

# Bangor

## Parks & Recreation

# Master Plan





# Parks & Recreation *Master Plan*

Prepared for:



## City of Bangor

Parks & Recreation Department  
647 Main Street  
Bangor, Maine 04401

Prepared by:



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# Parks & Recreation ***Master Plan***

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Parks & Recreation  
***Master Plan***

# Introduction

## Background & Purpose

In the Spring of 2020 City of Bangor Parks and Recreation Department began the development of a master plan for its parks and recreation facilities and programs. The master planning process, led by the team of RS Leonard Landscape Architecture (RSLLA) and Haley Ward (HW) in close collaboration with the Parks and Recreation Department's staff, considered the Department's facilities and programs within the context of the community they serve.

The goals for the project were threefold. First, the process sought to assess how well the existing facilities and programs serve the overall community's needs. Second, the process sought to set strategic benchmarks to guide decision-making. And third, the process sought to identify, prioritize, and structure investments in future projects and programs to address those needs.

The master planning included input from City staff, officials, key stakeholders, and the public through a tiered system of outreach which included a community-wide online survey, digital questionnaires, site walks, and meetings.

## Plan Organization

This master plan is divided into three major sections. First, the "Profiles" section summarizes the City's population characteristics and how those demographics correspond to the parks and recreation facilities and programs. The section also includes a profile of the department, including its facilities, and programs as well as its staffing and budgets.

Second, the "Needs Assessment" summarizes the findings of the evaluation process and includes several subsections. The "Facility Assessments" subsection documents the location, features, and qualities of the existing parks and recreation infrastructure and identifies needs and issues related to

conditions or levels of service.

The "Benchmarks & Metrics" subsection of the "Needs Assessment" includes an evaluation of the department's parks and recreation resources, operations, and funding using the National Recreation and Parks Association (NRPA) national park metrics database. This subsection shows how the department and its resources compare with peer agencies, and it identifies potential needs and investments to bring the agency in line with its peers. The "Benchmarks & Metrics" section also references Parkserve® data from the Trust for Public Lands (TPL) to identify optimal park locations based on a "ten minute walk" benchmark.

The "Needs Assessment" section also summarizes the results of the online user survey and stakeholder questionnaires which queried the community's level of access to, satisfaction with, and needs related to the department's parks and recreation facilities and programs. The "Community Survey" subsection also quantifies the level of public support for parks and recreation facilities and features.

Third, the "Action Plan" section includes a synopsis of the needs assessment in the "General Findings" subsection. The "Action Plan" section also outlines and provides decision-making rationale for "Priority Projects and Actions." Finally, the section includes a "Budget & Capital Plan" to guide fiscal planning through the next ten budget cycles.



## Master Plan Scope

The master plan covers the majority of parks and recreation facilities including the recreation center, outdoor public pools, skating arena, athletic field complex, neighborhood parks, playgrounds, and urban parks, as well as natural areas and trails.

The Bangor Golf Course, the race track at Bass Park, and Waterfront Park are excluded from the plan as are Pickering Square, Market Square, and the Paul Bunyan open space at the Cross Center.

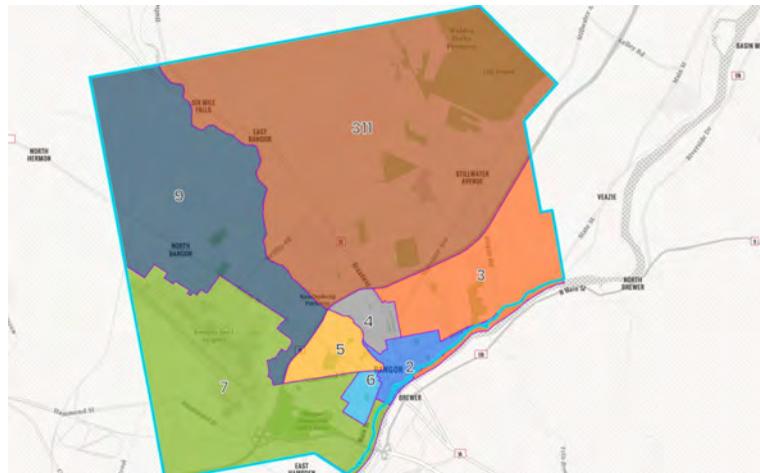
The master plan considered the location and extent of school recreation facilities as they generally relate to the overall level of service, but these facilities are not included in the plan. While the department maintains the sites, they fall within the purview of the School Department.



# Profiles

## Community Profile

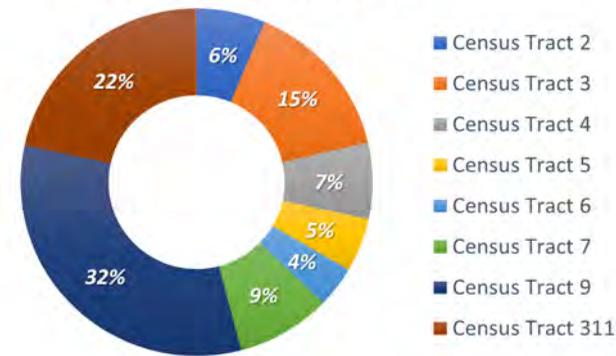
Incorporated in 1834, the City of Bangor is the State of Maine's third largest city and is located in Penobscot County within the Penobscot Metropolitan Statistical Area. Covering 34.5 square miles, the municipality has a population of 32,098 (2018 Census Data) with a median age of 35.7, which is significantly younger than the state median age. Approximately 44% of Bangor families have school-aged or younger children.



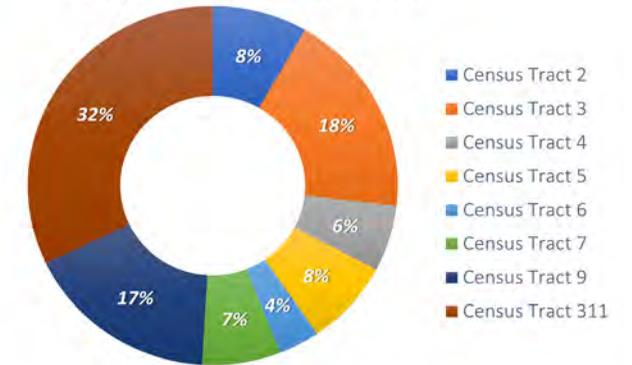
**Bangor Census Tracts**

The Census defines eight distinct population areas, or census tracts, within the community. This plan focuses on the census tract level data to provide insight into the distribution and characteristics of the populations as they relate to the parks and recreation resources. Added with the other collected assessment data, the information identifies existing levels of service and needs for parks and recreation facilities based on geography and demographics. The following map shows the summary for each of the census tracts.

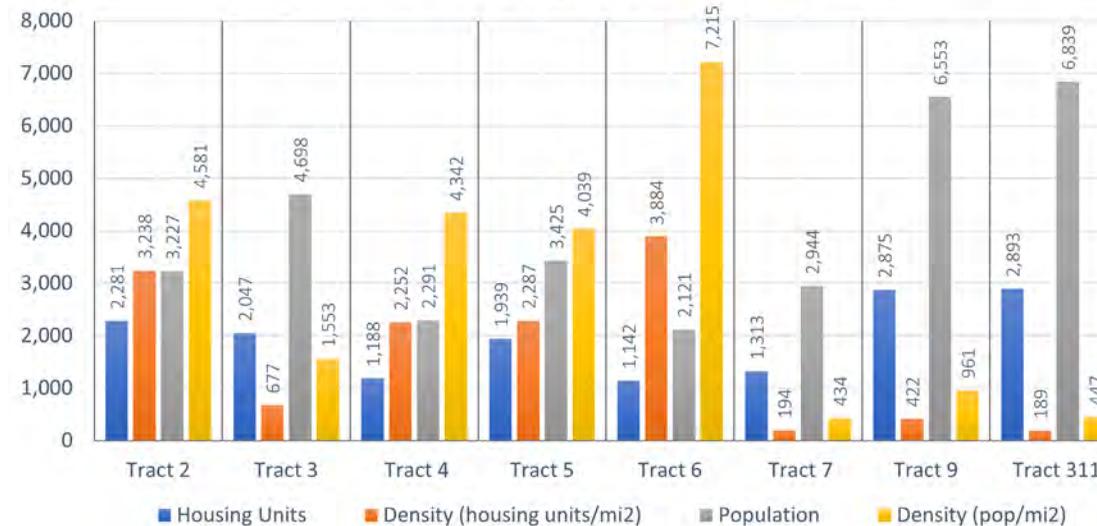
### Preschool & School-Aged Children Population Distribution



### Seniors Ages 65+ Population Distribution



### Census Tracts - Physical Characteristics



### Quick Facts

- Population: 32,098  
Down 3% from 2010
- Younger median age (35.7) than state (44.0)
- 44% of families have children under age 18
- Density 948 pop/mi<sup>2</sup>
- Land area: 34.3 mi<sup>2</sup>
- Over 900 park acres
- 55% of population with 10-minute walk to a park



# Community Profile

## North Bangor

### (Census Tract 9)

- 6,553 total population
- 6.82 mi<sup>2</sup> land area
- 32% of preschool & school ages
- 17% of seniors 65+
- 43.0 total park acres; 1 rec area, 1 natural area (plus Bangor Housing Authority splashpad & playground)

## City Center

### (Census Tract 5)

- 3,425 total population
- 0.85 mi<sup>2</sup> land area
- 5% of preschool & school ages
- 8% of seniors 65+
- 38.4 total park acres; 5 parks

## West Bangor

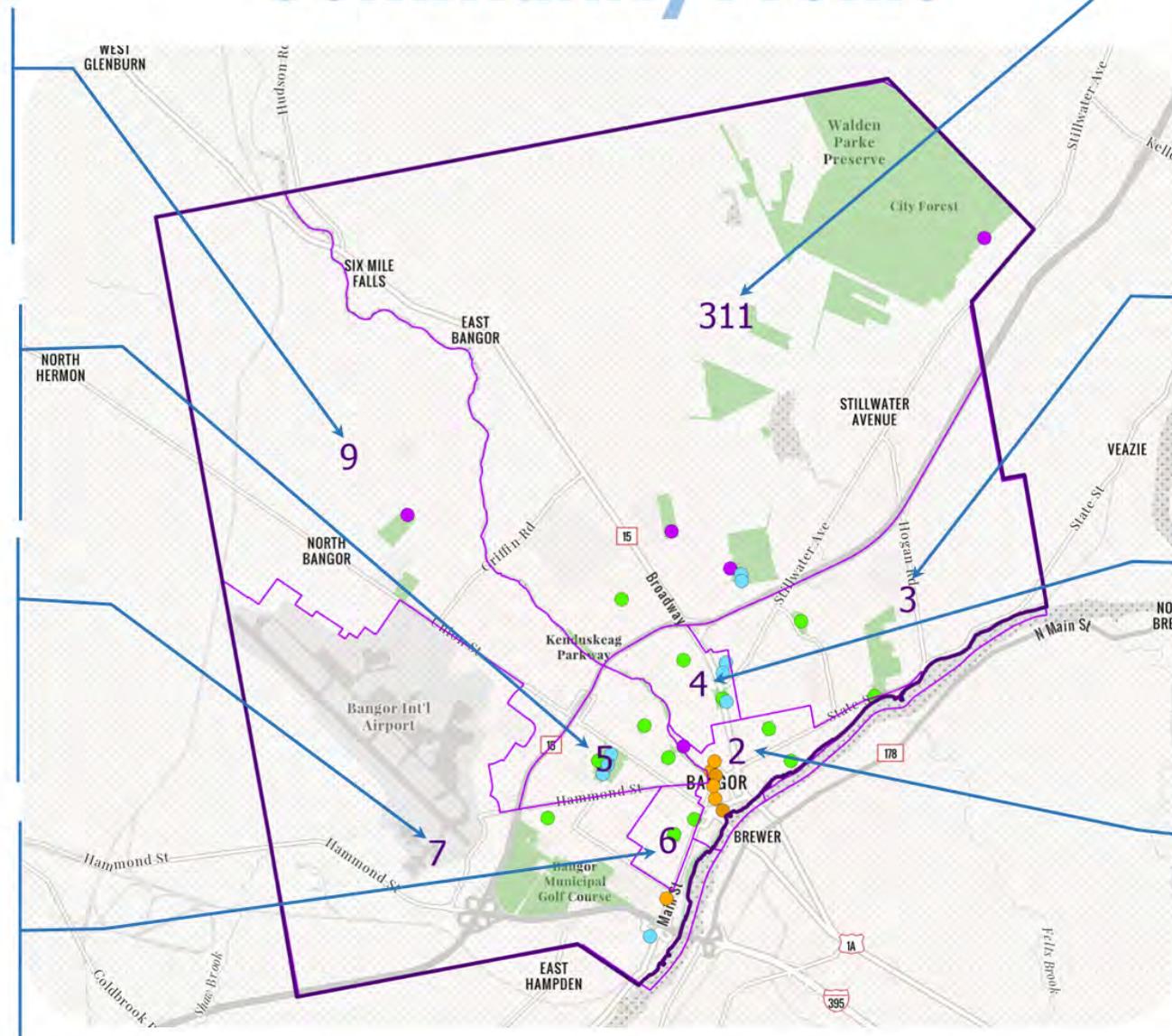
### (Census Tract 7)

- 2,944 total population
- 6.78 mi<sup>2</sup> land area
- 9% of preschool & school ages
- 7% of seniors 65+
- 9.0 total park acres; 2 parks (plus golf course, Bass Park)

## Hammond St / Union St

### (Census Tract 6)

- 2,121 total population
- 0.29 mi<sup>2</sup> land area
- 4% of preschool & school ages
- 4% of seniors 65+
- 5.2 park acres; 2 parks



## Stillwater Ave / Husson Univ.

### (Census Tract 311)

- 6,839 total population
- 15.30 mi<sup>2</sup> land area
- 22% of preschool & school ages
- 32% of seniors 65+
- 768 total park acres; 1 neighborhood park, 1 rec area, 2 natural areas

## Mount Hope / Hogan Rd

### (Census Tract 3)

- 4,698 total population
- 3.0 mi<sup>2</sup> land area
- 15% of preschool & school ages
- 18% of seniors 65+
- 15.9 total park acres; 2 parks (plus Bangor Little League Fields)

## Broadway / Center St

### (Census Tract 4)

- 2,291 total population
- 0.5 mi<sup>2</sup> land area
- 7% of preschool & school ages
- 6% of seniors 65+
- 17.4 total park acres; 2 parks, community gardens, and 1 outdoor pool

## Broadway / State St

### (Census Tract 2)

- 3,227 total population
- 0.7 mi<sup>2</sup> land area
- 6% of preschool & school ages
- 8% of seniors 65+
- Over 30 total park acres; 2 neighborhood parks, 6 urban parks/plazas (plus Bangor Waterfront)



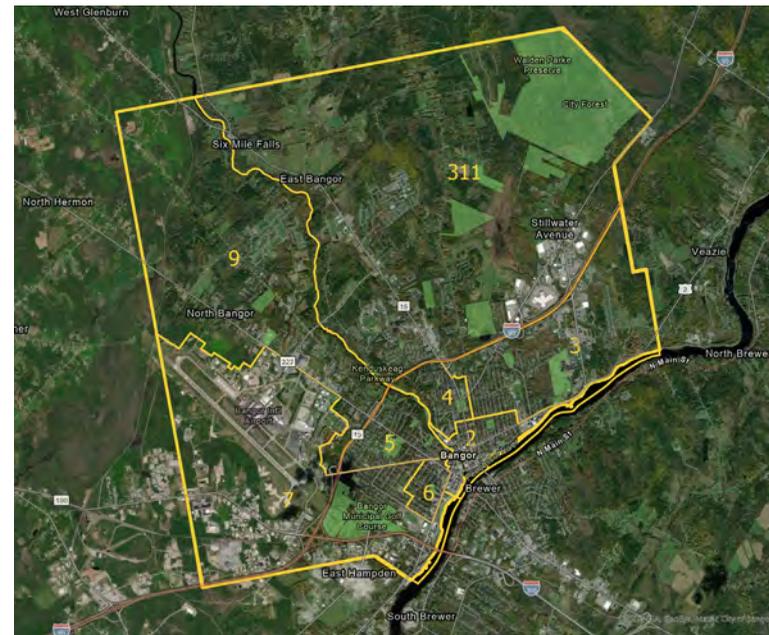
**Broadway / State Street (Census Tract 2).** The Broadway / State Street census tract, located in the southern center of the urban core and covering just 0.7 mi<sup>2</sup>, has a population of 3,277 and the second highest population density at 4,581 pop/mi<sup>2</sup>. This area has the youngest median population (30.9) and the highest number of occupied housing. One school - Abraham Lincoln Elementary School - is located in census tract 2, which also includes the Bangor Waterfront and Eastern Maine Medical Center.

**Mount Hope / Hogan Road (Census Tract 3).** The Mount Hope Avenue / Hogan Road census tract, located in the southeastern corner of Bangor, covers just over 3 mi<sup>2</sup> of land area with a population of 4,698 people. With a median age of 36.7, the area has the second highest population of seniors aged 65 and over (18%) and the third highest percentage of preschool and school aged children (15%). Three schools are located in the area, including Cohen Middle School, Mary Snow Intermediate School, and Fruit Street Elementary School. The area is home to Mount Hope Cemetery, Eastern Maine Community College, and Saxl Park.

**Broadway / Center Street (Census Tract 4).** The Broadway / Center Street tract covers approximately a 0.5 mi<sup>2</sup> area in the south central part of the city. Close to the downtown and with the river to its west, the area is comprised of mostly of traditional, dense residential neighborhoods. The area has the third highest density (4,342 pop/mi<sup>2</sup>) and a median age of 37.5. Although there are no schools within the tract, it abuts Mary Snow School to the East. St. Joe's Hospital is located in the northern end of the tract off Broadway.

**City Center (Census Tract 5).** The City Center is bordered by Hammond Street to the west, I-95 to the north, and the river to the east. Covering 0.85 mi<sup>2</sup>, the "heart of Bangor" has a population of 3,425 and the fourth highest density at 4,039 pop/mi<sup>2</sup>. The area contains traditional neighborhoods centered around Hayford Park, Fourteenth Street Elementary, and Fairmount (Intermediate) Schools. This area has the second lowest percentage of children (5%). The tract includes a portion of the downtown, a portion of the Hammond Street commercial corridor, and Mount Pleasant Cemetery.

**Hammond Street / Union Street (Census Tract 6).** The Hammond Street / Union Street tract, with a population of 2,121 and the smallest land area (0.29 mi<sup>2</sup>), has the highest density in the City at 7,215 pop/mi<sup>2</sup> as well as the second highest percentage of renters (90.2%) and no vehicle households (10.2%). There are no schools within the tract, although it is close to James F. Doughty Middle School and Vine Street Elementary. This area has a median age of 32.5 and the lowest percentage of children (4%) and seniors (4%). Urban in nature, the Hammond Street / Union Street census tract abuts Main Street to the east and Hammond Street to the north.



**West Bangor (Census Tract 7).** West Bangor is characterized by its mix of development. The area includes the airport, Bangor industrial park, the golf course, Bass Park, and the University of Maine Augusta at Bangor campus. With a population of 2,944 over a 6.78 mi<sup>2</sup> land area, West Bangor has the lowest population density (434 pop/mi<sup>2</sup>) and second oldest median age (38.5). Although the area has the lowest percentage of children aged 5-14, it has two schools: Doughty Middle School and Vine Street Elementary School.

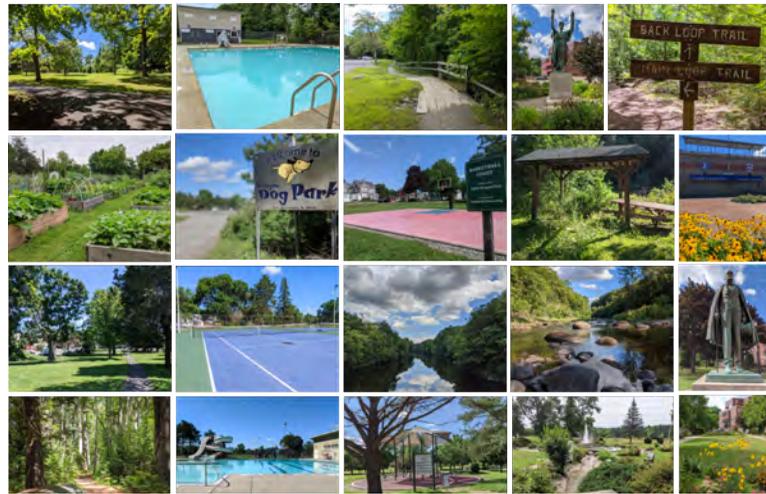
**North Bangor (Census Tract 9).** With the second highest population of 6,553 over a 6.82 mi<sup>2</sup> land area, North Bangor has the second lowest population density at 447 pop/mi<sup>2</sup>. North Bangor has the highest number of preschool and school-aged children (32%) and one school: Downeast Elementary School. Suburban to rural in nature, the tract still has the second highest number of renters and clustered neighborhoods such as Capehart and Colonial Pines. North Bangor includes Airport Mall, Bangor Housing Authority, Oak Grove and Mount Pleasant Cemeteries.

**Stillwater Avenue / Husson University (Census Tract 311).** The Stillwater Avenue / Husson University census tract has the highest population (6,839) in the city and the oldest median age (40.8). Covering the largest land mass at 15.3 acres, census tract 311 has the highest percentage of seniors (32%) and the second highest number of preschool and school aged kids (22%). Rural in nature, the tract has the second lowest density (447 pop/mi<sup>2</sup>) and includes Husson University, Broadway Shopping Center, Six Mile Falls, Pejajawoc Preserves, the Walden-Park Preserve, and City Forest. Bangor High School is located in census tract 311.

## Parks & Recreation Profile

**Parks & Recreation Facilities** The City has a breadth of parks and recreational facilities, including a half dozen urban parks, 14 neighborhood / community parks, a public waterfront, a municipally-owned golf course, 5 natural areas/community forests, and over 39 miles of trails. In all, the City of Bangor has over 900 park acres available for public use.

**Access to Parks.** The Trust of Public Lands reports that Bangor has 55% of its residents live within a ten-minute walk to a park. This is in line with the national average. The existing level of walkability is enhanced because most facilities are located within the denser neighborhoods close to the city center.



### Bangor Parks & Recreation Facilities & Programs:

- 30 parks & recreation facilities
- Over 900 acres & 39 miles of trails
- Before & after school programs
- Community programs & events

In recent years, development of new housing has shifted to the northern and eastern areas of the city. These areas, mostly located within Census Tracts 9 and 311 to the north, tend to be more suburban in nature. While the populations are much higher than in other census tracts, the land areas are larger and development is less dense. As a result, the majority of the population in these areas must drive to parks and recreation facilities. As well, the settlement trend has created an imbalance in the distribution of parks and recreation resources, which tend to be located closer to the city center.



**Recreation Facilities.** Bangor's parks and recreation assets include 2 outdoor aquatic facilities (Beth Pancoe Aquatic Center and Dakin Pool), a 1,500-person capacity baseball stadium (Mansfield Stadium), an indoor ice arena (Sawyer Arena), a parks and recreation center, community gardens, an athletic field facility, a dog park, and a new skateboard park built in 2021.

The recreation facilities are distributed between 5 census tracts. Sawyer Arena, Dakin Pool and the Bangor Community Gardens are located off Broadway in census tract 4. Mansfield Stadium, and Beth Pancoe Aquatic Center are located at Hayford Park in census tract 5. The Parks and Rec Center is located off Main Street in the southeast corner of Census Tract 7. Union Street Rec Area, which consists of 3 softball fields and 2 multi-use athletic fields, is located off Union Street in North Bangor (Census Tract 9). The Bangor Dog Park and Police Athletic League (PAL) Center are both within Essex Woods Recreation Area in Census Tract 311.



**Parks & Playgrounds** Bangor has 9 distinct neighborhood parks within the Parks and Recreation category that include playgrounds and other park features. Park sizes range from 1.5 acres up to 10 acres in size, and the majority of these parks contain a significant amount of unprogrammed open space that affords a high degree of flexibility and reduces maintenance costs. No on-site parking is typically provided unless on-street parking is prohibitive.



Within the Parks & Playgrounds category, Bangor also has two large community parks. Hayford Park is a roughly 30-acre park in the City Center. The park features the Beth Pancoe Aquatic Center, Mansfield Stadium, and Sawyer Arena as well as a playground, basketball court, and tennis courts. Hayford Park includes off-street parking lots on the north and south portions of the site. Bangor's community parks also include the Essex

Woods Rec Area, covering 61 acres of mostly wooded forest and featuring the Bangor dog park, the PAL Center, a basketball court, and miles of mountain bike and pedestrian trails.



Bangor also has several parks that are generally smaller and less diverse, yet have a broader appeal due to their location, use, or history. Cascade Park is a 6.6 acre park featuring a fountain, grotto, trails, and gardens amidst mature trees and open lawn areas. This historic park is very popular throughout the region for its beautiful setting and features. Summit Park, a small 9.3 acre park atop Thomas Hill and adjacent to the historic Thomas Hill Standpipe, is an underutilized historic park dating back to the early twentieth century. The park is served by a small gravel parking area.



**Downtown Parks (Malls, Parkways, Plazas, etc.).** Bangor has 3 park spaces located within the downtown core that are passive in nature and centered on historic monuments. The 1.19 acre Davenport Park is located in Bangor's downtown across from the police station. The park is a passive recreation space centered upon the Battleship Maine Monument, which was placed on site in 1922. Broad Street Park was established in the late 1970's and until recently centered upon a monument that has recently been removed by the City. The 0.32 acre Peirce Park is a small passive park and plaza featuring the 1925 sculpture by Charles Tefft depicting three "Rivermen," or log drivers. The park memorial incorporates a small fountain, plaza, and seating area adjacent to the Bangor Public Library.

Several downtown urban parkways are included in the



category. Listed with the Cultural Landscape Foundation, the Kenduskeag and Norumbega Parkways were planned by landscape architect Warren Manning as linear parks and fire breaks following the 1911 fire that gutted the downtown. The 440' long Kenduskeag Parkway, known today as Hannibal Hamlin Mall for the 1927 statue of the former Maine politician and 15th U.S. Vice President, dates to 1912 and sits between Hammond and Central Street. Norumbega Parkway, constructed in 1933, continues on the other side of Central Street and extends 220 linear feet to Franklin Street. The park features a 1939 Charles Tefft sculpture "Lady Victory," which commemorates the first World War.

Two downtown plazas - the 0.2 acre West Market Square and 2.4 acre Pickering Square - were not included in the master plan.

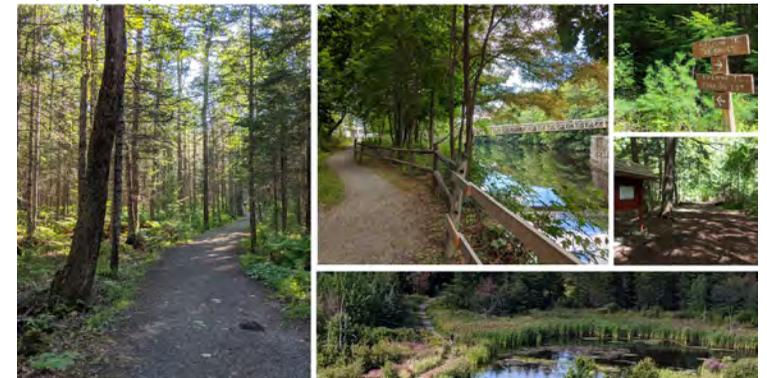


**Natural Areas & Trails.** The Parks and Recreation Department maintains 5 natural areas, including Brown Woods, City Forest, Essex Woods (Rec Area), Kenduskeag Stream Trail, and Prentiss Woods as well as over 39 miles of trails.

The natural areas include two relatively small sites - both under 30 acres. The 28 acre Brown Woods, located off Ohio Street and features a 0.87 mile loop through varied forest. Prentiss Woods, a 24.6 acre parcel located off Grandview Avenue, abuts Bangor High School and includes a 2.05 mile network of trails.

Essex Woods is part of the Essex Woods Rec Area. The 61 acre site includes over 4.42 miles of hiking and mountain bike trails over varied topography and a mix of woodlands, fields, and wetlands.

Bangor's largest and most popular natural area is the Rolland F. Perry City Forest, which covers 680 acres and features 15.6



miles of trails / access roads, picnic shelters, restrooms, and a large parking area. The property abuts the Orono Bog, which is accessed via a boardwalk managed in collaboration with the University of Maine and the Orono Land Trust, and the 300 acre Walden-Parke Preserve owned by the Bangor Land Trust.

The Kenduskeag Stream Trail covers over 12 acres and runs through the center of the city, extending 2.3 miles from the downtown along the Kenduskeag River. The linear park and trail system features views of the river, a pedestrian bridge, numerous overlooks and seating areas, as well as limited water access. Within the city center, the trail connects to Broad Street and Coe Parks. Moving north along Hammond, there are several developed linear park spaces, including Gateway Park, Lovers Leap, and Kenduskeag Stream Park.

**Additional City Parks & Recreation Facilities.** Several Parks and Recreation assets are not included in the master plan since they are either independently run or responsibilities are shared between agencies. These facilities include the Bangor Municipal Golf Course, Bass Park, and the Bangor Waterfront. These facilities are noted in the community profiles since they contribute to the recreational opportunities for residents of Bangor as well as visitors. The Department profile in this chapter provides information on how these resources are managed and



Above: Additional community recreation resources (Images, clockwise from top left: Bangor Waterfront, Saxl Park, Bass Park fairgrounds, newly renovated Cameron Stadium, Bangor YMCA, and the Bangor Municipal Golf Course.)

budgeted.

- **Bangor Golf Course.** The Bangor Municipal Golf Course includes 27 holes over two courses - the 18-hole Championship Golf Course and the 9-hole Kelly Golf Course - covering approximately 227 acres, which includes groomed winter ski trails. Located in Census Tract 7, the course is bounded by Route 395 to the south, Route 95 to the west, residential area to the north, and Bass Park to the east. The course is certified through the Audubon Cooperative Sanctuary Program for its sustainable management practices and environmental stewardship.
- **Bass Park Complex.** The Bass Park facility includes the Cross Insurance Center, Bangor State Fair, and the Bangor Raceway grounds. The Bass Park Complex is operated and maintained as a unique city department. Zoning for the complex is under the Bass Park District, which was established to provide for the dynamic, community focused use of the property and must include some form of traditional recreation activities.
- **Bangor Waterfront.** The Bangor Waterfront covers approximately 17 acres of public open space along the Penobscot River. The public waterfront includes park space and trails, public docks, seasonal food trucks, and the Darling's Waterfront Pavilion concert venue. The Bangor Waterfront Park and Performance Pavilion Master Plan Study, developed in 2015, guides the waterfront redevelopment.

