

# **TOWN OF NORTHPORT**

## **2000 COMPREHENSIVE PLAN**

**INCORPORATING THE**

## **2003 ADDENDUM**

*The addendum is integrated within this Comprehensive Plan, rather than placed in an appendix.*

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## EXECUTIVE SUMMARY

The goal of municipal comprehensive planning is to protect home rule, promote the types development that residents want, preserve the resources that residents value, support the local economy, and suggest costs savings for municipal facilities and services. This comprehensive plan was developed through the efforts of Northport residents and presents suggestions for the town to consider based on the existing inventory of our resources and trends in local and regional development. A comprehensive plan is not an ordinance; its suggestions are advisory and non-binding. Any ordinances the town would like residents to consider must be voted on separately. The following is a brief summary of the plan that highlights some of the key findings and proposals.

### **Northport's Character**

Northport is a town of approximately 15,393 acres located on Penobscot Bay, south of Belfast. The combination of ocean frontage, a rich historical past (with the communities of Saturday Cove, Bayside, and Temple Heights), a rural landscape, thick woods, magical vistas, and little sprawl create a very attractive community. For this reason, many local residents wish to remain while others from away wish to relocate here. Population figures confirm an influx of retirement-aged individuals and an out-migration of Northport's young adults. Local opinion indicates that the out-migrating is attributable to the low paying jobs and high value properties.

Northport's population figures show that the percentage of "under age five" has declined since 1980; and that number aged 65 and older has nearly doubled since then. The decrease in population for age 5 and under is worth noting since it may affect classroom sizes or the number of necessary classes. Also worth noting is the fact that people in the older age group are likely to make demands on any available services. Most importantly, the data indicate that Northport is an aging community. The town should carefully consider the needs of its growing "older population" while continuing to monitor the changing school-aged population to ensure quality, cost effective educational opportunities and to attract well-paying, year-round jobs for the working age population

### **Improving Employment Opportunities**

Poverty percentage levels for Northport are also lower than the state's or the county's. Nevertheless, the community does have concern for seeing an increase in the range of jobs available at various skill and income levels, as well as seeing affordable daycare that would expand employment opportunities. The town will continue to actively pursue responsible development in suitable locations and on a scale appropriate to maintain the character of our community. The town will also continue to encourage educational opportunities to provide a skilled work force.

### **Route One: Asset or Liability**

Northport's economy relies to a large extent on the tourist traffic along Route One and the service-related jobs that accompany a tourist-based economy. Information from the 2000 census indicated education, health and social services, followed by retail trade as the leading employment categories. At present, many locally owned shops and services exist along the Route One corridor; the April through November tourist traffic is critical to the economic health of these businesses as is indicated by the seasonal fluctuations in the areas unemployment rates. During the winter months, the unemployment rates for the Belfast region and Waldo County are higher than the state's. However, during the summer months, the unemployment rates for the Belfast region and the county for 1999 were generally lower than the state's. With income from the tourist-based economy comes the steady flow of traffic especially along Route One. Traffic delays are frustrating not only for the local residents but also for tourists. Therefore, the town recognizes that it needs to consider traffic options that allow for mobility within the confines of the local speed limits, provides parking availability and pedestrian safety.

Currently the community has much uncontrolled growth that tends to increase municipal service costs and can erode community character. Through this plan and the future land use ordinances, the town has undertaken the task of directing growth into the most appropriate areas while minimizing the impact on existing non-conforming uses. The future land use ordinance with direction from this comprehensive plan will in all possible and practicable cases, avoid non-conformity in order to minimize the perceived negative impacts of land use regulations.

In recent history, the commercial development in Northport has occurred along the Route One corridor due to the increasing tourist traffic on Maine's coastline. Existing development is spreading out from our primary intersections as Northport lacks existing land use controls. Although this sort of growth is the largest development challenge that Northport faces, Route One is also an important lifeline for the economic health of the community since the town relies heavily on the service-based economy.

### **Protection of Natural Resources**

Northport contains natural resources that contribute greatly to the quality of life in town. These resources provide desired open spaces, marine and freshwater shorelines and wildlife habitat that are valued for recreational opportunities. The town recognizes the importance of protecting these areas for future generations and will need to provide this protection through any future land use ordinances that are adopted by the town.

Northport's Conservation Commission, which will be comprised of local residents, will coordinate these efforts, including working with neighboring communities to monitor the water quality of Pitcher Pond and Knight's Pond. There is one public landing on Pitcher Pond in Northport and one public landing on Knight's Pond in Northport. These landings provide adequate public access for recreation. In order to protect these ponds, no further public landings will be sought.

### **Affordable Housing Challenge**

The history of Northport's housing dates back to the 18th century. In the 19th century, during the town's seafaring historical peak, many stately homes with ocean views were built as well as cottages, typified in the Bayside Historic District. These oceanfront or ocean view homes, as with most of Maine's coastal properties, are in high demand due to the limited availability. Out-of-state buyers frequently seek these homes in order to retire to Maine, to start a home business such as an antique shop or a bed-and-breakfast, or to maintain as a vacation or second home. The affordability of these properties to many Maine people is diminishing due to the average income in the area. Affordable housing all along the coast of Maine continues to be a challenge for many of these coastal communities.

Northport believes that the land use provisions contained within this plan will guide future development and help to ensure affordable housing opportunities for the town's residents. We are proposing to use the state minimum allowable lot sizes for our growth areas, which will enable homebuyers to purchase smaller lots that are more affordable. Our growth areas will more than adequately provide enough lots for our anticipated growth over the next ten years, and will allow and encourage growth patterns similar to the traditional development seen in our town.

### **Protecting Our Rich Heritage**

The historic buildings within our town are not protected within the provisions of the existing land use regulations, with the exception of Bayside, which is under the jurisdiction of the Northport Village Corporations' Land Use Ordinance. The Bayside village area is a Historic District listed on the National Register of Historic Places.

Some loss due to the conversion of historic buildings has already occurred. The town recognizes the importance of these structures to the tourist industry and to the overall character of the town. While the town wishes to preserve the historical significance of these structures, the town also recognizes that a careful balance of preservation and property owner's rights must be achieved. The town believes that the best way to achieve this goal is through the assistance of the Historical Society, which is comprised of local residents. Additional guidelines will be created by the committee to help ensure that alterations to National Register properties are done in a manner that retains their historic significance. These guidelines will be established based on the will of the voters to ensure that local control is retained.

The town has areas of prehistoric archaeological potential in the shoreland zone. These sites are protected under Shoreland Use Ordinance and the Flood Plain Management Ordinance provisions that have been adopted by the town.

Overall, Northport is feeling the development pressure that some of our neighbors have been experiencing as well. Accordingly, we have taken it upon ourselves to plan for our future. The Proposed Land Use Plan is intended to direct and encourage residential and

commercial development to appropriate areas while maintaining a constant and diverse tax base and protecting the town's economy, natural resources and character.

Note: Implementation strategies proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed: *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this comprehensive plan; and *Long Term* is assigned for strategies to be address within ten years. Implementation strategies are given more specific time frames in several sections.

## INTRODUCTION

### MANDATES

At the Annual Town Meeting on March 6, 1988, the voters of the Town of Northport approved Article 40 of the Warrant:

"To see if the Town will vote to have the Select Board appoint a committee to study the feasibility of a Comprehensive Plan for the Town of Northport and prepare a draft of the Plan to present at the next annual Town Meeting."

On April 28, 1988 the Maine legislature enacted Title 30, MRSA, Section 4960-A, Public Law 766. That law requires every municipality to:

1. Adopt a comprehensive plan;
2. Adopt land use policies and ordinances compatible with both the comprehensive plan and state law;
3. Adopt an implementation program to ensure that the goals set forth in the comprehensive plan are met; and
4. Adopt a schedule for monitoring local growth and revising goals, policies and ordinances at least every five years.

In December 1991 and March 1992 this law was extensively modified which, in effect, converted these requirements to voluntary acts with State incentives. The law retained the requirement for a town to adopt a comprehensive plan to support locally developed land use ordinances.

### PURPOSE

The purpose of the Comprehensive Plan is to set forth a factual and legal basis for planning and growth management within the Town of Northport. The Plan is premised upon gathering objective facts and data concerning natural resources, capital assets, population, roads, municipal services, housing and land use within the Town. It is further premised upon subjective information, as set forth in the 1988 Northport Opinion Survey and the Comprehensive Plan Committee Questionnaire sent out in 1990, concerning the essential character of Northport and the wishes of its residents to preserve that character or to permit its change.

These data have undergone extensive analysis by the Committee. This has resulted in:

- an inventory of the natural and capital resources of the Town;
- a recognition of past and present trends in land use, population and economic growth and development;

- a projection of future growth and development in Northport; and
- a statement of the unique and special attributes which comprise the character of the Town of Northport.

Based on these results, the Comprehensive Plan states policies and goals for growth, development and land use within the Town and recommends how they are to be implemented. Provision is made for the timely revision of the Plan to reflect future changes in the community.

## METHODOLOGY

The Comprehensive Plan Committee convened bi-weekly meetings; open to the public, beginning April 28, 1988. The Committee first drafted and then distributed to the community at large an Opinion Survey. Data from the returned surveys was collated and analyzed. Supplemental surveys were sent out to acquire further data and to refine findings of the first survey.

The Committee met with government officials such as the Select Board, state and county law enforcement officials and community service providers such as the Fire Department and Road Commissioner, and State and regional planning agency personnel. Public meetings were held at which questions and input from the members of the community was invited.

Subcommittees performed specific tasks in the formulation of the Plan. These included: obtaining historical data; obtaining and analyzing demographic data; conducting a physical inventory of the Town's capital and natural resources; analyzing services and governmental functions related to the Town; and drafting the final Plan.

## GOALS

1. To identify specific types of development and growth patterns that will preserve the essential character and quality of the Town: a slow-growth, low density, rural residential community, marked by a history of fiscal prudence and the independence of its residents.
2. To identify and protect significant natural resources; wildlife, aquatic and botanic habitats; areas of historic and archaeological value; areas of scenic or natural beauty; and rare or irreplaceable natural areas.
3. To identify and protect agricultural and forest resources, while encouraging uses compatible with the needs of the agricultural and forest industries.
4. To identify and preserve access to coastal waters for commercial fishing, recreational boating, mooring, docking and related parking facilities, while encouraging uses compatible with the needs of the marine resources industry.

5. To identify and designate suitable growth areas of Northport based on criteria set forth in Title 30, MRSA, Section 4960-A:
  - a) Identify and designate areas for high, medium and low intensity development;
  - b) Establish standards and timely permitting procedures governing such developments;
  - c) Ensure that needed public services and facilities are available within growth areas, and that development within such areas does not adversely affect the availability of needed public services and facilities to the community;
  - d) Prevent inappropriate development in natural hazard areas, including but not limited to: flood plains; areas of soils not suited to development because they cannot support structures or in which adequate septic or sewage disposal cannot be placed; areas of high water tables, high surface water run-off, or poor drainage; areas of high erosion; and areas of steep slope or grade.
6. To protect, maintain and, where warranted, improve the water quality of each surface water body pursuant to Title 38, MRSA, Chapter 3, Subchapter 1, Article 4-A.
7. To protect underground and surface potable water supplies from depletion and contamination.
8. To ensure adequate, safe and cost-effective handling and disposal of sewage, solid waste, special waste and storm drainage.
9. To identify and protect undeveloped shoreland and high elevation areas, as well as other areas identified in the Plan as meriting such protection.
10. To ensure the availability of and access to traditional outdoor recreation opportunities, including but not limited to: hunting, fishing, boating and hiking.
11. To recommend the establishment of adequate local government services and facilities which will:
  - a) Set, coordinate and implement development polices,
  - b) provide for the review and revision of the Plan as necessary to preserve the integrity of the community;
  - c) promote the health, safety and welfare of the people of Northport; and
  - d) budget the funds necessary to support the operating and capital costs of the Plan.
12. To enact at Town Meeting any ordinances necessary to meet the goals of the Comprehensive Plan and take whatever steps are necessary to ensure their enforcement.

## **CULTURAL ACTIVITIES AND RESOURCES**

### **BACKGROUND**

It was noted by several individuals that Northport is, and always has been, a family of neighbors who care for and look after each other.

One of Northport's social gathering spots was Burke Elwell's Store located at Saturday Cove around the 1920's. This was a country store which also sold feed and grain and had a grill. In 1945, it also served as the Northport Post Office. It was later left by will and testament to the Masons, with the Northport Ladies Club having use privileges, and has been converted into a two story Masonic Hall. Their current (1990) membership is 97. Through the Square and Compass Club, the Masons help to raise funds to support drug and alcohol rehabilitation. They also provide scholarships through their dues collections. The Northport Ladies Club meets infrequently and had a membership of about 15 at last count. These ladies raise funds through suppers, church fairs, etc. to help support community and personal causes.

Burke Elwell's Dance Hall was also located in Saturday Cove and was an active social center from about 1920 to 1930. It was used for family and social gatherings and dances. The hall burned in 1971.

The Northport Golf Club, built about 1916, has an active membership of about 275. Their peak season is June through September. They are committed to the enjoyment of any local golfer. The club has a Golf Pro. A Junior Golf Program is offered.

The Community Church, located in Saturday Cove, was established in the late 1900's. It currently has an active membership of about 50. Meetings are held Sunday mornings at 9:00 and Sunday evenings at 6:00.

The Community Hall in Bayside, built in 1911 as a movie house, was later used to hold "box socials". Ladies would prepare a lunch packaged in decorated boxes. Gentlemen would pick a box and then get to eat the contents with its maker. This was a way of raising revenue for community needs and personal benefits. The Social was usually followed by a Saturday night dance. The Community Hall is owned by the Northport Village Corporation and is used for public meetings, community breakfasts and suppers, dances, theater, and Yacht Club meetings and is available for rent for approved functions.

The Temple Heights Spiritual Association, established in the 1920's, meets every summer during the months of July and August. The boat wharf for the Association has long since deteriorated, but the Town still owns the right-of-way. Regular speakers, ordained ministers, spirit guides and/or mediums conduct services seven nights per week. The objective is attunement with the spirit world to promote the oneness of man and the God

within. Both mental and physical mediumship instruction is provided to those who wish to transcend the limitations of the physical plane. After the public meetings some callers are welcomed back to the lodge, where the Spiritual Association members are housed, for further dialogue.

The Northport Yacht Club celebrated its 50th anniversary in 1989. It began in 1939 and has become a moving force in Northport and more particularly in Bayside. It started out offering weekend (Sunday) boat races. These were promoted more for the spectators than the sailors as there were only about six boats participating at the time. The only rules of these early races were not to hit or be hit by another boat. Since the club's inception it has promoted sailing for young people. At several times in its history, inexpensive sailing programs have been offered, and an active program continues today. In 1967, Walter Downs began a sailing program with the use of six small Turnabouts. Children could sail for the entire summer for only \$15 and adults for \$20. Membership today is only \$25. The club is neither exclusive nor stuffy. Membership is, in fact, higher now than at any other time in its history. Cruises, dinners and pancake breakfasts along with other summer activities are coordinated through the Yacht Club. The clubhouse is located close to the wharf.

The Northport Veterans of Foreign Wars (VFW) Post 6131, located on U. S. Route One, was built in 1950. Currently there are about 50 members; Carl Spencer is the acting Quartermaster. This patriotic organization, with the help of the Women's Auxiliary, prepares private and public suppers, church fairs, etc. for the benefit of the VFW and Grange buildings as well as providing support during personal catastrophes. The building is available to community residents for weddings, suppers, class reunions and other social activities. In 1990, the Auxiliary is offering suppers every third Saturday of the month through October. The last week in May, 1990, this group also dedicated an Honor Roll to Veterans of all wars.

The Northport Volunteer Fire Department was incorporated in 1948. In order to generate revenue for its support, the Volunteer Fire Department has become an obligation of the community. Their revenue is generated by annual public suppers and auctions, grass/field burning for donations, etc.

Over the years there have been nine schools in Northport (although names are now known for only eight). The first school was located on Priest Road in the early 1800's.

Those schools for which names are known are as follows:

- Priest Road School was established in the late 1800's and operated through 1920. It had an enrollment of about ten students.
- Dickie School, 1930's, kindergarten - 12th grade; enrollment of about ten students.

- Brown's Corner School, 1800's - 1941, kindergarten - 12th grade; enrollment of about 25 students.
- Brainard School (Route 52), closed 1941, kindergarten - 12th grade; had between eight and ten students at any one time.
- Wood School (Rocky Road), closed in the 1930's, kindergarten - 12th grade; enrollment about ten students.
- Beech Hill School (Beech Hill Road), closed 1945, kindergarten - 12th grade; enrolled between 18 - 20 students.
- Saturday Cove School, closed 1946, kindergarten - 12th grade; enrollment of about 20 students.
- Northport Community School, which burned but was rebuilt and renamed the Edna A. Drinkwater School, is the only school still existing in Northport. Established in 1957, the school has first through fourth grade (kindergarten is at the Pierce School in Belfast). Current enrollment is about 75. The building and grounds are used after class hours for local community meetings. The schoolyard has a playground and ice skating rink.
- The Blue Goose Dance and Auction Hall, located on U. S. Route One, was built in 1956 by Harold Drinkwater. Saturday night dances, auctions, roller-skating and Northport Town Meetings were held there. Although roller-skating is no longer offered, the Blue Goose is still used for dances, auctions and Town Meetings and has a popular lunch counter.

Grandview Grange Hall, located on U. S. Route One, was built about 1937-38 for Grange meetings. The Grange put on suppers and held dances for the community as well as holding special shows, i.e., circus and cowboy shows. Today, the Grange is rented for social functions such as weddings, private parties and benefit suppers.

Local restaurants, some of which serve as social gathering places as well as providing food and local employment, include:

- Dos Amigos', U. S. Route One, features Mexican cuisine
- The Hideaway, U. S. Route One, serves home cooked meals
- Northport Diner, U. S. Route One, serves home cooked meals
- Bayside Store, U. S. Route One, is a convenience store with a grill open all day
- Nealey's Store, U.S. Route One, is a convenience store serving sandwiches and pizzas

- Tumbleweeds Restaurant, US Route One, features home cooked barbeque
- Thai Restaurant, U.S. Route One, featuring Thai food

Scouting is available for the young people in Northport. There is a local Girl Scout troop in town but the boys have to travel to Belfast where there is a Boy Scout troop.

Northport residents make use of many of the amenities offered by Belfast for their cultural and social activities.

### ARCHAEOLOGICAL SITES

Northport's prehistoric and historic archaeological resources are not well documented. Four shell middens are known to exist on the shore; however, three have been heavily eroded. The Maine Historic Preservation Commission believes various sites along the shore of Penobscot Bay and Pitcher and Knight's Ponds, and within and near the wetlands between these ponds, have archaeological resource potential. Maps showing these areas will be retained as part of the records of this Plan.

The ultimate aim for municipal planning concerning archeological sites should be the identification and protection of all such significant sites. Resource protection zoning is one way that this can be accomplished. Individual landowners of significant properties may also be approached to obtain permission for nomination of archeological sites on their property to the Nation Register of Historic Places, and additionally to donate preservation easements if they so desire. (National Register listing extends protection of Federal legislation against actions by Federal agencies, while the combination of National Register listing and preservation easement with posting against ground disturbance extends the protection of State Antiquities Legislation to archeological sites.)

The Maine Historic Preservation Commission (MHPC) indicates that the following coastal shoreland areas have prehistoric archeological resource potential: Little River inlet, Browns Head, Temple Heights, Cals Beach, Little Harbor, Wrights Cove, Crows Nest, Pebble Beach, Fire Island, and Spruce Head; as well as the inland shoreland area of Pitcher and Knight Ponds.

### HISTORIC SITES

**Historic Buildings:** Without the proper ordinances in place, the loss or conversion of the remaining buildings is possible. The Bayside Historic District (approximately 300 acres, bounded by the Penobscot Bay, Clinton Avenue, George Street, and Bay View Park) was listed on the National Register of Historic place in 1996. Local ordinances, administered and enforced by the Northport Village Corporation reflect the desire of residents to maintain the historic integrity of buildings within this district. Bayside's residences included the architectural styles of Gothic Revival, Queen Anne, and

Bungalow/Craftsman style homes. Most of these structures are in private ownership, some are year round uses, but many are seasonal.

The Kobe Estate, located on the Bluff Road, is the only individual structure listed on the National Register of Historic Places. It is a colonial revival, designed and built by Marshall and Fox in the early 1900s, and is currently held in private ownership. There are also historic sections in the communities of Temple Heights and Saturday Cove and preservation of these areas should be supported through ordinances. Excluding Bayside, over which the town has not administered zoning, the town has not adopted ordinances specifically to protect our architectural heritage.

## IMPLEMENTATION

The locations of the above referenced archaeological sites are, and will continue to be, protected under Shoreland Zoning and Flood Plain Management Ordinance provisions that have been adopted by the town.

The Shoreland Use Ordinance affirmatively protects archaeological sites (along with the existing subdivision criteria rules that the planning board uses to review proposed subdivisions). In addition, since likely sites are now known as a subset of the entire shoreland zone, the land use plan calls for requiring an archaeological assessment and certification of protection before any significant excavation occurs in the mapped archaeological resource potential areas.

## **EXISTING LAND USE**

### INTRODUCTION

Existing land use is simply the activity for which land is currently being used. Uses include residential (houses), commercial (stores), industrial (small fabrication and assembly operations such as the spiral stair manufacturer and the boat builder), transportation routes (roads), forests, agricultural activities (blueberry fields, pasture, hay land), the various Town properties (Town Office, cemeteries, landfill, public works), institutional (churches, grange, etc.), other governmental properties (experimental forest, Maine Department of Transportation maintenance facility), mining activity (gravel pits), and undeveloped land.

Members of the Northport Comprehensive Planning Committee have conducted "windshield surveys" of the roads in Northport, in order to identify current land uses. Aerial photographs of Northport have not been analyzed, so only those land uses which are visible from the roads have been confirmed by the Committee. The extent of forested land and the area of fields have only been estimated. However, through canvassing of citizens at local meetings, information on off road properties has augmented the windshield surveys. This information has been recorded on the Current Land Use Map

The State Planning Office lists the area of the Town of Northport as 15,801 acres, or 24.69 square miles. The approximate areas of large parcels of land are shown on tax maps of the Town of Northport, while area information on smaller parcels is contained on the file cards maintained by the Assessor. Individual deed descriptions have much more accurate areas indicated on them, at least where there has been a recent survey. However, neither source indicates the extent of use of the land, only the ownership. Therefore, if a farm includes a house, barns, pasture land, hay land, woods, and cultivated land, none of the uses except the buildings would appear on any public record such as a deed or tax map, except where the owner was participating in one of the programs available to reduce taxes on open land, such as the Farm and Open Space Tax Law or the Tree Growth Tax Law. As of May 1990, there were four farms, with a total of 370 acres (2.3% of the town's area), under the Farm and Open Space Tax Law. There was no acreage in Northport under the Tree Growth Tax Law, but an application was pending on one 42 acre site.

Despite the lack of accurate information on areas of various land uses, the general character and extent of land uses has been obtained through windshield surveys. General trends in new or recent development can tell much about the economic climate of Northport, and about where specific types of development are taking place under relatively uncontrolled conditions. These surveys also indicate where problems and conflicts in development may show up in the future. Physical limitations to future development are shown on the Summary of Constraints Map.

## INVENTORY

### **Topography**

Northport's topography has been described in some detail in the Natural Resources Section of the Plan. However, topography has always had an effect on land use. Thus, a brief review is in order here.

Northport's topography can best be described as rugged. The hills northerly of Route 52 have several summits exceeding 600 feet above Mean Sea Level (MSL), with one over 700' above MSL. Summits of three hills between Routes 1 and 52 exceed 700feet in elevation. Steep slopes are found in many places. Mt. Percival, north of Temple Heights, drops from its summit of 504 feet to the west shore of Penobscot Bay in less than one-half mile, an average grade of about 1,000' per mile or almost 19 percent (meaning that the land rises about 19' for every 100' measured horizontally). U. S. Route 1 reaches a height of about 280 feet near Bay Ridge Road before dropping to about 20 feet above Sea Level at the Little River Bridge. Route 52 rises above 320 feet near the Ryan Road, affording an excellent view of Pitcher Pond over 100 feet below. Beech Hill Road crosses the southern slopes of Beech Hill at an elevation of about 520 feet. The southern two-thirds of the Town are more rugged than the northern third, much of which drains to the Little River, which forms part of the boundary with Belfast.

These hills are interspersed with wet, boggy areas, sometimes draining in two directions. The largest of these are Herrick's Bog and the wetlands of Knight's Bog, adjoining Knight's Pond and Pitcher Pond. A number of brooks drop steeply to Penobscot Bay. This information is shown on the Topographic Map.

### **Agriculture**

The combination of steep slopes and poorly drained flatland, often boggy, made Northport quite difficult to farm. Thus, it should not be surprising that relatively little farmland appears to be actively worked, with the exception of blueberry "barrens" where cultivation is largely a matter of keeping down competing vegetation by herbicides and/or burning of fields; no plowing is involved. Some large, unused henhouses remain from the recent days of poultry production for the Belfast market, now gone with the closing of the processing plants. Some cattle and other animals are raised, and a little dairying is done. While accurate figures are not available, probably not more than ten percent of Northport's land area is currently being farmed.

### **Forestry**

The most widespread land use is forest, some of which consists of woods recently grown up from fields, in which young birch and alder are found. In the more mature woodlands, harvesting of both hard and softwood continues. Many long stretches of Route One are lined by unbroken expanses of forests, in remarkable contrast to any part of the road south of Northport. The Maine Department of Inland Fisheries and Wildlife has

documented extensive deeryards in Northport, particularly around the wooded swamps southerly of Beech Hill Road and in Herrick's Bog. About eighty-five percent of Northport's land area appears to be forested. In contrast, the "History of Northport" by Mitchell, published in the May 29, 1908 issue of *The Northport Budget*, a newspaper of that time, said of Northport that, "The area is about twenty-five square miles, about one half of which is covered with timber. The surface is rough and broken by many hills, but there is much good land for farming and about one half of the town is used for that purpose." It is clear that more recent landowners have abandoned farming for forestry and other uses, a trend generally widespread in northern New England.

### **Residential**

There are scattered residences associated with the remaining farms which, with the exception of the few old "saltwater farms" lying between Route One and Ducktrap Harbor in the southern part of town, are all west of Route One. These are found along most of the secondary roads in Northport. Some are obviously old; others have been replaced with mobile homes. Here and there, modern "homesteaders" and suburbanites have carved out their little piece of paradise, often with extensive views from the higher elevations. There are several residential subdivisions, and three mobile home parks. As of April 1990, Hanson's contained 9 mobile homes, Ray's had 7, and Randlette's had 5 (Town Clerk, April 16, 1990). One condominium subdivision, consisting of lots clustered around short cul-de-sacs off of Bluff Road, is currently (June 1991) under development.

Clusters of houses are found around the former steamboat landing of Saturday Cove. Larger groupings are found along the shore of Penobscot Bay at Temple Heights and Bayside (Northport Village Corporation). All were once served by steamboats. In contrast, a thin string of summer cottages is found along the northerly two thirds of Pitcher Pond, reached only by unpaved roads on the Northport side, while Knight's Pond remains essentially undeveloped.

Small dwellings are found along most of Northport's back roads and along Routes 1 and 52. North of the Ducktrap area, the land between Route One and the Bay is occupied by a few large, seasonal mansions, extending north of Saturday Cove. A few larger houses are also found outside of the village area of Bayside, in sharp contrast to the very modest, closely spaced Victorian summer cottages that give the village its charm and character. A few modern houses are found along Route One, some visible and some screened from the highway by the forests. Two subdivisions and two mobile home parks are located on Route One, but most of the frontage has only scattered dwellings. In terms of residential development, Northport could be said to be in a "pre-suburban" phase, where only a few modern houses located to take advantage of views or access to commuting routes have been located among the old, scattered farm dwellings associated with working the land. Similarly, the old summer colonies and estates have not seen major intrusions of year-round homes occupied by those who, for the most part, either work outside the town or are retired. Further residential development is likely to determine how the town changes in the future.

### **Commercial and Industrial Uses**

Other than a spiral staircase manufacturer on Route One and a boatbuilding shop on Shore Road south of Bayside Village, there is virtually no manufacturing in Northport at a scale larger than the one or two person shop. Commercial activity, including restaurants, a dance and auction hall, filling stations, a foreign car restoration and sales lot, a shoe repair shop, a printing shop, motels, bed and breakfast, antique shops, a gift shop and art gallery, a camp ground, a greenhouse, a boat sales business and recently constructed boat storage facility is scattered along Route One. Most of these businesses are located from the vicinity of Saturday Cove northerly to the Belfast city line. There are no shopping centers or dense clusters of stores, although a new filling station and mini-mall opened in May 1991. Northport has no "downtown".

### **Institutional Uses**

There is an active Grange on Route One north of Bayside and a church in Saturday Cove. The Veterans of Foreign Wars have a hall on Route One and there is a Masonic Lodge in Saturday Cove. Public meeting places include the Community Hall in Bayside. There are a Spiritualist Campmeeting Lodge and Nikawa Lodge in Temple Heights. The Blue Goose, while a commercial establishment, also functions as a regional social center with its frequent dances, auctions and other public events. The Northport Golf Course also hosts public activities.

### **Governmental Uses**

The Northport Town Office, fire station and a town owned cemetery are grouped just off Route One on Beech Hill Road near Saturday Cove. The Edna A. Drinkwater School is located on Bayside Road. The town landfill is located on the Nebraska Road, at the site of an abandoned Maine Department of Transportation disposal area and gravel pit. A Maine DOT maintenance base is located on Route One south of Bayside. A small State maintained picnic area is nearby. In 1989, the Town purchased land to provide access to tidewater at Saturday Cove. It is not yet developed. A formerly public access to Little River Cove from Route One has been disputed by nearby landowners. The Town also has an unimproved access to the mudflats at Browns Cove via the extension of Old Atlantic Highway across Bayside Road. A cobbled beach is located behind the school with access via a path from the school parking lot. The Durham State Forest, income from which goes to scholarships to students at the University of Maine: College of Forest Resources, is located on both sides of Rocky Road, and both the Town and the Nature Conservancy have open space preserves with frontage on Knight's Pond.

### **Mining**

Northport's only "mining" consists of gravel pits. These are found at many locations, but most are small in scale and most are currently inactive. Reportedly, small brickyards were located at points on the shore, including Saturday Cove, but these have long since ceased to exist.

## **Transportation**

Northport's history included direct connections to Bangor and Boston by steamboats, while local public transportation included stages to Camden and Belfast, both of which were served by steamboats and either railroads or trolley lines. Since World War II, Northport's transportation has been wholly highway-oriented, with minimal public transportation by buses, both commercial (Greyhound, now discontinued) and non-profit (Waldo County Committee for Social Action). As a result, most postwar land use decisions have, quite logically, been made with highway access in mind. To date, Northport has been well served by Routes 1 and 52, which have been gradually upgraded by the Maine Department of Transportation. Highways have permitted commuting by automobile to jobs in Belfast, Rockland, Augusta and Bangor. While seasonal tourist traffic increases in summer, Northport has not experienced the traffic delays of more southerly towns such as Camden, Wiscasset and Bath. Northport has retained, even on its one arterial highway, Route One, the image and traffic conditions of years fondly remembered by those from southern New England. Thus, Route One, whatever its faults according to modern design and safety standards, has become part of the image which makes Northport attractive to tourists.

All this could change if a bypass around Camden were reconsidered.

## **PLANNING IMPLICATIONS**

Northport has already been touched, at least in a small way, by the tide of condominium development that, until very recently, seemed to be advancing steadily northward from Rockport. A major condominium development is near the Ducktrap River in Lincolnville. To the north, Belfast is gradually shedding its working city image for a more tourist-oriented and higher income residential flavor. None of these trends is necessarily "bad", but they may change Northport in ways its present residents would not like. Because there is so much undeveloped land, the town could accommodate a great deal of residential and commercial growth, and industrial activity if various utility needs could be met economically.

There would seem to be great advantages in grouping various uses closely, as occurred in the past in Saturday Cove, Temple Heights and Bayside. This could apply to future residential as well as commercial/industrial development. Aside from the obvious economies of shorter utility lines, etc., the commercial advantages of comparison shopping, having stores and social activities closer to houses, could be increasingly beneficial if and when travel becomes more expensive. If centers of development are grouped along or near existing roads, public transportation (other than school buses) could conveniently serve these activities. Emergency services could also be more readily provided.

However, the most worthwhile aspect of grouping future development would be that much of Northport's present character, its beautiful forested hills and long views, its occasional vistas of Penobscot Bay, could remain largely as they are now, to be enjoyed

by residents and visitors alike. Few towns have such an opportunity to direct their future.

The Camden bypass, if constructed, would inevitably create major changes in Northport, particularly in the area of Route 52, which in 1983 carried about 670 vehicles per day, on average. Route One, in contrast, may become more of a local connector, serving local businesses which could be expected to locate along its length to compete for traffic which wants to be there, instead of traffic that, once it turns off I-95 at Brunswick, has little choice of alternate routes between Bath and Belfast, or other destinations such as Bar Harbor. However, recent Maine Department of Transportation (MDOT) studies have shown that, of the vehicles crossing the Carlton Bridge in Bath, only about 15% are destined for points in Belfast and beyond. If the bypass is reactivated by the MDOT, the Town's choices regarding the bypass should be made realizing that no change since the coming of the steamboats is likely to have such a long-lasting effect on the land use of the town. Significant change is likely to result.

#### POLICIES, RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES

Under the Comprehensive Planning and Land Use Regulation Act (Title 30-A, MRSA, Sec. 4311), all municipalities are required to designate at least two geographic areas - growth and rural areas - and develop specific implementation strategies for guiding growth in these areas. The Act defines growth areas to be those areas within a municipality that are suitable for orderly residential, commercial and industrial development for the next ten years. Rural areas are provided for agricultural, forest, permanent open space and scenic lands.

Growth areas are to be those which can most easily and efficiently served by public services, which have soils and topography suitable for more dense development, and which have existing transportation. Included in growth areas can be transitional areas to accommodate growth anticipated to occur more than ten years in the future.

Rural areas should include land appropriate for or currently used for resource based activities such as agriculture, forestry and mining. They should also include scenic and conservation areas, the latter intended for preservation. Limited residential development compatible with the above uses can be included in rural areas, but they should not be thought of as being areas to accommodate eventual growth and intense development.

Areas of Northport proposed for Growth and Rural are shown on the Proposed Land Use Map.

In order to preserve historic and archaeological resources from development that could threaten those resources, the town has developed the following policies and implementation strategies:

Historic awareness of historic structures and artifacts should be promoted, especially in the Historic District, including the consideration of listing of additional sites on the National Register of Historic Places for Northport (Historical Society) Ongoing.

Areas and artifacts of historical and archaeological significance, especially in the shoreland zone, should be professionally surveyed and documented, and historical and archaeological sites and artifacts should be monitored to ensure their protection and preservation (Select Board) Long term.

The planning board should require the developer to provide evidence that the proposed development will not negatively impact known or possible archeological sites (Planning Board) Ongoing.

The planning board should require that the development plans include a plan showing the preservation of known or suspected historic or naturally significant areas. (Planning Board) Ongoing.

The Northport Village Corporation, in conjunction with the historical society should develop an Historic Preservation Ordinance to protect the historic district, as needed, beyond the current land use ordinance (Northport Village Corporation, Historical Society) Immediate.

## POPULATION

### BACKGROUND

Northport was first settled by immigrants from Europe in the 1760's, before the Revolutionary War and, on February 15, 1796, was incorporated as the 106th town in Maine, then a part of the Commonwealth of Massachusetts. It was originally the northern portion of Ducktrap Plantation.

Aside from the water power available at the Ducktrap River, now within the Town of Lincolnville, there was limited opportunity for industrial development in Northport. However, like many coastal Maine towns, Northport had its shipbuilders, active from about 1825 to 1840. Two saw mills, a cooperage, carriage factories and a cheese factory provided a variety of employment. Most inhabitants made their living by farming, fishing and forestry, with most goods for export moving by coastal sailing vessels and steamboats. Small villages were established along the western shore of Penobscot Bay at Saturday Cove (Northport Post Office), Temple Heights, and East Northport (Bayside Post Office, after 1907). The population grew rapidly until 1820, reaching 939.

While most inhabitants were year-round residents who worked the land they lived on, Northport's natural beauty attracted summer residents by the mid 19th century. In 1849, East Northport, now known as Bayside, became the site of the Methodist Campmeeting, a tenting ground and location of summer religious services. Following the Civil War, permanent summer cottages were erected, beginning in 1869. The 1870's saw rapid development of summer cottages at Bayside, along with an improved wharf, an auditorium, hotels, and stores. The Wesleyan Grove Campmeeting Association was incorporated on February 19, 1873. Development continued through the 1890's, with primary access to the village provided by steamboats serving the wharf. Following a period of increasing conflict between the interests of the Town and those of the summer residents, the Maine Legislature granted a charter for the Northport Village Corporation, which included the former Wesleyan Grove Campmeeting Association, on March 29, 1915 (Bayside [NVC] Comprehensive Plan, July 1989, 26-28). The Northport Village Corporation achieved self government otherwise denied the summer residents who were voters elsewhere. It also served to make the separation between residents and summer residents both a legal and social matter. Bayside - one of very few incorporated villages in Maine - continues to be the largest concentration of summer cottages in Northport, followed by the much smaller summer colony at Temple Heights.

Northport's long-term population trends are shown below in Table 1.

**Table 1: Northport's Population**

YEAR	POPULATION	% CHANGE
1800	482	-
1810	780	61.8%
1820	939	24.2%
1830	1083	15.3%
1840	1207	11.4%
1850	1260	4.4%
1860	1178	-6.5%
1870	902	-23.4%
1880	872	-3.3%
1890	691	-20.7%
1900	545	-21.2%
1910	518	-4.9%
1920	466	-10.0%
1930	413	-11.3%
1940	485	17.4%
1950	574	18.3%
1960	648	12.9%
1970	744	14.8%
1980	958	28.7%
1990	1201	25.8%
2000	1331	10.8%

Source: Census

The population peaked in 1850, at 1,260 persons, having grown slowly since 1820. Like most New England farmers, those in Northport undoubtedly followed the mixed farming-lumbering cycle of yearly activity which, while spreading the economic risks among various crops and other activities, ultimately proved unable to compete effectively with the more specialized farming typical of the Midwest, which rapidly became competitive following the opening of the Erie Canal in 1825. A combination of increased farm mechanization and increased factory production in major urban centers reduced the labor needed on farms and accelerated migration to cities. The decline of farming and other resource-based activities is clearly shown in the Economy section of the Plan; in 1979, only 1.6% of Northport's workers were employed in agriculture, forestry, fisheries and mining.

In turn, the industrialization of manufacturing tended to reduce the economic value of locally produced goods, causing a decrease in the numbers of local craftsmen able to continue at their trades. Lacking any major natural resources and denied direct access to railroads, which were becoming the major means of transporting goods and people, Northport never developed any manufacturing to replace the shipbuilding which had, briefly, taken advantage of shore locations with ample nearby timber.

The decline which started in 1860 continued, uninterrupted, reaching a low point of 413 in 1930, at the start of the Great Depression. It is likely that the population increased during the 1930's as people who lost jobs in other areas, including southern New England, returned to try to ride out the Depression in a more rural setting where they could survive with less income. By 1940, population had rebounded to 485, slightly more than the 1920 level of 466.

