



The Town Of Brooksville

COMPREHENSIVE PLAN

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

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Final Draft Pending Adoption by the Town



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Brooksville Comprehensive Plan 2005

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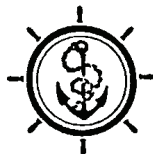
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***Many thanks also to the other residents of Brooksville who
contributed to the preparation of this Plan.***



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COMPREHENSIVE PLAN

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

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

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

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

Positive

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

Negative

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

INTRODUCTION

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

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

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

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

PRIORITY ISSUES

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

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

CHAPTER SUMMARIES

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

A. Population

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

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

B. Economy

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

C. Housing

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

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

D. Transportation

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

E. Public Facilities and Services

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

F. Recreation

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

G. Marine Resources

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

H. Water Resources

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

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

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

I. Natural Resources

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

J. Agricultural and Forest Issues

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

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

K. Historical Resources

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

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

L. Existing Land Use

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

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

M. Fiscal Capacity

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

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

N. Key Regional Concerns

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

A. POPULATION

1. Purpose

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

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



Two signs: *CHILDREN AT PLAY*
and *DEAD END*

2. Key Findings and Issues

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

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

3. Public Opinion Survey and Community Workshop Results

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

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

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

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

4. Historical Trends

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

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

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

5. Current Conditions

a. Age Characteristics

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

b. Educational Attainment

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

c. Household Size

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

		1980	1990	2000	2010*
Brooksville	# households	302	322	412	485*
	# persons per household	2.49	2.36	2.21	2.21
Hancock County	# households	15,442	18,342	21,864	22,114
	# persons per household	2.62	2.48	2.31	2.48

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

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

d. Income

According to the 2000 Census, Brooksville's 1999 median household income¹ was \$36,458. This was about 102 percent of the county median of \$35,811 and 98 percent of the state median of \$37,240. Table A.5 compares household incomes in Brooksville to immediately surrounding towns. While well below the figure for Castine, its income is similar to most surrounding towns.

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

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

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, whereas the "mean" is the arithmetic average of a set of numbers.

e. Other Information

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

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

6. Seasonal Population

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

7. Projected Population

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

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

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

B. ECONOMY

1. Purpose

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

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



Condon's garage

2. Key Findings and Issues

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

3. Public Opinion Survey and Community Workshop Results

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

4. Recent Employment Trends

a. Employment and Unemployment

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

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

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

b. Employment by Sector

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

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

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

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

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

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

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

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

Source: U.S. Census

Table B.4									
Seasonal Unemployment Rates:									
	2001			2002			2003		
	Unemployment Rates			Unemployment Rates			Unemployment Rates		
	Maine	Hancock County	Ston. LMA	Maine	Hancock County	Ston. LMA	Maine	Hancock County	Ston. LMA
January	4.2	7.5	3.8	5.1	7.4	5.3	5.5	7.8	4.8
February	4.5	7.7	4.6	5.1	7.4	4.9	5.5	7.8	4.7
March	4.3	7.5	4.7	5.0	7.0	4.8	5.3	7.2	4.4
April	4.3	6.3	4.0	4.7	5.2	3.5	5.2	6.0	3.6
May	4.0	4.3	3.0	4.1	3.5	2.4	4.4	3.6	2.6
June	4.0	3.3	2.7	4.3	3.0	2.7	4.4	3.1	2.6
July	3.3	2.4	2.2	3.6	2.4	2.0	4.1	2.6	2.3
August	3.3	2.3	1.9	3.5	2.3	2.0	3.9	2.6	2.5
September	3.7	2.2	2.0	3.8	2.6	2.2	4.4	2.8	2.1
October	3.9	2.5	2.1	4.1	2.7	2.2	4.7	3.2	2.4
November	4.2	4.8	3.3	4.6	5.1	3.2			
December	4.0	4.8	2.9	4.6	5.7	3.3			
AVERAGE	4.0	4.5	3.1	4.4	4.4	3.2			

