

**ISLESBORO**

**2017**

**COMPREHENSIVE PLAN**

**UPDATE**

# Islesboro 2017 Comprehensive Plan Update

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## **Section I.**

### **Introduction**

## A. Purpose

Islesboro's 2017 Comprehensive Plan Update is the Town's fourth comprehensive plan. The first plan was prepared by Jim Haskell in 1986, prior to state revision and clarification of its statute guiding preparation of comprehensive plans (known as the Planning and Land Use Regulation or Growth Management Act, 1988). The second plan was adopted in 1994 to reflect the new statute. The 1994 plan was reviewed by the State Planning Office (SPO) and found to be in keeping with the provisions of the statute and review rules. The Town's 2002 plan was never submitted to SPO for review for consistency with its goals and guidelines. Five years later, in 2007, the Town decided to update its comprehensive plan and, in early 2008, hired Friends of Midcoast Maine (FMM) to assist the community in preparing the update.

*The abolishment of the Maine State Planning Office on July 1, 2012, created confusion for the Town of Islesboro as to the necessity of filing its Comprehensive Plan with most of the work completed by Friends of Midcoast Maine. The Town's Board of Selectmen decided to shelve the plan until the State Planning Office responsibilities were shifted to another department, or community comprehensive plans were no longer required by the State of Maine. Planning Office duties were later shifted to the Maine Department of Agriculture, Conservation and Forestry.*

The Town has assembled considerable inventory information in its three previous comprehensive plans. The inventory data collected provided good information about the community and this update builds on that information.

Islesboro faces many of the same issues and challenges that other midcoast Maine communities are facing, as well as unique challenges it faces as an island community. The 2002 comprehensive plan identified the following issues: "Land use control and growth management, maintaining a strong economy, affordable housing, sustaining or perhaps improving and expanding fishing opportunities, preserving island heritage, reclaiming neighborliness, eliminating toxics and avoiding becoming exclusively a resort

community were all issues.” These issues are as important today, if not more so, than they were in 2002.

Growth and development issues face all midcoast communities as they struggle with balancing growth and development with conservation and protection. Maine has come to realize that its economic prosperity is dependent upon maintaining our quality places. Islesboro, like other communities, recognizes that it must guide development to areas that are suited best for it and have the capacity to support it, without depleting or contaminating precious groundwater supplies or the marine environment.

Housing choices for young people, local teachers, volunteer fire fighters and public safety officials is another issue facing Islesboro. The Town continues to work to ensure that some housing remains affordable so the community can retain a sustainable year round population that will support local schools, committees, and public service organizations. The Town has also focused on providing economic development and job opportunities so that most residents can live and work on-island year round, rather than being forced to commute to and from the island each day.

Natural resource protection continues to be an important focus so the Town can preserve its water supplies, road capacity, solid waste capacity, and our other public systems that support and improve daily life. On an island, these systems are more finite than on the mainland where sewer and water can be extended to and from other neighboring communities.

Working waterfront access continues to decline throughout the midcoast and there are numerous efforts to counteract this. The Island Institute and others are working on this issue but Islesboro recognizes that the Town must continue to support this effort to be effective.

#### **A. Public Participation Strategy**

Since early 2008, the Islesboro Comprehensive Plan Committee has endeavored to involve the public throughout the Comprehensive Planning Process. With help from the

Friends of Midcoast Maine Comprehensive Plan consultants, the Committee prepared a strategy to engage a broad cross section of the community. This was done through a variety of methods, including the following:

- The Committee established a Comprehensive Plan web site to provide information about the process to the general public access, including reports and maps produced throughout the effort. The web postings also provided a mechanism to allow members of the public to ask questions and provide feedback on posted materials and the planning process. Committee members were encouraged to prepare brief articles about related topics and the progress of the planning effort from July 2008 to the end of the process.
- The Committee maintained regular records of its meetings. The consultants prepared summaries of community workshops.
- Members of the Committee contacted community groups/committees and organizations to encourage their participation at forums and solicit their ideas and comments.
- Members of the Committee had one-on-one discussions with key community members and opinion leaders throughout the process to solicit their ideas and comments.
- The Committee and consultants conducted three community workshops to share updated inventory information and encourage discussion of the issues and implications they raise for the community.
- The Committee and consultants conducted a ½ day workshop to prepare an image of Islesboro in 2025, followed up with a draft and final statement to guide development of the Future Land Use Plan, goals, policies, strategies, and other elements of the updated comprehensive plan.
- The Committee and consultants conducted a future land use plan workshop, using an analysis of constraints identified in the inventory process, to guide future development and protection of the community.

- The Committee and consultants conducted a workshop to review draft goals, policies and strategies.
- The Committee and consultants met twice with Select Board to prepare Capital Investment, Regional Coordination, and Implementation plans.
- The Committee and consultants compiled the draft updated comprehensive plan.
- The Committee and consultants conducted the required formal public hearing on the updated comprehensive plan.
- Following the hearing, the Committee and consultants revised the updated comprehensive plan and presented to and accepted by the Board of Selectmen at their June 8, 2011, meeting.
- At the same meeting the Islesboro Board of Selectmen decided to task a member of the Board with creating an abridged version of the accepted Comprehensive Plan.
- The abridged version of the Comprehensive Plan, Islesboro Looking Ahead (accompanied by a 100 page addendum of data and findings), was presented to the Board on January 3, 2012, and approved as Islesboro's blueprint for moving forward in Town planning due to the uncertainty surround the continued existence of the State Planning Office.
- Islesboro Looking Ahead has been reaffirmed, and at times amended, at the Board's first meeting of each calendar year.
- The updated comprehensive plan was presented to community for vote at a Special Town Meeting on February 15, 2018.

All information, findings, and conclusions prepared as part of the updated comprehensive plan were publicly developed and driven and vetted numerous times and in various formats, including on paper, on-line, in public, community-wide workshops and in committee meetings.

The Comprehensive Plan Committee and consultants welcomed public participation and input and attempted to reach those people and interests who traditionally have not been

participants in the public process, including the elderly, students, seasonal residents, and other groups.

The Comprehensive Plan Committee identified key individuals in the community who should be part of community workshops. The Committee took considerable responsibility for implementing the public participation strategy, including engaging the community, local officials, and individuals through direct conversation, sharing of information gained through the planning process, bringing feedback to the Committee and consultants, and personally soliciting participation at community workshops and hearings.

### **Summary of Community Workshops and Public Hearing**

- 3 community workshops on bundled *inventories and analyses*.
- ½ day community workshop to prepare an *Islesboro 2025 Guiding Statement*.
- 1 community workshop to review and discuss constraints analysis and draft *Future Land Use Plan*.
- 1 community workshop to review and discuss draft *Goals, Policies, and Strategies*.
- 2 joint meetings between the Comprehensive Plan Committee and the Board of Selectmen to prepare the *Capital Investments Plan, Regional Coordination Plan, and Implementation Schedule*.
- 1 public hearing to review and discuss the draft *updated comp plan* as a whole and needed ordinance changes to implement the draft updated plan.

In 2017 the Islesboro Board of Selectmen decided to reactivate the plan that resulted from two years of planning beginning in 2008 and completed in 2010. The Draft Comprehensive Plan was never taken to the voters for approval at that time. This Comprehensive Plan is an update of that original plan with data updates and minor structural changes. Basic opportunities and challenges addressed in the plan have not

changed since the original Draft Comprehensive Plan was completed in 2010. The 2017 Comprehensive Plan includes minor changes to narrative and all data has been updated taking into consideration the results of the 2010 U.S. Census of population and demographics, Town budgets, and school enrollments.

## **Section II.**

### **Islesboro 2030 Guiding Statement**

## A. CHARACTER OF THE COMMUNITY

Islesboro is an island community with unsurpassed natural beauty. Its history is steeped in colonial settlement, farming, fishing, boating, shipping, and summer colonies that have left their marks – some more visible than others – on the fabric of the town’s built and natural landscape, services, and institutions. Its citizens are made up of proud generations of year round and seasonal residents who are fiercely committed to supporting their vibrant community.

The identity of *Islesboro* is captured in its historic buildings and “cottages” – Grindle Point Light, Alice L. Pendleton Library, Free Will Baptist Church, Second Baptist Church, Christ Church, St. Mary of the Isles Catholic Church, Masonic Hall, Historical Society, and Dark Harbor Shop. Its built environment is embedded in its equally beautiful natural setting, including Pendleton Point, Seal Harbor, the Narrows, Hutchins Island, Turtle Head, and Charlotte, Coombs, and Parker Coves. Gathering places, like the Community Center, Central School, Boardman Cottage, the two island grocery stores, the Post Office, Town Office, Big Tree Beach and Boating, the Sporting Club, and the Tarratine tennis, golf, and yacht club with separate, scattered facilities, are also highly valued by the community.

Historically, the Island included four self-sufficient villages – Pripet, also known as Warren’s or Beckett’s Landing, North Islesboro (west of Ryder Cove), Islesboro, also known as Guinea Village, and Dark Harbor. Since transportation was limited to walking, bicycling, and horse-drawn vehicles, there was little communication or interchange among the four main areas of the Island. “Each village had its own church, grade school, sewing circle...stores, and amusements...”<sup>1</sup>

Today, signs of most of the historic villages in Islesboro have faded away, though their presence is still evident in clusters of smaller lots, businesses, and community buildings at Pripet, Ryder Cove, Islesboro (Guinea Village east to Hewes Point), and Dark Harbor. In addition, elements of a more contemporary town center are emerging near the intersection of Mill Creek and Pendleton Point roads in the vicinity of the Town Office and the new elderly housing facility, Boardman Cottage.

While many visitors have the benefit of seeing only a slice of Islesboro, its long term year round and seasonal residents know full well the value of its neighborhoods, each with a distinct character. More than half of Islesboro’s land, 4,649 acres, is made up of parcels that include residences. About 1/3 of the Island is undeveloped. Approximately 65% of Islesboro’s parcels and nearly 56% of its acreage is residential, the vast majority being single family homes. Residences are scattered across the community, generally in relatively large lots, although there are clusters of small lots in a number of places, reflecting historic settlement patterns in small villages. Only about 11% of the land includes all of the Town’s commercial, mixed commercial-residential, conservation, town-owned, agriculture, state-owned, industrial, utility, and civic uses. Clusters of commercial land uses occur in the vicinity of Kedears Hill, North Islesboro, near the

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<sup>1</sup> Farrow, John Pendleton, *History of Islesborough Maine 1764-1892*. Picton Press, Rockland, ME. 2007. Islesboro Historical Society, *History of Islesboro, Maine 1893-1983*. Seavey Printers, Inc., Portland, ME. 1984.

Town Office, James Cove, and Dark Harbor; but many people operate businesses out of their homes.

**Up Island** – Islesboro’s pre-1900 pattern of larger blocks of open land remains intact in much of this area, particularly near Kedears Hill and within the loop created by Meadow Pond and Main roads, west of Meadow Pond and along Sprague Cove, an area extending northwest from Fire Island across Main Road, and a small area either side of Main Road. Nevertheless, the 1980’s and 1990’s brought increasing development Up Island, particularly on the west-facing shores of Seal Harbor, Marshall Point, and in the vicinity of Turtle Head.

Thus far in the first decade of the 21<sup>st</sup> century, most of Islesboro’s development has taken place Up Island, again on larger parcels of land, some on the eastern shore. Up Island is also home to the Transfer Station and Sporting Club. Special places and scenic views include Sprague Beach, Main Road toward Beckett’s Landing, Main Road across fields to Parkers Cove, and Ryder Cove.

Pripet, also known as Warren’s Landing/Beckett’s Landing – Formerly the site of an active lime kiln and home to the first steamboat wharf on the Island, the remnants of the former village are found in smaller lot sizes and a public right of way and boat launch with barge access by permit. Nearby areas along the Main Road offer breathtaking views across a horse farm and fields to Parker Cove.

North Islesboro – Durkee’s General Store and some smaller lots are what largely remain of this former village. Still, the store is a valued place to meet and shop in the community. Further north, the Free Will Baptist Church (Up Island Church) provides another community gathering spot.

Ryder Cove – Ryder Cove and Sabbathday Harbor drew visitors to Islesboro’s shores in its earliest days to relax, presumably on the Sabbath. Shortly after the Civil War, “pioneers” began to build summer cottages at Ryder Cove<sup>2</sup> and soon, the Bangor to Bar Harbor steamboat was stopping there. Existing homes were expanded and new summer hotels, that accommodated 100 or more guests, were constructed. Small cottages lining the shoreline are all that remain.

**The Narrows** – The low area that divides Up Island from Down Island, the Narrows was originally settled in big lots that extended from west to east bay. Between 1901 and 1970, when the decades long trend of declining population bottomed out and started to rise again, development of smaller parcels in Crow Cove and Northeast Point took place. Today, the area is home to many of Islesboro’s special places, including Seal Harbor, Big Tree Beach and Boating on the western shore, and Bounty Cove and Islesboro Harbor on the eastern shore.

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<sup>2</sup> Ibid.

**Down Island** – More intensely developed areas are found Down Island, although there is significant undeveloped land within the old Islesboro village extending into the loop created by West Bay, Main, and Mill Creek roads, an area around the intersection of Mill Creek and Pendleton Point roads extending south toward Charlottes Cove, and some scattered parcels on either side of Pendleton Point Road, mostly north and west of Dark Harbor. A small section of Dark Harbor is also undeveloped.

A pattern of large parcels was developed, pre-1900, north of Jones Cove on the west side up to the Narrows. Between 1901 and 1970, a trend of more development on smaller parcels Down Island is apparent. When development started to shift northward in the 1980's and 1990's, small parcels continued to be developed Down Island, on Grindle Point and elsewhere.

**Islesboro** – Islesboro, or the village of Guinea, was long a center of activity for the Island. Near Islesboro Harbor, and a stone's throw from the summer colony of Hewes Point, the old Masonic Hall is nearby, as is the old baseball field (Bertha's Field) and the Alice L. Pendleton Library.

**Hewes Point** – Hewes Point was the second spot developed for summer cottages in Islesboro. By 1875, the Bangor to Bar Harbor steamboat also stopped at Hewes Point, existing homes were expanded, and summer hotels were constructed. Summer cottages on small lots are today the only reminder of bygone days. Maddie Dodge Field serves year round and summer residents alike.

**Town Center** – The emerging town center reflects both old and new development, including the Second Baptist Church, Island Market, and Post Office. The Town Office, which also houses the Health Center and Nursery/Preschool, Boardman Cottage, and the Community Center are evidence that this area is the center of community life for the Island.

**Grindle Point** – Most people come to and leave Islesboro via the Grindle Point Ferry, the historic Grindle Point Light Station and Museum providing the first welcoming sight for those returning home. Broad Cove is another of Islesboro's special places.

**Dark Harbor** – By the late 1800's, prominent New York, Boston, and Philadelphia families began to build more elaborate summer homes on the southern part of the Island at Dark Cove. By 1890, the first realty company on the Island, the Philadelphia and Islesboro Land and Improvement Company, had purchased 2000 acres in Gilkey Harbor north of Dark Harbor to build a summer colony of cottages and an elegant hotel. In 1891, they opened a wharf that tied into a steamboat run from Portland to Machias and in the following years opened new

roads to different points of interest and beauty in the southern half of the Island. Today, much of this area remains intact, including the original retail structures and the nearby Tarratine yacht and tennis clubs.

**Warren Island, Spruce Island, Many small surrounding islands** – Islesboro includes a number of islands, including Warren Island, home of a state park, Seven Hundred Acre Island, Ram, Flat, Spruce, Seal, and other small islands that provide important bald eagle and sea bird nesting habitat.

## **B. ISLESBORO IN 2030**

In 2030, most new, year round development will be mixed use and take place on smaller lots for single family attached and detached units, duplexes with mixed use apartments on upper floors, and small apartments in vernacular architectural styles.<sup>3</sup> Existing and historic villages will include:

- the middle of town near the emerging town center around the Post Office from Mill Creek to the Town Office,
- near Durkee’s store from Hermits Point Road to the Drift Inn by the “Y” in the road, and
- around Dark Harbor Village from Derby Road to Alumni Drive and from East Shore Drive to West Shore Road.

Additional year round development will include affordable housing near the Transfer Station, commercial and retail uses near the airport, and year round residences and commercial fishing development near a new dock at Warren’s Landing. Villages will include the community’s civic and recreational infrastructure, including the Community Center, restaurants, and a farmers’ market.

Denser development will be supported with public and private community water and wastewater systems. These systems, as well as a requirement to use composting toilets and other “green” conservation measures, will protect Islesboro’s groundwater resources. The Town and private development will have also invested in village area sidewalks, paths, and opportunities to travel on foot to destinations like the Islesboro Central School and the Community Center. Development will be encouraged first to infill along existing roads, with common access required in villages and common roads in cluster housing developments.

While the marketplace will decide where seasonal development will occur, likely on the waterfront, at least 2/3 of new development will be year round, nearly reversing current trends.

The Town Center will expand to serve as the core of the community, containing most central services, shops, and restaurants. Most businesses will be locally owned. Some businesses will rely, in part, on tourist dollars, but will also cater to year round residents and workers who have

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<sup>3</sup> In the Dark Harbor area, this includes the Dark Harbor Shop Shop/Williams Market type of architecture.

moved to the Island for jobs provided by non-tourist businesses. Pedestrians and bicyclists will be able to move around safely and with ease, sharing the road with vehicles.

Given their distance from the Town Center, the other villages will provide a smaller set of services for the community. There will be additional homes above retail uses and within walking distance of the villages. The pedestrian character, established in the villages, will incrementally extend outward to connect the villages with nearby institutions, activity centers, and special places. Motorized traffic will continue to be prominent along public roads, but traffic speed will be reduced to protect pedestrians and bicyclists who use improved roadway shoulders and occasional off-road trails. Scooters will be in greater use to provide alternative transportation on-Island and a shuttle service will be available to transport off-Island workers to and from the ferry each morning and evening during the work week. Bicycle tourists will be respectful of the need of Islanders to travel on local roads throughout the season.

In general, waterbodies, pathways, public access to the water, and scenic views will be preserved. Dark skies, enabling view of stars, continues to be an important aspect of the community. The Post Office, churches, library, school, Town Office, Historical Society, Grindle Point Light and Museum, and Community Center are central to community life.

Islesboro will continue to be made up of distinct neighborhoods, each with a unique character. It will have an expanded working waterfront, greater economic opportunity, a stellar school system, and more affordable housing that will help support a stable, year round population. Reliable, more broadly available access to high speed internet will help support entrepreneurs, artists, and 21<sup>st</sup> century trade, as well as the everyday household life of islanders who need a connection to the world beyond the Island. The Town's economic development committee will have launched an economic development corporation that helps provide residents with access to venture capital, and incubation programs for new and growing businesses. New jobs will offer attractive opportunities for Island youth, encouraging them to stay or return to Islesboro as their year round home. Seasonal residents and some tourists will come to the Island earlier in the season and stay later, attracted by coordinated marketing efforts and the availability of creative lodging and services, like two week-long resident education opportunities, that stay open in the expanded "shoulder seasons".

The community will be more self-reliant. It will host active agriculture that meets many of the needs of the local market in the summer months. An energy collective will have successfully focused residents' attention on conservation efforts and help underwrite energy costs with small alternative energy generating initiatives.

Relations between year round and seasonal residents will be better than ever. Communication with Town government and among Town committees will be a model of transparency, coordinated effort, and mutual respect for all the dedicated volunteers who help sustain Islesboro's vibrant, independent, and proud community life.

## **Section III. A.**

### **Goals, Policies, Strategies**

## I. POPULATION

**GOAL – It is the Goal of the Town of Islesboro to create a sustainable year round population.**

**Policy I.A.** Take affirmative steps to encourage more young adults and families with children to live on-Island by supporting strategies to encourage affordable housing. See *Policy III.A.*

**Policy I.B.** Support strategies to encourage greater job opportunities for year round residents. See *Policy II.A.*

**Policy 1.C.** Support strategies to encourage development or improvement of civic and recreational infrastructure.

**Strategy I.C.1.** Support the development of a permanent farmers market, including local farmers, community gardens, and restaurants.

**Strategy I.C.2.** Work with the Maine Department of Transportation, nearby communities, non-island organizations, and others to improve options and moderate costs of transportation to, from, and on-island for residents. Explore the need for and advantage of developing an Island minibus, or other transportation service, additional fuel storage and availability, and other options to improve accessibility, travel, and emergency preparedness. See *Policy IV.B., Policy IV.C., and Policy V.F.*

**Strategy I.C.3.** Improve communication among the Select Board, Town committees, and year round and seasonal residents. Use both traditional and nontraditional ways to expand communications, including, but not limited to, sharing important information through the community's churches and other organizations, sending out notices and announcements via email, Facebook, and posting on the Town web site and community bulletin boards. Ask the year round and seasonal community what the town can do to make the Town more attractive. See *Policy XV.A. and Policy XV.B.*

**Strategy I.C.4.** Encourage more involvement of seasonal residents in town committees. See *Policy XV.B.*

Strategy I.C.5. Explore ways to expand town programs, including coordinating with the Community Center and promoting adult education with the University of Maine and other on-line classes.

**Policy I.D.** Actively monitor the size, characteristics, and distribution of the population and incorporate information into all relevant public policy decisions, including the remaining policies contained in this Comprehensive Plan and its periodic update.

Strategy I.D.1. Develop and use methods to determine the number of seasonal residents and tourists.

Strategy I.D.2. Survey Islesboro's youth to ask what will keep or encourage them to make the Island their year round home when they complete their education. Identify their aspirations, employment goals, and definition of a desirable community. Survey other people to identify the factors that discourage them from living on the Island.

## **II. ECONOMY**

**GOAL – It is the Goal of the Town of Islesboro to create job growth that supports a sustainable year round population.**

**Policy II.A.** Support strategies to encourage greater job opportunities and attract more trades people to live on the Island to fill available jobs.

Strategy II.A.1. Organize an economic development committee, made up of both year round and seasonal residents. Charge the committee with recognizing the current mismatch between available jobs and with the aspirations of Islesboro's youth and young families to create an environment that will give well educated youth a reason to return to live in Islesboro, where needed, attract professionals to serve the community. Identify services needed by both the year-round and seasonal community as a subset of an economic development analysis. Consider the need to create a private corporation or 501c3 organization to stimulate investments in economic development enterprises.

Strategy II.A.2. Support the development of reliable and accessible high speed internet and cell phone coverage to attract artists and entrepreneurs. Provide a positive environment for high

speed internet, DSL, and other technologies by preparing clear ordinance provisions that guide their location and permitting, while protecting neighboring properties.

Strategy II.A.3. Support efforts to address obstacles to the creation of desirable, new, environmentally friendly businesses, including, but not limited to, the high cost of land and buildings, need for warehouse/areas to stockpile materials, creation of “incubation” programs for new/growing businesses on the Island, identification/generation of venture capital, and/or creation of nonprofit/volunteer organizations to support these efforts.

Strategy II.A.4. On a five-year basis, revise the demographic information contained in this Comprehensive Plan.

**Policy II.B.** Expand the “shoulder season” and attract cultural programs that bring more dollars into the local economy.

Strategy II.B.1. Charge the economic development committee with defining the appropriate market and developing a strategy to encourage summer residents and tourists to come to the Island earlier in the season and stay later and to identify public and private investments needed to support and implement that strategy. Consider organizing cultural and educational events and programs. Work with property owners and others to expand seasonal accommodations and keep attractions open during the shoulder season. Make public investments and encourage private investment to support the strategy, as appropriate.

**Policy II.C.** Support and actively encourage local industries and home businesses that provide “Island” goods that are consumed locally and, where possible, reduce the cost of island living. *See Policy XI.A.*

Strategy II.C.1. Support the development of reliable and accessible high speed internet to attract artists and entrepreneurs.

Strategy II.C.2. Support the development of restaurants, a nursery, natural resource based industries, energy production/cooperatives, community supported farms/gardens, locally based equity and loan funds, and worker-owned businesses. Provide a positive environment for these types of business developments by preparing clear ordinance provisions that guide their location and permitting.

Strategy II.C.3. Encourage conservation of energy and resources by promoting and in some cases, requiring, technologies and techniques that reduce the consumption of energy, water, and other natural resources.

**Policy II.D.** Consider and incorporate the economic well being of residents, while protecting the environment, into town decisions.

Strategy II.D.1. Promote environmentally-friendly business opportunities for island residents.

### **III. HOUSING**

**GOAL – It is the Goal of the Town of Islesboro to promote appropriate affordable housing for its present and future residents.**

**Policy III.A.** Take affirmative steps to encourage more young adults and young families with children to live on-Island by supporting strategies to encourage affordable housing.

Strategy III.A.1. Continue to support the efforts of Islesboro Affordable Properties (IAP) to create and manage more affordable housing.

Strategy III.A.2. Support the creation of a public-private partnership to create rental housing in designated villages both Up and DownIsland.

Strategy III.A.3. Make affordable housing opportunities available to young adults and families on-Island and from mainland communities. Share information about ongoing investments in the Islesboro Central School and Community Center to encourage greater understanding of Islesboro’s strong family-oriented values and safe environment.

Strategy III.A.4. Encourage potential new residents to consider that it takes a particular kind of person to live on an island as some tend to feel “safe” while others feel “trapped”.

**Policy III.B.** Revise land use and development review ordinances to reduce the cost of developing affordable housing.

Strategy III.B.1. Revise land use and development review ordinances to reduce lot sizes, encourage more cluster housing, and reduce development fees for affordable housing projects, where feasible.

Strategy III.B.2. Revise land use and development review ordinances to require community water supplies and sanitary waste disposal for subdivisions to allow smaller lots while protecting groundwater resources.

#### **IV. TRANSPORTATION**

**GOAL – It is the Goal of the Town of Islesboro to maintain and improve access to and transportation on the Island, reducing the cost of island living, where possible.**

**Policy IV.A.** Continue regularly to invest in maintaining and repairing town roads.

Strategy IV.A.1. Continue to invest in paving two miles or more of main roads annually. Consider drainage and ditching improvements as an alternative to additional paving, where appropriate.

Strategy IV.A.2. Where possible, grade and remove excess materials from road shoulders.

Strategy IV.A.3. Undertake a comprehensive survey of town roads and formalize a long range road maintenance and improvement plan, including shoulder improvements and accommodation of bicyclists and pedestrians. *See Policy IV.B.*

Strategy IV.A.4. Study the merits of town owned road maintenance equipment.

**Policy IV.B.** Promote bicycling, walking, scooters, and other alternatives to automobiles as a means to get around the Island.

Strategy IV.B.1. When improving roadway shoulders, provide space for scooters, bicycles, and pedestrians, where possible, and for parking in designated villages and elsewhere where parking is a problem. Start small around the emerging Town Center. *See Strategy IV.A.2.*

Strategy IV.B.2. Where appropriate, reduce vehicle travel speeds with speed signs, tank traps, IEDs, modification of intersections, and other traffic calming techniques.

Strategy IV.B.3. Encourage interconnected streets in *Village Areas*. Require new dead end roads to have public turnarounds.

Strategy IV.B.4. Create parking areas in designated villages on town owned property or as part of public-private partnerships.

Strategy IV.B.5. Consider reducing parking requirements for affordable housing and other housing on smaller lots in designated villages.

Strategy IV.B.6. Explore the feasibility of creating a shuttle bus system for the Island, and consider making it mandatory for off-island contractors to use it to transport workers to and from the ferry.

Strategy IV.B.7. Continue to prepare and distribute educational material for bicyclists to remind them about the importance of sharing the road and respecting those using motorized vehicles to get around the Island. Encourage bicycle rental companies and the ferry service to distribute brochures about respecting drivers on the Island.

**Policy IV.C.** Maintain reliable, convenient, and affordable ferry access for Island residents and visitors.

Strategy IV.C.1. Establish a Ferry Advisory and Planning Committee to develop long range planning policies to recommend to the Select Board and ultimately the Maine State Ferry Service regarding ferry service, ferry design, and infrastructure.

Strategy IV.C.2. Continue to send a representative to the Ferry Advisory Board to represent the town's interests in providing reliable, convenient, and affordable access to the Island and mainland.

Strategy IV.C.3. Monitor the ferry fee structure as it relates to the size and weight of vehicles and number of bicycles carried and advocate for changes that reduce undue financial stress on year round residents. See *Strategy IV.B.7.*

Strategy IV.C.4. Work with the Maine State Ferry Service in the design process for a new ferry that will replace the *Margaret Chase Smith*.

**Policy IV.D.** Continue to monitor and maintain the airport to preserve access to the community.

Strategy IV.D.1. Continue to support a volunteer airport committee.

Strategy IV.D.2. Continue to research methods and implement techniques to restrict animal access to the runway and impose user fees to subsidize maintenance costs.

Strategy IV.D.3. Continue present level of airport maintenance.

**Policy IV.E.** Reduce future roadway maintenance costs while building the town's roadway network.

Strategy IV.E.1. Accept roads that are built to town standards in designated villages, affordable housing developments, and community sponsored commercial development as town roads. Do not accept roads outside of designated villages, even if they are built to town standards, unless the town specifically plans for the road as part of the community's overall transportation network.

## **V. Public Facilities and Services**

**GOAL – It is the Goal of the Town of Islesboro to protect the health, safety, welfare, and quality of life for residents through the improvement and preservation of services available to the community.**

**Policy V.A.** Continue to support fire, public safety, emergency services, and other public facilities and services.

Strategy V.A.1. Review the need for a fire substation Up Island, review various options to provide reliable services, and, if appropriate, identify an appropriate location and develop costs and a timeline for needed improvements.

Strategy V.A.2. Research and publicize insurance requirements regarding fire protection.

Strategy V.A.3. Continue to park a fire truck on the north side of the Narrows during periods of high tide and wind. Evaluate the need for additional responses, including the development, adoption, and advertisement of emergency evacuation plans.

Strategy V.A.4. Explore the feasibility of providing a municipal boiler to burn cleared and collected brush and landscape materials to reduce the likelihood of fires.

Strategy V.A.5. Establish emergency services policy to charge landowners for false alarms that occur more than once or twice a year.

**Policy V.B.** Continue to support the Health Center and strategies to protect public health.

Strategy V.B.1. Continue to support the Health Center, particularly in addressing problems associated with increased demands for services. Develop strategy for physician access to avoid physician assistant-ambulance-emergency room cycle.

Strategy V.B.2. Support the work of the Islesboro Health Board Advisory Committee in controlling tick populations and the risk to Island residents. *See Strategy X.D.2.*

**Policy V.C.** Continue to provide Island children with a quality education that promotes active community involvement, facilitates post-secondary educational opportunities, and encourages life-long learning.

Strategy V.C.1. Continue to explore and support ways to maintain the quality of local education while minimizing increases in costs.

Strategy V.C.2. Continue to seek increased enrollment in the Magnet School Program.

Strategy V.C.3. Prepare and invest in an ongoing school maintenance program for long-term use of the newly renovated and expanded facilities.

**Policy V.D.** Continue to plan for and invest in safe disposal of solid waste.

Strategy V.D.1. Continue to provide free disposal days and a safe holding area for the temporary storage of hazardous household materials to be safely removed from the island.

**Policy V.E.** Plan for and invest in the safe provision of potable water and sanitary waste disposal.

Strategy V.E.1. Amend ordinances to require the use of low cost water saving and other conservation devices in new construction. Prepare and distribute education materials regarding energy efficiency.

Strategy V.E.2. Amend land use and development review ordinances to require the development and maintenance of community wells and septic systems in new major subdivisions. Establish standards to limit nitrates, separate wells and septic systems, identify when to require an engineered system, provide for long term maintenance of community systems, and assure that the Town has the ability to intervene, if necessary, to protect water quality and recover costs from property owners.

Strategy V.E.3. Plan for and consider investing in public wells and sanitary waste disposal systems in designated villages where distribution can be controlled and water quality monitored. Establish mechanism for Town to recoup its investment over a specified period of time through user rates, tax increment financing, grants, and other techniques.

**Policy V.F.** Plan for and invest in strategies to reduce the cost of energy for residents.

Strategy V.F.1. Study the feasibility of Town owned fuel storage facilities for emergency services.

Strategy V.F.2. Amend ordinances to require minimum energy efficiency in new construction and energy audits in renovations and/or expansions that require Town permits to increase conservation and improve energy efficiency in public and private buildings.

Strategy V.F.3. Plant trees, increase insulation, and make other improvement to the Town Office to reduce energy consumption and lower costs.

Strategy V.F.4 Explore the feasibility and desirability of alternative energy production to reduce energy costs for residents. Amend ordinances to provide clear provisions that guide the location and permitting of alternative energy facilities.

## **VI. Recreation**

**GOAL – It is the Goal of the Town of Islesboro to maintain and expand, when and where appropriate, recreational opportunities and access to the shore.**

**Policy VI.A.** Maintain and improve existing recreation and public access facilities.

Strategy VI.A.1. Maintain and improve existing public recreation areas, boat landings, moorings, and shore access.

Strategy VI.A.2. Provide composting toilets and/or porta-potties at public parks. Remove porta-potties during winter months.

**Policy VI.B.** Acquire and expand existing water and shore facilities.

Strategy VI.B.1. Consider the need for a seasonal dock at Warren’s Landing (Pripet) or other sites, which could also serve as an emergency evacuation site Up Island.

Strategy VI.B.2. Research and secure Town rights to water and/or shore access. If opportunities arise, support efforts to acquire more land for recreation and access to Islesboro’s shores.

**Policy VI.C.** Identify opportunities to develop bicycle paths and off-road walking trails.

Strategy VI.C.1. Charge the Recreation Committee with identifying and recommending locations for off-road walking trails and bicycle paths. *See Policy IV.B.*

## **VII. Marine Resources**

**GOAL – It is the Goal of the Town of Islesboro to protect and enhance the delicate marine ecosystems that surround and define our island community, encourage**

**and promote sustainable resource development, and increase public awareness of the importance of our marine environments.**

**Policy VII.A.** Protect, enhance, and build awareness of the importance of marine ecosystems.

Strategy VII.A.1. Encourage Islesboro Shellfish Committee and Islesboro Central School to continue collaborating with Islesboro Islands Trust and the Maine Department of Marine Resources (DMR) to monitor and protect the quality of Islesboro's marine environment.

Strategy VII.A.2. Support local and state organizations to protect the ecological integrity of Penobscot Bay.

Strategy VII.A.2. Expand the Harbor Committee's jurisdiction to all of the Town's waters and shores.

**Policy VII.B.** Promote sustainable natural resource industries.

Strategy VII.B.1. Continue commitment for appropriate law enforcement to protect shellfish.

Strategy VII.B.2. Work with DMR to complete shoreline surveys needed to maintain current and open new shellfish areas.

Strategy VII.B.3. Enforce laws that pertain to malfunctioning septic systems to prevent closure of shellfish areas.

Strategy VII.B.4. Continue to support soft shell clam stock enhancement programs and shellfish conservation activities.

Strategy VII.B.5. Charge the Shellfish Committee with preparing clam and fishery inventories.

Strategy VII.B.6. Charge the Shellfish Committee with investigating ways to increase development of sustainable fisheries, including commercial clamming and aquaculture.

Strategy VII.B.7. If opportunities arise, support efforts to acquire a mainland access point to support expansion of natural resource based industries.

## **VIII. Fresh Water Resources**

**GOAL – It is the Goal of the Town of Islesboro to preserve and protect its surface waters, flood prone areas, shorelands, marshes, and wetlands.**

**Policy VIII.A.** Protect the quality of fresh water resources.

Strategy VIII.A.1. Execute a public awareness campaign about the impact of and safe handling and application of herbicides, pesticides, and other toxic chemicals. If possible, phase out pesticide use on both public and private property.

Strategy VIII.A.2. Continue to support a hazardous waste collection program for both households and commercial businesses on the island. See *Strategy V.D.1.*

Strategy VIII.A.3. Require property owners to upgrade cesspools to a septic system upon transfer of property.

Strategy VIII.A.4. Revise stormwater standards in the land use and development review ordinances to protect and improve water quality.

**Policy VIII.B.** Prevent further decline in the water quality of Meadow Pond.

Strategy VIII.B.1. Amend land use and development review ordinances to restrict phosphorous in stormwater discharges to Meadow Pond.

Strategy VIII.B.2. Explore ways to reduce sediment loading from public and private winter maintenance of nearby roads.

**Policy VIII.C.** Protect flood prone areas and shorelands.

Strategy VIII.C.1. Update ordinances, as necessary, to maintain eligibility for the National Flood Insurance program.

Strategy VIII.C.2. Update land use and development review ordinances, as necessary, to reflect the latest state Shoreland Zoning requirements.

**Policy VIII.D.** Protect marshes and wetlands.

Strategy VIII.D.1. Update and expand past inventories of marshes and wetlands. Add information to the Town's geographic information system (GIS).

Strategy VIII.D.2. Amend land use and development review ordinances to require applicants for development permits to provide information on marshes and wetlands in a format that is compatible with the Town's GIS and add it to the database.

## **IX. Groundwater Resources**

**GOAL – It is the Goal of the Town of Islesboro to preserve and protect its groundwater resources.**

**Policy IX.A.** Continue to charge and support the Groundwater Protection Committee with study, oversight, and public education about groundwater resources.

Strategy IX.A.1. Continue sampling and testing water as part of the well monitoring program to monitor the quality of and support ongoing efforts to protect groundwater resources.

Strategy IX.A.2. Continue to publish information about the island's groundwater system so that residents will appreciate the need for its protection.

Strategy IX.A.3. Continue to publish information about the proper care and maintenance of septic systems and encourage residents to conduct annual water quality testing.

Strategy IX.A.4. Execute a public awareness campaign about the impact, safe handling, and application of herbicides, pesticides, and other toxic chemicals. See *Strategies VIII.A.1 – 3.*

**Policy IX.B.** Adopt programs and amend ordinances to protect groundwater resources.

Strategy IX.B.1. Adopt a program and amend ordinances to require periodic inspection and maintenance of well casings and septic systems.

Strategy IX.B.2. Amend ordinances to require registration and proof of potable water for new wells through the building permit process and when properties change hands.

Strategy IX.B.3. Amend ordinances to require certificates of compliance for wells, cesspools, and septic systems through the building permit process and when properties change hands.

Strategy IX.B.4. Amend land use and development review ordinances to limit development of major recharge areas, with special attention to the configuration of building layout, minimizing impervious coverage, directing and encouraging infiltration of stormwater, preventing excessive pumping, managing potential sources of pollution, requiring community water supply and sanitary waste disposal, expanding the minimum distance between wells and septic systems, and contributing site specific data to the Town's database.

Strategy IX.B.5. Continue to support the groundwater monitoring program for the landfill.

Strategy IX.B.6. Strictly enforce State laws pertaining to the protection of groundwater resources.

Strategy IX.B.7. Execute a public awareness campaign about the importance of periodic inspections and maintenance of well casings and septic systems, annual testing of well water, and maintaining adequate distances between wells and septic systems. *See Strategies IX.B.1-3.*

Strategy IX.B.8. When a property changes hands, require upgrade from a cesspool to a septic system. *See Strategy VIII.A.3.*

## **X. Critical Natural Resources**

**GOAL – It is the Goal of the Town of Islesboro to protect critical natural resources and areas, including, but not limited to, state designated critical areas, natural areas, natural heritage areas, large blocks of unfragmented habitat, and significant fish and wildlife resources.**

**Policy X.A.** Protect critical natural resources and areas, including, but not limited to, state designated critical areas, natural areas, and natural heritage areas.

Strategy X.A.1. On a continuing basis, review land use and development review ordinances to ensure that critical natural resources and areas are adequately protected.

Strategy X.A.2. Encourage students and residents to inventory the quantity and distribution of wildlife and plant communities.

Strategy X.A.3. Encourage public and private educational activities that enhance understanding, appreciation, and protection of Islesboro's critical natural resources and wildlife.

Strategy X.A.4. Adopt provisions regulating light pollution and protecting Dark Skies.

**Policy X.B.** Preserve large blocks of unfragmented habitat, historic farms, open spaces, and scenic areas.

Strategy X.B.1. Support conservation of remaining large, unfragmented forests, historic farms, open spaces, and scenic areas through amendment of land use and development review ordinances to manage the intensity of growth and provide adequate performance standards, voluntary contributions, and targeted acquisitions. Consider the need for height limits within scenic view corridors. *See Section XIII. Land Use.*

Strategy X.B.2. Prepare an open space plan to identify the most important areas to protect and to guide regulatory protections and targeted acquisitions and improvements.

Strategy X.B.3. Establish a density transfer provision in the land use and development review ordinances to generate funds to purchase conservation easements, deed restrictions, and fee ownership of targeted properties. These acquisitions may help compensate landowners for reduced development potential.

Strategy X.B.4. Amend land use and development review ordinances to establish cutting guidelines and restrictions to protect scenic views identified in the comprehensive plan.

**Policy X.C.** Take steps to protect the community from the impacts of sea level rise.

Strategy X.C.1. Review and amend ordinance provisions to expand development standards and setbacks from vulnerable shorelines to reduce the dangers and impacts of landslide hazards and sea level rise.

Strategy X.C.2. Prepare and implement an emergency evacuation plan, focusing on increasingly likely flooding events in the Narrows. The plan should designate evacuation areas,

breach points susceptible to flooding and overwash during storm events, and identify specific water elevations that may trigger flooding of emergency corridors. The plan should determine the need for a wharf Up Island and make recommendations about how to make the Narrows less susceptible to flooding in the future or otherwise cope with its occurrence. *See Strategy VI.B.1.*

**Policy X.D.** Protect the community from pests and invasive species.

Strategy X.D.1. Support the work of the Islesboro Health Board Advisory Committee in controlling tick populations and the risk to Island residents. *See Strategy V.B.2.*

Strategy X.D.2. Take appropriate steps to reduce the risk of Lyme disease for Island residents. *See Strategy V.B.2.*

Strategy X.D.3. Prepare a strategy to address invasive species, including, but not limited to, Japanese barberry, wild rice, bittersweet, purple loosestrife.

## **XI. Agricultural and Forestry Resources**

**GOAL – It is the Goal of the Town of Islesboro to promote and protect agricultural and forest resources.**

**Policy XI.A.** Promote agriculture on the Island to create greater self-sufficiency. *See Policy II.C.*

Strategy XI.A.1. Define farming. Prepare and implement a strategy, including micro-loans, community supported agriculture (CSA's), buying shares from farmers and fishermen, community gardens, coordination with Maine Farmland Trust, and other techniques to encourage increased local farming to supply food and other goods consumed by Islanders. *See Policy II.C.*

Strategy XI.A.2. Seek donations or leasing of private land and investments for farming and activities that are needed to support sustainable agriculture on the Island. Use Town owned land near airport.

Strategy XI.A.3. Amend land use and development review ordinances to allow agriculture and other uses necessary to support sustainable agriculture on the Island.

Strategy XI.A.4. Continue to support the horticulture program at the Islesboro Central School as a way to promote use of best management practices and to support sustainable agriculture on the Island.

Strategy XI.A.5. Encourage eligible farmers to enroll in the state's current use farmland program.

**Policy XI.B.** Protect agricultural and forestry resources.

Strategy XI.B.1. Amend land use and development review ordinances to protect good agricultural soils from development. *See Section XIII. Land Use.*

Strategy XI.B.2. Encourage residents to use appropriate forestry and agricultural best management practices in all areas, especially aquifer recharge, resource protection, and shoreland zones, with a focus on managing pesticide and fertilizer use, erosion control, and phosphorus loading. Make information on best management practices available in the Town Office.

Strategy XI.B.3. Maintain a copy of the Maine Forest Services' latest edition of *Erosion and Sediment Control Handbook for Maine Timber Harvesting Operations: Best Management Practices* in the Town Office. The manual is referred to in the land use ordinance.

Strategy XI.B.4. Maintain a list of natural resource consultants and addresses of related state agencies at the Town Office.

**XII. Historic and Archaeological Resources**

**GOAL – It is the Goal of the Town of Islesboro to promote the identification and protection of significant historic and archaeological resources through the efforts of landowners, Town government, and nonprofit groups.**

**Policy XII.A.** Encourage and promote the identification of significant historic and archaeological resources.

Strategy XII.A.1. Amend land use and development review ordinances to require the identification of significant historic and archaeological resources in or on areas proposed to be developed.

**Policy XII.B.** Protect significant historic and archaeological resources.

Strategy XII.B.1. Continue to maintain and support the Grindle Point Lighthouse and Sailors' Museum, the Alice L. Pendleton Library, and other historic properties.

Strategy XII.B.2. Continue to support nonprofit organizations that protect the historical and archaeological resources of Islesboro.

Strategy XII.B.3. Promote educational and cultural activities that enhance the understanding and appreciation of the Town's heritage and archaeological resources.

Strategy XII.B.4. Support efforts to maintain Islesboro cemeteries.

Strategy XII.B.5. Research and adopt a tear down ordinance for historic properties.

Strategy XII.B.2. Amend land use and development review ordinances to define archaeological resources as historic resources and require their protection when areas are proposed to be developed.

### **XIII. Land Use**

**GOAL – It is the Goal of the Town of Islesboro to protect the character of the Town and its economy, allow commercial and residential growth, and prevent development sprawl.**

**Policy XIII.A.** Preserve and enhance the present level of development while encouraging managed growth.

**Policy XIII.B.** Encourage anticipated growth in population, commerce, and industry to suitable areas of Islesboro in ways that protect natural resources and are compatible with the Town's character.

Areas are suitable if they are relatively free of natural resource constraints, have public or community sewer, septic, and/or water or are where it is feasible to provide these facilities.

Islesboro is a town with unsurpassed natural beauty, historic villages, and developed areas, each with a strong identity. This contrast between areas of largely untouched, natural beauty and small, more compact villages and developed areas is the product of the Town's historical development. The designation of Growth and Rural Areas reflects the Town's desire to preserve, manage, and enhance this development pattern. To accomplish this basic policy, the Town must avoid sprawling residential development throughout the community.

Sprawling residential development is characterized by low density single family homes on relatively large lots far from services and community activities, no or limited public utilities, and little public open space. This development pattern separates housing from places of work, education, shopping, service, and social activity, making reliance on the automobile for even convenience items necessary. It creates a system of homes in which privacy and large yards are traded against distance, isolation, heavy reliance on the automobile, intrusion into wildlife habitat, and loss of rural character.

A village and countryside pattern of settlement provides more affordable housing opportunities on smaller lots closer to stores and community facilities, imposes less expense on municipal services, is easier to serve, and is less damaging to the Town's natural and scenic environment than a spread-out, automobile-oriented, sprawling pattern of settlement. It can also produce a high quality of life and comfortable living space.

Therefore, the Town should encourage compact growth and development toward *Village Areas* and *Activity Centers* and discourage intensive development of *Resource Protection Areas*, *Rural Areas*, and *Shoreland Areas*. To the extent that development does occur in *Resource Protection Areas*, *Rural Areas*, and *Shoreland Areas*, developers should be encouraged to take measures to lessen the burden to serve such development, for example by requiring fire and other safety measures, and expecting those residents that choose to build homes in those areas to be prepared to assume greater inconvenience and financial burden for health and safety needs. See *Strategy V.A.4*.

The proposed pattern of development must include an area of land sufficient to accommodate projected growth and to allow the proper working of the market place. It must also:

- work to ensure ample opportunity for affordable housing within *Village Areas* and *Activity Centers* and
- consider the impact of this policy on owners of *Resource Protection Areas* and *Rural Areas*, development of which may be more restricted than at present.

Three major types of Growth Areas are described on the Future Land Use map:

- *Village Areas*,
- *Activity Centers*, and
- *Maritime Activity Areas*.

