

TABLE OF CONTENTS

INTRODUCTION	1
Our 5 Key Goals for this Plan	1
Process-public involvement in developing the plan.....	2
The Survey	3
Meetings of the Whole Committee and Sub Committees	3
The Content of This Plan	6
 RURAL CHARACTER.....	 7
 HISTORY AND ARCHAEOLOGY	 9
Prehistoric and Historic Archaeology	9
List of Historic and Archaeological Sites	9
Extant (Visible) Historic Resources.....	11
Village by Village Descriptions.....	12
Cemeteries.....	13
Listed on the National Register of Historic Places	14
Existing Preservation Measures	14
Public Opinion Survey Results	16
Analysis.....	17
Summary Findings.....	19
Goals and Steps to Achieve Them.....	20
 POPULATION	 21
Trends	22
Births Deaths and In-Migration	22
Age Distribution.....	23
Density	24
Educational Attainment	26
Income and Poverty	26
Population Projection and Forecasts.....	28
The Planning Implication.....	29
Recommendation	30
 THE ECONOMY.....	 31
Historical and Regional Context.....	31
The Labor Force.....	31
Local Economy	35
Planning Issues.....	37
Goals and Steps to Achieve Them.....	40
 PUBLIC FACILITIES AND SERVICES	 42
Capital Assets.....	42
Town Administration.....	43

Waste Management.....	44
Libraries	45
Police.....	46
Enhanced Emergency 911.....	46
Fire and Rescue.....	46
Municipal Line Departments	47
Public Opinion	48
Summary Findings	48
Goals and Steps to Achieve Them	49
RECREATION AND ACCESS	50
Inventory of Physical Assets.....	50
Public Organized Sport Facilities	53
Private Recreational Facilities	54
Regional Recreational Facilities	54
Planning Issues.....	55
Goals and Steps to Achieve Them.....	57
SCHOOLS/EDUCATION	59
Elementary School	60
High School	61
Planning Issues.....	61
Public Opinion	63
Summary of Findings.....	64
Goals and Steps to Achieve Them	64
ROADS AND TRANSPORTATION.....	65
Today’s Road System	65
Accident Reports.....	67
Road Condition and Maintenance Plan.....	69
Parking Facilities	69
Bridges	70
Public Transportation.....	70
Bike Paths	70
Public Opinion	71
Summary Findings.....	72
Goals and Steps to Achieve Them.....	73
FISCAL CAPACITY	76
Valuation and Taxes	76
Tax Exempt Properties.....	80
Revenue and Expenditures.....	83
Analysis.....	85
Surplus	85
Summary Findings	86
Goals and Steps to Achieve Them.....	87

CAPITAL INVESTMENT PLAN.....	88
Current Capital Investment Needs	89
Capital Reserve Accounts	89
Road Capital Maintenance Plan.....	90
Capital Improvement Plan	90
MARINE RESOURCES.....	94
Fishing Resources	94
Harbor and Marine Facilities	97
Shore Access.....	97
Existing Laws and Programs	99
Opinion Surveys.....	101
Planning Issues.....	103
Goals and Steps to Achieve Them	105
NATURAL RESOURCES	108
Inventory	108
Threats and Planning Issues.....	118
Existing Laws.....	120
Public Opinion	122
Goals and Steps to Achieve Them	123
GROUNDWATER	125
Source of Water Supply	125
Amount of Water Available.....	126
“Low Volume Watershed” Areas of Concern	128
Potential Threats to Groundwater Quality	129
Existing Laws Related to Ground Water Protection.....	130
Public Opinion	131
Planning Issues.....	131
Summary Findings	133
Goals and Steps to Achieve Them	133
FORESTRY, AGRICULTURE AND OPEN SPACE	135
The Woods and Fields	135
Existing Programs and Laws	135
Public Opinion	137
Analysis.....	137
Threats and Planning Issues.....	138
Goals and Steps to Achieve Them	138
AFFORDABLE HOUSING	140
Housing Stock.....	140
Housing Affordability.....	148
Public Opinion	152
Planning Issues.....	152

Goals and Steps to Achieve Them153

EXISTING LAND USE154

 Geographic Neighborhoods154

 Ownership.....160

 Commercial Land Use161

TOWARD A FUTURE LAND USE PLAN162

 Growth Rates and Projections.....162

 Existing Laws.....164

 Public Opinion167

FUTURE LAND USE PLAN PART I - GROWTH MANAGEMENT.....170

 Issues Discussed.....170

 Summary Findings171

 Policies Regarding Growth Areas.....172

 Policies Regarding Rural Protection Areas.....173

 Growth Management by Village Area.....175

FUTURE LAND USE PLAN TO REACH OUR 5 KEY GOALS179

 Open Space and Rural Character179

 Access for Commercial Fishermen.....181

 Ground Water and Drinking Water.....182

 Affordable Housing183

REGIONAL ISSUES185

 Economy Issues185

 Water and Marine Resources186

 Transportation.....188

 Education189

MAPS

(All maps can be found attached in the pocket)

<u>Map Name</u>	<u>Referred to in Chapter</u>
Historical Features	HISTORY AND ARCHAEOLOGY
Marine Resources.....	MARINE RESOURCES
Wildlife Habitat	NATURAL RESOURCES
Ground Water Usage.....	GROUNDWATER
Land Use	EXISTING LAND USE
Future Land Use.....	FUTURE LAND USE
Composite Constraints	FUTURE LAND USE PLAN PART II

ACKNOWLEDGMENTS

Thanks to the tireless commitment of a great many volunteers, this plan truly reflects the community of Phippsburg.

Thanks go to the members of the Main Committee who guided this process from its beginning: three Selectmen: Tom Totman at the beginning (later replaced by Alan Douglass), Proctor Wells (who was later replaced by Everett Perkins) and Michael Rice, Marie Varian, Chairman of the Planning Board, David Thombs, Chairman of the Board of Appeals (who later resigned), Lee Rainey, Code Enforcement Officer and Richard ‘Nick’ Nichols, Coordinator (until 11/19/03).

Singled out for an extra dose of gratitude is Mike Rice, who facilitated the meetings when the Committee made the tough decisions regarding Land Use and Growth Management.

Thanks to the following devoted members of the sub-committees and other participants who worked so hard gathering information and reviewing/writing numerous drafts of the chapters.

Agriculture

Mark Hawkes, Chair
(resigned 10/26/04)
Kai Jacob
Sue Verrier
Randy Harrington

Economy & Services

Ken McPherson, Chair
Jean Flink
Clifford Newell
David Power

Marine Resources

Russ Smith, Chair
Frank Freer
Clifford Goudey
Muriel Hendrix
Proctor Wells
Chilloa Young

History & Rural Character

Merry Chapin, Chair
John Bradford
Richard Kelly
Jane Stevens
Jack Thompson
Charlotte Moore
Peter MacMurray
Helen Webb
Orman Hines
Carol Brown
Cece Coates
Peter Hutchinson

Land Use

Les Smith, Chair
Jim Little
Martha Streeter
Steve Thayer
Marie Varian

Natural Areas & Wildlife

Bill Emerson, Chair
Joan Detel
Sharon LaFond
Marcia Makris
Lori Quimby

Recreation

Ron Flink, Chair
Nick Sewall
Angie Zimmerman

Water Resources

Liz Smith, Chair
Wendy Menard
Paula Palmer

Sprawl & Housing

Loring Hart, Chair
Rick Albertson
Caroline Hutchinson
Jamie Kitchen
Joan Maloney-Chrane

Gratitude goes to Richard Nichols who put in infinite hours of volunteer time from the beginning to set up the process, develop, administer and analyze two surveys, and prepare drafts of many of the chapters.

Thanks go to Mike Young, our Town Administrator, who has been invaluable in his administrative support, keeping track of us by preparing the minutes of all the Committee of the Whole meetings, maintaining the website and assisting in the editing of the plan.

Thanks go to Loring Hart who edited the entire plan.

The support of the Maine Coast Heritage Trust and Paul Hoffman GIS Cartographer, who produced the maps included in this plan, is gratefully acknowledged.

Esther Lacognata was our consultant pulling it altogether. Working with Richard Nichols, and the committees she wrote the plan to reflect the wishes of the community with the intent that the Plan would also meet the requirements of the Growth Management Act.

INTRODUCTION

This Plan, five years in the making, is truly Phippsburg's Plan. It is not just an update of the 1989 Plan, it is a total rewrite. While it was guided by and addressed the 10 goals of the State's Growth Management Act, the planning process crystallized and the plan addresses Phippsburg's 5 Key Goals:

- 1. MAINTAIN THE RURAL CHARACTER OF PHIPPSBURG.**
- 2. ASSURE THERE WILL BE OPEN SPACES FOR HUNTING, WORKING FORESTS, FARMING AND THE ENJOYMENT OF THE RESIDENTS OF PHIPPSBURG.**
- 3. ASSURE A VITAL FISHING INDUSTRY WITH ADEQUATE ACCESS TO THE WATER.**
- 4. ASSURE A SUSTAINED SUPPLY OF QUALITY DRINKING WATER.**
- 5. ASSURE AFFORDABLE HOUSING TO RETAIN THE LOCAL WORKING POPULATION, THE ELDERLY AND THE YOUNG GROWING UP IN PHIPPSBURG.**

The plan reflects the views of the residents which were solicited to an unprecedented extent through meetings, discussions and two public opinion surveys.

The impetus for re-writing the Comprehensive Plan was the realization that it should be done every 10 years. When the Selectmen inquired about the availability of grant money from the State, they were told that the State had asked for corrections to the plan submitted in 1991, but none were received.

Then, too, members of the Planning Board were concerned about a provision of the Growth Management Act, since considerably weakened, that would have made null and void any land use ordinance not consistent with the Growth Management Act, by January 2003. This looming deadline was very much in effect in 2000.

The 1989 Plan, while adopted by the Town, was found "inconsistent" with the Growth Management Act by the then Office of Comprehensive Planning. The comments of reviewing State agencies and the findings of inconsistency by the Office of Comprehensive Planning are documented in a letter from Frank Hample, dated June 4, 1991 (that letter and the 1989 plan are on file at the Town Office.)

The Office of Comprehensive Planning was subsequently eliminated and later reorganized into the State Planning Office. With all these changes, and little guidance from the State, there was much confusion and little motivation to make the minor changes which would have made the 1989 plan consistent. If that had been done, this effort ten years later could have been a simpler "update."

In June of 2000, Richard Nichols, a long time resident and former Phippsburg Code Enforcement Officer, met with the Selectmen and volunteered to coordinate the preparation of a new plan.

THE PROCESS - PUBLIC INVOLVEMENT IN DEVELOPING THE PLAN

Phippsburg's seasonal and year round residents were so thoroughly involved in creating this plan that describing the process is synonymous with documenting the public involvement process.

Fall of 2000 - Questionnaire

A two page open ended questionnaire intended to be mailed or returned to the Town Office was mailed to each Phippsburg resident and taxpayer. It served to stimulate people's interest and began to identify the key issues people were concerned about.

Since the comments were so extensive and so many, only the responses to the first question were later categorized. The question was, "*What issues or problems do you think face Phippsburg in the next 10-15 years?*"

144 respondents expressed concerns that Mr. Nichols categorized as "Development/over development/zoning." 118 listed as concerns taxes/assessments; 116 public services; 87 natural areas; 82 education; 75 rural character; and 68 sprawl.

The rest of the responses were not analyzed. There are 100 pages of typed comments available on disc and hard copy at the Town Hall. However, this first survey did identify the issues and provided the foundation for a later Town survey which provided quantifiable measures of public opinion.

Winter of 2001 - Organization of Committees

The Main Committee was made up of the three Selectmen, Chairpersons of the Planning Board and the Appeals Board, the Codes Enforcement Officer and the Comprehensive Plan Coordinator.

Nine subcommittees were formed and assigned one or more of 15 different topics and assigned responsibility to gather data to complete an inventory according to the guidelines provided by the State Planning Office. These subcommittees functioned throughout the process. They were advisory to the Committee of the Whole, which consisted of the Main Committee and chairs of the 9 sub-committees (please see Acknowledgments on page v for the listing of all the participants in this process.)

Spring of 2001 - Village Meetings

At the suggestion of Mr. Nichols, the Town was divided into 8 "Village Areas." This turned out to be a useful way of dealing with the unique character of each area or "neighborhood." They were referred to as "Village Areas" even though not all of them had core areas conventionally thought of as villages. They are discussed in the Existing Land Use Chapter and a future land use plan for each can be found in the Future Land Use Plan, Part I Chapter of this plan.

In May of 2001 people were invited, via fliers in mailboxes, to a "Village Meeting" in each of the 8 village areas. Subcommittee chairs shared their findings to date and people were

encouraged to offer observations. The meeting in Popham was attended by about 30 people, an indication of its strong sense of community. These meetings were not recorded, but they, too, served to identify concerns and offered opportunities to participate.

Spring of 2001 - Village Profiles

The idea of creating a profile of each village emerged at the Popham meeting. Caroline Hutchinson volunteered to interview at least one long time resident in each area and ask the following questions:

1. Is there a feeling of community?
2. Are there any community activities?
3. What is the ratio of year-round to seasonal residents?
4. Any low cost housing available?
5. Any businesses?
6. Any recreational facilities?
7. Any points of historical interest?
8. Any sale of houses since 1997?
9. Any recommendations?

The responses to these questions were used to characterize each “Village Area.” They formed the backbone of the village descriptions found in the Existing Land Use Chapter and the Future Land Use Plan.

Summer of 2001 - Town Survey

The most useful tool for gathering public input was the Town Survey developed by Richard Nichols. Focusing on issues that had emerged in the open ended questionnaire and modeled on a survey in a New Hampshire town, Mr. Nichols developed a questionnaire which could be entered and analyzed by computer. The survey was mailed to every Phippsburg resident and taxpayer in September. It contained two parts. The first part consisted of demographic questions, making it possible to run correlations; the second was a survey of opinions related to the issues to be addressed in the comprehensive plan. The number of respondents totaled 559 which is 34% of the number mailed. This rate of response is considered the norm for mailed surveys.

The responses on which there was 60% or more agreement were used in relevant sections of the plan. The entire survey and the responses are on file at the Town Office.

Meetings of the Whole Committee and Subcommittees

As of February 2004 the Whole Committee had met 37 times. Often other members of the sub committees also attended and participated in the discussions; however, only the chairs and members of the Main Committee voted. These meetings were advertised and chaired either by the facilitator/consultant, or by one of the Selectmen. Mike Young attended all of them and recorded the meetings in minutes which were sent to all participants and are on file both electronically and in hard copy. These minutes were also available on the Town’s website for public review.

In addition the subcommittees held numerous, uncounted and unrecorded informal meetings.

Fall 2001 - Inventories, Findings and Policies

The subcommittees conducted inventories and held meetings to discuss the issues. A consultant was engaged to assist with facilitation in December 2001. Each committee was asked to analyze and discuss the data gathered then to make “findings” from the inventory they had completed and the public opinion survey. Based on them, the committees then drafted suggested policies to be presented to the whole committee.

Winter and Spring of 2002 - Visioning Process

In January the consultant facilitated a preliminary visioning process. (This was not the structured “Community Visioning process,” the guidelines for which were published later by the State Planning Office). The process was intended to determine the level of concern about the impact of growth, to understand the constraints to growth in each area, and to gauge the degree of support for growth management. It should be noted that after these concepts were discussed in terms of what people wish and hope for, committee members appeared to be much more receptive to growth controls than when the methods to achieve those controls were first presented to them.

A series of meetings was then held bi-weekly. Each committee was assigned a date when it should make its report and recommendations to the Whole Committee. This intense schedule was maintained from March through May of 2002.

A document Preliminary Findings and Policies for Phippsburg Comprehensive Plan was prepared, reviewed, and distributed at the June 2002 Town Meeting. On the cover sheet an invitation was issued to the public to attend the next series of meetings intended to develop “implementation strategies.”

Summer and Fall of 2002 - Implementation Strategies

It should be mentioned that as the committees completed their inventories, the Coordinator and Consultant were preparing drafts of the chapters. Drafts were returned to the committees and distributed to the Committee of the Whole.

Bi-monthly meetings of the Whole Committee were held to develop implementation strategies. All chapters, up to but not including Land Use and the Capital Improvement Plan, were individually discussed.

Winter and Spring of 2003 - Drafting of the Future Land Use Plan

The Comprehensive Planning Committee spent the next six months drafting and discussing the ultimate product of the whole planning process - the Future Land Use Plan.

An attempt was made to continue this process for developing a future land use plan for each village. Considerable disagreement then arose in regards to proposed growth areas, protection areas and methods of growth management, such as zoning and growth caps. It was decided to compile all the information to date and ask the Consultant to present options and ask the Land Use and Sprawl Committees to recommend management methods for discussion by the Whole Committee.

In preparation for this the Consultant interviewed in depth 12 members of the Whole Committee. The 5 key goals quoted at the beginning of this Introduction emerged from these interviews. These goals were presented to the Selectmen. They agreed that the goals

represented those of the community to the best of their knowledge and could serve as the organizing structure for the Future Land Use Plan.

