ELLSWORTH COMPREHENSIVE PLAN UPDATE

November 2004

ELLSWORTH
COMPREHENSIVE PLAN UPDATE
2004

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This index indicates where the proposed plan addresses the requirements of the Comprehensive Planning and Land Use Regulation Act (30-A M.R.S.A. Section 4326).

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INTRODUCTION

The Ellsworth comprehensive plan update is an advisory document. It represents a major update of the 1992 plan and replaces that document. It reflects the desired future of the city. Overall, it identifies current issues and opportunities that the city faces and discusses what is expected to happen within the next five to ten years.

The plan consists of two major parts. The *Inventory and Analysis* discusses recent trends in the city and projects what may happen in the future. While it discusses some options for the city to consider, **these are not recommendations**. Rather, this section is a reference document that reflects conditions in the city as of early 2003.

The second part is the *Goals and Policies*. This section sets specific recommendations for the future of the city. The plan, however, is not valid until it is adopted by the city council. While the plan is the legal basis of any changes to zoning and other land use ordinances, all such changes must be voted upon by the city council separate from the comprehensive plan vote. Public hearings are required before any vote.

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

PART I

Inventory and Analysis

A. POPULATION

1. Purpose

Population is one of the most basic elements of a comprehensive plan. 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 Ellsworth's recent population trends;

b. discuss how these trends relate to and contrast with those in Hancock County and the state; and

c. review likely future population trends.

2. Key Findings and Issues

Ellsworth grew at a slightly slower rate than was projected in the 1992 plan. The portion of the population under age 18 grew by about one percent. Preliminary numbers indicate that there was a decline in persons aged 65 and older. Household incomes in Ellsworth were below those of surrounding towns. The city's year-round population is projected to grow by about nine percent between 2000 and 2015. Perhaps more significant than the year-round population growth, is the increase in people who patronize the city's many commercial establishments or pass through the city on their way to other destinations.

3. Historical Trends

Year-round population trends since 1850 are shown in Table A.1. These trends are important to a comprehensive plan since they show what has happened to the city over a longer period. A short-term view of population change may reflect some temporary phenomenon such as the closing of one major business or a recession rather than overall trends in a community.

Since 1930 the city has gained population steadily albeit at a fluctuating rate. The 2000 U.S. Census reported 6,456 year-round residents, a 7.6 percent increase from 1990. This is less than the 6,862 population projected for 2000 in the 1992 plan.

While the city's population during the 1980s grew at a faster rate than Hancock County as a whole, it grew at a slower rate during the 1990s. The overall growth rate for both the city and the county slowed during the 1990s. The county, however, grew a 10.3 percent rate compared to a 3.7 percent rate for Maine as a whole. Thus, both Ellsworth and Hancock County grew at a faster rate than the state.

Table A.1
Historical Year-Round Population Trends
Ellsworth and Hancock County

Year	Ellsworth	% change	Hancock County	% change
1850	2,267	--	N/A	--
1860	4,658	105.5%	37,379	--
1870	5,257	12.9%	36,360	-2.7%
1880	5,052	-3.9%	37,975	4.4%
1890	4,804	-4.9%	37,016	-2.5%
1900	4,297	-10.6%	37,039	0.1%
1910	3,549	-17.4%	35,515	-4.1%
1920	3,058	-13.8%	30,457	-14.2%
1930	3,557	16.3%	30,760	1.0%
1940	3,911	10.1%	32,388	5.3%
1950	3,936	0.6%	32,083	-0.9%
1960	4,444	12.9%	30,812	-4.0%
1970	4,603	3.6%	34,505	12.0%
1980	5,179	12.5%	41,781	21.1%
1990	5,962	15.1%	46,948	12.4%
2000	6,456	7.6%	51,791	10.3%
2015	7,019	8.7%	58,741	13.4%

Source: U.S. Census Historical Records, 2015 estimates for Hancock County by State Planning Office, 2015 estimate for Ellsworth by the Hancock County Planning Commission.

4. Current Conditions

a. Age Characteristics

The change in age distribution in Ellsworth between 1970 and 1990 is shown in Table A.2. An understanding of age characteristics is important for several reasons. First, an aging population will have different service demands than a population that is of childbearing age and may create more demands on the school system. Second, a younger population may have more growth potential since a high birthrate will add more residents.

While the pre-school age group increased by about 16 percent, there was a nearly 14 percent decrease in the school-age population. The group with the fastest percentage increase was the 18-44 year age group, which is of prime childbearing years. As seen in the discussion of the 2000 Census data on the next page, there was some increase in the number of school-aged children during the 1990s.

Table A.2
Age Distribution Ellsworth and Hancock County: 1970, 1980, 1990

	Years of Age	1970	% of total	1980	% of total	% change '70-'80	1990	% of total	% change '80-'90	% change '70-'90
ELLSWORTH	0-4	330	7%	307	6%	-7.0%	382	6	24.4%	15.8%
	5-17	1,186	26%	1,042	20%	-12.1%	1,023	17%	-1.8%	-13.7%
	18-44	1,412	31%	1,834	35%	29.9%	2,388	40%	30.2%	69.1%
	45-64	1,000	22%	1067	21%	6.7%	1,206	20%	13.0%	20.6%
	65 +	675	15%	929	18%	37.6%	976	16%	5.1%	44.6%
	Ellsworth Total	**4,603**	**100%**	**5,179**	**100%**	**12.5%**	**5,975**	**100%**	**15.4%**	**29.8%**
HANCOCK COUNTY	0-4	2,652	8%	2,610	6.2%	-1.6%	3,205	6.8%	22.8%	20.9%
	5-17	8,593	25%	8,409	20.1%	-1.0%	8,130	7.3%	-3.3%	-4.3%
	18-44	10,810	31%	15,865	38.0%	45.4%	19,057	40.6%	20.1%	74.6%
	45-64	7,596	22%	8,465	20.3%	11.4%	9,401	20.0%	11.1%	23.8%
	65 +	4,939	14%	6,432	15.4%	30.2%	7,155	15.2%	11.2%	44.9%
	Hancock County Total	**34,590**	**100%**	**41,781**	**100%**	**20.8%**	**46,948**	**100%**	**12.4%**	**35.7%**

Source: U.S. Census 1970-1990

Limited 2000 U.S. Census data are presently available on age breakdown (see Table A.3). Since the age groups are not exactly the same as those used by the Census, it is difficult to

make comparisons. Several trends can be noted, however. First, the pre-school age group decreased from 382 to 308. This is a lower percentage of this age group than both the county (5 percent) and the state (5.5 percent).

Second, the number of persons in the 45-64 age group increased by about 35 percent (from 1,206 to 1,624). This is a much faster rate than the population at large. Third, the number of persons 65 years and older increased from 970 to 1,110, a 7 percent increase. Thus, there was a faster rate of growth in the pre-retirement-post-child-bearing age group than there was in the retirement age group.

While there were 2,388 persons in the age 18-44 age group in Ellsworth in 1990, there were 2,197 in the age-20-44 group in 2000. Even though the age groups are not entirely comparable, these data do indicate a decline in persons of prime childbearing years.

Overall, population of Hancock County and the state is aging. For example, Maine had a median age of 33.9 in 1990 compared to 38.6 in 2000. The median ages for Ellsworth and Hancock County increased from 35 and 35.8 respectively in 1990 to 40.5 and 40.7 in 2000. Thus, while Ellsworth has a higher median age than the state, it is slightly less than the county median age. This is probably due to the high proportion of rental units in the city, which tend to attract younger households.

Table A.3
Estimated Age Breakdown, 2000
Ellsworth

Years of Age	Numbers	Percent
0-4	308	4.8%
5-19	1,217	18.9%
20-44	2,197	34.0%
45-64	1,624	25.2%
65+	1,110	17.2%
Total	6,456	100.0%
Hancock County		
0-4	2, 516	5.0%
5-19	10,292	20.0%
20-44	16,809	32.0%
45-64	13,889	27.0%
65+	8,285	16.0%
Total	51,791	100.0%

Source: 2000 U.S. Census, General Demographic Characteristics

b. Educational Attainment

This information is important in assessing the competitive economic advantage of a community. Generally speaking, a city with a higher education attainment is more attractive to potential employers. The US Census tracks the educational attainment of persons aged 25 years and older. According to the 1990 Census, there were 4,031 persons in this age group in Ellsworth. Of this group, about 85.1 were high school graduates or higher, compared to about 83 percent for Hancock County. Approximately 23.2 percent of this age group had a bachelor's degree or higher, compared to a 21.4 percent rate for the county.

Figures from the 2000 Census showed that 86.6 percent of Ellsworth residents over age 25 were high school graduates and 24.6 percent had a bachelors degree or higher. The comparable figures for Hancock County in 2000 were a 87.8 percent rate of high school graduates and a 27.1 percent rate of those with a bachelors degree or higher. While educational attainment rates increased in both the city and the county, Hancock County as a whole had a higher rate than Ellsworth in 2000.

c. Household Size

This information is important in determining how many dwelling units are needed to service a given number of residents. A community with a small average household size will need more dwelling units than one with a larger size. According to the 2000 Census, Ellsworth's average household size was 2.26 compared to 2.31 for Hancock County. In 1980, average household size in Ellsworth was 2.59, compared to 2.62 in Hancock County as a whole (see Table A.5). In recent years household sizes in Ellsworth have remained below the Hancock County average. This is typical of service center communities, which tend to have a larger proportion of multi-family units. These units normally have few persons per unit than single family homes. Household sizes in Maine as a whole are larger (2.39) than both Hancock County and Ellsworth.

Table A.4
Change in Household Size, Ellsworth and Hancock County

		1980	1990	2000	2010*
Ellsworth	# households	1,930	2,416	2,755	2,892
	# persons per household	2.59	2.39	2.26	2.26
Hancock County	# households	15,442	18,342	21,864	22,114
	# persons per household	2.62	2.48	2.31	2.31

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 in Hancock County have shown a steady decrease between 1980 and 2000 due to factors such as higher divorce rates, the tendency for families to have fewer children and the aging of the population. While some minor decrease in household sizes is expected in the future, household sizes are not expected to decrease as much as they have in past years.

It must be stressed that not all residents live in households. In 2000 Ellsworth had a total household population of 6,221 and 235 persons living in group quarters. This includes nursing homes and other long-term care facilities as well as residential schools and jails. This fact is important to note when projecting the need for future dwelling units in the city. Approximately 3.6 percent of the city's population are in group quarters compared to 2.5 percent of the county's population and 2.7 percent of the state.

d. Income

Income statistics are important in determining whether a community is better or worse off financially than its immediate region. According to the 1990 Census, Ellsworth's 1989 median household income[1] was $23,469. This was about 93 percent of the county median of $25,247 and 84 percent of the state median of $27,854. There was in contrast to 1979 when Ellsworth's median income was $13,423, which was 110 percent of the $12,146 figure for the county and 97 percent of the $13,816 for the state.

Ellsworth thus appears to be gaining income at a much slower rate than many towns in Hancock County. This trend continued into the 1990s. According to the 1998 estimates by the State Planning Office, Ellsworth had a median household income of $28,091, which is well below all immediately adjoining towns and the state as a whole (see Table A.5).

Table A.5
1998 Median Household Income, Ellsworth and Adjacent Towns

Town	Median Household Income
Ellsworth	$28,091
Trenton	$37,721
Surry	$37,283
Lamoine	$36,250
Otis	$41,667
Hancock	$29,750
State of Maine	$31,952

Source: State Planning Office

[1] 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.

While incomes in Ellsworth are lower than in surrounding towns, poverty rates decreased slightly between 1979 and 1989. The city's 9.86 percent poverty rate in 1979 had dropped to 8.9 percent by 1989. Hancock County had a 10 percent poverty rate in 1989. Poverty is thus slightly less of a problem in Ellsworth than in Hancock County as a whole.

The 2000 U.S. Census listed the median household income in Ellsworth as $35,938 compared to $35,811 for Hancock County. This is in contrast to 1990 when median incomes in Ellsworth were below those of the county. Census data indicate that the city had a 9.2 percent poverty rate for individuals in 2000 compared to a 10.2 percent rate for the county. While poverty rates remained below the county average, there was a slight increase from the 8.9 percent rate in 1990.

e. Other Information

Racially, the town was 97.8 percent white in 2000. The U.S. Census reported 27 residents of Asian origin and nineteen of Native American descent. There were also twelve blacks, two Pacific Islanders, nineteen of other races and 64 of two or more races. There were 42 residents of Hispanic origin of various racial backgrounds. Racial information is important in filing many federal grant-funding applications.

5. Seasonal Population

The 2000 Census identified 543 housing units for seasonal, recreational or occasional use. Assuming a household size of one and one-half to two times the year-round average, Ellsworth could conceivably gain as many as 2,454 additional persons in the summer. (The household size of seasonal units is generally larger than year-round units since people occupying second homes are less likely to be single and more likely to have more overnight visitors.)

This number, however, does not reflect the fact that some seasonal units are owned by year-round residents. Other sources of summer population include guests staying in inns and bed and breakfasts and campground residents. In the case of Ellsworth, there are also large numbers of day visitors that patronize food and retail establishments. There is no reliable way to estimate this segment of the population.

6. Projected Population

It is always risky to project future population growth. It is particularly difficult without the complete results of the 2000 Census, which would document in-migration rates and the more detailed age breakdown of the population. A review of recent trends, however, indicates that Ellsworth is not growing as fast as Hancock County as a whole. This trend is likely to continue into the future due to the aging of the population and the many factors that attract people to the surrounding towns. For planning purposes, a year-round population of 7,019 is projected for 2015, which is a 8.7 percent increase from 2000. The city may want to review this number in a few years to see if it reflects actual growth rates. It is also important to monitor school enrollment trends.

B. ECONOMY

1. Purpose

An understanding of the local and regional economy is important in assessing a city's current and future needs. The number of local jobs will affect future growth. The city is a major service center for Hancock County as a whole. Its economic base thus attracts many commuters from elsewhere in the region. This section:

a. describes employment trends;

b. describes the local and regional economy; and

c. discusses likely future economic activity in Ellsworth.

2. Key Findings and Issues

Ellsworth has had in recent years an unemployment rate above the county average. The overall annual rate, however, has decreased since the early 1990s. There is more seasonal fluctuation in employment in Ellsworth than there is in Hancock County as a whole.

The percentage of the labor force employed in retail trade decreased from 25 percent in 1990 to 16 percent in 2000. While in 1990 this sector accounted for the greatest number of jobs in the city, educational, health and social services accounted for the most jobs in 2000 followed by retail and professional, scientific, administrative and waste management services.

3. Recent Employment Trends

a. Employment and Unemployment

Employment trends are important in understanding the overall status of the economy. A higher than average unemployment rate may indicate the need for a more rigorous economic development program. The labor force is comprised of those persons aged 18 to 64 who are able to work. According to 1999 figures from the Maine Department of Labor, approximately 4,129 people, or about 64 percent of Ellsworth'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. They do **not** include self-employed persons or those who are not looking for work.

Unemployment rates in Ellsworth have remained above the Hancock County average. This trend was also noted in the 1992 plan. While rates have decreased since the early 1990s, the 1999 rate of 7.6 percent is still greater than the 6.8 percent rate for 1989, which was reported in the 1992 plan. These figures, especially when combined with the income statistics cited in the Population chapter, indicate that the city needs additional jobs that offer decent wages.

Table B.1
Employment Trends
Ellsworth and Hancock County: 1993-1999

		1993	1994	1995	1996	1997	1998	1999
ELLSWORTH	**Labor force**	3,806	3,893	3,934	3,983	4,052	3,953	4,129
	Employment	3,214	3,339	3,487	3,606	3,677	3,659	3,817
	Unemployment	592	554	477	377	375	294	312
	Unemployment Rate	15.6%	14.2%	11.4%	9.5%	9.3%	7.4%	7.6%
HANCOCK COUNTY	**Labor force**	25,490	25,780	26,410	26,850	27,650	27,240	28,740
	Employment	23,330	23,710	24,670	25,260	26,010	25,860	27,230
	Unemployment	2,160	2,070	1,740	1,590	1,610	1,380	1,580
	Unemployment Rate	8.5%	8.0%	6.6%	5.9%	5.9%	5.1%	5.3%

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

b. Employment by Sector

Table B.2 compares employment by industry sector for Ellsworth and Hancock County as reported by the 1990 US Census. This information is important in determining the strengths and weaknesses of the economy. A diverse economy is likely to be stronger than one that is narrowly focused or offers primarily low paying jobs. The industry sector in this table refers to the type of industry the employer operates, not the actual jobs performed by workers. This table refers to all Ellsworth residents who are employed, whether they worked in Ellsworth or commuted elsewhere.

Retail trade accounted for the largest single category of jobs (25 percent of the total) in 1990. This was considerably higher than the 17 percent of the labor force so employed in 1980. This is reflective of Ellsworth's many commercial establishments. Manufacturing, which accounted for about 16 percent of all jobs in 1980 decreased to 3.9 percent for non-durable goods and 2.3 percent for durable goods. (The 1980 data combine these two categories). As noted in the 1992 plan, several manufacturing establishments closed during the 1980s.

Construction accounted for the next largest category of employment in 1990, about 11 percent of the total. Health care services accounted for just under 10 percent of all jobs and

education for just over 8 percent. The Maine Coast Memorial Hospital and other health care providers contribute many jobs to the city's economy, as does the school system.

Table B.2
Ellsworth & Hancock County: Employment by Industry Sector, 1990

	Ellsworth		Hancock County	
Category	Numbers	Percent	Numbers	Percent
Agriculture, Forestry, & Fisheries	55	2.0%	1,108	5.3%
Mining	5	0.2%	22	0.1%
Construction	304	10.8%	2,297	10.9%
Manufacturing, Non-durable Goods	111	3.9%	1,406	6.7%
Manufacturing, Durable Goods	66	2.3%	1,254	6.0%
Transportation	86	3.1%	681	3.2%
Communications and Utilities	84	3.0%	399	1.9%
Wholesale Trade	115	4.1%	636	3.0%
Retail Trade	712	25.3%	3,799	18.1%
Finance, Insurance & Real Estate	155	5.5%	913	4.3%
Business & Repair Services	104	3.7%	801	3.8%
Personal Services	161	5.7%	1,089	5.2%
Entertainment/Recreation Services	20	0.7%	175	0.8%
Health Services	274	9.7%	1,958	9.3%
Educational Services	231	8.2%	1,993	9.5%
Other Professional/Retail Services	213	7.6%	1,653	7.9%
Public Administration	122	4.3%	816	3.9%
Total	**2,818**	**100.0%**	**21,000**	**100%**

Source: 1990 U.S. Census: CPH-L-83 Table 2 and CPH-L-81 Table 2

Employment by sector data for 2000 is shown in Table B.2. While the categories are not entirely comparable, some changes can be noted. First, retail employment decreased from about 25 percent of all jobs in 1990 to about 16 percent in 2000. This occurred at a time when there was major commercial development in town. This development has not meant a net increase in retail jobs.

Second, the largest sector is now education, health and social services. This reflects the importance of the hospital, schools and social service agencies in the city. Third, professional, scientific, management, administrative and waste management services now account for the third greatest percentage of jobs. This is at least due in part to expansions at Jackson Laboratories.

Table B.3
Ellsworth & Hancock County: Employment by Industry Sector, 2000

	Ellsworth		Hancock County	
Category	Numbers	Percent	Numbers	Percent
Agriculture, Forestry, & Fisheries	102	3.2	1,315	5.3
Construction	256	8.0	2,524	10.1
Manufacturing	149	4.7	2,369	9.5
Wholesale trade	59	1.8	575	2.3
Retail trade	524	16.4	3,057	12.2
Transportation, warehousing and utilities	39	1.2	883	3.5
Information	119	3.7	644	2.6
Finance, Insurance & Real Estate	163	5.1	1,191	4.8
Professional, scientific, management, administrative and waste management services	322	10.0	2,005	8.0
Educational, health and social services	721	22.5	5,544	22.1
Arts, entertainment, recreation, accommodation and food services	283	8.8	2,252	9.0
Other services (except public administration)	276	8.6	1,672	6.7
Public Administration	191	6.0	1,003	4.0
Total	**3,204**	**100.0**	**25,034**	**100.0**

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

In 1990, about 72 percent of the labor force was employed in the private sector, which is just slightly above the Hancock county average of 70 percent(see Table B.4). There is also a similar proportion of government workers (14.2 percent for Ellsworth compared to a 14.3 percent rate for Hancock County). The county has a higher rate of self-employed persons than does Ellsworth. In other parts of Hancock County, there are large numbers of self-employed farmers, foresters and fisher folk. By 2000, the percentage of private wage and salary workers had increased only fractionally (see Table B.5). There was a roughly 2 percentage point increase in government workers and a three percentage point decrease in self-employment.

Table B.4
Class of Worker, Employed Persons 16 Years and Over
Ellsworth and Hancock County: 1990

	Ellsworth		Hancock County	
	Number	Percent	Number	Percent
Private Wage & Salary	2,028	71.9%	14,604	69.5%
Fed/State/Local Govt.	401	14.2%	2,998	14.3%
Self-Employed	382	13.5%	3,325	15.8%
Unpaid Family Member	7	0.02	73	0.3%
Total	**2,818**	**100%**	**21,000**	100%

Source: U.S. Census

Table B.5
Class of Worker, Employed Persons 16 Years and Over
Ellsworth and Hancock County: 2000

	Ellsworth		Hancock County	
	Number	Percent	Number	Percent
Private Wage & Salary	2,334	72.8%	17,470	69.8%
Fed/State/Local Govt.	525	16.4%	3,511	14.0%
Self-Employed	338	10.5%	3,975	15.9%
Unpaid Family Member	7	0.2%	78	0.3%
Total	**3,204**	**100**	**25,034**	**100.0%**

Source: U.S. Census

c. Seasonal Fluctuations

Hancock County, as a whole, experiences considerable seasonal fluctuations in its employment rates. Table B.6 compares seasonal rates in Ellsworth to the county. Ellsworth shows a greater seasonal fluctuation than does Hancock County. Its August 2000 unemployment rate of 2.2 percent was about 18 percent of its January rate of 12.5 percent. By contrast, the county August rate was 23 percent of its January rate. This indicates there may be opportunities for more year-round businesses to locate in the city.

Table B.6
Hancock County & Ellsworth Seasonal Unemployment Rates: 1999 & 2000

	1999 Unemployment Rates		2000 Unemployment Rates	
	Hancock County	**Ellsworth**	**Hancock County**	**Ellsworth**
January	8.2	10.7	8.1	12.5
February	8	10.3	8.1	13.1
March	7.8	10.0	7.5	10.4
April	6	9.3	5	8.3
May	4.5	6.7	3.7	5.0
June	3.8	7.0	3.1	4.7
July	2.8	5.3	2.3	2.9
August	2.7	3.8	1.9	2.2
September	2.5	4.4	1.9	1.5
October	2.8	3.7	2.3	5.1
November	5.1	7.0	3.7	5.4
December	5.8	7.4	4.2	5.8

Source: Maine Department of Labor

d. Commuting Patterns

The employment data cited above refer to the entire civilian labor force in Ellsworth, regardless of where they work. Some Ellsworth residents commute to jobs out of town while many residents from other towns commute to work in Ellsworth. The 1990 U.S. Census reported a mean travel time of 17.3 minutes for Ellsworth residents. This is only slightly less than the 18.0 minutes for Hancock County as a whole. While 80.5 percent drove to work alone, about 11 percent worked at home or walked to work. Most of the remaining persons used carpools.

Data from the 2000 Census show the mean travel time for Ellsworth residents had increased to 23.9 minutes compared to 22.4 minutes for the county as a whole. The percentage of persons driving alone had decreased to 74 percent compared to 74.5 percent for the county. About 6.1 percent of Ellsworth residents walked to work compared to 6.3 percent for the county. About 5.6 percent of city residents worked at home compared to 6.3 percent of county residents. There was a 12.9 percent carpooling rate in Ellsworth compared to an 11.2 percent rate for Hancock County.

e. Major Employers

Ellsworth's major employers are shown on Table B.7. There is no way to determine how many of these jobs are taken by residents as opposed to people who commute to Ellsworth from other towns. It should be noted that this list predates the opening of the Home Depot store, which, according to the Maine Department of Labor, is now among the five largest employers in Ellsworth.

The table shows that the single largest employer in Ellsworth in early 2001 was the Maine Coast Memorial Hospital followed by the Ellsworth school department and the Wal-Mart store. Overall, heath care, education and retail services are major components of the economy. This is typical of most service centers except those based on one major employer such as a mill.

Table B.7
Major Employers in Ellsworth, Early 2001

Employer	Number of Employees
Maine Coast Memorial Hospital	430
Ellsworth School Department	298
Wal-Mart Stores	230
Hannaford Brothers	171
Kids Peace	170
Maine DOT	132
Shaw's Supermarket	116
Union Trust Company	94
North Country Associates	90
U.S. Postal Service	90
Linnehan Leasing	80
Ames Department Stores	76
City of Ellsworth	76
Harold MacQuinn	76
Ellsworth Building Supplies	73

SOURCE: Maine Department of Labor, 2001

4. Regional Issues

Economic development is best approached from a regional basis. The city has already taken promising steps in this direction through its financial support for the regional economic development director hired by the Coastal Acadia Development Corporation. There is clearly the potential for other regional ventures such as a regional business park.

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 Ellsworth'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

The year-round housing stock increased by 10 percent between 1990 and 2000 and there was a 4 percent decrease in the number of second homes. This decrease is probably due to second homes being converted to year-round use. While the number of owner-occupied units increased by 14 percent between 1990 and 2000, the number of renter units increased by only 8 percent. While the median sales price of a single family home in the Ellsworth area in 1998 was 16 percent higher than the state median, household incomes were only 92 percent of the state average. Affordable housing is thus a problem in the region.

3. Recent Housing Trends

a. Total Number of Year-round and Seasonal Units

It is important to track the total number of dwelling units to assess the impact of recent population growth in town. The number of year-round dwelling units in Ellsworth increased by ten percent (from 2,636 units to 2,899) between 1990 and 2000 (see Table C.1). The 1992 Comprehensive Plan predicted that there would be 3,584 year-round units by 2000. The city's housing stock thus grew at a much slower rate than expected. This is consistent with most service center communities since a greater rate of housing construction is generally occurring in surrounding towns. The year-round housing stock in Hancock County increased at a nearly 15 percent rate between 1990 and 2000. Statewide, the number of year-round housing units increased by 10.3 percent.

There was an approximately 4 percent decrease in the number of seasonal units. This is probably due to seasonal units being converted to year-round use. Areas such as Branch Lake have become popular as residential areas. In Hancock County as a whole, there was a 19 percent increase in the number of second homes during the 1990-2000 decade. Second homes are more likely to be built in less developed areas of the county, so it is not surprising that the county would have a faster rate of second home creation than Ellsworth.

Table C.1
Change in Total Dwelling Units
Ellsworth and Hancock County: 1980-2000

		1980	1990	2000	% Change '80-'90	% Change '90-'00	% Change '80-'00
City	Year- Round	2,079	2,636	2,899	26.8%	10.0%	39.4%
	Percent of Total	82.7%	82.3%	84.2%			
	Seasonal	436	566	543	29.8%	-4.1%	24.5%
	Percent of Total	17.3%	17.7%	15.8%			
	Total	2,515	3,202	3,442	27.3%	7.5%	36.9%
Hancock County	Year- Round	16,944	20,260	23,273	19.6%	14.9%	37.4%
	Percent of Total	69.4%	66.7%	65.8%			
	Seasonal	7,484	10,136	12,081	35.4%	19.2%	61.4%
	Percent of Total	30.6%	33.3%	34.2%			
	Total	24,428	30,396	35,354	24.4%	16.3%	44.7%

Source: U.S. Census

b. Housing Unit Type

Housing unit type data are important in determining if there is a range of housing types available to residents and potential residents. Younger persons and those with lower incomes need an alternative to the single-family house. Table C.2 shows that about 70 percent (2,405 units) of the dwelling units in Ellsworth were single-family homes in 2000. Another 6 percent (212 units) were duplexes and there were 466 (13.5 percent of the total) multi-family units. There were also 359 mobile homes.

The number of single family homes increased by 23 percent between 1990 and 2000. The Census data show a nearly 40 percent decrease in the number of duplexes and a 62 percent increase in multi-family homes. This shift may be explained by confusion on the part of Census field staff on the difference between duplex and multifamily units. The data also show that the number of mobile homes decreased by 41 percent. Here again, this may be due to errors by the Census staff.

Table C.2
Change in Dwelling Unit Types
Ellsworth: 1990 & 2000

Total Dwellings	**1990**		**2000**		**1990-2000**
`	Number	Percent of Total	` Number	Percent of Total	Percent Change
Single-Family	1,956	61.1%	2,405	69.9%	23.0%
Duplex	350	10.9%	212	6.2%	-39.4%
Multi-Family	288	9.0%	466	13.5%	61.8%
Mobile Homes	608	19.0%	359	10.4%	-41.0%
Total Units	3,202	100.0%	3,442	100.0%	7.5%

Source: U.S. Census .

c. Renter and Owner-Occupied Housing

As indicated by the large number of duplex and multi-family units, Ellsworth has a high portion of renter-occupied units (see Table C.3). Between 1990 and 2000 the number of renter-occupied units increased by about 8 percent to 875 units. However, rental units as a proportion of total units decreased by 1.5 percentage points. Both renter-occupied and owner-occupied units in Hancock County increased at a faster rate than in Ellsworth.

Table C.3
Estimated Tenure of Occupied Year-Round Housing
(does not include seasonal and vacant units) 1990 & 2000
Ellsworth & Hancock County

		1990		**2000**		**1990-2000**
		Number	Percent of Total	Number	**Percent of Total**	**Percent Change**
CITY	**Renter-Occupied**	804	33.3%	875	31.8%	8.1%
	Owner-Occupied	1,612	66.7%	1,880	68.2%	14.3%
	Total Occupied Units	2,416	100%	2,755	100.0%	12.3%
COUNTY	**Renter-Occupied**	4,466	24.3%	5,414	24.3%	16.0%
	Owner-Occupied	13,876	75.7%	16,550	75.7%	16.2
	Total Occupied Units	18,342	100%	21,864	100.%	16.1%

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

According to the U.S. Census, the median monthly rent in Ellsworth in 2000 was $479 compared to $514 for Hancock County (Table C.4). About 62 percent of the rents were between $300 and $749. These data do **not** reflect the high value of short-term seasonal rentals.

One indicator of housing supply is vacancy rates, the percentage of units that are vacant at any one time. In 1990, Ellsworth had a 1.9 percent vacancy rate for owner-occupied homes compared to a 2.1 percent rate for Hancock County. Normally, a 2 percent vacancy rate is considered desirable for such units. A lower rate may mean that there are insufficient units for sale, indicating a possible housing shortage. A significantly higher rate may mean a depressed housing market. Ellsworth's vacancy rate was slightly below the acceptable range. In 2000 the rate was 1.5 percent compared to 1.9 percent for the county and 1.7 percent for the state. This indicates a tightening housing market.

While there was a 9.5 percent vacancy rate for rental housing in 1990, this rate had dropped to 4.7 percent by 2000. A 5 percent vacancy rate is normally considered desirable for rental housing to allow people reasonable opportunities to find lodging. Ellsworth's 2000 rate was below the 5.9 percent rate for Hancock County and the 7.0 percent rate for the state. It should be noted that the vacancy rate does **not** reflect whether the rents available are affordable.

Table C.4
Contract Rent of Renter-Occupied Units
Ellsworth and Hancock County: 2000

	Ellsworth		Hancock County	
Monthly Rent	**Number**	**Percent**	**Number**	**Percent**
Less than $200	83	9.9%	412	8.2%
$200 to $299	83	9.9%	320	6.4%
$300 to $499	259	30.8%	1286	25.7%
$500 to $749	265	31.5%	1753	35.1%
$750 to $999	57	6.8%	447	8.9%
$1,000 to $1,499	9	1.1%	101	2.0%
$1,500 or more	-	-	3	0.1
No cash rent	86	10.2%	676	13.5%
Total	**842**	**100.0%**	**4,998**	**100.0%**
Median Rent	$479	-----	$514	-----

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

d. Value of Owner-Occupied Units

Table C.5 shows the median value of specified owner-occupied units, which do not include all units. These data are important in comparing housing values in Ellsworth to those of the county as a whole. Normally, a community should have a diversity of housing values to assure all income levels access to homes. Although there were 1,880 owner-occupied housing units in Ellsworth in 2000, a value was specified for only 1,332 of those units in the U.S. Census. The median value of owner-occupied units in Ellsworth was estimated to be $107,300, compared to $108,600 for Hancock County. About 44.1 percent of the homes had a value under $100,000 compared to 44.6 percent for the county. Housing values are thus comparable to the county as a whole.

Table C.5
Value of Specified Owner-Occupied Housing Units, 2000

	Ellsworth		Hancock County	
value	**number**	**Percent**	**Number**	**Percent**
Less than $50,000	51	3.8%	685	6.4%
$50,000 to $99,999	537	40.3%	4,118	38.2%
$100,000 to $149,999	433	32.5%	2,785	25.8%
$150,000 to $199,999	239	17.9%	1,383	12.8%
$200,000 to $299,999	55	4.1%	1,030	9.6%
$300,000 to $499,999	-	-	510	4.7%
$500,000 to $999,999	-	-	190	1.8%
$1,000,000 or more	17	1.3%	78	0.7%
Total	**1,332**	**100.0%**	**10,779**	**100.0%**
Median Value	$107,300	--	$108,600	--

Source: 2000 Census, Table DP-4

e. 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. Information on housing conditions is important since a community with a large number of substandard dwellings means that many residents are living in poor and possibly unsafe conditions.

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. According to the 1990 Census, 2.4 percent of the dwellings in Ellsworth lacked complete plumbing compared to 5.8 percent of those in Hancock County. This figure, however, includes second homes. The extent of year-round homes without complete plumbing cannot be determined from these data.

Table C.6
Housing Units Lacking Complete Plumbing, Ellsworth and Hancock County
1990

	Number	Percent
Ellsworth	78	2.4%
Hancock County	1,752	5.8%

Source: 1990 Census CPH-L-83, Table 4

According to the 2000 U.S. Census, only eight dwellings in town (0.3 percent) lacked complete plumbing. This is considerably better than the 1.7 percent rate for Hancock County as a whole (see Table C.7). A home is also considered substandard if it is overcrowded, having more than one person per room. In 1990, 1.4 percent of the occupied year-round units in Ellsworth had more than one person per room. This was slightly lower than the 1.9 percent rate for Hancock County. By 2000, only two units (0.1 percent) of the units in Ellsworth were overcrowded compared to 1 percent of the units in Hancock County. Housing conditions appeared to have improved between 1990 and 2000. As will be discussed below, housing affordability remains a serious problem.

Table C.7
Housing Units Lacking Complete Plumbing, Ellsworth and Hancock County
2000

	Number	Percent
Ellsworth	8	0.3%
Hancock County	370	1.7%

Source: 2000 Census, Table DP-4

4. 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.8). 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 1990 Census, about 38 percent of Ellsworth's household's were very low-income or low-income. At the time of writing, the 2000 income breakdown was not available.

Table C.8
Definitions of Household Incomes

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

Source: 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 Ellsworth housing market. MSHA includes Mount Desert Island and both inland coastal towns adjoining Ellsworth in its housing market. In 1998 the median sales price for a home was $110,000, which was a 1.16 ratio of the state median. Yet, incomes were 92 percent of the state average. The area thus has higher housing costs and lower incomes than the state as a whole.

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. The Ellsworth housing market has an index of 0.78, which is well below the ideal. Housing affordability is thus a problem in the Ellsworth area.

5. Dwelling Unit Projections

It is important for planning purposes to know the number of dwellings likely to be built in the future. Demand for land and public services will be determined in part by how many homes

will be built. 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.9, a total of 3,002 year-round households are expected by the year 2015, a 249-unit increase over 2000. Given recent trends in Ellsworth, it is likely that most of these units will be single-family homes. These figures, however, do **not** include seasonal homes, whose numbers declined between 1990 and 2000. While there is no reliable way to predict changes in the number of second homes, further decreases are likely.

Table C.9
Projected Year-Round Occupied Dwelling Units, Ellsworth

	2000*	**2015**
Projected Population Residing in Households	6,221	6,784
Projected Household Size	2.26	2.26
Projected Occupied Dwelling Units	2,753	3,002

***Note:** 2000 figures are actual numbers from the U.S. Census.

Source: Analysis by the Hancock County Planning Commission

6. Regional Housing Issues

The major regional housing issue is affordability. While the supply of rental units in Ellsworth is limited, there is an even lower proportion of units in the surrounding communities. This means that the city may want to work with other communities in Hancock County in addressing regional housing needs.

D. TRANSPORTATION

1. Purpose

This section reviews changes in the city's transportation system since 1991. It focuses on road mileage and general road maintenance problems. It also addresses parking facilities, pedestrian, bicycle and public transportation needs. Its overall purpose is to assess what needs and conditions have changed since the 1991 plan was prepared.

2. Key Findings and Issues

Ellsworth continues to face an increased flow of traffic. Between 1990 and 1998, traffic on many roads increased by between 25 and 45 percent. Traffic generally increased at a faster rate on the secondary roads such as Routes 172 and 179/180 and Christian Ridge Road than on Routes 1,3 and 1A.

Continued strip development along major highways has aggravated the traffic situation. More curb cuts and vehicle turning movements slow the speed of traffic through the city. There is a strong link between land use development and transportation decisions. More development increases traffic flows and road improvements may induce more land development.

