

**GOULDSBORO**

**COMPREHENSIVE PLAN UPDATE**

**2005**

**June 2005**

**NOTE:**  
**THIS DOCUMENT IS A DRAFT UNTIL APPROVED AT TOWN MEETING**

# **GOULDSBORO**

# **COMPREHENSIVE PLAN UPDATE**

# **2005**

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(Please note: The maps are not included with this draft. Full-scale, color maps are available for review at the town office. They are also available on-line at:

<http://www.hcpcme.org/landuse/gouldsboro/gouldsboroplan.htm>

## INTRODUCTION

The Gouldsboro comprehensive plan update is an advisory document. It builds upon the 1993 comprehensive plan **and replaces that document**. It reflects the desired future of the town. 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 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. Since any town is changing constantly, some of the data in this plan may become out of date. The data cited in this plan reflect conditions in Gouldsboro as of December 2003.

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. The plan, however, is not valid until it is adopted at town meeting. While the plan is the legal basis of any changes to land use ordinances, all such changes must be voted upon at a town meeting 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 manager and other town committees in their decisions and provide continuity in town policy. It can also be used to help Gouldsboro seek funding from various state and federal grant programs. Residents are reminded that planning is an on-going 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.

*PART I*

# **Inventory and Analysis**

## **A. POPULATION**

### **1. Purpose**

Population is one of the most basic components of a comprehensive plan. In order to understand Gouldsboro's current and future needs, it is important to review population trends. Gouldsboro faces particular challenges in view of the recent closure of the Navy Base and the impacts of various Navy facility reuse scenarios. This section aims to accomplish the following:

- a. Review population trends since 1990; and
- b. Present alternative future population scenarios.

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

While the town lost year-round population during the 1990s, its household population, which does **not** include those residing in group quarters such as dormitories or barracks, increased by about 9 percent. The number of school-aged children decreased by about 29 percent, but there was a 58 percent increase in those aged 45 to 64. Gouldsboro population is aging.

### **3. Highlights of the 1993 Plan**

The plan mentioned Gouldsboro rapid year-round and seasonal population growth rate. Its growth rate had been above sub-regional, county and state rates.

### **4. Trends Since 1990**

While the population projections cited in the 1993 plan predicted that Gouldsboro would have a year-round population of 2,502 by 2000 (an increase of 516 over its 1990 population of 1,986), the 2000 Census reported its actual population as 1,941. This was a decrease of about 2.3 percent from the 1990 population (see Table A.1).

As seen in Table A.1, the population of all age groups decreased except those in the 45-64 and 65 and over age categories. There was a 58 percent increase in those aged 45 to 64. Overall, the median age in town increased from 34.7 in 1990 to 42.7 in 2000. The median age is now above the county median. Hancock County's median age increased from 35.8 in 1990 to 40.7 in 2000. The median age has most likely increased since the closing of the Navy facilities.

It is important to distinguish between the household population and that residing in group quarters such as dormitories and institutions. According to Census data, the population in group quarters decreased from 285 in 1990 to 88 in 2000. During this same period, the household population increased by about 8.9 percent from 1,701 to 1,853.

This means that even though the town lost total population during the 1990s, its household population increased. Its household population growth rate is only slightly slower than the overall ten- percent year-round population growth rate for Hancock County as a whole. As will be discussed in the Housing chapter, there has also been an increase in the number of second homes. The decline in year-round population reported by the Census should not mask the fact that Gouldsboro is developing rapidly. Like many coastal towns, it is attracting many retirees and pre-retirees.

<b>Age Group</b>	<b>1990 Number</b>	<b>1990 Percent</b>	<b>2000 Number</b>	<b>2000 Percent</b>	<b>Change 90-00</b>	<b>Percent Change 90-00</b>
<b>0-4</b>	101	5%	88	5%	-13	-12.9%
<b>5-17<sup>1</sup></b>	305	15%	218	11%	-87	-28.5%
<b>18-44</b>	947	48%	743	38%	-204	-21.5%
<b>45-64</b>	352	18%	556	29%	204	58.0%
<b>65 &amp; over</b>	281	14%	336	17%	55	19.6%
<b>Total</b>	1986	100%	1941	100%	-45	-2.3%

<sup>1</sup> NOTE: Data for 1990 are for ages 5-17, data for 2000 are for ages 5-19

SOURCE: U.S. Census

In 1990, the average number of persons per household in Gouldsboro was 2.59 compared to 2.31 in 2000. During this same period, household sizes in Hancock County decreased from 2.48 to 2.31. Household sizes that were once above the county average were, as of 2000, equal to those of the county. Given the aging of the population, further decreases in household size are likely. Smaller household sizes are significant since it means that more homes will be needed to serve the same number of people.

There have been changes in other population statistics as well. In 1990 the town had a median household income of \$24,617, which was 98 percent of the county medium income of \$25,247. By 2000, Gouldsboro's median income had increased to \$36,542, which was about 102 percent of the county income of \$35,811.

The 1990 poverty rate in Gouldsboro was 11.9 percent compared to 10.0 percent for Hancock County. In 2000, Gouldsboro had a poverty rate of 10.4 percent compared to 7.1 percent for the county. While overall incomes are above those of the county, the poverty rate in town is also above the county rate. Poverty is thus an on-going problem in the town. Here again, these data predate the closing of the Navy facilities.

There has been a minor increase in educational attainment. In 1990, 82.4 percent of Gouldsboro residents aged 25 and older had a high school education and 17.7 percent had a bachelor's degree. By 2000, 88.6 percent had a high school degree and 22.3 percent had a

bachelor's degree. By comparison, Hancock County in 2000 had an 87.8 percent high school education rate and a somewhat higher 27.1 percent bachelors degree rate.

## 5. Projected Population

There is no reliable way to project population for a small town such as Gouldsboro. The State Planning Office has developed year-round population projections for all towns in the state through 2015. The figures for Hancock County, Winter Harbor and Gouldsboro are shown on Table A.2. 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 Gouldsboro show a 7.5 increase between 2000 and 2015.

<b>Unit of Government</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>
<b>Winter Harbor</b>	940	916	924
<b>Gouldsboro</b>	1,972	2,023	2,087
<b>Hancock County</b>	54,371	56,635	58,741

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

These projections, however, should be considered conservative for Gouldsboro and Winter Harbor. If the towns undertake a comprehensive economic diversification program, they could grow at a much faster rate. Under a fast growth scenario, Gouldsboro's population could increase by as much as 15 percent between 2000 and 2015. This growth rate would give the town a year-round population of 2,232 by 2015.

While there is always some guesswork in population projections, there are a number of likely trends that Gouldsboro will face over the next ten years:

- a. its population will continue to age, which will make sustaining the local schools more difficult due to declining enrollment and higher per pupil costs;
- b. decreasing household sizes will mean that new homes will be built at a faster rate of increase than that of the year-round population;
- c. the pending retirement of the "baby boom" generation will result in more retirees seeking homes in places such as Gouldsboro even if the local economy offers few jobs; and
- d. the town will remain popular as a place for second homes.

## **B. ECONOMY**

### **1. Purpose**

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

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

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

While Gouldsboro has a higher proportion of persons employed in natural resource-based jobs than the county as a whole, this proportion is declining. Unemployment rates have increased since the closure of the Navy facilities and in 2002 were higher than both the county and Winter Harbor averages. Self-employment is an important part of the economy. In 2000 about 25 percent of the labor force in Gouldsboro was self-employed.

### **3. Highlights of the 1993 Plan**

The plan mentioned the heavy dependence of the local economy on jobs and services related to fishing, contractors, tourist-related businesses and small retail and food service. It also discussed that the Navy provided services such as shopping and recreation to its personnel that reduced the off-base economic impacts of the Navy presence.

### **4. Trends Since 1990**

Gouldsboro's total civilian labor force increased from 680 in 1990 to 824 in 2000, an increase of 21 percent (see Table B.1). This is a much faster rate of increase than the nearly 9 percent increase in the year-round household population. The percentages of employees among the various sectors did not change significantly over the ten-year period.

One notable comparison to the county averages is that Gouldsboro had a much higher proportion (25 percent) of self-employed than Hancock County as a whole (16 percent). This is a reflection of the importance of self-employed individuals in fishing, construction and small (and often home-based) businesses to the local economy. This high level of initiative in the local

labor force should be recognized in any economic development strategies. It should also be noted that in 1980, 31 percent of the labor force was self-employed compared to 23 percent in 1990. This net decrease may be due to the decline in the fishing industry.

<b>Table B.1</b>				
<b>Class of Workers, Employed Persons 16 years and over, 2000</b>				
	<b>Gouldsboro</b>		<b>Hancock County</b>	
	Number	Percent	Number	Percent
Private Wage/Salary	484	58.7%	17,470	69.8%
Fed/State/Local Gov't	130	15.8%	3,511	14.0%
Self-employed	208	25.2%	3,975	15.9%
Unpaid Family Member	2	0.2%	78	0.3%
Total	824	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>Gouldsboro</b>		<b>Hancock County</b>	
	Number	Percent	Number	Percent
Private Wage/Salary	409	60.1%	14,604	58.3%
Fed/State/Local Gov't	112	16.5%	2,998	12.0%
Self-employed	159	23.4%	3,325	13.3%
Unpaid Family Member	0	0.0%	73	0.3%
Total	680	100.0%	21,000	83.9%
<b>SOURCE:</b> U.S. Census, CPH-L-83, Table 2				

Table B.2 compares employment by industry sector for Gouldsboro and Hancock County. There is a significantly higher proportion of persons employed in agriculture, forestry and fisheries than in the county as a whole, (13 percent compared to 5 percent). This is indicative of the importance natural resource-based employment to the local economy. In 1980, 22 percent of the Gouldsboro labor force was employed in this sector. This represents a notable decline, which again may be due to the decline in fisheries-related employment.



There is also a higher proportion of persons employed in manufacturing (about 16 percent compared to 10 percent). Since there are relatively few manufacturing jobs in town, most people working in these jobs probably commute out of town. The portion of people employed in manufacturing decreased from a level of 24 percent in 1980.

There is substantial commuting by Gouldsboro residents. U.S. Census data indicate that the mean travel time for the journey to work increased from 20.7 minutes in 1990 to 23.7 minutes in 2000. The mean 2000 travel time was slightly above the 22.4 minutes for Hancock County as a whole. These data predate the full closing of the Navy facilities. There is likely to be even more commuting in the future unless the town undertakes an aggressive economic development policy.

Education related jobs account for the highest single proportion of any jobs (22 percent) in Gouldsboro. This reflects the importance of school-based jobs to the economy. Here again, this proportion may decrease as the result of any consolidation of local schools due to the decrease in enrollment resulting from the Navy base closure.

Category	Gouldsboro		Hancock County	
	Numbers	Percent	Numbers	Percent
Agriculture, Forestry, & Fisheries	108	13.1%	1,315	5.3%
Construction	68	8.3%	2,524	10.1%
Manufacturing	129	15.7%	2,369	9.5%
Wholesale trade	30	3.6%	575	2.3%
Retail trade	82	10.0%	3,057	12.2%
Transportation, warehousing and utilities	19	2.3%	883	3.5%
Information	11	1.3%	644	2.6%
Finance, Insurance & Real Estate	25	3.0%	1,191	4.8%
Professional, scientific, management, administrative and waste management services	63	7.6%	2,005	8.0%
Educational, health and social services	138	16.7%	5,544	22.1%
Arts, entertainment, recreation, accommodation and food services	57	6.9%	2,252	9.0%
Other services (except public administration)	40	4.9%	1,672	6.7%
Public Administration	54	6.6%	1,003	4.0%
<b>Total</b>	<b>824</b>	<b>100%</b>	<b>25,034</b>	<b>100.0%</b>

**Source:** 2000 U.S. Census: Table DP.3

Unemployment rates are shown in Table B.3 for Gouldsboro, Winter Harbor and Hancock County as a whole. While the data are for only four years, they do show that unemployment has increased since the closure of the Navy facilities. In fact, Gouldsboro had a significantly higher unemployment rate in 2000 (6.9 percent) than Winter Harbor (3.8 percent).

Unit of Government	1999	2000	2001	2002
Winter Harbor	4.0	5.0	3.4	3.8
Gouldsboro	6.5	2.8	6.1	6.9
Hancock County	5.3	4.4	4.5	4.4

**SOURCE:** Maine Department of Labor Maine Civilian Labor Force Estimates

## **5. Current Economic Issues**

The Gouldsboro economy faces several challenges that should be addressed in its economic development strategy. First, the needs of the marine-related sector must be recognized. Some of the public access to the shore issues are raised in the *Marine Resources* section of the plan. Other issues include marketing of marine products and assuring that existing marine-based businesses remain competitive.

Second, the entire Schoodic region needs to adjust to the loss of employment resulting from the closure of the Navy facilities. There may be an opportunity to develop spin-off businesses from the Schoodic Education Research Center (SERC). The recent designation of Route 186 as a scenic byway may bring other tourist-related opportunities.

Third, Gouldsboro needs to capitalize on its location on Route 1. A portion of the land along the highway could be designated as a business park. This could be an opportunity to provide local jobs and benefit the entire Hancock County economy as well. For example, employers on Mount Desert Island are facing problems expanding at their current sites due to traffic congestion, a shortage of developable land and long employee commutes.

Fourth, the town needs to explore options for the reuse of the Corea Navy facility. If the buildings are not deemed suitable for manufacturing or related purposes, other plans must be made. This may involve demolition of these structures.

## **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 aims 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**

The number of year-round homes increased by 15 percent between 1990 and 2000 and the number of second homes increased by 14 percent. As of 2002, median household incomes in town were only 58 percent of the amount needed to buy the median-priced house. Housing affordability for first-time home buyers is a serious problem. There could be an average of twelve new year-round homes and eight second homes built each year between 2000 and 2015.

### **3. Summary of the 1993 Plan**

The plan mentioned that the number of second homes increased by about 20 percent during the 1980s. The number of year-round homes increased by about 5 percent during the 1980s, which was a much slower rate of increase than the 20 percent rate for year-round population.

### **4. Trends Since 1990.**

While Gouldsboro's year-round household population increased by 9 percent, the number of year-round dwellings increased by 15 percent (see C.1). This is a much faster rate of increase than the 5 percent rate projected in the 1993 plan and is also faster than the five-percent actual growth rate between 1980 and 1990. The main reason behind housing units increasing at a faster

rate than the population is decreasing household sizes. Given the aging of the town’s population this is likely to continue. Older households tend to have fewer, if any children.

The number of second homes increased by 14 percent. The 1993 plan estimated that second homes could increase by as much as a 20 percent rate, which was roughly the actual rate of increase for the 1980-1990 decade. The number of year-round housing units thus increased at a faster rate than predicted while second homes increased at a slower rate.

<b>Table C.1 Change in Housing Units, Gouldsboro, 1990-2000</b>			
Type	1990	2000	Percent Change
Year-round	746	857	15%
Seasonal	412	471	14%
<b>Total</b>	<b>1,158</b>	<b>1,328</b>	<b>14.6%</b>
<b>SOURCE:</b> U.S. Census			

Table C.2 shows the breakdown between various year-round housing types. There was a 14 percent increase in the number of single family homes and a roughly 10 percent increase in mobile homes. In 2000, however, mobile homes accounted for a somewhat smaller proportion of all units than they did in 1990. The number of duplex and multifamily units increased by twelve (43 percent). Such units still account for only 3 percent of all units in town.

<b>Table C.2 Change in Housing Types, Gouldsboro: 1990 – 2000</b>					
Type	1990		2000		90-00
	Number	Percent	Number	Percent	Percent Change
Single family	979	84.5%	1,112	83.7%	13.6%
Duplex/ Multi-family	28	2.4%	40	3.0%	42.9%
Mobile Homes	151	13.0%	166	12.5%	9.9%
Boat/RV/Van	-	0.0%	11	0.8%	N/A
<b>Total</b>	<b>1,158</b>	<b>100.0%</b>	<b>1,329</b>	<b>100.0%</b>	<b>14.8%</b>
<b>Source:</b> U.S. Census					

The breakdown between rental and owner occupied year-round housing is shown in Table C.3. As of 2000 about 81 percent of year-round homes were owner-occupied and 19 percent were renter occupied. This is a somewhat lower percentage of rental units than in Hancock County as a whole. Most year-round rental units are concentrated in the larger, service center communities rather than in small towns such as Gouldsboro. The number of rental units in Gouldsboro, however, did increase at a faster rate between 1990 and 2000 than the rate for Hancock County (19 percent compared to 16 percent).

		1990		2000		1990-2000
		Number	Percent of Total	Number	Percent of Total	Percent Change
<b>T O W N</b>	Renter-Occupied	124	19.0%	153	19.1%	19.0%
	Owner-Occupied	529	81.0%	648	80.9%	18.4%
	Total Occupied Units	653	100.0%	801	100.0%	18.5%
<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%

**Source:** U.S. Census 1990 CPH-1-21, Tables 10+11, 2000, initial print-outs

The breakdown of contract rents is shown in Table C.4. As of 2000, the median monthly rent in Gouldsboro was \$559, which was slightly higher than \$514 for Hancock County as a whole. This may have been due to the high demand created by Navy personnel. Rents, however, have been increasing throughout Hancock County. In 2002 the average rent in Hancock County for a two-bedroom apartment (including utilities) was \$686 compared to \$559 in 2001. Comparable data are not available for Gouldsboro.

<b>Table C.4 Contract Rent of Renter-Occupied Units Gouldsboro and Hancock County: 2000</b>				
<b>Monthly Rent</b>	<b>Gouldsboro</b>		<b>Hancock County</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Less than \$200	7	4.2%	412	8.2%
\$200 to \$299	11	6.6%	320	6.4%
\$300 to \$499	35	21.0%	1286	25.7%
\$500 to \$749	64	38.3%	1753	35.1%
\$750 to \$999	16	9.6%	447	8.9%
\$1,000 or more	-	0.0%	104	2.1%
<b>No cash rent</b>	34	20.4%	676	13.5%
<b>Total</b>	<b>167</b>	<b>100.0%</b>	<b>4,998</b>	<b>100.0%</b>
<b>Median Rent</b>	\$559	-----	\$514	-----
<b>Source:</b> U.S. Census 2000, DPH-4				

Table C.5 compares the value of owner-occupied homes between Gouldsboro and Hancock County. The median value in Gouldsboro was \$98,600 in 2000 compared to \$108,600 for Hancock County. Prices are thus about \$10,000 below the county-median. It should be noted that these data are for year-round homes and do not reflect the values of second homes, including those in prime waterfront locations.

Value	Gouldsboro		Hancock County	
	Number	Percent	Number	Percent
Less than \$50,000	14	3.6%	685	6.4%
\$50,000 to \$99,999	183	47.5%	4,118	38.2%
\$100,000 to \$149,999	87	22.6%	2,785	25.8%
\$150,000 to \$199,999	38	9.9%	1,383	12.8%
\$200,000 to \$299,999	39	10.1%	1,030	9.6%
\$300,000 to \$499,999	22	5.7%	510	4.7%
\$500,000 to \$999,999	2	0.5%	190	1.8%
\$1,000,000 or more	0	0.0%	78	0.7%
<b>Total</b>	<b>385</b>	<b>100.0%</b>	<b>10,779</b>	<b>100.0%</b>
Median Value	\$98,600	--	\$108,600	--

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

## 5. 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. As of 2002, MSHA showed Gouldsboro having an index of 0.58. In other words, incomes were only 58 percent of what was necessary to purchase the median priced house. This is based on a median 2002 income of \$31,667 and a median purchase price of \$156,950.



There are limited data on rental affordability in Gouldsboro. Due the relatively small number of rental apartment units, it is difficult to take a representative sample of rents. A rental unit is considered affordable if it costs no more than 30 percent of a household's income. Countywide in 2002, Maine State Housing Authority data indicate that only 52 percent of renter households could afford the average rent. While rents in 2000 were higher than the county median, the loss of the Navy population may have meant less demand for rental units.

## **6. Major Housing Issues**

High housing costs are one major housing issue facing Gouldsboro. As long as it is difficult for younger families to buy their first home in town, the town's population will likely continue to age and it will be hard to sustain school enrollments. One challenge to creating more moderate cost housing is the lack of public water and sewer.

While the median sales price of homes sold in Gouldsboro is high, this is largely due to the very high prices for waterfront property. Prices for inland properties are considerably less. This contention is supported by a review of lots sold between 1989 and 2004 (see Table C.6). A total of 95 inland lots were approved of which 62 were sold. The sold lots had an average sales price of \$35,516. Thirty-two of the 64 lots were built upon. The average combined house and land value was \$90,317. This average includes nine homes with a value over \$100,000 and two under \$50,000. These data indicate that there are moderately priced lots for sale in Gouldsboro and that values for these inland lots is far less than the town-wide median of \$156,950.

<b>Table C.6 Sales Prices for Inland Lots, Gouldsboro 1989-2004</b>								
<b>Subdivision Name</b>	<b>Number of Lots Approved</b>	<b>Number of Lots Sold</b>	<b>Sale Date</b>	<b>Sale Price</b>	<b>Number of Lots Developed</b>	<b>Value Land Only</b>	<b>Value Combined Building &amp; Land</b>	<b>Acreage</b>
<b>Backwoods</b>	<b>6</b>	<b>2</b>			<b>0</b>			
			2/27/04		0	\$15,000		1.06
			8/05/04			\$20,000		1.53
<b>Bayview</b>	<b>6</b>	<b>6</b>			<b>1</b>			
			5/1/02	\$24,000			\$123,300	2.94
			1/1/04			\$27,500		3.11
			6/7/02			\$20,000		3.20
			6/7/02			\$20,000		3.19
			5/1/02			\$20,000		3.11
			4/1/02			\$21,000		2.94
<b>BBC Joint Venture</b>	<b>7</b>	<b>7</b>			<b>4</b>			
			7/1/99	\$10,000			\$38,300	2.06
			10/1/99	\$2,500			\$110,400	2.36
			6/1/97	\$92,400			\$94,200	2.2
			10/1/97	\$13,000			\$89,900	2.06
			8/1/99			\$10,000		2.58
			8/1/99			\$10,000		3.48
			9/21/02			\$13,500		2.07
<b>Bingham Estates</b>	<b>7</b>	<b>5</b>			<b>3</b>			
			1/1/92	\$4,000			\$20,900	1.02
			8/1/00	\$60,000			\$89,000	1.00
			7/1/01	\$26,000			\$89,000	1.00
			8/22/89			**		1.00

Subdivision Name	Number of Lots Approved	Number of Lots Sold	Sale Date	Sale Price	Number of Lots Developed	Value Land Only	Value Combined Building & Land
			8/23/04			\$9,000	
<b>Cedar Ledges</b>	<b>4</b>	<b>4</b>			<b>4</b>		
			3/1/94	\$45,000			\$76,000
			6/1/97	\$75,000			\$76,000
			6/1/97				\$79,000
			6/1/97				\$89,000
<b>Fletcher Woods</b>	<b>4</b>	<b>3</b>			<b>2</b>		
			6/1/97	\$13,500			\$141,400
			9/1/92				\$114,200
			8/26/03	\$11,000		\$12,000	
<b>Freeman</b>	<b>3</b>	<b>2</b>			<b>1</b>		
			1/1/94			\$22,500	\$89,600
			6/15/04			\$33,000	
<b>Grandview</b>	<b>5</b>	<b>5</b>			<b>2</b>		
			10/4/02	\$16,500			\$114,100
			1/1/00	\$14,500			\$60,600
			10/02/03			\$36,000	
			10/20/03			\$80,000	
			5/24/04			\$16,000	
<b>Island View</b>	<b>5</b>	<b>2</b>			<b>2</b>		
			10/9/02	\$50,000			\$94,500
			6/30/03			\$75,000	
<b>Jack Pines</b>	<b>5</b>	<b>0</b>			<b>0</b>		
<b>Joy Cove</b>	<b>2</b>	<b>2</b>			<b>1</b>		
			10/2/03				\$91,100

Subdivision Name	Number of Lots Approved	Number of Lots Sold	Sale Date	Sale Price	Number of Lots Developed	Value Land Only	Value Combined Building & Land
			4/1/94			*	
<b>Smith</b>	<b>5</b>	<b>4</b>			<b>3</b>		
			4/1/94				\$118,400
			9/1/90	\$8,000			\$94,500
			4/1/02	\$6,500			\$118,400
			5/1/90			\$10,000	
<b>Town Road</b>	<b>5</b>	<b>3</b>			<b>2</b>		
			10/1/94	\$11,900			\$106,000
			9/24/04	\$110,000			\$99,700
			3/27/03			\$10,000	
<b>Tracy Acres</b>	<b>8</b>	<b>7</b>			<b>4</b>		
			8/1/94	\$6,150			\$73,800
			5/1/94	\$63,000			\$92,000
			12/19/02	\$66,000			\$70,300
			7/23/04			\$12,500	
			7/23/04			\$12,500	
			5/12/04			\$5,000	
			11/1/95			\$5,000	
<b>Watering Cove</b>	<b>3</b>	<b>2</b>			<b>1</b>		
			12/19/02				\$137,300
			12/19/02	\$31,442	*		
<b>West Bay Woods</b>	<b>5</b>	<b>5</b>			<b>0</b>		
			9/8/04			\$27,000	
			11/30/03			\$22,900	
			8/23/04			\$19,420	
			1/2/04			\$15,290	

Subdivision Name	Number of Lots Approved	Number of Lots Sold	Sale Date	Sale Price	Number of Lots Developed	Value Land Only	Value Combined Building & Land	Acreage
			1/2/04			\$15,290		2.00
<b>Whitten Ridge</b>	<b>9</b>	<b>0</b>			<b>0</b>			
<b>Woodland</b>	<b>6</b>	<b>3</b>			<b>2</b>			
			5/1/02	\$55,000			\$55,500	0.80
			4/1/99	\$72,500			\$63,100	0.60
			7/16/04			\$9,000		1.00
<b>Totals</b>	<b>95</b>	<b>62</b>		<b>\$35,516 Average</b>	<b>32</b>	<b>\$20,813 Average</b>	<b>\$90,317 Average</b>	
<b>SOURCE:</b> Gouldsboro tax records								

Another housing issue is the condition of the year-round housing stock. While no comprehensive survey has been done, there are scattered cases of homes in poor repair that may not meet basic life-safety standards and may be inefficient to heat. There are various regional and state grant programs available to assist income-eligible homeowners in making basic home improvements.