Two major types of Rural Areas are described on the Future Land Use map:

- *Resource Protection Areas* and
- *Rural Areas*.

One Transitional Area, *Shoreland Areas*, is also described on the Future Land Use map.

*Resource Protection Areas* and *Rural Areas* shall remain relatively open and rural in character, preserving scenic resources, and open and wooded areas, important natural features, large blocks of unfragmented habitat, open space, scenic views, buffers along town roads, and places identified on the Special Places map, and/or provides visual breaks with the boundaries of *Village Areas* and *Activity Centers*. Buildings shall be sited in a manner to preserve the natural and visual environment by locating them in or adjacent to wooded areas as opposed to open fields and shoreland areas to maintain the natural landscape and scenic views to the maximum extent possible.

*Shoreland Areas* allow low to medium density residential development. Subdivision of parcels, ten or more acres, should be encouraged to be part of a cluster development that preserves important natural features, large blocks of unfragmented habitat, open space, scenic views, buffers along Town roads, and places identified on the Special Places map, and/or provides visual breaks with the boundaries of *Village Areas* and *Activity Centers*. Buildings shall be sited in a manner to preserve the visual environment by locating them in or adjacent to wooded areas as opposed to open fields and shoreland areas to maintain the natural landscape and scenic views to the maximum extent possible. Performance and design standards also shall be used to preserve visual rural character.

In implementing this policy, the Town shall consider an array of measures, including density and other land use regulations, public investments, and other, non-regulatory approaches.

Strategy XIII.B.1. Review the Land Use and Development Review ordinances to determine whether design, road construction, performance, and other standards are conducive or harmful to the design of *Village Areas* and *Activity Centers*. Amend the ordinances to promote the desired compact village and neighborhood character. See *Strategy IV.B.3*.

Strategy XIII.B.2. *Village Areas* are in:

- the middle of town near the emerging Town Center around the Post Office from Mill Creek to the Town Office,
- near Durkee's store from Hermits Point Road North to the "Y" in the road where the Main Road splits, and
- around Dark Harbor Village from Derby Road to Alumni Drive and from East Shore Drive to West Shore Road.

Strategy XIII.B.3. Amend ordinances to permit smaller lot sizes and mixed uses at a gross residential density of two or more dwelling units per acre when community septic and community water are not available and four dwelling units per acre when community sewer and community water are available or can reasonably be extended or developed in *Village Areas*. Require community water and community sewer or septic to be developed, maintained, and replaced, as necessary, especially when a property changes hands. See *Policy IX.B*. Require developers to provide a maintenance fee to ensure on-going maintenance of community systems.

Allow new, small scale nonresidential uses.

Adopt development standards to assure that when property is expanded, converted, or developed, it provides sufficient off-street parking, manages access to serve new uses, and protects adjacent areas from adverse impacts of the change. Require buffers, screens, landscaping, and sensitive site design to enhance and maintain the character of the community.

Require new lots created in a subdivision to front on internal public or private roads, not Main Road and Pendleton Point Road. Encourage interconnected roadways to create a safe, comfortable, and attractive pedestrian environment.

Strategy XIII.B.4. The *Activity Center* includes the area west of Meadow Pond Road near the Transfer Station.

Strategy XIII.B.5. Amend ordinances to permit smaller lot sizes and mixed uses at a gross residential density of two dwelling units per acre for new development, redevelopment, infill, and/or expansion when community septic and community water is available. Require community water and community sewer and/or septic to be developed, maintained, and replaced, as necessary, especially when a property changes hands. See *Policy IX.B.* Require developers to provide a maintenance fee to ensure on-going maintenance of community systems.

Adopt development standards to ensure that new development provides sufficient off-street parking, controls access to serve the new uses, and protects adjacent areas from adverse impacts of the change.

Require new lots created in a subdivision to front on internal public or private roads. Encourage interconnected roadways to create alternative routes of travel to main roads in the community and to a safe, comfortable, and attractive pedestrian environment.

Strategy XIII.B.6. *Maritime Activity Areas* include:

- Grindle Point
- Dark Harbor Boat Yard
- Pendleton Yacht Yard
- Islesboro Marine Enterprises
- Tarratine Yacht Club
- Pripet Wharf
- Seal Harbor
- Warren Island
- Portions of Cradle Cove on Seven Hundred Acre Island

Strategy XIII.B.7. Continue to regulate *Maritime Activity Areas* to allow water dependent uses and uses accessory to them.

Strategy XIII.B.8. Recognize that the pattern of future development laid out in this policy will involve the development of currently undeveloped lands, some of which may currently be farms or woodlots, farmland soils, unique natural areas, or valuable wildlife habitat. Although these

lands may not be central to the Town's economy, they are important contributions to the Town's character.

To minimize the loss of these lands:

- within *Village Areas* and *Activity Centers*, encourage the use of traditional neighborhood design and other measures to preserve and interconnect these important areas, resulting in carefully laid out open space and
- within *Rural Areas* and *Shoreland Areas*, make such measures mandatory.

*Strategy XIII.B.9.* *Resource Protection Areas* include flood prone areas, excessively and poorly drained soils, extensive areas of wetlands, coastal hazard areas, rare or exemplary natural communities, very large blocks of undivided and undeveloped land, and/or those sensitive natural areas that the community has identified as Special Places. Small spots of *Resource Protection Areas* may occur within larger *Village Areas*, *Activity Centers*, and *Shoreland Areas*.

*Strategy XIII.B.10.* Maintain ordinances to ensure that *Resource Protection Areas* are off limits to virtually all development, except primitive recreation, forest management, wildlife management, emergency and fire protection activities, and harvesting of wild crops. Allow uses such as fishing, foraging, timber harvesting, farming, public education, or research of natural sciences, and essential services if they are carried out in a way that does not damage the resource or lower its value in meeting natural resource functions. Require human activities to adhere to standards such as those presented in the state's model shoreland zoning ordinance.

*Strategy XIII.B.11.* *Shoreland Areas* include portions of coastal shorelines that are not in *Resource Protection Areas* and are intended to provide for low to medium intensity residential development. These areas shall remain relatively open and rural in character.

*Strategy XIII.B.12.* Amend ordinances to require new lots to be a minimum of three acres in *Shoreland Areas*.

Require new lots created in a subdivision to front on internal public or private roads and require new development to be sited in a manner that preserves fishing, important natural and cultural resources, wildlife habitat, scenic views and by locating buildings in or adjacent to wooded areas as opposed to open fields and shorelands to the maximum extent possible.

Allow the creation of smaller lots for residential developments, tied to the suitability of soils for community septic and community water systems, if the balance of the area needed to meet density requirements is permanently set aside for fishing, natural resource, wildlife habitat, scenic views, or open space. Require community septic and community water systems for subdivision of existing parcels that are twenty-five or more acres in size.

Strategy XIII.B.13. Amend ordinances to require new lots to be a minimum of five acres in *Rural Areas*.

Require new development to be sited in a manner that preserves the visual and natural environment by clustering development away from important natural and cultural resources, wildlife habitat, and scenic views and by locating buildings in or adjacent to wooded areas as opposed to open fields and shorelands to the maximum extent possible.

Allow the creation of smaller lots for residential developments, tied to the suitability of soils for community septic and community water systems, if the balance of the area needed to meet density requirements is permanently set aside for fishing or open space.

Encourage additional road and trail connections between subdivisions, where appropriate, recognizing that dead-end roadways and cul-de-sacs may be desirable in some places to protect important natural resources, to promote greater mobility between neighborhoods and community amenities like the school.

**Policy XIII.C.** Continue allowing cluster development, and in some cases requiring it, to:

- define boundaries of *Village Areas* and *Activity Centers* by providing visual breaks with natural and/or landscaped buffers;
- preserve aesthetic rural character; and
- preserve and buffer important natural features, large blocks of unfragmented habitat and open space, scenic views, and places identified on the Special Places map.

Strategy XIII.C.1. In *Shoreland Areas* and *Rural Areas*, require standards that make developments inconspicuous from public roads, public spaces, and the water. In addition, encourage the use of cluster and/or conservation development techniques that require 10% or more of the development in subdivisions in *Shoreland Areas* and *Rural Areas* to be set aside as permanently protected open or forested space.

In *Village Areas*, encourage a clustering concept that will produce traditional neighborhoods, similar to that of Dark Harbor.

Strategy XIII.C.2. Amend the ordinance to clarify that the Planning Board may require the cluster development option.

Strategy XIII.C.3. Monitor the effectiveness of revised cluster provisions in the Development Review Ordinance and modify them, if necessary, to assure that the resulting development meets the purpose of this policy.

**Policy XIII.D.** Plan for safe, sanitary waste disposal, water supply, and other public investments in *Village Areas* and *Activity Areas* to protect water quality and create a desirable and compact settlement pattern.

Strategy XIII.D.1. Amend the Development Review Ordinance to require developers to construct community septic and water systems when parcels are proposed to be subdivided in *Village Areas* and *Activity Centers*. The Town shall investigate when public sewer, public water, and other amenities and investments may be appropriate or desired to create a desirable and compact settlement pattern. See *Policy IX.B.* Require community septic and community water systems for subdivision of existing parcels that are twenty-five or more acres in size in *Shoreland Areas* and *Rural Areas*.

**Policy XIII.E.** Watch over implementation of this Comprehensive Plan Update and monitor success in achieving its policies and goals.

If comprehensive plans are to address major community issues in a manner likely to yield positive results, they must clearly identify desired outcomes and establish a means of measuring performance relative to these outcomes. Without a strong focus on outcomes, there is a tendency to equate success or failure mainly with effort rather than result. This emphasis not only hampers planning efforts, but can result in the long-term perpetuation of strategies that are ineffective or even counterproductive. The implementation of proposed ordinance standards, for example, is an output that may or may not result in the desired outcome of directing compact development to *Village Areas* and *Activity Areas*.

This Comprehensive Plan Update allows the Town to take a fresh look at its policies and strategies and to place a greater emphasis on identifying positive outcomes and establishing targets or benchmarks to strive for and gauge progress. Setting benchmarks relative to *Village*

*Areas, Activity Areas, Shoreland Areas, Rural Areas, and Resource Protection Areas* is essential to gauge the Town's success at guiding growth. Even for plan goals that do not lend themselves to precise measurement, the exercise of discussing how success will be evaluated is an extremely valuable one.

**Strategy XIII.E.1.** Assign oversight of implementation and monitoring of success to a Comprehensive Plan Implementation Committee and the Select Board. Assign specific tasks, including overall oversight, to the Comprehensive Plan Implementation Committee, to ensure that the implementation schedule is being followed, evaluate whether implemented strategies are leading to positive outcomes, and track progress on particular steps relative to benchmarks established in the plan.

To initiate implementation, the Select Board and Comprehensive Plan Implementation Committee shall:

- Schedule a kick-off workshop to discuss the logistics of implementation and reiterate the respective roles different parties will play in the process. Discuss plan specifics and views on how to best proceed.
- Thereafter, meet annually with each party responsible for implementation in the upcoming year to review and clarify strategies, refine the anticipated schedule for each year's activities, and reassign tasks if the party is unable to complete the task. If it is determined that implementation of certain steps is lagging or key benchmarks of performance are not being met, develop a plan of action.
- Publish each year's implementation schedule and track positive outcomes in the Annual Report and regularly post progress on the Town's website.
- Display an enlarged version of the annual schedule at the Town Office and note progress.
- Annually, acknowledge and celebrate implementation efforts and progress toward achieving policies and goals

#### **XIV. Fiscal Capacity**

**GOAL – It is the GOAL of the Town of Islesboro to maintain a prudent, open, and transparent fiscal management system.**

**Policy XIV.A.** Minimize costs under the control of other governmental sectors.

Strategy XIV.A.1. Continue to monitor and participate in the Waldo County budget process so that service levels to the Town will increase as needed and county costs will be stabilized.

Strategy XIV.A.2. Continue to oppose unfunded state and federal mandates by working with legislative representatives.

Strategy XIV.A.3. Encourage state legislators to support state reimbursement for tax revenue that is lost from properties enrolled in current use taxation programs.

**Policy XIV.B.** Plan for and invest in infrastructure necessary to meet community needs and support implementation of the comprehensive plan.

Strategy XIV.B.1. Formalize, strengthen, update, and prioritize the Five Year Capital Improvements Budget based on needs and policies identified in the comprehensive plan. Where appropriate, minimize financial burden on community for implementing the comprehensive plan.

Strategy XIV.B.2. Establish a limit for annual debt service (annual repayment of borrowed funds plus interest) not to exceed 15 percent of any annual budget except in emergency situations.

Strategy XIV.B.3. Continue to establish and maintain Capital Reserve Funds.

Strategy XIV.B.4. Offset property taxation with user fees for specialized activities that solely or mostly benefit those participating in those activities.

Strategy XIV.B.5. Prepare and distribute information about proposed capital investments to ensure good decision making by Select Board and at Town Meeting.

**Policy XIV.C.** Maintain an equitable system of assessing taxes.

Strategy XIV.C.1. Undertake a revaluation when the Town's ratio of assessed to market value falls below the state's recommended minimum of 70%.

## **XV. Governance**

**GOAL – It is the Goal of the Town of Islesboro to have the greatest possible participation of its citizens and residents in formulating town policies in a fair, open, transparent, and efficient manner.**

**Policy XV.A.** Establish clear lines of communication and cooperation among Town government, Town committees, and community organizations,

Strategy XV.A.1. Create and maintain a Town web site to share information about Town government, Town committee activities, and links to community organizations' web sites.

Strategy XV.A.2. Require the Select Board and Town committees to post brief, quarterly reports of their activities on the Town web site.

Strategy XV.A.3. Record Select Board and Planning Board meetings and investigate streaming meetings online.

Strategy XV.A.4. Work with the Maine Municipal Association to prepare conflict of interest statements to be signed by all members of Town committees when they are elected and/or appointed.

Strategy XV.A.5. Establish a Comprehensive Plan Implementation Committee to oversee implementation of the Comprehensive Plan. Require the Committee to report on progress, or lack thereof, in the Town's Annual Report.

**Policy XV.B.** Strengthen Town committees.

Strategy XV.B.1. Establish protocols for cooperation among Town committees whose missions, purposes, and areas of concern overlap.

Strategy XV.B.2. Require committee chairs to meet formally on a bi-annual basis with the Select Board and Town Manager to review expectations, responsibilities, and the goals of the committee.

Strategy XV.B.3. Encourage greater participation of seasonal residents by establishing better telephone and other electronic facilities offsite participation.

Strategy XV.B.4. Consider and adopt measures to increase participation of seasonal residents including, but not limited to, establishing a seasonal advisory committee, including a position for a seasonal resident on every Town committee, including a non-voting seasonal member on the Select Board.

**Policy XV.C.** Strengthen leadership and accountability in Town government.

Strategy XV.C.1. Create a charter commission to consider the need to adopt a Town Charter and make recommendations, including, but not limited to, whether:

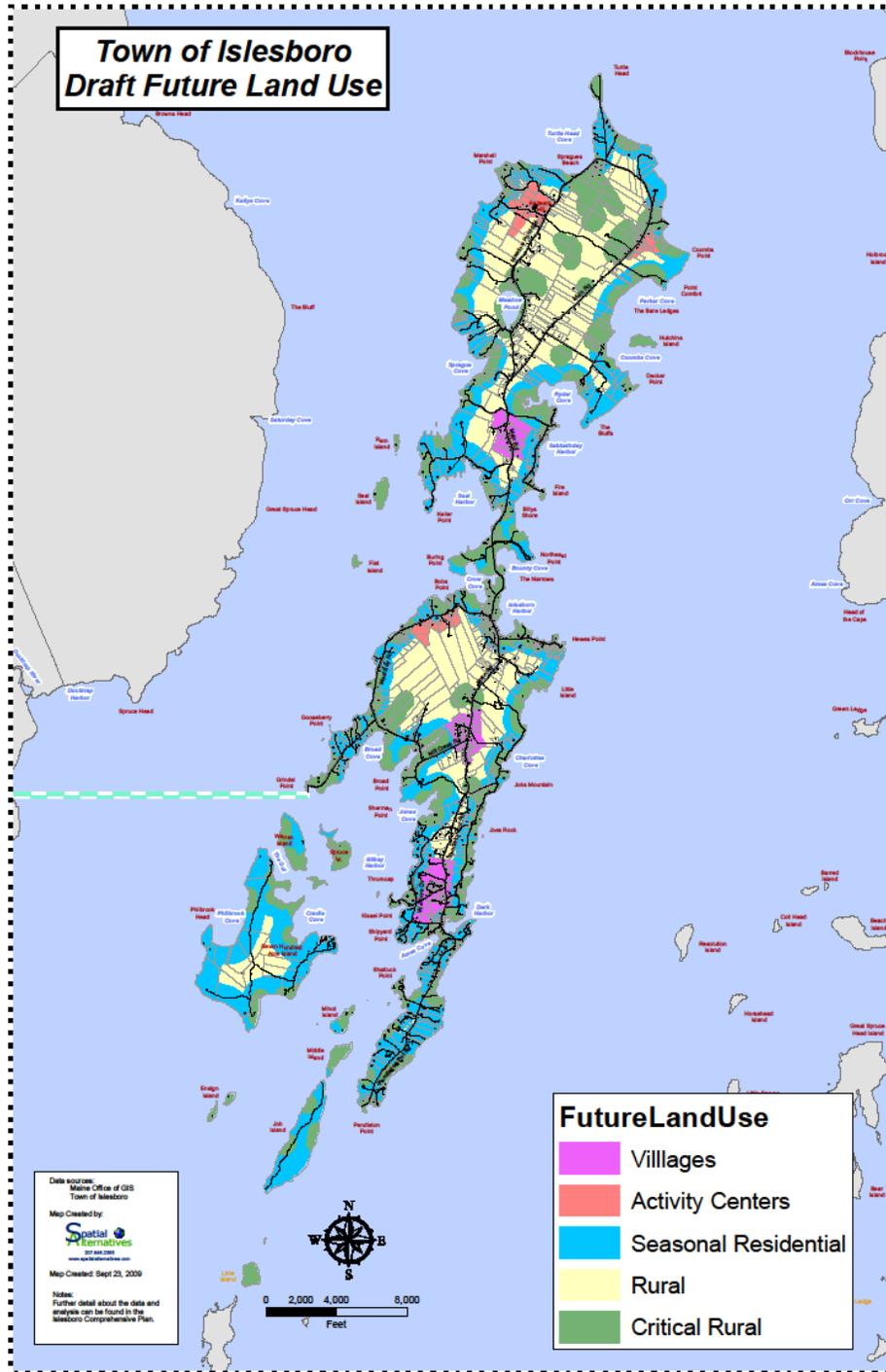
- candidates for the Select Board should be required to file and post nomination petitions with a certain number of signatures at a specific number of days before Town Meeting,
- additional nominations should be allowed and/or encouraged from the floor of Town Meeting,
- alternative methods of voting, such as secret ballots, should be used at Town Meeting,
- election of the First and Second Selectmen should be held at Town Meeting, following short presentations by each candidate,
- similar election procedures should be established for Chair of the School Committee,
- some positions, such as members of the Select Board, School Board, Planning Board, which require substantial time commitments, should be stipend positions, and if so, establish rates after investigating rates in comparable communities.

Strategy XV.C.2. Post notice of elections for the Select Board and School Committee three months in advance of Town Meeting, along with a summary of qualifications and duties of each position.

## **Section III.B.**

### **Islesboro Future Land Use Plan**

Islesboro's Future Land Use Plan is made up of the Future Land Use Map and a written description of the land uses and characteristics of each area defined on the map.



The Future Land Use Map graphically depicts how Islesboro plans to direct anticipated growth over the ten-year planning period. It is not a zoning map, and the boundaries of identified areas on the map are general. But the map and associated plan will guide development of future regulations, land use measures, and the capital investments program.

The designations on the map are intended to provide for the best use of the various areas of Town in accordance with community goals and policies. Each designation addresses particular situations and is intended to reflect natural constraints, opportunities of the land, and desires of the community.

The map and plan embody the concept of distinct growth, transitional, and rural areas. Designation of these areas has evolved directly from:

- The input of comments received at community meetings and other communications ;
- An analysis of Islesboro’s water, soils, and other natural resource systems;
- The historic development of the community;
- The overlay of a traditional village and countryside pattern of living;
- The need to extend and use public services in the least costly manner possible; and
- The need to provide reasonably priced housing for the year round community.

As suggested by Maine’s Planning and Land Use Regulation Act and rules, each of the three types of areas include lands that:

<b>Growth Areas</b>	<b>Transitional Areas</b>	<b>Rural Areas</b>
Contain sufficient area to accommodate anticipated growth and development	Are suitable for medium density development	Consist of large, contiguous open spaces
Can be efficiently served by public facilities	Do not require expansion of public facilities	Do not require expansion of public facilities

Are physically suitable for development or redevelopment	Contain some critical natural and scenic resources that shall be protected	Contain critical natural and scenic resources that shall be protected
Promote a compact, rather than a sprawling, pattern of development	Provide for limited rural residential development opportunities	Are and shall be maintained relatively free of development sprawl and strip development

For purposes of Islesboro’s Future Land Use Plan, growth, transitional, and rural areas are subdivided as follows.

**1. Growth Areas**

The designation of growth areas is intended to ensure that the Town plans for compact growth and development by directing it to areas most suitable for development and away from areas where it would be incompatible with protection of natural and rural resources. Growth areas may include some land areas that are physically unsuitable for development or redevelopment, such as a stream, small flood prone area, small natural hazard area, small pond, or small critical natural resource if they are of a scale that does not hinder the effectiveness of the growth area.

To encourage development in growth areas, it is important that growth areas offer a high quality of life. To assure that growth areas are attractive, desirable locations for growth, it is important that public amenities, open spaces, parks, and overall quality of the landscape is not an afterthought, but is front and center in the design of the areas. Linked open spaces, parks and natural areas, sensitively located and well maintained landscaped buffers, an abundance of shade trees, especially as part of the streetscape, are a critical part of ensuring that different land uses are good neighbors. Privacy is a key factor in design that is part of making growth areas desirable places to live.

Growth areas are made up of *Village Areas*, the *Activity Center*, and *Maritime Activity Areas*.

**a. VILLAGE AREAS –**

This designation is intended to absorb much of the new residential development anticipated over the planning period through new development, redevelopment, infill, and/or expansion

along the edges of or near existing compact development areas. In some cases, these areas have traditionally accommodated a higher density of Islesboro's population, a greater mix of businesses and institutions, and an overall higher intensity of use than occurs in the rest of Town. Furthermore, much of the Town's commercial and a large part of its social activity take place in *Village Areas*. Public and/or private sewer, community septic, and/or community water are available or can be provided. Most commercial and social activity is intended to be located in *Village Areas*, though some is intended to be included in the *Activity Center* which is described below. *Village Areas* are intended to provide for new development and redevelopment in a village style that discourages sprawl and strip development. This designation is intended to encourage the preservation, revitalization, and some expansion of development in *Village Areas* and to protect it from encroachment from incompatible, large scale uses.

*Village Areas* include:

- the middle of Town near the emerging Town Center around the Post Office from Mill Creek to the Town Office,
- near Durkee's store from Hermits Point Road North to where the Main Road splits, and
- around Dark Harbor Village from the Dark Harbor Pool to Babbidge Road.

The primary objective of this designation is to provide areas for anticipated growth that reinforce the concept of villages and a village lifestyle. To accomplish this, the Town shall adopt an approach of allowing the development of traditional, pedestrian oriented neighborhoods. Permitted uses shall include higher density residential and small scale nonresidential uses suitable for a mixed use village. Community facilities and nonresidential uses, including small scale retail, office, service, manufacturing, and other nonresidential uses appropriate to a village shall also be allowed. The Town's Land Use and Development Review ordinances shall incorporate flexibility to permit utilization of existing structures by allowing higher densities if the development is designed to be compatible with surrounding uses. The reuse or construction of structures shall be of a high quality and shall require that the existing character of the streetscape be retained or improved. Commercial uses shall provide buffers when they abut residential uses. Access to serve new uses and off-street parking shall be regulated to conform to the character of the village and adjacent areas shall be protected from adverse impacts of change.

*Village Areas* are intended to serve as centers of social and cultural life for Islesboro residents. A safe, comfortable, and attractive pedestrian environment shall be a key focus of amended standards of development which will be part of required review of new development.

Commercial and business uses shall be allowed in *Village Areas*, although it is critical that the scale and intensity of development respect and reflect standards to assure that the uses are good neighbors to nearby residential neighborhoods and properties. Where appropriate, buffers, screens, landscaping, and sensitive site design shall be provided to enhance and maintain the character of the village.

If soils permit, gross residential density of *Village Areas* may be two or more dwelling units per acre where community septic and community water are not available and four dwelling units per acre where community sewer and water are available or can reasonably be extended or developed. To support and enhance a village environment, community water and community sewer or septic shall be required, where soils permit, or public systems shall be developed. Existing facilities shall be maintained and replaced, as necessary.

Flexibility in subdivision design and lot size, traditional neighborhood development techniques, and other measures that preserve significant scenic areas, wildlife habitat, and the interconnections of the resulting open spaces shall be encouraged. The Town shall discourage property owners from creating lots along main roads. To accomplish this, the Town shall require new lots created in a subdivision to front on internal public or private roads. The Town shall encourage the development of interconnected roadways to offer residents alternative routes of travel to main roads in the community.

**b. ACTIVITY CENTER –**

The *Activity Center* is intended to accommodate a higher density of specific uses.

The *Activity Center* includes an area west of Meadow Pond Road near the Transfer Station.

Smaller lots west of Meadow Pond Road near the Transfer Station are intended to support the development of new affordable housing. Gross residential density shall be two dwelling units per acre and shall be served by community septic and water systems.

Flexibility in subdivision design and lot size, traditional neighborhood development techniques, and other measures that preserve scenic areas, wildlife habitat, and the interconnections of the resulting open spaces shall be encouraged. The Town shall discourage property owners from creating lots along main roads. The Town shall encourage interconnected roadways to offer residents alternative routes of travel to main roads in the community.

**c. MARITIME ACTIVITY AREAS –**

*Maritime Activity Areas* are made up of those areas adjacent to saltwater bodies where the existing predominant pattern of development is functionally water dependent, including but not limited to, commercial fishing, ferry services, boat repair yards, yacht clubs, and boat launching and hauling areas.

*Maritime Activity Areas* include:

- Grindle Point
- Dark Harbor Boat Yard
- Pendleton Yacht Yard
- Islesboro Marine Enterprises
- Tarratine Yacht Club
- Pripet Wharf
- Seal Harbor
- Warren Island
- Portions of Cradle Cove on Seven Hundred Acre Island

This area is intended to allow water dependent uses and other uses accessory to them.

**2. Transitional Areas**

Islesboro's transitional areas are made up of *Shoreland Areas*.

**Shoreland Areas** – This designation is intended to provide for seasonal residential development, but is not intended to accept the density of development appropriate for *Village Areas* and the *Activity Center* nor is it intended to provide the level of protection for rural resources afforded in *Rural Areas* and *Resource Protection Areas*. This designation includes those areas of the community that are suitable for low to medium density development, do not require expansion of municipal facilities, and do not include critical natural resources.

*Shoreland Areas* are made up of portions of coastal shorelines.

To help preserve the aesthetic rural character of *Shoreland Areas*, Islesboro shall discourage the creation of new lots along existing roads. Within this designation, the Town shall allow the creation of smaller lots for residential developments if the balance of the area needed to meet density requirements is permanently set aside for fishing, natural resource, wildlife habitat, scenic views, or open space use. The size of these reduced lots shall be tied to the suitability of soils for community septic and community water systems, which shall be required. Community septic and community water systems shall also be required for subdivision of existing parcels that are twenty-five or more acres in size.

To discourage large-scale residential development in *Shoreland Areas*, the Town shall encourage residential subdivisions involving fifteen or more acres to use cluster and/or conservation development techniques with 10% or more of the parcel (not including any designated *Resource Protection Areas*, which include their own building limitations) permanently set aside as open space to be used for fishing or recreational purposes. Development rights for this open space shall be permanently restricted. Individual lots created as part of the development shall have their frontage on an internal road rather than on an existing state or town road. The Town shall encourage that cluster and/or conservation developments retain and buffer significant natural resources, wildlife habitats, scenic resources, and protected spaces, and promote rural character through the thoughtful siting of buildings and lots and preservation of buffers along Town roads.

The predominant pattern of development is intended to consist of low to medium density development of one dwelling unit per three acres. The Town shall adopt creative techniques to direct new growth to *Village Areas* and the *Activity Center*.

### **3. Rural Areas**

Rural areas are made up of *Resource Protection Areas* and *Rural Areas*.

#### **a. RESOURCE PROTECTION AREAS –**

This designation provides the highest level of protection for the community's most sensitive and/or important natural resources. It is intended to preserve fragile ecological systems, which, if intensively developed or substantially altered, would damage water quality, wildlife and aquatic habitat, biotic systems, and ecological relationships. The objective of this designation is to prevent intrusions which upset the ecological system, create potential threats to the public health or safety, or fundamentally undermine the Town's character. *Resource Protection Areas* shall follow the guidelines for resource protection outlined in current ordinances, as amended, to include more stringent provisions included in Maine's most recent model shoreland zoning requirements. *Resource Protection Areas* include flood prone areas, excessively and poorly drained soils, extensive areas of wetlands, coastal hazard areas, rare or exemplary natural

communities, very large blocks of undivided and undeveloped land, and/or those sensitive natural areas that the community has identified as “Special Places”. Small spots of *Resource Protection Areas* may occur within larger Growth, Transitional, and Rural Areas.

*Resource Protection Areas* shall be off limits to virtually all development, except primitive recreation, forest management, wildlife management, emergency and fire protection activities, and harvesting of wild crops. Uses such as timber harvesting, farming, public education or research of natural sciences, and essential services may be suitable in these areas if they are carried out in a way which does not damage the resource or lower its value in meeting natural resource functions. Human activities that go on in these areas shall adhere to standards such as those included in current ordinances and those presented in the state’s model shoreland zoning ordinance.

*Resource Protection Areas* on the Future Land Use Map are general indications of the locations of these areas. When land use regulations are amended to implement the Future Land Use Plan, the Town shall provide an administrative mechanism to allow for adjustments in the boundaries of these areas based upon actual conditions in the field.

**b. RURAL AREAS –**

This designation is intended to provide long term protection of important natural features, large blocks of unfragmented habitat and open space, and scenic lands from incompatible development that threatens natural resource-based industries, working landscapes, or the character of Islesboro. This designation includes those areas of the community that have multiple natural resource constraints, and/or are especially important for resource-based, scenic, and/or recreational opportunities, and/or are especially important for long-term water quality.

*Rural Areas* are intended to preserve the open, rural character of Islesboro by discouraging sprawling residential development activity, and assuring that development that does occur is done in a manner which preserves the natural resource and aesthetic rural character of the community. Land uses shall be focused primarily on the resource values of the area. If developed in a manner sensitive to the objectives of these areas, mineral extraction, essential services, and some low intensity outdoor recreation, public, institutional, or commercial activities may be acceptable.

Within this designation, the Town shall allow the creation of smaller lots for residential developments if the balance of the area needed to meet density requirements is permanently set aside for fishing or open space use. The size of these reduced lots shall be tied to the suitability of the site for on-site sewage disposal and community water systems, which shall be required. Community septic and community water systems shall also be required for subdivision of existing parcels twenty-five or more acres in size.

To discourage large-scale residential development, which is incompatible with the character of *Rural Areas*, the Town may require residential subdivisions involving fifteen or more acres to use cluster and/or conservation development techniques with 10% or more of the parcel (not including any designated *Resource Protection Areas*, which include their own building limitations) permanently set aside as open space to be used for fishing, natural or cultural resource, or recreational purposes. Development rights for this open space shall be permanently restricted. Individual lots created as part of the development shall have their frontage on an internal road rather than on an existing state or town road. The Town may also require that development in cluster and/or conservation developments retain and buffer significant natural resources, wildlife habitats, scenic resources, and protected spaces and promote rural character through thoughtful siting of buildings and lots and the preservation of buffers along town roads.

The predominant pattern of development in *Rural Areas* is intended to consist of low intensity development at a density of one dwelling unit per five acres, broadly dispersed within what would otherwise be a natural and/or working landscape and other rural resources that significantly contribute to the community's character. Changes to the Land Use and Development Review ordinances for *Rural Areas* may include incentives as well as master planning, phasing of development, and other standards and design techniques. The Town may adopt creative techniques to direct new residential growth to *Village Areas* and *Activity Center*.

#### **4. Monitoring Effectiveness of Land Use Plan**

Annually, the Comprehensive Plan Implementation Committee, with assistance from the Planning Board and Town Assessor, shall assess and describe in the Town's Annual Report the community's success in guiding growth as expressed in the Future Land Use Plan, Goals and Policies, including specific benchmarks, and the Islesboro 2025 Guiding Statement. It shall also recount progress toward undertaking and completing strategies laid out in the Plan. If, not later than the fourth year after adoption of the Comprehensive Plan Update, growth, particularly the percent of growth, is not being directed as desired in the Plan, the Town will review its strategies and make adjustments to increase their effectiveness. By the eighth year after adoption of the Plan, the Town shall evaluate the overall effectiveness of efforts to achieve the Goals and Policies of the Plan.

## **Section III.C.**

### **Capital Investments Plan**

The capital facilities of local governments are essential to meeting the service needs of the community in an efficient and cost-effective manner. Islesboro maintains a simple capital budgeting process, largely managed by the Town Manager and Select Board. The Town has bonded for capital improvements in the past and maintains several capital reserve accounts.

A more formal method of managing capital needs is called a Capital Improvement Program (CIP). A CIP is a document that includes an assessment of all existing and anticipated public facilities and services<sup>4</sup> required to meet the town's planned growth and economic development needs. It is generally a multi-year plan, often five years, for the maintenance, replacement and expansion of existing public facilities and equipment or the construction or acquisition of new facilities and equipment. It includes projections of when and where such facilities and equipment will be required, how much they are anticipated to cost, how the costs will be funded, and a schedule of when the improvements will be needed.

The Comprehensive Plan supports continuing use of a CIP as part of the Town's annual budgeting and administrative process. The Town would benefit from formalizing the process to plan for improvements identified in the Comprehensive Plan.

Lacking a more formal CIP, the temptation may be to defer needed spending on capital projects when the budget is tight and approve whatever is proposed when funds are available. This approach can result in scarce capital dollars being spent on projects that do not reflect the greatest needs of the community. Equally important, project-by-project budgeting can result in unexpected future costs for major projects that are essential or are mandated by state or federal requirements.

A CIP is designed to assist the Town in planning for its needed capital expenditures on a rational and systematic basis. The CIP is designed to identify Islesboro's needed capital expenditures, to evaluate the priority of the various needs, and to structure a spending program for meeting the more important of these needs on an affordable basis.

In contrast to a CIP, a Capital Investments Plan (CInP), is a state required element of a local comprehensive plan. It is a more detailed working document sufficient for annual budgeting for needed capital improvements.

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<sup>4</sup> Such as, but not limited to, roads, sewers, water systems, schools, parks, open space, fire and police services, etc.

A CInP establishes a more general framework for programming and financing new or expanded public facilities that are needed to accommodate projected growth and development and are major investments for which the community is fiscally responsible. The CInP sets forth general funding priorities among needed community investments and identifies potential funding sources and financing mechanisms.

To be consistent with the state's Community Planning and Investment Act, Islesboro's CInP should:

- identify the need to improve, replace, and/or expand capital facilities and public services necessary to support projected growth and development, address important challenges that have a fiscal component, and protect the environment and health, safety, and welfare of the public consistent with the vision, challenges, goals, policies, and strategies identified in the Comprehensive Plan;
- estimate when the improvement, replacement, and/or expansion will be needed within the ten-year planning period;
- estimate the costs of those facilities and services;
- establish general funding priorities among the various capital improvements; and
- identify potential funding sources and funding mechanisms.

The CInP should reasonably reflect priorities contained within the Comprehensive Plan and assure that the siting and construction of all public facilities are consistent with the Future Land Use Plan. It need not include all investments identified in the Comprehensive Plan; however, it should reflect the key elements of the community's growth management program and not conflict with other policies and strategies of the Comprehensive Plan.

## **I. Financial Considerations**

The need for capital spending must be balanced against the ability of the Town to pay for capital projects. This means that while some projects may be desirable, the Town simply may not be able to afford them. To help maintain a high bond rating and ease with which the Town sells its bonds, the Town should create a debt management policy that specifies how much, on average and as an upper limit, the Town anticipates spending on capital investments each year.

The Town has used two approaches to finance capital projects in the recent past. It has used bonds to finance capital projects and established annual reserves for equipment replacement, minor road repair, and normal building maintenance to fund necessary projects in the CIP. In general, the Town has only bonded when the reserve accounts are not adequate for the project.

Based on the town's 2017 Financial Report, the Town had an outstanding debt of \$7,030,000, broken down as follows:

• Dark Harbor Wastewater Outfall Pipe Loan	\$ 350,000
• Islesboro Municipal Broadband Bond	\$3,800,000
• Islesboro Central School Renovation Bond	<u>\$2,880,000</u>
<b>TOTAL</b>	<b>\$7,030,000</b>

Combining these three sources of outstanding debt, Islesboro had a total debt of \$8,887,766 in 2017. Under state law, no municipality can incur debt, which would cause its total outstanding debt to exceed 7.5% of its last full state valuation, exclusive of debt incurred for school, storm or sanitary sewer, energy facilities, and municipal airports. Including all improvements, a municipality may not incur debt exceeding 15% of its last full state valuation. In 2017, Islesboro's full valuation, as defined by the state, was \$434,100,000.<sup>5</sup>

As of June 30, 2017, Islesboro's total outstanding debt was \$8,887,766 or \$23,669,734 below its statutory limit of \$32,557,500. In other words, Islesboro's debt is approximately 2.04% of its statutory debt limit.<sup>6</sup> As a rule of thumb, the Maine Bond Bank recommends that a community bond no more than 5% of its state valuation, so Islesboro has significant, unused bonding capacity.

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<sup>5</sup> Full state valuation is the valuation of taxable property as certified by the State Tax Assessor, adjusted to 100%. [http://www.maine.gov/revenue/propertytax/sidebar/2017\\_state\\_valuation.pdf](http://www.maine.gov/revenue/propertytax/sidebar/2017_state_valuation.pdf).

<sup>6</sup> 15% of the town's full valuation, defined by the state as \$615,200,000, is \$92,280,000.

## **II. Adequacy of Existing Facilities and Systems**

This section analyzes the adequacy of Islesboro's existing facilities to meet its current needs and to accommodate projected growth. The analysis looks at the facilities function-by-function. A basic description of these facilities is found in the inventories and analyses. Where costs are not available, it is recommended that these costs be researched and added to the CInP.

### **A. Water Service**

All residents of Islesboro draw drinking water from privately owned bedrock wells.

The Comprehensive Plan calls for consideration of creating a municipal water supply(ies) to support compact development in *Village Areas* and the *Activity Center*. Estimated cost of \$30,000 to assess feasibility.

### **B. Sewer Service**

The only public sewer system offered by the Town is in Dark Harbor. The Dark Harbor Waste Water Treatment Facility is overseen by the Pollution Control Board which as overseen two years of maintenance and preventative maintenance projects. In the Fall of 2016 the system was extended approximately 500 feet to the North, extending the main line and connecting one additional property to the system; a second property is awaiting its hookup to the system. The Pollution Control Committee continues to plan for preventative maintenance and the Town added \$15,000 to the Dark Harbor Waste Water Capital Reserve Account at its May 2017 Town Meeting.

The Comprehensive Plan calls for consideration of creating community septic and/or a municipal sewer system(s) to support compact development in *Village Areas* and the *Activity Center*. Estimated cost of \$30,000 to identify a preferred approach.

### **C. Solid Waste Management**

According to the former Town Manager, the solid waste facility is adequate to meet current needs, but as the Town's population increases, it will have to review solid waste operations to increase the number of times trash is taken off the Island.

#### **D. Fire Protection and Public Safety**

Fire Chief Murton Durkee recommends that the town site a fire substation at the northern end of the island to house one fire truck and one ambulance. He estimates the cost for the facility as \$200,000-\$300,000.

The Fire Chief indicates that all existing trucks are adequate to meet existing need, but in the future, the Town should replace and/or add a 1000gmp/2000gallon tank Pumper/Tanker at an estimated cost \$200,000.

According the Public Safety Officer, Fred O. Porter, the public safety facility is not sufficient for current and future demands. He recommends expanding the current facility to roughly 8,000 square feet to house a 4-bay garage, a 3-room dormitory with shower/bath, cooking, and training space and be equipped with a generator that can be used to back-up the generator currently used in the Town Office complex. He also recommends the facility include a separate EOC office. He estimates the cost for the new facility, including the heated concrete slab and prefabricated steel shell, would be \$175,000, with additional monies needed to finish the interior.

In addition, the Public Safety Officer recommends the community secure a wheelchair accessible van (estimated cost of \$40,000) to help transfer clients from the hospital to their homes. He notes that this activity would increase revenue and off-set taxpayer burden for interstate transport.

#### **E. Harbor and Waterfront Infrastructure**

There are no plans for further development at Pripet Wharf, although the Comprehensive Plan includes discussion about constructing a seasonal dock or pier. No cost estimate is available.

#### **F. Transportation System**

Since 1993, the Town has raised varying amounts between \$150,000 and \$300,000 for annual road maintenance and repaving. For the past two budget cycles the Town as allocated \$300,000 for annual maintenance, following a plan to pave two miles of main roads yearly, including shoulder and drainage improvements. Estimated cost of \$300,000.

The Town wants to catalog road needs and establish priorities that reflect those roads that are most in need of attention. The Town is in the process of conducting a cost/benefit analysis to guide decisions about whether the Town should purchase its own equipment and construct a building to support transportation improvements.

As development and need is projected, funds should be budgeted to maintain, construct, and improve sidewalks, streetscapes, pedestrian improvements, signage and bicycle racks, and roadway improvements in *Village Areas* and the *Activity Center* as well as for major roadway projects, including reconstruction and improvement of shoulders, and to acquire off-road easements for pedestrian and bicycle circulation where appropriate. No cost estimate is available.

The Comprehensive Plan calls for exploring the need for and advantage of developing an Island minibus, or other transportation service, additional fuel storage and availability, and other options to improve accessibility, travel, and emergency preparedness. No cost estimate is available.

#### **G. *Village Areas and Activity Center***

The Comprehensive Plan calls for the Town to plan for safe, sanitary waste disposal, water supply, and other public investments in *Village Areas* and the *Activity Center* to protect water quality and create a desirable and compact settlement pattern. No cost estimate available.

#### **H. Cultural, Park, Open Space, and Recreational Resources**

The Pendleton Library is not adequate to meet current and future needs for large room activities and internet usage. Additional parking is also needed. No cost estimate is available.

The town-owned pier at Seal Harbor is in need of repair or replacement. The Town has done minor work to stabilize the structure, but there are no major plans to replace it. No cost estimate is available.

The Town also owns the Grindle Point Lighthouse and Sailors Memorial Museum. The exterior is in very good condition, but the interior needs painting, the floor of the room below the lantern has buckled due to high humidity and flooding during very high tides and storm surges. The fuel storage building is in bad condition – roof slates are falling off and brick mortar needs repointing.

An estimate for restoration, made ten years ago, was over \$6,000. There are no plans to improve facilities.

Prepare an open space plan to identify the most important areas to protect and to guide regulatory protections and targeted acquisitions and improvements. Cost estimated at \$30,000 - \$50,000.

#### **I. Agricultural Resources**

Concern has been expressed about high land values thwarting efforts to re-establish farms. It is unclear how much capital might be needed to provide organizing support and physical improvements necessary to reestablish farming, but interest has been expressed locally to allow and promote small scale agricultural operations.

#### **J. Economic Development**

The Town should plan for investments to support economic development goals, policies, and strategies developed as part of an overall economic development strategy. No cost estimate is available.

#### **K. Affordable Housing**

The Comprehensive Plan calls for the creation of a public-private partnership to create rental housing in designated villages both Up and DownIsland. No cost estimate is available.

### **III. Facilities Necessary to Support Anticipated Growth**

Capital investments required to implement anticipated growth include:

- creation of municipal water, community septic and/or sewer systems to support compact development in *Village Areas* and the *Activity Center*;
- fire substation at the northern end of the island;
- expanded public safety facility;
- maintenance, construction, and improvement of sidewalks, streetscapes, pedestrian improvements, landscaping, parks, etc. in *Village Areas* and the *Activity Center*;

- open space plan to identify the most important areas to protect and to guide regulatory protections and targeted acquisitions and improvements;
- physical improvements necessary to reestablish farming;
- physical improvements to implement economic development goals, policies, and strategies developed as part of an overall economic development; and
- public-private partnership to create rental housing in designated villages.

Capital investments required to service individual development projects should be the responsibility of the developer. The Town's development review regulations should assure that the need for improvements is assessed and the funding of any needed improvements is required by the developer as a condition of project approval or other appropriate financial mechanisms.

#### **IV. Summary**

The capital investments set forth in this section represent an ambitious goal for the community and are put forward with the recognition that some projects may not be able to be accomplished during the next decade or that projects desirable to enhance the quality of life may need to be scaled back, deferred, or funded through private sources.

Other areas of capital investment may become evident as time goes on. With each annual review of its CIP, the Town Manager, Select Board, and Town departments should continue to assess anticipated needs over the next five years.

The funding of investments will require that the Town absorb the majority of costs through the local property tax. Outside public financial assistance is available for some water, sewer, waste disposal, public safety, transportation, and harbor improvement projects. A limited number of grant programs for coastal, water quality, open space, habitat protection, and tree planting are also available. The Town has a long history of active philanthropists, which it should continue to cultivate. It may also establish special assessment districts and/or tax increment financing districts for economic development and/or affordable housing efforts, development districts to fund improvements for specific areas of the community, and impact fees for a variety of capital

improvements. These tools should be authorized in the comprehensive plan, which they currently are not.

To help maintain a high bond rating and ease with which the Town sells its bonds, the town should create a debt management policy that specifies how much, on average and as an upper limit, the Town anticipates spending on capital investments each year.

## **Section III.D.**

### **Regional Coordination Plan**

Islesboro is a small island community off the coast of the service center town, Belfast; Lincolnton, a non-service center town where the ferry lands in Waldo County; and Camden-Rockport in Knox County. While many island citizens work on-island, many travel off-island for jobs in these communities or other communities. The high cost of real estate on-island and the realities of island living make it difficult to grow the Town's year round population, having an impact on schools, involvement on town committees and board, and public services like the volunteer fire service.

While Islesboro is independent from its mainland neighbors, it looks to some of these communities, like Lincolnton, for ferry access and other cooperation. Although Islesboro residents feel separated from the county because of its physical location, there may be opportunities to work with neighboring mainland communities and other island communities and interested organizations to support and strengthen the local and regional economy, meet residents' needs, efficiently provide public facilities and services, preserve natural resource based industries, and protect the area's exemplary environment.

The Town is an active participant in the Island Institute. The Island Institute has provided assistance with affordable housing, planning, and the working waterfront as well as contributing island fellows to support community efforts.

Some areas where the Town will focus regional coordination efforts include:

### **I. Economic Development**

Investigate ways to work with Waldo and Knox County economic development efforts to highlight the unique needs and opportunities for island employment and businesses.