The public opinion survey showed that traffic congestion was the most frequently identified thing that respondents disliked about Ellsworth. There were also comments about the poor quality of some roads and the lack of transportation alternatives. Seventy-two percent of the respondents favored building a bypass around the commercial center of Ellsworth.

3. Classification of Roads

Ellsworth has a total of 75.82 miles of public ways. The figure includes 36.30 miles of local road, 20.89 miles of state collector roads and 18.63 miles of arterials. These numbers are summarized in Table D.1.

Table D.1
Summary of Road Mileage

Category	**Urban**	**Rural**	**Total**
Local	13.36	22.94	36.30
Collector	1.94	18.95	20.89
Arterial	4.76	13.87	18.63
Total	**20.06**	**55.76**	**75.82**

SOURCE: City Manager's office

4. Road Conditions, Usage and Capacity

a. Road Conditions

Local road conditions were addressed in the city's capital improvements plan. The city presently allocates about $500,000 a year in capital improvements to local roads. The local roads committee usually rebuilds one urban street and one rural road each year. An urban street costs an average of $125 per linear foot for reconstruction and a curbed sidewalk. Rural roads cost $75 per linear foot.

According to data supplied by the city manager's office about 20 percent (7.34 miles) of local roads in 2002 were in excellent condition. Another 22 percent (7.79 miles) were in good condition and just under 5 percent (1.68 miles) were in fair condition. About 54 percent (19.49 miles) were in poor condition. All 12.51 miles of the city's local gravel roads are assigned to the poor condition category. The city thus faces considerable road improvement expenses.

In recent years the city has been under pressure from residents in rural areas for more road improvements as development in the outlying parts of the city has increased. Other residents, however, want the roads to retain a rural appearance even if this means gravel roads and slower travel speeds. The police department has expressed concern that improvements to rural roads often leads to more speeding, further stretching limited department resources. The fire department has expressed concern about access problems on narrow rural roads. Fire department response time is also slowed by traffic congestion in the urban area.

While specific road improvements are formulated through the local roads committee, there is an opportunity for the comprehensive plan to recommend an overall road policy. For example, continued improvements to roads in rural areas may facilitate more residential development in those areas. By contrast, improving residential streets in urban areas where there is vacant, developable land may facilitate infill development (i.e. the development of vacant parcels interspersed among built lots in developed areas). The city could thus decide to give priority to road improvements in the urban area and other parts of the city where it desires to attract growth. Road improvements have a major impact on the character of future land development, city road policy is thus an important tool in shaping future growth.

Another potential road policy is street acceptance and off-site improvement policy. For example, developers in rural areas could be required to pay for their fair share of the cost of upgrading off-site roads. Street acceptance standards (such as road width) could be more demanding for rural areas than in urban areas. City road standards have been revised since the last comprehensive plan was prepared. It is important that these policies be reviewed periodically.

While conditions of state roads are not the direct responsibility of the city, Ellsworth can influence state road funding priorities. One specific issue is the suitability

of state roads for truck traffic. The 1999 Truck Route Freight Study by the Region II (Hancock and Washington Counties) Regional Transportation Advisory Committee (RTAC) focused on the primary truck routes of Routes 1, 3 and 1A. The main problem noted with these roads was congestion in Ellsworth. Another problem was inadequate turning radii at the State Street-Main Street intersection.

The secondary truck routes serving the Ellsworth area are Routes 172, Water Street, Christian Ridge Road and Washington Junction Road. The later three roads also serve as de-facto bypasses around downtown Ellsworth. The only problem noted in the study was the Route 172-Route 1/3 intersection, which has an inadequate turning radius for large trucks and needs a traffic signal.

b. MDOT Six-Year Plan

Major proposed MDOT improvements for state highways and other transportation facilities are included in the MDOT's six-year plan. The plan is used to identify priorities for projects in the Biennial Transportation Improvement Plan. The 2002-2007 six-year plan identifies several projects for Ellsworth. These consist of improving the Route 180 Bridge at Graham Lake Dam and highway reconstruction of four segments of Route 1-A. These segments run from the 1-A-Rabbit Road intersection to Main Street. Apart from a few short segments (consisting of under one-half mile each), this entire stretch would be reconstructed.

Improvements to the State Street-Oak Street-High Street intersection are also in the proposed MDOT project list. The Route 172-Route 1/3 intersection is also scheduled for improvement. An additional travel lane would be added along a portion of High Street. The combined effect of these improvements will be to address some of the specific problem areas identified by the city and MDOT in the past. They will not, however, address the overall trend of increased traffic congestion in Ellsworth.

c. Traffic Counts

Traffic counts are summarized in Table D.2. These counts are based on temporary (24 to 48-hour) traffic counters set at various locations around the city by the Maine Department of Transportation. These numbers are 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.

As seen in Table D.2, traffic has increased at many, but not all, sites for which data are available. It must be stressed that unusual circumstances in a given year may result in an atypical count. Thus counts for sites that include more than two years should be considered more reliable.

Route 1A, southeast of State Street had a 24 percent increase in traffic from 1990 to 1998. High Street, however, did not increase as dramatically. There were fluctuations at Maple Street site on High Street and a 5.6 percent increase southeast of Main Street on

High Street. Route 3 at the Trenton town line had a 36 percent increase in traffic. Little change occurred at Routes 1/3 at the Orland town line.

Traffic also increased on the secondary state roads and local streets. For example, traffic on Route 172 increased by 26 percent. There was a 45 percent increase in traffic on the Christian Ridge Road and a 19 percent increase on North Main Street. Between 1993 and 1998, traffic on Route 179/180 increased by 44 percent.

Traffic on Route 230 (Water Street) at Card Brook increased by 50 percent between 1990 and 1998. But it decreased between 1996 and 1998. (At the time of writing, more recent traffic counts were not available from the MDOT). Traffic on Water Street at the Pine Street intersection also decreased slightly between 1996 and 1998.

The 1991 plan identified traffic congestion as one of the major and "most contentious" issues facing the city. The data show that traffic has continued to increase, intensifying congestion and other problems. If anything, traffic is more of an issue in 2001 than it was in 1991.

The traffic counts shown above are based on annual average counts, not the seasonal peaks. The extent of seasonal fluctuations can be shown by comparing August and December counts at the permanent counter sites on Route 1 in Hancock and Route 3 in Trenton. In Hancock, the August 1999 daily count was 14,212 compared to 10,595 in December. Counts were thus 34 percent higher in August than December. The August 1999 count in Trenton was 22,070 compared to 8,900 in December. August traffic was more than double the off-season count. Since the majority of traffic for both these locations passes through Ellsworth, the city can be assumed to have similar seasonal fluctuations.

Table D.2
Comparison of Annual Average Daily Traffic, Ellsworth 1991-1998

Location	1990-1991	1993	1995-1996	1998
Rte. 1A/ S.E. of State St.	12,630	- - - -	14,640	15,370
High St. SE/of Main St .	23,200	21,130	19,910	24,500
High Street S.E. of Maple (now Foster) St.	28,050	- - - -	28,780	27,580
Rte 1/3 E. of Christian Ridge Rd.	5,870	6,820	7,800	7,470
Christian Ridge Rd.	1,310	- - - -	1,660	1,910
Main St. NE/of Beals Ave	4,450	- - - - -	5,250	5,330
Rte. 179/180 N/of Rte. 1A	- - - -	2,910	4,120	4,180
Rte 1/3 @ Orland t.l.	4,980	5,170	4,930	- - - -
Rte. 3 @ Trenton t.l.	10,500	- - - -	- - - -	14,290
Rte. 1 @ Hancock t.l.	9,450	- - - -	10,390	- - - -
Rte. 1A NW/of Western Ave.	- - - -	- - - -	15,080	15,150
Rte. 172 S/of Westwood Hills Rd.	5,660	6,160	6,190	7,140
Rte. 230 @Main St.	7,180	8,980	9,660	-----
Rte. 230 n/w of Pine St .	----	-----	10,650	10,280
Rte. 230 @ Card Brook	3,130	4,030	5,430	4,700

Source: Maine Department of Transportation

Traffic flows are increasing for several reasons. The major expansions at The Jackson Laboratories and other employers on Mount Desert Island has meant more commuters passing through Ellsworth. The expansions of retail development in Ellsworth have attracted more traffic to the city. Hancock County as a whole is attracting more year-round residents.

d. Road Safety Concerns

One way to assess road safety concerns is by identifying high-accident locations. MDOT defines high accident segments as those whose accident rate exceeds the statewide average for comparable segments. MDOT data list most of Route 3 between Main Street and the Trenton town line as a high accident segment. Route 1-A between State and Main Streets is also high accident as is the Route 179/180 intersection with Route 1-A. There are also several other shorter segments of Route 1-A toward the Dedham town line that are high accident The Route 1/3-Christian Ridge Road and Route 172-Route 1/3 intersections are also considered high accident. The comprehensive plan committee also has concerns about accident rates along the Red Bridge and Happytown Roads.

Accident rate data gathered by the Ellsworth Police Department are shown on Table D.3. As seen, there has been an overall increase in the number of accidents since 1994. One reason for the increase is that the department has been counting non-highway accidents since 1998. There has also, however, been an increase in the number of personal injury accidents. Other numbers have fluctuated. The police department started keeping more detailed computerized records in 1994. As the years go on, it will be easier to note significant trends in accident rates.

Table D.3
Motor Vehicle Accident Data, 1994-2001

Year	Property Damage	Personal Injury	Non-Highway Accidents	Total
1994	552	121	-----	673
1995	515	110	-----	625
1996	575	127	-----	702
1997	581	158	------	739
1998	438	137	195	770
1999	409	139	190	738
2000	425	151	164	740
2001	442	161	175	778

SOURCE: Ellsworth Police Department records

5. Parking Facilities

The 1991 plan discussed the parking shortage in the downtown area. Improvements in the downtown area have greatly eased the situation there. New parking areas have been created off of School Street and near the waterfront. Continued improvements to the waterfront may increase demand for parking in this area. Thus, parking should be a major factor in any waterfront revitalization plan.

One possible future issue is changes in the downtown to more office development as opposed to retail. Office type development often involves more long-term parking

than short, retail trips. Another parking issue is landscaping. Tree and shrub planting is aesthetically valuable and helps keep vast expanses of asphalt cooler in the summer. Excessive landscaping requirements, however, also may complicate snow plowing and storage during the winter.

6. Pedestrian Facilities

In addition to sidewalks, pedestrian facilities also include walking trails. Since the 1991 plan was prepared, the city has upgraded the sidewalks along Main Street. One major pedestrian issue is safe access from the downtown area to the high school. This need is being addressed in coordination with the development of the proposed Downeast Trail, which would run along parts of the Calais Branch Railroad (see discussion of rail transit below). While the overall project may take 10-15 years to complete, planning is underway for a segment along the tracks that would connect the Union River in Ellsworth Falls to Main Street. This would be a multi-use segment (including bicycles as well as pedestrians) running along the edge of the rail line.

One overall pedestrian concern is the difficulty of walking along and crossing over High Street. Oak Street is particularly hazardous to pedestrians and wheelchair-dependent individuals. Another issue is safety adjacent to the high school. Also, many of the secondary urban streets either lack sidewalks or have sidewalks that are in poor repair. Current city road policy requires that road upgrades in the urban area include installation or upgrade of sidewalks. One issue is that the city has just one sidewalk plow, which limits the extent of sidewalk that can be plowed in the winter.

The comprehensive plan committee has also noted deficiencies on Water Street from Union River Estates to Foster Street and on Upper Main Street from MacKenzie Street to the Meadowview Apartments. The sidewalk on Outer State Street from Western Avenue to the Ellsworth Falls Junction is in very poor condition. The city may want to work with the MDOT to assure that sidewalks are improved in conjunction with other planned state road improvements.

7. Bicycle Facilities

One change in state and federal transportation policy since work began on the 1991 plan is increased emphasis on bicycles as a transportation mode. Bicycle paths not only attract tourists but also serve the resident population. The RTAC bicycle subcommittee identified priorities for paving of roadside shoulders to facilitate bicycle traffic around the region. Major roads in Ellsworth were not included since there are already plans to upgrade shoulders along Routes 1, 3 and 1-A. The Downeast Trail project (see D.6 above) would also serve bicyclists. The East Coast Greenway, a multi-state bicycle trail, will pass through Ellsworth.

8. Railroad Facilities

As was the case in 1991, there is no rail service to Ellsworth. However, there have been ongoing proposals to restore at least some service. These include freight service between Brewer and Calais, which would use the presently abandoned line through Ellsworth. There have also been proposals for excursion-style passenger service from Ellsworth to Franklin and a Brewer-Ellsworth service. The MDOT is also exploring providing passenger rail service from Bangor through Ellsworth to Trenton. Various state studies should be available on the future of rail service by the time this comprehensive plan is complete.

9. Public Transportation

Ellsworth presently has limited public transportation services. Downeast Transportation, Inc. runs a mid-day service during weekdays around in-town Ellsworth that serves several major apartment complexes and the shopping centers. There is also weekday service to Bar Harbor. It runs a commuter service to Jackson Laboratory in Bar Harbor. Several smaller towns have once a week service into Ellsworth.

Washington-Hancock Community Agency offers services primarily for low income residents. A private carrier provides limited service between Bangor and points downeast year-round. Other providers offer service during the peak tourist months.

As the population of Ellsworth ages, the need for public transportation will likely increase. The success of the Island Explorer bus system on Mount Desert Island shows how public transportation, at least during peak tourist months, can work. The city may want to explore options for extending service into Ellsworth. Other public transportation options such as subscription bus services (buses used by a particular employer for the journey to work) could also be examined.

10. Access and Mobility

The MDOT reviews municipal comprehensive plans for how they address access and mobility issues. Access refers to roads where entrance and egress to the adjacent properties are most important. These would include roads where there is considerable commercial or residential development. Mobility refers to roads that provide for relatively high overall travel speeds with a minimum disruption of movement due to turning of vehicles on and off the road.

There are advantages to preserving certain roads for access and others primarily for mobility. By concentrating areas of high access, it is easier to plan for improvements such as shared service roads, traffic lights and turning lanes. Preserving roads for mobility allows the fast movement of traffic.

The major access issue facing the city is probably the condition of High Street and portions of Route 1 and Route 3 that have large amounts of commercial development. The city faces a major challenge to assure adequate access given the amount of development that has taken place.

Ellsworth also faces many challenges in maintaining mobility along its major highways. As noted above, traffic has increased significantly over the past ten years. This is making it increasingly difficult to maintain mobility along Routes 1, 3 and 1-A. Under the current approach to land use regulation along these corridors, mobility is likely to diminish. It would be easier to manage traffic congestion if the city were to take more steps to manage commercial and residential development along its major corridors.

Any steps to manage development along highways would need to consider state access management requirements. The process by which driveway permits are issued for access onto state highways is being changed as this plan is being prepared. Any changes to the municipal permitting process should consider the state regulatory process. Municipalities have the right to exceed the state minimum access management standards.

11. Regional Issues

As mentioned in the 1991 plan, Ellsworth's roads are very important to nearly every town in the region due to the city's central location. As the region grows, more traffic is likely to pass through Ellsworth. Also, concern by those in surrounding towns about traffic congestion in Ellsworth is likely to increase. It is important that Ellsworth officials communicate regularly with regional groups such as the RTAC and with officials from adjoining towns on transportation issues. This is particularly the case in discussion on any bypass around Ellsworth. The region needs to speak with one voice on this issue if any action is to be taken by MDOT.

Another regional issue is the management of access on Routes 1&3 between Ellsworth and Bucksport. Continued development along this road will result in the slowing of traffic unless strict access management policies are implemented. Examples of possible policies include requirements for shared driveways and access roads and other measures to reduce curb cuts. The city may want to work with Bucksport and Orland in planning for the long-term protection of this corridor. While state policy limits access on certain segments, municipalities may impose their own standards that exceed the state standards.

E. EXISTING LAND USE

1. Purpose

Land uses are the most visible sign of change in a community. A thorough understanding of land use changes is necessary to determine how the city has grown since the last comprehensive plan was prepared. It is also important to estimate how the city will grow in the future. The purposes of this section are to:

a. assess changes in land use between 1990 and 2000;

b. identify current land use issues and trends; and

c. project future land use changes and needs.

2. Key Findings and Issues

There were about 559 additional residential acres developed in Ellsworth between 1990 and 2000. There were also 19 commercial acres and 523 tax-exempt acres added during this same period. This figure does **not** include redevelopment of existing commercial lots.

The city faces at least two major land use issues. One is low density residential development spreading over the rural parts of the city. It is costly to provide services to new developments in remote areas. Another issue is continued commercial sprawl development along major highways.

3. Land Use Changes Between 1990 and 2000

This section examines land use changes in three ways. First, it reviews changes in land use ordinances. Second, it looks at specific changes in land use acreage. Third, it discusses these changes in a more subjective manner.

a. Changes in Land Use Ordinances

The 1991 plan contained an analysis of Ellsworth's land use ordinances at that time. There were several major revisions to these ordinances during the 1990s. Detailed site plan review standards were added to the zoning ordinance. Also added was a new zone, Residential 3. This zone has a minimum lot size of 80,000 square-feet and is for "those areas identified as critical, relative to water quality, and natural preservation." Uses are intended "to reflect low impact and non-intensive patterns of development, requiring larger lot and frontage standards."

b. Land Use Acreage Changes

A general estimate of land use acreage changes can be made by reviewing the development trends for the past ten years. This was done by comparing building permit records with the most recent tax records. A building permit that was never used would not be included in the final list if a completed structure did not show up in the tax record. Acreage was determined by using the minimum lot size for each zone and multiplying that figure by the number of permits issued in that zone. For example, the minimum lot size in the R-1 zone for single family residential uses is 15,000 square-feet. If ten single-family homes were built in that zone, this would amount to 150,000 square-feet of land that was developed.

As seen in Table E.1, this methodology estimates that about 560 acres were developed for residential uses between 1990 and 2000 for an estimated total of 13,598 acres of residential land in the year 2000. This is a roughly 4.3 percent increase over the estimated 13,038 acres of residential land in 1990. It must be stressed that minor changes in data collection techniques may have occurred over ten years

The table also shows that 19 acres were developed as commercial. Estimated commercial acreage increased from 968 acres in 1990 to 987 in 2000. The records show that there was only one additional acre of industrial land. The largest percentage increase, however, was in tax-exempt land, which increased by 21 percent or 523 acres.

Table E.1
LAND USE CHANGES: ELLSWORTH 1990-2000

Category	Acreage 1990	Acreage 2000	Change 1990-2000	Percent Change
Residential	**13,038**	**13,597**	**559**	**4.3%**
Commercial	**968**	**987**	**19**	**2.0%**
Industrial	**193**	**194**	**1**	**0.5%**
Tax-Exempt	**2,485**	**3,008**	**523**	**21 %**
SOURCE**: City of Ellsworth Assessor's records and 1991 comprehensive plan**				

Table E.2 shows where land use changes occurred by zoning district. It shows that the greatest square-footage of development (17,720,000 square-feet) took place in the Residential 2 zone. This zone accounts for about 407 acres of development. The next largest amount of development (6,560,000 square-feet) took place in the Residential 3 zone.

The largest amount of development in commercial zones was in (600,000 square-feet) took place in the Commercial 2 zone. The balance of the development (200,000 square-feet) took place in the Commercial Light Industrial Zone. No new development was recorded for the Commercial 1 zone. These data are based on the zone in which development took place **not** on the actual uses in that zone. Commercial development, for example, could occur in an industrial or residential zone. Changes in actual uses in each zone are discussed below.

Since these estimates of development are based on minimum lot sizes, they do **not** reflect intensity of uses. For example, 6,560,000 square-feet of development in the Residential 3 zone with a zoning density of 80,000 square-feet per single family home could represent as many as 82 dwellings. By contrast, the 375,000 square-feet of residential development in the Residential 1 zone, with a minimum lot size of 15,000 square-feet could represent up to 25 dwellings. In other words, even though there was 17 times as much land developed in the Residential 3 zone than in the Residential 1 zone, there were only an estimated 3.28 times as many homes built.

Table E.2
LAND USE ACREAGE CHANGE BY ZONING DISTRICT 1990-2000

(All Uses)				
Zone	**Residential**	**Commercial**	**Industrial**	**Total**
Industrial 1			160,000	160,000
Industrial 2			60,000	60,000
Commercial Light Industrial		200,000		200,000
Commercial 1				0
Commercial 2		600,000		600,000
Residential 1-A				0
Residential 1-H	105,000			105,000
Residential 1	375,000			375,000
Residential 2	17,720,000			17,720,000
Residential 3	6,560,000			6,560,000
TOTAL (square feet)	**24,760,000**	**800,000**	**220,000**	**25,780,000**
ACRES	568.4	18.4	5.1	591.8
LOTS DEVELOPED	557	52	8	617

SOURCE: Ellsworth City Intern

As mentioned above, Table E.2 shows total changes by zone rather than specific land uses. Table E.3 shows actual land use changes for each zone. These data show two trends. First, of the 160,000 square-feet developed in Industrial 1 zone, only 40,000 square-feet were for industrial uses; the rest of the development was commercial. The only development in the Industrial 2 zone was residential. The city may want to review its zoning requirements to assure that prime industrial areas are not taken over by other uses. This could involve more restrictions on allowing non-industrial uses in industrial zones.

Second, there is substantial commercial development in the various residential zones. There is also residential development in commercial zones. The names of zones do not necessarily indicate the type of development that is allowed within their boundaries.

Table E.3
LAND USE CHANGE BY USE, ZONING DISTRICTS 1990-2000

Zone	Residential	Commercial	Hotel/ Rental	Recreational	Industrial	Total
Industrial 1		120,000			40,000	160,000
Industrial 2	60,000					60,000
Commercial Light Industrial	660,000	105,000				765,000
Commercial 1						0
Commercial 2	200,000	380,000	20,000	20,000		620,000
Residential 1-A						0
Residential 1-H	90,000	15,000				105,000
Residential 1	375,000	30,000				405,000
Residential 2	17,400,000	600,000	200,000	80,000		18,280,000
Residential 3	6,640,000			80,000		6,720,000
Residential 2 FP	80,000					80,000
Commercial Light Industrial FP	40,000	40,000				80,000
TOTAL (square feet)	**25,545,000**	**1,290,000**	**220,000**	**180,000**	**40,000**	**27,275,000**
ACRES	586.4	29.6	5.1	4.1	0.9	626.1
LOTS DEVELOPED	578	6	4	49	1	8

SOURCE: Ellsworth City Intern

The data from the above tables are helpful in summarizing current land use acreage by category for Ellsworth (see Table E.4). When the new acreage of developed land is added onto the 1990 amount, the city had an estimated 14,776 acres of developed land in 2000. This accounts for about 25 percent of the nearly 60,000 acres in the city.

About 9 percent of the city is open water bodies and another six percent consists of bogs and swamps. About 56 percent of the city land is vacant and developable. While some of this land is not readily accessible by road, these data mean that there is ample room for future growth. The challenge facing Ellsworth is thus determining where and how development should occur.

Data on farm and forest land are limited. There is no reliable estimate of the total acreage in farm and forest land. There are, however, data on the acreage held in under the farm and open space tax land, which gives tax breaks to landowners meeting certain conditions who agree to keep their land in these classifications. As of 2001 there were 44 acres classified as cropland, orchard and pasture. There were also 349 acres classified as farm woodland. It must be stressed that not all farmers necessarily keep their land in this classification. Furthermore, owners willing to pay the tax penalty may withdraw from this classification.

In 2001 there was one parcel (of about 18 acres) held in the open space tax classification. This land generally has high scenic and recreational value. There were also about 20,136 acres classified as forest land. In order to qualify for the forest classification parcels under 100 acres in size must be managed according to a commercial forest management and harvest plan. This excludes some smaller parcels from participation in this program and means that only a portion of forested land is held in this classification.

Table E.4
LAND USE ACREAGE SUMMARY, ELLSWORTH 2000

Category	Acreage	Percent
Developed	14,776	25%
Tax Exempt	3,008	5%
Water Bodies	5,376	9%
Bog and Swamp	3,840	6%
Other Development Constraints		0%
Vacant, Developable Land	33,277	56%
TOTAL:	**59,754**	**100%**

SOURCE: Previous tables and 1991 Comprehensive Plan

c. General Land Use Changes

Since the 1991 plan was prepared, the city has undertaken a major revitalization of the downtown area. It is now focusing on redeveloping the waterfront area. Considerable steps are thus being taken to make the older parts of town more attractive to development. The city is also developing a new business park on Lakes Lane off of Route 1-A.

While there has been considerable discussion about the amount of commercial development in Ellsworth, the data cited above indicate that there was only a 19-acre increase in ten years. Several factors may explain this apparent discrepancy. First, Table E.1 refers to changes in commercial acreage, rather than reuse. Second, data collection techniques may have changed. The 1990 data, which indicate that there were 968 acres of commercial land may have overestimated total acreage. Third, these data do not reflect any development that took place in 2001.

4. Current Land Use Issues and Trends

Numbers alone do not identify all of the land use issues the city faces. There are several less quantifiable concerns that the plan should address. As was the case in 1991, the city still faces major issues with commercial strip development along its highways. The city continues to face on-going residential development in its rural areas. This has increased the costs of police and fire protection, school bus routes and road maintenance.

In the meanwhile, few incentives have been created to make it more attractive to developers to create “in-fill” development in existing built-up areas. The term in-fill

refers to the filling in of vacant parcels in otherwise developed areas. One reason for this trend may be that developers prefer to avoid the up-front costs of installing public water and sewer.

Another development issue is that most new subdivisions have been fairly small-scale (i.e. under 10-20 units each). It is harder to regulate the impacts of numerous small-scale subdivisions than one or two larger developments. For example, it is generally easier to negotiate impact fees or create a desirable cluster development with a large development. There is also more opportunity to create a true neighborhood with walkable streets.

Under current city ordinances, however, it is difficult to build the sort of neighborhood associated with traditional New England villages. Any change to city ordinances should reflect the fact that most traditional neighborhoods were built at a time when there was less dependence on the automobile. Careful attention to parking and snow plowing needs must be considered in an effort to recreate these neighborhoods. Also, it is important to address noise issues. Noise from adjoining properties and the street is more of an issue in densely settled areas. Noise can be mitigated by tree and bush plantings that help absorb sound and how homes are placed on a lot.

Protection of water and natural resources is another concern. Further assessment of the development impacts on water supplies and quality is needed. For example, to what extent does development have the potential to pollute ground water supplies or cause run off that may affect lake water quality. Similarly, more information is needed on how development in rural areas is affecting natural resources.

5. Land Use Projections

The Housing section of the Inventory and Analysis projected that approximately 250 new dwelling units would be built in Ellsworth between 2000 and 2015. This number can be multiplied by the average lot size to estimate how much additional residential land would be needed during the ten-year period. Assuming an average lot size of one acre per unit (some zones require more, others less) there would be at least 250 additional acres of residential land developed by 2015.

Given recent trends in the city and the general aging of the population, there is likely to be more construction of residential group quarters such as nursing homes and assisted living centers. This use is distinct from the 250 dwelling units discussed above. There is no way to estimate how much of this type of housing will be built.

Given the city's development of a new business park, further increases in industrial land are also likely. Here again, there is no way to estimate the acreage. Similarly, commercial development is likely to continue in its various forms.

As mentioned above, the actual acreage of land that will be developed is less relevant than how and where the development takes place. For example, the use of cluster development can help preserve more areas of green space and maintain a rural

appearance without restricting the number of homes that are built. Changes to commercial zone standards such as more requirements for shared driveways, general access management standards, buffering and set backs can help manage commercial strip development. The city may want to examine the extent of its current commercially zoned areas.

6. Regional Issues

A comprehensive plan should examine zoning and land uses in adjoining towns. Trenton, Lamoine, Hancock, Otis, Surry and Dedham have town-wide zoning. Orland does **not**, as of 2002, have town-wide zoning. The Trenton zones adjoining Ellsworth are Rural Commercial and Gateway Commercial along Route 3 and Rural Development, Rural and Residential elsewhere town. These zones reflect development patterns in Ellsworth. Overall, the Trenton standards on commercial strip development are more restrictive than those of Ellsworth.

The Lamoine ordinance designates the area adjacent to Ellsworth as Residential. This means that the commercial development along Route 1 and 184 in Ellsworth will probably not spread into Lamoine. Hancock designates the Washington Junction area as Aquifer Protection with a small portion as Industrial. Given the fact that the aquifer is shared with Ellsworth, this is a potential conflict. No other possible conflicts with Ellsworth's zoning were noted.

Otis, Dedham and Surry abut Ellsworth in rural areas. All three towns have designated adjoining areas as rural, low density uses. The portion of Dedham immediately along Route 1-A is in a Growth zone.

F. PUBLIC SERVICES AND FACILITIES

1. Purpose

This section reviews changes in the city's public services and facilities since 1991. Its overall purpose is to assess what needs and conditions have changed since the 1992 plan was prepared.

2. Key Findings and Issues

A review of public services and facilities reveals that the city faces several needs. For example, the highway garage is overcrowded. While the public water system is generally in good condition, the water department is concerned about potential contamination of Branch Lake. While the sewage treatment plant has been upgraded, it still faces other needs.

The major change in school facilities since 1991 is the construction of the new high school. Several other buildings, however, still require major improvements or repairs. Addressing the deficiencies in school facilities is perhaps the major public facility need faced by the city. While some fluctuations in school enrollment are anticipated, the overall trend is for a decline in enrollment. The police and fire departments face challenges in protecting such a geographically large city.

3. Public Works

a. Changes Since 1991

The 1992 plan mentioned that the highway department was "stretched thin" by its duties and length of road maintained by the city. It mentioned the overcrowding of the municipal garage and the need for a salt-sand storage shed. The garage is also used for storage of school buses.

There has been no expansion of the garage since the last plan was prepared. The city is still using the same salt-sand storage arrangement it did then. Salt is stored in a wooden shed built over 35 years ago. Sand is stored in an unsheltered location outside and the top of the pile freezes two feet down each winter. The underground fuel tanks were removed in 1993. It takes about 700 gallons of fuel a week to heat the office, maintenance area and school bus side of the garage in winter.

b. Public Opinion Survey Results

According to the public opinion survey, 47 percent of respondents felt that summer road maintenance was adequate. About 73 percent felt that snow plowing and sanding was adequate.

c. Current Conditions

The highway department has a staff of nine full-time persons. In addition to municipal roadwork, it maintains the transfer station, city pier and the Green Lake and Branch Pond boat landings. The city contracts for summer mowing services.

Equipment consists of six plow trucks, one grader, one backhoe and a sweeper. Each piece of equipment is replaced every 10 to 12 years. The city normally replaces one piece of equipment a year.

d. Future Needs

As mentioned above, the highway garage is overcrowded. It needs new roofing and insulation improvements. There are no present plans to add staff or equipment beyond the regular replacement of the existing inventory. If the city cannot find alternative storage for the school buses, this facility might need expansion or replacement. Since the facility is located over an aquifer, the city may want to locate the new garage in a different location such as the industrial park site. The city will also need a salt-sand storage shed, which should be adjacent to the highway garage.

4. Water Department

a. Changes Since 1991

The opening of the Branch Lake water source for the public system was being completed as the plan was being prepared. Since 1991 the city has replaced mains on Union, Washington, Court, Laurel, Franklin and Main Streets. It also replaced the 300,000-gallon capacity 1889 standpipe with a glass-lined 500,000-gallon capacity standpipe near the Ellsworth High School in 1999.

Other changes include new mains on Myrick and Short Streets and a portion of Route 1 connecting Myrick Street. A new booster pump station was added on High Street to connect the Beckwith Hill standpipe to Wal-Mart.

b. Public Opinion Survey Results

About 65 percent of the respondents felt that the water system was adequate. There were some survey comments about high water rates and the lack of public water in some parts of town.

c. Current Conditions

The water supply and distribution system consists of about 23 miles of water mains and 1,300 service connections. It has 153 fire hydrants. It presently operates at about 50 percent of capacity, using about 475,000 gallons a day. It has a capacity of one million gallons a day.

The system stores about 1.5 million gallons of water in its three standpipes. They are located on Beckwith Hill off Route 3, Dollard Hill off the Bucksport Road and off Route 1-A near the high school. Each has a capacity of 500,000 gallons. These standpipes should be adequate to meet current and future needs presently anticipated by the water department. The Beckwith Hill standpipe, however, will need repainting.

The water department recently installed meters, which are computer-readable and measure water usage more accurately. In 2001 an engineering firm completed an hydraulic study of the entire water system. This study contains detailed information on water main conditions, fire flows and maintenance needs. Copies of the complete study are available at City Hall. This study will be helpful in long-term capital improvements planning.

All costs for the water system operation, improvement and repair are borne by the users. In 1990 water rates were increased by about 90 percent in order to meet federal Clean Water Act requirements. Rates were increased again by 6 percent in 1996 to address additional infrastructure needs. Barring a catastrophe or a major change in federal regulations, the current rates should be sufficient for the next 20 years.

d. Future Needs

The Water Department recommends that Beckwith Hill standpipe be repainted by 2006. It also recommends that a backwash water disposal system be installed by that time. Booster pumps may need to be installed (or the current capacity increased) at select elevated locations to assure sufficient water volume and pressure for existing and future development. The department may also need to complete loops in certain areas to eliminate dead-end lines and undertake other measures to improve water pressure. Specific needs are articulated in the hydraulic study mentioned above.

Several major mains need replacement. These include those located on State Street, Water Street and East Main Street. There are also some line replacements needed on several secondary streets.

The department has identified several planning-related issues. One is the potential of intensive development in the Branch Pond watershed. The city may need to consider the purchasing of development rights or similar measures to limit development in this area. The department does not believe that “reasonable” recreation use of Branch Pond is a problem as long as a buffer is maintained around the water-intake.

There needs to be more attention paid to non-point pollution in the Branch Pond watershed. This may involve implementing phosphorus loading standards. Boat maintenance facilities may also need additional regulation. The department also suggests that developers be encouraged strongly to use the public water supply whenever possible.

5. Sewage Treatment

a. Changes Since 1991

The 1991 plan was being prepared at a time when a major upgrade of the wastewater treatment was underway. The plant was updated in 1992 to have a design flow of 850,000 gallons per day (gpd) with 1,300 pounds per day of Biochemical Oxygen Demand (B.O.D.). This compares to a capacity of 650,000 gpd and a B.O.D. of 1,200 pounds per day before the improvements.

The 1991 plan mentioned the need for new composting facilities. This need has yet to be met. The plan also discussed the need for an infiltration and inflow detection and elimination program. This has not been done. An old clay sewer under Route 1 from Pizza Hut to Myrick Street was replaced in 1991. A private line to the present Wal-Mart was installed the same year.

The city sewer ordinance has not been updated as recommended in the plan. Nor have commercial, industrial or residential impact fees been imposed. At present, there is very little discharge of high strength commercial waste into the sewer system.

b. Public Opinion Survey Results

About 67 percent of respondents felt that the sewer system was adequate. There was one comment about the limited service area for the sewer.

c. Current Conditions

In 2000 the average daily flow was 642,000 gpd, which is below the design capacity of 850,000 gpd. The system had about 1,300 service connections and served an estimated 4,000 people. No septic tank pump-out residue is accepted at the plant.

There are approximately 20 miles of sewer collection line in the city and four sewage pumping stations. Treated wastewater effluent is released into the Union River at the treatment plant site. The city contracts with a private firm to haul and compost dewatered sludge to a year-round disposal site elsewhere in eastern Maine. The sludge composting bed at the Ellsworth Industrial Park is used for sludge disposal as the weather permits.

d. Future Needs

The treatment capacity of the plant could be increased to 1.3 million gpd if certain improvements were made. These include elimination of infiltration and inflow. There is some ground water leaking into pipes and manholes in the collection system. Wastewater treatment plant officials believe that there are still some cellar, perimeter or roof drains illegally tied into the sanitary sewer.

There is, according to the plant superintendent, a dramatic increase in flows during April and May due to spring storms and snowmelt. The average flow at the treatment plant is presently at about 76 percent of capacity. Maine Department of Environmental Protection standards require that when flows reach 80 percent of capacity, there be a plan to deal with infiltration. As of 2002 plant officials are working with an engineering firm to address infiltration and inflow. Initial information from the engineers indicates that about 80 percent of inflow comes from about 35 percent of the collection system. Addressing this concern is one of the top priorities for the sewer department.

Other needs include improvements to the Water Street pump (behind Coastal Carpet) and the South Street siphon. A grit removal system would extend the life of the machinery. The system needs an additional primary clarifier.

6. Education

a. Changes Since 1991

The last plan was completed when the new high school was still in the planning stages. The opening of the current high school has resulted in a shifting among other school facilities. Under current arrangements the Knowlton School houses grades K-2; the Byrant Moore School grades 3-5; the Middle School, grades 6-8; and the high school grades 9 –12. The Ellsworth School Department also administers the Hancock County Technical Center, which provides vocational education to high school age students throughout Hancock County.

b. Public Opinion Survey Results

About 47 percent of respondents felt that school buildings were adequate. This compares to 39 percent who felt that school programs were adequate. About 43 percent said they would support improving school programs through an increase in local taxes compared to 37 percent for improvements to school buildings.

c. Current Conditions

The analysis of current conditions is based on information provided by the superintendent. The Dr. Charles C. Knowlton School consists of a single-story brick and wood building built in 1962 and had a 2000-2001 enrollment of 216 students. In addition

to the main building there is a portable classroom that is used to house a special education program. The school only partially meets ADA access standards.

