

TOWN OF ORRINGTON

STRATEGIC ECONOMIC DEVELOPMENT PLAN



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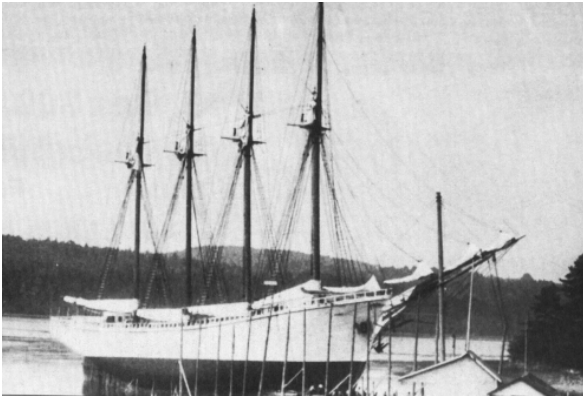
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SECTION 1: INTRODUCTION

1.1 Introduction and Purpose



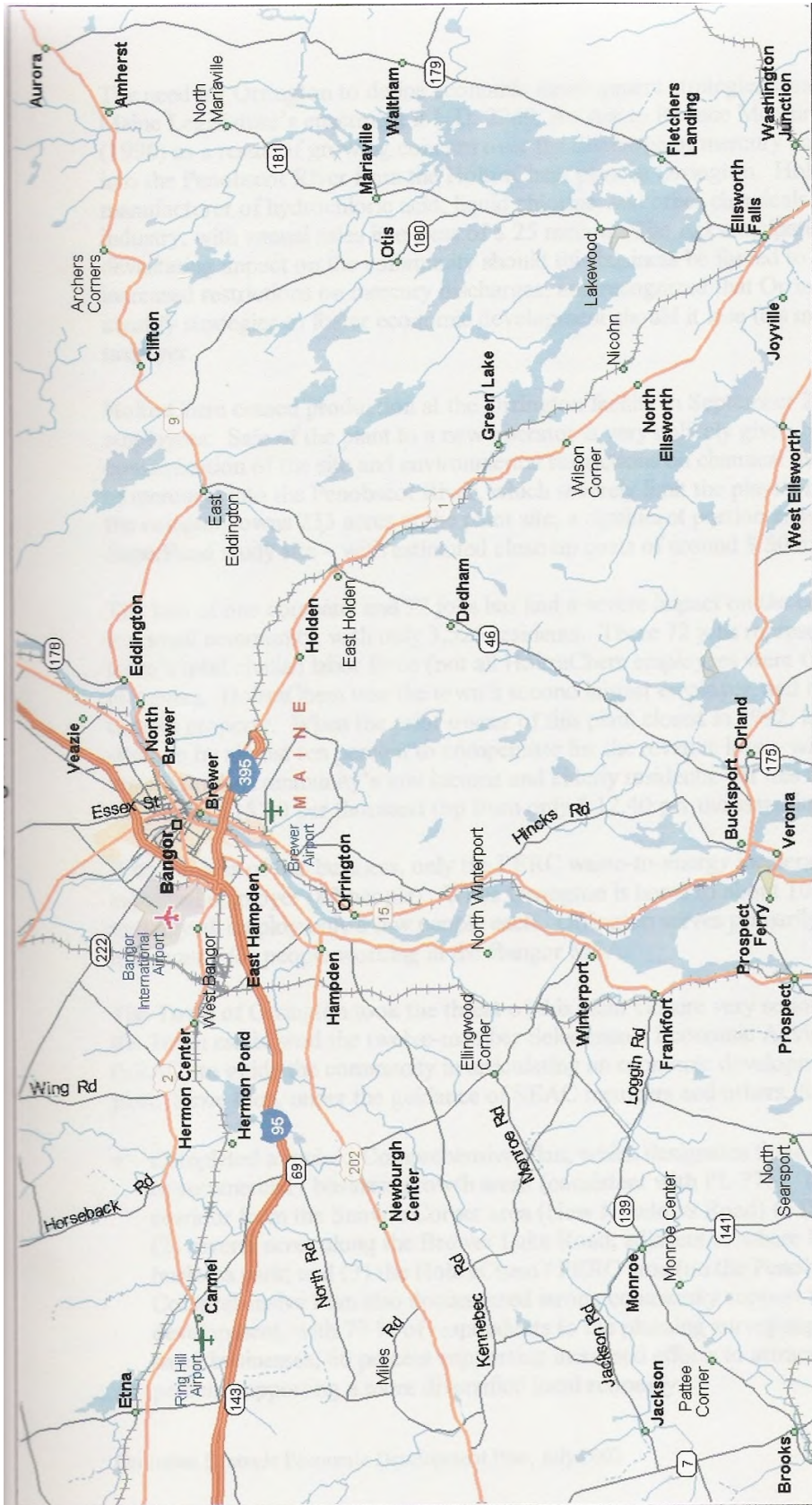
The Town of Orrington is located at the southern border of Penobscot County, between Brewer and Bucksport (see Map 1, next page). Orrington was incorporated in 1788, and originally encompassed the neighboring towns of Brewer and Holden. The town is close to Interstates 395 and 95, the Bangor International Airport, and several rail facilities. The major transportation link through Orrington is US Route 15 (the River Road).



Orrington is bordered to the east by the Penobscot River, and for much of its history was a shipping and ship building community. Shown at left is the 189-foot, four-masted schooner *James E. Coburn*, built at the Boston & Penobscot Shipbuilding Company yard on Mill Creek, South Orrington, in 1919. Below, workers load ice cut from the Penobscot River onto wagons. Orrington ice was shipped as far away as the British West Indies.

Orrington is one of 13 communities comprising the Bangor Metropolitan Statistical Area (MSA), and thus is part of a larger regional economy. Changes in the fortunes of the region directly affect the economy of Orrington. At the same time, however, Orrington's residents and citizens recognize that the community can do a great deal to shape its own economic future. The purpose of this Strategic Economic Development Plan is to provide a "road map" for the community's economic development efforts.





The need for Orrington to define economic development strategies was triggered by the Maine Legislature's enactment of L.D. 2269, An Act to Reduce Mercury Use and Emissions (1998) as a result of growing concern over the discharge of mercury and other contaminants into the Penobscot River from the HoltraChem plant in Orrington. HoltraChem was a manufacturer of hydrochloric acid, liquid chlorine, and other chemicals supplying the paper industry, with annual sales in excess of \$ 25 million. The Act anticipated the potentially devastating impact on the community should this business be forced to close as a result of increased restrictions on mercury discharges, and recognized that Orrington would need to identify strategies to foster economic development should it lose this major employer and taxpayer.

HoltraChem ceased production at the Orrington facility in September 2000, terminating 72 employees. Sale of the plant to a new operator is very unlikely given both the existing contamination of the site and environmental restrictions on chemical discharge (particularly of mercury) into the Penobscot River, which severely limit the plant's reuse potential. While the company owns 233 acres at the plant site, a significant portion is designated as a SuperFund study site – with estimated clean up costs of around \$ 50 million.

The loss of one company and 72 jobs has had a severe impact on the community. Orrington is a small community, with only 3,526 residents. These 72 jobs represent about 4 % of the town's total civilian labor force (not all HoltraChem employees were Orrington residents, however). HoltraChem was the town's second largest employer, and the town's largest taxable property. When the prior owner of this plant closed in 1992, local property taxes went up by almost ten percent to compensate for the revenue loss – with a significant adverse impact on the community's low income and elderly residents. At this time, the mill rate has climbed to \$15.20 per thousand (up from only \$ 12.40 per thousand in 1996).

With the loss of this business, only the PERC waste-to-energy incinerator remains as an industrial employer (82 people). While Orrington is home to about 100 small businesses, virtually all employ only a few people each. Orrington serves primarily as a bedroom community for people working in the Bangor MSA.

The Town of Orrington took the threat of this plant closure very seriously. In May of 1998, the Town established the twelve-member Selectmen's Economic Advisory Committee (SEAC) to guide the community in articulating an economic development strategy and action plan. Since then, under the guidance of SEAC members and others, the town:

- Completed a revised Comprehensive Plan, which designates three sections of Orrington as commercial / business growth areas (consistent with PL 776): (1) the Route 15 corridor from the Snow's Corner area (New Meadows Road) to the Brewer town line; (2) several acres along the Brewer Lake Road, adjacent to where Brewer is developing a business park; and (3) the HoltraChem / PERC area (on the Penobscot River). The Comprehensive Plan also documented strong community support for economic development, with 73 % of respondents to the planning survey supporting growth in small businesses, 60 percent supporting increased efforts to attract new business, and 52 percent supporting a more diversified local economy.

- Completed planning for and secured funding for installation of water and sewer service along Route 15, from the so-called “Presidents Streets” (near the Brewer line) to Snow’s Corner, in conjunction with MDOT’s plans to rebuild this stretch of road. This project will provide essential infrastructure to the newly expanded commercial / business zone, and is expected to be completed by 2002. The Town’s eventual goal is to have water and sewer service along Route 15 all the way to the HoltraChem / PERC industrial area.
- Completed a comprehensive appraisal of the vacant North Orrington School property on Route 15, determining that deferred maintenance over the years made the building unusable for municipal purposes without extensive repairs. The town subsequently sold the property to a religious group for use as a non-profit services center.

Through these initial efforts, the community recognized that a more carefully orchestrated process was needed in order to:

- Assess the viability of various economic development strategies
- Prioritize development options
- Prepare an action plan for implementation of specific strategies

In February of 2001, therefore, the Town of Orrington applied to the Maine Department of Economic and Community Development (DECD) for CDBG Community Planning Grant funds to address these needs. Orrington was awarded \$ 10,000 for this purpose, and in the spring of 2001 issued a Request for Proposals (RFP) to secure the services of a consultant to provide specific technical expertise to the Selectmen’s Economic Advisory Committee (SEAC) in the development of a strategic economic development plan. The Town subsequently selected Ron Harriman Associates of Bangor to provide those services.

1.2 Scope of Study



The Town of Orrington’s proposal to DECD identified six questions that were deemed to be critical to the strategy development process:

- (1) How can the community most effectively facilitate commercial development in the North Orrington commercial zone? How should the community approach issues like the revision of zoning ordinances, improvements to traffic and pedestrian access, reuse of the North Orrington School site (if the property is not salable for commercial uses), provision of 3-phase electric power and other utilities, and so forth in a way that fosters development while preserving the rural aesthetics of the area?

- (2) What options does the community have for streamlining its permitting processes to facilitate business development? How might the Town use tax incentives and similar vehicles to stimulate business investment in the community?
- (3) What are the comparative costs and benefits from collaborating with Brewer in development of a business park in the Brewer Lake / Green Point Road area? Is there sufficient market demand for additional commercial space in this region to support such a development?
- (4) What competitive advantages does Orrington have in attracting businesses to locate in the community? What disadvantages and barriers exist, and how can these be overcome? How can the community target compatible businesses, especially for the North Orrington commercial zone? What are the potential advantages and disadvantages to the Town of Orrington from participation in the Bangor Area Marketing Coalition?
- (5) What expansion / growth plans do existing commercial enterprises in Orrington have? What resources (capital, space, technical assistance, employee training, technology, etc.) do they need to implement their expansion plans? What options does the community have for supporting the growth and expansion of these small businesses?
- (6) How might Orrington be able to assist local merchants in capturing a higher proportion of local retail sales?

Together these questions defined the overall scope of the study undertaken by the Selectmen's Economic Advisory Committee. During the course of the Committee's research and deliberations, however, a number of other critical areas were identified and are discussed in this document.

1.3 Methodology



To complete this study, the Committee and personnel from Ron Harriman Associates undertook the following steps:

- Conducted a survey of existing businesses to identify growth plans and related needs, as well as preferences for local economic development.
- Compiled data on retail sales and trade area capture rates.

- Conducted a survey of residents to map regional shopping patterns and identify potential niches for expansion of local retail sales, as well as preferences for local economic development.
- Conducted focus groups to assess options for assisting business growth and economic development.
- Assessed demand for additional business park space in the region. Assessed the costs and benefits of business park development in Brewer Lake area.
- Assessed options for use of Tax Increment Financing (TIF) to foster business growth and attraction.
- Assessed options for fostering development of the North Orrington commercial zone.
- Assessed Orrington's competitive advantages and barriers for business attraction.

1.4 Plan of the Report



The next section of this report details the findings of this study, ranging from the community's demographics to retail sales patterns, critical infrastructure issues, and resident and business preferences for economic development activities. The third section outlines a set of core economic development strategies for the community, based on the data presented in Section 2, and presents an Action Plan that identifies specific action steps, timetables, and responsibilities for implementation of each strategy. A wealth of supporting materials are presented as appendices (bound separately).

SECTION 2: LOCAL AND REGIONAL ECONOMY

2.1 Population Characteristics



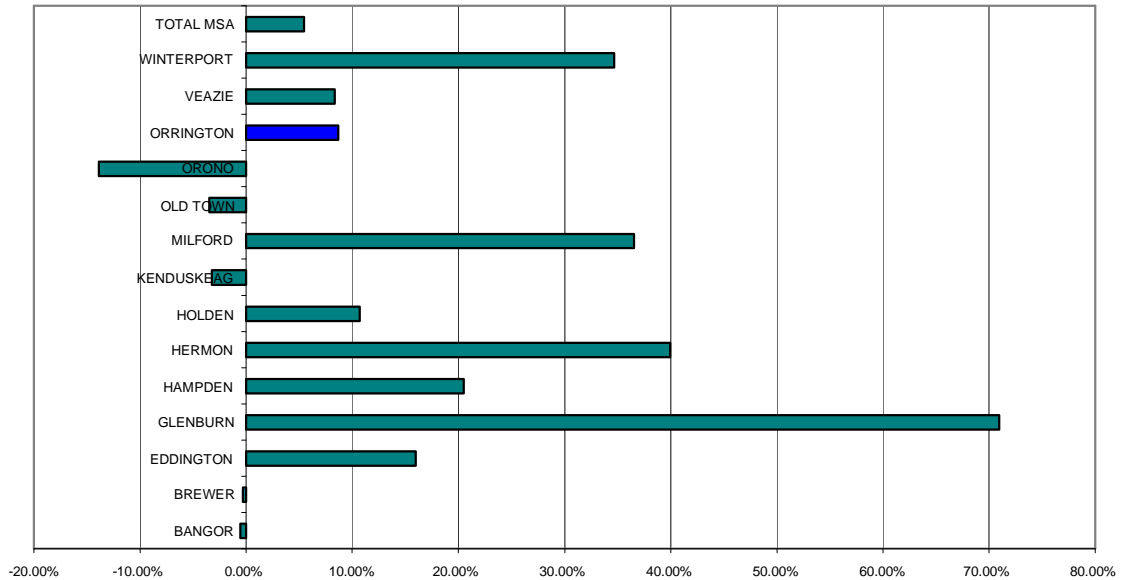
Population Trends

As Table 1 reveals, Orrington experienced an 8.69% population growth from 1980-2000, most of which (6.56%) occurred between 1990-2000. This growth is notable when compared to Bangor and Brewer, which lost population at -5.15% and -0.38% respectively, as did the total Bangor MSA (-0.93%) and Penobscot County (-1.15%) for the same period. Figure 1 portrays these relative changes in population, and reveals that Orrington's growth was modest when compared to Glenburn, Hermon, Milford, and Winterport.

TABLE 1: POPULATION CHANGE, BANGOR MSA, 1980 - 2000

Town	POPULATION COUNTS			NUMERICAL GROWTH			PERCENT CHANGE		
	1980	1990	2000	1980-90	1990-2000	1980-2000	1980-90	1990-2000	1980-2000
BANGOR	31,643	33,181	31,473	1,538	-1,708	-170	4.86%	-5.15%	-0.54%
BREWER	9,017	9,021	8,987	4	-34	-30	0.04%	-0.38%	-0.33%
EDDINGTON	1,769	1,947	2,052	178	105	283	10.06%	5.39%	16.00%
GLENBURN	2,319	3,198	3,964	879	766	1,645	37.90%	23.95%	70.94%
HAMPDEN	5,250	5,974	6,327	724	353	1,077	13.79%	5.91%	20.51%
HERMON	3,170	3,755	4,437	585	682	1,267	18.45%	18.16%	39.97%
HOLDEN	2,554	2,952	2,827	398	-125	273	15.58%	-4.23%	10.69%
KENDUSKEAG	1,210	1,234	1,171	24	-63	-39	1.98%	-5.11%	-3.22%
MILFORD	2,160	2,884	2,950	724	66	790	33.52%	2.29%	36.57%
OLD TOWN	8,422	8,317	8,130	-105	-187	-292	-1.25%	-2.25%	-3.47%
ORONO	10,578	10,573	9,112	-5	-1,461	-1,466	-0.05%	-13.82%	-13.86%
ORRINGTON	3,244	3,309	3,526	65	217	282	2.00%	6.56%	8.69%
VEAZIE	1,610	1,633	1,744	23	111	134	1.43%	6.80%	8.32%
WINTERPORT	2,675	3,175	3,602	500	427	927	18.69%	13.45%	34.65%
TOTAL BANGOR MSA	85,621	91,153	90,302	5,532	-851	4,681	6.46%	-0.93%	5.47%
PENOBSCOT COUNTY	137,015	146,601	144,919	9,586	-1,682	7,904	7.00%	-1.15%	5.77%
STATE OF MAINE	1,124,660	1,227,928	1,274,923	103,268	46,995	150,263	9.18%	3.83%	13.36%

FIGURE 1: PERCENT CHANGE IN POPULATION, BANGOR MSA, 1980 - 2000

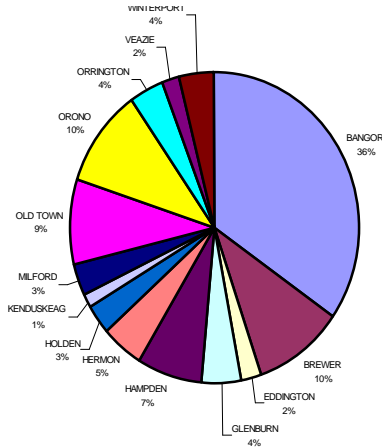


Orrington accounts for 3.9 % of the Bangor MSA population in 2000. This puts Orrington in roughly the same size class as Glenburn, Hermon Holden, Milford, and Winterport, each of which accounts for between 3 % and 5 % of the Bangor MSA population. Bangor, the central city, has over about 35 percent of the population (down from 37 % in 1980), and Brewer is home to one in ten of the area’s residents (see Table 2 and Figure 2).

TABLE 2: TOWNS AS PERCENT OF POPULATION, BANGOR MSA, 1980 – 2000

Town	1980		1990		2000	
	#	PERCENT OF MSA	#	PERCENT OF MSA	#	PERCENT OF MSA
BANGOR	31,643	36.96%	33,181	36.40%	31,473	34.85%
BREWER	9,017	10.53%	9,021	9.90%	8,987	9.95%
EDDINGTON	1,769	2.07%	1,947	2.14%	2,052	2.27%
GLENBURN	2,319	2.71%	3,198	3.51%	3,964	4.39%
HAMPDEN	5,250	6.13%	5,974	6.55%	6,327	7.01%
HERMON	3,170	3.70%	3,755	4.12%	4,437	4.91%
HOLDEN	2,554	2.98%	2,952	3.24%	2,827	3.13%
KENDUSKEAG	1,210	1.41%	1,234	1.35%	1,171	1.30%
MILFORD	2,160	2.52%	2,884	3.16%	2,950	3.27%
OLD TOWN	8,422	9.84%	8,317	9.12%	8,130	9.00%
ORONO	10,578	12.35%	10,573	11.60%	9,112	10.09%
ORRINGTON	3,244	3.79%	3,309	3.63%	3,526	3.90%
VEAZIE	1,610	1.88%	1,633	1.79%	1,744	1.93%
WINTERPORT	2,675	3.12%	3,175	3.48%	3,602	3.99%
BANGOR MSA	85,621	100.00%	91,153	100.00%	90,302	100.00%

FIGURE 2: PERCENT OF BANGOR MSA POPULATION, 2000



Components of Population Change

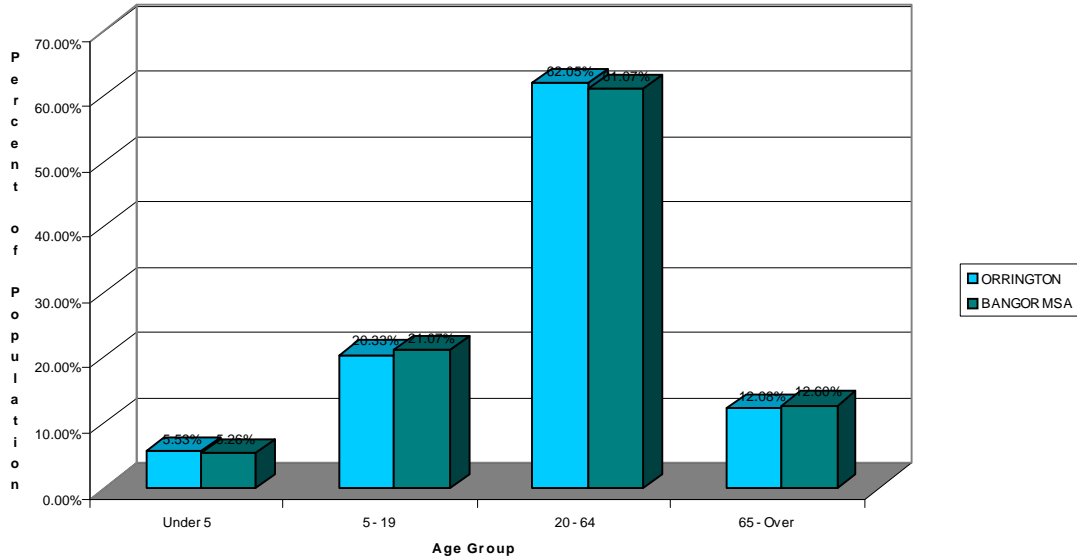
The distribution of Orrington’s population by age group is comparable to the total Bangor MSA distribution for 2000, and especially in the 20-64 age range (primary workforce age) with 62.05% and 61.07%, respectively (see Table 3 and Figure 3). Local variation in the population percentages in this age range in the Bangor MSA is between 58.83% (Veazie) and 64.65% (Kenduskeag).

Orrington has a somewhat larger share of its population in the Over 65 age group (at 12.1 %) than most of the communities of similar size (Glenburn, Hermon Holden, Milford, and Winterport). Conversely, these towns have a larger share of residents of school age (5 – 19).

TABLE 3: POPULATION BY AGE GROUPS, BANGOR MSA, 2000

Town	Under 5	5 - 19	20 - 64	65 - Over	Total	Under 5	5 - 19	20 - 64	65 - Over	Total
BANGOR	1,805	6,017	19,220	4,431	31,473	5.74%	19.12%	61.07%	14.08%	100.00%
BREWER	493	1,704	5,292	1,498	8,987	5.49%	18.96%	58.89%	16.67%	100.00%
EDDINGTON	99	409	1,277	267	2,052	4.82%	19.93%	62.23%	13.01%	100.00%
GLENBURN	214	942	2,496	312	3,964	5.40%	23.76%	62.97%	7.87%	100.00%
HAMPDEN	351	1,511	3,787	678	6,327	5.55%	23.88%	59.85%	10.72%	100.00%
HERMON	256	1,043	2,698	440	4,437	5.77%	23.51%	60.81%	9.92%	100.00%
HOLDEN	154	572	1,790	311	2,827	5.45%	20.23%	63.32%	11.00%	100.00%
KENDUSKEAG	65	231	757	118	1,171	5.55%	19.73%	64.65%	10.08%	100.00%
MILFORD	153	614	1,863	320	2,950	5.19%	20.81%	63.15%	10.85%	100.00%
OLD TOWN	404	1,556	5,043	1,127	8,130	4.97%	19.14%	62.03%	13.86%	100.00%
ORONO	262	2,496	5,507	847	9,112	2.88%	27.39%	60.44%	9.30%	100.00%
ORRINGTON	195	717	2,188	426	3,526	5.53%	20.33%	62.05%	12.08%	100.00%
VEAZIE	95	369	1,026	254	1,744	5.45%	21.16%	58.83%	14.56%	100.00%
WINTERPORT	200	845	2,204	353	3,602	5.55%	23.46%	61.19%	9.80%	100.00%
TOTAL BANGOR MSA	4,746	19,026	55,148	11,382	90,302	5.26%	21.07%	61.07%	12.60%	100.00%
PENOBSCOT COUNTY	7,768	30,688	87,543	18,920	144,919	5.36%	21.18%	60.41%	13.06%	100.00%
STATE OF MAINE	70,726	264,759	756,036	183,402	1,274,923	5.55%	20.77%	59.30%	14.39%	100.00%

FIGURE 3: PERCENT OF POPULATION, BY AGE GROUP, ORRINGTON AND BANGOR MSA, 2000

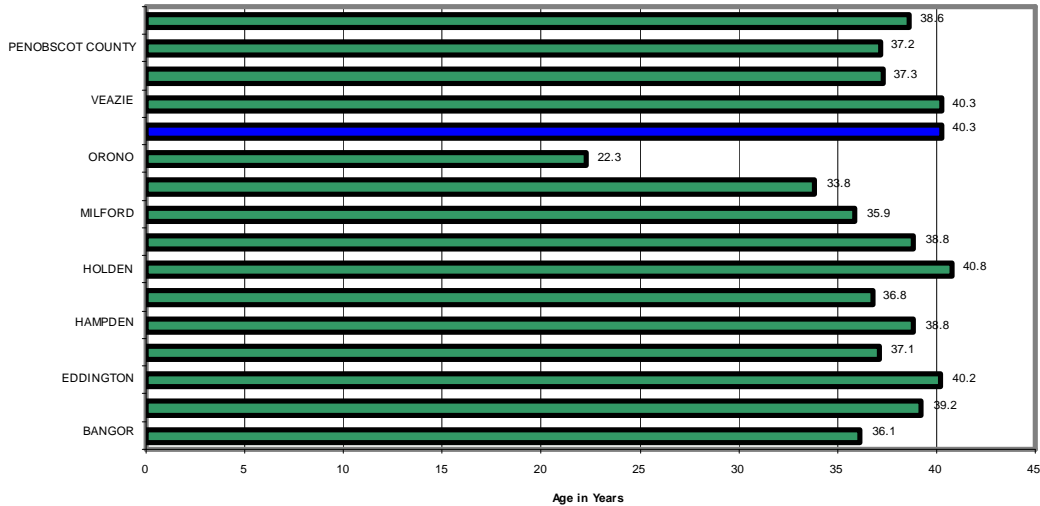


The median age of Orrington’s population in 2000 is 40.3 years, an increase in the age of 4.4 years since 1990. The median age for Orrington is 3.1 years older than the Penobscot County median and 1.7 years older than the State of Maine median age (See Table 4 and Figure 4).

TABLE 4: MEDIAN AGE OF POPULATION, BANGOR MSA, 1990 – 2000

Town	CHANGE		
	1990	2000	1990-2000
BANGOR	32.1	36.1	4.0
BREWER	35.2	39.2	4.0
EDDINGTON	35.2	40.2	5.0
GLENBURN	33.1	37.1	4.0
HAMPDEN	35.1	38.8	3.7
HERMON	33.9	36.8	2.9
HOLDEN	35.5	40.8	5.3
KENDUSKEAG	32.1	38.8	6.7
MILFORD	31.8	35.9	4.1
OLD TOWN	32.1	33.8	1.7
ORONO	21.5	22.3	0.8
ORRINGTON	35.9	40.3	4.4
VEAZIE	35.7	40.3	4.6
WINTERPORT	32.5	37.3	4.8
PENOBSCOT COUNTY	32.5	37.2	4.7
STATE OF MAINE	33.9	38.6	4.7

FIGURE 4: MEDIAN AGE OF POPULATION, 2000



Households and Household Characteristics

Orrington has experienced a 29.1% growth in households from 1980-2000, significantly greater than Bangor with 16.5% and Brewer with 18.1% growth rates (see Table 5 and Figure 5, next page). The Bangor MSA overall has 25 % more households now than two decades ago. Growth rates in the communities in Orrington’s size class, however, have been much higher (e.g., 99.9% in Glenburn, 66.6 % in Hermon, 61 % in Milford).

Importantly, rates of growth in the number of households have uniformly exceeded the population growth rates presented in Table 1 (above). This is due to the overall aging of the population (resulting in more single person households), increases in the divorce rate, and changes in family composition. Improved housing affordability has also played a role.

Orrington comprises 4% of the Bangor MSA households, as does Winterport and Glenburn, compared to Brewer’s 11% and Bangor’s 38% (see Table 6 and Figure 6). These proportions are roughly comparable to the population proportions presented above, and suggest that changes in the rate of household formation over the past two decades have been uniform throughout the Bangor MSA.

Some 74.7% of Orrington’s population is categorized as family households, with 64.3% as married and 7.1% as female head of household (Table 7). Orrington has the second highest percent of married households, second only to Hermon, and the lowest percent of households with a female head in the Bangor MSA. Comparatively, Orrington also has a significantly lower percentage of non-family households than does the total Bangor MSA, Penobscot County, and the state of Maine.

TABLE 5: CHANGE IN HOUSEHOLDS, BANGOR MSA, 1980 – 2000

Town	HOUSEHOLD COUNTS			NUMERICAL GROWTH			PERCENT CHANGE		
	1980	1990	2000	1980-90	1990-2000	1980-2000	1980-90	1990-2000	1980-2000
BANGOR	11,772	13,392	13,713	1,620	321	1,941	13.8%	2.4%	16.5%
BREWER	3,253	3,619	3,842	366	223	589	11.3%	6.2%	18.1%
EDDINGTON	586	740	825	154	85	239	26.3%	11.5%	40.8%
GLENBURN	740	1,101	1,479	361	378	739	48.8%	34.3%	99.9%
HAMPDEN	1,729	2,188	2,433	459	245	704	26.5%	11.2%	40.7%
HERMON	1,000	1,345	1,666	345	321	666	34.5%	23.9%	66.6%
HOLDEN	914	1,133	1,153	219	20	239	24.0%	1.8%	26.1%
KENDUSKEAG	389	437	470	48	33	81	12.3%	7.6%	20.8%
MILFORD	734	1,059	1,180	325	121	446	44.3%	11.4%	60.8%
OLD TOWN	3,087	3,276	3,426	189	150	339	6.1%	4.6%	11.0%
ORONO	2,173	2,453	2,691	280	238	518	12.9%	9.7%	23.8%
ORRINGTON	1,081	1,231	1,396	150	165	315	13.9%	13.4%	29.1%
VEAZIE	589	659	722	70	63	133	11.9%	9.6%	22.6%
WINTERPORT	902	1,117	1,379	215	262	477	23.8%	23.5%	52.9%
TOTAL BANGOR MSA	28,949	33,750	36,375	4,801	2,625	7,426	16.6%	7.8%	25.7%
PENOBSCOT COUNTY	45,974	54,063	58,096	8,089	4,033	12,122	17.6%	7.5%	26.4%
STATE OF MAINE	395,184	465,312	518,200	70,128	52,888	123,016	17.7%	11.4%	31.1%

FIGURE 5: PERCENT CHANGE IN HOUSEHOLDS, BANGOR MSA, 1980 – 2000

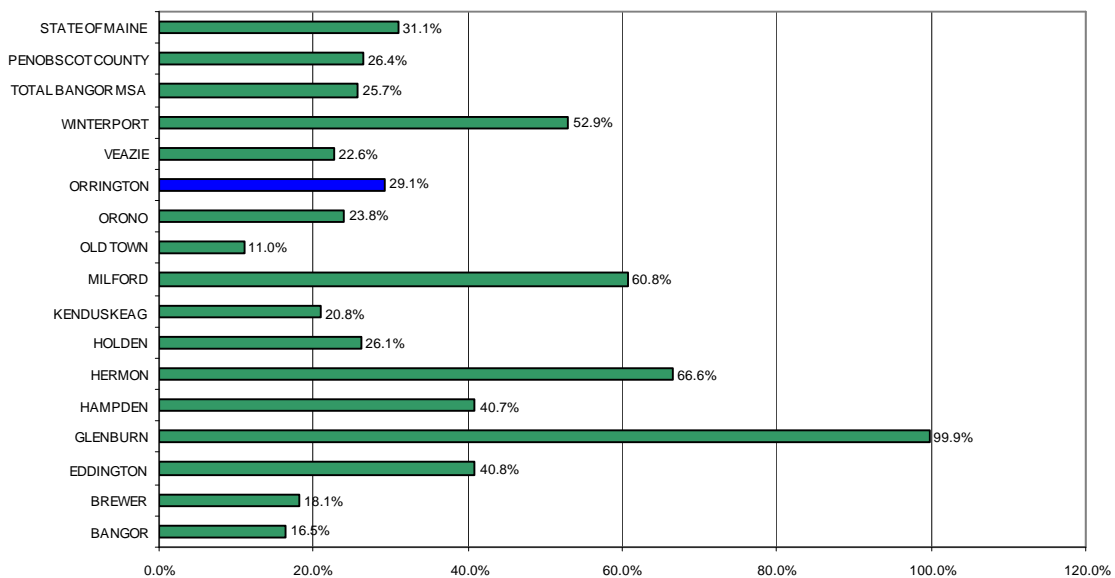


TABLE 6: MUNICIPALITIES AS PERCENT OF HOUSEHOLDS, BANGOR MSA, 1980 – 2000

Town	1980		1990		2000	
	#	PERCENT OF MSA	#	PERCENT OF MSA	#	PERCENT OF MSA
BANGOR	11,772	40.66%	13,392	39.68%	13,713	37.70%
BREWER	3,253	11.24%	3,619	10.72%	3,842	10.56%
EDDINGTON	586	2.02%	740	2.19%	825	2.27%
GLENBURN	740	2.56%	1,101	3.26%	1,479	4.07%
HAMPDEN	1,729	5.97%	2,188	6.48%	2,433	6.69%
HERMON	1,000	3.45%	1,345	3.99%	1,666	4.58%
HOLDEN	914	3.16%	1,133	3.36%	1,153	3.17%
KENDUSKEAG	389	1.34%	437	1.29%	470	1.29%
MILFORD	734	2.54%	1,059	3.14%	1,180	3.24%
OLD TOWN	3,087	10.66%	3,276	9.71%	3,426	9.42%
ORONO	2,173	7.51%	2,453	7.27%	2,691	7.40%
ORRINGTON	1,081	3.73%	1,231	3.65%	1,396	3.84%
VEAZIE	589	2.03%	659	1.95%	722	1.98%
WINTERPORT	902	3.12%	1,117	3.31%	1,379	3.79%
TOTAL BANGOR MSA	28,949	100.00%	33,750	100.00%	36,375	100.00%

FIGURE 6: PERCENT OF BANGOR MSA HOUSEHOLDS, 2000

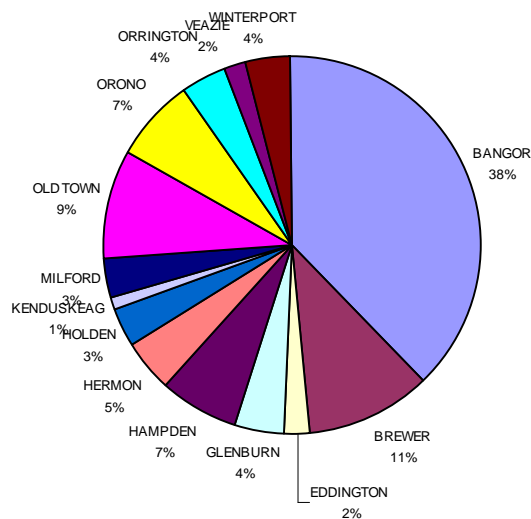
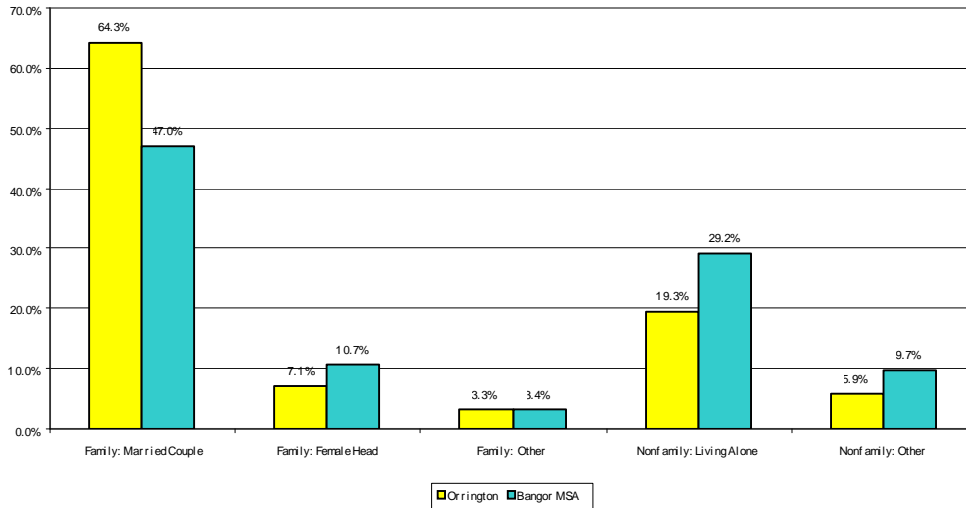


