



*The Town Of Brooksville*

# COMPREHENSIVE PLAN

*"A Beautiful Coastal Maine Town  
Proud of its Past  
Always Looking Toward the Future"*

May 30, 2006

Final Draft Pending Adoption by the Town



*Prepared with technical assistance from the  
Hancock county Planning Commission  
395 State Street  
Ellsworth, Maine 04605  
Tel. 667-7131 fax 667-2099  
Email: [hpcp@hpcpme.org](mailto:hpcp@hpcpme.org)*

# Brooksville Comprehensive Plan 2005

***Prepared by the  
Brooksville Comprehensive Plan Committee:***

Denis Blodgett

Gerry Bryan

Earl Clifford, Jr.

Myron Curtis

Susanne Dodge

Jean Eysenbach

Anne Fontaine

Laura Hale

Deb Ludlow

Chris Raphael

Charles Tarr

Patrick Trowbridge

Peter Van der Eb

***With technical assistance from the:***

Hancock County Planning Commission

***Many thanks also to the other residents of Brooksville who  
contributed to the preparation of this Plan.***



*The Town Of Brooksville*

# COMPREHENSIVE PLAN

## TABLE OF CONTENTS

### SECTION ONE: INVENTORY AND ANALYSIS

CHAPTER NAME	page
EXECUTIVE SUMMARY .....	4
A. POPULATION .....	10
B. ECONOMY .....	16
C. HOUSING.....	21
D. TRANSPORTATION AND ROADS.....	30
E. PUBLIC FACILITIES AND SERVICES .....	38
F. HEALTH AND RECREATION .....	47
G. MARINE RESOURCES.....	52
H. WATER RESOURCES.....	57
I. NATURAL RESOURCES .....	64
J. AGRICULTURAL AND FOREST RESOURCES .....	69
K. HISTORICAL AND ARCHAEOLOGICAL RESOURCES .....	74
L. LAND USE.....	81
M. FISCAL CAPACITY .....	88

### SECTION TWO: GOALS, OBJECTIVES and IMPLEMENTATION STRATEGIES

IIA GOALS AND OBJECTIVES .....	94
II.B FUTURE LAND USE PLAN .....	109
II.C BROOKSVILLE CAPITAL INVESTMENT PLAN.....	116
PUBLIC OPINION SURVEY RESULTS	APPENDIX I
PUBLIC MEETING DOCUMENTATION	APPENDIX II
SUMMARY OF CURRENT LAND USE ORDINANCES	APPENDIX III
LIST OF MAPS, REDUCED MAPS	APPENDIX IV

**EXECUTIVE SUMMARY*****Welcome to Brooksville!***

Brooksville is a uniquely beautiful town. It is virtually an island surrounded by the waters of Penobscot Bay, the Bagaduce River and Walker's Pond. It has three harbors providing access to fishermen and attracting yachts from all over the Maine Coast. There are spectacular views of the water, the blueberry fields and farm fields. It has no large industry but there are many small ones; thus it has kept its rural character. There are conservation lands and open areas in the interior providing opportunities for picnicking, hiking, hunting and riding of snowmobiles and ATV's. The most quoted desire of the citizens is, "We want to keep Brooksville the way it is."

For the last 50 years the character of the town has not fundamentally changed. We have a stable year round and summer population many of whom have a long connection in the town. These ties are largely through historic family residency or for summer vacationing. These two communities have traditionally intersected in a variety of ways and since many summer residents have chosen to retire here these connections tend to strengthen. This social situation combined with the inherent beauty of this rural town gives rise to the atmosphere that most residents, yearly and summer, find attractive and wish to retain.

The availability of suitable housing, economic opportunity, recreation and public services along with the social climate determine the quality of life here. We have been fortunate up to now to have had a very good balance in these important qualities and this planning document will attempt to provide a framework for its continuation. We can start with a list of positive attributes that Brooksville currently enjoys and envision future scenarios that could diminish their existence. Conversely, we should also list some negative aspects of life in this community and develop plans to improve them.

**Positive**

- The town is very beautiful with many scenic vistas and a generally pleasant pastoral character.
- Housing stock is substantial and well maintained and situated on ample lots.
- The town has a large proportion of undeveloped land.
- Property taxes are low for assessed value in comparison to the county and state.
- Road conditions are largely adequate for the traffic loads and the rural character of the town.

**Negative**

- There is an evident lack of local economic opportunities for young people.
- Transportation costs are high due to the long driving distances required for many common needs.
- There is an apparent scarcity of affordable housing.
- The difficulty of attracting and keeping younger families may compound these negatives in the future.

## INTRODUCTION

The Brooksville Comprehensive Plan is an advisory document that reflects the desired future of the town as expressed by the many participants. Overall, it identifies current problems and opportunities that the town faces over the next ten years and discusses what residents would like to do to direct their future.

The Comprehensive Plan consists of two major parts. The *Inventory and Analysis* is a reference document that discusses recent trends in town. It also projects what may happen in the future with options for the town to consider. It is meant to be current as of the fall of 2004 and will not generally reflect any changes in Brooksville after that time. A few, more recent important developments have been noted.

The second part is *Goals, Policies and Implementation Strategies*. This section sets specific recommendations for the town. The plan, however, is not valid until it is adopted at a town meeting. While the plan is the required legal foundation for some changes to land use ordinances, all such changes must be voted upon at a town meeting separate from the comprehensive plan vote.

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

## PRIORITY ISSUES

This section discusses the most pressing concerns facing Brooksville. While the *Inventory and Analysis* and the public outreach activities show that Brooksville offers a high quality of life and has relatively few problems, there are some issues of concern. One is the aging of the population. The town's identity as a community of all age groups is threatened by the relatively few younger families staying or moving into town. Contributing factors for this trend include the high cost of housing and a shortage of well-paying local jobs.

Another problem is the inadequate public access to Brooksville's ponds. With major improvements to salt water access well underway, attention could be turned to furthering freshwater opportunities.

## CHAPTER SUMMARIES

This segment summarizes the major issues raised in each chapter of the *Inventory and Analysis* section of the plan. This summary also sets the foundation for the *Goals and Objectives* section. These issues are taken verbatim from the *Key Findings and Issues* section of each chapter.

### **A. Population**

Brooksville's rate of population growth has fluctuated over the past three decades. The year-round population rose by about 12 percent in the 1970's but had only a 1 percent increase during the 1980s followed by a 20 percent growth rate in the 1990s. The U.S. Census lists the 2000 year-round population at 911. Though increasing overall, since 1980, the population under 18 has declined. The number of pre-school-aged children has also been decreasing. This may result in smaller school enrollments.

Brooksville has the highest median age in Hancock County. At 48.6, it rose by almost 7 years during the 1990's. Though the population under 45 diminished from 1980 to 2000, the 45 to 64 age group grew by 140% while the 65 and over group added 19%. It is hoped that a corresponding enlargement of the younger generation will follow to provide a balanced, traditional working community with the necessary services afforded retirees. Household incomes and educational attainment in Brooksville are somewhat higher than those of Hancock County as a whole. The town does experience an influx of summer population, but the numbers are hard to quantify. A rough estimate is that the town's population almost doubles in the summer months.

### **B. Economy**

While Brooksville is a rural town with limited infrastructure, it does offer some local jobs through the construction and natural resource-based industries. Unemployment rates in Brooksville are generally lower than those of Hancock County as a whole. There is also less seasonal fluctuation than there is in Hancock County.

### **C. Housing**

According to US Census statistics, Brooksville has seen a fairly steady increase in the number of homes since 1940. The number of dwellings between 1980 and 2000 increased by almost 30 percent. As of 2000 there were an estimated 791 dwelling units (year-round and seasonal) in town, compared to 614 in 1980.

Housing affordability is a problem in Brooksville. While recent sales prices are above the county average, there is a greater percentage of homes lacking amenities (such as complete plumbing) than there is in Hancock County as a whole. Brooksville is part of the Stonington Area Housing Market. Purchase prices in 1998 for the average first-time home were second only to the greater Portland area, where household incomes were 50 percent higher. These costs have made it difficult for young families to buy a home in Brooksville. This is at least one factor in the aging of the population, which is discussed in the Population section.

**D. Transportation**

Brooksville has about 50 miles of public ways, of which about 15 miles are state highways and the rest are town ways. One major issue facing the town is the condition of several local roads that do not safely accommodate the typical speed of drivers on them. Several other road segments bring concerns because of high accident rates. Particularly hazardous areas include a portion of the Herrick Road and the intersection of Routes 15 and 175.

**E. Public Facilities and Services**

One public facility issue facing Brooksville is the need for new public works equipment. As the town grows, town officials, such as the Code Enforcement Officer, face expanded responsibilities. The town also faces increased solid waste and recycling costs. Renovating the elementary school is a major issue that has been extensively studied by an appointed committee. Solutions to the school issues were agreed to concurrent with the writing of this plan and implementation has begun.

**F. Recreation**

Brooksville has limited recreation facilities and programs. Particular needs that the town might want to address are safe neighborhood walks and creation of a town health and recreation committee. It is unlikely that there could be a major upgrade of local facilities due to the town's low year-round population and the many demands already placed on its tax base. Support for regional facilities shall be a town priority.

**G. Marine Resources**

While marine resources still contribute in important ways to Brooksville's economy, the fishing community faces serious challenges. The Harbor Committee has been addressing the needs regarding public access to the water. A completed project at Betsy's Cove and one underway in Smith Cove have greatly contributed toward fulfilling the town's need for public boat access.

**H. Water Resources**

Brooksville residents depend primarily upon bedrock wells for their drinking water. Recent changes to water testing standards have detected naturally high arsenic levels in some private wells. Two sites, the Callahan Mine and the municipal salt/sand pile are considered possible threats to groundwater. No other serious threats to the town's ground water resources have been identified.

There are four freshwater great ponds in town in addition to its largest surface water resources which are marine and estuarine. The Callahan Mine Site is a known source of pollution in Goose Pond. There are eight licensed overboard discharges in town, two of

which are currently slated for removal by the DEP. No other major threats to surface water resources have been identified.

### **I. Natural Resources**

As a coastal community, Brooksville has a diversity of animal and plant life. Its coastline is an important habitat for waterfowl. The town contains the essential habitat and nesting areas of the threatened bald eagle. Brooksville is also home to three Rare or Exemplary Natural Communities identified by the Maine Natural Areas Program. A Spruce-Pine Woodland is located in the Holbrook Island Sanctuary on Cape Rosier. A Pitch Pine Woodland can be found between Buck's Harbor and Walkers Pond. And a Pitch Pine Bog is in the midst of the Pitch Pine Woodland

### **J. Agricultural and Forest Issues**

About 79 percent of Brooksville's approximately 21,600 acres of land area is forested. The forests are a mixture of hard and softwoods. While the state requirements for placing land under the preferential tree growth tax classification have become more restrictive, the acreage held under this classification in Brooksville has increased slightly in recent years. Forestry is thus an important land use in Brooksville.

The most recent estimate is that there are about 20 farms and many large gardens in Brooksville. The Maine Soil Conservation Service rates about 25 percent of Brooksville's soils as ideally suited for agriculture. Most of these areas are considered to require either drainage or irrigation for successful farming. It is therefore unlikely that Brooksville will see a significant expansion in agriculture, but could focus on maintaining current levels.

### **K. Historical Resources**

Brooksville has a fairly large number (20) of known pre-historic sites (i.e. those predating European settlement) along its salt and freshwater shores. However, most of the coastline has not been thoroughly surveyed so the actual number of sites may be considerably larger. Only the south shore of Walkers Pond has had a systematic, modern, professional survey. One site, owned by the Archaeological Conservancy, is listed in the National Register of Historic Places. Eleven other known sites are thought to be National Register eligible.

Six historic archaeological sites are listed by the MHPC for Brooksville. While the town has many buildings of historic interest, only "Topside" (a residence on Walkers Pond) and the West Brooksville Congregational Church are on the National Register of Historic Places. There are many other places that may be eligible for listing.

**L. Existing Land Use**

Brooksville is a very rural town. About 4 percent of its total land area is developed for residential uses. About three quarters of its land area has low to very low potential for development due to poor soils. While the town has five village-type areas, most development in recent years has occurred along the shore or in rural parts of town. The interior of the town remains mostly undeveloped.

A moderate rate of growth is projected for the future. It is estimated that an additional 182 acres of land will be developed for residential uses by 2015. There may also be minor increases in commercial development. More land may also be held in conservation easements. There is clearly ample land to accommodate future development. The challenge facing the town is thus deciding how to manage this growth.

**M. Fiscal Capacity**

Brooksville has a higher tax assessment per capita, but a lower mill rate than most of its immediate neighbors. Property tax assessments increased at an after-inflation rate of 20 percent between 1993 and 2003. It should be noted that all of the increase was in the last two years. The rate of increase was a little faster than the Hancock County average increase of 15 percent. The tax base is primarily residential with 3.5 percent of the valuation exempt from taxation.

While expenditures continue to increase, a review of individual budget items between 1997 and 2003 reveals that several did not increase over the rate of inflation. For example, General Government and Debt Service saw actual decreases. The greatest numerical increase was in education.

**N. Key Regional Concerns**

Brooksville faces several issues that would be best addressed on a regional level. First, it needs to work with surrounding towns and the Maine Department of Transportation to continue upgrading the state highways serving the Blue Hill Peninsula. Second, efforts to retain and create jobs should be done in cooperation with regional groups such as the Coastal Acadia Development Corporation. Third, any efforts to expand the supply of affordable housing would be addressed most effectively with other towns on the Blue Hill Peninsula.

## A. POPULATION

### 1. Purpose

Population is one of the most basic elements of a comprehensive plan and in some ways, the most important. In order to understand the town's current and future needs, a detailed examination of population characteristics is necessary. For example, the age structure of the population will affect the provision of school facilities. This section aims to:

- a. describe Brooksville's population trends;
- b. discuss how these recent trends relate to and contrast with those in Hancock County and the state; and
- c. review likely future population trends.

Two signs-- "*Children at Play*"  
and "*DEAD END*"

### 2. Key Findings and Issues

Brooksville's rate of population growth has fluctuated over the past three decades. The year-round population rose by about 12 percent in the 1970's but had only a 1 percent increase during the 1980s followed by a 20 percent growth rate in the 1990s. The U.S. Census lists the 2000 year-round population at 911. Though increasing overall, since 1980, the population under 18 has declined. The number of pre-school-aged children has also been decreasing. This may result in smaller school enrollments.

Brooksville has the highest median age in Hancock County. At 48.6, it rose by almost 7 years during the 1990's. Though the population under 45 diminished from 1980 to 2000, the 45 to 64 age group grew by 140% while the 65 and over group added 19%. It is hoped that a corresponding enlargement of the younger generation will follow to provide a balanced, traditional working community with the necessary services afforded retirees. This is discussed further below. Household incomes and Educational attainment in Brooksville are somewhat higher than those of Hancock County as a whole. The town does experience an influx of summer population, but the numbers are hard to quantify. A rough estimate is that the town's population almost doubles in the summer months.

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

When compared to US Census results, answers to a question about age revealed that the survey responses are from a group that roughly mirrors the make-up of the town on the whole. Of these survey respondents, about 60 percent wanted the population to slowly increase, while 35 percent wanted it to stay the same. A total of 84% indicated that it is important for Brooksville to attract young families to move to or remain in town. Modestly-priced housing was the most popular measure chosen to encourage young families to reside in Brooksville. Availability of jobs is another key factor mentioned. Seventy percent of the seasonal resident respondents said that they planned to make Brooksville their year-round home—most within the next 5 to 10 years. Comments in the

survey and during the 10/28/04 Workshop pointed out the desirability of keeping the seasonal and year-round populations in balance so that the town would be not be over-run in the summer or become a ghost town during the colder months.

<b>Table A.1 Historical Year-round Population Trends Brooksville and Hancock County</b>				
Year	Brooksville	% change	Hancock Cty	% change
1820	972		N/A	--
1830	1,089	12.0%	N/A	--
1840	1,246	14.4%	N/A	--
1850	1,333	7.0%	N/A	--
1860	1,428	7.1%	37,379	--
1870	1,275	-10.7%	36,360	-2.7%
1880	1,419	11.3%	37,975	4.4%
1890	1,310	-7.7%	37,016	-2.5%
1900	1,171	-10.6%	37,039	0.1%
1910	1,176	0.4%	35,515	-4.1%
1920	1,019	-13.4%	30,457	-14.2%
1930	810	-20.5%	30,760	1.0%
1940	805	-0.6%	32,388	5.3%
1950	751	-6.7%	32,083	-0.9%
1960	603	-19.7%	30,812	-4.0%
1970	673	11.6%	34,505	12.0%
1980	753	11.8%	41,781	21.1%
1990	760	0.9%	46,948	12.4%
2000	911	19.9%	51,791	10.3%
2010	1071	17.6%	56,564	9.2%
2015	1123	4.9%	--	--

**Source:** U.S. Census Historical Records; estimates by State Planning Office.

**4. Historical Trends**

Brooksville's year-round population steadily increased from its time of incorporation in 1817 until its highest peak in 1860. During this period, the number of inhabitants rose from 972 to 1419. Starting in the 1880's, the town's population generally decreased until its low ebb of 603 in 1960. Since then the town has experienced steady population growth, with the largest increase occurring from 1990-2000 when the town gained 151 residents. Overall, the town's year-round population increased by 51 percent between 1960 and 2000. Population projections are discussed in more detail in Section 7 of this chapter (see Table A.1).

Despite recent growth, Brooksville has not attained the population that it had in the late 1800's. Although the current year-round population is under its nineteenth century levels, modern housing trends can cause a greater impact on the community in several ways. First, as will be discussed in Section 5.C of this chapter, average household sizes of recent decades are smaller than ever (see Table A.4). Consequently, more homes are built and more land is consumed to accommodate the increasing number of households. Second, it is more expensive to provide utilities and services to a widely dispersed populace whether done individually or collectively. However, the town of Brooksville actually benefits fiscally from recent trends in that more dwellings increase the tax base while fewer school children decrease the burden on current tax payers.

Table A.2 Age Distribution for Brooksville and Hancock County									
<b>Brooksville</b>									
Years of Age	1980	% of total	1990	% of total	% change '80-'90	2000	% of total	% change '90-'00	% change '80-'00
0-4	52	6.9%	47	6.2%	-10.0%	41	4.5%	-12.8%	-21.2%
5-17	150	19.9%	119	15.7%	-20.1%	123	13.5%	-3.4%	-18.0%
18-44	255	33.9%	259	34.0%	1.6%	242	26.6%	-6.6%	-0.5%
45-64	138	18.3%	182	23.9%	31.9%	317	34.8%	74.2%	139.7%
65 +	158	21.0%	153	20.1%	-3.2%	188	20.6%	22.9%	19.0%
<b>Total</b>	<b>753</b>	<b>100%</b>	<b>760</b>	<b>100%</b>	<b>1.0%</b>	<b>911</b>	<b>100%</b>	<b>19.9%</b>	<b>21.0%</b>
<b>Hancock County</b>									
0-4	2,610	6.2%	3,205	6.8%	-1.6%	2,516	4.9%	-21.8%	-6.8%
5-17	8,409	20.1%	8,130	7.3%	-1.0%	8,365	16.2%	2.9%	-0.5%
18-44	15,865	38.0%	19,057	40.6%	45.4%	18,736	36.2%	-1.7%	18.1%
45-64	8,465	20.3%	9,401	20.0%	11.4%	13,889	26.8%	47.7%	64.1%
65 +	6,432	15.4%	7,155	15.2%	30.2%	8,285	16.0%	15.8%	28.8%
<b>Total</b>	<b>41,781</b>	<b>100%</b>	<b>46,948</b>	<b>100%</b>	<b>20.8%</b>	<b>51,791</b>	<b>100%</b>	<b>10.3%</b>	<b>24.0%</b>
<b>Source:</b> U.S. Census 1980-2000									

**5. Current Conditions**

**a. Age Characteristics**

The change in age distribution in Brooksville between 1980 and 2000 is shown in Table A.2. The 45 to 64 years of age category has jumped dramatically in the last two decades. The only other growing segment of the population shown is the over 65 group. The middle age group of 18 to 44 has been holding steady. The younger categories of 0 to 4 and 5 to 17 show declines in numbers and percent of the whole.

**b. Educational Attainment**

The US Census tracks the educational attainment of persons aged 25 years and older. According to the 2000 Census, there were 790 persons in this age group. Of this group, about 97 percent of Brooksville residents were high school graduates or higher, compared to about 88 percent for Hancock County. About 42 percent of this age group had a bachelor's degree or higher, compared to a 27 percent rate for the county. Thus, educational attainment levels in Brooksville are significantly above those of Hancock County, trailing only Castine of Blue Hill Peninsula communities.

**c. Household Size**

According to the 1990 Census, Brooksville's median household size was 2.43 compared to 2.48 for Hancock County. In 1980, average household size in Brooksville was 2.27, compared to 2.62 in Hancock County as a whole (see Table A.5). In recent years household sizes in Brooksville have remained below the Hancock County average. In the year 2000, household sizes in Brooksville had declined to their 1980 level of 2.27, which was slightly below the county average of 2.31.

<b>Table A.4 Change in Household Size, Brooksville and Hancock County</b>					
		<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010*</b>
<b>Brooksville</b>	# households	302	322	412	485*
	# persons per household	2.49	2.36	2.21	2.21
<b>Hancock County</b>	# households	15,442	18,342	21,864	22,114
	# persons per household	2.62	2.48	2.31	2.48

**Source:** U.S. Census;  
 \* Year 2010 estimates for # of households are extrapolations obtained using the following formula: (pop projection for 2010 - persons living group quarters ÷ persons per household)

Household sizes both nationally and Hancock County have shown a steady decrease between 1980 and 2000 due to factors such as higher divorce rates and the tendency for families to have fewer children. Household sizes are important in estimating the number of housing units that will be built in the future. It is expected that further decreases in household size will be minimal. All year-round Brooksville residents are assumed to live in households as opposed to group quarters such as nursing homes, dormitories or other institutions.

**d. Income**

According to the 2000 Census, Brooksville's 1999 median household income<sup>1</sup> was \$36,458. This was about 102 percent of the county median of \$35,811 and 98 percent of the state median of \$37,240. Table A.5 compares household incomes in Brooksville to immediately surrounding towns. While well below the figure for Castine, its income is similar to most surrounding towns.

<b>Table 5 Median Household Income and Retirement Income Blue Hill Peninsula 2000</b>		
<b>Town</b>	<b>Median Household Income</b>	<b>Mean Retirement Income</b>
Blue Hill	\$31,484	\$14,590
Brooksville	\$36,786	\$23,412
Brooksville	\$36,458	\$19,267
Castine	\$46,250	\$25,889
Deer Isle	\$32,826	\$18,654
Penobscot	\$37,232	\$8,974
Sedgwick	\$35,000	\$22,043
Stonington	\$28,894	\$15,222
Surry	\$36,932	\$23,884
Hancock County	\$35,811	\$16,973
<b>SOURCE:</b> Table DP-3, (page 3) 2000 U.S. Census		

Economic conditions in Brooksville have improved significantly. For example, the town's 17 percent poverty rate in 1990 had dropped to 10 percent by 2000. Hancock County had a 10 percent poverty rate in 1990 and 2000. Poverty in Brooksville was therefore comparatively worse in 1990, but the rate subsequently diminished to match the rest of the county by the end of the decade.

<sup>1</sup> Median household income represents the middle value of the income distribution. Exactly one half of the incomes fall above this value, and one half fall below this value, whereas the "mean" is the arithmetic average of a set of numbers.

**e. Other Information**

The 2000 Census figures show mobility rates among Brooksville residents. About 63 percent of those aged five or older had lived in the same house in 1995, compared to 62 percent for Hancock County and 60 percent for Maine. About 81 percent had lived in Hancock County and 87% in Maine. Thirteen percent had lived in a different state, while 2% resided in a different country. Twelve percent of Hancock County residents had lived in a different state or country. Therefore, Brooksville residents have a slightly higher rate of mobility than the county as a whole.

Racially, the town was 98.7 percent white in 2000. Besides the 899 white residents, the U.S. Census reported four residents of Asian origin and two of Native Hawaiian descent.

**6. Seasonal Population**

The 2000 Census identified 379 housing units for seasonal, recreational or occasional use. Assuming a household size of one to two times the year-round average, Brooksville could conceivably gain anywhere from 830 to 1660 additional residents during the summer. This figure could overstate the number of summer residents if some of the summer homes are owned by year-round residents. Other sources of summer population include campground residents and guests staying in inns and bed and breakfasts.

**7. Projected Population**

Small town populations are very difficult to project because there are a large number of factors affecting growth and decline. Any estimate must be considered general and should be revised at least every 5 years as more up-to-date projections become available from the Maine Department of Human Services.

It appears likely, however, that Brooksville will continue to grow. State Planning Office projections assume continued population growth for Hancock County and Brooksville is a highly desirable place to live within the county. A general estimate of future population growth can be made by assuming that the town will grow at an average of its rate over the past 30 years. From this, the Maine State Planning Office projects that Brooksville will have a population of 1071 by the year 2010 and 1123 in the year 2015.

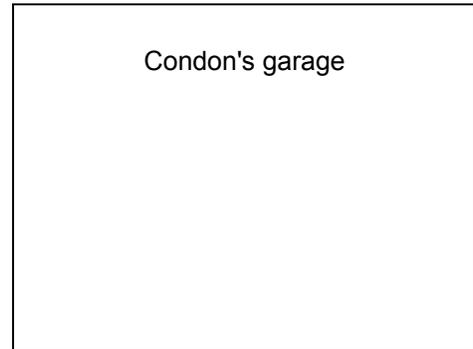
Though a significant number of respondents to the survey indicated a desire to move to Brooksville within the next ten years, it is not viewed as evidence of a departure from growth trends of the recent past. Therefore the SPO figures are probably as accurate as can be determined at this time. Seasonal conversions also pose considerably less of an impact than other sources of growth, since infrastructure already exists to serve these dwellings. In addition, "converted" seasonal to year-round residents are very often beyond child-bearing age, providing no impact on school attendance.

**B. ECONOMY**

**1. Purpose**

An understanding of the local and regional economy is important in assessing a town's current and future needs. The number of local jobs will affect future growth. If the town attracts large numbers of commuters, this could affect traffic patterns and mean that Brooksville is becoming more of a "bedroom" community. Specifically, this section aims to:

- a. describe employment trends in Brooksville;
- b. describe the local and regional economy; and
- c. discuss likely future economic activity.



**2. Key Findings and Issues**

While Brooksville is a rural town with limited infrastructure, it does offer some local jobs through the construction and natural resource-based industries. Unemployment rates in Brooksville are generally lower than those of Hancock County as a whole. There is also less seasonal fluctuation than there is in Hancock County.

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

Survey respondents mentioned the need to augment local service businesses, outdoor recreation, arts and other development that will help people make a living. Some want limited growth in tourism and no national chain stores. Thirty-one comments were received regarding the need to support traditional trades including farming, fishing, family businesses and neighborhood stores. Eighty-eight percent of responders supported local measures to protect access for marine related businesses at the town's working waterfronts. Two-thirds of the community saw job opportunities as a problem. Most of those indicated that it was a "major" problem. With few job opportunities in town, commuting distance is a likely problem for some residents. Traveling more than 20 miles were 18%; 5 to 20 miles, 46% and less than 5 miles, 36%.

**4. Recent Employment Trends**

- a. Employment and Unemployment

The Maine Department of Labor considers the labor force to be comprised of those persons aged 18 to 64 who are able to work. According to 2000 DOL figures, approximately 559 people, or about 49 percent of Brooksville's year-round population was in the labor force (see Table B.1). These figures, compiled by the Maine Department of Labor, only consider persons employed or looking for work. Therefore, these figures do not include self-employed persons or those who are not looking for work. Overall, unemployment rates in Brooksville are below the Hancock County average. As mentioned in the Population chapter, incomes in Brooksville are somewhat higher than the county average.