Summer 2003 - Drafting of the Growth Management Plan

Throughout the summer of 2003 the Whole Committee met again bi-weekly or sometimes weekly, to vote on the steps to carry out the Future Land Use and Growth Management Plan.

These meetings turned out to be the most critical of the planning process, its climax and culmination. In them, facilitated by Selectman Mike Rice, votes were taken on each of the recommended steps. The Committee members not only considered its own views but attempted to represent the sentiments of the Community to the best of their ability.

The two chapters: Future Land Use Plan Part I - Growth Management and Future Land Use Plan Part II to Reach our 5 Key Goals provided the Committee with a summary and comprehensive view of all of the issues which led to in depth discussions.

The importance of these meetings was universally recognized. The Whole Committee attendance was almost always 100% and was often augmented by interested members of the sub committees.

The decision making was facilitated by Mike Rice. Each of the steps in these two chapters was approved by at least a majority, often unanimously. (Records of these meetings from July 22 to September 16 are in the Comprehensive Plan, 2004 file at the Town Office.)

Fall and Winter of 2003/2004

Each chapter, as it was drafted, was posted on the Town's web site. Final work on some of the chapters was still continuing. Loring Hart volunteered to go though the entire plan for a final edit.

It seems as people realized the seriousness of this effort participation had increased (this is in sharp contrast to efforts in most other towns where committees often dwindle down to 4-5 people). This level of interest and participation is further testimony to this being truly the Town's Plan.

Fall and Winter 2004/2005

Editing of the plan continued. In November 2004 the Committee sent an "Executive Summary", which contained an overview and specific Goals and Steps, to all taxpayers and residents. Full copies of the Comprehensive Plan were made available for review at the Town Office, Library, School, Fire Station and Pine Tree Service Center. Copies were also available for loan or purchase.

In January 2005 a two night Public Hearing was held with approximately 75 citizens in attendance each night. Explicit meeting minutes were taken which totaled 26 pages. The individual committees later reviewed these minutes and a meeting of the Whole Committee took place in March to enact changes.

Spring 2005 to Spring 2006

Editing of the plan continued and the Whole Committee met again in November 2005. In December 2005 another two night Public Hearing was held with approximately 67 citizens in attendance each night. Explicit meeting minutes were taken which totaled 18 pages. The

individual committees later reviewed these minutes and a meeting of the Whole Committee took place in February 2006 to enact changes.

Editing continued throughout March. The Whole Committee met at the end of March and voted to forward the completed final plan to the citizens for passage. A non-developmental Public Hearing for referendum vote was held in April followed by an Australian Secret Ballot Town Meeting vote on May 8, 2006.

The Content Of This Plan

The organization of this Plan follows the guidelines issued by the State Planning Office in the publication - Comprehensive Planning: A Manual for Maine's Communities. A table of contents is meant to guide the reader. The Plan begins with the description of the rural character and history of the Town, followed by a series of "demographic" descriptions of the population and economy. The section on affordable housing analyses the availability of such housing in Phippsburg based on the income of the population.

The chapters on Agriculture, Forestry, Natural Resources, Ground Water, Marine Resources, Public Services, Recreation, Transportation (Roads), and Fiscal Capacity generally follow the same pattern: inventory, analysis of implications and concerns, threats and summary findings including relevant responses to the Survey, followed by Goals and Steps to Achieve Them.

The Land Use chapters employ a slightly different organization. There is a lengthy chapter on the existing land use and trends followed by the two chapters on a future land use plan.

Just as the Future Land Use Plan is the culmination of the work on all the resources and analysis of growth trends, the Capital Improvement Plan summarizes all the work in accord with the Transportation and Public Facilities Chapter. It projects the capital investment and improvement needs of the Town until 2015.

The final chapter on regional issues contains a review of Phippsburg's place in the region. It describes how some of the aspects of the plan relate to or are affected by neighboring communities.

INTRODUCTION TO PHIPPSBURG: ITS RURAL CHARACTER

Phippsburg has always been a small community. Its isolated geographic location, as a peninsula in the Gulf of Maine, is one reason for the community's rural character. Another reason, although difficult to define, is the feeling that you have as you drive through much of the Town, live here as a towns person, or simply spend time as a visitor.

Phippsburg has a long tradition of maritime activities. Many vessels are still a vital part of the town's economy, since they are used for commercial fishing and recreation. Views of Phippsburg's waters and shores, and the activities they embrace, are believed by many to be essential to the beauty and rural character of the Town.

Each individual village adds its own uniqueness to the total quality of Phippsburg's rural character. After the causeway into Phippsburg, the first village one encounters is Winnegance. From there, through Dromore to Phippsburg Center, Parker Head, Cox's Head, Popham, Small Point, Ashdale; to West Point and Sebasco; Meadowbrook and Stoneybrook; one encounters a combination of woods and open space, village and sea. Each of the villages gives us a view of land and a sense of history, all very important to our belief that we still live in a rural area.

The few 18th century and many 19th and early 20th century homes, barns, churches, granges, and other historic buildings that remain give us an opportunity to step back in time and consider the families of the past who lived in and used them. Fortunately, the Totman Library and Phippsburg Historical Society have newspapers, historical records and visual displays that help us remember the people who built homes, attended the churches, and contributed from the beginning to make Phippsburg a community. It is important to Phippsburg's rural character that these villages are kept intact: their scenic views protected and the memories they inspire kept alive, since they are such an important part of our local history.

The many cemeteries in Phippsburg also contribute to our rural character. With a lack of good roads for travel, many families buried their deceased relatives very close to their homes. There are at least 103 recorded cemeteries in Phippsburg, and there is a common belief that there are actually many more. As we travel through our community, we wonder about the families that lie in these graveyards. The stories of the families buried there are a link with our past, and a simpler life. Care for these graveyards and the documentation of the lives of those buried there demonstrate our pride in the people who gave so much to Phippsburg and to our country as well.

Perhaps most important to the preservation of our rural character is open space, since we associate "ruralness" with fields, woods, stone walls, water, and a low density of buildings. We are fortunate that so many caring people in Phippsburg have donated money and time to preserving these features. By purchasing the Sebasco Beach/Totman Cove property, residents have shown their support for keeping a large piece of land open for

recreational use and to support our economy by providing access to clam flats for our local shellfish harvesters. In addition, the Phippsburg Land Trust, with the support of many donors, has purchased the Cooley Property which preserves the beauty of Center Pond. Other land donated or sold to the Phippsburg Land Trust has been important to keeping open space available to our residents. Morse Mountain, its trails and beach, provide access to nature as well as opportunities to observe the ongoing restoration of marshland.

Many private landowners have also maintained open space, protecting the scenic views that all enjoy. While it may be impossible to place a monetary value on the places where easements have been granted and land preserved, Phippsburg has demonstrated that open space protection and preservation is vital for maintaining its rural character into the future.

Living in Phippsburg brings with it an intangible quality, which is part of “ruralness.” It is the spirit of generosity, often typical of a small town where people help each other, and willingly support community projects. Many community members engage in raising money or in donating time to benefit all of us. Both residents and nonresidents give privately as well as serving on Town committees. The residents of Phippsburg treasure this spirit of cooperation and generosity and strongly desire to keep it intact.

HISTORY AND ARCHAEOLOGY

PREHISTORIC AND HISTORIC ARCHAEOLOGY

(Please see **Historical Features map in the attached pocket**)

Prehistoric archaeology relies upon material remains and ethnology for understanding and interpretation. There are several known Native American sites in Phippsburg which are prehistoric. At least three archaeological excavations of the large site on Mussel Point at the entrance to the Basin have revealed very early artifacts, some going back to the archaic period. Besides evidence of thousands of years of occupation at this site, there are (presumed) Indian graves as noted on the cemeteries map, and a native village site behind Popham Chapel.

Historical archaeology concerns itself with material remains of human activity during the epoch of recorded history. Archaeology relies upon the unearthing of material remains or other evidence of human occupation or enterprise. History relies upon documentary records that may provide factual reference to particular occupations or enterprise.

Historic sites may or may not be the subject of or conducive to archaeological investigation as a means to a more detailed understanding or explanation of their construction and use.

Reported archaeological sites are on file at the Maine State Historical Commission and, by Federal mandate, are accessible only to professionals. Phippsburg cemeteries are plotted on a map in the Town Office.

HISTORIC AND ARCHAEOLOGICAL SITES

The following is a preliminary list of sites in Phippsburg for which there is historical reference, extant remains, or are otherwise of potential archaeological interest. Only a few of these have undergone archaeological investigation; most may never undergo formal investigation or “preservation.”

Still they are part of our history and should be recorded. This is particularly true where there is an historic landscape or a view involved.

The list does not include wharves or pilings, although specifically identified ones might be of historical interest. Nor does it include any of the few identified prehistoric (Amerindian) sites which are protected through Federal and State legislation.¹

1607 Fort St. George. Located at Popham, site of the first English colonization attempt in New England. Excavations reported by Dr. Jeffrey P. Brain (1995.1997-2003) whose archaeological team has located several of the colony’s structures.

¹ Information provided by Peter A. Hutchinson. July 16, 2003. Readers are invited to report additional specific sites or visible (extant) remains for inclusion in this list, to Peter Hutchinson 207-389-2657 or phutchinson@clinic.net.

1659 Thomas Atkins' Fort. Popham. Located on the Phineas Jones, 1731 Plan of Small Point.

1716 "Ancient Augusta" Fort. Settlement of the Pejepscot Company. Dr. Oliver Noyes, a proprietor, principal director, and patron of the settlement, erected a stone fort 100 feet square for protection of settlers. Located on the Phineas Jones, 1731 Plan of Small Point and John North, 1751 map of Phippsburg. Extant remains have been recorded on Alliquippa Road, but since may have been destroyed.

Oliver Noyes' stone house. Built in 1719 on Atkin's Bay. Located on the Phineas Jones, 1731 Plan of Small Point.

Corn mills on Parker's Bay. Located on Phineas Jones, 1731 Plan of Small Point.

Colonel Noble's house. At Fiddler's Reach. Located on John North, 1751 map of Phippsburg. The site is reported to have been later built over by a church.

Fort Noble. Remains at Fiddler's Reach.

James Campbell's store. The store was built on Atkins Bay. Located on the John North, 1751 map of Phippsburg.

William Rodgers dam and mill. At Dromore. Located on the John North, 1751 map of Phippsburg. The dam and grist mill were located on the Mark L. Hill, 1793 map of Phippsburg. There are visible remains.

Mill at Small Point (Hermit Island). Located on the John North, 1751 map of Phippsburg.

William Lithgow's house. In Winnegance. Located on the Mark L. Hill, 1793 map of Phippsburg.

1765 Spirit Pond sod house. An earth-bound shelter at Popham at the head of the Morse River. Excavated in 1972 and reported by Lenik (1973) in the New England Antiquities Research Association, Special Publication No. 2.

Dam at Morse River/Spirit Pond. Reported by Lenik (1973). Probably used in the 1800's for an ice pond.

Andrew Webster's dam and saw mill on Southeast Cove at the Basin. Constructed before 1764, probably by James McCobb. Referred to in 1764 deeds from McCobb to Andrew Webster and James Purinton (Lincoln County Deeds 4:55-56.) There are visible remains of the dam.

Carding mill and Grist mill on Southeast Cove at the Basin. Constructed before 1816. Referred to in an 1816 deed from Timothy Batchelder to son Samuel (Lincoln County Deeds 93:71.) There are visible remains of the mill's foundation.

Cornelius Ice Pond. In Sebasco.

Parker Head saw mill. Located on the Mark L. Hill, 1793 map of Phippsburg. There are visible remains.

Parker's Bay dam and mills. There are visible remains of 1830's structure/1870's reconstruction.

Parker's Neck dam. 18th century, probably used for an ice pond (Phippsburg Historical Society). There are visible remains.

Basin Lime Concern. Reeds and Batchelder, 1830: kilns and log landing. There are visible remains, currently under excavation.

Blaisdell Shipbuilding site. 1764. At the Basin. Reported by the Phippsburg Historical Society (PHS) in *Phippsburg Fair to the Wind* (Lewiston: Twin Cities Printery, 1964).

Drummond Shipbuilding site. 1793. At Dromore Bay on Kennebec River (PHS).

Shipbuilding site. Lee, 1795-1806. At Fiddler's Reach on the Kennebec River (PHS).

Shipbuilding site. Hill and McCobb, 1796-1809. At the Phippsburg Center on the Kennebec River (PHS).

Morse Shipbuilding site. 1842-1871. At Winnegance on the Kennebec River (PHS).

Minott Shipbuilding site. 1853-1903. At the Phippsburg Center on the Kennebec River. There are visible remains.

Bowker Shipbuilding site. 1867-1921. At first at Stoneybrook on the Kennebec River (PHS). Later moved to Phippsburg Center.

Bowker Brickyard. ca. 1850. At Meadowbrook (PHS).

Quarries. Numerous quarries for granite, lime rock, slate, feldspar, and mica throughout Phippsburg. The earliest recorded before 1850. There are visible remains.

Cemeteries and burial grounds. More than 103 in Phippsburg. There are visible remains.

Stone walls. 18th and 19th century. Throughout Phippsburg.

Old roads. Throughout Phippsburg.

EXTANT (VISIBLE) HISTORIC RESOURCES

The prehistoric and archaeological site list above does not include the many structures included in the Windshield Survey conducted by the Phippsburg Historic Preservation Commission, with the guidance of a consultant and the help of more than 30 community volunteers in 2003. Funded by a grant from the Maine Historic Preservation Commission and matching in-kind resources from the Phippsburg community, this inventory of all structures more than fifty years old is ongoing. Consisting of over 450 properties, the survey is available for review at the Phippsburg Town Office. The survey serves an educational

purpose and also provides the foundation for determining the architectural and historical characteristics of Phippsburg and the preservation of selected sites.

Village by Village Descriptions

Late 19th and early 20th century everyday or vernacular architecture is well represented in Phippsburg. While Colonial, Federal, Georgian and Greek Revival can be found on the peninsula, it is the dominance of the everyday or vernacular that speaks to the character and history of the villages.

The informal relationship among buildings, streets, and houses often in close proximity of each other (at unusual angles), contributes to the character of each village. Rocky terrain, typical of most of Phippsburg, clearly influenced their placement and relationship. Several village areas have a concentration of buildings that suggests possible local historic district designation.

A description of Phippsburg's villages, taken from the Windshield Survey follows. Documentation for individual buildings and structures in each village is on file in Town Hall.

Winnegance

The village of Winnegance is a cluster of buildings found at the top (north) end of the peninsula just across Winnegance Creek. The surviving buildings reflect the mid-19th-century prosperity of the shipbuilding and lumber mills in the area and its resulting development. There are several excellent examples of Greek Revival architecture that retain their character-defining features and several houses with connected ells and small barns.

Stoneybrook - Meadowbrook - Brightwater

There are several older buildings in the Stoneybrook area which leads to the Meadowbrook and Brightwater areas. Many of the Brightwater buildings are part of an outstanding collection of summer cottages dating to the 1920s -1940s. These buildings are considered to be vernacular, but demonstrate elements of Arts & Crafts, Colonial Revival and even Adirondack rustic cottage architecture. Meadowbrook has a long history of farming and fishing. There are remains of lime kilns and quarries in this area which give us knowledge of long ago industries in the area.

Phippsburg Center

This area of Town was the center of shipbuilding and other water related industry in the 18th and 19th centuries. Its location at a narrow point in the river made it strategically appealing. The significance of the McCobb-Hill-Minott House (today known as the 1774 Inn) is well established, being listed on the National Register of Historic Places. Other architecturally significant buildings include the Phippsburg Congregational Church, the Greek Revival cape at 11 Parker Head Road and the Federal era cape at 5 Spite House Lane.

Parker Head

Parker Head has a remarkably intact collection of Greek Revival capes that retain many of their character defining features such as paneled corner pilasters, recessed entries and decorative doors, and window surrounds. The compact placement of mid-19th century houses gives a feeling of stylistic continuity to the village. While 20th century buildings can be found on the outskirts of the village, there are none in the center of the village.

Cox's Head

Although this area does not contain the concentration of buildings found in other areas of Town, it has several significant properties. Buildings are located farther apart from each other than elsewhere and represent a broader spectrum of architectural styles ranging from Greek Revival to early 20th century.

Popham

The building placement in Popham is more orderly compared to those of some of the other villages. Many of the buildings reflect the area's popularity as a summer vacation spot. Architecturally significant properties from the early 20th century include the Stone House, several beach front properties, the Popham Chapel, the former Coast Guard Life Saving Station, and the Library. The variety of architectural styles represented includes Greek Revival, Colonial Revival, and Vernacular.²

Small Point

The southernmost part of Phippsburg, Small Point was settled in 1716 when Fort Augusta was constructed in the Aliquippa section on Small Point Harbor. The settlement soon failed and the area was not permanently settled until the 1760s-1790s when a number of families emigrated from southeastern Massachusetts and established farms. Broad salt marshes furnished hay, and ice ponds, sawmills and a salt works became additional enterprises. Bodwell Grange is named for Maine Governor Joseph Bodwell. Small Point is known for the Bates College-Morse Mountain Conservation Area and campgrounds at Hermit Island and Head Beach.

