

# COMPREHENSIVE PLAN TOWN OF OWLS HEAD

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JANUARY 8, 2014



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## **INTRODUCTION AND PUBLIC PARTICIPATION SUMMARY**

### **Formation of the Comprehensive Plan Committee**

The Owls Head Comprehensive Plan Committee formed in late 2010 to update the 1996 Comprehensive Plan. Since 1996, changes in state law regarding comprehensive planning as well as changes in the Town’s demographics, development and economy, have necessitated that the plan be updated to meet current and anticipated future needs. It has been a volunteer effort to update this plan with the following active participants appointed by the Selectmen.

<b>Comprehensive Plan Committee</b>	
Stuart Thro	James Jenkins
John Hufnagel	John Ware
Richard Carver, Selectman	William Gay
Eric Davis	Charles Nelson
Laura Davis	Kenneth Wexler, co-chair
Susan Choate, Consultant	Charles Siletti, co-chair
Larry Choate, Consultant	

### **Public Survey**

The committee members developed a public opinion questionnaire for mailing to Owls Head residents. The survey was mailed to 1,380 property taxpayers, who had an opportunity to respond in writing or online. The response rate reached 30.2%.

### **Topic Areas**

The committee assigned comprehensive plan subject topics to each member as listed below:

- Historic and Archeological Resources-Jenkins
- Natural Resources (Natural, Water and Marine Resources)-Wexler
- Agricultural and Forestry Resources-Hufnagel
- Population and Demographic-Thro
- Economy-Thro
- Housing-Hufnagel
- Recreation-Davis
- Transportation-Carver and Nelson
- Public Facilities and Services-Gay
- Regional Coordination Program-Siletti
- Fiscal Capacity and Capital Investment-Gay
- Land Use Existing and Future-Hufnagel

The committee members worked on the update of this plan with help and guidance from Eric Galant, Executive Director of the Mid-Coast Regional Planning Commission.

## **Public Participation Summary**

As noted, the Comprehensive Planning Committee has been comprised of Town residents appointed by the Selectman. Monthly meetings have been open to the public and were held to review progress in the topic areas and solicit help and opinions from the public, Selectmen, Planning Board, and the Code Enforcement Officer. Meeting notices and agendas were available online and at the Town office. The recommendations of this plan are based upon the public opinion survey provided to residents and business and property owners in the Town. Drafts of the plan's chapters have been available at the Town office and online. Public informational meetings have been held, including public hearings and additional public meetings will be held before residents vote on this plan at a Town meeting.

## VISION STATEMENT

The residents of Owls Head shared their vision of what they would like to see for the Town's future over the next ten-year period in the public opinion survey completed for this comprehensive plan update. They envisioned a community much as it is today, a beautiful coastal New England village. They envisioned a quiet and safe place to live. Included in their vision are the following attributes:

- Controlled development of open land
- Small town atmosphere preserved
- Quality water and adequate sewage resources
- More trails for biking and hiking
- Strong local commercial fishing presence
- Improved recreational and commercial access to the waterfront
- Attention to reducing environmental pollution
- Controlled airport usage not exceeding the present size, noise and traffic levels
- Improved schools
- Level population growth with an older population served by required care and transportation facilities.
- Available reasonable cost housing appropriate for both young and older residents and efficient with respect to the use of land and energy, water and sewage.

The policies and strategies contained in this comprehensive plan update have been drafted to enable the Town to achieve its vision over the next ten years.

## EXECUTIVE SUMMARY

The Town of Owls Head has prepared this Comprehensive Plan Update to be used as a guide in overall future land use development during the next ten years. As noted, this update was prepared by volunteer residents of Owls Head and is based upon the results of a public opinion survey and state guidelines. Each of the topic areas presented are an attempt to deal with state recommendations for policies and implementation strategies. The Mid-Coast Regional Planning Commission has been a consultant in this effort. The following paragraphs briefly describe the contents of each topic area.

### **Historic and Archaeological Resources**

This chapter presents the historical background of Owls Head, and an inventory of the Historic/Prehistoric resources with comments as to condition. It presents a five-part minimum strategy set to achieve state and Town goals of identifying and preserving historic and archaeological resources.

### **Natural Resources (Natural, Water and Marine Resources)**

These three chapters describe strategies for reducing pollution of surface and ground water. Regulatory and non-regulatory means of protecting natural and water resources are recommended. The Town should identify and manage marine resources sustainably to protect the health of residents and to safeguard the local economy including those who are dependent upon marine resources for their livelihood.

### **Agricultural and Forestry Resources**

The high land values in Owls Head paid by seasonal residents and others because of its proximity to beautiful Penobscot Bay and the relative rocky nature of the land discouraged farming and the holding of larger portions in forested land some time ago. This chapter describes remaining forestry and agricultural resources in Owls Head.

### **Population and Demographics**

This chapter relates the demographics of Owls Head with its economy, development, and environment. The size and composition of the current and forecasted population impact the recommendations of this plan update.

### **Economy**

This chapter contains statistics that relate the economic climate to the potential for overall local economic well-being, and makes recommendations to improve local employment opportunities.

### **Housing**

The Town should encourage affordable housing opportunities to retain our vital inhabitants including both younger and older residents. To maintain its current character, Owls Head should seek to make housing available in the Town for people in all age groups and economic backgrounds. If it does not, the trends already established will continue and the Town will lose its young, elderly, and many of its self-employed current residents who will be priced out of the marketplace.

### **Recreation**

This chapter recommends that a recreation department or committee be established to address current and future needs. The Town-owned tennis courts and basketball court need improvements and ongoing maintenance. Improvements to boat access at Owls Head Harbor need to be addressed as well as increasing mooring capability. The overuse of public beaches with limited parking capabilities also needs to be addressed.

### **Transportation**

A community depends upon a convenient, safe and reliable transportation system. This chapter reviews existing transportation conditions and plans for the efficient maintenance and improvement of Owls Head's transportation system in order to accommodate existing and anticipated development.

### **Public Facilities and Services**

This chapter discusses maintaining public facilities and services in a manner that promotes and supports growth and development in identified areas.

### **Regional Coordination**

The geographic and administrative region in which Owls Head functions with respect to sourcing and supplying services and materials lies within Knox County and on the coast of Penobscot Bay. Owls Head is bounded on the North, East, and South by Penobscot Bay, and on the North, and Northwest by Rockland, on the West and Southwest by South Thomaston, and on a corner with Thomaston to the West. Comprehensive planning recognizes the importance of regional cooperation and coordination. The land uses in one community can impact another community, particularly when that land use is located near municipal boundaries.

### **Fiscal Capacity and Capital Investment Plan**

Stable municipal finances are always a fundamental responsibility of Town government. It is important for Owls Head to handle diligently all yearly expenditures while at the same time plan for the Town's long-term objectives. The purpose of a capital investment plan (CIP) is to establish a framework for financing needed capital investments. 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.

### **Existing and Future Land Use**

The purpose of this chapter is to outline strategies for improving municipal ordinances and non-regulatory recommendations to encourage the types of development and conservation the residents support and to preserve natural resources, property values, and public safety. This chapter makes recommendations based upon the inventory of the other chapters in this Comprehensive Plan and from the Owls Head public opinion survey results.

### **Survey Results**

A summary and detailed description of the survey results are presented in this chapter.

## HISTORIC AND ARCHAEOLOGICAL RESOURCES

### Introduction

This chapter outlines the Town's history, identifies known prehistoric and historic resources, and recommends steps for their protection.

### *State Goal*

*To preserve the State's historic and archaeological resources.*

### Outline

Key events of the history of the Town are summarized in the paragraphs that follow.

Citizens interested in a detailed history of Owls Head should read The Coastal Town of Owls Head by Edward W. Coffin. Another resource is the Mussel Ridge Historical Society, PO Box 133 Owls Head, ME 04854.

Owls Head, which had been a part of South Thomaston, became a town on July 9, 1921 and included the areas of Ash Point, Ingraham's Hill, Crescent Beach, Holiday Beach, Ballyhac, and of course the section where the Owls Head lighthouse is located.

People in this Owls Head area had been concerned about problems involving the one-room schools over the years. They felt that the five schools here had been neglected, and that the schools in the South Thomaston Village area (the Keag) were receiving all the benefits. This was one reason for the separation.

It is believed the Town derived its name from sailors who in 1759 observed the tall headland of trap rock extending far into the water in the extreme northeastern end of the Town (the lighthouse area) and imagined that it bore a resemblance to the neck and head of an owl. When Champlain visited Owls Head in 1605, it was called Bedabedec Point the Indian word meaning, "Cape of the Winds". Some historians claim the name is of Indian origin and is expressed in their language by the word, "Mecadacut", meaning "Owls Head."

The first town meeting following incorporation was held on August 29, 1921 at the Owls Head School house situated across from the present fire station. The first regular Town meeting of 1922 was held on March 20 at the Pavilion (part of the Crescent Beach Inn), Crescent beach, with action on 37 articles.

There was always a great amount of sociability in Owls Head, with dances, parties and other activities. There were stores jointly operated along with the post offices, both at Owls Head Village and Ash Point Village. This created daily social activity as well as the passing along of information, such as deaths, weddings, the birth of a child and anything



else that was newsworthy. The notices of town meetings were always posted here, followed by "discussion" groups, concerning the articles in the Town Warrant.

The beautiful lighthouse and beach areas in Town drew many tourists who at the time arrived in Rockland by train or the Boston boat. They stayed at one of the several inns and boarding houses.

Many cottages were built along the beautiful beach areas including all of Ash Point, Crescent Beach, Hendrickson's Point, Ginn Point, and Holiday Beach. Some were also built at the Owls Head harbor area where the Owls Head Inn, formerly the Adam's House, (built by Joshua Adams) was located. The old Inn has been privately owned since the late 1930s.

### Railway Service

The summertime open car service to Crescent Beach was most popular. The electric line was organized originally in 1902 as the Rockland, South Thomaston and Owls Head Railway, with the line to Crescent Beach completed in 1905. The railway went into receivership and was reorganized in 1906 with power purchased and leased from the Rockland, Thomaston and Camden Line. Just two years later another new company was formed and service to South Thomaston was completed in 1913-14.

On September 3, 1914, a car left the tracks after crossing a trestle in Maloney's field, near Head-of-the-Bay and overturned. One woman was killed instantly and several other persons injured. Ambitious plans to continue the line to Tenant's Harbor and thence to Port Clyde never got off the ground, due to continued financial difficulties. The fatal accident also had much to do with the trolley line's going out of business for good in 1917-18.

### Churches

There were three churches in Town in 1921, the Owls Head Baptist Church, the Ash Point Church and the Church at Ingraham's Hill. Of those three churches, only one, the Owls Head Baptist Church at the village, remains as a place of worship.

The Ash Point Church, on Ash Point Road (opposite the Dublin Road), was razed in 1956 and money in the treasury given to the Owls Head Church along with the pews and other items of furniture. For many years before its razing, no church services were held there. It was used for several weddings. The Church at Ingraham's Hill was purchased by Alfred and Florence Young and converted into a private home between 1948 and 1950.

### Schools

There were at least six schools here when Owls Head separated from South Thomaston: one at Ballyhac off the Dublin Rd.; one at Ash Point; one across from the present fire

station; one at Ingraham's Hill and one at the Head-of-the-Bay which later became the Owls Head Grange Hall.

The Timber Hill School near Crescent Beach was razed and a home built by Lewis Yattaw. When the Central School was built in 1952, the three schools that had been in operation (Ash Point, Ingraham's Hill, and Timber Hill) were closed and sold. Nothing remains of the Ingraham's Hill School. The school at Ash Point was demolished by burning as a training practice in 1988 by the Owls Head Fire Department. The Owls Head Central School became a part of School Administrative District 5 in 1972 (grades 4, 5, and 6). In 2011, Regional School Union 13 was created. This merger combined all schools in the communities of Rockland, Thomaston, South Thomaston, St George, Cushing, and Owls Head.

### Village Library

On October 10, 1927, a meeting was held at the home of Mrs. Joseph G. Maddocks to form a library association. It was voted to name the association the Owls Head Village Library Association. Land was purchased from Henry E. White, pastor of the Baptist Church, for the sum of \$50. A building was constructed by the men of the community and contained a community room and kitchen as well as the library section. Funds for the construction were raised through sales and suppers with many generous gifts of money also contributed by friends. On February 4, 1928, the first library books were given out from the library building. Previously books had been distributed from what is now the Owls Head Post Office.

### Fire Department

The Owls Head Volunteer Fire Company was formed following approval at a special town meeting on March 30, 1953. A fire truck was purchased from Camden. Previously, Owls Head had a contract with Rockland for fire protection.

The old schoolhouse directly across from the present fire station was used by the department until the new station also containing a Town office and vault was built at a cost of \$14,000. Maynard Bray gave land for the fire station site. The steel building was dedicated on August 14, 1960 in memory of Dr. W. Bradford Adams. In addition to Town appropriations, public suppers, dances and gifts of money have supported the department. Drills and work sessions are held regularly, plus training schools.

Myra Scammon donated the pond and land surrounding it in the village in 1954, as a skating pond. Later it became a fire pond and it continues to serve this double purpose. Fire ponds were constructed in several areas including near Lighthouse Rd., Ash Point, and at the entrance of Lucia Beach Rd.

## Cemeteries

The earliest recorded burial in Owls Head is that of William Heard in October 1808 at Ash Point. A stone in the Ash Point Cemetery records this date, but he was believed to be buried near the family homestead, which is on or near the present Charles Siletti property. Ten cemeteries are located in Owls Head and much history can be found in them. In 2009, a new cemetery was built at the intersection of Ash Point Drive and Dublin Road. The Town Cemetery Association oversees the cemeteries in the Town. The Public Facilities and Services map shows the location of these cemeteries.

## Shipbuilding

The Adams/Brown shipyard located just south of the Ocean House (near Owls Head Harbor) was the only large commercial shipbuilding operation in the Owls Head area. John Adams, a blacksmith, operated a small shipyard, prior to the Adams/Brown era, in almost the same location. The first ship built by Joshua Adams was a small coaster. Adams died in 1829 and his son Joshua C. Adams along with Elisha Brown carried on a prosperous ship building trade. It is recorded that they employed over 150 workers during the peak shipbuilding years (1850-1855). Some of the ships listed as being built at the Adams/Brown yard were: Jo 287 t., Melita 198 t., the schooners Harbinger 98 t., and Helen 272 t. The Brigantine Newsboy, one of the better-known ships built in 1854 by Elisha Brown, was also captained by Elisha Brown and a Captain Leckie. She was engaged in the so-called triangular trade carrying lumber and manufactured goods from New England to the Mediterranean, then transporting wine, oil, and fruits to the West Indies, then back to New England with rum, molasses, and sugar. The Newsboy has been the subject of several paintings, one of which is by local artist Edgar Crockett, and presently hangs in the Town Office.

After the flourish of activity in the mid-1800s, shipbuilding as a commercial venture was never revived. However, individuals have continued to build many small boats for fishing and pleasure. Larger fishing boats built in Town were the Helen Mae built by Charles Ross at Holiday Beach; and built in the harbor area were the Carl An Sul by Carl Reed, and the Irene Alton by Bernard Raynes.

## Knox County Regional Airport

As World War II ended, Owls Head found itself with a moderate size airport in its midst. At the time, few people realized the impact this was to have, not only on the Town itself, but also upon the surrounding Midcoast area. In their book, "Homefront on Penobscot Bay" (1991), Merriam, Molloy, and Sylvester relate the history of the airport in considerable and interesting detail, including some of the activities that occurred during the war years.

Numerous individuals in the Rockland area had an avid interest in aviation as it began to develop, and by 1930, this had resulted in the establishment of the Curtiss-Wright airport at the site of the present South School and the adjoining athletic field. However, rapid

advances in aviation technology soon made this field obsolete for commercial use, so in 1938 the New England Regional Planning Commission recommended it be upgraded. However, the impending threat of U.S. involvement in the war soon changed the scope and greatly accelerated the pace of the project.

In the interest of national defense, the federal government decided that a modern military airport was to be located in the general area. After studying a number of possible locations, and judging the existing Curtiss-Wright field to be much too small, the present site of Owls Head was selected. Initially this consisted of about 200 acres of wetlands, and a great deal of fill had to be brought in to make it suitable to support runways. As the work progressed, several expansions beyond the 200 acres became necessary.

Construction started almost immediately, but the pace accelerated quickly as the threat of war increased. Finally, on April 15, 1943, the Navy officially commissioned the new airport as "The U.S. Naval Auxiliary Facility at Rockland, Maine". During the war, it was used predominately in training aerial and ground support personnel, but also as a base for convoy and antisubmarine patrols as well as a refueling station. All of this created a great deal of activity in the area that resulted in some serious aircraft accidents and some deaths.

Following the end of the war, the airport was officially classified as surplus, and ultimately returned by the Navy to Rockland on April 16, 1946. It was converted by the city into a commercial operation shortly thereafter. However, operational costs, particularly maintenance, became increasingly more expensive, more than Rockland alone could bear, and a decision was made in 1968 to turn it over to the County and to designate it as the Knox County Regional Airport. Since then, the airport runways and taxiways have been expanded. An instrument landing system (ILS) has been installed. In 2011, a modern, environmentally friendly terminal was constructed. Over the years, the airport has been a destination for a number of commuter airlines linking Midcoast travelers with Logan Airport in Boston.

### ***Analyses***

(1) *Are historic patterns of settlement still evident in the community?*

Yes, a number of dwellings from the nineteenth century can be found in Owls Head along principal roadways and in coastal areas. Civic, religious and commercial buildings from this era are present as well, especially in the village area.

(2) *What protective measures currently exist for historic and archaeological resources and are they effective?*

The Shoreland Zoning Ordinance states that to approve an application and issue a permit, the Planning Board/Code Enforcement Officer must make a positive finding that the proposal: "Will protect archaeological and historic resources." Shoreland Zoning also states, "Any proposed land use activity involving structural development or soil

disturbance on or adjacent to sites listed on, or eligible to be listed on the National Register of Historic Places, as determined by the permitting authority shall be submitted by the applicant to the Maine Historic Preservation Commission for review and comment, at least twenty (20) days prior to action being taken by the permitting authority. The permitting authority shall consider comments received from the Commission prior to rendering a decision on the application.” These provisions have been somewhat effective for shoreland properties. Most of the Town’s historic and prehistoric resources are found in shoreland areas. However, inland historic and prehistoric resources have no protection under municipal ordinances. The Floodplain Management Ordinance allows reconstruction of historic properties in floodplains, subject to limitations.

- (3) *Do local site plan and/or subdivision regulations require applicants proposing development in areas that may contain historic or archaeological resources to conduct a survey for such resources?*

Site Plan regulations, included in the Zoning Ordinance, and the Subdivision Regulations do not require a survey for historic or archaeological resources.

- (4) *Have significant historic resources fallen into disrepair, and are there ways the community can provide incentives to preserve their value as an historical resource?*

The following historic structures are in overall poor condition: The Village School on North Shore Drive (across from the fire station), the Grange Hall at the corner of Ash Point Drive and North Shore Drive, and the Philbrook Homestead on Lucia Beach Road.

The community can inform owners of historic properties about the Federal Historic Preservation Tax Incentives program. This program can foster private investment to rehabilitate certified historic structures (building listed individually in the National Register of Historic Places or a building located in a registered historic district and certified by the Secretary of the Interior as contributing to the historic significance of the district). As well, owners of historic properties can be informed that a Maine State taxpayer is allowed a credit equal to the amount of the Federal credit claimed by the taxpayer under Internal Revenue Code for rehabilitation of certified historic structures located in Maine.

## ***Condition and Trends***

- (1) *The community's Comprehensive Planning Historic Preservation Data Set prepared and provided to the community by the Historic Preservation Commission, and the Office, or their designees.*

See the map titled Known Archaeological Sites and Areas Sensitive for Prehistoric Archaeology in Owls Head, prepared by the Maine Historic Preservation Commission, March 2011. Their findings and recommendations are presented in the paragraphs that follow.

### Prehistoric Archaeological Sites

The first inhabitants of Owls Head were Native American Indians. Over five hundred shell-heaps scattered along the Maine coast, and others in Southern New England, are believed to be the accumulated debris of countless aboriginal "shore-dinners" of clams, oysters and other seafood. Archaeologists have estimated the age of these shell-heaps to be between one and five thousand years. There are eleven (11) such shell middens located on the marine shoreline of Owls Head (in the shoreline zone, eroding land edge). Six of the 11 may be significant (hold research value, be eligible for listing in the national Register). Approximately 50% of the shoreline of Owls Head has been surveyed by a professional archaeologist for prehistoric sites (yellow highlight on map).

The Maine Historic Preservation Commission recommends that the survey of the shoreline should be completed. Intensive level archeologist testing should be done at sites that may be significant. It should however be noted that recent articles discuss the fact that naturally occurring concentrations of shells could be the result of tides and layering of shells and are mistaken for middens.

### Historic Archaeological Sites

To this date, no historic archaeological sites are documented and no professional surveys for historical archaeological sites have been conducted in Owls Head. Future archaeological surveys should focus on the identification of potentially significant resources associated with the Town's agricultural, residential, and industrial heritage, particularly those associated with the earliest Euro-American settlement of in the 18<sup>th</sup> and early 19<sup>th</sup> centuries.

### Historic Building / Structures / Objects

The only historic building currently listed in the National Register of Historic Places is the Owls Head Light Station. The Mussel Ridge Historical Society home is another important structure in the Town of Owls Head. The Town needs to work with the Mussel Ridge group and with the Maine Historic Preservation Commission to assess the need for, and if necessary plan for a comprehensive community survey of the Town's historic and archaeological resources.

## Cemeteries

Cemeteries are a cultural resource providing insight into the history of the community. The Town's larger cemeteries are shown on the map titled Public Facilities and Services. More information on these cemeteries can be found in the Public Facilities and Services Chapter.

See the **Outline** section at the beginning of this chapter. See also the Population and Demographics chapter.

- (3) *An inventory of the location, condition, and use of any historical or archaeological resource that is of local importance.*

See the maps titled Known Archaeological Sites and Areas Sensitive for Prehistoric Archaeology in Owls Head and Public Facilities and Services.

<b>Inventory of Historic/Prehistoric Resources of Local Importance</b>	
<b>Resource Name</b>	<b>General Condition</b>
Grange Hall	Poor
Mussel Ridge Historical Society	Fair
Owls Head Light Station (lighthouse)	Good
Philbrook Homestead	Poor
Shell middens (11 sites)	Varies, erosion
Village School	Poor

Source: Town of Owls Head

- (4) *A brief description of threats to local historic resource and to those of state and national significance as identified by the Maine Historic Preservation Commission.*

As noted, to date, no historic archaeological sites are documented. Prehistoric sites (shell middens) are located in shoreland areas and thus face erosion, especially from tidal action. Like all old buildings, historic structures require regular, ongoing maintenance, including the Owls Head Light Station (lighthouse). Since many of the Town's oldest buildings are located near the shore, they require ongoing upkeep to repair damage from heavy winds and saltwater spray.

**Policies**

*Protect to the greatest extent practicable the significant historic and archaeological resources in the community.*

**Strategies**

<b>Historic and Archeological Resources: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
(1) <i>For known historic archeological sites and areas sensitive to prehistoric archeology, through local land use ordinances require subdivision or non-residential developers to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.</i>	Planning Board	Immediate and Ongoing
(2) <i>Adopt or amend land use ordinances to require the planning board (or other designated review authority) to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process.</i>	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Immediate
(3) <i>Work with the local or county historical society and/or the Maine Historic Preservation Commission to assess the need for, and if necessary plan for, a comprehensive community survey of the community’s historic and archaeological resources.</i>	Planning Board, Historical Society, and Maine Historic Preservation Commission	Midterm
(4) The Town should create a list of significant historic resources adding to the inventory in this chapter, and should plan for the preservation of these resources, if possible.	Planning Board and Historical Society	Long Term
(5) The Owls Head Comprehensive Planning Historic Preservation Plan data set, which has been provided by the Maine Historic Preservation Commission, and is incorporated in this chapter, should be utilized for setting Town policy and action.	Planning Board and Selectmen	Immediate and Ongoing

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.






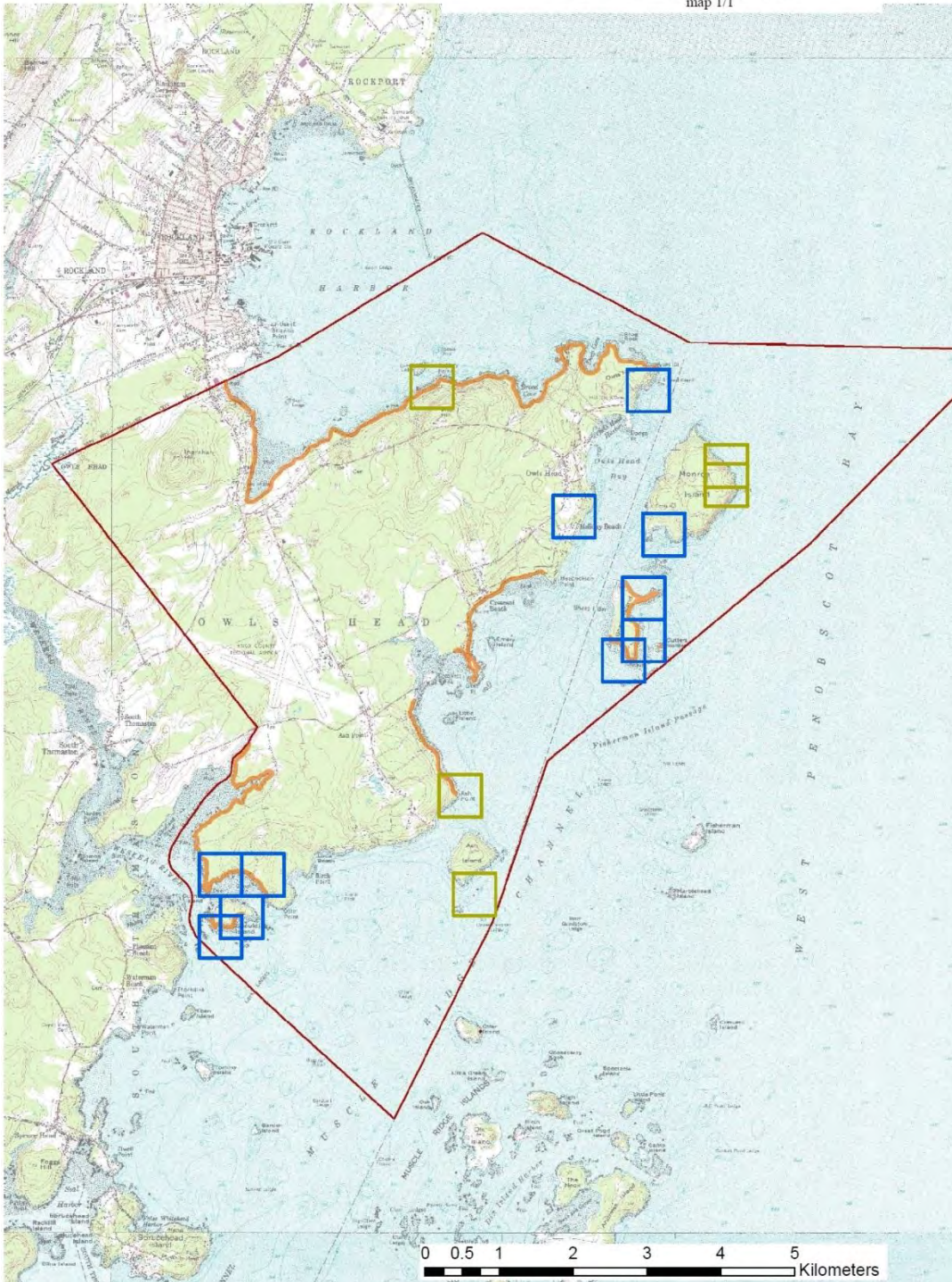
**Known Archaeological Sites\* and  
Areas Sensitive for  
Prehistoric Archaeology\* in**

**Owls Head**

**information provided by  
Maine Historic Preservation Commission  
March 2011**

\*dated material subject to future revision  
map 1/1

-  Areas sensitive for prehistoric archaeology
-  1/2 k square intersecting a known prehistoric archaeological site.
-  1/2 k square intersecting a known historic archaeological site with a good estimated location.



## WATER RESOURCES

### Introduction

Maintaining water quality is essential for the health of Owls Head, its residents, businesses and environment. Coastal waters are described in the chapter titled Marine Resources.

### Goal

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

### Analyses

(3) *Are there point sources (direct discharges) of pollution in the community? If so, is the community taking steps to eliminate them?*

There are 14 locations with direct discharge into the ocean, see the map titled Licensed Outfalls and Discharges. This issue is further described in the Marines Resources Chapter.

(2) *Are there non-point sources of pollution? If so, is the community taking steps to eliminate them?*

Runoff from rain falling on impervious surfaces, like buildings and pavement, bare ground and residential lawns is defined as non-point source pollution. Most non-point pollution is residential in nature such as fertilizers and dumping on private land. In such runoff, pollutants occurring naturally like phosphorous, or from petroleum (motor vehicles and storage tanks), fertilizers and pesticides, in addition to untreated or insufficiently treated wastewater and sewage, can be transported into wetlands and water bodies. Impervious surface percentage maximums, as set in Shoreland Zoning provisions, can reduce the amount of runoff into water bodies. In especially sensitive areas, resource protection designations limit or prohibit development. Stormwater best management practices are referenced in the Zoning Ordinance. It is believed that shoreland zoning and related provisions are effective overall.

There is one commercial operator who spreads septage on fields as permitted under current law. This permit is reviewed by the Town and the State of Maine.

(3) *How are groundwater and surface water supplies and their recharge areas protected?*

The community is very much aware of possible threats to the groundwater and to areas of assumed aquifer activity, which together supply about 95% of the Town's drinking water.

The biggest concern is the groundwater area of assumed aquifer activity under the airport. The safety of the area of assumed aquifer activity between North and South Shore drive is also a concern. While the County has taken some steps to deal with possible spills, no system is foolproof. In addition, there is concern of loss of wetlands and permeable surfaces at the airport due to the airport expansion plans. Safety of the area of assumed aquifer activity at the airport is a major issue that the Town is dealing with on an ongoing basis as the airport continues to talk about expansions of hangars and paved surfaces.

The Code Enforcement Officer/Licensed Plumbing Inspector issue permits for subsurface waste/septic systems and drinking water wells following State and local regulations. Additional protections, like increasing the amount of areas under conservation easements, and/or expanding resource protection zoning should be considered for groundwater/assumed aquifer activity recharge areas.

(4) *Do public works crews and contractors use best management practices to protect water resources in their daily operations (e.g. salt/sand pile maintenance, culvert replacement, street sweeping, public works garage operations)?*

The Town and contractors are aware of the need to use best management practices to protect water resources. The Town recently completed construction of a new covered sand and salt storage area, which is a big step forward. The Town realizes that it needs to do more with culvert replacement and storm drainage repairs and replacement, but is currently constrained by budget pressures. The Town is attempting to deal with storm water runoff during the permitting process for new construction as well as trying to deal with existing conditions.

(5) *Are there opportunities to partner with local or regional advocacy groups that promote water resource protection?*

The Town has been interfacing with the Georges River Land Trust (GRLT) in several issues and plans to continue an ongoing relationship with GRLT, Coastal Mountains Land Trust and Maine Heritage Trust to improve the Town's water resource protection through water quality monitoring, education and conservation efforts.

## Conditions and Trends

- (1) *The community's Comprehensive Planning Water Resources Data Set prepared and provided to the community by the Department of Inland Fisheries and Wildlife, the Department of Environmental Protection and the Office, or their designees.*

The data set has been incorporated into the maps titled Water Resources, Habitat and Marine Resources, and Licensed Outfalls and Discharges.

Maine has four water quality classes of rivers and streams: AA, A, B, and C (Title 38 MRSA Section 465). Each classification assigns designated uses and water quality criteria (narrative and numeric), and may place specific restrictions on certain activities such that the goal conditions of each class may be achieved or maintained. Class B waters are general-purpose water and are managed to attain good quality water; aquatic life use goal approximately Tier 3 on the Biological Condition Gradient. Well-treated discharges with ample dilution are allowed. All streams in Owls Head are Class B.

In June 1993, the Maine Geological Survey report of wells identified 134 in Owls Head; wells have a tax map and lot number. It is estimated that there are currently 175 wells in Town.

As of January 2013, the Maine Department of Health and Human Services indicated that there is a public water system (PWS) at the Owls Head Transportation Museum (ID ME0094731: 180 foot bedrock well 10-27-99, and ID ME0098277 drilled well 225 feet). Formerly, there was listed a PWS at Woodmans Trailer Park ID ME0095529.

- (2) *A description of each great pond, river, surface drinking water supply, and other water bodies of local interest including:*
  - a. *ecological value;*
  - b. *threats to water quality or quantity;*
  - c. *documented water quality and/or invasive species problems.*

There are no great ponds, rivers, or surface drinking water supplies in Owls Head. See the Marine Resources Chapter for information on coastal water bodies.

- (3) *A summary of past and present activities to monitor, assess, and/or improve water quality, mitigate sources of pollution, and control or prevent the spread of invasive species.*

The Town, through its Airport Advisory Committee, Selectmen, and Planning Board works with Knox County to ensure that the groundwater monitoring at the Airport are checked regularly. The Town, within its power, tries to assure that additional development at the Airport is controlled and done properly to prevent any pollution to the area of assumed aquifer activity under the Airport, and to ensure that there are sufficient amounts of open and permeable surfaces to allow for recharging the water supply.

The Town has also worked with the Airport to ensure that stormwater runoff into Ballyhac Cove is minimized and does not contain chemical pollutants. The Town, through its updated ordinances is working on controlling stormwater runoff into and from private property. The Town is also working cooperatively with private owners to deal with stormwater runoff through improvements to drainage systems.

(4) *A description of the location and nature of significant threats to aquifer drinking water supplies.*

At the Knox County Regional Airport, petroleum products including aviation fuel, and deicing products are used on a regular basis.

(5) *A summary of existing lake, pond, river, stream, and drinking water protection and preservation measures, including local ordinances.*

Municipal Shoreland Zoning provisions protect water quality in the shoreland zone along the coast, streams and wetlands.

State and federal laws that protect water resources are summarized below. Enforcement of these laws by State agencies can be limited due to agency staffing levels. Compliance with most State and federal environmental regulations is often left to individual landowners. In many communities, there is greater monitoring and enforcement of State and federal regulations through the municipal Code Enforcement Officer. Some of the most significant State laws affecting water resources, and other natural resources, include the following:

- Maine Erosion and Sedimentation Control Law – requires basic controls and stabilization when a project involves filling, displacing, or exposing earthen material. No permit is required, but the law sets minimum across-the-board standards that help prevent harm to surface waters.
- Maine Forest Practices Act – requires that landowners notify the Maine Bureau of Forestry of any commercial timber harvesting activities, and that commercial harvest activities meet specific standards for timber harvesting adjacent to water bodies, clearcutting and forest regeneration following the timber harvest. If harvesting activities result in a clear-cut larger than five acres, there must be a separation zone between clearcuts, and regeneration standards must be met. This rule requires a harvest management plan developed by a licensed forester for clearcuts greater than 20 acres. The rules prohibit clearcuts greater than 250 acres.
  - Maine Natural Resource Protection Act (NRPA) – regulates activities in, on, over or adjacent to natural resources, such as lakes, wetlands, streams, rivers, fragile mountain areas, high and moderate value waterfowl and wading bird habitats, shorebird areas, high and moderate value deer wintering areas, significant vernal pools, and sand dune systems. Standards focus on the possible impacts to the resources and to existing uses.

- Maine Plumbing Code – rules pertain to materials, fixtures, vent and waste piping potable water supply piping, and approved subsurface wastewater disposal (septic) systems necessary to protect the public health, safety, and welfare of the citizens of Maine.
- Maine Site Location of Development Law (Site Law) – regulates developments that may have a substantial impact on the environment (i.e., large subdivisions and/or structures, 20-acre-plus developments, and metallic mineral mining operations). Standards address a range of environmental impacts.
- Maine Storm Water Management Law – regulates activities creating impervious or disturbed areas (of size and location) because of their potential impacts to water quality. In effect, this law extends storm water standards to smaller-than Site Location of Development Law–sized projects. It requires quantity standards for storm water to be met in some areas, and both quantity and quality standards to be met in others.

### **Policies**

- (1) *To protect current and potential drinking water sources.*
- (2) *To protect significant surface water resources from pollution and improve water quality where needed.*
- (3) *To protect water resources in growth areas while promoting more intensive development in those areas.*
- (4) *To minimize pollution discharges through the monitoring of existing septic system & education of the public.*
- (5) *To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.*

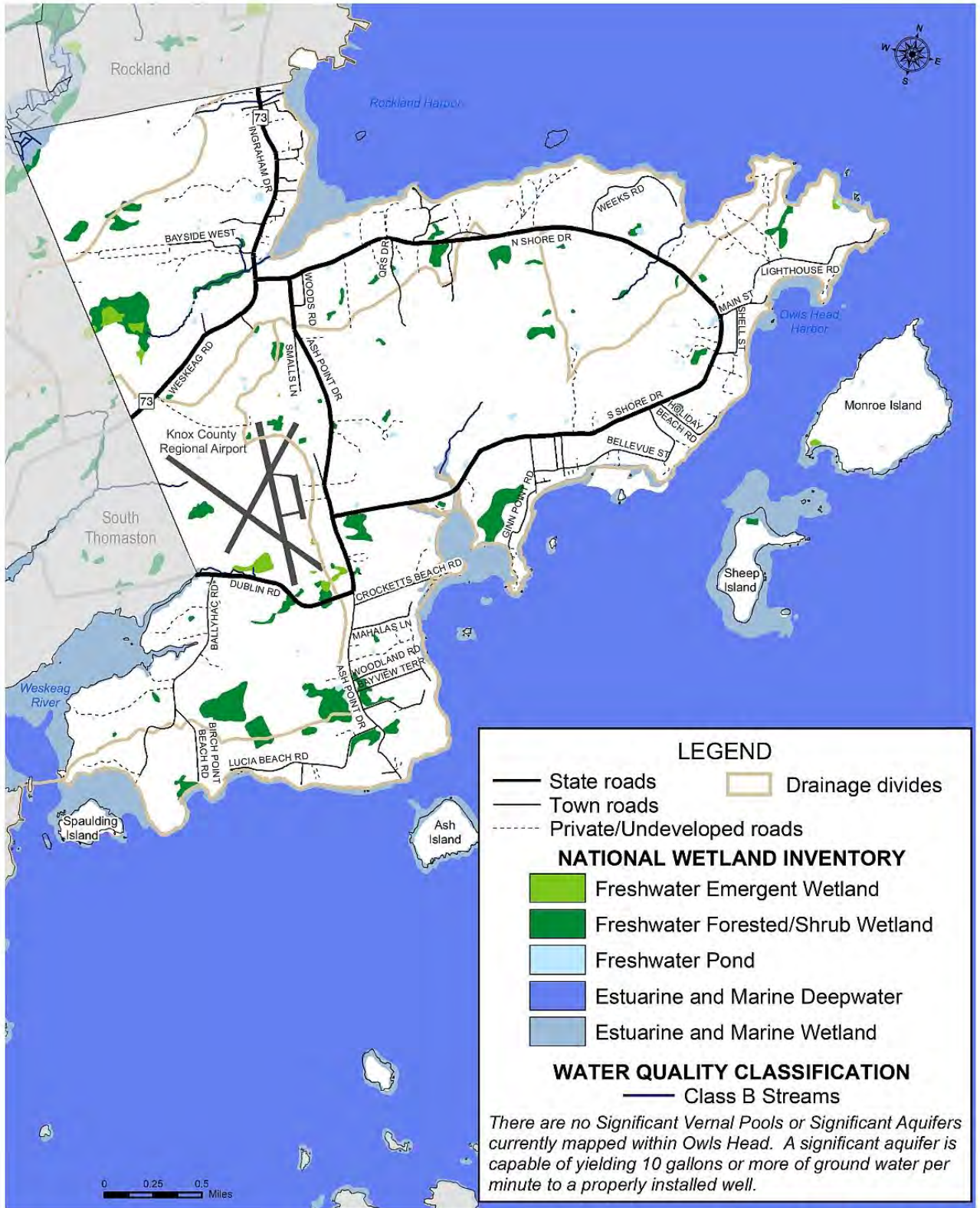
## Strategies

Water Resources: Strategies	Responsible Parties	Timeframe
<p>(1) <i>Adopt or amend local land use ordinances as applicable to incorporate storm water runoff performance standards consistent with:</i></p> <ul style="list-style-type: none"> <li>a. <i>Maine Stormwater Management Law and Maine Stormwater regulations (Title 38 M.R.S.A. §420-D and 06-096 CMR 500 and 502).</i></li> <li>b. <i>Maine Department of Environmental Protection's allocations for allowable levels of phosphorus in lake/pond watersheds.</i></li> <li>c. <i>Maine Pollution Discharge Elimination System Stormwater Program</i></li> <li>d. <i>Enact regulations for construction and development, which better protects against runoff on adjoining lands and roads.</i></li> </ul>	<p>Selectmen, Planning Board, Ordinance Review Committee, Code Enforcement Officer, and Town Meeting Vote</p>	<p>Midterm</p>
<p>(2) <i>Consider amending local land use ordinances, as applicable, to incorporate low impact development standards.</i></p> <ul style="list-style-type: none"> <li>• <i>The Town has recently amended its Zoning Ordinance and Shoreland Zoning provisions to better deal with shoreline protection and lot size.</i></li> </ul>	<p>Selectmen, Planning Board, Ordinance Review Committee, Code Enforcement Officer, and Town Meeting Vote</p>	<p>Midterm</p>
<p>(3) <i>Where applicable, develop an urban impaired stream watershed management or mitigation plan that will promote continued development or redevelopment without further stream degradation.</i></p>	<p>Not Applicable</p>	<p>Not Applicable</p>
<p>(4) <i>Maintain, enact or amend public wellhead and aquifer recharge area protection mechanisms, as necessary.</i></p> <ul style="list-style-type: none"> <li>• <i>The Town does not have a public wellhead. The Town is working to protect groundwater and assumed aquifer activity recharge areas at the airport and on other public &amp; private land through enforcement of Local, State &amp; Federal Regulations.</i></li> </ul>	<p>Selectmen, Planning Board, Ordinance Review Committee, Code Enforcement Officer, and Town Meeting Vote</p>	<p>Long Term and Ongoing</p>
<p>(5) <i>The Town will continue to encourage landowners to protect water quality. Owls Head provides local contact information at the municipal office for water quality best management practices from resources such as the Natural Resource Conservation Service, University of Maine Cooperative Extension, Soil and Water Conservation District, Maine Forest Service, and/or Small Woodlot Association of Maine, and Georges River Land Trust.</i></p>	<p>Selectmen, Planning Board and Code Enforcement Officer</p>	<p>Immediate and Ongoing</p>

Water Resources: Strategies	Responsible Parties	Timeframe
(6) The Town will continue to <i>adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and requires their implementation by contractors, owners, and community officials and employees.</i>	Selectmen, Planning Board, Code Enforcement Officer, and Town Meeting Vote	Immediate and Ongoing
(7) The Town will continue to <i>participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.</i> <ul style="list-style-type: none"> <li>• The Town does its utmost to protect Ballyhac Cove from polluted storm water runoff from the airport. Owls Head is also working to identify and protect other areas of assumed aquifer activity in the Town.</li> </ul>	Selectmen, Planning Board and Code Enforcement Officer	Immediate and Ongoing
(8) There are no fresh water lakes and ponds in Owls Head. The Town is working to educate users of the launching facilities in Owls Head and Rockland Harbor to clean boats as they are hauled out of the ocean.	Selectmen and Code Enforcement Officer	Immediate and Ongoing

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.



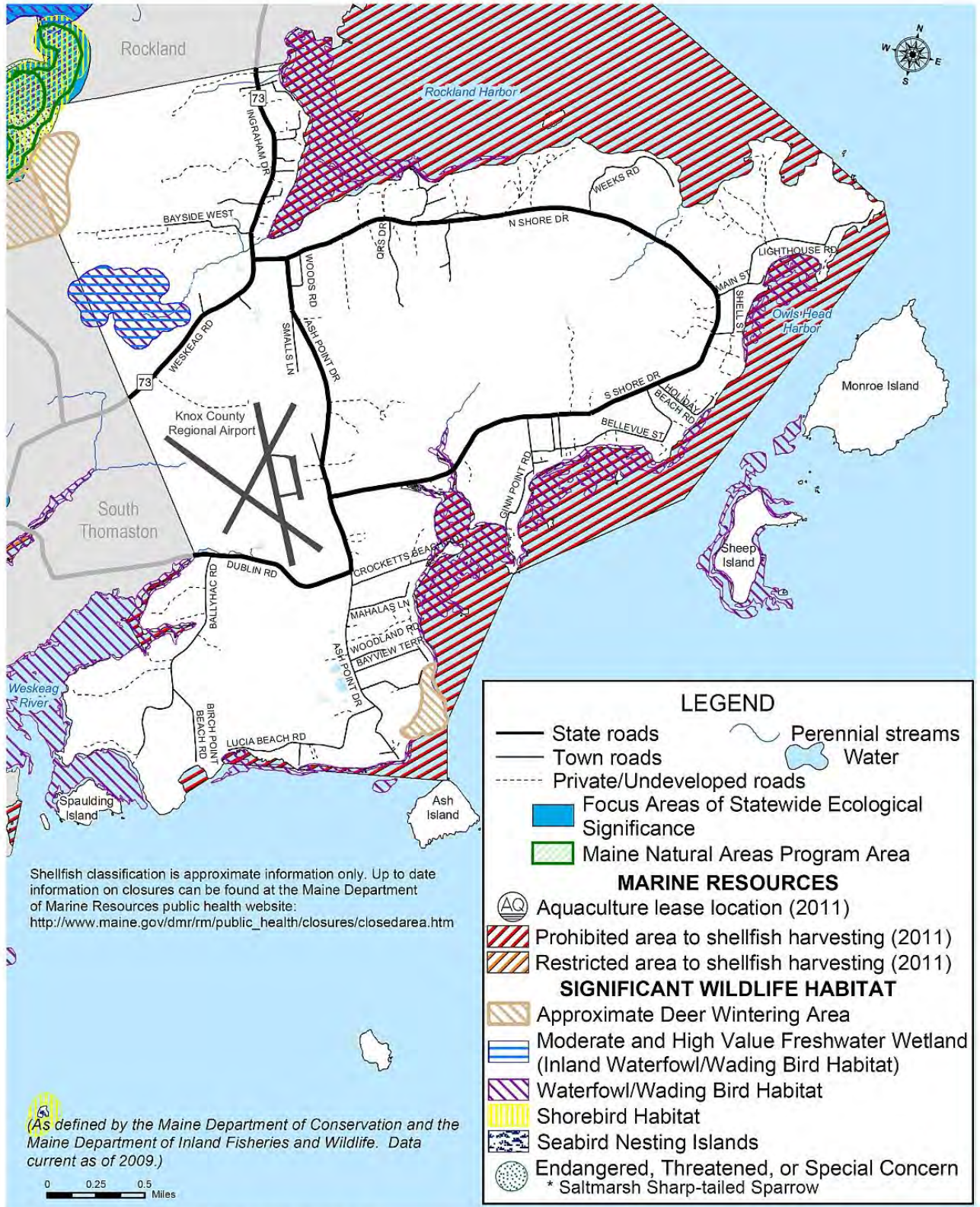


**WATER RESOURCES**

Map revised: November 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: USFWS, MEIFW, MEDEP and MEGIS

**TOWN OF OWLS HEAD**

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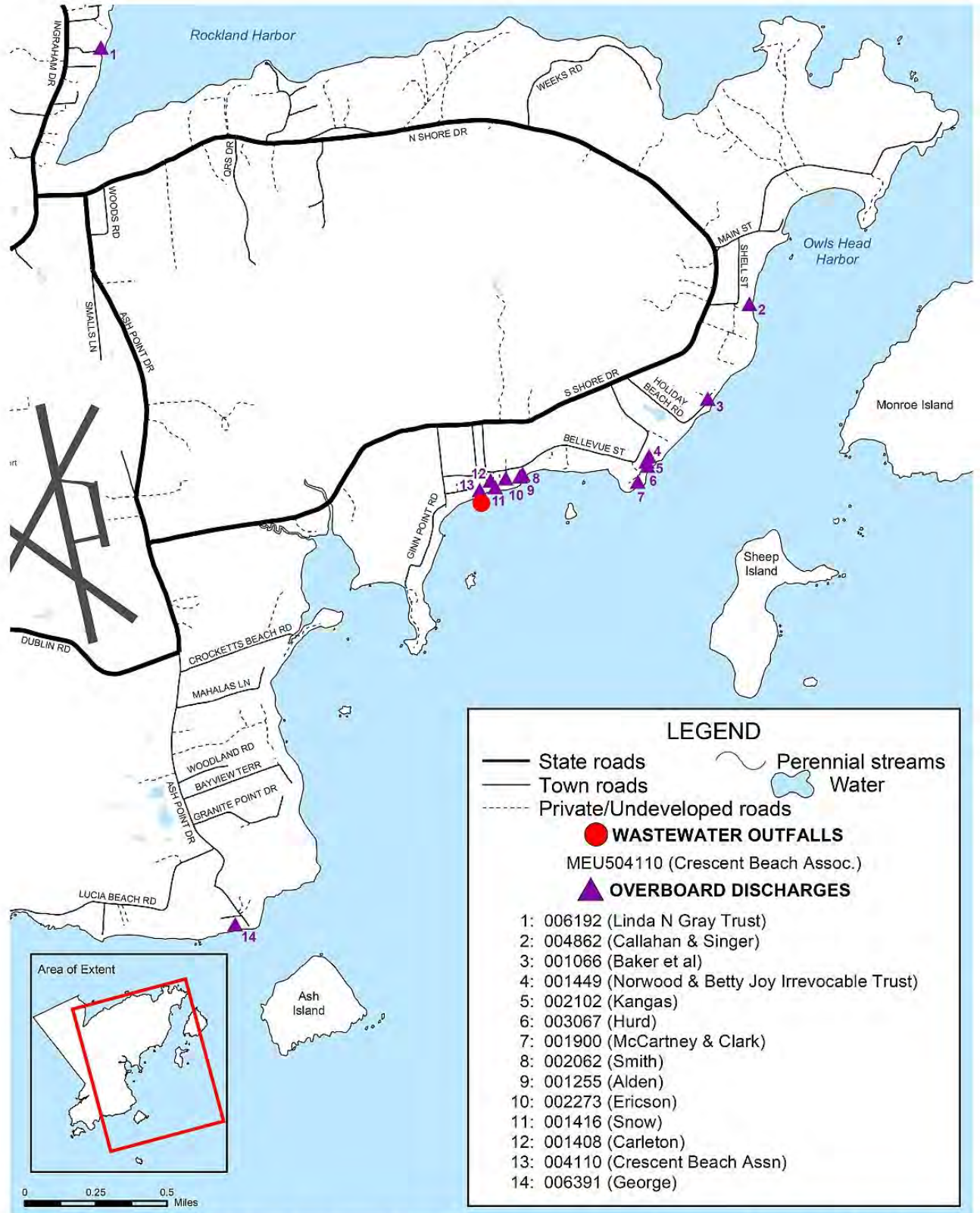


**HABITAT AND MARINE RESOURCES**

**TOWN OF OWLS HEAD**

Map revised: August 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: MEIFW, MNAP, MDMR, MEDOT and MEGIS

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**LICENSED OUTFALLS AND DISCHARGES**

Map revised: November 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: MEDEP, MEDOT and MEGIS



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## NATURAL RESOURCES

### Introduction

Natural resources define much of the physical character of Owls Head. Natural resources are described in more detail in these chapters: Agricultural and Forestry Resources, Marine Resources, and Water Resources.

### Goal

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

### Analyses

(1) *Are any of the community's critical natural resources threatened by development, overuse, or other activities?*

Most of the identified critical natural resources are in the Shoreland Zone and accordingly are protected by Shoreland Zoning provisions. Most development pressure occurs in the Shoreland Zone, excluding the Resource Protection Zones.

(2) *Are local shoreland zone standards consistent with state guidelines and with the standards placed on adjacent shorelands in neighboring communities?*

The Town's local shoreland zone standards are consistent with state guidelines and with the standards placed on adjacent shorelands in neighboring communities.

(3) *What regulatory and non-regulatory measures has the community taken or can the community take to protect critical natural resources and important natural resources?*

By updating its ordinances and through the recommendations in this Comprehensive Plan, the Town is attempting to protect open land where feasible. The shoreland zone ensures a good measure of protection in coastal areas, streams and wetlands. Most of the Town's critical natural resources are found in the Shoreland Zone. Non-regulatory measures include working with land trusts to promote the voluntary use of conservation easements in areas with critical natural resources. The use of conservation easements or purchases may be more tenable to residents and voters than increased regulations. Easements and conservation purchases result in permanent protection while municipal regulations are subject to future amendments or repeal. Protection for critical natural resources could be improved by incorporating the Beginning with Habitat information into the land use regulations and the permitting process.

In addition, the community is concerned with future development of the open interior land between North and South Shore Drive and the approximately 500 Acres of land surrounding Birch Point Park.

We would like to see conservation easements and land purchases in these locations to protect the Town's assumed aquifer activity recharge areas, wildlife and open space.

*(4) Is there current regional cooperation or planning underway to protect shared critical natural resources? Are there opportunities to partner with local or regional groups?*

The Town is working with the Georges River Land Trust and with the Town of South Thomaston and the City of Rockland to protect shared natural resources such as Ballyhac Cove and Rockland Harbor. The Town has worked with the Georges River Land Trust regarding conservation efforts and easements in other parts of the community as well.