Table 7: Types of Households, Bangor MSA, 2000

Town	Family Households			Sub-Total	Nonfamily Households		Sub-Total	Total
	Married Couple	Female Head	Other		Living Alone	Other		
NUMBER								
BANGOR	4,942	1,757	480	7,179	5,153	1,381	6,534	13,713
BREWER	1,865	422	114	2,401	1,127	314	1,441	3,842
EDDINGTON	483	72	41	596	174	55	229	825
GLENBURN	934	152	52	1,138	237	104	341	1,479
HAMPDEN	1,500	233	69	1,802	491	140	631	2,433
HERMON	1,092	146	56	1,294	278	94	372	1,666
HOLDEN	702	85	39	826	261	66	327	1,153
KENDUSKEAG	264	44	22	330	98	42	140	470
MILFORD	645	109	44	798	256	126	382	1,180
OLD TOWN	1,530	345	119	1,994	996	436	1,432	3,426
ORONO	985	228	78	1,291	848	552	1,400	2,691
ORRINGTON	898	99	46	1,043	270	83	353	1,396
VEAZIE	394	82	19	495	174	53	227	722
WINTERPORT	857	130	48	1,035	258	86	344	1,379
TOTAL BANGOR MSA	17,091	3,904	1,227	22,222	10,621	3,532	14,153	36,375
PENOBSCOT COUNTY	29,913	5,733	2,167	37,813	15,517	4,766	20,283	58,096
STATE OF MAINE	272,152	49,022	19,511	340,685	139,969	37,546	177,515	518,200
PERCENT								
BANGOR	36.0%	12.8%	3.5%	52.4%	37.6%	10.1%	47.6%	100.0%
BREWER	48.5%	11.0%	3.0%	62.5%	29.3%	8.2%	37.5%	100.0%
EDDINGTON	58.5%	8.7%	5.0%	72.2%	21.1%	6.7%	27.8%	100.0%
GLENBURN	63.2%	10.3%	3.5%	76.9%	16.0%	7.0%	23.1%	100.0%
HAMPDEN	61.7%	9.6%	2.8%	74.1%	20.2%	5.8%	25.9%	100.0%
HERMON	65.5%	8.8%	3.4%	77.7%	16.7%	5.6%	22.3%	100.0%
HOLDEN	60.9%	7.4%	3.4%	71.6%	22.6%	5.7%	28.4%	100.0%
KENDUSKEAG	56.2%	9.4%	4.7%	70.2%	20.9%	8.9%	29.8%	100.0%
MILFORD	54.7%	9.2%	3.7%	67.6%	21.7%	10.7%	32.4%	100.0%
OLD TOWN	44.7%	10.1%	3.5%	58.2%	29.1%	12.7%	41.8%	100.0%
ORONO	36.6%	8.5%	2.9%	48.0%	31.5%	20.5%	52.0%	100.0%
ORRINGTON	64.3%	7.1%	3.3%	74.7%	19.3%	5.9%	25.3%	100.0%
VEAZIE	54.6%	11.4%	2.6%	68.6%	24.1%	7.3%	31.4%	100.0%
WINTERPORT	62.1%	9.4%	3.5%	75.1%	18.7%	6.2%	24.9%	100.0%
TOTAL BANGOR MSA	47.0%	10.7%	3.4%	61.1%	29.2%	9.7%	38.9%	100.0%
PENOBSCOT COUNTY	51.5%	9.9%	3.7%	65.1%	26.7%	8.2%	34.9%	100.0%
STATE OF MAINE	52.5%	9.5%	3.8%	65.7%	27.0%	7.2%	34.3%	100.0%

FIGURE 7: HOUSEHOLD COMPOSITION, BANGOR MSA, 2000

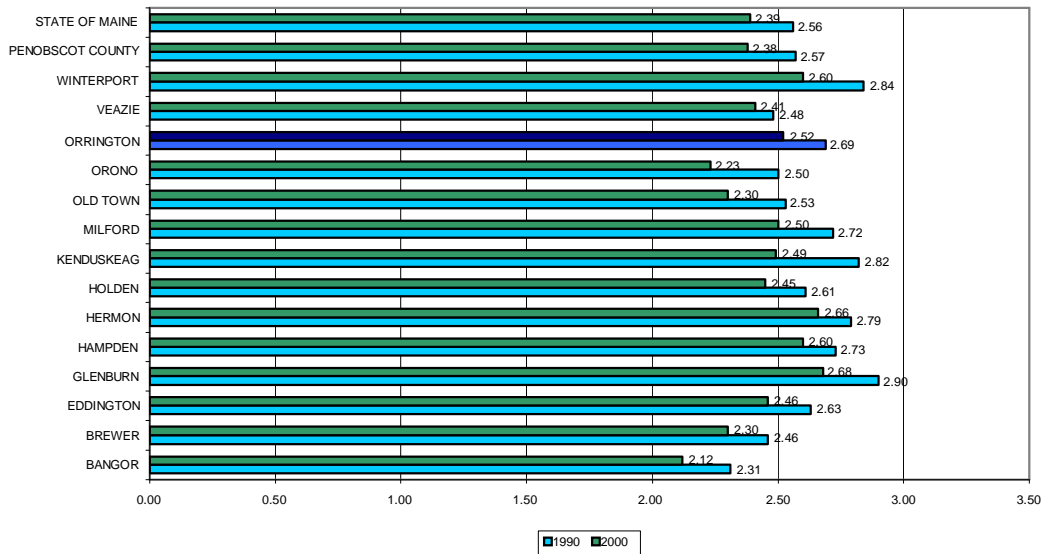


Consistently, in every municipality in the Bangor MSA, both the average household size and the average family size decreased from 1990-2000; Orrington’s decreases are calculated as – 0.17% in household size and –0.16% in family size, respectively. These decreases are somewhat smaller than those evident in towns of similar size (Glenburn, Hermon, Holden, Milford, and Winterport), but the differences probably are a function of the smaller population growth in Orrington during this period) see Table 8 and Figure 8)

TABLE 8: AVERAGE FAMILY AND HOUSEHOLD SIZE, BANGOR MSA, 2000

Town	AVERAGE HOUSHOLD SIZE			AVERAGE FAMILY SIZE		
	1990	2000	CHANGE 1990-2000	1990	2000	CHANGE 1990-2000
BANGOR	2.31	2.12	-0.19	2.91	2.81	-0.10
BREWER	2.46	2.30	-0.16	2.93	2.86	-0.07
EDDINGTON	2.63	2.46	-0.17	2.93	2.84	-0.09
GLENBURN	2.90	2.68	-0.22	3.21	2.97	-0.24
HAMPDEN	2.73	2.60	-0.13	3.10	3.01	-0.09
HERMON	2.79	2.66	-0.13	3.07	2.98	-0.09
HOLDEN	2.61	2.45	-0.16	2.99	2.88	-0.11
KENDUSKEAG	2.82	2.49	-0.33	3.09	2.87	-0.22
MILFORD	2.72	2.50	-0.22	3.13	2.93	-0.20
OLD TOWN	2.53	2.30	-0.23	2.98	2.83	-0.15
ORONO	2.50	2.23	-0.27	2.93	2.81	-0.12
ORRINGTON	2.69	2.52	-0.17	3.05	2.89	-0.16
VEAZIE	2.48	2.41	-0.07	2.91	2.85	-0.06
WINTERPORT	2.84	2.60	-0.24	3.17	2.96	-0.21
PENOBSCOT COUNTY	2.57	2.38	-0.19	3.02	2.88	-0.14

FIGURE 8: AVERAGE HOUSEHOLD SIZE, BY TOWN, 1990 AND 2000



Income and Poverty

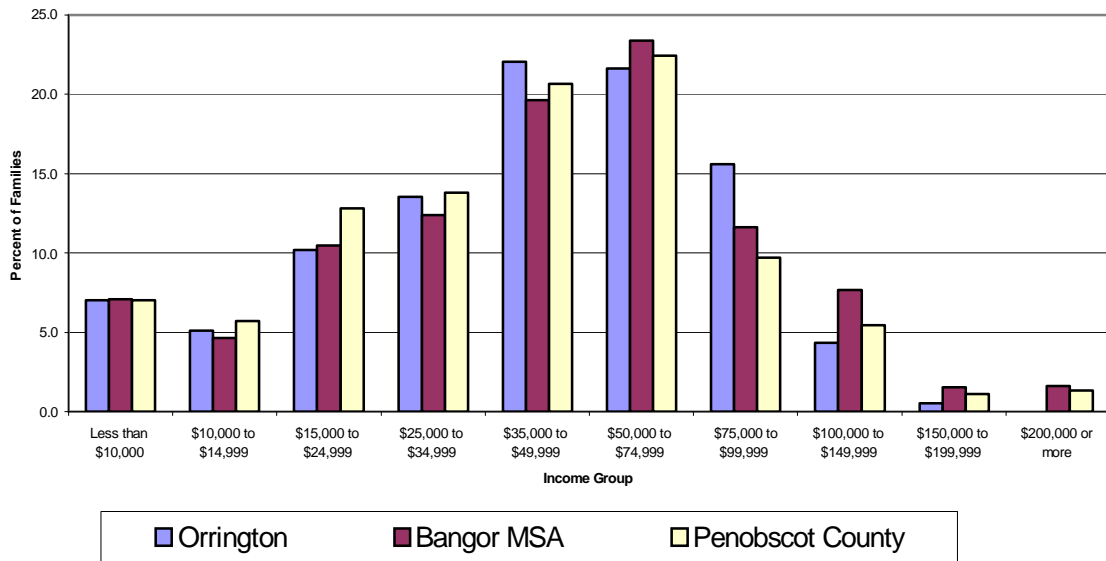
In 2000, the per capita income for Orrington residents was \$19,290, or 108.4 percent of the per capita income for Penobscot County (see Table 9). Similarly, the median family income was 113.3 percent of the median family income for Penobscot County. Importantly, incomes in Orrington have not improved as much as per capita incomes, but the gains during the decade are strong relative to Penobscot County as a whole.

TABLE 9: HOUSEHOLDS BY INCOME GROUPS, 2000

Income Group	Orrington		Bangor MSA		Penobscot County	
	#	%	#	%	#	%
Less than \$10,000	99	7.0	1,596	7.1	2,687	7.0
\$10,000 to \$14,999	72	5.1	1,052	4.6	2,180	5.7
\$15,000 to \$24,999	143	10.2	2,368	10.5	4,886	12.8
\$25,000 to \$34,999	190	13.5	2,804	12.4	5,268	13.8
\$35,000 to \$49,999	310	22.1	4,445	19.6	7,872	20.6
\$50,000 to \$74,999	304	21.6	5,291	23.4	8,563	22.4
\$75,000 to \$99,999	219	15.6	2,629	11.6	3,698	9.7
\$100,000 to \$149,999	61	4.3	1,737	7.7	2,078	5.4
\$150,000 to \$199,999	7	0.5	347	1.5	421	1.1
\$200,000 or more	0	0.0	368	1.6	496	1.3
Total	1,405	100.0	22,637	100.0	38,149	100.0
Median Family Income	\$47,803		\$46,864		\$42,206	
Families Below Median Income	649		11,376		19,219	
Per Capita Income	\$19,290		\$19,194		\$17,801	
Percent of Penobscot County	108.4%		107.8%			

The higher per capita incomes in Orrington arise from a greater proportionate concentration of families in two income groups: \$ 35,000 to \$ 49,000 and \$ 75,000 to \$ 99,999 (see Figure 9). This pattern is consistent with the slightly older composition of its population, and with local manufacturing employment opportunities (many of which subsequently vanished with the closing of HoltraChem).

FIGURE 9: PERCENT DISTRIBUTION OF FAMILIES BY INCOME GROUP, 2000

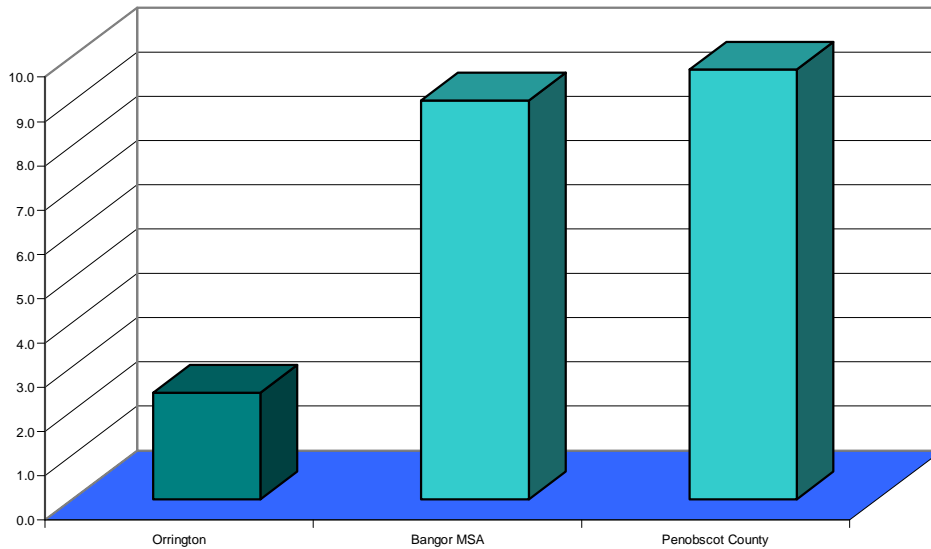


According to the 1980 census, 7.4 percent of Orrington households had incomes below the poverty level, compared to thirteen percent for Penobscot County as a whole (see Table 9). By 1990, the proportion of persons in poverty in Orrington had declined by almost a percentage point (to 6.5 percent), while across the county the proportion of the population in poverty remained virtually unchanged. The past decade saw an even more dramatic change, with Orrington's poverty rate dropping to 4.3 percent while the county average hovered just below 14 % (see Table 10 and Figure 10).

TABLE 10: POVERTY STATUS OF FAMILIES AND INDIVIDUALS, 2000

Poverty Status in 1999	Orrington		Bangor MSA		Penobscot County	
	#	%	#	%	#	%
Families Below Poverty Level	26	2.4	2,029	9.0	3,712	9.7
With Children Under 18 years	21	4.2	1,489	13.2	2,682	14.6
Families with Female Head	12	13.2	1,177	31.9	1,936	35.7
With Children Under 18 years	12	21.1	1,070	39.9	1,735	44.1
Individuals, total	153	4.3	11,411	13.4	18,956	13.7
18 years and over	122	4.5	8,708	13.1	13,816	13.0
65 years and over	21	5.8	1,169	10.9	1,996	11.1
Related children under 18 years	31	3.6	2,454	13.0	4,737	15.0

FIGURE 10: PERCENT OF FAMILIES BELOW POVERTY LEVEL, 2000



More telling is the fact that only 5.2% of Orrington’s elderly and 3.6 % of children lived in poverty in 2000, compared to 11.1 percent and 15.0 percent across the county. While child and elderly poverty rates of one in twenty are modest compared to many communities, they do indicate a substantial problem in Orrington. Together, the 52 children and senior citizens made up almost a third of Orrington’s population below the poverty line.

The proportion of families living in poverty is of course a function of the types of income received. As Table 11 reveals, a much higher proportion of families in Orrington received income from earnings (wages and salaries) in 2000, compared to either the Bangor MSA or Penobscot County. Conversely, smaller proportions of Orrington families received either public assistance or retirement income.

TABLE 11: TYPES OF INCOME RECEIVED, 2000

Income Type	Orrington		Bangor MSA		Penobscot County	
	#	%	#	%	#	%
Earnings	1,194	85.0	28,930	79.0	45,161	77.7
Social Security	329	23.4	9,473	25.9	16,164	27.8
Supplemental Security Income	56	4.0	1,812	4.9	3,130	5.4
Public Assistance	38	2.7	1,870	5.1	3,351	5.8
Retirement Income	189	13.5	6,091	16.6	9,454	16.3

Educational Attainment

Of the Orrington residents over the age of 25 during the 1980 census, seventy-nine percent had completed high school, which compared favorably with Penobscot County as a whole (at 71.9 %). By 2000, the proportion completing high school had increased to 89.0 %, compared

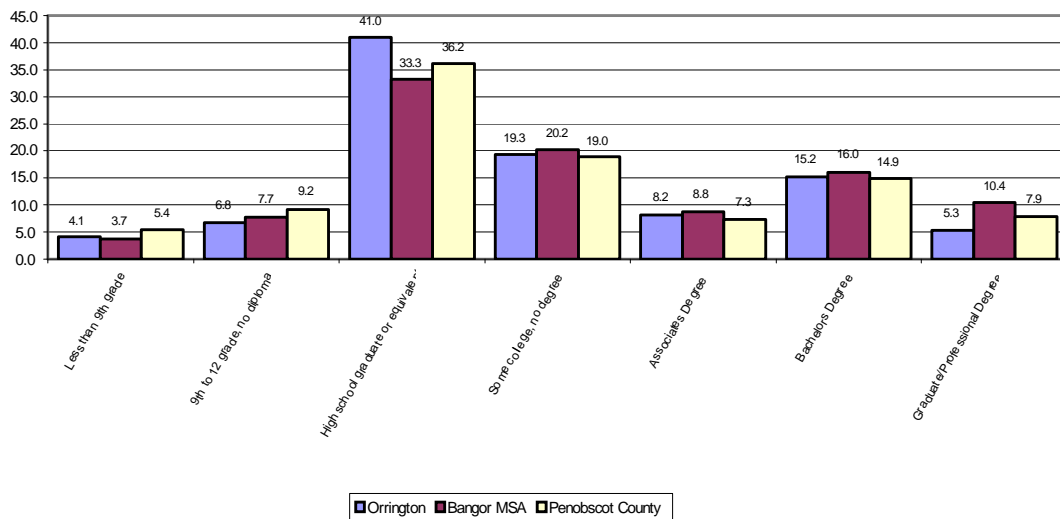
to 85.4 % across the county. One in five of Orrington’s residents were college graduates in 1990 (with a bachelor’s degree or higher). For Penobscot County as a whole, 22.9 percent were college graduates in 2000 (see Table 12 and Figure 11).

Together, these numbers suggest that Orrington is relatively well prepared to offer and encourage the quality of education needed to support ongoing economic development efforts. There is no reason to believe that data from the 2000 Census will not support this conclusion.

TABLE 12: EDUCATIONAL ATTAINMENT, ORRINGTON, BANGOR MSA AND PENOBSCOT COUNTY, 2000

Age Group	Orrington		Bangor MSA		Penobscot County	
	#	%	#	%	#	%
Less than 9th grade	103	4.1	2,145	3.7	47,183	5.4
9th to 12 grade, no diploma	171	6.8	4,480	7.7	80,105	9.2
High school graduate or equivalent	1,024	41.0	19,437	33.3	314,600	36.2
Some college, no degree	483	19.3	11,789	20.2	165,111	19.0
Associates Degree	205	8.2	5,119	8.8	63,934	7.3
Bachelors Degree	379	15.2	9,355	16.0	129,992	14.9
Graduate/Professional Degree	132	5.3	6,072	10.4	68,968	7.9
Total (ages 25 and over)	2,497	100.0	58,397	100.0	869,893	100.0
Percent high school grad or higher		89.0		88.7		85.4
Percent bachelors or higher		20.5		26.4		22.9

FIGURE 10: PERCENT OF ADULTS 25 AND OVER, BY EDUCATION COMPLETED, 2000



2.2 Industries, Firms and Occupations



Number and Size of Firms in Orrington

Businesses in Orrington, as throughout the Bangor MSA, tend to be very small employers. Of Orrington's forty-five business establishments in 1997 (according to the 1997 Economic Census), thirty-four (76%) employed between one and four persons. Four (9%) employed between five and nine, four (9%) employed between 10 and 19, one (2%) employed between 20 and 49, and two businesses (4%) employed 50-99 persons (of course one of these, HoltraChem, has since closed).

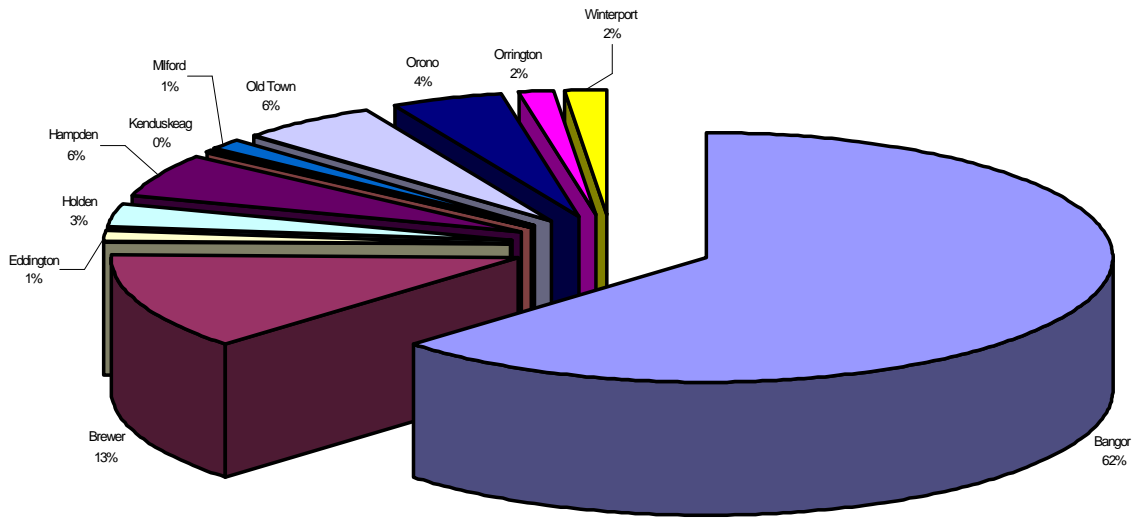


Interestingly, while Orrington has about four percent of the Bangor MSA's population (and households), it had only two percent of all firms in the total Bangor MSA in 1997 (see Table 13 and Figure 12). This under-representation reflects Bangor's prominence as the regional trade and service center (with 62 % of all firms).

TABLE 13: NUMBER AND SIZE OF ESTABLISHMENTS, BANGOR MSA, 1997

Town	Number of Establishments by Employment-size class									
	Total Estabs	1-4	5-9	10-19	20-49	50-99	100-249	250-499	500-999	1000 or more
Bangor	1,829	834	381	313	189	68	34	8	1	1
Brewer	366	188	89	49	26	9	4	1	0	0
Eddington	38	24	8	3	3	0	0	0	0	0
Holden	92	65	13	9	5	0	0	0	0	0
Hampden	162	96	40	14	9	3	0	0	0	0
Kenduskeag	10	8	1	0	0	1	0	0	0	0
Milford	40	22	14	3	1	0	0	0	0	0
Old Town	161	97	29	17	7	5	5	0	1	0
Orono	127	70	27	16	10	2	1	1	0	0
Orrington	45	34	4	4	1	2	0	0	0	0
Winterport	46	38	5	1	2	0	0	0	0	0
Total	2,916	1,476	611	429	253	90	44	10	2	1

FIGURE 12: DISTRIBUTION OF FIRMS BY COMMUNITY, BANGOR MSA, 1997



Employment by Industry In Orrington

Firms in Orrington tend to be small regardless of industry. While one firm each in manufacturing and in transportation and public utilities employed between 5 and 99 persons (and are each 4% of the businesses: see Figure 13), virtually all other firms employed only one to four people (see Figure 13 and Table 14).

FIGURE 13: DISTRIBUTION OF FIRMS BY INDUSTRY, ORRINGTON, 1997

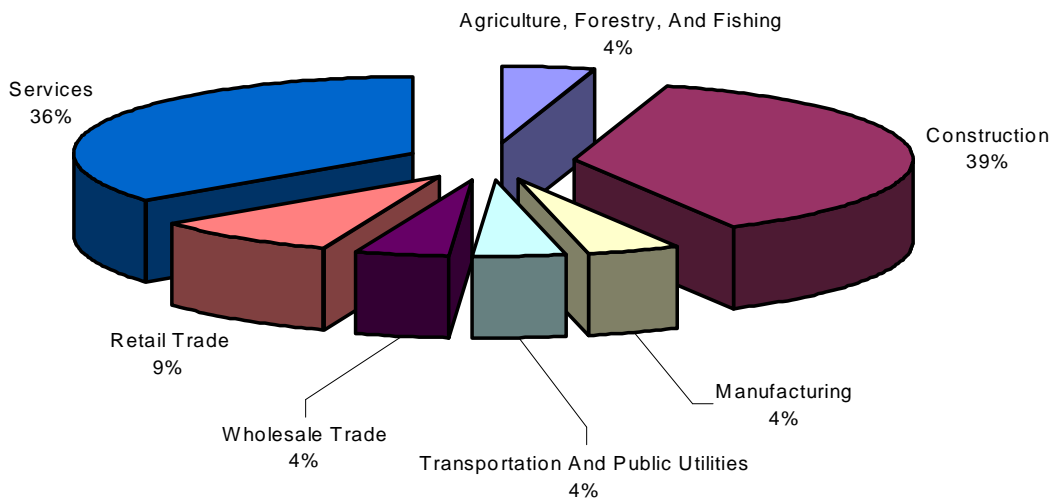


TABLE 14: BUSINESS FIRMS IN ORRINGTON, BY SIZE AND INDUSTRY, 1997

Industry	Number of Employees						
	Total Firms	1-4	5-9	10-19	20-49	50-99	100 or more
Total	45	34	4	4	1	2	0
Agriculture, Forestry, And Fishing	2	2	0	0	0	0	0
Animal services, except veterinary	1	1	0	0	0	0	0
Forestry	1	1	0	0	0	0	0
Construction	17	14	1	2	0	0	0
General building contractors	6	6	0	0	0	0	0
Highway and street construction	1	1	0	0	0	0	0
Heavy construction, except highway	2	2	0	0	0	0	0
Plumbing, heating, air-conditioning	1	1	0	0	0	0	0
Masonry and other stonework	2	1	0	1	0	0	0
Carpentry work	2	1	1	0	0	0	0
Water well drilling	2	2	0	0	0	0	0
Special trade contractors, n.e.c.	1	0	0	1	0	0	0
Manufacturing	2	0	1	0	0	1	0
Wood pallets and skids	1	0	1	0	0	0	0
Alkalies and chlorine	1	0	0	0	0	1	0
Transportation And Public Utilities	2	1	0	0	0	1	0
Trucking and courier services, except air	1	1	0	0	0	0	0
Electric services	1	0	0	0	0	1	0
Wholesale Trade	2	1	1	0	0	0	0
Motor vehicle parts, used	1	0	1	0	0	0	0
Nondurable goods, n.e.c.	1	1	0	0	0	0	0
Retail Trade	4	2	0	2	0	0	0
Lumber and other building materials	1	0	0	1	0	0	0
Gasoline service stations	1	0	0	1	0	0	0
Household appliance stores	1	1	0	0	0	0	0
Direct selling establishments	1	1	0	0	0	0	0
Services	16	14	1	0	1	0	0
Building maintenance services, n.e.c.	1	1	0	0	0	0	0
Computer programming services	1	1	0	0	0	0	0
Business services, n.e.c.	2	1	1	0	0	0	0
General automotive repair shops	2	2	0	0	0	0	0
Automotive services, n.e.c.	1	1	0	0	0	0	0
Electrical repair shops, n.e.c.	1	1	0	0	0	0	0
Repair services, n.e.c.	1	1	0	0	0	0	0
Offices and clinics of medical doctors	2	2	0	0	0	0	0
Nursing and personal care facilities	1	0	0	0	1	0	0
Legal services	1	1	0	0	0	0	0
Professional organizations	1	1	0	0	0	0	0
Religious organizations	2	2	0	0	0	0	0

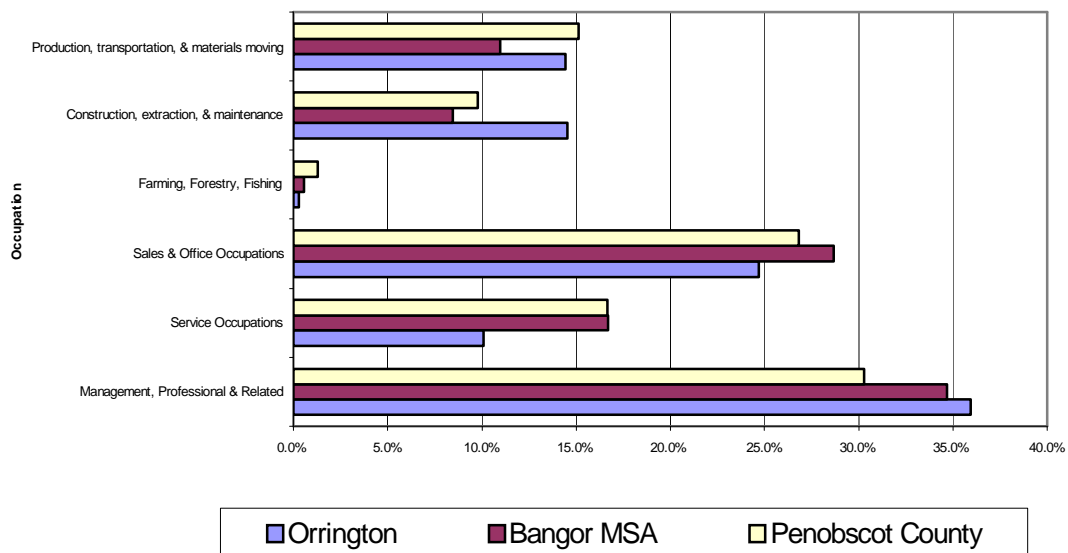
Employment By Occupation In Orrington

Just over a third of Orrington's employed residents were working in management, professional, and related occupations in 2000 (see Table 15 and Figure 14). Another quarter were employed in sales and office occupations. Farming and forestry, once the backbone of Eastern Maine's economy, accounted for less than one half of one percent of occupations [Technical Note: because the US Government has just completed a major overhaul of its occupational classification system, it is not possible to compare the occupational categories from the 2000 census to prior years].

TABLE 15: OCCUPATIONAL CHARACTERISTICS, ORRINGTON, BANGOR MSA AND PENOBSCOT COUNTY, 2000

OCCUPATION	Orrington		Bangor MSA		Penobscot County	
	#	%	#	%	#	%
Management, Professional & Related	710	35.9%	15,983	34.7%	21,156	30.3%
Service Occupations	199	10.1%	7,697	16.7%	11,641	16.7%
Sales & Office Occupations	488	24.7%	13,207	28.6%	18,728	26.8%
Farming, Forestry, Fishing	6	0.3%	256	0.6%	901	1.3%
Construction, extraction, & maintenance	287	14.5%	3,895	8.4%	6,844	9.8%
Production, transportation, & materials moving	285	14.4%	5,062	11.0%	10,576	15.1%
Total All Occupations	1,975	100.0%	46,100	100.0%	69,846	100.0%

FIGURE 14: PERCENT DISTRIBUTION BY OCCUPATION, 2000



Interestingly, Orrington has a higher proportion of self-employed people than is true for either the Bangor MSA or Penobscot County as a whole (at 8.3 % of workers for Orrington, compared to 6.6 % for the metro area and 7.3 % for the county). Indeed, some 163 Orrington residents identified themselves as self-employed during the 2000 US Census counts.

State of the Regional (Bangor MSA) Economy

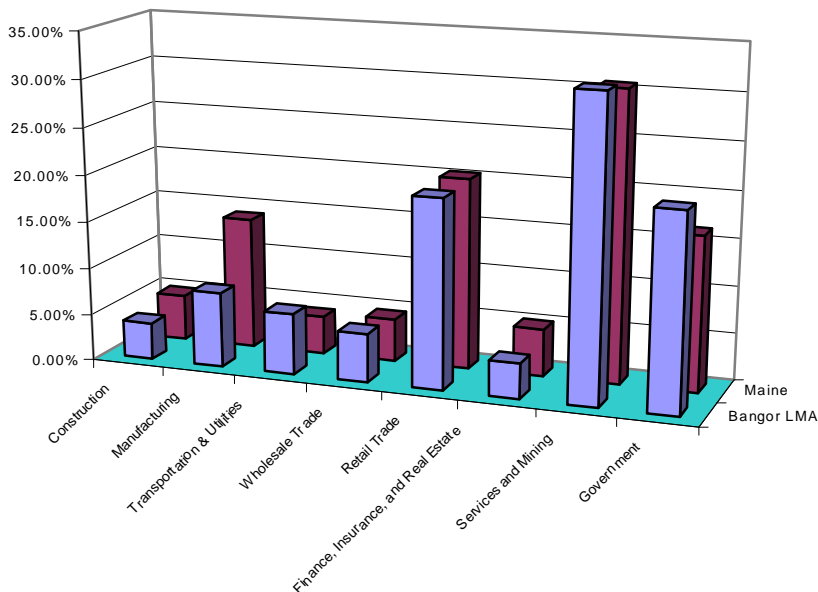
Industry Composition

The Greater Bangor labor market is a relatively non-diversified economy. Manufacturing comprises only 8.0 percent of total employment in the labor market, compared to 14.1 percent for the state as a whole (see Table 16 and Figure 15). Compared to the area's share of total state employment (9.6 percent), jobs within the local economy are disproportionately concentrated in transportation and utilities (15.5 percent of the state), government (12.1 %), and services (11.0%). These proportions have been relatively stable for several years now.

TABLE 16: AVERAGE ANNUAL EMPLOYMENT, BY INDUSTRY DIVISION, BANGOR LABOR MARKET AREA (LMA), 2000

INDUSTRY DIVISION	BANGOR LMA		MAINE		% of State
	NUMBER	PERCENT	NUMBER	PERCENT	
Construction	2,280	3.94%	29,580	4.89%	7.71%
Manufacturing	4,640	8.01%	84,910	14.04%	5.46%
Transportation & Utilities	3,770	6.51%	24,320	4.02%	15.50%
Wholesale Trade	3,010	5.20%	27,510	4.55%	10.94%
Retail Trade	11,620	20.06%	122,700	20.29%	9.47%
Finance, Insurance, and Real Estate	2,170	3.75%	30,700	5.08%	7.07%
Services and Mining	18,400	31.77%	185,290	30.64%	9.93%
Government	12,030	20.77%	99,290	16.42%	12.12%
Nonclassifiable establishments	0	0.00%	420	0.07%	0.00%
TOTAL	57,920	100.00%	604,720	100.00%	9.58%

FIGURE 15: PERCENT DISTRIBUTION OF EMPLOYMENT BY INDUSTRY, 2000



Major Employers

While the major employers in the Bangor area cover the spectrum of industries, health services, government services, and education predominate (see Table 17). Only 5 of the top 25 employers are manufacturers, and only 3 are wholesalers. This imbalance reflects the labor market's role as a regional center for health and human services provision to outlying rural areas.

TABLE 17: MAJOR EMPLOYERS, BANGOR MSA

Employer	Product or Service	Number of Employees
University of Maine	Education	> 2,000
Eastern Maine Healthcare	Health Services	"
U.S. Post Office	Government	1,000 - 1,999
Bangor Mall (80+ Stores)	Retail Sales	"
Champion International		
Georgia Pacific Corporation	Paper Products Manufacturing	500 - 999
St. Joseph's Hospital	Health Services	"
Community Health & Counseling	Health Services	"
Shop & Save Supermarkets	Retail Sales	"
City of Bangor	Government & Education	"
Bangor Mental Health Institute	Health Care	"
General Electric Company	Manufacturing Turbine Components	350 - 499
Eastern Fine Paper	Paper Products Manufacturing	"
Bangor Hydro Electric Company	Utility	"
NYNEX	Utility	"
R. H. Foster, Inc.	Wholesale Fuels	"
Irving Oil Company	Wholesale & Retail Fuels	"
Bangor Publishing Company	Newspaper	200-350
H.E. Sargent, Inc.	Construction	"
Lemforder	Manufacturing Auto Parts	"
Webber Energy	Wholesale & Retail Fuels	"
Erin, Inc.	Hotels	"
Maine Dept. of Human Services	Government	"
Osram Sylvania	Manufacturing Electrical Products	"

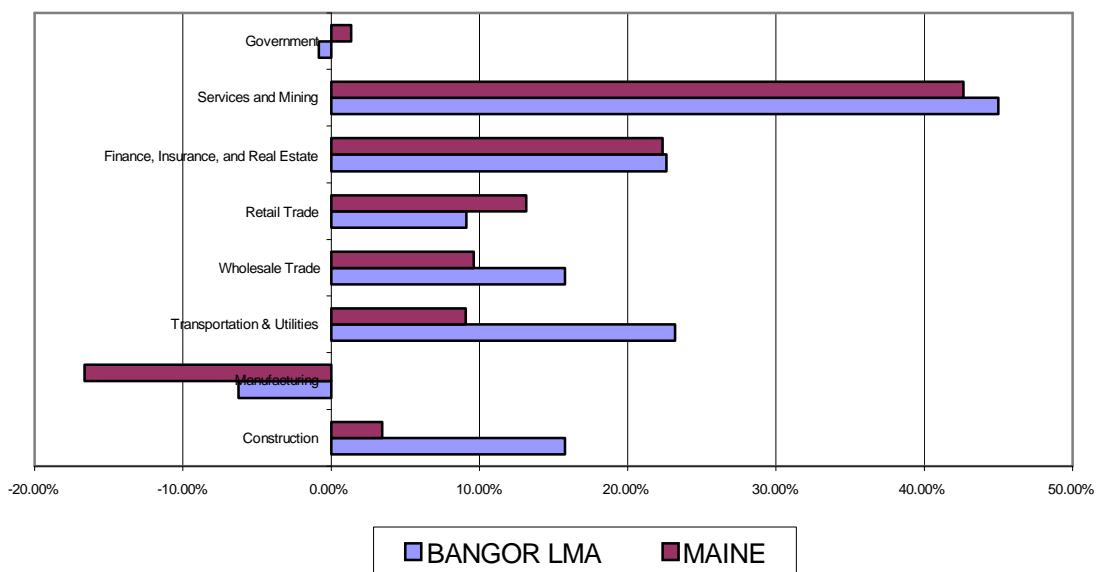
Recent Economic Restructuring: Bangor Labor Market

Over the past nine years, the regional economy has grown by 8,100 jobs (16.3 %). While wholesale trade, retail trade, and the finance / insurance / real estate sectors have seen small to modest growth, the majority of the new jobs have been in the services sector, which grew by 45 %. Manufacturing employment in the Bangor area dropped by over six % between 1990 and 2000 (see Table 18 and Figure 16). Significantly, jobs lost in the manufacturing sector are being replaced by sales and services positions that offer much lower average wages, are often part-time and/or seasonal, and often provide few if any fringe benefits.

TABLE 18: CHANGE IN AVERAGE ANNUAL EMPLOYMENT, BY INDUSTRY DIVISION, BANGOR LABOR MARKET AREA (LMA), 1990 -2000

INDUSTRY DIVISION	BANGOR			MAINE		
	1990	1999	% Change	1990	1999	% Change
Construction	1,970	2,280	15.74%	28,600	29,580	3.43%
Manufacturing	4,950	4,640	-6.26%	101,880	84,910	-16.66%
Transportation & Utilities	3,060	3,770	23.20%	22,300	24,320	9.06%
Wholesale Trade	2,600	3,010	15.77%	25,100	27,510	9.60%
Retail Trade	10,650	11,620	9.11%	108,420	122,700	13.17%
Finance, Insurance, and Real Estate	1,770	2,170	22.60%	25,090	30,700	22.36%
Services and Mining	12,690	18,400	45.00%	129,890	185,290	42.65%
Government	12,130	12,030	-0.82%	97,960	99,290	1.36%
TOTAL	49,820	57,920	16.26%	539,240	604,300	12.07%

FIGURE 16: PERCENT CHANGE IN ANNUAL EMPLOYMENT, BANGOR LMA AND MAINE, 1990 -2000



The long-term pattern – over the past two decades – clearly reveals the conversion of this labor market from a regional manufacturing center to a regional service and retail economy (as shown in Table 19). Since 1981, the Bangor Labor Market Area has lost over 1,340 manufacturing positions (a 23.1 % reduction), while gaining 9,230 service jobs (a 105.5 % growth), 3,640 retail sales positions (a 48.6 % increase), and 680 wholesale trade positions (an increase of 31.0 %).