West Point

West Point contains an excellent collection of vernacular architecture, which reflects this area's long-standing history as a working waterfront. Many historic buildings are in a compact location adjacent to the water's edge. A distinctive verge or barge board pattern is used on several buildings in this area, perhaps the work of one carpenter there and possibly elsewhere in Phippsburg.

Sebasco

Sebasco is another village with a long history of a working waterfront. Sebasco Harbor Resort, the former Sebasco Lodge, Rock Gardens Inn, and several cottages represent an important collection of vernacular summer cottages with both Arts & Crafts and Colonial Revival influences. A remarkable consistency of building form, scale and materials has been maintained through the years as new buildings have been added.

CEMETERIES

One of Phippsburg's most significant historical resources is its over 103 cemeteries. Phippsburg residents monitor some of these but many others are hidden in woods and fields.

²Most of the village information is from the report by Andrea Strassner, consultant from Barba Associates, employed by the Phippsburg Historic Preservation Commission as a consultant for the 2003 historic structure survey in Phippsburg. Information on the individual structures will be added to this information as it is verified. Several villages are not included here since their surveys are not complete.

Jessie Varian Sutfin and Julie Varian have led efforts since 2001 to locate, cleanup, restore, and research the cemeteries. 5th and 6th graders of the Phippsburg School wrote a grant proposal, which was funded by The Maine Community Foundation, to help with the expenses of the work done in the first year. Since then the cemetery project has been supported by donations of money and time from community members, the Old Maine Cemetery Association, and bake sales. In order for the project to continue, additional moneys are needed on a regular basis. The project is an object of community pride and continued work should be of community concern and receive financial support.

LISTED IN THE NATIONAL REGISTER OF HISTORIC PLACES

Nine Phippsburg structures and one archaeological site have been identified as historically significant and are now on the National Register of Historic Places. These structures include:

- Fort Popham Memorial (Popham)
- Popham Colony Site – archaeology (Popham)
- McCobb-Hill-Minott House (Phippsburg Center)
- Fort Baldwin Historic Site (Popham)
- Charles H. Ingraham Cottage (Popham)
- Cold Spring Farm (Fiddler’s Reach)
- Joseph and Susan Manley Summer Cottage (Small Point)
- Percy District School House - former (Cox’s Head)
- Small Point Club (Small Point)
- Ropes End (Small Point)

It should be emphasized that listing on the National Register does not protect a property from changes that could compromise its historic or architectural integrity or even result in its complete demolition.

EXISTING PRESERVATION MEASURES

Phippsburg Historic Preservation Commission

The Phippsburg Historic Preservation Commission was established by the Selectmen in 2000. It is intended to promote the educational, cultural, economic, and general welfare of the Town through historic preservation measures. The Commission’s role is to guide that change in a way that maintains the history and traditions of the Town.

The Commission’s present activities include:

- Managing the preservation windshield survey;
- Advising the Codes Enforcement Officer on construction requests such as building additions or remodeling/renovating structures over 50 years old;
- Advising the Codes Enforcement Officer and property owners on issues surrounding the demolition or removal of structures over 50 years old. In all the above cases the Commission works with the Codes Enforcement Officer and owners to come to a reasonable completion of their projects, with the goal in mind

of protecting those deemed worthy of preservation or contributing to the historic and traditional character of the properties and the Town;

- Educating Town residents on the ways historic preservation measures can protect the historic and rural character of Phippsburg.

Notice of Demolition (Amendment to the Land Use Ordinance)

This amendment was passed in 2001 requiring that notice be given to the Phippsburg Historic Preservation Commission before a structure can be demolished or removed. Basing its conclusions on criteria for listing properties on the National Register for Historic Places, the Commission determines the structure's historic, aesthetic, or cultural significance.

If the Commission finds that a structure has historic, aesthetic or cultural value, it negotiates with the owner for permission to move the structure or "negotiate/seek a suitable alternative for the structure." The Commission bases its findings on the Secretary of the Interior's Standards for the Treatment of Historic Properties (1995).

National Register of Historic Places

The National Register of Historic Places provides the basis for all other historic preservation efforts. It is the official list of the nation's cultural resources and sets the standard for determining whether an historic or archaeological resource is worthy of preservation.

The Federal or State government, the community, or individuals may nominate sites for preservation. Properties on the Register can include districts, sites, buildings, structures such as wharves and post offices, and objects that are significant in American history, architecture, archeology, engineering, and culture. They must possess "integrity of location, design, setting, materials, workmanship, feeling and association" and are evaluated according to the National Register's official criteria.

To be listed in the National Register, a property:

- Must be associated with events that have made a significant contribution to the broad patterns of our history; or
- Must be associated with the lives of persons significant in our past; or
- Must embody the distinctive characteristics of a type or period, or method of construction, or represent the work of a master, or possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or
- Must have yielded, or may be likely to yield, information important in prehistory or history (from The National Register of Historic Places).

Usually sites must be at least 50 years old, but there are exceptions. The Maine Historic Preservation Commission advises on criteria and possible exceptions.

Benefits of listing on the National Register of Historic Places:

- Provides recognition that a property is significant to our country, to our State, and to Phippsburg as a community;

- Assures that grant applications for State or Federal licensed, permitted, or funded projects that have an impact on listed properties be reviewed by the Maine Historic Preservation Commission for comment. The purpose of the comment is to assure that the value of historic properties is given direct consideration in project planning decisions;
- Triggers review requirements by the State Historical Commission, the DEP under the State law, and the local Planning Board under the Subdivision ordinance;
- Makes preservation tax incentives available for any project which the Secretary of Interior designates as a certified rehabilitation of a certified historic structure;
- Provides for Federal, estate, and gift tax deductions for charitable contribution of easements;
- Qualifies for Federal assistance for historic preservation, when funds are available.

Listing on the National Register of Historic Places does not, by itself, protect properties, but is an asset in efforts of private citizens and public officials to preserve these resources.

PUBLIC OPINION SURVEY RESULTS

The recent survey of Phippsburg residents and taxpayers indicates that the vast majority of respondents value the rural and historic character of the Town as a small town. A majority of townspeople favor the retention of historic views and the creation of an historic preservation ordinance.

The answer to specific historic preservation questions (for example inclusion of buildings in an historic district) that might personally affect property owners was less straight forward, and will require clear definition from the History/Rural Character Committee as it goes forward. Both residents and non-residents, however, realize that preserving Phippsburg's rural quality of life (89.6%) and its small New England town atmosphere (76.2%) is of extremely high priority and both have a strong desire to put an Historic Preservation Ordinance (77.8%) on the books. Whatever our personal feelings may be, Phippsburg, as a community, is concerned that its historic character be preserved.

ANALYSIS

RESOURCES TO PROTECT

Phippsburg is rich in archaeological and historical resources, but they are finite, non-renewable, and dwindling in number. These resources contribute to the community's "sense of place" and to making Phippsburg an attractive, distinctive, and desirable place in which to live and to visit.

Phippsburg has taken the first steps in preserving these resources with its Demolition Amendment to the Land Use Ordinance and Windshield Architectural Survey³ that identify structural resources over 50 years old. Once completed, the Town can evaluate these

³ Documentation, analysis, and photographic materials from this Survey are on file at the Town Office.

resources for potential protection. This is the work of the Phippsburg Historic Preservation Commission, in open meetings and through projects funded primarily by grants.

Appropriate preservation planning enables residents, property and business owners, and Town officials to define and protect Phippsburg's character while managing growth and change.

WHAT PRESERVATION MEANS TO THE COMMUNITY

As the Phippsburg community looks at preservation there is always the question of the rights of the individual property owner versus the rights and obligations of the community as a whole. The question of preservation offers the Phippsburg citizens an opportunity to look at their local history and make decisions about how to respect it now and in the future.

Rehabilitating and reusing historic buildings can reduce the impact of development on the Town's infrastructure and its rural, small-town character. Reusing existing buildings will maintain, or even increase the supply of housing, often affordable, without significantly altering the character of existing residential areas.

Phippsburg's fishing heritage and marine resources need special consideration. A survey of the Phippsburg community has revealed that the historic "right for fishermen to pass along the shore to get to their boats," and "access to the shore," is very important. "If we continue to lose access we are going to lose a very historic part of Phippsburg, our fishing heritage." Unfortunately, conflicts between fishermen and shorefront owners or sport boat owners are on the increase.

ANALYSIS OF PRESERVATION TOOLS

Phippsburg ordinances do not provide adequate protection for the historic resources and the rural character of the Town. In particular, there is no Historic Preservation Ordinance or detailed plan for protecting historic properties including cultural landscapes.⁴ With the possible exception of the recently enacted Structure Demolition or Removal Notice amendment to the Land Use Ordinance, existing ordinances are inadequate to prevent the irreversible loss of valuable historic records and the degradation of the unique rural character and maritime heritage of Phippsburg.

The Phippsburg's Demolition Amendment in the Land Use Ordinance still leaves potentially historic resources vulnerable to destruction or inappropriate renovations and changes. It lacks certain specifications. For example:

- Provisions for emergency demolitions of significant historic resources, ordinance enforcement and remedies;

⁴ (A **cultural landscape** is defined as "a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values." Quoted from Technical Preservation Services of the National Park Service of the United States Department of the Interior.

- Exceptions to preserving significant resources;
- An adequate period of time for negotiation;
- A requirement for public hearings on final determinations.

In order to ensure adequate protection for Phippsburg's historic resources, the Structure Demolition or Removal Amendment must be updated and embedded in a comprehensive Historic Preservation Ordinance.

Historic Preservation Ordinance

An Historic Preservation Ordinance has been useful in many other communities and could assist Phippsburg in protecting critical sites or areas. Guidelines based on Phippsburg's own architectural and rural characteristics determine which properties should be designated for official protection by the Town. The Preservation Ordinance will enable the Historic Preservation Commission to oversee compliance with the protective language of the ordinance.

The Preservation Ordinance will enable the Commission to:

- Continue the survey and analysis of Phippsburg structures and landscapes;
- Recommend to the Board of Selectmen establishment of designated historic and archaeological sites, landmarks, and districts;
- Promote and conduct educational programs on historic preservation in Phippsburg;
- Advise historic property owners on problems related to preservation;
- Advise and cooperate with the Planning Board, Codes Enforcement Officer, Land Trust, and any other municipal entities and officials regarding the preservation of local cultural resources;
- Recommend to the Maine Historic Preservation Commission placement of historic properties on the National Register of Historic Places;
- Review and advise, using ordinance-established guidelines, on alterations, relocation, demolition, and other actions affecting designated historic and prehistoric properties under its jurisdiction; and
- Review all new or replacement construction of designated historic and prehistoric properties and/or districts to determine their effect on prehistoric or historic archaeological sites.

Constitutional Amendment: Local Option Property Tax Reimbursement.

In 1999, the voters of Maine approved a Constitutional Amendment authorizing local reimbursement for expenditures related to preserving historic or scenic views and in 2000, the Legislature authorized the establishment of the program (Title 30 A Section 5730). The Town may appropriate money to reimburse homeowners who expend money for the preservation of property on or eligible for the National Register of Historic Places or are identified as being of historic significance in the Comprehensive Plan.

This authority has not yet been utilized but is a tool for encouraging preservation efforts, should the Town deem it proper to authorize the necessary funds.

Certified Local Government Designation (CLG)

A CLG Program would ensure that historic preservation issues are understood and addressed at the local level, considered in the local decision-making processes at the earliest possible opportunity, and integrate local interests and concerns into the identification, evaluation, nomination, and protection processes of the Maine Historic Preservation Commission (MHPC).

Phippsburg can participate directly in the CLG program when the State Historic Preservation Officer certifies that the Town has established its own historic preservation commission and enacted an ordinance that meets Federal and State standards.

Benefits of being a Certified Local Government (CLG) include:

- Eligibility to apply for grant funding
- State and national recognition for the quality of its preservation programs and projects
- Technical advice from the Maine Historic Preservation Commission.

Additionally, a CLG would indicate a commitment to preserve our local heritage.

Nominations to the National Register

Such listing is prestigious, and makes owners aware of the value of appropriate care for their property. However, there are no preservation requirements attached to it and therefore, the designated property still remains unprotected and vulnerable.

SUMMARY FINDINGS

1. The Town of Phippsburg is the third fastest growing community of the ten communities of Sagadahoc County.
2. The Town of Phippsburg has a maritime heritage, rural character, and historic resources that include archaeological sites, villages, cemeteries, stone walls, wharves, roads, scenic views, structures and rural landscapes related its early history.
3. These resources include the earliest English colonial site in New England (1607) many historic and prehistoric archaeological sites, some dating to the archaic period, therefore thousands of years old.
4. These resources have been identified through broad-based community surveys; a more formal reconnaissance architectural survey by the Phippsburg Historic Preservation Commission; consultation with local historians; the Phippsburg Historical Society; Maine Historical Preservation Commission staff (for archaeologically sensitive areas) and material compiled as part of a comprehensive planning process of a decade ago.
5. These inventories include at least 121 buildings with historic or architectural value, 103 cemeteries, 3 shipwrecks, 9 industrial sites (such as quarries, saw mills, lime kilns), 25 scenic vistas, 20 fishing piers, a network of stone walls throughout the Town, 4 forts and an unspecified number of historic and prehistoric archaeological sites.
6. Although it offers no protection, there are 9 properties listed on the National Register of Historic Places.

7. Such protection would be under the auspices of the Phippsburg Historic Commission, acting under provision of the Town's Historic Preservation Ordinance, which Phippsburg does not have.
8. The present Historic Preservation Commission serves in an advisory capacity only, with no powers of regulatory review. An historic preservation ordinance or a state statute would be needed to give the Commission authority to review proposed alterations of designated historical buildings. (The designation of an Historic District would require separate Town meeting action.)
9. The number of archaeological sites has not been systematically evaluated, and the many historic sites require a more detailed analysis.

GOALS AND STEPS TO ACHIEVE THEM

GOAL 1: Maintain and Preserve Phippsburg's Historic, Rural, and Marine Character.

GOAL 2: Protect Phippsburg's Historic Structures, Landscapes, and Views and the Unique Patterns in Individual Villages.

GOAL 3: Meet Requirements for Designating the Town a Certified Local Government.

Steps to Achieve the Goals:

1. Complete the Official Historic Preservation Inventory of historic and prehistoric resources, historic and marine scenic vistas, and areas of significance according to standard preservation guidelines published by the National Park Service (Guidelines for Local Survey) and the Secretary of the Interior (Guidelines for Identification).
2. Development of a town Historic Preservation Ordinance to provide a legal framework for the preservation and protection of significant structures, sites, and areas associated with events and/or people important to Phippsburg's history or prehistory. The Historic Preservation Commission should use established models and guidelines, combined with data from Phippsburg's survey and planning process, to develop the necessary ordinance, in public meetings, with input from the public and town officials.
3. Continuation of the education program initiated in 2002 by the Historic Preservation Commission to raise community awareness of the benefits of historic preservation and related issues and procedures with brochures and public forums.
4. The Phippsburg Historic Preservation Commission should lead the efforts of the Town in the application process for Phippsburg to become a Certified Local Government (CLG) upon completion of the preceding steps.

POPULATION

INTRODUCTION

This chapter of the Comprehensive Plan sets forth the current and projected demographic characteristics of the Town of Phippsburg. Most of the data available allows us to indicate the change in the last decade and to compare the demographic characteristics of Phippsburg to those of neighboring towns and Sagadahoc County.

We will answer such questions as:

- How fast has the population grown in the last 30 years?
- What age group, cohort, is growing the fastest?
- How old will most of us be in 2015?
- What is the density of our settlement pattern; how many people per square mile?
- How has the pattern changed in the last decade?
- What level of education have most of us reached?
- What changes have occurred in our incomes per capita and per household?
- How many and what age range among us are bearing the burden of poverty?

Finally we will do our best to project the population that we will be serving in year 2015 (by age group).

YEAR AROUND POPULATION TRENDS

FIGURE P-1
POPULATION INCREASE SINCE 1970

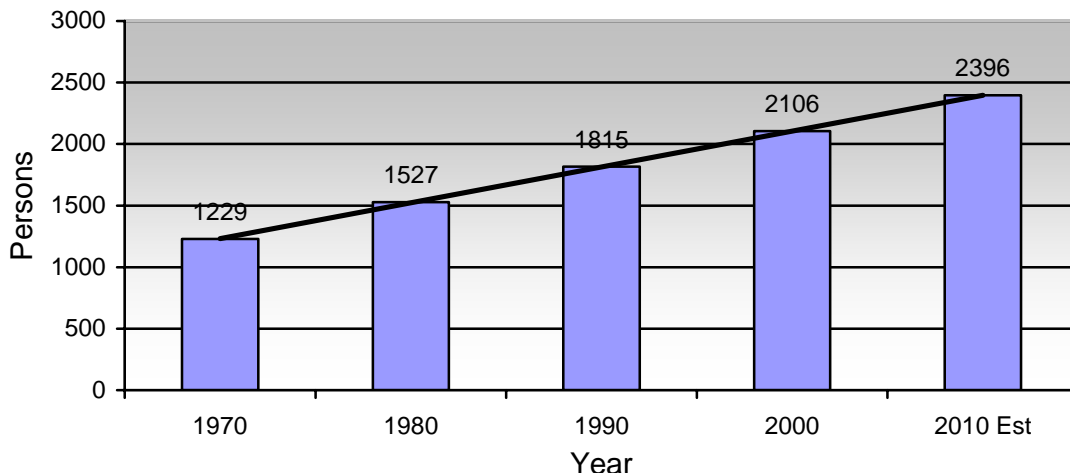


Figure P-1 above and Table P-1 below are both based on the US Census and show the steady increase in population since 1970. They also include the calculated rate of increase.