		<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
<b>Brooksville</b>	<b>Labor force</b>	398	397	384	407	415	425	412	431
	<b>Employment</b>	385	385	379	399	407	417	406	424
	<b>Unemployment</b>	13	12	5	8	8	8	6	7
	<b>Unemployment Rate</b>	3.3%	3.0%	1.3%	2.0%	1.9%	1.9%	1.5%	1.6%
<b>Hancock</b>	<b>Labor force</b>	26,850	27,650	27,240	28,740	29,700	28,938	28,772	29,736
	<b>Employment</b>	25,260	26,010	25,860	27,230	28,380	27,635	27,490	28,233
	<b>Unemployment</b>	1,590	1,610	1,380	1,580	1,320	1,303	1,282	1,503
	<b>Unemployment Rate</b>	5.9%	5.9%	5.1%	5.3%	4.4%	4.4%	4.5%	5.1%

**Source:** Maine Dept. of Labor, Bureau of Employment Security

b. Employment by Sector

Table B.2 compares employment by industry sector for Brooksville and Hancock County as reported by the 2000 US Census. The industry sector refers to the type of industry the employer operates, not the actual jobs performed by workers. This table refers to all Brooksville residents who are employed, whether they worked in Brooksville or commuted elsewhere.

The largest segments of Brooksville's labor force were education and health services, which accounted for 22.3 percent. Area schools and health care facilities (such as the Blue Hill Memorial Hospital) are clearly significant employers. Brooksville had a slightly larger percentage of persons employed in this sector than did Hancock County.

The next largest number of employees, 15.6 percent, was employed in construction. This is reflective of the importance of home building to the Brooksville economy. This percentage is much higher than the proportion of Hancock County's labor force in this sector.

Agriculture, forestry and fisheries accounted for about 8.4 percent of the labor force, again, much higher than for Hancock County as a whole. This indicates the importance of natural resources to Brooksville's economy. Marine resources are discussed further in Chapter G. and natural resources and agricultural and forest resources are discussed in Chapters I and J respectively.

<b>Table B.2 Brooksville &amp; Hancock County: Employment by Industry Sector, 2000</b>				
Category	Brooksville		Hancock County	
	Numbers	Percent	Numbers	Percent
Agriculture, Forestry, Fishing & Mining	39	8.4%	1,315	5.5%
Construction	72	15.6%	2,524	10.1%
Manufacturing	44	9.5%	2,369	9.5%
Wholesale Trade	1	0.2%	575	2.3%
Retail Trade	37	8.0%	3,057	12.2%
Transportation, Warehousing & Utilities	14	3.0%	883	3.5%
Information	26	5.6%	644	2.6%
Finance, Insurance & Real Estate	29	6.3%	1,191	4.8%
Professional, Science & Management Services	25	5.5%	2,005	8.0%
Educational Health & Social Services	103	22.3%	5,544	22.1%
Entertainment/Recreation/accommodation Services	38	8.2%	2,252	9.0%
Public Administration	7	1.5%	1,003	4.0
Other Services	27	5.8%	1,672	6.7%
<b>Total</b>	<b>462</b>	<b>100%</b>	<b>25,034</b>	<b>100%</b>

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

In 2000, about 62.1 percent of the labor force was employed in the private sector, which is close to the Hancock county average (see Table B.3). About 10.4 percent employed persons in Brooksville were government workers compared to a 14.3 percent rate for Hancock County. The county has a lower rate of self-employed persons than does Brooksville.

<b>Table B.3 Class of Worker, Employed Persons 16 Years and Over Brooksville and Hancock County: 2000</b>				
	Brooksville		Hancock County	
	Number	Percent	Number	Percent
Private Wage & Salary	287	62.1%	14,604	69.5%
Fed/State/Local Govt.	48	10.4%	2,998	14.3%
Self-employed	123	26.6%	3,325	15.8%
Unpaid Family Worker	4	0.9%	73	0.3%
<b>Total</b>	<b>462</b>	<b>100%</b>	<b>21,600</b>	<b>100%</b>

**Source:** U.S. Census

**Table B.4**  
**Seasonal Unemployment Rates:**

	2001			2002			2003		
	Unemployment Rates			Unemployment Rates			Unemployment Rates		
	Maine	Hancock County	Ston. LMA	Maine	Hancock County	Ston. LMA	Maine	Hancock County	Ston. LMA
January	4.2	7.5	3.8	5.1	7.4	5.3	5.5	7.8	4.8
February	4.5	7.7	4.6	5.1	7.4	4.9	5.5	7.8	4.7
March	4.3	7.5	4.7	5.0	7.0	4.8	5.3	7.2	4.4
April	4.3	6.3	4.0	4.7	5.2	3.5	5.2	6.0	3.6
May	4.0	4.3	3.0	4.1	3.5	2.4	4.4	3.6	2.6
June	4.0	3.3	2.7	4.3	3.0	2.7	4.4	3.1	2.6
July	3.3	2.4	2.2	3.6	2.4	2.0	4.1	2.6	2.3
August	3.3	2.3	1.9	3.5	2.3	2.0	3.9	2.6	2.5
September	3.7	2.2	2.0	3.8	2.6	2.2	4.4	2.8	2.1
October	3.9	2.5	2.1	4.1	2.7	2.2	4.7	3.2	2.4
November	4.2	4.8	3.3	4.6	5.1	3.2			
December	4.0	4.8	2.9	4.6	5.7	3.3			
AVERAGE	4.0	4.5	3.1	4.4	4.4	3.2			

Source: Maine Department of Labor

Table B.4 compares seasonal rates in the Stonington Labor Market Area (which contains Brooksville) to the county and state. Hancock County, as a whole, experiences more seasonal fluctuations in its employment rates than both the State of Maine and the Stonington LMA. From 2001 through 2003, the unemployment rate in the Stonington LMA has always remained below that of Hancock County and only once rose above that of the state. Average annual unemployment rates for the state and county are very close, with the Stonington market about a full percentage point lower. Figures for the town of Brooksville are available, but not considered as statistically significant as the larger market area. In 2003 Brooksville’s unemployment rate was almost 2 points lower than the Stonington area on the whole. In fact, the rate was below 1% for the warmest 6 months of the year (May through September).

c. Commuting Patterns

Many Brooksville residents commute to jobs out of town while residents from other towns commute to work in Brooksville. The 2000 U.S. Census reported a mean travel time of 28.2 minutes for Brooksville residents. This is a little higher than the 22.4 minutes for Hancock County as a whole. While 65 percent drove to work alone, about

10 percent, carpoled, 15 percent worked at home and the remaining 10% walked, used public transportation, or other means to get to work. The Census reports a wide range of towns to which Brooksville workers commute. Forty-three percent stay in town, while the majority travel elsewhere. Blue Hill accounts for 14% of all Brooksville workers or about a quarter of those going out of town. The next three highest, Bucksport, Ellsworth and Stonington account for another fourth. The remaining 134 workers reported traveling to 29 other destinations including 6 other states.

Of the 300 people claiming Brooksville as their place of employment, 194 or 65% of them live in Brooksville. Blue Hill, Penobscot and Sedgwick contribute almost half of the incoming workers. The rest of the workforce originates in 14 other Hancock County communities as far away as Amherst.

d. Major Employers

Four-season greenhouses on Cape Rosier

While the lack of large-scaled employers would seem an impairment to rapid economic growth, the wide diversity of businesses employing Brooksville residents creates inherent stability. The unspoiled coastal areas and their accompanying draw for tourism are very important to the economy. This is seen through the presence of food, lodging, art galleries and other businesses that cater in large part to tourists. Brooksville-based service and construction trades provide employment and fill local needs such as housing, boats and auto repairs. The town periodically publishes a list of Brooksville businesses including restaurants, lodgings, artists, builders tradesmen, farmers and other service providers. Copies are available at the town offices.

Brooksville is also home to a number of “footloose” businesses. These are operations such as Internet-based and communications businesses that could locate almost anywhere but choose Brooksville for its life-style benefits. Home-based businesses are an important source of jobs. It is important that any land use regulations allow these businesses to operate. Many towns require such operations to provide adequate parking and meet other reasonable standards such as buffering and noise restrictions.

**5. Projected Future Employment and Regional Issues**

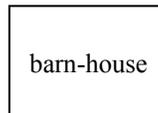
As a small town, Brooksville’s future economy will remain dependent on the region as a whole for sources of new jobs. At the same time, it will have its own sources of employment and small businesses. It is thus important that the town be involved in regional economic development activities while also taking steps to preserve and assist local businesses. It is also important to anticipate a likely increase in the number of “footloose” businesses and people who, using the Internet, and other communication technology, may connect electronically to a distant employer. More people may start working out of their homes.

## C. HOUSING

### 1. Purpose

A comprehensive plan should contain a thorough analysis of a town's housing trends. Critical issues include housing conditions, affordability, and the projected rate of new house building. Specifically, this section aims to:

- a. describe recent trends in Brooksville's housing stock in terms of the types and number of units created;
- b. discuss housing affordability; and
- c. project future housing needs.



### 2. Key Findings and Issues

According to US Census statistics, Brooksville has seen a fairly steady increase in the number of homes since 1940. The number of dwellings between 1980 and 2000 increased by almost 30 percent. As of 2000 there were an estimated 791 dwelling units (year-round and seasonal) in town, compared to 614 in 1980.

Housing affordability is a problem in Brooksville. While recent sales prices are above the county average, there is a greater percentage of homes lacking amenities such as complete plumbing than there is in Hancock County as a whole. Brooksville is part of the Stonington area housing market. Purchase prices in 1998 for the average first-time home were second only to the greater Portland area, where household incomes were 50 percent higher. These costs have made it difficult for young families to buy a home in Brooksville. This is at least one factor in the aging of the population, which is discussed in the Population section.

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

Concerns were expressed in the survey about overly large houses being built on the shore. Thirty-nine percent of respondents felt that affordable housing was a problem and 41 percent said it was not a problem. Fifty-four percent did not want apartments anywhere in town and 52 percent wanted mobile home parks in as few places as possible. Over two-thirds of respondents felt that residences, including long-term seasonal rentals, should be allowed anywhere in town. However, a similar amount expressed that mobile home parks should be restricted. While 95% own their homes and 94% are single-family homes, more than half of the respondents indicated that housing costs were a problem and most said it was a "major" problem.

Workshop attendees were intrigued with the housing projections. Some stated that the numbers were too low, while most felt that the predictions are in line with recent history and local expectations.

4. Recent Housing Trends

a. Total Number of Year-Round and Seasonal Units

It is difficult to determine accurately which of the housing stock is in year-round or seasonal use. It should be cautioned that U.S. Census estimates of seasonal homes are sometimes subject to error because the Census is taken in April during mud season. This means that some seasonal homes on back roads may not be accessible. Furthermore, because some year-round residents take their vacations at that time of the year, their homes may be reported as seasonal. Additionally, census takers may assume that a vacant year-round house is a seasonal residence.

Between 1980 and 2000, the total number of housing units (year-round and seasonal) in Brooksville increased by almost 30 percent, from 614 to 791. By contrast, there were only 531 homes in Brooksville in 1970. There was thus a 49 percent increase in the number of homes in a 30-year period. As seen in Table C.1, the overall rate of increase between 1980-1990 (15%) was a little faster than that for 1990-2000 (12%), but the year-round housing increase was much faster in the 1990's (25% as compared to zero year-round growth during the 1980's).

The biggest growth segment over the 20 year stretch by percentage occurred in the area of seasonal homes at 34%. However, almost all of that trend occurred in the 1980's. Both the overall rate of increase, and for each category of dwelling units (year-round and seasonal) in Brooksville has been slower than Hancock County as a whole.

		1980	1990	2000	% change '80-'90	% change '90-'00	% change '80-'00
<b>Brooksville</b>	Year-Round	345	344	430	0%	25%	25%
	Seasonal	269	363	361	35%	1%	34%
	Total	614	707	791	15%	12%	29%
<b>Hancock County</b>	Year-Round	16,944	20,260	23,273	19.6%	14.9%	37.4%
	Seasonal	7,484	10,136	12,081	35.4%	19.2%	61.4%
	Total	24,428	30,396	35,354	24.4%	16.3%	44.7%
<b>Source: U.S. Census</b>							

**b. Housing Unit Type**

Table C.2 shows that the about 93 percent of the dwelling units in Brooksville were single-family homes in 2000. Duplexes accounted for about 1 percent of all units and there have been no multi-family units (buildings with more than two apartments) counted in the last two decades. Mobile homes accounted for about 6 percent of the current housing stock, compared to just over 4 percent of all units in 1980. In fact, mobile homes had the fastest rate of increase (about 230 percent) of any dwelling unit type during the 1980s. As home construction costs increase, mobile homes and pre-site-built modular homes have become an affordable alternative for many families. Issues on affordable housing are discussed in more detail in part 5 of this chapter.

<b>Table C.2 Change in Dwelling Unit Types Brooksville: 1980, 1990 &amp; 2000</b>						
<b>Total Dwellings</b>	<b>1980</b>		<b>1990</b>		<b>2000</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Single Family	578	94%	653	92%	734	93%
Duplex	8	1%	3	1%	10	1%
Multi-Family	6	1%	0	0%	0	0%
Mobile Home	22	4%	51	7%	47	6%
Total Units	614	100%	707	100%	791	100%
<b>Source:</b> U.S. Census (1990 CPH-1-21 Table 7, 1980 STF3A, pg. 10)						

The quality of mobile homes has improved significantly in recent years. All mobile homes built after June 15, 1976 have been built in accordance with the National Mobile Home Construction and Safety Standards Act of 1974. Thus, newer mobile homes do not suffer the physical deterioration seen in many of the older homes. In fact, many of the new mobile home models are doublewide and have pitched roofs. This means that some of the mobile homes recorded by the Census may be mistaken for single-family homes by the casual observer.

Under 30-A MRSA 4358 (the state statute regulating manufactured housing), municipalities must allow mobile homes on individual lots in a number of locations where other single-family residences are permitted. Mobile homes may not be restricted solely to mobile home parks, and towns may not impose overly restrictive standards on parks. Towns may, however, establish design criteria to assure that mobile homes are well sited and look attractive, provided that these standards don't have the effect of banning mobile homes. As of 2001, there are no mobile home parks in Brooksville. Such parks are one potential source of affordable housing.

**c. Rental Housing**

The 2000 US Census indicates that about 87 percent of all occupied year-round housing units in Brooksville are owner occupied (Table C.3). These figures show that the number of renter-occupied units increased by nearly 13 percent, from 48 to 64, while owner-occupied units increased by over 30 percent, from 274 to 358, between 1990 and 2000. Brooksville is thus a community of primarily owner-occupied homes.

	1990		2000	
	Number	Percent	Number	Percent
<b>Renter Occupied</b>	48	15%	54	13%
<b>Owner Occupied</b>	274	85%	358	87%
<b>Total Occupied Units</b>	322	100%	412	100%
<b>Source:</b> U.S. Census				

According to the U.S. Census, the median monthly rent in Brooksville in 2000 was \$521 compared to \$514 for Hancock County (Table C.4). No units had rents under \$300 or over \$750. Thus, rental prices for year-round units in Brooksville are all fairly close to the Hancock County average. These data do **not** reflect the high value of short-term seasonal rentals.

Monthly Rent	Brooksville		Hancock County	
	Number	Percent	Number	Percent
Less than \$200	0	0	412	8.2
\$200 to \$299	0	0	320	6.4
\$300 to \$499	10	27.8	1286	25.7
\$500 to \$749	15	41.7	1753	35.1
\$750 to \$999	0	0	447	8.9
\$1000 to \$1499	0	0	101	2.0
\$1500 or more	0	0	3	0.1
No Cash Rent	11	30.6	676	13.5
<b>Total</b>	<b>36</b>	<b>100%</b>	<b>4998</b>	<b>100.0%</b>
Median Rent	\$521		\$514	
<b>Source:</b> U.S. Census				

Table C.5 shows the median value of owner-occupied units. Although there were 412 owner-occupied housing units in Brooksville in 2000, a value was specified for only 197 of those units in the U.S. Census. The median value of owner-occupied units in Brooksville was estimated to be \$109,200, compared to \$108,600 for Hancock County.

These numbers reflect the diversity of Brooksville’s housing stock. While there are some year-round units in relatively poor condition (see the discussion in Section 4.D below), there are also some very high value waterfront and water view properties. These high values are reflected in recent sales prices (section C.5 below).

<b>Table C.5 Value of Specified Owner-Occupied Housing Units</b>				
<b>Value</b>	<b>Brooksville</b>		<b>Hancock County</b>	
	<b>number</b>	<b>percent</b>	<b>number</b>	<b>percent</b>
Less than \$50,000	27	13.7	685	6.4
\$50,000 to \$99,999	66	33.5	4118	38.2
\$100,000 to \$149,999	34	17.3	2785	25.8
\$150,000 to \$199,999	17	8.6	1383	12.8
\$200,000 to \$299,999	30	15.2	1030	9.6
\$300,000 to \$499,999	21	10.7	510	4.7
\$500,000 to \$999,999	0	0	190	1.8
\$1,000,000 or more	2	1.0	78	0.7
<b>Total</b>	<b>197</b>	<b>100.0%</b>	<b>10,779</b>	<b>100.0%</b>
Median Value	\$109,200		\$108,600	
<b>Source:</b> 2000 Census				

In 2000, Brooksville had a 1.4 percent vacancy rate for homes usually occupied by their owners compared to a 1.9 percent rate for Hancock County. Normally, a 2 percent vacancy rate is considered desirable for such units. A significantly higher rate could mean a depressed housing market. The lower rates found may mean that there are insufficient units for sale, indicating a possible housing shortage. However, this trend improved over the last decade, with the vacancy rate in Brooksville increasing for owner-occupied homes from 0.7 percent in 1990.

Brooksville had a 3.6 percent vacancy rate for rental housing, compared to an 5.9 percent rate for the county. A 5 percent vacancy rate is normally considered desirable for rental housing to allow people reasonable opportunities to find lodging. In 2000 the rate was 1.3 percent. The rental vacancy rate was a much higher 9.4 percent in 1990, showing an increasing demand for rental housing in the Brooksville market.

**d. Housing Conditions**

Housing is generally rated as standard and substandard. A standard home is one that is in good condition with basic amenities such as adequate heating, complete plumbing and kitchen facilities. A substandard house usually either requires repairs beyond normal maintenance or lacks some basic amenities. While there are no data on the number of homes that are substandard due to overall condition, the U.S. Census has data on basic amenities.

<b>Table C.6 Housing Units Lacking Complete Plumbing in 1990 and 2000*</b>				
	<b>Total Year-round Housing Units 1990</b>		<b>Total Occupied Housing Units 2000</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Brooksville	118	16.5%	28	6.8%
Hancock County	1,752	5.8%	370	1.7%
<b>Source:</b> US Census				
<b>Note:</b> Figures for 1990 and 2000 are based on different samples (see headings).				

In 1990, more than 16 percent of the total year-round units in Brooksville lacked complete plumbing, compared to almost 6 percent for Hancock County (table C.6). The figures appear to show a significant decrease in the number of occupied units lacking complete plumbing in 2000. It is important to observe that the 1990 data includes both seasonal and year-round housing units. This may explain the size of the apparent decrease in the number of substandard units. Housing conditions in Brooksville, however, do appear worse than those of Hancock County as a whole, measured by plumbing standards.

Other indicators of overall housing conditions are water supply and sewage disposal methods. Here again, Brooksville appears worse than the county average. About a quarter of the units in Brooksville (compared to 7 percent of the units in Hancock County) depended on a water source other than a well. Generally, such units depend on a spring or an open source of water that may be unsafe. Since the data are for all housing units, some of these units may be seasonal camps that get their water from a fresh water pond or spring and would thus not be considered substandard. The 1990 Census found no public or private water companies in Brooksville. Data for water sources were not gathered in 2000.

Approximately 6 percent of Hancock County dwellings disposed of their sewage by a method other than a septic tank, cesspool, or public sewer, compared to over 17 percent of the units in Brooksville (Table C.8). This means that unhealthy conditions may exist, such as discharges of untreated sewage into water bodies. There are matching state grant monies available through the Maine Department of Environmental Protection's Small Community Grants Program to help install acceptable disposal systems. Data for Sewage Disposal was not gathered by the Census in 2000.

<b>Table C.7 Source of Water Brooksville and Hancock County, 1990</b>				
	<b>Brooksville</b>		<b>Hancock County</b>	
	Number	Percent	Number	Percent
Public system or private company	0	0%	7,570	24.9%
Individual drilled well	486	68.3%	17,437	57.4%
Individual dug well	46	6.5%	3,127	10.3%
Other	180	25.3%	2,262	7.4%
<b>Total</b>	<b>712</b>	<b>100%</b>	<b>30,396</b>	<b>100%</b>

**Source:** 1990 Census: CPH-L-81, Table 4; CPH-L-83, Table 4

A home is also considered substandard if it is overcrowded, having more than one person per room. Overcrowding, however, is not a problem in Brooksville. The 2000 U.S. Census reported that only five units (1.2 percent of all occupied units) had more than one person per room. This is about the same as the rate for Hancock County and the State of Maine.

<b>Table C.8 Sewage Disposal Brooksville and Hancock County, 1990</b>				
	<b>Brooksville</b>		<b>Hancock County</b>	
	Number	Percent	Number	Percent
Public sewer	0	0%	7,084	23.3%
Septic tank or cesspool	589	82.7%	21,557	70.9%
Other	123	17.3%	1,755	5.8%
<b>Total</b>	<b>712</b>	<b>100%</b>	<b>30,396</b>	<b>100%</b>

**Source:** 1990 Census: CPH-L-81, Table 4; CPH-L-83, Table 4

**5. Affordable Housing**

Affordable housing is a concern for most coastal Maine towns. While even middle-income households are affected by the high cost of housing, it is a particular problem for very low-income and low-income households (table C.9). According to 2000 figures, a family of four in Hancock County would be considered very low-income if it earned \$18,805 or less, and low-income if its income were at or below \$30,100. These figures are updated periodically by the state. According to the 2000 Census, about 36 percent of Brooksville's household's were very low-income or low-income.

<b>Table C.9 Definitions of Household Incomes</b>	
Very low income	annual income is less than or equal to 50% of the County median family income
Low income	annual income is more than 50% but less than or equal to 80% of the County median family income
Moderate income	annual income is more than 80% but less than or equal to 150% of the County median family income
<b>Source:</b> Maine State Planning Office	

For comprehensive planning purposes, the State of Maine defines affordable housing as decent, safe, and sanitary living accommodations that are affordable to very low and low-income households. To be considered affordable, such housing should cost less than 30 percent of income for renters and less than 33 percent of income for homeowners. The state encourages all towns to assure that 10 percent of all new housing is affordable to very low-income and low-income groups.

Data from the Maine State Housing Authority (MSHA) indicate affordable housing is a problem in the greater Brooksville area. MSHA includes Brooksville in the Stonington area housing market. This market had the second highest average price (\$92,500) for a first time home of any market in the state in 1998. The highest prices were in the greater Portland area, where incomes were 50 percent higher. Construction costs in the Stonington market are 27 percent above the state average, which is due largely to land costs according to MSHA.

MSHA uses an affordability index to compare the cost of housing to incomes. An index of 1.00 would indicate that household incomes were sufficient to allow the purchase of the average priced house. In 2002, the Stonington housing market had an index of 0.75, which is well below the ideal. Brooksville, however had a 1.01 index. Housing there should generally be within the reach of typical buyers. According to MSHA, only 38.2% of Brooksville homes sold in 2002 were in price ranges “unattainable” to the median income. That compares favorably to the “unattainable” figures for the Stonington market (74.8%), Hancock County (63.8%) and Maine (60.2%). Looking at the figures from another angle however, shows Brooksville very similar to these larger regions. MSHA reports that in 2002, 61.6% of Brooksville households cannot afford the median-priced

home there. That is almost the same as for Hancock County (61.9%) and Maine (61.0%). The Stonington Housing Market on the whole fairs a little worse at 67.5%.

**Gap Analysis:** Further analysis of MSHA data indicates that there are 213 households at or below MHI, of which 185 are already homeowners. There are 33 LMI renters. There are twelve potential homeowners among those renters aged 25-44. There are two Section 8 vouchers currently being used in Brooksville. The current housing purchase gap is therefore calculated to be ten homes. Given a five year span to make up that gap, 2.0 affordable homes per year are needed. Population projections for the next five years require an additional 37 housing units or 7.4 per year. This also agrees with MSHA's average of 8 new 1-family homes built per year in Brooksville over the past 4 years. Thus, twenty-seven percent of new homes will need to be "affordable" to meet the assumed need.

**6. Dwelling Unit Projections**

The number of year-round homes needed in the future can be estimated by dividing the projected household population by the projected household size. As seen in Table C.12, a total of 508 year-round households are expected by the year 2015, a 96-unit increase over 2000. Given recent trends in Brooksville, it is likely that most of these units will be single-family homes. These figures, however, do **not** include seasonal homes. As indicated earlier in this chapter, second homes have been increasing at a faster rate than year-round homes. There is, however, no reliable way to estimate the number of second homes that will be built.

<b>Table C.12 Projected Year-Round Occupied Dwelling Units</b>		
	<b>2000*</b>	<b>2015 (Projected)</b>
Population Residing in Households	911	1123
Household Size	2.21	2.21
Occupied Dwelling Units	412	508
<b>*Note:</b> 2000 figures are actual numbers from the U.S. Census.		
<b>Source:</b> Analysis by the Hancock County Planning Commission		

**7. Regional Housing Issues**

The most pressing regional housing issue may be that of affordability. There have been previous attempts on the Blue Hill peninsula to address this issue on a regional basis. For example, the Blue Hill Memorial Hospital sought funds in 2001 to assess affordable housing needs due to the difficulty of recruiting and retaining employees. As a result of this study, the hospital is considering undertaking measures to create a rental apartment complex. The study estimated that at 25 rental apartments were needed and 15 units for purchase by low income households. While this study was focused on the needs of the hospital, it does indicate that the entire peninsula is facing a lack of affordable housing.

## D. TRANSPORTATION and ROADS

### 1. Introduction

A transportation system is one of the most important factors influencing a town's growth. This section will discuss the major transportation issues facing Brooksville. Specifically, it will:

- a. discuss the extent, use, condition, and capacity of Brooksville's transportation and parking systems; and
- b. assess the adequacy of these systems to handle current and projected demands;

### 2. Key Findings and Issues

Brooksville has about 50 miles of public ways, of which about 15 miles are state highways and the rest are town ways. One major issue facing the town is the condition of several local roads that do not safely accommodate the typical speed of drivers on them. Several other road segments bring concerns because of high accident rates. Particularly hazardous areas include a portion of the Herrick Road and the intersection of Routes 15 and 175.

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

With over a third of all comments, transportation issues were the most prevalent in the survey. Residents looked for improvements in general maintenance, road width, and shoulder construction to accommodate summer traffic, bicycles, higher speeds and parking. When asked specifically, eighty percent of respondents indicated that road maintenance is at least adequate, with more than half of those saying it is good to excellent. Similar results were obtained regarding snow removal/sanding with slightly higher numbers (14%) in the "excellent" column. The idea that aesthetic concerns be balanced with safety issues when improving roads was expressed at the Workshop.

### 4. Classification of Roads

Roads are separated into both administrative and functional classifications. The administrative classification refers to who has responsibility for maintaining a road, while the functional classification refers to the function that the road serves. These two classifications are described in more detail below.

#### a. Administrative Classification

Administrative classification refers to who is responsible for maintaining a given road. The three major administrative categories are state roads, town roads, and private roads. Towns assume complete responsibility for the maintenance of town roads.