**GENERAL POPULATION CHARACTERISTICS**

In common with much of coastal Maine, Northport experienced relatively rapid growth in the 1970's and 1980's. The 1970 population of 744 increased by 214 (28.8%) to 958 in 1980, increasing by 243 (25.4%) to 1,201 in 1990. The general population characteristics are shown in Table 2.

**Table 2: Summary of General Population Characteristics for Northport**

YEAR	TOTAL POPULATION	PERCENT FEMALE	MEDIAN AGE	HOUSEHOLDS	PERSONS PER HOUSEHOLD	FAMILIES	PERSONS PER FAMILY
1970	744	49.2	29.5	234	3.18	189	3.70
1980	958	49.1	32.0	356	2.68	252	3.38
1990	1,201	50.7	38.8	502	2.39	339	NA
2000	1,331	51.3	43.4	566	2.35	396	2.83

Note: "Family" excludes single person households.

Source: U. S. Census

Northport's 1980 population characteristics were not markedly different from either Waldo County's or the State of Maine's. However, the median age was slightly older than that of the County or the State. This is probably indicative of more in-migration into Northport of retirees than in other inland towns in Waldo County. As might be expected with an older population, both household size and family size are somewhat smaller than for the County and the State. The number of single-person households in Northport increased from 45 in 1970 to 106 in 1980. Both household and family size declined since 1970, in line with national trends.

The age distribution of Northport's population is shown in Table 3, below.

**Table 3: Northport Population by Age Groups, 1970 - 2000**

YEAR	UNDER 5	5-17	18-44	45-64	65+	TOTAL
1970	50 (6.7%)	213 (28.7%)	247 (33.2%)	146 (19.6%)	88 (11.8%)	744
1980	84	182	369	220	103	958
1990	69	186	472	278	196	1,201
2000	71 (5.3%)	221 (16.6%)	418 (31.4%)	419 (31.5%)	202 (15.2%)	1,331

Source: Census

Despite total population growth in Northport, the school age population has been relatively stable. This is shown in Table 4a.

**Table 4a: Students Educated at Public Expense**

YEAR	ELEMENTARY SPECIAL P-K, KINDERGARTEN	GRADES 1-8	TOTAL ELEMENTARY	GRADES 9-12	TOTAL SECONDARY	GRAND TOTAL
1980	17	99	116	55	57	173
1981	12	102	114	50	52	166
1982	18	94	112	46	46	158
1983	10	108	118	45	45	163
1984	15	104	119	38	38	157
1985	21	94	115	37	37	152
1986	25	108	133	26	26	159
1987	28	105	133	29	30	163
1988	15	97	112	26	26	139
1989	20	--	145	37	37	182
1990	15	129	144	47	47	168
1991	46	120	166	48	48	214
1992	20	123	143	57	57	200
1993	10	112	121	60	60	181
1994	16	117	133	50	50	183
1995	13	103	116	50	50	166
1996	16	117	119	57	57	176
1997	15	110	125	55	55	180
April 1998	15	105	119	55	55	174
Totals	347	1,947	2,403	868	873	3,254
Average	18.26	108.17	126.47	45.68	45.95	171.26

Sources: Me. Dept. of Education and Cultural Services, April 1 Census of Students Educated at Public Expense and MSAD 34 Annual Report

**Table 4b: Cost of Education for MSAD 34 (1990/91 to 1998/99)**

YEAR	TOTAL BUDGET	TAX INCREASE (%)
1990/91	\$10,299,687	+7.76%
1991/92	\$10,079,824	-2.18%
1992/93	\$10,137,393 (x)	+0.47%
1993/94	\$10,439,411	+2.97%
1994/95	\$10,918,842	+16.76%
1995/96	\$11,263,488	+4.47%
1996/97	\$11,658,803	+10.32%
1997/98	\$12,355,180 (cx)	+7.92%
1998/99	\$13,179,964	+12.74%

Source: MSAD 34 Annual Budget Report

**Assessments: Local Taxes for the Town of Northport**

YEAR	TAXES	% FOR MSAD	INCREASE
1990/91	\$867,987	20.75%	--
1991/92	\$865,622	21.76%	-\$2,365
1992/93	\$867,278	21.77%	\$1,656
1993/94	\$889,917	21.89%	\$22,639
1994/95	\$950,461	20.02%	\$60,544
1995/96	\$985,515	19.90%	\$35,054
1996/97	\$1,071,190	19.60%	\$85,675
1997/98	\$1,161,760	19.19%	\$90,570
1998/99	\$1,281,192	19.19%	\$119,432

Source: MSAD 34 Annual Budget Report

**SEASONAL POPULATION**

Bayside, Temple Heights, Saturday Cove, Pitcher Pond and other concentrations of summer homes within Northport indicate the importance of the Town's seasonal population. Because the decennial census is taken on April 1st, no summer season residents are, theoretically, counted. Therefore, estimates of seasonal population have to be derived from other than an actual count of summer residents who are counted at their place of permanent residence.

The number of seasonal residents can be estimated from the number of seasonal dwellings. In 1980, 47.1% of all dwellings in Northport were seasonal; 352 out of a total of 747. By 1987, based on a ratio of seasonal to year-round housing constructed in the 1970-1980 decade, an estimated 43.9% of the total housing stock was seasonal; 363 out of a total of 827. In 1980, the number of permanent residents counted was 958. These people occupied 358 dwelling units, for an average of 2.67 persons/dwelling unit. The 1987 projected year-round population of 1,056 would imply, at the same number of persons/dwelling unit, 395 occupied year-round dwelling units.

A 1984 study by the Arthur D. Little organization, prepared for the Maine Department of Human Services, concluded that each seasonal dwelling unit held an average of 3.5 persons. Therefore, if all the seasonal dwellings are occupied at this number of persons/dwelling unit, Northport's 1980 seasonal population could be  $352 \times 3.5 = 1,232$ . This would imply a 1980 summer season population of 958 (year-round) + 1,232 (seasonal) = 2,190. Similarly, for 1987, the projected 363 seasonal dwellings could accommodate  $363 \times 3.5 = 1,270$ . Therefore, the projected 1987 summer population would be 1,056 (year-round) + 1,270 (seasonal) = 2,326. In 1988, the Northport Village Corporation Comprehensive Plan counted 580 seasonal residents in Bayside, or 45.6% of the projected total seasonal residents for 1987 calculated above. It is apparent that Bayside accounts for nearly one-half of Northport's seasonal population. It is certainly the most densely developed area of summer residences.

From the above actual figures, projections and calculations, it can be seen that seasonal population is an important part of Northport's population. While the percentage of seasonal residents in the total summer population may have declined somewhat since the 56.3% estimated in 1980, to a projected 54.6% in 1987, the numbers of seasonal residents have continued to grow, but at a slower rate than the year-round residents. This trend is likely to continue as few dwellings designed only for summer use have been constructed during the 1980's.

**ECONOMIC CHARACTERISTICS**

In 1999, year-round Northport residents had a level of income above that of Waldo County, but below the State per capita and median household and family incomes. See the Economy Chapter for more detailed income statistics for Northport and the region.

**Table 5: Summary of Social and Economic Characteristics for Northport**

YEAR	PER CAPITA INCOME	MEDIAN HOUSEHOLD INCOME	MEDIAN FAMILY INCOME	BELOW POVERTY LINE
1979	\$5,705	\$13,005	\$14,611	17.7%
1989	\$15,512	\$23,798	\$26,364	13.7%
1999	\$21,438	\$39,435	\$45,000	11.5%

Source: Census

**1988 PUBLIC OPINION SURVEY**

Of those responding to the 1988 Opinion Survey, 21.1% of year-round residents and 31.7% of seasonal residents indicated that they intended to retire in Northport after five years. For those retiring within five years, the comparable figures were 15.3% and 12.4%. Taken together, about 33% of year-round residents and 44% of seasonal residents intend to retire in Northport. This trend, if it occurs, will increase the populations in the 45-64 and 65+ age groups and create additional demand for services to meet their needs and desires. While this may offset possible declines in manufacturing employment, the

traditionally lower wages of service industries seem likely to reduce the relative levels of local wages, while local entrepreneurs, self-employed craftspersons and professionals may continue to do well.

## PLANNING IMPLICATIONS

Population in any town responds to forces within and outside its borders. This is shown by Northport's historic population, which has responded to events such as the Civil War, the opening of the American West to settlement, the Great Depression of the 1930's, and the economic boom times of New England's economy in the 1980's. Smaller family size, later marriage and fewer children per family, increased divorce - with its increase in numbers of persons living alone and in female-headed households, and the gradually increasing average life span may all affect Northport's future population. Based on the opinion survey, retirement of workers, usually from urban areas who want to retire in rural America, is likely to affect Northport's future. Depending upon their conditions of retirement and the incomes they maintain in their retirement, the level of services required and the wages paid for those services may be different from the recent past experience. If a higher proportion of current seasonal residents retire in Northport, it may cause a shift in the social fabric of the town, in housing stock, and in employment.

## POPULATION PROJECTION

Since 1950, Northport's population has increased on an average of 2.64 percent per year (non-compounded). If that trend continues, our population would total 1,682 by 2010 (1,752 by 2012). Using linear regression the total is projected at 1,475 in 2010, 1,507 by 2012. The State estimates our population in 2010 will be 1,451 and 1,470 in 2012. Since 1990, the population has increased 1.08 percent per year (non-compounded). This rate is slower than seen over the past fifty years. Given the significant increases in employment opportunities regionally, as well as an influx of retired persons to our area, and seasonal conversions of housing to year-round use, the town believes that growth approaching and perhaps surpassing long time averages is likely.

## STATE GOALS

The Guidelines for Maine's Growth Management Program do not contain any goals for population. However, the Comprehensive Planning and Land Use Regulation Act of 1988 (Title 30-A, MRSA, Section 4311) requires that each municipality shall designate at least two geographic areas - growth and rural areas - and develop specific implementation strategies for guiding growth in these areas. The Guidelines further state, on page 44, "Rural areas are not intended to be areas set aside for future growth." Thus, for some portion of each community, some land is to be set aside for rural, open space uses important to the preservation of natural resources. The apparent intent of the legislation, without mentioning control of population by name, is to limit population growth at some level which will permit the indefinite continuation of Maine's scenic, cultural, recreational and resource-based heritage.

This section of the Northport Comprehensive Plan does not contain any policies or recommendations regarding population guidelines, nor does it contain an estimate of Northport's ultimate population. However, the effect of policies included in other sections of the Plan will be to encourage development in areas best suited for development, while directing development away from areas which cannot sustain it without unwarranted levels of expense and/or environmental degradation.

# HOUSING

## INTRODUCTION

Housing, especially in a residential town like Northport, is usually the dominant architectural element on the landscape. It stands as a continuing reminder of times past, reflecting the settlement patterns and eras of development. Most important, housing provides shelter and represents the dwelling place of Northport's residents, whether owners, renters, year-round or summer. As housing prices have increased faster than incomes, a phenomenon not restricted to Mid-Coast Maine, but aggravated by the attractiveness of Maine's coast and the often greater financial resources available to those earning their incomes out of state, affordability of housing has become an increasing concern. This section of the plan will examine housing and recommend policies to meet the anticipated housing needs of future residents of Northport.

### **Housing Units**

The numbers of year-round and seasonal housing units are important to consider in the planning process. Table 1a shows total housing units for Northport from 1980 through 2000. Table 1b shows the total housing unit for Waldo County during the same period. The number of year round houses continues to increase in both the town and the county. This is a reflection of an increasing population and a decreasing household size. Northport had a considerably higher rate of year round housing unit growth than did Waldo County between 1980 and 1990. Between 1990 and 2000, Northport's year round housing stock continued to grow at a high rate, but its growth rate was slower than that of Waldo County.

As recently as 1980, the number of year round housing units and the number of seasonal housing units were similar. In the last two decades the percentage of year-round households has significantly increased. The number of seasonal houses in the Northport is decreasing, the most likely cause is conversions (i.e., winterization) changing the primary use of the structures to year round residents. These housing changes may reflect the increase of retirees and working adults moving to Northport. A decrease in seasonal homes also may reflect the increase in housing value and an increase in the amount of taxes owed due to the increased valuation, even if the mill rate stays low. This trend is contrary to the rest of Waldo County where the number of seasonal homes continues to increase, though at a much lower rate than the increase in year round structures.

**Table 1a: Summary of General Housing Characteristics of Northport**

HOUSING UNITS	1980	1990	2000	CHANGE 1980-1990	CHANGE 1990-2000
Year Round	395 (52.9%)	550 (61.9%)	614 (65.1%)	39.2%	11.6%
Seasonal	352 (47.1%)	339 (38.1%)	329 (34.9%)	-3.7%	-2.9%
Total	747	889	943	19.0%	6.1%

Source: Census

**Table 1b: Summary of General Housing Characteristics of Waldo County**

HOUSING UNITS	1980	1990	2000	CHANGE 1980-1990	CHANGE 1990-2000
Year Round	11,020 (81.8%)	13,462 (83.2%)	15,835 (83.8%)	22.2%	17.6%
Seasonal	2,444 (18.2%)	2,719 (16.8%)	3,069 (16.2%)	11.3%	12.9%
Total	13,464	16,181	18,904	20.2%	16.8%

Source: Census

Due to changes in the housing market and the gradual aging of the Northport population, there were fewer seasonal units constructed during the 1981-1987 period than during the 1970-1980 period. Town records show one seasonal guest house constructed in 1987 and no seasonal housing (summer cottages) constructed in 1988-90. Information on types of housing constructed in Northport is shown in Table 2a.

**Table 2a: Housing Types Constructed in Northport, 1981-1990**

YEAR	TOTAL NET UNITS	SINGLE FAMILY HOMES	MOBILE HOMES	TWO-FAMILY HOMES	CONVERSION TO MULTI-FAMILY HOMES	FIRE LOSSES
1981	9	3	4		4	2
1982	14	9	5			
1983	9	5	5			1
1984	16	13	3			
1985	8	5	4			1
1986	10	7	4			1
1987	17	11	7			1
1988	31	24	7			
1989	10	8	2			
1990	8	2	6			
Total	132	87	47	0	4	6

Sources: Maine Bureau of Taxation, Net New Units Data, 1981-86, Northport Assessors Records, 1987-90.

Of 132 homes constructed between 1981 and 1990, including those resulting from the conversion of one single family home to four apartments, 128 (97.0%) were single family homes; and 4 (3.0%) were multi family homes. Of the 128 single family homes, 87 (67.9%) were conventional houses; 41 (32.1%) were mobile homes. Of the six dwellings lost to fire, five (83.3%) were conventional homes and one (16.7%) was a mobile home. During the 1981-1990 period there were no new multi unit dwellings constructed.

**Table 2b: New Housing Permits**

YEAR	TOTAL	STICK BUILT	MODULAR	MOBILE HOME
1991	8	3	2	3
1992	11	7	0	4
1993	7	0	0	7
1994	15	10	1	4
1995	13	7	3	3
1996	14	12	0	2
1997	N/A	N/A	N/A	N/A
1998	13	6	3	4
1999	19	12	5	2
2000	28	17	1	10
<b>Total</b>	<b>128</b>	<b>74</b>	<b>15</b>	<b>39</b>

Source: Town of Northport

Building permit records for the past ten year period show the distribution of housing types for new construction. Affordable housing in the form of mobile homes has constituted 30 percent of total housing permits issued since 1991. This is well above the State of Maine Growth Management Act requirement that every municipality "...shall seek to achieve a level of 10 percent of new residential development, based on a five-year historical average of residential development in the municipality, meeting the definition of affordable housing." Given the increasing demand for housing in our region, increasing sale prices, valuations and tax assessments, it is of prime concern for the town to ensure that future land use ordinances do not make housing less affordable.

**Table 3: Structure Type**

STRUCTURE TYPE	1990 CENSUS	PERMITS 1991-2000	2000
Single family	765 (85.7%)	89 (69.5%)	854 (83.6%)
Two to four family	21 (2.4%)	0	21 (2.1%)
four or more family	5 (0.7%)	0	5 (0.5%)
Mobile Home	100 (11.2%)	39 (30.5%)	139 (13.6%)
Total	893	128	1021*

\* number of units are 1990 Census data plus permits not 2000 Census data

Table 3 shows the housing stock by type of structure from the 1990 Census, town permit records from 1991 to 2000, and the housing stock in 2000 that was derived from the addition of these two data sources. The table shows that Northport’s housing stock consists of primarily single family homes. More than 95 percent of the housing stock is single family homes. There is a difference between the number of units existing in the year 2000 according to the 2000 Census and from local permit information. One of the most noticeable changes between 1990 and 2000 is the significant increase in the number of mobile homes in Northport. As the value of land increases disproportionate to income, property owners must build smaller, less expensive houses on their land.

**Housing Projections**

Census data from 1980 to 2000 indicate that the number of housing units town wide increased 1.31 percent per year (non-compounded), see Table 1a. If this trend continues, housing units would total 1,067 in 2010 (1,091 in 2012). Using linear regression, the total would be 1,056 in 2010 (1,075 in 2012). Building permit records for the past ten year period show the distribution of housing types for new construction, see Table 2b. It is believed that a similar distribution of housing types will be seen over the next ten years, with conversions of seasonal housing to year round use continuing, and construction of primarily year round housing.

Using the highest projections, discussed above, it is anticipated that up to 113 new housing units will be needed by the year 2010 (up to 148 in 2012) and it is estimated that the proposed growth areas are of sufficient size to accommodate this future growth (see the Future Land Use Chapter).

**House Size**

Size of houses is also important, particularly as it relates to size of households or families. Sizes of houses are shown in the following table.

**Table 4: Northport  
Unit Size, Occupied Year-Round Housing Units, 1980**

ROOMS	NUMBER	PERCENT
One	107	8.3
Two	351	39.3
Three	276	30.9
Four	104	11.6
Five	55	6.2
Six	65	18.2
Seven +	88	24.6
Total	893	100.0

Source: U. S. Census, Table A 19, 1980.

In 1980, almost one quarter of Northport's houses had seven or more rooms. The median size house had 5.7 rooms. Eighty-eight percent of the houses had four or more rooms.

## Home Occupancy

The ratio of home ownership to rental units is a good indicator of housing quality, community stability, and often economic stability and is often used to assess the overall standard of living in an area. One way to trace home ownership changes over time is to compare owners and renters as proportions of total occupied housing, as illustrated in Table 5. The proportion of year round renter increased slightly between 1990 and 2000 from 14.7 percent to 16.8 percent. Northport still maintains a very high owner occupancy rate.

**Table 5: Tenure of Occupied Housing in Northport**

YEAR	NUMBER OF UNITS	OWNER OCCUPIED	PERCENT	RENTER OCCUPIED	PERCENT
1980	358	303	84.6%	55	15.4%
1990	502	428	85.3%	74	14.7%
2000	566	471	83.2%	95	16.8%

Source: Census

According to the 2000 Census, 5.1 percent of Northport's housing units were vacant in 2000. The vacancy rate in Northport is lower than Waldo County's vacancy rate (5.9 percent) and higher than the State of Maine's vacancy rate (4.9 percent). The vacancy rate in Northport may be imprecise; it is often difficult to determine whether a structure is a seasonal residence or vacant, particularly during the winter and spring in Maine.

The vacancy rate is of concern to a community if it is too high or too low. High vacancy rates may lead to abandonment or non-profitable housing markets, while low vacancy rates lead to competition for housing and inflated prices. A housing vacancy rate between 3 and 7 percent is generally considered healthy, allowing for the transition of families and availability of housing stock for new residents.

## Age of Housing Stock

Maine's housing stock reflects the state's history and the uniqueness of its culture and independent character of its people. Maine has the highest proportion (35 percent) of the housing stock that was built prior to 1940 of any other state. According to the 1990 Census Thirty-one percent (36 percent) of Waldo County's stock dates prior to 1940, compared to forty-five percent (45 percent), or 429 units, for Northport. Many of these structures built prior to 1940 are in need of rehabilitation and are occupied by Low and Moderate Income (LMI) residents or are seasonal summer homes. Both the Town of Northport and Waldo County have experienced significant housing growth in the past three decades, from 1970 to 2000.

**Table 7: Year Structure Built**

YEAR BUILT	NORTHPORT		WALDO COUNTY	
	UNITS	PERCENT	UNITS	PERCENT
1990-2000	128	13.6%	N/A	N/A
1980-1989	170	18.0%	3,584	22.1%
1970-1979	147	15.6%	3,628	22.4%
1960-1969	77	8.1%	1,537	9.5%
1950-1959	30	3.2%	1,043	6.4%
1940-1949	40	4.2%	569	3.5%
Prior to 1939	429	45.5%	5,820	36.0%
Total	943	100.0%	16,181	100.0%

Source: Census

Houses built prior to the 1940s are more likely to be in substandard condition: in great need of insulation, maintenance, and repair. Old homes are more likely to be deteriorating, therefore lost to the market, or in need of extensive rehabilitation before being marketable. Aging houses, not properly cared for, can impact the quality of the housing stock. Moreover, they threaten the health and safety of residents. It is important for Northport to be aware of existing rehabilitation funds and for renters to be aware of their rights to demand a certain level of maintenance by their landlords. It is worth noting that Northport also has a number of homes, particularly along the coast and in Bayside that are being rehabilitated as high end housing.

Given the age of much of our housing stock, and the dense concentration of such housing in our traditional and historic neighborhoods, the town has placed in the proposed capital improvement plan, a project proposal to raise monies through federal grants and bonds for fire standpipes and hydrants for fire safety.

**Housing Affordability**

Many factors contribute to the challenge of finding affordable housing. Major forces include: population dynamics, especially internal migration to job growth areas; the emergence of the "baby boom" generation; older residents living longer healthier lives at home; more single parent households; and generally smaller household sizes than in previous years.

Affordable housing is often viewed as just a problem for the poor and the unemployed. The reality, particularly in our region is starkly different. The price of housing in the Midcoast is quickly out pacing many residents’ incomes. Those who rent their homes may soon find themselves not able to afford their rent or not able to purchase a house in their hometown or in nearby communities. Those who own homes may find themselves unable to afford to continue to live in their house. A lack of affordable housing has impacted many Mainers; including: older citizens facing increasing maintenance and property taxes; young couples unable to afford their own home; single parents trying to

provide a decent home; low income workers seeking an affordable place to live within commuting distance; and grown children seeking housing independent of their parents.

Subsidized rental housing development and renter assistance programs help to make housing more affordable for renters. According to the Maine State Housing Authority there is one (1) subsidized housing unit in the Town of Northport. There are very few opportunities available to assist low-income homeowners to retain their home as they face higher taxes and/or utility costs or to help them maintain their house as a safe place to live.

Data from 2001 show a severe affordable housing crisis for the Belfast Area Housing Market and Waldo County. Table 8 shows the median income and how much a person making that wage could afford to spend on house for the Belfast Area Housing Market, Waldo County and Maine. The table also shows the median house price for these areas, the income needed to afford the median house, and an index describing the affordability of housing in each geographic area. The Housing Affordability Index is interpreted in the following way: a score of 1.00 means that a resident of the geographic area making the median wage could buy a house at the median price. If the index is greater than 1 a person making the median wage could buy a house that is more than the median house price, a “good deal”. If the index is less than 1 a person making the median wage cannot afford to buy a house at the median price. According to the Maine State Housing Authority, Belfast has the lowest Housing Affordability Index number in the State of Maine. Table 8 clearly demonstrates the affordable housing issue in the Belfast Area and Waldo County.

**Table 8: 2001 Affordability Index**

LOCATION	MEDIAN INCOME	AFFORDABLE	MEDIAN HOUSE	INCOME NEEDED	INDEX
Belfast Area	\$29,501	\$82,764	\$129,500	\$46,160	0.64
Waldo County	\$31,541	\$88,744	\$112,000	\$39,806	0.79
Maine	\$38,882	\$111,930	\$118,000	\$40,990	0.95

Source: 2001 Claritas and Statewide Multiple Listing Service (MREIS)

The median earnings income for Northport in 1990 was \$23,900 per year. In 2000 the median earnings income increased to \$28,688 per year and increased again in 2001 to \$32,667 (Claritas). It is clear that the income of Northport residents is increasing at a healthy rate, but it is not enough to keep up with the cost of housing. In 2001, a family making the median earnings income could afford a house costing \$91,467. The average house in Northport cost \$291,973. It should be noted that the average house cost is often distorted by the sale of high end homes. However the change in the average cost of homes in Northport between 1997 and 2001 shows a significant increase of over 286 percent in 5 years. In comparison, the median income has increase by a mere 36 percent over 11 years.

The affordable housing picture is even more severe for those who make less than the median income as demonstrated in Table 9, which shows that 182 households in

Northport are determined to have a “Very Low” income. Very low-income households are households with annual income less than or equal to 50 percent of the applicable county median annual family income. Based on income, these families would not be able to afford to purchase most housing in Northport today. Another 47 families located in town are determined to have “Low” income. Low-income households are households with annual incomes more than 50 percent, but less than or equal to 80 percent, of the applicable county median annual family income. Moderate-income households are households with annual incomes more than 80 percent, but less than or equal to 150 percent, of the applicable county median annual family income.

**Table 9: Northport Housing Affordability – 2000**

	VERY LOW	LOW	MODERATE	MEDIAN INCOME
Annual Income	<\$16,334	\$16,335 to \$26,134	\$26,135 to \$49,001	\$32,667
Number of Households	182	47	283	-
Percentage of Total Households	30.60%	7.90%	47.60%	-
Affordable Selling Price	<\$45,735	\$45,736 to \$73,175	\$73,176 to \$137,202	\$91,467
Affordable Rent	<\$408/mo.	\$408 to \$653/mo.	\$653 to \$1225/mo.	\$816/mo.

Source: Claritas

The affordability of housing units is of critical importance for any municipality. High housing costs are burdensome to individuals, to governments, and the economy of the town and region. Excessively high housing costs will force LMI residents to move even farther from their place of work, thus increasing traffic, impacting the size of the local labor force, and impacting the social and economic diversity of the community.

The Maine Department of Economic and Community Development (DECD) has suggested that communities consider options for affordable housing. Affordable housing can include manufactured housing, multi-family housing, government-assisted housing for very low, low and moderate income families, and group and foster care facilities. In addition, decreased unit sizes, smaller lot sizes, increased density, and reduced frontage requirements can contribute to a community's affordable housing stock.

Generally, affordable housing means decent, safe, and sanitary living accommodations that are affordable to very low, low, and moderate-income people.

A renter-occupied housing unit is considered affordable to a household if the unit's monthly housing cost (including rent and utilities) does not exceed 30 percent of the household's gross monthly income. An owner-occupied housing unit is considered affordable to a household if the unit's selling price/market value can reasonably be

anticipated to result in a monthly housing cost (including mortgage and interest, mortgage insurance, homeowner's insurance, and real estate tax) that does not exceed 28 to 33 percent of the household's gross monthly income.

Rental units are scarce in Northport; there is no monthly rental information available for Northport. The average rent for a 2 bedroom unit in Waldo County in 2001 was \$672 per month. A family making the median income in Northport could afford \$816 per month. If Northport rents are similar to Waldo County and rentals are consistently available year round (not seasonal), rental units in Northport may currently be affordable.

### **1990 Comprehensive Plan Questionnaire**

In relation to affordable housing, the 1990 questionnaire, which had an overall return rate of 19.1%, included the following question: "6. Has any member of your family had to move out of Northport due to land and housing prices?" Fourteen percent answered "yes", eighty percent answered "no", and six percent gave no response. Therefore, if the respondents are typical of Northport residents in general, about one family in seven had some family member move out of town due to real estate prices. This is in spite of recent Northport real estate prices being more reasonable than those of Lincolnville and, in 1990, falling below those of Belfast. Northport may be experiencing "premature gentrification".

### **Criteria for Affordable Housing Location**

The following criteria would apply to any housing, but are more important for the location of affordable housing because the occupants presumably have less income to offset the disadvantages inherent in housing that is inconveniently located with respect to jobs, shopping and services, or which requires major expenditures to provide water supply and on-site wastewater treatment. Affordable housing should be located near employment or near commuter routes to employment centers; possible future public transportation routes; near shopping; near schools; near community services, including health care and day care for children (day care may be provided close to the work site); and in areas served by public water and sewer or, alternatively, in areas having adequate ground water supplies for wells and soils adequate for on-site waste disposal (septic tank and leach field).

Affordable House Types may include, for owner-occupied housing, mobile homes on individual lots, modular (manufactured) homes on individual lots, "conventional" (site-built) homes on individual lots (either owner-built or contractor-built), or an owned mobile home on a leased site in a mobile home park.

For renter-occupied affordable housing, rental of any of the above house types plus renting a mobile home on a leased site in a mobile home park, renting one part of a duplex (two unit) house, or renting an apartment in an apartment house (three or more dwelling units in a building).

The Comprehensive Planning and Land Use Regulation Act (Title 30-A MRSA., Sec. 4311) requires municipalities to develop implementation programs that seek to achieve ten percent of new development which will be affordable to households at or below 80% of the median household income (Low Income). If the average rate of construction (about 16 per year) for the years 1987 through 1990 (shown in Table 2) is taken as "normal", then over the next decade, it could be projected that about 160 homes would be constructed in Northport. Therefore, at least 16 homes over the decade, or 1.6 per year, would be needed for Low Income Families.

#### PLANNING IMPLICATIONS

The long-standing imbalance between regional housing prices and wage levels, unless reduced by substantial increases in wages, may well create a two-level economy and housing market, in which most wage earners will only be able to afford rental housing, while most owner-occupied homes will be retained by more affluent families. It is likely that most retirees will own their homes, since lower income retirees needing to rent may find themselves priced out of the market by families still in the income earning stages of life. Local rent levels are likely to increase, barring a major decrease in the values of houses.

The relatively modest sized homes found in Bayside, despite their limitations of seasonal water supplies and limited land area may become increasingly attractive for conversion to year-round homes by moderate income home buyers. If fewer families are able to maintain second homes, there may be increasing pressure to convert Bayside to a year-round village. Major capital improvements to the water and sewer systems would be necessary to accomplish this change.

Many homes in Northport are larger than would be needed by most retirees, particularly single persons. It is probable that a substantial market would exist for smaller homes, of two and three bedroom size, to accommodate retirees and first time homebuyers.

Due to soil limitations and the need to have private wells in most of Northport, lot sizes must remain adequate to ensure water supplies and dispersal of effluent from septic systems. While some grouping of homes will probably be desirable, each site will have to be carefully designed to avoid water supply/sanitary waste problems.

Due to the likelihood of increased traffic on Route One in the future, siting of homes along this highway should be done only with careful concern for safety, with setbacks and other means to buffer the houses from the noise and air quality problems of the highway.

Land use controls, including zoning and subdivision ordinances, should allow a wide variety of housing sizes while assuring, to the extent possible, that development does not result in environmental damage. Because mobile home parks are relatively densely settled areas, as allowed under State law, they should be limited to development areas.

While affordability is a problem for a significant portion of Northport residents, about one in seven families, the fact that almost one-third of all homes constructed between 1981 and 1990 were mobile homes indicates that the market has been meeting many of these needs. In 1990 and 1991, of the 16 new dwellings in Northport, 10 were either manufactured housing ("double-wides") or mobile homes. Therefore, 62.5% of new homes in 1990 and 1991 were likely to have been "affordable". Also, of the 6 conventional homes, 4 were financed by FmHA. The mix of housing types in 1990 and 1991 indicate that "affordable" housing makes up a very substantial portion of all new housing in Northport, 14 out of 16 units (87.5%) when the FmHA financed units are included.

## GOALS

The State requires that municipal policies promote the State goals. The State goal regarding Housing is:

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

## POLICIES

It is recommended that the Town of Northport adopt the following policy regarding housing:

To allow and encourage a range of housing types, sizes and costs suitable for all of its citizens.

## RECOMMENDATIONS – IMPLEMENTATION STRATEGIES

Each recommended action is followed by the persons or groups likely to be involved, in parentheses. Each recommended action is also followed by an indication of priority.

A. = Within 1 Year

B. = Within 3 Years

C. = Within 4 Years

D. = Over 4 Years

Ongoing = Activity already underway or which could be commenced immediately and continued as needed.

Review and amend the Subdivision Ordinance so that its provisions do not unnecessarily increase development costs. However, safety of water supplies and adequacy of wastewater disposal must be assured. In most areas, open space subdivision design can yield important economies in provision of all utilities, even with separate dwellings on individual lots. Open space subdivisions should be allowed as a matter of right and not require additional administrative criteria which would increase the costs of development. (Planning Board, Town Meeting) A.

Zoning should allow a wide variety of housing types and sizes so as not to discriminate against lower income persons and households. Provision should be made to site future mobile home parks in Northport in proposed development areas, in accordance with Chapter 506, Public Law; effective January 1, 1990. (Planning Board, Town Meeting) B. The Town will continue to seek State grants to upgrade plumbing and leach fields in substandard housing being used by low income families. The Select Board will establish contact with developers of affordable housing in the area to determine the incentives necessary to encourage one or more such developments in Northport and these incentives will be placed before the voters for action. (Select Board, Town Meeting) B.

The Town will join the Mid-Coast Housing Alliance or combine with a housing authority in a nearby municipality. Either action could assist low income owners and renters through programs which would improve housing and guarantee occupancy and the receipt of rental payments to the owner in return for a decreased rent level. Due to economies of scale, these services may only be possible through combination with an agency serving an area larger than Northport. (Select Board, Town Meeting) C.

# ECONOMY

## INTRODUCTION

This chapter of the Comprehensive Plan will look at several economic indicators, such as income, educational attainment and occupation to measure of socio-economic status. The goal of the Employment and Economy chapter is to promote an economic climate in Northport that increases the town's tax base, increases job opportunities for local residents needing employment, and encourages overall economic well-being.

Northport's economic life, in common with most small towns in the United States, is continually becoming more dependent upon jobs located beyond its boundaries. With the exception of the tourist industry, in which services are rendered within the town to persons attracted to the town by its natural resources or passing through the town en route to other destinations, there are few products produced in town which are exported from Northport for consumption in other market areas. It might be argued that the tourist industry is an export industry, since the services are primarily rendered to persons not residing in the Town of Northport while the revenues flow to those persons having businesses within the Town of Northport.

As is noted in the body of this chapter, over three-fourths of all Northport workers commute to jobs outside of the town limits, mostly by private automobile. Northport's continued economic well being is highly dependent on the ability of Northport workers to find employment within commuting distance. Much of this chapter will not only focus on the Northport Economy, but also provide data for the State, Waldo County, and the Belfast Labor Market Area (LMA) because of Northport's regional dependence on the employment availability in these markets. A community's character is determined not only by how much income it's residents earn, but also by the types of employment, the places of employment, and the means of getting to work. These economic descriptors are presented in this chapter.

### **Purpose**

The purpose of this chapter is to:

1. Profile the economy of Northport and Waldo County in terms of employment characteristics, as well as commercial and industrial activity;
2. Identify and understand important changes in those characteristics and how they might reflect future economic conditions;
3. Identify and understand Northport's relationship with the regional economy in terms of employment and economic vitality; and
4. Identify those businesses and sectors of the economy of Northport and the region most important to the employment and economic vitality of the town.

**BACKGROUND**

Northport is located on the west side of Penobscot Bay directly south of Belfast and is within commuting distance to Camden, Rockport and Rockland. Northport's employment and economic vitality are strongly linked to these economic centers. The Town of Northport primarily serves as a bedroom community for people working in these employment centers.

Northport's economy primarily consists of small businesses and home businesses, these businesses are generally service related. Northport's largest business property owner is MBNA America. MBNA America has a number of offices in the region located in Belfast, Camden, and Rockport. The facility located in Northport is used as a retreat facility. The facility is visited by a number of MBNA employees from other offices but has nominal staff on site.

**Labor Force and Employment**

According to the Maine Department of Labor there were 951 members of the civilian labor force in the Town of Northport in 2000 with an unemployment rate of 2.5 percent. Influences on a community's labor force include the immigration and/or emigration of workers or people looking for work in the area. In addition, labor force size will change because of an increasing tendency for a group of residents, such as spouses, young adults, the elderly, or students, to either work or look for work.

**Table 5-1: Labor Force Employment Data (2000)**

AREA	LABOR FORCE	EMPLOYMENT	UNEMPLOYMENT	UNEMPLOYMENT RATE
Northport	951	927	24	2.5%
Belfast MSA	17,744	17,094	650	3.7%
Waldo County	23,531	22,612	919	3.9%
Maine	688,754	664,601	24,153	3.5%

Source: Census

**Table 5-2: Labor Force Employment Data (1990)**

AREA	LABOR FORCE	EMPLOYMENT	UNEMPLOYMENT	UNEMPLOYMENT RATE
Northport	603	599	3	0.7%
Belfast MSA	11,139	10,315	824	7.4%
Waldo County	16,214	15,140	1,584	7.2%
Maine	634,601	601,778	32,823	5.2%

Source: Census

**Table 5-3: Labor Force Employment Data (1980)**

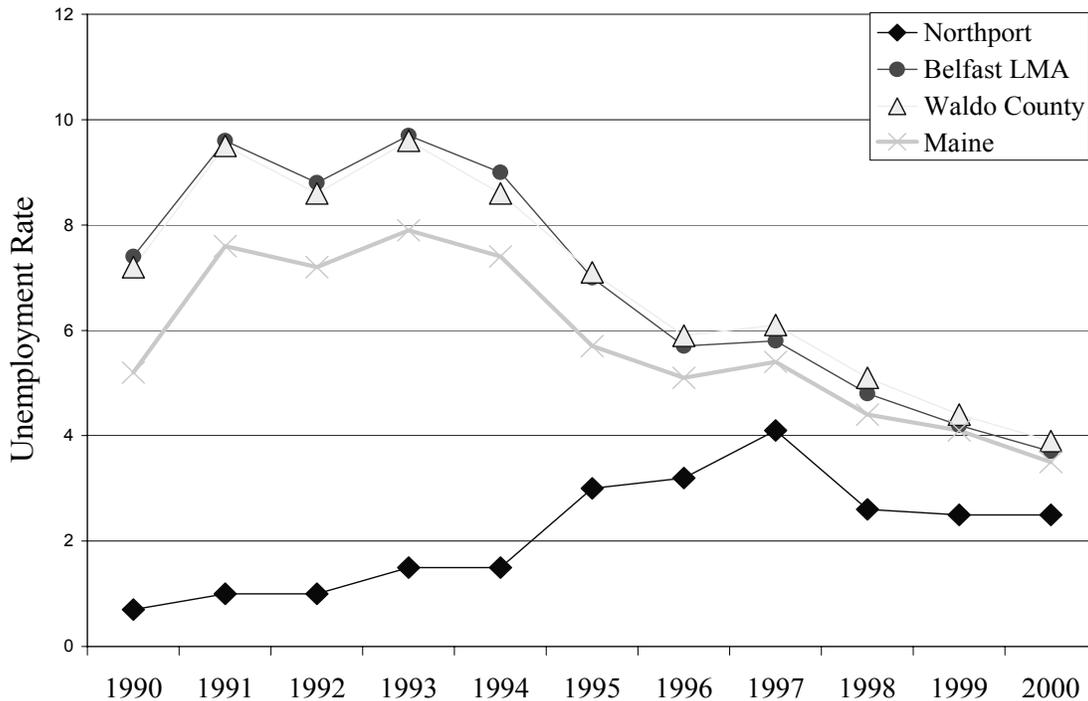
AREA	LABOR FORCE	EMPLOYMENT	UNEMPLOYMENT	UNEMPLOYMENT RATE
Northport	336	310	26	7.7%
Belfast	2,455	2,019	469	15.5%
Waldo County	10,624	9,159	1,435	13.5%
Maine	507,000	468,000	39,000	7.8%

Source: Census

The unemployment rate in the Town of Northport has been consistently lower than the rate of the Belfast LMA, Waldo County, and the State of Maine (see Table 5-1, Table 5-2, Table 5-3, and Graph 5-1). Though the employment rate has gone up slightly since 1990, Northport and the region still have a low unemployment rate. Typically an unemployment rate between three and five percent is considered healthy allowing for movement in jobs in the regions. While the Belfast LMA, Waldo County, and the State of Maine seemed to follow a similar unemployment rate trend through the past decade.