**Schools & Community Recreation Assets.** While this master plan focuses on city-owned parks and recreation facilities managed by the Parks and Recreation Department, local schools and other community organizations provide recreation facilities that provide services and value to Bangor residents. Many of the school facilities are accessible by the public for recreational purposes outside of normal school hours and activities. These facilities provide opportunities for programming as well.

- **Elementary Schools.** Bangor has a total of five elementary schools. Abraham Lincoln and the Fruit Street Schools serve the east side of the city while Downeast School, Fourteenth Street and Vine Street Schools serve the west side. Each



Above: Visualization graphic from the conceptual Master Plan for the Bangor Waterfront Park and Performance Pavilion.

elementary school has playgrounds and swings. The Fruit Street School grounds also include tennis courts. Downeast School has basketball courts as well as open space, including opportunities for multi use athletic field space.

- **Intermediate Schools.** Bangor's intermediate schools cover grades 4-5 and include Mary Snow School, which serves the east side of the city, and Fairmount School, which serves the west side. Both school grounds include playgrounds and swings. Mary Snow School has open space as well as basketball hoops. Fairmount School includes a kickball field, softball field, and baseball diamond.
- **Middle Schools.** Bangor's middle schools (grades 6-8) include the William S. Cohen School serving the east side and the James F. Doughty School serving the west side. In addition to flexible field space, a softball field, and a baseball diamond, the Cohen School has Cameron Stadium (see below), which is a valuable community resource used by the schools and local athletic organizations.
- **High School.** Bangor High School has an indoor gym as well as flexible field space, a softball field, and tennis courts. The gym is available for limited general public use and helps meet some of the demand for indoor court space.
- **Cameron Stadium.** Cameron Stadium is operated by the

Bangor School Department and maintained by the Parks and Recreation Department. The newly renovated facility includes a synthetic football field as well as track and field features.

Several community organizations also provide valuable recreation facilities and programming for Bangor residents to supplement those offered through the Parks and Recreation Department. These include:

- Bangor Housing Authority. The Bangor Housing Authority



Above: Action at Taylor Fields (Image: Bangor East Little League)

(BHA) owns and manages 10 affordable housing properties with over 800 apartments and 2,000 residents. The BHA facilities includes the Capehart Playground and Splash Pad located at Downeast Circle in the north part of the city. The recreation facility includes fitness equipment, a basketball court, walking paths, and picnic shelters in a park setting. BHA also operates the Boys and Girls Club and Clubhouse, which offers a variety of programming including after school care, summer programs, teen programs, Big Brothers Big Sisters, open gym, and swim lessons.

- Bangor YMCA. The Bangor YMCA, located at 17 Second Street, offers a wide range of facilities and programming for the community. The facility includes an outdoor playground, indoor pool, fitness equipment, gymnasium, and teen

center. The YMCA offers a wide range of programs including preschool, before and after school care, summer camps, health and fitness, and aquatics.

- Bangor East Little League - Taylor Fields. The Bangor East Little League maintains Taylor Fields, a facility with two baseball diamonds that is home to the organization's farm, minor, and major league programs. (The Bangor West Little League organization primarily uses the fields between Fairmount and Fourteenth Street Schools with limited use of Mansfield Stadium, which is located across 13th Street.)

**Parks & Recreation Programs.** In addition to the many types of parks and recreation facilities, the department also provides a high level of programming for the community.

At its Main Street headquarters, the department offers before and after school care for kindergarten through fifth grade and preschool open gym three days a week. The department also offers a full range of summer day and week long camp programs for multiple age groups.

The department also provides seasonal programming for adults and seniors, teens, and younger age groups at varying locations. Lessons include swimming at Beth Pancoe Aquatic Center, skating lessons at Sawyer Arena, baton twirling at the Rec Center, and skiing and snowboarding at nearby Hermon



Above: Parks & Recreation Department images from programs, activities, & events (Photos: Parks & Recreation Department)



Above: A sample of the department's programs, activities, & events (Images: Parks & Recreation Department)

Mountain. Parks and rec programming also covers topics in crafts, art, music, as well as gaming. This year, the department is focusing its efforts online with digital programming, such as the virtual rec center.

Fitness and sports programming is offered year round and varies seasonally and generally by age group. The department hosts in house and travel basketball programs, a youth lacrosse program, and provides the venue for the Junior Black Bears youth hockey program at Sawyer Arena.

In addition to its robust programming, the Parks and Recreation Department also organizes a wide range of community events and activities throughout the year.

**Parks & Recreation Profiles.** The following profiles breakdown parks and recreation facilities by census tract to identify the distribution of assets across the community. This study included an examination of park types, park acres, as well as park features. In some cases, where an outside recreation resource significantly contributes the level of service, that is noted.

# Parks & Recreation Profile

## North Bangor (Census Tract 9)

- Union Street Rec Area
- Brown Woods

## City Center (Census Tract 5)

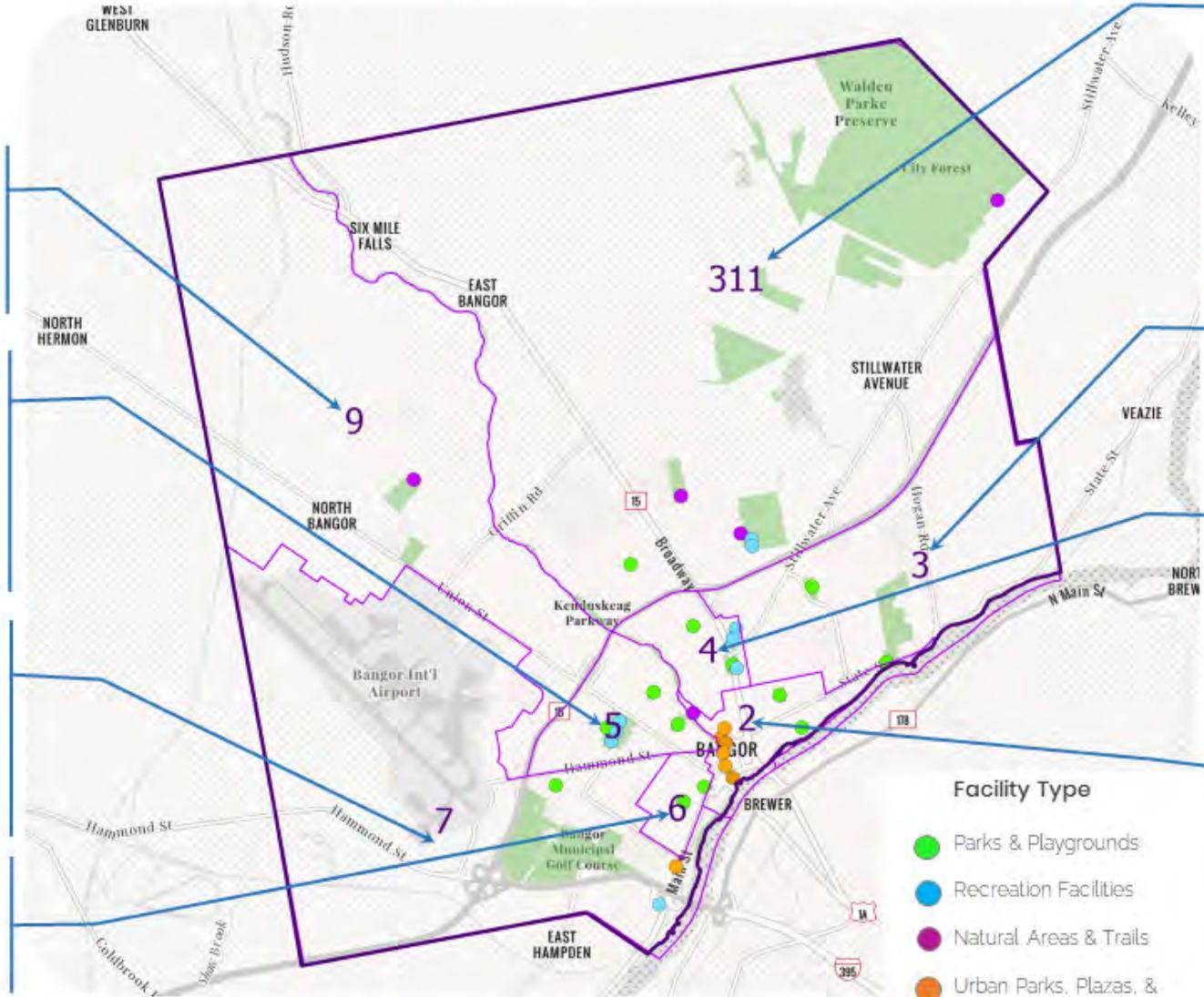
- Beth Pancoe Aquatic Center (Hayford)
- Coe Park
- Hayford Park
- Kenduskeag Stream Trail (portions)
- Summit Park
- Sawyer Arena (Hayford Park)

## West Bangor (Census Tract 7)

- Fairmount Park
- Parks & Rec Center
- Bangor Municipal Golf Course<sup>®</sup>
- Bass Park<sup>®</sup>

## Hammond St / Union St (Census Tract 6)

- Davenport Park
- Second Street Park



<sup>®</sup> Note: Facility not included in Parks and Recreation Master Plan

## Stillwater Ave / Husson Univ. (Census Tract 311)

- Bangor Gardens Park
- City Forest
- Dog Park (Essex Woods)
- Essex Woods Rec Area
- Kenduskeag Stream Trail (portions)
- Prentiss Woods

## Mount Hope / Hogan Rd (Census Tract 3)

- Cascade Park
- Stillwater Park

## Broadway / Center St (Census Tract 4)

- Broadway Park
- Community Gardens
- Dakin Pool / Park
- Little City Park

## Broadway / State St (Census Tract 2)

- Chapin Park
- Williams Park
- Broad Street Park
- Hannibal Hamlin Parkway
- Norumbega Parkway
- Peirce Park
- Pickering & West Market Squares<sup>®</sup>
- Kenduskeag Stream Trail (portions)
- Bangor Waterfront<sup>®</sup>

# Parks & Recreation Profile – Features

## North Bangor (Census Tract 9)

- 3 Softball fields
- 2 Athletic fields

## City Center (Census Tract 5)

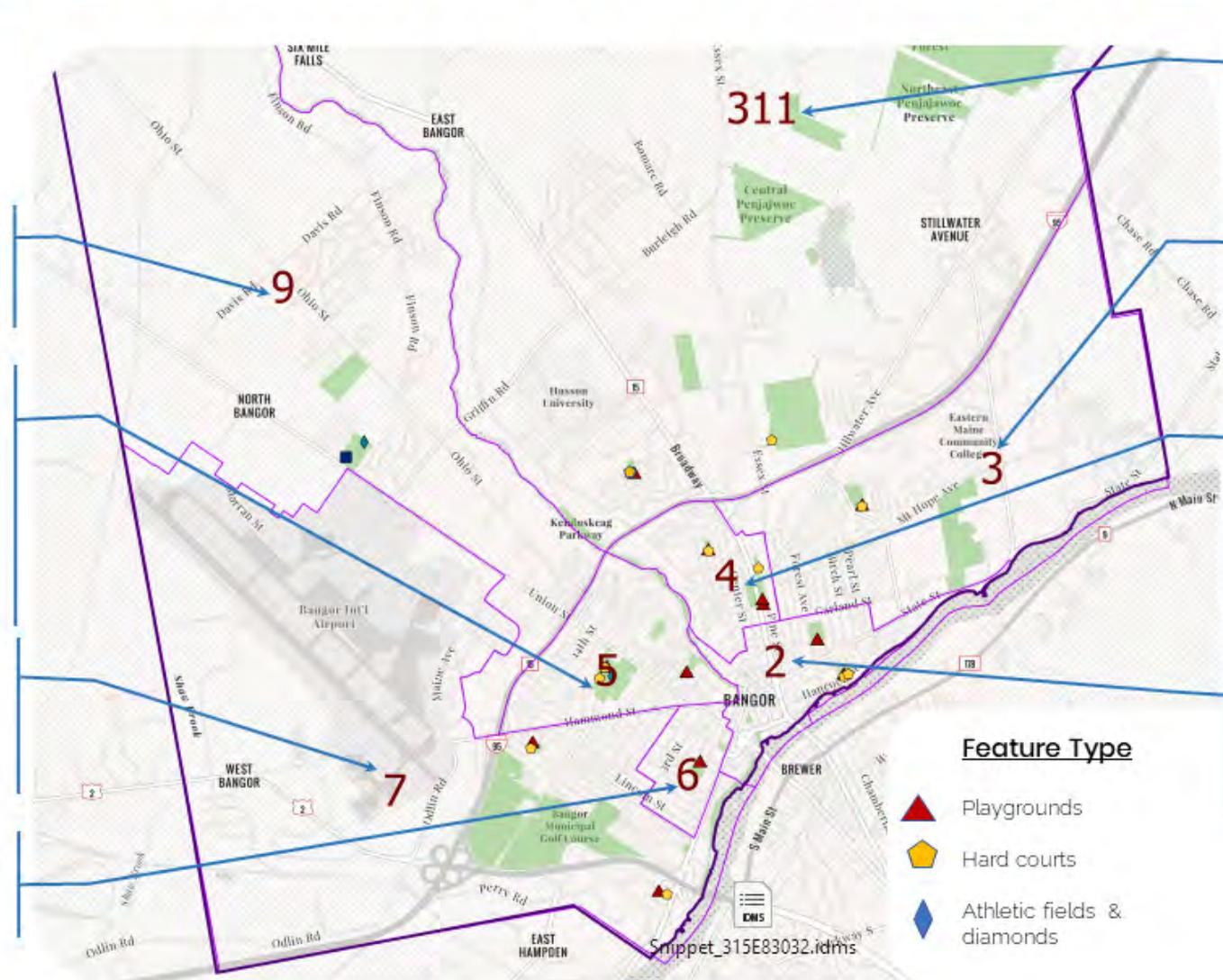
- 2 Playgrounds
- 1 Basketball court
- 2 Tennis courts
- 1 Baseball stadium
- 1 Outdoor pool
- 1 Indoor skating rink
- 1 Skateboard park

## West Bangor (Census Tract 7)

- 2 Playgrounds
- 1/2 Basketball court
- 1 Gymnasium

## Hammond St / Union St (Census Tract 6)

- 1 Playground



## Stillwater Ave / Husson Univ.

(Census Tract 311)

- 1 Playground
- 1 - 1/2 Basketball courts
- 1 dog park

## Mount Hope / Hogan Rd

(Census Tract 3)

- 1 Playground
- 1/2 Basketball court

## Broadway / Center St

(Census Tract 4)

- 2 Playgrounds
- 1 Fit lot
- 1 Basketball court
- 2 Tennis courts
- 1 Outdoor pool
- Community gardens

## Broadway / State St

(Census Tract 2)

- 2 Playgrounds
- 1 Basketball court
- 2 Pickleball courts

## North Bangor (Census Tract 9)

- **Bangor Housing Authority (BHA)** (Capehart neighborhood; playground, splash pad, and basketball court)
- **Downeast School** (Elementary, 293 students; schoolgrounds; playgrounds, swings, basketball court)

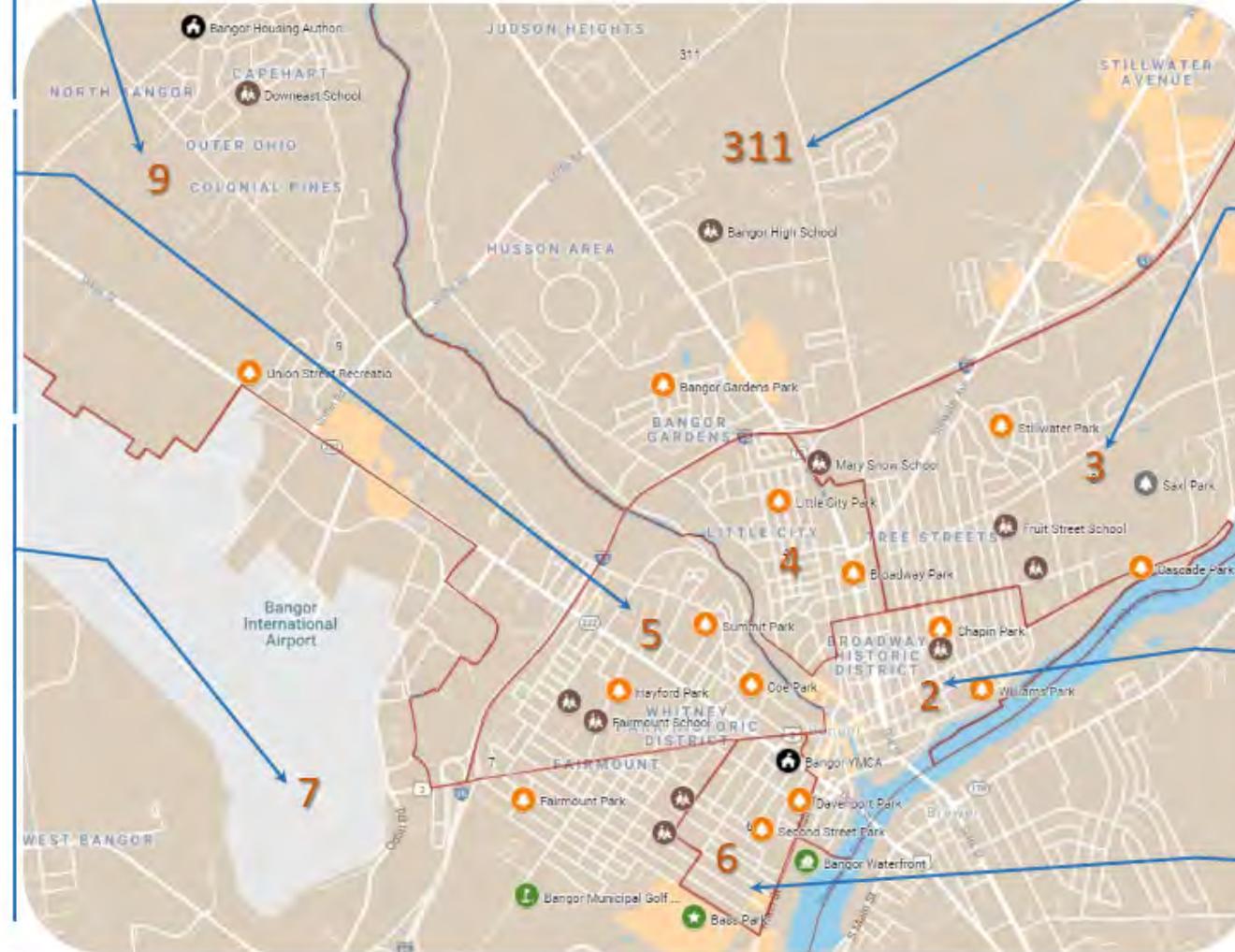
## City Center (Census Tract 5)

- **Fairmount School** (Intermediate school serving the west side, 274 students; schoolgrounds; playgrounds, swings, baseball and softball fields)
- **Fourteenth Street School** (Elementary, 132 students; schoolgrounds; playgrounds, swings)

## West Bangor (Census Tract 7)

- **Bangor Municipal Golf Course** (27-hole public golf course)
- **Bangor Waterfront** (17 acres public waterfront park, trails, docks)
- **Bass Park** (State fairgrounds, harness racing, civic center)
- **James F. Doughty School** (Middle school serving west side, 389 students; schoolgrounds; baseball, multiuse, and softball fields)
- **Vine Street School** (Elementary, 205 students; schoolgrounds; playgrounds, swings)

# Schools & Community (Additional Parks & Rec Resources)



## Stillwater Ave/Husson (Census Tract 311)

- **Bangor High School** (1,200 students; schoolgrounds: softball and multiuse fields, tennis courts)

## Mount Hope / Hogan Rd (Census Tract 3)

- **Fruit Street School** (Elementary, 350 students; schoolgrounds: tennis courts, playgrounds, swings)
- **Mary Snow School** (Intermediate school serving east side, 230 students; schoolgrounds: multiuse field, playground, swings, and basketball court)
- **Saxl Park** (State owned, 75 acres with trails, open space, and athletic fields)
- **William S. Cohen School** (Middle school serving east side, 406 students; schoolgrounds: Cameron Stadium with running track and synthetic athletic field, softball, baseball fields)

## Broadway / State St (Census Tract 2)

- **Abraham Lincoln School** (Elementary school, 210 students; schoolgrounds: playgrounds, swings)

## Hammond St / Union St (Census Tract 6)

- **Bangor YMCA** (Indoor pool, gymnasium, and playground)

Notes: School grounds, the Municipal Golf Course and portions of the Bangor Waterfront are maintained by the Parks and Recreation Department but are not included in the Master Plan.



**North Bangor**  
(Census Tract 9)

- 2 playgrounds (BHA, Downeast School)
- 2 basketball courts (BHA, Downeast School)
- 3 softball fields (Union St. Rec Area)
- 2 athletic fields (Union St. Rec Area)
- 1 splash pad (BHA)

**Broadway / Center Street**  
(Census Tract 4)

- 2 Playgrounds
- 1 Fit lot
- 1 Basketball court
- 2 Tennis courts
- 1 Outdoor pool
- Community gardens
- 1 splash pad (BHA)

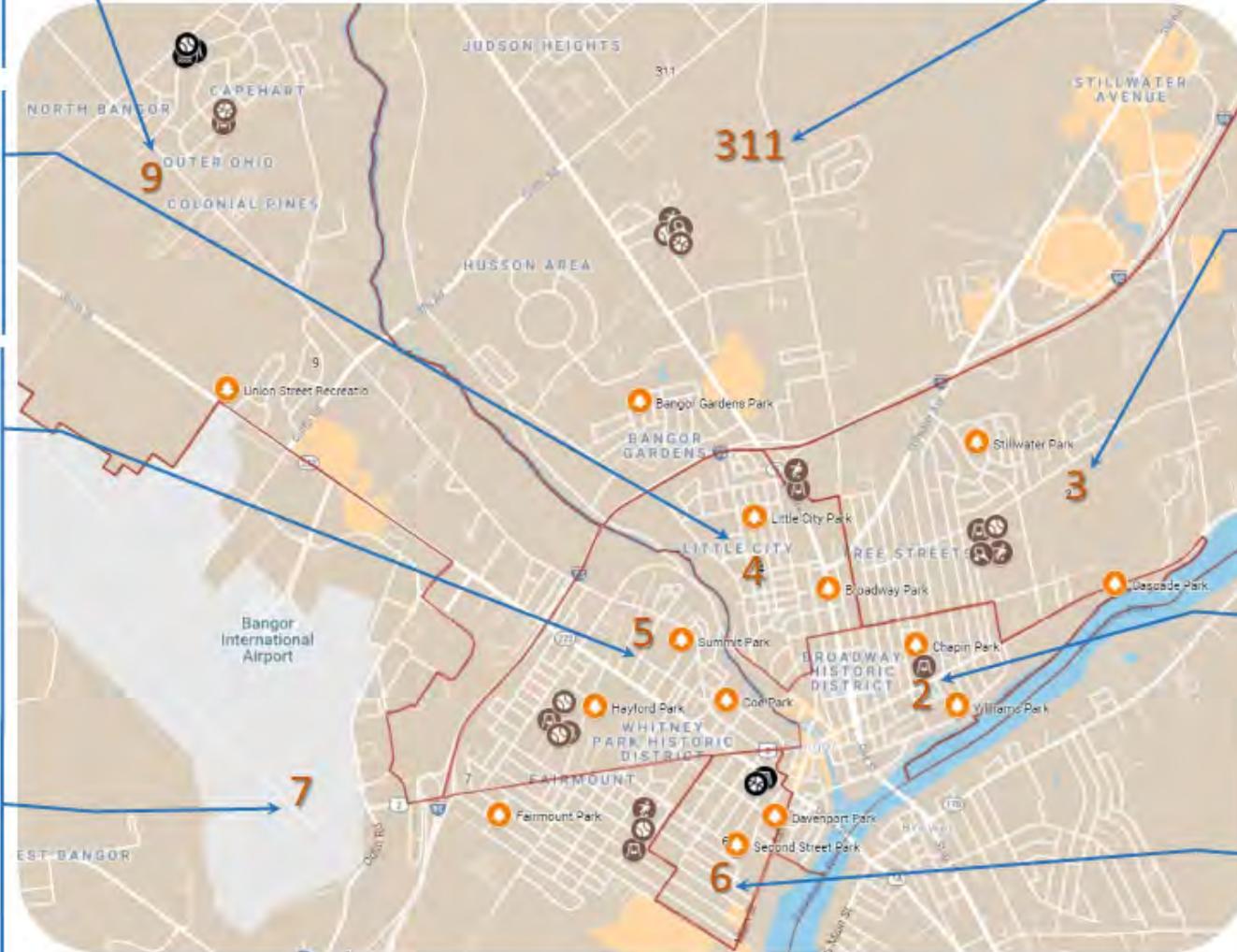
**City Center**  
(Census Tract 5)

- 4 playgrounds (Hayford Park, Coe Park, Fairmount and Fourteenth Street Schools)
- 1 basketball court (Hayford Park)
- 1 baseball field (Mansfield Stadium)
- 1 kickball / 2 softball fields (Fairmount School)
- 2 tennis courts (Hayford Park)
- 1 indoor ice rink (Sawyer Arena)
- 1 outdoor pool (Hayford Park)
- 1 skatepark

**West Bangor**  
(Census Tract 7)

- 3 playgrounds (Vine School, Fairmount Park, Parks & Rec Center)
- 1 basketball half court (Fairmount Park)
- Indoor gym (Parks & Rec Center)
- 1 softball / baseball field (Doughty School)
- 1 multi-use/U-14 soccer field (Doughty School)

**Community Recreation Features**  
(Parks & Rec Department, Schools, & Community)



Notes: Recreational features on school grounds are available for public use when schools are not in session and/or when facilities are not reserved for school athletics or other dedicated uses.

**Stillwater Ave/Husson**  
(Census Tract 311)

- 1 playground (Bangor Gardens Park)
- 1 basketball half court (Bangor Gardens Park)
- 4 tennis courts (Bangor High School)
- 1 baseball field (Bangor High School)
- 3 athletic fields (Bangor High School)
- 1 indoor gym (Bangor High School)

**Mount Hope / Hogan Rd**  
(Census Tract 3)

- 4 playgrounds (Cohen, Fruit Street, and Mary Snow Schools, Stillwater Park)
- 1 basketball half court (Stillwater Park)
- 1 baseball field (Cameron Stadium/Cohen School)
- 1 softball field (Cohen School)
- 2+ multi-use athletic fields (Cohen School)
- 1 synthetic turf athletic/football field (Cameron Stadium)
- 2 tennis courts (Cohen School)

**Broadway / State St**  
(Census Tract 2)

- 3 playgrounds (Abraham Lincoln School, Chapin Park, Williams Park)
- 1 basketball court (Williams Park)
- 2 pickleball courts (Williams Park)

**Hammond St / Union St**  
(Census Tract 6)

- 2 playgrounds (Second Street Park, YMCA)
- 1 gymnasium (YMCA)
- 1 indoor pool (YMCA)

## Department Profile

The Bangor Parks and Recreation Department oversees the City's parks and recreation system as well as a robust recreation program.

### Quick Facts

#### Parks & Recreation Department:

- 13 full-time staff\*
- 66 seasonal part-time staff
- \$2.2m operating budget
- \$1m annual revenue

\*Of the 13 full-time staff, 2 support the golf course year round, 1 divides time between Sawyer Arena and the golf course, and 1 supports the school department in the spring, summer, and fall seasons.

**Parks & Recreation Center.** The Parks and Rec Center is located at 647 Main Street. The 6.42 acre site and its 38,000 square foot complex of attached buildings, is located at 684 Main Street and houses the administrative offices, before and after school care and other program spaces, and park maintenance operations.

The current rec center is composed of a 2-story brick building and attached indoor gymnasium built in 1920. The ground floor of the existing buildings occupies 12,000 square feet. This central hub is the focus of parks and recreation administration

and programs, providing meeting and classroom as well as indoor recreation space. The facility includes a small playground on the west side of the property.

The maintenance garage occupies approximately 14,000 square feet of ground floor area abutting the gymnasium. Approximately 12,000 square feet of additional storage space is provided via an addition running the length of the garage /



gymnasium and a wood barn north of the building. The parks maintenance operations outdoor storage area is located west of the barn and is approximately 4,500 square feet in size.

There is additional paved outdoor space for storing equipment and maintenance off the loop access drive on the south side of the garage.

The parks and recreation offices are served by a 40-space primary parking lot off Farm Road and a 27-space secondary lot off Main Street. A small lot adjacent to the maintenance garage provides 6 staff parking spaces.

In addition to its parks and recreation functions, the facility has recently been designated as a short-term disaster shelter.

**Staffing.** The Parks and Recreation Department is comprised of 4 division directors, 13 full time employees, the Harbor master, and 66 part time seasonal employees. The department consists of 10 divisions, including recreation programming and services, park maintenance, Sawyer Arena, the golf course, and

administration. Three full time employees are dedicated to the golf course. The Assistant Golf Course Superintendent supports the operations at Sawyer Arena in the winter (1/4 time).

The Parks Maintenance Division is composed of 5 full time employees and 13 seasonal staff. Responsibilities include mowing and park/trail maintenance, daily maintenance of the 2 outdoor aquatic facilities, maintenance of school grounds and athletic facilities. The division supports the Community Garden operations and maintenance needs. The Parks and Recreation Department's maintenance crews also help to maintain the city's forests and associated trails with the Forestry Division.

The Recreation Division is overseen by the Parks and Recreation Department's Assistant Director and supported by several recreational programmers, pool staff, and seasonal camp counselors. The Division oversees approximately 52 youth and adult programs / events and processes hundreds of permits / reservation applications for facility use. In 2019 alone, the division issued 384 permits.