The central multi-purpose room is used for storage, a cafeteria and physical education. It is inadequate from program, safety and food preparation perspectives. The Knowlton school has a history of air quality problems and the kitchen is in need of remodeling and is no longer capable of preparing cooked meals. Overall facility space is inadequate as a result of the increased responsibilities being placed on public education.

The General Bryant E. Moore School was built in 1923, with an addition in 1957. Two portable classrooms were added in 1987 and 1990. The facility, according to the superintendent, is totally inadequate. Not only is the original structure not ADA compatible, there are several classrooms with serious code deficiencies. It is in need of major remodeling or replacement. However, many residents have asked that the historic value of this facility be considered when decisions are made on the future of this facility.

The Ellsworth Middle School was built in 1952 with an addition in 1973. While the facility consists of 94,670 square-feet, an asbestos problem in 1989 resulted in the closing of the "A-wing," which is unused and unheated. Except for some wall studs, the entire interior of the A-wing has been demolished. One half of the roof has been replaced, but the other half is in need of immediate attention. The exterior walls of the A-wing are uninsulated and the windows are in need of replacement. There are no interior plumbing or electrical services.

The Hancock County Technical Center is a two-story cement and brick structure with an outbuilding housing the boiler. Built in 1978, the building is structurally sound and faces no serious maintenance needs. While space is adequate overall, some renovations or expansion may be needed for some additional programs. Space is presently limited for daytime adult educational programs since priority is given to vocational programs. If the facility is to house both these functions, an addition may be needed.

The Ellsworth High School, completed in 1995, is the newest facility. The facility provides adequate space for the 600 students of which about 300 are from Ellsworth. Space is a problem for special education and technology programs. Staffing for positions such as social workers, substance abuse counselors and resource officers is also inadequate. Due to the many uses of the facility, parking is sometimes a problem.

Administrative functions are presently housed in rental space at the Mill Mall. Due to its cost (about $20,000 a year in rent), this is probably a temporary solution. The school department would like to find a long-term solution that allowed all administrative functions to be centralized.

Future Needs

As shown in the building analysis above, the school system faces several renovation and expansion needs. It is important that these expenditures be coordinated with other municipal capital improvements. These needs are primarily related to addressing existing deficiencies rather than accommodating future enrollment expansions.

As seen in Table F.1, K-8 enrollment fluctuated between 1991 and 2001. According to the school department's consultants, there has been a decrease in births in recent years as well as an out-migration of pre-school children. This is likely to lead to a decrease in school enrollment in grades K-8 in the future, albeit with some fluctuations (see Table F.2). The data include tuition and special education students in addition to Ellsworth residents. Total K-8 enrollment increased from 701 in 1991-1992 to 712 in 2001-2002. The levels for this most recent year, however, are below those of immediately proceeding years. For example, 1997-1998 enrollment was 801.

High school enrollment also shows fluctuations. While an average of about 2 percent of k-8 students are on a tuition basis from other towns, about 43 percent of all students in grades 9-12 in 2001-2002 (257 out of 591) were from other towns. Enrollment increased from 517 in 1991-1992 to 591 in 2001-2002. Here again, this most recent figure was below those of immediately proceeding years. Opening day enrollment for the 2002-2003 year, however, was 40 students higher than for the previous year.

Table F.1
Ellsworth School Enrollment Historical Trends*

Year	K-8	9-12
1991 –1992	701	517
1992 –1993	707	486
1993 –1994	708	501
1994 –1995	713	531
1995 –1996	754	556
1996 –1997	781	572
1997 –1998	801	552
1998 –1999	753	575
1999 – 2000	729	600
2000 – 2001	751	600
2001 – 2002	712	591

*__NOTE:__ Includes tuition and special education students

__SOURCE__: School Enrollment Projections for Ellsworth, Planning Decisions, May 2002

Enrollment projections are shown on Table F.2. As seen, an overall decrease is expected in both K-8 and 9-12 enrollment. This means, assuming these projections are accurate, that there will be no need for new facilities to address expanded school enrollment.

Table F.2
Ellsworth School Projected Enrollment*

Year	K-8	9-12
2002-2003	685	632
2003-2004	657	666
2004-2005	654	679
2005-2006	635	677
2006-2007	631	643
2007-2008	628	606
2008-2009	633	580
2009-2010	624	566
2010-2011	634	544
2011-2012	651	514

***NOTE:** Includes tuition and special education students

SOURCE: School Enrollment Projections for Ellsworth, Planning Decisions, May 2002

7. Solid Waste

a. Changes Since 1991

As the 1992 plan was being prepared, the city landfill was being closed. Plans for a municipal recycling center were being discussed. This center was completed in 1992. There was also a proposal for a regional construction and demolition debris (CDD) landfill in Township 8.

The landfill is now closed and all municipal solid waste is being hauled to the Penobscot Energy Recovery Center (PERC) in Orrington. The city now has a recycling center at the transfer station. Plans for a Township 8 CDD facility were never realized and this material is presently handled on a contractual basis and sent to three different locations.

In 1993, the city added truck scales to the transfer station facility. It also improved the bulky waste and demolition debris staging area that same year. As seen below, further improvements are needed to this area. The city initiated curbside recycling in 1997.

b. Public Opinion Survey Results

About 54 percent of respondents felt that solid waste and recycling services were adequate. Only 22 percent said that they would support improving or expanding these services through increased local taxes.

c. Current Conditions

Currently, the city of Ellsworth contracts with Waste Management for weekly curbside trash collection and once monthly curbside pick-up of recyclable material for residents. Residents are required to purchase a $2.00 sticker for placement on bags containing up to 50 pounds of material. Waste Management then hauls the materials directly to the Penobscot Energy Recovery Company (PERC) in Orrington, Maine. Residents also have the option of bringing materials to the transfer station themselves. Trash bags must still have a $2.00 sticker and recyclable material must be cleaned and sorted accordingly.

The city of Ellsworth contracts out the management of its transfer station (Pine Tree is under contract until the year 2005). Items accepted at the transfer station (for a fee) include construction and demolition debris (CDD), trash, tires, wood, white goods and metal. Recyclable materials such as plastics #1 and #2, glass and aluminum cans are accepted for free. Anyone with Freon materials is required to arrange for the removal of Freon from appliances before bringing them to the transfer station.

Recyclable materials are transported to the Bangor Recycling Center and marketed through the Maine Resource Recovery Association. Ellsworth does not currently collect leaf and yard waste and has no plan to establish a leaf and yard waste composting program at the transfer station.

d. Current and Future Needs

The rising cost of municipal solid waste (MSW) services is the biggest challenge that Ellsworth currently faces. Even though the city requires a $2.00 sticker per bag, this fee does not cover a significant amount of Ellsworth's MSW costs. One possible explanation is that many residents opt to hire a private contractor to haul their garbage instead of taking advantage of the city service. The city must also, per state law, develop a plan for mercury disposal by residents before January 1, 2005.

The current storage areas for wood waste and scrap metal are relatively small. The volumes of these materials become unmanageable at times. Improvements are needed that will better contain these materials.

Another need is for an adequate disposal of Household Hazardous Waste. Regional collections occur at least every few years and could increase in frequency if more municipalities expressed interest. There is also an opportunity for increased

regional usage of the city's transfer station for municipal solid waste and recycling. At present, the station is relatively underutilized.

8. Police Protection

a. Changes Since 1991

The 1992 plan mentioned that the police department headquarters was inadequate. It also mentioned the difficulty in patrolling outlying areas. State and federal mandates added to the expense of maintaining police protection. As of 1991 the city had ten full-time police officers.

One major change since 1991 was the renovation of the city hall facility, which increased the space available for police department functions. The department has added three officers and now has 13 full-time officers. The department presently (2002) consists of a chief, lieutenant, sergeant, detective, school resource officer and 8 patrol officers.

According to the police chief, the number of UCR (Uniform Crime Reporting, a nation-wide reporting system) crimes (homicide, rape, robbery, burglary and theft) increased by 33 percent from 270 crimes in 1995 to 358 crimes in 2000. The total number of all complaints increased by 12.3 percent from 3,737 in 1995 to 4,197 in 2000. The number of persons summonsed and/or arrested increased from 1,528 in 1995 to 1,828 in 2000, an increase of 20 percent.

b. Public Opinion Survey Results

About 71 percent of respondents felt that police protection was adequate. One of the city's commonly identified assets was that it was a safe place to live, a reflection of a relatively low crime rate.

c. Current Conditions

While the renovations to city hall improved working conditions for the department, space is still inadequate. There is little or no room for future expansion and, as shown in the crime statistics cited above, demand for police services continues to increase.

General duty storage space is inadequate. This is distinct from secure storage space, which is presently sufficient. There is little room for storage of lost and found items such as bicycles. The department needs a secure space to store confidential files. The department lacks garage facilities for working on cruisers or to use for vehicle impoundment.

The department has five cruisers, which are on a five-year rotation for replacement. A cruiser is normally replaced after 150,000 miles. The current base radio

console has been in service since 1989 and the repeater equipment dates to 1987. The normal life of a console is 10-15 years and a repeater 20 years. The department is gradually installing laptop computers and cameras in all cruisers. This will also involve upgrading in-house servers and supporting software.

The majority of calls for service come from the urban area. Responses to some of the rural areas such as Happytown/Winkumpaugh, Nicolin or the Scott's Neck areas may take 30 minutes or more. Relatively little time is spent patrolling rural areas due to the amount of time spent in the urban area and the need to be within easy access of this area.

There are 43 hours during the week when there is only one patrol officer scheduled to work. Although most of these hours are during times when demands for service are low, there are concerns about officer safety if only one officer is working. The sergeant is responsible for providing nighttime supervision. Since the department has only one sergeant, it can provide such coverage only four nights a week.

d. Future Needs

The department expects that it will need a full-time secretary by 2006. The workspace presently used by the dispatching operation was originally designed as a secretarial space. If Hancock County implements a centralized dispatch system, this space will be available for its intended use. If the city continues to handle its own dispatching, more space will be needed. The equipment occupies considerable space and the office is crowded.

If the city and the region continue to grow as they did in the 1990s, the department would probably need an additional three to five officers by 2011. Another cruiser may be needed by 2006. There will also be on-going replacement of computers, radios and other equipment.

9. Fire Protection and Emergency Medical Services

a. Changes Since 1991

The 1992 plan mentioned that the fire department facilities were overcrowded and that calls for service had increased by 50 percent between 1980 and 1989 while reducing property loss from $879,00 to $139,000 (unadjusted for inflation). The city was taking the first steps in a street numbering and naming system. There was discussion of the need for sub-stations.

The fire station was renovated in 1999 as part of the city hall renovations. It is, according to the fire chief, adequate for a centralized station. No sub-stations were built. As of 2001, the department has 8 full-time personnel and 40 volunteers. Ambulance service was provided in 1991 by the County Ambulance Service. This service continues

to be provided but there is no contract with the city. It is privately owned operation and could be discontinued at any time without any public notice or input.

b. Public Opinion Survey Results

About 78 percent of respondents felt that fire protection was adequate. There were no specific comments about the fire department. About 69 percent were satisfied with ambulance and rescue service.

c. Current Conditions

One major issue facing the fire department is the shortage of volunteers during daytime hours. Solutions may include adding more paid staff or converting some volunteer positions to be paid on-call positions.

The fire department has identified a number of planning issues that affect fire protection. One is developers who build interior roads in a subdivision that are not accepted as public ways. These roads are not always maintained to allow easy emergency vehicle access during all weather conditions.

The fire chief recommends that water mains should be required to be extended into new residential subdivisions if the development is within 500 feet of an existing main. The department is also concerned about the trend of homes being constructed that are surrounded by trees and that are not immediately visible from the road. Such homes are at risk from forest fires and homeowners need to be educated about this threat.

Another concern is the need for fire sprinklers in most new construction. The fire chief maintains that this would be an effective way to reduce property damage, death and injury from fires. This would involve drafting a new ordinance.

The lack of branch stations limits the ability of the department to provide adequate protection to outlying areas. Two possible locations for stations are on the Bangor Road in the vicinity of McGowan's Hill and the Bucksport Road near the North Bend Road. Another option would be to share stations with Dedham and Orland.

Branch stations would not only increase the amount of fire protection but also lead to reduced fire insurance costs for the homeowner. For example, a home valued at $100,000 located within five miles of one of these substations would save about $150 a year on a homeowner insurance policy. Presently, homeowners beyond five miles from the current fire station and 1,000 feet from a hydrant pay a fire insurance rate equivalent to that of an area with no fire protection.

The fire chief also suggests that a plan be prepared for emergency medical service in the event that the current provider discontinues service. This would involve purchasing ambulances and creating or leasing space to house the operation. It would also require hiring a crew of at least six licensed emergency medical technicians.

d. Future Needs

The department faces major capital expenditures if it is to proceed with the construction of two branch stations and equip these facilities. Providing emergency medical services would result in further capital costs. As mentioned under the police department discussion, regional dispatching decisions will affect other department functions.

10. Library

a. Changes Since 1991

A major expansion of the library had been completed as the 1992 plan went to press. Once again, the library is running out of space.

b. Public Opinion Survey Results

About 80 percent of the respondents felt that the library was adequate. Only the municipal building had a higher adequacy rating than the library.

c. Current Conditions and Future Needs

The facility is adequate overall. The only deficiency noted by the library trustees was the children's section, which is located in the old part of the building in rooms that are ill suited for that function. The trustees would like to have another addition that would be adequate to accommodate the children's needs. There is also the need for more space for the genealogy section. Library trustees maintain that some internal restructuring of space will address crowding issues for the short term. Within five years (from 2002), a second expansion of the facility will be needed. Another issue is inadequate contributions to library costs from surrounding towns whose residents use the facility.

11. Municipal Building

The city hall was extensively renovated in 1998-1999. There is sufficient room for additional administrative offices on the second floor. The building should be adequate through at least 2011.

Needed improvements include reconstruction of the rear parking area and rear entrance on Church Street. The front steps also need reconstruction and energy efficiency would be enhanced by the installation of thermo-pane windows. Creation of more public space in City Hall Plaza, could enhance the entire downtown area. For example, if other private properties adjacent to city hall were to come on the market, the city could acquire these properties.

Citizens appear very satisfied with the recent renovations. About 85 percent of respondents felt the municipal buildings were adequate. This was the highest adequacy rating of any municipal service.

G. RESOURCE INVENTORY UPDATE

1. Purpose

This section reviews major changes in marine, water, forest, agricultural, historic and critical natural resources since the last comprehensive plan was prepared. The purposes of this section are to:

a. assess changes in resources since the last comprehensive plan was prepared; and

b. identify current resource issues.

2. Key Findings and Issues

One major change since 1992 has been the dredging of the federal portion of the harbor. Overall, there has been more focus on revitalizing the waterfront area. A study was completed recently on the Card Brook watershed, which showed the potential of this area as a complement to downtown and waterfront revitalization efforts.

More data are now available on natural resources. There is, however, a need to track data on phosphorus loading in the city's lakes, particularly in Branch Lake, which is the city's public water supply. Two additional prehistoric sites have been added to the Maine Historic Preservation Commission's list for Ellsworth. The Ellsworth Historic Preservation Commission has been active in identifying additional sites and buildings of historic interest.

3. Marine Resources

a. <u>Summary of 1992 Plan</u>

The 1992 plan stated that the waterfront was changing from its industrial and fishing heritage toward more offices, housing and commercial buildings. It maintained that the harbor and waterfront had been studied at length, yet that little action had been taken regarding expanded parks, dredging and redevelopment. The following language is taken essentially verbatim from the 1992 plan since it is still valid today:

> The lower part of the Union River estuary may contain areas suitable for clam and worm habitat. The entire estuary, however, is closed to clamming and worming due to the sewage treatment plant upstream, and will continue to be closed for the foreseeable future. The estuary also hosts American Eel, Atlantic Salmon, and Alewives. Alewives are regularly harvested by the City. The Leonard Lake dam prohibits salmon and alewives from travelling above tidal sections of the river.

Efforts to maintain or improve water quality will enhance these and other marine wildlife habitats.

The Union River estuary is used primarily for recreation. The shallow depth of the channels makes it suitable at low tide only for boats with less than three feet of draft. Boats with keels or larger drafts can navigate lower portions of the estuary and higher portions at high tide. In 1990 three boats used the Ellsworth Harbor for commercial fishing (scallops, lobster, and eel), yet the shallow depths of the harbor and channel make water dependent industries and high levels of commercial fishing unlikely in the future. A 1984 study identified seven businesses in Ellsworth with marine dependent focuses. In 1991 there was only one remaining, Maine Shellfish. This facility processes shellfish which is trucked to Ellsworth from other locations.

b. Changes Since 1992

Several major changes have taken place since the last plan was prepared. The city adopted a harbor ordinance in 1992 and made amendments in 1999. This ordinance set standards for launching of vessels, moorings, waste discharge and safety. It also sets permit fees.

The Harbor Commission prepared a harbor improvement plan in 2001. This plan identifies needed improvements such as improved parking, riverbank stabilization, landscaping and dredging. This plan could complement efforts underway to revitalize the entire waterfront.

Due to the continued discharge from the sewage treatment plant, the underlying water quality problems remain. This means that the shellfish closures continue. Since 1992 there has been greater awareness of the threat of invasive aquatic species. Due to the likely expansion of recreational boating after the local dredging is complete, this problem could potentially worsen. Increased recreational boating would also mean that there is greater need for a boat wastewater pump-out station.

In 2002 the U.S. Army Corps of Engineers completed the dredging of the federal channel in the harbor. This has increased the mean low water depth from two feet to five feet, thus eliminating frequent boat grounding and tidal delays. There is some associated dredging of channels and berthing areas under the city's jurisdiction, which is scheduled to be completed during the fall of 2002 and the spring of 2003.

Another major improvement is the new gazebo donated by the Friends of the Union River. This facility has greatly improved the waterfront park and increased community usage. It is used for community functions such as Harbor Days and Autumn Gold. It is also available for private functions such as weddings.

The city is initiating a comprehensive waterfront revitalization plan. This effort should result in further investment in the entire waterfront area. Since this effort is

beginning as this comprehensive plan update is being prepared, the city plans to incorporate the waterfront plan as a future amendment to the overall plan.

Commercial fishing remains a very limited operation. The number of marine licenses issued to Ellsworth residents is not a relevant indicator of Ellsworth-based fishing activity. Anecdotal evidence indicates that the majority of fisherfolk in Ellsworth fish elsewhere where there is easier access to the open water. The primary fishing access issue in Ellsworth is the distance from the harbor to prime fishing and harvesting areas. This is due to the natural layout of the shore and location of the harbor rather than any public access issue. Even with improved public access, the underlying problem would remain.

c. Current and Future Needs

The harbor is presently used primarily by recreational craft. These include kayaks, canoes and personal watercraft. There are also a limited number of commercial lobster boats. According to harbor master records, there are, on average, about 40 people on the mooring waiting list. Once the dredging of the area surrounding the federal channel is complete, the city expects the total number of moorings to increase from 30 to 60. The increased use of the harbor means that new or expanded dock and pier facilities will be needed.

There are only 28 parking spaces, which is insufficient to accommodate the number of users especially when there are other events at the harbor. This problem may be addressed in part by using some of the Schaeffer property, purchased by the city in 1999, for parking.

4. Water Resources

a. Summary of 1992 Plan

The 1992 plan mentioned the importance of lake water quality to the city. Branch Lake was identified as being of particular concern due to its use as a public water source and recreational resource. Lower Patten Pond and Green Lake were also mentioned as being important**.**

Watershed management and aquifer protection were identified as issues of concern. The plan noted that development in the lake watersheds could affect water quality. It also noted that stormwater runoff was another concern.

b. Changes Since 1992

As mentioned in the Public Services and Facilities section, the Branch Lake public water supply source was upgraded as the 1992 plan was being prepared. The Lakes Division of the Maine Department of Environmental Protection has limited data on water quality for Branch and Green Lakes and Lower Patten Pond in Ellsworth. Data for Branch Lake, which offers a statistically "moderate confidence," show that there is "low" phosphorus count for the deep basin and a "good" dissolved oxygen count in the upper basin. The DEP cautions, however, that data are limited. There is ongoing data collection by watershed volunteers.

The most recent water quality data for the great ponds whose watersheds lie at least in part within Ellsworth are shown in Table G.1. It is important to note that Ellsworth shares several watersheds with adjoining towns. This means that some of its lake watershed protection measures need to be taken in coordination with those of adjoining towns.

The DEP rates the Green Lake data as having a "high" level of confidence. There are some problems with dissolved oxygen depletion in late summer. The Lower Patten Pond data have a "moderate to high" confidence level. Phosphorus levels are low, but bottom waters show a slight reduction in dissolved oxygen in late summer. There are not enough data for the other lakes and ponds in Ellsworth for any reliable analysis.

Another change since 1992 is that increased attention is being paid to the Union River Watershed. Various groups have been working to promote the natural values of the watershed and encouraging inter-town cooperation. This will make future regional efforts to protect the watershed easier.

Table G.1
Characteristics of Great Ponds - Ellsworth

	DDA	ANAD	AAD	GF	D	F	WQC	LOP	C	P
Branch Lake	11,559	1,000	10,559	0.25	2,640	184.5	good	h	1.00	0.07
Graham Lake	3,728	400	3,328	0.3	998	53.33	good	m	1.50	0.08
Green Lake	6,434	700	5,734	0.25	1,434	121.5	good	h	1.00	0.085
Jesse Bog	101	30	71	0.3	21	0.72	mod-sensitive	m	1.00	0.034
Little Duck Pond	469	75	394	0.2	79	4.71	mod-sensitive	m	1.00	0.06
Little Rocky Pond	731	150	581	0.2	116	6.37	mod-sensitive	m	1.00	0.055
Lower Patten Pond	3,036	400	2,636	0.3	791	44.73	good	h	1.00	0.057
Upper Patten Pond	405	50	355	0.25	89	3.9	mod-sensitive	h	1.00	0.044
Wormwood Pond	605	50	555	0.2	111	3.83	mod-sensitive	m	1.00	0.035

SOURCE: Maine Department of Environmental Protection, 2003

DDA: Direct land drainage area in city in acres

ANAD: Area not available for development in acres

AAD: Area available for development in acres (DDA-ANAD)

GF: Growth Factor

D: Area likely to be developed in acres (FG x AAD)

F: Pounds of phosphorus based allocated to watershed based on parts per billion

WQC: Water Quality Category based on the water bodies' vulnerability to phosphorus levels.

This rating is derived from many variables such as flushing and growth and development rates.

LOP: Level of protection recommended by DEP. M = Medium, H= high

C: Acceptable increase in lake's total phosphorus concentration in parts per billion.

P: Pounds per acre phosphorus concentration

Comments: DEP standards for the level of protection are advisory only. In view of the fact that Branch Lake is the water district's water supply, the city may want to set a higher level of protection. This will increase the protection measures required for any development that does occur in that lake watershed.

c. Current Needs and Issues

Phosphorus loading, which could result in increased algae blooms and deteriorating water quality, is still a concern for the city's lake watersheds. Development anywhere in a watershed, not just along the 250-foot buffer subject to shoreland zoning, could threaten water quality through stormwater runoff. This is a particular concern in the Branch Lake watershed since it is the city's public water supply.

A June 2002 study for the Ellsworth Water Department indicated that the water quality in Branch Lake was "generally stable." It rated the overall risk of water quality problems as "low to moderate." It noted, however, that there has been some increase in nutrient enrichment in the past ten to fifteen years and some reports of algal blooms. Data from the January 2003 Maine Drinking Water Source Water Assessment Program (SWAP) report indicate that dissolved oxygen concentrations below 11 meters drop as low as 1 part per million. This, combined with phosphorus levels reported between 11 and 14 parts per billion, means that there is the potential for phosphorus recycling.

The SWAP report recommended that efforts to be address non-point source pollution in the watershed increase. It also recommended that water quality monitoring be increased. This recommendation is supported by comparing recent data with those of a 1972 report by Wright, Pierce, Barnes and Wyman. Comparable late summer monitoring in 1972 showed that dissolved oxygen only dropped to 4.6 parts per million. There has thus been a significant decline in dissolved oxygen levels over 30 years.

Increased recreational use of Branch Lake is a major concern. This issue is addressed in the Recreation section of the Inventory and Analysis. It is important that the city monitor recreational use by lakefront property owners and city residents as well as any state-sponsored plans that could jeopardize the city's public water supply.

Another water quality issue is stormwater management. As the city develops, a greater portion of land will become impervious surface. It is important to assure that current stormwater runoff and drainage standards are adequate to avoid urban flooding and non-point source pollution. This may involve reviewing impervious surface ratios, evaluating the adequacy of catch basins and assuring that there is minimal washing of sand, salt and other potential contaminants into water bodies. It may also involve requiring vegetative buffers between large areas of impervious surface so that runoff may be absorbed.

The city participated in a College of the Atlantic study of the Card Brook Watershed, which was completed in 2000. This study showed that this brook offered substantial potential as recreational green space adjacent to the downtown and as a link between High Street and Water Street. Since the brook passes under High Street and is adjacent a concentration of commercial and residential development, it is threatened by non-point source pollution. The plowing of snow from parking lots into the surface water is one example of a threat.

Ground water protection is another important issue. The largest most significant aquifer in Ellsworth is Aquifer #19 on Maine Geological Survey Map 27. It covers land area in Lamoine, Hancock, T8 and Ellsworth, stretching from Fletcher's Landing on Graham Lake through Washington Junction to North Lamoine. It is comprised of sand, gravel, cobbles, and boulders. Several gravel pits and industrial sites are located above it as well as the city garage, and its border is approximately 1/2 mile from the Ellsworth Landfill. The aquifer is moderate yield, and was studied and rejected as potential source of Ellsworth city water supply in 1988. Nonetheless, it is an important source of drinking water for many wells and needs some protection from incompatible development. As mentioned in the Public Facilities and Services section, the municipal garage is one potential threat to ground water resources. Given the industrial nature of land uses on the Hancock portion of the aquifer, there are likely additional threats in Hancock and adjoining portions of Lamoine.

The 1988 aquifer study by Civil Engineering Services (CES) also contained a review of bedrock water resources. There are no bedrock recharge zones in Ellsworth as mapped by MGS and CES, and bedrock sources are unlikely to be used as public water supply. Bedrock water protection is therefore not an important issue in Ellsworth. The lack of ground water supplies that could be developed easily for municipal use make the protection of the Branch Lake water supply very important.

Another emerging water quality issue is invasive aquatic plant species. These species, some times transported unknowingly by watercraft, can lead to deterioration in water quality and property values. If steps are not taken to manage invasive species, the city, and indeed Hancock County as a whole, could face major problems in sustaining its lake water quality.

Flood plain management measures in Ellsworth appear adequate. As of 2001 there were 20 flood insurance policies in effect. The only claim between 1978 and 2001 was for $304 due to a flood event on May 12, 1989. The floodplain ordinance was last updated in 1993. This ordinance follows state guidelines, which are periodically updated. It is thus important that the city assure that its ordinance remains consistent with state standards.

d. **Public Water Systems**

The Maine Drinking Water Program defines public water systems as those that serve a given number of the general public. This means that privately owned systems that serve restaurants, motels, campgrounds and other establishments open to the public are considered public water systems. According to the Drinking Water Program, there were fourteen public systems as of 2001. These are shown on the Water Resources Map.

The map shows the “public water supply source water protection area.” This area is defined as the “area that contributes recharge water to a surface water intake or public water supply well.” Operators of these systems, per state law, must be notified of land use decisions that could affect the source water protection area. This allows the operators

to participate in the municipal decision making process and helps reduce the risk of contamination to public water supplies. Operators have reported of some public systems have reported an inadequate supply. The city is working with these operators in cases where it is feasible to extend public water mains to the site.

5. Forest and Agricultural Resources

a. Summary of the 1992 Plan

The 1992 plan noted that the city had significant agricultural and forest resources that were somewhat protected by state tax programs. In 1989 Ellsworth had 19,523 acres in Tree Growth Protection. Assessor's records for 1990 showed that the Farm and Open Space law protected about 484 acres.

b. Changes Since 1992

b.1 Forestry

Since 1992 the eligibility for the tree growth taxation classification has been tightened. There has, however, been only a minor change in the acreage held under this classification. The total acreage in 1991 was 20,770 compared to 20,116 in 2001. Nearly all areas of the city that are not developed are forested, and much of this land is harvested by owners or by contract for firewood, pulp, and lumber. Forestland in Ellsworth, however, is not concentrated in the hands of any one or two owners, but rather owned by corporate interests and many individual landowners of small parcels. Local observers note that most owners of property eligible for the tree growth classification are already in that classification.

There continues to be active timber harvesting in Ellsworth. Between 1991 and 2002, there were 263 timber harvests reported to the Maine Forest Service. These involved a total of 15,299 acres. Given the potential impacts of timber harvesting on lake water quality, it is important that the city monitor harvesting trends. There was a low impact forestry demonstration project on the Black House property in the late 1990s. This could serve as a model for other forestry projects in the city.

Another change is increased emphasis on urban forestry. Ellsworth has trees and small parks in the urban areas. Trees can be found surrounding the municipal parking lots, and along Main Street, Water Street, and State Street. There are several parks including the Waterfront Park, the School Street Park, and the Black House. The city continues to ensure that trees are located in the urban area. For example, the soon to be implemented (2004) High Street Streetscape Improvement project calls for about 165 shrubs and 85 trees to be planted along High Street. The city does not presently have a tree warden or a street tree program.

To understand the role of forestry in Ellsworth today, it is important to look at history. From 1765 to the 1880s, Ellsworth evolved from a lumbering and milling center

to an important shipbuilding and shipping port. Now, as the hub of Hancock County and the crossroads of Downeast Maine, the economy of Ellsworth is service- and retail-based. This service center role, coupled with its poor soils, has led to forestry and forest product industries having a minor role in Ellsworth. Nevertheless, there are a few tracts of land around Graham and Green Lakes that have historically and are still being used as woodlands, and there is also a large tract of land in the northeast section of the municipality that is under conservation ownership. Ellsworth recognizes that these areas provide for healthy forest ecosystems.

In addition to its value as timber land, Ellsworth's forested areas are an important source of open space. There are still many unposted areas that can be used for hunting and fishing. Retention of forested areas is also important for protection of lake water quality. Excessive, unregulated timber harvesting can lead to increase erosion and phosphorus loading into a lake.

b.2 Agriculture

There are few data available on changes in farm acreage since 1991. State records report that there were 721 acres in Ellsworth held under farmland taxation in 1991. In 2001 there were 49 acres held as "pasture, crop and orchard" and 349 as "farm woodland." This change in classification techniques makes it difficult to determine how much change in farm acreage has actually occurred.

Ellsworth's agricultural land consists almost entirely of blueberry fields and apple orchards, located primarily in the northern portion of the city near the Branch Lake, Nicolin, Winkumpaugh, and Bangor Roads, as well as the outer Stabawl Road. Small scale and/or part-time farms exist on those same roads, as well as the lower Surry Road and Happytown Road. These include horse and vegetable farms.

While Ellsworth's farms provide an important local supply of food, these farms are not among the most productive in the state. Most farmers earn a relatively modest income and often must supplement their farm income with other jobs. Therefore, financial circumstances make it difficult for many to make a long term commitment to farming. The marginal nature of many farming activities in Ellsworth means that the major threat to agriculture may be economic.

Since 1992 there has been increased attention to the marketing of locally grown produce. For example, three restaurants in town are now participating in a countywide program to purchase produce from local farmers. The city continues to have a farmer's market, albeit with fewer vendors than was the case in the late 1990s. Assuring higher incomes is an effective agricultural land preservation strategy. There is less incentive for a farmer to sell land for development if it can yield a reasonable income. It is thus important that the city support efforts that promote local agriculture.

c. Current Needs and Issues

One of the state's objections to the 1992 plan was that it took inadequate measures to protect the city's forest resources. The city may want to review its current performance standards for timber harvesting in its land use ordinances and see if they may be strengthened. This is particularly the case for standards within the Branch Lake Watershed. Another issue is assuring that there are sufficient resources to enforce existing state and municipal standards.

Given the potential for increased farm income from niche marketing of specialty food products and the direct selling of local produce to area consumers, the city may want to take measures to support these endeavors. For example, the promotion of the farmers market could be linked to other downtown and waterfront revitalization efforts. Also, the city could emphasize locally grown foods at various civic events.

6. Historic and Archaeological Resources

a. Summary of 1992 Plan

The 1992 plan noted that the city had a significant number of registered historic sites, but that many others were not protected in any way. The plan mentioned that the Ellsworth Historic Preservation Ordinance protects many sites but does not make use of provisions for historic districts that could protect important neighborhoods.

b. Changes Since 1992

In 1991 there were eight buildings in Ellsworth listed on the National Register of Historic Places. These were the Colonel Black Mansion, the Congregational Church on State Street, the Stanwood Homestead, the Public Library building, the Old Hancock County Buildings on Cross Street, the Samuel Kidder Whiting House, the Ellsworth Powerhouse and Dam and City Hall. These same eight buildings were still the only ones on the Register in 2001. Placement on the National Register does not restrict what owners may do with their property. It does limit the ability of any federally funded project to remove or alter a site.

The 1992 plan also noted that there were nine prehistoric sites compared to eleven in 2001. The term "prehistoric " refers to sites predating written history, which in Maine's case started with the arrival of the European settlers. While the exact location of these sites is confidential, they are mostly located along the Union River shoreline and Green, Branch and Leonard Lakes (see Historic Resources map)

The Maine Historic Preservation Commission (MHPC) also noted nine shipwreck sites from the twentieth century or late nineteenth century in its inventory of historic archaeological sites. These are summarized in Table G.2 below. The MHPC indicates that no professional survey for historical archaeological sites has been conducted in

Ellsworth. It suggests that future survey work could focus on the first wave of Euro-American settlement including early mills, factories and shipyards.

Table G.2 **Historic Archeological Sites**	
Description	**State Identification Number**
"Refuge" American wreck, Yawl, 20th century	ME 145-001
"Morris and Cliff" unidentified wreck, 20th century	ME-145-002
"Alert" American wreck, gas yacht, 20th century	ME-145-003
"Carola" American wreck, gas yacht, 20th century	ME-145-004
"Etta" American wreck, gas yacht, 19th/20th century	ME-145-005
"**Kwaskind"** American wreck, gas yacht, 20th century	ME-145-006
"**Miss Priscilla"** American wreck, gas yacht, 20th century	ME-145-007
"**Monataka"** American wreck, gas yacht, 20th century	ME-145-008
"**Paprika"** American wreck, gas yacht, 20th century	ME-145-009
SOURCE: Maine Historic Preservation Commission	

The Ellsworth Historic Preservation Commission has continued to identify historic buildings, sites and landmarks of local interest. These are shown on Table G.3. This list indicates that there are other properties with the potential to be listed on the National Register of Historic Places. The Commission notes that this list is incomplete and it is continuing to review and update its files.

Table G.3 **Local Historic Buildings, Sites and Landmarks**	
Description	**Tax Map and Lot Number**
Bridge Hill Civil War Monument & Parade Ground	133-33
Old County Courthouse Buildings, Bridge Hill	133-33
Judge John A. Peters House	133-213
Mary A. Lord House	134-34
Charles Jarvis Homestead	134-10
Alexander Baring Black House	134-10
White Pillars	133-13
Austin/Wiswell House	136-212
Joshua R. Jordan House	134-89
Residence	133-38
Odd Fellows Hall/Rooster Brother	134-191
Residence	134-108
Residence	133-2
Residence	134-107
John Black, Jr. House	133-52

Little Red Farm	21-2
Doctor Harding House	136-209
Residence	134-103
Nathaniel Treworgy Homestead	9-9
Dutton Block, Commercial Building	134-17
Ellsworth American Building	134-44 & 45
SOURCE: Ellsworth Historic Preservation Commission	

c. Current Needs and Issues

The Ellsworth Historic Preservation Commission continues to be active. One proposal under discussion is a possible extension of the boundaries of the current historic district. It presently encompasses the city hall, the Congregational Church, the State Street cemetery, the Andrew Peter's house and the Ellsworth Public Library. Preliminary discussion focuses on having it include more of State Street, School Street, Birch Avenue and Church Street. It could also be expanded to Bridge Hill, the While Pillars on the Bucksport Road and the Black House. Another option would be to include portions of Main Street and the Bayside Road. Any district standards enacted for this expanded area would need to be sufficiently flexible to recognize the current diversity of architectural styles.

The Commission would also like to undertake other measures to preserve and enhance the city's historic resources. These include:

1. identifying wharves and historic sites along the Union River;
.
2. preserving and protecting stone walls, mill dam sites and abandoned cemeteries;

3. establishing design guidelines within certain historic neighborhoods;

4. finding ways to establish preservation easements, working with organizations like the Hancock County Trustees of Public Reservations;

5. expanding educational opportunities for the schools and the general population that would promote awareness of the city's historical and architectural heritage;

6. undertaking more thorough mapping of the city's historic resources to facilitate identification and planning; and

7. creating financial incentives to help property owners preserve their historic properties.

The Commission has identified several threats to historical resources in Ellsworth. These include:

1. archaeological sites being along the Union River and Graham Lake being lost or damaged due to high water levels or erosion;

2. inadequate communication to the Commission when development is proposed on archaeological sites;

3. road expansions that may destroy historic structures and sites; and

4. a low level of support for historic preservation, although interest is increasing.

7. Critical Natural Resources

a. Summary of the 1992 Plan

The 1992 plan noted that the state was the primary protector of Ellsworth's fish and wildlife resources and that the city should support future inventory work. At that time there was one area identified by the State Natural Heritage Program, a growth of American shore-grass (littorella americana) on the north shore of Branch Lake. The plan also noted ten deer wintering yards of "indeterminate" value and one active bald eagle nesting site.

b. Changes Since 1992

Since 1991 there has been further mapping of natural resources in Ellsworth by the Maine Department of Conservation Natural Areas Program. It has identified the rare or exemplary botanical features in Ellsworth shown on Table G.4.