### **Conditions and Trends**

*(1) The community's Comprehensive Planning Natural Resources Data Set prepared and provided to the community by the Department of Inland Fisheries and Wildlife, Department of Environmental Protection and the Office, or their designees.*

The data set has been incorporated into this chapter and the maps titled Habitat and Marine Resources, and National Resource Constraints. See also, the maps titled High Value Plant and Animal Habitats, Priority Trust Species Habitats, Water Resources and Riparian Habitats and Wetlands Characterization.

*(2) A map or description of scenic areas and scenic views of local importance, and regional or statewide importance, if available.*

The physical character of the Town is shaped in large part by its scenic resources, which improve the local quality of life and enhance the value of surrounding properties. Perhaps the most important scenic views and vistas are those visible to the public from public roads, and public recreation areas, for example, in the village area and the Lighthouse. See the map titled Scenic Views for the location of prominent views.

### **Policies**

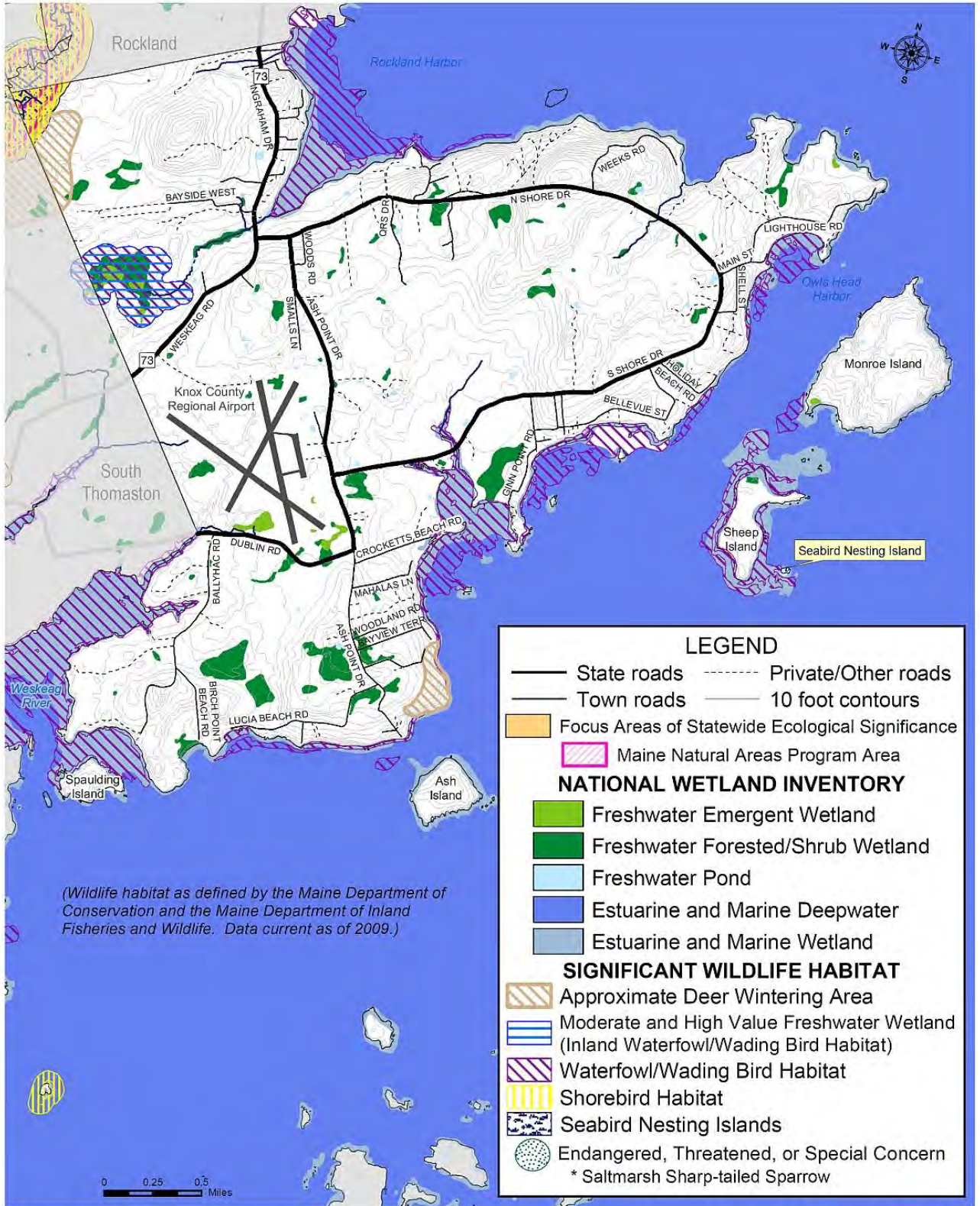
- (1) To conserve critical natural resources in the community.*
- (2) To coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.*

## Strategies

Natural Resources: Strategies	Responsible Parties	Timeframe
(1) <i>Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources.</i>	Planning Board, Code Enforcement Officer, Ordinance Review Committee, and Town Meeting Vote	Immediate and Ongoing
(2) <i>Designate critical natural resources as Critical Resource Areas in the Future Land Use Plan.</i>	Selectmen, Comprehensive Plan Committee, and Town Meeting Vote	Immediate
(3) <i>Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.</i>	Planning Board, Ordinance Review Committee, Conservation Commission, Code Enforcement Officer, and Town Meeting Vote	Midterm
(4) <i>Through local land use ordinances, require the planning board (or other designated review authority) to include as part of the review process, consideration of pertinent BwH maps and information regarding critical natural resources.</i>	Selectmen, Planning Board, Ordinance Review Committee, and Town Meeting Vote	Immediate and Ongoing
(5) <i>Initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources.</i> <ul style="list-style-type: none"> <li>• This includes working with South Thomaston to protect Ballyhac Cove and working with Rockland to protect Rockland Harbor.</li> </ul>	Selectmen, Planning Board, Conservation Commission, and Code Enforcement Officer	Midterm and Ongoing

Natural Resources: Strategies	Responsible Parties	Timeframe
<p>(6) <i>Pursue public/private partnerships to protect critical and important natural resources such as through purchase of land or easements from willing sellers.</i></p> <ul style="list-style-type: none"> <li>• The Town through its recently re-constituted Conservation Commission is working on the purchase of seven acres of land in Owls Head Village that will be held by the Town as open space for community use. Funds for this program will be voluntarily raised from the community.</li> <li>• Note: George’s River Land Trust has several conservation easements in the Town totaling approximately 170 acres. The Town has an inter-local agreement with Knox County that limits expansion at the Airport. This Agreement will need to be renewed in 2022.</li> </ul>	<p>Selectmen, Conservation Commission, and Property owners</p>	<p>Long Term and Ongoing</p>
<p>(7) <i>Distribute or make available information to those living in or near critical or important natural resources about current use tax programs and applicable local, state, or federal regulations.</i></p>	<p>Town Clerk, Conservation Commission, and Code Enforcement Officer</p>	<p>Immediate and Ongoing</p>

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.



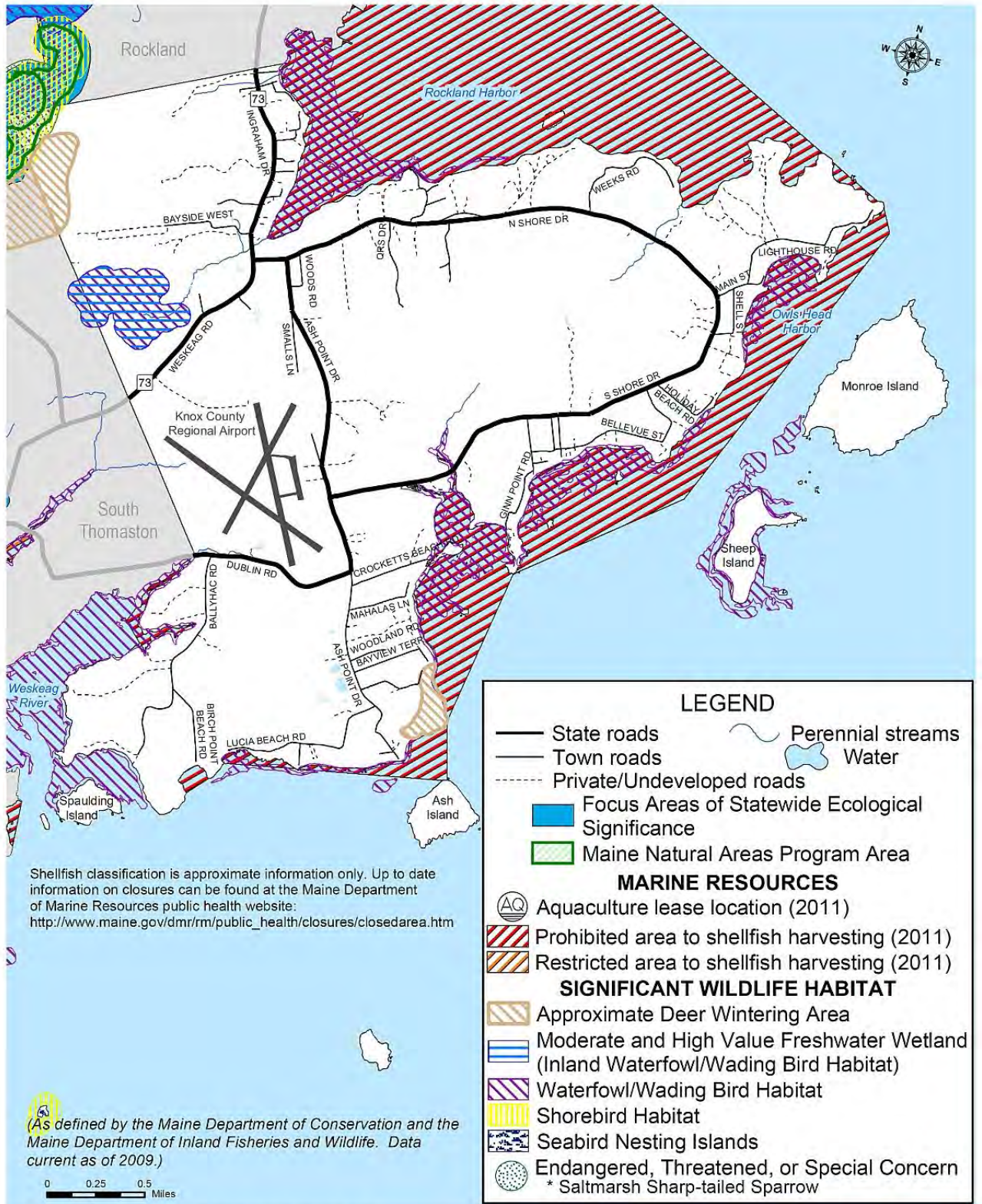
**NATURAL RESOURCE CONSTRAINTS**

**TOWN OF OWLS HEAD**

Map created: August 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: MEDOT, MEIFW, MNP, USFWS and MEGIS

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### HABITAT AND MARINE RESOURCES

### TOWN OF OWLS HEAD

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## High Value Plant & Animal Habitats Owls Head

*This map is non-regulatory and is intended for planning purposes only*

### Descriptions of Labeled High Value Plant and Animal Habitats

No.	Feature Name	Status	No.	Feature Name	Status
1	Brackish Tidal Marsh		3	Tidal Marsh Estuary Ecosystem	
2	Saltmarsh Sharp-tailed Sparrow	SC			

**COLOR CODES:**

Rare Plant

Rare Animal Location/Habitat

Rare or Exemplary Natural Community

Essential Habitat

**STATE STATUS:**

E = Endangered

T = Threatened

PE = Possibly Extirpated

SC = Special Concern


E(B) = Endangered Breeding Population



Source: State of Maine

# High Value Plant and Animal Habitat Legend


## Rare, Threatened, or Endangered Wildlife

 Known rare, threatened, or endangered species occurrence and/or the associated habitats based on species sightings.


Consult with an MDIFW regional biologist to determine the relative importance and conservation needs of the specific location and supporting habitat. For more information regarding individual species visit our website, [http://www.maine.gov/ifw/wildlife/species/endangered\\_species/state\\_list.htm](http://www.maine.gov/ifw/wildlife/species/endangered_species/state_list.htm), for species specific fact sheets.

The Federal Endangered Species Act requires actions authorized, funded, or carried out by federal agencies be reviewed by the U. S. Fish and Wildlife Service. If your project occurs near an occurrence of the Atlantic salmon, roseate tern, piping plover, Canada lynx, New England Cottontail, Fubish's lousewort, or small-whorled pagonia contact the Maine Field Office, USFWS, 1168 Main St., Old Town, ME 04468.

## Rare or Exemplary Plants and Natural Communities


 Rare Plant Locations

Known rare, threatened, or endangered plant occurrences are based on field observations. Consult with a Maine Natural Areas Program (MNAP) Ecologist to determine conservation needs of particular species. For more information regarding rare plants, the complete list of tracked species and fact sheets for those species can be found at: <http://www.maine.gov/doc/nrimc/mnap/features/plantlist.htm>.

 Rare or Exemplary Natural Community Locations

The MNAP has classified and distinguished 98 different natural community types that collectively cover the state's landscape. These include such habitats as floodplain forests, coastal bogs, alpine summits, and many others. Each type is assigned a rarity rank of 1 (rare) through 5 (common). Mapped rare natural communities or ecosystems, or exemplary examples of common natural communities or ecosystems, are based on field surveys and aerial photo interpretation. Consult with an MNAP Ecologist to determine conservation needs of particular communities or ecosystems.


## Essential Wildlife Habitats

 Roseate Tern Nesting Area *or*  
Piping Plover/Least Tern Nesting, Feeding, & Brood-Rearing Area


Maine's Department of Inland Fisheries & Wildlife (MDIFW, [www.state.me.us/ifw](http://www.state.me.us/ifw)) maps areas currently or historically providing habitat essential to the conservation of endangered or threatened species as directed by the Maine Endangered Species Act (12 MRSA, Chapter 925, Subchapter 3, Sections 12804 and 12806) and regulations (MDIFW Rules, Chapter 8.05). Identification of Essential Habitat areas is based on species observations and confirmed habitat use.

If a project occurs partly or wholly within an Essential Habitat, it must be evaluated by MDIFW before state and/or municipal permits can be approved or project activities can take place.

## Significant Wildlife Habitats

 Candidate Deer Wintering Area


Forested area possibly used by deer for shelter during periods of deep snow and cold temperatures. Assessing the current value of a deer wintering area requires on-site investigation and verification by IF&W staff. Locations depicted should be considered as approximate only.

 Inland Waterfowl / Wading Bird


Freshwater breeding, migration/staging, and wintering habitats for inland waterfowl or breeding, feeding, loafing, migration, or roosting habitats for inland wading birds.

 Seabird Nesting Island


An island, ledge, or portion thereof in tidal waters with documented, nesting seabirds or suitable nesting habitat for endangered seabirds.

 Shorebird Areas

Coastal staging areas that provide feeding habitat like tidal mud flats or roosting habitat like gravel bars or sand spits for migrating shorebirds

 Tidal Waterfowl / Wading Bird

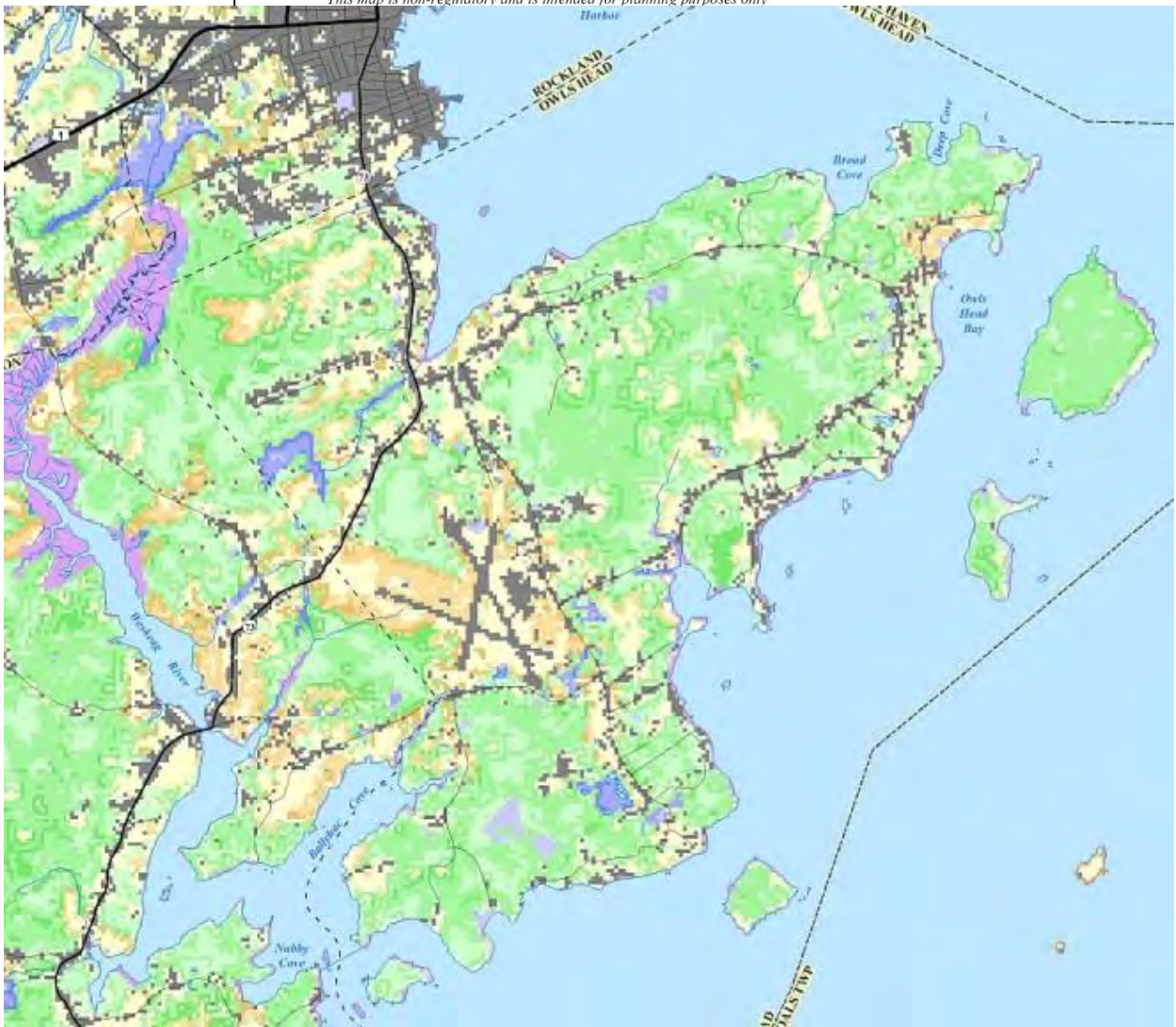
Breeding, migrating/staging, or wintering areas for coastal waterfowl or breeding, feeding, loafing, migrating, or roosting areas for coastal wading birds. Tidal Waterfowl/Wading Bird habitats include aquatic beds, eelgrass, emergent wetlands, mudflats, seaweed communities, and reefs.

 Significant Vernal Pools

A pool depression used for breeding by amphibians and other indicator species and that portion of the critical terrestrial habitat within 250 ft of the spring or fall high water mark. A vernal pool must have the following characteristics: natural origin, nonpermanent hydroperiod, lack permanently flowing inlet or outlet, and lack predatory fish.

## USFWS Priority Trust Species Habitats Owls Head

*This map is non-regulatory and is intended for planning purposes only*








Source: USFWS, State of Maine

# Priority Trust Species Habitat Legend













## Introduction

This map identifies potentially valuable habitat for U.S. Fish and Wildlife Service (USFWS) Priority Trust Species based on the Gulf of Maine Watershed Habitat Analysis developed by the USFWS Gulf of Maine Coastal Program. This analysis was completed for the United States portion of the Gulf of Maine watershed that includes all of Maine, most of New Hampshire, and the eastern third of Massachusetts.

## Habitat Types and Importance

-  Township Boundary
-  Unorganized Township (Beginning with Habitat does not provide data for unorganized townships)
-  Developed- Residential, Industrial, Commercial, and Roads
-  Streams and Brooks
-  Ocean, Lake, Pond, and River Boundaries

## Habitats

<b>Saltmarsh/saltwater</b>		<b>Freshwater wetlands (excludes forested wetlands)</b>	
 1 - 49%	 1 - 49%	 50 - 74%	 50 - 74%
 Top 25% (most important)	 Top 25% (most important)		
<b>Grassland/shrub/bare ground</b>		<b>Forested (includes forested wetland)</b>	
 1 - 49%	 1 - 49%	 50 - 74%	 50 - 74%
 Top 25% (most important)	 Top 25% (most important)		

## Priority Trust Species

The 91 USFWS Gulf of Maine Priority Trust Species include animals and plants that regularly occur in the Gulf of Maine watershed and meet any of the following criteria:

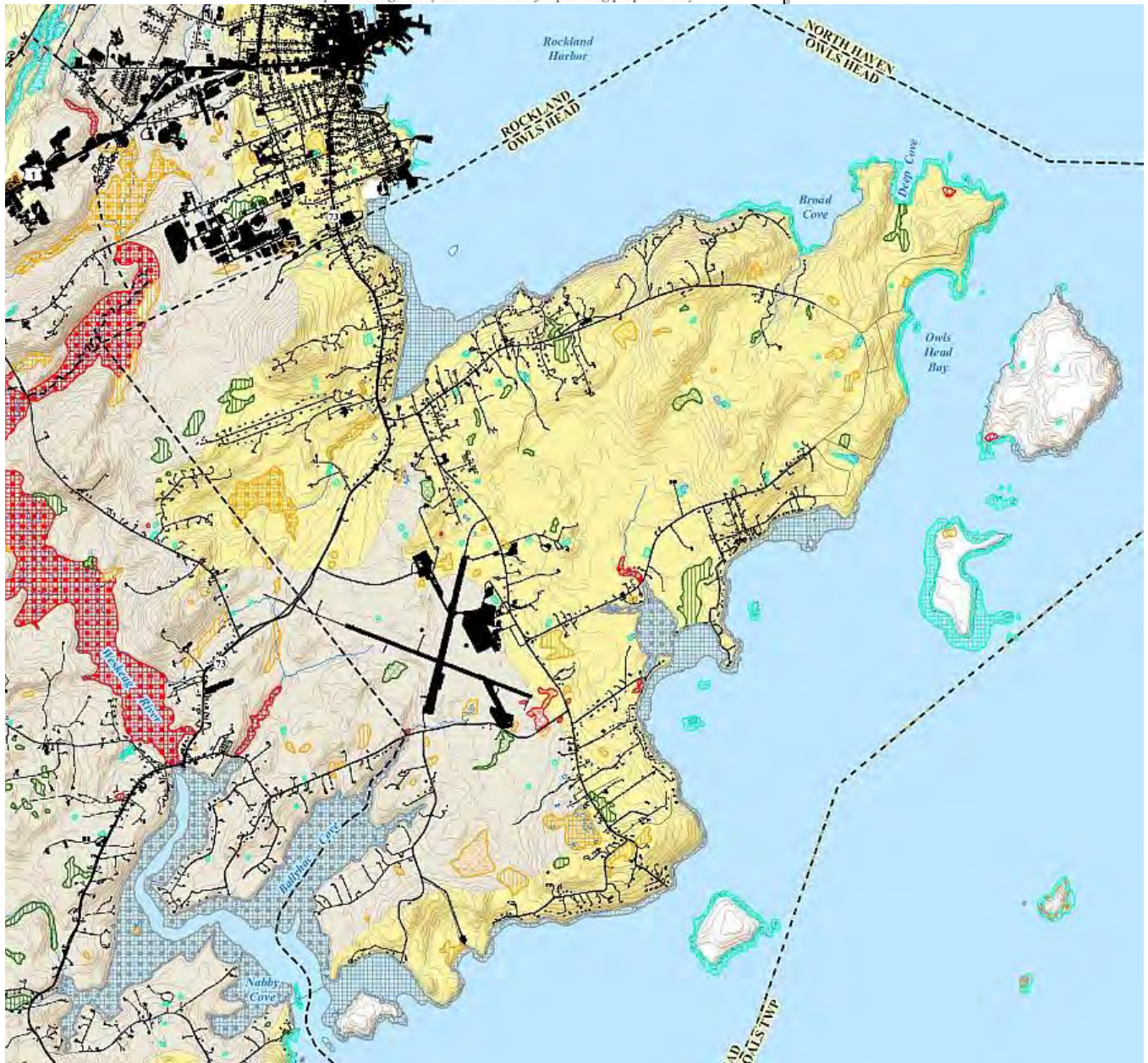
- Federally endangered, threatened, or candidate species
- Migratory birds, sea-run fish and marine fish that:
  - Show significant and persistent declining population trends, OR have been identified as endangered or threatened by 2 or 3 states in the Gulf of Maine watershed
- Species of concern as identified in the U.S. Shorebird Conservation Plan, Colonial Waterbird Plan or Partners in Flight

An asterisk (\*) following the name in the list of priority species below indicates that high value habitat depicted on the map at left has the potential to support that species.

<b>BIRDS</b>	<b>BIRDS (cont'd)</b>	<b>BIRDS (cont'd)</b>
American bittern *	Louisiana waterthrush	Upland sandpiper
American black duck *	Marsh wren *	Veery*
American oystercatcher	Nelson's sharp-tailed sparrow*	Whimbrel*
American woodcock *	Northern flicker *	Whip-poor-will
Arctic tern	Northern goshawk *	White-winged scoter*
Bald eagle *	Northern harrier	Wood duck *
Baltimore oriole*	Olive-sided flycatcher	Wood thrush*
Bay-breasted warbler	Osprey *	Yellow rail
Bicknell's thrush	Peregrine falcon*	
Black scoter*	Pied-billed grebe *	<b>FISHERIES</b>
Black tern	Piping plover	Alewife*
Black-bellied plover*	Prairie warbler	American eel *
Blackburnian warbler *	Purple sandpiper*	American shad*
Blackpoll warbler	Razorbill	Atlantic salmon*
Black-throated blue warbler*	Red crossbill	Atlantic sturgeon*
Blue-winged warbler	Red-headed woodpecker	Blueback herring*
Buff-breasted sandpiper	Red knot*	Bluefish
Canada warbler *	Red-shouldered hawk*	Horseshoe crab
Cape May warbler	Roseate tern	Shortnose sturgeon*
Chestnut-sided warbler*	Ruddy turnstone*	Winter flounder*
Common loon*	Saltmarsh sharp-tailed sparrow	
Common snipe *	Sanderling	<b>PLANTS</b>
Common tern*	Scaup (greater and lesser)	E. prairie fringed orchid
Eastern meadowlark	Seaside sparrow	Furbish's lousewort
Field sparrow	Sedge wren	Robbins' cinquefoil
Golden-winged warbler	Semipalmated sandpiper*	Small whorled pogonia
Grasshopper sparrow	Short-billed dowitcher*	
Hudsonian godwit	Short-eared owl	<b>MAMMAL</b>
Killdeer *	Snowy egret*	Canada lynx
Least sandpiper*	Solitary sandpiper*	
Least tern	Spruce grouse	<b>REPTILE</b>
Little blue heron	Surf scoter*	Plymouth redbelly turtle
Little gull	Tricolored heron	






## Wetlands Characterization Owls Head

*This map is non-regulatory and is intended for planning purposes only*



Source: State of Maine

## Wetlands Characterization Legend

-  Organized Township Boundary
-  Developed- Impervious surfaces including buildings and roads
-  Unorganized Township (*Beginning with Habitat does not provide data for unorganized townships*)
-  Streams and Brooks
-  Ocean, Lakes, Ponds, and Rivers



**Subwatersheds-** The shaded, background polygons are subwatersheds (areas that drain to a particular lake, wetland, pond, river, stream, or the ocean). The subwatersheds are shaded to show topographic relief. This "hillshading" assumes the sun is shining from the northwest, so ridgetops and northwest-facing slopes appear light, whereas valleys and southeast-facing slopes appear dark. Because many areas of Maine are relatively flat, the topographic relief shown here has been exaggerated to make the details easier to see.

## Wetland Functions: Fill Pattern

*Some wetlands may have more than one function (fill pattern)*



### **RUNOFF / FLOODFLOW ALTERATION**

Wetlands provide natural stormwater control capabilities. As natural basins in the landscape, wetlands are able to receive, detain, and slowly release stormwater runoff. Wetland shelves along stream banks naturally regulate flood waters by providing an area for swollen stream flows to expand and slow, thereby protecting downstream properties. This map assigns Runoff/Floodflow Alteration Functions to wetlands that are (a) contained in a known flood zone, (b) associated with a surfacewater course or waterbody, and (c) with slope < 3%.

**AND/OR**

### **EROSION CONTROL / SEDIMENT RETENTION**

Wetlands act as natural sponges that can hold water, allowing suspended particles such as sediment to settle out. The dense vegetation in most wetlands helps to stabilize soil and slow water flows, thereby reducing scouring and bank erosion. This map assigns Erosion Control / Sediment Retention functions to wetlands with (a) slope < 3%; (b) emergent vegetation; and (c) close proximity to a river, stream, or lake.



### **FINFISH HABITAT**

Wetlands with documented finfish populations, including wetlands adjacent to a river, stream, or lake.

**AND/OR**

### **SHELLFISH HABITAT**

Inland wetlands and streams can directly affect the status of coastal shellfish harvest areas. Fecal coliform bacteria and waterborne nutrients resulting from land use changes away from the coast can travel via surface water to harvestable flats. One failed septic system near a stream could close a mudflat several miles away. Excessive nutrients can reduce water clarity and stimulate epiphytic growth that degrades eelgrass meadows. Conservation of freshwater wetlands and stream buffers in coastal watersheds is a key component in marine resource conservation. This map assigns a Shellfish Habitat function to wetlands within 0.5 miles of (a) identified shellfish habitat, (b) identified shellfish closure areas, or (c) mapped eelgrass beds OR palustrine wetlands directly connected by a stream of < 0.5 mile in length to (a) identified shellfish habitat, (b) identified shellfish closure areas, or (c) mapped eelgrass beds.



### **PLANT/ANIMAL HABITAT**

Nearly all wildlife species, and many of Maine's plant species, depend on wetlands during some part of their life cycle. For the purposes of this map, wetlands containing open water or emergent vegetation, 3 or more wetland vegetation classes (see below), and within ¼ mile of a known rare, threatened, or endangered plant or animal occurrence, within ¼ mile of a mapped significant or essential habitat, or within ¼ mile of a rare or exemplary natural community have been assigned this function. Rare element occurrences and mapped habitats can be found on Map 2 High Value Plant & Animal Habitats.








### **OTHER FUNCTIONS**

**CULTURAL/EDUCATIONAL.** Wetlands within ¼ mile of a boat ramp or school have been assigned this value as these wetlands are likely candidates for use as outdoor classrooms, or similar social benefit. Wetlands rated for other functions listed above may also demonstrate cultural/educational values although not expressly shown.

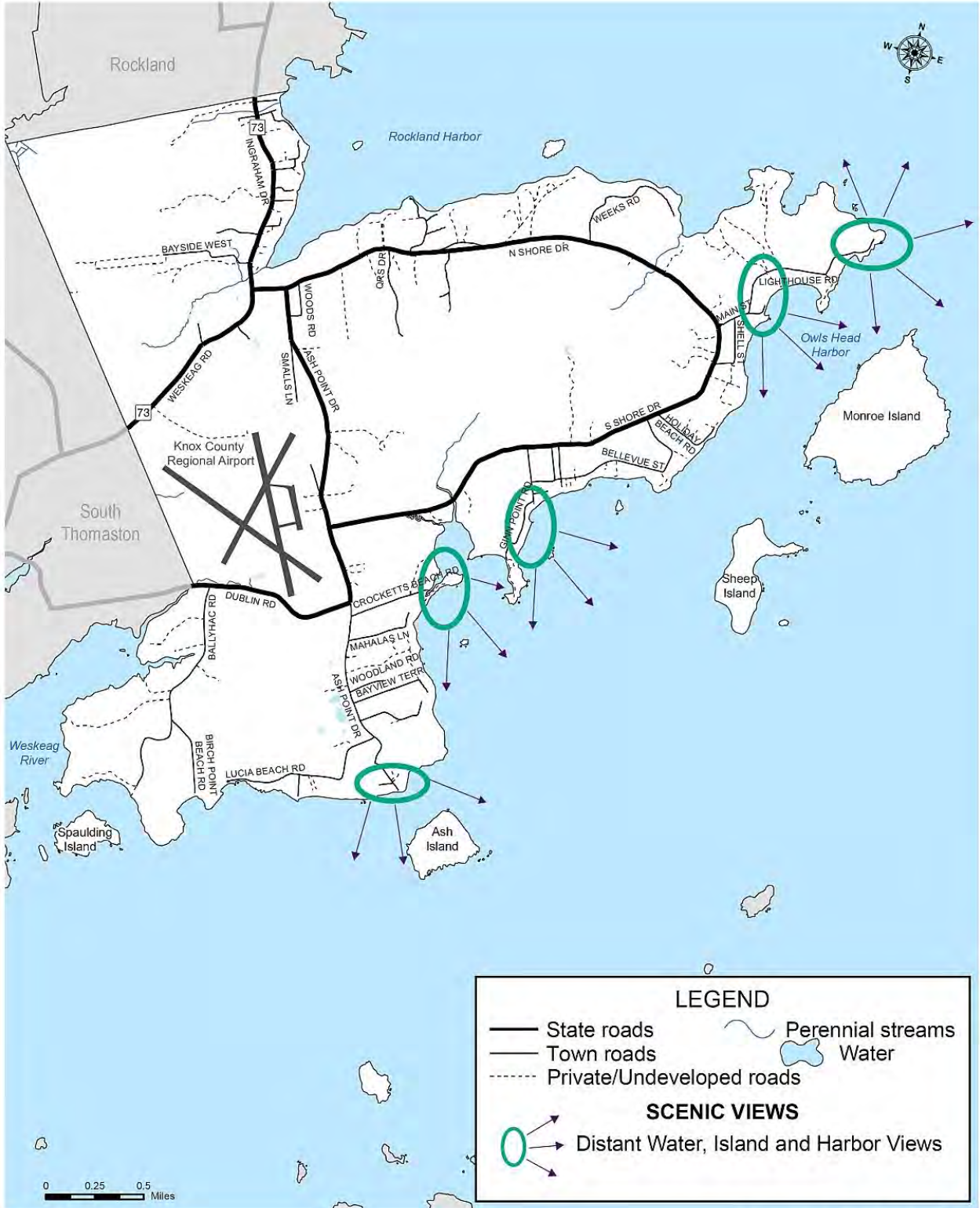
**OR**

**NO DOCUMENTED FUNCTION.** The basis of this characterization is high altitude aerial photos. Photo quality often limits the information that can be interpreted from small wetland features, or those with dense canopy cover. Although not assigned a function under this study, ground surveys may reveal that these wetlands have multiple functions and values.

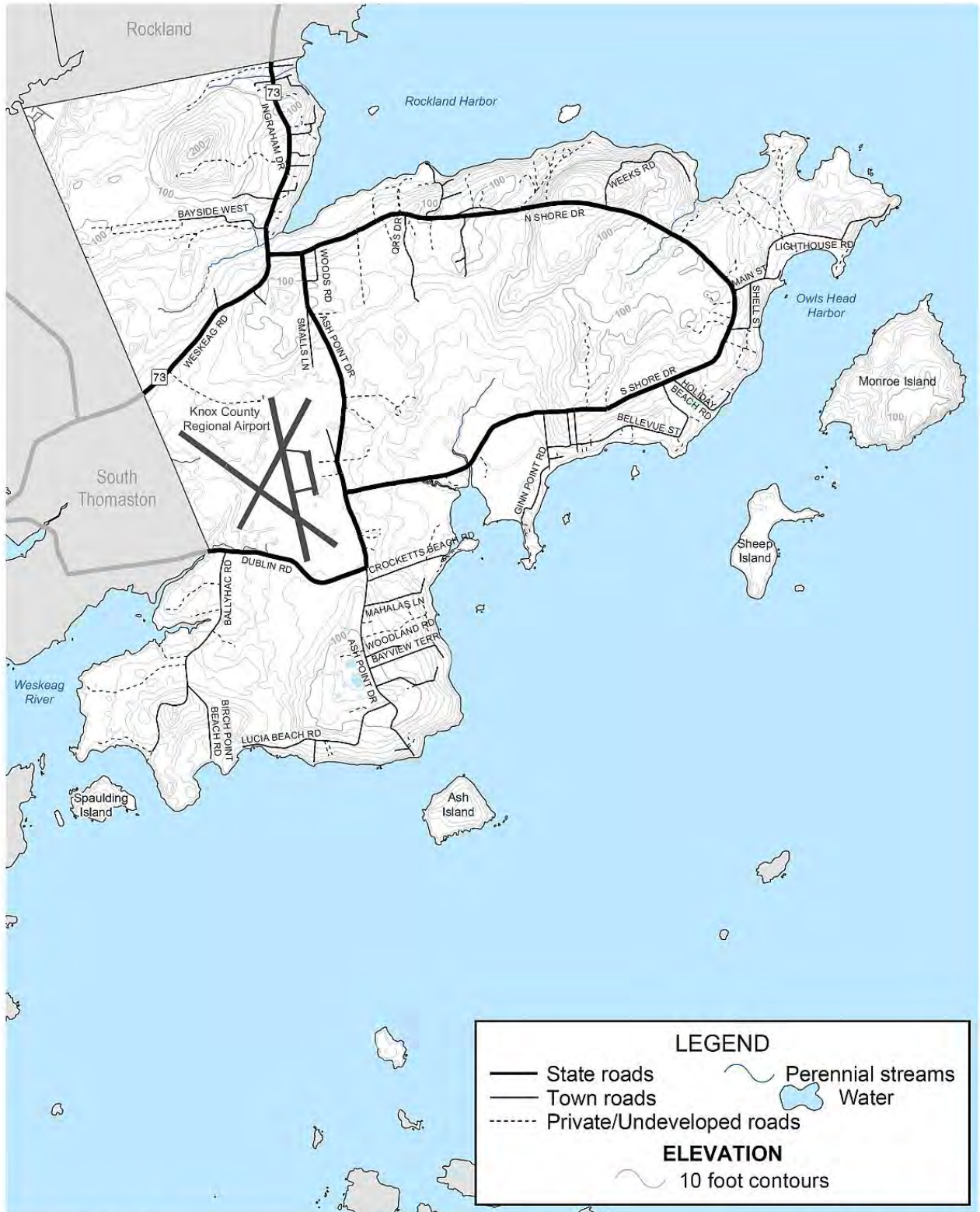
## Wetland Class: Fill Color

-  Aquatic Bed (floating or submerged aquatic vegetation), Open Water
-  Emergent (herbaceous vegetation), Emergent/Forested Mix (woody vegetation >20 ft tall), Emergent/Shrub-Scrub Mix (woody vegetation <20 ft tall)
-  Forested, Forested/Shrub-scrub
-  Shrub-scrub
-  Other (rocky shore, streambed, unconsolidated shore, reef, rocky bottom)

National Wetlands Inventory (NWI) maps (the basis of wetlands shown on this map) are interpreted from high altitude photographs. NWI Wetlands are identified by vegetation, hydrology, and geography in accordance with "Classification of Wetlands and Deepwater Habitats" (FWS/OBS-79/31, Dec 1979). The aerial photographs document conditions for the year they were taken. There is no attempt, in either the design or products of this inventory, to define the limits of proprietary jurisdiction of any Federal, State, or local government. NWI maps depict general wetland locations, boundaries, and characteristics. They are not a substitute for on-ground, site-specific wetland delineation.







**TOPOGRAPHY**

Map revised: August 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: USGS and MEGIS

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## AGRICULTURAL AND FORESTRY RESOURCES

### Introduction

The Town of Owls Head has long been primarily a residential community for the larger Rockland area, an active fishing community with its focus to the sea, and a seasonal seaside community.

Many small farms have been supplanted by residential housing needs, and in several areas have fallen back into forests, or recreational backyard fields and gardens.

The high land values in Owls Head paid by seasonal residents and others because of its proximity to the beautiful Penobscot Bay and the relative rocky nature of the land discouraged farming and the holding of larger portions in forested land some time ago.

### Goal

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

### Discussion (including Analyses, Conditions, and Trends)

There are areas in the Town with good farmland soils as shown on the state-prepared map titled Agricultural Resources. There is a lot of moisture in the upper soils, which can support some types of farming and timber growth. See the map titled Hydric Soils. These areas are not presently farmed except for the 32-acre winery, which took over the horse farm on Ash Point Drive. The Town has changed its Zoning Ordinance to permit the winery to have limited retail space, as the community sees the farm as an asset to the Town.

There are only three tracts of land in excess of 50 acres in single private ownership within the community. The largest of these parcels is almost 80 acres and it is under a conservation easement. The full conservation easement (consisting of multiple parcels) is 132 acres.

Even with the existing smaller parcels of land, much of the area which is not developed within the Town is forested or in fields. There are large areas of forestation in the interior of Owls Head between the North Shore Drive and the South Shore Drive, and that is where the conservation easement of 132 acres exists in the center of this area.

The other forested areas in Town are on the north shore adjoining the Light House Park (part of which are under conservation easements); on the four large islands of Owls Head; Monroe Island (which is primarily under conservation easement); Sheep Island (which is individually owned); Ash Island (which is under conservation ownership by Maine Coast Heritage Trust); and Spaldings Island (which is individually owned). The other large

forested areas surround Birch Point State Park (there are no easements in this area) and on the end of Ash Point (where there is a 34-acre conservation easement).

Most of these forested areas are located on low to very low potential soils suitable for septic systems. See the map titled Soils Suitable for Septic Systems. These forested areas assist greatly in the recharging of groundwater and assumed aquifer activity and should be viewed as resources to be protected. They are also the areas where there is significant wildlife habitat.

The Town has reconstituted its Conservation Commission, as many citizens are interested in preserving some of that land immediately adjoining the Village at the convergence of North Shore Drive and South Shore Drive for historic and recreational purposes. There are also several other conservation easements in scenic locations throughout the Town.

In answer to the specific comprehensive plan review criteria rule questions (*italicized*):

*How important is agriculture and/or forestry and are these activities growing, stable, or declining?*

The Town recognizes the benefits of its forested and farmland although historically many of farms have disappeared for the reasons cited above. Citizens in Town have been active in protecting many of the scenic coastal areas in the Town, which have not been developed, fostering the creation of conservations easements or conservation purchases. There is concern about the development of the areas presently forested, as they serve as groundwater recharge for the assumed aquifer activity, which provide potable drinking water through wells. This is vital to the Town's future, as wells provide the primary source of drinking water, which keeps water infrastructural costs in check. The fields and forests also provide much of the character of this community. They provide open spaces, scenic beauty, wildlife habitat, and recreation. They also improve surrounding property values.

*Is the community currently taking regulatory and/or non-regulatory steps to protect productive farming and forestry lands? Are there local or regional land trusts actively working to protect farms or forest lands in the community?*

Owls Head has been proactive in assisting the maintenance of its one farm - the winery - with zoning regulations that have assisted it.

Agricultural or horticultural uses and sales are allowed in rural residential areas but need Planning Board approval in the Resource Protection Zone. Timber Harvesting Forest Management Activities are permitted in the Rural Residential Zone but a building permit is required in the Shoreland Zone and in the Resource Protection Zone. The Town is concerned about any activity within the Shoreland Zone and the Resource Protection Zone and has regulations in place through the zoning and Shoreland Zoning ordinances. The Town allows agricultural or horticultural products (the major portion of which are grown or produced on the premises) to be sold from a stand not exceeding 100 square

feet in area. Residents growing produce on their property can sell that produce. Farming on an individual basis is allowed in the Town, subject to the provisions of the Zoning, Shoreland Zoning, and Health and Sanitary Ordinances, which are designed to protect groundwater.

There are several active land trusts and a Town Conservation Commission working on overall land protection in the community but not specifically for farms or forestlands, although many of the coastal and interior forestlands have been protected by conservation easements with the Georges River Land Trust and Maine Coast Heritage Trust.

*Are farm and commercial forest landowners taking advantage of the State's current tax law? and Information on the number of parcels and acres of farmland, tree growth, and open space enrolled in the state's farm, tree growth, and open space law taxation programs, including changes in enrollment over the past 10 years.*

Farmland is eligible for the Farmland Current Use Tax Program (Title 36, M.R.S.A., Section 1101, et seq.) if that farm consists of at least five contiguous acres, is utilized for the production of farming, agriculture or horticulture activities, which now can include woodland and wasteland in its calculation. The tract must contribute gross earnings from farming activities of at least \$2,000 (which may include the value of commodities produced for consumption by the farm household) during one of the last two years or three of the last five years. Owls Head has no farmland enrolled in this program. Since 2000, there have been no parcels added to or withdrawn from the Farmland Program.

The Open Space Current Use Tax Program has no minimum lot size requirements and the parcel must be preserved or restricted in use to provide a public benefit by conserving scenic resources; enhancing public recreational opportunities; promoting game management or preserving wildlife habitat. According to the State, Owls Head has 394 acres of open space enrolled in this program, consisting of 27 parcels. This statute has been revised in August 2012 to also include areas in forest management and should be reviewed by anyone looking for tax reductions. Since 2000, two parcels were added in the Open Space Program; no parcels were withdrawn.

Last spring the Maine legislature also enacted significant changes to the Tree Growth and Open Space Property tax programs which took effect August 1, 2012 as Public Law Chapter 618 (LD 1138) which provides for tax advantages as under the old statute 36 MRS Section 574. These should be reviewed by anyone looking for tax reductions for forest management. Owls Head has 237 acres of land enrolled in the Tree Growth Program, consisting of three parcels. Since 2000, two parcels were added in the Tree Growth Program, including most of Monroe Island; no parcels were withdrawn.

Owls Head has had an increase in forestlands and an increase in timber harvests. See the next table for harvest data the years 1991-2010 as reported by the Maine Forest Service.

<b>Summary of Timber Harvest Information for Owls Head</b>						
<b>Years</b>	<b>Selection harvest, acres</b>	<b>Shelterwood harvest, acres</b>	<b>Clearcut harvest, acres</b>	<b>Total Harvest, acres</b>	<b>Change of land use, acres</b>	<b>Number of active Notifications</b>
<b>1991-1995</b>	180	0	20	200	20	5
<b>1996-2000</b>	171	0	25	196	28	8
<b>2001-2010</b>	207	0	6	213	32	14

Source: Department of Conservation - Maine Forest Service

Notes: Data compiled from Confidential Year End Landowner Reports to Maine Forest Service. To protect confidential landowner information, data is reported only where three or more landowner reports reported harvesting in the Town.

To optimize forestland use, forests should be effectively managed and harvested. The "selection method" of forestry is a silvicultural system in which individual trees or small groups of trees are harvested with minimal damage to the residual forest. Trees with poor form or those that are likely to die before the next harvest are cut, while the most valuable and vigorous trees are left to develop. The selection method when properly practiced can yield regular income from a woodlot, while perpetuating forest cover and providing a healthy forest for one's heirs.

Farm and open space and forestry tax laws encourage landowners to conserve farmland, forestland, and open spaces.

*Has proximity of new homes or other incompatible uses affected normal operations of farms or woodlot owners?*

This is not apparent, as there is relatively little farm and woodlot activity.

*Are there large tracts of industrial forest land that have been or may be sold for development in the foreseeable future; if so, what impact would that have on the community?*

Owls Head does not have large tracts of industrial forestland, but any development in the center area of the North Shore/South Shore loop aforementioned would have an impact on wildlife habitat; and, although regulated by land use ordinances, might have an impact on groundwater and assumed aquifer activity recharge areas. This would also be the case in the areas surrounding Birch Point State Park.

Care should be taken in any application for subdivision to maintain as much forestland as possible for both assumed aquifer activity recharge and for preservation of habitat. Proper forest management should be encouraged. Loss of forestland can be attributed to development and to irresponsible harvesting techniques. When forestland is fragmented,

both public and wildlife access become more restricted. Fragmentation occurs with the construction of new roadways and development in areas with large blocks of forests. Accordingly, in these areas road construction and development proposals should be reviewed very carefully and where appropriate redirected to areas better suited for such development and for maintenance of forestlands. The Town has provisions in its Subdivision Regulations to cover this. Nevertheless, the Town should take special care in forested areas.

*Does the community support community forestry or agriculture (i.e. small woodlots, community forests, tree farms, community gardens, farmers' markets, or community-supported agriculture)? If so, how? and A description of any community farming and forestry activities (e.g. community garden, farmer's market, or community forest).*

The Town has been supportive of the only agricultural entity present. Owls Head has regulations allowing farm stands, and it has reviewed regulations regarding the construction of structures relating to growing of produce year round. It has supported forest management, which has been controlled on the State level. Since most premises in the Rural Residential zone have 40,000 square feet of land and only 20% maximum lot coverage, there is ample area for home gardening and small-scale, niche farming, so there is no immediate need for community gardens. Rockland hosts a regional farmers' market. In the Shoreland Zone, the Town requires some reforestation when trees are removed to construct a structure in that area.

*Does the community have town or public woodlands under management, or that would benefit from forest management?*

The community does not have municipal or public woodlands under management. At present, none of the town-owned 15 parcels totaling 33+ acres would benefit from forest management. However, that could be reconsidered in the future.

*The community's Comprehensive Planning Agriculture and Forestry Data Set prepared and provided to the community by the Department of Agriculture, the Maine Forest Service, and the Office, or their designees.*

The data set has been incorporated into this chapter and the map titled Agriculture Resources.

*A map and/or description of the community's farms, farmland, and managed forest lands and a brief description of any that are under threat.*

As noted, the Town has only one agricultural operation. Most forests are not managed for timber harvesting. Land in the shoreland is subject to both development pressure and the Shoreland Zone provisions that seek to protect vegetation within 250 feet of the shoreline.

**Policies**

1. To safeguard lands identified as prime farmland or capable of supporting commercial forestry.
2. To support farming and forestry and encourage their economic viability.
3. To promote the use of best management practices for timber harvesting and agricultural production.

**Strategies**

<b>Agricultural and Forestry Resources: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
(1) Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869.	Planning Board and Code Enforcement Officer	Immediate and Ongoing
(2) Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.	Planning Board and Code Enforcement Officer	Immediate and Ongoing
(3) Amend land use ordinances to require commercial or subdivision developments in critical rural areas, if applicable, maintain areas with prime farmland soils as open space to the greatest extent practicable. <ul style="list-style-type: none"> <li>• The Town should review the potential of conservation subdivision regulations in sensitive areas, with an eye to preserving open spaces, forestland, and farm fields and should consult with Maine Forest Service District Forester and Soil and Water Conservation District staff when developing these regulations.</li> </ul>	Selectmen, Planning Board, Ordinance Review Committee, Code Enforcement Officer, and Town Meeting Vote	Immediate
(4) Limit non-residential development in critical rural areas (if the town designates critical rural areas) to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations. <ul style="list-style-type: none"> <li>• The Town should review the Resource Protection Zones with an eye to enlarging these zones in order to preserve wildlife habitat, recreational needs, groundwater and assumed aquifer activity recharge areas, and should consult with Maine Forest Service District</li> </ul>	Selectmen, Planning Board, Ordinance Review Committee, Code Enforcement Officer, and Town Meeting Vote	Midterm

Agricultural and Forestry Resources: Strategies	Responsible Parties	Timeframe
Forester and Soil and Water conservation District staff and the State Beginning with Habitat Online Toolbox when developing the regulations.		
<p>(5) <i>Encourage owners of productive farm and forest land to enroll in the current use taxation programs.</i></p> <ul style="list-style-type: none"> <li>• The Town should put out information concerning the tax advantages of State programs for farming and forestry enterprises and encourage owners of farm and forestland to enroll in current use taxation programs.</li> </ul>	Selectmen, Town Clerk, Planning Board, and Code Enforcement Officer	Immediate and Ongoing
<p>(6) <i>Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your own operations.</i></p>	Selectmen, Planning Board, Code Enforcement Officer, and Town Meeting Vote	Midterm
<p>(7) <i>Include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans.</i></p>	Selectmen	Long Term

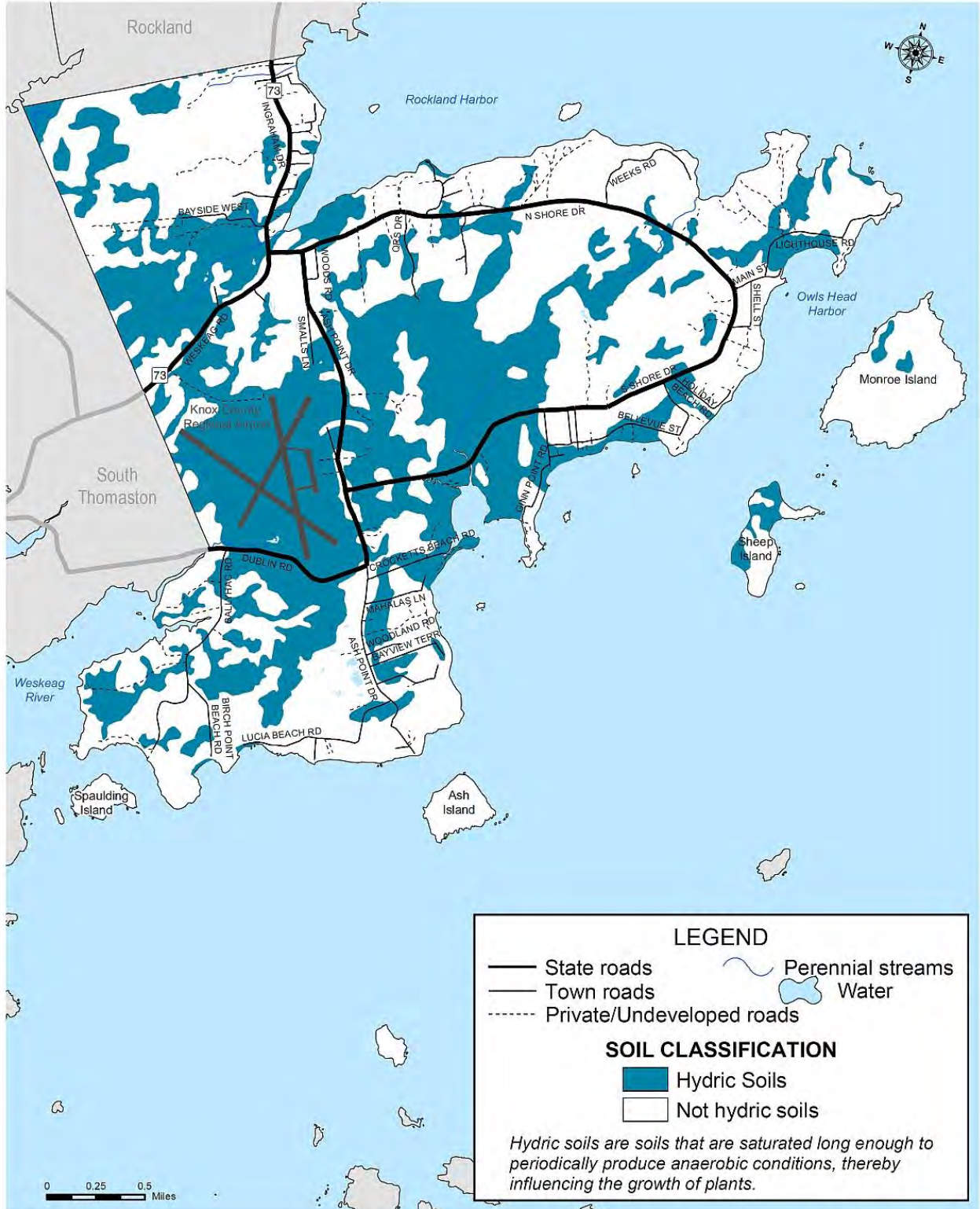
Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.



