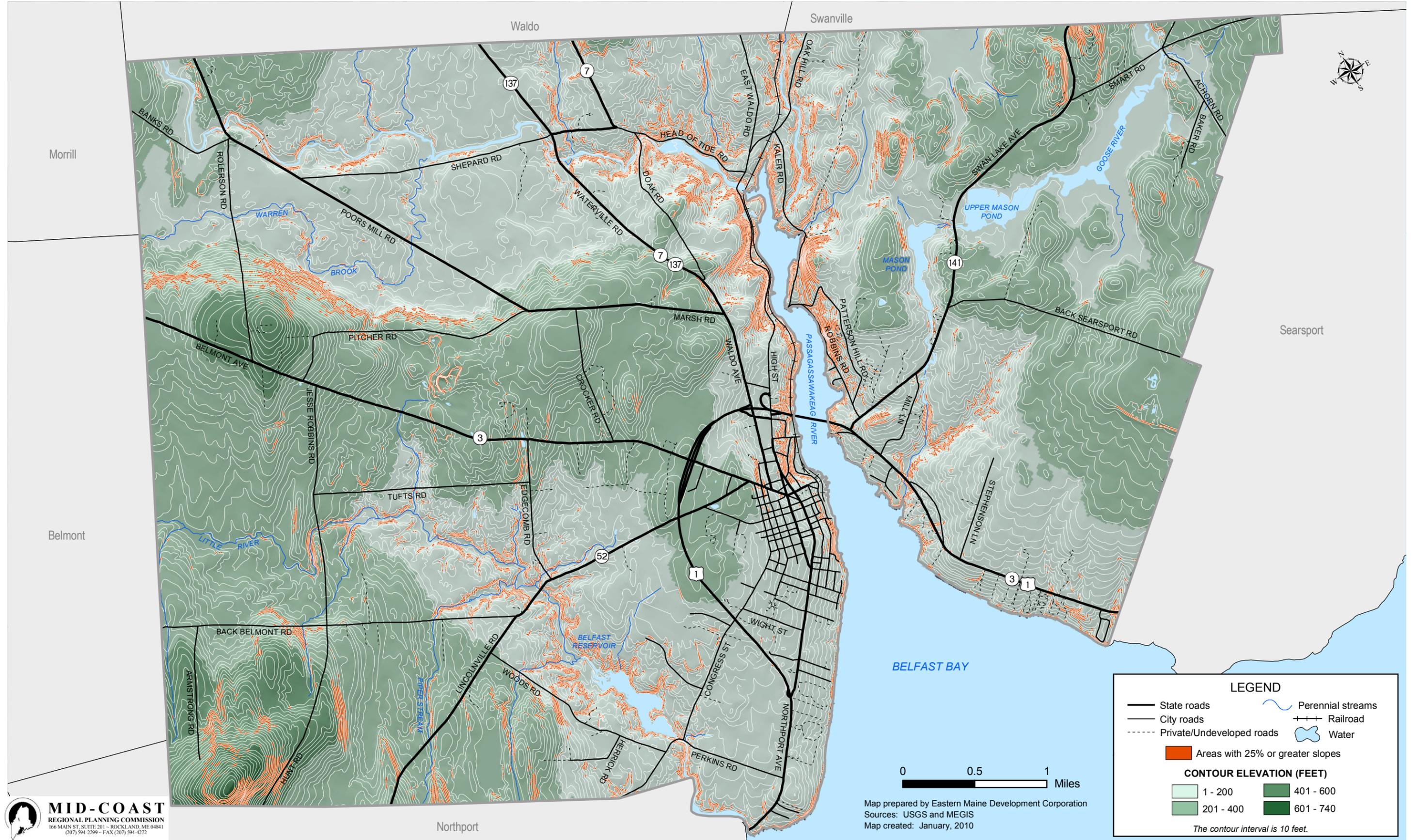
Map prepared by Eastern Maine Development Corporation
 Sources: USDA-NRCS and MEGIS
 Map created: January, 2010

Belfast Comprehensive Plan

Land Cover

Land cover classifications are defined in the text of the Comprehensive Plan. Original source data based on fused 30-meter Landsat imagery circa 2001 and SPOT-5 imagery circa 2004. Land cover classification is based on a modified NLCD/CCAP 2001 classification (note that some classifications shown on this map have been combined for simplicity). Pixel size of land cover grid is 5 meters.





LEGEND

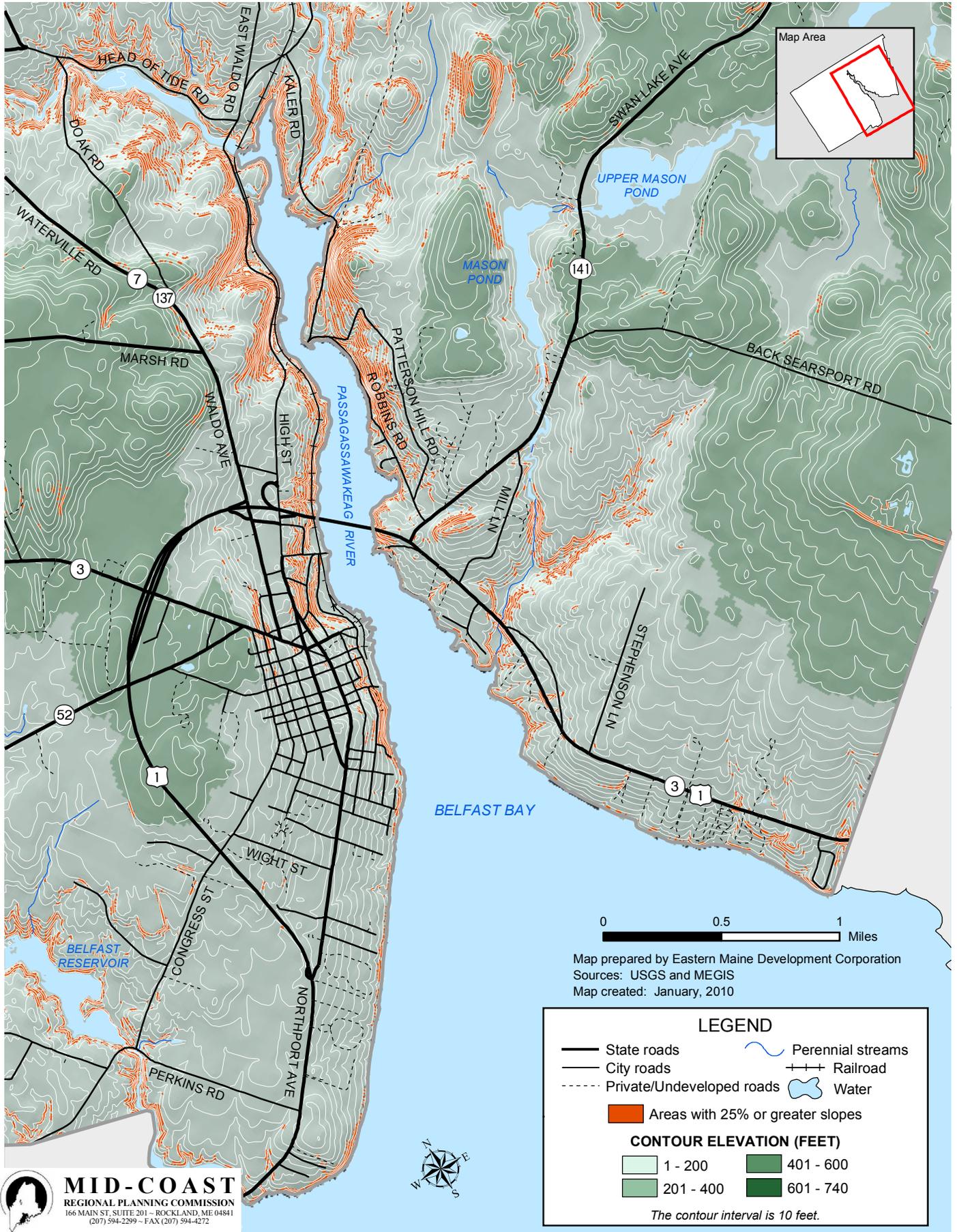
- State roads
- City roads
- - - Private/Undeveloped roads
- ~ Perennial streams
- +++ Railroad
- Water
- Orange shaded area: Areas with 25% or greater slopes