If the town's population continues to age, there may be a need for more housing serving the elderly. This generally involves building multi-family units that offer good handicapped access. It is important that such housing be near services. Even if the town chooses not to take an active role in creating senior citizen housing, it should be sure that its land use ordinances do not exclude such housing from town.

## **7. Dwelling Unit Projections**

It is possible to estimate the number of year-round homes that will be built by dividing the projected population by the projected household size. The *Population* chapter presented a range of population projections. Due to the aging of the population, the average household size is assumed to be 2.25 by 2015, which is lower than that for 2000. Projections are shown under both a slow and fast growth scenario (see Table C.7). They show between 927 and 992 year-round occupied units by 2015. This means an average of between eight and twelve new year-round homes a year. As with all projections, these numbers need to be revisited periodically to assure that they are consistent with recent growth trends. It is important to remember that growth tends to occur in spurts so that more homes may be built in some years than in others.

While there is no reliable way to estimate the number of second homes that will be built, it is likely that they will continue to be built at rates comparable to recent years. Assuming that an average of six second homes is built per year, there would be about 90 additional second homes by 2015. One factor that may reduce the number of second homes is the conversion of more of these homes into year-round units as their owners decide to retire to Gouldsboro.

<b>Table C.7 Projected Year-round Occupied Dwelling Units, Gouldsboro</b>		
<b>Scenario I: Slow Growth</b>	<b>2000*</b>	<b>2015</b>
Projected Population Residing in Households	1,853	2,087
Projected Household Size	2.31	2.25
Projected Occupied Dwelling Units	801	927
<b>Scenario II: Fast Growth</b>		
Projected Population Residing in Households	1,853	2,232
Projected Household Size	2.31	2.25
Projected Occupied Dwelling Units	801	992
*Note: 2000 figures are actual numbers from the U.S. Census.		
Source: Analysis by the Hancock County Planning Commission		

## D. TRANSPORTATION

### 1. Purpose

A town's transportation system is critical in determining how it will grow. Development generally locates along roads. Poorly planned development in turn may create traffic problems that require road improvements. This section aims to accomplish the following:

- a. Present an overview of Gouldsboro's transportation systems;
- b. Discuss present transportation needs; and
- c. Discuss likely future needs.

### 2. Key Findings and Issues

While the rate of traffic in town has increased since the last plan was prepared, Gouldsboro does not presently face any serious traffic congestion issues. The overall mileage of public roads has increased due to the acceptance of some private roads as town ways. Due to the large size of the town and its many miles of road, road maintenance costs are a major concern.

### 3. Highlights of the 1993 Plan

The biggest transportation issues facing the town in 1994 were the conditions of the roads and the cost of maintenance. The plan also mentioned that the town could benefit from improvements to pedestrian and bicycle facilities.

### 4. Overview of Transportation Systems

#### a. Traffic Flow

Traffic counts, based on Average Annual Daily Traffic (AADT), are shown in Table D.1. These counts are based on temporary counters set up at various points around town that are factored into annual averages based on patterns at permanent traffic counters. While data are somewhat limited, they do show that the town's roads are experiencing an increase in traffic. For example, the AADT on Route 1 increased from 3,800 in 1990 to 5,460 in 1998, an increase of 43 percent. Similarly, there was a 57 percent increase (from 611 to 960) on Route 195 near Route 1.

Post-1998 data for most locations are not presently available. Since data are for two years only, there is the risk of some unusual factors in a given year distorting trends. It is important that the town continue to monitor traffic counts and note long-term trends.

Further increases in traffic are likely as the town and region continue to grow. It is important that the town plan to minimize likely problems from increased traffic flow. One



potential traffic problem could result from increased curb cuts along major roads. This could lead to more vehicle turning movements, which slow the speed of traffic and increase the risk of accidents.

The town has already taken some measures to minimize curb cuts through its subdivision ordinance that encourages that new lots have driveways interior roads serving the development rather than along an existing road. If the town enacts town-wide zoning, it may want to take other measures to assure that uses that generate a high rate of traffic are concentrated in appropriate areas.

<b>Table D.1.</b>			
<b>Gouldsboro, Annual Average Daily Traffic Volume: 1990 –1998</b>			
<b>Location</b>	<b>Daily Volume (24 hour period)</b>		
	<b>1990</b>	<b>1998</b>	<b>% Change</b>
Rte 186 Prospect Harbor to Winter Harbor Line	1,156		
Rte 186 (West Bay Rd.) Prospect Harbor to Rte 1	1,186		
Rte 186 Winter Harbor line to Rte 1 West Gouldsboro	1,318		
Rte 195 (Pond Rd) Prospect Harbor to Rte 1	611	960	57.1%
Rte 195 Prospect Harbor to Corea	1,101		
Rte 1 Sullivan line to Steuben line	3,800	5,460	43.6%
E. Schoodic Drive, Park line to Rte 186 Birch Harbor	883		
<b>Source:</b> Maine Department of Transportation			

#### **b. Road Mileage**

Since 1993, municipal road mileage has increased due to the acceptance of previously private ways as town roads. As of 2003, the town had a total of 53.76 miles of road compared to 48.83 in 1993. The current inventory of public roads in Gouldsboro is found in Table D.1. This list does **not** include privately maintained roads. The town is gradually paving its gravel roads. Since 1993, it has conducted a thorough review of the status of all public ways and has concluded that the town faces no liability for maintenance from any currently un-maintained town ways. In other words, there is little likelihood that landowners along an unused town road could have a sound basis for demanding that the town maintain that road.

<b>Table D.2 Gouldsboro Town and State Roads</b>			
<b>ROAD NAME</b>	<b>DOT#</b>	<b>MILES</b>	<b>CLASS</b>
Ashville Road	1819	0.30	Town
Barlett Hill Road	2172	0.23	Town
Boat House Road	2189	0.08	Town
Bunker Pound Road	1031	0.25	Town/Private
By Perry's Wharf		0.04	Town/Private
Chicken Mill Pond Road	1471	1.44	Town
Clinic Road	1423	0.26	Town
Cranberry Point Road	1030/2174	0.75	Town/Private
Crowley Island Road	2177	0.90	Town
Dyer Lane	2622	0.17	Town
Francis Pound Road	1030 (off)	0.07	Town/Private
Gouldsboro Point Road	519/1594	2.91	Town
Grand Marsh Bay Road		2.61	Town/Private
Grange Road	2621	0.13	Town
Guzzle Road	521	1.71	Town
Joy Road	1038	0.32	Town
Lighthouse Point Road	1028	0.53	Town/Private
Loon Cove Road	2186	0.14	Town/Private
Maxwell Road	2195	0.25	Town
Mill Pond Road	2175	0.18	Town/Private
Myrick Road	2874	0.12	Town
Nahum Jones Road	2182	0.20	Town
Old County Road	3717	0.27	Town
Old County Road	519	0.10	Town
Old Route 1	2509	0.55	Town
Old Route 1	2181	0.20	Town
Paul Bunyan Road	3160	4.04	Town
Peninsula Road		1.16	Town
Potter Road		0.05	Town
Recreation Road	2178	0.34	Town
Rice Road	2197	0.07	Town/Private
Roaring Brook Road		0.37	Town

<b>Table D.2 Gouldsboro Town and State Roads</b>			
<b>ROAD NAME</b>	<b>DOT#</b>	<b>MILES</b>	<b>CLASS</b>
Sargeant Road	1470	0.34	Town
Schiefflin Point Road	1003	0.30	Town
Shore Road	1011	0.34	Town
Summer Harbor Road	1015	0.83	Town
Taft Point Road	1005	0.48	Town
Walters Road	3716	0.37	Town
Williams Brook Road	3718	0.16	Town
Willie Hammond Road	1009	0.15	Town
Young's Farm Road	1007	0.37	Town
Young's Point Road	2176	0.07	Town/Private
Corea Road	0195X	3.08	State
Main Street	FAS 294	2.55	State
Pond Road	0195X	4.95	State
Route 1	0001X	7.28	State
Route 186 East or West Bay Road	FAS 294	5.00	State
Route 186 West	FAS 294	4.87	State
Schoodic Drive	600	1.88	State
<b>Total Miles</b>		<b>53.76</b>	
<b>Source:</b> Town road records, October 2003			

**c. Parking Facilities**

The only major commercial areas, such as the grocery and strip mall in Birch Harbor, have adequate private off-street facilities. Some of the smaller retail establishments may occasionally have capacity problems, as does the Dorcas Library in Prospect Harbor, but none of these are major concerns. There are public parking lots available at the Community Center and Elementary School, Jones Pond Recreation area and the municipal building. Each of these serves its primary user and, while available to others, is not in particular demand. Parking needs related to boat ramps are addressed in the *Marine Resources* chapter.

If the town were to enact town-wide zoning, it could set parking standards in its ordinance. For example, commercial uses could be required to provide a given number of spaces per square foot of retail floor space or, in the case of a restaurant, the number of tables. Such standards can minimize on-street parking. Parking areas can also be buffered from surrounding properties and setback from the road. Since 1993, the town has enacted site plan review standards that help it address the parking needs of those uses that are subject to site plan review.

**d. Rail Lines**

The only rail line in Gouldsboro is the Calais Branch line, which connects Brewer to Calais. There has been no service on this line since 1985. There have been various proposals to resurrect segments of this line, but no definite plans have been made to restore service to the entire line.

**e. Pedestrian Ways/Bicycle Facilities**

There are no sidewalks in Gouldsboro. The lack of sidewalks in the village areas limits opportunities to attract pedestrians. It is also a safety issue around the former school building and community center area. Vehicle pedestrian separation is likely to become a more pressing need as the traffic flow in the town increases.

The Maine Department of Transportation (MDOT) is gradually adding bicycle shoulders to state highways in Gouldsboro. This is particularly the case along Route 186. The MDOT plans to add about eight miles of shoulders in Gouldsboro in the current Biennial Transportation Improvement Plan.

**f. Public Transit**

There is limited public bus service provided by Downeast Transportation, Inc. It provides weekly bus service to Ellsworth. There is also service by the Washington Hancock Community Agency for income-eligible clients. During the summer of 2003, there was a trial bus service serving the Schoodic portion of Acadia National Park and Prospect Harbor. Present plans are to continue this service in future years.

As the area grows, the need for public transportation is likely to increase. First, the aging of the population means that more senior citizens may need transportation services. Second, increased traffic congestion in the Ellsworth-Mount Desert Island area means that more employers may be promoting employee bus services, park and ride lots and van pools to help employees to get to work.

**5. Major Transportation Issues**

It is important to identify any major traffic safety hazards in a comprehensive plan. The comprehensive planning committee has expressed concerns about several road segments in town. These include the Route 1 intersections with Route 186 at West Bay, Route 195 and Clinic Road. The Beech Hill portion of Route 186 has been the site of several accidents as has Route 186 in the Corea area.

Another transportation issue is the large number of roads in Gouldsboro. This not only poses a maintenance challenge, but also creates the opportunity for considerable sprawl to occur. There are many undeveloped places throughout town where home building can take place. Rural roads may thus experience an increase in traffic.

A third transportation issue is development along Route 1. The town has an opportunity to manage land along this highway in a manner that minimizes large amounts of strip development from occurring. One way that this can be accomplished is to concentrate high intensity development in certain locations rather than allowing it to occur along the entire stretch of highway.

## **6. Likely Future Needs**

Even if the town experiences a relatively low rate of year-round population growth, it is likely to experience more traffic on its roads. The increased traffic congestion elsewhere in coastal Hancock County means that more people are likely to visit the Schoodic area. This means that planning for bus service, bicycle facilities and other measures that give people an alternative to travel by car are needed.

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

### **1. Purpose**

An understanding of current and likely future public facilities needs is essential in assessing likely new expenditures that a town could face in the future. This section aims to:

- a. assess major changes in Gouldsboro's services and facilities since the last comprehensive plan was prepared;
- b. review current conditions and likely future needs; and
- c. determine the feasibility of sharing additional services with the town of Winter Harbor.

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

The current constable facilities are overcrowded. Given the other demands on the municipal building the town may have to consider an expansion of this building or a separate police facility. If the latter alternative is considered, the town may want to explore a joint facility with Winter Harbor, which also is facing an overcrowded police facility.

The fire department is facing a shortage of volunteers and the loss of assistance from the Navy. Here again, greater cooperation with Winter Harbor needs to be considered. Studies are currently underway on the future of the schools in both towns. It is thus premature to determine how much sharing of facilities is practical.

### **3. Police Protection**

#### **a. Summary of 1993 Plan**

The plan touched briefly upon police protection. At that time the town was, by contract, providing constabulary services to the town of Winter Harbor. Both towns now have separate police protection arrangements.

#### **b. Current Conditions**

Police protection is provided primarily by the Gouldsboro constable. Additional service is theoretically available by the County Sheriff's department and the Maine State Police. The constabulary is housed in the municipal building in Prospect Harbor. There is a 135-square-foot office and an approximately seven-square-foot closet used for storage and the holding of evidence.

According to the constable, both rooms are too small. Another deficiency is the lack of privacy necessary for police transactions. The department would like to have separate rooms for evidence, patrol, storage and interview functions.

Staff consists of a full-time chief and various numbers of part-time officers. The part-time officers are not allowed to handle serious to fatal vehicle accidents. Clerical and support staff consist of a federally funded data processing person. There is presently no need foreseen for additional personnel.

The average response time to a call is 10 to 15 minutes. It may take 25 minutes to respond to a call from the most remote part of town. After normal work shifts officers are on pager duty, but are not required to remain home to answer calls. The State Police provides back up service during these times.

Equipment consists of three cruisers and 4 mobile radios. The cruisers and their sirens and light bars need to be replaced on a regular basis. As two older cruisers have well over 150,000 miles, a new cruiser was placed in service by 2003. Other department needs include a bullet-proof vest, a computer and gun belts and accessories.

Calls for service are shown on Table E.1. There is considerable fluctuation in the number of calls. There is no discernible link between recent population changes and the demand for police services.

<b>Table E.1</b>	
<b>Police Calls for Service</b>	
<b>Year</b>	<b>Number of Calls</b>
1993	437
1994	358
1995	391
1996	414
1997	595
1998	705
1999	732
2000	538
2001	599
2002	635
<b>Source:</b> Constabulary Records	

**c. Current and Future Needs**

A general problem facing the constabulary is the challenges of maintaining police protection during a period of on-going municipal budget pressure. The closing of the Navy facilities in town has had mixed impacts on the town. On the one hand, the departure of Navy personnel may temporarily reduce the number of traffic violations and accidents due to the overall decrease in population. On the other hand, the lack of military police patrols and potentially vacant military property could mean an increase in the number of calls for service. The town, however, does not presently patrol the Corea property.

**d. Potential for Shared Services**

The towns of Winter Harbor and Gouldsboro previously shared police protection services. Since both towns are coping with overcrowded facilities, the potential for resuming shared operations is being examined. For example, a single police station could be built that would serve both towns.

**4. Education****a. Summary of 1993 Plan**

The plan mentioned that the elementary school was overcrowded and was using a portable classroom. It also mentioned that enrollment had been relatively stable.

**b. Current Conditions**

Gouldsboro is part of School Union 96. The other members of this union are Winter Harbor, Sullivan, Sorrento, Franklin and Steuben. As of 2005, Gouldsboro students attend grades K-8 at the Gouldsboro Winter Harbor Elementary School and grades 9-12 at the Sumner Memorial High School in Sullivan. ~~As this plan is going to press, the status of the Gouldsboro Elementary School is being determined. The information presented here pre-dates the closure of the facility. The reader of this document is referred to the town office or school committee for the most recent information.~~ The Winter Harbor school is a stop-gap measure and a new school is planned in Gouldsboro. The Winter Harbor building is old, requires numerous repairs and is overcrowded. There is no room on the site for an expansion. The two towns have voted to create a single school district and will share the facility.

**(1.) Gouldsboro Elementary School**



The original section of the elementary school was built in 1956 and consists of 7,212 square-feet. The entire building is now vacant since it was condemned by the state due to mold problems. It is beyond economical repair and is not suitable for educational use. Since then three permanent additions have been added. Two were added during the 1970s and consist of the area next to the all-purpose room (2,475 square-foot) and the rear wing (4,364 square-foot). In 1991, the 552-square-foot resource room was added. There are also two portable classrooms, one of which dates from 1988 and second from 1997.

According to a recent analysis by an engineering firm, the facility will, unless significant renovations are made, reach the end of its useful life by 2006. The facility faces many deficiencies. These include rooms that do not meet current egress requirements and fire safety codes. There are also several handicapped access limitations.

There are also a number of structural problems. Drainage is inadequate and portions of some walls show signs of rot. The roofing does not appear to meet current state snow load and insulation requirements. There are cases of damp or stained ceiling tiles, which can lead to interior air quality problems. Ventilation is inadequate in many classrooms and common areas.

The facility is also inadequate in terms of overall space and layout. There is no gym facility and the school must use the adjacent town recreation facility. The all-purpose room is used as the library, cafeteria, hall and extension for the kitchen. Food deliveries must be made through the all-purpose room. Access to the special education and remedial reading rooms is also through this room. There is presently no space for counseling, speech and occupational therapy and the health office.

The engineering report indicated that the school faces about \$2.7 million in renovation and expansion costs in order to meet the basic deficiencies. It would cost about \$5.1 million to build a replacement facility large enough to meet all the projected space needs.

## (2.) Sumner Memorial High School

The Sumner Memorial High School has a rated capacity of more than 400 students and had a fall 2001 enrollment of 322, of which 89 were from Gouldsboro. Facilities include 24 classrooms and a 8,937-square-foot gymnasium, a 2,580-square-foot library and a 2,300-square-foot cafeteria. One immediate need is replacement of the portable classrooms. There are, however, no current state accreditation deficiencies. No additional faculty or staff is presently needed and no change in staffing is expected as a result of the Navy Base closing.

### c. Enrollment Trends

Enrollment trends are shown on Table E.2. There have been considerable fluctuations over time. However, there was steady decrease in Gouldsboro enrollment for all grades between 1996 and 2003. Total Gouldsboro enrollment decreased from 312 students in 1996 to 226 in 2003, a decrease of 86 students or nearly 28 percent. The percentage decrease during this period for grades 9-12 was about 32 percent compared to 24 percent for grades 7-8 and 26 percent for grades k-6. The high school grades have thus seen the greatest percentage decline.

<b>Table E.2 School Enrollment Trends<sup>1</sup> 1988-2003</b>				
	<b>Gouldsboro</b>	<b>Winter Harbor</b>	<b>Other Towns</b>	<b>Total</b>
<b>1988:</b>				
K-6	172	138	379	689
7-8	35	30	102	167
9-12	104	60	194	358
Total 1988	311	228	675	1214
<b>1989:</b>				
K-6	175	145	397	717
7-8	41	27	98	166
9-12	92	55	185	332
Total 1989	308	227	680	1215
<b>1990:</b>				
K-6	179	128	417	724
7-8	42	29	84	155
9-12	83	347	169	299
Total 1990	304	204	60	1178
<b>1991:</b>				
K-6	155	53	70	278
7-8	53	25	102	180
9-12	70	42	181	293
Total 1991	278	189	700	1167
<b>1992:</b>				
K-6	166	138	407	711
7-8	51	27	119	197
9-12	77	40	175	292
Total 1992	294	205	701	1200
<b>1993:</b>				
K-6	174	119	397	690
7-8	54	29	113	196
9-12	101	47	186	334
Total 1993	329	195	696	1220
<b>1994:</b>				
K-6	168	121	369	658

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7-8	48	32	115	195
9-12	91	44	188	323
Total 1994	307	197	672	1176

<b>1995:</b>				
K-6	162	112	366	640
7-8	59	34	111	204
9-12	87	44	189	320
Total 1995	308	190	666	1164
<b>1996:</b>				
K-6	157	95	345	597
7-8	54	32	102	188
9-12	101	50	207	358
Total 1996	312	177	654	1143
<b>1997:</b>				
K-6	141	112	338	591
7-8	50	32	99	181
9-12	98	53	202	353
Total 1997	289	197	639	1125
<b>1998:</b>				
K-6	133	102	368	603
7-8	42	39	95	176
9-12	96	47	198	341
Total 1998	271	188	661	1120
<b>1999:</b>				
K-6	131	89	348	568
7-8	37	33	97	167
9-12	92	52	190	334
Total 1999	260	174	635	1069
<b>2000:</b>				
K-6	121	89	337	547
7-8	38	23	106	167
9-12	96	40	186	322
Total 2000	255	152	629	1036
<b>2001:</b>				
K-6	123	63	331	517
7-8	38	10	115	163
9-12	89	41	193	323
Total 2001	250	114	639	1003
<b>2002:</b>				
K-6	118	27	325	470
7-8	39	6	114	159
9-12	78	28	189	295
Total 2002	235	61	628	924

<b>2003:</b>				
K-6	116	20	308	444
7-8	41	6	111	158
9-12	69	23	201	293
Total 2003	260	49	620	895

<sup>1</sup> **NOTE:** Enrollments are as of October 1 of the school year.  
**Source:** School Union 96

**d. Potential for Shared Services**

Given the major decline in enrollment in the Winter Harbor school and the significant repairs needed to the Gouldsboro school, some sharing of facilities should be explored. As this plan is being prepared, there are groups in both towns exploring this issue.

**5. Public Works****a. Summary of 1993 Plan**

In 1993 all road maintenance, snow plowing and sanding was handled on a contractual basis.

**b. Current Conditions and Future Needs**

All services are still handled on a contractual basis. The town presently spends about \$245,000 a year for snow plowing, summer maintenance projects and paving. In addition to town ways, the town is responsible for the maintenance of the community center, women's club, fire stations, town office, transfer station and the Jones Pond facilities. According to the town manager, the town needs to explore a more comprehensive system of bidding on summer maintenance projects.

The town expects no changes in public works arrangements as a result of the Navy Base closing. Paid staff is presently limited to an assistant road commissioner, who is paid \$1,200 per year. There has been some discussion about establishing a public works department, which would mean expanding the hours of the road commissioner and hiring another part-time person. The department would then have the full-time equivalent of 1.5 employees. There is presently no town-owned equipment as all equipment is provided by the contractors.

One public works issue facing the town is winter salt storage arrangements. The town may need to have a salt-sand storage shed constructed **if it changes contractors**. The MDOT salt storage facility in Gouldsboro is a concern as a potential source of non-point pollution due to stormwater runoff from the site. Priorities for state road improvements include repaving Route 195 and Route 186 and better shoulders on Route 186. Municipal road improvement needs include further work on the **Grand Marsh Bay Road**.

**6. Fire Department****a. Summary of 1993 Plan**

As the 1993 plan was being prepared the town built two new branch stations. One was a replacement for the existing South Gouldsboro station. The other was a new station on Route 1 near Gouldsboro Point. Improvements were also being made to the main fire station-town office complex. The plan mentioned the problems of inadequate dispatch radios and inadequate water supplies for fire fighting purposes.

**b. Current Conditions****(1.) Staffing**

Fire protection is provided by the volunteer fire department. Approximately ten volunteers may be available during the day. The number varies with the weather since some of the volunteers are fisherman and are not always available. For routine calls during the day, there are usually sufficient volunteers. For more complex calls such as forest and structure fires, there may be insufficient personnel and the department must rely on mutual aid arrangements with other towns. There is usually no shortage of volunteers on the weekends and weekday evenings. One major challenge facing the department is the aging of its volunteer base.