# Agricultural Resources Town of Owls Head



Source: State of Maine

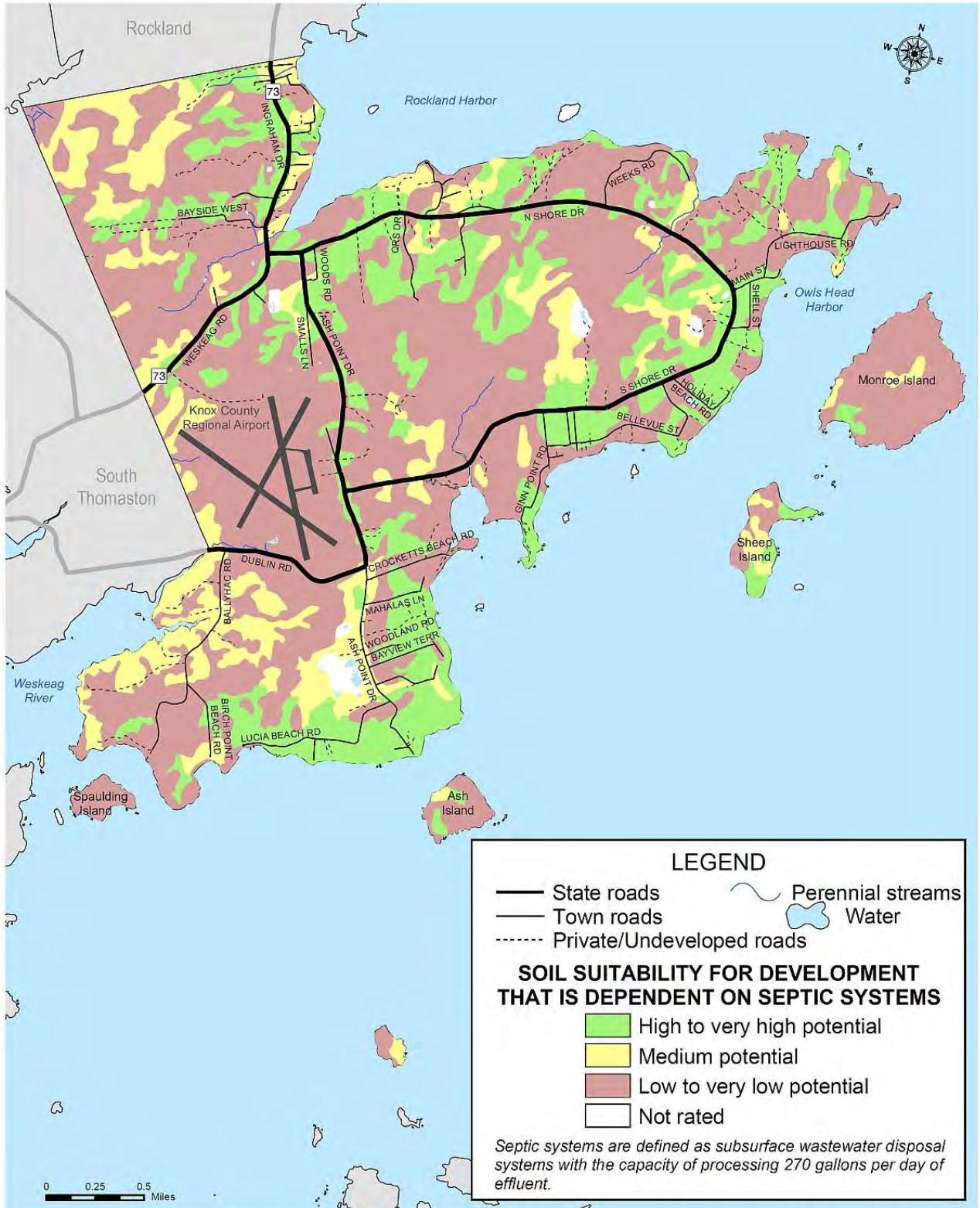


**HYDRIC SOILS**

Map revised: August 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: USDA-NRCS, MEDOT and MEGIS

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**SOILS SUITABLE FOR SEPTIC SYSTEMS**

**TOWN OF OWLS HEAD**

Map revised: August 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: USDA-NRCS, MEDOT and MEGIS

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## MARINE RESOURCES

### Introduction

The marine resources of Owls Head contribute to the Town's local economy. A good number of working residents are employed in marine based businesses. Marine resources are also valued for habitat preservation and for recreation. The purposes of this chapter are to help the Town identify and manage its marine resources sustainably, protect the health of residents, and safeguard the local economy dependent upon these resources. The format of this chapter follows the State Comprehensive Plan Criteria Rule, as amended on 8/6/11. State provisions are italicized.

### *State Goal and State Coastal Policies*

1. *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.*
2. *For coastal communities, the Growth Management Act requires that a local comprehensive plan address the state coastal management policies (38 M.R.S.A. §1801). These are:*
  - a. *To promote the maintenance, development, and revitalization of the State's ports and harbors for fishing, transportation and recreation;*
  - b. *To manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters and to enhance the economic value of the State's renewable marine resources;*
  - c. *To support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline and that considers the cumulative effects of development on coastal resources;*
  - d. *To discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea-level rise, it is hazardous to human health and safety;*
  - e. *To encourage and support cooperative state and municipal management of coastal resources;*
  - f. *To protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs;*
  - g. *To expand the opportunities for outdoor recreation and to encourage appropriate coastal tourist activities and development;*
  - h. *To restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses; and,*
  - i. *To restore and maintain coastal air quality to protect the health of citizens*

*and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.*

## **Analyses**

*(1). Is coastal water quality being monitored on a regular basis?*

The Maine Department of Marine Resources (DMR) monitors water quality regionally. The Town monitors water quality at the site of discharge of treated effluent on a regular basis.

*(2). Is there a local or regional plan in place to identify and eliminate pollution sources?*

There are municipal plans to eliminate pollution. See page 18 analysis for elimination of point and non-point sources. Regional efforts include state agencies and land trusts.

*(3). Has closing of clam or worm flats threatened the shellfishing industry, and are sources of contamination known? Are sources point (direct discharge) or nonpoint sources?*

See the map titled Habitat and Marine Resources for areas prone to shellfish closures, which includes most of the Town's coast. Water quality can be degraded by many factors, resulting from natural occurrences and from human activity. Pollution can be classified by its origin. Point source pollution originates from a single point, such as an outflow pipe, an overboard discharge including untreated wastes from a residence, business or industry. Fecal coliform is the primary pollutant especially from residential overboard discharges. Non-point source pollution, for example from stormwater runoff of fertilizer, phosphorous, motor oil and other chemicals, is also of concern. The Maine Department of Environmental Protection (DEP), Bureau of Land and Water Quality lists 14 licensed, active overboard discharges and one wastewater outfall facility approved within Owls Head. See the map titled Licensed Outfalls and Discharges for the location of these specific point sources of pollution within Owls Head. The amount of point source pollution has decreased in Town with fewer licensed discharges than permitted by the state previously. Three overboard discharges were removed recently with assistance from state agencies. The Town is eager to encourage the removal of the remaining discharges and for them to be replaced with advanced engineered subsurface waste systems in accordance with state law.

Point source pollution from outside of Owls Head can affect the Town's coast, including most notably, the Rockland Wastewater Treatment Facility, which is regulated by Maine DEP and has received notice for violations in the past regarding insufficiently treated effluent.

Areas are closed to shellfish harvesting regularly when high amounts of a biotoxin found in some types of naturally occurring, single-celled, microscopic algae in the ocean are

measured in shellfish tissue. This is known as red tide. While the state and Town are unable to prevent red tide currently, future scientific research may eventually offer solutions to reduce this naturally occurring problem.

Maine DMR also closes areas to shellfish harvesting after storms and heavy rains and only reopens those areas after testing. Due to limited state staffing, certified testing is often delayed beyond the time necessary for the waters to clear on their own. Accordingly, if state agency staffing were increased more clam-flats could be opened sooner after storms and heavy rains.

Vegetative buffers, as required in the Town's shoreland zoning and the proper use of fertilizers and appropriate disposal of chemicals, have and will continue to reduce pollution runoff.

*(4). Are traditional water-dependent uses thriving or in decline? What are the factors affecting these uses? If current trends continue, what will the waterfront look like in 10 years?*

From 2000 to 2010, total landings in Owls Head of marine products have increased 25.5 percent in weight and 63.2 percent in value. See *Conditions and Trends* below for more figures. See the Habitat and Marine Resources map for aquaculture lease locations.

According to local records, in 2011 approximately 12 people were employed in marine related businesses in Town. State and federal regulations have often curtailed these activities. The high value of waterfront property has resulted from increased demand for residential development in shoreland areas. However, this has been tempered somewhat by the downturn in the real estate market. Commercial access to the shore has been maintained.

The Town of course cannot control the national market for marine products, State and federal regulations, or the real estate market. However, current marine related uses are protected in shoreland zoning ordinance provisions, described below. Statewide, the Maine Department of Labor forecasts that the fishing industry employment, including finfish, shellfish and other marine products, will increase by 4.4 percent between 2008 and 2018.

*(5). Is there reasonable balance between water-dependent and other uses, and between commercial and recreational uses? If there have been recent conversions of uses, have they improved or worsened the balance?*

There has been a reasonable balance between different uses. Within the past ten years no conversions of water-dependent uses (and structures) to non-water-dependent and residential (seasonal and year round) uses has occurred. However, some water-dependent structures are in disrepair.

*(6). How does local zoning treat land around working harbors?*

The shoreland zoning provisions include a Commercial Fisheries/Maritime Activities District to protect current working waterfront activities in the harbor area. It is generally believed that this district and its permitted uses, prohibited uses, and dimensional requirements have helped to maintain the traditional working harbor.

Outside of the shoreland districts, the Zoning Ordinance allows, with Planning Board approval, boat building in the commercial district and commercial bait houses in the Commercial Zone and Resource Protection Zone.

*(7). Is there a local or regional harbor or bay management plan? If not, is one needed?*

Within the past ten years, no harbor management plans have been adopted by the Town. It is believed that the Town would benefit from a local or regional plan that dealt with the following issues:

- Redesign of mooring areas and the creation of an operational plan that actively and accurately implements same.
- Establish a schedule for updating soundings in the federal dredged area to provide a basis for scheduling dredging funds.

*(8). Are there local dredging needs? If so, how will they be addressed?*

The last dredging in the harbor occurred in 2007. Accordingly, further dredging is not needed in the planning period. A hydrographic survey for the US Army Corp of Engineers occurred in 2002. Another hydrographic survey was made by Prock Marine and the Town in 2007.

*(9). Is there adequate access, including parking, for commercial fishermen and members of the public? Are there opportunities for improved access?*

Over the next ten-year planning period, it is believed that the current capacity of Town owned facilities will continue to be strained to meet the anticipated demand of commercial fishermen and for recreational users. While shore access is adequate, parking is inadequate. There is no room for increased parking facilities unless abutting land is acquired through voluntary purchase or donation.

No local or harbor management plans have been adopted by the Town. It is believed that the Town would benefit from such a plan that dealt with the following issues: mooring plans and permits, improved access and parking.

*(10). Are important points of visual access identified and protected?*

See the Natural Resources chapter of this comprehensive plan for a description of scenic resources, most of which are found within or are close to shoreland areas.

The Zoning Ordinance includes a Resource Protection Zone with the purpose, “To preserve and protect areas in which development would adversely affect water quality, protective habitat, biotic systems, or scenic and natural values.” This district encompasses, among other scenic areas, Birch Point State Park and State Wildlife and Game Preserve (Waldo Tyler Preserve).

The Shoreland Zoning Ordinance’s, “Resource Protection District includes areas in which development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values.” Among other scenic shoreland areas, this district includes Lighthouse Park.

The Wireless Telecommunications Facilities Siting Ordinance has as one of its purposes, “Protect the scenic and visual character of the community.” This ordinance allows the planning board to base its approval on the extent to which the proposed facility would be visible from or within a designated scenic resource. A designated scenic resource is defined as a, “specific location, view, or corridor, as identified as a scenic resource in the municipally adopted comprehensive plan or by a State or federal agency...”



**Conditions and Trends**

- (1). *The community's Comprehensive Marine Resources Data Set prepared and provided to the community by the Department of Conservation, and the Office, or their designees.*

See the map titled Habitat and Marine Resources for Maine DMR habitat information and aquaculture locations.

The number of residents holding marine resource licenses (dealers and harvesters) has decreased by 14 in the past six years to total 131, while the number of commercial lobster tags registered to Owls Head residents has decreased by 1,406 to total 4,133.

**Marine Resource Licenses held by Owls Head residents**

Type/Year	2005	2006	2007	2008	2009	2010
Dealers	7	7	8	7	9	8
Harvesters	138	138	130	126	122	123

Source: Maine DMR

**Total Lobster Trap Tags fished by Owls Head residents**

Tags/Year	2005	2006	2007	2008	2009	2010
Total Tags	5,539	6,657	5,578	6,211	5,800	4,133

Source: Maine DMR

Maine DMR categorizes marine licenses as shown in the next table for Owls Head.

**Owls Head Marine Licenses**

Licenses	2005	2006	2007	2008	2009	2010
Comm. Fishing - Crew	3	3	3	4	5	6
Comm. Fishing - Single	2	1	3	3	4	6
Comm. Shrimp - Crew	6	4	5	7	6	7
Comm. Shrimp - Single	0	0	2	2	2	3
Comm. Shellfish	0	0	0	1	0	1
Eel (Eel Pot/Hoop Net)	0	0	0	0	1	1
Elver-1 Fyke Net	0	1	1	1	1	1
Elver-Dip Net	0	1	1	0	0	0
Lobster/Crab Apprentice Under 18	2	1	0	1	1	0
Lobster/Crab Non-Comm.	10	8	8	10	10	9
Lobster/Crab Class II +70	0	0	0	5	3	4
Lobster/Crab Class III +70	0	0	0	0	0	1
Lobster Meat Permit	1	1	1	0	0	0
Lobster Trans (Out of State)	1	1	1	1	1	1
Lobster Trans Supp	0	0	1	1	1	1
Lobster/Crab Apprentice	5	7	5	3	3	2
Lobster/Crab Class I	14	8	14	13	12	11
Lobster/Crab Class II	56	59	55	47	48	44

<b>Licenses</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
Lobster/Crab Class III	25	26	24	23	24	29
Lobster/Crab Over Age 70	4	4	4	3	4	5
Lobster/Crab Student	18	19	15	14	11	11
Lobster/Crab Under Age 18	3	3	1	1	2	0
Retail Seafood	3	3	3	3	3	3
Scallop - Diver	0	0	0	1	1	1
Scallop - Dragger	7	8	8	13	13	12
Scallop –Non-Comm.	0	2	2	1	1	0
Sea Urchin/ Scallop Tend	2	2	1	0	0	0
Sea Urchin - Diver	1	1	2	2	2	2
Sea Urchin - Dragger	2	2	2	2	2	2
Wholesale No Lobsters	1	1	1	1	1	1
Wholesale with Lobsters	3	3	4	3	5	4
Wholesale with Lobsters, Supp	1	2	3	2	3	2

Source: Maine DMR

Maine DEP notes that the following fish and decapods are present in Penobscot Bay.

#### **Fish and decapods in Penobscot Bay**

<b>Genus and species</b>	<b>Common Name</b>
<i>Crangon septemspinosa</i>	sand shrimp
<i>Carcinus maenas</i>	green crab
<i>Gasterosteus aculeatus</i>	Threespine stickleback
<i>Apeltes quadracus</i>	Fourspine stickleback
<i>Pungitius pungitius</i>	Ninespine stickleback
<i>Tautoglabrus adspersus</i>	Cunner
<i>Homarus americanus</i>	American Lobster
<i>Cyclopterus lumpus</i>	Lumpfish
<i>Myoxocephalus aeneus</i>	Grubby
<i>Pholis gunnellus</i>	Rock gunnel
<i>Syngnathus fuscus</i>	Northern pipefish
<i>Microgadus tomcod</i>	Atlantic tomcod
<i>Urophycis tenuis</i>	White hake
<i>Psuedopleuronectes americanus</i>	Winter flounder

Source: Maine DMR

Total landings have increased in the past decade for Owls Head and are shown in the next table.

**Owls Head Landings in 2000 and 2010**

<b>Year</b>	<b>Species</b>	<b>Live Pounds</b>	<b>Value</b>
2000	All	1,376,444.00	\$3,746,769
2010	All	1,781,887.22	\$6,115,323
	of which:		
2010	Lobster	1,721,303.69	\$6,079,829
2010	Soft clams	9,020.97	\$9,844
2010	Other species	51,562.56	\$25,650

Source: Maine DMR, updated 1/6/12

Note: Some species were combined due to confidentiality provisions

The number of boats registered to Owls Head residents is shown in the next table.

**Boat Anchorage in Owls Head**

<b>Boat Length (ft)</b>	<b>2011</b>
10-19	29
20-29	19
30-39	61
40-49	15
58	1
<b>Total</b>	<b>125</b>

Source: Maine DMR

See the map titled Licensed Outfalls and Discharges for the location of point sources of pollution within Owls Head, as listed in the next tables.

<b>Owners of Licensed Active Overboard Discharges (OBD) Type 413</b>	<b>DEP_ID</b>	<b>Water Body</b>	<b>Licensed Flow (GPD)</b>
O'Hara/Comiskey, B.	001066	Owls Head Bay	960
Alden, S.	001255	Muscle Ridge Channel	300
Carleton, S.	001408	Muscle Ridge Channel	300
Snow, P.	001416	Muscle Ridge Channel	300
N. & B. Joy Irrevocable Trust	001449	Muscle Ridge Channel	300
Clark/McCartney, H.	001900	Owls Head Bay	800
Smith, S.	002062	Penobscot Bay	300
Kangas, R.	002102	Muscle Ridge Channel	300
Ericson, J.	002273	Muscle Ridge Channel	300
Hurd, D.	003067	Muscle Ridge Channel	300

<b>Owners of Licensed Active Overboard Discharges (OBD) Type 413</b>	<b>DEP_ID</b>	<b>Water Body</b>	<b>Licensed Flow (GPD)</b>
Crescent Beach Association	004110	Fisherman's Island Passage	2,700
Singer/Callahan, P.	004862	Owls Head Bay	300
L.N. Gray Trust	006192	Rockland Harbor	315
George, W.	006391	Muscle Ridge Channel	360

Source: Maine DEP

Note: GPD (gallons per day) of effluent

<b>Wastewater Facilities in Owls Head</b>	<b>NPDES License</b>	<b>Class -Category</b>
Crescent Beach Association	MEU504110	Treated - Minor

Source: Maine DEP

(2). *A map and / or description of water-dependent uses.*

See the Zoning map and Shoreland Zoning map for the existing zoning along and near the coast including shoreland zones. Most development along the coast outside of harbor areas is residential, not water dependent. Commercial uses are primarily located adjacent to the village area. Water dependent uses are found at and near landings, piers and wharfs, which are mostly within the village area.

(3). *A brief summary of current regulations influencing land use patterns on or near the shoreline.*

Floodplain Management: Owls Head participates in the National Flood Insurance Program, and the Town has adopted Floodplain Management Ordinance provisions. Special flood hazard areas are inundated by 100-year floods, i.e., less than a one percent chance of being equaled or exceeded in a given year. Ordinance provisions limit development in flood prone areas and require that new development in these areas is suitably designed to withstand flooding.

Shoreland Zoning: Owls Head has adopted shoreland zoning provisions that are intended to provide protection to shorefront areas. Districts include Resource Protection, Rural Residential, Commercial, and Commercial Fisheries/Maritime Activities. See the Shoreland Zoning Ordinance for more information on these standards and permitted uses.

*(4). A description of any local or regional harbor or bay management plans or planning efforts.*

As noted, within the past ten years, no local or harbor management plans have been adopted by the Town. It is believed that the Town would benefit from a local or regional harbor plan that dealt with these issues: mooring plans and permits, improved access and parking.

Owls Head has a Harbor Master and Harbor Committee. They oversee the Town's moorings, floats, docks, ramps, wharves, channels, and adjacent municipal property.

*(5). The location of facilities (wharves, boat ramps, pump-out stations, etc.), with a brief description of any regional or local plans to improve facilities.*

See the map titled Public Facilities and Services for the location of harbor facilities. The primary harbor facilities include floats, ramps and wharf.

Over the next ten-year planning period, it is believed that the current capacity of Town-owned harbor and landing facilities will be sufficient to meet anticipated demand, excluding parking needs as noted previously. Proposed improvements to these facilities include the redesign and reconstruction of the town landing/launch at the harbor. See the Capital Investment Plan in the Fiscal Capacity chapter of this plan for more information.

There is concern about the increase in requests for permits to construct docks because of the potential impact these docks may have on access to the waterfront below the high tide mark for fishing, fowling, skin diving, and other rights of access as set by state statutes or court decisions, and the impact on scenic areas and beaches.

*A description or map showing public access points to the shore. Include a brief description of their use, capacity, physical condition, and plans to improve, expand, or acquire facilities such as parking or toilets.*

See the map titled Public Facilities and Services for the locations of boat launches and parks with water access. See the Recreation Appendix on page 117 for a description of these access points. As noted, the town landing/launch at the harbor needs to be redesigned and repaired.

*(6). A list of scenic resources along the shoreline, including current ownership (public or private) and any protections.*

See the Natural Resources chapter of this comprehensive plan for a description of scenic resources, most of which are found within or are close to shoreland areas

**Policies**

- (1). *To protect, maintain and, where warranted, improve marine habitat and water quality.*
- (2). *To foster water-dependent land uses and balance them with other complementary land uses.*
- (3). *To maintain and, where warranted, improve harbor management and facilities.*
- (4). *To protect, maintain and, where warranted, improve physical and visual public access to the community’s marine resources for all appropriate uses including fishing, recreation, and tourism.*

**Strategies**

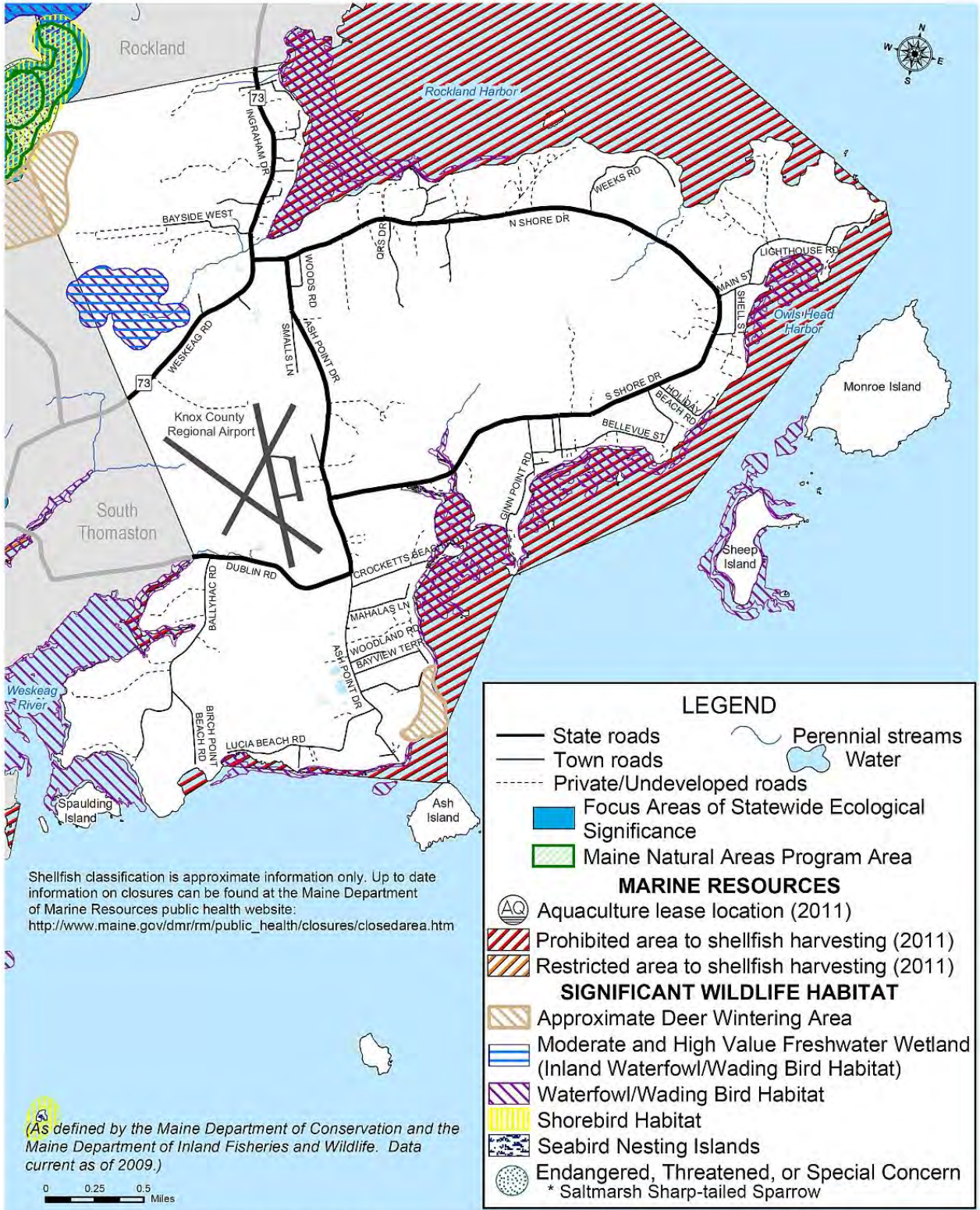
Marine Resources: Strategies	Responsible Parties	Timeframe
<i>(1) Identify needs for additional recreational and commercial access (which includes parking, boat launches, docking space, fish piers, and swimming access).</i>	Selectmen, Planning Board, Harbor Committee, and Harbormaster	Immediate
<i>(2) Encourage owners of marine businesses and industries to participate in clean marina/boatyard programs.</i>	Selectmen, Planning Board, Harbor Committee, and Harbormaster	Immediate and Ongoing
<i>(3) Provide information about the Working Waterfront Access Pilot Program and current use taxation program to owners of waterfront land used to provide access to or support the conduct of commercial fishing activities.</i>	Selectmen, Town Clerk, and Harbormaster	Immediate and Ongoing
<i>(4) Support implementation of local and regional harbor and bay management plans.</i> <ul style="list-style-type: none"> <li>• Harbor Management Plan: Draft a harbor management plan with public input to improve the use of the harbor for commercial fishermen, residents and recreational users.</li> </ul>	Selectmen, Harbor Committee, Harbormaster, Commercial Fishermen, Maritime Businesses, and Town Meeting Vote	Immediate
<i>(5) If applicable, provide sufficient funding for and staffing of the harbormaster and/or harbor commission.</i>	Selectmen, Planning Board, Harbor Committee, and Harbormaster	Midterm and Ongoing
<i>(6) Work with local property owners, land trusts, and others to protect major points of physical and visual access to coastal waters, especially along public ways and in public</i>	Selectmen, Planning Board, Harbor	Midterm

<b>Marine Resources: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
<p><i>parks.</i></p> <ul style="list-style-type: none"> <li>Consider purchasing rights of first refusal for access points or property of critical importance to marine, civic, or recreation activities. Consider purchasing permanent easements or fee title to access points or property of critical importance to marine, civic, or recreation activities.</li> </ul>	Committee, Harbormaster, Property Owners, and Land Trusts	
(7) Educational Outreach: Improve public information and education related to coastal management and the use of local marine resources.	Harbor Committee, and Harbormaster	Midterm and Ongoing
(8) Mooring Plans/Floats: Relocate moorings as necessary to accomplish efficiency of harbor use, improved navigation and safety, and separation of harbor user groups. Increase float space and dinghy space as feasible to meet current needs. Note: Could be included in Harbor Management Plan.	Selectmen, Harbor Committee, and Harbormaster	Immediate and Ongoing
(9) Ordinance - Low Impact Development: Consider amending the Zoning Ordinance to incorporate Low Impact Development standards to reduce runoff and other pollution from new development or redevelopment.	Selectmen, Planning Board, Ordinance Review Committee, Harbor Committee, Harbormaster, and Town Meeting Vote	Long Term and Ongoing
(10) Ordinance – Docks and Piers: Amend pier and dock regulations to minimize the potential negative impacts of a proliferation of these structures in ecologically sensitive areas, or areas where navigation might be impeded or where access below the high tide may be limited by construction of docks or piers, which would impede fishing, fowling, boat landings, skin diving and other rights of access as set in state statutes or court decisions or which would significantly impede scenic areas and beaches.	Selectmen, Planning Board, Ordinance Review Committee, Harbor Committee, Harbormaster, and Town Meeting Vote	Long Term and Ongoing
(11) Ordinance - Shoreland Zoning: Periodically review the Shoreland Zoning Ordinance to suggest amendments to protect the health and vitality of marine resources.	Selectmen, Planning Board, Harbor Committee, Harbormaster, Ordinance Review Committee, and Town Meeting	Long Term and Ongoing

Marine Resources: Strategies	Responsible Parties	Timeframe
	Vote	
(12) Town Landings: Continue to make appropriate improvements to public landings as needed, including the redesign and reconstruction of the town landing/launch at the harbor. Where feasible, provide off-street parking improvements to satisfy existing needs at these landings. Acquire property or perpetual use rights to support landing use.	Selectmen, Harbor Committee, and Harbormaster	Midterm and Ongoing
(13) Water Quality Protection: <ul style="list-style-type: none"> <li>• Continue to work with the Department of Marine Resources regarding impacts on water quality resulting from existing and potential pollution sources.</li> <li>• Identify and mitigate existing pollution resulting from subsurface septic disposal, overboard septic discharge into coastal waters and vessel septage discharge into harbor waters.</li> <li>• Meet with and encourage property owners with overboard discharges to replace these point sources of pollution with advanced engineered subsurface waste systems to reduce pollution and related shellfish closures. Seek resources from state agencies, non-profits and local donations to cover a portion of the costs for these new systems to assist property owners.</li> <li>• Meet with officials from the Rockland Wastewater Treatment Facility to discuss the regional impacts of discharged effluent from this facility and measures that can be taken to further reduce pollution in compliance with Maine DEP and federal requirements.</li> <li>• Request that Maine DMR more regularly test coastal waters on a timely basis after storms and heavy rains to reduce shellfish closure times so that the closures more accurately reflect the time necessary for safety before shellfishing areas can be reopened.</li> </ul>	Selectmen, Maine DMR, Maine DEP, Rockland Wastewater Treatment Officials, Property Owners, Harbor Committee, and Harbormaster	Immediate and Ongoing

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.



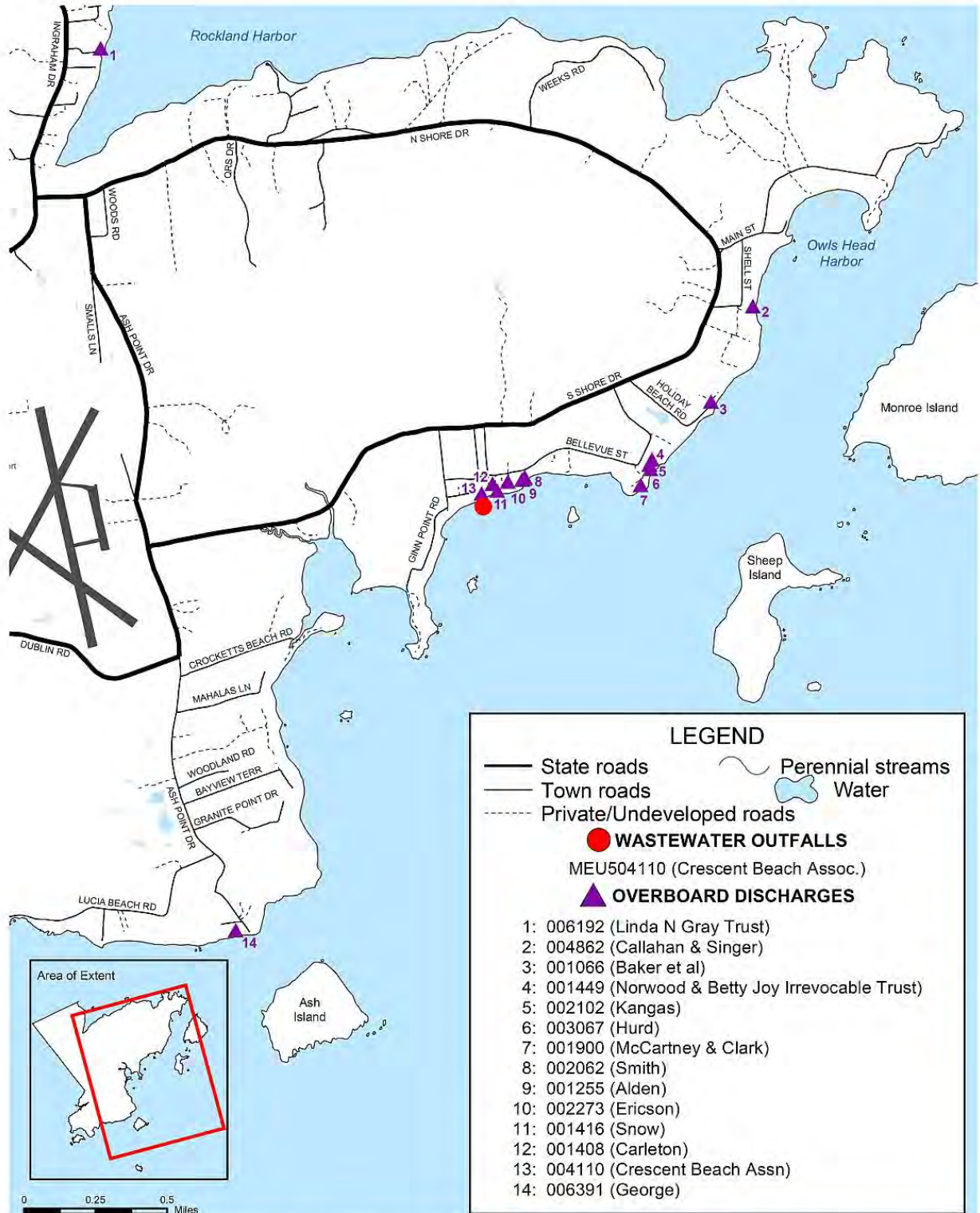


**HABITAT AND MARINE RESOURCES**

**TOWN OF OWLS HEAD**

Map revised: August 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: MEIFW, MNAP, MDMR, MEDOT and MEGIS

**MID - COAST**  
 REGIONAL PLANNING COMMISSION  
 100 SOUTH MAIN STREET, SUITE 201 - ROCKLAND, ME 04841  
 (207) 594-2299 - WWW.MIDCOASTPLANNING.ORG



**LICENSED OUTFALLS AND DISCHARGES**

**TOWN OF OWLS HEAD**

Map revised: November 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: MEDEP, MEDOT and MEGIS



**MID - COAST**  
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## POPULATION AND DEMOGRAPHICS

### Introduction

An important goal of a municipal comprehensive plan is to relate the demographics of a community with its economy, development and environment. Most of the chapters and the recommendations of this plan are dependent upon or strongly influenced by the size and composition of the current and forecasted population, both year-round and seasonal.

### Population Trends

Owls Head separated from South Thomaston and was incorporated as a municipality in 1921. Thus, the first Census figures available date from the year 1930. As shown in Table 1-1, growth of the Town's population was only 35 in the first ten years, increasing from 574 to only 609. These were the depression years, during which folks just "hunkered-down," keeping live simple and deferring family expansion. After the war, confidence returned and the population began a steep ascent, up 173 in the 1940s, 212 in the 1950s, 287 in the 1960s, 352 in the 1970s, reaching 1,633 in the Census of 1980.

**Table 1-1 - Owls Head Population; Actual and Projected**

Year	Population	Knox Co.	Maine
1930	574	27,693	797,423
1940	609	27,191	847,226
1950	784	27,121	913,774
1960	994	28,575	969,265
1970	1,281	29,013	993,722
1980	1,633	32,941	1,125,043
1990	1,482	36,418	1,227,928
2000	1,606	39,683	1,274,923
2010	1,577	39,704	1,327,379
2015	1,584	40,279	1,329,823
2020	1,589	40,817	1,331,607
2025	1,591	41,251	1,330,821
2030	1,585	41,515	1,325,751

Sources: 1930-2010, observed – US Census data  
2015-2030 SPO 2013 projections

Based upon this trend, a preliminary comprehensive plan prepared in 1974 estimated that the population would grow to 1950 by the year 1990. Contrary to this projection, however, Table 1-1 shows that **the population recorded in the 1990 Census actually declined over the ensuing decade and has not exceeded the 1980 population.** Population growth in Owls Head hit a peak in the 1980s.

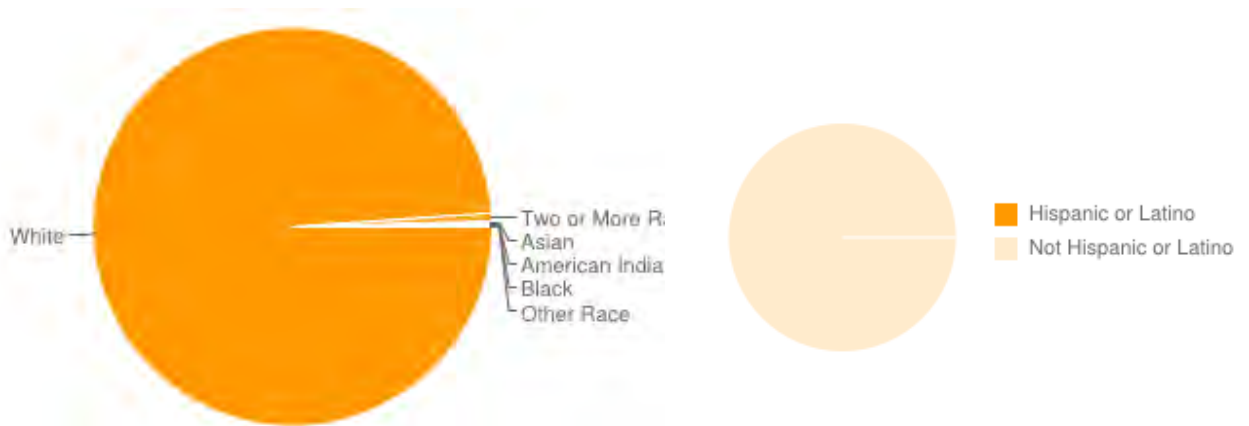
With a total population of 1,577 in 2010 and a total area of 8.9 mi<sup>2</sup>, the total population density is a low 177 persons per sq. mi. Contrast this with Rockland (592/sq. mi); Knox County (108/sq. mi); State of Maine (43.1/sq. mi); Portland ME (3029.2/sq. mi), and

Boston MA (12166/sq. mi). Aroostook County's is 11.0/sq. mi and a whole lot of Northern Maine is less than one person per sq. mi. (though the population density of moose is considerably higher). The population density of Owls Head puts it in the rural category, which is strongly supported by the survey results, but far above the rustic and isolated lifestyles of Aroostook County.

**Ancestry of residents**

*Races of Residents*

**Population by Race:** White: 1,531; Two or More Races: 10; Asian: 3; American Indian: 1; Black: 1; Other Race: 2; Hispanic or Latino: 5 (0%)



**Chart 1-1 Racial Breakdown of**

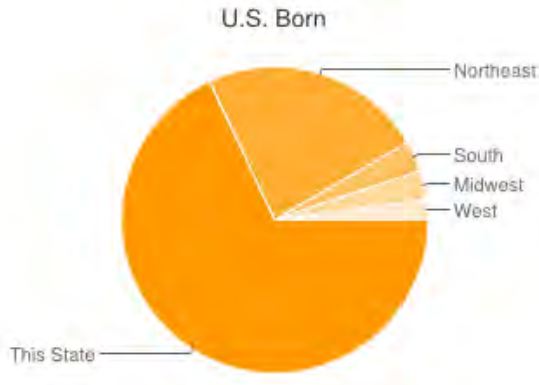
**Owls Head Population**

Source: <http://verylocaldata.com>

There are 44 foreign born residents, of which 65.9% are naturalized citizens. 99.2% of Owls Headers are white, primarily of English or French extraction. Contrast this with the US population overall [72.4% White (63.7% White, excluding Hispanics); 16.3% Hispanic, 12.6% Black, 4.8% Asian, etc.]. For the State of Maine, the numbers are 95.2% White (94.4%, excluding Hispanics), 1.3% Hispanic, 1.2% Black, 1.0% Asian, and other categories]. Knox County is in between, with 97.1% White. Racial diversity is sweeping the country, but it really has not come to Maine or to Owls Head.

### Common Birthplaces

Not surprisingly, most Owls Head residents were born in the United States. Of these, 1,003 were Mainers (68.0%); 348 were from other Northeast States (23.6%); 48 were from Southern States (3.3%); 45 were Midwesterners (3.0%) and 31 were from Western States (2.1%).



Of those who were foreign born, the breakdown was as follows: Canada: 11; United Kingdom: 8; Greece: 5; Poland: 4; Russia: 3; Sweden: 2; and Colombia: 2.

Source: <http://verylocaldata.com>

**Chart 1-2 Birthplaces of Owls Head Residents**

### Age Distribution

The age distribution of the Owls Head year-round population is presented in Table 1-2. For comparative purposes, data is presented for the 2010 census, from the 2000 Census, and for a 50-year trend, from the 1960 Census.

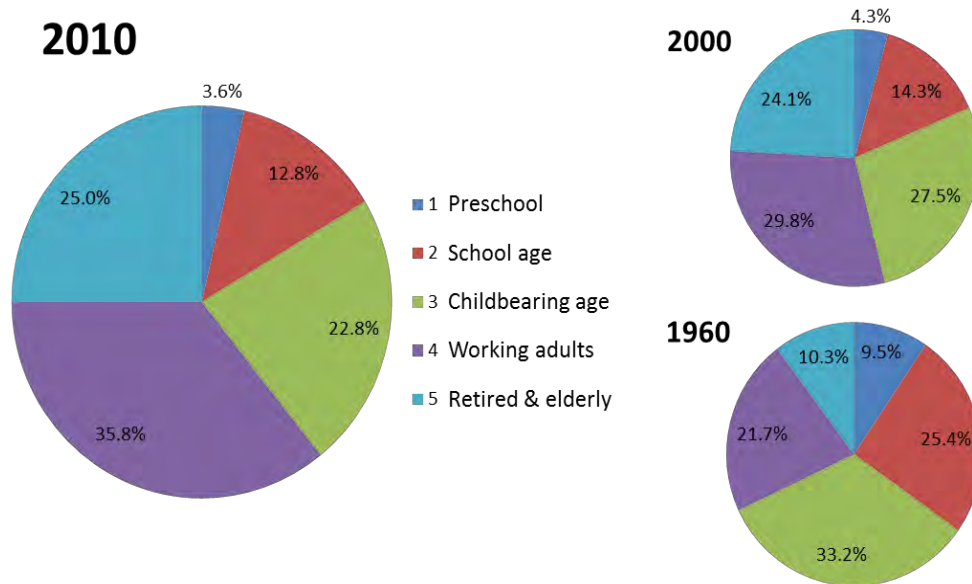
**Table 1-2 - Owls Head Age Distributions**

Age Grouping	2010 data		2000 data		1960 data	
	#	%	#	%	#	%
<b>Preschool (0-4)</b>	57	3.6%	69	4.3%	94	9.5%
<b>School age (5-17)</b>	203	12.8	229	14.3	252	25.4%
<b>Childbearing age</b>	360	22.8	440	27.5	330	33.2%
<b>Working Adults (45-</b>	565	35.8	477	29.8	216	21.7%
<b>Retire &amp; elderly</b>	395	25.0	386	24.1	102	10.3%
<b>Total</b>	1580	100.0	1601	100.0	994	100.0
<b>Median Age (years)</b>	48.3		45.6		31.7	

Source: US Census

The population has grown by almost 60% over the 50-year period, so the trends will be less confusing by dealing with the percentages, which are tabulated in Chart 1-3. The following observations are clear:

Chart 1-3: Owls Head's Population Age Distribution



- School age population comprised about one-fourth of the Town's total population in 1960, whereas by 2010 it was only about half of that. Similarly, the preschool population comprised almost 10% in 1960. In 2010, it is only 3.6%. This seems to suggest that:
  - A smaller percentage of the population is having children, and
  - Average family sizes are smaller
- A third of the Owls Head population of 1960 was in the childbearing age segment. Today it is under 23%. Almost half of that reduction has occurred in the past 10 years
  - The younger adults seem to be settling in other places, perhaps seeking better job opportunities and/or lower living costs.
- As the childbearing adult and children segments of the population shrink, the working adults remain; these childbearing adults of 1970 and 1980 become a larger percentage of the remaining population, marching toward retirement. They were under 22% of the population in 1960. They are 35% of the population in 2010.
- Lastly, we see the retired and elderly segment, those over 65 year of age. This group represented 10.3% of 1960's population, but it is 25% today. This graying of Owls Head is further illustrated by the median ages of the population given in the last row of Table 1-2. The median age for Owls Head residents was 31.7 years in 1960, 45.6 years in 2000, and 48.3 years in 2010.
  - An important factor is the large increase in the normal lifetime. Relatively few folks lived through their 60s in 1960. Today, many folks are ambulatory and self-sufficient through their 80s and beyond.

- Many folks from other places are seeing Owls Head and the neighboring communities as retirement destinations. As illustrated in the birthplace figures above, roughly one-third of the current population came from outside of Maine. We do not know what the corresponding numbers would have been for 1960, but it was probably well below 10%. Substantial portions of the migrants ‘from away’ were probably retirees who moved to the Town while in their late 50s or 60s.

Several additional population comparisons contrasting Owls Head with Knox County, Maine and the United States are shown in Table 1-4.

**Table 1-3 - Population Comparisons**

	Median Age					% over 65				
	1970	1980	1990	2000	2010	1970	1980	1990	2000	2010
<b>Owls Head</b>	33.4	35.0	41.8	47.3	48.3	11.0	16.0	22.0	24.1	25.0
<b>Knox Co.</b>	34.2	33.7	37.0	41.4	44.9	16.0	16.0	17.0	17.2	19.1
<b>Maine</b>	28.8	30.4	33.9	38.6	42.6	12.0	13.0	13.0	13.5	15.8
<b>U.S.</b>	27.9	30.0	32.8	35.3	37.2	9.9	11.3	12.5	12.4	13.0

Source: US Census

All the above jurisdictions show a characteristic aging of the population, but Owls Head leads in this trend. While 25% of the Owls Head population is over 65, the corresponding figures show 13% for the U.S., 15.8% for Maine (one of the oldest states in the nation) and 19.1% for Knox County.

**Population Changes: Migration and Natural Change**

**Table 1-4 – Population Changes**

Owls Head’s Population Changes	1990-1999	2000-2009
<b>Births</b>	145	103
<b>Deaths</b>	178	211
<b>Migration</b>	60	87
<b>Total change</b>	27	-21

Source: Owls Head Town Clerk Report in Annual Town Reports, 1990-2010  
The total population change numbers are from the US Census for Owls Head

A review of the birth and death totals for the past two decades shows a significant falloff in the number of births and a substantial increase in the number of deaths for the latter period. This is a reflection of the previously discussed exodus of the childbearing age segment of the population along with the general increase in the average age of Town residents. The migration numbers include the total number of folks moving into the Town less the number of those moving out of the Town. This migration parameter reflects that the number moving into the Town is high enough to keep the Town's population relatively stable in spite of the exodus of those of childbearing age and the increasing number of deaths. It does add however to the general age of the population as most of those moving into Owls Head are at or near retirement.

### **Seasonal Population**

Owls Head has always had a seasonal population component. Long before it became an independent municipality in 1921, people from Owls Head, Rockland and near-by villages had "summer camps" along the Owls Head shoreline. For the most part, these were primitive cottages with few amenities; a wood stove for cooking, a hand-pump well for water, and an outhouse for sanitary needs. You could build one for a couple of hundred dollars and buy one for not too much more. Over the years, these structures became more substantial and winterized to allow for year round residency. Folks from away started taking interest and the prices of shorefront property experienced an upward trend. Often the new owners tore down the existing structures and then commenced building ever bigger and more elegant homes. This trend will continue, and the conflict between "Keeping the community the way it is" and "Becoming the next Cape Cod" is unquestionably one of the largest issues facing this and other neighboring communities.

In 2010, the Census recorded 249 seasonal housing units in Owls Head, up from 237 units in 2000. The national average household size was 2.58 persons in 2010. Accordingly, on average there were approximately 643 people in seasonal housing units in Town. Add to that number house guests of resident families and people who rent places in the summer and you can easily imagine the summer and year-round population combined approaching twice the winter population – say 3,200 people. Furthermore, the number of day-trippers to the Owls Head Lighthouse or the Birch Point State Park, who add to the roadway congestion, is significant. There are a limited number of lodging rooms available in several inns.

The Owls Head survey of residents and property owners conducted as part of this long range planning process indicated that 70.4% of the respondents were year-round residents. Of the remainder, 12.9% resided in Owls Head for less than three months per year and 16.7% of the residents were here for more than three months (but generally less half of the year required to maintain residency elsewhere).



## Population Forecast

*Table 1-5 - Owls Head Population Projection*

Year	Owls Head	Knox Co.	Maine
1990	1,482	36,418	1,227,928
2000	1,606	39,683	1,274,923
2010	1,577	39,704	1,327,379
2015	1,584	40,279	1,329,823
2020	1,589	40,817	1,331,607
2025	1,591	41,251	1,330,821
2030	1,585	41,515	1,325,751

Data Set: SPO 2013 Census Population Estimates  
2010, observed; 2015-2030, projected

As shown in Table 1-1 and repeated in Table 1-5, the resident population, which will peak in 2013 and decline slowly thereafter, has essentially flat-lined according to the Maine State Planning Office estimates. These models have been projected based on their demographic models as the post-World War 2 baby boom generation advances through their senior years followed by their children, here referred to as the echo boom. The general scenario for this Town, Knox County and Maine is one of aging population and declining birth rates. Without the capacity to maintain or grow our population with births, Owls Head, like most the rest of Maine, will need to depend upon a net-migrations into the area. The lion's share of this migration is from retirees moving here for the quality of life and the scenic ocean vistas.

It seems unlikely that over the next ten-year planning period, Owls Head will grow significantly beyond where it is today. This is because of the lack of available undeveloped land for expansion and the lack of public water and sewage facilities that would be required to support higher population densities. As well, many residents seek to maintain rural population densities as was resoundingly expressed in the recent survey. This block on expansion does seem to portend that the values of real estate will increase, further driving the exodus of the younger segments of the population and correspondingly causing the median age of the population to increase.

The rural low-density attribute will eventually act as a brake on the community graying as elderly residents reach the point where their personal care and physical needs require them to look to higher density assisted-living communities or nursing homes outside of the Town.

Taken to the extreme, one could imagine Owls Head becoming community in which there are very few births and very few deaths, only net migration totals as folks from away move in and out. What would be the soul of such community? For the majority of the survey respondent community who emphasized that we should "keep it the way it is today," this will be a challenging task.

The population modeling does not make allowances for possible cataclysmic changes to the local social fabric. Other Maine communities have been devastated by base closings, the economic failure of mills and manufacturing facilities or similar epochal events. Devastating events could happen here as well, for example:

- Contamination of the fractured-rock groundwater and assumed aquifer activity which most of Owls Head depends upon for its water supply.
- The collapse of the lobster fishery in this area, a key economic engine driving this community.
- Global warming induced increases in the local sea level, currently projected to range from 7 inches to 2 feet by the end of this century, could begin to claim many shorefront properties, beaches and wharfs.

**Educational Enrollment and Attainment**

***Educational Enrollment***

Table 1-6 shows the number of residents aged 3 years and above who are enrolled in school. This includes pre-school, K-12 school (public, private, homeschooled and equivalency programs), associate degree, programs, undergraduate, postgraduate and professional programs, etc. The number of scholars divided by the total population in that jurisdiction gives the percentages shown.