Under-employment numbers are not available. Under employment is defined as those persons who are employed, but that have significantly more training and qualifications than their position requires. An example of underemployment may be a person with a degree in engineering working as a landscape laborer. Under employment is often overlooked as an economic indicator. Development of jobs that reflect the labor force is important to economic and social well being.

**Graph 5-1 Unemployment Rate**



**Employed Population by Industry**

The size of the labor force and its composition are important to consider when planning for future economic development. The strategies for new businesses or the expansion of existing ones should be based on the assessment of available labor. Table 5-4 shows the employed population by industry for Northport and Waldo County.

**Table 5-4: Employment by Industry**

INDUSTRY	NORTHPORT				WALDO COUNTY	
	1980	1990	2000		2000	
	NUMBER	NUMBER	NUMBER	PERCENT	NUMBER	PERCENT
Agriculture, forestry, fishing and hunting, and mining	6	24	15	2.4	628	3.6
Construction	26	48	59	9.4	1,694	9.8
Manufacturing	93	113	72	11.5	2,327	13.5
Wholesale trade	4	5	8	1.3	453	2.6
Retail trade	88	99	91	14.4	2,131	12.3
Transportation and warehousing, and utilities	15	20	12	1.9	700	4
Information	NA	NA	7	1.1	371	2.1
Finance, insurance, real estate, and rental and leasing	13	18	74	11.8	1,586	9.2
Professional, scientific, management, administrative, and waste management services	24	52	38	6.1	781	4.5
Educational, health and social services	67	110	153	24.4	3,834	22.2
Arts, entertainment, recreation, accommodation and food services	NA	5	56	8.9	1,114	6.4
Other services (except public administration)	18	34	24	3.8	914	5.3
Public administration	23	35	19	3	782	4.5
Total Workforce	377	563	628	100	17315	100

Source: Census

Note: Some categories have been consolidated to allow for comparison across decades.

In 2000, the top three employment sectors for Northport residents were: “Educational, health and social services”, “Retail Trade”, and “Finance, insurance, real estate, and rental and leasing”. In 1990, the top three sectors were: “Manufacturing”, “Educational, health and social services”, and “Retail Trade”.

The local and regional economies continued to shift from a base in agricultural and manufacturing to more service oriented businesses. Employment opportunities continued to increase generally during this time, as service sector jobs more than replaced the number of lost manufacturing positions in the Belfast Labor Market Area. Similar trends were seen for Waldo County and the state as a whole.

Table 5-5 show 1990 Employment by industry, 2000 estimates, and 2010 predictions for both Waldo and Knox Counties combined. This information is not available specifically for Waldo County or the Town of Northport at this time. Since the Town of Northport has limited industry and commerce compared to the region, it can be assumed that the employment by industry in Northport generally reflects that of the region.

The most significant change in employment by industry in the region was the sharp increase in the number of workers employed in the financial, insurance, and real estate fields.

**Table 5-5: Employment by Industry Waldo and Knox Counties**

<b>INDUSTRY</b>	<b>1990</b>	<b>2000</b>	<b>2010*</b>
Manufacturing	4,461	4,012	4,121
Durables	2,346	2,126	2,116
Non-durables	2,115	1,886	2,005
Non-manufacturing	23,805	34,287	38,210
Construction	3,219	3,746	3,672
Transportation/Public Utilities	1,258	1,759	1,895
Financial, insurance, and real estate	1,279	3,989	4,228
Retail trade	6,143	7,939	8,203
Wholesale trade	987	1,590	1,784
Services	9,431	12,996	15,877
Agriculture/fishing/forestry	1,483	2,244	2,545
Government	4,003	4,505	4,993
State and local	3,233	3,743	4,151
Federal civilian	262	234	240
Federal military	508	528	602
Farm	979	840	742
<b>Total Workforce</b>	<b>33,248</b>	<b>43,643</b>	<b>48,066</b>

Source: Muskie School, \*Projection

A large portion of this increase is likely due to MBNA America opening offices in the region.

It is probable that Northport's employment by industry would reflect this increase in residents employed in the financial, insurance, and real estate industries as well, due to Northport's proximity to the Belfast and Camden MBNA offices as well as the MBNA retreat facility located in the town. The 2000 Estimate shows significant employment growth between 1990 and 2000 (31 percent) and predicts more employment growth at a

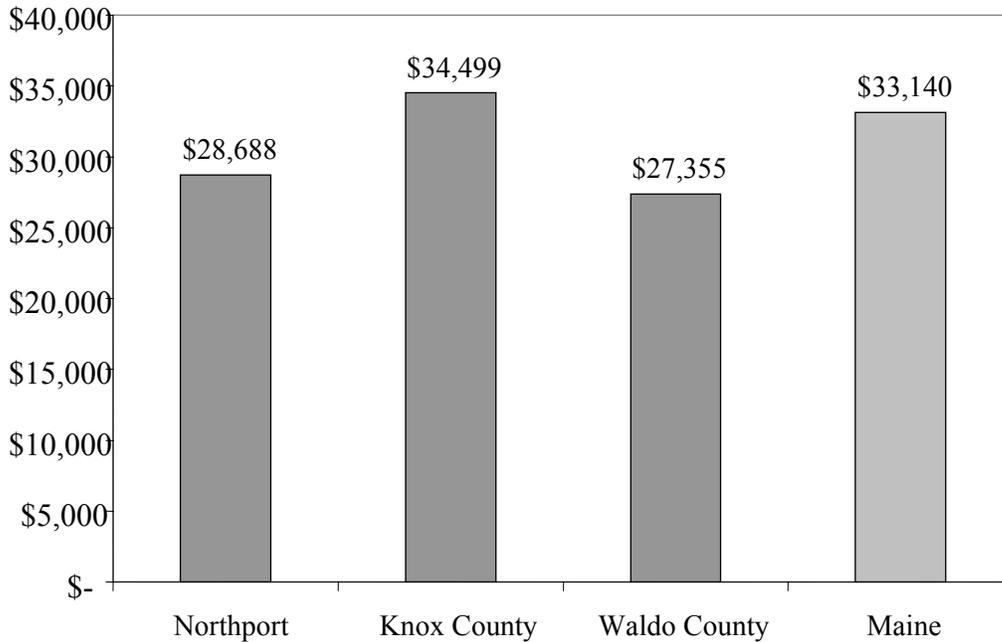
slower rate from 2000 to 2010 (10 percent). These numbers show a strong regional economy and are predictive that for such growth to continue. Manufacturing jobs are estimated to have hit a low of 4012 in 2000 and are predicted to increase slightly by 2010. Non-manufacturing jobs show high growth with the services and financial industries leading the way.

It is important for the Town of Northport to ensure that its labor force be appropriately trained to meet the job market needs in the region, thus keeping abreast with the ever changing technology and emerging industries.

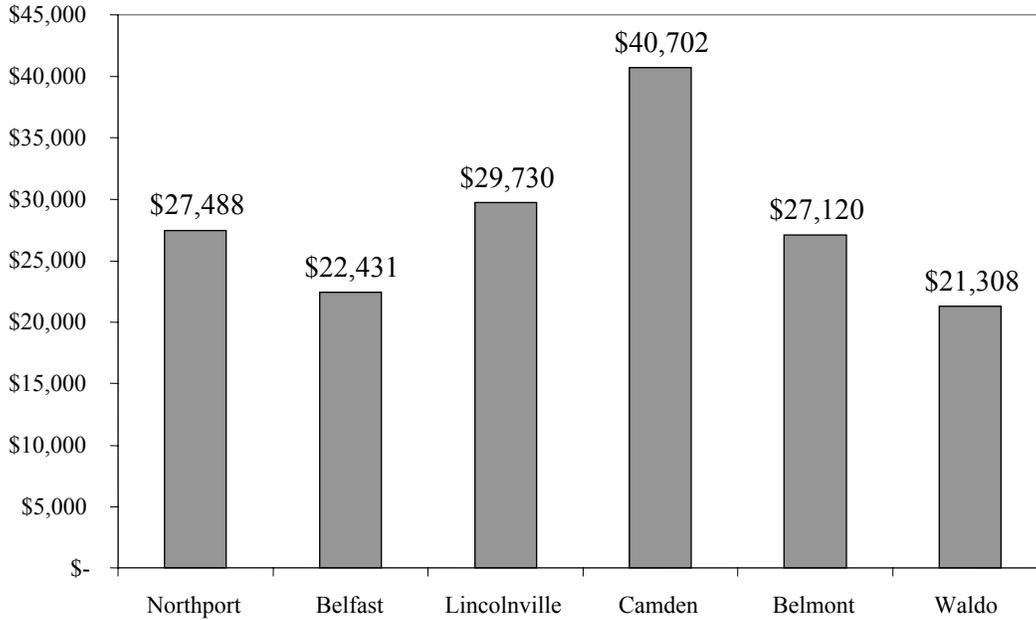
**Income**

Northport’s Median Household Income in 2000 was \$39,435, while the Median Earnings Income was \$28,688. That latter figure was higher than the median earnings income level of Waldo County. Northport’s median earnings income is increasing at a faster rate than seen for Waldo County and the State.

**Graph 5-2 Median Earnings Income 2000**



**Graph 5-3 Median Earnings Income 1999**



Between 1990 and 1999 income growth rates among Northport and surrounding Towns have been comparable. Camden is the exception; its median income grew by over 33 percent during those 9 years. The Town of Waldo shows the least growth in median income during the same time period: 11 percent.

In 1990, 380 households in Northport (out of the 515 households in total) earned wage and salary income. Northport's proportion of households with wage and salary income was 73 percent. For Waldo County, 72 percent of households earned wage and salary income, while 76 percent did at the State level. Wage and salary employment is a broad measure of economic well being but does not indicate whether the jobs are of good quality. In 1990, 17 households received farm self employment income. This percentage was the same for the county and slightly higher than the state level. Twenty-eight percent or 145 households received Social Security income in Northport households. This figure is less than the county level and the same as the state level. Thirty-one households (6 percent) received public assistance in Northport. This figure is less than that for Waldo County (8 percent) or the State (9 percent). A significantly higher proportion of households in Northport (27 percent or 104 households) receive income from retirement than do households in Waldo County (14 percent) or the State (16 percent). The increase in the elderly population explains the increase seen in households with some retirement or social security income.

**Table 5-6: Household Income Type 1990**

INCOME TYPE	NORTHPORT	WALDO COUNTY	MAINE
Wage or Salary Income	380 (73%)	8,932(72%)	356,070(76%)
Non-farm Self Employment	122 (23%)	2,525(20%)	71,673 (15%)
Farm Self Employment	17(3%)	417(3%)	7,192(2%)
Social Security	145(28%)	3,678(30%)	130,421(28%)
Public Assistance	31(6%)	1,167(9%)	36,577(8%)
Retirement Income	104(27%)	1737(14%)	74,158 (16%)

Source: Census

**Table 5-7: Mean Income by Type 1990**

INCOME TYPE	NORTHPORT	WALDO COUNTY	MAINE
Wage or Salary Income	\$27,489	\$26,463	\$31,641
Non-farm Self Employment	\$12,733	\$14,677	\$17,548
Farm Self Employment	\$8,772	\$6,818	\$8,364
Social Security	\$7,170	\$6,877	\$7,324
Public Assistance	\$3,075	\$3,559	\$3,557
Retirement Income	\$9,139	\$9,178	\$8,720

Source: Census

The figures in Table 5-7 show 1990 household income types for households in Northport. Northport's mean wage and salary income was \$23,798. This figure comprises total money earnings received for work performed and includes, salary, commissions, tips, piece-rate payments, and cash bonuses earned before deductions are made. Households receiving non-farm self-employment income and farm self-employment income earned a mean income of \$12,733 and \$8,772 respectively. Northport's mean Social Security income was \$7,170. Social Security income includes Social Security pensions and survivors benefits and permanent disability insurance payments made by the Social Security Administration prior to deductions for medical insurance and railroad retirement insurance checks from the U.S. Government. The mean public assistance income was \$3,075. Public assistance income includes payments made by Federal or State welfare agencies to low income persons who are 65 years or older, blind, or disabled; aids to families with dependent children; and general assistance. The mean retirement income was \$9,139 in the Town of Northport.

Table 5-8 shows that 182 households (30.6 percent) in Northport are determined to have a "Very Low" income. These are households with an annual income less than or equal to 50 percent of the applicable county median annual family income. Another 47 households (7.9 percent) in Northport are determined to have "Low" income. These households have annual incomes that are more than 50 percent, but less than or equal to 80 percent of the applicable county median annual family income. Moderate-income households have annual incomes more than 80 percent, but less than or equal to 150 percent of the applicable county median annual family income.

**Table 5-8: Housing Affordability – 2000**

	VERY LOW	LOW	MODERATE	MEDIAN INCOME
Annual Income	<\$16,334	\$16,335 to \$26,134	\$26,135 to \$49,001	\$32,667
Number of Households	182	47	283	-
Percentage of Total Households	30.60%	7.90%	47.60%	-

Source: Census

Table 5-9 shows poverty status in Northport and Waldo County from the 2000 Census. The income criteria used by the Census to determine poverty status consist of a set of several thresholds including family size and number of family members under 18 years of age. In 2000, the average poverty threshold for a family of four persons was \$17,050 in the contiguous 48 states (U.S. DHHS). Six percent of Northport’s families were listed as having incomes below the poverty level, which included 151 individuals.

**Table 5-9: - Poverty Status in 1999**

BELOW POVERTY LEVEL	NORTHPORT		WALDO COUNTY	
	NUMBER	PERCENT	NUMBER	PERCENT
Individuals	151	11.5	4,973	13.9
Persons 18 years and over	106	10.1	3,313	12.3
Persons 65 years and over	15	6.9	583	12.2
Families	23	6.0	1,100	10.9
With related children under 18 years	17	11.7	767	16.1
With related children under 5 years	6	10.5	314	19.5

Source: Census

**Commuter Patterns**

The 1990 Census shows that 14% of the trips to work by Northport residents were made within town; while over 38% were to Belfast, 11% to Camden, and 8% to Rockland.

**Table 5-10: Place of Work in 1990**

PLACE	NUMBER	PERCENT
Northport	76	14%
Belfast	209	38%
Rockland	44	8%
Camden	62	11%
Lincolntonville	29	5%
Searsport	11	2%
Augusta	16	3%
Reminder of Knox County	24	4%
Worked Elsewhere	79	14%

Source: Census

**Northport Employers**

Northport’s businesses are shown in Table 5-11. The town has very few large businesses but has a significant number of small and home-based businesses.

**Table 5-11: Northport Businesses**

<b>BUSINESS</b>	<b>TYPE OF BUSINESS</b>	<b>NEIGHBORHOOD</b>
Crooked Shade Farm	Agriculture	Pitcher Pond
Morse's Auto Salvage	Service	Pitcher Pond
Northport Farm	Agriculture	Pitcher Pond
Stager Llamas	Agriculture	Route 1
Classic Imports	Automobile Sales	Route 1
Temple Heights Spiritual Camp	Camp	Temple Heights
Northport Travel Park	Campground	Route 1
Pussy's Port O Call	Cattery	Route 1
Advanced Concrete	Construction	Pitcher Pond
B & R Electric	Construction	Unknown
Belfast Roofing and Siding	Construction	Route 1
Complete Carpentry	Construction	Route 1
Fire Island Construction	Construction	Priest Road
Flanders Handyman	Construction	Route 1
Green Acres Landscaping	Construction	Route 1
Hackett Farm Landscaping	Construction	Unknown
Jim's Excavating	Construction	Beech Hill
Robinson Log Homes	Construction	Route 1
Soil Site Evaluator	Construction	Rocky Road
Taylor Made Builders	Construction	Beech Hill
Wallace Landscaping	Construction	Route 1
New England School of Hypnotherapy	Education	Route 1
Maine Energy Inc.	Energy/fuel	Route 1
MBNA America	Financial	Route 1
Canine Country Club	Kennel	Route 1
Barnard Cottage Rentals	Lodging	Temple Heights
Bayside Cottage Rentals	Lodging	Bayside
Inn at Mount and Sea	Lodging	Route 1
Northport Cottages and Motel	Lodging	Route 1
Cabin in the Woods Machine Quilting	Manufacturing	Beech Hill
Coastal Weldwork	Manufacturing	Route 1
Country Charm Furniture	Manufacturing	Route 1
D & A Upholstery	Manufacturing	Route 1
Fastener Inventories, Inc.	Manufacturing	Bayside

TOWN OF NORTHPORT COMPREHENSIVE PLAN – *ECONOMY*

<b>BUSINESS</b>	<b>TYPE OF BUSINESS</b>	<b>NEIGHBORHOOD</b>
Lessard Fiberglassing	Manufacturing	Bayside
Global Statuaries	Manufacturing	Route 1
Simply Working with Wood	Manufacturing	Route 1
Stonework of Maine	Manufacturing	Route 1
Maine Coast Boathouse	Marine	Route 1
Bayside Boat Sales	Marine	Bayside
Independent Boat Builder	Marine	Bayside
South Shore Boat	Marine	Bayside
Jeff's Marine	Marine/Storage	Route 1
Ray's Homes of Northport	Mobile Home Sales	Route 1
Garden House Perennials	Nursery	Temple Heights
Blaire Agency Real Estate	Real Estate	Bayside
Eagle Real Estate	Real Estate	Route 1
Savitz Real Estate	Real Estate	Bayside
Northport Golf Club	Recreation	Bayside
Sunrise Driving Range	Recreation	Route 1
Willy World	Recreation	Route 1
Dos Amigos	Restaurant	Route 1
Hideaway Diner	Restaurant	Route 1
Northport Diner	Restaurant	Route 1
Nestlewood Birds	Retail	Bayside
Reid's RV and Motorcycle	Retail	Route 1
Serendipity, Inc.	Retail	Bayside
Passy River Artisans	Retail	Bayside
Audio Bookshelf	Retail	Prescott Hill
Bayside Store	Retail	Bayside
Blue Dolphin Antiques	Retail	Route 1
Hearts and Roses Antiques	Retail	Route 1
Northport Landing	Retail	Route 1
Maine's Fine Fibers	Retail	Route 1
Maine's Massachusetts House Gallery	Retail	Route 1
Nealeys Ace Hardware	Retail	Route 1
Nessa's Nook	Retail	Rocky Road
Saturday Cove Art Gallery	Retail	Saturday Cove
Screaming Planet Products	Retail	Bayside
Northport Printing	Service	Route 1
Andrews & Andrews	Service	Bayside
Antique Finishing	Service	Route 1
Atlantic Hair Waves	Service	Route 1
Boris Alexander Consultants	Service	Bayside

<b>BUSINESS</b>	<b>TYPE OF BUSINESS</b>	<b>NEIGHBORHOOD</b>
Bushhogging	Service	Beech Hill
Chimney Service	Service	Kelley's Cove
Creative Alternatives	Service	Beech Hill
Limin Music Recording Studio	Service	Bayside
Flagg's Auto Repair	Service	Route 1
Flewell Guitarworks	Service	Bayside
Gary's Accounting Service	Service	Bayside
Holland and Foley Building Design LLC	Service	Beech Hill
Infinites Lifeline	Service	Route 1
Northport Computers	Service	Beech Hill
Paul's Small Engine Repair	Service	Priest Road
Pendleton's Tractor Service	Service	Beech Hill
Penobscot Compass Service	Service	Bayside
Todd Park Morella	Service	Bayside
Tumbling Tot's Childcare	Service	Beech Hill
Willoe Works Astrology	Service	Beech Hill
Little River Veterinary Hospital	Service	Route 1
C & J Self Storage	Storage	Route 1

### **Belfast Area Major Employers**

- MBNA America
- Camden National Bank
- Reny's
- Hannaford
- Irving Oil
- Moss, Inc.
- Waldo County General Hospital
- Maine School Administrative District #34

### **2002 Public Opinion Survey**

The Northport survey response gave clear direction on the types of businesses that residents would like to see in their community. Responses clearly noted the desire for small local businesses, including some individual retail stores and restaurants. Big box and large scale commercial development was not desired in Northport. Respondents also clearly noted that all of the negative impacts generally associated with commercial development were of concern to them.

### **PLANNING IMPLICATIONS**

In 2000, Northport's median earnings income was greater than Waldo County's and less than the State's. The town's unemployment rate was 2.5 percent.

Northport's economy is highly dependent on the Belfast Labor Market Area and surrounding towns. Because of this reliance on the region, fluctuations in the area economy directly affect the economy of Northport. The town has seen similar employment sector shifts as seen at the county and state levels as well. The 1990 Census showed that 86 percent of all trips to work were to jobs located outside of Northport.

The town's economy is comprised of a collection of small local and home-based businesses. There are many retail, construction, and consulting businesses located in Northport. The only large scale business in town is the MBNA of New England retreat facility.

Economic issues that are of most concern to Northport residents include maintaining and helping small businesses in the town and keeping local taxes low.

#### POLICIES, RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES

In order to promote an economic climate that increases job opportunities and overall economic well-being, the town has developed the following policies and implementation strategies:

##### Policies:

1. Encourage small town feel commercial development, i.e., small scale as noted in the Proposed Land Use Districts (Land Use Ordinance Committee and Planning Board) Immediate
2. Work to continue to maintain at least one commercial fishing pier in Northport (Select Board and Harbor Committee) Ongoing
3. Maintain and support access to the waterfront for commercial fishermen and shellfishers. (Select Board and Harbor Committee) Ongoing

##### Strategies:

1. Develop land use ordinances that allow small businesses and home business in Northport. (Land Use Ordinance Committee) Immediate
2. Establish home business permit system to track and understand local business needs (Land Use Ordinance Committee and Code Enforcement Officer) Immediate
3. Develop land use regulations that allow for uses typically accessory to natural resources industries. (Land Use Ordinance Committee) Immediate
4. Work with state legislators and other decision-makers to change tax structure to allow Northport to have a more flexible taxing structure, given how much of our budget is dictated by non-discretionary state requirements, as described in the Fiscal Capacity Chapter (Select Board) Ongoing

5. Develop land use regulations that allow for small professional offices, small medical offices, pharmacies, elderly housing, nursing homes, transportation facilities and other uses that support the needs of the growing elderly population. (Land Use Ordinance Committee) Immediate.

# TRANSPORTATION

## INTRODUCTION

Transportation is one of the "glues" that holds a community, county, state, or nation together. It is one of the more important portions of our "infrastructure" and, since it is largely visible, probably receives more attention than the hidden portions like sewer lines, water mains and buried cables. It can, perhaps, be argued that the three most important factors in purchasing real estate, "location, location, and location" are mostly related to transportation: distance from the noise and fumes of a major highway, nearness to jobs and services, safety from traffic hazards for children, quality of local snow plowing and highway maintenance, and availability of public transportation. Transportation can bring with it both positive and negative factors, benefits and dangers.

## HISTORY

### **Steamboats**

While the history of Northport's settlement certainly included sailing vessels, perhaps even "packets" which sailed on schedules to fixed destinations, the earliest effective scheduled public transportation was undoubtedly established after the coming of steamboats to Penobscot Bay in the 1830's. These ships, first of wood and later of iron or steel, initially propelled by side paddle wheels, later by propellers, served on routes from Boston to Bangor, with Rockland being a major transfer port between various local steamboat runs to the islands of Penobscot Bay. The last two vessels built specifically for this run were the Camden of 1907 and the Belfast of 1909. They were near sister ships, just over 320 feet in length, with a beam of 40 feet, and a depth of hold of just over 16 feet. They had steel hulls; triple screws powered by steam turbine engines, and displaced about 2150 tons. The Belfast made her last trip from the Bay on December 27, 1935, a victim of the Depression and increased use of trucks and automobiles (Steamboat Lore of the Penobscot, John M. Richardson, Kennebec Journal Print Shop, Augusta, Maine, 1941, page 3.)

Within Northport, steamboat landings were established at various times at Saturday Cove (just outside the cove, on the southerly point of land), Temple Heights, and Bayside. According to the Friday, May 29th, 1908 issue of *The Northport Budget*, a newspaper, Temple Heights and Northport Campground were served by two stops daily, except Sunday, year-round, of the steamboat Stockton, running between Bucksport and Camden. Between July 1 and September 1, the Boston & Bangor boats stopped, northbound in the morning and southbound in the evening. The effects of this availability of public transportation can still be seen today, though only Bayside retains a pier, reduced in size, now used for recreational boating. A public right of way still exists in Saturday Cove, running down to the site of a former steamboat pier just to the south of the mouth of the cove. The right of way at Temple Heights still shows on the tax maps of Northport.

### **Railroads, Trolleys and Buses**

Due in part to control of some of the steamboat lines by railroad interests, and in part to the relatively rough terrain and small population of Northport, the town never had any direct rail connection. Belfast was connected to the Maine Central system by the Belfast & Moosehead Lake Railroad, completed in 1870. The line was operated, under lease, by the Maine Central Railroad until 1926, when independent operation commenced. Passenger service ceased in 1960. The Belfast City Council voted on June 18, 1991 to sell the 74% interest owned by the City of Belfast to a private entrepreneur who hopes to continue operating passenger excursions. The city subscribed to the stock to finance the original construction of the line. Weekly freight service ceased in 1990.

From the south, the Knox & Lincoln Railroad soon absorbed by the Maine Central, reached Rockland in 1871. Passenger service operated until 1959, and freight service lasted until the mid 1980's. The line is now owned by the State of Maine. Freight service by the Maine Coast Railroad resumed in October 1990, following repairs to the track and bridges during the summer and early fall. Commuter operations from West Bath to Wiscasset, primarily serving the Bath Iron Works, have also been proposed. Through passenger service may be possible following reintroduction of railroad passenger service to Maine from Boston.

From about 1890 to 1910, Maine experienced, along with the rest of the United States, a great expansion in local transportation in the form of street railways generally powered by electricity. Northport never was served by trolleys. However, the Rockland, Thomaston & Camden Street Railway, an electrically operated trolley line, reached Camden in 1892, providing passenger, mail and freight service. Buses replaced the trolleys in 1931.

Following the more widespread introduction of paved roads, year-round mobility on highways became possible. Maine's first scheduled bus service, operated by the McLaughlin Brothers, began running between Rockland and Bangor via Belfast in 1912. The line was sold to Greyhound in 1951. There is no longer any privately operated bus service through Northport since the Greyhound Bus strike of March 1990, though service to Bangor via Augusta and Waterville resumed in April 1990. In August 1990, Greyhound officials confirmed that the coastal route from Portland to Bangor via Brunswick, Wiscasset, Rockland, Camden, Northport and Belfast would not be resumed.

Present-day bus service in Northport is provided by the buses and vans of the Waldo County Committee for Social Action (WCCSA). Their buses seat 20, 16 and 14 passengers, while their vans seat 8 passengers. Service is on a 24 hour advance notice basis. On Mondays, Wednesdays and Fridays, a bus serves any location in Northport where someone needs to be picked up and delivers them to Belfast about 10:30 AM. At 1:00 PM, the bus leaves Belfast for the return trip. Regular trips are also scheduled to points outside Waldo County: to Rockland on the 2<sup>nd</sup> and 4<sup>th</sup>. Tuesday of each month, to Augusta on the 1st. and 3rd. Tuesday, to Waterville on the 1st. and 3rd. Monday, and to Bangor every Friday. All trips will pick up and deliver persons to their homes in

Northport with 24 hour notice. Service is available to the physically handicapped. (WCCSA, 338-4769).

### **Air Service**

Northport's nearest airport, Belfast, has only a charter operator who provides "air taxi" service on an unscheduled basis. Knox County Airport, in Owls Head, is served by Continental Express, with scheduled flights to Boston and Bar Harbor Airport in Trenton, Maine. The service is provided by Beech 99's, turboprop 15 passenger aircraft. During the winter, there are two round trips daily to Boston, with four round trips in summer. Knox County also has "air taxi" service. The scheduled service is subsidized under the Essential Air Service to Small Communities Program, of the United States Department of Transportation (USDOT). The subsidy for the one year period beginning October 1, 1990 is \$407,866, or \$28.23 per Essential Air Service passenger. Fares average about \$85, one-way, to Boston (Order No. 90-8-43, August 27, 1990, U. S. Department of Transportation, Washington, D. C.)

## **PRESENT TRANSPORTATION**

### **Highways**

Roads serve every developed part of Northport. The Town Mileage for Northport furnished by the Maine Department of Transportation includes, by functional classification of road, the following:

Arterials (U. S. Route 1)	8.16 miles
Collectors (Maine Route 52)	2.61 miles
Local Roads	29.45 miles
Total:	40.22 miles

The Maine DOT uses the following brief definitions of road functional classifications:

**Arterial Highways:** The most important travel routes in the State. They carry high speed, long distance, high volume traffic and attract a significant amount of Federal funding. They usually carry interstate or U. S. Route number designations.

**Collector Highways:** These routes collect and distribute traffic from and to the Arterial Routes, serving places of lower population densities and somewhat removed from main travel routes.

**Local Highways:** All highways not in the Arterial or Collector classification. They primarily serve traffic to and from adjacent land areas and usually carry low volumes of traffic.

U. S. Route One in Northport, in common with the rest of this highway, has experienced some increase in traffic. At the Little River Bridge, Annual Average Daily Traffic

(AADT) has increased from 4890 in 1983 to 6830 in 1987, an increase of 1940 or 39.7% in four years. South of Rocky Road, AADT has risen from 4340 in 1983 to 5360 in 1988, an increase of 1020 or 23.5% over five years. Just north of Cole Brook, AADT has gone from 3980 in 1983 to 5550 in 1987, an increase of 1570, or 39.4% in four years. Closer to the Lincolnville Town Line, AADT has gone from 4010 in 1983 to 4820 in 1986, an increase of 810, or 20.2% in three years. No increases are available for Route 52, on which an AADT of 670 was recorded in 1983. The busiest local road is Bayside Road, with an AADT of 980 in 1983. The part of Beech Hill Road serving the Town Office recorded an AADT of 400 in 1983. All other local roads had an AADT of 400 or less in 1983 (An AADT of 400 equals an average, if traffic were evenly distributed throughout a 24-hour day, of one vehicle every 3.6 minutes.)

While peak hour volumes are not available, Northport is not the reason a bypass of Route One had been under consideration by the Maine Department of Transportation. However, all projected routes for a bypass around Camden rejoined Route One in Belfast, at or near the intersections of U. S. Routes One and Three. Therefore, a bypass, if constructed, would pass through and affect Northport, probably in the area now served by Route 52. Potential locations of intersections (or interchanges) in Northport are unknown at this time. Following well attended public meetings in Hope on May 9, and Wiscasset on May 14, 1990, Dana Connors, Commissioner of the Maine Department of Transportation announced on July 6 that the MDOT has dropped plans for bypasses around Camden and Wiscasset.

### **Ferries**

The Maine State Ferry Service does not directly serve Northport, unlike the steamboat services of an earlier era, but Northport residents can reach the island town of Islesboro by ferry from Lincolnville Beach. Service varies from nine round trips daily in summer to five round trips daily in winter. Sunday service is slightly reduced. Crossing time is 20 minutes.

Ferry service to Vinalhaven, North Haven and Matinicus is operated from the terminal in Rockland. Swans Island and Frenchboro are served from a terminal at Bass Harbor, on Mt. Desert Island. All ferries carry both vehicles and passengers.

### **PLANNING IMPLICATIONS**

Transportation has had, and will continue to have, important effects on Northport and its residents, businesses, and visitors. The availability, and cost, of transportation may substantially affect the choices of people to live, work and play in Northport.

For the foreseeable future, Northport will remain wholly dependent upon highways for local transportation of people and goods and for connections to other modes such as airplanes, trains and ships. Therefore, the traffic capacity, condition and safety of highways and local roads will be extremely important for Northport's future. The highways can also be used to provide public transportation, such as that recently

discontinued by Greyhound.

While the cost of motor vehicle fuels, if the value of the dollar is held level, declined since the 1970's until the August 1990 Mid East Crisis which cut off oil from the Persian Gulf nations of Iraq and Kuwait, the cost of automobiles has increased. Prices averaged about \$1.30 per gallon for regular unleaded gasoline in the Mid-Coast area in September 1990 but have returned to about \$1.20 during the first half of 1991. The cost of new vehicles has increased, despite rebates and other sales incentives. Thus, for those commuting long distances, the cost of getting to and from their jobs by private automobile has increased. At present, there are no alternatives to the private vehicle, other than taxis or carpooling, to get from Northport to any other location on a regular schedule. Trucking costs have also increased with the recent rise in fuel prices.

With more two-income families, and the necessity for the single-parent family to work outside the home, the need for transportation of children to and from day care locations has increased. The availability of bus or van service might lower the transportation costs for some of Northport's working families by reducing the need for an additional vehicle. Nationally, Americans spend almost one-fifth of their income on transportation, second only to housing in most family budgets.

Currently, State operating subsidies are limited to airports serving small communities (such as the Knox County Airport in Owls Head), the State Ferry Service, and health-related services such as the buses and vans of the Waldo County Committee for Social Action (WCCSA). Some of the operating subsidies also include Federal money from various programs. Capital improvements funded from State and/or Federal sources include highways, airports, ferries, marine terminals, vehicles for publicly operated bus and van services and rail lines owned by the State.

A public bus or van system could offer Northport residents scheduled transportation to nearby job, medical and social centers such as Belfast, Camden, Rockport and Rockland. If demand were sufficient, buses or vans could also operate to more distant locations such as Augusta, Bath, Waterville and Bangor. Such a service could also offer connections with flights at the Owls Head airport, ferries at Lincolnville Beach and Rockland, and, if rail passenger service is restored, with trains at Rockland.

As the sole means of access to and through Northport, and therefore to its businesses, the visual quality of Routes 1 and 52 is important. This was reflected in responses to the questionnaire. Retention and enhancement of visual quality along these highways, as well as other roads, should be one of the purposes of any land use ordinances adopted to deal with economic development and transportation.

## GOALS

Although the State has no goal under the Comprehensive Planning and Land Use Regulation Act specifically concerning transportation, their first goal certainly involves transportation. It reads as follows:

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

## POLICY

It is recommended that the Town of Northport adopt the following policy regarding transportation:

Transportation facilities and services are vital to maintaining and improving the quality of life in Northport. The Town will work with the State and other municipalities and agencies to create and maintain a network of roads and a system of public transportation services which meets the needs of Northport's residents and businesses.

## RECOMMENDATIONS – IMPLEMENTATION STRATEGIES

Following each recommended action, the persons or groups likely to be involved are listed, in parentheses. Each recommended action is also followed by an indication of priority.

A. = Within 1 Year

B. = Within 3 Years

C. = Within 4 Years

D. = Over 4 Years

Ongoing = Activity already underway or which could be commenced immediately and continued as needed.

Consider forming a "Transportation Committee" to work with the Maine Department of Transportation to assure that the State maintained highways retain their traffic carrying capacities and are kept to adequate standards. The Transportation Committee could work with the MDOT to request improvements to highways in Northport, such as combining the "truck lanes" just north of the Lincolnville town line on Route One (northbound) into one, longer "truck lane" which would give a greater, and safer opportunity for slow moving vehicles to be passed. Creation and paving of shoulders would also add to safety and capacity at some locations. Some portions of Route 52 could also benefit from improvements. The Committee could also keep informed as to other transportation developments which may affect Northport, such as a revival of the bypass concept. The Committee could work with a Budget Committee in recommending improvements to local roads. (Select Board) B.

Highway capacity should be protected by limiting vehicular access to Routes 1 and 52 for commercial or industrial uses which generate major amounts of traffic by such means as requiring frontage roads or shared driveways. Residential subdivisions should be limited to one or two roadways onto these routes, with additional private driveways in subdivisions restricted to the subdivision roads or minor local roads. These will require

local adoption of subdivision standards and/or site plan review for commercial and industrial activities unless the State, through the MDOT, adopts "highway zoning" similar to Shoreland Zoning on a statewide basis. A Site Plan Review ordinance could also control the size, lighting, height and placement of signs, for which there is support by citizens of Northport concerned that Route One may become cluttered with signs. (Planning Board, Town Meeting) A.

A Transportation Committee, if formed, may wish to investigate the possibility of increasing public transportation in Northport. Additional funding for and services from the buses and vans of the WCCSA could be investigated as a first step in increasing the mobility of Northport residents. (Transportation Committee, Select Board, Town Meeting) B.

## **PUBLIC FACILITIES AND SERVICES**

### **INTRODUCTION**

The public facilities and services available in a town, in relation to individual expectations, have much to do with the quality of life in that town. Expectations seem to be increasing, and services desired are affected by population growth, the aging of the population, changing education levels, environmental awareness, and other factors. Public facilities and services also affect a town's attractiveness to business and industry. While the publicly owned facilities and services rarely make a "profit" in the private sector sense of that word, they provide those services and facilities without which the private sector could not operate profitably. They, along with the transportation networks, provide the "glue" that holds the other activities together.

Not all public services are publicly provided or locally owned. The privately owned, profit making, "public utilities", regulated by the Maine Public Utilities Commission, include electricity, water and telephone. Cable TV (CATV) is currently under consideration and review by the Northport Cable Television Committee.

### **GOALS**

The Guidelines for Maine's Growth Management Program require that each municipality establish policies that will promote the State's goals. The following is the goal concerning public facilities and services:

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

### **POLICY**

To provide such municipal and public services as are needed and desired by the citizens of Northport, at levels consistent with reasonable municipal taxes and fees and other funding sources, in accordance with State laws and regulations. To work with the various public utilities and other non-municipal service providers to provide services whose costs are consistent with their benefits to Northport residents.

Specific recommendations are included in following subsections, as appropriate. These are followed by the persons or groups, in parentheses, likely to be involved in the recommended actions. Each recommended action is also followed by an indication of priority.

- A. = Within 1 Year
- B. = Within 3 Years
- C. = Within 4 Years

D. = Over 4 Years

Ongoing = Activity already underway or which could be commenced immediately and continued as needed. Some items will be further discussed in the capital improvement plan section of this Plan.

## SPECIFIC SERVICES

### **Town Government**

Northport, like most towns in Maine, has a Town Meeting form of government. Once a year, the first Monday in May, the townspeople gather to elect some Town officials, set salaries, act upon Town business and set the budget for the ensuing year.

Prior to 1988, most Town officials were nominated and elected at the Annual Town Meeting, but in 1988 the Town Meeting voted to adopt the Australian or secret ballot election to be held a week prior to the Annual Meeting to elect the Select Board and School Administrative District 34 Directors. In addition to a Moderator, elected at each Town Meeting, the Town nominates and elects the Treasurer, Town Clerk, Tax Collector, Road Commissioner, Building Inspector and Planning Board members and alternates. The Fire Chief is elected each May for a one year term by the members of the Northport Volunteer Fire Department.