Maine Department of Transportation (MDOT) records show that there are approximately 50 miles of public road in Brooksville, of which 35 miles (70%) are town roads and the remaining are state roads (see Table D.1). The road mileage data on D.1 are important since they are used by the MDOT in determining the state road block grant to the town. The town may want to contact MDOT officials to assure that the state mileage figures are accurate.

b. Functional Classification

Roads are also classified according to their function. The three primary functional classifications used by the MDOT are arterials, collectors, and local roads defined as follows:

arterials Such roads connect major areas of settlement and are generally designed for high-speed travel with limited or restricted access carrying a high proportion of through traffic. The nearest arterial to Brooksville is Route 1 between Bucksport and Ellsworth.

collectors These roads handle internal traffic movements within a town or group of small, rural towns. They are designed for moderate-speed travel and carry a moderate proportion of through traffic. The only major collector in Brooksville is Route 15. The only minor collectors in Brooksville are Routes 175 & 176.

local These are lightly traveled streets whose primary purpose is to serve residential areas. They are designed for low-speed travel and to carry low volumes of traffic relatively short distances. The MDOT classifies all town-maintained roads in Brooksville as local roads.

A road's functional classification is one of the factors that should be considered when planning growth and rural areas for the future development of the town. Local streets are best suited for either village-residential-type or very-low-density rural development. While some commercial and other non-residential development might be appropriate for an appropriate land use along collectors, it is important that such development be designed so that it minimally disrupts traffic flow.

## **5. Road Conditions, Usage, and Capacity**

An understanding of usage and capacity of Brooksville's roads is important in identifying potential congestion problems and traffic hazards. This information is important in planning for future growth in town. For example, a major subdivision may not be appropriate near a hazardous intersection. Similarly, stricter standards for access management in commercial development may be needed in areas with traffic congestion.

<b>Table D.1 Brooksville Road Names, Conditions &amp; Mileage</b>					
<b>MDOT #</b>	<b>Road Name</b>	<b>Conditions*</b>	<b>Collector</b>	<b>Local</b>	<b>Total</b>
0015X	Route 15	B	.31	0	.31
0175X	Route 175	C	5.02	0	5.02
176X	Route 176	C	10.09	0	10.09
00410-11	Ferry Road	B	0	1.11	1.11
00411	Jones Point road	B	0	.86	.86
00412	South Wharf Road	B - D	0	.97	.97
00413	Henry Point Road	B	0	.69	.69
00414	Varnumville Road	B - D	0	2.64	2.64
00415	Wharf Road	B	0	.61	.61
00416	Cape Rosier Road	B - D	0	4.05	4.05
00419	Blake Road	B	0	1.91	1.91
00419	Weir Cove Road	B	0	1.22	1.22
00419	Harbor Side Road	B	0	1.03	1.03
00420	<i>(off Bagaduce Road)</i>	B	0	.06	.06
00421	Timothy's Lane	B	0	.17	.17
00423	Cornfield Hill Road	B	0	.32	.32
00426	Norumbega Road	B	0	1.10	1.10
00427	Herrick Road	B - D	0	2.96	2.96
00429	Indian Bar Road	B	0	.93	.93
00436	Old County Road	B - D	0	.46	.46
00843	Reynolds Road	B	0	.26	.26
01276	Buck's Harbor Marina	B	0	.12	.12
01277	Otis Gray Road	B	0	.25	.25
01278	Condons Point Road	B	0	.20	.20
01279	Horseshoe Cove	B	0	.73	.73
01280	Breezemere Road	B	0	1.19	1.19
01281	Dog Island Road	B	0	.80	.80
01283	Red Point Road	B	0	.70	.70
01284	Old Mine Road	B	0	.15	.15
01286	Town House Road	B	0	.39	.39
01288	Poor Farm Road	B	0	.24	.24
01289	Youngs Point Road	B	0	.47	.47
01290	Mills Point Road	B	0	.86	.86
01748	Harbor Side Road	B - D	0	3.21	3.21
01748	Goose Falls Road	B	0	1.47	1.47
01748	Back Road	B	0	.85	.85
01807	Bakeman Road	B	0	.30	.30
01808	Old Mine Lane Road	B	0	.10	.10
01809	Town Landing Road	B	0	.41	.41
01810	Black Bear Road	B	0	.20	.20
03137	Hay Landing Road	B	0	.16	.16
<b>Total Mileage</b>			<b>15.42</b>	<b>34.15</b>	<b>49.57</b>
<p><b>NOTES:</b> This list does not include private roads. Mileage shown is by MDOT.  *Conditions recorded by the Comprehensive Plan Committee are as follows:  A = Excellent B = Acceptable C = Needs extensive work D = Needs road design study</p>					

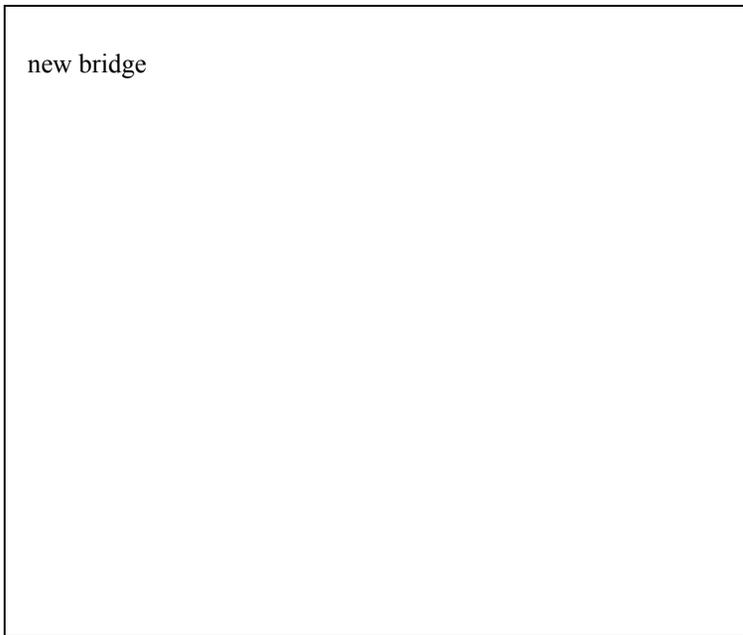
Since Brooksville is a rural town with a relatively low volume of through traffic, it does not experience the same level of traffic problems when compared to many coastal towns in Maine. Nowhere in town does the traffic level approach the capacity of the highways. This will be discussed below in the traffic count and automobile accident data. The town, however, does face some transportation-related challenges.

One major issue facing the town is the condition of several local roads that do not accommodate the typical speed of drivers on them. Smooth pavement seems to invite motorists to travel at speeds higher than the width and configuration should allow. Many of the town ways are also too narrow to allow easy passage of larger vehicles. Stretches of such road can be found along the Varnumville, Herrick and Cape Rosier Roads. Two approaches may help these problem areas. In sections where residents would prefer traffic to slow down, signs and “speed bumps” could be employed. In other stretches, pavement could be widened, vegetation cleared and roadways straightened to increase visibility and drivability. Stronger local ordinances and enforcement may also be needed. This Plan recommends that the layout of these roads be studied for possible improvements. The proposed Capital Investment Plan includes funding for these design studies.

**a. Traffic Counts**

The Maine Department of Transportation (MDOT) conducts periodic traffic counts in Brooksville using portable traffic counters for 24 or 48 hours. These counts are then factored for seasonal variations from counters that run 365 days a year on similar types of highways around the state. An estimate of Average Annual Daily Traffic (AADT) is then made.

Traffic count data are shown in Table D.2. While data are somewhat limited, they do show an increase in traffic in several places in town. The highest counts apart from the short stretch of Route 15 are along Route 175. These counts, however, are still well below those found on arterials elsewhere in Hancock County. For example, Route 3 at Thompson Island in Trenton in 1998 had an AADT of 13,442. Travel at peak summer times was far more than this amount.



<b>Location</b>	<b>1988</b>	<b>1991</b>	<b>1993</b>	<b>1996</b>	<b>1998</b>	<b>2001</b>
Station 32705 on Route 15 South of Route 175	1970	--	2140	2930	2770	--
Station 32708 on Route 175 Northwest of Route 15	1050	--	1090	--	1190	1090
Station 34301 on Route 175 (North Brooksville Rd.) North of Route 176	380	390	440	480	--	440
Station 34405 on Route 176 (Cape Rosier Road)	--	--	--	700	780	760
Station 35008 on Route 176 NW of IR1289	720	650	720	760	680	650

**Source:** MDOT 24- and 48-hour traffic counts factored for seasonal variations

#### **b. Accident Records and Road Safety**

The MDOT compiles data from files for reported accidents. During the 2000-2002 period, 42 accidents were reported by the MDOT in Brooksville. It is likely that there were some unreported accidents as well. Several road segments bring concerns because of high accident rates. Particularly hazardous areas include a portion of the Herrick Road and the intersection of Routes 15 and 175.

The Maine Department of Transportation evaluates the accident rate of a road segment through a critical rate factor (CRF). A segment with a CRF greater than 1.00 has an accident rate greater than an average comparable road segment elsewhere in Maine. In Brooksville, several sections of road had accident rates significantly higher than state averages for this type of road/intersection (see Table D.3).

The segment with the highest critical rate factor of 1.89 in Brooksville is on the South Wharf Road. This segment may have gained its high rate due to an accident involving a school bus. Other segments with high CRF's are the Old County Road from Route 15 and the Herrick Road South of Walkers Pond. Most accidents nationwide are caused by speed, alcohol, or driver inattention. The road sections listed in Table D.3 should be examined for possible improvements to sections with relatively high accident rates. For example, sharp curves could be eliminated. However, improvements in roadway design will not eliminate the danger of vehicle-animal collisions or the tendency for drivers to exceed the speed limit.

A review of accident records for Brooksville from 2000 to 2002 indicates that unsafe speed was a factor in eleven of the 42 accidents. Driver inattention was a factor in another six accidents. Twenty-seven of the accidents involved a vehicle running off the road and eleven were collisions with deer. Three were other kinds of collisions.

<b>MDOT #</b>	<b>Road Segment (generally East to West)</b>	<b># Accidents</b>	<b>Critical Rate</b>
090188401957	Cape Rosier Road from Undercliff Road	1	0.78
090188401960	Cape Rosier Road from Dog Island Road	1	0.35
090192401925	Herrick Road South of Walkers Pond	2	1.48
090192401944	Herrick Road West of Walkers Pond	2	0.65
090193801940	Old County Road from Route 15	2	1.39
090193901940	Route 15 from Old County Road	2	0.51
090194001942	Route 175 from Route 15	2	0.50
090194301944	Coastal Road from Bagaduce Road	1	0.14
090194302018	Bagaduce Road from Coastal Road	2	0.31
0901944	Coastal Road at Herrick Road	1	0.82
090194401945	Coastal Road from Herrick Road	3	0.38
090194501947	Coastal Road from Norumbega Road	2	0.42
090195501957	Weirs Cove Road	1	0.32
090196001961	Cape Rosier Rd from Horseshoe Cove Rd	1	0.67
090196501970	Cape Rosier Road from Drusilla Lane	1	0.22
090197001983	Cape Rosier Road from Coastal Road	3	0.39
090197101985	Coastal Road from Town House Road	1	0.32
090198201983	Coastal Road from Breezemere Road	1	0.31
090198204103	Coastal Road from Condon Point Road	1	0.29
090198501986	Coastal Road from Town Landing Road	1	0.34
090198602009	Coastal Road from Varnumville Road	1	0.45
090198602017	Varnumville Road	2	0.26
090199002008	South Wharf Road from Coastal Road	1	1.89
090200402005	Coastal Road - Ferry Road to Mills Point Road	2	0.64
090200402012	Coastal Road to Mills Point Road	4	0.72
090201502164	Bridge Road	1	0.31
<b>Source:</b> Maine Department of Transportation, Bureau of Planning			

Since overall volumes of traffic in Brooksville are comparatively low and the MDOT faces a backlog of needed highway improvements, it is likely that the state will have a limited ability to address the problems identified in this section. Therefore, it is important to identify priorities that can be discussed with the MDOT. It is also important to consider road safety conditions when reviewing various land development proposals. A development could aggravate traffic problems if driveways and/or access roads are poorly sited.

## 6. Parking

Available parking is often inadequate in South Brooksville and West Brooksville. Target areas include the elementary school, community center and town house. It is also a problem at the Wharf Road and the other public access points to salt water. Most towns with site review standards require that any commercial property (or other non-single family residential use) provide adequate on-site parking. These standards may include setback requirements from the road as well as general landscaping standards. They can also assure that there is sufficient turning space on the parking lot so that vehicles do not back out into traffic. The town could provide additional parking for existing commercial areas and public access points. Regular enforcement is also critical to the success of local parking ordinances.

## 7. Pedestrian and Bicycle Facilities

Although no firm numbers are available, Brooksville does attract some bicycle traffic in the summer. Several *public comments* mentioned bicycle conflicts. The town may want to explore ways to improve the separation of bicycle and vehicular traffic. Federal and state legislation usually provide some funding for such improvements.

One possible improvement could be the provision of bicycle lanes along some highways. The narrow shoulders mean that bicyclists have little room on the pavement when a motorist is passing. Pedestrian facilities could also be explored; increased traffic means that residents are less safe walking along the road. This is a particular problem in the village area. There are also people who walk along Routes 175 & 176.

## 8. Public Transportation Facilities and Services

There is no regular public transportation service in Brooksville. Limited service is provided by the Washington-Hancock Community Agency for eligible clients referred to them by the Maine Department of Human Services. The closest year-round scheduled inter-city bus service is in Bangor. Greyhound Bus Lines has regular service to Portland and Boston and offers connections to Aroostook County and other locations. St. Croix Bus Lines provides year-round, daily (excluding Sundays) service between Machias and Bangor with a stop in Ellsworth. Concord Trailways also serves Bangor and points south. Brooksville's small size limits the potential of any public transportation service. The town could explore the possibility of van pools, park and ride lots and other ride-sharing measures to reduce the amount of commuting to and from town.

## 9. Airports

Bangor International Airport is the nearest major commercial and cargo airport. An 11,500-foot runway serves scheduled domestic flights and refuels flights from Europe and has customs facilities. There is also short-haul scheduled service to Boston available at the Hancock County Airport in Trenton. Airports in nearby Blue Hill and Stonington handle small, private aircraft. See map on the following page.

**10. Rail Service**

The nearest freight rail service is in Bucksport and use is currently restricted to the International Paper mill. The only regularly scheduled rail passenger service in Maine is from Portland to Boston. There are possibilities to restore freight or passenger service on other rail lines, but none in the immediate vicinity of Brooksville. [See map below.](#)

**11. Local Transportation Issues**

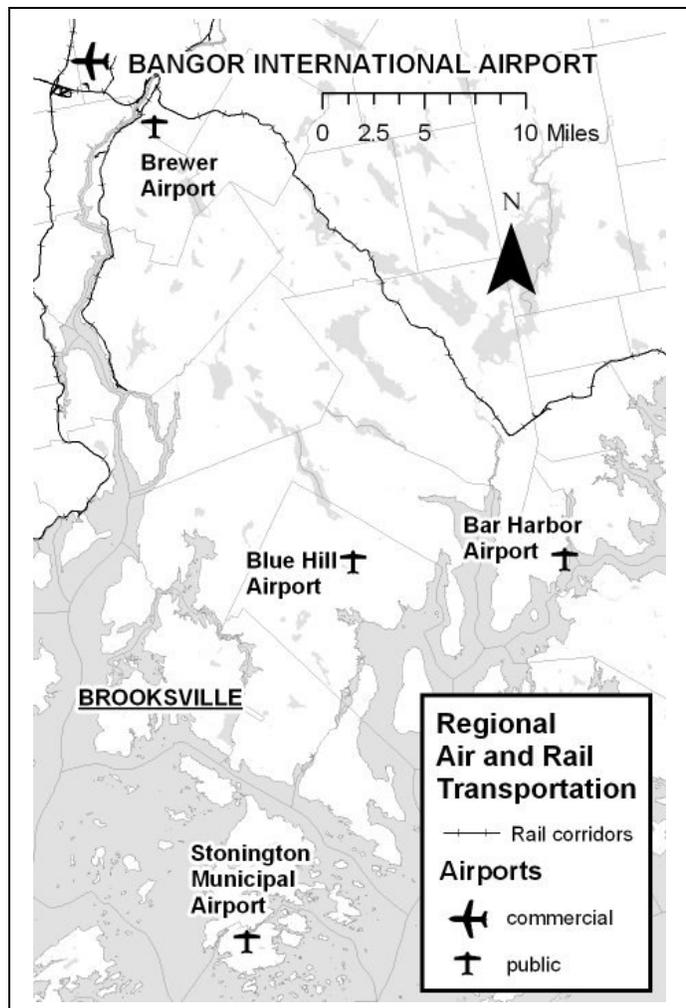
The major local transportation issues are speeding and safety. It is difficult to enforce speed limits due to the limited police coverage. The town may want to undertake a local road improvement program that would involve developing a planned schedule of improvements over a multi-year period.

Many small towns have found that their road costs have increased due to increased traffic and road maintenance associated with new subdivisions. It is possible through subdivision ordinances to address both on and off-site traffic impacts. For example, the ordinance could require that all subdivision roads be built to town standards. This would reduce the cost of maintaining such roads if they are ever accepted as town ways.

Subdivision ordinances can also address off-site traffic impacts. An increased flow of traffic from a given subdivision can often affect the capacity of a road. The ordinance should require that a traffic impact study be prepared by the developer to determine what specific road improvements may be needed. The developer can be asked to contribute the development's fair share of the costs needed for the improvements. Such measures can reduce the cost of future maintenance on Brooksville's 35 miles of local roads.

**12. Regional Transportation Issues**

One regional transportation issue is the poor condition of some state roads on the Blue Hill Peninsula, especially when affected by deep frosts. Brooksville may want to work with adjoining towns in lobbying MDOT to establish maintenance priorities for roads on the Peninsula.



## E. PUBLIC FACILITIES AND SERVICES

### 1. Purpose

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

- a. Identify and describe Brooksville's public facilities and services; and
- b. Assess the adequacy of these services to handle current and projected demands.

Town expenditures are discussed in detail in the Fiscal Analysis Chapter. The complete Capital Investment Plan (CInP) is included in the Implementation Section.

### 2. Key Findings and Issues

One public facility issue facing Brooksville is the need for new public works equipment. As the town grows, town officials, such as the Code Enforcement Officer, face expanded responsibilities. The town also faces increased solid waste and recycling costs. Renovating the elementary school is a major issue that has been extensively studied by an appointed committee. Solutions to the school issues were agreed to concurrent with the writing of this plan and implementation has begun.

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

About 70 percent of survey respondents indicated that town government was responsive to their needs. Only 7% said that the town government was "not very responsive". Comments point toward a desire to see the town government (and other institutions) stay in local control with strong community leadership and increased public availability of town business and facilities. Some mentioned the desire for more services such as recycling/trash pick-up as well as an improved system for obtaining burn permits at the town office. There many positive comments about the library and 95 percent of respondents felt that it was adequate. Concerns were the cost of maintaining the school. There was also concern about inadequate police protection.

Citizens at the workshop pointed out that the projections for the school are already 20% below the current enrollment there, but that fluctuations are expected.

### 4. Town Government

#### a. Current Conditions

Brooksville has a town meeting form of government. Day-to-day affairs are handled by the three selectmen. There are no full-time staff. The tax collector/clerk, treasurer and code enforcement officer all serve part-time.

b. Current and Future Adequacy

Overall, current staffing arrangements are not adequate and the work load of town officials has been increasing. For example, the responsibilities of the Code Enforcement Officer grow with more development in town and as additional regulations take effect. The hours that the town offices are available to the public and resources given to town officials should thus be periodically reviewed.

**5. Solid Waste Disposal and Recycling**

a. Current Conditions

Brooksville uses the Blue Hill-Surry Transfer Station for all municipal solid waste disposal and recycling. In 2001 the facility had, according to State Planning Office records, an adjusted recycling rate of 25.7 percent. This compares to a 48.9 percent rate in Bucksport-Orland, 18.5 in Deer Isle and 17.5 percent in Stonington. The facility thus has a higher recycling rate than some nearby facilities, but lower than others. The recycling rate increased in the early 1990's, but the trend has reversed in recent years. For example, it had a 13.3 percent rate in 1991, 31 percent in 1994, 33.3 percent in 1995, 29.0% in 2000 and 13.8% in 2002. Materials that are not recycled are generally hauled to the regional PERC incineration facility in Orrington. The Blue Hill facility also boasts the only state-approved CDD landfill in Hancock County. Wood waste has traditionally been burned, but a local contractor now grinds much of it to be composted.

Recent and planned changes in transfer station operation are designed to increase the rate of recycling and decrease potential municipal fee increases by the facility which is owned by the towns of Blue Hill and Surry. For example, there has been an addition to the recycling building for a reuse area and changes in the layout of the facility to facilitate recycling are planned. Fees for all CDD (Construction Demolition Debris) and wood waste have been implemented and municipal solid waste (MSW) fees may be added to provide incentives to recycle.

b. Current and Future Adequacy

The facility faces several challenges in the next few years. First, overall costs have been increasing. Brooksville's annual share of the facility's costs have increased by 34 percent from \$60,000 in 2000 to \$80,500 in 2001. This was due in part to the cost of meeting DEP requirements for placing final cover on a closed portion of the CDD landfill. It is also due to the construction of an addition, purchase of new equipment and increased maintenance costs. Second, the CDD landfill is filling up more quickly than had been hoped. It will need to be covered and replaced with other means of disposal before the end of the decade if changes are not made. Current rates of disposal may be reduced by strictly eliminating materials from the landfill that can be disposed of economically elsewhere. Third, increased operating costs may require other management changes to be made. These could include evaluating the possibility of establishing a transfer station in Brooksville and thus reducing travel costs as well as developing an equitable disposal fee schedule.

6. Fire Protection

a. Current Conditions

Fire protection is provided by the Brooksville Fire Department. Additional coverage is available through automatic mutual aid arrangements with the Sedgwick, Penobscot, Deer Isle and Blue Hill Fire Departments. The average response time to a fire is 7-10 minutes. The response time to the most remote part of town is 12-15 minutes.

1). Facilities

Presently, there are two fire stations in Brooksville. Station #1, located at the corner of Townhouse and Coastal Roads, was built in 1990. The one-story facility is comprised of several areas totaling 5,375 square feet within the same structure as the town office and Library. In addition to the four heated equipment bays of 2,752 s. f. are the office (80 s. f.), the utility room (80 s. f. ), a meeting room (640 s. f.), a locker/bath room (240 s. f.), a small kitchen (63 s. f.) and a storage area (1036 s. f.).

Station #2 , located at the corner of Varnumville and Bagaduce Roads, was built in 1978. The one-story facility is composed simply of two heated equipment bays of 864 s. f. total. The two facilities adequately house all of Brooksville's current fire fighting equipment. However, the community is considering upgrades in several areas. A larger kitchen in Station #1 would be more practical for department activities. Significant renovations are being considered for Station #2 as well including taller doors to accommodate newer fire trucks in the future.

2). Staffing

Brooksville is an all volunteer fire department. Some officers receive a modest stipend from the department association or from the town. Operating an all volunteer company is increasingly difficult in light of complex regulations that govern fire departments. Training in fire fighting and other matters demands considerable time that many volunteers simply do not have. As of 2004, there were 24 volunteers in the department. Many of these are not available to respond to calls during the day. It has been difficult to sustain a sufficient number of volunteers.

In addition to fighting fires, the department sponsors fire prevention programs at the school and in day care centers. Calls for service are shown on Table E.I. Though the table shows an increase in total calls, the Fire Department Secretary said that the number of serious emergencies has not grown in recent years.

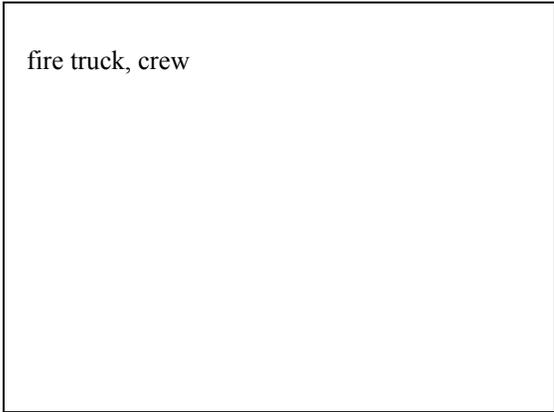


Table E.1 Brooksville Fire Department Calls for Service	
Year	Number of Calls
1995	28
1996	22
1997	11
1998	36
1999	47
2000	24
2001	44
2002	43
2003	52
Source: Fire Department Records	

### 3). Equipment

The current inventory of vehicles is shown in Table E.2. The department does not see the need for additional pieces of equipment in the near future as the current equipment is operational and expected to remain in service indefinitely with proper maintenance.

#### b. Current and Future Adequacy

Seventy-five percent of survey respondents rated Brooksville's fire protection as good to excellent. A possible major capital need facing the department are the fire station renovations mentioned previously. The department indicates that water supplies throughout town are generally adequate for fire fighting purposes. While no emergency vehicle access problems have been reported on town roads, the department reports a problem with overly narrow private driveways. This a problem with both summer and year-round dwellings. Long term plans may include an additional station on Cape Rosier. This would allow shorter response times and perhaps lower insurance premiums for nearby residents.

There is a need for paid clerical assistance to effectively deal with increased paper work and the issuance of burn permits. This clerical activity is not easily assumed by the volunteer members of the fire department. Expanded town clerical staff operation could assume this duty.

Table E.2 Fire Department Vehicles, 2004			
Type	Year	Condition	Years of Service Left
750 GPM Pumper	1979	operational	indefinite
Dodge 1-Ton Truck for fighting forest fires	1988	operational	indefinite
International Pumper/Tanker 1000 GPM pump with 1500 gallon tank	1990	operational	indefinite
Ford Tanker 500 GPM pump with 1800 gallon tank	1996	operational	indefinite
GMC 1-Ton Utility Truck	1999	operational	indefinite
Source: Brooksville Fire Department			

7. Police Protection

a. Current Conditions

There is no municipal police department in Brooksville. Police protection is provided by the County Sheriff's department and the State Police. Brooksville is served by the Hancock County PSAP, which is backed up by the Orono PSAP.

b. Current and Future Adequacy

Given the town's rural nature and low demand for police services, current police protection arrangements are generally adequate. There have been some concerns raised about lack of enforcement of speeding laws and a slow response time by police officers. Police protection received a relatively low 50 percent adequacy rating in the public opinion survey. However, the cost of contracting for any additional police protection makes it unlikely that there would be an expansion of police service in the near future.

8. Ambulance

Ambulance coverage is provided by Peninsula Ambulance Service of Blue Hill which has 2 units on call 24 hours per day. Other services available to Brooksville include County Ambulance of Ellsworth and municipal, volunteer units in Bucksport, Castine and Deer Isle. It normally takes about 15 minutes to respond to a call. There are no plans to change this service and it was rated at least adequate by 69 percent of the public opinion survey respondents. There is a need for three EMT certified people in town who could act as first responders. The fire department has funds earmarked for their training.

## 9. Education

a. Current Conditions

Brooksville students attend grades K-8 at the Brooksville Elementary School, which has a 2002 school year enrollment of 75. This figure is said to exceed the facility's rated capacity. The town is currently studying the possibility of a school expansion. Brooksville is a member of School Union 93, whose other members are Blue Hill and Penobscot.

The Brooksville school has 6 classrooms with an average size of 600 square-feet. Other facilities include a gymnasium (about 3000 square-feet). There is also a kitchen and a library. The main building is more than forty-years-old and the wing is twenty-years-old. Both sections are in serviceable condition, but are in need of improvements as described below. The current staff of nine full-time faculty provides an adequate student/teacher ratio of about 8.1. Enrollment trends since 1989 are shown on Table E.3 below. The total number of Brooksville students, including those in grades 9-12, increased 25% from 113 in 1989 to 142 in 2003.

b. Current and Future Adequacy

Renovating the elementary school is a major issue that has been extensively studied by an appointed committee. Solutions to the school issues were agreed to concurrent with the writing of this plan and implementation has begun.

Data from the Brooksville School indicate several more years of fairly static enrollment, but population trends show that declining enrollment is a possibility in the future (see table A.2). Another significant issue is the unpredictable aspect of home schooling and Bay School enrollment.

