

**BLUE HILL  
COMPREHENSIVE PLAN**

**MARCH 2006**

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## **BLUE HILL COMPREHENSIVE PLAN MAP LIST**

Please note that only selected copies of the maps are included with this document. All copies of the maps are available at the town office and may be viewed on-line at:

<http://www.hpcme.org/landuse/bluehill/bluehillplan.htm>

MAP 1	BASE MAP
MAP 2	TRANSPORTATION & PUBLIC FACILITIES
MAP 3	HISTORICAL & ARCHEOLOGICAL RESOURCES
MAP 4	NATURAL RESOURCES
MAP 5	FOREST & AGRICULTURAL RESOURCES
MAP 6	WATER & MARINE RESOURCES
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MAP 8	DEVELOPMENT PATTERNS
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# INTRODUCTION

Blue Hill needs to have a current comprehensive plan that is based on solid public involvement. When balancing public purpose with private interests, it is helpful to have a strong sense of what constitutes public purpose in our community. If we can point to the comprehensive plan as the place where our community's values are defined and the public purpose is articulated, we are much better off than deciding what the public purpose is on a case-by-case basis. In other words, the comprehensive plan is the starting point for establishing public purpose as it relates to growth and development.

Our private property rights are not absolute they are subject to the constraint that we should use our property so as not to harm others, this is a fundamental concept behind local planning regulations. On the other hand, we should always be trying to balance the strength of the public purpose against the impact that regulations might have on private property.

The Blue Hill comprehensive plan is an advisory document. It reflects the desired future of the town based on what residents have expressed at public meetings and through a public opinion survey. Overall, it identifies current issues and opportunities that the town faces and discusses what is expected to happen within the next five to ten years.

The plan consists of two major parts. The *Inventory and Analysis* discusses recent trends in the town and projects what may happen in the future. While it discusses some options for the town to consider, **these are not recommendations**. Rather, this section is a reference document that reflects conditions in the town as of mid-2004. Since all towns change rapidly, some of the information in this section may be out of date by the time the plan is adopted.

The second part is the *Goals, Policies, Implementation Strategies and Future Land use Plan*. This section sets specific recommendations for the future of the town. These recommendations are followed by detailed implementation strategies that indicate who will do what and when. The *Future Land Use Plan* presents a vision of how the town should grow.

The plan, however, is not valid until it is adopted by the voters. While the plan is the legal basis of any changes to land use ordinances, all such changes must be voted upon by the voters separate from the comprehensive plan vote. Public hearings are required before any vote.

The plan is intended to guide the select board, planning board, town employees and other town committees and boards in their decisions and provide continuity in town policy. It can also be used to help Blue Hill seek funding from various state and federal grant programs. Residents are reminded that planning is an ongoing process. This plan should be reviewed annually to see if its assumptions are still valid. A more thorough review may be needed in five years.

## A. POPULATION

### 1. Purpose

Population is one of the most basic components of a comprehensive plan. In order to understand Blue Hill's current and future needs, it is important to review population trends. This section seeks to accomplish the following:

- a. Review population trends since 1990; and
- b. Project future population growth.

### 2. Key Findings and Issues

While the school-aged population continued to increase between 1990 and 2000, there was a decrease in the number of pre-school-age children and those between the age of 18 and 44. This means that future decreases are likely in school enrollment. The number of persons between the age of 45 and 64 increased by 152 percent. The total year-round population in town between 1990 and 2000 increased by 23 percent (from 1,941 to 2,390). By 2015, the town is projected to have a year-round population of 3,000. Median household incomes were over the county median in 1990 and below that median in 2000. Also, the poverty rate in town increased by 45 percent during this period.

### 3. Public Opinion Survey Results

About 64 percent of the respondents were concerned about population growth (*for complete survey results, see Appendix I*). Sixty-nine percent wanted the town's population to stay the same. Perhaps indicative of the aging of the population, 80 percent expressed concern about youth opportunities.

### 4. Highlights of the 1991 Plan

The plan projected a 2001 year-round population of 2,500, which was somewhat more than the actual 2000 population. The number of persons between ages 5 and 17 was projected to be 470 in 2001 compared to the 2002 estimate of 438. The plan mentioned the need to plan for both the needs of the elderly and school-aged children.

### 5. Trends Since 1991

Table A.1 shows historical population trends for Blue Hill. As seen, the town's population has fluctuated considerably over the years. The town, however, has gained population steadily since 1970. In fact, its 2000 year-round population was nearly 75 percent more than its 1970 population.

*Blue Hill Comprehensive Plan Update: Inventory and Analysis*  
*Section A. Population*

<b>Table A.1 Historical Population Trends, Blue Hill 1860-2000</b>		
<b>Year</b>	<b>Population</b>	<b>Ten Year Percent Change</b>
1860	1,993	
1870	1,707	-14.4%
1880	2,213	29.6%
1890	1,980	-10.5%
1900	1,828	-7.7%
1910	1,462	-20.0%
1920	1,564	7.0%
1930	1,439	-8.0%
1940	1,343	-6.7%
1950	1,308	-2.6%
1960	1,270	-2.9%
1970	1,367	7.6%
1980	1,644	20.3%
1990	1,941	18.1%
2000	2,390	23.1%
<b>SOURCE: U.S. Census</b>		

As seen in Table A.2, the population of the various age groups changed at different rates between 1990 and 2002. There was a 25 percent decrease in those younger than five-years-old. The 5 to 17 age group, which comprises the majority of the school-aged population, increased by about 18 percent and those between 18 and 44 decreased by about 1 percent. Any decrease in this age group is significant since it constitutes the group that is of prime child bearing age. A decrease in this group usually means that a decrease in the number of children in town will follow.

The largest increase (152 percent) was in those between 45 and 64 years. This is another indicator of the aging of the population. Overall, the median age in town increased from 38.6 years in 1990 to 40.6 in 2000. Hancock County's median age increased from 35.8 to 40.7 during the same period. Blue Hill's median age is thus only fractionally lower than the county median.

<b>Table A.2 Change in Age Breakdown, Year-round Population Blue Hill: 1990-2002</b>						
<b>Age Group</b>	<b>1990 Number</b>	<b>1990 Percent</b>	<b>2002 Number</b>	<b>2002 Percent</b>	<b>Change 90-02</b>	<b>Percent Change 90-02</b>
<b>0-4</b>	115	6%	86	3%	-29	-25.2%
<b>5-17</b>	371	19%	438	18%	67	18.1%
<b>18-44</b>	709	37%	700	28%	-9	-1.3%
<b>45-64</b>	307	16%	772	31%	465	151.5%
<b>65 &amp; over</b>	439	23%	464	19%	25	5.7%
<b>Total</b>	1,941	100%	2,460	100%	519	26.7%
<b>SOURCE: U.S. Census</b>						

***Blue Hill Comprehensive Plan Update: Inventory and Analysis***  
***Section A. Population***

The average number of persons per household in Blue Hill decreased from 2.48 in 1990 to 2.23 in 2000. During this same period, household sizes in Hancock County decreased from 2.48 to 2.31. Household sizes are important in determining how many homes will be needed for a given level of population.

There have been changes in other population statistics as well. In 1990 the town had a median household income of \$26,134 which was 103 percent of the county median income of \$25,247. By 2000, Blue Hill's median income had increased to \$31,484, which was about 88 percent of the county income of \$35,811. Incomes have thus not kept pace with the county median.

A similar trend can be seen in poverty rates. The 1990 poverty rate in Blue Hill was 9.3 percent compared to 10.0 percent for Hancock County. By 2000, the poverty rate had increased to 13.5 percent compared to 7.1 percent for the county. This represents a 45 percent increase in the poverty rate for Blue Hill.

There has been an increase in educational attainment levels. In 1990, 88.2 percent of Blue Hill residents aged 25 and older had a high school education and 30.5 percent had a bachelor's degree. By 2000, 92.7 percent had a high school degree and 34.4 percent had a bachelor's degree. By comparison, Hancock County in 2000 had an 87.8 percent high school education rate and a 27.1 percent bachelors degree rate. The 2000 U.S. Census reported that all of Blue Hill's year-round population resided in households. None were reported in group quarters such as nursing homes or dormitories.

## **6. Seasonal Population**

It is very difficult to estimate a town's seasonal population. There are several sources of population that affect a town's seasonal fluctuations. First, there are people who reside in seasonal dwellings. Second, there are people residing in transient accommodations such as campgrounds, bed and breakfasts and similar lodgings. Third, there are day visitors.

A general estimate of the population residing in seasonal homes can be made by multiplying the total number of second homes by the average household size. While there is no way to estimate the average household size for a second home it can be argued that it is normally larger than that of year-round home since seasonal homes tend to have more visitors or to be used by families. Therefore, an average household size of 3.23 persons will be for seasonal homes (compared to 2.23 for year-round homes).

If the 3.23 persons per household is multiplied by the 412 second homes reported in the 2000 Census, there would be 1,300 persons residing in second homes. The comprehensive planning committee estimates that there is an approximately 250-person capacity in the various transient accommodations in town. This means that there are an estimated 1,580 additional people who may stay overnight in town. Thus the peak summer population is around 3,970. This figure combines the year-round population of 2,390 and 1,580 seasonal residents. The town's population increases by about two-thirds in the peak summer months.

*Blue Hill Comprehensive Plan Update: Inventory and Analysis*  
*Section A. Population*

**7. Projected Population**

There is no reliable way to project population for a small town such as Blue Hill. Some general statistical models can be used, however. The State Planning Office has developed year-round population projections for all towns in the state through 2015. The figures for Hancock County and Blue Hill are shown on Table A.3. As seen, Hancock County as a whole has considerable growth potential. This is consistent with recent trends of a high in-migration rate. The population data for Blue Hill show a 25 percent increase between 2000 and 2015. Planning for future public facility needs and year-round home construction should be based on this figure.

<b>Table A.3</b>			
<b>Projected Population through 2015<sup>1</sup></b>			
<b>Unit of Government</b>	<b>2000</b>	<b>2010</b>	<b>2015</b>
<b>Blue Hill</b>	2,390	2,868	3,000
<b>Hancock County</b>	51,791	56,635	58,741

<sup>1</sup> **NOTE:** refer to text for discussion of limitations of data  
**SOURCE:** State Planning Office web site

**8. Regional Issues**

Like most of Hancock County, the town of Blue Hill has experienced rapid population growth. One key regional trend is that the population of the coastal communities is aging. This means that towns may want to work together to explore the development of more services for the elderly. At the same, cooperative strategies to address the needs of younger households could also be explored.

## **B. ECONOMY**

### **1. Purpose**

An understanding of the economy is important in planning for the future of a town. This section seeks to accomplish the following:

- a. Summarize economic trends since the early 1990s; and
- b. Identify current economic issues.

### **2. Key Findings and Issues**

Blue Hill has had unemployment rates below the county average in recent years. It has a higher percentage of persons employed in health, education and professional positions than does the county as a whole. There is a 22 percent self-employment rate. Commuting times increased between 1990 and 2000.

### **3. Public Opinion Survey Results**

Only 33 percent of respondents felt that there were sufficient employment opportunities in the Blue Hill area. While most respondents favored allowing light manufacturing at least somewhere in town, 63 percent did not want to see heavy industrial uses anywhere in town.

### **4. Highlights of the 1991 Plan**

The plan mentioned that there were seasonal fluctuations in employment. The labor force had a higher percentage of persons employed in professional and craft positions than did the county. The single largest employment sector was education.

### **5. Trends Since 1991**

Table B.1 compares employment by classification between Blue Hill and Hancock County for 1990 and 2000. Overall, the Blue Hill labor force increased from 878 persons to 1,170 persons, an increase of 33 percent compared to a 19 percent increase for the county as a whole.

There are several differences between the employment classification breakdown of the Blue Hill labor force and that of Hancock County in the year 2000. First, there was lower proportion of Blue Hill workers employed as private wage and salary workers. There was also a slightly lower proportion of government workers. While about 16 percent of the county labor force was self-employed, Blue Hill had a 22 percent self-employment rate. While there was only a fractional change in the self-employment rate for the county as a whole between 1990 and 2000, the rate for Blue Hill increased by about 28 percent. Any economic development strategy for Blue Hill must recognize the importance of self-employment and small-scale businesses.

*Blue Hill Comprehensive Plan Update: Inventory and Analysis*  
*Section B. Economy*

<b>Table B.1</b>				
<b>Class of Workers, Employed Persons 16 years and over, 2000</b>				
	<b>Blue Hill</b>		<b>Hancock County</b>	
	Number	Percent	Number	Percent
Private Wage/Salary	742	64.0%	17,470	69.8%
Fed/State/Local Gov't	151	13.0%	3,511	14.0%
Self-employed	259	22.3%	3,975	15.9%
Unpaid Family Member	8	0.7%	78	0.3%
Total	1,160	100.0%	25,034	100.0%
<b>SOURCE:</b> U.S. Census, 2000, Table DP-3				
<b>Class of Workers, Employed Persons 16 years and over, 1990</b>				
	<b>Blue Hill</b>		<b>Hancock County</b>	
	Number	Percent	Number	Percent
Private Wage/Salary	599	68.2%	14,604	69.5%
Fed/State/Local Gov't	121	13.8%	2,998	14.3%
Self-employed	152	17.3%	3,325	15.8%
Unpaid Family Member	6	0.7%	73	0.4%
Total	878	100.0%	21,000	100.0%
<b>SOURCE:</b> U.S. Census, CPH-L-83, Table 2				

Table B.2 compares employment by industry sector for Blue Hill and Hancock County. The single largest category is education, health and social services (about 31 percent compared to 22 for the county as a whole). This high percentage is due at least in part to the presence of several schools in town as well as the Blue Hill Memorial Hospital. The next largest employment category is construction (12 percent compared to 10 percent for the county) and professional and scientific (11 percent compared to 8 percent for the county). The higher percentage of those employed in professional positions is reflective of the higher educational levels in town.

While Blue Hill is a rural community, a relatively small proportion of the population is employed in natural resource-based businesses. For example, Table B.2 indicates that only 3.5 percent of the labor force was employed in Agriculture, Forestry and Fisheries compared to 5.3 percent of the county as a whole. Marine resource and agricultural issues are discussed at greater length in the Marine Resource and Agricultural and Forest Resources chapters.

<b>Table B.2</b>				
<b>Blue Hill &amp; Hancock County: Employment by Industry Sector, 2000</b>				
Category	<b>Blue Hill</b>		<b>Hancock County</b>	
	Numbers	Percent	Numbers	Percent
Agriculture, Forestry, & Fisheries	41	3.5%	1,315	5.3%
Construction	137	11.8%	2,524	10.1%
Manufacturing	76	6.6%	2,369	9.5%

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Wholesale Trade	19	1.6%	575	2.3%
Retail Trade	78	6.7%	3,057	12.2%
Transportation, Warehousing and Utilities	32	2.8%	883	3.5%
Information	22	1.9%	644	2.6%
Finance, Insurance & Real Estate	62	5.3%	1,191	4.8%
Professional, scientific, management, administrative and waste management services	125	10.8%	2,005	8.0%
Educational, health and social services	355	30.6%	5,544	22.1%
Arts, entertainment, recreation, accommodation and food services	69	5.9%	2,252	9.0%
Other services (except public administration)	101	8.7%	1,672	6.7%
Public Administration	43	3.7%	1,003	4.0%
<b>Total</b>	<b>1,160</b>	<b>100%</b>	<b>25,034</b>	<b>100.0%</b>
<b>Source:</b> 2000 U.S. Census: Table DP.3				

While Blue Hill is a service center community, many residents commute to jobs outside of town. Between 1990 and 2000, the mean commuting time for Blue Hill residents increased by about 36 percent from 16.8 minutes to 22.0 minutes. In 2000 Hancock County as a whole had a mean commuting time of 22.4 minutes, which was fractionally more than the time for Blue Hill. Of the 1,142 Blue Hill residents reported in the labor force by the 2000 Census, 569 worked in Blue Hill. The next most frequent destination was Ellsworth (143), followed by Castine (53), Bucksport (41) and Bangor (34). There is also substantial commuting into the town. Of the 1,244 persons who work in town, the most frequent places of residence (besides the 569 Blue Hill residents) were Sedgwick (94), Penobscot (76) and Brooksville (64). People commute as far away as Orono, Stetson and Belmont.

Unemployment rates are shown in Table B.3 for Blue Hill and Hancock County. The town has had, in recent years, unemployment rates well below the county average. Unemployment does not presently appear to be a problem in Blue Hill. The county as a whole does continue to have seasonal fluctuations in employment. For example, the Ellsworth-Bar Harbor Labor Market Area had an 9.4 unemployment rate in February 2003 compared to a 2.8 percent rate in August 2003.

<b>Table B.3</b>				
<b>Average Annual Unemployment Rate, 1999-2002</b>				
<b>Unit of Government</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>
Blue Hill	3.5	1.9	2.8	3.8
Hancock County	5.3	4.4	4.5	4.4
<b>SOURCE:</b> Maine Department of Labor <u>Maine Civilian Labor Force Estimates</u>				



**6. Current Economic Issues**

One economic issue facing the town is difficulty employers face in recruiting and retaining employees. This is due in large part to the high cost of housing, which is addressed in the Housing chapter. While unemployment rates are relatively low, poverty is also a problem. At the same time the town has attracted many higher income residents, its poverty rate has increased. The town may thus want to consider undertaking a comprehensive economic development strategy. This strategy should complement efforts at downtown revitalization (see Section L.5.d).

## **C. HOUSING**

### **1. Purpose**

It is important for a comprehensive plan to have an analysis of the housing market and local and regional housing needs. This section seeks to:

1. review housing trends since 1990;
2. discuss housing affordability;
3. identify major housing issues; and
4. project future housing construction trends.

### **2. Key Findings and Issues**

Housing sales prices are well above the county median while household incomes are below the county median. This seriously limits opportunities for first-time home buyers. There is also a serious shortage of lower cost rental opportunities.

Between 1970 and 2000, there was a 67 percent increase in the number of year-round homes and a 243 percent increase in the number of second homes. There was a minor decrease in the number of second homes between 1990 and 2000 as second homes were converted to year-round use. The plan predicts a 25 percent increase in the number of year-round homes between 2000 and 2015.

### **3. Public Opinion Survey Results**

Sixty-seven percent of respondents were concerned about affordable housing. Seventy-three percent favored ordinances that promoted single family homes. Forty-seven percent wanted to have mobile home parks in as few places as possible.

### **4. Summary of the 1991 Plan**

The plan mentioned that the town had a faster rate of housing construction than the county. It projected there would be 1,400 year-round units by 2000, which was far more than the 1,074 units reported by the U.S. Census. The plan also mentioned that housing prices were increasing at a faster rate than the county and that household incomes were below those of the county.

### **5. Trends Since 1990**

There was a nearly 12 percent increase in the total number of dwelling units (year-round and seasonal) in Blue Hill between 1990 and 2000 (see Table C.1). As of 2000, there were 1,486

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**Section C. Housing**

dwelling units in Blue Hill reported by the U.S. Census. There was a nearly 18 percent increase (163 units) in the number of year-round homes from 911 units in 1990 to 1,074 in 2000. Overall the number of year-round homes increased by 67 percent between 1970 (when there were 642 year-round homes in town) and 2000.

There was an approximately two percent decrease in the number of second homes. This is likely due to people converting second homes to year-round occupancy. Many second homes were created in recent decades. For example, in 1970 there were 120 second homes in Blue Hill compared to 412 in 2000. This represents a 243 percent increase in 30 years.

Type	1990	2000	Change	Percent Change
Year-round	911	1,074	163	17.9%
Seasonal	421	412	-9	-2.1%
Total	1,332	1,486	154	11.6%

**SOURCE:** U.S. Census

Table C.2 shows the breakdown among various housing types. There was a nearly 10 percent increase in the number of single family homes and a 38 percent increase in the number of duplexes and multi-family units between 1990 and 2000. Single family homes, however, accounted for roughly the same percentage of total dwelling units in both 1990 and 2000. The U.S. Census data show that there was a nearly 19 percent decrease in the number of mobile homes. This is most likely due to the Census using a different definition of mobile homes in the year 2000 rather than an actual decline.

Type	1990		2000		Percent Change
	Number	Percent	Number	Percent	
Single family	1,067	80.1%	1,178	79.3%	10.4%
Duplex/Multi-family	147	11.0%	204	13.7%	38.8%
Mobile Homes	118	8.9%	96	6.5%	-18.6%
Boat/RV/Van	-	0.0%	8	0.5%	n/a
<b>Total</b>	1,332	100.0%	1,486	100.0%	11.6%

**SOURCE:** U.S. Census

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The breakdown between rental and owner occupied year-round housing is shown in Table C.3. As of 2000 about 77 percent of year-round homes were owner-occupied and 23 percent were renter occupied. This is close to the percentage breakdown of rental and owner-occupied units in Hancock County as a whole. The number of rental units in Blue Hill, however, did increase at a faster rate between 1990 and 2000 than the rate for Hancock County (29 percent compared to 16 percent). The increased availability of rental units in Blue Hill is due in part to the expansion of Parker Ridge. Parker Ridge is a not-for-profit, upscale retirement community located away from the downtown on 28 acres owned by the Blue Hill Memorial Hospital Foundation. Parker Ridge provides housing and meals for 70+ residents of 24 independently owned cottages, 34 rental apartments and thirteen assisted living suites. The complex employs about 60 people.

<b>Table C.3</b>							
<b>Estimated Tenure of Occupied Year-round Housing</b>							
<b>(does not include seasonal and vacant units) 1990 &amp; 2000</b>							
<b>Blue Hill &amp; Hancock County</b>							
		<b>1990</b>		<b>2000</b>		<b>1990-2000</b>	
<b>T O W N</b>		<b>Number</b>	<b>Percent of Total</b>	<b>Number</b>	<b>Percent of Total</b>	<b>Percent Change</b>	
		Renter-Occupied	174	21.8%	244	22.7%	28.7%
		Owner-Occupied	624	78.2%	830	77.3%	24.8%
		Total Occupied Units	798	100.0%	1,074	100.0%	25.7%
<b>C O U N T Y</b>		Renter-Occupied	4,466	24.3%	5,414	24.3%	16.0%
		Owner-Occupied	13,876	75.7%	16,550	75.7%	16.2%
		Total Occupied Units	18,342	100.0%	21,864	100.0%	16.1%
<b>Source:</b> U.S. Census 1990 CPH-1-21, Tables 10+11, 2000, initial print-outs, specified units only, does not include all units.							

The breakdown of contract rents is shown in Table C.4. As of 2000, the median monthly rent in Blue Hill was \$543, which was 106 percent of the \$514 median for Hancock County. Rents have been increasing throughout Hancock County. The average 2001 rent in Hancock County (including utilities) was \$559. Comparable data are not available for Blue Hill.

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<b>Table C.4</b>				
<b>Contract Rent of Renter-Occupied Units</b>				
<b>Blue Hill and Hancock County: 2000</b>				
<b>Monthly Rent</b>	<b>Blue Hill</b>		<b>Hancock County</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Less than \$200	9	4%	412	8.2%
\$200 to \$299	29	12.8%	320	6.4%
\$300 to \$499	60	26.5%	1286	25.7%
\$500 to \$749	68	30.1%	1753	35.1%
\$750 to \$999	35	15.5%	447	8.9%
\$1,000 or more	7	3.1%	104	2.1%
No cash rent	18	8.0%	676	13.5%
<b>Total Specified</b>	<b>226</b>	<b>100.0%</b>	<b>4,998</b>	<b>100.0%</b>
Median Rent	\$543	-----	\$514	-----

**Source:** U.S. Census 2000, DPH-4

Table C.5 compares the value of owner-occupied homes between Blue Hill and Hancock County. The median value in Blue Hill was \$153,900 in 2000 compared to \$108,600 for Hancock County. Values were thus about 42 percent above the county-median. This is an indicator of the high housing prices in Blue Hill. Housing prices are discussed further in the section on affordable housing.

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Value	Blue Hill		Hancock County	
	Number	Percent	Number	Percent
Less than \$50,000	16	3.2%	685	6.4%
\$50,000 to \$99,999	116	23.2%	4,118	38.2%
\$100,000 to \$149,999	106	21.2%	2,785	25.8%
\$150,000 to \$199,999	124	24.8%	1,383	12.8%
\$200,000 to \$299,999	83	16.6%	1,030	9.6%
\$300,000 to \$499,999	34	6.8%	510	4.7%
\$500,000 to \$999,999	17	3.4%	190	1.8%
\$1,000,000 or more	5	1.0%	78	0.7%
<b>Total</b>	<b>501</b>	<b>100.0%</b>	<b>10,779</b>	<b>100.0%</b>
Median Value	\$153,900	--	\$108,600	--

**Source:** 2000 Census, Table DP-4

## **6. Affordable Housing**

Under the state's comprehensive planning process, towns must assess their affordable housing needs. This involves comparing housing prices to household incomes and determining if they are sufficient opportunities for home purchase and rentals. The Maine State Housing Authority (MSHA) has data on housing prices.

MSHA uses an affordable housing index to compare median household incomes to median sales prices. An index of 1.00 or more indicates that incomes are sufficient to purchase the median-priced home. MSHA data show that the affordable housing index in Blue Hill decreased from 0.80 in 1999 to 0.75 in 2001 and 0.67 in 2002. The median sales price of a home in Blue Hill in 2002 was \$165,000 and an income of \$55,214 would be required to purchase such a house. As of the year 2000, the median household income in Blue Hill was \$31,484. These data contrast with a median sales price in 2002 for Hancock County of \$134,500 and a median household income in 2000 of \$35,811. Blue Hill has higher housing prices and lower incomes

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than the county as a whole. This means that the town has a serious affordable housing problem in a county that itself has a very tight housing market.

The housing needs are even greater for those earning below the median income. According to data supplied by the Maine Housing Authority, there were 421 households at or below the median household income in 2002. These included 277 homeowners and 143 renters. Forty-eight of the renters were deemed potential homeowners. This means that there is home purchase gap of at least 48 households.

Housing units continue to be built in town. This might help the existing affordable housing gap. Between September 2000 and September 2005, 164 units were added to the housing stock. While no firm figures are available, it appears that most were not sold to first-time homebuyers of moderate income.

There are more limited data on rental affordability in Blue Hill. A rental unit is considered affordable if it costs no more than 30 percent of a household's income. County-wide in 2002, Maine State Housing Authority data indicate that 52 percent of renter households could not afford the average monthly rent of \$782.

According to data from the Maine State Housing Authority, there were 60 family households in town in 2002 whose incomes qualified them for "Section 8" housing renter assistance. The term Section 8 refers to households entitled to rental assistance from the federal government due to low income status. As of 2002 there were 18 units in town that met this need. This means that there were 42 families (60 percent of those eligible) for whom there was no Section 8 housing in town. These same data indicate that there were 28 Section 8 eligible senior households and that there were 42 Section 8 units of senior citizen housing in town available. This means that the Section 8 housing shortfall is for families rather than senior citizens.

As of early 2004, the Parker Ridge facility had eight rental apartment units that were vacant. These, however, do not qualify for Section 8 housing vouchers. There were also three units vacant at the Harborview complex. While, according to the comprehensive planning committee, this complex does not accept Section 8 vouchers, rents are set at one-third of the tenants income. Most residents are at least 62 years-old and mentally or physically challenged.

## **7. Major Housing Issues**

The data presented above indicate that affordable housing is one of the major issues facing Blue Hill. Current housing costs make it difficult for younger, working families to live in town. This affects local employers since employees must commute long distances. The town needs to explore ways to create rental and first-time home purchase opportunities.

## **8. Dwelling Unit Projections**

It is possible to estimate the number of year-round homes that will be built by dividing the projected household population by the projected household size. The *Population* chapter estimated the year-round population of Blue Hill to be 3,000 by 2015. Given a household

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population of 1,345 (based on the total population divided by the household size of 2.23), there would be a total of 1,345 year-round dwelling units in town by 2015. This would represent a 25 percent increase since 2000.

There are several factors that may lead to even more homes being built. First, household sizes may continue to decrease as the population ages. Second, some homes may be vacant for at least part of the year. Third, efforts by local employers to build workforce housing may occur.

Another unknown is the number of second homes. As noted above, some second homes have been converted to year-round occupancy. This trend is likely to continue. In some cases, homes may be built as second homes and then converted to year-round use when the owners decide to move to the area.

<b>Table C.6 Projected Year-round Occupied Dwelling Units, Blue Hill</b>		
	<b>2000*</b>	<b>2015</b>
Projected Population Residing in Households	2,390	3,000
Projected Household Size	2.23	2.23
Projected Occupied Dwelling Units	1,072	1,345
<p><b>*Note:</b> 2000 figures are actual numbers from the U.S. Census.  <b>Source:</b> Analysis by the Hancock County Planning Commission</p>		



## **D. TRANSPORTATION AND ROADS**

### **1. Introduction**

The town of Blue Hill has been designated as a “service center community” by the state of Maine. Its roads serve the municipality and peninsula much as the spoke of a wheel, Blue Hill being its hub. A proper transportation system, consisting of roadways, bridges, sidewalks, public transportation and public parking facilities is mandatory to promote and guide future growth within this region. This section will address the current transportation issues facing Blue Hill. Specifically it will:

- a. inventory the existing infrastructure, describing the condition, usage, and carrying capacity.
- b. discuss current available public transportation facilities available within this area.
- c. discuss public parking facilities, and pedestrian ways
- d. attempt to predict demands to be placed on the above noted items.

### **2. Key Findings and Issues**

Blue Hill currently has approximately 60 miles of public ways. Roads are broken down into major classifications as follows: State highways/major urban collector routes, consisting of 19.15 miles; state highways/minor collector routes, consisting of 15.4 miles, and town ways (25.6 miles) making up the balance. Major issues facing the town at this time are the dramatic vehicular congestion in the downtown area on a seasonal basis, the high accident volume associated with the intersection of South Street/Mines Road and Tenney Hill and the high rate of speed of vehicles operating within the village proper. Ongoing issues facing the town are a lack of off-street parking in the downtown area, and the desire for adequate and safe sidewalks for pedestrians to use.

### **3. Public Opinion Survey Results**

Results of a public opinion survey distributed and tabulated during the summer of 2003 were generally supportive of the conditions of the municipal road systems. Sixty-one percent felt that summer road maintenance was adequate and 53% felt that winter road maintenance was adequate. Sixty-eight percent of respondents felt that town tax dollars should be spent on road maintenance. Of sidewalks, 53% of respondents felt that they needed improvement, with only 42% ranking them as adequate. Public parking generated some of the lower marks, with 55% ranking the existing facilities as adequate, and 27% suggesting that town tax dollars be spent on maintaining and improving the quality of such facilities.

#### **4. Classification of Roads**

Roadways are classified in two groups, mainly administrative and functional. Administrative refers to whom is responsible for the care and maintenance of the road, while functional, is as the term suggests, the function of the road.

**Administrative** classifications within Blue Hill are state roads, state aid roads, town roads and private ways. The state of Maine (MDOT) provides all funding for maintenance of state highways, and provides local road assistance dollars, for the maintenance of state aid roads. The municipality has total responsibility for the care of town roads, funding of which is provided by vehicle excise taxes collected by the town over the course of the year.

**Functional** classifications, as designated by the MDOT are as follows: arterial, collector highways (major and minor routes) and local roads.

Arterial roads are so named in that they connect major areas of a settlement or region with one-another. They are generally designed for high-speed travel, with the bulk of the traffic being non-local in nature.

Collector roads are designed to handle internal movement within a region or cluster of towns. Designed to carry traffic at a moderate speed limit of 55 miles per hour or lower. Blue Hill has within its boundaries, three (3) major collector routes [Mines Rd./Rte. 15, Pleasant St./Rte. 15 and the Ellsworth Rd./Rte. 172]. The town also has six (6) minor collector Roads as designated. These minor collectors are: East Blue Hill Rd., Hinckley Ridge Rd./Beech Hill Rd., Union Street, South Street, Falls Bridge Rd. and Salt Pond Rd.

Local roads, so designated, act to serve local residents and workers. They are so designed to carry relatively low volumes of traffic and speeds of 45 miles per hour or less. The MDOT classifies all town-maintained roads as local in designation.

Table D.1 indicates all roadways, located within the municipality, by classification and length.