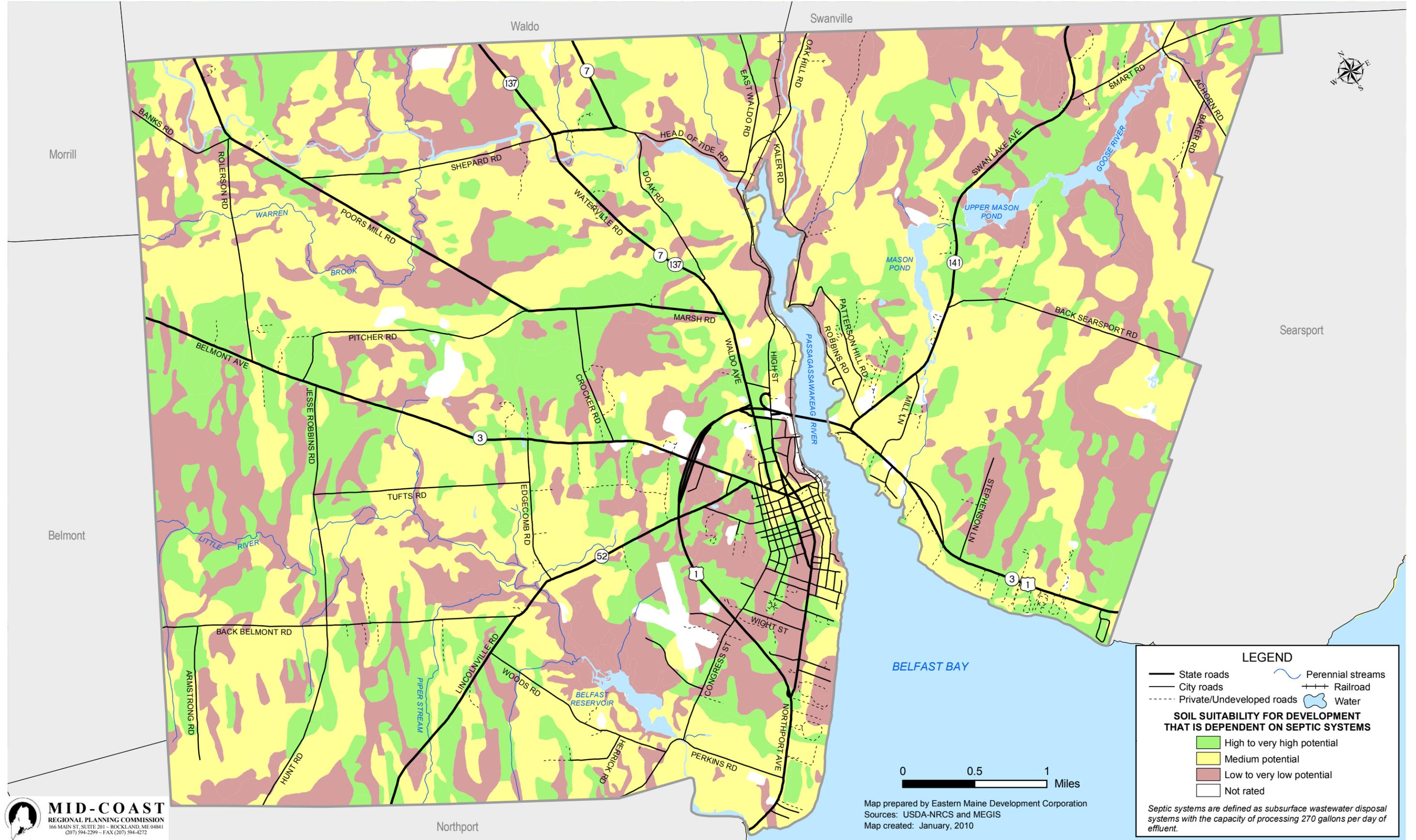
CONTOUR ELEVATION (FEET)

Lightest Green	1 - 200	Dark Green	401 - 600
Medium Green	201 - 400	Darkest Green	601 - 740

The contour interval is 10 feet.