Nomination papers for the Select Board candidates declare whether they are running for the position of First, Second or Third Select Board Member. As of March 1992, Select Board Members serve staggered three-year term (fully implemented in March 1995). Specific duties are assigned to each Select Board Member, who may also choose additional tasks. The First Select Board Member serves as Chairman of the Select Board. The Select Board normally meets weekly, usually Thursday evenings, from 6:00 to 8:00 P. M., to work on the week's business and approve the weekly warrant, to pay bills owed by the Town. They also meet with people who have Town business to discuss. The Select Board also serves as Assessors and Overseers of the Poor. As Assessors, the Select Board is responsible for keeping assessments on real and personal property within State mandated guidelines. As Overseer of the Poor, the Select Board handles welfare cases. Various positions are appointed by the Select Board. These include: Registrar of Voters, Fire Warden, Constable, Code Enforcement Officer, Building Code Commission, Health Officer, Plumbing Inspector, Welfare Board of Review, Civil Defense Director and Harbor Master.

The Select Board may call a special Town Meeting at any time. A citizen of the town may request the Select Board to call a special Town Meeting. If the Select Board does not feel it should be held, the citizen can then circulate a petition and get enough signatures of registered Northport voters to equal at least ten percent of the citizens who voted in the last gubernatorial election and then present this petition to the Select Board, who then have to call a special Town Meeting.

The Town has a Town Clerk, who in 1991 was also Treasurer, Tax Collector and

Registrar. The Town Clerk records all Town Meetings and records Town information such as marriage intentions, births, and deaths and issues hunting and fishing licenses and is a source of general information regarding Town business. The Tax Collector collects property and excise taxes. Motor vehicle registrations are issued as an agent of the Maine Dept. of Motor Vehicles. The Treasurer deposits funds to town accounts and issues checks for the Town.

Northport has no Budget Committee, though one had been appointed annually until about ten years ago.

There is no Town Charter at present. A Charter Commission was formed in November 1991.

#### *1988 Public Opinion Survey*

The 1988 survey indicated that 76.5% of year round and 54.8% of seasonal residents rated local government adequate, while 8.8% of year round and 5.4% of seasonal residents rated it inadequate. Seasonal residents may expect more governmental services.

#### *Planning Implications*

Northport currently (1992) has office hours in the Town Hall four days per week. The Select Board is normally available to the public on Thursday evenings. While this level of accessibility to the public is generally thought to be adequate; as the town grows, it may be necessary to have the Town Hall open more hours. The increasing complexity of local government may eventually require a part or full-time administrator or town manager to implement, coordinate and manage the decisions of the Select Board and many functions of the Town Clerk and Treasurer, other Town employees and volunteer boards and committees. The Town, however, voted down a proposal to hire a Town Manager at the March 1991 Town Meeting.

The renovated Town Hall contains adequate office space and bathroom facilities and is accessible to the handicapped. The March 1990 Town Meeting appropriated \$60,000 for renovation of the Town Hall, including handicapped access and a septic system. A well was funded in a separate article. Major Town Meetings must still be held in larger facilities.

The value of property is the basis for assessments for real estate taxes. The Town contracts with professional assessors to calculate assessed values, but the information is derived from Building Permits, Plumbing Permits and photographs of properties taken by the Select Board acting as Assessors. Discrepancies have been noted in this basic information and steps need to be taken to improve on this data collection. Many previously unreported structures were discovered during the 1987-88 revaluation and Building Permits were issued "after the fact".

Without a Budget Committee, all financial decisions are made by the Select Board

without review by any other citizens of the town.

*Recommendations – Implementation Strategies (Town Government)*

There are no "job descriptions" for Select Board or other Town officials. Prepare written job descriptions, perhaps with the assistance of the Maine Municipal Association. This would be included in the Town Charter now in preparation. (Select Board) A.

Reinstate the procedure of photographing each property in Northport. A visit to the properties, with photos taken only of changes to properties, would then keep the Assessor's records up to date. (Select Board) A.

Appoint a Budget Committee to create a committee to share the responsibility for advising citizens about financial articles in Town Meeting warrants. If a Budget Committee is appointed, they would be among those involved with all future actions by the Town requiring expenditure of money. However, to avoid confusion, they are not mentioned following recommended actions in this Plan. (Select Board) A.

Require Building Permits for all "accessory" structures (structures other than the primary building on a property, such as a house, store or workshop) over a certain size or value, whether attached to a dwelling or not. This would assure that all major improvements to real properties would be reported to the Assessors. Set the cost of permits so that applicants bear a reasonable portion of the expenses of site inspections during construction. It is generally preferable to make the cost of the permit reflect the projected cost of the structure, above a certain minimum value and charge. (Select Board, Code Enforcement Officer, Town Meeting) A.

The Town may wish to secure the use of larger facilities for Town Meetings in the future. (The Blue Goose, frequently used for Town Meetings, was recently for sale and its future cannot be predicted.) (Select Board) B.

Northport's tax records are now computerized by a contractor hired annually to prepare the tax bills. Many towns are installing computer equipment to make general record keeping easier and more accurate. The Town should evaluate the benefits and costs of such a change and prepare a schedule for computerization of various functions if justified. (Select Board, Town Meeting) B.

### **Water Supply**

The majority of Northport residents and businesses draw their water from the ground, most through individually owned drilled wells. According to the 1980 U. S. Census Summary of Detailed Housing Characteristics, only 8.0% of Northport's year-round housing units were served by public water supplies. The Division of Health Engineering lists fifteen Public water supplies, all of which are dependent upon ground water. Only one, the Northport Village Corporation Water Department, is listed as a Community

Water Supply. It is also the only system using more than one well. The system is reported as serving a year-round population of 120.

The Northport Mountain Spring Water Company was formed in 1892 to supply the Wesleyan Campground. By the late 1970s, the company had fallen on hard times and, with a loan from a summer resident, was purchased by the Northport Village Corporation. Between 1982 and 1985, two wells were drilled and a treatment plant was constructed. The summer water supply is augmented by a spring west of Route One, approximately one quarter-mile above the Maine DOT maintenance lot. The water is chlorinated and treated to reduce iron and calcium. Usage averages about 5,000 gallons per day (gpd) in winter and 35,000 gpd in summer, with summer peak usage about 50,000 gpd (with a 1988 estimated population from the Bayside (NVC) Comprehensive Plan of 750). While most of Bayside Village is served by water mains, most of these are seasonal. Fire protection is provided by four hydrants, supplied by water separate from the drinking water lines, from a reservoir on Bluff Road. The improved water quality has led to an increase in demand, and it was estimated in August 1989 that less than 5% of unused capacity remained. The iron removal system was replaced early in 1990. The water capacity is due to the limitations of the wells, which have a yield of about 65,000 gpd. Some thought has been given to purchasing water from the Belfast Water Department. Connection would be made near the Little River Pumping Station on U. S. Route One. Such a system could also serve the area between the Town line and Northport Village, thereby spreading the cost among more users.

Among respondents to the 1988 Northport Opinion Survey, 84.1% of year-round residents had wells and 7.6% were on a public water supply (Bayside). Of summer residents, 35.2% had wells and 47.8% were on the Bayside water system. Water quality was rated good by 58.2% of year-round residents, but 17.6% had experienced water shortages; while 39.2% of seasonal residents rated their water as good, but 31.2% had water shortages. Water quality problems included iron, sulfur, seawater and silt. Some of these systems were judged satisfactory after installation of home water treatment equipment.

The Old Massachusetts Homestead, listed as a Non-Community Supply, serves 204. The Drinkwater School in Northport is the only facility listed by the Division of Health Engineering, other than the system serving Bayside, which serves a non-transient population. The population served is 84 persons. The thirteen other non-community supplies include four restaurants; five motels, cottages or campgrounds; Nickawa Lodge (Temple Heights), Cove Corner, the Veterans of Foreign Wars, and the Blue Goose.

#### *Water Pollution*

The Department of Environmental Protection (DEP) Master List of Underground Tanks contains eleven entries for Northport: three single-family homes, one multi-family home, one farm, three retail establishments, and two for on-site consumption (presumably heating oil). The Maine DOT maintenance facility is the only governmental facility listed. The MDOT facility also contains an uncovered salt and sand pile adjacent to

Route One. There are no known wells with high concentrations of salt from this source. Northport is in Priority 4 for covering its sand and salt pile. Plans and estimates are required to be submitted to the MDOT by January 1995, with construction of the shed to begin by 1998. If funded, State cost sharing on an approved salt shed design is about 32%.

There is some concern over use of herbicides and a fertilizer by the golf course at Northport, which lies up the slope from the Drinkwater School's well. No problems with the school water supply are known at this time.

Northport is on the DEP's "Priority List of Underground Oil Spills Up to December 31, 1987". The spill, numbered A-91-84, occurred in 1984 at the site of a former filling station at Route One and the Saturday Cove Road. A well at the nearby Harriman dwelling was polluted by gasoline from the previously undiscovered tank. The tank was removed by the MDOT, as it was within the Route One right of way. As of February 27, 1990, the DEP had no information on whether or not the polluted well was replaced or whether any damages were paid to the owner of the well.

#### *Arsenic Contamination*

After an initial finding of arsenic contamination at 140 times the EPA limit in a well in the Kelly Cove area of Bayside in April 1998, a group of neighbors led by Captain Galen Plummer waged a "grass roots" campaign to alert local residents and governments of the dangers of arsenic consumption, and encouraged sampling of all area wells.

Arsenic is a carcinogen that can cause bladder, lung and skin cancer, and damage to the central and peripheral nervous systems, the cardiovascular system, and skin. Arsenic may cause infertility and birth defects.

Contaminated wells were mapped and their high concentration in the Kelly Cove area was identified. Arsenic levels up to 550 times the current EPA limit of 10 ppb of arsenic in drinking water were found.

In 1998, 75 NVC residents were notified at the annual meeting and local newspapers were published stories regarding the dangers to public health. In November 1998, the citizen's group made formal presentations to the NVC Board of Overseers and the Town of Northport Select Board; and both government agencies appointed Plummer to chair an Ad Hoc committee to continue the notification and advisory process, and develop a solution to the crisis. Meetings occurred with appropriate state agencies (DHS, DEP) which showed a great deal of interest but provided little concrete help. In 1999 and 2000 the committee advised at town and NVC annual meetings, 160 and 180 residents respectively of the status of the arsenic crisis. Responding to the committee, University of Maine researchers helped identify the arsenic source as local bedrock.

In 2001, the committee requested and received support from both the NVC and town to apply for funding on a priority basis to extend the existing NVC water supply along

Shore Road and up Bluff Road to the village boundary, to make a safe water supply available to residents beset with contaminated wells. A public hearing was held at the Northport Town Hall to brief the project and receive comment and concerns from those assembled. At the 2002 Annual Town Meeting, the committee received unanimous support from more than 100 residents to seek CDBG funds. After a public hearing on 7/21/02, a bond issue to authorize funding of the project was presented to the NVC Annual Meeting in August 2002 and an overwhelming majority of the 157 voters voted to obligate NVC for the project.

The total proposed project cost of \$978,000 will be used to install approximately 10,000 feet of 8" ID ductile iron pipe, hydrant connections and other fittings to supply safe drinking water to the Shore Road and Bluff Road homes in the Kelly Cove Area. The overall project will directly benefit 104 properties in the area, 57 of which require a year round supply. USDA Rural Development has committed 59 percent of the needed funding through grants and loans. It is hoped that CDBG funds will cover the balance.

### *Planning Implications*

While it may be both possible and desirable to install community wells to serve future subdivisions and other clusters of development in Northport, the use of individual wells is likely to remain the most common source of drinking water in the town. Adequate separation of wells will need to be maintained, both from leach fields (State law requires a 100 foot minimum for wells serving individual users, unless waivers are granted) and from other wells, to assure adequate water quantities.

Without gravel aquifers (only one is known in Northport, adjacent to the Little River), water must be recharged relatively close to the point where it is drawn out of the ground. Therefore, the vegetative cover and existing wetlands in the town will have a long term effect on the availability of water. Removal of vegetative cover, paving or covering of ground with roads and buildings, and filling of wetlands can all reduce the amount of water available to recharge the ground water table. While deeper wells may remedy this problem, they do so at considerable cost and, due to the normal lessening of fractures in the bedrock as greater depths are reached; the deeper well may not find additional water.

Near the shore of Penobscot Bay, a second threat may exist, that of salt water intrusion. While less common on the mainland than on islands, it is possible to withdraw so much fresh water from the spaces in the rocks that it will be replaced by inflowing salt water. Due to its greater density, salt water normally lies beneath fresh water, but removal of fresh water can cause it to rise, resulting in a salt-contaminated well. While waterfront properties will probably remain very desirable, the drilling of wells close to the shore includes some risks not present further inland.

### *Recommendations – Implementation Strategies (Water Supply)*

Amend the Subdivision Ordinance to include standards for water quality that will serve to protect both existing wells and those to be drilled in future subdivisions. (Planning Board,

Town Meeting) B.

Amend the Subdivision Ordinance to encourage open space subdivisions where soil conditions will permit, so that less ground will have to be covered with buildings and paving, thereby protecting the ability of ground water to be recharged from precipitation. (Planning Board, Town Meeting) B.

Some additional protection may be warranted for the well field that supplies Bayside Village, both to protect the quality of the water and to restrict covering of the ground that might reduce its quantity. Ordinances and/or purchase of land or easements may be needed to achieve these results. If additional water is needed to accommodate year-round use of more houses in the village, new sources of water may have to be found. Water conservation efforts may also be advisable. (Northport Village Corporation, Planning Board, Town Meeting) A.

Cover the Town sand and salt pile to prevent leaching of the salt into ground and surface waters. (Town Meeting) B.

Work with the Department of Environmental Protection to locate and enforce removal of any underground tanks which pose a threat to groundwater resources. (Select Board, Planning Board, Local Plumbing Inspector) Ongoing.

### **Sewage Facilities**

There are three basic systems for the treatment of sanitary wastes (sewage): on-site (typically, a septic tank and leach field, in which wastes are treated anaerobically and distributed to the ground), discharge (typically, a publicly owned wastewater treatment plant [WWTP], in which wastes are treated aerobically and discharged to a water body) and holding tanks (requiring wastes to be pumped out at frequent intervals for treatment at a wastewater treatment plant). The outhouse or privy is also allowed under Maine law, but accommodates only the human wastes, not the "gray water" from laundries, sinks, tubs and showers.

The Northport Village Corporation (NVC) has both a public water and sewer system. Water is provided from the Belfast City water supply under an agreement made in 1998. Presently, the terms of that agreement provides the NVC with up to 50,000 gpd, and 10 million gpy (gallons per year). In 2001 the Village Corporation purchased slightly more than 7 million gallons; the NVC used 70 percent of its capacity in that year. The terms of the water agreement call for renegotiation every 5 years; a new agreement on amounts and pricing will be negotiated in the first three months of 2003. The only area of Northport served by public sewers is the NVC. The NVC operates its own wastewater system under the terms of a 301H waiver from the EPA, administered by the Maine DEP.

Currently the NVC is authorized to release up to 10,000 gpd of treated effluent into Penobscot Bay. Twice yearly a commercial septic treatment contractor empties the solids remaining in the 12 septic tanks of the treatment system. The NVC is reviewing bids to

design the replacement of this primary treatment system. The NVC Wastewater Treatment system was originally installed in the 1890s. The EPA authorized a primary treatment plant around 1989, granting NVC a 301h waiver. The plant was installed and authorized to treat 30,000 gpd of effluent that after treatment is released into the bay. The treatment plant has never worked very well, especially in balancing the pH of effluent released. In 2002, the Maine DEP became more concerned about the current system's inadequacies. In response to these concerns, the NVC overseers authorized two studies to be completed by 6/30/03. The first study will seek to ameliorate BOD effluent for the remaining life of the current primary treatment plant (due 3/31/03). The second study will provide initial assessment of the costs of a new treatment system, defined as a new secondary plant operated by NVC or by pumping wastewater to the Belfast wastewater treatment system. The Maine DEP recognizes that the \$1.4 million infrastructure project currently underway will help to control the inflow and infiltration of storm and ground water into the system, but they nonetheless believe that the current plant's days are numbered.

Most of Northport's residents are served by individual, or commonly owned, on-site systems. While the initial cost of a modern septic tank and leach field system will almost always exceed the per unit cost of the Bayside system, the overall, long-term costs will often be lower due to the low maintenance costs of a typical home system. Sewage pumped from Northport septic tanks is disposed of by Moore's Septic Tank Service at their site in Swanville. Continued licensing of the Moore site may become a problem and Northport may have to consider licensing its own sludge disposal site.

A few facilities use holding tanks. However, due to their high operating costs (they must be pumped frequently and the sewage must be treated elsewhere), they are justified only by severe site limitations. They are allowed by Maine law only where no other options are available.

### *Planning Implications*

For a discharge system such as Bayside's, the cost per unit served would probably have been considerably higher if extended to a less compact area than Bayside. Running long sewer lines in soil as rocky and with ledge as close to the surface as it often is in Northport would be extremely expensive. Therefore, it is likely that most of the town's residents will continue to be served by their own on-site wastewater treatment systems. These also return water to the ground and do not add to the risk to the marine environment that even treated wastewater discharges present. In areas where open space development may use common leach fields to reduce costs to the users, the overall density must be limited to avoid any future necessity to run sewer lines to serve areas in which on-site systems have failed. Even with individual systems, careful engineering and adequate soil information must be used to avoid future problems.

According to Walter Foster of the Department of Marine Resources, the entire town of Northport is closed to clamming. The northerly portion is closed as a result of the Belfast closure, which extends from the Town Pier in Searsport all the way to Kelly Cove, south

of Bayside. Saturday Cove has been closed since April 1987. The Ducktrap area, extending north into Northport, has been closed since January 1989. In all cases, closure has resulted from unacceptably high counts of coliform (intestinal) bacteria in water samples. The sources of these bacteria are unknown, but improvements in public and private sewage treatment systems, including those in neighboring Belfast and Lincolnville will probably be required before Northport's clam flats can be opened.

*Recommendations – Implementation Strategies (Sewage Facilities)*

Northport should avoid the necessity of running sewer lines to serve isolated groups of users or individual homes or businesses. Therefore, a zoning ordinance should be adopted in which the overall density of residential and commercial structures would be kept low enough to allow on-site wastewater treatment systems to function reliably. (Planning Board, Town Meeting) A.

Survey existing on-site sewage disposal systems to make sure they are operating properly in order to eliminate local sources of fecal coliform pollution. The Town may wish to form a group of neighboring communities on Penobscot Bay with the goal of cleaning up their discharges so that the clam flats can be reopened. (Select Board, Local Plumbing Inspector) Ongoing.

In order to avoid situations in which a building is constructed and it is later found that a wastewater treatment system cannot be placed on the lot or can be installed only at great expense, require by ordinance that a Plumbing Permit be obtained before a Building Permit is issued for any building requiring plumbing. (Planning Board, Town Meeting) A.

It may be necessary or more cost effective in the future to dispose of septic waste on a site licensed by Northport. Preliminary discussions with the DEP indicate a portion of the landfill property would be suitable. An application for a license should be filed with the DEP. (Select Board) B.

**Solid Waste**

Northport generates approximately 740 tons of solid waste per year, including about 185 tons of demolition debris, "white goods" (major appliances) and tires. The landfill is on a 56 acre site. The landfill is open two days per week and is covered at least once a week. Demolition debris and white goods are stored in separate areas away from the other solid waste. Wood is burned periodically as permitted by the Department of Environmental Protection (DEP).

The Town must modify its waste disposal system. The 114th Maine Legislature enacted P. L. 1989, Ch. 585, signed by Governor John McKernan, which established an integrated waste reduction, recycling and management program run by the Maine Waste Management Agency. The State priorities for solid waste management include the

following:

1. Reduction, including both the amount and the toxicity of waste;
2. Reuse (the use of more durable and less throwaway products);
3. Recycling (reprocessing of waste and creation of a new, usable material other than fuel);
4. Composting of biodegradable waste;
5. Processing which reduces the volume of waste needing disposal including incineration and waste-to-energy technology; and
6. Disposal in an approved landfill.

It is becoming increasingly costly to run a landfill. The Town spent about \$6,300 to operate the landfill in 1989. In 1988, accumulated white goods were compacted and removed at a cost of \$8,000. In August 1990, an additional \$900 was spent to remove white goods.

#### *1988 Public Opinion Survey*

The 1988 survey stated that in the future Northport will have to close its landfill. Year-round (63.5%) and seasonal (63.4%) residents felt the best alternative was "best energy conservation/lowest environmental impact" if the landfill must be closed. The "lowest average tax burden over ten or more years" was favored by 13.5% of year round residents and 17.2% of seasonal residents. The "lowest short term tax burden" was favored by 8.2% of year round and 5.4% of seasonal residents.

#### *Planning Implications*

Northport is facing new landfill regulations enforced by the DEP and the requirements of the Maine Waste Management Agency. With population growth in town, there will be more waste generated.

The Town formed a Solid Waste Committee in 1989 to address its solid waste problems. The Committee explored two alternatives to dispose of solid waste: obtaining a license for a landfill on its present site or joining the other five towns in the regional Belfast Area Disposal District (BADD), which was looking into a transfer station to be located in Belfast that would transfer waste to the Penobscot Energy Recovery Company (PERC) waste-to-energy plant in Orrington or an approved landfill. Belfast withdrew from BADD on October 16, 1990. In early 1991, the BADD met and voted to send its remaining funds to a recycling center. Belfast opened its own transfer station and recycling center on February 18, 1992. The center is presently open to Belfast residents only. Belfast's non-recyclable materials are taken to PERC.

Northport's Solid Waste Committee divided into two sub-committees, a Landfill Committee and a Recycling Committee. The Landfill Committee originally investigated an "attenuation" landfill at the present site and later explored re-licensing the existing landfill. By May 1992, the DEP had persuaded the Landfill Committee that re-licensing

was improbable because of prior groundwater contamination. A transfer station and disposal at PERC is now under evaluation. The DEP has informed the Town that the present landfill must be closed by December 31, 1992. A portion of the land may be able to be approved as a "stump dump" for brush, stumps and demolition/construction debris.

The Recycling Committee decided that Northport is too small to operate a recycling center on its own which would require hauling the recyclables to another site for forwarding to markets. With respect to waste reduction, the Town has pursued voluntary recycling to start. All recycled material was going to the Waldo County Recycling Project in Belfast. As of January 1, 1992, Belfast is no longer accepting non-resident recyclables so all such materials are being land-filled. The Committee is awaiting Belfast's decision regarding opening of their recycling center to non-residents, which could allow Northport residents to use it on a "per ton" or similar basis. Alternatively, a system such as that recently adopted by Morrill would institute door-to-door pickup in Northport with residents purchasing stickers to be placed on each bag of non-recyclable material while recyclables would not require a sticker. Other than within Bayside, where the Northport Village Corporation has door-to-door pickup, most Northport residents take their own trash to the landfill. A recycling education/incentive program has been instituted at the Drinkwater School.

*Recommendations – Implementation Strategies (Solid Waste)*

The Town should continue its two-pronged approach to long-term solid waste management (solid waste disposal and recycling). Transfer of solid waste to PERC appears to be the only viable alternative and should be pursued to obtain the most favorable contract. A transfer station, demolition debris site and sludge disposal site should be licensed. (Landfill/Recycling Committees, Select Board, Town Meeting) Ongoing.

Continue negotiations with Belfast regarding use of their recycling facility by Northport residents. At the same time, prepare a plan to handle recycling at a Northport transfer station. Choose the best alternative. (Landfill/Recycling Committee, Select Board) Ongoing.

**Police Protection**

Northport is serviced by both the Waldo County Sheriff's Department and the Maine State Police. According to the Waldo County Sheriff's Department, there is a patrol car on Northport roads once every four hours. Part of the county tax that the Town pays supports the Sheriff's Department.

Waldo County and Northport are under the jurisdiction of Troop D, Maine State Police, stationed in Thomaston. The State Police have said they have two units in Northport at most times.

Northport also has a Constable, appointed by the Select Board to a one year term. The Northport Village Corporation hires a part-time summer policeman, whose activities are overseen by the Board of Overseers and the Law Enforcement and Water Safety Committee. His primary duties are traffic control (control of speeding), crime prevention (breaking and entering), and preventing disorderly conduct at public areas such as the wharf and beach. Because he is part-time, his off-duty times are soon learned by teenagers and much antisocial behavior takes place when the policeman is not present. The Bayside policeman has a radio and can summon assistance from other law enforcement personnel as needed.

#### *1988 Public Opinion Survey*

Over 50% of the people who responded to the survey, both year round and seasonal, felt police protection was adequate. Of year round residents, 29.4% felt it was inadequate, compared to only 5.9% of seasonal residents. No response was made by 20% of year round residents and 39.2% of seasonal residents.

#### *Planning Implications*

Except for residents of Bayside, there would seem to be considerable concern over the adequacy of police protection in Northport. It is clear from recent activities in Bayside that the presence of an officer is important, and that enforcement should be full-time. Protection against mischief should also cover Wyman Park. If the Town chooses to form a Police Department, the Town police officers, on completion of training, should serve the Town for at least five years. The experience of nearby towns such as Camden, Rockport, and Thomaston, which have full-time Police Departments, should be studied to gain an idea of the costs and benefits of such a level of law enforcement. With the growth that is now happening, both the Sheriff and State Police may be unable to provide adequate local protection.

#### *Recommendations – Implementation Strategies (Police Protection)*

Northport should consider establishing a police department, with Bayside retaining its part-time police coverage for the summers. (Select Board, Town Meeting) B.

#### **Fire Protection**

The Northport Volunteer Fire Department was incorporated January 1, 1948. It is covered by the Town's insurance, but reimburses the Town for its portion of the premium. The fire house is rented from the Town for \$1.00 per year. Only Bayside has fire hydrants (four) connected with water mains. Under mutual aid, the Belfast Fire Department covers Bayside and the northern part of Northport while the Lincolnville Fire Department covers the southern part of town. Other towns would also respond in the event of a major fire. The Northport Volunteer Fire Department was rated Class 9 (up from Class 10) by the ISO Commercial Risk Services, Inc. in November 1984. This allowed a discount for fire insurance policies for commercial properties in Northport.

Northport's Fire Chief is elected each May for a one year term and is sworn in, along with all other members of the Department, by the Town Clerk. William H. Paige was the 1991 Fire Chief. The Chief attends many out of town training sessions in order to pass on needed training and information to his volunteers, but is not reimbursed for his expenses.

In common with many other volunteer fire departments, it has become increasingly difficult to recruit and train additional volunteers. Because of insurance considerations, not everyone is allowed to drive the fire trucks, thereby doing away with the "first one to the fire house drives the truck to the fire" system. As more people work out of town, they have less time for training and fewer are normally available to answer fire calls.

There are about 20 to 30 fire calls a year (31 in 1991). The Department received private donations of \$1,671 during 1989. At the March 1990 Town Meeting, \$6,227 was voted to reimburse the Department: \$4,227 for radio purchase, with \$2,000 being placed in the fire truck reserve fund. However, the 1989 Fire Department expenses exceeded income by \$5,297. In 1990, Fire Department expenses totaled \$10,935. At the March 1991 Town Meeting, \$1,000 was voted for the NVFD, with \$2,000 being voted towards the Fire Truck Replacement Fund, which had a February 1, 1991 balance of about \$26,239. No payments are made to Fire Department members to answer calls, only for burning of fields, etc. which is repaid by the State.

In 1990, it was determined that part of the fire station was not on Town-owned land. The building remains at its present location by an informal agreement with the land owner.

Fire Lane signs had not been ordered as of June 1992. The necessary mapping is anticipated to be done during the summer of 1992.

#### *1988 Public Opinion Survey*

The survey indicated that 74.7% of year round and 34.4% of seasonal residents felt the Fire Department is adequate, while 12.4% of year round residents and 15.6% of seasonal residents felt it is inadequate. No response was made by 12.9% of year round and 30.6% of seasonal residents.

#### *Planning Implications*

There is only one fire station and with continuing growth and Bayside's closely spaced housing the ability of the Volunteer Fire Department to adequately serve the entire town is decreasing. What if the majority of volunteers are out of town when a fire call comes in? Successful operation of a volunteer fire department depends on having enough men (and women) locally available to answer the calls.

Less than one-tenth of the amount spent by the Northport Volunteer Fire Department in 1990 was voted for 1991 by Town Meeting. With the donation of time by the volunteers,

they also face a large burden of fundraising to keep their equipment updated and their bills paid.

Given current prices for fire trucks, even used ones, \$2,000 per year does not go very far towards the probable purchase price. The long-term replacement of fire trucks seems to be inadequately funded.

*Recommendations – Implementation Strategies (Fire Protection)*

The Select Board should meet with the Fire Chief at least annually to assure the continuity of the Volunteer Fire Department and assure the adequacy of staffing, training and equipment replacement. (Select Board) Ongoing.

Due to the increasing cost of fire fighting equipment, the Town, after consultation with the Fire Chief, should increase annual funding if needed to replace fire equipment on a timely basis, to keep favorable insurance ratings and provide the volunteers with the equipment they need to do their jobs. (Fire Chief, Select Board, Town Meeting) A.

The Town may wish to consider, after consulting with the Fire Chief, paying the volunteers for their training and fire calls. This would still be less expensive than a paid fire department but would encourage volunteers to take more training and would replace lost income when they are training or on call. (Fire Chief, Select Board, Town Meeting) A.

Complete the designation of every road in Northport as a fire lane and install the necessary signs. Fire lane maps of the town, with every building and fire lane, would be placed in each volunteer's home and the fire station. (Fire Department) A.

Develop a network of dry hydrants located within a short drive of all parts of the town. They could be required by ordinance as part of the development of new, major subdivisions. Access would be deeded to the Town and the Town's insurance would cover all liability. (Planning Board, Town Meeting, Fire Department) B.

Study the need for more than one fire station to help cover the town. If a second fire station is constructed, a location near the intersections of Route One, Old Atlantic Highway and Rocky Road would provide a short response distance to such areas as the school and Bayside. (Select Board, Fire Department, Planning Board, Town Meeting) C.

**Heath Care Services**

Northport has no physicians' offices. However, excellent health care services and facilities are available in Belfast where the 49-bed Waldo County General Hospital is located. The 106-bed Penobscot Bay Medical Center is located about 20 miles south in Rockport.

Waldo County General Hospital (WCGH) offers a complete range of diagnostic and

therapeutic services through its equipment and active medical staff. These include: anesthesiology, cardiology (including EKG), emergency medicine (24 hour coverage), family practice, gastroenterology, general surgery, obstetrics/gynecology, internal medicine, nephrology (including renal dialysis), oncology (chemotherapy services), ophthalmology, orthopedics, pathology, pediatrics, radiology and urology. Laboratory services, physical, occupational and respiratory therapy, and speech and hearing services are also available. Magnetic resonance imaging (MRI) will be available in 1992.

There are 25 physicians and surgeons on the WCGH's active medical staff; most of whom have private office practices in the Belfast area. Two chiropractors have offices in Belfast and two osteopathic physicians have offices in Knox County.

On November 12, 1990 a new Emergency Services facility opened at the Waldo County General Hospital to provide space for the increasing use of Emergency Services. Additional construction was completed in 1991. This added EEG/EMG, CT scanning and laser eye surgery capabilities.

Northport is well situated with respect to more advanced hospital services. It is within one hour of Eastern Maine Medical Center in Bangor and Mid Maine Medical Center in Waterville. It is only two hours from Maine Medical Center in Portland, Maine's most advanced health care provider.

Home health care and homemaker services are available to the sick and elderly in Northport. Kno-Wal-Lin and Waldo County Health Care Services have offices in Belfast and offer separate, but similar, competing services. Kno-Wal-Lin offers a broad spectrum of services including home nursing, physical therapy, foot therapy, speech and hearing therapy as well as homemaker services. Waldo County Health Care Services is part of the Waldo County General Hospital and is more concerned with nursing services associated with hospital discharge therapy.

The Veterans Administration has a hospital at Togus, near Augusta, which includes 295 beds, of which 126 are for psychiatric care. There are also a 60 bed nursing home, and outpatient clinics for physical and mental illnesses. Veterans, including World War II merchant mariners, may obtain health care for service-connected disabilities or in cases of financial eligibility. Togus serves about 100,000 outpatient visits annually.

There are many other health-related organizations serving the needs of Northport residents. New Hope for Women, providing crisis counseling for battered women, has an office in Rockland and a 24-hour hotline (594-2128). They also provide shelter in a network of safe houses. A. A. / Alanon have groups in Camden (236-2013) and Belfast (338-1496). Family planning, testing, treatment for sexually transmitted diseases and counseling are available through clinics in Rockland (594-2551) and Belfast (338-3736).

The Waldo County General Hospital also supports a hospice program for the terminally ill. The Waldo County Hospice program works with 25 to 30 patients/members on a part-time basis providing counseling and emotional support.

Mental health care is available to Northport residents through two agencies: the Mental Health Unit of Penobscot Bay Medical Center in Rockport and the Mid Coast Mental Health Center office in Belfast. The former is an in-patient service while the latter operates on an out-patient basis. Maine lags the nation in mental health care on a statewide basis. However, Mid-Coast Maine is better off than other rural parts of the state, not only with the extent of services available, but with the degree of cooperation between health, education and law enforcement agencies. However, mental health care has severe limitations. Out-patient resources are very limited compared with local needs.

Northport receives its ambulance service from Belfast. People who choose to be transported to Penobscot Bay Medical Center in Rockport pay the Camden ambulance service. In 1990, Northport paid \$500 per year to Belfast for ambulance service. Belfast also charges a per mile fee for their services which are paid for by individuals who can afford to pay, or by the Town for those unable to pay. Most of Northport uses the Belfast service. It operates two ambulances which are staffed by paid (per call) volunteers. Ninety percent of this staff has EMT training in addition to all having had basic first aid training. The ambulances are equipped with cardiopulmonary resuscitators "CPR Thumpers". Volunteer fire departments in the area are participating in First Responder training to improve the quality of emergency medicine between first response to need, transportation to medical services and transfer of care to a physician.

There are two nursing homes in Belfast: the new 70-bed Tallpines Health Care Facility and the older 60-bed Bradbury Manor. In addition there are the 200-bed Camden Health Care Center and the 30 bed Camden Nursing Home in Camden, the 50-bed Rockland Convalescent Home and the 44-bed Knox Center for Long-Term Care in Rockland. Discussions with the administrators of these facilities in the summer of 1990 indicated that while most homes were running full waiting lists, periods for admission were less than three months long.

These area nursing homes are subject to a general problem facing this segment of the health care industry. Hospitals are discharging sicker patients today because of DRG (Diagnosis Related Group) restrictions on Medicare reimbursement. As a result, nursing homes are caring for an older, sicker and less ambulatory population that is putting increasing pressures on nursing home staffs. There is no evidence this has reduced the quality of care in local nursing homes, but it certainly has changed the character of these homes.

### *Planning Implications*

By and large, Northport residents have better than average health care facilities, services and personnel available to them. While none exist within the town, they are available in Belfast, Camden, Rockport and Rockland; all centers of commerce to which Northport residents regularly turn for other goods and services.

The Waldo County General Hospital is a major focal point for medical services available to Northport residents. It is efficiently administered and continues to attract a growing staff of well trained physicians and surgeons. It appears as if there will be no serious shortage of health care services over the next five to ten years. The one weak area is mental health, but this weakness is beginning to get greater attention, but less funding, at the State level.

While Northport does not currently need its own ambulance service (nor could it support one at present), the Town should remain aware of the burdens placed on the Belfast and Camden ambulance services, both of which serve more than their namesake municipalities. The Town should be prepared to augment these services if they become overburdened, perhaps through an additional Northport-based ambulance operated by the Belfast or Camden service (to take advantage of economies of scale for administrative and supply functions).

*Recommendations – Implementation Strategies (Health Care Services)*

Continue support of regional health care institutions which rely partially on municipal funding. (Town Meeting) Ongoing.

Continue financial assistance to the Belfast ambulance service and study whether the Camden ambulance which serves Northport residents should also be funded. (Select Board, Town Meeting) Ongoing.

The Town may wish to implement a First Responder program, either through the Northport Volunteer Fire Department or through individuals interested in acquiring the training. (Fire Department) A.

**Cemeteries**

Northport has two public cemeteries. The East Northport Cemetery is located west of Route One about two-fifths of a mile south of the Little River Bridge on the north side of Horse Jockey Lane. It is approximately 400' x 200'. Just over one acre was purchased by Town Meeting vote in 1980 (this land extends to Route One but may not be used for burials). As of March 15, 1991, 439 are listed as buried there. Additional lots are listed as owned by families but may not be used, some markers have no dates.

The Beech Hill Cemetery, also known as The Cove Cemetery, is on the south side of Beech Hill Road near Route One, opposite the old Cove School House, now the Northport Town Office. In 1831, this lot was deeded to the Methodist Episcopal Society and then to the Northport Ladies Aid after the church burned in 1864. In 1875 it was transferred to the Town and in 1877 an additional 1/10<sup>th</sup> of an acre was bought from Mary T. Elwell. The lot is now about 500' x 200'. There are approximately 529 buried there, some markers have no dates. Recently, roadways within the cemetery have been used for burials as space is severely limited.

Concern has been expressed that the cemeteries are not being well maintained and that veterans' graves are not maintained as required by law.

Aside from the two public cemeteries, there are two others considered public and many private in Northport, a few of which may be public responsibilities as they may have graves of veterans of the American Revolution or any war through to the present and are mandated by the State to have perpetual care by the Town.

Pitcher Cemetery, located on the Pitcher Pond Road on a hill at the left of Pitcher Pond Lane, is considered public although there is no record of a transfer to the Town from the Pitchers. Because Revolutionary War veterans are buried there, the Town has the responsibility for upkeep of these graves and should keep this cemetery in good repair. This cemetery is approximately 100' x 200'. It is reached by a footpath just before Sucker Brook. About 24 are buried there.

Knight's Pond Cemetery is located on the south side of Knight's Pond Road on the Knight's farm between the farmhouse and the pond. According to the Town Clerk, this has a perpetual care fund and is a responsibility of the Town. The cemetery is privately owned and measures about 100' x 100'. All lots are full.

#### *Planning Implications*

With today's increased mobility, there may be fewer Northport residents who will be buried in private, family cemeteries and more who may wish their remains interred in public cemeteries in Northport. As Northport attracts more retirees, the chances that they will wish to be buried here may increase.

#### *Recommendations – Implementation Strategies (Cemeteries)*

Investigate the availability of suitable land near existing public cemeteries for possible future expansion. Land adjacent to the Beech Hill Cemetery is considered to be the most suitable for cemetery purposes. According to the Town Clerk, about 26 lots remained for sale in Town owned cemeteries as of March 1991. It has been suggested that Town owned land near Knight's Pond also be studied for a possible future cemetery. (Select Board, Planning Board, Town Meeting) C.

Appoint a Sexton to care for the cemeteries; the position is currently vacant, the duties being assumed by the Select Board. (Select Board) A.

Review policies on lot prices and perpetual care to make the cemeteries self-supporting, to the extent possible. (Select Board) B.