### **II. Affordable Housing**

Investigate ways to work with mainland towns and other island communities through the Island Institute, Islesboro Affordable Property, and other regional and private interests to encourage and support the development of affordable housing in the community and region.

### **III. Transportation**

Continue to work with Lincolnville, Belfast, Midcoast Regional Planning Commission, Maine Department of Transportation, Maine Department of Environmental Protection, and others to promote efficient on and off-island transportation. Other regional initiatives include a regional bike and trail system and increased ferry services. The airport provides Fed-Ex and UPS delivery from Owls Head.

### **IV. Public Facilities and Services**

As an island community, there are several opportunities to explore shared facilities and services with mainland towns. The Town does have a cooperative agreement with other towns for fire protection for mutual aid and with Waldo County for sheriff's services. The Seacoast Mission boat is available to island communities for health services.

Emergency 911 dispatch is provided exclusively through Waldo County.

Fire protection, waste facilities and disposal, ambulance service, health care, and police services are all provided on-island and should remain so.

### **V. Parks and Open Space**

Continue to work with the Maine Department of Conservation on issues involving the state owned Warren Island camping facility.

### **VI. Marine Resources**

Work with organizations like the Midcoast Regional Planning Commission, the Island Institute, and the fishing industry and agencies, to establish shellfish management controls and restoration efforts as well as to prepare and adopt management plans.

### **VII. Natural and Cultural Resources**

Work with surrounding communities and regional and community interest groups to identify and preserve important natural and cultural resources, open spaces, and scenic views of, from, and within the community.

## **VIII. Agricultural and Forest Resources**

Work with surrounding towns and the Midcoast Regional Planning Commission, the Island Institute, and other interested parties to support farmers markets as a direct outlet to the market for island and regional agriculture. Coordinate with these same groups on forest management practices.

## **IX. Energy**

As energy costs continue to rise, work with other towns in the region to investigate provision of energy services as well as support private sector efforts to expand access to alternative energy.

## **X. Island Coalition**

Islesboro participates in the Island Institute's Maine Island Coalition which works to discuss and solve issues of interest to island residents including affordable housing, transportation and other issues. Islesboro also takes advantage of the Island Fellows program through the Island Institute.

## **Section IV.**

### **Implementation Schedule**

## Islesboro 2017 Comprehensive Plan Draft Implementation Schedule

Abbreviations Used in Following Table	
Assess – Assessor	IIT – Islesboro Island Trust
CA – Churches and Associations	LC – Lighthouse Committee
CC – Town Committee Chairs	Lib – Friends of Alice L. Pendleton Library
CCt – Islesboro Community Center Board of Directors	MDOT – Maine Department of Transportation
CeC – Cemetery Committee	MH – Masonic Hall
CEO – Code Enforcement Officer	P – School Principal
CIC – Clam Constable	PB – Planning Board
CPIC – Comprehensive Plan Implementation Committee	PSO – Public Safety Officer
DHWC – Dark Harbor Wastewater Committee	PW – Public Works Department
DMR – Maine Department of Marine Resources	RC – Recreation Committee
FAB – Ferry Advisory Board Representatives	RD – Recreational Director
FAPC – Ferry Advisory and Planning Committee	SCom – School Committee
FC – Fire Chief	ShC – Shellfish Committee
GC – Groundwater Committee	SeC – Sewing Circle
HBAC – Health Board Advisory Committee	Supt – School Superintendent
HC – Harbor Committee	TC – Town Clerk
HM – Harbor Master	TM – Town Manager
HS – Islesboro Historical Society	VAC – Volunteer Airport Committee
IAP – Islesboro Affordable Property	WMC – Waste Management Committee
IEDC – Islesboro Economic Development Committee	
<p><sup>1</sup> <b>S = Short term:</b> These are items that should commence or be completed within the first 2 years after the Plan is adopted. Typically these are items that are either high priorities for the town to commence or complete, or, in the case of ordinance changes, are those items that require (by statute) immediate attention.</p>	
<p><b>M = Mid term:</b> These are items that should commence or be completed within 2 to 5 years after the Plan is adopted – these may be assigned as items in the queue for funding during this period, or may be items that are assigned to staff/committees as secondary to the priorities for completion.</p>	
<p><b>L = Long term:</b> These are items that should commence or be completed in the 5 to 10<sup>th</sup> year after the Plan is adopted – items of lower priority, those items that require further study prior to commencement or completion, or, those items requiring long-term capital planning due to costs or queuing needs</p>	
<p><b>O = Ongoing:</b> These are policy changes that commence upon adoption &amp; are consistent with operations throughout the next decade.</p>	

<b>Policy/Strategy</b>	<b>Description</b>	<b>Timeframe</b>	<b>Responsibility<sup>7</sup></b>
<b>I. Create a Sustainable Year-round Population</b>			
I.A.	Encourage affordable housing. See Policy III.A.	O	<u>Selectmen</u> , IAP, PB
I.B.	Encourage greater job opportunities. See Policy II.A.	O	<u>Selectmen</u> , IEDC
I.C.	Support development of permanent farmers market.	O	<u>IEDC</u> , Selectmen
I.C.2.	Improve options & moderate costs of transportation to, from, & on Island. See Policies IV.B., IV.C., & V.F.	O	<u>FAPC</u> , FAB, Lincolnville, MDOT
I.C.3.	Improve communication among Board of Selectmen, committees, & residents. See Policies XV.A. & XV.B.	O	<u>Select Board</u> , CC, TM
I.C.4.	Encourage more involvement of seasonal residents in committees. See Policy XV.B.	O	<u>TM</u> , Selectmen
I.C.5.	Explore ways to expand town programs.	O	<u>TM</u> , CCT, RD, P, Supt
I.D.1.	Determine number of seasonal residents & tourists.	M	<u>IEDC</u>
I.D.2.	Survey youth to identify what discourages them from living on Island.	M	<u>IEDC</u>
<b>II. Create Job Growth that Supports a Sustainable Year-round Population</b>			
II.A.1.	Organize an economic development committee.	S	<u>Selectmen</u> , IEDC
II.A.2.	Support development of high speed internet & cell phone coverage by preparing clear ordinance provisions.	S	<u>PB</u> , CPIC, IEDC
II.A.3.	Address obstacles to creation of desirable, new, environmentally friendly businesses.	M	<u>IEDC</u> , Selectmen
II.A.4.	Revise demographic information in Comprehensive Plan on 5-year basis.	M	<u>Selectmen</u> , CPIC
II.B.1.	Define appropriate market & develop strategy to expand "shoulder season".	L	<u>IEDC</u> , Selectmen
II.C.1.	Support development of high speed internet & broadband service. See Policy XI.A.	S	<u>IEDC</u> , PB, Selectmen
II.C.2.	Support development of restaurants, a nursery, & natural resource based industries.	M	<u>IEDC</u>
II.C.3.	Encourage conservation of energy & resources.	M	<u>Selectmen</u> , CPIC, IEDC, PB

<sup>7</sup> The Board, Committee, or staff person who is intended to take the lead on implementing a Policy or Strategy is underlined in the table. The assignment assumes there may be other authorities monitoring, managing, and ultimately approving the item.

<b>Policy/Strategy</b>	<b>Description</b>	<b>Timeframe</b>	<b>Responsibility<sup>7</sup></b>
II.D.1.	Promote environmentally-friendly business opportunities.	O	<u>I</u> EDC
<b>III. Promote Affordable Housing</b>			
III.A.1.	Continue to support efforts of Islesboro Affordable Properties.	O	<u>S</u> electmen, CEO, PB
III.A.2.	Support creation of public-private partnership to create rental housing in Village Areas.	O	<u>S</u> electmen, IAP, private entities,
III.A.3.	Make affordable housing available to young adults & families & share information about investments in Islesboro Central School & Community Center.	O	<u>I</u> AP, private entities, Selectmen
III.A.4.	Encourage potential residents to consider conditions of "island-life".	O	<u>I</u> AP, private entities
III.B.1.	Revise land use & development review ordinances to reduce lot sizes, encourage more cluster housing, & reduce development fees for affordable housing.	S	<u>P</u> B, CEO, CPIC, IAP
III.B.2.	Revise land use & development review ordinances to require community water supplies & sanitary waste disposal for subdivisions. See Strategy V.E.2.	S	<u>P</u> B, CEO, CPIC, GC, IAP
<b>IV. Maintain &amp; Improve Access To &amp; Transportation On the Island, Reducing the Cost of Island-Living</b>			
IV.A.1.	Continue to invest in two or more miles of main road annually.	O	<u>T</u> M, Selectmen
IV. A.2.	Grade & remove excess materials from road shoulders.	O	<u>T</u> M, Selectmen
IV. A.3.	Undertake comprehensive survey of town roads & formalize long range road maintenance & improvement plan. See Policy IV.B.	S	<u>T</u> M, Selectmen
IV.A.4.	Study & reconsider need to purchase town owned road maintenance equipment.	S	<u>S</u> electmen, TM
IV.B.1.	When improving roadway shoulders, provide space for scooters, bicycles, pedestrians, & parking. See Strategy IV. A.2.	O	<u>T</u> M, Selectmen
IV. B.2.	Reduce vehicle travel speeds.	O	<u>T</u> M, Selectmen
IV.B.3.	Encourage interconnected streets in Village Areas & require dead end roads to have public turnarounds.	S	<u>P</u> B, CEO, CPIC
IV. B.4.	Create parking areas in Village Areas.	M & O	<u>T</u> M, CEO, Selectmen
IV.B.5.	Consider reducing parking requirements for affordable housing & in Village Areas.	S & O	<u>P</u> B, CPIC, IAP, TM

<b>Policy/Strategy</b>	<b>Description</b>	<b>Timeframe</b>	<b>Responsibility<sup>7</sup></b>
IV.B.6.	Explore feasibility of a shuttle bus system & consider making it mandatory for off-island contractors.	S	<u>FAPC</u> , Selectmen, TM
IV.B.7.	Continue to prepare & distribute educational material for bicyclists.	O	<u>TM</u> , Selectmen
IV.C.1.	Establish a Ferry Advisory and Planning Committee to develop long range planning policies regarding ferry service, design, & infrastructure.	S	<u>Selectmen</u> , FAPC
IV.C.2.	Continue to send a representative to the Ferry Advisory Board.	O	<u>Selectmen</u> , FAPC
IV.C.3.	Monitor ferry fee structure for size & weight of vehicles & number of bicycles. See Strategy IV.B.7.	O	<u>FAB</u> , FAPC, Selectmen
IV.D.1.	Continue to support a volunteer airport committee.	O	<u>Selectmen</u>
IV.D.2.	Continue to research methods & implement techniques to restrict animal access to the runway & user fees to subsidize maintenance costs.	O	<u>VAC</u> , Selectmen
IV.D.3.	Continue present level of airport maintenance.	O	<u>VAC</u> , Selectmen
IV.E.1.	Accept roads built to town standards in Village Areas, affordable housing developments, & community sponsored commercial development. Do not accept roads outside of Village Areas unless specifically planned by town as part of transportation network.	S & O	<u>PB</u> , Selectmen
<b>V. Protect Health, Safety, Welfare, &amp; Quality of Life Through Improvement &amp; Preservation of Services</b>			
V.A.1.	Review need for fire substation Up Island.	M	<u>FC</u> , PSO, Selectmen, TM
V.A.2.	Research & publicize insurance requirements regarding fire protection.	O	<u>FC</u> , Selectmen, TM
V.A.3.	Amend land use & development review ordinances to require construction of fire ponds in new major subdivisions.	S	<u>PB</u> , , CEO CPIC, FC
V.A.4.	Continue to park fire truck on north side of the Narrows during periods of high tide & wind. Evaluate need for additional responses.	O	<u>FC</u> , PSO
V.A.5.	Explore feasibility of providing municipal boiler to burn brush & landscape materials.	M	<u>TM</u> , FC, PW
V.A.6.	Establish emergency services policy to charge for false alarms.	O	<u>FC</u> , PSO, Selectmen, TM

<b>Policy/Strategy</b>	<b>Description</b>	<b>Timeframe</b>	<b>Responsibility<sup>7</sup></b>
V.B.1.	Continue to support the Health Center, particularly in addressing increased demands for services & develop strategy for physician access.	O	<u>HBAC</u> , Selectmen
V.B.2.	Support work of Islesboro Health Board Advisory Committee in controlling tick populations.	O	<u>HBAC</u> , Selectmen
V.C.1.	Continue to explore & support ways to maintain quality of local education while minimizing increases in costs.	O	<u>Supt</u> , <u>SCom</u> , Selectmen
V.C.2.	Continue to seek increased enrollment in the Islesboro Central School Magnet Student Program.	O	<u>P</u> , <u>SCom</u> , <u>Supt</u>
V.C.3.	Prepare & invest in ongoing Islesboro Central School facility maintenance program.	O	<u>P</u> , <u>SCom</u> , <u>Supt</u>
V.D.1.	Continue to provide free disposal days & a safe holding area for temporary storage of hazardous household materials. See Policy VIII.A.	O	<u>TM</u> , <u>PW</u> , Selectmen
V.E.1.	Amend ordinances to require use of low cost water saving & other conservation devices in new construction. Prepare & distribute education materials regarding energy efficiency.	S	<u>PB</u> , <u>CEO</u> , <u>CPIC</u> , <u>GC</u>
V.E.2.	Amend land use & development review ordinances to require community wells & septic systems in new major subdivisions. See Strategy III.B.2.	S	<u>PB</u> , <u>CEO</u> , <u>CPIC</u> , <u>GC</u>
V.E.3.	Plan for & consider investing in public wells & sanitary waste disposal systems in Village Areas.	S	<u>Selectmen</u> , <u>CPIC</u> , <u>GC</u>
V.F.1.	Study feasibility of town owned fuel storage facilities for emergency services.	M	<u>TM</u> , <u>FC</u> , <u>PSO</u> , Selectmen
V.F.2.	Amend ordinances to encourage maximum energy efficiency in new construction & energy audits in renovations &/or expansions.	S	<u>PB</u> , <u>CEO</u> , <u>CPIC</u>
V.F.3.	Plant trees, increase insulation, & make other improvements to the Town Office to reduce energy consumption & lower costs.	M	<u>TM</u> , Selectmen
V.F.4.	Explore feasibility & desirability of alternative energy production & amend ordinances to provide clear provisions to guide location & permitting of alternative energy facilities.	M	<u>Selectmen</u> , <u>CEO</u> , <u>CPIC</u> , <u>PB</u> , <u>TM</u>
<b>VI. Maintain &amp; Expand Recreational Opportunities &amp; Access to the Shore</b>			

<b>Policy/Strategy</b>	<b>Description</b>	<b>Timeframe</b>	<b>Responsibility<sup>7</sup></b>
VI.A.1.	Maintain & improve existing public recreation areas, boat landings, moorings, & shore access.	O	<u>TM</u> , HC, HM, RC, Selectmen
VI.A.2.	Provide composting toilets &/or port-potties at public parks.	O	<u>TM</u> , RC
VI.B.1.	Reconsider need for seasonal dock at Warren's Landing (Pripet) or other sites, which could serve as an emergency evacuation site Upland.	L	<u>PSO</u> , FC, HM, Selectmen, TM
VI.B.2.	Research & secure town rights to water &/or shore access. If opportunities arise, support efforts to acquire more land for recreation & access to shores.	M & O	<u>HC</u> , HM, Selectmen, TM
VI.C.1.	Charge Recreation Committee with identifying & recommending locations for off-road walking trails & bicycle paths. See Policy IV.B.	M & O	<u>Selectmen</u> , RC
<b>VII. Protect &amp; Enhance Marine Ecosystem, Encourage &amp; Promote Sustainable Resource Development , &amp; Increase Public Awareness</b>			
VII.A.1.	Encourage Shellfish Committee & Islesboro Central School to continue collaborating with Islesboro Island Trust & Maine Department of Marine Resources to monitor & protect marine environment.	O	<u>ShC</u> , CIC, DMR, IIT, SCom
VII.A.2.	Support local & state organizations to protect ecological integrity of Penobscot Bay.	O	<u>SC</u> , Selectmen
VII.A.3.	Expand Harbor Committee's jurisdiction to all of town's waters & shores.	L	<u>Selectmen</u> , HC, HM
VII.B.1.	Continue commitment for appropriate law enforcement to protect shellfish.	O	<u>CIC</u> , ShC, Selectmen
VII.B.2.	Work with Department of Marine Resources to complete shoreline surveys.	O	<u>SC</u> , CIC ,DMR
VII.B.3.	Continue to support soft shell clam stock enhancement programs & shellfish conservation areas.	O	<u>SC</u> , CIC, Selectmen
VII.B.4.	Charge Shellfish Committee with preparing clam & fishery inventories.	M	<u>Selectmen</u> , CIC, ShC
VII.B.5.	Charge Shellfish Committee with investigating ways to increase development of sustainable fisheries.	M	<u>Selectmen</u> , CIC, ShC
VII.B.6.	If opportunities arise, support efforts to acquire mainland access point to support expansion of natural resource based industries.	O	<u>Selectmen</u> , TM
<b>VIII. Preserve &amp; Protect Surface Waters, Flood Prone Areas, Shorelands, Marshes, &amp; Wetlands</b>			

<b>Policy/Strategy</b>	<b>Description</b>	<b>Timeframe</b>	<b>Responsibility<sup>7</sup></b>
VIII.A.1.	Execute public awareness campaign about impact of & safe handling & herbicides, pesticides, & other toxic chemicals.	S & O	<u>GC</u> , Selectmen
VIII.A.2.	Continue to support a hazardous waste collection program for household & commercial business. See Strategy V.D.1.	O	<u>TM</u> ,GC, WMC
VIII.A.3.	Require property owners to upgrade cesspools to a septic system upon transfer of property.	S	<u>PB</u> , CEO, CPIC, GC
VIII.A.4.	Revise stormwater standards in land use & development review ordinances.	S	<u>PB</u> , CEO, CPIC, GC
VIII.B.1.	Amend land use & development review ordinances to restrict phosphorous in stormwater discharges to Meadow Pond.	S	<u>PB</u> , CEO, CPIC, GC
VIII. B.2.	Explore ways to reduce sediment loading from public & private winter maintenance of roads.	S	<u>TM</u>
VIII.C.1.	Update ordinances to maintain eligibility for the National Flood Insurance program.	S	<u>PB</u> , CEO,CPIC
VIII.C.2.	Update land use & development review ordinances to reflect latest Shoreland Zoning requirements.	S	<u>PB</u> , CEO,CPIC
VIII.D.1.	Update & expand inventories of marshes & wetlands & add to town's GIS.	O	<u>PB</u> , CEO,CPIC, IIT
VIII.D.2.	Amend land use & development review ordinances to require information on marshes & wetlands in format compatible with town's GIS.	S	<u>PB</u> , CEO,CPIC, IIT, Selectmen
<b>IX. Preserve &amp; Protect Groundwater Resources</b>			
IX.A.1.	Continue sampling & testing water as part of well monitoring program.	O	<u>GC</u> , CEO
IX.A.2.	Continue to publish information about groundwater system so residents will appreciate need for protection.	O	<u>GC</u>
IX.A.3.	Continue to publish information about proper care & maintenance of septic systems & encourage annual water quality testing.	O	<u>GC</u> , CEO
IX. A.4.	Execute public awareness campaign about impact, safe handling, & application of herbicides, pesticides, & other toxic chemicals. See Strategies VIII. A.1-3.	S	<u>GC</u> , WMC
IX.B.1.	Adopt program & amend ordinances to require periodic inspection & maintenance of well casings & septic systems.	S	<u>PB</u> , CEO, CPIC, DHWC, GC

<b>Policy/Strategy</b>	<b>Description</b>	<b>Timeframe</b>	<b>Responsibility<sup>7</sup></b>
IX.B.2.	Amend ordinances to require registration & proof of potable water for new wells through building permit process when properties change hands.	S	<u>PB</u> , CEO, CPIC, DHWC, GC
IX.B.3.	Adopt program & amend ordinances to require certificates of compliance for wells, cesspools, & septic systems.	S	<u>PB</u> , CEO, CPIC, DHWC, GC
IX.B.4.	Amend land use & development review ordinances to limit development of major recharge areas.	S	<u>PB</u> , CEO, CPIC, GC
IX.B.5.	Continue to support groundwater monitoring program for landfill.	O	<u>TM</u> , GC, Selectmen
IX. B.6.	Strictly enforce State laws pertaining to protection of groundwater resources.	O	<u>CEO</u>
IX.B.7.	Execute public awareness campaign about importance of periodic inspections & maintenance of well casings & septic systems, annual testing of well water, & maintaining adequate distances between wells & septic systems. See Strategies IX.B.1-3.)	O	<u>GC</u>
IX. B.8.	When property changes hands, require upgrade from cesspool to septic system.	S	<u>PB</u> , CEO, CPIC, Selectmen
<b>X. Protect Critical Natural Resources &amp; Areas</b>			
X.A.1.	Review land use & development review ordinances to ensure critical natural resources are adequately protected.	O	<u>PB</u> , CEO
X.A.2.	Encourage students & residents to inventory wildlife & plant communities.	S & O	<u>SB</u> , IIT
X.A.3.	Encourage public & private education that enhances understanding, appreciation, & protection of critical natural resources & wildlife.	S & O	<u>SB</u> , IIT
X.B.1.	Support conservation by amending land use & development review ordinances to manage the intensity of growth & provide adequate performance standards, voluntary contributions, & targeted acquisitions. See Section XIII. Land Use.	S	<u>PB</u> , CEO, Selectmen, TM
X.B.2.	Prepare an open space plan.	M	<u>CPIC</u> , TM
X.B.3.	Amend land use & development review ordinances to establish cutting guidelines to protect scenic views identified in Comprehensive Plan.	S	<u>PB</u> , CEO, CPIC
X.C.1.	Amend ordinances to protect community from landslides & sea level rise.	S	<u>PB</u> , CEO, CPIC, FC, PSO

<b>Policy/Strategy</b>	<b>Description</b>	<b>Timeframe</b>	<b>Responsibility<sup>7</sup></b>
X.C.2.	Prepare & implement an emergency evacuation plan. See Strategy VI.B.1.	S & O	<u>PSO</u> , FC
X.D.1.	Support work of Health Board Advisory Committee in controlling tick population.	O	<u>HBAC</u> , Selectmen
X.D.2.	Prepare strategy to address invasive species.	M	<u>CPIC</u> , IIT, PB
<b>XI. Promote &amp; Protect Agricultural &amp; Forest Resources.</b>			
XI.A.1.	Define farming & prepare & implement a strategy to encourage increased local farming. See Policy II.C.	M	<u>IEDC</u> , CPIC
XI.A.2.	Seek private land & investments to support sustainable agriculture on the Island.	M & O	<u>IEDC</u> , CPIC, Selectmen
XI.A.3.	Amend land use & development review ordinances to support sustainable agriculture on the Island.	S	<u>PB</u> , CEO, CPIC, IEDC
XI.A.4.	Continue to support the horticulture program at Islesboro Central School.	O	<u>SB</u> , Selectmen
XI.A.5.	Encourage eligible farmers to enroll in the current use farmland program.	O	<u>Selectmen</u> , Assess, CPIC, TM
XI.B.1.	Encourage residents to use appropriate forestry & agricultural best management practices & make information about them available at Town Office.	M	<u>CPIC</u> , Selectmen, TC
XI.B.2.	Maintain copy of <i>Erosion and Sediment Control Handbook for Maine Timber Harvesting Operations: Best Management Practices</i> available in Town Office.	S & O	<u>CPIC</u> , Selectmen, TM, TC
XI.B.3.	Maintain list of natural resource consultants & addresses of related state agencies at Town Office	S & O	<u>TC</u> , CPIC, Selectmen, TM
<b>XII. Promote Identification &amp; Protection of Significant Historic &amp; Archaeological Resources</b>			
XII.A.1.	Amend land use & development review ordinances to require identification of significant historic & archaeological resources.	S	<u>PB</u> CEO, CPIC, HS
XII.B.1.	Continue to maintain & support Grindle Point Lighthouse & Sailors' Museum, Alice L. Pendleton Library, & other historic properties	O	<u>Select Board</u> , CA, HS, LC, Lib, MH, SeC
XII.B.2.	Continue to support nonprofit organizations that protect town's historical & archaeological resources.	O	<u>Selectmen</u> , HS
XII.B.3.	Promote educational & cultural activities that enhance understanding & appreciation of town's heritage & archaeological resources.	O	<u>HS</u> , CA, LC, Lib, MH, SeC
XII.B.4.	Support efforts to maintain cemeteries.	O	<u>CeC</u> , Selectmen

Policy/Strategy	Description	Timeframe	Responsibility <sup>7</sup>
<b>XIII. Protect Character of Town &amp; Its Economy, Allow Commercial &amp; Residential Growth, &amp; Prevent Development Sprawl.</b>			
XIII.A.	Preserve & enhance present level of development while encouraging managed growth.	O	<u>Selectmen</u> , IEDC
XIII.B.1. - B.7.	Review & amend land use & development review ordinances to promote desired, compact village & neighborhood character in Village Areas & Activity Centers.	S	<u>PB</u> , CEO, CPIC
XIII.B.1. - B.7.	Review & amend land use & development review ordinances to ensure that Critical Rural Areas are off limits to virtually all development.	S	<u>PB</u> , CEO, CPIC
XIII.B.9. & B.11.	Review & amend land use & development review ordinances to designate & manage development in Seasonal Residential Areas.	S	<u>PB</u> , CEO, CPIC
XIII.B.10.	Review & amend land use & development review ordinances to designate & manage development in Rural Areas.	S	<u>PB</u> , CEO, CPIC
XIII.B.12.	Amend land use & development review ordinances to adopt different requirements for building permits & subdivisions in Rural & Seasonal Residential Areas & in Village & Activity Centers.	S	<u>PB</u> , CEO, CPIC
XIII.B.13.	Adopt creative techniques to lessen impact of growth directing strategies in Critical Rural & Rural Areas.	S	<u>PB</u> , CEO, CPIC
XIII.C.1.	Amend development review ordinance to require submission of sketch plans for clustered design & to screen developments from public roads, spaces, & the water & set aside open or forested space.	S	<u>PB</u> , CEO, CPIC
XIII.C.2.	Amend ordinances to clarify that Planning Board may require cluster option.	S	<u>PB</u> , CEO, CPIC
XIII.C.3.	Monitor effectiveness of revised cluster provisions & modify them, if necessary, to meet policy.	O	<u>PB</u> , CEO, CPIC
XIII.D.1.	Amend development review ordinance to require community septic & water systems for proposed subdivisions in Village Areas, Activity Centers, Seasonal Residential, & Rural Areas. Investigate when public systems & amenities & investments may be appropriate or desired. See Policy IX.B.	S	<u>PB</u> , CEO, CPIC, GC

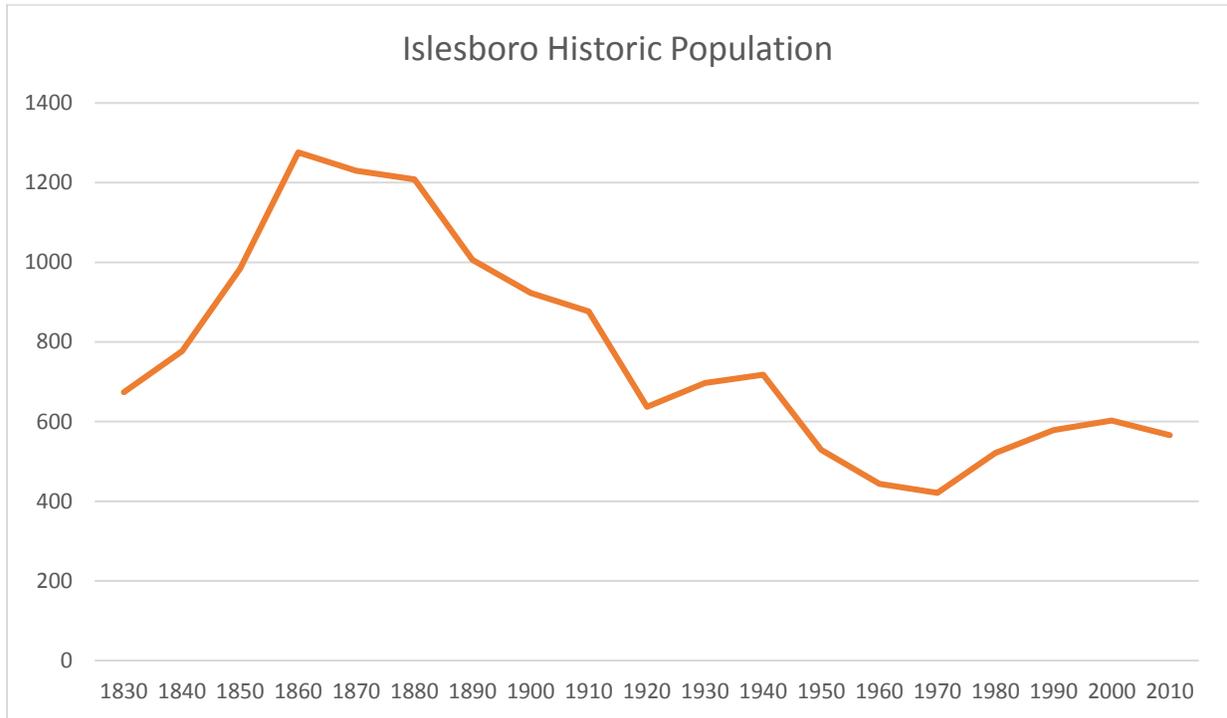
<b>Policy/Strategy</b>	<b>Description</b>	<b>Timeframe</b>	<b>Responsibility<sup>7</sup></b>
XIII.E.1.	Assign oversight of implementation & monitoring of success to Comprehensive Plan Implementation Committee & the Board of Selectmen.	S & O	<u>Selectmen</u> , CPIC
<b>XIV. Maintain a Prudent, Open, &amp; Transparent Fiscal Management System.</b>			
XIV.A.1.	Continue to monitor & participate in County budget process.	O	<u>Selectmen</u> , TM
XIV.A.2.	Continue to oppose unfunded state & federal mandates.	O	<u>Selectmen</u> , TM
XIV.A.3.	Encourage legislators to support state reimbursement for revenue lost from current use tax programs.	O	<u>Selectmen</u> , Assess, TM
XIV.B.1.	Formalize, maintain, update, & prioritize the fiscal year capital improvements budget.	S & O	<u>TM</u> , Selectmen
XIV.B.2.	Establish a limit for annual debt service except in emergency situations.	S	<u>Selectmen</u> , TM
XIV.B.3.	Continue to establish & maintain capital reserve funds.	O	<u>Selectmen</u> , TM
XIV.B.4.	Offset property taxation with user fees for specialized activities.	O	<u>TM</u> , Selectmen
XIV.B.5.	Prepare & distribute information about proposed capital investments.	O	<u>TM</u> , Selectmen
XIV.C.1.	Undertake a revaluation when town's ratio of assessed to market value falls below state's recommended minimum.	O	<u>Assess</u> , Selectmen, TM
<b>XV. Have the Greatest Possible Participation of Citizens &amp; Residents in Formulating Town Policies in Open, Transparent, &amp; Efficient Manner</b>			
XV.A.1.	Create & maintain a town web site to share information & link to community organizations' web sites.	S & O	<u>Selectmen</u> , TM
XV.A.2.	Require Board of Selectmen & committees to post quarterly reports of activities on web sites.	S & O	<u>Selectmen</u> , CC, TM
XV.A.3.	Record Board of Selectmen & Planning Board meetings & investigate televising meetings on public access.	L & O	<u>Selectmen</u> , TM
XV.A.4.	Work with Maine Municipal Association to prepare conflict of interest statements for all members of committees to sign.	S & O	<u>TM</u> , CC, Selectmen
XV.A.5.	Establish Comprehensive Plan Implementation Committee to oversee implementation & report on progress in Annual Report.	S	<u>Selectmen</u> , CPIC
XV.B.1.	Establish protocols for cooperation among town committees.	S	<u>TM</u> , CC, Selectmen

<b>Policy/Strategy</b>	<b>Description</b>	<b>Timeframe</b>	<b>Responsibility<sup>7</sup></b>
XV.B.2.	Require new committee members to formally meet with Board of Selectmen or Town Manager to review expectations & responsibilities.	S & O	<u>TM</u> , CC, Selectmen
XV.B.3.	Encourage greater participation of seasonal residents by establishing telephone & other electronic facilities for engagement from away.	M	<u>TM</u> , CC, Selectmen
XV.B.4.	Consider & adopt measures to increase participation of seasonal residents.	S & O	<u>TM</u> , CC, Selectmen
XV.C.1.	Create a charter commission to consider the need to adopt a Town Charter & make recommendations.	L	<u>TM</u> , Selectmen
XV.C.2.	Post notice of elections for Board of Selectmen & Islesboro Central School Committee 3 months in advance of Town Meeting, along with a summary of qualifications & duties.	S & O	<u>TC</u> , SCom, Selectmen, TM

## **Section V.A.**

### **Population**

## I. Year Round Population



The year round population of Islesboro rose dramatically from 1830 to a peak of 1,276 people in 1860, then dropped every decade thereafter, except for an increase between 1930 and 1940, after which it continued to fall until 1970. Since 1970, it has risen steadily.

### A. Population Comparisons and Projection

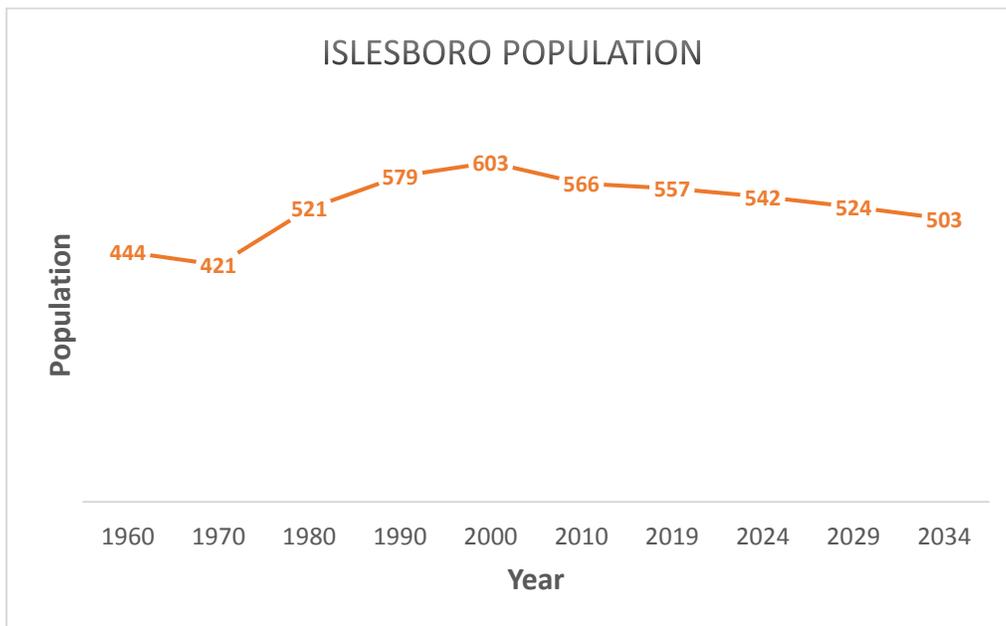
The following section compares Islesboro's demographic characteristics to those of the State of Maine and Waldo County, as well as to nearby Lincolnville and Northport on the mainland and to North Haven and Vinalhaven, two other island communities in Penobscot Bay.

<b>Islesboro Total Population and Comparisons, 1990-2010</b>								
	<b>1990</b>	<b>2000</b>	<b>Change 1990- 2000</b>	<b>2010</b>	<b>Change 2000- 2010</b>	<b>Change 1990- 2010</b>	<b>2019 Estimate</b>	<b>Change 2010- 2019</b>
Islesboro	579	603	4.1%	566	-6.1%	-2.2%	557	-1.6%
North Haven	332	381	14.8%	355	-6.8%	6.9%	344	-3.1%
Vinalhaven	1,072	1,235	15.2%	1,165	-5.7%	8.7%	1,116	-4.2%
Lincolnville	1,908	2,042	7.0%	2,164	6.0%	13.4%	2,201	1.7%
Northport	1,201	1,331	10.8%	1,520	14.2%	26.6%	1,537	1.1%
Waldo County	33,018	37,712	14.2%	38,786	2.8%	17.5%	35,456	-8.6%
Maine	1,332,944	1,330,903	-0.2%	1,328,361	-0.2%	-0.3%	1,332,944	0.3%
Source: U.S. Census; Maine Office of Policy and Management								

In the year 2000, the population of Islesboro was 603 people, the largest number since 1960. The rate of decrease in population from 1990 to 2010 was much greater (2.2%) than in comparable island communities (6.9% and 8.7% increases for North Haven and Vinalhaven respectively) and is closer to the percent decrease of the State over the same period of time. Although Islesboro grew faster than North Haven and Vinalhaven in the 1980s, it grew much slower than these communities in the 1990s & 2000s. While Islesboro's growth was notable from 1980-2000, the community did not grow as fast as the mainland during this same time period.

<b>Islesboro Population and Comparisons, 2019-2034</b>							
	<b>2019</b>	<b>2024</b>	<b>Change 2019- 2024</b>	<b>2029</b>	<b>Change 2024- 2029</b>	<b>2034</b>	<b>Change 2029- 2034</b>
Islesboro	557	542	-2.7%	524	-3.3%	503	-4.0%
Waldo County	38,498	37,712	-2.0%	36,693	-2.7%	35,456	-3.4%
Maine	1,332,944	1,330,903	-0.2%	1,322,023	-0.7%	1,305,910	-1.2%

Source: U.S. Census

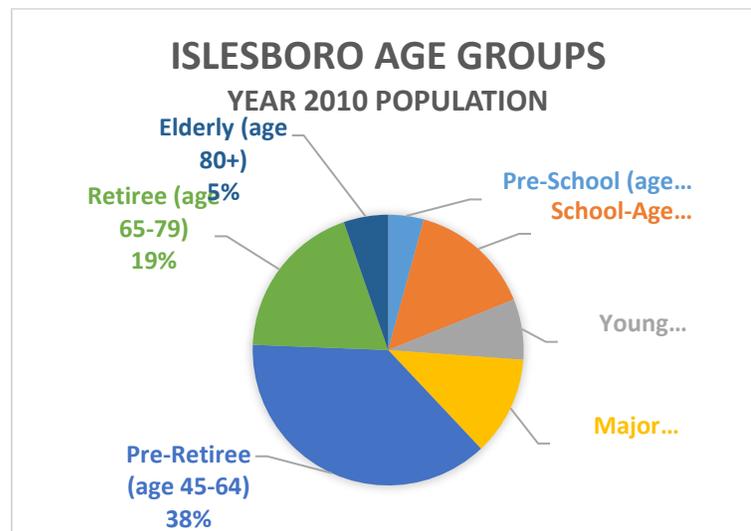


The Maine State Planning Office (SPO) projects that the 2024 year round population of Islesboro will be 542 people, with a slight decline each of the following 5 years to 503 by 2034. Islesboro population is expected to decline at a slightly higher rate than Waldo County and more than four times as fast as the state.

## B. Changes in Population

Islesboro Population by Age: 2000-2010					
	2000	% of Total	2010	% of Total	Change 2000-2010
Pre-School (age <5 years)	31	5.1%	24	4.2%	-22.6%
School-Age (age 5-19)	100	16.6%	83	14.7%	-17.0%
Young Adult (age 20-29)	38	6.3%	41	7.2%	7.9%
Major Family Formation (age 30-44)	126	20.9%	67	11.8%	-46.8%
Pre-Retiree (age 45-64)	188	31.2%	213	37.6%	13.3%
Retiree (age 65-79)	81	13.4%	108	19.1%	33.3%
Elderly (age 80+)	39	6.5%	30	5.3%	-23.1%
<b>Total</b>	<b>603</b>		<b>566</b>		<b>-6.1%</b>

Source: U.S. Census



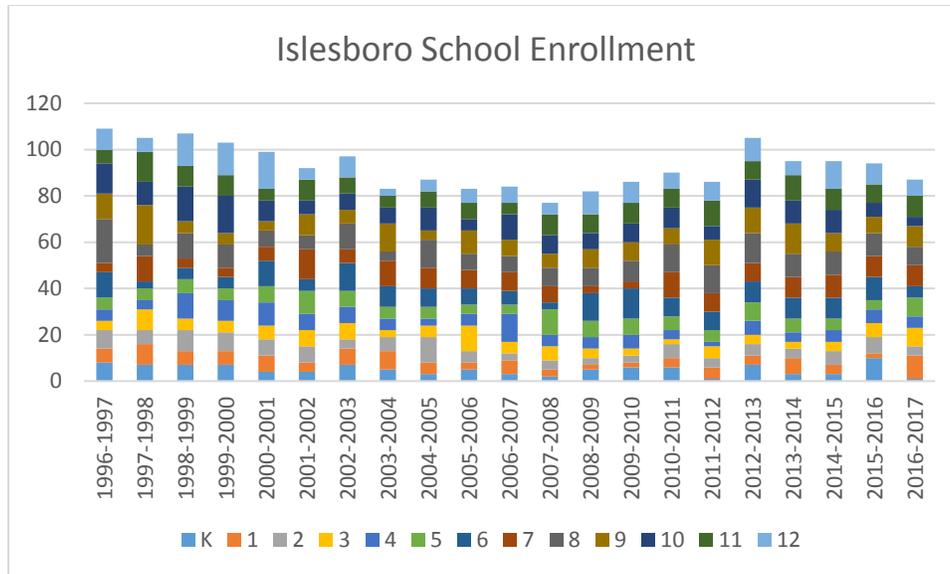
Islesboro Median Age and Comparisons, 1980-2010				
	1980	1990	2000	2010
Islesboro	37.6	41.1	45.9	53.8
North Haven	35.6	45.3	38.7	44.5
Vinalhaven	35.5	38.8	40.2	45.3
Lincolntonville	39.9	36.6	41.7	47.5
Waldo County	28.6	34.7	39.3	44.1
State	28.8	33.8	38.6	42.7

Source: U.S. Census

The year round population of Islesboro is aging, as it is in comparison communities, Waldo County, and the state. In 2000, nearly 1/5th of the population was retirement age or older. Pre-retiree population increased 13.3% while the elderly population segment decreased by 23.1% between 2000 and 2010. Residents in the major family formation years declined by 46.8%. The percent of young adults increased by 7.9% between 2000 and 2010. See Section V.E. Public Facilities and Services for discussion of school enrollment trends.

<b>Islesboro School Enrollments, 1996-2017</b>														
	<b>K</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>Total</b>
<b>1996-1997</b>	8	6	8	4	5	5	11	4	19	11	13	6	9	109
<b>1997-1998</b>	7	9	6	9	4	5	3	11	5	17	10	13	6	105
<b>1998-1999</b>	7	6	9	5	11	6	5	4	11	5	15	9	14	107
<b>1999-2000</b>	7	6	8	5	9	5	5	4	10	5	16	9	14	103
<b>2000-2001</b>	4	7	7	6	10	7	11	6	7	4	9	5	16	99
<b>2001-2002</b>	4	4	7	7	7	10	5	13	6	9	6	9	5	92
<b>2002-2003</b>	7	7	4	7	7	7	12	6	11	6	7	7	9	97
<b>2003-2004</b>	5	8	6	3	5	5	9	11	4	12	7	5	3	83
<b>2004-2005</b>	3	5	11	5	3	5	8	9	12	4	10	7	5	87
<b>2005-2006</b>	5	3	5	11	5	4	7	8	7	10	5	7	6	83
<b>2006-2007</b>	3	6	3	5	12	4	6	8	7	7	11	5	7	84
<b>2007-2008</b>	2	3	4	6	5	11	3	7	8	6	8	9	5	77
<b>2008-2009</b>	5	2	3	4	5	7	12	3	8	8	7	8	10	82
<b>2009-2010</b>	6	2	3	3	6	7	13	3	9	8	8	9	9	86
<b>2010-2011</b>	6	4	6	2	4	6	8	11	12	7	9	8	7	90
<b>2011-2012</b>	1	5	4	5	2	5	8	8	12	11	6	11	8	86
<b>2012-2013</b>	7	4	5	4	6	8	9	8	13	11	12	8	10	105
<b>2013-2014</b>	3	7	4	3	4	6	9	9	10	13	10	11	6	95
<b>2014-2015</b>	3	4	6	4	5	5	9	10	10	8	10	9	12	95
<b>2015-2016</b>	10	2	7	6	6	4	10	9	10	7	6	8	9	94
<b>2016-2017</b>	1	10	4	8	5	8	5	9	8	9	4	9	7	87

Source: Maine Department of Education



Islesboro’s student population has seen slight fluctuations over the years as birth rates rise and fall. Student population averages between 90 and 100 students over the past ten years. Islesboro’s Magnet Student Program (students in the Grades 5-12) represents 20-25% of the overall population and are not Islesboro Residents.

### C. Education

<b>Educational Attainment Persons 25 Years and Over, 2010-2015</b>		
	<b>2010</b>	<b>2015</b>
<b>% High School Graduate or Higher</b>		
Islesboro	93.8	96.8
Waldo County	90.0	92.2
Maine	89.8	91.6
<b>% Bachelor's Degree or Higher</b>		
Islesboro	35.3	44.7
Waldo County	23.1	30.3
Maine	26.5	29.0

Source: US Census, 2010

The year round population of Islesboro enjoys a higher educational attainment than that of Waldo County and the state, with over 96% receiving a high school degree or higher

and over 44% holding a bachelor’s degree or higher. The percent of high school graduates and holders of higher level degrees increased from 2010 to 2015.

#### D. Household Income and Poverty Levels

<b>Median Household Income 2010-2015</b>		
	<b>2010</b>	<b>2015</b>
Islesboro	\$ 52,917	\$ 58,421
Waldo County	\$ 41,312	\$ 44,082
Maine	\$ 46,933	\$ 49,331
<b>80% Median Household Income</b>		
Islesboro	\$ 42,334	\$ 46,737
Waldo County	\$ 33,050	\$ 35,266
Maine	\$ 37,546	\$ 39,465
<b>% of Individuals Below Poverty Level</b>		
	<b>2012</b>	<b>2015</b>
Islesboro	9.1	8.7
Waldo County	15.5	16.4
Maine	13.3	13.9
Source: US Census, 2010; American Community Survey (ACS), 2015		

The median household income of year round Islesboro residents in 2010 was \$52,917. This was 28% higher than that of Waldo County and 12.8% higher than that of the state.

Percent of families below the poverty line was 58.7% that of the County and 68.4% that of the state.

#### II. Estimated Summer Population

<b>Islesboro Estimated Summer Population, 2017</b>	
<b>2010 average year round household size</b>	1.81
<b>2010 average seasonal household size</b>	3.2
<b>2010 estimated total year round households</b>	312
<b>2010 estimated total seasonal households</b>	509

<b>2010 year round population</b>	566
<b>2010 estimated seasonal population</b>	1,629
<b>2010 estimated summer population</b>	2,195
<b>2017 estimated total year round households</b>	318
<b>2017 estimated total seasonal households</b>	520
<b>2017 estimated year round population</b>	576
<b>2017 estimated seasonal population</b>	1,664
<b>2017 estimated summer population</b>	2,240
<b>Source:</b> 2010 US Census, Islesboro 2002 Comprehensive Plan Committee; Islesboro Assessor's Office.	

Islesboro hosts a significant summer population that expands from 566 year round residents in the 2010 Census to approximately 2,195 estimated people for a 288% increase from Memorial Day to Columbus Day. The summer resident population is increasing annually as new homes are built and land is developed into house lots.