Map prepared by Eastern Maine Development Corporation
 Sources: USGS and MEGIS
 Map created: January, 2010





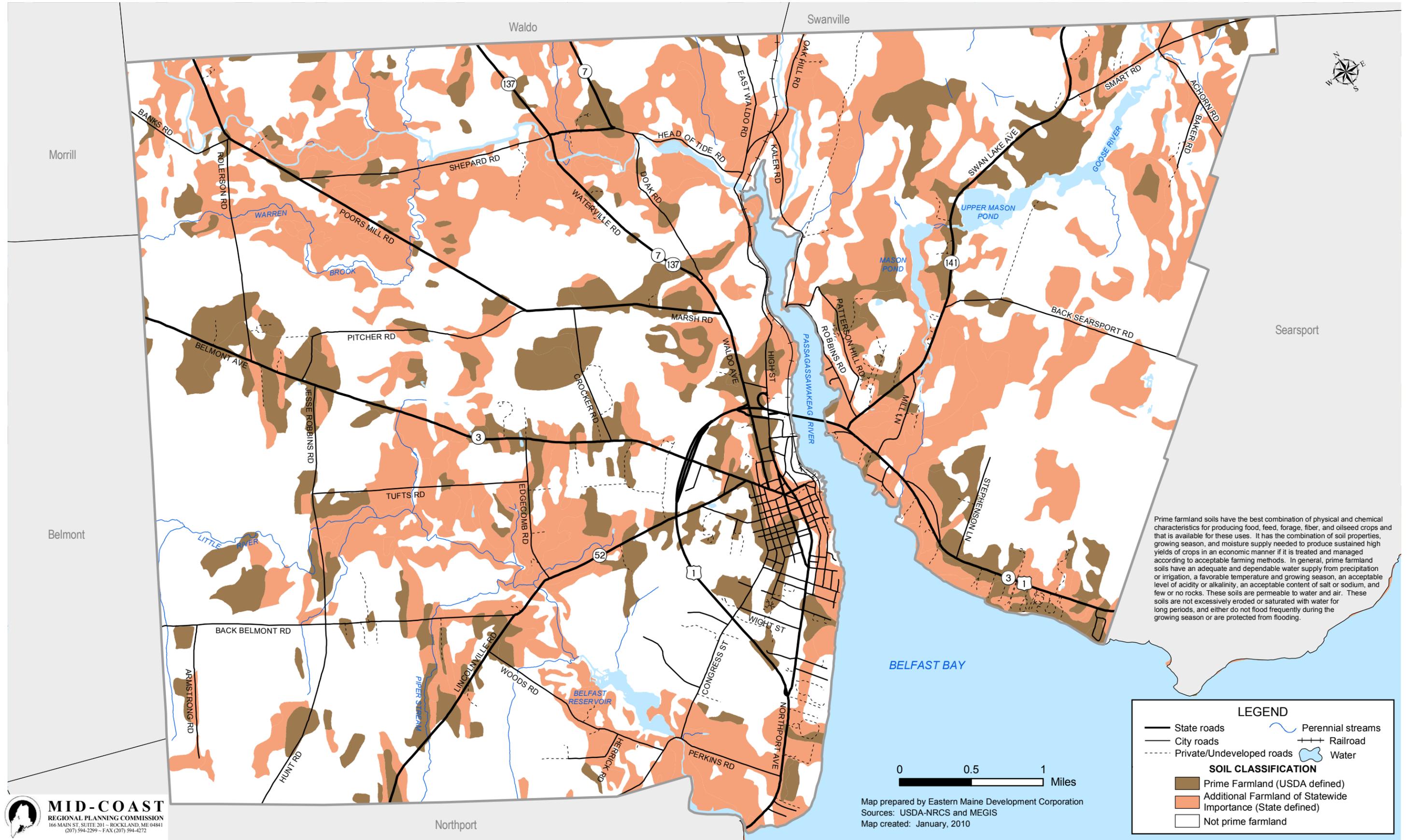
LEGEND

- State roads
- City roads
- - - Private/Undeveloped roads
- ~ Perennial streams
- ⊕ Railroad
- ☪ Water

SOIL SUITABILITY FOR DEVELOPMENT THAT IS DEPENDENT ON SEPTIC SYSTEMS

- High to very high potential
- Medium potential
- Low to very low potential
- Not rated

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



Prime farmland soils have the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods. In general, prime farmland soils have an adequate and dependable water supply from precipitation or irrigation, a favorable temperature and growing season, an acceptable level of acidity or alkalinity, an acceptable content of salt or sodium, and few or no rocks. These soils are permeable to water and air. These soils are not excessively eroded or saturated with water for long periods, and either do not flood frequently during the growing season or are protected from flooding.

LEGEND

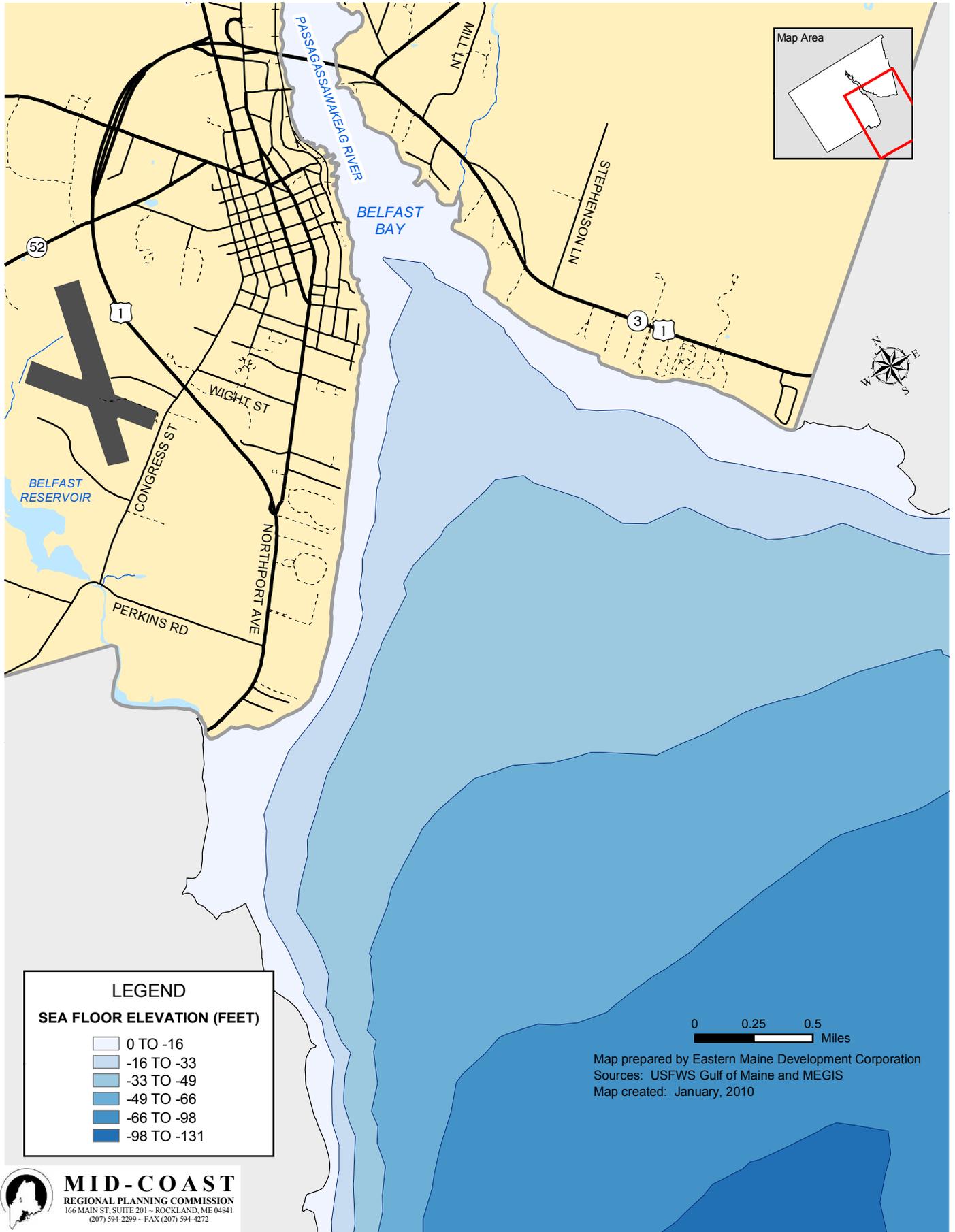
- State roads
- City roads
- - - Private/Undeveloped roads
- ~ Perennial streams
- +++ Railroad
- Water