Other private cemeteries in Northport include:

1. Rhoades Cemetery - behind Harold Nealey, south side of Beech Hill Road

2. Wadlin Cemetery, also known as Prescott Hill Cemetery, on north side of Prescott Hill Rd.  
Getchell-Flanders Cemetery on Beech Hill (Mt. Togo) opposite Beech Hill School site
3. Collier or Everett Bird Cemetery, one-half mile west of Beech Hill school site, south side of Beech Hill Rd. on A. L. Stewart land
4. Woodbury Cemetery, one-eighth mile off south side of Beech Hill Road
5. Patterson Hill Cemetery, on south side of Hart Road
6. Farrah Cemetery, on Mason Stevens Rd. on Belmont Town Line
7. Brown's Corner Cemetery, on Horse Jockey Lane
8. Lear Farm Cemetery, on north side of Herrick Bog Road
9. Whitmore Farm Cemetery, west of Route One
10. Waddington-Bullock Cemetery, off Pitcher Pond Road near Lincolnville Town Line

Sources: Northport Town Records; Leon Barton report 11-15-88; Maine State Law, Cemeteries, Title 13, Sec. 1101; Northport, Waldo County, Maine Cemetery Inscriptions for John Cochran Chapter, Daughters of the American Revolution; plot plans from Town Records.

### **Postal Service**

There is no Post Office in Northport. Mail service is provided from Belfast and Lincolnville Beach Post Offices. Belfast serves about 390 addresses in Northport with two routes. Lincolnville serves the southerly portion of town extending generally to Saturday Cove, Beech Hill Road and as far as Greenlaw's Corner on Route 52.

According to Lionel Douin, Postmaster at Belfast, it is unlikely that a full-service Post Office could be established in Northport. However, if a number of residents in such closely developed areas as Bayside were willing to give up their home (Rural Route) delivery, a Centralized Mail Delivery Area, such as are found in some subdivisions, mobile home parks and major commercial buildings, could be established in Northport. In some cases, these are staffed by Post Office personnel on a limited time basis; others are equipped with stamp vending machines to provide some of the services now available to Rural Route customers.

### *Recommendations – Implementation Strategies (Postal Service)*

It may be possible to include a Centralized Mail Delivery Area in some future "Town Center", either in a public or private building. However, such a facility would have to be planned with the assistance of the U. S. Postal Service and may require giving up some conveniences presently available to Rural Delivery customers. A written request to the Belfast Postmaster could initiate Postal Service consideration of this option. (Select Board) D.

## Electricity

Northport's electric power is supplied by Central Maine Power, unfortunately from separate power districts, Belfast and Rockland. The dividing line between the two districts runs east-west from Penobscot Bay just north of Temple Heights to just south of the Pitcher Road (Ramsey Road) - Priest Road junction; then turns south-west crossing Beech Hill Road (Bird Hill Road) near the southern termination of Pitcher Road (Old Mill Road). Each district's power lines terminate at or near the dividing line and several public (maintained) Northport roads contain significant gaps in power transmission. In Saturday Cove, the Priest Road extension has no power lines on its eastern end. Pound Hill Road, Bluff Road (Mt. Percival Road) and Shore Road all have extensive gaps just north of Temple Heights. Another major area without power lines centers on Oak Hill, and the four roads that intersect there. Pitcher Road (Ramsey Road), Herrick's Bog Road, Priest Road and Flanders Road (Ramsey Road) all have a section without power lines. Flanders Road has no power lines its entire length. Similar problems exist on the northern section of Beech Hill Road (Bird Hill Road), Rocky Road at Route One, and the recently constructed section of Bluff Road at Mt. Percival.

Any new construction, residential or commercial, in areas without power lines would generate excessive cost for all utilities, electric power, telephone communication and cable television (CATV) and should be considered in any future development recommendations.

The rates for power line extension as of February 15, 1990 were as follows:

1. The first 300 feet per customer off a public road (maintained) with primary power line is free.
2. The distance in excess of 300 feet up to 2,000 feet requires, per customer, a charge of \$.07 per foot each month for five years from the date of installation. Exception - if the power extension terminates on a private rather than public road, the limitation is 1,000 feet, the balance moving into category 3.
3. If distance in excess of 2,000 feet requires additional pole installation, larger step-down transformers etc., costs accelerate per the following formula:
  - A. A one-time fee of \$5.00 per foot above 2,000 feet.
  - B. A state tax of 33.5% on the total charge under A.
  - C. A monthly maintenance fee to run for the life of the installation based on the following formula:

The total excess footage charge (A) x 14.8 divided by 12 =  
monthly maintenance charge.

The fees in category 3 are for the total installation, not "per customer" and costs for individual home owners are reduced if several houses are connected to the service either simultaneously or later.

The line installation costs penalize the isolated home owner. For example, the owner of a

home 3,500 feet (.625 miles) from a public road would pay a one-time fee of \$5,000.00, \$1675.00 state installation tax, \$119.00 monthly for five years and an additional \$61.67 monthly maintenance charge for the life of the installation - all in addition to the monthly "light bill". The total five year cost for this power line installation would be \$17,515.20 with the monthly maintenance fee continuing until the owner died or the home sold. In light of the costs of bringing power to presently un-served areas, compact, high density development and subdivisions should be located close to existing lines.

Power for possible future industry in Northport presents another problem. Three-phase power in the northern part of Northport is of low amperage and terminates at the Northport Village Corporation's (Bayside's) waste water pump house located on Bluff Road. It would not serve expanded industry in this area. From the south, three-phase power is available along Route One from the Lincolnville line to the Brace Estate (the three-phase power runs by underwater cable to Islesboro) and could be easily provided northerly to the vicinity of Beech Hill Road using largely existing lines.

Further, Northport has no substations (high primary voltage), the nearest being located in Belfast's "East Side". Any industry requiring three-phase power to run heavy, high horsepower motors, could be located in the north end of Northport close to the Belfast City line. Three-phase power has been extended to the industrial park located at Belfast City Airport. Industry could also locate in the southerly part of Northport, along Route One. Further 3-phase power for Northport most likely would entail high voltage transmission towers or poles south from Belfast or north from Beech Hill Road, an extremely expensive proposition for small industry. Extension of pole lines to currently un-served areas is quite expensive. Similarly, provision of three-phase power, as required by many industrial users, would need new lines that do not now extend into many areas of Northport. It is unlikely that Northport will become the location of any large industrial users, unless they were large enough to generate their own power or to absorb the installation costs.

Unlike water lines, which are commonly interconnected to equalize pressure and volume and to enable breaks to be bypassed to maintain service, the electric lines in Northport cannot be interconnected. The Belfast and Rockland Districts of Central Maine Power obtain their power from different generating stations. Therefore, the "cycles" of the alternating current may be out of phase. Unless this changes, there can be no interconnection of the power lines in Northport.

*Recommendations – Implementation Strategies (Electricity)*

Adopt a zoning ordinance which would allow locating any future development which might need three-phase power close to available three-phase power. (Planning Board, Town Meeting) A.

Growth Areas should be near existing power lines. In all areas now served, location of new users fairly close to public roads would yield large cost advantages, as would clustering of the users in fairly close proximity to shorten the utility runs. The zoning

ordinance should consider these factors. (Planning Board, Town Meeting) A.

**Telephone**

New England Telephone (NET) records data by exchange rather than political division. The "338" exchange includes Northport, Belfast, Swanville, Monroe, et al., thus Northport customers cannot be isolated.

New England Telephone does not charge for installation of lines in a subdivision, under the assumption that most residents will eventually have telephones. An exception is for underground lines, for which the developer or customer pays for the trenching and conduit, while NET supplies the cable. The developer or customer is also responsible for maintenance of the conduit.

For individual subscribers, NET will extend lines one-half mile along public roads at no charge. Beyond one-half mile, a charge of \$70 per 0.1 mile is charged if the pole line is shared with the power company; or \$105 if NET supplies its own poles. For extension of lines onto private property, two poles are provided at no cost to the subscriber. Beyond that distance, a per pole charge is made of \$70 with shared poles or \$105 without power lines. (Because of the small area served by the Lincolnville Telephone Company, their rates were not investigated.)

March 1990 New England Telephone rates and services are outlined as follows:

Basic Service, Private Line: \$11.27 per month  
Basic Service, Party Line: \$8.35 per month

Present Long Distance Carriers:

American Telephone and Telegraph  
MCI  
U. S. Sprint  
International Telephone and Telegraph  
American Long Distance  
First Phone of New England  
Telephone International

Additional Services Presently Available:

Touchtone  
Pine Tree Service - reduced rates for calls within the state (hour restrictions) and Selective Calling Service - reduced rates for calling within a 30 mile radius (hour restrictions).  
Call Waiting, Call Forwarding, Three-way Call, and Speed Calling.

Some of the southern part of Northport is served by the Lincolnville Telephone Company. Their "789" exchange extends north along Route One to the vicinity of the Massachusetts House and Campground, which they serve. Under "Municipal Calling" service, Northport residents on the Lincolnville exchange can call other Northport residents without an additional toll charge, even if they must dial "1" to reach the number. The telephone company should be notified if subscribers are being billed for toll calls within any municipality. However, calls from Lincolnville Telephone Co. subscribers in Lincolnville to NET subscribers in Northport require a toll charge, and vice versa. The Lincolnville Telephone Company provides "911" emergency numbers connected to the Camden dispatcher for fire, ambulance, first responders, and volunteer firemen for their subscribers in Northport, Lincolnville, Searsmont and Hope.

### *Planning Implications*

Although Northport is served by two telephone companies, the "Municipal Calling" service allows the communication that normally helps bind a community together. However, there is no "911" emergency calling service currently available in most of Northport, that part served by NET. This service can be extremely valuable in the event of an emergency. The costs of telephone installation are reduced where the telephone company uses the poles placed by the electric utility. There is no additional charge for the telephone wires once the pole line is paid for.

### *Recommendations – Implementation Strategies (Telephone)*

The New England Telephone subscribers, perhaps joined by those in the other municipalities served by the "338" exchange, may wish to request "911" emergency calling. This can be provided once modern, electronic switching is available in the "338" exchange. (Select Board) B.

The Town may wish to petition the PUC to add Lincolnville to the Northport local calling area. One can make a local call from Northport to Monroe and Searsport but persons on the opposite sides of Pitcher Pond cannot call each other without a toll charge. (Select Board) A.

### **Cable Television (CATV)**

Because the high hills limit ground station and satellite reception in some areas of town, many residents have expressed interest in obtaining CATV. Following the 1989 Town Meeting vote, the Select Board solicited bids for a Northport cable television system. Three proposals were received.

An eight member CATV Committee was formed to analyze these proposals and make recommendations concerning installation costs, technical systems, which public roads would not be covered, required density per mile, etc. This last point especially concerned the Committee which feels that all residents should be able to secure a hook-up at the

nearest public road.

A contract was signed with Grassroots Cable System, Portsmouth, N. H., in June 1991. Installation of CATV lines was to be completed within 18 months. However, the company has been unable to obtain financing and no work had started as of June 1992.

# RECREATION

## INVENTORY

Northport's forests and fields, ponds and Penobscot Bay frontage, offer outdoor recreational opportunities for both residents and visitors. However, nearly all of this open land is in private ownership and therefore not necessarily available for use by other than the owner and invited guests. Land and facilities which are either publicly owned or open to the public are shown in Table 1:

**Table 1: Open Space and Recreation Facilities**

NAME	FACILITIES	MAP/LOT NO.	OWNER	AREA
Bayside Old Atlantic Highway	Right-of-way	U-3/15-16	Town	16' wide 800' long
Birchcrest	Right-of-way	U-21/19	Town	40' wide 82' long
Durham Forest	None	R-1/30, 31	State	103 Ac.
Golf Course	Golf course, Clubhouse	U-4/25	Northport Golf Club	135 Ac.
Ruggles Park	Wharf, beach, picnic area	U-5/140, 141	NVC	2.2 Ac.
Saturday Cove	Access (un- developed)	U-13/1	Town	1.9 Ac.
Saturday Cove	Right-of-way	U-13	Town	16' wide
Temple Heights	Right-of-way	U-12	Town	35' wide
Wyman Park	Beach, picnic area	R-8/68	Town	154 Ac.
St. Clair Preserve (at Knight's Pond)	None	R-7/51,53	The Nature Conservancy	151 Ac.
		R-7/54 State	(I.F. & W.)	6 Ac.
Old Massachusetts Campground	Campsites Rental cabins	R-8/45	Private	6.5 Ac.
Northport Trailer Park	Campsites, rec. facilities swimming pool	R-5/26	Private	30 Ac.
Blue Goose	Recreation hall (dancing, auctions)	R-4/43	Private	2.5 Ac.

Source: Northport Assessor's Records, 1990.

A description of the individual areas and facilities follows:

### **Wyman Park**

Wyman Park is located on Knight's Pond, at the end of Knights Pond Road, which is off Beech Hill Road. The property containing the beach was purchased by the Town of Northport following a vote at the 1967 Town Meeting. Knight's Pond has a surface area of 109 acres and a watershed area of 847 acres, of which 94 % is in Northport and 6 % is in Lincolnville. The Department of Environmental Protection rates the water quality as "Moderate/Stable".

Only minimal facilities have been constructed at the park and these have been subjected to vandalism over the years. The remoteness of the park makes law enforcement difficult.

### **Knight's Pond (St. Clair Preserve)**

The land on Knight's Pond, two parcels owned by The Nature Conservancy, includes most of the northeasterly and southwesterly frontage of the pond. An additional small parcel, including a small peninsula on the southwesterly shore, is owned by the State and managed by the Dept. of Inland Fisheries and Wildlife. Access is available from Knight's Pond Road and a right-of-way across private land. The land is undeveloped.

### **Saturday Cove**

The cove was the former site of a brickyard and wharves; the timber crib remains of the latter can still be seen at low tide. As the most suitable sheltered place for coasting vessels to load and unload, the cove was the site of an early settlement in Northport. Later, a steamboat wharf was established on the point on the southerly side of the entrance to the cove. The cove has silted in over the years and is currently used by only a few commercial lobster boats and recreational boats. An informal ramp is located near the head of the cove on the southerly side, but the lack of water makes it unusable except near high tide.

At a Special Town Meeting in 1989, the Town voted to acquire property along the southerly side of the cove. At the 1990 Annual Town Meeting, it was voted, ". . . to appoint a committee to study planning and development and overseeing the Saturday Cove Property (The Ames Property) purchased at the Special Town Meeting." The Saturday Cove Committee began meeting in the summer of 1990 and has made plans to improve the shore facilities, dredge, provide space for local lobstermen to keep their bait and gear, and improve the launching ramp. They would like to recreate the appearance of what was there in the past and keep it primarily for the use of local residents. During the summer of 1992, construction began on a pier which will eventually include a ramp and float.

Use of the former right-of-way to the steamboat wharf has been contested by abutting property owners. The Town is in the process of working out a mutually suitable agreement which will probably result in retaining public access but prohibiting parking (the strip is shown as 16' wide on the Tax Maps). The wharf no longer exists.

### **Drinkwater School Shore Access**

The Town owns a right-of-way, shown as 16' wide on the Tax Maps, running along the boundary of the Drinkwater elementary school property. This provides public access to tidewater from Bayside Road and Old Atlantic Highway. The property is unimproved except for an informal footpath. A second right-of-way is owned by the Town in the Birchcrest subdivision. This is also unimproved.

### **Northport Village Corporation (Bayside)**

According to the 1989 Bayside (NVC) Comprehensive Plan, the Northport Village Corporation, “. . . owns 15 parcels of land including the wharf, developed parks, undeveloped parcels and the Community Hall. In addition the NVC received, in transfer from the Wesleyan Grove Camp Meeting Association, a number of paths and walkways which over the years have slowly been absorbed by abutting property owners" (Page 63). Public use of the developed facilities, including the beach, wharf and launching ramp, is allowed. The NVC hires personnel each summer to oversee the beach and wharf. The Yacht Club organizes yachting events, sailing classes and many of the summer social activities in Bayside. Collectively, the public (NVC) open spaces of Bayside are an important visual and social feature of the village and the town.  
Northport Golf Club

The nine-hole golf course, abutting Bayside and Bluff Roads, is the largest single parcel of land in the Northport Village Corporation area. The public is welcome to use the course and club house.

### **Durham State Forest**

The Durham Forest is located on both sides of Rocky Road in the northern part of Northport, west of Route One. It is managed by the University of Maine, with income from the land providing a scholarship for forestry students. There are no facilities but the land is open to the public.

### **Old Massachusetts Campground**

This campground is privately owned and operated.

### **Northport Trailer Park**

This campground is privately owned and operated. Facilities include a swimming pool for campers.

### **The Blue Goose**

This building, on Route One, is a local landmark. It has been the site of dances, auctions, other public functions and Northport's Town Meetings. It attracts customers from all of Waldo County and other areas. It is privately owned and operated.

### **Edna A. Drinkwater School**

While not a recreational facility in the usual sense, the school grounds are open to the public and, when not in use by school children, are available for non-school use. Facilities on the school grounds include: a "go-round", monkey bars, swings, basketball hoop and paved court, softball/baseball field with backstop, and, in season, an ice skating rink on the lawn near the road. Other than school programs, there are (January 1992) no organized sports programs using these facilities.

### **Other Possible Public Lands**

At least two additional rights-of-way to Penobscot Bay are claimed to have existed in the past, one adjacent to Little River from Route One and one from Route One in the southern part of town about opposite the Stratton Estates subdivision. The former is now posted as private property and the latter does not show on the tax maps.

### **Regional Recreational Resources**

The 1988 Maine Assessment and Policy Plan for Outdoor Recreation, prepared by the Department of Conservation, Bureau of Parks and Recreation, lists many recreational attractions within easy reach of Northport. The Mid-Coast area contains a total of 24,853 acres of outdoor recreation land in Federal, State, municipal and other ownerships. (Table IV-14, page IV-20).

Within the Belfast Urban Area, which includes Northport, there are 431.1 acres of trail/picnic area land per 1,000 residents. Eighty-five percent of this area is in Camden Hills State Park. Other regional parks include Lake St. George in Liberty, Moose Point in Stockton Springs, Fort Knox in Prospect, and Swan Lake in Swanville. The majority of freshwater beaches are located in Liberty and Swanville, while saltwater beaches are found in Lincolnville, Northport and Stockton Springs.

### **Indoor Recreational Facilities**

There is a lack of indoor recreational facilities in Northport, except for the organized activities of the Montville Grange (located on Route One) and the Community Hall in Bayside (seasonal only). Dances and other public events have been held at the Blue Goose throughout the year. There are no facilities and/or activities for children and youth. The facilities and programs of the Belfast YMCA are used by Northport children.

## PUBLIC OPINION SURVEYS

The 1988 Northport Opinion Survey found almost one-half of all respondents replying that recreation space was "adequate". However, 26.9% of year-round and only 7.5% of seasonal residents felt it was "inadequate". It is probable that the high level of summer recreational activity available to Bayside residents strongly affected the responses to this question.

The 1990 Questionnaire asked residents if the Town should investigate the possibility of acquiring land for public access to the north shore of Pitcher Pond. A slight majority (51%) supported this, with 37% answering "no". A similar response was received to a question regarding developing access to Penobscot Bay using currently unused rights of way. Comments indicated some concerns about public spending, a need to complete development of the Saturday Cove property, liabilities, and attracting more people.

## GOALS

The Guidelines for Maine's Growth Management Program require that local policies promote State goals. The goal relating to recreation is:

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

## POLICIES

It is recommended that the Town of Northport adopt the following policies regarding recreation:

To cooperate with the Northport Village Corporation in increasing recreational activities for all Northport residents

To make better use of existing Town facilities at Knight's Pond

To cooperate with Lincolnville to improve access, if needed, to Pitcher Pond

To consider public support, as appropriate, to recreational organizations in nearby communities such as Belfast which provide significant recreational opportunities, indoor and outdoor, for Northport residents

To encourage continued informal use of Northport's undeveloped land for outdoor recreation

To develop the recently purchased Town land at Saturday Cove for launching and eventual mooring of boats

To research public rights of way to Penobscot Bay (see Marine Resources section)

## RECOMMENDATIONS – IMPLEMENTATION STRATEGIES

Following each action, the persons or groups likely to be involved are listed, in parentheses. Each recommended action is also followed by an indication of priority.

A. = Within 1 Year

B. = Within 3 Years

C. = Within 4 Years

D. = Over 4 Years

Ongoing = Activity already underway or which could be commenced immediately and continued as needed.

Undertake legal research to determine the existence of public rights-of-way to water bodies now contested or missing from tax maps. As Northport's population increases, the access once provided by these rights-of-way will become more important to those lacking their own private waterfront land. Similarly, other access points (physical or visual) to water bodies may be worth closer examination and eventual development. (Select Board, Town Meeting) Ongoing.

Form a Conservation Commission. Such a commission could work with local landowners to obtain easements and gifts of land which could be used for outdoor recreation such as hiking and cross country ski trails. It could also assess, in detail, local needs for recreational lands which could eventually be purchased. For example, there is a fine view of Pitcher Pond from Route 52 which might offer the opportunity for a scenic overlook. A commission could also assist the Select Board in planning for the better use of and improvements to Wyman Park. (Select Board, Town Meeting) B.

The Harbor Committee, if it becomes a permanent committee, may wish to work with the Northport Village Corporation to assure continued use of waterfront facilities in Bayside by Northport residents. In the near future, the wharf at Bayside will require extensive repairs to keep it in usable condition for the range of activities which now use it (access to moorings via its dinghy float, fishing, sightseeing, center for much of the Yacht Club's activities). (Select Board, Harbor Committee, Town Meeting) Ongoing.

The Town may wish to consider appointing a Recreation Committee to work with local and regional organizations to provide more indoor and organized outdoor recreation opportunities for Northport's youth. (Select Board) D.

Cooperate with Lincolnville to evaluate needs for and, if needed, means of providing additional access to Pitcher Pond. (Planning Board, Select Board, Conservation Commission, Town Meeting) Ongoing.

Consider funding local recreational organizations which provide significant recreational opportunities for Northport residents. (Select Board, Town Meeting) Ongoing.

## **NATURAL RESOURCES**

### **INTRODUCTION**

Natural resources, the total natural environment, are the foundation for all subsequent human-made environments, the physical evidence of what we call "civilization". Broadly speaking, the natural resources of an area remain as major determinants of what forms civilization will take. While human ability to alter the natural environment has increased substantially since the Industrial Revolution, alteration is done at some cost, to both civilization and to the natural resource base. Northport's residents have, historically, relied on the natural resources of the area for agricultural products for sustenance and export for shipbuilding, for shellfish and finfish, and for a summer climate attractive to residents and visitors. While the relative economic importance of Northport's wood and agricultural products has decreased, the values of clean air, ground and surface water for domestic use, and the visual resource represented by Northport's forests, fields and shore frontage have probably increased. With this in mind, let us examine Northport's natural resources.

### **GOALS**

The Guidelines for Maine's Growth Management Program require that all municipalities adopt policies which will promote the State's goals. The following goals concern natural resources:

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

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

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

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

### **POLICIES**

It is recommended that the Town of Northport adopt the following policies regarding natural resources:

To protect the known sand and gravel aquifer from sources of pollution and promote protection of the town's other groundwater resources

To retain and enforce the existing protection around Knight's and Pitcher Ponds in order to protect their water quality

To protect, through zoning and subdivision review, the wetlands of the town

To encourage the retention of deer yards in their natural condition, particularly during subdivision review

To encourage the retention of active farmland and the continuation of forestry practices which will encourage the retention of forested lands, through subdivision and other development reviews

To encourage public access, with appropriate controls, to Knight's and Pitcher Ponds

Implementation actions, where appropriate, follow the inventory and analysis of each topic. The persons or groups likely to be involved with implementation appear in parentheses following the action. Each recommended action is also followed by an indication of priority.

A. = Within 1 Year

B. = Within 3 Years

C. = Within 4 Years

D. = Over 4 Years

Ongoing = Activity already underway or which could be commenced immediately and continued as needed.

## INVENTORY

### **Bedrock Geology**

Bedrock, or ledge, is the solid rock that underlies all parts of the Earth's surface. It is usually covered by soil and vegetation, but is sometimes visible on the ground surface. These places where it is visible on the surface are often called outcroppings, and are usually found on mountain tops, stream and river beds, and road cuts.

Why is bedrock geology important to a Comprehensive Plan? In general, bedrock geology affects mineral exploration, ground water studies, earthquake studies, and, more recently, radon gas studies.

#### *Existing Conditions*

The bedrock underlying Northport's landscape consists of metamorphic granites formed during the Ordovician-Cambrian and Devonian Periods, from 265 to 520 million years ago. The mountains formed during those times of dramatic geologic activity have since

been weathered, scoured, and eroded by wind, water, ice and time, producing the well-worn, rounded hills of Northport of today.

From generalized geologic maps of Maine, it can be determined that the bedrock in Northport is almost completely from the older Ordovician-Cambrian Period (360 - 520 million years ago). Along the coast and in the vicinity of Herrick's Bog, the bedrock is younger, formed in the Devonian Period (265 - 320 million years ago). All of the bedrock in Northport contains large amounts of granite.

Over millions of years, weathering and frost action caused the bedrock to fracture and crack near the surface. Deeper fractures are due to stresses exerted on the rocks. These deep fractures can be quite regular, following fault lines or following horizontal breaks between bedrock layers. Most of these fractures, both shallow and deep, contain some groundwater. However, the fractures near fault lines make the best bedrock aquifers.

Radon gas is a naturally occurring radioactive gas found in many types of rock. Granite contains considerably more of this gas than other rocks. Radon is water-soluble. As water passes through radon-containing granite, it picks up the gas. Radon can also be found in soil that is either derived from or is in contact with radon-containing rock.

#### *Implications*

Radon gas can get into a house through the foundation or basement by being in contact with radon-containing soil or bedrock. It can also enter through the water supply, especially if the water is from a well that draws from bedrock fractures in granite. When the amount of radon in a home is above the acceptable limit, then radon gas can be a health hazard. Because many wells in Northport probably draw from bedrock fractures, there is potential of having elevated (but not necessarily unhealthful levels) of radon in those homes.

No detailed bedrock geologic analysis of this area has been conducted, so little is known about the specific geology of Northport. Therefore, it is difficult to know the nature and extent of the bedrock fractures in this area. Likewise, little is known about the amount and location of water within these fractures.

#### *Recommendations – Implementation Strategies (Bedrock Geology)*

Encourage radon testing of homes and businesses, and provide technical assistance to those who are found to have dangerous levels of radon gas. (Code Enforcement Officer, Health Office, Planning Board) Ongoing.

Encourage homeowners and others having wells to provide the Town with data such as depth of well, depth to bedrock, yield of water, quality of water and known types and sources of pollution. Some of this information might be collected as part of the Building

Permit application process. (Select Board, Health Officer, Planning Board, Code Enforcement Officer) Ongoing.

Require, by amendments to the subdivision ordinance, that subdivision applicants submit appropriate hydro-geologic information and impact assessments as part of their applications. (Planning Board, Town Meeting) A.

### **Surficial Geology**

Surficial deposits are the materials such as sand, gravel, clay and other unconsolidated materials that overlie bedrock. Surficial deposits cover most of the land surface and include sediments deposited by water, wind and glacial ice. Glacial deposits are the most abundant surficial deposits in Maine and in Northport.

Surficial deposits are loose mineral material that lies above bedrock and below the soil. Soil is commonly developed by weathering the uppermost part of the surficial deposits and the addition of organic material. Thus the type of soil is dependent on the parent material, and there is some similarity between soil maps and surficial geology maps with respect to the boundaries between map units.

Surficial geologic information is used in making such land use decisions as: determining the suitability of an area for development, planning major construction projects, looking for sources of ground water, extraction of resources such as sand and gravel, disposal of liquid and solid wastes, and recognition of areas where geologic hazards may prohibit or restrict activities.

#### *Existing Conditions*

The surficial deposits in Northport (as throughout Maine) were deposited by the last glacier that covered the entire New England and Maritimes region during the last ice age more than 14,000 years ago. Surficial deposits in Northport mostly consist of glacial till (unsorted mixture of stones, cobbles, sand, silt, and clay carried in and deposited directly by the ice) and marine clay deposits (deposited when sea level rose against the retreating glacier). Few meltwater deposits (sorted material carried deposited by streams of glacial meltwater) or end moraines are found in Northport. The Town's only mapped sand and gravel aquifer is located just south of the Little River Reservoir. However, small gravel pits are found in many areas of town. Most are now inactive. The Town landfill is located in an old gravel pit, the material being used for covering the solid waste. An active pit located on the Priest Road a short distance from Route One is operated by Clyde Flanders.

Water does not easily permeate the densely-packed till deposits or the heavy, fine-particulate marine clay deposits, and thus these areas tend to have poor drainage. Peatlands (e.g. Herrick's Bog) and swamps formed in low-lying areas, where marine clay underlies the accumulated poorly-decomposed organic material.

### *Implications*

Till is suitable for agriculture, forestry, subsurface sewage disposal, and sanitary landfill sites. However, other conditions, such as soil and slope, depth to bedrock and water table, must also be considered. Areas of thin till are good as pastureland.

Poor drainage characteristics and low weight-bearing capacity of marine sediments make them poorly suited for most uses.

Peatlands and swamps are unsuitable for development. However, these organic deposits are important wildlife habitats and support unique vegetation.

It is desirable to map areas of thin overburden because of the problems that they may cause in excavation, drainage and waste disposal.

The sand and gravel aquifer, located close to the Little River Reservoir, one of Belfast's former water sources, may be a groundwater recharge area and should be protected from possible pollution.

### *Recommendations – Implementation Strategies (Surficial Geology)*

Encourage further mapping and quantitative and qualitative analysis of the town's surficial geology by the Maine Geological Survey, including a study of the sand and gravel aquifer. (Planning Board, Select Board) A.

Develop a map of the town's surficial geology showing boundaries of the surficial deposits on a composite parcel map. (Planning Board) B.

Preserve areas containing peatlands and swamps as important and sensitive environmental areas by placing them in Resource Protection Districts. (Planning Board, Town Meeting) A.

Place the sand and gravel aquifer in a Resource Protection District to avoid possible sources of groundwater pollution. (Planning Board, Town Meeting) A.

### **Topography**

Topography is the physical shape of the land. It includes elevation above sea level, slope and land forms, such as hills, plains, ridges and valleys. Topography is important because of its influence on suitability for development, views and aesthetics.

Slope is the steepness of the land. It is generally expressed as a percentage, and is figured as the change in vertical rise over a horizontal distance. For example, a vertical rise of 15 feet over a horizontal distance of 100 feet is a 15 percent slope (or grade). Of the various aspects of topography, slope has the greatest impact on development. It

influences the economy and functioning of septic systems and affects the placement of roads and structures.

### *Existing Conditions*

The elevations of the Town of Northport are shown on the Topographic Map and the Slopes Map. Contour lines are drawn at 10 foot intervals and every fifth line is a 50 foot interval drawn in bold. The highest elevation in town is an un-named hill between Beech Hill Road and Flanders Roads, at a height of 732 feet above sea level.

Northport has several distinctive topographic features that make it a unique and lovely place to live: it's approximately 10 miles of coastline on Penobscot Bay; Knight's Pond and Pitcher Pond; Herrick's Bog and Knight's Pond Bog; and the many hills and mountains that make up the varied landscape. The coastline forms the eastern and northeastern border of Northport; Pitcher Pond, Knight's Pond and Knight's Pond Bog delineate the southern boundary; and Herrick's Bog lies in the western part of town. Lying on the southern border of town is Ducktrap Mountain, the peak of which is in Lincolnville. North of Ducktrap is the Loring Hills, a group of peaks including Jackson Hill. Farther north along Beech Hill Road are found Bird Hill and Beech Hill as well as several un-named hills. North of the Priest Road are Priest Hill, Oak Hill and Knowlton Hill. To the east of these, sloping to Penobscot Bay is Mt. Percival. In the far western part of town lie several lovely un-named hills.

### *1988 Public Opinion Survey*

Seventy-nine percent of respondents wanted to keep shoreland as preservation areas. Over one half of the respondents wanted to keep mountaintops as preservation areas.

### *Implications*

In steep areas, soils are usually shallower, the volume and velocity of water runoff is higher, and the likelihood of erosion is increased. As slope increases, so does the possibility of erosion. Slopes less than 15 percent are considered suitable for development if soils and other factors are favorable. However, if an area is too flat, 0 - 3%, drainage can be a problem. Slopes between 15% and 25% are problematic to develop. These areas are more susceptible to erosion and subsurface sewage disposal is essentially prohibited in areas with slopes in excess of 20%. Slopes greater than 25% are generally not suitable for any development unless elaborate engineering is undertaken to alleviate potential problems.

### *Recommendations – Implementation Strategies (Topography)*

Restrict land uses and activities on slopes less than 3% and greater than 20 %, and consider the effect of slope in all development proposals by amending the Subdivision Ordinance and adopting zoning which considers these factors. (Planning Board, Town Meeting) A.

Amend the Subdivision Ordinance, to require applicants for subdivisions and other major developments to submit erosion, sedimentation control, and surface water runoff management plans as part of their applications. (Planning Board, Town Meeting) A.

Preserve mountaintops and environmentally sensitive shoreland areas by restricting uses in these areas through amendment of the Shoreland Zoning Ordinance and adoption of Town-wide zoning. (Planning Board, Town Meeting) A.

### **Water Resources**

Northport has many streams that flow into the ponds and bay. Ames, Crockett, Frohock (Orcutt), Kelly, Shaw and Dickey Brooks all flow into the bay. Sucker Brook flows from Herrick's Bog to Pitcher Pond, which drains to the Ducktrap River via Kendall Brook in Lincolnville. Alder Brook flows north and west to Tilden Pond in Lincolnville. Piper Stream flows from Herrick's Bog north to Little River. All of these streams and brooks and Little River are classified Class B by the Department of Environmental Protection (DEP). The Ducktrap River is Class AA.

Northport shares Pitcher Pond, with a surface area of 360.62 acres, with the Town of Lincolnville. The Town Line runs approximately down the center of the pond, in a generally northwest-southeast direction. The pond has a drainage area of 3,647 acres, 85% of which is in Northport. Water quality is rated as "Moderate/Stable" by the DEP with a Phosphorus Coefficient (F) of 36.33 lbs/ppb/year. This indicates the amount of phosphorus from the entire watershed each year that will create an increase of one ppb (part per billion) in the phosphorus concentration in the lake. Development is mostly seasonal residences, grouped in two areas on the Northport side of the pond and along much of the "center" portion of the Lincolnville shore. There is a public boat access on the Lincolnville side.

An increase of 1 ppb is felt to be a conservative allowable annual increase in phosphorus concentration in a lake. However, a lake may eventually reach a concentration of phosphorus which will cause algal "blooms", resulting in a surface covered with algae which eventually dies, sinks to the bottom, and decays, thereby reducing the oxygen in the water which would otherwise be available for fish, etc.

Knight's Pond, which drains to Pitcher Pond, has a surface area of 108.68 acres. It has a drainage area of 847 acres, 85% of which is in Northport and 15% of which is in Lincolnville. Water quality is rated as "Moderate/Stable" by the DEP with a Phosphorus Coefficient (F) of 7.84 lbs./ppb/year. This means that, although the water quality is not threatened at present, this pond is about 4.5 times as sensitive to development in its watershed as Pitcher Pond. It is calculated to take less than 8 lbs. /year to increase its concentration of phosphorus by 1ppb, compared to about 36 lbs. /year for Pitcher Pond. There is no residential development on the shores of Knight's Pond, with only limited (no overnight) facilities at Wyman Park. Launching is via a gravel beach.

Tilden Pond, with an area of 345.8 acres, is the source of the Ducktrap River and lies

entirely within Lincolnville, but 6.5% of its 321 acre watershed lies in Northport, drained by Alder Brook.

Little River, the lower (Belfast Reservoir No. 1) part of which forms the Northport-Belfast boundary line, has part of its drainage basin in Northport. However, the DEP has not rated its sensitivity to phosphorus loading. It was formerly used as a source of drinking water for the City of Belfast. There are a few scattered dwellings on the Northport side of Reservoir No. 1 and the pumping station on the Belfast side of the dam, just upstream from Route One. There is no public boat access.

The only known sand and gravel aquifer in Northport lies southerly of the Little River, mostly within Belfast. There is no information about the water quality or yield of this aquifer.

The only known (licensed) point source discharge in Northport is the Wastewater Treatment Plant in Bayside (Northport Village Corporation). This is discussed in the Public Facilities and Services section of the Plan.

Non-point sources of pollution in Northport are not believed to be a large source of pollution at present. There is relatively little active farming in Northport and only scattered development close to any streams. While many of the cottages along Pitcher Pond predate Shoreland Zoning, development is still at a fairly low level and does not pose a serious threat to water quality at this time. However, any future development should be done with consideration for the pond's water quality. Shoreland Zoning is in place around the ponds in Northport. A new Shoreland Zoning Ordinance is in preparation which will extend to many streams to comply with recent changes in the Mandatory Shoreland Zoning Act (Title 38, MRSA, section 349). Water quality in Knight's and Pitcher Ponds should be enhanced by the amendments to the Shoreland Zoning Ordinance.

## **Vegetation and Wildlife**

### *Background*

Northport is part of the highly productive coastal Maine biological environment which provides food and shelter for some 150 species of marine-related birds and 26 species of marine mammals. This diverse group includes sea, shore and wading birds, waterfowl, raptors and seals.

Inland, our two ponds support warm-water fish, our larger wetlands provide waterfowl habitat and our wooded and shrub areas abound in deer, small game, furbearers and other small mammals.

Our land area is forested with natural and plantation soft and hardwood, third and fourth generation stands that resulted from cutting the virgin forest in the Colonial and Federal periods (1600-1800) for logging, farming and development. Besides providing wildlife

habitat, building materials and recreation, these forests help maintain water quality by regulating runoff and preventing undue warming. The ground cover generates oxygen, uses up carbon dioxide and provides noise buffer zones and visual screening.

Both wildlife and vegetation are integral components of the mystique and character of Maine and Northport, a resource of international, state and regional significance. The values of this resource are spiritual, aesthetic, cultural, ecological, educational scientific and economic.

*Existing Conditions (Wildlife)*

Northport's open land supports a wide variety of wildlife. Records of the Maine Department of Inland Fisheries and Wildlife (MDIFW) of recent deer harvests in Northport range from a low of 14 (0.58/square mile) in 1942 to a high of 96 (3.98/square mile) in 1959. The past eight-year average harvest of 1.71/square mile is less than that of Waldo County and has dropped recently. Concentrations of deer activity have been documented in Herrick's Bog (MDIFW Map # 1-D5, #020456) and from Crockett Brook/Jackson Hill/Route One south to Ducktrap (MDIFW Map # 2-D5, #020429). Some deer wintering areas are classed as "Critical Habitats". Regional biologists are concerned about high hunting pressure, illegal hunting, harvest of adult does, predation by dogs and coyotes, increasing development and loss of habitat. Other mammals found in Northport include beaver, mink, muskrat, otter, coyote, ermine, red fox, fisher, skunk, rabbit, raccoon, squirrel, moose and bear.

Northport's wetlands and water courses support a wide variety of fish, amphibians, reptiles and birds, in addition to the mammals mentioned above. Fish include alewife, bass, bullhead, eel, perch, pickerel, shiner, sucker, sunfish and trout. Amphibians include frog, salamander, newt and toad. Reptiles include turtles and snakes, of which the Northern Black Racer is on Maine's Endangered Species List. The Spotted Turtle is listed as "Threatened". Birds include duck, goose, loon, seagull, osprey, eagle, grouse and owl. The Bald Eagle, Three-toed Black-backed Woodpecker and Sedge Wren are also on the Endangered Species List. The Ribbon Snake and New England Cottontail are listed as of "Special Concern" by MDIFW. Some of Northport's wetlands and water courses have been rated by MDIFW for their value as waterfowl habitat. Those with moderate to high value will require protection under the State's current Shoreland Zoning guidelines.