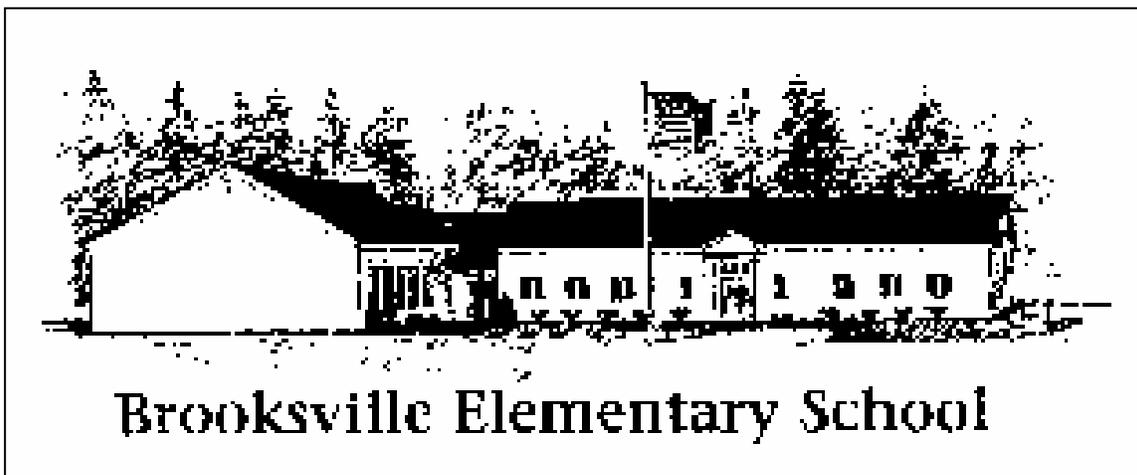


Table E.3 School Enrollment Trends, Brooksville, 1994-2004						
Numbers of students						
Year	School Name	K-6	7-8	9-12	Subtotals	Town totals
1989	Public	64	14	35	113	<b>113</b>
1990	Public	52	17	33	102	<b>102</b>
1991	Public	77	19	31	127	<b>127</b>
1992	Public	80	12	46	138	<b>138</b>
1993	Public	90	16	41	147	<b>147</b>
1994	Public	71	11	39	121	<b>121</b>
1995	Public	78	19	40	137	<b>137</b>
1996	Public	70	14	36	120	<b>120</b>
1997	Bay School	4	4		8	<b>140</b>
1997	Home Schooled	9	1	1	11	
1997	Public	63	16	42	121	
1998	Bay School	4	2		6	<b>141</b>
1998	Home Schooled	8	3	1	12	
1998	Public	64	16	43	123	
1999	Bay School	2	2		4	<b>130</b>
1999	Home Schooled	7	2	1	10	
1999	Public	55	19	42	116	
2000	Bay School		3		3	<b>130</b>
2000	Home Schooled	5	5	2	12	
2000	Public	62	13	40	115	
2001	Bay School	3	3		6	<b>137</b>
2001	Home Schooled	5	5	1	11	
2001	Public	60	15	45	120	
2002	Bay School	3	1		4	<b>140</b>
2002	Home Schooled	4	1		5	
2002	Other	1			1	
2002	Public	64	20	46	130	
2003	Bay School	5	2		7	<b>142</b>
2003	Home Schooled	5	2		7	
2003	Other	1			1	
2003	Public	61	14	52	127	

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

More information can be found at the Brooksville Elementary School homepage at: <http://www.brooksville.u93.k12.me.us>

10. Public Works

Road maintenance and other public works tasks are overseen by the road commissioner. Most regular maintenance, such as repairs and plowing are done on an hourly basis as needed by the four-member staff. Paving is contracted out. No change in current arrangements is foreseen.

The town owns several pieces of road maintenance equipment including 3 plows, 2 sanders and a grader. It leases a backhoe/loader. The town would like to replace the sanders and plows within the next five years while possibly purchasing a backhoe/loader and adding a truck. Funding for these needs is included in annual town budget considerations and in the Transportation Reserve Account of the Capital Investment Plan. The town has a salt/sand pile near the Town Office. A possible salt/sand shed is discussed in the water resources section. Public comments about road conditions are to be found in the transportation section of this document.

11. Town Office

a. Current Conditions

The primary town building, apart from those mentioned under the descriptions of other facilities, is the 2000 square-foot town house. This facility was built in 1994. Major rooms include 560 square-feet of offices for the selectmen and secretary, a 730 square-foot meeting room & voting area and 300 square-feet of offices for the town clerk and treasurer's. Other rooms include the vault, storage room, lavatories, kitchen, halls and entryways.

b. Current and Future Adequacy

According to the selectmen, these rooms are adequate for their purpose both in terms of their size and condition. No additional rooms or space are needed at this time or in the foreseeable future. No repairs are needed beyond regular maintenance and upkeep. The townspeople are also quite satisfied with the facility with about half giving it the highest rating of "excellent" in the survey.



Town office, library and fire house

12. Library

a. Current Conditions and Usage

The Brooksville Free Public Library was originally built in 1993 as part of the Brooksville Townhouse (see description above). The present facility has about 1985 square-feet of floor space plus attic storage space. Major rooms include a main room and circulation area, a 323 square-foot children's area and a large outside deck. There is also a meeting room and office.

The Brooksville Free Public Library is open every Monday and Wednesday from 9 - 5; Thursday evening, 6 - 8; and Saturdays, 9 - 12, all year-round. According to the librarian, these hours are sufficient. As of 2003, the library had a total of 11,000 volumes and an annual circulation of 8151 volumes. According to the staff, the library is one of the top circulating libraries in the state based on its service population. More information can be found at the library's website at <http://www.brooksvillelibrary.org>

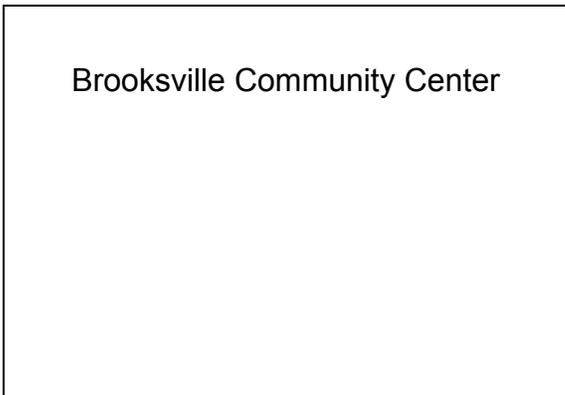
The library has special collections of Maine books and genealogical materials. It also has video and audio collections and a large print book collection. It provides interlibrary loan services to its users and also provides books to other libraries. It has two public access computers with Internet services and one computer for staff use. Staff consists of a part-time head librarian and a part-time assistant librarian. There is an approximately 80 member Friends of the Library group and about 15 working volunteers who regularly assist in library operations.

b. Current and Future Adequacy

According to the librarian, the library meets most current Maine State Library Association guidelines for a facility serving a town of Brooksville's size. No expansions of staff, services or facilities are presently planned.

13. Community Center

The Community Center is an older 48' x 70' structure in South Brooksville. The wood-framed building has been well maintained and seems adequate for current demand. More parking has been added recently, but when nearby businesses are open, demand still exceeds supply. Town related activities such as Historical Society events, craft fairs, public fund raising activities, informal basketball games and exercise groups use the facility at no charge. The facility may be rented for private functions.



## F. HEALTH and RECREATION

### 1. Introduction

A comprehensive plan should contain an inventory of current health and recreational facilities and needs in a community and determine what may be needed in the future. Specifically, this section will:

- a. describe current health and recreational resources in Brooksville;
- b. assess the current and future adequacy of these resources; and
- c. predict whether the availability of open space areas for public recreation and access will be threatened by future growth and development.

### 2. Key Findings and Issues

Brooksville has limited recreation facilities and programs. It is unlikely that there could be a major upgrade of facilities due to the town's low year-round population and the many demands already placed on its tax base. Particular needs that the town might want to address are safe neighborhood walks and creation of a town health and recreation committee.

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

Sixty-two percent of respondents felt that recreational facilities and programs were at least adequate with half of those rating them good to excellent. Survey results on public access to salt water are discussed in the Marine Resources chapter. Survey and Workshop comments suggested the need for a recreation committee to guide the enhancement of opportunities for tourism, recreation, biking, music, arts and theater.

### 4. Current Health and Recreation Resources

#### a. Health Resources

Major area health facilities are summarized on Table F.1. For reports on health programs and assets in surrounding areas by the Hancock County Coalition for Community Health, see <http://www.hcpcme.org/pubadmin.html>. One of the documents found there, the *Healthy Peninsula Project Community Assessment* points out the major health concerns of the Blue Hill Peninsula. Significant points include the aging of the local population, incidence of chronic diseases, obesity and drug, tobacco and alcohol-related problems. The report discusses the importance of regular physical activity and healthy eating as well as the health effects of the physical and social environments.

For emergency response services, see Section E of this Plan.

<b>Table F.1 Health and Recreation Resources: Brooksville, 2004</b>			
<b>Major Area Health Facilities</b>		<b>Location</b>	<b>Miles from Brooksville</b>
Blue Hill Memorial Hospital		Blue Hill	11
Maine Coast Memorial Hospital		Ellsworth	27
Eastern Maine Medical Center		Bangor	50
St. Joseph Hospital		Bangor	50
<b>Sport, Game and Exercise Facilities</b>			
<b>Name</b>	<b>Owner</b>	<b>Facilities</b>	<b>Activities, Comments</b>
Community Center	Town	Large activity room	Exercise, yoga, arts, crafts and presentations.
Elementary School	Town	Playground, ball fields, courts, gym.	Soccer, Baseball, Softball and indoor sports.
Townhouse	Town	Activity rooms, adjacent ball fields	Outdoor sports, exercise, yoga, arts, crafts and presentations.
<b>Outdoor Activity Centers</b>			
<b>Name</b>	<b>Land Owner</b>	<b>Water Body</b>	<b>Location, Facilities, Activities, Comments</b>
Ames Cove	Private	Penobscot Bay	Access to sand/gravel beach via trail.
Bakeman Beach	Private	Bakeman Cove	Access to beach and views from public road.
Blake's Beach	Private	Penobscot Bay	Access to shore via Harborside public road.
Ferry Landing Natural Area	Conserv trust	Bagaduce River	Public access to shore via foot trails. Small parking area 23 acres
Forest Farm Good Life Ctr.	Private	Near Orr's Cove	100 acres of fields and woods. Homestead, gardening and other programs
Hay Landing Road	Private	Eggemoggin Reach	Access to shore via public road off Weir Cove Road.
Holbrook I. Sanctuary	State Park	Penobscot Bay	9 hiking trails (8.8 mi.) on 1343 acres, 30 pkg spaces, picnic area, carry-in boating.
John B Mountain Trail	Private		Off Breezemere Farm Road. Public easement for trails.
Native Trail (canoe trail)	Public/private	Various	Circles town via various fresh and saltwater courses.
Snow Natural Area	Conserv. trust	Bagaduce River	Natural Area - trails, foot access to water. Small parking area. 47 acres
Walkers Pd Beach	Private	Walkers Pond	20' of beach in private, 1 acre camping area
<b>Source:</b> Brooksville Comprehensive Planning Committee and state information			

**Note:** See the Marine and Water Resource Sections for more information on water access points used for boating.

**b. Health and Recreational Facilities, Programs and Activities**

Brooksville's recreation facilities are summarized on Table F.1. Recreational programs include Little League Baseball, Boy Scouts, Girl Scouts and the Explorers Club at Elementary School. Local churches have become more active in providing programs. These include camping trips and roller skating. The Healthy Peninsula group & Blue Hill Hospital are sponsoring "Get Strong Get Healthy" workout sessions three times a week at the Community Center. There are two qualified yoga teachers in Brooksville who offer classes twice a week in the Community Services Building. Often there are walks and talks sponsored by the Friends of Holbrook Island Sanctuary. Other recreation organizations in Brooksville include the Steel Band, Friends of the Library and The Conservation Trust of Brooksville, Castine & Penobscot. Special events include a public Christmas Tree lighting and the annual 4th of July Parade in Harborside.

**5. Adequacy of Brooksville's Recreational Resources**

The adequacy of Brooksville's recreational resources can be evaluated in two ways. First, the town's current facilities and programs can be compared to recommended state standards for communities of comparable size. The town's projected population can be used to determine future adequacy. Second, the subjective impressions of residents and information gathered through the public opinion survey and public meetings may be used. Since every town is different, the state standards should be considered as general guidelines. Table F.2 shows the recommended state standards for towns under 1,000 population as well as those between 1,000 and 1,500.

Since Brooksville does not have some of these facilities, it may want to explore options for sharing additional facilities with adjoining towns. The town may also want to develop a long-range recreation plan so that facilities could be upgraded gradually in a manner that reflects the limited tax dollars available. Suggestions for improving Brooksville's health and recreation opportunities can be found in the Goals section.

<b>Table F.2 Guidelines for Recreation and Park Services (recommended state standards)</b>	<b>Population Criteria</b>		Does Brooks -ville have?
	under 1000	1000 to 1500	
<b>I. Administration</b>			
A. Recreation & Park Board or Committee	X	X	<b>no</b>
<b>II. Leadership</b>			
1. Summer Swim Instructor	X	X	<b>no</b>
2. Summer Recreation Director		X	<b>no</b>
<b>III. Public Programs</b>			
A. Swim Instruction Program	X	X	<b>no</b>
B. Supervised Playground Program	X	X	<b>no</b>
C. Senior Citizen Club		X	<b>no</b>
D. Skiing Instruction Program		X	<b>no</b>
E. Ice Skating	X	X	<b>no</b>

F. Community-wide Special Events	X	X	<b>yes</b>
G. Arts and Crafts Program		X	<b>yes</b>
H. Evening Adult Education.		X	<b>yes</b>
<b>IV. Public Facilities (to include School Area)</b>			
<b>A. Outdoor Facilities</b>			
1. Community Recreation Area: 12-25 acres	X	X	<b>yes</b>
2. Special Facilities			<b>no</b>
a. Softball &/or Little League Diamond (.75 per 1,000)	X	X	<b>yes</b>
b. Basketball Court (.50 per 1,000 pop.)	X	X	<b>yes</b>
c. Tennis Court (.67 per 1,000 pop.)	X	X	<b>no</b>
d. Multi-purpose Field: football, soccer... (.5 per 1,000)		X	<b>yes</b>
e. Ice Skating (5,000 s. f. per 1,000 pop.)	X	X	<b>no</b>
f. Playgrounds (.50 per 1,000 pop.)	X	X	<b>yes</b>
g. Horseshoe Courts		X	<b>no</b>
h. Shuffleboard Courts		X	<b>no</b>
i. Picnic Areas w/ tables & grills (2 tables per 1,000)	X	X	<b>yes</b>
<b>B. Indoor Facilities</b>			
1. School Facilities Available for Public Use	X	X	<b>no</b>
2. Gym or Large Multi-purpose Room (.20 per 1,000)	X	X	<b>yes</b>
3. Auditorium or Assembly Hall	X	X	<b>yes</b>
4. Public Library	X	X	<b>yes</b>
<b>V. Finance (funds for operation and maintenance - not capital)</b>			
A. Minimum \$6 per capita for part-time program	X	X	<b>no</b>
Source: Recreation and Open Space Planning Workbook, Office of Comprehensive Planning, Dept. of Economic and Community Development; May 1991.			

**6. Open Space**

a. Inventory

Publicly owned open space parcels and easements are shown on Map #2 and described in the Natural Resources Recreation, Marine and Water Resources Sections where applicable.

***Look for the signs...***

b. Assessment of Threats to Open Space

Brooksville has many unprotected open space areas which may presently be taken for granted and could be developed in the future. Another possible threat concerns land that is presently open for fishing and hunting. Such areas may be posted against these activities as land ownership changes. Even if the outright acquisition of conservation easements isn't possible, some open space areas could be preserved from development through the use of cluster subdivisions should the town decide to pursue this option in the future. Clusters allow for lot layouts that preserve areas of open space by concentrating individual building lots in one portion of a development.

View of the Bagaduce River from the Ferry Landing Natural Area

**7. Regional Issues**

Given Brooksville's relatively low year-round population and limited infrastructure, it is important that it approach some recreational issues regionally. For example, after-school recreational programs can be developed in concert with other towns on the Blue Hill Peninsula. The town may also want to become involved in efforts to develop a regional recreational center that would serve all age groups.

Private recreation groups in the Brooksville area such as the Hancock County Trailblazers (snowmobile club) and the Acadia Area ATVers (ATV rider club) are expected to continue to fill a need in this area.

**G. MARINE RESOURCES**

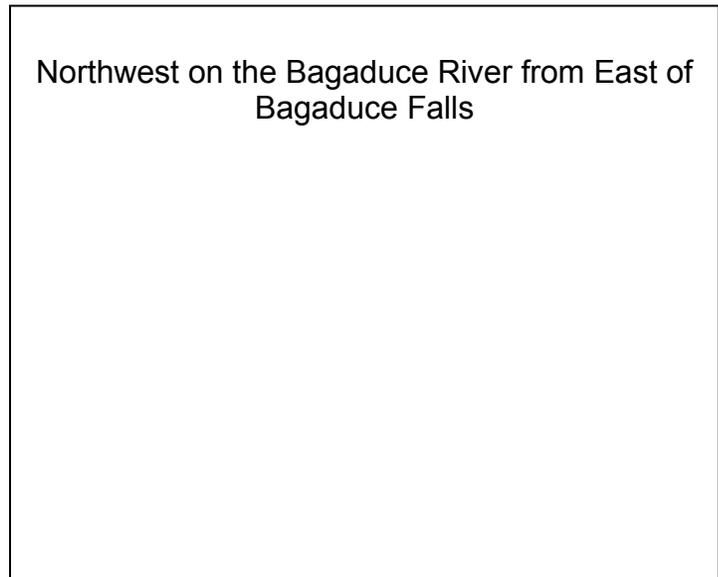
**1. Introduction**

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

- a. describes Brooksville's marine resource areas, facilities, and water-dependent uses;
- b. assesses the adequacy of existing facilities, and public access points to handle current and projected use demands; and
- c. assesses the effectiveness of existing measures to protect and preserve marine resource areas and important water-dependent uses.

**2. Key Findings and Issues**

While marine resources still contribute in important ways to Brooksville's economy, the local fishing community faces serious challenges that confront the industry in the entire region. The Shore Access Committee initially addressed the needs regarding public access to the water and completed the Town Landing at Betsy's Cove. The addition of floats planned for the Dodge's Point Town Landing in Smith Cove will further contribute to fulfilling the Town's need for public boat access.



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

There were many comments in the survey about the need for good access to the shore. When asked for an opinion on public access to salt water, the most common answer given was "poor", followed closely by "adequate". Only 30% of respondents felt that these facilities were good to excellent. Workshop attendees suggested that the Shore Access Committee be revived and that Shoreland Zoning be strengthened.

4. Marine Resource Areas

a. Shellfish

While some shellfishing continues in Brooksville, harvesting license information from the Maine Department of Marine Resources seems to indicate that it is on the decline. Some areas are closed to shellfish due to polluted water. These closed areas include Buck's Harbor, Penobscot Bay and parts of the Bagaduce River. The closed areas can change periodically. Contamination of shellfish areas is a concern of the town's fishermen.

Table G.1 BROOKSVILLE RESIDENTS: MARINE LICENSES, BOATS AND TAGS						
License Type	Amount of Licenses per Year					
	1999	2000	2001	2002	2003	2004
Commercial Fishing (crew/single)	3	4	3	4	3	3
Commercial Shellfish	9	5	5	4	2	1
Lobster/crab all classes	35	36	37	33	33	31
Marine Worm Digging	1	0	0	0	0	0
Scallops Diver	0	2	0	0	0	0
Scallops Dragger	6	6	4	3	3	2
Sea Urchin Diver	1	1	0	0	0	0
Sea Urchin Dragger	4	4	2	2	2	2
Seaweed Harvester	1	0	0	0	0	0
<b>Total of Licenses</b>	<b>60</b>	<b>58</b>	<b>51</b>	<b>46</b>	<b>43</b>	<b>39</b>
YEAR	1998	1999	2000	2001	2002	
Lobster Tags Issued	10,689	10,847	12,134	13,244	12,510	
Fishing Boats Registered	62	64	62	65	63	
Retail Seafood licenses	10	8	8	8	6	
Wholesale Seafood licenses	2	2	2	2	2	
<b>SOURCE:</b> Maine Department of Marine Resources						

**b. Marine Fishing Licenses**

The licenses listed here are those sold by the Maine Department of Marine Resources (DMR) to Brooksville residents. These include Brooksville residents who may fish out of town but do **not** include non-residents who may fish in Brooksville. The numbers shown may thus understate the full use of Brooksville’s harbors.

Lobster and commercial fishing are a source of employment. Clam, scallop and urchin harvesting have declined. While not significant lately, there has also been some harvesting of shrimp, eel, marine worm and seaweed in past years. Lobster tags (which are issued by the state to register the fisherman and boat on each lobster trap) have generally been on the increase.

**5. Public Access to the Shore**

<b>Table G.2 Brooksville Marine Boating Facilities</b>	
<b>Name and Location</b>	<b>Facilities</b>
Bagaduce Canoe Landing off The Bagaduce Road	Canoe launch site owned by the Blue Hill Heritage Trust to the Bagaduce River. Roadside parking only.
Bagaduce Falls Pullout in North Brooksville	Canoe launch at the reversing falls bridge. Small roadside parking area.
Betsy’s Cove Town Landing in Betsy’s Cove (Buck’s Harbor)	Town owned paved boat ramp and floats in Betsy’s Cove. 25 dock sites. Some onsite parking with more by the Community Center.
Buck’s Harbor Yacht Club in Buck’s Harbor	Private pier, floats, playground, tennis courts, boat ramp, 28 parking spaces, 5 mooring permits and 50 dinghy tie-up spaces. Membership required for use of facilities.
Buck’s Harbor Marine in Buck’s Harbor	Private pier, marine services and supply store. Parking and rental moorings. Membership required for use of facilities.
Dodge’s Point Town Landing In Smith Cove	Town-owned paved boat ramp and parking spaces. The town has received a State matching grant to improve the site. Floats are planned with 20 dinghy spaces.
Holbrook I. Sanctuary on Cape Rosier	State Park-- 2 piers and 2 carry in boat sites, 30 total parking spaces, 3 mooring sites and 7 dock sites.
Orr’s Cove (Cape Rosier)	Access to shore via public road
South Wharf Road Landing in West Brooksville	Bagaduce R. boat access via public easement. No parking area. Minimal parking in road right-of-way.
Frank Fowler Road In North Brooksville	Undeveloped possible access to Bagaduce River
Source: State of Maine Comp Plan Resource Packet and Comprehensive Planning Committee	

*See the Recreation and Water Resource sections for more information on these and other sites with water related activities.*

**a. Publicly Owned Points**

As seen in Table G.2 above, there are several public access points to salt water in Brooksville. These include a fully developed town landing in Betsy's Cove, a partially developed town landing in Smith Cove and Right of Way to the shore in West Brooksville. Following the 1980 Comprehensive Plan, the town commissioned a study to determine the town's legal status regarding twelve possible public access points. The report summarizes findings and recommends the best course of action for each site. Some access sites have been developed since the report. More work is seen to be needed on others. For example, the town has completed Betsy's Cove and is to adding floats to the town landing at Dodge's Point.

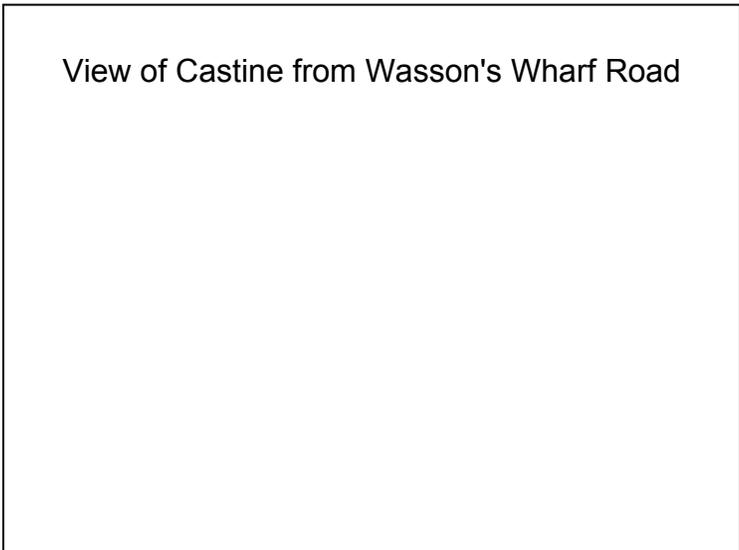
<b>Table G.3 Brooksville Marine Boat Moorings</b>	
Area	Total moorings and floats 2003
Bagaduce River	27
Buck's Harbor	396
Cape Rosier	190
Eggemoggin Reach	34
Harborside	44
Smith Cove	142
<b>TOTAL</b>	<b>833</b>
Source: Brooksville Harbormaster	

**b. Privately Owned Access Points**

As seen in Table G.2, there are several privately owned access points to salt water in Brooksville. These include a marina and a yacht club.

**c. Adequacy of Access**

With the planned improvements to the town landing at Dodge's Point in Smith Cove, Brooksville will have taken a large step in fulfilling its goal of providing good public access to the shore for its citizens. The town may continue to look into the potential development of its other access points.



## **6. Water-Dependent Uses**

Water-dependent uses are defined as those uses that would require direct access to coastal waters and cannot be located away from these waters. These would include fishing operations, piers, and the like. Boat building is a contributor to Brooksville's economy. Since boatyards require at least some access to coastal waters, their needs should be considered in evaluating water-dependent uses. Brooksville's current water-dependent uses are shown on Map #1.

## **7. Harbors & Marinas**

Tables G.2 and G.3 list the harbor and Marina facilities for the town of Brooksville. The town has made some major investments in its harbor facilities in recent years including a new area for parking and better access to Betsy's Cove in Buck's Harbor and to Smith Cove.

## **8. Effectiveness of Existing Measures to Preserve Marine Resources**

The primary way that marine resources are protected in Brooksville is through the Shoreland Zoning ordinance. This is the basic ordinance that all Maine towns are required to have. When Brooksville is revising its land use ordinances, it may also want to review its current treatment of water quality concerns such as storm water runoff from development. The ordinance revisions could call for stricter attention to erosion and sedimentation prevention in new subdivisions. Site plan review procedures could stress standards for the extent of impervious surface and drainage. Such measures could build on those already in place. Enforcement is an important part of any land use ordinance. The view of the shoreline from the water has been altered by vegetative clearing and the construction of large homes. The impact of such development could be mitigated by more thorough enforcement of existing (and any future) shoreland zoning standards.

Overall, it is becoming more difficult for Brooksville to retain its fishing heritage. The higher price of land, competition for public access and federal fishing restrictions are making fishing less attractive. One specific measure that could be considered is more shoreland zoning restrictions to protect water-dependent uses from being converted to other uses (such as a fish pier being converted to shorefront condominiums). There is presently no such protection in town beyond the small Commercial Fisheries and Maritime Activity Districts. Brooksville adopted a Harbor Ordinance in 2002 to regulate marine activities in Brooksville. It established a Harbor Committee and a Harbormaster position which is filled annually by the Selectmen. The Ordinance also sets forth controls for moorings in Buck's Harbor, Smith Cove and other waters in town.

## **9. Regional Marine Resource Issues**

Brooksville shares its marine resources with other communities adjoining Penobscot Bay and Eggemoggin Reach. It thus may want to address issues such as water quality and public access cooperatively with these towns.

## H. WATER RESOURCES

### 1. Purpose

This section will present an overview of Brooksville's water resources. An understanding of water resources is important since all residents must have a reliable source of drinking water. Specifically, this question will:

- a. describe the characteristics, uses, and quality of Brooksville'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

Brooksville residents depend primarily upon bedrock wells for their drinking water. Recent changes to water testing standards have detected naturally high arsenic levels in some private wells. Two sites, the Callahan Mine and the municipal salt/sand pile are considered possible threats to groundwater. No other serious threats to the town's ground water resources have been identified.