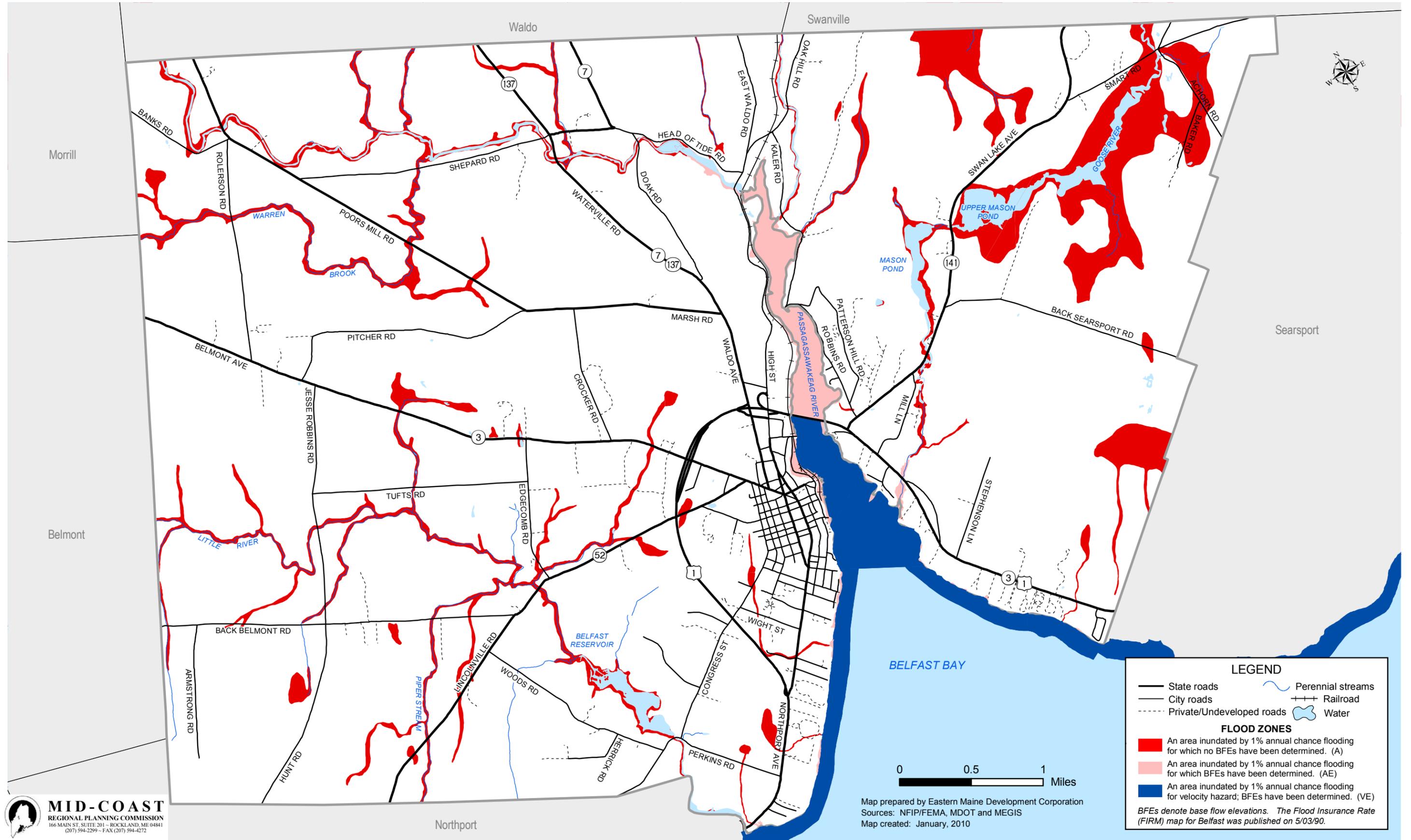
SOIL CLASSIFICATION

- Prime Farmland (USDA defined)
- Additional Farmland of Statewide Importance (State defined)
- Not prime farmland

0 0.5 1 Miles

Map prepared by Eastern Maine Development Corporation
 Sources: USDA-NRCS and MEGIS
 Map created: January, 2010





LEGEND

- State roads
- City roads
- - - Private/Undeveloped roads
- ~ Perennial streams
- +++ Railroad
- Water