**Responsibilities.** The Parks and Recreation Department, in addition to its administrative and recreational programming functions, manages and maintains 465 acres of school and park land. The department works with the Forestry Department to manage 700 acres of municipal forest land as well as the municipal golf course.

The department also manages and coordinates event permitting for the City. This includes coordinating staffing needs for larger events such as parades, concerts, and other events. In 2019 along, the division issued 384 permits. The process is managed through the Administration division.

The department has a dedicated superintendent to oversee maintenance and facility operations at Sawyer Arena supported by 2 full time maintenance workers that float between the arena and parks maintenance responsibilities. The rink operates between mid October and mid March, typically, and has a regional draw.

Mansfield Stadium is co-managed by the city and West Side Little League. Generally, concessions and gate fees offset



costs to run the stadium. The Parks and Recreation Department covers seasonal maintenance staffing and utility costs. Capital improvements and repairs are typically outsourced.

The Parks and Recreation Department employs a harbormaster to oversee the municipal docks at the Bangor Waterfront. The department is responsible for maintaining the docks, public restrooms, and open space at the waterfront as well as managing permits. Darlings Waterfront Pavilion is owned by the city and operated independently. However, the Parks and Recreation staff serve as the City's representative at each concert and is responsible for settlement at the end of each concert.

The Bangor Municipal Golf Course is a division of the Parks and Recreation Department. It is an enterprise fund and supports its entire operation through the revenue it generates. In addition, it annually contributes approximately \$60,000 annually to the General Fund. The Golf Course also pays the debt service on the maintenance building bond. Through a partnership with the Penobscot Valley Ski Club, the department grooms 6 miles of cross country ski trails at the golf course each winter season.

The School Department pays Parks and Recreation Department to maintain all school grounds, playgrounds,

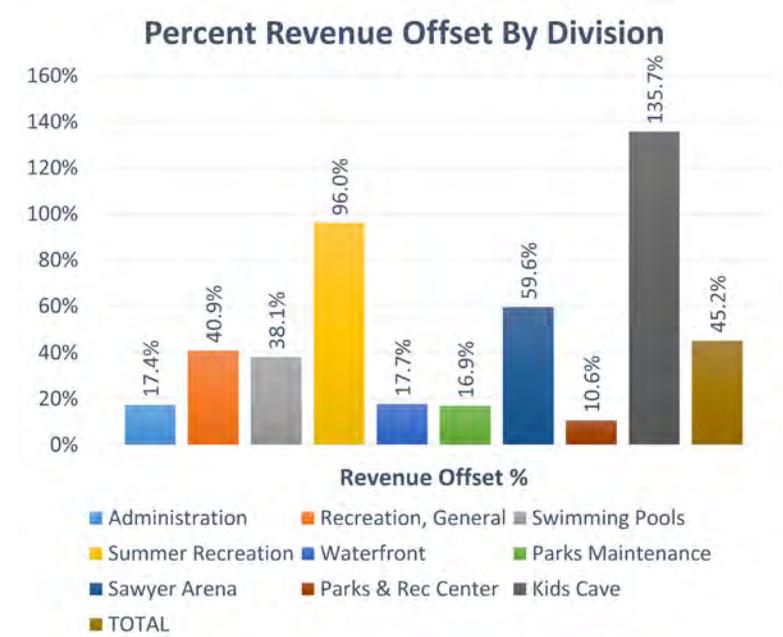
and athletic facilities. This includes the staffing for all events at Cameron Stadium. One full time employee is dedicated to the maintenance and management of the school athletic facilities, and the Parks Maintenance Division maintains all of the school grounds.

**Annual Budget Overview.** Funding for the Parks and Recreation Department is generally through the city's Annual Budget for the General Fund, the chief operating fund of the city covering education and municipal services. The General Fund includes two major components: 1) the Operating Budget which covers employee wages and benefits as well as typical operations costs, and 2) the New Program & Capital Budget which covers capital expenditures and new expenses such as equipment, programs, or personnel. The Operations Budget is generally similar from year to year whereas the Capital Budget varies based on local priorities, needs, and opportunities.

The capital budget is funded through various sources, such as reserves / trusts, the operating budget, grants, gifts, or existing funds on hand. The city maintains several trusts and agency accounts that support parks and recreation projects, including the Adopt a Park and the City Forest P & I funds.

Typically, the cost of capital projects exceeds the available funding. As a result, the budget process requires that capital investments are balanced with the city's other priorities and needs. The purpose of this master plan is to identify a 10-year capital budget plan for the Parks and Recreation Department that can guide decision-making. The plan is supported by the needs assessment data to provide a documented rationale for the city's investment in the Parks and Recreation Department and its programs and facilities.

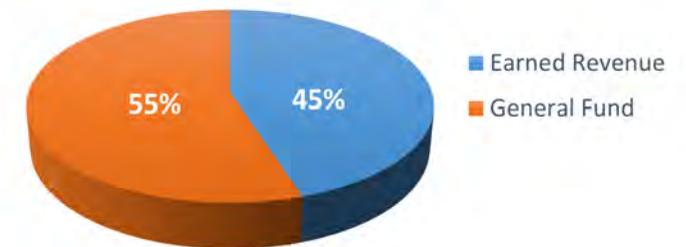
**Operating Budget.** The Parks and Recreation Department, according to the 2020 fiscal year data, has an annual operating budget of approximately \$2.2m dollars which is offset by \$1m in revenues generated from sources such as leases, sharing agreements, memberships, and program / activity fees. Parks maintenance makes up 43% of the budget with 9% supporting administration costs and 19% going toward general recreation expenses. The remainder of the budget is allocated between waterfront (7%), Sawyer Arena (5%), the Parks and Rec Center



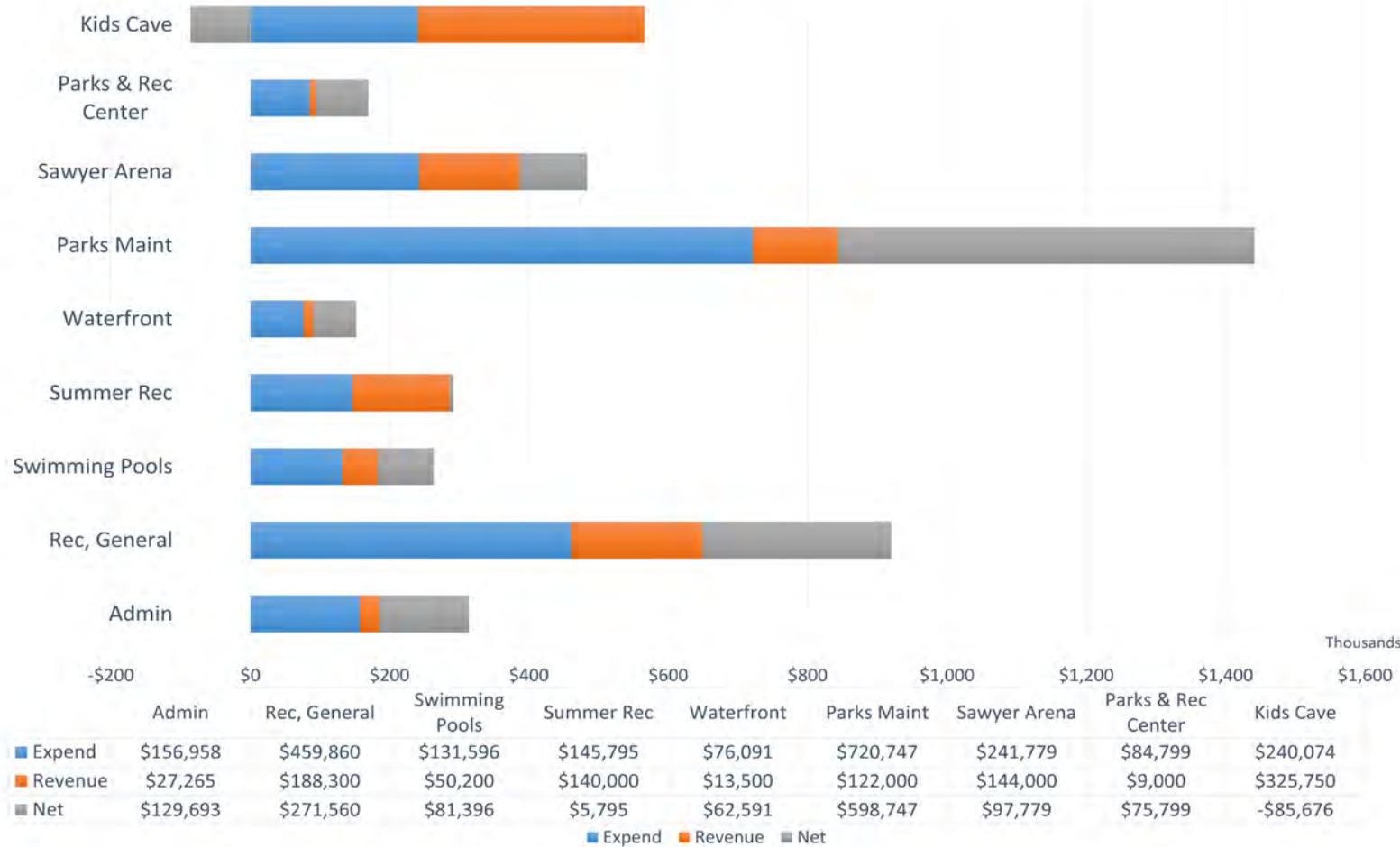
## Annual Budget Components



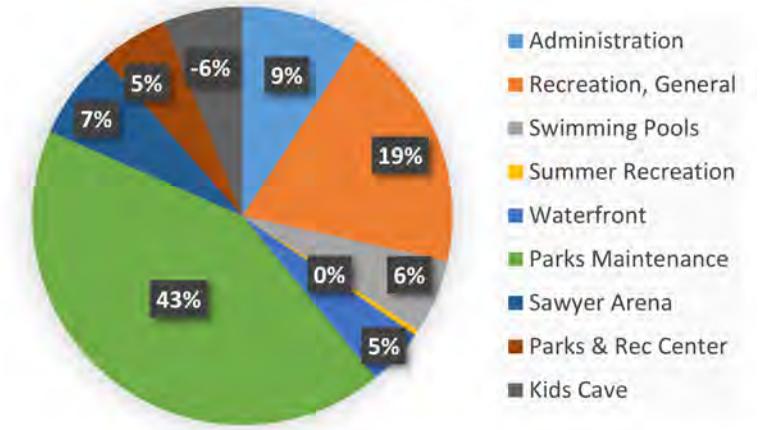
## Operating Budget Sources



### Budgetary Summary - Parks & Rec Divisions TY 2020



### Parks & Recreation Budget Percentage By Division



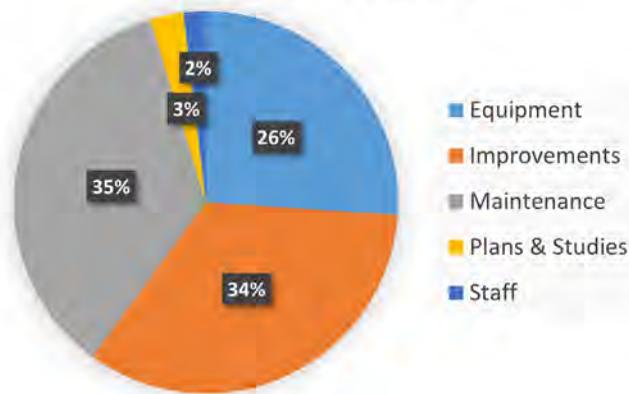
### Parks & Recreation Budget Net Budget By Year



(5%), and aquatic centers (6%). The Kids Cave and summer recreation budgets are completely funded by program revenue.

The revenue generated by each division varies from 10% up to 135% of the operating costs. By far, the before and after school programming and summer recreation programs provide the

### New Programs & Capital Requests By Category (Current)



highest revenue for the department. Sawyer Arena revenue from leases, programs, concessions, and ticket sales offsets approximately 60% of its operating costs in a typical year. Parks maintenance costs are offset about 17% by the School Department budget for facility maintenance. The golf course revenue generated from memberships and events offsets its operations costs. The city maintains a dedicated, non-major enterprise fund for the golf course.

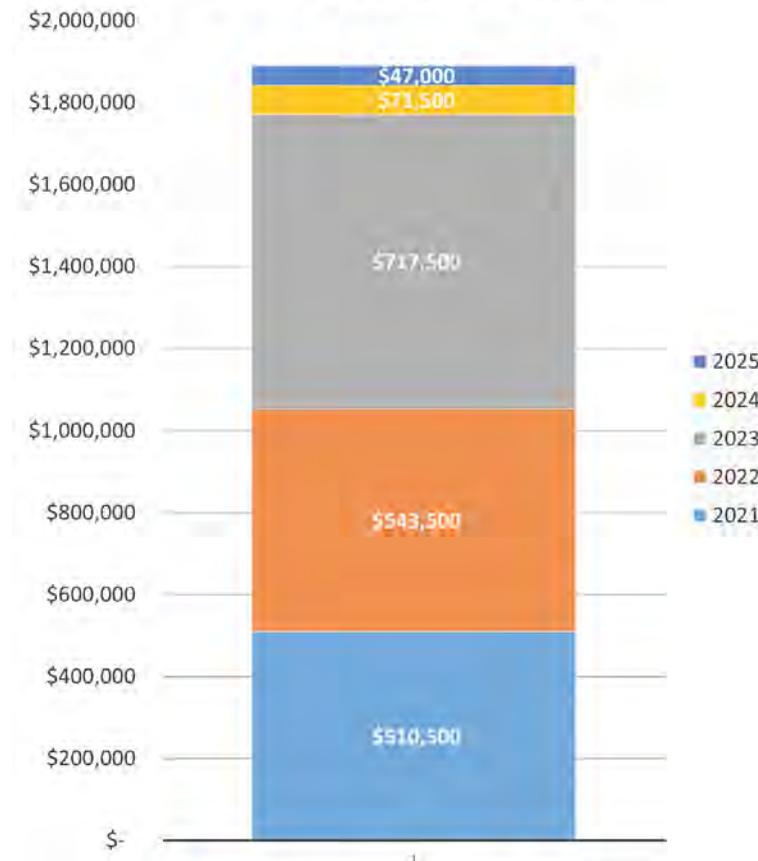
Revenue provides 45% of the funding for the annual parks and recreation operating budget with the remaining funds coming from the tax-supported General Fund.

**New Program & Capital Budget.** Like other City Departments, the Parks and Recreation Department typically plans capital improvements like vehicle and equipment purchases, larger repairs and maintenance needs, and facility improvement projects as part of a multi-year Capital Improvement Program. While the budget for the program varies

from year to year with a high of \$717,500 to a low of \$47,000. The current five year program totals \$1,548,000 with a mean of \$309,600 and median of \$510,500.

Based on the most recent fiscal year budget analysis, the department's New Program & Capital Budget is balanced fairly equally between improvements and maintenance projects

### Capital Improvement Program Fiscal Years 2021 - 2025



which each make up approximately a third of the budget. The remaining third is composed of equipment purchases (26%), plans and studies (3%) and staff (2%). For the last fiscal year, the improvements included playground replacement at

Hayford Park, which accounted for the majority of the proposed improvements within the City Manager's recommended budget.

Funding for the department's 2021 fiscal year's capital improvements program (New Programs & Capital Budget) is divided fairly equally between three sources. Of the \$510,500 budget, \$178,000 is to be funded through reserves and/or trusts; \$180,000 through bonding; and \$151,500 through the operating budget. The budget forwarded by the City Manager did not include \$66,000 from the department's proposed program which accounts for approximately 11.5% of the original budget.

# Needs Assessment

## Community Outreach

**Overview.** The Parks and Recreation Department’s master planning process included a tiered strategy for public outreach to foster transparency and the dialogue required to inform plan development. This process involved focused discussions with city staff and the Advisory Committee, direct outreach to key stakeholders and distinct user groups, and coordination of a community wide appraisal of the parks and recreation facilities and programs via an online survey.



**Key Stakeholders.** A number of key stakeholders provided detailed and critical information to aid the evaluation of the conditions, uses, and care of specific existing parks and recreation resources. As part of the needs assessment project, digital questionnaires were distributed to facility managers, staff, and select users for the Bangor Community Garden, Sawyer Arena, the Beth Pancoe Aquatic Center, and Dakin Pool. The information gathering process also included queries to the Police Department to identify public safety issues related to the parks and recreation resources. In all, we received 68 responses to the questionnaires, and this information is integrated into the Facility Assessments and Summary Findings.

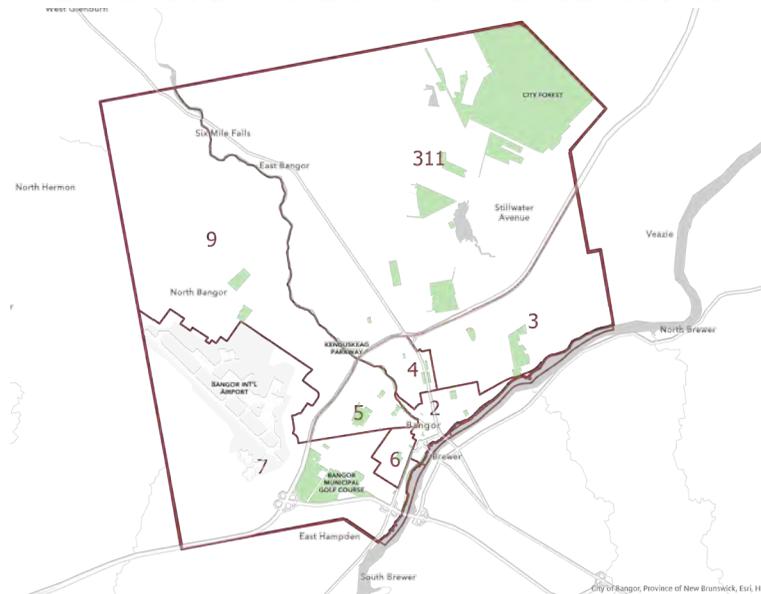
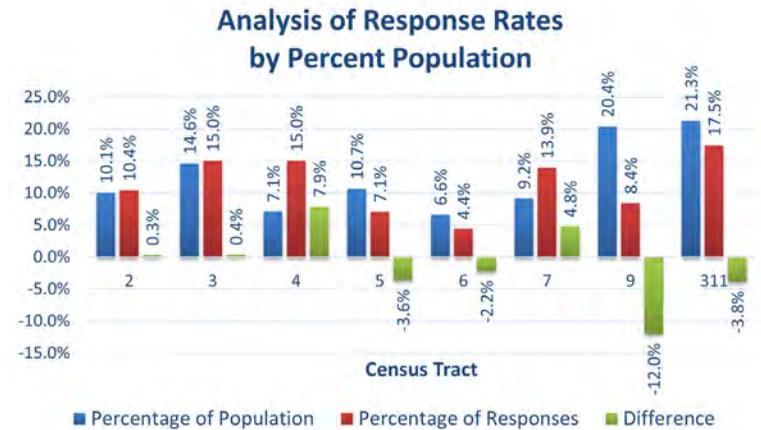


**Community Stakeholders.** The outreach process sought to engage all citizens, organizations, and officials who have an interest in the City’s parks and open space plan development. The engagement strategy conformed to the 2020 Covid-19 safety protocols and focused on online outreach and communications using the City and Parks and Recreation Department’s websites as portals for project information, updates, and the link to the web-based community survey.

The Parks and Recreation Department sought input from community members via a 10-minute online survey conducted over several months over the late summer and fall of 2020. A summary of the survey results follows.

# User Survey

**Survey Responses.** The online community survey received 487 responses from the public for a 5% margin of error. The results are considered reliably representative of the community as a whole and statistically significant.



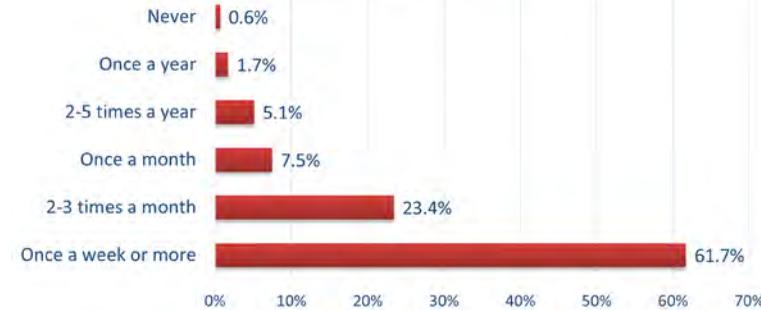
Analysis of the response rates by geographic area showed an acceptable alignment between the percent populations of each

Census Tract and percent of respondents to the survey. Three quarters of the geographic areas were well represented in the survey responses.

Of the response rates, two geographic areas did not land within the expected margin of error. The number of responses from the Broadway / Center Street area (Census Tract 4) was about 3% higher than the optimal rate (factoring in the margin of error). The North Bangor area (Census Tract 9) was the only area that was under represented. While this census tract contains over 20% of Bangor's population, the percentage of respondents from this area represented just 8% of the total responses.

**Parks & Recreation Facilities Use.** The Community survey queried the community's use of parks and recreation facilities to identify how often people use various facilities and to determine whether there is a correlation between levels of use and value. In a typical year, over 60% of Bangor community households visit a City of Bangor park, playground, natural area, trail, or recreation facility. Nearly 30% more visit facilities at least monthly. Less than 1% of respondents never visit parks and recreation facilities.

## In a typical year, how often do you and/or members of your household visit a City of Bangor park, trail, conservation area, playground, or recreation facility?



When asked to cite their top three reasons for visiting parks and recreation facilities, most people noted physical exercise (76%), enjoying nature (65%), and play (42%). Almost 30% of

respondents visit a parks and recreation facility to participate in sports activities. Nearly a quarter of respondents visit parks and recreation facilities to walk their dogs. Opportunities to socialize are also important (19%).

## What are the top THREE things that limit your use of the City's parks and recreation facilities?

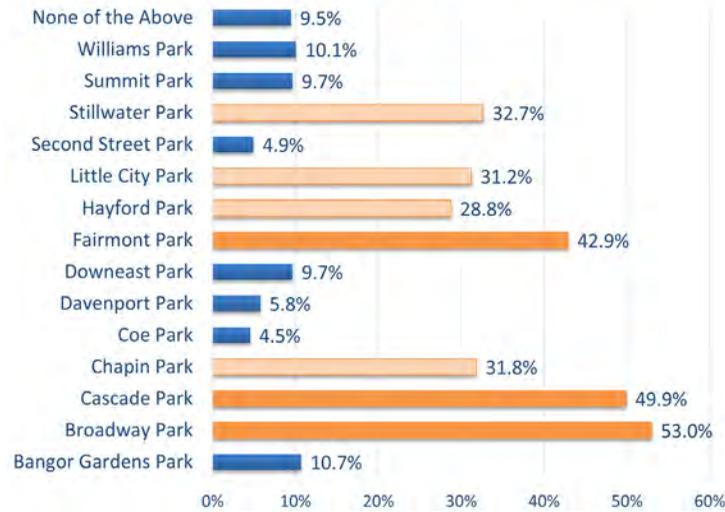


When asked about things that may limit their use of parks and recreation facilities, over a third of respondents said nothing limits their use. Nearly 36% of people cited lack of amenities like restrooms and seating as limiting factors. Respondents noted that feeling unsafe (22%) or poor quality/maintenance of parks and recreation facilities limited their use. Over 23% reported that lack of awareness of either parks and recreation facilities, features, or locations limits their use. Fewer respondents cited a lack of parking (4%), convenience of location (6%), or lack of transportation (0.5%).

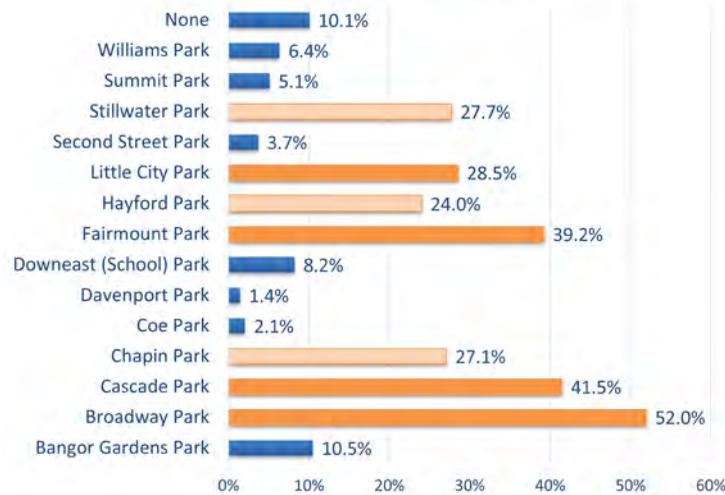
**Parks & Playgrounds.** On a scale of 1 to 10, the community rated the quality of Bangor's parks and playgrounds as a 7. The most visited City parks and playgrounds are Broadway Park (53% of respondents had visited in the past year), Cascade Park (50%), and Fairmount Park (43%). Parks and playgrounds with high levels of visitors also included Stillwater Park (33%), Chapin Park (32%), and Little City Park (31%). Coe Park, Second Street Park, and Davenport Park received the lowest number of visitors with 4.5%, 5%, and 6% respectively.

The parks and playgrounds that are the most important to community members and their families include, by order of importance, Broadway Park (52%), Cascade Park (41%),

**Which of the following parks and playgrounds have you and/or your family members visited in the past year?**



**Which FOUR of the following parks and playgrounds are most important to you and/or members of your household?**



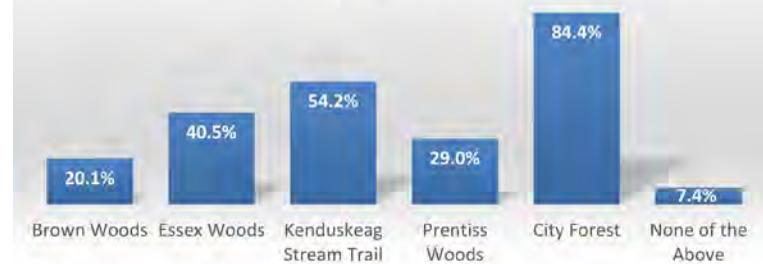
Fairmont Park (39%), Little City Park (29%), Stillwater Park (28%), and Chapin Park (27%). Parks deemed the least important include Davenport Park (1%), Coe Park (2%), and Second Street Park (4%).

Not surprising, there is a strong correlation between the levels of park use and their perceived value. Perceived safety and overall condition of the parks and playgrounds were cited as reasons for the lower levels of park visitation to Davenport, Coe Park, and Second Street Park.

**Natural Areas & Trails.** Community members ranked the quality of Bangor’s natural areas and trails just under 8 on a scale of 1 to 10.

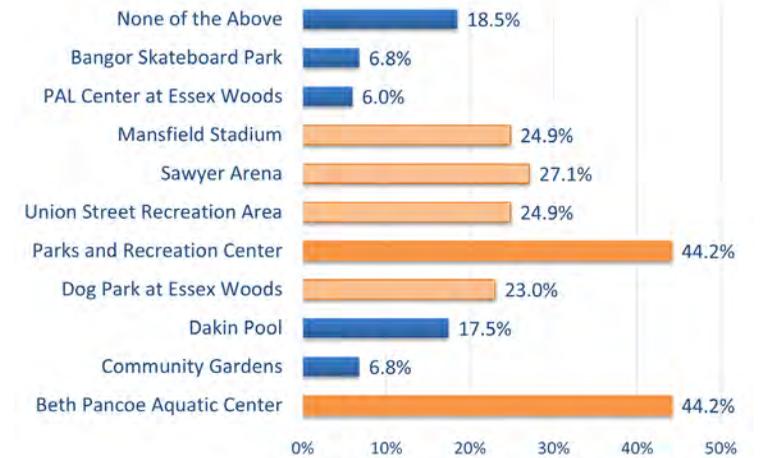
The level of visits for Bangor’s natural areas and trails is relatively high with between 20–84% of community members reporting to have visited a natural area or trail in the past year. Nearly 85% of survey respondents had visited City Forest in the past year; over 54% had visited Kenduskeag Stream Trail, and over 40% had visited Essex Woods. Brown Woods and Prentiss Woods also had fairly high representation. Nearly 29% of respondents had visited Prentiss Woods and 20% had visited Brown Woods.

**Which of the following Bangor natural areas and trails have you and your family visited within the past year?**



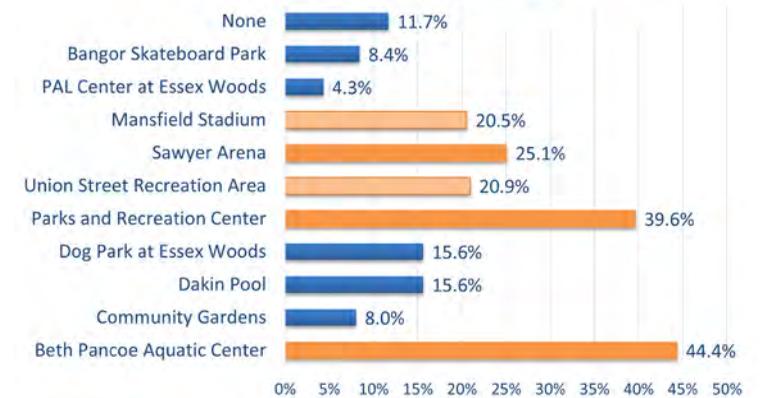
**Recreation Facilities.** Community members ranked the quality of Bangor’s recreation facilities between 6 and 7 on a scale of 1 to 10.

**Which of the following recreation facilities have you and/or members of your family visited in the past year?**



The Parks and Recreation Center and Beth Pancoe Aquatic Facility have the highest reported visits with over 44% of the community members having visited the facilities in the past year. Around a quarter of respondents had visited Sawyer Arena (27%), Union Street Recreation Area (25%), Mansfield Stadium

**Which of the following recreation facilities are most important to you and members of your household? Select up to THREE.**

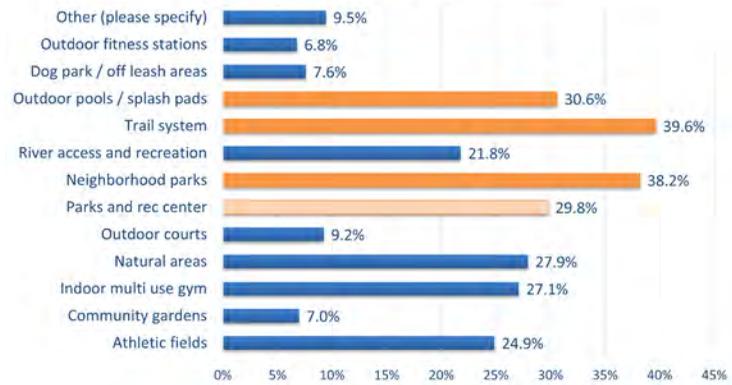


(25%), and the Dog Park at Essex Woods (23%) in the past year. The PAL Center (6%) and Bangor Skate Park (7%) experienced the lowest percentage of visits.

