

J. AGRICULTURAL and FOREST RESOURCES

1. Purpose

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

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

2. Key Findings and Issues

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

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

3. Public Opinion Survey and Community Workshop Results

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

4. Agricultural Resources

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

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

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

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

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

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

5. Forest Resources

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

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

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

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

Table J.3 Tree Growth Parcels in Brooksville						
Year	Number of Parcels	Softwood Acres	Mixed-wood Acres	Hardwood Acres	Total	Parcels Withdrawn
1997	12	348	103	78	529	0
1998	12	351	93	80	524	0
1999	11	346	86	80	512	1
2000	11	346	86	80	512	0
2001	21	537	347	91	975	0
2002	20	569	369	94	1032	0
Source: Municipal Valuation Return Statistical Summary, Maine Bureau of Taxation Property Tax Division, Part III						

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

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

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

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

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

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

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

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

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

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



Pastoral scene in West Brooksville

8. Regional Issues

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



Walkers Pond and Brooksville beyond from Caterpillar Hill in Sedgwick

K. HISTORICAL AND ARCHAEOLOGICAL RESOURCES

1. Purpose

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

Specifically, this section will:

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

2. Key Findings and Issues

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



West Brooksville Congregational Church

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

3. Public Opinion Survey and Community Workshop Results

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

4. Historical Background

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

a. Pre-history

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

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

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

b. European exploration and early settlement

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

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

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

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

c. Nineteenth Century Industry and Commerce

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

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

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

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

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

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

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

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

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

d. Twentieth Century Developments

There were other changes occurring in the country toward the end of the nineteenth century that affected Brooksville. Although the first summer vacationers came as early as 1880, they did not appreciably effect the outmigration that was in progress. Boarding houses, then hotels and summer cottages were built to serve these people. At the turn of the century there were two hotels at South Brooksville and one, "Undercliff", on Cape Rosier. The summer crowd supplied a seasonal, but important source of employment for many people living in towns on the Blue Hill Peninsula at a time when the economic base of the area was eroding. The depression in the 30's limited the number of people able to visit the area and it was not until after World War II that the tourist industry was revived.



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

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

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

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

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

5. Archaeological and Historical Resources

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

a. MHPC recognized sites

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

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

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

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

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

b. Locally recognized sites

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

6. Threats to Brooksville's Historical and Archaeological Resources

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

7. Assessment of Current Protection Measures

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

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

L. LAND USE

1. Purpose

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

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

2. Key Findings and Issues

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

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

3. Public Opinion Survey and Community Workshop Results

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

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

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

4. Acreage of Developed Land

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

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

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

5. Land Use Patterns

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

a. An Overview

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

b. The Shorefront

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

c. The Villages

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

d. Routes 175 and 176

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

e. Remote Areas

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

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

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

6. Recent Land Use Changes

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

7. Areas Suitable for Growth

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

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

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

8. Current Land Use Regulation Measures

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

Category	Estimated Acreage	Percent
Very High Potential	100 acres	>1%
High Potential	1,700 acres	8%
Medium Potential	3,100 acres	14%
Low Potential	8,600 acres	40%
Very Low Potential	7,700 acres	36%
Not Rated	400 acres	2%
Total Land Area	21,600 acres	100%

Source: Natural Resources Conservation Service and the Maine Office of GIS

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

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

9. Projected Land Acreage Needed for Development

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

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

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

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

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

Source: Projections by the Hancock County Planning Commission

M. FISCAL CAPACITY

1. Purpose

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

Specifically, this section will:

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

2. Key Findings and Issues

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

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

3. Public Opinion Survey and Community Workshop Results

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

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

4. Valuation and Tax Assessment

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

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

1 Unadjusted for inflation.
 2 Adjusted for inflation.

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

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

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

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

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

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

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

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

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

* adjusted to 2003 dollars

SOURCE: Brooksville Town Reports.

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

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

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

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

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

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

5. Current and Future Revenue Trends

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

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

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

6. Current and Future Expenditure Trends

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

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

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

7. Municipal Debt and Capital Financing

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

IIA GOALS and OBJECTIVES

1. Purpose

This section presents goals and objectives for the town of Brooksville. Goals are general statements for the town's future and are followed by more specific objectives. As will be seen, these goals and objectives are largely interrelated. Comprehensive Plan Implementation strategies are often initiated and/or accomplished by town government. However, involvement by individuals and groups of concerned citizens is crucial to success. Private efforts may provide the best solutions to problems and fulfill many of the needs mentioned in this Plan. While this plan contains some highly specific recommendations, residents are reminded that planning is an on-going process. To assure flexibility in the event of unforeseen circumstances, periodic updating of these goals is necessary.