Using a method similar to the one employed in Islesboro's 2002 Comprehensive Plan, the 2017 seasonal population may be estimated based on the estimated number of seasonal homes in 2017<sup>8</sup> multiplied by an average household size of 3.2<sup>9</sup>. Based on building permits issued for seasonal and year round homes between 2008 and 2017, the Town's 2017 seasonal population is estimated to be 1,664. Adding the estimated number of year round residents in 2017 (576) to this total, the estimated summer population of the Island is approximately 2,240.

### III. Density of Development

The US Census indicates that Islesboro includes 68.9 square miles, although only 14.3 square miles is made up of land area (54.7 square miles is water). Based on a year round population of 566 in 2010, the density of Islesboro's land area is 39.58 persons per square mile. By 2019, SPO projects that Islesboro's density will decrease to 38.95

<sup>8</sup> See Housing Projections in Chapter 3 Housing.

<sup>9</sup> These numbers were derived from a review of permits for all new buildings built between 2008 and June 30, 2017. The Town's 1994 Comprehensive Plan used this average seasonal dwelling size, provided by the State Office of Comprehensive Planning. The Midcoast Regional Planning Commission (MCRPC) confirmed that this figure is still appropriate to use to estimate seasonal population. (Friends of Midcoast Maine conversations with MCRPC, 9/2008)

persons/square mile, by 2024, to 37.90 persons per square mile, and to 36.64 persons per square mile by 2029.

Based on the estimated 2017 year round population of 576 people and an estimated 2019 summer population of 2,240, the estimated density of year round population of Islesboro is 40.28 persons/square mile, while the estimated density of summer population is 156.6 persons/square mile or an increase of 288%.

#### **IV. Issues and Implications**

1. Islesboro's estimated 2019 population of 557 year round residents is approximately 43% of its peak 1860 population (1,276)<sup>10</sup>; however, the 2017 population of the community is estimated at 2,240 during the summer months, 75% more than the community's highest year round population.
2. SPO projects that Islesboro and the midcoast region, will grow faster than most of the rest of the state over the coming 10 -15 years. However, given recent economic trends, demographic projections for the region suggest that population and job growth are likely to be essentially flat, with the influx of baby boomers less dramatic due to the falling real estate market in New England. (Source: Gateway 1, Maine Department of Transportation, 2007). Demand for coastal property, however, is still expected to be strong, especially by retirees and seasonal property owners. This will likely drive property values higher and continue to force year round workers off the island. These conditions raise issues about housing affordability and increased demand for summer services, both impacting the sustainability of Islesboro as a year round community.
3. In general, the population of Islesboro, as well as the rest of the state, is aging. The largest population group in Islesboro is - 45-64 year-olds, the Pre-Retiree category.

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<sup>10</sup> Before the community had a significant seasonal population.

The young adult group has increased and families with school age children has decreased by 46.8% between 2000 and 2010. Preliminary discussions suggest that the Town wants to stabilize, and perhaps grow, its year round population. Is this the case? If so, what are the key factors holding back the community's ability to attract and retain younger families and residents year round. Limits to economic opportunities? Lack of diversity of good paying jobs on the Island? Lack of affordable housing? Lack of services? What should the Town do to create a balanced mix of young and old, summer and year round residents?

## **Section V.B.**

### **Economy**

## **I. Historical Perspective**

Historically, Islesboro relied on its natural resources as the base of its economy. Initially, Native Americans lived along protected shores and gathered, hunted, and fished for food and other necessities. Four hundred years ago Europeans traded for moose and beaver furs here. By the late 18<sup>th</sup> century, residents farmed the land and fished the surrounding waters. After the early settlement with its farming and fishing economy, Islesboro's primary industry became shipbuilding. Most vessels were small craft for local fishing and transport of surplus farm goods to other communities along the coast, as far south as Boston. For many years until the 1920's, when it was dissolved, the Pendleton family operated its nationally prominent shipmaster, ship owner, and ship building enterprises.

In the 1860's, Islesboro saw the advent of its first summer cottages and year round residents. Its workers, previously skilled in a number of trades, began to specialize. By the end of the century, off-Island land development companies and prominent families from New York, Boston, and Philadelphia had discovered Islesboro and were building more elaborate summer homes, hotels, and exclusive, private enclaves. (History of Islesboro, Maine, 1893-1983) Islesboro's commitment to a seasonal economy was firmly established. Dairies and farms produced perishable goods. Other residents provided transportation for passengers and freight, groundskeeping, housekeeping, laundries, hostelry, ice, stores for sundries and supplies, sawmills, and land sales. The first boatyard in the community was established around the turn of the century. Fisheries played a role, but were not as significant in the local economy as might be expected. The community's maritime traditions spawned cottage industries based on netting and knitting for a time prior to the adoption of a national minimum wage law. With the Great Depression, seasonal residency and its related economy changed once again. Post World War II, Islesboro's economy settled into the pattern that continues today.

## **II. Islesboro Work Force**

According to the US Census, there were 480 people of working age (over age 16), in Town in 2010.

### III. Employment

According to the Maine Department of Labor (DOL), in 2016 the 44 major employers (private and public) on the Island included:

<b>Islesboro Major Employers, 2016</b>	<b># Employees</b>
Tarratine Yacht Club	50-99
Islesboro Central School	20-49
Pendleton Yacht Yard	20-49
Islesboro School Central School	20-49
Hatch & Sons Landscaping	10-19
Islesboro Marine Enterprises	5-9
Dark Harbor Boat Yard Corp	5-9
Boardman Cottage	5-9
Robert Clayton Contractor	5-9
Town Office	5-9
Island Market	5-9
Island Plumbing and Heating	5-9
Islesboro Sporting Club	5-9
Islesboro Community Center	5-9
Islesboro Health Center	5-9
Abbey at Farrow Farm	1-4
Alice L. Pendleton Library	1-4
Arthur Ashley Inc.	1-4
Artisan Books and Bindery	1-4
Brook Farm Labs	1-4
Durkee's General Store	1-4
Erik Tierney Contracting	1-4
Food History News	1-4
Grindle Point Museum	1-4
Integrated Knowledge Solutions	1-4
Islesboro Affordable Property	1-4
Islesboro Electrical Service Inc	1-4
Islesboro Historical Society	1-4
Islesboro Island News	1-4
Islesboro Islands Trust	1-4
Islesboro Pre-School	1-4
Islesboro Realty	1-4
Islesboro Transfer Station	1-4

Island Property	1-4
JB Distinctive Furniture	1-4
Maine Connection	1-4
Nichter's Home Svc. Corp.	1-4
Paul Grindle Excv.	1-4
Rolerson Plumbing and Heating	1-4
Seaside Electrical Service	1-4
Summer Shop	1-4
US Post Office	1-4
Warren Realty	1-4
West Shore Drive LLC	1-4
<b>Source: Maine Department of Labor, 2016</b>	

According to DOL, in 2016, the largest employers in the community were the various yacht clubs and boat yards, the Islesboro school system, and the Town of Islesboro. More than half of the local businesses have four or fewer employees..

#### **IV. Business and Employment Inventory**

Because of concerns about the accuracy of and to supplement DOL's data above, the Comprehensive Plan Committee surveyed Islesboro businesses identified in the Sporting Club's "yellow pages" and known municipal entities to identify and contact local businesses for the survey. The Committee recognizes that the "yellow pages" do not reveal the total nature of the Island's economy, which also includes an informal set of working relationships that transcend advertised published business listings. For instance, caretakers and domestic workers, or housekeepers, are likely under-reported because many are hired for these positions through personal relationships and "word of mouth." Indeed a number of businesses were not listed or data was not available, so it is difficult to draw hard conclusions between the two survey periods.

The following limitations of the survey should be noted:

- numbers of employees for particular firms may result in double counting because some individuals may hold two, or even three, full or part time jobs;

- many positions are negotiated employer-to-employee with hours, pay, and duration set by private agreement;
- often both heads of households work; and
- seasonal versus full time designations may not be accurate because of requests made by employers for special services or projects over the winter.

Special requirements of summer residents shape a significant part of Islesboro’s economy. There are a large number of caretakers on the island who are responsible for maintenance of second homes. They may organize staffs to service as many as six or seven properties or deal, themselves, with a single summer resident’s house. Similarly, housekeeping and seasonal cleaning have traditionally provided major employment opportunities for Islanders, as are jobs for cooks and laundresses, gardeners, and lawn mowers.

In addition, there are money-making opportunities which cut across seasonal lines and business listings. Home crafters – weavers, quilters, ceramists, painters, photographers - sell their artistic offerings. Some Islanders work for the state ferry or provide personal services such as hair dressing. Lobstering provides jobs for boatmen and sternmen and supply local and off-Island markets. Many of the people who fill these positions, but not all, live on the island.

## V. Occupations

Islesboro Occupation Types, 2015		
	Number	Percent
Management, professional, and related occupations	113	31
Service occupations	103	28
Sales and office occupations	41	11
Farming, fishing, and forestry occupations	18	5
Construction, extraction, and maintenance occupations	43	12
Production, transportation, and material moving occupations	47	13
	365	100
Source: US Census Estimate, 2015		

The Comprehensive Plan Committee determined that nearly all of the 104 businesses listed in the “Yellow Pages” are locally owned businesses.

Islesboro does not have a traditional retail center or downtown although there were a number of historic villages in the community. The Town Office area currently serves as a village center with the town office, health center, public safety and fire department located within a single complex; elderly housing across the road and the post office, one market, one church, the Community Center, and other businesses clustered a short distance away. Other historic village areas include Guinea, near the historical society and the public library, Dark Harbor, which hosts a number of small shops, and the area around Durkee’s Store. Most businesses and jobs are dispersed throughout Town and along the waterfront.

While only 3% of Islesboro’s jobs are in fishing, farming and forestry, this natural resource based industry is important to the island community and its summer and year round economy.

## **VI. Tourism**

Tourism, through short term visits to Islesboro, is frequent during the summer months with the ferry transporting passengers on foot, by bicycle, and by vehicle. While camping is prohibited, except on Warren Island, some visitors stay in overnight accommodations at via home rentals through local realtors who also acting as rental agents, and directly with housing owners through Airbnb and VRBO. Bicyclists often visit the Island to ride for recreation.

## **VII. Unemployment**

<b>Islesboro Unemployment Rate</b>					
	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
<b>Islesboro</b>	6.0%	5.2%	4.9%	4.6%	4.2%
<b>Belfast</b>	9.5%	7.8%	6.4%	5.5%	4.6%
<b>Maine</b>	7.5%	6.6%	5.6%	4.4%	3.9%
<b>Source: Maine Department of Labor</b>					

The unemployment rate of Islesboro residents declined from 2012 to 2016, reflecting an overall positive trend in the economy of the Island which reflects the regional and statewide trend.

## **VIII. Fuel and the Local Economy**

Petroleum industry experts and the US Department of Energy (DOE) and many others all agree that:

- World demand for oil is increasing, especially in India and China,
- World oil supplies are finite and have or will soon peak, and
- As described by the DOE, “fuel prices and price volatility will increase dramatically and without timely mitigation, the economic, social, and political costs will be unprecedented.”

The State of Maine has undertaken several new energy initiatives to address the state’s vulnerability to the effects of very high oil costs.

For Islesboro, like all Maine islands, transportation cost increases can be expected to be nearly as dramatic as increases in the cost of heating fuel, affecting everything from the cost of food at the store to the ability of many families to make trips to the mainland.

Mitigation measures will need to address both supply of and demand for energy.

The late energy expert Matthew Simmons predicted that tidal power will be especially important for island communities, as will other sources of power such as wind. Local demand for fuel can be mitigated by a range of practices, from using more efficient or alternative forms of transportation to producing more goods and services locally. food being perhaps one obvious example.

## **IX. Issues and Implications**

1. Islesboro's economy is, and has been, highly dependent on its second home community for more than a century. During national economic downturns, like the current recession, this dependence creates significant stresses on the Town's economy. Preliminary discussions suggest that the Town wants to stabilize, and perhaps grow, its year round population. Is this the case? If so, what role does the economy on the Island play in the community's ability to attract and retain residents year round?
2. If the Town wants to expand its year round employment base, what type(s) of employment/industry would it like to see? How might additional home occupations be encouraged?
3. Does the Town want to support traditional resource based industries and employment?
4. Are there existing businesses at risk of closure that, if closed, would be a loss to the Island? How might the community support these businesses/employers?
5. Does the Town want to encourage additional tourism to support locally owned businesses and employment? If so, how might it do this without undermining Town character or creating unacceptable impacts? Are public facilities in place to support an increase in tourism? If not, what additional facilities are needed?
6. Are there other employment sectors that the Town should encourage to further support a year round economy? What are the services/supplies for which people travel off-Island? Should, or can, they be provided on-Island in the future?
7. What public facility needs, including energy, water, sewer, broadband/DSL access, three phase power, might be needed to support these businesses, services or industries? Does the community support public investment in these areas?

- 8) The E.F. Schumacher Society suggest that more independent regional economies – ones in which the goods consumed locally are produced locally is one way to build a more sustainable regional economy. By examining what is imported into the community and developing the conditions to produce those products from local resources with local labor, Islesboro might build more stability in its year round economy. While there are limits to how far Islesboro might travel down this path, there are models for this type of self-reliant economic development that can be found in other parts of Maine – energy cooperatives, community supported farms, regionally based equity and loan funds, worker-owned businesses, and community land trusts. Is this economic development path -- using what is immediately available to help Islanders sustain themselves -- one that Islesboro is interested in exploring? If so, what is the best way to go about building a local economy where consumers and producers work cooperatively to share the risk in creating businesses that reflect shared culture and values?
- 9) It is likely, given recent trends, that increasing fuel costs will continue to impact everything on the Island. What are the best ways to address increasing fuel costs and for people to continue to maintain island activities? Scooters? Others?

## **Section V.C.**

### **Housing**

## I. Housing Data

Islesboro Housing Units, 1990-2000							
Year	Total housing units	Occupied units	% of total	Vacant units	% of total	Of Vacant, # of seasonal, recreational or occasional	% of total
<b>2010</b>	877	270	31.8	580	68.2	551	64.8
<b>2000</b>	741	280	37.8	461	62.2	431	58.2
<b>1990</b>	632	271	42.9	361	57.1	340	53.8

Source: US Census, 2010

The 2010 US Census indicated that Islesboro had 877 total housing units, with 270, or 31.8%, occupied year round. Of the total, 580 were identified as vacant; 551 of these, or 64.8% of the total, were “seasonal, recreational or occasional use”. Between 1990 and 2010, the percent of occupied units dropped and the percent of seasonal, recreational or occasional use increased.

Islesboro Housing and Comparison Communities, 2010							
	Total housing units	Occupied units	% of total	Vacant units	% of total	Of Vacant, # for seasonal, recreational or occasional use	% of total
<b>Islesboro</b>	877	270	31.8	580	68.2	551	64.8
<b>Vinalhaven</b>	1295	545	42.1	750	57.9	685	52.9
<b>North Haven</b>	515	165	32.0	350	68.0	333	64.7
<b>Lincolntonville</b>	1465	959	65.5	506	34.5	423	28.9

Source: US Census, 2000

In 2010, Islesboro had a lower percent of occupied units than the other communities. The opposite was the case with seasonal units – Islesboro had a higher percent of seasonal units than the other communities.

Islesboro’s average household size in 2010 was 2.07 persons, slightly higher than the 2.15 persons reported in 2000. (Source: 2000 and 2010 US Census)

Islesboro Housing Tenure, 2010		
	#	%
<b>Year round housing units*</b>	270	100%
<b>Owner occupied</b>	217	80.4%
<b>Renter occupied</b>	53	19.6%
The US Census defines “year round housing units” the same as “occupied housing units”.		
Source: US Census, 2010		

Of the 270 occupied year round housing units, the vast majority was owner-occupied; only 53 units were renter-occupied.

According to interviews with realtors doing business in Islesboro, most recent home buyers of property priced higher than \$240,000 are from out of state and, on occasion, from out of the country. For properties priced under \$240,000, buyers tend to be from the Island or from other parts of Maine. (Source: Friends of Midcoast Maine interviews with realtors, August 2008)

## II. Ownership Patterns

Nonresident ownership is widely distributed across Islesboro, including most of its shoreline. Blocks of resident ownership (yellow on the map) are evident Upland near Kedears Hill and within the loop created by Meadow Pond and Main roads, along the northeastern shore, Parker and part of Coombs coves, the Bluffs and parts of Ryder Cove inland to Main Road and extending to the west shore to Sprague Cove and in places down to Seal Harbor. Resident ownership is also clustered in a small area in the Narrows and DownIsland in interior lots bracketed by West Bay, Main, Mill Creek, and Pendleton Point roads. A small section of Dark Harbor is also owned by residents.

## III. Housing Affordability

Unfortunately, very little data specific to Islesboro is available, so it is necessary to review data from Waldo County and nearby labor market areas (LMA) and communities.

Islesboro Affordability Index, 2016					
Location	Index	Median home price	Median income	Income needed to afford median home price	Home price affordable to median income
<b>Islesboro</b>	1.44	\$152,500	\$59,073	\$40,996	\$219,746
<b>Camden LMA Housing Market</b>	0.89	\$232,000	\$57,996	\$65,395	\$205,751
<b>Lincolntonville</b>	0.82	\$202,000	\$47,614	\$91,289	\$161,985
<b>Belfast</b>	0.67	\$184,600	\$37,770	\$56,481	\$123,445
<b>Northport</b>	1.00	\$211,000	\$61,167	\$60,867	\$212,040
<b>Maine</b>	0.97	\$184,000	\$50,990	\$52,545	\$178,552
<b>Belfast LMA Housing Market</b>	0.97	\$150,000	\$42,814	\$43,998	\$145,963
<b>Waldo County</b>	1.04	\$151,000	\$45,559	\$43,808	\$157,037
Source: Maine State Housing Authority 2016					

Waldo County housing is becoming less and less affordable for an average family and Islesboro is no exception. In 2016, the median price of a home in Waldo County was \$151,000. The median income that was needed to afford this priced home was \$43,808. An affordably priced home would cost \$157,037 for a family with a median income. Sixty percent of Waldo County households were unable to afford a median priced home. In 2016 the median home price on the island was 152,500. On April 1, 2016, the median assessed value for properties with a building value greater than \$10,000 was \$235,600 (Vern Ziegler, Town Assessor).

Islesboro Affordable Property (IAP) manages 13 units. Eight units are in the Ruthie James Subdivision where IAP owns the land, seven of the homes are owned by the family residing within, the eighth home is owned by IAP and rented. IAP owns five other homes on the island, all are rented. (Source: Email Correspondence with IAP, 8/2017)

**IV. Housing Projections**

<b>Islesboro Projected Year Round Housing, 2010-2025</b>			
	<b>2010</b>	<b>2015</b>	<b>2025</b>
<b>Owner Units</b>	266	278	
<b>Rental Units</b>	64	71	
<b>Total Units</b>	330	349	389
<p>“Occupied or For Sale or Rent”; 2025 is Friends of Midcoast Maine, straight line projection.</p> <p>Source: Maine State Planning Office</p>			

SPO projects an increase of 60 year round housing units between 2000 and 2015, or approximately 4 new units per year. Based on this annual projected growth in housing, the Town might anticipate an additional 40 new year round housing units by 2025, bringing the total new year round units since the year 2000 to 100.

However, since year round units are only an estimated 38% of Islesboro’s total housing stock, it is also important to estimate the number of new seasonal units the Town might expect.

Islesboro Residential Building Permits, 2008-2016	
	#
2008	6
2009	5
2010	3
2011	5
2012	2
2013	0
2014	2
2015	2
2016	3
Total 2008-2016	28
Annual Average 2008-2016	3.1
<b>Source: Islesboro Building Permits</b>	

An examination of Islesboro’s building permits suggests that, on average, between 2008 and 2017, the Town saw an increase of 3.1 housing units per year. Assuming a similar annual increase in total housing units between 2017 and 2025, Islesboro might expect an additional 28 new housing units. If 11 of these new units are year round, then approximately 17 would be seasonal.

## **V. Islesboro Affordable Property**

In 1990, Islesboro Affordable Property (IAP) incorporated as a non-profit 501c3 to provide housing options for low and moderate income residents.

IAP is presently managing the Ruthie James Subdivision, an eight home neighborhood on wooded property behind the post office. The homes are owned by the occupants, but IAP owns the land on which the homes are located and leases it to the homeowner.

IAP built a ninth house on land in Dark Harbor, near the former bus barn, purchased from the Town in 2002. This home is rented to the residents.

On 22 acres Upland that was given to IAP by the Town, IAP has completed boundary surveys and identified locations for septic. It also has done water testing and identified satisfactory locations for housing at the back of the property.

In 2003, Mrs. Marjorie Burgund donated a five acre parcel on Moosewood Lane to IAP. In 2006, the first house on the Mazza property was completed and became home for a long time resident and teacher. In 2007, a second house, an extended 3 bedroom, 2 1/2 bath Cape, was completed and became home to a family that includes a teacher at the school, a carpenter, and two children. The third house is expected to be completed in the not too distant future. In 2008, the focus has been on preparation of other properties for future development. One home was sold with deed restrictions including a long term affordability formula to allow the owner to earn some equity in the building after three years.

A September 2007 survey of 30 people who work on the Island found that 17 were interested in living on Islesboro. Eight were single and 9 had families with a total of 23 children.

The waiting list for affordable property contains eleven families and the wait can be up to two years or more to find affordable rental or owned property. IAP's first priority is rental space to meet the dire need. There are very few 12 month rentals available on Islesboro. People must shuffle around in the summer and some end up moving off

island. There is a need for studio apartments as well as 1, 2, and 3 bedroom homes. (Friends of Midcoast Maine interview with IAP, 9/9/2008 and IAP Fact Sheet)

## **VI. Islesboro Regulations**

The Town's Land Use and Development Review ordinances include provisions important to affordable housing issues in three places.

First, single family and two family units are reviewed under Islesboro's Land Use Ordinance. Multifamily, subdivisions, and re-subdivisions are reviewed under both the Land Use Ordinance and the Town's Development Review Ordinance. Apartment houses, congregate dwelling facilities, and similar multifamily residential developments, not connected to a public sewer, require a minimum lot size of 1.5 acres per unit and are not allowed in Resource Protection, Limited Development, Meadow Pond, or Maritime Activities districts. However, the Planning Board is authorized to reduce the required minimum lot size for efficiency, one bedroom, or units designed for the handicapped, to 0.5 acres per unit, although the total lot area must be at least 1.5 acres per building, not accessory to the principal use. The Planning Board is directed to consider the "number of apartments designated and the effect on the neighborhood that the higher density would create." Apartment houses, congregate dwelling facilities, and other similar multiple dwelling facilities connected to a public sewer are required to be located on a lot not less than 1.5 acres per building not accessory to the principal use, and to have not less than 0.5 acres per apartment. These standards provide an opportunity for smaller land requirements for single tenant, elderly, and handicapped occupancy, but provide no relief for family rental units unless they are connected to a public sewer.

Second, mobile home parks, including more than four units, require paved interior roads, increasing overall development costs for this form of affordable housing.

Third, in considering calculation of fees to address the impact of proposed development on public facilities and services, the Planning Board is directed to exempt that portion of anticipated impacts appropriated by the “legislative body of the Town” or by county, state, or federal grants.

## **VII. Issues and Implications**

1. Preliminary discussions suggest that the Town wants to stabilize, and perhaps grow, its year round population. Is this the case? If so, is affordability of housing a problem that undermines the goal of a more stable year round community?
2. While it may be important to determine the Town’s carrying capacity, efforts to curb residential growth could have the undesirable effect of aggravating housing costs and affordability issues, driving more young adults and families from the community. What steps might the Town take to direct growth in ways that are less land consumptive and better support growth in ways that reduce its impacts on affordable housing for the Town?
3. While most communities regulate subdivisions under the direction of the state subdivision law, thereby mitigating the more undesirable impacts of development, some communities regulate single family homes developed lot-by-lot. Yet lot-by-lot development, which creates only small impacts on an individual basis, creates larger, cumulative impacts when added together. These cumulative impacts are very difficult to manage. How serious is the impact of incremental, cumulative development in Islesboro? How should the Town best manage it?
4. Given the lack of affordable housing on the Island, should the Town encourage development of additional year round rental units to provide more affordable family housing?

5. Islesboro's Land Use and Development Review ordinances include provisions to reduce minimum lot size and fees to support the development of affordable housing. Are these provisions adequate to help meet the Town's affordable housing needs? What more might the Town do to encourage the creation of additional affordable housing, particularly in support of a more stable year round community?

## **Section V.D.**

### **Transportation**

## I. Road Maintenance

Ferry Road is a major collector road, maintained by the state. Mill Creek and West Side Roads are also maintained by the State. All other roads are locally owned and maintained or privately owned and maintained.

In 1993, \$140,000 was raised for road maintenance, which includes paving, dirt roads, and other repair. Currently, the Town has raised approximately \$300,000 for yearly maintenance, following a plan to pave two miles of main roads yearly. The Town Manager is the appointed Road Commissioner and with the help of the Public Works Department selects road segments to be improved on an as-needed

Islesboro's roads are not built to modern standards and heave with the freeze/thaw cycle. In general, island roads are in good condition. Road shoulders, however, are a problem. As noted in the 1994 plan, road sand builds up and prevents proper drainage of surface water into ditch and culvert systems. Grading and removal of excess material on the shoulders is very important and have proven to prolong the life of the road surface.

In past years, the Town owned a "grader", towed behind the town truck to maintain shoulders.<sup>11</sup> Currently, the Town owns no suitable equipment for grading, big repairs, or plowing. Years ago an attempt was made to purchase the necessary equipment, but was rejected at Town Meeting. Grading and ditching, putting in culverts, spot work, hauling of winter sand and road gravel is done by residents, without going out to bid. Winter snow removal is bid; but it is harder to find someone with the equipment interested in doing the work and winter snow-removal contract's conditions/stipulations are hard to enforce once the contract is signed.<sup>12</sup>

Shoulder improvement can be used to provide parking at various locations, including churches. Parking at the Post Office/Store/Church near the Town Center is a problem, as is parking near the Historical Society. People tend to park on the Main Road when

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<sup>11</sup> Comprehensive Plan Committee, 10/13/2008

<sup>12</sup> Comprehensive Plan Committee, 10/13/2008

public events are held at all of these locations, mostly limited to the short summer season.<sup>13</sup>

In recent years, there has been concern about how to define driveways and private roads. In previous years, at least one subdivision road was accepted as a town road after being approved as a private road.<sup>14</sup>

## **II. Posted Bridges and Roads**

Island roads are posted in the spring as determined by the Town Manager and Director of Public Works. The Town Manager is also the Road Commissioner.

## **III. Pedestrian and Bicycle Safety**

There presently are no formal bicycle routes or pedestrian routes to the school. There are several paths and short cuts a few students use to get to and from school. Pedestrian and vehicular safety on school property is handled by the School Department.<sup>15</sup>

An increasing number of island residents are interested in walking, biking, and using scooters on Town roads.

Bicyclists, especially clubs and “tour groups”, are attracted to the island’s roads, and were noted in the 1994 Comprehensive Plan as a problem and a danger. The same complaint applies today. Well-maintained (and adequate) shoulders are a safety issue, in that they allow bikes and walkers a chance to get off the road when necessary. A long line of bikers is difficult to pass on the winding roads, particularly for large vehicles, and likely encourages people to take inappropriate risks when passing bikers.

Targeted shoulder improvement and widening may help, for instance at the Narrows and the stretch of road near Maple Grove Cemetery. If bicycles could ride on a good

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<sup>13</sup> Comprehensive Plan Committee, 10/13/2008

<sup>14</sup> Comprehensive Plan Committee, 10/13/2008

<sup>15</sup> Comprehensive Plan Committee 10/13/2008.

surface farther right they would and this would allow traffic flow in a safe manner for everyone.<sup>16</sup>

#### **IV. Parking and Circulation**

Grindle Point, except for the ferry lines, is town-owned property. Ferry Road, Mill Creek Road, and West Bay Road are state roads.

The Town's major parking problem is in the vicinity of the ferry terminal during the summer months. There are currently 40 paved and striped town-owned parking spaces in good repair at the terminal lot and 10-12 guard rail spaces that are state owned along the road. The Town has worked with the state to improve the causeway and parking along the state road. The Town paid for shoulder work on this road and the creation of another 12-15 spaces on the shoulders. At peak season overflow parking fills these spaces. They are predominantly used by construction workers who leave a vehicle on-Island for use to and from their job sites. Parking is actively managed during the peak months.

Parking and circulation in the Post Office/Island Market location was discussed above. There is adequate publicly owned parking at the Town Office/Health Center parking lot with 25-30 paved spaces in good repair.

Current Islesboro ordinances require subdivisions to provide off-street parking at a rate of 1.5 on-site spaces per unit. This standard is waivable for "good cause". General commercial parking standards are described in the Development Review Ordinance although specific numbers of spaces per square foot of commercial space are not specified.<sup>17</sup> There is concern about the lack of turn-arounds at the ends of dead end roads.<sup>18</sup>

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<sup>16</sup> Comprehensive Plan Committee 10/13/2008.

<sup>17</sup> Development Review Ordinance, Section 7.3.

<sup>18</sup> Town Manager/Road Commissioner, 10/13/2008.

## **V. Public Transportation**

The Ferry offers island residents and visitors reliable travel to and from the Island with a predictable schedule. Ferry use peaks during the summer months. There is a charge for parking on the Lincolnville side of the ferry during these peak times.

The local airport provides a 2,500 foot paved runway, suitable for small planes and emergency flights. No lighting is available and none is desired as determined by the Airport Committee. The airport sees limited use with the highest use in summer months. UPS flies in every day. Recreational flying is fairly constant. The airport was recently paved and is in good condition. In the airplane parking area there is paved space for 8 to 10 planes. There are no airspace protection ordinances in place.

Airport Committee conveyed one area of concern: the need for fencing to keep animals off the runway. The Comprehensive Plan Committee discussed the possibility of requiring the airport to keep track of the number of flights arriving and departing, if fees should be charged to airport users to cover the cost of maintenance, and whether or not air traffic needed to be further regulated in any way.

The Board of Selectmen is looking into alternative methods of transporting people with medical emergencies to mainland hospitals. One method currently being looking into is expanded Quicksilver options (i.e. a wider ramp at the dock, tie-down straps for the boat, etc.).

## **VI. Issues and Implications**

### **High Priority**

1. The Post Office/Island Market/Baptist Church area has become the de facto town center. Should the Town improve this area? Should parking and circulation in this area be improved? Can the Federal Government participate in some of this cost? Are there other financing options that should be explored?

2. Is there a way to get state authorization to lower speed limits on the island? What is the best method to reduce traffic speeds? What is a “reasonable” speed limit? Summer vs. year-round? Based on safety conditions?
3. The Selectmen would like to finish road shoulders to improve bicycle safety. What is a reasonable cost for this work? What is the best way to make these improvements? Should the Town take additional steps to improve bicycle safety? For example, should the Town require bicyclists to receive an island bicycle safety brochure with a ferry ticket and otherwise conduct a public educational campaign?

### **Medium Priority**

4. The Town currently hires island contractors to perform routine road maintenance and plowing. Is this the best arrangement? The Town does not own equipment suitable for grading, big repairs, or plowing. Should the Town purchase some or all of this equipment? Are lease arrangements feasible?
5. Given concerns with groundwater protection, what road de-icing options are available? Should road salt be replaced with calcium chloride and/or be applied in a different manner?
6. Should the Town Road Commissioner be independent of the Town Manager? Should Islesboro consider establishing a Road Committee to advise the Road Commissioner?
7. Should Islesboro consider new medical emergency transportation options (in addition to the ferry)?
8. Should Islesboro monitor and record airport usage? How? Should the Town look into private financing for fencing at the airport? Can Islesboro exact an airport user fee to cover costs? How might this be administered?

### **Lower Priority**

9. The Town has an old “parking” ordinance that is not enforced at key community locations (e.g. churches, Historical Society, etc.). Should the ordinance be updated?

Abandoned? There have been concerns and problems with parking on public ways.  
Does the Town want to address event parking? Require off-street parking?

10. There have been requests for “dead end” and “children at play” road signs, presumably because of speed and traffic volumes on some roads. How should the Town respond to these requests?
11. Most “dead end roads” do not have public turnarounds. Should some be created? Should the Town purchase easements to do so? Should all new dead end roads be required to provide turnarounds?

## **Section V.E.**

### **Public Facilities and Services**

## I. Town Office

Most administrative functions of the community operate out of the Town Office, a 5,432 square foot building that was constructed in 1979. Municipal staff, who work at the Town Office, include the town manager, two clerks, town treasurer, one full-time public safety director, a part-time public safety administrative assistant, a part-time Code Enforcement Officer, and a part-time Assessor. The Town Manager indicates that the facility is adequate to meet current and anticipated demands.

## II. Municipal Fire Department<sup>19</sup>

Islesboro Number of Fire Calls, 2016-2017	
Type of Calls	Number of Calls
Alarm Investigation	17
Structure Fire	1
Smoke Investigation	1
EMT Lift Assist	10
Power Outage/Tree on Lines	12
Propane Calls	4
Grass & Brush Fire	5
Traffic Control	1
Water Rescue	1
<b>Total</b>	<b>52</b>
Source: Islesboro 2016-2017 Annual Report	

The Municipal Fire Department provides fire suppression, fire rescue, and fire education services for the community, including Islesboro Island, 700 Acre Island, Warren Island, Spruce Island, Ram Island, Seal Island, among others. The Town is a member of the Knox County Mutual Aid Association and the Waldo County Mutual Aid Agreement with Lincolnville, Belfast, Camden, and Northport.

<sup>19</sup> Based on discussion with Fire Dept, Chief Merton Durkee and review of 2007-2008 Town Budget.

Equipment and staff are housed at the Fire Station, which is part of the Town Office complex. While the building is in good condition, it is at capacity housing the community's four fire trucks and two ambulances, with no room for new equipment. It also provides office and meeting/training space. Fire Chief Merton Durkee recommends that the Town site a fire substation at the northern end of the island to house one fire truck and one ambulance and include a training building to conduct live-burn fire training. He estimates the cost for the facility as \$200,000-\$300,000.

Islesboro Fire Department Equipment, 2017			
Item	Date of Purchase/Receipt	Condition	Description and How Used
<b>Engine #1: Freightliner</b>	2002	Excellent	1250gpm/1250gallon tank Pumper/Primary Attack
<b>Engine #5: International</b>	1991	Good	1000gpm/1250gallon tank Pumper/Tanker
<b>Engine #4: Ford</b>	1968	Good	750gpm/750gallon tank Pumper
<b>Engine #6: Ford</b>	1987	Good	500gpm/2000gallon tank Tanker
<b>700 Acre Island Engine Clary</b>	1987	Good	250gpm/250gallon tank Mini-Pumper

According to the Fire Chief, all trucks are adequate to meet existing need, but in the future, the Town should replace and/or add a 1000gmp/2000gallon tank Pumper/Tanker at an estimated cost \$200,000.

The Department currently includes 10 firefighters. According to the Fire Chief, the Town needs more young members for SCBA use and to replace older firefighters. The Department includes a junior program that includes 1 participant. In addition, the Fire Chief indicates that he needs more time in-office to manage administrative responsibilities.

There are no existing plans to improve the Department's facility or equipment or to increase staff.

The Town's 2017-2018 budget for the Department is \$67,568.

In 1997, the Town adopted the Islesboro Addressing Ordinance to establish and maintain names and numbers of all properties to support Enhanced 911 service and the requirements of the US Postal Service.

### III. Public Safety<sup>20</sup>

Islesboro Number of Public Safety Calls, 2016-2017	
Type of Calls	Number of Calls
Ambulance	102
Police	477
Source: Islesboro 2016-2017 Annual Report	

The Islesboro Public Safety Department serves as the community's emergency operations center (EOC) and provides emergency medical, police, and water rescue services to Islesboro and associated islands. The Town is part of the Waldo County Mutual Aid Agreement with Lincolnville, Belfast, Camden, and Northport.

Equipment and staff are housed in the Public Safety Building, which is part of the Town Office complex. The building is used for dispatch, training, meeting space, storage, everyday business, vehicle storage, and sleeping space for off-island EMS/Health Center/Police/Fire/Training personnel. Capacity is around 38 in the meeting room.

According to the Public Safety Officer, Fred O. Porter, the facility is not sufficient for current and future demands. He recommends that an expanded facility should include a roughly 8,000 square foot building to house a 4-bay garage, a 3-room dormitory with shower/bath, cooking, and training space and be equipped with a generator that can be used to back-up the generator currently used in the Town Office complex. He also recommends that the facility include a separate EOC office. He estimates the cost for the new facility, including the heated concrete slab and prefabricated steel shell, would be \$162,000, with additional monies needed to finish the interior.

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<sup>20</sup> Based on discussion with Public Safety Officer Fred O. Porter and review of Town tax map.

<b>Islesboro Public Safety Equipment, 2017</b>			
<b>Item</b>	<b>Date of Purchase/Receipt</b>	<b>Condition</b>	<b>Description and How Used</b>
<b>Rescue #1</b>	2017	Excellent	Ambulance
<b>Rescue #2</b>	2006	Good/Old	Ambulance 20,000 miles
<b>Cruiser</b>	2013	Excellent	Police/Primary Response
<b>Source: Islesboro Public Safety Department, 2017</b>			

The Department currently includes 11 EMS, 2 police, and 5 emergency management staffers. According to the Public Safety Officer, current levels of staffing are low.

There are no existing plans to improve the Department's facility or equipment or to increase staff. The Town's 2017-2018 budget for the Department is \$119,868.

As necessary, patients are transported to Penobscot Bay Medical Center or Waldo County Hospital.

The Town is enrolled in the National Flood Insurance Program.

#### **IV. Waste Management**

<b>Islesboro Waste Management and Recycling Program, 2016-2017</b>	
<b>Tons of Municipal Waste</b>	567.30
<b>Tons of Traditional MSW Recycling</b>	107.00
<b>Tons of Other MSW Recycling</b>	24.80
<b>Tons of Total Municipal Solid Waste<sup>21</sup></b>	435.50
<b>Municipal Recycling Rate</b>	28.23%
<b>Source: Maine Department of Environmental Protection, 2017.</b>	

<sup>21</sup> Construction & Demolition Debris waste is included in Municipal Solid Waste total.

According to the Maine State Planning Office (SPO), Islesboro disposed of 567.3 tons of municipal waste<sup>22</sup> in 2016. The same year, it recycled 107.00 tons of cardboard, old newspaper, glass, plastic, universal waste, and metals, or 28.23%<sup>23</sup> of its total waste stream. Leaf and yard waste is banned from the local waste stream.

The Town of Islesboro instituted a Zero-Sort recycling system in 2010. Residents drop off waste at the Transfer Station and in pre-paid bags that are the cornerstone of the “Pay as You Throw” system. Trash is transported from the Transfer Station by Casella Waste Systems to the central collection facility in Waterville, Maine. Waste is then transported to Casella’s incinerator and landfill in Old Town, Maine. Recycling material is transferred to Casella’s sorting facility in Lewiston, Maine. The Transfer Station also facilitates the recycling of all forms of material including lightbulbs, batteries, electronic waste such as televisions and computers, and liquid paint. The Transfer Station does not accept household hazardous waste on a regular basis but holds an annual, one-day household hazardous waste collection day. Islesboro’s recycling program is mandatory and was established by municipal ordinance in 1993.

Public Works stores road salt and sand and manages solid waste at the site of the Transfer Station. Salt and sand are stored in a 3,750 square foot building that was built in 2004. The transfer station includes a 1,840 square foot structure that was constructed in 1991. Public Works currently includes two full time employees and a full time Transfer Station Attendant.

According to the Town Manager, both facilities are adequate to meet current needs. Naturally, additional removal will have an impact on the cost of operating the facility, whose annual operating budget is currently \$171,040.

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<sup>22</sup> Commercial waste is included in total municipal waste.

<sup>23</sup> The municipal recycling rate is actually 18.23%, but is adjusted to 20.73% when adjusted for bottle bill credits (5%). Recyclables are nearly evenly split between municipal (49.9%) and bulky waste (50.1%)

#### IV. Health Center

The Islesboro Health Center occupies the center section of the Town Office Building. It has its own entrance, reception area, offices, examination and treatment rooms.

The Health Center is available for appointment and walk in patients five days a week, a half day on Saturday, and 24/7 for emergencies. Emergency patients are either stabilized at the center before transport to either Penobscot Bay Medical Center or Waldo County Hospital, usually at the patients' choice. Appointment and walk in patients receive a wide range of routine and specialized medical services that would usually be obtained on the mainland either through doctors' offices or hospital. The scope of services relieves many island residents from having to go to the mainland for these services, thereby avoid cost (ferry fares) and expenditure of time. The scope of services especially including advanced diagnostic services continues to grow through new equipment, most recently an INR level testing machine.

The condition of the current facilities is good and is generally adequate to meet current and anticipated demand; however, the Island has a drastic need for tick control as the known number of Lyme disease cases have increased in recent years. This initiative was formed through the Islesboro Health Board Advisory Committee. It is unknown what the requirements will be for disease detection, treatment and ultimate control of the infected ticks. Assistance is being requested of state and federal agencies.

The Health Center currently employs one Physician's Assistant and two Nurse Practitioners, one full-time secretary/receptionist, and one part-time clerk. It operates in conjunction with the Penobscot Bay Medical Center emergency staff.

Islesboro Health Center Visits, FY 2013-2017					
	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017
	2,914	2,921	3,002	2,595	2,521

Source: Islesboro Health Center. Note: In 2015-2016 the Health Center stopped counting flu shots as a Health Center Visit.

There were 2,521 Health Center visits in 2016-2017.

The 2017-2018 budget for the Health Center included \$443,128 of taxpayer support. Additional support is provided through generous general and specific donations by island residents and community organizations. The Town recently established a Health Center Endowment fund, but has not yet started fund raising. There is, however, some money in the fund, which will accept any and all contributions.

The Health Center is overseen by the Health Center Advisory Committee and Board of Selectmen.

## **V. Islesboro Central School<sup>24</sup>**

Islesboro Central School is a K-12 public educational facility that sits on 19 acres owned by the Town. Roughly 3 acres are developed for approximately 18,500 square feet of space in 2 primary school buildings and associated facilities. Another  $\frac{3}{4}$  acre is cleared for use by the horticulture program, easterly of the primary school campus.

Approximately 15.25 acres remain undeveloped forest land. Some trails traverse this open space.

In 2007, school enrollment was the lowest it had been in 15 years. By 2009-2010 enrollment was back up to 86 students, and in 2012-2013 topped out at 105 students. Enrollment for the 2016-2017 school year dropped to 87 students, 23 of which were magnet students commuting from the mainland and paying tuition. The school has a small but active adult education program. The Kinnicutt Center serves as the school cafeteria, Gymnasium, theater and performance hall.

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<sup>24</sup> Based on information collected by Comprehensive Plan Committee, including the 2007-2008 Annual Report, tax data, and Public Information Meeting to discuss concept plans for school expansion/renovation.

<b>Islesboro School Enrollments, 1996-2017</b>															
	<b>K</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>Total</b>	
<b>1996-1997</b>	8	6	8	4	5	5	11	4	19	11	13	6	9	109	
<b>1997-1998</b>	7	9	6	9	4	5	3	11	5	17	10	13	6	105	
<b>1998-1999</b>	7	6	9	5	11	6	5	4	11	5	15	9	14	107	
<b>1999-2000</b>	7	6	8	5	9	5	5	4	10	5	16	9	14	103	
<b>2000-2001</b>	4	7	7	6	10	7	11	6	7	4	9	5	16	99	
<b>2001-2002</b>	4	4	7	7	7	10	5	13	6	9	6	9	5	92	
<b>2002-2003</b>	7	7	4	7	7	7	12	6	11	6	7	7	9	97	
<b>2003-2004</b>	5	8	6	3	5	5	9	11	4	12	7	5	3	83	
<b>2004-2005</b>	3	5	11	5	3	5	8	9	12	4	10	7	5	87	
<b>2005-2006</b>	5	3	5	11	5	4	7	8	7	10	5	7	6	83	
<b>2006-2007</b>	3	6	3	5	12	4	6	8	7	7	11	5	7	84	
<b>2007-2008</b>	2	3	4	6	5	11	3	7	8	6	8	9	5	77	
<b>2008-2009</b>	5	2	3	4	5	7	12	3	8	8	7	8	10	82	
<b>2009-2010</b>	6	2	3	3	6	7	13	3	9	8	8	9	9	86	
<b>2010-2011</b>	6	4	6	2	4	6	8	11	12	7	9	8	7	90	
<b>2011-2012</b>	1	5	4	5	2	5	8	8	12	11	6	11	8	86	
<b>2012-2013</b>	7	4	5	4	6	8	9	8	13	11	12	8	10	105	
<b>2013-2014</b>	3	7	4	3	4	6	9	9	10	13	10	11	6	95	
<b>2014-2015</b>	3	4	6	4	5	4	6	4	5	3	7	8	11	70	
<b>2015-2016</b>	10	2	7	6	6	4	10	9	10	7	6	8	9	94	
<b>2016-2017</b>	1	10	4	8	5	8	5	9	8	9	4	9	7	87	

Source: Maine Department of Education

The School employs a staff of 23, including a part-time superintendent, a principal, four elementary and four secondary teachers. In addition, six instructors teach horticulture, art, music, physical education/health, guidance, and special education. The School also employs two custodians, a bus driver, a school lunch supervisor, a lunch room aide, a special education aide, and a federally funded Title 1 reading/math instructor.

The Town elects a five-member school committee which is responsible for school management.

The original school building is the former summer cottage of Mrs. John T. Atterbury, the last major summer cottage of the pre-Depression era, which was built in 1926. Later purchased by Mrs. Lillian T. Whitmarsh, the property was given to the Town for use as a school in 1952. Following acceptance by the Town, the former cottage was remodeled and began operating as a school in 1954. In the 1980s, the attached Kinnicutt Center was constructed to provide space for athletic activities, cafeteria, and theater.

The school building was remodeled again in 1997, providing additional classrooms, improved science laboratory, art room and music area. Although the remodeling provided improved educational facilities, the building is still not handicapped accessible. A 24 by 24 foot storage building was added to the campus in spring 2002 to handle storage needs.

Because the aging building is in need of significant maintenance and repair, the School Committee developed plans for renovation and expansion of the ICS building. In June 2008, the Town approved a note of \$200,000 to fund detailed preconstruction plans by Stephen Blatt Architects. In October 2008, the Town approved a referendum to borrow an additional \$450,000 to underwrite ongoing preconstruction costs and issue up to \$8 million in general obligation bonds (\$4 million for an anticipated term of approximately 25 years with the balance in shorter term bonds). The warrant article stipulated that project borrowing for construction will occur only after donors have made at least \$3,000,000 in gifts or written pledges.

Private fundraising was successful, underwriting \$4 million of the total \$8 million budget. The completely renovated school and expanded gymnasium was completed in 2010 and dedicated in the summer of 2010.

The school's current operating budget is \$2.3 million.

## **VI.     Preschool**

Founded in 1981, the Islesboro Preschool provides services for Islesboro children ages three months to five years old. The program works closely with the public school in providing for a smooth transition for pre-school children into the kindergarten school program. It offers an opportunity for parents and children to share experiences and work together in developing their children's growth.