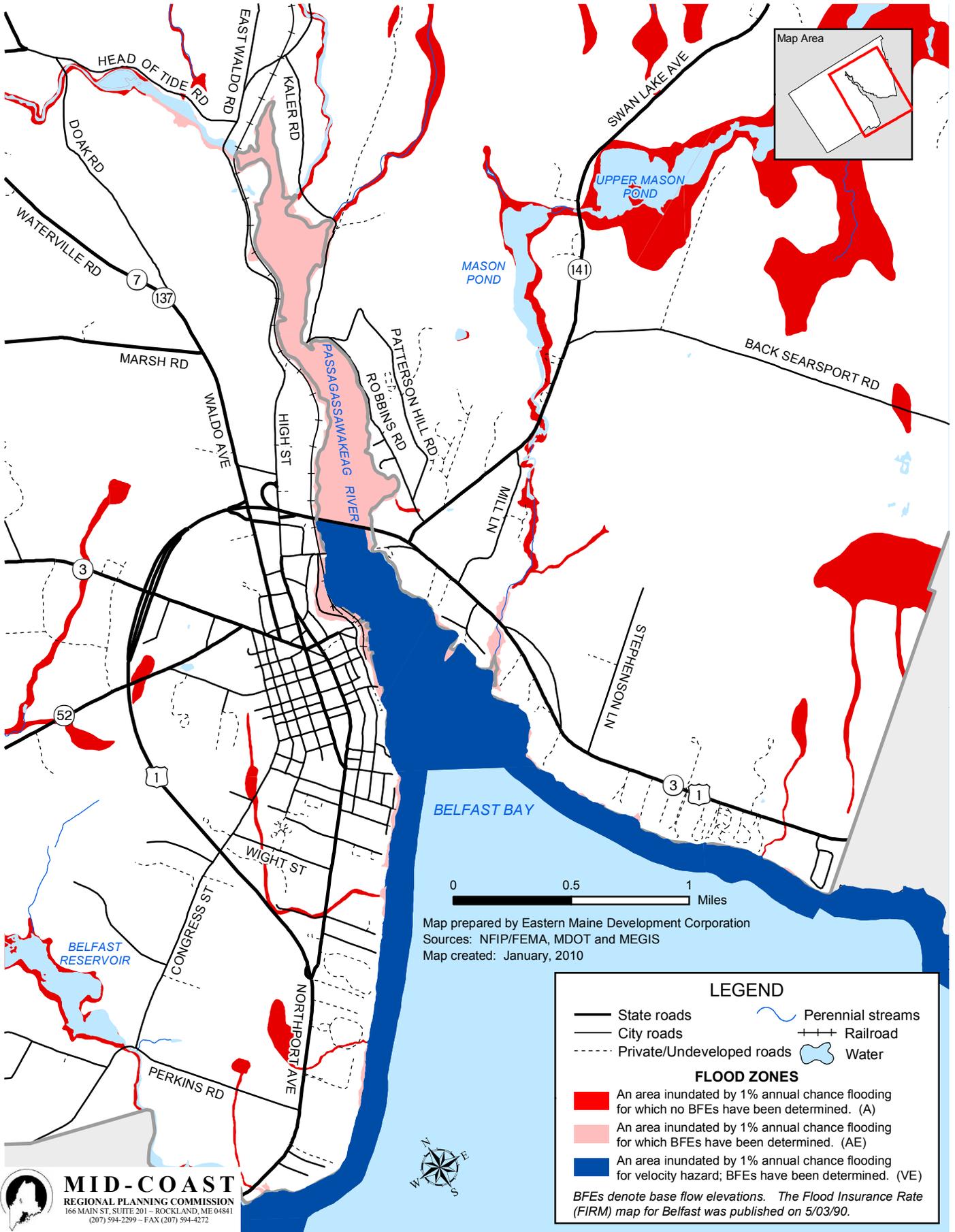
FLOOD ZONES

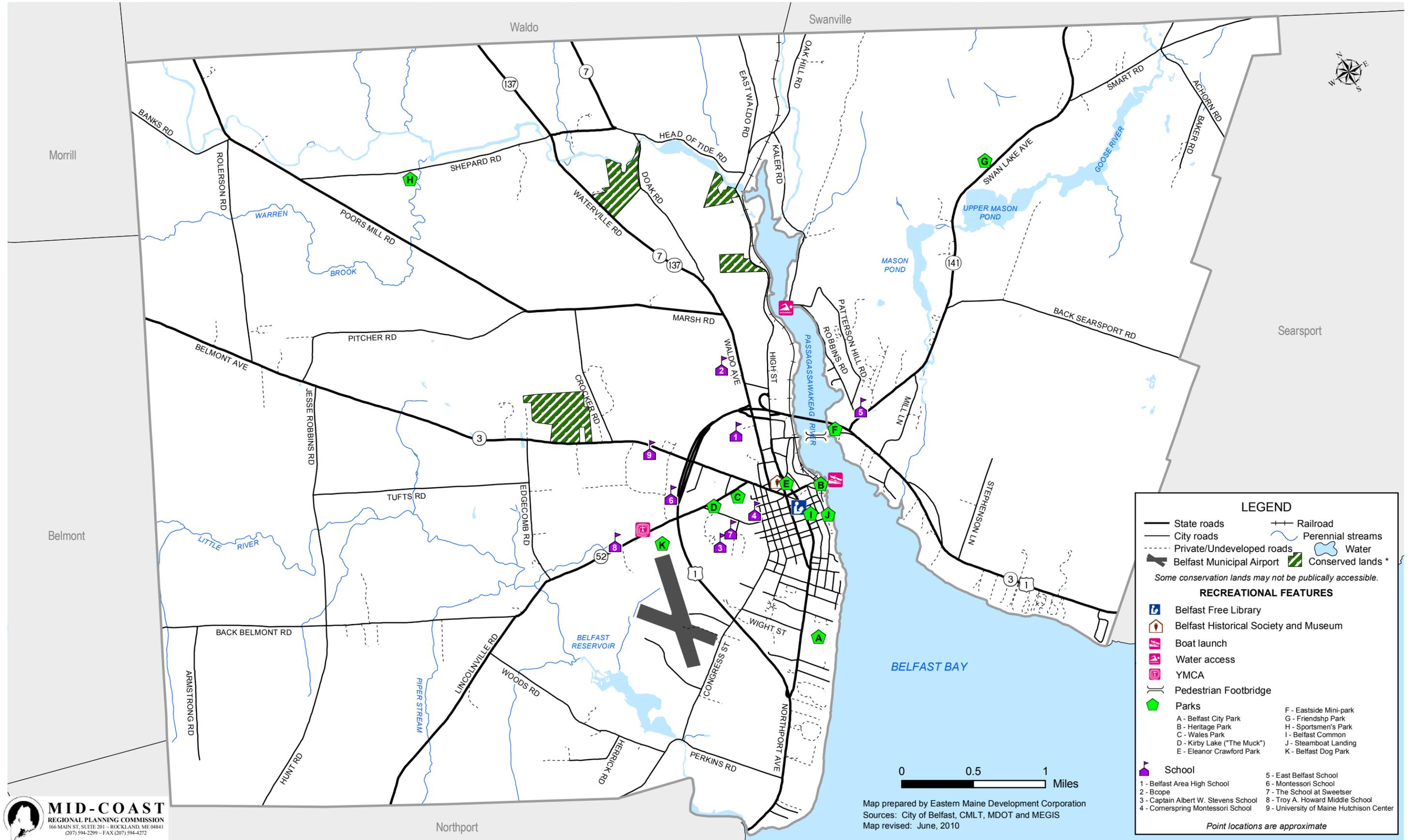
- An area inundated by 1% annual chance flooding for which no BFEs have been determined. (A)
- An area inundated by 1% annual chance flooding for which BFEs have been determined. (AE)
- An area inundated by 1% annual chance flooding for velocity hazard; BFEs have been determined. (VE)