*Existing Conditions (Vegetation)*

Northport has followed the forest, farmland and development trends of Waldo County. The present farmland (20%) to forest percentages (74%) has almost exactly reversed the 1910 percentages of farmland (80%) to forest (16%). Vegetation still covers 94% of our acreage, but residential and commercial development is beginning to change this. This is shown on the Vegetation and Wildlife Map. *Chamaecyparis thyoides* in Herrick's Bog and Atlantic white cedar bog adjacent to Knight's Pond are protected by the Natural

Resource Protection Act and Resource Protection Shoreland Zoning District designation (both already in place) for wetland protection.

a. Special "Natural Areas":

Herrick's Bog, (MDIFW Map # 2-W2, 0111-49): many different types of heaths, including Rhodora and Sheep Laurel with alders and some scattered Black Spruce.

Pitcher and Knight's Pond, (MDIFW Map # 9-W2, #0111-51) a low lying mixed woods and rare Atlantic White Cedar. This area is also listed as Critical Area #205 because of the cedar, White Pine, Black Spruce, Tamarack or larch, Bog Rosemary, Rhodora, Dwarf Huckleberry, three rare orchids, black crowberry, pitcher plants and five species of bladderworts. (Source: MDIFW Natural Areas List, Maine State Planning Office.)

b. In addition to the rare plants, Northport has softwoods (red and white spruce, white and red pine, tamarack or larch, hemlock, fir, red cedar) and hardwoods (red and sugar maples, yellow and white birch, oak, ash, beech, aspen or poplar).

c. The Maine MDIFW lists eleven wetlands in Northport, as follows:

LOCATION	MAP NO.	MDIFW No.	DEP No.	RATING
N. of Rocky Road	1-W1	0111-47	-	Low
Herrick's Bog	2-W2	0111-49	19-124,125,126	Moderate
W. of Route One	3-W1	-	19-129A	Low
Upper Shaw Brook	4-W5	-	19-129	Indeterminate
Lower Shaw Brook	5-W5	-	-	Indeterminate
W. of Bluff Road	6-W5	-	19-127	Indeterminate
W. of Priest Hill	7-W5	-	19-128	Indeterminate
E. of Patterson Rd.	8-W5	-	19-120	Indeterminate
Pitcher/Knight's Pond	9-W2	0111-51	19-121,130,131, 133	Moderate
N.E. of Knight's Pond	10-W5	-	-	Indeterminate
W. of Jackson Hill	11-W5	-	-	Indeterminate

Source: Me. Dept. of Inland Fisheries and Wildlife, Sandy Ritchie.

d. Agricultural plants include blueberry, cranberry and apple.

e. Durham State Forest.

*Forestland*

While Maine's forests and forest industry still play a vital role in the state's economy, especially in Northern Maine, this role is not as evident in the coastal regions of the state. Forested areas provide an abundant and diverse location for wildlife population and for the use and enjoyment of all Maine citizens. Furthermore, the forest protects the soil and water and contributes to a wide variety of recreational and aesthetic experiences. Loss of forestland can be attributed to development and to irresponsible harvesting techniques. Also, when forestland is fragmented, public access becomes more restricted due to increased land posting. To optimize forestland usage, it should be effectively managed and harvested.

*Woodland Productivity*

Soils with a rating of medium, high or very high are prime forestland soils. Please see Map 4 titled “Soils” at the end of the comprehensive plan. Prime forestland is land that has soil capable of growing wood at the economic rate for a given tree species. Identification of lands as prime forestland does not denote a single or dominant use. This designation does not preclude the use of these lands for other forest products and services, but only identifies the most productive forestlands on which a town depends for present and future wood needs. These soils are rated only for productivity and exclude management problems such as erosion hazard, equipment limitations or seedling mortality. The following table shows the timber harvest activity within the town from 1991 to 1999. The town believes the state figure on clear-cutting to be inaccurate, as more than 30 acres have been clear-cut in the past two years. The town and its residents, as expressed in the survey, do not want clear-cutting to occur. The extent to which clear-cutting has occurred less in our town than in other places does not lessen the possibility of it occurring here in the future and that is why we seek to address clear cutting in our proposed land use ordinance.

**Summary of Timber Harvests for the Town of Northport**

YEAR	SELECTION HARVEST ACRES	SHELTERWOOD HARVEST ACRES	CLEAR-CUT ACRES	TOTAL HARVEST ACRES	CHANGE OF LAND USE ACRES
1991	35	0	0	35	0
1992	45	0	0	45	0
1993	122	0	0	122	0
1994	95	0	0	95	0
1995	95	0	0	95	0
1996	185	0	1	186	0
1997	331	60	0	391	0
1998	199	0	0	199	0
1999	95	0	0	95	0
Totals	1,202	60	1	1,263	0

Source: Maine Department of Conservation – Maine Forest Service

## 1988 PUBLIC OPINION SURVEY

A high percentage of both full-time and seasonal residents of Northport indicated their appreciation of the "rural, private, scenic, clean and coastal" qualities they found here. Almost three quarters encouraged agriculture and tree farming, buffer zones, and "aesthetics". Even more wanted land use controls. A significant number complained of inadequate recreation space (26.9%) and shore access (34.7%). Most planned to use their properties for either residences (82.9%) or farming (10.6%).

### *Planning Implications*

Because of the values cited in the introduction to this section, the desires and concerns reported in the survey and by State biologists, and the listing of areas as critical or significant, the planning implications are obvious . . . CONSERVATION.

Reverting fields, cut-over areas and alders are valuable for small and upland game. Forests, brushy areas, fields and watercourses are needed for furbearers. New and diverse forest growth mixed with open fields is used by deer. However, as indicated by the results of the survey cited above, farming, which keeps fields open, has declined. This means that old fields will revert to brush and forest over time if landowners do not take actions to keep them open. The potential loss of open fields will change both the aesthetics of Northport and the mix of wildlife which inhabit the town. Forest resources can only be maintained by replanting and focusing on native types. Proper stewardship of our surroundings is necessary if they are to survive. Bulldozing of areas for development, removing ground cover and inadequate sewage and waste disposal already threaten our town.

The Shoreland Zoning amendments now being prepared will provide additional protection to many of Northport's natural areas associated with wetlands. On-site surveys of some of Northport's wetlands were done in the summer of 1991 to assist the Shoreland Zoning Update Committee in its delineation of wetlands.

## RECOMMENDATIONS – IMPLEMENTATION STRATEGIES

Delineate wetlands, water courses, deer yards, ponds and other critical habitat such as wetlands over 10 acres as Wildlife Protection Districts in a Town-wide zoning ordinance. Work with DEP and Dept. of Inland Fisheries & Wildlife. (Planning Board, Town Meeting) Ongoing.

Amend the Subdivision Ordinance to encourage the maintenance of sufficient forest and agricultural land. These areas can be included in the recommended open space to be a part of each future subdivision. (Planning Board, Town Meeting) A.

Encourage open space subdivision development where appropriate through amendment of the Subdivision Ordinance and adoption of town-wide zoning. Consider where new roads are proposed. Will they cross unbroken land used by wildlife? Can the roads be

run along contour lines? These factors should be included in amendments to the Subdivision Ordinance. (Planning Board, Town Meeting) A.

Improve enforcement of the Shoreland Zoning Ordinance, especially septic system setbacks and placement of structures and of the Subsurface Wastewater Disposal Rules. (Planning Board, Select Board, Code Enforcement Officer, Local Plumbing Inspector) Ongoing.

Seek out and encourage private landowners to list their properties in the Critical Areas Inventory. The State Planning Office is charged with administering the Critical Areas Act and will appraise a property for inclusion in the inventory. The Belfast, Northport, Lincolnville Land Trust and the Nature Conservancy are also active in Northport and would welcome the opportunity to work with landowners to create conservation easements, etc. As noted in the Recreation section of the Plan, formation of a Conservation Commission is recommended. This Commission, if formed, could also be involved in efforts to protect critical natural areas through private means. The Commission should designate the spruce-fir-broom-moss forest east of Knight's Pond as a target area for permanent protection. (Planning Board, Select Board) Ongoing.

Maintain the public access to Knight's Pond and improve law enforcement to reduce vandalism and other anti-social behavior at Wyman Park. Consider purchase and improvement of public access to Pitcher Pond from Northport (there is access from the Lincolnville side), after consultation with Lincolnville, if there is sufficient demand and the access will not threaten the water quality. (Planning Board, Select Board, Town Meeting) Ongoing.

The town will endeavor to support its remaining natural resource-based enterprises by promoting participation in the Tree Growth and Farm and Open Space Tax Programs by having a guide and informational sheet on these programs available at the town office for residents (Assessor and Town Clerk) Ongoing.

The town will endeavor to support its remaining natural resource-based enterprises by providing information to landowners regarding stewardship assistance in town tax bills (Town Clerk and Coastal Mountain Land Trust) Ongoing.

The town will consider hiring a town forester on retainer to offer discounted forest management plans to landowners (Select Board) Long term.

In the development of a land use ordinance the town will evaluate the impact of provisions on natural resource-based enterprises, and seek opportunities for promoting those enterprises (Land Use Ordinance Committee) Immediate.

The town recognizes the value of street trees in our historic villages, and believes that the Conservation Commission (or a new Tree Warden or Board) should plan for their care and replanting as necessary (Conservation Commission or similarly appointed board) Ongoing.

The town will seek to provide at least a medium level of protection for the direct watersheds located in Northport that are connected to the five ponds shown below. This will require setting the allowable pounds per acre as shown in the right column. If other towns within any pond watershed seek to provide a high level of protection, Northport will cooperate providing the towns reach agreement on a common method of reviewing developments within the watershed to assure success and equitable treatment of landowners.

**Phosphorus coefficients**

WATER BODY	WATERSHED	DDA	ANAD	AAD	GF	D	F	WQC	LOP	C	P
Belfast Reservoir 1	Northport	1326	70	1256	0.25	314	9.08	mod-sensitive	m	1.00	0.029
Belfast Reservoir 2	Northport	1084	55	1029	0.25	257	6.83	mod-sensitive	m	1.00	0.027
Knight’s Pond	Northport	795	150	645	0.25	161	7.6	mod-sensitive	m	1.00	0.047
Pitcher Pond	Northport	3800	380	3420	0.25	855	38.23	mod-sensitive	m	1.00	0.045
Tilden Pond	Northport	321	20	301	0.25	75	2.97	mod-sensitive	m	1.00	0.039

Note: Phosphorus coefficients allowable for medium-level protection of surface waters, as recommended by MDEP

- DDA Direct land drainage area in Township in acres
- ANAD Area not available for development in acres
- AAD Area available for development in acres (DDA - ANAD)
- GF Growth Factor
- D Area likely to be developed in acres (GF x AAD)
- F lbs. phosphorus allocated to towns share of watershed per ppb in lake
- WQC Water quality category
- LOP Level of Protection (h=high(coldwater fishery);m=medium)
- C Acceptable increase in lake's phosphorus concentration in ppb
- P lbs. per acre phosphorus allocation (FC/D)

The town will draft phosphorus control method language to be included in the subdivision and land use ordinances based on recommendations of the Department of Environmental Protection to assist the planning board in meeting the subdivision review criteria set forth under state statute and ensure that single lot development is done in a manner that minimizes phosphorus runoff; The town will cooperate with surrounding municipalities to develop consistent regulation for all five ponds, but starting with Pitcher and Knight’s Ponds as priorities. This will involve choosing a level of protection (medium or high), setting adherence to the level as a multi-town policy and choosing a preferred approach to applying standards to and reviewing developments, as well as requiring demonstration of compliance with the phosphorus export limitations (Land Use Ordinance Committee, Planning Boards of Northport, Lincolnville, Belfast and Belmont) Immediate.

The Knight’s Pond and Herrick Bog complex areas should be considered Critical Rural Areas for wildlife habitat, water quality and botanical features preservation. Structural

development and recreational facilities should be discouraged in both sensitive areas. The future land use plan defines the Herrick Bog area as a Conservation District, as it is already protected through conservation easement. The Knight's Pond and Bog area is designated as a Rural Resource Protection District with expanded shoreland zoning around streams feeding this pond/wetland complex. Development, including the building of additional roads, will be strongly discouraged in this area. Water quality will be managed at a minimum for a medium level of protection from phosphorus loading; if Lincolnville agrees, both towns will manage the watershed at a high level of protection. (Land Use Ordinance Committee, Select Board, Town Meeting) Immediate.

It is the desire of the town to protect its streams for important fisheries habitat. Beyond the expansion of the shoreland zone within the Knight's and Pitcher Pond complex described above, to protect fisheries habitat, the town will consider amending the Shoreland Use Ordinance to provide a wooded buffer of 25 feet along streams that support important fisheries habitats and adopt Shellfish Management Ordinance based on state legislature's Shellfish Management Guidelines (Land Use Ordinance Committee, Select Board, Town Meeting) Immediate.

The town will explore the advantages of participating in the National Flood Insurance Program by updating as necessary and enforcing its Floodplain Management Ordinance. The town will update its Floodplain Management Ordinance to current standards at the same time it develops its new Land Use Ordinance and determine whether to leave it as a stand alone ordinance or incorporate its provisions into the Land Use Ordinance. Either approach will be considered to be consistent with this comprehensive plan. (Land Use Ordinance Committee, Select Board, Town Meeting) Ongoing.

## ***NATURAL RESOURCES APPENDIX***

### **CRITICAL WILDLIFE HABITATS**

#### **Wetlands**

In addition to providing nesting and feeding habitat for waterfowl and other birds, wetlands are used in varying degrees by fish, beaver, muskrats, mink, otter, raccoon, deer and moose. Each wetland type consists of plant, fish and wildlife associations specific to it. They also act a natural "sponges", storing water to prevent flooding and serve as water sources for streams and groundwater supplies. Since these sites usually indicate poor soil drainage and seasonally high water tables, knowledge of their location would indicate areas not suitable for development. Whether an individual wetland is a highly productive waterfowl marsh or a low value area capable of producing just one brood of ducks, it is still valuable for the reasons just mentioned and deserves protection.

#### **Water Courses**

Besides providing habitat for fish and a variety of aquatic furbearers; brooks, streams and rivers provide travel lanes for numerous wildlife species. An undeveloped buffer strip along watercourses will provide adequate cover for wildlife movements, as well as maintenance of water temperatures critical to fish survival.

#### **Deer Winter Range**

While deer range freely over most of their habitat during spring, summer and fall, deep snow (over 18") forces them to seek out areas which provide protection from deep snow and wind. These areas, commonly known as deer yards or wintering areas represent a small portion (10-20%) of their normal summer range. Wintering areas provide food and cover necessary to sustain deer during the critical winter months. While size and shape of the areas can vary from year to year or within a given year, most are traditional in the sense that they are used year after year. Since the major factor affecting deer carrying capacity is the quality and quantity of the winter range, protection of deer wintering areas is critical to maintaining a healthy deer population.

#### **Unique or Critical Habitats**

Examples of these are specific breeding sites or other areas shown to be of importance to a particular species due to traditional use or limited occurrence. They include but are not restricted to eagle, osprey, heron and seabird nesting sites, as well as tidal flats used by waterfowl and shorebirds. While some of these sites may be associated with critical areas discussed above, many are not. Due to their importance and limited availability, protection from habitat destruction and, in some cases, human disturbance is critical.

**Other Wildlife Habitat**

While the critical areas meet the specific needs of certain wildlife species and are necessary for survival, they alone cannot support adequate populations of deer and other wildlife. A variety of habitat types ranging from open field to mature timber are necessary to meet the habitat requirements of most wildlife species throughout the year. Since different species have different habitat requirements and home ranges, loss of habitat will affect each in different ways, ranging from loss of individual nesting, feeding and resting sites to disruption of existing travel patterns.

Generally, loss of this habitat will not have an immediate negative impact on wildlife populations; however, the cumulative loss will reduce the capacity of an area to maintain and sustain viable wildlife populations. Since a species' habitat is too complex and ill-defined to allow presentation on a map, we recommend that sufficient areas of forest and agricultural open space be maintained.

CRITICAL NATURAL RESOURCES

**Maine Natural Areas Program**

The Natural Areas Program is administered by the State Department of Conservation. The program includes Rare and Unique Botanical Features and Registered Critical Areas.

**Rare and Unique Botanical Features** - Rare and unique botanical features include the habitat of rare, threatened, or endangered plant species and unique or exemplary natural communities. The Maine Natural Areas Program has documented the rare and unique botanical features shown in the table below.

**Rare or Exemplary Botanical Features Documented in Northport (5/14/01)**

SCIENTIFIC NAME (COMMON NAME)	LAST SEEN	STATE RARITY	GLOBAL RARITY	LEGAL STATUS	HABITAT DESCRIPTION
Atlantic White Cedar Bog (Atlantic White Cedar Bog)	1996	S1	G3 G4		Forested wetland communities dominated by <i>Chamaecyparis Thyoides</i> in poorly drained depressions underlain by mineral soils.
<i>Chamaecyparis Thyoides</i> (Atlantic White Cedar)	1996	S2	G4	SC	Swamps
<i>Galium Labradoricum</i> (Bog Bedstraw)	1964	S2?	G5	SC	Bogs, mostly thickets, woods
<i>Potamogeton Biculatus</i> (Snail-seed Pondweed)	1936	S3	G4?		Shallow water

SCIENTIFIC NAME (COMMON NAME)	LAST SEEN	STATE RARITY	GLOBAL RARITY	LEGAL STATUS	HABITAT DESCRIPTION
Spruce-Fir-Broom-Moss Forest (Spruce-Fir-Broom-Moss Forest)	1996	S4			Red spruce dominated forests of low to moderate elevations. Soils are acidic and usually rocky and well-drained. The herbaceous and bryoid layers are somewhat sparse and depauperate.

Source: State of Maine Department of Conservation

State Rarity Ranks

- S1** Critically imperiled in Maine because of extreme rarity (5 or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the state.
- S2** Imperiled in Maine due to rarity (6 - 20 occurrences or few remaining individuals or acres) or other factors making it vulnerable to further decline.
- S3** Rare in Maine (on the order of 20-100 occurrences).
- S4** Apparently secure in Maine.
- S5** Demonstrably secure in Maine.
- SH** Occurred historically in Maine, and could be rediscovered; not known to have been extirpated.
- SU** Possibly in peril in Maine, but status uncertain; need more information.
- SX** Apparently extirpated in Maine (historically occurring species for which habitat no longer exists in Maine)

Global Rarity Ranks

- G1** Critically imperiled globally because of extreme rarity (5 or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the State of Maine.
- G2** Globally imperiled due to rarity (6 - 20 occurrences or few remaining individuals or acres) or other factors making it vulnerable to further decline.
- G3** Globally rare (on the order of 20 - 100 occurrences).
- G4** Apparently secure globally.
- G5** Demonstrably secure globally.

*Note: The Nature Conservancy determines global ranks.*

State Legal Status

Note: State legal status is according to 5 M.R.S.A./13076-13079, which mandates the Department of Conservation to produce and biennially update the official list of Maine's endangered and threatened plants. The list is derived by a technical advisory committee of botanists who use data in the Natural Areas Program's database to recommend status changes to the Department of Conservation.

**E ENDANGERED:** Rare and in danger of being lost from the state in the foreseeable future; or federally listed as Endangered.

**T THREATENED:** Rare and, with further decline, could become endangered; or federally listed as Endangered.

**SC SPECIAL CONCERN:** Rare in Maine, based on available information, but not sufficiently rare to be considered Threatened or Endangered.

**PE POSSIBLY EXTIRPATED:** Not known to currently exist in Maine; not field verified (or documented) in Maine over the past 20 years.

Federal Status

**LE** Listed as Endangered at the national level.

**LT** Listed as Threatened at the national level.

## **MARINE RESOURCES**

### **INTRODUCTION**

Northport lies on the west shore of Penobscot Bay and has a coastline approximately ten miles long. The island town of Islesboro lies east of Northport and divides the upper portion of the bay into two major navigation channels. In the past, the presence of this natural navigation channel allowed Northport to be served by steamboats running between Boston and Bangor, at times serving such landings as Camden, Saturday Cove, Bayside and Belfast in addition to Rockland and Penobscot River ports. The wharf at Bayside, on the site of the former steamboat landing, remains a popular spot for recreational fishing and is the center of boating activity for the still flourishing summer colony of Bayside.

Unlike nearby Islesboro, with its numerous coves and islands, Northport's shore is relatively straight. Ducktrap Harbor, just north of the Ducktrap River in Lincolnville, is a slightly curving beach (Wales Beach) lying west of Spruce Head. It offers little protection from the prevailing southerly winds of summer and has seen little public recreational or commercial use. North of Spruce Head, the shore is mostly steep to and has only slightly indented coves, other than Little Harbor and Saturday Cove which offer significant shelter. A few lobster boats moor in Saturday Cove and the Town recently purchased shorefront land on the south side of the Cove for a public launching area. Further north, at Bayside, the gentle curve of the shore offers some shelter from the southerlies making it suitable for summer use, but the open waters of Belfast Bay stretching about six miles to the northeast rule out year round use. From Browns Head to the mouth of the Little River at the Belfast City Line, tidal flats extend out from the shore making mooring difficult for all but very shallow draft boats. Most pleasure boat moorings are clustered close to the wharf at Bayside.

### **INVENTORY**

Boating facilities in Northport are quite limited. Other than an old, currently unimproved ramp on the south shore on land now owned by the Town, there are no public shore facilities at Saturday Cove. The steamboat wharf at the end of the public right of way on the point south of the cove at Saturday Cove has long since disappeared. Within the cove, a boathouse and small pier are privately owned. A few moorings are used by lobster boats and pleasure craft in the deeper waters of the cove, whose upper end, into which a stream drains, has become quite shoal and dries out at low tide. The Saturday Cove Committee intends improving the launching ramp and restoring retaining walls or placing rip-rap to enclose an area along the shore which had once been a wharf.

No boating facilities exist at Temple Heights.

Bayside (Northport Village Corporation) maintains a substantial pier on the site of the steamboat wharf, including a large float for the mooring of dinghies. Numerous moorings are located within a short distance of the pier and float. It is possible to launch a small boat from a trailer on the beach adjacent to the shoreward end of the pier. However, there is no paved ramp and parking is extremely limited. Due to its age and condition, major repairs to the pier are anticipated in the near future.

The public right of way to the shore next to the Edna A. Drinkwater School is completely undeveloped.

For many years, Bayside's sewage flowed untreated into the bay. Since the wastewater treatment plant went into operation this is no longer the case, but pollution levels have remained too high to allow clamming anywhere within Northport. Thus, although the waters of the upper bay are used by finfishing and scallop boats, and a few lobster boats are operated out of Saturday Cove, Northport does not have a significant fishery despite its location on Penobscot Bay.

## EXISTING CONDITIONS

Northport is part of the highly productive coastal Maine biological environment which provides food and shelter for some 150 species of marine-related birds and 26 species of marine mammals. This diverse group includes sea, shore and wading birds, waterfowl, raptors and seals.

### **Marine Wildlife**

#### *a. Wildlife types, a partial list:*

- Mollusks (clams, mussels, limpets)
- Crustaceans (lobsters, crabs, shrimp)
- Fish (alewife, eel)
- Birds (duck, goose, loon, seagull, cormorant, osprey, eagle)
- Mammals (harbor seal)

#### *b. Several species found locally have been placed under a special conservation list by the State of Maine:*

- Endangered: Bald Eagle
- Threatened: (no marine species listed)
- Special Concern: Common Tern

#### *c. Northport's three significant marine wildlife habitats (source #2) (see Appendix, end of this chapter.):*

- Class B: Saturday Cove Area #16
- Class C: Ducktrap Harbor Area #15 and Belfast Reservoir Area down to the

north of Saturday Cove #17.  
(See Appendix for Class A, B and C definitions)

### **Coastal Vegetation**

Northport's Penobscot Bay shore frontage contains a variety of vegetative conditions. The southernmost shorelands are largely open grasslands surrounding former saltwater farms extending from the Ducktrap River in Lincolnville along the shore of Ducktrap Harbor to Wales Beach, just inside Spruce Head. >From Spruce Head northerly to Saturday Cove, the shore is largely wooded with occasional clearings near scattered dwellings. Near Saturday Cove, a large field south of the cluster of houses above the bluff is the only significant opening in the otherwise mostly wooded shore, other than the cleared foreshore of the Cove. The closely spaced houses of Temple Heights stand out in an otherwise wooded area, where the land often slopes very steeply to the shore. Many houses along the shore south of Bayside stand among mature trees, but underbrush is usually absent. The parks and lawns of Bayside slope down to the shore. North of Bayside, intermittent wooded and cleared areas, fairly densely developed with residences, extend northwesterly to the mouth of Little River.

### 1988 PUBLIC OPINION SURVEY

A high percentage of the full-time and seasonal residents of Northport cited the "rural, private, scenic, clean and coastal" qualities they found here. A significant number complained of inadequate recreation space (26.9%) and shore access (34.7%). Most planned to use their properties for either residences (82.9%) or farming (10.6%).

### PLANNING IMPLICATIONS

Protection of the marine resources of Northport's coastal waters depends on the combined efforts of nearby communities both north and south of Northport. While further work may have to be done to alleviate any remaining local sources of water pollution, through better inspection of on-site treatment systems, Searsport, Belfast and Lincolnville's water quality problems must be solved to allow clamming to be reopened in Northport. A sewer system and wastewater treatment plant serving Lincolnville Beach was placed in operation in 1991.

Due to extremely limited opportunities for actually launching a boat in Northport, most boaters from other mainland towns will have to rely on ramps in such locations as Belfast, Searsport and Lincolnville Beach. However, the Saturday Cove Committee is actively pursuing improvement of the facilities at the Saturday Cove land purchased by the Town in 1989. Some rights of way to the water have been "lost" over the years. These should be investigated, even if no access allowing boats to be launched and retrieved is possible due to topography or other limitations, since views, pedestrian, and/or swimming access may be all that is needed at some locations.

There is no known bald eagle or common tern nesting sites in Northport, though the

waters of the bay provide potential feeding sites for both species.

#### GOALS

The Guidelines for Maine's Growth Management Program require all municipalities to adopt policies which will promote the State's goals. While some of the goals affecting marine resources are stated in the Natural Resources section, an additional goal is:

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

The Comprehensive Planning and Land Use Regulation Act, Title 30-A, MRSA, Section 4311, also requires that growth management programs for coastal communities be consistent with the 1986 Coastal Management Policies Act, Title 38, MRSA, Section 1801. These promote harbor development, marine resource management, shoreline management and provision of access, reduction of development in hazardous areas, State and local cooperation, protection of scenic and natural areas, expanded recreation and tourism, and improvement and maintenance of water and air quality.

#### POLICIES

It is recommended that the Town of Northport adopt the following policies regarding marine resources:

To provide salt water access sufficient for the needs of both commercial and recreational boaters.

To work cooperatively with other communities to reduce water pollution levels to the point where clam flats can be reopened.

To amend the Shoreland Zoning Ordinance to include current State standards and to severely limit further development in steeply graded (over 20% slopes) areas along the shore where active erosion and/or groundwater conditions may threaten land slippage.

#### RECOMMENDATIONS – IMPLEMENTATION STRATEGIES

Following each recommended action, the persons or groups likely to be involved are listed, in parentheses. Each recommended action is also followed by an indication of priority.

A. = Within 1 Year

B. = Within 3 Years

C. = Within 4 Years

D. = Over 4 Years

Ongoing = Activity already underway or which could be commenced immediately and continued as needed.

Appoint a Marine Resources Committee charged with determining the extent of fecal coliform contamination that is restricting shellfish harvesting in Northport and make recommendations for improving coastal water quality. Work with other nearby coastal communities to reduce water pollution. (Select Board, Local Plumbing Inspector) Ongoing.

Elect or appoint a Harbor Committee as a standing (i.e., permanent) committee, to continue the oversight of the harbor activities at Saturday Cove and any other Town access points to water. The Harbor Committee, if elected or appointed, should function in an advisory capacity to the Harbormaster. (Select Board, Town Meeting) A.

Complete proposed improvements to the Town land at Saturday Cove, purchased in 1989, to create a launching ramp and provide additional moorings. A pier is under construction during the summer of 1992 and some additional parking has been provided. A float and ramp are included in the design of the pier. Follow conservation guidelines for Saturday Cove as a Class B Coastal Wildlife Habitat. (Saturday Cove Committee, Select Board, Town Meeting) Ongoing.

Research "lost" rights of way to the waters of Penobscot Bay and the great ponds through legal review of Town and Waldo County Registry of Deeds records. If public rights of way are found, take action to assert and preserve these public rights. Minimal or no development may be needed to provide pedestrian or view access or access for hand-carried boats such as canoes, kayaks, etc. (Select Board, Town Meeting) Ongoing.

Cooperate with the Northport Village Corporation (Bayside) to improve boating facilities at Bayside. Maintenance of the pier and float is important, since it provides access for all residents of Northport. Water access, other than at the pier and float, is limited mostly to small dinghies carried to the water or stored on the narrow beach by the undeveloped launching ramp. However, even if the launching ramp is improved, parking may have to be at a location other than the launching area. This would improve public access to the northern part of town, complementing the facilities being developed at Saturday Cove. (Select Board, Town Meeting, Northport Village Board of Overseers) Ongoing.

**MARINE RESOURCES APPENDIX**

Sources:

1. Department of Inland Fisheries and Wildlife (MDIFW): Eugene A. Dumont, Regional Wildlife Biologist (289-3371) and Sandy Lovett, Assistant Regional Wildlife Biologist.
2. The Penobscot Bay Conservation Plan, March 1987, Maine State Planning Office, Department of Inland Fisheries and Wildlife.
3. Natural Resources Handbook, a Planning Tool for Maine Communities, July 1987.  
Northport 1988 Opinion Survey, Northport Comprehensive Planning Committee.
4. Maine State Planning Office, Augusta, Maine 04333.
5. Dr. George Rossbach (personal communication), Lincolnville, Maine 04849.

**Northport's Three Significant Marine Wildlife Habitats**

These habitats are shown on Map 11, Vegetation and Wildlife, which is not included in the Plan. A reference copy is in the Town Hall.

Marine Wildlife of Penobscot Bay by Wildlife Area and Season of Occurrence: (W=winter, S=spring migration, N=nesting, P=post nesting, F=fall migration.)

**P015 Ducktrap Harbor**

Black Ducks (W)	Black-Backed Gulls (W, S*, N, P, F)
Cormorants (W, P, F)	Canada Geese (W*)
Eiders (S,N)	Goldeneye/Bufflehead (W, S*, F)
Herring Gulls (W, S, N, P, F)	Loons (W, P*, F)
Mergansers (W, S, N*, F*)	Ospreys (P*)
Old Squaws (W, F)	Small Gulls (P)
Unid. Waterfowl (W, N, P*, F*)	

**P016 Saturday Cove**

Black Ducks (W,S)	Black-Backed Gulls (N,F)
Cormorants (N, P, F)	Canada Geese (F*)
Eiders (W, S, N, F)	Gulls (P*, F*)
Goldeneye/Bufflehead (W, S)	Herring Gulls (W, S, N, P, F)
Harbor Seals (F)	Loons (W)
Mergansers (W, S, N*, F)	Ospreys (P*, F*)
Old Squaws (S)	Shorebirds (P)
Small Gulls (P)	Unid. Waterfowl (W, S, F*)

**P017 Belfast Reservoir**

Black-Backed Gulls (W, S, P, F)	Cormorants (N, P, F)
Eiders (S, N, F)	Goldeneye/Bufflehead (W, S, F*)
Herring Gulls (W*, S, N, P, F)	Harbor Seals (F)
Loons (W, P*, F*)	Mergansers (S, N)
Old Squaws (W, S)	Shorebirds (F)
Small Gulls (F)	Unid. Waterfowl (W, S*, N, F*)

\* - Indicates the presence of greater than 1% of the species' population in Penobscot Bay for the season identified.

## **NORTHPORT VILLAGE CORPORATION**

### LEGAL ISSUES

A unique situation present in Northport is the existence of the Northport Village Corporation, an incorporated village. As an incorporated village, Bayside, as the area is popularly known, has the authority to plan and to enact and enforce land use and other ordinances not in conflict with the ordinances of the Town of Northport (Title 30-A, MRSA, section 6303 et. seq.). However, under State law, Title 30-A, MRSA, Section 4352, "A zoning ordinance must be pursuant to and consistent with a comprehensive plan adopted by the municipal legislative body.", and this standard applies to land use ordinances enacted by a village corporation as pointed out in Title 30-A, MRSA, Section 6303. The Maine Municipal Association, in July 1992, concluded that although "municipal legislative body" usually refers in a town with Northport's form of government to Town Meeting, this language also refers to the Village Corporation. Therefore, both Northport and Bayside may have comprehensive plans adopted by their legislative bodies.

Early in the development of this plan, the Committee was informed by the State Office of Comprehensive Planning through the Eastern Mid-Coast Planning Commission that a comprehensive plan of the Town must include the Village. The State would only fund the plan for the Town. The Village comprehensive plan is needed to support its own ordinances.

What remains unclear at this writing concerns the last sentence in Title 30-A, MRSA, Sect. 6303: "When a conflict exists between a land use regulation ordinance of a village corporation and an ordinance of the municipality of which it is a part, the municipal ordinance prevails." It seems clear that the absence of a zoning ordinance in the town and the existence of an ordinance in the village is not a conflict with the meaning above. The problem may arise when it comes time for the town to adopt a zoning ordinance and faces the need to avoid or eliminate conflict with the village zoning ordinance then in effect. Conceptually interwoven with these issues is one currently (summer 1992) going on within the village where the validity of their zoning ordinance and enforcement authority is being tested in court.

These concerns do not apply to the Town's Shoreland Zoning Ordinance (Title 38, MRSA, section 435) which was developed jointly with the Village and applies uniformly throughout the Town.

### OVERVIEW OF NVC PLAN

With respect to this comprehensive plan, the Town recognizes the rights of the Village to govern itself, and in general benefits from its existence as a separate governing entity.

However, until the legal issues surrounding zoning noted above are resolved it remains unclear how, and by which governmental entity, the Village zoning ordinance is to be enforced.

Bayside's property includes about one-third of the assessed valuation of the Town of Northport, and therefore contributes about one-third of the Town's annual real and personal tax revenues. It also constitutes, along with other seasonal properties, a major source of employment for Northport residents. Taken together, services to and purchases of summer residents, along with maintenance of seasonal properties, is probably the most important source of income within the town available to Northport residents.

The Overseers of the Northport Village Corporation appointed a Comprehensive Planning committee in September 1987. The planning process included two opinion surveys, the second as part of a survey of the entire town of Northport. Public meetings were held in Bayside in the summers of 1988 and 1989 and a coordinating meeting was held with the Town of Northport's Comprehensive Planning Committee in November 1988. During review of the Plan by the Eastern Mid-Coast Regional Planning Commission, it was pointed out that the Maine Office of Comprehensive Planning would not separately fund or approve the plan of an incorporated village, but would accept it only as part of a municipal plan. This comprehensive plan includes the geographical area of Bayside.

The Bayside Plan followed the State guidelines for comprehensive plans, and includes inventory, opinion surveys, planning implications, goals, recommendations and implementation strategies. One goal unique to Bayside was that property owners, a majority of whom maintain their legal (voting) residence elsewhere, retain a voice in community land use management; a voice which could not be guaranteed if all such decisions were set by the voters of Northport. The Plan was adopted by the Northport Village Corporation on August 8, 1989. It will be submitted, in its entirety, as an addendum to the Northport Comprehensive Plan.

Bayside's history of settlement during the era when most summer residents and visitors arrived by steamboat at the wharf at Bayside or by carriage from the railroad station at Belfast is shared with two other, though much smaller settlements in Northport, Temple Heights and Saturday Cove. They developed compactly, with houses, originally tents, on small lots, allowing people to walk to most activities. Small parks divide the village area of Bayside and a golf course buffers the western limits of the village. By modern standards, most lots are extremely small and roads are narrow, having been designed for horse-drawn traffic, not automobiles.

Most of Bayside's architecture dates from the 1870's through the 1890's, and could be characterized as "Carpenter's Gothic" or "Stick Style", incorporating many of the influences found in residential designs of the Victorian era. Nearly every house has a porch, some more than one, often wrapped around the lower story. Relatively few residences or other structures from more modern periods are found in Bayside, giving it an architectural style and visual charm increasingly rare in Maine. Some modern

structures have been designed with the scale and architectural style of their neighbors. A few cottages have been converted to year-round use, a process made difficult by the absence of year-round water lines in many areas of the village and the small lots which, if a cottage is not served by the public sewer system, it may make conversion impossible.

With its physical and social closeness, with most of its activities centered on summer vacations, Bayside's physical and social needs are quite different from those of year-round residents of Northport. The desire to control their destinies led to the incorporation of the Northport Village Corporation in 1915. The Village maintains its own water system, sewer system, rubbish collection, wharf, and seasonal police protection, paid for by a separate Village Tax, collected by the Town Clerk of Northport, who also serves as Tax Collector for the Northport Village Corporation. Taxes are also collected by the Town of Northport, which provides fire protection. The Town returns an annual amount to the Village for maintenance of its roads. Curbside pickup of solid waste is provided to Village residents by the Northport Village Corporation; the waste is hauled to the Northport landfill.

#### COMPARISON OF RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES FOR NORTHPORT AND BAYSIDE

Elements of the Bayside Plan show both common and unique concerns, as compared with the Northport Comprehensive Plan. Bayside intends to develop a parking ordinance and off-street parking plan, reflecting its more urban character. For the Town, off-street parking is a concern mostly for future businesses, though traffic safety at some businesses along Route One has been mentioned in the Plan.

Both Northport and Bayside include capital improvement plans to address future capital needs.

Bayside intends to establish an historic district ordinance to protect its Carpenter's Gothic architectural heritage. While Northport's architecture includes many examples of different eras, adherence to any specific style or era is not needed or desired, in part because the dispersed nature of most development in Northport removes the need for architectural compatibility.

Bayside, with its limited geographic area, intends to add parkland to its holdings and plans for the future maintenance of their existing parklands. They are concerned that the golf course remains as open land, perhaps through easements held by a land trust. In contrast, Northport has fairly large land holdings and does not, for the near future, plan for more acquisitions except for possible access points to water and additions to public cemeteries. However, both share a concern for maintenance of their public open lands. Similarly, both the Village and the Town share concerns for their natural environment and are working with the Department of Environmental Protection to upgrade their Shoreland Zoning.

Bayside, as the only incorporated area in Northport served by a public water system

(there is also a seasonal water system in Temple Heights), is concerned with the future of the water system and its ability to serve users who may eventually convert their dwellings to year-round use. No other area in Northport seems likely, at this point in time, to need a public water system.

Both Bayside and Northport share concerns about the marine environment, the former mostly for recreational use and the latter for both recreational and commercial use, mostly lobstering. The shores of both areas are closed to all clamming due to water pollution. The wastewater treatment plant at Bayside has improved the situation, but more needs to be done, in part by neighboring municipalities. There is a small but well used beach at Bayside. However, lack of bath houses and toilet facilities tends to limit its use mostly to Bayside residents.

Access to the waters of Penobscot Bay is desired by residents of both the Town and Village. Northport has recently purchased shoreland in Saturday Cove and is working towards improvements, including a wharf and improved launching ramp. The Northport Comprehensive Plan anticipates further legal research into other rights of way to the water, both salt and fresh. Bayside is facing extensive repairs to its aging wharf, located on the site of the old steamboat pier. Both sites will provide access to the water for Northport and Bayside residents.