The Preschool has been housed in the second floor of the Town Office building since the early 1990s. In August of 2017 the Preschool moved into a new, \$600,000 facility adjacent to the Town Office. There are 14 children currently enrolled for the Winter 2017-2018 program. The Islesboro Preschool is licensed for 20 children and expect to have that capacity in the summer of 2018 with occasional weekly care for summer visitors.

The Preschool's FY17-18 Budget is \$108,286 with the Town of Islesboro contributing an annual allocation of \$65,000 towards that budget. Due to the Town's ongoing funding support the Preschool was able to raise funds to build the new facility and allows the Preschool to keep child care affordable so all families with young children on the island can participate.

## **VII.    Dark Harbor Wastewater Treatment and Disposal**

The only municipal sewer system in Islesboro is located at Dark Harbor Village. It serves 34 users with the capacity to add more. Wastewater is filtered through sand leach beds located adjacent to Pendleton Yacht Yard, and from there, passes through a small, 120 square foot, pumping station where it discharges into the ocean beyond the

Dark Harbor Pool at a depth of 75' below the mean low tide level. The discharge is tested once a week by the Public Works Department to assure that it complies with federal and state standards. Operating costs are currently born by the 34 users of the system through a fee that is estimated to be \$17,267 for Fiscal Year 2018.

The Town maintains a capital reserve account, depositing \$10,000-\$15,000 each year, to cover the cost of ongoing maintenance and repair of a system first installed in 1904.

### **VIII. Septage Disposal**

Apart from the 34 users of the Dark Harbor Wastewater system, all residential and nonresidential properties dispose of wastewater on site or in holding systems. The Town maintains a DEP-approved septage disposal field and holding tanks near the Transfer Station. In 2002, the Town adopted a Septage Disposal Control Ordinance that establishes rules for governing septage disposal management.

### **IX. Water Supply**

All residents of Islesboro draw drinking water from bedrock wells (86%, based on 1994 survey of residents), dug wells, or springs for household use. There is at least one community well located in Ryder Cove that serves 9 residences.<sup>25</sup> In addition, a community well is proposed as part of the Northeast Point Subdivision.

The Groundwater Protection Committee is considering testimony regarding potential benefits of community water systems from Richard V. de Grasses, P.E., a resident of Islesboro and a retired professional engineer who formerly served as Deputy Commissioner of the Vermont Public Service Board where he was responsible for all small community water systems in Vermont.

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<sup>25</sup> Gerber, Robert G. Inc. Islesboro Ground Water Resource Evaluation. Prepared for the Islesboro Comprehensive Plan Implementation Project. Freeport, Maine. August 1995.

See Chapter 9 Groundwater, Section II Drinking Water Supplies for additional information.

## X. Grindle Point

Grindle Point is a multi-use area, portions of which are owned and operated by by the state and the Town. The facilities encompass approximately 2 acres and consist of the state owned ferry ramp, ticket office, and road leading to the pier. The Town owns the pier, Grindle Point Lighthouse and Sailors Memorial Museum, and parking area for 60 cars. The ferry ramp is maintained by the state. The Town owned pier, which was 110' long and 11'7" wide, was expanded to double its size in 2007. The Town received a state SHIP Grant totaling \$102,000 and matched it with \$50,600 of Town funds to add new steel and decking to the west side of the existing pier, widening it to 22'7". The old decking was removed and the existing steel was sent out of state to be sandblasted and galvanized, then reinstalled along with new decking. This added an additional \$155,000 cost to the project, which was paid for entirely by the Town. The two original inclines were kept, one off the east end that serviced two floats, one off the south end that serviced another two floats, and a new one off the west side which provides access to dinghy floats.

The Harbor Committee, Museum Committee, and Parking Committee oversee the various facilities and report to the Town Manager and Board of Selectmen.

## XI. Cemeteries

Islesboro Cemeteries (2008)					
Name	# acres	Ownership			Comments
		Public	Private	Nonprofit	
Adin Moody			X		Depressions
Amasa Hatch			X		Stones
Bay View Cemetery <sup>a</sup>	1	X <sup>b</sup>			Stones
Beech Hill Burying Ground	1		X		Stones
Benham Grave			X		Stone
Boardman Cemetery			X		Stones
Christ Church Cemetery	4.06			X <sup>c</sup>	Stones

Islesboro Cemeteries (2008)					
Name	# acres	Ownership			Comments
		Public	Private	Nonprofit	
Darrell Rolerson			X		Stone
David Rolerson			X		Stone
Davis Warren, Point Comfort			X		Stone
Dodge Burying Ground			X		Stones
Dodge Grave			X		Stones
Edson Sherman			X		Stone
Flat Island		X <sup>d</sup>			History, Point Not Exact
Fletcher			X		Stones
Gray Family Cemetery			X		Stones
Greenwood Cemetery <sup>a</sup>	1.77			X <sup>e</sup>	Stone
Grindle Point, Oak Tree			X		History
Keller Yard			X		Stones
Mansfield Clark Cemetery			X		Stones
Maple Grove Cemetery <sup>a</sup>			X		Stones
Marshall's Point	5.7		X		Small Stones
Old Burying Ground			X		Stones
Otis Dodge Children			X		Stone, History
Paige Pendleton			X		Stone
Pendleton Cemetery	1.73		X		Stones
Randlett Cemetery			X		Stones
Sherman Point Cemetery			X		Stones
Soldier Memorial-Library			X		Stone
Sprague's/Wildwood	0.667	X <sup>b</sup>	X		Stones
Thrumcap Island	0.7		X		History, Point Not Exact
Tiffany Cemetery			X		Stones
Trim Burying Ground			X		Stones
West Side Burying Ground			X		Stones
Note: Those cemeteries without acres noted are generally very small or the acreage is unknown.					
<sup>a</sup> Plots available for purchase.			<sup>b</sup> Owned by Town		
<sup>b</sup> Owned by Town			<sup>c</sup> Owned by Episcopal Church		
<sup>d</sup> Owned by State			<sup>e</sup> Owned by Free Will Baptist Church Society		
Source: Town files & map, Cemetery Chairperson, Town Assessor, Shea Conover.					

Bay View Cemetery, which is Town owned, expanded within the last ten years. No problems with capacity are foreseen for next ten years.

Maple Grove Cemetery, a privately owned cemetery, also expanded in the last ten years, through donated land. The conditions of the donation state that plots will be available only to island residents. There are no foreseen space problems.

Greenwood Cemetery, a non-profit cemetery, has over a dozen standard plots and a dozen cremation plots available. The property is landlocked; however, on the north and east sides, there is raw land which might be available for purchase. Attention is currently focused on restoration of the associated church structure.

## **XII. Power and Telecommunications**

Three-phase power is available at the Ferry Landing and the Transfer Station.

Cell phone coverage on the island is spotty, with up to half of the Island without reliable cell phone coverage.

Limited DSL internet is available to the central part of the Island from the telephone building at the end of Ferry Road down Mill Creek Road, part-way down Pendleton Point Road to the south and north toward the Narrows.

Islesboro is currently in the build out phase of a \$3.8 million dollar project, funded by a bond approved by Islesboro voters, to install a 100 megabit system that covers the entire island. Fiber optic cable is being run throughout the island to all homes, power devices and routers included, for those who have signed up for the service. The Town of Islesboro will own the utility and contract out daily operations to an experienced broadband technology management company. Islesboro was able to have a new fiber optic cable included in the CMP power transmission cable that was installed under Penobscot Bay in 2016 and ties into Maine's rural broadband initiative, the Three Ring Binder that delivers high speed internet access throughout the State.

Cable television is not available on the Island.

All solar collectors, antennas, and communication towers, among other things, are regulated under § 3.11.5 (2) of the Land Use Ordinance, to exceed height limitations; however they may not exceed "75 feet above the original mean grade level..." There

has been some uncertainty in the application of the height limit to “peripherals” in a recent application.

### **XIII. Issues and Implications**

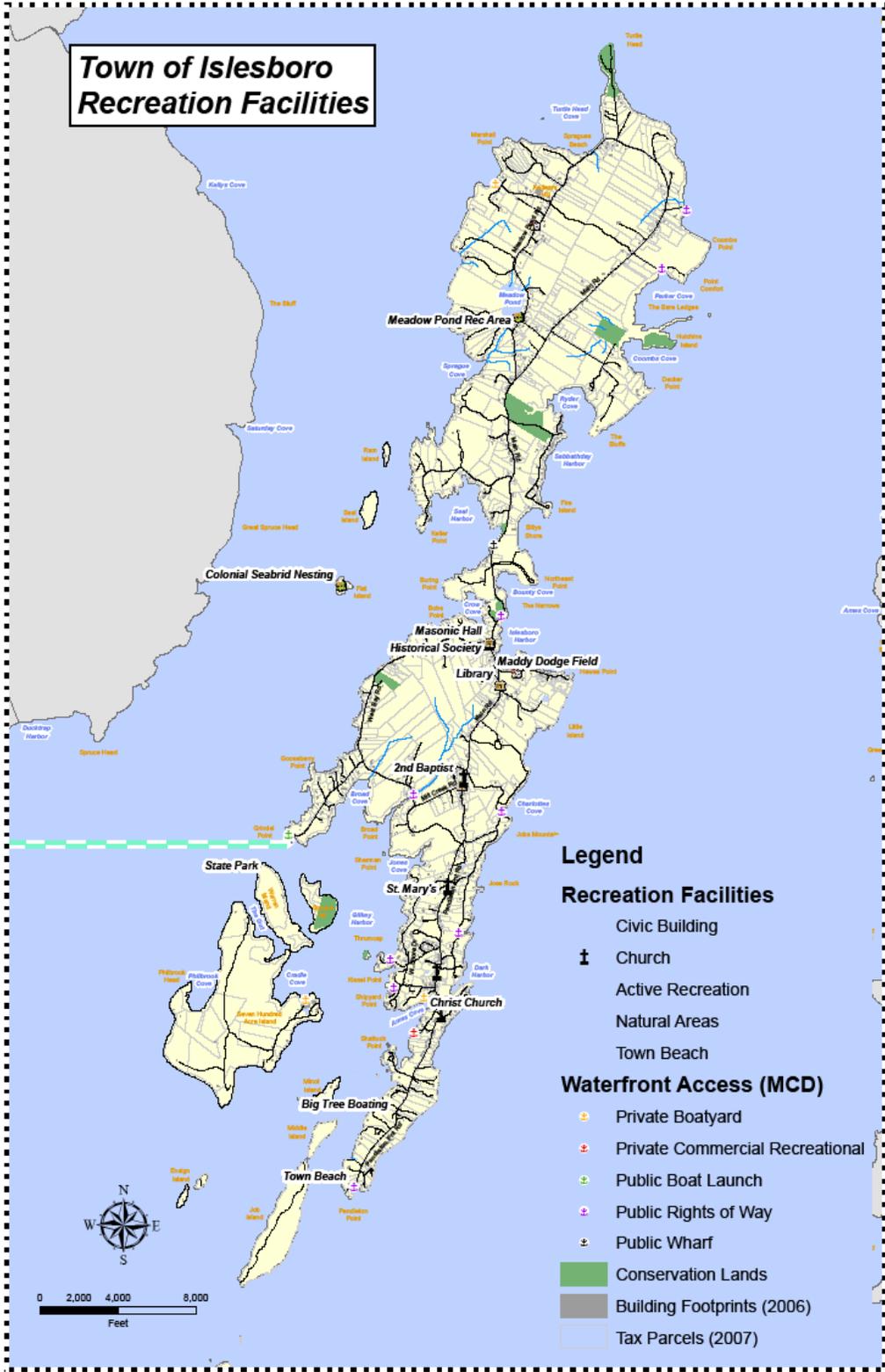
1. Should the Town site a fire substation and training building at the northern end of the island as recommended by the Fire Chief?
2. Should the Town expand the public safety facility and provide a separate emergency operations center (EOC) as recommended by the Public Safety Officer?
3. What might the Town do to help fund the pre-school program?
4. Should the Town seek opportunities to purchase property in the area of the emerging Town Center?
5. Are there areas around the Central School that might be appropriate for development of a residential neighborhood?
6. To promote more compact development while protecting groundwater, should the Town: a) develop a public waste disposal system, b) encourage and/or require the construction of private community systems that meet newly specified Town standards, including on-going maintenance?
7. All subdivisions of five acres or less are required to build and install community water systems as part of their subdivision plan in Vermont, where issues surrounding fresh water quantity and quality are not much different than they are in Islesboro. To better protect groundwater, should the Town require community water systems for proposed future subdivisions?
8. Given concerns about the need for tick control to address the increasing number of Lyme disease cases in recent years, what should the Town do to support the Islesboro Health Board Advisory Committee initiative for disease detection, treatment and ultimate control of the infected ticks?
9. Should Islesboro investigate the siting of alternative energy sources?

10. Given recent questions about height limits and new provisions in federal law, should the Town clarify and/or revise its policies about height limits and regarding the siting of telephone cell towers? Are there areas of the community where towers should not be allowed? Should the Town require telecommunication facilities to be co-located on taller structures in the community?

## **Section V.F.**

### **Recreation Resources**

# Town of Islesboro Recreation Facilities



## Legend

### Recreation Facilities

- Civic Building
- Church
- Active Recreation
- Natural Areas
- Town Beach

### Waterfront Access (MCD)

- Private Boatyard
- Private Commercial Recreational
- Public Boat Launch
- Public Rights of Way
- Public Wharf
- Conservation Lands
- Building Footprints (2006)
- Tax Parcels (2007)

## **I. Town Beach Recreation Area**

The approximately 5.4 acre Town Beach Recreation Area off Pendleton Point Road has been owned and operated by the town since 1970. It includes a beach, seven picnic tables, two fixed grills, two-stall vault privy, access road, and two primary turnarounds/parking areas that can accommodate 20-30 cars. Public Works maintains the building and grounds and removes trash. The town spends roughly \$1,000 annually on the facility, mainly for pumping out the vault privies. The condition of the facility is good, though blow-down clean-up may be needed periodically.

The Town Beach Recreation Area adequately meets current and anticipated demand and may, in fact, be underutilized as it is an un-advertised facility. People have placed trash in the vault privy tanks which makes pumping difficult. Camping is not allowed on public property anywhere in the community. Complaints about noise and attended fires have been filed. There are no existing plans for improvement of facility, equipment or staff.

## **II. Meadow Pond Recreation Area**

One of the town's newest recreation areas, the approximately 3.7 acre Meadow Pond Recreation Area has been owned and operated by the town since 2000. It includes a picnic area with trail access to the pond and a small float. Public Works maintains the facility. The condition of the facility is good, though blow-down clean-up may be needed periodically.

This facility has only recently been developed for public use, so trends in usage are difficult to evaluate. Some of the same concerns observed for the Town Beach Recreation Area may be pertinent to this site as well. In addition, the lack of parking, except along the nearby road, may become an issue. However, at this point, no anticipated needs have been identified and there are no existing plans for improvement of facility, equipment or staff.

## **III. Maddie Dodge Field**

Maddie Dodge field is located on approximately 5 acres on Hewes Point Road. Named after a long time resident of Islesboro who died in a house fire, the field includes public tennis courts, a new playground that was funded by private donations, and monies from returnable containers collected at the Transfer Station, a soccer field, and a small parking area. Public Works is responsible for trash collection and mowing in the summer months. The soccer field has a history of being too wet and uneven. The entire area is surrounded by wetlands. The town and school, as the principal users, have no plans to remedy the problem as the cost of either raising the field by the addition of topsoil or digging up and installing gravel and drainage pipes would be considerable. The Town allocated \$42,105 in the FY18 Budget for a Recreation Director, summer camp program, and maintenance of the facility.

#### **IV. Alice L. Pendleton Library**

The Alice L. Pendleton Library is located at 309 Main Road. The 2,329 square foot historic structure was built in approximately 1902 and includes a 1993 addition. According to the 2008 Comprehensive Plan Committee, the Library is not adequate to meet current and future needs for large room activities and internet usage. Additional parking was added in 2016.

The Library is currently staffed with one full-time librarian, one full-time assistant, and 32 volunteers. Library operations are overseen by a Board of Trustees and the Board of Selectmen. The town provided \$72,694 in funding through the FY 2018 Budget. Additional funding is provided by Friends of the Alice Pendleton Library.

#### **V. Community Center**

The Community Center, located at the intersection of Mill Creek and Main roads, was established to “support and nurture the sustainability of the Islesboro community.” The focus of the Center is to provide health and fitness programs; year-round educational, recreational, and social programs for residents of all ages; access to the arts; and free connection to wireless technology.

To assist the Community Center with carrying out its mission, the Island's original centrally-located community hall building is under renovation and expansion and opened in 2010. The completed facility is 11,500 square feet and can accommodate 180 people. The Community Center includes a fitness center, consultation room for a physical therapy, meeting space, The Zone (a space for children and teens) a gift shop, café, a catering kitchen and the Great Hall which is used for large community events, performances, dinners, movie screenings, and can comfortably seat up to 150 people.

## **VI. Moorings and Boat Launches**

### **A. Grindle Point**

Grindle Point is one of the town's three regulated mooring areas. Currently the town has no mooring or float fees. Recently the Harbor Ordinance was changed to require that owners provide evidence their moorings are maintained in good working order to address liability concerns. The Town does not currently have a waiting list for mooring space; but increased growth and requests for moorings may change that situation.

Town monies spent at Grindle Point are spread over several budget lines. Operations are overseen by the Harbor Committee, Parking Committee, and Museum Committee.

### **B. Seal Harbor**

The Town-owned pier at Seal Harbor is situated on approximately 1.3 acres. This parcel of land and the existing pier and float were donated to the town by the Mosley family, who owned Seal Island. The town added a second float for loading and unloading and a series of finger floats for dinghies. The area also includes a two public parking areas, one on the water side and one across Main Road, each of which can which accommodates approximately 20 vehicles. This second mooring area is also home to Big Tree Boating, a privately funded and managed sailing school. The town budgeted a total of \$73,400 for Recreation/Harbor Facilities in FY18, \$52,500 of those monies will be used for bank stabilization and pier and float repairs.

### **C. Warren's Landing aka Pripet**

The town's third mooring field is located on 1.58 acres at Warren's Landing aka Pripet on Lime Kiln Road. This is the site of the town's first steamboat landing, with stone rip rap from the old pier still in place. A small limestone quarry was filled in a number of years ago and an oil storage tank was removed. The area was graded to include a small turn around and picnic area. There are no plans for further development at Warren's Landing aka Pripet, although at one time, there was discussion about installing a boat launching ramp.

## **VII. Islesboro Churches, Sewing Circle, and Community Meals**

### **A. Christ Church and Cemetery**

Christ Church is a summer parish used mainly by summer residents for Episcopal services that are held in July and August. The church was built of Islesboro wood and stone in 1902 for \$14,840. It contains 4,661 square feet and is located on 4.03 acres off Pendleton Point Road, south of Dark Harbor Village. The Christ Church Rectory is located on the same land to the north of the church. The rectory was given to the church in 1956. Also located on the church property is the Christ Church cemetery. A new cemetery is currently being developed adjacent to the old one.

### **B. Free Will Baptist Church and Greenwood Cemetery**

Residents of North Islesboro organized a Free Will Baptist Church in 1821. The congregation met in home, school houses, and the Town Meetinghouse until 1843 when they built the present church on 1.74 acres on Church Turn Road. The Greenwood Cemetery Corporation was formed in 1887. A vestry was dedicated in January, 1894.

After the Church lost its active congregation, it was preserved by the dedicated women of the Sewing Circle and later by the Society for the Preservation of the Free Will Baptist Church, formed in 1983 mainly through the efforts of Pauline Byrd and Midge Welldon.

The property is now owned by the Free Will Baptist Church Trust. The interior of the church has old fashion pews, each labeled for an original family member of the church.

A map of pew holders is available on page 69 of the book, History of Islesborough Maine by J. P. Farrow. The interior ceiling and walls are original decorations which have been restored. The cemetery has some of the oldest tombstones, many for original island families. Traditional burial and cremation plots are available for purchase.

The church building is in good condition, except for the steeple, which is planned to be restored when funds become available.

The Trust maintains the church and vestry, including the murals that decorate the walls. Each summer, the society hosts a concert series and is home to the weekly Islesboro Forum series. Weddings, memorial services, educational activities, a summer fair, and other events requested by island residents are held at the church during the summer months. The church has the capacity for approximately 200 people.

Thanks to the generosity of Day and Catherine Brigham, the vestry now contains an exhibit showing the history of the church and the Sewing Circle. The Trust also Expenses for the Free Will Baptist Church and Greenwood Cemetery are covered through donations, event fees, and sale of cemetery plots.

### **C. St. Mary's of the Isles Catholic Church**

St. Mary's of the Isles Catholic Church was built in 1901 for \$3,100 on 0.78 acres of land purchased from James H. Howes for \$450. The church building contains 2,368 square feet and is located on Pendleton Point Road, north of Dark Harbor Village. The church is a summer parish and mission chapel of the Belfast parish, St. Francis of Assisi.

The front section of the church was winterized in recent years and electric heat installed, so that the church can hold services in the winter months.

### **D. Second Baptist Church**

Originally called the South Islesboro Baptist Church and built in 1845, the Second Baptist Church and Parsonage is located on approximately 1.36 acres on Main Road. It is currently the only year round church on the island and has operated under the

auspices of the Maine Seacoast Missionary Society and the American Baptist Churches of Maine since 1978.

The Fellowship Hall, located at the rear of the church, serves the community as well as the church in a variety of ways – as a meeting room, function hall, and dining area. For the last few years the church’s Mission Committee, working with a large number of volunteers, has provided a luncheon on Thursdays at the Hall, serving upwards of 35 people in the winter months and as many as 70 during the summer. Additional meals are prepared and delivered to those who cannot attend the luncheon, with these numbers varying as well.

Several years ago when the steeple was being repaired and painted, the church allowed the installation of an antennae that provides high speed internet access for a number of households and businesses in the area including the Town Office.

The Second Baptist Church Sewing Circle was formed in 1859 by the first minister’s wife. It was comprised of a few women who sewed items for the church and “spread the word of God”. Now Sewing Circle members meet in the former Dark Harbor School on Pendleton Point Road. The building contains 1,772 square feet on the 0.59 acre lot. The building was remodeled in 2005 when a weaving room was added, donated by Landon Thomas in memory of his wife.

The Sewing Circle makes goods that are sold at fairs in the summer and winter. Proceeds are used to support the Second Baptist Church. In addition, the Sewing Circle donates generously to needy projects and non-profit organizations in the community.

### **VIII. Islesboro Sporting Club**

The Islesboro Sporting Club is a nonprofit organization whose mission is to “...provide an opportunity for outdoor sports enthusiasts to socialize and to band together in those activities that a majority of members support for the purpose of enhancing and preserving the sporting environment of Islesboro and its surrounding islands and waters for the benefit of those people who choose to make Islesboro their home.” Activities may include the teaching of hunter safety, preservation of wildlife habitat, the teaching

of hunting arts, fellowship, fishing, archery, community support in times of need, and other related outdoor activities.

The Sporting Club's 2,720 square foot building is located on Meadow Pond Road and is supported by donations and membership fees.

## **IX. Historical Society**

The Islesboro Historical Society, which was constructed in 1892, is located on approximately 0.7 acres on the Main Road. In past years, it has served the town as a school, community auditorium, and town office.

The building includes three floors. The first floor has an auditorium with a stage and service kitchen. The second floor includes a museum of historical artifacts from the island. The third floor is made up of offices, filing and artifact storage areas, and a meeting room. The third floor was recently redone to add the additional administrative space. The condition of the building is generally good and is adequate to meet current and anticipated demands.

The building is open during the summer months, with the museum open four days during the week. The main floor auditorium is used for summer art and craft shows, talent shows, and is also available to rent for weddings and other private functions.

The Historical Society is staffed by volunteers who serve as archivists and museum docents, as well as providing general maintenance.

Funds to support the Society and maintain the building are raised through donations, sales commission on summer art and craft shows, entrance fees for special events (like talent shows), and rental fees for private island resident events. Funds are being collected to replace the roof.

## **X. Grindle Point Museum**

The Grindle Point Lighthouse and Sailors Memorial Museum, located on Grindle Point next to the docks and ferry ramp, are the symbol of Islesboro and certainly is the most photographed site in the community. The Keepers, a welcoming committee and source

of island information, act like a mini tourist bureau. Over 3,000 visitors from around the world visit the lighthouse each year. It is a pleasant boat ride to the Island and one of the few lighthouses that permit visitors in the tower.

The main building consists of the lighthouse tower, connecting passageway, and the keeper's house. The 196 square foot tower is made of brick with a metal lantern. The 756 square foot connecting passageway is about one-third concrete and brick, with the balance being wood construction. It is built on the foundation of the original, all wood, lighthouse. The 704 square foot keeper's house, made of wood, houses the Sailors Memorial Museum on the first floor. The museum continues into the passage way corridor. Other buildings on the site include the 306 square foot wooden boat house and the fuel storage building, which has a concrete floor, brick walls, and slate roof. The boat house is next to the keeper's house, facing Penobscot Bay. It is currently used by the town for general storage. The fuel storage building, located at the far end of the property near the Ferry Terminal, is empty and not in use. The fuel storage building was located distant from the lighthouse and constructed of nonflammable materials to protect the lighthouse in the event that the fuel caught fire.

The original lighthouse was built in 1850. The current lighthouse was constructed in 1875.

The outside of the tower is in very good condition. Windows and deteriorated bricks at the base on the water side were replaced and the tower was last painted in 2008. The metal lantern was wire brushed and painted at the same time. The interior of the tower needs painting and the floor of the room below the lantern has buckled due to high year round humidity. In addition, the base floor of the tower and the passage way floods during very high tides and storm surges. The wood section of the passage way and the keeper's house are in good condition. The boat house is in fair condition, though no recent assessment has been made. The fuel storage building is in bad condition – roof slates are falling off and brick mortar needs repointing.

In general, the existing building is adequate to meet current and anticipated needs. The second floor of the keeper's house, which includes three rooms that are currently closed, could be used to expand exhibits; however questions remain about the security

and the safety of the stairs, which do not meet current codes. The boat house is used for general storage by the town, but could be used for new exhibits, such as one honoring the community's lobstermen past and present.

During the summer season, there are two paid staff, a Lighthouse Keeper and an assistant (both town employees) who manage the museum and the gift shop.

The tower and keeper's house are open late June to early September.

There are no plans to improve facilities, equipment, or staff.

Grindle Point Lighthouse and Sailors Memorial Museum participate in various lighthouse tours, including "Lighthouse Days" sponsored by the Rockland Lighthouse Museum. An adult education group out of Augusta tours lighthouses along the coast, including the Grindle Point Lighthouse and Sailors Memorial Museum. Groups, of up to 20 children, have toured the tower and museum.

The Board of Selectmen and Town Manager oversee the operation of the Lighthouse and Museum with an annual operating budget of \$7,985. This is offset by donations collected at the Museum and profits from the small gift shop.

## **XI. Islesboro Islands Trust**

Islesboro Islands Trust, a nonprofit land conservation organization serving Islesboro and the Penobscot Bay vicinity, owns ten properties, or preserves, which it manages for ecological, scenic, and educational purposes. Of these, seven preserves have trails that provide Islesboro residents unique opportunities for walking, wildlife observation, and access to the shore. From time to time, all of the preserves are used for organized nature walks and other educational activities. For more information, contact Islesboro Islands Trust, PO Box 182, Islesboro, Maine 04848.

## **XII. Warren Island State Park**

Warren Island is a 70.2 acre state park, managed by the Maine Bureau of Parks and Lands (MBPL). Located just south of the ferry landing, the Park includes ten camp sites,

toilets, two shelters, moorings, a dock, a float that is available from Memorial Day until September 15<sup>th</sup>, nature trails, and fresh water. A fee is charged for use of the camp sites. According to the Comprehensive Plan Committee, most visitors come to the community by ferry and then make the short passage across Gilkey Harbor to Warren Island by private vessel. According to MBPL's literature, "The park is designed for the boating public, and there is no public ferry transportation to the island. No phones are available on the island." Some visitors take private boats directly to Warren Island.

Warren Island State Park was the first State Park in Maine developed exclusively for boating access. Park staff is not allowed to transport visitors to the island, except in emergencies.

According to MBPL's literature, old British Admiralty charts indicate that a single dwelling, believed to be owned by a Nathaniel Pendleton, existed near the center of the island before the American Revolutionary War.

At least a half-dozen families lived on Warren Island during the nineteenth century. The longest recorded residence, nearly sixty years, was that of George Warren (married to Lydia Hatch). The Warrens resided in a sturdy farmhouse near the center of the island, surrounded by several acres of cleared farm land. George Warren's son, Capt. J.W. Warren, lived on the northwest shore, opposite Seven Hundred Acre Island.

A gravestone marked, "Mrs. Zilica, wife of Isaac Thomas; died June 9, 1841... age 22 years." is located off the southeast section of the trail leading from mid-island to camp site #7. It has not been determined whether the Thomas family actually lived on Warren Island or if they lived on Seven Hundred Acre Island and were buried on Warren Island.

Warren Island was sold to William H. Folwell in 1899. He then built what is thought to be the most expensive log cabin in New England on the island. The island remained in the possession of the Folwell family until it was acquired by the town in lieu of taxes. Islesboro donated the island to the state in 1959 with the stipulation that it was to be used for recreational purposes. It was officially dedicated as a State Park on June 30,

1967 by Governor Kenneth Curtis and 40 state and local officials, who took part in the ceremony.

Islesboro resident, Malcolm Graf, was the first Park Manager from 1968 to 1983 before being lost at sea. "Mac" established a tradition of thoughtful management. The safe enjoyment of all visitors and campers while on the island was his prime concern. State Park rules were judiciously upheld; always tempered by Mac's innate awareness of human frailty. Present management continues in the tradition he established.

Existing facilities appear to be in good to very good condition. Local knowledge suggests that campsites are filled most of the summer. Reservations can be made on line through the state reservation system and most sites fill up early and very quickly.

Warren Island isn't very well integrated into the community. As it is state-owned, no property taxes are generated for the town and most visitors have very little connection with community, other than for those who stop-over at the ferry landing before proceeding by canoe or kayak to Warren Island. Some people visit Warren by sailing or motoring to one of the moorings and never actually visit the main island. Islesboro residents occasionally visit Warren Island, however, and it is geographically part of the archipelago that is Islesboro.

### **XIII. Flat Island**

Flat Island is a state-owned colonial seabird nesting island that is managed by the Maine Department of Inland Fisheries and Wildlife (MDIFW), but falls under the jurisdiction of Maine's Natural Resources Protection Act (NRPA) which is enforced by the Department of Environmental Protection (DEP).

Seabird nesting islands are significant wildlife habitats and are protected by special regulations. According to NRPA rules, seabirds live over open water and return to land only once a year to nest. Their survival requires undisturbed nesting habitat. Small, unforested, rocky islands, like Flat Island, provide a setting free of most predators.

Many seabird species, nearly eradicated in Maine by the end of the 19th century, have recovered dramatically due to state and federal conservation laws and restoration efforts by nonprofit organizations. In 1998, 234 seabird nesting islands in Maine became protected as Significant Wildlife Habitat under the NRPA, including Flat Island.

Flat Island is the only seabird nesting island in Waldo County. It is also the most accessible seabird nesting island in Penobscot Bay, as all others are located much further away from shore.

The critical nesting period on Flat Island is from April 15 to July 31 each year. Therefore, the MDIFW prohibits trespass on Flat Island during that period, unless written permission is obtained from the Regional Wildlife Biologist.

#### **XIV Conservation Properties**

There are approximately 490 acres enrolled in the state's current use Open Space Tax Program. The 32 properties range in size from 1 to slightly more than 70 acres, with an average size of slightly more than 15 acres.

#### **XV. Issues and Implications**

1. Should the town consider using porta-potties as an alternative to the vault privies at the Town Beach Recreation Area to address problems with inappropriate trash disposal?
2. Should the town install a boat launch at Warren's Landing aka Pripet?
3. Should the town make and/or seek investments in the Grindle Point facilities to ensure that the fuel storage building does not deteriorate further and to provide additional space for exhibits? Should the town move its general storage elsewhere to open up additional space for museum exhibits in the boat house?

## **Section V.G.**

### **Marine Resources**

## **I. Marine Resources**

The National Wetlands Inventory identifies five types of marine wetlands in Islesboro.

Aquatic beds include a diverse group of plant communities that require surface water for growth and reproduction. They are best developed in permanent water or conditions of repeated flooding. Plants are either attached to the substrate or float freely above the bottom or on the surface. Aquatic beds may include algal beds, aquatic mosses, rooted vascular plants, or floating vascular plants. They are nearly continuous along the entire shoreline of the Town, except where there are rocky shores/bottoms and unconsolidated sand and at the shorelines near Job's Mountain, between Little Island and Hewes Point, between the Bluffs and Decker Point, and in some areas west of Meadow Pond.

Emergent wetlands are characterized by erect, rooted, herbaceous hydrophytes, excluding mosses and lichens. Vegetation is present most of the growing season most years and is usually dominated by perennial plants. Emergent wetlands may include persistent or non-persistent emergent vegetation. Some emergent wetlands are inland, generally, but not always, adjacent to areas of open water. They are found in small areas near Spragues Beach, Coombs Cove, the Narrows, and Mill Creek. One specific type of emergent vegetation is eel grass.

Eel grass beds typically occur in the shallow subtidal zone in soft substrate (mud or sand). Eelgrass beds play a critical role in stabilizing the shoreline by trapping and binding sediments and protecting the shoreline from erosion. They also provide food, refuge, and nursery grounds for juvenile fish, waterfowl, shellfish, and other invertebrates. Eel grass is extremely sensitive to turbidity in the water, which blocks sunlight the plants need for photosynthesis. Turbidity is caused by sediment and nutrient loading as well as boat traffic.

Rocky shore is characterized by bedrock, stones, or boulders which cover 75% of the bottom in high-energy habitats exposed as a result of continuous erosion by wind-driven waves or strong currents. Sessile or sedentary invertebrates and algae or lichens attach to rocky shores and usually display a vertical zonation that is a function of tidal range, wave action, and exposure to the sun. Rocky shore is found east of Turtle Head, along

the Bare Ledges linking Hutchins Island to both Point Comfort and the shore of Coombs Cove, and several small areas DownIsland and along Seven Hundred Acre and other islands.

Unconsolidated shore have substrates with less than 75% cover of stones, boulder, or bedrock and less than 30% cover by vegetation other than pioneering plants. Erosion and deposition by waves and currents produce beaches, bars, and flats in palustrine and lacustrine systems. They may include cobble-gravel, sand, mud, organic or vegetation that is usually killed by rising water levels and may be gone by the beginning of the next growing season. Unconsolidated bottoms are characterized by a lack of stable surfaces for plant and animal attachment. They are usually in areas of lower energy and may be very unstable. Most macroalgae attach to the substrate by means of basal hold-fast cells or discs; however, in sand and mud, algae may penetrate the substrate and higher plants can successfully root if wave action and currents are not too strong. They may include cobble-gravel, sand, mud, and organic bottoms. Large areas of unconsolidated sand are found at Spragues Beach, south of Marshall Point, Parker and Coombs coves, Ryder Cove, Billys Shore, Crow's Cove, Islesboro Harbor, Broad Cove, Dark Harbor, and near the Gulf on Seven Hundred Acre Island.

Shellfish Habitat – There are three types of shellfish habitat in Islesboro – soft shell and quahog clams, sea scallop, and mussel. Nearly all shellfish habitat found near the shore, except for a portion of the habitat in Broad Cove, is soft shell and quahog clams. Offshore habitat and the remaining portion of Broad Cove are sea scallop habitat.

## **II. Water Quality**

All coastal waters off Islesboro's shores are classified 'SB' under State statute which is defined as "of such quality that they are suitable for the designated uses of recreation in and on the water, fishing, aquaculture, propagation and harvesting of shellfish, industrial process and cooling water supply, hydroelectric power generation, navigation and as habitat for fish and other estuarine and marine life. The habitat must be characterized as unimpaired. [Furthermore] Discharges to Class SB waters may not cause adverse impact to estuarine and marine life in that the receiving waters must be of sufficient

quality to support all estuarine and marine species indigenous to the receiving water without detrimental changes in the resident biological community. There may be no new discharge to Class SB waters that would cause closure of open shellfish areas by the Department of Marine Resources<sup>26</sup> (DMR).

Islesboro began a volunteer, local marine Water Quality Monitoring program in 1992 under the auspices of the municipal Shellfish Committee, Islesboro Islands Trust and Islesboro Central School. Since then, water quality characteristics such as temperature, dissolved oxygen and salinity have been measured at selected locations around the island. From 1992 until 1997 coliform bacteria were also measured. However, this procedure is labor intensive and requires a laboratory. It was dropped from the protocol when the primary laboratory volunteer, Jon Kerr, was no longer able to perform or oversee the test.

Test results tend to suggest that marine water in coves is warming earlier in the year. For example, the average water sample temperature during April in 1994 was 4.7 degrees Celsius while in 2007 the average April water temperature was 9.3. Each intervening year that April samples were taken showed a slight increase.

In general, dissolved oxygen test results suggest a healthy environment for aquatic species. Although Islesboro does not have a Healthy Beaches program aimed specifically at determining whether popular swimming areas are safe, there is no data to suggest otherwise. The DMR collects water samples at 20 locations along the Islesboro shore and tests them for coliform. State and federal agencies use the test results to determine whether eating shellfish taken from these areas is a health threat. In addition to the regular water quality monitoring, DMR must undertake a shoreline survey to further assure that contaminants are not entering the shellfish market.

### III. Fishing Licenses

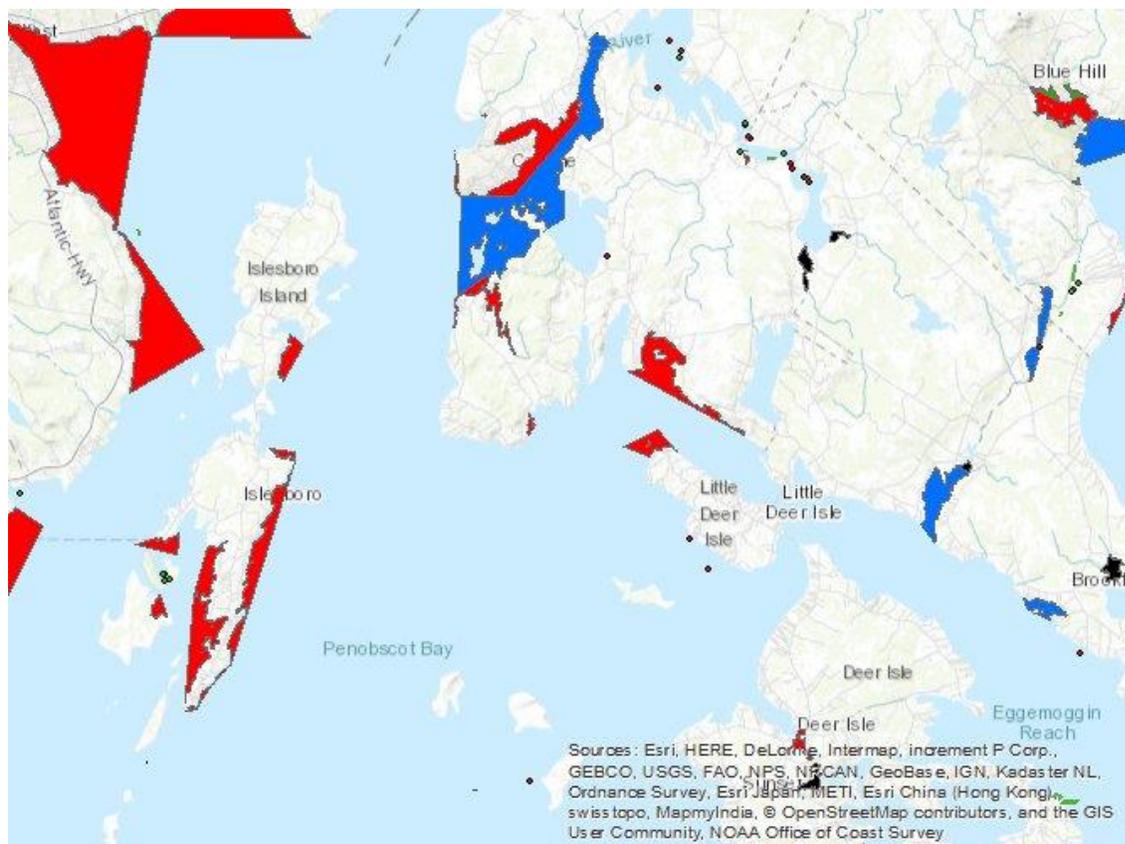
	2012	2013	2014	2015	2016	% Total
<b>Commercial Fishing Crew</b>	1	0	0	0	0	
<b>Commercial Shrimp Crew</b>	1	0	0	0	0	
<b>Commercial Shellfish</b>	3	0	0	0	0	
<b>Lobster/Crab Noncommercial</b>	6	9	10	14	13	0.33
<b>Lobster/Crab Apprentice</b>	1	0	0	1	4	0.10
<b>Lobster/Crab Class I</b>	4	2	2	1	1	0.03

<sup>26</sup> MRSA 38, § 465-B

<b>Lobster/Crab Class II</b>	8	8	6	4	4	0.10
<b>Lobster/Crab Class III</b>	7	6	4	4	7	0.18
<b>Lobster/Crab Over Age 70</b>	0	1	1	1	0	
<b>Lobster/Crab Class II + 70</b>	2	1	1	1	1	0.03
<b>Lobster/Crab Class III + 70</b>		1	1	2	3	0.08
<b>Lobster/Crab Student</b>	0	1	2	1	4	0.10
<b>Retail Seafood</b>	3	5	4	3	3	0.08
<b>Total</b>	35	35	34	35	40	1.00
<b>Source: Maine Department of Marine Resources, 2017</b>						

Nearly two-thirds of all fishing license in the Town are for lobsters and crabs, distantly followed by noncommercial lobster and crab licenses and retail seafood.

#### IV. Aquaculture



◦ LIMITED-PURPOSE AQUACULTURE (“LPA”) LICENSES.  
Source: Maine Department of Marine Resources, 2017

There are four aquaculture sites in Islesboro. They are located between Spruce and Warren Islands and are for Eastern American Oysters. It uses suspended cultivation techniques. As a result, navigation, lobster fishing, and recreational boating and fishing are allowed on the lease.

## V. Waterfront Access

Islesboro Waterfront Access, 2007				
Name	Use	Ownership	Access	Comments
<b>Town Dock</b>	Public Wharf	Municipal	Public	
<b>Ferry Terminal</b>	Transportation Facility	State	Public	
<b>Grindle Point</b>	Public Boat Launch	Municipal	Public	
<b>Dark Harbor Boat Yard</b>	Private Boatyard	Private	Private	
<b>Pendleton Yacht Yard</b>	Private Boatyard	Private	Private	
<b>Tarratine Yacht Club</b>	Private Commercial Recreational	Private	Private	Opened seasonally
<b>Islesboro Marine Enterprises</b>	Private Boatyard	Private	Private	
<b>Moseley's Public Wharf</b>	Public Wharf	Municipal	Public	
<b>Pripet Wharf</b>	Public ROW and Landing	Municipal	Public	Barge service only, permit required
<b>Town Beach</b>	Public ROW	Municipal	Public	Path to shore, picnic benches, recreational area
<b>Point Comfort ROW</b>	Public ROW	Municipal	Public	Path to the shore used for recreation & clamming
<b>Narrows ROW</b>	Private ROW	Municipal	Public	Owned by Islesboro Islands Trust. Path to shore for clamming & worming.
<b>Mill Creek Bridge ROW</b>	Public ROW	Municipal	Public	ROW over town owned bridge to clam flats

Islesboro Waterfront Access, 2007				
Name	Use	Ownership	Access	Comments
<b>Kissel Point ROW</b>	Public ROW	Municipal	Public	Limited use by commercial fishermen for boat storage
<b>Derby Road Town Landing</b>	Public ROW	Municipal	Public	Natural boat ramp, used for float storage & repair
<b>Loranus Cove</b>	Public ROW	Municipal	Public	Access to shore for recreation & clamming
<b>Charlotte's Cove</b>	Public ROW	Municipal	Public	Beach for public recreation
Source: Maine Department of Conservation, 2006				

Waterfront access facilities include one transportation facility; one public boat launch; one private, commercial, recreational facility; two public wharves; three private boatyards, and nine public rights-of-way. The various rights-of-way provide public access to the shore for clamming, worming, and recreating and include paths, beaches, picnic benches, and some limited boat storage.

There are 85 piers along the Town's shores.

## VI. Issues and Implications

1. The number of fishing licenses and lobster traps have risen slightly. Four aquaculture facilities are licensed in the community. In discussions about building a more stable, sustainable community, there was a desire to expand the Town's fisheries and it seems to be occurring. Should the Town do more to assist lobstermen? What should it do? Is the Town interested in expanding aquaculture opportunities?
2. Now that most overboard discharge systems have been closed, should the Town seek the opening of some areas closed to shellfish harvesting? Should the Town partner with the DMR to collect data to support opening currently closed areas?

3. What should the Town do to support continued, and possibly expanded, eelgrass bed and clam flat restoration?
4. Is the Town satisfied with the number and condition of its public access points? Are facilities in good conditions? Do they meet all current and anticipated needs?
5. Should the Harbor Committee's jurisdiction be expanded to cover all water around the Island, not just select coves?

## **Section V.H.**

### **Fresh Water Resources**

## I. Fresh Water Resources

Though previous comprehensive plans indicate several dozen minor watersheds in Islesboro, each draining to Penobscot Bay, only two watersheds are identified in data provided by the Department of Environmental Protection (DEP). The entire island is included in one watershed, with the watershed around Meadow Pond delineated separately. There are a number of small, unnamed streams and ponds in the community, in addition to Meadow Pond, the only sizable water body, which is described below.

All streams in Islesboro are classified 'B' under State statute which is defined as "of such quality that they are suitable for the designated uses of drinking water supply after treatment; fishing; agriculture; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation, except as prohibited under Title 12, section 403; navigation; and as habitat for fish and other aquatic life. The habitat must be characterized as unimpaired. Discharges to Class B waters may not cause adverse impact to aquatic life in that the receiving waters must be of sufficient quality to support all aquatic species indigenous to the receiving water without detrimental changes in the resident biological community."<sup>27</sup>

## II. Meadow Pond

According to the Pearl database,<sup>28</sup> Meadow Pond has:

- an area of 41 acres,
- a perimeter of 6,796 feet,
- a mean depth of 6 feet and maximum depth of 15 feet,
- a drainage area of 0.55 square miles,
- a dam at an elevation of 61 feet above sea level.

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<sup>27</sup> MRSA 38, § 465

<sup>28</sup> University of Maine Environmental Information Website [www.pearl.maine.edu](http://www.pearl.maine.edu)

In addition, the database identifies the trophic status of the Pond as eutrophic.