TABLE 19: CHANGE IN AVERAGE ANNUAL EMPLOYMENT, BY INDUSTRY DIVISION, BANGOR LABOR MARKET AREA, 1981 TO 1999

INDUSTRY DIVISION	EMPLOYEES, 1981		EMPLOYEES, 1999		% CHANGE
	NUMBER	PERCENT	NUMBER	PERCENT	
Construction	1,140	2.84%	2,290	4.13%	100.88%
Manufacturing	5,790	14.41%	4,450	8.03%	-23.14%
Transportation and Utilities	2,750	6.84%	3,400	6.13%	23.64%
Wholesale Trade	2,190	5.45%	2,870	5.18%	31.05%
Retail Trade	7,490	18.64%	11,130	20.07%	48.60%
Finance, Insurance, Real Estate	1,470	3.66%	1,970	3.55%	34.01%
Services and Mining	8,750	21.77%	17,980	32.43%	105.49%
Government	10,610	26.40%	11,360	20.49%	7.07%
TOTAL	40,190	100.00%	55,450	100.00%	37.97%

Recent Economic Restructuring: Penobscot County

Similar changes in the structure of the economy are evident across Penobscot County as a whole (and, indeed, all of Eastern and Northern Maine). Yet, as Table 20 reveals, there are paradoxes within the restructuring patterns. This data explores changes by industry from 1992 to 2000, and reveals several interesting phenomenon:

TABLE 20: Change in Employers, Employment, and Earnings, By Industry Division, Penobscot County, 1992 – 2000

INDUSTRY DIVISION	FIRMS AT YEAR END				ANNUAL EMPLOYMENT				WEEKLY WAGES			
	1992	1999	DIF.	% change	1992	1999	DIF.	% change	1992	1999	DIF	% Change
Agriculture, Forestry, and Fishing	72	88	16	22.22%	446	569	123	27.58%	\$365	\$447	\$82	22.47%
Construction and Mining	409	411	2	0.49%	1,998	2,710	712	26.27%	\$446	\$561	\$115	25.78%
Manufacturing	242	284	42	17.36%	10,475	8,651	-1,824	-21.08%	\$546	\$694	\$148	27.11%
Transportation and Utilities	219	276	57	26.03%	3,502	4,234	732	17.29%	\$513	\$627	\$114	22.22%
Wholesale Trade	221	233	12	5.43%	2,767	3,269	502	15.36%	\$473	\$612	\$139	29.39%
Retail Trade	993	960	-33	-3.32%	12,935	14,518	1,583	10.90%	\$243	\$313	\$70	28.81%
Finance, Insurance, and Real Estate	215	296	81	37.67%	1,918	2,506	588	23.46%	\$490	\$653	\$163	33.27%
Services	1,194	1,423	229	19.18%	13,714	19,355	5,641	29.14%	\$410	\$502	\$92	22.44%
State Government	34	31	-3	-8.82%	4,890	4,937	47	0.95%	\$472	\$584	\$112	23.73%
Local Government	241	279	38	15.77%	6,762	6,651	-111	-1.67%	\$387	\$475	\$88	22.74%
TOTAL	3,840	4,281	441	11.48%	59,407	67,402	7,995	11.86%	\$413	\$510	\$97	23.49%

* Covered Employment** Excludes jobs in Federal government and non-covered state and local governments

- * While manufacturing employment decreased by 1,824 (-20.1 %) jobs during this eight-year period, the number of manufacturing firms increased by 42 (17.4 %). A similar pattern (decrease in total employment and an increase in the number of firms) is evident in the local government sector. This produces a net decrease in the number of employees per firm - a downsizing effect - as follows:

INDUSTRY	AVERAGE JOBS PER EMPLOYER		
	1992	2000	Change
Manufacturing	43	31	-12
Local Government	28	24	-4

- * Conversely, both the retail trade and state government industries have seen a decrease in the number of firms coupled with an increase in total employment, suggesting a consolidation of operations. In the retail sector, however, growth in the average number of employees has been very modest, suggesting that these changes are the result of recovery from the recent recession and not evidence of significant restructuring (the changes in state government reflect a reconfiguration of state agencies in recent years).

INDUSTRY	AVERAGE JOBS PER EMPLOYER		
	1992	2000	Change
State Government	144	159	+15
Retail Trade	13	15	+2

- * Three industrial categories have seen an increase in both the number of firms and total employment: wholesale trade; finance, insurance, and real estate, and services. For wholesale trade and for services, the gain in jobs per firm has been slightly larger than in the construction and transportation / utilities sectors, but overall the growth is quite modest and again suggests recovery from recession rather than fundamental restructuring.

INDUSTRY	AVERAGE JOBS PER EMPLOYER		
	1992	2000	Change
Wholesale Trade	12	14	+2
Finance, Insurance, etc.	9	8	-1
Services	11	14	+3

- * Overall, the average weekly wage of employees in Penobscot County increased by \$ 97 (23.5 %) between 1992 and 2000. The rate of growth in weekly wages was more than double the rate of growth in jobs (at 11.9 %), indicating that employers in the county have opted to increase the average earnings of existing employees more often than to create new positions.

- * Four industries (natural resources, transportation / utilities, services, and local government) evidenced markedly smaller than average wage gains, while wages in all other industry sectors grew faster than the countywide average. However, the four industries with significantly below average wage gains comprise 46 percent of the county's total employment in 2000 and, perhaps more importantly, accounted for much of the county's net gain in jobs over the eight-year period.

- * The past two years mark a reversal of growth in the number of firms in the local government cluster (see Table 21). Total employment continued to grow in all but two sectors (manufacturing and wholesale trade), adding a total of 3,303 jobs to the county economy.
- * In several sectors, recent growth in jobs exceeded the annual average for the eight previous years (1992 to 2000) by a considerable margin (see Table 21). Construction, finance/insurance, and services are key examples: these sectors created jobs at well more than twice their average annual rates for the preceding eight years. The longer-term decline in state government employment was also reversed.
- * Wages grew at much faster than average annual rates in several sectors (natural resources, construction, transportation / utilities, finance / insurance) but declined in manufacturing and wholesale trade (see Table 21).

TABLE 21: COMPARATIVE CHANGE IN EMPLOYERS, EMPLOYMENT, AND EARNINGS, BY INDUSTRY DIVISION, PENOBSBOT COUNTY, 1992 - 2000 AND 1998 - 2000

INDUSTRY DIVISION	ACTUAL CHANGE						PERCENT CHANGE					
	Firms		Jobs		Wages		Firms		Jobs		Wages	
	1992 -99*	1998 -99	1992 -99*	1998 -99	1992 -99*	1998 -99	1992 -99*	1998 -99	1992 -99*	1998 -99	1992 -99*	1998 -99
Agriculture, Forestry, and Fishing	2	7	15	86	\$10	\$7	2.78%	8.64%	3.45%	17.81%	2.81%	1.59%
Construction and Mining	0	17	89	333	\$14	\$27	0.06%	4.31%	3.28%	12.29%	3.22%	5.06%
Manufacturing	5	4	-228	-235	\$19	\$26	2.17%	1.43%	-2.64%	-2.72%	3.39%	3.89%
Transportation and Utilities	7	12	92	831	\$14	\$28	3.25%	4.55%	2.16%	19.63%	2.78%	4.67%
Wholesale Trade	2	0	63	-115	\$17	\$24	0.68%	0.00%	1.92%	-3.52%	3.67%	4.08%
Retail Trade	-4	-28	198	669	\$9	\$17	-0.42%	-2.83%	1.36%	4.61%	3.60%	5.74%
Finance, Insurance, and Real Estate	10	27	74	205	\$20	\$42	4.71%	10.04%	2.93%	8.18%	4.16%	6.87%
Services	29	76	705	1,031	\$12	\$41	2.40%	5.64%	3.64%	5.33%	2.80%	8.89%
State Government	0	1	6	284	\$14	\$39	-1.10%	3.33%	0.12%	5.75%	2.97%	7.16%
Local Government	5	-49	-14	214	\$11	\$18	1.97%	-14.94%	-0.21%	3.22%	2.84%	3.94%
TOTAL	55	94	999	3,303	\$12	\$28	1.44%	2.25%	1.48%	4.90%	2.94%	5.81%

* Eight-Year Annual Average Change

- * While average earnings continue to grow in the county, along with the number of jobs, average earnings are considerably below what they would have been had lost manufacturing positions been replaced by jobs with comparable earnings.

Projected Growth and Decline, Eastern Maine

Available projections suggest that the Bangor area's manufacturing base will face significant additional erosion over the next several years. The area economy is particularly concentrated on natural resource based manufacturing (lumber, wood products, pulp and paper, food, textiles, and leather goods) that is expected to see marked employment declines in the next

decade. Of the nine fastest declining industries in Eastern Maine (Hancock, Penobscot, and Piscataquis Counties) between 1992 and 2005, seven are manufacturing (see Table 22). Substantial growth can be anticipated in: mining; transportation; some wholesale and retail trade (especially eating and drinking places); and business, health, education, and social services. Much of this growth will be linked to growth in the region's tourist industries and to services for the aging "Baby Boom" population (see Tables 23 and 24).

TABLE 22: NINE FASTEST DECLINING INDUSTRIES, HANCOCK, PENOBSCOT, AND PISCATAQUIS COUNTIES, 1992 - 2005

INDUSTRY	EMPLOYMENT		CHANGE	
	1992	2005	NUMBER	PERCENT
Leather & Leather Products Manufacturing	2,067	1,590	-477	-23.08%
Instruments & Related Products Manufacturing	368	289	-79	-21.47%
Textile Mill Products Manufacturing	1,172	952	-220	-18.77%
Food & Kindred Products Manufacturing	771	662	-109	-14.14%
Communications	957	847	-110	-11.49%
Transportation Equipment Manufacturing	803	712	-91	-11.33%
Depository Institutions	1,526	1,360	-166	-10.88%
Lumber and Woods Products Manufacturing	2,098	1,877	-221	-10.53%
Paper & Allied Products Manufacturing	5,200	4,904	-296	-5.69%

TABLE 23: Fifteen Industries With the Greatest Number of New Jobs Expected Between 1992 and 2005, Hancock, Penobscot, and Piscataquis Counties

INDUSTRY	EMPLOYMENT		
	1992	2005	GAIN
Health Services	8,916	12,137	3,221
Eating and Drinking Places	5,598	6,864	1,266
Self-employed Family Workers and Private Household Workers	13,688	14,766	1,078
Educational Services	11,322	12,291	969
Social Services	1,907	2,866	959
Business Services	1,579	2,244	665
Engineering & Management Services	1,528	2,179	651
Hotels & Other Lodging Places	1,986	2,591	605
Miscellaneous Retail Stores *	2,899	3,485	586
Government	5,152	5,688	536
Auto Dealers & Service Stations	2,489	2,940	451
Trucking and Warehousing	1,700	2,089	389
Special Trade Contractors	1,996	2,319	323
Wholesale Trade of Durable Goods	1,751	2,061	310
General Merchandise Stores	1,828	2,068	240

* Includes drug stores, sporting goods stores, catalog and mail-order houses, bicycle shops, jewelry stores, gift and souvenir shops, fuel oil dealers, and florist shops

Further declines are anticipated in those industries that have historically paid higher wages, particularly in the manufacturing and communications sectors. The industries where growth is projected include services, retail trade, and the natural resource based manufacturing and transportation industries with lower average wages. Almost all of the projected growth will come from retail trade and services. This pattern, while consistent with statewide and national trends, will not help to address the low incomes of many local families.

TABLE 24: TOTAL EMPLOYMENT, BY INDUSTRY DIVISION, HANCOCK, PENOBSCOT, AND PISCATAQUIS COUNTIES, 1992 AND 2005

INDUSTRY DIVISION	EMPLOYMENT		CHANGE	
	1992	2005	NUMBER	PERCENT
Agriculture, Forestry, Fishing	926	932	6	0.65%
Mining	24	30	6	25.00%
Construction	3,382	3,888	506	14.96%
Manufacturing, Durable Goods	5,047	4,686	-361	-7.15%
Manufacturing, Nondurables	10,228	9,214	-1,014	-9.91%
Transportation	3,700	4,187	487	13.16%
Communications and Utilities	1,834	1,639	-195	-10.63%
Wholesale Trade	3,138	3,532	394	12.56%
Retail Trade	18,493	21,532	3,039	16.43%
Finance, Insurance, Real Estate	2,651	2,746	95	3.58%
Services	44,801	53,777	8,976	20.04%
Government	5,152	5,688	536	10.40%
TOTAL	99,376	111,851	12,475	12.55%

2.3 Employment and Earnings



Labor Force Trends

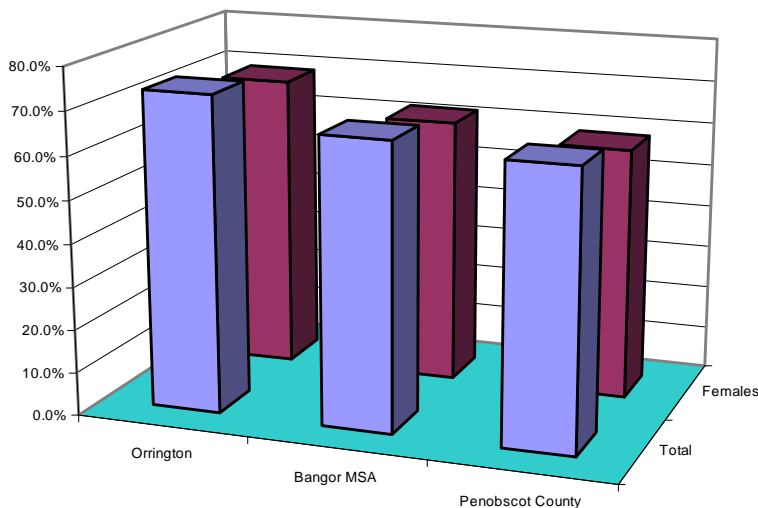
In 2000, the population of Orrington included 2,791 persons sixteen years old and older, and a civilian labor force of 2,049 (see Table 25, next page). This yields a labor force participation rate of 73.4 %, markedly higher than that for either the Bangor MSA or Penobscot County as a whole (at 66.3 % and 64.0 %, respectively).

Interestingly, the participation rate for females is also considerably higher in Orrington (68.9 %) than for the metro area or county as a whole, at 61.8 % and 58.6 %, respectively (see Figure 17). Perhaps most importantly, Orrington had a considerably higher proportion of families with all parents in the labor force (87.2 %, compared to 63.8 % for the metro area and 60.8 % for the county).

TABLE 25: EMPLOYMENT STATUS, ORRINGTON, BANGOR MSA, AND PENOBSCOT COUNTY, 1980 - 199

Employment Status	ORRINGTON	BANGOR MSA	PENOBSCOT COUNTY
Population 16 years and over	2,791	73,631	116,139
In Labor Force	2,049	48,850	74,297
Civilian Labor Force	2,043	48,703	74,022
Employed	1,975	4,610	69,846
Unemployed	68	2,603	4,176
Percent Unemployed	3.3%	5.3%	5.6%
Armed Forces	6	147	5,010
Not In Labor Force	742	24,781	171
Labor Force Participation Rate	73.4%	66.3%	64.0%
Females 16 years and over	1,387	38,622	60,312
In Labor Force	956	23,887	35,344
Civilian Labor Force	956	23,860	35,304
Employed	908	22,666	33,453
Unemployed	48	1,194	1,851
Percent Unemployed	5.0%	5.0%	5.2%
Not In Labor Force	431	14,735	24,968
Labor Force Participation Rate	68.9%	61.8%	58.6%
All parents in Family In Labor Force	231	3,413	5,299
Percent	87.2%	63.8%	60.8%

FIGURE 17: LABOR FORCE PARTICIPATION RATES, 2000

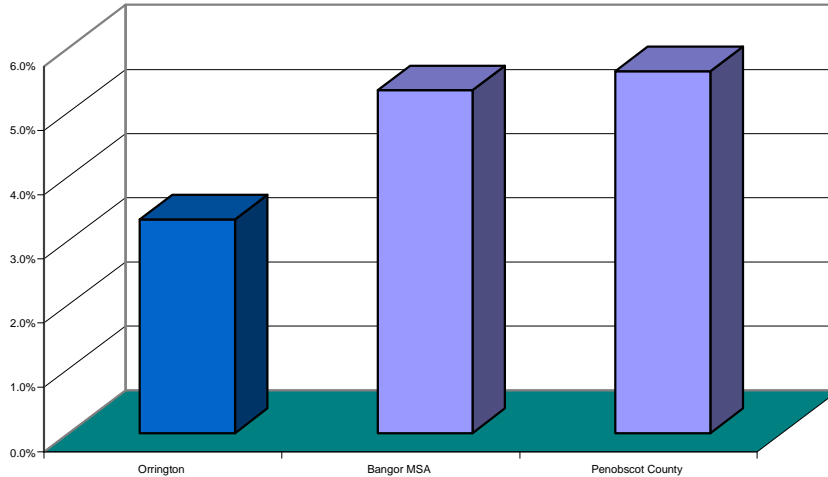


Unemployment Trends

In 1980, 6.1 percent of Orrington's residents were unemployed, compared to 8.5 percent for Penobscot County as a whole. By 2000, unemployment had fallen to 3.3 % in Orrington and 5.6 % for Penobscot County (see Figure 18). However, the unemployment rate has

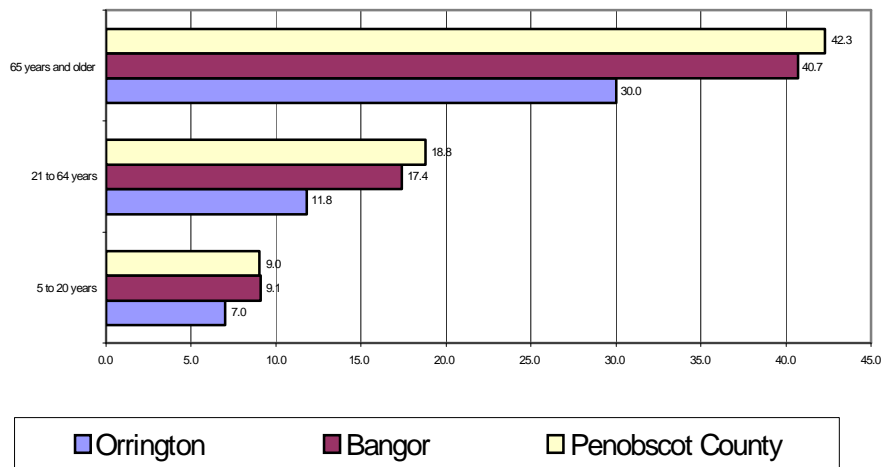
undoubtedly climbed as a result of the closing of HoltraChem.

FIGURE 18: PERCENT UNEMPLOYED, 2000



Not only was a higher proportion of Orrington’s labor force employed at the time of the 2000 Census, but a smaller proportion was disabled (in all age groups – see Figure 19).

FIGURE 19: PERCENT DISABLED, BY AGE GROUP, 2000



Wage and Earning Trends

Data for 1990 reveals that Orrington’s residents were somewhat concentrated in the construction and wholesale / retail trade industries (with a combined total of 38 %). By comparison, only about 30 % of Penobscot County’s total work force fell within these industry categories. Table 26 reveals that Orrington had a proportionately smaller group of workers in the service and manufacturing industries - a total of 42.5 % of all workers, compared to 53.3 percent for Penobscot County [Note: while detailed industry of employment data is now available at the municipal level, from the 2000 US Census, changes

in the classification of industries makes it impossible to link employment counts with available annual earnings data. For this reason, 1990 Census data is used here].

TABLE 26: EMPLOYMENT BY INDUSTRY, ORRINGTON AND OTHERS, 1990

INDUSTRY	ORRINGTON		BANGOR		PENOB. CTY		MAINE	
	#	%	#	%	#	%	#	%
Employed Persons 16 and over	1768	100.0%	16,086	100.0%	67,389	100.0%	571,842	100.0%
Agriculture, forestry, fisheries, & mining	26	1.5%	108	0.7%	1,314	1.9%	16,263	2.8%
Construction	173	9.8%	811	5.0%	4,324	6.4%	42,026	7.3%
Manufacturing	207	11.7%	1,249	7.8%	11,536	17.1%	112,631	19.7%
Transportation	98	5.5%	735	4.6%	2,825	4.2%	19,567	3.4%
Communications and utilities	64	3.6%	485	3.0%	1,580	2.3%	12,710	2.2%
Wholesale & retail trade	478	27.0%	4,258	26.5%	15,910	23.6%	15,507	2.7%
Finance, insurance, real estate	89	5.0%	828	5.1%	2,739	4.1%	31,992	5.6%
Services	545	30.8%	6,809	42.3%	24,368	36.2%	185,442	32.4%
Public administration	88	5.0%	803	5.0%	2,793	4.1%	25,081	4.4%

* Bangor data is for City of Bangor, not Bangor MSA

The impact of the concentration of Orrington residents in these industries can be seen from Table 27, which shows the range of annual earnings in various industry groups for Penobscot County in 1999. In manufacturing, for example, average annual earnings are more than twice the average for retail jobs, and about 50 percent higher than for forestry, services, and government jobs. Some of the industries (especially retail trade) provide annual earnings that are below the statewide per capita income.

TABLE 27: AVERAGE EARNINGS AND TOTAL PAYROLL, BY INDUSTRY, PENOBSCOT COUNTY, 1999

INDUSTRY DIVISION	AVERAGE WAGE		PERCENT OF BASE*	TOTAL JOBS **	PERCENT OF JOBS	ANNUAL PAYROLL	% OF PAYROLL
	WEEKLY	ANNUAL					
Agriculture, Forestry, Fishing	\$447	\$23,244	90.72%	514	0.79%	\$11,947,416	0.70%
Construction and Mining	\$566	\$29,432	114.87%	2,645	4.04%	\$77,847,640	4.59%
Manufacturing	\$708	\$36,816	143.68%	8,673	13.25%	\$319,305,168	18.82%
Transportation and Utilities	\$595	\$30,940	120.75%	3,867	5.91%	\$119,644,980	7.05%
Wholesale Trade	\$601	\$31,252	121.97%	3,144	4.80%	\$98,256,288	5.79%
Retail Trade	\$305	\$15,860	61.90%	13,945	21.30%	\$221,167,700	13.03%
Finance, Insurance, Real Estate	\$617	\$32,084	125.22%	2,301	3.52%	\$73,825,284	4.35%
Services	\$484	\$25,168	98.22%	18,978	28.99%	\$477,638,304	28.15%
State Government	\$560	\$29,120	113.65%	4,798	7.33%	\$139,717,760	8.23%
Local Government	\$460	\$23,920	93.35%	6,588	10.06%	\$157,584,960	9.29%
TOTAL	\$498	\$25,896	101.07%	65,461	100.00%	\$1,696,935,500	100.00%

* 2000 statewide per capita income (\$ 25,623)

** Covered Employment** Excludes jobs in Federal government and non-covered state and local governments

2.4 Retail Trade and Services



Consumer Retail Sales Trends

As Table 25 reveals, total taxable consumer sales in Orrington in the year 2000 Orrington totaled \$ 10,236,000 (taxable sales excludes non-taxable foods and a number of other items). While seemingly large, this total is only about one percent of the total retail sales in the Bangor MSA. Total taxable sales in this market area exceeded \$ 1.28 billion for the year, with Bangor alone accounting for \$ 935,114,000 in sales (73 % of the total: Bangor's dominance of the region is clearly evident in Figure 11). Interestingly, Orrington's sales were about the same in 2000 as in 1989: the slump in 1995 is unexplained in the available data. Most communities show a steady increase in sales across the three time periods (Eddington, Kenduskeag, and Milford show patterns similar to Orrington's however).

In per capita terms, Orrington's 2000 sales were about \$ 2,900 per resident (Figure 12). While this is better than the per capita sales levels for Eddington, Glenburn, Milford, and Winterport, given the relatively high incomes in Orrington it is very small compared to the per capital levels in Bangor, Brewer, or Hermon (surprisingly).

TABLE 25: BANGOR MSA: CONSUMER RETAIL SALES (IN THOUSANDS)

Town	POPULATION			SALES (in Thousands)			PER CAPITA SALES (in Whole Dollars)			PCI *
	1990	1995	2000	1989	1995	2000	1990	1995	2000	
BANGOR	33,181	32,497	31,473	\$579,210	\$666,660	\$935,114	\$17,456	\$20,515	\$29,712	\$13,418
BREWER	9,021	9,036	8,967	\$105,300	\$108,130	\$131,451	\$11,673	\$11,967	\$14,659	\$13,941
EDDINGTON	1,947	2,004	2,052	\$2,440	\$4,610	\$2,589	\$1,253	\$2,300	\$1,262	\$13,289
GLENBURN	3,198	3,471	3,964	\$3,290	\$2,550	\$5,153	\$1,029	\$735	\$1,300	\$11,852
HAMPDEN	5,974	6,356	6,237	\$11,420	\$15,000	\$23,141	\$1,912	\$2,360	\$3,710	\$14,165
HERMON	3,755	4,058	4,437	\$9,370	\$25,880	\$50,691	\$2,495	\$6,378	\$11,425	\$13,076
HOLDEN	2,952	3,023	2,827	\$19,480	\$23,480	\$26,383	\$6,599	\$7,767	\$9,333	\$16,133
KENDUSKEAG	1,234	1,265	1,171	\$3,090	\$3,890	\$4,098	\$2,504	\$3,075	\$3,500	\$10,250
MILFORD	2,884	3,013	2,950	\$6,740	\$6,320	\$6,887	\$2,337	\$2,098	\$2,335	\$10,959
OLD TOWN	8,793	8,668	8,714	\$27,590	\$32,440	\$38,128	\$3,138	\$3,743	\$4,375	\$12,311
ORONO	10,573	8,923	9,112	\$27,970	\$26,840	\$31,387	\$2,645	\$3,008	\$3,445	\$10,248
ORRINGTON	3,309	3,403	3,526	\$10,090	\$5,790	\$10,236	\$3,049	\$1,701	\$2,903	\$13,647
VEAZIE	1,633	1,710	1,744	\$1,900	\$2,660	\$8,159	\$1,164	\$1,556	\$4,678	\$14,694
WINTERPORT	3,175	3,382	3,602	\$2,960	\$5,020	\$8,814	\$932	\$1,484	\$2,447	\$13,582
Sub-total	91,629	90,809	90,776	\$810,850	\$929,270	\$1,282,231	\$8,849	\$10,233	\$14,125	
BUCKSPORT	4,825	5,055	4,908	\$17,310	\$18,230	\$23,234	\$3,588	\$3,606	\$4,734	
STATE OF MAINE		1,236,000	1,274,923		\$9,036,204	\$12,107,641		\$9,796	\$9,497	\$12,954

* Per Capita Income in 1990

FIGURE 20: PERCENT OF TOTAL RETAIL SALES, BY COMMUNITY, BANGOR MSA, 2000

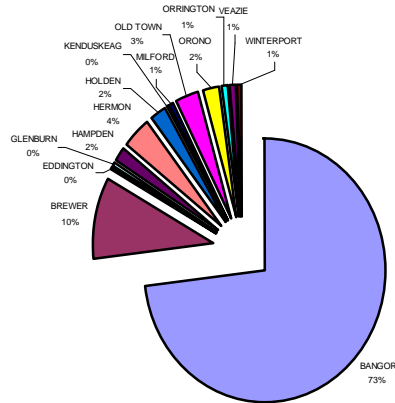
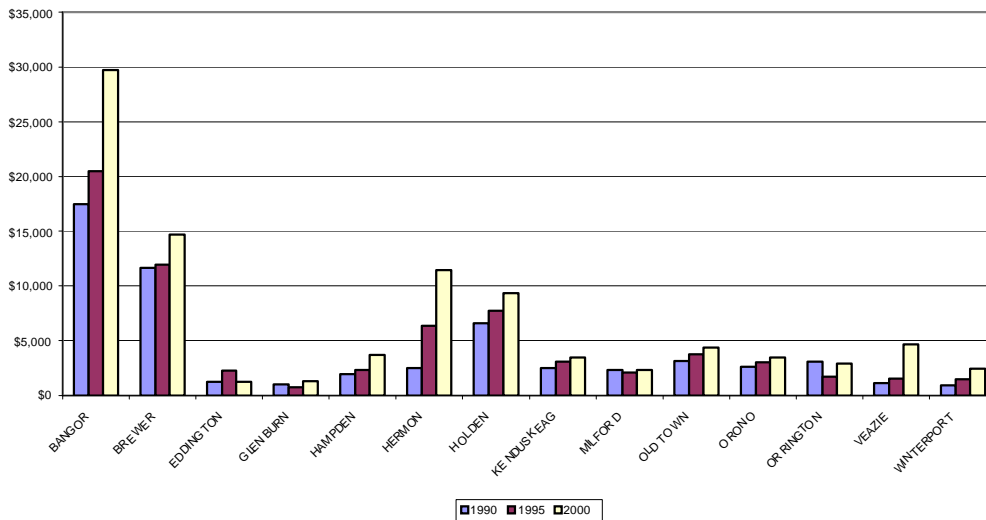


FIGURE 21: PER CAPITA RETAIL SALES, BANGOR MSA, 1990 - 2000



Trade Area Capture Rates and Pull Factors

One measure of an area’s economic strength involves comparing the actual retail sales to the volume of sales that could reasonably be expected given the area’s population and per capita income. This procedure, known as trade area capture analysis, yields an estimate of the number of individuals (consumer equivalents) whose merchandise needs are being met by local sales. The trade area capture values can then be compared to each area’s actual population to identify strong or weak retail areas.

The formula for trade area capture (TAC) is:

$$\text{TAC} = \frac{\text{retail sales in community}}{\text{state per capita sales}} * \frac{\text{community per capita income}}{\text{state per capita income}}$$

Table 29 presents trade area capture values for each community in the Bangor Metropolitan Statistical Area, for 1995 and 2000. These were calculated using taxable retail sales data for each community. Since taxable sales exclude a significant portion of total sales (of food, etc.), the values should be considered as estimates of the true trade area capture value for each community (if taxable sales data were still reported by store type for each town in Maine, as it was until the late 1980's, it would be possible to develop an even more detailed comparison of these communities). The data reveals that Orrington, with a total 2000 population of 3,526, was selling to the equivalent of 1,023 people. Bangor, meanwhile, had a population of 31,473, but was selling to the equivalent of 95,062 people.

Put differently, Orrington was pulling about 29 % of the total retail sales volume that one might expect given its population base. The last two columns of Table 29 present "Pull Factors" for each community, for both 1985 and 2000. Pull factors indicate the percentage of potential business captured by the town's retail firms (computed by dividing the Trade Area Capture by the local population). If the Pull Factor for a given town is greater than one, it means the town is attracting customers from outside its boundaries. A Pull Factor of less than one means that the town is not capturing all of the retail business of its own citizens.

TABLE 29: BANGOR MSA: RETAIL TRADE PERFORMANCE INDICATORS

Town	POPULATION		SALES		TRADE AREA CAPTURE*		PULL FACTOR	
	1995	2000	1995	2000	1995	2000	1995	2000
BANGOR	32,497	31,473	\$666,660,000	\$935,114,000	65,702	95,062	2.02	3.02
BREWER	9,036	8,967	\$108,130,000	\$131,451,000	10,257	12,862	1.14	1.43
EDDINGTON	2,004	2,052	\$4,610,000	\$2,589,000	459	266	0.23	0.13
GLENBURN	3,471	3,964	\$2,550,000	\$5,153,000	285	593	0.08	0.15
HAMPDEN	6,356	6,237	\$15,000,000	\$23,141,000	1,400	2,228	0.22	0.36
HERMON	4,058	4,437	\$25,880,000	\$50,691,000	2,617	5,288	0.64	1.19
HOLDEN	3,023	2,827	\$23,480,000	\$26,383,000	1,925	2,231	0.64	0.79
KENDUSKEAG	1,265	1,171	\$3,890,000	\$4,098,000	502	545	0.40	0.47
MILFORD	3,013	2,950	\$6,320,000	\$6,887,000	763	857	0.25	0.29
OLD TOWN	8,668	8,714	\$32,440,000	\$38,128,000	3,485	4,225	0.40	0.48
ORONO	8,923	9,112	\$26,840,000	\$31,387,000	3,463	4,178	0.39	0.46
ORRINGTON	3,403	3,526	\$5,790,000	\$10,236,000	561	1,023	0.16	0.29
VEAZIE	1,710	1,744	\$2,660,000	\$8,159,000	239	757	0.14	0.43
WINTERPORT	3,382	3,602	\$5,020,000	\$8,814,000	489	885	0.14	0.25
STATE OF MAINE	1,236,000	1,274,923	\$9,036,204,000	\$12,107,641,000				

As Table 29 documents, in 2000 Bangor was pulling over 3 times its population base, Brewer was pulling about 1.4 times its base, and Hermon was attracting about 1.2 times its population. As expected given the relative per capita sales data presented above, Orrington's

Pull Factor values (percent of potential sales captured) were significantly higher than the values for Eddington, Glenburn, and Winterport. The relative magnitude of all of these retail sales performance levels is presented visually by Figure 22 and Figure 23.

Estimating the dollar value of sales lost in a community provides another dimension of retail trade analysis. This is done by comparing actual sales to the probable (potential) sales that would have been made had the town captured 100 percent of the per capita sales to its own residents. The results for the Bangor MSA in the year 2000 are presented in Table 30. The dollar value of lost potential sales for Orrington in 2000 was \$25,040,963, which was less than 1995 at \$29,328,529. While the majority of municipalities in the Bangor MSA lost potential dollars, Bangor, Brewer, and Hermon gained sales revenues (Bangor's gain exceeded \$ 625 million in 2000: the magnitude of this gain is shown in Figure 24).

FIGURE 22: TRADE AREA CAPTURE RATES, BANGOR MSA, 1995 AND 2000

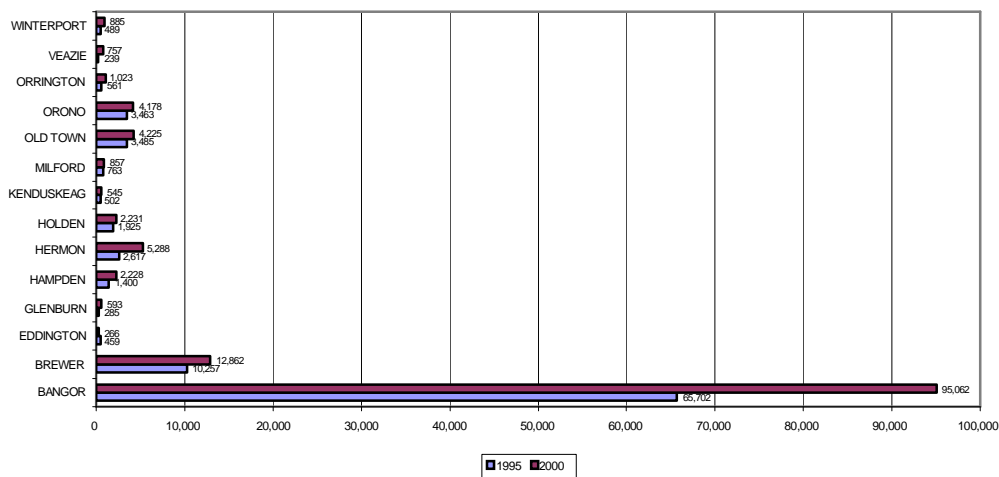


FIGURE 23: RELATIVE PULL FACTORS, BANGOR MSA, 1995 AND 2000

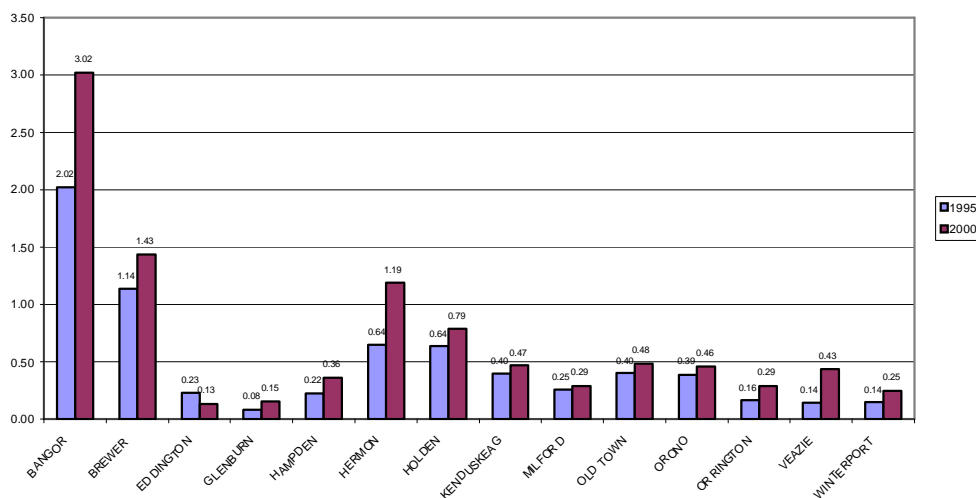
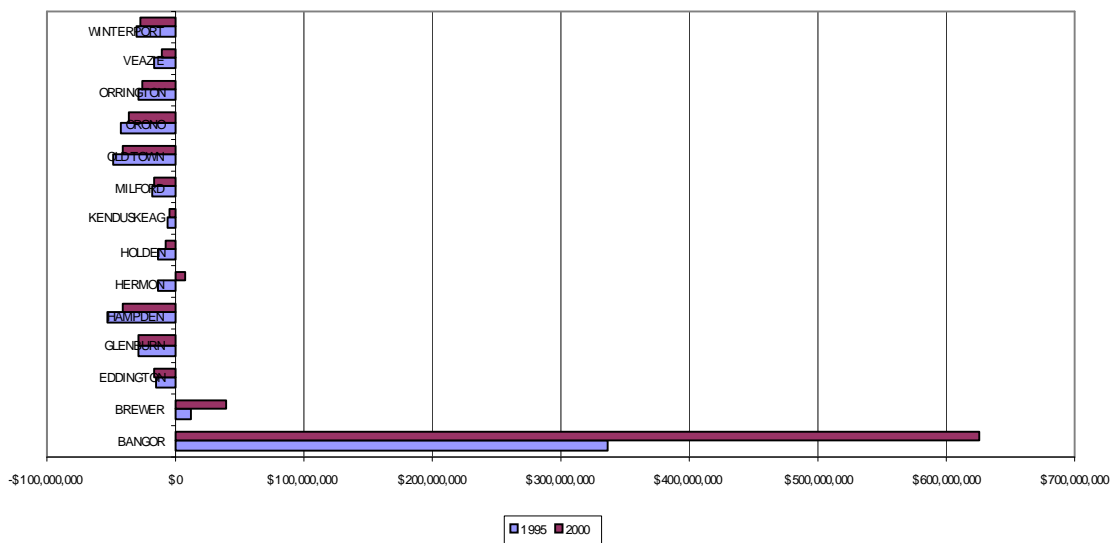


TABLE 30: BANGOR MSA: COMPARISON OF POTENTIAL AND RETAIL SALES PERFORMANCE, 1995 AND 2000

Town	POTENTIAL SALES		ACTUAL SALES		LOST SALES	
	1995	2000	1995	2000	1995	2000
BANGOR	\$329,737,416	\$309,597,622	\$666,660,000	\$935,114,000	\$336,922,584	\$625,516,378
BREWER	\$95,259,286	\$91,645,846	\$108,130,000	\$131,451,000	\$12,870,714	\$39,805,154
EDDINGTON	\$20,138,503	\$19,991,314	\$4,610,000	\$2,589,000	-\$15,528,503	-\$17,402,314
GLENBURN	\$31,108,812	\$34,442,683	\$2,550,000	\$5,153,000	-\$28,558,812	-\$29,289,683
HAMPDEN	\$68,082,836	\$64,768,525	\$15,000,000	\$23,141,000	-\$53,082,836	-\$41,627,525
HERMON	\$40,125,839	\$42,533,980	\$25,880,000	\$50,691,000	-\$14,245,839	\$8,157,020
HOLDEN	\$36,879,961	\$33,435,870	\$23,480,000	\$26,383,000	-\$13,399,961	-\$7,052,870
KENDUSKEAG	\$9,805,090	\$8,799,388	\$3,890,000	\$4,098,000	-\$5,915,090	-\$4,701,388
MILFORD	\$24,969,350	\$23,700,889	\$6,320,000	\$6,887,000	-\$18,649,350	-\$16,813,889
OLD TOWN	\$80,695,517	\$78,647,075	\$32,440,000	\$38,128,000	-\$48,255,517	-\$40,519,075
ORONO	\$69,149,203	\$68,458,048	\$26,840,000	\$31,387,000	-\$42,309,203	-\$37,071,048
ORRINGTON	\$35,118,529	\$35,276,963	\$5,790,000	\$10,236,000	-\$29,328,529	-\$25,040,963
VEAZIE	\$19,000,863	\$18,787,033	\$2,660,000	\$8,159,000	-\$16,340,863	-\$10,628,033
WINTERPORT	\$34,735,576	\$35,865,684	\$5,020,000	\$8,814,000	-\$29,715,576	-\$27,051,684

FIGURE 24: DOLLAR VALUE OF "LOST" SALES, BANGOR MSA, 1995 AND 2000



Resident Survey Results

In the early summer of 2001, the Town of Orrington mailed an economic development survey to 1,453 households in the community. Some 382 usable surveys were returned, for a response rate of 26.3 %. This is a reasonable response rate for a survey of this type.