Beth Pancoe Aquatic Facility was ranked as the most important recreation facility (44%) to community members followed by the Parks and Recreation Center (40%). Sawyer Arena (25%), Union Street Rec Area (21%), and Mansfield Stadium (21%) also rated fairly high. The PAL Center was ranked the lowest with just over 4% of respondents.

**Investment Priorities.** Asked about the top priorities for improvement, expansion, and development for parks and recreation facilities, community members favored investments in trail systems (40%), neighborhood parks (38%), and outdoor pools / splash pads (31%). There was also high degrees of support for investment in the Parks and Recreation Center (30%), an indoor multi use gym (27%), and athletic fields (25%). Natural areas (28%), river access and recreation (22%) were also supported.

**Which THREE parks and recreation facilities and/or elements should have the highest priorities for improvement, expansion, or development?**



**Improvements to Existing Parks & Rec Facilities.** The survey included the open question, "What is the most important thing the Parks and Recreation Department can do to improve its existing parks and recreation facilities?" Of the comments, there were several consistent themes.

# User Survey Facilities

**61%** OF RESIDENTS VISIT A PARKS & RECREATION FACILITY ONCE A WEEK OR MORE

**FOUR** MOST IMPORTANT PARKS & PLAYGROUNDS  
 Broadway Park (52%)  
 Cascade Park (42%)  
 Fairmount Park (39%)  
 Little City Park (26%)

**MOST UTILIZED RECREATION FACILITIES**  
 Both Pancoe Aquatic Center (44%)  
 Parks & Recreation Center (44%)

**MOST VISITED NATURAL AREAS & TRAILS WITHIN THE PAST YEAR**  
 City Forest (84%)  
 Kenduskeag Stream Trail (54%)

**TOP 3 PRIORITIES FOR FUNDING**  
 Trail system (40%)  
 Neighborhood parks (38%)  
 Outdoor pools / splash pads (31%)  
 Parks & rec center (30%)

**98%** SAY FACILITIES ARE IMPORTANT TO QUALITY OF LIFE

**82%** OF RESIDENTS HAVE A PARKS & REC FACILITY WITHIN A 10-MINUTE WALK FROM THEIR HOME

The community members expressed the importance of having clean and safe parks and recreation facilities, and they cited the need for improved maintenance including mowing, equipment repair, trash and debris clean up, landscaping, and tree trimming. To this end, people requested trash receptacles and dog bag stations at each facility. Many respondents said safety concerns impacted their use and enjoyment of certain parks and trails. Recommendations included improved surveillance of unwanted activities, improvements to landscaping to improve visibility, and the addition of safety features such as security cameras and lighting.

Respondents also recommended updates and improvements to existing facilities as well as the diversification and/or addition of features. Many recommendations were specific, such as

upgrades to the Parks and Recreation Center, Sawyer Arena, the Union Street Rec Area, and Skate Park. Many respondents would like to see better indoor gym facilities as well as outdoor athletic fields to meet the demand of organized and recreational sports and activities.

Community members also expressed a desire for diversified neighborhood parks to raise their appeal to all ages and abilities. Many would like to see the addition of splash pads within existing parks, particularly in the Judson Heights and East Bangor areas, as well as pickleball courts and more variety in play equipment to offer unique play experiences and more features for tots and disabled children. Respondents also called for improved amenities in parks such as seating, bathrooms, and lighting. Additional parking was noted, although less so.

**“The Parks and Rec building does not match the quality of the community and is sorely lacking in amenities and openness. Significant modernization is needed.”**

–Comment from community survey

**Are there any parks, trails, and/or recreation facilities within a ten minute walk from your home?**



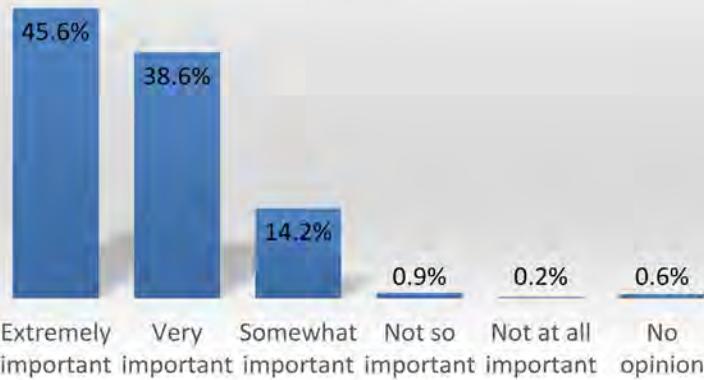
The community expressed strong support for increased park staffing and programs, including the restoration of park directors and supervised activities.

There was also very strong support for walking paths and hiking trails, particularly those that supported better connectivity between neighborhoods and parks.

**Access & Quality of Life.** Over half of the survey respondents reported multiple parks, trails, and/or recreation facilities within a ten minute walk from their home. Approximately 28% reported a single park, trail, and/or recreation facility within walking distance. Less than 18% of respondents did not live within walking distance to a parks and recreation facility.

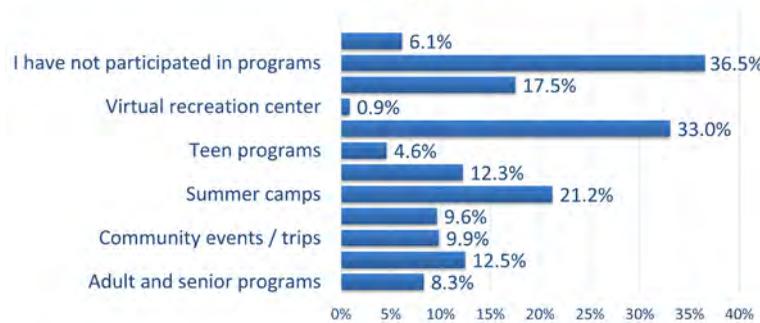
The Bangor community overwhelmingly indicated that the parks and recreation facilities were important to their quality of life.

**How important are parks and recreation department facilities to you and your family's overall quality of life?**



Over 84% of respondents said that parks and recreation facilities were very or extremely important. Another 14% said the facilities were somewhat important to their quality of life. Just over 1% of respondents indicated that the department's parks and recreation facilities were not important to their quality of life.

**Which of the following types of programming offered by the Department of Parks and Recreation have you or members of your household participated in over the last 12 months?**



**Program Participation.** Approximately 63% of respondents had participated in programs offered through the Parks and Recreation Department over the past year. Youth programs (33%) and summer camps (21%) had the highest levels of participation followed by community events (18%). Over 12% participated in the before and after school services offered by the department. Less than 9% of respondents had participated in adult and senior programs over the past year.

**Which THREE of the following Parks and Recreation Department program & activity types are the most important to you and your household?**



The majority of respondents indicated no limits to participation (43%). Times offered (24%), publicity (24%), and affordability (20%) were the reasons most cited for lack of participation.

Many respondents felt there were no under served groups (41%) while others felt adults (20%), teens (20%), and children under 5 (14%) were under served. Only 11% of respondents felt that seniors were under served by programming. This contrasts with some of the trends noted in our tally of the open questions regarding what additional programs, events, and activities are desired by the community.

Residents rated the programming quality as 7.3 on a 1 to 10 scale and ranked youth programs (55%), summer camps (34%) and adult and senior programs (32%) as the most important programs. The fact that only 8% of respondents reported participation in adult and senior programming suggests that



# Benchmarks / Metrics

**Park Metrics Overview.** The National Recreation and Parks Association (NRPA) provides comprehensive benchmark data to evaluate agency performance standards. Because each park and recreation agency is unique, the park metrics compiled by NRPA is useful for identifying the best practices to optimally serve a particular community.

The department enlisted NRPA to conduct an Agency Performance Review in 2020 to measure the efficiency and effectiveness of its assets, investments, and staffing compared to similar communities based on population density. The NRPA report aggregated 2017-2019 data from the NRPA Park Metrics database which through this planning process, has been

expanded as needed to cite additional subsets: communities with populations under 36,000 and communities in the New England Region besides communities of similar density (500-1500/mi<sup>2</sup>). This data is used to evaluate the efficacy of the agency, as well as the adequacy of its funding, revenue, and its level of staffing compared to that of similar communities.

**Agency Effectiveness.** In its performance evaluation, NRPA cited several metrics to determine "whether a community is adequately funded to manage, operate, and maintain its parks and recreation areas." While preliminary, these findings suggest that Bangor spends half of what similar communities allocate toward park operations per acre of parkland. This includes wages and benefits, direct costs, equipment and materials, as well as debt service and expenditures incurred by enterprise funds managed by the department. Broken down by per

## Tax Expenditures Per Capita



TOTAL TAX EXPENDITURES PER CAPITA

- Bangor
- Similar Communities (Density 500-1500 per mi)

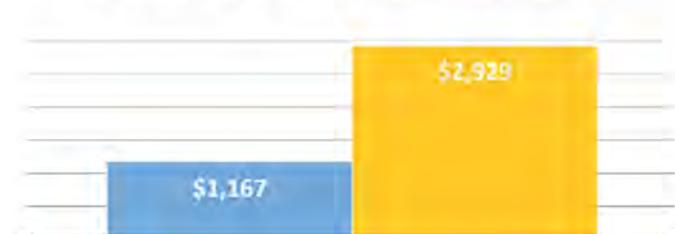
## Agency Expenditures & Revenue



OPERATING EXPENDITURES PER CAPITA      REVENUE PER CAPITA

- Bangor
- Similar Communities (Density 500-1500 per mi)

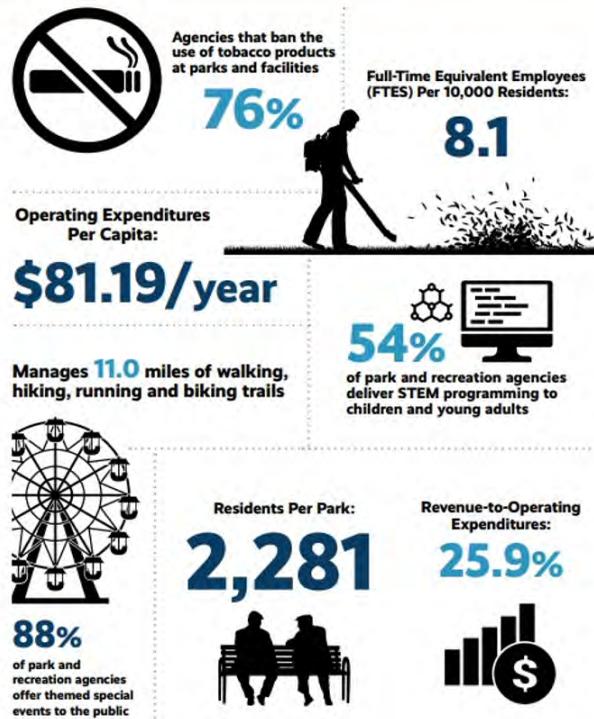
## Operating Expenditures Per Acre



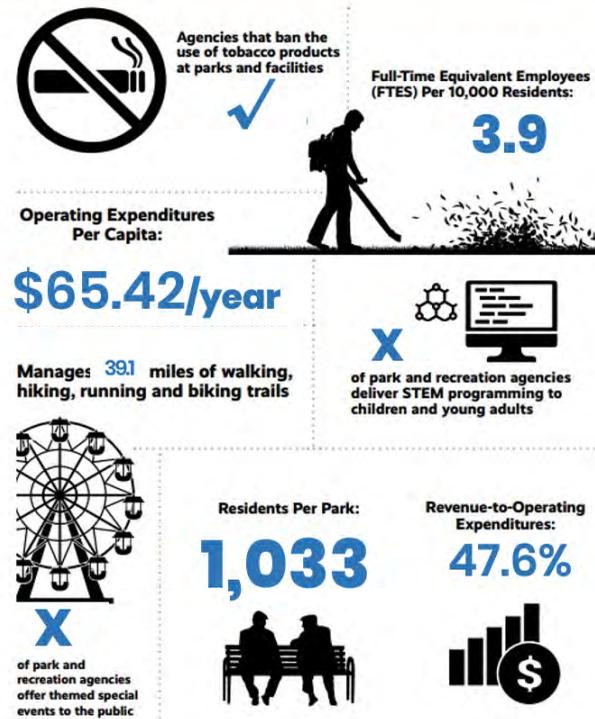
PARK OPERATING EXPENDITURES PER ACRE OF PARKLAND

- Bangor
- Similar Communities (Density 500-1500 per mi)

### Nationwide (2020 NRPA)



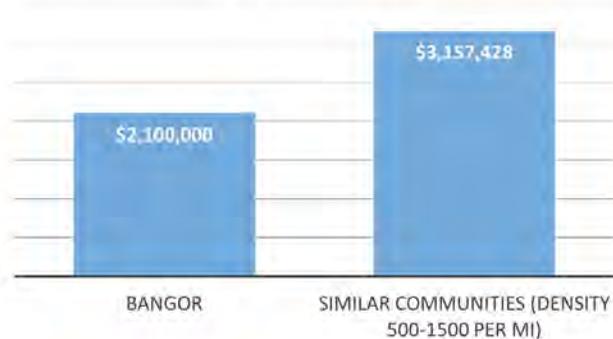
### City of Bangor



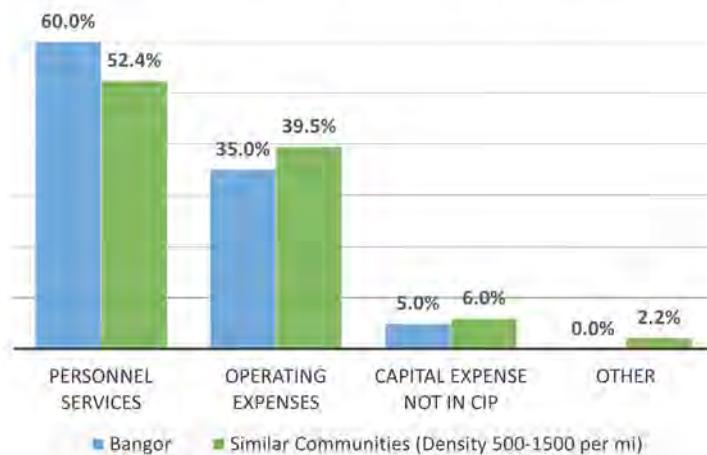
capita cost, Bangor spends just under \$12 less per resident compared with communities of similar density. At the same time, the Bangor Parks and Recreation Department generates substantially more in revenue: Over \$15/capita more than similar communities. The \$1m annual revenue offset is a critical part of the Parks and Recreation Department's operations budget and reduce tax expenditures per capita, which are about 2/3rds of that of similar communities.

**Operating Budget** The master plan's benchmark assessment process also reference NRPA also looked at overall agency

**Agency's total annual operating expenditures**



**Operating Expenses by Category**



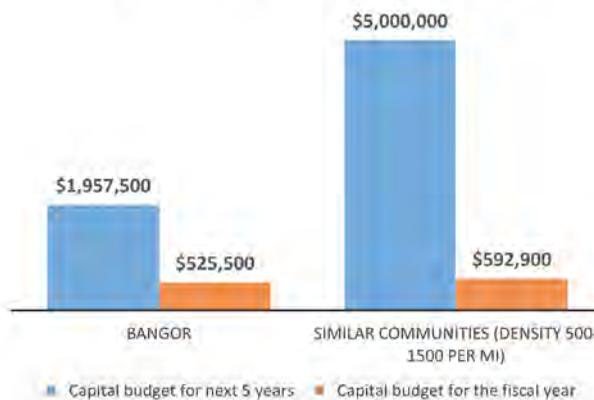
operations costs and how those costs are divided within the agency and funded. Bangor spends approximately 32% less on its annual operating budget than communities of similar density.

The department's earned revenue typically makes up 45-50% of the operating budget, with the remaining funds coming from the tax-supported General Fund. Funding sources for operating budgets in similar communities tend to have more diverse funding sources, including dedicated levies & taxes (11.4%) and grants /sponsorships (3.7%). Tax support is generally higher in other communities (60.8% vs. 50%) and earned revenue lower (24.2% vs. 45-50%).

**Capital Programs Budget** The report also compared capital budgets, expenditures, and funding sources between Bangor, and similar communities. The department's capital budget is around 12% lower for the current fiscal year and the 5-year capital plan is less than half of that budgeted in similar communities.

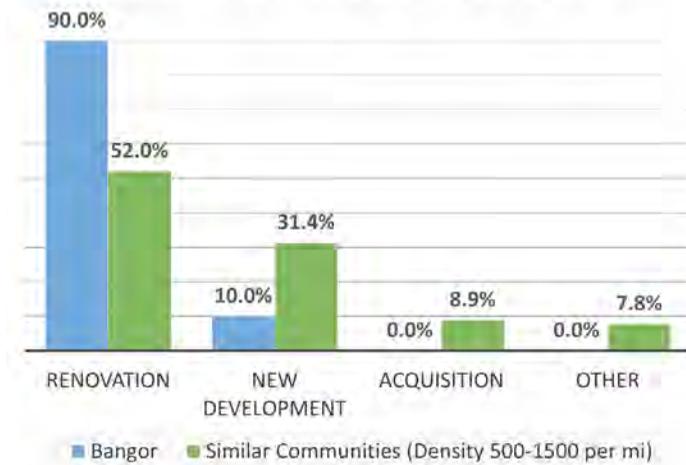
Capital budget sources generally align closely between Bangor and similar communities. Most notable is that the allocation of these funds is very dissimilar. Bangor's capital budget focuses almost exclusively on renovation with 1/10 of the budget allocated to new development. Similar communities spend

**Total Capital Budget for 5-Years & Current Fiscal Year Periods**

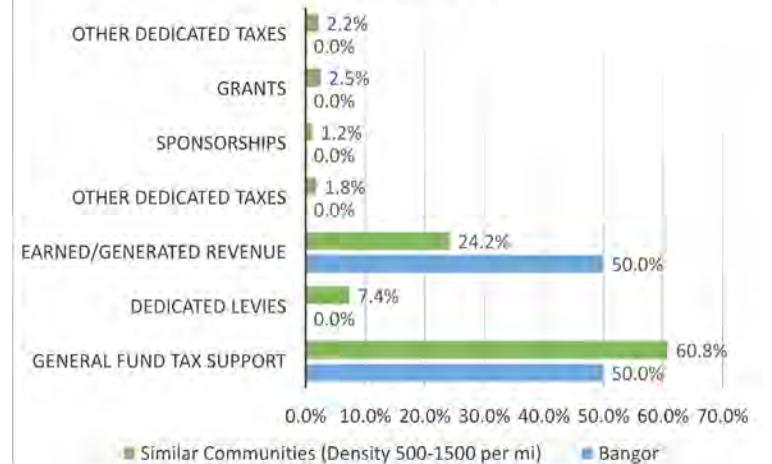


52% of their capital budgets on renovation and have a higher allocation toward new development and acquisition. This suggests that Bangor is investing in its existing assets rather than creating new ones.

**Allocation of Capital Budget**

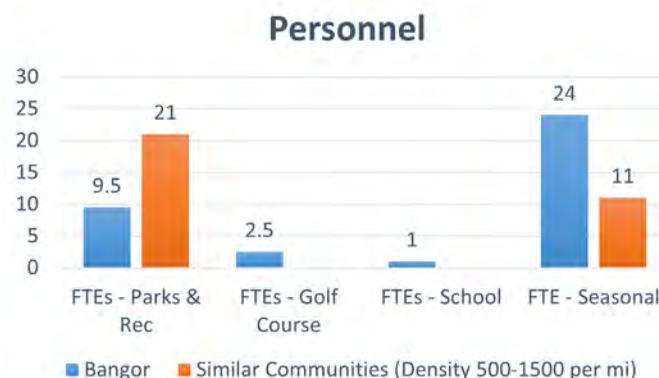


**Funding Sources for Total Operating Expenditures**



**Personnel.** While Bangor's Parks and Recreation Department has 13 dedicated full time equivalent (FTE) employees, similar communities have 21. Technically, the Parks and Recreation Department operates with 9.5 full-time staff and, as discussed in the following section, the workload and responsibilities of the department, as a whole, is fairly atypical and results in a higher staffing need than that of similar communities.

This suggests that the department is significantly under-staffed, but other factors confirm this. Of the 13 FTE's, 3.5 are dedicated to the golf course and the maintenance of school grounds.

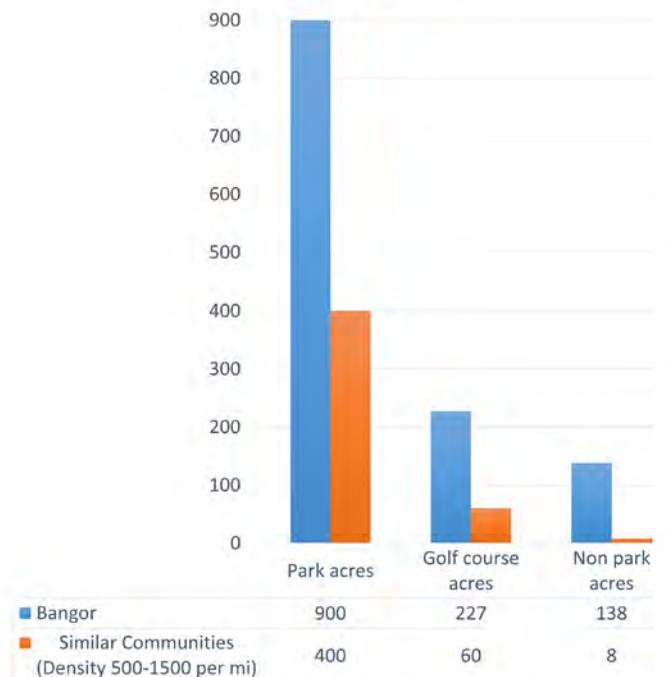


Bangor hires between 66-75 seasonal part-time employees to help meet staffing needs. These non-full time employees generally work part time seasonally, which requires the department to devote significant resources on employee recruitment, hiring, and training annually. The total seasonal hours worked (equivalent to 24 FTE's) is twice that of similar communities.

**Responsibilities.** The Bangor Parks and Recreation Department has both typical and unique responsibilities compared to that of similar communities.

Like other communities, the department maintains park sites (97.6% of agencies maintain park sites), run recreational programming and services (93.2%), have stadiums / arenas (92.0%) and indoor facilities (87.0%).

### Workload - Acres Managed / Maintained



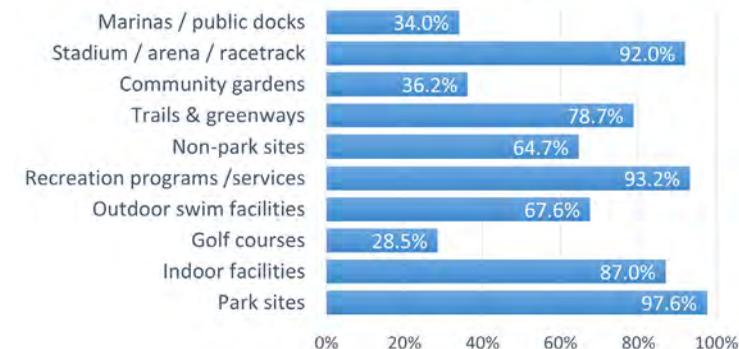
### Workload - Parks, Trails, & Buildings



### Staffing & Workload



### Percentage of Benchmark Communities With Similar Agency Responsibilities



Bangor also maintains trails (as do 78.7% of similar communities), outdoor swim facilities (67.6%), and non-park sites such as school grounds (64.7%).

Where the department's responsibilities are most unique are its administration of community gardens (36.7%), its management of marinas/public docks (34.0%), and its management of a public golf course (28.5%).

The department's overall responsibilities, particularly in combination with those that are less common, amplify the deficiency in staffing required to administer, manage, and maintain the department's existing resources.

**Workload.** All factors considered, Bangor's workload is at least twice or more that of similar communities in terms of the maintenance obligation. The Bangor Parks and Recreation Department has twice as many parks, three times the trail miles, and double the number of buildings as that of similar communities.

The department maintains 225% more park acres than benchmark agencies. With the golf course and school ground sites, the Bangor Parks and Recreation Department is responsible for over 1,295 acres compared to the 483 acres of similar communities. And Bangor does this with only 40% of the staff that similar communities have.



### Quick Facts

- Bangor maintains 2x the number of parks, 3x the trail miles, and 2x the number of buildings than similar communities
- The department is unique in its responsibilities for the golf course, public waterfront facilities, and community gardens
- Bangor is responsible for managing & maintaining 3x the acreage which includes parks, the golf course, and school grounds
- Bangor does all of the above with 40% fewer full time staff than similar communities

Workload is also impacted by the department's programming. Unlike the majority of benchmark agencies, the Bangor Parks and Recreation Department is responsible for before school and preschool programs. Only about a quarter of similar communities offer these services through their parks and recreation agencies. Most benchmark agencies do not administer and manage major community events similar to the Kenduskeag River Race, which utilizes significant staffing resources right as the spring/summer programming season is ramping up.

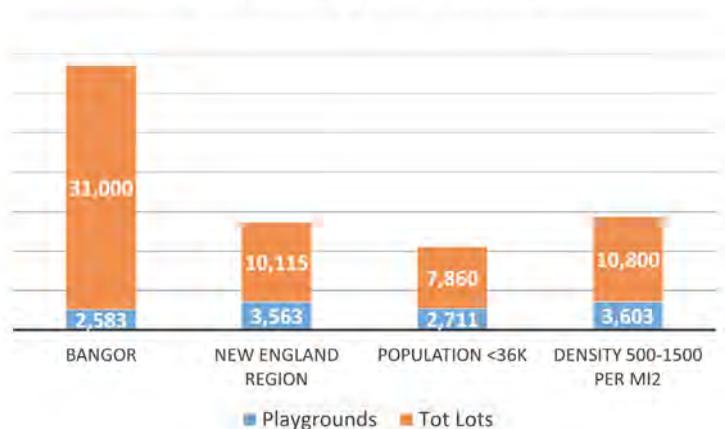
Bangor is unique in its wealth of parks and recreation resources and the range of programs and services offered to the community. These workload factors need to be considered in the assessment of the current and future staffing resources.



Above: Some of the programming and facilities that make Bangor unique. (Images: City of Bangor Facebook site)

**Parks & Recreation Facilities.** In considering the parks and Recreation Department's facilities, we expanded the benchmark comparisons of the NRPA Performance Review to include the New England Region communities, those with populations under 36,000, and those with similar population densities. All reflect Bangor to some degree and understanding the facility metric across this range of similar communities sets a more realistic framework for the evaluation. The numbers for each benchmark community are based on the median, or the middle range of reported figures. The LOS for facilities is typically reported as the number of residents per facility and is calculated by dividing the total population by the number of facilities.

**Playgrounds & Tot Lots Benchmark Comparisons**



**Playgrounds & Tot Lots.** The Bangor Parks and Recreation Department has a dozen playgrounds and provides one playground per every 2,583 residents which is a higher level of service than the benchmark communities. Tot lots, or playgrounds geared toward the under 5 age groups, are lacking, however. Similar communities offer one tot lot for approximately every 10,000 residents. Bangor should consider expanding its tot lots to a minimum of three in citywide. NRPA does not currently track data related to accessible playgrounds however, a 2018 survey conducted by the organization showed that "88 percent of all Americans believe it is important for their community to offer inclusive play options for people of all abilities and needs at its playground." While Bangor

## Americans Want Inclusive Play Options at Community Playgrounds

Nearly **9 in 10** Americans say communities should offer all-inclusive play options at playgrounds.

70% of Americans say having play options to accommodate *all* abilities is extremely or very important.

More than 90% of parents believe communities should provide playground equipment to accommodate **children who are able and differently abled in terms of physical and cognitive abilities.**



[www.nrpa.org/Park-Pulse](http://www.nrpa.org/Park-Pulse)

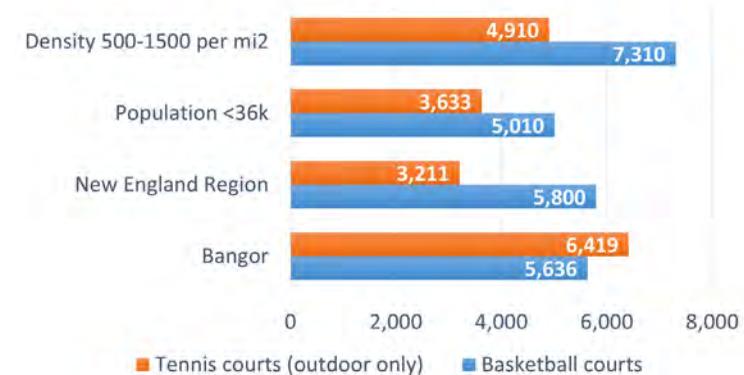
The National Recreation and Park Association Survey was conducted by Wakefield Research (www.wakefieldresearch.com) among 1018 nationally representative U.S. adults, ages 18+ between January 22nd and January 29th, 2018 using an email invitation and an online survey. Outcomes have been set to ensure reliable and accurate representation of the U.S. adult population 18 and older.

has incorporated some inclusive play features within its play equipment, input and observation from the needs assessment process indicates a need to expand these options.

**Hard Courts.** The Bangor Parks and Recreation Department maintains both basketball courts, tennis courts, and increasingly, pickleball courts. The NRPA park metrics includes data for tennis and basketball courts.

Bangor has 5.5 outdoor basketball courts. Similar communities typically have between 4-6 outdoor basketball courts (factored according to Bangor's population). Communities in New England and with populations under 36,000 tend toward the higher range. Considered with the feedback from the community,

**Tennis & Basketball Courts Benchmark Comparisons**



outdoor basketball courts are likely sufficient in Bangor but indoor courts are definitely needed.