***Table 1-6: Total School Enrollment***  
(Public, Private Schools and Home Schooled & College)

<b>Enrolled: age 3 and above</b>	<b>2000</b>		<b>2010</b>	
	Number	%	Number	%
<b>Owls Head</b>	300	18.7	292	18.5
<b>Knox County</b>	8,546	21.6	7,836	19.5
<b>Maine</b>	321,041	25.2	311,441	24.4

Source: US Census

In both 2000 and 2010, Owls Head had a somewhat lower percentage of its population enrolled in school than did the County or the State. This is a reflection of the population-aging trend discussed above. Knox County and Maine show the same drift though are both still younger than Owls Head.

**Table 1-7: Owls Head's Public Student Enrollment  
by Grade in Year 2001-2002**  
(Public, Private Schools and Home Schooled)

<b>Total Number of Owls Head Students</b>	<b># of Owls Head Students</b>	<b>K</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>
<b>Total Public School Enrollment</b>	187	13	8	20	13	19	17	13	15	11	16	16	17	9

Source: Maine DOE

Table 1-7 shows 187 students in the local public schools during the 2001/2002 school year. Table 1-8 shows 182 students in RSU 13 ten years later. The small decline is perhaps a manifestation of the slow but progressive aging of the Town population. Recall that the 2000 census reported 300 total students in Owls Head. Hence, the 187 enrolled in public schools represents only 62% of the total. Ten years later, we have 182 students in the local public schools, versus the 292 total students shown for 2010 by the Census. In both decades, we have roughly 110 students who are outside of the public school system, which leads to the question, "Where were they enrolled?"

**Table 1-8: Owls Head's Public School Enrollment  
by Grade & School in Year 2011-2012**

<b>Total # of Owls Head Students</b>	<b># of Owls Head Students</b>	<b>K</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>
<b>Medomak Valley High School (RSU 40)</b>	1												1	
<b>Owls Head Central School (RSU 13)</b>	29				10	9	10							
<b>South School (RSU 13)</b>	4	1	1	2										
<b>Rockland District Middle School (RSU 13)</b>	30							18	12					
<b>Gilford Butler School (RSU 13)</b>	32	13	7	12										
<b>St George School (RSU 13)</b>	1									1				
<b>Lura Libby School (RSU 13)</b>	1	1												
<b>Oceanside High School West (RSU 13)</b>	33									16	17			
<b>Oceanside High School East (RSU 13)</b>	51											19	13	19
<b>Total Owls Head Enrollment</b>	182	15	8	14	10	9	10	18	12	17	17	19	14	19

Source: Maine DOE

Some 37% of Town survey respondents said they had family students in the public school system, 16% had students in private schools, and 14% had children in home schools. From this, approximately two-thirds of the respondents had no association with the RSU 13 educational system. This is not too surprising considering the aging nature of the general population and the fact that many non-resident property owners were included in the responses. More interestingly, the survey suggests that for every two students sent to the public school system, one is educated elsewhere, either in private schools or in a home-school environment.

The missing student dilemma seems to be resolved by the data in Table 1-9. The data for the total Owls Head Student Enrollment shown in the first column is from the web site *ZipAtlas.com* and was presumably extracted from US Census data, though which year is not indicated. The public school enrollment shown in the second column has been extracted from Table 8 and represents Owls Head Public School enrollment for 2011-2012. The numbers in the third column are the difference between the entries in column one and column two. Because the data sets are different, it is not surprising to see aberrations like in the number of high school students, where the number of Owls Head students in high school exceeds the number of Owls head high school students. [A possible example of this would be if there were foreign exchange students residing in Owls Head who were attending the high school as Owls Head students.] The table does reflect that 37.7% (about 110) of Owls Head Students are educated outside of the RSU13 system. Of these 110, 15 are in nursery school or preschool and 37 are taking post-high school classes in some form, educational services not offered by RSU13. The remaining 58 students are involved in alternative forms of K-8 education. This includes home schooling, church-sponsored (e.g., Pen Bay Christian) or private (e.g., The Riley School). The alternative education population is highest for the youngest grades. As the kids increase in age, they are more likely to rejoin their age group in the public schools by the time they reach high school. (There are other options, such as preparatory schools, Maine School of Science and Mathematics, the Watershed School, etc. The number of local students attending them is not statistically apparent in these numbers.)

**Table 1-9: Population 3 years and older enrolled in school**  
(Public, Private Schools and Home Schooled & College)

	<b>Total Owls Head Student Enrollment</b>	<b>Owls Head Students in RSU13 Public Schools</b>	<b>Owls Head Students Enrolled Elsewhere</b>
Total	292	182	110
Nursery school, preschool	15	0	15
Kindergarten	18	15	3
Elementary School (grades 1-8)	155	98	57
High School (grades 9-12)	67	69	-2
College, graduate or associates program	37	0	37

Sources: ZipAtlas.com and Maine DOE

### *Educational Attainment*

Educational attainment in Owls Head is shown in the Table 1-10 below for the Census years 2000 and 2010. The table also compares the Town's attainment levels with corresponding levels for Knox County and the State of Maine. The table shows levels of education attained by for adult segments of the population. The adult segment is reported for those over 25 years of age, an age at which some (but certainly not all) have completed their formal education. In 2010, 93.1% of Owls Head adults had earned a high school diploma or equivalent and 30.2% had received a bachelor's degree. Both of these categories compare very favorably with the similar statistics for Knox County or the State of Maine. The table indicates a general increase in education levels. For example, in 2000 37.4% of Owls Head residents had ended their education with a high school degree. By 2010, 34.7% had stopped there, the remaining 2.7% having moved forward with at least some post-high school coursework. It seems likely that at least some of this improvement in Educational Attainment performance can be attributed to the educational experiences of the retirees who have moved into the Town. There is no data to indicate how much of this is homegrown or how much has been imported into the community.

**Table 1-10: Owls Head Educational Attainment for adults 25 years and older**

Education Attainment of persons 25 years and above	Owls Head				Knox County				Maine			
	2010		2000		2010		2000		2010		2000	
Less than 9 <sup>th</sup> grade	24	1.9%	32	2.6%	943	3.2%	1,001	3.5%	35,313	3.8%	47,183	5.4%
9 <sup>th</sup> -12 <sup>th</sup> grade no diploma	60	4.8%	88	7.2%	2,123	7.2%	2,544	9.0%	59,475	6.3%	80,105	9.2%
High School grad or equiv.	435	34.7%	456	37.4%	10,967	37.1%	10,306	36.5%	327,114	34.9%	314,600	36.2%
Some college, no degree	231	18.5%	253	20.7%	4,924	16.7%	5,353	18.9%	178,426	19.0%	165,111	19.0%
Associate Degree	100	8.0%	74	6.1%	2,594	8.8%	1,676	5.9%	82,709	8.8%	63,934	7.4%
Bachelor's Degree	235	18.8%	227	18.6%	5,336	18.1%	4,833	17.1%	159,840	17.0%	129,992	14.9%
Grad/Profes. Degree	131	10.5%	84	6.9%	2,594	8.8%	2,590	9.2%	87,354	9.3%	68,968	7.9%
% High school or higher	93.1%		90.1%		89.7%		87.5%		89.8%		85.4%	
% Bachelor's degree/higher	30.2%		25.6%		26.9%		26.2%		26.5%		22.9%	

Source: 2000-2010 U.S. Census Data

Note: Percentages calculated from those aged 25 and older

## **Analyses (Issues and Implications)**

1. The Town's population increased significantly in the 1960s and 1970s, decreased modestly in the 1980s, increased slightly in the 1990s, and decreased slightly in the last decade. The rate of change has slowed over the past five decades. The State has forecasted a small decline in population for Owls Head over the long term. However, for planning purposes, the Town estimates that the 2030 year-round population could total 1,585 persons, 8 more than seen in 2010, but 39 less than 1980, which was the peak year for Owls Head. Despite an anticipated relatively stable total population, the demand for the range of existing municipal services and for expanded services, similar to those found in larger communities, could increase due to the needs of the aging population. This would put pressure on already tight municipal budgets. *See the Public Facilities and Services Chapter and the Fiscal Capacity Chapter for more information.*
2. The long-term trend of declining average household size suggests that even with a stable total population, new housing will be built to accommodate smaller families and more individuals living alone. School enrollments have declined nominally over the past ten years and that trend will probably continue. The State forecasts an aging of the population in Knox County. The need for elderly services, like assisted living facilities will increase in the region. Several such facilities have been built and expanded in Rockland, Rockport and Camden over the past decade. *See the Housing Chapter and Public Facilities and Services Chapter for more information.*
3. The Town has a sizable seasonal population, estimated at 643 persons, in comparison to the 1,580 year-round residents. The Town does not keep demographic data on seasonal residents. Older couples and younger families with children stay in Owls Head seasonally, and are generally sufficiently affluent to afford a second home. The seasonal housing market depends upon this population. See the Housing Chapter for more information. A number of local businesses depend on seasonal residents and tourists, although to a lesser extent than found in the surrounding communities, which have a larger number of businesses. *See the Economy Chapter for more information.*
4. Owls Head is not a service center community. The Town borders the service center community of Rockland. Owls Head does not have a single major employer. Most local businesses employ just a few people each. The school, the Owls Head Transportation Museum and Knox County Regional Airport are exceptions. *See the Economy Chapter for more information*

Note: The State required *Conditions and Trends section*, including the community's Comprehensive Planning Population and Demographic Data Set has been integrated into the text and tables of this chapter.

## ECONOMY

### Introduction

This chapter identifies and analyzes the local and regional economy, including employment sectors, businesses, employment rates, and retail sales. The format of this chapter follows the State Comprehensive Plan Criteria Rule, as amended on 8/6/11. State provisions are italicized.

### State Goal

*Promote an economic climate that increases job opportunities and overall economic well-being.*

### Analyses

- (1) *Is the economy experiencing significant change, and how does this, or might this, affect the local population, employment, and municipal tax base?*

Growth in the local economy has been inhibited by the poorly performing statewide and national economies. The size of the local labor force has remained relatively unchanged over the past ten years and local wages have increased modestly over the past five years. While the number of Owls Head businesses has increased, total local employment is down. Total unemployment has increased at the Town, County and State levels. Owls Head residents, however, are better off income wise on average than are County residents and State residents. This is due in large part to higher educational attainment locally, and an ability and willingness of Owls Head residents to commute to areas with greater employment opportunities outside of the Town. A contributing factor is the current strength of the local lobster fishery, though this has been mitigated by recent declines in the market prices for landed catch. Importantly, as described in the Population and Demographics Chapter, the Town's population is aging, with more retirees who are not dependent upon the local economy for their income.

The municipal tax base is generated largely from residential property taxes. The residential housing market decline in the past five years has put pressure on municipalities to conduct revaluations of properties to reflect reduced sales prices, which will in all likelihood impact municipal property tax revenues collections. Additionally, projected reductions in Maine's state revenue sharing funding will further exacerbate the Town's revenue-receipt concerns. See the Fiscal Chapter for more information.

- (2) *Does the community have defined priorities for economic development? Are these priorities reflected in regional economic development plans?*

None at this time.

- (3) *If there is a traditional downtown or village center(s) in the community? If so, are they deteriorating or thriving?*

Owls Head does not have a single village area where economic activity congregates.

At the east end of Town across from the memorial park, we find the Owls Head Post Office and the Owls Head General Store as one grouping. Close by are the fire station and the Owls Head Harbor, which is home to the Ship to Shore Lobster Company, the Owls Head Lobster Company and the working waterfront upon which most of the Town's commercial fishermen rely.

Some 3 miles to the west along Ash Point Drive we find the airport and the operations which depend upon it, including the Owls Head Transportation Museum, Downeast Air, Budget Car Rental, Penobscot Island Air, the Knox County Flying Club, etc. The Town Office is nearby as are Performance Paving, Jake Barbour Industries, the Breakwater Vineyards and the Owls Head Central School.

The other businesses and organizations are fairly randomly distributed throughout the Town. This includes the two state parks and a handful of buildings of historical interest that the Mussel Ridge Historical Society is seeking to protect and repair.

Since 2000, the village has seen substantial investments in the airport terminal and taxiways. A new salt shed building has been erected to protect the Town's inventory of road salt and sand from the elements and possible seepage into the groundwater and areas of assumed aquifer activity. Several improvements have been made to the sewage disposal system along Ingraham Drive. Most other local investments have related to the maintenance of existing roads and buildings. See the Transportation Chapter and Public Facilities Chapter for a description of these efforts.

- (4) *Is tourism an important part of the local economy? If so, what steps has the community taken to support this industry?*

As shown in the Population and Demographics Chapter, Owls Head has a sizable seasonal population. Tourism is a strong and growing part of the community.

Over recent years, a substantial number of small businesses and individuals have established themselves to provide the service needs of retired or seasonal residents; these would include construction, painting, landscape care, cleaning, plowing services, electrical, plumbing, security and property management. Other residents have acquired houses and cottages as income properties for summer rental.

Efforts to improve the local economy could be based on expanding tourism, for example, recreation on conserved lands and trails, acquiring and protecting open space property and leveraging the presence of the two state parks within our borders. To date, the Town



has not been particularly involved in the evolution of tourist based businesses and activities. See the Recreation Chapter for further discussion.

(5) *Do/should home occupations play a role in the community?*

Owls Headers, like Mainers in general, tend to work many jobs over the course of a year. Much of this is seasonal and much of it is operated out of the entrepreneur's home. People who participate in the lobster fishery industry will usually do something else in the off-season. People providing tax and bookkeeping services usually have time on their hands after April 15<sup>th</sup>. Landscaping folks tend to do snow plowing and tree cutting in the winter. Folks renting vacation cottages are busiest in the summer while doing property maintenance off-season, and so on. There are at least 50 and perhaps many more households who have home occupations. The Zoning Ordinance allows these uses in districts town-wide (with the exception of resource protection districts) with standards to protect the residential character of the houses in which such occupations are located. Most of the Town's fishing population traditionally uses their home property for winter storage of boats, lobster traps and other fishing gear. Around here, that's called "local color" and "supporting the working waterfront," but it probably wouldn't work in today's Cape Cod. There is generally widespread support for home occupations to continue to be allowed, though some problems have arisen where these activities have deviated far from normal residential use.

See the Chapters on Housing and Land Use for further discussion of this segment.

(6) *Are there appropriate areas within the community for industrial or commercial development? If so, are performance standards necessary to assure that industrial and commercial development is compatible with the surrounding land uses and landscape?*

There are no areas suitable for heavy industry. Areas most suitable for light industrial or commercial development in Owls Head are limited to land around the airport or adjacent to the Rockland Industrial Park. In-the-street water and sewer services and three-phase power would be available from the Rockland Industrial Park. Most of the land available near the airport is wetland, important for recharging groundwater and the area of assumed aquifer activity upon which most residents rely for their home water supplies. Areas with wetlands, critical natural habitats, resource protected shore lands, high value farmland soils, and residential neighborhoods are not suitable for industrial or commercial development. See the Future Land Use Plan Chapter for more information on suitable areas and on proposed ordinance performance standards to ensure that new industrial and commercial development does not degrade the quality or value of existing properties.

(7) *Are public facilities, including sewer, water, broadband access or three-phase power, needed to support the projected location, type, and amount of economic activity, and what are the issues involved in providing them?*

The small-scale and traditional type of development sought in Owls Head does not necessarily require significant public expenditure for new infrastructure. If large-scale development were sought, new infrastructure would likely be needed.

Maine Water, the Rockport based privately owned water service company in the mid-coast area, provides in the street water service along the western edge of the Town along Route 73. Limited capacity “in the street” water is also provided to the Owls Head School, the Owls Head Community Building and the Knox County Airport. Public sewage connections to the Rockland Municipal sewage system are available to residences on Ingraham’s Hill and many of the homes between Route 73 and the shore. For the rest of the Town it is well and septic country.

Marginal quality (and in some cases, quantity) well water is an issue throughout the Town and an in-the-street solution may be needed in the long term. See the Water Resources Chapter for further discussion

See the Public Facilities Chapter and Existing Land Use Chapter for the limitations that this places on additional development.

Moderately high broadband Internet access via DSL and cable is available throughout the Town. FiOS and digital cable type solutions are not currently available anywhere in the mid-coast region. Extensive telecommuting opportunities will certainly be constrained unless wider bandwidth Internet service becomes available.

Three-phase power is widely available in the Rockland Industrial Park and could be extended from there into the Town of Owls Head. No current usage of three-phase power is known and no need for this is anticipated.

The fundamental concern in providing new public facilities is cost. Current municipal revenues are not sufficient to upgrade services to subsidize new large-scale development. Large tax increases and/or additional long-term borrowing, a burden that is unlikely to be supported by Town voters, would be needed to make such public improvements. See the Fiscal Capacity Chapter for the Capital Investment Plan and for information on reserve accounts.

- (8) *If there are local or regional economic development incentives such as TIF districting, do they encourage development in growth areas?*

Not applicable at this time.

- (9) *How can/does the community use its unique assets such as recreational opportunities, historic architecture, civic events, etc. for economic growth?*

See the Recreation Chapter for discussion on this question.

## Conditions and Trends

*Minimum data required to address Analysis:*

- (1) *The community's Comprehensive Planning Economic Data Set prepared and provided to the community by the Office or its designee.*

Over the past decade, the Town's labor force has had just a nominal increase of four persons. The unemployment rate went from 2.4% in 2000 to 6.3% in 2011 reflecting the downturn in the regional, State and national economy. In 2011, 53 persons in Owls Head's labor force were unemployed and looking for work. This was 33 more people than in 2000.

<b>Owls Head Employment by Year</b>	<b>Civilian Labor Force</b>	<b>Employment</b>	<b>Unemployment</b>	<b>Unemployment Rate</b>
<b>2000</b>	838	818	20	2.4%
<b>2005</b>	872	840	32	3.7%
<b>2010</b>	830	775	55	6.6%
<b>2011</b>	842	789	53	6.3%
<b>Change #</b>	4	-29	33	3.9

*Source: Maine Department of Labor, Center for Workforce Research and Information*

*Note: Annual Not Seasonally Adjusted Labor Force*

Over the past decade, Knox County's labor force has remained stable, with an increase of just 50 persons. The unemployment rate went from 2.7% in 2000 to 7.0% in 2011. The County has had a somewhat higher unemployment rate than the Town. In 2011, 1,471 persons in the Knox County labor force were unemployed and looking for work. This was 906 more people than in 2000.

<b>Knox County Employment by Year</b>	<b>Civilian Labor Force</b>	<b>Employment</b>	<b>Unemployment</b>	<b>Unemployment Rate</b>
<b>2000</b>	20,851	20,286	565	2.7%
<b>2005</b>	21,288	20,394	894	4.2%
<b>2010</b>	20,607	19,056	1,551	7.5%
<b>2011</b>	20,901	19,430	1,471	7.0%
<b>Change #</b>	50	-856	906	4.3

*Source: Maine Department of Labor, Center for Workforce Research and Information*

*Note: Annual Not Seasonally Adjusted Labor Force*

The State labor force grew by 31,638 persons from 2000 to 2011, while those unemployed and looking for work increased by 30,985 persons. The State

unemployment rate rose to 7.5% in 2011, which was higher than the unemployment rate in Owls Head and Knox County.

<b>Maine Employment by Year</b>	<b>Civilian Labor Force</b>	<b>Employment</b>	<b>Unemployment</b>	<b>Unemployment Rate</b>
<b>2000</b>	672,440	650,385	22,055	3.3%
<b>2005</b>	694,285	660,557	33,728	4.9%
<b>2010</b>	700,567	643,244	57,324	8.2%
<b>2011</b>	704,078	651,038	53,040	7.5%
<b>Change #</b>	31,638	653	30,985	4.2

*Source: Maine Department of Labor, Center for Workforce Research and Information*

*Note: Annual Not Seasonally Adjusted Labor Force*

According to the Maine Department of Labor, 17 new businesses located in Owls Head from 2005 to 2010, for 57 firms in total. Owls Head businesses employed 54 more people at the end of this five-year period. Reported average wages in Owls Head workplaces have increased by \$93 from 2005 to 2010.

<b>Owls Head Annual Quarterly Census of Employment And Wages Super Sector</b>	<b>2005</b>			<b>2010</b>		
	<b>Avg # of Firms</b>	<b>Avg Employ</b>	<b>Avg Weekly Wage</b>	<b>Avg # of Firms</b>	<b>Avg Employ</b>	<b>Avg Weekly Wage</b>
Total, all industries	40	134	\$566	57	188	\$659
Goods-Producing Domain (Natural Resources and Mining, Construction, Manufacturing, etc.)	15	46	\$617	27	61	\$687
Service-Providing Domain (Trade, Transportation and Utilities, Information, Finance, Prof/Business Services, Education, Leisure/Hospitality, Public Admin, etc.)	25	88	\$540	30	127	\$645

*Source: Department of Labor*

*Note: Categories were combined in the Domains due to the small number of businesses.*

Average wages for those who worked in Knox County were lower in 2010 than for those who worked in the Town in the same year. The increase in wages at the county level was less than the increase in Owls Head.

<b>Knox County Annual Quarterly Census of Employment And Wages Super Sector</b>	<b>2005</b>			<b>2010</b>		
	<b>Avg # of Firms</b>	<b>Avg Employ</b>	<b>Avg Weekly Wage</b>	<b>Avg # of Firms</b>	<b>Avg Employ</b>	<b>Avg Weekly Wage</b>
Total, all industries	1,796	17,680	\$567	1,864	16,493	\$632
Goods-Producing Domain (Natural Resources and Mining, Construction, Manufacturing, etc.)	387	3,168	\$705	416	2,822	\$810
Service-Providing Domain (Trade, Transportation and Utilities, Information, Finance, Prof/Business Services, Education, Leisure/Hospitality, Public Admin, etc.)	1,409	14,512	\$537	1,448	13,672	\$595

*Source: Department of Labor*

*Note: Categories were combined in the Domains for comparison with the Town figures.*

The mean household income and per capita income have been higher for Town residents than for residents of Knox County or the State as a whole. Generally, Owls Head’s higher income earners work outside of the Town, have retirement income, or work for themselves.

<b>Median Household Income</b>	<b>Owls Head</b>	<b>Knox County</b>	<b>Maine</b>
<b>1990</b>	\$30,647	\$25,405	\$27,854
<b>2000</b>	\$40,107	\$36,774	\$37,240
<b>2010</b>	\$48,958	\$45,264	\$46,933
<b>Percent Change</b>	59.7%	78.2%	68.5%

*Source: US Census, American Community Survey (5-year)*

<b>Income - Per Capita</b>	<b>Owls Head</b>	<b>Knox County</b>	<b>Maine</b>
<b>2000</b>	\$22,660	\$19,981	\$19,533
<b>2010</b>	\$31,871	\$25,291	\$25,385
<b>Percent Change</b>	40.6%	26.6%	30.0%

*Source: US Census, American Community Survey (5-year)*

At 7.6%, the Town's household poverty rate in 2010 was lower than Knox County (12.4%) and the State (12.8%) in the same year.

<b>Owls Head Households and Poverty</b>	<b>2000</b>	<b>2010</b>	<b>% Change</b>
<b>Households</b>	731	711	-2.7%
<b>Below Poverty</b>	50	54	8.0%
<b>At or Above Poverty</b>	681	657	-3.5%
<b>% Households Below Poverty</b>	6.8%	7.6%	11.8%

*Source: US Census, American Community Survey (5-year)*

<b>Knox County Households and Poverty</b>	<b>2000</b>	<b>2010</b>	<b>% Change</b>
<b>Households</b>	16,608	16,945	2.0%
<b>Below Poverty</b>	1,692	2,105	24.4%
<b>At or Above Poverty</b>	14,916	14,840	-0.5%
<b>% Households Below Poverty</b>	10.2%	12.4%	21.6%

*Source: US Census, American Community Survey (5-year)*

<b>Maine Households and Poverty</b>	<b>2000</b>	<b>2010</b>	<b>% Change</b>
<b>Households</b>	518,372	551,125	6.3%
<b>Below Poverty</b>	59,607	70,488	18.3%
<b>At or Above Poverty</b>	458,765	480,637	4.8%
<b>% Households Below Poverty</b>	11.5%	12.8%	11.3%

*Source: US Census, American Community Survey (5-year)*

The poverty level in 2010 was \$18,310 for a three-person family. The next table shows federally defined poverty levels by family size.

<b>The 2010 Poverty Guidelines for the 48 Contiguous States and the District of Columbia</b>	
<b>Persons in family</b>	<b>Poverty guideline</b>
<b>1</b>	\$10,830
<b>2</b>	14,570
<b>3</b>	18,310
<b>4</b>	22,050
<b>5</b>	25,790
<b>6</b>	29,530
<b>7</b>	33,270
<b>8</b>	37,010
For families with more than 8 persons, add \$3,740 for each additional person.	

*Source: U.S. Department of Health and Human Services*

The two largest occupational sectors in Owls Head in 2010 were ‘management, professional and related occupations’ and ‘sales and office occupations’. These were top sectors at the County level as well. The fastest growing sector for both the Town and the county are the service occupations.

<b>Owls Head Employment by Occupation</b>	<b>2000</b>	<b>2010</b>	<b>% Change</b>
<b>Total</b>	781	823	5.38%
<b>Management, professional, and related occupations</b>	235	257	9.36%
<b>Service occupations</b>	107	166	55.14%
<b>Sales and office occupations</b>	256	210	-17.97%
<b>Farming, fishing, and forestry occupations</b>	57	72	26.32%
<b>Construction, extraction, and maintenance occupations</b>	54	48	-11.11%
<b>Production, transportation, and material moving occupations</b>	72	70	-2.78%

*Source: US Census, American Community Survey (5-year)*

<b>Knox County Employment by Occupation</b>	<b>2000</b>	<b>2010</b>	<b>% Change</b>
<b>Total</b>	19,263	20,408	5.9%
<b>Management, professional, and related occupations</b>	5,725	6,245	9.1%
<b>Service occupations</b>	2,959	3,942	33.2%
<b>Sales and office occupations</b>	4,881	4,825	-1.1%
<b>Farming, fishing, and forestry occupations</b>	963	1,038	7.8%
<b>Construction, extraction, and maintenance occupations</b>	2,145	2,009	-6.3%
<b>Production, transportation, and material moving occupations</b>	2,590	2,340	-9.7%

*Source: US Census, American Community Survey (5-year)*

Total taxable retail sales increased in Owls Head from 2007 to 2011 by more than 23%. The largest local sector was lodging (including seasonal rentals of homes and cottages) and it grew by 19.6%, while the significantly smaller Businesses Operating sector grew by 92.9%. Due to the small numbers of businesses in Town, some sectors have non-disclosable data and so are combined into a remainder figure in the next table.

<b>Owls Head Total Taxable Retail Sales (Annual) in THOUSANDS OF DOLLARS</b>						
<b>Category</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>% Change</b>
<b>Total</b>	2040.0	1626.4	2158.0	2174.9	2512.5	23.2%
<b>Business Operating</b>	16.9	10.0	11.9	21.2	32.6	92.9%
<b>Other</b>	111.5	98.4	114.1	75.4	75.6	-32.2%
<b>Restaurant</b>	6.3	5.4	1.0	0.2	0.0	-100.0%
<b>Lodging</b>	464.7	450.3	442.6	439.3	555.7	19.6%
<b>Remainder (Building, Food Store, General, Auto Trans)</b>	1440.6	1062.3	1588.4	1638.8	1848.6	28.3%

*Source: Maine Revenue Services*

*Notes: To use these dollar figures, multiply by \$1,000. Several categories were combined in the Remainder category due to the small number of businesses.*

Knox County recorded a decrease of 5.4% in total taxable retail sales from 2007 to 2011. The largest declines were in Building Supply, Business Operating, and Auto Transport. Growth occurred in the lodging, restaurant and food categories. Many of Maine's counties saw a decline during this period, reflecting the generally poor State and national economies.

<b>Knox County Total Taxable Retail Sales (Annual) in THOUSANDS OF DOLLARS</b>						
<b>Category</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>% Change</b>
<b>Total</b>	509444.1	501122.9	458712.8	469944.0	481813.4	-5.4%
<b>Business Operating</b>	68330.5	66602.3	54939.8	57247.2	61525.8	-10.0%
<b>Building Supply</b>	91659.5	91696.9	78468.6	79431.4	80805.2	-11.8%
<b>Food Store</b>	49892.4	50494.7	49200.6	51271.1	51148.9	2.5%
<b>General</b>	79143.7	78594.3	74238.5	74467.8	74039.3	-6.4%
<b>Other</b>	56282.3	53060.0	50231.5	51909.8	50820.5	-9.7%
<b>Auto Trans</b>	74128.0	69632.9	65389.6	64147.1	67361.1	-9.1%
<b>Restaurant</b>	61302.5	61514.4	59713.4	62301.4	65116.9	6.2%
<b>Lodging</b>	28705.2	29527.4	26530.8	29168.2	30995.7	8.0%

*Source: Maine Revenue Services*

*Notes: To use these dollar figures, multiply by \$ 1,000.*



Maine Revenue Services category descriptions:

- Total Retail Sales: Includes Consumer Retail Sales plus special types of sales and rentals to businesses where the tax is paid directly by the buyer (such as commercial or industrial oil purchase).
- Business Operating: Purchases for which businesses pay Use Tax, i.e., for items that are used by the business in its operation (like shelving and machinery) and not re-sold to consumers.
- Building Supply: Durable equipment sales, contractors' sales, hardware stores and lumberyards.
- Food Stores: All food stores from large supermarkets to small corner food stores. The values here are snacks and non-food items only, since most food intended for home consumption is not taxed.
- General Merchandise: In this sales group are stores carrying lines generally carried in large department stores. These include clothing, furniture, shoes, radio-TV, household durable goods, home furnishing, etc.
- Other Retail: This group includes a wide selection of taxable sales not covered elsewhere. Examples are dry good stores, drug stores, jewelry stores, sporting good stores, antique dealers, morticians, bookstores, photo supply stores, gift shops, etc.
- Auto Transportation: This sales group includes all transportation related retail outlets. Included are auto dealers, auto parts, aircraft dealers, motorboat dealers, automobile rental, etc.
- Restaurant/Lodging: All stores selling prepared food for immediate consumption. The Lodging group includes only rental tax.

(2) *A brief historical perspective on how and why the current economy of the community and region developed.*

Since the earliest days of settlement, Owls Head has been a community of farmers and fishermen. Over the last eighty years or so, essentially all of the farming has relocated inland where the soil is better and land availability is greater and less expensive. The Town, which had once been totally cleared for agriculture has since reverted to forest and rural residential. Owls Head still retains an active working waterfront, though the diversity of catch has diminished. Today, almost all waterfront activity is centered on the lobster fishery, for which the annual catch remains strong though the market price of the catch is depressed.

The growth of manufacturing, which had employed many in the workforce for generations, occurred principally in larger communities like neighboring Rockland. Coastal communities like Owls Head and Rockland had a wide variety of marine-based businesses, some of which continue to this day. Improvement in the roadway networks, especially during the second half of the twentieth century, allowed more people to live farther from their workplaces in search of less expensive land and housing. Service sector employment (both public and private, and in low, moderate and high wage occupations) has surpassed manufacturing over the past four decades. Commuting has sustained

predominantly residential communities like Owls Head. Nevertheless, there are important businesses located in the Town that provide needed services to residents. There have been and continue to be opportunities for business development that is in keeping with the character of Owls Head like small-scale, traditional trades, marine-based businesses, and home-based occupations.

The demand for service sector jobs has been stimulated as Owls Head has evolved into a retirement destination and a situ for seasonal/vacation homes.

Since 2000, the largest discontinuities in the Owls' Head business scene have been associated with the Knox County Airport. In 2000 MBNA was a key driver in what happened there, and Colgen Air was the commercial carrier. When MBNA departed, their airport infrastructure was acquired by Rockland Airport Partners and Maine Atlantic Aviation (which subsequently acquired Down East Air's operations). With this transition, what was a service shop for MBNA corporate jets evolved into an aircraft charter rental and leasing service, a full service fixed base operator and a rental car facility. Cape Air took over as the commercial carrier. Federal government funding enabled the taxiway expansion and the new terminal building.

Telecommunications and improved broadband services allow more people to work where they want to, usually out of their homes with occasional trips to business meetings elsewhere. Fairpoint's ADSL service has become a generally available Internet connectivity option in Owls Head over the past several years. The other piece of this telecommuting puzzle is the Knox County Airport with scheduled commercial service to Boston. The recent survey of Owls Head citizens reflected that there are quite a few people living in this community, especially in the summer, who work in distant places all over the country. For them the availability of the Knox County Airport was a key determinant in their decision to settle or acquire vacation property here. Wider bandwidth Internet capabilities like FiOS are available in major metropolitan areas today and will be needed here if Owls Head residents are to seriously participate in the telecommuting economy going forward.

*(3) A list of local and regional economic development plans developed over the past five years, which include the community.*

The Midcoast Economic Development District, which includes Knox County and surrounding areas, prepares annual Comprehensive Economic Development Strategy (CEDS) reports. Knox County was previously included in the Eastern Maine Economic Development District CEDS. These reports outline economic trends and inventory planning and projects underway that seek to improve the economy by creating or retaining employment and services, and proposals for which there is community interest and for which funding from the U.S. Economic Development Agency is possible. Owls Head projects and proposals were included for the Knox County Regional Airport (Runway/Taxiway Upgrade to overcome current FAA noted safety deficiencies) in the 2007 and 2009 CEDS report. No Owls Head projects were included in the 2008 and 2011 CEDS.

(4) *Where does the community's population work and where do employees in your community reside? A description of the major employers in the community and labor market area and their outlook for the future.*

Most Owls Head residents who work do so in Rockland, Owls Head, Rockport, Camden and Thomaston. The next table shows the communities in which Owls Head residents worked in 2000, the most recent year for which this data is available. The Town believes that this commuting pattern is very similar today.

<b>Workplaces of Owls Head Residents in 2000</b>		
<b>Community</b>	<b>Count</b>	<b>Percent</b>
Rockland	301	39.8%
Owls Head	136	18.0%
Rockport	77	10.2%
Camden	68	9.0%
Thomaston	42	5.5%
Warren	18	2.4%
St. George	17	2.2%
South Thomaston	17	2.2%
Friendship	9	1.2%
Cushing	7	0.9%
North Haven	7	0.9%
Union	4	0.5%
Boston MA	4	0.5%
Gorham	3	0.4%
Portland	3	0.4%
Westbrook	3	0.4%
Kingfield	3	0.4%
Appleton	3	0.4%
Bath	3	0.4%
Waltham MA	3	0.4%
Lafayette Parish LA	2	0.3%
Yarmouth	2	0.3%
Augusta	2	0.3%
Manchester	2	0.3%
Hope	2	0.3%
Vinalhaven	2	0.3%
Damariscotta	2	0.3%
Belfast	2	0.3%
Islesboro	2	0.3%
Lincolnton	2	0.3%
Calais	2	0.3%
Braintree MA	2	0.3%
Clinton MA	2	0.3%
Criehaven	1	0.1%
Northport	1	0.1%

<b>Workplaces of Owls Head Residents in 2000</b>		
<b>Community</b>	<b>Count</b>	<b>Percent</b>
Reading PA	1	0.1%
Total	757	100.0%

*Source: US Census*

*Notes: The percent figures are rounded, 2010 Workplace Data is not available.*

Of those who work in Owls Head, a plurality lives in the Town, 38.2% in 2000. The balance is largely from residents of nearby communities in Knox County. More recent data is not available from the Census. The responses to the 2011 Owls Head Comprehensive Planning Survey suggest that these figures have not changed significantly in the intervening decade..

<b>Resident Community of those who work in Owls Head</b>		
<b>Community</b>	<b>Count</b>	<b>Percent</b>
Owls Head	136	38.2%
Rockland	47	13.2%
Camden	18	5.1%
St. George	18	5.1%
Thomaston	18	5.1%
Warren	16	4.5%
Waldoboro	13	3.7%
Hallowell	9	2.5%
Rockport	8	2.2%
Lincolnton	8	2.2%
Appleton	7	2.0%
South Thomaston	7	2.0%
Belfast	7	2.0%
Hope	6	1.7%
Sidney	5	1.4%
Manchester	4	1.1%
Union	4	1.1%
Washington	4	1.1%
Swanville	4	1.1%
Newcastle	3	0.8%
Northport	3	0.8%
Cushing	2	0.6%
Somerville	2	0.6%
Brooks	2	0.6%
Knox	2	0.6%
Liberty	2	0.6%
Palmyra	1	0.3%
Total	356	100.0%

*Source: US Census*

*Notes: The percent figures are rounded, 2010 Workplace Data is not available.*

Most employers in Owls Head employ just a few people each. The next table shows a partial listing of local private sector employers in 2012. Generally, businesses depend on the incomes of area residents and on the strength of the seasonal vacation sector so may face continued difficulties until the regional, State and national economies improve.

<b>Owls Head Businesses (2013)</b>			
<b>Name</b>	<b>Location</b>	<b>Sector</b>	<b># Employed</b>
Absolut Accounting & Tax Service	465 South Shore Dr	Accountants	1-4
Acadia Marketing & Design LLC	221 South Shore Dr	Advertising - agencies & counselors	1-4
Alden Adjustment Company	6 Sumac Drive	Insurance Adjusters	1-4
Annie Higbee/Imagewright	114 Maker Cove Rd	Photography	1-4
Art's Marine Service	232 North Shore Dr	Marine Boatyard	5-9
Ash Point Inn	193 Ash Point Dr	Bed & Breakfast Inn	1-4
Aviary Café	23 Terminal Way	Restaurant	1-4
Barbara's Salon	10 Island View Terrace	Hairstylist	1-4
B. C. Electric	229 Bayside West	Electrician	1-4
Beal's Electric	17 Woods Road	Electrical Contractor	1-4
Belyea, Steven K.	20 Ocean Av	Plumbing and Heating	1-4
BFLI Harbor View	56 Lighthouse Rd	Home Healthcare Services	5-9
Bill Grierson Excavation		Excavation Contractor	1-4
Blue Spruce Joinery, Inc	89 Maker Cove Rd	Cabinetry/Furniture	1-4
Blue Yonder Coastal Gifts	23 Terminal Way	Gift Shop	1-4
Breakwater Vineyards	35 Ash Point Dr	Vineyard/Winery	5-9
Budget Car & Truck Rental	19 Airport Rd	Car Rental	5-9
Cape Air	23 Terminal Ln	Airport Services	1-4
Coastal Clipper LLC	67 Lighthouse Rd	Pet Grooming	1-4
Coastal Diversified Marine	7 Woods Road	Marine Engine Repair	1-4
Colson's Landscaping	52 Ingraham Drive	Landscaping/Excavation	1-4
Colson, Nancy J.	3 Oak Run	Dressmaking/ Alterations	1-4
Computerized Service – Linda Post	40 Hendrickson Point Road	Bookkeeping, Payroll, Taxes	1-4
Crowell, Joan	35 Smalls Lane	Bookkeeping	1-4
David Darnell	178 South Shore Drive	Tree Service	1-4
David Haynes Inc	397 Ash Point Dr	Excavation Contractor	1-4
D. L. Overlock	24 Town Clerk's	Excavation Contractor	10-19

<b>Owls Head Businesses (2013)</b>			
<b>Name</b>	<b>Location</b>	<b>Sector</b>	<b># Employed</b>
Excavations	Rd		
Doherty, William C.	70 Lucia Beach Road	Builder	
Downeast Air	19 Airport Road	Aircraft Servicing & Maintenance	10-19
Drinkwater Boat Transport	206 Ash Point Dr	Boat Transporting	1-4
Earth Services	335 North Shore Drive	Landscape Construction	1-4
Echo Entertainment		Wedding Supplies & Service	1-4
Edwards Marine Construction	49 Bellevue St	Marine Construction	1-4
F. V. Harvester	55 Mahalas Ln	Shrimp Aquaculture	1-4
Frankie's Garage	50 Weskeag Rd	Car repair	1-4
F.V. Falcon	50 Weeks Rd	Shrimp Aquaculture	1-4
Fx Designs	116 Weskeag Rd	Party Supplies	1-4
Glider Rides Cellular	19 Airport Rd	Wireless Communication Carrier	1-4
Homestead at Owls Head	7 North Shore Dr	Assisted Living Apartments	5-9
Horse & Hound Veterinary Services	6 Great Marsh Ln	Mobile Veterinary Practice	5-9
Insight Works	40 Coopers Beach Rd	Business Management Consultants	1-4
JB I (Jake Barbour) Inc	170 Ash Point Dr	General Contractor	20-49
Lou's Commercial Cleaners	7 Crocketts Beach Rd	Commercial Cleaner	1-4
Matheison Digital	133 Ingraham Dr	Video Editing/Teleproduction Svc	1-4
Morning In Maine	4 Beach St	Windjammer Cruises	1-4
Needful Things & Services Inc	169 Ash Point Dr	Limousine Service	10-19
Owls Head Cottages	5 Main St	Cottage Rentals	1-4
Owls Head General Store	2 South Shore Dr	General Store/Eatery	5-9
Owls Head Lobster Co.	23 Lobster Ln	Fish & Seafood Markets	1-4
Penobscot Island Air	21 Terminal Ln	Air Transportation	5-9
Performance Paving	75 Ilvonon Ln	Paving Contractor	5-9
Pioneer Landscaping Services	55 South Shore Dr	Landscaping	1-4
Raynold F. Brooks	22 Brooks Way	Specialized Freight Trucking	1-4
Redlan & Johnson	77 Ash Point Dr	Plumbing & HAC	1-4

<b>Owls Head Businesses (2013)</b>			
<b>Name</b>	<b>Location</b>	<b>Sector</b>	<b># Employed</b>
		Contractor	
Rockland Airport Partners	19 Terminal Rd	Aircraft Charter/Leasing	5-9
Ship to Shore Lobster Co.	7 Wharf St	Fish & Seafood Markets	1-4
Smith's Contracting	26 LMNOP Dr	Septic System Contracting	1-4
Smith's Swiss Village	152 North Shore Dr	Cottage Rentals	1-4
South End Trap	375 Ash Point Dr	Mariner Equip. Fabricator	1-4
Treasures from Heart	174 Bayside West	General Merchandise Retail	1-4
Trinity on the Ocean B & B	20 Ocean Ave	Bed & Breakfast	1-4

*Source: Town Comprehensive Planning Committee and the Maine Dept. of Labor 2013*

The table above does not adequately represent the relatively large segment of the town's working population that fishes off the coasts of Owls Head, primarily in the lobster fishery. At present, the lobster catch is as good as it has ever been in this town, though the prices realized for landed catch are depressed.

To give some dimensions of the contribution of this fishery to the overall Owls Head economy, the following data are relevant:

- The aggregate annual income of Owls Head citizens was \$50.261 million in 2010. [This was calculated by multiplying the \$31,871 average income per capita (2010) given earlier in this chapter and the 2010 population of 1,577 from the Population and Demographics chapter. This estimate is a bit higher than the last available US census Bureau estimate (2009) of \$46.783 million, but within their margin of error.]
- The 2011 lobster landings were 2,039,087 pounds with a value of \$6,791,522 [Source: [MaineEncyclopeia.com/lobster-landing-by-location/](http://MaineEncyclopeia.com/lobster-landing-by-location/). This number agrees closely with the 2010 data presented in the Marine Resources chapter, which also shows that 99.42% of all fish landings in Owls Head were lobsters.]
- Lobster landings in Owls Head harbor represent approximately 13.5% of the Owls Head aggregate income [Value of landings divided by the town's aggregate income]. It should be noted that Owls Head fishermen who land their catch in other places (e.g., in Spruce Head or Rockland, etc.) are not included in this calculation. Similarly, non-Owls Head residents who fish out of Owls Head are included in the Town's aggregate income.

Admittedly, this is a rough calculation, but it does suggest that the working waterfront component of the economy is approximately no more than 15% of the total Town aggregate income.

It is important to recognize that the fishery in Owls Head has benefited from the effects of global warming which has decimated the southern New England fishery and driven the lobsters north. But early warning signals are apparent; shedders in April are no longer an anomaly; shell disease – a warm water problem – is now being seen in this area as well. If current trends prevail, this fishery may continue to advance north to Nova Scotia and beyond and a way of life for many generations in this town may cease to be a viable income producer.

The next table shows non-profit and public sector employment in Town. Declining school enrollments and the poorly performing regional, State and national economy will continue to stress local government and school districts to reduce expenditures, often through staff downsizing.

**Owls Head Non-Profit Organizations (2013)**

<b>Name</b>	<b>Location</b>	<b>Sector</b>	<b># Employed</b>
American Lighthouse Foundation	OH Lighthouse Park	Museum, Office, Gift Shop	1-4
Ash Point Cemetery	Ash Point Dr	Cemetery	1-4
Knox County Flying Club	Dublin Rd	Pilot Training/Hangers	1-4
Knox County Regional Airport	19 Airport Rd	Airport & Airport services	1-4
Mussel Ridge Historical Society	453 Ash Point Dr	Historical Society	1-4
Owls Head Baptist Church	37 South Shore Dr	Religious Organization	1-4
Owls Head Central School	54 Ash Point Dr	p/o RSU#13; elementary school	20-49
Owls Head Fire Department	335 North Shore Dr	Town Volunteer Fire Dept.	1-4
Owls Head Town Hall	224 Ash Point Dr	Town Government Services	1-4
Owls Head Transportation Museum	117 Museum St	Transportation Museum	10-19
Owls Head Village Library	31 South Shore Dr	Privately owned Library	1-4
U.S. Post Office	9 Main St	Post Office	1-4

*Source: Town Comprehensive Planning Committee and the Maine Dept. of Labor. 2013*

There are concerns about the long term viability of the Owls Head Post Office. All mail delivered to Owls Head street addresses (some 700 households) is currently processed out of the Rockland Post Office. The Owls Head facility primarily exists to service the needs of the nearly 200 post office box patrons, most of whom live outside of the currently established street delivery system. Window service cutbacks are being implemented now. Will our local Post Office survive the next USPS economic cutback and how might its closing impact the character of the community?



For those living in Owls Head and commuting elsewhere to work, there are many options within easy commuting distance. The following table shows lists the 25 largest employers in Knox County ranked according the number of employees. Only the Pen Bay Medical Center exceeds 1000 employees. The others are all between 100 and 500.

**Top 25 Private Employers in Knox County by Average Employment**

<b>Rank</b>	<b>Employer</b>	<b>Business description</b>
1	Penobscot Bay Medical Center	General medical and surgical hospitals
2	Hannaford Bros. Co	Supermarkets and other grocery stores
3	Fisher Engineering	Construction machinery manufacturing
4	O'Hara Corporation	Finfish fishing
5	Samorock LLC	Hotels and motels, except casino hotels
6	Quarry Hill	Nursing care facilities, skilled nursing
7	Boston Financial Data Services Inc.	Telemarketing and other contact centers
8	Walmart / Sam's Club	Discount department stores
9	Camden National Corporation	Commercial banking
10	Maritime Energy	Fuel dealers

<b>Rank</b>	<b>Employer</b>	<b>Business description</b>
11	F M C Corporation	Specialty chemicals & misc. food manufacturing
12	Lowes Home Centers Inc.	Home centers
13	Home Depot USA Inc.	Home centers
14	Lyman Morse Boatbuilding Co Inc.	Boat building
15	Shaws Supermarkets Inc .	Supermarkets and other grocery stores
16	Penobscot Bay YMCA	Civic and social organizations
17	North End Composites LLC	Boat building
18	Dragon Products Company LLC	Ready mix concrete manufacturing
19	Lie-Nielsen Toolworks Inc.	Saw blade and hand tool manufacturing
20	Spring Harbor Counseling	Outpatient mental health centers
21	Coastal Opportunities Inc.	Vocational rehabilitation services
22	Windward Gardens	Nursing care facilities, skilled nursing
23	Farley & Son Inc.	Landscaping services
24	KNO-WAL-LIN Home & Hospice Inc.	Home health care services
25	Penobscot Bay Physicians Association	Offices of physicians, except mental health

*Source: Maine Department of Labor, 2013*

The largest single employer in the region remains PenBay Healthcare, which is now part of MaineHealth, the integrated healthcare system that extends from Greater Portland to Knox and Waldo Counties. The Penobscot Bay Medical Center in Rockport by itself employs over 1000 in the local area. The PenBay Healthcare family also includes many other heavy big employers on this list such as the residential care center Kno-Wal-Lin Home Care (Rockland), the Quarry Hill Retirement Center (Camden) and the Penobscot Bay Physicians Association (Rockport). The medical sector provides a significant amount of employment in low, moderate and high wage positions. Given the forecasted aging of the region's population, this sector is likely to continue growing regardless of the overall condition of the State or national economy. Retail businesses - both large-scale (Walmart, Home Depot, Lowe's) and small-scale - are noteworthy regional employers. Dragon Products (Thomaston), FMC Specialty Chemicals Group (Rockland), Fisher Engineering (Rockland), Global Coils (Camden) are local manufacturers with more than 100 employees. Tourism and conventions support the area's larger hospitality facilities like Samoset Resort (Rockport) and Hampton Inn (Thomaston). Tourism-related activities also support many small businesses on all segments of economic activity. Boatbuilding and repair businesses remain important including Lyman-Morse (Thomaston) and many local marinas and marine hardware & equipment vendors (i.e., Hamilton Marine).

The State's major private sector employers are located in service center communities like Augusta, Bangor, Bath, Brunswick and Portland. Many of these employers have multiple locations, and several have footprints in the Rockland-Thomaston area.

<b>Major Employers in Maine (2nd Quarter 2012)</b>				
<b>Rank</b>	<b>Company Name</b>	<b>Location</b>	<b>Employment</b>	<b>Sector</b>
1	Hannaford Brothers	Statewide	7,501 to 8,000	Supermarkets
2	Walmart / Sam's Club	Statewide	7,001 to 7,500	Department stores
3	Maine Health / Maine Medical Center	Portland	6,001 to 6,500	Medical, hospitals
4	Bath Iron Works	Bath	5,001 to 5,500	Shipbuilding, repair
5	LL Bean Inc	Statewide	4,001 to 4,500	Mail order, clothing
6	Eastern Maine Medical Center	Statewide	3,501 to 4,000	General medical and surgical hospitals
7	T.D. BankNorth NA	Statewide	3,001 to 3,500	Commercial banking
8	Unum Provident	Portland	2,501 to 3,000	Direct life insurance carriers
9	Central Maine Healthcare	Lewiston	2,501 to 3,000	General medical and surgical hospitals
10	Maine General Medical Center	Statewide	2,501 to 3,000	General medical and surgical hospitals

*Source: Maine Department of Labor, 2013*

The chart above identifies the state's big 10 employers. Notice how dominant the healthcare segment is in both Knox County and Maine in general.

**Goal**

*Promote an economic climate that increases job opportunities and overall economic well-being.*

**Policies**

- (1) *To support the type of economic development activity the community desires, reflecting the community's role in the region.*
  - Strengthen the lobster fishery and maintain the working waterfront
  - Increase the Town's commercial tax base while preserving the rural residential character of the Town
  - Reinforce the growth of the tourism industry and support the needs of the expanding population base of seasonal residents and retirees
- (2) *To make financial commitments, if necessary, to support desired economic development, including needed public improvements.*
- (3) *To coordinate with regional development corporations and surrounding towns as necessary to support desired economic development.*

## Strategies

<b>Economy: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
<p>(1) <i>Appoint an Economic Development Committee</i>, which will track and evaluate the “State of the Owls Head economy” on an ongoing basis and report to Selectmen at least once a year on actions that could be taken to encourage Owls Head’s business climate and investment.</p>	Selectmen	Immediate
<p>(2) <i>Enact or amend local ordinances to reflect the desired scale, design, intensity, and location of future economic development</i></p> <p>To attract, enhance and support existing and future economic development, while minimizing negatives impacts of non-compatible uses, the Town should:</p> <ul style="list-style-type: none"> <li>• Review the home occupation sections of the zoning ordinance to ensure that performance standards are sufficiently flexible to adapt to changing commercial needs while retaining compatibility with residential neighborhoods and adjacent properties.</li> <li>• Establish an area zoned as commercial- light industrial use, preferably near the airport. The zoning must reflect the Town’s concerns with groundwater and assumed aquifer activity protection and sewage disposal.</li> <li>• Retain existing Shoreland Commercial Fisheries/Maritime Activities designation along the Owls Head harbor to protect and support marine-related businesses and commercial fisheries</li> <li>• Review zoning along the waterfront to ensure that the zoning supports recent economic trends toward a tourist economy while maintaining a healthy balance between the tourist economy and the working waterfront.</li> </ul>	Economic Development Committee, Selectmen, Planning Board, Ordinance Review Committee, and Town Meeting Vote	Immediate and Ongoing
<p>(3) <i>If public investments are foreseen to support economic development, identify the mechanisms to be considered to finance them (local tax dollars, creating a tax increment financing district, a Community Development Block Grant or other grants, bonding, impact fees, etc.)</i></p>	Selectmen and Town Meeting Vote	Long Term

Economy: Strategies	Responsible Parties	Timeframe
<p>(4) To promote economic development that maintains and enhances community character, the Town will seek outside financial support through federal, state, or private foundation grants to provide support for at least some of the following:</p> <ul style="list-style-type: none"> <li>• Roads, biking paths, walkways</li> <li>• State park maintenance; additional parks; hiking trails</li> <li>• Harbor facilities (Town wharf?, expanded mooring fields) and harbor maintenance (dredging);</li> <li>• Public access to the waterfront for swimming, kayaking, boating</li> <li>• Other activities that materially aid the Town’s economy.</li> </ul> <p>Note: Town expenditures required to participate in such programs will be presented to the voters for approval.</p>	<p>Economic Development Committee, Selectmen, Planning Board, and Town Meeting Vote</p>	<p>Midterm</p>
<p>(4) <i>Participate in any regional economic development planning efforts.</i></p> <p>To retain existing businesses and encourage new ones, the Town will consider the following:</p> <ul style="list-style-type: none"> <li>• The selectmen should investigate and pursue collaboration with Thomason, Rockland, Saint George and South Thomaston to attract businesses to the region.</li> <li>• Town representatives should regularly attend State and Regional business development conferences to identify opportunities for light industrial projects and commercial entities to locate in the Town.</li> </ul>	<p>Economic Development Committee and Selectmen</p>	<p>Midterm and Ongoing</p>

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.