It is difficult to keep volunteers adequately trained per state and federal standards. It takes at least a year for a new member to learn the basics. There are inadequate training resources available within Hancock County. State training programs generally take place during the week day, which makes it difficult for those volunteers with regular jobs to attend. The demanding training requirements discourage some members from remaining in the department.

In addition to fire fighting functions, the department serves as first responder to medical emergencies. About six members are licensed as EMT's or first responders through Maine EMS. The department has a good relationship with County Ambulance.

**(2.) Facilities and Equipment**

The main fire station is housed in the municipal building in Prospect Harbor. Rooms include a 300-square-foot chief's office, a 110-square-foot tool room, a 121-square-foot storage room and a 120-square-foot kitchenette. There is also a 288-square-foot training/meeting room

and a bathroom. According to the fire chief, these rooms are all adequate since there are additional training spaces available at the two branch stations.

The main station also has four heated bays for storing vehicles. The two other stations have two bays each. There are no unheated bays and the department does not foresee the need for additional bays at any of the stations. All three stations are in good condition and are adequate to meet the department's needs and no additional branch stations should be needed in the foreseeable future.

Major pieces of equipment are shown in Table E.3. The department has installed a skid unit for brush fires in the 1988 Ford 350 rescue/utility vehicle. It acquired a used box ambulance for use as a non-transporting rescue/utility vehicle. A thermal imaging camera has been acquired with grant funds.

<b>Table E.3 Fire Department Equipment Inventory</b>		
<b>Type</b>	<b>Year/Condition</b>	<b>Years of Service Left</b>
Ford 800 1000/1000 GPM Pumper	1992/prime	20
Ford 800 1800/300 GPM Tanker	1991/prime	20
Ford 350 Rescue/Utility Truck	1988/prime	15
Ford E350 Rescue Truck	1992 prime	15
Ford 800 750/750 GPM Pumper	1983/prime	15
Chevy 70 series 1,50/250 GPM brush/tanker	1979/good	Truck 10, Tanks and equipment, 20
Seagrave, 1000/1000 GPM pumper	1978/good	12
<b>SOURCE: Gouldsboro Fire Department, 2002 &amp; 2003</b>		

### **(3.) Level of Service**

The department presently has an average response time of five to eight minutes for calls in Gouldsboro. For the most remote part of Gouldsboro, a call may take ten to fifteen minutes. It also takes about ten to fifteen minutes to reach the most remote part of Winter Harbor.

The department has difficulty traveling down many camp roads and private driveways. These roads have often been built too narrow for fire fighting equipment. Some are not plowed or sanded in the winter. This is less of a problem in the newer developments that generally have good main roads. The driveways, however, are sometimes designed to hide the house and are difficult to access.



The department currently offers on-going fire prevention programs at the school. It does chimney and stove inspections on request. It would like to expand these programs to all businesses, but lacks the staff resources necessary.

While there are fire ponds and dry hydrants throughout town, more are needed. The department would like to add more ponds each year. Priorities include Birch Harbor, the transfer station and Gouldsboro Point. The fire chief recommends that all subdivisions be required to install a fire pond and dry hydrant.

Fire department calls for service are shown on Table E.4. The rapid increase in the past few years is due in large part to the department assuming first responder-EMS responsibilities. The loss of fire protection from the Navy may result in more calls in the future.

<b>Year</b>	<b>Number of Calls</b>
1993	54
1994	69
1995	93
1996	60
1997	107
1998	121
1999	112
2000	135
2001	168
2002	184
2003	211

**Source:** Fire Department Records

**c. Future Needs**

The department has articulated its major needs in its five-year plan. This plan addresses building construction, access problems, water supply, manpower, equipment, fire prevention and communications. One major building concern is that chimneys, heating and electrical systems be built according to codes. In the case of bed and breakfasts or multiple housing units, a fire marshal inspection is required to have a copy of that inspection and the exit plan must be kept on file with the fire department.

As mentioned above, the major access problem is overly narrow driveways. The planning board may want to review the recently revised subdivision standards to see if they are

addressing this problem. The water supply problems could be addressed through additional dry hydrants.

Given the increased training and record keeping demands, the town may have to consider having a paid administrative chief. This position could be shared with several communities. The equipment needs, outlined above, could be addressed through the town's capital investment plan. If the department had paid personnel it could provide more fire prevention and public education services. One way to get more volunteers would be to pay them for their training time.

E-911 dispatching was implemented in February 2003. This has resulted in a smooth transition to regional dispatching. The closing of the Navy facilities has affected the fire department in several ways. First, some of its volunteers were Navy personnel. Second, it relied on the Navy fire fighting personnel for back-up support. This will be less of a problem if the National Park Service takes over the facilities and provides fire fighting equipment and personnel. However, if the Navy properties remain vacant, the department will have greater fire fighting responsibilities at a time when it has fewer volunteers. However, the town does not presently protect former naval properties.

**d. Potential for Shared Services**

Presently there is a mutual aid agreement with Winter Harbor signed by both towns. Gouldsboro is also included in the Hancock County Mutual Aid Agreement, which assures cooperation with the other surrounding towns.

**7. Municipal Building**

**a. Summary of 1993 Plan**

In 1993 the town office was overcrowded but in good physical condition. Work on the current facility was underway as the plan was being finalized.

**b. Current Conditions**

**(1.) Staffing**

Full-time staff presently consists of a town manager, town clerk-tax collector and two deputy clerks. No other staffing needs were noted.

**(2.) Facilities**

The 2,400-square-foot town office building was built in 1993. As mentioned above, it also houses the fire and police departments. Rooms devoted to town government functions are described in Table E.5. All rooms are in excellent condition, but the town manager's office and assessing spaces are too small. One option would be to enlarge the existing space. Another would be to move the police department to another location. The town assumed ownership of the Community House (women's club) in 2002. This building was painted and new septic system was installed in 2003. Further improvements are planned over the next few years.

<b>Table E.5</b>	
<b>Town Office Space</b>	
<b>Room</b>	<b>Square-Footage</b>
Lobby-counter service area	560 sq. ft.
Town manager's office	120 sq. ft.
Town clerk's office	120 sq. ft.
Assessor's office	216 sq. ft.
Conference room	544 sq. ft.
Guest office	120 sq. ft.
2 rest rooms	94 sq. ft.
2 storage rooms	180 sq. ft.
<b>Source:</b> Town manager	

**8. Solid Waste****a. Summary of the 1993 Plan**

As the last comprehensive plan was being prepared the town was using the landfill in Steuben, which was due to be closed in 1993. The town was in the process of acquiring a site for the disposal of Construction and Demolition Debris. The town was then paying about \$98,000 a year for the collection and disposal of trash.

**b. Current Conditions**

The town currently (2003) contracts with a private firm for once-weekly curbside collection and delivery of trash to the Penobscot Energy Recovery Company (PERC). It contracts with another firm for curbside collection of recyclables, which are taken to Coastal Recycling in Hancock. Residents are not charged for trash removal or recycling except through

annual taxes, though the town is considering the adoption of a pay-as-you throw (PAYT) scheme in the near future.

The town has a brand new construction and demolition debris (CDD) transfer station, open 10 hours a week, for use by residents of Gouldsboro. The town currently charges per cubic yard for all CDD and per load of clean wood and scrap metal. The property was sold to the town for use as such and the deed currently restricts other towns from utilizing the transfer station.

The town's budget (includes Coastal Recycling membership, bulky waste, recyclables and trash) for trash removal has increased significantly over the past several years. The total budget for trash and recycling removal was \$137, 083 in fiscal year (FY) 2000; \$143,396 in FY 01, \$171,050 in FY 2002 and \$177,100 in FU-03. The cost of operating the new transfer station and the rising cost of trash removal have led in part to this budget trend.

**c. Future Needs**

The town faces several solid waste-related issues. One is concern that Coastal Recycling membership may not be the most cost-effective or efficient recycling option. Also, some town residents have not been separating their recyclable materials adequately leading to some loads being rejected by Coastal Recycling. This may indicate a need for further education of residents on recycling procedures. Another is rising solid waste disposal costs.

**d. Potential for Shared Services**

Winter Harbor is a fellow member of Coastal Recycling. The two towns, in conjunction with other members of this organization are working together to determine how to assure sustained recycling opportunities. The present land lease for the Coastal Recycling property expires in September 2005.

## F. RECREATION

### 1. Purpose

A comprehensive plan must assess a town's recreation resources. It is important to understand long-term recreation needs in planning for the future development of the town. This section will:

- a. describe current recreational resources serving Gouldsboro residents;
- b. assess the current adequacy of these resources; and
- c. assess future adequacy based on the project growth patterns of the town.

### 2. Key Findings and Issues

Gouldsboro does not appear to face any serious deficiencies in its recreational facilities. Some improvements are needed to the town ball field. Since the town's population is likely to continue to age, recreation officials may want to think more about the recreation needs of the elderly.

### 3. Summary of 1993 Plan

The plan mentioned that Gouldsboro had a limited number of recreational facilities outside of its schools. It had just completed two new boat landing areas. The town had an active recreation committee and was contemplating building other facilities such as tennis courts.

### 4. Current Recreational Resources

Town-owned recreation facilities in Gouldsboro include playgrounds at the grammar school site and Jones Pond (see Table F.1). There is also a ball field at the grammar school site. There is a beach at Jones Pond. (For information on boat launching facilities please refer to the *Marine Resources* chapter.)

Type	Parcel Acreage	Ownership
Ball field (Grammar School)	5 acres	Town
Playground (Grammar School)	(on same parcel)	Town
Playground/Beach (Jones Pond)	8.5 acres	Town
<b>SOURCE:</b> Gouldsboro comprehensive planning committee		

In addition to these public recreation facilities, there is Fisher field, a privately owned ball field for the younger baseball teams. This is a 2-acre site. There is also a private campground of 100 acres in the Birch Harbor area. The Sand Beach site in Corea is privately

~~owned but has some limited public access.~~ The Navy had allowed residents to use the ball field on the Navy base; the National Park Service is continuing this arrangement. Other important regional recreational resources are the Donnell Pond area and Acadia National Park. These resources supplement local resources and largely meet the need for public access to surface water.

While Gouldsboro residents traditionally had informal access to many private properties for hunting, fishing and other recreational activities, there has been some posting of land in recent years. This appears due in part to damage to property from ATV's and, to a lesser extent, snowmobiles. Posting of land has not, as of yet, had a major impact on access opportunities. It is important to monitor the situation, however. ~~A related concern is noise pollution from personal water craft.~~

The town recreation department coordinates a number of programs. It oversees the Little League and manages the Jones Pond facility. It also sponsors special events such as a Veterans' Dinner, an annual ski trip for middle school children and an Easter egg hunt for younger students. It uses the Community Center for events such as basketball and exercise and yoga classes.

The Schoodic Arts for All offers many programs throughout the year as well as the Last Friday coffee house. Schoodic Fitness, part of the Schoodic Healthy Communities venture, sponsors a variety of recreational programs from board games to weight lifting. Schoodic fitness was, as of September 2003, compiling a handbook to guide physical activity opportunities. This publication would include maps of walking and bike trails, swimming places, boat landings and other recreational facilities. Schoodic Fitness is aiming to develop more programs and facilities targeted at senior citizens.

## 5. Current Adequacy of Recreational Resources

There are several ways to assess the adequacy of recreational resources. The first is to ascertain if there are any serious crowding problems. While no formal records have been kept, it is estimated that about 50 children use the public ball field and there is no evidence of any overcrowding.

The second way is to assess the conditions of the facilities. The ball field requires major work. It needs to be expanded in order to meet Little League requirements and it also needs a perimeter fence. Bleachers are also needed.

The third way is to determine if there are any facilities that are needed but are not presently available. As mentioned above, Schoodic Fitness has been assessing recreational needs. One general deficiency noted is the lack of public transportation to exercise activities. There has also been some initial discussion about the need for a community fitness center in the Schoodic area.

Another issue is the risk of overuse of environmentally fragile areas. This is particularly the case with Forbes Pond. The pond is presently in a relatively pristine state but could be

threatened by poorly planned access and motorized boats. High-speed personal water craft are a potential threat to all water bodies. As seen in Table F.1, town-owned public access opportunities to great ponds in town are presently limited although there are opportunities in the greater Schoodic region (such as Acadia National Park and Donnell Pond) that meet this shortfall.

Another public access issue is to woods for fishing, hunting, hiking and snow mobiles. This is a situation that needs to be monitored. There is some landowner concern that the development of trails may encourage more ATV use. Due the town's coastal location, there is relatively little snow and thus not much interest in developing snow mobile trails.

## **6. Future Recreational Needs**

There are two trends that are likely to affect future recreational needs. First, the town's population is expected to continue to age. This means that demands for new recreational facilities and services are likely to be more focused on an older population. Schoodic Healthy Communities is attempting to address this need. Second, the rate of land development means that access to land for hunting, fishing and hiking is likely to become more limited. The town may want to take measures to preserve public access to some rural lands.

## G. MARINE RESOURCES

### 1. Purpose

An analysis of marine resources is important given the town's strong dependence on fisheries-related employment. Any plan for the town must address critical marine resource issues. This section aims to:

- a. assess any changes in Gouldsboro's marine resources since the last comprehensive plan was prepared; and
- b. discuss current conditions and likely future needs.

### 2. Key Findings and Issues

The most pressing marine resource need facing the town is inadequate public access. Improving access will involve dredging, building or expanding piers and boat ramps and assuring adequate parking. Gouldsboro also lacks mooring plans and the waiting list for moorings is increasing.

### 3. Summary of 1993 Plan

The plan stated that Gouldsboro had an abundance of marine resources, but that there had been a dramatic decrease in clam harvests. Another issue was limited public access to the shore. The town's several harbors attracted a combination of pleasure and fishing craft. For a good overview of harbor issues, the reader is referred to the *Gouldsboro Harbor Study and Plan Action* prepared by the Gouldsboro Harbor Study Committee, December 1995. Many of its recommendations are still valid.

### 4. Current Conditions

#### a. Shellfish Areas and Marine Life

As of early 2002, the Birch Harbor, Corea and Prospect Harbor areas are permanently closed to shell fishing. There is monthly monitoring of water quality by the Department of Marine Resources to determine where closings are necessary. Others are closed periodically for reseeding. The closed areas thus change periodically and may have changed by the time this document is printed. The town has a harvesting ordinance that regulates local harvesting.

Marine life in waters adjacent to Gouldsboro includes lobster, crab, clam whelks, elvers, urchins, scallops, smelts and alewives. Marine worms are **not** harvested heavily. While herring is not harvested in Gouldsboro, Prospect Harbor hosts one of the two herring processing plants in Maine.



According to DMR data, there were 118 marine resource harvester licenses issued in 2002 compared to 146 in 1998. There were 7,510 total lobster trap tags in 1998 compared to 4,210 in 2002. These data indicate that while there has been a decline in marine resource-based employment it is still an important part of the economy.

**b. Harbor Facilities**

Public access points include Gouldsboro Point, Prospect Harbor, Bunkers Harbor and South Gouldsboro. There are no public access points at Corea or Birch Harbor. The current public access at Prospect Harbor consists of a strip of land that, according to the harbor master, should not be developed due to its location, road access and limited parking opportunities. There are small, half-tide ramps and parking areas at Bunkers Harbor, South Gouldsboro, Gouldsboro Point and West Bay Stream.

According to the harbor master, more pressure is being put on all public access points each year. Gouldsboro Point and Bunkers Harbor are barely adequate and South Gouldsboro is overcrowded. Parking is barely adequate at all sites and the situation will likely worsen within the next five years. The harbor master foresees the need for dredging and additional piers, floats or other docking facilities. This is an important priority for the town if its fishing community is to survive. The town is presently reviewing options for developing a town pier in Prospect Harbor on land that is privately owned.

**c. Mooring Facilities**

There are presently about 150 moorings in the town. There is a “small” waiting list. The harbor master estimates that there will be problems within five years. The town does not currently have any mooring plans. This is something that the town needs to discuss.

**d. Other Marine Resource Issues**

The comprehensive plan must recognize the importance of marine resources to the town and regional economy. Winter Harbor and other Schoodic area towns are facing similar issues. Further growth and development will place even more demands on the town’s harbors as the number of recreational users increases.

A comprehensive harbor management plan needs to be undertaken. It should address harbor access and use, parking and mooring plans. It also should examine overall use issues and likely trends in marine resources and government fishing policy **while also considering environmental impacts of harbor improvements.** The harbor committee is working on these issues.

**Partial funding for harbor improvements is provided by boat excise tax revenues. In recent years, these revenue have amounted to between \$10,000 to \$17,000 a year. Town policy has stipulated that these funds be spent to assist commercial and recreational boaters in accordance with their proportional contribution of funds. About 90 percent of the revenues come from commercial sources.**

## H. WATER RESOURCES

### 1. Purpose

A comprehensive plan must assess a town's water resources. The availability of groundwater is crucial in determining where the majority of future development will occur. This section will:

- a. describe the characteristics, uses, and quality of Gouldsboro's significant water resources;
- b. predict whether the quantity or quality of significant water resources will be threatened by the impacts of future growth and development; and
- c. assess the effectiveness of existing measures to protect and preserve significant water resources.

### 2. Key Findings and Issues

Gouldsboro took several measures between 1993 and 2003 to protect its water resources. These include enactment of a site plan review ordinance and revisions to the subdivision ordinance to include detailed phosphorus management standards. However, little is known about the extent of the town's ground water resources. The town needs to take steps to assure it has an adequate supply of groundwater as it continues to grow.

### 3. Summary of 1993 Plan

The plan mentioned that the town was completely dependent on private wells for domestic water supplies and that there was the potential for some problems, particularly in the village areas. The town has several great ponds, some of which have shared watersheds with adjoining towns.

### 4. Lakes, Ponds, and Watersheds

There are eight major ponds or lakes, which are entirely or partially located within Gouldsboro. Watersheds are an important concept to understand when protecting water quality. The watershed of a lake or river is the land area that drains into that lake or river. Many different levels of watersheds can be mapped, with smaller watersheds contained within those of a larger body of water.

The Maine Department of Environmental Protection (DEP) classifies all lakes and ponds with over ten acres of surface area as Great Ponds, unless otherwise noted, and classifies their water quality as GP-A. They are considered to be a high quality fish habitat and excellently suited to wildlife, swimming, and water contact recreation. The water is potable but the DEP does recommend minor treatment before drinking. Great ponds that are not high quality are listed as "non-attaining" or "threatened." DEP *Great Pond* status is described below with

descriptions of each water body, according to the 1990 Maine DEP Water Quality Assessment. Figure H.1 lists drainage and phosphorus water quality information for all lakes and ponds in Gouldsboro.

As can be seen in Table H.1, Gouldsboro shares a number of watersheds with adjoining towns. This means that the protection of some ponds may be best addressed in cooperation with these communities. The ponds are also shown to have a varying susceptibility to phosphorus loading. Jones and Forbes Ponds have a relatively high tolerance while other ponds have a limited tolerance.

Phosphorus is a naturally occurring element that clings to soil particles and organic matter. Excessive amounts of phosphorus runoff into a lake will cause algae to flourish. An abundance of algae turns the lake green and blocks sunlight to deeper levels. This process can destroy the water quality of the lake. Many communities have taken measures to regulate phosphorus runoff resulting from residential development and related activities in their watersheds. If interested, Gouldsboro could pursue the potential of an in-depth study of phosphorus control measures with the DEP.

	<b>Surface area (acres)</b>	<b>DDA/town (acres)</b>	<b>% of total DDA</b>	<b>WQC</b>	<b>F (lbs/ppb/yr)</b>	<b>Other towns in watershed</b>
Bogus Meadow	24	153	19.7 80.3	Mod./Sens.	1.25	Gouldsboro T7 SD
Forbes Pond	200	2962	100.0	Mod./Sens.	25.15	Gouldsboro
Jones Pond	451	1798	94.0 0.4 5.6	Mod./Sens.	27.78	Gouldsboro Sullivan T7 SD
Lily Pond	19.5	234	100.0	Mod./Sens.	2.31	Gouldsboro
Lower West Bay Pond	59	1532	81.0 19.0	Mod./Sens.	18.47	Gouldsboro T7 SD
Morancy Pond	59	118	6.9 48.1 45.0	Mod./Sens.	1.01	Gouldsboro Sullivan T7 SD
Muckleberry Pond	7.3	14	3.0 4.0 93.0	Mod./Sens.	.011	Gouldsboro Sullivan T7 SD
West Bay Pond	314	1653	48.0 52.0	Mod./Sens.	14.15	Gouldsboro T7 SD

**SOURCE:** Maine Department of Environmental Protection, Lakes Division

**Surface area:** Surface area of the water body in acres

**DDA/town:** Direct drainage area (watershed) of the water body in acres in Gouldsboro

**% of DDA:** Percent of total DDA located within Gouldsboro

**WQC:** Water Quality Category based on the water bodies' vulnerability to phosphorus levels. This rating is derived from many variables such as flushing and growth and development rates. Since no data on the actual water quality of Gouldsboro's ponds are available, they were all assigned the "Moderate/Sensitive" rating by the DEP. This rating means average water quality but a high potential for phosphorus recycling from lake bottom sediments. Further monitoring is needed to determine if this rating reflects actual water quality.

- F:** DEP phosphorus coefficient for Gouldsboro's share of the watershed, expressed in kilograms. For Forbes Pond, for example, DEP estimates that the lake can handle 25.15 pounds of phosphorus runoff from the town's share of the watershed per year. The phosphorus coefficient is not a measure of water quality, but rather an indicator of the lake's capacity to accept phosphorous based on the acreage of the watershed. This coefficient can be used as a planning guide for allocating or guiding development in a given watershed.

## 5. Water Quality Classification

The DEP classifies all surface waters in Maine. These classifications regulate the discharges of pollutants. All streams in Gouldsboro are presently classified "B". Class "B" water is the third highest state classification. These waters are suitable for drinking water after treatment, fishing, recreation in and on the water, and industrial processes and cooling water supply. According to DEP regulations, discharges to Class "B" waters shall not cause adverse impacts to aquatic life. There are no records to indicate that any of Gouldsboro's fresh waters fail to meet this classification.

Gouldsboro's salt waters are presently classified "SB". This is the second highest classification of salt waters. It is applied to waters which are suitable for recreation, fishing, aquaculture, propagation and harvesting of shellfish, industrial process and cooling water supply, hydroelectric power generation and navigation and as a habitat for fish and other estuarine and marine life. Discharges to Class "SB" waters shall not cause adverse impact to estuarine and marine life. New discharges which would cause the Department of Marine Resources to close shellfish areas are not permitted

## 6. Ground Water Resources

Gouldsboro has no known sand and gravel aquifers, or areas of high ground water yield. Therefore, most wells have been drilled in bedrock, which normally provides adequate water for domestic use. There are cases where bedrock fractures may provide yields as high as or higher than some of the highest yielding sand and gravel wells. The town needs to have a comprehensive, in-depth study of its ground water resources, especially in more densely settled areas. **Given the cost of such a study, this action may have to await a change in state or federal funding priorities.**

There are presently limited data on the yield of wells in Gouldsboro. There have been anecdotal reports of failing wells in various parts of town. This is especially the case along the waterfront in Prospect Harbor and Corea Harbor.

The DEP has rated Gouldsboro's ground water quality as GW-A. This is the highest DEP classification for ground water. Such waters shall be of such quality that they can be used for public water supplies. They shall be free of radioactive material or any matter that affects their taste and odor.

## 1. Community Water Systems

There is no publicly-owned water system in Gouldsboro that serves a residential area. However, there are eight public water systems in Gouldsboro. The Maine Drinking Water Program defines systems that serve a given number of people in the general public as a public system. The public water systems for Gouldsboro as of July 2003 are shown in Table H.2. They include the wells serving the school, a campground, a commercial establishment and major employers.

<b>System Owner</b>	<b>Address</b>
Chipman's Mall	Birch Harbor
Elscott Corporation	Route 1, near Sullivan town line
Elscott Corporation	Route 1, near Sullivan town line
Gouldsboro Community Center	Route 195
Gouldsboro Grammar School	Route 195 (closed of 11/03)
Jones Pond Recreation Area	Off Route 195
Town office	Prospect Harbor
Oceanwood Campground	Birch Harbor
Stinson Seafood	Prospect Harbor
<b>SOURCE:</b> Maine Drinking Water Program web site, July 30, 2003 & comprehensive planning committee	

It is important that the wellhead area, the area from which the well is recharged, of any public water system be protected from contamination. Possible sources of contamination include seepage from septic systems, salt or other material washed into the ground from parking lots by stormwater runoff and chemical spills. It is important to regulate activities that may threaten water quality in the wellhead protection area.