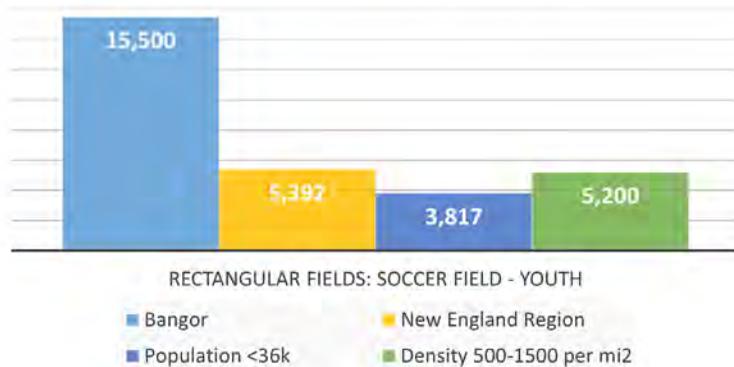
The benchmark metrics analysis suggests that Bangor may be deficient in Tennis Courts. Agencies in the New England region and those with populations under 39,000 typically offer between 8-9 tennis courts while Bangor has 5. Considered in light of a national surge in tennis participation during the past year (10% of the U.S. population in 2020 played tennis, representing a 3.3% increase in participants - Source: www.usta.org), Bangor may want to consider expanding its tennis court offerings.





NRPA does not currently track metrics for pickleball courts, however the sport and demand for courts is growing. In some parts of the US, demand has increased by nearly 20% since 2015 and as of 2018, over 3.3m people participate regularly in the sport (Source: www.usapickleball.org). Community feedback from the online survey cites the need for additional pickleball courts in Bangor, and the department recently converted tennis courts to pickleball at Williams Park.

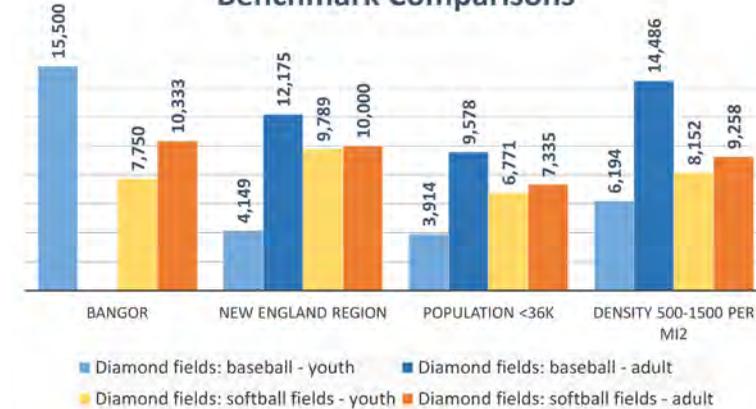
### Youth Soccer Fields Benchmark Comparisons



**Rectangular Fields.** The park metrics analysis shows that Bangor is deficient in athletic fields that serve multi uses. Using youth soccer fields as a data benchmark, the assessment suggests that Bangor has a large deficiency in fields. Currently,

only Union Street Rec Area has athletic fields. And while school facilities do absorb some demand, the city would need an additional 4-6 fields to bring it in line with the amount of public athletic fields offered by similar communities.

### Baseball & Softball Diamonds Benchmark Comparisons



**Softball & Baseball Fields.** The NRPA park metrics makes distinctions between youth and adult softball and baseball fields. For softball fields, Bangor's offerings fall within the typical benchmarks. The data suggests that Bangor is deficient in baseball diamonds, however youth baseball diamonds within the School Department (2) and sponsored by Little League (2) decrease demand. Similar communities provide between 5-8 youth fields with 2-3 adult fields, suggesting that the city may want to consider adding baseball fields to help meet demand.

**Recreation Facilities.** While many of the city's recreation facilities (aquatics center, skating rinks, and stadiums) meet or exceed those offered by similar communities, Bangor has fewer recreation and community centers. Communities in the New England region and those with populations under 36,000 typically provide one facility per 13,000-16,000 residents. For a community the size of Bangor, this translates to 2 recreation/community centers. This suggests that Bangor is deficient in its recreation/community center provisions. Community feedback suggests that there is a need and support for upgrading and expanding the existing facility or building a new one.

## Quick Facts

### Playgrounds & Tot Lots

- Bangor has slightly more playgrounds than other communities
- Bangor needs more tot lots (Up to 3)
- The city should expand inclusive play options in its playgrounds

### Hard Courts

- Similar communities have a similar number of basketball courts and 3-4 additional tennis courts per population
- Bangor has new pickleball courts but may wish to consider adding courts to accommodate the growing sport

### Athletic Fields

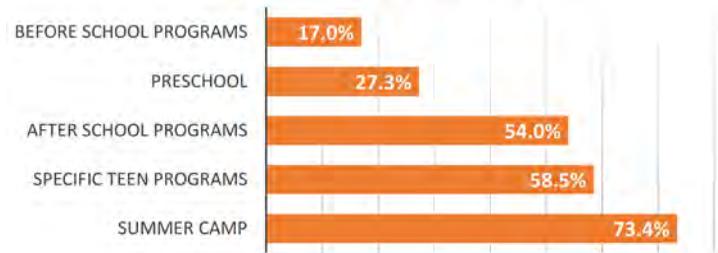
- Bangor is deficient in multi use rectangular athletic fields and should consider adding fields (Similar communities offer 6-8 fields to Bangor's 2).
- The number of softball fields is within the expected norms
- Bangor needs additional baseball fields

### Recreation Facilities

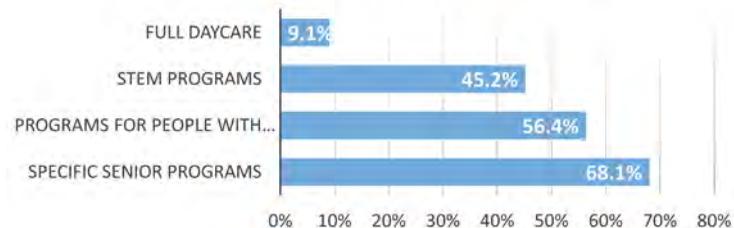
- Bangor is deficient in its recreation and community center facilities

**Programs, Activities, & Events.** The benchmark assessment included a comparison of Bangor programs, activities, and events to those offered in similar agencies. The data focuses primarily on the types of activities and is divided between out-of-school time activities (before and after school care programs) and other activities and programs.

### Percent of Before & After School Activities offered by Bangor & Benchmark Communities



### Percent of Before & After School Activities Not Offered in Bangor & Provided by Other Benchmark Communities



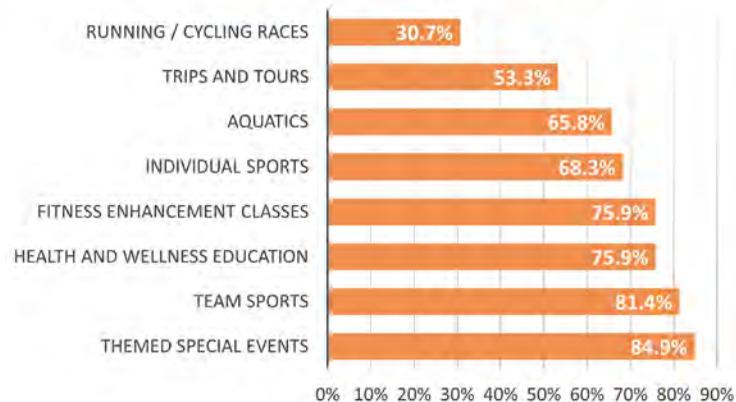
Bangor offers robust before and after school programming for the community. While most of the comparison agencies offer teen, after school programs, and summer camps, only 27.3% provide preschool and fewer (17%) provide before school services. Based on the feedback from the Bangor community, the before and after school programming is a valued part of the Parks and Recreation Programming, and many citizens wanted to see an expansion of these services.

The Bangor Parks and Recreation does not currently provide

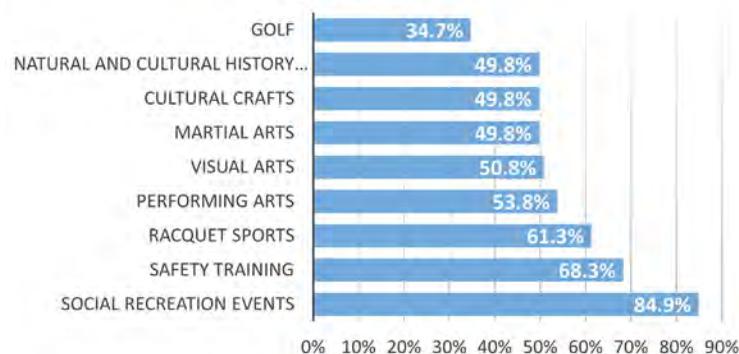
full daycare services, regular STEM programming, or services specific to seniors or those with disabilities. Most of the benchmark agencies provide specific senior programs (68.1%) and programs for people with disabilities (56.4%). Just under half (45.2%) of the benchmark agencies offer STEM programming, and fewer (9.1%) provide full daycare services.

The Bangor Parks and Recreation Department provides a range of programming for all age groups, one of which is the annual Kenduskeag Stream Race, a large event unique to the community. Most of the programming offered by the

### Percent of Activities Offered in Bangor & Benchmark Communities



### Percent of Activities Not Offered in Bangor & Provided in Other Benchmark Communities



department falls within the range of programming and events offered by the similar benchmark communities: themed special events (84.9%), rec team sports (81.4%), health and wellness (75.9%), fitness (75.9%), individual sports (68.3%), aquatics (65.8%), as well as trips and tours (53.3%). Fewer agencies host running or cycling races (30.7%).

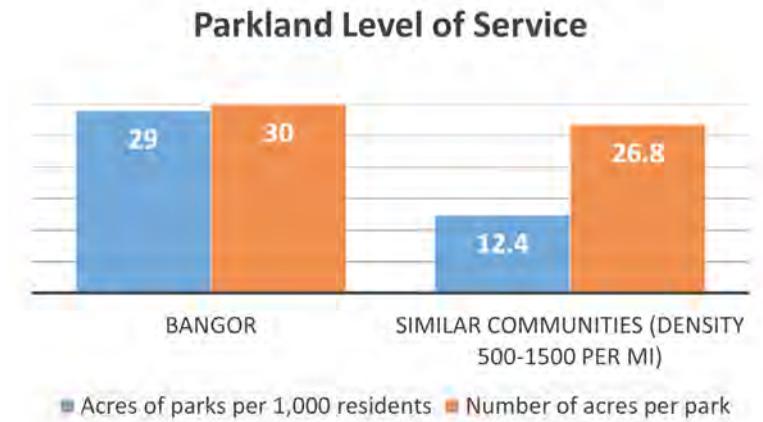
Referencing the programs offered by benchmark communities, Bangor may consider expanding certain types of programming commonly offered by benchmark communities. Of this programming, social recreation events are most common (84.9% of benchmark communities offer social events), followed by



safety training (68.3%), racquet sports (61.3%), performing arts (53.8%), visual arts (50.8%). Slightly fewer than half offer martial arts (49.8%), cultural crafts (49.8%), as well as natural and cultural history (49.8%). Golf programs are less common (34.7%) and in Bangor, this programming is offered through the municipal golf course.

Many of the types of programming that are common among similar communities were requested by Bangor residents who responded to the survey. Reference the summary of the survey results in this report for more details.

**Parkland Level of Service** The benchmark analysis for Bangor's parks and recreation facilities included several metrics. First, the report looked at the parkland level of service (LOS) compared to similar communities. LOS is typically measured in park acres per 1,000 citizens. Bangor provides 29 park acres for every 1,000 residents versus 12.4 park acres per 1,000 residents in similar communities. Additionally, Bangor has approximately 3.2 more acres per park than the benchmark agencies. As noted previously, the additional acreage translates to a higher workload for Parks and Recreation Department staff compared to its benchmark communities.



**Park Service Areas** Related to the Parkland Level of Service mentioned above, the master plan's benchmark assessment process also referenced the Trust for Public Lands (TPL) ParkServe© statistics to evaluate the population served by

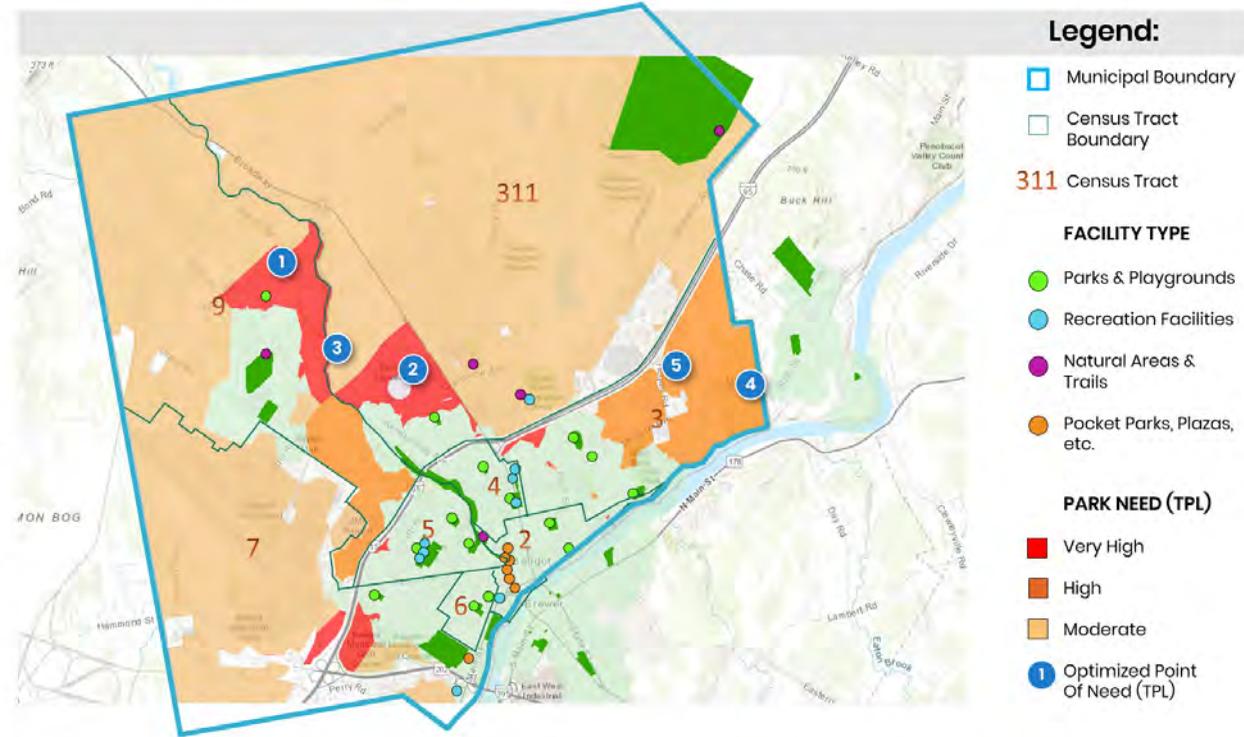
### “ParkServe©” Map for Bangor

#### THE TRUST FOR PUBLIC LAND (TPL)

Map showing the assumed park need based on aggregated statistical data and their service areas.

Service areas are based on 10-minute (1/2 mile) walk times from project access points defined for each project area and based upon the walkable network.

The mapping suggests the greatest unmet need is within the Northern Bangor (Census Tracts 9 & 311) area with high needs also identified in eastern Bangor in the Mount Hope Avenue / Hogan Road (Census Tract 3).



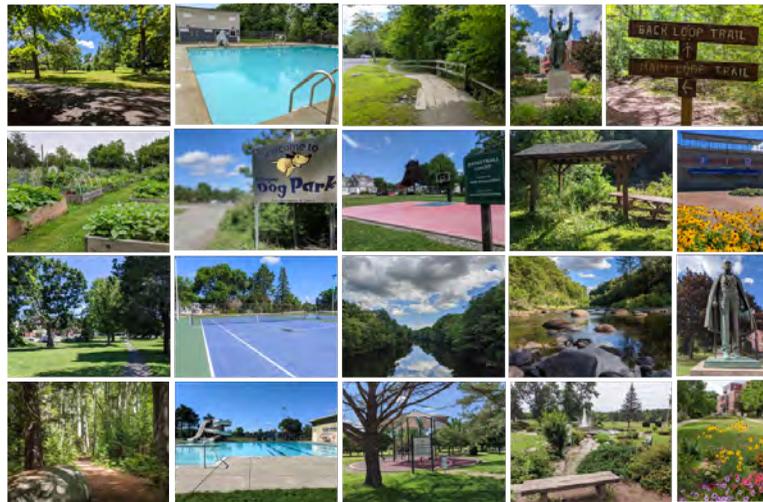
Bangor's park facilities. Service areas are defined by a half mile radius for each park and based upon the walkable network. According to TPL, just over 55% of Bangor's population lives within a 10-minute walk to a park. Adding trails, Bangor's community survey results indicated that a larger population - 87% of respondents - lives within walking distance to a park or trail. The linear nature of trails in addition to Bangor's comprehensive trail system, demonstrably raises the level of service, providing walkable access to the City's parks and recreation assets.

The areas "park need," according to the TPL statistics, are located in North Bangor near the Capehart, Outer Ohio, and Colonial Pines neighborhoods west of the Kenduskeag Stream (Census Tract 9) and south of the Judson Heights area east of Kenduskeag Stream (Census Tract 311). TPL identified high park need in the southeastern portion of the city around Eastern Maine Medical Center and east of Hogan Road. It should be understood that the TPL park service areas are based on walkability statistics and have not been adjusted to reflect the nuances of the community and its unique park need. This master plan incorporates feedback from residents, national benchmark data, and site level assessments as part of the needs assessment.

# Facility Assessment

**Facility Assessments Overview.** As part of the needs evaluation process, the planning team conducted visual inspections and completed comprehensive assessment checklists for 26 individual facilities over the course of four days. A comprehensive digital checklist was developed in reference to several standard park audit tools, including the Community Park Audit Tool (CPAT) developed by the University of Missouri. The evaluation documented location and context information, connectivity and transportation, general site features and conditions, activity areas, and amenities. This section provides a summary of the survey information and findings organized by category.

Following is a summary of the common findings for all of the facilities. A full documentation of the individual facilities is included in the appendix.



**General Patterns of Need.** The review of existing conditions at the parks and recreation facilities showed common patterns of need that spanned the various facility types and features. Organization of entrances and signage. The majority of the parks and recreation facilities in Bangor have many points of access, which often makes it difficult to formalize entrance points. The

## Parks & Recreation Facilities

### Parks & Playgrounds (Classification)

- **Bangor Gardens Park** (Neighborhood park)
- **Broadway Park** (Neighborhood / community park)
- **Cascade Park** (Historic community park)
- **Chapin Park** (Neighborhood park)
- **Coe Park** (Neighborhood park)
- **Davenport Park** (Historic community park)
- **Essex Woods Recreation Area** (Community park, outdoor recreation area)
- **Fairmount park** (Neighborhood park)
- **Hayford Park** (Community park with recreation facilities)
- **Little City Park** (Neighborhood park)
- **Second Street Park** (Neighborhood park)
- **Stillwater Park** (Neighborhood park)
- **Summit Park** (Historic community park)
- **Williams Park** (Neighborhood park)

PARK FACILITY INFORMATION		CONDITION OF ACTIVITY AREAS						
Park Facility general information		Excellent	Good	Fair	Poor	Very Poor	N/A	
DATE: **	MM / DD / YYYY							
06 / 07 / 2020								
NAME OF FACILITY *	Fairmount Park							
REFERENCE MAP: BANGOR CENSUS TRACTS								
Playground		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Open Park (Unimproved)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Open Park (Improved)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Swimming Pool		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Open Field		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Recreation Center		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Recreation Court		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Walkway/Trail		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Exercise Station		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Restrooms		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Open Loop Drive Area		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Open / Shared Space		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Trail / Path		<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Other		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

## Recreation Facilities

- Beth Pancoe Aquatic Center (in Hayford Park)
- Community Gardens
- Dakin Pool
- Dog Park (Essex Woods Rec Area)
- Parks and Recreation Center
- Union Street Rec Area
- Sawyer Arena (in Hayford Park)
- Skate Park (in Hayford Park)

## Pocket Parks, Malls, & Plazas

- Broad Street Park
- Hannibal Hamlin Parkway (Kenduskeag)
- Norumbega Parkway
- Peirce Park

## Natural Areas & Trails

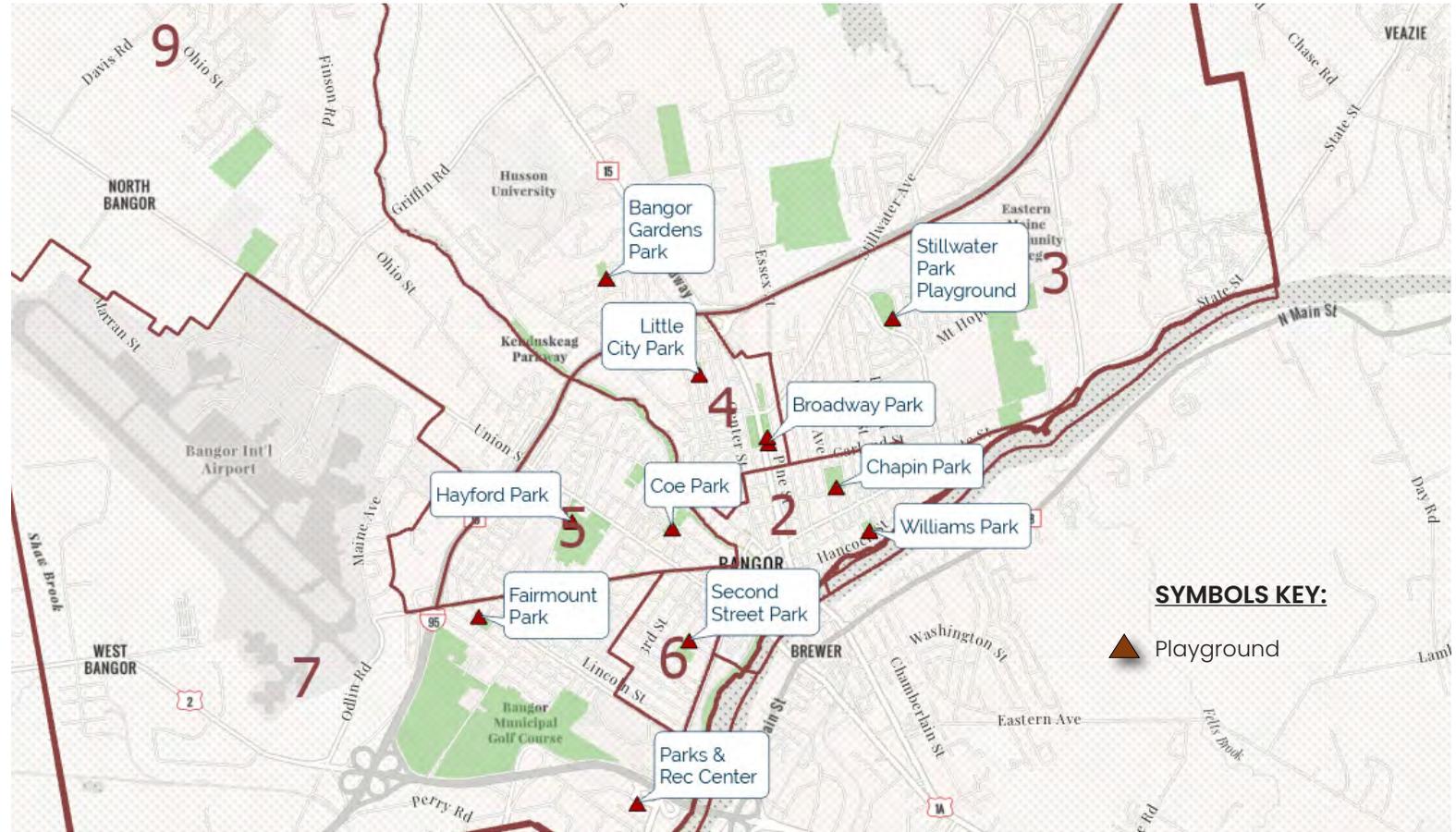
- Brown Woods
- City Forest
- Essex Woods
- Kenduskeag Stream Trail

department has recently installed new signage for many of its playgrounds and other parks and recreation facilities. Signage should be set adjacent to the main entrance points or activity areas and close to paths to serve as an organizing elements for landscaping and amenities. This will help to integrate activity areas into the parks and to help mitigate clutter over time.

- Placement of benches and site amenities. Most of the parks in Bangor have perimeter and/or internal paths yet many of the benches and other amenities are not placed along the paths. To the extent possible, paths should be used as

an organizational spine for placement of benches and site amenities. This will improve the level of accessibility and will provide regular and convenient seating along routes.

- **Accessible routes.** The level of accessible routes to activity areas differs from facility to facility but, in general, all paths should be widened and maintained to meet the minimum standards for accessible routes (36" wide), and the city should ensure that there are accessible connections to activity areas, such as playgrounds and picnic shelters. Seating should be situated off accessible paths where possible.
- **Park lighting & security.** Area lighting and security cameras are common needs for parks and recreation facilities to address safety issues, extend hours of use, and/or to discourage unwanted activities. Facilities that we identified as needing lighting and security include the following: the Bangor Community Gardens, Dakin Pool, Essex Woods Dog Park, Union Street Rec Area, Coe park, Davenport Park, and Second Street Park, and sections of Kenduskeag Trail.
- **Park Development.** As in many other communities, Bangor's parks and recreation facilities, for the most part, have evolved gradually by adding or subtracting features in response to opportunities and needs. Over time, these isolated efforts may not support a site that feels cohesive in its character or function. As the department considers diversifying and/or improving its parks, it should take proactive steps with site planning and design.



Above: Map showing locations of Bangor Parks and Recreation Department's playgrounds

**Observations & Findings.** While the assessment work was site specific, there were consistencies among some types of park facilities and features, noted as follows:

- **Neighborhood Parks.** Bangor has 9 parks (within the "Parks & Playgrounds" facility type) that can be classified as neighborhood parks that primarily serve their adjacent residential neighborhoods. These parks generally do not provide off street parking as most park visitors can park on street or get to the park by walking or other means.

Bangor's neighborhood parks typically have one or more activity areas set within an open green space. Most have a

network of pedestrian routes via a combination of sidewalks and paths. Restroom facilities are not provided, and with the exception of adjacent street lighting, most of the neighborhood parks do not have internal site lighting.

It has been noted previously that the department has avoided the introduction of more intensive uses within these parks in favor of retaining more unprogrammed space. This approach limits the maintenance requirements and has been necessitated, in some part, by limited staffing. There is room and opportunity, however, to diversify these parks to provide a higher level of value and service to the community. Reference the needs assessment findings for

specific recommendations.

- **Playgrounds.** The Bangor Parks and Recreation Department facilities include 11 playgrounds. The department upgrades playground equipment through the annual budget cycle, so the majority of the structures are in good condition. Conditions noted as "fair or poor" were mostly related to the lack of features for tots and children with disabilities.

There is a uniformity between play structures that may limit opportunities for diversified and unique play experiences from park to park. As the city moves forward with investments in new playgrounds, it should consider a wider

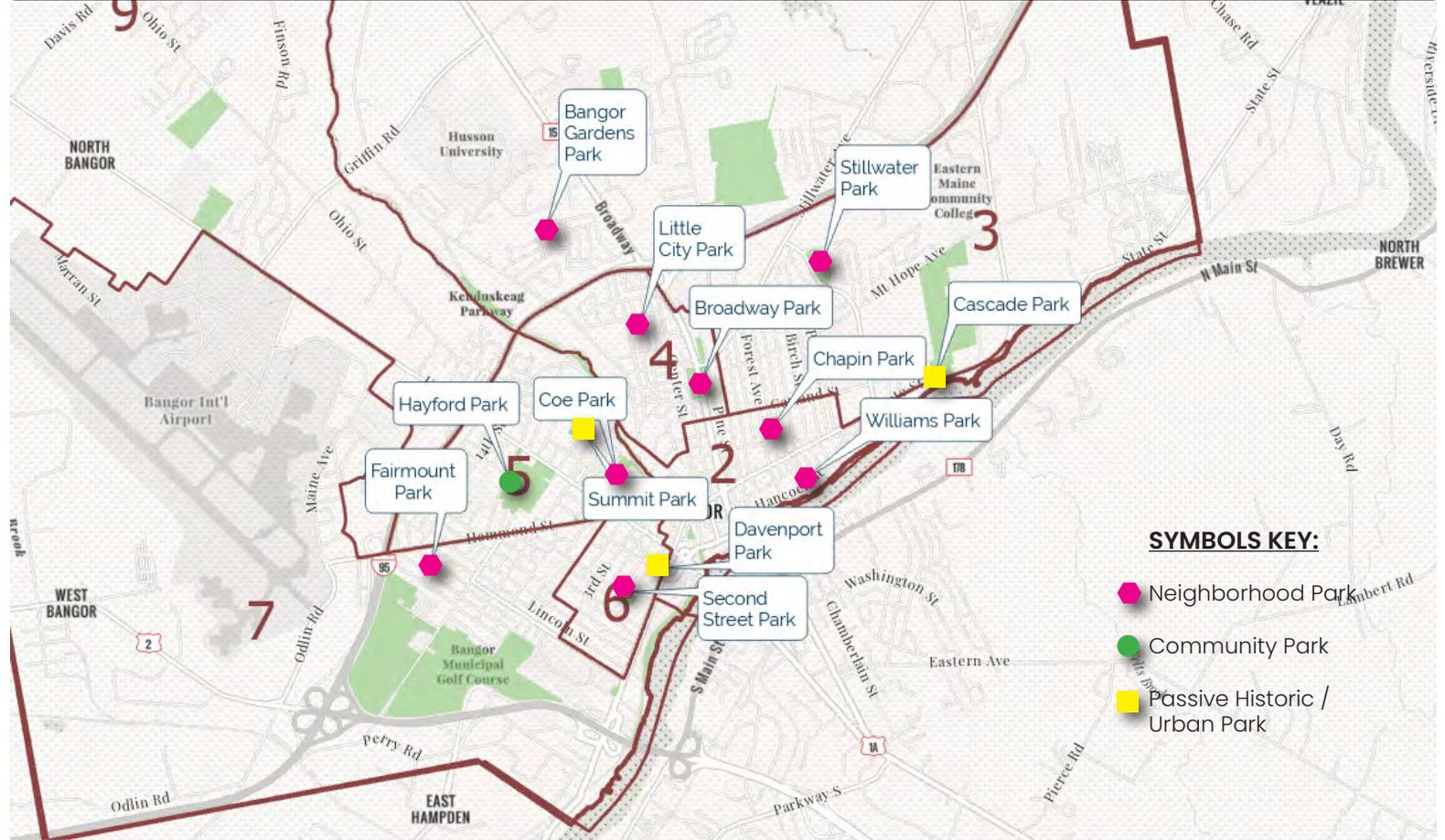


Above: Parks & Recreation playgrounds (Photos: RSLLA)

variety of play structures, features, and activities, in general, and provide a higher level of universal access and features for children under 5 years of age.