Characteristics of Respondents

The main characteristics of residents responding to the resident's survey are summarized in Tables 28 through 32 (and corresponding figures). Of the 382 respondents, 186 (48.7%) were male and 182 (47.6 %) were female, with 12 respondents (3.1%) answering as couples. Virtually all (97.7 %) were year-round residents. About one in ten are life-long residents, three out of ten have lived in Orrington over 25 years, a quarter have been here between 11 and 25 years, and a fifth have been in town for five years or less (see Tables 31 through 33 and Figure 16).

TABLE 31: GENDER OF RESPONDENTS

CATEGORY	NUMBER	PERCENT
Female	182	47.6 %
Male	186	48.7 %
Couple	12	3.1 %
Missing	2	0.5 %
Total	382	100.0 %

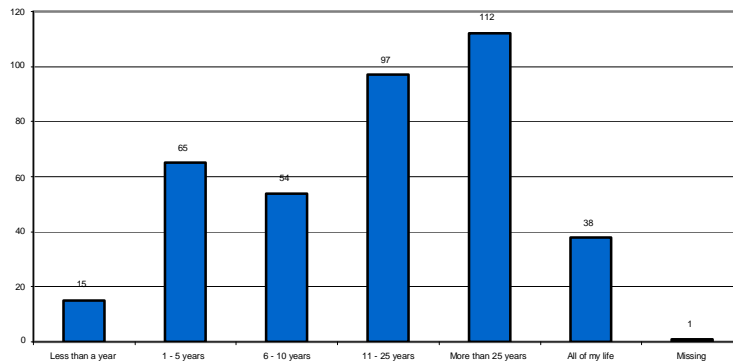
TABLE 32: TYPE OF ORRINGTON RESIDENT

CATEGORY	NUMBER	PERCENT
Full-time Resident	374	97.9 %
Seasonal Resident	5	1.3 %
Missing	3	0.8 %
Total	382	100.0 %

TABLE 33: LENGTH OF RESIDENCE IN ORRINGTON?

CATEGORY	NUMBER	PERCENT
Less than a year	15	3.9 %
1 - 5 years	65	17.0 %
6 - 10 years	54	14.1 %
11 - 25 years	97	25.4 %
More than 25 years	112	29.3 %
All of my life	38	10.0 %
Missing	1	0.3 %
Total	382	100.0 %

FIGURE 25: LENGTH OF RESIDENCE, 2001 RESIDENT SURVEY

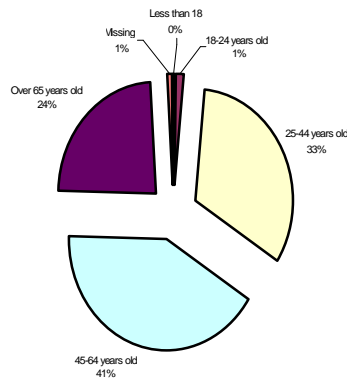


Less than two percent of the survey respondents were younger than 25 years old, which was to be expected given the age distribution of households. About a third were between 25 and 44 years old, and four in ten were between 45 and 64 years old. Just under a quarter were over 65, making this age group slightly over-represented in the survey responses. The over-representation is not so large as to unduly bias the results of the survey, however (see Table 34 and Figure 26).

TABLE 34: AGE OF RESPONDENTS

CATEGORY	NUMBER	PERCENT
Less than 18	1	0.3 %
18-24 years old	5	1.3 %
25-44 years old	125	32.7 %
45-64 years old	157	41.1 %
Over 65 years old	92	22.8 %
Missing	3	0.8 %
Total	382	100.0 %

FIGURE 26: AGE GROUP OF RESPONDENTS, 2001 RESIDENT SURVEY

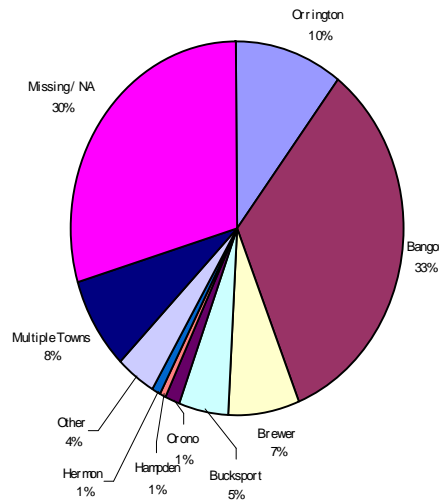


Over half of the respondents (51.1%) were employed full time, 12% were self-employed, 22.2% were retired, and 1% were unemployed (see Table 35). A third of the respondents work in Bangor, 10% in Orrington, 7% in Brewer, and 5% in Bucksport (see Figure 27).

TABLE 35: CURRENT EMPLOYMENT STATUS

CATEGORY	NUMBER	PERCENT
Employed full-time	195	51.1 %
Self-employed	46	12.0 %
Full-time student	0	0.0 %
Retired	85	22.2 %
Employed part-time	29	7.6 %
Unemployed	4	1.0 %
Active duty military	1	0.3 %
Disabled	14	3.7 %
Other	7	1.8 %
Missing	1	0.3 %
Total	382	100.0 %

FIGURE 27: TOWNS WHERE RESPONDENTS WORK, 2001 RESIDENT SURVEY



Shopping Patterns

One of the primary purposes of the residents’ survey was to explore the shopping habits and preferences of Orrington’s resident, in order to assess whether local merchants might be able to capture a larger proportion of retail sales to these households. As Table 36 documents, 40.3% of Orrington residents reported that they shopped in town 2-3 times per week, while 17.3% reported shopping once a day in Orrington. Some 16% shop locally only once a week, 10.2% shop here every other week, and 9.1% shop in Orrington once a month or less. The remaining 6.3% almost never shop in Orrington (see also Figure 28).

TABLE 36: FREQUENCY OF SHOPPING IN ORRINGTON?

CATEGORY	NUMBER	PERCENT
Once a day	66	17.3 %
2-3 times a week	154	40.3 %
Once a week	61	16.0 %
Every other week	39	10.2 %
Once a month or less	35	9.1 %
Almost never	24	6.3 %
Missing	3	0.8 %
Total	382	100.0 %

Residents were asked to indicate in which towns they shopped for retail purchases (food, clothing, gas, heating oil, etc.). As Table 37 and Figure 29 reveal, almost all respondents shop in Bangor and Brewer, while only 85 % indicated that they shop in Orrington itself. Very few shop in either Holden or Bucksport, the other two contiguous communities.

Perhaps more importantly, spending in Bangor and Brewer amount to 45% and 40%, respectively, of Orrington residents’ total spending, with only 10% spent in Orrington. Holden and Bucksport accounted for less than one percent of spending each (Figure 30).

FIGURE 28: FREQUENCY OF SHOPPING IN ORRINGTON, 2001 RESIDENT SURVEY

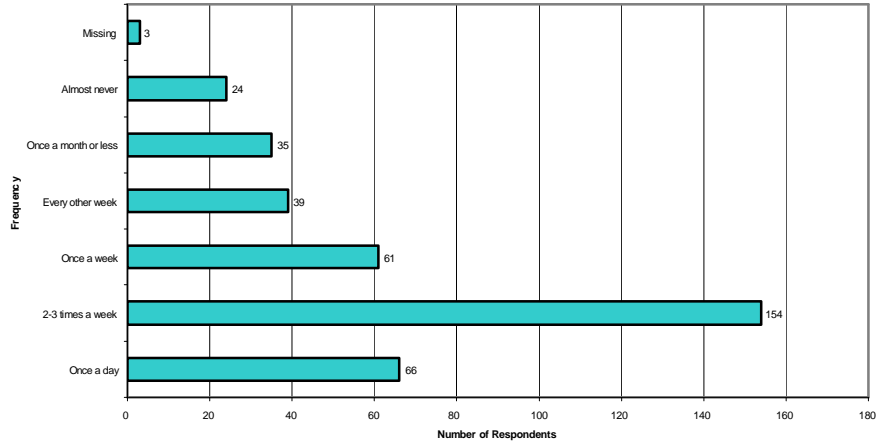


TABLE 37: RETAIL PURCHASES (FOOD, CLOTHING, GAS, HEATING OIL, ETC.), BY COMMUNITY

CATEGORY	NUMBER OF RESPONDENTS INDICATING THEY SHOP IN THIS COMMUNITY	PERCENT OF RESPONDENTS INDICATING THEY SHOP IN THIS COMMUNITY	PURCHASES IN THIS TOWN AS PERCENT OF TOTAL SPENDING
Orrington	326	85.3 %	10.0 %
Bangor	359	93.4 %	44.7 %
Brewer	358	93.7 %	39.7 %
Holden	19	5.0 %	0.3 %
Bucksport	48	12.6 %	0.7 %
Other Greater Bangor area communities	52	13.6 %	1.8 %
Outside Bangor area	74	19.4 %	2.8 %
Total			100.0 %

FIGURE 29: NUMBER OF RESPONDENTS SHOPPING IN EACH TOWN, RETAIL PURCHASES, 2001 RESIDENT SURVEY

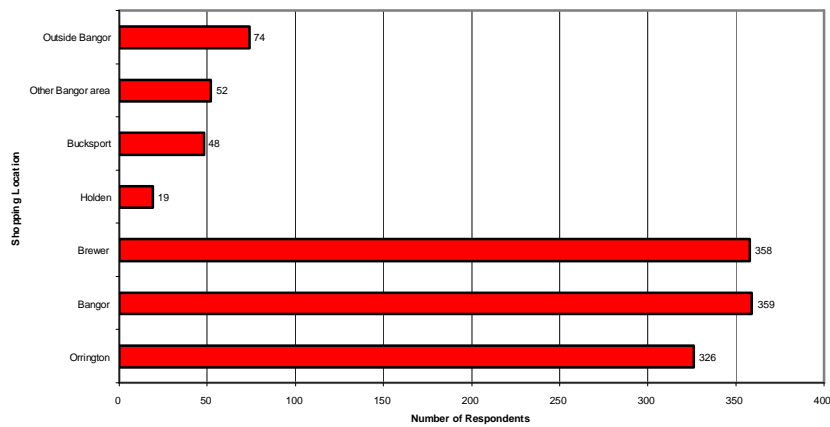
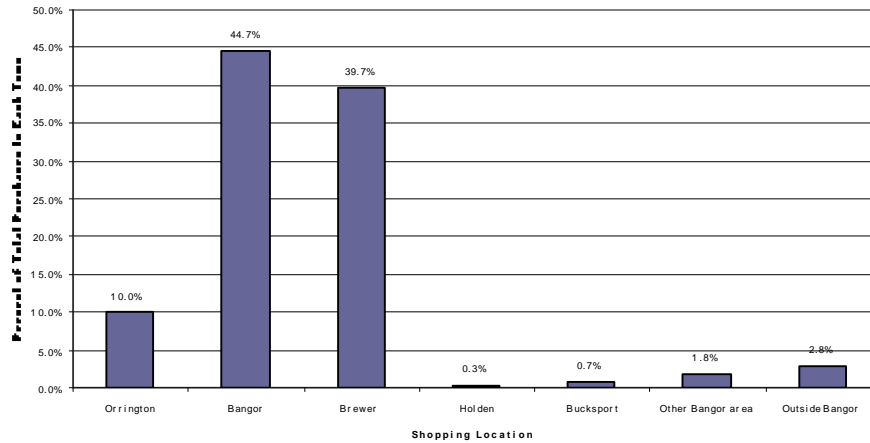


FIGURE 30: PERCENT OF RETAIL PURCHASES, BY TOWN, 2001 RESIDENT SURVEY



Respondents were also asked about their patterns of spending on consumer services (child care, landscaping, auto repairs, etc.). 264 Orrington residents (69.1 %) reported purchasing consumer services in Bangor, and 251 (65.7 %) reported Brewer as their choice for services, while 217 residents (56.8 %) reported purchasing services in Orrington (See Table 38 and Figure 31).

TABLE 38: CONSUMER SERVICES (CHILD CARE, LANDSCAPING, AUTO REPAIRS, ETC.) SPENDING, BY COMMUNITY

CATEGORY	NUMBER OF RESPONDENTS INDICATING THEY SPEND IN THIS COMMUNITY	PERCENT OF RESPONDENTS INDICATING THEY SPEND IN THIS COMMUNITY	PURCHASES IN THIS TOWN AS PERCENT OF TOTAL SPENDING
Orrington	217	56.8 %	23.1 %
Bangor	264	69.1 %	39.7 %
Brewer	251	65.7 %	32.3 %
Holden	10	2.6 %	0.3 %
Bucksport	12	3.1 %	0.5 %
Other Greater Bangor area communities	31	8.1 %	2.5 %
Outside Bangor area	32	8.4 %	1.6 %
Total			100.0 %

Some forty cents of every dollar spent on consumer services was spent in Bangor, with about 32 cents in Brewer and 23 cents in Orrington. Holden and Bucksport received less than a half-cent each in consumer spending (see Figure 32).

When asked to provide reasons for shopping elsewhere, (Table 39 and Figure 33), 72.5% of survey respondents cited a better selection of goods/services in other communities, while 71.7% reported that Orrington businesses do not offer what they need. Just over a quarter of the respondents reported that prices in Orrington are higher than in other communities, and 24.1% reported that it is more convenient to shop in specific towns.

FIGURE 31: NUMBER OF RESPONDENTS SHOPPING IN EACH TOWN, CONSUMER SERVICES, 2001 RESIDENT SURVEY

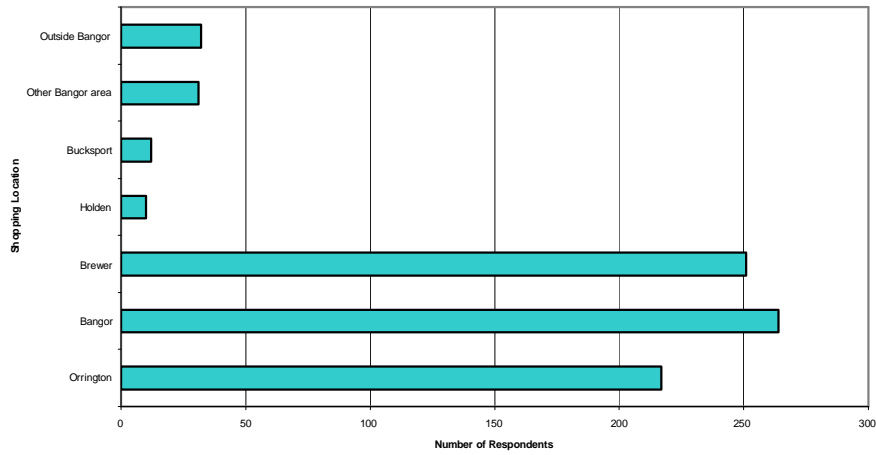


FIGURE 32: PERCENT OF CONSUMER SERVICE PURCHASES, BY TOWN, 2001 RESIDENT SURVEY

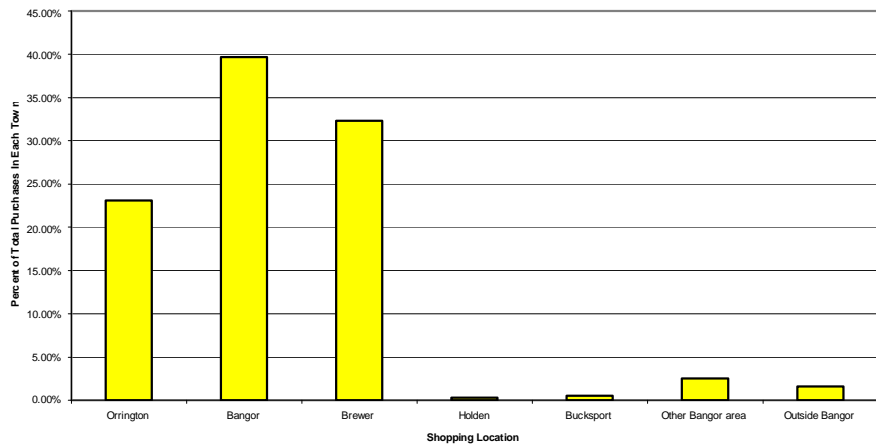
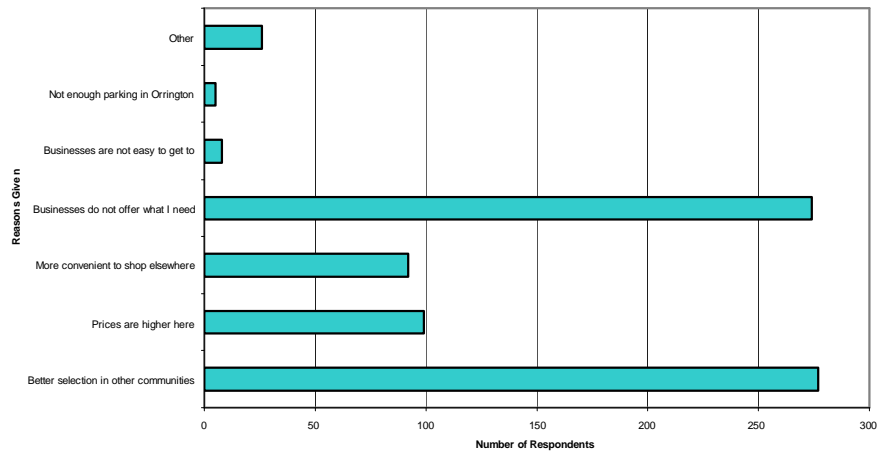


TABLE 39: REASONS FOR SHOPPING ELSEWHERE

REASON	NUMBER CITING	PERCENT OF RESPONDENTS
a. Better selection of goods and services in other communities	277	72.5 %
b. Prices here are higher than in other communities	99	25.9 %
c. More convenient to shop in (specific towns)	92	24.1 %
d. Orrington businesses do not offer what I need	274	71.7 %
e. Businesses are not very easy to get to	8	2.1 %
f. Not enough parking in Orrington	5	1.3 %
g. Other	26	6.8 %

FIGURE 33: REASONS FOR SHOPPING ELSEWHERE, 2001 RESIDENT SURVEY



Survey respondents also listed other reasons for shopping outside of Orrington. A sample of these is presented in Figure 34. Additional documentation is presented in Appendix G.

FIGURE 34: OTHER REASONS FOR SHOPPING OUTSIDE ORRINGTON

- Not many businesses in Orrington
- Very little advertising to know what Orrington offers
- Sloppy, disorganized looking businesses do not instill confidence in me.
- “Habit” – stop on the way to and from work
- Not open nights, weekends
- Quality is not available
- Traffic goes too fast to see signs
- No food deliveries – pizza, Chinese, etc. Very few restaurant options
- Businesses too far apart, accessible only by auto –sidewalks would be beneficial
- It’s nice to go into town (shopping) and then return to the quiet, picturesque, relatively natural scenery of Orrington

Survey respondents were then asked what Orrington businesses could do in order to increase local shopping. A sample of the responses is presented in Figure 35.

FIGURE 35: WHAT SHOULD BUSINESSES DO TO INCREASE LOCAL SHOPPING?

- More retail stores and services / more businesses. Diversify
- Larger retail markets / more variety
- Lower prices / better selection
- Upgrade buildings and grounds. Clean up.
- Advertise more
- Repair the roads promptly
- Encourage a good restaurant or two
- Concentrate on specialty offerings
- Leave it elsewhere – keep Orrington with a small town atmosphere

Business Survey Results

In the early summer of 2001, the Town of Orrington mailed a survey to the 87 known businesses in the community (see business list in Appendix H). Some 18 usable surveys were returned, for a response rate of 20.7 %. This is a low response rate for a survey of this type: as a result, responses should be interpreted with considerable caution.

Characteristics of Respondents

The characteristics of firms responding to the survey are summarized in Tables 40 through 43. Of the 18 respondents, four each were retail sales, other services, or government operations (22.2 % each) and two each (11.1 %) were construction or auto repair firms. Most were either sole proprietorships (44.4 %) or corporations (38.8 %). Almost all (93.4 %) of the businesses were owned by Orrington residents. In total, seven (38.9 %) of the firms were established before 1980, and only four (22.2 %) were started within the past decade.

TABLE 40: TYPE OF BUSINESS

CATEGORY	NUMBER	PERCENT
Construction	2	11.1 %
Retail Sales	4	22.2 %
Auto Repair Services	2	11.1 %
Other Services	4	22.2 %
Government	4	22.2 %
Unknown / Missing	2	11.1 %
Total	18	100.0 %

TABLE 41: TYPE OF OWNERSHIP

CATEGORY	NUMBER	PERCENT
Sole Proprietorship	8	44.4 %
Partnership	1	5.6 %
Corporation	7	38.8 %
Other	2	11.1 %
Total	18	100.0 %

TABLE 42: PERCENT ORRINGTON OWNED

CATEGORY	AVERAGE %
Owned by Orrington Residents	93.4 %
Owned by Non-Residents	6.6 %
Total	100.0 %

TABLE 43: YEAR BUSINESS STARTED

YEAR	NUMBER	PERCENT
Before 1960	2	11.1 %
1961-1970	2	11.1 %
1970-1980	3	16.7 %
1981-1990	5	27.7 %
1991-2000	4	22.2 %
Missing	2	11.1 %
Total	18	100.0 %

Employment Patterns

As Table 44 documents, 83 % of the employees in the firms responding to the business survey were full-time, and 17 percent were part-time. Somewhat surprisingly, retail firms had the highest proportion of full-time employees: this finding does not fit well with conventional wisdom about retail jobs, and raises the question of whether this survey might be biased significantly (as do the average number of jobs per firm reported in the last column of Table 44). Given the small number of firms in each category, it would only take one atypical firm to significantly skew the data. Table 45 examines change in the average weekly employment of the firms in the survey sample, for the period from 1996 to 2000. The data reveals marked percentage growth between 1997 and 1998, and more modest growth between 1999 and 2000. Again, however, considerable caution must be used in interpreting results, especially since the actual number of employees involved is small.

TABLE 44: CURRENT EMPLOYEES, BY INDUSTRY CATEGORY

CATEGORY	FULL TIME		PART TIME		TOTAL	
	#	%	#	%	#	AVERAGE
Construction	10	71.4	4	28.6	14	7.0
Retail Sales	13	92.9	1	7.1	14	3.5
Auto Repair Services	7	63.6	4	36.4	11	5.5
Other Services	8	80.0	2	20.0	10	2.5
Government	75	86.2	12	13.8	87	21.7
Unknown / Missing	4	80.0	1	20.0	5	2.5
Total	117	83.0	24	17.0	141	7.8

TABLE 45: AVERAGE WEEKLY EMPLOYMENT, 1996 - 2000

YEAR	NUMBER	% CHANGE FROM PRIOR YEAR
2000	95	6.3 %
1999	89	0.0 %
1998	89	11.3 %
1997	80	2.6 %
1996	78	

Table 46 reveals that two-thirds of the people working in the 18 firms represented in this survey are residents of Orrington, and about 28 percent reside elsewhere in the Bangor area. While the proportion of local residents is smaller than one might expect, the number is not totally surprising given that the local school and the post office are included in the sample.

TABLE 46: TOWN WHERE EMPLOYEES LIVE (BY PERCENT)

CATEGORY	PERCENT
a. Orrington	66.7 %
b. Brewer	4.9 %
c. Holden	0.7 %
d. Bucksport	0.5 %
e. Other Bangor area	22.8 %
f. Outside Bangor area	5.1 %

Given this employment pattern, it is somewhat surprising that almost 20 % of the materials and merchandise sold by Orrington firms was purchased in Brewer, and almost half came from outside of the Bangor area. Importantly, only 5 % was purchased within Orrington itself (Table 47), at least raising the possibility that there is an under-utilized market that local firms might be able to tap more effectively.

TABLE 47: TOWN WHERE MATERIALS AND MERCHANDISE PURCHASED

CATEGORY	PERCENT
a. Orrington	5.0 %
b. Brewer	19.7 %
c. Holden	0.0 %
d. Bucksport	0.2 %
e. Other Bangor area	26.6 %
f. Outside Bangor area	48.5 %

Sales Activity

One of the primary purposes of the business survey was to explore the sales patterns of Orrington's firms, in order to assess whether local merchants might be able to capture a larger proportion of sales in the region. As Table 48 documents, the total number of customers being served by surveyed firms has increased each year since 1996, by an average of 8.2 % per year (note: tables 48 – 50 include sales by all types of firms in the survey, not just retail enterprises). There was considerable variability in this growth, however (the survey also asked about changes in net sales for the same period, but the number of firms answering this question was too small to provide reliable data).

TABLE 48: NUMBER OF CUSTOMERS, 1996 - 2000

YEAR	NUMBER OF FIRMS	AVERAGE # OF CUSTOMERS	% CHANGE FROM PRIOR YEAR
2000	11	1,195	15.2 %
1999	12	1,037	6.5 %
1998	12	974	1.2 %
1997	11	957	6.8 %
1996	11	896	

According to area businesses, Orrington residents account for about quarter of all sales, and Brewer residents account for about a fifth of sales (Table 49). No single firm or organization accounted for more than 5 % of total sales in 2000 (Table 50), indicating that opportunities for horizontal and vertical linkages in economic activity are quite limited.

TABLE 49: PERCENT OF SALES, BY COMMUNITY, 2000

CATEGORY	PERCENT
a. Orrington	25.8 %
b. Brewer	21.1 %
c. Holden	3.3 %
d. Bucksport	4.9 %
e. Other Bangor area	25.1 %
f. Outside Bangor area	19.2 %

TABLE 50: PERCENT OF SALES TO SPECIFIC FIRMS

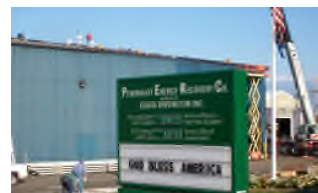
CATEGORY	NUMBER OF FIRMS	AVERAGE PERCENT
a. HoltraChem	3	2.7 %
b. PERC	3	2.3 %
c. Orrington Schools	4	4.4 %
d. Town	8	1.7 %
e. Other	4	15.5 %

Interestingly, Table 49 also reveals that almost a fifth of total sales activity was to customers outside of the Bangor area. This percentage matches reasonably well with the percent of sales related to tourism (given in Table 51, below), and suggests considerable potential for future growth in sales to the non-resident customer base.

TABLE 51: PERCENT OF SALES RELATED TO TOURISM

CATEGORY	NUMBER OF FIRMS	AVERAGE PERCENT
a. TOTAL	4	1.6 %
b. Spring	1	5.0 %
c. Summer	4	17.5 %
d. Fall	0	0.0 %
e. Winter	0	0.0 %

2.5 Housing Issues



Number and Type of Housing Units

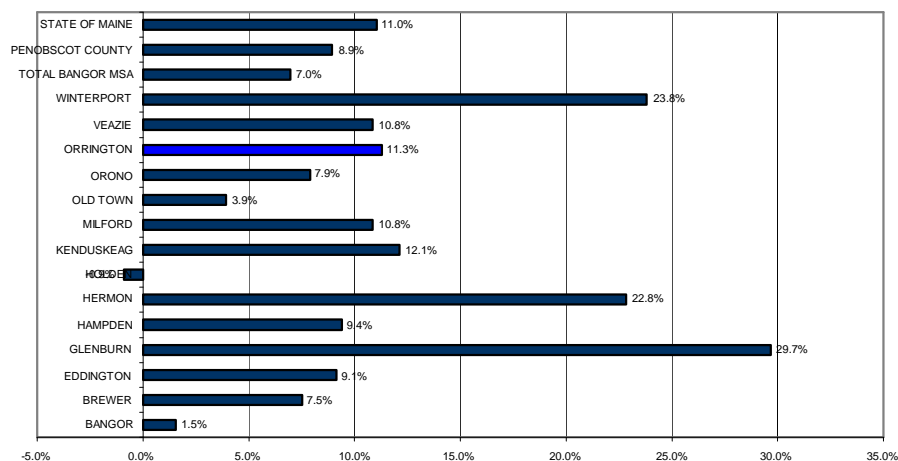
The availability and affordability of housing can be important considerations in local economic development. It seems prudent, therefore, to provide at least a brief overview of Orrington's housing inventory as a basis for determining there is sufficient available housing to support economic development.

As Table 52 and Figure 36 (next page) reveals, the total inventory of housing units in Orrington increased from 1,338 in 1990 to 1,489 in the year 2000, for an increase of 151 housing units (11.3 %). While several of the communities in the Bangor Metropolitan Statistical Area, notably Glenburn, Hermon, and Winterport, grew at considerably faster rates over the decade, most of the cities and towns grew at a considerably slower pace. Indeed, the overall growth rate for the metropolitan area was only 7 % (8.9 % for Penobscot County). Indeed, Orrington's growth rate was comparable to that for the state as a whole – well above the regional and county averages.

TABLE 52: HOUSING OCCUPANCY, BANGOR MSA, 1990-2000

Town	OCCUPIED UNITS				VACANT UNITS				TOTAL UNITS			
	1990	2000	CHANGE 1990 – 2000	% CHANGE	1990	2000	CHANGE 1990 – 2000	% CHANGE	1990	2000	CHANGE 1990 – 2000	% CHANGE
BANGOR	13,392	13,713	321	2.4%	974	874	-100	-10.3%	14,366	14,587	221	1.5%
BREWER	3,619	3,842	223	6.2%	161	222	61	37.9%	3,780	4,064	284	7.5%
EDDINGTON	740	825	85	11.5%	103	95	-8	-7.8%	843	920	77	9.1%
GLENBURN	1,101	1,479	378	34.3%	197	204	7	3.6%	1,298	1,683	385	29.7%
HAMPDEN	2,188	2,433	245	11.2%	138	112	-26	-18.8%	2,326	2,545	219	9.4%
HERMON	1,345	1,666	321	23.9%	78	82	4	5.1%	1,423	1,748	325	22.8%
HOLDEN	1,133	1,153	20	1.8%	199	167	-32	-16.1%	1,332	1,320	-12	-0.9%
KENDUSKEAG	437	470	33	7.6%	17	39	22	129.4%	454	509	55	12.1%
MILFORD	1,059	1,180	121	11.4%	67	68	1	1.5%	1,126	1,248	122	10.8%
OLD TOWN	3,276	3,426	150	4.6%	271	260	-11	-4.1%	3,547	3,686	139	3.9%
ORONO	2,453	2,691	238	9.7%	234	208	-26	-11.1%	2,687	2,899	212	7.9%
ORRINGTON	1,231	1,396	165	13.4%	107	93	-14	-13.1%	1,338	1,489	151	11.3%
VEAZIE	659	722	63	9.6%	33	45	12	36.4%	692	767	75	10.8%
WINTERPORT	1,117	1,379	262	23.5%	63	82	19	30.2%	1,180	1,461	281	23.8%
TOTAL BANGOR MSA	33,750	36,375	2,625	7.8%	2,642	2,551	-91	-3.4%	36,392	38,926	2,534	7.0%
PENOBSCOT COUNTY	54,063	58,096	4,033	7.5%	7,296	8,751	1,455	19.9%	61,359	66,847	5,488	8.9%
STATE OF MAINE	465,312	518,200	52,888	11.4%	121,733	133,701	11,968	9.8%	587,045	651,901	64,856	11.0%

FIGURE 36: PERCENT CHANGE IN YEAR ROUND HOUSING UNITS, 1990-2000



The overall growth rate for Orrington is a bit misleading, however. In actuality, as the data demonstrates, occupied units increased by 165 (13.4 %) over the decade, while vacant units

actually decreased by 14 (-13.1 %).

This helps to explain why the vacancy rate for homeownership units (single family homes) in Orrington was only 1 % at the last census (Table 53), compared to 2.3 % for similar units across Penobscot County (1.7 % statewide). Meanwhile, the rental vacancy rate in Orrington was 4.1 %, again markedly lower than the average rates for Penobscot County and the state as a whole.

A vacancy rate of around 4 % is generally considered to be normal for a healthy market (allowing for the routine movement of buyers and sellers). A vacancy rate of much less than 4 % indicates housing in short supply (which of course drives up prices), which appears to be the case in Orrington. Given these rates, it will be important for the community to address housing availability (and affordability) concerns as part of its long-term economic development planning.

TABLE 53: HOUSING VACANCY RATES, BANGOR MSA, 2000

Town	Homeowner Vacancy Rate (%)	Rental Vacancy Rate (%)
BANGOR	2.0	4.2
BREWER	1.7	7.0
EDDINGTON	1.2	7.0
GLENBURN	0.9	7.9
HAMPDEN	1.5	3.7
HERMON	1.0	2.9
HOLDEN	1.5	5.9
KENDUSKEAG	1.4	6.5
MILFORD	1.5	9.6
OLD TOWN	1.2	5.0
ORONO	1.2	4.4
ORRINGTON	1.0	4.1
VEAZIE	0.5	7.8
WINTERPORT	1.2	6.6
PENOBSCOT COUNTY	2.3	6.2
STATE OF MAINE	1.7	7.0

2.6 Business Climate



Resident Perceptions

As part of the survey mailed to all 1,453 households in the community last summer, residents were asked for their perceptions of the climate for business in Orrington. Specifically, respondents were asked to rate ten key dimensions of business climate on a five-point scale (Very Poor to Very Good). The results for the 383 Orrington households that returned the survey are presented in Table 54: Part A details the number of respondents by rating and climate factor, Part B presents the percent distribution of those responses.