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<b>Table D.1</b>				
<b>Blue Hill Roads Mileage and Classification</b>				
<b>Road Name</b>	<b>Length/Mi.</b>	<b>Classification</b>	<b>Funding</b>	<b>Surface</b>
East Blue Hill Rd.	6.68	Minor Collector	State Aid	Asphalt
Hinckley Ridge/Beech Hill Rd.		Minor Collector	State Aid	Asphalt
Union Street		Minor Collector	State Aid	Asphalt
South Street	2.2	Minor Collector	State Aid	Asphalt
Falls Bridge Rd.	6.12	Minor Collector	State Aid	Asphalt
Salt Pond Rd.		Minor Collector	State Aid	Asphalt
<b>subtotal, minor coll.</b>				
Ellsworth Rd.	6.68	Major Urban Coll.	MDOT	Asphalt
Rt. 15/Pleasant Street	6.12	Major Urban Coll.	MDOT	Asphalt
Mines Rd.	2.93	Major Urban Coll.	MDOT	Asphalt
<b>subtotal, major coll.</b>	<b>15.73</b>			
Woods Point Rd.	0.25	Local	Town	Asphalt
Turkey Farm Rd.	1.37	Local	Town	Asphalt
Mountain Rd.	1.26	Local	Town	Asphalt
Range Rd.	2.84	Local	Town	Asphalt/Gravel
Tamworth Farm Rd.	1.08	Local	Town	Asphalt
Western County Rd.	1.71	Local	Town	Asphalt
High Street		Local	Town	Asphalt
Mill Street		Local	Town	Asphalt
Water Street		Local	Town	Asphalt
Parker Point Rd.	3.19	Local	Town	Asphalt
Grindleville Rd.		Local	Town	Asphalt/Gravel
Ackley Farm Rd.	0.57	Local	Town	
Curtis Cove Rd.	1.25	Local	Town	Asphalt
Kingdom Rd.	4.46	Local	Town	Asphalt/Gravel
Stover Rd.	1.5	Local	Town	Gravel
Jay Carter Rd.	0.42	Local	Town	Asphalt/Gravel
York Rd.	0.75	Local	Town	Gravel
<b>subtotal, local</b>				
<b>Total miles, all roads</b>				

**5. Road Condition, Usage and Capacity**

Traffic volume data between 1997 and 2003 are shown on Table D.2. As seen, traffic increased at different rates and in some cases decreased. The decreases are probably due to construction activities or a shift in traffic patterns (such as that resulting from a major business closing). These factors may explain the decrease in traffic on roads such as the Ellsworth road segment of Route 172. The most rapid increase (31 percent) was on the Morgan Bay Road (Route 176) near the Surry town line. There was also a 13 percent increase on the Salt Pond

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Road section of Route 172 near the Sedgwick town line and an 8 percent increase at the East Blue Hill Bridge on Route 176.

SEGMENT ID	Average Annual Daily Trips				% Change 1997-2001	Road Name	Route
	1997	1999	2001	2003			
0000638462	721	935	950	780	8%	East Blue Hill Bridge	Rte. 176
0000639637	5,283	3,576	4,180	4,290	-19%	South Street Business (Fire at Tradewinds)	Rte. 172
0000639645	7,468	7,529	7,649	#N/A	2%	Central Business District	Rte. 15
0001246685	3,871	3,505	3,280	3,350	-13%	Mines Road Sedgwick Border	Rte. 15
0001246718	1,006	772	820	930	-8%	Western County Road, Penobscot Border	
0001246785	1,656	1,443	1,467	1,410	-15%	Falls Bridge Road, Brooklin Border	Rte. 175
0001246802	630	813	826	#N/A	31%	Morgan Bay Road, Surry Border	Rte. 176
0001247079	1,148	1,138	1,156	1,300	13%	Salt Pond Road, Sedgwick Border	Rte. 172
0001247110	2,164	1,971	2,130	2,130	-2%	Pleasant Street, Penobscot Border	Rte. 15
0001247135	4,714	3,790	3,850	3,950	-16%	Ellsworth Road, Surry Road	Rte. 172

**SOURCE:** Maine Department of Transportation

One indicator of road capacity is areas with high rates of vehicle crashes. According to MDOT records, one high crash area in Blue Hill is the downtown area between Route 172 and Route 15. There is also a concentration of crashes at the South Street-Route 15 intersection and the Route 177-Hinckley Ridge Road area. While there are no specific data, one general traffic hazard is through traffic from heavy trucks in the downtown area.

Another more general hazard is increased curb cuts (vehicle entrance points) on many roads. While the state has enacted access management standards for roads under its control, the town may want to enact stricter standards or at least have some standards that apply to local roads.

Table D.3, shows the condition of bridges for which the town has maintenance responsibility. While most are in good condition, there are two that are either poor or failing. The Bragdon Brook Bridge on the Parker Point Road is scheduled to be repaired before this plan is finalized. The High Street-Mill Stream bridge is scheduled for replacement in 2006-2007.

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<b>Table D.3</b>				
Municipally controlled bridges, Blue Hill				
<b>BRIDGE</b>	<b>CONSTRUCTION</b>	<b>MAINT. RESP.</b>	<b>CONDITION</b>	<b>NEEDS</b>
High St. Mill Stream	Steel w/Granite Abutment	Town	Poor	Replacement planned 2006-7
Mill St. Mill Stream	Washed out, spring 2005	Town	N/A	Total Replacement
Causeway. Parker Point Rd.	Granite Box Culvert	Town	Good	None
Kingdom Rd. Camp Stream	Galvanized Culvert	Town	Good	None
Tamworth Farm Rd. Mill Stream	Galvanized Culvert	Town	Good	None
Bragdon Brook/Parker Point Rd.	Granite Box Culvert	Town	Failing	Replacement Pending
<b>SOURCE:</b> Town road commissioner and MDOT, August 2005				

**6. Parking**

Public parking has long been a topic of discussion and discontent in the town of Blue Hill. As the town continues to grow in population and retail activity, so does the need for parking in the downtown area. Adding to the need is the large volume of summer residents and transients wishing to visit the town. As noted in the survey result section, 55% of respondents ranked the current facilities as “needing improvement,” 42% suggested that they are adequate to serve the current needs and 4% thought that they were “excellent.” In addition to causing inconvenience to potential business customers, the current parking arrangement causes safety problems. Cars parking along a narrow street increase the risk of accidents and may slow response time for emergency vehicles. As noted in section 5 above, the downtown area is a high accident location.

Given Blue Hill’s historical district, little land remains for any additional off-street parking to be provided. The town maintains public parking facilities at the following downtown locations:

- Adjacent to Mill Stream and Main Street.
- Water Street, behind Partridge Place
- Town Office (Municipal Parking only)
- Town Park
- Blue Hill Consolidated School.

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As of this writing, only the parking area at the town hall and consolidated school have designated handicapped parking zone(s) with striping to indicate available parking spaces. All remaining lots are non-striped.

Parking areas, also considered to be “public,” are located adjacent to the fire house and wharf, though no striping or signage exist to designate same. Given the relatively small size of the downtown, changes in the ownership of one or two businesses can alter the demand for parking. For example, the closure of several businesses in recent years has temporarily lessened demand for parking. This means that future parking needs can be addressed through site plan review ordinance requirements for the provision of adequate off-street parking for new or expanded businesses.

The town may also want to explore creating additional public parking areas. This might be done through the acquisition of any vacant lots. Adequate signage for parking areas is also important. Drivers need to be aware that there is parking nearby.

## **7. Pedestrian and Bicycle Ways**

There are no designated bicycle paths in Blue Hill. The town is used by seasonal commercially-sponsored bicycle tours. There are also local bicyclists. Vehicle-bicycle conflicts are likely to increase unless more bicycle shoulders are added. Shoulders are inadequate in many places. Apart from being too narrow, there are cases where there is a steep drop-off from the vehicle travel lane to the edge of the road. These conditions are also unsafe for pedestrians. The town may need to develop road standards that require paved shoulders consistent with the safety needs of bicyclists, pedestrians and disabled vehicles.

The town maintains 8,355 linear feet of sidewalks within the area bordered by the Tenney Hill intersection at Rte. 177, intersection of High and Pleasant streets, Water Street to the hospital, Union St., Parker Point, and Main Street to the intersection of Routes 176 and the Ellsworth Road. As seen in Table D.4, the sidewalks vary in condition. Several have no curbing at all. There are also some segments that are in poor to fair condition. Attendees at the public forums indicated that a small-town atmosphere included a sense of community, much of it gained by being able to walk freely about the town on one’s business.

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<b>Table D.4</b>					
Sidewalk Inventory, Town of Blue Hill, Maine					
<b>Location</b>	<b>Length/Ft.</b>	<b>Curbing</b>	<b>Condition</b>	<b>Topping</b>	<b>Comments</b>
N/S Main St., Pleasant St., -Mill St.	289	none	fair	Asphalt	slated
Mill St., - Merrill & Hinckleys	212	none	good	Asphalt	
Merrill and Hinckleys – High St.,	377	none	poor	broken asphalt	slated replacement 2004
N/S Union Street	388	none	good	Asphalt	
High St. (Union St. to Rte. 172)	386	granite	very good	Asphalt	
High St. (Union St. to BHCS)	342	granite/ concrete	good	Asphalt	
S/S Tenney Hill	2325	asphalt	good	Asphalt	
E/S Parker Point Rd.	972	none	good	Asphalt	
S/S Main St., Parker Point – Water St.	282	granite	fair	Asphalt	
W/S Water St. – Holt House	155	concrete	good	Asphalt	
W/S Water St., Holt House – BHMH	470	granite	very good	Asphalt	to be paved 2004
E/S Water St. to Main St.	51	granite	very good	Asphalt	2-ft. width to 4-ft. width
S/S Main St., Water St., - Mill Stream	297	granite	good	Asphalt	
S/S Main St., Mill Stream – BH garage	187	granite	very good	Asphalt	new 2003
W/S Pleasant St. – High Street	615	granite	very good	Asphalt	new 2003
S/S Main St., BH garage to Rte. 176	968	none	fair/poor	Asphalt	
Main St./Triangle	38	granite	good	Asphalt	
<b>Total Length</b>	<b>8,354</b>				
Legend:					
very good	unbroken, continuous surface. Level travel area.				
Good	small cracks, continuous surface.				
Fair	uneven surface with cracks and holes apparent.				
Poor	broken surfaces, large holes and cracks, pavement missing.				

**8. Public Transportation Facilities and Services**

The only public transportation provided in the town of Blue Hill is available Friday; provided by Downeast Transportation. A stop is made at both the Blue Hill Town Hall and Blue Hill Memorial Hospital, with the run continuing to Stonington, then to Ellsworth and return.

**Taxi:**

A private taxi service is available on an on-call basis from Transportation Matters (operating one private passenger auto) which is based in Blue Hill.

**Bus:**

Bus lines operating within 40 miles of downtown Blue Hill consist of the following:

1. Concord Trailways, Bangor, operating with daily scheduled trips to Portland, Boston and beyond.

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2. Greyhound Bus Lines, Bangor, connecting to points south on a daily, scheduled Basis.
3. Vermont Transit, Bangor, connecting to points south and west.
4. WHCA (Washington/Hancock Community Agency), operating a service for “special needs” individuals, 1 time per week, in the Blue Hill area.

**Passenger Rail:**

Passenger rail service is located in Portland, aboard the AMTRAK “Downeaster,” with daily service to Boston and connections beyond.

**Airports:**

1. Blue Hill Airport, private grass strip, located 3.6 miles from downtown Blue Hill. Seasonal use, single-engine planes.
2. Hancock County/Bar Harbor Airport, Trenton. 23.1 miles from downtown Blue Hill. Daily connecting flights to Bangor, Boston and beyond. Service is currently provided by Colgan Airways.
3. Bangor International Airport, Bangor. The nearest, full-service airport featuring an 11,500-foot runway, and capable of providing air service to jet and propeller aircraft. Customs facilities are also located at this airport.

**9. Future Needs**

As the town continues to grow, several transportation needs are likely to emerge. First, increased rates of traffic means that current traffic hazards will worsen. Second, more development will result in more curb cuts leading to greater turning movements. This may increase the risk of accidents and slow the flow of traffic. Third, there may be greater demand for public transit aimed at both the elderly and general public.

It is clear that many transportation needs are best addressed on a regional level. For example, Blue Hill might benefit from development of a regional system of park and ride lots. Similarly, any expansion of current regional public transportation systems would also be most effective on a regional level.



## **E. PUBLIC FACILITIES AND SERVICES**

### **1. Purpose**

A thorough understanding of a town's public services is necessary to determine any current constraints to growth and identify any growth-related problems that the town is likely to face in the future. A plan should also identify likely future capital improvements. Specifically, this section will:

- a. identify and describe Blue Hill's public facilities and services; and
- b. assess the adequacy of these services to handle current and projected demands.

### **2. Key Findings and Issues**

One area of concern is the dwindling school enrollment in Blue Hill. Another is the difficulty in recruiting volunteers to serve on the fire department. A third is the inadequacy of police protection. The lack of downtown parking and inadequate sidewalks/condition are also issues.

### **3. Public Opinion Survey and Community Workshop Results**

The Blue Hill public opinion survey contained several items that related to public facilities and services. One asked about priorities for the allocation of future tax revenues. A majority (68%) of respondents favored an increase in road maintenance, and slightly more than half (56%) favored more spending on education. Other items that received significant attention were downtown parking (27%) and police protection (25%). Most of these items are addressed below. Another question in the survey addressed opinions about saving expenses by sharing resources with other peninsula towns (91% favored). The Board of Selectmen form of government was rated as satisfactory by 28% of the respondents, and very satisfactory by an additional 20%. Most respondents were neutral (33%).

The full array of 17 public facilities was rated in the survey as well. The top three services were the library (85% rated as excellent), fire protection (67% as excellent) and ambulance services (62% excellent). Among the lowest rated services were town sidewalks (53% rated as needing improvement) and public parking facilities (55% needing improvement). The major law enforcement issues cited by respondents were traffic problems and speeding. The other major issue was improved services for youth.

### **4. Town Government**

#### **a. Current Conditions**

Blue Hill has a 3-member selectmen form of government. Besides the selectmen, there are 3 full-time and 1 part-time staff positions. The tax collector/clerk/registrar, the

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treasurer/administrative assistant, and secretary/deputy tax collector/assistant treasurer are full-time while the code enforcement officer serves part-time. The town currently contracts for custodial services.

**b. Current and Future Adequacy**

The town has a need for a permanent custodial staff person in the very near future (2005). In addition, within 5 years it may become necessary to create two full-time positions for the treasurer and administrative assistant job presently handled by one person.

**5. Solid Waste Disposal and Recycling**

**a. Current Conditions**

The town of Blue Hill is two-thirds owner of a construction and demolition debris (CDD) landfill and transfer station, which sits on approximately 50 acres located on Route 172 in Blue Hill. The town of Surry owns the remaining one-third portion of the landfill and transfer station. Residents of Brooksville, Brooklin and Sedgwick have an informal agreement with the owners allowing residents of those towns to utilize the facility. Each year, residents from the participating towns are required to obtain a permit from either their town office or the transfer station. Property owners are required to obtain a permit on behalf of seasonal renters. There are currently four full-time employees. The transfer station is open from 7:00 a.m. until 5:00 p.m., 365 days a year. According to the State Planning Office, overall recycling rates for the Blue Hill region are decreasing. The adjusted recycling rate for all five towns combined changed from approximately 35 percent in 1993 to 22 percent in 2002. Currently, recyclable materials collected at the facility include: Corrugated cardboard; Glass; Mixed paper (newspaper, office paper, magazines); Cans (aluminum and steel); Misc. metal items; #2 Plastic; and white goods.

A Freon-removal fee is charged for Freon-containing items. Propane tanks will be accepted, providing the brass valve has been removed. In addition, there is a used-motor oil storage area and a place for people to drop off old automobile batteries. The facility does not accept antifreeze. Since the Surry/Blue Hill transfer station is not a member of the Maine Resource Recovery Association, all marketing for recyclables is done by the transfer station manager. The transfer station also has a re-use center where residents may drop off materials that are no longer wanted but still useable. Transfer station employees normally charge a small fee for these items. The re-use area is available to the public during the same hours as the transfer station is open.

The portion of the landfill currently in use is for the disposal of construction and demolition debris (CDD) only. Commercial businesses and residents of any of the five regional members may dispose of CDD. The cost for disposal of this material is \$20.00 per cubic yard. The capacity for the portion of the landfill in current use is estimated to be between seven and 20 years. A section of the landfill was recently capped after approximately 18 years of use. That section of the landfill can be expanded in the future to accumulate more CDD on top of the already capped area. Wyndsong Farms transports trash to Penobscot Energy Recovery Company

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(PERC), a waste-to-energy facility located in Orrington. At this time, there is no fee charged to residents for the disposal of household or commercial trash.

**b. Current and Future Adequacy**

The solid waste management committee is currently considering several improvements to the transfer station, including installment of a universal waste (UW) storage shed and the re-location of the trash disposal area. A grant for a UW storage shed has been granted by the State Planning Office. Money will be appropriated from upcoming budgets for short-term improvements. Long-term financial planning for the closure of the landfill in current use is necessary.

**6. Fire Protection**

**a. Current Conditions**

Blue Hill has its own fire department. The average response time to a fire is 7-9 minutes. The response time to the most remote part of town is 11-13 minutes. Additional coverage is available through automatic mutual aid arrangements with the Sedgwick fire department and as-requested mutual aid with 31 other towns and government agencies.

(1.) Facilities

The present fire station is a 6,622-square-foot structure on Water Street, which was built in 1967 and also houses the Peninsula Ambulance Corps. It contains a 720-square-foot training room, four heated bays (3,850 square feet) for the storage of vehicles, and ambulance facilities of 3,204 square feet.

(2.) Staffing

As of 2003, there were 40 volunteers in the department, with approximately 6-8 available to respond to calls during the day. In addition to fighting fires, the department has Learn Not to Burn fire prevention programs at the schools and does other prevention programs as requested. It also performs inspections as requested. Calls for service are shown on Table E.1. The table shows that there has been fluctuation in the number of calls. Factors such as dry summers and a major storm event may affect the number of calls. To date, there is no discernable correlation between the number of calls and overall population growth in the town.

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<b>Table E.1</b>	
<b>Fire Department Calls for Service</b>	
Year	Number of Calls
1996	71
1997	62
1998	70
1999	57
2000	71
2001	72
2002	76
2003	84
<b>Source:</b> Blue Hill Fire Department	

(3.) Equipment

The current inventory of vehicles is shown in Table E.2. As seen, there are two older vehicles that will reach the end of their useful life between 2004 and 2007. The department does not foresee the need for additional pieces of equipment. Any anticipated purchases should be to replace current vehicles rather than to acquire additional trucks.

<b>Table E.2</b>			
<b>Fire Department Vehicles, 2004</b>			
Type	Year	Condition	Years of Service Left
E-1 Tanker	1980	Fair	None
Pierce Pumper	1987	Excellent	5-10
Central States Rescue	1995	Excellent	10-15
Metal Fab Pumper	2002	Excellent	20
<b>Source:</b> Blue Hill Fire Department			

**b. Current and Future Adequacy**

At this time the Blue Hill fire department has adequate facilities in fine condition. Any branch stations needed in the near future would be driven by insurance premium needs or citizen/taxpayer desires. A hydrant system for Blue Hill village (historic district) would be desirable, as well as water supply systems for East Blue Hill, North Blue Hill, South Blue Hill, and the Mines Region. The one major equipment need in the next five years is to replace the E-1 Tanker. The training of volunteers is hampered by 6 months of training required by law and an aging force due to lack of young recruits. The department reports generally good access via roads with the exception of the Kingdom Road during spring.

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**7. Police Protection**

**a. Current Conditions**

One full-time sheriff contracted from the Hancock County sheriff department provides police protection in Blue Hill, but the officer currently subcontracts part of his time to D.A.R.E. programs for local schools. The sheriff department and the state police provide back-up. The town owns and maintains one vehicle for this purpose. Average response time by the local officer is estimated to be 15 minutes for non-emergencies.

**b. Current and Future Adequacy**

Given the growth rate and the number of nuisance calls, the town may need to consider its own police department or expanding to include a deputy in the near future. Issues raised in the survey and in workshops included traffic, speeding and parking problems as well as youth-related public annoyances. At this time, the town does not have full-time personal attention.

**8. Ambulance**

**a. Current Conditions**

Ambulance coverage is provided by Peninsula Ambulance Corps, Inc., a non-profit organization partially funded by donations requested from “towns served,” currently figured at \$5 per capita based on census population figures. The corps is housed in the BH Fire House with space for 2 ambulances, sleeping quarters and access to other facilities in the firehouse. PAC averages 1000 calls per year with “Blue Hill Resident Responses” accounting for 20% of the calls and “Blue Hill Incident Responses” being 57% of the total call volume. Average response time is about 12 minutes. PAC is independent financially and structurally from the hospital although the two organizations maintain supportive and cooperative ties.

**b. Current and Future Adequacy**

The two high-mileage ambulances are facing replacement in the near future, as well as some ancillary equipment needing updating. Currently there is enough staff to cover the hours of operation, but with the changing demographics of an aging population, increased call volume and staffing needs are anticipated.

**9. Education**

**a. Current Conditions**

Blue Hill provides its elementary students with public education grades K-8 at Blue Hill Consolidated School. The school has a rated capacity of 324 students and a current (2003-2004 school year) enrollment of 206, 99 being from Blue Hill. The town is a member of School Union 93, whose other members are Brooksville, Castine and Penobscot. The Blue Hill Consolidated School has 18 classrooms serving grades K-8. Other facilities include a gymnasium, library and

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cafeteria. There is also a complete kitchen and computer lab. The facility was built in 1939 and was renovated and expanded in 1991-92. There are currently 44 faculty and staff members, 50% of whom are part-time. There is presently no need for any additional positions. Blue Hill is also the home to a private school, The Bay School, serving an optimum of 100 students in grades K-8. (Currently approximately 1/3 of Bay School families are Blue Hill residents.) Secondary education for the majority of Blue Hill students is provided at George Stevens Academy, a semi-private facility in Blue Hill. (Blue Hill students have the option of attending any accredited secondary school, other than religious, using local tax dollars.) George Stevens Academy has 29 classrooms serving grades 9-12 and a current enrollment (2003-2004) of 346. Other facilities include a gymnasium (9,950 square feet), library (2,550 square feet), cafeteria (3,560 square feet) and weight room (548 square feet). The building was expanded most recently in 1994. There are currently 51 staff and faculty members. There is also a private high school, The Liberty School, located in Blue Hill, with a current enrollment of 62 students (25% from Blue Hill.)

Home schooling in Blue Hill is increasing in grades K-8, but that increase should probably not affect high school enrollment, except to possibly lead to underestimation of future enrollments in secondary level. In 2002 there were approximately eight Blue Hill elementary-age students and one secondary-aged student home-schooled. Enrollment trends since 1989 are shown on Table E.4 below. While the total number of Blue Hill students, including those in grades 9-12, increased from 1989-1995, the numbers have been decreasing since. For example, total enrollment was 535 in 1995 falling to 395 in 2003 - a 26% decrease. The number of K-8 students fell from 275 in 1995 to 198 in 2003, a 28% decrease.

<b>Year</b>	<b>K-6</b>	<b>7-8</b>	<b>9-12</b>	<b>Total Blue Hill</b>
1989	226	40	189	455
1990	230	47	191	468
1991	226	61	179	466
1992	208	65	203	476
1993	206	64	216	486
1994	197	79	233	509
1995	203	72	260	535
1996	197	67	267	531
1997	185	79	244	508
1998	172	62	248	482
1999	161	52	247	460
2000	160	57	223	440
2001	137	61	203	401
2002	145	66	197	408
2003	142	56	197	395

**NOTE:** Enrollments are as of October 1 of the school year.  
Source: Union #93 Office

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**b. Current and Future Adequacy**

The major issue facing the Blue Hill schools is declining enrollment. This will affect the per-pupil cost of education. It is reflective of the aging population, as discussed in the Population chapter. Data from the Blue Hill schools (see Table E.5) indicate several more years of declining enrollment. The number of K-8 students is projected to fall from a high of 277 in 1990 to 152 by 2007.

<b>Table E.5 Projected School Enrollment Blue Hill Consolidated School and George Stevens Academy 2004-2009</b>				
<b>Year</b>	<b>K-6</b>	<b>7-8</b>	<b>9-12</b>	<b>Total Blue Hill</b>
2004	131	50	99	280
2005	118	58	112	288
2006	118	47	109	274
2007	116	36	106	258
2008	122	30	115	267
2009	118	32	133	283

**Source:** Union 93 Superintendents Office

**10. Town Office**

**a. Current Conditions**

The Blue Hill Town Hall is a building of 3,140 square feet built in 1896. Major rooms include Gordon Emerson Hall with a capacity of 200, the selectmen’s office, town office, treasurer’s office, code enforcement office, sheriff’s office, public restrooms, and lobby.

**b. Current and Future Adequacy**

The facility is handicapped accessible and complies with ADA guidelines. The building has been rated as in “Good Condition.” Rooms in the building are adequate for their purposes with the exception of a lack of document and supply storage space. The only noted deficiency is the flooring of Gordon Emerson Hall, which needs repair/replacement within 5 years.

**11. Public Works**

Presently Blue Hill has no public works department. All related town work is contracted out on an individual basis. According to the town report in 2003 the town spent \$505,000 on cemeteries, roads, sidewalks, and recreation areas. It would appear at this level of expenditure the town might consider a public works department since it is the second largest budget item other than the schools.

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**12. Sewer Collection System**

The sewer collection system was built in 1975 and went through a major expansion - renovation in 1999. 11,000 feet of 8-inch pipe and 650 feet of 4-inch pipe were installed at that time. That pipe is still in good condition, although it is 29 years old. In 1999, 3000 feet of 8-inch PVC and 1500 feet of 4-inch PVC pipe were installed and are in excellent condition.

The average daily flow is 60,000 GPD, which falls to 45,000 GPD in the winter and rises to 85,000 GPD in the summer. The record flow was 165,000 GPD. The system serves 170 commercial and residential connections along with the schools and hospital. The system presently meets all state and federal operating standards and with changes in operation capacity could be extended to 90,000 GPD if needed in the future.

**13. Library**

**a. Current Conditions and Usage**

The Blue Hill Public Library was originally built in 1939 with a major expansion and renovation in 2001. The present facility has about 10,200 square-feet of floor space on two levels, plus a basement of about 5,800 square feet. Major rooms include an office (195 square feet), children’s room (882 square feet), Wilder Room (768 square feet), Blue Hill Room (768 square feet), Main Reading Room (2,480 square feet), Howard Room (720 square feet), Fiction Room (1,910 square feet) and Technical Services Room (375 square feet). There are public restrooms available and an elevator. The building is handicapped accessible.

Year-round operating hours are presently Monday, Tuesday, Wednesday and Friday: 10:00 A.M. to 6:00 P.M., Thursday: 10:00 A.M. to 8:00 P.M., Saturday: 10:00 A.M. to 2:00 P.M. As seen in Table E.6 and E.7, both the total circulation and total volumes vary widely from year to year. The current director of the library expressed doubts as to the accuracy of the 1996 figures, but many fluctuations are explained by the purging of out-of-date, damaged or otherwise unwanted volumes. In addition, the library was closed or partitioned for a substantial period of time for renovation between 1999 and 2001.

<b>Table E.6</b>	
<b>Total Volumes in Blue Hill Public Library</b>	
1996	40,575
1997	29,575
1998	30,125
1999	No data
2000	30,125
2001	31,557
2002	31,232
2003	35,242
<b>Source:</b> Blue Hill Public Library via state library records	



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<b>Table E.7</b>	
<b>Library Circulation Trends</b>	
<b>Year</b>	<b>Volumes Circulated</b>
1996	87,901
1997	63,802
1998	58,032
1999	No data
2000	58,032
2001	31,872
2002	61,865
2003	65,522
<b>Source:</b> Blue Hill Public Library via state library records	

In addition to books, the Blue Hill library has CD's, DVD's and VHS tapes that circulate permanent collections of antiques and artifacts for display, and rotating art displays. Several spaces are available on a regular basis for public meetings during non-operating hours, including Chess Club, Teen night, Play reading and Film Festivals. The library has scheduled reading hours for children and provides book delivery services. It is part of the state system of interlibrary loan services and has direct connections with Bangor Public Library for this purpose. There are 5 public access computers and one for extended research. Blue Hill Library is connected to the Maine School Library Network.

The school library network staff consists of a head librarian, one children's librarian and one circulation manager, all full-time. There are four part-time assistant librarians. The *Friends of the Library* group and about 28 working volunteers regularly assist in library operations.

There is also a small East Blue Hill Library in a 400-square foot building built between 1917 and 1920. It houses about 3000 volumes as of 2004 and employs 2 part-time librarians with no volunteers. The hours of operation are Tuesday and Thursday: 3:00 to 5:00 pm and Saturday: 10:00 am to 1:00 pm. Services include a children's summer reading program and Saturday morning coffee hour. Interlibrary loans are with Blue Hill and Bangor. One public access computer is available.

**b. Current and Future Adequacy**

According to the director, the Blue Hill Public Library meets all professional and state standards as to services, facilities, volumes and staff. In the near future, they see a need for a Friend of the Library leader position and public tax support.

**14. Hospital**

Blue Hill Memorial Hospital is a 25-bed "Critical Access" medical facility serving Blue Hill peninsula and beyond. Both the hospital and Parker Ridge Retirement Community are subsidiaries of the Blue Hill Memorial Hospital Foundation and are independent of town

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financial support but dependent upon individual citizen annual contributions. The hospital also administers the Hancock County Homecare services to the greater Blue Hill area.

## F. RECREATION

### 1. Introduction

A comprehensive plan must contain an inventory of the current outside recreational facilities present within the municipality. The plan should also address current and future needs of this town. Specifically the Recreation Section will:

- a. Describe current recreational resources in Blue Hill
- b. Address the current and future adequacy of these resources; and
- c. Predict whether the availability of open space will be threatened by future growth and development, so that future expansion of recreational areas may become threatened.

### 2. Key Findings and Issues

Blue Hill is fortunate to have a multitude of outside recreational facilities, both owned by the municipality or open to public usage by permission of the land owners. All facilities are used by the members of the town at large, in all age brackets. One threat to the recreational facilities is their popularity with this same public. Limited parking areas are fast becoming congested, and scheduling of time for use of the fields has become a juggling act, performed by all schools and activity groups. A more urgent need is becoming a reality; the matter of public access to our ponds and fresh water resources.

### 3. Public Opinion Survey Results

Of the survey respondents, 20% felt that the town should continue spending tax money on recreational facilities. Fifty-eight percent felt that the current facilities are adequate, 27% felt that they were excellent and only 15% of those polled thought that current facilities needed improvement. Perhaps these findings confirm the variety and broad appeal of recreational facilities and areas that this town enjoys.

### 4. Current Recreational Resources

#### a. Facilities

Blue Hill's owned recreational facilities are summarized in Table F.1. They consist of public playing fields, two (2) playgrounds, two public boat launch facilities (see Marine Resource section), a town park with accompanying salt-water swimming beach, a garden park (Waterside) located adjacent to the Mill Stream, a gymnasium in the Consolidated School and recreational trails and fields on the slopes of Blue Hill Mountain.

Privately owned, though made open to the public through arrangements with existing land owners, are the George Stevens Academy fields on the Ellsworth Road and their tennis facilities located on Union Street. Mountain Park (site of the annual Blue Hill Fair) is a popular

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destination to persons wishing to ski, jog, or walk around the gravel oval, while the baseball diamond is active with softball games from early spring to mid-fall.

**b. Recreational Programs and Activities**

Recreational Programs currently in place within the town are an active Blue Hill Activities Group working with numerous Little League teams. Boy and Girl Scout troops for area children are active on the Blue Hill Peninsula. George Stevens Academy, Blue Hill Consolidated School and the Liberty School all offer a broad array of sporting events throughout the year. Blue Hill Society for Aid to Children, started over 40 years ago by residents Frances and Louise Nichols, operates the Nichols Day Camp summer programs for youth ages 4-14 and receives annual support from Blue Hill taxes. One deficiency noted in the public opinion survey and various public forums, is the shortage of youth (particularly adolescent) recreational activities.