There are four freshwater great ponds in town in addition to its largest surface water resources which are marine and estuarine. The Callahan Mine Site is a known source of pollution in Goose Pond. There are eight licensed overboard discharges in town, two of which are currently slated for removal by the DEP. No other major threats to surface water resources have been identified.

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

In 3 separate questions, over 90% percent of respondents favored ordinances to protect aquifers, streams and ponds. Wetlands were favored for protection by 85 percent. Ten percent said that potable water was a major problem with an additional 26 percent indicating it is a minor problem. Slightly fewer felt that air and water quality were problems. In the comments section, residents expressed anxiety about the future of Brooksville's water and air quality if the environment is not sufficiently protected.

Another area touched on in the survey and Workshop is access to fresh water bodies. Only 22 percent of survey respondents felt that residents have adequate access to Brooksville's ponds. Sixty-one percent indicated that access is "poor" while the remaining 17 percent checked "don't know/not sure".

Ideas put forth at the Workshop include creating special areas to protect water quality around the Callahan Mine and in the Walker's Pond watershed.

4. Surface Water Resources

a. Fresh Water Bodies and Watersheds

There are four great ponds (naturally made fresh water ponds greater than 10 acres) in Brooksville. There are about a dozen small ponds, some of which are man-made. These small ponds are not subject to state laws such as the Natural Resources Protection Act.

<b>Table H.1 Characteristics of Brooksville Ponds</b>				
<b>GREAT PONDS</b>				
<b>Name</b>	<b>acres</b>	<b>elevation</b>	<b>direct drainage area in acres*</b>	<b>Access to pond</b>
Goose Pond	107	semi-tidal	1209 (100%)	Public access at state park
Parker Pond	69	62	2023 (100%)	No formal public access
Snake Pond	25	65	254 (100%)	No formal public access
Walkers Pond	685	19	1283 (45%)	See Section I.4.C for more information" on access to Walker's Pond.
<i>Walkers Pond (in Sedgwick)</i>	0	19	1539 (55%)	
<b>OTHER NAMED FRESHWATER PONDS</b>				
<b>Name</b>	<b>acres</b>	<b>elevation</b>	<b>direct drainage area in acres*</b>	<b>Access to pond</b>
Breezemere Dam Pond	4	5+/-	150 (100%)	Just off Breezemere Road. Sometimes used for skating.
Fresh Pond	8	110	55 (100%)	State park-- access via trail
Lily Pond	2	170	63 (100%)	No formal public access
Round Pond	3	170	15 (100%)	No formal public access

*\*Direct drainage area does not include the area of the pond itself or other ponds with associated drainage areas that may feed into the pond*

The only Pond that the DEP keeps significant water quality data on is Walkers Pond. Water quality monitoring data has been collected at Walkers Pond since 1980. In summary, the water quality has been found to be above average. It has very clear waters averaging about 20 feet to a maximum depth of 47 feet. Walkers Pond has a limited ability to sustain cold water fish species due to dissolved oxygen depletion in deep areas. The potential for nuisance blooms is low to moderate.

Susceptibility to phosphorus loading and other contaminants has been identified by the DEP as an important factor in waterbody quality. Phosphorus is a naturally occurring element that clings to soil particles and organic matter. Increasing amounts of phosphorus runoff into a lake will cause algae to become a nuisance and negatively affect cold water fish and may increase the chances of infestations of invasive plants such as milfoil. An abundance of algae turns the lake green and blocks sunlight to deeper levels. This process can destroy the water quality of the lake.

The DEP has identified Walkers Pond as "moderate/sensitive" in its vulnerability to phosphorous levels. This rating is derived from many variables such as flushing, growth and development rates. The moderate/sensitive rating indicates that Walkers Pond has a relatively high potential for recycling phosphorous from bottom sediments. The DEP estimates that the pond can handle 20 pounds of phosphorous from Brooksville's share of the watershed each year. That means that only 0.16 pounds of phosphorous per acre should be exported to Walkers Pond from Brooksville. This same number per acre applies to the Sedgwick portion as well.

DEP standards for the level of protection are advisory only, but can be used as a planning guide for allocating or limiting development in the watershed. Many communities have taken measures to regulate phosphorus runoff resulting from residential development and related activities in their watersheds. If interested, Brooksville could pursue the potential of an in-depth study of phosphorus control measures with the DEP. A simple and less expensive option would be to collect regular data on phosphorus content as part of the ongoing Maine Volunteer Lake Monitoring Program.

A state-stocked brown trout fishery and recognized as an important resource for other recreational uses, Walkers Pond is also one of the few potential surface water sources of drinking water in Brooksville. As such, it should be carefully protected. The Friends of Walkers Pond is a local group that was formed to study and make recommendations related to the best interest of the pond, its wildlife and its users.

With its peninsular geography, Brooksville has many small, relatively short brooks from its interior to the shore. Its one "river", the Bagaduce, is actually a saltwater body. The Route 175/176 bridge culvert creates a reversing falls with the changing of the tides. The upper Bagaduce (south of the bridge) has a lower salt content due to freshwater input and the restricted tidal influence. In addition to recreation, these waters are currently used for raising oysters under an aquaculture lease. Billings Brook, Shepardson's Brook, and Mill Stream (Parker Pond Outlet) are considered significant fisheries habitat that are worthy of increased local protection by the Maine Department of Inland Fisheries and Wildlife.

<b>Table H.2 -- Brooksville Freshwater Streams</b> (named on USGS 7 minute quad sheets)			
<b>Name</b>	<b>Length (mi.)</b>	<b>Terminus</b>	<b>Comments</b>
Benson Brook	0.5	Smith Cove	
Billings Brook	0.8	Walkers Pond	<b><i>Significant fisheries habitat</i></b>
Jerrys Brook	0.6	Meadow Brook	
Lily Pond outlet	0.6	Walkers Pond	Begins at Lily Pond
Marsh Creek	1.2	Goose Pond	Begins at Fresh Pond
Meadow Brook	2.9	Parker Pond	Begins at Snake Pond
Mill Stream	1.3	Bagaduce River	<b><i>Significant fisheries habitat</i></b> Begins at Parker Pond
Round Pond outlet	0.3	Buck Harbor	Begins at Round Pond
Shepardson Bk.	4.2	Wasson Cove	<b><i>Significant fisheries habitat</i></b>
Walkers Pd. outlet	0.7	Bagaduce River	Begins at Walkers Pond

b. Marine Water Quality

The DEP classifies all surface water in Maine. These classifications set the standards allowed for discharges of pollutants. The majority of waters in the state, including those adjacent to Brooksville, are classified "SB," which is the second highest classification. Per DEP standards, habitats in these waters "shall be characterized as unimpaired." No discharges that would cause closure of open shellfish areas are permitted. Dissolved oxygen contents are set at 85 percent.

c. Threats to Surface Water Resources

There are two types of pollution that threaten surface water: point and non-point. Point pollution is attributable to a specific source such as a pipe discharging into a stream. Non-point pollution comes from a general source such as stormwater runoff that carries oil spilled on a road into a stream. The U.S. Environmental Protection Agency (USEPA) placed the Callahan Mine site in Harborside on its Superfund list for clean-up because it is considered a threat to nearby water resources. The Callahan Mine Site is a former zinc-copper open pit mine adjacent to and beneath Goose Pond, a semi-tidal estuary. Operations at the mine ceased in 1972, leaving several piles of tailings and other waste. The tailings piles leach acidic and metal-containing water onto the site and into Goose Pond, which samples show is contaminated with zinc and copper. Under Superfund law, former owners or operators of the property can be held liable for the cleanup. Local groups continue to monitor progress by the federal government on this important project. The USEPA recently selected the Marine Environmental Research Institute (MERI) to administer a one-year, \$50,000 Technical Assistance Grant through the Superfund process, to provide a way for the local community to remain informed and to comment on the cleanup process.

The only other known point sources of pollution in Brooksville are eight licensed overboard discharges, two of which are currently slated for removal by the DEP. These are private residences or businesses that discharge treated wastewater into the water. When properly functioning, these systems do not inordinately pollute the receiving waterbodies. DEP licensing standards and annual inspections are used to assure that they remain in reliable condition. There has been no inventory of non-point sources in Brooksville. These are likely to occur where there are large areas of impervious surfaces. Other possible sources include roads that are subject to erosion or areas where there has been major clearing of vegetation.

Canoe passage to Walker's Pond under Rt. 176

Entry to Walker's Pond from the passage through reeds

d. Access to Surface Water Resources

As stated in the public opinion section of this chapter, access to freshwater bodies in Brooksville is a notable concern. The Public Access Study conducted by the town, and more fully described in the Marine Resources chapter, investigated the possible existence of a public right of way to Walkers Pond. Based on the lack of positive findings, the study recommended that no action be taken. As time goes on, access to these important resources by the general public will likely become more difficult. Traditional, informal access for ice fishing, canoeing and other activities may be lost as properties change hands and areas around these waterbodies are developed further. It is therefore recommended that the town actively pursue and develop public access to its great ponds where possible. See Section I.4.C for more information on access to Walker's Pond.

**5. Ground Water Resources**

As mentioned in the Housing chapter, Brooksville residents and businesses depend on individual wells for their water supply. Seven wells in town have been listed by the Maine Drinking Water Program due to the fresh water demand placed on them. These small systems serve the school, restaurants and inns and other places that cater to the public. The wells are listed below. Areas that normally yield large quantities of water to wells are called sand and gravel aquifers. There are, however, no sand and gravel aquifers in Brooksville. Rather, most wells in Brooksville are drilled in bedrock. Bedrock wells generally yield from about 10 to 50 gallons per minute (gpm). Normally, a well yielding about 1 gpm is considered sufficient for domestic use.

<b>Maine Drinking Water Program Wells in Brooksville (see map # 4)</b>					
ID No.	Owner	Location	Risk Type and Rating		
			Geology	Area	Control
11802101	Breezemere Farm Inn	71 Breezemere Rd.	mod.	high	low
23427101	Buck's Harbor Market	6 Cornfield Hill Rd.	mod.	high	mod.
2140101	Hiram Blake Camp	220 Weir Cove Rd.	mod.	low	low
123101	Elementary School	Route 176	mod.	mod.	high
2136104	Oakland House Inn	435 Herrick Road	mod.	mod.	mod.
2136105	Oakland House Inn	435 Herrick Road	mod.	low	mod.
2136106	Oakland House Inn	435 Herrick Road	mod.	low	mod.

Overall, there are no major problems in Brooksville with ground water supply. There have been some complaints of hard water. Also, there have been isolated cases of inadequate wells. It is not known if these are due to poorly drilled wells or other problems.

**a. Ground Water Quality**

The DEP has rated Brooksville's ground water as GW-A. This is the highest DEP classification and it applies to all ground water in the state unless specifically noted otherwise. DEP standards mandate that these waters be of such quality that they can be used for public water supplies. They shall, per DEP standards, be free of radioactive matter or any matter that affects their taste or odor. Brooksville's 1980 *Comprehensive Plan* noted that some of the wells in West Brooksville had a high iron content while some in the Goose Pond area are high in sulfur. Recent changes to water testing standards have caused the detection of naturally high arsenic levels in some private wells. Well owners should take advantage of more accurate available testing methods to assure that the water is safe to drink.

**b. Threats to Ground Water**

Given the low incidence of non-point pollution in Brooksville and the overall low density of the population, the ground water supply is generally considered safe. Two sites, the Callahan Mine and the municipal salt/sand pile are considered possible threats to groundwater. As mentioned before, the Callahan Mine is on the US EPA Superfund list for clean-up. The salt/sand pile on Route 176 below the town house was deemed safe by the Maine DEP. The town may still want to construct a shed to store the winter salt and sand for other practical benefits and long-term protection of the underlying bedrock aquifer.

The Agency for Toxic Substances and Disease Registry (ATSDR), an agency of the U.S. Department of Health and Human Services studied groundwater near the Callahan Mine site in Harborside for potential exposure to toxins via various pathways including drinking water. ATSDR determined that contaminants from the waste piles or other source areas could infiltrate into the groundwater beneath the site. If people used this groundwater for drinking, they could be exposed to contaminants. A few private drinking water wells are near the site. All samples of these wells to date show that no contaminants are present above drinking water comparison values. Therefore, this pathway is not expected to lead to any adverse health effects and has been dropped from further consideration by the agency. More information can be found on the Internet at [http://www.atsdr.cdc.gov/HAC/PHA/callahan/cmc\\_p1.html](http://www.atsdr.cdc.gov/HAC/PHA/callahan/cmc_p1.html) .

**6. Future Adequacy of Brooksville's Water Resources**

Given the moderate rate of growth projected for Brooksville, current drinking water supplies should be adequate for the foreseeable future. The only possible problem would be threats to individual wells from contamination. Walker's Pond watershed will be studied for special protection should the town ever choose to develop it as a source to augment groundwater in areas that develop a need.

## **7. Adequacy of Existing Measures to Preserve Significant Water Resources**

Brooksville's current measures to protect water resources consist of the Shoreland Zoning ordinance and the subdivision review standards. Its current site plan review ordinance has standards to protect against water pollution, assure adequate sewage disposal and storm water drainage. If the town decides to enact a town-wide land use ordinance, it could develop additional measures to protect water quality. These could include standards for maximum impervious surface, drainage provisions and storage of pollution-causing materials.

## **8. Regional Issues**

There are no immediate regional ground water resource issues facing Brooksville. The town does not share any sand and gravel aquifers with a surrounding town. Given the moderate rates of growth projected for the town, there is no foreseeable likelihood of the town needing to tap into a public water system from a surrounding town. Although Walkers Pond is entirely in Brooksville, much of its watershed is in Sedgwick. To adequately protect the resource in the long term, the two towns will need to work together

## I. NATURAL RESOURCES

### 1. Introduction

A comprehensive plan should provide an overview of a town's natural resources. These resources are important to the town in several ways. First, they provide important wildlife and fisheries habitats. Second, inappropriate development in environmentally fragile areas could be costly to the entire town. For example, disruption of natural drainage patterns could increase the chances of flooding. Thirdly, these resources are an essential part of the Brooksville's rural character.

Specifically, this chapter will:

- a. describe Brooksville's critical natural and scenic resources;
- b. predict whether these resources will be threatened by the impacts of future growth and development; and
- c. assess the effectiveness of existing efforts to protect and preserve these resources.

### 2. Key Findings and Issues

As a coastal community, Brooksville has a diversity of animal and plant life. (See Table I.1) Its coastline is an important habitat for waterfowl. The town contains the essential habitat and nesting areas of the threatened bald eagle. Brooksville is also home to three Rare or Exemplary Natural Communities identified by the Maine Natural Areas Program. A Spruce-Pine Woodland is located in the Holbrook Island Sanctuary on Cape Rosier. A Pitch Pine Woodland can be found between Buck's Harbor and Walkers Pond. And a Pitch Pine Bog is in the midst of the Pitch Pine Woodland

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

There were many positive comments in the survey and during the workshop about Brooksville's natural resources and beauty. Eighty-seven percent of the survey respondents supported measures to protect wildlife habitats. There was also strong support for protecting scenic views (86 percent) and wetlands (85 percent).

### 4. A Summary of Critical Natural Resources

Brooksville's major natural resources are discussed below. There is also further discussion of marine-related resources in the *Marine Resources* chapter and of farm and forest land in the *Agricultural and Forest Resources* chapter.

Table I.1 <b>Wildlife Commonly Found in Brooksville</b>
<b>Wildlife Commonly Found in Brooksville</b>
MAMMALS: beaver, coyote, eastern gray squirrel, hare, harbor seals, muskrat, raccoon, red fox, red squirrel, white tailed deer,
BIRDS: American goldfinches, alder flycatchers, broad winged and other hawks, bald eagles, common crows, common ravens, great crested flycatchers, hermit thrushes, eastern phoebes, rock doves, blue jays, red-winged blackbirds, black-capped chickadees, robins, slate colored juncos, turkeys, ruffed grouse, spruce grouse, swamp sparrows, tree swallows, white-throated sparrows, woodcock, owls, ospreys, purple finches, downy woodpeckers, pileated woodpeckers, yellow shafted flickers, kingfishers, turkey buzzards
SEA BIRDS and WATER FOWL: Black backed gulls, black ducks, bufflehead, double-crested cormorants, eiders, golden eyes, great blue herrons, herring gulls, old squaws, mergansers, terns and guillemots (islands only).
<b>Wildlife Occasionally Seen in Brooksville (rare, reclusive, migratory, etc.)</b>
MAMMALS: Moose, black bears, bobcat
BIRDS: Black-throated green, myrtle and yellow warblers, grebes, loons
<b>Wildlife Reported in Brooksville on Rare Occasions</b>
MAMMALS: Mountain lion, wolf
BIRDS: Golden Eagle
Source Brooksville Comprehensive Plan Committee and state sources

a. Wetlands

Wetlands are one of the most critical natural resources. They often serve as aquifer recharge areas, allowing underground water supplies to be recharged. They are also crucial wildlife and bird habitats. Wetlands are 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. Wetlands are also important as breeding areas for waterfowl and habitat for other wildlife.

There are several major freshwater wetlands in Brooksville. The largest are found in the vicinity of Parker Pond. Others are scattered on Cape Rosier and in West Brooksville. There is a large forested wetland surrounding Snake Pond. An analysis of National Wetlands Inventory maps indicates that there about 760 acres of non-forested freshwater wetlands, 740 acres of forested wetland and 500 acres of inland open water in town. These wet areas comprise about 9 percent of the town's 21,600 acres above sea-level. Brooksville's wetlands are important habitats for aquatic animals such as beaver and muskrat. These areas are also important breeding areas for waterfowl. The DEP rated 5 Brooksville wetlands as High for wildlife habitat. (see Map 2).

b. Wildlife Habitats

Tidal flats are important wintering areas for waterfowl. Birds found on the flats in winter include Bufflehead, Goldeneye, Black Duck and Scaup. The upland environment, which includes mature forests, pioneer hardwood stands and blueberry barrens supports deer and an occasional black bear or moose. Other animals found in this environment include ruffed grouse, pheasant, woodcock, hare and squirrel. Much of the central section of Brooksville would be considered an upland environment. Two large deer wintering areas are mapped on the peninsulas flanking Orcutt Harbor by the Maine Natural Areas Program. Areas of spruce-pine woodland, pitch pine woodland and pitch pine bog are also shown.

c. Fishery Resources

**Fresh Water:** The Department of Inland Fisheries and Wildlife currently stocks Walker's Pond with brown trout. Fair and equitable public access and parking must continue to be available for the stocking arrangements to continue. An agreement allowing public access of boat trailers over the land of Nona currently fulfills this requirement. A more permanent arrangement shall be sought.

**Salt Water:** Lobsters, scallops and fin fish are found in the open waters of the Bagaduce River, Eggemoggin Reach and Penobscot Bay, while clams and sea worms are found on the tidal flats. Marine resources are discussed further in the Marine Resources chapter.

d. Rare Plants and Natural Areas

The state Department of Conservation's Natural Resources Information and Mapping Center maintains records of rare plants and other natural features of special concern. Brooksville contains the essential habitat and nesting areas of the threatened bald eagle. The town is also home to three Rare or Exemplary Natural Communities identified by the Maine Natural Areas Program. A Spruce-Pine Woodland is located in the Holbrook Island Sanctuary on Cape Rosier. A Pitch Pine Woodland can be found between Buck's Harbor and Walkers Pond and a Pitch Pine Bog is in the midst of the Pitch Pine Woodland. Coastal and Inland Waterfowl and Wading Bird Habitat, migratory Shorebird Habitat, a Seabird Nesting Island, Deer Wintering Areas and a rare plant population have also been identified. (see Natural Resources Map 3).

Land use changes in these areas may threaten these features. It is thus important to protect these areas. It is possible that there are other environmentally valuable areas that have not been identified. An inventory could be conducted by interested citizens under the guidance of the Natural Areas Program. Other wildlife habitat information is shown on Map 3. These data are from the Maine Department of Inland Fisheries and Wildlife (MDIFW). They show that nearby islands are particularly important habitats for shorebirds. Shorebird nesting, wading and feeding all occur in these areas. The various inland wetlands are also important wading bird habitat. The Holbrook Island Sanctuary is also important because it is a large protected area containing a variety of habitats and species representative of the entire town.

## **5. Scenic Resources**

Brooksville is a very scenic town with excellent views from public roads and trails. The combination of hills, coves, bogs, blueberry fields and farms assures a rich variety of views. Such views are an integral part of the town's rural character. Areas of particular scenic value accessible by the public are on roads overlooking Castine, the Bagaduce River, Snow's Cove, Smith's Cove, Orcutt Harbor, Buck's Harbor and Walkers Pond. Many scenic hiking trails also crisscross Brooksville. There are also many scenic views from the water. See Transportation Map # 5 for scenic road segments.

## **6. Assessment of Threats to Brooksville's Natural and Scenic Resources**

While there are no immediate major threats to Brooksville's natural and scenic resources, there is the risk of longer-term damage through future development. This is particularly the case in those areas not protected by shoreland zoning or by state essential habitat designation. A poorly planned subdivision development could disrupt views from an adjoining property or disrupt an important wildlife area. There is also the risk to damage to views from the water of the shore if current shoreland development patterns continue. This risk could be mitigated through increased enforcement.

## **7. Assessment of Existing Efforts to Protect and Preserve Brooksville's Natural and Scenic Resources**

Brooksville's Shoreland Zoning ordinance meets all state requirements. This means that some protection is offered to resources along the shore. There is, however, only incidental protection to resources outside of the Shoreland. The town may want to consider other measures to protect natural resources if it enacts a town-wide land use ordinance or if it expands the current scope of its shoreland zoning. These could include larger minimum lot sizes and stricter setback standards in areas where high-value natural resources are present.

Portions of the Shoreland Zone are presently zoned Resource Protection. These include areas around wetlands, ponds and coves as well as along stretches of the Bagaduce River and Penobscot Bay. The restrictions in this zone offer a fairly high level of protection for natural resources. However, there are other portions of the shoreland adjacent to important habitats that are not zoned Resource Protection.

Greater protection would also be possible through revisions to the subdivision ordinance. These could involve creative lot-layout schemes such as clustering. Often, it is possible to make minor changes in the location of lots in a subdivision to minimize the disruption or views from a neighboring property or public road. Also, the initial subdivision application to the planning board could include a requirement that any important habitats identified by the MDIFW be noted. See Table I.2 for more strategies to help protect Brooksville's natural areas.

8. Regional Issues

As a peninsula, Brooksville only adjoins Sedgwick and Penobscot on the land. It lies directly across the water from Castine, Deer Isle and Islesboro. The town may want to solicit comments from adjacent towns if there were a major subdivision or other land development activity near the town line that could affect a rare natural resource. Similarly, the planning board could ask for an opportunity to comment on large-scale development proposals in either adjoining town. This would allow an opportunity for a more thorough assessment of potentially adverse environmental impacts on natural resources.

Table I.2 Brooksville Natural Areas Conservation -- Partners, Tools and Strategies
<b>Land Trusts in Brooksville:</b>
The Maine Coast Heritage Trust, the Nature Conservancy, the Conservation Trust of Brooksville, Castine and Penobscot, the Blue Hill Heritage Trust
<b>Strategies for Conserving Natural Areas in Brooksville:</b>
Identify and conserve wide corridors linking high value habitats and wetlands.
Work with affected property owners on fee purchase or voluntary measures.
Work with state agencies to garner support for projects and seek necessary funds
Work cooperatively with neighboring towns on regional conservation issues
Educate officials and citizens to support and manage local conservation initiatives
Continually map boundaries of conservation areas, corridors and other features.
<b>Tools for Conserving Natural Areas in Brooksville:</b>
<b>Conservation Easements</b> are voluntary legal agreements that allow landowners to place permanent restrictions on the amount and type of future development and other uses on all or part of the property they own. Some easements reduce the property tax burden of owners.
<b>Concept Plans</b> are land use plans initiated by the landowner and reviewed by the Maine Department of Conservation. They may include permanent commitments to conservation in specific areas in exchange for variances in land-use regulations in other areas.
<b>Corporate Conservation Initiatives</b> are voluntary efforts by landowners such as timber companies to identify and protect areas of unique ecological, scenic, recreational, or historic importance. Since the landowner designs the conservation plan, this is a flexible way to protect the resource while pursuing business objectives and enhancing the corporate image.
<b>Certified Timberlands</b> are evaluated by independent companies and certified as being managed and harvested on an environmentally sensitive and sustainable basis. These techniques are designed to increase long-term profitability of their timberlands.
<b>Resource Plans</b> are negotiated agreements made that define standards for timber harvesting, road building, and development and are customized to protect wildlife habitat and recreational opportunities.
<b>Managed Recreation</b> maintained by the landowner or a service contract, builds upon Maine's tradition of public access to private lands in the Northern Forest. Facing increased recreational use and demands, some Maine landowners charge visitors for access to their lands and roads. The proceeds fund the landowners' costs in providing recreational access to lakes and remote campsites.
<i>From a Maine Audubon Society article entitled "What Conservation Looks Like In Maine – Tools To Build a Future For Our Woods, Waters, and Wildlife" written by Susan Hitchcox in the fall of 2001.</i>

## J. AGRICULTURAL and FOREST RESOURCES

### 1. Purpose

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

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

### 2. Key Findings and Issues

About 79 percent of Brooksville's approximately 21,600 acres of land area is forested. The forests are a mixture of hard and softwoods. While the state requirements for placing land under the preferential tree growth tax classification have become more restrictive, the acreage held under this classification in Brooksville has increased slightly in recent years. Forestry is thus an important land use in Brooksville.

The most recent estimate is that there are about 20 farms and many large gardens in Brooksville. The Maine Soil Conservation Service rates about 25 percent of Brooksville's soils as ideally suited for agriculture. Most of these areas are considered to require either drainage or irrigation for successful farming. It is therefore unlikely that Brooksville will see a significant expansion in agriculture, but could focus on maintaining current levels.

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

There were many positive comments about the importance of Brooksville's farm and forest land. About 85 percent of respondents supported measures to protect farmland while 86 percent supported protecting forest land.

### 4. Agricultural Resources

Hancock County Soil and Water Conservation District records show that there are 19 farms in Brooksville that participate in USDA-sponsored programs. These include farming operations with an annual farm-derived income of \$1,000 or more. It is known that there are other farms that do not participate in these programs. The major crop is blueberries although there are also some livestock, feed crops such as hay and vegetable producers. Brooksville is home to many gardeners. It has also become a center for innovative gardening and homesteading skills through the Goodlife Center in Harborside with its apprenticeship program and workshops (<http://www.goodlife.org>) and four-season farmer and author Eliot Coleman (<http://www.fourseasonfarm.com>).

<b>Table J.1 Prime Agricultural Soils in Brooksville</b>		
Category	Acreage	Percent of Total Land Area
All Prime Farmland	405	2%
Farmland of statewide importance	4,813	23%
Total	5,218	25%
<b>Source:</b> USDA Natural Resources Conservation Service		

The United States Natural Resources Conservation Service (NRCS, formerly the Soil Conservation Service) has an analysis of prime agricultural soils. This estimation is based on the suitability of the soils for farmland, rather than their actual use. The rating is derived from factors such as types of soils, drainage and the absence of rocks. Some of these parcels may not be farmed. Similarly, some farms in Brooksville may not be on prime agricultural soils.

The NRCS records show that there are 5,218 acres of highly rated agricultural soils in Brooksville. This represents about 25 percent of Brooksville's land area. As seen in Table J.1, only a portion of these soils (405 acres) are considered prime without drainage or irrigation. The remainder would likely need to be drained or irrigated to become productive.