TABLE 54: RESIDENT PERCEPTIONS OF BUSINESS CLIMATE

a. Number of Respondents

Aspects of Business Climate	Very Poor	Poor	Neutral	Good	Very Good	Missing
a. Transportation access	19	47	85	160	35	36
b. Zoning and land use restrictions	10	36	137	125	23	51
c. Government regulations	7	21	175	94	14	71
d. Taxes	15	28	131	123	39	46
e. Financing for businesses	6	43	194	40	2	97
f. Assistance for business owners	7	51	187	34	2	101
g. Employee training opportunities	20	60	172	29	3	98
h. Public schools	2	0	38	170	125	47
i. Utilities (water, sewer, electricity)	17	71	124	96	16	58
j. Communications services	4	30	137	122	18	71
k. Other	5	0	20	0	1	356

b. Percent of Respondents

Aspects of Business Climate	Very Poor	Poor	Neutral	Good	Very Good	Missing
a. Transportation access	4.9 %	12.3 %	22.3 %	41.9 %	9.2 %	9.4 %
b. Zoning and land use restrictions	2.6 %	9.4 %	35.9 %	32.7 %	6.0 %	13.3 %
c. Government regulations	1.8 %	5.5 %	45.8 %	24.6 %	3.7 %	18.6 %
d. Taxes	3.9 %	7.3 %	34.3 %	32.2 %	10.2 %	12.0 %
e. Financing for businesses	1.6 %	11.3 %	50.8 %	10.4 %	0.5 %	25.4 %
f. Assistance for business owners	1.8 %	13.4 %	48.9 %	8.9 %	0.5 %	26.4 %
g. Employee training opportunities	5.2 %	15.7 %	45.0 %	7.6 %	0.8 %	25.7 %
h. Public schools	0.5 %	0.0 %	10.0 %	44.5 %	32.7 %	12.3 %
i. Utilities (water, sewer, electricity)	4.5 %	18.6 %	32.5 %	25.1 %	4.2 %	15.1 %
j. Communications services	1.0 %	7.8 %	35.9 %	31.9 %	4.7 %	18.6 %
k. Other	1.1 %	0.0 %	5.2 %	0.0 %	0.0 %	93.2 %

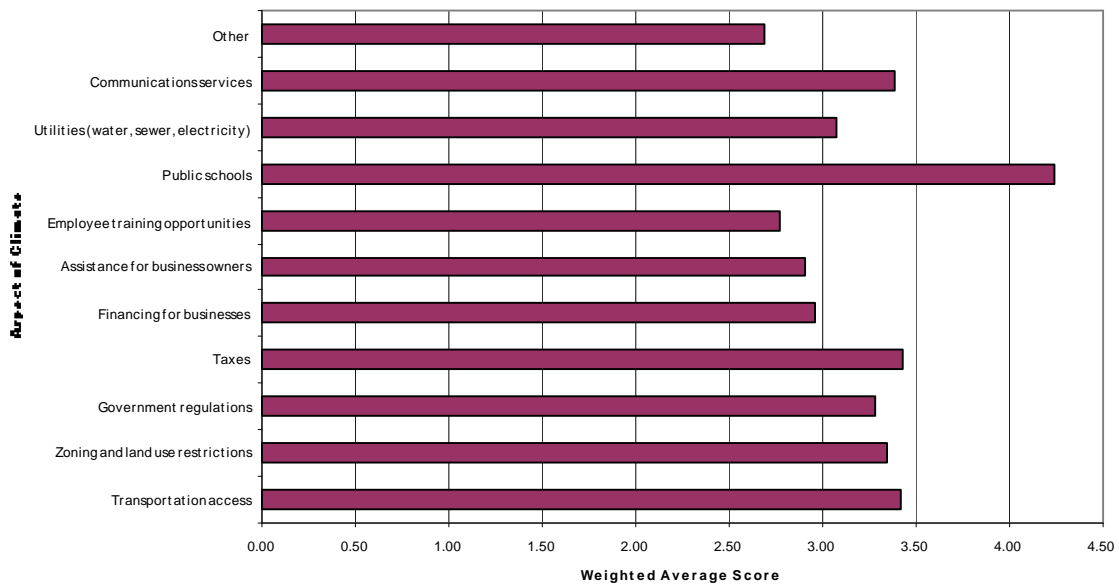
Figure 37 (next page) presents a visual “snapshot” of this perception data, in the form of the

average score for each business climate factor. The averages were computed by ‘weighting’ the number of respondents in each category (Very Poor to Very Good) by a numerical value assigned to that category (Very Poor = 1, Neutral = 3, Very Good = 5), summing the weighted values, and dividing by the number of valid (non-missing) responses.

The resulting averages can most easily be interpreted as ranges, as follows:

Score Range	Meaning
4.00 – 5.00	Very Good
3.00 – 4.00	Good
2.00 – 3.00	Neutral
1.00 – 2.00	Poor
0.00 – 1.00	Very Poor

FIGURE 37: AVERAGE SCORE, PERCEPTIONS OF BUSINESS CLIMATE, 2001 RESIDENT SURVEY



As shown in Figure 37, only the public schools in Orrington were rated Very Good (as a dimension of business climate) by residents. Six climate factors were rated as Good (transportation access, zoning and land use restrictions, government regulations, taxes, utilities, and communications services). Three factors (financing, assistance for business owners, and employee training opportunities) received a Neutral or average rating.

While no business climate factor received an average rating of Poor or Very Poor, these categories should not be ignored. The percentages in Table 54B indicate that almost one out of every four residents rated the community’s utilities (water, sewer, and electricity) as Poor at best – this no doubt reflects both the large portions of the town not served by water and sewer and the relatively high frequency of electrical problems in some areas. Conversely, more than four out of ten respondents rated transportation access and taxes as Good or better.

Business Perceptions

Table 55 presents similar perceptual data from the 2001 survey of Orrington’s business enterprises. While the number of survey respondents was too small to permit definitive conclusions, the overall pattern of data is quite interesting when compared to resident perceptions of business climate. Only with respect to transportation access and government regulations did business people rate climate factors less favorably than residents did overall. At the same time, however, the business respondents tended to be less neutral than residents when it came to zoning and to direct help for businesses (financing, technical assistance, employee training: in these instances, business respondents tended to give either a higher percentage of Very Good ratings offset by a higher percentage of Poor ratings than was true of resident respondents.

TABLE 55: BUSINESS PERCEPTIONS OF BUSINESS CLIMATE

a. Number of Respondents

Aspects of Business Climate	Very Poor	Poor	Neutral	Good	Very Good	Missing
a. Transportation access	2	4	5	6	1	0
b. Zoning and land use restrictions	2	7	4	4	1	0
c. Government regulations	2	2	10	4	0	0
d. Taxes	0	3	7	6	2	0
e. Financing for businesses	2	5	5	2	1	3
f. Assistance for business owners	3	6	4	3	0	2
g. Employee training opportunities	1	6	7	2	0	2
h. Public schools	0	0	1	7	10	0
i. Utilities (water, sewer, electricity)	0	2	8	7	0	1
j. Communications services	0	1	6	9	1	1

b. Percent of Respondents

Aspects of Business Climate	Very Poor	Poor	Neutral	Good	Very Good	Missing
a. Transportation access	11.1 %	22.2 %	27.8 %	33.3 %	5.6 %	0.0 %
b. Zoning and land use restrictions	11.1 %	38.9 %	22.2 %	22.2 %	27.8 %	0.0 %
c. Government regulations	11.1 %	11.1 %	55.6 %	22.2 %	0.0 %	0.0 %
d. Taxes	0.0 %	16.7 %	38.9 %	33.3 %	11.1 %	0.0 %
e. Financing for businesses	11.1 %	27.8 %	27.8 %	11.1 %	27.8 %	16.7 %
f. Assistance for business owners	11.1 %	16.7 %	33.3 %	22.2 %	16.7 %	11.1 %
g. Employee training opportunities	11.1 %	5.6 %	33.3 %	38.9 %	11.1 %	11.1 %
h. Public schools	0.0 %	0.0 %	5.6 %	38.9 %	55.6 %	0.0 %
i. Utilities (water, sewer, electricity)	0.0 %	11.1 %	44.4 %	38.9 %	0.0 %	5.6 %
j. Communications services	0.0 %	5.6 %	33.3 %	50.0 %	5.6 %	5.6 %

In light of this overall pattern, the fact that one out of every three business respondent gave a Poor or worse rating to transportation access, zoning and land use restrictions, and financing for businesses – while one out of four gave Good or better ratings - is perhaps the most significant finding from this perceptual data. These extremes indicate very clearly that Orrington is doing well serving the needs of some of its businesses, but not others.

A significant challenge for the future will be to determine more clearly what is working for whom. Since the small number of respondents to the business survey makes it impossible to derive additional insight from this source, additional data collection will be needed.

Other Business Climate Data

Orrington is of course directly affected by the overall business climate of Maine. Thus, key indicators of the extent to which Maine favors business activity are directly relevant to the economic future of the community. The data that follows is intended simply to provide an overview of some of the factors generally considered to be relevant in assessing the business climate of the state (this data is drawn from a variety of internet web sites and published sources, identified in the References section of this report).

Maine State Business Taxes

Corporate Income:

3.5% of Maine net income for the first \$25,000; \$875 plus 7.93% of the excess over \$25,000 but not more than \$75,000.

Sales and Use:

5%. Sales tax exemptions apply to:

- manufacturing companies for machinery, equipment, and parts used in production
- 95% of fuel & electricity used in a manufacturing facility
- custom computer software
- biotechnology companies for machinery, equipment, instruments, and supplies used directly and primarily in a biotechnology application
- research & development (machinery & equipment used exclusively in R&D)

Telecommunications:

Intrastate (in-state) calls: 5%

Property:

A statewide program enables businesses to recoup taxes paid on new personal property. Qualified property placed in service after April 1, 1995, is eligible for a full reimbursement for a maximum of 12 years. Eligible property includes any machinery and equipment used exclusively for business purposes, except office furniture and lighting fixtures. This reimbursement program, when linked with a municipal Tax Increment Financing (TIF) package, has the potential to reduce total property tax expenses on all new investment to zero over the initial twelve year legislated life of the program.

Workers' Compensation:

Maine has gained national recognition for its dramatically reformed workers' compensation system. Since 1994, overall workers' compensation rates have decreased by 35.1%. The estimated premium savings for businesses since 1994 exceed \$330 million. According to an

independent study, Maine has the 30th lowest rates nationally for manufacturing classifications.

Unemployment Insurance:

The rate for 2002 is 1.83% and the taxable wage is \$12,000.

R&D and Technology

Maine's commitment to improving its high-tech economy is demonstrated by a number of state initiatives designed to foster research and development in the state. These include:

The Maine Technology Institute provides seed investment grants to private companies and research laboratories in the areas of information technology, precision manufacturing, aquaculture & marine, advanced technologies for forestry & agriculture, biotechnology, composite materials, and environmental technology.

Maine has five world-renowned nonprofit research laboratories.

- Bigelow Laboratory for Ocean Sciences
- Foundation for Blood Research
- The Jackson Laboratory
- Maine Medical Center Research Institute
- Mount Desert Island Biological Laboratory

Research and development at the University of Maine brings students and faculty together to create new knowledge and technologies in many disciplines including engineering; materials science; information science; biotechnology and life sciences; environmental science; agriculture, forestry and marine science; social sciences; education; and public policy.

Maine has several tax incentives specifically designed to encourage the growth of technology companies in the state including the Research Expense Tax Credit, R&D Super Credit, High-technology Investment Tax Credit, and Sales Tax exemptions for technology companies.

Quality of Life

Maine's exceptional quality of life has a positive affect on business. Maine employers testify to a uniquely strong work ethic, high productivity, and low absenteeism and turnover rates. Maine has been ranked the number one place in the country to raise children and in general is considered the 15th most livable state in the nation (Quitno Press, *State Rankings 2000*). The state's rankings on the 43 specific indicators used to determine "Livability" are presented in Table 56 (next page).

Education

Maine schools are among the best in the country, with a record of high standards and success, including:

TABLE 56: NEGATIVE AND POSITIVE FACTORS CONTRIBUTING TO LIVABILITY, MAINE, 2000

NEGATIVE FACTORS	POSITIVE FACTORS
1. Percent Change in Number of Crimes: 1997 to 1998 (10)	25. Percent Change in Per Capita Gross State Product: 1993 to 1997 (16)
2. Crime Rate (48)	26. Per Capita Gross State Product (8)
3. State Prisoner Incarceration Rate (49)	27. Per Capita Personal Income (15)
4. State Cost of Living Index (9)	28. Change in Per Capita Personal Income: 1997 to 1998 (35)
5. Pupil-Teacher Ratio in Public Elementary and Secondary Schools (46)	29. Median Household Income (17)
6. Unemployment Rate (25)	30. Public High School Graduation Rate (43)
7. Percent of Nonfarm Employees in Government (31)	31. Percent of Population Graduated from High School (38)
8. Electricity Prices (10)	32. Expenditures for Education as a Percent of All State and Local Government Expenditures (12)
9. Hazardous Waste Sites on the National Priority List per 10,000 Square Miles (25)	33. Percent of Population Graduated from College (5)
10. State & Local Taxes as Percent of Personal Income (5)	34. Books in Public Libraries Per Capita (50)
11. Per Capita State and Local Government Debt Outstanding (29)	35. Per Capita State Art Agencies' Legislative Appropriations (16)
12. Percent of Population Not Covered by Health Insurance (35)	36. Annual Average Weekly Earnings of Production Workers on Manufacturing Payrolls (25)
13. Births of Low Birth weight as a Percent of All Births (45)	37. Job Growth: 1998 to 1999 (43)
14. Percent of Births to Teenage Mothers (41)	38. Normal Daily Mean Temperature (8)
15. Infant Mortality Rate (49)	39. Percent of Days That Are Sunny (22)
16. Age-Adjusted Death Rate by Suicide (38)	40. Homeownership Rate (50)
17. Population per Square Mile (37)	41. Domestic Migration of Population: 1998 to 1999 (31)
18. Divorce Rate (25)	42. Marriage Rate (32)
19. Poverty Rate (32)	43. Percent of Eligible Population Reported Voting (37)
20. State and Local Government Spending for Welfare Programs as a Percent of All Spending (1)	
21. Percent of Households Receiving Food Stamps (5)	
22. Deficient Bridges as a Percent of Total Bridges (11)	
23. Highway Fatality Rate (33)	
24. Fatalities in Alcohol-Related Crashes as a Percent of All Highway Fatalities (48)	

Note: Maine's rankings are given in parenthesis for each factor, with 1 = Worst in Nation, 50 = Best in Nation

Source: Morgan Quitno Press, 2001

- Maine's education system is ranked among the top ten in the country.
- It is ranked 2nd in the US in the "school climate" category which includes class size (Maine's average is 14 students per teacher), school safety, and parental involvement. (Education Week, 1/97)
- Maine's 4th & 8th graders scored among the highest in the nation in math, reading, & science.
- Maine has become the first state in the country to install internet access in every school and every public library, nearly 1,200 sites.

- Over 30 secondary schools are connected via an Asynchronous Transfer Mode (ATM) fiber optic network, the most advanced network available. This equipment allows classrooms to interconnect and facilitates real time distance learning.
- Maine exceeds the national average pupil-teacher ration in both elementary and secondary schools - 5th best nationwide. (Quitno Press, *State Rankings, 2000*)
- Maine is ranked 8th in the nation for its high school graduation rate. (Quitno Press, *State Rankings, 2000*)
- Maine has the highest number of books per capita in public libraries of all 50 states. (Quitno Press, *State Rankings, 2000*)
- 80% of the adult population has a high school education plus at least some post-secondary education.
- In addition to the University of Maine's seven campuses there are seven technical colleges and numerous private colleges. Three Maine colleges -- Bates, Bowdoin, and Colby -- are among the top 25 liberal arts schools in the nation.

Safety

According to the Quitno Press (*State Rankings, 2000*) Maine has the 7th lowest murder rate, the 2nd lowest rape rate, rate, the 67th lowest robbery rate, the second lowest motor vehicle theft rate, and the third lowest overall crime rate in the nation.

Health Services

Quitno Press also produces an annual assessment of health indicators for all fifty states. According to their data, Maine in 2000 ranked in the top half of all states on 16 of the 21 indicators used (see Table 57). Some of the important highlights of health care in Maine are as follows:

Maine's infant mortality rate is the lowest in the Northeast and seventh lowest in the nation. Maine has one of the best rates of mothers receiving prenatal care, and of children being fully immunized.

Maine has 38 acute care community hospitals, exceeding the national average (ranking 13th in the nation) in number of community hospitals per capita.

Maine healthcare providers are utilizing ISDN and Video Conferencing technology to bring medical expertise from urban areas to rural areas of the state.

Maine has two tertiary care medical centers, providing state-of-the-art open heart surgery, cardiac intensive care, head injury treatment, advanced cancer treatment, and neonatal intensive care.

TABLE 54: NEGATIVE (-) AND POSITIVE (+) FACTORS CONTRIBUTING TO HEALTH, MAINE, 2000

FACTORS CONSIDERED:	FACTORS CONSIDERED:
1. Births of Low Birth weight as a Percent of All Births (45) -	12. AIDS Rate (31) -
2. Births to Teenage Mothers as Percent of Live Births (40) -	13. Sexually Transmitted Disease Rate (48) -
3. Percent of Mothers Receiving Late or No Prenatal Care (49) -	14. Percent of Population Lacking Access to Primary Care (33) -
4. Age-Adjusted Death Rate (25) -	15. Percent of Adults Who Are Binge Drinkers (30) -
5. Infant Mortality Rate (43) -	16. Percent of Adults Who Smoke (31) -
6. Age-Adjusted Death Rate by Malignant Neoplasms (8) -	17. Percent of Adults Overweight (32) -
7. Age-Adjusted Death Rate by Suicide (38) -	18. Number of Days in Past Month When Physical Health was "Not Good" (13) -
8. Health Care Expenditures as a Percent of Gross State Product 97) -	19. Beds in Community Hospitals per 100,000 Population (23) +
9. Per Capita Personal Health Expenditures (28) -	20. Percent of Children Aged 19-35 Months Fully Immunized (448) +
10. Percent of Population Not Covered by Health Insurance (35) -	21. Safety Belt Usage Rate (20) +
11. Estimated Rate of New Cancer Cases (5) -	

Note: Maine's rankings are given in parenthesis for each factor, with 1 = Worst in Nation, 50 = Best in Nation
 Source: Morgan Quitno Press, 2001

Maine people have access to advanced technology, such as MRI and CAT-scan, in fixed sites and in mobile units for smaller communities.

Outdoor Recreation

Maine's tremendous geographic diversity offers sandy and rugged beaches, majestic mountains, and scenic lakes and ponds, all within a few hours of each other. Maine has:

An outstanding reputation for outdoor recreation, including hiking trails (796 miles of trails, 200 accessible peaks, and 276 miles of Appalachian Trail Wilderness), snowmobile trails, nature walking trails, 66 ski touring trails, 20 downhill ski areas (including Sunday River and Sugarloaf USA, with the most challenging runs in the East), and boat launches.

Acadia National Park, one of America's "12 crown jewels" (Backpacker 6/92), with 17 peaks, 120 miles and 50 miles of carriage roads reserved for biking and skiing.

The first water trail in the nation, encompassing 325 ocean miles and over 70 islands.

1,214 miles of wilderness canoe trekking, including the Allagash Wilderness Waterway and three spectacular rafting rivers, including the West Branch of the Penobscot with a vertical drop (70 ft./mile) equal to any in the nation.

28 state beaches and parks; 5 national parks & wildlife areas; 17 million acres of forested land; 11 public wilderness areas.

983,000 acres of conservation land intended for public use as recreation sites and which have maintained roads and/or trails, campsites, and vehicle parking.

Culture & The Arts

Maine's cultural environment includes 56 museums, historical sites and societies including (in Eastern Maine):

Carnegie Art Museum, University of Maine
Maine Maritime Museum
Children's Museum of Maine

Maine also has 44 cultural centers and organizations including (in Eastern Maine):

Maine Center for the Arts
Bangor Symphony Orchestra
Children's Theater of Maine

Indicators for the Bangor Metropolitan Area

Each year, Money Magazine and CNN collaborate to produce a listing of the "Best Places to Live" in the United States. The listing compares just over 315 metropolitan areas in a range of measures, from climate to crime to housing costs to health care. While the published results do not include an overall ranking (except for the communities at the very top and the very bottom of the scale), the resulting data is useful in assessing where the Bangor area stands. Table 58 (next page) presents the summary results for the Bangor MSA for this year.

The data indicates that Bangor ranked near the top, or "Best" on measures of crime, on the student/teacher ratio, the current unemployment rate, and on doctors per thousand population. The MSA ranked nearer to the bottom of the 315 metro areas in terms of income taxes, home utilities costs, health care costs, appreciation in the value of homes, the arts, and leisure (this last index does not appear to consider outdoor recreation opportunities, however).

State Competitiveness

Perhaps most importantly, the recently released State Competitiveness Report, 2001 (Boston: Beacon Hill Institute) ranks Maine as 19th in terms of overall competitiveness, up from 27th in 1995 (for details on how this ranking was computed, see Appendix J). The Institute asserts:

A state is competitive if it has in place the policies and conditions that ensure and sustain a high level of per capita income and its continued growth. To achieve this, a state needs to be able to attract and incubate new businesses, and to provide an environment that is conducive to the growth of existing firms (p. 5).

TABLE 55: MONEY/CNN BEST PLACES TO LIVE: BANGOR ME, 2001 *

	City Stats	Natl. Avg.	Rank
WEATHER			
Annual days with some precipitation	135	110	
Annual days with mostly sun	205	213	
Annual snowfall (inches)	95	24.2	
Annual days < 32° F	155	88.0	
Annual days > 90° F	4	37.9	
Average high temp in July °F	77.5°	86.8°	
Average low temp in January °F	10.2°	26.5°	
CRIME			
Personal Crime Risk (avg. is 100)	39	100	28
Property Crime Risk (avg. is 100)	65	100	64
HOUSING			
Median home price	\$99,200	\$128,572	84
Annual property tax (per \$1,000 of home value)	\$19.50	\$15.64	231
Home utility cost index	129.00	105	290
Home appreciation %	4.4%	7.17%	293
EDUCATION			
Spending per pupil	\$5,705	\$5,387	94
Student/teacher ratio	12.5	16.95	6
Number of 4-year colleges	2	4.03	141
Number of 2-year colleges	2	2.77	95
ECONOMY			
Cost of Living Index	101.5	100	201
Average state taxes paid as % of income	8.7%	6.78 %	307
Unemployment rate	2.6%	4.39%	28
Vehicle insurance expenditures (\$ per person)	\$1,067	\$1,054	207
HEALTH			
Health cost index	113	103	258
Hospital beds	601	2,602	257
MDs per 10,000 population	46	28.2	21
Air quality index (higher is better)	70	65.9	169
Number of teaching hospitals	1	3.52	168
QUALITY OF LIFE			
Leisure Index (100 is best; 0 is worst)	0	19.42	307
Arts Index (100 is best; 0 is worst)	5	11.48	266
TRANSPORTATION			
Commuter time	17.98	19.23	114
Mass transit availability	5.27	8.03	173
Number of airline flights	40	139	141
Number of Amtrak stations	0	1.20	214

NOTES:

* Unless otherwise noted, figures are given for the total metropolitan area.

Real estate data (median home price, annual property tax, and home appreciation) refer to the primary municipality only, not the overall metropolitan area.

Average state taxes as a percentage of income applies to all forms of taxation for the entire state. For metropolitan areas that cover more than one state, the figure for the primary city's state is used.

Unemployment Rates for metropolitan areas are not seasonally adjusted. Rates shown are a percentage of the labor force, not a percentage of the total population.

Source: <http://money.cnn.com>

In explaining Maine's overall rank of 19, the report observes:

A relatively low crime rate, a well-wired population and an ability to foster company creation along with a strong presence of high-tech companies, enabled Maine to rank 19th. A lower tax burden and a concerted effort to attract more government research funds and scientific personnel could push Maine's ranking higher (p. 52).

2.7 Infrastructure



Transportation Network

The Bangor Metropolitan Statistical Area is within ten driving hours of 22% of the U.S. population, and 50% of the Canadian population. The Bangor area offers a full array of transportation options:

Roads

Interstate 95 and U.S. Routes 1, 2, and 9 provide ready access for shipping to the entire Eastern Seaboard and Maritime Canada, while Routes 2 and 202 provide access to New Hampshire and Vermont, Route 27 provides access to Montreal, and Route 201 opens access to Quebec. More than 30 trucking companies in the Bangor region provide overnight service from Bangor to Philadelphia or Halifax, Nova Scotia. All of these roads can be reached readily from Route 15, the major artery through Orrington.

The available data indicates that Route 15 handles considerable traffic. The Maine Department of Transportation's most recent Annual Average Daily Traffic (AADT) counts are as follows (these numbers are for both directions, meaning that MDOT puts a tube across the road and it counts all cars going in either direction):

Location	1998	1999
Route 15 at the Brewer town line:	10,440	11,370
Route 15 at Snow's Corner (north side of intersection)	9,980	
Route 15 at Snow's Corner (south side of intersection)	7,730	
Out Snows Corner Road from intersection	2,710	

Several observations are worthy of note here. First, the total count at the Brewer town line (10,440 in 1998) would of course include commuters going into Brewer, Bangor, etc. for both daily trips (in and return). As a rough estimate, half this number (5,220) would be the number of different vehicles crossing the town line each day, on average).

Secondly, the difference between the “Brewer town line” and “North Side of Route 15, Snow’s Corner” counts is 460 (10,440 – 9,980). This is a fair estimate of the average daily traffic in the North Orrington School area of Route 15, and is only about 4.4 % of the traffic crossing the Brewer town line – virtually all of the traffic here is through traffic to points either south of Snow’s Corner or out the Snow’s Corner Road itself.

Thirdly, the difference between the “North Side of Route 15, Snow’s Corner” and the “Route 15 south (from Snows Corner)” and “counts is 2,250 (9,980 – 7,730). Interestingly, this difference is 460 cars less than the count of traffic on the Snow’s Corner Road itself. While no explanation of this discrepancy is possible from the available data, it does suggest the possibility of several hundred vehicles per day making more than one trip in on the Snow’s Corner Road to the corner (and not going further, either north or south on Route 15).

While MDOT is in the process of rebuilding sections of Route 15, in cooperation with the Town of Orrington, most of the roadway was built prior to 1950 and is in poor condition. There are a number of specific intersections that local residents identify as very dangerous, due to configuration and visibility problems, and excessive speeds and poor winter maintenance by the state are also cited as problems in Orrington’s *Comprehensive Plan 2000*.

In addition, Orrington is served by over 41 miles of town-owned roads and 10.6 miles of privately owned roads. As Orrington’s *Comprehensive Plan 2000* documents (Section I), the overall condition of these roads is good, with the significant exception of the Brewer Lake Road. This road lies on hydric soils and is sinking and unstable. The *Comprehensive Plan* also identifies several local intersections as dangerous: in general, however, Orrington’s roads and bridges are considered to be in good condition and adequate to current and expected future needs.

Rail

Freight rail service in this region is provided by the Bangor & Aroostook Railroad Company and by the Maine Central Railroad (operated by the Springfield Terminal Railway). A major rail trunk, connecting Bucksport to Brewer, runs through Orrington along the shore of the Penobscot River (with a spur line to the former HoltraChem site). There are intermodal rail facilities in Bangor and in Hermon, both with ready access to Interstate 95 and to Bangor International Airport.

Air

Bangor International Airport is a full-service passenger and commercial airport with a modern terminal complex, offering daily direct flights to Boston, New York and other US

cities, as well as international air traffic and a free trade zone. Overall, Maine has 46 commercial airports; 15 of these accommodate corporate jets.

Water

Two ocean ports provide service to European ports: Mack Point, Searsport (30 miles) and Estes Point, Eastport (120 miles).

Bus and Public Transit Services

The Bangor area is served by two commercial bus carriers with daily trips to Portland and Boston. The Bangor metro area is also served by a locally operated transit bus service (The Bus)). While this hourly service (Monday through Saturday) extends to Brewer on the east side of the Penobscot River, and comes as far south as Elm Street in Brewer, it does not include service to Orrington.

On-demand transportation service is available for special populations (generally nursing home residents, disabled people, and low income people) through the Penquis Community Action Program and other social services providers. These services must usually be requested a day or two in advance, and are generally restricted to transportation to and from medical appointments and similar critical needs. No direct fee is charged to users.

Utilities

Electricity

The area's major electric utility is the Bangor Hydro-Electric Company, which was recently purchased by a Canadian firm, Emera, Inc., a diversified energy company based in Halifax, Nova Scotia.. Bangor Hydro-Electric provides electricity services to more than 110,000 customers in a service area that extends 5,200 square miles and includes the greater Bangor/Brewer region.

Current electricity rates for commercial and industrial customers are based upon a number of factors, including the characteristics of a customer's energy consumption, the voltage at which the customer is served, and the customer's ownership of transformers and related facilities. Commercial and industrial customers who meet the eligibility criteria can also take advantage of special economic development rates and competitive energy rates for certain end uses such as electric heat. Importantly, manufacturers in Maine are exempt from paying 95% of the sales tax on fuel and/or electricity used in manufacturing operations.

Unlike other regions of the country, consumers in Maine are assured of a secure and ample power supply for years to come. Historically, Maine has been a net exporter of electric power and has shown even greater excess capacity for the past two years. As a result, Maine's electricity rates are among the most competitive in the northeast – particularly for large-scale users. Among states in the northeast, Maine had the second lowest average rates for industrial consumers in 2000.

Bangor Hydro-Electric uses a number of approaches to ensure consistent, uninterrupted power for its customer, including technologically advanced switching and monitoring equipment and dual feed sources. In general, Orrington is served by an overlapping network of Phase transmission and distribution lines, including three-phase power (essential for commercial and industrial users) in the vicinity of the proposed Brewer/Orrington Business Park and Route 15 to the former HoltraChem site. One problem however, is that there is no alternate (dual) feed for the HoltraChem site – and this area has been prone to power outages in the past. The new Business Park area will have an alternate feed, ensuring uninterrupted power and thus making the site more conducive for economic development.

Petroleum and Natural Gas

The completion of two new two high-capacity natural gas pipelines in has stimulated competition among energy providers. Commercial and residential consumers throughout Maine are able to take advantage of these projects; the Portland Natural Gas Transmission System (PNGTS) and the Maritimes & Northeast Pipeline (Maritimes). The PNGTS project, completed in March 1999, runs through western and southern regions of the state, connecting the end of the Canadian pipeline system with existing U.S. pipelines in Massachusetts . The Maritimes pipeline began gas delivery in December 1999, and taps into the newly developed Sable Offshore Energy Project in Nova Scotia Canada.

The PNGTS and Maritimes projects have impacted commercial energy consumers in Maine in important ways. Five new natural gas-fired electrical power plants with a generating capacity of 1,600 MW have been constructed in Maine. In addition, more than 25 municipalities (including most in this region) are connected to the natural gas network – which has been designed to serve large commercial users as well as more conventional customers. Three new retail distribution companies, Northern Utilities, Maine Natural Gas and Bangor Gas Company, are licensed to distribute natural gas in Maine.

Telecommunications

Maine's communications infrastructure is one of the most advanced in the nation. Maine has the first statewide ATM (Asynchronous Transfer Mode) fiber optic based network, one of the most technologically advanced networks available today. With ten ATM switch locations located throughout the state, this advanced network makes fiber optic technology available to all communities in Maine, giving businesses the best in telecommunications technology. ATM technology provides high-speed bandwidth connections for transmitting switched voice, data, and full-motion video to multiple locations across Maine and throughout the world. While the initial application for ATM is to facilitate real time interactive distance learning in secondary schools throughout the state, several major health care and commercial applications have been developed and key businesses are using ATM in their operations.

Based on FCC service quality data, Maine has some of the best service and reliability ratings in the country. Verizon Communications, which provides service to 80 percent of the state's population, is aggressively building redundancy and reliability in its network statewide using SONET technology. This technological architecture provides a custom, intelligent network

for interconnecting multiple locations, and a self-healing capability in the event of a transmission failure in that network.

Wireless, cable, and fiber optic technologies are available throughout Maine. Maine has DSL, ISDN, T1, T3, and Frame Relay - the whole range of cutting edge voice, data, and video services. 99.4 percent of the state can access the Internet with a local call.

Verizon and Maine's independent local carriers have deployed a significant amount of digital loop carrier and digital switch remote technology, placing greater capacity in loop facilities, and frequently using fiber optic cables in feeder portions of the loop (between central offices and digital loop carriers or remotes). There are over 110,000 miles of fiber optic cable throughout Maine. All new interoffice facilities are built using fiber optic cables and most switches are on SONET rings, which provide reliability and enormous capacity. And, because Maine's system is 100 percent digitally switched, businesses here have access to the best available technology and the advanced services supported by this technology.

The Maine School and Library Network is a high-speed telecommunications system that links computers in all schools and public libraries to one another, as well as to worldwide databases and the Internet. Maine is clearly at the forefront of the new distance learning opportunities. 100% of Maine schools and libraries have Internet access. The network also provides a baseline infrastructure throughout the state from which advanced applications for business customers can grow. In addition, Maine students have training and experience with computer technology starting from their earliest years in school. Students will be prepared to meet the demands that Maine businesses have for technically skilled workers.

Maine's advanced connectivity is best evidenced by the number of IT companies, call centers, back office operations, and other telecommunications-intensive businesses located here. Moreover, Maine does not tax interstate calls and Maine is one of the most nexus-friendly states in the U.S. Nexus law defines corporate presence and the tax burdens that come with it. By being "nexus-friendly" Maine creates a safe haven in which call centers and their clients can avoid collecting and remitting sales tax. While other states are actually looking for ways to collect more taxes from nonresident companies, Maine revised its laws to save call centers and their clients time and money.

Water and Sewer

Most of Orrington is not serviced by municipal water and sewer, but Brewer's municipal sewer and water system services Orrington's so-called President Streets (Roosevelt, McKinley, Cleveland, Harrison, and Garfield Avenues). Bangor's municipal water system runs across the Penobscot River to the PERC plant and the former HoltraChem site, and then along the River Road to the Snows Corner Road. The extension of public water and sewer from Harrison Avenue along the River Road to south of Snows Corner Road, now scheduled to be completed along with MDOT's reconstruction of this stretch of Route 15 next year, will benefit future economic (and housing) development all along this corridor.

2.8 Special Issues and Concerns



Demand for Business Park Space in the Region

Capacity of Existing Business Parks

There are now business parks in the Bangor metropolitan area, comprising a total of about 2,400 acres (see Table 59). About 1,040 acres are currently vacant of which about 40 % are undevelopable (mostly in Bangor,s Bomarc Industrial Park and Hampden’s Ammo Industrial Park, both of which are converted former military instalations and not planned business commerce parks). Subtracting the estimated 420 undevelopable acres in these two parks leaves about 620 vacant acres (for a net vacancy rate of 25.7 %).

TABLE 59: BUSINESS / INDUSTRIAL PARKS IN THE BANGOR AREA, 2002

Park	Location	Year	ACRES		LOTS	
			Total	Vacant	Created	Vacant
BanAir Industrial Park	Bangor	1985	42.9	15.9	16	10
Bangor Industrial Park	Bangor	1950	204.0	0.0	40	0
Bangor Industrial Park Annex	Bangor	1974	25.9	3.5	11	1
BIA Commercial & Industrial Park	Bangor	1979	79.2	39.9	23	9
Bomarc Industrial Park	Bangor	1972	300.0	170.0	29	N/A
Dowd Industrial Park	Bangor	1981	44.5	14.7	14	4
Heritage Industrial Park	Bangor	1955	160.0	44.0	16	0
Oak Ridge Business Park	Bangor	1996	19.5	6.5	14	6
Maine Business Enterprise Park	Bangor	1992	70.4	40.7	18	17
Sylvan Road Industrial Acres	Bangor	1968	56.0	N/A	6	2
Target Industrial Circle	Bangor	1975	83.0	0.0	38	0
Acme Plus Subdivision	Brewer	1996	16.6	5.2	7	4
Brewer Corporate Center	Brewer	2001	84.0	12.0	8	4
East-West Industrial Park	Brewer	1970	69.0	0.0	23	1
Reserve Area Business Park	Brewer	1995	20.0	14.9	13	10
Ammo Industrial Park	Hampden	1979	542.0	250.0	3	1
McCaw Road Industrial Park	Hampden	1950	67.6	32.4	10	4
Penobscot Meadow Industrial Park	Hampden	1992	80.0	38.7	5	3
Route 202 Business Park	Hampden	2002	132.0	132.0	37	37
Bangor & Aroostook RR Industrial Park	Hermon	1996	30.0	20.0	5	3
ColdBrook Business Park	Hermon	2001	45.0	40.0	18	17
Freedom Industrial Park & Expansion	Hermon	1977	170.0	30.0	77	11
DeBeck Business Park	Holden	1998	46.0	46.0	12	10
Old Town Industrial Park	Old Town	1985		60.0		
Maine Technology & Research Park	Orono	1984	28.0	24.0	13	6
Total			2,415.6	1,040.4	456	160

In the existing business / industrial parks, the average lot size is 3.9 acres and the range is from 0.75 to 32.9 acres (these figures are based on partial data, as shown in Table 60). Only about 160 lots (30.6 % of the total 457 lots) are available for development, and half of these are in three of the most recently created business / industrial parks (for example, 37 vacant lots are in the Route 202 business park in Hampden, established this year). The older existing parks are almost at capacity: about two-thirds of the parks can not accommodate a contiguous lot of more than ten acres.

TABLE 60: LOT SIZES AND CORE SERVICES, BANGOR AREA BUSINESS / INDUSTRIAL PARKS

	Park Location	LOT SIZE		CORE SERVICES			
		Average	Range	Rail	Water	Sewer	3-Phase
BanAir Industrial Park	Bangor	2.0	0.75 - 2.13	NO	YES	YES	YES
Bangor Industrial Park	Bangor	2.0	.75 - 5.0	NO	YES	YES	YES
Bangor Industrial Park Annex	Bangor	2.0	1.18 - 13.8	NO	YES	YES	YES
BIA Commercial & Industrial Park	Bangor	3.4	.76 - 11.9	NO	YES	YES	YES
Bomarc Industrial Park	Bangor	N/A	N/A	NO	YES	YES	YES
Dowd Industrial Park	Bangor	3.0	1.31 - 7.94	YES	YES	YES	YES
Heritage Industrial Park	Bangor	6.6	1.10 - 27.0	YES	YES	YES	YES
Oak Ridge Business Park	Bangor	1.4	0.5 - 4.3	NO	YES	YES	YES
Maine Business Enterprise Park	Bangor	2.5	1.29 - 3.3	NO	YES	YES	YES
Sylvan Road Industrial Acres	Bangor	13.0	2.57 - 32.9	NO	YES	YES	YES
Target Industrial Circle	Bangor	1.9	1.0 - 8.0	NO	YES	YES	YES
Acme Plus Subdivision	Brewer	2.4	.75 - 3.0	NO	YES	YES	YES
Brewer Corporate Center	Brewer	1.8	.8 - 3.2		YES	YES	YES
East-West Industrial Park	Brewer	2.5	1.2 - 12.1	YES	YES	YES	YES
Reserve Area Business Park	Brewer	1.5	.9 - 3.5		YES	YES	
Ammo Industrial Park	Hampden	NA	6.0 - 320.0	NO	YES	YES	YES
McCaw Road Industrial Park	Hampden	6.8	1.2 - 20.0	NO	YES	YES	
Penobscot Meadow Industrial Park	Hampden	16.0	5.7 - 25.8	NO	YES	YES	YES
Route 202 Business Park	Hampden	3.6	1.5 - 7.0				
Bangor & Aroostook RR Industrial Park	Hermon	5.0	1.0 - 6.0	YES	YES	YES	YES
ColdBrook Business Park	Hermon	2.5	2.0 - 4.8	NO	YES	YES	YES
Freedom Industrial Park & Expansion	Hermon	2.0	1.5 - 9.5	NO	YES	YES	YES
DeBeck Business Park	Holden	3.7	.9 - 3.4	YES	YES	YES	YES
Old Town Industrial Park	Old Town		2.0 - 4.0	NO	YES	YES	YES
Maine Technology & Research Park	Orono	3.9	1.9 - 3.5	NO	YES	YES	YES

Annual Lot Sales

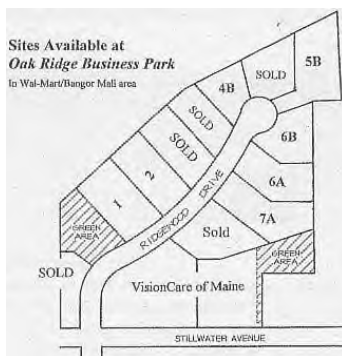
Key factors affecting the sale of land in the various parks include the overall strength of the economy, the physical characteristics and location of the land, existing land covenants, ownership restrictions, and the total supply of industrial property in the region. From 1970 to 1998, industrial park space in the then-existing 17 parks in this region sold at an average of 6.4 lots (about 35 acres) per year. At these rates, it would take between 18 and 22 years to absorb the available acreage in existing parks.