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

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

2. Overall Goals:

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

3. **Goals and Objectives:**

A. **POPULATION GOAL**

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

Implementation Strategy:

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

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

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



B. ECONOMY GOALS

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

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

Economy Implementation Strategies:

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

Economy Responsibility/Time Frame:

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

C. HOUSING GOALS

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

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

Housing Implementation Strategies:

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

Housing Responsibility/Time Frame:

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

D. TRANSPORTATION GOALS

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

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

Transportation Implementation Strategies:

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

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

Transportation Responsibilities/Time Frame:

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

E. PUBLIC FACILITIES AND SERVICES GOALS

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

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

Public Facilities Implementation Strategies, Responsibility & Time Frame:

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

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

F. HEALTH, RECREATION and OPEN SPACE GOALS

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

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

Recreation and Open Space Strategies, Responsibility & Time Frame:

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

G. MARINE RESOURCES GOALS

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

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

Marine Resources Implementation Strategies, Responsibility & Time Frame:

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

H. WATER RESOURCES GOALS

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

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

Water Resources Implementation Strategies, Responsibility & Time Frame:

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

I. NATURAL RESOURCES GOALS

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

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

Natural Resources Implementation Strategies, Responsibilities & Time Frame:

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

J. AGRICULTURAL and FOREST RESOURCES GOALS

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

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

Agricultural and Forest Resources Strategies, Responsibilities & Time Frame:

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

K. HISTORIC and ARCHAEOLOGICAL RESOURCES GOALS

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

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

Historical/Archaeological Resources Strategies, Responsibilities & Time Frame:

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



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

L. LAND USE GOALS

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

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

Land Use Implementation Strategies, Responsibilities & Time Frame:

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

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

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

M. FISCAL CAPACITY GOALS

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

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

Fiscal Policy Implementation Strategies, Responsibilities & Time Frame:

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

N. REGIONAL COORDINATION GOALS

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

O. CONSISTENCY OF TOWN POLICIES WITH STATE AND COASTAL POLICIES

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

MAINE'S GROWTH MANAGEMENT GOALS

1. To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl.

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

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

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

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

Related Policies: B (Economy)

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

Related Policies: C (Housing)

5. To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas.

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

6. To protect the State's other critical natural resources, including, without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.

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

7. To protect the State's marine resources industry, ports, and harbors from incompatible development, and to promote access to the shore for commercial fishermen and the public.

Related Policies: G (Marine Resources)

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

Related Policies: J (Agriculture and Forest Resources)

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

Related Policies: K (Historic and Archaeological Resources).

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

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

MAINE'S COASTAL POLICIES

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

Related Policies: G (Marine Resources)

2. Marine resource management. Manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters, and to enhance the economic value of the State's renewable marine resources.

Related Policies: G (Marine Resources)

3. Shoreline management and access. Support shoreline management that gives preference to water dependent uses over other uses, that promotes public access to the shoreline, and that considers the cumulative effects of development on coastal resources.

Related Policies: G (Marine Resources)

4. Hazard Area Development. Discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea level rise, it is hazardous to human health and safety.

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

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

Related Policies: G (Marine Resources)

6. Scenic and natural areas protection. Protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs.

Related Policies: I (Natural Resources)

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

Related Policies: F (Recreation)

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

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

9. Air Quality. Restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.

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

II.B. FUTURE LAND USE PLAN

1. Introduction

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

Specifically, this section:

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

2. Land Needed for Future Development

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

3. A Future Development Plan for Brooksville

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

a. The Villages

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

b. The Shoreline

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

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

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

c. Interior Areas

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

d. Walker's Pond Watershed Overlay

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

e. Callahan Mine Site Buffer Overlay

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

f. Industrial/Commercial Floating District

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

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

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

g. Resource Protection District

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

4. Growth and Rural Areas

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

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

DESCRIPTION OF PROPOSED VILLAGE DISTRICTS:

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

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

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

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

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

5. Measures to Distinguish Growth and Rural Areas

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

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

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

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

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

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

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

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

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

6. Summary

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

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

II.C BROOKSVILLE CAPITAL INVESTMENT PLAN

1. Introduction

The purpose of the capital investment plan is to predict the major capital expenditures that the town will face over a given number of years. Capital expenses are defined as items with a useful life of at least five years that cost at least \$10,000. They are distinct from operational expenditures such as fuel, minor repairs to buildings and salaries.

Capital expenditures may be funded in several ways. One is a single appropriation from a town meeting warrant article. Another is annual contributions to a capital reserve fund. A third is borrowing through bonds or loans. A fourth is grant funds. A combination of these approaches may be used.

2. Anticipated Capital Expenditures

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

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



The Town Of Brooksville

COMPREHENSIVE PLAN

APPENDIX I

PUBLIC OPINION SURVEY RESULTS



The Town Of Brooksville

COMPREHENSIVE PLAN

APPENDIX II

PUBLIC MEETING DOCUMENTATION



The Town Of Brooksville

COMPREHENSIVE PLAN

APPENDIX III

**SUMMARY OF CURRENT
LAND USE ORDINANCES**



The Town Of Brooksville

COMPREHENSIVE PLAN

APPENDIX IV

LIST OF MAPS

LOCATION OF MAPS