Table G.4
Rare or Exemplary Botanical Features

Scientific Name *Common Name*	State Rarity	Global Rarity	State Legal Status	Federal Legal Status
Amelanchier Nantucketenis *Nantucket Shadbush*	S2	G3Q	T	-----
Bidens Hyperborea *Estuary Bur-Marigold*	S2	G4	SC	-----
Galum Labradoricum *Bog Bedstraw*	S2?	G4	SC	----
Level Bog Ecosystem *Level Bog Ecosystem*	S4	---	----	---
Limosella Australis *Mudwort*	S3	G4G5	---	---
Littorella Uniflora *American Shore-Grass*	S2	G5	SC	

SOURCE: Maine Department of Conservation Natural Areas Program (see text for explanation of abbreviations)

The Nantucket Shadbush is found in pine barrens, fields, edges and thickets. The S2 ranking means that it is imperiled in Maine because of rarity or vulnerability to further decline. With such decline it could become threatened. It has been found in seven municipalities in Maine. Its global ranking of G3Q means that it is rare or uncommon globally. The state legal status of "T" refers to it being a threatened species.

The Estuary Bur-Marigold is similarly imperiled and has a threatened status. It is found in fresh to brackish estuaries. It has been found in thirteen municipalities across Maine. While it is threatened in Maine, its G4 rating means that is it widespread and apparently secure globally, but with some cause for long-term concern. The state legal status of "SC " meanings that it has a "special concern" rating.

The Bog Bedstraw has an S2 ranking meaning it is threatened in Maine but G5 rating, indicating that it is globally secure. Its habitat is bogs, mossy thickets and woods. It is found in five municipalities in Maine. The Mudwort has a S3 ranking and is found in fresh to brackish shores and wetlands. Its G4G5 rating means that it is globally abundant. It has been observed in sixteen municipalities in Maine.

The Level Bog Ecosystem refers to flat peat lands with mostly closed drainage. Sphagnum dominates the ground surface and is the main peat constituent. The American Shore-Grass has an S2 and G5 rating. Its habitat consists of sand, gravelly or muddy shores and margins of lakes and ponds.

H. RECREATION

1. Purpose

This section reviews major changes in recreational services and facilities since the last comprehensive plan was prepared. It also identifies current recreation needs and issues

2. Key Findings and Issues

Improvements to recreation facilities since 1991 include new school facilities and a soccer field. Plans are underway to build an indoor skating facility. Improvements are needed to public beaches and to boat launching areas. There needs to be more long range planning of the city's recreational programs and facilities.

3. Summary of 1992 Plan

The plan noted that the city's recreational resources were supplemented by recreational opportunities elsewhere in Hancock County. The city, however, fell below state averages and standards for recreation in some areas. For example, there were no ice rinks, winter recreation areas and limited exercise trails, playgrounds and neighborhood and community parks. These deficiencies were somewhat met by the centralization of all schools, playing fields, game courts and parks in an area between the downtown and the schools.

4. Public Opinion Survey Results

Both recreational programs and facilities received a 46 percent adequate rating among the survey respondents. About 27 percent of respondents said that they would support improvements to facilities through increased taxes compared to a 26 percent support rate for funding recreation programs. Only 25 percent of respondents felt that the bikeways and trails were adequate and 33 percent said they would support improvements to these facilities through higher taxes. About 44 percent felt that public access to lakes, ponds and rivers was adequate and 25 percent would support improvements through higher taxes.

5. Changes Since 1991

There were only minor changes in recreational facilities between 1991 and 2001. Some privately owned facilities have changed ownership. A new tennis center has opened. There have been improvements made to some of the school fields and the DeMeyer field on the Boggy Brook Road. As discussed in the *Public Facilities and Services* section, the opening of the new high school resulted in expanded school-related recreational facilities. Specifically, there are new baseball and softball fields and a new gymnasium. As mentioned in the *Marine Resources* section, improvements have been

made to harbor facilities that have improved public access to the waterfront. Ellsworth also has an abundance of privately owned recreational and cultural facilities. These include, but are not limited to, the Grand Auditorium, swimming pools and marinas.

There have been efforts to develop passive recreation activities such as walking trails (see *Transportation* chapter). These will complement existing trails at Birdsacre, the Black House and adjacent to the library. New opportunities for bicycle trails are also being developed.

A group of residents under the leadership of the Acadia Skating Association has been working hard to establish an indoor skating rink. The facility would offer public skating, hockey and figure skating. The Soccer Association has been constructing a new soccer field adjacent to the Hancock County Technical Center.

6. Current Conditions

The current status of major recreational facilities is summarized on Table H.1. Several improvements are needed to these facilities. For example, the driveway to the Branch Pond swimming area is presently inadequate and the parking lot at the Green Lake boat ramp needs improvement. One of the two basketball courts on State Street needs work. As discussed in the *Public Facilities and Services* section, substantial improvements are needed to some school facilities.

Due to the various access points listed on Table H.1, there is ample public access for fishing. There is also informal access for fishing to the Union River from the area adjacent to the Route 1-A Union River bridge. Similarly, there has been relatively little posting of rural land against hunting.

Access to the woods for snowmobile use is provided by old logging roads, the Calais-Brewer rail line and the abandoned portions of the Boggy Brook Road. Local observers note no problem with snow mobile access opportunities. There are no recognized ATV trails in the city. There have been some complaints from landowners about unauthorized ATV use of private property.

TABLE H.1
Major Public Recreation Resources
Ellsworth, 2002

Acres	Jurisdiction	Name	Facilities
1,272	State	Branch Lake	beach, outhouse, carry in boat access
2	City	Branch Pond Swimming Area	98-foot beach, parking, trailer usable boat ramp
41	City	Graham Lake	Undeveloped, 2500 ft frontage/ ¾ acre access point, boat launching area
2.7	City	Green Lake Boat Ramp	paved boat ramp, 25 parking spaces
113	Federal	Green Lake Fish Hatchery	100 undeveloped acres, fish hatchery, nature center, nature area on Graham Lake
¾ acre	City	Graham Lake Island	Undeveloped
100	City	Simmon's Pond (behind City garage)	Undeveloped
1.5	City	Union River Waterfront Park	50 parking spaces, paved boat ramp, 3 picnic tables, wharf, gazebo, public restrooms
2	City	Bicentennial Park (behind Library and Middle School)	410 ft Union River frontage, picnic tables, benches, 600 ft walking trails
0.5	Ellsworth Garden Club	Little Park (State Street)	Gardens
2	School	General Bryant E. Moore School	2 basketball courts, 1 softball field, 1 playground, 1 gym
5	School	Charles C. Knowlton School	1 playing field, 1 creative playground, 2 half basketball courts
5	School	Ellsworth Middle School	1 baseball field, 1 softball field, 1 soccer field/track, 2 gyms
2	City	Basketball Courts (Oak Street)	2 full basketball courts
2	City	DeMeyer Field (Industrial Park)	2 softball fields, 1 Little League field, lights
N/A	State	Ellsworth/Trenton Bike Route (Rt. 1&3)	3 miles paved shoulders

Source: Ellsworth Comprehensive Plan, 1991 as updated

7. Use of Branch Lake

The use of Branch Lake is one of the most difficult issues facing the city, which must balance the need to protect public water supply against the recreational demand for this lake. The specific issues are explained in the following paragraphs.

7.1 Public Access to Branch Lake –

Presently, the public obtains access to Branch Lake in one of two ways: the city-owned landing or the state-owned Sand Beach. The city-owned boat landing is located at

the south end of the lake, by the dam, and is often referred to as the Mill Pond. Boat sizes are limited by the bridge clearance and are dependent on water levels, which are regulated by the water department. With a few exceptions such as sail boats with masts up and large pontoon boats, which are both typically not hauled from site to site but are usually resident boats., The launch provides adequate access for small to medium sized boats up to 22 foot in size. Other limitations include parking spaces and a need for channel markers.

The other access is via the state-owned land. The state of Maine owns a 1,255-acre parcel of undeveloped and remote land on the western side of Branch Lake. This land includes a small state-owned beach. Since 1999, the Maine Department of Conservation (DOC) has made several attempts to proceed with a public boat launch proposal that would be inconsistent with local land use controls. Prior to 1998 the R3 zone allowed public facilities including public boat ramps and grounds, and campgrounds as a permitted use. In 1998 the city amended the ordinance and deleted that category of uses as a permitted use. Public boat ramps are thus no longer a permitted use in the Branch Lake Watershed. The existing city ramp may be maintained but not expanded. New public boat ramps are permitted on Green Lake and the remainder of city's water bodies within the confines of the shoreland zoning standards.

Until it sold in 1999, Hanson's landing also provided access to boaters, for a fee, to Branch Lake. The landing accommodated a maximum of 12 rigs (vehicles and trailers) at a time. Hanson's boat landing was a private landing (not a public one), thus the city was not obligated nor did it feel the need to replace the facility. Furthermore, it has been reported by the Department of Conservation that the number of fisherfolk decreased after the closure of Hanson's Landing. The city believes that the drop in the number of fisherfolk using the lake is consistent with a statewide trend thus not entirely due to the closure of Hanson's landing. The statewide trend from 1991 to 2001 (per the final draft of the Maine State Comprehensive Outdoor Recreation Plan for 2003-2008 Ch. III page 15) shows an 8% decrease in the number of resident anglers and a 25% decrease in nonresidents anglers.

7.2 Fish Stocking at Branch Lake

The Maine Department of Inland Fisheries and Wildlife (MDIFW) decided to stop stocking Branch Lake with landlocked salmon on the basis that public access to Branch Lake was deemed inadequate for medium to large boats. After review of the current fish stocking guidelines published by the MDIFW, the city believes that stocking could resume without additional public access. The guidelines state that "minimum access acceptable for stocking purposes is the right or privilege to reach a water body without trespass." Furthermore, the report, updated in 1999, states that "boat can be launched . . . at the outlet end." These statements are a clear acknowledgement by the MDIFW that the city-owned launch site is a way to access Branch Lake "without trespass." Furthermore, the DOC-owned access called Sand Beach also satisfies the current policy for carry-in embarkations. The comprehensive plan maintains, per the

MDIFW fish stocking guidelines, that the stocking of Branch Lake meets agency guidelines and the stocking of landlocked salmon could resume immediately.

7.3 Status of Access to Branch Lake

The city of Ellsworth supports the right of the public to use Branch Lake; however, given the recent source water assessment report, the city has numerous concerns with the proposed unmanned and un-gated boat launch including, but not limited to:

- Provides an entry point to aquatic invaders such as variable leaf milfoil and hydrilla – an invincible and extremely costly war presently being fought by several Maine towns;

- undesirable location because of prevailing wind and current, which would make it impossible to contain and control an invasive plant infestation;

- Increases the risk of a potential increase in carcinogenic chlorination byproducts in the drinking water (2002 THM = 0.056 mg/l), possibly exceeding acceptable levels (0.08 mg/l) and in MBTE; and

- Increases the risk of an increased number of police/fire calls thus further stretching the capacity of the first responders trying to ensure the safety and welfare of the people of Ellsworth throughout the city's 93 square miles.

7.4 Surface Water Use

The city plans to develop a reservoir protection area ordinance per its authority under MRSA 22 to manage surface water uses. The scope of the issues that the ordinance will address under this ordinance is listed as including, but not limited to the following elements: overnight stays, boats with on-board toilet and sleeping facilities. The ordinance would also regulate direct discharge of gray and black waters: handling of petroleum products, invasive plants and the use of aquatic herbicides. The standards would address the class of boats, engine size and type, recreational practices on frozen water (ice shacks, overnight stays, etc.): motorized vehicles and mechanical equipment on frozen water; seaplanes and other motorized machines. Also subject to regulation would be bodily contact activities such as PWC, swimming, diving and water skiing. Standards would be imposed on domesticated animals and the disposal of garbage and organic material. The ordinance would also address activities around the intake zone as well as boat inspections, marinas and boat launches.

Ellsworth needs to protect the waters of Branch Lake because it serves as the city's public drinking water supply and qualifies as a public water source. The Ellsworth city council is responsible for regulating sources of public water supply and surrounding

lands in order to protect the quality of the public water supply sources, as well as the health, safety, and welfare of persons dependent upon such supplies. The Maine Drinking Water Program discourages development of new marinas and boat launches on public water supply lakes and has identified any increased recreational and boating pressure on Branch Lake as being a "significant risk of water quality degradation and increased public health risk." An infestation of invasive aquatic plants would create a serious threat to Branch Lake water quality and the filtration system of the Ellsworth public drinking water supply.

There is currently no feasible remediation for invasive aquatic plant infestations on public drinking water supply lakes, leaving the Branch Lake drinking water supply at serious risk if such an infestation were to occur. Increased public boat ramps and marinas significantly increase the threat of an infestation of invasive aquatic plants in Branch Lake because such plants can be easily transported to the lake by boats from currently infested lakes in Maine and New England.

The Maine Public Drinking Water Program has determined that Methyl Tert-Butyl Ether (MTBE), a gasoline additive, has been documented to be significantly higher in lakes near boat launches and marinas. It is difficult to remove by normal water treatment processes. Unhealthful levels of MTBE in water supplies can result due to very small quantities of gasoline spilled or leaked in areas near the public water intake. There is no feasible remediation for MTBE contamination in a public drinking water supply. The city has no feasible alternative public drinking water supply to meet its current needs. The Maine Department of Conservation has announced plans to construct a public boat launch on Branch Lake in the near future that would operate without supervision. The city must protect against degradation of the public drinking water supply of Branch Lake that is reasonably foreseeable as a result of proposed development of boat launches and marinas on the Branch Lake shore.

7.5 Resolving Conflicting Interests Regarding Branch Lake

As detailed above, heightened awareness about invasive aquatic plants, homeland security and drinking water source protection coupled with the threat of DOC pushing to build a public boat ramp have taken place in Ellsworth in recent years. The City has made a $3.2 million investment, which included seven miles of water main, 300 feet of water main in the lake, the intake, the standpipe, and the treatment plant in the current treatment facility and the water main bringing drinking water from Branch Lake to the serviced area of the city. A recent Source Water Assessment Program (SWAP) report conducted by the Maine State Drinking Water Program has made a number of recommendations to the city for protecting this water supply and the city council has made the implementation of these recommendations a high priority.

Ideally, the city's water source would be from a protected reservoir with little or no human activity. As there are existing uses of property within the watershed and around the lake, the city must now find a way to carefully balance the sometimes competing needs of property owners, water district customers and the public interest in

lake-based recreation, all of whom have legitimate rights to shared use of the resource. During the development of this comprehensive plan update, these competing interests were discussed at length by the Branch Lake Watershed Committee (now the Ellsworth Water Supply Commission) and the city council with the following conclusions:

1. Hancock County's 400 lakes, including 196 Great Ponds, have over 80 public boat launches, including fifteen state-owned launches, thereby providing ample public boat access opportunities for fishermen and recreational users within the region without maximizing all public access options on Branch Lake:

2. The highest and best use of Branch Lake is as the city's water supply; the lake's role in providing recreation to both lakefront property owners and the public at large must take a secondary position;

3. The current public access points on Branch Lake provide adequate access for traditional uses by swimmers, fishermen and smaller watercraft for which there is demand in the region;

4. Future land use activities within the watershed must be strictly managed to prevent further threat to water quality degradation; additional structural and road development within the watershed must be discouraged;

5. Current land use activities within the watershed must be reviewed and improved as necessary to comply with best management practices;

6. Traditional and future surface water use, especially by motorized vehicles during any season, must be examined for regulation or prohibition to protect the water supply;

7. An aggressive public education program must be implemented regarding all impacts on the drinking water supply, but especially potential threats related to hydrocarbon pollution and invasive species introduction from watercraft. Two key audiences for this message are lakefront property owners and users of the two public access points; and

8. The city boat launch and any future public boat launches must be closed when not staffed to check for potential invasive aquatics.

<u>In order to address these conclusions, this plan calls for:</u>

1. Immediate gating and staffing of the city boat launch on Branch Lake;

2. Development of a Branch Lake Reservoir Protection Area Ordinance that will aggressively manage all surface water uses that pose a risk to lake water quality. Surface waters throughout the Branch Lake Watershed will be subject to this ordinance as well as the downstream portion of Branch Lake Stream.

Development of the watershed ordinance will be coordinated with the drafting of Natural Resource Zone revisions; and

3. Implementation of an aggressive education program targeted primarily at landowners within the watershed/protection area but also to the general public.

Given the urgency of addressing these issues, prior to adoption of the final version of the comprehensive plan update, the city enacted in June 2004 an ordinance establishing a six-month moratorium on ramp development in the Branch Lake watershed, ordering the development of the Branch Lake Reservoir Protection Area Ordinance, and launching the landowner education program. In addition, the city budgeted funds for staffing the city boat launch effective immediately, Ordinance excerpts follow:

1. **Education Program.**
The city manager shall implement an educational program for Branch Lake riparian owners, including the owners and operators of all current boat launches and marinas in the Branch Lake Reservoir Protection Area, concerning the risks presented to the public drinking water supply by all potential contaminating activities, including, but not limited to, infestation of invasive aquatic plants due to inadequate boat and trailer cleaning and chemical contamination due to poor fuel supply use and storage practices. The city ,,manager shall report to the city council on the program implementation progress no later than July 1, 2004.

2. **Ordinance Development.**
The city manager shall work with the planning board to develop a permanent Branch Lake Reservoir Protection Area Ordinance addressing potential contaminating activities for presentation to the city council no later than October 15, 2004. The Planning Board shall consult the United States Environmental Protection Agency and State of Maine Drinking Water Protection Programs in the drafting of the ordinance in order to ensure that the best management practices are implemented and shall assure that the ordinance is consistent with the Ellsworth comprehensive plan.

8. Current and Future Needs

According to the recreation committee, recreation programs provided by the city have been limited. The community has used the Downeast YMCA and the school department to provide many of the organized recreational programs. Recreational facilities often suffer from delays in repairs. There is neither recreational director nor any dedicated staff that addresses these needs. The city does not presently have a long-range recreation plan.

As mentioned one major need is for an indoor skating facility that would be used for other indoor recreational activities. The current public beach facilities need to be

expanded. One way to build a sense of neighborhood would be to encourage small parks to be built in various neighborhoods around the city. Such facilities are particularly deficient in the rural areas. Other needs identified by the recreation committee include a skateboard park, walking trails and improved public boat access to Green Lake. There has also been preliminary discussion of developing a rope tow ski facility at "Mount Trashmore" near the old landfill. The site could also include hiking trails. It is already publicly owned and used for a variety of activities such as picnics and model airplane flying.

As mentioned in the *Population* section, the city is likely to experience an aging of its population. This means that there may be more demand for recreational facilities and programs aimed at the elderly. At the same time, it will be important to assure an adequate level of recreational programs aimed at the young. A lack of such programs may discourage families from locating in the area thereby increasing the rate at which the city's population ages.

I. FISCAL CAPACITY

1. Purpose

This section reviews major changes in Ellsworth's fiscal situation since the last plan was prepared.

2. Key Findings and Issues

Over the past ten years overall expenditures have been increasing at an annual rate of 6.5 per cent. At today's expenditure level this means that expenditures would increase about $900,000 per year. Education as a portion of municipal expenditures has grown over the past ten years. General Government expenditures have also increased. Other services such as Public Safety, Public Works, Human Services, and Recreational Services have decreased. Capital Improvement expenditures have remained relatively stable. However there has been a shift in the method of payment for capital projects from "pay-as-you-go" to debt service.

Revenues excluding increases from property tax rates grew 25.2% over the past ten years at an annual rate of growth of 2.5%. Ellsworth has experienced a reduction in State Aid to Education as a percent of all revenue from 27.9% to 20.7%. Property taxes have increased from 50.7% to 56.8% to make up the difference. A small percentage increase in other revenues has been offset by a comparable decrease in Tuition Revenue. Property tax rates have increased 30.9% in the past ten years but 20.6% in only the last three years. Continuation of this trend would result in a mill rate of $22.1 in FY 2013 (compared to FY 03's $16.88). The percentage of land that is tax exempt increased from 12 percent in 1992 to 17 percent in 2002.

3. Summary of 1992 Plan

The plan mentioned that about 12 percent of the city's properties were tax-exempt, which was a higher percentage than many Hancock County towns. Approximately 90 percent of all municipal revenues came from property taxes. The city was forced to maintain a relatively high tax rate because of its weak property tax base.

4. Public Opinion Survey Results

About 53 percent of respondents felt that tax assessments were adequate. Affordable taxes were considered to be an important factor in the city's future by 42 percent of home owners and 19 percent of renters.

5. Changes Since 1991

a. Expenditures

Expenditures have continued to increase. For example, total city expenditures between FY 1994 and FY 2003 increased at a before inflation rate of 52 percent (see Table I-1). The total municipal budget as of 2003 was about $17 million compared to $11.2 million in 1994. The greatest percentage increases were in debt service (1,000 percent) followed by county tax (80 percent). Education, with a $3.8 million increase, had the greatest numerical growth. The only two items that showed decreases were general assistance (-58 percent) and health and social services (85 percent). Since these data are for two years only, they should not be considered indicative of overall trends.

Education was the single largest item in the budget in 2003. It accounted for about 64 percent of all expenditures. The next largest was general government at 9.3 percent followed by debt service at 8.9 percent. Public safety accounted for about 7 percent of all expenditures. The high expenditures for public safety are related both to sprawl and the fact that the city is a service center community. As mentioned in the Public Services and Facilities chapter, the police and fire departments must provide services to the many people who pass through Ellsworth on a daily basis but who are not residents. The police and fire departments have faced increased challenges in providing services to the more rural parts of the city.

Table I.1
City of Ellsworth Comparison of Expenditures

	FY-1994	FY-2003	Increase	% Change
General Government	$837,562	$1,381,157	$543,595	64.9%
Public Safety	$1,115,864	$1,527,851	$411,987	36.9%
Municipal Properties	$53,380	$73,468	$20,088	37.6%
Recreation	$86,175	$120,670	$34,495	40.0%
General Assistance	$65,500	$27,069	-$38,431	-58.7%
Public Works	$829,767	$997,109	$167,342	20.2%
Health & Social Services	$56,150	$8,560	-$47,500	-84.6%
Library	$334,882	$482,561	$137,679	39.9%
Debt Service	$51,040	$571,064	$520,024	1,018.9%
Capital Projects	$420,000	$501,000	$81,000	19.3%
County Tax	$189,956	$341,241	$151,285	79.6%
Education	$7,173,035	$10,988,095	$3,815,060	53.2%
Total	$11,223,035	$17,019,095	$5,796,624	51.65%

SOURCE: City of Ellsworth

The breakdown of the mill rate by major expenditure category is shown in Table I.2. As shown, the municipal share of the mill rate decreased between FY 1994 and FY 2003. There was some fluctuation in the middle 1990's. The unadjusted for inflation amount in FY 2003 was $5.58 compared to $5.67 in FY 1994.

While the education component of the mill rate has fluctuated some, the FY 2003 amount was nearly 54 percent more than that for FY 1994. As discussed in the *Public Facilities and Services* section, the city faces major expenses for renovations of its school buildings. This means that further increases in educational expenditures are likely even though decreases are projected for school enrollment.

Table I.2
Comparison of Mill Rate by Category, 1994-2003

Fiscal Year	Municipal	Education	County	Overlay	Total Mill Rate
FY 1994	$5.67	$6.54	$0.45	$0.24	$12.90
FY 1995	$5.49	$7.06	$0.42	$0.43	$13.40
FY 1996	$5.83	$7.02	$0.38	$0.17	$13.40
FY 1997	$6.37	$6.65	$0.45	$0.18	$13.65
FY 1998	$6.20	$6.93	$0.45	$0.18	$13.65
FY 1999	$5.89	$7.23	$0.41	$0.11	$13.65
FY 2000	$5.70	$7.84	$0.42	$0.05	$14.00
FY 2001	$5.15	$9.00	$0.45	$0.40	$15.00
FY 2002	$5.20	$9.55	$0.64	$0.61	$16.00
FY 2003	$5.58	$10.06	$0.62	$0.62	$16.88

SOURCE: City of Ellsworth

b. Valuation and Tax Base

Real estate valuation increases since FY 93 have generally run in the 2.5-3.0 per cent level with a couple of spikes in FY 95 and 2002 because of new retail construction (Wal-Mart and Home Depot). This generates approximately $200,000 to $250,000 per year in property tax revenue growth (revenue without increasing tax rates). There continues to be a significant increase in property converting to or constructed as tax exempt (such as the former WDEA Radio building and the new Washington-Hancock Community Agency facilities).

State Aid to Education has declined as a percentage of education expenditures and as a portion of the entire revenue base. In 1995 State Aid to Education provided 28% of all city revenue compared to 21% in FY 2003 (see Table I.3). With relatively flat increases in other revenue sources this has resulted in a 31% increase in property tax rates since 1992. A trend continuing at that level in the next ten years would result in a mill rate of 22.1 in FY 2013.

Table I.3 **Changes in Revenue Sources, FY 1995-FY 2004**				
	FY 1995		FY 2004	
	Dollars	Percent	Dollars	Percent
Property Taxes	$5,752,566	50.7%	$9,435,920	56.8%
State Aid to Education	$3,163,345	27.9%	$3,440,288	20.7%
Other Inter-Governmental	$437,191	3.8%	$623,700	3.8%
Tuition	$1,105606	9.7%	$1,555,000	9.4%
Total	$11,355,776		$16,617,808	
SOURCE: City of Ellsworth				

Total real estate valuation increased at a before inflation rate of 33 percent between FY 1993 and FY 2003. As of FY 2003, the total valuation was about $499 million (see Table I.4). Personal property valuation increased at the much faster rate of about 120 percent (from $15.5 million to about $34 million). If the tax base increases at a rate equal to expenditures, the tax rate should remain equal. However, the mill rate increased from $12.90 to $16.88, an increase of about 31 percent. This is an indicator of the strains on the city's tax base.

Table I.4 **City of Ellsworth Ten Year Property Valuation (1993-2003)**				
	FY 1993	**FY 2003**	**Increase**	**Increase Percentage**
Real Estate Valuation	$374,967,166	$499,474,252	$124,507,086	33.20%
Personal Property Valuation	$15,493,300	$33,956,300	$18,463,000	19.17%
Mill Rate	12.90	16.88	3.98	30.85%
SOURCE: City of Ellsworth				

Property tax growth from development has been increasing on average at a rate of 2.5-3.0 per cent per year. New development generates about $250,000 in property taxes per year at the current property tax rate. Significantly greater rates of development growth will be necessary to generate sufficient property tax revenue to keep up with expenditures. Alternatively it would be necessary to receive greater increases in State Aid to Education or from other revenue sources. A third approach would be to review, modify or reduce services provided in the community.

c. Long-Term Debt Service

Total debt service as of June 30, 2002 is shown on Table I.5. As seen, general government debt amounted to $11.6 million and proprietary debt was $4 million. Under state law, municipalities may borrow up to 15 percent of their state valuation, given the present valuation of roughly $533 million for 2002; the city is well within its debt limits.

The city has adopted a more conservative policy with respect to debt service. Debt term is minimized for smaller projects (under $1,000,000) to 3-5 years and reduced from 20 to 10 years for larger projects such as the renovation of City Hall. Projects with significant debt implications over the next ten years include the construction of a new elementary school (replacing two aging schools) and renovation/expansion of the Highway/School Bus Garage. Replacement of major water mains (Bangor Road, State Street, Water Street, East Main Street) will have significant implications for the Water Department.

Table I.5
City of Ellsworth Long Term Debt Service as of June 30, 2002

PURPOSE	BALANCE	MATURITY
General Government		
1989 Library Improvement	$579,413	07/01/09
1993 High School Construction	$8,110,000	05/01/14
1999 Solid Waste Bond	$35,000	04/15/04
1999 City Hall Renovation	$1,485,000	04/15/09
2002 Ellsworth Business Park	$750,000	10/15/11
2002 Harbor Dredging	$400,000	10/15/11
2002 Branch Pond Dam	$265,000	10/15/11
Total General Government	**$11,624,413**	
Proprietary		
1985 Water Dept. Purchase	$430,000	10/25/05
1988 Sewer Construction	$150,000	06/01/03
1989 Sewer Improvement	$289.706	07/01/09
1989 Water Improvement	$1,100,869	07/01/09
1990 Wastewater Improvement	$405,000	08/01/10
1990 Water Improvement	$675,000	08/01/10
1999 Sewer Improvement	$20,000	04/15/04
1999 Water Improvement	$65,000	04/15/04
2002 Water Bond Refinancing	$900,000	10/15/11
Total Proprietary	**$4,035,575**	

SOURCE: City of Ellsworth

6. The Future

The city anticipates long-term capital expenditures through its capital improvement plan (CIP). A summary of this plan can be found in the goals and objectives section. The comprehensive plan recommends several possible capital expenditures, which should be included in the revised version of the CIP. Seeking matching grant funds can lessen the direct burden of future capital expenditures to the tax base. Specific recommendations on grant applications are included in the implementation strategies.

Another potential funding mechanism is impact fees. These must be based on an adopted comprehensive plan that has been deemed consistent by the State Planning Office. Here again, an updated CIP is important in articulating anticipated capital needs.

J. INVENTORY AND ANALYSIS SUMMARY

1. Purpose

This section summarizes the key findings for each individual chapter of the Inventory and Analysis. Apart from the opening paragraphs and the discussion of key regional issues, the material is taken verbatim from the Key Findings and Issues section of each chapter.

2. Major Local Issues

While Ellsworth's overall year-round population growth rate is relatively slow on a percentage basis when compared to many Hancock County towns, the city is still feeling many impacts of growth. It experiences a high rate of traffic flow due to its function as a service center and a gateway community for Acadia National Park. The city faces continued increases in municipal expenditures and must provide many services (such as police and fire protection) to those who pass through the community. Traffic congestion is a major concern. As is the case in much of coastal Maine, the high cost of housing makes it difficult for younger families to purchase their first homes.

While the city faces some challenges, it also has many opportunities. It has recently developed a new business park site, which has the potential to offer well paying jobs and diversify the area economy. Its downtown and waterfront areas are in the process of being revitalized. There are still large amounts of rural, undeveloped land that add to the rural character of the area.

3. Population

Ellsworth grew at a slightly slower rate than was projected in the 1992 plan. The portion of the population under age 18 grew by about one percent. Preliminary numbers indicate that there was a decline in persons aged 65 and older. Household incomes in Ellsworth were below those of surrounding towns. The city's year-round population is projected to grow by about five percent between 2000 and 2010. Perhaps more significant than the year-round population growth, is the increase in people who patronize the city's many commercial establishments or pass through the city on their way to other destinations.

4. Economy

Ellsworth has had in recent years an unemployment rate above the county average. The overall annual rate, however, has decreased since the early 1990s. There is more seasonal fluctuation in employment in Ellsworth than there is in Hancock County as a whole.

The percentage of the labor force employed in retail trade decreased from 25 percent in 1990 to 16 percent in 2000. While in 1990 this sector accounted for the greatest number of jobs in the city, educational, health and social services accounted for the most jobs in 2000 followed by retail and professional, scientific, administrative and waste management services.

5. Housing

The year-round housing stock increased by 10 percent between 1990 and 2000 and there was a 4 percent decrease in the number of second homes. This decrease is probably due to second homes being converted to year-round use. While the number of owner-occupied units increased by 14 percent between 1990 and 2000, the number of renter units increased by only 8 percent. While the median sales price of a single family home in the Ellsworth area in 1998 was 16 percent higher than the state median, household incomes were only 92 percent of the state average. Affordable housing is thus a problem in the region.

6. Transportation

Ellsworth continues to face an increased flow of traffic. Between 1990 and 1998, traffic on many roads increased by between 25 and 45 percent. Traffic generally increased at a faster rate on the secondary roads such as Routes 172 and 179/180 and Christian Ridge Road than on Routes 1,3 and 1A.

Continued strip development along major highways has aggravated the traffic situation. More curb cuts and vehicle turning movements slow the speed of traffic through the town. There is a strong link between land use development and transportation decisions. More development increases traffic flows and road improvements may induce more land development.

The public opinion survey showed that traffic congestion was the most frequently identified thing that respondents disliked about Ellsworth. There were also comments about the poor quality of some roads and the lack of transportation alternatives. Seventy-two percent of the respondents favored building a bypass around the commercial center of Ellsworth.

7. Land Use

There were about 559 additional residential acres developed in Ellsworth between 1990 and 2000. There were also 19 commercial acres and 523 tax-exempt acres added during this same period. This figure does **not** include redevelopment of existing commercial lots.

The city faces several major land use issues. One is low-density residential development spreading over the rural parts of the city. It is costly to provide services to new developments in remote areas. Another issue is continued commercial sprawl development along major highways.

8. Public Facilities and Services

A review of public services and facilities reveals that the city faces several needs. For example, the highway garage is overcrowded. While the public water system is generally in good condition, the water department is concerned about potential contamination of Branch Lake. While the sewage treatment plant has been upgraded, it still faces other needs.

The major change in school facilities since 1991 is the construction of the new high school. Several other buildings, however, still require major improvements or repairs. Addressing the deficiencies in school facilities is perhaps the major public facility need faced by the city. While some fluctuations in school enrollment are anticipated, the overall trend is for a decline in enrollment.

The police and fire departments face challenges in protecting such a geographically large city.

9. Resource Inventory Update

One major change since 1992 has been the dredging of the federal portion of the harbor. Overall, there has been more focus on revitalizing the waterfront area. A study was completed recently on the Card Brook watershed, which showed the potential of this area as a complement to downtown and waterfront revitalization efforts.

More data are now available on natural resources. There is, however, a need to track data on phosphorus loading in the city's lakes, particularly in Branch Lake, which is the city's public water supply. Two additional prehistoric sites have been added to the Maine Historic Preservation Commission's list for Ellsworth. The Ellsworth Historic Preservation Commission has been active in identifying additional sites and buildings of historic interest.

10. Recreation

Improvements to recreation facilities since 1991 include new school facilities and a soccer field. Plans are underway to build an indoor skating facility. Improvements are needed to public beaches and to boat launching areas. There needs to be more long range planning of the city's recreational programs and facilities.

11. Fiscal Capacity

Over the past ten years overall expenditures have been increasing at an annual rate of 6.5 per cent. At today's expenditure level this means that expenditures would increase about $900,000 per year. Education as a portion of municipal expenditures has grown over the past ten years. General Government expenditures have also increased. Other services such as Public Safety, Public Works, Human Services, and Recreational Services have decreased. Capital Improvement expenditures have remained relatively stable. However there has been a shift in the method of payment for capital projects from "pay-as-you-go" to debt service.

Revenues excluding increases from property tax rates grew 25.2% over the past ten years and annual rate of growth of 2.5%. Ellsworth has experienced a reduction in State Aid to Education as a percent of all revenue from 27.9% to 20.7%. Property taxes have increased from 50.7% to 56.8% to make up the difference. A small percentage increase in other revenues has been offset by a comparable decrease in Tuition Revenue. Property tax rates have increased 30.9% in the past ten years but 20.6% in only the last three years. Continuation of this trend would result in a mil rate of $22.1 in FY 2013 (compared to FY 03's $16.88). The percentage of land that is tax exempt increased from 12 percent in 1992 to 17 percent in 2002.

12. Key Regional Issues

The city faces several issues with regional significance. The most pressing are transportation and economic development. Effective measures to improve traffic flow and promote job growth are best addressed on a regional level. It is also important to explore regional approaches to addressing housing needs. Since the city shares several lakes with other towns, lake watershed protection is another regional issue.

PART II

A. Goals, Objectives and Implementation Strategy

B. Future Land Use Plan

C. Capital Improvement Plan

II.A. GOALS, OBJECTIVES AND IMPLEMENTATION STRATEGIES

1. Purpose

This section presents goals and objectives for the city of Ellsworth. Goals are general statements for the city's future and are followed by more specific objectives. As will be seen, these goals and objectives are highly interrelated. This means for example, that issues raised under the economy may also be addressed in land use and transportation. The final picture of what the plan envisions for the city is found in the Future Land Use 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 advisable.

2. Overall Vision

As the gateway to Downeast Maine and Acadia National Park – which receives millions of visitors each year – Ellsworth is affected by the seasonal influx of tourists. Ellsworth is also a retail and service center for all of Hancock County with restaurants and retail outlets and cultural, government, social service and recreational facilities, a transport hub and a historic downtown area.

Ellsworth citizens envision a future with increasing attention to quality of life issues for its residents. They see future growth-and the community's desirability as a destination site for others- that is consistent with the following ideals:

- A safe, efficient transportation system, which encourages biking, public transit and walking as an alternative to automobile use, but also promotes safe and efficient vehicular traffic.
- Compact, pedestrian friendly neighborhoods that incorporate compatible mixed land uses in, and adjacent, to the downtown area.
- Infrastructure systems such as water, sewer and solid waste, which meet long-term needs, using long-range planning and financing strategies.
- Dedication to a quality built environment, reflecting standards that are aesthetically pleasing, historically sensitive and attractive to complementary development. Included in this desire is greater awareness of the importance of our historical heritage and the need to preserve it.
- A sustainable and diverse year-round economy that provides living wages.
- Development of the city's unique waterfront area in accordance with the recently developed Waterfront Plan.
- Preservation and addition of green space, parks, walkways and bikeways.
- Awareness and protection of critical natural resources.
- Effective use of growth management tools to promote "smart growth" while protecting rural lands from premature development and inefficient sprawl.
- A broad range of housing options available to residents of all income levels.