BFEs denote base flow elevations. The Flood Insurance Rate (FIRM) map for Belfast was published on 5/03/90.

Belfast Comprehensive Plan

Flood Zones (Downtown)





LEGEND

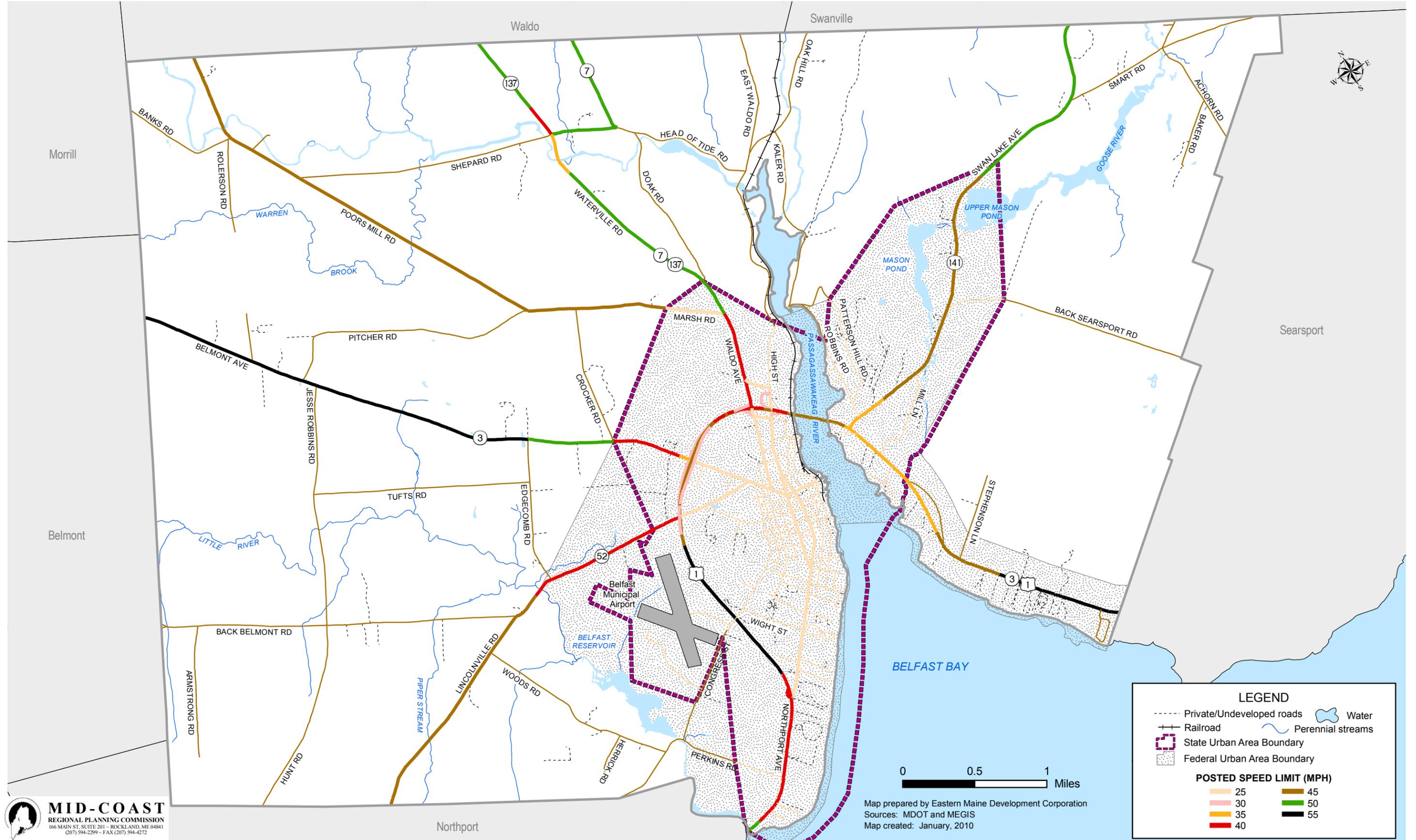
- State roads
- City roads
- - - Private/Undeveloped roads
- ✈ Belfast Municipal Airport
- +— Railroad
- ~ Perennial streams
- ☪ Water
- ▨ Conserved lands *

Some conservation lands may not be publically accessible.

RECREATIONAL FEATURES

- 📖 Belfast Free Library
- 🏠 Belfast Historical Society and Museum
- 🚤 Boat launch
- 🌊 Water access
- 🏠 YMCA
- 🚶 Pedestrian Footbridge
- 🌳 Parks
 - A - Belfast City Park
 - F - Eastside Mini-park
 - B - Heritage Park
 - G - Friendship Park
 - C - Wales Park
 - H - Sportsmen's Park
 - D - Kirby Lake ("The Muck")
 - I - Belfast Common
 - E - Eleanor Crawford Park
 - J - Steamboat Landing
 - K - Belfast Dog Park
- 🎓 School
 - 1 - Belfast Area High School
 - 5 - East Belfast School
 - 2 - Bcope
 - 6 - Montessori School
 - 3 - Captain Albert W. Stevens School
 - 7 - The School at Sweetser
 - 4 - Cornerspring Montessori School
 - 8 - Troy A. Howard Middle School
 - 9 - University of Maine Hutchison Center

Point locations are approximate



LEGEND

- Private/Undeveloped roads
- ++ Railroad
- State Urban Area Boundary
- Federal Urban Area Boundary
- Water
- Perennial streams

POSTED SPEED LIMIT (MPH)