Existing play elements within the playgrounds vary in terms of spacing, although they generally are spaced far enough apart that they are separated by lawn areas. As playgrounds are upgraded over time, the city should place play elements more closely so that play surfaces are contiguous and access can be better managed, thereby improving the level of accessibility. This approach will also help the city to use park spaces more efficiently, which can help reduce maintenance costs, improve access, and create space for new park activity areas and features.

NAME OF FACILITY	Play Structure, Tots	Play Structure, 5-12 YO	Tot Swings	Swings, 5-12 YO	Accessible Play	Seating	Shade	Lines of Sight
Bangor Gardens Park	Good	Excellent	Good	Fair	Fair	Good	Fair	Excellent
Broadway Park	Fair	Good	Fair	Fair	Poor	Fair	Good	Good
Chapin Park	Poor	Fair	Good	Good	Poor	Fair	Good	Good
Coe Park	Fair	Good	Fair	Fair	Poor	N/A	Fair	Fair
Fairmount Park	N/A	Excellent	Excellent	Good	Fair	Good	Good	Good
Hayford Park	Good	Good	Good	Good	Fair	Good	Fair	Good
Little City Park	Fair	Good	Good	Good	Fair	Good	Fair	Excellent
Second Street Park	Fair	Good	Good	Fair	Fair	Fair	Good	Good
Stillwater Park	Fair	Excellent	Good	Good	Fair	Fair	Good	Excellent
Williams Park	Fair	Fair	Fair	Fair	Fair	N/A	Good	Fair
Parks and Recreation Center	Fair	Excellent	N/A	N/A	Fair	Good	Good	Good



Above: Map showing locations of Bangor's parks and playgrounds

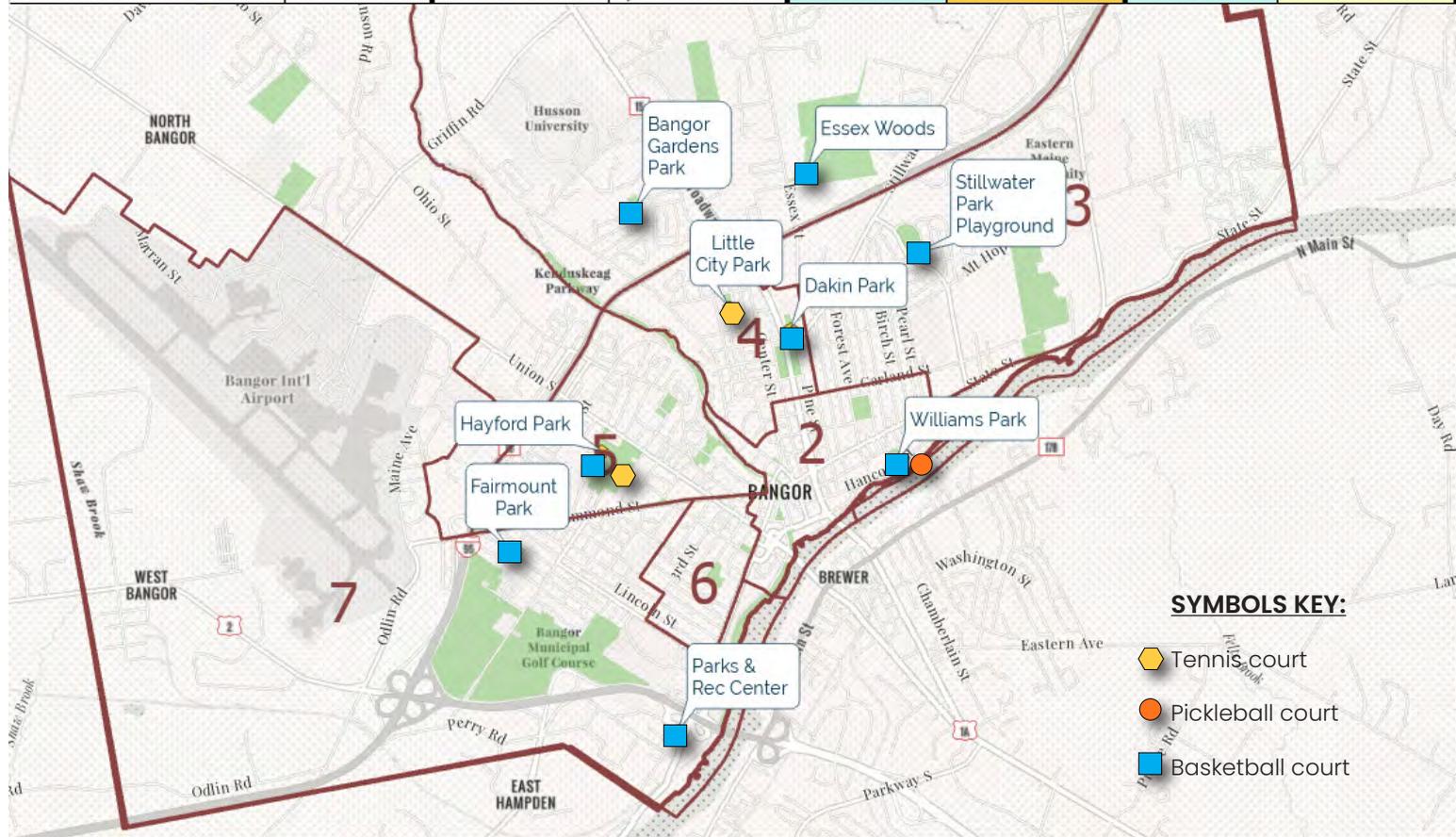


Above: Basketball courts (Photos: RSLLA)



Above: Tennis & pickleball courts (Photos: RSLLA)

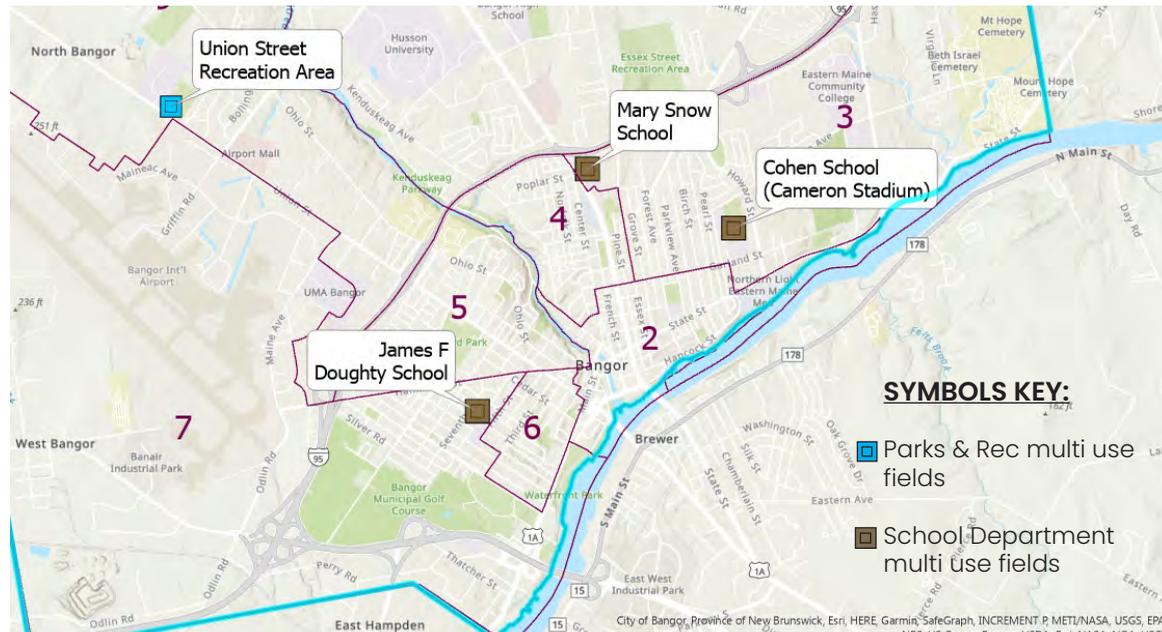
PARK FACILITY	LOCATION	TENNIS COURT	TENNIS COURT CONDITION	BASKETBALL COURT	BASKETBALL COURT CONDITION	PICKLEBALL COURT	PICKLEBALL COURT CONDITION
Bangor Gardens Park	CT 311	0	N/A	0.5	Good	0	N/A
Broadway Park	CT 4	0	N/A	0	N/A	0	N/A
Chapin Park	CT 2	0	N/A	0	N/A	0	N/A
Coe Park	CT 5	0	N/A	0	N/A	0	N/A
Dakin Pool / Park	CT 4	0	N/A	1	Good	0	N/A
Essex Woods Rec Area	CT 311	0	N/A	1	Good	0	N/A
Fairmount Park	CT 7	0	N/A	0.5	Excellent	0	N/A
Hayford Park	CT 5	2	Excellent	1	Good	0	N/A
Little City Park	CT 4	2	Excellent	0	N/A	0	N/A
Parks and Recreation Center	CT 7	0	N/A	1	Good	0	N/A
Second Street Park	CT 6	0	N/A	0	N/A	0	N/A
Stillwater Park	CT 3	0	N/A	0.5	Good	0	N/A
Williams Park	CT 2	0	N/A	1	Good	3	Excellent



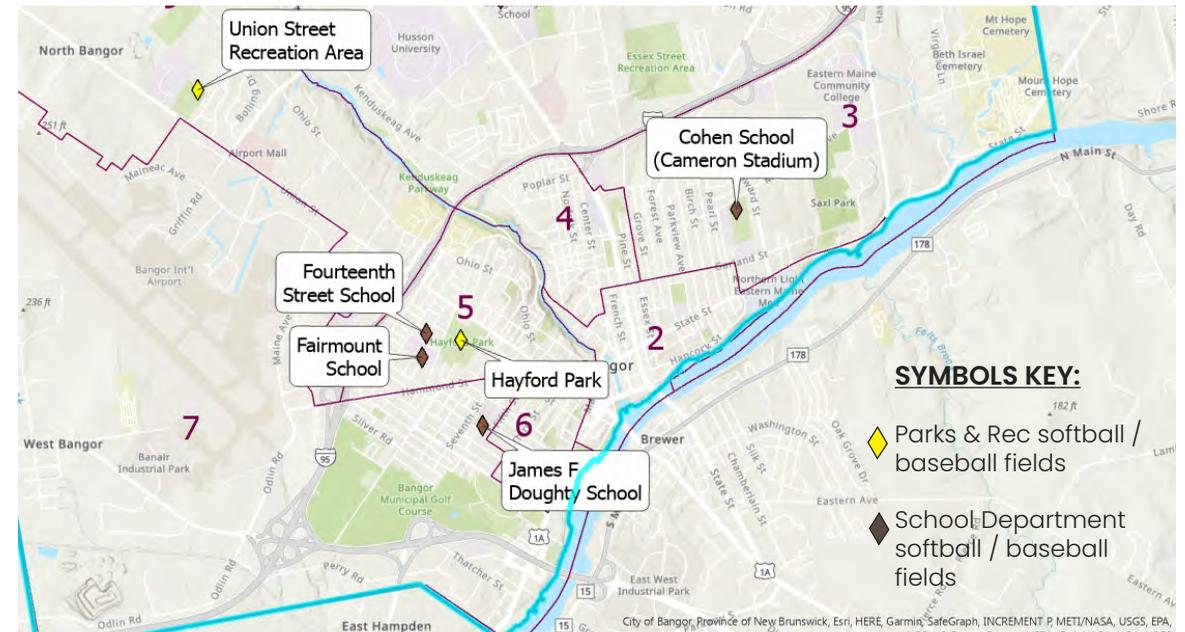
Above: Map showing locations of Bangor's outdoor tennis, pickleball, and basketball courts. Top: Assessment table showing hard court types

- Hard Courts. The Bangor Parks and Recreation Department facilities include hard play courts, most of which are located in the city's neighborhood parks. The Parks and Recreation Center houses the only indoor basketball court/gymnasium operated by the department. Outdoor courts include 5.5 basketball courts (full and half courts), 4 tennis courts in 2 facilities, and 3 pickleball courts in one facility. The department allocates resources toward resurfacing and repairs each year and, as a result, the courts are in good to excellent condition overall. The city recently converted tennis courts at Williams Park to pickleball. Only Hayford Park and Williams Park have both basketball and tennis or pickleball courts.

In the future, the department may consider updating



Above: Map showing locations of Bangor's multi use athletic fields, including school facilities



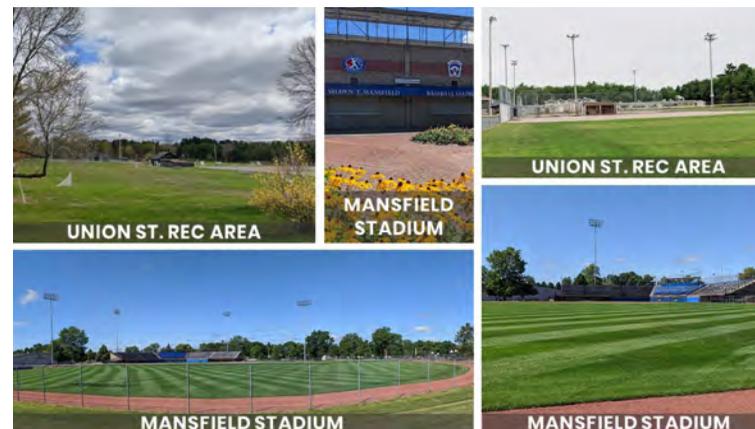
Above: Map showing locations of Bangor's baseball & softball fields, including school facilities

existing courts to accommodate both sports. As well, as the department seeks to diversify neighborhood parks, it should consider adding tennis / pickleball courts to existing facilities, particularly in under served areas.

- Athletic Facilities. The Parks and Recreation Department has one outdoor athletic facility to accommodate organized sports: the Union Street Rec Area.

**Union Street Rec Area** includes three softball fields and two multi use fields that are primarily used for youth soccer and regional lacrosse, all of which have a high level of demand and use. The facility was last renovated in 1989, and the city has recently constructed a storage / restroom building at the facility. The property is in need of renovation to improve the parking lot, to upgrade the multi use fields, and to replace field lighting.

Cameron Stadium, which is managed by the School Department, is the community's other highly used outdoor athletic facility. The Cameron Stadium football field has recently been upgraded to synthetic turf. This conversion will enable a higher level of use of the facility, particularly if



Above: Baseball & Softball fields managed by the Parks & Recreation Department (Photos: RSLLA, Google Street View)

lighting is provided to expand the hours of use.

Multi Use Athletic Fields. **Union Street Rec Area** has two multi use fields, which receive a high level of use. There are often over 30 teams for youth programs using the facility over any given Saturday with up to 6 games occurring at

once. Only one field is regulation-sized for lacrosse, and both fields are under sized for soccer. In general, the fields are not in good condition due to drainage issues and lack of irrigation.

- Softball & Baseball Fields. The only baseball facility within the Parks and Recreation Department purview is Mansfield Stadium, which is located at Hayford Park.

**Mansfield Stadium** was donated by the King family, and the facility is co-managed by the city the West Side Little League. The minor league level facility has hosted the Senior League World Series and is used by the Little League, Bangor High School, and the American Legion. It is in excellent condition, except for the sports field lighting which is due for replacement.

**Union Street Rec Area** has 3 softball fields that are in good condition and are used by 3 adult softball leagues with 50 or more teams participating in games in 3 time slots (6pm, 7:30pm, and 9pm) 6 nights a week.

Additional facilities with high levels of use are located at the

Fourteenth Street School and Cameron Stadium. The West Side Little League also maintains 2 of its own fields.

- Indoor Recreation Facilities. The Parks and Recreation



Above: Sawyer Arena (Photos: RSLLA & Bangor Parks & Recreation Department Facebook site)

Department has several indoor recreation facilities: Sawyer Arena and the Parks and Rec Center.

**Sawyer Arena** is operated as a single sport facility from mid October to mid March. Originally built by Bangor Youth Hockey, the facility is owned and maintained by the city. Today, the facility - along with the rink at Alford Arena at the University of Maine - is used by the Maine Junior Black Bears organization serving over 450 skaters ages 4 to 18 from throughout the Greater Bangor Region. The rink also serves as home for John Bapst and Bangor High School hockey programs. A hockey rink in Brewer also supports regional hockey programming.

Last renovated in 2002 with new bleachers, concession stand, and locker rooms, the rink is in need of upgrades to address the aging facility, substandard conditions, and a lack of flexibility in programming that would support higher revenue. The rink at the arena is constructed of a sand floor, and the city maintains a high quality ice surface seasonally. Year round ice is currently not feasible because hotter weather makes it more expensive to maintain ice. For this

reason, the facility sits empty from early spring through early fall. Current annual cost to run the facility is \$240,000 and revenue covers only 50% of that.

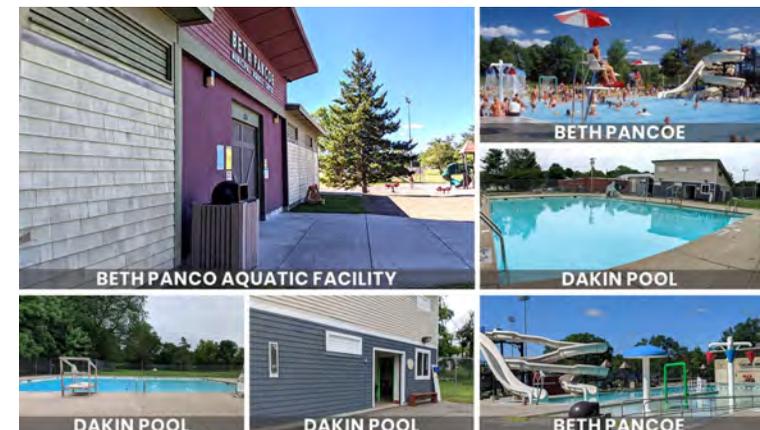


Above: Parks & Rec Center (Photos: RSLLA)

**The Parks & Recreation Center** is a multi purpose facility that serves as the central hub for the department's offices, maintenance division, community programming and meeting spaces, and indoor recreation. The building, originally constructed in 1920, includes designated spaces for before and after school care for students from 5 elementary schools; conference room, and several rooms dedicated to seniors, Bangor Band, and the American Legion. Generally, the building is outdated and requires renovation to improve its condition and functionality. Storage space, in particular, is of substandard condition which limits the overall capacity. A 2020 property assessment rated the present condition as below average.

The gymnasium at the Parks & Rec Center is heavily used, and it currently cannot keep up with demand. Between Instructional leagues, house leagues, and travel leagues, there are over 40 basketball teams to accommodate. The gym only supports 2 teams per night, so school gyms are needed to help address the needs. This limits the availability of indoor court space for pick up games, adult leagues, and other sports. The gym is also used daily for preschool playtime. In addition to its limited capacity, the gymnasium

does not support growing demand for other sports activities such as pickleball or seating for players, parents, or spectators.



Above: Beth Pancoe Aquatic Facility (Photos: RSLLA & Bangor Parks & Recreation Facebook site)

- Aquatic Facilities. The Parks and Recreation Department has several public pools that it maintains seasonally: the Beth Pancoe Aquatic Center and Dakin Pool.

**Beth Pancoe Aquatic Center** is a newly renovated outdoor recreational pool, which includes a zero-depth area with interactive water features, a large free swim/lap swim section, and a spiral water slide. The aquatic center includes a bathhouse with restrooms, changing facilities, and support space for staff. Under normal conditions, the pool can accommodate up to 400 swimmers. The department runs several programs at the pool, including morning summer camp 3 days a week, morning and afternoon swim lessons 2 days a week, night swimming sessions, and aquatic Zumba classes. Admission fees currently range between \$1-2 for children and adults.

**Dakin Pool** is a small community facility located between Broadway Park and the Community Gardens. The pool was constructed in 1959 but is well maintained. The Friends of Dakin Pool constructed the \$130,000 bath house approximately 10 years ago. The fenced pool area is equally

split between the pool/deck and an open lawn area, which is used for picnicking and gathering. The facility is primarily used by the adjacent neighborhoods and the summer camp program at Mary Snow School, but it does not have a high level of use. The facility generates some revenue through \$0.50 admission charges, but it does not cover expenses.

- **Community Gardens.** The Bangor Community Garden is a roughly 4 acre site located adjacent to Dakin Pool. Formerly a naval reserve facility, the property has been repurposed as a community garden with over 175 plots that are rented to resident gardeners on a seasonal basis.

While the raised beds are well maintained, the site is in need of improvements to address the poor conditions of the driveways and parking areas and to add security features. The site has water and electrical service as well as materials storage areas and outbuildings.



Above: Community Gardens (Photos: RSLLA & Bangor Community Gardens Facebook site)

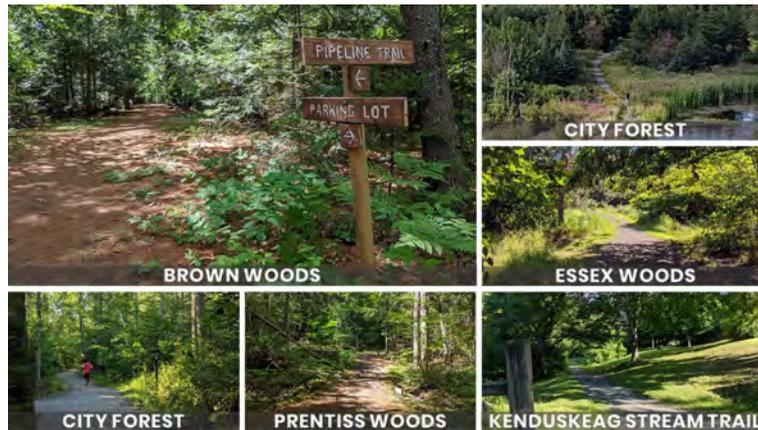
- **Natural Areas & Trails.** The Parks and Recreation Department has five natural areas with over 26 miles of trails: City Forest, Brown Woods, Essex Woods Recreation Area, Kenduskeag Stream Park, and Prentiss Woods. Throughout its greater park system, the department maintains over 39 trail miles.

**Roland F. Perry City Forest** is the city's largest outdoor

recreation and conservation area located in the northeast section of Bangor. City Forest has over 15 miles of access roads and trails for year-round recreation. The property abuts the Bangor Land Trust's 300-acre Walden-Parke Preserve. Access to City Forest is via Kittredge Road and Tripp Drive.

City Forest is very well maintained and provides an accessible carriage road as well as a network of secondary trails, picnic areas, and the boardwalk across the Orono Bog, which is a cooperative endeavor between the city, the University of Maine and the Orono Land Trust.

**Brown Woods** is a 27.4 acre natural area co-managed with the Forestry Division and located off Ohio Street. For a small property, the natural area has a diverse range of plant communities and features a gently sloped 0.9 mile trail loop that provides connectivity with adjacent neighborhoods and the pipeline trail route.

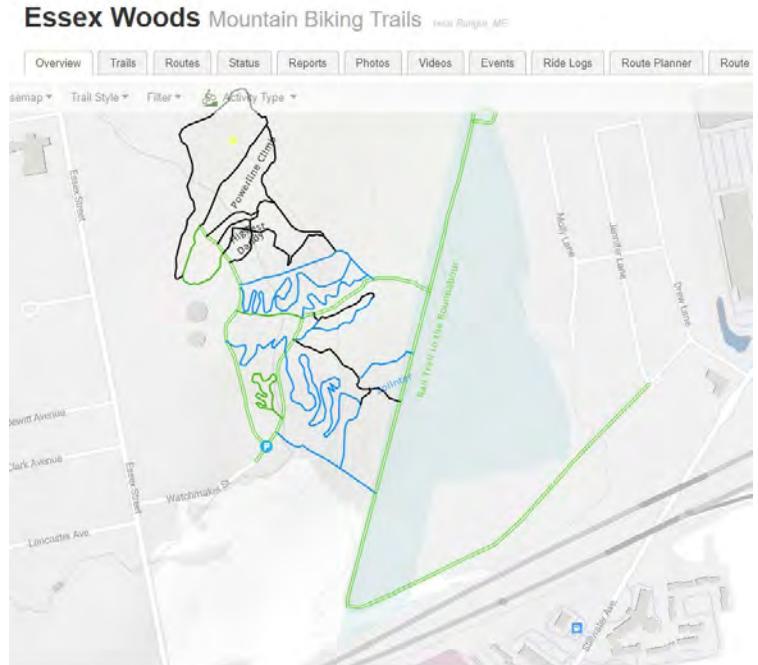


Above: Natural areas and trails (Photos: RSLLA)

Brown Woods is accessed via a small gravel parking area that is in good condition. There are two kiosk locations: one at the entrance and one at the trail head with a neighborhood connecting path. Overall, the trail system is well signed. The property includes a small outdoor education / gathering space within a beautiful grove of evergreens and seating areas.

This natural area, through a combination of its varying plant communities, its length, gentle grades, and potential for outdoor education, offers perhaps the best opportunity for creating a fully accessible trail and natural area that can serve a wide variety of users.

**Essex Woods Rec Area** off Watchmaker Street is the department's second largest outdoor recreation area. The



Above: Essex Woods Rec Area mountain bike trails (Source: <https://www.trailforks.com/region/essex-woods-20569/>)

86 acre property features over 4 miles of trails for walking, running, and mountain biking. The site has significant grade changes from the parking lot /dog park areas, shifting downhill steeply to the north and east 80 feet and rising up to 40 feet to the west.

Essex Woods Recreation Area is very popular for mountain biking with over 26 trails of varying difficulty and length. The mountain bike trail system features single and double track segments as well as interesting features to challenge riders.

The property is emerging as the city's premier active outdoor recreation facility, and while the trails are in good repair, the park entrance, parking lots, driveway, and PAL Center building are in need of renovation, particularly in light of the growing popularity of and the department's vision for Essex Woods.

**Kenduskeag Stream Park** is a linear park running from downtown Bangor north 2.3 miles along the stream, offering beautiful views, picnic areas, and opportunities for water access.



Above: Kenduskeag Stream Trail downtown segment images (Photos: RSLLA)

Conditions vary along the park corridor, which can be divided into 4 general segments: the downtown segment, the northerly downtown segment from the base of Coe Park to Gateway Park; the Gateway Park to Lover's Leap

segment; and the segment running north across the Valley Street bridge. A discussion of the latter three of these segments follows.

In the center of downtown, from its connection to Coe Park to the informal entrance at Harlow Street, the downtown segment of Kenduskeag Stream trail winds approximately 74 feet and crosses a 225' long pedestrian bridge before heading roughly northwest to a crossing at Harlow Street. The trail continues on the north side of Harlow Street, crossing Kenduskeag Stream and the junction with Valley Avenue where it approaches Gateway Park.

The downtown section of the trail between Coe Park and Harlow Street is most problematic in terms of security due to the wooded, inaccessible areas and a general lack of sight lines. While the Friends of Lower Kenduskeag Stream (FOLKS) assist the city with seasonal field work days and the installation of some trail signage, the department lacks the resources to regularly clear vegetation to maintain open views. Additionally, the city struggles to address transient camping, drug use, and unwanted behavior - all of which contribute to a perception that the area is unsafe. Views of the secondary entrance at the back of 324 Harlow Street commercial block lacks surveillance and also feels unsafe.



Above: The Gateway Park section of the Kenduskeag Stream Trail (Photos: RSLLA)

The pedestrian bridge construction is a floating deck construction, and the movement of individual planks can be unnerving to users. The decking is regularly replaced, but the steel frame structure is due for a structural inspection to identify any issues and to investigate potential decking alternatives.



Above, from top: View of the Lovers Leap cliffs viewed from the water access point off the Kenduskeag Stream Trail; Path approach with bench needing repair. (Photos: RSLLA)

The trail segment on the east side of the bridge narrows as it travels northwest, and the split railing running along the top of the riverbank is generally in fair condition, but it

will require replacement in the near future. The crossing at Harlow Street should be repainted for visibility. The crossing is appropriately marked with warning signage.

The second segment of the trail includes Gateway Park and the Lovers Leap overlook. Gateway Park includes a large parking area, several picnic spots, signage, and is in good general condition. There is an opportunity to improve and



Above: Google Street View showing the lack of sight lines approaching the Lovers Leap area from the north.

formalize water access just north of the parking area and manage vegetation to open views to the stream, but the trail is in overall good condition. Another point of access is closer to the overlook, and provides an excellent view of the cliffs and an attractive, bouldered section of stream. The overlook deck and railings should be evaluated and stabilized as needed.

A small vehicle pull off is adjacent to the Lovers Leap overlook area, although the area is informal and not well marked and abuts the terminus of the bridge crossing the stream on Valley Avenue. An additional pull off area is across the street. The potential for vehicle activity, lack of sight lines, and pedestrian infrastructure contribute to a hazardous condition. To continue along the trail north of the bridge, pedestrians must traverse the bridge within the vehicle travel lane. This area should be addressed as soon as possible to create a safe pedestrian route and to manage vehicular activity to reduce the potential for accidents.

Heading north of the bridge, the third segment of the



Above, top: View of the stream from a water access point; A picnic shelter damaged by flooding along the third segment of Kenduskeag Stream Trail. (Photos: RSLLA).

Kenduskeag Stream Trail travels over 3,600 feet along the east side of the stream to its terminus on Valley Avenue. Three small gravel parking areas are situated along the west side of the street, providing safe, off-street parking for park visitors. The city should consider whether there are opportunities for an accessible route down to the trail from all or a portion of these parking lots.

The trail in this section is in good condition, and the



Above: View of a trail segment in Prentiss Woods (Photos: RSLLA).