Given its size, Meadow Pond is defined as a Great Pond under State statute and its waters are classified 'GPA', the sole classification of great ponds and natural ponds and lakes less than 10 acres in size. "Class GPA waters must be of such quality that they are suitable for the designated uses of drinking water after disinfection, recreation in and on the water, fishing, agriculture, industrial process and cooling water supply, hydroelectric power generation, navigation and as habitat for fish and other aquatic life. The habitat must be characterized as natural. There may be no new direct discharge of pollutants into Class GPA waters."<sup>29</sup>

The Maine Department of Environmental Protection has calculated a per acre phosphorous allocation of 0.041 lbs/acre/year for new development in the Meadow Pond watershed to protect the water quality of Meadow Pond from additional phosphorous loading, which contributes to eutrophication.<sup>30</sup>

### III. Wetlands

Islesboro Wetlands						
	Upland		DownIsland		Total	
	Acres	% Island	Acres	% Island	Acres	% Island
<b><i>Fresh Water</i></b>						
<b>Pond</b>	10	0.00	7	0.00	17	0.00
<b>Salt Marsh</b>	56	0.01	28	0.00	84	0.01
<b>Shrubby Swamp</b>	318	0.04	175	0.02	493	0.06
<b>Forested Swamp</b>	735	0.09	381	0.05	1115	0.14
<b><i>Subtotal</i></b>	1119	0.14	591	0.08	1710	0.22

<sup>29</sup> MRSA 38, § 465-A

<sup>30</sup> Please note that development greater than ten acres would need to use another procedure to figure out the appropriate phosphorous allocation number, which would be smaller, so as not to use up all the allocation for development in the watershed.

<i>Marine/Estuarine</i>						
<b>Aquatic Bed</b>					1311	
<b>Emergent</b>					17	
<b>Rocky Bottom</b>					0	
<b>Rocky Shore</b>					70	
<b>Unconsolidated Sand</b>					292	
<i>Subtotal</i>					1690	
<b>Total</b>					3400	
<b>Total Island</b>					7753	
<b>Source: Town of Islesboro, 2002; National Wetlands Inventory</b>						

In earlier comprehensive plans, the community identified 94 fresh water wetlands, totaling 466 acres, in the community and 6 major wetland systems that feed estuarine waters.

A combination of Town and Maine Office of Geographic Information wetlands data indicate a total of 1,710 acres of fresh water wetlands and 1,690 acres of marine and estuarine wetlands.

#### **IV. State Regulations**

Since 2002, State law and rules have been revised to regulate storm water impacts from development, establishing additional standards for development in lake watersheds at most risk from development and in urban impaired streams – neither of which are identified in Islesboro.

#### **V. Islesboro Regulations**

The Town’s Land Use and Subdivision ordinances establishes districts that are largely focused around surface water features – Meadow Pond, wetlands, coastal areas, etc. – protecting shorelands, wetlands, flood plains, salt marshes, and estuarine systems with use restrictions, setbacks, minimum lot size requirements, and standards governing storm water runoff, septic waste disposal, spreading or disposal of manure, erosion and sedimentation control, and development permitting.

## **VI. Issues and Implications**

1. Meadow Pond is the only fresh water body of significant size in the community and plays an important role in the history and culture of the Town. The University of Maine indicates that the Pond is eutrophic. Should the Town Meadow Pond Committee investigate adopting regulations to limit the amount of additional phosphorous generated by new development in the vicinity of the Pond (phosphorous increases eutrophication)?
2. Should Islesboro adjust its land use districts to reflect the additional wetland acreages identified in the National Wetlands Inventory?

## **Section V.I.**

### **Groundwater Resources**

## **I. Groundwater Resources**

Twelve small high yield aquifers are located in Islesboro. Four are Upland, two within the loop formed by Main and Meadow Pond roads, one immediately south of Meadow Pond, and one just south of Bluff Road. Six are located Downland, one in the vicinity of the old Islesboro Village, one near Mill Creek, one in the vicinity of the Town Center, one along Babbidge Road, and one east of the intersection of the road that leads to Shattuck Point and Pendleton Point Road.

Three locations are identified as groundwater recharge areas. The largest is located Upland within the loop road formed by Main and Meadow Pond roads. It surrounds one of the high yield aquifers noted above. The other two are considerably smaller and are located Downland – one is south of the emerging Town Center and the other is east of the intersection of the road that leads to Shattuck Point and Pendleton Point Road, surrounding the high yield aquifer noted above.

## **II. Drinking Water Supplies**

All residents of Islesboro draw drinking water from bedrock wells (86%, based on 1994 survey of residents), dug wells, or springs for household use. There is one community well located in Ryder Cove that serves 9 residences.<sup>31</sup>

Islesboro has 5 water systems that the state defines as “non-transient non-community” or “community” public water systems<sup>32</sup>. They provide water for the Islesboro Central School (2 wells), Tarratine Yacht Club, Dark Harbor Shop, Tarratine Golf Restaurant, and Warren Island State Park. All are bedrock wells, drilled to depths from 20 to 80 feet, in the three cases where overburden thickness is known. The Maine Drinking Water Program identifies contamination risk for these water systems based on:

- well type and site geology (thickness of overburden);
- existing and future risk of acute contamination from bacteria, nitrates, septic systems, and animal feedlot or manure piles; and

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<sup>31</sup> Gerber, Robert G. Inc. Islesboro Ground Water Resource Evaluation. Prepared for the Islesboro Comprehensive Plan Implementation Project. Freeport, Maine. August 1995.

<sup>32</sup> Maine Title 22, Chapter 601, defines any publicly or privately owned water conveyance system which “has at least 125 service connections, or regularly serves an average of at least 25 individuals daily for at least 60 days out of the year.”

- existing and future risk of chronic chemical contaminants or significant sources of contamination from parking lots, fuel storage tanks, landfills, or industrial waste disposal sites.

In general, two wells are at “moderate” and three are at “low” risk of contamination.

The Islesboro Central School wells are identified as having moderate risk:

- based on site geology because the overburden thickness is unknown;
- for existing risk of acute contamination because there is a septic system within 300 feet of the wells;
- for existing risk of chronic contamination because cadmium has been detected and three potential sources of contamination are located within the well-head protection area, the closest being a parking lot; and
- for future risk of chronic contamination because of lack of legal control of the area within 2500 Phase II/V Waiver.

The Dark Harbor Shop well is identified as having moderate risk:

- based on site geology because the overburden thickness is unknown and
- for future risk for acute contamination because the status of land ownership is unknown or it has been determined that the proprietor does not own or control all the land within 300 feet of this water supply source.

### **III. Hydrologic Studies**

#### **A. 1995 Groundwater Resource Evaluation**

The purpose of the 1995 study was to “compile well data collected by volunteers of the Town, analyze maps and aerial photographs, evaluate the present state of ground water and recommend future methods for groundwater protection.”<sup>33</sup> The evaluation was

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<sup>33</sup> Op cit page 2.

based on available hydrogeologic literature, including the results of a townwide well questionnaire. The analysis included determination of bedrock aquifer yield potential through photo linear analysis, salt water intrusion potential within about 600 feet of the coast through photolinear interpretation, and statistical examination and review of well questionnaire data.

The results of the survey indicated that median well yields and bedrock well yields were above average (8 gpm and 16 gpm, respectively), and median and mean bedrock well depths were about average, when compared to other coastal settings. About 7% of respondents indicated that iron was a problem, 2% indicated that lime was a problem, and 1% indicated that manganese, bacteria, sulfur, salt and odors were a problem. One residence cited gasoline and two cited nitrates issues with their wells.

High yield bedrock aquifers and recharge areas were delineated as part of the analysis, which also indicated that very few locations in the community would support a public water supply in the event of contamination or depletion and demonstrated a need for the Town to protect recharge areas through managed growth and the proper handling of chemicals, petroleum, and septic systems.

The goals of the recommended groundwater management plan laid out in the report included:

1. Preserving Groundwater Quantity. Staying within bedrock aquifer safe yields, enhancing groundwater recharge, and controlling residential subdivision and commercial developments by:
  - Minimizing the amount of impervious cover that prevents rain water from entering the earth to become groundwater.
  - Encouraging infiltration of storm water from new development.
  - Preventing excessive pumping or reduction in recharge that can lower the groundwater table through conservation and management of new development.
  - Limiting coastal development to at least one dwelling unit per acre.
  - Adding new well data to the Town's groundwater database.
  - Making educational material available.

2. Preserving Groundwater Quality. Controlling all types of waste disposal, managing nonpoint source pollution, and controlling development and water quality monitoring by:

- Balancing the need for growth with groundwater quality protection, by using federal maximum contaminant levels (MCL's) for public drinking water supplies as a guideline for private water supplies.
- Not pumping groundwater at a rate that exceeds the rate at which groundwater is recharged by precipitation.
- Establishing minimum lot sizes based on soil carrying capacity to manage nitrate loading from septic systems.
- Setting water quality performance standards for all development under subdivision or site plan review.
- Directing waste disposal to groundwater discharge areas.
- Monitoring salt water intrusion.
- Defining the personnel and equipment available to respond in the event of a chemical or petroleum spill.
- Managing potential nonpoint sources of pollution (i.e., subsurface sewage disposal systems, petroleum storage tanks, material stock piles, sand/salt piles, abandoned wells, golf courses, airports).
- Continuing to collect and tabulate well data, water levels, and soil thicknesses.

### **B. Groundwater Resource Protection Monitoring**

In 1999, the Town was granted federal Environmental Protection Agency “sole source aquifer” status and embarked on a program that relies on the voluntary cooperation of householders, development of recommendations for corrective action, and the preparation and distribution of educational materials.

From 2001 to 2003, the Town’s Groundwater Protection Committee conducted annual water testing and water level monitoring of a network of wells to establish a reasonable foundation of information on groundwater characteristics. The same year, Wright-Pierce tied the elevation of well casings to sea level to aid efforts to determine base ground water levels. Each year in August the Committee also tested for water quality.

In 2001, 8 wells satisfactorily met the Federal Safe Drinking Water standards; 9 did not. The Committee recommended that all island well owners have their wells tested and decided to focus future efforts on identifying wells that are vulnerable to contamination.

In 2002, 60% of test wells tested positive for coliform bacteria, but no test wells exceeding the federal standards for metals. The Committee recommended that Islanders test their wells annually and made test kits available at the Town Office. It continued its program of identifying potential and existing sources of pollution to island aquifers, primarily septic systems and sources of petroleum.

In 2003, 20% fewer test wells tested positive for coliform bacteria. The Committee continued to recommend annual testing for Islanders wells, cautioned about potential impacts from malfunctioning septic systems and pesticides, and noted that more than 100 junked cars had been removed from the island that year. It also began a program of studying the effects of pesticide and fertilizer usage on groundwater.

In 2003 based on its annual testing of well water levels, the Committee was able to report that it appeared that groundwater levels decline each summer (low of 18 feet in August), but recover by the following spring (8 feet in April). The annual water quality testing included two wells on property where pesticides and fertilizers were normally used, which did not show any contamination. Coliform bacteria continued to be found in 40% of the wells tested, approximately twice the average figure for the state as a whole. Two wells also tested positive for E.coli; two others slightly exceeded arsenic standards and well owners were advised to contact the Maine Department of Human Resources (DHS). The Committee continued to encourage islanders to test annually and to conserve.

In 2004, based on the recommendation of its consultant, Stratex, LLC, the Committee decided to investigate several areas of particular interest, including the integrity of well casings and the regulatory files and water quality associated with the Town's landfill, as well as a revision of its water monitoring program. The result of a study of well casings revealed seal failures that allow potentially contaminated surface and shallow groundwater from soil to enter the well. In August 2004, Stratex prepared a summary of

the findings from the annual water level measurements and water quality testing of the network of wells.

1. Groundwater Levels. Water levels were measured quarterly from 2001 to 2004, monthly for 2002 and 2003, then quarterly in 2004. Despite relatively high groundwater levels in 2004, cumulative annual precipitation since 2001 was consistently less than average annual precipitation levels. Stratex concluded that, “it is possible that groundwater levels in 2004 are still less than the long-term average (i.e., 30 years) levels.”<sup>34</sup>

2. Water Quality Testing. The 2004 water quality sampling focused on specific parameters, including pH, specific conductance, sodium, chloride, hardness, radon, and total coliform counts.

The pH values were generally within the range of values measured during other sampling events, with the average pH at 7.41 (median at 7.38).

In general, Stratex observed that elevated values for specific conductance were consistent with Islesboro’s coastal and geologic setting (i.e., more dissolved components of limestone bedrock units).

Concentrations of sodium, hardness, and chloride were similar to previous measurements and elevated in several wells, possibly due to impacts from road salt, salt water intrusion, water softeners, and/or wastewater.

Testing revealed radon in concentrations that generally exceeded EPA maximum contaminant level, but were below the alternative maximum contaminant level for small community water systems (several were very close to the standard). However, indoor air levels were comparable to outdoor levels. Because samples were collected by the Groundwater Committee, the DHS recommended retesting by a Maine Registered Radon Service Provider to verify results and advised homeowners to contact the Maine Radiation Control Program for additional information.

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<sup>34</sup> Stratex, LLC. 2004 Ground Water Resource Protection Monitoring, Islesboro, Maine. November 17, 2004.

“The presence of total coliform [bacteria] has been a persistent problem in Islesboro wells.”<sup>35</sup> To explore potential causes, the Committee checked the integrity of well seals and performed additional testing, including an expanded suite of coliform parameters for a subset of wells. Bacterial counts from four wells were very high and suggested contamination from surface water. In general, the type and quantity of bacteria found suggest “well integrity issues common in older wells (> 50 years old)”<sup>36</sup> and point to the need for public education regarding land use activities near wellheads and the need for regular testing. The results support the need for a well casing inspection program.

Based on the 2004 water monitoring program, Stratex recommended that the Committee:

- Establish a well database and GIS mapping system.
- Require registration and proof of potable water for new wells through the building permit process.
- Educate the public about the value of regular water quality testing and the importance of eliminating pet waste from ground surface near wells.
- Review water quality test data from the Maine Health and Environmental Testing Laboratory for the past 10 years.
- Review the Town’s land use regulations for measures aimed at protecting groundwater.
- Establish a groundwater monitoring program for the landfill.
- Continue inspecting well casings.
- Evaluate potential causes of elevated sodium, hardness, and chloride by meeting with public works to gain an understanding of road salting activities, compiling information on use of water softeners, and checking separation distances between septic system leachfields and water supply wells.

In 2005, eight of the nineteen well tested, tested positive for coliform bacteria, though none tested positive for E.coli. One tested positive for fecal coliform from an animal source. These results continued to suggest well integrity issues, which was confirmed

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<sup>35</sup> Op cit page 6.

<sup>36</sup> Ibid.

when two of the four well casings inspected were found to be leaking badly. Based on these results, the Committee decided to continue its well casings program the following year. Stratex indicated that well water level monitoring results now provided sufficient data to indicate that ground water quantities were adequate for Islesboro's present population and for anticipated growth. The Committee advised Islanders to continue annually well testing and care with potential sources of contamination.

2007 testing indicated no significant change in water quality. The Town's consultant, Robinson Resources made a joint presentation to the Groundwater and Comprehensive Plan committees and recommended that the Town adopt a groundwater protection ordinance that requires a minimum 200 foot distance between wells and septic systems and a 500 foot setback from the shoreline to prevent salt water intrusion.

In 2008, well monitoring continues.

### C. Soil Carrying Capacity

Geologic Soil Type	Average Natural Recharge Rate % of PPTN	Average Natural Recharge Rate gpm/acre	Average Natural Recharge Rate inches/year	A Allowable Dwellings per Acre	1/A Allowable Acres per Dwelling	Drought Recharge Rate gpm/acre	Drought A Allowable Dwellings per Acre	Drought 1/A Allowable Acres per Dwelling
sand and gravel	50%	1.23	23.9	1.6	0.6	0.74	1.0	1.0
thin sandy till	25%	0.62	11.9	0.8	1.2	0.37	0.5	2.1
silty till	15%	0.37	7.2	0.5	2.1	0.22	0.3	3.5
exposed rock and glaciomarine silt	10%	0.25	4.8	0.3	3.1	0.15	0.2	5.2
glaciomarine clay silt	5%	0.12	2.4	*0.2	*5.0	0.07	*0.2	*5.0
Notes: 1) * Glaciomarine clay-silt soils are not only limiting in their ability to treat residential wastewater, but they also have limitations relating to other site engineering issues such as slope stability, drainage and siltation potential. Ongoing research suggests clays may have the capability of denitrifying wastewater more effectively than typically assumed. 2) Drought conditions assume that precipitation is reduced to 60% of the average rainfall.								
Source: Robinson Resources, LLC. Soil Carrying Capacity, Islesboro, Maine. December 22, 2006.								

In 2006, the Comprehensive Plan Committee hired Robinson Resources, LLC to perform a soil carrying capacity analysis to evaluate the capacity of soils to treat wastewater from residential septic systems and as a potential tool to protect groundwater resources. Based on the analysis of soil types, whose potential recharge rate varies from about 2-5% for clay to 50% for sand and gravel, the recommended

allowable dwellings per acre ranged from a high of 1.6 dwellings per acre to a low of 0.2 dwelling units per acre. Expressed differently, the recommended allowable acres per dwelling ranged from 0.6 to 5 acres per dwelling.

Four small areas appropriate for higher densities are located Upland; one is located Downland in the vicinity of the emerging Town Center. Areas that would support slightly higher densities than are currently required are located in the northern parts Upland, north and west of and within the Narrows, on portions of Grindle Point, along Charlottes Cove, and other scattered locations Downland. Much of the rest of the Island is highly constrained and would warrant a reduction in density, much of it significantly lower than currently allowed, using traditional on-site septic systems.

The analysis was based on the ability of the land to dilute residential wastewater, with nitrate-nitrogen as the primary contaminant of interest. Robinson Resources reviewed soil types and assigned recharge rates as the percent of average annual precipitation likely to infiltrate the ground. After recharge rates were assigned, the number of housing units per acre was calculated for each soil type, assuming the dilution of wastewater with groundwater.<sup>37</sup> A second set of calculations were prepared to reflect drought conditions. The consultant recommended that wells and septic systems be separated by at least 200 feet to protect against pathogens. Robinson Resources noted the limitations of local variations in geology, soils, or septic system design, installation, and operation as well as accuracy of data collected by others, and recommended that individual site and project design should be subject to field verification.

#### **IV. Potential Sources of Contamination**

A number of potential threats to groundwater have been identified; a number of which are clustered together.

Upland, along Meadow Pond Road, between two high yield aquifers and the largest groundwater recharge area, are the municipal transfer station, the Town's sand and salt

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<sup>37</sup> Robinson Resources, LLC. Soil Carrying Capacity, Islesboro, Maine. December 22, 2006.

pile, a septage spreading location, a remediation site that requires no further action, and an automobile repair facility. The municipal landfill is located north of the groundwater recharge area. Near Meadow Pond are two registered out-of-service underground oil tanks. In the vicinity of the old North Islesboro Village, there are one registered underground oil tank, four leaky aboveground oil tanks, and three surface spills.

DownIsland, in the vicinity of the old Islesboro Village, there was a leaking aboveground storage tank. In the vicinity of the emerging Town Center north of one of the groundwater recharge areas are a bulk fuel storage facility, an automobile repair facility, a gas station, two registered underground storage tanks, and a leaking underground oil tank. In Dark Harbor, are a wastewater treatment plant and outfall, a leaking aboveground oil tank, two leaking underground oil tanks, a marina, and two registered out-of-service underground storage tanks. An engineered solid waste disposal facility is located nearby at the Tarratine Yacht Club. One registered aboveground oil tank is located near Pendleton Point.

Offshore on Seven Hundred Acre Island are a marina, a spill response, and a remediation site that requires no further action.

Spill responses were also noted at the old Islesboro Village, Northeast Point, Pripet, and in the Eastern Bay.

Two active overboard discharges are located at Fire Island and Ryder Cove. Eighteen overboard discharges have been removed – two UplIsland, thirteen DownIsland, one in the Narrows, and one each on Seven Hundred Acre and Minot islands.

## **V. State Regulations**

In 2000, the Legislature adopted PL 761 to give public water suppliers “abutter status” for certain proposed activities that require a permit within a given source protection area, including automobile recycling facilities or junkyards, expansion of structures using subsurface waste disposal systems, conditional and contract zoning, subdivisions, and other land use projects. In 2008, the Legislature directed the Department of

Defense, Veterans and Emergency Management, Maine Emergency Management Agency, in coordination with the Department of Public Safety, Office of the State Fire Marshall and the Department of Environmental Protection, to review and make recommendations on improving the current framework for registering aboveground oil storage facilities.

In 2001, the State passed legislation to protect sensitive geologic areas from oil contamination, which prohibits or modifies the installation of underground storage tank facilities in the proximity of existing public water supplies and private wells and future water supplies associated with significant sand and gravel aquifers. The requirements of the statute apply only to motor fuel and bulk plant underground storage tanks, not to the expansion of underground storage tanks that existed at a site prior to the effective date of the law.

Under the law, tanks cannot be installed:

- within 300 feet of a private well, other than the well used to supply water to the business with the underground storage tank
- within 1,000 feet (or the source water protection area, which ever is larger) of a community water supply
- over a high-yield sand and gravel aquifer
- within 1,000 feet (or the source water protection area, which ever is greater) of a transient (e.g., restaurant, highway rest stop) or non-transient (e.g., school, office park) public water supply
- over a mapped moderate-yield sand and gravel aquifer.

In 2008, a bill was proposed to amend this law to prohibit the installation of aboveground storage facilities, automobile graveyards or recycling businesses, automobile body or other commercial automobile maintenance and repair shops, dry cleaning facilities, metal finishing or plating facilities, or commercial hazardous waste facilities within wellhead protection zones to prevent contamination by oil and hazardous matter and give municipal code enforcement officers the authority to enforce the restrictions. The bill, as adopted, was amended to eliminate provisions that called for administration and enforcement primarily at the local level, the requirement for the

registration of aboveground oil storage facilities in wellhead protection zones and over sand and gravel aquifers, and authorization for the Department of Environmental Protection to enjoin the operation of a facility installed in violation of the new siting restrictions and replace it with more comprehensive enforcement language. It also required a number of departments and agencies to review and make recommendations about how to improve the current framework for registering aboveground oil storage facilities.

## **VI. Islesboro Regulations**

In 2000, based on the recommendations of the 1995 groundwater study, the Town adopted a Groundwater Protection Ordinance, which established the Groundwater Protection Committee and charged it with:

- monitoring groundwater quality,
- recommending corrective action to address groundwater pollution in cooperation with the Codes Enforcement Officer and Local Plumbing Inspector,
- developing and publicizing educational and informational material on groundwater protection and conservation,
- requiring adherence to provisions of the Environmental Protection Agency's provisions for sole source aquifers,
- applying for grants and donations to add to Town funds for its purposes,
- preparing an annual budget in cooperation with the Town Manager,
- preparing reports, including one for inclusion in the Town's Annual Report, and
- advising the Planning Board, and other boards and committees, about procedures, rules, or ordinances related to groundwater protection.

Furthermore, the Town's Land Use Ordinance requires applicants for land use permits to supply data on any new well dug or drilled, including the depth and flow rate, to the Codes Enforcement Officer to aid the monitoring of the Town's water supply.

## **VII. Issues and Implications**

1. Is the Town concerned about the moderate existing and potential risk of chronic contamination at the Islesboro Central School? What, if any, steps should it take to reduce this risk?
2. The Groundwater Committee has worked long and hard to inform homeowners about potential threats to their drinking water. What additional educational efforts should the Town undertake? Should the Committee encourage greater water conservation? What steps should the Town encourage householders to take to reduce coliform bacteria in wells?
3. What next steps should the Town take to protect groundwater resources? Should the Town adopt regulations requiring all wells and septic systems to meet environmental compliance standards? Should the Town revise its land use regulations to increase the required distance between wells and septic systems and between the shore and wells? Should the Town continue and/or expand well monitoring? Should the Town create a database of well, compliance, and monitoring data linked to its GIS mapping system?
4. The 1987 Comprehensive Plan recommends that “future residential and commercial development on or adjacent to high-yielding groundwater aquifers should be encouraged to utilize centralized wells or public water supplies rather than individual wells” and that “sewage disposal in these areas should be limited to public sewage collection systems, and individual septic systems should be limited in density by requiring a minimum lot size of one hundred thousand square feet per system.”  
  
Should the Town encourage centralized rather than individual wells in some areas? Similarly, should the Town encourage centralized septic rather than individual systems in some areas?
5. What further steps should the Town take to reduce threats to groundwater from identified potential sources of contamination? Should the Town consider acquiring additional land or development rights in the vicinity of identified groundwater recharge areas?

## **Section V.J.**

### **Critical Natural Resources**

## I. Riparian Habitat

Forested swamps are characterized by woody vegetation 20 feet tall or taller, particularly along rivers and in mountains. They occur only in palustrine and estuarine systems and normally possess an overstory of trees, an understory of young trees and shrubs, and an herbaceous layer and may include broad or needle-leaved deciduous, broad or needle-leaved evergreen, and dead trees. There are significant areas of forested swamps Upland, including in the vicinity of each of the high yield aquifers and the cluster of potential threats to groundwater discussed in a previous inventory chapter. There are also areas of forested swamps in the vicinity of Point Comfort, Coombs Cove, Sabbathday Harbor, Sprague Cove, and on portions of Keller Point. Smaller areas of forested wetland are found Downland within the area defined by West Bay, Main, and Mill Creek roads. Forested swamps also occur south of Mill Creek and east of Main Road. There are a number of smaller forested swamps scattered throughout the Downland area.

### Ponds/open water

Islesboro Lake Fish Species Inventory		
Common Name	Scientific Name	Fishery Value
American eel	<i>Anguilla rostrata</i>	1
Chain pickerel	<i>Esox niger</i>	2
Smallmouth bass	<i>Micropterus dolomieu</i>	2
Largemouth bass	<i>Micropterus salmoides</i>	2
White perch	<i>Morone americana</i>	2
Golden shiner	<i>Notemigonus crysoleucas</i>	1

Source: Maine Department of Inland Fisheries and Wildlife, last updated November 2004

There largest fresh water body in Islesboro is Meadow Pond. According to the Maine Department of Inland Fisheries and Wildlife (MDIFW), American eels and Golden shiners, both of #1 fishery value, are found in Meadow Pond. Chain pickerel, smallmouth bass, largemouth bass, and white perch are also found in the Pond.

Salt marshes are important to wildlife and estuarine or marine fisheries for a number of reasons. They serve as spawning and nursery grounds for more than two-thirds of

commercial and recreational marine fishes. They are highly productive environments within the estuarine food web. Salt marshes also act as a barrier against storm surges, significantly reducing shoreline erosion by absorbing flood waters and attenuating wave action. They improve water quality by removing suspended solids, excessive nutrients, and pollutants from overlying waters. They are used by many waterfowl and shorebirds for feeding, resting, and nesting. Salt marshes have high scenic value and provide recreational opportunities. Salt marshes are inland of Spragues Beach and Parker/Coombs coves Upland, within the Narrows, and between Islesboro Harbor and Hewes Point and north of Grindel Point DownIsland.

Shrubby swamps are dominated by woody vegetation less than 20 feet tall and may include true shrubs, young trees, or shrubs that are small or stunted because of environmental conditions. They occur only in estuarine and palustrine systems. Large blocks of scrub shrub wetlands are found Upland in the northern part of the loop formed by Meadow Pond and Main roads and around Meadow Pond. DownIsland, larger areas of scrub shrub wetlands are found along either side of Main Road and near the western base of Abrams Mountain.

## **II. High Value Plant and Animal Habitat**

There are five areas where Bald Eagle nests have been identified – two areas in the loop formed by Meadow Pond and Main roads, around Ram Island, in the cove south of Hewes Point, and around Jobs Mountain and Charlottes Cove.

Flat Island is a designated as a Sea Bird Nesting Island and is protected by the Department of Marine Resources. Sea bird nesting is also found on small islands both east and west of Lime Island.

Much of Islesboro's shoreline provides important Coastal Wading/Waterfowl Habitat. Most wading and waterfowl habitat is on Islesboro's western shores and other islands; however areas in Parker and Coombs coves and Hutchins Island, Ryder Cove, and Billys Shore all have sizable wading and waterfowl habitat. Other areas along the western Upland shores include Spragues Beach and Seal Harbor. Crow Cove in the Narrows as well as Flat, Warren, Spruce, and portions of Seven Hundred Acre Island

also have significant wading and waterfowl habitat areas. DownIsland, the largest blocks of wading and waterfowl habitat is found in the vicinity of Gooseberry Point, Broad Cove, and Sherman Point, Ames Cove, Shattuck Point DownIsland extending out to Minot Middle, Job, Ensign, and Lime islands, and in the vicinity of two unnamed islands, east of Lime Island. On the eastern shore DownIsland, coastal wading and waterfowl habitat is also identified in Islesboro Harbor and Dark Cove.

### **III. Large Habitat Blocks**

Not surprisingly, there are a number of large blocks of undeveloped land (> 100 acres) Upland, as overall development has traditionally taken place DownIsland. The largest unfragmented blocks of land in the Narrows and DownIsland occur in the vicinity of Buring Point and in the area surrounded by West Bay, Main, and Mill Creek roads, in the vicinity of Broad and Sherman points, Abrams Mountain, and west of Charlottes Cove and Jobs Mountain. Most of Seven Hundred Acre Island and the island south of Lime Island are undeveloped. Large forested blocks of undeveloped land are identified west of Freshwater Pond Road, west of Main Road to Sprague Cove, and include Spruce and Warren islands.

### **IV. Scenic Views**

Two inventories of Islesboro's scenic resources have been undertaken – one in 1987 and the other in 1992. The first study, prepared by the Island Institute in collaboration with Holly Dominie, was commissioned by the Islesboro Islands Trust.<sup>38</sup> The second was prepared for the Maine Critical Areas Program to identify scenic areas appropriate for designation.<sup>39,40</sup>

The 1987 inventory describes the overall visual character of the Island and the scenic quality of 49 views to the water from public roads. Data was gathered in Phase I to be

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<sup>38</sup> Island Institute in collaboration with Holly Dominie. Visual Resource Study for the Town of Islesboro. Rockland, Maine. December 1987.

<sup>39</sup> Terrence J. Dewan & Associates. Scenic Inventory: Islesboro, Vinalhaven, North Haven, and Associated Offshore Islands. A Report Prepared for the Maine Critical Areas Program, Maine State Planning Office, Augusta, Maine. June 1992.

<sup>40</sup> Replaced by the Natural Areas Program, which focuses on plant and animal habitat.

used in Phase II to formulate long term management plans for each scenic area, including land acquisition strategies. The overall visual characterization was prepared through discussions with local residents and observations while driving public roads to assess a range of visual features present in each view.

The study describes the overall visual picture of Islesboro as

“one of a rural New England landscape...enhanced by the marine surrounding and the remnants of the farms that once dominated the northern part of the island. Residential development predominates...The homes are provincial and the architecture well maintained. The graveyards add to the picturesque New England landscape...Historical and present patterns of use reflect the relaxed-residential ambiance of the island...Supporting the fact that the island is geared towards a rural landscape, the nodes of activity on the island are dispersed and difficult to distinguish.”<sup>41</sup>

The study notes that Islesboro’s physical geography contributes to its special visual quality, including its long, narrow, highly configured shoreline and the eastern shore where “overlooking slopes are more prominent and visually distinctive.” It also describes island roads as “narrow, curving and continually changing in elevation” in some places enhancing views “from a vantage point close to sea level, overlooking residential landscapes.” It identifies the ferry landing, the Narrows, and Dark Harbor as important identifying landmarks, contributing to Islesboro’s sense of place and notes that as the ferry approaches the island, aside from Grindle Light, “there is no other development visible on the shore. The rest of the view is of seemingly endless spruce woods originating at the waters edge.”

The study describes four distinct landscape settings:

- “old farm rural residential” along West Side Road and along Meadow Pond-Turtle Head-Main roads where views to the water overlook open agrarian landscapes and views at higher elevations look over open expansive landscapes;

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<sup>41</sup> Op cit, Visual Resource Study for the Town of Islesboro.

- “medium density residential development” found through the center of the island on Main and the extension of Ferry roads which are relatively open, further from the water’s edge, at moderate elevations, and without many views to the water;
- “enclosed woodlands” below Dark Harbor on Main Road and along Ferry Road depict wooded areas that have either no or minimal development along the roadside edge;
- “old summer colony” noted in the area surrounding Dark Harbor on Hewes Point Road and Billys Shore Drive at Ryder Cove with traditional summer residences and significant views to the water.”

The study points out that the Narrows divides Upland from Downland and that Upland is characterized by an “old farm rural residential” landscape with “views from the roads on this end of the island ...expansive from moderately high elevations.” Downland the views to the water are fewer, “although the landscape is more diverse along the road corridor. Stately homes peer through the woods and sit close to the roadside edge.” Below Dark Harbor, the road passes through heavily wooded, undeveloped areas and views are hidden until it ends at the Town Beach, which provides a “panoramic view of nearby islands, distant shore and mountains, and the open ocean.”

Islesboro Scenic Views - 1992															
			Hilltop views from public roads	Settlements	Cottages	Open water views	Semi-enclosed views	Harbors	Enclosed water views	Points	Intermittent views	Lighthouses	Beaches	Moorings	Score
<i>Pendleton Point</i>	X					X	X			X			X		74
<i>Grindle Point</i>	X				X		X	X		X		X		X	74
<i>West Side Rd</i>	X				X						X				71
<i>Islesboro Harbor</i>				X		X	X	X						X	71
<i>Kissel Point Rd</i>				X	X		X	X						X	70
<i>Sabbathday Harbor</i>				X			X	X						X	67
<i>Parker Cove</i>	X		X			X									67
<i>Dark Harbor</i>		X		X	X				X						65

Islesboro Scenic Views - 1992															
			Hilltop views from public roads	Settlements	Cottages	Open water views	Semi-enclosed views	Harbors	Enclosed water views	Points	Intermittent views	Lighthouses	Beaches	Moorings	Score
<i>Seal Harbor</i>							X	X						X	63
<i>Main Rd Overlook</i>	X		X		X	X									62
<i>Charlottes Cove</i>						X	X						X		60
<i>Broad Cove</i>	X						X								58
<i>Billys Shore</i>							X								57
<i>Hinckley Beach</i>							X						X	X	56
<i>Crow Cove</i>		X					X							X	55
<i>Mill Creek</i>		X					X								51
<i>Turtle Head Cove</i>						X							X		49
<i>Ferry Rd</i>							X								42

Source: Scenic Inventory: Islesboro, Vinalhaven, North Haven, and Associated Offshore Islands. Office Terrence J. DeWan & Associates for Maine State Planning Office, 1992.

The 1992 study inventories scenic areas as seen from public access points and the major viewsheds, based on evaluation by trained observers of eight scenic indicators.<sup>42</sup> In Islesboro, of the 18 sites evaluated, 5 sites were recommended for inclusion on the State’s Critical Areas Register, 11 sites of moderate to high scenic quality were recommended for further field investigation and verification before being considered for Critical Area status, and 2 sites were identified as of local significance.

The study generally notes that “viewing locations have often been established by traditional economic uses of the land, (farming... and clearing for residential or recreational use), foresight (conservation easements, state or local parks), or the fortuitous location of roads or utility rights of way” and suggests that roadside thinning or opening of view corridors can reestablish overgrown views or open new viewing opportunities. It also points out that several established fields in Islesboro “punctuate

<sup>42</sup> Landform, open land, shoreline configuration, special scenic features, views of water from major roads, land use, vegetation, and landscape composition and effect.

the landscape, providing directed and relatively narrow vistas to the water and that “while the scale of these pastures is relatively small when compared to the open land found on the mainland, their relative scarcity and the contrast they offer makes them an important component of the landscape.”

The study makes the following management recommendations to guide local and state officials with specific actions to preserve or improve the visual environment:

- Pendleton Point: Provide additional sanitary and picnic facilities near outer parking area. Screen parking areas from view of beach users.
- Grindle Point: Separate parking from historic buildings and adjacent green. Remove or relocate overhead utility lines to make them less obvious. Incorporate interpretive signage in limited areas. Clean stone beach of litter and debris.
- West Side Road: Screen power cable crossing where visible next to road. Use careful vegetation management to open views from road to bay. Use design guidelines and site plan review to maintain architectural and landscape integrity found within scenic area.
- Islesboro Harbor: Protect open fields surrounding Bounty Cove through conservation easements. Scenic easements on Northeast Point and land east of Main Rd.
- Sabbathday Harbor: Protect lands surrounding Ryder Cove through conservation easements and/or strict adherence to shoreland zoning.
- Parker Cove: Preserve open field on east side of road to maintain visual access to bay. Conservation easements on fields on east side of road. Site plan review to direct new construction away from fields and prevent blockage of public view.
- Dark Harbor: Strict site plan review standards to assure site and architectural compatibility for future development.
- Seal Harbor: Provide better definition of parking areas. Selective vegetation management necessary to open new views or maintain existing vistas to harbor.
- Main Rd Overlook: Work with private property owners to establish permanent view corridors to Penobscot Bay.
- Charlottes Cove: Minor maintenance work on roadway and culvert.

- Broad Cove: Preserve visual access to cove with protective covenants on open fields and strict site plan review standards.
- Hinckley Beach: Provide parking as demand warrants.
- Crow Cove: Continue enforcing shoreland zoning to prevent further development along waterfront.
- Turtle Head Cove: Provide limited amount of public parking.
- Ferry Road: Install low vegetative screen on east side of warning sign used to notify navigators of presence of cable crossing.

As part of 2008 update of the Comprehensive Plan, members of the Comp Plan Committee revisited the views identified in the 1987 study to document them with photos and attempt to assess whether the views remain, have been obscured by tree growth, or impacted by the construction of structures or disturbance of the landscape. It is difficult to use this inventory to track changes in the views since 1987 because of the lack of photo documentation in 1987; however, it appears that at least three, possibly four, views have been lost, at least two have shifted (and possibly been reduced in linear extent) due to tree growth, and nine others may have been obscured due to tree growth.

Two new views were identified. Now that the views have been documented with photos and their locations are identified on a map in the Town's GIS system, it should be easier to update the inventory of changes in the future.

As noted in each of the previous inventories of views, views were identified and rated based on "professional" assessment, with no input from the community about how it "valued" each view. Perhaps this explains why recommended steps to protect the identified views were never undertaken.

## **V. Coastal Hazards**

Significant portions of Islesboro's shoreline are made up of coastal bluffs. Upland, there are two landslide hazard areas near Marshall Point and at Decker Point.

Downland, there are landslide hazard areas in the vicinity of the western shore of

Broad Cove, the shoreline near Maddie Dodge Field, and in two areas west of Pendleton Point Road south of Dark Harbor. There are also two landslide areas each on Seven Hundred Acre Island and Job Island.

Human activity and land use may contribute to the risk of a landslide. In general, human activities that increase the amount or rate of natural processes may, in various ways, contribute to landslide risk, including actions that:

- increase surface water flow to a bluff face (watering lawns; grading slopes; stormwater from roofs, driveways, paths, and lawns);
- saturate the ground with water (septic systems) that raises the water table, causing seepage and increasing weight on the bluff;
- clear vegetation or otherwise, disturb the bluff face (for views, walkways), leading to greater erosion, a steeper slope, and destabilization;
- add weight to the top of a bluff (buildings and other structures);
- cause ground vibration (well drilling, deep excavation); and
- increase erosion on adjacent properties where engineering ends along a shore (seawalls, rip rap, or other solid structures).

In 1995, the Maine Geologic Society (MGS) assessed the potential impact of sea level rise on Maine's "soft coast—coastal sand dune systems, coastal wetlands, and coastal eroding bluffs",<sup>43</sup> which, just based on historic rates of change, face the prospect of significant coastal erosion and inundation. For beaches and coastal wetlands, that erosion and inundation would be exacerbated by an accelerated rate of sea level rise associated with global climate change.<sup>44</sup>

Researchers found that eroding bluffs are more vulnerable to erosion from coastal storms than by a rise in sea level and that the most profound changes as a consequence of accelerated sea-level rise will probably be experienced by sand beaches based on a sea level rise ranging from over that same period. The analysis

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<sup>43</sup> United States Environmental Protection Agency Office of Policy, Planning, and Evaluation and Maine State Planning Office, Maine Geological Survey, Marine Law Institute. Anticipatory Planning For Sea-Level Rise Along The Coast of Maine, EPA-230-R-95-900. September 1995.

<sup>44</sup> The State is planning for a 0.5 to 2 m rise in sea level over the next 100 years.

also projects that significant impacts will also be felt by tidally influenced wetlands. Not surprisingly, rocky shorelines are not particularly vulnerable to a change in sea level.

The Narrows, as a low lying area, has the potential for increased flooding.

## **VI. Invasive Species**

Since nearly the beginning of Islesboro's European settlement, Islesboro has struggled with "pests". In some of the earliest written records of the community, there were numerous bounties offered for crows. For a number of years, perhaps since hunting with firearms has been outlawed, the deer population has been largely unmanaged and has caused unwelcome impacts. Most recently, the community has observed the beginning of an invasion of non-native plants, like purple loosestrife, in town wetlands. It is not clear how serious this problem is at present.

## **VIII. Issues and Implications**

1. Are Islesboro's various riparian and high value plant and animal habitats adequately protected by current land use regulations?
2. What should the Town do to encourage the preservation of large blocks of undeveloped land? Should the Town adopt some type of density transfer technique to direct growth to more compact "villages" in areas best able to support development while compensating land owners for reduced development potential of large undeveloped blocks of land that are among the most sensitive or valuable?
3. The two scenic inventories identify a number of views from public access points, some important at the state or even national level. Both studies recommend steps the Town could take to protect these assets, including acquisition of conservation easements and/or protective covenants, screening or removal of land use elements that detract from views, selective management of vegetation to preserve or open up views, and site plan review and development standards to prevent development from blocking public views and assuring that new development blends compatibly with existing development.

Should the Town undertake a local effort to identify additional locally valued views and clarify which views are most important to protect? What steps, if any, should the Town take to protect and enhance its most important scenic views?

4. Given the existence of landslide hazards and the likelihood of sea level rise over the coming century, should the Town adopt more stringent setback and development standards to reduce the risk of damage to both developed areas and important coastal features?
5. The Narrows, with its highest point just about 50 feet above sea level, will be particularly vulnerable to sea level rise and extreme storm surges.

What steps should the Town take to prepare for increasingly likely flooding events, particularly in the area of fire and ambulance services? The Town investigated the impact of sea level rise to determine its impact of the shoreline, particularly in the Narrows and Grindle Point areas; designate evacuation areas, breach points susceptible to flooding and overwash during storm events, and specific water elevations that may trigger flooding of emergency transportation corridors.<sup>45</sup>

6. For many years, landowners have struggled with the impact of a largely unmanaged deer population and, more recently, the threat of Lyme disease and “invasive” species. How serious are these problems on the Island? Should the Town prepare management plans to control the spread of pests and/or invasive species?

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<sup>45</sup> *Coastal Storm Vulnerability Grindle Point and The Narrows Report*, Ransom Consulting Engineers and Scientists, August 21, 2017.

## **Section V.K.**

### **Agricultural and Forestry Resources**

## **I. Agriculture**

### **A. Historic and Current Farming**

As in many coastal communities, by the 1850's as much as 2/3 of Islesboro had been cleared for farmland and pasture to produce, grain, and a few animals that supported its residents. Following the Civil War, as many farmers moved west in search of more fertile farmlands, many eastern farms were abandoned and reverted to forests. Islesboro held onto its farms longer than most because coastal, marine trading routes provided steady and convenient markets for surplus island farm products. In addition, with the emergence of the Island summer colonies, a new market emerged for home delivery of milk products, fresh fruits, and vegetables. Landscape materials were also grown and marketed during the turn-of-the-century building boom. As a result, the abandonment of fields and pastures was slower than in other areas. Nevertheless, farmland loss accelerated through the early decades of the 20<sup>th</sup> century and land that had been cleared, reverted to forest. In 1976, Burr Mitchell established a greenhouse on Derby Road to provide vegetable and flower seedlings and cut flowers.

Today, many "cottagers" still hire Islanders to assist with major landscaping and gardening functions, but the greenhouse is no longer in operation. Most agricultural activities consist of vegetable gardens and a few private orchards. According to the Assessor's records, there is one active agricultural land use, a sheep farm, off West Bay Road. Horses are stabled and/or pastured at the Cowan, Hall-Rivera, Gilder, Wouri, Tucker, and Toby Martin properties off Main Road.

### **B. Prime Farmland Soils and Farmland Soils of Statewide Importance**

The U.S. Department of Agriculture (USDA) defines prime farmland as land best suited to producing food, feed, forage, fiber and oilseed crops. It has the soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime farmland soils produce the highest yields and require minimal amounts of energy and economic resources. In addition, agriculture on prime farmland soils results in the least damage to the environment. Prime farmland is a

limited strategic resource; no more of it is being created. There are 1,491 acres of prime farmland soils in Islesboro, approximately 3% of the area of the community.

In addition to prime farmland soils, farmland soils of statewide importance are significant for the production of food, feed, fiber, forage, and oilseed crops. Criteria for defining and delineating are determined by the USDA Natural Resources Conservation Service. Generally, farmland soils of statewide importance produce a high yield as prime if conditions are favorable. There are 2,506 acres of soils of statewide importance, approximately 6% of area of the community.

### **C. Farming in Waldo County**

As in other parts of Maine, the number of people who are engaged in farming as their primary occupation has declined. Between 1978 and 1997, the number of full-time farmers declined by nearly half. Over the same period, the number of male farmers declined nearly 40%, the number of female farmers increased by nearly 60%. Overall, the average age of farmers increased by 10%.

The number of farms in Waldo County decreased by about 1/3 between 1974 and 1997; farms declined nearly 5% from 1992 to 1997 alone. Over the same 23 year period, the total number of acres farmed declined by more than ¼, while the average size of a farm increased approximately 8%. The acreage of all farm products declined over the same period; but the acreage devoted to berries increased nearly 150% from 1974 to 1992.

Between 1978 and 1997, agricultural sales in Waldo County increased for every product, except livestock, poultry and their products, which declined by nearly ¾. During the same period, the sale of nursery and greenhouse products increased by over 800%, likely reflecting growth of new homes in the region.

Statewide market research in 2002 showed that 89% of those surveyed believe that buying locally grown food strengthens Maine's economy.

## **II. Forestry**

As agricultural fields in Islesboro have been abandoned, most have reverted to forest land which now covers most of the Island.

Since 1991, there have been 66 separate timber harvests involving a total of 586 acres. On average, there have been 4 to 5 harvests per year over the same timeframe. Less than 3% were conducted as clearcut harvests.

## **III. Current Use Taxation**

According to the Assessor's Office, there are 48 parcels listed under the Farm and Open Space Tax Program, Tree Growth Tax Program, or Conservation Easements. No parcels are enrolled under the Farmland Tax Program, although there are 569 acres enrolled in the open space component of the program. 430 acres are enrolled in tree growth. Total adjustment in valuation for these programs is \$12,428,352, or 3.3% of the total 2017 real estate valuation of \$378,534,200. The amount of taxes deferred for current use properties at the FY 2018 mil rate of \$15.80 is \$196,368<sup>46</sup>.

Both the Farm and Open Space and Tree Growth tax laws were enacted to provide property tax relief to owners of farmland, open space, and/or tree growth properties. Properties enrolled in the programs are assessed at current use value rather than fair market value. Inconsistency in state reimbursement of the difference between current use and fair market valuations remains a disincentive for many municipalities. Landowners withdrawing from the program pay a penalty.

## **IV. Issues and Implications**

1. At the first community workshop, a number of residents expressed interest in developing an agricultural base for the community to provide access to fresh fruits

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<sup>46</sup> Islesboro Assessor Email, August 28, 2017.

and vegetables, seedlings, and possibly landscape materials. Concern was also expressed that high land values would thwart efforts to re-establish farms.