# HOUSING

## Introduction

The following three factors have had a large impact on development within the Town and on the type of housing stock available.

- Owls Head relies heavily on the City of Rockland for many of its community and commercial services.
- Approximately one-third of the land in Town is not available for development because of the County Airport, the Transportation Museum, two State parks, four large islands individually owned with no access for services, and conservation easements.
- The Town has historically had a large seasonal population because of its large coastline.

This chapter will illustrate that while the number of households has not changed substantially over the past ten years, the size of the households has decreased and the population has aged. It will show that the cost of housing in Owls Head has increased so that a sizable number of people who live here are now unable to afford the median home price.

The format of this chapter follows the State Comprehensive Plan Criteria Rule. State provisions are italicized.

### ***State Goal/ Minimum Policies***

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

### ***Analyses***

#### Population and Demographics as Affect Households

The chapter on Population and Demographics has shown the population has decreased over the last ten years and that the population is projected to change little through 2028.

The following chart shows the changes in household demographics from 2000 to 2010, which shows a population decline over that period.

<b>Owls Head Household Demographics</b>	<b>2000</b>	<b>2010</b>	<b>Percent Change</b>
Population	1,601	1,580	-1.3%
Number of households	723	737	1.9%
Average household size	2.20	2.13	-3.2%
Average family size	2.68	2.61	-2.6%
Number of housing units	992	1,060	6.9%
Households by Type			
Family Households	469	462	-1.5%
-With own children under 18 years	154	137	-11.0%
Married-couple family	406	388	-4.4%
-With own children under 18 years	115	93	-19.1%
Female householder, no husband present	45	57	26.7%
-With own children under 18 years	25	32	28.0%
Nonfamily households	254	275	8.3%
Householder living alone	212	222	4.7%
Included someone who is 65 or older	106	98	-7.5%
Median household income	\$40,107	\$50,138	22.1%
Households living below the poverty line	6.8%	7.6%	11.8%

Sources: US Census, 2000 (SF-3), 2010, and ACS 5-Year Estimates for Poverty

The average household size in 2010 was 2.13, down from 2.20 ten years earlier, down 3.2%. In 1970, the average household size was 3.16 people, 48% larger than today's household size. As discussed above, the childbearing-age population segments are migrating out of the community, while their parents remain and retirees from other places are moving in to replace them. Fewer people are having children in Owls Head, and those who are, are having smaller families. Most of the retirees moving into the Town are two-person households with children and grandchildren who live elsewhere, and due to changing social conditions there are more single parents raising children, decreasing the size of the household as well.

The demographics of the households in Owls Head show that the households are getting smaller and older. The 2010 Census showed that 25% of the population of Owls Head is over 65, which is significantly higher than Maine's 15.87% and almost double the US average of 13%. This may be in part due to the history of Owls Head, as it has always had a seasonal population component. It would appear that as many of our seasonal residents have moved toward retirement, they have purchased houses or fixed up seasonal residences and either continued as seasonal residents or became permanent residents. It may also be that some who have been permanent residents have retired when their children have left the house and have become seasonal residents - so that the numbers of households has not shifted dramatically, but this has added to the decrease in the size of our households to 2.13 people.

The results of our survey showed that 39% of our population who answered the survey were retired and 29.6% of our population who responded are seasonal residents. The 2010 Census shows that 24% of our housing stock is seasonal and 21% of Knox County's housing stock is seasonal, but it appears that this trend may be increasing.

(1) *How many additional housing units (if any), including rental units, will be necessary to accommodate projected population and demographic changes during the planning period?*

Based upon trends observed since 1970, the housing stock could total a maximum of 1,223 units by the year 2024, an additional 163 units from the 2010 level. It is possible that actual growth will be less than that, closer to averages seen in the past decade. While the year-round population has declined in the past decade, over the long-term, it has increased modestly. See the Population and Demographics chapter for more information. Assuming average household size continues to decrease to 2.0 persons, the projected population (1,555 in 2023) would require 778 housing units. This demand could be met through new construction, occupancy of currently vacant units, and the conversion of some seasonal units to year-round use.

In 2010, 249 housing units were recorded by the Census for seasonal use. Assuming the increase in seasonal housing units constructed is in line with the growth seen over the past thirty years, seasonal housing units could total 283 in 2024, or 34 more than reported in 2010.

It is anticipated that the demand for year-round rental housing, currently serving 108 households in Town, could increase during the planning period because rental housing is typically more affordable in the short term than owning a home. For planning purposes, a rough estimate of demand for rental housing is 150 units by 2024.

### Housing Units

The housing units in Owls Head are predominately stick-built single-family homes. Although there are modular or mobile type single-family homes, they are greatly outweighed by the number of stick-built premises. There are several two-family homes, one property with three residential units with a two-family home and an attached single family home, one condominium with 13 units, two residential elderly shared housing facilities, and a small mobile home park (Information from Code Enforcement Officer).

The number of housing units increased to 1,060 from 992 ten years earlier. Most of the housing units beyond those needed to house 737 resident households are the homes and cottages of seasonal residents and which have also increased over the past ten years, but both of which are well below the percentage changes in Knox County. It appears that this is not just a trend in Owls Head but in the surrounding communities. Owls Head has had a long history of seasonal residences, which while growing, may not be growing as fast as Knox County.



## Housing Data

<b>Housing Units</b>		
<b>Year</b>	<b>Owls Head</b>	<b>Knox County</b>
1970	654	13,270
1980	808	16,331
1990	909	19,009
2000	992	21,612
2010	1,060	23,774
Percent Change	62.1%	79.2%

Source: Census

Note: 2010 Census and ACS 5-Year Estimates have different figures for housing units.

<b>Owls Head Occupancy/Vacancy</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>Percent Change</b>
Occupied Units	657	723	737	12.2%
Vacant Units	252	269	323	28.2%
Vacant, for rent	13	4	20	53.8%
Vacant, for sale only	17	4	16	-5.9%
Vacant, rented or sold, not occupied	4	10	10	150.0%
For seasonal, recreational, or occasional use	205	237	249	21.5%
All other vacant	13	14	28	115.4%

Source: Census

Note: 2010 Census and ACS 5-Year Estimates have different figures for occupied units.

Note that of the 737 occupied homes, 603 of those are owner-occupied and 108 are occupied by renters. Another point of interest is the observation that while Owls Head on the above chart has households occupying 737 houses, it also has 323 vacant houses, for 1,060 housing units. As stated in the above chart, 249 of these were reported to be seasonal residences. In 2010, of the remaining 74 houses, 20 were vacant for rent, 16 vacant for sale (a large increase over the previous ten years, which may be due to the economic downturn), 10 vacant rented or sold and not occupied, and 28 are just vacant.

<b>Knox County Occupancy/Vacancy</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>Percent Change</b>
Occupied Units	14,344	16,608	17,258	20.3%
Vacant Units	4,665	5,004	6,486	39.0%
Vacant, for rent	389	272	502	29.0%
Vacant, for sale only	239	163	372	55.6%
Vacant, rented or sold, not occupied	115	168	138	20.0%
For seasonal, recreational, or occasional use	3,541	4,054	4,828	36.3%
All other vacant	381	347	646	69.6%

Source: Census

Estimated figures of housing by type are shown in the table below.

<b>Owls Head Units In Structure 2007-2011</b>		
<b>Housing Type</b>	<b>Number</b>	<b>Percent</b>
Total housing units	1,052	100.0%
1-unit, detached	941	89.4%
1-unit, attached	13	1.2%
2 units	34	3.2%
3 or 4 units	9	0.9%
5 to 9 units	0	0.0%
10 to 19 units	0	0.0%
20 or more units	0	0.0%
Mobile home	55	5.2%
Boat, RV, van, etc.	0	0.0%

Source: Census, American Community Survey 2007-2011

### Housing Age

Owls Head housing is getting older. In 2010, there were 603 owner-occupied homes and 108 rental-occupied homes. In 2000, 31% of the owner-occupied housing was less than 20 years old. In 2010, only 24% of the owner-occupied housing was less than 20 years old. In Knox County in 2000, 36% of owner-occupied housing was less than 20 years old and in 2010, 21% of the owner-occupied housing was less than 20 years old. Rental housing saw a similar change in Owls Head, as in 2000 36% of rental housing was less than 20 years old, and in 2010 20% of rental housing in Owls Head was less than 20 years old. In Knox County in 2000, 22% of the rental housing was less than 20 years old, and in 2010, 12% of rental housing was less than 20 years old. While in both cases owner-occupied and rental houses are getting older both in Owls Head and in Knox County, the owner-occupied housing in the county is newer than in Owls Head, and the rental housing is newer in Owls Head than in the County. Older housing generally creates issues of health and safety for the Town Code Enforcement officer, as failed septic systems, wells, poor electrical connections, and heating issues cause environmental degradation and threat of fire. The age of owner-occupied homes in Owls Head and Knox County are shown in the next tables.

<b>Owls Head Age of Owner Occupied Homes</b>			
	<b>2000</b>	<b>2010</b>	<b>Percent Change</b>
Total Owner	592	603	1.9%
Built 2005 or later		21	
Built 2000 to 2004		55	
Built 1990 to 1999	81	65	-19.8%
Built 1980 to 1989	103	115	11.7%
Built 1970 to 1979	126	87	-31.0%
Built 1960 to 1969	62	42	-32.3%
Built 1950 to 1959	58	37	-36.2%
Built 1940 to 1949	18	37	105.6%
Built 1939 or earlier	144	144	0.0%

Source: Census, American Community Survey 5-year estimates

<b>Knox County Age of Owner Occupied Homes</b>			
	<b>2000</b>	<b>2010</b>	<b>Percent Change</b>
Total Owner	12,291	13,170	7.2%
Built 2005 or later		291	
Built 2000 to 2004		785	
Built 1990 to 1999	2,245	1,732	-22.9%
Built 1980 to 1989	2,111	2,050	-2.9%
Built 1970 to 1979	1,768	1,898	7.4%
Built 1960 to 1969	634	663	4.6%
Built 1950 to 1959	669	637	-4.8%
Built 1940 to 1949	374	388	3.7%
Built 1939 or earlier	4,490	4,726	5.3%

Source: Census, American Community Survey 5-year estimates

The trends on renter-occupied housing are similar in Owls Head and Knox County. It is interesting to note that there has been no rental housing built since 2000, but there is still an active rental market.

<b>Owls Head Age of Renter Occupied Homes</b>			
	<b>2000</b>	<b>2010</b>	<b>Percent</b>
Total Renter	131	108	-17.6%
Built 2005 or later		0	
Built 2000 to 2004		0	
Built 1990 to 1999	15	21	40.0%
Built 1980 to 1989	31	23	-25.8%
Built 1970 to 1979	9	21	133.3%
Built 1960 to 1969	4	6	50.0%
Built 1950 to 1959	14	3	-78.6%
Built 1940 to 1949	6	10	66.7%
Built 1939 or earlier	52	24	-53.8%

Source: Census, American Community Survey 5-year estimates

<b>Knox County Age of Renter Occupied Homes</b>			
	<b>2000</b>	<b>2010</b>	<b>Percent Change</b>
Total Renter	4,317	3,775	-12.6%
Built 2005 or later		4	
Built 2000 to 2004		137	
Built 1990 to 1999	315	308	-2.2%
Built 1980 to 1989	616	428	-30.5%
Built 1970 to 1979	682	785	15.1%
Built 1960 to 1969	295	211	-28.5%
Built 1950 to 1959	241	448	85.9%
Built 1940 to 1949	268	89	-66.8%
Built 1939 or earlier	1,900	1,365	-28.2%

Source: Census, American Community Survey 5-year estimates

Older housing usually indicates two trends: 1) that there are few new houses built; and 2) that older units are more likely to be in substandard condition. The first trend is definitely present in Owls Head. There was a significant drop in housing starts after 2005.

<b>Owls Head Housing Unit Permits Issued</b>															
	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>Sum</b>	<b>Annual Avg</b>
Total	16	11	9	14	13	22	5	5	6	7	5	3	3	119	9.2
Single-Family	16	11	9	14	13	20	5	5	6	7	5	3	3	117	9
Multi-Family	0	0	0	0	0	2	0	0	0	0	0	0	0	2	0.2

Sources: US Department of Housing and Urban Development (2000-2010), Town of Owls Head (2011-12)

This may be due to the drop in population, zoning changes, and changes in the national and Maine economies, and rising land values. However, in Owls Head the older houses have not often fallen into substandard condition but have on the whole been improved, increasing the median house price substantially above the County and State levels. Much of this improvement has come as house values have increased so home ownership is a larger part of a homeowner's investment portfolio, and as the seasonal parties and retirees moving here have more funds to spend on their investment.

Between 2008 and 2012, there were 24 new housing construction permits in Owls Head, and all were for single-family homes. During this period, there were 389 permits for improvements, of which 106 were in the shoreline zone, suggesting that the existing housing stock has been upgraded through improvements rather than in the construction and development of new housing.

Knox County Housing Unit Permits Issued													
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Sum	Annual Avg
Total	236	281	312	371	345	268	209	145	132	105	75	2,479	225.4
Single-Family	219	257	292	337	345	262	207	143	128	103	73	2,366	215.1
Multi-Family	17	24	20	34	0	6	2	2	4	2	2	113	10.3

Source: US Department of Housing and Urban Development

The fact that there is not a growth in housing starts is generally thought to be a result of the economic environment, but this in part may be due to the Town zoning ordinances and requirements enacted in 1990 (which have been revised several times, as recently as August 2012) and the State regulations of the shoreland zone. The Town zoning requires that for the construction of a residential house on a building lot at least 40,000 square feet (which is a little less than the 43,560 square feet found in an acre) with road frontage of 100 feet and a back lot line of 100 feet (See Zoning Ordinance of the Town of Owls Head). Much of the existing housing in Town (and particularly the shoreland properties) was built before the zoning ordinance was enacted and is of pre-existing nonconforming use (i.e., many do not meet the current zoning ordinance for the construction of new housing due to restrictions). Accordingly, the only way to maintain a house on the shore in many circumstances is to make substantive changes in the existing housing. Therefore, the existing older stock is often expanded or upgraded so long as it does not violate the provisions of the statute (See Shoreland Zoning Ordinances). This seems to be borne out in the number of shoreline permits issued.

There is another issue: the environmental conditions of minimal soils and rocky conditions have made the need for larger-sized building lots in order to provide adequate space for septic fields that will not affect the wells, groundwater and areas of assumed aquifer activity. Without the extension of municipal or private water and sewage treatment, lot size will remain large. The cost of sewage treatment may be prohibitive even with grants given the small tax base in Owls Head. The Town should continue to explore municipal water and community sewer options.

### SURVEY

The response to the Town of Owls Head Comprehensive Survey showed that the type of housing presently in Owls Head is what its citizens want. Most, 94% of the respondents wanted single-family housing to be the priority in Town. They were fairly split on two-family homes. They were equally adamant that they did not want other forms of housing, while 87.4% did not want any more mobile home parks. They were less adamant but were not in favor of condominiums or multifamily housing. The need for elder housing was also surveyed, and the respondents were divided on this issue with 37.9% seeing a need for more housing for the elderly, 29.5% against such housing and 32.6% unsure. Some respondents were unsure as to whether more elderly housing should be in Owls Head, since there is some already and a considerable amount exists in the Rockland area.

There was a distinct wish to retain the rural character of the Town and the type of housing, but the trends in demographics show that the community is changing to a more affluent older community, forcing long-time residents to rethink their options (See Owls Head Comprehensive Survey).

**AFFORDABLE HOUSING**

(2) *Is housing, including rental housing, affordable to those earning the median income in the region? Is housing affordable to those earning 80% of the median income? If not, review local and regional efforts to address issue.*

In 2010, the median income household in Owls Head (\$50,138) could afford about 69% of the median home sale price in the Town (\$220,000). Affordability for Knox County was 86%. Housing affordability, as based upon the standard definition of not spending more than 28% of one’s income on housing, concerns many, especially those earning less than the median income. In 2009, 572 families who owned homes earned less than 80% of the median income. In the same year, rental housing in Owls Head was affordable to those earning the median income. However, 82 families who rent in Town earned less than 80% of the median income.

The next tables compare several housing metrics for Owls Head with the corresponding values for Rockland, Knox County and the State of Maine. Owls Head median income is somewhat larger than for Knox County in general or the State of Maine, but the median home sale prices are dramatically different. As seen in the decline of the size of households, this explains why the next generation of young families and their offspring has chosen to settle in more affordable communities elsewhere. At the same time, retirees from elsewhere have moved in or the parents of these children have decided to remain in their larger houses because of the high cost of repurchase in Owls Head with a loss of income in retirement.

<b>Homeownership Affordability Index in 2010</b>						
<b>Area</b>	<b>Affordability Index</b>	<b>Median Home Price</b>	<b>Median Income</b>	<b>Income needed to afford median home price</b>	<b>Home price affordable at median income</b>	<b>Households unable to afford median home price</b>
Owls Head	0.69	\$220,00	\$50,138	\$72,266	\$152,637	558 (73.8%)
Rockland	0.92	\$157,00	\$47,949	\$51,886	\$145,086	6,292 (56.2%)
Knox County	0.86	\$170,00	\$48,216	\$56,132	\$146,027	10,291 (58.7%)
Maine	0.88	\$165,00	\$48,405	\$55,282	\$144,474	318,038

Source: Maine State Housing Authority

Note: The affordability index is the ratio of Home Price Affordable at Median Income to Median Home Price. An index of less than 1 means the area is generally unaffordable i.e., a household earning area median income could not cover the payment on a median priced home (30 year mortgage, taxes and insurance) using no more than 28% of gross income. Rockland HMA = Rockland Micropolitan Housing Market Area.

<b>Homeowner Income Levels in 2009</b>						
<b>Area</b>	<b>Total Homeowner Households</b>	<b>Homeowner Households &gt;50% to 80% AMI</b>	<b>Homeowner Households &gt;30% to 50% AMI</b>	<b>Homeowner Households 30% AMI or Less</b>	<b>Average Household Size</b>	<b>Median Head of Household Age</b>
Rockland	1,880	258	171	143	2.08	58.1
Owls Head	669	117	61	41	2.12	59.6
Rockland	8,196	1,239	716	608	2.22	56.3
Knox	13,106	2,061	1,152	971	2.23	55.7

Source: Maine State Housing Authority

Note: The affordability index is the ratio of Home Price Affordable at Median Income to Median Home Price. An index of less than 1 means the area is generally unaffordable i.e., a household earning area median income could not cover the payment on a median priced home (30 year mortgage, taxes and insurance) using no more than 28% of gross income. Rockland LMA = Rockland Labor Market Area.

While the rental market in Owls Head is more affordable, less than 19% of the households in Owls Head rented. Some houses are rented from seasonal occupants for a short time to insure that the house is taken care of in the off-season. This market may fluctuate drastically and is not stable because there are not a large number of permanent rentals. The number of rental households in Owls Head has declined from 131 in 2000 to 108 in 2010 and, as aforementioned, no rental housing has been built since 2000. Since there are a large number of rentals in Rockland this has also had an impact on the area and has kept prices down in Owls Head, but even so, the renter's median household income is significantly larger in Owls Head than in Rockland.

<b>Rental Affordability Index in 2009</b>						
<b>Area</b>	<b>Affordability Index</b>	<b>Average 2-BR Rent1</b>	<b>Renter Household Median Income</b>	<b>Income Needed to Afford Average 2-BR Rent</b>	<b>2-BR Rent1 Affordable at Median Income</b>	<b>Households Unable to Afford Average 2-BR Rent</b>
Rockland	0.74	\$865	\$25,516	\$34,613	\$638	967 (61.8%)
Owls Head	1.0	\$867	\$34,582	\$34,691	\$865	71 (50.2%)
Rockland	0.86	\$865	\$29,632	\$34,601	\$741	1,793

Source: Maine State Housing Authority

Note: Rockland LMA = Rockland Labor Market Area, AMI = Area Median Income  
The rental affordability index is the ratio of 2-Bedroom Rent Affordable at Median Renter Income to Average 2-Bedroom Rent. An index of less than 1 means the area is generally unaffordable i.e., a renter household earning area median renter income could not cover the cost of an average 2-bedroom apartment (including utilities) using no more than 30% of gross income.

<b>Renter Household Demographics in 2009</b>						
<b>Area</b>	<b>Total Renter Households</b>	<b>Renter Households with Income &gt;50% to 80% AMI</b>	<b>Renter Households with Income &gt;30% to 50% AMI</b>	<b>Renter Households with Income 30% AMI or Less</b>	<b>Average Household Size</b>	<b>Median Renter Head of Household Age</b>
Rockland	1,565	306	261	291	2.08	44.3
Owls Head	142	34	22	26	2.12	47.2
Rockland LMA	3,125	658	537	753	2.22	43.9

Source: Maine State Housing Authority

Note: Rockland LMA = Rockland Labor Market Area, AMI = Area Median Income  
 Home and rental prices have risen to a point beyond the affordability of many residents who depend on the local or regional economy for their livelihood, as Owls Head has many residents who are self-employed or live very close to their work.

Housing affordability has become a serious issue in keeping young people and our aging existing retiree population in Owls Head. The State of Maine Planning and Land Use Regulation Act requires that every municipality "shall seek to achieve a level of 10% of new residential development based on a five year historical average of residential development in the municipality, meeting the definition of affordable housing." During the past five-year period (2008-2012), 24 houses have been built in Owls Head. If Owls Head were to meet the Act, it would need more than two of those houses to be affordable units. No subsidized affordable housing has been constructed between 2000 and 2012.

Mobile homes comprise about 5.2% of Owls Head’s housing stock, and are considered by the State to be a form of affordable housing. There have been three mobile homes put on properties in Owls Head in the last three years which have been in the affordable category. Multifamily units comprise about 4.1% of the housing stock and tend to be more affordable than single-family housing, excluding multi-units on coastal properties. The Town Zoning Ordinance allows single-family, two-family units and individual mobile homes in nearly the entire Town. With Planning Board review, mobile home parks are allowed in the Rural Residential Zone and Commercial Zone. However, in the Comprehensive Plan Survey it was clear that 87.4% of those responding did not want any additional mobile home park.

Affordable housing will be an ongoing issue as more housing is constructed in Owls Head and housing prices remain constant or increase. The health of the community is affected as well if there are fewer affordable places to accommodate young people who have grown up in Owls Head. Many of these residents are engaged in the fishing industry or other businesses here in Town. Also, if there are not more affordable places for the elderly, who have lived in and served the Town for their lives, they will no longer be able to afford to stay in their houses. In the Comprehensive Plan Survey the community (94%) were in favor of single family homes and cluster and condominium



housing were the least objectionable options, as the Town did not want multi-family homes, apartments or mobile home parks.

(3) *Are seasonal homes being converted to year-round use or vice-versa? What impact does this have on the community?*

Owls Head had 249 seasonal housing units in 2010. The Planning Board/Code Enforcement Officer reports that since 2000 there have been no actual conversions to his knowledge of seasonal units to year-round occupancy or any conversions of year-round housing to seasonal use. What has appeared is that there has been a significant upgrade of housing. While the Town does not actively monitor occupancy, there appears to be an appreciable impact on the community from conversions by the decrease in number of households and the average household size, which indicates a change in the community dynamics. As noted, some owners of seasonal homes are upgrading their housing units for year-round use. If this continues, the demand for the construction of new housing units would be reduced, as also indicated by the projected lack of population growth and the current trend of the construction of new housing.

(4) *Will additional low and moderate income family, senior, or assisted living housing be necessary to meet projected needs for the community? Will these needs be met locally or regionally?*

A large portion of the forecasted population change in Owls Head will be in the older age groups. The demand for housing to accommodate the needs of the elderly will increase. There are no subsidized units currently in Town, but there currently are five housing choice vouchers. Existing assisted living facilities within Owls Head include two communal housing operations that are not nursing homes but boarding houses where people rent rooms with additional care provided for meals and assistance. The construction of additional facilities including assisted living could be used to meet future local demand. At present, more options for elderly housing are found in the larger community of Rockland. Within Knox County, assisted living facilities are also located in Camden and Thomaston. It is likely that the larger service center communities will continue to provide the majority of subsidized units, with a smaller, but growing portion provided nearby.

(5) *Are there other major housing issues in the community, such as substandard housing?*

The Code Enforcement Officer reports an estimated six substandard housing units in which there are current and ongoing violations of life safety codes that may endanger occupants. Such housing is found in different locations within the Town. The predominant problem has been found to be in substandard electrical service and panel boxes, causing greater fire risk.

Of the houses that are vacant, several are in a significant state of deterioration and are

uninhabitable. The issue arises as to whether some of these uninhabitable houses are an "attractive nuisance" or are in dangerous condition and should be removed.

The State statute that determines what is a dangerous condition is vague and has made enforcement for removal difficult. Many municipalities have grappled with this issue, and some have adopted requirements that are more stringent. In a community where housing has become more valuable, the community suffers from the appearance of these uninhabitable houses and then from their dangerous condition. It is recommended that the Selectmen and the Planning Board look closely at this situation and review the language of regulations to better protect the community.

Additionally, failed septic systems threaten drinking water wells. While the Town has not had to condemn or act on failed systems since 2000, there have been a substantial number of replacements required by housing upgrades or failures detected by owners. While the Town and its owners are for the most part diligent, the vast majority of the houses in the Town have well water which could become contaminated. This is and will continue to be a problem as housing gets older, reported the Code Enforcement Officer.

(6) *How do existing local regulations encourage or discourage the development of affordable/workforce housing?*

Affordable housing tends to be located on lots smaller than one acre, and/or as part of multi-unit development with connections to sewer or community wastewater systems. The current town-wide minimum lot size (40,000 square feet) limits affordable housing opportunities somewhat, as does the prohibition on multi-units. However, two-family homes and mobile homes are allowed in all of the zones in which single-family homes are allowed. Most of the affordable housing in Owls Head is in the form of mobile homes.

### ***Conditions and Trends***

(1) *The community's Comprehensive Planning Housing Data Set prepared and provided to the community by the Maine State Housing Authority, and the Office, or their designees.*

The entire data set has been incorporated into the tables and text found in the preceding **Analyses** section of this chapter.

(2) *Information on existing local and regional affordable/workforce housing coalitions or similar efforts.*

Owls Head has no housing committee. The Town has in the past participated in some regional housing efforts. Penquis, a community action agency, provides various housing services to low-income and elderly residents in Eastern Maine, including Knox County, and has assisted Owls Head residents.

- (3) *A summary of local regulations that affect the development of affordable/workforce housing.*

As noted, the 40,000 square-foot minimum lot size limits the amount of housing that can be built and in turn, its affordability. The Town Zoning Ordinance regulates mobile homes as single-family residential dwellings, which are allowed in the Rural Residential Zone and Commercial Zone, as are two-family units. With Planning Board review, mobile home parks are allowed in the Rural Residential Zone and Commercial Zone (but are not wanted by the community as an option). Multi-family dwellings/apartment houses (more than two-family units) are not currently allowed in the Rural Residential Zone, Resource Protection Zone, or Commercial Zone. The Town follows the State-mandated Shoreland Zoning requirements, which limit development in environmentally sensitive shoreland areas.

### ***Policies***

- (1) *To encourage and promote adequate workforce housing to support the community's and region's economic development.*
- (2) *To ensure that land use controls encourage the development of quality affordable housing, including rental housing.*
- (3) *To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.*

**Strategies**

<b>Housing: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
<p><i>(1) Maintain, enact or amend growth area land use regulations to increase density, decrease lot size, setbacks and road widths, or provide incentives such as density bonuses, to encourage the development of affordable/workforce housing.</i></p> <p>As the community is so opposed to additional mobile home parks, the Planning Board should look at the possibility of creating some zoning districts with more affordable smaller or cluster lots. Due to our soil conditions, it would be difficult for the Town to do this without municipal or community sewage facilities and an outside supply of water. The Planning process should look at areas where these are or could be extended at minimal cost as potential areas for zoning change. Cluster zoning would provide some of these opportunities in potential growth areas and would foster more affordable housing.</p> <p>In all cases it is paramount to protect the integrity of its coastal and interior area water resources, and the Town should seek to review and to enforce its ordinances with regard to its water resources and against failed or proposed sewage treatment and to continually review ordinances with this in mind.</p>	<p>Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote</p>	<p>Immediate</p>
<p><i>(2) Maintain, enact or amend ordinances to allow the addition of at least one accessory apartment per dwelling unit in growth areas and to promote conservation/cluster affordable housing in such areas, subject to site suitability.</i></p>	<p>Planning Board, Selectmen, Ordinance Review Committee, and Town Meeting Vote</p>	<p>Immediate</p>
<p><i>(3) Create or continue to support a community affordable/workforce housing committee and/or regional affordable housing coalition.</i></p> <ul style="list-style-type: none"> <li>• To set up a formal Town committee to review affordable housing needs and to work with the state and regional housing authorities to seek information to be better able to work with our young people and elderly and less fortunate and to see if there are programs to meet both their housing needs and the housing needs of the community.</li> </ul>	<p>Selectmen</p>	<p>Midterm</p>
<p><i>(4) Designate a location(s) in growth areas where mobile home parks are allowed pursuant to 30-A M.R.S.A. §4358(3)(M) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. §4358(2).</i></p> <p>Note: To be limited to the current Mobile Home Park site.</p>	<p>Planning Board, Ordinance Review Committee, Selectmen and Town Meeting Vote</p>	<p>Long Term</p>
<p><i>(5) Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.</i></p>	<p>Selectmen and Town Clerk</p>	<p>Immediate and</p>

Housing: Strategies	Responsible Parties	Timeframe
<ul style="list-style-type: none"> <li>To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs, the Town should educate the public by supplying websites and information about affordable housing/subsidized loans etc. in the Town's publications.</li> <li>To meet housing needs of the elderly, the Town will encourage participation in programs, grants and projects, within the Town or the region to insure sufficient affordable housing options for its elderly citizens</li> </ul>		Ongoing
<p>(6) <i>Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable.</i></p> <ul style="list-style-type: none"> <li>To maintain and promote affordable housing opportunities through the amended land use ordinance, the Town will continue to encourage affordable housing opportunities to meet the at least 10% affordable housing goal set in State Law, by allowing a mixture of creative appropriate housing types, including conservation subdivisions, temporary modular units for elderly or infirm family members, accessory (in-law) apartments, and garage apartments, so long as they do not denigrate water quality of the existing areas of assumed aquifer activity.</li> <li>To maintain and promote affordable housing opportunities, the Town will welcome and encourage participation in programs, grants (Community Development Block Grant [CDBG], housing assistance and rehabilitation programs) and projects for the construction of subsidized workforce housing within the Town, and grants to homeowners for improvements to energy efficiency, habitability, etc. The Town will compile information on these programs and grants for the use of residents.</li> <li>Additionally, the Town should seek to purchase property on Ingraham’s Hill for a potential future water tower should growth and/or the airport or a damaged area of assumed aquifer activity require the extension of the private water company service. It should also take steps as it has to extend the municipal sewer and potential community waste water facilities so that any growth will be in keeping with the present intent of its citizens in its areas of growth potential.</li> </ul>	Planning Board Selectmen, Ordinance Review Committee, and Town Meeting Vote	Midterm and Long Term

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.

## SUMMARY

The Town's goal should be to encourage affordable housing opportunities to retain our vital inhabitants, including our younger and older populations within the community. To maintain its current character, the Town should seek to make housing available in the Town for people in all age groups and economic backgrounds. If it does not, the trends already established will continue and the Town will lose its young, elderly, and many of its self-employed current residents who will be priced out of the marketplace.

## RECREATION

### *State Goal*

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

### *Analyses*

- (1) *Will existing recreational facilities and programs in the community and region accommodate projected growth or changes in age groups in your community?*

In general, Owls Head and the region have the capacity to provide recreational facilities and programs for residents over the ten-year planning period. However, the Town should anticipate an increase or change in demand for recreation programs due to the growing elderly population.

- (2) *Is there a need for certain types of services or facilities or to upgrade or enlarge present facilities to either add capacity or make them more usable?*

The Comprehensive Plan Survey conducted in 2011 regarding the question of locally available services, identified that 47% of the respondents indicated that the current recreation facilities were adequate, 7% not adequate and 16% needs improvement (and 29% unsure). The same survey reported that 26% felt that existing walking/biking paths were adequate, 21% not adequate, 30% needs improvement (and 24% unsure).

- (4) *Are important tracts of open space commonly used for recreation publicly-owned or otherwise permanently conserved?*

The open space surrounding the Owls Head Central School located on Ash Point Drive is commonly used for recreation and is town-owned. Birch Point State Park and the Owls Head Light State Park both provide recreational opportunities with walking and hiking trails, picnic areas, and water access. In addition, other tracts of land are permanently conserved within Owls Head but have not been generally used for recreation. See the map titled Public Facilities and Services.

- *Does the community have a mechanism, such as an open space fund or partnership with a land trust, to acquire important open spaces and access sites, either outright or through conservation easements?*

Though the Town itself does not currently have any agreements, partnerships in place to acquire open spaces, individual land owners have conservation easements in place utilizing two area land trusts: The Georges River Land Trust (4 preserves totaling over 170 acres); and Maine Coast Heritage Trust (1 preserve of 225 acres), with an additional

45 acres in their ownership. More recently, the Town has re-established the Conservation Commission, a mechanism that has the potential for acquiring and managing town-owned property as well as entering into agreements and partnerships with private land owners or other conservation groups.

(5) *Does the public have access to each of the community's significant water bodies?*

The public does have access to Owls Head's only significant water body - the ocean - in the form of landings and beaches located on town- or state-owned property.

(6) *Are recreational trails in the community adequately maintained? Are there use conflicts on these trails?*

Recreational trails in the two state parks are adequately maintained. Ski trails on the Owls Head Transportation Museum property are currently not adequately maintained. Trails on private property including snowmobile trails are in general not maintained.

(7) *Is traditional access to private lands being restricted?*

Traditionally, year-round residents have viewed unimproved land as a shared resource, e.g. for walking, hunting, etc. and though privately owned, the land is used by residents because everyone knows each other. This is changing, especially along coastal properties, due in part to the influx of new residents, both year-round and seasonal. As more people restrict the use of their land, informal public access to private land becomes increasingly problematic.

### ***Condition and Trends***

*Minimum data required to address Analyses:*

(1) *The community's Comprehensive Planning Recreation Data Set prepared and provided to the community by the Department of Conservation, and the Office, or their designees.*

See the map titled Public Facilities and Services.

(2) *A description of important public and private active recreation programs, land and water recreation areas (including hunting and fishing areas), and facilities in the community and region, including regional recreational opportunities as appropriate, and identification of unmet needs.*

Recreation Programs within Owls Head:

None.



Recreation Programs within Region:

Owls Head residents, principally students, participate in recreational programs at the City of Rockland Recreation Center, and through RSU 13.

Recreation Areas within Owls Head:

- American Lighthouse Foundation National Headquarters and Interpretative Center at Owls Head Light Keeper's House
- Basketball Court adjacent to Community Building on Ash Point Drive
- Basketball Hoops (4) on Owls Head School property on Ash Point Drive
- Birch Point State Park
- Crescent Beach
- Crockett's Beach
- Grange Hall
- Old Homestead - Mussel Ridge Historical Society
- Owls Head Light State Park
- Owls Head Transportation Museum
- Owls Head Village Library
- Playground equipment on Owls Head School property on Ash Point Drive
- Town Tennis Courts (2) adjacent to Community Building on Ash Point Drive
- Town landings at Ocean Avenue, Knowlton Avenue, Cooper's Beach, Crescent Beach, Crockett's Beach, Ash Point (Trails End), Ballyhac (Boy's Camp), Owls Head Harbor launching ramp and Owls Head Harbor Town float.
- Weskeag Marsh (R. Waldo Tyler) Wildlife Management Area (a portion in Owls Head, remainder in Thomaston, South Thomaston, and Rockland).
- See Recreation Appendix on page 124 for further details.

Recreation Areas within Region:

- Beech Hill Preserve (Rockport)
- Camden Hills State Park
- Thomaston Village Trail - Georges Highland Path
- Jack Baker Woods (Thomaston)
- Oyster River Bog (Thomaston/Rockland)
- Pleasant Point Nature Preserve (Cushing)
- Rockland Harbor, including Rockland Breakwater
- Thomaston Town Forest

Recreation needs of Owls Head residents include adequate ongoing maintenance of the Town's limited recreation facilities, including basketball and tennis courts, beaches, and trails through open spaces, as well as the consideration of the hosting of recreational programs within Owls Head.

*(3) An inventory of any fresh or salt water bodies in the community determined locally to have inadequate public access.*

There are no fresh water bodies located in Owls Head. Saltwater bodies have adequate access.

*(4) A description of local and regional trail systems, trail management organizations, and conservation organizations that provide trails for all-terrain vehicles, snowmobiling, skiing, mountain biking, or hiking*

Snowmobile trails traversing over privately owned land located mostly between North and South Shore Drives, formerly maintained by a local Snowmobile Club.

Cross-country ski trails on property own by the non-profit Owls Head Transportation Museum, accessed via Museum Drive off Route 73.

*(5) A map or list of important publicly-used open spaces and their associated facilities, such as parking and toilet facilities.*

See the map titled Public Facilities and Services.

### ***Policies***

*(1) To maintain/upgrade existing recreational facilities as necessary to meet current and future needs.*

- Tennis courts in need of repair, basketball court needs to be maintained.

*(2) To preserve open space for recreational use as appropriate.*

- Open space in Owls Head is limited to the area in the middle of the loop of Ash Point Road and North and South Shores Drives.

*(3) To seek to achieve or continue to maintain at least one major point of public access to major water bodies for boating, fishing, and swimming, and work with nearby property owners to address concerns.*

- The lease for the town-owned float that provides harbor access expires in 2016. Another lease would need to be negotiated or other arrangements found. Group efforts are being made to find ways to increase access. There is also ramp access to moorings in Owls Head waters within Rockland harbor via Snow Marine Park, with no special arrangements for Owls Head residents, as they are treated as non-residents in regard to any access fees.

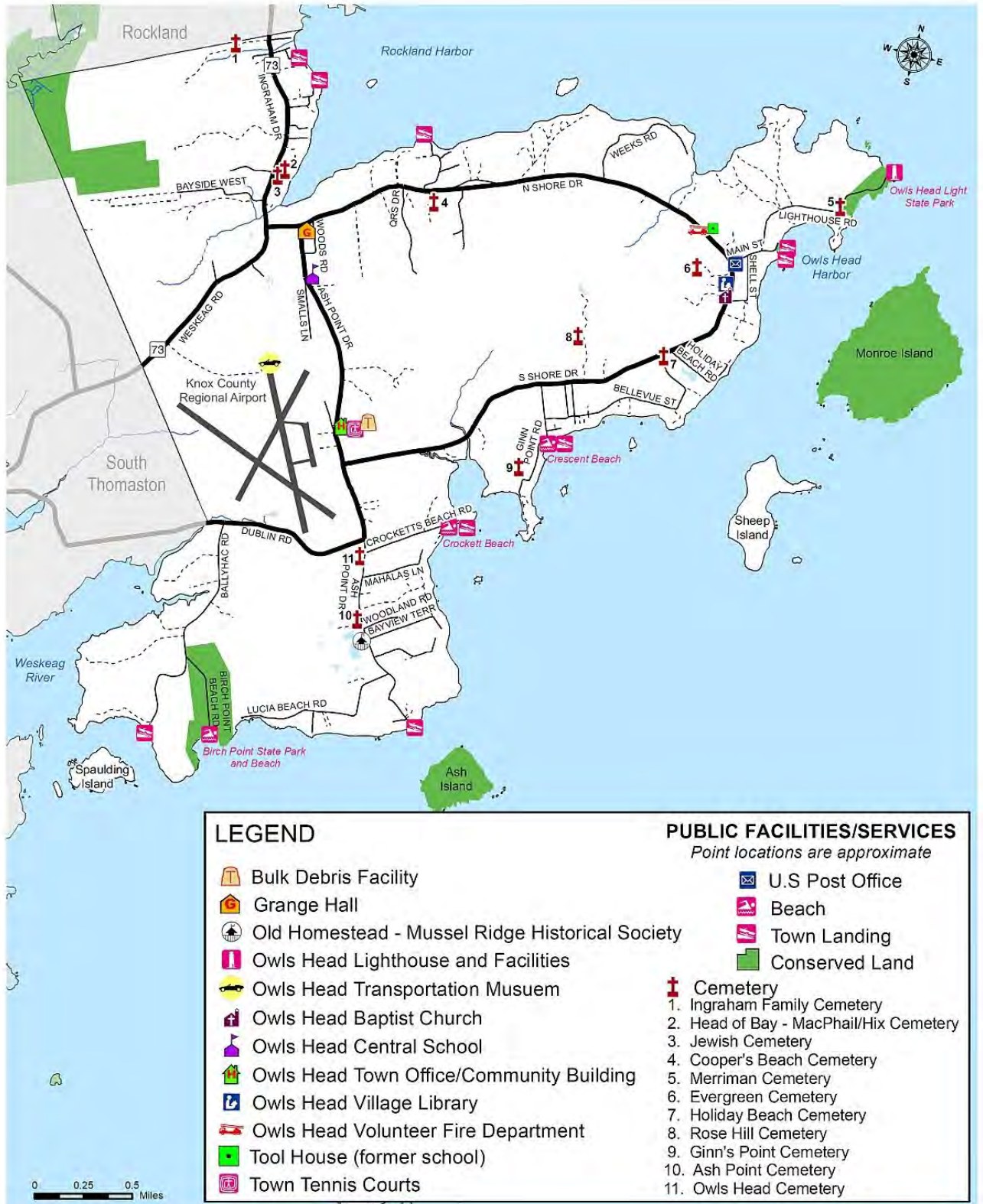
## *Strategies*

<b>Recreation: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
<p>(1) <i>Create a list of recreation needs or develop a recreation plan to meet current and future needs. Assign a committee or community official to explore ways of addressing the identified needs and/or implementing the policies and strategies outlined in the plan.</i></p> <ul style="list-style-type: none"> <li>• Recreation department or committee needs to be developed, or at minimum, recreation director to address current and future needs. Town-owned tennis courts and basketball court need improvements and ongoing maintenance. Improvements to boat access at Owls Head Harbor need to be addressed as well as increasing mooring capability. The overuse of public beaches with limited parking capabilities also needs to be addressed.</li> </ul>	Selectmen and Recreation Committee/Director	Immediate and Ongoing
<p>(2) <i>Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses (walking and hiking). Connect with regional trail systems where possible.</i></p> <ul style="list-style-type: none"> <li>• Trails on site of Owls Head Transportation Museum; old snowmobile trails through center of Owls Head on privately held land; unmarked trails on Ash Island, owned by Maine Coast Heritage Trust</li> </ul>	Selectmen and Recreation Committee/Director	Midterm
<p>(3) <i>Work with an existing local land trust or other conservation organizations to pursue opportunities to protect important open space or recreational land.</i></p> <ul style="list-style-type: none"> <li>• There may be opportunities to negotiate with private landowners of the interior section of Owls Head to protect open space through Georges River Valley Land Trust or similar vehicle. A group has recently formed with the intent to raise funds with which to purchase land in the center of Town adjacent to the General Store in order to preserve and protect it for the use of residents and visitors.</li> </ul>	Selectmen and Recreation Committee/Director	Long Term
<p>(4) <i>Provide educational materials regarding the benefits and protections for landowners allowing public recreational access on their property. At a minimum this will include information on Maine's landowner liability law regarding recreational or harvesting use, Title 14, M.R.S.A. §159-A.</i></p> <ul style="list-style-type: none"> <li>• The Town office has available information from state, regional and local organizations that speak to the benefits and protections for landowners allowing recreational access on their property.</li> </ul>	Selectmen and Recreation Committee/Director	Immediate and Ongoing

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.

## Recreation Appendix - Town Landings and Water Access - Details

- 1.) Ash Point (Municipal) - Located at the end of Ash Point Drive. The end of Ash Point is called Trails End. Perhaps this should be re-named Trails End. This public shore access location is approximately 100' wide with limited parking.
- 2.) Ballyhac Road (M) - Located at the end of Ballyhac Road. The access is at the end of Ballyhac Road. It is next to what was once was a day camp for boys. This public shore access is only road width wide with no planned parking area.
- 3.) Birch Point State Park (State) - Located off Ballyhac Road. This a beautiful sandy beach with views of Muscle Ridge Channel and Muscle Ridge Islands. State maintains the Park, access road and parking.
- 4.) Crescent Beach (M) - Located at the end of Crescent Beach Road. This public shore access is approximately 70' wide with limited parking.
- 5.) Crocketts Beach (M) - Located on the right near and to end of Crocketts Beach Road. This public shore access is a short rocky /sand beach with limited parking.
- 6.) Ocean Avenue (M) - Located at the end of Ocean Avenue. This public shore access is only road width wide with no planned parking.
- 7.) Owls Head Harbor Boat Launch (M) - Located at the end of Main Street. This public access is only road width wide. Boats can be launched at this access.
- 8.) Owls Head Harbor Municipal Parking Lot (M) – Located at the end of Wharf Street and approximately 200' from Owls Head Boat Launch. This access is for public parking at Owls Head Harbor. This public shore access is 100' long at shore side of parking lot.
- 9.) Owls Head Harbor Ramp and Floats (Municipal and Municipal ROW Easement) – the Town has a 3-foot right of way easement on the northerly side of the Ship to Shore wharf. This walking easement is to the Town's ramp and floats located at outer end of this wharf. Boating tie-up at floats is for limit time only. This public access is adjacent to the Owls Head harbor Municipal Parking Lot.
- 10.)Owls Head Light State Park (State) - Located to the left at end of lighthouse Road. This mainly wooded area at the end of the Owls Head peninsula reaches into Penobscot Bay. Here Owls Head Lighthouse and Keeper's house stand on Federal (U.S.C.G.) property, the former being cared for since October 2007 by the Friends of Rockland Harbor Lights and the latter being occupied since April 2013 by the American Lighthouse Foundation's National Headquarters and Interpretive Center. The shore is mostly steep and rocky with some beach areas. Views are outstanding. The State maintains the Park, access road and parking lot, whereas the two aforementioned groups are responsible for the maintenance of both the grounds and structures on the federally owned portion of the property.



**PUBLIC FACILITIES AND SERVICES**

Map revised: August 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: Town of Owl's Head and MEGIS



**TOWN OF OWLS HEAD**

**MID - COAST**  
 REGIONAL PLANNING COMMISSION  
 168 SOUTH MAIN STREET, SUITE 201 - ROCKLAND, ME 04841  
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# TRANSPORTATION

## Introduction

A community depends upon a convenient, safe and reliable transportation system. This chapter will review existing transportation conditions and plans for the efficient maintenance and improvement of Owls Head's transportation system in order to accommodate existing and anticipated development.

## Goals

Owls Head's transportation goals are to promote safety and to meet the diverse transportation needs of all residents and through travelers efficiently, while protecting natural and cultural resources. Such goals which might be incorporated into land use regulations and capital improvements programs can help to assure that future development does not increase traffic congestion or over-tax existing roadways and can seek to assure that a transportation system functions cost effectively at acceptable levels and that development is encouraged in appropriate areas.

## Current Transportation System: Analyses and Issues

### Public Transportation

Concord Coach (Trailways) offers daily service on their Maine Coastal Route between Orono and Boston's Logan Airport. Stops include University of Maine in Orono, Bangor, Searsport, Belfast, Lincolnville, Camden/Rockport, Rockland, Waldoboro, Damariscotta, Wiscasset, Bath, Bowdoin College, Brunswick, and Portland. Rockland is the closest stop to Owls Head. The frequency of scheduled bus service is insufficient for most individuals to be able to use on a regular basis, as would be necessary for commuting to work. The dispersed location of residents and of workplaces inhibits public transportation to some extent. There are, however, key locations within Owls Head, and in other communities that could benefit from more frequent bus services in the future.

There is no railroad system in Owls Head. Rockland is linked into a rail system however at present there is no connecting passenger service. Brunswick now has connecting Amtrak service to Portland and Boston.

Community residents presently have available the transit services of Coastal Trans, Inc. (CTI). CTI is a non-profit subsidiary of Methodist Conference Home, Inc. CTI is a State of Maine designated Regional Transportation Provider. CTI operates transportation services for residents of Knox, Lincoln, and Sagadahoc Counties and the Towns of Brunswick and Harpswell. CTI provides Non-Emergency Medical Transportation for MaineCare eligible riders, as well as services for riders who are elderly, have disabilities, and people with low income, in addition to transportation for the public. They currently work with a number of agencies to provide connections to services for mental health, medical care, and adult rehabilitation services. CTI operates a fleet of agency vehicles

that include ADA accessible buses, as well as sedans and vans to provide transportation services.

Taxi service is available throughout Owls Head.

### Airport and Air Transportation

Air Transportation is available at Knox County Regional Airport. This Knox County owned and operated facility located in mostly in Owls Head provides scheduled commercial service from and to Boston, commercial services from and to island communities in Penobscot Bay, air taxi, charter service and general aviation. Recently, a new terminal building, parking area and runway safety projects have been completed. Car rental and taxi services are available. The airport covers a large land area of Owls Head. Residents have expressed many concerns about the airport, including the pollution potential for groundwater and assumed aquifer activity areas, aircraft noise, low altitude approaches, and exhaust air pollution, among other concerns. The Owls Head Airport Committee, (a Town appointed Committee), addresses such concerns. Owls Head also has representation on the Knox County Airport Advisory Committee.

Knox County owns property beyond the immediate area of the runways, tarmac and airport facilities in order to prevent non-compatible development from occurring nearby. The Owls Head Zoning Ordinance has height limits for structures (35 feet for buildings, 42 feet for municipal building for sand and salt storage, 60 feet for small wind energy system towers, and 140 feet for such systems on school property). Shoreland Zoning within 250 feet of the shore and wetlands also limits development near the airport as well. See the Existing Land Use and Future Land Use Chapter for more information, and a larger expression of concerns; also view strategies in this chapter.

### Water

There are no regularly scheduled public or private ferry services provided from or to Owls Head. Owls Head Harbor has two commercial docking facilities. The Town has a public easement over one of these commercial docks for public access to a federally dredged channel, anchorage and the waters beyond. The Town owns and maintains a ramp and floats at this site. The Town's public easement across the Ship to Shore's dock will expire in 2016. If this easement is not renewed, the Town will lose the only public docking access in Owls Head. Without access to the federally dredged area, Owls Head will not be eligible for federal funding for maintenance dredging of the channel and anchorage in Owls Head Harbor.

### **Roadways**

Owls Head, being of relatively small population, having few commercial entities and being somewhat geographically isolated on a peninsula jutting into Penobscot Bay, has few transportation alternatives. Roadways are Owls Head's most important transportation system. Public roadways allow residents to commute to work, school, stores, and around

Town and allow the public to travel in and about Town. Originally, there was no road network master plan laid out or road engineering for Owls Head. As the population increased, traffic patterns emerged. Town roads and many private roads funnel traffic onto a serviceable circular core of what are now state roads. Only three roadways connect Owls Head to neighboring communities. Traffic flow out of Owls Head is predominately toward Rockland. Traffic flow into Owls Head, other than residential, goes to the Knox County Regional Airport, Owls Head village, the waterfront area, the Owls Head Transportation Museum, and to South Thomaston. No arterial highways traverse Owls Head.

Owls Head has 29.14 miles of public roads of which 15.02 miles are Town roads, 9.67 miles are State or State Aid roads, 0.79 miles are state park roads, 0.32 miles are Knox County Regional Airport Roads and 3.34 miles are private roads with public easements. About 98% of town-owned roads are paved. See the Land Use Chapter and the Proposed Land Use Chapter for a description of local access management standards, road design standards, subdivision activity and patterns of development.