## 8. Existing and Potential Threats

There are two different types of water pollution: point source, and non-point source. Point source pollution is that which comes from a specific source, such as a pipe, and can easily be identified, measured, licensed, or removed. No such sources are reported for Gouldsboro apart from overboard discharges. The town has been working with the DEP to address its remaining overboard discharges.

Non-point pollution is much broader and less simple to identify. It ranges from storm water runoff to leaking underground storage tanks (**L.U.S.T.**) to agricultural, lawn, and forestry runoff. Faulty septic systems, illegal or unintentional disposal, landfills, and salt piles are additional sources of surface and ground water pollution. Intentional alteration of wetlands and shoreline also significantly affect both water quality and the very nature of the water body.

One possible non-point source is the town sand pile. As mentioned in the *Public Services and Facilities* chapter, the town is discussing the need for a salt-sand storage shed. Another potential source of non-point pollution is handlers of hazardous waste. The Navy handled some hazardous wastes on its former properties.

Another non-point source is stormwater runoff and erosion from state highways. Comprehensive planning committee members have expressed concern about poor ditching along state roads that may result in salt and other contaminants polluting both ground and surface water thus threatening the town's streams and ponds and adjacent salt water bodies. The MDOT maintenance site in town of particular concern since salt is stored on this property

A potential non-point pollution source affecting some of the town's lakes is the use of motor boats. While it may not be necessary for all lakes, the town could consider horsepower limits for some of the smaller lakes. This should be done in consultation with property owners around the lake in question.

One threat to the town's lakes is the status of various dams. There have been cases where privately owned dams have been used to change lake water level. This affects all users of the lake in question as well as owners of shorefront property.

As mentioned in the discussion above on ground water resources, little is known about the town's ground water supplies. It is important that future development occur in a manner that protects both the quality and quantity of ground water. *This is one of the key water resource issue facing the town.*

## **9. Flood Hazard Areas**

Flood hazard areas, as mapped by the federal government, are shown on Map 3. A general idea of the number of homes in designated flood hazard areas can be obtained from Federal Emergency Management Agency (FEMA) flood insurance records, which indicate a total of three policies issued for Gouldsboro. Since federal flood insurance is normally required for a mortgage, it can be assumed there are very few uninsured homes in the flood plain. Natural Resource Conservation Service (NRCS) data indicate that there are only 412 acres of flood plain soils in town, which is just over one percent of the total land area of nearly 29,500 acres. Therefore, flood hazard areas do not appear to a major problem in Gouldsboro. *Flood plain development is currently regulated by a flood plain ordinance, which is consistent with the State Planning Office standards.*

## **10. Regional Considerations**

One regional water resource issue facing Gouldsboro may be coordinating the protection of shared lake watersheds with other towns. Three ponds are shared with Sullivan and several are also shared with T7 SD. Since Gouldsboro shares a substantial boundary with Winter Harbor, both towns should be aware of potential non-point pollution sources that could cross town lines.

## **11. Adequacy of Water Supplies and Current Protection Measures**

While most water resources within 250-feet of the shore, rivers, certain streams and great ponds are protected by shoreland zoning, there is no zoning of inland areas. Since 1993, the town has enacted a site plan review ordinance and revised its subdivision ordinance. Both ordinances address stormwater runoff and non-point source pollution. The subdivision ordinance also has provisions for phosphorus loading. These provisions are essentially those contained in the model 1996 subdivision ordinance standards developed by the Southern Maine Regional Planning Commission.

The town's ability to manage its water resources has improved since the last comprehensive plan was prepared. Some challenges remain, however. First, the lack of town-wide zoning limits the ability of the town to prevent certain uses that may harm water resources from locating in vulnerable areas of town. For example, there are no municipal rules prohibiting a commercial establishment with large areas of impervious surface from locating in a lake watershed. There are, however, state standards that regulate developments of one or more acre of impervious surface or five acres or more of disturbed area. Second, the town has a limited say over the water resource impacts of uses outside of the shoreland that are not subject to subdivision or site plan review.



## **I. HISTORICAL AND ARCHAEOLOGICAL RESOURCES**

### **1. Purpose**

A comprehensive plan must assess a town's historical and archaeological resources. This section aims to accomplish the following:

- a. identify major historical and pre-historical sites;
- b. assess existing protection measures; and
- c. assess threats to these sites.

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

While more information has been gathered on historic and archaeological resources since the last plan was prepared, further research on sites is needed. Otherwise, there is the risk of sites being unknowingly altered or damaged due to the lack of adequate information. Given the many older homes in town, there is the potential of more buildings being placed on the National Register of Historic Places.

### **3. Summary of 1993 Plan**

The plan reported that there was very little information on Gouldsboro's historical and archaeological resources. The need for a more thorough inventory of the town's resources was noted.

### **4. Historical Overview (taken directly from the 1993 plan)**

While Indians lived in the Gouldsboro area for thousands of years, there was no organized European settlement until the end of the French and Indian Wars in 1760. There were, however, probably a few white people living in what was then called Township 3, the Plantation of Gouldsborough, by 1700. Township 3 was then a part of Lincoln County, one of only three established counties in Maine. As surveyed in 1763, the boundaries of Gouldsborough were roughly the same as today. However, Mosquito Harbor (later called Winter Harbor), then a part of Gouldsborough, seceded in 1895; and portions of Steuben were annexed in 1845 and 1870.

In January, 1764, Francis Shaw, Robert Gould, and Nathan Jones, of Boston, received a land grant for the township. Of these three original proprietors, Nathan Jones was the only one to move to Gouldsborough with his family and remain until his death. Six of his twelve children were born in Gouldsborough. Though Francis Shaw visited Gouldsborough on a number of occasions, he did not become a permanent resident of the town. Several of his children, however, did live, raise families, and die in Gouldsborough.

To the proprietors and early white settlers the potential for a thriving settlement seemed promising. The forests would provide lumber and hunting opportunities; the streams would

provide both power for and access to mills that would be built; the ocean would provide fish; the clearing of the trees would provide space for agriculture; and Gouldsborough was in line with an established shipping route between Boston and Halifax.

However, as much as two thirds of the land in Gouldsborough Plantation proved to be unsuitable for farming. The Revolutionary War with its coastal blockade intervened, followed by a four-year depression throughout the newly independent country. During this period both Gould and Shaw died and settlement languished. Much of the land was eventually conveyed to a Philadelphian, William Bingham, who already owned some two million acres of land in Maine.

In February, 1789, the month that George Washington was elected first president of the United States, Township 3 became the incorporated Town of Gouldsborough, recognized by the General Court of the Commonwealth of Massachusetts, of which Maine was a part. Later that year the new County of Hancock was incorporated, including part of Lincoln County, and Gouldsborough became part of the new County. In 1790 the first U.S. Census was taken, showing a population of 267 in Gouldsborough. By this time the country had recovered from the post-war depression.

In 1794 William Bingham hired General David Cobb, who had fought under General Washington, as his agent in Gouldsborough. Cobb was charged with laying out roads, guarding against timber trespass, building mills, bringing in settlers, and eventually developing the town into a city.

In 1820, the year Maine achieved statehood, General Cobb left Gouldsborough. The envisioned city had not materialized. Instead, according to the Census figures for that year, 559 settlers were living in a number of villages within the town. The villages were connected with a network of roads resulting from Cobb's efforts. However, each was more or less self-contained.

Between 1800 and 1900 shipping and shipbuilding were major industries. In 1893 New England Telephone & Telegraph company was authorized to erect and maintain poles and wires within the town. At that time Gouldsborough was situated on the shore stage line, but by early 1900 steamboat and railway service was available seven miles away at Hancock. The Bar Harbor Express ended its run at Waukeag Ferry and the ferry serviced the Frenchman Bay area.

Each village generally had its own grammar school, church, general store, a mill, and post office. Some villages had inns and livery stables for travelers. These travelers included drummers (traveling salesmen), itinerant dentists, photographers, peddlers, artists, and theatrical troupes. The inhabitants were largely farmers, fishermen, lumbermen, carpenters, shipbuilders, seafarers, and tradesmen. Coastal freighters supplied the stores with most year-round needs. Sawmills produced barrel staves and long lumber; gristmills produced flour. Mills were variously powered by water, steam, or tide.

Silver was discovered in the West Bay area of Gouldsborough in 1879 and four mines soon were in operation along the vein. All were driven mines except the one in Gouldsborough which was a combination of driven shaft at the end of an open cut. Today the shaft of this mine has been filled in but the cut can be seen from Guzzle Road. Prosperity from mining operations

was short-lived. By 1881 the population increase of 116 that occurred during the silver years reversed itself. Legislative action in 1887 changed the spelling of the town from Gouldsborough to Gouldsboro.

In 1952 a consolidated high school was built in East Sullivan. Gouldsboro was one of several towns combining to support the school. Some of the other participating towns closed their high schools. Gouldsboro, however, had never had its own high school, having paid tuition for its students to go to other schools. In 1956 a consolidated grammar school was built on the Pond Road at about the geographical center of the town. This school combined the separate village schools and made bussing necessary for the first time.

In 1983 the Town built a Community Center adjacent to the grammar school, replacing a Town House, which had served for over a century as a place to keep town records and to hold town meetings. The old Town House was subsequently deeded by vote of the townspeople to the town of Gouldsboro Historical Society to serve as a museum devoted to the history of the town.

## 5. Major Sites and Features

### a. An Overview

The information presented in this section comes largely from the Maine Historic Preservation Commission. Other information may be available from the local historical society. Since there has been permanent European settlement since 1760 and thousands of years of Native American occupation, the town has many historical and pre-historical sites.

### b. State Recognized Sites

The Maine Historic Preservation Commission (MHPC) lists 26 pre-historic sites in Gouldsboro. This was the same number reported in the 1993 plan. The term “pre-historic” refers to sites that predate written history, which began with European settlement. These sites are all located along the coast and mostly Native American shell middens. According to the MHPC, most of these sites would be eligible for listing on the National Register of Historic Places.

MHPC records also note 28 historic archaeological sites. These include the possible remnants of a French fort on Ash’s Point and several sites on Scheiffelin Point. Others include the C.C. Perry dam site and four residential sites on Stave Island. There are also many shipwreck sites. All sites listed by the MHPC are summarized in Table I.1.

<b>Table I.2 Summary of Historic Archaeological Sites, Gouldsboro</b>		
<b>Site Number</b>	<b>Name</b>	<b>Type</b>
ME173-001	Ash’s Point Fort	French fort?
ME173-002	“Wreath”	American wreck, barque
ME173-003	“Waldron Holmes”	American wreck, schooner

ME173-004	“Jane Ingram”	American wreck, schooner
ME173-005	“Castillian”	American wreck, schooner
ME173-006	“Helena”	American wreck
ME173-007	“Hamilton”	unidentified wreck, schooner
ME173-008	“E. T. Russell”	American wreck, gas screw
ME173-009	“Thetis”	American wreck, oil screw
ME173-010	“William G. Edie”	American wreck, schooner
ME173-011	“Wawenock”	American wreck, gas screw
ME173-012	“Louis A. Surette”	American wreck, schooner
ME173-013	Ash’s Point Cellar	unidentified unidentified
ME173-014	Schieffelin Point boat	unidentified wreck, boat
ME173-015	Schieffelin Point barn	Anglo-American outbuilding, barn
ME-173-016	Schieffelin Point water tower	Anglo-American water tower
ME173-017	Schieffelin Point camp?	Anglo-American camp
ME173-018	I. Tracy/General David Cobb (?) house and farmstead	Anglo-American domestic
ME173-019	Dike/Marsh road	Anglo-American dike
ME173-020	C. C. Perry (?) Dam	Anglo-American dam
ME173-021	cellar	Anglo-American domestic
ME173-022	Stave Island #1	Anglo-American domestic
ME173-023	Stave Island #2	Anglo-American domestic
ME173-024	Stave Island #3	Anglo-American domestic
ME173-025	Stave Island #4	Anglo-American domestic
ME173-026	D. Bunker House	Anglo-American domestic
ME173-027	Stave Island #6 & #7	Anglo-American domestic
ME173-028	W. Woods Summer Residence and Fish House	Anglo-American domestic
<b>SOURCE:</b> Maine Historic Preservation Commission records, 2001		

The MHPC reports that a survey for historic archaeology on Frenchman’s Bay “has just been completed.” This information was not available at the time the 1993 plan was prepared. It suggests that future fieldwork could focus on sites relating to the earliest European settlement of the town, beginning in the mid 18<sup>th</sup> century, and away from the water.

There are also, according to MHPC records three buildings listed on the National Register of Historic Places. These are the West Gouldsboro Union Church, the West Gouldsboro Village Library and the Eric Soderholtz Cottage. All three are located on Route 186. The church and library were already listed at the time the 1993 plan was prepared. The cottage has been added since that time.

The MHPC suggests that a comprehensive survey be conducted of above-ground historic resources in Gouldsboro to identify other properties that may be eligible for listing on the National Register of Historic Places. Given the number of older homes in Gouldsboro, it is

likely that many would be eligible for nomination. The listing of a property in the Register normally increases its value.

**6. Assessment of Existing Measures to Protect Historic and Archaeological Resources**

The subdivision ordinance has a clause that requires that “appropriate measures for the protection of the historic or prehistoric resources shall be included.” However, this applies only to sites recognized in the comprehensive plan or the Maine Historic Preservation Commission. As mentioned above, there is very limited information on historic and prehistoric sites. This limits the potential use of the subdivision ordinance clause.

**7. Assessment of Threats**

The major threat is that historic or archaeological resources may be damaged because of insufficient information. The planning board may unknowingly approve an application that could threaten an important site. The town needs to gather more information on its historical resources.

## **J. NATURAL RESOURCES**

### **1. Purpose**

An understanding of a town's natural resource base is important for several reasons. First, rare natural resources could be damaged by future development. Second, inappropriate development near resources such as wetlands could lead to increased flooding or contamination of water. Third, a sound natural resource base attracts hunters and other outdoor recreational visitors to the area, helping the local economy. This section will:

- a. describe Gouldsboro's critical natural and scenic resources in terms of their extent, characteristics, and significance;
- b. predict whether the existence, physical integrity, or quality of critical natural resources will be threatened by the impacts of future growth and development; and
- c. assess the effectiveness of existing measures to protect and preserve critical natural resources.

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

Among the town's rare natural resource features are several bald eagle nesting sites. There are also several unique coastal ecosystems including one of the few areas of Jack Pine in Maine and the Corea Heath. Due to improved mapping, it is now easier to identify natural resource areas.

### **3. Summary of the 1993 Plan**

The plan described the town's many rare natural resources such as the bald eagle nesting site, the coastal wildlife concentration areas and high value fisheries. Due to the town's dependence on fisheries-related employment, the plan stressed the importance of protecting coastal resources.

### **4. A Summary of Critical Natural Resources**

As a relatively undeveloped coastal community, Gouldsboro has an unusual variety of natural resources. These resources are described below, as is their importance for community planning purposes.

#### **a. Wetlands**

Wetlands are one of the most critical natural resources. They often serve as groundwater recharge areas, allowing underground water supplies to be replenished. They are also critical wildlife and bird habitats. Wetlands are also an important part of nature's drainage system since

they hold storm water. Areas that have experienced extensive filling of wetlands often face increased flooding problems.

Gouldsboro major wetlands (greater than ten acres) are shown on Map 2. As can be seen, there are three medium value and four high value freshwater wetlands as defined by the Maine Department of Inland Fisheries and Wildlife (MDIFW). The ranking refers to their value as wildlife habitats. The remaining freshwater wetlands have not been rated or else have low ratings. Gouldsboro also has two major saltwater wetlands. These are a 130-acre high-value salt meadow and a 27-acre medium-value salt marsh.

Gouldsboro also has two of the fourteen high value wetlands ranked in Maine by the U.S. Department of the Interior as warranting protection because of their value, scarcity, and vulnerability. These sites are Grand Marsh Bay (200 acres) and Long Mill Cove (150 acres). These ratings are another indicator of the undeveloped nature of Gouldsboro's coastline.

#### **b. Wildlife Habitats**

Gouldsboro is blessed with a number of highly valuable wildlife habitats, (see Map #). According to the Maine Natural Areas Program, there is one bald eagle nest site in Gouldsboro. There are also six bald eagle "essential habitat" areas. These are sites where bald eagle nests have been found within the past three years and may occur again. While bald eagles were an endangered species when the last comprehensive plan was prepared, they were reclassified as a threatened species in 1995. This is a less restrictive classification. The species has been gradually recovering statewide.

The Maine Natural Areas Program recommends that eagle habitats be protected within one-quarter mile of the nests. Modification of the habitat (such as buildings, roads or trails) that involves **a state or municipal permit or the use of public funds** ~~should not occur unless approved~~ requires consultation with ~~by~~ a regional wildlife biologist and a ~~consulting~~ forester. The *Beginning with Habitat* maps are available to the planning board in determining the location of these and other important habitats.

Other wildlife habitats include seven waterfowl feeding, wading, and nesting areas. Six of these are of moderate value and one is of indeterminate value. MDIFW data also show ten shorebird nesting, feeding, and staging areas and two seabird nesting areas. These habitats are protected by the Natural Resources Protection Act (NRPA). Under this law (38 MRSA 480-A-S), permits are required for construction, dredging and related activities. The MDIFW urges towns to contact a regional wildlife biologist for assistance if a development application is proposed in or near these sites.

Gouldsboro also has three Class "A" Coastal ~~Wildlife Concentration~~ **Waterfowl and Wading Bird Habitat areas**. These are wildlife habitats along the Maine coast that, while not directly regulated by the state, are important because of the abundance and diversity of the wildlife they support and because of their importance to rare species. These three areas in Gouldsboro are West Bay, Sally and surrounding islands, and the Bar, Sheep, and Porcupine island group. There are also eleven Class "B" and seven Class "C" ~~concentration~~ areas

**c. Significant Fisheries Habitat**

According to the MDIFW, Gouldsboro has a number of valuable fisheries habitats. Jones Pond, Upper West Bay Pond (and its tributaries), and Forbes Pond received "high" ratings. Chicken Mill Pond was ranked "moderate" by the MDIFW. This information indicates that these ponds may merit special protection measures by the town.

**d. Rare Species and Natural Communities**

Rare species and natural communities are summarized on Table J.1 and their location is shown on Map 2. The Salt-Hay Salt Marsh is one important natural area. It has a state rarity ranking of S3, meaning it is rare in Maine. It consists of salt meadow grasses with virtually no shrubs.

Another rare feature is the Coastal Plateau Bog Ecosystem, which also has a state rating of S-3. This feature is a peat land area in which the surface is raised above the surrounding terrain, with the bog perimeter sloping sharply to the mineral soil. The raised surface is flat or undulating with few to no trees.

There is also an area of Swarthy Sedge, which is an endangered species. It has state ranking of S-1. This means it is critically imperiled in Maine because of extreme rarity or vulnerability of extirpation. There are fewer than twenty known occurrences in New England.

The Wiegand Sedge has a S2 rating, which means it is imperiled. It is rare or uncommon globally and only a few occurrences are known in New England. Its presence it is difficult to concern without microscopic examination by a trained plant biologist. The Pickering's Reed Bent-Grass has a S2 rating. While it is abundant globally, fewer than 20 occurrences have been noted in New England since 1970. It has a threatened status in Maine.

<b>Feature Name</b>	<b>State Rarity</b>	<b>State Status</b>
Salt-Hay Salt Marsh	S3	---
Coastal Plateau Bog Ecosystem	S3	---
Swarthy Sedge	S1	Endangered
Wiegand Sedge	S2	---
Pickering's Reed Bent-Grass	S1	Endangered
Yellow Rail	SPB	Special Concern
Bald Eagle	S4B, S4N	Threatened
<b>SOURCE:</b> Maine Natural Areas Program and Maine Department of Inland Fisheries and Wildlife, Beginning with Habitat Map, January 27, 2003		



Other natural areas are listed in Table J.2. These date from an earlier, more extensive listing by the State Planning Office. This listing shows the wide variety of rare natural resources found in Gouldsboro. Presently, the town offers no protection of these resources apart from those, which may be incidentally protected by shoreland zoning.

<b>Table J.2 Natural Areas Inventory, Gouldsboro</b>		
<b>Name</b>	<b>Significance</b>	<b>Description/Comments</b>
Summer Harbor Heath	Statewide	Possibly significant coastal bog plateau, peatland may have some coastal species and communities
Birch Harbor Jack Pine	New England	Five stands of Jack Pine occur around Birch Harbor. This is one of about 20 areas of Jack Pine in Maine
Corea Jack Pine	New England	see above comments
Corea Heath	State	Possibly significant coastal plateau bog. This heath is adjacent to a beaver pond, because of this and its proximity to the sea, it may have unusual plant communities
W/ of Corea Cemetery	State	Possibly significant coastal plateau bog
Long Mill Cove	State	Possibly significant coastal plateau bog
Heath NWW of New Cove	State	Possibly significant coastal plateau bog
Cranberry Point	New England	This is an undeveloped area w/2 rare plant species along its rocky shore, rose root-sedum rosea and iris hookeri are boreal species at their southern range limit
Corea Heath	New England	This is a distinctive and moderately large coastal plateau with abundant scirpus cestpitosus and marked concentric patterning. It is one of two sites for Jack Pines in Maine bogs
Bald Porcupine Island	State	Owned by private conservation organization, cave on island contains a large stand of luminous moss, one of few locations in Maine, 100-foot sheer cliffs on south and east sides, highly scenic
<b>SOURCE:</b> Natural Areas Inventory, State Planning Office, 1980		

e. **Scenic Areas**

Gouldsboro has many scenic areas. While many of these are visible primarily from private property, there are also some that are from public areas. These include:

1. **Crowley Causeway**, which looks out on Gouldsboro Bay and Sally Islands;
2. **Corea Harbor**;
3. **Sand Cove**;
4. **Grand Marsh Bay**;
5. **Route 195** looking out over Jones Ponds and MDI; and
6. **Route 186** looking out over West Bay and Frenchman Bay.

While these are the major scenic areas, the town offers many other scenic features. These include views of open fields and blueberry barrens, the various fishing villages and historical structures. All these features contribute to the quality of life in Gouldsboro.

**5. Potential Impacts of Future Growth and Development**

As discussed in the Population chapter, a relatively slow rate of population growth is projected for Gouldsboro. Therefore, there is ample room for future development without infringing upon valuable natural resources. However, there is the risk of a natural resource being damaged simply because the planning board is unaware of its existence and unknowingly approves an application in a sensitive natural resource area. However, this risk can be mitigated significantly by use of the improved map data now available through the *Beginning with Habitat Program*.

**6. Assessment of Existing Measures to Protect and Preserve Natural and Scenic Resources**

Presently, Gouldsboro has no town-wide zoning so the primary protection provided to natural and scenic resources is through shoreland zoning, site plan and the subdivision ordinances. Most of the critical natural resources that are within 250 feet of the shore are protected by the Resource Protection Zone under shoreland zoning. The subdivision ordinance has standards for the protection of Significant Wildlife Habitat as defined by the Maine Department of Inland Fisheries and Wildlife (MDIFW). Under the *Beginning with Habitat* mapping program developed in part by the MDIFW, the town now has much better maps to help it identify important habitats.

Many communities have included natural resource protection overlay districts in their town-wide zoning ordinances. These districts would apply whenever given natural resources occur and set more stringent standards than the underlying zoning district. For example, commercial and industrial uses may be prohibited from such areas and a larger minimum lot size

may apply for single family homes. The subdivision ordinance could be written to encourage lot layout schemes that protect certain resources whenever practical.

## **K. AGRICULTURAL AND FOREST RESOURCES**

### **1. Purpose**

An understanding of agricultural and forest resources is important in planning for the future growth of a town. Economically productive farm and forest land provides local jobs and gives incentives to land owners to keep their land rural. A comprehensive plan should recognize any challenges that farmers and forest land owners face and try to address these challenges. This section:

- a. describes Gouldsboro's farm and forest resources;
- b. assesses threats to these resources; and
- c. evaluates the effectiveness of current measures to preserve and protect farm and forest land.

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

It is a challenge to keep farming and forestry sustainable in the Gouldsboro area. Varying demand for timber products make it difficult for owners of forest land to engage in long-term planning of their properties. While there has been increased marketing of locally grown food, farming still is a relatively minor part of the overall Gouldsboro economy.

### **3. Summary of the 1993 Plan**

The plan mentioned that the town was heavily forested and there had been considerable harvesting in recent years, primary for pulpwood. There was concern expressed over various forest pests and some timber harvesting practices. There were relatively few farms in town.

### **4. Forest Resources**

Forests are the primary undeveloped land use in Gouldsboro. Unfortunately, specific acreage figures are not available. However, an analysis of Natural Resource Conservation Service data by the University of Maine revealed that about 17,000 acres of Gouldsboro's approximately 29,500 acres of land area had a medium forest productivity rating. Nearly 3,700 acres had a high forest productivity rating and just over 300 acres had a very high rating.