25	45
30	50
35	55
40	

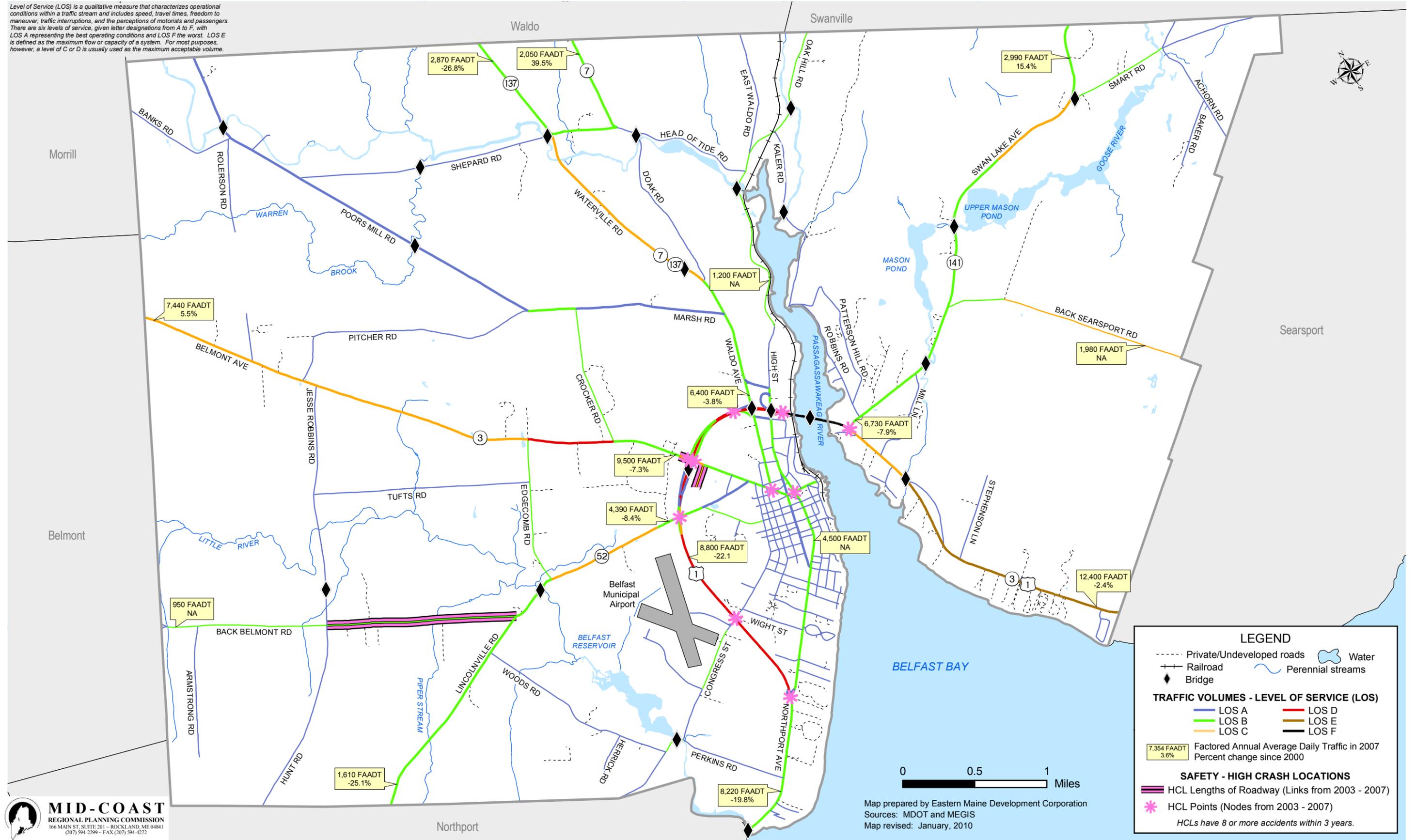
0 0.5 1 Miles

Map prepared by Eastern Maine Development Corporation
 Sources: MDOT and MEGIS
 Map created: January, 2010

Belfast Comprehensive Plan

Transportation Network

Level of Service (LOS) is a qualitative measure that characterizes operational conditions within a traffic stream and includes speed, travel times, freedom to maneuver, traffic interruptions, and the perceptions of motorists and passengers. There are six levels of service, given letter designations from A to F, with LOS A representing the best operating conditions and LOS F the worst. LOS E is defined as the maximum flow or capacity of a system. For most purposes, however, a level of C or D is usually used as the maximum acceptable volume.



LEGEND

- Private/Undeveloped roads
- Railroad
- Bridge
- Water
- Perennial streams

TRAFFIC VOLUMES - LEVEL OF SERVICE (LOS)

- LOS A
- LOS B
- LOS C
- LOS D
- LOS E
- LOS F

7,354 FAADT 3.6%
Factored Annual Average Daily Traffic in 2007
Percent change since 2000