**5. Current and Future Adequacy of Blue Hill's Recreational Resources**

Blue Hill's public and private recreational areas appear to be in good shape, with the exception of areas such as Blue Hill Reversing Falls and Curtis Cove's beach area. Both of these spaces are suffering from lack of parking for vehicles, and lack of public facilities such as toilets. Over use by the public may tax the patience and good will of the private landowners surrounding these areas, limiting or prohibiting future access. Parking at the Osgood Field, on Blue Hill Mountain, will require enlargement or relocation to the north side of the Mountain Road due to heavy seasonal usage.

The playing fields are crowded with a large number of ball teams. Town parks appear to be underutilized at this time, and could benefit from proper signage. An ongoing need is for a community center that could house year-round recreational activities for all age groups. Various citizen groups have been exploring options for funding and potential sites that would serve the entire peninsula. The exact cost and type of facility have yet to be determined.

**6. Open Space**

**a. Publicly Owned Open Space**

Publicly owned open space, as noted in Table F.1, consists of a 175-acre field on the southern slope of Blue Hill Mountain. Parking is provided adjacent to the Mountain Rd. A hiking trail (better described as an ATV service trail to a telecommunications tower) is maintained across this land by Daniel McGraw which leads to the summit, crossing lands owned by the BHHT near the tower. A stone stairway, built by the Maine Conservation Corps in the summer of 2003 provides an alternative route to the summit. These fields are used in all seasons for picnicking, hang-gliding, skiing and sledding, as well as picking the occasional hand full of blueberries.

The residents of Blue Hill have enjoyed a traditional right of access to and across private lands. Uses have included snowshoeing, cross-country skiing, hiking, fishing and hunting

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(within certain limitations) and bicycling. Use of motorized conveyances, including, but not limited to ATV's, dirt bikes and snowmobiles have met with a greater degree of distain due in large part to the noise pollution and tendency to disrupt bare ground and vegetation. There are no public motorized vehicle trails remaining within Blue Hill. Furthermore, there is an increased usage of "land posted" signs by seasonal residents and others, indicating their wish for privacy. Traditional rights are slowly fading from what residents have become accustomed to over the years.

The Town also owns 5 acres of raw land (now forested with mature pines) on Parker Point at the site of the Dodge Fountain, 5 acres of raw land on South Street (in mixed growth) and a parcel of land on the Salt Pond Road, abutting the Salt Pond between the 1<sup>st</sup> and 2<sup>nd</sup> basins.

<b>Facility Name</b>	<b>Owner</b>	<b>Water Body</b>	<b>Acres</b>	<b>Fields</b>	<b>Beach</b>	<b>Trails</b>	<b>Parking Capacity</b>	<b>Other</b>
Malcolm Saunders Fields	Town	No	20	Baseball and soccer	No	No	30+	Skating Refreshment Stand
Blue Hill Town Park	Town	Blue Hill Harbor	6+	No	Yes	No	15	Playground and Picnic Tables
BHCS	Town	No	?	Baseball and soccer	No	Yes	100+	Playground and Gymnasium
S. Blue Hill Wharf	Town	Blue Hill Bay	2+/-	No	Yes	No	30	Launching facility and floats
Blue Hill Village Wharf	Town	Blue Hill Harbor	1+/-	No	No	No	5	Launching facility and floats
"Hayes" Property	Town	No	175	Open	No	Yes	15	Hiking Trails

**Source:** Blue Hill Town Office

<b>Facility Name</b>	<b>Owner</b>	<b>Water Body</b>	<b>Acres</b>	<b>Fields</b>	<b>Trails</b>	<b>Other</b>
Peters Cove	BHHT	Peters Cove	.25	No	No	Gift of Herrick Family
E. Blue Hill Park	EBH Village Improvement	McHeard Cove	.5	No	No	Picnic tables. Gravel boat

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	Society					launch
Hayes Trail	Town of Blue Hill	No	186	Yes	To mountain summit	
Fourth Pond Preserve	BHHT	Fourth Pond	747	No	Yes	Nature Preserve
Osgood Trail	BHHT	No	135	No	To Mountain Summit	
Reversing Falls	MDOT	Blue Hill Bay and Salt Pond	0.1	No	No	Kayaking & canoeing
Hiking Trail	Kimball Petty	No	Negligible;	No	Parker Point to S. Street	Private Land Trust
Legion Hall Beach	Duffy Wescott Post	Blue Hill Bay	12	Yes	No	Open to residents of Town
<b>Source:</b> Blue Hill Town Office.						

**b. Assessment of Threats to Open Space**

The town of Blue Hill is fortunate to own various real estate holdings, through the foresight of many a founding family. The town has been intelligent to maintain these properties, for the use of the public, and to act as a proper land steward, although without a proper management plan these lands could deteriorate through excessive public use.

Over the years, another type of land steward has emerged, that being in the form of the land trust. Blue Hill Heritage Trust has been very pro-active in obtaining conservation easements or buying property outright. As noted in Table F.2., BHHT owns or manages the majority of privately held recreational properties in the Town. Actions such as theirs is assisting the acquisition and holding of open spaces.

Blue Hill is fortunate to have generous landowners who allow the public to use their properties for recreational purposes. Today is March 15, 2004. What tomorrow will bring is a serious question to ponder. The gracious landowners of today are feeling the pressure of overuse at such places as Curtis Cove Beach and Blue Hill Falls Bridge. Parking congestion and noise are often heard complaints. Such lands may become closed to the public.

Land development and residential construction have all but privatized access to our salt water resource with the exception of those noted above. Development is now moving inland to our Great Ponds. Toddy Pond has seen extensive road building and year-round home construction in recent years. First, or Billings Pond, has several developments in the planning stages on the Sedgwick side of this 93 acre pond. Second or Douglas Pond and Third (Woods Pond) are no exceptions.

The pressure to sell land to reap a financial gain may prove too much of a temptation to some of our older stewards. Land will change hands, those who follow may not share the same enthusiasm for the public as their benefactors.

## **7. Freshwater Access**

The town has six great ponds within its boundaries or shared with abutting towns (see *Water Resources* chapter). As of this writing, public access is only guaranteed to Fourth Pond, via ownership and agreement by the Blue Hill Heritage Trust (see table F.2). The state of Maine is negotiating with a private land-owner for acquisition of access to First (Billings) Pond at the outlet on Carleton Stream. Once this matter is closed, a management agreement will be signed with the town to guarantee and assure public access for future generations.

A walking right-of way was deeded to the town in the mid-1940s, for access to Third (Woods) Pond. This deed needs to be researched, and access formalized in the near future. As of this writing, no other access is assured to any of the fresh water bodies. This process must be researched and steps taken in the immediate future to guarantee access to our citizens.

## **8. Future Needs**

As mentioned above, many of Blue Hill's public recreational facilities face overcrowding due to parking problems. This situation is likely to worsen as the town grows. As land continues to change ownership, further posting of land against hiking, hunting, fishing and other traditional past times is likely.

While Blue Hill enjoys a large variety of recreational areas and facilities, it is important to assess the town's recreational needs on an ongoing basis. The general aging of the population means that more services may be needed for the elderly. At the same time, youth-based services must be addressed. Possible facilities that could be used by most age groups include a public swimming pool, hiking trail system, indoor walking tracks and bicycle trails.

## **G. MARINE RESOURCES**

### **1. Introduction**

It is important that a comprehensive plan provide a thorough analysis of marine resources. Specifically, this section:

- a. Describes Blue Hill's marine resource areas, facilities and water-dependent uses.
- b. Assesses the adequacy of existing facilities, and public access points to handle current and projected use demands.
- c. Predicts whether these facilities and resources will be threatened by impacts of growth and development and assesses the effectiveness of existing measures to protect and preserve marine resource areas and important water-dependent uses.

### **2. Key Findings and Issues**

While the commercial fishing fleet in Blue Hill continues to exist at small but stable levels, the recreational boating fleet has grown along with the population. A key issue has been and continues to be adequate public access to the shore and, specifically, all-tides access to Blue Hill town wharf. Blue Hill residents are also concerned with the preservation of areas of scenic beauty, which include shore locations. Shellfish harvesting continues to be prohibited due to unacceptable water quality along several areas of Blue Hill's coastline.

Finfish and mussel aquaculture development and their possible adverse impacts on harbor development are issues of concern in Blue Hill prompting the organization of citizens' watchdog organizations. In response to those issues the town has adopted a harbor ordinance with harbormaster and a marine resources committee to establish some controls over harbor situations. To date, these committees and controls appear inadequate in managing the adverse impacts of aquaculture and harbor development.

### **3. Public Opinion Community Survey Results**

Of the most important qualities of living in Blue Hill, 37% of survey respondents cited coastal access as one of their three top choices. Of tax money spent annually, 27% responded that marine resources/improvements ranked in their top three categories for dedicated tax dollars. Forty-seven percent rated the quality of saltwater shore access as adequate while 42% said that it needed improvement. A majority (61%) of respondents felt that the town should pursue all-tides access to Blue Hill town wharf, which has prompted many debates. Shoreline development questions revealed that 60% wish that commercial fishing stay at the same level with 36% wishes to promote more. Similar results occurred for recreational boating - 63% favoring staying at the same level and 32% wishing to promote recreational boating. The citizens were united in wanting to discourage finfish aquaculture (61% against) and fish processing (51% against.) However, shellfish aquaculture survey results were 26% to promote, 38% to remain



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status quo, and 36% to discourage the activity. The majority (54%) also wishes to promote the development of piers, docks and wharves.

**4. Marine Resource Areas**

**a. Shellfish**

**(1.) Clams**

The landings of soft clams in Blue Hill for 2002 were 11.5 tons up from the previous year's 5.2 tons, with a 2002 county average per pound value of \$1.07 per pound and a total value for 2002 of \$24,798. There are presently eight commercial shellfish licenses issued for town residents according to the D.M.R.,

<b>TABLE G.4.1</b>							
<b>SOFT CLAM LANDINGS -pounds of shellstock.</b>							
<b>Year</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>6yr. avg.</b>
<b>Blue Hill</b>	<b>898</b>	<b>5,766</b>	<b>13,101</b>	<b>4,340</b>	<b>1,5291</b>	<b>23,176</b>	<b>10,429</b>
<b>Brooklin</b>	<b>441</b>	<b>26,944</b>	<b>5,1395</b>	<b>4,1649</b>	<b>33,721</b>	<b>34,043</b>	<b>31,365</b>
<b>Hancock County</b>	<b>566,181</b>	<b>1,357,321</b>	<b>1,352,937</b>	<b>1,154,538</b>	<b>1,391,717</b>	<b>1,137,879</b>	<b>1,160,095</b>
<b>Source:</b> Maine DMR Landings program							

**(2.) Mussels:**

There are two active shellfish aquaculture operations in the Salt Pond. One is a blue mussel juvenile and spat collection activity while the other is a small-scale oyster grow-out site. Combined, they include 5 acres, mostly in the middle and upper pond areas.

**(3.) Oysters:**

European Oysters were introduced into the Salt Pond in 1974 as a grow-out aquaculture site. They have since become wild and have settled in the upper and lower pond. Dragging and diving has seriously depleted the population and reproductive potential of this introduced species.

**b. Closed Areas:**

The areas closed to the taking of shellfish are the contiguous shorefront from Woods Point in East Blue Hill to a point just short of the falls bridge. This includes the whole of Blue Hill harbor, from the Sand Point southward to High Head in South Blue Hill and the western shore of the Salt Pond southward from Carleton Island; including the East Blue Hill harbor of McHeards cove. These areas are closed due to the sewage treatment plant at the town wharf and overboard discharge from several older homes in the Parker Point area

( Ref. DMR closure map-1/27/04)

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**c. Marine Licenses**

In 2002 there were 38 dealers and 222 harvesters in Blue Hill according to the DMR records. This volume is one indicator of the importance of marine resources to the economy, even if marine-related employment constitutes a relatively minor portion of the labor force. Major license sub-types are presented below:

<b>Table G.4.2 Marine Licenses/Harvesters, Blue Hill</b>					
<b>License Type</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>
Com. Fish			2		
Com. Shellfish	22	10	16	18	8
Lobster / Crab I	46	38	28	32	30
Lobster / Crab II	34	40	48	42	44
Lobster / Crab III	2	2	2	8	10
Marine Worm	12	4	4	4	4
Scallop Diver	12	10	8	8	8
Scallop Dragger	12	16	18	16	14
Sea Urchin Diver	8	10	10	10	10
Sea Urchin Dragger	6	8	4	4	2
Seaweed	10	14	8	2	2

<b>Table G.4.3 Marine Licenses/Dealers, Blue Hill</b>					
<b>License Type</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>
Marine Worm	2	2	2	2	2
Retail Seafood	22	24	26	22	22
Wholesale Seafood	2		4	2	4
Wholesale Seafood Lob.					2

**d. Aquaculture (Several sites are located on the marine resources map.)**

The Department of Marine Resources currently licenses all aquaculture sites in Blue Hill on a term lease/acreage basis. The town has little input in this process other than the “scoping session” and a application hearing. Town regulations and the placement of moorings, typically enforced by the Harbormaster, are not applicable to state aquaculture leases. There is no bay-wide management plan for the anticipated increase in aquaculture and it seems prudent to coordinate the town’s comprehensive plan with the industrial development in the bay. The Harbormaster/Harbor Committee should be provided with annual operational reports of aquaculture lease holders to better understand the challenges and impacts they may have on the town and its facilities. Working toward a balance of uses for the Bay is of overriding concern.

**(1.) The Salt Pond**

There has been commercial shellfish aquaculture in the Salt Pond since 1974. The species have varied but mostly are limited to American and European Oysters and Blue Mussels. Other than visual pollution there seems to be no adverse effect of these operations. The operations are licensed by the state under the "Aquaculture Lease System" and are approved by the town for the period of the lease.

**(2.) Blue Hill Bay**

There have been several attempts to bring finfish aquaculture into Blue Hill Bay. All have been marginal to date. The reasons are primarily the poor flushing rate of the bay and the conflict with navigational traffic and traditional commercial fishing interests in and around Long Island along with opposition from "Friends of Blue Hill Bay". A major study of the flushing rate of Blue Hill Bay was conducted during 2002. The data for this are available from Neal Pettigrew or The Friends of Blue Hill Bay.

**5. Public Access to the Shore**

a. The town has several public access areas and several private restricted-access areas as follows:

**Publicly Owned Points:**

1. Blue Hill town wharf- public wharf, ramp and dinghy float.
2. South Blue Hill Warf-public wharf, ramp and dinghy float.
3. Herrick property in Peters Cove-no dock.
4. Town Park-gravel beach, no dock.

**Privately Owned Points:**

1. Steamboat wharf-private by permission only
2. KYC- Private members only yacht club
3. Webber's Cove boat yard-commercial Boat yard.
4. Raynes Marine- commercial Boat yard
5. Village Improvement Society.-ramp, village members only
6. Salt Pond-Falls Bridge, a dangerous traffic area.
7. Salt Pond-near Carleton Stream off RT. 172
8. Curtis Cove beach- Private with permission only

**6. Water-dependent Uses**

There are no commercial facilities requiring water dependency in Blue Hill other than two boatyards, a private club and four individuals who service moorings.

- a. Rayne's Marine- a boatyard repair and storage facility located in the inner harbor.
- b. Webber's Cove boat Yard- a boatyard repair and storage facility located in East Blue Hill.
- c. Kollegewidgewok Yacht Club-a private yacht club offering moorings, fuel, and sailing instruction.
- d. Mooring services: There are four individuals who service moorings and who sell equipment for moorings: Danielson, Duym, Black and Brooklin Marine Supply.

**7. Harbors and Marinas**

**a. Facilities**

There are approximately 270-300 moorings in the town of Blue Hill. 15% resident and 65% transient resident use them. The majority of the moorings are located in Blue Hill Harbor followed by South Blue Hill and East Blue Hill. Although crowding is a yearly issue there is presently no waiting list for moorings. The largest harbor is Blue Hill Harbor located at the head of the bay and separated into two parts, the inner harbor and outer harbor covering 378 acres and 5.47 miles of shorefront. The next largest mooring field is South Blue Hill, just south west of the sand point. There are several smaller harbors: East Blue Hill, Stinky Cove, Conary Cove, and the Salt Pond.

**b. Adequacy**

Only the public facilities will be discussed here.

(1.) Town Wharf- The wharf is accessible by vessel for about 4 hrs through high water. At all other times it dries out for about 100 yards surrounding the wharf. There is a public launching ramp, a small dingy dock and limited parking for 8 cars.

(2.) South Blue Hill Wharf-The wharf is accessible most of the time except low drain tides only through the dock extension. The launching ramp is useable from mid and high tides only. There is adequate parking and a small dingy tie up float. The town is in the process of updating and repairing these facilities.

(3.) Herrick Property-a small gravel & sand beach on the northern side of the Peters Cove on route 176. This area drains out at low water, has no facilities and limited parking.

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- (4.) Town Park-The Town Park has about 100 feet of gravel beach, which drains out at low tide. There are no docks or facilities.

**SUMMARY:**

The town wharves are old and in need of repair. Some monies have been allotted for the South Blue Hill area and repairs are proceeding. There is a proposed need for all tides access as a benefit to the town from recreational boaters and, at present, there is a commercial proposal in the planning stages. Presently, the recreational boaters use private facilities while the fishermen have to make do with what is available.

**8. Effectiveness of Existing Measures to Protect and Preserve Marine Resources**

**a. Shoreland Zoning**

This measure will protect the immediate shoreline within 250' from development and construction but does little to preserve the distant view scape and shoreland communities further inshore.

**b. Citizen Committees**

Committees are valid entities and volunteers are always passionate and helpful. Generally, much good work is done by these groups provided there is written future protection through voted ordinances.

**c. Harbor Ordinance and Harbormaster**

The harbormaster has the duty of enforcing the state and local harbor ordinances. Presently Blue Hill is re-writing its harbor ordinance. This document will hopefully assure order and protection in this interface area between the recreational boaters, the commercial fishermen and the waters that they both share.

**9. Regional Marine Resource Issues**

The contiguous shoreline does not recognize boundaries and, as such, passes through the towns of Surry to the East and Brooklin and Sedgwick to the West and South. It is important that Blue Hill continue to work with these towns, perhaps sharing the cost of a shellfish warden and communal conservation and seeding plans to increase and preserve the marine species in waters that are shared by the towns.

## **H. WATER RESOURCES:**

### **1. Purpose**

An understanding of water resources is important since all residents must have a reliable source of safe drinking water. It is important that a comprehensive plan provide a thorough analysis of water resources. Specifically, this section will show the

- a. location, quality, state classification and principal uses of all major surface waters for the most recent year for which information is available
- b. location and estimated yield of any identified sand and gravel aquifers for the most recent year for which information is available
- c. location and type of identified point source discharges into rivers for the most recent year for which information is available
- d. general description of identified and potential sources of non-point discharges into surface waters for the most recent year for which information is available
- e. description of existing measures providing protection and preservation of the quantity and quality of significant water resource
- f. analysis of threats to Blue Hill's water resources from current and projected development

### **2. Key Findings and Issues**

While approximately two to five percent of Blue Hill residents utilize a dug well, the majority of residences and businesses depend primarily upon bedrock wells for their drinking water. There are no municipal water supplies. However, there are twenty public water systems which serve a motel, several restaurants, the Blue Hill Memorial Hospital, schools, a church and a retirement community. The only possible problems would be threats to individual wells and pollution of ponds and streams from contamination. Current ordinances reflect minimum requirements and should be updated to protect water resources. The current ordinances do not address phosphorus getting into ponds from storm water runoff. Phosphorus concentration encourages algae growth. A water quality/quantity program is strongly suggested.

### **3. Public Opinion Survey Results**

Fifty percent of the respondents felt that the town officials should form a committee to investigate the present and future water needs/supply for the community. Seventy-two percent of the respondents are concerned about water quality. Seventy-seven percent of the respondents indicated that aquifers should be protected.

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**4. Surface Water Resources**

**a. Ponds & Lakes**

There are several ponds within the boundaries of Blue Hill: First Pond, Second Pond, Third Pond, Fourth Pond, Noyes Pond and Toddy Pond. The water quality category for all is moderate-sensitive which is defined as “average water quality, but high potential for phosphorous recycling from lake bottom sediments.”

<b>Characteristics of Blue Hill Ponds and Lakes</b>					
<b>Pond/lakes</b>	<b>Pond Surface area (acres)</b>	<b>Pond Maximum depth (feet)</b>	<b>Watershed area within Blue Hill (acres)</b>	<b>Watershed area outside Blue Hill (acres)</b>	<b>Pond/lake Status</b>
First Pond (Billings)	93	37	1,576	675 (Sedgwick)	Moderate/sensitive
Second Pond (Douglas)	62	23	909	32	Moderate/sensitive
Third Pond (Woods)	206	35	1063	-	Moderate/sensitive
Fourth Pond	50	9	818	-	Moderate/sensitive
Noyes Pond	23	18	435	-	Moderate/sensitive
Toddy Pond	1,987	122	1,615	3,001 (Orland, Penobscot & Surry)	Moderate/sensitive

**SOURCE:** Department of Environmental Protection

All the streams located in Blue Hill that drain directly or indirectly into tidal waters of Hancock County are Class B, with the exception of Carleton Stream, main stem, between First Pond and Second Pond and Carleton Stream, main stem, from the outlet of First Pond to tidewater at Salt Pond, which are Class C.

There are four standards for the classification of fresh surface waters which are not classified as great ponds: AA, A, B and C; AA is the highest and C the lowest. Refer to Water Classification Program, July 2001 Title 38 Article 4A for definitions of these standards.

**b. Marine Water**

The Department of Environment Protection (DEP) classifies all surface water in Maine. These classifications set the standards allowed for discharges of pollutants. The majority of waters in the state, including those adjacent to Blue Hill, are classified “SB,” which is the second highest classification. Per DEP standards, habitats that would cause closure of open

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shellfish areas are permitted. Dissolved oxygen contents are set at eighty-five percent. (*See also the Marine Resources chapter*).

## **5. Ground Water Resources**

There are three known aquifer areas in Blue Hill as determined from existing state inventories. These areas are:

1. A sand and gravel aquifer with some boulders located in the eastern section of town near the Surry town line.
2. A sand and gravel aquifer to the east of Blue Hill Mountain (present fairgrounds site) and Route 172.
3. A sand and gravel aquifer near Wight Heath in the north section of town and south of Route 177.

The DEP has rated Blue Hill's ground water as GW-A. This is the highest DEP classification and it applies to all ground water in the state unless specially noted otherwise. DEP standards mandate that these waters be of such quality that they can be public water supplies. They shall, per DEP standards, be free of radioactive material or any matter that affects their taste or odor.

Drilling a bedrock well involves risk such as well depth and quantity and quality of water. The majority of drilled wells in the Blue Hill area produce good water in sufficient quantity. However, there is an area in the vicinity of Parker Lane and Maple Lane that has a history of wells which either do not produce enough water or water is of a poor quality. There appear to be scattered water quality issues elsewhere in town, including, but not limited to the South Blue Hill area.

There is limited information on the quality and quantity of ground water resources in Blue Hill. It is important to note that water is a finite natural resource. Over the long term, the lack of data on water ground water may make it difficult to plan for future growth in town.

## **6. Point-Pollution**

The only known sources of point pollution in Blue Hill are sixteen licensed overboard discharges. These are private residences that discharge their treated wastewater into the streams and eventually into the ocean. DEP licensing standards should assure that there is no threat of pollution.

There are eleven underground tanks in Blue Hill used primarily for petroleum storage. There may be other underground tanks that have not been reported to DEP. It would be preferable that anyone knowing the existence of such tanks be encouraged to report them to the proper authorities. Blue Hill has one road salt storage area, which has a low impact on the town's water resources.



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In the late nineteenth century there was a mining boom in the Blue Hill and surrounding areas. According to Colby's Atlas there are fifty-six old abandoned mines in the town, which could pose a potential pollution source to surface and ground water. The Kerramerican Mine is listed as a Comprehensive Environmental Response, Contamination and Liability Act (the "Superfund" law) site. Its status is "Site Awaiting NPL Decision (SAND)" which is defined as "sites for which assessments have been performed but a decision regarding whether the proposed listing on the National Priorities List (NPL) has not been recorded."

**7. Non-point Pollution**

The primary non-point sources of pollution in Blue Hill are runoff from roads, streets and other impervious surfaces such as parking lots, runoff from camps and runoff from agriculture.

**8. Flood Plains**

Blue Hill's flood prone areas are shown on Map 6 (Water Resources). The town has participated in the National Flood Insurance Program since 1976. This program provides federally subsidized flood insurance to towns that have enacted a flood plain management ordinance prepared according to state and federal standards. The town's current ordinance was enacted in 1996 and no problems have been noted since that time.

Only five flood insurance policies were in effect as of 1999, an indicator of relatively little development in the flood plain. State records indicate that no claims have ever been paid in Blue Hill. This means that there has been minimal flood damage in Blue Hill.

**9. Current Policy**

Blue Hill's current measures to protect water resources consist of the shoreland zoning ordinance, commercial site plan review ordinance and the subdivision zoning ordinance. Its current site plan review ordinance has standards to protect against water pollution, assure adequate sewage disposal and storm water drainage. The planning board and the code enforcement officer (CEO) are responsible for the enforcement of the ordinances. All of the above ordinances reflect minimum requirements and they do not address phosphorus loading of streams and ponds.

**10. Future Direction**

Given the rate of growth projected for Blue Hill, current drinking water supplies should be adequate for the foreseeable future. New development which will take the place of forested land has the potential of adding phosphorus into the ponds.

**11. Regional Issues**

Blue Hill shares Toddy Pond with Orland, Penobscot and Surry; it shares First Pond and Second Pond with Sedgwick. Blue Hill should encourage other towns in the area to include phosphorus protection in their ordinances.

## I. NATURAL RESOURCES

### 1. Introduction

The purpose of this section is to present an overview of the significant environmental and natural resources including the general physiography, the hydrology, the wetlands and watersheds, the critical wildlife habitats, the marine and tidal habitats and the essential scenic areas. These resources have an important value to the town both on an economic and cultural basis. Specifically this chapter will:

- a. Identify and profile the major natural resources; particularly their extent, characteristics, significance and status.
- b. Predict whether the existence, physical integrity, or quality of the Natural Resources will be threatened by the effects of future growth and development.
- c. Assess the effectiveness of existing measures to protect and preserve the status of the natural resources.

### 2. Key Findings and Issues

Blue Hill has many different scenic environments, ranging from its centerpiece of Blue Hill Mountain to the coastal plain of the shorelands and islands. The acreage encompassed by the town depicts a rectangle, which runs northwest to southeast and is split by the entrance to the harbor and Blue Hill Bay. The area includes 7 ponds, several tidal ponds and many streams and brooks which flow into the tidal areas. The major issues are increasing pressure from development and public access to the scenic areas. There is presently only the town shoreland-zoning ordinance and site plan review criteria combined with state watershed and wildlife laws to provide any protection for these habitats and resources.

### 3. Public Survey Results

The survey posed several questions within the realm of Natural Resources. Of the qualities liked most about Blue Hill, 71% responded with Scenic Beauty and 43% with Coastal Access. Seventy-two percent had concerns with threats to water quality and 62% concerns with threats to air quality. Fifty-three percent wanted more freshwater access; 78% favored local policies to protect wildlife; 77% favored protection of aquifers; 73% favored protection of wetlands; 81% favored local policies to protect scenic areas.

### 4. Summary of the Natural Resources

The resources will be discussed individually or referenced to other inventories as detailed below:

## **5. Physiography (physical geography)**

The town covers about 40,882 acres (measurements vary). Elevations start at sea level and rise northwestward to the maximum of 955 ft at the summit of Blue Hill Mountain. There are other smaller hills and ridges to the west of the mountain obtaining an apex of 363 ft. at Hinckley Corner. To the north are the rich agricultural soils of North Blue Hill, Penobscot and Orland. These croplands are described in the *Agriculture and Forest Resource* section. The land slopes downward to the east surrounding the towns of East Blue Hill and Surry. To the west and south of the town is the ponds area consisting of 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup>, and 4<sup>th</sup> ponds, which are all joined by Carleton Stream which flows eventually into the sea from the Salt Pond and tidal falls area. These areas are explained in the *Water Resources* and *Marine Resources* sections. Directly to the south are Blue Hill Neck area and the South Blue Hill coastline. Offshore there are several islands, the largest being Long Island with 4,544 acres.

## **6. Wetlands and Riparian Habitats**

There are several distinct types of wetlands: coastal marshes, inland marshes, wet meadows, fens, bogs, shrub swamps, forested swamps, forested floodplain, wetlands and vernal pools. These types are further defined by flora and fauna in the state publication titled "Maine Wetlands and Their Boundaries: a Guide For Code Enforcement Officers," by Ralph W. Tiner. The Maine State Planning Office has characterized wetlands into a subset of 6 functions and values. They are hydrologic function, biogeochemical function, biological functions, wildlife habitat, fresh water fish habitat and marine fish habitat. The final characterization is cultural, having to do with education and research. A wetland may have no function or value or it may have a total of 6 combined values. These definitions and results for our wetlands are shown in Tables 3-1 and 3-2. It should be noted, however, that because a wetland may score -0- it does not register it lacking in value or significance.

Wetlands are a critical natural resource. They serve as aquifer recharge areas and wildlife breeding habitats. They also serve as a buffer for stormwater runoff, preventing flooding. Blue Hill has 462 wetlands, which cover 8,098 acres. Riparian habitats are the areas within a 250-ft. border of the wetlands and a 75-ft. border of streams. The major wetlands from north to south along with the state scoring characteristics are as follows: The areas surrounding "Gus Moore Brook and Western Brook" to the west of Toddy Pond, the areas surrounding the "Mill Brook", the Wight Heath all score 3-4 having a total of 4 functions. To the east is the area surrounding Noyes Pond, Sperry Pond, Peters Brook and McHeard Brook, which also score 3-4 functions. To the west is the "Ponds area" encompassing 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup>, and 4<sup>th</sup>, ponds and the connecting waterway known as Carleton Stream which all score 1-2 functions. On Long Island, there is the area surrounding Sibley Pond and Roundy's Brook, which scores 1-2 functions. There are many other areas, which are all referenced in *Wetlands Characterization* tables 3-1 and 3-2 mentioned below. The threats to wetlands are: invasive species, hydrologic alterations, pollutant introduction, encroaching development, poor wood harvesting procedures and road construction drainage. Proper site review and consideration for the frailty of these areas can manage these threats.

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<b>TABLE 3-1</b>	
<b>WETLANDS CHARACTERIZATION TABLE</b>	
<b>WETLAND FUNCTION</b>	<b>NUMBER OF WETLANDS</b>
<i>CULTURAL</i>	4
<i>FRESHWATER FISH HABITAT</i>	71
<i>FLOOD FLOW CONTROL</i>	41
<i>WILDLIFE HABITAT</i>	193
<i>MARINE HABITAT</i>	65
<i>SEDIMENT RETENTION</i>	20

<b>TABLE 3-2</b>	
<b>WETLANDS CHARACTERIZATION RESULTS</b>	
<b>FUNCTION AMOUNTS</b>	<b>NUMBER OF WETLANDS</b>
0	241
1	121
2	41
3	48
4	8
5	3

**Source:** "Beginning with Habitat" Maine State Planning Office and NOAA 10/25/2002

**7. Wildlife Habitats**

Blue Hill has an abundance of wildlife typical to Maine. They are whitetail deer, black bear, moose, coyote, fox, fisher, mink, muskrat, bobcat, snowshoe hare and many other species. The Maine Department of Inland Fisheries and Wildlife has identified several areas of Significant and Essential Wildlife Habitat in Blue Hill. Significant Habitat is defined under Maine's Natural Resources Protection Act and includes:

- High or Moderate Value Waterfowl and Wading Bird Habitat,
- High or Moderate Value Deer Wintering Areas,
- Shorebird nesting, feeding and staging areas,
- Seabird nesting islands,
- Atlantic (wild) salmon habitat,
- Significant Vernal Pools, and
- Habitat for Threatened or Endangered species.