- A level of excellence in education programs and facilities for all residents, and long-range programs for determining and scheduling infrastructure needs.
- On-going development of quality health services locally and regionally, including transport needs.
- Assuring active involvement of citizens in an open and accessible city government process.
- Supporting increased regional capacity to ensure a prosperous future and minimize duplication of services and expenditures on a regional level.

General Implementation Strategy: In order to oversee the entire comprehensive plan implementation effort, the comprehensive plan committee recommends that an implementation committee be established by the city council. This committee will meet several times a year to review how well the parties designated in the implementation strategies are doing in meeting their goals. The committee will also evaluate the success of the city in directing 70 percent of residential growth to growth areas and the majority of new commercial growth to the designated commercial areas.

3. Goals and Objectives

A. POPULATION GOAL

In the interests of avoiding strain on city services and the tax base that can result from unplanned growth, Ellsworth desires to promote orderly population growth. Specifically, the city:

1. shall periodically review year-round and seasonal population growth rates in Ellsworth to assure that the population projections in the Comprehensive Plan reflect current realities; and

2. shall periodically meet with the school committee to assure that all city officials are aware of the latest student enrollment projections for all contributing towns that are used to determine school needs.

Implementation Strategy: The code enforcement officer (CEO) periodically contacts the State Planning Office and other organizations that prepare current population estimates, including age breakdown and population projections to obtain the latest estimates and shares these with city departments. The CEO also monitors residential construction and school enrollment trends and reports on these trends to the policy makers.

Responsible Party: CEO or designee

Time frame: every two years

B. ECONOMY GOAL

Ellsworth wishes to have a thriving and diverse economy that offers well paying, year-round jobs with employee benefits while protecting the city's natural environment. In order to meet this goal the city needs to have an active economic development committee and enact a pro-active economic development strategy. Specific economic development steps include:

1. Economic Development Strategy

The comprehensive plan recommends that the city enact an overall economic development strategy for the city. This strategy would address, but not be limited to, the following issues:

a. Economic Diversification. How to reduce the city's dependence on low paying retail jobs and increase the number of jobs in high paying sectors. Determine which sectors are most likely to contribute to the long-term prosperity of the city and Hancock County.

b. Capital Improvements. Determine what capital improvements (such as roads, public water and sewer extensions) are necessary to attract businesses to designated business and industrial sites.

c. Assessment of Future Industrial Land Needs. Assess if additional industrially zoned land would be needed.

d. Staffing Needs. Assess the staffing needs of any economic development effort including whether it is more cost-effective to hire a full-time economic development director, contract for certain services or rely on regional economic development staff. The plan recommends that this need be reviewed on a periodic basis.

Implementation Strategy: The city seeks matching grant funds from sources such as the Maine Department of Economic and Community Development (DECD) for this endeavor.
Responsible Parties: City planner with support from CADC and the Eastern Maine Development Corporation.
Time frame: 2005

2. Labor Force Development

Given the importance of a well-trained labor force to economic development, the city actively supports a quality education for all Ellsworth children as well as efforts to create and expand post-secondary education opportunities throughout the eastern Maine region.

Implementation Strategy: This shall be accomplished by continued city support for adequate funding of education on the local level and support of other groups through CADC of efforts to link education and job training to economic development.
Responsible Parties: CADC board and staff; school department and other educational organizations serving the city.
Time frame: by 2004

3. Business Park Development

The city assures that its proposed business park becomes a viable and physically attractive site for potential employers that will add to the city's employment base. Specific measures include:

a. providing quality infrastructure such as interior roads, water and sewer lines and landscaping;

b. assuring that zoning regulations and/or restrictive covenants prohibit uses unrelated to major employers (such as residential and commercial) from locating in the park. This is to reserve the land for those uses that are most likely to create a significant number of jobs (specifics will be defined in the future city's economic development strategy);

c. assuring that zoning and site plan review standards require landscaping and that they regulate noise, dust, glare and similar nuisances to minimize the impact of any employment operations on the quality of the environment for adjoining businesses and those land uses on abutting properties; and

d. periodically assessing the need for additional land devoted exclusively to employment and, if necessary, create additional business parks.

Implementation Strategy: For 3.a-3.c, the city planner works with the planning board in drafting appropriate language for city land use ordinances. Any capital improvements for the park are incorporated into the city's capital improvement plan. For d, the city planner monitors development trends in the park and makes a recommendation for additional park space accordingly.
Responsible Parties: The city planner takes the lead and works with the planning board, city council, city manager and the Coastal Acadia Development Corporation.
Time frame: For 3.a-3.c, the target date for ordinance work completion is 2005. For d, to be done on an on-going basis.

4. Regional Economic Development Marketing

In order to assure attraction of new business, the city shall undertake an aggressive regional marketing program. This shall be done in coordination with region-wide marketing efforts such as but not limited to those of the Coastal Acadia Development Corporation (CADC) and the Eastern Maine Development Corporation.

Implementation Strategy: The city's representatives on the CADC board work with that agency's staff and the EMDC in formulating a marketing plan.
Responsible Parties: CADC board and staff
Time frame: by 2004

5. Waterfront Revitalization

Given the potential of a revitalized waterfront to enhance the city's economy and the downtown, the plan supports implementation of the Waterfront Revitalization Plan as part of the overall downtown improvement process.

Implementation Strategy: The capital improvement recommendations are incorporated into the city's capital improvement plan (CIP) and matching grant funds are sought for appropriate projects. The land use ordinance changes are addressed in the Future Land Use Plan and the land use goals and objectives.
Responsible Parties: The finance committee recommends placement of the appropriate items in the CIP. The land use changes are addressed by the planning board or its designee.
Time frame: 2004-2008

6. Downtown Revitalization

The comprehensive plan fully supports efforts to continue the revitalization of the downtown. This is essential to retaining and attracting stores, businesses and, where practical, residential uses that enhance the quality of life and present a positive image of the city to potential businesses. It must be done in coordination with the Waterfront Revitalization Plan.

Implementation Strategy: The land use ordinance changes are addressed under the land use goals and the future land use plan. The capital improvements are addressed through the CIP. The plan supports the seeking of any relevant grants.
Responsible Parties: planning board, downtown committee and finance committee
Time frame: on-going

7. Environmental Quality

In recognition of the importance of a clean environment to the city's quality of life and the attractiveness of the city to potential new employers and its residents, municipal

regulations shall assure that business and industrial uses have minimal adverse impact on air and water quality through performance standards that regulate dust, noise, glare, storm water runoff and related matters.

Implementation Strategy: This shall be addressed through revisions to the land use ordinances.
Responsible Parties: planning board and/or its designee.
Time frame: 2004-2005

8. Industrial Park Development

In recognition of the importance of the Ellsworth Industrial Park to regional economic development efforts, the plan supports further development of this site to facilitate the future attraction of industry. Specifically, the plan supports the extension of public water lines into the park.

Implementation Strategy: The details will be addressed in the economic development strategy. The city shall seek matching grant funds to fund the improvements.
Responsible Parties: City planner with support from CADC and the EMDC
Time frame: 2006-2007
Time frame: 2004

C. HOUSING GOAL

Ellsworth aims to have a quality housing stock that allows for a mixture of housing types affordable to all income levels that avoid undue strain on public services and minimize the occurrence of sprawl (see related goals under *Public Facilities and Services* and *Land Use*. Specific policies shall include:

1. Housing Needs Assessment

The plan recommends that the city seek grant funds to conduct a housing needs assessment that will allow it to prepare a comprehensive strategy that addresses the housing needs of low, moderate and middle income persons.

Implementation Strategy: The city seeks funds from the Maine Office of Community Development, the Maine State Housing Authority or similar agencies for this purpose.
Responsible Parties: city planner
Time frame: 2004

2. Affordable Housing

The city aims to provide all residents with safe and decent affordable housing through the following steps.

a. seeking grant funds through programs sponsored by the Maine State Housing Authority, USDA Rural Development, the Washington Hancock Community Agency and the Maine Office of Community Development and other agencies for the rehabilitation of substandard homes occupied by persons of low to moderate income;

b. working with groups such as, but not limited to. area affordable housing land trusts, developers and the Ellsworth MDI Housing Authority to create an affordable housing subdivision within the designated growth area, which would offer some home purchase opportunities at below standard market prices while promoting others at a variety of market-level prices;

c. working with the Ellsworth Housing Authority and other management entities to take measures to assure that the current supply of subsidized units for the elderly and families are not converted to market rate apartments unless it can be demonstrated that there is a surplus of subsidized units;

d. reviewing current mobile home park standards for interior landscaping, buffering from roads and other measures to determine if they are sufficient to promote an attractive living environment and remain affordable while remaining consistent with state law; and

e. Offering density bonuses to developers (i.e. relaxation of normal acreage requirements per unit) of major residential developments if the developer agrees to create a certain number of units for sale to low and moderate income households of all age groups. These provisions would apply only if there were adequate public infrastructure such as water, roads and sewer. (*see the Land Use goals)*

Implementation Strategy: The housing needs assessment will provide the details of the city's housing strategy. The land use ordinance changes will address the relevant changes.
Responsible Parties: City planner or city manager seek grant. Planning board or its designee drafts the land use ordinance changes.
Time frame: 2004-2005

3. Code Enforcement

In the interests of promoting quality construction, assure that building codes remain current with recognized standards and that they are strictly enforced. Enact and enforce a code for rental housing to assure that it meets basic safety and health standards and avoids substandard living conditions.

Implementation Strategy: This shall be accomplished by on-going financial support in the city budget for the code enforcement office. The city planner drafts recommended rental housing code standards for consideration by the city council.

Responsible Party: city planner
Time frame: 2006

4. Regional Cooperation

As a service center community, Ellsworth shall involve itself in regional efforts to create affordable housing. The plan recommends that the city explore state legislative measures to minimize the fiscal impacts of service centers that result from meeting regional housing needs.

Implementation Strategy: The city supports regional efforts to conduct a county-wide housing needs assessment. It also contacts the legislative delegation, in conjunction with other service center communities, to lobby for the appropriate legislation.
Responsible Parties: City manager under the direction of the city council
Time frame: 2004

D. TRANSPORTATION GOAL

Ellsworth desires a multi-modal transportation system that promotes the safe, environmentally sensitive and efficient movement of people, goods and services through the city while minimizing traffic congestion and excessive strip development along its arterials. As much as possible, it aims to preserve the respective functions of various types of streets. Thus, local roads shall be used primarily for local traffic and arterials primarily for higher speed travel. Specific transportation policies include:

1. Undertaking Transportation Measures to Encourage Growth in Growth Areas:

As part of overall city policy to make growth areas more attractive, the plan recommends the following measures:

a. Giving priority to roads in the growth areas in the city's road improvement plan. While it would be important to address critical safety and environmental issues on existing rural roads, the emphasis on improvements will focus on the growth areas as designated in the future land use plan; and

b. Enacting access management standards on municipally controlled roads. City ordinances would require greater use of secondary access roads and fewer curb cuts for new development. (*See also access management goals below)*.

Implementation Strategy: 1.a shall be addressed through the CIP. 1.b shall be addressed through the land use ordinance changes.
Responsible Parties: 1.a the finance committee and city manager. 1.b the planning board or its designee.
Time frame: 2004-2005

2. Addressing Major Traffic Safety Hazards

The plan recommends the following measures:

a. Urging the city to work with the MDOT to assure that safety improvements and environmental considerations are incorporated into future MDOT six-year plans;

b. New developments within areas with a high accident frequency shall include plans to limit curb cuts and mitigate traffic hazards;

c. Assuring that developers pay their fair share of off-site road improvements that would be needed as a result of their development;

d. Requiring that all new subdivisions in which an internal road is required to make provisions to connect to existing roads and likely future roads unless it can be proven to the planning board's satisfaction that such connections are not practical in a given set of circumstances;

e. Undertake road design measures that discourage unsafe speed; and

f. Assuring adequate separation of vehicular and pedestrian traffic (*see goals on Pedestrian Facilities below)*.

Implementation Strategy: These shall be addressed in the following manner: 2.a the city expressing its concerns to the Regional Transportation Advisory Committee; 2.b-d & f. by land use ordinance changes. 2.e Review of current road design standards with assistance from the Local Roads Center of MDOT and city public works personnel.
Responsible Parties: For land use ordinance changes, planning board or its designee
Time frame: 2004-2005 for land use ordinance changes.

3. Providing Adequate Parking While Minimizing Negative Aesthetic Impacts

This would be accomplished by the following steps:

a. Reviewing, and if necessary revising, the current parking standards in the land use ordinance to avoid requirements for excessive parking spaces and thus preserve the landscape;

b. Assuring that the parking standards in the downtown area are sufficiently flexible to allow new businesses to locate in that area while also avoiding any serious parking shortages;

c. Expanding parking opportunities in the waterfront area as part of the waterfront revitalization plan;

d. Revising municipal land use ordinances to encourage that the majority of parking spaces be located whenever practical at the side and rear of buildings. This provision would not apply to development where adequate measures are taken to buffer parking from existing road;

e. Incorporating additional landscaping requirements into the parking lot standards in the zoning ordinance. These shall allow for increased tree and bush planting in parking lots and buffer zones; and

f. Minimizing non-point source water pollution from storm water runoff by limiting expanses of impervious surface in parking areas and assuring that catch basins and other drainage measures are adequate.

Implementation Strategy: These shall be accomplished by the overall land use ordinance changes and including the development of any new public parking spaces in the CIP.

4. Assuring Adequate Pedestrian Facilities

The plan aims to provide residents with a safe and cost-effective pedestrian system. The plan recommends the following steps:

a. addressing sidewalk deficiencies along Outer State Street from Western Avenue to Ellsworth Falls Junction, Bridge Hill to Christian Ridge Road, Water Street and Upper Main Street from MacKenzie Street to the Meadowview Apartments. Any highway improvements that are the responsibility of MDOT shall be accompanied by corresponding sidewalk upgrades;

b. upgrading or building sidewalks on secondary urban streets where current pedestrian facilities are inadequate unless such improvements are not possible due to overly narrow rights-of-way or natural constraints such as, but not limited to, ledge, drainage problems or major trees; and

c. amending city ordinances to require, whenever practical, developers to show pedestrian right-of-ways that connect a proposed subdivision with abutting existing subdivisions and to require that all subdivisions of five units or more in the growth areas that involve the construction of public way to provide sidewalks. The planning board shall also have the authority to require sidewalks for subdivisions in rural areas that it determines are likely to generate large volumes of pedestrian traffic.

d. upgrading or building sidewalks on secondary urban streets where current pedestrian facilities are inadequate unless such improvements are not possible due to overly narrow rights-of-way or natural constraints such as, but not limited to, ledge, drainage problems or major trees;

e. including a second sidewalk snowplow in the CIP; and

f. amending city ordinances to require, whenever practical, developers to show pedestrian right-of-ways that connect a proposed subdivision with abutting existing subdivisions.

Implementation Strategy: specific sidewalk improvements and the second sidewalk snow plow are included in future CIP's (See CIP 2005). Land use ordinance changes are addressed as indicated above.

5. Handicapped Access

The city promotes handicapped accessible transportation facilities through the following measures:

a. Addressing existing inadequacies for the handicapped on the city's road and sidewalk system;

b. requiring that all new sidewalk construction and related improvements make provisions for wheel chair access and are designed to promote safe passage of wheelchairs;

c. assuring that any public transit facilities such as bus stops and park and ride lots are designed to allow safe transfer of handicapped individuals; and

d. assuring adequate consideration of the needs of the handicapped in the implementation of the downtown and waterfront revitalization plans.

Implementation Strategy: The city assures that its current handicapped access standards for city construction are adequate. It includes the appropriate improvements in its CIP
Responsible Parties: City engineering firm for construction standards, city planner, planning board or its designee for any land use ordinance changes
Time frame: 2004-2005

6. Encouraging Adequate Bicycle Facilities

The city supports efforts (such as the link East Coast Green way) to create bicycle trails and facilities on both a regional and local basis. The plan also recommends:

a. exploring options to fund other bicycle trails, lanes and related facilities such as storage racks within the city; and

b. encouraging that downtown and waterfront revitalization plans make provision for bicycle storage racks and other needed bicycle facilities.

Implementation Strategy: The city seeks matching grant funds for any public bicycle facilities and includes the facilities into the CIP.
Responsible Parties: finance committee.
Time frame: 2004-2005

7. Restoration of Rail Service

The city supports the restoration of freight and passenger rail service to Ellsworth if proven economically viable.

Implementation Strategy: The city remains in contact with the Regional Transportation Advisory Committee (RTAC) and supports through letters and testimony any appropriate RTAC recommendations pertaining to rail service
Responsible Parties: city representative to the RTAC
Time frame: on-going

8. Promoting Public Transportation

The city supports expansion of public transportation services to Ellsworth residents. Specific steps include:

a. working with major local and regional employers to institute subscription bus services and park and ride operations;

b. working with Mt. Desert Island towns to determine the feasibility of expanding the *Island Explorer* bus system to serve Ellsworth;

c. working with current public transportation providers to prepare a public transportation needs assessment that would identify long term needs for the city; and

d. participating in state and regional efforts to create an integrated public transportation system serving both the city and connecting Ellsworth to other parts of eastern Maine and the state as a whole.

Implementation Strategy: The city seeks grant funds to undertake a study of public transportation needs. It also maintains its contacts with the RTAC and current public transportation providers to assure that city needs are articulated in other public transportation planning endeavors.
Responsible Parties: city manager or designee
Time frame: as funds become available

9. Encouraging Sound Access Management Policies

Ellsworth aims to enact access management policies that avoid reducing average vehicle speeds on arterials and minimize the number of turning movements while also allowing reasonable opportunities for development. Specific measures include:

a. creating incentives to address existing access management problems. These include giving the planning board the authority to relax certain zoning

requirements in exchange for measures undertaken by a developer to improve access;

b. support measures that lead to creative solutions to access management problems in particular the reduction of curb cuts and the promotion of shared driveways, particularly in areas of high volume traffic where commercial development is allowed such as the CLI zone on Route 1-A;

c. support full implementation of the state access management standards; and

d. support full implementation of the MDOT High Street study

Implementation Strategy: This shall be addressed through changes to the city's land use ordinances. It will also be addressed by using the technical resources of the MDOT to develop other creative responses to addressing access management standards. The city planner will be available to work with applicants on finding creative solutions.
Responsible Parties: Planning board and/or its designee
Time frame: 2004-2005

10. Promotion of Alternative Modes

The plan recommends that the city work with the MDOT to promote alternative modes aimed at handling through traffic and undertaking similar measures to manage long-term traffic congestion.

Implementation Strategy: This will be addressed in conjunction with goals D.7 & D.8

11. Promotion of Regional Corridor Master Planning

In order to preserve and improve existing highway mobility, reduce the rate at which future congestion increases, maximize economic development potential and increase the chances for long-term state funding, the plan recommends that the city work with adjoining towns to develop highway corridor master plans. These plans will study highway capacity on a regional basis and suggest multi-town strategies for managing highway corridors. The plan recommends the city take an active role in the following endeavors:

a. Route 1-A Corridor Study: The plan recommends that Ellsworth work with the town of Dedham and adjoining towns in Penobscot County in undertaking a study of the Route 1-A corridor that would set long-term corridor goals for cooperative access management and corridor planning. This effort will be undertaken in cooperation with the MDOT and the Hancock County Planning Commission;

b. Route 1&3 Cooperative Study: The plan recommends that Ellsworth work jointly with Orland and Bucksport in preparing a cooperative study of access management and mobility needs on this corridor. This effort will undertaken in conjunction with the State Planning Office, the MDOT and the Hancock County Planning Commission;

c. Waldo-Hancock Bridge: The plan supports efforts by the MDOT to address safety deficiencies in the Waldo Hancock bridge;

d. Route 3 corridor: The plan recommends that Ellsworth work cooperatively with the town of Trenton and Mount Desert Island towns in measures to preserve mobility on this corridor. This shall be accomplished by the city participating in regional efforts at traffic mitigation such as expanding the Island Explorer bus service and other public transportation measures, ferry service, creating park and ride lots and other measures to manage congestion. The plan also recommends that the city monitor the progress of the Trenton Smart Growth Challenge Grant project to ascertain if this venture creates opportunities for further cooperative efforts; and

e. Other corridors: The city supports efforts to undertake corridor studies for other state highways that affect Ellsworth. An important future priority will be to address Route 1 cooperatively with Hancock, Sullivan and Gouldsboro. Another priority will be to coordinate plans for future development along Route 172 with the towns of Surry and Blue Hill.

Implementation Strategy: The city planner contacts the Hancock County Planning Commission and the RTAC to arrange for meetings with the appropriate group. The planner reports to the implementation committee, planning board and city council on possible cooperative ventures.
Responsible Parties: City planner
Time frame: 2003-2004

12. Addressing Traffic Congestion in the High Street Area

Consistent with the wishes expressed in the public opinion survey (72 percent of respondents favored a bypass around the commercial center of Ellsworth), the plan supports strong measures to promote smooth traffic flow in the greater High Street area. Since further study is needed to determine the specific steps that are needed, the plan urges that the following options be explored:

a. examine alternatives that reduce congestion such as traffic roundabouts, making certain streets one way, prohibiting left turns along some segments and building parallel access roads that provide alternative access to existing and proposed lots and businesses;

b. if measures explored under 12.a are proven inadequate to address congestion, city officials will work with adjoining communities to lobby the Maine

Department of Transportation for construction of a bypass with an adequate number of intersections/interchanges to assure access to existing areas of development; and

c. The city supports measures to assure that any bypass and its associated interchanges will not attract large volumes of commercial development that would compete with existing commercial areas or result in congestion along the bypass that would require further costly road improvements. Specifically, the plan recommends that the city enact zoning and other restrictions to prohibit commercial development along the bypass and limit such development at interchanges to highway-related uses such as gas stations and convenience stores.

Implementation Strategy: 12.a & b. The city seeks funds for a transportation study in conjunction with other towns in Hancock County. 12.c through changes to the land use ordinances.
Responsible Parties: 12.a & b. City manager, city planner and other staff at the direction of the city council; 12.c planning board or its designee
Time frame: initiate study as soon as funds are available, other steps occur after completion of the study

13. City Road Policy: In the interests of encouraging more residential development in growth areas and reducing the rate of future residential development in rural areas, the plan recommends that the city council adopt a road policy that would do the following:

a. prohibit the acceptance of any new or existing subdivision roads as city ways in the rural areas;

b. require the acceptance of subdivision roads built to city standards in the growth areas; and

c. revise current road construction requirements for roads in rural areas to meet DEP recommended phosphorus loading standards.

Implementation Strategy: The planning board drafts a road acceptance policy and presents it to the city council. The road construction standards are based on DEP Minimum Road Construction Ordinance guidelines.
Responsible parties: The planning board or its designee and the city council
Time Frame: 2005-2007

E. LAND USE GOAL

Ellsworth aims to promote a future development scenario that balances the wishes of residents for a high quality environment with the need to allow area for new businesses, minimizes residential and commercial sprawl that is costly to the city's infrastructure, preserves the character of existing neighborhoods and the downtown area and minimizes harm to natural

resources. It aims to encourage new development that avoids unnecessary negative impacts on the tax base. This goal shall be accomplished through the following steps:

Implementation Strategy: Unless otherwise indicated, all goals in this section shall be accomplished by revisions to the land use ordinances. If funds are available, the plan recommends that the city seek an implementation grant from the State Planning Office and raise the necessary matching funds locally.
Responsible Parties: city planner, code enforcement officer, planning board or its designee such as an ordinance committee
Time frame: 2004-2005

1. Promoting a Quality Environment and Minimizing Harm to Natural Resources

The plan recommends that the city undertake measures to minimize adverse impacts on natural and water resources. Specific measures are addressed under the *Natural Resource and Fresh Water Resource* goals below.

Implementation Strategy: See the Natural Resource and Fresh Water Resource Goals.

2. Assuring Adequate Area For New Business

In addition to the Economic Development goals outlined under Section 3.B above, the plan supports the following land use measures to support new job creation:

a. revising the zoning ordinance to assure that commercial uses are restricted from the Industrial Zone unless these uses provide on-site services to major employers. An example of such a use would be a health club that served employees of a major business. Retail uses, under this proposal, would not be permitted in the Industrial Zone;

b. assuring that there is adequate land zoned for new commercial development while avoiding having excessive areas zoned for such development. This is addressed in the future land use plan; and

c. assuring that the future land use plan provides adequate land for future manufacturing and business needs in a manner that avoids roadside sprawl and minimizes traffic congestion.

3. Encouraging Residential Development in Growth Areas

The city aims to reduce the percentage of total residential development that takes place in rural areas while encouraging a greater proportion of new development to take place within or adjacent to the growth area as defined in the future land use plan. The plan supports the following specific measures:

a. offering a 20 percent density bonus to developers in subdivisions of ten or

more units within the growth area if water supply and sewage disposal arrangements meet state and local standards and no problems are foreseen in meeting the other requirements of the subdivision ordinance;

b. in order to avoid conflicts with non-residential uses, establish portions of the current R-1 zone as primarily residential (see the future land use plan) and reduce the minimum lot size requirement to 10,000 square-feet for single family dwellings if served by public water and sewer;

c. continuing to allow conversion of existing structures to multifamily uses in all residential zones in the growth area provided that there is adequate off-street parking and vegetative buffering from adjoining residential properties;

d. prohibiting new single and two-family residential structures from the C-1, C-2 and C-3 zones in order that these zones may be used primarily for commercial uses. This prohibition shall not apply for residential uses that are accessory to the main use; and

e. assuring that the downtown and waterfront revitalization plans make adequate provision for multi-family housing.

4. Discouraging High Volumes of Residential Development in Rural Areas

The plan promotes retaining currently rural areas as primarily low density residential. It recommends the following measures:

a. Restricting new multi-family uses (three or more units per building) from areas designated as rural in the future land use plan;

b. requiring all new subdivisions in rural areas to be served by an interior road built to city standards;

c. prohibiting new retail uses from rural areas other than neighborhood convenience stores and home occupations; and

d. limiting non-residential uses in rural areas to no more than 5,000 square-feet of floor space except for buildings necessary for on-site farm, forest and related natural-resource based uses where the planning board may permit a larger size structure.

5. Minimizing Intensive Roadside Development in Rural Areas

The plan recommends that the city take the following measures to minimize intensive commercial development along state highways in rural areas:

a. increase the road setback requirements for new uses to 75 feet along state

highways and increase the frontage requirements to 300 feet;

b. change the areas where commercial uses are allowed as recommended in the future land use plan;

c. setting an impervious surface lot coverage ratio of 25 percent for rural areas; and

d. requiring vegetative buffering between approved non-residential uses and the main road and adjoining properties.

6. Educate Residents About Land Use Ordinances

The plan recommends that the city undertake public education measures to increase resident and land owner awareness of local, state and land use laws. This shall be accomplished through the following measures:

a. placing educational pamphlets about state and federal laws pertaining to land use at the planning and code enforcement counter at city hall. Whenever practical, this information shall also be placed on the city's web site;

b. preparing a brief pamphlet describing what home builders and business owners need to know in order to build or develop property. Encourage distribution of this pamphlet to local real estate offices; and

c. drafting municipal ordinances in "user friendly" language and assuring that there are sufficient definitions to describe major terms in the ordinances.

Implementation Strategy: 6.a. The planning department gathers existing brochures available from sources such as the DEP, the Maine Department of Transportation and the U.S. Army Corps of Engineers; 6.b. the city planner drafts this pamphlet and distributes it to local real estate offices; and c. this takes place when the land use ordinances are revised.
Responsible Parties: The planning department under the direction of the planning board.
Time frame: 2004-2005

7. Promote Re-use of "Brownfields" Sites

In the interest of encouraging the safe reuse of abandoned industrial and commercial properties (or brownfields) that can be cleaned of any contaminants, the plan supports city efforts to promote the reuse of any potential brownfield sites.

Implementation Strategy: The city manager and city planner seek grants to address the site improvement needs and work with the appropriate state authorities to assure that all

environmental and related standards are met.
Responsible Parties: city planner takes lead
Time frame: on-going

8. Assure Adequate and Fair Enforcement of City Land Use Ordinances

The plan supports the adequate and fair enforcement of all city land use ordinances by assuring that there is the staff necessary for this task.

Implementation Strategy: The city planner, city manager, planning board periodically review staff work load and make a recommendation to the city council if they feel that changes in staffing are necessary.
Responsible Parties: city planner takes lead
Time frame: yearly

9. Promotion of Cluster Development: The plan encourages the use of cluster development as a way to preserve open space and reduce road length. All cluster developments of ten units or more will be awarded a ten percent density bonus unless they are located in the Natural Resource Zone where an increase of density would not be advisable due to the fragility of the lake watershed. Subdivisions in the rural area that do not use the cluster option will be subject to an open space acquisition fee as described in Goal E.9.

Implementation Strategy: This will be accomplished through the land use ordinance changes.

10. Open space acquisition fee: The plan recommends that the city enact an open space acquisition fee for homes built on subdivision lots in rural areas that do not use the cluster option. This fee shall be set on a per lot basis and a higher fee shall be assessed for developments in the Natural Resource Zone. The per lot fee shall not exceed five percent of the fair market value of the lot. (See Goal E.10) The fee shall be assessed at the time a building permit is issued.

Implementation Strategy: This will be accomplished through the land use ordinance changes.

11. Land Conservation Fund: The plan recommends that the city enact a land conservation fund that will serve as match for funding sources to acquire conservation easements. The priority for conservation easements shall be based on the key types of land identified in the comprehensive plan. Funds will come in part from a percentage of the revenue from the sale of tax-acquired property and in part from the open space acquisition fees. The city council will determine what percentage of the revenue from tax-acquired property shall be applied to the land conservation fund.

Implementation Strategy: The city council appoints a land conservation committee to establish land conservation goals, work with area land trusts and to recommend acquisition of conservation easements on certain parcels from landowners interested in participating. It is important that the committee review how many easements are being acquired in a given year to assure that an excessive amount of land is not being protected.
Responsible Party: city council appoints a committee to set goals for review by city council, committee oversees the conservation acquisition process. All expenditures of city funds on conservation acquisition subject to city council approval.
Time frame: 2005-2006

F. PUBLIC FACILITIES AND SERVICES GOAL

Ellsworth supports the provision of an adequate level of public facilities services in a manner that respects the limitations of the city budget and minimizes increases in property taxes. Specific public facilities objectives include:

1. Public Works

In order to reduce threats to the aquifer in the Washington Junction area and address the serious inadequacies that the current city garage faces, the plan recommends that a new city garage be built in a location away from any major aquifer;

Implementation Strategy: The city includes the new public works garage in the capital improvement plan and locates it in a different location.
Responsible Party: City manager, public works department and consulting engineers
Time frame: Initial planning begins in 2004

2. Water Department

The plan supports the continued upgrade of the public water system. It recommends that these improvements be guided by the 2001 hydraulic study. All improvements shall be included in the capital improvements program. The plan also supports the following policies:

a. undertake measures to assure that the water department has an adequate client base and encourage additional usage; and

b. undertaking measures to protect the city water supply from pollution *(see related goals under Section G.2, Fresh Water Resources).*

Implementation Strategy: 2.a will be addressed by the city manager, city planner, water department and planning board determining what is a realistic connecting distance requirement for public water mains (i.e., how far from an existing line should development subject to subdivision or site plan be required to connect to a water line).2.b is addressed in section G.2
Responsible Party: 2.a city planner and manager take lead
Time frame: 2004

3. Public Sewer System

The plan supports continuation of measures to upgrade the sewer system and assure adequate treatment of wastewater so that adverse impacts on water quality from treatment plant discharges are minimized. This shall be accomplished through the following specific measures:

a. continue efforts to eliminate infiltration and inflow and eliminate all sources of storm water inflow into the sewer system;

b. enact impact fees to cover the costs of expanding the capacity of the sewage collection system, treatment plant and related capital facilities;

c. assure that major sewer collection system and treatment plant improvements, upgrades and replacements including, but not limited to, new pumps, a grit removal system and a primary clarifier, are included in the city's capital improvements program; and

d. undertake measures to assure that the sewer system has an adequate client base and encourage additional usage

Implementation Strategy: 3.a & 3.c will be addressed through the capital improvements plan. 3.b will be addressed through the land use ordinance changes. 3.d will be addressed by the city planner, city manager, sewer department and planning board determining what is a realistic connecting distance requirement for public sewers (i.e., how far from an existing line should development subject to subdivision or site plan review be required to connect to a sewer line).
Responsible Party: City manager for CIP, city planner, planning board or designee for land use ordinances changes, city planner, city manager, planning board and sewer department for 3.d
Time frame: CIP: on-going. Land use ordinance changes: 2004-2005

4. Education

The plan supports the provision of a quality education for Ellsworth residents through both school age and adult programs. This shall be accomplished by support of the school system in both the municipal operating and capital budgets.

Implementation Strategy: This shall be accomplished by continued funding of the school system in both the CIP and annual operational budget. There shall be particular focus on

addressing the facility needs of the k-8 schools.
Responsible Party: City council/city manager/finance director
Time frame: on-going

5. Solid Waste

The plan supports a comprehensive solid waste management system and recycling program. This shall be accomplished through the following specific measures:

a. working with adjoining towns in Hancock County to find regional solutions to the management of construction and demolition debris;

b. undertaking a home composting education program;

c. promoting awareness of the city-sponsored waste hauling service through publicity measures;

d. undertaking an active recycling education and promotion program;

e. contacting adjoining towns to determine if further sharing of the city's recycling facilities is possible and cost-effective for all parties involved; and

f. providing financial support to regional collections of household hazardous waste and mercury waste to cover the city's share of the costs.

Implementation Strategy: The solid waste committee will work with the transfer station management and the city manager in determining how to undertake these measures. It will work with technical assistance providers at both the regional and state level to refine strategies. Any necessary capital improvements will be recommended for inclusion in the capital improvement plan.
Responsible Party: Solid waste committee in conjunction with the city council and city manager
Time frame: on-going

6. Police Protection

The plan supports the continuation of police protection services that are consistent with the needs of a growing city and busy service center community. This shall be accomplished through the following specific measures:

a. Requiring that all subdivision and site plan applications be reviewed by the police department for their public safety and traffic impacts;

b. assuring that department equipment such as cruisers, communications

equipment and computers are replaced on a regular basis and that additional pieces of equipment are added as necessary. All major equipment pieces shall be included in the capital improvements plan;

c. periodically assessing the need for additional police officers and support staff and, if proven necessary, funding these positions in the municipal operating budget;

d. Periodically assessing the need for a new public safety facility that would meet the combined space needs of the police and fire departments; and

e. working with other towns in Hancock County to assure maximum participation in a regional communication center.

Implementation Strategy: 6.a will be addressed through the land use ordinance changes. 6.b will be addressed through the CIP. 6.c will be addressed through the annual operating budget. 6.d will be addressed through periodic review of current conditions by the police and fire chiefs and city managers. If the situation should merit a new facility, it would be placed in the CIP. This, however, is presently expected to occur beyond the ten-year horizon of this plan. 6.e is underway as the plan is being drafted.
Responsible Party: 6.a planning board or designee ; 6.b -e. city manager.
Time frame: on-going except for land use ordinance changes, which are scheduled for 2004-2005

7. Fire Protection and Emergency Medical Services

The plan supports continuation of fire protection and emergency medical services that meet current and future needs through the following measures:

a. Requiring that all subdivision and site plan applications be reviewed by the fire department for their public safety and traffic impacts;

b. periodically assessing the need for additional fire fighters and support staff and, if proven necessary, funding these positions in the municipal operating budget;

c. periodically reviewing the need to increase fire protection in rural areas by assessing the need for branch stations. The option of sharing stations with Dedham and Orland will also be examined;

d. supporting regional dispatching as described under the police protection goals;

e. seeking grant funds whenever appropriate for both facility and equipment purchases;

f. Periodically assessing the need for a new public safety facility that would meet the combined space needs of the police and fire departments;

g. Undertaking measures to ensure that the city is provided with emergency medical

service; and

h. Ensuring that residents and visitors are adequately informed of emergency response plans that deal with human-made and natural disasters.

Implementation Strategy: For 7a-dc, see 6a-b. 7 c, the fire chief shall make biannual reports to the city manager on the status of this need. 7d, see 6 e. 7.e will involve on-going review of grants by the fire chief and city manager or his designee. 7 f, see 6.d. 7.g, if the current emergency medical service is terminated, the city manager creates a committee to explore options. 7.h, the fire chief works with the Hancock County Emergency Management Agency and appropriate state officials to assure that plans are updated and publicized adequately.
Responsible Party: city manager and fire chief
Time frame: on-going

8. Library

The plan supports sustaining adequate library service consistent with the needs of the growing population. This shall be accomplished by periodically reviewing the adequacy of the current facilities and exploring funding sources for an expansion without imposing an additional burden on taxpayers. The plan also recommends that current assessments charged to adjoining towns for library services be reviewed and, if necessary, increased assessments or that new charges for non-resident use of the facility be implemented.

Implementation Strategy: The library trustees assess the need and explore funding sources.
Responsible Party: Library trustees
Time frame: on-going

9. Municipal Building

The plan supports continued improvements to the municipal building and adjoining areas of City Hall Plaza. This shall be accomplished through the following measures:

a. maintain existing city hall parking areas to an adequate standard and undertake measures to improve lighting;

b. continue with energy efficiency improvements to the facility; and

c. taking advantage of any opportunities to acquire adjacent land in the City Hall Plaza area that would be practical for use as parking or related city government functions.