#### **Owls Head Roadway Inventory**

<b>Roads Owned and Maintained by the State</b>	<b>Surface</b>	<b>Condition</b>	<b>Length (miles)</b>
Ash Point Drive	Paved	Good	1.66
Dublin Road	Paved	Good	0.88
Ingraham Drive/Route 73	Paved	Good	1.03
North Shore Drive	Paved	Fair	2.60
South Shore Drive	Paved	Fair	2.50
Weskeag Road/Route 73	Paved	Fair	1.00
Owls Head Light Road in State Park Road	Gravel	Fair	0.35
Birch Point State Park Road	Gravel	Fair	0.44

Source: Town

<b>Town Roads Maintained by the Town</b>	<b>Surface</b>	<b>Condition</b>	<b>Length (miles)</b>
Ash Point Drive	Paved	Good	1.10
Ballyhac Road	Paved	Good	1.30
Bayside West	Paved	Good	1.20
Bellevue Street	Paved	Good	0.86
Birchmont Street	Paved	Good	0.17
Birds Loop	Paved	Good	0.27
Broad Cove Lane	Gravel	Good	0.23
Cottage Avenue	Paved	Good	0.16
Crescent Beach Road	Paved	Good	0.31
Crocketts Beach Road	Paved	Good	0.43
Everett Avenue	Paved	Good	0.11
Freedom Drive	Paved	Good	0.54
Ginn Point Road	Paved	Good	0.26
Harborside Terrace	Paved	Good	0.11
Hendrickson Point Drive	Paved	Good	0.21
Holiday Beach Road	Paved	Good	0.39



<b>Town Roads Maintained by the Town</b>	<b>Surface</b>	<b>Condition</b>	<b>Length (miles)</b>
Island View Terrace	Paved	Good	0.09
Knowlton Avenue	Paved	Good	0.15
Knowlton Place	Paved	Good	0.16
Ledgewood Lane	Paved	Good	0.08
Lighthouse Road	Paved	Good	0.55
Lucia Beach Road	Paved	Good	0.57
Main Street	Paved	Good	0.17
Oak Run	Paved	Good	0.18
Ocean Avenue	Paved	Good	0.09
Rosehill Avenue	Paved	Good	0.16
Shell Street	Paved	Good	0.34
Smalls Lane	Paved	Good	0.33
Stellar Blossom Way	P/Paved	Good	0.21
Stonehurst Avenue	Paved	Good	0.08
Weston Road	Paved	Good	0.06

Source: Town

<b>Roads Owned and Maintained by Knox County Airport</b>	<b>Surface</b>	<b>Condition</b>	<b>Length (miles)</b>
Airport Road	Paved	Good	0.13
Terminal Lane	Paved	Good	0.19

Source: Town

<b>Private Roads with Public Easement</b>	<b>Surface</b>	<b>Condition</b>	<b>Length (miles)</b>
Anchorage Lane	Gravel	Good	0.04
Ashmere Terrace	Paved	Good	0.09
Bayview Terrace	Gravel	Good	0.36
Benner Road	Paved	Good	0.20
Canns Beach Road	Paved	Good	0.41
Coopers Beach Road	P/Paved	Good	0.35
Crescent Terrace	Gravel	Good	0.05
Granite Point Drive	Gravel	Good	0.43
Great Marsh Lane	Gravel	Good	0.35
Guptil Lane	Gravel	Good	0.08
Headacre Farm Road	Gravel	Good	0.21
Little Island Lane	Gravel	Good	0.09
Mahalas Lane	Gravel	Good	0.37
Montgomery Lane	Gravel	Good	0.11
North Shore Woods	Gravel	Good	0.33
North Shore Woods Place	Gravel	Good	0.06
Owls Head Lane	Gravel	Good	0.10
Water Edge Drive	Gravel	Good	0.06
Wharf Street	Paved	Good	0.04
Weeks Road	Paved	Good	0.08
Wileys Lane	Gravel	Good	0.09
Winding Way	Paved	Good	0.12

Source: Town

## Private Roads

Alley Way  
Ash Island View Lane  
Beach Street  
Brooks Way  
Burr Way  
Castlewood Lane  
Chara Lane  
Charlotte Lane  
Clamshell Lane  
Cripple Creek Lane  
Deerfield Lane  
Dodge Point Lane  
Dory Lane  
Douglas Lane  
Driftwood Lane  
Dyer Point Drive  
Dynamite Beach Road  
Evergreen Lane  
Garthgannon Road  
Gigis Place  
Granite Point Place  
Halls Lane  
Harbor Hill Drive  
Harley Lane  
Head of Bay Drive  
Hidden Horse Drive  
Hillside Avenue  
Hurd Lane  
Ilvonen Lane  
Itssocozy Lane  
January Lane  
Journeys End Lane  
Kenny Lane  
Knoll Road  
End of Lucia Beach Road  
LMNOP Lane  
Lobster Lane  
Long Haul Lane  
Lowell Ledge Lane  
Maker Cove Road  
Meadow Brook Lane  
Mimilou Way  
Museum Street  
Mussel Ridge Lane  
Osprey Lane  
Peaquot Lane  
Penobscot Lane  
Pheasant Lane  
Point View Lane  
Post Lane  
Powder Shed Lane  
Primrose Lane  
QRS Lane  
Roberts Lane  
Rockaway Lane  
Rocking Moon Lane  
Ross Lane  
Rugosa Lane  
Russell & Alice Lane  
Schooner Bay Avenue  
Seabreeze Loop  
Shadynook Lane  
Shearmans Lane  
Smiths Lane  
Soper Road  
Spruce Lane  
Stevens Lane  
Sumac Lane  
Sunnyfield Lane  
Tall Ships Lane  
Tarvanian Lane  
Tasho Trail  
Terratine Lane  
Torney Trail  
Tote Road  
Town Clerk Road  
Toy Box Lane  
Treasure Island Lane  
White Stone Lane  
Wildwood Lane  
Windswept Way  
Woodland Road  
Woodmans Road

## **Bridges**

There are two bridges in Owls Head. One is the Cripple Creek Bridge, (Maine DOT #2198), located on South Shore Drive. It is owned by the State and in good condition. The other is the Head of the Bay Bridge is located on Ingraham Drive/ Route 73 near the intersection with North Shore. It is owned by the State and is in good condition.

## **Sidewalks**

There are no sidewalks in Owls Head.

## **Bicycle Routes**

Owls Head has no exclusively designated bicycle paths. Along Ingraham Drive and Weskeag Road, (State Route 73) there are paved shoulders that could accommodate bicycles. On one side of Ash Point Drive from Owls Head Central School to Knox County Regional Airport is a paved shoulder that could accommodate bicycles.

## **Parking**

The Town maintains these three municipal parking areas:

1. At the Owls Head Community Center / Town Office, there are 70 parking spaces. This parking area is paved and is in fair condition.
2. Near Owls Head Harbor at the end of Wharf Street. This gravel park area is for public parking and is mainly used in conjunction with a nearby public boat launch area and public and commercial boating facilities.
3. At the end of Crescent Beach Road. This very small parking area is for public access to the shore.

See the Land Use Chapter for a description of parking standards.

## **Roadway Maintenance**

The roadway maintenance plan is a commitment to keep Owls Head roadways safe and dependable. Owls Head does not own road maintenance vehicles or snow removal equipment. Instead, independent contractors are hired to perform the various maintenance tasks. The Town annually appropriates for roadway maintenance sufficient funds to repair roads, replace culvert, clear roadside brush, clear ditches, keep public shore accesses open, and repave roads. At the most recent Town Meeting, \$87,500 was set aside for this work

Snow plowing, sanding, and salting of roads are completed by an independent contractor. This contract is awarded by bid. The most recent snow removal contract is a four-year contract with latest annual appropriation of \$89,500.00. Sand and salt are purchased annually by countywide bidding process. The most recent appropriation for sand and salt was \$ 32,318. A new Town sand and salt shed was completed in 2010.

The Urban-Rural Initiative Program payments to Owls Head were \$23,159 in the fiscal year ending 6/30/2012. The funds have been used for Capital Improvements on Back Cove Road, Holiday Beach Road, and Hendrickson Point Road.

The State and State Aid roads located in Owls Head are the lifeblood of the Town's roadway system. State Route 73 has though traffic traveling between Rockland, South Thomaston, and Saint George; and it is the primary road connecting the Town to the region. Route 73 was well engineered and is in good condition. North Shore Drive, South Shore Drive, Ash Point Drive and Dublin Road are collector roads into Route 73. In 2010, Maine DOT completed two surface treatment projects in Owls Head. North Shore Drive/ South Shore Drive, (5.1 miles) and Ash point Drive (1.32 miles. Dublin Road and 0.33 miles of Ash Point Drive are State roads and need resurfacing. While sections of State roads mentioned as collector roads have been re-engineered most have not. Maine DOT maintenance on collector roads is poor at best. The collector roads have been posted with weight restrictions seasonally in recent years.

The 2010-2011 'Connecting Maine' Statewide Long-Range Transportation Plan 2008-2035 provides overall goals for the maintenance and improvement of the state transportation system to meet the needs of residents and businesses. These goals agree generally with this comprehensive plan. There are no Owls Head specific projects or impacts included in the Long Range Maine DOT plan. In general, the lack of adequate funding to preserve and enhance the state transportation network will affect Owls Head negatively along with many other Maine communities over the next twenty years. The community should continue to lobby Maine DOT directly and through strategic planning processes for adequate transportation investments in Owls Head and the region.

## **Safety**

Maine DOT records two high crash locations where eight or more crashes have been reported within a three-year period on Owls Head roadways: the Route 73/North Shore Drive intersection and a segment of North Shore Drive between the Birds Loop and Weeks Road intersections. See the Transportation Network Map. Local concern has also been expressed for all the State collector roads mentioned in previous paragraph. Frequently after rain events or snowmelts, these State roads have standing water/ iced surface due to poor ditch maintenance, poor culvert condition, and poor engineering, which leads to poor road condition making driving the posted speed difficult and dangerous. On all roads in Owls Head, there is general concern for driving at a safe speed. There are also local concerns about the lack of sidewalks and bicycle paths.

## **Traffic Congestion**

See the Transportation Network Map for the level of service (LOS) of state and local roads. LOS is a measure of congestion and delay. The lowest LOS in Owls Head is found on Route 73 from the Rockland city line to the North Shore Drive intersection, LOS D, indicating that due to traffic conditions motorists may be unable to drive the posted speed on average. The remainder of Route 73 to the South Thomaston Town line is LOS C. Town roads are LOS A or LOS B

indicating that these roadways have not reached their maximum capacities and that delays, where the travel speed is lower than the posted speed, are rare. Delays on roads within the village area occur mostly due to lack of parking. Parking is also the cause of congestion near the beach area on Crescent Beach Road and nearby Ginn Point Road. Owls Head has adopted access management criteria and standards into the Zoning Ordinance. See the Land Use Chapter for more information. Access management balances safe access to property with mobility or traffic flow.

### **Traffic Volume**

See the Transportation Network Map for factored annual average daily traffic volumes at key points on state and municipal roadways in Owls Head in 2009. The major roads accessing Owls Head, like Route 73, have the highest daily volumes, ranging from 7,405 vehicles at the Rockland city line on Route 73 to 3,537 vehicles at the South Thomaston town line. North Shore Drive has a daily volume traffic range of 3,547 vehicles near the Route 73 intersection to 972 vehicles near the Main Street intersection. Ash Point Drive has a daily traffic volume range of 1,758 vehicles near the North Shore Drive intersection to 991 vehicles south of the South Shore Drive intersection. The Dublin Road has a daily traffic volume range of 613 vehicles near the Ash Point Drive intersection to 1,069 vehicles near the South Thomaston town line. Seasonal volumes (highest in July and August) are approximately 1.5 times greater than the annual averages for state roadways. Private passenger vehicles comprise most of the volumes on Owls Head roadways. Consumer goods for sale in Owls Head are trucked into the Town, and Owls Head businesses depend upon the road network to truck most of their goods out of the Town.

### **Environmental and Cultural Considerations**

The Town is unaware of environmental degradation from state, county or local transportation facilities or operations. If such degradation occurs, the Town will work with the state, county and facility operators to reduce or eliminate pollution consistent with applicable laws.

Transportation projects in historically sensitive areas like the village and harbor front should be designed in a context sensitive manner that preserves the historic qualities of these areas wherever possible. The Town enforces its state-approved shoreland zoning and floodplain management ordinances, which contain provisions relating to historic structures and archeological resources.

## Policies

1. *To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.*
2. *To safely and efficiently preserve or improve the transportation system.*
3. *To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.*
4. *To meet the diverse transportation needs of residents (including children, the elderly and disabled) and through travelers by providing a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).*
5. *To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network.*

## Strategies

<b>Highways and Ground Transportation: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
1. <i>Develop or continue to update a prioritized improvement, maintenance, and repair plan for the community's transportation network.</i>	Selectmen	Immediate and Ongoing
2. <i>Initiate or actively participate in regional and state transportation and land use planning efforts.</i>	Selectmen	Long Term
3. <i>Enact or amend local ordinances as appropriate to address or avoid conflicts with:</i> <i>a) Policy objectives of the Sensible Transportation Policy Act (23 M.R.S.A.73)</i> <i>b) State access management regulations pursuant to 23 M.R.S.A. 704: To maintain and improve traffic flows, and improve safety, future land use ordinance provisions should be in harmony with access management performance standards set in current state regulations for state and state aid roadways.</i> <i>c) State traffic permitting regulations for large developments pursuant to 23 M.R.S.A. 704-A.</i>	Selectmen, Planning Board, Ordinance Review Committee, and Town Meeting Vote	Midterm
4. <i>Enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation-efficient growth patterns and provide for future street and transit connections.</i>	Selectmen, Planning Board, Ordinance Review Committee, and Town Meeting Vote	Midterm
5. <i>Work with the Maine DOT as appropriate to address deficiencies in the system or conflicts between local, regional, and state priorities for the local transportation system.</i>	Selectmen	Immediate and Ongoing
6. <i>Elderly and Disabled Transit Options: Work with Penquis CAP and other providers to better meet the needs of elderly and disabled residents, who lack their own transportation, by providing carpools, van/jitney, to stores and services in Rockland.</i>	Selectmen	Long Term

<b>Highways and Ground Transportation: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
7. Pedestrians and Bicycles: To promote pedestrian and bicycle safe options, the Town will welcome opportunities to create multi-use, walking and bicycle paths throughout the Town and especial into interior areas, and sidewalks in the village and other areas. Through public participation the Town will prioritize potential projects, and then seek CDBG infrastructure funds, Maine DOT Enhancement funds, and other sources, to create new paths where best suited, and in agreement with landowners. Public support for these project proposals will be obtained before the Town commits resources.	Selectmen, Planning Board, Ordinance Review Committee, and Town Meeting Vote	Midterm and Ongoing

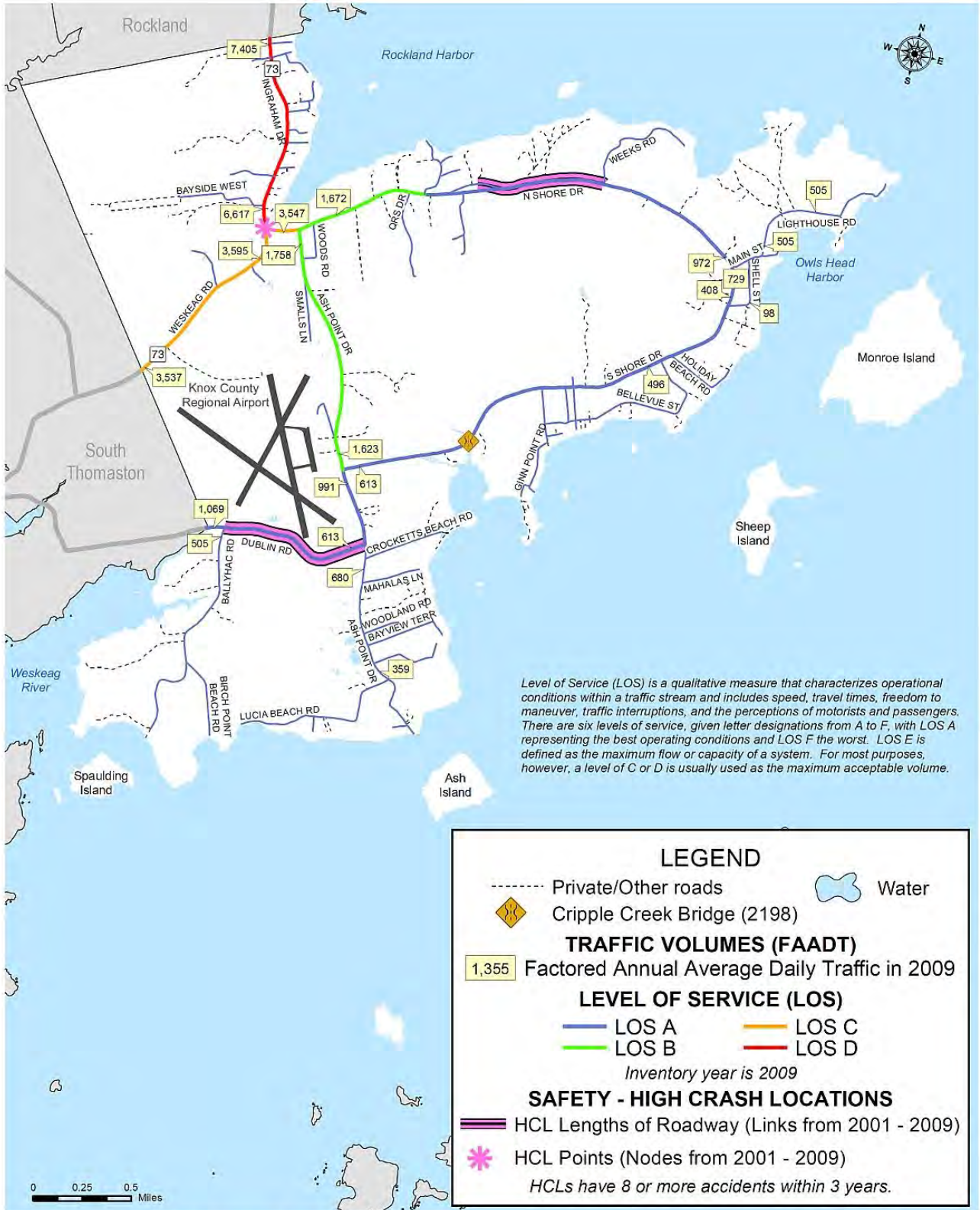
Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.

<b>Airport and Air Transportation: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
(1) Work closely with the Town of South Thomaston through the Owls Head Airport Committee, the Knox County Regional Airport Public Advisory Committee, and Selectmen to address concerns regarding the expansion of size and usage of the airport.	Selectmen, Owls Head Airport Committee, Knox County Regional Airport Public Advisory Committee and South Thomaston	Immediate and Ongoing
(2) Meet with elected officials on concerns about expansion and usage of the airport facilities and costs to Owls Head.	Selectmen, Knox County Airport Officials, and Municipal and State Officials	Immediate
(3) Diligently push for more representation on the Knox County Airport Advisory Committee.	Selectmen, Knox County Airport Officials, and Municipal and State Officials	Immediate
(4) Have the Code Enforcement Officer visit with airport staff at least annually to see that they are up to Code.	Code Enforcement Officer	Ongoing
(5) Seek to have the Town Planning Board receive copies of proposed changes to the airport so that they can be part of the planning process.	Selectmen and Planning Board	Ongoing



Harbor and Water Transportation: Strategies	Responsible Parties	Timeframe
(1) Harbor Access: Retain and improve public access to Owls Head Harbor. Priorities a renewal of public easement across the Ship to Shore dock but explore building municipal pier. Apply for Maine DOT Small Harbor Improvement Program (SHIP), funds to rebuild or replace town-owned floats and ramp, and to seek additional parking for the waterfront.	Selectmen, Harbor Committee and Harbor Master	Midterm
(2) Parking: Provide additional funding to improve parking facilities and seek additional parking near the village area.	Selectmen, Harbor Committee and Harbor Master	Long Term
(3) Impact Fee: Investigate, and implement if warranted, an impact fee system that applies to all new development that affects traffic use of the Town’s major road corridors to assist in providing funds to upgrade these roads.	Selectmen and Town Meeting Vote	Long Term

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.



**TRANSPORTATION NETWORK**

Map revised: August 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: MEDOT and MEGIS

**TOWN OF OWLS HEAD**

**MID - COAST**  
 REGIONAL PLANNING COMMISSION  
 166 SOUTH MAIN STREET, SUITE 201 - ROCKLAND, ME 04841  
 (207) 594-2299 - WWW.MIDCOASTPLANNING.ORG

## PUBLIC FACILITIES AND SERVICES

### Introduction

This chapter identifies and analyzes the public facilities and services of Owls Head. The format of this chapter follows the State Comprehensive Plan Criteria Rule, as amended on 8/6/11. State provisions are italicized.

### *State Goal*

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

### *Analyses*

(1) *Are municipal services adequate to meeting changes in population and demographics?*

In general, Owls Head has the capacity to provide basic and necessary municipal services to its citizens over the ten-year planning period. However, the Town should anticipate an increased demand for services for its growing elderly population, which could include a need for affordable housing. At this time, except for a small number of places at the Homestead, most senior citizen housing is located in Rockland. Due to restraints on developmental areas in Owls Head such as a lack of sewers to handle multi-unit or compact density housing, this scenario would most likely continue in the foreseeable future. See the Housing Chapter for more information.

(2) *Has the community partnered with neighboring communities to share services, reduce costs and/or improve services? In what ways?*

The following is a list of inter-municipal and regional efforts in which Owls Head participates:

- Municipal solid waste disposal and recycling through the Cooperative Transfer Station, a not-for-profit quasi-governmental organization that includes Owls Head, South Thomaston and Thomaston. In turn, through membership in the Municipal Review Committee, which serves 187 Maine municipalities, municipal solid waste is transported to the Penobscot Energy Recovery Company, L.P. (PERC) waste-to-energy facility in Orrington.
- Emergency dispatch through the Knox County Regional Communications Center.
- Regional emergency and disaster planning through the Knox County Emergency Management Agency.
- Contract for police protection through the Knox County Sheriff's Department.
- Fire and rescue participation in countywide mutual aid program, as well as contracted services with the City of Rockland.
- Public education as a member of RSU 13, which serves Cushing, Owls Head, Rockland, Saint George, South Thomaston and Thomaston.
- Maine Water Company, which serves areas within the six-town Mirror Lake Water System of Camden, Rockport, Rockland, Thomaston, Owls Head and Warren.

- An inter-local sanitary sewer agreement with Rockland that covers part of the northern portion of the Town (Ingraham's Hill and the Cottage Ave. area).
- A countywide bidding process for sand and salt for winter road usage.

(3) *If the community has a public sewer system, what issues or concerns are there currently and/or anticipated in the future? Is the sanitary district extension policy consistent with the Future Land Use Plan as required by (38 M.R.S.A. §1163), or will it be?*

Owls Head has an inter-local sanitary sewer agreement with Rockland to cover a portion of the northern section of the Town. Currently the Town has been authorized by Town vote to negotiate an easement deed for land lying between Cottage Avenue and Knowlton Avenue, to provide for the possible extension of the public sewer line from its current terminus at the southerly end of Cottage Avenue to the northerly end of Knowlton Avenue. In return for this, the Town would have the property surveyed for the proposed sewer line easement and pay the connection fee to Rockland for two services to connect into the proposed Knowlton Avenue pump station. The Town does not have its own public sewer system. There is a reasonable concern about the significant number of small lots in shore land areas and the village area that have potential for groundwater contamination from failing on-site subsurface waste septic systems.

(4) *If the community has a public water system are any public water supply expansions anticipated? If so, have suitable sources been identified and protected? Is the water district extension policy consistent with the Future Land Use Plan?*

The Maine Water Company anticipates no public water supply expansions in Town for the ten-year planning period covered by the Future Land Use Plan. The Maine Water Company follows the Maine Public Utilities Commission Chapter 65 extension rules. Currently the Maine Water Company maintains a pipeline down route 73 and Ash Point Drive to the Knox County Airport. There is some concern about sufficient water pressure in that pipeline to meet needs. To correct this concern a water holding tank would likely have to be placed on top of Ingraham's Hill for which there is no plan at this time. However, in anticipation of such a potential need or if something impaired the quality of our groundwater and areas of assumed aquifer activity, the Town should consider acquiring a plot of land in the Ingraham's Hill area to allow for the construction of a future water tower. Per discussion with Maine Water a level one acre site should be sufficient. Any extension of the pipeline is not anticipated by the Town, unless there were an unforeseen disaster to the groundwater and areas of assumed aquifer activity in the Town. Current costs to expand a pipeline are roughly \$1,500 per linear foot.

(5) *If the town does not have a public sewer or water system, is this preventing the community from accommodating current and projected growth?*

The lack of a public sewer system or public water system has and will continue to inhibit large-scale or higher density growth town-wide. Projected growth is modest based upon observed trends and assumes that sewer will remain unavailable for much of the Town during the ten-year planning period of this plan. The Town can accommodate the growth anticipated, predominantly residential in the form of mostly single-family detached housing units. If multiunit development

were sought, sewer or a community wastewater system would likely be needed, especially if such growth were to occur within village and shoreland areas.

- (6) *Are existing stormwater management facilities adequately maintained? What improvements are needed? How might future development affect the existing system?*

The drainage system in Owls Head is a mix of public infrastructure installed over the years, and private stormwater management systems installed as part of subdivision and site plan regulated development. Ongoing maintenance of ditches, culverts and catch basins are crucial for these systems to continue to function properly. The areas where needed improvements might be required generally fall along the state maintained roads. Any future private land development should include an analysis of potential drainage changes and the impact on neighboring properties.

Without adequate stormwater management, the cumulative effect of small, piecemeal development (new buildings and impervious surfaces like parking lots), in addition to mid- and large-scale development, would threaten adjacent properties and roadways with increased flooding. Accordingly, the review of all projects through the Zoning Ordinance, Subdivision Regulations Ordinance, and the Shoreland Zoning Ordinance includes drainage standards. Improvements to public stormwater facilities that are needed because of development projects should have a share of the cost for those improvements borne by the applicant. As well, State regulations for applicable projects address stormwater management.

- (7) *How do residents dispose of septic tank waste? Are there issues or concerns regarding septic tank waste?*

Property owners are responsible for the maintenance and disposal of their septic waste. The Town contracts with Interstate Septic Systems of Rockland for municipal facilities using septic systems and for maintaining the portion of the Owls Head inter-local sewer system tied into the Rockland facility. The Town is not aware of any areas of failing septic systems. When individual systems fail, the Town has worked with property owners to address these issues while meeting all codes and ordinances. Septage is not disposed of within Owls Head, but for one state approve site operated by Smith's Septic System. It is not anticipated that any further sites would be developed.

- (8) *Is school construction or expansion anticipated during the planning period? Are there opportunities to promote new residential development around existing and proposed schools?*

Given the nominal decline in enrollments seen over the past decade, the decline in young families and the relatively stable population forecasted, with increases in the elderly population predominately, new school construction or expansion during the planning period is unlikely to be warranted in Owls Head.

Funding cuts, which have occurred chiefly at the State level, will dictate the amount of school improvements to be made over the planning period and might result in the closing of

underutilized facilities. Regionalization of education has been promoted by the State to reduce education costs, especially administrative costs. The decisions on education spending will increasingly be made on a regional basis, not by any one municipality alone.

Under current municipal ordinances, and with some undeveloped parcels nearby, new residential development is possible around the Owls Head Central School. This school is not within the village area and or within walking distance of village residences. Sidewalks and pathways are not present so students arrive and depart by school bus. See the Transportation Chapter and the Future Land Use Plan Chapter for more information.

*(9) Is the community's emergency response system adequate? Are improvements needed?*

Owls Head contracts with the City of Rockland Fire Department and EMS (ambulance), which are staffed with professionals and all Knox County departments support each other when needed. At the Town level, the Fire Department is comprised of approximately 22 volunteers who hold full-time jobs in other occupations. Maintaining adequate staffing levels is an ongoing concern. Currently there is an active ongoing campaign by newspaper articles and postings in various public facilities to attract additional volunteers. Needed facility improvements to existing buildings during the ten-year planning period are anticipated to include more room at the existing station. Land has been acquired to the south side of the existing station to provide for this expansion. As of now, there are no plans for financing the expansion, nor detailed drawing plans. See the Capital Investment Plan for cost estimates. New or replacement vehicles (fire trucks and ambulances) are not planned for during this same period. Fire Trucks are the most significant expenditure. They should be replaced or rehabbed on a regular basis; ideally with funding from a reserve account.

*(10) Is the solid waste management system meeting current needs? Is the community reducing the reliance on waste disposal and increasing recycling opportunities? Are improvements needed to meet future demand?*

Owls Head is part of the Thomaston Region for solid waste collection and recycling. The region includes South Thomaston, Thomaston and Owls Head. A combination of private haulers and residents deliver their trash and recyclables to the transfer station. Recycling has reduced the volume of waste in Owls Head. It is anticipated that the system's current capacity will be able to handle projected growth during the ten-year planning period.

The Town also runs a bulk waste transfer facility and wood dump. This facility has been inspected and is in compliance with the Maine Department of Environmental Protection. It is anticipated that this facility will meet Town needs for the next ten years. Nevertheless, an added container might increase efficiency and reduce costs. Accordingly, a cost analysis should be considered.

*(11) Are improvements needed in the telecommunications and energy infrastructure?*

All businesses require basic public services. In the current economy, access to markets far beyond Owls Head is essential for many as well. Internet and telecommunications infrastructure in Owls Head is sufficient in many parts of the community but could be improved (as technology

advances) and expanded to fill the current gaps in coverage. See the Economy Chapter for more information.

*(12) Are local and regional health care facilities and public health and social service programs adequate to meet the needs of the community?*

Health care is provided at a regional level through a clinic in Rockland and a hospital in Rockport. See the conditions and trends section below for more information. Locally, the City of Rockland EMS provides emergency response. The current arrangement works well.

*(13) Will other public facilities, such as town offices, libraries, and cemeteries accommodate projected growth?*

The Town's public facilities, including the municipal community building and fire station, grange hall, recreational facilities, and library generally have adequate capacity for the next ten-year period, with the exception of wharf access. A lease for a 3-foot right-of-way along the wharf expires in 2016. A new lease needs to be executed or a public wharf/pier needs to be developed to allow access to the harbor. Major capital needs identified include the possibility of building a public wharf/pier. The most significant potential capital need is a public wharf, if a renegotiated lease is not obtained with the current wharf owners allowing public access to the harbor. The reason for this is that per U.S. Government regulations public access to the harbor is required to qualify for federal dredging, which is needed to maintain the mooring facilities for the fishing/lobster industry. See the Capital Investment Plan in the Fiscal Capacity Chapter for a list of proposed projects.

*(14) To what extent are investments in facility improvements directed to growth areas?*

Most public facilities (school, Town office, and public works, are not located within the village area, which is a designated growth area, but are located in a separate areas also designated for growth and so funding for their improvement benefits growth areas. Public facilities not in growth areas include the bulk waste transfer facility and wood dump, and due to their activities are best located away from other uses.

*(15) Does the community have a street tree program?*

The Town does not have a formal street tree program.

## ***Conditions and Trends***

*Minimum data required to address Analyses includes the identification of the following as applicable for the public facilities and services in 3.11 C (5) (a through i):*

*(1) location of facilities and service areas (mapped as appropriate);*

See the map titled Public Facilities and Services.

*(2) general physical condition of facilities and equipment;*

*(3) capacity and anticipated demand during the planning period;*

*(4) identification of who owns/manages the systems;*

For (2) through (4) see the responses below.

*(5) estimated costs of needed capital improvements to public facilities; and*

See the Capital Investment Plan.

*(6) the following information related to each of these public facilities and services:*

*a. Sewerage and/or Water Supply – Identify number and types of users, and percent of households served*

Owls Head has approximately 50 sewer connections. Data on the number and types of users and households that are served by the Maine Water Company was requested in 2012. The Maine Water Company, however, did not respond to that request. The Owls Head Central School is connected as is the Knox County Regional Airport.

*b. Septage – Identify any community policies or regulations regarding septage collection and disposal.*

The Town follows State regulations regarding septage collection and disposal from municipal facilities. The Town enforces the State Plumbing Code regarding subsurface waste.

*c. Solid Waste – Describe the community's solid waste management system. Identify types and amounts of municipal solid waste and recycled materials for the past five (5) years.*

The Town operates the Owls Head Bulk Waste Disposal Facility. It accepts asphalt shingles/tarpaper, sheetrock, vinyl siding, cardboard, limited amounts of earthen materials, un-cleaned wood, limited numbers of small stumps, household furniture, rugs, mattresses, porcelain and fiberglass plumbing fixtures; and for incineration: clean wood



(no paint), trees and logs cut not longer than 8 feet with limbs removed, brush, and un-bagged leaves and grass.

The Town is part of the Thomaston Region Cooperative Transfer Station, which in 2009 had a 21.38% recycling rate. This region includes Owls Head, South Thomaston and Thomaston. In 2009, total municipal solid waste was 4,210.5 tons at a regional expense of \$565,493. Municipal solid waste is transported from the Cooperative Transfer Station to the Penobscot Energy Recovery Company, L.P. (PERC) waste-to-energy facility in Orrington. Municipal solid waste received at the facility is shredded, passed by magnets to recover ferrous material for recycling, and then processed into fuel for use in generating electricity. PERC is managed by the Municipal Review Committee, which serves 187 Maine municipalities. The Town participates in Household Hazardous Waste Collection using a private vendor.

Municipal Solid Waste expenses in Owls Head have been increasing as they have statewide. The State was unable to calculate recycling rates for the Town. The State did not provide five years of data as part of the community dataset prepared in 2012. It is believed that with the introduction of single stream recycling, in which all recyclable items may be mixed together (no more sorting required by residents), recycling rates have and will continue to increase.

The Subdivision Regulations Ordinance has solid waste provisions for new developments in subdivisions. The Zoning Ordinance has Refuse Disposal provisions for new developments in general.

- d. Stormwater Management – Identify combined sewer overflows. For Municipal Separate Stormwater System (MS4) communities, describe plan and status of the major goals of the MS4 requirements.*

Owls Head has a limited number of sewers in the north end of Town, which is handled with an inter-local sanitary sewer agreement with the City of Rockland, in which the City of Rockland accepts the sewage disposal delivered to the common boundaries of the two municipalities. The Town is not an MS4 community.

- e. Power and Communications – Availability of 3-phase power, Internet (including broadband), and cable within the community.*

Three-phase power is available to the lighthouse. Broadband and cable television service is available to most properties abutting State and State aid roads, however, notable gaps are found in several areas.

- f. Emergency Response System –Average call response times for fire, police, and emergency/rescue.*

The Town contracts with the City of Rockland Fire Department/Emergency Medical Services. In 2011, they responded to Owls Head calls 116 times with an average response time of 8 minutes 41 seconds.

The Town contracts with the Knox County Sheriff’s Office for police protection. Data on the average call response times and incidents handled by the Knox County Sheriff’s Office were requested in 2012. The Knox County Sheriff’s Office, however, did not respond to that request.

*g. Education – Identify school administrative unit. Include primary/secondary school system enrollment for the most recent year information is available and for the ten (10) years after the anticipated adoption of plan.*

The Town is a member community of Regional School Unit (RSU) 13. Other member communities are Cushing, Rockland, Saint George, South Thomaston and Thomaston. The voters of Owls Head elect school board members to represent them on the Consolidated School Board.

The Owls Head Central School, 54 Ash Point Drive, serves grades 3, 4 and 5. For other grades, Owls Head residents attend schools in neighboring communities.

The next tables show school enrollments of Owls Head residents in area schools in 2001/02 and in 2011/12, and the total enrollments for these schools.

<b>Owls Head Resident Enrollment by Grade in School Year 2001/02</b>													
<b>Total Owls Head Students</b>	<b>K</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>
187	13	8	20	13	19	17	13	15	11	16	16	17	9

Source: Maine Department of Education

Owls Head Resident Enrollment by Grade and School Name in School Year 2011/12														
School	Owls Head Students	K	1	2	3	4	5	6	7	8	9	10	11	12
Medomak Valley High School (RSU 40)	1												1	
Owls Head Central School (RSU 13)	29				10	9	10							
South School (RSU 13)	4	1	1	2										
Rockland District Middle School (RSU 13)	30							18	12					
Gilford Butler School (RSU 13)	32	13	7	12										
St George School (RSU 13)	1									1				
Lura Libby School (RSU 13)	1	1												
Oceanside High School West (RSU 13)	33									16	17			
Oceanside High School East (RSU 13)	51											19	13	19
Total Owls Head Enrollment	182	15	8	14	10	9	10	18	12	17	17	19	14	19

Source: Maine Department of Education

Disaggregated enrollment projections for the next ten years for Owls Head resident students are not available from RSU 13. For the district as a whole, K-12 enrollments are forecast from 2012/13 to 2015/16 to decline by an average of 38 students each year (with the declines coming primarily in Grades 8-12). After that time, the K-12 enrollments should be generally flat from 2016/17 to 2020/21. The forecast, prepared for the RSU 13 district in December 2011 by New England School Development Council, notes, “However the cycles of employment and availability of real estate may be altered within the next 3-4 years, thereby affecting student enrollments.”

*h. Health Care - Describe major health care facilities (hospitals, clinics) and other providers serving the community. Identify public health and social services supported by the community through municipal subsidy.*

There is no health care facility in Owls Head. Pen Bay Healthcare – Maine Health (Rockport), a community hospital, with almost 100 physicians, serves the region. Pen Bay offers inpatient and outpatient care, diagnostic, therapeutic and rehabilitative services, patient and community education, and a full-range of specialty services through

the Emergency Department, Special Care Unit, Surgical Services Department, Birth Center and the Psychiatric Addiction & Recovery Center. Pen Bay provides diagnostic, treatment and support services that meet special community needs through Mid-Coast Speech and Hearing, Health Connections occupational medicine and other facilities.

The Knox County Health Clinic (Rockland) offers free or low-cost medical, dental, mental health and prescription assistance services to the uninsured, the under-insured, and those who cannot afford to pay for basic health care in Knox County. Mid-Coast Health Net, a non-profit corporation, operates the clinic. Volunteer physicians, dentists, nurses, social workers and other personnel provide care. The Clinic is open on Wednesday evenings from 6:00 to 9:00. Patients need to have an appointment. The Clinic also runs a Mental Health & Wellness Program, a Dental Program, and a Prescription Assistance Program.

The Town contracts with the City of Rockland for EMS.

*i. Municipal Government Facilities and Services – Describe facilities and staffing for municipal administrative, enforcement, and public works operations.*

Owls Head is governed by the Town Meeting/Selectmen form of government. There is a Town Charter. The Town employs a Town Clerk, Treasurer and Tax Collector full-time. An Assessor's Agent, Code Enforcement Officer/Plumbing Inspector, Road Commissioner, are employed part-time. The Town Office is open 4 days a week.

Elected officials include:

1. Selectmen (3 members)
2. Board of Assessors (3 members)
3. Overseer of the Poor
4. Moderator for Town Meetings
5. RSU 13 Board Members: School Board
6. Road Commissioner
7. Harbor Master
8. Town Council (3 members)

The Selectmen appoint officials including:

1. Town Clerk (Pursuant to state law the office of the Town Clerk is responsible for maintaining the official records of the Town: the supervision of state and municipal elections; the recording of vital statistics (birth, death, and marriage); and the issuing of all permits and licenses as required by state law.
2. Airport Committee Members
3. Animal Control Officer
4. Assessors Agent (The Selectmen) has delegated the authority for assessments through a contract with a professional assessor.)

5. Zoning Board of Appeals Members
6. Budget Committee Members
7. Cemetery Committee Members
8. Code Enforcement Officer (This position includes Building Inspector and Local Plumbing Inspector)
9. Comprehensive Plan Committee
10. Co-Operative Solid Waste Recycling Committee
11. Harbor Committee Members
12. Public Health Officer
13. Planning Board Members
14. Registrar of Voters
15. Tax Collector
16. Treasurer
17. Conservation Committee

Town volunteer committees advise and assist the Town boards and municipal staff to provide municipal services. These committees allow residents a meaningful opportunity to have a say in what types of services the Town offers now and should offer in the future.

### **Municipal Buildings and Land**

The Town owns the following:

1. Bulk Waste Disposal Facility
2. Fire Department Building (3,280 square-foot building, on 0.94 acres)
3. Library (790 square-foot building, on 0.05 acres)
4. Public Landing(s)
5. Sand and Salt Shed (5,400 square-foot building)
6. Tennis/Basketball Courts
7. Town Office/Community Building (2,160 square-foot building)

See the map titled Public Facilities and Services for the locations of town-owned and non-municipal community facilities that are open to the public.

**Community Building** - Dedicated in 1990, this building contains a first floor office in which the Town clerk, tax collector, and assessors' agent carry out their duties. In addition, there is a sizeable meeting room on this floor and a larger meeting room, including a complete kitchen in the basement. The basement room is used for town meetings, occasional fund raising suppers and craft sales, as well as for meetings of various local clubs.

**Owls Head Lighthouse** -The Lighthouse Park provides two beaches, picnic areas, and water access suitable for small boats. It is a popular attraction for both summer visitors and year round residents.

**Grange Hall-** This building was at one time a schoolhouse and is now owned by the Town.

**Owls Head Bulk Debris Facility** - A location where two days a week, Town residents can deposit brush and limited types of building debris. Under constant supervision by the state, the life of the dump is tenuous, depending upon environmental constraints.

**Tennis Courts** - Completely open to the public at all times at no charge.

**Birch Point State Park** - Contains 52 acres, including a beautiful small beach on the bay. However, because it is rather isolated, and neither the state nor the Town has the funds to properly police it, it is greatly underutilized.

**Crescent & Crockett's Beaches** - Open to the public, these find considerable use in midsummer, particularly the former.

**Owls Head Village Library** - Owned by the Owls Head Library Association, the library is staffed and largely supported by volunteers, with a small allocation from the community each year. It is open to residents on a fixed weekly schedule.

**Old Homestead** - An old home and barn which was donated by the Town to the Mussel Ridge Historical Society. This has been largely restored to its original state and is open to the public at no charge at specific times during midsummer. It contains a large number of historical documents and pictures relative to the surrounding area and its inhabitants.

**Transportation Museum** - The museum founded in 1974, contains a large and unique collection of aircraft, automobiles, engines, motorcycles, bicycles, and carriages, some dating from the late 1800's. The exhibits, together with special events and some spectacular airshows throughout the summer, make this a popular tourist attraction known nationwide and in some foreign countries. The operation of the museum, is unique in that it depends upon the help of several hundred local volunteers who assist a small number of paid employees. It is *open* to the public seven days a week year-round. An admission fee is charged if one does not have a membership.

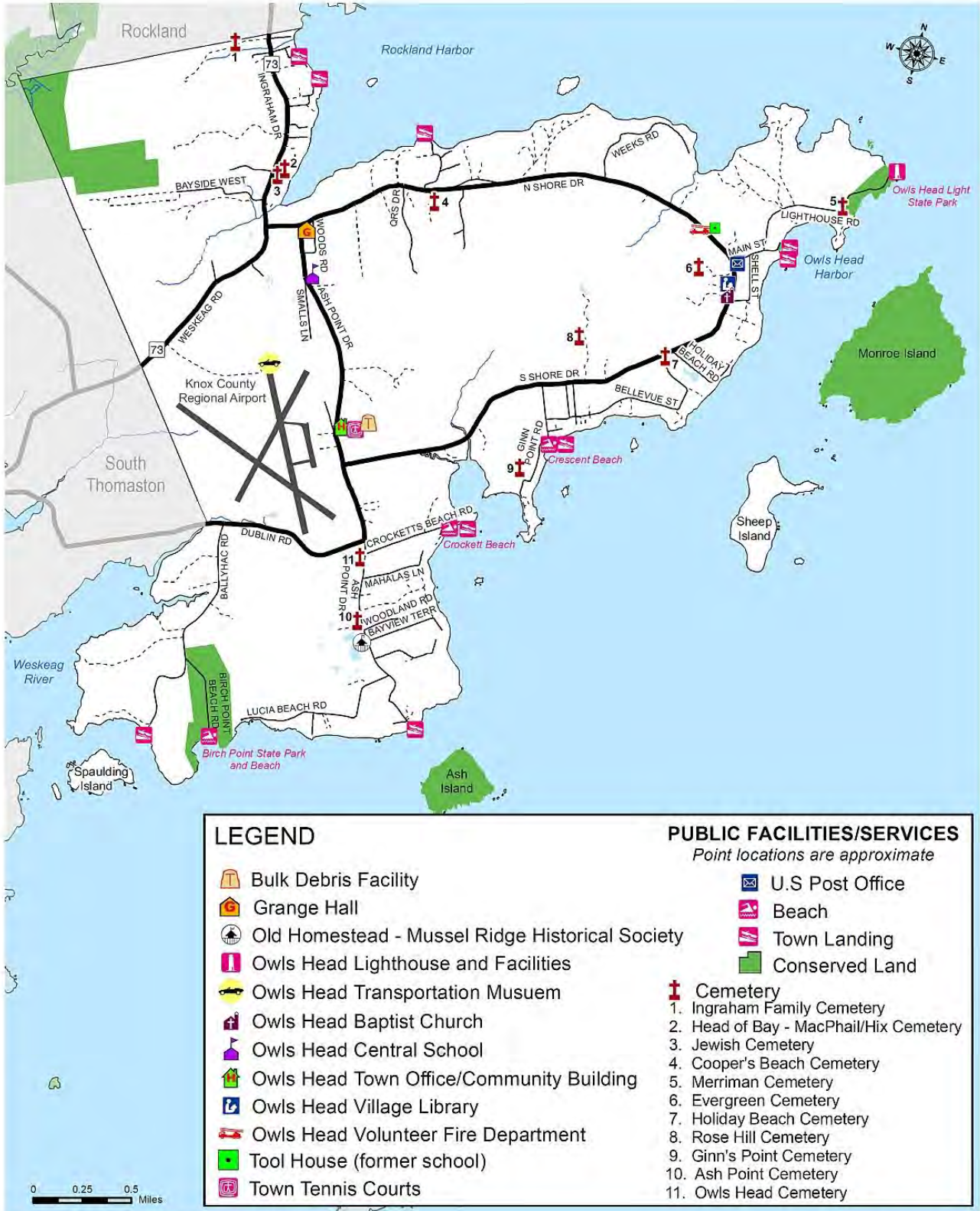
**Cemeteries** - The cemeteries, scattered throughout the Town, a combination of privately owned and town-owned, are maintained by the Town. The newest one with available lots is located on the corner of Ash Point Drive and Dublin Road.

**Policies**

- (1) *To efficiently meet identified public facility and service needs.*
- (2) *To provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas.*

**Strategies**

<b>Public Facilities and Services: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
(1) <i>Identify any capital improvements needed to maintain or upgrade public services to accommodate the community’s anticipated growth and changing demographics.</i>	See the Capital Investment Plan for specific strategies, responsibilities, and timeframes.	
(2) <i>Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.</i>		
(3) <i>Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan.</i>		
(4) <i>If public water supply expansion is anticipated, identify and protect suitable sources.</i>	None anticipated. However, see the response to #4 in the Analyses section of this chapter.	
(5) <i>Explore options for regional delivery of local services.</i>	See the Regional Coordination Chapter for specific strategies, responsibilities, and timeframes.	



**PUBLIC FACILITIES AND SERVICES**

Map revised: August 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: Town of Owls Head and MEGIS

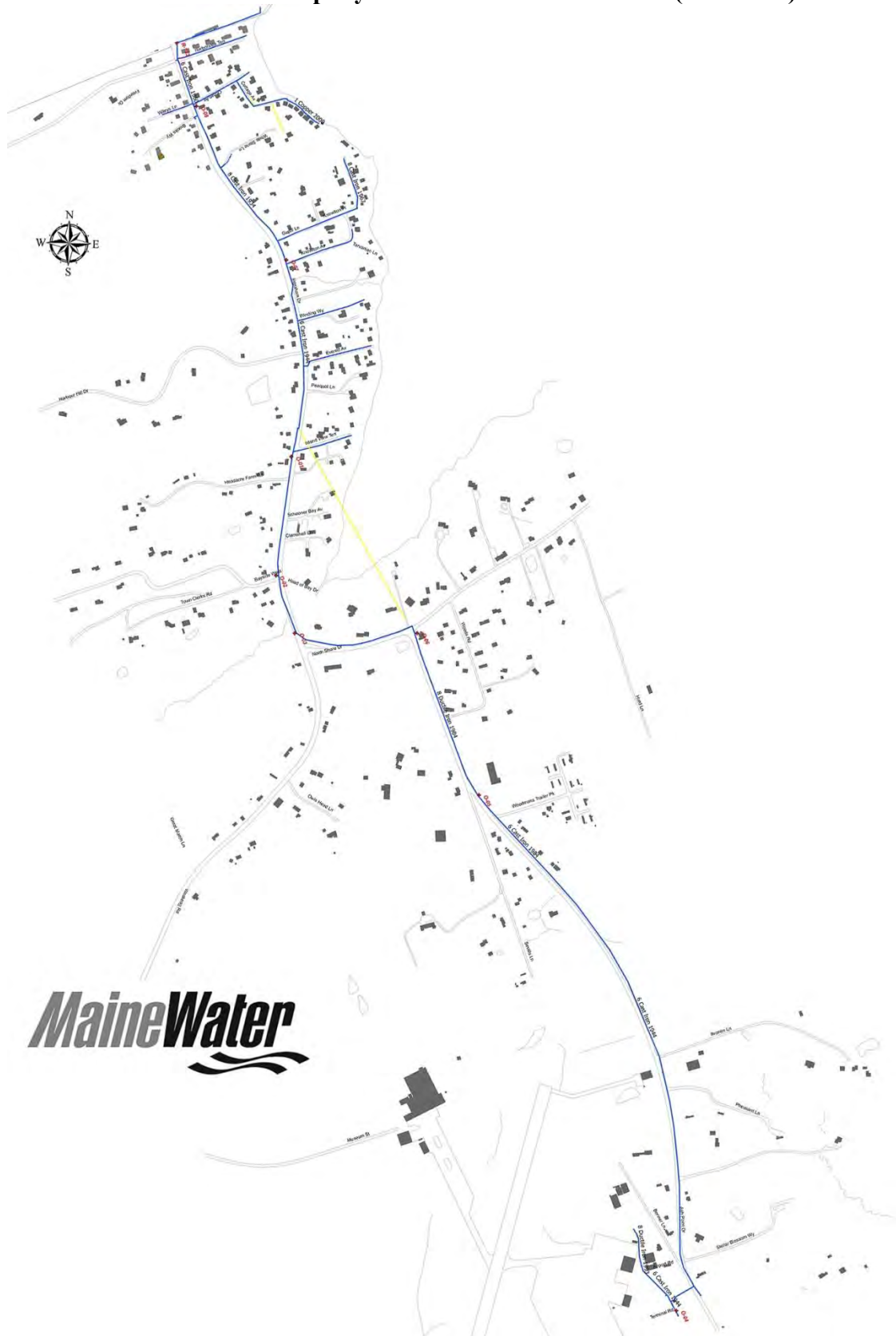


**TOWN OF OWLS HEAD**

**MID - COAST**  
 REGIONAL PLANNING COMMISSION  
 166 SOUTH MAIN STREET, SUITE 201 - ROCKLAND, ME 04841  
 (207) 594-2299 - WWW.MIDCOASTPLANNING.ORG



**Maine Water Company Service Area in Owls Head (Blue Line)**



## REGIONAL COORDINATION PROGRAM

### Introduction

The geographic and administrative region in which Owls Head functions with respect to sourcing and supplying services and materials lies within Knox County and on the coast of Penobscot Bay. Owls Head is bounded on the North, East, and South by Penobscot Bay, and on the North, and Northwest by Rockland, on the West and Southwest by South Thomaston, and on a corner with Thomaston to the West.

Comprehensive planning recognizes the importance of regional cooperation and coordination. The land uses in one community can impact another community, particularly when that land use is located near municipal boundaries.

### State Requirement

*Pursuant to 30-A M.R.S.A. §4326(4), a regional coordination program must be pursued with other communities to manage shared resources and facilities, including but not limited to lakes, rivers, aquifers, and transportation facilities. The plan must identify any shared resources and facilities, describe any conflicts with neighboring communities' policies and strategies pertaining to shared resources and facilities and describe what approaches the community will take to coordinate management of shared resource and facilities. In addition, the plan must include a summary of regional coordination efforts from all applicable topic areas.*

### Municipal Plans and Ordinances

Rockland, South Thomaston and Thomaston have adopted Comprehensive plans that are **consistent** with state law as shown in the following table.

Community	Comprehensive Plan Adoption/Amendment Date	Consistent with State laws
Rockland	2012	Yes
South Thomaston	2010	Yes
Thomaston	2006	Yes

Rockland, South Thomaston and Thomaston have adopted land use ordinances including shoreland zoning, zoning beyond shoreland areas, subdivision, site plan review provisions, and floodplain management, among other ordinances. The bordering zoning districts are generally complementary with one another.

## Summary of Current Regional Coordination

The following is a list of inter-municipal and regional efforts in which Owls Head participates:

- Municipal solid waste disposal and recycling through the Cooperative Transfer Station, a not-for-profit quasi-governmental organization that includes Owls Head, South Thomaston and Thomaston. In turn, through membership in the Municipal Review Committee, which serves 187 Maine municipalities, municipal solid waste is transported to the Penobscot Energy Recovery Company, L.P. (PERC) waste-to-energy facility in Orrington.
- Emergency dispatch through the Knox County Regional Communications Center.
- Regional emergency and disaster planning through the Knox County Emergency Management Agency.
- Contract for police protection through the Knox County Sheriff's Department.
- Fire and rescue participation in countywide mutual aid program, as well as contracted services with the City of Rockland.
- Public education as a member of RSU 13, which serves Cushing, Owls Head, Rockland, Saint George, South Thomaston and Thomaston.
- Maine Water Company, which serves areas within the six-town Mirror Lake Water System of Camden, Rockport, Rockland, Thomaston, Owls Head and Warren.
- An inter-local sanitary sewer agreement with Rockland that covers part of the northern portion of the Town (Ingraham's Hill and the Cottage Ave. area).
- A countywide bidding process for sand and salt for winter road usage.

For more information, please see the Public Facilities and Services Chapter.

It is imperative for safety, security, environmental and economic reasons including cost savings that Owls Head coordinate and cooperate with federal, state, county, regional and local municipal governments and organizations as much as possible.

The Comprehensive Plan Survey results indicated the top three municipal services ranked in relative importance were the Fire Department, Ambulance/EMS, and Police and law enforcement. The police service is furnished by Knox County and centered in Rockland the Ambulance Service is furnished by the Rockland Fire Department which also participates in a regional mutual aid program

The formation of RSU 13 involving Thomaston, South Thomaston, Rockland, and Owls Head is aimed at reducing education costs for the communities involved.

Recreational facilities such as the Owls Head Transportation Museum, state parks and beaches, lighthouses, and walking paths are shared by all citizens (see the Recreation Chapter). Tourism is an important component of the economy for the entire region.

Rockland and Owls Head both have shoreline on Rockland Harbor with Rockland's shoreline being mainly recreational and commercial and Owls Head's portion being mainly residential. Owls Head and South Thomaston both have shoreline on the Weskeag River. All three

communities have zoning ordinances in effect. An effort to coordinate shoreland zoning further, beyond state requirements may be warranted.

## **Areas of Concern**

### **1. Airport**

The Knox County Regional Airport is located almost entirely within the boundaries of Owls Head with a small portion located in South Thomaston. It along with the Owls Head Transportation Museum occupy 8.14% and 2.02% of the Town's land area. The airport is presently initiating an update of its May 2000 Knox County Regional Airport Master Plan (AMPU), unintentionally coinciding with the Owls Head Comprehensive Plan update. There are two commercial operators, Cape Air and Penobscot Island Air, operating out of the airport. Cape Air provides scheduled service from Rockland to Boston and Penobscot Island Air provides regularly scheduled flights to several islands in Penobscot Bay. The May 2000 AMPU included projects requiring the mitigation of wet lands, paving and hanger construction. These projects involved the Army Corps of Engineers and the Maine DEP as well as the county commissioners and manager and the Selectmen, Owls Head's code officer and planning board and FAA. The initiated plan update will involve the same entities.