Fire protection is another shared concern. Due to the distance from the fire station to Bayside, a fire truck has usually been kept near Bayside on private property during the summer months. The Northport Village Corporation intends to construct a fire station for summer use which will benefit both Town and Village property owners. Police protection is anticipated by both the Town and Village Comprehensive Plans to be the subject of joint investigation toward improving this public service, with some cost-sharing anticipated. Similarly, a Code Enforcement Officer and/or Local Plumbing Inspector are likely to be shared between Town and Village. Both Town and Village share concerns over lack of social activities for teenagers and younger children, and for the anti-social behavior which seems to result from those lacks. The Yacht Club has an active junior sailing program open to all youth.

Assessment and taxation of real and personal properties are also shared concerns. Some questions of equity need to be negotiated between Town and Village. Under State funding formulas, the comparatively high real estate value of Bayside reduces the amount of State funding of Northport's school costs. However, Bayside, with its predominantly summer population, contributes few students to Northport's school enrollment, but pays full taxes to support SAD 34 assessments. In terms of public services, Bayside residents may be more concerned with police and fire protection than with schools. Within the Village, there are concerns over the equity of payments for the sewer system and wastewater treatment plant by taxpayers not served by sewers.

Bayside's Plan considers the governing of the Village Corporation, its long-range financial plans and the need to retain "local control" by summer residents. The same concerns about the Town are considered in the Northport Comprehensive Plan, though in

this case the "local control" is desired by year-round residents to prevent the State from taking over too many governmental functions.

#### FUTURE NVC LAND USE PLAN

The Northport Village Corporation land (Bayside) is included within the "Development" or "Growth" areas of the Northport Comprehensive Plan.

This reflects the fact that Bayside is essentially fully developed now, with little land area or sewer and water capacity (without major investments) remaining for substantial additional population and development. In contrast, many of Northport's other "Growth" areas are anticipated to develop in the future, enlarging their area and probably becoming somewhat more densely developed and settled.

The Bayside (NVC) Comprehensive Plan recommends review and possible modification of its zoning. It is suggested that the amended zoning for Bayside be developed with full participation of the Northport Village Corporation and Bayside residents and that it be designed specifically to meet the conditions found in Bayside. The Northport Comprehensive Plan recommends eventual adoption of town-wide zoning. Residential districts similar to those developed by the Northport Village Corporation for Bayside may be useful in Northport in such closely built up areas as Temple Heights, Saturday Cove and Birchcrest, with some changes to accommodate the lack of public sewers. Open spaces such as the parks and golf course in Bayside could be placed in a zoning district similar to that which might be adopted for the Durham State Forest and Wyman Park in Northport, though the latter would be within the "Rural" areas of Northport.

#### SUMMARY

The Bayside (Northport Village Corporation) Comprehensive Plan, while capable of standing on its own as a complete document, has been substantially integrated with the Northport Comprehensive Plan. While some desires and needs remain different, the major thrust of both Plans is for the Town and Village to work cooperatively in meeting their shared challenges and responsibilities. For additional details on the Bayside Plan, the reader is directed to that Plan.

Unfortunately, legal issues and statute interpretations currently cloud the issue of zoning ordinances. The Village ordinances are under court review. Furthermore, the Town is not ready for a zoning ordinance for areas outside the Village boundaries. However, it appears that any conflict between the Town and the Village with respect to zoning ordinances lies in the future. Now that these issues have been joined in court, it is expected they will be resolved in the not too distant future.

## FISCAL CAPACITY

### INTRODUCTION

The primary funding source for municipal government is property tax revenue. In order to maintain a consistent mil rate year to year, town government must operate in a manner that is fiscally responsible. Large fluctuations in the tax rate can cause public outcry and can also discourage economic development. Although the priorities of the town may change from one election year to another, stable municipal finances are always a fundamental responsibility of town government. It is important for Northport to handle diligently all yearly expenditures while at the same time planning for the town's long-term objectives. As is the case with any business, the physical assets of Northport must be properly maintained through capital reserve accounts to protect the town's continued economic health.

The goal of this Chapter, as with the Public Facilities Chapter, is to plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development, without placing an enormous burden on the town's taxpayers.

The majority of the financial information for this Chapter was taken from town reports.

### VALUATIONS

As mentioned, the town's primary revenue source is through the taxation of real and personal property. These taxes are assessed to local property owners according to the fair market value of their property. This assessment is known as the municipal or town valuation and is determined by the local tax assessor.

According to town reports, Northport's total real and personal property valuation was \$116,709,200 in 1997 and had risen to \$142,966,800 in 2001. This equates to a 22.5 percent increase.

In 2001, the town's top five taxpayers in order from highest to lowest were:

Name	Tax Amount
1. Bracebridge Corp.	\$261,102.56
2. Armstrong, Terrance	\$ 28,658.07
3. Evans-Freke, Stephen	\$ 21,805.92
4. Central Maine Power	\$ 20,784.48
5. D. Reid	\$ 17,768.80

State law provides for tax exemptions for certain types of property, such as: charitable and benevolent, religious, literary and scientific, and governmental. Generally, the previously mentioned properties would be totally non-taxable by exemption. Partial exemptions also exist for veterans of foreign wars or their widows that have not remarried; individuals who are legally blind and homestead exemptions for the homeowner's primary residence. The state does provide some reimbursement to the municipalities for veteran and homestead exemptions. However, in many communities the number of exempt properties is increasing which decreases the municipal tax base. Since exemptions are established by statute, the town has virtually no choice but to grant an applicable exemption. Often, in such a case as a real estate transfer to a tax-exempt organization, the town has little notice that the property will seek exempt status and then the town must deal with the impact on the upcoming budget. As the amount of these exemptions increases, it becomes very difficult for the community to maintain a constant tax rate.

The state also places a total valuation on the town. This value is known as the State Valuation. Every year the Maine Revenue Services Property Tax Division reviews all arms length sales that have occurred in each community. (An arms length sale is a sale that occurs between a willing seller and a willing buyer without any extenuating circumstances. Examples of non-arms length sales could be estate sales, interfamily transfers, foreclosure sales and auctions.) These sales are compared to the town's local assessed values to determine the assessment ratio or the percentage of market value that the town is assessing. The state's valuation is used to determine the amount of revenue sharing the town will receive and the portion of the county tax that the municipality will pay.

Although the assessor's records indicate that the town has not had a total town-wide revaluation since 1988, the town's current state certified assessment ratio is -92 percent of market value. The state indicates that a town should be revalued at least once in every 10-year period. However, they also indicate that a revaluation must be performed when the assessment ratio falls below 70 percent of market value. Currently, Northport is preparing to conduct a revaluation in 2003.

#### MIL RATE

After the town's budget has been approved and all applicable state and local revenues are deducted from the approved expenditures, the town arrives at the dollar amount that will be raised through tax revenues. This amount is called the net commitment or appropriation. The local assessor arrives at a valuation for each taxable property in the town and the taxpayers are assessed their share of the tax burden through a mathematical calculation. The total appropriation is then divided by the total taxable or assessed valuation of the town to arrive at the minimum tax rate. This rate is usually expressed in dollars per thousand-dollars of valuation, or in decimal form, commonly referred to as the mil rate. The difference between the amount that is actually committed to the collector and the total appropriation is called overlay. Overlay is commonly used to pay any tax abatements that are granted during that tax year. Any overlay that remains at the end of

the year is usually placed into the general fund. The overlay cannot exceed 5 percent of the total appropriations. Since the mil rate is a direct result of a mathematical calculation, fluctuations in this rate will occur from year to year if there is a change in the total valuation or the tax commitment. The mil rate in 1997 was 14.5 and in 2001 it was 15.2. Maine Municipal Association (MMA) has ranked local property tax burden for all Maine municipalities. Their calculation considered municipal full value mil rate, commitment, median household income, median home value and property tax. The most recent data available are from 1999. The table below shows selected municipalities in Waldo County and Knox County, as well as the Waldo County average. A rank of 1 was the highest burden and 486 was the lowest. Northport was listed as number 87.

Relative to surrounding communities, especially service centers, the bulk of Northport’s tax burden is attributable to education, county tax and other expenses that are beyond the control of Northport municipal government. Northport town services and administration are rather fiscally conservative; particularly in comparison to nearby service center communities.

**Tax Burden Rankings**

MUNICIPALITY	TAX PAID AS % OF MEDIAN INCOME	1999 BURDEN RANK
Rockland (Knox County)	7.04	9
Belfast	6.25	23
Camden (Knox County)	5.92	30
Searsport	5.82	33
Rockport (Knox County)	5.29	49
Lincolntonville	4.73	78
Swanville	4.72	79
<b>Northport</b>	<b>4.65</b>	<b>87</b>
Stockton Springs	4.57	97
Winterport	4.24	129
Thorndike	3.92	163
Searsmont	3.91	165
Freedom	3.82	177
Liberty	3.73	194
Brooks	3.73	196
Monroe	3.60	213
Islesboro	3.48	228
Belmont	3.47	230
Prospect	3.47	231
Morrill	3.41	241
Unity	3.39	249
Frankfort	3.29	267
Montville	3.27	273
Burnham	3.09	300

MUNICIPALITY	TAX PAID AS % OF MEDIAN INCOME	1999 BURDEN RANK
Knox	3.06	305
Waldo	2.88	334
Palermo	2.79	342
Troy	2.43	383
Jackson	2.17	418
Waldo County Average	3.77	209

Source: Maine Municipal Association 1999

## MUNICIPAL REVENUES AND EXPENDITURES

### Revenue

The table below shows the major sources of municipal revenue for calendar years 1997 through 2001. Intergovernmental revenues consist of road maintenance funds and state park, tree-growth, veteran and homestead reimbursements. Departmental revenues are those dollars that are received through departmental user fees, photocopy charges, planning board application fees, etc. Other sources consist of general assistance funds, insurance dividends, sale of town property, fees, interest on investments, transfers from other funds, interest and municipal revenue sharing.

#### Town of Northport Revenues 1997-2001

REVENUE	1997	1998	1999	2000	2001
Property Taxes	1,686,026	1,802,397	1,916,014	1,860,106	2,109,962
Vehicle Excise Tax & Tax Interest	149,102	160,407	186,728	192,308	211,486
Intergovernmental Revenues	123,434	221,955	188,734	187,517	191,843
Departmental Revenues	32,185	32,796	46,308	71,355	84,316
Other sources	124,003	86,653	98,668	96,162	109,216
Total	2,114,750	2,304,208	2,436,452	2,407,448	2,706,823

Source: Northport Town Reports

### Expenditures

The table below illustrates the amount of money expended for each of the major departments within the town of Northport for calendar years 1997 through 2001. In 2001, almost 66 percent of total expenditures went to education and county tax, as compared to 77 percent in 1997. The expenditures for town administration have remained around 6 percent of total expenditures for the past five years. In absolute terms, however, the town has seen more than a 76 percent increase in administration expenses, which is mainly the result of increased staffing requirements, including the code

enforcement officer position. These expenditure percentages are affected yearly, not only by the local budget but also by the amount of state revenue sharing.

**Northport has consistently administered in a fiscally conservative manner those expenditures over which the town has control. Most of the town budget, however, contains expenditures over which the town has no control, including education and county tax.**

It is difficult to predict municipal expenditures for the next ten years. Demands for services, county assessments, valuation, population, and many other factors all enter the very political process of determining expenditures every year.

**Town of Northport Expenditures 1997-2001**

EXPENDITURES	1997	1998	1999	2000	2001
Administration	94,112	108,351	83,730	110,015	165,744
Public Safety	41,890	51,313	65,597	83,214	125,413
Public Works	148,942	501,326	441,266	633,590	430,753
Public Assistance	18,421	24,743	15,548	12,819	11,412
Recreation and Cultural	389	2,268	2,312	2,500	10,027
Debt Service	-	-	-	-	-
Miscellaneous	76,095	85,732	114,438	75,923	178,603
Education, County Tax, Overlay	1,272,608	1,387,540	1,487,490	1,588,221	1,758,708
<b>Total</b>	<b>1,652,457</b>	<b>2,161,273</b>	<b>2,210,381</b>	<b>2,506,282</b>	<b>2,680,660</b>

Source: Northport Town Reports

Given the costs of upgrading computer software and hardware required to run accounting, assessing, and related programs that make efficient and cost-effective use of municipal staff, and provide accurate services to residents and tax payers, the town has placed in the proposed capital improvement plan, a proposed project to raise monies through private grants and donations to purchase needed software.

## REGIONAL COORDINATION

### INTRODUCTION

Northport, like other mainland towns in Maine, shares with its neighboring communities its ponds, some streams, a river, roads, school children and staff, emergency services and other factors such as employment of residents, sharing of County expenses and air quality. As a coastal town, Northport also shares the waters of Penobscot Bay with its neighbors. This sharing requires regional coordination so that activities in and of one town do not harm the citizens of another town.

### WATER QUALITY CONCERNS

As Penobscot Bay lies to the east of Northport, there are no towns immediately adjoining the town in that direction. However, the water quality along the Northport shore is such that the entire town is closed to clamming, unlike Islesboro, which has fairly extensive clam flats which support a commercial fishery. The Dark Harbor portion of Islesboro is served by a wastewater treatment plant which discharges to the east side of the island, having essentially no effect on waters to the west of the island, which separate it from Northport. Lincolnville Beach's wastewater treatment plant began operating in the summer of 1991, thereby relieving one possible source of pollution in Northport. Although both Belfast and Searsport have wastewater treatment plants, effluent from those plants apparently reduces the water quality off Northport. Department of Marine Resources testing is anticipated after the Lincolnville Beach WWTP is fully operational. As recommended in the Marine Resources section of this Plan, a detailed survey of possible sources of pollution in Northport may be needed to be sure local pollution is not offsetting the beneficial effects of the Lincolnville Beach and Bayside WWTP's. Water quality off the shore of Northport, while not adequate for clamming, is safe for water contact activities such as swimming, and for fin fishing, lobstering and crabbing.

### LAND USE ORDINANCES

#### **Belfast**

The City of Belfast bounds Northport to the north, with the Little River forming part of the corporate boundary. Belfast has city-wide zoning, the current version of which was adopted July 16, 1985. Minor amendments are adopted at frequent intervals by the City Council.

All land within 250 feet of the shore along Belfast Bay, the Little River and Belfast Reservoir are within the area covered by the Shoreland Zoning Ordinance. Land on the Belfast shore of the reservoir and river is in the Limited Residential District, with some shoreland near the mouth of the river included in Resource Protection. Shoreward of the

Shoreland Zone, other than the Highway Commercial district along Route One, land across Little River from Northport is in the Residential II District. Uses in this district include single and two-family dwellings, public parks, accessory uses and municipal uses. Uses allowed as special exceptions, after Planning Board review, include bed and breakfast establishments, health service and professional offices, health care facilities, a variety of educational uses, and other public and quasi-public services. Lot sizes in Residential II and the overlying shoreland districts are one acre per dwelling unit for one and two-family dwellings.

Most of Northport's northerly town line is abutted by Belfast's General Purpose District. This district's Permitted Uses include residential, home occupation, agricultural uses except piggeries or poultry farms, and other uses. Uses permitted after Planning Board Review includes almost any uses other than rock quarrying and processing. Most uses require a minimum lot size of one acre, with up to three dwelling units per acre in multi-family dwellings.

While the Belfast ordinance allows uses which could be incompatible with adjacent land in Northport, there are a number of performance standards which should limit any incompatibilities. To date, land uses in most of the land in Belfast immediately adjoining Northport are indistinguishable from those in nearby areas of Northport.

### **Belmont**

The Town of Belmont is west of Northport. It has no town-wide land use ordinances other than a Subdivision Ordinance and no areas covered by its Shoreland Zoning are adjacent to Northport. It is possible that, in the future, a wetland on the town line, draining to the Ducktrap River in Belmont, may be placed in a shoreland district in both Belmont and Northport. The only road running from Northport to Belmont is Patterson Hill Road. Except along this road, land in both Northport and Belmont near the town line is largely undeveloped at the present time.

### **Lincolnvile**

Lincolnvile is south and southwest of Northport. Lincolnvile's General Zoning Ordinance, adopted November 4, 1981, most recently amended March 20, 1990, is, despite its title, not technically a zoning ordinance as it treats all areas of the town equally. It does not contain any controls on land uses, but does specify lot sizes and requires a Building Permit for any construction with a value exceeding \$500. Minimum lot area is 40,000 square feet (0.92 acre), building height is limited to 34 feet and ground coverage by structures is limited to 30% of lot area. Setbacks from property lines are also established.

Lincolnvile also has Shoreland Zoning, adopted June 30, 1974, most recently amended March 19, 1990. All of the shore of Pitcher Pond is placed in the Resource Protection District which, unlike most such districts, allows construction of dwellings on 30,000 square foot (0.69 acre) lots. No commercial or industrial uses are allowed in this district.

Setback of dwellings from the shore is 75 feet and maximum lot coverage by structures is 20%. The area along the Northport line at the thoroughfare between Knight's and Pitcher Ponds and a short length of shore land on Knight's Pond are in the Residential District, which differs from the Resource Protection District only in not requiring permits for road construction. However, due to steep topography (Ducktrap Mountain), swamps near the thoroughfare and lack of roads, there is no development in this area abutting Northport.

Lincolntonville is currently updating its Comprehensive Plan and its Shoreland Zoning Ordinance, so the conditions noted above are likely to change in the near future. However, the rating of Pitcher Pond as a moderate value wetland habitat by the Department of Inland Fisheries and Wildlife seems to make the future protection of this water body well assured. Except along Routes 52 and 1, there is little development in those areas of Lincolntonville adjoining Northport and no apparent land use conflicts.

## REGIONAL POLICIES AND ISSUES

The following issues are arranged according to the sections of the Plan in which they appear.

### **Housing**

Northport serves primarily as a bedroom community, with many persons commuting to nearby communities for work (in 1980, almost 75% of workers in Northport worked outside of the town). As in many coastal communities in Maine, local real estate prices have driven housing costs beyond the reach of many working households. Based on the 1990 questionnaire, almost one family in seven has had one of its members move out of Northport due to the price of real estate. However, lacking public water and sewer except within Bayside (where capacity is severely limited), Northport is not in a position to provide the public utilities which can often reduce housing costs. However, the lot sizes proposed for town-wide zoning are relatively small in an effort to avoid driving land costs out of reach of low income households. It has been suggested that the Town consider joining a regional housing authority or alliance to improve low income housing without incurring the expense of local administration. While the demand for low income housing has been met in nearby Belfast by subsidized housing, Northport's residents, judging from recently issued building permits, have often chosen manufactured housing ("double wide" mobile homes) and "conventional" mobile homes, both of which tend to be less expensive than site-built houses.

### **Recreation**

At least four regional issues affect recreation. Access to Penobscot Bay is currently available at Bayside for both boats and swimmers and, once improvements are constructed, public boat access will be available at Saturday Cove where the Town has purchased land for launching facilities. These facilities would, in part, serve regional needs, as do the launching ramps at Belfast and Lincolntonville Beach. A second regional boat access situation involves Pitcher Pond, where public access is now available only on

the Lincolnville side of the pond (access from a road off Route 52). Cooperation with Lincolnville is recommended before any action is taken on this issue (present access may be sufficient for existing and future needs, but has not been studied in detail at this time). The third issue is outdoor recreation. Northport has considerable open, undeveloped land, much of which is available to residents and visitors for outdoor recreation, including walking, hunting and snowmobiling. The Town owns much of the shoreland around Knight's Pond and has developed some picnic facilities there. However, vandalism has been a problem. Northport's open land, along with that of nearby towns, provides space for many varieties of outdoor recreation. A fourth issue is indoor recreation. There are no facilities for organized, year-round, indoor recreation in Northport. It has been recommended that Northport cooperate with organizations in Belfast, and possibly Camden, which provide indoor recreational facilities and programs.

### **Transportation**

The Route One Bypass proposed during the early phases of the preparation of this Plan would have passed through Northport near the alignment of Route 52, to reach Route One in Belfast near the bypass around the downtown area. While Maine DOT plans for this bypass were dropped on July 6, 1990, additional highway construction could eventually lead to increased traffic on the Northport portion of Route One. Northport is represented on both the Steering and Advisory Committees of the on-going Route One Mid-Coast Transportation Study, which concerns Route One between Bath and Belfast. It has been recommended that Northport form a Transportation Committee which, among other things, could maintain contact with the DOT regarding any future planning for highways or other State transportation actions which may affect Northport. Ordinances have been proposed to control access and public safety on Routes 1 and 52 in Northport. These would also help preserve the ability of these highways to carry traffic. While these would be locally adopted and enforced, they would have regional benefits. It has been suggested that the Town consider working with the Waldo County Committee for Social Action, the regional provider of publicly subsidized bus and van transportation, to increase the level of public transportation available in Northport. It is anticipated that this would be useful for some commuters and people needing to transport children to and from day care providers. Since the Greyhound strike in March 1990, there has been no scheduled bus transportation for the general public in Northport or Belfast.

### **Natural Resources**

The regional issues mentioned which affect natural resources are largely covered under Recreation. However, the recommended open space preservation requirements for subdivisions, if adopted, will retain some of Northport's natural resources, thereby continuing some of the region's natural resource heritage.

### **Marine Resources**

Access to marine waters is mentioned in the Recreation section. Water quality

improvements that may allow the opening of Northport's clam flats are mentioned in the water quality discussion.

## **FUTURE LAND USE PLAN**

### INTRODUCTION

The Future Land Use Plan, with its accompanying maps, is intended to guide future land use development in Northport for a period of at least ten years following the adoption of the Comprehensive Plan. A town-wide land use ordinance is required by the Planning and Land use Regulation Act (Title 30-A, MRSA, Section 4311) since each municipality is required to designate at least two basic types of geographic areas and establish standards for their development. This can only be accomplished by land use ordinances.

The Comprehensive Plan is not a Land Use Ordinance, but it can serve as the legal foundation of a future Land use Ordinance.

The Guidelines for Maine's Growth Management Program, December 1988, contains the following:

"Under the Act, municipalities shall designate at least **two** geographic areas - growth and rural areas - and develop specific implementation strategies for guiding growth in these areas. The purpose of designating two areas is to promote orderly growth, protect rural character, make efficient use of public services, and prevent urban sprawl."

In addition, each municipality is required to adopt policies which will promote the State's goals for growth management. Northport is required to adopt policies relating to both inland and coastal communities. Actions have been recommended to implement the policies.

Recommendations or implementation strategies that involve ordinances require a Town Meeting vote for approval.

This Future Land Use Chapter of this plan is based on the information found in the inventory and analysis of the comprehensive plan. Although the future land use plan is shaped by the policies developed in each chapter, consideration is given to the existing land use patterns and the expected future land use needs. Existing land use patterns are reviewed and efforts are made to minimize non-conforming uses within each proposed area.

As cited, growth management legislation requires the creation of growth and rural areas. The designation of growth areas is intended to direct development to places most suitable for such growth and away from places where growth and development would be incompatible with the protection of rural resources. Based on growth management, growth areas are to be located close to municipal services to minimize the cost to the municipality for the delivery and maintenance of these services. The designation of rural

zones is intended to protect agricultural, forest, scenic areas, and other open space land areas from incompatible development and uses.

#### DEVELOPMENT PRESSURE

Northport has experienced commercial growth along the US 1 corridor, including many home-based businesses that have been established due to the traffic along this busy coastal roadway. Northport has no downtown district with retail services apart from businesses located along US 1, especially at the following intersections: US 1 and Beach Hill Road, and US 1 and Bayside Road. There is the possibility that the retrofitting of historic structures for added commercial capacity will occur, or that businesses will relocate further away from these intersections and municipal services. Northport has experienced residential growth in coastal shoreland areas, especially in Bayside, Temple Heights, Birchcrest, Bluff Rd, and the MBNA Point Lookout facility. Many of the homes are owned by non-residents and used seasonally. Increasingly, new shoreland homes and existing seasonal homes are built or renovated for year round use.

Given the residential development pressure for coastal properties, there is a need to preserve traditional marine based activities and recreational activities. This may be accomplished through easements or purchases of access points in the coastal shoreland, especially in marine districts. Accordingly, the town has included in the proposed capital improvement plan a project to raise monies through private donations and grants to fund such easements or purchases, which would be subject to town vote.

#### PAST DEVELOPMENT TRENDS

Historically, Northport's development consisted of a marine-based economy, including ship building and fishing that took place along the waterfront; and agricultural activities that occurred in the rural inland areas. In recent history, the development in Northport has taken place along the US 1 corridor to accommodate the increasing tourist traffic on Maine's coastline. Due to the lack of land use controls, existing development has been spreading out, especially from Belfast, and to a lesser extent northward from Lincolnville. Although this sort of growth is the largest development challenge that Northport faces, it is also an important lifeline for the economic health of the community since the town relies heavily on the employment opportunities and service-based retail activity of the Waldo County Seat. Recent regional growth could lead to significant sprawl. Through this plan and through future land use ordinances, the town has undertaken and will continue to accept the task of directing growth into the most appropriate areas while minimizing the non-conforming impact on existing uses.

#### EXISTING LAND USE PATTERN

Northport's existing land use patterns are illustrated on the Existing Land Use Map and described in detail in the Existing Land Use Chapter. Northport's retail and commercial area along US 1 is composed of some residential, public and commercial uses. The majority of this area contains small lots and minimal setbacks. The US Route 1 corridor

has a mixture of commercial, residential and home occupational uses. The remainder of the town is mostly forest, wetlands, residence and former farmlands, combined with some businesses and a few small manufacturing industries. Clusters of residential development exist in the existing historic coastal neighborhoods of Bayside, Saturday Cove, Temple Heights, Bluff Rd. and Birchcrest. The remaining population is distributed on generally larger lots along highways and local roads throughout Northport.

**ANTICIPATED FUTURE DEVELOPMENT TRENDS**

If the current development trends continue in Northport without the appropriate land use regulations town wide, there is the possibility that our town will lose not only the character of the community but also its rich historic heritage.

Since 1950, Northport’s population has increased on an average of 2.64 percent per year (non-compounded). If that trend continues, our population would total 1,682 by 2010 (1,752 by 2012). Using linear regression the total is projected at 1,475 in 2010, 1,507 by 2012. The State estimates our population in 2010 will be 1,451 and 1,470 in 2012. Since 1990, the population has increased 1.08 percent per year (non-compounded). This rate is slower than seen over the past fifty years. The town believes that growth approaching and perhaps surpassing long time averages is likely due to the following: significant increases in employment opportunities regionally, an increased rate of housing permits issued since 2000, an influx of retired persons to our area, and seasonal housing conversions to year-round use.

**Northport Housing**

YEAR	UNITS
1980	747
1990	889
2000	943

Source: US Census

Census data from 1980 to 2000 indicate that the number of housing units town wide increased 1.31 percent per year (non-compounded). If this trend continues, housing units would total 1,067 in 2010 (1,091 in 2012). Using linear regression, the total would be 1,056 in 2010 (1,075 in 2012). Building permit records for the past ten year period show the distribution of housing types for new construction. Affordable housing in the form of mobile homes has constituted 30 percent of total housing permits issued since 1991. This is well above the State of Maine Growth Management Act requirement that every municipality “...shall seek to achieve a level of 10 percent of new residential development, based on a five-year historical average of residential development in the municipality, meeting the definition of affordable housing.” **Given the increasing demand for housing in our region, increasing sale prices, valuations and tax assessments, it is of prime concern to the town that future land use ordinances ensure that affordable housing continues to be available.**

**Housing Permits Issued 1991-2000**

YEAR	TOTAL	STICK BUILT	MODULAR	MOBILE HOME
1991	8	3	2	3
1992	11	7	0	4
1993	7	0	0	7
1994	15	10	1	4
1995	13	7	3	3
1996	14	12	0	2
1997	N/A	N/A	N/A	N/A
1998	13	6	3	4
1999	19	12	5	2
2000	28	17	1	10
<b>Total</b>	<b>128</b>	<b>74</b>	<b>15</b>	<b>39</b>

Source: Northport Town Hall

According to local opinion, the demand for residential rental properties has also increased recently as seen in the systematic upgrading of residential properties in town as well as in nearby communities.

This overflow from nearby communities may cause increased rental costs for Northport’s residents. The single family residential home still remains the predominant type of housing unit in Northport; however, it is expected that conversions and an increased population of young families and retirees moving into the area may result in changes to the stock of older homes.

Northport has many home-based businesses, either providing supplemental or retirement income, or as a way of reducing overhead for full-time businesses. These businesses are distributed throughout the town, in both the shore communities and in the inland rural areas. Non-home-based commercial development, however, has occurred largely along Rte 1, away from the residential clusters in Bayside, Temple Heights, and Saturday Cove.

While mining is not occurring presently, and so has not been described in detail in the Existing Land Use Chapter of this Plan, public sentiment is firm, as expressed in meetings and through the town wide survey, against unregulated mining. Unregulated mining would threaten our rural character, threaten our natural resources, and threaten our property values. Given these threats, there is public support for addressing mining in our local land use ordinance.

Three telecommunications facilities (i.e., cell towers) have been installed in recent years in our town and these facilities have had a negative visual impact on our rural character. Accordingly, public sentiment, as expressed in town meetings and in the public survey, support developing local land use regulations that limit the height and location of telecommunications facilities. As well, there is public support for considering the feasibility of other visual mitigation opportunities such as color requirements, fake trees,

faux rocks, locating on existing structures, locating on existing power poles or light poles or other opportunities that may be available now or in the future. Without local regulation, it is reasonable to anticipate a trend of more cell towers being located in our town, given current technology.

## PRESENT LAND USE REGULATIONS

Currently the Town of Northport has a number of existing land use regulations that are listed and briefly described below.

### **Shoreland Use Ordinance**

(Maine *Land Use Laws*, 1992) - Shoreland areas include those areas within 250 feet of the normal high-water line of any great pond, river or saltwater body, within 250 feet of the upland edge of a coastal or freshwater wetland, or within 75 feet of the high-water line of a stream. The purposes of these controls are to further the maintenance of safe and healthful conditions; to prevent and control water pollution; to protect fish spawning grounds, aquatic life, bird and other wildlife habitat; to protect archaeological and historic resources; to protect commercial fishing and maritime industries; to protect freshwater and coastal wetlands; to control building sites, placement of structures and land uses; to conserve shore covers, and visual as well as actual points of access to inland and coastal waters; to conserve natural beauty and open space; and to anticipate and respond to the impacts of development in shoreland areas.

Currently the local Shoreland Use Ordinance contains the following districts:

#### *Resource Protection District (RP)*

The Resource Protection District includes areas in which development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values. This district shall include the following areas when they occur within the limits of the shoreland zone, exclusive of the Stream Protection District, except that areas which are currently developed and areas which meet the criteria for the Marine Residential-Recreational District need not be included within the Resource Protection District. Areas within 250 feet, horizontal distance, of the upland edge of freshwater wetlands, salt marshes and salt meadows and wetlands associated with great ponds and rivers, which are rated “moderate” or “high” value by the Maine Department of Inland Fisheries and Wildlife (MDIFW) as of January 1, 1973.

Flood plains along rivers and flood plains along artificially formed great ponds along rivers, defined by the 100 year flood plain as designated on the Federal Emergency Management Agency’s (FEMA) Flood Insurance Rate Maps or Flood Hazard Boundary Maps, or the flood of record, or in the absence of these, by soil types identified as recent flood plain soils. This district shall also include 100 year flood plains adjacent to tidal waters as shown on FEMA’s Flood Insurance Rate Maps or Flood Hazard Boundary Maps.

Areas of two or more contiguous acres with sustained slopes of 20 percent or greater, areas of two (2) or more contiguous acres supporting wetland vegetation and hydric soils, which are not part of a freshwater or coastal wetland as defined, and which are not surficially connected to a water body during normal spring high water, and land areas along rivers subject to severe bank erosion, undercutting, or riverbed movement, and lands adjacent to tidal waters which are subject to severe erosion or mass movement, such as steep coastal bluffs.

Due to the fragile nature of Northport's coastline, the need to protect the Belfast reservoir as a future water supply and the biologically rich habitat surrounding Knight's and Pitcher Ponds, all shoreland areas outside of the Northport Village Corporation and not qualifying for the Stream Protection District are included in the Resource Protection District.

#### *Stream Protection District (SP)*

The Stream Protection District includes all land areas within seventy-five (75) feet, horizontal distance, of the normal high-water line of a stream, exclusive of those areas within two-hundred and fifty (250) feet, horizontal distance, of the normal high-water line of a great pond, river or saltwater body, or within two hundred and fifty (250) feet horizontal distance, of the upland edge of a freshwater or coastal wetland. Where a stream and its associated shoreland area is located within two-hundred and fifty (250) feet, horizontal distance, of the above water bodies or wetlands, that land area shall be regulated under the terms of the shoreland district associated with that water body or wetland.

#### *Marine Residential-Recreational District 1 (MRR1)*

The Marine Residential-Recreational District 1 includes those areas suitable for residential and recreational development in NVC (Bayside). It includes areas other than those in the Resource Protection District or Stream Protection District. Minimum lot size for residences not connected to Northport Village Corporation wastewater facility is 60,000 square feet with 200 feet of shore frontage required (30,000 square feet minimum lot size and 150 of shore frontage if connected to wastewater facility). All non-residential structures, whether connected to the wastewater facility or not, have a minimum lot size of 60,000 square feet and 200 feet of shore frontage required.

The town has also adopted the following local ordinances/regulations:

#### **Subdivision Regulations**

Provides guidance as to procedures and review criteria for subdivisions.

Please note: Certain divisions of land are not defined as subdivisions, and so are not subject to municipal review with the state subdivision review criteria (Title 30-A, Section

4404) or with the municipal subdivision ordinance. Regarding family gifts of land, current law states:

A division accomplished by gift to a person related to the donor of an interest in property held by the donor for a continuous period of 5 years prior to the division by gift does not create a lot or lots for the purposes of this definition, unless the intent of the transferor is to avoid the objectives of this subchapter. If the real estate exempt under this paragraph is transferred within 5 years to another person not related to the donor of the exempt real estate as provided in this paragraph, then the previously exempt division creates a lot or lots for the purposes of this subsection. "Person related to the donor" means a spouse, parent, grandparent, brother, sister, child or grandchild related by blood, marriage or adoption. A gift under this paragraph can not be given for consideration that is more than 1/2 the assessed value of the real estate. (Title 30-A, Section 4401, 4, D-4)

**Families may pass on gifts of land to children or other close relatives and not be regulated by any subdivision review criteria or by any existing or proposed subdivision ordinance recommended in this plan.**

The Planning Board pursuant to state statute adopts subdivision regulations. The subdivision ordinance and any subdivision ordinance amendments supersede subdivision regulations. Any proposed ordinance or ordinance amendment requires a Town Meeting vote for approval and implementation, independent of and in addition to the Town Meeting vote on this comprehensive plan.

### **Floodplain Ordinance**

Regulates construction activity in the floodplain areas.

### **OTHER BUILDING CODES AND REGULATIONS**

The town also administers the following:

#### **Maine State Plumbing Code**

Installation of plumbing fixtures and septic systems must be in accordance with Maine State Law and Subsurface Wastewater Disposal Rules and Regulations.

#### **National Electrical Code**

All electrical work in Northport must be consistent with applicable portions of the National Electrical Code.

NFPA 101

National Fire Protection Association regulations pertaining to Life Safety, Ingress, Egress and capacity provisions.

NORTHPORT VILLAGE CORPORATION ZONING ORDINANCE

The Northport Village Corporation, which includes the area of Bayside and environs, has adopted a Zoning Ordinance. The Ordinance sets the following zones, which are highlighted (see the Northport Village Corporation Zoning Ordinance for a complete description of permitted, conditional and omitted uses, setbacks and other requirements):

*NVC Residential 1 District (R-1)*

Permits single family houses, but not recreational vehicles or mobile homes. Requires 20,000 square foot lot size for structures without sewer access, 10,000 square feet lot size with sewer access. Maximum building height of 35 feet, road frontage minimum of 75 feet for sewered lots. The total coverage of all structures shall not exceed 20 percent of the lot including land area previously developed. Conditional Use Permit by the Board of Appeals may allow non-residential uses like convenience type retail stores, utilities, swimming pools, and Bed and Breakfast lodging.

*NVC Residential 2 District (R-2)*

Permits single family houses or mobile homes, agricultural related uses, Requires 20,000 square foot lot size for structures. Maximum building height of 35 feet, road frontage minimum of 100 feet. The total coverage of all structures shall not exceed 20 percent of the lot including land area previously developed. Conditional Use Permit by the Board of Appeals may allow for mobile home parks, commercial and industrial facilities (facilities under 2,500 square feet of floor area and less than 40,000 square feet of lot area), inns and restaurants. Auto service stations and garages are not permitted

*NVC General Purpose District (GP-1)*

A mixed use district that permits single family houses, mobile homes, recreational vehicles, agricultural related uses, and facilities under 2,500 square feet of floor area and less than 40,000 square feet of lot area. Auto service stations and commercial garages are not permitted. Requires 20,000 square foot lot size for structures. Maximum building height of 35 feet, road frontage minimum of 100 feet. The total coverage of all structures shall not exceed 20 percent of the lot including land area previously developed. Conditional Use Permit by the Board of Appeals may allow for mobile home parks, commercial and industrial facilities, inns and restaurants.

*NVC Historic District*

Permits single family houses but not recreational vehicles or mobile homes. Requires 20,000 square foot lot size for structures without sewer access, 2,500 square feet lot size with sewer access. Maximum building height of 35 feet, road frontage minimum of 50 feet for sewer lots. The lot coverage of all structures shall not exceed 45 percent of lots that are equal or less than 2,500 square feet, or 35 percent of lots between 2,500 and 5,000 square feet (but can begin at 1,125 square feet of lot coverage), or 20 percent coverage for lots larger than 5,000 square feet (but can begin at 1,750 square feet of lot coverage). Conditional Use Permit by the Board of Appeals may allow restoration of historic structures like cottages to original bulk and configuration standards, non-residential uses like utilities, swimming pools, and Bed and Breakfast lodging.

See the Existing Land Use Map for the locations of these districts, as well as for shoreland land use. The Northport Village Corporation Ordinance dates back to the 1930s, with its most recent amendments made in 2000 (in accordance with 30-A MRSA § 3001, et seq. and the Charter of the Northport Village Corporation.) The Ordinance has served Bayside well over the past seventy years, enjoys strong support among residents, has helped preserve the historic traditional village that residents value, and has encouraged the faithful restoration of historic structures. Accordingly, it is the recommendation of this plan that the Ordinance be maintained in its current form, with future revisions made only as needed to protect Bayside from new types of developmental pressures that may threaten the historic qualities of the area, or to encourage development in adjacent areas to the built-up areas following the same patterns of historic development. The town's role in land use planning in Bayside has been limited to shoreland land use.

AREAS UNSUITABLE FOR DEVELOPMENT

There are areas within Northport that are not suitable for development and areas that require special consideration based on the potential environmental impact as the result of various land use activities. Land use activities within these areas require stricter regulation than in other areas or, in some circumstances, prohibition. These areas include:

Floodplains - These are areas located in the flood prone areas of Northport. Flooding is frequent and use should be limited to those activities, which are unharmed by flooding, such as agriculture, forest and some types of recreation. It should be noted that the actual floodplain of a stream would usually be more extensive than the areas shown having floodplain soils.

Water Resources/Wetlands - These are areas that fall under the Natural Resources Protection Act. Land use activities affecting these resources require a permit from the Department of Environmental Protection. The town regulates development within shoreland zone around Knight's and Pitcher Ponds and the associated wetlands and the Belfast reservoir, as well as around other non-forested wetlands of ten or more acres. Development within these areas themselves would be extremely limited if not impossible.