Implementation Strategy: The maintenance needs will be addressed through the annual operations budget. Capital improvements will be addressed through the CIP. Recommendations on land acquisition will be made by the city manager and approved by the city council.
Responsible Party: City manager/city council
Time frame: on-going

G. RESOURCE PROTECTION

Ellsworth supports measures to minimize harm to its marine, water, forest and agricultural, historic and archaeological and critical natural resources and ensure that they are available for the long-term use of city residents.

G.1 Marine Resources

Specific marine resource objectives include:

1. Waterfront Revitalization

Undertake a comprehensive waterfront revitalization effort as recommended in the December 2002 Waterfront Revitalization Plan in conjunction with the downtown plan. These documents will serve as a recommended amendment to the comprehensive plan;

Implementation Strategy: The capital improvement plan includes the necessary measures to implement this plan and municipal ordinances are amended in accordance with its recommendations.
Responsible Party: Waterfront committee takes lead with support from other groups involved in downtown revitalization such as, but not limited to, the downtown merchants association.
Time frame: on-going

2. Dock and Pier Facilities

The plan supports upgrading city dock and pier facilities so that more boats can be launched in a greater range of tidal conditions. This shall be accomplished by establishing a capital reserve fund for this purpose and using this fund to obtain any matching state or federal harbor improvement grants;

Implementation Strategy: This item is incorporated into the CIP
Responsible Party: City manager
Time frame: 2004-2005

3. Marine Water Quality

The plan supports the following measures to maintain and upgrade marine water quality:

a. Continuing improvements to the sewage treatment plant to assure that all discharges of water from this facility are of high quality (see *Public Sewer System Objectives # F.3)*;

b. Undertaking measures to prevent the spread of salt water invasive species;

c. Seeking grant funds for a boat wastewater pump out facility

d. Undertaking measures to minimize non-point source pollution (see *Fresh Water Resources Objectives*); and

e. Working with the Maine Department of Environmental Protection to eliminate any remaining overboard discharges and failing septic systems that threaten marine water quality.

Implementation Strategy: For 3.a, see F.3. 3.b, The city planner works with the regional organizations in Hancock County that are addressing invasive species and appropriate personnel at DEP to identify the best approaches to deal with this topic. 3.c, the city seeks state grant funds to help pay for a pump-out facility. 3.d, see Water Resource objectives. 3.e, This involves a continuation of current efforts.
Responsible Party: city planner and city manager
Time frame: on-going

4. Pedestrian Access

The plan recommends that pedestrian access opportunities be improved to salt water. The primary focus shall be between the Union River Bridge and Ellsworth harbor.

Implementation Strategy: The waterfront committee in conjunction with downtown revitalization groups works with city planner to identify possible access opportunities and recommends their acquisition to the city manager and council. Whenever possible, matching grant funds shall be sought for this purpose.
Responsible Party: city planner/city manager
Time frame: as sites become available

5. Comprehensive Fisheries Management Plan

The plan recommends that the city implement the recommendations of this document.

Implementation Strategy: The city planner reviews this document and recommends to the city council specific ways that it can be implemented.
Responsible Party: city planner
Time frame: 2004

G.2 Fresh Water Resources

Specific water resource objectives include:

1. Lake Watershed Protection:

The plan recommends that the city enact and enforce phosphorus control measures for the

lake watersheds that are consistent with the latest DEP recommended standards (e.g., Phosphorus Control in Lake Watersheds: A Technical Guide to Evaluating New Development, as amended). The plan recommends that these standards be consistent with the following guidelines;

a. in the interests of encouraging growth in the growth areas, excluding these areas from any phosphorus control measures;

b. setting a "medium" or "high" level of protection for each watershed in rural areas shown in Table G.1(see Water Resources section of the Inventory and Analysis) For the Branch Lake Watershed, set a "high" level of protection and undertake other measures to assure that water quality protection exceeds recommended state guidelines to the greatest extent deemed practical by the planning board and the city council;.

c. requiring that all subdivisions and development subject to site plan review in the rural areas (as designated in the Future Land Use Plan) follow phosphorus loading measures;

d. require that all development and earth disturbance activities in the Natural Resource Zone that is subject to municipal permitting (including but not limited to single family homes) be required to submit a phosphorus control plan for city approval; and

e. setting municipal standards for all new or expanded driveway and road construction in the Natural Resource Zone that require measures to meet phosphorus guidelines.

Implementation Strategy: This will be implemented primarily through amendments to the subdivision and site plan review ordinances. It will also be addressed through city road policy (see Goal D.13) and Forest Resource goal (see Goal G.3)

2. Branch Lake Watershed Protection:

The plan recommends that the city give highest priority to water supply protection in the Branch Lake watershed. This shall be accomplished in part by enacting a reservoir protection area ordinance for the surface waters in this watershed. These standards shall also apply to those portions of the watershed that are subject to shoreland zoning and the downstream (from the lake) portions of Branch Lake Stream. This ordinance shall contain the following provisions:

a. assure that boat and other maintenance facilities in the watershed are maintained adequately to minimize non-point pollution. The plan recommends that municipal ordinances contain strict standards regulating pollution from sources such as, but not limited to, boat washing, fueling and painting, pier cleaning and related maintenance activities;

b. require that public roads, driveways and private ways are designed and maintained in a manner that limits erosion and storm water runoff. This shall be accomplished by detailed standards for grades, ditching, drainage and surface treatment. The standards will be based in part on expected traffic flow so that individual driveways would not have to meet the same standards as a road with more traffic;

c. set standards for the use of the lake as described under Section 7.4 of the Recreation section of the Inventory and Analysis and Goal G.13;

d. require that subdivisions within the district contain provisions that restrict vegetative clearing and have other measures necessary to minimize phosphorus runoff such as maintenance requirements, buffer strips, infiltration systems and wet ponds; and

e. require that any proposed project application subject to city approval within the Branch Lake Watershed be submitted to the Water Department for written comments on its potential impact on water quality, if any. Copies of these comments shall be filed with the application records.

Implementation Strategy: These will be addressed through changes in municipal ordinances in the manner described elsewhere in these implementation strategies.

3. Surface Water Quality Monitoring and Protection

The plan recommends that the city work with various lake associations to continue and expand lake water quality monitoring efforts for all watersheds. It is critically important to monitor phosphorus and dissolved oxygen levels as well as other water quality indicators in Branch Lake. If phosphorus rates in any lake continue to increase, the city will contact the DEP to determine what additional protective measures may be needed such as additional restrictions on development. The plan also recommends the following measures:

a. assure compliance with the Maine Public Drinking Water Source Water Assessment Program (SWAP) for the Branch Lake Watershed (see Goal G.2.4);

b. review and update the 1992 Branch Lake Watershed plan;

c. continue to seek DEP Small Community Grants to address failing septic systems;

d. develop a septic and wastewater management program for lakefront areas subject to shoreland zoning that will, among other things, address failing domestic wastewater disposal systems and detect related threats to water quality; and

e. notify property owners in all lake watersheds of the various potential threats to water quality from various land use activities.

Implementation Strategy: 3.a will be accomplished by the city planner working with the planning board and various city officials to set a schedule to implement these recommendations; 3.b involves the city seeking DEP or related funds to do an update of this plan; 3.c is a continuation of current policy; 3.d the code enforcement office contacts the DEP for guidance on a monitoring and inspection program for septic systems; and 3.e involves circulation of informational brochures and placement of information on the city's website and cable channel.
Responsible Party: city planner & code enforcement office;
Time frame: 2004-2005

4. Source Water Protection Plan

The plan supports the implementation of the January 2003 Maine Public Drinking Water Source Water Assessment report (SWAP) by having the Water Department educate and assist property owners to reduce risks from poorly treated domestic wastewater, storm water run off from fertilized areas and gravel roads and driveways and the poor petroleum products storage and handling practices. The plan recommends the following specific measures:

a. work with local residents and the MDIFW to limit the water quality impacts of summer and winter recreational uses by restricting access, prohibiting certain recreational uses and controlling activity near the water intake point by implementing a restricted access zone that will be marked with channel marker buoys;

b. acquire additional land near the intake and work to acquire conservation easements elsewhere in the watershed; and

c. increase water quality monitoring in conjunction with the Branch Pond Association and expand data collection to include sampling stations near input streams and areas of densest development.

Implementation Strategy: 4.a will be accomplished by the Branch Lake Watershed Association, the Water Department and the city planner meeting and developing specific recommendations for review by the city council; 4.b will be done in conjunction with other conservation easement requests, the plan recommends that the cost of these easements be included in the CIP; and 4.c the Branch Lake Watershed Association contacts the DEP Lake Monitoring Group to determine what additional water quality monitoring is needed.
Responsible Party: 4.a: MDIFW, Water Department and Branch Lake Watershed Association; 4.b: the Branch Lake Watershed Association contacts interested land owners; and 4.c The Branch Lake Watershed Association
Time frame: 2003-2004

5. Invasive Aquatic Species

The plan recommends that the city take measures to restrict invasive aquatic species such as, but not limited to, Eurasian Milfoil and hydrilla. This shall be accomplished through the placing of signs at public boat launching sites urging people to inspect their boats for such species, informing law enforcement personnel, the distribution of educational brochures and other measures. The plan recommends that the city implement the relevant recommendations of the State Task Force on Invasive Species.

Implementation Strategy: The city planner works with lake watershed associations and regional groups such as the Union River Watershed Coalition and the Hancock County Soil and Water Conservation District to determine the steps necessary implement this study. These steps are summarized and presented to the city council for review and comment.
Responsible Party: city planner and cooperating agencies. City police for assistance in enforcement.
Time frame: immediately

6. Non-point source pollution

The plan recommends that the city take the following measures to manage non-point source pollution:

a. enact and enforce municipal ordinance standards that prohibit the plowing of snow from parking lots and streets into water bodies;

b. revise storm water run off standards to assure that catch basins and other measures to keep contaminated storm water from reaching water bodies are adequate;

c. require that city hired contractors doing road work be certified in non-point source mitigation techniques;

d. assure that all foundation work within the areas subject to shoreland zoning meets DEP standards for perimeter drainage; and

e. encourage the planning board and code enforcement officer to attend a Non-Point Education for Municipal Officials (NEMO) session.

Implementation Strategy: 6.a-b &d will be addressed by the land use and ordinance revisions. 6.c. the public works department refers contractors to the necessary training sessions 6. e: the city planner contacts the DEP and arranges for a NEMO session to be held in Hancock County
Responsible Party: 6.a –b& d : same as the other land use ordinance changes; 6.c public works department 6.e : city planner

Time frame: 6.a –b& d. same as other land use changes; 6.c immediately 6.e d: 2004-2005

7. Card Brook Watershed

The plan supports the protection and development of the Card Brook Watershed through the following measures:

a. requiring new and expanded development that is subject to site plan or subdivision review and is located within 75 feet of the brook to undertake measures to minimize the washing of contaminants into the brook. These measures may include vegetative buffers, catch basins and hazardous materials storage provisions; and

b. seeking grant funds for the purchase and creation of a recreational area along the edge of the lower portion (below High Street) of the brook.

Implementation Strategy: 7.a will be addressed through changes to the land use ordinances. 7.b will involve the city seeking grant opportunities for this purpose
Responsible Party: 7.a: same as other land use ordinance changes, 7.b city manager or designee
Time frame: 7.a 2004-2005; 7.b. when funds are available

8. Union River Watershed

The plan supports the protection and enhancement of the Union River Watershed as a recreational and natural resource for city and Hancock County as a whole. This shall be accomplished by on-going involvement in the Union River Watershed Coalition and supporting implementation measures that are appropriate to Ellsworth.

Implementation Strategy: city representatives continue to attend meetings of the coalition and otherwise participate in its activities.
Responsible Party: city planner or designee in coordination with city representatives to the coalition
Time frame: on-going

9. Pesticide/Herbicide Education

The plan supports development of an educational program for landowners on how to eliminate or reduce the volume of pesticide and herbicide spraying and use environmentally safe alternatives.

Implementation Strategy: The city planner contacts the Hancock County Soil and Water Conservation District and asks for its support of an educational campaign in conjunction with the various lake watershed organizations and the Union River Watershed Coalition.

Responsible Party: city planner takes lead
Time frame: 2004

10. Groundwater Protection

The plan supports comprehensive measures to protect ground water resources. Specifically, the plan recommends:

a. The relocation of the highway garage away from the Washington Junction area aquifer (see Public Facilities and Services Goal # 1);

b. The enactment of an aquifer protection overlay zone for mapped aquifers. The restrictions in this zone would prohibit new uses likely to contaminate ground water such as gasoline service stations, heavy industrial uses, dry cleaning operations and photography shops; *and*

c. Working with towns of Lamoine and Hancock to facilitate coordination of ground water protection measures for the shared aquifer.

Implementation Strategy: 10.a (see Public Works goal E.1); 10.b through the land use ordinance changes; 10.c. The planning board contacts the planning boards of the two towns and shares information on aquifer protection strategies.
Responsible Party: 10.a (see Public Works goal) 10.b & c planning board or designee
Time frame: 2004-2005

11. Floodplain Management: The plan recommends that the city retain its current flood plain ordinance and that this ordinance be updated when recommended by the state National Flood Insurance Program (NFIP) staff.

Implementation Strategy: The planning board recommends retention of the current standards. When advised by the NFIP staff, the board recommends adoption of the new standards.
Responsible parties: The planning board
Time Frame: when recommended by the NFIP staff

12. Source Water Protection: In the interests of protecting wellhead areas, the plan recommends that city land use ordinances be revised to require that operators of public water systems be notified of all proposed land use activities that could affect the source water protection area.

Implementation Strategy: This would occur as part of the land use ordinance revision process. Specific measures would be developed in consultation with the Maine Drinking Water Program to assure that the city's proposed changes are consistent with state standards but do not exceed those standards.
Responsible parties: Planning board or its designee

Time Frame: 2004-2006

13. Minimizing the Water Quality Impacts of Recreational Use of Branch Lake:

In order to protect the city's public water supply, the plan recommends that the city expand and enhance its policy to minimize adverse water quality impacts of recreational uses on Branch Lake through the following specific steps:

a. manage shorefront impacts by developing a program that will encourage and entice private landowners to abandon private boat ramps and undertake plantings of areas with limited vegetation adequate to prevent erosion and stormwater runoff;

b. improving existing public parking areas by separating boat trailer and vehicle parking areas, delineating parking spaces on the pavement and undertaking measures that minimize storm water run-off.

c. seek to acquire additional shoreland on Branch Lake as well as conservation easements elsewhere in the watershed;

d. control access for all boats, including carry-ins. to the lake in order to preserve water quality and reduce the likelihood of invasive species entering the lake. Specific access restrictions shall include having one public access point, which will be gated and staffed. The plan also recommends that there be a mandatory inspection of all boats and fishing equipment;

e. prohibit the overnight occupancy of boats and restrict the use of motorized vehicles on the ice;

f. maintain and inspect road ditches;

g. explore measures such as creating a restriction zone around the water intake and placement of signage that indicates Branch Lake is a public drinking water supply as long as it is consistent with the vulnerability assessments that the city's water department is in the process of developing;

h. revising city land use ordinances to prohibit any new or expanded high impact recreational uses within the Branch Lake Watershed. These uses shall include, but not be limited to marinas, campgrounds, beaches, boat ramps, playgrounds and picnic areas.

Implementation Strategy: a. & e. the city planner works with the Lakes Division of the DEP to learn of comparable programs and the Hancock County Soil & Water Conservation District to seek funds for vegetation planting and related programs; b. this shall be accomplished through

the city's land conservation program; c. the city planner works with the city council to adopt a and fund a policy; d. the city planner drafts a Branch Lake Reservoir Protection Area ordinance for review and adoption by the city council; e. (see a); f. when the water department's assessment is complete, the appropriate measures are submitted by the department for review and adoption by the city council; and g. will be addressed with other land use ordinances
Responsible Party: a-f: city planner; city council; water department, g: planning board or designee **Timeframe:** 2004-2006

14. Implement Current City Policy on Branch Lake

The plan recommends that the city continue its implementation of the city council resolution adopted on October 12, 2003. This resolution recommended:

a. Pursue the possible purchase of DOC-owned land on Branch Lake to be funded in large part by grants and foundation monies;
b. Explore the feasibility of upgrading the city's Branch Lake boat launch facility; and
c. Draft a memorandum of understanding between the city of Ellsworth, the Branch Pond Association and owners of private boat launches to ensure the continued protection of the city's water supply from invasive aquatic species.

Implementation Strategy: These measures are already underway.

G.3 Forest and Agricultural Resources.

Specific forest and agricultural resource objectives include:

1. Forest Resource Protection

The plan supports the following measures to protect and enhance the city's forest resources in view of their importance in preserving undeveloped land, protecting water quality and the economic value of timber:

a. including large areas of undeveloped or lightly developed forested land that are remote from major roads as low density rural areas in the future land use plan;

b. implementing tree planting measures on High Street and urban forestry programs in other parts of the growth area;

c. supporting the continued use of a portion of the Black House property as a demonstration project for low impact forestry techniques;

d. continuing and expanding measures to increase the likelihood that qualifying land is placed or kept in the tree growth classification. The tax assessor's office shall also have informational brochures available on the tree growth program and have a notice in the annual city report reminding residents that they may be eligible for this tax break;

e. continuing to enforce all relevant state requirements for the tree growth program. These measures shall include ensuring that owners of land in the tree growth classification have current, valid management plans approved by a licensed professional forester and that these plans are being followed. The tax assessor shall also ensure that the changes in land use in land held in this classification are reflected in future assessments and that the appropriate withdrawal penalty is assessed.

f. assuring that tree harvesting *in* the Natural Resource Zone follows DEP-recommended guidelines (such as retaining vegetative buffers, undertaking erosion control measures and temporary road design) to meet phosphorus loading standards. and

g. enacting tree planting standards for residential subdivisions in the growth area that require either the planting or retention of a minimum number of trees.

Implementation Strategy: 1.a and g: will occur through land use ordinance changes; 1.b the city has received a grant for the High Street tree planting and work is expected to begin in 2004. The city will seek urban forestry grants to fund other activities and assign a current city employee the job of tree warden to monitor tree trends in the growth area; 1:c will involve the city supporting relevant grants that may be sought by other organizations. 1:d & 1.e The tax assessor's office undertakes the recommended changes and/or continues current policy. 1:f this will be done as part of the general revisions to the land use ordinance standards *in consultation with the DEP and the Maine Forest Service.*
Responsible Party: 1.a and g: city planner/CEO; 1.b: same as other land use ordinance changes; 1.c city manager/city council; 1.d & e: tax assessor; 1.f: planning board or its designee
Time frame: 1.a and 1.g 2006; 1.b 2004-2005; and 1.c when funding is available 1.d & e 2004-2005; 1.f 2004-2005

2. Preservation of Working Farms

The plan supports measures to encourage, preserve and enhance working farms in the city. This shall be accomplished through the following steps:

a. supporting efforts to expand the Ellsworth farmers market through

measures such as finding a more suitable location for the present seasonal market and exploring options for an indoor market during the off-season. This could be in conjunction with the downtown and waterfront revitalization projects so that the market could be a draw to these areas;

b. expanding the sale of locally grown foods to area restaurants by incorporating into other city economic development strategies;

c. increasing the likelihood that all farmland owners are aware of their potential eligibility for enrollment in the farm and open space taxation program. This shall be accomplished by providing information at the assessor's office and the annual city report about this program; and

d. exploring options for the development and the maintenance of a community garden. This may involve use of a piece of city-owned property or a site at the Black House property; and

e. including areas of active prime farmland as low density rural in the future land use plan and designating these areas as priority areas for the acquisition of conservation easements.

Implementation Strategy: 2.a: the city sponsors any relevant grants as part of the downtown and waterfront revitalization projects; 2.b: this measure is incorporated into the city's economic development strategy; 2.c: the tax assessor's office undertakes the necessary measures; 2,d: the city contacts the Black House trustees and also explores other potential sites on city land ; and 2.e this is addressed through the land use ordinance changes.
Responsible Party: 2.a-b: city planner takes lead in coordination with the Hancock County Planning Commission's Locally Grown Food & Beginning Farmer Programs; 2.c: the tax assessor; 2.d: the city planner; and 2.e: same as other land use ordinance changes.
Time frame: on-going

G.4 Historic and Archaeological Resources

The plan supports the following objectives to protect and enhance historic and archaeological resources in addition to related goals and objectives that are being developed by the Ellsworth Historic Preservation Commission:

1. Protection of Prehistoric Sites

In order to expand protection of these sites, the plan recommends that the Ellsworth Historic Preservation Commission (EHPC) contact the Maine Historic Preservation Commission to request assistance in continuing an inventory of prehistoric sites.

Implementation Strategy: The EHPC makes the necessary contact
Responsible Party: EHPC
Time frame: 2004-2005

2. Inventory of Marine-Related Historic Sites

The plan supports the efforts of the EHPC to seek grant funds to conduct an inventory of wharves and historic sites along the Union River.

Implementation Strategy: The EHPC explores potential funding sources, and if it deems appropriate and necessary, asks for city sponsorship for a grant
Responsible Party: EHPC
Time frame: when funds become available

3. GIS (computer) Mapping

The plan recommends that the EHPC seek funds for creating a GIS map of major sites of pre-historic and historic interest that are public information. This map shall be prepared in a manner compatible with other maps used by the planning board as a reference document in reviewing subdivisions and site plan applications.

Implementation Strategy: The EHPC contacts the Maine Historic Preservation Commission for electronic copies of relevant mapping data. These are placed onto the city's set of GIS maps
Responsible Party: EHPC with help from city planner
Time frame: 2005

4. Education and Publicity

The plan supports the efforts of the EHPC to seek grant funds for an educational program for the Ellsworth school system on the city's historical resources. It also supports programs aimed at adults.

Implementation Strategy: The EHPC seeks grant funds and when deemed necessary and appropriate, asks for city or school sponsorship
Responsible Party: EHPC takes lead
Time frame: when funds become available

5. National Register of Historic Places

In order to increase the level of protection provided to historic buildings, structures and places, the plan recommends that the EHPC work with local property owners to increase the number of properties placed on the National Register of Historic Places.

Implementation Strategy: The EHPC contacts property owners
Responsible Party: EHPC
Time frame: on-going

6. Development Review Standards For Historically and Prehistorically Valuable Sites

In order to enhance protection of these sites, the plan recommends the following changes to the city's subdivision and site plan review standards:

a. give the EHPC an opportunity to comment upon any subdivision or site plan review application. To assure that the planning board knows when an area is of such interest, the EHPC submits a map to the planning board indicating the general location of such areas;

b. add a provision to the subdivision ordinance to give the planning board the authority to require a professional assessment of historic and pre-historic resources deemed relevant by the Maine Historic Preservation Commission and to enact standards that may include requiring the modification of the proposed site design to minimize disruption of these resources, adjust the timing of construction so that these resources may be examined more thoroughly and limiting the extent of excavation; and

c. when the cluster development option is used, encourage the location of homes and streets in a manner that minimizes impacts on stone walls and other features of historic interest.

Implementation Strategy: The same as the other land use ordinance changes
Responsible Party: planning board or designee
Time frame: 2004-2005

7. Expansion of the Historic District

The plan supports the efforts of the EHPC to expand the boundaries of the historic district to Bridge Hill, the While Pillars on the Bucksport Road and the Black House.

Implementation Strategy: The EHPC continues its current work in this realm.
Responsible Party: EHPC
Time frame: on-going

G.5 Natural Resources

The plan supports the protection and enhancement of the city's natural resources through the following objectives:

1. Beginning with Habitat

The key habitat areas identified by the Maine Departments of Conservation Inland Fisheries and Wildlife *Beginning with Habitat* program shall be included in low density,

rural areas in the Future Land Use Plan unless these areas are already in a built-up area. The maps produced by this program shall be used by the planning board in its review of subdivision and site plan review applications.

Implementation Strategy: This will be addressed through the future land use plan and revisions to the land use ordinances
Responsible Party: same as other land use ordinance changes
Time frame: 2004-2005

2. Subdivision and Site Plan Review Standards

The plan recommends that the subdivision and site plan review standards be revised to allow creative lot layout schemes that minimize impacts on critical natural resources.

Implementation Strategy: This will be addressed through changes to the land use ordinance changes in the same manner as the other changes.

H. RECREATION

Ellsworth seeks to provide its residents with recreational opportunities through a broad range of recreational facilities and programs in a manner that respects the many demands already placed on the city's tax base. This shall be accomplished through the following objectives:

1. Establishment of a Recreation Capital Reserve Fund

In order to have money available to seek matching state and federal grants or other recreational opportunities, the plan recommends that the city establish a recreation capital reserve fund.

Implementation Strategy: The finance committee, the city council and city manager undertake the steps necessary to create this fund
Responsible Party: city manager takes lead
Time frame: 2004

2. Promotion of Healthy Activities

The plan supports recreation activities that promote a healthy life style for all age groups and levels of ability by offering adequate exercise opportunities through pedestrian and bicycle facilities. (see related goals under *Transportation*) The plan urges in particular that trails be developed in areas such as the Black House property, Birdsacre and other open space areas near the downtown. The plan also recommends that the city council adopt the Ellsworth Community Health Plan

Implementation Strategy: The city seeks grant opportunities for the necessary trail improvements.
Responsible Party: recreation commission and city manager, city council for health plan
Time frame: as funds become available, 2003 for health plan

3. Development of Recreational Services and Facilities

The plan urges a coordinated approach to developing recreational services so that the relevant programs of the city, the school system, Maine Coast Memorial Hospital and other groups such as the YMCA are coordinated. This shall be accomplished through the following specific steps:

a. the development of a comprehensive recreation plan for the city that would identify capital and program needs. This plan will be prepared with input from the various groups that provide recreation services and facilities in Ellsworth and the funding groups. It will address the needs of all age groups and levels of ability. It will recommend funding sources and a schedule for improvements that can be coordinated with the municipal capital improvement program; and

b. assure that there is a staff person available to oversee the various programs and coordinate the maintenance of facilities.

Implementation Strategy: The recreation commission undertakes this process with help from the other recreation providers in the city.
Responsible Party: recreation commission with support from the Maine Bureau of Parks and Recreation.
Time frame: 2005-2006

4. Development of Public Access Opportunities to Surface Water

The plan supports the creation new public access sites and the improvement of existing sites. The priorities for improvement include:

a. parking and related improvements to the portage area on the Union River near Route 1-A;

b. improve the boat launching area on Leonard Lake by the old pumping station;

c. improve parking opportunities at Green Lake;

d. improve public access opportunities to Branch Lake in a manner that has no impact on water quality beyond the present level low and moderate threat levels as defined in the SWAP (Source Water Assessment Program)

report. This will involve by assuring that all improvements meet the construction and operating requirements of all applicable local, state and federal regulations. It would further require that the intake zone (minimum of 1,000' in all directions of the intake be posted and totally restricted from any human access or use. Recreational uses on the rest of the lake (such as ice fishing, boating and swimming) be managed to have minimal impact on water quality in accordance with the SWAP report; and

e. rather than add a new public launch site on Branch Lake, the plan recommends improvement of the existing public launch site, which is downstream from the intake zone. This would reduce the risk to the water supply. These risks include gasoline spillage, MTBE concentrations, stirring up of phosphorus-laden bottom sediments and introduction of invasive aquatic species. This site also has an existing, improved access road, which would eliminate the need to build a new road with the resultant risks from erosion.

Implementation Strategy: 4.a-e: Funds within the recreation capital reserve fund are used for this purpose. 4.d & e: the city, the municipal water department, Maine Department of Conservation and Branch Pond Association would arrange the details including how to supervise and restrict access.
Responsible Party: recreation commission, city manager, water department and Branch Pond Association
Time frame: as funds become available (for capital improvements). For water quality measures, immediately.

5. Non-motorized Boating Opportunities

The plan supports low intensity, non-motorized boating opportunities on the Union River and other major water bodies. This shall be accomplished by developing appropriate public access points for the hand carrying of such boats and other small craft to the water.

Implementation Strategy: same as H.45

6. Skateboard facility

The plan supports the development of a skateboard facility. The details will be addressed in the comprehensive recreation plan.

Implementation Strategy: same as H.6

Goals and Objectives

I. FISCAL CAPACITY GOAL

Ellsworth aims to promote a stable tax base while also encouraging other sources of revenue. As much as possible, it wishes to avoid undue increases in municipal operating costs unless accompanied by a corresponding increase in the tax base. It promotes the continuation of long-term capital improvement planning that schedules major expenditures over a series of years rather than having a concentration of expenses in a given year. This goal shall be accomplished through the following steps:

1. Implementation of User Fees

The plan supports the maintenance and/or implementation of user fees for certain services (e.g., solid waste);

Implementation Strategy: The city manager works with the individual departments to determine where user fees might be feasible and makes a recommendation to the city council.
Responsible Party: city manager
Time frame: on-going

2. Review of Regional Fees for Shared Services

The plan supports periodic review of regional fees for those services that Ellsworth provides to adjoining communities. These shall include, but not be limited to, the library and mutual aid fire department charges;

Implementation Strategy: The city manager works with appropriate departments and boards to review current fees and recommends any changes to the city council.
Responsible Party: city manager
Time frame: on-going

3. Capital Improvement Planning

The current CIP shall be maintained and updated to reflect the capital expenditures recommended in the plan. Capital reserve accounts will include matching funds set aside for anticipated state and federal grants;

Implementation Strategy: This addressed by keeping the CIP up to date.

4. Impact Fees

The plan recommends that the city enact impact fees for new or expanded development to reduce the costs of development to the general tax base. The impact fees would apply to, but not be limited to, the following services:

a. wastewater collection and treatment facilities;

b. municipal water facilities;
c. solid waste disposal, recycling and transfer facilities;
d. school facilities;
e. public safety facilities and equipment; and
f. road systems.

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

a. affordable housing subdivisions and units created using the affordable housing bonus provisions (See housing Goal G.3); and

b. school facilities for residential development in the growth area.

Implementation Strategy: The City hires a consultant to prepare an in-depth analysis of the scope of impact fees and to draft an impact fee ordinance. Before the adoption of the ordinance, a proposed amendment to comprehensive plan that contains recommendations on impact fees would be drafted and presented to the city council for a vote.
Responsible Party: city council &planning board /consultant
Time frame: 2004-2005

J. REGIONAL COORDINATION GOAL

Ellsworth encourages regional coordination when it is of mutual benefit to all parties involved. Specific regional coordination recommendations were cited elsewhere in this section. Rather than repeat them here, the appropriate policies are identified below.

SUMMARY OF POLICIES REQUIRING REGIONAL COORDINATION

Topic	**Supporting Policies**
Economy	B.4
Housing	C.2, C.4
Transportation	D.6-D.8, D.10-12
Public Services and Facilities	F.5, F.8
Fresh Water Resources	G.2.5, G.2.8
Agricultural and Forest Resources	G.3.2

K. CONSISTENCY OF ELLSWORTH'S POLICIES WITH THE STATE GOALS AND COASTAL POLICIES

Goals and Objectives

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 matrixes below.

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: A.1-A.2; B.5-B.6; D.1; D.9; E.1-E.8; F.1-F.9
2. To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
Related Policies: D.1-D.12; F.1-F9; I.1-I-4
3. To promote an economic climate that increases job opportunities and overall economic well-being.
Related Policies: B.1-B.8
4. To encourage and promote affordable, decent housing opportunities for all Maine citizens.
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.
6. To protect the State's other critical natural resources, including, without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shore lands, scenic vistas, and unique natural areas.
Related Policies: G.5.1-G.5.2
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.1.1-G.15
8. To safeguard the State's agricultural and forest resources from development which threaten those resources.
Related Policies: G.3.1-G.3.2
9. To preserve the State's historic and archeological resources.
Related Policies: G.4.1-G.4.7.
10. To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

Related Policies: H.1-H.7; G.1.1-G.1.3; G.1.4

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.1.1-G.1.3; G.1.4
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.1.3; G.1.5
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.1.4
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: (This is addressed through 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.1.5
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: G.1.1
7. Recreation and Tourism. Expand the opportunities for outdoor recreation and encourage appropriate coastal tourist activities and development.
Related Policies: H.1-H.7; G.1.1; B.6
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.1.3
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.7

II.B. ELLSWORTH FUTURE LAND USE PLAN

Introduction

The future land use plan shows how Ellsworth wishes to grow over a ten-year period. It describes what areas of the city are designated for growth and what areas are designated primarily for rural uses. This section recommends the extent of industrial, commercial and other businesses, residential and rural areas. It also outlines measures the city proposes to discourage growth in rural areas and encourage growth in growth areas. Specifically, this section aims to accomplish the following:

A. Estimate future demand for various types of land;

B. Present an overall development scheme for future growth; and

C. Recommend measures to distinguish between growth and rural areas.

A. ESTIMATING FUTURE DEMAND FOR LAND

An important step in planning for future land use is estimating the amount of acreage that will be needed for various land use categories. A future land use plan that overly restricts growth must be avoided. Conversely, if a plan allows too much land for various uses, the risk for sprawl is increased.

Ideally, the growth areas will be sufficiently large to accommodate the majority of anticipated development with some room for unanticipated growth. The *Existing Land Use* chapter estimated that another 300 residential units will be built in Ellsworth between 2000 and 2010. To allow for some unforeseen growth and account for a ten-year planning period, the plan assumes that 400 units will be built between 2003 and 2015. Assuming an average of one unit per acre, this will amount to 400 additional acres of residential land that will be needed during that period. Given the number of multi-family units in Ellsworth and the existing density requirement of ten multi-family units per acre in some zones, 500 acres should be sufficient to accommodate both single family and multi-family homes.

It is more difficult to estimate the amount of land that will be needed for other uses. A review of the current land use map shows that there are many undeveloped commercially zoned parcels (see the *Existing Land Use* chapter of the *Inventory and Analysis*). There are also many vacant commercial buildings. As of February 2003, there were an estimated 25 vacant commercial buildings in Ellsworth. This will indicate that there is no shortage of commercially zoned land. Rather, there may be an excess of such land.

The city is, as of 2003, completing the development of a business park. It also

has some vacant parcels in its industrial park. These existing sites need to be closer to maximum capacity before there is any discussion about creating additional areas for business and industrial uses. Therefore, the plan does not foresee the need for additional industrial or business park acreage at this time.

Relatively little change is expected in the acreage needed for other uses. For example, the acreage of publicly owned land may increase slightly if the city acquires parcels for branch fire stations or a new public safety building. These uses, however, will not amount to more than a few acres.

B. AN OVERALL FUTURE DEVELOPMENT PLAN

The plan for future development presented in the following pages addresses the following issues and needs:

1. continued commercial development along rural portions of arterial and collector roads is a threat to smooth flow of traffic and must be managed more effectively;

2. continued residential development in rural areas of the city is adding to municipal service costs;

3. measures need to be taken to make residential development in and near the built-up area a more attractive option for developers and home buyers;

4. protecting Branch Lake, the source of the city's public water supply, from non-point pollution is a top priority;

5. protecting the city's other lake watersheds;

6. the city is likely to attract more large-scale commercial development and needs an area where "big boxes" can locate;

7. preserving the character of the downtown and revitalizing the adjacent waterfront area is important to enhancing what is unique about Ellsworth; and

8. measures need to be taken to assure that large-scale development meets minimum aesthetic standards.

1. Primary Commercial Areas

The proposed primary commercial areas consist of three commercial development areas, a downtown zone, a commercial light industrial zone and one mixed-use zone. The standards for each of these zones are explained below. These zones are overlaid by all applicable shoreland zoning standards. To avoid conflicts between residential and commercial development, new single family homes will be restricted in the commercial

zones in the manner described under section 2.1.4. New single family zones are permitted are the Mixed Use zone, the CLI zone and portions of the downtown zone. Buffering will be required between multi-family uses and commercial uses in every zone where multifamily uses are permitted.

Existing dwellings within these proposed zones may be converted to duplexes and multi-family. New multi-family uses will be permitted in all commercial zones. The current limitation of ten multifamily units per acre will remain but the road frontage requirement of ten additional feet for each additional unit will not apply. Details on the zone standards are described in the following pages.

1.1 Aesthetic Standards

All new and expanded uses other than single family homes and duplexes in the C.1, C.2, C.3, D, CLI, Mixed and BP zones will be required to meet certain landscaping and other aesthetic standards. These are in addition to the current standards that apply to all zones. The landscaping standards will include requiring a ratio of trees and other vegetation around parking areas. Another landscaping option for parking areas will be berms. Landscaping must not detract from snow removal, essential maintenance and visibility necessary for driver safety at intersections.

Aesthetic standards will include setting limits on unbroken areas of asphalt. This will involve requiring that large parking areas be interspersed by landscaped islands. To reduce the impact of vast expanses of concrete walls, a vegetative buffer will be required between walls and the sidewalks. To minimize the visual impact of big buildings, large areas of flat roofs will be discouraged by requiring at least some of the building to have a peaked roof and/or a pediment.

These proposed standards will have to reflect the ability of the developer to make improvements. For example, a small-scale (e.g., 5,000-square feet of floor space) operation will be subject to more modest standards than one with 50,000 square feet of floor space. To assure that unrealistic and overly costly standards are not imposed, developers will be given a menu of options to meet the design criteria.

The plan also recommends that there be a rewrite of sign standards. These will set different standards for different zones, so that smaller signs will be required in areas with lower traffic speeds. The rationale for this provision is that it is harder for a business to catch the eye of a passing motorist if the speed of traffic is relatively fast. The new sign standards will require greater use of natural materials such as wood and stone as opposed to materials such as plastic and metal. Use of any material will be allowed if it resembled a natural material. This provision helps soften the visual impact of the signs. Franchise logos for chain stores will be regulated so that symbols were confined to a sign or a wall or roof of a building. This provision helps assure that these logos do not protrude beyond the roofline of the building or outline of the sign.