Significant Habitat identified in Blue Hill is shown on the Natural Resources Map. This habitat includes Deer Wintering Areas, Waterfowl and Wading Bird Habitat, Shorebird habitat and habitat for the upland sandpiper, a grassland bird listed as threatened in Maine. Upland sandpipers require areas of open field habitat greater than 150 acres in size such as blueberry barrens or mowed fields. Essential Habitat is mapped by IF&W as specified in the Maine

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Endangered Species Act. Several bald eagle nest sites have been designated as essential habitat in Blue Hill. Any activity in an essential habitat area that is authorized, funded, or permitted by the State or the town must be approved by the IF&W regional biologist.

These threatened habitat locations are identified on the Natural Resources Map. Other habitats and particular descriptions of habitats are depicted on the “High Value Plant and Animal Habitat” created as part of the “Beginning With Habitat” program.

**8. Inland Fisheries.**

Blue Hill has an abundance of native brook trout populations both in ponds and in its brooks and streams. The following waters hold important native brook trout populations and associated significant fisheries habitats: Peters Brook, little Peters Brook, McHeard Brook, Carleton Stream, Richters Brook, Mill Stream, Dana's Brook, Camp Stream, Noyes Pond, Sperry Pond, Fourth Pond, Third Pond, Second Pond and First Pond.

**9. Marine Habitats**

Blue Hill has 18.5 miles of shorefront on the mainland. If you include the islands and Salt Pond, the shorefront is approximately 40.5 miles in length. These tidal areas are essential habitats and breeding areas for shore birds and waterfowl. The shoreline includes the productive area known as the inter tidal or littoral zone, which is inhabited by a myriad of marine species including clams, oysters, lobsters & crabs and other important income producing species. The status of these is discussed in greater detail in the Marine Resources Chapter. The Salt Pond area is a unique resource to Blue Hill covering 672 acres and 10.9 miles of shorefront. It is an ecologically sensitive area with a state “Significant Habitat” status for tidal waterfowl and wading bird habitat. There has been increasing development pressure on the shoreline surrounding the pond in recent years, which threatens these fragile areas.

**10. Significant Plant Communities**

Blue Hill has several areas of “Field Verified Plant Significant Habitat”. The species included are *Orono Sedge*, rated (S2-Threatened), and *Sea Beach Sedge*, rated (S3-Special Concern). These areas are depicted on the Natural Resources map in the appendix.

**11. Forest and Undeveloped Habitat**

Blue Hill has approximately 30,467 acres in forest consisting mostly of evergreens (34%) with deciduous forest (4%) and mixed forest (31%). These areas are mostly undeveloped habitat areas, which are productive for wildlife and birds. For a more detailed depiction of these areas see the *Agriculture and Forest inventory*. There are large areas of undeveloped habitat in North Blue Hill –13,658 acres, East Blue Hill- 6,646 acres, with 5,428 acres to the West on the border with Penobscot and 4,735 acres in South Blue Hill which borders Brooklin. Some of these undeveloped areas may be suitable for development considerations providing proper site review and habitat management is considered.

## **12. Scenic Areas**

It would be difficult to find an area in Blue Hill that wasn't considered scenic within some parameters. The first viewscape of the mountain from the Penobscot hills define the name "Blue Hill." Proceeding southward along Route 15, the rolling farm fields and agricultural areas have great scenic value. Finally arriving at the town proper, you see the white houses with black shutters defining the centerpiece of the village, the town hall and surrounding historic district. Proceeding to the highlands of Tenney Hill, one can start to see the shoreline of East Blue Hill, but the entirety of the harbor and bay can be seen best from the town-owned land on the mountain accessed by the Mountain Road.

However, there are 10 areas that have been singled out by the residents of the town and they are as follows: Blue Hill Mountain, The Ponds Watershed, The Falls Bridge Tidal Area, The Salt Pond, The South Blue Hill Wharf, Blue Hill Harbor, The Town Park, East Blue Hill and Curtis Cove, and Long Island in its entirety. Three of these areas have issues with public use.

Blue Hill Mountain is being commercially used by tower facilities. It has also seen heavy foot traffic along the hiking trails creating erosion problems. The Falls Bridge is a highly scenic spot attracting picnickers and kayakers. Access to the area is a narrow road on a blind curve creating a hazard for vehicular traffic. Parking and pedestrians are an issue on the bridge during summer months. Curtis Cove Beach in East Blue Hill is a popular picnicking and bathing area. The surrounding land is privately owned and problems with trash and inadequate parking have raised the ire of the landowners. These issues can be managed with better trail systems and specific site prohibitions. (*See also the Recreation chapter*).

## **13. Assessment of Threats to Natural and Scenic Resources**

The immediate threat to these resources is unplanned development without consideration for the habitat and wetlands involved. State and conservation statutes protect many of these areas. These laws and regulations should be considered during a site review process. The natural processes that created these resources cannot be duplicated once the resource has been destroyed or damaged.

## **14. Assessment of Existing Efforts to Protect and Preserve the Natural and Scenic Resources**

The state of Maine has adequate laws to deal with infractions to protected wetlands and significant habitats. The department of Inland Fisheries and Wildlife has laws to enforce infractions against the creatures that live and breed in these areas. The town of Blue Hill has a subdivision ordinance and an accepted shoreland-zoning ordinance and a site plan review ordinance. These basic rules are in place to protect the resources mentioned. However, the subdivision standards offer only very general guidance in identifying and protecting natural and scenic resources. The shoreland zoning only applies to a small area of town leaving the balance unprotected. This means that there is little protection by the state law. Nor is there any real protection of the scenic resources. If the town grows at the rate projected in this plan and relies

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on its current measures to protect natural and scenic resources, further loss of those valuable assets is likely.

It is only with complete knowledge of the habitats and wetlands involved that we can assure future protection of these valuable resources. It is a known fact that development can not be halted; only managed. One adequate management tool is the State Planning Office document titled "Beginning With Habitat." It is an initiative with cooperation from the Maine IF&W, Maine Natural Areas Program, The Maine State Planning Office, U.S. Fish & Wildlife, Maine Audubon and several other agencies. This document and the supporting maps give detailed information concerning the natural resources in the area and the wetlands, habitats, and animal communities involved. The use of this information and related data should be used in the future land development review process along with the large-scale maps published by this document.

**15. Regional Issues**

Blue Hill borders four towns: Penobscot, Sedgwick, Surry, and Brooklin. It would be prudent for the town to solicit comments from these other towns when planning a major development such as a school, shopping plaza or major subdivision. The resources mentioned herein do not follow town lines or borders; therefore, it is quite possible major construction could affect several significant habitat areas within adjacent town lines. Communications between planning boards could best assure the adequate assessment of potentially adverse environmental impacts on our natural resources.



## **J. AGRICULTURAL and FOREST RESOURCES**

### **1. Purpose**

This section presents an overview of Blue Hill's Agricultural and Forest Resources. Specifically, this section will:

- a. describe the extent of Blue Hill's farms and forest lands;
- b. predict whether the viability of these resources will be threatened by the impacts of growth and development; and
- c. assess the effectiveness of existing measures to protect and preserve important farm and forest resources.

### **2. Key Findings and Issues**

Blue Hill has an area of prime farmland that has been described as some of the best farmland in Hancock County. While this area along Route 15 is vulnerable to development, some of it has already been protected through conservation easements. Forests are the predominant land cover in Blue Hill. Nearly 5,000 acres of timber were harvested between 1991 and 2002.

### **3. Public Opinion Survey Results**

Seventy-three percent of respondents favored town policies to protect farmland and 74 percent favored measures to protect forest land. About 70 percent supported use of the tree growth taxation program.

### **4. Highlights of the 1991 Plan**

The plan mentioned that there was a strong demand for pulpwood due to the proximity of the Champion Mill in Bucksport. The continued importance of blueberry farming, Christmas trees and wreaths and garden nurseries was also mentioned. The potential water quality threats from sedimentation and erosion from farming and forestry activities was also discussed.

### **5. Agricultural Resources**

According to data from the Natural Resources Conservation Service, Blue Hill has 1,371 acres of prime agricultural soils and 5,525 acres of farmland soils of statewide importance. The term prime agricultural soils refers to soils that have the potential to have the highest agricultural yields, they are not necessarily farmed. The soils of statewide importance category refers to soils that have a more modest yield. There is a concentration of prime agricultural soils along the western end of Route 15. This area has the reputation of having some of the most productive farmland in Hancock County. There are also other concentrations of prime agricultural soils elsewhere in east Blue Hill near the Surry border, along the Kingdom Road and along the southern boundary of town near the Sedgwick town line (see map 5, Forest and Agricultural Resources).

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As of 2004, Hancock County Soil and Water Conservation District records show that there are 52 farms in Blue Hill that participate in USDA-sponsored programs. It is possible that there are few additional farms that do not participate in these programs. Most farms are diversified with a mixture of animal and vegetable operations. There are also a few specialized operations producing nursery products and there is one known dairy operation.

Another way to estimate current amounts of agricultural land is through the acreage of land held under the Farm and Open Space Act. This act allows farmland owners property tax breaks for parcels over five contiguous acres if they meet certain conditions such as a minimum farm-derived income. Normally, qualifying farmers with a long-term commitment to farming would participate in this program. A review of state records indicates that were 402 acres held in this farmland classification in 2002 (see Table J.1). While there have been some fluctuations in the acreage held in recent years, there was an increase between 1997 and 2002.

Blue Hill hosts the Blue Hill Fair, which is the premier agricultural event of Hancock County. It has been held for five days annually over Labor Day weekend since 1891. The fair is produced by the Hancock County Agricultural Society under the leadership of the Blue Hill Fair Association and draws approximately 30,000 attendees.

<b>Table J.1</b>				
<b>Farm and Open Space Taxation Parcels in Blue Hill, 1997-2003</b>				
	Farmland		Open Space Land	
	Number of Parcels	Acres	Number of Parcels	Acres
1997	15	265	3	46
1998	15	265	3	46
1999	15	265	1	28
2000	16	371	4	575
2001	20	420	5	713
2002	18	402	5	713
2003	20	485	6	892

**Source:** Municipal Valuation Return Statistical Summary, Maine Bureau of Taxation Property Tax Division, Part IV (1997-2002) 2003 from comprehensive planning committee.

## **6. Forest Resources**

Forest is the primary land use cover in Blue Hill. The forests are a mix of temperate deciduous and northern coniferous trees. Broad-leafed deciduous trees - maple, oak, birch, ash and beech - are found together with northern coniferous trees, spruce, fir, pine, and larch. Abandoned fields, forest fires, and timber harvesting have combined with the process of succession to produce diverse forests of mixed age.

One source of information on Blue Hill's forest resources is data on land held under the Tree Growth Taxation Act. This classification is similar to the Farm and Open Space Act in that

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owners of forested parcels meeting certain conditions may have their property assessed as forest land rather than for its potential developed value.

Recent trends in tree growth are shown in Table J.2. These show that there has been considerable fluctuation in the total acreage held under this classification. For example, the acreage decreased by nearly 50 percent between 2001 and 2002. This latter change was likely due to the transfer of land to a conservation easement.

<b>Table J.2</b>						
<b>Tree Growth Parcels in Blue Hill, 1997-2003</b>						
Year	Number of Parcels	Softwood Acres	Mixed-wood Acres	Hardwood Acres	Total	Parcels Withdrawn
1997	53	2,991	3,267	4,486	10,774	0
1998	37	3,133	4,191	1,359	8,683	0
1999	68	2,484	5,013	1,468	8,965	1
2000	71	2,855	3,182	1,009	7,046	1
2001	69	2,780	6,497	956	10,233	1
2002	82	2,884	1,338	998	5,220	1
2003	n.a.	2,932	6,988	1,066	10,980	n.a.
n.a. = not available						
<b>Source:</b> Municipal Valuation Return Statistical Summary, Maine Bureau of Taxation Property Tax Division, Part III (1997-2002) 2003 from comprehensive planning committee.						

Timber harvesting trends are shown on Table J.3. These data represent timber harvests that are subject to state reporting. As seen, there were nearly 5,000 acres harvested during this time. Annual harvests ranged from under 50 acres to nearly 800 acres. This rate of harvest indicates the importance of forestry to the local economy.

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<b>Table J.3</b>						
<b>Timber Harvesting Trends for Blue Hill, 1991-2002</b>						
<b>Year</b>	<b>Selection Harvest Acres</b>	<b>Shelterwood Harvest Acres</b>	<b>Clearcut Harvest Acres</b>	<b>Total Harvest Acres</b>	<b>Change of Land Use, Acres</b>	<b>Number of Timber Harvests</b>
1991	205	24	0	229	0	5
1992	50	0	1	51	1	3
1993	38	7	0	45	0	4
1994	108	20	3	131	0	5
1995	302	75	0	377	0	9
1996	295	218	67	580	2	14
1997	414	104	0	518	3	16
1998	662	76	0	738	8	29
1999	761	35	0	796	35	34
2000	449	57	0	506	20	20
2001	462	0	0	462	11	15
2002	354	14	0	368	5	14
<b>Totals</b>	<b>4,100</b>	<b>630</b>	<b>71</b>	<b>4,801</b>	<b>85</b>	<b>168</b>
<b>Source:</b> Maine Forest Service year-end landowner reports						

It is also important that a comprehensive plan address “urban” forestry issues. There are at least two relevant issues in Blue Hill. The first is the loss of elm trees in the downtown area and the need to assure that the downtown has an adequate number of shade trees. The second is to assure that at least some trees are planted or retained as the part of a subdivision or other new development. For example, the visual impact of a new commercial development can be mitigated through a tree planting program. Trees can not only serve as vegetative buffers from surrounding properties but also can help improve the appearance of parking areas and other expanses of impervious surface.

**7. An Analysis of Threats to Farm and Forest Land from Projected Development**

The farmland along Route 15 that is not presently protected by conservation easements is perhaps the most threatened by future development. It offers outstanding scenic views, is level and well-drained and has good road access. This makes it in high demand for residential development. However, there is also an economic incentive for farmers to continue farming these properties since they have a high agricultural yield.

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Given recent trends in Hancock County, one possible threat to forest land in Blue Hill is liquidation harvesting. This could result in a large amount of land becoming available for residential development at one time. Another possible threat is excessive clear cutting. Neither of these threats appear imminent in Blue Hill. As of 2003-2004, the largest harvesting operation underway was on a 300-acre parcel.

One possible threat to farm and forest land is land being taken out of production due to gravel extraction. This has happened in several places in town. Another threat is erosion and sedimentation resulting from forestry operations. Increased stormwater runoff can lead to deterioration of lake water quality.

### **8. Adequacy of Existing Measures to Protect Farm and Forest Land**

The only measure presently in effect to protect forest land is tree growth taxation. The acreage held under this classification has fluctuated by as much as 50 percent. The farmland classification is used to protect about 400 acres. The town's land use regulations presently offer no specific measures to protect farm or forest land. However, some parcels of key farm and forest land have been protected through conservation easements. For example, Blue Hill Heritage Trust owns 1007 acres in Blue Hill and another 796 acres in conservation easements. While not all of this land may be forest or farmland, a good portion of it is.

Some towns have enacted land use ordinance measures to increase protection of agricultural and forest resources. As Blue Hill formulates its forest and agricultural policies, it may want to review what other towns have done. *(The actual recommendations for the comprehensive plan are in the Goals, Objectives and Implementation Strategies section.)*

Other communities have worked closely with local land conservation groups in identifying farm parcels from which voluntary easements could be acquired from interested farmers. While a parcel under conservation easement will have a lower tax value, such parcels are usually a long-term tax advantage to a town. First, the value of properties adjoining a conservation parcel normally increases. Second, the tax revenue produced from the parcel if it were developed would probably be less than the cost of the providing municipal services such as public safety and school bus routes to the new homes built on the site.

### **9. Regional Issues**

One of the key ways to keep land in farm and forest uses is to help owners of this land earn a sustainable income. This can be facilitated through regional efforts to develop new markets for locally grown foods and forest products. The town thus may want to encourage local farmers and forest lot owners to participate in regional efforts that are currently underway. A more immediate regional issue is coordinating the protection of the Route 15 corridor farmland with the towns of Penobscot and Orland.

## **K. HISTORICAL AND ARCHAEOLOGICAL RESOURCES**

### **1. Purpose**

Historical and archaeological resources are a part of a community's heritage. They contribute significantly to community character and make each town distinctive and unique. An inventory of historical and archaeological buildings, sites and areas is necessary to understand the total community environment and to preserve the past toward the future.

### **2. Key Findings and Issues**

There is at present very little protection for Blue Hill's unique and valuable historic resources, as represented in particular by the Town's designated historic district. Blue Hill has a rich history worthy of protecting and the present character of the Town is influenced to a large extent by sites and buildings of historic and architectural significance. A comprehensive survey of Blue Hill's historic resources needs to be conducted in order to identify those additional properties, which may be eligible for nomination to the National Registry of Historic Places.

There are a number of archaeological resources that are of statewide and local importance located in Blue Hill. Additional data collection is needed to identify, more specifically, archaeological resource potential areas for the Town. In the meantime, those areas identified as "archaeologically sensitive zones" should be protected from any adverse development activity. In the Blue Hill Comprehensive Plan Survey of 2003, 81% of the respondents would support development of local policies to further protect historic districts, and equal percentage would support protection of scenic views.

### **3. Historical Background** (Adapted from Esther Woods' Historical and Archaeological Resources section written for the 1991 Blue Hill Comprehensive Plan)

#### **a. Pre-history**

Long before the discovery and settlement of the Maine coast by Europeans, various Indian groups inhabited the area. Archaeological excavations in this region suggest that a non-agricultural tribe, referred to as the Red Paint or the Moorehead People, frequented the region as long as 5,000 years ago. These Indians followed seasonal fluctuations in food supply, hunting seal and porpoise for food and oil and catching fish and shellfish along the coast. It is possible that an even earlier prehistoric Indian group inhabited the region shortly after the end of the last Ice Age, some 10,000 years ago.

Since 2000 B.C., Algonquin Indians moved in from the south and west, forming the Abnaki group (Indian for "living at the sunrise"). The Abnaki pursued a semi-agricultural, semi-hunting and gathering livelihood, wintering on the coast and summering inland. Abnaki progeny of historic times, known today as Penobscots and Passamaquoddies, probably reversed this pattern, wintering inland and summering along the coast. This change may have occurred partly as a result of European exploration and the subsequent demand for furs, which necessitated that

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Indians hunt inland in the wintertime to supply the fur traders. Summers were spent on the coast by these tribes as recently as the late 1800's.

**b. Early Exploration and Settlement**

Although their visits have not been documented, Northern European fishermen probably visited the coast prior to the 1500's. Temporary settlements may have been built by these fishermen. Explorers of the 15th and 16th centuries, notably Cabot for England, Verrazano for Italy, Thevet for France, and others for Portugal and Spain, sailed along Maine's coast, making claims for their respective countries.

In the early 17th century, French geographer Samuel de Champlain visited and mapped the region which had been claimed by earlier French explorers. Champlain was a member of the 1604 expedition of Pierre du Guast, the Sieur de Monts, to whom King Henry IV of France had granted a large block of land know as Acadia.

Blue Hill was one of the David Marsh townships granted in 1762 to the veterans of the last war against the French. The Massachusetts General Court gave an area of each township to the first settled minister and set aside a second for his use. The Court designated a third lot for the support of schools and gave a fourth to Harvard College. The grantees, known as proprietors, had the power to dispose of the unalloted land. The first to arrive in the area, Joseph Wood and John Roundy, settled here before the grant was made. Most of the early settlers were veterans of the wars with the French. All were Congregationalists and Scottish or English in their ancestry.

Originally settled by settlers from Andover, Massachusetts, Blue Hill emerged in the 19th century as a thriving diversified community with important maritime ties. With the arrival of its first settled minister, the remarkable Jonathan Fisher, in 1796 and the chartering of Blue Hill Academy, the community early became a remarkably cosmopolitan center in a then remote area.

The first settlement was at the tidal falls. In this neighborhood were the first mill and the first schoolhouse. Here were held the first meetings of the proprietors and the church members. Soon settlements grew up in other localities. The one in South Blue Hill was called the Neck. The one between the head of the tide and the foot of the mountain was called the Head-of-the-Bay. The third settlement, located where McHeard's Stream flows into the bay, became East Blue Hill. The settlement back of the mountain became North Blue Hill. In time each had a school and a store and a chapel or church. By the close of the nineteenth century each had a post office. Settlers from neighboring towns came to each. The Wescotts from Castine and the Conary family of island-dwellers sent its sons here.

The settlement, the Head-of-the-Bay, outgrew the others. By the mid-nineteenth century it could boast of mills, forges, stores, inns and two churches. Its library dated to the last decade of the eighteenth century; its academy, to 1804. Some village families prospered. The Holts, Chases, Peters, Stevens, Hinckleys, Osgoods, Dodges, Darlings, Parkers, Cloughs and Faulkners built handsome village homes.

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**c. Early Commerce and Industry**

It was shipbuilding and trading by the sea that gave Blue Hill its first prosperity. The first vessel was built in 1792 at the tidal falls. Between 1792 and 1882, one hundred and thirty-three vessels were built in Blue Hill. Some were brigs and ships. Most of them were schooners. Usually a shipyard grew up beside a sawmill. There was one near the tidal falls, near the mill, called the Endeavor. There was one at the shore of the R.G.W. Dodge place in the village. This was most active between 1846 and 1858. There was one either side of the Mill Brook in the village. One was owned by the town; the other, by George Stevens. John Peters had his own yard near his mill. Joel Long had his yard at the cove where McHeard's Stream flows in to the bay. This yard was later operated by Joel Long, Jr. There was a yard at Webber's Cove. In the last decade of the nineteenth century Frank Cousins built vessels in a salt-water field in East Blue Hill. Now and then farmers built a small vessel in a meadow beside the bay. At least one vessel was built behind the mountain and hauled to the Head-of-the-Bay by oxen.

Blue Hill-built craft took lumber and masts and shingles to Atlantic coastal cities. Sometimes they took farm products such as cheeses and vegetables and Ben Davis apples that were fine keepers. Fish and clams and porgy oil and kiln wood were also carried on local vessels. Parson Fisher, the town's first minister who still casts his shadow on the town, sent cranberries to Boston. Often the trade was a three cornered one. Vessels took local products to Portland where they were unloaded and then reloaded with a cargo of lumber and staves for Cuba. On the trip home the cargo was sugar and molasses for Portland's sugar houses.

In the years of shipping prosperity, those who stayed in Blue Hill became ship's carpenters, caulkers, smiths and sailmakers. Adventurous ones started as ship's cook and worked up to be mate or captain. They came to know Charleston, South Carolina as well as they knew Ellsworth, Havana as well as Rockland. Local sailors went to English and French ports. In the 1840's and 1850's they sailed to California and Hawaii. They went to China but not in locally built vessels. Women often went to sea with their husbands. Seafaring people took on views and ways unknown to Blue Hill farmers.

The depression of 1857 and the American Civil War dealt hard blows to shipbuilding and trading by sea. English steamboats made of iron drove wooden sailboats from the seas. Decline in shipping and shipbuilding led to a decline in the town's population. In 1880 the town had 2,213 people. In 1900 it had 1,808.

Other factors accounted for the town's loss of people. Some people went west in the 1840's. Numerous soldiers died in the Civil War and after the war some of the survivors chose not to return to town. The call of the west's fertile fields and the pull of developing cities and extending railroads pulled others from the town. Holts and Woods went to California. The Holts went to Kansas; a Hinckley and two Osgood sisters moved to Chicago. Numerous women went to the city. Some went to Concord, New Hampshire and made coats. Others went to Waltham and trimmed hats.

On the other hand the opening of mines and quarries brought people to town, some of whom were not Protestant or Anglo-Saxon. There was some prejudice against the newcomers,



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some of whom changed their names. The Italians, skilled workmen, left town when the granite industry declined.

By 1907, there were six quarries opened in Blue Hill. The first was in operation as early as 1853. But the golden years for the granite industry were those from 1875 and 1905. The Collins Company, the Blue Hill Granite Company and the Chase Company (later owned by the Slavens) made Blue Hill granite famous. W. Merrill Howard cut memorial monuments. Local granite was used for curbing for city streets and for the underpinning of bridges and buildings. The Brooklyn Bridge, the Pittsburgh Post Office and the New York Stock Exchange are but a few of the structures having Blue Hill granite. Usually granite was shipped on large sailing ships that were not built or owned locally. Local men became quarrymen and cutters, teamsters and engine tenders, stone-boxers and "water boys." The industry brought prosperity for a few decades. Its decline was due to the "Great Lock-Out" of 1893 and the use of cement and sandstone in place of granite.

**d. Twentieth Century Developments**

In 1917 and 1918 the American Smelting and Refining Company began mining in town as the war led to a rise in the value of copper. This operation was not accompanied by the boom and bust cycle of the earliest years. Few out-of-towners came to work in mines though the managing group was non-local. The semi-processed ore was hauled to the steamboat wharf in heavy carts drawn by horses. Men and boys wheeled the ore aboard sailing vessels from non-Maine ports.

In the 1960's the Black Hawk Mining Company of Canada reopened and developed a mine. In the 1970's the Kerr-American Company, another Canadian firm, operated the mines and employed 120 men from Blue Hill and nearby towns. The ore was taken by power trucks to Bucksport where it was sent by railroad to smelters on the Gaspee.

In August of 1882, Emma Dole of Bangor was Blue Hill's first rusticator. Other summer boarders followed. In a few years some of them bought land and built clapboard cottages. A few purchased old houses and "improved" them beyond recognition. The era of the summer people had begun.

The coming of the automobile brought another revolution to Blue Hill as it did to every other town. It also brought a declining importance to the closely-knit rural neighborhoods. Neighborhood names and friendliness may remain. But gone are the neighborhood stores and schools. Often neighborhood chapels and Grange halls are deserted or torn down.

The 1960's saw the start of a process that is once more changing the character of the town. In that decade Blue Hill was again discovered. Some of the summer people winterized their cottages and became winter people. Many native-born people who had spent their working years in distant schools and industries returned to their native town. And many others came to visit and escape the bustle and the battle of the city, to immerse themselves in the tradition and charm of small town Blue Hill.

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**4.a Archaeological and Historical Resources**

Archaeological resources include locations where there has been prior presence of human beings including structures, artifacts, terrain features, graphics or remains of plants or animals associated with human habitation. The focus in Maine is on prehistoric (Indian) archaeology. With the exception of the sites of Maine's earliest known inhabitants (Paleo-Indian — at the end of the last ice age), most archaeological sites are found along water bodies.

The village of Blue Hill is a remarkably unspoiled survival of a 19th century Maine coastal community containing excellent examples of prevailing architectural styles of the period. The State Historic Preservation Commission delineated a Historic District in 1980 (see accompanying map). There are however no State or local regulatory measures that exist to protect the historic resources located in the District. The district is comprised of over seventy historically significant buildings, residential, commercial and public, located at the head of Blue Hill Harbor. Most of the buildings have undergone little change so that the streetscapes maintain in homogeneity and cohesiveness the flavor of the area as it was a century ago.

Many houses in the village were built by the numerous sea captains who operated from this active port. Since the 1870's, Blue Hill has lured large numbers of summer visitors and residents who have built homes largely along the shore. The intellectual flavor of Blue Hill has been carried on by individuals such as composer Ethelbert Nevin, who built a summer house in the area, and noted Maine author Mary Ellen Chase who was born in the Chase House in Blue Hill.

As an intact 19th century Maine midcoastal community, Blue Hill conveys a remarkable sense of time and place and retains the same scale and balance in proportion between building types as it did a century ago. Architecturally, most major 19th and 20th century styles are represented, such as Federal, Greek Revival, Gothic Revival, Italianate, Mansard Style, and Colonial Revival. The District boundaries in general encompass the major portion of Blue Hill village as it was during the late 19th century.

In addition to the general historic values identified as part of the Blue Hill Historic District, there are several buildings in Blue Hill that are listed in the National Register of Historic Places. These are:

The Ward Hinckley House, Route 172 & 175  
“Barn Castle” on South Street  
John Peters House, Peters Point  
Jonathan Fisher Memorial, Route 15  
East Blue Hill Public Library

The Jonathan Fisher Memorial Inc. provides upkeep to the Fisher House and operates the home as a museum. The Fisher House was the home of Blue Hill's first minister. The Blue Hill Historical Society maintains the Holt house, another historic home representing old Blue Hill.

**5. Cultural Resources**

In addition to historical and archeological resources, Blue Hill is notable for its varied cultural endeavors. There is a vibrant community of artists, potters, and craftspeople. Numerous local galleries display their work. Music is also important. The Bagaduce Music Lending Library, established in 1983, has grown to become an international resource center for printed music. It has a collection of over 150,000 titles. Kneisel Hall, called “The Cradle of Chamber Music Teaching in America”, exists to enrich the artistic skills of students and the surrounding community, and to represent the highest ideals of ensemble performance. In addition to its chamber music school, Kneisel Hall sponsors a popular summer concert series. The Blue Hill Concert Association also sponsors a well-attended concert series at the First Congregational Church. The Bagaduce Chorale, a local, world-renowned vocal ensemble, performs regularly in the Blue Hill area.

Various other jazz, rock, folk, wind, string, and vocal ensembles originate in Blue Hill. Steel drum festivals are also held, which attract aficionados from around the world. The local schools support Blue Hill’s cultural heritage by providing art and music education. The musical training ranges from jazz to classical, concert bands to steel drum bands.

Blue Hill’s newly expanded and refurbished library is the epicenter of activities that challenge those with an intellectual curiosity. The library, George Stevens Academy, The Liberty School and The Marine Environmental Institute all provide lectures throughout the year with speakers who are experts in their fields of study.

As the population of Blue Hill grows older, it is important that the town maintain the high caliber of its cultural resources. The Maine Arts Commission has provided funds to towns for the advancement of local cultural activities.

**6. Findings**

There is little protection for Blue Hill’s unique and valuable historic resources. The town needs to assess the adequacy of current measures to protect historic resources such as municipal ordinances, as well as discussing possible threats to these resources. Specific recommendations are found in the Goals and Objectives section. Some general options for discussion are raised in the following paragraphs.

Archaeologically sensitive areas have been identified and are mapped on the Blue Hill Historical and Archaeological Resources Map (map #3). A total of twelve (12) prehistoric archaeological sites are located along Blue Hill's coast. These are "shell middens" which are Indian campsites. Most of these sites are located in the Blue Hill village and Salt Pond areas of the Community. Although insufficient data is available at this time to assess significance, care should be taken that these sites are protected. A mechanism for archaeological review of all construction activity or other ground disturbing activity within the identified "archaeologically sensitive zones" should be established, such that no activity is allowed to proceed without a field check by a qualified archaeologist.

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In order to protect the intrinsic value of the Town of Blue Hill, its historical character and fabric should be preserved. A comprehensive survey of buildings in the historic district should be documented together with a list of recommendations to protect the town's history and density. As mentioned in Appendix 1, section B, question 7, 81% of the respondents to the Comprehensive Plan Survey would support development of local policies to further protect historic districts.

## **L. LAND USE**

### **1. Purpose**

This section discusses current and likely future land use patterns in Blue Hill. An understanding of land use trends is very important in determining Blue Hill's ability to absorb future growth. Specifically, this section:

- a. summarizes the breakdown of developed and undeveloped land in terms of estimated acreage and location;
- b. discusses major changes in Blue Hill's land use patterns and how these might affect future land use; and
- c. identifies land areas deemed more or less suitable for future development over the next ten years.

### **2. Key Findings and Issues**

Blue Hill is a small, rural town. About 4 percent of its total land area is residentially developed. About one quarter of its land area has a very low potential for development due to poor soils. While the town has four village-type areas (Blue Hill Village, South Blue Hill, Blue Hill Falls and East Blue Hill), most development in recent years has occurred along the major roadways and waterfront to the south and west of town.

Blue Hill has experienced steady year-round population growth of 22 percent between 1990 and 2000. That pace is expected to continue for the immediate future. It is reasonable to estimate that an additional 350 residential acres (including both year-round and seasonal homes) will be developed by 2015, given the patterns of development experienced since 1990 and a growth of 69 homes in the past three years. Increases in commercial acreage are also likely. More land may also be held in conservation easements. Although there is clearly ample land to accommodate future development, the challenge facing the town is thus deciding how to manage this growth.