However, half of the existing vacant lots have been on the market for ten years or more. Without exception, these are located in “traditional” industrial parks – developments that

emphasized location and basic infrastructure (roads, water, and sewer) over design considerations and amenities.

Business Park Tenants Represent Growth Industries

Based on an inventory prepared by the Eastern Maine Development Corporation in 1998, a quarter of the existing industrial parks' tenants were service firms and about 15 % each were manufacturing, warehouse, and wholesale enterprises. Over half of the service enterprises were business services: 17 % were auto related businesses, and a combined total of 20 % were health or recreation services. This emphasis on the service sector, rather than on heavy manufacturing or research and development, reflects the Bangor area's economic base and market conditions rather than a deliberate effort to attract service firms.



However, given the proportion of Bangor area manufacturing, trucking distribution, and wholesale firms that are located in business parks (30.8 %, 18 %, and 12.5 %, respectively), it is clear that deliberately planned parks have also developed a niche market in these economic sectors. The strength of recent regional growth in the services sector (22 % between 1990 and 1999), construction (16 %), transportation (11 %), and wholesale trade (10 %) indicates that these sectors are still viable market niches for business park space in the region.

Growth Potential

Importantly, there is a clear market for business parks that offer the type of amenities now being sought by emerging industries such as precision manufacturing, software development, insurance and financial services, environmental services, and advanced telecommunications. Amenities such as advanced electrical distribution systems (three-phased power with backup systems), advanced telecommunications infrastructure (fiber optic cables, high speed digital services, etc.), efficient circulation systems for both motorists and pedestrians, architecturally controlled structures and design, underground utilities, and large landscaped lots and attractive common areas, are not generally found in business parks in this region. Only the newest parks in the region have been designed to create the kind of “campus’like atmosphere” so attractive to these industries.

Indeed, the newly opened Kennebec Regional Super Park (Oakland, Maine) estimated that there are over 2,000 Maine firms (in the construction, information technology, high-end services, and small manufacturing industries and with more than ten employees) that were viable targets for recruitment into such an amenity-focused business park. Their data also indicates that there are over 11,000 such target firms in New England, New York, and New Jersey (the same industries, but with between 50 and 100 employees). Thus, despite the appearance of a large inventory of industrial land in the region, there is strong potential for the development of business park capacity targeted at specific markets.

Re-Use of the HoltraChem Site for Economic Development

One of the more complex issues facing Orrington is the status of the HoltraChem site and feasibility of re-development. Several key factors must be considered:

- Of the 235 acres on the site, 77 acres are still too contaminated to permit reuse. The remaining 158 acres, at the other end of the property from the HoltraChem plant itself, are potentially available. This acreage will require some additional testing and investigation, but the Department of Environmental Protection should be able to certify that it is clean for development fairly soon (Note: another landfill may be required to process contaminated soils on the site, requiring that the contaminated 77 acres be increased by five acres – this would leave 153 acres for reuse).

-



- The property is still owned by the HoltraChem Manufacturing Company, although Mallinckrodt, Inc., as successor to a former owner / operator of the chloralkali facility on the site, will be held responsible for developing and implementing the corrective measures needed to cleanup contaminated structures, equipment, and soils on the site (under the administrative supervision of the Maine Department of Environmental Protection). Based on the corrective measures developed and implemented so far, there will be active remediation and an active landfill on at least the portion of the site actually used for chemical manufacturing for many years to come.
- DEP has obtained from HoltraChem Manufacturing Company a restrictive covenant running with the land in perpetuity (and thus binding on all future owners, lessees, etc.) that prohibits any activities that would interfere with the integrity and effectiveness of the corrective measures required at this site. DEP can release portions of the property from these restrictions as long as such action would comply with applicable federal, state, and local laws and would continue to protect the public health, safety and welfare and the environment.
- The Town of Orrington or anyone else could buy the portion of the property that is not contaminated. DEP will work with the Town to provide certification that the property purchased is clean. Any attempt to purchase the land would have to be made through Mallinckrodt, Inc., since HoltraChem's former officials do not appear to be representing the company any longer. While the HoltraChem Manufacturing

Company must remain in existence for five years from the date the corporation filed for dissolution (1 ½ years ago), Mallinckrodt is in effect now acting as the owner.

- This area of Orrington is served by Bangor municipal water provided from a line that crosses the river near the Penobscot Energy Recovery Corporation (PERC) plant. However, the area is not served by public sewer lines. The soils here are generally poor, but of course could support on-site septic systems (although a more expensive construction design may be required to provide for adequate dispersal of waste water). Depending on the nature of site reuse, however, septic system requirements might be minimal.
- This site is serviced by three-phase electrical power, but there is no alternative (dual) feed and the location has been prone to power outages in the past.
- Orrington's total valuation for the HoltraChem property dropped from \$ 16 million in 1999 to \$ 7.5 million this year due to buildings and equipment being removed. Meanwhile, according to the State of Maine the total valuation of property in Orrington has climbed from \$ 208 million last year to \$ 218 million this year. As a result, the HoltraChem property dropped from representing 7.7 % of the town's total valuation to just over 3.4 %.
- According to the DEP, the only lawsuit pending is a citizen lawsuit brought by the National Resource Defense Council and Maine People's Alliance to require more study of mercury contamination of the Penobscot River at this location. A federal judge has ruled that this suit can go forward. The suit is against both Holtra Chem and Mallinckrodt Inc. and could attach corporate assets, but it does not list on-site property or the land. There is also a Federal consent decree between the federal Environmental Protection Agency and Holtra Chem. This decree will not restrict reuse or sale of the real estate, however.

Natural Resources in Orrington

Orrington's *2000 Comprehensive Plan* does a very good job of cataloging the key natural resources in the community (See Section G in particular). Rather than repeating the discussion presented there, a few key findings that potentially impact economic development are listed below:

- Orrington has about 3,500 acres of prime or otherwise important farmland (almost a fifth of the land area in town).
- About 70 percent of the land area in Orrington is forested. Although commercial forestry plays only a minor role in the community's economy, these forest resources should be effectively managed to preserve both their commercial viability and their environmental significance.

- Orrington has several critical lakes and ponds within its boundaries (including Brewer Lake, Fields Pond, Swetts Pond, and Trout Pond: several of these are being managed as warmwater fisheries resources and are important local recreational assets), along with ten significant freshwater wetlands, the Penobscot River, Sedgenkedunk Stream, and Mill Creek. The community is not subject to significant flooding problems, but shoreland zoning and resource protection restrictions around these water bodies will of necessity limit development potential. Indeed, the Comprehensive Plan raises a serious concern about the potential for over-development around Brewer Lake, where former seasonal camps are being converted to year round dwellings.
- The community also has significant wildlife resources, particularly several species of birds that are dependent on coastal habitats. There are also an identified Bald Eagle nest site, five deer wintering areas, three waterfowl /wading bird habitats (marshes).

While these natural resources may not have commercial viability in their own right (and most are in need of protection from excessive commercial exploitation), the traditional rural character of Orrington is dependent on them. Future development should avoid further fragmentation of wildlife habitats and fragile ecosystems.

Suitability of Land For Future Development

Overview of Soil Potential Ratings

Soil potential ratings have been developed as a form of soil interpretations. These ratings are based on local conditions, local experience and expertise, and laws, codes, and rules governing the use of soils for various purposes. They include the feasibility of a soil for a particular use relative to other soils within a given area. These ratings reflect the potential of use rather than the limitations of use and are designed to meet local needs and conditions. .

Soil potential ratings were developed over the years, for all soils in Penobscot County, using input from consultants, land appraisers, site evaluators, site plan evaluators, Soil Conservation Service personnel, state personnel, and land developers. The Soil Conservation service determined that the primary need for soil potentials is to rate soils for typical developments occurring in Penobscot County, especially in the area of low-density development. The other developmental uses considered are septic tank absorption fields, dwellings with basements, and local roads and streets. The common properties of soils that affect the cost of development (and therefore a soil's potential) include:

HIGH POTENTIAL

Does Not Flood
Is Not Wet (Good Drainage)
Has Adequate Permeability
Has Suitable Texture
Has Relatively Deep Water Table
Has Adequate Depth to Bedrock
Has a Mild Slope

LOW POTENTIAL

Floods
Is Wet (Poor Drainage)
Is Not Very Permeable
Has Fine Texture
Has High Water Table
Has Shallow Depth to Bedrock
Has a Steep Slope

The ratings of soils in terms of their potential for development are thus based on their natural properties. The important soil properties considered in development are texture, permeability, depth to seasonal high water table, depth to restricting layer, depth to bedrock, slope, flooding, stone cover, and natural drainage class.

Development Definitions

The following definitions were used by the Soil Conservation Service in assigning soil potential ratings to each soil type in Penobscot County. The definitions provide a common basis for comparing development potential among differing soils (and are the basic definitions used in assessing the development potential of Orrington soils).

Septic Tank Absorption Field System (Leaching Field): A single family home sewage disposal system consists of a septic tank and a crushed stone absorption field in the configuration of a bed that distributes effluent from the septic tank into the soil. The system is designed for 270 gallons per day of effluent from a three-bedroom house. The system is expected to function year-round at the designed capacity without surfacing of effluent, backing up of the system, or pollution of the groundwater. It is assumed that septic tanks and absorption fields will be installed according to the Subsurface Wastewater Disposal Rules, Chapter 241, Department of Human Services, Division of Health Engineering, State of Maine. It is also assumed the septic tanks will be maintained properly.

Dwellings with Basements: A dwelling with basement is a single-family year-round residence less than three stories high with a full basement and garage covering 2000 square feet of land. The foundation consists of spread footings with an eight-foot, poured concrete wall built on undisturbed soil. All dwellings have minimal foundation drains. There is on-site sewage disposal and water.

Local Roads and Streets: A local road or street was designated for purposes of vehicular traffic designed to handle 100 to 200 vehicles per day. The road will have an asphalt surface 20 feet wide with four-foot gravel shoulders. Base materials consist of 18 inches of gravel. Road grades will not exceed 10 percent. Surface water will be disposed of by means of culverts of sufficient capacity at water courses, as determined by standard hydraulic methods, and by construction of longitudinal storm drainage systems whenever required to relieve water in the ditches. Erosion will be controlled by placing mulch or matting, and by establishing a vegetative cover on all surfaces disturbed during the construction of the roadway and on all other surfaces where there is an erosion hazard.

Low Density Development: Low-density development includes single-family unit residences with basements and comparable buildings and septic tank absorption fields, with or without on-site source of water. Residences may be a single unit or a cluster of units in a development. Paved roads in developments are also included.

Soil Potential Ratings

For each soil type, the Soil Conservation Services has calculated a Soil Potential index value, a mathematical expression of a soil's position in the overall range of potentials, which is 100 to 0. Since the entire range is large, these numerical ratings have also been separated into Soil Potential Rating Classes. These classes are based on the expected performance of a soil - if feasible measures are taken to overcome its limitations, the cost of such measures, and the magnitude of the limitations that remain after measures have been applied.

There are five Soil Potential Rating Classes, with each soil in Penobscot County assigned to a rating class. Separate ratings have been assigned for septic systems, single-family dwellings, local roads, and low-density development. The classes are:

SOIL POTENTIAL INDEX	RATING CLASS
100	Very High (VH)
85 - 99	High (H)
60 - 84	Medium (M)
40 - 59	Low (L)
0 - 39	Very Low (VL)

VERY HIGH POTENTIAL: Site conditions and soil properties are favorable. Installation costs are lowest for that use and there are no soil limitations. Soils in the group have soil properties similar to the reference soil. The Soil Potential Index for this rating class is 100 for each soil use.

HIGH POTENTIAL: Site conditions and soil properties are not as favorable as the reference soil condition. The cost of measures for overcoming soil limitations is slightly higher than those for soils with very high potential. The index for this rating class ranges from 85 to 99 for each soil use.

MEDIUM POTENTIAL: Site conditions and soil properties are below the reference soil condition. Costs of the measures for overcoming soil limitations are significant. The Soil Potential Index for this class ranges from 60 to 84.

LOW POTENTIAL: Site conditions and soil properties are significantly below the reference soil condition. Costs of measures required to overcome soil limitations are very high. The Soil Potential Index for this rating class ranges from 40 to 59 for each soil use.

VERY LOW POTENTIAL: There are severe soil limitations for which economical corrective measures are prohibitive or unavailable and costs of these measures are extremely high. Also, soil limitations that detract from environmental quality may continue even after installation of corrective measures. The Soil Potential Index for

this rating class is less than 40.

These Soil Potential Rating Classes were used to prepare a map of the suitability of land in Orrington for low-density urban development. This map, from the 2000 Comprehensive Plan, is reproduced on the following page.

Much of the community has low or very low potential for low-density urban development. In these areas, the soils are so poor that the Maine State Plumbing Code would probably prohibit the installation of septic systems here. While the town conceivably could provide public sewer service to development projects in some of these areas, the poor drainage of some of these soils might result in significantly increased development costs (for excavation and fill).

However, there are significant areas of high development potential, particularly along the major roadways, and quite a number of very large areas with medium development potential. In all cases, however, on-site soils sampling and analysis should be undertaken before any development project is approved or rejected.

Zoning and Land Use Controls

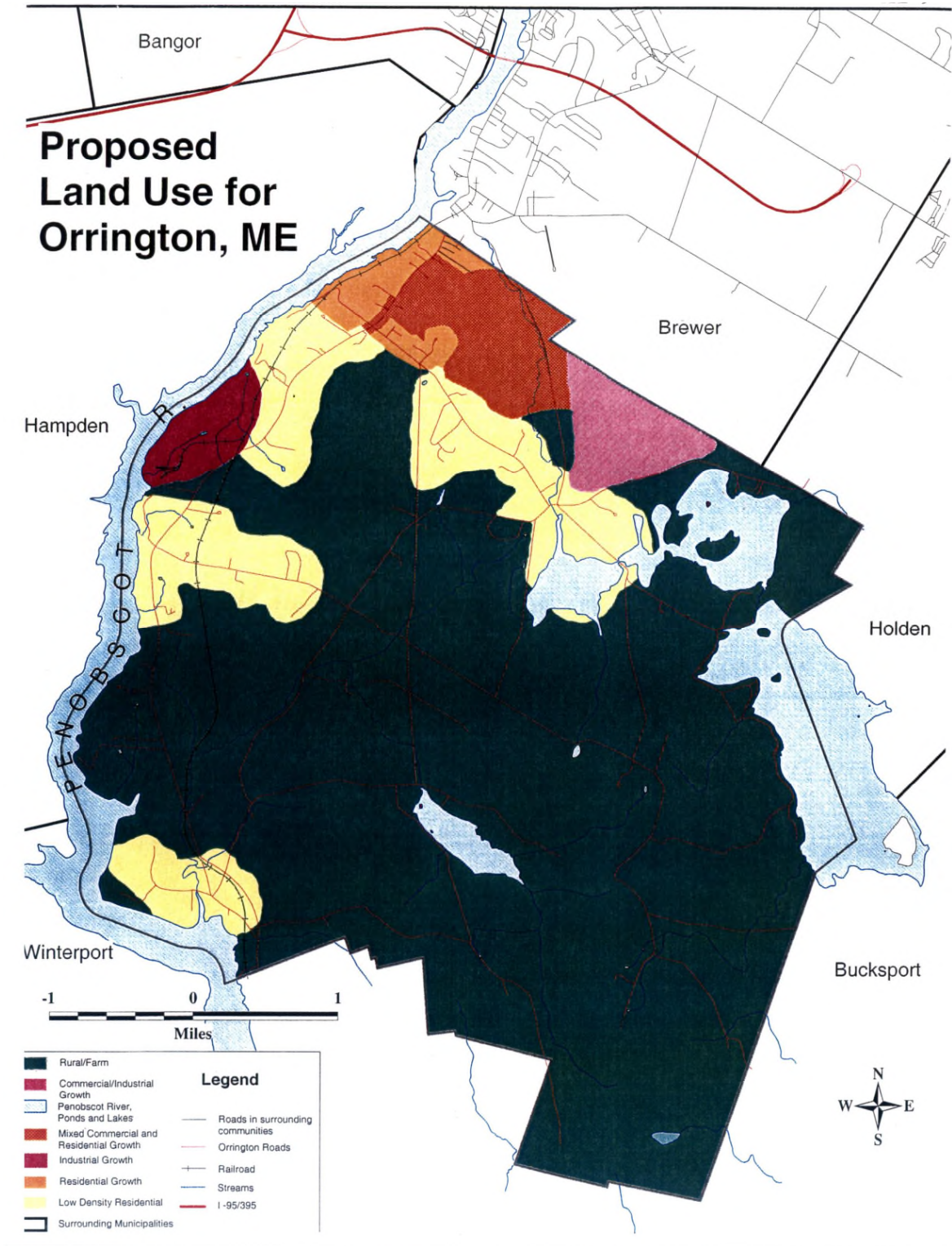
The *2000 Comprehensive Plan* (Section M) proposed several changes to Orrington's Zoning Ordinance, primarily to define specific growth areas for the community and to establish dimensional requirements and permitted uses for such areas. At the Town Meeting on June 4, 2001, the community voted to amend its existing zoning ordinance (first adopted in 1968) to create a Mixed Residential – Commercial District.

Unlike the other districts in the community (which remain unchanged from the summary provided in Section L of the *2000 Comprehensive Plan*), this new "MR-C" district specifies not only permitted and conditional uses and space and height requirements, but also sets forth performance standards for commercial developments in the district. The boundaries of this district are approximately as shown on the map included in the *Comprehensive Plan*, which is reproduced two pages hence.

The inclusion of performance standards for the "MR-C" district was a critical step for the community, but fell short of the full recommendation in the Comprehensive Plan, which stated:

Furthermore, Article III, Sections 1 through 4, of the Orrington Zoning Ordinance should be rewritten from discretionary to performance type zoning. A performance ordinance provides many options that promote flexibility and standards that protect residential uses, control access, avoid nuisances, and conserve natural resources. This type of ordinance will relieve the Board of Appeals of unnecessary reviews.

The referenced sections set forth the definitions and requirements for the community's Residential, Commercial, Industrial, and Rural Residence and Farming districts, respectively.



The authors of the 2000 Comprehensive Plan felt that performance zoning would be beneficial in all parts of the community, and this approach does reflect the current state of the art in supporting economic development while preserving the rural character and charm of towns like Orrington (Note: some towns have used performance zoning to set standards for home occupations throughout the community, thereby making it possible to avoid the costs, time delays, and conflicts involved in processing requests for conditional uses for business purposes. Other communities have used this approach to establish community-wide appearance standards in order to reduce the adverse visual impacts of “sprawl” type development).

In addition, the authors of the *2000 Comprehensive Plan* recommended that Orrington use a site plan review process for commercial, industrial, and other large developments. The Comprehensive Plan urged that this review process and supporting ordinance include performance standards such as traffic access and parking, stormwater management, erosion control, water supply, sewage disposal, resource protection, groundwater protection, water quality protection, and the like.

Orrington generally requires site plan review for all commercial (and many residential) development projects. Currently, the process used requires about two months (two Planning Board meetings) to complete. Developers are required to submit a preliminary site plan (sketch), which forms the basis for a required site visit by the Code Enforcement Officer. After the developer has been informed of what the project will need to comply with applicable zoning ordinances and other regulations, the developer must submit a final site plan for the second review by the Planning Board.

A number of communities in this area (Hermon, for example) have been able to shorten the process considerably. If the proposed project is already defined as a permitted use for that zone, and if the project does not exceed the dimensional (space and height) requirements set by the zoning ordinance or applicable state laws, the developer just has to pick up a permit. No formal Planning Board review is required for conforming uses. A community could accomplish much the same thing by shifting over to clearly articulated performance standards – such as the ones Orrington already defined for its Mixed Residential – Commercial district – rather than reviewing individual requests for conditional uses.

Prospects for a North Orrington Commercial Zone

The 2000 Comprehensive Plan recommended that the proposed “Mixed Commercial and Residential” district focus on the Snow’s Corner area and include one of the existing Highway Commercial districts. The district, as enacted, begins at about Harrison Avenue and runs on the east side of Route 15 until Ebenezer Lane, then continues on both sides of the highway to about Rabbits Run Road (for the portions of the district closer to the Brewer town line, the district stretches east to just beyond the Brewer Lake Road as well).

The intent of the district was to provide for a mix of “residential, governmental, and retail uses, so as to provide interest and vitality to the neighborhood (Orrington Zoning Ordinance, Article III, Section 6A).” This district is an area where public water and sewer are available

or where they will be installed in the near future. In effect, therefore, Orrington has defined the North Orrington area as its “village” district.

And, as the next section will document, many residents in the community would like to see increased commercial activity in this area, up to but not including a shopping center or a “big box” retail outlet. While the Zoning Ordinance amendment of June 4, 2001 prohibits “expansive shopping center development” in this area (without defining either ‘expansive’ or ‘shopping center’), the ordinance does not preclude a “big box” (there are a variety of approaches that communities have used to accomplish just this).

2.9 Priority Needs



Businesses for the Future

Resident Preferences (2001 Survey)

Respondents to the 2001 residents survey were asked how important specific types of businesses were to the future of Orrington. The questionnaire used a five-point scale ranging from Very Unimportant to Very Important. The raw results are presented in Table 61.

TABLE 61: IMPORTANCE OF TYPES OF BUSINESSES TO THE FUTURE

a. Number of Respondents

Type of Business	Very Un- important	Un- important	Neutral	Important	Very Important	Missing
Construction firms	28	43	118	125	28	40
Light industry (non-durable goods manufacture)	29	21	85	155	54	38
Heavy industry (durable goods manufacturing)	57	46	110	94	34	41
High-technology manufacturing	25	30	83	133	68	43
Wholesale distributors	34	44	123	99	34	48
“Big box” retail outlets	100	83	86	45	27	41
Small retail shops	17	16	60	172	82	35
Finance / business services	17	35	105	132	40	53
Consumer services.	18	23	80	161	59	41
Restaurants	15	29	79	161	70	28
Lodging	26	56	121	110	33	36
Recreation services	17	21	81	155	71	37
Health & human services	29	45	115	111	34	48
Elderly services (retirement villages, nursing homes).	19	14	77	169	77	26
Other	9	1	9	13	8	342

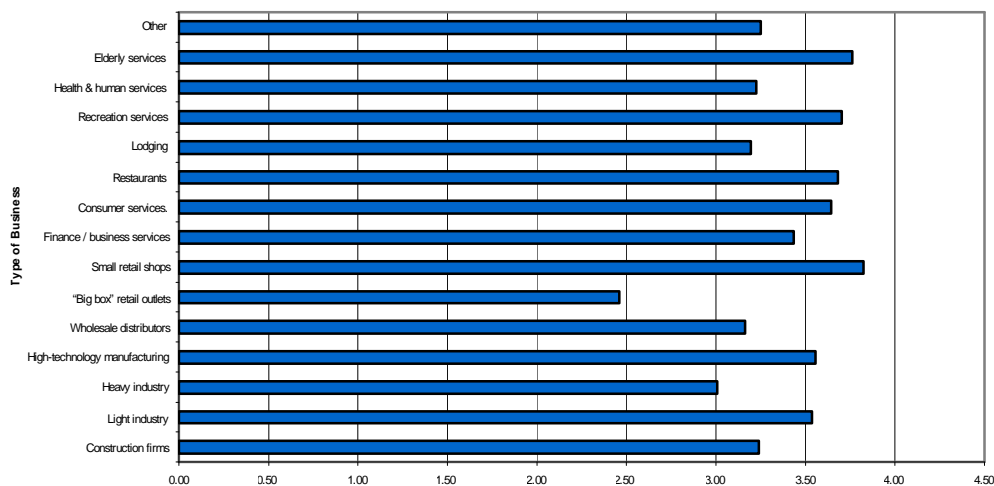
b. Percent of Respondents

Type of Business	Very Un-important	Un-important	Neutral	Important	Very Important	Missing
Construction firms	7.3 %	11.3 %	30.9 %	32.7 %	7.3 %	10.5 %
Light industry (non-durable goods manufacturing)	7.6 %	5.5 %	22.3 %	40.6 %	14.1 %	9.9 %
Heavy industry (durable goods manufacturing)	14.9 %	12.0 %	28.8 %	24.6 %	8.9 %	10.7 %
High-technology manufacturing	6.5 %	7.9 %	21.7 %	34.8 %	17.8 %	11.3 %
Wholesale distributors	8.9 %	11.5 %	32.2 %	25.9 %	8.9 %	12.6 %
“Big box” retail outlets	26.2 %	21.7 %	22.5 %	11.8 %	7.1 %	10.7 %
Small retail shops	4.4 %	4.2 %	15.7 %	45.0 %	21.5 %	9.2 %
Finance / business services	4.4 %	9.2 %	27.5 %	34.6 %	10.5 %	13.8 %
Consumer services	4.7 %	6.0 %	20.9 %	42.2 %	15.5 %	10.7 %
Restaurants	3.9 %	7.6 %	20.7 %	42.2 %	18.3 %	7.3 %
Lodging	6.8 %	14.7 %	31.7 %	28.8 %	8.6 %	9.4 %
Recreation services	4.4 %	5.5 %	21.2 %	40.6 %	18.6 %	9.7 %
Health & human services	7.6 %	11.8 %	30.1 %	29.0 %	8.9 %	12.6 %
Elderly services	4.9 %	3.7 %	20.2 %	44.2 %	20.2 %	6.8 %
Other	2.4 %	0.3 %	2.4 %	3.4 %	2.1 %	89.5 %

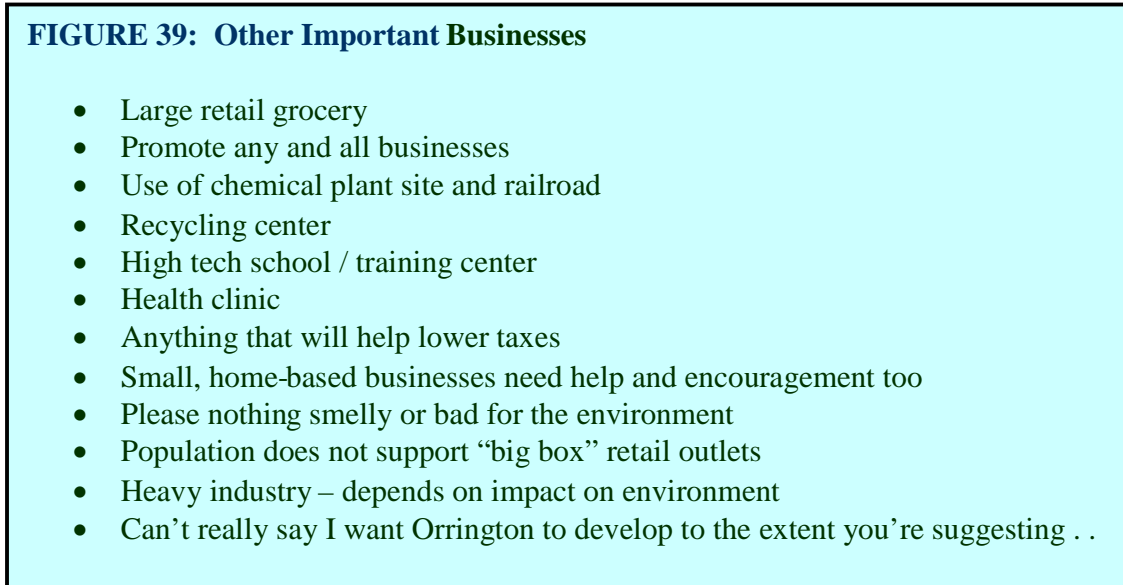
Only small retail shops and elderly services were rated Very Important by more than one out of five respondents. However, all business types except construction firms, heavy industry, wholesalers, big box outlets, finance services, lodging, and health / human services were endorsed by over half of the respondents (with a rating of Important or Very Important). Some 26.2% of the respondents rated “big box” retail outlets as Very Unimportant, and 15 % mixed heavy industry at this level.

Weighted scores were calculated for these opinions (where Very Unimportant = 1, Very Important = 5). In order of their weighted importance (and with a score of at least 3.5) small retail shops, elderly services, recreation services, restaurants, consumer services, high-technology manufacturing, and light industry received the most support.

FIGURE 38: WEIGHTED AVERAGE SCORE, IMPORTANCE OF BUSINESS TYPES, 2001 RESIDENT SURVEY



Respondents were asked to identify other types of businesses that they considered important to the future of the community. A sampling of results is presented in Figure 39 (see also Appendix G).



Business Preferences (2001 Survey)

Respondent to the 2001 survey of businesses were asked the same question about the relative importance of business types. The responses are very similar to those of residents (because of the small number of respondents, this data should be interpreted conservatively).

TABLE 62: IMPORTANCE OF TYPES OF BUSINESSES TO THE FUTURE OF ORRINGTON.

a. Number of Respondents

Type of Business	Very Un-important	Un-important	Neutral	Important	Very Important	Missing
Construction firms	0	0	6	8	2	2
Light industry (non-durable goods manufacture)	1	1	2	9	3	2
Heavy industry (durable goods manufacturing)	3	2	4	5	2	2
High-technology manufacturing	0	2	3	6	5	2
Wholesale distributors	1	2	4	5	5	1
“Big box” retail outlets	2	8	4	2	1	1
Small retail shops	0	0	1	12	4	1
Finance / business services	0	2	3	9	3	1
Consumer services.	1	0	4	9	3	1
Restaurants	0	2	3	7	5	1
Lodging	0	2	5	7	2	2
Recreation services	0	1	5	7	4	1
Health & human services	0	2	8	5	2	1
Elderly services (retirement villages, nursing homes).	0	0	5	7	4	1
Other	0	0	1	0	0	17

b. Percent of Respondents

Type of Business	Very Unimportant	Unimportant	Neutral	Important	Very Important	Missing
Construction firms	0.0 %	0.0 %	33.3 %	44.4 %	11.1 %	11.1 %
Light industry (non-durable goods manufacturing)	5.6 %	5.6 %	11.1 %	50.0 %	16.7 %	11.1 %
Heavy industry (durable goods manufacturing)	16.7 %	11.1 %	22.2 %	27.8 %	11.1 %	11.1 %
High-technology manufacturing	0.0 %	11.1 %	16.7 %	33.3 %	27.8 %	11.1 %
Wholesale distributors	5.6 %	11.1 %	22.2 %	27.8 %	27.8 %	5.6 %
"Big box" retail outlets	11.1 %	44.4 %	22.2 %	11.1 %	5.6 %	5.6 %
Small retail shops	0.0 %	0.0 %	5.6 %	66.7 %	22.2 %	5.6 %
Finance / business services	0.0 %	11.1 %	16.7 %	50.0 %	16.7 %	5.6 %
Consumer services	5.6 %	0.0 %	22.2 %	50.0 %	16.7 %	5.6 %
Restaurants	0.0 %	11.1 %	16.7 %	38.9 %	27.8 %	5.6 %
Lodging	0.0 %	11.1 %	27.8 %	38.9 %	11.1 %	11.1 %
Recreation services	0.0 %	5.6 %	27.8 %	38.9 %	22.2 %	5.6 %
Health & human services	0.0 %	11.1 %	44.4 %	27.8 %	11.1 %	5.6 %
Elderly services	0.0 %	0.0 %	27.8 %	38.9 %	22.2 %	11.1 %
Other	0.0 %	0.0 %	5.6 %	0.0 %	0.0 %	94.4 %

Economic Development Goals

Resident Preferences (2001 Survey)

Strengthening the tax base was clearly the most important economic development goal for residents, while the remaining three (helping existing businesses to grow/expand, creating good jobs, and diversifying the local economy) were closely clustered. Table 63 presents the raw data, and Figure 40 presents the weighted average scores.

TABLE 63: IMPORTANCE OF ECONOMIC DEVELOPMENT GOALS (RANK ORDER)

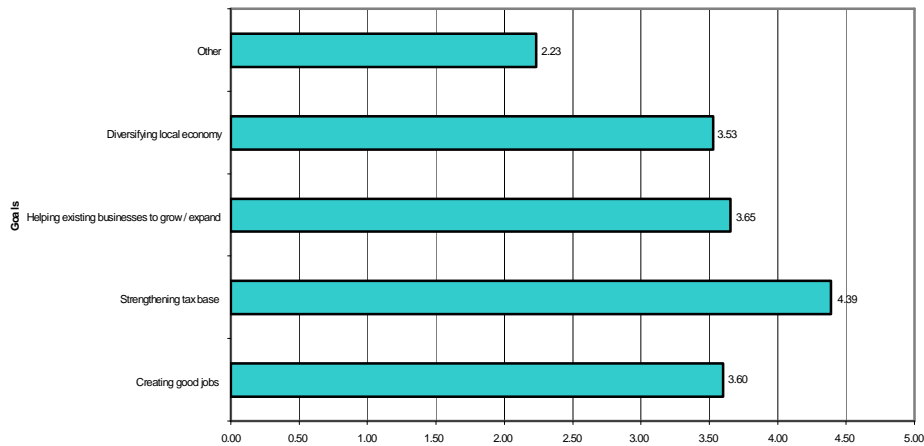
a. Number of Respondents

Goal	Most Important	2nd Most Important	3rd Most Important	4th Most Important	Least Important	Missing
a. Creating good jobs	121	78	56	68	22	37
b. Strengthening tax base	255	42	27	20	16	22
c. Helping existing businesses to grow / expand	108	89	93	44	16	32
d. Diversifying local economy	93	91	75	67	15	41
e. Other	25	0	3	5	57	292

b. Percent of Respondents

Goal	Most Important	2nd Most Important	3rd Most Important	4th Most Important	Least Important	Missing
a. Creating good jobs	31.7 %	20.4 %	14.7 %	17.8 %	5.8 %	9.6 %
b. Strengthening tax base	66.8 %	11.0 %	7.1 %	5.2 %	4.2 %	5.7 %
c. Helping existing businesses to grow / expand	28.3 %	23.3 %	24.4 %	11.5 %	4.2 %	8.3 %
d. Diversifying local economy	24.4 %	23.8 %	19.6 %	17.5 %	3.9 %	10.8 %
e. Other	6.5 %	0.0 %	0.8 %	1.3 %	14.9 %	76.4 %

FIGURE 40: WEIGHTED AVERAGE SCORE, ECONOMIC DEVELOPMENT GOALS, 2001 RESIDENT SURVEY



When asked an open-ended question about what other goals the town might wish to pursue, the responses reflect a clear struggle between a desire to preserve the small, rural character of the community and the desire for some types of development. This tension is captured by Figure 41, below.

FIGURE 41: GOALS IN CONFLICT

- Reuse chemical company land for industry / high tech
- Business park
- One big box
- Promotion / publicity
- Reduce tax burden on older residents
- Attract restaurants and retail
- Develop South Orrington marina area
- Housing & services for seniors
- Support our businesses better
- Keep Orrington small, rural, and residential
- Keep business out – there is no room
- Limit growth / sprawl
- Preserve small town character
- Cannot compete with Bangor / Brewer offerings
- No mobile home parks
- Keep us from becoming like Brewer!

Focus Group Responses (12/11/01)

On December 11, 2001, the Orrington Selectmen's Economic Advisory Committee (SEAC) held a public forum (focus group) to review and discuss the data collected in the resident survey and from secondary sources. Participants were asked what the primary goal(s) of economic development in Orrington should be. The responses of the two small focus groups were as follows (items appearing on both lists are underlined):

Group 1

1. Development of new industrial park
2. Develop senior housing & services
3. Provide sewer and water services
4. Attract light industry
5. Maintain small community atmosphere

Group 2

1. Attract light industry
2. Increase taxable property
3. Protect small community character
4. Provide sewer and water services

Development Action Steps

Resident Preferences (2001 Survey)

Residents were asked to assess the relative importance of a series of action steps the Town of Orrington might undertake to foster economic development and business growth. Table 64 presents the resulting numerical and percentile distributions, and Figure 42 depict the weighted scores. The steps receiving the most support were as follows: commercial area around the North Orrington school, marketing strategies to attract new businesses, a business or light industrial park, and streamlining business regulations and permitting.