A few general trends can also be surmised from the data on land held in tree growth taxation which is summarized on Table K.1. Not all forest land is held in tree growth taxation, which assesses land at its value as forest rather than at its developed value. To qualify for the property tax breaks offered by tree growth taxation, a parcel must have a minimum of ten acres and a timber management and harvesting plan.

Table K.1 indicates that approximately half of Gouldsboro's forests held in tree growth in 2001 were mixed woods. Just about 36 percent were soft wood and about 14 percent were hardwood. This represents a decrease in the proportion of soft wood from 1990 and an increase in the proportion of mixed wood. Overall, the total acreage held in tree growth decreased from 2,941 acres in 1990 to 2,779 acres in 2001. Some fluctuations in tree growth acreage are to be expected as some parcels are withdrawn and others are put in this classification. For example, between 2000 and 2001, two parcels totaling 317 acres were withdrawn in Gouldsboro

<b>YEAR</b>	<b>1986</b>	<b>1987</b>	<b>1988</b>	<b>1989</b>	<b>1990</b>	<b>2001</b>
# of Parcels	14	24	24	24	24	26
Softwood	827	1,407	1,407	1,407	1,407	990
Mixed	703	1,260	1,260	1,260	1,260	1,376
Hardwood	215	274	274	274	274	413
Total Acreage	1,745	2,941	2,941	2,941	2,941	2,779
<b>SOURCE:</b> ME Bureau of Taxation <u>Municipal Valuation Return Summary</u>						

According to a local forester, there has been substantial timber harvesting in recent years. The International Paper wood yard in Cherryfield provided a local market. Most wood that has been harvested has been for pulp. Relatively few saw logs have been cut. There is also some Christmas tree farming in town.

Gouldsboro's forests face a number of problems. Many trees have been affected by the hemlock looper, which eats balsam fir. This pest is very difficult to manage since it has two occurrences per year, complicating spraying and other management techniques. Another problem is that selective harvesting of coastal lots with shallow soils has led to increased blow downs. Recent residential subdivision activity has meant that a number of small woodlots are no longer being actively managed for their timber.

## **5. Agricultural Resources**

Gouldsboro is not a major farming community, as of 2001, only one parcel of 30 acres of farmland was held under the Farm and Open Space Act. This act, similar to tree growth, allows owners of farmland property tax breaks for parcels over five contiguous acres provided that certain conditions are met such as a minimum farm income requirement. As seen in Table K.2, there has been a decrease in the acreage from 1990. This decrease occurred at a time when there

have been many efforts to revitalize Hancock County agriculture, such as the marketing of local produce to area restaurants and programs to assist beginning farmers. It must be stressed that not all farmers necessarily participate in the taxation program.

<b>TABLE K.2 ACREAGE OF FARMLAND HELD UNDER THE FARM and OPEN SPACE ACT GOULDSBORO</b>						
	<b>1986</b>	<b>1987</b>	<b>1988</b>	<b>1989</b>	<b>1990</b>	<b>2000</b>
# of Parcels	3	3	4	4	4	1
Acreage	233	233	267	267	267	30
<b>SOURCE:</b> ME Bureau of Taxation <u>Municipal Valuation Return Summary</u>						

According to the Comprehensive Planning Committee, there is only one major working farm in Gouldsboro. Most of the other farms are more marginal operations. While the working farm is a dairy operation, most of the other farms in town raise blueberries.

Only a small portion of Gouldsboro's land has been rated by the Natural Resource Conservation Service as having prime agricultural soils. According to the University of Maine analysis cited above, there were approximately 1,400 acres of prime farmland soils. This figure refers to land that the NRCS deems suitable for agriculture, it is not necessarily farmed. All of these soils, however, also have a medium to very high forest productivity rating. Thus, some of the town's prime farmland soils may actually be used for forestry.

## **6. An Analysis of Threats to Commercial Farm and Forest Land from Projected Development**

Given recent development trends, it is likely that some smaller woodlots will be subdivided into residential lots. Since the larger parcels are more viable for commercial forestry, it is less likely that they will be subdivided. Apart from the various pests, the major threat facing Gouldsboro's forests may be over harvesting. Presently, the town has no timber harvesting standards in its ordinances and staff reductions at the Maine Forest Service have meant that there is less technical assistance available to local land owners to assist them in the management of their properties. In addition to its effect on the forests, the lack of timber harvesting standards may lead to increased erosion and thus affect water quality.

Since productive farmland is usually level, cleared, and well drained, it is also land which is very easy to develop for residential or commercial uses. Moreover, many farmers count on the sale of their land to finance their retirement. These trends make it very difficult to protect farmland from development.

## **7. Effectiveness of Existing Measures to Protect Farm and Forest Lands**

Since Gouldsboro does not have town-wide zoning, the protection of farm and forested areas is presently left to market forces. Some towns have enacted farm and forestry districts in which relatively large lot sizes or other density limitations are set and the use of cluster development is encouraged. Other communities have worked with local land conservation groups to encourage the donation or sale of conservation easements to protect productive farm and forest lands from development. An easement is a restriction whereby the landowner agrees to maintain the parcel in an undeveloped state. Easements are recorded in the property's deed and are permanent. Some farmers who may not wish to develop their land but who need money may be interested in selling an easement.

## **L. EXISTING LAND USE**

### **1. Purpose**

An understanding of land use trends is important in assessing the need for new land use regulations and determining other steps the town could take to manage growth and minimize sprawl. This section aims to:

- a. Review major land use changes that have occurred since the last comprehensive plan was prepared;
- b. An analysis of the various villages and a review of incentives to make them more attractive;
- c. review of current land use ordinances and other factors that affect growth; and
- d. A summary of development-related issues that face Gouldsboro.

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

Only about 24 percent of new construction since 1990-1991 has occurred in the villages. Most new development has taken place either adjacent to the shore or along major highways. One land use issue facing the town is continued development along major highways. Another issue is continued development in areas subject to shoreland zoning.

### **3. Summary of 1993 Plan**

The plan noted that Gouldsboro had a reasonable amount of vacant, developable land and that a relatively slow growth rate had been projected. The primary land use problems facing the town were that new subdivisions could locate in remote areas of town where it would be difficult to provide services and that incompatible development could occur in the town's various villages.

### **4. Land Use Changes Since 1990**

As mentioned in the Population and Housing chapters, Gouldsboro has continued to gain household population and year-round and second homes. More specific information on land use changes can be obtained from land use maps. As seen in Map 1, *Existing Land Use*, the majority of development took place outside of the village areas. Specific numbers are shown in Table L.1. Only 48 (about 24 percent) of the 204 parcels shown in the tax records as being developed between 1990-1991 and 2001-2002 were in the village areas. This demonstrates that the villages, to date at least, have not been particularly successful as growth areas.



The majority of new development has occurred in rural parts of town, mostly along or in easy access to the shore. There has also been development along Route One and other state highways. Only two parcels are shown as being developed in more interior portions that are distant from major roads. While no specific data are available, there has also been substantial development in the Gouldsboro Point area according to the comprehensive planning committee.

<b>Table L.1 Summary of New Development by Section of Town, 1991-2002 (fiscal years)</b>			
<b>Village/Area</b>	<b>Parcels</b>	<b>Acres</b>	<b>Average Parcel Size</b>
Ashville	3	7	2.2
Birch Harbor/Bunker Harbor	9	80	8.8
Corea	3	3	1.0
Gouldsboro/W. Bay	10	77	7.7
Prospect Harbor	8	43	5.4
So. Gouldsboro	11	51	4.6
W. Gouldsboro	4	30	7.5
<b>Village Total</b>	<b>48</b>	<b>290</b>	<b>6.1</b>
Rural Areas	156	1,511	9.7
<b>Grand Total</b>	<b>204</b>	<b>1,802</b>	<b>8.8</b>
<b>SOURCE:</b> Analysis of tax records			

## 5. An Analysis of Current Conditions in the Villages

Gouldsboro has eight village areas (see Table L.1). As noted above, only a small portion of recent growth has taken place in the villages. In the past, however, the villages attracted considerable development. This means that there are some buildings of historical interest. The villages are also important due to their connection with the fishing community.

The comprehensive planning committee conducted an analysis of the Corea village area. It found that, with one exception, the houses in the village were in good condition. While no parking problems were noted, some traffic safety concerns were noted in the post office area. It was also suggested that speed limit signs be installed near the boat shops and the fishermen's coop.

Corea village offers scenic views of the harbor. It also has a public picnic area near the Seawall. These features, plus the historical buildings, make it an attractive place for development.

While it is possible to take many measures to improve the attractiveness of Gouldsboro's villages, it will be more challenging to address the lack of a public sewer or water system. Given the town's groundwater problems and the proximity of homes in the village areas, there is a limit to the density of development in the village areas. However, the adjoining

town of Winter Harbor does have a public sewer and water system with excess capacity in its village area. The two towns could explore developing a joint growth strategy for the Winter Harbor village area.

## 6. A Review of Current Land Use Ordinances and Other Factors that Affect Growth

Gouldsboro does not presently have town-wide zoning. Its major land use ordinances are shoreland zoning, subdivision, site plan review and a land use ordinance. The latter sets standards for a minimum lot size and sets building permit standards. It does not restrict what land uses may locate where in town nor does it differentiate between zones. The site plan review ordinance allows the planning board to manage the impacts of commercial and other larger scale development. Here again, there is no authority to control the locations of uses outside of the shoreland zone.

The town has been gradually strengthening its ability to regulate development. For example, there is now far more rigorous enforcement of the shoreland zoning standards than there was in the early 1990's. Since the last comprehensive plan was prepared, there have been major revisions to the subdivision ordinance and the site plan review ordinance has been enacted. The land use ordinance has also been revised gradually.

While the town has limited land use ordinances, there are other factors that discourage development in more remote areas. First, about 442 acres are held in open space and farmland taxation classification (see Table L.2). Second, there is also substantial acreage in tax-exempt and tree growth land. Third, as mentioned in the 1993 comprehensive plan, about 56 percent (16,676 acres) of all land in town is rated by the U.S. Department of Agriculture as having a very low potential for low density development.

<b>Land Classification</b>	<b>Acreage</b>	<b>Percent of Total Town Land Area</b>
Open Space and Farmland Taxation	442	1.5%
Tree Growth Taxation	2,982	10.1%
Tax-Exempt Property (municipal)	207	0.7%
State and Federal Property	314	1.1%
Conservation Easement	50	0.2%
<b>Total Restricted</b>	<b>3,995</b>	<b>13.6%</b>
<b>Total Town Acreage</b>	<b>29,474</b>	<b>100.0%</b>

**SOURCE:** tax records as compiled by the comprehensive planning committee and planning board

Fourth, there are few roads into the interior portions of the town. As shown in the 1993 plan, there were about 22 miles of municipal road (distinct from state highways) in town. Only five of these were over a mile in length. Most town roads are near the villages and the shore. This reduces the likelihood of major development occurring in the remote, rural parts of town. While there has been an increase in road mileage since 1993, this is due largely to the town accepting roads related to the Paul Bunyan subdivision rather than new road construction

## **7. Development-related Issues Facing Gouldsboro**

One major sprawl-related issue facing Gouldsboro is development along the major highways. These are the areas that are most likely to attract the development that does not occur in the villages or adjacent to the shore. There are two separate types of highway-related development that Gouldsboro faces. One is continued commercial development along Route 1. The other is residential development along all major roads.

This development pattern could lead to slower moving traffic as vehicles turn in and out of establishments along the road. It also increases the risk of accidents and, if continued unabated, may require costly upgrades of the roads such as wider shoulders and turning lanes. While traffic is likely to increase regardless of local development patterns, the lack of long-term planning along these roads may result in more improvements being needed sooner than would otherwise be required.

There are several steps that the town could take to address this problem. First, it could enact strict access management standards along all major roads. These standards could require the use of shared driveways and service roads where ever possible. Second, it could, through a land use ordinance, restrict commercial uses other than home occupations to certain sections of Route 1. This was recommended in the 1993 plan.

Third, it could make cluster development mandatory for all residential subdivisions greater than four units in rural areas, including those along major highways. This would not only reduce the number of curb cuts but also help maintain a rural appearance by preserving more open space.

While not yet a significant problem, there has been some initial development in the remote, inland portions of town. Traditionally these parcels, far from most roads, have remained in large, undeveloped blocks. If this trend emerges, the town may find itself responsible for providing fire protection and other services in areas that it traditionally assumed would remain undeveloped. This could add to the cost of providing services without a corresponding increase in property tax revenue.

## **M. FISCAL CAPACITY**

### **1. Purpose**

It is important to understand a municipality's tax base and its various fiscal challenges. A town's fiscal capacity affects its ability to pay for new services related to growth and development and growth trends in turn affect the tax base. This section will:

- a. discuss Gouldsboro's fiscal conditions;
- b. assess recent expenditure and revenue trends; and
- c. discuss likely future trends.

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

The town's state valuation increased by about 10 percent between 1993 and 2002. Total tax commitments increased at a much faster rate of 70 percent. Municipal spending is thus increasing faster than the tax base. About 97 percent of the property tax base is derived from land and buildings. The balance comes from sources such as business equipment and production machinery and equipment.

### **3. Summary of 1993 Plan**

Gouldsboro had a high real estate valuation and very little tax-exempt land. It also had a small proportion of its land held in tree growth and farm and open space taxation. The town raised nearly all of its revenue through the real estate tax and the largest proportion of its expenditures going to education, administration and public works, respectively.

### **4. Valuation and Tax Assessment**

The town's ability to raise taxes depends largely on the total value of all property in town. The change state valuation for Gouldsboro is shown on Table M.1. Between 1993 and 2002, the total valuation in town increased by about ten percent. If the 1993 figure is adjusted for inflation, there was an actual decrease of about 15 percent. For 2003, the valuation was \$206,200,000 and the proposed valuation for 2004 was \$214,300,000.

<b>Table M.1</b>	
<b>Trends in Valuation, Gouldsboro 1993-2003</b>	
<i>Year</i>	<i>Amount</i>
1993	\$160,100,000
1994	\$167,300,000
1995	\$157,800,000
1996	\$158,250,000
1997	\$162,300,000
1998	\$161,800,000
1999	\$164,000,000
2000	\$165,800,000
2001	\$177,550,000
2002	\$176,350,000
2003	\$206,200,000
Percent Increase, 1993-2002	10.1%*
Percent Increase, adjusted for inflation	-14.6%
<b>SOURCE:</b> Municipal Valuation Return Statistical Summary, Maine Revenue Services, Property Tax Division	
* <b>NOTE:</b> The comparisons are for 1993-2002 since the inflation data for 2003 were not available as the plan was being finalized.	

Valuations are best compared to tax commitments, the total amount of money raised through taxation. As seen in Table M.2, tax commitments increased at a before inflation rate of 70 percent between 1993 and 2002. When adjusted for inflation, there was a nearly 32 percent increase. The tax rate, as reported on the municipal valuation return, increased at before inflation rate of nearly 53 percent. These trends are significant since local spending is increasing at a faster rate than the tax base.

<b>Table M.2</b>		
<b>Trends in Tax Commitment, Gouldsboro, 1993-2001</b>		
<b>Year</b>	<b>Tax Commitment</b>	<b>Tax Rate</b>
1993	\$1,328,574	\$10.21
1994	\$1,681,711	\$12.64
1995	\$1,633,201	\$12.21
1996	\$1,780,403	\$13.14
1997	\$1,766,729	\$12.94
1998	\$1,865,940	\$13.82
1999	\$1,890,518	\$13.72
2000	\$1,938,174	\$13.72
2001	\$2,258,285	\$15.61
Percent Change 1993-2001	70.0%	52.9%
Percent Change adjusted for inflation	31.8%	18.5%
<b>SOURCE:</b> Municipal Valuation Return Statistical Summary, Maine Revenue Services, Property Tax Division		

## 5. Tax Base and Revenue Sources

As shown on Table M.3, about 97 percent of Gouldsboro's property tax base comes from the value of land and buildings. While this is a lower proportion than adjoining towns in the Schoodic region, it is more than the approximately 93 percent ratio for Hancock County as a whole. Elsewhere in Hancock County, there are relatively large manufacturing operations that contribute more to the tax base. Gouldsboro is thus very dependent on land and buildings for its property tax base.



<b>Table M.3</b>						
<b>Summary of Municipal Valuation by Type: Schoodic Area 2001</b>						
<b>Town</b>	<b>Land &amp; Buildings</b>	<b>Production Machinery &amp; Equipment</b>	<b>Business Equipment</b>	<b>All other Personal Property</b>	<b>Total Personal Property</b>	<b>Total Real &amp; Personal</b>
Gouldsboro	\$140,019,000	\$2,127,304	\$175,241	\$2,347,639	\$4,650,184	\$144,669,184
(percent)	96.8%	1.5%	0.1%	1.6%	3.2%	100.0%
Winter Harbor	\$61,050,300	\$417,499	\$57,400	\$0	\$474,899	\$61,525,199
(percent)	99.2%	0.7%	0.1%	0.0%	0.8%	100.0%
Sullivan	\$68,244,013	\$0	\$0	\$384,530	384,530	\$68,628,882
(percent)	99.4%	0.0%	0.0%	0.6%	0.6%	100.0%
Franklin	\$63,947,881	\$644,652	\$0	\$0	\$644,652	\$64,592,772
(percent)	99.0%	1.0%	0.0%	0.0%	1.0%	100.0%
Hancock County	\$5,034,488,200	\$331,721,634	\$21,021,547	\$11,354,654	\$364,097,835	\$5,398,586,035
(percent)	93.3%	6.1%	0.4%	0.2%	6.7%	100.0%
<b>SOURCE:</b> Municipal Valuation Return, Statistical Summary, 2001						



Revenue sources for 2002-2003 are shown on Table M.4. The primary source is revenue is the property tax (73 percent) followed by intergovernmental revenues (about 16 percent). The latter category includes state school subsidies, state highway block grants and similar state funding sources. These can vary considerably over the years. For example, state school subsidies have fluctuated in the past ten years and as of 2003-2004 were a smaller proportion of the state budget than in the mid-1990s (see Table M.5).

<b>Source</b>	<b>Amount</b>	<b>Percent of Total</b>
Property Taxes	\$2,306,541	73.2%
Excise Taxes	\$272,986	8.7%
Intergovernmental Revenues	\$488,763	15.5%
Interest income	\$30,522	1.0%
Other income	\$50,708	1.6%
<b>Total</b>	<b>\$3,149,520</b>	<b>100%</b>

**SOURCE:** Town reports

<b>Year</b>	<b>State Subsidy Received</b>	<b>Total Elementary School Budget</b>	<b>State Percent of Total</b>
1994-1995	\$121,296	\$981,222	12.4%
1995-1996	\$136,485	\$951,831	14.3%
1996-1997	\$151,007	\$1,025,379	14.7%
1997-1998	\$154,907	\$1,078,499	14.4%
1998-1999	\$150,275	\$1,169,595	12.8%
1999-2000	\$163,375	\$1,190,264	13.7%
2000-2001	\$151,384	\$1,377,715	11.0%
2001-2002	\$159,601	\$1,377,260	11.6%
2002-2003	\$160,441	\$1,485,555	10.8%
2003-2004	\$159,187	\$1,534,675	10.4%
<b>Total</b>	<b>\$1,507,958</b>	<b>\$12,171,995</b>	<b>12.4%</b>

**SOURCE:** Gouldsboro school

## 6. Expenditure Trends

Expenditure trends on specific items are summarized in Table M.6. As seen, total expenditures increased from about \$1.3 million in 1989-1990 to \$3.2 million in 2002-2003. This is a before-inflation increase of about 144 percent and an after-inflation of 73 percent. The highest numeric increase was in education. It should be noted that since different town personnel compiled the town reports in different years, the data shown are not entirely comparable. This explains the large amount of expenditures in the “Other” category. Also, items may be shifted from one category to another. For example, “health and sanitation” is now likely included in another expenditure grouping.

While the town had more debt in 2002-2003, debt payments still constitute a minute portion of the overall budget. The town has no fear of exceeding state debt limits. Per state law, a town may borrow up to 15 percent of its state valuation. Up to half of this amount is reserved for educational purposes. Gouldsboro is well within these limits.

<b>Item</b>	<b>Amount 1990</b>	<b>Amount 2003</b>	<b>Percent Change</b>	<b>Inflation Adjusted Change</b>
Administration	\$164,347	\$207,850	26.5%	-10.3%
Protection	\$62,044	\$130,571	110.4%	49.3%
Public Works	\$156,767	\$354,511	126.1%	60.4%
Health & Sanitation	\$73,911	----	---	---
Debt Service	\$0	\$26,058	---	--
Education	\$606,603	\$1,919,918	216.5%	124.5%
County Taxes	\$33,131	\$119,314	260.1%	155.4%
Other	\$198,268	\$400,000	102.0%	43.3%
<b>Total</b>	<b>\$1,297,071</b>	<b>\$3,158,723</b>	<b>143.9%</b>	<b>73%</b>
<b>SOURCE:</b> town reports				

## 7. The Future

Gouldsboro will likely face continued increases in its property taxes as the town grows. Past trends indicate that tax spending will likely increase at a faster rate than the tax base. As mentioned in the Public Facilities and Services section, some tax savings may be possible through greater sharing of services with adjoining towns.

## N. SUMMARY OF FINDINGS AND KEY ISSUES

### 1. Purpose

This chapter summarizes the major issues raised in each chapter of the *Inventory and Analysis*. The summary sets the foundation for the *Goals and Objectives* section. The first part of the summary discusses the key issues that the town faces. The second part identifies the key findings and issues from each chapter of the *Inventory and Analysis*. The wording is taken verbatim from the *Key Findings and Issues* section of each chapter. The third part discusses key regional issues, those that are most effectively addressed on a multi-town basis.

### 2. Priority Issues

Gouldsboro is facing a period of economic readjustment due to the closure of the Navy base. It needs to expand its economic diversification efforts. A related problem is the aging of its population. This is due to a combination of factors such as the cost of housing and the shortage of well paying jobs.

Another key issue is providing sufficient municipal services at a realistic cost given the limitations of the tax base. This may involve greater sharing of services with adjoining towns. Educational costs are a particular challenge.

Gouldsboro also faces challenges in planning for future land development. It has many areas of soils with a low capacity to accommodate new development. There are also problems with the ground water supply. The villages have a limited ability to absorb new development and there is the risk of more sprawl occurring in rural areas.

### 3. Key Findings and Issues

#### a. Population

While the town lost year-round population during the 1990s, its household population, which does not include those residing in group quarters (such as dormitories) increased by about 9 percent. The number of school-aged children decreased by about 29 percent, but there was a 58 percent increase in those aged 45 to 64. Gouldsboro population is aging.

#### b. Economy

While Gouldsboro has a higher proportion of persons employed in natural resource-based jobs than the county as a whole, this proportion is declining. Unemployment rates have increased since the closure of the Navy facilities and in 2002 were higher than both the county and Winter Harbor averages. Self-employment is an important part of the economy. In 2000 about 25 percent of the labor force in Gouldsboro was self-employed.

**c. Housing**

The number of year-round homes increased by 15 percent between 1990 and 2000 and the number of second homes increased by 14 percent. As of 2002, median household incomes in town were only 58 percent of the amount needed to buy the median-priced house. Housing affordability for first-time home buyers is a serious problem. There could be an average of twelve new year-round homes and eight second homes built each year between 2000 and 2015.

**d. Transportation**

While the rate of traffic in town has increased since the last plan was prepared, Gouldsboro does not presently face any serious traffic congestion issues. The overall mileage of public roads has increased due to the acceptance of some private roads as town ways. Due to the large size of the town and its many miles of road, road maintenance costs are a major concern.

**e. Public Services and Facilities**

The current constable facilities are overcrowded. Given the other demands on the municipal building the town may have to consider an expansion of this building or a separate police facility. If the latter alternative is considered, the town may want to explore a joint facility with Winter Harbor, which also is facing an overcrowded police facility.

The fire department is facing a shortage of volunteers and the loss of assistance from the Navy. Here again, greater cooperation with Winter Harbor needs to be considered. Studies are currently underway on the future of the schools in both towns. It is premature to determine how much sharing of facilities is practical until these studies are complete.

**f. Recreation**

Gouldsboro does not appear to face any serious deficiencies in its recreational facilities. Some improvements are needed to the town ball field. Since the town's population is likely to continue to age, recreation officials may want to think more about the recreation needs of the elderly.

**g. Marine Resources**

The most pressing marine resource need facing the town is inadequate public access. Improving access will involve dredging, building or expanding piers and assuring adequate parking. Gouldsboro also lacks mooring plans and the waiting list for moorings is increasing.