### **3. Public Opinion Survey and Community Forum Results**

About 86 percent of respondents felt that the small town atmosphere was the most important aspect of Blue Hill. This was followed closely by 71 percent citing scenic beauty as a characteristic of the town. Coastal access and low crime rates were also important aspects of the town (43% and 41% respectively). Seventy-three percent of respondents wanted land use regulations to encourage growth of single family dwellings in the future, and 70 percent also wanted to encourage senior housing. The majority (57 percent) wanted to allow residential uses "anywhere in town" while only 17 percent chose this category as the preferred location for commercial uses. Forty-one percent wanted commercial uses concentrated "close to village centers" and an additional 33 percent wanted commercial development in specifically designated areas. About 63 percent would prohibit heavy manufacturing anywhere in town.

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Comments made on the survey and at the three community forums revealed that most residents value the town’s small town qualities and its scenic beauty. Many participants expressed concern about too much development and sprawl. There were many comments expressing either opposition to or support of selective town-wide development control ordinances.

**4. Acreage of Developed Land**

The acreage of developed residential land is shown on Table L.1. This table also shows land ownership by tax billing address. Those with out of town addresses are assumed to be non-residents and those with local addresses are assumed to be residents. Many non-Blue Hill addresses are in neighboring towns and some land is held in trust accounts that may have non-Blue Hill addresses. Since there are also cases where non-residents may use a local address for income tax purposes or for other reasons, this breakdown should be considered general. In addition, it is important to note that the total acreage of Blue Hill is slightly larger (40,882) than the total listed below (39,309), since the figures below are based on the town’s tax records, which may be incomplete. This table shows that there about 1,650 developed acres in town or about 4 percent of the total land area.

<b>TABLE L.1</b>						
<b>Estimate of Developed Land Acreage</b>						
<b>Ownership</b>	<b>Resident</b>		<b>Out of Town</b>		<b>Total</b>	
	Estimated Acres	Percent	Est. Acres	Percent	Estimated Acres	Percent
Undeveloped	25,188	95.4%	12,478	96.8%	39,666	95.8%
Developed*	1,226	4.6%	417	3.2%	1,643	4.2%
<b>Total</b>	<b>26,414</b>	<b>100.0%</b>	<b>12,895</b>	<b>100.0%</b>	<b>39,309</b>	<b>100.0%</b>

**Source:** Analysis of assessing records by BHCPC, see text for an explanation of discrepancy in acreage figures.

\* Assumes 1 acre per household

According to this analysis, about 96 percent of the land in Blue Hill is vacant. However, many current households are on lots that exceed one acre and the owners may not wish to subdivide their land for further development. A total of 15,600 acres of property in Blue Hill have at least one building on them. This constitutes 39.7% of the total acreage of the town. Consequently, about 60% of the town has not been developed. This does not reflect land that may be restricted from development due to conservation easements. Some of the land in town

has been designated as Tree Growth (10,570 acres), Farmland (486 acres) or Open Space (856 acres) with associated tax benefits under Maine's Current Use Tax program. See Agriculture and Forestry Resources chapters for further discussion of these easements.

Finally, there are areas of the town that are not suitable for development because of soil conditions, slopes and bedrock outcropping. As will be discussed below (Section 7, Areas Suitable for Growth), much of the vacant land is not developable due to poor soils.

## **5. Land Use Patterns**

This section discusses land use patterns in the various parts of town. Specific problems or needs facing each part of town are identified. It is important that these be reflected in the comprehensive plan.

### **a. An Overview**

With about 40,882 acres of land area and 2,500 year-round residents, Blue Hill is a sparsely populated small town. In addition, Blue Hill has an additional seasonal (primarily summer) population of approximately 600 families. There are four established village areas; Blue Hill, East Blue Hill, South Blue Hill, and Blue Hill Falls. While non-resident ownership of property in Blue Hill constitutes nearly 26% of the total developed properties in the town, non-residents own nearly one third (33.1%) of the total acreage of the town. There are 1,390 tax-exempt acres (3.5% of total). This amount includes public land and land held by non-profit organizations.

In addition to the state-mandated shoreland use ordinance, the only other land use ordinance in Blue Hill is a site plan review. Nearly all of the shorefront property (with the exception of Long Island) has been partially developed.

### **b. The Shorefront**

The shorefront has long been popular as a place for second and year-round homes. Shore property will likely remain in high demand. This area is already regulated through the town's shoreland use ordinance, which meets state minimum standards. While this ordinance offers protection in terms of waterfront setbacks, vegetation removal and other environmental standards, residents are still concerned over the impacts of shorefront development. The character of the shore is changing due to many large homes being built. There is a 75 foot setback requirement for building on salt water and streams, and a 100 foot setback for fresh water sites. Shoreland lots must be at least 37,500 square feet in size with a minimum of 150 foot frontage on salt water. Fresh water lots must have a minimum of 40,000 square feet and 200 feet of shore frontage. There are no side lot setback standards. State law only requires a 10 foot road setback. There are no roadside frontage requirements in Blue Hill.

One major issue with current shoreland zoning is enforcement of standards, particularly timber harvesting and vegetation removal. Many homes that are readily visible from the water

have been built along the shore. The vegetation removal standards in shoreland areas intended for residential uses generally apply within 75 feet of the shore. The town thus has little ability to regulate vegetation removal beyond that 75-foot buffer. The visual impact of new shorefront development could be mitigated by designating a wider area that would be subject to vegetation removal standards.

One shorefront issue is potential conflicts between water-dependent uses such as fishing operations, piers and boat yards and other uses. Fishing and boat building are important to the local economy. Some towns have enacted shoreland zones that protect such areas to conversion to non-water dependent uses. This helps assure that access to the water for such uses is retained rather than having areas converted to other uses such as residential condominiums or restaurants.

Normally, towns only designate a small area under such classifications and only if the current use were economically viable. The process usually also involves consultation with the land owners. The town is presently considering renovation or replacement of one or both of its town piers. There is also some discussion of creating all-tides access to the downtown pier, although no formal applications have been filed yet (*see Marine Resources chapter*).

Another issue is the large size and number of homes being built along the shore. This could be addressed by requiring greater setbacks, impervious surface coverage requirements, screening and similar standards. This would involve implementing standards that exceed the state minimum for shoreland areas.

There has also been considerable development beyond the 250 foot buffer not subject to shoreland zoning, but still within easy access of the shore. These areas are likely to remain popular for home building, especially as shore front property becomes less available.

**c. The Villages**

The villages once were the major areas of year-round homes in Blue Hill. In recent years, more development has taken place along secondary roads. The villages, however, still play an important role in the community and have many buildings of high historical value. Blue Hill village also features the main stores in town, the library, banks, schools, churches and the Blue Hill Hospital. Blue Hill is considered the service center of the Blue Hill Peninsula.

The Blue Hill Center neighborhood offers services such as a variety of stores, restaurants and a library all in easy walking distance. Also nearby, is the George Stevens Academy, Town Hall and the town green. There is also sufficient vacant land with soils suited for development to accommodate future growth compatible with a traditional New England village. It also offers a public sewer system. While East Blue Hill, South Blue Hill, and Blue Hill Falls are less developed, they still have some village character. East Blue in particular has many buildings are only that have minimal set backs from their street frontage a on very small lots with minimum street frontage. Its physical and social center is formed by the library and the post office



Most recent development, however, that has not occurred along or adjacent to the shore has been along the major roads in the rural areas of town rather than in the smaller villages.. The current pattern of development is likely to continue unless the town takes measures to discourage development in the rural areas and encourage development in the villages.

**d. Downtown Development**

As mentioned in the *Transportation* chapter, speeding and traffic volume are major concerns of residents. This was echoed in the survey data. The downtown area is fully developed and there has been very little new construction in recent years. There has been substantial change in business ownership and opening and closing of various establishments. There is a good mixture of restaurants, bookstores, retail outlets, art galleries and service businesses. Estimates for mid-2005 were that there were 83 businesses. These are a major part of the retail employment reported in the Economy section. They also contribute to the economy. In 2002, the last year for which data are available, Blue Hill as a whole generated \$23,870,000 in taxable sales. A good portion of those sales took place in the downtown, which also functions as the service center for surrounding towns. The properties are largely older historic structures (see *Historic and Archeological Resources* chapter), and infrastructure in the downtown area is stressed. Public sewer is available, but all water is provided by private wells.

Street parking is limited to two hours duration and, while municipal off-street parking is available nearby (and was recently expanded), finding summer parking is particularly difficult. The town has undertaken a disease-resistant elm tree re-planting program to begin restoration of some of the original character of downtown Blue Hill. Given the historical significance of much of the downtown area (see *Historical and Archeological Resources* chapter), plans should be made to try to preserve as much of the downtown architecture and history as possible.

Recent development in the Tenney Hill area (the intersection of Routes 15 and 172, just west of downtown) has been the most rapid in the area. This area has become a de-facto shopping area, which has allowed further development of the Blue Hill commercial base. The existing town sewer system does not reach this area, but growth has continued beyond the sewer lines. Extension of the sewer system to include this area was proposed but defeated at the March, 2004 town meeting (see *the Public Services and Facilities chapter*). Increases in both the volume and complexity of traffic flow in this area increases the risks of accidents (see *the Transportation chapter*). The intersection is controlled only by a blinking light. The town may want to think of ways to shape the rate of growth and the flow of traffic in this area.

**e. Remote Areas**

It can be particularly costly for towns to serve new homes in areas such as these if school bus routes and road plowing services must be expanded. Emergency vehicle access is another concern. The road system is currently very limited and those rural roads that do exist are generally narrow and unpaved. Due to their remoteness, these areas are the least suited to accommodating major new development such as large-scale residential subdivisions. However, in response to the growing market demand for affordable housing in the area, seven separate

subdivisions have been started in recent years. This rapid growth pattern, while desirable in terms of lowering the cost of new home construction, has impacts on road maintenance, emergency service and traffic enforcement demands for the town.

## **6. Recent Land Use Changes**

The US Census reported that Blue Hill gained 163 year-round residences and lost 9 seasonal homes, with a net gain of 154 units (see the *Housing* chapter) between 1990 and 2000. However, local tax records indicate that 214 new homes were constructed between 1991 and 2000. The tax records do not indicate whether a house is year-round or seasonal, but 164 of the 214 (77%) new homes had Blue Hill owners. Most of the remaining 50 homes were probably intended as year-round residences being built by owners who planned to move to Blue Hill. An additional 69 houses were built between 2001 and 2003. Changes between 1990 and 2003 are shown on Map # 8 (Development Patterns). As mentioned above, the majority of the recent development has occurred to the southwest of downtown.

## **7. Areas Suitable for Growth**

While Table L.1 indicates that Blue Hill has ample vacant land, not all of this land is readily developable. The Natural Resources Conservation Service has rated the various soils in town in terms of their potential for low-density urban development (see Table L.2, below). These data are from State sources and differ slightly from the Tax Map data cited above. According to this analysis, about 38 percent of the total land area has a very low potential for development. This data source indicates that 1,236 acres are already developed, or roughly 3% of the total of the town. Of the remaining acreage, 10,963 acres (26.8%) are considered steep slopes and wetlands and therefore are unsuitable for development. That leaves 28,683 acres (or 70.2%) of the town acreage still available for development. Eliminating the 10,449 acres that are rated as very low potential, there remains 18,234 acres (or 44.6%) of the town suitable for future development.

These soil ratings are based on factors such as soil suitability for septic tank absorption fields, dwellings with basements and local roads and streets. The criteria reflect state-wide standards. There are few areas in the state that don't have at least some soil limitations such as wetness or bedrock near the surface. Map 9 (Development Limitations) shows that very low potential soils are widely scattered throughout town.

Soils alone, however, should not be considered in determining areas most suited for growth. It is also important to consider wildlife habitats and other natural resource issues, as well as access to roads and other services, existing land uses and citizen wishes. It must be stressed that the soils information shown on the Soils Potential map (see Map 7 Soils) is very general. It should not be used as the sole criterion in determining if a parcel is suitable for development since generalized soil surveys are considered accurate for pieces of land greater than five acres. A more detailed soils survey is generally needed to assess site-specific problems on smaller parcels.

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**Table L.2**

<b>Soils Potential for Development</b>								
<b>LDD Potential</b>	<b>Total</b>		<b>Developed</b>		<b>Steep Slopes and Wetlands</b>		<b>Available for Development</b>	
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent
Not rated	1,186	2.9	53	4.3	86	0.8	1,047	3.7
Very low	15,400	37.7	160	12.9	4,791	43.7	10,449	36.4
Low	6,897	16.9	307	24.8	2,504	22.8	4,086	14.3
Medium	7,685	18.8	304	24.6	1,848	16.9	5,533	19.3
High	9,672	23.7	407	32.9	1,731	15.8	7,534	26.3
Very high	42	0.1	5	0.4	3	0.1	34	0.1
Total	40,882	100.0	1,236	100.0	10,963	100.0	28,683	100.0

**8. Current Land Use Regulation Measures**

Construction within Blue Hill is monitored by an “Intent to Alter or Construct Buildings” form. This notice is required for any improvement in real estate which increases the value of the property by \$250 or more. Failure to file this notice is subject to a \$100 fine. There is no fee associated with filing this notice, and it does not require review by the planning board. This notice merely serves to 1.) keep the town informed of development changes, 2.) notify the tax assessor of changes in real estate values, and 3.) notify the life safety officials of changes in buildings in town.

Commercial and subdivision developments are more closely monitored by the town. Commercial development requires a site plan filing and planning board review. Land or building subdivisions involving 3 or more separations within a 5 year period also require subdivision review.

On-site waste disposal (septic) systems and interior plumbing are governed by state standards and require permits. Occupancy permits are not required, although an inspection for fire and Americans with Disabilities Act (ADA) life safety codes is required for new construction.

The shoreland area standards are consistent with the state minimum guidelines. The town also has a site plan review ordinance that applies to commercial, retail, industrial, institutional and multi-family uses. The most immediately apparent deficiencies in town land use regulation are the lack of town-wide zoning and a building permit ordinance. The site plan review ordinance also needs more specific development review standards.

## **9. Projected Land Acreage Needed for Development**

A general estimate of the land needed for development between 2000 and 2015 can be made using the dwelling unit projections from the Housing chapter and other expected growth trends. The dwelling unit projections assume 273 additional new year-round homes by 2015. To allow for a faster than expected rate of growth and for any second homes, the plan assumes that 350 units will be built in fifteen years. Assuming an average of one acre of land per unit, this would mean 350 additional acres of residential land by the year 2015.

This is a straight-line projection based on the past 14 years of growth. For planning purposes, however, it is better to plan for higher growth than to be left unprepared for a faster than expected growth rate.

Commercial development has been sporadic. Given past trends, there may be another 30 to 50 acres of commercial development by 2015. Most development in Blue Hill is expected to be very small scale (such as antique shops and other owner-operated businesses catering to tourists) or expansions of existing uses such as inns and boat yards. However, the South Street and Mines Road area of town is one where considerable commercial development pressure could be felt in the next decade. Recent commercial development at this location has been accelerating. A secondary, more residential growth area, is also occurring to the east of town along Route 172 heading toward Ellsworth.

There may also be an increase in conservation land if more properties are placed under conservation easements. This is especially likely if the town actively promotes such measures. There is no way to estimate how many acres would be protected by such easements. The challenge is for the town to grow in a way that minimizes sprawl while also limiting any restrictions on how owners might choose to use their land.

## M. FISCAL CAPACITY

### 1. Purpose

Although high property tax rates are a problem in many towns in Hancock County, they are not as significant a problem in Blue Hill. Blue Hill has lower tax rates than many of the 37 towns comprising Hancock County and continues to run a small revenue surplus. With an average growth rate of over 5% in total valuation, the town has been able to keep ahead of the costs of doing business in the expensive state of Maine. The town's excellent location, near Acadia National Park and Bangor, has made it a natural service center for the peninsula area as well as an excellent location for those seeking to live in a town that is not crowded, yet is well serviced. These factors have led the town to have one of the highest growth rates in the county. However, like many attractive towns on the coast of Maine, it is experiencing a growth in retirees who may not want to fund larger and larger school budgets for dwindling school populations. As the nature and needs of the town's population changes, a comprehensive plan is needed to examine fiscal trends in the town to make certain that the town will continue to operate for the benefit of all of its citizens and assure the best use of their tax dollars. Specifically, this section will:

- a. summarize Blue Hill's current fiscal conditions;
- b. discuss recent revenue and expenditure patterns;
- c. predict likely future revenue and expenditure trends; and
- d. assess Blue Hill's capacity to finance capital expenditures for the next ten years.

### 2. Key Findings and Issues

Blue Hill has a lower tax assessment per capita than most of its immediate neighbors. Property tax assessments increased at an after-inflation rate of 7% between 1994 and 2002. This was higher than the Hancock County average increase of 4 percent. The tax base is primarily residential, though the town does have a small commercial /service industry, which helps keep total valuation high.

### 3. Public Opinion Survey and Community Workshop Results

The public opinion survey asked respondents to indicate their priorities (three most important issues from a list provided - *see Survey Results*) for spending the town's future tax dollars. The highest response was for road maintenance, receiving 68% endorsement. At the time of the survey (summer 2003), State Route 15 from Orland to Blue Hill was in very bad shape and scheduled for reconstruction, so that may well have impacted this particular question, even though it was not a town tax matter.

The second highest issue for increased tax expenditure was education, with a 56% endorsement. This concern echoed a survey-wide theme of more services for youth and a general concern about the out-migration of youth in the area.

The remainder of items that were endorsed was largely clustered in the 18-29% range. Within that cluster, marine resources improvements received 29%, downtown parking, 27% and police protection, 25%. Overall, 88 % were concerned about property taxes.

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**4. Valuation and Tax Assessment**

Blue Hill's ability to raise tax revenue is dependent largely on its tax base or valuation. As seen in Table M.1, Blue Hill's state equalized valuation increased from \$255,450,000 to \$357,050,000. This is an increase of 40 percent in eight years in real dollars, but only 7% in inflation adjusted values.

There has also been an increase in the property tax burden. The total money raised through property taxes increased from \$2,550,138 to \$3,836,214 (as reported by the Maine Bureau of Taxation). This was a real (adjusted for inflation) increase of 16 percent. Property tax assessments thus increased at a faster rate than the valuation over the eight-year period. If property taxes continue to increase faster than the valuation, this would likely mean a greater burden on all taxpayers in town.

It is useful to compare valuation trends in Blue Hill to those of other Hancock County towns. As seen in Table M.2, Blue Hill's 2002 state equalized valuation per capita was higher than all other towns. On a per capita basis, the 2002 property tax assessment in Blue Hill was \$1,458 (see Table M.2). This is about 17% percent higher than the Hancock County average. These per capita figures are for year-round residents only. They do not reflect the share of the property tax burden assumed by non-resident landowners.

<b>Table M.1</b>				
<b>State Equalized Valuation and Property Tax Assessment Trends</b>				
<b>Blue Hill, 1993-2002</b>				
<b>Year</b>	<b>State Equalized Valuation</b>		<b>Town Commitment</b>	
	Current Dollars <sup>1</sup>	2002 Dollars <sup>2</sup>	Current Dollars <sup>1</sup>	2002 Dollars <sup>2</sup>
1994	\$255,450,000	\$332,085,000	\$2,550,138	\$3,315,179
1995	\$268,450,000	\$340,931,000	\$2,694,437	\$3,421,934
1996	\$274,950,000	\$338,188,000	\$2,947,051	\$3,624,872
1997	\$291,250,000	\$346,587,000	\$3,137,196	\$3,733,263
1998	\$291,400,000	\$340,938,000	\$3,197,130	\$3,740,642
1999	\$303,650,000	\$346,161,000	\$3,377,624	\$3,850,491
2000	\$319,800,000	\$348,582,000	\$3,668,249	\$3,998,391
2001	\$336,700,000	\$350,168,000	\$3,687,531	\$3,835,032
2002	\$357,050,000	\$357,050,000	\$3,836,214	\$3,836,214
1994-2002 Change	40%	7%	50%	16%

**SOURCE:** Maine Bureau of Taxation, Municipal Valuation Return Summary.  
 Inflation adjustments made using U.S. Dept. of Labor Consumer Price Index.

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<b>Table M.2</b>					
<b>Valuation and Tax Spending (Assessment)</b>					
<b>Brooklin, Brooksville, Blue Hill, Sedgwick Deer Isle and Hancock County</b>					
	2002 Population Estimate	2002 State Equalized Valuation	2002 State Valuation Per Capita	2002 Tax Assessment	2002 Tax Assessment Per Capita
Brooklin	932	\$140,200,000	\$150,429	\$1,286,973	\$1,381
Brooksville	898	\$155,200,000	\$172,829	\$1,208,002	\$1,345
Blue Hill	2,316	\$303,650,000	\$131,110	\$3,377,624	\$1,458
Sedgwick	1,088	\$80,200,000	\$73,713	\$1,160,045	\$1,066
Deer Isle	1,826	\$213,900,000	\$117,141	\$2,175,155	\$1,191
Hancock County	49,840	\$5,055,400,000	\$101,433	\$62,015,180	\$1,244
<b>SOURCE:</b> Maine Bureau of Taxation, Municipal Valuation Return Statistical Summary					

<b>Table M.3</b>							
<b>Tax Spending (Commitment)</b>							
<b>Brooklin , Brooksville, Blue Hill, Sedgwick, Deer Isle and Hancock County: 1995-1999</b>							
	1995	1996	1997	1998	2002	Percent Increase 1995-2002	Percent Increase Adjusted for Inflation
Brooklin	\$1,042,775	\$1,047,694	\$1,065,214	\$1,209,885	\$1,636,528	57%	11%
Brooksville	\$1,049,405	\$1,077,712	\$1,070,814	\$1,135,785	\$1,382,925	31%	4%
Blue Hill	\$2,694,437	\$2,947,051	\$3,137,196	\$3,197,130	\$3,836,214	42%	3%
Sedgwick	\$929,113	\$1,075,840	\$1,094,745	\$1,091,617	\$1,520,359	63%	12%
Deer Isle	\$1,861,767	\$1,958,494	\$1,992,063	\$1,986,541	\$2,869,542	54%	5%
Hancock County	\$53,552,500	\$56,713,933	\$58,330,228	\$59,772,696	\$79,641,255	48%	4%
<b>SOURCE:</b> Maine Bureau of Taxation, Municipal Valuation Return Statistical Summary							

Property tax burdens can also be measured by comparing the various types of property in a town. As seen in Table M.4, Blue Hill has just over \$220,100 in taxable personal property (items such as machinery or major pieces of office equipment) or just under 0.1 percent of the total valuation. This compares to an average of 6 percent for Hancock County. The Hancock County average, however, is skewed by those few towns with large industries. Bucksport, for example, has about 80 percent of all reported personal property in the county.

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Blue Hill according to state figures, has about 31 million worth of tax-exempt property. This includes about \$126,000 in state property and \$14 million in property owned by "public municipal corporations," which would include town-owned property. There is also about \$800,000 worth of veteran exemptions in town. Other tax-exempt property includes churches (about \$1.7million), fraternal organizations (\$365,000), charitable properties (\$11.4 million) and literary and scientific organizations (\$1.7 million). Overall, this property amounts to about 8 percent of the total state valuation.

**Table M.4**  
**Total Valuation by Type, 2003**

<b>Town</b>	<b>Personal Property</b>	<b>Percent</b>	<b>Industrial Valuation</b>	<b>Percent</b>	<b>Exempt Property</b>	<b>Percent</b>
Brooklin	\$1,070,000	0.8%	\$4,202,400	3.1%	\$3,541,304	3%
Brooksville	\$39,350	0.0%	\$0	0.0%	\$5,721,300	4%
Blue Hill	\$220,600	0.1%	\$0	0.0%	\$31,061,600	8%
Sedgwick	\$134,550	0.1%	\$0	0.0%	\$0	0%
Deer Isle	\$206,200	0.3%	\$206,200	0.3%	\$6,432,500	9%
Hancock County	\$293,840,097	6.0%	\$321,488,251	6.6%	\$621,256,185	13%

**SOURCE:** Maine Bureau of Taxation, Municipal Valuation Return Statistical Summary

**5. Current and Future Revenue Trends**

Education remains the single largest expenditure in Blue Hill. Table M.5 compares state school subsidies and local appropriations for education. Overall school spending in Blue Hill increased at an after-inflation rate of 13 percent between 1994 and 2002. In recent years Blue Hill has received state assistance in retiring its school debt, but has not received any basic school funding. Under Maine's school funding law, towns with high valuation receive minimal state general funding for education. This means that the basic source of revenue for education and most other town services comes from property taxes. State Education Funds to Blue Hill have declined by 68% in inflation adjusted dollars for this time period.



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<b>Table M.5</b>					
<b>Blue Hill State School Subsidies and Local Expenditures</b>					
<b>Year</b>	<b>State Foundation</b>	<b>State Debt Service</b>	<b>Total State Amount <sup>1</sup></b>	<b>Municipal Amount</b>	<b>Total</b>
1994	\$103,729	\$234,541	\$338,270	\$1,928,723	\$2,226,994
1996	000	\$255,004	\$255,004	\$2,433,656	\$2,688,661
1998	\$12,128	\$178,333	\$190,462	\$2,679,011	\$2,869,473
2000	000	\$178,827	\$178,827	\$2,895,591	\$3,074,418
2002	000	\$138,747	\$138,747	\$3,141,749	\$3,280,496
% increase/decrease			60% decrease	62% increase	47% increase
% change adjusted for inflation 2002\$			68% decrease	23% increase	13% increase
<sup>1</sup> These figures are from the school's fiscal year and may differ from town figures, which are based on the calendar year.					
<b>SOURCE:</b> Town Reports as compiled by the HCPC and Pat Henry, School Union 93					

**6. Current and Future Expenditure Trends**

Table M.6 compares selected expenditures between 1994 and 2003 adjusted for inflation. The most rapid spending increases were in administration and the fire department. All other categories except social security payments and town roads and bridges increased at a rate above that of inflation.

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<b>Table M.6 Comparison of Selected Expenditures 1994 and 2003</b>				
<b>Item</b>	<b>1994 Amount</b>	<b>1994 Amount in 2003 Dollars</b>	<b>2003 Amount</b>	<b>Constant Dollar Percent Change</b>
Administration	\$88,000	\$111,760	\$192,294	41%
Town Roads/Bridges	\$99,000	\$125,730	\$238,000	47%
Winter Roads	\$80,000	\$101,600	\$181,000	43%
Solid Waste	\$79,488	\$100,949	\$132,500	23%
Fire Department	\$48,771	\$61,939	\$74,900	17%
County Tax	\$120,061	\$152,477	\$248,911	38%
Health Insurance	\$22,648	\$28,762	\$31,500	9%
Education	\$1,928,723	\$2,449,478	\$3,220,227	23%
Blue Hill Memorial Library	\$22,000	\$27,940	\$35,000	20%
Street Lights	\$9,000	\$11,430	\$10,000	(14%)
<b>SOURCE:</b> Town Reports as compiled by the HCPC, and R. Bauer				

Most of the capital expenditures Blue Hill faces in the next few years are related to the Schools. If the town undertakes dock or other public access to salt water improvements, these may also require capital expenditures. These improvements may involve matching state grant funds.

The town may also have to consider extra funding for road rebuilding and repair. Recent changes in the state's municipal road reimbursement formula further restrict how state money can be spent. Funds may be used only for capital projects such as building and rebuilding of roads and hot-topping projects with a 2-inch minimum layer of pavement.

## **7. Municipal Debt and Capital Financing**

Blue Hill presently has a relatively low volume of debt when compared to the maximum debt allowed by state law. Towns may borrow up to 15 percent of their total state valuation, which in Blue Hill's case would be about \$20 million in 2000. About half of the debt must be reserved for educational purposes. Currently, the only debt is for the school. Since the school is presently well under capacity, there is little likelihood of any additional debt being incurred for at least ten years.

## N. INVENTORY AND ANALYSIS SUMMARY

### 1. Purpose

This chapter is a summary of the Inventory and Analysis phase of the comprehensive plan. It summarizes the key issues faced by Blue Hill and serves as the basis of the *Goals and Objectives* section. The first part of this chapter identifies the priority issues. The second part identifies the key issues from each chapter of the *Inventory and Analysis*. The text of this second part is taken verbatim from the *Key Findings and Issues* section of each individual chapter. The third part identifies the major regional issues Blue Hill faces.

### 2. Priority Issues

Blue Hill is experiencing a period of rapid population growth due to a high rate of immigration. While the overall population is growing, school enrollment is declining. The combination of high housing costs in relation to incomes and limited job opportunities that pay a livable wage means that there are a few opportunities for families of child-bearing years in Blue Hill.

The population growth has placed greater demand on town services. For example, police protection needs have expanded. The town's road system has faced increased traffic and parking is a problem in several parts of town.

There is also increased demand on public access points to salt (especially under all tide conditions) and fresh water and other recreation facilities. The demand on recreation land has been aggravated as more land traditionally used for hunting, fishing and hiking is posted against such uses. The quality and quantity of domestic water supplies is another important issue facing the town as it grows.

### 3. Key Findings and Issues

#### A. Population

While the school-aged population continued to increase between 1990 and 2000, there was a decrease in the number of pre-school-age children and those between the age of 18 and 44. This means that future decreases are likely in school enrollment. The number of persons between the age of 45 and 64 increased by 152 percent. The total year-round population in town between 1990 and 2000 increased by 23 percent (from 1,941 to 2,390). By 2015, the town is projected to have a year-round population of 3,000. Median household incomes were over the county median in 1990 and below that median in 2000. Also, the poverty rate in town increased by 45 percent during this period.

#### B. Economy

Blue Hill has had unemployment rates below the county average in recent years. It has a higher percentage of persons employed in health, education and professional positions than does

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the county as a whole. There is a 22 percent self-employment rate. Commuting times increased between 1990 and 2000.

**C. Housing**

Housing sales prices are well above the county median while household incomes are below the county median. This seriously limits opportunities for first-time home buyers. There is also a serious shortage of lower cost rental opportunities.

Between 1970 and 2000, there was a 67 percent increase in the number of year-round homes and a 243 percent increase in the number of second homes. There was a minor decrease in the number of second homes between 1990 and 2000 as second homes were converted to year-round use. The plan predicts a 25 percent increase in the number of year-round homes between 2000 and 2015.

**D. Transportation**

Blue Hill currently has approximately 60 miles of public ways. Roads are broken down into major classifications as follows: State highways/major urban collector routes, consisting of 19.15 miles; state highways/minor collector routes, consisting of 15.4 miles, and town ways (25.6 miles) making up the balance. Major issues facing the town at this time are the dramatic vehicular congestion in the downtown area on a seasonal basis, the high accident volume associated with the intersection of South Street/Mines Road and Tenney Hill and the high rate of speed of vehicles operating within the village proper. Ongoing issues facing the town are a lack of off-street parking in the downtown area, and the desire for adequate and safe sidewalks for pedestrians to use.

**E. Public Services and Facilities**

One area of concern is the dwindling school enrollment in Blue Hill. Another is the difficulty in recruiting volunteers to serve on the fire department. A third is the inadequacy of police protection. The lack of downtown parking and inadequate sidewalks/condition are also issues.

**F. Recreation**

Blue Hill is fortunate to have a multitude of outside recreational facilities, both owned by the municipality or open to public usage by permission of the land owners. All facilities are used by the members of the town at large, in all age brackets. One threat to the recreational facilities is their popularity with this same public. Limited parking areas are fast becoming congested, and scheduling of time for use of the fields has become a juggling act, performed by all schools and activity groups. A more urgent need is becoming a reality; the matter of public access to our ponds and fresh water resources.

**G. Marine Resources**

While the commercial fishing fleet in Blue Hill continues to exist at small but stable levels, the recreational boating fleet has grown along with the population. A key issue has been and continues to be adequate public access to the shore and, specifically, all-tides access to Blue Hill town wharf. Blue Hill residents are also concerned with the preservation of areas of scenic beauty, which include shore locations. Shellfish harvesting continues to be prohibited due to unacceptable water quality along several areas of Blue Hill's coastline.