TABLE 64: STEPS TO FOSTER ECONOMIC DEVELOPMENT

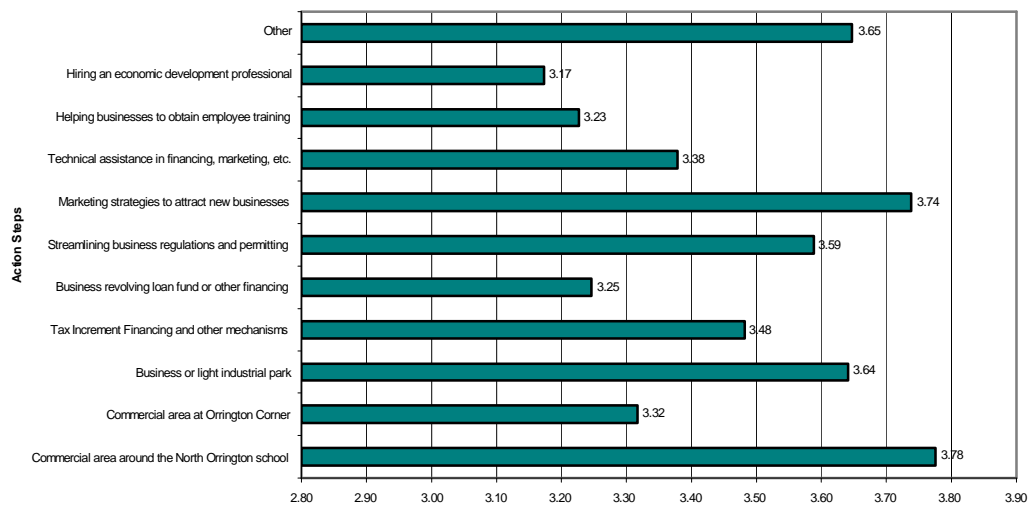
a. Number of Respondents

Action Steps	Very Un- important	Un- important	Neutral	Important	Very Important	Missing
Commercial area around the North Orrington school	31	16	56	163	99	17
Commercial area at Orrington Corner	47	37	86	140	53	19
Business or light industrial park	41	19	68	147	96	12
Tax Increment Financing and other mechanisms	38	29	85	133	72	25
Business revolving loan fund or other financing	39	26	135	117	37	28
Streamlining business regulations and permitting	31	10	93	161	60	27
Marketing strategies to attract new businesses	32	11	65	171	87	16
Technical assistance in financing, marketing, etc.	33	25	122	128	49	35
Helping businesses to obtain employee training	31	40	135	119	32	25
Hiring an economic development professional	54	38	104	118	45	23
Other	3	0	4	3	7	365

b. Percent of Respondents

Action Steps	Very Un-important	Un-important	Neutral	Important	Very Important	Missing
Commercial area around the North Orrington school	8.1 %	4.2 %	14.7 %	42.7 %	25.9 %	4.4 %
Commercial area at Orrington Corner	12.3 %	9.7 %	22.5 %	36.6 %	13.9 %	5.0 %
Business or light industrial park	10.7 %	5.0 %	17.8 %	38.5 %	24.9 %	3.1 %
Tax Increment Financing and other mechanisms	10.0 %	7.6 %	22.3 %	34.8 %	18.9 %	6.6 %
Business revolving loan fund or other financing	10.2 %	6.8 %	35.3 %	30.6 %	9.7 %	7.3 %
Streamlining business regulations and permitting	8.1 %	2.6 %	24.4 %	42.2 %	15.7 %	7.0 %
Marketing strategies to attract new businesses	8.4 %	2.9 %	17.0 %	44.8 %	22.7 %	4.2 %
Technical assistance in financing, marketing, etc.	8.6 %	6.5 %	31.9 %	33.5 %	12.8 %	6.6 %
Helping businesses to obtain employee training	8.1 %	10.5 %	35.3 %	31.1 %	8.4 %	6.6 %
Hiring an economic development professional	14.1 %	10.0 %	27.2 %	30.9 %	11.8 %	6.0 %
Other	0.8 %	0.0 %	1.1 %	0.8 %	1.8 %	95.5 %

FIGURE 42: WEIGHTED AVERAGE SCORE, DEVELOPMENT ACTION STEPS 2001 RESIDENT SURVEY



Respondents to the residents survey were asked to identify other actions that the town might take, and provided an array of suggestions. A sampling is presented in Figure 43, on the next page (see Appendix G for the full listing).

And finally, respondents were also asked what other suggestions they had for the community in regard to economic development. Figure 44 highlights some of the more critical concerns identified through this question (see Appendix G for full details).

FIGURE 43: COMMENTS ON WHAT TO DO

- Aggressively market Orrington in the Northeast
- Bars
- More business tax relief
- Control spending
- Develop marketing materials and strategies
- Commercial development beside (Brewer) golf course
- Need training center / school
- Lighten up on rules and regulations – and zoning
- Encourage beautification
- Start NOW. Lower the foolish school budget so we have some money to work with . . .

FIGURE 44: CRITICAL CONCERNS

- Do not allow further sprawl down Route 15
- Keep business out
- Don't raise my taxes (TIF) to build someone else's business
- Commercial development at Orrington corner too dangerous – congested intersection
- On streamlining business regulations – don't relax standards
- Leave Orrington residential - forget business development
- On development of commercial areas "Over there" will impact entire town – trucks, traffic, and pace will ultimately explode – regret will follow!!!
- Need more careful consideration before allowing just anybody to build just anything, just for money!
- Keep Orrington country

Business Preferences (2001 Survey)

Business survey respondents were asked the same question about action steps to foster economic development. Unlike residents, business owners supported a wider range of specific actions (rated as either Important or Very Important), as detailed in Table 65.

TABLE 65: STEPS TO FOSTER ECONOMIC DEVELOPMENT AND BUSINESS GROWTH

a. Number of Respondents

Action Steps	Very Unimportant	Unimportant	Neutral	Important	Very Important	Missing
Commercial area around the North Orrington school	0	0	1	10	7	0
Commercial area at Orrington Corner	0	2	6	5	4	1
Business or light industrial park	1	1	4	9	2	1
Tax Increment Financing and other mechanisms	1	0	4	10	3	0
Business revolving loan fund or other financing	2	1	7	5	3	0
Streamlining business regulations and permitting	0	0	6	11	1	0
Marketing strategies to attract new businesses	1	1	3	11	1	1
Technical assistance in financing, marketing, etc.	1	1	4	9	3	0
Helping businesses to obtain employee training	1	3	8	5	1	0
Hiring an economic development professional	2	2	4	7	3	0
Other	0	0	1	0	1	16

b. Percent of Respondents

Action Steps	Very Unimportant	Unimportant	Neutral	Important	Very Important	Missing
Commercial area around the North Orrington school	0.0 %	0.0 %	5.6 %	55.6 %	39.9 %	0.0 %
Commercial area at Orrington Corner	0.0 %	11.1 %	33.3 %	27.8 %	22.2 %	5.6 %
Business or light industrial park	5.6 %	5.6 %	22.2 %	50.0 %	11.1 %	5.6 %
Tax Increment Financing and other mechanisms	5.6 %	0.0 %	22.2 %	55.6 %	16.7 %	0.0 %
Business revolving loan fund or other financing	11.1 %	5.6 %	38.9 %	27.8 %	16.7 %	0.0 %
Streamlining business regulations and permitting	0.0 %	0.0 %	33.3 %	61.1 %	5.6 %	0.0 %
Marketing strategies to attract new businesses	5.6 %	5.6 %	16.7 %	61.1 %	5.6 %	5.6 %
Technical assistance in financing, marketing, etc.	5.6 %	5.6 %	22.2 %	50.0 %	16.7 %	0.0 %
Helping businesses to obtain employee training	5.6 %	16.7 %	44.4 %	27.8 %	5.6 %	0.0 %
Hiring an economic development professional	11.1 %	11.1 %	22.2 %	38.9 %	16.7 %	0.0 %
Other	0.0 %	0.0 %	5.6 %	0.0 %	5.6 %	0.0 %

Focus Group Responses (12/11/01)

Participants at the December 11th public forum were asked what the first steps toward reaching the community's economic development goals should be. The responses of the two small focus groups were as follows (items appearing on both lists are underlined):

Group 1

1. Proper zoning and acquisition of land
2. Infrastructure
3. Impact fees for development
4. Joint ventures with City of Brewer
5. Education for development and publicity

Group 2

1. Infrastructure
2. Impact fees for development
3. Public education for development
4. Joint ventures with Brewer

Participants were also asked how the community should balance growth with the clear desire of residents to preserve the rural character of the community. Both focus groups stressed the need to follow the Comprehensive Plan already in place, and to use zoning as a growth management tool.

When asked what role town government should play in economic development, the focus groups responded as follows (items appearing on both lists are underlined):

Group 1

1. Set aside funds for economic development
2. Hire an economic development director / consultant
3. Support the Comprehensive Plan

Group 2

1. Hire an economic development advisor
2. Support the Comprehensive Plan

SECTION 3: RECOMMENDATIONS

3.1 Orrington's Competitive Advantages



Orrington has certain strategic advantages that should allow it to compete effectively in the economic development arena over the long-term, both with respect to other rural communities in the region and with respect to more developed parts of southern Maine and New England. These include:

- **Location:** While only one major highway (Route 15) goes through Orrington, this route does handle about 10,000 vehicle trips per day and links the industrial activity in Bucksport and western Hancock County to the Bangor Metropolitan Area.
- **Access:** More importantly, Orrington has convenient road access to Interstates 395 and 95 just a few miles north on Route 15 in Brewer (with the likelihood of additional access to I-395 in Brewer in the near future). This gives the community fairly quick access to the Bangor International Airport, as well as ready access to the intermodal shipping facilities in the region. And Orrington has rail access via the railroad spur at the former HoltraChem site (and, conceivably, elsewhere along the tracks that run along the Penobscot River from Brewer to Bucksport).
- **Competitive Wages:** Wage levels in Orrington are competitive for existing and potential businesses. In all sectors but manufacturing and selected services, wage levels in Penobscot County were below statewide averages.
- **Education:** Orrington residents have a high education level, making it an ideal location for businesses demanding well educated, highly skilled employees. Based on 1990 Census data, 19 % of Orrington residents 25 years or older have a Bachelor's degree or higher (which is comparable to the average for Maine, at 19 %, and above the overall average for Penobscot County). Some 87 percent of Orrington's residents 25 years of age and older are high school graduates, compared to only 79 percent for Penobscot County. Orrington boasts a top-rated public school system, along with ready access to the largest vocational training center in Maine, to five institutions of higher education, and to state supported training programs and services. These assets indicate the quality of life in Orrington, and can play an integral part in the

development of the community.

- Rural Character: Orrington still has a significant portion of its land in farms, or as undeveloped forests. Moreover, the community has a range of natural resources and wildlife habitats that, taken together, still convey an idyllic rural setting – and yet is just minutes from Downtown Bangor.
- Recreational Opportunities: Orrington has a range of recreational opportunities that are of interest to people seeking to live a less hectic pace, including warmwater fisheries, golf courses, bird habitats (bird watching is the fastest growing recreational activity in the nation), and riverfront access.
- Moderate Tax Rates: Orrington's property tax rate is lower than communities in the region that provide comparable municipal services, including Bangor, Brewer, Orono, Hampden, Pittsfield, Fairfield, Belfast, and Old Town.
- Track Record: Orrington has a history of collaborating with nearby communities (and state agencies) on community development projects, such as working with Brewer to facilitate the provision of water and sewer service upgrades to the Presidents Streets in conjunction with the reconstruction of Route 15.

3.2 Opportunities and Threats from External Forces



Economic development cannot take place in isolation, however. Forces on the global, national, state, and regional levels continually present every community with opportunities for specific economic development projects. At the same time, those same environments pose uncertainties that must be contended with. And all too often the environment poses a clear and present threat to the success of local economic development efforts.

Figure 45, on the following pages, presents an overview of the opportunities, uncertainties, and clear threats apparent in the economic environment in which the Town of Orrington must operate. These issues and trends were identified through a review of many sources, the principal ones of which are identified in the References at the end of this plan.

FIGURE 45: OPPORTUNITIES & THREATS IN THE EXTERNAL ENVIRONMENT

OPPORTUNITIES	UNCERTAINTIES	THREATS
<p>Proposed east-west highway (across Maine from Halifax to Montreal), which is expected to radically increase traffic and trade for 17 service centers along the route (which would probably go through Bangor)</p>	<p>Proposed national forest park around Baxter State Park (could result in further downturns in forest-related industries, but also could open opportunities for natural resource-based economic development)</p>	<p>Increasing division of Maine into two distinct economic regions, complete with ongoing politicization of the "Two Maines" issue</p>
<p>Proposes port developments at Eastport (Washington County) and Searsport (Waldo County) that could open the northern Maine region (and Bangor area) to increased global trade</p>	<p>Continued emphasis on education and job training as a core economic development strategy for the state, on the assumption that a well-trained workforce will automatically attract new industry (assumption appears to discount the impact of cheaper labor in the third world)</p>	<p>Limited job creation outside of Cumberland and York Counties.</p>
<p>Construction of the natural gas pipeline across Maine (now underway), which is projected to result in more competitive energy prices in the state</p>	<p>Deregulation of the electric industry: while consumers should see reduced rates over time, Maine may still have the highest electrical costs in the US</p>	<p>Continued decline of natural resource based industries in Maine, with accelerating loss of manufacturing jobs</p>
<p>Growth in telecommunications based industries (Maine has a very good telecommunications infrastructure in place), coupled with a state government commitment to support of this industry</p>	<p>Continued growth in tele-marketing industries across the state (companies are creating a significant number of new jobs each year, even in eastern and northern Maine, but wages are modest, many jobs are part-time, and these companies are highly mobile and loyal to national rather than local concerns)</p>	<p>Continued "depopulation" of Eastern and Northern Maine (except, so far, the Bangor area) as people move south in search of opportunities</p>
<p>Potential to capitalize on the "quality of life" dimension of eastern and northern Maine (cleaner air and water, lower crime rates, etc.)</p>	<p>Stagnation of growth in retail sales in northern and eastern Maine, especially because of devaluation of Canadian dollar and increase in tariffs. Indeed, growth in the Bangor area is coming at the expense of smaller towns in the region, not as a result of added traffic</p>	<p>Significant risk that Bangor area will begin to loose jobs and residents as "depopulation" and economic decline in the region undercuts its market base</p>
<p>A reasonably solid industrial base in the Bangor area (when compared to many towns to the north and east), with the long-term presence of several national manufacturers (e.g., General Electric, Osram-Sylvania, Lemforder)</p>		<p>Continued trend of replacing lost manufacturing jobs with service and retail positions that are often part-time and do not pay a living wage</p>
<p>Location of Bangor as a center for inter-modal transportation (with a full-service airport, trucking facilities, the rail-road, and I -95) provides</p>		<p>Rapidly widening gap between northern and southern Maine in average per capita income, with income in the north now projected to be half that of the south by 2005</p>
		<p>Increasing gap between north and south sections of Maine in school spending, with related gaps in educational attainment, progression to college, etc. (schools in southern Maine spend almost twice as much per pupil, resulting in better-paid teachers, more course offerings,</p>

FIGURE 45: OPPORTUNITIES & THREATS IN THE EXTERNAL ENVIRONMENT (CONTINUED)

OPPORTUNITIES	UNCERTAINTIES	THREATS
opportunities for regional development of global import and export capacity	from Canada or southern Maine. This makes for a very unstable long-term market	more computers and labs, etc.)
A long tradition of statewide political leadership coming from this region (8 of the last 12 governors, 11 of 16 Maine senate presidents, 11 of 14 house speakers, 7 of 8 U.S. Senators)	Growing state investment in and support of research and development as a means to create new industry and jobs (Maine, however, remains near the bottom of the nation in R&D expenditures)	Continued "aging" of the rural population (Maine's population is the fifth oldest in the nation) with resulting increases in the costs of medical and social services (trend may also present significant opportunity for economic development)
A strong reputation for high labor productivity	Continued conversion of retail from locally-owned firms to large national outlets (which may result in lower prices and larger selections for consumers, but also undermines local business leadership and weakens the fabric of the community)	Continued increase in single parent families, with related increase in child poverty (Maine has the fastest growth rate of child poverty in the US) Per capita incomes in Maine tend to be between 85 % and 90% of the national average
A strong regional banking sector, despite the massive shake-out and mergers of the past decade. This bodes well for business investment in general and the construction industry in particular	Unemployment rates across eastern and northern Maine in the single digits (while this makes labor more costly and difficult to find, it also reduces both the public and the private sector costs of unemployment, freeing more dollars for spending and investment). Still, Maine's unemployment rates are usually higher than New England and national averages	Continued reliance on public dollars to create jobs in rural areas at regional hospitals, welfare agencies, and similar institutions
Over the long term, a pattern of surpluses in state revenues, making it possible for the state to reduce sales taxes and some other business costs while preserving a "rainy-day" fund as a hedge against future recessionary downturns. This is coupled with a modest increase in state funding for education, R&D, etc. which should benefit the eastern and northern parts of the state in particular	Continued growth in the number, sales, and valuation of small business in the state, especially for women-owned and minority-owned firms in Maine. This growth pattern is partially offset by increases in business bankruptcy and failure rates over the same period.	Lack of a significant investment in business attraction efforts and resources on the part of state government. Despite major tax concessions to large employers (especially in the south), Maine does not offer any real financial assistance to smaller firms other than state guaranteed loans. Marketing assistance and support, etc. is almost non-existent.
Nationally, continued small business optimism about the future and confidence in the economy, especially among minority-owned firms	All of the net new jobs in Maine between 1992 and 1996 were created by small businesses (fewer than 500 employees).	A perceived pattern of major (national and international) corporations "blackmailing" local communities for property tax concessions as payment for not moving out of state
Continued growth in access to the internet and in web-based marketing by small businesses, both nationally and within the		Badly deteriorated infrastructure (especially roads, water and sewer systems) in many towns in the Bangor MSA

FIGURE 45: OPPORTUNITIES & THREATS IN THE EXTERNAL ENVIRONMENT (CONTINUED)

OPPORTUNITIES	UNCERTAINTIES	THREATS
<p>state, by small businesses. This trend continues to open new markets to Maine firms.</p>	<p>While this reflects the strength of small business in the state, it also indicates the continued decline of large employers (many of which, historically, have been manufacturers)</p>	<p>and Eastern Maine</p> <p>Historically slow patterns of recovery after economic downturns</p> <p>Continued prospects of defense cutbacks, which disproportionately impact the more rural states</p> <p>A perceived "anti-business" climate in Maine as a result of "excessive regulation", tight land use controls, high taxes, high workers compensation rates, proposals to increase the minimum wage, etc. State and local taxes consume 13.3 % of per capita income in Maine, the fourth highest in the US.</p> <p>The high cost of tuition at Maine's public (and private) two- and four-year colleges, among the highest in the US and much greater than in other rural states. As a result, more Maine students leave the state for college than remain here, and most that leave do not return</p> <p>In many manufacturing sectors, continued reliance on outdated and technologically obsolete equipment and labor-intensive processes, resulting in lower global competitiveness. This is a direct result of the failure to invest in new technologies.</p> <p>Continued difficulties in finding enough qualified workers in some economic sectors, along with increasing insurance costs, are limiting the growth of some small businesses.</p>

3.3 Vision and Strategies for Economic Development



Vision Statement

Articulating a statement of shared vision for developing the economy of a town is a delicate task - one that cannot be done by outside consultants or non-residents. The vision must come from the people who will be responsible for making it a reality, and who have a clear stake in the outcomes - in this case Orrington's business people, civic leaders, and residents.

The members of the Selectmen's Economic Advisory Committee (SEAC) for Orrington were asked to review the seventeen vision statements contained in the town's *2000 Comprehensive Plan* (Section B, page 2), and to identify which of these vision statements were most important as guides for economic development. The Comprehensive Plan was used as the source of possible economic development vision statements precisely because these statements were already the outgrowth of a deliberate decision-making process on the part of the community.

Listed below are the original seventeen vision statements from the *Comprehensive Plan*. The statements chosen by more than one member of the Selectmen's Economic Advisory Committee to define their vision of economic development in Orrington are in bold print.

1. Protect Orrington's historic resources through education and recognition.
2. Foster local culture and activities that enhance the quality of people's lives.
3. **A sustainable rural community which will integrate environmental protection, community, and economic goals.**
4. **Support existing businesses, encourage new local businesses, and recruit businesses that are compatible with Orrington's character.**
5. **Establishment of land use districts which will maintain and improve the vitality of Orrington by preserving its character and encouraging future commercial and industrial development.**
6. Maintain Orrington's rural character.
7. Ensure compatible and aesthetic residential development.

8. **Support existing businesses, and encourage new businesses and compatible future economic development, thus maintaining low and affordable tax rates.**
9. Manage Orrington's natural resources to help maintain its rural, traditional, and scenic character, as well as its economic vitality.
10. Provide quality recreation programs, opportunities, and infrastructures to all Orrington residents.
11. Pursue creative funding sources for the maintenance and development of recreation facilities.
12. Ensure safe traffic on state and local roads.
13. Support alternate transportation mode.
14. Ensure safe and adequate public facilities and services for Orrington residents.
15. Improve local services.
16. Increase the efficient use of public resources.
17. Encourage growth and development that is compatible with the "multi-village" character of Orrington and does not adversely impact natural resources.

As the selected vision statements make very clear, Orrington should not sacrifice its rural character in the name of economic development. This suggests a simple, straightforward summary of the community's vision – actually, more of a slogan than a vision statement.

ORRINGTON, MAINE

- rural living in an urban setting -

Development Strategies

As the planning team reviewed the data collected for this planning process, it became obvious that Orrington will need to pursue more than one basic strategy in order to strengthen its' economy. The action steps preferred by residents and business owners, coupled with conclusions drawn from other data sources, suggested four distinct but interconnected strategies:

1. IMPROVING THE TOWN'S ABILITY TO CAPTURE TRADE DOLLARS

This strategy actually involves two elements: (1) increasing the share of resident

retail spending captured by local businesses; and (2) increasing the revenue captured from tourists and other through traffic. This latter element is essentially a niche strategy for local retail, a proven approach for revitalizing rural communities.

2. ENCOURAGING BUSINESS FORMATION AND ATTRACTION

This strategy recognizes that it is essential to foster new business formation and entrepreneurship by working aggressively with existing businesses and local residents, while at the same time participating in targeted (multi-community) efforts to attract new businesses to the community. Forty plus years of economic development efforts across rural Maine (and the nation) have clearly demonstrated the efficacy and cost-effectiveness of “grow your own” development strategies. Similarly, business attraction efforts built on cooperation among several communities have repeatedly been shown to provide benefits to all of the participating communities, as well as sharing the risks and costs associated with investments in large scale projects (e.g., business or industrial parks).

3. IMPROVING THE COMPETITIVENESS OF EXISTING FIRMS

This strategy emphasizes the need to assist local businesses in remaining competitive, not with respect to other businesses in the community, but with respect to similar businesses in nearby communities and economic regions. For the community as a whole, little is gained by having one or two local firms competing for the same residents’ retail dollars. If economic development is going to succeed, programs and action steps must focus on strengthening the business community as a whole, not just its individual parts.

4. ECONOMIC GROWTH THROUGH RESIDENTIAL DEVELOPMENT

This strategy recognizes that targeting development initiatives at attracting and retaining particular types of residents can reap significant economic benefits for a community. This is clearly the case for many communities, including many in very rural northern and midwestern states, that have positioned themselves to be retirement destinations for the nation’s rapidly aging “Baby Boomer” population. Communities gain citizens that tend to be relatively well off financially, that place few demands on conventional municipal services (especially education), and that create a ready demand for a wide range of health and social services as well as retail opportunities.

The figure on the following pages, illustrates how many of the action steps proposed in this plan can be used to implement each of these basic strategies. In many instances, a particular action or program will promote more than one strategy. And it will take several action steps or programs, carefully orchestrated, to effectively implement a particular strategy. The action steps included in this listing are derived from the preferences expressed through the resident and business owner surveys, from interviews with business owners and local officials, from the collective wisdom of the Orrington Selectmen’s Economic Advisory Committee, and, in a few instances, from the experience Ron Harriman Associates.

FIGURE 46: RELATIONSHIP OF RECOMMENDED PROJECTS TO ECONOMIC DEVELOPMENT STRATEGIES

PROJECT NAME AND DESCRIPTION	<u>STRATEGY 1</u> IMPROVE ABILITY TO CAPTURE TRADE DOLLARS	<u>STRATEGY 2</u> BUSINESS FORMATION AND ATTRACTION	<u>STRATEGY 3</u> IMPROVE COMPETITIVENESS OF EXISTING FIRMS	<u>STRATEGY 4</u> GROWTH THRU RESIDENTIAL DEVELOPMENT
<p>A. ORRINGTON / BREWER BUSINESS PARK</p> <p>The park will be divided into high end (professional) and industrial parcels. The concept plan provides for 130 lots ranging in size from 1 to 5 acres and totaling 331 acres. The acreage is about evenly split between Brewer and Orrington.</p>		X		
<p>B. N. ORRINGTON COMMERCIAL DISTRICT</p> <p>Provide infrastructure and amenities needed to establish N. Orrington commercial district as the “Village Center” for the community, with a balanced mix of residential, retail, services, and governmental uses.</p>	X	X	X	X
<p>C. HOLTRACHEM SITE REUSE</p> <p>The idea is to develop the 158 uncontaminated acres remaining at this site for clean, non-polluting light industrial or even senior housing uses, in order to increase the valuation of this taxable property and to create additional jobs in the community. The town would act as a broker in attracting private developers for the site, rather than purchasing the land for redevelopment.</p>		X		X

FIGURE 46: RELATIONSHIP OF RECOMMENDED PROJECTS TO ECONOMIC DEVELOPMENT STRATEGIES

	<u>STRATEGY 1</u> IMPROVE ABILITY TO CAPTURE TRADE DOLLARS	<u>STRATEGY 2</u> BUSINESS FORMATION AND ATTRACTION	<u>STRATEGY 3</u> IMPROVE COMPETITIVENESS OF EXISTING FIRMS	<u>STRATEGY 4</u> GROWTH THRU RESIDENTIAL DEVELOPMENT
PROJECT NAME AND DESCRIPTION				
D. MARKETING AND PROMOTION	X	X	X	X
The idea is to identify and deliberately attract specific market segments (people, businesses) to Orrington for particular purposes (e.g., retail trade, retirement, business relocation). Marketing and promotion resources need to be focused both on the desired outcomes for the town and the benefits for the target market.				
E. FINANCING ASSISTANCE	X	X	X	X
The idea is for the Town of Orrington to develop and use specific financing tools (including its own business loan funds, Tax Increment Financing, etc.) in order to support other of the economic development projects the town is undertaking.				
F. TECHNICAL ASSISTANCE	X	X	X	
Here the emphasis is in working with Orrington’s existing and emerging businesses to identify their needs, to link businesses both with each other for joint activities and to outside resources, and to strengthen the capacity of the community to foster business growth over the long term.				

FIGURE 46: RELATIONSHIP OF RECOMMENDED PROJECTS TO ECONOMIC DEVELOPMENT STRATEGIES

	<u>STRATEGY 1</u> IMPROVE ABILITY TO CAPTURE TRADE DOLLARS	<u>STRATEGY 2</u> BUSINESS FORMATION AND ATTRACTION	<u>STRATEGY 3</u> IMPROVE COMPETITIVENESS OF EXISTING FIRMS	<u>STRATEGY 4</u> GROWTH THRU RESIDENTIAL DEVELOPMENT
PROJECT NAME AND DESCRIPTION				
G. ECONOMIC DEVELOPMENT CAPACITY	X	X	X	X
The idea is to enhance Orrington’s capacity to plan and guide economic development efforts over time through specific corrective actions.				
H. RETIREE RECRUITMENT		X		X
The idea is to deliberately attract retiring seniors to Orrington as a place to live, in order to foster growth in the tax base, job creation, and the development of core health and social services in the town that would also benefit Orrington’s existing elderly residents.				

3.4 Potential Economic Development Partners



Many of the region's most important economic development actors (and thus potential partners for Orrington's economic development efforts) are listed in Figure 47, on the following pages. The list focuses on agencies and organizations that have an established local presence in the region, either through local offices or through a strong track record of work in the Greater Bangor Area.

The organizations on the list cover the spectrum of potential partners, from business finance to business training and technical assistance, from community development grant programs to community capacity building, from workforce development to higher education services. Importantly, other predominantly rural communities in the Bangor Metropolitan Statistical Area have worked successfully with these organizations on a wide array of economic and community development efforts.

The list leaves out several key local players, including area banks, natural resources management and development firms, and similar organizations with whom Orrington might be able to work successfully. Nonetheless, the list in Figure 47 provides an adequate starting point for the Selectmen's Economic Advisory Committee and town staff in looking for resources (funding, training, technical assistance, marketing assistance, etc.) for specific projects.

FIGURE 47: POTENTIAL ECONOMIC DEVELOPMENT PARTNERS

ORGANIZATION NAME AND ADDRESS	CORE PROGRAMS AND SERVICES	CONTACT DATA
Bangor Hydro-Electric Company 33 State Street Bangor , ME 04401	Bangor Hydro is the state's second largest electric utility, serving 110,000 customers in eastern Maine. The firm provides a wide variety services to meet specific business needs including infrastructure financing, incentive rates, and site and equipment analysis	Phone: .941-6636 Fax: 990-6990 E-Mail: Web Page: www.bhe.com
Bangor Region Development Alliance 73 Harlow Street Bangor, ME 04401	The Bangor Region Development Alliance offers information and assistance to individuals and businesses considering starting, expanding or locating an operation in Maine. The Alliance can provide marketing information on the economy of the Bangor area, site location assistance (listings of available commercial and industrial buildings and land in industrial parks), counseling on local, state and regional financing programs, facilitation of state training programs, and assistance in dealings with federal, state, and local officials.	Phone: 945-4420 Fax: E-Mail: Web Page: www.mainegateway.com
Business Information Center or Maine 35 Canal Street Bates Mill Complex Lewiston, ME 04240	A reference and resource facility with computers, video monitors, and CD-ROM databases. Houses over 200 start-up business guides. Also provides some counseling and training on site.	Phone: 888-879-4900 Fax: E-Mail: Web Page:
City of Brewer Office of Economic and Community Development 80 North Main Street Brewer, Maine 04412	Brewer bills itself as the most aggressive community in Maine in the issuance of Tax Increment Financing and other related economic incentives for business. The City owns and operates its own Industrial Park and can provide help with financing, business plans, site plans for development, and permitting.	Phone: 989-7500 Fax: E-Mail: Web Page: www.brewerme.org
Eastern Maine Development Corporation One Cumberland Place P. O. Box 2579 Bangor, ME 04402-2579	In addition to being a Small Business Development Center and home of the Market Development Center (see below), EMDC offers a regional revolving loan fund, and access to loan programs from the SBA, FAME, and other sources.	Phone: 942-6389 Fax: 942-3548 E-Mail: Web Page:

FIGURE 47: POTENTIAL ECONOMIC DEVELOPMENT PARTNERS (continued)

ORGANIZATION NAME AND ADDRESS	CORE PROGRAMS AND SERVICES	CONTACT DATA
<p>Eastern Maine Technical College 354 Hogan Road Bangor, ME 04401</p>	<p>Provides post-secondary technical education in a wide range of fields. Offers a variety of non-credit seminars, workshops, and customized training programs, offered either on campus or at the work site. Also serves as a provider under the Maine Quality Centers program (see below)</p>	<p>Phone: 941-4600 Fax: 941-4617 E-Mail: Web Page:</p>
<p>Finance Authority of Maine 83 Western Avenue P. O. Box 949 Augusta, ME 04432-0949</p>	<p>FAME offers a wide array of business assistance programs including loan guarantees, investment tax credits, taxable and tax-exempt bond financing, loan insurance programs for specific uses and groups, regional economic development revolving loan capitalization, and other capital programs</p>	<p>Phone: 623-3263 Fax: 623-0095 E-Mail: info@famemaine.com Web Page: www.famemaine.com</p>
<p>Greater Bangor Chamber of Commerce 519 Main Street, P.O. Box 1443 Bangor, ME 04402-1443</p>	<p>Promotes regional economic development by advocating for a favorable business climate and quality of life. Provides liaison services between area businesses and elected officials, training, and assistance in international marketing.</p>	<p>Phone: 947-0307 Fax: 990-1427 E-Mail: chamber@bangorregion.com Web Page: www.bangorregion.com</p>
<p>Maine Centers for Women, Work and Community Stoddard House, UMA 46 University Drive Augusta, ME 04330-9410</p>	<p>Provides community based workforce development and entrepreneurship training and services for displaced homemakers, single parents, welfare recipients, and other workers in transition.</p>	<p>Phone: 1-800-442-2092 Fax: 621-3429 E-Mail: nardone@maine.edu Web Page:</p>
<p>Maine Chamber and Business Alliance 7 Community Drive Augusta, ME 04330-9412</p>	<p>Advocates on behalf of its business members before the state legislature, regulatory agencies, and through conferences, seminars and programs</p>	<p>Phone: 622-4568 Fax: 622-7723 E-Mail: staff@mainechamber.org Web Page:</p>
<p>Maine Dept. of Agriculture, Food & Rural Resources 28 State House Station Augusta, ME 04330-0025</p>	<p>Agricultural testing and inspection, marketing information and education, promotional efforts, and regulation of food production, processing, and distribution</p>	<p>Phone: 287-3871 Fax: 287-7548 E-Mail: agcommsr@state.me.us Web Page:</p>

FIGURE 47: POTENTIAL ECONOMIC DEVELOPMENT PARTNERS (continued)

ORGANIZATION NAME AND ADDRESS	CORE PROGRAMS AND SERVICES	CONTACT DATA
<p>Maine Department of Conservation Maine Land Use Regulation Commission (LURC) 22 State House Station Augusta, ME 04330-0022</p>	<p>Land use regulations and permitting in all unorganized townships and plantations</p> <p>Note: Regional office in Old Town</p>	<p>Phone: 287-2631 Fax: 287-7439 E-Mail: Web Page:</p>
<p>Maine Dept. of Economic and Community Development 59 State House Station Augusta, ME 04330-0059</p>	<p>Offers a range of development grant sources under the Community Development Block Grant (CDBG) program, as well assisting with tax increment financing (TIF). Department also operates the Business Answers program (information and referrals for new start-ups) and a One-Stop Licensing Center (for business licenses), a business advocacy program for problems with the state regulatory process, a Maine products marketing program, and the Maine Office of Tourism.</p>	<p>Phone: 287-2656 Fax: 287-5701 E-Mail: Web Page: www.wcodevmaine.com</p>
<p>Maine Department of Environmental Protection Small Business Assistance Program (SBAP) 106 Hogan Road Bangor, Maine 04401</p>	<p>Development information and technical assistance, licensing and permitting, environmental protection and enforcement</p>	<p>Phone: 941-4570 Fax: 941-4584 E-Mail: Web Page:</p>
<p>Maine Department of Labor 54 State House Station Augusta, ME 04330-0054</p>	<p>Provides occupational training for the unemployed, workplace safety training, provides funding for training and education programs, and collection and analysis of labor market and other data. DOL offers comprehensive employment services at "One-Stop" Centers (including a labor clearinghouse, job training, employer tax credits, placement and counseling services). Also operates an employer assistance program (employee training, labor management, work restructuring, workplace literacy), the Governor's Training Initiative, a business visitation program (to identify and help solve specific business problems), several apprentice programs.</p>	<p>Phone: 287-3788 Fax: 287-5292 E-Mail: Web Page:</p>

FIGURE 47: POTENTIAL ECONOMIC DEVELOPMENT PARTNERS (continued)

ORGANIZATION NAME AND ADDRESS	CORE PROGRAMS AND SERVICES	CONTACT DATA
<p>Maine Department of Transportation 16 State House Station Augusta, ME 04330-0016</p>	<p>Plans, funds, and develops a wide range of transportation facilities, including highway and bridge systems, airports, state owned rail lines, ports and harbor facilities, and mass transit Note: Bangor Division Phone No. 941-4500</p>	<p>Phone: 287-2551 Fax: 287-2896 E-Mail: Web Page:</p>
<p>Maine Development Foundation 45 Memorial Circle Augusta, ME 04330</p>	<p>An independent nonprofit economic development corporation, MDF's mission is to promote Maine's long term economic growth by building the state's leadership capacity, advocating new approaches to solving problems, and providing specific programs</p>	<p>Phone: 622-6345 Fax: 622-6346 E-Mail: mdf@mdf.org Web Page: www.mdf.org</p>
<p>Maine International Trade Center 511 Congress Street Portland, ME 04101</p>	<p>MITC is a "one-stop" center for information and technical assistance for Maine firms seeking to enter global markets. It provides international market information, off-shore contacts, and training and data services</p>	<p>Phone: 541-7400 Fax: 541-7420 E-Mail: info@mitc.com Web Page: www.mitc.com</p>
<p>Maine Made Wholesale Buyers Guide</p>	<p>A directory of vendors selling Maine goods online</p>	<p>Web Page: www.mainemade.com</p>
<p>Maine Rural Development Council 5741 Libby Hall University of Maine Orono, ME 04469-5741</p>	<p>A statewide coalition of federal, state, regional and community based organizations active in rural development. MRDC provides training and technical assistance on building local capacity, promotes strategic planning and interagency collaboration, and undertakes specific policy studies</p>	<p>Phone: 581-3260 Fax: 581-1387 E-Mail: xcom@umce.umext.maine.edu Web Page: www.mrdc.umext.maine.edu</p>
<p>Maine Science and Technology Foundation 87 Winthrop Street Augusta, ME 04330</p>	<p>As a state-chartered not-for-profit agency, MSTF serves to enhance the application of science and technology to Maine business. MSTF sponsors applied research, funds technology transfer centers in several industries, supports extension and outreach services to manufacturers.</p>	<p>Phone: 621-6350 Fax: 621-6369 E-Mail: recepn@mstf.org Web Page: www.mstf.org</p>

FIGURE 47: POTENTIAL ECONOMIC DEVELOPMENT PARTNERS (continued)

ORGANIZATION NAME AND ADDRESS	CORE PROGRAMS AND SERVICES	CONTACT DATA
<p>Maine Small Business Development Centers MSBDC University of Southern Maine (Portland, ME) Local subcenter is at Eastern Maine Development Corp. One Cumberland Place P. O. Box 2579 Bangor, ME 04401</p>	<p>Provides comprehensive management and technical assistance to small businesses, including one-on-one counseling, workshops, seminars, etc. Note: Regional subcenter at EMDC (Bangor)</p>	<p>Phone: 942-6389 Fax: 942-3548 E-Mail: Web Page: www.usm.maine.edu/~sbdc or www.mainesbdc.org</p>
<p>Maine Technical College System Maine Quality Centers MCTS System Office 323 State Street Augusta, ME 04330</p>	<p>Offers customized free training to qualifying businesses that are creating new jobs. Staff from each of the seven Maine technical colleges are available to work directly with businesses in determining training needs for expansion.</p>	<p>Phone: 287-1070 Fax: E-Mail: Web Page:</p>
<p>Margaret Chase Smith Center for Public Policy 5715 Coburn Hall University of Maine Orono, ME 04469-5715</p>	<p>The Center is a research and public service unit of the University, and targets University resources toward key public policy problems. The Center sponsors the Governor's Economic Development Conference each year, provides an applied research and technical assistance program for area businesses, and publishes critical data on economic development strategies and needs</p>	<p>Phone: 581-4136 Fax: 581-1266 E-Mail: Web Page:</p>
<p>Market Development Center Eastern Maine Development Corporation One Cumberland Place P. O. Box 2579 Bangor, ME 04401</p>	<p>Provides businesses with one-on-one counseling in the areas of federal, state, and local government procurement, including federal and military product specifications, daily notifications of bid opportunities, and training in procurement processes and procurement contracting</p>	<p>Phone: 942-6389 Fax: 942-3548 E-Mail: mdc@acadia.net Web Page:</p>
<p>Northern New England Products Trade Show (sponsored by Maine Small Business Development Centers - see above)</p>		<p>Phone: Fax: E-Mail: Web Page:</p>