**h. Water Resources**

Gouldsboro took several measures between 1993 and 2003 to protect its water resources. These include enactment of a site plan review ordinance and revisions to the subdivision ordinance to include detailed phosphorus management standards. However, little is known about the extent of the town's ground water resources. The town needs to take steps to assure it has an adequate supply of groundwater as it continues to grow.

**i. Historical Resources**

While more information has been gathered on historic and archaeological resources since the last plan was prepared, further research on sites is needed. Otherwise, there is the risk of sites being unknowingly altered or damaged due to the lack of adequate information. Given the many older homes in town, there is the potential of more buildings being placed on the National Register of Historic Places.

**j. Natural Resources**

Among the town's rare natural resource features are several bald eagle nesting sites. There are also several unique coastal ecosystems including one of the few areas of Jack Pine in Maine and the Corea Heath. Due to improved mapping, it is now easier to identify natural resource areas.

**k. Agricultural and Forest Resources**

It is a challenge to keep farming and forestry sustainable in the Gouldsboro area. Varying demand for timber products make it difficult for owners of forest land to engage in long-term planning of their properties. While there has been increased marketing of locally grown food, farming still is a relatively minor part of the overall Gouldsboro economy.

**l. Existing Land Use**

Only about 24 percent of new construction since 1990-1991 has occurred in the villages. Most new development has taken place either adjacent to the shore or along major highways. One land use issue facing the town is continued development along major highways. Another issue is continued development in areas subject to shoreland zoning.

**m. Fiscal Capacity**

The state valuation for Gouldsboro increased by about 10 percent between 1993 and 2002. Total tax commitments increased at a much faster rate of 70 percent. Municipal spending is thus increasing faster than the tax base. About 97 percent of the property tax base is derived from land and buildings. The balance comes from sources such as business equipment and production machinery and equipment.

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

Perhaps the major regional issue is economic development, which needs to occur on a both a sub-regional (i.e., Schoodic area) and a countywide basis. This needs to be done in conjunction with addressing first-time home purchase opportunities for younger families so that the labor force is able to remain in the area.

The provision of municipal services is another regional issue. The entire Schoodic area needs to explore the most cost-effective way to provide a quality education for its children. There are also clearly opportunities for further sharing of police, fire and solid waste services.

Some of the town's transportation and land use issues are also regional. For example, there is the potential for further regional cooperation with the Maine Department of Transportation on the Route 1 corridor and the Route 186 scenic byway. Both Winter Harbor and Gouldsboro could benefit from coordinating their future land use plans.

*PART II*

**A. Goals, Objectives and  
Implementation Strategies**

**B. Future Land Use Plan**

## II.A. GOALS, OBJECTIVES and IMPLEMENTATION

### 1. Purpose

This section presents goals and objectives for the town of Gouldsboro. 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 on-going process. To assure flexibility in the event of unforeseen circumstances, periodic updating of these goals is necessary.

### 2. Overall Goal

Gouldsboro aims to remain a community with distinct villages and rural areas. As much as possible, it wishes to preserve its marine heritage while also promoting a diverse economy. The town seeks to be a community that offers a diversity of ages and offers opportunities for its young people to remain in the community.

### 3. Goals and Objectives

#### A. POPULATION GOAL

Gouldsboro 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 aims be accomplished by the following steps:

1. Undertaking measures to promote a balanced, year-round economy (see *Economy* goals) so that families of working age have access to jobs;
2. Supporting measures to increase opportunities for first time homebuyers so that younger families have easier access to housing (see *Housing* goals); and
3. Undertaking 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

Gouldsboro aims 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 aims to preserve its important seasonal sources of employment, encourage home-based businesses and local entrepreneurial activities. The plan recommends that these goals be accomplished through the following specific measures:

1. **Economic Development Committee:** The plan recommends that the town, in conjunction with Winter Harbor, 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 plan recommends that at least some of the committee members be recruited from existing groups such as, but not limited to, Schoodic Futures and the Schoodic Area Chamber of Commerce. The town is urged to seek grant funds to prepare this strategy and hire an economic development professional to assist in the process;

**Implementation Strategy:** Gouldsboro and Winter Harbor jointly seek 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.

**Responsibility:** Select board asks town meeting for authorization to create committee and seek grant funds. Select board appoints committee and committee oversees development of strategy.

**Time Frame:** 2005 for town meeting authorization, strategy completed by 2007

2. **Regional Coordination:** The plan recommends that Gouldsboro participate in regional efforts to diversify the Hancock County economy. This will include on-going 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. **Business Park Development:** The plan recommends that the town acquire land for a business park using either tax increment financing or other sources of funding. The planning, development, funding and marketing of this park will be coordinated with regional and state economic development groups. The plan recommends that the park be developed on a site along Route 1 (see *Future Land Use Plan*). ~~and that the park be part of the overall effort to coordinate the designation of growth and rural areas in the Schoodic Peninsula (see *M. Land Use Goal*).~~ The plan recommends that the park be developed per the following standards:

- a. give priority to tenants who are likely to make a significant contribution to the area’s employment base or that are recommended as potential employers in the town’s economic development strategy. The purpose of this preference is to avoid having the park filled with businesses that consume large amounts of land with relatively few employees;
- b. assure that all land use ordinances contain performance standards that minimize off-site impacts of excessive noise, dust, glare, vibration, odor, stormwater runoff, erosion and other nuisances; and
- c. to assure an attractive site for potential employers, enact landscaping standards that buffer park lots from each other and from adjoining properties.

**Implementation Strategy:** The economic development committee works with area groups (such as, but not limited to, Coastal Acadia Development Corporation, the Hancock County Planning Commission and the Eastern Maine Development Corporation) in the land acquisition and site development process. The Pine Tree Zone program will be used if possible.

**Responsibility:** Economic development committee

**Time Frame:** 2005-2007

- 4. **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 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:** on-going

- 5. **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*. Tourism-related jobs are discussed throughout the plan (e.g., ferry service, natural and historical resource protection and land use).

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

- 6. **Promoting the Reuse of Vacant Business Sites:** The plan recommends that vacant business sites be targeted for reuse in economic development efforts and Pine Tree Zone designations

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

- 7. **Allowing Home Occupations:** The plan recommends that home-based occupations be permitted in all zones 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.

**C. HOUSING GOAL**

Gouldsboro aims to have a diversity of housing stock and opportunities for persons of all income levels to live in the town. The goal is to have ten percent of new housing affordable to households earning 80 percent or less of the county-median income. 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 eastern 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-this is already required by the town subdivision ordinance-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 an ad-hoc committee to work with the various housing agencies to determine what grant programs are best suited to the town and what lots are available for sale. 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:** Ad-hoc housing committee takes lead.

**Time Frame:** Select board appoints committee in 2005, grant submitted by 2007

- 2. **Improvement of Existing Housing Stock:** The town will seek funds from the Community Development Block Grant program and other funding sources to rehabilitate the homes of interested home owners who meet the program income guidelines;

**Implementation Strategy:** The ad-hoc 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:** Ad-hoc housing committee

**Time Frame:** 2004-2006

3. **Land Use Ordinance Standards:** Assure that any town-wide district 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 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.

**Implementation Strategy:** This will be addressed in the development of the land use ordinance

**Responsibility:** Planning board

**Time Frame:** 2005-2007

#### **D. TRANSPORTATION GOAL**

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

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

**Implementation Strategy:** This is addressed under the land use goals.

2. **Pedestrian Facilities:** The plan supports the following measures to promote the safe separation of vehicle and pedestrian traffic:

- a. Development of sidewalks adjacent to the school and community center;
- b. Develop sidewalks in the various village areas (See *Village Revitalization Goals*).

**Implementation Strategy:** 2.a: The select board recommends placement of this expenditure in the capital investment plan; 2.b: see Village Revitalization Goals.

**Responsibility:** Select board

**Time Frame:** 2005-2007

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

**Implementation Strategy:** see D.4 below

- 4. **Truck Traffic:** The plan recommends an upgrade to the Pond Road portion of Route 195 to allow better handling of truck traffic.

**Implementation Strategy:** The select board contacts the Regional Transportation Advisory Committee and requests that these improvements be included in the Biennial Transportation Improvement Plan.

**Responsibility:** Select board

**Time Frame:** 2004

- 5. **MDOT Salt-sand Storage Facility:** Due to its potential as a source of non-point source pollution, the plan recommends that the town work with the MDOT to address drainage and runoff issues on this site. This will be particularly important if the state decides to discontinue use of this facility. In this case, the plan recommends that the MDOT undertake clean-up operations before it reverts to town ownership or becomes a municipal salt-sand storage facility. (See Public Facility and Services goals)

**Implementation Strategy:** The select board contacts the regional MDOT office to discuss options for improving this site.

**Responsibility:** Select board

**Time Frame:** 2004

6. **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. **restrict** the acceptance of any new road as a town way in designated rural areas;
- b. **allow** the acceptance as town ways of any subdivision roads built to town standards in the growth areas; and
- c. ~~research the status of~~ assure that all un-maintained and unused town ways ~~outside of the growth areas and formally discontinue any current roads that are not maintained~~ **that have been discontinued remained discontinued.**

<p><b>Implementation Strategy:</b> 6.a &amp; 6.b are part of the land use ordinance revisions; 6.c involves the select board <b>confirming researching</b> the status of <b>existing un-maintained roads (if any) that may not have been discontinued.</b></p>
<p><b>Responsibility:</b> Planning board (6.a &amp; b) Select board (6.c)</p>
<p><b>Time Frame:</b> 2005-2007</p>

7. **Addressing road safety hazards:** The plan recommends that the town contact the Maine Department of Transportation to encourage it to make the improvements necessary improve the safety hazards on state highways in town. Specific segments include: the Route 1/186 intersection at West Bay, Route 195 and Clinic Road and the Beech Hill and Corea portions of Route 186.

<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> 2005</p>

**E. PUBLIC FACILITIES AND SERVICES GOAL**

Gouldsboro aims to provide its residents with quality public services and facilities in a manner that respects the limitations of its tax base. Whenever proven cost-effective and equitable to all parties involved, it encourages the sharing of services with Winter Harbor and other adjacent communities. The plan recommends that Gouldsboro and Winter Harbor undertake a

joint capital improvement program to identify and anticipate major capital expenses that both communities face and to determine where the sharing of equipment and facilities is possible.

Specific measures include:

1. **Police Protection:** The comprehensive plan supports the provision of quality police protection services for Gouldsboro. This will be accomplished through the following measures:
  - a. Continuing to anticipate the capital improvement needs of the police by including cruisers, light bars and related capital improvements in the capital improvement program;
  - b. merging the police protection functions of Gouldsboro and Winter Harbor by creating a single police department for the two towns;
  - c. working with the State Police to assure that there is adequate back-up coverage and that the police protection needs of Gouldsboro and Winter Harbor are addressed by the state; and
  - d. Exploring options for a shared police facility with the town of Winter Harbor that would offer adequate room for all police functions and provide sufficient privacy and security for confidential transactions.

<p><b>Implementation Strategy:</b> 1.a will be addressed by continuing current policies; 1.b both towns address concept of a police commission or an alternative arrangement; 1.c will involve the select board/town manager contacting the State Police to discuss coverage concerns; and 1.d will require the select boards of both towns to investigate possible sites and including the necessary expenditures in a capital reserve account.</p>
<p><b>Responsibility:</b> Select board makes the appointments</p>
<p><b>Time Frame:</b> on-going</p>

2. **Education:** The comprehensive plan supports providing Gouldsboro children with a quality education in an adequate facility that meets state standards. Given the expense of constructing, maintaining and staffing a school, shared facilities with Winter Harbor and other adjoining towns are encouraged whenever practical. The plan supports the following specific measures:
  - a. Establishing a plan for needed new school facilities and incorporate the new buildings and/or improvements to existing buildings into the capital improvement program;

- b. Continuing the work of the joint committee for Winter Harbor and Gouldsboro that is examining how the sharing of school facilities would be best achieved and undertake an assessment of the school facility and program needs of all towns;
- c. while the long term planning is taking place, undertake measures to increase sharing of extracurricular activities and educational programs that may not be practical for each school to provide on its own; and
- d. requiring assuring that the new Winter Harbor-Gouldsboro School (now called the Peninsula School) and any other new schools built in Gouldsboro are built in one of the growth areas as recommended in the Future Land Use Plan. This will help promote more walking within the growth areas. (see related goals under Land Use and the Future Land Use Plan).

**Implementation Strategy:** The school committees in the towns appoint representatives to the joint committee to oversee this effort. The Future Land Use Plan recommends that schools be allowed to locate only in the growth areas. As of March 2005, replacement of the Winter Harbor Grammar School, which is now used by Gouldsboro students, was third on the Maine Department of Education's tentative list of schools for priority state construction funding. Due to space limitations in Winter Harbor, the new Peninsula School will be located in Gouldsboro.

**Responsibility:** School committee

**Time Frame:** on-going 2005

- 3. **Public Works:** The plan supports cost-effective measures to maintain and upgrade municipal roads and other municipal facilities. Town road policy shall involve continuation of a road improvement program that assures that roads are maintained and upgraded on a regular basis so that deferred maintenance costs are minimized. The plan recommends that this be accomplished through the following specific measures:
  - a. including all major road improvements in the capital improvement program (CIP);
  - b. preparing joint winter road maintenance contracts for Winter Harbor and Gouldsboro that assure timely snow removal and salting/sanding for town ways in both towns;
  - c. undertaking a joint summer road maintenance contract to allow coordination of brush clearing, ditch digging and related chores between the two towns;



- d. if the MDOT salt-sand storage facility is not available for town use, work with the MDOT to seek funds for another site that will meet state standards if the need is documented; and
- e. participating in the joint purchase of paving services from an outside contractor if a quality service can be assured.

<p><b>Implementation Strategy:</b> 3.a &amp; d, the select board and road committee assure that all major municipal road and related public works improvements and facilities are included in the CIP; 3.b, the select board recommends this action; 3.c, the road commissioners oversee this effort; 3.e, the road commissioners evaluate service options and makes a recommendation to the select board/town manager.</p>
<p><b>Responsibility:</b> Select board and road commission</p>
<p><b>Time Frame:</b> on-going</p>

- 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. the eventual hiring of a fire department administrative person who could be shared with Winter Harbor and possibly other towns. This individual would be responsible for completing necessary paperwork, conducting inspections, undertaking fire prevention programs and arranging for training activities;
  - b. Assuring that bed and breakfasts and multi-family housing units meet state fire code requirements and that fire marshal inspection reports and exit plans be kept on file with the fire department;
  - c. continue working with the planning board to assure that land use ordinances encourage driveways that are wide enough to provide unencumbered access and egress for emergency vehicles and that and any other impediments to prompt and easy emergency vehicle access are minimized. These ordinances will also assure that all new developments have access to sufficient water for fire fighting purposes through measures such as cisterns or dry hydrants;
  - d. facilitating the recruitment and retention of volunteers by paying them for the time that they spend undergoing training; and

- e. incorporating the equipment needs identified in the fire department’s 2002-2007 plan into the capital improvement program.

**Implementation Strategy:** 4.a, the fire department determines the specific needs and timing for the position and recommends funding to the select board; 4.b, the code enforcement officer contacts the fire department to arrange for the details; 4.c, the fire department contacts the planning board; 4.d, the fire department determines appropriate timing and requests that this be an adjustment to its budget; and 4.e, the department requests that the necessary improvements be included in the town’s capital improvement program.

**Responsibility:** The fire chief is the lead and works with the other parties indicated above.

**Time Frame:** on-going or as indicated above

- 5. **Municipal Government and Buildings:** Gouldsboro aims to provide its residents with an efficient and customer service-oriented town government. The plan recommends that his be accomplished through the following specific steps:
  - a. assuring that the town office is adequately staffed;
  - b. creating more space for town government functions through either a reconfiguration of the current town office space or greater utilization of the Prospect Harbor Community House (formerly Women’s Club) building; and

**Implementation Strategy:** 5.a, on-going; 5.b, the town manager/select board assess options and make a recommendation to the town meeting;

**Responsibility:** Select board, budget committee and town manager

**Time Frame:** as indicated above

- 6. **Solid Waste and Recycling:** Gouldsboro aims to have an efficient and environmentally sound solid waste system and the town promotes recycling whenever it is proven cost-effective. The plan supports the following specific measures:
  - a. working with other towns that are currently members of Coastal Recycling, Inc. to implement strategies that address the current operational and administrative problems and increase the rate of recycling. These measures include public education programs and other measures to assure inappropriate materials are not placed in recycling bins and assuring that the site is professionally managed;

- b. cooperating in regional endeavors to organize universal, household and business hazardous waste collections;
- c. undertaking with Winter Harbor joint contracts for the collection of trash and recycled materials; and
- d. increasing the rate of recycling of Construction and Demolition Debris through measures such as wood chipping and processing of asphalt shingles if there is a sufficient volume of material to make such measures cost-effective.

**Implementation Strategy:** 6.a, the town manager/select board expresses its concerns to the town’s representatives to the Coastal Recycling board; 6.b , the select board recommends participation in periodic collections; 6.c, the town manager contacts his/her counterpart in Winter Harbor to prepare a joint proposal for consideration by both select boards; the transfer station committee works with area providers of solid waste technical assistance such as the Hancock County Planning Commission to explore options.

**Responsibility:** Select board, town manager, Coastal Recycling board members and solid waste committee

**Time Frame:** on-going

- 7. **Regional Cooperation:** In addition to on-going ventures with the town of Winter Harbor, the plan supports measures to work with other towns on the Schoodic Peninsula, Hancock County as a whole and eastern Maine. Specifically, the plan recommends the following measures:
  - a. Joint purchasing: Continuing the exploration of cooperative purchasing of supplies with adjoining towns, school districts and other governmental and quasi-governmental entities;
  - b. S.A.L.T.: Continuing town involvement in the Schoodic Area League of Towns;
  - c. Coastal Acadia Development Corporation: Maintaining a strong presence with the Coastal Acadia Development Corporation to assure that the economic development needs of the Schoodic area are addressed; and
  - d. Other regional ventures: Working with other regional groups, such as but not limited to Schoodic Futures, that support cooperative planning and economic development efforts.

<b>Implementation Strategy:</b> This involves the continuation of current policy.
<b>Responsibility:</b> Town manager under the select board’s direction oversees the process.
<b>Time Frame:</b> on-going

**F. RECREATION GOAL**

Gouldsboro 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:

- a. ball field: the plan recommends that the town undertake measures to improve the municipal ball field or if, necessary replace or relocate the facility;

<b>Implementation Strategy:</b> funds for this purpose are placed in a capital reserve and, if grant funds are available, used as matching local dollars. If grant funds are not available, the funds are accumulated until there is sufficient money to make the necessary improvements.
<b>Responsibility:</b> The recreation committee determines the cost of the needed improvements and recommends an appropriation to the select board
<b>Time Frame:</b> 2004-2008

- b. sharing of programs and facilities: the plan recommends that Gouldsboro explore further sharing of programs and facilities for all age groups with adjoining towns, particularly Winter Harbor, Sullivan and organizations such as Schoodic Fitness.

<b>Implementation Strategy:</b> The recreation committee meets with its counterparts in the other towns and determines what sharing is practical.
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- c. development of services and facilities for the elderly: the plan recommends that the recreation committee work with groups such as, but not limited to, Schoodic Healthy Communities and Schoodic Fitness to create services and facilities for the elderly to socialize, walk and undertake other forms of exercise.

<b>Implementation Strategy:</b> The recreation committee meets with Schoodic Fitness and identifies priorities for action.
<b>Responsibility:</b> Recreation committee
<b>Time Frame:</b> 2004 and then on-going

**G. MARINE RESOURCES GOAL**

Gouldsboro 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 public access for the general public and commercial fishing interests is the most important marine resource issue facing the town. It is town policy to assure that there is usable and safe public access such as a wharf or public landing at each harbor through the following specific measures:
  - a. **Prospect Harbor**: The development of public access for Prospect Harbor is the top priority for public access needs in Gouldsboro. The plan recommends that it be town policy to develop a public access site usable year-round under all regular tide and wind conditions. The site must also have adequate parking, launching and docking facilities. The plan recommends that a later phase of this project include the development of a breakwater. The harbor committee should explore options for a shared access point with Stinson's 2001, Inc and adjoining property owners;
  - b. **Bunkers Harbor**: The second priority for public access development is Bunkers Harbor. The plan recommends that the town seek opportunities to improve public access in this harbor by maintaining a landing usable in all normal tide conditions;
  - c. **South Gouldsboro**: Investigate and create additional parking options as well as docking space to relieve overcrowding;
  - d. **Corea**: Undertake measures to create a safe public launch and docking area;
  - e. **West Bay**: Assure that the current launch area is retained and that the parking area is maintained and upgraded;
  - f. **Gouldsboro Point**: The plan supports measures to relieve overcrowding such as enlarging the parking area and creating docking space; and
  - g. **Acquisition of Other Rights of Way**: Given the shortage of public access points to the salt water, it shall be town policy to seek any other viable rights of way that can improve the public's opportunity to use the town's marine resources and, which are cost-effective to acquire.

<b>Implementation Strategy:</b> These all involve seeking grant funding opportunities to be matched
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with local funds placed in capital and harbor reserve funds.

**Responsibility:** Select board and harbor committee

**Time Frame:** on-going

2. **Dredging:** The plan recommends that it be town policy to pursue harbor dredging in a manner that has minimal impact on sensitive marine resources:

- a. Corea: The top priority for dredging is Corea harbor. It shall be town policy to set aside matching funds in a reserve account to leverage the federal funds necessary for this project;
- b. Bunkers Harbor: The second priority for dredging is Bunkers Harbor. Here again, matching funds should be set aside; and
- c. Other Harbors: The third priority for dredging is Prospect Harbor and South Gouldsboro, depending on when funding becomes available. It shall be town policy to assure that all remaining harbors are dredged periodically.

**Implementation Strategy:** The select board and harbor committee contact the U.S. Army Corps of Engineers to learn what specific steps are needed and undertake those steps to the extent that funding, environmental impacts and town budget concerns allow.

**Responsibility:** Select board and harbor committee

**Time Frame:** Initial contact in 2004, then on-going

3. **Prospect Harbor Breakwater:** In order to increase the viability of Prospect Harbor, the plan recommends that it be town policy to seek grant funds to construct a breakwater that would extend along the natural rock outcropping in the harbor.

**Implementation Strategy:** The select board authorizes the town manager to seek funds and, if necessary, establishes a capital reserve account for matching funds.

**Responsibility:** town manager

**Time Frame:** 2004

4. **Harbor Ordinance Revisions:** The comprehensive plan supports a thorough review of and revisions to the harbor ordinance. The revisions shall address the following concerns:

- a. Mooring Plan Development: Develop comprehensive mooring plans for all harbors and other areas where moorings presently exist. These plans shall anticipate likely growth in harbor usage over the next ten years and assure a harmonious mix of commercial and recreational boating uses;
- b. Funding mechanisms: Review the use of the harbor reserve funds to assure that they are expended equitably between recreational and commercial interests in accordance with the proportional contributions of these two groups; and
- c. Enforcement: Assure that all environmental standards in the ordinance are adequately enforced.

<p><b>Implementation Strategy:</b> The harbor master and harbor committee undertake the necessary revisions with guidance from the town, the Department of Marine Resources and the Department of Environmental Protection. Other groups may be involved as deemed appropriate by the lead the parties.</p>
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<p><b>Responsibility:</b> The harbor committee</p>
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<p><b>Time Frame:</b> 2005-2010</p>
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- 5. Marine Water Quality: Gouldsboro aims 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. working with the MDOT to address stormwater runoff concerns from state highways and state sand piles;
  - c. 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;
  - d. assessing the need for boat wastewater pump-out facilities in order to reduce any discharges from boats into surface waters;
  - e. assuring that new parking areas and other harbor development measures are designed in a way that minimizes stormwater runoff;
  - f. enacting measures that regulate boat washing and other activities that may cause water contamination; and

- g. assuring adequate enforcement of existing and proposed town ordinances and regulations affecting water quality.

<p><b>Implementation Strategy:</b> 5.a, involves continuing current policy; 5.b, the town manager contacts the Region II MDOT office to express specific concerns; 5.c, this will be addressed through changes to municipal land use ordinances; 5.d, the harbor committee assesses the need; 5.e, this will be addressed through changes to municipal land use ordinances; 5.f, this will be accomplished through changes to the harbor ordinance; and 5.g, the select board assures that the code enforcement officer has adequate paid hours to accomplish these tasks.</p>
<p><b>Responsibility:</b> as indicated above</p>
<p><b>Time Frame:</b> on-going</p>

- 6. **Water Dependent Uses:** Gouldsboro aims to protect its water dependent uses such as boat yards, piers and town landings from incompatible development by retaining current standards for these areas in its shoreland zoning ordinance (see the Future Land Use Plan).