Finfish and mussel aquaculture development and their possible adverse impacts on harbor development are issues of concern in Blue Hill prompting the organization of citizens' watchdog organizations. In response to those issues the town has adopted a harbor ordinance with harbormaster and a marine resources committee to establish some controls over harbor situations. To date, these committees and controls appear inadequate in managing the adverse impacts of aquaculture and harbor development.

**H. Water Resources**

While approximately two to five percent of Blue Hill residents utilize a dug well, the majority of residences and businesses depend primarily upon bedrock wells for their drinking water. There are no municipal water supplies. However, there are twenty public water systems which serve a motel, several restaurants, the Blue Hill Memorial Hospital, schools, a church and a retirement community. The only possible problems would be threats to individual wells and pollution of ponds and streams from contamination. Current ordinances reflect minimum requirements and should be updated to protect water resources. The current ordinances do not address phosphorus getting into ponds from storm water runoff. Phosphorus concentration encourages algae growth. A water quality/quantity program is strongly suggested.

**I. Natural Resources**

Blue Hill has many different scenic environments, ranging from its centerpiece of Blue Hill Mountain to the coastal plain of the shore lands and islands. The acreage encompassed by the town depicts a rectangle, which runs northwest to southeast and is split by the entrance to the harbor and Blue Hill Bay. The area includes seven ponds, several tidal ponds and many streams and brooks which flow into the tidal areas. The major issues are increasing pressure from development and public access to the scenic areas. There is presently only the town shoreland-zoning ordinance and site plan review criteria combined with state watershed and wildlife laws to provide any protection for these habitats and resources.

**J. Agricultural and Forest Resources**

Blue Hill has an area of prime farmland that has been described as some of the best farmland in Hancock County. While this area along Route 15 is vulnerable to development, some of it has already been protected through conservation easements. Forests are the

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predominant land cover in Blue Hill. Nearly 5,000 acres of timber were harvested between 1991 and 2002.

**K. Historical and Archaeological Resources**

There is at present very little protection for Blue Hill's unique and valuable historic resources, as represented in particular by the Town's designated historic district. Blue Hill has a rich history worthy of protecting and the present character of the Town is influenced to a large extent by sites and buildings of historic and architectural significance. A comprehensive survey of Blue Hill's historic resources needs to be conducted in order to identify those additional properties, which may be eligible for nomination to the National Registry of Historic Places.

There are a number of archaeological resources that are of statewide and local importance located in Blue Hill. Additional data collection is needed to identify, more specifically, archaeological resource potential areas for the Town. In the meantime, those areas identified as "archaeologically sensitive zones" should be protected from any adverse development activity. In the Blue Hill Comprehensive Plan Survey of 2003, 81% of the respondents would support development of local policies to further protect historic districts, and equal percentage would support protection of scenic views.

**L. Land Use**

Blue Hill is a small, rural town. About 4 percent of its total land area is developed. About one quarter of its land area has a very low potential for development due to poor soils. While the town has four village-type areas (Blue Hill Village, South Blue Hill, Blue Hill Falls and East Blue Hill), most development in recent years has occurred along the major roadways and waterfront to the south and west of town.

Blue Hill has experienced steady year-round population growth of 22 percent between 1990 and 2000. That pace is expected to continue for the immediate future. It is reasonable to estimate that an additional 350 residential acres (including both year-round and seasonal homes) will be developed by 2015, given the patterns of development experienced since 1990 and a growth of 69 homes in the past three years. Increases in commercial acreage are also likely. More land may also be held in conservation easements. Although there is clearly ample land to accommodate future development, the challenge facing the town is thus deciding how to manage this growth.

**M. Fiscal Capacity**

Blue Hill has a lower tax assessment per capita than most of its immediate neighbors. Property tax assessments increased at an after-inflation rate of 7% between 1994 and 2002. This was higher than the Hancock County average increase of 4 percent. The tax base is primarily residential, though the town does have a small commercial /service industry, which helps keep total valuation high.

#### **4. Key Regional Issues**

The town faces several regional issues. One of these is the high cost of housing for first-time home buyers in relation to income. This issue affects the majority of coastal towns in Hancock County. It in turn affects the economy since employers have trouble attracting employees.

Another regional issue is lake watershed protection. Development anywhere in a lake watershed may affect water quality. Blue Hill shares lake watersheds with Surry, Orland and Penobscot. Developing shared access points to these lakes is another water quality issue. The town also shares an area of highly productive farmland with Penobscot and Orland.

If the town's school-age population continues to decrease, Blue Hill may want to look at consolidating its school with those of adjoining towns and possibly coordinating school bus routes. Similarly, there may be opportunities for sharing of other services such as police and fire protection. The peninsula towns are already working together on promoting healthy activities through projects such as hiking trails. There is also sharing of solid waste and recycling services.

There are also several regional transportation issues. For example, Blue Hill needs to work with adjoining towns on identifying needed improvements to state highways. The recent improvements to Route 15 are an example how various towns along a highway can lobby the MDOT to address road deficiencies. Similar, any expansions of public transit or the development of park and ride lots would be most effective on a regional basis.

Another important regional issue is preservation of the working waterfront. Due to the high cost of property in coastal communities, many who work in marine-related jobs commute from other towns. On a county-wide level, there needs to be a critical mass of waterfront facilities that support the fishing community.

## **SECTION II A**

# **GOALS, OBJECTIVES & IMPLEMENTATION**



## II.A. GOALS, OBJECTIVES and IMPLEMENTATION

### 1. Purpose

This section presents goals and objectives for the town of Blue Hill. Goals are general statements for the town's future and are followed by more specific objectives. As will be seen, these goals and objectives are often interrelated. The goals and objectives are followed by implementation strategies that explain how each goal will be achieved. While this plan contains some highly specific recommendations, residents are reminded that planning is an ongoing process. To assure flexibility in the event of unforeseen circumstances, periodic updating of these goals is necessary.

The writers of this plan have attempted to strike an optimum balance between the rightful interests of both the individual and the public in developing goals and objectives to guide the growth of Blue Hill over the next ten years. With such a diverse group participating in the wording of this plan it was impossible, however, to articulate every statement or thought with such precision that the same exact, un-ambiguous meaning would be conveyed to every reader.

### 2. Overall Goal

TO RETAIN THE CHARACTER AND SCENIC BEAUTY OF  
BLUE HILL BY:

- Preserving and Enhancing its Historic Villages.
- Protecting its Marine and Fresh Waters, Farm and Forest Lands and Unspoiled Natural Resources.
- Planning for Growth While Minimizing Residential and Commercial Sprawl.

### 3. Goals and Objectives

#### A. POPULATION GOAL

Blue Hill wishes to be a community with a year-round population composed of all age groups. It also wishes to sustain its seasonal population. The plan recommends that these goals be accomplished by the following steps:

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1. Undertake measures to promote a balanced, year-round economy (see *Economy* goals) so that families of working age have access to jobs;
2. Support measures to increase opportunities for first time homebuyers so that younger families have easier access to housing (see *Housing* goals); and
3. Undertake measures to maintain the town's quality of life so that it remains attractive to second home owners and vacationers. (this is addressed throughout the plan).

<b>Implementation Strategy:</b> This is addressed through other goals and objectives in the plan.
<b>Responsibility:</b> As indicated elsewhere in the plan. <b>Time Frame:</b> As indicated elsewhere in the plan.

**B. ECONOMY GOAL**

Blue Hill seeks to promote an economy that offers its residents a variety of well paying year-round jobs both within the town and within easy commuting distance. It also seeks to preserve its important seasonal sources of employment, encourage home-based businesses, micro-businesses and local entrepreneurial activities. The plan recommends that these goals be accomplished through the following specific measures:

1. **Economic Development Strategy:** The plan recommends that the town create an economic development committee that will be charged with preparing an economic development strategy. This strategy will identify priority economic development goals for the town and the resources available to help the town achieve these goals. The town is urged to seek grant funds to prepare this strategy and hire an economic development professional to assist in the process;

<b>Implementation Strategy:</b> Blue Hill seeks funds for creating an economic development strategy. The strategy is prepared under the direction of the economic development committee with technical assistance from a consultant. The strategy may involve use of tax increment financing and/or designation of a Pine Tree Zone.
<b>Responsibility:</b> Select board asks town meeting for authorization to create committee and seek grant funds. Select board appoints committee and committee oversees development of strategy. <b>Time Frame:</b> 2006 for town meeting authorization, strategy completed by 2008

2. **Regional Coordination:** The plan recommends that Blue Hill participate in regional efforts to diversify the Hancock County economy. This will include ongoing

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involvement with the Coastal Acadia Development Corporation and supporting endeavors of other state and regional organizations that promote this goal;

**Implementation Strategy:** This is a continuation of current policy

3. **Assistance to Existing Businesses:** The plan supports measures to help business retain and create jobs. Specific steps include, but are not limited to, seeking state grant and loan funds for necessary public infrastructure, interim financing and job training. The priority focus shall be on jobs identified in the town’s economic development strategy.

**Implementation Strategy:** The economic development committee contacts area economic development groups to ascertain what grant programs would meet the town’s needs and recommends to the select board which funds should be sought. Joint grant applications with adjoining towns shall be considered whenever deemed feasible.  
**Responsibility:** Economic development committee and select board.  
**Time Frame:** ongoing

4. **Natural Resource-based Employment.** The plan supports measures to sustain and expand employment opportunities in natural resource-based jobs. Specific measures to address marine resource-related jobs are discussed under the *Marine Resources Goals*. Farm and forest-related jobs are addressed under *Agriculture and Forest Goals*.

**Implementation Strategy:** These are addressed elsewhere in the plan

5. **Home-Based Occupations:** The plan recommends that home-based occupations be permitted in all parts of town unless prohibited by state-mandated shoreland zoning standards.

**Implementation Strategy:** This is addressed through the Future Land Use Plan and the proposed changes to the land use ordinances.

6. **Downtown Revitalization:** The plan recommends that the town undertake a downtown revitalization program that would offer an attractive location for commercial development.

**Implementation Strategy:** This is addressed in the downtown and land use goals below.

7. **Manufacturing area:** The plan recommends that the town designate an area of town to allow light manufacturing.

**Implementation Strategy:** This is addressed in the land use goals below and the Future Land Use Plan.

**C. HOUSING GOAL**

Blue Hill seeks to have a diversity of housing stock and opportunities for persons of all income levels to live in the town. The goals are to strive to meet the state requirements regarding affordable housing and begin to close the existing housing gap. This will be accomplished through the following specific measures:

1. **First-time Homebuyer Subdivision:** The town will work with the Maine State Housing Authority and other housing professionals to create subdivisions that will offer homes for sale at below market rates to households in the median household income range for Hancock County. The town would not become a housing provider, but rather would facilitate this process by pursuing appropriate grants that could be administered by an organization experienced in such ventures. The subdivisions would be located in a growth area as recommended in the comprehensive plan. All roads would be built to town standards in the event that the homeowners and the town agree that the road should be recommended for acceptance as a public way at town meeting;

**Implementation Strategy:** The select board appoints a community housing committee to work with the various housing agencies to determine what grant programs are best suited to the town. The committee recommends to the select board what grants should be sought and if tax increment financing or other locally generated sources of match should be pursued.

**Responsibility:** Community Housing Committee takes lead.

**Time Frame:** Select board appoints committee in 2006, grant submitted by 2008

2. **Improvement of Existing Housing Stock:** The town will seek funds from the Community Development Block Grant program and other funding sources such as regional banking institutions for low interest financing to rehabilitate the homes of interested home owners who meet the program income guidelines;

**Implementation Strategy:** The community housing committee works with groups such as the Washington Hancock Community Agency, the Maine Office of Community Development, the Hancock County Planning Commission and USDA Rural Development to determine what grants are most suited to the town.

**Responsibility:** Community Housing Committee

**Time Frame:** 2006-2008

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3. **Land Use Ordinance Standards:** Assure that any town-wide land use standards accomplish the following:
- a. Allow accessory (sometimes called in-law) apartment units in all districts where allowed by state law without an increase in density requirements over those required for single family homes;
  - b. Allow duplex and multifamily units in designated growth areas (see *Future Land Use Plan*). Units will be required to provide adequate off-street parking, meet state life and safety codes and be buffered from surrounding properties; and
  - c. Set standards for mobile home parks that are consistent with state law but still require landscaping and similar measures to assure a quality environment for tenants and buffers from surrounding properties. Mobile home parks would be allowed in all residential growth areas and the commercial areas (but not the downtown or rural areas).

<b>Implementation Strategy:</b> This will be addressed in the development of the land use ordinance
<b>Responsibility:</b> Planning board <b>Time Frame:</b> 2006-2008

4. **Senior Citizen Housing:** To address housing needs of the increasing number of elderly residents in town, the plan recommends that the town explore options to create additional units of senior citizen housing that are affordable to those of low, moderate and median income. The plan recommends that these units be located in an area easily accessible by pedestrians.

<b>Implementation Strategy:</b> The Community Housing Committee contacts the Maine State Housing Authority and other housing providers to learn what programs are available that are appropriate to Blue Hill and works to initiate these programs.
<b>Responsibility:</b> Ad-hoc housing committee <b>Time Frame:</b> 2006-2008

**D. TRANSPORTATION GOAL**

Blue Hill seeks to have a transportation system that promotes the cost-effective, safe and efficient movement of goods, people and services within and through the town. The plan recommends that this be accomplished through the following specific measures:

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1. **Access Management:** The plan recommends the enactment of access management standards to manage the number of curb cuts along its roads (see also *Land Use Goals*);

<b>Implementation Strategy:</b> This is addressed under the land use goals.
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2. **Pedestrian Facilities:** The plan supports the following measures to promote the safe separation of vehicle and pedestrian traffic and encourage a more walkable community:
  - a. Continue to expand and improve sidewalks in the village area;
  - b. Require through site plan review standards that new or expanded commercial uses outside of the downtown make provisions for connecting pedestrian ways with adjoining commercial uses; and
  - c. Give the planning board the authority to require that subdivisions retain easements for pedestrian facilities both within a development as well as providing connections with adjoining subdivisions.

<b>Implementation Strategy:</b> 2.a: the select board recommends inclusion of a sidewalk improvement fund in the annual municipal budget. This item is included in the capital improvement plan; 2.b & c: this will be addressed through the land use ordinance revisions.
<b>Responsibility:</b> 2.a: select board; others: planning board or designee
<b>Time Frame:</b> 2006-2008

3. **Bicycle Facilities:** The plan supports the provision of safe bicycle shoulders along town roads and state highways serving Blue Hill.

<b>Implementation Strategy:</b> The select board contacts the Regional Transportation Advisory Committee (or its successor) and requests that relevant state road improvements be included in the Biennial Transportation Improvement Plan. Local improvements are included in the municipal CIP.
<b>Responsibility:</b> Select board
<b>Time Frame:</b> 2005

4. **Truck Traffic:** The plan supports the following measures to manage truck traffic in Blue Hill:
  - a. explore options to reduce the impacts of truck traffic in the downtown. Specific steps may include restrictions on street loading, speeding and vehicle noise pollution; and
  - b. continue the upgrade of Routes 172 and 15 to assure adequate passing areas and roadway width.

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<p><b>Implementation Strategy:</b> 4.a: the planning board drafts site plan review standards that manage loading and unloading (see also Police Protection goals); 4.a &amp; 4.b the select board contacts the MDOT to discuss what improvements can be made.</p>
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<p><b>Responsibility:</b> 4.a the planning board and select board; 4.b. select board</p>
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<p><b>Time Frame:</b> 2006-2008</p>
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5. **Town road policy:** The plan recommends that town policy recognize that town roads are a crucial factor in shaping future growth and determining municipal service costs. Recommended road policy steps include:

- a. develop construction and design standards for all new roads in town that address matters such as width, paved shoulders, emergency vehicle access, drainage and road base that assure that substandard roads are not built. The plan recommends that town ordinances require that all new or expanded subdivision roads be required to meet these standards. It also recommends that any reconstruction of existing town ways be done in a manner that meets these standards whenever practical;
- b. allow the acceptance as town ways of any new subdivision roads built to town standards in the growth areas;
- c. restrict the acceptance of any new road as a town way in designated rural areas; and
- d. research the status of all un-maintained and unused town ways outside of the growth areas and formally discontinue any current roads that are not maintained.

<p><b>Implementation Strategy:</b> 5.a -c are part of the land use ordinance revisions; 5.d involves the select board confirming the status of existing un-maintained roads (if any) that may not have been discontinued.</p>
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<p><b>Responsibility:</b> Planning board (5.a &amp; b) Select board (5.c)</p>
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<p><b>Time Frame:</b> 2005-2007</p>
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6. **Parking:** The plan encourages the provisions of adequate and safe parking in Blue Hill through the following specific measures:

- a. assure that the site plan review standards have parking standards that give the planning board guidance to determine that off-street parking provisions meet the demand from a proposed new use or change of use. These standards shall require that the parking areas be landscaped when possible to minimize the visual impact of parking areas. It also recommends that parking be located, wherever possible, at the side or rear of the building;
- b. include provisions for adequate off-street parking in the development or improvement of any new public recreational areas or waterfront access points;

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- c. develop signage in the downtown area to indicate the location of public parking areas; and
- d. seek vacant properties in the downtown area that could be used for new parking areas.

<p><b>Implementation Strategy:</b> 6.a is part of the land use ordinance revisions; 6.b parking is taken in consideration in the development or expansion of any sites; 6.c involves the select board reviewing current signage and parking ordinance standards and, if needed, installing additional signs; and 6.d: this will occur as part of the downtown revitalization strategy (see Downtown Revitalization Goals) and working with George Stevens Academy on options for using school parking lots during periods of low school use.</p>
<p><b>Responsibility:</b> Planning board (6.a) Select board (others)</p>
<p><b>Time Frame:</b> 2006-2008</p>

7. **Road safety hazards:** The plan recommends that the town contact the Maine Department of Transportation to encourage it to make the improvements necessary to address safety hazards on state highways in town. Specific segments include: the Tenney Hill intersection, Union Street, Main Street, Water Street and the Route 177-Hinckley Ridge area.

<p><b>Implementation Strategy:</b> The select board contacts the Regional Transportation Advisory Committee (or its successor organization) and asks that improvements to these segments be included in future MDOT road improvement plans.</p>
<p><b>Responsibility:</b> Select board or designee</p>
<p><b>Time Frame:</b> 2006</p>

**E. PUBLIC FACILITIES AND SERVICES GOAL**

Blue Hill seeks to provide its residents with quality public services and facilities in a manner that respects the limitations of its tax base and the ongoing growth that the town faces. Specific measures include:

- 1. **Police Protection:** The comprehensive plan supports the provision of police protection services for Blue Hill through the following measures:
  - a. Continue and possibly expand current contractual arrangements with the Hancock County Sheriff's Department in order to address speeding and other law enforcement priorities;



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- b. Explore the potential of shared police protection services with other peninsula towns; and
- c. Include police cruiser replacements and other major pieces of equipment in the capital investment program.

<b>Implementation Strategy:</b> 1.a: is a continuation of current policy; 1.b: the select board meets with its counterparts from adjoining towns and the Sheriff's Department to explore options; 1.c: the cruiser and equipment are added to the capital investment plan
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<b>Responsibility:</b> select board
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<b>Time Frame:</b> ongoing
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- 2. **Education:** The comprehensive plan supports providing Blue Hill students quality education in a facility and with a curriculum that meet state standards. The plan supports the following measures:
  - a. encourage high standards for teaching, learning and achievement for students of all ages;
  - b. include any needed capital improvements for the schools in the capital improvement plan; and
  - c. periodically review enrollment trends in the Blue Hill Consolidated School and the K-8 schools in adjoining towns to determine if sharing of educational services is feasible and desirable.

<b>Implementation Strategy:</b> 2.a: this will be accomplished through town budgetary support for education; 2.b: will be addressed as needs are identified and placed in the capital improvement plan; 2.c: the select board and school committee with their counterparts in adjoining towns.
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<b>Responsibility:</b> select board and school committee take lead.
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<b>Time Frame:</b> ongoing
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- 3. **Public Works:** The plan supports cost-effective measures to maintain and upgrade roads and other municipal facilities. Town road policy shall involve implementation of a road improvement program that assures that municipal roads are maintained and upgraded on a regular basis so that the costs of deferred maintenance are minimized. The plan recommends that this be accomplished through the following specific measures:
  - a. include all major road and sidewalk improvements in the capital improvement program (CIP); and

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- b. assess the cost and feasibility of managing all town maintenance functions in a public works department.

<b>Implementation Strategy:</b> 3.a: the appropriate items are included in the CIP; 3.b: the select board asks for town meeting authorization to appoint a committee to study public works options.
<b>Responsibility:</b> Select board <b>Time Frame:</b> 3.a: ongoing 3.b: committee appointed 2006 and completes its report by 2008.

- 4. **Fire Protection and Emergency Response:** The plan supports the provision of adequate fire protection and emergency response services through the following specific steps:
  - a. Include anticipated major fire equipment purchases in the CIP;
  - b. Undertake measures to increase access to water supply for fire fighting purposes in the Blue Hill village, South Blue Hill, North Blue Hill, East Blue Hill and the Mines Road region; and
  - c. Examine regional options for increased sharing of emergency services to supplement local fire, ambulance and rescue services. These options may include, but are not limited to, the sharing of paid staff to provide services during times of the day or week when there is a shortage of volunteer responders.

<b>Implementation Strategy:</b> 4.a & 4.b: the fire department recommends specific budget items for the CIP. The land use ordinances are revised to require that development subject to subdivision or planning board review be required to provide adequate access to water for fire fighting purposes; 4.c The fire department meets with its counterparts in adjoining towns and discusses options to expand and enhance mutual aid arrangements.
<b>Responsibility:</b> The fire chief and planning board <b>Time Frame:</b> 2006-2008

- 5. **Municipal Government and Buildings:** Blue Hill seeks to provide its residents with an efficient and customer service-oriented town government. The plan recommends that this be accomplished through the following measures:
  - a. **Municipal buildings:** the town develops a long-term maintenance plan for town-owned buildings and property and recommends that all municipal facilities be located within the “Village “ or in designated growth areas unless safety, health, access or aesthetic reasons required another location (example: transfer station);

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- b. **Town staffing**: the town periodically reviews the adequacy of paid town staff and the administrative support needs of the select board and other official town bodies. If deemed appropriate, the select board explores options to meet any additional administrative needs.

<b>Implementation Strategy:</b> 5.a: the select board or its designee reviews building improvement needs and prepares a six-year improvement plan. Any capital items are placed in the capital improvement plan; 5.b: the select board evaluates the status of town administrative needs every two years and, if necessary, creates a committee to assess new staffing options.
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<b>Responsibility:</b> <u>select board</u>
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<b>Time Frame:</b> ongoing
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- 6. **Solid Waste and Recycling**: Blue Hill seeks to have an efficient and environmentally sound solid waste system. The town promotes recycling whenever it is proven cost-effective. The plan supports the following specific measures:

- a. work with other towns that are currently users of the Blue Hill-Surry Transfer Station to increase the rate of recycling;
- b. cooperate in regional endeavors to organize universal, household and business hazardous waste collections; and
- c. minimize use of the construction and demolition debris landfill through recycling measures such as wood chipping and processing of asphalt shingles if there is a sufficient volume of material to make such measures cost-effective.

<b>Implementation Strategy:</b> These are largely a continuation of current policy, but with more emphasis on increasing public awareness of recycling through public education efforts.
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<b>Responsibility:</b> Blue Hill-Surry Transfer Station Committee
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<b>Time Frame:</b> ongoing
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- 7. **Public Sewer System**: The plan supports the ongoing maintenance of the public sewer system and the expansion of its service area if needed to accommodate growth.

<b>Implementation Strategy:</b> The town sponsors any necessary grant applications for sewer system improvements.
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<b>Responsibility:</b> select board
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<b>Time Frame:</b> ongoing.
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8. **Health Care Services:** the plan promotes the provision of an adequate level of health care services through support for the following measures:
- a. the continued operation and enhanced viability of the Blue Hill Memorial Hospital system;
  - b. continued financial support for Hancock County Homecare;
  - c. options to increase the level of assisted living and nursing home services in town; and
  - d. assuring that ambulance and emergency rescue services remain adequate.

<p><b>Implementation Strategy:</b> 8.a: The select board sends letters of support to the Blue Hill Memorial Hospital Foundation and the Future Land Use Plan portion of the comprehensive plan assures that land uses recommended for the hospital neighborhood are compatible with hospital needs; 8.b: the budget committee recommends continuation of the annual appropriation; 8.c: municipal land use ordinances and the Future Land Use plan assure that these uses are allowed; and 8.d: the select board periodically monitors ambulance service and determines if any changes are needed.</p>
<p><b>Responsibility:</b> 8.a select board in cooperation with hospital foundation board; 8.b: budget committee; 8.c: planning board; 8.d: select board</p>
<p><b>Time Frame:</b> 8.a: when asked by the hospital foundation; 8.b: on-ongoing; 8.c 2006-2008; 8.d</p>

9. **Library:** The comprehensive plan supports the continued maintenance and expansion of public library services in Blue Hill and the other valuable social and civic functions these facilities provide.

<p><b>Implementation Strategy:</b> Annual appropriations are included in the town meeting warrant</p>
<p><b>Responsibility:</b> library trustees and budget committee decide amount</p>
<p><b>Time Frame:</b> ongoing</p>

F. **RECREATION GOAL**

Blue Hill wishes to provide its residents with a range of recreation programs and facilities that recognize the limitations of municipal budget. The plan recommends that this be accomplished through the following specific measures:

- 1. **Recreation committee:** the plan recommends the formation of a recreation committee that would oversee recreational programs and make recommendations on recreational facility needs.

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<b>Implementation Strategy:</b> The select board asks for town meeting authorization to create a committee and recruit members.
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<b>Responsibility:</b> select board
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<b>Time Frame:</b> 2006-2008
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2. **Athletic field improvements:** The plan supports the creation of additional athletic fields and/or the expansion of existing sites. This shall be accomplished by including funds for improvements in a capital reserve account. The recommends that all improvements be done in a manner that assures an adequate number of safe off-street parking spaces.

<b>Implementation Strategy:</b> a capital reserve account is established for this purpose. This account shall be used to accumulate the local cash match necessary for matching any state, federal or foundation grants
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a. <b>Responsibility:</b> recreation committee and budget committee
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<b>Time Frame:</b> yearly
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3. **Youth-based activities:** The plan supports the expansion of youth-based activities. The plan recommends that this be done in conjunction with other towns on the Blue Hill Peninsula and with groups such as, but not limited to, Healthy Peninsula. Any effort should build on existing activities and encourage healthy lifestyles and promote chemical-free events.

<b>Implementation Strategy:</b> the town includes funds in its recreation budget for youth-based activities.
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<b>Responsibility:</b> recreation committee and budget committee
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<b>Time Frame:</b> yearly
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4. **Elderly-based activities:** The plan supports the expansion of recreational activities for the elderly. The plan recommends that this be done in conjunction with other towns on the Blue Hill Peninsula and with groups such as, but not limited to, Healthy Peninsula and senior citizen groups.

<b>Implementation Strategy:</b> the town includes funds in its recreation budget for senior citizen activities.
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<b>Responsibility:</b> recreation committee and budget committee
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<b>Time Frame:</b> yearly
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5. **Community Center:** The plan supports development of a year-round community center serving the entire peninsula with room for activities for all age groups.

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<b>Implementation Strategy:</b> a capital reserve fund is established for this purpose and a fund raising drive is started.
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<b>Responsibility:</b> recreation committee takes lead
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<b>Time Frame:</b> 2007-2015
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6. **Development of Trails:** The plan supports development of a trail system that can be used for hiking, bicycles and cross-country skiing. It recommends that trail development be done in conjunction with initiatives by the Healthy Peninsula group and efforts with other towns on the peninsula.

<b>Implementation Strategy:</b> The recreation committee works with the Healthy Peninsula group and adjoining towns in setting trail priorities and recommends inclusion of funds in a capital reserve account for this purpose and to seek matching grants (this fund may be used for other recreational activities).
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<b>Responsibility:</b> recreation committee takes lead
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<b>Time Frame:</b> 2008-2009 (target date for grant)
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7. **Parking Improvements:** The plan supports the provision of safe and adequate parking at all recreational/public access facilities in a manner that respects the confines of the town budget and the needs of abutting property owners.

<b>Implementation Strategy:</b> These improvements are included in the town's capital improvement program.
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<b>Responsibility:</b> Select board takes lead
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<b>Time Frame:</b> 2008-2012
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8. **Public Access to Surface Water:** The plan supports measures to assure residents and visitors adequate access to both fresh and salt water in a manner that minimizes environmental damage, threats to public safety and disruptions to adjoining privately owned property.

<b>Implementation Strategy:</b> The town seeks grants for this purpose, which it matches with capital reserve recreation funds.
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<b>Responsibility:</b> Select board/recreation committee
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<b>Time Frame:</b> ongoing
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9. **Open Space Preservation:** The plan supports the maintenance of and improvements to the town's recreational open space areas by developing and approving a management plan to avoid excessive public use and to protect valuable plant and animal habitat. It

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also supports measures by land trusts to acquire conservation easements on additional parcels of recreational value.

<b>Implementation Strategy:</b> The select board contacts the area land trusts and Small Woodlot Owners Association of Maine for assistance in developing a land management plan.
<b>Responsibility:</b> Select board or its designee
<b>Time Frame:</b> 2008-2009

10. **Town Parks:** The plan supports the maintenance and expansion of town parks.

<b>Implementation Strategy:</b> The recreation committee assesses park needs as part of its long-range recreational planning and presents this plan to the select board. It recommends inclusion of capital improvement needs in the capital improvement plan.
<b>Responsibility:</b> recreation committee and warrant committee
<b>Time Frame:</b> ongoing

**G. MARINE RESOURCES GOAL**

Blue Hill wishes to protect and enhance its marine resources in a manner that assures that they can be used and enjoyed by all residents and tax payers while also avoiding any harm to their long-term viability. The plan recommends the following specific policies:

1. **Public Access:** Improving all tides public access for the general public recreational and commercial fishing interests is an important marine resource issue facing the town. The plan supports the following measures:
  - a. South Blue Hill Wharf: The continued improvement of this facility; and
  - b. Town (Village) Wharf: The repairing and fuller utilization of this facility.

<b>Implementation Strategy:</b> The town undertakes a marine resource access improvement plan that identifies specific priorities and funding sources.
<b>Responsibility:</b> Marine resource committee and select board
<b>Time Frame:</b> 2005-2007

2. **Mooring Plan:** The plan recommends development of a mooring plan that assures adequate layout of moorings and avoids overcrowding.

<b>Implementation Strategy:</b> This is presently underway as part of the development of a harbor ordinance.
<b>Responsibility:</b> Marine resources committee
<b>Time Frame:</b> 2005-2007

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3. **Harbor Ordinance:** The plan supports enactment of the draft harbor ordinance.

<b>Implementation Strategy:</b> The marine resources committee and select board complete review of the draft ordinance and present it for a town meeting vote.
<b>Responsibility:</b> Marine resources committee and select board
<b>Time Frame:</b> 2006 (target date)

4. **Marine Water Quality:** Blue Hill seeks to minimize any threats to marine water quality and upgrade current conditions in the town's harbors. Specific steps include:

- a. working with the DEP to eliminate any remaining overboard discharges;
- b. assuring that town regulations sufficiently protect water quality in marine watersheds through land development review standards that consider storm water runoff, extent of impervious surface and other non-point sources of pollution;
- c. assessing the need for boat wastewater pump-out facilities in order to reduce any discharges from boats into surface waters;
- d. assuring that new parking areas and other harbor development measures are designed in a way that minimizes stormwater runoff;
- e. assuring adequate enforcement of existing and proposed town ordinances and regulations affecting water quality; and
- f. developing a Blue Hill Bay management plan for all town waters to monitor aquaculture operations with respect to financial health and water quality and assure that this plan interfaces with existing harbor ordinances.