TABLE P-1
POPULATION GROWTH SINCE 1970

Census Year	Population	Increase	Percent Change
1970	1,229	N/A	N/A
1980	1,527	298	24.25%
1990	1,815	288	18.86%
2000	2,106	291	16.03%
2010	2,396 Est.	290	13.77%

This Table shows that the population increased by 24% between 1970 and 1980, 19% between 1980 and 1990, and by 16% between 1990 and 2000. The average annual growth rate was 28.8 per year.

BIRTHS, DEATHS AND IN-MIGRATION

According to records kept by the Town Clerk, there were 223 births and 168 deaths in Phippsburg in the period between 1990 and 2000. According to the census, as indicated in Table P-1, there was a net increase of 291 in the same ten year period. The natural increase, calculated by subtracting the number of deaths from that of births, was 223 minus 168, or 55. The number of “in-migrants” is then that of natural births subtracted from the increase, as reported by the census, 291 minus 55 or 236.

Some of these “in-migrants” may very well be seasonal residents who now spend more time in Phippsburg than in their year-round residence. We do not know how many entirely new people settled in Phippsburg.

The following tables on age distribution and ranges may shed some light on the age of the “in-migrants.”

AGE DISTRIBUTION

The following tables and chart reveal some rather startling changes between 1990 and 2000.

TABLE P-2
CHANGES IN AGE DISTRIBUTION

AGE RANGE	< 5	5 - 9	20 - 44	45 - 64	65 - 74	75+	Total Pop	Median Age
Sagadahoc Cty								
1990	2,731	2,545	14,024	5,974	2,091	1,635	33,535	N/A
2000	2,153	2,523	12,264	8,768	2,261	2,073	35,214	38
% Change	-23%	-1%	-13%	47%	8%	27%	5%	
Phippsburg *								
1990	102	139	689	425	145	86	1,815	
2000	106	121	632	647	201	117	2,106	42.8
% Change	4%	-13%	-8%	52%	39%	36%	16%	

Source US Census

* Updated Federal population figures from the 2000 census show a projected population as follows: Year 2005 – 2248, Year 2010 – 2363, Year 2015 - 2466

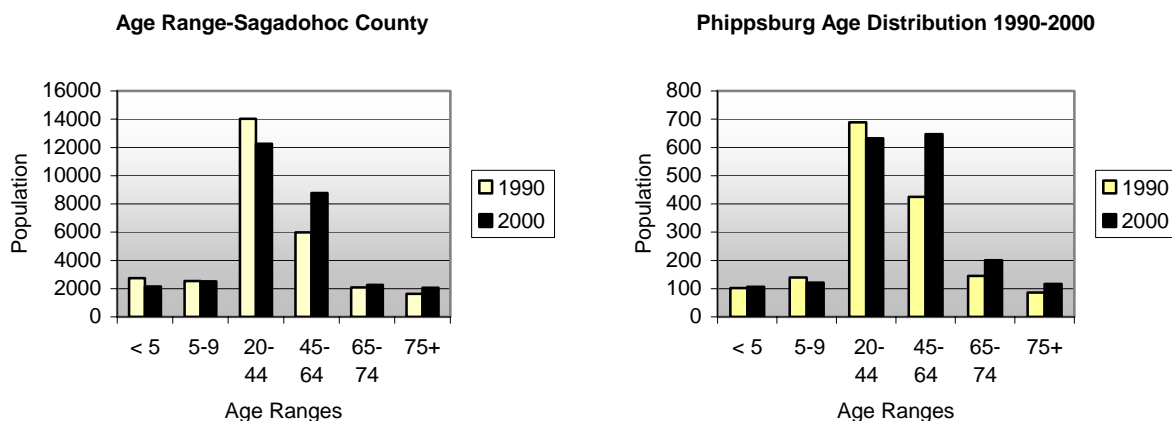
Observations on these changes include:

- The total population in Phippsburg increased by 16% as compared to that of Sagadahoc County which increased by 5%.
- The median age is 42.8 in Phippsburg in comparison to the County's median age of 38.
- There are differences between the changes in the County and Phippsburg in all age categories. In the <5 range a drop of 23% occurred in the County, but an increase of 4% occurred in Phippsburg.
- There was a 13% drop in 5 to 9 year olds in Phippsburg, but only a 1% drop county-wide.
- The loss or out-migration of young adults aged 20-44 was 13% in the County but only 8% in Phippsburg.
- A surprise is the sharp turn around in persons in the 45 to 64 age range made up of persons born between 1936 and 1955. This cohort includes "baby boomers" usually defined as persons born between 1943 and 1962. It appears that the majority of the "in-migrants" are 45 to 64 year olds. The actual increase is 222. This increase seems to be part of a county-wide trend (the trend is the same in Lincoln County.) The difference between the Town and the County in this age category is not as large as in other age categories. There was a 52% increase in Phippsburg and a 47% increase in the County.
- The persons in this age cohort, 45-64, are middle aged. They have raised their families, but may still be working people, perhaps either tele-commuting or willing to commute for the privilege of living in a rural coastal community.

- Retirees, age 65 to 74 have also increased by only 8% in the County but by 39% in Phippsburg. Here again the Phippsburg increase is greater.

Figures P-2 and P-3 below show the changes in age ranges and the difference between those ranges in the County and Phippsburg.

FIGURES P-2 AND P-3
CHANGES IN THE AGE RANGES OF POPULATIONS



The 75+ age range has also shown a greater increase in Phippsburg than in the County. This increase may be due to in-migrating retirees, who may have formerly been summer residents, or due to the aging of the native population. The increase in this category was 27% in the County and 36% in Phippsburg.

DENSITY

TABLE P-3
DENSITY -- POPULATION PER SQUARE LAND MILE IN 2000

	Total Area	Water Area	% Water	Land Area	Persons	Persons/Sq Mile
Phippsburg	43.92	15.06	34.30%	28.86	2,106	72.97
Bath	13.24	4.12	31.10%	9.11	9,266	1,017.12
West Bath	14.98	3.17	21.20%	11.81	1,798	152.24
Woolwich	41.65	6.60	15.80%	35.05	2,810	80.17
Georgetown	31.85	13.11	41.20%	18.74	1,020	54.43

One of the most noticeable impacts of population increase is either more houses or more of them closer together. The tables in this section indicate density, or persons per square mile. The lower the number of persons per square mile the more it is sparsely settled. The lesser dense settlement pattern is likely to be characterized as “rural.”

The State Planning Office provides data on the amount of water and land in each municipality in Maine.

Table P-3 compares the density of settlement, or the persons per square mile of land, among neighboring towns. The data does not indicate homes per square mile, but by dividing the population by 2.45 (the average number of people per residential unit calculated by the census) we can get an approximate density. This table shows that Georgetown has the least number of persons per square mile and is therefore the most sparsely settled. Phippsburg is second with 73 persons per square mile.

TABLE P-4
PERCENT CHANGE IN DENSITY

	1980	1990	% Change	2000	% Change
Phippsburg	53.0	62.9	19%	73.0	16%
Bath	1,124.7	1,084.3	-4%	1,017.1	-6%
West Bath	110.8	145.3	31%	152.2	5%
Woolwich	61.5	73.3	19%	80.2	9%
Georgetown	39.2	48.8	24%	54.4	11%

Source: Maine State Planning Office

State Planning Office data also provides possible comparisons by decade. From it the change in density becomes apparent. Density in Phippsburg increased by 19% between 1980 and 1990, the era of rapid growth. In West Bath it increased by 31% - indicating the greatest increase in density among neighboring towns. The change in 2000 was a little less, 16% in Phippsburg and only 5% in West Bath.

FIGURE P-4
CHANGE IN DENSITY

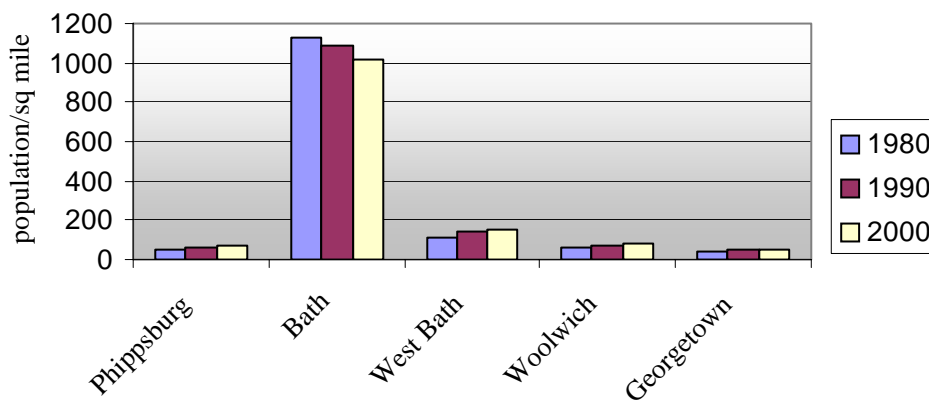


Figure P-4 above shows what we already know, that the density of the small towns surrounding Bath has increased as opposed to that of Bath where density has decreased in the last 20 years. This increase has not been great, nor has the rate been remarkable. The change in density in the neighboring four small towns Phippsburg, West Bath, Woolwich and Georgetown is similar.

EDUCATIONAL ATTAINMENT

TABLE P-5
EDUCATIONAL ATTAINMENT (in Percent of Population)

	<9th Grade	High School	Associate Degree	Bachelors Degree	Graduate or Professional
Sagadahoc County	3.7%	35.8%	7.9%	16.4%	8.6%
Phippsburg	5.4%	35.9%	9.2%	15.5%	8.4%
Bath	3.6%	37.3%	7.9%	14.0%	8.4%
West Bath	1.9%	37.2%	8.4%	16.0%	10.8%
Georgetown	2.4%	28.1%	5.9%	23.6%	14.1%

Source: US Census 2000

Educational attainment is an important characteristic of the population and is useful in determining the state of the economy. Table P-5 indicates that Phippsburg's educational attainment closely resembles that of the County. Among persons in the neighboring towns Georgetown has the highest number of college graduates and those persons with professional or advanced degrees.

INCOME AND POVERTY

TABLE P-6
PER CAPITA INCOME

	Per Capita Income* (in \$'s of the date)		% Change	Median Income Household		% Change
	1989	1999		1989	1999	
Sagadahoc Cty	\$ 13,668	\$ 20,378	49%	\$ 31,948	\$ 41,908	31%
Phippsburg	\$ 13,818	\$ 22,205	61%	\$ 30,822	\$ 46,739	52%
Bath	\$ 13,984	\$ 19,112	37%	\$ 29,892	\$ 36,372	22%
West Bath	\$ 16,976	\$ 23,022	36%	\$ 38,333	\$ 45,326	18%
Georgetown	\$ 16,777	\$ 24,709	47%	\$ 28,967	\$ 47,813	65%

Source: US Census

According to Table P-6 Phippsburg's per capita income was comparable to that of the County both in 1989 and 1999. Its income (PCI) increased by 61% between 1989 and 1999 which makes it the greatest increase among the neighboring towns. In 1999 Phippsburg's PCI ranked third among these towns with Bath being the lowest.

A comparison of increases in MHI shows Georgetown and Phippsburg increasing the most, 65% and 52% respectively. A possible explanation for increases in both the PCI and the MHI may be the increase of the number of people in the 45 to 64 year old cohort since among them the people who are still working are likely to be at the top of their wage scale.

Table P-7 “Persons for Whom Poverty Status Is Determined” on the next page shows the numbers of people for whom poverty status is determined. The percent of Phippsburg’s population below the Federal poverty line went up slightly from 7% to 9% in 2000. The rate of increase in ten years is similar for the categories “all ages” and “children under 18” in neighboring towns. Bath has the highest percent of persons in the categories “poverty in all ages” and “children under 18.”

The most startling divergence from the County average was Phippsburg’s high percentage of persons over 65 in poverty. 15% of the Phippsburg population over 65 was in poverty in 1989. This was the highest percentage among the towns listed, with the County having an average of 9% in poverty in that age group. The lowest percentage was 2% in Georgetown.

This high level of poverty among those over 65 continued in 2000 with 14% in Phippsburg, 10% in Bath, down to 4% in West Bath, and 6% county-wide. The response to this information is expressed as a Goal of the Affordable Housing Chapter.

Dependency Ratio

A dependency ratio is an index to the social and economic impact of different age distribution. It shows the number of non-workers that a single worker must support. It is the ratio between the number of dependent age, the young and old not able to work, and the number of those able to work. The higher the ratio is, the more people a worker must support. A ratio of one indicates that one worker must support one dependant non-worker, which constitutes a heavy burden. This leaves fewer items available to the worker not related to survival. There are 372 individuals under the age of 15, or 17.7% of the population; and 318 over the age of 65 or 12.7% of the population.

The dependency rate for Phippsburg is $(372+318)/1,416 = 0.49$. Since this is considerably under the acceptable 1, it would seem to indicate that the working age population is not unduly burdened by the dependent population.

TABLE P-7**PERSONS FOR WHOM POVERTY STATUS IS DETERMINED**

	All Ages				Children under 18				Persons over 65			
	1990	% of Pop	2000	% of Pop	1990	% of Pop	2000	% of Pop	1990	% of Pop	2000	% of Pop
Sagadahoc Cty	2,385	7%	3,014	9%	533	9%	1,083	12%	303	9%	268	6%
Phippsburg	122	7%	192	9%	25	6%	40	9%	35	15%	46	14%
Bath	947	10%	1,073	12%	331	14%	398	18%	66	5%	118	10%
West Bath	74	4%	118	7%	18	5%	36	9%	13	7%	10	4%
Georgetown	55	6%	68	7%	17	9%	11	5%	2	2%	8	5%

Source: Us Census. Please note that the definition of poverty for an individual is \$8,240 per year - Federal Register, Volume 64, No 32, March 18, 1999.

POPULATION PROJECTIONS AND FORECASTS

Projecting population is either an art or a very complicated modeling exercise. In this section we will compare three projections: (1) The projected population by the 1989 Comprehensive Planning committee; (2) A straight line linear projection to 2010 completed by Richard Nichols, the Coordinator of this planning process and the author of the first draft of this section; and (3) An econometric model projection by the State Planning Office. The State Planning Office has also projected the population by age cohorts - a most useful planning tool.

The 1989 plan took into consideration the State Planning Office projection of 1,950 for the year 2001. The Comprehensive Planning Committee at that time predicted an average annual growth rate of 20 to 25 people. Their projection for the year 2000 was a population of 2000. This was not too far off the mark. The average annual growth rate was actually 29 and the census reported a 2000 population of 2,106.

There are different ways to calculate estimated growth. The most simple is the linear method of extrapolation. It calculates the average annual rate of linear growth between two census dates. The calculations for Phippsburg are based on the 1970, 1980, 1990 and 2000 Census. This translates to an estimated population growth by 2010 of 290 persons and a total population of 2,396.

Phippsburg has shown steady linear growth over the past 30 years. Please see Figure P-1 and Table P-1 on the first page of this chapter.

The two projections above do not attempt to project by age cohort. The State Planning Office uses an econometric computer model that projects the population by age and sex categories from 2001 through 2015. One of the many assumptions is that population growth stimulates economic demand, while economic growth encourages in-migration and population increase.

The Planning Office then allocates the statewide figures to the 490 municipalities based on the trend in each community (not unlike the straight line projection used by Richard Nichols or the 1989 Plan).

The State Planning Office adds another interesting assumption:

“However, on the assumption that population growth or decline is unlikely to continue unchecked forever, the annual rate of change was made to slow down the further out the projections went.”

TABLE P-8
POPULATION FORECASTS

Age Range	1990	2000	2005	2010	2015	% Change 2015-2000
ALL	1,821	2,106	2,248	2,363	2,466	17%
<5	108	106	114	121	124	17%
5 to 17	324	365	347	333	342	-6%
18 to 29	276	220	226	233	218	-1%
30 to 44	449	445	418	389	406	-9%
45 to 64	427	651	791	893	907	39%
65 to 79	189	264	286	324	399	51%
80+	48	61	66	70	70	15%

Source: Maine State Planning Office

The State Planning Office projection for 2010 is 2,363, not too far from that of the straight line method which is 2,396.

The rate of loss of young adults is projected to be about the same as now - 9%.