1.2 Downtown Area

a. Purpose

The plan proposes that a downtown zone be established. The purpose of this zone is to promote small-scale mixed-use development that is more appropriate to pedestrian traffic. It aims to preserve a vibrant downtown and the waterfront area in a manner that respects the unique character of the downtown. This uniqueness is derived in large part from the presence of older buildings that predate current zoning, the presence of sidewalks, small stores as opposed to large retail units and uses that complement each other. An example of complementary uses will be having several restaurants adjacent to a theater. One of the most important defining characteristics of this area is that people get from place to place on foot rather than by car.

b. Standards

The overall dimensional standards of the current C-1 district will apply. These standards presently require no side yard setback, but do require a front and rear yard setback and maximum lot coverage of 40 percent. There is a height restriction of 60 feet. There is no minimum lot size or frontage requirement.

The plan recommends that these standards be retained with the exception of the proposed Main Street Overlay District. The overlay district will include portions of those streets that adjoin Main Street and parts of Water Street (see map). There will be no lot coverage or setback standards for this overlay except as necessary to allow for sidewalks or alleys if deemed appropriate by the planning board. Also, the parking standards of the ordinance will be waived if the use is within 1,000 feet of a public or shared parking area that met its parking needs.

The overlay district will not permit single family homes or apartments on the ground floor. Whenever possible, the ground floor will be reserved for uses that are highly dependent on pedestrian uses. The purpose of these restrictions is to assure that the ground floors are reserved for uses that are most likely to generate pedestrian traffic. Retail businesses in downtown Ellsworth benefit from pedestrian traffic. For example, restaurant patrons may shop at an adjoining store. However, office type uses are appropriate on the second floor and residential apartments above businesses help keep the downtown busy after regular business hours.

The plan proposes other restrictions for the overlay district. These include prohibiting fast food drive-through operations due to the traffic problems they cause. Drive through car wash operations will also be prohibited, as will sexually oriented adult businesses. Drive through bank operations will be permitted provided that they do not interfere with traffic. Day care uses will not be permitted in the overlay district but will be permitted elsewhere in the downtown.

While manufacturing will not be permitted, small-scale craft-type operations that are involved in manufacturing products on the premises that are sold on-site will be allowed. For example, a retail furniture maker could employ a few individuals to make the products in the back of the building that were sold in the retail area out front.

For the rest of the downtown district, the uses currently allowed in the C-1 zone will remain. These include single family, duplex and multi-family residential commercial operations, churches, educational facilities and day care facilities for both adults and children. Residential care facilities for the elderly and disabled and half-way houses are also permitted.

New transient lodging facilities such as hotels will not be permitted anywhere in the downtown district. These uses are not appropriate in part due to their parking requirements. Also, they detract from other downtown activity due the large amount of space that they require. As much as possible, large gaps between retail space on Main Street should be avoided unless they are related to a complementary use such as a park. Small-scale bed and breakfasts, however, will be permitted outside of the overlay district.

c. Non-regulatory Techniques

It is important that the city continue with its efforts to revitalize the downtown and the waterfront area. This will involve continuing to upgrade and expand public parking opportunities, small-scale parks, general landscaping and the maintenance and development of alleys. Specifics are described for the waterfront in the Waterfront Revitalization Plan. The Quality Main Street study contains recommendations on how to improve the Main Street area. It is important that the implementation of this study continue. One specific measure is the building of a park at the corner of Main and Oak Streets on the former Dunkin Donuts site.

1.3 Commercial Light Industrial (CLI)

a. Purpose

The purpose of this zone is to allow the continuation of small-scale commercial and manufacturing uses. Its aim is to attract service-type operations that may be too small for a prime retail site. Uses that are likely to generate large volumes of traffic are prohibited.

b. Standards

The ordinance will allow the continuation of the currently permitted uses with some changes on dimensions. The percentage of impervious surface will be set at 25 percent. The rationale for this change is to reduce the likelihood of a major traffic generator or high-density use locating in this zone.

As seen on the future land use map, changes to the areas that are subject to CLI

are recommended. First, , the area zoned I-2 in the Washington Junction area is now proposed for CLI. This is to reduce the intensity of uses adjacent to the aquifer. Second , the Mill Mall area, currently zoned CLI, is proposed to be rezoned C-1. Manufacturing type operations are not appropriate for this area, which has attracted considerable retail development. Third, some parcels on the Bucksport Road presently zoned I-2 are proposed to be changed to CLI, which is presently the adjoining zoning classification. As mentioned under Transportation Goal D.9, there would be measures undertaken to promote creative access management practices.

1.4 Commercial 1 Areas

a. Purpose

The purpose of this zone is to allow small-scale commercial uses, professional offices and public services to continue. It is different from the downtown in that it includes some highway areas. Unlike the major retail services, allowed in some other commercial zones, it is aimed at smaller uses.

b. Standards

The uses presently allowed in the C-1 zone will continue with certain exceptions. New single family homes will be allowed only as accessory uses to a commercial use. The purpose of this provision is to assure that the owner or manager of a business can live adjacent to that operation. Duplexes and multifamily uses, however, will be permitted and not subject to additional frontage for each additional unit.

There will also be new dimensional and setback standards. These will include a minimum lot size of 20,000 square-feet and a 100-foot frontage requirement. The lot size will be reduced to 15,000 square-feet if served by public water and sewer. There will also be 20-foot setback standards for front and rear yards and 15 feet for side yards. Impervious surface coverage will be limited to 40 percent of lot area. These standards aim to restrict the intensity of uses in this area.

1.5 Commercial 2 Areas

a. Purpose

This area is aimed at larger scale commercial operations such as those presently found among much of High Street. Its purpose is to allow these uses to continue while also setting aside an area of the city for the largest commercial operations, which are proposed for the Commercial 3 area.

b. Standards

The uses presently allowed in this zone shall be allowed to continue with some minor changes. New single-family homes and food processing and freezing operations

will not be allowed. Multi-family uses will not be subject to additional frontage per additional dwelling unit. The current minimum lot size of 20,000 square-feet and 100-foot road frontage requirements will remain in place. Setbacks will remain at 30 feet for the front yard and 10 feet for the side and rear yards. If the use is adjacent to an existing single-family home, the side and rear setbacks will be increased to 30 feet. The impervious surface ratio for new construction will be set at 50 percent.

1.6 Commercial 3 Areas

a. Purpose

This area is aimed at the largest retail operations whose parking requirements and traffic generation rates require a highway location away from the High Street area.

b. Standards

This zone will allow all the uses recommended for C-2 as described above. It will have the same lot sizes and setbacks. This will include requiring greater setbacks (50 feet) if a new use is adjacent to an existing single family home. One major difference will be a 60 percent impervious surface ratio. Since there is more open land in this zone, it is expected that developers can acquire larger parcels and thus have room for bigger developments than is the case in the High Street areas.

1.7 Mixed Use Zone

a. Purpose

This area of Upper Main Street contains a mixture of commercial, residential and hospital-related uses. The plan proposes allowing the current mixture to continue since it will be difficult to separate them into distinct zones without creating a large number of non-conforming uses. The current R1 standards for multi-family uses will be changed to allow for conversions of existing structures to multi-family units but could exceed the current four unit per building restriction. The other standards for multi-family uses in terms of parking, individual unit size, the limit of ten units per acre and life-safety codes will continue to apply. Strict buffering standards will be required for cases when a new multi-family development abutted a single family home. Modular single family homes will be allowed.

b. Standards

Allowed uses will be those allowed under C-1 for commercial and related uses and follow those dimensional standards that are described in section 2.1.4. Residential uses will follow the standards for the Urban Residential zone described below under section 4.1.

2. Industrial Area

These are the areas where manufacturing and related uses will locate. They do not need the visibility that retail uses require and so do not require a location along a major road. However, they do need good road access and buffering from adjacent residential areas. The areas presently zoned I-2 will be rezoned CLI.

a. Purpose

The purpose of the industrial zone is to provide an area where manufacturing operations and other uses not appropriate for a commercial or residential area may locate. Examples of the later include fuel tanks, salvage yards and warehouses. This area is distinct from the business park, described below, in that it aims to attract uses that are less likely to be bothered by activities on a neighboring property. For example, a business park use such as a telephone call center or research and development operation may be bothered by noises from a manufacturing use such as wood processing plant or a truck warehousing operation. It is important to keep these two types of uses separate.

b. Standards

The current dimensional standards will be retained. Unlike the commercial zones, lot coverage will apply to structures only rather than including all impervious surfaces. The rationale for this distinction is that industrial land is very limited so higher densities are more appropriate than in commercial areas where there is more land available.

3. Business Park

a. Purpose

The purpose of this zone is to attract service businesses and light manufacturing. It aims to present an attractive environment for new employers in a business park-type setting.

b. Standards

Allowed uses will include service businesses and light manufacturing not involving the primary production of wood, metal, petroleum and similar materials. Marketing services will also be allowed. Prohibited uses include operations where a primary portion of floor space is devoted to loading terminals, food processing, mineral extraction and repair establishments. Also prohibited will be uses involving sheet metal shops and retail operations unless the latter is incidental to one of the primary uses.

There will be a minimum lot size of 40,000 square feet and a 100-foot frontage requirement that could be reduced to 65 feet if on a cul-de-sac. There will be a lot coverage standard of 70 percent. In order to create an ambiance conducive to clean businesses, there will be landscaping requirements.

c. Non-regulatory Measures

In addition to the landscaping measures required in the ordinance, the city will be making investments to enhance the appearance of this park. Recommended measures include a communal sign listing the park's tenants and high quality street light fixtures.

4. Residential Areas

The plan proposes four residential areas. These are based on current zoning with a number of provisions that increase protection of rural and natural resource areas and reduce the occurrence of sprawl. Just as new single family residential uses are proposed to be limited in the commercial areas, the plan recommends that non-residential uses be restricted in the residential areas.

4.1 Urban Residential

a. Purpose

This zone is primarily for single family homes within the compact area. The goal is to offer a high quality residential neighborhood that offers a higher density alternative to development in the rural parts of town. It is largely based on the current R-1 zone with the changes noted below.

b. Standards

The current R-1 residential standards will continue to apply with some changes. Medically related and professional offices will not be allowed except for home-based occupations with low impact. An example of low impact will be an operation that generated minimum levels of traffic and employed a limited number of full-time employees residing off-premises. This is to assure that this zone remains primarily residential in character. The area that contains most medically related and professional offices is now proposed for the Mixed Use zone. There is thus less reason to allow this use in the Urban Residential areas.

Conversion of existing structures into multifamily units will be allowed provided that they met the standards discussed under the Mixed Use zone above. Modular homes, including doublewide manufactured houses, will be also permitted.

The minimum lot size for single family homes on lots served by public water and sewer will be reduced from the current 15,000 square-feet to 10,000 square-feet. The current lot setbacks and coverage requirements for R-1 will continue to apply. The current dimensional and lot standards for multifamily units will remain in effect except that an additional 10 feet of road frontage for each additional unit of multifamily housing will no longer be required.

4.2 Residential Growth

a. Purpose

The purpose of this zone is to have a residential growth area immediately outside of the compact area of the city. It aims to attract homebuyers who might otherwise locate in remote parts of the city that are more costly to provide with municipal services. Cluster development is allowed but not required.

b. Standards

Allowed uses will be single family homes, duplexes and multifamily units. New commercial uses will not be allowed except for home-based occupations with low impact. An example of low impact will be an operation that generated minimum levels of traffic and employed a limited number of full-time employees residing off-premises.

The minimum lot size for a single family home will be 20,000 square-feet if on-site water supply and sewage disposal arrangements were adequate. A larger lot size will be required if there are problems finding an appropriate site for a septic system. The actual lot size in such cases will depend on the specific needs of the lot. If an off-site wastewater disposal system is available or the lot is served by public sewer, the lot size will be reduced to 10,000 square feet. The setbacks will be the same as for the Urban Residential zone.

Duplexes will be permitted on lots as small as 20,000 square-feet if on-site water supply and sewage disposal arrangements are adequate and 15,000 square-feet if on public water and sewer. Multifamily developments will be subject to a minimum lot size of 60,000 square-feet and an average density that did not exceed ten units per acre. Multifamily uses will be required to meet the same landscaping standards required of these uses in the Urban Residential Zone. Here again, the density standards are contingent upon water supply and sewage disposal arrangements meeting state and local requirements.

4.3 Rural Residential

a. Purpose

This zone offers a low-density rural area that is primarily for single-family homes and traditional rural occupations such as farming and forestry. Its boundaries are shown on the Future Land Use map.

b. Standards

The minimum lot size for single family homes and lots in minor (three units or fewer) subdivisions and other uses, except as noted below, will be 60,000 square-feet. There will be a 200-foot road frontage requirement for lots on an existing road. Lots on

an interior road built to serve a given development will have a 75-foot road frontage requirement. If on a cul-de-sac, the frontage will be reduced to 50 feet.

The current R-2 (e.g. , 40 feet front yard) setback and lot coverage (25 percent) requirements will apply except that setbacks from arterial and collector highways for lots created through a subdivision will be 75 feet. The purpose of this provision is to discourage major development too close to heavily traveled roads. A vegetative buffer will be required between the lots and the arterial and collector road. This buffer requirement will be adjusted to allow for adequate visibility at intersections. It will be counted as part of the subdivisions open space requirements, which are discussed below.

All subdivisions will be required to have driveways with access to an interior road. Clusters will be encouraged but not required through the measures articulated in the Land Use Goals and Objectives. Major subdivisions (four or more units) will be required to have a minimum average density of 80,000 square-feet per unit although individual lots may be as small as 20,000 square-feet. At least 40 percent of the land in any cluster must be preserved as common open space. The current R-2 lot size standards (40,000 square feet) will apply for minor subdivisions and individual lots not subject to subdivision review.

Multifamily uses will not be permitted in this zone. The rationale for this restriction is that multifamily developments generally require more police and fire services than do single family homes. They are more suited for a location closer to these services.

Commercial uses allowed will include home-based occupations and traditional rural uses. Examples will include sawmills, farm stands and farm and forest operations that met best management practices. Permitted non-residential uses will be those currently allowed in the R-2 zone. These uses will be restricted to a maximum of 5,000 square-feet of floor space. This square footage requirement will not apply to uses related to on-site farm and forestry operations. This is to assure that a farm operation will not be restricted from building a barn or farm equipment storage building. All uses will be subject to a 20 percent impervious surface coverage ratio. Retail uses will be limited to neighborhood type convenience stores.

All new and expanded subdivisions will be required to follow subdivision review standards that minimize phosphorus loading. These standards will be based on whether the DEP recommends that a “medium” or “high” level of protection be implemented. They will follow the latest DEP recommended guidelines for subdivisions.

4.4 Natural Resource Zone

a. Purpose

The purpose of this zone is to protect the Branch Lake Watershed area from development that may threaten water quality. It aims to protect areas with high natural

resource value from incompatible development. The development that does occur in this area is intended to have a low impact on the environment. As with all parts of the city, those areas subject to shoreland zoning must follow all shoreland standards rather than those of the underlying district. The shoreland zoning standards are summarized in Section 5.1 below.

b. Standards

The setback standards of the current R-3 zone will apply except as noted below for existing roads. The minimum lot size will be 80,000 square feet. Frontage requirements on an existing road will be 200 feet. Frontage on a road built to serve a subdivision will be 75 feet and 50 feet if on a cul-de-sac. There will also be a 75-foot setback requirement from existing roads. The same vegetation requirements mentioned in the Rural Residential zone will apply here.

No new multifamily units will be permitted in this zone. Non-residential uses will include those allowed in the current R-3 zone and will be limited to 5,000 square-feet of floor space. There will be a 20 percent impervious surface ratio for all new and expanded uses.

To minimize the impact of phosphorus loading on Branch Lake, the plan recommends that strict erosion and sedimentation standards will be enacted. These standards will place limits on vegetative clearing for new development and require other measures such as buffer strips infiltration systems and wet ponds. They will also set drainage standards for public ways, private roads and driveways. These will be developed in accordance with DEP guidelines. In addition to the subdivision review standards recommended for the Rural Zone, there would be standards for other uses subject to municipal permitting. These are described under the Water Resources Goals in the Goals and Objectives section.

4.5 Rural Forestry Zone

a. Purpose

The purpose of this zone is to protect the most remote parts of the city and other areas that are presently forested and held in large parcels. Due to their remoteness, these areas are the least suited for development. Large scale subdivisions in these areas could lead to dramatically higher service costs and erosion and sedimentation problems that could affect lake water quality. The recommended areas to be subject to this zoning are shown on the Future Land Use map. The zone boundaries begin 1,000 feet beyond all existing public ways that are maintained by the city and 1,000 feet from the shore of all great ponds.

b. Standards

Permitted uses in this zone will include forestry and accessory uses such as temporary saw mills, farming and very low density single family residential. Commercial, multifamily and manufacturing uses will not be permitted. The recommended density standards will be one dwelling unit per 20 acres. Frontage requirements will be 200 feet. There will also be a 75-foot setback requirement from any roads The same vegetation requirements mentioned in the Rural Residential zone will apply here.

5. Shoreland Areas

5.1 Shoreland Areas

a. Purpose

The state of Maine requires that all land within 250 feet of the shore be subject to certain zoning standards. Municipal ordinances must meet the state minimum standards and have the option to exceed these standards.

b. Standards

Ellsworth shoreland zoning standards follow the state minimum guidelines closely.

Presently, there are three categories of shoreland zones in Ellsworth: Shoreland Overlay; Stream Protection, and Resource Protection. Shoreland Overlay zones can be found around all of the great ponds and along the shores of Leonard Lake and of the Union River with the exception of a portion of Indian Point which is zoned Resource Protection. The shores of the streams are in Stream Protection.

The plan recommends that Branch Lake be rezoned to Resources Protection, a more stringent zone. As described by the DEP, the Resource Protection Zone " includes areas in which development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values." Activities that would be prohibited under this zone include multi-unit residential, commercial, industrial, marinas, all consistent) with the intent of the proposed Natural Resources Zone and the goal of protecting the drinking water supply.

The plan also recommends changing the zone along the Union River from the Main Street Bridge to Card Brook to General Development Zone, a more permissive zone, which is consistent with the Waterfront Redevelopment Plan.

C: RECOMMENDING GROWTH AND RURAL AREAS

1. An Overview

The Urban Residential, Residential Growth, Mixed, Downtown, Commercial, Commercial Light Industrial and Industrial/Business Park zones will be the primary growth areas. The balance of the city will be rural. The overall goal will be to have 70 percent of the residential growth, as measured by the total number of dwelling units, take place in the growth areas and all of the commercial and industrial growth apart from the exceptions noted above. This goal can be used as an evaluation tool to assess the effectiveness of the plan. Development trends should be reviewed to see if this goal is being met. If it isn't being met, the plan's strategies will need to be re-evaluated.

2. A Summary of Measures to Distinguish between Growth and Rural Areas

The plan proposes several measures to limit growth in rural areas. First, there are new restrictions on non-residential uses in rural areas such as limiting the square footage of allowed operations to 5,000 square-feet in the proposed Rural Residential and Natural Resource zones in most cases. This complements 20 percent impervious surface ratio (which is more encompassing than lot coverage as defined solely by structure).

Second, new multi-family development will also be excluded from rural areas. Third, the new setback requirements along arterial and collector roads in the Rural Residential zone reduces the amount of development immediately along heavily traveled roads. Traffic impacts are mitigated by requiring that all subdivisions in rural areas be served by an interior road.

Fourth, the plan recommends that phosphorus review standards apply only to the rural areas. The drainage area of growth areas lie outside of the key lake watersheds where phosphorus controls are needed. Fifth, the plan recommends that the city accept no subdivision roads as public ways in the rural area. Sixth, certain cluster and open space incentives apply only to rural areas. Seventh, the very low density Rural Forestry zone assures that new development in these areas will have a minimum density of 20 acres per unit.

The plan also proposes several measures to encourage growth in growth areas. First, the city is implementing downtown and waterfront revitalization plans. These will encourage more investment in these areas and make them more attractive for future growth. These measures will be accompanied by steps to upgrade the sewage treatment and drinking water systems (see *Goals and Objectives-Public Facilities).* The plan also recommends relaxing some zoning standards for the immediate Main Street area.

Second, the proposed land use ordinance changes have several provisions to facilitate residential development in the compact area. These include reducing minimum lot sizes for single-family homes and duplexes in the Urban Residential zone and creating

a new Residential Growth area with small lot sizes. The plan also recommends granting density bonuses for subdivisions of ten or more units in the growth area. The full list of provisions is found under Land Use Goal 3 under *Goals and Objectives*.

Third, the plan recommends an area of the city for large-scale commercial development, while limiting densities of commercial development in other commercial zone. This will channel more major retail uses to one part of the city while restricting the scale of commercial development elsewhere. Fourth, the plan recommends that the city accept subdivision roads that are built to city standards in the growth area (See Transportation Goals and Objectives).

Overall, the plan takes major steps to manage commercial development while allowing this key sector of the area economy to continue to grow. It also proposes measures to reduce the volume of development in rural areas. These steps should reduce the negative impacts of future sprawl.

CAPITAL IMPROVEMENT PLAN

APPENDIX I

1. Public Opinion Survey Results

2. Summary of Visioning Session

Public Opinion Survey Results

RESIDENCE STATUS OF RESPONDENTS*

- Respondents were overwhelmingly year-round residents. While the 2000 census indicates that 16% of housing units in Ellsworth are seasonal, many of these units are vacant during the late September-early October weeks when this survey was administered.

1. Are you a seasonal or year round resident?	**Survey (Respondents)**	**2000 Census (Structures)**
1) Year round	96%	84%
2) Seasonal	3%	16%
3) Non-resident landowner	<1%	
4) Non-resident business person	1%	
5) Other	<1%	

- Homeowners were more likely to respond to this survey. The method for mailing the survey was intended to be neutral with respect to home ownership, but may have reached a higher percentage of owners than renters. Renters move more often and thus can be missed by surveys. Another explanation is that a higher percentage of home owners responded to the survey. Both factors probably contributed to a higher percentage of home owners.

2. Do you:	**Survey**	**2000 Census**
1) own your home	83%	68%
2) rent your home	14%	32%
3) other	2%	

- 2000 Census data are not yet available on this point. 1990 Census categories are somewhat different than used in this survey. However, assuming the 1990 data still reflect the housing profile for Ellsworth, the comparison suggests that single family houses are over represented, while all others underrepresented. Many of the "other" may be seasonal and the boundary between town house and apartment is unclear in the 1990 census. Causes for this pattern are likely to be the same as for the preceding question.

3. What kind of home do you live in?	**Survey**	**1990 Census**
1) Single family house	83%	59%
2) Duplex or townhouse	1%	5%
3) Apartment	10%	18%
4) Mobile home	4%	7%
5) Other	1%	11%

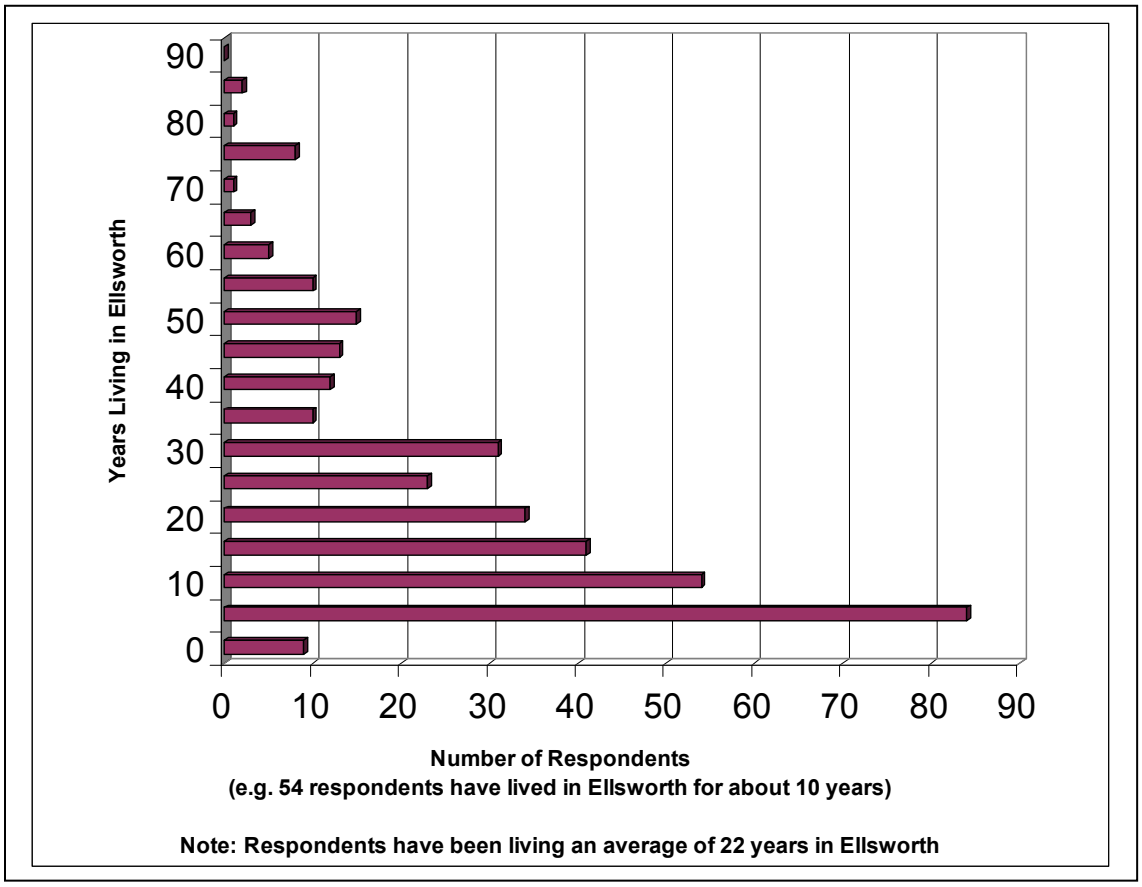
*** Note: All findings are based on a sample of 356 household responses. This provides a margin of error of 5.2% with 95% confidence.**

4. Approximately how many years have you lived in Ellsworth?

- The largest cohort of respondents have been living in Ellsworth for approximately 5 years. There are a small number of respondents who have lived in Ellsworth for more than 50 years. The average length of residence is a remarkable 21 years. The median is also 21 years.

- Most places experience fairly quick turnover of one portion of their population with long term stability of another. The data suggest that Ellsworth's stable population is quite high relative to the mobile population.

Years	Frequency	Percent
0	9	3%
5	84	24%
10	54	15%
15	41	12%
20	34	10%
25	23	6%
30	31	9%
35	10	3%
40	12	3%
45	13	4%
50	15	4%
55	10	3%
60	5	1%
65	3	1%
70	1	0%
75	8	2%
80	1	0%
85	2	1%
90	0	0%
More	0	0%
	356	



5. How many people in your under household are in the following age categories:

- The percent of households with members in each age range is presented below:

  16% under 12 14% 12 to 17 15% 18-24 35% 25-44 48% 45-64 29% 65 +

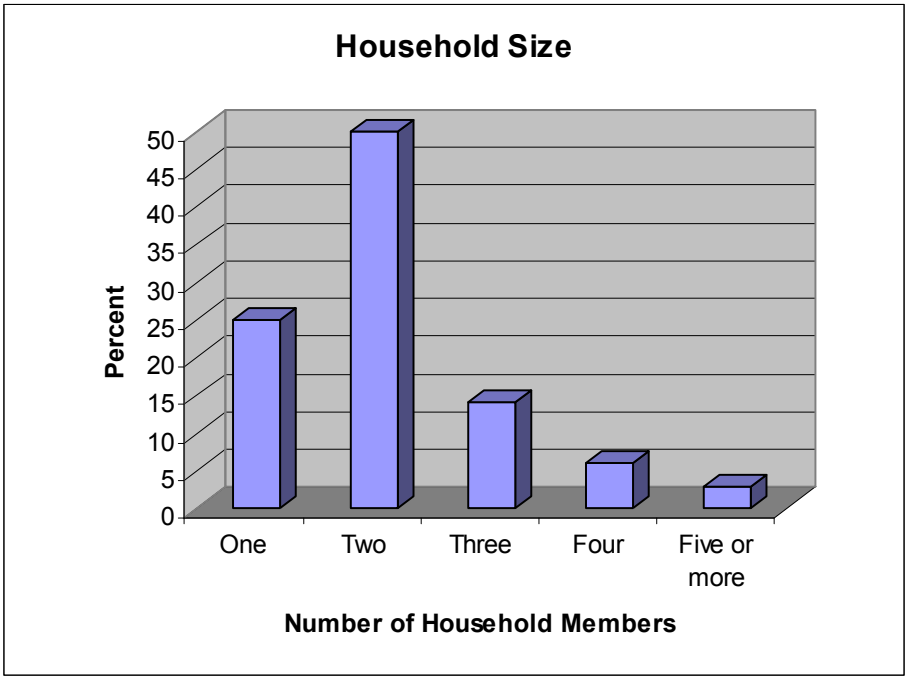
- From the responses, several perspectives on household formation are possible. 26% of households have at least one person under age 18. This can be broken down into greater detail, noting for instance that only 4% of respondents live in households with more than 2 children, 15% of respondents have children between 12 and 17 in their homes, and so on.

Number and Percent of Households by children in the household

Children	**Age 0 - 11**		**Age 12 - 17**		**Age 0 - 17**	
1	40	11%	38	11%	48	13%
2	15	4%	10	3%	32	9%
3	2	1%	2	1%	9	3%
4	1	<1%	0	<1%	2	1%

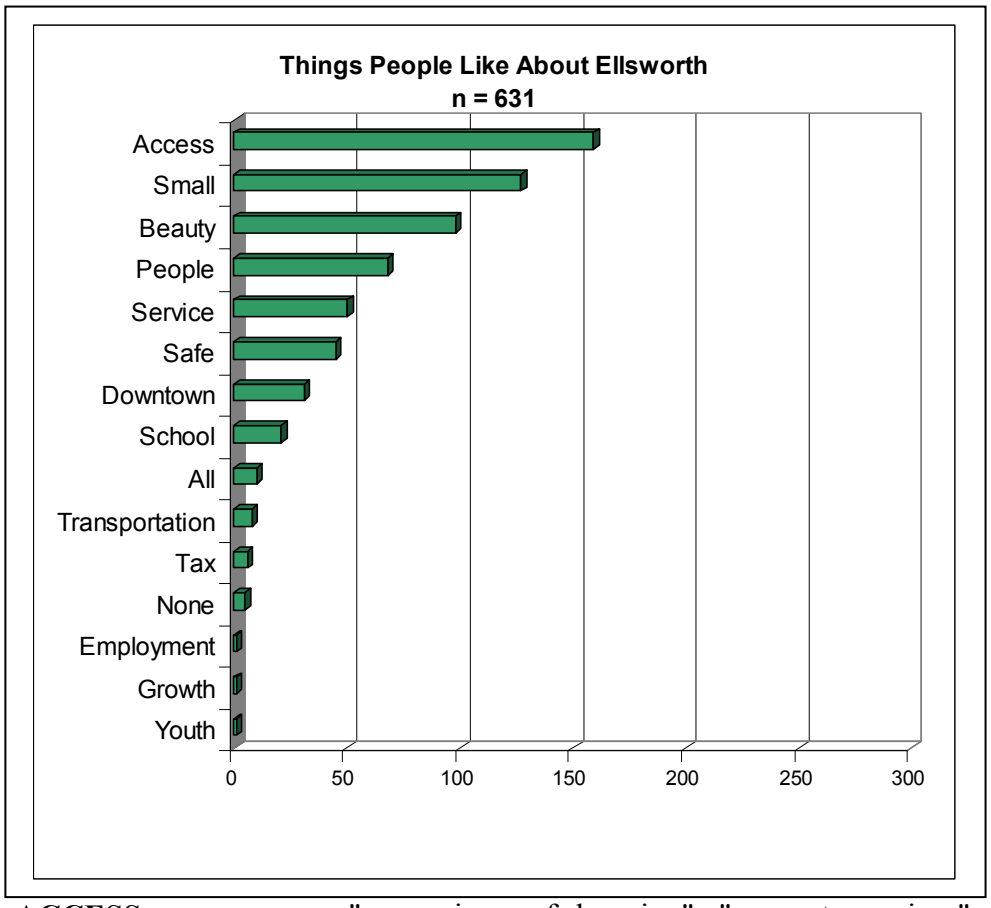
- 29% of respondents live in homes with at least one person over the age of 65.

- The Average Household Size is 2.3 persons, which is the same as the 2000 Census estimate of 2.3. The graph below shows the distribution of household sizes among survey respondents.



6. What are the two things you like most about Ellsworth?

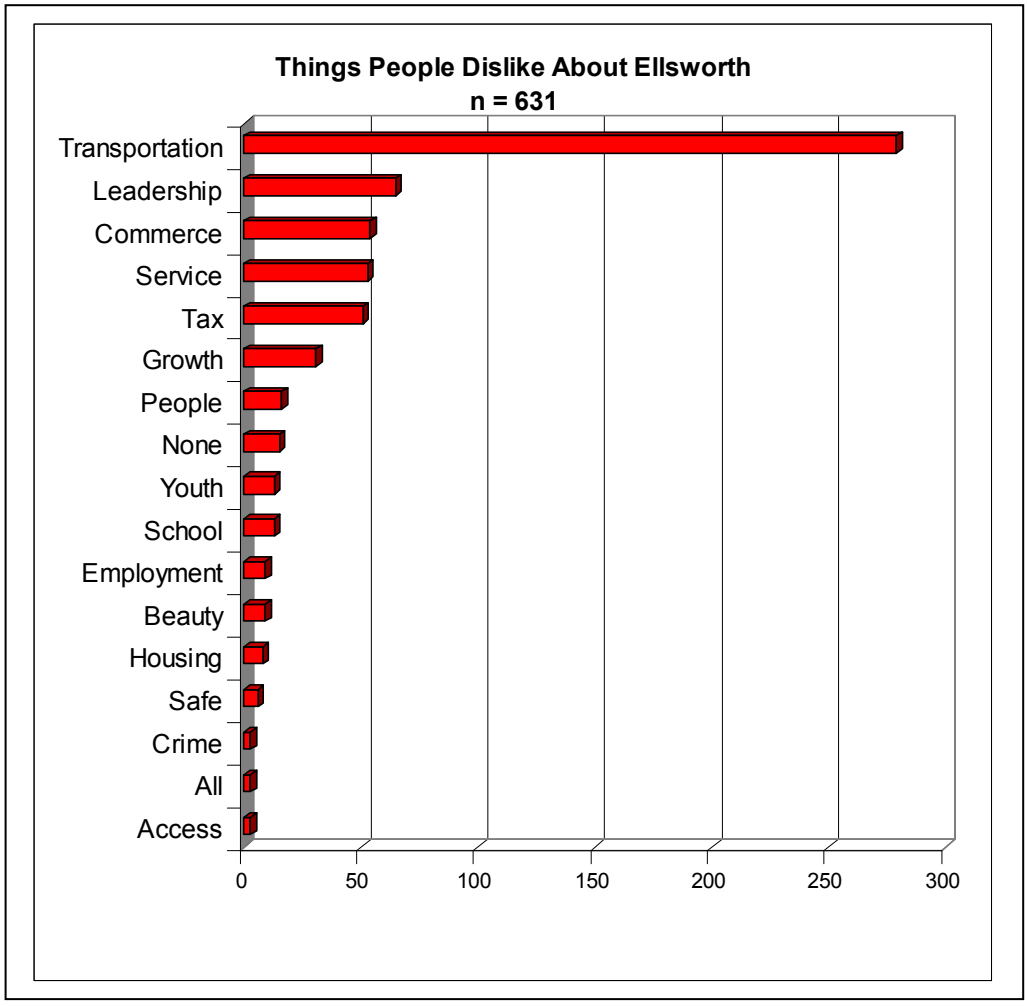
- Respondents stated in several ways that they like the convenience and access that living in Ellsworth provides. They are able to do most or all of there shopping, receive medical services, entertainment and travel to other communities without undue burden.
- Respondents like the small town or small city atmosphere, with essential services nearby but without many of the difficulties of living in a large city.
- The natural beauty of the region is very popular, extending particularly to the coast, rivers, lakes and ponds.
- Respondents like the people in Ellsworth, including family connections, friends, neighbors and business owners. Ellsworth is generally considered to be a safe place to live, with an attractive downtown and successful schools.



ACCESS	"convenience of shopping" , "access to services"
SMALL TOWN	"small town atmosphere", "nice small city"
PEOPLE	"friendly people", "community spirit"
SERVICE	"fire department", "library"
SAFE	"safe environment for raising children"
DOWNTOWN	"Main Street and the mix of things it has to offer"
SCHOOL	"good school programs"

7. What are the two things you like least about Ellsworth?

- The clear loser in the list of woes is transportation. Respondents to this survey overwhelmingly criticized traffic congestion, lack of transportation alternatives, and the poor quality of some roads.
- Leadership came under attack. Issues cited include access to decision-making, the quality and cost of municipal services as well as concerns about taxes (tabulated separately).
- Commerce and Growth are closely related concerns. Respondents were unhappy with the growth of big-box retail establishments and the progression of commercial strips beginning on High Street and moving out along Route 1, Route 1A and Route 3.
- A significant number of respondents expressed concern about the lack of youth activities.