<b>Implementation Strategy:</b> 4.a, involves continuing current policy; 4.b, this will be accomplished through the land use ordinance revisions; 4.c, the marine resource committee assesses the need; 4.d, this will be addressed through changes to municipal land use ordinances; 4.e the select board assures that the code enforcement officer and harbor master have adequate training and resources to accomplish these tasks; 4.f., the marine resources committee seeks funds and technical assistance for a plan.
<b>Responsibility:</b> 4.a-4.e: as indicated above, 4.f: marine resources committee in conjunction with volunteer groups such as the harbor committee, Friends of Blue Hill Bay and MERI
<b>Time Frame:</b> 4.a-4.e: ongoing



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5. **Shellfish Restoration:** The plan recommends that town officials contact the Maine Department of Marine Resources to determine what steps are necessary to open areas currently closed to shell fishing and to pursue shellfish seeding operations in newly opened areas. It is recommended that this be done in conjunction with adjoining towns that share marine resources and efforts to protect marine water quality (*see goal G.4*).

<b>Implementation Strategy:</b> The select board recommends creation of shellfish committee and the committee contacts the Department of Marine Resources to assess the feasibility of re-opening closed areas and explore seeding activities.
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<b>Responsibility:</b> Select board and Shellfish committee
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<b>Time Frame:</b> 2006-2008
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6. **Water Dependent Uses:** Blue Hill seeks to protect its water dependent uses such as boat yards, piers and town landings from incompatible development by retaining standards for these areas in its shoreland zoning ordinance that restrict uses that are not water dependent.

<b>Implementation Strategy:</b> This will be accomplished by revisions to the shoreland zoning standards.
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<b>Responsibility:</b> Planning board or its designee
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<b>Time Frame:</b> 2006-2008
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7. **Preservation of the Working Waterfront:** It is town policy to promote the preservation of commercial fishing in Blue Hill. The plan recommends that this be accomplished through the following measures:

- a. Considering the needs of commercial fishing operations in the design of all new docking and parking facilities; and
- b. assuring that any town ordinances that regulate noise, operating hours, odors or other nuisances do not restrict operations that are essential to commercial fishing.

<b>Implementation Strategy:</b> 7.a will be addressed through the revisions to the harbor management plan; 7.b will be accomplished by revisions to the town's land use and harbor management ordinances.
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<b>Responsibility:</b> The marine resource committee will take the lead with planning board involvement in 7.b.
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<b>Time Frame:</b> 2006-2008
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**H. WATER RESOURCES GOAL**

Blue Hill desires to maintain, and where needed, restore the quality of its ground and surface water resources through the following specific policies:

1. **Ground Water Protection:** Since there are no municipal water systems in Blue Hill and there is presently little information available on underground water supplies, protection of ground water resources is a priority for the town. The plan recommends the following measures:
  - a. working with the Maine Geological Survey and others with ground water expertise to have a comprehensive hydrologic study done of the town's water resources when/if funding becomes available. One goal of this study would be to assess the capacity of the town's residential, commercial and industrial growth areas to absorb development based on water supply;
  - b. if the results of the hydrologic study indicate that the village area faces likely water supply problems, seek funding for a municipal water system feasibility study;
  - c. assuring that minimum lot sizes are sufficiently large to allow adequate distances between septic systems and wells; and
  - d. assuring that municipal site plan review and subdivision standards do not allow any development to be approved that disrupts the water quality or quantity of water users on adjoining properties. The plan recommends that all applicants for major subdivision and site plan review approval be required to provide test wells so that the water supply conditions can be determined. If conditions are proven inadequate, the applicant will be required to provide an alternative source of water or else reduce the scale of the development to a level appropriate to water supply conditions.

<p><b>Implementation Strategy:</b> 1.a, &amp; b: the select board contacts the Maine Geological Survey, Maine Rural Water and similar agencies to request technical assistance and possible funding. Matching funds are placed in the town's capital investment plan; the other steps will be addressed through changes to the town's land use ordinances.</p>
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<p><b>Responsibility:</b> select board for 1.a &amp; 1.b, planning board for the others.</p>
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<p><b>Time Frame:</b> 2006-2008</p>
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2. **Non-Point Source Management and Stormwater Runoff:** Assuring that all town regulations make adequate provisions to manage non-point pollution, stormwater runoff, drainage, erosion and sedimentation. Such provisions could include, but are not limited to, minimizing storm water runoff, assuring adequate drainage and buffering, and setting standards for the handling of deleterious matter and hazardous materials at commercial and industrial operations.

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<b>Implementation Strategy:</b> This would be addressed through changes to the town's land use regulations
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<b>Responsibility:</b> planning board
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<b>Time Frame:</b> 2006-2008
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3 **Watershed Protection:** The plan recommends that the town promote measures to increase awareness of the town's freshwater lake watersheds and increase their protection through the following specific steps:

- a. make available educational materials on watershed protection at the town office and to various civic groups and home owner associations and lake associations;
- b. assure that maps showing watershed boundaries are available at the town office; and
- c. contact other towns that share lake watersheds to ascertain interest in coordinated protection measures.

<b>Implementation Strategy:</b> 3.a: the planning board contacts organizations such as the DEP Lakes Bureau and the Hancock County Soil and Water Conservation District for copies of brochures and other informational materials and distributes these in town; 3.b: the planning board has copies available for public review. If the town develops a web site with adequate space for such documents, these maps and brochures can also be posted on the web. 3.c: the planning board contacts other towns with that share lake watersheds.
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<b>Responsibility:</b> Planning board with assistance from the other agencies;
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<b>Time Frame:</b> 2005-2006
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4. **Phosphorus Control:** The plan supports strong measures to manage phosphorus loading into the town's lakes and streams. This shall be accomplished through standards in the land use ordinance for all watersheds that are consistent with DEP-recommended guidelines on matters including, but not limited to, vegetative cutting and buffering, driveway design and drainage. The plan recommends that the town enact a medium level of protection (as defined by the DEP phosphorus loading guidelines) for all great ponds. It is also recommended that the town contact the other towns in the shared lake watershed to see if coordinated protection measures are feasible.

<b>Implementation Strategy:</b> This will be accomplished through changes to the town's land use ordinances.
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<b>Responsibility:</b> planning board
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<b>Time Frame:</b> 2006-2008
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5. **Flood Plain Management:** The plan recommends that the town retain its current flood plain management ordinance and update this ordinance when recommended to do so by the State Planning Office Flood Plain Management staff.

<b>Implementation Strategy:</b> the planning board contacts the Hancock County Planning Commission and asks that it be informed when it is time to update the flood plain ordinance. At this time, the board recommends to town meeting that the ordinance be updated.
<b>Responsibility:</b> planning board
<b>Time Frame:</b> ongoing

6. **Aquifer Protection:** The plan recommends that the town include in its land use ordinances an aquifer protection overlay district for the town’s mapped aquifers. Standards for this district would:
- a. prohibit commercial and industrial uses that threaten ground water quality. These include gasoline stations, dry cleaning establishments and other operations that involve the use or storage of hazardous chemicals and substances. These restrictions shall **not** apply to occasional, small-scale domestic operations such as home maintenance and repair;
  - b. for residential uses, require a minimum density of two acres per unit; and
  - c. establish a maximum impervious surface ratio (all pavement, structures, driveways and parking areas) of 25 percent.

<b>Implementation Strategy:</b> This will be addressed through the land use ordinance revisions
<b>Responsibility:</b> Planning board
<b>Time Frame:</b> 2006 – 2008

**I. HISTORIC & ARCHAEOLOGICAL RESOURCES GOALS**

In recognition of their importance to the town’s historic character, Blue Hill seeks to protect and enhance its historic, archaeological and cultural resources. The plan recommends that this be accomplished through support of the following measures:

- 1. encouraging the historical society to work with the Maine Historic Preservation Commission to conduct a comprehensive survey of historic resources in town to identify potential structures and sites that are eligible for listing on the National Register of Historic Places and working with interested property owners to have their properties voluntarily placed on the Register;

<b>Implementation Strategy:</b> The historical society contacts the Maine Historic Preservation Commission to learn how it might best proceed.
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**Responsibility:** Historical Society  
**Time Frame:** 2006-2008

2. after completion of the survey, prepare a map showing key historic and pre-historic sites. This map shall serve as reference material for the planning board as it reviews development proposals (such as subdivisions, site plan review applications and other uses subject to planning board permitting authority) to assure it is aware of all potential historical sites. This information will be used by the planning board in determining if changes are needed in site layout, building footprints and the timing of construction in order to allow a more thorough assessment of relevant features.

**Implementation Strategy:** The planning board hires a consultant to prepare a digital map. It also undertakes drafting of the necessary changes in the land use ordinances.

**Responsibility:** Planning board  
**Time Frame:** 2007-2009

3. The planning board contacts the historical society to see if it is able to work with property owners adjacent to the current boundaries of the historical district in order to determine if there is interest in expanding the size of the district.

**Implementation Strategy:** The historical society contacts the Maine Historical Preservation Commission to determine if there are any technical assistance resources available. It also contacts the relevant property owners to determine the extent of interest and support in becoming part of an historical district. If the resources and interest level are what is needed, it proceeds with the expansion.

**Responsibility:** Historical society  
**Time Frame:** 2007-2010

4. Create a cultural resource committee to oversee the promotion of the various cultural resources in town.

**Implementation Strategy:** The select board contacts the various cultural groups in town and inquires if there is interest in creating a committee. If created, the committee works with groups such as the Maine Arts Commission to determine what resources are available to help.

**Responsibility:** Cultural resources committee  
**Time Frame:** 2008-2010

**J. NATURAL & SCENIC RESOURCES GOAL**

In recognition of their importance to the overall quality of life, the protection of open space, the preservation of hunting and fishing opportunities, significant wildlife and fisheries and endangered species habitat the plan supports the protection and enhancement of Blue Hill's

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natural and scenic resources. The plan's *Future Land Use* section recommends that this be accomplished through the following specific measures:

1. designating large, unfragmented areas of natural wildlife habitat as rural in the future land use plan;

<b>Implementation Strategy:</b> This is addressed through the future land use plan.
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2. Utilizing the "Conservation" options as mentioned in the future land use plan

<b>Implementation Strategy:</b> This is addressed through the future land use plan.
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3. Early enactment or revision of provisions in the subdivision, site plan and land use ordinances to influence any future development in ways that preserve the key scenic features. These features are described in the Natural and Scenic Resources Section of the Inventory and Analysis (Section I.12) and are shown on the *Natural Resources* map. These preservation measures are to be used whenever possible in rural areas.

<b>Implementation Strategy:</b> This will be accomplished through the land use ordinance revisions.
<b>Responsibility:</b> Planning board
<b>Time Frame:</b> 2006-2008

4. Establishment of a Conservation Committee and directing it to:
  - a. review stewardship of public lands and report to the select board on potential changes to current policies and possible future acquisitions; and
  - b. with assistance from the Beginning with Habitat program, create a detailed inventory of the town's natural and water resources, including rare plants and habitats.

<b>Implementation Strategy:</b> the select board establishes a conservation committee and, appoints members. The members undertake the studies
<b>Responsibility:</b> select board/conservation committee
<b>Time Frame:</b> committee created in 2007, preliminary studies complete by 2009.

5. Amending the subdivision and site plan review ordinance to require the identification of key natural features as identified in the plan and by the conservation committee. Require the land development application to include proposed measures to mitigate any adverse impacts of development on these features.

<b>Implementation Strategy:</b> This will be accomplished through the land use ordinance revisions.
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<b>Responsibility:</b> Planning board <b>Time Frame:</b> 2006-2008
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**J. AGRICULTURAL AND FOREST RESOURCES GOAL**

In recognition of their importance to the area economy, as open space and the town’s rural character, the plan supports the preservation and enhancement of Blue Hill’s farm and forest resources. The plan recommends that this be accomplished through the following specific measures;

1. designating large un-fragmented areas of open space and natural wildlife habitat as rural in the Future Land Use Plan;

<b>Implementation Strategy:</b> This is addressed through the Future Land Use Plan.
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2. Encourage landowners to identify significant parcels of undeveloped rural and forest land and either enroll those parcels in the farm and open space program or recommend that such parcels be a priority for voluntary conservation easements.

<b>Implementation Strategy:</b> Select Board and Planning Board meet with local landowners and area land trusts and others to develop appropriate strategies to preserve such areas from over development.
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<b>Responsibility:</b> planning board and select board
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<b>Time frame:</b>
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3. supporting state and regional measures to promote the marketing of locally grown food and assist beginning farmers;

<b>Implementation Strategy:</b> The select board provides letter of support for any relevant grant applications.
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<b>Responsibility:</b> Select board <b>Time Frame:</b> ongoing
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4. Making the following changes to land use ordinances:
  - a. adding “right to farm and manage forest” provisions in the land use ordinance. This would exempt farm and forest activities in rural areas from certain noise and other nuisance standards provided that these exemptions are necessary for farm and forest operations; and
  - b. adding a “liquidation harvesting” provision to the subdivision ordinance, which meets the requirements of 30-A MRS 4404 (state statutory subdivision review criteria).

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**Implementation Strategy:** This would be addressed through the land use ordinance changes.

**Responsibility:** Planning board

**Time Frame:** 2006-2008

5. Assuring that farm and forested-related uses such as food stands and small-scale saw mills are permitted in areas designated as rural in the Future Land Use Plan.

**Implementation Strategy:** This is addressed in the Future Land Use Plan.

6. Undertaking a program to assure the preservation and expansion of shade trees in built-up areas through the following measures.
- a. incorporate tree retention and planting standards into the site plan review and subdivision ordinance;
  - b. continue the elm replacement program; and
  - c. include tree planting and similar landscaping measures as part of any downtown revitalization plan.

**Implementation Strategy:** 6.a: this will be accomplished through land use ordinance revisions; 6.b: this is a continuation of current policy & 6.c: the select board contracts the Maine Forest Service about possible Urban Forestry Grants.

**Responsibility:** 6.a: planning board or designee; 6.b & 6.c: tree warden and select board

**Time Frame:** 2006-2008

**L. DOWNTOWN IMPROVEMENT GOAL**

Blue Hill wishes to have its downtown be a focus of future growth in a manner that respects the limitations of their infrastructure (such as roads, water supply and the capacity of the sewer system) and their small town character. The plan supports the following measures:

1. **Downtown Enhancement:** To improve the overall appearance of the downtown, the plan recommends that the town seek grant sources for landscaping, tree planting, bike and walking paths, village park improvements, and sidewalks (see related goals under Transportation, Water Resources and Agriculture and Forestry);

**Implementation Strategy:** The select board explores various grant sources such as



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MDOT enhancements and urban forestry grants. These would be matched by a locally raised bond

**Responsibility:** select board

**Time Frame:** as funds become available

2. **Street and Drainage Improvements:** The plan recommends that the town work with the MDOT to conduct an assessment of all state roads in the downtown area and establish a priority improvement plan for these roads. The town undertakes a comparable analysis for town ways in the downtown area;

**Implementation Strategy:** The select board contacts the MDOT Local Roads Center for assistance in conducting a street assessment as part an overall road improvement program. The specific improvement projects are incorporated into the capital improvements program.

**Responsibility:** select board or designee (such as the public works department if its creation is approved).

**Time Frame:** initiated in 2006

3. **Public safety:** In order to enhance public safety in the downtown area, the plan recommends the following measures:

a. upgrading of street lighting in a manner compatible with the historic character of the downtown; and

b. addressing truck traffic, vehicle speeding and sidewalk repair needs (see Transportation goals).

**Implementation Strategy:** 3.a: The public works department, if created, develops a plan for improving street lighting. Recommended expenditures are included in the capital improvement plan. 3.b: see Transportation goals

**Responsibility:** public works department

**Time Frame:** initiated in 2006

4. **Community Events:** In recognition of their importance to keeping the downtown an active and vibrant place, the plan recommends town support and involvement in downtown community events such as, but not limited to, parades, winter holiday decorations, Halloween parties and craft fairs.

**Implementation Strategy:** this involves the budget committee recommending inclusion of a town contribution toward the cost of these events and select board, public works department and law enforcement authorities cooperation in the planning of the events.

**Responsibility:** as indicated above

**Time Frame:** ongoing

**M. LAND USE GOAL**

Blue Hill seeks to preserve its current land use pattern while allowing ample opportunity for future growth. The plan recommends that the town enact town-wide land use standards to implement the measures proposed in the Future Land Use Plan. It supports the following measures:

1. **Access Management:** In order to reduce the number of potential vehicle entrances along state highways and local roads, the town shall enact access management standards that encourage shared driveways and access roads whenever possible. It is recommended that all subdivisions have a single access point onto an existing public way;

<p><b>Implementation Strategy:</b> This will involve changes to the town's land use ordinances. The access management policies will be done in coordination with the MDOT to assure that there is no conflict in the policies. Unless otherwise noted, this implementation strategy applies to all land use policies.</p>
<p><b>Responsibility:</b> planning board <b>Time Frame:</b> 2006-2008</p>

2. **Residential Growth Areas:** In order to assure adequate opportunities for families to build homes in the town, the plan recommends that a portion of the presently undeveloped area is designated as a *residential growth* area where minimum lot sizes would be 1/2 acre unless poor soil conditions required a larger size for a state plumbing permit to be granted or 1/8 acre if connected to town sewer.
3. **Enactment of Town-Wide Land Use Standards:** The plan recommends that the town enact town-wide land use standards based on the proposals contained in the Future Land Use Plan. The proposed land use standards will be set forth in appropriate subdivision, site plan, and land use ordinances, and will:
  - a. encourage quality commercial and manufacturing development in designated areas of town. This development shall be compatible with the town's infrastructure and rural character and primarily commercial and primarily manufacturing operations shall be in separate areas;
  - b. protect undeveloped rural, open space and scenic areas from excessive development and sprawl
  - c. discourage excessive development in areas that lack good road access and where it would be costly to extend public services; and
  - d. encourage the preservation of the village area as a pedestrian friendly area of small-scale commercial development and of residential growth.

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4. **Land Preservation Fund:** In order to promote the long-term preservation of rural land, the plan recommends that the town establish a land preservation fund. The plan recommends that all residential subdivisions of five or more units in rural areas as shown in the Future Land Use Plan be required to contribute to an open space preservation fund. This fund shall be used to contribute matching funds to purchase land conservation or scenic view easements. The fee shall be on a sliding scale based on the number of lots and shall not exceed more than five percent of the fair market value of the lot. The applicant shall submit the fee at the time of subdivision approval. The fee shall not apply if the development has measures to permanently preserve open space on the property. All land so preserved must be developable (i.e. not include features such as very poorly drained soils and steep slopes).
  
5. **Rural Area Protection and Natural Resource Conservation:** In the interest of preserving our undeveloped rural, forest, and scenic resources, and to avoid the costly extension of municipal services needed by the residential growth areas of town, the plan recommends the following measures:
  - a. the *Future Land Use* portion of this document be used as a guide for determining priority parcels for voluntary conservation easement participation.
  - b. the rate of new housing development in the rural area is recommended to be 50% of the rate of development in the residential growth area. This means that for every two residential units approved in the growth area, one would be approved in the rural area. If growth rates in the rural area exceed this level, the plan recommends that the town enact a differential growth cap ordinance to regulate development in the rural areas.

<p><b>Implementation Strategy:</b> 5.a After adoption of the plan, the planning board meets with area land trusts to establish priorities for conservation easement acquisition in Blue Hill. 5.b The actual differential growth percentage figure should be determined by monitoring the number of “Intent to Build” forms and where growth is occurring on a yearly basis.(See Benchmark statement in the future land use section D.4.)This will be addressed through the revisions to the town’s land use ordinances.</p>
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<p><b>Responsibility:</b> planning board and Code Enforcement Officer.</p>
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<p><b>Time Frame:</b> 2006-2011</p>
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6. **Enforcement:** The plan recommends that the town assure the adequate and fair enforcement of all town ordinances and regulation. This shall be accomplished by assuring that the code enforcement officer (CEO) has adequate hours assigned for the completion of all tasks. It is recommended that funding for the CEO come primarily from various permit fees.

<p><b>Implementation Strategy:</b> As part of the ordinance review process, the planning board and select board assess the number of hours of CEO service that are needed. The current permit fee schedule is reviewed and adjusted if necessary.</p>
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<b>Responsibility:</b> planning board <b>Time Frame:</b> 2006-2008
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**N. FISCAL CAPACITY GOAL**

Blue Hill seeks to promote fiscally sound development and policies that encourage long-term fiscal planning and the sharing of services with adjoining towns whenever proven practical. Specific fiscal policies are divided into three categories: alternative funding sources, fiscal planning and impact fees.

**1. Alternative Funding Sources:** In the interests of minimizing demands on the property tax base, the plan recommends that the town undertake the following measures to develop and/or expand other funding sources:

1. continuing to seek grant funds for projects and maintaining capital reserve accounts so that matching local sources of funds may be accumulated well before the grant application deadline;
2. giving the select board the authority to enact building permit fees based on a sliding scale that is related to the value of construction; and
3. charging user fees for certain town services if proven equitable for all parties involved.

<b>Implementation Strategy:</b> 1. This is a continuation of current policy; 2. the town land use ordinances are revised to indicate that the select board review the fees on an annual basis to assure that they cover the costs of development review 3. The select board reviews current policies and determines if any additional user fees can be imposed;
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<b>Responsibility:</b> 1 & 3. select board; 2. the planning board and select board <b>Time Frame:</b> 2004-2006
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**2. Fiscal Planning:** The plan recommends the following measures to promote long term fiscal planning in the hopes of mitigating the rate of future property tax increases:

1. Exploring the further sharing of services with nearby towns on the Blue Hill Peninsula area; and
2. Implementing a capital improvement plan (CIP) that will be revised annually. The CIP is an advisory document that summarizes planned major capital expenditures in Blue Hill over a six to ten-year period. The final decision on all expenditures will remain with the voters at town meeting.

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<b>Implementation Strategy:</b> 1. See Public Services and facilities goals; 2. The select board and the budget committee update the CIP on annual basis
<b>Responsibility:</b> 1. See Public Services and Facilities goals; 2. Select board and budget committee
<b>Time Frame:</b> ongoing

3. **Impact Fees:** The plan recommends that the town enact an impact fee ordinance for new or expanded development to reduce costs to the tax base that are specifically attributable to that development. The impact fees would apply, but be limited to the following services:
- a. wastewater collection and treatment facilities;
  - b. road systems and related transportation facilities (such as sidewalks, parking areas and public transportation);
  - c. school facilities; and
  - d. public safety facilities and equipment.

The fees shall be waived for the following types of development:

- a. school facilities built to meet the needs of the residential development in the growth area; and
- b. first-time homebuyer subdivisions.

<b>Implementation Strategy:</b> The town’s long-term capital facility needs are established through the preparation of a capital improvement plan, which recommends yearly capital expenditures and improvements to facilities. When the planning board expects that a proposed development will require facilities in addition to what is projected in the CIP, it asks the applicant to file a fiscal impact statement detailing the proposed capital facilities required and their anticipated costs. The planning board retains the authority to have this statement reviewed by another consultant at the applicant’s expense. These procedures as well as the process by which fees are assessed and managed are specified in the impact fee ordinance.
<b>Responsibility:</b> The planning board and its consultant
<b>Time Frame:</b> 2008 – 2010

**O. CAPITAL INVESTMENT PLAN**

The capital investment plan (CInP) summarizes major capital expenditures that the town anticipates undertaking and is the first step in a capital improvement plan. Like the rest of the comprehensive plan, the CInP is advisory in nature. Final recommendations on funding each year are still made by the selectmen and budget committee and are subject to approval by town meeting vote. Capital expenses are defined as items with a useful life of at least five years that cost at least \$10,000.

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They are distinct from operational expenditures such as fuel, minor repairs to buildings and salaries. Like most towns, Blue Hill also faces increases in its operation costs. These include two custodial positions at annual cost of \$11,000 each.

Capital expenditures may be funded in several ways. One is a single appropriation from a town meeting warrant article. Another is annual contributions to a capital reserve fund. A third is borrowing through bonds or loans. A fourth is grants, which usually require a local match. Other sources include highway block grants, boat excise taxes and bonds.

Anticipated capital expenditures as of March 2005 are shown on Table II.1. These include both recurring expenditures such as annual highway repairs and one-time expenditures such as major renovations or expansions to harbor facilities. All expenditures are shown in 2005 dollars and are subject to inflation. The need for these expenditures is explained in the Inventory and Analysis section.

The items are presented according to the year that they are expected to take place. They do **not** necessarily reflect the priority of a given item. The comprehensive plan recommended a number of capital expenditures. These include downtown improvements and school improvements. They also include recreational facilities such as the town park, athletic fields and trails, which are grouped together under the Recreational Fund. Other recommended capital improvements include fire department equipment (including the tanker truck), the police cruiser replacement account, the water study fund and the land preservation fund.

<b>Table II.1 SUMMARY OF ANTICIPATED CAPITAL EXPENDITURES, 2006-2012</b>		
<b>ITEM</b>	<b>COST</b>	<b>ANTICIPATED YEAR/METHOD OF FINANCING</b>
Road improvements	\$50,000 p.a.	Ongoing/5
Cemetery fund	\$25,000 p.a.	Ongoing/1
Recreational matching funds	\$5,000 p.a.	Ongoing/1
Land preservation fund	\$5,000 p. a.	Ongoing/8
Downtown Improvement matching funds	\$100,000	2008/7
Fire Department Tanker	\$145,000	2006/ 1&2
Town Hall Floor	\$35,000	2007/1
Water supply and public water system study	\$10,000 (local share)	2008/1&3
<b>EXISTING RESERVE FUNDS THAT REPRESENT ONGOING SPENDING RATHER THAN NEW APPROPRIATIONS</b>		
Fire Department reserve fund	\$16,000 p.a.	Ongoing/9
Police cruiser reserve fund	\$10,000 p.a.	Ongoing/9
Marine Resources/Harbor reserve fund	\$5,000 p.a.	Ongoing/1&6

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Key: 1. Direct appropriation; 2. Existing capital reserve fund; 3. Matching state grant; 4. Bond; 5. MDOT town funding; 6. Boat excise tax revenues; 7. Bonded debt; 8. Estimate of annual revenue from open space impact fees; 9. motor vehicle excise tax revenues  
p.a. = per annum

**NOTE:** This information is current as of March 2005, changes may have occurred since that date.

**P. REGIONAL COORDINATION GOAL**

Blue Hill promotes regional coordination whenever it is of mutual benefit to all parties. These regional measures are addressed throughout these goals and objectives and are summarized below.

<b>SUMMARY OF POLICIES REQUIRING REGIONAL COORDINATION</b>	
<b>Topic</b>	<b>Supporting Policies</b>
Economy	B.2
Transportation	D.7
Public Services and Facilities	E.2 & E.6
Recreation	F.2 – F.3 +F.5
Marine Resources	G.6
Agricultural and Forest Resources	K.2

<b>MAINE'S GROWTH MANAGEMENT GOALS</b>	
1.	To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl. <b>Related Policies:</b> A, L & M
2.	To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. <b>Related Policies:</b> E & N
3.	To promote an economic climate that increases job opportunities and overall economic well-being.

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<b>Related Policies: B</b>
4. To encourage and promote affordable, decent housing opportunities for all Maine citizens.
<b>Related Policies: C</b>
5. To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas.
<b>Related Policies: G &amp; H</b>
6. To protect the State's other critical natural resources, including, without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shore lands, scenic vistas, and unique natural areas.
<b>Related Policies: J</b>
7. To protect the State's marine resources industry, ports, and harbors from incompatible development, and to promote access to the shore for commercial fishermen and the public.
<b>Related Policies: G</b>
8. To safeguard the State's agricultural and forest resources from development which threatens those resources.
<b>Related Policies: K</b>
9. To preserve the State's historic and archeological resources.
<b>Related Policies: I</b>
10. To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.
<b>Related Policies: F</b>

<b>MAINE'S COASTAL POLICIES</b>
<b>1. Port and Harbor Development.</b> Promote the maintenance, development and revitalization of the State's ports and harbors for fishing, transportation and recreation.
<b>Related Policies:</b> G.3, G.7
<b>2. Marine Resource Management.</b> Manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters, and to enhance the economic value of the State's renewable marine resources.



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<b>Related Policies:</b> G.6
<b>3. Shoreline Management and Access.</b> Support shoreline management that gives preference to water dependent uses over other uses, that promotes public access to the shoreline, and that considers the cumulative effects of development on coastal resources.
<b>Related Policies:</b> G.5
<b>4. Hazard Area Development.</b> Discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea level rise, it is hazardous to human health and safety.
<b>Related Policies:</b> (This is addressed through existing shoreland and floodplain ordinances)
<b>5. State and Local Cooperative Management.</b> Encourage and support cooperative state and municipal management of coastal resources.
<b>Related Policies:</b> G.7
<b>6. Scenic and Natural Areas Protection.</b> Protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs.
<b>Related Policies:</b> J
<b>7. Recreation and Tourism.</b> Expand the opportunities for outdoor recreation and encourage appropriate coastal tourist activities and development.
<b>Related Policies:</b> F.7 & G.1
<b>8. Water Quality.</b> Restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses.
<b>Related Policies:</b> G.4
<b>9. Air Quality.</b> Restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.
<b>Related Policies:</b> not applicable

## **SECTION II. B**

### **FUTURE LAND USE**

## **II. B. THE BLUE HILL FUTURE LAND USE PLAN**

### **1. Introduction**

The town of Blue Hill is changing rapidly. In the 10 years between 1990 and 2000, the year-round population increased by 23 percent. That growth and development have continued into the present (2005-2006). Much of that new development has been along shorefront areas. Several subdivisions have been developed recently and more are in the planning stage. Responses from our survey of town residents indicated very clearly that most residents want to retain the small-town atmosphere and rural nature of Blue Hill. Looking around the state at other towns along the coast, it is clear that future growth rates will only increase and threaten the quality of life we enjoy in our community. For this reason, we have undertaken the first steps toward management of our own future by proposing some directions that the town should consider taking to encourage the type of growth we want to see in the future. These include encouraging development in the area of town where new growth makes the most sense, and discouraging unregulated sprawl into areas of town where it will have a negative impact on the special character of this coastal community. The section that follows will outline some of those policy directions.

Maine has a long-standing tradition of strong independence in its population, and land development, for the most part, has been done responsibly. Most Mainers respect the land and have been good stewards of it, but as growth pressures increase, and land values soar, there is no guarantee that future stewardship will continue to reflect what is best for the town as a whole. Good planning and good policies can encourage landowners to “do the right thing” while discouraging long-term damage for the benefit of short-term personal gain.

Our guiding principle in developing this future land use plan has been, to assure all landowners that they have the right to use their land as they want. However, individual property rights are not absolute. They are subject to the constraint that owners should use their property so as not to harm the interests of others. Consequently, it is important that the town have policies that encourage landowners to consider what is best for the community of Blue Hill. This is not an easy task. We started our planning effort with an examination of the current status of the town, looking for areas where development has already occurred and where it makes sense for future growth to be encouraged (by virtue of soil capacity for septic systems, and proximity to existing roads, services, and other town infrastructure). We were also attempting to limit development in areas where it is important to preserve the rural values that make Blue Hill unique. Finally, we have tried to benefit from the experience of other communities in Maine and across the country that have struggled with these same issues, replicating things that have worked well and avoiding those that have failed or resulted in unintended consequences.

The future land use plan presents our understanding of what Blue Hill residents want their town to be in the future. It aims to achieve a balance between the wishes of residents to preserve the town’s rural character and the inevitable growth that will occur in future years. We have also identified several specific challenges that need to be met. One major concern involves the need for more affordable housing for our local workforce. Another is our uncertainty over the carrying capacity of our ground water, and a third is consideration of the need for expanded public sewer

system in areas of higher density development. Our task was to allow reasonable future growth and job opportunities while guiding where that growth will occur. We hope that we have faithfully captured the desires of the citizens of Blue Hill and provided a plan for our future.

The plan specifies several regions or areas in which preferred types of development should be encouraged. These areas outside of the central *Village* area include a *Residential Growth* area, a *Commercial* area, and a *Manufacturing* area. The remainder of the town would remain in the *Rural* area. While this comprehensive plan makes recommendations on changes to land use development policies, it is important to remember that any enactment of new land use regulations or zoning will require separate votes by town residents. The plan simply suggests the needs for such regulations to support the intent and interpretation of the policies to achieve those outlined goals. It should also be remembered that this proposed Comprehensive Plan will remain a “work in progress”. Once the plan is accepted, it can be amended by town meeting vote to meet changing needs in the community.