The most interesting and significant projection is the 51% increase in the 65 to 79 year olds by 2015. The increase in this age group represents the effect of aging of the baby boomer generation. Graphically illustrated, this would show up as the movement of the bubble on an age distribution chart. This is not too surprising as this represents the 45 to 64 year old cohorts 15 years later. The 45 to 64 year old cohort is also projected to increase.

THE PLANNING IMPLICATION

The average age of Phippsburg’s population is definitely increasing. The number of young families of child rearing age is projected, however, to decrease. The greatest increase will be in the 65 to 79 year age group. Are we prepared for this aging of our population? Most of these people will not be sending children to the school system. Will the income of this age group support the schools? What are the needs of this age group?

The over 80 age group will be increasing by 15% which appears to be less than between 1990 and 2000. It is this age group that will perhaps need elderly housing, increased health care and public transportation services.

The Committee's planning horizon is the year 2015. The total population for that year is projected to be 2,466. Just for comparison, according to the MMA 2003-2004 Directory, Corinth, Alfred, Hallowell, and Manchester have populations in this range now.

RECOMMENDATION

Table P-8 should be used as a guide and referred to often as the community prepares its budgets and makes long range plans for services.

THE ECONOMY

HISTORICAL AND REGIONAL CONTEXT

Phippsburg is an isolated peninsula that has a very narrow land bridge with the mainland and only two roads into the Town. In the past, because of its isolation, residents were largely self-sufficient with fishing, farming and shipbuilding as the major industries. Due to the changing demographics, the nationwide decline of small farms, and the drastically changing fisheries, Phippsburg has evolved into a bedroom community.

As evidenced by the fact that 78% of the workforce works out of Town, we are heavily dependant on the employers in the region. Major employers are the Bath Iron Works, Brunswick Naval Air Station, Bowdoin College, Mid-coast Hospital and Parkview Hospital. Fishing is now Phippsburg's most valuable resource based industry. It employs 7% of the workforce. It is a traditional industry that, by necessity, is dependent on a host of factors. Chief among them are access, sometimes over private land, to the ocean and rivers, private wharves at which to unload catches, availability of sheltered moorings, hauling and repair facilities and the quality of management.

Due to its location on the ocean and extensive unique sandy beaches, tourism has always played a large part in Phippsburg's economy. It is the source of taxable retail sales and local jobs, most of which, however, are low paying and seasonal. The major tourist businesses are Sebasco Harbor Resort, Hermit Island Campgrounds, Head Beach Campgrounds, Meadowbrook Campgrounds, Popham Beach State Park, restaurants and scattered bed and breakfast establishments.

These primarily hospitality, seasonal businesses employ 355 out of the 1,057 total working population. Otherwise, seventeen percent of the working population is self-employed in the fishing industry and other small home based businesses.

The historic pattern of commercial growth has evolved around the individual village areas, where service businesses and private residences have existed side by side for decades. Formerly, each village was mostly self sufficient with a store, post office, school and small home-style business that provided the immediate residents with necessities. There has never been one central “business district.”

This section of the plan provides information on the employment, commuting pattern and incomes of the residents. We also list local businesses and the jobs provided by them.

Vulnerability to outside forces, the critical factors affecting the fishing industry, tourism and the desirability of increasing the tax base are the planning issues discussed.

INVENTORY-THE FACTS

THE LABOR FORCE

Employment and Unemployment

The data in this section come mostly from the 2000 Federal Census. Comparisons are made between Phippsburg, Sagadahoc County, and neighboring communities.

The unemployment status in Table E-1 compares that of Phippsburg with those of Sagadahoc County, Bath and West Bath. It is interesting that about a third of the population is not in the labor force, which means they have been unemployed so long that they no longer qualify for unemployment, have never been employed, are no longer seeking work or are retired.

TABLE E-1
EMPLOYMENT STATUS AS A PERCENTAGE* OF THE LABOR FORCE

	Sagadahoc County	Phippsburg	Bath	West Bath
Employed	65%	63%	63%	65%
Unemployed	3%	3%	2%	2%
Armed Forces	2%	<1%	2%	1%
Not in Labor Force	32%	34%	33%	33%

Note: * The numbers may not add to 100 because they are rounded to the nearest 10 and 0.5 or greater is rounded up. Source is the US Census of 2000.

Commuting Pattern

Table E-2 shows that 89% of the Phippsburg work force commutes to work. The 2000 census did not seek to determine where people are driving, but since the average commute time is 25 minutes, and any point in Phippsburg can be reached in less than 20 minutes, it is to be concluded that most drive to Bath, Brunswick, Portland, or other outlying towns. High speed train transportation now links Portland with points south including Boston, and the soon to be established train link between Bath, Portland and Rockland will present an opportunity for more people to commute longer distances. Accordingly the pressure on Phippsburg as a bedroom community can be expected to increase.

TABLE E-2
COMMUTING FROM HOME TO THE PLACE OF WORK

	Sagadahoc County	Phippsburg	Bath	West Bath	Georgetown
Number that Drive Alone	13,943	827	3,245	736	391
Number that Car Pool	2,065	114	588	125	44
Number of Worker 16 Years Old or over	17,864	1,057	4,647	904	495
Number that Work at Home	802	74	175	28	22
Mean Travel Time to Work in Minutes	22.5	24.6	17.3	20.4	27

Note: The reason these numbers do not add up is that 42 people use various other means of commuting not listed here. Source is the US Census of 2000.

Occupations

Table E-3 shows the occupations of the people of Phippsburg and vicinity over 16 years of age as a percent of the workforce. The most revealing data in Table E-3 is related to farming, fishing and forestry. Phippsburg has the highest percentages of persons engaged in these occupations among towns compared. Seven percent of the labor force in Phippsburg is engaged in “farming, fishing and forestry” - but mostly fishing.

TABLE E-3
OCCUPATION BY PERCENT OF THE WORKFORCE

	Sagadahoc County	Phippsburg	Bath	West Bath	Georgetown
Management, Professional	33.1%	30.4%	33.8%	32.5%	37.6%
Service	15.4%	14.5%	16.3%	14.3%	13.1%
Sales and Office	23.9%	24.3%	25.9%	25.1%	16%
Farming, Fishing, Forestry	1.3%	7.1%	1%	1.6%	6.8%
Construction, Extraction, Maintenance	12.2%	12.2%	9.9%	15.2%	13.8%
Production	14%	11.5%	13.1%	11.2%	12.7%

Source: US Census 2000

Employer Type

Table E-4 shows the different classes of the workforce. The number of self-employed workers in Phippsburg is somewhat higher than in neighboring towns. This is partially accounted for by the numbers engaged in fishing. In this Town of 2,106, there are 320 State commercial fishing licenses held by 186 persons (some hold more than one category of license) and 31 commercial and 5 student commercial clamming licenses.

TABLE E-4
CLASS OF WORKER AS A PERCENTAGE OF THE WORKFORCE

	Sagadahoc County	Phippsburg	Bath	West Bath	Georgetown
Wage and Salary, Private Sector	76%	73%	77%	77%	73%
Government	14%	10%	14%	13%	12%
Self-Employed in own business	10%	17%	9%	10%	15%

Source: US Census 2000

Earnings/Income

Table E-5 shows that in 1999 Phippsburg's income level was slightly higher than that of Bath as well as of Sagadahoc County as a whole.

TABLE E-5
INCOME IN 1999

	Sagadahoc County	Phippsburg	Bath	West Bath	Georgetown
Median Household	\$41,908	\$46,739	\$36,372	\$45,326	\$47,813
Median Family	\$49,714	\$53,631	45,830	\$52,986	\$58,438
Per Capita	\$20,378	\$22,205	19,112	\$23,022	\$24,709
Median Earnings-Male Full Time	\$34,039	\$33,214	\$35,064	\$34,375	\$39,028
Median Earnings-Female Full Time	\$24,689	\$26,250	\$22,439	\$27,448	\$24,792
Mean retirement Income	\$18,481	\$24,066	\$19,616	\$22,974	\$21,309

Poverty

The level of poverty is certainly an important element of the present economy as well as a source of concern in planning for the future. See Table E-6 below for comparisons in the region. When talking about people in poverty, absolute numbers are important. In Phippsburg, there are 36 families living below the poverty (Federal definition) line. There are 46 persons or 14.4% of the population 65 or over who may be considered poor. This percentage is significantly higher than those for the County - 6.4%, Bath - 9.6%, West Bath - 4.4% and Georgetown - 5.2%.

TABLE E-6
NUMBERS AND PERCENT OF FAMILIES BELOW THE POVERTY LEVEL IN 1999

	Sagadahoc County		Phippsburg		Bath		West Bath		Georgetown	
	#	%	#	%	#	%	#	%	#	%
Families	673	6.9%	36	5.8%	218	9.3%	21	4%	11	3.9%
with children under 18	565	11.6%	22	8.5%	199	15.7%	15	7%	8	6.8%
with children under 5	297	16.8%	11	12.2%	108	22.8%	5	6.8%	4	9.8%
Over 64	268	6.4%	46	14.4%	118	9.6%	10	4.4%	8	5.2%
Female Head No Male	427	31.3%	14	26.4%	175	34%	10	21.7%	6	28.6%

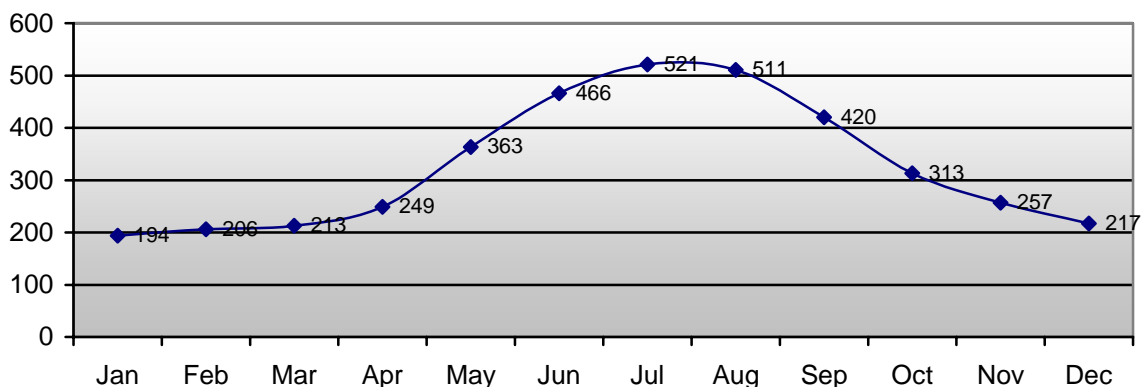
Source: US Census 2000

LOCAL ECONOMY

Seasonal Employment

The seasonality of jobs in Phippsburg is illustrated by the bell shape curve in Figure E-1. The peak is in July with 521 jobs. Since the average monthly employment is 328, it would appear that the majority of the jobs in July are seasonal. Tourism is the largest single factor in the increase in jobs during the summer months.

FIGURE E-1
NUMBER EMPLOYED BY MONTH



Local Businesses

TABLE E-7
WAGE JOBS IN THE LOCAL INDUSTRY
(Not Including Fishing and Self-Employed)

Industry	Firms	Jobs
Construction	10	36
Manufacturing	2	2
Transportation, Utilities	5	9
Wholesale Trade	8	36
Retail Trade	8	36
Finance, Real Estate, Services	17	196
Public Administration	2	12
Total	52	327

The following is a list of businesses in Phippsburg by type provided by the Maine Department of Labor, Division of Labor Market Information.

- Construction:** R.W Stevens Inc., Smithfield Construction, Tide Scour Inc., Terry N. Markham, Evergreen Coast Builders, Seacoast Carpentry Inc., Dana Gilliam Plumbing & Heating, Craig Murray, Doyle Concrete Foundation Inc., G A C Corporation and Harry Doughty and Son.
- Manufacturing:** Small Point Marine Inc., Robert Stevens Boat Builder Inc.

3. **Transportation, Communication, and Public Utilities:** Ed Skillin Inc., Stoneybrook Hauler Inc., Lady Hawk Inc., Spear Marine Services and Joshua Bates Trading.
4. **Wholesale Trade:** Peninsula Tools & Equipment, Columbia McKinnon Corporation, Mark Hawkes Forest Products, Sebasco Wharf Inc. Seahorse Lobster and Fish, Eastern Maine Lobster Inc. and G. P. Herron Enterprises Inc.
5. **Retail Trade:** John G. Morse & Sons, Percy's Store Inc., West Point General Store, Bisson Center Store, Pine Tree Service Center Inc., The Waters Edge and The Lobster House.
6. **Finance, Insurance & Real Estate:** Hoffman Michaels Group, Fish House Cove Properties Inc. and Osiris Holding Corp.
7. **Public Administration:** Town of Phippsburg.
8. **Services:** Sebasco Harbor Resort Inc., Rock Gardens Inn Inc., Edgewater Farm B & B Inc., Spinney's Inc., Popham Beach Bed And Breakfast, Ocean View Park Inc., Hermit Island Co. Inc., Head Beach Campgrounds, Small Point Club Inc., Cellar Salon Inc., Loewen Group International Inc., Staley Diversified, Coastal Truck & Trailer Service, Rice's Piano Service, Phippsburg School Department, Grace F. Gillett, Ralph Remeschatis and Enigma Variations Inc.

Retail Sales

Phippsburg's retail sales, although comparing favorably with those of neighboring small towns, do not indicate the health of the local economy. In fact, they are merely indicative to what extent Phippsburg is a rural bedroom community. Townspeople largely shop outside of Town, primarily in Bath. The fact of the matter is that these small retail sales reflect the very ruralness that the townspeople want to protect. The townspeople have expressed a desire to have only low impact types of businesses in Town, those that do not generate large amounts of retail sales.

TABLE E-8
RETAIL SALES IN THE REGION
(In thousands of dollars)

	1996	1997	1998	1999	2000	2001
Phippsburg	\$5,174	\$5,605	\$6,630	\$7,418	\$8,158	\$8,136
Bath	\$70,752	\$72,316	\$73,990	\$74,083	\$79,296	\$78,810
West Bath	\$2,877	\$2,936	\$3,711	\$4,800	\$4,518	\$4,992
Georgetown	\$3,813	\$3,075	\$3,288	\$3,667	\$3,865	\$4,446

Source: Maine Revenue Services

Table E-8 shows that Bath's retail sales are ten times that of the small towns around it. We do not have the figures for Brunswick or Topsham, but it is obvious that the three large towns, Brunswick, Topsham and Bath serve the retail needs of the rural towns around them.

Valuation

Phippsburg's assessed valuation determined by the State has risen from \$166.7 million in 1990 to \$214.1 million in 1999. Since all land is assessed at its market value, commercial and residential properties are not separated. If viewed in real 2002 dollars, the State valuation has been amazingly steady. Please refer to the Fiscal Capacity Chapter of this plan where it is discussed in detail.

PLANNING ISSUES

VULNERABILITY TO OUTSIDE FORCES

As Phippsburg presents the classic definition of a bedroom community, its economy is obviously dependent on many factors beyond its control. The Federal defense budget impacts the whole region. A decreased number of BIW contracts or the downsizing of BIW and the Brunswick Naval Air Station would cause the loss of a significant number of high paying jobs, thus affecting the ability of the residents who work in these defense related industries to pay their property taxes which appear to be steadily increasing. This would result in the deterioration of the quality of schools and municipal services.

The fishing industry, which provides Phippsburg with the single largest infusion of revenue, is affected by the depletion of the fishing resource and the regulations that arise from the Federal requirement to protect it.

The tourist industry is much affected by the national economy and a variety of worldwide factors, as seen by the downturn of tourism due to the terrorists acts in New York City on September 11, 2001.

The Fishing Industry

Data in Tables E-3 and E-4 show that Phippsburg's economy and the viability of its fishermen are vulnerable to global threats to the fishing industry. The numbers show the importance of and dependence on the commercial fishing industry in Phippsburg. There are 351 commercial fishing license holders but only 217 fishermen, some holding more than one license. Between 7 and 10% of the working population is engaged in fishing. Commercial fishing generates the single largest amount of income estimated to be in the millions of dollars.

While the lobster harvest has exceeded estimates along many parts of the coast, the catch for Sagadahoc County has declined - Working Waterfront, February 2001. Fish landings at the Portland fish exchange have shown some decline to date due to depleted stocks and Amendment 13 regulations; landings of tuna and swordfish have declined significantly. Should the commercial fishing industry and its related marine businesses experience a marked downturn, it is likely that Phippsburg's economy would be dealt a major blow.

Given that we do not have much control over these factors, we still must focus our attempts at solutions on the local level.

The decline of free local access to salt water is an issue. Increasing residential development of coastal areas pushes up land prices, increases the value of adjacent properties and reduces access to the water. Please see the Marine Resource Chapter in this plan for more discussion of this topic.

Tourism

Since the late 1800's, summer residents and visitors have recognized the natural beauty of Phippsburg. Today, tourism is a resource-based industry of substantial value to the Town. The majority of our businesses and taxable retail sales are tourist related. About as many people are employed locally in tourist related businesses as in fishing.

We do not have exact data on our dependence on the tourist industry. Figure E-1 shows that approximately 337 jobs in Town are seasonal. This amounts to almost all the jobs in Town. (The Department of Labor data shows the annual average number of jobs is 328. In the peak month of July the average is 521 jobs; in January 194 jobs.) Additionally a large number of the hospitality and retail businesses thrive on summer tourists.