<p><b>Implementation Strategy:</b> This will be accomplished by retaining the current shoreland zoning standards.</p>
<p><b>Responsibility:</b> Planning board or its designee</p>
<p><b>Time Frame:</b> on-going</p>

- 7. **Shellfish Restoration:** The plan recommends that town officials continue their contacts with 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.

<p><b>Implementation Strategy:</b> The shellfish committee contacts the Department of Marine Resources to assess the feasibility of re-opening closed areas and explore additional seeding activities.</p>
<p><b>Responsibility:</b> Shellfish committee</p>
<p><b>Time Frame:</b> on a yearly basis</p>

- 8. **Preservation of the Fishing Community:** It is town policy to promote the preservation of commercial fishing in Gouldsboro. The plan recommends that this be accomplished through the following measures:

- a. assuring that mooring plans provide adequate space for commercial fishing boats;



- b. designing all new docking and parking facilities in accordance with the needs of commercial fishing operations;
- c. assuring that any town ordinances that regulate noise, operating hours, odors or other nuisances do not restrict operations that are essential to commercial fishing; and
- d. working with regional and state economic development agencies to seek grant funds that support fisheries-based employment ventures.

**Implementation Strategy:** 8.a-b & 80.d will be addressed through the revisions to the harbor management plan; 8.c will be accomplished by revisions to the town's land use and harbor management ordinances.

**Responsibility:** The harbor committee will take the lead with planning board involvement in 10.c.

**Time Frame:** 2004-2006

## H. WATER RESOURCES GOAL

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

1. **Ground Water Protection:** Since there are no public water systems in Gouldsboro 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 study done of the town's water resources **when/if funding becomes available**. One goal of this study would be to assess **where the town should take additional steps**— the capacity of the town's residential, commercial and industrial growth areas to absorb **limit new development based on due to potential ground water supply** problems;
  - b. **pending completion of the ground water study described under Step 1.a above, assure that the planning board enforces the requirement in the subdivision ordinance that subdivision applicants prepare a ground water assessment. The results of these assessments shall be compiled into a data base for reference when future development applications are reviewed;**

- b. assuring that minimum lot sizes are sufficiently large to allow adequate distances between septic systems and wells; and
- c. assuring that municipal site plan review and subdivision standards do not allow any ~~require an assessment of the impact on the water table of all major (as defined by municipal ordinances) developments.~~ development shall 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.

**Implementation Strategy:** 1.a, the town manager contacts the Maine Geological Survey, Maine Rural Water and similar agencies to request technical assistance and possible funding; the other steps will be addressed through changes to the town’s land use ordinances.

**Responsibility:** town manager for 1.a, planning board for the others.

**Time Frame:** 2004-2006

- 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. The plan also recommends that the town work with the Maine Department of Transportation to address drainage problems along state roads and at state-owned facilities (such as the state sand pile), which affect water quality and that, based on the recommendations of the MDOT, the town develop drainage and related water quality standards for the construction and maintenance of all town ways. It is also recommended that the town request the MDOT to conduct periodic water quality tests adjacent to its operations;

**Implementation Strategy:** This will be addressed through changes to town land use regulations and the select board or its designee contacting the MDOT to discuss necessary improvements to mitigate drainage and runoff problems from state roads and facilities.

**Responsibility:** planning board and select board

**Time Frame:** 2004-2006 for land use ordinances, 2004 for select board contact with MDOT

- 3. **Freshwater Access:** The plan recommends that it be town policy to promote adequate access to all great ponds in town while minimizing any adverse environmental impacts.

A priority is ~~for access~~ to **protect** Forbes Pond.. In view of its environmental fragility, access must be designed to minimize impacts of overuse and to avoid environmentally damaging activities. In order to assure that all freshwater access points meet sound environmental standards, the plan recommends that the select board appoint a committee to oversee the development of these points. It is further recommended that the environmental impacts of the use of motorized boats on Forbes Pond be reviewed and boating policy recommendations be made in accordance with the overall goal of minimizing adverse environmental impacts. **There needs to be a particular focus on the impacts of high speed, personal watercraft.**

**Implementation Strategy:** The select board recommends establishment of a capital reserve fund to accumulate matching funds. It also recommends creation of a fresh water pond public access committee. The town seeks grant funds from sources such as the Land for Maine's Future and Department of Conservation programs.

**Responsibility:** select board and town manager

**Time Frame:** as funds become available, the committee is created in 2004

4. **Watershed Protection:** The plan recommends that the town promote measures to increase awareness of the town's freshwater watersheds and increase their protection through the following specific steps:
- a. make available educational materials on watershed protection at the town office counter and to various civic groups and home owner associations and lake associations; and
  - b. assure that maps showing watershed boundaries are posted at the town office.

**Implementation Strategy:** 4.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; 4.b the planning board posts the watershed maps in the planning board meeting room. If the town develops a web site with adequate space for such documents, these maps and brochures can also be posted on the web.

**Responsibility:** Planning board with assistance from the other agencies;

**Time Frame:** 2004-2005

5. **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 high level of**

protection (as defined by the DEP phosphorus loading guidelines) for Forbes, West Bay and Jones Ponds and a medium level of protection for the remaining great ponds.

**Implementation Strategy:** This will be accomplished through changes to the town’s land use ordinances.

**Responsibility:** planning board

**Time Frame:** 2004-2006

6. **Management of Dams:** The plan recommends that the town monitor the condition of all publicly and privately owned dams in town to assure that any threats to properties or water quality are minimized. The plan recommends that the town prepare for eventual control of all dams in town.

**Implementation Strategy:** The select board contact the DEP and Maine Department of Inland Fisheries and Wildlife Maine Emergency Management Agency to learn what are the relevant state laws and assess what options the town has to address these problems.

**Responsibility:** Select board or its designee

**Time Frame:** 2005-2006

7. **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>

**Implementation Strategy:** 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.

**Responsibility:** planning board

**Time Frame:** on-going

## I. HISTORIC & ARCHAEOLOGICAL RESOURCES GOALS

In recognition of their importance to the town’s historic character, Gouldsboro aims to protect and enhance its historic and archaeological 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;

<p><b>Implementation Strategy:</b> The historical society contacts the Maine Historic Preservation Commission to learn how it might best proceed.</p>
<p><b>Responsibility:</b> Historical Society</p>
<p><b>Time Frame:</b> 2004-2006</p>

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 subdivisions 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.

<p><b>Implementation Strategy:</b> The planning board hires a consultant to prepare a digital map. It also undertakes drafting of the necessary changes in the land use ordinances.</p>
<p><b>Responsibility:</b> Planning board</p>
<p><b>Time Frame:</b> 2006-2007</p>

**J. NATURAL & SCENIC RESOURCES GOAL**

In recognition of their importance to the overall quality of life, the preservation of hunting and fishing opportunities and the attraction of tourists, the plan supports the protection and enhancement of Gouldsboro’s natural and scenic resources. The plan recommends that this be accomplished through the following specific measures:

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

<p><b>Implementation Strategy:</b> This is addressed through the future land use plan.</p>
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2. revising the subdivision, site plan and land use ordinances to require the lot layout schemes that preserve the key natural and scenic features as described in the Natural and Scenic Resources Section of comprehensive plan (Tables J.1 & J.2 and section 4.e) 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> 2005-2007

3. ~~Enacting a Natural Resource Overlay Zone for those key natural features discussed under Goal J.2 that are in areas not subject to shoreland zoning or protected by means such as conservation easements or other permanent restrictions. This district shall have the following provisions:~~
- ~~a. restriction of uses to single family residential and accessory structures;~~
  - ~~b. a minimum lot size of two acres per residential unit; and~~
  - ~~c. placement of all impervious surfaces so that adverse impacts on the natural features are minimized.~~

<del><b>Implementation Strategy:</b> This will be accomplished through the land use ordinance revisions.</del>
<del><b>Responsibility:</b> Planning board</del>
<del><b>Time Frame:</b> 2005-2007</del>

4. working with area land trusts to have unique natural and scenic resource areas in town as a priority target for the acquisition of voluntary conservation easements from interested landowners.

<b>Implementation Strategy:</b> The planning board arranges a meeting with area land trusts to develop a strategy consistent with the goals of the comprehensive plan.
<b>Responsibility:</b> Planning board
<b>Time Frame:</b> 2005

**K. 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 Gouldsboro’s farm and forest resources. The plan recommends that this be accomplished through the following specific measures:

1. including large tracts of farm and forest land as rural in the Future Land Use Plan;

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

- 2. supporting county-wide measures to promote the marketing of locally grown food and assist beginning farmers;

**Implementation Strategy:** The select board provides letter of support for any relevant county-wide grant applications.

**Responsibility:** Select board

**Time Frame:** on-going

- 3. ~~to assure local awareness of any major timber harvesting operations subject to state review, enact a timber harvesting notification ordinance. This will inform town officials anytime there is a major timber harvesting operation underway and facilitate enforcement of state standards.~~

~~**Implementation Strategy:** The planning board meets with a representative of the Maine Forest Service to discuss options and drafts the relevant ordinance and prepares it for town meeting vote.~~

~~**Responsibility:** Planning board~~

~~**Time Frame:** on-going~~

- 4. Including “right to farm and forest standards” 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.

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

**Responsibility:** Planning board

**Time Frame:** 2004-2006

- 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.

**L. VILLAGE REVITALIZATION GOAL**

Gouldsboro wishes to have its villages be a focus of future growth in a manner that respects the limitations of their infrastructure (such as roads, water supply and the suitability of

soils for waste water disposal) and their small town character. The plan supports the following measures:

1. **Village Enhancement:** To improve the overall appearance of the villages, the plan recommends that the town seek grant sources for landscaping, tree planting, bike paths and sidewalks;

<p><b>Implementation Strategy:</b> The town manager explores various grant sources such as MDOT enhancements and urban forestry grants.</p>
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<p><b>Responsibility:</b> town manager</p>
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<p><b>Time Frame:</b> as funds become available</p>
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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 village areas and establish a priority improvement plan for these roads; and

<p><b>Implementation Strategy:</b> The town manager contacts the MDOT Local Roads Center for assistance in conducting a street assessment as part of the overall road improvement program recommended in Goal E.3 (<i>Public Works</i>). The specific improvement projects are incorporated into the capital improvements program.</p>
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<p><b>Responsibility:</b> town manager or his/her designee</p>
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<p><b>Time Frame:</b> initiated in 2005</p>
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**M. LAND USE GOAL**

Gouldsboro aims to preserve its current land use pattern while allowing ample opportunity for future growth. The plan recommends that the town enact town-wide districting 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 curb cuts 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>
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<p><b>Responsibility:</b> planning board</p>
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<b>Time Frame:</b> 2004-2006
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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 growth area where minimum lot sizes would be one acre unless poor soil conditions required a larger size for a state plumbing permit to be granted;
3. **Alternative Primary Growth Areas:** In view of the limited lack of infrastructure (such as public water and sewer) in Gouldsboro's village areas, the plan recommends that the Winter Harbor village serve as an alternative growth the high density, primary residential growth area for both towns. The plan also recommends that there be secondary growth areas in Gouldsboro that include separate areas for commercial and manufacturing uses in addition to residential areas. (see the Future Land Use Plan) The plan recommends that this be accomplished through the following measures:
  - a. joint Winter Harbor Gouldsboro sponsorship of downtown improvement grants for the Winter Harbor village;
  - b. joint coordination on the development (in Winter Harbor's case revision) of town-wide districting ; and
  - c. joint Winter Harbor Gouldsboro sponsorship of any grant applications or Pine Tree Zone designations for the Gouldsboro business park
4. **Cluster Development:** In order to preserve open space, the plan recommends that the use of cluster (open space) development be made mandatory for subdivisions of five or more units in designated rural areas; and
5. **Enactment of Town-wide Districting:** The plan recommends that the town enact town-wide land use districting based on the proposal contained in the Future Land Use Plan. The proposed districting will:
  - a. encourage quality commercial and industrial development in designated areas of town. This development shall be compatible with the town's infrastructure and rural character;
  - b. allow educational institutions only in designated growth areas;
  - c. protect highway corridors from excessive sprawl;
  - d. discourage excessive development in areas that lack good road access and where it would be costly to extend public services; and

- e. encourage the preservation of existing village areas as centers of small-scale commercial development and of residential growth.
6. **Rural Area Protection:** In the interest of preserving productive forest and farmland, preserving the rural character of the town and avoiding costly extensions of municipal services, the plan recommends the following measures:
- a. using the Future Land Use plan portion of the comprehensive plan as a guide for determining priority parcels for voluntary acquisition of conservation easements by land trusts; and
  - b. setting as a requirement an average density standard of five acres per unit for subdivisions of five or more units in Rural areas. ~~as shown in the Future Land Use Plan.~~ For those remote areas of town that are more than 500 1,000 feet from an existing road or shorefront area, the average density is recommended to be double this amount (i.e., ten acres per unit) ~~20 acres per unit~~ for lots subject to subdivision review. (See the Future Land Use Plan for a more detailed description).

<p><b>Implementation Strategy:</b> 6.a After adoption of the plan, the planning board meets with area land trusts to establish priorities for conservation easement acquisition in Gouldsboro as well as those parcels believed not suitable for conservation protection; 6.b This will be addressed through the revisions to the town’s land use ordinances.</p>
<p><b>Responsibility:</b> planning board</p>
<p><b>Time Frame:</b> 2004-2006</p>

N. **FISCAL CAPACITY GOAL**

Gouldsboro aims 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 polices are divided into two three categories: ~~development review,~~ alternative funding sources and fiscal planning.

- 1. ~~**Development Review:** Since the volume and location of development has a direct impact on the costs of providing municipal services, the plan recommends:~~
  - 1. ~~encouraging the phased approval of any subdivision that would place a substantial burden on town services without a corresponding increase in the property tax base. This may involve approving only a portion of the total number of lots in a given year so that the town has time to expand its services in an orderly manner;~~
  - 2. ~~requiring that fiscal impact statements be prepared for those subdivisions that may create a major strain on town finances. These statements would document the~~

specific municipal service impacts of the proposed development and compare these costs to the likely tax revenue that would be generated.

<b>Implementation Strategy:</b> This will involve changes to the town's subdivision ordinance.
<b>Responsibility:</b> planning board
<b>Time Frame:</b> 2005-2007

2. **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;
<b>Responsibility:</b> 1& 3. select board; 2. the planning board and select board
<b>Time Frame:</b> 2004-2006

3. **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 in the Schoodic 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 Gouldsboro over a six to ten-year period. The final decision on all expenditures will remain with the voters at town meeting.

<b>Implementation Strategy:</b> 1. See Public Services and facilities goals; 2. The select board and
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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> on-going

**O. CAPITAL INVESTMENT PLAN**

The capital investment plan (CIP) summarizes major capital expenditures that the town anticipates undertaking. Like the rest of the comprehensive plan, the CIP 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. They are distinct from operational expenditures such as fuel, minor repairs to buildings and salaries.

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 a grant, which usually require a local match. Other sources include highway block grants, boat excise taxes and bonds.

Anticipated capital expenditures as of December 2003 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 2003 dollars and are subject to inflation. The need for most of these expenditures is explained in the Municipal Services and Facilities and Marine Resources sections of the Inventory and Analysis.

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.

<b>Table II.1 SUMMARY OF ANTICIPATED CAPITAL EXPENDITURES, 2004-2010</b>		
<b>ITEM</b>	<b>COST</b>	<b>ANTICIPATED YEAR/METHOD OF FINANCING</b>
Summer road maintenance	\$50,000	Annually/1,5
Prospect Harbor Women's Club Building Improvements	\$5,000 p. a.	2004-2008/1
Town Pier	\$419,000	2004-2005 / 1,3 and 6
Prospect Harbor ramp	\$324,000	2005-2006/ 1,3 and 6
Prospect Harbor breakwater	\$1.2 million	T.b.d/ 1,3 and 6
Transfer Station Improvements	\$15,000	2005/1
Grammar school replacement	\$5-\$8 million	T.b.d./3,7
Municipal building improvements	\$10,000	2005./1
Police station relocation/renovation	\$10,000	2005/1
<b>EXISTING RESERVE FUNDS THAT REPRESENT ON-GOING SPENDING RATHER THAN NEW APPROPRIATIONS</b>		
Fire Department reserve fund	\$10,000 p. a.	Annually/2
Police cruiser reserve fund	\$10,000 p. a.	Annually/2
Harbor reserve fund	\$10,000-\$17,000 p.a.	Annually/6
Building and grounds reserve fund	\$6,000 p.a.	Annually/2
Land acquisition fund	\$5,000	Annually/8
<p>Key: 1. Direct appropriation; 2. Existing capital reserve fund; 3. Matching state grant; 4. Bond; 5. State Highway Block Grant; 6. Boat excise tax revenues; 7. Bonded debt; 8. Estimate of annual revenue from sale of tax defaulted property  p.a. = per annum  t.b.d. = to be determined</p> <p><b>NOTE:</b> This information is current as of December 2003, changes may have occurred since that date.</p>		

## **P. REGIONAL COORDINATION GOAL**

Gouldsboro 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.1-B.4
Transportation	D.4
Public Services and Facilities	E.1-E.7
Recreation	F.

<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 & P	
3.	To promote an economic climate that increases job opportunities and overall economic well-being.
<b>Related Policies:</b> B	
4.	To encourage and promote affordable, decent housing opportunities for all Maine citizens.
<b>Related Policies:</b> C	
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:</b> H	
6.	To protect the State's other critical natural resources, including, without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.
<b>Related Policies:</b> J	

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:</b> G
8. To safeguard the State's agricultural and forest resources from development which threatens those resources.
<b>Related Policies:</b> K
9. To preserve the State's historic and archeological resources.
<b>Related Policies:</b> I
10. To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.
<b>Related Policies:</b> F

<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.2-G.4
<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.
<b>Related Policies:</b> G.5
<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.1, G.6
<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)

<p><b>5. State and Local Cooperative Management.</b> Encourage and support cooperative state and municipal management of coastal resources.</p> <p><b>Related Policies:</b> G.5</p>
<p><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.</p> <p><b>Related Policies:</b> J.2-J-3</p>
<p><b>7. Recreation and Tourism.</b> Expand the opportunities for outdoor recreation and encourage appropriate coastal tourist activities and development.</p> <p><b>Related Policies:</b> H, B.5</p>
<p><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.</p> <p><b>Related Policies:</b> G.5</p>
<p><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.</p> <p><b>Related Policies:</b> not applicable</p>



## II.B. FUTURE LAND USE PLAN

### 1. Introduction

This future land use plan presents a vision of what Gouldsboro residents want their town to be in the future. It aims to achieve a balance between the wishes of residents to preserve rural character, while also allowing reasonable opportunities for future growth and job opportunities. Through careful planning, Gouldsboro can accommodate all anticipated growth while also avoiding the excessive increases in property taxes and loss of rural character that can result from poorly planned development.

Specifically, this section:

- a. estimates the amount of land needed for future growth;
- b. proposes a future development scheme for Gouldsboro; and
- c. recommends growth, rural and other areas.

### 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 development trends and more casual observations.

The data presented in the *Inventory and Analysis* section of the plan show that the town is growing. While the total year-round population decreased between 1990 and 2000, the household population (which excludes persons living in group quarters) increased. In addition, the number of second homes continues to increase. Under the fast growth scenario presented in Table C.6, the town can expect about 191 additional year-round, occupied dwelling units between 2000 and 2015. It can also expect continued increases in the number of second homes and some commercial and industrial development. To allow for unforeseen contingencies, Gouldsboro should base its future development plans on expecting approximately 500 more acres of development by the year 2015. This assumes an average of one acre of land per each residential, commercial or industrial unit. Some will require more land and others less.

More important than the total acreage of development is where that development is likely to take place if there is no change in the town's approach to managing development. As mentioned in the *Existing Land Use* section of the *Inventory and Analysis*, most new development has occurred along the shore. Only a small portion of recent development has occurred in the villages. There has also been continued commercial development along Route 1.

While both these trends will probably continue, some changes are also likely. First, as the shorefront areas become built-up, more development will start occurring further away from

the shore. This means that parts of town that are not presently considered prime for development may be developed in the future. For example, more development may occur in freshwater lake watersheds. Also, more development will occur in areas immediately beyond the area subject to shoreland zoning. Second, developed shorefront properties may be purchased and existing homes torn down and replaced with a more substantial dwelling. This same trend may also threaten the working waterfront as marine-dependent uses are replaced by residential and non-marine-related uses.

A third trend is that continued development on Route 1 is likely. As traffic congestion worsens in places such as Mount Desert Island, more of Hancock County's future development is likely to occur in Downeast areas such as Gouldsboro. This means that the pace of commercial development in town is likely to increase. There is also likely to be more demand for industrial development.

### **3. A Future Development Scheme for Gouldsboro**

#### **a. Criteria for Growth, Rural and Other Areas**

There are a number of factors that should be considered in determining growth, rural and other areas. The most relevant factors are presented below.

##### **(1.) soils**

The soils data presented in the *Existing Land Use* chapter of the *Inventory and Analysis*, indicates that the majority of land in town (16,676 acres) is rated as having a very low potential for development. Concentrations of poor soils should be avoided as growth areas, especially in those aimed at attracting new development. In some cases, such as an existing village area that already has substantial development, it may be appropriate to have an area with soils limitations as a growth area.

##### **(2.) roads and infrastructure**

A good road network is important to assure prompt emergency vehicle and school bus access. Generally speaking, areas away from good roads and municipal services should be designated as rural. At the same time, it is important to protect well-traveled roads from excessive curb cuts. This involves implementing land use standards that promote interior access roads, shared driveways and similar measures to avoid having too many driveways on an existing road. It may also involve limiting more intense development to certain sections of major roads.

There is no public sewer system serving any part of Gouldsboro. Nor is there any public water system beyond those serving specific developments or uses such as restaurants and the school property. This severely limits the ability of the town to accommodate development at a higher density than that normally allowed if there is an on-site septic system and well. Furthermore, there is very limited information on the adequacy of ground water supplies in Gouldsboro.

(3.) existing built-up areas

Normally, existing built-up areas such as villages should be considered as possible growth areas. Development in such areas can occur where there is already a road system and a relatively high density. In Gouldsboro's case, however, the villages lack a public water and sewer system, soils that are often poorly suited for development and very little development has taken place there in recent years.

(4.) areas of natural resource importance and environmental fragility

As mentioned in the *Existing Land Chapter*, a large portion of recent development has taken place along the shore. The combination of shoreland zoning standards and the environmental fragility limit the future development potential of this area. At the same time, shorefront and water view property is likely to remain in high demand.

The *Natural Resource* chapter summarizes many of the natural resources in Gouldsboro. These areas include most of the islands and areas with rare natural features such as, but not limited to, the Corea and Summer Harbor Heaths, Cranberry Point and the Forbes Pond and West Bay Pond lake watersheds. These unique areas are extremely vulnerable and may require protection from development.

(5.) conclusions

The combination of poor soils and limited infrastructure make it difficult for Gouldsboro to accommodate concentrations of high-density development. The term "high density" is defined here as housing with an average lot size under one-half acre per unit. Given the soils and other conditions in town, even lots under one acre may be problematic in many cases. These limiting factors mean that the town needs to take a creative approach in designating growth areas.

The following paragraphs present the future land use scheme envisioned for Gouldsboro. In many respects, it aims to preserve the town as it is today while also allowing adequate opportunities for future growth. It aims to keep the rural areas relatively rural, encourage appropriately scaled growth in the villages, manage commercial sprawl along Route One and minimize the impacts of residential development along the other state highways. It also aims to set aside land for light industrial and related uses such as research facilities.

**b. The Villages**

The plan recommends that the villages of Ashville, Birch Harbor, Bunkers Harbor, Corea, Gouldsboro, Prospect Harbor, South Gouldsboro and West Gouldsboro remain as village areas. If the recommendations of this plan are adopted, allowed uses in villages would include single and two-family homes, small-scale commercial uses (up to 5,000 square-feet of floor space) and public and recreational uses. Home occupations would also be allowed. If waste

disposal and water supply arrangements are adequate, multi-family uses would be allowed. All existing uses would be allowed to continue.

Also allowed will be educational institutions such as schools. These would be subject to Maine Department of Education design and construction standards. State plumbing standards would also have to be met.

The normal minimum residential lot size in the village areas would be one-half acre. In some cases, poor soil conditions may require a larger lot size if an on-site septic system is to be accommodated. Two-family houses would be allowed on a half-acre if waste disposal and water supply arrangements were proven adequate and off-street parking was provided.

The plan recommends that multi-family uses be allowed at one unit per 0.25 acres. This would mean that a 4-unit building would require one acre. Here again, water supply and waste water disposal arrangements must be proven adequate. This may involve a communal supply or disposal system. A higher density would be incompatible with the existing development.