Source: Maine Department of Labor

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

c. Commuting Patterns

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

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

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

d. Major Employers

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



Four-season greenhouses on Cape Rosier

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

5. Projected Future Employment and Regional Issues

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

C. HOUSING

1. Purpose

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

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



2. Key Findings and Issues

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

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

3. Public Opinion Survey and Community Workshop Results

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

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

4. Recent Housing Trends

a. Total Number of Year-Round and Seasonal Units

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

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

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

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

b. Housing Unit Type

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

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

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

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

c. Rental Housing

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

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

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

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

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

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

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

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

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

d. Housing Conditions

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

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

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

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

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

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

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

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

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

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

5. Affordable Housing

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

Table C.9 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 greater Brooksville area. MSHA includes Brooksville in the Stonington area housing market. This market had the second highest average price (\$92,500) for a first time home of any market in the state in 1998. The highest prices were in the greater Portland area, where incomes were 50 percent higher. Construction costs in the Stonington market are 27 percent above the state average, which is due largely to land costs according to MSHA.

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

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

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

6. Dwelling Unit Projections

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

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

7. Regional Housing Issues

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

D. TRANSPORTATION and ROADS

1. Introduction

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

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

2. Key Findings and Issues

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

3. Public Opinion Survey and Community Workshop Results

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

4. Classification of Roads

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

a. Administrative Classification

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

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

b. Functional Classification

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

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

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

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

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

5. Road Conditions, Usage, and Capacity

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

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

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

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

a. Traffic Counts

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

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



Bagaduce Reversing Falls
near Bagaduce Lunch

Table D.2 Average Annual Daily Traffic Volume, Brooksville						
Location	1988	1991	1993	1996	1998	2001
Station 32705 on Route 15 South of Route 175	1970	--	2140	2930	2770	--
Station 32708 on Route 175 Northwest of Route 15	1050	--	1090	--	1190	1090
Station 34301 on Route 175 (North Brooksville Rd.) North of Route 176	380	390	440	480	--	440
Station 34405 on Route 176 (Cape Rosier Road)	--	--	--	700	780	760
Station 35008 on Route 176 NW of IR1289	720	650	720	760	680	650
Source: MDOT 24- and 48-hour traffic counts factored for seasonal variations						

b. Accident Records and Road Safety

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

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

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

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

Table D.3			
Brooksville Accident Summary for Roads with CRF >1, 2000-2002			
MDOT #	Road Segment (generally East to West)	# Accidents	Critical Rate
090188401957	Cape Rosier Road from Undercliff Road	1	0.78
090188401960	Cape Rosier Road from Dog Island Road	1	0.35
090192401925	Herrick Road South of Walkers Pond	2	1.48
090192401944	Herrick Road West of Walkers Pond	2	0.65
090193801940	Old County Road from Route 15	2	1.39
090193901940	Route 15 from Old County Road	2	0.51
090194001942	Route 175 from Route 15	2	0.50
090194301944	Coastal Road from Bagaduce Road	1	0.14
090194302018	Bagaduce Road from Coastal Road	2	0.31
0901944	Coastal Road at Herrick Road	1	0.82
090194401945	Coastal Road from Herrick Road	3	0.38
090194501947	Coastal Road from Norumbega Road	2	0.42
090195501957	Weirs Cove Road	1	0.32
090196001961	Cape Rosier Rd from Horseshoe Cove Rd	1	0.67
090196501970	Cape Rosier Road from Drusilla Lane	1	0.22
090197001983	Cape Rosier Road from Coastal Road	3	0.39
090197101985	Coastal Road from Town House Road	1	0.32
090198201983	Coastal Road from Breezemere Road	1	0.31
090198204103	Coastal Road from Condon Point Road	1	0.29
090198501986	Coastal Road from Town Landing Road	1	0.34
090198602009	Coastal Road from Varnumville Road	1	0.45
090198602017	Varnumville Road	2	0.26
090199002008	South Wharf Road from Coastal Road	1	1.89
090200402005	Coastal Road - Ferry Road to Mills Point Road	2	0.64
090200402012	Coastal Road to Mills Point Road	4	0.72
090201502164	Bridge Road	1	0.31
Source: Maine Department of Transportation, Bureau of Planning			