The 20-year interlocal agreement between Owls Head and Knox County limits the airport to its present area. This agreement ends in 2022 unless renewed. The recent Comprehensive Plan Update survey results indicate a desire on the part of Owls Head residents that the airport should not increase in size. The operation of the airport also requires TSA representatives and sheriff deputies and coordination of the local fire departments from Rockland, Owls Head and South Thomaston. A recent accident involving a collision between a private vehicle and a light plane in the process of taking off resulted in the death of the plane's pilot and two passengers. Remedial steps are being implemented to avoid repetition (see KCRA Master Plan).

There are 87 aircraft based at the airport of which 94% are single engine.

Owls Head has an airport advisory committee that monitors airport activities and reports to the Selectmen. A county airport advisory committee also exists with two Owls Head residents serving on one subcommittee. The number of airport advisory committee members needs to better reflect the concerns of the Town in which the airport is located. The risk to life and property, and the environment is not reflected in the proportion of Owls Head residents currently serving on the airport advisory committee.

See the Transportation Chapter for more information.

### **2. Solid waste disposal and sewerage**

The Towns of Owls Head, South Thomaston and Thomaston are cooperating on the operation of a solid waste disposal facility. Specific types of solid waste are deposited in this facility and hauled away by private contractor.

Owls Head operates a bulk transfer station for plastic and painted wood, a burn pile for brush and trees cut into small sections and a compost pile for lawns and gardens.

The Ingraham's Hill area of Owls Head shares a portion of the Rockland's publically owned waste treatment system through sewerage lines and pumping station. The remainder of Owls Head relies on privately owned waste treatment or septic systems. The Town's code enforcement officer is also the plumbing inspector. There still exist residential overboard discharge systems that are DEP approved. See the map titled Licensed Outfalls and Discharges.

### **3. Potable water**

The major source of Owls Head's potable water is obtained from private wells, with pumping and any necessary treatment systems. The Owls Head fractured bedrock groundwater and areas of assumed aquifer activity are especially vulnerable in that they are fed by two small watersheds that rely entirely on precipitation. Ninety-five percent of the Town's drinking water is supplied by this groundwater aquifer. (1996 Comprehensive Plan, Gerber, Tolman (DHHS Drinking Water program, Loiselle Maine Geologic Service).<sup>1</sup>

The Maine Water Company, a private corporation, has a water line installed initially to service the airport but that now has over 150 hook-ups in the Ingraham's Hill area. Maine Water has assured Owls Head that it has the capability and capacity for supplying Owls Head. The cost estimates, however, show this alternative not to be economically feasible. The supply of sufficient flow for fire protection (2,000 gallons per minute, R. Knowlton, V.P. Maine Water, would require a water tank and tower. (See Maine Water Company: *Water Infrastructure in Owls Head Maine.*)<sup>2</sup>

Located on a peninsula, Owls Head is similar to an island in terms of hydrology and recharge. (1996 Gerber Report). Contamination of a fractured bedrock groundwater and areas of assumed aquifer activity would be extremely difficult, if not impossible, and would be very expensive to remediate. (Gerber Report 1996). Accordingly, protecting groundwater supplies from contamination is crucial.

The Knox County Regional Airport presents the largest contamination risk due to fuel spills.<sup>3</sup>

### **4. Harbor Access Lease**

The Army Corps of Engineers dredged a six-foot deep anchorage in the Owls Head Harbor under the condition that the Town provides public access to the dredged area. Owls Head fulfilled this

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<sup>1</sup> (1996 Comprehensive Plan, Gerber, Tolman (DHHS Drinking Water program, Loiselle Maine Geologic Service)

<sup>2</sup> (2,000 gallons per minute, R. Knowlton, V.P. Maine Water, would require a water tank and tower. (See Maine Water Company: *Water Infrastructure in Owls Head Maine.*)

<sup>3</sup> (Letter from Bruce E. Hunter, Hydrologist, Division of Technical Services, Bureau of Remediation and Waste Treatment, Maine DEP, dated May 17, 2006)

condition by leasing a three-foot wide right-of-way along a privately owned wharf and to a Town float. The lease expires in 2016 and must be renegotiated in time to plan and implement an alternative if necessary. It is planned to extend the lease at this writing.

## **5. Regional School Union 13**

In 2011, Regional School Union 13 was created to replace SAD 5. This merger combined all schools in Rockland, Thomaston, South Thomaston, St George, Cushing, and Owls Head. Issues of concern to Owls Head include improving the education students receive, having an adequate representation on the School Board, and maintaining a school located with Owls Head.

### **Regional Policies from the other chapters of this comprehensive plan**

- *To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.* See the Water Resources Chapter.
- *To coordinate the community's land use strategies with other local and regional land use planning efforts.* See the Land Use Chapter, Future Land Use Plan.
- *To coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.* See the Natural Resources Chapter.
- *To coordinate with regional development corporations and surrounding towns as necessary to support desired economic development.* See the Economy Chapter.
- *To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.* See the Housing Chapter.
- *To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.* See the Transportation Chapter.
- *To coordinate the community's land use strategies with other local and regional land use planning efforts.* See the Land Use Chapter, Future Land Use Plan.

**Regional Strategies from the other chapters of this comprehensive plan**

<b>Regional: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
<i>(1) Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.</i>	See the Water Resources Chapter for specific strategies, responsibilities, and timeframes.	
<i>(2) Initiate and/or participate in inter-local and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources.</i>	See the Natural Resources Chapter for specific strategies, responsibilities, and timeframes.	
<i>(3) Include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans.</i>	See the Agriculture and Forest Resources Chapter for specific strategies, responsibilities, and timeframes.	
<i>(4) Support implementation of local and regional harbor and bay management plans.</i>	See the Marine Resources Chapter for specific strategies, responsibilities, and timeframes.	
<i>(5) If appropriate, assign responsibility and provide financial support for economic development activities to the proper entity (e.g., a local economic development committee, a local representative to a regional economic development organization, the community’s economic development director, a regional economic development initiative, or other) and Participate in any regional economic development planning efforts.</i>	See the Economy Chapter for specific strategies, responsibilities, and timeframes.	
<i>(6) Create or continue to support a community affordable/workforce housing committee and/or regional affordable housing coalition and Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.</i>	See the Housing Chapter for specific strategies, responsibilities, and timeframes.	
<i>(7) Initiate or actively participate in regional and state transportation efforts</i>	See the Transportation Chapter for specific strategies, responsibilities, and timeframes.	
<i>(8) Explore options for regional delivery of local services.</i>	See the Public Facilities and Services Chapter for specific strategies, responsibilities, and timeframes.	

## FISCAL CAPACITY

### Introduction

Municipalities must be able to determine the expenditures necessary to provide basic services and the impact that this spending will have on townspeople. The primary funding source for municipal government is property tax revenue. In order to maintain a consistent mil rate, Town government must operate in a fiscally responsible manner. Large fluctuations in the tax rate can cause public outcry and can 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 Owls Head to handle diligently all yearly expenditures while at the same time plan for the Town's long-term objectives. As is the case with any business, the physical assets of Owls Head must be properly maintained through capital reserve accounts to protect the Town's continued economic health. The format of this chapter follows the State Comprehensive Plan Criteria Rule, as amended on 8/6/11. State provisions are italicized.

The majority of the financial information for this chapter was taken from Town annual reports.

### *State Goal*

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

### *Analyses*

(1) *How will future capital investments identified in the plan be funded?*

Capital investments will continue to be funded through capital reserve funds supported by property tax revenues town-wide, intergovernmental revenues (State aid), grants and loans from federal, State and private sources, and from municipal bonds.

(2) *If the community plans to borrow to pay for capital investments, does the community have sufficient borrowing capacity to obtain the necessary funds?*

The community has sufficient borrowing capacity. In fiscal year 2012, total municipal debt was below the statutory limits as set forth in Title 30-A M.R.S.A. Section 5702.

(3) *Have efforts been made by the community to participate in or explore sharing capital investments with neighboring communities? If so, what efforts have been made?*

As noted in the Public Facilities and Services Chapter, (shown by a list of inter-municipal and regional efforts in which Owls Head participates), the Town does cooperate with neighboring communities, to share **services**.



## Conditions and Trends

Minimum data required to address Analyses:

- (1) Identify community revenues and expenditures by category for the last five (5) years and explain trends.

Total municipal revenues increased 9% over the last five years. Property taxes comprised 85.4% of revenues in 2008 and 86.8% of revenues in 2012. Intergovernmental revenue (State aid) decreased 48.8% over the period, comprising 2.9% in 2008 and 1.4% in 2012 of total revenues. With the exception of intergovernmental revenues and auto excise revenues, all other sources of revenue increased in absolute terms and percentage wise.

Actual Revenues for the years ending June 30 <sup>th</sup>						
Categories	2008	2009	2010	2011	2012	Percent Change
Property Taxes	2,869,769	3,197,048	3,307,109	3,198,727	3,179,288	10.8%
Prior Year Over-Assessed Property Taxes	-	-	-	0	27,796	-
Tax Acquired Revenue	-	-	-	0	1,005	-
Supplemental Taxes	-	22,715	5,490	3,718	9,884	-
Auto Excise	309,120	283,225	280,820	274,391	288,999	-6.5%
Boat Excise	8,645	8,648	8,646	7,425	10,405	20.4%
Lien Costs Reimbursed	1,528	3,185	4,804	3,963	5,390	252.7%
Interest on Taxes-Liens	10,567	16,406	23,557	12,028	13,088	23.9%
Intergovernmental	97,118	66,056	55,130	104,721	49,676	-48.8%
Local Sources- Fees	64,542	60,809	64,088	74,154	78,173	21.1%
Total	3,361,289	3,658,092	3,749,644	3,679,127	3,663,704	9.0%

Source: Town Annual Reports

Notes: Total does not include other financing sources (capital lease proceeds, municipal revenue sharing)

Total expenditures increased 8.3% over the last five years. The largest expense, education and county tax (over which municipal government has no control) increased 3.8% from 2008 to 2012, comprising 71.2% of total expenditures in 2008 and 68.2% of total expenditures in 2012. General government increased 46.6% over the same period, comprising 4.8% in 2008 of total expenditures and 6.6% in 2012. Public Works increased 44.4% over the same period, comprising 13.5% in 2008 and 18.0% of total expenditures in 2012. Funding for Public Safety decreased 35.4%, comprising 9.9% of total expenditures in 2008 and 5.9% in 2012.

Actual Expenditures for the years ending June 30 <sup>th</sup>						
Categories	2008	2009	2010	2011	2012	Percent Change
General Government	170,538	184,614	195,468	179,031	249,988	46.6%
Public Safety	349,835	211,068	229,915	208,537	226,121	-35.4%
Public Works	473,954	425,721	434,916	677,401	684,371	44.4%
Human Services	5,991	2,590	3,948	1,656	1,756	-70.7%
Miscellaneous	14,765	56,970	20,029	16,607	48,770	230.3%
Assessments: Education and County Tax	2,504,690	2,732,596	2,755,613	2,811,067	2,600,632	3.8%
<b>Total</b>	<b>3,519,773</b>	<b>3,613,559</b>	<b>3,639,889</b>	<b>3,894,299</b>	<b>3,811,638</b>	<b>8.3%</b>
Excess (deficiency) of revenue	(158,484)	44,533	109,755	(215,172)	(147,934)	-6.7%

Source: Town Annual Reports

- (2) Describe means of funding capital items (reserve funds, bonding, etc.) and identify any outside funding sources.

Capital investments are funded through capital reserve funds supported by property tax revenues town-wide, intergovernmental revenues (State aid), grants and loans from federal and State sources, and from municipal bonds. The Town does not have tax increment financing districts. Non-governmental (outside) funding sources have recently included **estate gifts and donations from citizens**.

- (3) Identify local and state valuations and local mil rates for the last five (5) years.

The local valuation of Owls Head increased 9.3% in the most recent five-year period for which this information is available. Exempt properties comprised 7.0% of the total valuations in 2007 and 9.0% in 2011.

Owls Head Local Valuations as of April 1 <sup>st</sup>						
Category	2007	2008	2009	2010	2011	Percent Change
Total Taxable	297,437,520	301,881,253	313,695,650	314,743,550	317,945,550	6.9%
Total Exempt	22,224,270	22,131,480	22,289,290	24,273,750	31,292,390	40.8%
Total	319,661,790	324,012,733	335,984,940	339,017,300	349,237,940	9.3%

Source: Town Annual Reports

The certified assessment was 100% in 2011 and in 2012. The State calculated 104% in 2011 and 108% in 2012.

The State valuation of the Town decreased 9.5% in the last five years.

<b>Owls Head State Valuations</b>					
<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>Percent Change</b>
\$380,450,000	\$378,600,000	\$395,450,000	\$375,050,000	\$344,400,000	-9.5%

Source: Maine Revenue Services

The Town's mil rate increased 1.0% in the last five years.

<b>Owls Head Mil Rates as of June 30<sup>th</sup></b>					
<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>Change</b>
9.75	10.50	10.35	10.35	9.85	1.0%

Source: Town Annual Reports

- (4) *How does total municipal debt (including shares of county, school and utility) compare with the statutory and Maine Bond Bank recommended limits on such debt?*

Title 30-A M.R.S.A. Section 5702 contains a limitation on the amount of debt that municipalities may incur. A municipality cannot issue debt (for purposes other than school, storm or sanitary sewer, energy facility or for municipal airports) that would exceed 7.5% of the municipality's last full State valuation. The statute contains additional limits for school, storm or sanitary sewer, energy facility and for municipal airports. There is an overall debt limit for all types of debt of 15% of the municipality's last full State valuation. Since 2008, the Town has not exceeded the statutory limit.

<b>Owls Head General Obligation Bonds and Notes</b>			
<b>Purpose</b>	<b>Maturity Date</b>	<b>Interest Rate</b>	<b>Amount</b>
2012 Refinanced Salt/Sand Shed	9/27/2025	3.36%	\$244,288
2008 Fire Truck Bond	11/30/2027	4.24%	\$132,000
2010 Sewer Pump Upgrades	9/27/2015	3.35%	\$26,560
2001 MMBB Sewer Collection System	9/27/2028	5.13%	\$49,291

Source: Town Annual Report 2011-2012

Note: The Maine Bond Bank has no set policy on the amount of total debt a municipality can or should have outstanding other than to be sure that the municipality is in compliance with the provisions of Maine law regarding limitations on local debt. The Maine Bond Bank looks at outstanding debt, both direct and contingent, from such perspectives as debt per capita, percentage of operating budget to debt service, and total debt among other factors.

**Policies**

- (1) *To finance existing and future facilities and services in a cost effective manner.*
- (2) *To explore grants available to assist in the funding of capital investments within the community.*
- (3) *To reduce Maine’s tax burden by staying within LD 1 spending limitations.*

**Strategy**

<b>Fiscal Capacity: Strategy</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
<i>(1) Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.</i>	Selectmen, Budget Committee, and Town Meeting Vote	Midterm

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.

## CAPITAL INVESTMENT PLAN

*The comprehensive plan must include a capital investment plan that:*

- (1) Identifies and summarizes anticipated capital investment needs within the planning period in order to implement the comprehensive plan, including estimated costs and timing, and identifies which are municipal growth-related capital investments;*
- (2) Establishes general funding priorities among the community capital investments; and*
- (3) Identifies potential funding sources and funding mechanisms.*

For (1) through (3), see the table below titled Owls Head Capital Investment Plan Summary 2013-2023.

### **Purpose and Definition**

The purpose of a capital investment plan (CIP) is to establish a framework for financing needed capital investments. 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 investments include the repair, renewal, replacement or purchase of capital items. Capital investments differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital investments generally have the following characteristics: they are relatively expensive (typically having an acquisition cost of \$5,000 or more); they usually do not recur annually; they last for several years (often 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 investments 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 a large capital investment from occurring in a single fiscal year. The unexpected purchase of a sizeable investment can overburden the tax rate and cause large fluctuations in tax bills from year to year. The annual provision for eventual replacement of capital investments depends on the useful life of the capital investments. It is important that capital investments be financially accounted for each fiscal year, minimizing later expenses.

For the purposes of this plan, the total costs have been recognized with an indication of the expected period for each item that is desired based upon priority ratings. 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 Selectmen review.

## Priority Rankings

The capital investments identified below were assigned a priority based on the listed ratings. Logically, “A” investments would be implemented prior to “B” and so on. Lower priority items 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 capital investment projects it is necessary to begin to identify funding sources and set aside funds in advance of the projected time of funding.

- A. Immediate need. A capital investment 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 investment rated in this category would typically correct deficiencies in an existing facility or service.*
- C. Future investment or replacement, to be accomplished within five to ten years. A capital investment 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 period of this Comprehensive Plan.*

Projects referenced in this Comprehensive Plan and existing reserve accounts are the basis for this capital investment 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. The need for each project is shown in parentheses.

<b>Owls Head Capital Investment Plan Summary 2013-2023</b>					
<b>Comprehensive Plan Chapter/Town Dept.</b>	<b>Anticipated Item and (Need)</b>	<b>Estimated Cost</b>	<b>Priority</b>	<b>Responsible Parties</b>	<b>Possible Funding Sources</b>
Transportation	Walking Bike Path around the Town	Unknown	Desirable	Selectmen, Town Vote	Grants/Taxes
Marine Resources/Public Facilities	Improvements to existing boat launching ramp	Unknown	Desirable	Selectmen, Town Vote	Taxes/Grants
Marine Resources/Public Facilities	Public wharf/pier at Town Landing/Launch	\$200,000 + or -	Dependent on finalization of new lease arrangement with current private wharf ownership	Selectmen, Town Vote	Taxes/Bonding

**Owls Head Capital Investment Plan Summary 2013-2023**

<b>Comprehensive Plan Chapter/Town Dept.</b>	<b>Anticipated Item and (Need)</b>	<b>Estimated Cost</b>	<b>Priority</b>	<b>Responsible Parties</b>	<b>Possible Funding Sources</b>
Public Facilities	Acquiring approx. 1 acre plot of land for possible water tower	Unknown	Desirable	Selectmen, Town Vote	Taxes

Source: Town

## EXISTING LAND USE AND FUTURE LAND USE

### Introduction

In order to develop an effective comprehensive plan, it is important to inventory the patterns of existing land use and to understand the geographical, geological and ecological conditions that have promoted or constrained growth within the community.

The purpose of this chapter is to outline strategies for improving municipal ordinances for the future to encourage the types of development and conservation the residents support and to preserve the natural resources, property values, and public safety that the Town depends on for its current health in any future growth patterns. This chapter makes recommendations based on the inventory of the other chapters and the Owls Head public opinion survey results.

### Existing Land Use

A substantial portion of land in Owls Head is not available for future development. Owls Head is home to most of the Knox County Regional Airport, a 538-acre facility. While 75 of these acres are in South Thomaston, 463 acres have been carved out of Owls Head (by far the largest single entity in the Town) and attached to that is the Transportation Museum with 115 acres.

To provide some context, consider the downtown Rockland area contained within the bounds of Park Street, Broadway, Maverick Street and the waterfront. This area is home to most of the city's shopping areas, several restaurants, the Strand, the Farnsworth Art Museum, many neighborhoods, the Maine State Ferry Terminal, the Coast Guard Station, Knox County Courthouse, FMC (the municipal sewage treatment plant), Journey's End, Prock Marine, and so on. All of this activity is contained within the approximately 242 acres of land bounded by the above-named streets and the ocean, such area being equal to 42% of the area of Owls Head's portion of the Knox County Regional Airport and the Transportation Museum.

Table N-1 **Geographic Area of Neighboring Communities**

<u>Town</u>	<u>Total area (Sq. Mi.)</u>	<u>Land area (Sq. Mi.)</u>	<u>Water area (Sq. Mi.)</u>	<u>% of Land</u>
Owls Head	19.6	8.9	10.7	45.4%
Rockland	15.1	12.9	2.2	85.4%
South Thomaston	17.5	10.9	6.6	62.3%
Thomaston	11.5	10.9	0.6	94.8%

(2010 US Census)

The Airport and Transportation Museum are the largest non-residential lots in the Town. Owls Head also contains two State parks and four large islands. Table N-2 shows this breakdown.



Table N-2 Geographic Area of Neighboring Towns

<u>Land Area</u>	<u>Land Area (acres)</u>	<u>% of area</u>
Owls Head (8.887 square miles)	5,688.3	100.00%
Knox County Regional Airport	463.1	8.14%
Owls Head Transportation Museum	115.0	2.02%
Owls Head Lighthouse Park	17.5	0.31%
Birch Point State Park	62.0	1.09%
Monroe Island	205.0	3.60%
Sheep Island	63.0	1.11%
Ash Island	46.0	0.81%
Spaulding Island	25.0	0.44%
SUBTOTAL	996.6	17.52%

(2010 US Census)

To this list of land not available for development can be added those areas in the Resource Protection Zone, a large conservation easement in the sparsely settled area between North Shore Drive and South Shore Drive, and conservation easements located on the North Shore, Ash Point, and the Wessaweskeag River.

The history of the Town indicates that there were two small hamlets: Ash Point Village and the current center of Town where the Owls Head General Store is located at the confluence of North Shore Drive and South Shore Drive, known as the "Village." There were also active communities (some with post offices) and commercial entities at Crescent Beach, Ingraham's Hill, and Holiday Beach. All but the Village has disappeared, in part because of the growth of the Knox County Airport, the growth of Rockland as the region's commercial base, and the consolidation of school districts. When these hamlets disappeared, what was left was a residue of small commercial parcels, which are grandfathered and which remain interspersed within the area.

The only commercial area which presently serves the Town as a community center is the Village, where there are the Owls Head General Store, the post office, the Baptist Church, the Town library, the Fire Department, and the marine businesses of wholesale and retail commercial fishing/lobstering, which support our large fishing community on the harbor.

There is a small but active commercial zone that was created adjoining and as part of the Knox County Airport, and there are scattered grandfathered commercial parcels, which include, for example, a sizable earth moving contractor, several small boat building and repair shops, and an auto repair facility. (See the Zoning Ordinance and map which show 25 separate commercial zones.)

Businesses are spread throughout the community. See the Economy Chapter for a description of these activities. It is believed that there are many small businesses in Owls Head that are run from people's homes. One of the predominant home businesses is that of our local fishermen. The Town has had a long history of home businesses, and this has been encouraged, as it is a key element in the Town's economy. It is an important part of our community fabric and identity. As we are increasingly entering an age of technology, more people will be working from home.

In the Comprehensive Plan Survey, 22.6% of those who responded are self-employed. 99% of those who responded are in favor of home-based businesses, 62% for professional services and 68.5% for craft industries. The Town created its Zoning Ordinance around this principle and its desire to protect our groundwater resources, which are important to this community's economic wellbeing. The current zoning went into effect in October 1990 and has been amended by Town voters several times based on the recommendation of the Planning Board as recently as August 2012 and Shoreland Zoning as of March 2013.

Most of the development in the Town has been residential; see the History Chapter and Housing Chapter. The large seasonal population that has bought shorefront property, many in subdivisions going back to the 1880s and 1890s, has long driven this type of development. These residences (as with many of the older houses and commercial buildings) were built before the enactment of the zoning ordinances and are grandfathered into the present zoning regulations as legal non-conforming structures. This means that many of them do not meet the current zoning dimensional requirements for new construction, which are shown in the next table.

### Existing Land Use Regulations

Table N-3

#### STANDARDS FOR RURAL RESIDENTIAL AND COMMERCIAL ZONES

<u>Minimum Dimensions Per Lot</u>	<u>Rural Residential Zone</u>	<u>Commercial Zone</u>
Lot Area Residential for Single and Two-Family Dwellings	40,000 sq. ft.	40,000 sq. ft.
Non-residential	N/A	40,000 sq. ft.
Road Frontage (1)	100 ft.	100 ft.
Rear Yard Width	100 ft.	100 ft.
Lot Depth	100 ft.	100 ft.
Front Yard Setback	25 ft.	25 ft.
Side Yard Setback (2), (6)	25 ft.	25 ft.
Rear Yard Setback (2), (6)	25 ft.	25 ft.
Shoreline Setback (3)	75 ft.	75 ft.
Fence Setback	On owner's side of property line	
<b>Maximum Dimensions</b>		
Building Height (ft) (4)	35 ft.	35 ft.
Municipal Town-Owned Sand & Salt Building Height (ft) (4)	42 ft.	42 ft.
Lot Coverage by Structures (5)	20%	50%

Source: Town of Owls Head Zoning Ordinance

The current Zoning Ordinance provisions regulates new development and pre-existing nonconforming housing when these residences are expanded or structurally modified; have changes in electric services; have changes in plumbing that affect the septic system, or have failed systems; or are torn down and reconstructed. Current zoning regulates many development activities. The Code Enforcement Officer monitors changes in housing and requires upgrades of premises where necessary. This is a large task for our part-time Code Enforcement Officer and much depends on the goodwill of resident to seek the Town's assistance in monitoring these changes for their own safety and the preservation of our groundwater.

There are four zones in the Zoning Ordinance:

A. Rural Residential Zone

Purpose: To maintain the rural and marine-related character of Owls Head, while at the same time protecting this natural and rural quality from development sprawl. (See minimum standards in Table N-3.)

B. Commercial Zone

Purpose: To provide within the Town of Owls head the location of business and service use consistent with the residential and rural character of the Town. (See minimum standards in Table N-3.)

C. Recreational Zone

Purpose: To provide areas for suitable recreational activities such as swimming, tennis, sightseeing, etc.

D. Resource Protection Zone

Purpose: To preserve and protect areas in which development would adversely affect water quality, protected habitat, biotic systems, or scenic and natural value.

Please see the Zoning Map for the location of these zones and review the Zoning Ordinance to determine the additional requirements of each of the zones.

The Town of Owls Head enacted Shoreland Zoning Ordinances based on State requirements for environmentally sensitive Shoreland Areas. Shoreland Zoning Districts cover areas located within 250 feet horizontal distance of the normal high tide line of any river or salt-water body, or within 250 feet of the upland edge of a coastal or fresh water wetland or within 75 feet of the normal high water line of a stream. The Town's Shoreland Zoning provisions have been amended several times. Shoreland Zoning District regulations supersede overlapping non-Shoreland zone standards.

There are four Shoreland Zoning Districts:

A. Resource Protection District

Purpose: The Resource Protection District includes areas in which development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values.

B. Rural Residential District

Purpose: The Rural Residential District, which makes up most of Owls Head that is within the 250 foot Shoreland Zone, is devoted, but not limited to, single- and two-family dwellings, agriculture, mobile home parks, schools, churches and convalescent homes. This district also includes the area within 75 feet, horizontal distance of select streams.

C. Commercial District

Purpose: The Commercial District includes areas of mixed, light commercial and residential uses. Industrial uses are prohibited.

D. Commercial Fisheries/Maritime Activities District

Purpose: The Commercial Fisheries/Maritime Activities District includes areas where the predominant existing pattern of development is consistent with the allowed uses for this district as indicated in the Table of Land Uses, Section 14, and other areas, which are suitable for functionally water-dependent uses.

Please see the Shoreland Zoning Map for the location of these districts and review the Shoreland Zoning Ordinance to determine the additional requirements of each of the zones.

The Comprehensive Plan Survey showed that a majority of the residents who took the survey were unfamiliar with the Town ordinances. There is an appended list of the existing Town Ordinances to this Comprehensive Plan stating the dates of their adoption. They can be reviewed either online or at the Town Office. The Planning Board, Selectmen, and citizens have carefully drafted the ordinances to regulate development within the Town. Ordinances relating to properties in Owls Head include the following: Zoning Ordinance, Shoreland Zoning Ordinance, Tower Ordinance, Road Naming Ordinance, Floodplain Management Ordinance, Health and Sanitation Ordinance, Ordinance for the Creation and Regulation of Owls Head Cemetery, Sewer Ordinance, and Site Plan Review Ordinance. There are other ordinances that do not related to property.

These ordinances have had an impact on the development of the Town and the protection of the public good and should be reviewed by the public, as they are the tools of community development. As the Zoning Ordinance has been in place since 1990, the Ordinance has reflected the traditional character that has been to spread housing throughout the community. However, most residential neighborhoods have not changed dramatically since Owls Head was incorporated except Ash Point Village because of the airport extension. 86.1% of the residents of Owls Head who took the Comprehensive Plan Survey rated the preservation of the coastline their highest priority, along with 80.9% wishing to retain its rural character and 79.2% rating the retention of the working waterfront to be of the highest priority. This quote from a survey response expresses the widely held sentiment that most residents, “wish to keep it much as it is

today, a beautiful and charming New England waterfront village, a quiet residential retreat, a great, special non-touristy place to live."

The State definitions of land based upon predominant uses are shown in the next table along with the current corresponding Owls Head Zones and Shoreland Zoning Districts.

<b>Area Designations of Current Land Use and for the Future Land Use Plan</b>	
<b>State Area Definitions</b>	<b>Owls Head Current Zones and Current Shoreland Zoning (SZ) Districts</b>
<b>Growth Area:</b> an area that is designated in a community's comprehensive plan as suitable for orderly residential, commercial, or industrial development, or any combinations of those types of development and related infrastructure, and into which most development projected over 10 years is directed.	<ul style="list-style-type: none"> <li>• Commercial Zone</li> <li>• SZ Commercial District</li> <li>• SZ Commercial Fisheries Maritime Activities (CFMA) District</li> <li>• Portions of the Rural Residential Zone in these areas with residential growth: Near the Rockland city line, Ingraham's Hill (where there is a proximity to existing municipal sewer service and private water service)</li> </ul>
<b>Critical rural area:</b> means a rural area that is specifically identified and designated by a community's comprehensive plan as deserving maximum protection from development to preserve natural resources and related economic activities that may include, but are not limited to, significant farmland, forest land or mineral resources; high-value wildlife or fisheries habitat; scenic areas; public water supplies; scarce or especially vulnerable natural resources; and open lands functionally necessary to support a vibrant rural economy.	<ul style="list-style-type: none"> <li>• Resource Protection Zone</li> <li>• SZ Resource Protection District</li> <li>• SZ Resource Protection for Moderate and High Value Freshwater Wetlands District</li> <li>• Portions of Rural Residential Zone with natural resource constraints as shown on the Natural Resources Constraints map.</li> </ul>
<b>Rural area:</b> a geographic area that is identified and designated in a community's comprehensive plan as an area that is deserving of some level of regulatory protection from unrestricted development for purposes that may include, but are not limited to, supporting agriculture, forestry, mining, open space, wildlife habitat, fisheries habitat, and scenic lands, and away from which most development projected over 10 years is diverted.	<ul style="list-style-type: none"> <li>• Recreational Zone</li> <li>• Most of the Rural Residential Zone, excluding portions noted as growth areas or as critical rural areas.</li> <li>• SZ Rural Residential District</li> </ul>
<b>Transitional area:</b> an area that is designated in a community's comprehensive plan as suitable for a share of projected residential, commercial, or industrial development but that is neither intended to accept the amount or density of development appropriate for a growth area nor intended to provide the level of protection for rural resources afforded in a rural area or critical rural area.	None

Notes: Currently conserved lands (parks, reserves, easements) constitute critical rural land use types. The airport property has both growth uses and critical rural areas (wetlands).

## **Analyses of Existing Land Uses**

*Is most recent development occurring: lot by lot; in subdivisions; or in planned developments?  
How is recent development consistent with the community vision?*

The development within the Town has been at a very slow pace in the last ten years. There have been several small subdivisions with minor activity in the last several years, but no planned developments. The construction has occurred throughout the Town on single-family lots. The population trend for Owls Head is projected as relatively static. Modest growth is likely to spread throughout the community, as there is both ample commercial and residential space for the projected development over the next ten years. Care should be taken to steer growth away from our more rural and forested areas and instead into areas with access to existing services.

*What regulatory and non-regulatory measures would help promote development of a character and in locations that are consistent with the community vision?*

The Town in the 1990s decided that residential development could occur throughout the Town but not in the Resource Protection Zone or Shoreland Resource Protection District. There is one Residential Development Zone, which is an overlay Shoreland Zone for those properties close to the shore. The Rural Residential Zone is the only Residential Zone classification outside the Shoreland Zone. To date, this decision has kept the historical nature of the Town intact and, while it has grown, the growth has been manageable. The Town has been able to preserve its tax base and conservative budget. The Zoning Ordinance has helped to preserve the groundwater resources, which is important since a predominant number of residences depend on well water. The 40,000 square foot minimum lot size has been coupled with a 20% maximum lot coverage limit in order to protect groundwater and assumed aquifer activity recharge areas. This applies to development on individual lots and in subdivisions.

If growth were to occur beyond the amount projected, it is better to be prepared now with a plan based upon the recommendation of this chapter that protects the more sensitive undeveloped areas of the Town. Doing so would insure the preservation groundwater quality, wildlife habitat, and recreation opportunities.

Increasing the size of lots or allowing for conservation/cluster subdivisions would be more effective than allowing for regular subdivision development for the protection of forested areas, wildlife, and groundwater recharge in the interior area between North Shore Drive and South Shore Drive and the areas surrounding Birch Point State Park.

In addition to these approaches requiring a change of zone, the Town could and should pursue:

1. Promoting additional conservation easements and purchases, and
2. Working with the Conservation Commission to assist them to find ways to raise private and public funds to create a Town commons or park in the North Shore/South Shore Drives convergence, and in maintaining and protecting environmentally sensitive parcels in the Town.

There are also parcels in growth areas that are served by or could be served by municipal sewers and a private water company with little additional infrastructure costs, where conservation/cluster subdivisions could be built to meet affordable housing needs in these areas for lower income, younger and elderly Owls Head residents; or lot size could be reduced by a change of zone. Either of these options could answer the potential affordable housing needs in lieu of expanding mobile home parks. (See Housing Chapter.)

Subdivision Regulations could be amended so that developments over a certain size would have to provide for one or more affordable housing options.

*Is the community's administrative capacity to manage its land use regulation program, including Planning Board and Code Enforcement Officer?*

With the limited projected growth, the present administration capacity seems adequate. The Planning Board has been proactive and Town voters have approved zoning and other land use ordinances that have worked well. The Code Enforcement Officer has handled the slow pace of growth and the Town Office staff has been able to assist residents on issues in a timely manner.

The Town should support our Code Enforcement Officer and provide him or her with the tools, training, and support necessary to enforce land use regulations, and ensure that the Code Enforcement Officer is certified in accordance with 30-A M.R.S.A. Section 4451.

*Are floodplains adequately identified and protected? Does the community participate in the National Flood Insurance Program? If not, should it? If so, is the Floodplain Management Ordinance up to date and consistently enforced? Is the Floodplain Management Ordinance consistent with State and Federal standards?*

The Town in 1989 enacted the Floodplain Management Ordinance. It has been amended several times to meet Federal standards and is up to date and enforced. The Town participates in the National Flood Insurance Program. The Floodplain Management Ordinance is consistent with both Federal and State standards.

## **Required Elements for the Future Land Use Plan**

See the map titled Future Land Use at the end of this chapter for the location of growth, critical rural and rural areas. Also shown are conserved areas (public parks, reserves and easements) and the airport. The Summary Natural Constraints map shows natural constraints to development identified in this plan including wetlands and habitats. Growth and rural areas are defined in the Area Designations Table on page 165. A new growth area is recommended near the Rockland city line for which a new zone might eventually be created in the Zoning Ordinance. The availability of public water and sewer, and direct access to Route 73, make this area suitable for development on small lots (e.g., 20,000 square feet and under), unlike much of the Town's rural area in which individual lots depend upon drilled wells and subsurface waste septic systems. A narrative description of the zones and shoreland districts can be found on pages 162 to 164. See the Strategies section below for the recommendations of this Future Land Use Plan.

## **Analyses of Future Land Uses**

*Does the future land use plan align and/or conflict with the community's vision statement?*

The community vision statement as drafted from the Comprehensive Plan Survey results maintains that the highest environmental consideration of population is the preservation of water resources, as 81.4% of those who responded gave this the highest priority. Most residents depend upon private wells for drinking water. As well, to sustain their livelihoods, marine-related businesses depend upon healthy coastal waters. Accordingly, this future land use plan makes recommendations that seek to preserve water resources.

Fiscally, the Town's infrastructure costs can remain manageable if the need for additional municipal sewage treatment and water lines is minimized.

*Is the configuration of the growth areas shaped by natural opportunities and/or constraints (i.e. the physical suitability or unsuitability of land for development)? The location of public facilities? The transportation network?*

The current zones meeting the state definition of growth areas, which on the recommendations of this Comprehensive Plan can be modified to take into account the natural opportunities and constraints in the location of growth areas for the growth anticipated over the next ten-year planning period, the location of public facilities, and the transportation network while recommending the preservation vital resource areas.

*How does the future land use plan relate to recent development trends?*

This future land use plan takes into account the historical and recent development trends and suggests review and amendments to municipal ordinances to provide for the orderly continuation of development in a manner that protects natural resources.



*Given current regulations, development trends and population projections, estimate how many new residential units and how much commercial, institutional and/or industrial development will likely occur in the planning period? Where is this development likely to go?*

As noted in the Housing Chapter, based upon trends observed since 1970, the housing stock could total a maximum of 1,223 units by the year 2024, an additional 163 units from the 2010 level. It is possible that actual growth will be less than that, closer to averages seen in the past decade. As noted in the Population Chapter, it seems unlikely that over the next ten-year planning period, Owls Head will not grow significantly in population beyond where it is today. Accordingly, a portion of the projected new housing may be for seasonal use, not occupied by year-round residents, at least initially. If most of the new housing is comprised of single-family detached units, at the current 40,000 square foot minimum lot size, 150 acres would be required for the lots. An additional 15 acres would be needed for subdivision roads and related facilities if the new development were created in new subdivisions. The current zones meeting the state definition of growth areas and the proposed new growth area near the Rockland city line includes sufficient space to accommodate projected future development. Zoning ordinances should be modified to better protect environmentally sensitive areas and provide for additional affordable housing opportunities as stated herein.

Some additional residential rental housing could occur with the introduction of more flexible standards for accessory apartments (in-law apartments and garage apartments), and temporary modular housing for sick and aging family members (see the Housing Chapter), assuming water quality protection is assured. Such options would assist lower income and elderly residents stay in Town. Currently, affordable rental housing is largely found in Rockland and Thomaston.

The actual residential growth based on history will continue throughout all areas of Town. The increasing number of retirees, who are more affluent than the population as a whole, might increase housing development in the Shoreland Zone. Consideration is given herein to modify the zoning to increase affordable residential housing in areas that can be reached by public sewer or private water company.

It is projected that commercial growth will be minimal. The State indicated that 17 new businesses were formed in Owls Head in the last five years. These businesses created little commercial construction. Most were home businesses with minimum or no commercial impact. It is projected that future growth will be similar in scale and will not require a change to the Commercial Zone standards. However, it might be worthwhile to reduce the number of Commercial Zones in areas when possible that are predominantly serving rural residential uses.

*How can critical natural resources and important natural resources be effectively protected from future development impact?*

Shoreland Zoning and the Resource Protection Zone protect critical natural resources that are located in environmentally sensitive areas. Most of the Town's critical natural resources are located in the shoreland areas.

As aforementioned in this chapter, and in the Housing Chapter, two areas in Town are critical to the water supply, and are located in the Rural Residential Zone. The Comprehensive Plan suggests conservation or cluster subdivisions should be encouraged in those areas; or, in the alternative, the plan also suggests that the forested natural resource area encompassed by North Shore Drive and South Shore Drive and the area surrounding Birch Point State Park should be better protected from development. Such protection could be accomplished by increasing the minimum lot size for residential lots in these areas, and/or by encouraging or requiring that any subdivision development be clustered and include conservation in these areas.

The Planning Board or Ordinance Review Committee (see below) should review the provisions on subdivisions throughout the Town with regard to the creation of landlocked parcels in interior sections so that there is adequate road frontage and adequate area for proper road drainage. This should be reviewed to increase the minimum width of the right-of-way to 50 feet from the existing 30 feet in the statute and further care should be given on grading of the right-of-ways. This would better protect against issues of runoff and flooding problems for adjoining parcels.

Runoff and flooding are perennial problems in some areas of Town, exacerbated by clay soils, slope issues, and interior individual parcels or flag lots with rights-of-way that are too small.

The Planning Board and Ordinance Review Committee should set new criteria for development in areas where the terrain has different levels between adjoining properties or roadways to insure proper drainage. Owls Head has had issues with flooding and runoff on neighboring properties and roadways due to the nature of its soils. The Planning Board and Zoning Ordinance Committee should renew and enact regulations requiring a study of water absorption on building lots and the regulation of pervious and impervious surfaces on the lot to be developed.

The Town has recently purchased an easement for a potential sewer extension on Ocean Avenue. This easement could help to protect natural and marine resources in the growth area on Route 73 by replacing potentially faulty septic systems that might pollute Rockland Harbor. This purchase also provides the ability for the Town to extend the sewer line within Owls Head, and may have a positive impact on creating smaller lots and/or affordable housing in the Route 73 growth area. See the map titled Future Land Use.

The Town should also consider the purchase of one acre of land or the creation of an easement of that size on Ingraham's Hill for the placement of a water tower, which would provide the needed water pressure to extend the waterline for two reasons: 1) to better service the future growth area and potential conservation/cluster housing in this area which could also include tax benefits to the developer for the construction of affordable housing for both our aging and younger population who are leaving the community as affordable housing is diminished. The promotion of this type of housing could reduce the need for affordable mobile housing and put less of a burden on our natural resources by protecting more undeveloped land; and 2) to provide adequate water pressure for an extension of the system should there be a need caused by airport water pressure need, by contamination, or by overuse of key areas of assumed aquifer activity.

## Policies

1. *To coordinate the community's land use strategies with other local and regional land use planning efforts.*
2. *To support the locations, types, scales, and intensities of land uses the community desires as stated in its vision.*
3. *To support the level of financial commitment necessary to provide needed infrastructure in growth areas.*
4. *To establish efficient permitting procedures, especially in growth areas.*
5. *To protect critical rural and critical waterfront areas from the impacts of development.*

## Strategies

The Comprehensive Plan and its Future Land Use Plan are not a land use ordinance, but they can serve as a legal foundation of current and future land use ordinance and strategies for issues that will effect growth within the Town in a manner consistent with the results of the Owls Head Comprehensive Plan survey. These strategies are:

### Zoning Ordinance

<b>Zoning Ordinance: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
(1) Consider rezoning select commercial properties surrounded by the Rural Residential Zone to Rural Residential if the commercial use is no longer active, and the current owner is willing to change or if the owner changes the grandfathered status.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Midterm
(2) Consider allowing accessory apartments and/or temporary modular units for the elderly and infirm family members.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Immediate
(3) Consider allowing Town-wide multi-units in more areas to promote affordable housing options for younger and elderly residents so long as groundwater will not be compromised.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Midterm
(4) Consider additional groundwater/areas of assumed aquifer activity standards to protect the quality of drinking water supplies by increasing the lot area and/or using conservation/cluster housing in more rural areas of the Rural Residential Zone (area between North Shore and South Shore Drives and around Birch Point State Park). Consult the State Beginning with Habitat Online Toolbox for recommended standards.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Immediate

<b>Zoning Ordinance: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
(5) Review and adopt conservation/cluster subdivision housing provisions for sensitive Rural Residential areas and in growth areas for Affordable Housing.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Midterm
(6) Review zoning surrounding airport and actively participate in County planning affecting the airport property planning so that it is coordinated with our local zoning ordinances.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Immediate and Ongoing
(7) Revise zoning ordinances regarding self-created land-locked parcels to enlarge the Right of Way to said parcels to 50 feet.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Immediate
(8) Consider rezoning an area near the Rockland city line for residential development on small lots (e.g., 20,000 square feet and under) given the availability of public water and sewer, and direct access to Route 73.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Midterm

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.

Shoreland Zoning Ordinance and Floodplain Management Ordinance

<b>Shoreland and Floodplain Ordinances: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
(1) Amend the Shoreland Zoning Ordinance, as needed, to meet State requirements. NOTE: No amendments are needed at present.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Long Term
(2) Amend the Floodplain Management Ordinance, as needed to meet new federal requirements. Review and comment on the provisional draft Flood Insurance Rate Map (FIRM) when released to ensure that the finalized map that is adopted by FEMA accurately reflects flood risks in Owls Head.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Immediate

Subdivision Regulations

<b>Subdivision Regulations: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
(1) Review subdivision criteria to amend to meet current State requirements in Title 30-A, M.R.S.A. Section 4404.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Immediate
(2) Enhance conservation/cluster subdivision ordinance standards to fit best the needs of Owls Head.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Midterm

Site Plan Review Ordinance

<b>Site Plan Review Ordinance: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
(1) Amend as needed ordinance to protect residential uses from new and expanded commercial uses with harmonious design and year-round buffering, given the mixed-use development pattern that exists and is likely to continue in much of the Town's Rural residential Zone. Presently, no amendment is needed.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Long Term
(2) Presently, there is a need to enact additional construction regulations regarding soil composition, building locations, and pervious and impervious surfaces to assist in reducing potential flooding or runoff damage to adjoining properties and/or roads.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Immediate

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.

## Airport and Air Transportation

There appears to be a push by the airport to encourage increased usage for private planes. A discussion pending in the Knox County Airport planning process seeks an extension of the runways in South Thomaston by rerouting Route 73. There are also conversations pending concerning an increase in hanger space at the Knox County Airport.

The citizens' response to the Comprehensive Plan Survey showed a great concern about expansion of the airport's usage and size for several reasons. The primary concern was the possibility of pollution from fuel, de-icing and salt on the runways of Owls Head's principal areas of assumed aquifer activity, which are positioned under the airport. There was also significant concern about airport noise, low altitude approaches, air pollution, fire and public safety issues, and the cost to the Town associated with these concerns.

There is a Town-appointed Owls Head Airport Committee to address these issues, and there is Owls Head representation on the Knox County Airport Advisory Committee. However, the County has direct control of the airport and the Town's involvement is limited.

<b>Airport and Air Transportation: Strategies</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
(1) The Selectmen and Planning Board should take special care to have continuing interaction with the Town Airport Committee, keeping it viable, active and effectively represented, and should diligently push for effective representation for both Owls Head and South Thomaston on the Knox County Airport Public Advisory Committee.	Selectmen, Town Airport Committee, and Knox County Airport Public Advisory Committee	Ongoing
(2) The Selectmen and Town Airport Committee must continue to be informed on any proposed modifications to the airport and coordinate their activities with South Thomaston. They should support the Code Enforcement Officer in a yearly review of the airport area to make sure that there are no violations which would endanger the Town.	Selectmen, Town Airport Committee, and Code Enforcement Officer	Ongoing
(3) The Selectmen and Town Airport Committee should seek to make sure that Owls Head has representatives on all regional economic development and planning groups.	Selectmen and Town Airport Committee	Ongoing
(4) The Selectmen and Town Airport Committee should express Town concerns both at the County and State levels by meeting periodically with elected county and State legislators and members of the executive branch to make sure that those groups have at the forefront Owls Head's concerns. This will assist the Town when seeking to extend the Interlocal Agreement in June of 2021.	Selectmen, Town Airport Committee, and Knox County Officials and State Officials	Ongoing

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed

within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.

Waterfront

A concern from the Marine Resources Chapter has emerged from a number of permits being requested from the State for construction of docks and piers within the Town of Owls Head. That may change the access below the high tide mark for fishing, fowling, boat access, skin diving and for any other rights of access to be granted by state statute or court decision, and may affect traditional scenic views and beach access.

<b>Waterfront: Strategy</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
(1) The Planning Board, Selectman, and/or Ordinance Review Committee should revise ordinances and regulations to protect this access below the high tide mark and consider traditional scenic views and beach access. The proliferation of private residential docks in other towns that have not enacted ordinances has changed the character of access.	Planning Board, Ordinance Review Committee, Selectmen, and Town Meeting Vote	Midterm

Town-created and Voluntary Conservation Easements

<b>Easements: Strategy</b>	<b>Responsible Parties</b>	<b>Timeframe</b>
(1) Encourage the voluntary use of conservation easements for environmentally sensitive properties with critical habitats or scenic and recreational value to the community.	Selectmen, Planning Board, and Conservation Commission	Immediate and Ongoing
(2) Use the newly appointed Conservation Commission to explore key areas in addition to the Town Commons area where it is presently working.	Selectmen and Conservation Commission	Immediate

Note: Strategies proposed in this Comprehensive Plan are assigned responsible parties and a timeframe in which to be addressed. Immediate is assigned for strategies to be addressed within two years after the adoption of this Comprehensive Plan, Midterm for strategies to be addressed within five years, and Long Term for strategies to be addressed within ten years. In addition, Ongoing is used for regularly recurring activities.

Future consideration in ALL levels of government

Consideration should be given in deliberations by the Planning Board and/or Ordinance Review Committee and Selectmen to studies made of the potential effects of global warming on the

community, as it may impact the coastal areas and development in the Town, as well as one of our key industries (fishing) which underlies our economy. The developing trends in this area should be periodically reviewed in connection with the impact this force may be having on the projections in the Plan.

#### Responsible Parties and Timeframes

As the Planning Board is actively dealing with current permit reviews, it would be wise for the Selectmen to appoint members to an Ordinance Review Committee to review and draft recommended ordinance amendments, consulting with Town officials, the Planning Board, and the public. The Selectmen can revise ordinance amendments and place them on the Town warrant for Town meeting vote by resident voters. The recommendations in this Future Land Use Plan should be drafted and presented to voters as shown in the timeframe column of the preceding tables of strategies.

Note: The following maps are placed at the end of this chapter: Land Cover, Shoreland Zoning, Zoning, Natural Resources Constraints, and Future Land Use.