<b>Table J.2 Farm and Open Space Taxation Parcels in Brooksville</b>				
	Farmland		Open Space Land	
	Number of Parcels	Acres	Number of Parcels	Acres
1997	22	901	36	645
1998	22	901	37	645
1999	23	897	38	690
2000	25	985	38	690
2001	21	863	38	690
2002	20	701	38	1,405
<b>Source:</b> Municipal Valuation Return Statistical Summary, Maine Bureau of Taxation Property Tax Division, Part IV				

Another way to estimate current amounts of agricultural land is through the acreage of land held under the Farm and Open Space Act. This act allows owners of farmland property tax breaks for parcels over five contiguous acres if they meet certain conditions such as a minimum farm-derived income. Normally, qualifying farmers with a long-term commitment to farming would participate in this program. A review of state records indicates that there has been an increase in the acreage held under this tax classification (see Table J.2).

**5. Forest Resources**

Forest is the primary land use cover in Brooksville. The 1979 Land Use Data Base indicated that 79 percent of the land in town was forested. Given the slow rate of development in most of the town since 1979, it is unlikely that there has been any significant decrease since that time. It is more likely that some abandoned fields have reverted to forest, thereby increasing the proportion of forested land.

The forests are a mix of temperate deciduous and northern coniferous trees. Broad-leaved deciduous trees - maple, oak, elm, and beech - are found together with northern coniferous trees, spruce, fir, pine, and larch. Abandoned fields, forest fires, and timber harvesting have combined with the process of succession to produce diverse forests of mixed age.

One source of information on Brooksville's forest resources is data on land held under the Tree Growth Taxation Act. This classification is similar to the Farm and Open Space Act in that owners of forested parcels meeting certain conditions may have their property assessed as forest land rather than for its potential developed value. These conditions became more restrictive in 1989 and were further amended in 1993.

Under the most recent amendments, the definition of forest land no longer includes parcels of less than 100 acres managed solely for personal use. If such properties are to remain in tree growth, the owner must manage the parcel according to a commercial forest management and harvest plan. While there have been some fluctuations in tree growth acreage, the overall trend shows an increase (see table J.3).

Year	Number of Parcels	Softwood Acres	Mixed-wood Acres	Hardwood Acres	Total	Parcels Withdrawn
1997	12	348	103	78	529	0
1998	12	351	93	80	524	0
1999	11	346	86	80	512	1
2000	11	346	86	80	512	0
2001	21	537	347	91	975	0
2002	20	569	369	94	1032	0

**Source:** Municipal Valuation Return Statistical Summary, Maine Bureau of Taxation Property Tax Division, Part III

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

While there are no immediate threats to Brooksville's farmland, it is possible that more will be developed for other uses. Open fields are particularly attractive to developers

since less site preparation is required. One of the major factors influencing the decision to sell farm and for development is the potential values of crops.

Given the large amount of forest land in Brooksville, it is unlikely that development would pose a serious threat to forest resources. Rather, small areas may be cleared for house lots. It is unlikely that the remote, forested areas that are not served by year-round roads would receive any significant development. Another threat is excessive clear cutting. To date, however, most timber harvesting in Brooksville has been on a small-scale basis.

<b>Table J.4 Timber Harvest in Brooksville</b>						
Year	Selection Harvest Acres	Shelterwood Harvest Acres	Clearcut Harvest Acres	Total Harvest Acres	Change of Land use Acres	Number of Timber harvests
1991	55	0	0	55	0	3
1995	245	0	0	245	0	5
1996	90	0	0	90	0	3
1997	172	71	0	243	0	9
1998	243	12	8	263	0	19
1999	377	49	5	431	1	29
2000	92	8	0	100	3	17
2001	119	0	5	124	0	11
2002	14	0	0	14	0	5
<b>Totals</b>	<b>1407</b>	<b>140</b>	<b>18</b>	<b>1565</b>	<b>4</b>	<b>101</b>
<b>Source:</b> Department of Conservation -- Maine Forest Service -- 7/15/2003						

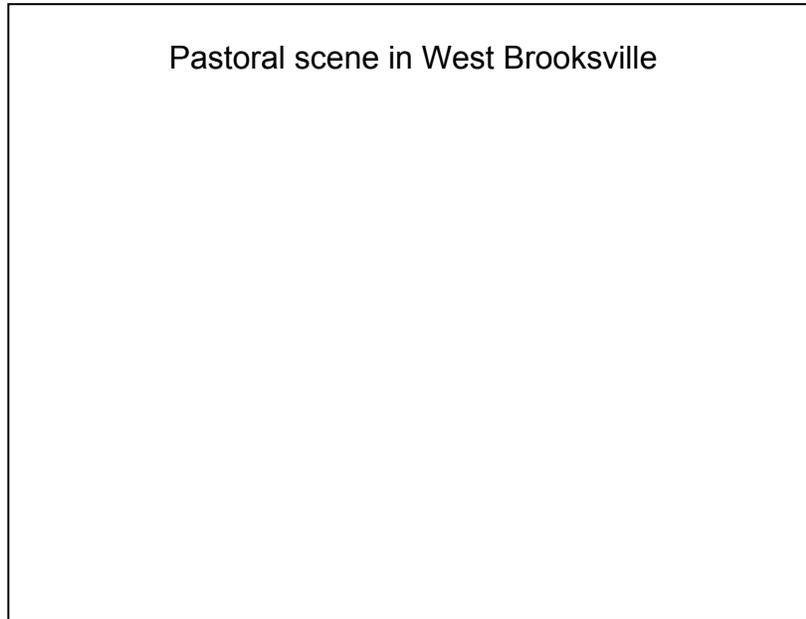
**7. Adequacy of Existing Measures to Protect Farm and Forest Land**

The only measure presently in effect to protect forest land is tree growth taxation. As mentioned above, there is limited participation by Brooksville farmers in the state's farmland taxation program. The town's land use regulations offer no specific measures to protect farm or forest land.

Some towns have enacted land use ordinance measures to increase protection of agricultural and forest resources. As Brooksville formulates its forest and agricultural policies, it may want to review what other towns have done. Some towns have enacted farm and forestry districts, in which relatively large lot sizes are set (as much as ten acres) and the use of cluster development is encouraged. The clusters can allow houses to be built on those portions of the parcel that are not farmed.

Other communities have worked closely with local land conservation groups in identifying farm parcels from which voluntary easements could be acquired from interested farmers. While a parcel under conservation easement will have a lower tax

value, such parcels are usually a long-term tax advantage to a town. First, the value of properties adjoining a conservation parcel normally increases. Second, the tax revenue produced from the parcel if it were developed would probably be less than the cost of providing municipal services such as schools to the new homes built on the site.



**8. Regional Issues**

One of the key ways to keep land in farm and forest uses is to allow the owners to earn a decent income from this land. This can be facilitated through regional efforts to develop new markets for locally grown foods and forest products. The town thus may want to encourage local farmers and forest lot owners to participate in regional efforts that are currently underway.

**Walkers Pond and Brooksville beyond from Caterpillar Hill in Sedgwick**

## K. HISTORICAL AND ARCHAEOLOGICAL RESOURCES

### 1. Purpose

A comprehensive plan should identify critical historical and archaeological resources. These resources are important not only for their role in Brooksville's history, but also for their present-day value. Historic buildings and sites add to the town's quality of life and their presence helps maintain property values.

Specifically, this section will:

- a. present a brief history of the town;
- b. describe Brooksville's historical and archaeological resources;
- c. assess threats to these resources; and
- d. assess the effectiveness of existing measures to protect and preserve these resources.

West Brooksville Congregational Church

### 2. Key Findings and Issues

Brooksville has a fairly large number (20) of known pre-historic (i.e., those predating European settlement) sites along its salt and freshwater shores. However, most of the coastline has not been thoroughly surveyed so the actual number of sites may be considerably larger. Only the south shore of Walkers Pond has had a systematic, modern, professional survey. One site, owned by the Archaeological Conservancy, is listed in the National Register of Historic Places. Eleven other known sites are thought to be National Register eligible.

Six historic archaeological sites are listed by the MHPC for Brooksville. While the town has many buildings of historic interest, only "Topside" (a residence on Walkers Pond) and the West Brooksville Congregational Church are on the National Register of Historic Places. There are many other places that may be eligible for listing.

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

There were many favorable comments in a 1980 survey about retaining elements of Brooksville's past (the question was not asked in 2002). Eighty-two percent of respondents favored measures to protect Brooksville's historic sites and buildings. Citizens at the workshop supported efforts to document Brooksville's architectural gems.

#### **4. Historical Background**

(Adapted from the 1979 Brooksville Land Use Data Base and the Brooksville 1980 Comprehensive Plan written by the Hancock County Planning Commission)

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

The earliest archaeological remains found in this area are attributed to the prehistoric Red Paint People, more recently known as the Moorehead People (named after the archaeologist who studied them) . They are presumed to have migrated from the Saint Lawrence River Valley and inhabited the area for 1,300 years between 3,000 BC and 1,700 BC. The name, "Red Paint," is derived from the heavy concentrations of red ochre (iron oxide) found in the burial sites. These people are considered to be non-agricultural because of a lack of implements and pottery found at their sites.

A second influx occurred around 1,700 BC, this time from southern New England. The Algonquins, as this group is known, were of the Susquehanna tradition. They used different tools and exploited different animals than the Mooreheads. From this second migration arose the numerous tribes, known collectively as the Abnaki, that inhabited the Maine coast at the time of European discovery.

These tribes, the Penacooks, Sacos, Androscoggins, Kennebecs, and the Penobscots are responsible for most of the shell heaps and village sites found along the Maine coast. They wintered on the coast eating shellfish, and then moved inland, up navigable waterways during the summer, to take advantage of fish runs. The coming of the Europeans drastically changed the old Indian patterns. To accommodate the European fur trade and summer navigation the Indians started wintering inland to obtain furs and summering on the coast to trade with the Europeans.

##### **b. European exploration and early settlement**

The coming of the white man has determined the present character of the area. The first recorded explorer to sail along the Maine coast was Sabastian Cabot in 1498; however, recent archaeological discoveries indicate that Norse voyagers may have visited the area as early as the 11<sup>th</sup> century. Cabot was followed by many other early explorers. Samuel de Champlain mapped the Penobscot Bay in 1604. He was in the expedition of Pierre du Guast, to whom King Henry IV of France granted the land known as Acadia, giving du Guast the title, Sieur de Monts. Captain Weymouth followed in 1605, exploring the land and establishing a claim for England.

The early French settlers in this area may have been trappers and fur traders. The first English settlers, however, were involved in fishing on the Grand Banks. As this was initially carried out from England, temporary summer fishing stations were established on offshore islands and on several points. The first English trading post was built in 1623 at Pentaquoet, now Castine. Conflict over land claims between the French and the English was to make what is now Hancock County a no-man's-land during the first half of the 18th century. Because of the turmoil, no major settlement was to take place in

the area until Wolfe captured Quebec from the French in 1759. Fort Pownal, which was built by colonial Americans in 1759, brought the first permanent settlers into the area. The first settlers in Brooksville were from York County. They probably arrived in 1760, settling on the most suitable farmland.

Another major factor in the settlement of the area was the land grant by the Massachusetts General Court in 1762, subject to approbation by the King of England, to David Marsh and 353 others for six townships, each six miles square, lying between the Union River to the east and Penobscot Bay to the west. The six townships were: Township #1, Bucksport; Township #2, Orland; Township #3, Penobscot; Township #4, Sedgwick; Township #5, Blue Hill; and Township #6, Surry. In the summers of 1762 and 1763, the townships were surveyed and the lines laid out. In 1763, settlers arrived from Essex County, only to find that "squatters" from York County had preempted the best land. The dispute between the proprietors of the townships and the squatters was settled after the revolution by the Massachusetts General Court by granting land lots to the settlers from York County. Originally part of Sedgwick, Brooksville was incorporated June 13, 1817 and named after John Brooks, the Governor of the Commonwealth of Massachusetts. One fifth of the taxable property of Penobscot and Castine and one eighth of the taxable property of Sedgwick was taken to form Brooksville.

c. Nineteenth Century Industry and Commerce

Many of the early settlers came to the area to find farmland as the available land in Massachusetts was quickly diminishing. Although the majority of the land was not suitable for farming, by clearing trees and rocks, families could produce enough to supply their own needs, with occasional surpluses providing a limited income. Before the blight of 1845, potatoes were a cash crop and were shipped to Boston. Just the same, farming in Brooksville rarely rose much above subsistence level.

Except for plowing and planting in the spring and harvesting in the fall, the men were free for other activities, most notably fishing and trading in the summer and wood cutting and ship building in the winter, both major concerns in the nineteenth century. The first ship to be built in Brooksville was the 55 ton sloop, *Endeavor*, built about 1793. More than 60 other sloops, barks, brigs and schooners were built in Brooksville by 1900 for coastal and worldwide trade. The vessels carried fish, lumber and later granite and bricks; and returned with sugar, molasses and rum from the West Indies, salt from Portugal, and manufactured goods from England. Not only did the men build the ships, but they also served as officers and in the crews.

Fishing was also a major occupation for which a number of vessels were built. Cod was the primary fishery in the first half of the nineteenth century; it peaked around 1830 and then came to a halt with the repeal of the government bounty in 1866. Mackerel was increasing in importance throughout the nineteenth century, and replaced cod as the major fishery with the repeal of the government bounty and the advent of purse seining. In the late 1800's when the mackerel fishery began to decline, lobstering grew in importance. Another important, but short lived fishery was that of menhaden or porgies. Porgies were caught and pressed for oil and the remains were used for fertilizer and

sheep feed from 1860 to 1879 when the fish failed to return to Maine waters. The Porgy Wharf remains to attest to the extracting factory that was built in South Brooksville in 1875. In the early 1900's herring was an important fishery. They were caught in weirs located on Nautilus Island, among other places in town. Clearly, the fishing industry has been quite varied in response to changes in demand for and supply of different fish.

Lumber was used for ship building and for trade. The straightest and tallest pines were originally used for masts, while other trees were either taken to local sawmills to be cut for lumber or used for fuel. The timber could have been taken to any one of several sawmills. The first was built at Goose Falls in 1767, other early sawmills were built at Brooksville Center in 1767 and at North Brooksville in 1768. The wood that was not cut for lumber was burned as fuel in homes as well in local brick kilns. By 1870, all but the most inaccessible trees in the once virgin forest had been cut, leaving only second growth trees for future harvesting.

Shipping activity in the Penobscot Bay area began to decline after the 1860's; however, quarrying for granite was beginning and would become Maine's major industry by the late 1800's. One of the first quarries in Brooksville was run by the Buck's Harbor Granite Company. The first record of its operation dates from 1836. In 1860, 176.5 tons of paving stones were shipped from Brooksville. Richard and Joab Snow started quarrying at Kench's Mountain in 1870, shipping 300,000 paving stones to New York in 1896. The Maine Lake Ice Granite Company was also at Kench's Mountain. Other quarries were the Wescott Granite Company on the shore of Buck's Harbor, and the Herrick Granite Quarry and the Sargent Granite Quarry on the southern shore of Walkers Pond. The granite industry peaked in the late 1800's. Competition from inland sources served by the newly developed railroads and a diminishing market for granite building and paving material caused the decline in the industry along the Maine coast.

Mining was also taking place in Brooksville in the late 1800's. Two hundred men, including miners from Cornwall, England, were employed to work four shafts at the Rosier Copper Mine on Cape Rosier in the late 19th century. This site near Goose Pond is currently owned by the Callahan Mining Company and was actively mined as recently as the early seventies. The presence of richer deposits elsewhere and the low base metal price combined to curtail activity at the site. Another early industry in Brooksville was the cutting of ice. The Maine Lake Ice Company cut ice on Walkers Pond between 1910 and 1917. The ice was then pulled to the Reach and shipped as far south as Baltimore.

Based upon population figures for the area, it can probably be said that the Penobscot Bay area was at its heyday between 1840 and 1860. Economic activity was based on the exploitation of natural resources that were accessible to ocean-going vessels. The rugged coast with the many small harbors presented an ideal opportunity for water based transportation, while the vast interior could only be traversed with difficulty. Products from the virgin forests, the rich fishing grounds, and the granite quarries were traded around the world. By the 1860's, however, the economy of the area began to decline due to a development in transportation technology and new opportunities elsewhere.

Railroads were making the vast fertile areas in the interior of the United States more accessible and more attractive than the poor, rocky Maine soils. The transition from wooden sailing vessels to iron-hulled steamships curtailed boat building in the area as neither the coal nor the iron necessary for building the new ships was readily available. The dependable service provided by the steamships did, however, make the area more accessible to summer vacationers who began coming to the area in the late 1800's.

d. Twentieth Century Developments

There were other changes occurring in the country toward the end of the nineteenth century that affected Brooksville. Although the first summer vacationers came as early as 1880, they did not appreciably effect the outmigration that was in progress. Boarding houses, then hotels and summer cottages were built to serve these people. At the turn of the century there were two hotels at South Brooksville and one, "Undercliff", on Cape Rosier.

The summer crowd supplied a seasonal, but important source of employment for many people living in towns on the Blue Hill Peninsula at a time when the economic base of the area was eroding. The depression in the 30's limited the number of people able to visit the area and it was not until after World War II that the tourist industry was revived.

"Topside"-- 1918 summer home of logs and stone

In the early 1900's the Maine Central Railroad began cutting into the freight and passenger business of the Boston & Maine Steamship Line and others servicing the area. With the increasing reliance on the railroads, which began service to Bucksport and Ellsworth in 1883 and 1884 respectively, local areas began to change their orientation from Rockland/Boston to Ellsworth-Bucksport-Bangor. This reorientation became complete when the steamer service was discontinued in the late 1930's due to the widespread use of trucks and automobiles. The automobile also affected rail service, so that by the 1940's there was no longer any passenger service on the Maine Central. More recently, air service has affected the transportation network in the area.

Improved transportation, a growing number of people with the time and money for summer travel, and the growth of industry and jobs in Bangor, Bucksport and Ellsworth have all affected development in Brooksville. Although some residents are still involved in fishing and cutting wood, Brooksville's economy is more service oriented now, with many residents commuting to work in the three major job centers in the region.

More recently, there has been a new influx of people. Retirees, finding Maine coastal communities to their liking, have moved into the area in large numbers. Young people have also moved into the area in what has been termed the "back-to-the-land movement". These newcomers have appreciably affected the community, and account for the increase that has occurred in the population since 1960.

This clearly indicates that Brooksville's present character is as much the result of developments that have occurred outside of town as of the town's unique character and location. Thus, for Brooksville to maintain those characteristics which are so highly valued, it must evaluate its present and future growth with an eye to state, regional and even national developments. For a more detailed, recent account of Brooksville's history, see "Maritime History of Brooksville" by Captain Lee Smith.

**5. Archaeological and Historical Resources**

This section will first describe those sites recognized by the Maine Historic Preservation Commission (MHPC) and then discuss other known sites. Since the exact locations of some sites must be kept confidential, some of the descriptions are very general. Further information is available from the MHPC.

a. MHPC recognized sites

The MHPC records list 20 pre-historic (those predating European settlement) sites in Brooksville. These are primarily shell middens (heaps). However, most of the coastline has not been thoroughly surveyed so the actual number of sites may be considerably larger. These sites are located within the Shoreland Zone of the mainland and islands. Only the south shore of Walkers Pond has had a systematic, modern, professional survey. One site, owned by the Archaeological Conservancy, is listed in the National Register of Historic Places. Eleven other known sites are thought to be National Register eligible. The MHPC recommends that portions of Brooksville be studied in more detail. These include the remainder of the Walkers Pond shoreline, the Bagaduce River shore and stone outcrops on Cape Rosier that may have been used as stone tool quarries. Six historic archaeological sites are listed by the MHPC for Brooksville. These include five American shipwrecks. The other is a Native American Village or camp. The MHPC points out that no professional survey for historic archaeological sites has been conducted in town. It is suggested that future study be focused on sites relating to early Euro-American settlement of the late 18<sup>th</sup> century. Specifically, early mill sites, fishing outposts and the British gun battery on Henry's point should be investigated.

<b>Brooksville Buildings and Sites on the National Historic Register</b>		
Name	Description	Location/comments
Topside	Early 20 <sup>th</sup> century log and stone summer residence	Route 176 on Walkers Pond
Congregational Church	Nineteenth century wooden church building	Route 176, West Brooksville
Von Mach site	pre-historic site	Address Restricted
Corinna	American Wreck, screw*	Steam ship built 1899, burned 1912
Gardiner G. Deering	American Wreck, schooner	5-masted built 1903, burned 1930
Diabliesse	American Wreck, gas screw*	21 ton, 1900-1942
Eva and Belle	American Wreck, gas screw*	14 ton, 1881-1934
Laura J.	American Wreck, gas screw*	6 ton, 1906-1916
Historic Indian Village	Native American Camp	
Source: Maine Historic Preservation Commission July, 2003		

\*"Screw" means the vessel has a propeller. "Gas" means it has a gasoline engine.

There are two historic buildings listed on the National Register of Historic Places: "Topside" (a residence on Walkers Pond) and the West Brooksville Congregational Church, both of which are on Route 176. National Register listing offers properties limited protection when federal monies are involved. Consideration must be given to alternatives before federal funds can be used in a project that might alter a property on the Register. There are also certain tax advantages to renovating historical properties. Listing **does not** restrict the decisions of private property owners to do what they wish with their property. Rather, if a property is altered by an owner in a way that destroys its historic character, that property is subject to removal from the Register.

The MHPC suggests a comprehensive survey be conducted of Brooksville's historic above-ground resources to identify other properties that may be eligible for listing in the National Register of Historic Places. Given the many older homes in town, such a survey may reveal many eligible homes. Further information on surveys is available from the MHPC.

b. Locally recognized sites

While there are many older homes of historic interest, no one has conducted a formal inventory of these homes. Forty-seven cemeteries and burial sites have been inventoried by the Brooksville Historical Society. The Society plans to convert a small historical farmhouse on Kench's Mountain into a history museum.

## 6. Threats to Brooksville's Historical and Archaeological Resources

Since there is so little information available about Brooksville's historical resources, sites could be destroyed unintentionally. This could occur through new development such as a subdivision or renovation of an existing building without regard to its historic character. Locations of known sites are not made available to the general public to protect the resources from too much exposure. However, the town could request their locations from the state so that the planning board would have the information when it is needed.

## 7. Assessment of Current Protection Measures

Brooksville presently offers minimal protection to its historical resources. As mentioned above, only two are listed on the National Register of Historic Places. There are a number of steps that Brooksville could take to increase protection of its historical resources. A town subdivision ordinance could require that an in-depth archaeological survey be performed if it is suspected that the site may be of historical value. It may be possible to negotiate with the developer to change the layout of the site to protect the area of archaeological interest. For example, building footprints could be moved to another portion of the parcel.

Local groups such as the historical society may want to contact the MHPC for information on how to conduct a survey of historic sites and properties. This would be an important step in informing residents about the town's historic resources.

## L. LAND USE

### 1. Purpose

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

- a. summarizes the breakdown of developed and undeveloped land in terms of estimated acreage and location;
- b. discusses major changes in Brooksville's land use patterns and how these might affect future land use; and
- c. identifies land areas suitable and unsuitable for the growth likely over the next ten years.

### 2. Key Findings and Issues

Brooksville is a very rural town. About 4 percent of its total land area is developed for residential uses. About three quarters of its land area has low to very low potential for development due to poor soils. While the town has five village-type areas, most development in recent years has occurred along the shore or in rural parts of town. The interior of the town remains mostly undeveloped.

A moderate rate of growth is projected for the future. It is estimated that an additional 182 acres of land will be developed for residential uses by 2015. There may also be minor increases in commercial development. More land may also be held in conservation easements. There is ample land to accommodate future development. The challenge facing the town is thus deciding how to manage its growth.

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

About 87 percent of respondents felt that it was "very important" to preserve the rural way of life in Brooksville. All but 1% indicated that it was at least "somewhat important". Sixty-nine percent of respondents wanted to allow residential uses "anywhere in town" while only 20 percent chose this category as the preferred location for commercial uses. A clear majority of 73 percent wanted commercial uses concentrated "close to village centers" or in "designated areas".

Comments made during the survey showed that most residents value the town's scenic beauty and quiet. Others expressed concern about too much development and sprawl. There were also comments expressing opposition to and support of town-wide zoning.

Residents present at the Workshop expressed that care should be taken when establishing "village growth areas". It was pointed out that some historic villages within Brooksville do not warrant special treatment as a village for the future since they are clearly rural areas now.

4. Acreage of Developed Land

There about 1900 developed acres in town based on US Census 2000 data and committee survey results or 9 percent of the total land area. The number of principal structures was multiplied by an assumed lot size of 1 acre for residential and 5 acres for commercial, public and other non-residential properties. Approximately 6300 acres of the remaining land is restricted from development by conservation ownership, easements and tax-exempt status. This amount includes privately owned land, public land and land held by non-profits. According to this analysis, about 61 percent of the land in Brooksville is available for development. As will be discussed later, much of this vacant land is not easily developable due to poor soils.

<b>Table L.1</b>			
<b>Current Land Use in Brooksville</b>			
Description	Amount	Estimated acreage	Percent of total
Total Land Area	--	21,600	100%
<i>Year round Residential</i>	<i>430 units</i>	<i>430</i>	<i>2%</i>
<i>Seasonal Residential</i>	<i>361 units</i>	<i>361</i>	<i>2%</i>
Total residential	791 units	791	4%
Total Non-residential development	60 units	300	1%
Total Developed	851 units	1,091	5%
Total Undeveloped	--	20,509	95%
Farm and open space exemption land	58 lots	2106	10%
Tree growth land	20 lots	1032	5%
State owned land	4 lots	1279	6%
Conservation group ownership land	5 lots	126	1%
Private Conservation Easement land	37 lots	1970	9%
<i>Easement/exemption/development overlap</i>	<i>-50 units and -5 lots</i>	<i>-50 -207</i>	<i>-1%</i>
Total of land in easement & exemption	119	6,256	29%
Total land available for development		14,253	66%

**Source:** Estimates by the HCPC from committee, US Census 2000 and other data.

## 5. Land Use Patterns

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

### a. An Overview

With about 21,600 acres of land area and 911 year-round residents, Brooksville is a lightly populated town. As a peninsula, most development has occurred around the perimeter of town while the interior portions are largely undeveloped. The shorefront areas have attracted considerable development and there are five established village areas: Brooksville Corner, North Brooksville, South Brooksville, West Brooksville, and Harborside. In recent years, more development has occurred along Routes 175 & 176.

### b. The Shorefront

The shorefront has long been popular as a place for second and year-round homes. Shore property will likely remain in high demand. This area is already regulated through the town's Shoreland Zoning ordinance, which meets state minimum standards. While this ordinance offers protection in terms of waterfront setbacks, timber harvesting and other environmental standards, residents are still concerned over the impacts of shorefront development. The character of the shoreland is changing due to many large homes being built with relatively little space between them. There are shore frontage, but no road frontage requirements. One issue with current shoreland zoning has been enforcement of standards, including timber harvesting. Another issue is the large size and number of homes being built along the shore. This could be addressed by requiring greater setbacks, similar standards. See more discussion on code enforcement in Section E. There has been considerable development within the 250 foot buffer subject to shoreland zoning, as well as in areas that are within easy access of the shore but are beyond the current shoreland zoning buffer. These areas are likely to remain popular for home building, especially as property immediately adjacent to the shore becomes scarcer. The town would have greater control over such development if the shoreland zone were extended further inland.

### c. The Villages

The villages were once the major areas of year-round homes in Brooksville. In recent years, more development has taken place along both state routes and secondary roads. The villages, however, still play an important role in the community and feature the main store in town, a community building, a church and several buildings of high historical value. There is also sufficient vacant land with soils suited for development to accommodate future growth compatible with a traditional New England village. The current pattern of development adjacent to the shore and along rural roads is likely to continue unless the town takes measures to discourage development in the rural areas and encourage development in the villages.

d. Routes 175 and 176

Except for a short stretch of Route 15, Routes 175 and 176 are the only state highways through town. As mentioned in the *Transportation* chapter, speeding and maintenance are major concerns of residents. Recent development along highways has increased the number of entrances. This increases the risks of accidents due to turning movements. The town may want to think of ways to reduce the rate at which new entrances are placed directly on the road. This could include shared driveways and requiring interior roads for subdivisions.

e. Remote Areas

The interior of Brooksville is largely undeveloped. There is, however, some residential development along the Varnumville Road and on the Harborside Road. While much of the land has soils which are not ideal for residential development, there are also some areas with good soils.