Unsuitable Soils - These are areas in Northport that would have limited development because of poor soils. Larger lot sizes would be required in order to meet the requirements of the Maine State Plumbing Laws.

Slope - These are areas within Northport that have a slope greater than 15 percent. These slopes preclude extensive development because of problems with erosion, runoff, and construction limitation such as allowable road grades, suitability for septic sewage disposal, and stability of foundation. Also, note that the Maine Plumbing Code does not permit septic systems on a slope greater than 25 percent.

## **PROPOSED TOWN WIDE LAND USE DISTRICTS**

### ***GROWTH AREAS***

Growth Areas, by definition, include lands that at a minimum:

1. Can be efficiently served by public facilities, including public utilities, roadways, fire protection, school buses, and the like,
2. Are physically suitable for development or redevelopment,
3. Contain sufficient area to accommodate projected growth, and
4. Can provide a compact pattern of development within the existing natural constraints

The Land Use Chapter and land use map contained within the Comprehensive Plan identify general areas of appropriate location and size to accommodate anticipated growth and future development in Northport.

**The proposed land use plan does not endeavor to identify specific parcels or areas needed to accommodate predicted growth and development. Only detailed site-specific analysis, working in direct consultation with property owners, can determine the precise location of proposed districts.**

In addition, the Northport Comprehensive Plan has not assessed the individual landowner's desire to sell his/her land for development, to develop it or to leave it undeveloped.

The Land Use Districts proposed as Northport's growth areas are illustrated on the Proposed Land Use Map at the end of this Chapter.

The land use ordinance for Northport will also address development concerns with strict performance standards to ensure that development in each district is appropriate and does not overburden the town's fiscal and management capacity. The schedule of uses will be consistent with current and existing development. Applicable performance standards will be developed for each district within the land use ordinance to address, among others access requirements, parking, landscaping, signage, refuse disposal, off street loading, oil

and chemical storage, water quality, landscaping, buffer provisions, as well as design criteria to ensure attractive development for all applicable districts.

The proposed growth areas (Mixed Use Residential and Mixed Use US Route 1) contain approximately 1,233 acres (including lots already developed) to accommodate the future high-density residential and commercial growth of the community. Using the highest projections, discussed above, it is anticipated that up to 113 new housing units will be needed by the year 2010 (up to 148 in 2012) and it is estimated that the proposed growth areas are of sufficient size to accommodate this future growth.

<b>Summary Table of Proposed Land Use Districts</b>				
<b>(Note: Districts are described in the text after this table)</b>				
<i>District Name</i>	<i>Minimum Lot Size (Non-sewered)</i>	<i>Minimum Lot Size (Sewered)</i>	<i>Road Frontage</i>	<i>Key Purpose and Provisions</i>
Historic District (H)	20,000 sq. ft.	5,000 sq. ft.	TBD	Maintains NVC (Bayside) current zoning ordinance
Mixed Use Residential District (MU-R)	43,560 sq. ft. (1 acre)	20,000 sq. ft.	TBD	Maintains residential neighborhoods, allows home based businesses
Mixed Use US Route 1 District (MU-US1)	20,000 sq. ft.	5,000 sq. ft.	TBD	Maintains mixed uses, and low impact business, with access management for roadway safety
Marine District (M)	20,000 sq. ft.	5,000 sq. ft.	TBD	Protects marine uses, working waterfront
Rural Residential District (RR)	87,120 sq. ft. (2 acres)	-	200 feet	Prevents high-density large scale development Encourages open space subdivision development
Rural Resource Protection District (RRP)	87,120 sq. ft. (2 acres)	-	200 feet	Impervious surface 15% maximum of lot area, only if supported by a scientific study of this district to adequately protect surface waters from pollution
Conservation District (CD)	-	-	-	Existing State Parks, Preserves and Public and Private Conservation easements

The districts are described in more detail in the text that follows:

*Historic District (H)*

Properties currently listed (as of the effective date of the adoption of this plan forward) and registered on the National Register of Historic Places in Bayside will be included in the Historic District. Development proposals within this District will continue to be subject to the NVC Historic Preservation Performances Standards, which will be incorporated into the Town's future Land Use Ordinance. A review of performance standards and design guidelines used in the historic districts of other Maine communities will take place in order to propose appropriate standards that can be implemented effectively to maintain the architectural heritage of buildings in this district. The following excerpt summarizes the current NVC (Bayside) Historic Preservation Performance Standards, which relate to renovations of historic buildings in Bayside:

“The restoration of historic buildings, “society cottages”, in the Historic District to their original size, height, footprint, and other exterior characteristics shall be permitted after review by the Board of Appeals provided that the application can provide accurate evidence of the original size, height, and details. Such application shall only be permitted if, in the opinion of the Board, the applicant is attempting a historic replication. The Board may attach special conditions as appropriate to ensure the same. Such restoration shall not be deemed to be a permission to resume historic use. In order to resume historic use, the conditions and requirement of a home occupation or commercial use must be met.”

In addition, other areas will be studied for possible future addition to this district. Such studies would be based on the history of the areas, their architectural heritage and the historic integrity of structures within these areas currently. The State Historic Preservation Office will be consulted on these studies. This District will be designed to acknowledge and ensure the long-term preservation of these historical structures.

The need for further standards will be examined by the town. Areas serviced by municipal or community water or sewer will have a recommended minimum lot size of 5,000 square feet. In areas not serviced by municipal or community water or sewer, the minimum lot size will be 20,000 square feet.

This proposed district, as with any proposed ordinance or ordinance amendment, requires a Town Meeting vote for approval and implementation, independent of and in addition to the Town Meeting vote on this comprehensive plan.

*Mixed Use Residential District (MU-R)*

This district includes areas that are primarily residential. Please see the Proposed Land Use Map. This district will maintain these areas for residential and home based business growth. The land use ordinance will specify the exact types and sizes of commercial uses allowed, based on feedback from the 2002 Northport Land-Use Opinion Survey. Residential land use will be protected through standards that only allow small scale, low

impact commercial uses like home based businesses. No new high impact businesses will be allowed. New high traffic generating establishments (like service stations and convenience stores), businesses with over 2,500 square feet of floor space, or industrial uses will not be allowed.

A variety of housing types such as single family, two-family and multi-family units as well as retail, service, Bed and Breakfasts, home occupations and small scale, low impact retail establishments will be allowed in this district. Performance standards regarding noise, lighting, hours of operation, parking, and other adverse impacts will be considered, to ensure compatibility with residential neighbors. Areas serviced by municipal water and sewer will have a recommended minimum lot size of 20,000 square feet; in areas not serviced by municipal or community sewer and water the minimum lot size will be 1 acre (43,560 sq. ft.).

This proposed district, as with any proposed ordinance or ordinance amendment, requires a Town Meeting vote for approval and implementation, independent of and in addition to the Town Meeting vote on this comprehensive plan.

*Mixed Use US Route 1 District (MU-US1)*

This district is located along US 1 in the northeastern portion of town, and an area including the intersection near Beech Hill Road, as well as other portions of US Route 1. Please see the Proposed Land Use Map. This district will provide growth areas for future commercial and residential growth. This district will provide for an expansion of limited commercial uses, primarily at coordinated and managed access points on US 1. The land use ordinance will specify the exact types and sizes of commercial uses allowed, based on feedback from the 2002 Northport Land-Use Opinion Survey, which indicated a strong preference among residents to encourage opportunities for locally owned businesses to locate or expand in Northport, and not to encourage large-scale national chain stores to locate here. Standards such as architectural and signage design, parking lot location, size and landscaping, and maximum floor areas for individual retail stores will be among the tools considered to retain the traditional scale and appearance of future development.

Future access in this area will be consistent with the Maine Department of Transportation (MDOT) Access Management Standards. Permitting and enforcement of entrances and driveways state on state aid roadways is done by MDOT, not the town. No new roadway intersections with US 1 will be sought; rather, reconfiguration of existing entrances and drives to improve and coordinate existing access points in order to provide increased capacity to accommodate future development will be pursued with MDOT.

A variety of retail, service, Bed and Breakfasts, home occupations and small scale, low impact retail establishments, as well as housing types, such as single family, two-family, multi-family and mobile home park units, will be allowed in this district. Performance standards regarding noise, lighting, hours of operation parking, and other adverse impacts will be considered, to ensure compatibility with residential neighbors. Areas serviced by

municipal or community water and sewer will have a minimum lot size of 5,000 square feet; in areas not serviced by municipal or community sewer and water, the minimum lot size will be 20,000 square feet.

This proposed district, as with any proposed ordinance or ordinance amendment, requires a Town Meeting vote for approval and implementation, independent of and in addition to the Town Meeting vote on this comprehensive plan.

*Marine District (M)*

The marine district will be located in coastal portions of shoreland areas of Bayside, Temple Heights and Saturday Cove, where there are existing landings, docks, piers, etc. See the proposed land use map. Accordingly, the existing Shoreland Use Ordinance will be amended as needed to provide affirmative support for marine-based uses while still allowing residential development as a conditional use if it is determined that residential use would not displace or impinge upon current marine uses. Existing residential uses will be grandfathered. The Shoreland Zone within this area will be changed to Commercial Fisheries/Maritime Activities to ensure that water dependent uses and access are not impacted by residential development. The purpose of these districts is to protect such activities from non-compatible uses while promoting public access to surface waters. The permitted uses will include fishing and marine related services, marinas, boat storage facilities, yacht clubs, shellfish sales, boat charters, excursions, piers, docks, wharves and restaurants. Residential uses will be allowed as a non-conforming or conditional use as described above. Areas serviced by municipal water and sewer will have a minimum lot size of 5,000 square feet. Areas not serviced by municipal sewer and water will have a minimum lot size will be 20,000 square feet.

This proposed district, as with any proposed ordinance or ordinance amendment, requires a Town Meeting vote for approval and implementation, independent of and in addition to the Town Meeting vote on this comprehensive plan.

***RURAL AREAS***

The Rural Districts consist of those areas that Northport intends to protect such as agricultural land, forested land (including the state forestland), scenic areas, and open space land uses where development would be incompatible. The land use districts proposed in the rural areas are shown on the Proposed Land Use Map at the end of this Chapter.

**Important note on Grandfathering: Lots smaller than the proposed minimum lot sizes for the districts in the rural areas, as recommended below, but above the state minimum standards of 20,000 square feet for non-sewered areas and 5,000 square feet for sewered areas, which at the time of the adoption of a land use ordinance are in deed form and registered at the Registry of Deeds will be buildable non-**

**conforming lots provided that the other requirements of the ordinance for non-conforming lots are met.**

*Rural Residential District (RR)*

The purpose of this district is to preserve and enjoy the rural character of the town, to protect agricultural and forestry uses, to provide open spaces and single family residential dwellings with larger lot sizes. The recommended minimum lot size will be 2 acres (87,120 sq. ft.). To maintain the rural character in this district, the current large lot sizes should be encouraged. Frontage requirements on state, state aid and existing municipal roads will be 200 feet to maintain the rural character of the town. Frontages on subdivision roads will be smaller to encourage open space subdivisions. **An open space subdivision is a subdivision in which for the provision of dedicated permanent open space, the lot sizes are reduced below those normally required in the land use district but at or above state minimum lot size requirements. Open space may or may not be publicly accessible.** All subdivision development proposals within this district will be encouraged to submit an open space subdivision plan for the Planning Board's consideration. Density bonus provisions will be included within the Land Use Ordinance and/or Subdivision Ordinance, which will encourage the preservation of rural areas.

Agricultural and commercial forestry operations will be allowed in this district, as well as limited business use including small-scale service, Bed and Breakfasts, home occupations and other small-scale low impact retail establishments. Performance standards regarding noise, lighting, hours of operation, parking, and other adverse impacts will be considered to ensure compatibility with residential neighbors and with the rural character of the district. Development regulations should encourage residential development to occur on existing or recently constructed roads (as of comprehensive plan adoption date).

This proposed district, as with any proposed ordinance or ordinance amendment, requires a Town Meeting vote for approval and implementation, independent of and in addition to the Town Meeting vote on this comprehensive plan.

*Rural Resource Protection District (RRP)*

This district recommends the same minimum lot size (2 acres) and frontage standards as recommended for the Rural Residential District (RR), with the addition of a maximum impervious surface area for lots. Impervious surfaces include the total area of all structures, parking lots and other permanently non-vegetated surfaces of lots as defined in the current Northport Shoreland Use Ordinance. A scientific study will be conducted of topographic and hydrologic conditions in areas extending 50 feet from the boundaries of stream protection shoreland districts and 250 feet from the boundaries of existing freshwater shoreland districts.

The Town will consult with Maine DEP to ensure that the study does not duplicate existing recent studies. Existing studies, if any, along with the new study will **allow the Town to determine whether and where (within a range of up to 50 feet from the**

**boundaries of stream protection shoreland districts and 250 feet from the boundaries of existing freshwater shoreland districts) a maximum impervious surface standard, such as found in the current Northport Shoreland Use Ordinance, would more adequately protect surface waters.** The Shoreland Use Ordinance sets 15% as the maximum impervious surface area permitted, excluding NVC (Bayside).

The purpose of this district is to protect surface waters with the added benefit of protecting environmentally sensitive areas and preserving open spaces. The recommended minimum lot size will be 2 acres (87,120 sq. ft.). Frontage requirements will be 200 feet on state, state aid and existing municipal roads to maintain the rural character of the town. Frontages on subdivision roads will be smaller to encourage open space subdivisions. Development regulations should encourage development on existing roads. Open space subdivision development will be encouraged of all subdivisions within this district, with a density bonus offered if the undeveloped portion of the land is permanently protected. Density bonus provisions will be included within the Land Use Ordinance, which will encourage the preservation of rural land areas.

This proposed district, as with any proposed ordinance or ordinance amendment, requires a Town Meeting vote for approval and implementation, independent of and in addition to the Town Meeting vote on this comprehensive plan.

#### *Conservation District (CD)*

The conservation district is comprised of land owned by the State of Maine, the Town of Northport or held in public or private conservation easement and designated as resource-protected wetlands, forest, farmland or open-space protected areas, Critical Habitat Areas, or as natural areas to be preserved for public recreation. It is envisioned that development within this district will be strictly limited. No residential or commercial development will be allowed, though modest educational and/or recreational facilities may be appropriate and allowed within this district in concert with the terms of individual conservation easements.

This proposed district, as with any proposed ordinance or ordinance amendment, requires a Town Meeting vote for approval and implementation, independent of and in addition to the Town Meeting vote on this comprehensive plan.

#### TRANSFER DEVELOPMENT RIGHTS

The Land Use Ordinance may include a provision for Transfer of Development Rights (TDR) for use in all of the proposed districts, described above. TDR is a market-based technique that encourages the voluntary transfer of growth from places where a community would like to see *less* development (called sending areas, i.e. rural areas) to places where a community would like to see *more* development (called receiving areas, i.e. growth areas). The sending areas can be environmentally sensitive properties, open space, agricultural land, wildlife habitat, historic landmarks or any other places that are important to a community. The receiving areas should be places that townspeople agreed

are appropriate for extra development because they are close to jobs, shopping, schools, transportation and other services.

TDR may make conservation a more affordable option for property owners who seek to protect their land from development permanently. Sending site owners permanently deed-restrict their properties because the TDR program makes it more profitable for them to sell their unused development rights than to develop their land. Developers buy the development rights and use them to increase the density of receiving site projects; they do that because these larger projects are more profitable than the smaller projects allowed when development rights are not transferred.

#### GENERAL RECOMMENDATIONS FOR DEVELOPMENT OF LAND USE ORDINANCE AND LAND USE PERFORMANCE STANDARDS

The following recommendations for Northport's Land Use Ordinance, when developed, will be consistent with the intent of this Comprehensive Plan. The policies are detailed below:

Several items must be considered prior to addressing specific issues for Northport's Land Use Ordinance. During preparation of the Ordinance, land use regulations should be kept to the minimum necessary to achieve the goals of the Comprehensive Plan and to reduce the number of non-conforming properties. It is not the intent of the Comprehensive Planning Committee to impose burdensome requirements on the everyday activities of the town's residents or to create costly enforcement issues for town government. The ultimate goal of growth management is to regulate land use development to the extent necessary to protect natural resources, property values, and public safety. The imposed regulations should not make the town's residents feel that they have lost their freedom as landowners and, therefore, over-regulation must be avoided. In particular, land use regulations should not be so restrictive that they have negative impacts on existing land use practices.

Regarding the creation and updating of various ordinances, there are some general guidelines that should be followed. In ordinances, specific standards and clear definitions are needed because all ordinances must meet the minimum standards as set forth by state law. In addition, it is essential that land use ordinances be consistent with the recommendations of the comprehensive plan. The comprehensive plan provides the legal basis for enacting the ordinances, and their consistency with the plans, goals, and policies will be a major consideration in the event that the ordinances are subject to a legal challenge.

The Town of Northport has identified several specific needs and concerns that will be addressed in the land use ordinance. The land use ordinance will: (1) create a user-friendly application and permitting process; (2) assign more responsibility to code enforcement for review and approval; and (3) develop clear and consistent guidelines for obtaining approval.

## LAND USE ORDINANCE PERFORMANCE STANDARDS

The Land Use Ordinance of the Town of Northport will be developed consistent with the identified needs of the town. In order to protect and preserve natural resources, **land ownership**, property values, public safety, health and welfare, provide for affordable housing and ensure the proper future development of the town, the following performance standard topic areas will be developed and included within the town's land use ordinance:

*Access Requirements* - Standards will be developed which will prevent blind driveways, protect the town road drainage system and minimize the creation of strip development within the community.

*Agriculture* - Standards will be developed which will minimize soil erosion to avoid sedimentation, non-point source pollution, and the phosphorus levels of Northport's water bodies. Such standards will be discussed with the Maine Department of Agriculture while being developed, as required by state law.

*Archeological and Historical Resources* - Standards will be developed that will require developers of major construction in an archaeologically sensitive areas to provide the planning board, or appointed Historical Committee Review Board, evidence certified by a qualified archaeologist that the proposed development will not negatively impact known or possible archeological sites. The planning board will require that the development plans include a plan showing the preservation of known or suspected historic or naturally significant areas.

*Buffer Provisions* - Standards will be developed to minimize the negative impacts of inconsistent development, and to protect Northport's water resources.

*Conversion* - Standards will be developed which will regulate the conversion of existing structures into multi-family dwellings ensuring the safety, health and welfare of Northport citizens while providing increased affordable housing options.

*Forestry Management* - Standards will be developed to prevent clear-cutting timber practices within the community. Such standards will be reviewed with the Maine Forest Service as required by state law.

*Historical Buildings* – Standards will be developed to regulate the renovation of historic buildings (i.e., those listed on the national register) in the proposed historic district to ensure the appropriate preservation of such buildings and of the Northport's architectural heritage.

*Home Occupation* - Standards will be developed by which home occupations may be established in a way that minimizes their impact on existing neighborhoods.

*Industrial Performance Standards* - Standards will be developed which will ensure appropriate industrial development within designated areas of the community. The following provisions shall apply to all permitted industrial uses:

a. Danger

No material which is dangerous due to explosion, extreme fire hazard, chemical hazard or radioactivity shall be used, stored, manufactured, processed or assembled except in conformance with applicable State and Federal Codes and regulations;

b. Vibration

With the exception of vibration necessarily involved in the construction or demolition of buildings, no vibration shall be transmitted outside the lot where it originates;

c. Wastes

No offensive wastes shall be discharged or dumped into any river, stream, water course, storm drain, pond, lake or swamp. Industrial waste water may be discharged to municipal sewers only and in such quantities and quality as to be compatible with commonly accepted municipal sewage treatment operations subject to the approval of the town. The disposal of industrial waste waters by means other than the municipal sewage system must comply with the laws of the State of Maine.

*Manufactured housing* - Standards will be developed to ensure the safety, health and welfare of mobile home occupants and mobile home owners regardless of the date manufactured.

*Mobile Home Park* - Standards will be developed regarding the design of mobile home parks within the town to promote a pleasant neighborhood atmosphere for both residents and abutting property owners.

*Off Street Loading* - Standards will be developed to minimize traffic congestion associated with commercial development.

*Oil and Chemical Storage* - Standards will be developed regarding the storage of combustible materials that are compatible with state and federal regulations.

*Parking Requirements* - Parking space provisions will be created within the performance standards that will regulate the number of parking spaces to be provided depending upon the type of development proposed, as well as the placement and design of parking lots.

*Pesticide Application* - Standards will be developed to protect the public from dangers associated with pesticides. If applied to agricultural operations, such standards will be discussed with the Maine Department of Agriculture while being developed, as required by state law.

*Refuse Disposal* - Standards will be developed regarding the disposal of solid and liquid wastes.

*Sedimentation and Erosion* - Standards will be developed (town-wide) to minimize the volume of surface water runoff during and after development.

*Signs* - Standards will be developed regarding the placement of signs, sign size, and sign type.

*Soils* - Standards will be developed to ensure that development occurs on appropriate soils. All land uses shall be located on soils in or upon which the proposed uses or structures can be established or maintained without causing adverse environmental impacts, including severe erosion, mass soil movement, and water pollution, whether during or after construction. Proposed uses requiring subsurface waste disposal, and commercial or industrial development and other similar intensive land uses shall require a soils report, prepared by a State-certified soil scientist or geologist based on an on-site inspection. Suitability considerations shall be based primarily on criteria employed in the National Cooperative Soil Survey as modified by on-site factors such as depth to water table and depth to refusal.

*Storage Materials* - Standards will be developed that will encourage the orderly storage of material in residential areas to promote and preserve the character of the neighborhoods.

*Topsoil and Vegetation Removal* - Standards will be developed to prevent soil erosion and destruction of topsoil during construction.

## ENFORCEMENT

The value of any ordinance is dependent on how well it is enforced. In order to achieve better enforcement, two issues are of importance: (1) the education of residents as to the requirements of local and state regulations, and (2) providing for adequate hours for the code enforcement officer to ensure that compliance is taking place. The key to adequate and successful enforcement is providing the code enforcement officer with the proper legal language and definitions within the land use ordinance. The success of any ordinance depends on the ability of the code enforcement officer to enforce the ordinance and support of the code enforcement department by management and elected officials.

## REGIONAL COORDINATION

Comprehensive planning recognizes the importance of regional cooperation. The land uses in one community can impact another community, particularly when that land use is located near the boundaries of the town. As indicated in the Natural Resources Chapter of the plan, the town should attempt to develop compatible resource protection standards with nearby towns.

## COMMUNITY BENEFITS

Comprehensive planning demonstrates the importance of land use standards for Northport. Preserving and protecting the character of the town is vital to the continued stabilization of the local economy. Consistent with the provisions of the Growth Management Legislation, Northport's Comprehensive Planning Committee has attempted not only to recognize the value of surface water access and land use standards, but also to preserve and protect the integrity of the town and to continue to make Northport a great place to live, work and vacation.

## POLICIES

In order to provide the basis for future land use controls the town has developed the following policies:

1. Develop necessary land use regulations as deemed appropriate by the will of the voters.
2. Ensure that proposed land use ordinances are consistent with the Comprehensive Plan.
3. Consider shared land use standards with neighboring communities.

## IMPLEMENTATION STRATEGIES

The Land Use Ordinance Committee will develop a Land Use Ordinance consistent with the goals and guidelines of this Comprehensive Plan. The Comprehensive Planning Committee together with the Planning Board and Select Board will regularly review and update the existing ordinances to ensure their consistency with state and federal laws, local needs and the intent of the Comprehensive Plan.

The Land Use Ordinance Committee, Planning Board, Code Enforcement Officer, Board of Appeals, and Select Board will periodically review any land use ordinances adopted by the town to ensure that there are no changes required. In reviewing these regulations, the planning board and code enforcement officer will consider whether or not there have been any changes in the minimum requirements of state or federal laws that would require local amendment of the land use regulations.

The Town Clerk will provide neighboring communities with information on development, planning initiatives or changes in land use ordinances that may impact neighboring communities, in order to solicit opinions and suggestions from those communities.

In order to educate residents on local land use ordinances, a list of all local ordinances and when they are applicable will be developed and made available to the public at the town office. Citizens in the town will be notified and will be involved in the development and amendment of local ordinances.

**Ongoing:**

The Comprehensive Plan Committee will monitor the effectiveness of the plan and the degree of its implementation.

**Immediate** (*To be accomplished within two years*):

1. The Land Use Ordinance Committee, with close cooperation of the Planning Board, will develop a Land Use Ordinance consistent with the goals and guidelines of this Comprehensive Plan. The Land Use Ordinance will be drafted specifically as described in the preceding subsections of this Future Land Use Chapter, and the additional strategies listed and described below (with respect to the growth and rural areas) will be pursued.
2. The Land Use Ordinance Committee, with close cooperation of the Planning Board, will propose suggested amendments to the Shoreland Use Ordinance consistent with the goals and guidelines of this Comprehensive Plan. The Shoreland Use Ordinance will be revised specifically as described in the preceding subsections of this Future Land Use Chapter, and the additional strategies listed and described below. The Committee, Planning Board and Code Enforcement Officer will review and determine retail, service, Bed and Breakfasts, home occupations and small scale low impact retail establishments will be allowed in this district. Performance standards regarding noise, lighting, hours of operation and parking will be considered, to ensure compatibility with residential neighbors. The Committee, Planning Board and Code Enforcement Officer will review and determine whether to keep the Shoreland Use Ordinance as a separate ordinance or include it as an overlay district within the Land Use Ordinance. Either approach shall be considered in keeping with this comprehensive plan.
3. The Land Use Ordinance Committee, with close cooperation of the Planning Board, will propose suggested amendments to the Subdivision Ordinance as needed to be consistent with the goals and guidelines of this Comprehensive Plan. The Subdivision Ordinance will be reviewed to determine whether it will be easier to administer as a separate ordinance or as a section of the Land Use Ordinance. Either approach shall be considered in keeping with this comprehensive plan.
4. The Land Use Ordinance Committee, with close cooperation of the Planning Board, will propose suggested amendments for the use of a Performance Based Scoring System in the Subdivision Ordinance, Site Plan Review Ordinance and other land use ordinance. **In a Performance Based Scoring System, scores are assigned among several performance standards, so that if an applicant's proposal exceeds the minimum requirement for one of the standards, the requirements of another standard may be relaxed.** For example, by providing

a larger vegetative shoreland buffer, greater density may be allowed than is set by coverage area or lot size standards. This system can encourage development better suited for individual sites than may be regulated effectively through less flexible district wide standards where no such system is in place. This system regulates "impacts" of development, such as nuisance impacts, impervious surface, trip generation, etc. The standards selected would be meant to achieve the Town's objectives, including the protection of the health and safety of residents, housing affordability, protection of property values, and protection of cultural, environmental and historic resources, while maintaining flexibility in landowner choice.

5. The Land Use Ordinance Committee, with close cooperation of the Planning Board, will survey shoreland areas to ensure that they are accurately designated as forested or unforested wetlands on the Shoreland Use Map.
6. The Select Board will work in cooperation with the Land Use Ordinance Committee, to engage the services of a qualified firm to produce a study of inland shoreland areas (as noted in the description of the proposed Rural Resource Protection District) not already studied recently by qualified environmental professionals. As noted in the proposed *Rural Resource Protection District*, a scientific study will be conducted of topographic and hydrologic conditions along inland shoreland areas, including but not limited to areas around Pitcher Pond and Knight Pond. Such a study, supplemented with existing study data, if available, will allow the Town to determine where a maximum impervious area standard would better protect surface waters.
7. The Land Use Ordinance Committee, with close cooperation of the Planning Board, will study and consider the implementation of transfer development rights (TDR) in the land use ordinance to maintain current rural net densities and to encourage development in growth areas.

***For promoting development within all growth areas: the following strategies will be recommended and pursued (Not all are ordinance items; the ones that are not are assigned a responsible party with a timeline):***

1. Provisions that promote improved and interconnected road access within the growth areas to allow land to be developed more efficiently, including adopting road standards that allow for the construction of new roads that are appropriately scaled for neighborhood loop roads, and/or "backlot" provisions that allows at least limited use of private ways to access land off existing roads.
2. Dimensional standards that will allow for a compact development pattern and encourage the siting of buildings in a manner that is compatible with existing development will be established. A maximum structure size, based in part on lot size, along with setback and buffer requirements to protect the visual character of the communities will be set in the historic and coastal residential areas to maintain

the neighborhood character and to discourage the tearing down of older structures on adjoining lots and replacing them with large new homes that are out of keeping with the existing architecture; these standards may be applied to adjoining areas to keep them compatible.

3. The feasibility of shared community wells and wastewater treatment systems to facilitate more efficient structural developments in areas that are not served by public systems will be examined. Such efficient development may prove an economical adjunct to providing public water to areas where groundwater is unpotable due to arsenic levels or to service restrictive coastal lot sizes in historic districts. (Planning Board), Immediate.
4. Municipal infrastructure commitments to the proposed growth areas to make them attractive such as street trees, park land and bike trails will be examined. (Garden Club), Immediate and Ongoing.
5. For mixed-use growth areas along US 1, the town will provide an incentive by pre-planning development areas and working with MDOT to improve and coordinate existing access points to provide safe and convenient access to existing and expanding clusters of businesses. The land use ordinance will limit new commercial development to areas utilizing such pre-planned access areas. In keeping with access management principals, no new major intersections will be sought. (Planning Board with MDOT), Immediate and Ongoing.
6. The Town will not accept private subdivision roads as town roads in the proposed rural districts. The Town will consider accepting private subdivision or development access roads as town roads in the proposed Mixed Use Residential District and Mixed Use US Route 1 District, and (Planning Board with MDOT), Immediate and Ongoing.

***For protecting designated rural areas from incompatible development and protecting “rural character” in general, the following strategies will be recommended and pursued:***

1. Establish the number of new homes (housing starts, not simply permits issued) that the rural area can absorb during the planning period of ten years as 20 percent of total anticipated new home construction of up to 23 units by 2010 (or 30 units by 2012). Each year the code enforcement officer will make a report to the Select Board, Planning Board and town through the Annual Report of the building permits issued and new housing starts by type and land use district. Reaching 30 housing unit starts in the rural area prior to 2012 will trigger an immediate Comprehensive Plan Committee review of the effectiveness of both the attractions in the growth areas and the restrictions in the rural areas, to be presented to the Select Board with recommendations for further action.
2. To keep rural lands productive informational materials on the following programs will be available for review at the town office by residents (a) the Tree Growth

Tax Program, and (b) the Farm and Open Space Tax Program. (Assessor and Town Clerk), Immediate. (See also, related implementation strategies in the Natural Resources chapter, pages 106-109.)

3. The roads commissioner will develop investment and priority maintenance policies concerning rural roads (other than state and collector roads) and any other services within the town's purview that might render residential development in the rural area less attractive. (Road Commissioner), Immediate and Ongoing.
4. The Land Use Ordinance Committee will develop more rigorous erosion and phosphorus control standards for new roads in the rural area than currently mandated to present for town wide vote in ordinance.
5. The Planning Board will review development proposals for natural resource impact and make it clear that the building and maintenance costs of new roads in the rural areas would be borne by private landowners.
6. In addition to the spruce-fir-broom-moss forest area east of Knight's Pond, the Conservation Commission will identify key rural assets that may be worthy of permanent protection through town fee purchase or the use of conservation easements.
7. The Select Board will consider the establishment of a fund to assist in critical conservation purchases or stewardship endowments. At a minimum the key rural assets identified will be made known to conservation organizations to guide their prioritization.
8. The town will develop standards for mining impacts consistent with those of nearby towns. (Land Use Ordinance Committee) Immediate.
9. Develop a process to evaluate any new mining proposal. (Land Use Ordinance Committee) Immediate.
10. Develop land use regulations that limit the height and location of telecommunications facilities. (Land Use Ordinance Committee) Immediate.
11. Consider the use of a net density calculation standard in the land use ordinance in lieu of large minimum lot sizes, based on current net densities in rural areas. (Land Use Ordinance Committee) Immediate.
12. The Town will not accept private subdivision roads as town roads in the proposed rural districts. The Town will consider accepting private subdivision or development access roads as town roads in the proposed Mixed Use Residential District and Mixed Use US Route 1 District, and (Planning Board with MDOT), Immediate and Ongoing.

**Long Term** (*To be accomplished in the next five to ten years*):

1. The Land Use Ordinance Committee, Planning Board and Select Board will update the existing ordinances to ensure their consistency with state and federal laws, policies listed above and described throughout this Chapter, and with local needs.
2. The Select Board will consider establishing a fund and offer a cost-share program for professionally developed forestry and wildlife habitat management plans for landowners in the rural area. (Annual Town Meeting) Long Term
3. The town will consider the feasibility of other visual mitigation opportunities such as color requirements (except any FAA requirements), fake trees, faux rocks, locating on existing structures, locating on existing power poles or light poles or other opportunities that may be available now or in the future. (Land Use Ordinance Committee) Long term.

#### LAND USE PLAN SUMMARY

The Town of Northport is an historic, coastal community that is undergoing the development pressures that many of our neighbors are and have been experiencing. The town believes that its residents should work to shape our own future, rather than letting outside forces dictate to us. The proposed Land Use Plan is intended to protect the town's character and to direct residential and commercial activities to appropriate areas while growing a diverse tax base.

This Comprehensive Plan lays out a framework by which the town, over the next decade, can address the various issues discussed. As such, it is an “enabling” document, one that attempts to look at all local problems at this moment and point out the many paths of possible solutions. Some well thought out land ordinances may (and probably should) ultimately result, but they will each be based on a process subject to a vote at a future town meeting. Because this document is a plan, it will require revision to recognize new data, to respond to new trends, and to react to new realities. It is, therefore, only a starting point.

To be successful this plan must consider and attempt to bridge, rather than further divide, the various perspectives that already exist here. The fact that divergent views of the future exist here is certainly not surprising. It would be surprising only if they did not. But, at the same time we must recognize that in reality there is no single viewpoint shared by any single group. In fact there exist many threads of understanding and belief among various groups, and it is upon those threads this bridge must be built.

The basic issue we face is how to confront change. We can attempt to manage change or we can let it ride over us. That choice is ours.

## CAPITAL IMPROVEMENT PLAN

The comprehensive plan recognizes planned growth and a diverse mix of land uses within the town as an important aspect of fiscal planning. The primary implementation strategy for the Fiscal Capacity Chapter is the development of a capital improvement plan (CIP). The purpose of a CIP is to establish a framework for financing needed capital improvements. A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought. Capital improvements are investments in the repair, renewal, replacement or purchase of capital items. Capital improvements differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital improvements generally have the following characteristics: they are relatively expensive (usually having an acquisition cost of \$5,000 or more); they usually do not recur annually; they last a long time (usually having a useful life of three or more years); and they result in fixed assets. Capital items can include equipment and machinery, buildings, real property, utilities and long-term contracts and are funded through the establishment of financial reserves.

Capital improvements are prioritized each year in the budget process based on the availability of funds and the political will of the community. A complete CIP describes expected yearly investment and allows for both changes in priorities and reduction of available funds. The CIP is intended to prevent an unavoidable capital improvement from occurring in a single fiscal year. The unexpected purchase of a sizeable improvement can overburden the tax rate and cause large fluctuations in tax bills from year to year.

A CIP attempts to illustrate all expected capital improvements over a number of years. The annual provision for eventual replacement of capital improvements depends on the useful life of the capital improvements. It is important that capital improvements be financially accounted for each fiscal year, minimizing later expenses.

*For the purpose of this plan, the total costs have been recognized with an indication of the expected time frame for each item that is desired based on priority ratings. The town is currently in the process of developing a complete capital improvement plan that will provide for a yearly allocation of available and applicable funds. Each year any necessary changes will be made to the CIP and it will be included in the annual budget. Each year the Budget Committee will review the funding requests and make a recommendation for town meeting review.*

The capital improvements identified below were assigned a priority based on the listed rating system. Logically, “A” improvements would be implemented prior to “B” and so on. A lower priority item may be funded ahead of schedule if higher priority items have already been funded or are prohibitively expensive, or if other sources of revenue (such as donated funds) become available. In order to fund some capital improvements projects, it may be necessary to begin to identify funding sources and set aside funds in advance of the projected time of funding.

*A - Immediate need. A capital improvement rated in this category would typically remedy a danger to public health, safety and welfare.*

*B - Necessary, to be accomplished within two to five years. A capital improvement rated in this category would typically correct deficiencies in an existing facility or service.*

*C - Future improvement or replacement, to be accomplished within five to ten years. A capital improvement rated in this category would be desirable but is of no urgency. Funding would be flexible and there would be no immediate problem.*

*D - Desirable, but not necessarily feasible within the ten year time frame of the current plan.*

Local projects previously noted in this comprehensive plan and existing reserve accounts are the basis for this capital improvement plan and have been incorporated into the table below. As well, state and federal mandates necessitating some of these projects have been noted in the table below. The need for each project is noted in parentheses.

**CAPITAL IMPROVEMENT PLAN TABLE**

DEPARTMENT	ITEM (NEED)	COST	RANK (PRIORITY)	RESPONSIBLE PARTY (IES)	FUNDING SOURCES
Transportation	Local Roads Project (Repaving, reconstruction, and shoulders: repair of deficient portions of roadway to meet state and AASHTO Standards)	\$5,000,000	1 (A)	Select Board	Bond, MDOT
Public Facilities	Transfer Station - new (MDEP mandate)	\$500,000	2 (A)	Select Board	Bond
Public Facilities	Town Hall (Undersized, ADA mandate)	\$300,000	3 (A)	Select Board	Building Reserves
Public Facilities	Town Pier & Floats (Maintenance, storm damage)	\$50,000	4 (B)	Select Board	Building Reserves
Public Safety	Fire Truck(s) (Replace 20 year old vehicles)	\$500,000	5 (B)	Fire Chief	Federal Grants
Public Safety	Ambulance (First Responder Unit status may change to Volunteer Ambulance Service requirement)	\$200,000	6 (B)	Select Board	Federal Grants
Public Safety/ Housing	Fire Standpipe (Fire safety)	\$500,000	7 (B)	Fire Chief	Federal Grants
Public Safety/ Housing	Hydrants (Fire safety)	\$16,000	8 (B)	Fire Chief	Bond

TOWN OF NORTHPORT COMPREHENSIVE PLAN – CAPITAL IMPROVEMENT PLAN

DEPARTMENT	ITEM (NEED)	COST	RANK (PRIORITY)	RESPONSIBLE PARTY (IES)	FUNDING SOURCES
Transportation	Kelly Cove Bridge (Erosion control)	\$20,000	9 (B)	Select Board	Reserves, Local Roads Program
Public Facilities/ Recreation	Shore Access – Easement, Purchase (Set a fund to purchase properties in coastal shoreland to preserve/encourage marine based activities and recreation)	\$100,000	10 (C)	Select Board	Private Grants and Donations
Public Facilities/ Fiscal Capacity	Technical Infrastructure (Accounting, assessing, bookkeeper software / hardware)	\$50,000	11 (C)	Select Board	Private Grants and Donations

SUMMARY

As indicated by the figures, Northport has worked hard to hold the mil rate in a consistent range, and at a level that its residents appreciate. Northport residents value a relatively low mil rate compared to other Waldo County towns. The town has budgeted (per state mandate) for a salt shed, and has used reserves for other needed projects--chiefly at the transfer station. More recently, a Budget Committee has begun to develop policies and procedures for capital projects. It is likely that town roads will be re-worked and paid for with a bond issue. At the 2002 annual meeting, a special account for a firehouse was approved.