## TOWN OF OWLS HEAD ADOPTED ORDINANCES

### ZONING ORDINANCE

Adopted October 9, 1990  
Amended October 27, 1993  
Amended August 28, 1995  
Amended August 21, 1996  
Amended August 30, 1999  
Amended August 31, 2000  
Amended August 26, 2002  
Amended September 7, 2004  
Amended April 7, 2008  
Amended June 1, 2009  
Amended May 17, 2010  
Amended December 19, 2011  
Amended August 20, 2012  
Amended March 4, 2013

### SHORELAND ZONING ORDINANCE

Adopted December 5, 1991  
Amended October 27, 1993  
Amended August 28, 1995  
Amended November 20, 1995  
Amended September 8, 1997  
Amended August 30, 1999  
Amended August 26, 2002  
Amended April 7, 2008  
Amended June 1, 2009

### TOWER ORDINANCE

Adopted August 30, 1994  
Amended August 26, 2002  
Amended June 1, 2006

### ROAD NAMING & HOUSE NUMBERING ORDINANCE

Adopted August 1996  
Amended June 1, 2009

FLOODPLAIN MANAGEMENT ORDINANCE

Adopted June 19, 1989  
Amended August 31, 2000  
Amended August 26, 2002  
Amended June 1, 2009

HEALTH & SANITATION ORDINANCE

Adopted March 6, 1950 (Rubbish Disposal Ordinance)  
Adopted March 9, 1970 (outlaw use of defoliants)  
Amended June 1, 2009

ORDINANCE FOR THE CREATION & REGULATION OF OWLS HEAD CEMETERY

Adopted August 24, 2009  
Amended October 4, 2010

FIREWORKS ORDINANCE

Adopted December 19, 2011

SITE PLAN REVIEW ORDINANCE

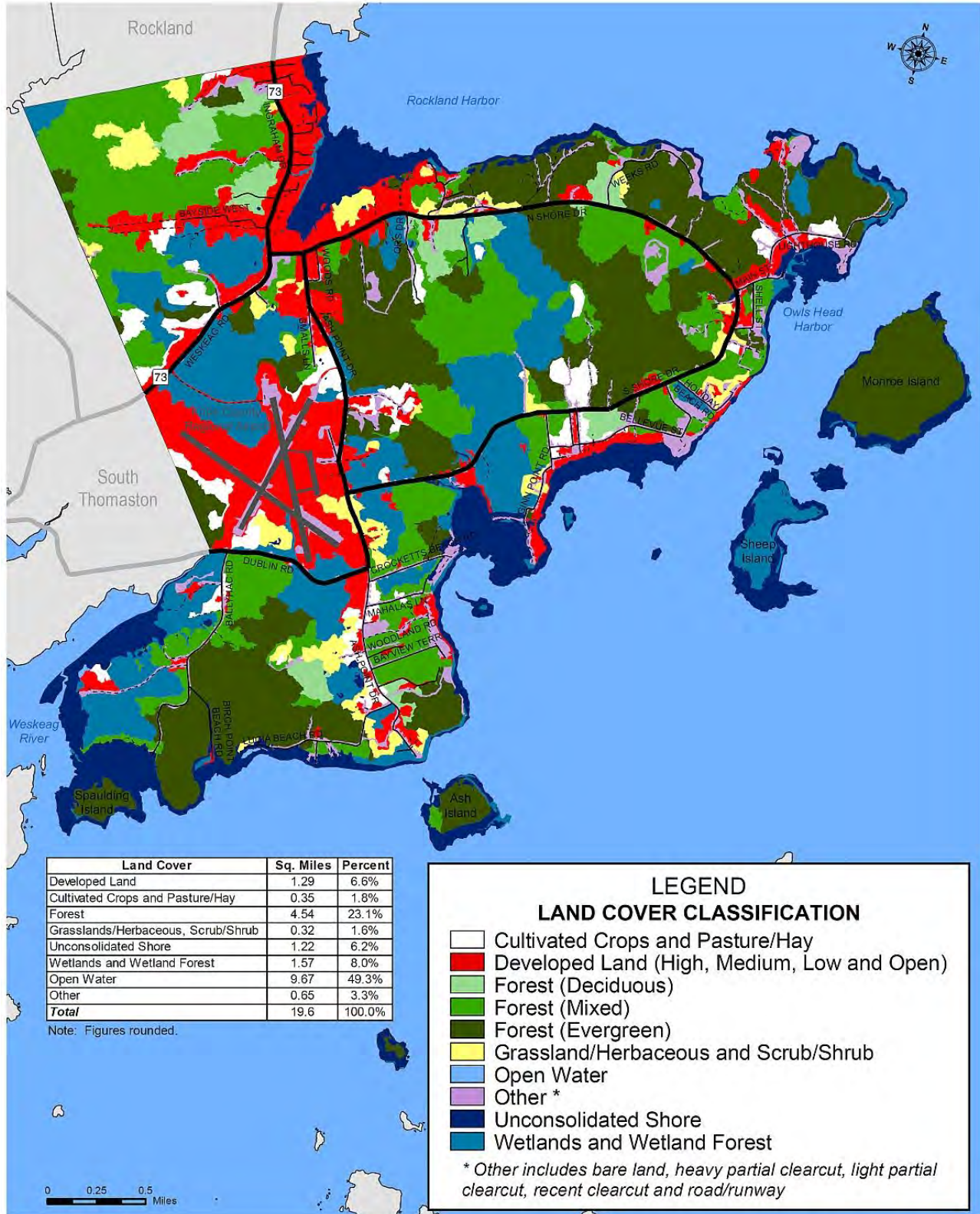
Adopted August 20, 2012

ORDINANCE EXEMPTING ELIGIBLE ACTIVE DUTY MILITARY PERSONNEL FROM VEHICLE EXCISE TAX

Adopted August 20, 2012

SEWER ORDINANCE

Adopted



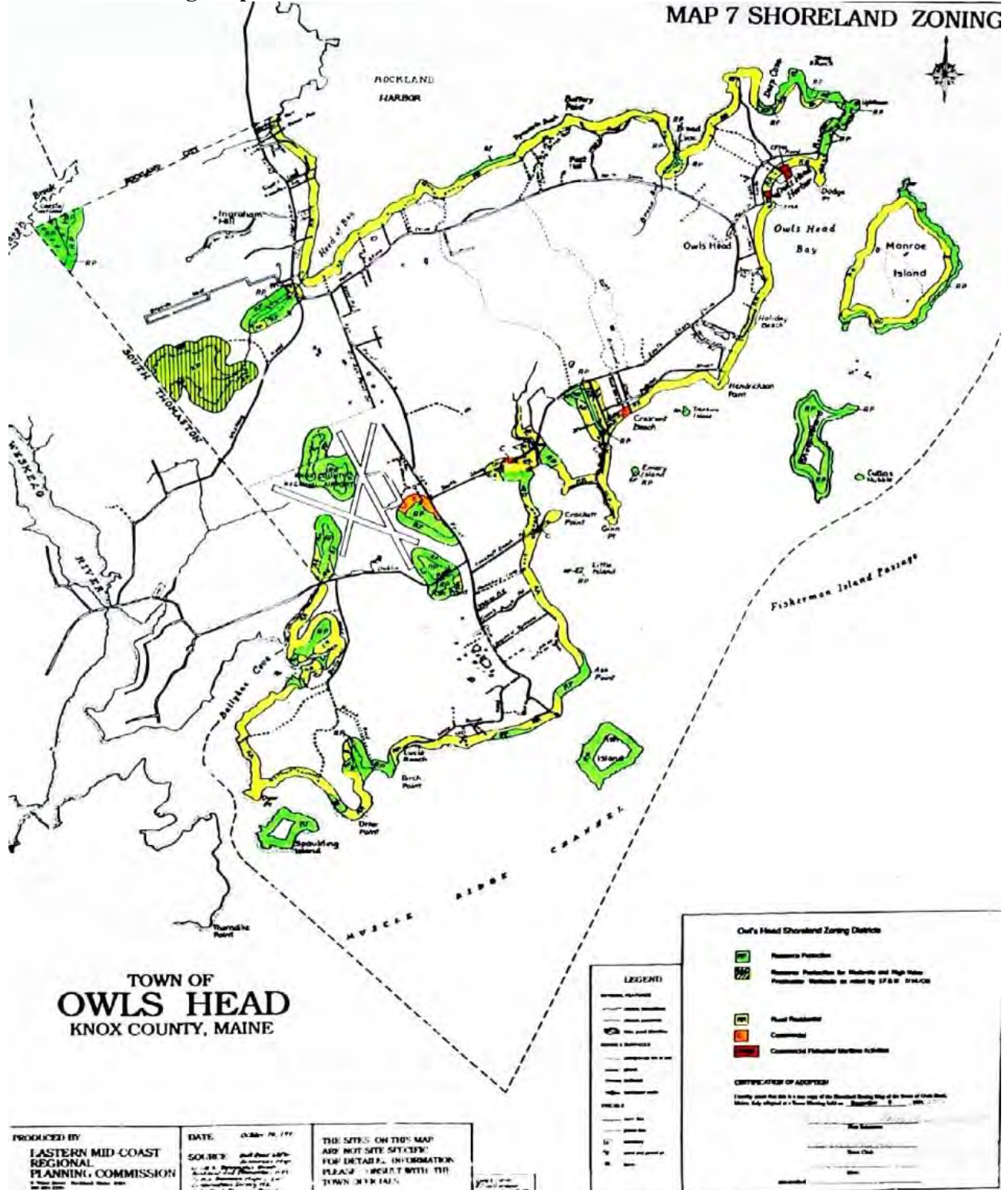
**LAND COVER**

Map revised: August 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: Jointly funded and supported by USGS, NOAA, EPA,  
 MEDEP, MESPO, MEIFW, MEDOT, MEDHHS, MEGIS  
 and the Maine GeoLibrary Board.

**TOWN OF OWLS HEAD**

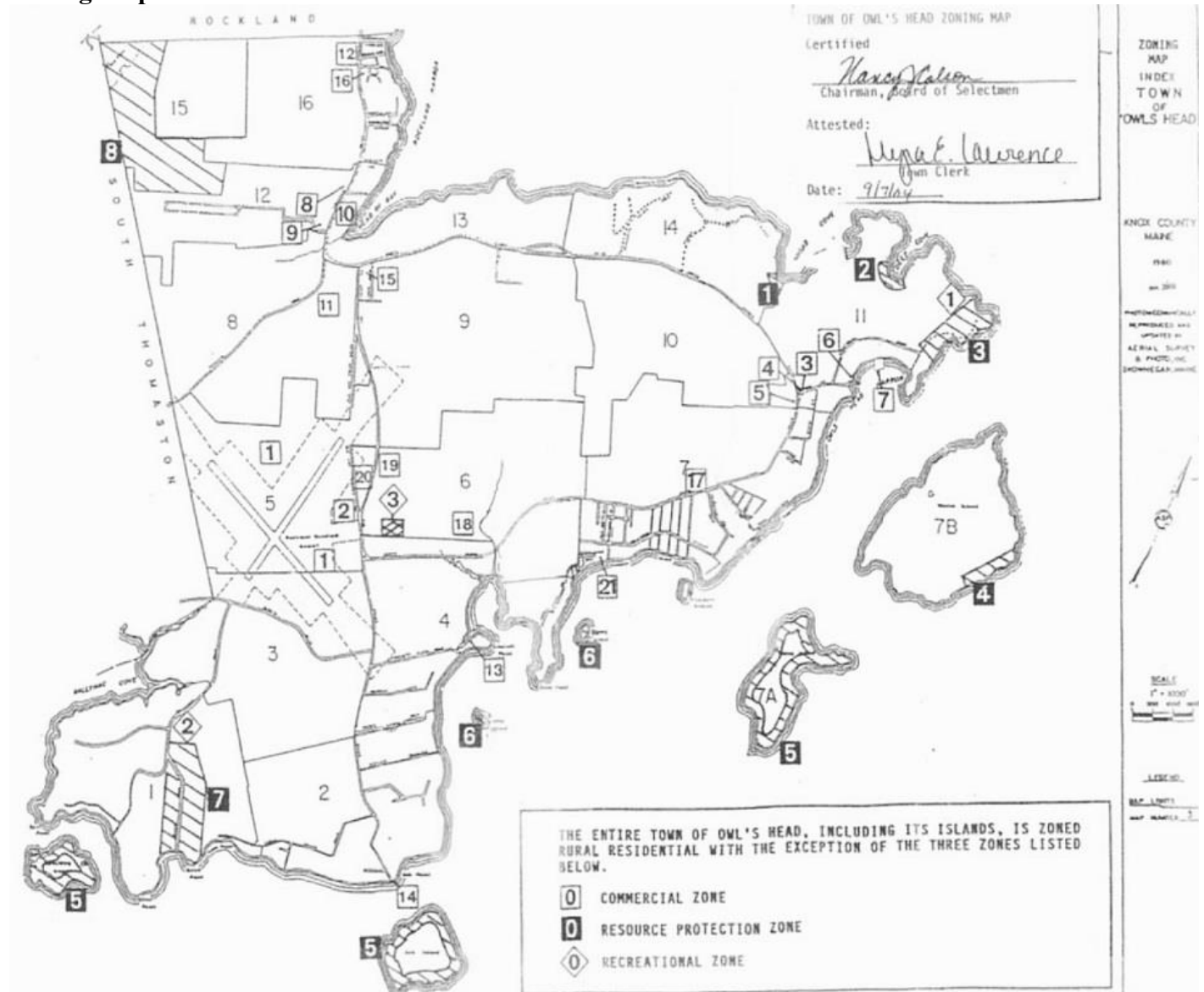
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 REGIONAL PLANNING COMMISSION  
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 (207) 594-2299 - WWW.MIDCOASTPLANNING.ORG

Shoreland Zoning Map

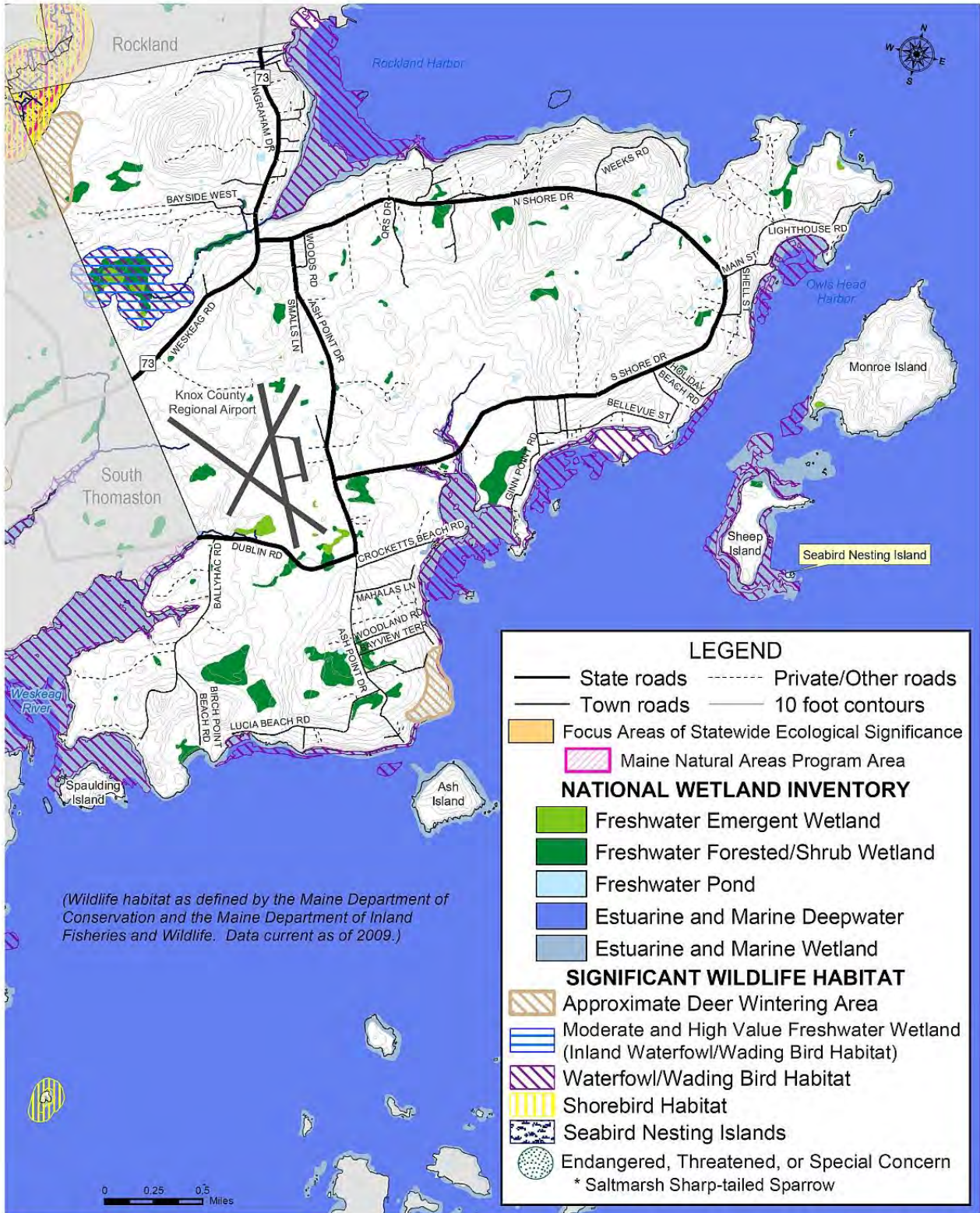


Source: Shoreland Zoning Ordinance, Town of Owls Head

# Zoning Map



Source: Zoning Ordinance, Town of Owls Head

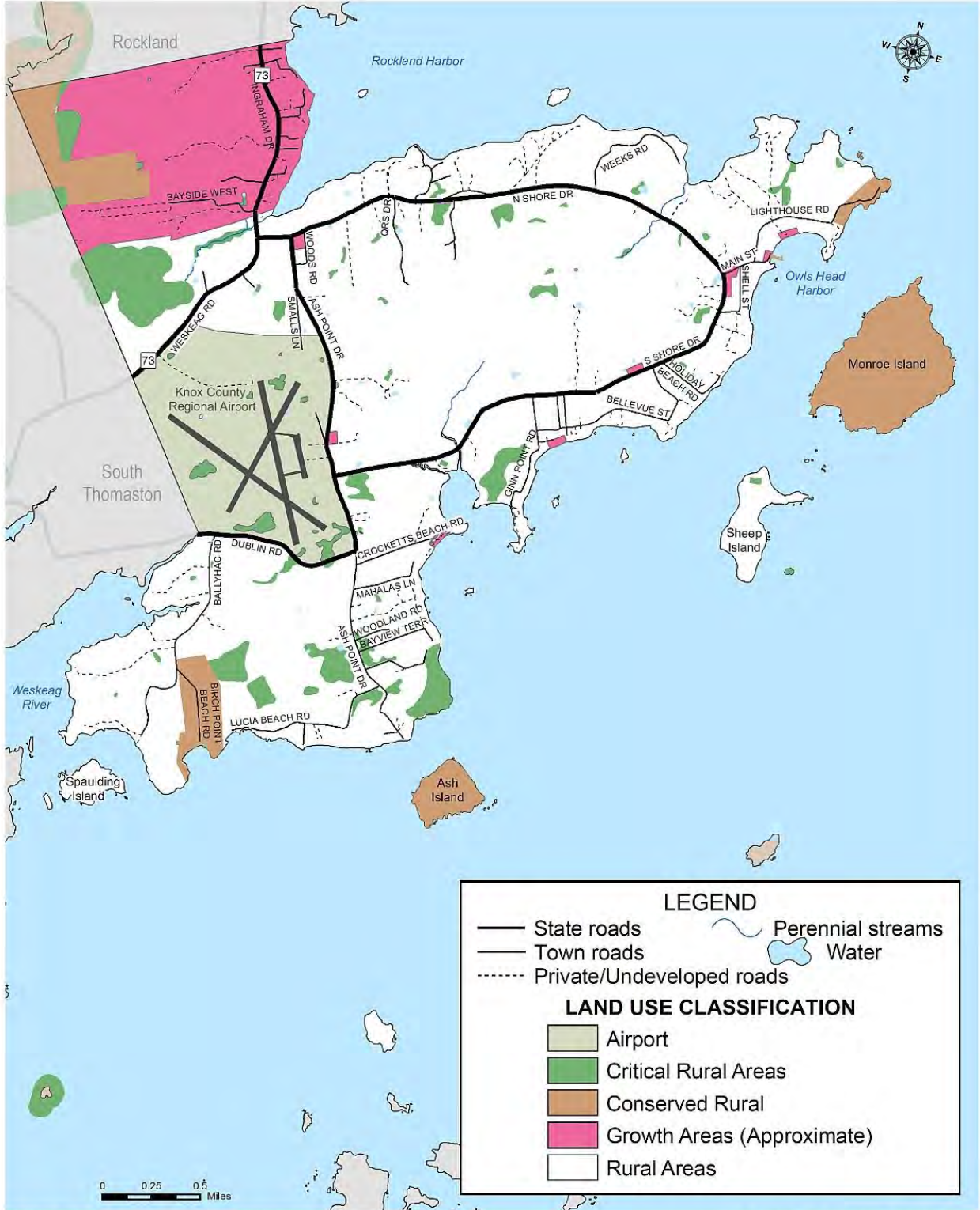


**NATURAL RESOURCE CONSTRAINTS**

**TOWN OF OWLS HEAD**

Map created: August 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: MEDOT, MEIFW, MNAP, USFWS and MEGIS

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**OWLS HEAD FUTURE LAND USE**

Map created: August 2013  
 Map prepared by LatLong Logic, LLC  
 Sources: Town of Owls Head, MEDOT, MEIFW, MNAP, USFWS and MEGIS

**TOWN OF OWLS HEAD**

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## **SURVEY RESULTS**

### **Summary of Responses**

#### **Summary of Owls Head Comprehensive Plan Committee Questionnaire**

The volunteer committee charged with the task of up-dating the Owls Head Comprehensive Plan began their work in the summer of 2011. One of the first goals was designing a questionnaire to be mailed to town residents and or town taxpayers. 1,380 surveys were mailed. The return was gratifying with 30% of residents responding.

The Comprehensive Plan Committee recorded the raw data and the collated the answers. Our findings in statistical form are attached. Interpretation of the responses will be utilized by the Committee in their efforts to write a new Comprehensive Plan.

The following is a narrative summary of what the Committee believes to be the major themes gleaned through the questionnaire. These comments are intended only as a general overview of the survey results. The numbered paragraphs below relate to the survey sequence of questions.

**1. Why do you live in Owls Head?**

Recurring answers to this questions related to rural character (small town atmosphere) seacoast location and safe place to live.

**2. I live in Owls Head**

70% are year round residents

**3. 50% of town residents are retired; 22% are self employed; 27% work for an employer; only 1% recorded that they were unemployed.**

**4. I work:**

45% full time

15% part time or seasonal

**5. Where do you work?**

22% in Owls Head

23% in Rockland

27% out of Knox County

27% in Knox County or Augusta

**6. Schools**

37% have children in RSU13

16% have children in Private Schools

14% home school



Note: Re Questions 6

Many responses to this question expressed concern over the quality of public education and /or the importance of maintaining the elementary school in Owls Head.

7. What aspects of Owls Head would you like to preserve?

- Maintaining the rural character of Owls Head
- Safeguarding the working waterfront
- preserving the coastline, wetlands and wooded areas for public access

8. Scenic, environmental, cultural or historic attributes in Owls Head that should be protected.

- Clean up unsightly public and or private properties
- Owls Head Light, Birch Point Beach
- Regulate height of new construction

9. What methods should the Town consider to protect any of these characteristics cited in question 7?

15% by Town acquisition; 17% by Town ordinances; 15% by easements; 16% by tax breaks; 23% by conservation easements

10. Rate the quality and importance of public services / municipal facilities.

The surprising (disappointing) aspect of this question was the large percentage of "unsure" answers. The committee filtered out these unsure responses and found that police, fire, ambulance, airport, street lighting, transfer station, Town Office and Town Government were overwhelming considered adequate. Those areas with 1/5 to 1/3 in the "needs improvement" category were: road maintenance; library; recreational facilities; public schools; walking and bike paths.

11. What kind of housing development would you like to see in Owls Head?

The answers to this question clearly indicate a preference for single family housing. Cluster housing, mobile home parks, apartments and condominiums were categorically vetoed by a majority of respondents.

12. 13, and 14 These three questions concerned:

Future residential subdivisions; high-density residential construction; and more affordable housing. Taken in the aggregate, 47% of residents were not in favor of these potential housing alternatives. Also of note one quarter of respondents answered "unsure".

15. Do you see a need for more housing for the elderly / assisted living?

38% yes; 30% no; 32% unsure

16. Do you feel that commercial / business development should be encouraged?

47% yes; 33% no; 20% unsure

17. What types of commercial development are appropriate?

The apparent choices in order of preference are:  
home based industries, lodging, craft industries and professional services.  
Also of note were the responses from 65% who suggested that they were not  
in favor of additional commercial development in Owls Head.

18. and 20. Do you feel that Knox County's management of the Airport is  
sensitive to the needs of the Town? Do you feel that Knox County's  
management of the airport is sensitive to the needs of the environment?

Almost half of the respondents believe the airport is adequately managed  
although one third indicated that they were "unsure". There were a handful of  
written complaints about airport noise. Concern was also expressed about  
future expansion of the airport.

19. What priority do you place on environmental issues in Owls Head?

Water quality was listed as the major concern along with septic/ sewer waste  
disposal and excessive use of pesticides and fertilizers.

21. Do you think the number of selectmen should: remain unchanged at 3?

63% responded yes  
16% suggested the hiring of a Town manager.

22. Should the Owls Head Town ordinances be updated to place them in  
alignment with the current (or when approved, the updated) comprehensive plan?

57% yes; 7% no; 36% unsure. The large "unsure" response indicated that  
many residents / tax payers do not understand the importance and the role of  
the Comprehensive Plan. The Committee will attempt to remedy this  
situation.

23. Please indicate your opinion of the town ordinances.

The overwhelming answer to this question (65% mean) was "not familiar  
with"

<b>Land Use Ordinance</b>	<b>33% adequate</b>
<b>Shore land Zoning</b>	<b>37% adequate</b>
<b>Sit Plan Review</b>	<b>21% adequate</b>
<b>Subdivision Ordinance</b>	<b>19% adequate</b>

**Obviously the town needs to improve communication with residents concerning town ordinances.**

**What are the prominent takeaways that can be summarized from the Comprehensive Plan Survey?**

- 1. Many Owls Head residents are content with the town exactly as it is and they are not in favor of dramatic changes in the future.**
- 2. Protection of the town's natural environment is a strong concern.**
- 3. Owls Head is likely to attract retirees and summer residents as future property owners.**
- 4. A large percentage of residents / tax payers are not familiar with town ordinances or the importance of a Comprehensive Plan.**

**Detailed Responses to the Town of Owls Head  
Comprehensive Planning Survey**

**Information about the Responder**

**1. Why do you live in Owls Head?**

Lived here all my life	5.1%
Relatives or family property nearby	9.3%
Close to my work	5.4%
Friends nearby	7.7%
Affordability	7.5%
On the coast	18.4%
Near shopping, restaurants, museums, etc.	10.1%
Rural, small town atmosphere	17.3%
Safe place to live	14.4%
Schools	2.5%
Other (?)	2.4%

Summary of Comments to Question 1:

- *Grew up here, family owned property, inherited land, own summer cottage*
- *Lobster fishery is here*
- *Low property taxes compared to other towns*
- *Many folks don't live in Owls Head*
  - *Some are seasonal residents*
  - *Some are intermittent residents*
  - *Some just own land, which they hope to build on someday*

**2. I live in Owls Head as a:**

Year round resident	70.4%
Seasonal resident for 3 months or less	12.9%
Seasonal resident for more than 3 months	16.7%

**3. I am: working for:**

A private employer	21.1%
The public sector	6.3%
Self-employed	22.6%
Unemployed	0.8%
Retired	49.2%

**4. I work:**

Full Time	45.7%
Part Time	10.1%
Seasonally	4.3%
I am seeking work	0.9%
Not applicable/Retired	39.0%

**5. If you are not retired, what town(s) do you work in?**

Owls Head	21.2%	South Thomaston	3.7%
Rockland	23.3%	Camden	9.4%
St. George/Tenant's Harbor	4.5%	Rockport	8.6%
Augusta	1.6%	Other	27.7%

Summary of Comments to Question 1:

- *Some travel farther;*
  - *Bath, Appleton/Jefferson, Waterville, Matinicus. Ellsworth, Criehaven*
- *Some travel much farther:*
  - *Albuquerque, Miami, Florida, New Jersey Washington DC, Chicago ORD – I am a pilot; Madison WI*
- *Most of the long distance travelers don't live in the area, except for a month or so in the summer*
- *Some residents seem to consult remotely, using Internet and travel when needed*
- *Several are dependent upon the proximity of the airport and site it as an important consideration in their decision to move to Owls Head.*

**6. I have children or extended family members in the local K-12 schools.**

<b>Category</b>	<b>Yes</b>	<b>No</b>
Public Schools	36.7%	63.3%
Private Schools	15.6%	84.4%
Home School	14.4%	85.6%
Other?	15.5%	84.5%

Summary of comments to Question 6:

- *Need to keep local schools open*
- *Should be tax credit for people who choose private or home school*
- *School system lacks quality to attract new young families*

**Preservation of the Town’s Character**

**7. What aspects of Owls Head would you like to preserve? What priority would you assign to this effort?**

<b>Aspect</b>	<b>Low</b>	<b>Medium</b>	<b>High</b>
Rural character	1.1%	18.0%	80.9%
Working waterfront	3.5%	17.3%	79.2%
Public recreational access to waterfront	7.9%	18.5%	73.6%
Coastline	1.1%	12.8%	86.1%
Scenic vistas and resources	4.0%	22.5%	73.5%
Wetlands (marshes, bogs, etc.)	15.6%	33.0%	51.4%
Wooded areas	4.8%	35.7%	59.5%
Agriculture/farmlands	14.7%	31.7%	53.6%
Public access to trails and shoreline	9.0%	24.3%	66.8%
Wildlife habitat	5.4%	29.0%	65.6%
Historic sites and buildings	11.4%	34.8%	53.8%
Elementary school in town	22.9%	27.7%	49.4%
Other?	0.0%	21.2%	78.8%

Summary of comments to Question 7:

- *Additional valued aspects listed included;*
  - *Pet friendly*
  - *Low Taxes*
  - *Airport in the community*
  - *Protection of private property rights*
  - *Encourage keeping the Owls Head General Store and Post Office – big assets*
  - *more trails and coastline accessible to the public, including even a major park, grassy minus trees, that slopes to the sea*
  - *Restore boat ramp at end of Ash Point Drive. / need a town wharf & dock*
  - *Preserve the wildlife; too many deer in town*
  - *Access to shore for walking and biking;*

**8. If there are any specific scenic, environmental, cultural or historical attributes in Owls Head which you believe should be better protected, please identify them:**

Summary of Comments to question 8:

- *The Town has allowed public property to deteriorate or become and remain marred with graffiti.*
- *The Town also allows landowners to maintain unsightly and potentially hazardous junk in their yards*
- *It is critical that the Town protect private property rights and not encourage conditions (e.g., parking at dead ends) that invite trespassing*
- *Height house (Is this the old homestead on Ash Point Dr.?)*
- *Owls Head Light & Park*
- *Views of the Mussel Ridge from the highest elevations*
- *Prevent coastal properties from growing in height to block the views of neighbors behind them*
- *Bird sanctuary along Buttermilk Lane (May be in So. Thomaston)*
- *Too bad the Town didn't purchase Billy Buckminster's property; we lost forever some of our local character and charm*
- *I hope Sheep Island & Monroe Island remain undeveloped*
- *Transportation Museum*
- *Lobster Industry – Working Water front*
- *Knox Co., Airport*
- *Owls Head General Store*
- *Common [Public] Beaches*
  - *Trash barrels that get dumped*
  - *Signs at beaches about no rock removal*
  - *Not enough parking; too many parked cars*
  - *Unleased dogs and pet dropping on beach*
  - *Would like to see the harbor shoreline cleaned of litter and debris. It appears that those that earn their livelihood from the sea are the most disrespectful of the environment.*
- *Aquifer*
- *State Parks*

9. What methods should the Town consider to protect any of the characteristics which you cited in question seven?

Town Acquisition	15.2%
Ordinance	16.9%
Easements	15.3%
Tax Breaks	16.1%
Conservation Easements	22.7%
Fundraising	12.5%
Other?	1.3%

**Locally Available Services**

10. Rate both the **quality** and the **importance** of the public services / municipal facilities: (Percentage of respondents selecting each quality ranking.)

Services and Municipal Facilities	Quality			
	Adequate	Needs Improvement	Not Adequate	Unsure
Fire department	70.8%	7.5%	1.2%	20.5%
Ambulance / EMS	63.9%	9.0%	1.9%	25.2%
Police/law enforcement	58.6%	16.6%	5.4%	19.4%
Airport	85.5%	6.1%	2.6%	5.8%
Road maintenance	59.2%	30.7%	6.0%	4.1%
Snow plowing/sanding	69.0%	13.9%	7.4%	9.7%
Street lighting	66.3%	17.7%	4.1%	11.9%
Transfer station (Buttermilk Ln)	81.5%	9.9%	1.9%	6.7%
Bulk transfer (stump dump)	79.2%	6.0%	1.9%	12.9%
Town office	92.2%	2.0%	1.3%	4.5%
Town government	76.8%	6.8%	1.3%	15.1%
Code enforcement	62.9%	13.2%	3.9%	20.0%
Parks & public areas	71.4%	13.9%	3.5%	11.2%
Library	48.6%	17.0%	8.0%	26.4%
General assistance	40.3%	6.1%	2.2%	51.4%
Cemeteries	59.7%	5.2%	2.4%	32.7%
Recreational facilities	47.2%	16.4%	7.0%	29.4%
Public school (RSU13)	44.2%	14.2%	6.2%	35.4%
Walking and bike paths	25.6%	29.6%	20.5%	24.2%
Public parking	56.5%	12.2%	3.6%	27.7%
Mooring availability	37.6%	7.4%	5.0%	50.0%



10a) The same data restated after being filtered to remove the input from those who were unsure about the services being provided

<b>Services and Municipal Facilities</b>	<b>Quality</b>		
	<b>Adequate</b>	<b>Needs Improvement</b>	<b>Not Adequate</b>
Fire department	89.1%	9.4%	1.5%
Ambulance / EMS	85.4%	12.1%	2.5%
Police/law enforcement	72.7%	20.6%	6.7%
Airport	90.8%	6.5%	2.7%
Road maintenance	61.7%	32.0%	6.3%
Snow plowing/sanding	76.4%	15.4%	8.2%
Street lighting	75.3%	20.1%	4.6%
Transfer station (Buttermilk Ln)	87.3%	10.6%	2.1%
Bulk transfer (stump dump)	91.0%	6.9%	2.1%
Town office	96.6%	2.0%	1.4%
Town government	90.5%	8.0%	1.5%
Code enforcement	78.7%	16.5%	4.8%
Parks & public areas	80.4%	15.7%	3.9%
Library	66.1%	23.1%	10.8%
General assistance	83.0%	12.6%	4.4%
Cemeteries	88.7%	7.7%	3.6%
Recreational facilities	66.8%	23.3%	9.9%
Public school (RSU13)	68.4%	22.0%	9.6%
Walking and bike paths	33.8%	39.1%	27.1%
Public parking	78.1%	16.9%	5.0%
Mooring availability	75.2%	14.9 %	9.9%

10b) The service categories have been sorted by perceived importance to the community. The perceived importance to the community was computed as the arithmetic average of the rankings provided by the respondents.

Services and Municipal Facilities	Importance
	5= very important; 0 = unimportant
Fire department	4.79
Ambulance / EMS	4.75
Police/law enforcement	4.39
Snow plowing/sanding	4.38
Road maintenance	4.37
Town office	4.35
Town government	4.30
Transfer station (Buttermilk Ln)	4.11
Parks & public areas	3.97
Code enforcement	3.93
Bulk transfer (stump dump)	3.90
Airport	3.82
Public school (RSU13)	3.82
Walking and bike paths	3.45
Mooring availability	3.31
Recreational facilities	3.21
Cemeteries	3.00
General assistance	2.96
Street lighting	2.96
Library	2.94
Public parking	2.78

Summary of Comments to Question 10:

- *Harbor*
  - *Investigation and upgrade of control of mooring locations*
  - *Maintaining records of same and lease payments*
  - *Maintain public access to harbor, both for recreational purposes and for work through leased access or a new wharf*
- *Less sand and salt on the road*
- *North Shore and South Shore Roads, although recently paved, are already disintegrating. Does a better bed need placed? Is drainage adequate to the ditches on the roadsides? Are heavy commercial trucks taking a toll?*
- *Tennis courts in need of maintenance. Nets should be removed in the winter and put up in spring to decrease their wear.*

- *The ambulance service provided by the contract with Rockland is a good deal. Rockland Fire & EMS is a top notch service. Owls Head Fire Department needs improvement to bring the standard of protection to a higher level.*
- *Transfer Station not adequately supervised; There aren't enough bins or they are dumped too infrequently as they are often closed because they are full*
- *Concern about the state parks; the road at lighthouse needs maintenance; the gate at Birch Point State Park is closed too much; parking at Birch Point is not adequate; trash is not picked up*

### Future Growth

**11. Assuming that the population of the Town continues to grow, what kind of housing development would you like to see in Owls Head?**

Potential types of Residential Growth	Yes	No	Unsure
Single family	94.0%	3.0%	3.0%
Two family	44%	43.4%	12.6%
Multi-family homes / apartments	12.9%	74.8%	12.3%
Mobile home parks	5.4%	87.4%	7.2%
Condominiums	29.0%	57.9%	13.1%
Cluster Housing	22.3%	63.6%	14.1%
Other ?	6.3%	68.3%	25.4%
None	27.8%	27.8%	44.4%

Comments:

- *High density housing is limited by lack of developable land and the limitations of water and sewage capability in the Town. As public water and sewer capability grows within the Town, higher density housing options become more attractive in those areas.*

**12. Would you like to see more residential subdivisions developed within the Town boundaries?**

Yes 18.0% No 56.5% Unsure 25.5%

**13. Should the Town consider areas of higher density residential construction where the proposals include the water and sewage infrastructure needed to support it?**

Yes 31.7% No 42.1% Unsure 26.2%

**14. Do you see a need for more affordable housing in the community?**

Yes 28.4% No 44.5% Unsure 27.1%

**15. Do you see a need for more housing for the elderly / assisted living?**

Yes 37.9% No 29.5% Unsure 32.6%

**16. Do you feel that commercial / business development should be encouraged in order to create more jobs in Town and to share the tax burden with home owners?**

Yes 47.2% No 32.2% Unsure 20.6%

**17. If you believe more commercial development is appropriate, what type of commercial enterprises should be considered?**

Potential types of Commercial Development	Yes	No	Unsure
Retail stores	35.0%	49.6%	15.4%
Lodging (Inns & Bed & Breakfast)	78.2%	13.8%	8.0%
Repair services	51.8%	24.9%	23.3%
Craft industries	66.5%	18.7%	14.8%
Restaurants	58.2%	26.6%	15.2%
Professional services	62.0%	21.1%	16.8%
Home based businesses	77.0%	12.5%	10.5%
Aquaculture	63.5%	15.2%	21.3%
None	64.7%	23.5%	11.8%

Comments: *None*

**18. Do you feel that Knox County’s management of the airport is sensitive to the needs of the Town?**

Yes 47.9% No 18.6% Unsure 33.5%

Summary of comments to Question 18:

- *The airport is big enough already*
- *It has always been my opinion that constantly increasing the size of the airport is not a good fit for our small town*
- *Jet arrival & departures are too early and too late*

- *The airport is a source of noise and safety concerns, and generally is an inefficient use of space that might be income producing for the Town. The Town bears a disproportionate burden of the above when compared with the rest of the county. The county is insensitive to this. Some payment in lieu of taxes would partially compensate Owls Head for the inequity.*

### Environment

#### 19. What priority do you place on environmental issues in Owls Head?

Environmental Consideration	Low	Medium	High	Unsure
Water resources	5.9%	9.2%	81.4%	3.6%
Smoke and other classes of air pollution	16.6%	25.7%	54.4%	3.3%
Shore-land zoning	7.7%	26.4%	59.7%	6.2%
Other land use zoning	8.3%	38.4%	43.5%	9.8%
Septic/ sewage waste disposal	7.2%	19.0%	67.4%	6.4%
Excessive noise levels	14.6%	26.2%	56.7%	2.5%
Excessive use of pesticides and fertilizers	9.8%	18.4%	68.0%	3.8%

#### Summary of comments to Question 19:

- *The use of pesticides and herbicides on lawns should be banned*
- *No exterior wood burning heating units!!*
- *Since many of us are on well water, water quality is very important*
- *Owls Head has limited space because it is a peninsula. Limited water resources, waste disposal capability and storm water control alone make it difficult to deal with contaminants such as fertilizers and chemicals.*
- *Protect runoff into ocean from pesticides and fertilizers.*
- *Arsenic in Well Water is a big issue within the Town. Public drinking water should be considered in areas with higher concentrations.*
- *Reexamine the reason for streetlights. Do we really need to have them?*

#### 20. Do you feel that Knox County’s management of the airport is sensitive to the needs of the environment?

Yes 44.6%      No 14.0%      Unsure 41.4%

#### Comments:

- *I think so, except for noise pollution with the jets; single engine craft seem fine*
- *There has been much progress and more sensitivity in the last 10 years*
- *We need to keep paving at its present level to protect aquifers. Better landscaping at entrance would be an improvement*
- *Encourage the use of the airport*

## Town Governance Questions

**21. Do you think the number of selectmen should:**

- i. Be increased from 3 selectmen to 5 selectmen. 20.6%
- ii. Remain at 3 selectmen, but add a town manager 16.3%
- iii. Remain unchanged at 3 selectmen. 63.1%

**22. Should the Owls Head Town ordinances be updated to place them in alignment with the current (or when approved, the updated) comprehensive plan?**

Yes 57.3% No 6.1% Unsure 36.6%

Comments:

- *Let's see what the comprehensive plan looks like before passing any companion ordinances or amending existing ones.*
- *Reduce setback from 25' to 15'.*

**23. Please indicate your opinion of the following Town ordinances: (Land Use, Shoreland Zoning, Site Plan Review, Subdivision)**

	Adequate	Not Adequate	Not familiar with it
Land Use Ordinance	32.8%	8.8%	58.4%
Shoreland Zoning Ordinance	37.3%	7.8%	54.9%
Site Plan Review Ordinance	20.8%	7.0%	72.2%
Subdivision Ordinance	19.4%	6.6%	74.0%

### Summary Questions

**24. What do you LIKE BEST about living in Owls Head?**

- *Scenery*
  - *The ocean, the beauty of the coast line; working waterfront*
  - *Nice wide open spaces, rural, woods, wildlife*
  - *The pine smell, the salt air, the stars at night (low light pollution)*
- *Small town character and quaintness*
  - *Helpful friendly neighbors; I know many of its residents*
  - *Sense of community*
  - *Simple un-adorned lifestyle*
  - *Peace and quiet*
  - *Some folks refer to their multi-generation family history here with good memories*
  - *Safe, little crime*
  - *Not heavily developed or crowded; no industry, low traffic*

- *Working waterfront; essential to maintaining the character of Owls Head*
- *Access to wharf and water*
- *Being able to bike and kayak*
- *Availability of nearby stores, services, cultural events*
- *Availability of the airport important to many folks*
- *Low taxes (not all folks agree with this one)*
- *Great schools (not all folks agree with this one)*
- *Efficient management of town affairs , selectman form of government; friendly town employees*

## **25. What do you LIKE LEAST about living in Owls Head?**

- *Many answered “nothing to dislike” in this question; it’s all good!!*
  - *Dislike leaving it to return to New Jersey*
- *Some shabby and unsightly property conditions*
- *Roads:*
  - *Failure to maintain roads and signs*
  - *Lack of street lights (others say- too many street lights light pollution verses ability to see the stars)*
  - *No break-down lanes for walking or riding*
    - *No sidewalks*
  - *No enforcement of speed limits*
  - *Snowplow damage to yards and mailboxes*
  - *Endless noisy traffic along route 73*
  - *Truck traffic on North Shore Drive*
  - *Roadside litter (no shortage of comments on this)*
  - *Private roads*
    - *Sharing a private road with neighbors who are often unwilling to assume responsibility when it comes to making repairs and improvements*
    - *No town services for private roads*
- *Conflicts between locals and folks from away*
  - *Some residents and tourists disregard for private property rights*
  - *Fear that someday the shoreline will be private and closed to the public and dogs*
  - *The restrictions on what and how I can build on my shorefront property*
  - *The recent challenges brought by new neighbors//their interpretation of beaches, right-of-ways, shake up of a close community*
  - *I pay taxes and use very few services; I would like to be able to vote at town meetings (this from a person who lives here just less than 6 months a year)*
  - *Object to out of state[er] influence*

- *Seeing ugly trailers/campers dotted along the shoreline, not meeting set-back or other requirements*
- *The Town provides excellent public recreational facilities; visitors and residents should be directed and expected to use those facilities rather than trespass on private property*
- *Dwelling design pollution (huge mansions; building that look “out of place” in our Town*
- *Raise taxes on shore land property, lower taxes elsewhere; (Shore land folks don’t agree with this. They say they are already paying too much for services that they never use.)*
- *No city water or sewage*
  - *poor water quality,*
  - *availability a concern, particularly if the Town grows*
  - *concerns about possible contamination of the aquifer*
- *Miscellaneous*
  - *Not too much to do in OH; not much recreational stuff*
    - *Need more community events; public suppers, “Owls Head Days”*
  - *Airport noise & pollution*
  - *Weather: the winter temperatures , fog, not enough snow*
  - *The deer population*
  - *Real Estate tax structure is burdensome*
  - *Too many restrictions; setbacks, shoreland zoning, etc)*
  - *No cable TV or DSL in many parts of Town (Ballyhac Road was mentioned)*
  - *It is getting more crowded*
  - *Summer traffic and noise*
  - *Government – Town meeting can run the Town, don’t need selectmen; use secret ballots for all town meeting votes*
  - *Frequent electrical power outages*
  - *School system is mediocre; hard to encourage people with families to move here*
  - *Town beach problems*
    - *Unleashed dogs and dog pollution*
    - *Drinking parties – need sheriff patrols*
    - *Concern about fireworks on the beaches (or elsewhere in Town)*

## **26. What is YOUR VISION of Owls Head in 2025?**

- *Keep it much as it is today, beautiful and charming New England waterfront village, a quiet residential retreat; a great, special, non-touristy place to live.*
  - *Don’t let development of open land get out of control*



- *Preserve small town atmosphere*
- *Should have public water and sewage*
- *More trails for biking and hiking*
- *Block subsidized housing*
- *strong local lobster fishing presence*
- *attention to environmental pollution*
- *concern about rapid changes coming about as more local people sell properties that have been in families for generations.*
- *Improved schools*
- *Waterfront access*
  - *shoreline & water access to all town people, maintain airport usage but keep noise down early AM and PM*
- *Limited development*
  - *A little more developed, maybe by the shoreline; a retail community enclave;*
  - *Only the general store as a commercial property*
  - *Thoughtful development of some single family homes*
  - *Support and maintain the working harbor*
  - *Support & maintain the general store*
  - *One nice B&B would be great*
  - *Simple shops for simple needs*
  - *Discourage Mac-mansions*
  - *family owned gas station, stores and restaurants*
  - *The town center could have more shops and restaurants, but this should not occur elsewhere in the town. There are many jobs in nearby larger towns like Rockland. Owls Head should not compete with Rockland for business, but should upgrade its residential character based on its natural asset of an unusually beautiful coastline and amazing public parks and facilities*
- *Same small town with many outdoor recreation offerings to the general public, trails, waterways, camping, seashore; but casual family style, not large corporate holders, not a lot of stupid ordinances..... Keep it the same or improve the access. The next generation will not appreciate our beautiful space if they don't grow up in it, on it or with it. And when it comes time to vote or dollars to support the natural environment.... Well they just won't care.*
- *No tax hikes on shore front property; basically stays the same; more jobs around the waterfront in the village area*
- *Lower property taxes for schools; 10 schools for 2100 students is unreasonable*
- *Need better water and sewage solution throughout the town*

**27. What do you consider the single most important issue / problem facing the Town?**

- *Money – meeting the town budget without raising real estate taxes, taxes to support schools and other services*
  - *Need better tax collection, especially for personal property taxes*
- *Water quality and availability – clean water for wells; concerns about aquifer pollution*
- *Keeping it like it is today*
  - *Make sure that corporations and traffic stay out*
  - *If growth is strong, town facilities will become totally overwhelmed (schools, roads, police protection, etc.) It will greatly change the nature of Owls Head, drive up taxes and destroy what we have.*
  - *Resisting development and “bigness”; preserve small town rural character*
  - *Managing growth verses preservation*
  - *Keeping a working waterfront*
    - *Concerns about the possible decline of the lobster industry*
  - *As Maine properties are more and more being sold to “out-of-state” buyers, there are inevitable changes. How do we balance growth and change without losing the character of the town (and smaller communities)*
  - *Keeping the town a quiet beautiful area and at the same time bringing in businesses and development without upsetting character of town*
  - *Balancing the needs of the seasonal residents and those of the year-round residents*
- *Economic Development*
  - *More employment in the immediate area (but apparently, not in Owls Head)*
- *Demographics*
  - *Aging population*
  - *Finding enough people to run the town’s business when increasing proportion of the population is seasonal and “from away”*
  - *Cost and availability of affordable housing for young and old population as outsiders bid up the price of housing. This will force a change in the character of the town*
- *Schools*
  - *Maintaining in town school*
  - *RSU13 teacher quality; education quality*
- *Services*
  - *Road ditching and drainage is horrible*
  - *Issues with plowing and sanding*
  - *Inadequate parking at Post office / General Store*

- *Airport*
  - ⊖ *As the airport expands, more & more air traffic and pollution will occur*
- *Pollution*
  - *Clean up shore-line pollution; clam flats are perpetually closed due to inadequate septic systems*
- *Public access*
  - *Shorefront access - New folks moving in and trying to cut off access that has always been enjoyed by the public.*
  - *Allow public access to natural preserves*
  - *Larger Green Space*
  - *Preservation of shorefront access for fishermen and other working on the water front.*
- *Blight – there are several locations/residences that are poorly maintained; broken down vehicles and boats don't belong in public vies on residential properties.*
- *Shore-land zoning violations; concerned about tree cutting and building of structures next to the water. (house at Head of the Bay); protection of the waterfront and shoreline*
- *Drugs*
- *Too much government telling us how to live*
- *Getting people to take part in town affairs*
- *Lack of work for young people*

#### **General Comments**

- Definitions of property, municipal easements, public easements and public rights of way should be better defined for the entire community.
- Need to familiarize the residents about the town ordinances
- “For personal reasons I would like to have more latitude and flexibility to build on my property’s existing structures”

# Town of Owls Head Comprehensive Planning Survey Questions

## Information about the Responder

1. Why do you live in Owls Head? *(Circle/check those that apply)*

Lived here all my life	
Relatives or family property nearby	
Close to my work	
Friends nearby	
Affordability	
On the coast	
Near shopping, restaurants, museums, etc.	
Rural, small town atmosphere	
Safe place to live	
Schools	
Other (?)	

Comments:

2. I live in Owls Head as a: *(check one, or enter months if seasonal)*

Year round resident \_\_\_\_\_; Seasonal resident for \_\_\_\_\_ months per year

3. I am: working for a private employer \_\_\_\_\_; working for the public sector \_\_\_\_\_; self-employed \_\_\_\_\_; unemployed \_\_\_\_\_; retired \_\_\_\_\_.

4. I work: full time \_\_\_\_\_; part time \_\_\_\_\_; seasonally \_\_\_\_\_; I am seeking work \_\_\_\_\_; not applicable (i.e., retired) \_\_\_\_\_

5. If you are not retired, what town(s) do you work in? *(circle town or fill in 'other')*

Owls Head	South Thomaston
Rockland	Thomaston
St. George/Tenant's Harbor	Camden
Augusta	Rockport
Other _____	

6. I have children or extended family members in the local K-12 schools. *(Check yes or no for the categories that apply)*

<b>Category</b>	<b>Yes</b>	<b>No</b>
Public Schools		
Private Schools		
Home School		
Other?		

Comments:

### **Preservation of the Town's Character**

7. What aspects of Owls Head would you like to preserve? What priority would you assign to this effort? *(Circle/check those that apply and assign a priority – low, medium, or high.)*

<b>Aspect</b>	<b>Low</b>	<b>Medium</b>	<b>High</b>
Rural character			
Working waterfront			
Public recreational access to waterfront			
Coastline			
Scenic vistas and resources			
Wetlands (marshes, bogs, etc.)			
Wooded areas			
Agriculture/farmlands			
Public access to trails and shoreline			
Wildlife habitat			
Historic sites and buildings			
Elementary school in town			
Other?			

Comments:

8. If there are any specific scenic, environmental, cultural or historical attributes in Owls Head which you believe should be better protected, please identify them:

9. What methods should the Town consider to protect any of the characteristics which you cited in question seven? *(Check or comment on the methods that apply)*

Town Acquisition	
Ordinance	
Easements	
Tax Breaks	
Conservation Easements	
Fundraising	
Other?	

### Locally Available Services

10. Rate both the **quality** and the **importance** of the public services / municipal facilities:  
*(For each service or facility: check a quality level and rank its importance to you)*

Services and Municipal Facilities	Quality				Importance 5= very important; 0 = unimportant
	Adequate	Needs Improvement	Not Adequate	Unsure	
Fire department					
Ambulance / EMS					
Police/law enforcement					
Airport					
Road maintenance					
Snow plowing/sanding					
Street lighting					
Transfer station (Buttermilk Ln)					
Bulk transfer (stump dump)					
Town office					
Town government					
Code enforcement					
Parks & public areas					
Library					
General assistance					
Cemeteries					
Recreational facilities					
Public school (RSU13)					
Walking and bike paths					
Public parking					
Mooring availability					

Comments:

### Future Growth

11. Assuming that the population of the Town continues to grow, what kind of housing development would you like to see in Owls Head? *(Check one box for each type of growth)*

Potential types of Residential Growth	Yes	No	Unsure
Single family			
Two family			
Multi-family homes / apartments			
Mobile home parks			
Condominiums			
Cluster Housing			
Other ?			
None			

Comments:

12. Would you like to see more residential subdivisions developed within the Town boundaries?

Yes \_\_\_\_\_ No \_\_\_\_\_ Unsure \_\_\_\_\_

13. Should the Town consider areas of higher density residential construction where the proposals include the water and sewage infrastructure needed to support it?

Yes \_\_\_\_\_ No \_\_\_\_\_ Unsure \_\_\_\_\_

14. Do you see a need for more affordable housing in the community?

Yes \_\_\_\_\_ No \_\_\_\_\_ Unsure \_\_\_\_\_

15. Do you see a need for more housing for the elderly / assisted living?

Yes \_\_\_\_\_ No \_\_\_\_\_ Unsure \_\_\_\_\_

16. Do you feel that commercial / business development should be encouraged in order to create more jobs in Town and to share the tax burden with home owners?

Yes \_\_\_\_\_ No \_\_\_\_\_ Unsure \_\_\_\_\_

17. If you believe more commercial development is appropriate, what type of commercial enterprises should be considered? *(Check one box for each type of development)*

Potential types of Commercial Development	Yes	No	Unsure
Retail stores			
Lodging (Inns & Bed & Breakfast)			
Repair services			
Craft industries			
Restaurants			
Professional services			
Home based businesses			
Aquaculture			
None			

Comments:

18. Do you feel that Knox County’s management of the airport is sensitive to the needs of the Town? *(Check one; add comments if appropriate)*

Yes \_\_\_\_\_ No \_\_\_\_\_ Unsure \_\_\_\_\_

Comments:



**Environment**

19. What priority do you place on environmental issues in Owls Head? *(Circle/check those that apply and assign a priority – low, medium, or high.)*

<b>Environmental Consideration</b>	<b>Low</b>	<b>Medium</b>	<b>High</b>	<b>Unsure</b>
Water resources				
Smoke and other classes of air pollution				
Shore-land zoning				
Other land use zoning				
Septic/ sewage waste disposal				
Excessive noise levels				
Excessive use of pesticides and fertilizers				

Comments:

20. Do you feel that Knox County’s management of the airport is sensitive to the needs of the environment? *(Check one; add comments if appropriate)*

Yes \_\_\_\_\_ No \_\_\_\_\_ Unsure \_\_\_\_\_

Comments:

**Town Governance Questions**

21. Do you think the number of selectmen should:

- iv. Be increased from 3 selectmen to 5 selectmen.
- v. Remain at 3 selectmen, but add a town manager
- vi. Remain unchanged at 3 selectmen.

22. Should the Owls Head Town ordinances be updated to place them in alignment with the current (or when approved, the updated) comprehensive plan?

Yes \_\_\_\_\_ No \_\_\_\_\_ Unsure \_\_\_\_\_

23. Please indicate your opinion of the following Town ordinances: (Land Use, Shoreland Zoning, Site Plan Review, Subdivision)

	<b>Adequate</b>	<b>Not Adequate</b>	<b>Not familiar with it</b>
Land Use Ordinance			
Shoreland Zoning Ordinance			
Site Plan Review Ordinance			
Subdivision Ordinance			

### **Summary Questions**

24. What do you **like best** about living in Owls Head?

25. What do you **like least** about living in Owls Head?

26. What is **your vision** of Owls Head in 2025?

27. What do you consider the **single most important issue / problem** facing the Town?

CERTIFICATION OF ADOPTION

We hereby attest that this is a true copy of the COMPREHENSIVE PLAN of the Town of Owls Head, Maine, duly adopted at a Special Town Meeting held on April 22, 2014:

Selectmen:

Rea

Nancy Carlson

Linda Post

Attest to:

Buxton Carlson  
Town Clerk

Date:

4/22/14