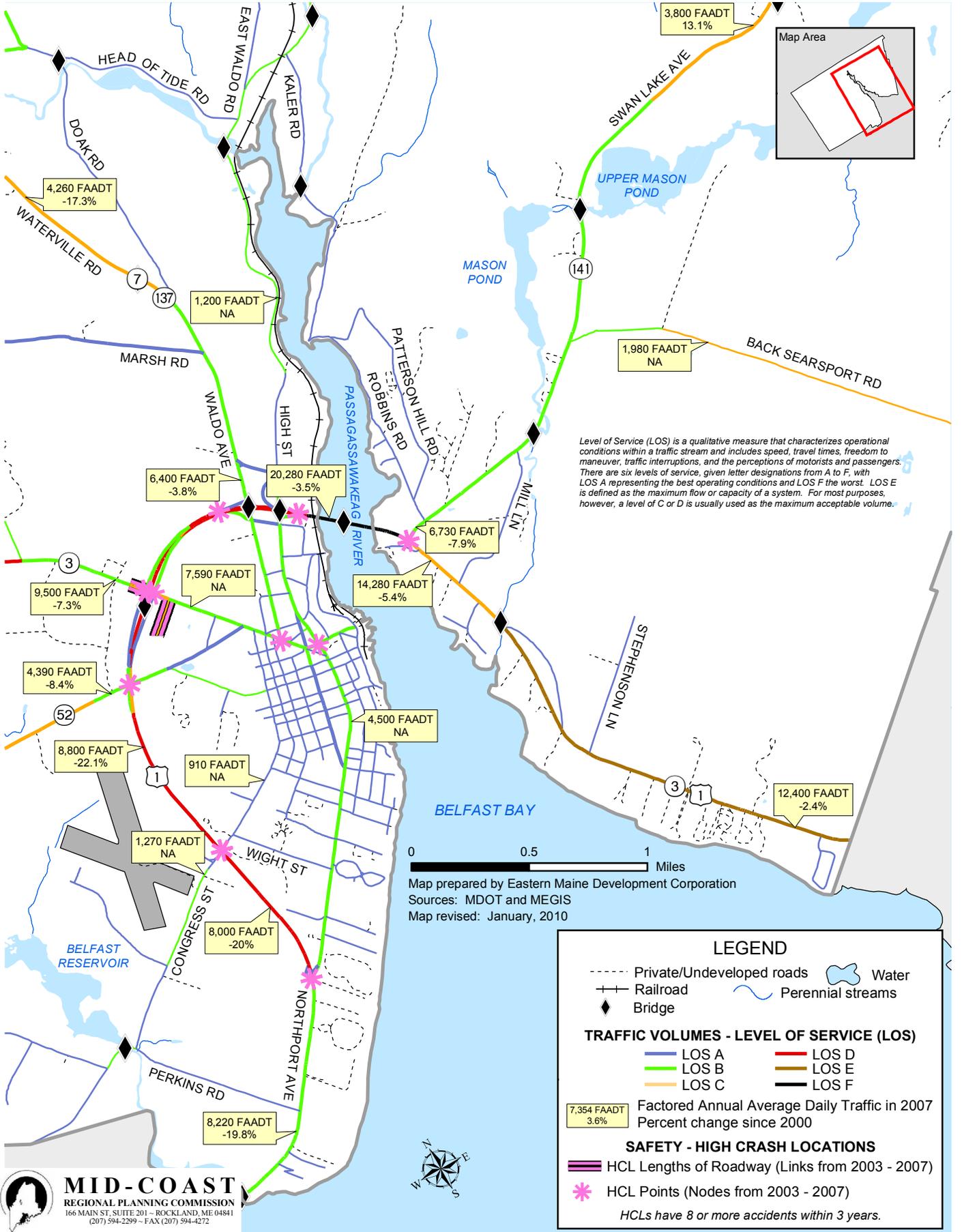
SAFETY - HIGH CRASH LOCATIONS

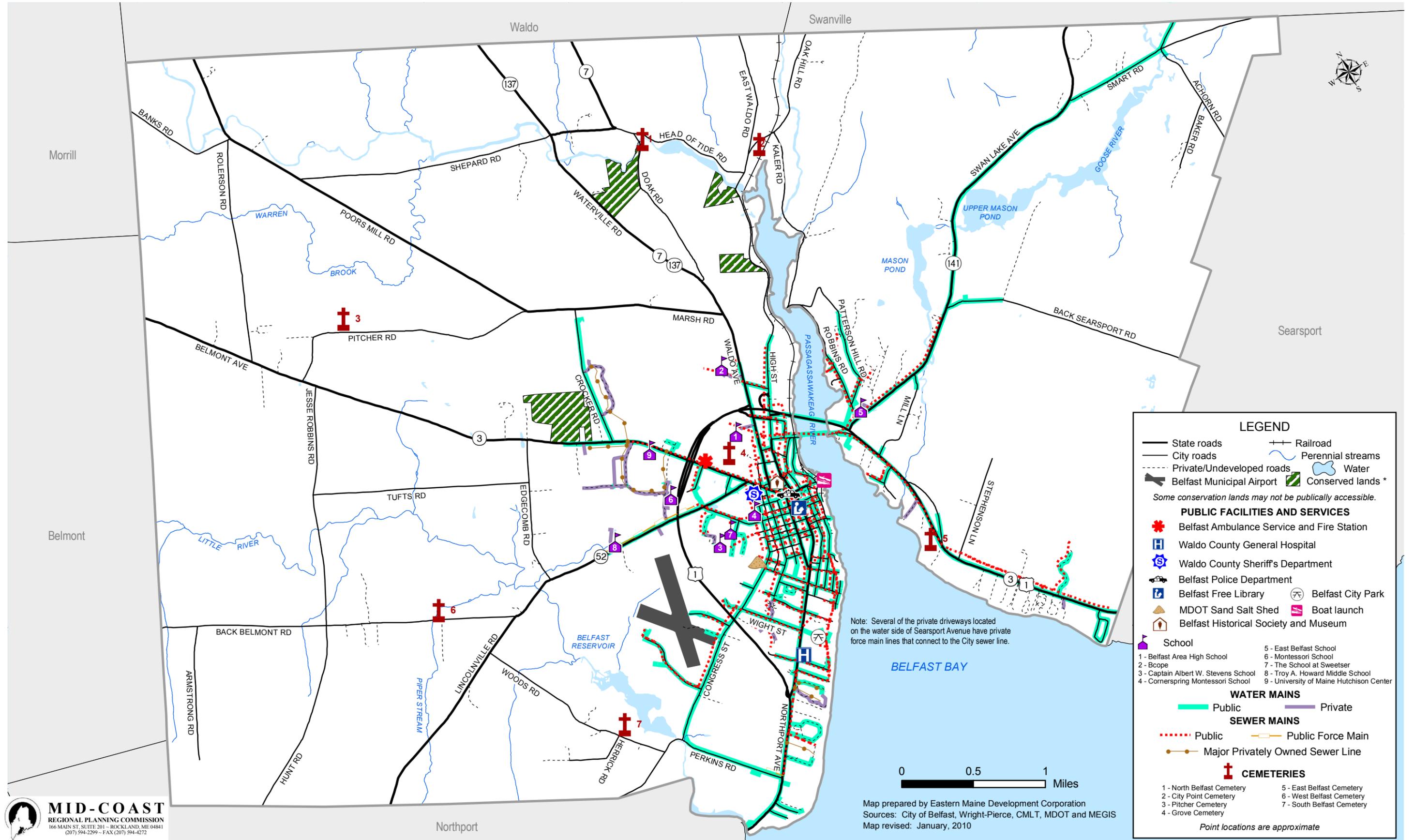
- HCL Lengths of Roadway (Links from 2003 - 2007)
- HCL Points (Nodes from 2003 - 2007)

HCLs have 8 or more accidents within 3 years.

Belfast Comprehensive Plan

Transportation Network (Downtown)





Belfast Comprehensive Plan

Public Facilities and Services (Downtown)