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

<b>SUBDIVISION ACTIVITY Town of Brooksville 1995-2005</b>			
<b>YEAR</b>	<b>DESCRIPTION</b>	<b>LOTS</b>	<b>COMMENTS</b>
1995	Evangeline Woods	5	subsequently amended to 3
1996		0	
1997	Lymburner Farms	5	subsequently amended to 3
1998		0	
1999		0	
2000		0	
2001	S. Thoner	2	
2002		0	
2003		0	
2004	Latitude 44	5	amended from 5 to 3 lots in 2005
	B. Peasley	4	
	Indian Point	5	
2005		0	
<b>Totals</b>	<b>6 subdivisions</b>	<b>26</b>	<b>Amended total is 20 lots</b>

## 6. Recent Land Use Changes

Brooksville has experienced a 29 percent increase in new home construction between 1980 and 2000 (see the *Housing* chapter). The rate for the 1990-2000 period was slower (12 percent) than the 1980-1990 rate of 15 percent. As seen much of the development (year-round and seasonal) has occurred along the shoreline. There has also, however, been some development along major roads. The build out analysis maps provided with the Plan provide a visual tool to show how recent development has, and how projected development could possibly impact the town. Table L.2 shows that in the last 10 years, there were only 6 approved subdivisions in town with 20 total lots.

## 7. Areas Suitable for Growth

While Table L.1 indicates that Brooksville has ample vacant land, not all of this land is readily developable. The Natural Resources Conservation Service has rated the various soils in town in terms of their potential for low-density urban development (see Table L.1 and the Soils Potential for Low Density Development map). According to this analysis, about three quarters of the town is rated as having a very low (7,700 acres) or low (8,600 acres) potential for development. There are also about 3,100 acres with a medium potential and 1,700 acres with a high potential.

These soil ratings are based on factors such as soil suitability for septic tank absorption fields, dwellings with basements and local roads and streets. The criteria reflect state-wide standards. There are few areas in the state that don't have at least some soil limitations such as wetness or bedrock near the surface. The map shows that low/very low potential soils are widely scattered throughout town. They are, however, very predominant in most of Cape Rosier. A large undeveloped area of generally better (medium to high rated) soils can be found south east of Parker Pond. Most of "the porch" area, which extends into Sedgwick, is also predominately soils of medium to high ratings.

Soils alone, however, should not be considered in determining areas most suited for growth. It is also important to consider access to roads and other services, existing land uses and citizen wishes. Also, even areas less suited for growth can usually accommodate some type of lower density development. It must be stressed that the soils information shown on the Soils Potential map is very general. It should not be used as the sole criterion in determining if a parcel is suitable for development since generalized soil surveys are considered accurate for pieces of land greater than five acres. A more detailed soils survey is generally needed to assess site-specific problems on smaller parcels.

## 8. Current Land Use Regulation Measures

There is no town-wide zoning in Brooksville and no building permit ordinance. Residences can be built outside of the Shoreland Zone without any town review or knowledge that they are being built. The Shoreland Zoning standards are consistent with the state minimum guidelines, but could be strengthened to suit local needs. The town has a 20-page subdivision ordinance revised in 1998 that needs further updating.

<b>Table L.2 Soil Potential Ratings for Low-Density Development, Brooksville</b>		
<b>Category</b>	<b>Estimated Acreage</b>	<b>Percent</b>
Very High Potential	100 acres	>1%
High Potential	1,700 acres	8%
Medium Potential	3,100 acres	14%
Low Potential	8,600 acres	40%
Very Low Potential	7,700 acres	36%
Not Rated	400 acres	2%
Total Land Area	21,600 acres	100%
<b>Source:</b> Natural Resources Conservation Service and the Maine Office of GIS		

Brooksville also has a flood plain ordinance, which was consistent with the state minimum guidelines for such ordinances at the time it was enacted in 1991. However, there have been several revisions to these standards since that time. The town should update these standards. No claims have been filed from Brooksville under federal flood insurance policies since the program began in 1976. This indicates that there is relatively little threat from flood damage in Brooksville. As development pressures increase, it is important to assure that more construction does not occur in a manner that may cause flood-related damage.

The most immediately apparent deficiencies in town land use regulation are the lack of a land use ordinance or site plan review ordinance with specific development review standards.

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

A general estimate of the land needed for development between 2004 and 2015 can be made using the dwelling unit projections from the Housing chapter and other expected growth trends. The dwelling unit projections assume 96 additional new year-round homes by 2015. With a typical 10% annual growth rate, an additional 44 seasonal homes would be added by 2015. Assuming an average of one acre of land per unit, this would mean an additional 140 acres of land would be developed for residential use by the year 2015 (see Table L.4).

Commercial development is likely to be sporadic. Given past trends, there may be another ten to 20 acres of commercial development by 2015. Given the current glut of retail space in Blue Hill (such as vacant storefronts and restaurants), no major retail expansion is expected in the greater Blue Hill area. Most development in Brooksville is expected to be very small scale (such as antique shops and other owner-operated

businesses catering to tourists) or expansions of existing uses such as Inns and boat yards.

There may also be an increase in conservation land if more properties are placed under conservation easements. This is especially likely if the town actively promotes such measures. There is no way to estimate how many acres would be protected by such easements. These projections show that there would still be about 8880 acres of vacant, developable land by the year 2015. There is thus ample land to accommodate any anticipated development. The challenge is for the town to grow in a way that minimizes sprawl while also limiting any restrictions on how owners might choose to use their land.

<b>Table L.3</b>			
<b>Projected Land Use in Brooksville for 2015</b>			
	Acreage and percent of total		
Description	2000 Acres -- % total	Estimated additional Acreage 2004-2015	Projected Acreage 2015
Total Land Area	21,600 -- 100%	0	21,600 -- 100%
Residential	791 -- 4%	182	973 -- 5%
Non-residential	300 -- 1%	60	360 -- 1%
Total Developed	1091 -- 5%	242	1333 -- 6%
Total land available for development	14,253 -- 66%	-242	14,011 -- 64%
Vacant w/ very low potential Soils:	5,131 -- 24%	0	5,131 -- 24%
Vacant-Other Soils:	9,122 -- 42%	0	8,880 -- 40%

**Source:** Projections by the Hancock County Planning Commission

## M. FISCAL CAPACITY

### 1. Purpose

High property tax rates are one of the major problems facing many communities in Maine. They are a particular problem for the elderly and others on fixed incomes. Fairness is another potential issue. People with shore frontage pay a large amount of taxes due to the high value placed on their properties. A comprehensive plan should therefore examine fiscal trends in the town.

Specifically, this section will:

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

### 2. Key Findings and Issues

Brooksville has a higher tax assessment per capita, but a lower mill rate than most of its immediate neighbors. Property tax assessments increased at an after-inflation rate of 20 percent between 1993 and 2003. It should be noted that all of the increase was in the last two years. The rate of increase was a little faster than the Hancock County average increase of 15 percent. The tax base is primarily residential with 3.5 percent of the valuation exempt from taxation.

While expenditures continue to increase, a review of individual budget items between 1997 and 2003 reveals that several did not increase over the rate of inflation. For example, General Government and Debt Service saw actual decreases. The greatest numerical increase was in education.

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

Of all respondents, 42% felt that property taxes were **not** a problem, 35% calling them a minor problem and 17% of respondents felt that property taxes were a major problem while 6% had no opinion. While many comments upheld the idea of encouraging young families to live in Brooksville, only 45% of survey respondents supported tax incentives to help accomplish that goal.

Some Workshop attendees expressed the need for more control of growth including subdivision activity. Concerns were raised that increased demands for local school and government services would result in higher taxes.

**4. Valuation and Tax Assessment**

Brooksville's ability to raise tax revenue is dependent largely on its tax base or valuation. As seen in Table M.1, Brooksville's state equalized valuation increased from \$144.75 million in 1993 to \$207.15 million in 2003. This is an increase of about 30 percent in eleven years. When these figures are adjusted for inflation, the total change is actually an increase of 7 percent.

<b>Table M.1 State Equalized Valuation and Property Tax Commitment Trends Brooksville</b>				
Year	State Valuation		Property Tax Commitment	
	Current Dollars <sup>1</sup>	2003 Dollars <sup>2</sup>	Current Dollars <sup>1</sup>	2003 Dollars <sup>2</sup>
1993	144,750,000	192,517,500	1,008,304	1,341,044
1994	142,700,000	188,364,000	1,049,720	1,385,630
1995	151,400,000	195,306,000	1,049,405	1,353,732
1996	150,300,000	187,875,000	1,077,712	1,347,140
1997	147,500,000	178,475,000	1,070,712	1,295,685
1998	151,200,000	179,928,000	1,135,785	1,351,584
1999	155,200,000	180,032,000	1,208,002	1,401,282
2000	159,850,000	177,433,500	1,192,035	1,323,159
2001	173,600,000	184,016,000	1,254,691	1,329,972
2002	168,600,000	175,344,000	1,382,925	1,438,242
2003	207,150,000	207,150,000	1,609,082	1,609,082
1993-2003 Change	30%	7%	37%	20%

1 Unadjusted for inflation.  
2 Adjusted for inflation.

**SOURCE:** Maine Bureau of Taxation, Municipal Valuation Return Summary and Town of Brooksville Annual Report for 2003.  
Inflation adjustments made using U.S. Dept. of Labor Consumer Price Index.

There has also been an increase in the property tax burden. When adjusted for inflation, the total money raised through property taxes increased from \$1,341,044 in 1993 to \$1,609,082 in 2003. This was a real (adjusted for inflation) increase of 20 percent. This increase has occurred only in the last two years. It may be seen, however that the adjusted for inflation assessment was actually less than the 1993 value as late as 2001 and the State Valuation was actually less than the 1993 value as late as 2002.

The state valuation figures are puzzling since one would think that the valuation should only increase from year to year.

It is useful to compare valuation trends in Brooksville to those of other Hancock County towns. As seen in Table M.2, Brooksville's 2002 state equalized valuation per capita was higher than all adjacent towns and 62% higher than the county average. On a per capita basis, the 2002 property tax assessment in Brooksville was about average for Hancock County. These per capita figures are for year-round residents only, they do not reflect the share of the property tax burden assumed by non-resident landowners. They greatly overstate the tax burden of local residents.

<b>Table M.2</b>					
<b>Valuation and Tax Spending (Commitment) 2002 in dollars</b>					
<b>Brooksville, Brooklin, Blue Hill, Penobscot, Sedgwick and Hancock County</b>					
	2000 Population US Census	2002 State Equalized Valuation	2002 State Valuation Per Capita	2002 Tax Commitment	2002 Tax Commitment Per Capita
Brooksville	911	168,600,000	185,071	1,382,925	1,518
Brooklin	841	165,450,000	196,730	1,636,528	1,946
Blue Hill	2,390	357,050,000	149,393	3,836,214	1,605
Penobscot	1,344	79,650,000	59,263	960,136	714
Sedgwick	1,102	95,900,000	87,024	1,520,359	1,380
Hancock County	51,791	5,926,650,000	114,434	79,641,255	1,538
<b>SOURCE:</b> Maine Bureau of Taxation, Municipal Valuation Return Statistical Summary					

We will use figures ( Table M2.5 below ) from Brooksville's town reports to try to get some measure of non-resident and resident taxes. The town valuation of property has not appreciably changed since 1997. Therefore Increases in town valuation have to be due to new construction and these projects are largely owned by non-residents. Since the town stopped identifying resident and non-resident taxed separately in 1984, we have taken the committee members as representative of resident tax payers in order to get a feeling for the taxes paid by these two groups. The table below shows that the percentage of the town taxes paid by the committee and most likely that paid by all local residents, has been steadily declining while the tax commitment in 2003 dollars remained quite constant until the last two years.

Since the school appropriation is about 75% of the town's budget and the school population is expected to be flat for the foreseeable future, further increases in non-resident property will continue to reduce the tax burden (in constant dollars) on local residents.

**Table M.2.5  
Brooksville Taxes. All amounts are in \$1,000's**

Year	Town Valuation	Town Mil Rate*	Town Tax*	Committee's Tax*	Committee's % of Town Tax
1998	153484.4	0.0088	1351.58	19.037	1.41
1999	155200	0.0087	1350.24	18.808	1.41
2000	156846.6	0.0084	1323.15	18.237	1.39
2001	158821.6	0.0084	1329.97	18.103	1.38
2002	161745.6	0.0089	1438.24	19.223	1.36
2003	165884.6	0.0097	1609.08	20.970	1.34
1998-2003 % increase	8%	10%	19%	10%	-7.5%

\* adjusted to 2003 dollars

**SOURCE:** Brooksville Town Reports.

Property tax burdens can also be measured by comparing the various types of property in a town. As seen in Table M.3, Brooksville has just \$32,200 in taxable personal property (items such as machinery or major pieces of office equipment) which is less than one percent of the total valuation. This compares to an average of 6.1 percent for Hancock County. The Hancock County average, however, is skewed by those few towns with large industries. Bucksport, for example, has about three quarters of all reported personal property in the county. State Bureau of Taxation data indicate that Brooksville has no property with industrial valuation.

**Table M.3  
Total Valuation by Type, 2002**

Town	Personal Property	Percent	Industrial Valuation	Percent	Exempt Property	Percent
Brooksville	32,200	0.0%	0	0	5,963,250	3.5%
Brooklin	1,113,800	0.7%	0	0	3,459,500	2.1%
Blue Hill	3,623,700	0.1%	0	0	31,061,600	8.7%
Sedgwick	184,575	0.2%	0	0	3,872,283	4.9%
Penobscot	213,483	0.2%	0	0	350,000	3.6%
Hancock County	364,086,030	6.1%	379,495,653	6.4%	757,897,497	12.8%

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

Brooksville, according to 2002 state figures, has about \$5.96 million worth of tax-exempt property. This includes about \$2.95 million in state property and \$1.40 million in property

owned by “public municipal corporations,” which would include town-owned property. There is also \$242,250 worth of veteran exemptions in town. Other tax-exempt property includes churches (\$1,193,800), fraternal organizations (\$86,900) and charitable properties (\$88,300). Overall, this property amounts to about 3.5 percent of the total state valuation. This is less than the county average and most of the adjoining towns.

**5. Current and Future Revenue Trends**

Overall school spending in Brooksville increased at an after-inflation rate of 30 percent between 1997 and 2003. Similarly, it's local appropriations have increased by an after inflation 34%. State assistance during this period, with a real increase of 15%, has not kept pace with school expenditures leaving more of a burden on local property tax payers. Education remains the single largest expenditure in Brooksville. Table M.5 compares state school subsidies and local appropriations for education.

<b>Table M.5</b> amounts are adjusted to 2003 dollars <b>Brooksville School Department Revenues</b>						
Year	State Subsidy	State Retirement	Lunch Program	Programs, Receipts	Local Appropriation	Total School Revenues
1996	25,111	62,500	12,619	59,980	915,145	1,075,354
1997	25,543	66,804	10,019	62,085	876,512	1,040,964
1998	23,769	64,103	18,601	52,478	1,002,429	1,161,378
1999	23,983	65,143	20,785	55,381	1,017,660	1,182,952
2000	23,822	60,736	20,258	56,411	1,034,469	1,195,694
2001	25,659	62,576	19,916	52,683	997,132	1,157,967
2002	27,682	64,723	21,482	55,361	1,023,531	1,192,779
2003	29,432	66,125	19,772	45,694	1,191,172	1,352,195
1997-2003 % increase	17.21%	5.80%	56.69%	-23.82%	30.16%	25.74%

<sup>1</sup> These figures are from the school's fiscal year and may differ from town figures, which are based on the calendar year. **SOURCE:** Brooksville Town Reports

**6. Current and Future Expenditure Trends**

Table M.6 compares selected expenditure categories between 1997 and 2003, adjusted for inflation. The largest spending increases were in education, assessments (county and overlay) and transportation. Though relatively small amounts, the largest percentage increases were in recreation and donations. All categories except General Government and Debt Service increased at a rate above that of inflation.

<b>Table M.6 Comparison of Selected Expenditure Categories for 1997 and 2003</b>				
Item	1997 Amount	1997 totals in 2003 \$'s	2003 Amount	Constant Dollar Percent Change
General Government	94,488	114,330	111,063	<b>-3%</b>
Transportation	117,409	142,065	211,278	49%
Health and Sanitation	61,462	74,369	88,550	19%
Public Safety	18,517	22,406	36,069	61%
Assessments (County+)	69,768	84,419	139,635	65%
Debt Service	11,739	14,204	9,019	<b>-37%</b>
Education	801,138	969,377	1,278,224	32%
Donations	5,809	7,029	13,423	91%
Recreation	4,374	5,296	10,033	89%
<b>Total Expenditures</b>	<b>1,278,590</b>	<b>1,547,094</b>	<b>1,930,050</b>	<b>25%</b>
<b>SOURCE:</b> Brooksville Town Reports				

Capital expenditures that Brooksville faces in the next few years will likely include improvements to the school building. The town may also have to consider extra funding for fire protection as well as road rebuilding and repair. Recent changes in the state's municipal road reimbursement formula further restrict how state money can be spent. Funds may be used only for capital projects such as building and rebuilding of roads and hot-topping projects with a 2-inch minimum layer of pavement.

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

Brooksville presently has a relatively low volume of debt when compared to the maximum debt allowed by state law. Towns may borrow up to 15 percent of their total state valuation, which in Brooksville's case would be over \$30 million in 2003. About half of the debt must be reserved for educational purposes. Currently, the town is carrying much less debt than that and any need to borrow for school building improvements will be well within this borrowing cap.

**IIA GOALS and OBJECTIVES**

**1. Purpose**

This section presents goals and objectives for the town of Brooksville. 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 largely interrelated. Comprehensive Plan Implementation strategies are often initiated and/or accomplished by town government. However, involvement by individuals and groups of concerned citizens is crucial to success. Private efforts may provide the best solutions to problems and fulfill many of the needs mentioned in this Plan. 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.

This section mentions many committees to be appointed by the Brooksville Board of selectmen. These committees may be combined at their discretion to increase efficiency and ensure success. Here is a suggested framework:

<b>Committee topic from Comp Plan</b>	<b>Suggested combined committee</b>
Economy	Economic Development committee
Housing	Economic Development committee
Transportation	Economic Development committee
Public Facilities And Services	Economic Development committee
Marine Resources	Existing Harbor/Shore Access Committee
Agricultural and Forest Resources	Economic Development/ Conservation
Water Resources	Existing Harbor/Shore Access Committee
Natural Resources	Conservation committee
Historical/Archaeological Resources	Conservation committee
Land Use	Planning Board or ordinance committee

**2. Overall Goals:**

Brooksville desires to protect its small town and rural character while allowing for gradual growth. It wishes to maintain a continuing balance between the rights of property owners and the needs of the general public.

3. **Goals and Objectives:**

A. **POPULATION GOAL**

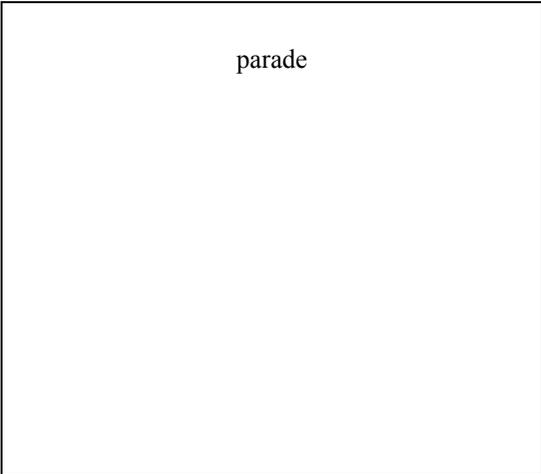
Brooksville's desire for the preservation of its rural, small town character directs that its population should grow gradually with growth distributed among all age groups.

**Implementation Strategy:**

In order to encourage a diversity of citizenry ages, the town advocates continued development of high-quality education, affordable housing and local job creation.

Town officials review growth trends periodically to see if the population is growing as expected. If growth occurs significantly different from what is projected in the Comprehensive Plan, the ten-year update will need to be done sooner.

**Responsibility/Time Frame:** Planning board and select board working with the Hancock County Planning Commission (HCPC) and the State Planning Office (SPO). The update shall begin by 2014. See related issues later in this section.



**B. ECONOMY GOALS**

Brooksville desires a local economy that builds on existing natural and human resources and offers residents a diversity of job opportunities. Specific economic development policies include:

1. Assuring that any changes to land use regulations and enforcement measures protect the interests of the general public, but do not unduly restrict home-based businesses, agricultural or other traditional resource-based industries.
2. Supporting existing and new industries by pursuing capital investment projects such as more public off-street parking, and economic development grants that may be necessary to make or keep local businesses viable.
3. Protecting the natural resource base for forestry, agriculture, fishing and tourism (*see discussion under their respective sections*).
4. Encouraging development of broadband Internet and other infrastructure to promote telecommuting and other entrepreneurial endeavors.

**Economy Implementation Strategies:**

- ◆ Designate a committee to focus on local economic objectives.
- ◆ Consider these objectives when drafting land use ordinances.
- ◆ Work with the HCPC and the Coastal Acadia Development Corporation on pursuing possible grants.

**Economy Responsibility/Time Frame:**

- The selectmen are to designate a committee by 2006.
- Other objectives will be ongoing and as need arises.

**C. HOUSING GOALS**

Brooksville aims to have reasonable opportunities for safe and affordable housing. Specific housing policies include:

1. Assuring that any changes to land use regulations allow for development of neighborhoods and home building opportunities in various price ranges so that there will be options for younger families to reside in town.
2. Supporting affordable housing efforts by allocating local funds and pursuing any grants that may be available to build new or improve existing housing to help assure that at least 30% of new housing units are affordable pursuant to the gap analysis in the I & A Housing Section.
3. Cooperating in regional endeavors to create more home purchase opportunities for working families in Brooksville.

**Housing Implementation Strategies:**

- ◆ Designate a committee to focus on local housing objectives.
- ◆ Consider these objectives when drafting land use ordinances.
- ◆ Work with the HCPC, the Washington Hancock Community Agency (WHCA) and the Coastal Acadia Development Corporation on pursuing possible grants or low interest loan monies through available programs.
- ◆ To find ways to increase the supply of affordable housing on a regional level, the committee would meet with the HCPC, Blue Hill Peninsula Futures group and/or other housing interest group.

**Housing Responsibility/Time Frame:**

- The selectmen are to designate a committee by 2006.
- Other objectives will be ongoing and as need arises.

**D. TRANSPORTATION GOALS**

Brooksville desires a transportation system that promotes the mobility of local residents and visitors and avoids any further degradation of speed limits along state routes and local roads due to the unsafe location of driveways or new development. Specific transportation policies include:

1. Improving existing town-owned road segments where needed. See Section D Transportation and Roads for currently identified deficient road segments.
2. Reducing hazards between pedestrians, bicycles and motorized vehicles with measures including wider shoulders, marked crosswalks and off street parking. Target areas include the elementary school, community center and town house.
3. Incorporating access management and site standards into local ordinances that limit the number of entrances, encourage shared access points onto highways and require adequate off-street parking for new or expanding businesses.
4. Increasing enforcement of traffic laws such as those related to speeding.
5. Establishing standards so that the town will not be required to accept as a town way a subdivision street that did not meet sound construction standards.
6. Support regional expansions of public transportation that create recreational opportunities for residents of all ages.

**Transportation Implementation Strategies:**

- ◆ Designate a committee to focus on local transportation objectives.
- ◆ Considered these objectives when drafting land use ordinances.
- ◆ The committee will work with the State Police and Hancock County Sheriff to improve enforcement and coordination.
- ◆ The committee will work with the Maine Department of Transportation (MDOT) and the Hancock County Planning Commission to develop an overall road improvement plan that will evaluate current road conditions and establish a six-

year schedule of reconstruction and other activities. Priority for improvements shall generally be given to roads serving growth areas.

#### Transportation Responsibilities/Time Frame:

- The selectmen are to designate a committee by 2006.
- The committee shall coordinate activities with MDOT and HCPC.
- Other objectives will be ongoing by the committee as opportunity arises.

### E. PUBLIC FACILITIES AND SERVICES GOALS

Brooksville desires to maintain and grow its public facilities in a manner that assures that all residents and businesses are provided with adequate town services while avoiding any undue increases in property taxes. Specific policies include:

1. Town Government: Given the currently projected population growth, the select board form of government shall be maintained for the foreseeable future.
2. Solid Waste Disposal and Recycling: Brooksville plans to continue its current arrangements with the Blue Hill-Surry Transfer Station for the near future but may assist residents by providing periodic, municipally supported pick-up service.
3. Fire Protection: Brooksville aims to assure all residents an adequate level of fire protection at a reasonable cost with regular replacement of trucks and other equipment, The department will continue its education and training programs, fire and disaster planning, life safety code inspections and town ordinance reviews.
4. Police Protection: The town plans to maintain its police protection arrangements.
5. Ambulance Service: Brooksville plans to continue its current ambulance service arrangements for the near future.
6. Education: Brooksville desires to offer its children a quality education in a manner that provides an adequate and safe educational environment while respecting the limitations of the town budget. It recognizes that excellence in education contributes greatly to the community and will help attract families with children of school age to Brooksville.
7. Town Office and Library: The current facilities and equipment appear adequate for the foreseeable future.
8. Public Works/Infrastructure: Roads are discussed in the transportation section. There is no known need for municipal water or sewer systems in Brooksville. The potential benefits are to be periodically examined by the town.

#### Public Facilities Implementation Strategies, Responsibility & Time Frame:

- ◆ Town Government: The selectmen shall periodically (every two years) reevaluate the need for increased hours and/or resources for the town clerk, code enforcement officers, other officials and support staff. For example, shall GIS mapping be adopted for assessment and planning purposes?

- ◆ Solid Waste Disposal and Recycling: Given recent increases in transfer station membership costs, the town shall appoint (by 2006) a committee to periodically review disposal and recycling options for the town. Town officials will work with the Blue Hill-Surry Transfer Station Committee, HCPC and SPO to explore options for increasing recycling and participation in local clean up efforts.
- ◆ Fire Protection The fire department shall make its long-term needs known to the select board annually to incorporate them into the capital improvement plan. It shall also work with the State Fire Marshall, the Maine Forest Service and county and state emergency planning personnel to advance its goals.
- ◆ Police Protection. Town officials will continue to work with the Hancock County Sheriff's Department and Maine State Police.
- ◆ Ambulance Service: The Select Board shall review alternate ambulance service arrangements every three years to see if improvements are available.
- ◆ Education: The current system of annual School Committee proposals with town review and approval shall continue. The School Committee together with a seventeen-member committee broadly representative of the Town's residents has worked more than eighteen months to study the physical plant needs of the Brooksville Elementary School and has prepared a construction plan to address them. A proposal based on this plan has received approval for grant/loan funding by the State.
- ◆ Town Office and library: The Select Board needs to assure that regular maintenance and upkeep continues and review with staff, the adequacy of the building, office equipment and library every five years.
- ◆ Public Works/Infrastructure: The Select Board shall review the needs and demand for town roads and water or sewer systems every five years.

#### F. HEALTH, RECREATION and OPEN SPACE GOALS

Brooksville desires to provide an adequate range of health and recreational programs and activities for all age groups within the limits set by competing municipal budget priorities. Specific policies shall include:

1. Health Programs: Assure adequate town attention to health and disability issues in consideration of the community's remoteness and aging population.
2. Recreational Facilities: Assure adequate town facilities and maintenance.
3. Public Waterfront Access: Maintain and improve public waterfront access.
4. Open Space: Preserve adequate permanent open space to support the town's health and recreation goals.