Transportation	"ever increasing traffic", "roads in disrepair"
Leadership	"politics on school board & town council"
Commerce	"big box development", "too many fast food joints"
Service	"lack of public water", sewer, and 911", "no parks"
Tax	"taxes--high", "high water rate"
Growth	"strip mall mentality", "Growing too fast"

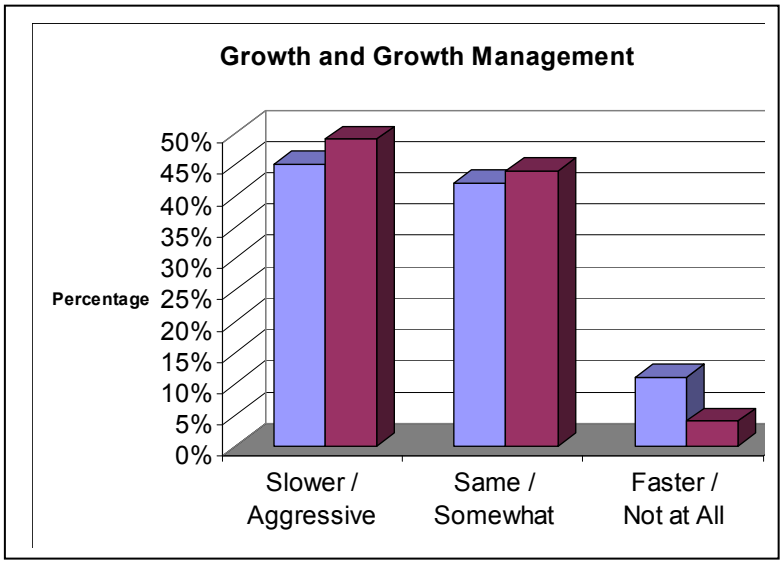
Preferred Pace of Growth and Growth Management Efforts

- Respondents were far more likely to prefer growth rates at or below recent levels and to prefer that the city take moderate to aggressive action to manage growth.
- The largest single response, 113 persons, favor slower growth and aggressive growth management. 71% of respondents who favor slower growth support aggressive growth management.
- 5% of respondents prefer no growth management efforts. This group is the most likely to support faster growth in the future.

How fast would you like to see Ellsworth grow over the next five years?	To What Degree Should Ellsworth Attempt to Manage Growth?			
	Aggressive	Somewhat	None	Total
Slower	113	43	4	160
Same	44	98	5	147
Faster	13	17	8	38
Total	170	158	17	345
	Aggressive	Somewhat	None	Total
Slower	**66%**	27%	24%	46%
Same	26%	**62%**	29%	43%
Faster	8%	11%	**47%**	11%
Total	100%	100%	100%	100%
	Aggressive	Somewhat	None	Total
Slower	**71%**	27%	3%	100%
Same	30%	**67%**	3%	100%
Faster	34%	**45%**	21%	100%
Total	49%	46%	5%	100%

Preservation of Resources

- A majority of respondents favored the use of zoning to protect areas of natural history,



archeological significance and waterfronts.

- Voluntary and educational measures received relatively strong support for protecting natural history, archeological sites, historic districts and wildlife habitat. Interestingly, these are three themes frequently presented in education media, such as public television and radio and in the classroom.
- Tax incentives, such as Tax breaks, User fees, Impact fees, and Public purchase were generally not chosen as a preservation technique, receiving modest support in protecting waterfronts, forest lands and agricultural lands. This modest endorsement may be reflection of growing interest in programs for agricultural open space and tree growth.
- Relative large numbers of respondents answered "don't know" to means for protecting groundwater, downtown green space and agricultural lands. Additional education in options for these areas may be warranted.

10. How should Ellsworth preserve the following? (Percent supporting option - non-exclusive.)

	Zoning and Ordinances	**Tax breaks, User fees, Impact fees, Public purchase**	**Education / Voluntary Efforts**	**Don't Know**
Natural history and archeological sites	**69%**	21%	**49%**	12%
River and waterfront	**62%**	**28%**	29%	10%
Lakes and ponds	**58%**	20%	32%	10%
Groundwater and aquifers	50%	14%	31%	**18%**
Historical downtown business district (Main Street)	44%	18%	**67%**	14%
Forest lands	42%	**24%**	32%	15%
Green space in downtown area	39%	19%	34%	**18%**
Wildlife habitat	38%	19%	**48%**	11%
Agricultural lands	34%	**26%**	29%	**17%**

Management of Future Development

- When asked where specific forms of non-residential development should be permitted, respondents were much more likely to advocate designation of specific locations for warehousing, manufacturing and large retail activities.
- Hotels, recreation & amusements and Bars & Pubs were assigned to specific places as well as the city center, which is one such specific place.
- Most likely to left to market forces were small businesses and services, with Bed & Breakfasts having the only majority advocating not designating a specific place.
- Approximately one quarter of respondents preferred that no additional large-retail establishments be located in Ellsworth, more than rejected any other use.
- Design guidelines for commercial development were favored by 58% of all respondents, and by 73% of all persons who responded to the question. 21% of respondents missed this question, probably due to its location on the page.

11. Where should the city permit the following types of development? (Mark one answer per line)

	Anywhere in Ellsworth	In specific designated places	Close to city center	Nowhere in Ellsworth
Warehousing	8%	**74%**	3%	6%
Large-scale manufacturing (occupying more than 1 acre)	5%	**72%**	3%	14%
Small-scale manufacturing	19%	**67%**	6%	2%
Large-scale retail ("big box", grocery & department stores)	10%	**53%**	7%	26%
Hotels, Motels	28%	**45%**	15%	1%
Recreation & Amusements	33%	**44%**	13%	2%
Bars & pubs	20%	**38%**	19%	15%
Services for businesses and homes	**39%**	31%	19%	0%
Small-scale retail	**44%**	25%	21%	1%
Restaurants	**44%**	25%	18%	1%
Bed & Breakfasts	**61%**	22%	7%	1%

12. Should the city provide design guidelines for commercial development? (*Percent selecting*)

- 58% of respondents feel that the city should provide guidelines for development.
  - 14% disagree.
  - 8% don't know
  - 21% missed the question

Factors Affecting Ellsworth's Future

- Education is considered to be the most significant factor for the future by 45% of respondents. 59% of respondents with children stress education compared with only 40% of respondents without children.
- Affordable taxes are also considered to be important by 42% of home owners, but only 19% of renters.
- Other factors felt to be important include employment opportunities, the environment, housing and services such as health care.

13. Which two of these are most important to Ellsworth's future? (Circle up to 2 responses.)	
Quality of education	45%
Affordable property taxes	38%
Employment opportunities	35%
Quality of the environment	18%
Affordable housing	15%
Services such as health care and social support	11%
Low cost of doing business	9%
Access to transportation, communication, energy, water and sewer	8%
Availability of cultural and recreational activities	8%
Other	6%

Education?

	Not Important	Important	Total
Children	41%	59%	100%
No Children	60%	40%	100%
Total	55%	45%	100%

Affordable property taxes?

	Not Important	Important	Total
Home Owner	58%	42%	100%
Renter/Other	81%	19%	100%
Total	62%	38%	100%

Transportation

- The number 1 issue that concerns respondents about Ellsworth is Transportation, specifically traffic congestion on High Street.
- The top choice for reducing traffic congestion is building a bypass around the commercial center, with support from 72% of respondents.
- Following the bypass, support shifts to alternative modes of transportation
  - construction of sidewalks and bikeways
  - transit services
  - rail services
- The third tier of responses center around improving downtown design and capacity
  - Local and access roads
  - One-way streets
  - Removing entrances, or access management
- Lackluster support for access management may have resulted from wording problems with the question, which some may have interpreted to mean removing all entrances onto High Street.

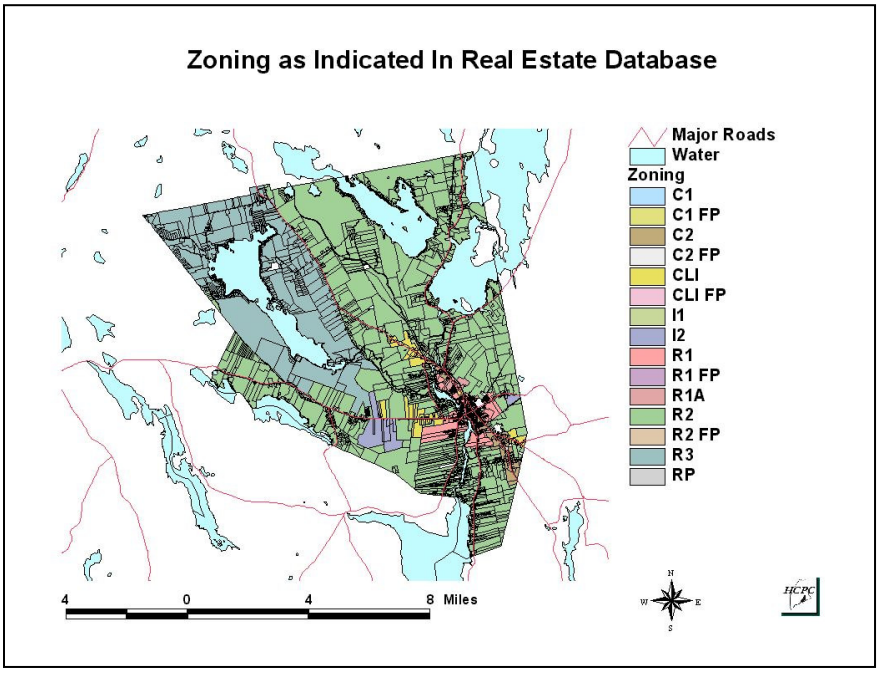
14. How should the city reduce traffic congestion? (Please mark one answer per line.)			
	Yes	**No**	**Don't Know**
Build a bypass around the commercial center of Ellsworth	72%	19%	5%
Build more sidewalks and bikeways	60%	21%	10%
Increase transit services such as buses and van-pools	56%	19%	17%
Extension of train service from Bangor to Ellsworth and possibly Trenton	50%	28%	16%
Build new local roads off of Routes 1, 3, or 1A	45%	22%	21%
Make some streets one-way	43%	37%	12%
Remove entrances and driveways on High Street, Route 1A, Route 1 and Route 3 (**Validity concerns with wording)**	13%	61%	17%
Other	15%		

Residential Development

- Respondents were most likely to advocate designation of specific locations for larger housing developments, such as mobile home parks, apartments and subdivisions.
- Single-lot affordable housing was also more likely to be placed in designated locations, including individual mobile homes, low-moderate income housing
- Residential-treatment facilities were allocated to designated locations, while housing and care facilities for elderly were more likely to be sent to central locations.
- Only single family housing received a strong (79%) endorsement for being located anywhere in Ellsworth.

15. Where should the city permit the following types of residential development? (Please mark one answer per line.)

	Anywhere in Ellsworth	In specific designated places	Close to city center	Nowhere in Ellsworth	Don't Know
Mobile Home Parks	5%	**72%**	2%	19%	2%
Large Apartments-7 or more units	12%	**66%**	9%	8%	3%
Small Apartments-6 or less units	22%	**56%**	10%	4%	4%
Subdivisions of five or more houses	28%	**55%**	2%	6%	6%
Residential Treatment Facilities	12%	**53%**	12%	8%	10%
Mobile Homes on Individual Lots	28%	**52%**	1%	11%	4%
Low-Moderate Income Housing	28%	**49%**	8%	6%	4%
Small-lot housing with shared open space	35%	**42%**	1%	5%	12%
Duplex Housing	**48%**	39%	4%	2%	2%
Elder Care Facilities	**31%**	28%	33%	1%	3%
Housing for the Elderly	31%	20%	**42%**	1%	2%
Single Family Housing	**79%**	15%	1%	0%	1%



Municipal Services

- Respondents expressed greatest concern about the adequacy of transportation systems, lead by the need to improve bikeways and trails, public transportation and sidewalks.
- When asked to vote with their wallets, school programs and buildings garnered more support, though never more than a plurality.
- Respondents were generally satisfied with municipal services, utilities, safety services and municipal buildings.

16. Rate the city services as you feel they apply to you. (Adequate, Needs Improvement, Don't Know)					
17. Would you support improving or expanding through increased local taxes? (Yes/No)					
	Adequate	**Improve**	Don't Know	Yes	No
Bikeways and trails	25%	**57%**	11%	**33%**	43%
Public Transportation	28%	**55%**	12%	**32%**	46%
Sidewalks	38%	**52%**	2%	**37%**	39%
Public access to lakes, ponds & rivers	44%	39%	12%	25%	46%
School Programs	39%	37%	17%	**43%**	40%
Recreation Facilities	46%	35%	13%	27%	44%
Recreation Programs	46%	33%	16%	26%	46%
Summer Road Maintenance	47%	33%	14%	25%	46%
Schools Buildings	47%	32%	15%	**37%**	43%
Solid Waste/Recycling	54%	29%	11%	22%	52%
Senior Citizen Services	41%	27%	**26%**	**33%**	38%
Code Enforcement	**53%**	25%	16%	18%	52%
Tax Assessment	**53%**	21%	19%	9%	58%
Animal Control	**51%**	20%	23%	18%	52%
Snow Plowing and Sanding	**73%**	19%	3%	27%	45%
Health Services	**69%**	17%	9%	22%	49%
Police	**71%**	16%	6%	**34%**	37%
Street Lighting	**74%**	15%	4%	15%	52%
Water	**65%**	13%	15%	15%	53%
Welfare	**49%**	12%	**32%**	13%	54%
Ambulance / Rescue	**69%**	10%	15%	26%	44%
Fire Protection	**78%**	9%	9%	**33%**	38%
Library	**80%**	9%	7%	24%	52%
Sewer	**67%**	8%	17%	15%	52%
Municipal Buildings	**85%**	4%	4%	10%	58%

ID:_____
KP: _____
Date: ____
Rev. 9/5/01

City of Ellsworth
2001 Comprehensive Plan Review Survey

PERCENTAGES BASED ON 356 RESPONSES

Margin or Error is ± 5.2%

I. General Information

1. Are you a seasonal or year-round resident?

1) Year round	96%	2) Seasonal	3%
3) Non-resident landowner	<1%	4) Non-resident business person	1%
5) Other _____			<1%

2. Do you:

1) own your home	83%
2) rent your home	14%
3) other _____	2%

3. What kind of home do you live in?

1) Single family house	83%	2) Duplex or townhouse	1%
3) Apartment	10%	4) Mobile home	4%
5) Other _____			1%

4. Approximately how many years have you lived in Ellsworth? Average 21 Years

5. How many people in your under household are in the following age categories: (write the number of household members on the appropriate lines below.)

   Percent of households with members in this age range

   16% under 12 14% 12 to 17 15% 18-24 35% 25-44 48% 45-64 29% 65 +

   Number and Percent of Households by children in the household

Children	Age 0 - 11		Age 12 - 17		Age 0 - 17	
1	40	11%	38	11%	48	13%
2	15	4%	10	3%	32	9%
3	2	1%	2	1%	9	3%
4	1	<1%	0	<1%	2	1%

   26% of households have at least one person under age 18.

II. Vision for the Future

6. What are the two things you like most about Ellsworth?
7. What are the two things you like least about Ellsworth? (Reported in narrative)

8. When compared with growth over the past five years, how fast would you like to see Ellsworth grow over the next five years? (*Percent selecting this option.*)

   1) Slower 45% 2) About the same 42% 3) Faster 11%

9. To what degree should Ellsworth attempt to manage growth? (*Percent selecting this option.*)

   1) Aggressively 49% 2) Somewhat 44% 3) Not at all 5%

10. How should Ellsworth preserve the following? *(Percent supporting option - non-exclusive.)*

	Zoning and Ordinances	**Tax breaks, User fees, Impact fees, Public purchase**	**Education / Voluntary Efforts**	**Don't Know**
River and waterfront	62%	28%	29%	10%
Lakes and ponds	58%	20%	32%	10%
Forest lands	42%	24%	32%	15%
Agricultural lands	34%	26%	29%	17%
Wildlife habitat	38%	19%	48%	11%
Groundwater and aquifers	50%	14%	31%	18%
Green space in downtown area	39%	19%	34%	18%
Natural history and archeological sites	69%	21%	49%	12%
Historical downtown business district (Main Street)	44%	18%	67%	14%

11. Where should the city permit the following types of development? (Mark one answer per line)

	Anywhere in Ellsworth[1]	**In specific designated places[2]**	**Close to city center[3]**	**Nowhere in Ellsworth[4]**	**Don't Know[9]**
Large-scale manufacturing (occupying more than 1 acre)	5%	72%	3%	14%	3%
Small-scale manufacturing	19%	67%	6%	2%	2%
Large-scale retail ("big box", grocery & department stores)	10%	53%	7%	26%	1%
Small-scale retail	44%	25%	21%	1%	2%
Warehousing	8%	74%	3%	6%	4%
Services for businesses and homes	39%	31%	19%	>1%	4%
Hotels, Motels	28%	45%	15%	1%	3%
Bed & Breakfasts	61%	22%	7%	1%	3%
Restaurants	44%	25%	18%	1%	3%

Bars & pubs	20%	38%	19%	15%	3%
Recreation & Amusements	33%	44%	13%	2%	4%

12. Should the city provide design guidelines for commercial development? (*Percent selecting*)
1) Yes 58% 2) No 14% 3) Don't Know 8% (21% did not respond to this question)

13. Which two of these are most important to Ellsworth's future? (Circle up to 2 responses.)

1) Quality of education	45%	2) Employment opportunities	35%
3) Services such as health care and social support	11%	4) Affordable housing	15%
5) Quality of the environment	18%	6) Low cost of doing business	9%
7) Access to transportation, communication, energy, water and sewer	8%	8) Availability of cultural and recreational activities	8%
9) Affordable property taxes	38%		
Other _____			6%

14. How should the city reduce traffic congestion? (Please mark one answer per line.)

	Yes$_1$	**No$_2$**	**Don't Know$_9$**
Remove entrances and driveways on High Street, Route 1A, Route 1 and Route 3	13%	61%	17%
Make some streets one-way	43%	37%	12%
Build a bypass around the commercial center of Ellsworth	72%	19%	5%
Build new local roads off of Routes 1, 3, or 1A	45%	22%	21%
Build more sidewalks and bikeways	60%	21%	10%
Increase transit services such as buses and van-pools	56%	19%	17%
Extension of train service from Bangor to Ellsworth and possibly Trenton	50%	28%	16%
Other _____	15%		

III. Housing

15. Where should the city permit the following types of residential development? (Please mark one answer per line.)

	Anywhere in Ellsworth$_1$	**In specific designated places$_2$**	**Close to city center$_3$**	**Nowhere in Ellsworth$_4$**	**Don't Know$_9$**
Single Family Housing	79%	15%	1%	<1%	1%
Duplex Housing	48%	39%	4%	2%	2%
Large Apartments-7 or more units	12%	66%	9%	8%	3%
Small Apartments-6 or less units	22%	56%	10%	4%	4%
Mobile Homes on Individual Lots	28%	52%	1%	11%	4%
Mobile Home Parks	5%	72%	2%	19%	2%
Housing for the Elderly	31%	20%	42%	1%	2%

Elder Care Facilities	31%	28%	33%	1%	3%
Low-Moderate Income Housing	28%	49%	8%	6%	4%
Residential Treatment Facilities	12%	53%	12%	8%	10%
Subdivisions of five or more houses	28%	55%	2%	6%	6%
Small-lot housing with shared open space	35%	42%	1%	5%	12%

IV. Local Services

(Please mark one answer per row for adequacy of services and one answer per row for your support through increased local taxes.)

	16. Rate the city services as you feel they apply to you.			17. Would you support improving or expanding through increased local taxes?	
	Adequate 1	**Needs Improvement 2**	**Don't Know 9**	**Yes 1**	**No 2**
School Programs	39%	37%	17%	43%	40%
Schools Buildings	47%	32%	15%	37%	43%
Library	80%	9%	7%	24%	52%
Ambulance / Rescue	69%	10%	15%	26%	44%
Animal Control	51%	20%	23%	18%	52%
Code Enforcement	53%	25%	16%	18%	52%
Fire Protection	78%	9%	9%	33%	38%
Health Services	69%	17%	9%	22%	49%
Municipal Buildings	85%	4%	4%	10%	58%
Police	71%	16%	6%	34%	37%
Senior Citizen Services	41%	27%	26%	33%	38%
Solid Waste/Recycling	54%	29%	11%	22%	52%
Tax Assessment	53%	21%	19%	9%	58%
Public Transportation	28%	55%	12%	32%	46%
Welfare	49%	12%	32%	13%	54%
Bikeways and trails	25%	57%	11%	33%	43%
Public access to lakes, ponds and rivers	44%	39%	12%	25%	46%
Sidewalks	38%	52%	2%	37%	39%
Summer Road Maintenance	47%	33%	14%	25%	46%
Snow Plowing and Sanding	73%	19%	3%	27%	45%
Recreation Programs	46%	33%	16%	26%	46%

	16. Rate the city services as you feel they apply to you.			17. Would you support improving or expanding through increased local taxes?	
	Adequate 1	**Needs Improvement$_2$**	**Don't Know 9**	**Yes$_1$**	**No$_2$**
Recreation Facilities	46%	35%	13%	27%	44%
Street Lighting	74%	15%	4%	15%	52%
Water	65%	13%	15%	15%	53%
Sewer	67%	8%	17%	15%	52%

Summary of Visioning Session

Meeting Summary May 15, 2001

Summary of Visioning Session

Members posted the charts from the visioning session on the walls and looked for patterns. It was obvious that participants want:

- **To live in and near clean green spaces;**
- **to protect the city water supply;**
- **to travel on safe, uncrowded roads;**
- **to have the opportunity to walk, run, bike, ski on safe sidewalks, trails and paths;**
- **to challenge all children (average not good enough) with an educational system that teaches life skills as well as academic subjects;**
- **to sustain a year round economy that provides living wages (at least $10.28/hour with benefits) to all workers;**
- **to make social services easily accessible for those in need;**
- **to maintain a fiscally responsible city government that listens and responds to citizen requests.**
- **to protect and preserve the quality of life we already have, including the aesthetics of specific old buildings and specific old land uses;**

Some groups asked for a city planner; some asked for a comprehensive plan with "teeth."

Melissa Rockwood asked which groups we had missed at the vision session. An answer was the arts/cultural providers. Another answer was the high school students.

APPENDIX II

SUMMARY OF OTHER REPORTS CITED IN THE COMPREHENSIVE PLAN

This appendix contains summaries of the following studies and reports:

1. Waterfront revitalization plan;
2. Quality Main Street study;
3. High Street study;
4. Community Health Plan; and
5. State Task Force on Invasive Species.

1. Waterfront Revitalization Plan

ELLSWORTH'S WATERFRONT
A FRAMEWORK FOR ACHIEVING THE VISION: A SUMMARY

The Physical Elements

The key elements of the proposed Master Plan are:

1. An expanded downtown, from Franklin Street to the Morrison lot, with a mix of public and private uses.
2. A riverfront walk from Main Street to the harbor and beyond.
3. An expanded harbor/park area with new marine, boating, and recreational uses.
4. A street system (and infrastructure) that's functional and attractive.
5. Conservation of historic and natural areas, including the west side and Indian Point

The Land Use Strategy

In order to achieve the Plan there must be a slow but purposeful transition from auto sales and other such uses along the river to a mix of retail, service, office, residential, and cultural/ institutional uses, compatible with Main Street and a riverfront walkway.

This strategy makes sense because:

- Growth and development in downtown could be enhanced if new uses replace slum, blight conditions.
- The Water Street area presents a poor image that discourages growth and potential, new, tax-generating business.
- Downtown is cut off from the Union River and its historic, cultural, and scenic assets.
- Some key owners in the area have indicated they would prefer to locate elsewhere, if financially feasible; others wish to upgrade.

Implementation Strategies

- Seek out state and federal grants and loans from existing programs.
- Actively seek support from Maine's Congressional Delegation.
- Have the City take on a strong, proactive development role in this area.
- Cultivate public/private partnerships that result in gains for all participants.
- Consider floating a bond (or other creative financing) to kick-start implementation (with a focus on acquisition of the Morrison parcel and the construction of a parking deck (or large lot) in the Main/Franklin/ Pine/Water Street block.
- Target TIF (tax increment financing) funds to this area.
- Allocate City capital funds for improvements on City-owned parcels and street right-of-ways.

- Initiate a business attraction program for the City in general and the downtown area in particular.

2. Quality Main Street Study

EXECUTIVE SUMMARY

Introduction

This Downtown study sets forth short and long term recommendations to help keep Ellsworth's Downtown vital. It identifies opportunities that can be used to support efforts to strengthen Downtown Ellsworth's economic and community position. *The strategy recommends that the Downtown continue to move toward distinguishing itself in the marketplace as being the premier specialty retail district and as the professional and government center of the region.*

Key Findings of the Market Analysis

- Downtown Ellsworth functions as the government service center for the Hancock County area, and as a professional service center providing a range of financial, legal, and health related services. It also functions as a specialty retail center that compliments the community shopping center nature of High Street.

- There is over 85,000 SF of occupied retail space in Downtown Ellsworth. Most of ties space is devoted to the sale of comparison goods and food and beverage sales. There is a very small amount of convenience retail use in the Downtown area.

- Downtown draws most - 50% to 60% - of its customers from year round residents of a fairly well defined primary trade area. The primary trade area is quite large with a year round population of 35,000 to 36,000 living in approximately 14,000 households.

- Seasonal residents of the primary and secondary trade area are an important part of Downtown's customer base and represent about 15% to 20 % of Downtown's customers. Tourists are a very small percentage of Downtown's customer base representing 5% or less.

- Consumers identified the environment of Downtown as a positive feature. This included its atmosphere, convenience, friendliness, and character of its older buildings. A number of people suggested that there should be more stores, and an improved mix of offerings. Consumers also suggested that there should be more restaurants and entertainment offerings in the Downtown.

- Consumers' use of Downtown includes; over 60% of consumers report regularly shopping in Downtown. About 40% regularly visit Downtown for banking. About 30% of consumers come Downtown for personal services.

- Businesses rate beautification activities the highest followed by bringing more businesses into Downtown and improved/expanded parking.

- A significant group of consumers report shopping outside of the Ellsworth area for certain lines of merchandise. This suggests opportunities for sales growth in certain lines of merchandise

Major Recommendations

1. *Develop an ongoing organization that can carry out the recommendations of the Downtown plan, coordinate promotion and marketing activities, and be an advocate for Downtown Ellsworth.*

2. *Develop an identity for Downtown Ellsworth as a cohesive business district.*

3. *Create the feeling that Downtown Ellsworth is a pedestrian-friendly business district.*

4. *Improve the availability of customer parking in the Downtown area.*

5. *The downtown organization should work to expand the range of retail offerings in the Downtown by building on the district's existing strengths and capitalizing on market opportunities.*

6. *Increase Downtown's market share of retail sales generated by residents of Ellsworth's trade area.*

7. *Increase the market share of year-round retail expenditures made in Ellsworth by seasonal residents of the trade area.*

8. *Increase the market share of retail expenditures by visitors to the area captured by Downtown businesses.*

9. *The City and downtown organization should work to reinforce and expand Downtown Ellsworth's role as a regional office and service center.*

10. *The Public Improvements identified in the Downtown Streetscape Plan such as ornamental streetlights, pedestrian-friendly sidewalks, and the Downtown Square should be coordinated with the proposed MDOT Main Street Reconstruction.*

11. *Transportation improvements identified in this report such as gateway/signage areas, intersection improvements and directing traffic flow should be coordinated with the MDOT proposed Main Street Reconstruction to meet Downtown Ellsworth's revitalization goals.*

12. *The role of Historic Preservation in Ellsworth's Downtown revitalization program should be emphasized.*

13. *Zoning regulations need to he revised to reflect the goals and objectives of Ellsworth's Downtown revitalization plan.*

14. *The Public Relations and promotion of Ellsworth's Downtown Revitalization plan needs to continue.*

3. High Street Study

Ellsworth High Street Beautification Plan, 2003

Summary

In an effort to develop a common vision to enhance the character and functionality of HS, the City recently completed and adopted the High Street (HS) Beautification Plan. This study was the City's first step toward meeting its objectives of crating a gateway to Ellsworth; creating a sense of place and human scale; balancing pedestrian and vehicular circulation; improving aesthetic character; developing traffic calming techniques while maintaining mobility; and promoting and encouraging shared access and connector streets between neighbors. The plan provides design guidelines for the public streetscapes and built-up environment, as well as concept designs for the streetscape, the urban park, and three case studies (Cadillac Mountain. Sports, Irving Mainway/HS Video, and R. Park Furniture block/intersection). The streetscape guidelines focus on minimizing curb cuts; reinforcing pedestrian activities; enhancing the streetscape; preserving and planting trees, providing pedestrian scale lighting; protection pedestrians from vehicles; and using alternate paving materials for crossings. The site/building guidelines focus on building to the street; providing multi-tenant development; accentuating primary entrances; encouraging the inclusion of local character; improving the aesthetics of on-site parking; creating pedestrian-oriented buildings; considering signs as a site element; encouraging functional plantings; and encouraging alleys and connector streets.

4. Ellsworth Community Health Plan: Vision for a Healthy Ellsworth

TRANSPORTATION We have multiple options for safe transportation to essential and recreational services.
PHYSICAL ACTIVITY We incorporate regular physical activity into our daily routines. We have access to affordable, adequate, high quality facilities and programs.

SOCIAL NETWORKS People of all ages are supported by strong social networks of friends, neighbors, relatives, and social organizations. Information about social support resources is readily available.
INCOME AND ECONOMIC DEVELOPMENT We have year-round employment opportunities that provide living wages and health insurance, without harm to our culture, environment and resources.
EDUCATION All people have the opportunity to increase their quality of life through education. We have access to lifelong learning in a safe, healthy environment in which education is highly valued.
SHELTER We have a variety of options for safe, adequate, and affordable housing. New housing development includes higher-density and clustered housing, while preserving open spaces, farmland, natural beauty and critical environmental areas. Many homes are within walking distance to services like stores and schools.
NUTRITION We eat healthy foods, contributing to improved overall health and reduced obesity and cardiovascular disease. Children learn healthy eating habits from their parents, their schools, and the community.
FREEDOM FROM ADDICTION We live free from addictions to tobacco, alcohol and drugs.
ACCESS TO HEALTH AND DENTAL CARE All citizens have access to affordable basic preventive and restorative health and dental care.
CULTURE, HISTORY AND ARTS We maintain and celebrate our cultural wealth and heritage, passing it on to the next generation.
PEACE AND SOCIAL JUSTICE We are safe from property crime, violence, and discrimination and will practice peaceful living.

State of Maine Action Plan for Managing Invasive Species

Summary of Issues:

Invasive species can spread rapidly and result in a rapid deterioration of water quality. This in turn adversely affects property values and the tax base. The species are a particular threat to drinking water supplies. They also threaten native fish populations and spoil sport fisheries.

Recommended response:

1. Develop plans and contingencies to contain and reduce existing freshwater plant infestations;

   Specific measures may include developing model infestation control plans, making available aquatic plant grants, surface use restrictions on infested waters and plant infestation buoys.

2. Ensure appropriate, effective and practical control techniques;

   Specific measures may include boat cleaning stations, road side inspections of boats and stricter management of public access points.

APPENDIX III

SUMMARY OF EXISTING LAND USE ORDINANCE STANDARDS

AREA, YARD AND LOT COVERAGE REQUIREMENTS

Zone	Min lot Size	Min Frontage	Min Structural Setback	Max height of bldgs	Max Lot Coverage	Other
R-1	a. 15,000 sf single family dwelling unit b. 17,500 sf 2-family duplex, multi-family or mixed uses c. 15,00 sf medically related professional offices with at least 100 ft frontage d. 15,000 sf for other single purpose uses	100 ft plus 10 ft for each dwelling unit over one, Corner lots may have 80 ft min width on st front	a. Front yard 20 ft b. Side yard 10 ft c. Rear yard 20 ft	35 ft	a. Medically –related and professional offices, the max coverage of the lot by buildings proposed and/or existing with accessory structure is 20% and the max combined lit coverage by bldgs w/ accessory structures and parking areas w/ entrances and exits is 60% b. Al other uses- 30%	Density in cluster subdivision will not exceed 4 dwelling units per gross acre and density in multi-family dwellings will not exceed 10 dwelling units per acre
R1-A 1. New construction – residential and/or non-residential	40,000 sf	150 ft	a. Front yard 40 ft b. Side yard 15 ft c. Rear yard 30 ft	35 ft	40%	
R1-A 2. Conversion of existing structures into multi-unit residential – multi-unit non residential - combined residential and non-residential is permitted provided that: a. there will be no more than 4 units per building b. off-street parking provided the requirement of Article XI can be met c. approval of conversion plans by the FD and the PI is submitted at the time of the review no changes to exterior of bldg permitted except such addition as are necessary or desirable to provide fire escapes; The PB may waiver lot size and dimension requirements on conversions provided that lot cverage not exceed 60% including structures and parking areas.						
R2	40,000 sf	150 ft	a. Front yard 40 ft b. Side yard 15 ft c. Rear yard 30 ft d. non-commercial housing of animals – 50 ft from any property line	35 ft	25%	Density in multi-family and cluster subdivision will not exceed 10 dwelling units per acre
R3	80,000 sf	200 ft	a. Front yard 50 ft b. Side yard 25 ft c. Rear yard 50 ft	35 ft	25%	Density in multi-family and cluster subdivision will not exceed 10 dwelling units per acre

Zone	Min lot Size	Min Frontage	Min Structural Setback	Max height of bldgs	Max Lot Coverage	Other
C1	None	None	a. Front yard 10 ft b. Side yard none c. Rear yard 10 ft	60 ft	40%	Area, yard and lot requirement may be waived to allow conversion of existing structures providing the requirements of Art XI can be met
C2	20,000 sf	100 ft	a. Front yard 30 ft b. Side yard 10 ft c. Rear yard 10 ft	60 ft	30%	
I-1	40,000 sf	150 ft	a. Front yard 30 ft b. Side yard 20 ft c. Rear yard 25 ft	60 ft	40%	
I-2 In Rural Area w/out sewer and water	40,000 sf	150 ft	a. Front yard 30 ft b. Side yard 20 ft c. Rear yard 25 ft	60 ft	40%	
I-2 In urban areas where public sewer and water are available and are used within 200 ft	15,000 sf	100 ft	a. Front yard 10 ft b. Side yard 10 ft c. Rear yard 10 ft	60 ft	40%	
C-LI In areas w/out public sewer and water	40,000 sf	150 ft	a. Front yard 30 ft b. Side yard 20 ft c. Rear yard 25 ft	60 ft	40%	
C-LI In areas w/ public sewer and water within 200 ft	15,000 sf	100 ft	a. Front yard 30 ft* b. Side yard 10 ft c. Rear yard 10t * Except on Water Street which requires 10 ft	60 ft	40%	

Shoreland Overlay requirements not included

PROPOSED ZONES

Zone	Min lot Size	Min Frontage	Min Structural Setback	Max height of bldgs	Max Lot Coverage	Other
D	None	None	Front yard 10 ft Side yard none Rear yard 10 ft	60 ft	40%	Area, yard and lot requirement may be waived to allow conversion of existing structures providing the requirements of Art XI can be met. Parking standards will be waived if the use is within 1,00 feet of a public or shared parking area. Overlay district – no lot coverage or setback standards; fast food drive-through and car wash drive through operations, as well as adult buisinesses prohibited; drive through bank operations which do not interfere with traffic permitted; small scale manufacturing such as furniture maker permitted. Hotels prohibited with the exception of B&Bs type of businesses.
CLI	40,000 sf	150 ft	Front yard 30 ft Side yard 20 ft Rear yard 25 ft	60 ft	25%	New single family homes prohibited.
C1	20,000 sf 15,000 sf w/ s&w	100 ft	Front yard 20 ft Side yard 15 ft Rear yard 20 ft	60 ft	40%	New single family homes not permitted. Duplexes and multifamily units permitted.
C2	20,000 sf	100 ft	Front yard 30 ft Side yard 10 ft Rear yard 10 ft	60 ft	50%	New single family homes and food processing operations not permitted.
C3	20,000 sf	100 ft	Front yard 30 ft Side yard 10 ft Rear yard 10 ft	60 ft	60%	New single family homes not permitted.
M			Front yard ___ ft Side yard____ ft Rear yard ___ ft	60 ft		Modular homes permitted.
I	40,000 sf	150 ft	Front yard 30 ft Side yard 20 ft Rear yard 25 ft	60 ft	40%	

The existing frontage requirement of 100 ft plus 10 ft for each dwelling unit over one will no longer exist

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PROPOSED ZONES

Zone	Min lot Size	Min Frontage	Min Structural Setback	Max height of bldgs	Max Lot Coverage	Other			
BP	40,000 sf	100 ft 65 ft in cul de sac	Front yard __ ft Side yard __ ft Rear yard __ ft	60 ft	70%				
						Frontage internal rd	Cluster dev mandatory	Cluster min lot size	Cluster open space(contiguous land)
R1			a. Front yard __ ft b. Side yard ___ ft c. Rear yard ___ ft	ft	__%				
R2	20,000 sf	100 ft	a. Front yard __ ft b. Side yard ___ft c. Rear yard ___ft	60 ft	__%	75 ft 50 ft cul de sac	N	20,000 sf	25%
R3	60,000 sf	200 ft	a. Front yard __ ft b. Side yard __ft c. Rear yard __ ft	60 ft	__%	75 ft 50 ft cul de sac	Y		40%
R4	120,000 sf	300 ft	a. Front yard __ ft b. Side yard __ ft c. Rear yard __ ft	60 ft	__%	75 ft 50 ft cul de sac	Y		65%

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