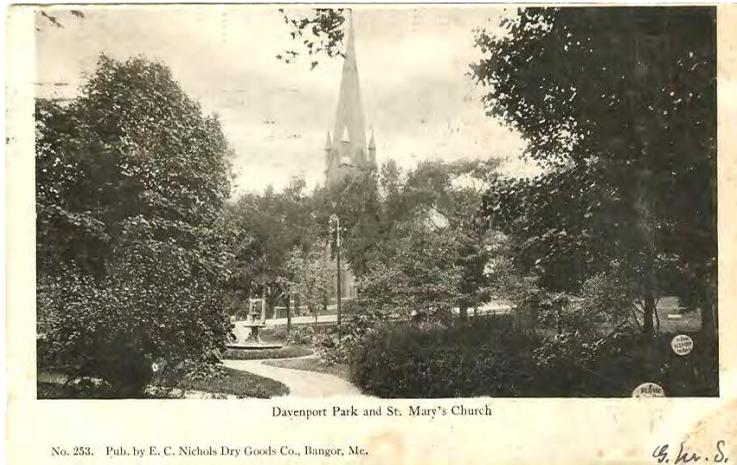
vegetation is more open, offering many opportunities for water views and access. A picnic shelter is in disrepair from possible flooding and could be shifted to a location away from the stream bank. This section of the trail, although open, feels isolated and would benefit from safety features such as GPS location-marked mileage markers that can provide a point of reference for emergency calls.

**Prentiss Woods** is a roughly 24 acre, densely wooded, natural area just east of Bangor High School. The forest is served by a small gravel parking area and entrance kiosk. Over 2 miles of trails traverse Prentiss Woods and provide connectivity with the high school and adjacent neighborhoods off Broadway and Grandview Avenue.

The land throughout the property is low and wet, but the trail beds are adequately drained and erosion was noted in only small sections of the trail. Many trees are in fair to moderate condition. It is likely that the soils do not provide optimal conditions for tree growth and that a higher level of care may be required at Prentiss Woods to manage hazards.

Trails at Prentiss Woods are not well marked, and additional directional signage should be installed for way finding.





Above, from top: Davenport Park c. 1905 showing the original fountain; Park and Spanish-American War Memorial viewed from Main Street c. 1926; View from Main Street in 2020. (Image credits: Historic postcard dated 1905; Image in the Bangor Public Library digital commons "Main and Cedar Street, 1926 #3"; RSLLA).

- Downtown Parks (Pocket Parks, Malls, and Plazas, etc.)  
Bangor has 5 urban park spaces located in the downtown: Davenport Park, Broad Street Park, Kenduskeag or Hannibal Hamlin Mall/Parkway, Norumbega Mall/Parkway, and Peirce Park. Until recently, all of these urban spaces were centered upon historic monuments and all of the parks are primarily passive in nature. Beyond the monuments, the parks offer open green space and seating. Of the downtown parks, Peirce Park - with its proximity to the Bangor Public Library and the fountain feature, is the most diverse space.

**Davenport Park** is a 1.2 acre sloping open space that dates back to as early as 1834, when it served as the center piece of a growing residential community. According to The Cultural Landscape Foundation, little is known of the park's original development, but by the early 1900s its composition included a central fountain, curvilinear paths and mature American elm trees.

In 1922 the city replaced the central fountain with the Spanish-American War Memorial, created by sculptor Charles Tefft and featuring the original shield salvaged from the sunken USS Maine. The monument remains the main feature of the park today.

Despite Davenport Park being located right off Main Street and across from the Police Station, the park space does not feel inviting due to its condition and use. Sight lines into the park are obscured by vegetation and the monument; trash litters the ground; and the presence of many daytime loiterers and campers can be intimidating for some visitors. The ornamental vegetation is overgrown and a number of trees require trimming or removal. An internal circulation route runs diagonally from the western corner of the site at the corner of First Street and Cedar Street to the north eastern corner of the park at Main Street. Seating is along a path that runs parallel to Main Street. The stairs are in disrepair and should be replaced.

The functionality of the park is impacted by the internal circulation patterns and uses. The park is a passive space centered on the monument. There is no clear activity space and no draw beyond the open space and USS Maine monument. The department should consider the development of a master plan to guide a renovation of the



Above: Google Street Views showing the approaches to Broad Street Park from the north (top) and from the south (bottom). (Source: Google Maps Street View).

park and to honor the park's history.

**Broad Street Park** is a 1 acre passive park space that, until recently, centered upon a monument that has been removed. The park borders Broad Street and is passive in nature with green space, seating, and walks.

Broad Street Park is a neglected downtown park space that suffers from a number of factors that undermine its effectiveness as a public open space. Despite its location on the banks of the Kenduskeag Stream, the park is isolated from downtown destinations by busy, wide streets and the railroad line - all of which restrict connectivity to downtown commercial and residential areas and introduce opportunities for unmonitored uses. There are few eyes on the park due to its location and the surrounding land uses. The security issues are exacerbated



Above: View from Broad Street Park looking south, away from the downtown. (Photo: RSLLA).

by the dense vegetation along the eastern boundary of the park bordering the stream and railroad, which impacts surveillance and the potential safety of park users. These issues are enhanced by the less than optimal condition of the paths and general park features.

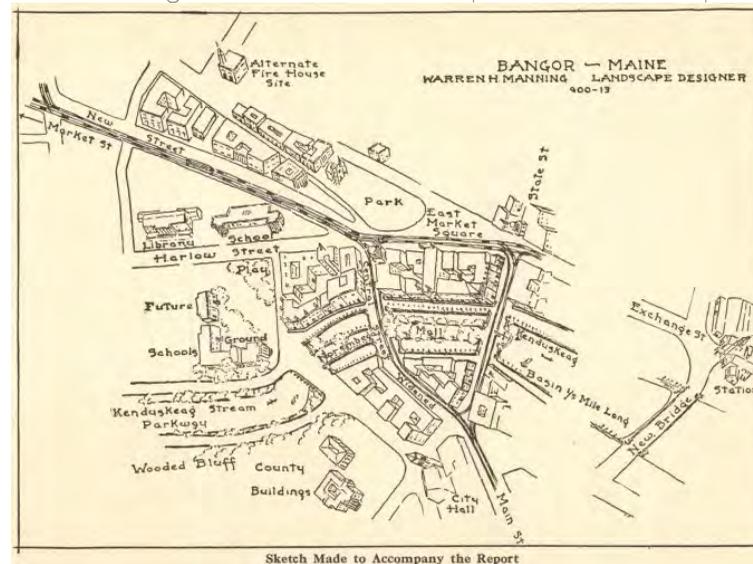
The city should consider rethinking Broad Street Park as a more active and intensively managed park space to introduce a higher level of use. The adjacent parking lot is an asset - as is its proximity to Sea Dog and the public dock. These pedestrian connections need to be enhanced to improve safety and to promote connectivity. Additionally, views to the stream should be opened and vegetation managed to improve safety.

Hannibal Hamlin (Kenduskeag) Parkway and Norumbega Parkway are historic linear parks envisioned in a downtown redevelopment master plan designed by renowned landscape architect Warren Manning following the Great Fire of 1911. His recommendation: "Acquire the old post-office and Norembega [sic.] Hall sites for Norembega [sic.] Mall, a public resting and walking place, and to protect against fires." Originally envisioned as one entity

- Norumbega Mall - the parkways were constructed separately and today, despite their proximity to one another, have distinct characteristics and identities.

**Hannibal Hamlin Parkway** (or Mall), also known as Kenduskeag Parkway, is located on the eastern side of Central Street and runs approximately 400 linear feet to State Street. Designed in 1912, Kenduskeag Parkway originally featured an open lawn with limited shrubbery and a central path around a monument to Hannibal Hamlin, sculpted by Charles Tefft and dedicated in 1927.

According to The Cultural Landscape Foundation, the park



Above: Sketch by Warren Manning showing Norumbega Mall. (Source: Bangor Public Library Digital Commons).

was remodeled in the 1980s. At that time, a handicapped-accessible concrete walk was added along with shade trees.

Today, Hannibal Hamlin Mall is shaded and feels run down compared to the Norumbega Mall. The concrete pavers, site amenities, and landscaping are showing their age and should be replaced. The retaining walls are visibly cracked and should be evaluated and repaired accordingly.

Activity in the park is mixed, and the facility would benefit



Above: Images of Kenduskeag and Norumbega Parkways. (Sources: Historic postcards c1940s, photos RSLLA).

from improved sight lines and activation of the space through programming. There may be an opportunity for the city to partner with the Art Museum to introduce temporary displays, for example, or to program cultural activities in the park.

**Norumbega Parkway**, located west of Center Street and extending to Franklin Street, was constructed in 1933 with funding from lumber baron Luther Peirce. According to The Cultural Landscape Foundation, the park originally centered upon a lawn area and surrounding walkways with benches, ornamental light posts, and shrubs. The Lady Victory sculpture, a World War I memorial by sculptor Charles Tefft, was installed in 1939.

As with Hannibal Hamlin Parkway, the park was renovated in the 1980's when an accessible walkway and shade trees were added.

Today, Norumbega Parkway, unlike Hannibal Hamlin Mall, remains a relatively open space with well maintained plantings. Most of the original concrete seating against the wall remain, which contribute to the historic character of the space. Concrete pavers show signs of degradation and setting and should be replaced.

**Peirce Memorial Park** comprises a 1/3 acre adjacent to the Bangor Public Library with frontage on Harlow Street and bordering Center Street to its east side. The parkland



Above: View of the Peirce Memorial Park facing the Bangor Public Library entrance. (Photo: RSLLA).

and its feature monument, a sculpture by Charles E. Tefft depicting the last river drive, was a gift to the city from the descendants of Luther H. Peirce.

Constructed between 1925-26, the memorial park features the bronze sculpture on a granite base with a small fountain pool. The large base extends to granite steps on either side, forming the northern edge of a small concrete plaza. A set of monolithic stone steps provide access to the site from the Harlow Street sidewalk. Extremely large street trees about the southern edge of the park. These trees are in decline and should be monitored.

Peirce Memorial Park is well maintained, and the site has retained most of its original features. The fountain is functional and painted aqua blue, which feels a bit out of character with the period of significance. While some of the granite appears to have shifted slightly over time, the structural components of the site appear to be in good condition. The plaza paving is showing its age and should be replaced.

The site is not accessible from the sidewalk due to the steps, but a stronger, accessible connection from the library's main entrance walk is possible and would help to activate the space.

Historic Community Parks, The Cultural Landscape

Foundation has listed 4 Bangor parks in its register of significant historic landscapes: Cascade Park, Davenport Park, and the Kenduskeag and Norumbega Parkways. A number of these parks - Kenduskeag and Norumbega Parkways, and Davenport Park - have been discussed earlier in this assessment summary.

**Cascade Park** is one of the City's most revered park spaces. Built in 1934, Cascade Park was reportedly designed by city manager James G. Wallace and funded through the New Deal program. Located on swampy land across the street from the city's Water Works Department, the park featured a large grotto, cascading waterfall and illuminated fountain that reportedly drew up to 3,000 visitors each night. (Source: <https://livingnewdeal.org/projects/cascade-park-bangor-me>).

According to The Cultural Landscape Foundation, the park fell into disrepair by the 1970's and was subsequently rehabilitated in 1988. The improvements included "sundry



Above: Images of Cascade Park. (Sources: Historic postcards c1940s, photos RSLLA).

contemporary additions including a footbridge, gazebo, picnic facilities, benches, and walking trails on the slope above the grotto."

Today, Cascade Park remains a very popular passive park, and many of its original defining features remain intact but are in need of attention. According to city staff, the water

system feeding the fountain and cascade leaks; the pump system is not up to code; the rim of the pond is old; and the pool must constantly be treated to prevent algal blooms. Safety is also an issue in the park, particularly around the fountain, where sediment forms over the walkways and creates slipping hazards. Other issues include exposed re-bar from old wood edging along the sides of path, degraded fencing & guardrails, tree hazards, and overgrown vegetation.

On the plus side, the uniqueness of the park has been largely preserved, and amazingly, the grotto, cascade, and fountain remain functional today. The department renovated the parking lot recently, and there are many amenities like seating, lighting, and shelters that contribute the public's enjoyment of the park. Cascade Park remains a popular place for weddings and gatherings today.

It is clear that improvements are needed at the park, including major potential additions like restrooms and a new pump house. The park's draw is its incredible character and those elements that date back to its establishment. Prior to any improvements, the city should prepare a master plan grounded by the site's history and historic preservation guidelines for the treatment of cultural landscapes to ensure that the historic integrity and value of the park is supported.

Other parks also have historical relevance to the development of the city. These include Broadway Park, Chapin Park, Summit Park, and, to a lesser degree, Williams Park. The history of these parks, in particular, is not well documented, and the city should consider compiling a thorough history of its parks system.

**Broadway Park** is a roughly 10 acre park located just north of the Broadway Historic District, the neighborhood of the city's early lumber barons and successful businessmen. Along with Chapin Park (aka.- City Common) and Summit Park, Broadway Park dates back to the early to mid 19th Century. According to annual reports, the park was apparently deeded to the City by George S. French sometime prior to his death in 1842. The famed landscape architect F. M. Blaisdell developed design plans for the park, the improvements to which were constructed sometime around 1904-07 and overseen by engineer Phillip Henry



Above, from top: Colorized postcard showing the pond at Broadway Park; the western side of Broadway Park in 2020 (Sources: Historic postcard c1940s, RSLLA).

Coombs. (Source: Little, George Thomas et al., *Genealogical & Family History of the State of Maine*, v. III, 1909; Lewis Historical Publishing Co., Annual Report 1907). Improvements included paths, a pond, trees, and ornamental shrubbery.

Today, Broadway Park is in good condition. The pond has disappeared and a playground added over time. The department installed a new "fit lot" play structure recently to serve adults and seniors who want to engage in strength and fitness training. The park on the east side of Broadway is more developed, and includes the active recreation components. The park to the west of Broadway is strictly passive in nature.

Conditions within the park are generally good. The paths need widening / improvement to enhance the level of

accessibility, and site furnishings should be arranged off pedestrian routes, as recommended earlier in this section. Seating should also be expanded throughout the park. A small number of trees and shrubs require maintenance or removal.

**Chapin Park** is a 6 acre park located at the intersection of Somerset Street and Forest Avenue. The property was gifted to the city in 1836 by the family of Philip Coombs to serve as parkland in perpetuity, and was called City Common. The park was renamed Chapin Park after Arthur Chapin who served as mayor between 1899-1901. (Source: <https://storymaps.arcgis.com/stories/84617eb8b5d64786b033f7e19344ea7b>). Philip Henry Coombs, the engineer for the city, assembled plans and oversaw construction for the park between 1899-1901.

In its heyday, the park included a central fountain, walkways, and landscape plantings. Over the years, the city's annual reports referred to the park as City Common, Forest Avenue Park, and Chapin Park.

Today, while Chapin Park is one of the city's most used neighborhood parks, the park has some issues around conditions and use. The play equipment is older, but it is due to be replaced next season. When the department replaces the structure, it should reorganize the play features to create a uniform and contiguous play area to raise



Above: Images of Chapin Park (Sources: Historic postcard c1906 (fountain), c1940s (view); photos by RSLLA).

the level of accessibility and efficiency of space. A shade structure and picnic table should be added to this area, which is mostly in full sun.

Overall, the site amenities and site lighting are in fair condition, and more seating is needed along circulation routes and in areas of activity. Sight lines into the center of the park are impaired by Norway Maples, which have dense canopies and are considered invasive. The community survey respondents reported that people are congregating in this area. The department should consider removal of the Norway Maples to open up views into the center of the park, and renovation of the park's center.

It may be beneficial to delay additional park improvements beyond the select tree removals and play structure replacement until the history of the park can be documented. Chapin Park is very important as one of the earliest city parks, and its history should be uncovered and honored. It may also be prudent to develop a historic landscape rehabilitation master plan for the park.

**Summit Park** lies adjacent to the historic Thomas Hill Standpipe, which was constructed in 1897 and remains as a National historic landscape today. The 1906 Annual Report mentions the Summit Park improvements, noting the "attractive plans drawing by City Engineer P. H. Coombs." Improvements included construction of walkways and regrading of the site. At the time, the Parks Commission envisioned the park, once completed, would be one of "the most attractive spots in our beautiful city."

The park today, unfortunately, is largely forgotten. The walkways have all but disappeared; the once beautiful landscape plantings are overgrown; and the unique site features, such as a cast concrete birdbath fountain dating to 1922 and a brick plaza, are in disrepair. A small vehicle pull off appears utilized, but is in overall poor condition. The park's state is in direct contrast to the Thomas Hill Standpipe and property, which appears impeccably kept.

Summit Park is a wonderful park that should be restored through a carefully planned research and design process. The site, being contiguous with the standpipe and dating to the early 20th Century, has incredible potential as a passive



Above: Photos and postcard images of Summit Park and the Thomas Hill Standpipe (Sources: Historic postcard c1940s, RSLLA).

recreation site for the neighborhood and community at large. The city should explore opportunities to expand historic interpretation and programming in partnership with Bangor Water.

The parking area should be improved, and there may be an opportunity to provide more on street parking to address visitors to both the Thomas Hill Standpipe and Summit Park. Lighting and security should also be improved.

A trail should be added through the existing 2.8 acre city owned parcel west of the standpipe to formalize and improve access from Highland Avenue to the site. The city should consider adding a picnic shelter on this property near Thomas Hill Road, which offers nice views across the park.

In the long term, the city should explore the potential to connect Summit Park to the Kenduskeag Stream Trail at Gateway Park via Smith Street and city owned land.

Williams Park is another historically relevant park. Although not as old, the park was constructed by the Work Progress Administration (WPA) as part of the New Deal in 1939.

Originally featuring a football field and tennis courts, a baseball diamond, and wading pool, the park today is less structured with a balance of active and passive recreation spaces. The department has recently swapped pickleball



Above: Original plan and images of Williams Park (Sources: <https://livingnewdeal.org/projects/williams-playground-bangor-me>, RSLLA).

courts for the old tennis courts, but the original location remains. A playground structure and trees have replaced the former baseball field, and a sloping lawn and basketball court have replaced the football field. Today, the park features picnic shelters and mature plantings.

Overall, the park is in good condition and well laid-out. The path system is sufficient but needs reconstruction and accessible connections should be constructed to park activity areas. In general, the site amenities are in fair to good condition. Additional benches and/or picnic tables should be added to activity areas. Trees are mature and given their heavy canopies, should be thinned to improve sight lines into the park. Shade throughout the park is good except for the pickleball court, which is quite hot. A canopy of some type should be considered, and seating should be added along the edges of the court, if possible.



**School Department Recreation Facilities.** This assessment does not include the school facilities because they are outside of the direct Parks and Recreation Department's purview. School facilities such as Cameron Stadium and the various playgrounds are a recreational resource for the department and community. However, that use can be affected by regular school hours or other school activities.

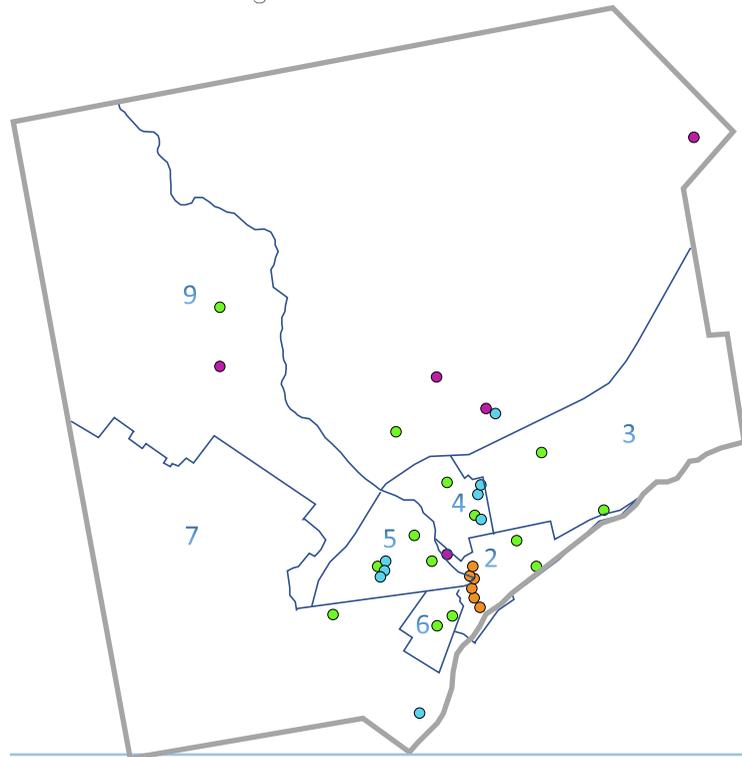
The Parks and Recreation Department and School Department work cooperatively to achieve the best use possible for programming. Reference the Profiles section of the Master Plan for more information about these resources as they relate to the community.

# Findings & Recommendations

## Needs Assessment Findings

**Overview.** The needs assessment findings that follow are a culmination of the community survey results, stakeholder input, staff interviews, the benchmark analysis, and the physical site level evaluations. These findings are summarized here and organized in the department's 10-year budget plan included in the following section.

**Level of Service.** The City of Bangor has nearly three times the park acres per 1,000 residents than similar communities, which translates to a high level of service for residents. But while



Bangor's parks are plentiful, the distribution of the facilities are disproportionate, leaving some areas under served despite the fact that the majority of residents are within walking distance (one half mile) of a park, trail, natural area, or other parks and recreation facility.

**Under Served Areas.** Over the past few decades, Bangor has seen a shift in its residential population centers from the city center to North and East Bangor. But while the community's patterns of residential development have shifted, the parks and recreation assets that serve Bangor residents have not. Today, census tracts 9 and 311 include the majority of the population as well as the highest percentages of children and seniors. In particular, Both areas are under served, particularly with regard to neighborhood parks.



**Benchmarks - Department Operations & Budget.** To understand how Bangor Parks and Recreation Department's effectiveness, staffing, and budgets compare to similar agencies, the master plan referenced several national databases. The assessment process revealed the following benchmarks with regard to the department's operations and budgets:

- Operating expenditures are \$12 less per resident compared to similar communities and revenue are \$15 more

- Bangor spends 60% less per park acre than similar communities
- Bangor's total operating expenses are 32% less than communities of similar density
- Bangor Parks and Recreation Department has a current fiscal year capital budget of \$525k, which is approximately \$68,000 lower than that of similar communities.
- Similar communities spend over 50% of its capital resources on new development and acquisition compared to Bangor's 10%.
- Bangor has 40% fewer dedicated full time employees to similar communities but the seasonal part time employees make up the gap in full time equivalents. That said, Bangor's Parks and Recreation Department has double the park acres than similar communities and therefore a higher workload.



**Benchmarks - Parks & Rec Facilities.** The benchmark assessment revealed the following comparison statistic related to parks and recreation facilities:

- Bangor Parks and Recreation Department has more playgrounds than similar agencies, but needs to provide more tot lots and ADA focused play.
- Bangor is within the typical range for outdoor basketball

courts, but there is a clear need for indoor courts

- The city has 3-4 tennis courts less than similar communities
- There is no national data for pickleball courts, but since it is a growing sport, Bangor should consider adding courts.
- The City of Bangor needs multi use athletic fields. Similar agencies offer between 6-8 fields. Bangor offers 2.
- Statistics suggest that there are sufficient number of softball fields but slightly deficient in baseball fields.
- Bangor is deficient in its recreation center / community center facilities. Most communities the size of Bangor have at least 2 such facilities. Bangor has 1 aging facility.



Above: Photos showing the range of Parks and Recreation Department's programs and activities. (Sources: Bangor Parks & Recreation Department Facebook)

**Benchmarks - Parks & Rec Programs** The benchmark assessment revealed the following comparison statistic related to parks and recreation programs, activities, and events:

- Bangor has a more robust before and after school care programming than similar communities.
- Similar communities offer more diverse programming, including cultural, visual and performing arts, crafts, and social recreation events, racquet sports, and martial arts

## Master Plan Recommendations

**General Recommendations.** As described earlier in this section, the assessment identified general patterns of need within the existing facilities. These observed patterns were also reinforced by comments received by the community as part of the online survey. They are as follows:

- Develop a consistent approach for the organization of entrances and signage, including placement and consolidation to reduce visual clutter.
- Improve and expand pedestrian paths to provide universal access to park features
- Continue the playground replacement plan. Expand and diversify play equipment and increase elements for tots and kids with disabilities. Consider a full ADA playground. Consolidate locations of play equipment to create contiguous play surfaces for improved access, better space efficiency, and reduced maintenance.
- Improve park lighting and add security features in certain parks where perceptions of safety are an issue, nighttime activity is desired, or lighting is outdated. These include: Bangor Community Gardens, Dakin Pool, Essex Woods Dog Park, Union Street Rec Area, Coe Park, Davenport Park, Second Street Park, and sections of Kenduskeag Stream Trail.
- Proactively plan park development to ensure that park spaces feel cohesive in character and function.

**Facility Type Recommendations.** The facility evaluations revealed consistencies by facility type, as noted:

- Bangor should consider diversifying neighborhood parks to engage a wider user group and to expand opportunities for recreation.
- As playgrounds are replaced or new playgrounds are installed, the department should consider diversifying the play structures as noted previously.
- Consider adding tennis and pickleball courts to existing



Above: Photos showing the range of Bangor's Parks and Recreation Department's facility types. (Sources: RSLLA)

neighborhood parks or other parks and recreation facilities to address under served areas.

- Improve and expand upon the existing Parks and Recreation Department's athletic fields, especially multi use fields. Consider existing site limitations at Union Street Rec Area, which impact conditions and limit expansion opportunities.
- Further evaluation of the department's indoor recreation facilities is warranted to address condition and need.
- The city's aquatic facilities are in good condition, although the level of use, operating costs, and revenue vary. Dakin Pool has much less use in general.
- The community garden is very popular and needs improvements to the parking lot and driveway, as well as added security features.
- Natural areas are well maintained and offer opportunities to expand outdoor recreation and education. Essex Woods Rec Area is being developed as an active recreation park and needs parking lot and lighting improvements.
- The city's downtown parks suffer from uses that are not compatible with safe and inviting parks. Davenport Park, Broad Street Park, and Second Street Park are particularly problematic.
- The city has a number of significant historic parks, and



improvements in these parks should be guided by historic preservation master plans. Reference the recommendations for studies, plans, and design in the following pages for more information.

**Facility Specific Recommendations.** The facility evaluations



Above: Photo of the pedestrian bridge at Kenduskeag Stream Trail off Harlow Street. (Sources: RSLLA)

revealed consistencies by facility type, as noted:

- Kenduskeag Stream Park requires improvements to address safety and security, including clearing of vegetation to improve sight lines, adding lighting in key locations, updating pedestrian routes / crossings, replacing guardrails and evaluating structures.
- Replace the paving, trim/remove trees, and update plantings at Norumbega and Hannibal Hamlin Parkways. Evaluate and repair, as needed, the structural walls in both parks.
- Replace the paving in Peirce Memorial Park and consider creating an accessible connection from the Bangor Public Library's entrance path to the plaza.
- Improve the parking area, lighting, and fields at Union Street Rec area.
- Replace playground equipment at Chapin Park and remove

select Norway Maples to improve sight lines to the center of the park space. Reference study recommendations as well.

- Upgrade parking area and lighting at Summit Park. Coordinate with the historic master plan improvements.
- Add shade and picnic shelters to neighborhood parks, including Bangor Gardens Park, Coe Park, Hayford Park playground, Little City Park, and add shade canopies with seating in courts at Hayford Park and Williams Park.
- Make improvements to Second Street Park to improve safety and use of the park. Add seating at the playground, clear vegetation, add security lighting, and shift lower entrance at Second Street Park to reduce blind spots. Consider creating a formal path entrance (with property owners support) to the downtown and waterfront. Add lighting, walks, and security measures.
- Make improvements at Bangor Gardens Park to add parking spaces off Knox Avenue, improve drainage, and expand paths for access.

**Recommended Future Facilities / Added Features.** The study found needs for the following future Parks and Recreation Department facilities and added features.

- The city needs an outdoor athletic field complex with a minimum of 4 multi use fields. The upgrade of Cameron Stadium to synthetic turf may reduce the overall need, but the use will need to be monitored to understand the impact.



- There is strong community support for splash pads, particularly in under served areas in North and East Bangor. The splash pad can be added to existing parks. The department may consider converting Dakin Pool to a splash pad if there is community support. The conversion would significantly reduce operating costs for the facility.
- Parks and playground facilities should be expanded to North and East Bangor. Consideration should be given to potential development sites to address need in these areas.
- The department should consider fully accessible parks and rec facilities, including an ADA-focused playground and an ADA trail and education center at Brown Woods.
- Consider upgrading a select route of the Kenduskeag Stream trail to multi use where higher levels of activity are feasible and desired. The higher level of activity would help to add eyes on the park and to improve safety through numbers. The city should conduct outreach with stakeholders and the community to gauge the level of support.
- Consider developing a gateway to the Kenduskeag Stream Trail in the lower portion of Coe Park and developing gathering space to increase activities and use in this area.
- Consider diversifying active outdoor recreation opportunities at Essex Woods Rec Area. Re-purpose underutilized



Above: Images of a bicycle playground by Progressive Bike Ramps in Bentonville, AR (Source: PBR)

basketball court as a bicycle playground or small pump track.



Above: Colorized historic postcard depicting the fountain at Chapin Park (Source: Historic postcard c1940s)

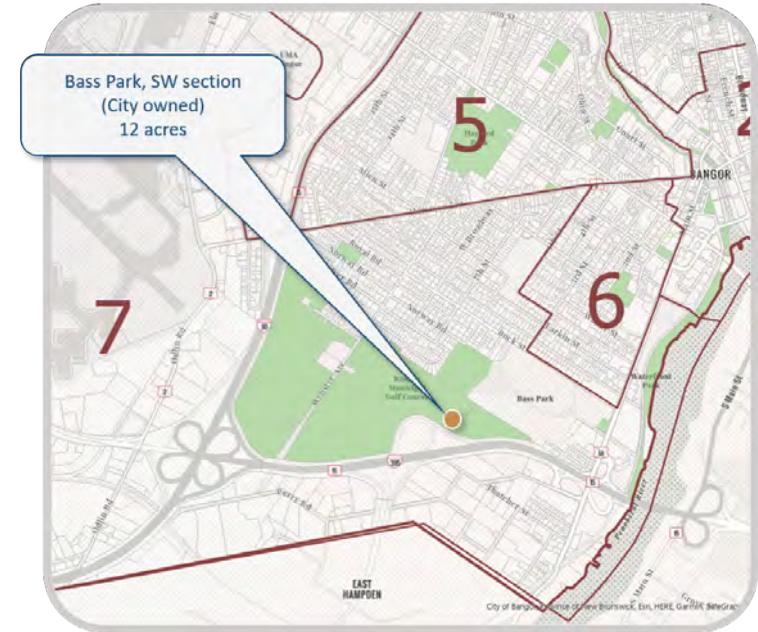
the Kenduskeag Stream Trail bridge off Harlow Street.