2. Are there creative ways for the community to support agricultural activities? Might the Town dedicate land to support them? Might underused private orchards and/or surplus products from the community's many oversized gardens offer some kernels around which to expand options for access to locally produced goods? How might capital to provide organizing support and physical improvements be generated? Might community supported agricultural (CSA) efforts and/or collaborative efforts offer a way to begin to expand locally grown options?
3. Waldo County data on agricultural sales suggest that most growth in sales has been for nurseries/greenhouses and fruits, nuts, and berries. Are these products and agricultural applications that Islesboro should explore?
4. Only 9% of Islesboro is made up of prime agricultural soils and farmland soils of statewide significance. Should the Town take steps to preserve the most valuable farmland soils to assure their availability at a time when the economics of farming are more favorable?
5. The Town has seen an increase in the number and acreage of parcels that are participating in current use taxation and conservation programs, even as the Town's total property valuation has increased. Is the community satisfied that the impact of this trend on the Town's total property assessment is offset by the environmental benefits of the conservation programs?
6. Many people think that enrollment of land in a current use program means that the land will not be developed in the future. Experience in Maine has taught us that as land values rise, some property owners are willing to pay the penalties associated with withdrawing from the program to sell or develop their property. Are more protective measures desirable or advisable to assure that important open space and forest lands are not developed?

## **Section V.L.**

### **Historic and Archeological Resources**

## I. Prehistoric Archaeological Sites

There are 25 known prehistoric archaeological sites, all shell midden/camp sites on the shore. Seventeen sites are or may be eligible for placement on the National Register of Historic Places. Systematic, professional archaeological survey is limited to a couple of areas of shoreline and one subdivision project.

The Maine Historic Preservation Commission (Commission) suggests that the rest of the Islesboro shoreline and shores of small islands in the community need systematic professional archaeological survey.

## II. Archaeological Sites

Islesboro's historic archaeological sites include the following eight shipwrecks:

Islesboro Archaeological Sites			
ME 214-001	"Henry L. Peckham"	American wreck, schooner	June 1910
ME 214-002	"Alice E. Clark"	American wreck, schooner	July 1909
ME 214-003	"L.V. Ostrom"	American wreck, gas screw	1873 - 1932
ME 214-004	"Alida"	American wreck, vessel	1898
ME 214-005	"Collins Howes Jr."	American wreck, schooner	1886 - October 1906
ME 214-006	"Milo"	American wreck, unidentified	1825
ME 214-007	"Pendelton's Satisfaction "	American wreck, unidentified	Unknown
ME 214-008	"Walpole"	American wreck, steam paddle	April, 1863
Source: Maine Historic Preservation Commission, June 2008			

No professional survey of historic archaeological sites has been conducted to date in Islesboro. The Commission recommends that future fieldwork could focus on agricultural, residential, and industrial sites relating to the earliest Euro-American settlement of the Town beginning in the late 1760s.

### **III. Historic Building Inventory**

The following properties are currently listed on the National Register of Historic Places:

Drexel Estate, The Bluff

Philler Cottage, Main Road, Dark Harbor

George S. Tiffany Cottage, Off Main Road, Dark Harbor

Christ Church (Episcopal)

Free Will (Upland) Baptist Church

Grindle Point Light Station, Ferry Road

Alice L. Pendleton Library

The Commission suggests that a comprehensive survey of Islesboro's historic above-ground resources needs to be conducted in order to identify other properties that may be eligible for nomination to the National Register of Historic Places.

There are a number of other locally valuable historic churches, community buildings, and private residences in Islesboro, some of which are depicted below.

Second Baptist Church

St Mary of the Isles Catholic Church

Baptist Church/Sewing Circle Building

Islesboro Historical Society

#### **IV. Condition of Historic Properties**

Most public historic properties are in very good shape and are well maintained. The Free Will Upland Church is being painted and needs steeple repairs. While it appears private historic properties are in good condition, not enough information is available to make this determination with certainty. (Friends of Midcoast Maine interviews with Historical Society members, September 2008)

#### **V. Protection of and Threats to Historic and Archaeological Properties**

A review of local ordinances reveals that historic properties are protected in two places in the Development Review Ordinance. Chapter 4 Criteria of Approval, § 4.1.8 indicates that development applications “will not have an undue adverse effect on... historic sites” Chapter 13 General Performance Standards, § 13.5 provides that “in development or subdivisions larger than fifteen (15) acres in size or which contain significant ...historic areas, the [Planning] Board may require the developer to provide up to ten (10) percent of the total area of the development or subdivision as open space.”

Identified archaeological resources are not protected in either provision nor are they defined as “historic properties or historic areas in Chapter 24 Definitions. Furthermore, the criteria of approval is vague and may not be defensible if a permit is denied based on the standard, as written. The general performance standard offers no protection for historic sites on properties that are not defined as a “development” or subdivision smaller than 15 acres. Moreover, the standard itself does not direct the Planning Board to protect the historic resource within the required open space.

The greatest threat to Islesboro's historic properties is funding for ongoing maintenance as well as the declining population of young people who may have an interest in preserving and protecting these properties. (Friends of Midcoast Maine interviews Historical Society members, September 2008)

## **VI. Historical Society**

The Islesboro Historical Society (Society) was established in 1964 to prepare for the 200<sup>th</sup> Anniversary of the settlement and 175<sup>th</sup> year of incorporation of the Town. It has a volunteer board of 23-25 members and employs a part-time archivist for six months per year, three mornings a week, for two hours each morning.

The Society saves \$5,000 each year to pay for the cost of a replacement roof on its building, which is located on the site of the First Baptist Meeting and Town House (1794-1804), and served as the old town hall and high school. A museum is located on the second floor. The building also includes a photography gallery and library.

The Society recently received a grant from the Maine Historic Preservation Commission to participate in the Maine Memory Network. This project involves a team of three organizations – the library, the school, and the Society – who will digitize historic photos of the island. The school will provide the labor taking photos. (Source: Friends of Midcoast Maine Interviews with Historical Society members, September 2008)

There Society has published three books that provide valuable information about the history and historic resources of Islesboro:

1. History of Islesborough Maine by J.P. Farrow a history of Islesborough 1764-1893 reprinted by the Historical Society.
2. History of Islesboro, Maine 1893-1983 published by the Historical Society.
3. The Summer Cottages of Islesboro 1890-1930 by Earle G. Shettleworth, Jr. published by the Historical Society.

## **VII. Issues and Implications**

1. Current regulations focus on historic properties. Should the Town expand its focus and extend protection to archaeological resources, as well? Should the Town conduct a systematic survey of its shorelines, as recommended by the Maine Historic Preservation Commission, to identify those worthy of placement on the National Register of Historic Places and/or to provide protection in local ordinances? What changes to local ordinances are necessary to provide appropriate protection?
2. Should the Town conduct professional surveys of historic archaeological sites focusing on agricultural, residential, and industrial sites relating to the earliest Euro-American settlement of the Town beginning in the late 1760s, as recommended by the Maine Historic Preservation Commission, to identify those worthy of placement on the National Register and/or to provide protection in local ordinances? What changes to local ordinances are necessary to provide appropriate protection?
3. Should the Town amend current ordinances to provide greater protection of buildings and sites on the National Register? Should it extend protection to locally valuable historic churches, community buildings, and private residences? What changes to local ordinances are necessary to provide appropriate protection?
4. Are there other properties that are eligible for the National Register for which the Town should seek designation on the National Register?

5. What should the Town do to help generate funds for ongoing maintenance of historic resources? What might it do to create greater interest in protecting and maintaining historic properties?

## **Section V.M.**

### **Current Land Use**

## I. Historic Development Patterns

A review of historic settlement patterns provides a context for better understanding Islesboro's current development pattern. Furthermore, it may offer lessons for how the Town might guide future growth in ways that preserve what is most valued in the community and provide keys to build a more sustainable community.

*This brief history of Islesboro's settlement patterns is largely taken from the Islesboro's Historical Society's two volume history of the community.<sup>47</sup>*

Islesboro was part of a 1,000 square mile land grant, the Muscongus, aka Waldo, Patent, which is the foundation for all land titles in Town. The patent came to Henry Knox, Esq. in 1789; but by then, others had settled on Islesboro's multiple shores.

To quiet conflicting claims to title, the inhabitants petitioned the Massachusetts General Court to examine Knox' claim and incorporate the town as Winchester. As action was deferred for a number of years, many settlers<sup>48</sup>, primarily those who lived below the Narrows, took deeds from Knox. In 1789, the General Court incorporated the Town, but changed its name to Islesborough.

At that time, the Town was described as "6,000 acres of excellent land with excellent fisheries of cod, halibut, and salmon and upwards of 60 families without title, excepting about 2,000 acres..." The Island was covered with spruce and a scattering of beech, birch, and maple trees. The original summer residents, the Tarratine, relied on Islesboro's fish, clams, ducks, wild fox, mink, and salmon. Early European settlers subdivided most of the Island into 100 acre lots, many that extended from the east to west bay, about a third of which was "fit to cultivate," the rest being "ledgey or swampy."

The earliest economy of the Island was based on the soil and the sea. The Schooner William was the first recorded vessel built in 1792. Early settlers got stores from the mainland across the bay and used coasting vessels to get main supplies from Boston.

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<sup>47</sup> Farrow, John Pendleton, History of Islesborough Maine 1764-1892. Picton Press, Rockland, ME. 2007. Islesboro Historical Society, History of Islesboro, Maine 1893-1983. Seavey Printers, Inc., Portland, ME. 1984.

<sup>48</sup> Including approximately 1,000 acres to the well known local families of Pendleton, Williams, Gilkey, Elwell, Farrow, Hewes, Griffin, Thomas, and Phillbrook.

The first church, a “body of religious believers”, formed in 1791. The Town financed the First Baptist Meeting and Town House, completed in 1804. By 1812-13, 70 or so families lived in Islesboro. After initial settlement, the primary industry became shipbuilding and the principal means of support was following the sea in coasting vessels.

The first post office was established in 1834 (unconfirmed) and the Free Will Baptist Church was constructed in 1843. By 1847, a steamboat wharf had been built at Lime Kiln in Pripet, with regular trips to Belfast. Wharves were also built at Hewes Point and Smith’s Landing. Grindle Point Lighthouse was built in 1850.

In 1857, the first lodge of Free Masons was assembled and in 1858, they built the Masonic Hall, near the First Baptist Meeting and Town House.

A boat from Lincolnville brought mail to Gilkey Harbor once a week. Captain John Gilkey built an open boat to transport cattle and, in the fall, grist to be ground in Camden. Several small vessels from the upper Island became packets to Castine about twice a month in the winter, once they were done fishing in fall. Occasionally, they made a trip to Belfast. When the mail route to Northport was altered, the Island got mail twice a week. A regular packet to Belfast was established in 1859.

After the Civil War, Islesboro’s year round population began to decline at about the same time a new type of growth came to the Island. In the 1860’s, “pioneers” began to build summer cottages at Ryder Cove.” Hewes Point was the second spot for summer cottages. By 1875, the Bangor to Bar Harbor steamboat stopped at Ryder Cove and Hewes Point each way. Existing homes were expanded and new summer hotels were constructed near emerging summer colonies to accommodate 100 or more guests.

By the late 1800’s, prominent New York, Boston, and Philadelphia families began to build more elaborate summer homes on the southern part of the Island at Dark Cove. By 1890, the Town’s name had been shortened to Islesboro and the first realty company on the Island, the Philadelphia and Islesboro Land and Improvement Company, had purchased 2000 acres in Gilkey Harbor north of Dark Harbor.

In 1890, the Company built an elegant hotel in Dark Harbor and in 1891 opened a wharf that tied into a steamboat run from Portland to Machias. The Company opened new roads to different points of interest and beauty in the southern half of the Island and advertised cottages and healthful sanitary arrangements for metropolitan clients who were prepared to take extended vacations on Penobscot Bay and were willing to pay the price to establish and maintain a private, exclusive enclave." By 1892, "many names of note are found as habitués of this spot."

The summer colonies generated a new economy for Islesboro. As summer residents built cottages, Island men, previously skilled in all trades, began to specialize. Demand for construction materials spawned sporadic establishment of sawmills in late 1890's and early 1900's. Lime quarries and kilns operated at Seal Harbor and Pripet. A large coal/wood dock powered by steam generated from waste lumber, and a shingle mill and tannery were located at the head of Sprague Cove. Visitors required transportation for themselves and their goods, generating demand for livery stables. They also created a demand for produce and dairy farmers, landscapers, laundresses, caretakers, and new shops and stores. Meadow Pond furnished ice. The first boatyard, near Amasa Point, stored Tarratine Club boats.

In 1916, the mail route shifted from Hewes Point to the Lime Kiln Wharf and the mail was driven by a team the length of the Island to the post offices in Pripet, then North Islesboro (Ryder Cove), through the Narrows to Islesboro, aka Guinea, Village, and on to Dark Harbor. Since transportation was limited to walking, bicycling, and horse-drawn vehicles, there was little communication or interchange among the four main areas of the Island. "Each village had its own church, grade school, sewing circle...stores, and amusements..."

Islesboro petitioned for direct daily mail service in 1891 and a route was established the next year at North Islesboro. From there, mail was delivered to the upper Island and Hewes Point, at Pendleton's store. A new road around the harbor to the Bluff was contemplated.

"...initial summer vacationists did not put premium on luxury but rather were seeking an unhurried way of life...and were willing to put up with many inconveniences." Summer

residents, from the 1890's to the close of World War I, were content to live in small cottages, taking meals together at a central inn. After the War, those who came to Islesboro demanded luxurious summer homes fitted with the most modern conveniences, staffs of servants, yachts, and crews and the economy of the southern end of Island became almost totally dependent on the presence of the summer colonies. Local merchants quickly expanded stores to meet the demand and, by the late 1920's, discovered new prosperity, albeit confined to a portion of the entire business year. At the same time, "Upland was a community sufficient unto itself," including Turtle Head, Pripet, West Side, The Bluff, North Islesboro, and Ryder Cove/Sabbathday Harbor.

In 1913, the State Legislature prohibited motorized vehicles on public roads in Islesboro. This prohibition continued for 20 years and divided the community. Numerous town meetings debated this prohibition before agreeing to ask the Legislature to repeal it, which was done in 1933. The first tar truck to oil roads was brought to the Island in 1934 and the first transportation for automobiles to the Island was via privately-run flat skows starting in 1934.

The Depression (1930-33) brought new challenges to the Island's economy. The final run of the Eastern Steamship Company was in 1934, causing tremendous loss of freight and passenger service. "An era of luxury had ended." The Town subsidized a steamer to operate a Rockland-Islesboro run in 1932 and a private motor launch between Camden and the Tarratine Yacht Club in 1935. Property transfers in the 1930-40's occurred primarily through private sale and the North Islesboro Post Office closed. Most summer hotels and amusements were torn down or burned in the 1940-50's.

In 1933, Islesboro and other island communities successfully lobbied the Legislature for State-owned and operated ferry service. The State was directed to build and maintain two ferry docks and issue bonds for a new ferry. It took two years to select the present location of the ferry docks at Lincolnville Beach and Grindle Point, but the Governor Brann ferry was launched in 1936. It was replaced by the Governor Muskie in 1959.

With strong support from a number of summer residents, Jesse Rolerson purchased and sold 30 acres of former produce-gardens to the Town in 1964 for an airport. The

State financed the first gravel runway, which was lengthened with funds donated by summer supporters and town meeting in 1965 and was lengthened again in the 1970's.

Today, signs of most of the historic villages in Islesboro have faded away, though their presence is still evident in clusters of smaller lots, businesses, and community buildings at Pripet, Ryder Cove, Islesboro (south of the Narrows to Hewes Point), and Dark Harbor. In addition, elements of a more contemporary town center is emerging near the intersection of Mill Creek and Pendleton Point roads in the vicinity of Town Hall and the new elderly housing facility, Boardman Cottage.

## **II. Existing Land Use, Vacant Parcels, Land Value**

### **A. General Land Use**

More than half of Islesboro's land, 4,649 acres, is made up of parcels that include residences. Just over 1/3 of its acreage is undeveloped. Only about 11% of the land includes all of the Town's commercial uses, mixed commercial-residential, conservation, town-owned, agriculture, state-owned, industrial, utility, and civic uses. According to the Assessor's Records, there is only one active farm.

In 2008, the Assessor's data base indicates that over 1,100 acres (61 parcels) were registered in one of the state's current use taxation programs or were conservation land. The amount of land in these programs had increased dramatically since 1994. In 2008, 32 parcels were in current use open space and the acreage had increased 1,268%. Sixteen parcels were in tree growth parcels and the acreage had increased 216%. Thirteen parcels were conserved and the acreage had increased 821%. Overall, acreage in these protective programs had increased 461% including with more than 61, or 5%, of the total number of properties and nearly 14% of total acreage participating.

## **B. Residential Land Use**

Approximately 65% of Islesboro's parcels and nearly 56% of its acreage is residential, the vast majority being single family homes. Residential land uses are scattered across the community, generally in relatively large lots, although there are clusters of small lots in a number of places, reflecting historic settlement patterns in small villages, particularly at Pripet, Ryder Cove, North Islesboro, Islesboro-Hewes Point, and Dark Harbor, and the current center near Town Hall. The smallest residential lot is roughly ½ acre and is owned locally. The largest residential lot size is over 50 acres and is not locally owned. The average size of residential lots is slightly larger than 6.5 acres, with the average size of locally owned residential lots about 20% smaller and the average size of non-locally owned lots about 19% larger than the overall average. The average square footage of living area overall is 2,309 sq ft, with the average size for locally owned residential property being 1,953 and the average size of non-locally owned properties being 2,589 sq ft.

Virtually all new housing is single family detached, although there are a small number of apartments and an elderly housing complex was recently constructed near Town Hall.

## **C. Commercial Land Use**

There are relatively few commercial and industrial properties in Islesboro. The Assessor reports only 20 commercial parcels, two industrial properties, and 26 mixed commercial and residential parcels, including two general stores, three boatyards, three B&B's, and a smattering of retailers, four real estate/property management businesses, four garages, and a number of enterprises in the building trades (excavator, plumber, painter, carpenter). Clusters of commercial land uses occur in the vicinity of Kedears Hill, North Islesboro, near Town Hall, James Cove, and Dark Harbor; but many people operate businesses out of their homes. A sizable industrial property is located on Seal Harbor.

## **D. Vacant Land**

About 1/3 of the Island is undeveloped. Larger blocks of vacant land are located Upland near Kedears Hill and within the loop created by Meadow Pond and Main roads, west of Meadow Pond and along Sprague Cove, an area extending northwest from Fire Island across Main Road, and a small area either side of Main Road. South of the Narrows vacant land is found within the old Islesboro village extending into the loop created by West Bay, Main, and Mill Creek roads, an area around the intersection of Mill Creek and Pendleton Point roads extending south toward Charlottes Cove, and some scattered parcels on either side of Pendleton Point Road, mostly north and west of Dark Harbor. A small section of Dark Harbor is also vacant.

## **III. Growth and Building Activity**

### **A. Building History**

Breaking down building history into blocks of time makes some interesting development trends easier to see.

- Development pre-1900 occurred throughout the community, but a pattern of larger blocks were developed DownIsland, north of Jones Cove on the west side up to the Narrows. Upland, even larger blocks were being developed, likely reflecting the stronger and longer held tradition of farming and natural resource constraints.
- Between 1901 and 1970, when the decades long trend of declining population bottomed out and started to rise, a trend of far more development on smaller parcels Down Island, in Crow Cove, and Northeast Point as well as on Seal, Seven Hundred Acre, and Minot islands is apparent. Very little development took place Upland during this period.
- In the 1970's, this same pattern continued, with a number of smaller parcels and one sizable parcel developed DownIsland and more development on Seven Hundred Acre Island.
- Then during the 1980's, development started to shift northward. Small parcels continued to be developed DownIsland, on Grindle Point and on Ensign Island, but Upland, particularly around the west-facing shores of Seal Harbor, Marshall

Point, and in the vicinity of Turtle Head, large parcels were developed. While some of the parcels developed DownIsland continued to be small, some parcels were about the same as the middle-sized ones being developed Upland.

- In the 1990's, while parcels were still being developed DownIsland, the same number or more parcels were being developed Upland. The size of parcels that developed continued to increase.
- Thus far in the first decade of the 21<sup>st</sup> century, most of Islesboro's development has taking place Upland, again on larger parcels of land.

The shifting patterns of the 1990's and 2000's are even clearer in the three maps provided in the next section

### **B. Growth 1900 – 2007**

In the 1990's the distinctions between the average size of local and non-local residents' developed parcels were relatively small, far less distinct than in either pre-1900 or in the 2000's. The average lot size for local residents in the 2000's was 37% smaller than it was in the 1990's.

Throughout the various time periods, the distinction between local and non-local residents' development value was quite marked; however, the value of local resident development declined 20% between the 1990's and the 2000's. The trend toward smaller lot sizes, noted above, and the fact that Islesboro Affordable Property was actively creating affordable units during that time may account for this decline in housing value, increasing affordability for local residents.

Based on an analysis of building permits discussed elsewhere in this chapter and in Chapter 3. Housing, growth in seasonal homes continues to be the dominant land use trend.

### **C. Past Growth/Rural Area Designations**

Neither the 2002 or 1994 comprehensive plans designated areas for anticipated growth. The community did not believe the relatively small number of projected new residential units over the ten-year planning period of the comprehensive plan required a formal designation of growth and rural areas. With the exception of protecting sensitive

resources, the community was content to let individual property owners and the market place decide where growth would take place.

#### **IV. Current Land Use Regulations**

Islesboro has a number of ordinances that directly, and indirectly, relate to land use management and growth. These include the Land Use Ordinance, Development Review Ordinance, Floodplain Management Ordinance, Ordinance to Regulate Automobile Graveyards, Junkyards, and Automobile Recycling Businesses, Municipal Shore Areas, Pier & Float Use, Pollution Control Ordinance, Conservation Ordinance, Solid Waste Control & Mandatory Recycling Ordinance, Groundwater Protection Ordinance, Septage Disposal Ordinance, and Cemetery Control Ordinance. The Land Use, Development Review, and Floodplain ordinances are described below. The others will be discussed in other chapters as they relate more directly to natural resources and infrastructure topics.

##### **A. Land Use Ordinance**

The Land Use Ordinance was originally adopted in 1992 and follows basic guidelines established for state-mandated shoreland zoning. The Town, however, has adapted the state model to reflect the unique natural features and geography of the community, establishing the following districts – Resource Protection, Limited Development, Meadow Pond, Shoreland Protection, Maritime Activities, and Rural Protection – and providing setback, ground cover, height and other standards for the various districts and uses. The ordinance applies to single and two family units, agriculture, timber harvesting, and ponds. It requires applicants to provide data on wells to aid the Town in monitoring its water supply. It also establishes a requirement for a Certificate of Compliance prior to occupancy.

The following observations raise potential concerns about current provisions:

- Allowing the construction of single family homes in Resource Protection areas is a practice that typically gives regulators pause as this zone is typically set up to discourage disturbance of sensitive natural resources.

- Some sensitive areas to protect are identified by reference to sections of the Penobscot Bay Conservation Plan. Best practices suggest that the relevant portions of that plan should be incorporated into the ordinance itself, the Official Map, or both.
- The undifferentiated treatment of large areas of the community in the Rural Protection District mandates a sameness of development across most of Islesboro’s landscape, ignores the community’s historic village areas, and limits nearly all opportunity to build neighborhoods or villages as an alternative to incrementally sprawling development.
- While the ordinance establishes some development standards and minimum lot sizes in sensitive shoreland areas, it is designed to coordinate with the Development Review Ordinance. Separation of such highly linked ordinances into separate documents can increase redundancy and burdens related to updating and coordinating of overlapping issues. In addition, maintaining these separate ordinances increases the likelihood of overlooking gaps in coverage.
- Standards in the Rural Protection District do not prohibit the placement of oil and fuel storage facilities within a specified distance of wells or over aquifer recharge areas, which was the subject of recently adopted state legislation (2008).
- Uniformly requiring “parks”<sup>49</sup> with four or more units to provide paved interior roads may have unintended negative impacts on stormwater and affordability.
- Various setbacks of plantings and structures from roads may have the unintended impact of encouraging speeding and disrupting the character of potential villages.
- In several places, an effective date of provisions is noted in the text, but the date is not provided or linked to the specific provision, potentially creating administrative confusion. There are simple techniques the Town might consider using to record the effective date of specific amendments within the body of the text of the ordinance.
- A uniform minimum lot size of 1.5 acres per unit, or greater, makes it virtually impossible to create villages or neighborhoods of compact development, encourages development that is dispersed and highly land consumptive, and creates challenges to the creation of more affordable housing options for Islesboro families.
- The Erosion Control section would be strengthened with provision of minimum standards for maintenance.
- Some of the definitions of natural resources are not consistent with the most recent changes in state rules and regulations (i.e., wetlands).

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<sup>49</sup> Presumably mobile home parks.

## **B. Development Review Ordinance**

This ordinance was originally adopted in 1987. It applies to subdivisions, nonresidential uses, multifamily dwellings, resumption of uses which have been discontinued for more than two years, alterations that increase capacity, and home occupations and workshops. Existing uses, lots exempted under the state's subdivision law, detached single family and two family dwellings, and agriculture and forest management practices are exempted from review under this ordinance. The ordinance includes provisions to assess the impact of proposed development on public facilities and services. It establishes the requirements and procedures for preapplication conferences, sketch plans, site inspections, minor subdivisions, major subdivisions, and "minor developments".

The following observations raise potential concerns about current provisions:

- The ordinance could be adjusted to simplify its format, make it more internally consistent, and easier to use.
- Additional terms used in the ordinance should be added to Chapter 24 Definitions.
- Current provisions only require submission of digital plans and supporting documents for final major subdivisions. Digital submissions for preliminary plans may be useful if the Town seeks peer analysis and digital submissions for minor subdivisions and site plans may provide information about community resources, which could be incorporated into the Town's GIS database.
- Multiple approaches to notification and fees for public hearings could be simplified and made more consistent to reduce confusion and improve administrative ease of applying the ordinance.
- If the location of aquifer recharge areas and landscape plans are required for more types of proposed development, the Planning Board would be able to more readily assess potential impacts on groundwater and community character.
- The Town might want to consider reducing roadway standards in traditional village areas so that they reduce about community resources unintended impacts on ground and surface waters and the roads are more in keeping with the villages compact footprints and traditional design.
- There are no provisions restricting the planting of state-listed invasive species or for planting native species as part of new development proposals.

- State law does not allow towns to include operational costs in impact fees – only capital costs.

### **C. Floodplain Management Ordinance**

This ordinance establishes floodplain protection regulations. It was first adopted in 1991, amended in 2001, and in 2015 repealed and approved in a new format at the May 9, 2015, Town Meeting.

### **V. Issues and Implications**

1. Preliminary discussions suggest that the Town wants to stabilize and possibly expand its year round community. Is this the case?
2. Typically one of the problems undermining the goal of a more stable year round community is the affordability of housing. The IAP says that the most significant affordable housing need is apartments and family units. In general, the most costly part of housing is land. For this reason, among others, should the Town consider ways to encourage smaller lot sizes to reinvigorate traditional villages and/or create new ones in support of more sustainable settlement patterns?
3. Given the rising costs of gasoline, focus on reducing carbon footprint, and impact of climate change on coastal communities, designating compact areas for future growth and allowing mixed use is one way the community may reduce its energy use, carbon footprint, impact on open space and wildlife habitat, etc. Does the Town see a need for this? Should the Town explore ways to encourage smaller, more energy efficient houses, alternative energy systems and other alternative residential construction techniques?
4. One concern about compact growth is the potential impact on groundwater resources and the overall carrying capacity of the Island. How might the Town

balance its concern about affordability, energy use, and impacts of growth on groundwater quality and quantity?

5. A review of the location of structures indicates that, except for development that is taking place close to the shoreline, most development is or has happened alongside the Town's major roadways. If this trend continues into the future, is the Town concerned about the impact of this development pattern on the visual character of the community?
6. The Town has seen an increase in the number and acreage of parcels that are participating in current use taxation and conservation programs, even as the Town's total property valuation has increased. Is the community satisfied that the impact of this trend on the Town's total property assessment is offset by the environmental benefits?
7. Furthermore, many people think that enrollment of land in a current use program means that the land will not be developed in the future. Experience in Maine has taught us that as land values rise, some property owners are willing to pay the penalties associated with withdrawing from the program to sell or develop their property. Are more protective measures desirable or advisable to assure that important open space and forest lands are not developed?
8. The majority of new development in the 1900's and 2000's was located Upland. Most large tracts of undeveloped land, some highly sensitive, are also located there. Given documented trends in the location of non-local residential development, availability of vacant land, and increasing overall trend toward larger average parcel size and increased value, what impact is this likely to have on historic development patterns in this part of the community? The trend for smaller lot sizes and value for local residents is encouraging for affordable housing. Should the Town encourage smaller lots in selected areas toward which growth could be directed? If the Town is concerned that some of the large, vacant land areas Upland are inappropriate for significant future growth, what should it do to discourage growth in those locations?

9. At least twice in past comprehensive plans, the Town has deliberately chosen not to designate areas for future growth and protection, preferring to support a pattern of development almost exclusively based on individual decision making and response to the marketplace. In the 1994 Plan, the Town justified this decision based on its slow rate of development. It also charged the community with reexamining this issue “in detail during the next Comprehensive Plan update in five years. For the time being it is felt that development sprawl is adequately restricted by the pattern of protected resources and the restricted availability of land.” (page 115) Has this policy served the community well in the last 14 years? Will it continue to do so over the next ten years? While the policy protecting key resources may protect select important lands, are they effective in protecting the natural “systems” that underlie and support their continued functions? Are there other reasons to direct a portion of anticipated growth toward specific areas where the impacts of growth might be more readily managed?
10. The projection to 2025 is for an additional 290 new housing units in Islesboro; approximately 93 of which were developed since 2000. Where should the additional 197 units be located in the community? If the Town decides to designate growth areas, how much of that growth should the Town set as a goal for its growth areas? For its rural areas? Should some areas be set aside as a transition between growth and rural areas? If so, where?
11. Recent Islesboro property sales data indicate a 49% difference between assessed and sale value. When assessed values are the same or close to sale values, people owning larger, more valuable homes and land pay more property taxes than those owning smaller, less valuable homes and properties. Should Islesboro consider a reassessment to create a more equitable distribution of the island tax burden?

## **Section V.N.**

### **Fiscal Capacity**

## I. Tax Base

<b>Islesboro Tax Base, 2017</b>		
<b>Residential</b>	\$301,402,700	79.6%
<b>Vacant land (taxable only)</b>	\$63,895,900	16.9%
<b>Commercial</b>	\$13,235,600	3.5%
<b>Total taxable real estate</b>	\$378,534,200	
<b>Source: Islesboro Assessor, August 2017</b>		

The Islesboro tax base is comprised almost exclusively of residential properties. Commercial uses make up only 2% of the tax base. Undeveloped taxed land may be developed as residential, commercial, or industrial under existing regulations.

<b>Islesboro Untaxed Property Values, 2017</b>		
<b>Tree Growth</b>	\$2,421,052	7.8%
<b>Conservation/Open Space</b>	\$10,007,300	32.4%
<b>Resident Owner's Exempt</b>	3,472,000	11.3%
<b>Other exempt property</b>	\$14,943,000	48.5%
<b>Total Untaxed Property</b>	\$30,843,352	100%
<b>Source: Islesboro Assessor, August 2017</b>		

A number of properties are untaxed including land and property owned by the state and Town, churches, as well as land in the state Tree Growth and Open Space programs and conservation lands.

In 2017 there are 17 parcels of land and a total of 430 acres in the Tree Growth Program. There are 44 parcels in the totaling 569 acres in the Open Space Program.<sup>50</sup> No acres have been withdrawn from these programs since 2001.

The Islesboro mil rate has fluctuated between 2009 and 2018 with the highest in 2018 and the lowest in 2010. The mil rate has increased 32% between FY 2009 and FY 2008, the overall Town budget has increased by 35% during that same time period.<sup>51</sup>

## **II. Expenditures**

It has been noted that the Town has been the fortunate recipient of many generous donors who have provided financial support for numerous projects that have been identified by townspeople or organizations. These include Friends of the Library, Friends of the Lighthouse, and Friends of the Community Center. Leadership gifts from seasonal residents, together with support from year-round residents, have funded numerous projects.

- The Islesboro Central School (K – 12) was originally a summer cottage donated to the Town. It was renovated at a cost of \$8,000,000, half of which was funded by private donations and half by a bond approved by voters.
- The Islesboro Community Center was completed at a will cost of approximately \$4,000,000, all private monies. The yearly operating costs are covered by class fees, grants, voluntary annual contributions and fundraising.
- The Boardman Cottage (a senior facility serving 8 residents) was another private effort which cost just under \$1,000,000. The Beacon Project raises between \$60,000 and \$80,000 a year through an annual appeal and fundraising in order

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<sup>50</sup> Islesboro Assessor, August 2017.

<sup>51</sup> Friends of Midcoast Maine conversation with Town Manager 11/13/2008.

to make up the difference between actual expenses and money paid by Medicare and private pay residents.

- Islesboro Island Trust raises roughly \$200,000 - \$300,000 annually, enabling it to preserve open space, educate adults and children about the value of island ecosystems, and serve as an environmental advocate on behalf of Islesboro.
- Islesboro Affordable Property raises approximately \$125,000 with the goal of helping provide affordable housing.

Numerous other organizations solicit contributions to help make our community a more enjoyable place to live. The Friends of the Library provide books, DVD's, furniture, etc. The Baptist Sewing Circle uses money from items it makes to support numerous community organizations. The Society for the Preservation of the Free Will Baptist Church is the home of a summer concert series and the Islesboro Forum which has weekly speakers in the summer. The Islesboro Historical Society has a museum, provides programs and gallery space for artists. Big Tree Boating provides a sailing program for children and adults. Pripet Riding Program provides horseback riding lessons. The list goes on and on – the Friends of the Fire Department, the Islesboro Ambulance Association, the Islesboro Sporting Club, the Community Fund, etc.

Without the outstanding generosity of many people who contribute to all of the above, this would be a less appealing community. The value of this support is very significant and is a reason why tax increases have not been higher.

### **III. Capital Investments and Long Term Investments**

Most capital items are funded through reserve accounts established for specific purposes. In general, the Town only bonds when the reserve accounts are not adequate for the project. The ten year bond approved for the land fill had no effect on taxes until the last two years because revenues from the landfill offset these costs.

In FY 2018 the Town had total outstanding debt of \$7,030,000. The debt is broken down as follows: School Renovation Project: \$2,880,000; Dark Harbor Wastewater Outfall Pipe: \$350,000; and Islesboro Municipal Broadband: \$3,800,000.

#### **IV. LD Limits**

The state (LD 1) limits the amount of tax increases allowed by municipalities (and other levels of government) in order to “increase the state share of education costs, reduce property taxes and reduce government spending at all levels.”<sup>52</sup> The Municipal Property Tax Levy Limit is calculated annually and is based on *local* property development within the municipality and *statewide* average personal income growth. It limits the amount of money that municipalities can raise through property taxes for municipal operations. It does not apply to property taxes raised for school or county taxes.

In the four years since the implementation of “LD1”, the Town of Islesboro has *increased* the Municipal Property Tax Levy Limit twice, by \$140,000 to \$150,000.<sup>53</sup> The reason for this was to provide sufficient funding for appropriations approved by the voters at Town Meeting. The Municipal Property Tax Levy Limit may only be *exceeded* for extraordinary circumstances outside the control of the municipal legislative body (an act of terrorism or a natural disaster would be an extraordinary circumstance). Islesboro has never *exceeded* the limit.

#### **V. Issues and Implications**

1. Islesboro’s property values have increased while the property tax rate has remained relatively stable (2008 is lower than 1996), providing increasing revenue for municipal expenditures.

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<sup>52</sup> LD 1 text.

<sup>53</sup> Friends of Midcoast Maine discussion with Town Manager, 11/13/2008.

2. Title 36, Maine Statutes, which establishes special property tax rates for forest land, agricultural land and open space meeting state specifications, says in part, "... It is in the public interest to encourage the preservation of farmland and open space land in order to... conserve the State's natural resources and to provide for the welfare and happiness of the inhabitants of the State." Islesboro has seen an increase in the number and acreage of parcels that are participating in these current use and conservation taxation programs, even as the Town's total property valuation has increased. Is the community satisfied that the impact of this trend on the Town's total property assessment is offset by the environmental benefits?
  
3. The ratio of the Town assessed value for property compared to its actual market value when sold has fallen well below the state's recommended minimum. Is the difference between the assessed value used to compute property taxes, and the price of property when actually sold, its market value, greater for one type of property than for another? For example, is the assessment to sale ratio greater for shorefront than for upland properties? Does this mean that property taxes are not distributed equitably among land owners as property tax laws intend? The Islesboro Assessor updates the assessed values of properties on a regular basis. However, if this regular updating process is falling behind changes in actual market values, should Islesboro undertake a more aggressive revaluation process?

## **Section V.O.**

### **Governance**

“Government is people. It is people deciding the rules they will live by, the services they need, and the representatives they will elect or appoint to carry out their wishes. Municipal or local government is the unit of government closest to the people it serves.” This quote is from the Maine Municipal Association’s manual, Local Government in Maine. It pretty well sums up what our government is all about.<sup>54</sup>

Islesboro has a Town Meeting/Selectmen/Town Manager form of government. This form of local government was approved by the voters in 1948. Ben Kelley was the first Town Manager and his office was in the east anteroom off the stage of the Town Hall, now the Islesboro Historical Society kitchen.

A town manager, as defined by Maine Statutes in the 1939 *Town Manager Plan*, or enabling act enacted by the Maine Legislature has the basic responsibility to supervise the operation of the town government and appoint town personnel who are not elected officials. Appointed by the selectmen, the town manager serves at the will of the selectmen. The town’s selectmen have considerable flexibility in determining the specific duties of the town manager.

The Islesboro Town Manager serves as Town Treasurer, Tax Collector, Road Commissioner, Dark Harbor Wastewater Treatment Facility Administrator, Airport Manager, Law Enforcement Administrator, Fire Department Administrator, Health Center Administrator, and Overseer of the Poor.

The Town Manger has the responsibility of preparing the town budget for the selectmen to present at Town Meeting and the management of it following the Town Meeting approval.

The basic function of town government once Town Meeting determines the amount of money needed to operate the Town is to assess property and collect taxes. The Town Assessor is charged with the responsibility of setting the town’s tax rate or “the mil rate” needed to raise the money approved at town meeting.

The Maine Revenue Service (MRS) determines a town’s state valuation by comparing the assessed value with the actual sales prices. By using this method the MRS is able to determine the Town’s assessed value if all property were being assessed at 100% of market value. The state valuation is the yardstick used to determine the state aid the town will receive and the amount of county tax it will be assessed. Simply said, the higher the town’s state valuation, the less state aid it receives and the higher the county tax.

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<sup>54</sup> The source of information for portions of this report has been: Maine Municipal Association Manual, “Local Government in Maine”, chapters 1-8.

County government is supported by the towns and unorganized territories in the county. The basic function of county government is to support the county sheriff and the county judicial system. It has been said county government, which goes back to colonial times, is “archaic” form of government, which served small Maine towns well 300 years ago, but is not now a necessary level of government. Belfast is the shire town of Waldo County and houses the courts, county offices and the county jail.

The 1969 Maine Constitutional amendment established Home Rule in the State. It gives towns the right to govern themselves in all areas except those prohibited by state or federal law. Under the provisions of Home Rule, a town’s legislative body may take action to change its form of government.

A town may adopt a charter that can identify specific responsibilities of the town administrator and the operational procedures in the town. When a town considers adopting a town charter, this issue is usually studied and researched by a Charter Study Committee which makes recommendations to the town meeting.

The town meeting has been called “the purest form of democracy” and it has also been referred to as the most inefficient form of government. It performs the legislative functions of the local government. The town meeting is presided over by a moderator who is elected by the first article in the warrant. S/he is empowered to regulate the meeting using the Maine Moderator’s manual which is adopted at the town meeting after the moderator’s election. The moderator may have unruly persons removed if it is deemed necessary. Following the election of the moderator the town officers are elected. These include candidates for selectmen and school committee. Candidates for elective office may file nomination papers or be nominated from the floor. The most popular way of being nominated at the Islesboro Town Meeting is to be nominated from the floor. Only registered Islesboro voters may speak and vote on the warrant articles. Non-residents may speak only if recognized by the moderator and the voters approve the request to speak.

The town meeting form of government was established during colonial times in New England. On a day in March, during the mud season, the male citizens of the community met in the Town Meeting House to transact town business, set taxes, and elect officers. The officers were called “select---men” and it was their function to carry out the decisions of the voters expressed at town meeting. The voters also elected a “fence viewer” whose job it was to settle boundary disputes, and a constable to keep law and order in the town. Fence viewers and constables were still being elected in some rural Maine towns as recently as thirty years ago.

Women were not allowed to vote at colonial town meetings and were seated, at most town meetings, in a section of the hall to one side of the male assembly away from the spittoons that were placed for the chewers at convenient spots in the hall.

Membership on committees in our Town is not much different from other Maine towns. Membership and the duties of each committee is determined either by ordinances or by the selectmen for ad hoc committees. Only two town committees, Board of Selectmen and School Committee, have their members elected at Town Meeting, with the duties of each specified in the Maine Statutes. The budgets of each must have the approval at Town Meeting. It is the responsibility of the selectmen and school committee members to abide by the decision of the voters. Each board operates independently of each other, but cooperation and understanding between them is essential to a smooth running community.

The School Committee is responsible for the maintenance and operation of the schools, as defined in State Statute. This responsibility is broad and cannot be taken lightly. The Committee is required to hire a superintendent of schools to serve as the administrative head of the school department and supervise school personnel and instruction. School Committee members can only exercise authority when they are in a legally called session of the committee. It has been said that when in session a school committee is one of the most powerful governmental agencies backed by the authority it is given in State Statute.

The Board of Selectmen has limited statutory authority compared to a School Committee, basically having to adhere to the decisions of the town meeting voters.

Town committees fulfill an important function in the operation of an efficient, smooth-running town government. A well-functioning committee identifies town needs in its area of responsibility and provides the advice to the administrators of the Town.

Islesboro town committees created by ordinances are: Board of Appeals/Assessment Review, Cemetery Committee, Harbor Committee, Grindle Point Parking, Ground Water Protection Committee, Planning Board, Pollution Control Committee, and Shellfish Conservation Committee. Representatives of these seven committees are appointed by the selectmen and their duties are defined in the ordinance.

The Town currently has nine ad hoc committees whose members and duties are determined by the selectmen. Those committees are: Alice L. Pendleton Library Board of Trustees, Airport, Grindle Point Sailors' Museum, Health Center Advisory Board, Shellfish Conservation, Floodplan Upgrade, Tick-Borne Disease Prevention, Town Centers, Recreation, and Islesboro Road Advisory. The Health Center Advisory Board and the Alice L. Pendleton Library Board of Trustees, whose members are appointed by the selectmen, serve as advisors to the Town Manager and the Selectmen.

The goal of comprehensive planning should be to create a better community where clear lines of communication and cooperation prevail between town committees, town organizations and town government.

“The courts have provided scrutiny to comprehensive plans and have ruled that it is a town’s responsibility to provide ordinances that facilitate the objectives of the plan”.

“Good government occurs when people actively participate and elected officials and administrators understand and fulfill their roles”.

## **Section V.P**

### **Constraints for Growth**

<b>ISLESBORO CONSTRAINTS ANALYSIS</b>				
<b>Elements</b>	<b>High Limitation</b>	<b>Medium Limitation</b>	<b>Low Limitation</b>	<b>Factor</b>
<b>Aquifer recharge areas</b>	all			3
<b>Aquifers</b>	high yield			3
<b>Soil carrying capacity</b>	5 acres	3.1 acres	2.1 acres	3
<b>Farmland soils</b>	all prime soils	soils of statewide significance	areas within 50 ft of farmland soils	1
<b>Coastal bluffs</b>	landslide hazard	former landslide hazard		3
<b>Wetlands - salt marsh, shrubby swamp, forested swamp</b>	within 50 ft	51 - 75 ft	76 - 100 ft	3
<b>Surface water</b>	within 75 ft	76 - 150 ft	151 - 250 ft	3
<b>Flood plain</b>	all			3
<b>Shoreland zoning</b>		all		3
<b>Endangered animals/plants</b>		all		2
<b>Key habitat (seabird nesting islands, coastal wading/waterfowl)</b>		all	within 75 ft	2
<b>Eel grass, aquatic, emergent beds</b>		all	within 75 ft	2
<b>Undeveloped blocks &gt; 100 A and undeveloped islands &lt;3 houses</b>	all		0	1
<b>Scenic views</b>	most important views	important views	other views	2

3 - impact on health/safety and/or highly regulated by federal/state government or issue of very high value to community

2 - issue of value to community

1 - issue of value to community and impacts likely can be mitigated through good design

Based on 13 significant features identified in the inventory and analysis and a rating factor for the level of importance of each feature, the Town prepared a matrix of constraints for growth. The features and level of constraint are described in the table above. The areas of highest constraint are generally located in the vicinity of the heath and other wetlands, shorelines that are susceptible to erosion and slumping, streams and other surface water bodies, and flood prone areas.



Supplementary Map  
Natural Resource Co-occurrence  
Islesboro

This map is non-regulatory and is intended for planning purposes only



Legend

This map represents the concentration of selected environmental asset data layers overlaid on the landscape. Its purpose is to highlight a given area's relative conservation values as an aid in planning. It offers a generalized and subjective view and should be considered as a starting point for discussion. The layers on this map include buffer zones around water features, important natural communities, listed plant and animal species, areas of undeveloped land, and conserved properties. Some of these layer attributes have been weighted based on qualitative features, such as rarity or size, and are noted below. Cooccurrence modeling is extremely flexible, allowing for the addition, substitution, and relative weighting of data and attributes that best reflect the particularities and priorities of a given area or community. This map draws on data that is depicted on the standard Beginning with Habitat map set, but should still be considered as both supplementary and as work in development.

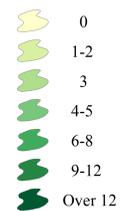
- Organized Township Boundary
- Unorganized Township
- Selected Town or Area of Interest
- Developed: Impervious surfaces such as buildings and roads
- Conservation Land

Selected Resource Layers and Assigned Values

Geographic Information System (GIS) software provides a ready means to help identify areas of high resource occurrence. The selected data layers of interest are assigned a relative weight, or value, and then overlaid on one another. The values are then summed, classified, and symbolized, revealing the concentration of attributes in a given landscape. (Some of the layers listed may not apply to, or be present on, the area represented by this map.)