## Recreation and Open Space Strategies, Responsibility &amp; Time Frame:

- ◆ The Select board shall designate a committee by 2006 to set an agenda focusing on health, recreation and open space objectives (See suggestions in section 1.F).
- ◆ The committee shall explore options to improve health and recreational facilities, public waterfront access (see goals under Marine Resources) and transportation infrastructure as related to recreation (see goals under Transportation).
- ◆ The committee shall work with willing land owners and area land trusts to identify key parcels that it recommends be preserved as open space.
- ◆ The committee shall work with local contacts and counterparts in other area towns to explore options for town and regional health and recreational opportunities.

**G. MARINE RESOURCES GOALS**

Brooksville wishes to protect and enhance its marine resources. Specific policies include:

1. Marine Water Quality: Brooksville wishes to minimize any threats to marine water quality and upgrade current conditions in the town's harbors.
2. Public Access: Brooksville desires increased public access opportunities to salt water and the upgrade of some existing facilities.
3. Water Dependent Uses: Brooksville aims to protect its water dependent uses such as boat yards, piers and town landings from incompatible development.
4. Shellfish Restoration: Efforts shall continue to reopen closed shellfishing areas and to pursue seeding operations in open areas where found to be feasible.

**Marine Resources Implementation Strategies, Responsibility & Time Frame:**

- ◆ By 2006, the Select Board shall direct the Harbor Master and Committee to form an agenda to work toward the stated marine resources goals.
- ◆ The Committee shall work with the CEO, the DMR and the DEP to identify and eliminate failed septic systems and licensed overboard discharges.
- ◆ The Committee shall assess the need for boat wastewater pump-out facilities in order to reduce any discharges into surface waters from boats.
- ◆ The Committee shall research and make recommendations to the town regarding review standards in its ordinances for protection of water quality and water dependent uses.
- ◆ The Committee shall investigate existing and potential public access facilities and recommend improvements and additional access opportunities to the Selectmen.

## H. WATER RESOURCES GOALS

Brooksville desires to maintain, and where needed, restore the quality of its marine and fresh water resources. Specific policies shall include:

1. Non-Point Source Management: Assuring that town regulations make adequate provisions to manage non-point pollution.
2. Ground Water Protection. Since there are no large-scale public water systems in Brooksville, its ground water resources should be protected.
3. Walker's Pond Watershed. Since Walker's Pond is the only large potential source of public drinking water in Brooksville, its watershed should be protected. Cooperation with the town of Sedgwick and the Friends of Walker's Pond shall be sought by the town.
4. Public Access: Brooksville desires increased public access opportunities to fresh water to replace informal access and preserve traditional public uses.
5. Habitat Protection: Three streams (see Table H.2) are considered significant by the Maine Department of Inland Fisheries and Wildlife. The town shall attempt to secure public access to and create a Resource Protection buffer around these fisheries and other important habitats identified in this plan.
6. Marine Water Quality: *(These concerns are addressed under the Marine Resources goals).*

### Water Resources Implementation Strategies, Responsibility & Time Frame:

- ◆ The Select Board shall appoint a committee by 2006 to form an agenda to work toward the stated water resources goals.
- ◆ The Committee shall consult with the Maine Department of Human Services and make recommendations to the town regarding review standards in its ordinances for protection of water quality.
- ◆ A special watershed overlay district to protect Walker's Pond shall be created when drafting a Land Use Ordinance (See Future Land Use Plan).
- ◆ The Committee shall consult with the Maine Department of Environmental Protection (DEP) and the Marine Environmental Research Institute (MERI) to determine recommended town actions and policies concerning the Callahan Mine Site near Goose Pond. A special overlay district buffer shall be created when drafting a Land Use Ordinance (See Future Land Use Plan).

**I. NATURAL RESOURCES GOALS**

In recognition of their importance to the economy and overall quality of life, Brooksville desires to protect its natural resources. Specific policies include:

1. Town ordinances should give authority to the planning board to require natural resources assessments as part of applications for major developments. Town ordinances shall also encourage creative development and lot layout schemes that preserve natural resources.
2. Conservation easements shall be encouraged by the town to protect key natural areas (e.g. deer yards, wildlife corridors) and scenic resource (see map 3).

**Natural Resources Implementation Strategies, Responsibilities & Time Frame:**

- ◆ The Select Board shall appoint a committee by 2006 to form an agenda to work toward the stated natural resources goals.
- ◆ The Committee shall work with area land trusts and state agencies and make recommendations to the town concerning possible conservation easements.
- ◆ The Committee shall consult with the HCPC and the SPO and make recommendations to the town regarding review standards in its ordinances for protection of natural and scenic resources.

**J. AGRICULTURAL and FOREST RESOURCES GOALS**

Brooksville desires to preserve agricultural and forest resources for economic and recreational purposes. Specific policies shall include:

1. Town ordinances should encourage creative development and lot layout schemes that preserve agricultural and forest resources.
2. Easements shall be encouraged by the town to protect agricultural and forest areas for economic and recreational purposes.

**Agricultural and Forest Resources Strategies, Responsibilities & Time Frame:**

- ◆ The Select Board shall appoint a conservation committee by 2006 to form an agenda to work toward the stated agricultural and forest resources goals.
- ◆ The Committee shall work with owners, land trusts and state agencies and make recommendations to the town concerning possible conservation easements.
- ◆ The Committee shall consult with the HCPC and the SPO and make recommendations to the town regarding review standards in its ordinances for protection of agricultural and forest resources consistent with Table 2A.1 and the Future Land Use Plan in this document.

**K. HISTORIC and ARCHAEOLOGICAL RESOURCES GOALS**

Brooksville desires to protect its key historical and archaeological resources from incompatible development and undertake measures to assure the long-term enhancement of its historical sites and structures. Specific measures will include:

1. Town ordinances should encourage preservation of key historical and archaeological resources.
2. Historical and archaeological surveys shall be encouraged by the town to identify specific areas needing protection.

**Historical/Archaeological Resources Strategies, Responsibilities & Time Frame:**

- ◆ The Select Board shall appoint a committee by 2006 to form an agenda to work toward the stated historical and archaeological resources goals.
- ◆ The Committee shall work with the Brooksville Historical Society and the Maine Historic Preservation Commission and make recommendations to the town regarding review standards in its ordinances for identification and protection of historical and archaeological resources.
- ◆ The Committee shall explore options to conduct a survey of pre-historic and historic archaeological sites as well as survey of properties that may be eligible for listing on the National Register of Historic Places.



The "Victory" owned by the Youngs of North Brooksville carried logs and granite to Camden and returned with sugar and flour. It subsequently ran aground and burned in the Bagaduce. The ribs of the ship can be seen today.

**L. LAND USE GOALS**

Brooksville wishes to retain its rural small town character while accommodating limited new development that minimizes property tax increases. Land use policies include:

1. Planning: Review and working continually to implement these goals and objectives and the recommendations of the Future Land Use Plan in Section II.B.
2. Town ordinances: Creating local land use standards that further the stated goals in all of the sections of this plan, balancing the rights of the individual with the needs of the general public.
3. Non-regulatory land use guidance tools: Promoting alternative measures to control development such as conservation easements and education.

**Land Use Implementation Strategies, Responsibilities & Time Frame:**

- ◆ The Select Board and Planning Board shall meet every three years after the adoption of this plan to determine if revisions are needed.
- ◆ The Select Board shall appoint a committee by 2006 to form an agenda to work toward the stated land use goals.
- ◆ The Committee shall work with the HCPC, State Planning Office and others to formulate recommendations to the town regarding review standards in its ordinances for implementation of the goals of this plan and Table 2A.1.
- ◆ The Committee shall explore options for non-regulatory land use guidance tools.
- ◆ The Selectmen will request an implementation grant from the SPO to fund needed ordinance writing following adoption of the Comprehensive Plan.
- ◆ The Selectmen will assure adequate and fair enforcement and administration of all town ordinances and other applicable regulations with annual performance reviews of staff and subsequent adjustments to schedules, budgets and other resources.

**Table 2A.1 Specific Land Use Provisions for the town of Brooksville**

1. Where they are permitted, various uses should be required to blend into the adjacent landscape and protect surrounding properties from nuisances and property devaluation, such as:
  - commercial uses
  - industrial uses
  - mobile home parks
  - multi-unit residential developments
  - major subdivisions
- Town wide regulations shall:
  - serve the needs of the general public
  - serve the rights of the individual
  - distinguish between growth and rural areas  
(see 2B.5 *Measures to Distinguish Growth and Rural Areas*)
  - develop minimum sizes, road frontages and setbacks for lots
  - furnish standards for properties in sensitive areas such as floodplains
  - develop a building permit with a fee and checklist of requirements
  - arrange for the needed resources to enforce existing regulations
2. Creative measures shall be encouraged such as:
  - cluster housing
  - easements for protection of resources

**M. FISCAL CAPACITY GOALS**

Brooksville desires to promote policies that avoid unnecessary increases in property taxes. Specific fiscal policies include:

1. Long range fiscal planning shall be used to minimize increases in municipal government costs.
2. Alternative funding source such as grants and user fees and savings through regional coordination shall be explored to reduce dependence on property taxes.
3. Fiscal impact statements will be required for major subdivisions and other developments that may create a strain on town finances.

**Fiscal Policy Implementation Strategies, Responsibilities & Time Frame:**

- ◆ The Select Board shall review the town's fiscal policy goals every five years to determine if revisions to its policies are needed. The review would include consideration of alternative funding sources.
- ◆ The Select Board shall maintain the town's Capital Investment Program (CInP) and reserve accounts that will be reviewed annually (*please refer to the copy following the future land use plan*). The CInP is an advisory document, which summarizes planned major capital expenditures over a six-year period. The final say on all expenditures will remain with the voters at town meeting.
- ◆ The Select Board appointed committee on land use goals will consider any needed land use ordinance revisions affecting the fiscal policy goals.

**N. REGIONAL COORDINATION GOALS**

Brooksville encourages regional coordination when it is of mutual benefit to all parties involved. Specific regional coordination recommendations were cited elsewhere in this section. The Hancock County Planning Commission and other key regional and state agencies have been identified as resources for actions and developing policies in the following sections: Economy, Housing, Transportation, Water Resources, Public Services and Facilities, Health and Recreation, and Fiscal Capacity.

**O. CONSISTENCY OF TOWN POLICIES WITH STATE AND COASTAL POLICIES**

The Maine State Planning Office, per the requirements of the Growth Management Act, evaluates plans for their consistency with the ten growth management goals and the nine coastal policies. The consistency of each state goal and policy with the policies of the Comprehensive Plan is summarized in the following lists.

**MAINE'S GROWTH MANAGEMENT GOALS**

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.

**Related Policies:** D (Transportation) L (Land Use) M (Fiscal Capacity)

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

**Related Policies:** E (Public Services), M (Fiscal Capacity)

3. To promote an economic climate that increases job opportunities and overall economic well-being.

**Related Policies:** B (Economy)

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

**Related Policies:** C (Housing)

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.

**Related Policies:** G (Marine Resources) H (Water Resources)

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.

**Related Policies:** G (Marine Resources) H (Water Resources) I (Natural Resources)

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.

**Related Policies:** G (Marine Resources)

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

**Related Policies:** J (Agriculture and Forest Resources)

9. To preserve the State's historic and archeological resources.

**Related Policies:** K (Historic and Archaeological Resources).

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

**Related Policies:** F (Recreation) and G (Marine Resource-Public Access)

**MAINE'S COASTAL POLICIES**

**1. Port and harbor development.** Promote the maintenance, development and revitalization of the State's ports and harbors for fishing, transportation and recreation.

**Related Policies:** G (Marine Resources)

**2. Marine resource management.** 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.

**Related Policies:** G (Marine Resources)

**3. Shoreline management and access.** 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.

**Related Policies:** G (Marine Resources)

**4. Hazard Area Development.** 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.

**Related Policies:** L (Land Use) and existing shoreland and floodplain ordinances

**5. State and local cooperative management.** Encourage and support cooperative state and municipal management of coastal resources.

**Related Policies:** G (Marine Resources)

**6. Scenic and natural areas protection.** 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.

**Related Policies:** I (Natural Resources)

**7. Recreation and tourism.** Expand the opportunities for outdoor recreation and encourage appropriate coastal tourist activities and development.

**Related Policies:** F (Recreation)

**8. Water Quality.** Restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses.

**Related Policies:** G (Marine Resources), H (Water Resources)

**9. Air Quality.** 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.

**Related Policies:** B (Economy), L (Land Use)

## II.B. FUTURE LAND USE PLAN

### 1. Introduction

This future land use plan presents a vision of how Brooksville residents ideally want their town to grow. The survey results (in Appendix and discussed in the Land Use Section L) indicate that most residents want the town to consider limiting the location of some uses such as industrial, commercial and mobile home parks. The plan intends to represent a balance among the wishes of residents to preserve rural character and historic and natural resources while also allowing reasonable opportunities for future growth and economic development. While Brooksville can evidently accommodate the anticipated growth, it seeks to avoid increases in property taxes and environmental effects that can result from poorly planned development. More general comments on this Plan's approach are found in the Summary at the end of this section.

Specifically, this section:

- a. Estimates the total amount of land needed for future growth.
- b. Proposes future development plan possibilities for Brooksville.
- c. Recommends areas for growth and areas to remain rural.

### 2. Land Needed for Future Development

The Land Use chapter calculated that Brooksville would need 242 acres of land for new development between 2004 and 2015. The town has ample land to accommodate this growth. Table L.3 in the Land Use chapter shows that there are about 8,800 acres of vacant land with soils that are best suited for development. With this relatively low expected rate of growth, the most important planning issues are where and how this limited development will take place.

### 3. A Future Development Plan for Brooksville

Brooksville is a peninsular town with largely undeveloped interior areas. Most recent development has taken place near the shore or along town roads. It also has several established village areas. The future development plan aims to retain Brooksville's rural character while providing adequate room for residential, commercial and marine-dependent development. The proposed future land use plan for Brooksville is shown on Map 10. The future land use plan has no binding effect on landowners. However, if the town revises its current land use ordinances or enacts a new ordinance, the changes should be based on the recommendations of this plan as their legal foundation. Any land use ordinance changes will require a town meeting vote separate from a vote to adopt the comprehensive plan. It is important to review and, if necessary revise this plan every few years.

a. The Villages

In order to retain the rural character of the town and minimize suburban sprawl, it is desirable for development to occur in or near the traditional village areas. It is understood however, that these centers offer little advantage in infrastructure, since Brooksville has no municipal water or sewer and few village side streets. Less than ideal soils in some of these areas also limit their potential to accommodate significant additional growth. The villages greatest value may be in their providing a sense of place and focus for further neighborhood development where practical. Therefore, a mixture of commercial, public and residential uses should be encouraged to continue in these areas with a higher density than the outlying areas.

b. The Shoreline

The current Brooksville Shoreland Zoning Ordinance puts forth the state minimum guidelines. Districts are described briefly below. As mentioned in the Inventory and Analysis, the shorefront areas have attracted considerable development in recent years that has, in some cases, threatened the shore risking harm to water resources and wildlife habitats. This plan recommends that the town's appointed committee consider possible changes such as extending the Shoreland Zoning boundaries beyond the current 250-foot range and increasing setbacks, frontage requirements and forest clearing standards. The Committee should also examine areas in Brooksville's working harbors for possible re-zoning as water-dependent uses to protect them from conversion to non-marine uses. Another area of focus for the Committee is to ensure that critical natural resources are properly protected. New information obtained since the approval of the Shoreland Zoning Ordinance by the Maine Department of Environmental Protection shall be analyzed to assure that critical areas are protected.

Brooksville Shoreland Zoning Ordinance Districts:  
(see ordinance for a complete description)

- A. **The Stream Protection District** protects areas within seventy-five feet of a stream.
- B. **The Resource Protection District** includes areas in which development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values.
- C. **The Limited Residential/Commercial District** includes those areas suitable for residential, recreational and light commercial development.
- D. **The Commercial Fisheries/Maritime Activities District** includes areas which are suitable for functionally water-dependent uses.
- E. **Special Districts** define special setback requirements in three shorefront locations.

c. Interior Areas

The interior areas have relatively few roads and large expanses of poor soils. Continued development in these areas could result in costly upgrades of roads and extensions of school bus service. These areas are most suited for natural resource type uses such as farming and forestry and very limited residential development. The remoteness and other physical constraints in these areas provide a natural deterrent to excessive development. Additional regulatory protection may also be warranted and shall be researched by the appointed Land Use Committee.

d. Walker's Pond Watershed Overlay

As mentioned in the I & A Section, the DEP has identified Walkers Pond as "moderate/sensitive" in its vulnerability to phosphorous levels. This rating is derived from many variables such as flushing, growth and development rates. The moderate/sensitive rating indicates that Walkers Pond has a relatively high potential for recycling phosphorous from bottom sediments. This Plan recommends that the appointed Land Use Committee research ways to protect Walker's Pond by placing reasonable additional restrictions on development in this watershed overlay.

e. Callahan Mine Site Buffer Overlay

As mentioned in the I & A Section, the Agency for Toxic Substances and Disease determined that the Drinking Water Pathway is not expected to lead to any adverse health effects for residents and has dropped it from further consideration. However, since there is still considerable concern among area residents, this Plan recommends that the appointed Land Use Committee research and propose ways to provide extra protection of ground water resources in this buffer overlay district to be included in the town's subdivision ordinance and/or other ordinances.

f. Industrial/Commercial Floating District

There has not been any large-scale industrial or commercial development in Brooksville during its recent history. Therefore, should town-wide districting be adopted, this Plan recommends, that a "floating" district be employed rather than designating specific areas for industrial or commercial use. The floating" district would be allowed in rural areas of town that are immediately adjacent to designated growth areas, excluding any designated resource protection or conservation areas (such as a pond watershed overlay).

A landowner wishing to create an industrial or commercial use in a "floating" district area could petition for an amendment that a new district be created. Such uses would then be allowed, **if approved at town meeting**, provided that the performance and buffer standards are met. These shall include assurances that critical resources and the character of the vicinity be protected as much as possible in the design of the development. Commercial uses and home occupations would not be subject to the

floating district requirements when they occur in areas of town where they are presently permitted. This Plan recommends that Home Occupations would continue in all portions of town where currently allowed and be regulated as they are in the Shoreland.

g. Resource Protection District

Most of the environmentally sensitive acreage in Brooksville already falls under the protection of the Shoreland Zoning Ordinance. This Plan recommends that the town adopt a Resource Protection Zone to preserve other environmentally sensitive areas shown on Water, Marine and Natural Resources Map #3 including deer wintering areas, bald eagle nest sites and the specially designated areas by the Maine Natural Areas Program. The appointed Land Use Committee shall research to determine if any other areas need special preservation in the Resource Protection District including other areas within the Shoreland Zone.

#### 4. Growth and Rural Areas

The determination of growth and rural areas is an important part of the comprehensive planning process. Growth areas are those parts of town where most new growth is desired to occur. The growth areas are kept relatively small in order to maintain the rural character in the majority of town, but are given sufficient land to provide some flexibility and allow for unanticipated growth.

Brooksville's growth areas are different sized circles located around the traditional village centers of North Brooksville, South Brooksville, West Brooksville, Brooksville Corner, Cape Rosier and Harborside. The rest of town is designated either Shoreland or rural. The Future Land Use Map (*Map 10*) shows the locations and sizes of these areas for current purposes such as grant eligibility. The boundaries could be refined when drafting a land use ordinance by factoring the environmental constraints, current development and other considerations .

#### DESCRIPTION OF PROPOSED VILLAGE DISTRICTS:

1. The **South Brooksville** Growth Area is contained in a circle on the mainland with a 2000' radius centered on the Coastal Road and Cornfield Hill Road intersection.
2. The **West Brooksville** Growth Area is contained in a circle on the mainland with a 1500' radius centered on the Coastal Road and Ferry Road intersection.
3. The **North Brooksville** Growth Area is contained in a circle on the mainland with a 1500' radius centered on the Coastal Road and Bridge Street intersection.
4. The **Brooksville Corner** Growth Area is contained in a circle on the mainland with a 1000' radius centered on the Coastal Road and Bagaduce Lane intersection.

5. The **Cape Rosier** Growth Area is contained in a circle on the mainland with a 1000' radius centered on the Cape Rosier Road and Weir Cove Road intersection.

6. The **Harborside** Growth Area is contained in a circle on the mainland with a 1000' radius centered on the Cape Rosier Road and Goose Falls Road intersection.

Acreage analysis: The six circles described contain 727 acres on the mainland in Brooksville. There are 185 principle structures currently within those confines. Allowing an acre for each existing use leaves 542 acres. Even if two thirds of the remaining land is unfit or unavailable for development, leaving a very conservative estimate of 180 acres, there is still enough land to contain all of the projected development for Brooksville for the next decade (160 acres). However, it is not expected that all development will occur in these districts.

A "point system" could be employed as an alternative to hard boundaries for growth areas. A point system steers development into growth areas by regulating factors, such as density, by a development proposal's proximity to currently developed or environmentally sensitive areas. Point systems can get complicated to administer and do not conveniently support all of the Measures to Distinguish Growth and Rural Areas mentioned below. This plan recommends that the appointed Land Use Committee research and propose a method of defining growth areas that would be most acceptable to Brooksville residents.

## **5. Measures to Distinguish Growth and Rural Areas**

The history of Brooksville and its current conditions demonstrate that there are strong natural, economic and cultural forces acting to preserve the town's rural character, just as there are those forces that would erode it. Environmental conditions make parts of Brooksville very difficult and expensive to develop. The community's remoteness from urban centers keeps it from experiencing stronger developmental pressures felt elsewhere. The citizens' fondness for Brooksville's pastoral settings have motivated many to preserve them by purchasing land or by creating protective easements. These private efforts may be the best long-term hedge against suburban sprawl that the town can have since regulatory measures can be incrementally subverted.

To augment these time-honored and on-going efforts, this Plan proposes a variety of measures to encourage growth in its villages so that less growth occurs in the rural areas. This plan recommends that the appointed Land Use Committee research, draft and propose revisions to current ordinances and the enactment of a new land use ordinance to distinguish growth and rural areas with the following provisions:

1. The town would enact a policy giving priority to improving town amenities such as buildings, parks, roads, walkways, infrastructure and off-street parking in growth areas. This measure would make the growth areas more attractive to development.

2. The proposed land use ordinance to be drafted by the Planning Board or an appointed Committee would allow a higher density of development and a greater percentage of impervious surface in the village areas as compared to rural. Development in rural areas would require larger lot sizes, setbacks and lot dimensions and more open space preservation for cluster developments than in village areas. Existing lots of record shall be grandfathered. The proposed differences between growth and rural areas for new lots are further described as follows:

The maximum allowable development in the Village areas shall be modeled after the core of the village in South Brooksville. It currently has an average lot size of around 30,000 s. f. or 0.7 acres. This is about the minimum lot size needed to contain a typical well and septic system under state law. Other current characteristics in this area would generally agree with the restrictions in the Limited Residential Commercial District of the Brooksville Shoreland Zoning Ordinance (SZO). These include lot width, setbacks and building height. Allowable impervious surface lot coverage in the village areas however, shall be the 70% maximum as in the SZO Commercial Fisheries District. The Brooksville Subdivision Ordinance would need to be revised to allow legal subdivisions in the village areas with these criteria.

The maximum allowable development in the Rural areas shall be modeled after areas of current maximum rural densities in Brooksville. Since current lot depths vary so much, road frontage is the key. No significant portion of rural Brooksville has an average dwelling spacing of less than 200 feet. This shall be the minimum road frontage. Setbacks shall also be proportionately larger than (twice) those in the Village areas to provide buffers between neighbors. Allowable impervious surface lot coverage in the Rural areas shall be 20%, which is the same as the Limited Residential Commercial District of the SZO. The current Brooksville Subdivision Ordinance requires 80,000 s. f. for a new lot. The proposed land use ordinance shall require 100,000 s. f. or 2.3 acres per lot for piecemeal development (that which does not require planning board review). Smaller lots may be approved by the Planning Board under the Subdivision Ordinance.

The Industrial/Commercial Floating District, where established, will create a transition between village and rural areas. Maximum allowable development in the areas shall be the same as the Rural areas for lot size and setbacks, but in between rural and village (50%) for impervious surface lot coverage.

3. Any development impact fees adopted by the town in the future would be higher in rural areas proportional to their greater demand on public resources. Impact fees are used to make developers responsible for off-site improvements that are required as a result of the impacts (such as traffic) from proposed development
4. The town would enact a policy of not accepting new subdivision roads as town ways in rural areas. The town would, however accept new roads as town ways for subdivisions in growth areas if built to town standards and pursuant to the goals of this plan (see Transportation Goal D.5).

5. Access management on major through roads would be more restrictive in rural areas than in the villages, allowing more closely spaced entrances where buildings are closer and speed limits are lower.
6. Commercial uses, industrial uses and mobile home parks would be prohibited from the rural areas except where approved, adjacent to designated growth areas, through the proposed floating district procedure. These uses would be allowed in villages on an appropriate scale.

## **6. Summary**

The proposed future land use plan respects Brooksville's historical development pattern by facilitating growth in the traditional villages while discouraging growth in the more remote, rural areas. It seeks to minimize restrictions on individual property rights by providing policies that encourage development in the growth areas without prohibiting it elsewhere. It is aimed at minimizing future town expenditures due to development in areas that are costly to provide with municipal services while preserving the town's high quality of life.

This Plan lays out options for achieving the town's goals in light of differing opinions. The actual format and details of future changes to Brooksville's land use ordinances are to be determined through careful consideration by a committee to be appointed for that task. This Land Use Committee will be charged with building upon the work of the Comprehensive Plan Committee by further researching land use issues, informing the public of its findings and recommending actions.

**II.C BROOKSVILLE CAPITAL INVESTMENT PLAN**

1. Introduction

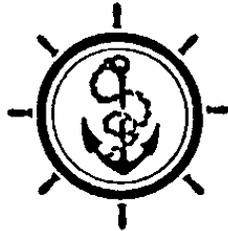
The purpose of the capital investment plan is to predict the major capital expenditures that the town will face over a given number of years. Capital expenses are defined as items with a useful life of at least five years that cost at least \$10,000. They are distinct from operational expenditures such 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 grant funds. A combination of these approaches may be used.

2. Anticipated Capital Expenditures

As a small town with limited infrastructure and anticipated service needs, Brooksville's capital expenses are relatively modest. Those that are presently (Spring of 2005) anticipated are shown in Table II.1. They include elementary school improvements approved by the voters in the 2005 Town Meeting, an existing fire truck reserve account and two proposed additional reserve accounts. The Regional Recreational Facility Fund would prepare the town for participation in an effort to increase local recreational opportunities. The Transportation Reserve Account would set aside funds for a proposed salt-sand storage shed, improvements to local roads and public works equipment. The Shore Access Facilities Escrow Account would provide capital for future land purchases and facility improvements.

<b>Table II.1 SUMMARY OF ANTICIPATED CAPITAL EXPENDITURES</b>		
<b>ITEM</b>	<b>Current Annual Budget</b>	<b>Suggested Annual Budget</b>
Elementary School Improvements Budget	\$80,000	\$80,000
Fire Truck Reserve Account	\$10,000	\$10,000
Regional Recreational Facility Fund	0	\$10,000
Transportation Reserve Account	0	\$30,000
Shore Access Facilities Escrow Account	0	\$20,000
<b>Total</b>	<b>\$90,000</b>	<b>\$150,000</b>



*The Town Of Brooksville*

COMPREHENSIVE PLAN

**APPENDIX I**

**PUBLIC OPINION SURVEY RESULTS**



*The Town Of Brooksville*

COMPREHENSIVE PLAN

**APPENDIX II**

**PUBLIC MEETING DOCUMENTATION**



*The Town Of Brooksville*

COMPREHENSIVE PLAN

**APPENDIX III**

**SUMMARY OF CURRENT  
LAND USE ORDINANCES**



*The Town Of Brooksville*

COMPREHENSIVE PLAN

**APPENDIX IV**

**LIST OF MAPS, REDUCED MAPS**