The costs to the Town incurred by tourism is hard to estimate, but there is no question that extra police coverage, road maintenance and solid waste disposal produce costs attributable to the tourist influx.

A challenge for the 21st century is to preserve the natural beauty and recreational opportunities of Phippsburg while encouraging a healthy local economy and manageable growth.

INCREASED VALUE OF COASTAL PROPERTY

Phippsburg shares with other coastal communities the effects of in-migrants and early retirees buying or remodeling coastal properties. The total valuation of properties in Phippsburg has increased by 27% since 1991.

Non-resident taxpayers pay 2/3 of the Town's taxes while owning 3/4 of the Town's shore front property. As seasonal residents, they place a minimal demand on educational services which require the Town's largest expenditure.

New buyers, appreciating the desirability and value of shorefront property, have bid up the prices not only of them but of adjacent properties to the point where a number of residents are increasingly unable to afford the taxes on their own properties. (The State of Maine requires that adjacent and similar properties be evaluated on a comparable basis.)

Because the amount of the school subsidy from the State depends on the total value of property, the school funding to the Town is reduced in proportion to the increase in property valuation.

INCREASE TAX BASE THROUGH ECONOMIC DEVELOPMENT

Phippsburg, like many small towns in the region, is faced with the prospect of taxes having to be raised to cover the increasing costs of Town operations. The town-wide survey taken by the Comprehensive Plan Committee appears to indicate that residents would like to increase the tax base and opportunities for local employment by encouraging low impact economic development without conflicting with land use, the rural atmosphere, or quality of life. However, if residents only want development which produces a net gain, then one can assume they do not want to provide additional municipal resources to support commercial development.

However, this raises questions... Is the tax base increased by business? This depends on the type of business and the cost in services required from the Town. A clear benefit is that businesses pay the same property tax as homeowners but do not incur the same degree of expenses in particular regarding children in schools. Towns with heavy industries, for example, have

generally low tax rates on residential properties because the value of the industry usually far exceeds that of all the residential properties put together.

The personal property tax applied to the equipment and machinery needed by businesses does not broaden the tax base to a great extent. The personal property tax collected in Phippsburg last year was \$26,000, less than 1% of the property tax revenue.

Most people now realize that the resulting costs of services and the reduction of State school subsidies have to be subtracted from the net increase in tax revenue. For that reason commercial or retail businesses may not produce as much of a tax benefit as offices or factories, because they may generate more traffic and require more public services and police protection.

Additionally most people forget or do not realize the effects of aid to school funding. The first 30% to 40% of new property tax revenue from any kind of development is discounted because the State funding formula reduces school aid to the Town as a proportion of the total tax base. The actual amount can vary considerably based on the Town's calculation of school funding aid. These figures are shown in the Fiscal Capacity Chapter of this plan.

Respondents to the survey indicated that the Town should encourage development of low impact, home based businesses. Businesses such as bed and breakfast establishments, small independent sit down restaurants, child care, professional offices and small retail operations have the least impact both on the need for additional Town services and on the quality of life. These kinds of establishments support the local communities by meeting the needs of both its year round and summer residents as well as tourists making use of the Town's beaches, woods and other recreational opportunities.

The survey results also indicate popular support for many of the traditional businesses that Phippsburg has depended on economically for generations. Our commercial fishing, forestry, farming and small construction companies are important links to our past and are certainly a desired part of our economic future.

Results of the survey also indicate that most respondents oppose commercial growth associated with "big cities" which would change the rural and scenic character of the Town. Survey respondents and attendees at informational meetings feel that "big box" retail stores, chain motels, fast food restaurants, additional mini storage facilities and heavy industry do not belong in Town.

COUNTY TAX

A related issue is that Sagadahoc County assesses an ever increasing tax upon the Town of Phippsburg for services provided by the County. The taxpayers have repeatedly said that this tax burden is too high. They would like to see a reduction or greater return on the County taxes.

IN CONCLUSION

The desirability of waterfront property has driven land values to extremes and forced valuation and resulting taxes beyond the reach of many long time residents. The Town valuation of property is based upon a formula designed by the State of Maine and uses as its basis the selling price of similar and adjacent properties. The townspeople have expressed again and again their dissatisfaction with this method of valuation. Fiscal expenditures and land use ordinances must

be managed to protect older residents and to preserve the current way of life in Phippsburg while accommodating the growing population and increasing demand for services.

GOALS AND STEPS TO ACHIEVE THEM

Overall Goal: The Town of Phippsburg should encourage the growth of employment opportunities in areas so designated in keeping with the current make-up of the town and its rural character and pursue tax reforms and businesses that will lead to decreasing the tax burden on its citizens.

GOAL 1: Encourage and minimize restrictions on businesses such as home building trades, farming, use of marine resources (fishing industry), professional and business trades, tourism and cottage style businesses with a small number of on site employees which are in the traditional makeup of Phippsburg and reflect the unique ruralness of the Town.

Step to Achieve the Goal:

Designate suitable areas for limited commercial growth. Upon adoption of the Comprehensive Plan by the Town, the Land Use Comprehensive Planning Committee and the Planning Board should identify such areas, amend the Land Use Ordinances, and establish standards for the size and type of businesses that will be permitted. The ordinances should be amended within one year of the Town's acceptance of the Comprehensive Plan.

GOAL 2: Discourage commercial or industrial growth which would cause adverse environmental impact, or adversely affect the rural character of the Town.

Step to Achieve the Goal:

The Planning Board and the Land Use Comprehensive Planning Committee should amend the land use ordinances in keeping with the desired size and type of commercial enterprises.

GOAL 3: Encourage the viability of the commercial fishing industry by preserving and improving water access for commercial fishermen.

Steps to Achieve the Goal:

1. The Town should encourage opportunities that permit our commercial fishermen additional water access to conduct their business in order to harvest, land their catch and have adequate shore space for loading, unloading and storing. The Planning Board, Marine Resources Committee, Town Landing Committee, Harbor Commission and Shellfish Committee all should make this a priority. This may also require the formation of a Fishermen's Co-op to purchase shoreland as it becomes available.
2. The Town should encourage the State and in addition support legislation to create a Commercial Fishing property tax exemption patterned after the present Open Space, Tree Growth and Farmland exemptions.

3. The Selectmen should encourage the Town's shellfish harvesters, lobstermen, ground fishermen and other commercial fishermen to explore the establishment of a Commercial Fisheries Commission.

PUBLIC FACILITIES AND SERVICES

INVENTORY AND ANALYSIS

CAPITAL ASSETS

The Town maintains a number of vehicles and a boat to provide emergency services to Town taxpayers (see Table PF-1). The Ford Crown Victoria and Ford Expedition belong to the Police Department. All other vehicles belong to the Fire and Rescue Department. Currently the vehicles in the Fire Department are on an 11-year rotational replacement schedule. The Fire Chief is recommending that they be put on a 7-year schedule, which he feels is more realistic. However, the replacement of equipment will be determined by need and not by purchase date.

The Chief of Police determines replacement dates for the police vehicles. The Harbor Commission determines the replacement date for its boat.

At this time, each department recommends which vehicle or boat to replace and when. The department head submits town warrant articles through the Budget Committee and Selectmen to the townspeople at Town meetings. Each warrant article is treated separately at Town Meeting in accordance with the plan generated by the department head.

TABLE PF-1
VEHICLE AND BOAT INVENTORY AS OF JULY 2004

Year	Type	Make	Model	Purchase Cost
1965	Engine	Ford		\$11,257
1983	Tanker	Intl		\$35,000
1985	Pickup	Dodge	W-350	\$4,000
1987	Engine	GMC		\$75,000
1993	Boat/OB/Trail	19 Ft	Sea Pro	Free
1994	Truck	Ford	L8000	\$110,000
1996	Ambulance	Ford		\$110,000
1997	Patrol Car	Ford	Crown Vic	\$5,348
1999	Ambulance	Ford	E-450	\$61,450
2000	Pumper	Freight		\$165,000
2002	Truck	Chev	Box	\$36,000
2004	Patrol Car	Ford	Expedition	\$34,000

Table PF-2 shows the Town owned buildings and structures.

TABLE PF-2
BUILDINGS AND STRUCTURES INVENTORY

Building or Structure	Address	Replacement Value Structures	Replacement Value Contents
Fire Station	1060 Main Road	\$328,898	\$40,000
Fire Station Garage	1060 Main Road	\$40,000	\$30,000
Sand/Salt Shed	52 Sam Day Hill	\$90,000	\$0
Storage Trailer	43 Sam Day Hill	\$1,950	\$0
Recycling Trailer	43 Sam Day Hill	\$2,000	\$0
Totman Library	28 Parker Head Road	\$228,717	\$30,000
Town Office	1042 Main Road	\$234,743	\$60,000
Transfer Station	43 Sam Day Hill	\$75,000	\$1,000
Elementary School	Main Road	\$3,000,000	\$1,000,000
Cemetery Shed	Morningside Cem.	\$7,000	\$0
Meadowbrook Boat Ramp	Bushy Isle View	\$67,700	\$0
Acre Lot Wharf	Bakers Wharf	\$34,000	\$0

These buildings and structures are subject to the usual maintenance and replacement procedures. In addition, it may be necessary to duplicate fire and rescue services on the western side of Town if residential development and associated response times should require.

TOWN ADMINISTRATION

The Town is served by the following paid (salary and/or stipend) positions:

- | | |
|-------------------------------------|---------------------------------|
| Animal Control Officer | Parking Enforcement Officer |
| Election Clerks | Registrar of Voters (elected) |
| Codes Enforcement/Building/Plumbing | Rescue Chief |
| Constable | Road Commissioner (elected) |
| Emergency Management Director | Road Crew (2-3) |
| Fire Chief | School Committee (5) (elected) |
| Fire Wardens (5) | Selectmen (3) (elected) |
| Harbormaster | Shellfish Warden |
| Health Officer | Tax Collector (elected) |
| Librarian | Treasurer (elected) |
| Moderator (elected) | Town Administrator |
| Police Chief | Town Clerk (elected) |
| Police Officer (P/T) | Transfer Station Attendants (2) |

The list of the volunteer commissions, committees and unpaid positions follows:

Assessment Review Board	Historical Preservation Commission
Assistant Fire Chief	Library Trustees (elected)
Budget Committee (elected)	Planning Board
Board of Appeals	Public Safety Advisory Committee
Community Access TV	Recreation Commission
Cemetery Trustees (elected)	Road Committee
Center Pond Alewife Committee	Sealer of Weights and Measures
Conservation Commission	Shellfish Commission
Deputy Registrar of Voters	Town Lands Management Committee
Deputy Tax Collector Treasurer	Town Landing Committee
E- 911 Addressing Officer	Tri-Town Alewife Committee
Harbor Commission	

WASTE MANAGEMENT

Phippsburg maintains a Town owned Transfer Station, which is staffed by two part time employees. The Station is open two days per week in the fall and winter months, three days in the spring and four days during the summer months. Phippsburg property owners and renters who display a current Town issued sticker are permitted to use the Transfer Station for waste created in the Town of Phippsburg. Private haulers (only one at this time) are permitted to use the transfer station only for waste generated in Phippsburg.

Waste materials permitted for disposal at the transfer station are tires, metal, brush, building debris, over-sized bulky waste, universal wastes, propane tanks (20lb) and household trash. Opportunities by way of appropriate bins exist to recycle cans, glass, plastic and newspaper at both the transfer station and at the Town Hall parking lot. Cardboard may only be recycled at the Transfer Station.

Steel is the only recycled waste item that returns money to the Town. Returnable bottle money is shared by local non-profit organizations, who manage the return of the bottles. There is a “swap shop” at the Transfer Station where folks may discard and/or select serviceable discarded items.

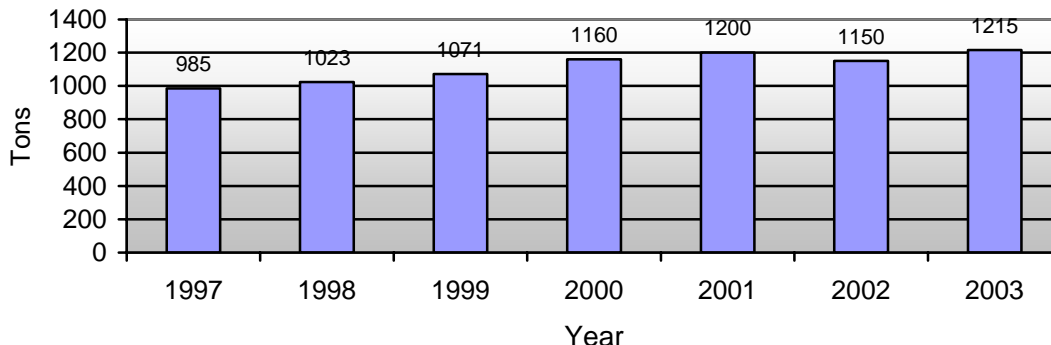
The Town holds a hazardous waste drop-off day each summer at the Sand/Salt Shed.

Clean brush and building debris is no longer burned on site. It is chipped and trucked away for recycling. Also, in order to comply with a DEP mandate for 2006, the Town will be required to separate and recycle CRT’s (computer monitors and televisions).

Costs for waste management in 2003 were \$138,000 for operations and \$20,000 for salaries. Currently the Town is under a five-year contract which expires in 2006.

The seven-year trend for amounts of household trash, measured in tons, has been increasing as shown in Figure PF-1. Building debris increased 41% from 2002 to 2003. A ten-year projection would likely reveal the need for a second building debris container and, perhaps, a second compactor.

FIGURE PF-1
TONS OF HOUSEHOLD TRASH GENERATED



PUBLIC SERVICES

LIBRARIES

The local Totman Library and the regional Patten Free Library in nearby Bath provide the citizens of Phippsburg library service.

Service hours are as follows:

TABLE PF-3
LIBRARY HOURS FOR 2004

Days Open	Totman Library Hours	Patten Free Library Hours
Monday	12 to 5 PM	10 to 5 PM
Tuesday	12 to 5 PM	10 to 8 PM
Wednesday	12 to 5 PM	10 to 8 PM
Thursday	12 to 5 PM	10 to 8 PM
Friday	12 to 5 PM	10 to 5 PM
Saturday	9 to 12 PM	10 to 5 PM (closed summers)
Sunday	Closed	Closed

The Totman Library is located at 28 Parker Head Road and the Patten Free Library is located at 33 Summer Street (on the Park) in the city of Bath. Both libraries receive tax support from the Town. In return for this support, which varies each year, Phippsburg residents and taxpayers enjoy free use of the Patten Free Library.

There is also a small library in Popham located next to the chapel. It is supported and operated by the residents of Popham. Free use of this facility and its contents is permitted in the months of July and August when the building is open to the public.

The Patten Free Library was renovated and expanded in 1997. The Totman Library was modified in 2003 to provide more program space for children. The main floors of both libraries are handicapped accessible from the outside via ramps. The Patten Free Library has an elevator.

POLICE

Phippsburg employs one full time (40 hours per week) and one part time Police Officer. During the summer months, a Parking Enforcement Officer is employed to work twelve weeks beginning in June primarily to enforce parking regulations on Route 209 along Popham State Park.

The number of police calls is rapidly increasing in the Town. In 2001 there were 732 calls for police service compared to 560 calls in 2000. This is a trend seen in many jurisdictions in Maine as many towns see an influx of new residents from areas with full time police service and who arrive here expecting the same level of service.

The Police department currently has a 1997 Ford Crown Victoria and a 2004 Ford Expedition for use as patrol vehicles.

The Sagadahoc County Sheriff's office provides coverage to Phippsburg. However, as it is able to staff shifts with only 1-3 deputies, it is often finding itself responding to incidents after the fact.

Phippsburg has experienced record population growth in the last two decades. This fact coupled with a State park, hiking preserves, a newly renovated golf course and the other recreational opportunities available on both sides of the peninsula, is expected to put a burden on the police services. In the future it may be in the best interest of both residents and visitors to add additional police officers, at least in the summer.

ENHANCED EMERGENCY 911 SERVICE

The Town has fully implemented Enhanced Emergency 911 service. There are currently 263 named roads in Town to comply with E-911 requirements. Emergency services are dispatched from the Sagadahoc County Communications Center. To date this service works well.

FIRE AND RESCUE

Phippsburg's all volunteer Fire and Rescue services receive praise from all residents of the Town, summer and year-round residents alike. The Fire Station is located on the east side of Route 209 adjacent to the Town Hall and across the street from the Elementary School. The equipment consists of two ambulances and an assortment of fire fighting vehicles (see vehicle inventory under capital assets) including a new 2000 Freight Liner Pumper. The vehicles, while recommended to be on a 7-year rotational replacement schedule, will be replaced as determined by need and condition and not necessarily by date of purchase. Replacement should be a part of the priorities generated by the Capital Improvement Plan.

A large group of volunteers participates regularly in fire and rescue training to maintain their skills and knowledge. In addition, an organized Ladies Fire Auxiliary assists the volunteers by providing support services and assisting in fundraising.