FIGURE 47: POTENTIAL ECONOMIC DEVELOPMENT PARTNERS (continued)

ORGANIZATION NAME AND ADDRESS	CORE PROGRAMS AND SERVICES	CONTACT DATA
<p>SCORE Assoc. Service Corps of Retired Exec. (sponsored by Small Business Administration - see below) Bangor # 314 One College Circle, Husson College Bangor, ME 04401</p>		<p>Phone: 941-9707 Fax: 942-0759 E-Mail: Web Page: www.score.org</p>
<p>Training and Development Corporation One Cumberland Place, Suite 116 Bangor, ME 04401</p>	<p>Major provider of a wide range of workforce development and job training programs, including customised training for businesses on-site</p>	<p>Phone: 945-9431 Fax: 945-5966 E-Mail: tdclab@aol.com Web Page:</p>
<p>U.S. Business Advisor</p>	<p>Links to all federal agencies with an active interest in business, business assistance, financing, federal procurement, etc.</p>	<p>Phone: Fax: E-Mail: Web Page: www.business.gov</p>
<p>U.S. Department of Agriculture (USDA) Rural Development 444 Stillwater Avenue P. O. Box 405 Bangor, ME 04402-0405</p>	<p>Offers an array of loan guarantees and grants to eligible nonprofits and public bodies to support rural business development</p>	<p>Phone: 990-9110 Fax: 990-9170 E-Mail: Web Page:</p>
<p>U.S. Department of Commerce Bureau of the Census</p>	<p>Access to the full range of Census data products and services, including population, housing, economic, retail trade, and other business data at national, state, and local levels</p>	<p>Phone: Fax: E-Mail: Web Page: www.census.gov</p>
<p>U.S. Department of Commerce Economic Development Administration</p>	<p>Provides funding and technical assistance for economic development planning and strategy preparation, as well as several sources of funds for specific economic development project.</p>	<p>Phone: Fax: E-Mail: Web Page:</p>

FIGURE 47: POTENTIAL ECONOMIC DEVELOPMENT PARTNERS (continued)

ORGANIZATION NAME AND ADDRESS	CORE PROGRAMS AND SERVICES	CONTACT DATA
<p>U.S. Small Business Administration (Maine Office) Federal Building 40 Western Avenue, Room 512 Augusta, ME 04330</p>	<p>Provides financing, training, and advocacy for small businesses. Provides one-on-one counseling through Service Corps of Retired Executives (Score). Training and educational materials on a wide range of business topics. Offers a variety of loan guarantee programs, a microloan program, and export financing assistance. Note: Local access through EMDC (see above)</p>	<p>Phone: 622-8378 Fax: 622-8277 E-Mail: Web Page: www.sbaonline.sba.gov or www.sba.gov</p>
<p>University of Maine Department of Industrial Cooperation 5711 Boardman Hall, Room 117 Orono, ME 04469-5711</p>	<p>Serves as the entry-point linking the resources of the University to business. DIC helps to identify appropriate University personnel and resources for a particular business problem or need, to negotiate contractual arrangements as needed, and to provide information and referral services for inventors and entrepreneurs.</p>	<p>Phone: 581-2200 Fax: 581-1479 E-Mail: jsward@maine.maine.edu Web Page: www.umaine.edu/DIC</p>
<p>University of Maine Cooperative Extension Business and Economics Office 106 Libby Hall Orono, ME 04469-5741</p>	<p>Provides business and economics education programs targeting home-based, family, and natural resources businesses. Offerings include seminars, workshops, publications, consultation, and technical assistance.</p>	<p>Phone: 581-3167 Fax: 581-1387 E-Mail: Web Page: www.umext.maine.edu</p>
<p>Women's Business Development Corporation (WBDC) P. O. Box 658 Bangor, ME 04402-0658</p>	<p>Provides information, referral, training, and support to women (and men) business owners. Offers a one-on-one mentoring program, regional monthly support groups, an annual conference, a directory of women business owners, a newsletter and periodic training workshops. Offers two small loan funds as well</p>	<p>Phone: 947-5990 Fax: 947-5278 E-Mail: Web Page: WWW.COL.K12@.ME.US/community/WBDC.HTM</p>

3.5 Action Plans

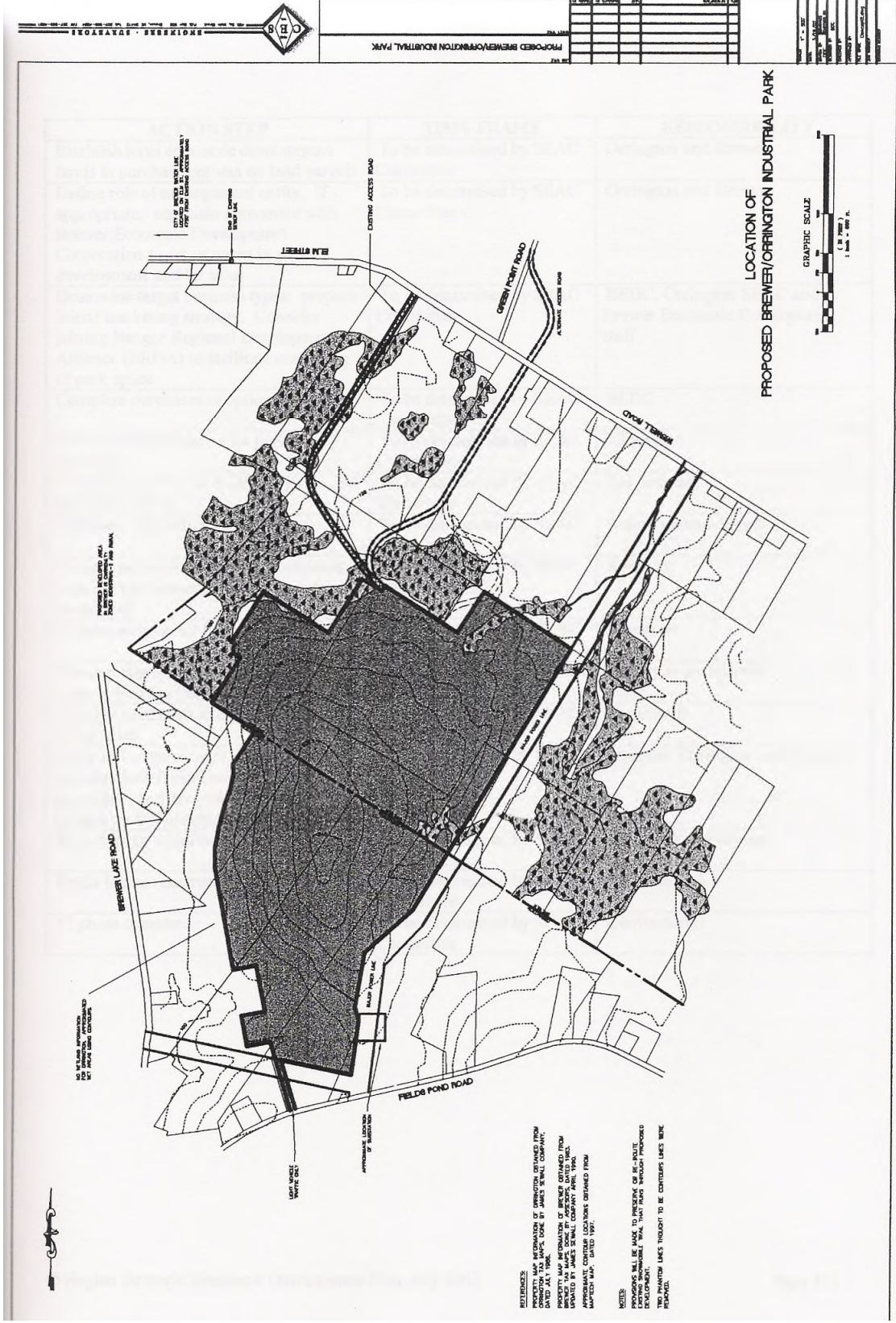


Action plans for the implementation of the specific economic development projects identified in this document are presented on the following pages. Each plan provides a concept description and explanation, an overview of ownership and legal issues, an identification of infrastructure and amenities needed (where applicable), an identification of targeted markets and appropriate marketing strategies, a summary of costs and benefits, a timetable for implementation, and an identification of responsibilities for core action steps for each project.

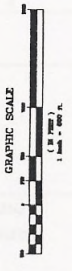
PROJECT NAME A: ORRINGTON / BREWER BUSINESS PARK

<p>CONCEPT DESCRIPTION</p>	<p>The concept plan provides for 130 lots ranging in size from 1 to 5 acres and comprising 331 acres. 18,500 feet of roads is proposed, leaving a net lot area of 303 acres. The acreage is pretty evenly spread between Brewer and Orrington. It should be noted that Bangor Hydro (MEPCO) owns a 51-acre parcel in Orrington. There are three other parcels to obtain in Orrington and the park can work with only those three parcels: however, the number of lots will decrease and road configuration will be affected. MEPCO will want to retain enough buffers for its major transmission line and substation, which already exist. The pipeline also uses this land.</p> <p>The park will be divided into high end (professional) and industrial parcels. The anticipated market value of lots may range between \$35,000 and \$50,000 per acre with a total market value that could exceed \$11 million.</p>
<p>EXPLANATION/RATIONALLE</p>	<p>Orrington should be careful not to convince residents this a viable plan based strictly on lot sales. Realistically, this will be a 25+-year investment and many lots may be given away to the right company in order to create jobs or tax revenues over the long term. The real benefit is in the tax revenue and jobs created.</p>
<p>LOCATION</p>	<p>Main access road to the park will be off the Wiswell Road near the Green Point Road intersection. The Green Point intersection may be altered to provide a 4-way intersection but final design will hinge on wetlands.</p>
<p>OWNERSHIP / LEGAL STRUCTURE</p>	<p>Preliminary discussions plan for Orrington and Brewer to proceed as equal partners. Factors to be considered to arrive at a final formula include plowing, sanding, emergency services, water, and sewer.</p> <p>An Inter-local Agreement will define the costs and benefits to each community including money from the sale of lots, covenants, tax rate (probably will use Brewer’s rate so this site does not compete against other Brewer locations). The towns will need to engage a legal firm to establish the structure for ownership. This entity will probably not require the legislative approval needed by FirstPark in Oakland since these are contiguous communities.</p> <p>Orrington should give consideration to establishing a non-profit economic development entity, or possibly using an existing non-profit such as the Brewer Economic Development Corporation (BEDC) to manage the park and handle the sale of lots. There will have to be some representation on this board by the Town of Orrington, at least as far as park decisions are concerned. A non-profit manager is needed since decisions often must be made quickly and may require a degree of confidentiality that is difficult at the municipal level</p>
<p>INFRASTRUCTURE / AMENITIES NEEDED OR PLANNED</p>	<p>This park should be planned for a campus type atmosphere with underground utilities, walking paths, advanced telecommunications, large landscaped lots, public water and sewer facilities, access to major transport systems and access to essential community services. The City of Brewer will be constructing a parallel road to Wilson Street this summer to serve the increased traffic generated by EMH and the Wal Mart Super Center. Preliminary discussions have taken place between Brewer and MDOT regarding ramps for I-395 access from the Pierce Road, and thee appears to be a good likelihood that this will happen in</p>

	the near future
TARGETED MARKET NICHE(S)	Recent studies indicate a local market for regional business park space targeted at the upper end of the spectrum, providing space for professional operations (medical practices, banking and insurance back office operations, etc.) in a suburban campus atmosphere. For this market niche, close proximity to the central city hub, Interstate access, adequate utilities, high-grade telecommunications networks, on-site supporting amenities (child care, banking, food service, exercise spaces, etc.), and lower taxes are critical. There is also a continuing need for utilitarian industrial space, for larger warehouse and service operations and for light manufacturing, particularly when offering large lots.
MARKETING STRATEGIES	Bangor Regional Development Alliance for out-of-state attraction. In-state marketing will be a local responsibility (using Town economic development officials). Strategies include selective advertising, brochures, website promotions, etc.
TIME NEEDED FOR COMPLETION	20 – 25 years to sell out all lots.
SUMMARY OF COSTS	The projected cost to fully develop this park now stands at \$9,385,000, excluding land acquisition. The Town should consider completion of the park in phases by developing an initial 20+ lots. Phase 1 is expected to cost approximately \$4+ million. The Towns should consider application to DECD for SuperPark program funds. It may be too early for the communities to make application for the 2002 funding cycle. However, it is expected that this program will again be available in 2004. Up to \$ 1 million may be available for development of a regional park. Since only two communities are involved there is a possibility that less than the maximum would be available from this competitive funding source. The SuperPark program requires a 5 to 1 match, which should work out when including other costs incurred (e.g. land, engineering, etc.). The Towns should also consider application to the Economic Development Administration (EDA). Many of the industrial parks in the region were developed with EDA public works funding, in the range of \$ 400,000 to \$ 1 million per park. Regional prioritization of EDA projects focuses on project readiness, cost per job to be created, and consistency with the regional Comprehensive Economic Development Strategy (CEDS) developed annually by the Eastern Maine Development Corporation.
PROJECTED REVENUES	A mid-size (20-25,000 square foot) building should assess for at least a million and generate \$25,000 in annual taxes. Assuming 130 lots, at this level, yields \$ 130 million in assessed valuation and annual taxes of \$ 3.2 million (split between participating communities). The question is how much debt service the project will need to cover. Rates for municipalities at the bond bank are between 4.5 and 4.9 percent, with a 10-year term for roads and 20 years for water and sewer (bond council will cost \$ 2 – 5 thousand).
RELATED PROJECTS	Tax Increment Financing (TIF) may be provided on a case-by-case basis. The town often does not actually lose any revenue during the TIF period when taking into consideration the tax shifts. The benefit of shielding the increased assessed value from the state so far as County tax, school funding and revenue sharing formulas are concerned often more than offsets the portion of tax going back to the company. A Business Loan Program may also be helpful.
OTHER INFORMATION	It may be necessary to borrow money to develop the infrastructure. All costs will be funded by the taxpayer unless the towns get grant funds.



LOCATION OF
PROPOSED BREWER/ORRINGTON INDUSTRIAL PARK



REFERENCE:
CONTOUR MAP OF THE AREA OF THE PROPOSED INDUSTRIAL PARK, DATED JULY 1988, PREPARED BY JAMES SMALL COMPANY, INC., 1000 POND ROAD, GREEN POINT, MAINE 04040. THIS MAP WAS REVISED AND UPDATED BY JAMES SMALL COMPANY APRIL 1990.
CONTOUR MAP OF THE AREA OF THE PROPOSED INDUSTRIAL PARK, DATED 1991, PREPARED BY JAMES SMALL COMPANY, INC., 1000 POND ROAD, GREEN POINT, MAINE 04040.

NOTES:
CONTOUR MAPS WILL BE MADE TO INDICATE THE HIGHEST ELEVATION BOUNDARY AREA THAT WOULD BE PROPOSED FOR THE INDUSTRIAL PARK. THIS MAP WOULD BE PROVIDED TO THE TOWN OF ORRINGTON FOR THEIR REVIEW AND APPROVAL.
CONTOUR MAPS SHOULD BE USED TO INDICATE THE HIGHEST ELEVATION BOUNDARY AREA THAT WOULD BE PROPOSED FOR THE INDUSTRIAL PARK.

ACTION STEP	TIME FRAME	RESPONSIBILITY
Establish local economic development funds to purchase options on land parcels	To be determined by SEAC Committee	Orrington and Brewer
Define role of management entity. If appropriate, negotiate agreement with Brewer Economic Development Corporation to act as agent in park development and lot sales	To be determined by SEAC Committee	Orrington and Brewer
Determine target business types: prepare initial marketing strategy. Consider joining Bangor Regional Development Alliance (BRDA) to facilitate marketing of park space	To be determined by SEAC Committee	BEDC, Orrington SEAC and Brewer Economic Development staff
Complete purchases of options on land	To be determined by SEAC Committee	BEDC
Develop legal structure for park ownership	To be determined by SEAC Committee	Attorney
Compete application to DECD for CDBG Superpark Funds	To be determined by SEAC Committee	RH/ attorney
Complete acquisition of land	To be determined by SEAC Committee	Orrington and Brewer
Prepare wetlands, topography, contours mapping (environmental assessments completed)	To be determined by SEAC Committee	Engineer
Prepare and submit DEP application	To be determined by SEAC Committee	Engineer
Develop cost and revenue sharing formula (resolve tax sharing issues)	To be determined by SEAC Committee	Orrington and Brewer
Develop covenants and deed restrictions for lot sales	To be determined by SEAC Committee	Consultant
Complete engineering / design specifications for infrastructure and core amenities: prepare and issue request(s) for bids on initial construction	To be determined by SEAC Committee	Engineer, Orrington and Brewer
Review bids; select contractor(s)	To be determined by SEAC Committee	Orrington and Brewer
Begin initial construction	To be determined by SEAC Committee	Contractor(s)
1 st phase complete	To be determined by SEAC Committee	Contractor(s)

PROJECT NAME B: NORTH ORRINGTON COMMERCIAL DISTRICT

CONCEPT DESCRIPTION	Provide infrastructure and amenities needed to establish North Orrington commercial district as the “Village Center” for the community, with a balanced mix of residential, retail, services, and governmental uses.
EXPLANATION/RATIONALE	Establishment of this part of the community as a “Village Center” would address two objectives: (1) minimizing the adverse impacts of strip development along Route 15 (sprawl); and (2) strengthening the physical sense of community in Orrington. Both objectives are important for prudent growth management, and both contribute to efforts to attract businesses and residents to the community.
LOCATION	Along both sides of Route 15, from Harrison Avenue to Rabbit Run Road (just south of Snow’s Corner).
OWNERSHIP / LEGAL STRUCTURE	Except for potential future government facilities, the land and structures in this area should remain in private hands. The Town of Orrington would act as broker and facilitator in future development of the area, and as land use regulator, but should not endeavor to own and manage commercial or residential properties.
INFRASTRUCTURE / AMENITIES NEEDED OR PLANNED	Several infrastructure needs should be addressed over time: Make additional improvements to water supply and sewer services in this area (as needed by current / prospective firms) Install sidewalks and curbing to permit safe pedestrian travel between businesses and residences Improve landscaping, trees, shrubs, etc. along Route 15 to enhance aesthetic appeal of area.
TARGETED MARKET NICHE(S)	Balanced commercial (and residential) development of this area would target: (1) current Orrington residents (capturing trade dollars now leaking to other communities); (2) tourists and through traffic; (3) new Orrington residents (retiree recruitment); and (4) employees of firms to be located at the proposed Brewer / Orrington Business Park.
MARKETING STRATEGIES	To be developed
TIME NEEDED FOR COMPLETION	3 – 5 years
SUMMARY OF COSTS	To be determined
PROJECTED REVENUES	Revenues to the town will be in the form of increased property tax yields from new and expanded commercial establishments in the area. Such tax revenue streams can only be estimated for specific businesses.
RELATED PROJECTS	Brewer / Orrington Business Park, Marketing and Promotion, Financing Assistance, Technical Assistance to Businesses, Retiree Recruitment (Senior Housing Development)
OTHER INFORMATION	The Calvary Chapel has purchased the North Orrington school. They plan to use the entire property for church related activities, including a food pantry, coffee shop, bookstore, and in the future a Christian high school. This may help create more of a village atmosphere.

ACTION STEP	TIME FRAME	RESPONSIBILITY
If needed, revise zoning in this area to reduce dimensional restrictions and frontage requirements.	June 2003	Planning Board, Town Meeting
Develop and adopt aesthetic standards for the appearance of commercial properties in this district (and throughout the community).	June 2003	Planning Board, Town Meeting
Establish "incubator" start-up space for new businesses (as funding and market demand permits, acquire and rehabilitate vacant building (or a large space in an existing structure) as: (a) incubator; (b) mini-mall space for selected retail ventures (crafts, restaurant, etc.); and/or (c) service center for residents and visitors [ATM machine, pay phones, computer center with Internet access, community bulletin board, info on local businesses, amenities, accommodations, things to do]	2003	
Make additional improvements to water supply and sewer services in this area (as needed by current / prospective firms)	2003 - 2005	
Install sidewalks and curbing to permit safe pedestrian travel between businesses and residences	2003 - 2005	
Improve landscaping, trees, shrubs, etc. along Route 15 to enhance aesthetic appeal of area	2003 - 2005	

PROJECT NAME C: HOLTRACHEM SITE REUSE

CONCEPT DESCRIPTION	Develop the 158 uncontaminated acres remaining at this site for clean, non-polluting light industrial or even senior housing uses, in order to increase the valuation of this taxable property and to create additional jobs in the community. The town would act as a broker in attracting private developers for the site, rather than purchasing the land for redevelopment.
EXPLANATION/RATIONALE	There is ample space here (apart from the location of the HoltraChem plant itself, which will remain under cleanup for some time) to support a variety of light manufacturing, commercial, or even selected residential uses.
LOCATION	Between Route 15 and the Penobscot River, with extensive waterfront access.
OWNERSHIP / LEGAL STRUCTURE	<p>The land is currently owned by the HoltraChem Manufacturing Company of North Carolina, which has petitioned for dissolution as a legal entity. Responsibility for developing and implementing procedures to clean up contamination at the chemical plant has fallen to HoltraChem’s predecessor, Mallinckrodt. Activity at the site is governed in part by a consent decree with the US Environmental Protection Agency and by restrictive deed covenants administered by the Maine Department of Environmental Protection.</p> <p>Given the complexities of the legal situation here, and the potential long-term liabilities associated with development of any “brownfields” – former hazardous materials - site, the Town of Orrington should actively seek private sector developers to purchase and reuse this land, but should not purchase the property itself (unless completely shielded from liability under special state and Federal “brownfields” programs).</p>
INFRASTRUCTURE / AMENITIES NEEDED OR PLANNED	The three phase electrical power at the site is prone to brownouts: an alternative (dual) source would be needed for many commercial (and residential) uses. Additional water distribution lines would be needed to service the entire site (currently a water main runs to the property), along with on-site septic services (or connection to the Brewer sewer system via a new sewer main on Route 15). Additional roads and parking would be needed for most reuse possibilities.
TARGETED MARKET NICHE(S)	Dependent on specific reuse proposals – to be determined.
MARKETING STRATEGIES	Dependent on specific reuse proposals – to be determined.
TIME NEEDED FOR COMPLETION	Dependent on specific reuse proposals – to be determined.
SUMMARY OF COSTS	Dependent on specific reuse proposals – to be determined.
PROJECTED REVENUES	Dependent on specific reuse proposals – to be determined.
RELATED PROJECTS	Financing assistance, Marketing and Promotion, Technical Assistance, possibly Retiree Recruitment (Senior Housing)
OTHER INFORMATION	

ACTION STEP	TIME FRAME	RESPONSIBILITY
Evaluate whether existing zoning for this land needs to be revised to facilitate future development (especially for commercial or multi-unit housing uses). Define appropriate performance standards for potential uses at this site: revise Zoning Ordinance as needed	June 2003	Planning Board, Consultants, Town Meeting
Obtain certification from DEP that the property (apart from the contamination zone and cleanup landfills) is clean and acceptable for redevelopment	April 2003	Planning Board, DEP
Consider using the Bangor Regional Development Alliance (BRDA) to assist in identifying and recruiting potential developer(s) for the site. Contract as appropriate for development and implementation of marketing strategy.	May 2003	Selectmen's Economic Advisory Committee, Selectmen
Review proposed site plan(s) and performance standards as specific reuse proposals are presented to the town.	Ongoing	Planning Board, Code Enforcement Officer, Town Manager

PROJECT NAME D: MARKETING AND PROMOTION

CONCEPT DESCRIPTION	Identify and deliberately attract specific market segments (people and businesses) to Orrington for particular purposes (e.g., retail trade, retirement, business relocation).
EXPLANATION/RATIONALE	Marketing and promotion resources need to be targeted at specific market segments: “scattershot” marketing does not work. Marketing and promotion resources need to be focused both on the desired outcomes for the town and the benefits for the target market. The quality of marketing and promotional materials, and the consistency of the message, is far more important than the volume.
LOCATION	Not applicable
OWNERSHIP / LEGAL STRUCTURE	Not applicable
INFRASTRUCTURE / AMENITIES NEEDED OR PLANNED	Not applicable
TARGETED MARKET NICHE (S)	Need to develop and implement an Orrington marketing & promotion program for each of the following target audiences (in descending order of priority): (a) new commercial, service, light industrial businesses (for Brewer / Orrington Business Park, North Orrington Commercial District, HoltraChem Site); (b) retiring Baby Boomers; (c) residents; (d) residents of surrounding communities (especially Bangor, Brewer, and Bucksport) (e) drive-through tourists (including snowmobilers using the major connecting trail from Bucksport to Brewer and Holden).
MARKETING STRATEGIES	See Action Steps, below
TIME NEEDED FOR COMPLETION	2 – 4 years (to be determined for each specific marketing strategy)
SUMMARY OF COSTS	To be determined for each specific marketing strategy
PROJECTED REVENUES	To be determined for each specific marketing strategy
RELATED PROJECTS	Brewer/Orrington Business Park, North Orrington Commercial District, HoltraChem Site Reuse, Financing Assistance, Technical Assistance
OTHER INFORMATION	

ACTION STEP	TIME FRAME	RESPONSIBILITY
Identify the specific aspects of Orrington (rural character, natural resources, history, amenities, etc.) that make it unique in the region: develop marketing campaign theme and “brand image” for use in all local marketing efforts	December 2002	Selectmen’s Economic Advisory Committee, marketing consultant
Adopt a slogan and a logo designed to convey the unique character of Orrington (see above): use these in all marketing efforts – to position Orrington in the minds of people as a desirable place to visit and do business. For example, the slogan used by the Aroostook County Chamber of Commerce is “The County - it’s only natural”.	December 2002	Selectmen’s Economic Advisory Committee, marketing consultant
Develop web site for Orrington, aimed at specific markets (including town information, an economic development profile, and links to existing businesses, services, and amenities)	December 2002	Orrington high school staff (and students), or contract with private firm for development and web hosting (Selectmen’s Economic Advisory Committee to supervise)
Join the Bangor Regional Development Alliance (at a base fee of \$2,000, plus \$ 0.25 per person, or a total cost for the community of \$ 2,881 annually)	January 2003	Selectmen’s Economic Advisory Committee
Prepare a basic community profile for wide dissemination, both in print and over the internet. Emphasize the specific activities, services, and amenities that would be of interest to specific target markets. The Bangor Region Guidebook provides an example of a community profile targeted largely at visitors: A different type of community profile is used to attract the interest of potential businesses (see samples in Appendix K).	March 2003	Selectmen’s Economic Advisory Committee, marketing consultant
Install attractive, visible signs on Route 15 indicating amenities & services available in Orrington	April 2003	Selectmen’s Economic Advisory Committee
Develop a community-wide sales discount program for residents (“Buy Orrington” program)	April 2003	Selectmen’s Economic Advisory Committee (and/or community business association if established)
Distribute brochures, flyers, other “pointers” highlighting Orrington historic sites, businesses, recreational opportunities, etc. to Chambers of Commerce, visitor’s bureaus, etc. across the region and state. Ensure that the town is featured in as many Maine travel and tourism publications (and news / press opportunities) as possible.	April 2003	Selectmen’s Economic Advisory Committee (and/or community business association if established)

PROJECT NAME E: FINANCING ASSISTANCE

CONCEPT DESCRIPTION	The idea is for the Town of Orrington to develop and use specific financing tools to support the economic development projects the town is undertaking.
EXPLANATION/RATIONALE	Communities that are in a position to assist with business financing have an additional competitive advantage when it comes to either business attraction or to fostering the indigenous growth of local firms (start-ups and expansions of existing businesses). This financing capacity often is the deciding factor in business location decisions.
LOCATION	Not applicable
OWNERSHIP / LEGAL STRUCTURE	Unless grant funds can be obtained to establish a local revolving loan fund, the Town of Orrington should develop financing options through existing agencies and organizations first and foremost. For example, Merrill Bank is very interested in working with the town to set up a local business loan fund (dedicated solely to helping businesses in Orrington).
INFRASTRUCTURE / AMENITIES NEEDED OR PLANNED	Not applicable.
TARGETED MARKET NICHE(S)	To be determined for each local financing option developed.
MARKETING STRATEGIES	To be determined for each local financing option developed.
TIME NEEDED FOR COMPLETION	1 – 3 years
SUMMARY OF COSTS	To be determined for each local financing option developed.
PROJECTED REVENUES	To be determined for each local financing option developed.
RELATED PROJECTS	Brewer / Orrington Business Park, North Orrington Commercial District, HoltraChem Site Reuse, Business Assistance, Retiree Recruitment (Senior Housing)
OTHER INFORMATION	

ACTION STEP	TIME FRAME	RESPONSIBILITY
Develop Tax Increment Financing (TIF) program for use in attracting new businesses to Brewer / Orrington Business Park and / or North Orrington commercial district (TIF should be available to any qualified business in town, regardless of location). Several area communities (e.g., Brewer, Hermon) are experienced in development and administration of TIF's and could provide guidelines, etc. (see Appendix L).	December 2002	Selectmen's Economic Advisory Committee, consultant
Working with Merrill Bank, create a low interest revolving loan program for new / expanding businesses in Orrington. Hermon, for example, has a successful model that could be used as a design guideline (see Appendix M).	March 2003	Selectmen's Economic Advisory Committee, Merrill Bank
Encourage local lenders to offer small business financing under the Community Reinvestment Act (provide advocacy support to local firms)	Ongoing	Selectmen's Economic Advisory Committee
If appropriate capitalization can be obtained through federal or state grant sources, provide business improvement grants or loans for companies needing to improve the appearance and safety of their buildings and properties, with a particular emphasis on firms on or visible from Route 15.	June 2004	Selectmen's Economic Advisory Committee

PROJECT NAME F: TECHNICAL ASSISTANCE TO BUSINESSES

CONCEPT DESCRIPTION	The emphasis is in working with Orrington’s existing and emerging businesses to identify their needs, to link businesses both with each other for joint activities and to outside resources, and to strengthen the capacity of the community to foster business growth over the long term.
EXPLANATION/RATIONALLE	Often in rural areas, small business owner/operators can serve as resources for each other. More critically, the needs of every business evolve and change over time – particularly in response to changes in the external environment – and thus effective assistance must be predicated on establishing an ongoing conversation with business people (rather than simply offering pre-packaged programs based on needs identified through a one-shot survey process).
LOCATION	Not applicable
OWNERSHIP / LEGAL STRUCTURE	Not applicable
INFRASTRUCTURE / AMENITIES NEEDED OR PLANNED	Not applicable
TARGETED MARKET NICHE(S)	Existing and new Orrington business enterprises
MARKETING STRATEGIES	
TIME NEEDED FOR COMPLETION	1 – 3 years
SUMMARY OF COSTS	To be determined for each specific program offering.
PROJECTED REVENUES	To be determined for each specific program offering.
RELATED PROJECTS	Financing Assistance, North Orrington Commercial District
OTHER INFORMATION	

ACTION STEP	TIME FRAME	RESPONSIBILITY
Provide customized business assistance to individual firms through SCORE or other volunteers (topical coverage might include advertising & promotion, market research, business planning and financing, quality of service, international trade, labor issues)	January 2003 and ongoing thereafter (as needed)	Selectmen's Economic Advisory Committee
Create a business assistance information / resource center – either located at the school or at the proposed North Orrington Commercial District “incubator” space (see above) - with emphasis on: (a) development and growth of retail and service industries; (b) management development; (c) marketing and promotion; (d) quality improvement); (e) available programs and services	June 2003	Selectmen's Economic Advisory Committee
Arrange for regular business planning and management seminars to be offered in the community, for both managers and employees (EMDC, Chamber, colleges, etc.)	September 2002 and ongoing thereafter	Selectmen's Economic Advisory Committee
Provide business planning and market research assistance to entrepreneurs interested in possibly opening the types of businesses identified by this study as desired by residents (such as elderly services, restaurants, small retail specialty shops	September 2002 and ongoing thereafter (as needed)	Selectmen's Economic Advisory Committee
Convene a forum of businesses in the North Orrington Commercial District (and others in town) to scout for spin-off opportunities - businesses and joint ventures that build on (service, support, market to) existing businesses (including those locating at the new business park. Over time, facilitate the evolution of this regular forum into an Orrington Business Association.	September 2002 and ongoing thereafter	Selectmen's Economic Advisory Committee

PROJECT NAME G: ECONOMIC DEVELOPMENT CAPACITY

CONCEPT DESCRIPTION	The idea is to enhance Orrington's capacity to plan and guide economic development efforts over time through specific corrective actions.
EXPLANATION/RATIONALE	The research conducted for this strategic planning process identified a number of areas where Orrington's capacity to sustain an economic development program over time needs to be strengthened.
LOCATION	Not applicable
OWNERSHIP / LEGAL STRUCTURE	Not applicable
INFRASTRUCTURE / AMENITIES NEEDED OR PLANNED	Not applicable
TARGETED MARKET NICHE (S)	Not applicable
MARKETING STRATEGIES	Not applicable
TIME NEEDED FOR COMPLETION	1 – 3 years
SUMMARY OF COSTS	To be determined for each action step
PROJECTED REVENUES	Not applicable
RELATED PROJECTS	Not applicable
OTHER INFORMATION	

ACTION STEP	TIME FRAME	RESPONSIBILITY
Set aside funds for economic development for land acquisition for the Brewer / Orrington Business Park and other initiatives)	August 2002	Town Meeting
Recruit and hire part-time economic development professional (or recruit firm to serve as development consultant)	August 2002	Selectmen's Economic Advisory Committee (SEAC), Selectmen
Review and revise all local zoning ordinances to: (a) accommodate and aid the growth of home-based businesses by establishing performance standards (and thereby eliminating the distinction between permitted and conditional uses); (b) reduce the paper-work and time required by permit applications; (c) fast-track routine business applications for sites in the 1.5 to 5 acre range, and for all home-based businesses, where compliance with performance standards is demonstrated by the applicant as part of the permit request; and (d) set "presumption of approval" as the community standard (this means that it is assumed a permit application will be approved – the community has the burden of showing cause as to why it should be denied)	June 2003	Planning Board, Town Meeting
Set minimum performance standards for the maintenance and appearance of commercial buildings and properties (including regulation of signs, trash containers, parked vehicles, landscaping, etc.)	June 2003	Planning Board, Town Meeting
Educate community about economic development, using the town website and/or local access cable television	Ongoing	Selectmen's Economic Advisory Committee (SEAC), Selectmen
Incorporate youth entrepreneurship training and experience into the public school curriculum	Ongoing	Selectmen's Economic Advisory Committee (SEAC), School Committee and educators

PROJECT NAME H: RETIREE RECRUITMENT (SENIOR HOUSING)

CONCEPT DESCRIPTION	The idea is to deliberately attract retiring seniors to Orrington as a place to live, in order to foster growth in the tax base, job creation, and the development of core health and social services in the town that would also benefit Orrington’s existing elderly residents. Retired people place much less of a demand on municipal services than any other population group, thus contributing positively to the tax base.
EXPLANATION/RATIONALE	Retired people who relocate tend to be more well off financially, and are often interested in living in a rural atmosphere – but with access to the health services, cultural and artistic activities, educational opportunities, and recreation offered in a metropolitan setting. Recent experience with retiree attraction, both in Maine and in other northern states, indicates that climate is not so much of a deciding factor as once believed – especially for people retiring from the military.
LOCATION	There are several potential sites on or near the Penobscot River waterfront, and quite a number of locations elsewhere in the community (several overlooking streams or golf courses). Within five years, Orrington also expects to have full water and sewer service in place at the HoltraChem site, making this location potentially suitable for a moderate to large-scale (50 to 100 unit) retirement housing project (if the entire site has not been used for light manufacturing and/or commercial purposes and if sufficient sight/sound buffers remain).
OWNERSHIP / LEGAL STRUCTURE	Orrington should act as a deal broker for projects in this area, but for logistical as well as legal reasons should not attempt to serve either as a project developer or an owner / manager.
INFRASTRUCTURE / AMENITIES NEEDED OR PLANNED	To be determined for each specific retirement housing project.
TARGETED MARKET NICHE(S)	Baby Boomers (especially those retiring from career military, civil service, and middle to upper level corporate positions). The Baby Boom generation is now reaching retirement age, and this the size of this market segment will be mushrooming for years to come.
MARKETING STRATEGIES	To be determined for each specific retirement housing project.
TIME NEEDED FOR COMPLETION	To be determined for each specific retirement housing project.
SUMMARY OF COSTS	To be determined for each specific retirement housing project.
PROJECTED REVENUES	To be determined for each specific retirement housing project.
RELATED PROJECTS	North Orrington Commercial District, HoltraChem Site Reuse, Business Assistance, Financing Assistance
OTHER INFORMATION	

ACTION STEP	TIME FRAME	RESPONSIBILITY
Evaluate whether the several parcels tentatively identified for this use are acceptable in terms of soils, topography, natural resources, etc.	June 2003	Planning Board, Consultant
Evaluate whether existing zoning for these sites needs to be revised to facilitate future development for multi-unit housing uses. Define appropriate performance standards for potential uses at this site: revise Zoning Ordinance as needed	June 2003	Planning Board, Consultants, Town Meeting
Assess whether existing health and social services providers in the region can provide services on-site in Orrington (either at a new housing development or at a service center in the North Orrington Commercial District): determine the level(s) of care that the available providers could support in the town	December 2003	Selectmen's Economic Advisory Committee, Consultant
Consider using the Bangor Regional Development Alliance (BRDA) to assist in identifying and recruiting potential developer(s) for the site. Contract as appropriate for development and implementation of marketing strategy.	December 2003	Selectmen's Economic Advisory Committee, Selectmen
Review proposed site plan(s) and performance standards as specific Senior Housing project proposals are presented to the town.	Ongoing	Planning Board, Code Enforcement Officer, Town Manager

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APPENDICES

- A. State Financial Resources for Economic Development
- B. Regional and Local Resources
- C. Federal Resources
- D. Private Resources
- E. Education and Training Resources
- F. Contacts for Further Information
- G. Resident Survey and Results Summaries
- H. Orrington Businesses Surveyed
- I. Business Survey and Results Summaries
- J. Beacon Hill Institute: State Competitiveness Report