## **2. Land Needed for Future Development**

It is important to base the future land use plan on an estimate of how much land will be needed for various uses. While there is no precise way to predict the acreage that will be developed, some general estimates can be made. These are based both on a review of recent development trends and examination of information gathered by committee members from our survey and discussions with residents.

The data presented in the *Inventory and Analysis* section of the plan indicated that the town is growing rapidly. Table C.6 presents estimates that there will be a total of 1,345 year-round, occupied dwelling units by 2015. This would be a 25 percent increase (or 273 units) from 2000. Our best guess is that at least 500 more acres of land will be needed for all types of development. Table L.2 indicates that there are about 28,000 acres of vacant, developable land in Blue Hill. Obviously, the town has ample land to accommodate future growth. However, not all of the available land is suitable for residential development, and the committee felt there was a need to try to direct where the bulk of that development should occur.

More important than the total acreage of development is where it will take place if there is no change in the town’s approach to managing its own development. As mentioned in the *Inventory and Analysis*, new development has occurred in many parts of town. As expected, there has been rapid development along our shores. There has also been a considerable amount of development along the major state highways. The intersection of South Street and the Mines Road, in particular, is being transformed into a burgeoning commercial area and lies just beyond the current public sewer system. We foresee continuation of these trends in the near future.

We want to encourage more managed development and growth so that we can preserve the unique qualities of our town. Future growth rates are highly predictable, and future development pressures could have several expected negative consequences.

- First, traffic conditions are likely to worsen as more residential and commercial development takes place. Increased construction leads to more vehicle entrance points onto roads and increased turning movements.
- Second, as vacant waterfront land becomes less available, areas with good views of the coast and the town's lake watersheds will experience more construction. The high demand for shorefront property for residential purposes may also make it difficult to sustain the town's limited working waterfront.
- Third, the excellent farmland along Route 15 that is not presently protected by conservation easements may experience pressure to be converted to residential uses.
- Fourth, it may be increasingly difficult to sustain the downtown as a center of the community if more businesses locate outside of the downtown area, particularly around the commercial area that has developed near the intersection of South Street and the Mines Road. This will further impact traffic flow and congestion at that intersection. Current parking and traffic problems in the downtown are also creating difficulties for businesses there.
- Fifth, as the town's population increases and more privately owned land is posted to restrict public access, there could be more demand for other land to be made available for recreation.

It is essential to anticipate and understand these potential negative impacts if the town wants to shape its future development in ways that are consistent with our own vision for our future. Good planning can help us to minimize these impacts.

### **A. Residential Growth Area**

The areas that the plan has designated as *residential growth* are adjacent to and surrounding the village and commercial areas. They are depicted on the *Future Land Use* map. The plan recommends that these areas be designated for moderate density residential uses. This designation includes various forms of single-family houses with accessory apartments, duplex home construction, and manufactured housing. Traditionally, the structures in these areas vary from small houses on  $\frac{1}{4}$  acre of land to rambling cape-style farmhouses built on several acres. Home-based businesses, small-scale residential subdivisions of less than 4 units, manufactured housing, and mobile homes should also be permitted in this area. Home-based businesses are defined as: sole proprietorships within the confines of the residence that produce varied products or services and that do not generate large volumes of traffic. Mobile home parks would also be permitted in this area.

The plan recommends that the town adopt a set of revised land development standards for new construction within the residential growth area. Specifically:

- Lot sizes of at least  $\frac{1}{2}$  acre
- Lot sizes as low as  $\frac{1}{8}$  acre if connected to town sewer

- A primary structure set back consistent with the surrounding neighborhood
- A connection to the town sewer, if available, as this would facilitate the efficient placement of a drilled well on the property.

Other considerations are recommended to apply to future residential development within the *residential growth* area as well as in the *rural* areas of town. If the residential lot is near a stream, pond or wetland, shoreland-zoning restrictions apply for the protection of those sensitive areas. Particularly in the *rural* areas of town, considerations should also be given to other key natural resource areas. These include deer wintering areas, locations containing rare plants or endangered wildlife habitats and scenic view-sheds. Finally, for all new construction, consideration will be given to soil types and the slope of the land. The *Land Use* section notes that 38% of the land in town is rated as having a very low potential for development. Most of these considerations for soil, shorefront and sensitive areas are depicted on the maps associated with this document.

### **B. Commercial Area**

This Comprehensive Plan recommends that future development and growth of commercial business should be located in designated *commercial* areas adjacent to the village center. This recommendation is consistent with the opinions expressed in our town survey. The *Future Land Use* Map (map # 10), attached to this document, identifies the following two geographical areas for consideration as *commercial* areas: the Mines Road and South Street intersection down to the Parker Ridge Road and the Ellsworth Road on Green's Hill. These areas were selected because of their current use, their ready access to the current collector road network and their proximity to the existing municipal solid waste disposal system.

Commercial operations are defined as businesses providing either retail or wholesale services to the public, requiring greater landmass than that which is available in the village center, and generating moderate to high traffic volume. Users of these designated *commercial* areas would include commercial retail facilities, multi-family housing, mobile home parks and educational, medical or cultural campus-type activities. New manufacturing operations would be prohibited from these areas (and all other areas except the manufacturing area discussed below) because of the higher volume of heavy truck traffic, and the potential for increased exposure to noise, lighting and environmental pollution.

The plan recommends that policies be adopted that encourage high quality commercial development meeting environmental and impact standards as set forth in the *Commercial Site Plan Ordinance and Sewer Ordinance* adopted by the town of Blue Hill with the amendments recommended in the goals and objectives. Specifically: access management plans to assure that all parking, including that needed for service vehicles, are located on site. Additionally, buffers from roads and abutting properties should be established to minimize the visual impact of these uses. Pedestrian ways should be developed to serve as connectors between adjacent occupancies. These specifications also recommend a buffer to absorb non-point source pollution from impervious surfaces.

The plan recommends that the town pursue and implement any incentive programs available now or in the future to encourage growth in the designated *commercial* areas. Specific measures are discussed in the Economy Goals and Objectives

### **C. Manufacturing Area**

The plan recommends that the Blue Hill Select Board undertake the development of an economic growth plan that would assess all aspects of attracting light manufacturing or other industries to the town. Such development could create new jobs while adding growth to a community that wants to retain its current rural character. In our survey, over 60% of the residents indicated that they oppose heavy industrial development anywhere in town. However, light manufacturing was opposed by only 21% of the respondents. All business development places additional burdens on our limited resources such as water, septic, solid waste and road systems. Consequently, attracting light industry is a potentially mixed blessing. On one hand it is good for jobs, good for the local economy and contributes to the tax base. On the other hand, industrial growth places added strain on our resources and increases demand for essential services such as fire and police protection.

This Future Land Use Plan endorses the idea of encouraging manufacturing in Blue Hill and proposes designating a specific area for future light manufacturing development. Light manufacturing is defined as the production or assembly of finished products or components associated with consumer products. Examples would be electronics, health care, information systems, furniture, and boat building. Light manufacturing is distinguished from heavy manufacturing such as industrial (e.g., steel production or oil refining) The objectives are (1) to encourage the town to develop a plan to attract new light industrial or similar manufacturing-type businesses through incentives and other forms of assistance, and (2) to suggest limitations for the location and construction of such business development to areas that are appropriate to this kind of growth. Key considerations in such land use ordinances would include performance standards such as:

- Minimum lot size (e.g. 1 acre) and maximum lot coverage of 70% with road and boundary setbacks and separation/buffers to protect neighbors
- Limitations on the impact of noise, dust, odor, glare and storm-water runoff and erosion
- On-site parking and loading facilities and landscaping standards to assure attractive sites for potential new companies.
- Minimal environmental impact.

The area suggested for future light manufacturing growth is located northeast of town along either side of the Ellsworth Road (see *Future Land Use Map*). Light manufacturing facilities already exist in this area. This region also has the advantage of being located along a major state highway near substantial open space that does not encroach on prime farmland or forest areas. While other sites along other highways were considered, the primary objective was to meet the preference of most residents for locating manufacturing in a designated area away from the village so as not to alter the character of the town.

### **D. Rural Area**

The town survey conducted for this plan indicated that the citizens strongly supported land use policies to protect and preserve our rural heritage. The following recommendations are designed to help retain the rural character of Blue Hill.

The plan recommends that significant undeveloped forest and farmland be designated as *rural*. These areas include land with high conservation value, and some acreage that may be subject to shore land zoning. The *rural* areas should experience a lower percentage of development over the next 10 years than the *residential growth* areas in Blue Hill. Of particular concern is the potential for long-term costs to the town. These include maintenance of additional roads, providing fire protection and public safety services, and other infrastructure requirements resulting from such development in remote rural areas.

As mentioned in the *Goals, Objectives and Implementation* section of this comprehensive plan, it is recommended that undeveloped rural and forest land be protected from excessive residential development by registering such land in the state's farm and open space and tree growth programs. The plan also recommends that undeveloped fragile rural and forest land, including critical wildlife habitat, be placed in conservation easement. These areas might include identified bald eagle nesting sites, deer wintering areas, upland marsh and wetlands, and freshwater aquifers.

This plan recommends that these objectives could be met by including standards for rural development in the town's land use and subdivision ordinances. Specifically by:

- Allowing ½ acre minimum lot sizes
- Limiting the rate of development in the *rural* area to 50% of the rate of development in the *residential growth* area. (see *land use goals* and 5. *rural area protection*)
- Utilizing, as open space areas, land with poor soils or excessive slopes
- Requiring a Natural Resource evaluation of the land to be developed.

Apart from single-family residences the primary uses for the town's rural and forestland should be natural resource related, particularly uses that support farm and forest operations. Secondary uses could be accessory apartments, duplexes, farm stands, bed and breakfasts, and home based "mom and pop" occupations. The areas of rural, forest and conservation land, including shoreland zones, are detailed in the *Future Land Use* map, included in this document.

### **3. Areas of Special Attention**

In addition to designating areas of Blue Hill for various types of future development, the plan also addresses four topics of special concern: the village center, the working waterfront, the need for more affordable housing, and natural resource preservation. Each of these topics is discussed separately below.



### **A. Village Center**

The Blue Hill is fortunate to have a community-oriented and historic village center, located at the head of the bay. The *Future Land Use Plan* addresses four major areas of this region, specifically:

- The Business Area
- Adjacent Residential Streets and Lanes
- The Waterfront
- The Hospital Area

Overlay districts for both the Hospital and Historical sections encompass much of this landmass. The *Future Land Use* map, attached to this plan, indicates the geographical locations of these areas as the “village”.

The majority of this area is served by the municipal sewer collection system, which handles the ongoing needs of the businesses, schools, hospital and residential homes. This plant is currently operating at 75% of the total capacity allowed by the Department of Environmental Protection. Consequently, there is additional capacity within the system for future expansion. All potable water in this area is provided by wells as of this date. The plan recommends a study of potable water sources, capacity, and the need for a municipal water system to serve this area.

The plan recommends that policies be developed and implemented that address the following:

- All municipal facilities and offices be located within the village or adjacent designated growth areas unless public health, safety or aesthetic reasons mandate another location (example: the transfer station).
- The town should continue with its current program of funding upgrades, standardization and expansion of sidewalks within this region to facilitate pedestrian traffic and a sense of community.
- The town should seek all possible solutions to excessive seasonal traffic and congested parking issues, including, but not limited to, creation of additional municipal parking facilities.
- Service-based occupancies (e.g., post office, library, & banking), retail, and professional offices should be encouraged within this area. Single households and limited multi-family housing, as well as home-based businesses, should be encouraged on the adjacent side streets and lanes

### **B. Working Waterfront**

Blue Hill has several small-scale areas of working waterfront as described in the *Inventory and Analysis Section*. These areas are all subject to the shoreland zoning ordinance and in particular the town’s “Commercial Fisheries Maritime Activities District.” These standards primarily restrict uses to those that contribute to or enhance existing facilities such as boatyards,

commercial fishing interests, ship chandleries, marinas and wharfage businesses. The remaining shorefront in Blue Hill is primarily residential and governed by the shoreland zoning ordinance. These areas are designated on the shoreland zoning map. As of this writing, both the shoreland zoning ordinance and the shoreland zoning map are compatible with State guidelines.

### **C. Affordable Housing**

Based on available data reflected in both the *Inventory and Analysis* and the *Goals, Objectives and Implementation* sections of the plan, it is abundantly clear that Blue Hill has a significant shortage of affordable homes and apartments. It is estimated that there is a gap of 49 affordable homes, and there are 42 families who, based on their income, qualify for “Section Eight” rental assistance housing.

The goal suggested by the Growth Management Act is to have at least 10% of new housing be affordable to households earning 80% or less of the county-median income (\$35,800 in 2002). It is recommended that the town strive to meet State law requirements regarding affordable housing, and begin to close the existing gap, by implementing realistic yet meaningful strategies including:

- Establishing a community housing committee to investigate opportunities and recommend specific plans for encouraging the creation of affordable or workforce housing.
- Work with regional banking institutions to offer low interest financing for local developers to improve existing housing to meet affordable, workforce housing goals
- Partner with local developers to establish “First-time Homebuyer Subdivisions” close to the village center with access to retail stores, the hospital and other professional and public services including, potentially, public sewer and water supplies.

Under this plan, the town would not become a housing provider, but rather would facilitate the development of affordable housing stock. Working with private and public professionals, the town would determine sources of funding to subsidize homes for sale at below market rates to meet the affordable housing goals. All avenues for achieving these goals should be explored, including tax increment financing, block grants, and even extension of public facilities such as water and sewers. Specific goals to achieve affordable housing are listed in the Goals and Objectives section.

### **D. Natural Resources**

Blue Hill has an abundance of natural resource areas within the town. There are 462 individual wetlands consisting of 8,098 acres; 30,467 acres of forest land; 40 miles of shorefront; 6 great ponds; many miles of interconnecting streams, and countless areas that serve as significant wildlife habitat. Blue Hill’s scenic lands start at sea level and continue upward 960 feet to the top of Blue Hill Mountain. At that peak, hikers encounter views of the entire peninsula.

These resources are described throughout the plan but are detailed in the *Natural Resources, Water Resources and Agriculture and Forestry* sections and are documented on the accompanying maps. The intent of this section is to describe our efforts to meet the needs of the town's increasing population and its subsequent development while protecting and assuring the future stewardship of these sensitive resources. It is our hope to be able to meet both needs while still retaining the traditional activities and rural character of Blue Hill. The mechanisms by which we hope to accomplish this delicate interface are discussed below in 3 sections: Conservation, Recreation and Agriculture and Forestry.

### Conservation

There are presently 6,050 acres under various types of conservation protection in Blue Hill. The largest single tract is Long Island with 4,062 acres. There are many smaller parcels and farmland areas held by the town, private individuals and the Blue Hill Heritage Trust. Land that is placed under conservation is not intended to inhibit the traditional uses of hiking, hunting and fishing but is primarily designed to limit future development. While these lands are not taxed at the usual rate, they are not necessarily a tax loss for the town. They usually offset some of the revenue loss by requiring fewer public services and providing a valuable public benefit. The plan recommends the following options for conservation. These are discussed in depth in the *Goals and Objectives* section:

- Increasing conservation easements through the Blue Hill Heritage Trust and Maine Coast Heritage Trust
- Increasing awareness and utilization of Tree Growth, and Farmland and Open Space Tax Programs
- Encouraging the town to develop a land acquisition program that is designed to preserve the town's most important natural areas and scenic views as identified in the *Natural Resources Map*
- Requiring that subdivisions in the rural area of greater than 5 units contribute to a land conservation or open space fund to be used for the town's land acquisition program. This fund is payable by the applicant and is not assessed if open space is preserved.
- Establishing a Conservation Committee to review stewardship of public lands and report back to Select Board on the status and potential of future acquisitions
- Creating a detailed inventory of the town's natural resources, aquifers, water resources, including rare plants and significant wildlife habitats, and the role these resources have in the health of the region's ecosystem
- Working regionally with other towns to facilitate the conservation of shared resources.

### Recreation

The increasing population and the subsequent development pressure jeopardize the ability to meet traditional recreational needs and uses. Development along shorelines and lakefronts has inhibited public access and reduced water quality. Some hunting lands, fishing grounds and hiking trails and are no longer accessible or are restricted by "Posted", "Private", or "Keep Off" signs. Blue Hill is fortunate to have many areas preserved for recreational use by benevolent

landowners, land trusts and the town. These facilities and properties are shown in tables F.1 and F.2 under the *Recreation* section. The plan proposes several steps through the Goals and Objectives for increasing the preservation of recreational areas:

- Establishing management and maintenance plans for town-owned public lands
- Working with the landowners to gain public recreational access to our ponds
- Working with the Maine Department of Environmental Protection and other interested groups to monitor phosphorous loading of our ponds
- Working with area land trusts, landowners and foresters to create, improve and maintain an interlinked trail system from the village center to scenic areas on the mountain, shore, and rural areas
- Creating an education program that increases the community's knowledge of the region's unique environment and its role in community health

### Agriculture and Forestry

The traditional occupations of "Farming, Fishing and Forestry" have changed with the town's increased population and the introduction of a more seasonal population. However, the resources which inspired those pastimes are still viable. Land held under "Farmland Taxation" increased by 220 acres between 1997 and 2003. The areas in the "Tree Growth" taxation program increased by 846 acres in the same time period. These figures are presented in the *Agriculture and Forestry* sections and supported by the accompanying maps. Much of this cleared land is subject to residential development pressures. There are areas of prime soils north of the town along Route 15 that should be protected from such encroachment. Policies for increasing protection include:

- Educating farmland owners regarding the "Farmland and Open Space" programs
- Educating small farm operators regarding regional markets for their goods
- Establishing public awareness seminars for landowners on "Tree Growth" and "Liquidation Harvesting" practices
- Adding an amendment to the *Subdivision Review Ordinance* to restrict the practice of "buy-cut-sell" known as "Liquidation Harvesting" from land cleared for subdivisions

#### **4. Benchmark**

The town of Blue Hill has no method of monitoring growth or where that growth occurs. The plan recommends that the Code Enforcement Officer or planning "designate" monitor the "Intent to Build" forms on a yearly basis. This combined information concerning location and amount of building development should be reported to the selectmen or planning board for use in future planning purposes. If, five years after adoption of this plan, development in the *residential growth* area is not as recommended in the *Goals and Objectives* section then the plan recommends the current land use policies be reviewed.

## 5. Summary

The most important recommendations resulting from this Plan are:

- Growth – encourage growth in areas adjacent to the village center to enhance sense of community and reduce the use municipal services. Encourage light industrial and commercial enterprises to locate in designated areas away from the village centers so that they may share the cost of industrial infrastructure.
- Roads - Make efficient use of existing roads and encourage commercial activities that generate large traffic volumes to designated areas on major roadways so as to maintain public safety and minimize sprawl. Develop uniform road standards for all town roads to assure public safety.
- Water and Septic - encourage growth in areas near the village center for efficient access to sewage treatment facilities and future public water supplies. Define the quantity of the water supply by a hydrologic study or consider sources for a public water supply. Future expansion of these resources requires further study, as will any plans for development in rural areas which are totally dependent on wells and on-site septic systems.
- Historic Villages - preserve the historic character of the village centers of Blue Hill and East Blue Hill. The plan recognizes that the needs of the downtown business and residential areas, and the working waterfront all require special attention and care to preserve them for the future.
- Tidal Waters, Streams and Ponds - support the shoreland zoning ordinances that address the special needs of these important and sensitive areas. This requires that the town encourage growth in designated residential growth areas. However, it may also encourage development of more affordable housing in the residential growth areas, so long as they are away from sensitive natural resource areas. These policies may require modifying the *subdivision ordinance*. The town should also recognize the importance of providing adequate recreational access to its waters.
- Soils and Natural Resources - discourage growth in areas where soils have poor development potential and sensitive areas like lake watersheds, wildlife habitats, productive farmlands and forestlands where future development would have significant impact.

The Future Land Use Plan is an overall strategy designed to retain the character and scenic beauty of Blue Hill. The plan recognizes that in Blue Hill, unlike many communities farther south along the coast, there is still an opportunity to encourage development in areas that can support rapid growth while minimizing urban and suburban sprawl in rural areas. This Future Land Use Plan will serve as a foundation to guide growth in Blue Hill in the direction indicated by the residents in the 2003 public survey.

*Blue Hill Comprehensive Plan Update: Future Land Use*

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There is no explicit or implicit design within this plan to encourage the taking of private property without compensation, either completely or partially. In the absence of a compelling public exigency, any ordinance deriving from here, which impinges upon constitutional or fundamental interests is not consistent with the intent of this plan. Within this ethical framework, the comprehensive plan and its subsequent ordinances will contribute to an environment in which the health, safety, morals and well-being of all Blue Hill citizens will be promoted.

**APPENDIX I:**  
**PUBLIC OPINION SURVEY RESULTS**

## Blue Hill Comprehensive Plan Survey

**FINAL SURVEY RESULTS    N = 708 (676 + 32 unusable)    09/15/03**

### A. General Questions

1. What are the qualities you like most about living in Blue Hill? (Check the three most important)

86% Small town atmosphere	40% Low crime rate
6% Restaurants	21% Quality of schools
4% Stores	43% Coastal access
71% Scenic beauty	3% Employment opportunities
29% Medical services	6% Other: Friendly People 1%
	Outdoor activities 1%
	Family ties 1%
	Quality of life 2%
	Other (misc.) 1%

2. The town has only so much tax money to spend each year. How should the money be spent in the future? Please check the three most important issues.

18% Code enforcement	68% Road maintenance
12% Sewer expansion	25% Police protection
23% Transfer station	29% Marine resources/improvements
20% Public recreation	56% Education
27% Downtown parking	14% Other:
	Sidewalks 3.0%
	Zoning needs 1.2%
	Tax relief 1.2%
	Traffic/Speed enforcement 1.2%
	Education issues 1.0%
	Other (misc.) 6.4%

3. Are you concerned about the following issues in our town?

Affordable housing	67% Yes	Water quality	72% Yes
Property taxes	88% Yes	Senior citizen services	63% Yes
Summer traffic	68% Yes	Public transportation	35% Yes
Population growth	64% Yes	Public trash cans	44% Yes
Youth opportunity	80% Yes	Public restrooms	46% Yes
Air quality	62% Yes	Other	10% Yes
		Speeding/traffic	1.8%
		Sidewalk repairs	1.0%
		Zoning	1.0%
		Other (misc.)	6.2%



**Blue Hill Comprehensive Plan Update: Public Opinion Survey Results**

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4. The town provides a wide array of services. Please rate the following in terms of **quality**:

Service	Excellent (1)	Adequate (2)	Needs Improvement (3)	Average
Fire Protection	67%	31%	2%	1.34
Police Protection	16%	68%	17%	2.02
Ambulance	62%	34%	4%	1.42
Recreation Areas (parks, ball fields, etc.)	27%	58%	15%	1.89
Fresh Water Shore Access	6%	41%	53%	2.47
Salt Water Shore Access	13%	49%	39%	2.27
Town Office Services	35%	57%	9%	1.74
Winter Road Maintenance	29%	53%	18%	1.89
Summer Road Maintenance	16%	61%	23%	2.07
Public Schools	42%	47%	11%	1.69
Public Cemeteries	24%	63%	13%	1.89
Health Care	42%	44%	14%	1.71
Transfer Station	28%	56%	16%	1.88
Public Parking	4%	42%	55%	2.51
Sewer Plant	7%	73%	20%	2.12
Sidewalks	5%	42%	53%	2.48
Library	85%	14%	1%	1.16

**B. Future Growth and Development:**

1. According to the U.S. Census, the population of Blue Hill has grown by 23% in the past ten years. We are experiencing the second highest rate of growth (behind Surry) on the peninsula. Between 1990 and 2000, 163 new housing units were built. The median housing value increased 52.4% from \$101,000 to \$153,000. In the next ten years, would you like Blue Hill's population to:

20% Increase                  69% Stay the same                  11% Decrease

2. As population growth occurs, should the town employ land use regulations to encourage growth of any of the following types of housing?

Single family dwellings	73% Yes	Apartments	54% Yes
Townhouses	36% Yes	Mobile homes	22% Yes
Condominiums	26% Yes	Senior housing	70% Yes

**Blue Hill Comprehensive Plan Update: Public Opinion Survey Results**

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3. State law requires all towns to permit Mobile Home Parks, but allows the town some discretion as to where the mobile home parks should be located or allowed. Please choose one option where you think they should be allowed or located.

- |                                 |  |
|---------------------------------|--|
| 10% Anywhere in town            | 12% Anywhere, except near built-up residential areas |
| 5% Along major highways         | 47% In as few places as possible                     |
| 17% In remote rural areas       | 6% Other: Hidden from view 1.6%                      |
| 4% Adjacent to commercial areas | Prohibited 2.0%                                      |
|                                 | Other (misc.) 2.4%                                   |

4. Should the town encourage development of more “affordable housing”? (For Blue Hill, that would be housing which families with less than \$25,184 of income per year could afford.) 68% Yes

5. Do you feel that there are sufficient employment opportunities currently available in the Blue Hill area? 33% Yes

6. As Blue Hill continues to grow, where would you prefer to see each of the following types of development?

Type	Anywhere In town (1)	In specifically designated areas (2)	Close to Village centers (3)	In Rural Areas (4)	Nowhere in Town (5)
Residential	57%	18%	8%	13%	3%
Hotels, Motels, Restaurants	15%	32%	38%	3%	12%
Commercial/Retail	17%	33%	42%	2%	7%
Light Manufacturing	9%	45%	4%	21%	21%
Heavy Industrial	4%	22%	1%	12%	63%

7. There are currently state and federal laws that provide minimal protections for certain resources. Would you support development of **local policies** to further protect the following?

- |                     |         |                    |         |
|---------------------|---------|--------------------|---------|
| Agricultural land   | 73% Yes | Aquifers           | 77% Yes |
| Forest land         | 74% Yes | Wetlands           | 73% Yes |
| Tree growth program | 70% Yes | Scenic views       | 81% Yes |
| Wildlife habitats   | 78% Yes | Historic districts | 81% Yes |

8. How do you feel about the following shoreline development issues?

	Promote	Remain the Same	Discourage
Commercial fishing	35%	58%	7%
Recreational boating	34%	62%	4%
Marine support services	42%	52%	6%
Fish processing	14%	30%	56%
Fin fish aquaculture	14%	21%	66%
Shellfish aquaculture	25%	35%	40%
Piers, docks and wharves	49%	43%	8%

**C. Blue Hill-Specific Questions:**

- 1. Should the town pursue an all-tides access to the Blue Hill village town wharf? 59% Yes
- 2. All homes in Blue Hill are currently serviced by private wells. Should the town officials form a committee to investigate the future water needs/supply for the community? 59% Yes
- 3. Should town officials reach out to other Peninsula towns to investigate ways to share resources and potentially reduce costs? 91% Yes
- 4. How satisfied are you with Blue Hill’s Board of Selectmen form of government?  

20%	1 = Very satisfied	
28%	2 = Somewhat satisfied	
33%	3 = Neutral	Average = 2.55
14%	4 = Somewhat dissatisfied	
5%	5 = Very dissatisfied	

- 5. Should the town seek to improve the quality of life for our youth? 87% Yes

Additional comments would be greatly appreciated. If we missed something that concerns you, please use this space to let us know. (See attached Comments)

**D. Respondent Characteristics**

- 1. Are you a year-round resident or a summer resident? 80% Year-round 20% Summer/Part year
- 2. How long have you lived in Blue Hill?

Less than 1 year	5%	More than 10 years	41%
1 to 5 years	17%	Lifelong resident	27%
5 to 10 years	11%		
- 3. What is your age category?

18 to 25 = 2%	26 to 45 = 17%	46 to 65 = 52%	Over 65 = 29%
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- 4. Do you own or rent the place where you live in Blue Hill? Own = 92% Rent = 8%
- 5. What type of housing do you live in?

88% Single family house	3% Apartment
1% Townhouse	4% Mobile home
1% Condominium	4% Senior housing

6. How far do you commute to work (one way)?

13% Less than 1 mile  
15% 1 to 5 miles  
8% 6 to 10 miles

15% 11 to 25 miles  
9% More than 25 miles  
40% Not currently in workforce

### **Opposing Comments:**

- Favors Zoning – 29
- More Youth Services – 22
- Need Town Manager – 16
- More \$ for Schools – 8
- Dredge Harbor – 4
- Thanks/Praise Survey - 5
- Against Zoning – 10
- Fewer Youth Services – 2
- No Town Manager – 1
- Less \$ for Schools – 2
- Don't Dredge Harbor – 7
- Terrible Survey - 1

### **Other Comments:**

- Control town growth – 34
- Environmental issues – 19
- Need more recreational outlets (gym, biking/hiking trails) – 13
- Speeding – 12
- Against tourists, summer people and transplants – 12
- Need improved/more sidewalks – 11
- Taxes are too high – 8
- Concern about development on South St. and Mines Road – 7
- Truck traffic in town needs to be diverted – 6
- Traffic light on Tenney Hill – 6
- Miscellaneous others - 9

**APPENDIX II:**

**PUBLIC MEETING LIST**

## PUBLIC MEETINGS

DATE	LOCATION	CONTENT	ATTENDANCE
August 11, 2003	Town Hall	Public Survey Response	15-20
September 18, 2003	Town Hall	Public Survey Response	15-20
October 23, 2003	Town Hall	Public Survey Response	20-25
July 13, 2004	Town Hall	Inventory and Analysis	25-30

## OUTREACH MEETINGS

DATE	LOCATION	GROUP	ATTENDANCE
October 7, 2004	Parker Ridge	Senior Capers	20
December 7, 2004	Residence	B.H. Garden Club	8
December 16, 2004	B.H. Farm Inn	Lunch Bunch	35
January 6, 2005	Library	Friends of Library	18
January 11, 2005	Library	B.H. Heritage Trust	14
January 18, 2005	Library	B.H. Food Coop	18
January 25, 2005	B.H. Mem. Hospital	Hospital Officers	8
February 7, 2005	Fire House	B.H. Harbor Comm.	8
April 26, 2005	EBH Library	East Blue Hill	14
May 23, 2005	Town Hall	Planning Board	10
June 3, 2005	Parker Ridge	Friday Forum	19
September 6, 2005	Dottie Hayes	Friends of BH Bay	8
November 14, 2005	Town Hall	Planning Board	10
November 30, 2005	BH Library	Public	45
January 25, 2006	Town Hall	Public	
Every Friday	Selectman's Office	Selectmen	4-12

**APPENDIX III:**

**SUMMARY OF CURRENT  
LAND USE ORDINANCES**



## SUMMARY OF BLUE HILL PLANNING ORDINANCES

APRIL, 2005

### **PLANNING BOARD ORDINANCE:** Last revision: 2001

Major Points: Rules and Guidelines pertaining to the operation and governance of the elected Planning Board.

### **FLOODPLAIN MANAGEMENT ORDINANCE:** Last revision: October, 1996

To be amended by Town vote, 2005 to comply with FEMA standards.

### **SUBDIVISION ORDINANCE:** Last revision: 1992

Major Points: Ordinance requires that subdivision impacts be minimized on historic, natural, scenic, marine and other resources. State law requires Ordinance must meet state guidelines.

### **SHORELAND ZONING ORDINANCE:** Last revision: March, 2002

Major Points: Ordinance follows all State guidelines. Ordinance exceeds State guidelines for minimum lot sizes in the Shoreland Zone in mandating 37,500 sq. ft. versus state limit of 35,000 sq. ft.. Added definition for *Forested Wetlands* per State guidelines.

### **COMMERCIAL SITE PLAN REVIEW ORDINANCE:** Last revision: 2002

Major Points: Ordinance has standards that address major areas of concern These include (though are not limited to) traffic impacts, erosion, sedimentation control, groundwater pollution, storm water pollution and lighting. .

### **SEWER USE ORDINANCE:** Last revision: 2003

Major Points: Ordinance sets standards for private line hook-up to Municipal Collector system, construction standards, and fee basis for users.

### **HARBOR ORDINANCE:** Last revision: Vote pending, 2005.

Major Points: A resource management tool devoted to marine-related activities on all tidal waters within Blue Hill boundaries. Ordinance includes standards for all moorings, duties of Marine Resource Committee and Harbormaster, as well as usage of all Town-owned salt water access points.