As funds become available, the department continues to extend emergency medical equipment storage to the more distant parts of Town. At present defibrillators are available with trained personnel in Popham and in Small Point. The department prides itself in that medical services are able to reach the most distant point from the Fire Station, Popham, in twelve minutes!

At the May 2006 town meeting there will be a warrant article from the Fire and Rescue Department requesting the approval for two (2) certified emergency personnel to receive \$5.00 per hour “call pay” to be in town on call from 6 a.m. to 6 p.m. during the summer months. This request is necessitated by the nearly doubling of the town’s population during the summer by summer residents, visitors to our four campgrounds, daily visitors to our three state park sites and our beaches, and the guests at our many “B and B”s and two resort hotels.

Additionally, the Fire Chief continues to alert the town of the impending need for at least two full-time firefighter employees. This requirement will be primarily in response to the decreasing availability of volunteer firefighter personnel rather than to the increase in town growth.

MUNICIPAL LINE DEPARTMENTS

The municipal budget for 2005-2006 was in the amount of \$1,371,600 (includes \$284,000 for Capital Accounts). The staffing and budgets for 2005-2006 as projected and appropriated at the May 2005 Town Meeting are as follows:

Town Administration - \$328,830

Staff includes the Municipal Officers, Town Administrator, Tax Collector, Treasurer, Ballot Clerks, Moderator, Town Clerk, Registrar of Voters, School Committee and Code Enforcement Officer. Operating budgets include Town Administration, Legal, Town Hall Maintenance, Assessing, Consulting, Contingency, E-911, General Assistance, Insurance and Benefits.

Fire and Rescue - \$63,800

Staff are all volunteers. Stipends are paid to the Fire Chief, Rescue Chief, Fire Warden, Four Deputy Fire Wardens, and the Emergency Management Director. Operating budgets include Ambulance, Fire General, Fire Operations, and Emergency Management.

Law Enforcement - \$82,986

Staff includes Police Chief, Part Time Police Officer, Parking Officer, Animal Control Officer, Constable. Operating budgets include Police, Animal Control, and Parking Enforcement.

Roads - \$185,500

Staff includes the Road Commissioner and three part-time employees. Operating budgets include Winter, General, and Tar.

Health, Welfare and Sanitation – \$207,300

Staff includes Health Officer and Two Transfer Station Attendants. Operating budgets include Transfer Station and General Assistance.

Planning and Conservation - \$122,735

Staff are volunteers. Operating budgets include Town Lands, New Meadows, Alewives, and Totman Preserve bond (\$115,735).

Harbors and Public Landings – \$3,519

Staff includes Harbormaster and Shellfish Warden. Operating budget includes Harbor, Shellfish and Town Landings. (Funding in 2007 will include \$176,158 bond for the Acre Lot Expansion.)

Libraries and Agencies - \$75,930

Staff includes one part-time librarian and volunteers. Operating budget includes support for Totman Library, Patten Free Library (Bath), and non-profit agencies.

Parks, Cemeteries and Recreation - \$17,000

Staff are volunteers and a part-time grounds person. Operating budget includes Cemetery upgrades and Recreation.

NOTE: The municipal line budgets above do not include funds for CIP or Capital Reserve Accounts which include the following: Town Hall (\$4,000), School (\$30,000), Fire and Rescue (\$35,000), Police (\$5,000), Roads (\$110,000), Stoneybrook Road (\$85,000) and Transfer Station (\$15,000). Total Capital Accounts for 2005-2006 were \$284,000.

PUBLIC OPINION

Both the survey responses and community meetings revealed overwhelming requests for speed limit enforcement in the Town. Many respondents requested that speed limits be reduced as well as enforced. Concerns related to speed limits and the stringent enforcement of them received the greatest number of comments.

Also, many respondents expressed concerns in regard to the disposal of hazardous waste materials. Many requested the opportunity to dispose of hazardous waste, provisions for which at the time of the survey were not available at the Transfer Station. In addition, respondents expressed interest in greater opportunities to recycle, especially for paperboard. General satisfaction was expressed about the operation of the transfer station.

The survey responses indicated satisfaction with the Town's fire and rescue services.

Changes Since the Survey Was Taken

Following the completion of the town-wide survey and community meetings the selectmen have taken action to address the major issues raised as follows: (1) Speed/Police - a new full-time police chief has been employed as well as a part time officer and, to date, they have been aggressive in the enforcement of the Town speed limits and in apprehending speeders; (2) Hazardous Waste - an annual hazardous waste disposal day has been scheduled for each summer.

SUMMARY FINDINGS

1. Recently there has been an increase in the demand for ambulance service. With the growth in the Town's population and the seasonal influx of tourists and summer residents it is likely that calls for the rescue service will indeed increase.
2. Phippsburg is also experiencing an increase in property crimes and the number of police calls is rapidly increasing. It may be in the best interest of the residents and visitors to Phippsburg to add additional police officers in the near future.

3. The seven-year trend for tons of trash has been increasing as shown in Figure PF-1.
4. It may also be necessary to duplicate fire and rescue services on the western side of Town if residential development increases.
5. Each department's request for additional capital equipment is treated separately in accordance with the plan generated by its department head. The Town does not assign a priority ranking to the requests of individual departments.

GOALS AND STEPS TO ACHIEVE THEM

GOAL: Public services should be maintained at the current level and expanded as the growth of the Town warrants.

Steps to Achieve the Goal

1. The Board of Selectmen and Town department heads should monitor the need for services and facilities maintenance and make appropriate recommendations as required on an on-going basis.
2. The Selectmen and the Budget Committee working with the department heads should prepare a 10 year Capital Investment Plan, which would assign an overall priority to the replacement of equipment and adding or expanding buildings. It should be updated annually and approved at the Town Meeting.
3. The Fire Chief and the Selectmen should seek an outside evaluation (preferably free of charge) to evaluate the reasonable level of service for the population. This study will assist the Town to set a threshold to determine when, with continued population growth, additional fire protection will be needed. Full-time personnel may be required in the future to expedite response time.
4. Similarly the Selectmen should seek the assistance (probably free) of the State Planning Office Waste Management Division to evaluate the volume of waste which would justify a second building debris container and compactor at the Transfer Station.

RECREATION

INVENTORY OF PHYSICAL ASSETS

Phippsburg is unique in the recreational opportunities it offers residents, non-residents and tourists. Its miles of coastline, lakes, ponds, and open spaces provide opportunities for swimming, boating, fishing, hiking, snowmobiling, cross-country skiing, hunting and ATV vehicles. In addition, private resort facilities offer golf, tennis and a health club, for a fee. Recreational facilities for organized sports are available using the field and gym at the Phippsburg Elementary School, but are limited. All recreational facilities at the school are handicapped accessible.

Over the past ten years, the recreational opportunities in Phippsburg have significantly improved. The Phippsburg Land Trust has become a vital force and has developed hiking trails on the land it has purchased or acquired through easements. The Town and the Land Trust collaborated to purchase Sebasco Lodge's beach at Totman Cove for the use of Phippsburg residents, taxpayers and their guests. Access to the water has improved due to State and Town development of launching and landing facilities. In addition, Sebasco Lodge was sold and is now Sebasco Harbor Resort. The new owners have upgraded the facilities by developing a more challenging golf course and adding a health club facility.

A detailed inventory of Phippsburg's recreational facilities appears below:

Landings and/or Launching Facilities

(Town owned landings are for the use of residents, taxpayers and their guests only)

Morse's Landing on the Kennebec River is located in Fiddlers Reach and was developed by the State. It is used and enjoyed from April 1 until November 30. It consists of a concrete landing with floats. It is ADA compliant with porta-potties and has 20 parking spaces, of which 3 are handicapped.

Ferry Landing on the Kennebec River - Fiddlers Reach is located south of Morse's landing and is Town owned. It is not developed. It has very limited parking and deep water.

Green Point Landing is located in Cox's Head and is Town owned. It is not developed. It has limited parking for 2 cars and is tidal.

Popham Beach Boat Owners Association has floats attached to a wall at Fort Popham. There is a launch on Fort Baldwin Road. Both facilities are private and there is no parking.

Head Beach Boat Ramp can be used with permission by owner. It is tidal.

Hermit Island has three launching facilities, one a concrete landing and two gravel. All facilities are privately owned and reserved for campers from May 1st to October 14th. There are limited docking and mooring facilities available for a fee. A gravel launch by the store which is tidal may be used by the public for a fee. No parking is available.

Small Point Boat Owner's Fish Wharf consists of a private ramp and float.

Alliquippa Landing is located in Small Point and is Town owned. It is tidal and has limited parking.

Cat Cove is located in West Point and is Town owned. It consists of a small gravel boat launch. There is no parking.

Acre Lot Town Wharf is located in Sebasco and is Town owned. It has no facilities and limited parking. The wharf is not accessible to large boats at low tide.

Old Mill Dam located in the Basin is privately owned. Small boats can be launched and there is no parking.

Meadowbrook Town Landing is located on the New Meadows River and is Town owned. It consists of a concrete boat ramp and has limited parking.

Dromore Bay Parcel is Town owned and not yet developed. It is used by shellfish harvesters and is tidal. It is only suitable for launching small boats and has limited parking.

Sebasco Harbor Resort Dock and Float is available to resort guests and all boaters. There are gasoline and water available. Moorings are available for a fee and a boat sewage pump out station is available at the dock, also for a fee. A gravel, undeveloped tidal launching facility is also available on the Resort's property.

Beaches

Popham Beach State Park consists of 529 acres and is open from April 15 through October 30. There is a \$2.50 parking fee (seniors exempt), and it has 440 parking spaces available.

Popham Beach (River Beach near Fort) has limited parking.

Head Beach at Small Point is privately owned, but the public is admitted for a \$4.00 parking fee.

Seawall Beach - Bates-Morse Mountain Conservation Area is located in Small Point. It is privately owned, although the public is admitted free. It has 50 parking spaces available, but parking on Route 216 is prohibited. There is a 2 to 3 mile walk to the beach from the parking lot.

Sebasco Beach at Totman Preserve consists of 83 acres. It is a Town beach restricted to the use of residents, taxpayers and their guests. Parking facilities consist of an upper and lower lot as well as handicapped. It is a 1000 foot walk to the beach from the upper parking lot. An ordinance pertaining to the use of the preserve is available at the Town Office.

Historical Sites Open to the Public

Fort Popham consists of 4.4 acres and is open Memorial Day through September. It has 30 to 32 parking spaces available. It has a semi circular fort built in 1861 for use during the Civil War. Modifications were made and the fort used again in the Spanish American War and World War I.

Fort Baldwin consists of 45 acres and is open from Memorial Day through September 30. A parking lot has 15 spaces available. The fort was built for use during World War I and was also used during World War II.

Site of First Popham Colony is located nearby. It is currently the site of an archeological dig that is usually conducted for several weeks during the summer.

Campgrounds

Commercial campgrounds are available at Meadowbrook, Small Point and Popham Beach. Hermit Island is the largest camping facility with 275 campsites on 255 acres.

Lakes and Ponds

Spirit Pond is a salt-water pond consisting of 55 acres which is fed by Morse's River. The pond provides striper fishing.

Center Pond is a freshwater pond located at Phippsburg Center consisting of 73 acres. The pond provides for fishing (bass, pickerel, perch and brook trout) and small boating during the summer months and ice fishing, ice-skating and snowmobiling during the winter months. Personal watercraft (jet-skies) are prohibited.

Winnegance Lake is a freshwater lake often referred to as Winnegance Creek. The lake provides fishing and small boating during the summer months and ice fishing, ice-skating and snowmobiling during the winter months.

Big Pond consists of 10+ acres and is located in Small Point. There is no public access. Personal watercraft (jet-skies) are prohibited.

Silver Lake consists of 13 acres and is located in Popham. It is known to have once been a source for trout fishing. There is no public access. Personal watercraft (jet-skies) are prohibited.

Meetinghouse Pond consists of 10+ acres and is located in Ashdale. It is known to have been a source for brown trout fishing. There is no public access. Personal watercraft (jet-skies) are prohibited.

Sprague Pond consists of 14 acres and is located in Ashdale. There is good fishing and public access from Phippsburg Land Trust land. Personal watercraft (jet-skies) are prohibited.

Rivers

New Meadows River borders the west side of the Phippsburg peninsula and provides Phippsburg residents and tourists with an excellent opportunity for boating and sport fishing for stripers and bluefish. The Basin, an inlet off the New Meadows, provides one of the most protected harbors on the Maine coast plus an unusual scenic environment.

The Kennebec River borders the east side of the Phippsburg peninsula and flows into the ocean at Popham Beach. It provides Phippsburg residents and tourists with an excellent place for boating and sport fishing for striped bass and bluefish. In fact, some of the best striper fishing on the east coast is found on the Kennebec River. It also offers an unusual scenic environment.

Hiking Trails

A number of public and Land Trust hiking trails available in Phippsburg allow residents and tourists to observe nature and the scenic beauty of the Phippsburg peninsula.

The Land Trust and the Town currently provide eight hiking areas.

The Cooley Preserve has three trails which can be accessed from a parking lot on Parker Head Road.

The Ridgewell Preserve and Town Forest has three trails which can be accessed from the Pride Rock pull-off.

The Spirit Pond Area trail can be accessed about a quarter mile west of the intersection of Route 209 and Parker Head Road.

The Long Trail runs from the Cooley Preserve at Center Pond to Spirit Pond, a distance of 8 miles.

The Perkins Farm trail runs from Popham Beach to Fort Baldwin and is accessed at the end of Perkins's Farm Lane.

The Jan Bijhouwer Easement trail can be accessed from the Stoneybrook Road.

The Veterans Trail can be accessed at the Town Hall or Fire Station where it runs a short distance along Center Pond. It offers a nice place to picnic and view the scenery.

The North Creek Trail at Totman Preserve trail can be accessed off West Point Road, where there are two parking lots. This preserve is restricted to Phippsburg residents, taxpayers, and their guests.

Sprague Pond trail can be assessed from a parking turnout on Route 209, ¼ mile south of Sam Day Hill Road. The access trail crosses to a beaver pond. Once past a dam, the trail goes uphill about ½ mile to the lovely secluded spring fed Sprague Pond, now stocked with trout.

The Bates-Morse Mountain Conservation Area is privately owned by Bates College. It consists of 627 acres and is accessed from Small Point Road. There is a parking area for about 50 cars. A trail goes to the top of Morse Mountain where one can enjoy a spectacular view and continues down to beautiful Seawall Beach. The trail is between 2 and 3 miles long. Hikers should read the signs and obey the rules.

Merritt Mountain is accessed from Sebasco Road about one half mile from Route 209. The area is privately owned by Sebasco Harbor Resort which uses it for nature walks for guests. It offers a fine scenic view of Casco Bay.

Robinson's Rock ("the Bumper") is also accessed from Sebasco Road about 2/3 mile from Route 209. The area is privately owned but the public does use the trail. The Land Trust is hoping to acquire an easement for this trail. It offers another scenic view of Casco Bay.

PUBLIC ORGANIZED SPORT FACILITIES AND RECREATION

Phippsburg Elementary School has one outdoor athletic field, a new children's playground and an indoor gym with one full basketball court. These facilities are used by the children, the Recreation Commission and other Town groups.

Phippsburg Recreation Commission is a Town sponsored commission that organizes recreation activities for townspeople, e.g. yoga classes at the Phippsburg Elementary School gym, cooking classes at the Phippsburg Fire Station, open pool time at the Bath YMCA, roller skating at Roller World in Topsham, bowling at Yankee Lanes in Brunswick, etc.

Totman Library is a Town owned facility that also sponsors a book club and many community activities.

PRIVATE RECREATION FACILITIES

Sebasco Harbor Resort has a golf course, two tennis courts, an outdoor basketball court, an outdoor saltwater pool, a health club, a small pond for fishing, canoeing or paddle boating and docking and mooring facilities. These facilities are for resort guests; however, golf and other types of memberships are available to both Phippsburg residents and nonresidents. One may also use the facilities on a pay as you go basis.

Phippsburg Sportsman's Association's primary purpose is to educate youth about hunting safety and respect for landowners' property. The Association conducts safety clinics, fishing derbies and a field day which are attended by adults as well as children. Courses taught include those on hunter safety, bow hunting, ATV use, boating and snowmobiling. They also provide a breakfast the first Sunday of every month and a supper the third Saturday of the month, for which a small fee is charged. These events are attended by many residents and non-residents and provide a sense of community within the Town. The Sportsman's Association is a valuable asset to the community and deserves our encouragement and support.

REGIONAL RECREATION FACILITIES:

Bath offers a variety of recreational opportunities. Its recreation department runs a year-round program which is available to Phippsburg residents. Morse High offers all common sports activities to students. The City supports a new YMCA with a fine indoor pool facility as well as an indoor skate park where the old YMCA was located. Night and day ice-skating is enjoyed at Goddard's Pond and new nature trails abound at Thorne's Head, a lower Kennebec Land Conservancy area. Available also are outside tennis courts, basketball courts, running tracks, soccer and baseball fields, and additional facilities at McMann Field. The Bath Country Club opens its 18 hole course to the public on a for fee basis, while two free public boat ramps allow access to the Kennebec River. Bath is also home to the Patten Free Library and the Maine Maritime Museum.