The plan recommends other measures to assure that development remains compatible with the existing character of the villages. These include the following standards for new lots:

1. a building height limitation of 35 feet and a 25 percent lot coverage for single family residential uses. For other residential and commercial uses, a 40 percent coverage would be required. If recommended by the Maine Department of Education, a higher lot coverage would be allowed for public schools;
2. A road setback of 50 feet;
3. since many village streets are narrow, adequate off-street parking requirements for all uses; and
4. requiring vegetative buffering for new commercial, ~~and~~ multifamily and other uses if these uses adjoin an existing single or two-family residential use.

**c. The Working Waterfront**

The plan recommends that the water dependent uses such as boat yards, piers and town landings be protected through changes to the shoreland zoning ordinance. Specifically, the areas shown on the future land use map are designated to remain in Commercial Fisheries-Marine Activities zone. These restrictions presently prohibit new non-water dependent uses.

**d. Other Shorefront Areas**

The plan recommends that these areas retain their current zoning. The Resource Protection zoning around some freshwater ponds and portions of the saltwater shorefront is a valuable source of protection for fragile environmental features. The other zones do allow residential development to occur and no changes are recommended to these zones.

Shoreland areas are designated neither growth nor rural in Gouldsboro's Future Land Use Plan. They are too environmentally fragile to be promoted as a major focus of future growth. At the same time, major additional restrictions on growth in shoreland areas are not practical given the high demand for shorefront property and the large number of existing small lots. The main focus of future development controls in the shoreland area will be to minimize environmental damage rather than restricting the level of development. **This will be accomplished by retaining the current shoreland zoning standards. The plan recommends that these standards be reviewed periodically to assess if they need to be strengthened. As mentioned in the Inventory and Analysis, enforcement of the town's ordinances has been strengthened in recent years and it is important that strict, but fair, enforcement continue.**

e. **Rural Areas**

The plan recommends that those areas away from the villages, shoreland areas and portions of major highways that are not commercial, industrial or residential growth be designated as rural. The primary use allowed in these areas will be single family dwellings, accessory (sometimes called in-law) apartments and agriculture and forestry. Other permitted uses include operations dependent upon natural resources such as saw mills, farm stands and mineral extraction as well as home occupations.

For new individual lots, the minimum lot size, under this proposal, is one acre. There would be a 200-foot road frontage requirement unless the development were part of an open space (cluster) subdivision in which case a reduced frontage would be at the planning board's discretion. The setback from the centerline of an existing public way would be 75 feet. For roads serving a specific development, the setback requirement would be 40 feet.

As would be the case throughout town, subdivisions would be required to have an interior access road. All subdivisions in the rural area would be required to have an average density of five acres per unit. While individual lot sizes could be as small as one acre, the overall density would be five acres per lot. **This standard would not apply to subdivisions created from lots that were under five acres at the time of enactment of this requirement.** The land not held by the individual owner would be held as common, undivided land. These standards would mean that four lots could be created from a 20-acre parcel. The rationale for this provision is to limit the overall density of growth in the rural area. This provision would **not** apply to lots not subject to subdivision review.

f. **Residential Growth Areas**

The plan recommends that the areas designated for moderate density residential uses in the 1993 plan be retained as residential growth areas. These areas would be restricted to single-family residential, accessory apartments and home occupations. Manufactured housing parks would also be allowed. These growth areas are shown on the future land use map. They are an area adjacent to Route 186 in South Gouldsboro and another area located primarily along the west side of Route 186 between Birch Harbor and Prospect Harbor (see the Future Land Use Map).

There would be a one-acre minimum lot size for single-family homes and a road frontage requirement of 150 feet on an existing public way. Unlike the rural areas, there would be no mandatory open space requirements for subdivisions. To assure that building setbacks from these highways are adequate, a 75-foot standard would be established. This would mean that a house would be set back at least 75 feet from a state highway, even if the house had its access from another road but happened to be adjacent to a highway. The setback from other roads in this area would be 40 feet.

One rationale for this requirement is that development immediately along the highway is more likely to produce traffic problems since curb cuts are located on a heavily traveled road. By requiring a greater setback, there is more incentive to build on a secondary road. This incentive is reinforced by the subdivision ordinance road access provisions. Another rationale is that the setback helps retain a rural appearance. To enhance this appearance, a vegetative buffer would be required for all new subdivisions with lots on an existing state highway.

**g. Route One**

The plan proposes that the Route One corridor be divided into three areas, commercial, residential and industrial. The proposed commercial areas are essentially the same as in the 1993 plan; they are located at certain intersections of the highway. The plan recommends that the same basic standards for commercial uses recommended in the 1993 plan be continued. These include performance standards for nuisances such as noise, dust, glare, erosion, stormwater runoff and assuring adequate off-street parking. There would also be a 40 percent maximum lot coverage requirement for commercial uses and 60 percent for industrial uses. Setbacks from the road centerline for commercial uses would be 75 feet and 100 feet for industrial uses. Frontage requirements for commercial and industrial uses would be 300 feet.

Standards would be developed for signs in commercial areas that assured adequate visibility while also avoiding overly large signs. Sign standards would also apply to other parts of town. For example, smaller size signs are more appropriate for village areas where traffic moves at a slower pace and it is easier for motorists to read a small sign than it is along a highway where the speed limit is 55 mph.

Road access management standards would include measures to limit curb cuts and encourage interior access roads and shared driveways. These would be developed in conjunction with the new Maine Department of Transportation access management rules. These standards would also apply to town roads.

The residential areas along Route One would be designated rural residential meet the dimensional standards for those areas. In view of the heavier traffic on Route One, the Future Land Use plan recommends stricter driveway standards than elsewhere in the rural residential areas. Wherever deemed practical by the planning board, residential lots not on an interior subdivision road would be required to share driveways with adjoining parcels.

The Future Land Use map shows the areas recommended for industrial development on Route 1. The 1993 recommended standards to manage adverse impacts of such operations would be kept in place. These include buffering provisions and the performance standards described above for commercial operations. The standards would allow light industrial operations and business park uses rather than heavy industry. The rationale for this distinction is that the town does not have the necessary infrastructure such as water supply, fire fighting capability and police protection to handle the impacts of a heavy industrial operation. Also, such operations are not compatible with the town's generally rural character.

#### **h. Rural-Conservation Areas**

The plan recommends that several areas be designated as rural-conservation. These are shown on the Future Land Use map. These areas are presently protected in several ways including land held as parts of existing conservation areas and land held by various levels of government. In addition to these existing conservation areas, the plan recommends that the town work with area land trusts to obtain conservation easements on additional properties. In order to minimize the fiscal impacts from reducing the taxable value of properties, the primary focus will be on remote parcels where the difference between actual value and its value as conservation property is minimal.

#### **i. Remote Forested Areas**

The plan recommends that remote, forested portions of the rural areas be subject to additional designated very low density restrictions (an average of ten acres per unit for subdivision lots). ~~rural.~~ These areas ~~(shown on the Future Land Use Map)~~ are more than 1,000 500 feet from an existing road, ~~or~~ great pond and other area subject to shoreland zoning. There are generally in large tracts of land and have not been the focus of much development activity. Lots smaller than ten acres that were created before enactment of these standards would not be subject to this density requirement. This means that not all forested areas would be covered by this designation.

For individual lots not subject to subdivision review, the dimensional standards and allowed uses are the same as for the Rural Area. As would be the case throughout town, subdivisions would be required to have an interior access road. All subdivisions in the rural this area would be required to have an average density double that of those that are closer to roads and water bodies. This would amount to ~~or~~ 20 ten acres per unit. While individual lot sizes could be as small as one acre, the overall density would be ten 20 acres per lot. The land not held by the individual owner would be held as common, undivided land. These standards would mean that ~~four~~ eight lots could be created from an 80-acre parcel. The rationale for this provision is to limit the overall density of growth in the very remote parts of town. This provision would not apply to lots not subject to subdivision review.

#### **4. Growth, Rural and Conservation Areas**

Under this proposal, the village areas, the commercial and industrial areas and the two residential growth zones would be designated as growth areas. It is here that the majority of year-round new growth in Gouldsboro is expected to occur. Apart from the shoreland zone, which is neither growth nor rural, the remainder of the town would be considered rural or rural conservation. Growth would continue to occur in the rural areas, but at a slower volume than in growth areas. The rural conservation areas would be very restricted in future growth due to easements and other restrictions particular to each parcel.

Growth and rural areas must be viewed in conjunction with the town of Winter Harbor. The (draft) Winter Harbor comprehensive plan recommends that Gouldsboro's industrial area be the industrial site for both towns. Conversely, the Winter Harbor village area, which has public water and sewer systems with excess capacity, will serve as a primary residential growth area for both these Schoodic Peninsula towns.

## 5. Measures to Distinguish Growth and Rural Areas

The overall goal is to have 70 percent of new residential growth occur in growth areas. Apart from home occupations and natural resource-based uses, all new industrial and commercial uses would occur in growth areas.

The plan recommends several measures to limit growth in rural areas and facilitate growth in growth areas. These measures build on existing constraints to growth. The two most notable constraints are poor soils in large parts of the town and land already unavailable for development due to government ownership or being held in conservation easements. In addition there were 2,982 acres held in tree growth taxation in 2003. This classification offers at least temporary protection from development.

While the plan proposes a one-acre lot size for most of town, a half-acre will be permitted in the village areas if soils and other conditions permit. Subdivisions in the rural areas will be required to have an average density of five acres per unit and the standard for remote forested areas will be 10 to 20 acres per unit. This limits the amount of growth that can occur in rural areas.

The plan also restricts areas where commercial development can occur. This limits the extent of commercial sprawl, which given the extent of retail activity in the greater Ellsworth area, is one of the major challenges that the town faces from unplanned development. Educational institutions are permitted only in growth areas. This restriction does not apply to home-based businesses that offer private instruction (such as specialized tutoring or music lessons). Application fees for residential subdivisions that are geared toward first time homebuyers that are within one-half mile of a school will be half the fees charged for comparable developments elsewhere in town.

The plan also proposes two several incentives to guide future development. First, development of the industrial park will help attract new industrial development. Second, cooperative efforts, by the joint sponsorship of grants, to promote the revitalization of the downtown of Winter Harbor (see *Land Use Goals and Objectives*) will help make that area more



~~attractive to residential growth.~~ **Second** ~~Third~~, the measures proposed to acquire more conservation easements on unique natural areas help preserve rural areas.

## 6. Summary

The true test of any plan is time. The plan thus recommends that growth trends be reviewed on an annual basis by mapping where new development takes place. Five years after adoption of the plan, the town will determine what percentage of total new residential units have been built in growth areas. If less than 70 percent of development has occurred in growth areas, the plan recommends that these policies be reviewed.

In order to track development, the plan recommends that building permits for new residential construction indicate if the dwelling is in a growth, rural or conservation area. This will allow the total number of permits to be tallied for each area and determine what percentage of growth has located in growth areas. If the 70 percent target has not been met, the plan recommends the plan recommends that the select board appoint a plan review committee. This committee shall review all existing land use ordinances as well as non-regulatory measures and make recommendations for changes to these items within six months of being appointed.

**APPENDIX I:**

**PUBLIC OPINION SURVEY  
RESULTS**

**GOULDSBORO COMPREHENSIVE PLAN  
PUBLIC OPINION SURVEY**

**(November 2002)**

**RESULTS**

Please check (x) the response that applies:

	<u>Oppose</u>	<u>Undecided</u>	<u>Favor</u>
1.) <b>Do you support measures to retain the character of Gouldsboro’s villages?</b>	15	42	280
2.) Do you support measures to protect the working waterfront from conversion to residential uses?	30	31	274
3.) Do you support additional restrictions on the construction or expansion of new homes in the shoreland zone?	98	70	167
4.) Would you support having a portion of the Navy buildings at the Corea site reserved for business uses if the town acquires the property?	46	39	250
5.) Would you favor having a business park or commercial area on Route 1?	77	87	172
6.) Do you favor measures to manage commercial sprawl along Route 1?	69	80	187
7.) Would you support greater building setbacks for homes along Route 1 and other state highways than for homes along other roads?	87	105	142
8.) Would you favor requiring subdivisions to retain a portion of their land as open space?	65	57	218

**ADDITIONAL THOUGHTS AND COMMENTS:**

No, no zoning.

Traffic problems should be considered.

There needs to be more speed control in the villages.

Greater enforcement of shoreland restrictions – to the point of monitoring activity of contractor who abuses the restrictions - (knowing owner has plenty of money to pay possible fine) contractor should be fined a greater amount than owner.

I would like to see larger minimum lot sizes in subdivisions  
Bicycle trails on shoulders.

People come here for the "rural character" of the region - as we develop, we will lose the vacationers/tourists who come to enjoy the natural beauty.

We should strive to keep Gouldsboro from looking like Route I and IA in Ellsworth.

I don't want Gouldsboro to end up like many areas in Southern Maine which are all built-up and crowded.

The Corea Navy property might provide an ideal location for a private boat landing, or a town pier for private vessels to tie up when visiting our area. If located there, they would not interfere with working waterfront boats and activities. I suggest a marina operation.

As an additional effort to manage the integrity, growth and development and attractiveness, please consider greater effort to clean up and remove trash and old cars, other vehicles and mobile homes. Also, signs along roadways prohibiting tossing of bottles, cans, food packages and greater enforcement of that law would be extremely helpful. Somehow the comprehensive plan should bring greater awareness to the residents of pride in their town's future and personal responsibility to that end.

Another consideration would be for the town of Gouldsboro to take a stand in favor of greater health for its citizens through the promotion of recreational outdoor facilities. Thanks for the opportunity to express viewpoints.

Is there any way to clean up old cars, boats, etc. that litter some places in Gouldsboro? They are eyesores and turn off people who would buy property here. The areas on the Pond Road that have been clear-cutted also are eyesores.

I favor keeping our options to facilitate contracting low impact industry such as a data center or telemarketing center. Also should keep options open for land-based aquaculture and related cluster industries.

If building commercially along Route 1 can be done in a park-like setting or set well back of Rt. 1, it would be preferable to commercial buildings along Rt. 186 & 915 and the villages.

I would like to see subdivisions located closer to the built up areas to preserve the open spaces and uninterrupted expanses.

Limit the height of buildings in the shoreland zone to no more than 2 stories.  
We really need to consider a zoning ordinance.

I think Gouldsboro is the best place in the world to live and I support using slow growth measures to keep it that way.

I am very worried that by attracting tourists and business to our peninsula we will no longer enjoy the beauty and character of quiet villages. Look what happened to Blue Hill, Camden and the like. I wouldn't want to live there. So there must be a balance. How much growth is enough to sustain a comfortable standard of living?

We should not acquire the former Navy buildings for any reason. The cost of maintenance would bankrupt the town and bring more traffic. The likelihood of viable commercial enterprise is nil. It would ruin the environment and livability of this town.

I would like to see some updating done to Gouldsboro Grammar School. I think the trailers and trash across the street from it really degrade the environment for students.

Speed limits on roads with residential areas should be enforced! This includes Route 1.

I believe that Gouldsboro needs a center of town on Route 195 consisting of a town hall, meat/fish/fruit and vegetable store, pharmacy, café built around a common that all residents of Gouldsboro could enjoy. Presently there is no community in Gouldsboro with the clan mentality of the locals and the displaced mentality of the newcomers. There are settlements in Gouldsboro but not real villages, unless one considers having a post office as criteria for having a village.

Ref #2: Protect working waterfront but maybe more boat landing -park areas like Jones Pond. Yes for small boats and people swimming. Too many big recreational boat docking facilities will change everything - No to that.

Ref #4: Suitable business tenants would mean boosting the economy without facing changes in the quality of life.

Ref #5&#6: Better there than anywhere else but only if it has to be somewhere & make it invisible – setbacks - trees - because tourists and us enjoy the scenery when we travel.

Development sprawl, loss of habitat are in a dangerous accelerating trend. The absence of a strict comprehensive plan, a pro-development planning board, lack of enforcement of wetland and shoreland ordinances all point to the loss of a town that I believe to be one of the last best places to live. Every day I see increasing signs of reckless and greedy exploitation of our town.

I was told by a realtor recently that a certain parcel of land on West Bay Road fronting on the bay had a buyer's covenant restricting animals to "domestic only." Can this be legal? This is carrying planning too far.

Minimum size home lots - 3 ACRES. Moratorium on junkyard permits.

Need to enforce and upgrade what tools and codes we are using.

I would like a committee to consider new businesses to have a required amount of space for their "business parking." Several businesses now have little or no parking space, causing their patrons to park on the highways - creating dangerous driving.

Requiring a subdivision to keep open space means what to the taxpayer?

There should be an enforceable plan in place to preserve and protect the character and natural beauty of our Downeast area for generations to come. Development should not impinge on fragile, unique habitats and environments - our coastline - where undeveloped should be cherished and protected; overall the value of our area would be enhanced.

Those questions seem to be poorly written. They need to be written in black and white.

Nothing should hinder the Fish & Wildlife purchase and use of the Corea site. If they want the buildings, they should have them.

**APPENDIX II:**

**SUMMARY OF SHORELAND  
ZONING STANDARDS**

Rev. 052003

**EXCERPTS FROM GOULDSBORO SHORELAND ZONING ORDINANCE**

**14. Table of Land Uses.** All land use activities, as indicated in Table 1, Land Uses in the Shoreland Zone, shall conform to all of the applicable land use standards in Section 15. The district designation for a particular site shall be determined from the Official Shoreland Zoning Map.

Key to Table 1:

Yes - Allowed (no permit required but the use must comply with all applicable land use standards.)

No - Prohibited

PB - Requires permit issued by the Planning Board

CEO - Requires permit issued by the Code Enforcement Officer

LPI - Requires permit issued by the Local Plumbing Inspector

Abbreviations:

RP - Resource Protection

CFMA - Commercial Fisheries/Maritime Activities

SP - Stream Protection

LR- Limited Residential      LC- Limited Commercial

The following notes are applicable to the Land Uses Table on the following page:

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**NOTE:** Recreational water-dependent uses such as marinas and excursion vessels may displace or threaten to displace traditional commercial fisheries and maritime activities. Therefore Gouldsboro may wish to preclude or further limit these types of uses in this district in order to protect berthing space and onshore staging areas for commercial fishing enterprises.

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TABLE 1. LAND USES IN THE SHORELAND ZONE

LAND USES	DISTRICT				
	SP	RP	LR	LC	CFMA
1. Non-intensive recreational uses not requiring structures such as hunting, fishing and hiking	yes	yes	yes	yes	yes
2. Motorized vehicular traffic on existing roads and trails	yes	yes	yes	yes	yes
3. Forest management activities except for timber harvesting	yes	yes	yes	yes	yes
4. Timber harvesting	PB	PB	PB	PB	PB
5. Clearing of vegetation for approved construction and other allowed uses	CE O	CEO1	yes	yes	yes
6. Fire prevention activities	yes	yes	yes	yes	yes
7. Wildlife management practices	yes	yes	yes	yes	yes
8. Soil and Water conservation practices	yes	yes	yes	yes	yes
9. Mineral exploration	No	yes <sup>2</sup>	yes <sup>2</sup>	yes <sup>2</sup>	yes <sup>2</sup>
10. Mineral extraction including sand and gravel extraction	No	PB <sup>3</sup>	PB	PB	PB
11. Surveying and resource analysis	yes	yes	yes	yes	yes
12. Emergency Operations	yes	yes	yes	yes	yes
13. Agriculture	PB	PB	yes	yes	yes
14. Aquaculture	PB	PB	PB	PB	PB
15. Principal structures and uses					
A. One and two family residential	PB <sup>4</sup>	No 9	CEO	CEO	CEO
B. Multi-unit residential	No	No	PB	PB	PB <sup>5</sup>
C. Commercial	No	No	no	PB	PB <sup>5</sup>
D. Industrial	No	No	no	no	PB <sup>5</sup>
E. Governmental and Institutional	No	No	no	PB	PB <sup>5</sup>
F. Small non-residential facilities for educational, scientific, or nature interpretation purposes	PB <sup>4</sup>	PB	CEO	CEO	CEO
16. Structures accessory to allowed uses	PB <sup>4</sup>	PB	CEO	CEO	yes
17. Piers, docks, wharfs, bridges and other structures and uses extending over or below the normal high-water line or within a wetland					
a. Temporary	CE	CEO	CEO	CEO	CEO
b. Permanent	O PB	PB	PB	PB	PB <sup>5</sup>
18. Conversions of seasonal residences to year-round residences	LPI	LPI	LPI	LPI	No
19. Home occupations	PB	PB	PB	CEO	yes
20. Private sewage disposal systems for allowed uses	LPI	LPI	LPI	LPI	LPI
21. Essential services	PB <sup>6</sup>	PB <sup>6</sup>	PB	PB	PB



22. Service drops, as defined, to allowed uses	yes	yes	yes	yes	yes
23. Public and private recreational areas involving minimal structural development	PB	PB	PB	CEO	CEO5
24. Individual, private campsites	CE O	CEO	CEO	CEO	CEO
25. Campgrounds	No	No <sup>7</sup>	PB	PB	No
26. Road & driveway construction	PB	No <sup>8</sup>	PB	PB	PB5
27. Parking facilities	No	No <sup>7</sup>	PB	PB	PB5
28. Marinas	No	No	PB	PB	PB
29. Filling and earth moving of <10 cubic yards	CE O	CEO	yes	yes	Yes
30. Filling and earth moving of >10 cubic yards	PB	PB	CEO	CEO	CEO
31. Signs	No	no	PB	PB	PB
32. Uses similar to allowed uses	CE O	CEO	CEO	CEO	CEO
33. Uses similar to uses requiring a CEO permit	CE O	CEO	CEO	CEO	CEO
34. Uses similar to uses requiring a PB permit	PB	PB	PB	PB	PB

<sup>1</sup>In RP not permitted within 75 feet of the normal high-water line of great ponds, except to remove safety hazards.

<sup>2</sup>Requires permit from the Code Enforcement Officer if more than 100 square feet of surface area, in total, is disturbed.

<sup>3</sup>In RP not permitted in areas so designated because of wildlife value.

<sup>4</sup>Provided that a variance from the setback requirement is obtained from the Board of Appeals.

<sup>5</sup>Functionally water-dependent uses and uses accessory to such water dependent uses only (See note on previous page).

<sup>6</sup>See further restrictions in Section 15(L) (2).

<sup>7</sup>Except when area is zoned for resource protection due to flood plain criteria in which case a permit is required from the PB.

<sup>8</sup>Except to provide access to permitted uses within the district, or where no reasonable alternative route or location is available outside the RP area, in which case a permit is required from the PB.

<sup>9</sup>Single family residential structures may be allowed by special exception only according to the provisions of Section 16E, Special Exceptions. Two-family residential structures are prohibited.

**NOTE:** A person performing any of the following activities shall require a permit from the Department of Environmental Protection, pursuant to Title 38 M.R.S.A., Section 480-C, if the activity occurs in, on, over or adjacent to any freshwater or coastal wetland, great pond, river, stream or brook and operates in such a manner that material or soil may be washed into them:

- A. Dredging, bulldozing, removing or displacing soil, sand, vegetation or other materials;
- B. Draining or otherwise dewatering;

- C. Filling, including adding sand or other material to a sand dune; or
- D. Any construction or alteration of any permanent structure.

**15. Land Use Standards.** All land use activities within the shoreland zone shall conform to the following provisions, if applicable.

**A. Minimum Lot Standards**

	Minimum Lot Area (sq. ft.)	Minimum Shore Frontage (ft.)
(1)		
(a) Residential per dwelling unit		
(i) Within the Shoreland Zone Adjacent to Tidal Areas	40,000	200
(ii) Within the Shoreland Zone Adjacent to Non-Tidal Areas	40,000	200
(b) Governmental, Institutional, Commercial or Industrial per principal structure		
(i) Within the Shoreland Zone Adjacent to Tidal Areas Exclusive of Those Areas Utilized for Commercial Fisheries and Maritime Activities	40,000	200
(ii) Within the Shoreland Zone Adjacent to Tidal Areas Utilized for Commercial Fisheries and Maritime Activities	NONE	NONE
(iii) Within the Shoreland Zone Adjacent to Non-tidal Area	60,000	300
(c) Public and Private Recreational Facilities		
(i) Within the Shoreland Zone Adjacent to Tidal and Non-Tidal Areas	40,000	200
(2) Land below the normal high-water line of a water body or upland edge of a wetland and land beneath roads serving more than two (2) lots shall not be included toward calculating minimum lot area.		
(3) Lots located on opposite sides of a public or private road shall be considered each a separate tract or parcel of land unless such road was established by the owner of land on both sides thereof after September 22, 1971.		

- (4) The minimum width of any portion of any lot within one hundred (100) feet, horizontal distance, of the normal high-water line of a water body or upland edge of a wetland shall be equal to or greater than the shore frontage requirement for a lot with the proposed use.
- (5) If more than one residential dwelling unit or more than one principal commercial or industrial structure is constructed on a single parcel, all dimensional requirements shall be met for each additional dwelling unit or principal structure.