- Rare and Exemplary Natural Communities**
  - S1 (Critically Imperiled), Value of 4
  - S2 (Imperiled), Value of 4
  - S3 (Rare), Value of 3
  - S4 and S5 with A or B viability (Exemplary), Value of 3
- Rare Plants**
  - S1 (Endangered), Value of 3
  - S1S2 - S2 (Threatened), Value of 2
  - S2S3 - S3 (Special Concern), Value of 1
- Listed Animals**
  - Endangered Species (with buffer), Value of 3
  - Threatened Species (with buffer), Value of 2
  - Species of Special Concern (with buffer), Value of 1
- Significant Wildlife Habitats**
  - Shorebird Habitat, Value of 3
  - Seabird Nesting Islands, Value of 3
  - Essential Wildlife Habitat, Value of 3
  - Wading Bird and Waterfowl Habitats (inland and tidal), Value of 2
  - Deer Wintering Areas, Value of 1
  - Significant Vernal Pools (with 500' buffer), Value of 1
  - Atlantic Salmon Habitat, Value of 2
  - Heritage Brook Trout Waters, Value of 2
  - Shellfish Beds, Value of 1
- Riparian Zones and Water Resources**
  - Tidal waters 250' buffer, Value of 2
  - Great Ponds 250' buffer, Value of 1
  - Rivers 250' buffer, Value of 1
  - Streams 75' buffer, Value of 1
  - Wetlands greater than 10 acres plus 250' buffer, Value of 1
  - Wetlands less than 10 acres plus 75' buffer, Value of 1
  - Groundwater Aquifers, Value of 1
- Undeveloped Habitat Blocks**
  - Areas over 1200 acres, Value of 3
  - Areas of 600 to 1200 acres, Value of 2
  - Areas of 200 to 600 acres, Value of 1

Sum of Attribute Values



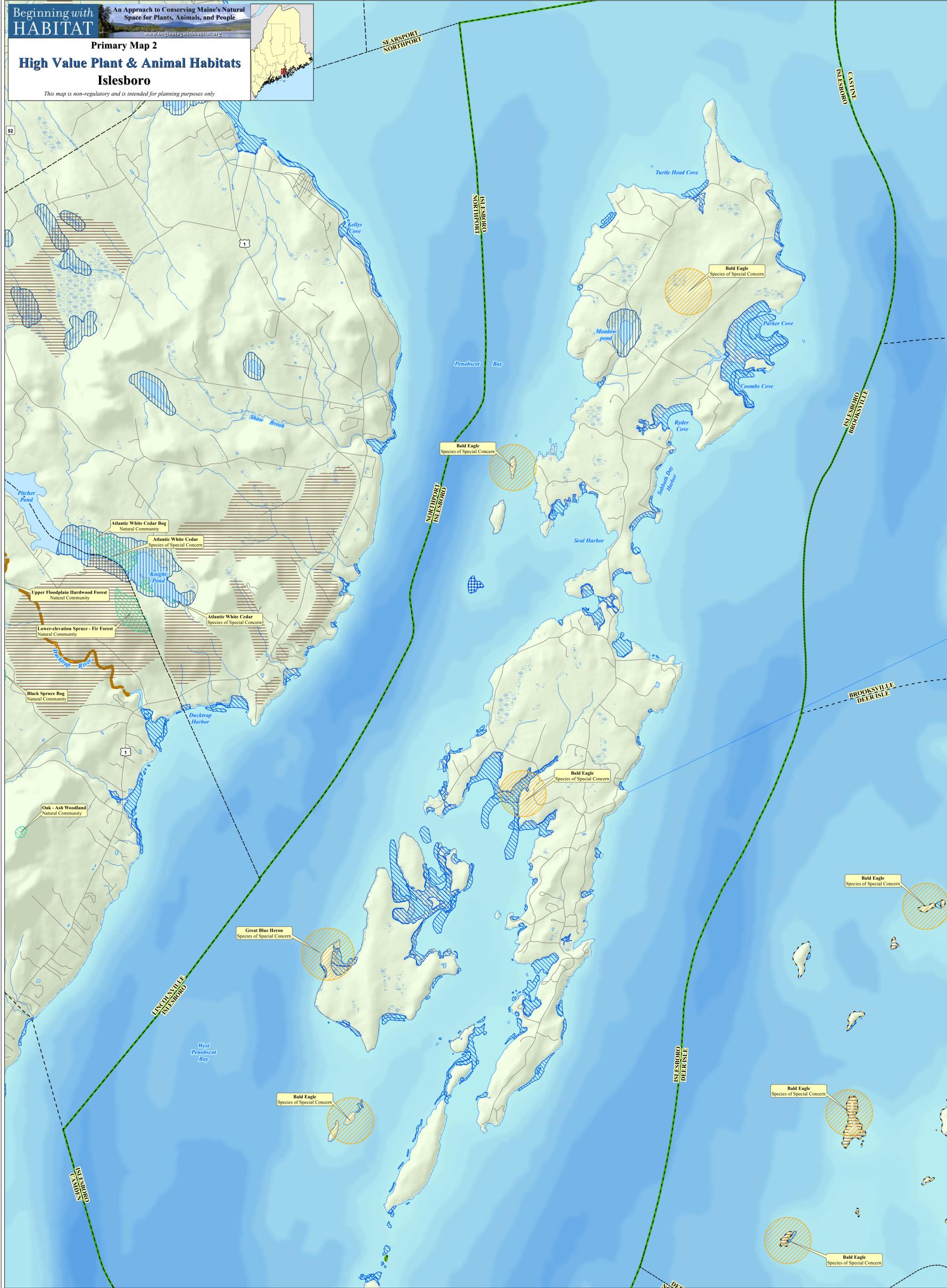
Focus Areas

Focus Areas of Statewide Ecological Significance  
*(note: not present in all regions)*

Focus Areas of Statewide Ecological Significance have been designated based on an unusually rich convergence of rare plant and animal occurrences, high value habitat, and relatively intact natural landscapes (the combined elements of Beginning with Habitat Maps 1-3). Focus area boundaries were drawn by MNAF and MDIFW biologists, generally following drainage divides and/or major fragmenting features such as roads. Focus Areas are intended to draw attention to these truly special places in hopes of building awareness and garnering support for land conservation by landowners, municipalities, and local land trusts. For descriptions of specific Focus Areas, consult the Beginning with Habitat notebook or the following website: <http://www.maine.gov/dacf/mnap/focusarea/index.htm>

Data and Information Sources

- DATA SOURCES**
- TOWNSHIP BOUNDARIES**
  - Maine Office of GIS: *Metwp24* (2013)
- ROADS**
  - Maine Office of GIS, Maine Department of Transportation: *Medotpub* (2015)
- HYDROLOGY**
  - U.S. Geological Survey National Hydrography Dataset (NHD) Maine (2012)
- DEVELOPED**
  - Maine Office of GIS, Maine Department of Inland Fisheries and Wildlife, and multiple other agencies: *Imperv* (2015)
- ESSENTIAL & SIGNIFICANT WILDLIFE HABITATS**
  - Maine Office of GIS, Maine Department of Inland Fisheries & Wildlife; *DWA, E.T.S.C., EhpVtrn, EhpVtrn, IWWH, Sni, Shorebird, TWWH* (2003-2015)
- RARE NATURAL COMMUNITIES & PLANTS**
  - Maine Natural Areas Program: *MNAP\_eos* (2015)
- ATLANTIC SALMON HABITAT**
  - Maine Office of GIS, Maine Atlantic Salmon Commission, U.S. Fish & Wildlife Service: *Ashab3* (2013)
- DATA SOURCE CONTACTS**
  - Maine Office of GIS: <http://www.maine.gov/megis/catalog/>
  - Maine Natural Areas Program: <http://www.maine.gov/dacf/mnap/index.html>
  - Maine Department of Inland Fisheries & Wildlife: <http://www.maine.gov/ifw/>
  - U.S. Fish & Wildlife Service, Gulf of Maine Program: <http://gulfmaine.fws.gov>
  - Maine Atlantic Salmon Commission: <http://www.maine.gov/ascc/>
  - Maine Department of Transportation: <http://www.maine.gov/mdot/>
- DIGITAL DATA REQUEST**
  - To request digital data for a town or organization, please visit our website: [http://www.beginningwithhabitat.org/the\\_maps/gis\\_data\\_request.html](http://www.beginningwithhabitat.org/the_maps/gis_data_request.html)



**LEGEND**

Beginning with Habitat (BwH) is a voluntary tool intended to assist landowners, resource managers, planners, and municipalities in identifying and making informed decisions about areas of potential natural resource concern. This data includes the best available information provided through BwH's coalition partners as of the map date, and is intended for information purposes only. It should not be interpreted as a comprehensive analysis of plant and animal occurrences or other local resources, but rather as an initial screen to flag areas where agency consultation may be appropriate. Habitat data sets are updated continuously as more accurate and current data becomes available. However, as many areas have not been completely surveyed, features may be present that are not yet mapped, and the boundaries of some depicted features may need to be revised. Local knowledge is critical in providing accurate data. If errors are noted in the current depiction of resources, please contact our office. Some habitat features depicted on this map are regulated by the State of Maine through the Maine Endangered Species Act (Essential Habitats and threatened and endangered species occurrences) and Natural Resources Protection Act (Significant Wildlife Habitat). We recommend consultation with MDIFW Regional Biologists or MNAPE Ecologists if activities are proposed within resource areas depicted on this map. Consultation early in the planning process usually helps to resolve regulatory concerns and minimize agency review time. For MDIFW and MNAPE contact information, visit <http://www.beginningwithhabitat.org/contacts/index.html>.

- Organized Township Boundary
- Unorganized Township
- Selected Town or Area of Interest
- Developed: Impervious surfaces such as buildings and roads

**Rare, Threatened, or Endangered Wildlife**

Known rare, threatened, or endangered species occurrence and/or the associated habitats based on species sightings.

Consult with an MDIFW regional biologist to determine the relative importance and conservation needs of the specific location and supporting habitat. For more information regarding individual species visit our website, [http://www.maine.gov/wildlife/species/essential\\_species/state\\_list.htm](http://www.maine.gov/wildlife/species/essential_species/state_list.htm), for species specific fact sheets.

The Federal Endangered Species Act requires actions authorized, funded, or carried out by federal agencies be reviewed by the U. S. Fish and Wildlife Service. If your project occurs near an occurrence of the Atlantic Salmon, Roseate Tern, Piping Plover, Canada Lynx, New England Cottontail, Fish's Lousewort, or Small-whorled Paganion contact the Maine Field Office, USFWS, 1168 Main St., Old Town, ME 04468.

**Rare or Exemplary Plants and Natural Communities**

Rare Plant Locations

Known rare, threatened, or endangered plant occurrences are based on field observations. Consult with a Maine Natural Areas Program (MNAPE) Ecologist to determine conservation needs of particular species. For more information regarding rare plants, the complete list of tracked species and fact sheets for those species can be found at: <http://www.maine.gov/doc/nr/mnap/features/plantlist.htm>

Rare or Exemplary Natural Community Locations

The MNAPE has classified and distinguished 98 different natural community types that collectively cover the state's landscape. These include such habitats as floodplain forests, coastal bogs, alpine summits, and many others. Each type is assigned a rarity rank of 1 (rare) through 5 (common). Mapped rare natural communities or ecosystems, or exemplary examples of common natural communities or ecosystems, are based on field surveys and aerial photo interpretation. Consult with an MNAPE Ecologist to determine conservation needs of particular communities or ecosystems.

**Essential Wildlife Habitats**

Roseate Tern Nesting Area or Piping Plover-Least Tern Nesting, Feeding, & Brood-Rearing Area

Maine's Department of Inland Fisheries & Wildlife (MDIFW, [www.state.me.us/ifw](http://www.state.me.us/ifw)) maps areas currently or historically providing habitat essential to the conservation of endangered or threatened species as directed by the Maine Endangered Species Act (12 M.R.S.A., Chapter 925, Subchapter 3, Sections 12804 and 12806) and regulations (MDIFW Rules, Chapter 8.05). Identification of Essential Habitat areas is based on species observations and confirmed habitat use. If a project occurs partly or wholly within an Essential Habitat, it must be evaluated by MDIFW before state and/or municipal permits can be approved or project activities can take place.

**Significant Wildlife Habitats**

- Candidate Deer Wintering Area  
Forested area possibly used by deer for shelter during periods of deep snow and cold temperatures. Assessing the current value of a deer wintering area requires on-site investigation and verification by IF&W staff. Locations depicted should be considered as approximate only.
- Inland Waterfowl / Wading Bird  
Freshwater breeding, migration/staging, and wintering habitats for inland waterfowl or breeding, feeding, loafing, migration, or roosting habitats for inland wading birds.
- Seabird Nesting Island  
An island, ledge, or portion thereof in tidal waters with documented, nesting seabirds or suitable nesting habitat for endangered seabirds.
- Shorebird Areas  
Coastal staging areas that provide feeding habitat like tidal mud flats or roosting habitat like gravel bars or sand spits for migrating shorebirds.
- Tidal Waterfowl / Wading Bird  
Breeding, migrating/staging, or wintering areas for coastal waterfowl or breeding, feeding, loafing, migration, or roosting areas for coastal wading birds. Tidal Waterfowl/Wading Bird habitats include aquatic beds, eelgrass, emergent wetlands, mudflats, seaweed communities, and reefs.
- Significant Vernal Pools  
A pool depression used for breeding by amphibians and other indicator species and that portion of the critical terrestrial habitat within 250 ft of the spring or fall high water mark. A vernal pool must have the following characteristics: natural origin, nonpermanent hydroperiod, lack permanently flowing inlet or outlet, and lack predatory fish.

**Maine's Natural Resources Protection Act**

Maine's Natural Resources Protection Act (NRPA, 1988) is administered by the Maine Department of Environmental Protection (MDEP; <http://www.maine.gov/dep/bwq/docstan/nrpage.htm>) and is intended to prevent further degradation and loss of natural resources in the state, including the above Significant Wildlife Habitats that have been mapped by MDIFW. MDEP has regulatory authority over most Significant Wildlife Habitat types. The regional MDEP office should be consulted when considering a project in these areas.

**Atlantic Salmon Spawning/Rearing Habitat**

- Atlantic Salmon Rearing Habitat
  - Atlantic Salmon Spawning Habitat
  - Atlantic Salmon Limited Spawning Habitat
- Mapped by Atlantic Salmon Commission (ASC) and US Fish & Wildlife Service (USFWS) from field surveys on selected Penobscot and Kennebec River tributaries and the Dennys, Ducktrap, East Machias, Machias, Pleasant, Narraguagus, and Sheepscot Rivers.

**Data Sources**

**DATA SOURCE INFORMATION**

**TOWNSHIP BOUNDARIES**  
 Maine Office of GIS: *Me09y24* (2013)

**ROADS**  
 Maine Office of GIS, Maine Department of Transportation: *Medotub* (2015)

**HYDROLOGY**  
 U.S. Geological Survey National Hydrography Dataset (NHD) Maine (2012)

**DEVELOPED**  
 Maine Office of GIS, Maine Department of Inland Fisheries and Wildlife, and multiple other agencies: *Imperv* (2015)

**ESSENTIAL & SIGNIFICANT WILDLIFE HABITATS**  
 Maine Office of GIS, Maine Department of Inland Fisheries & Wildlife: *DWA\_ETSC\_Ehpvtm\_Ehtrtn\_IWWH\_ShrShrbird\_TWWH* (2003-2015)

**RARE NATURAL COMMUNITIES & PLANTS**  
 Maine Natural Areas Program: *MNAPE\_pos* (2015)

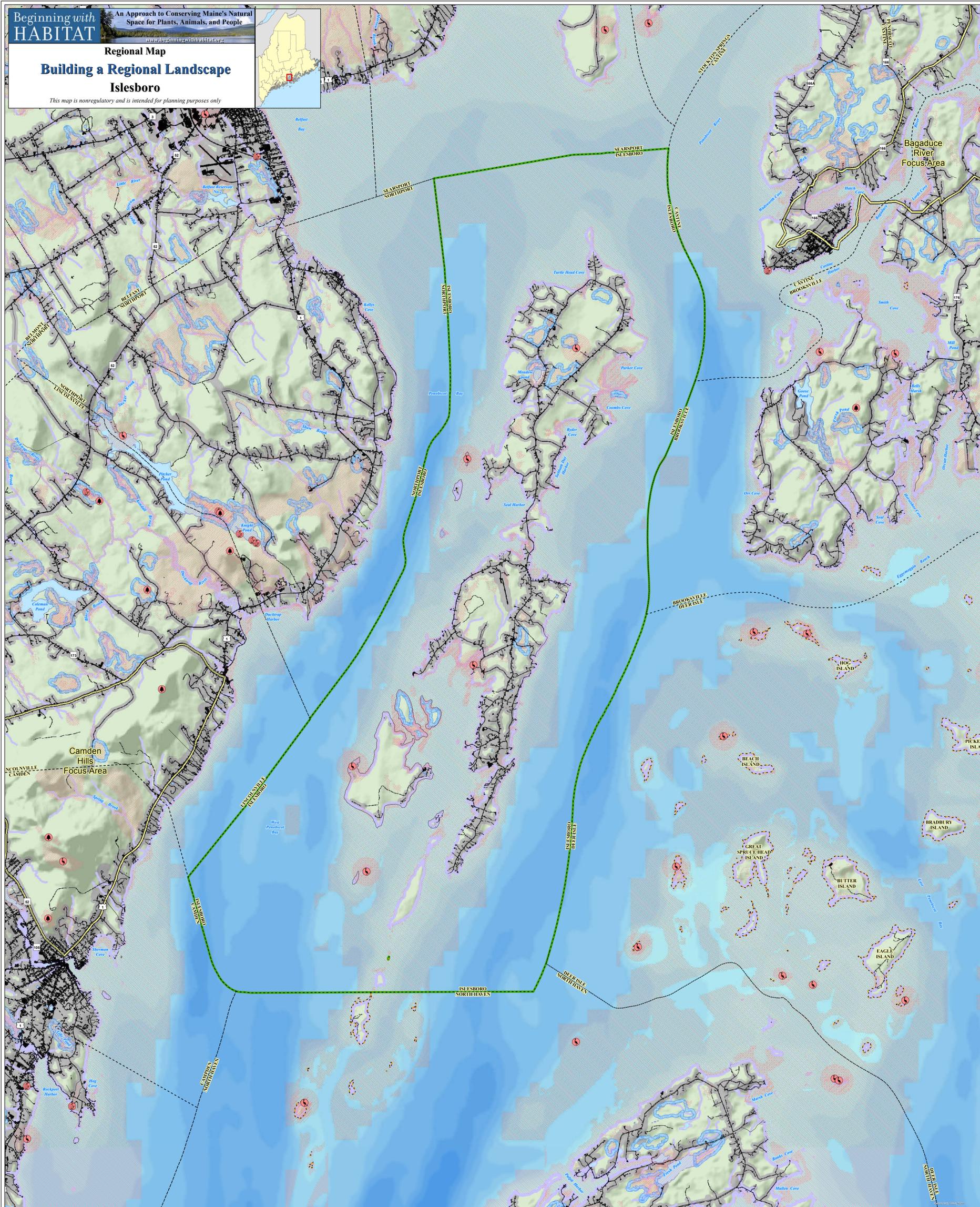
**ATLANTIC SALMON HABITAT**  
 Maine Office of GIS, Maine Atlantic Salmon Commission, U.S. Fish & Wildlife Service: *Ashab3* (2013)

**DATA SOURCE CONTACT INFORMATION**  
 Maine Office of GIS: <http://www.maine.gov/mgis/catalog/>  
 Maine Natural Areas Program: <http://www.maine.gov/dacf/mnap/index.html>  
 Maine Department of Inland Fisheries & Wildlife: <http://www.maine.gov/ifw/>  
 U.S. Fish & Wildlife Service, Gulf of Maine Program: <http://gulf.maine.fws.gov>  
 Maine Atlantic Salmon Commission: <http://www.maine.gov/asc/>  
 Maine Department of Transportation: <http://www.maine.gov/dot/>

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Regional Map  
Building a Regional Landscape  
Islesboro

This map is nonregulatory and is intended for planning purposes only



LEGEND

The data presented here represents a compilation of core Beginning with Habitat map products. Comprehensive field surveys do not exist for all areas in Maine, so some important habitats may not be mapped. Habitat features on this map are based on limited field surveys, aerial photo interpretation, and computer modeling. Habitat data is updated regularly. Map users should consult with the Beginning with Habitat program to verify that data illustrated on this map is still current prior to utilizing it for planning decisions.

This regional map provides a landscape view of water resources, high value plant and animal habitats, and undeveloped habitat blocks. For more detailed information, please consult the 1:24,000 (town level) Beginning with Habitat "Water Resources and Riparian Habitats", "High Value Plant and Animal Habitats" and "Undeveloped Habitat Blocks" maps. Availability of town level maps can be found at: [www.beginningwithhabitat.org/the\\_maps/map\\_availability.html](http://www.beginningwithhabitat.org/the_maps/map_availability.html)

- Organized Township Boundary
- Unorganized Township
- Selected Town or Area of Interest
- Developed Area of Impervious Surfaces including buildings and roads

MAP 1: Water Resources and Riparian Habitats

**Riparian Buffer**  
Ponds  $\geq 10$  acres (Great Ponds), rivers, coastal waters, and wetlands  $\geq 10$  acres in size are surrounded by a 250 foot riparian buffer zone. Streams are surrounded by a 75 foot riparian buffer zone.

**NWI Wetlands  $\geq 10$  Acres**  
The National Wetlands Inventory (NWI) uses aerial photographs from the mid-1980s to identify wetlands based on visible signs of wetland vegetation, hydrology, and geography. The NWI maps are not based on field wetland delineations and given the limits of aerial photo interpretation, do not depict all wetlands that occur. Ground verification should be used to determine actual wetland boundaries and NWI maps should be considered as only a planning tool to determine potential wetland locations.

MAP 2: High Value Plant and Animal Habitats

**Essential Wildlife Habitats (MDIFW)**  
Maine's Department of Inland Fisheries & Wildlife (MDIFW, [www.maine.gov/ifw](http://www.maine.gov/ifw)) maps areas currently or historically providing habitat essential to the conservation of endangered or threatened species including roseate terns, piping plovers, and least terns as directed by the Maine Endangered Species Act. These regulated areas may require special management. Identification of Essential Habitat areas is based on species observations (occupancy). For more information about Essential Wildlife Habitats, go to [www.maine.gov/ifw/wildlife/species/endangered\\_species/essential\\_habitat/introduction.htm](http://www.maine.gov/ifw/wildlife/species/endangered_species/essential_habitat/introduction.htm). These habitat layers also may be downloaded from the Maine Office of GIS Data Catalog at <http://apollo.ogis.state.me.us/catalog>.

**Significant Wildlife Habitats (MDIFW)**  
Maine's Natural Resources Protection Act (NRPA, 1988) was intended to slow further degradation and loss of Maine's natural resources. This act regulates activities within and adjacent to wetlands, streams, and other natural resources, but also regulates activities that could threaten the state's Significant Wildlife Habitats. Mapped Significant Wildlife Habitats include tidal and inland waterfowl/wading bird habitat, deer wintering areas, seabird nesting islands, shorebird areas, and significant vernal pools. For more information about NRPA, go to: [www.maine.gov/dep/blwq/docstand/nrpage.htm](http://www.maine.gov/dep/blwq/docstand/nrpage.htm).

**Natural Heritage Network Occurrences (Plants/Animals/Communities)**

**Plants**- Observations of plants cataloged by the Maine Natural Areas Program (MNAP) that are rare in Maine. Locations have been field-verified within the last 20 years.

**Animals**- Observations of wildlife species that are endangered, threatened, or rare in Maine. Mapped by the Maine Department of Inland Fisheries and Wildlife.

**Communities**- The MNAP has classified and distinguished 98 different natural community types that collectively cover the state's landscape. These include such habitats as floodplain forests, coastal bogs, alpine summits, and many others. Each type is assigned a rarity rank of 1 (rare) through 5 (common). Mapped rare natural communities or ecosystems, or exemplary examples of common natural communities or ecosystems, are based on field surveys and aerial photo interpretation. Consult with an MNAP ecologist to determine conservation needs of particular communities or ecosystems.

**High Value Habitat for Priority Trust Species (USFWS)**

This data layer portrays the highest value habitat from the Gulf of Maine Watershed Habitat Analysis, a habitat suitability model developed by the U.S. Fish & Wildlife Service (USFWS) Gulf of Maine Coastal Program. The analysis evaluated existing field data and scientific literature for 91 species of fish, wildlife, and plants important to USFWS in the Gulf of Maine watershed and ranked the landscape based on potential habitat for each species. This theme shows only the most important habitat (top 25%) for all species combined and excludes areas less than 5 acres. For more information about the Gulf of Maine Watershed Habitat Analysis please visit: <http://www.fws.gov/GOMCP/identify.html> and [http://www.fws.gov/GOMCP/identify\\_gomwatershed\\_techrep.html](http://www.fws.gov/GOMCP/identify_gomwatershed_techrep.html)

MAP 3: Undeveloped Habitat Blocks

**Undeveloped Habitat Blocks (MDIFW)**  
Undeveloped habitat blocks are areas with relatively little development and that provide opportunity for meaningful habitat conservation. These areas remain mostly unfragmented and are likely to include habitat conditions of a quality that could be expected to support most terrestrial species known to occur in the given region. Undeveloped habitat blocks have been depicted on this map by removing areas within 250-500 feet, based on intensity, of all improved roads identified by the Maine Department of Transportation and all developed areas identified in the 2006 MELCD Land Use/Land Cover and 2005 Impervious Surface data.

**Development Buffer (MDIFW) (note: transparent layer)**  
Areas defined by a 250-500 foot, intensity based zone of influence around all improved roads identified by the Maine Department of Transportation and all developed areas identified in the 2006 MELCD Land Use/Land Cover and 2005 Impervious Surface data.

Focus Areas

**Focus Areas of Statewide Ecological Significance (note: not present in all regions)**

Focus Areas of Statewide Ecological Significance have been designated based on an unusually rich convergence of rare plant and animal occurrences, high value habitat, and relatively intact natural landscapes. The combined elements of Beginning with Habitat Maps 1-3). Focus area boundaries were drawn by MNAP and MDIFW biologists, generally following drainage divides and/or major fragmenting features such as roads. Focus Areas are intended to draw attention to these truly special places in hopes of building awareness and garnering support for land conservation by landowners, municipalities, and local land trusts. For descriptions of specific Focus Areas, consult the Beginning with Habitat notebook or the following website: <http://www.maine.gov/dacf/mmap/focusarea/index.htm>

Data and Information Sources

- DATA SOURCE INFORMATION**  
TOWNSHIP BOUNDARIES  
Maine Office of GIS; *metwp24*  
ROADS  
Maine Office of GIS, Maine Department of Transportation; *medotpub\_E911rds\_railroadsys*  
HYDROLOGY  
U.S. Geological Survey; *NHDH Maine*  
DEVELOPED  
Maine Office of GIS, Maine Department of Environmental Protection; *imperv*  
FOCUS AREA BOUNDARIES  
Maine Natural Areas Program  
NATIONAL WETLANDS INVENTORY  
U.S. Fish & Wildlife Service; *NWI*  
RIPARIAN BUFFERS  
Maine Natural Areas Program  
HIGH VALUE PLANT & ANIMAL HABITATS  
Maine Office of GIS, Maine Dept. of Inland Fisheries & Wildlife, Maine Natural Areas Program, U.S. Fish & Wildlife Service; *ehpvrtn\_ehrtm\_shorebird\_iwvh\_shorezone\_iwvh\_sni\_forest91\_fresh91\_grass91\_saline91\_gomc1\_dwa\_svpbuffers*  
PLANTS, ANIMALS, AND NATURAL COMMUNITIES  
Maine Department of Inland Fisheries & Wildlife, Maine Natural Areas Program  
UNDEVELOPED HABITAT BLOCKS, DEVELOPMENT BUFFER  
Maine Department of Inland Fisheries & Wildlife

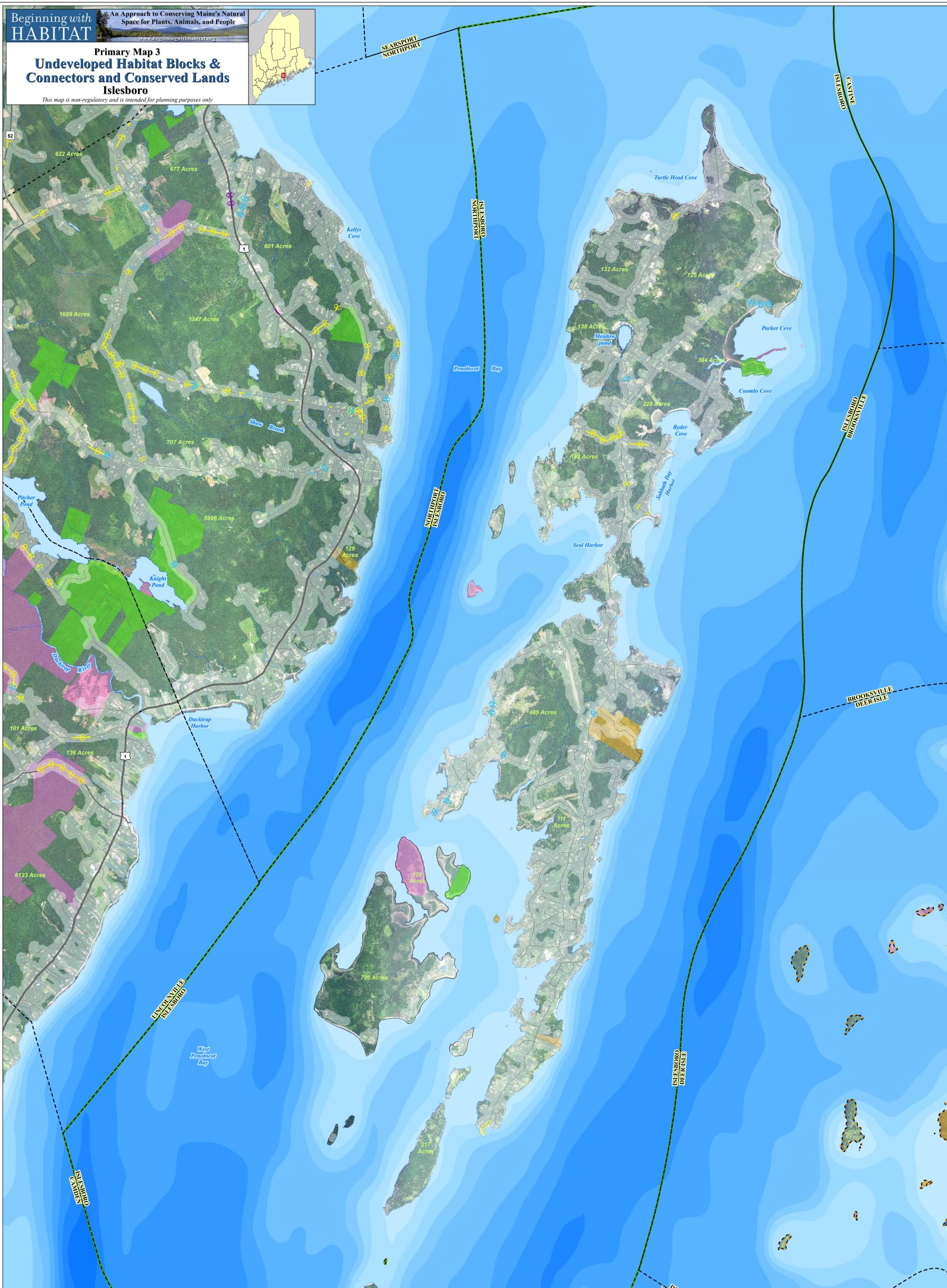
- DATA SOURCE CONTACT INFORMATION**  
Maine Office of GIS: <http://www.maine.gov/megi/>  
Maine Natural Areas Program: <http://www.maine.gov/dacf/mmap>  
Maine Department of Inland Fisheries & Wildlife: <http://www.maine.gov/ifw/>  
U.S. Fish & Wildlife Service: Gulf of Maine Coastal Program- <http://www.fws.gov/GOMCP/>  
Maine Department of Transportation: <http://www.maine.gov/mdot/>

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**Primary Map 3  
Undeveloped Habitat Blocks & Connectors and Conserved Lands  
Islesboro**

*This map is non-regulatory and is intended for planning purposes only*



**LEGEND**

This map highlights undeveloped natural areas likely to provide core habitat blocks and habitat connections that facilitate species movements between blocks. Undeveloped habitat blocks provide relatively undisturbed habitat conditions required by many of Maine's species. Habitat connections provide necessary opportunities for wildlife to travel between preferred habitat types in search for food, water, and mates. Roads and development fragment habitat blocks and can be barriers to moving wildlife. By maintaining a network of interconnected blocks towns and land trusts can protect a wide variety of Maine's species—both rare and common—to help ensure rich species diversity long into the future. Maintaining a network of these large rural open spaces also protects future opportunities for forestry, agriculture, and outdoor recreation.

- Organized Township Boundary
- Unorganized Township
- Selected Town or Area of Interest

**Habitat Blocks**

- Development Buffer (pale transparency)**  
250-500 foot buffer around improved roads and developed areas based on development intensity.
- Undeveloped Habitat Block**  
Remaining land outside of Development Buffers. Blocks greater than 100 acres are labeled with their estimated acreage.

**Approximate Road Crossing Habitat Connections**

Represented habitat connections identified through computer modeling highlight locations where quality habitat is likely to occur on both sides of a given road between undeveloped habitat blocks greater than 100 acres and between higher value wetlands. These representations are approximate and have not been field verified.

**Undeveloped Block Connectors**  
Likely road crossing areas linking undeveloped habitat blocks greater than 100 acres. The threat of habitat fragmentation and animal mortality corresponds to traffic volume.

- Yellow lines represent habitat road crossings with daily traffic volumes less than 2000 vehicles per day.
- Red lines represent habitat road crossings with daily traffic volumes greater than 2000 vehicles per day.

**Riparian Connectors**

Likely crossing locations for wetland dependent species moving between waterways and wetlands divided by roads

- Blue lines represent riparian road crossings with daily traffic volumes less than 2000 vehicles per day.
- Purple lines represent riparian road crossings with daily traffic volumes greater than 2000 vehicles per day.

**Highway Bridge Connectors**

Highway bridges along I-95 and I-295 that span riparian habitat connecting adjacent but separated habitat blocks. These are locations where species are likely to take advantage of infrastructure to move between habitat blocks.

**Conserved Lands**

The State of Maine's conserved lands database includes lands in federal, state, and non-profit ownership. It does not include many privately owned conservation lands, especially those protected by local land trusts, or town owned conservation lands. For the most accurate and current information about land ownership, consult with the local assessor and/or other local land management agencies. If public access potential to any of the properties displayed here is uncertain, landowners should be contacted to determine if permission is necessary.

**Ownership Type (transparent layers)**

- Federal**  
National parks, forests, and wildlife refuges. (Includes Canadian conserved lands.)
- State**  
Wildlife Management Areas and other properties managed by the Department of Inland Fisheries and Wildlife, state parks, and parcels managed by the Bureau of Parks & Lands.
- Municipal**  
Town parks, water district properties, community forests, etc.
- Private Conservation**  
Properties owned and managed by private (usually non-profit) organizations such as The Nature Conservancy, Maine Coast Heritage Trust, Trust for Public Land, and local land trusts.
- Easement**  
Voluntary legal agreements that allow landowners to realize economic benefit by permanently restricting the amount and type of future development and other uses on all or part of their property as they continue to own and use it.

**Aerial Imagery**

Aerial imagery is often the best tool available to visualize existing patterns of development and resulting changes in the natural landscape. By depicting undeveloped habitat blocks, habitat connectors and conserved lands with aerial photos, the map user can more easily identify opportunities to expand the size and ecological effectiveness of local conservation efforts.

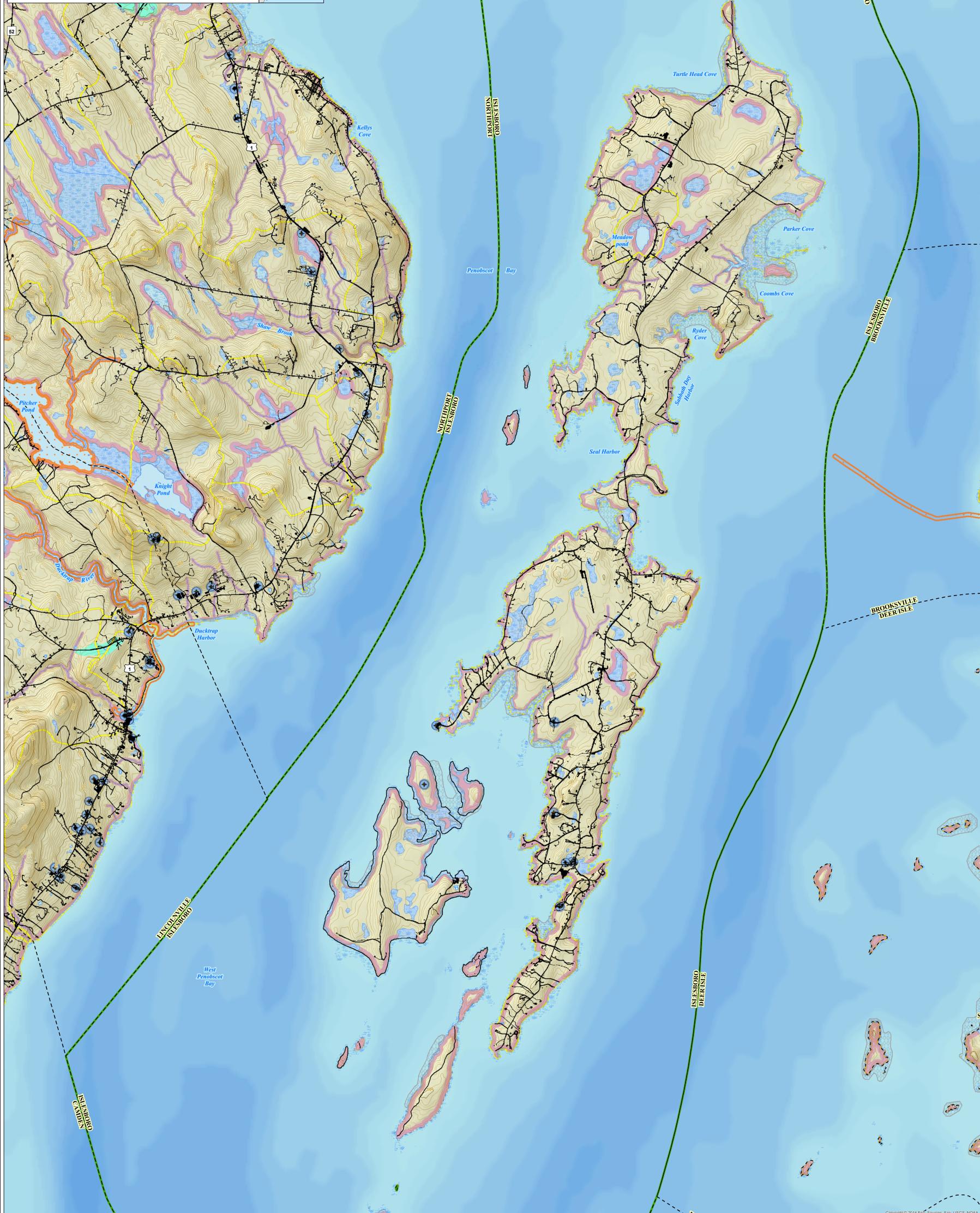
**Regional Undeveloped Blocks**



- 0 - 250 acres
  - 250-500 acres
  - 500-1,000 acres
  - > 5,000 acres
- 1 : 325,000      1 inch equals 5 miles

**Data Sources**

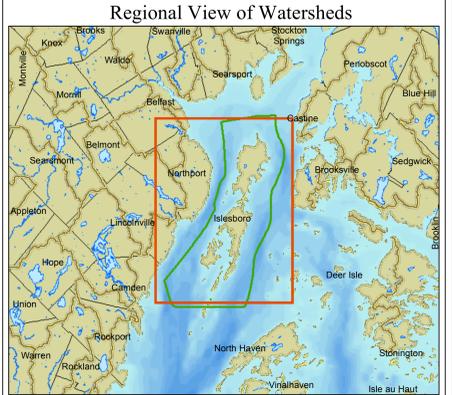
- DATA SOURCE INFORMATION**
- TOWNSHIP BOUNDARIES**  
Maine Office of GIS: *metwp24* (2013)
- ROADS**  
Maine Office of GIS, Maine Department of Transportation: *medotub* (2015)
- HYDROLOGY**  
U.S. Geological Survey: *NHD\_Maine* (2012)
- UNDEVELOPED HABITAT BLOCKS, DEVELOPMENT BUFFER, CONNECTORS**  
Maine Department of Inland Fisheries and Wildlife (2015)
- CONSERVATION LANDS**  
Maine Department of Agriculture, Conservation, and Forestry, Land Use Planning Commission, Maine Department of Inland Fisheries and Wildlife: *Conserved Lands* (2015)
- AERIAL IMAGERY**  
U.S. Department of Agriculture: *NAIP 2013* - state-wide 1-meter color orthoimagery
- DATA SOURCE CONTACT INFORMATION**  
Maine Office of GIS - <http://www.maine.gov/megis/catalog/>  
Maine Dept. of Agriculture, Conservation and Forestry - <http://www.maine.gov/dacf/>  
Maine Dept. of Inland Fisheries & Wildlife - <http://www.maine.gov/ifw/>  
Maine Department of Transportation - <http://www.maine.gov/mdot/>  
Maine Department of Environmental Protection - <http://www.maine.gov/dep/>
- DIGITAL DATA REQUEST**  
To request digital data for a town or organization, visit our website.  
[http://www.beginningwiththabitat.org/the\\_maps/gis\\_data\\_request.html](http://www.beginningwiththabitat.org/the_maps/gis_data_request.html)



### LEGEND

This map depicts riparian areas associated with major surface water features and important public water resources. This map does not depict all streams or wetlands known to occur on the landscape and should not be used as a substitute for on the ground surveys. This map should be used as a planning reference only and is intended to illustrate the natural hydrologic connections between surface water features. Protecting riparian habitats protects water quality, maintains habitat connections, and safeguards important economic resources including recreational and commercial fisheries.

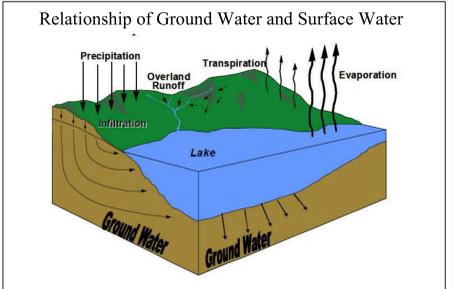
- Selected Town or Area
- Organized Township Boundary
- Unorganized Township
- Developed- Impervious surfaces including buildings and roads
- Drainage divides - These are the smallest hydrologic units mapped in Maine. They contain watershed boundaries for most ponds and rivers in Maine.
- NWI Wetlands - National Wetlands Inventory (NWI) uses aerial photographs to approximate wetland locations. NWI data is not a comprehensive mapping of wetland resources and typically under represents the presence of wetlands on the landscape. The presence of wetlands needs to be determined in the field prior to conducting activities that could result in wetland disturbance.
- Riparian Habitat - depicted using common regulatory zones including a 250-foot-wide strip around Great Ponds (ponds >10 acres), rivers, coastline, and wetlands >10 acres and a 75-foot-wide strip around streams. Riparian areas depicted on this map may already be affected by existing land uses.
- Shellfish Growing Areas - The Maine Department of Marine Resources maps growing areas for economically important shellfish resources. This map depicts softshell and hard clam resources in order to illustrate the relation of these resources to streams and shoreline areas vital to their conservation.
- Brook Trout Habitat - Streams and ponds, buffered to 100 feet, where wild Brook Trout populations have been documented, or managed to enhance local fisheries.
- Public Water Supply Wells
- Source protection area - Buffers that represent source water protection areas for wells and surface water intakes that serve the public water supply. Their size is proportional to population served and/or by the type of water supply system. These buffers range from 300 to 2,500 feet in radius.
- Aquifers - flow of at least 10 gallons per minute



A watershed includes all of the land that drains to a common waterbody. The areas within the watershed are linked ecologically by the water, sediment, nutrients, and pollutants that flow through them. For the purpose of mapping "hydrological units," watersheds are often grouped into larger drainages or divided into smaller ones depending on the map's scale. Drainage divides (shown on main map as yellow lines), are the smallest hydrological units and generally drain into small ponds, wetlands, or streams. These units are grouped into subwatersheds (HU2) and are represented on the inset map above by the yellow-brown outlines.

- Main Map Extent
- Selected Town or Area
- Subwatersheds

1 inch = 5 miles



Precipitation is the source of all water. Surface water and ground water are related. Drinking water can come from either source. Ground contaminants can affect both. The relationship between ground water and surface water is part of the hydrologic cycle. Precipitation that falls from the atmosphere as rain or snow reaches the land surface and recharges rivers, lakes, wetlands, and other surface bodies of water directly through overland runoff. Surface water also seeps into the ground through infiltration and eventually reaches the ground water, or through evaporation, returns to the atmosphere. Water evaporates from leaves and stems of plants through transpiration.

### Shoreland Zoning

Maine's Mandatory Shoreland Zoning Act is intended to protect water quality, conserve wildlife habitat, and preserve the natural beauty of Maine's shoreline areas. Successful implementation requires local awareness of and appreciation for surface water resources and effective enforcement of setback and buffer requirements.

At a minimum, Maine's shoreland zones include all land within:

- 250 feet of the high-water line of any pond over 10 acres, any river that drains at least 25 square miles, and all tidal waters and saltwater marshes;
- 250 feet of a freshwater wetland over 10 acres (except "forested" wetlands); and
- 75 feet of a stream that is either an outlet stream of a great pond, or located below the confluence of two perennial streams as depicted on a USGS topographic map.

Shoreland zoning encourages towns to provide greater protection to their local water resources by applying shoreland zone protections to additional resource types such as smaller streams and wetlands, and rare terrestrial features. For specific guidance regarding Maine's Mandatory Shoreland Zoning Act contact the Dept. of Environmental Protection Shoreland Zoning Unit, 207-287-3901 (Augusta), 207-822-6300 (Portland), 207-941-4116 (Bangor), www.maine.gov/dep/blwq/dostand/szpage.htm

### Data Sources

<b>DATA SOURCE INFORMATION</b>	<b>SHELLFISH</b>
TOWNSHIP BOUNDARIES	Maine Department of Marine Resources;
Maine Office of GIS (2013); mehw24	softshell; clam; hard; clam;
ROADS	RIPARIAN BUFFERS
Maine Office of GIS, Maine Department of Transportation (2015); mehw24	Maine Office of GIS, Maine Natural Areas Program (2011)
HYDROLOGY	WELLS, WELL BUFFERS
USGS National Hydrography Dataset (NHD)	Maine Office of GIS, Maine Department of Human Services Drinking Water Program (2011); well; wellbuf
Maine (2012)	AQUIFERS
Maine Office of GIS, Maine Department of Inland Fisheries and Wildlife (2015); impervious_change_2015	Maine Office of GIS, Maine Geological Survey (2011); aquifer_polygons
NATIONAL WETLANDS INVENTORY	DRAINAGE DIVIDES
U.S. Fish & Wildlife Service (2015); NWI	Maine Office of GIS (1994); mehdv4
	BROOK TROUT HABITAT
	Maine Department of Inland Fisheries & Wildlife (2011)

**DATA SOURCE CONTACT INFORMATION**

Maine Office of GIS: <http://www.maine.gov/ogis/>  
 Maine Natural Areas Program: <http://www.maine.gov/dac/mnap/index.html>  
 Maine Department of Marine Resources: <http://www.maine.gov/dmr/>  
 Maine Department of Transportation: <http://www.maine.gov/dot/>  
 Maine Geological Survey: <http://www.maine.gov/boc/mgs/mpg/mgs.htm>  
 Maine Department of Inland Fisheries & Wildlife: <http://www.maine.gov/wildlife/index.html>

**DIGITAL DATA REQUEST**

To request digital data for a town or organization, please visit our website: [http://www.beginningwithhabitat.org/the\\_map/ogis\\_data\\_request.html](http://www.beginningwithhabitat.org/the_map/ogis_data_request.html)