- Evaluate the condition and document the needs for stabilizing the PAL Center. Consider the feasibility and options for the buildings renovation and potential uses.

**Potential Development Sites.** As part of the master planning process, the team conducted a brief assessment of parcels for potential development as they relate to the areas of defined needs. Specifically, the assessment considered properties within the Judson Heights area, as well as undeveloped portions of Bass Park and Downeast School.

While there is approximately 4 acres of available vacant space behind Downeast School, access to the parcel for public use may be problematic. Additionally, the parcel is wet and there may be environmental constraints to the site's development. The city may need to consider acquiring property for the purposes of expanding the parks system to better serve this area.

The City has identified a 3.3 acre parcel on Judson Avenue for potential development. About a half acre larger than Williams

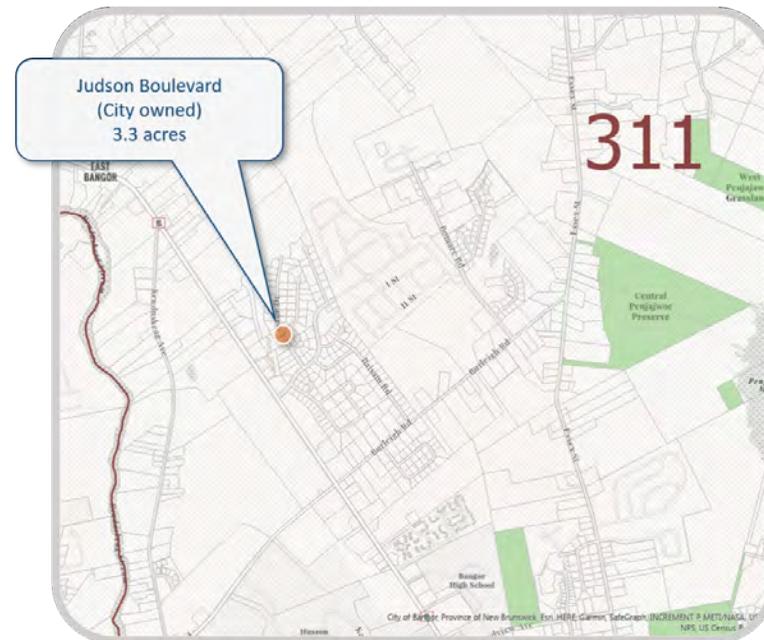


Park, the property offers space to incorporate similar activity areas to address local need. The location of the park adjacent to dense residential neighborhoods would address the need for parks within a walkable distance. The property is owned by the Parks and Recreation Department. Prior to developing the parcel, the department should conduct a thorough outreach process to inform the park design and features.

The master planning team also conducted a high level assessment of an approximately 12 acre undeveloped parcel in the southern portion of Bass Park for potential use as a parks and recreation center and/or athletic field complex. The cursory investigation suggested that there are likely environmental constraints that will limit development but there may be sufficient area to support a new facility, depending upon the specific needs of the community. The feasibility study recommended for the Parks and Recreation Center/Sawyer Park should include an assessment of the Bass Park parcel to understand its development potential and its ability to support specific parks and recreation uses, if any.

**Recommended Studies, Plans, & Design.** The needs assessment identified the need for some proactive planning efforts, including:

- Conduct a feasibility study of the Parks and Recreation Center and Sawyer Arena. Combining the facilities into single feasibility study will help the city evaluate options for improvement to address community need.
- Prepare historic master plans for Cascade park, Chapin Park, Summit Park, and Davenport Park. The plans should be developed to guide rehabilitation of the sites based on the Secretary of the Interior's Guidelines for the Treatment of Cultural Landscapes.
- Additionally, the city should engage a landscape historian to research and prepare a comprehensive history of its parks.
- Conduct a community outreach process to develop a new vision for Broad Street Park and a design concept to guide future redevelopment efforts.
- Develop a design for the lower portion of Coe Park
- Conduct a structural assessment and maintenance plan for





Above, clockwise from left: Representative Parks and Recreation Department assets include urban parks, community garden plots, scenic natural areas, community programs, and neighborhood parks. (Kenduskeag Stream photo credits: City of Bangor Facebook page).

### Recommendations – Department Operations & Staffing.

To address the deficiencies in the department's staffing, the City should consider the following actions:

- Add full time staff to the department and explore opportunities to transition temporary positions into full time permanent positions. Adding a minimum of four full time equivalents would bring the department in line with communities of similar populations and operating budgets. However, Bangor's greater workload burden suggests that

### Staffing Recommendations



### Capital Budget - Recommendations



this should be a starting point and additional staffing should be considered.

- Explore shared staffing between the Forestry Division and Parks and Recreation Department maintenance operations.

**Recommendations – Budget.** To address the deficiencies in the department's operations and budget, the City should consider the following actions:

- Increase the operating budget to cover additional staffing and to fund the necessary operations to maintain the existing parks and recreation facilities and trails.
- Increase the capital plan budget to a minimum of \$592,000 beginning in the upcoming fiscal year to bring the department funding in line with that of similar communities. The annual budget target should reflect typical escalation costs, usually 2% per year.
- Consider increasing funding of new development and acquisition to help the city acquire property and expand needed parks and recreation assets

### 10-year Capital Plan Budget.

The City of Bangor Parks and Recreation Department pursued this master planning process to assess how well the existing facilities and programs serve the overall community's needs, to set strategic benchmarks to guide decision-making, and to

identify, prioritize, and structure investments in future projects and programs to address those needs. This master plan - and the following capital plan budget - is intended to guide the department through the next decade. The following tables describe and prioritize the projects identified through the needs assessment project.

The prioritized projects are incorporated into the following capital plan which is organized by fiscal year. The projects, unless otherwise indicated, will be budgeted through the Capital Improvements Program with a target annual budget around \$592,000 plus a 2% escalation cost per budget year, which is the recommended funding based on the benchmark assessment data. The plan assigns a level of priority for the projects which are identified as follows:

- The highest priority, or "near term" projects are those that are currently identified in the FY22 budget or that require action to resolve safety issues or to address poor conditions or immediate need.
- Projects identified as high priority or "short-term." Short-term projects are those slated for fiscal years 23-25.
- Projects identified as medium priority or "mid-term." Mid-term projects are slated for fiscal years 26-28. Projects identified as low priority.
- "Long-term" projects are slated for fiscal years 29-32. The projects, unless otherwise indicated,

The approach also assumes that some common recurring needs will be covered by a revolving fund to be assigned at the department's discretion. These "annual" funds may also be used toward grant matches in some cases. The identified funding is suggested, and there may be coordination requirements with other departments or granting authorities, etcetera, to align the funding sources and project years.

The plan also identified projects that are considered part of general operations. It is assumed that some of the recommendations noted under "operations projects" can be performed in house by maintenance crews or can be coordinated with other departments and/or divisions as opportunities allow.

## Parks & Recreation Facility Projects

The following tables describe and prioritize the projects identified through the needs assessment project. A description of the project labels and key codes is described below. The prioritized projects are incorporated into the overall capital plan for the department, which is organized by fiscal year budget. The highest priority projects are those that are currently identified in the FY22 budget or that require action to resolve safety issues or to address poor conditions or immediate need. Reference the key below for a breakout of priorities by fiscal year. The approach assumes that some common identified recurring needs will be covered by a revolving fund to be assigned at the department's discretion. These funds may also be used toward grant matches in some cases. The identified funding is suggested, and there may be coordination requirements with other departments or granting authorities, etcetera, to align the funding sources and project years. It is assumed that some of the improvements can be performed in house by maintenance crews or can be coordinated as part of street maintenance and/or improvements under the Department of Public Works.

Priority	FY	Facility	Project Title	Project Description	Notes	Project Cost	Funding
See Key	R	Park Facility	Project Title	General project description	Special notes regarding the scope or funding	Project budget	Funding Source

KEY TO ACRONYMS	
Timing / Term & Fiscal Year (FY)	
ANNUAL	These are costs that recur as part of a revolving fund, such as the playground upgrades & Improvements fund
LONG	Fiscal Years 29-31
MID	Fiscal Years 26-28
SHORT	Fiscal Years 23-25
NEAR	Fiscal Year 22
FY#	Corresponds to the budget year proposed for the project
R	Refers to a recurring budget item, such as the playground upgrades & improvements fund
S	Denotes a special budget item that is not time sensitive and may be part of a collaboration / partnership opportunity
Funding	
CIP	Capital Improvements Project budget item
CIP-RF	Capital budget item that is part of a revolving fund, such as the playground upgrades & improvements fund
OP	Operating budget item or project that is in whole or in part absorbed by in house labor or general maintenance
JOINT	Denotes projects that may be funded in whole or in part by other departments as part of their normal OP/CIP budgets
DONATION	Capital budget item that is part of a revolving fund, such as the playground upgrades & improvements fund
CDBG	Refers to Community Development Block Grant funding
LWCF	Refers to the Land and Water Conservation Fund grants
DONATION	Refers to budget costs that can be offset through donations and/or efforts from outside entities or project partners
SPONSOR	Refers to projects or efforts that can be sponsored in whole or in part by outside entities

## Annual Recurring Projects

### Parks & Recreation Facility Projects

Projects identified as annual projects are recurring general projects to cover costs for revolving expenses such as playgrounds, hard play courts paving, etc.. Annual projects are slated for inclusion in all fiscal years. These revolving projects, unless otherwise indicated, will be budgeted through the Capital Improvements Program with a target annual budget around \$590,000, which is the recommended funding based on the benchmark assessment data.

Priority	FY	Facility	Project Title	Notes	Project Cost	Funding	Total Annual Budget
ANNUAL	R	Revolving	ADA & Path Improvements	Part of a dedicated maintenance fund for ADA & path improvements within the annual budget	\$15,000	CIP-RF	
ANNUAL	R	Revolving	Site Furnishings	Part of a dedicated fund to add & maintain site furnishings and picnic shelters throughout parks	\$15,000	CIP-RF	
ANNUAL	R	Revolving	Playground Upgrades & Replacements	Part of a dedicated revolving fund to replace and improve existing playgrounds (\$40k) and to add tot lots (\$35k)	\$75,000	CIP-RF	
ANNUAL	R	Revolving	Court Maintenance & Improvements	Dedicated maintenance funds for court resurfacing and upgrades	\$30,000	CIP-RF	
ANNUAL	R	Revolving	Trail Markers	Part of a dedicated fund for trail location markers.	\$5,000	CIP-RF	
ANNUAL	R	Revolving	Directional Signage	Combine as needed with the path markers work.	\$2,000	CIP-RF	



## Parks & Recreation Facility Projects

Projects identified as high and highest priority. The highest priority projects are either slated for the upcoming fiscal year and have been included in the budget to date or projects that require immediate attention to address safety or maintenance issues. High priority projects are those slated for fiscal years 23-25. The projects, unless otherwise indicated, will be budgeted through the Capital Improvements Program with a target annual budget around \$590,000, which is the recommended funding based on the benchmark assessment data.

Timing / Term	FY	Facility	Project Title	Project Description	Notes	Project Cost	Funding
NEAR	21	Hannibal Hamlin Parkway	Structural Assessment	Conduct a structural assessment of the structural walls that identifies existing conditions and needs for improvements.	Work currently being performed by the Engineering Department.	\$0	N/A
NEAR	21	Norumbega Parkway	Structural Assessment	Conduct a structural assessment of the structural walls that identifies existing conditions and needs for improvements.	Work currently being performed by the Engineering Department.	\$0	N/A
NEAR	22	Broadway Park	Pedestrian Crossing Improvements	Improve pedestrian crossings across Broadway and Stillwater Avenue with high profile markings and signalization.	Currently being completed by the Engineering Department	\$0	N/A
NEAR	23	Hayford Park / Parks and Rec Center	Sawyer Arena / Rec Center Feasibility	Conduct a comprehensive feasibility study of the Sawyer Arena and Parks and Rec Center facility including an assessment of the development	In conjunction with the Parks and Recreation Center Feasibility Study.	\$80,000	CIP
NEAR	23	Union Street Rec Area	Parking Lot Improvements	Refine the layout of the parking area, and repave and stripe the parking lot. Replace parking lot lighting and add security cameras.	Part of a dedicated maintenance fund for ADA & path improvements within the annual operations budget	\$260,000	CIP



### Near-Term

NEAR	23	Kenduskeag Stream Trail	Lovers Leap Crossing Improvements	Add warning signage at approaches and an activated, pedestrian crossing at Lovers Leap. Expand pedestrian space across bridge, if possible, and install temporary bollards for visibility and separation (Min. 3' width). Clear vegetation to improve sight lines. High priority.	May require engineering assistance prior to construction. May be grant eligible. Coordinate with Engineering Department.	\$55,000	CIP-JOINT
	22					\$395,000	



## Parks & Recreation Facility Projects

Projects identified as high and highest priority. The highest priority projects are either slated for the upcoming fiscal year and have been included in the budget to date or projects that require immediate attention to address safety or maintenance issues. High priority projects are those slated for fiscal years 23-25. The projects, unless otherwise indicated, will be budgeted through the Capital Improvements Program with a target annual budget around \$590,000, which is the recommended funding based on the benchmark assessment data.

Timing / Term	FY	Facility	Project Title	Project Description	Notes	Project Cost	Funding
SHORT	23	Cascade Park	National Register Application	Initiate the National Park Service's (NPS) National Register of Historic Places listing process and documentation of the park's history.	Combine historical research & National Register nomination with the Master Plan.	\$5,000	CIP
SHORT	23	Cascade Park	Landscape Rehabilitation Master Plan	Prepare a park master plan that is in line with the NPS Guidelines for Treatment of Cultural Landscapes to guide future park rehabilitation.	Combine historical research, design, outreach, & engineering assessment into Master Plan to guide improvements and identify costs.	\$30,000	CIP
SHORT	23	Cascade Park	Utility & Facility Improvements	Update the park's water circulation and electrical supply system to address safety issues and utility structure needs, including the addition of a pump house and restroom building.	Combine the water circulation & electrical supply system evaluation as part of the Master Plan. Allocate funds to stabilize and address safety issues.	\$260,000	CIP
SHORT	23	Dakin Pool	Splash Pad Addition or Conversion	Conduct a community discussion to ascertain the options and level of support for a splash pad at the facility.	Assumes public outreach is done by department staff with design support to consider concepts. Budget to be determined.	\$0	N/A



### Short-Term

SHORT	23	Dakin Pool	Recoat Inner Pool	Apply new pool coating to address necessary repairs	Assumes work is completed by an outside contractor	\$90,000	CIP
SHORT	23	(Gomez) Broad Street Park	Park Redevelopment Plan	Undertake an outreach and design process to redevelop Broad Street (Gomez) Park as a more active and intensively managed park space.	Hire a consultant to explore redevelopment and to identify improvements and costs.	\$20,000	CIP
SHORT	23	Hannibal Hamlin Parkway	Increased Programming	Consider partnering with the Art Museum to introduce temporary art exhibits in the park or to program cultural activities.	Coordinate with community organizations and businesses to introduce summer programs and events.	\$15,000	CIP
SHORT	23,24,25	Kenduskeag Stream Trail	Lighting Improvements	Continuer adding lighting in strategic places through the main trail route to supplement new bridge lighting.	Add lighting first to trailhead and areas that with known safety or security issues. Fund over a multi year period	\$25,000	CIP - LWCF
SHORT	23	Kenduskeag Stream Trail	Pedestrian Bridge Assessment	Perform a structural assessment of the pedestrian bridge to identify maintenance needs and to evaluate alternatives to the deck planking system.	Identify needs and costs as part of the structural assessment work.	\$ 8,000	CIP
SHORT	23	Kenduskeag Stream Trail	Harlow Street Trailhead	Formalize trail head at Harlow Street and introduce lighting, security cameras, & activity such as food trucks to encourage use and discourage misuse.	Partner with property owners for improvements and programming.	\$ 58,000	CIP / OP
SHORT	23	Second Street Park	Retaining Wall Removal	Remove the existing retaining wall in the southwest area of the park to discourage current long term loitering and drug use.	Capped facility. Include physical removal, site stabilization, as well as design and permitting costs	\$50,000	CIP
SHORT	23	Second Street Park	Safety Improvements	Manage vegetation and add interior park lighting to improve surveillance at the northeast edge of the park.	Assumes CIP funding for interior park lighting at the playground and lower entrance.	\$10,000	CIP / OP
	23					\$571,000	



## Mid-Term Projects

# Parks & Recreation Facility Projects

Projects identified as medium priority. Medium priority projects are slated for fiscal years 26-28. The projects, unless otherwise indicated, will be budgeted through the Capital Improvements Program with a target annual budget around \$590,000, which is the recommended funding based on the benchmark assessment data.

Timing / Term	FY	Facility	Project Title	Project Description	Notes	Project Cost	Funding
MID	25-26	Brown Woods	Accessible Trail & Natural Area	Consider improvements to create a fully accessible natural area and trail with outdoor educational features.	Prioritize an LWCF application to seek funding for an upgraded ADA facility. Find project partners and commit to the 50% city match.	\$160,000	LWCF & DONATION-CIP
MID	26	Kenduskeag Stream Trail	Multi-use Trail Feasibility Study	Conduct a comprehensive feasibility study of the Kenduskeag River Trail system to assess the community support and the potential for a paved multi-use path along portions of the existing Kenduskeag River Trail to improve access for a variety of users, including cyclists, and to raise the level of activity through the park which will help reduce unwanted uses.	Establish a working group to conduct outreach with the community; If multi-use trail is desired, hire an engineering consultant to explore route options, feasibility, and costs.	\$50,000	CIP
MID	26	Coe Park	Streetscape Improvements	Improve streetscape along Court Street park frontage and add a high visibility pedestrian crossing.	Coordinate with sidewalk improvements and fund as a parks-public works project. Include lighting, banners, and crossing treatment.	\$50,000	CIP / JOINT



## Mid-Term Projects

MID	26	Community Gardens	Parking Lot & Driveway Improvements	Rebuild and/or repave the parking lot, driveway, and access road at the community garden to address poor conditions.	Coordinate with the Pedestrian Safety Improvements	\$80,000	CIP
MID	26	Community Gardens	Pedestrian Improvements	Add new sidewalk along the entrance drive from Essex Street into the garden plot areas.	In conjunction with the Parking Lot & Driveway Improvements	\$18,000	CIP
MID	26	Community Gardens	Parking Lot Buffer	Remove pavement and install a planted island / rain garden between the garden plots and the parking area to provide separation. Consider adding a timber guardrail along the boundary.	Part of the Parking Lot & Driveway Improvements, and Pedestrian Improvements	\$36,000	CIP
MID	26	Community Gardens	Accessible Garden Plots	Replace pavement under front garden plots to improve accessibility and address deteriorated condition.	Consider adding in conjunction with the other site improvement projects	\$46,000	CIP
MID	26	Community Gardens	Loop Driveway Paving	Repave loop road and materials storage areas; Narrow width to 10' except for back section / material storage zone.	Consider adding in conjunction with the other site improvement projects	\$55,000	CIP
MID	26	Community Gardens	Lighting & Security Improvements	Improve site security. Add lighting and security cameras in the parking area and along southern interior access road.	Consider adding in conjunction with the other site improvement projects	\$60,000	CIP
MID	26	Union Street Rec Area	Recoat Inner Pool	Apply new pool coating to address necessary repairs	Assumes work is completed by an outside contractor	\$90,000	CIP
MID	26	Williams Park	Pickleball Amenities	Add a shade canopy and seating for the pickleball area.	Utilize the site furnishings fund toward the shade canopy and seating.	\$15,000	CIP-CDBG DWNTWN REV
	26					\$660,000	
MID	27	Davenport Park	Landscape Master Plan	Research and document the park's history and prepare a historical master plan to guide future park rehabilitation.	Combine historical research and design to guide improvements and identify costs.	\$15,000	CIP-CDBG DWNTWN REV
MID	27	Hannibal Hamlin Parkway	Pavers Replacement	Reconstruct the existing walkways and replace the concrete pavers with brick.	Consider including with park renovation as a whole; Coordinate with wall repair work (add this cost to the overall project cost).	\$130,000	CIP-CDBG DWNTOWN REV



### Mid-Term Projects

MID	27	Norumbega Parkway	Pavers Replacement	Reconstruct the existing walkways and replace the concrete pavers with brick.	Consider including with park renovation as a whole; Coordinate with wall repair work (add this cost to the project cost).	\$130,000	CIP
MID	27	Stillwater Park	Recreation Improvements	Consider diversifying the park to add recreational activity areas and to address unmet needs, such as tennis courts, pickleball courts, fit lots, bicycle playgrounds, or multi use field space. Work closely with the neighborhood residents to determine the most appropriate and community supported uses.	Perfect LWCF grant opportunity; Consider playground replacement fund as source for the city's match. (Placeholder budget)	\$300,000	CIP
MID	27	Summit Park	Landscape Master Plan	Research and document the park's history and prepare a historical master plan to guide future park rehabilitation.	Combine historical research and design to guide improvements and identify costs.	\$15,000	CIP-CDBG DWNTWN REV
	27					\$590,000	
MID	28	Chapin Park	Landscape Rehabilitation Master Plan	Research and document the park's history and prepare a historical master plan to guide future park rehabilitation.	Include historical research and documentation as part of the master plan	\$20,000	CIP-CDBG DWNTWN REV
MID	28	Essex Woods	Recreation Improvements	Consider opportunities to diversity the recreation area to address unmet needs, such as pickleball and/or tennis courts or playgrounds. Look for aligned and new uses, such as bicycle playgrounds or bicycle rodeos.	Perfect LWCF grant opportunity; Consider playground replacement fund as source for the city's match.	\$175,000	CIP-RF / LWCF
MID	28	Hannibal Hamlin Parkway	Landscape Improvements	Prepare a cohesive planting plan to guide landscape improvements and maintenance.	Consider including with park renovation as a whole.	\$5,000	CIP
MID	28	Norumbega Parkway	Site Furnishings & Lighting	Repair existing historic site features, including the light poles and benches.	Site furnishings, light poles and fixtures could be restored as part of a total park renovation or separately.	\$75,000	CIP / JOINT



## Mid-Term Projects

MID	28	Summit Park	Park Rehabilitation	Redevelop the park interior based on the historical documentation and master plan design recommendations.	Improvements and costs to be determined by the master plan. Cost to be determined. Placeholder shown.	\$150,000	CIP
MID	28	Summit Park	Parking Improvements	Improve on street parking to address drainage and condition issues. Pave, add curb stops, and striping.	Consider adding parking space paving improvements to a larger road rehab / park rehab project; Potential to share costs with DPW & WD	\$25,000	CIP
MID	28	Summit Park	Lighting Improvements	Supplement existing street lighting to provide coverage of the parking area. Consider replacing	Consider coordinating with parking improvements; Possible to share costs with DPW	\$30,000	CIP-RF
	28					\$480,000	



Parks & Recreation Facility Projects

Projects identified as low priority. Low priority projects are slated for fiscal years 29-32. The projects, unless otherwise indicated, will be budgeted through the Capital Improvements Program with a target annual budget around \$590,000, which is the recommended funding based on the benchmark assessment data.

Timing / Term	FY	Facility	Project Title	Project Description	Notes	Project Cost	Funding
LONG	29	Bangor Gardens Park	Parking & Entrance Improvements	Formalize a small parking area and improve the entrance access path.	Consider including ADA path improvements as part of the project.	\$64,000	CIP
LONG	29	Chapin Park	Park Improvements	Redevelop the park interior based on the historical documentation and master plan design recommendations.	Improvements and costs to be identified as part of the master planning process. Placeholder budget shown.	\$200,000	CIP
LONG	29	City Forest	Parking Expansion Feasibility Study	Consider an expansion of the parking area or addition of an axillary lot.	Conduct an assessment of the existing property to evaluate options for additional parking, including auxillary lot scenarios.	\$10,000	CIP
						\$274,000	
LONG	30	Coe Park	Lower Coe Park Concept Design	Undertake a design process to redevelop the lower portion of the park possibly as a trail head / park activity area.	Improvements and costs to be identified as part of the Concept Design.	\$7,500	CIP - LWCF



## Long-Term Projects

LONG	30	Essex Woods	Park Entrance Improvements	Enhance the existing entrance to the rec area trails and create an arrival zone at the existing kiosk with seating and other site amenities. Add trees and/or shrubs to soften chain link fence.	Consider including as part of the parking lot improvements project.	\$25,000	CIP
LONG	30	Hayford Park	Sign Improvements	Upgrade and relocate signage at the southern entrance to improve visibility.	Consider sign improvements after the findings from the feasibility study.	\$20,000	CIP
LONG	30	Peirce Park	Plaza Improvements	Consider cleaning and repairing or replacing the concrete plaza in-kind.	Clean and evaluate for repair feasibility to determine next steps.	\$5,000	
LONG	30	Peirce Park	Interpretive Signage	Consider adding interpretive signage to provide a brief history of the park space and its contributors, such as sculptor Charles Tefft and lumber baron Luther Peirce.	Partnership and/or donation opportunity. Reach out to Library and Historical Society.	\$5,000	OP
LONG	30	Summit Park	Highland Avenue Trail Connection	Improve the path connection to Highland Avenue and consider adding a picnic shelter on the southwest side of Thomas Hill Drive.	Leverage dedicated annual funds for path and site furnishings.	\$30,000	DONATION
	30					\$92,500	
LONG	31	Davenport Park	Landscape Rehabilitation	Redevelop the park interior based on the historical documentation and master plan design recommendations.	Future improvements project to revitalize the park; improvements and costs to be identified in the master plan. Placeholder shown. Cost to be determined.	\$ 250,000	OP
LONG	31	Second Street Park	Park Expansion	Consider partnering with Bangor Housing Authority to redevelop the vacant parcel to the east of the park to extend park space and area of management. The parcel could provide connectivity to the waterfront via Davis Court.	Consider grant funding through CDBG with a match through CIP. Placeholder shown, includes acquisition and improvements match.	\$250,000	CIP-RF
	30					\$500,000	



## Parks & Recreation Facility Projects

Projects identified as part of general operations. The projects are organized by general priority.

Timing / Term	FY	Facility	Project Title	Project Description	Notes	Project Cost	Funding
NEAR	21	Norumbega Parkway	Wall Repairs	Construct repairs to the wall damage upstream of Norumbega	Work currently being performed by the Engineering Department.	N/A	OP
NEAR	22	Coe Park	Vegetation Maintenance	Remove/trim shrubs to improve sight lines.	Part of general maintenance	N/A	OP
NEAR	22	Davenport Park	Park Programming	Find park partners to program the park to encourage park use. In the long term, this requires that the park is designed to provide programmable space.	Coordinate with community organizations and businesses to introduce summer programs and events.	N/A	OP
NEAR	22	Broad Street Park	Park Programming	Consider expanding food truck opportunities to include Gomez Park. Find park partners to intensively program the park to encourage park use.	Coordinate with community organizations and businesses to introduce summer programs and events.	N/A	OP
NEAR	22	Chapin Park	Vegetation Management	Clear or thin Norway Maple trees within the park interior and remove shrubs that block sight lines.	Part of general maintenance	N/A	OP



## Operations Projects

NEAR	22	Cascade Park	Critical Maintenance & Safety	Survey & address critical maintenence and safety issues. Replace guardrails at the top of the cascade overlook. Remove sediment buildup in the fountain plaza area. Remove remnant rebar from beside walkways.	Allocate personnel and funds to address critical park maintenance and safety issues.	\$10,000	OP
NEAR	22	Davenport Park	Stairway Repair	Replace the stairs and railings or construct a path switchback.	May require engineering assistance for design.	\$20,000	OP
SHORT	23	Dakin Pool	Pool Deck Cleaning & Repair	Clean the concrete pool deck and replace mortared joints where needed.	Assumes cleaning and repair is perfomed by the department maintenance staff	\$5,000	OP
SHORT	23	Davenport Park	Vegetation Management	Clear or thin trees within the park interior and remove shrubs that block sight lines. Trim shrubbery along the path leading to the monument to lower the height of the plantings and restore the walkway width.	Part of general maintenance	N/A	OP
SHORT	23	Parks and Rec Center	Ramp Repair	Repair the existing ADA ramp to the gymnasium entrance.	Part of the existing playground upgrade / replacement fund	\$5,000	OP
SHORT	23	Prentiss Woods	Vegetation Management	Maintain the existing trees to remove hazards.	Part of general maintenance	N/A	OP / JOINT
SHORT	23	Summit Park	Vegetation Management	Clear or thin trees within the park interior and remove shrubs that block sight lines.	Part of general maintenance.	N/A	OP
SHORT	23	Williams Park	Vegetation Maintenance	Trim shade trees to improve sight lines into the park and to address hazards.	Part of general maintenance	N/A	OP
SHORT	24	Prentiss Woods	Erosion Repair & Drainage Improvements	Repair minor erosion on steeper hill sections and address drainage improvements required to reduce runoff.	Part of general maintenance	N/A	OP
SHORT	25	Norumbega Parkway	Tree Maintenance & Replacements	Maintain existing trees to remove hazardous growth and raise the canopies above the walkways. Selectively remove unhealthy trees and replace in kind.	Part of general maintenance. Tree replacements allowance in CIP.	\$5,000	OP



## Operations Projects

MID	28	Hannibal Hamlin Parkway	Site Furnishings & Lighting	Repair or replace the site amenities, including the light poles and fixtures, trash receptacles, and benches.	Site furnishings, light poles and fixtures could be replaced as part of a total park renovation or separately.	\$75,000	OP
LONG	31	Little City Park	Parking Improvements	Pave the existing gravel shoulder to define parking area and address drainage issues.	Considering including in City's general paving and roadway improvements budget	\$30,000	OP / JOINT
ANNUAL	R	Davenport Park	Maintenance Monitoring	Monitor the park frequently to reduce trash accumulation and other routine maintenance needs.	Part of general maintenance	N/A	OP