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

6. Parking

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

7. Pedestrian and Bicycle Facilities

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

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

8. Public Transportation Facilities and Services

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

9. Airports

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

10. Rail Service

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

11. Local Transportation Issues

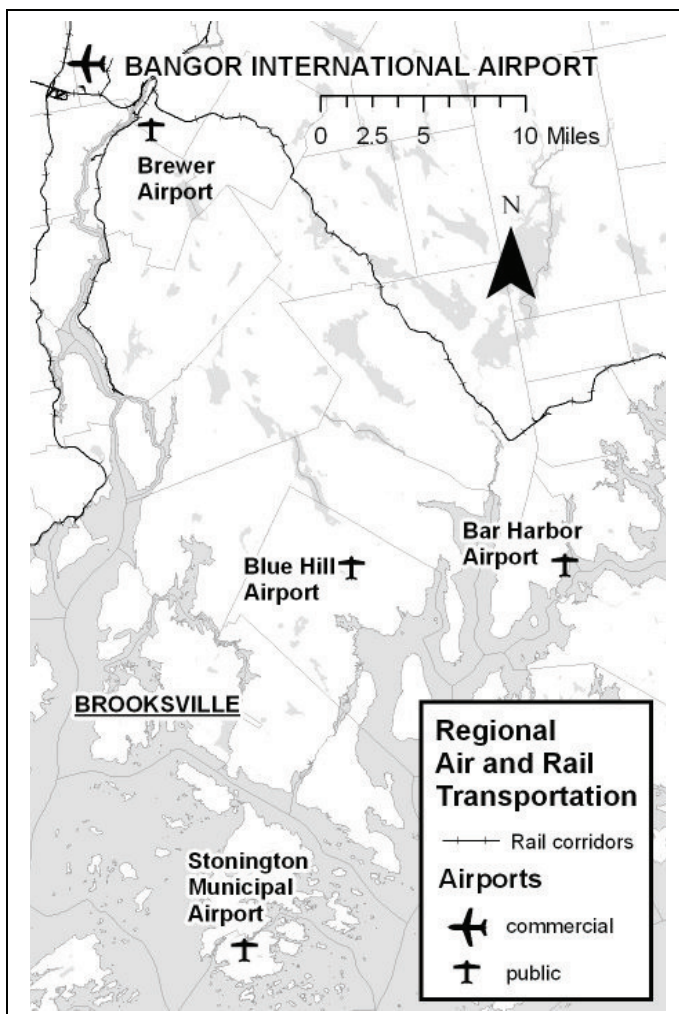
The major local transportation issues are speeding and safety. It is difficult to enforce speed limits due to the limited police coverage. The town may want to undertake a local road improvement program that would involve developing a planned schedule of improvements over a multi-year period.

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

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

12. Regional Transportation Issues

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



E. PUBLIC FACILITIES AND SERVICES

1. Purpose

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

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

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

2. Key Findings and Issues

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

3. Public Opinion Survey and Community Workshop Results

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

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

4. Town Government

a. Current Conditions

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

b. Current and Future Adequacy

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

5. Solid Waste Disposal and Recycling

a. Current Conditions

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

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

b. Current and Future Adequacy

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

6. Fire Protection

a. Current Conditions

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

1). Facilities

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

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

2). Staffing

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

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



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

3). Equipment

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

b. Current and Future Adequacy

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

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

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

7. Police Protection

a. Current Conditions

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

b. Current and Future Adequacy

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

8. Ambulance

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