Brunswick is the home of Bowdoin College. It has a golf course, public tennis courts and a fine launching site above the falls on the Androscoggin River that is ideal for canoeing and kayaking. A paved bike and walking path exists along the river. The college opens to the public its pool and indoor ice rink at certain times. The Town also supports an excellent privately operated tennis and health club offering lessons and competitive tennis along with body conditioning facilities. There is also a commercial bowling alley. In addition, a 9-hole golf course is available at the Naval Air Station for a fee.

Topsham has a new bubble-dome housing an indoor soccer field available on a fee basis as well as a commercial roller skating rink. Topsham also enjoys excellent winter smelt fishing on its small streams emptying into Merrymeeting Bay.

The nearest downhill skiing is at Lost Valley, Auburn, slightly more than an hours drive from Phippsburg.

PLANNING ISSUES

HAZARDOUS BIKING ALONG RT. 209

According to the State Bureau of Parks and Recreation, Popham Beach State Park is the second most heavily used park in the State. This results in heavy traffic along the curvy and hilly terrain of the access route. This is an exceedingly dangerous biking route, and there are many tales of near accidents. The lack of a demarcated bike path presents a major problem. Nonetheless, the heavy traffic and the lack of parking at the park during peak times turns many toward the bicycle, an obvious alternative to driving.

The State has a long term plan to pave Route 209 at its total expense. However, as page 19 of the Six-Year Transportation Plan (TIP) 2002-2007 states, specific (bicycle path) projects will not be included in the six year or two year plans; “rather *paved shoulder improvement projects that have been identified in the State and regional plans will be incorporated into overall design as highway improvements projects are developed. Paved shoulder improvements will be included in the highway improvements costs.*” Since the Plan was written, re-paving of Route 209 was dropped in order to provide funds for the Hancock/Waldo Bridge.

The Six-Year TIP includes a highway reconstruction project from Bath, at the beginning of Route 1, to Route 209 in Phippsburg (also known as High Street.) The Two-Year TIP, however, does not mention this project. (When it is scheduled it is important that the Town of Phippsburg, which serves the State through Route 209, is assured a high priority for paving, bike paths and maintenance of the only route to Popham Beach State Park.)

Accordingly, it will take a coordinated strategy among the Bureau of Parks and Recreation, the Maine Bike Coalition, elected representatives, and concerned residents of Phippsburg to keep this project constantly before the MDOT.

Eighty percent of the 515 respondents to the survey conducted by the Town thought it was either very or at least somewhat important to provide highway bike paths.

LACK OF PARKING SPACES IS A CONSTRAINT TO ACCESS OF PUBLIC WATERS

When asked in the Town survey if they were satisfied with access to public waters, 80% of the respondents replied in the affirmative. However, when asked about the importance of providing access, 87% thought it important to provide fresh water access, and 93% thought it important to provide salt-water access.

Since most people drive to recreational waters, lack of parking is a constraint to access to public waters.

The lack of convenient parking is a persistent problem, especially at the peak of the tourist season. The worst situation develops at Popham Beach State Park where the State parking lot fills early on a summer day and vehicles resort to parking along both sides of Route 209, which is posted “No Parking.”

By State law, every great pond must have public access. “No person *on foot* shall be denied access or egress over unimproved land to a great pond (17 MRSA § 3860).” However many of the great ponds do not have parking or even a designated area for access.

NEED FOR OUTDOOR ATHLETIC FACILITIES

According both to State standards and the desires of the residents, a town the size of Phippsburg should have one basketball court, two tennis courts, at least one baseball field and an ice skating rink. Responses to the survey were as follows:

- 75% of survey respondents thought it important to provide ice-skating facilities;
- 82% thought it important to provide athletic fields;
- 88% thought it important to provide playgrounds. It would appear that the new playground, a wonderful upgrade, at the Elementary School does not provide enough playground facilities for a town the size of Phippsburg.

Since Phippsburg is spread out and contains so many villages, some people feel that it would be appropriate to decentralize facilities, such as ice skating rinks and baseball fields.

FACILITIES AND PROGRAMS

The Recreation Commission has been doing well scheduling the use of existing facilities, locally and in the region, maximizing available opportunities for residents. 63% of the survey respondents were satisfied with "recreation overall."

While it is difficult to draw firm conclusions from the survey responses, they appear to indicate support for indoor recreation facilities and additional programming for youth. 66% thought it important to provide indoor recreational facilities and 93% thought it important to provide for youth activities. Means of meeting this need include centralizing indoor recreational facilities by expanding the School, building a new, larger school or soliciting donation of land for a new Community Center. In keeping with the cooperative spirit, exploring the use of Sebasco Harbor Resort Health Club during the off season is another option.

Recreational programs and a centralized facility are in some towns strong adhesive for a sense of community. While the Recreation Commission has been doing a fine job, commission members report that it is difficult for volunteers to keep up with the scheduling of programs and facilities, arranging and coordinating transportation, establishing programs, and improving facilities. Certainly, establishing and supervising a youth program requires sustained reliable staff support.

PUBLIC PRIVATE PARTNERSHIP IN FUNDING RECREATIONAL FACILITIES AND STAFF

Many of the recreational resources of the Town such as beaches, wharves, and hiking trails are privately owned. (Cooperation among private owners, however, has been a tradition.) The Phippsburg Land Trust holds conservation easements to be used for various purposes, such as public access. While there is a strong desire for programs and services, support for using property tax revenues exclusively for funding them is very unlikely. Continued sharing of the resources among the School, property owners, Sebasco Resort, private community organizations and the Phippsburg Land Trust will be required.

GOALS AND STEPS TO ACHIEVE THEM

Overall Goal: Accommodate as many recreational activities as possible given our facilities and provided they do not endanger the public or cause a public nuisance.

Goal 1: The Town should lobby the State to develop bike paths and to give top priority to a bike path from Bath to Popham.

Step to Achieve the Goal

The Selectmen and Recreation Commission should form a coalition consisting of representatives of the Bicycle Coalition of Maine, the State Bureau of Parks, our elected State officials and selected residents to develop a strategy to establish a bike path in association with the Route 209 paving process. The strategy should be implemented upon adoption of the Comprehensive plan.

Goal 2: The Town should explore ways to establish additional athletic fields and should search for suitable land on which to develop a facility to include an additional children's playground, two tennis courts and an area that could be flooded for ice-skating.

Step to Achieve the Goal

The Board of Selectman should either direct the Recreation Commission to explore long-term possibilities or establish a committee of interested residents to do so. The Comprehensive Planning Committee recommends that consideration be given to the use of Town owned land or that donations of land or money be solicited in exchange for dedicating the recreation facility or parts thereof in the donors' names. The Town Recreation Commission should help in raising funds and managing the facility once it is completed.

Goal 3: The Town should explore the possibility of using the recreational facilities at Sebasco Harbor Resort during the off-season (e.g. its health club facility).

Step to Achieve the Goal

The Town Recreation Commission should approach the management of Sebasco Harbor Resort regarding the use of its recreational facilities during its off-season, or perhaps early or late in the season, to conduct health, tennis, golf, or kayaking clinics, etc.

Goal 4: The Town should work with the State to explore ways of improving summer traffic flow to and from Popham. They should include the possibility of a bike path and/or bus service.

Step to Achieve the Goal

The Town should support the existing committee that is actively working to improve traffic flow.

Goal 5: The Town should improve access to all the Great Ponds, especially Center Pond and Winnegance Lake, by establishing portages and small boat ramps for canoes or small boats. Also additional access should be provided to the Kennebec River.

Step to Achieve Goal

The Board of Selectman should either ask the Town Landing Committee or appoint an ad-hoc committee to explore locations to provide improved access to Winnegance Lake, Center Pond and the Kennebec River and to explore “right of way research” funding grants by the State.

Goal 6: The Town should explore the possibility of hiring a Director to coordinate all the recreational activities of the Town.

Step to Achieve Goal 6:

The Board of Selectmen should meet with the Recreation Commission (including past members), the President of the Phippsburg Land Trust, the School Board, the Town Lands Management Committee, the Phippsburg Sportsman’s Association and the Phippsburg Elementary School Principal to discuss this proposal.

SCHOOLS

INTRODUCTION

Phippsburg as a result of a decision in 1991 to sever formal association with the City of Bath is a member of School Union #47. (Other members are Arrowsic, Georgetown, West Bath and Woolwich.) The Town of Phippsburg has only one school, the Phippsburg Elementary School housing grades K-6. The majority of the 7th and 8th grade students are bussed to neighboring Bath Middle School and the majority of the high school (grades 9-12) students attend Morse High School in Bath. In 2002-2003 there were 130 students attending schools in Bath.

Because Phippsburg has no middle or high school it must pay tuition for students to attend these schools. Since the Town does not contract with specific secondary schools, students may attend any public secondary school of their choice. In 2005 Phippsburg secondary school age students were attending 11 different schools throughout Maine and New England with partial tuition paid by the Town of Phippsburg. These schools included:

Bath Middle School	Morse High School	Hyde School
Lincoln Academy	Franklin Academy, CT.	Hebron Academy
Kent's Hill School	Waynflete School	Aucocuiso School
North Yarmouth Academy	Merrymeeting Child Development Center	

Secondary school students, grades 10-12, may also enroll in the Regional Vocational School on the Morse High School campus. There are no private or parochial schools in the Town of Phippsburg.

Phippsburg is a rural community which has no sidewalks and most of the roads do not provide a shoulder area safe for bicycling or walking, therefore all students attending Phippsburg Elementary School must be bused. Some parents do transport their children although community-wide bus transportation is available to all. There are amber traffic lights on the road on both sides of the elementary school which slow traffic to 15 MPH when flashing and children are present.

The Union #47 Superintendent's Office does enrollment projections by soliciting the live birth numbers from the Town Clerks of member districts. If five (5) years is added to the birth year of each baby, that provides the approximate number of students which will be entering kindergarten in a given year. (Example – birth year 2000 plus 5, that child would be expected to enroll in kindergarten in fall 2005.) The month of birth will influence the enrollment date, but this method does provide an indication of the number of students expected to enroll.

No data are available for a cohort survival ratio (the number of students who enroll in kindergarten and continue in the system through grade 12). Nor is data available for the number of students in the elementary school who reside in rental housing – this number is often an indication of the “in and out” migration in a school system

Live birth figures presently available which may be enrollment projections for kindergarten five (5) years following the birth year are as follows:

Birth Year 2000 - 16	Birth Year 2001 - 14	Birth Year 2002 - 28
Birth Year 2003 - 24	Birth Year 2004 - 18	Birth Year 2005 - 31

These are presently (2005-2006) two classes of kindergarten so it would appear that, based on these projection figures, the school can accommodate the projected kindergarten population at least through the year 2010.

PHIPPSBURG ELEMENTARY SCHOOL

As of May 2003, Phippsburg Elementary School had 155 students enrolled in K-6. A new math program entitled “The Everyday Math” was piloted in K-4 in 2002-2003 and will be extended in K-6 in 2003-2004. Full-day kindergarten was instituted in 2002-2003, as was the addition of Spanish for grades 3-6. The Elementary School Band is the pride of the School and of the Town and plays for many local audiences. Phippsburg MEA scores for 4th grade 2001-2002 were at the State average.

Enrollment figures for the school year 2005-2006 were stable, reflecting numbers similar to those of 2002-2003, an enrollment of 150 students.

Renovation/Replacement of the Phippsburg Elementary School

The original Phippsburg Elementary School was constructed in 1958 as a single story masonry building with approximately 17,014 sq. ft. of space to accommodate K-8 classes. In 1982 a classroom was added to the front of the building providing 5,192 sq. ft. of additional instructional space along with a computer lab and an art/music room of 1,086 sq. ft. for a total of 23,290 gross sq. ft.

The school site consists of slightly less than seven acres bordered by Route 209 on the east and wetlands on the north and west. A small cemetery is located adjacent to the staff parking area on the north end of the lot. A new playground lies to the west side, and the southern section of the site is comprised of a large multi-purpose athletic field and a softball diamond.

From 1996 to 2000 the Building and Renovation Committee analyzed issues pertaining to buildings and grounds at the school along with significant health, safety and code issues such as water and air quality, lighting and handicapped accessibility. A comprehensive facility study by PDT Architects was commissioned in 1999 and completed in 2000 highlighting site and building issues as well as educational programming capacity. The results of this study may be found on file at the Town Office (under Comprehensive Plan, Education). For the year 2001, the cost of new construction for a 31,004 sq. ft. facility was estimated to be between \$4.8 and \$5.1 million. The cost of renovating the existing school to a 31,672 sq. ft. facility was estimated to be between \$2.71 and \$3.10 million. In the case of a new facility, the site acquisition cost would be additional. At the 2003 town meeting, \$146,497 was appropriated for operation and maintenance of the building and \$30,000 for the capital fund.

HIGH SCHOOL

In 2002, 26 Phippsburg students graduated from high school and in 2003, 35. Many students graduated with honors and planned to pursue post secondary education. Phippsburg students appear to be well integrated into the life of Morse High School and participate in the sports programs and other co-curricular activities. Lack of late afternoon and evening transportation is a concern because there is no provision for a late bus to Phippsburg and there is no public transportation available.

PLANNING ISSUES

DEMOGRAPHICS

In spite of the growth of Phippsburg's population consisting of an increase of 291 between 1990 and 2000, school enrollment does not reflect commensurate growth. Phippsburg's population is an aging one, as confirmed by the 2000 census which recorded Phippsburg's median age as 42.8 years, one of the oldest in the County. The increasing cost of land and housing in Phippsburg appears to put them beyond the reach of many young families.

Thus, there would appear to be no pressure on elementary school facilities to expand to accommodate additional enrollment, which is stable for a second year with approximately 150 students in the six grades. However, the PDT study (on file at the Town Office) cites building deficiencies which may need to be addressed in the future.

Total number of students enrolled in the last 4 academic years:

School Year	Enrollment
September 2000 to June 2001	340
September 2001 to June 2002	364
September 2002 to June 2003	329
September 2003 to June 2004	342
September 2004 to June 2005	302
September 2005 to June 2006	300

GOVERNANCE

In recent years there have been numerous discussions concerning relations with the City of Bath. Among them has been the issue of representation. There have been changes of personnel in key positions and a Long Range Planning Process to encourage collaboration and improved educational services.

In mid-November, 2003, a survey prepared with the help of a facilitator from the University of Southern Maine Center for Education Policy, Applied Research and Evaluation was sent to all residents of Bath and Union #47 by the Joint Governance and Long Range Planning Committee whose purpose was to determine ways to provide high quality education in the future. The goal of the committee is to develop a long-range plan for educating the next generation of children.

The survey was distributed to 20 % of all registered voters in each of the six communities and the web address was widely promoted in local newspapers and in school notices. Postcard notifications were also sent to resident addresses.

663 responses were received. This represents nearly 5% of the estimated total population of the six targeted municipalities.⁵ The response was proportional to the population except in Bath where the response was 35% despite comprising nearly 50% of the total population. Twelve percent of the registered voters, or 81 people, responded to the survey in Phippsburg.

The survey results states: *“Given the entirely voluntary, respondent-initiated nature of the survey, the number of completed surveys is impressive and lends a large measure of legitimacy to the results. However, the findings lack the statistical reliability that would be assured through random sampling techniques.”*⁶

Summary of School Survey Results

The survey results also states: *“The survey findings will confirm many things already known to members of the Joint Governance Study Committee. There are significant levels of mistrust between residents of the two school administrative units, with many respondents citing specific incidents, some going back more than a decade, as “evidence” for their fears about change. Nevertheless, there is much hope for optimism for the Study Committee’s future work as well. When asked to focus on educational values and goals which they would like to achieve for their schools in future years, there was a significant congruence between the two set of respondents (Bath and Union 47 towns). Furthermore, many respondents in both groups specifically cited the need for “their” side to listen more, and be more responsive to the concerns expressed by residents in the other district. The same respondents expressed optimism that a new governance structure could be created that would allow for such communication and mutual accommodation to take place, for the benefit of all the area schoolchildren.”*⁷

It appears that this issue is now being actively addressed. It is likely that it will be resolved well before the fifteen year horizon of this Plan.

SCHOOL FUNDING

- The total cost for 2001-2002 (last audited figure) was \$2,845,546.
- The cost per student is $\$2,845,546/364=\$7,817$.
- The 2001-2003 total valuation was \$227,891,600. That would make the property evaluation per student \$62,607.
- The State formula for subsidy is driven by Town valuation, student population, and overall cost of education (budget).

⁵ Analysis of Survey Data Union 47 and Bath School Department Governance Study, Richard Barnes and Paula Gravelle, Center for Education Policy, Applied Research and Evaluation , University of Southern Maine, March 16, 2004

⁶ Ibid, page 1

⁷ Ibid page 13

- The share of Union expenses is driven by student population, budget and number of staff.
- The 2001-2002 the State Adjusted Subsidy was \$309,869. The original estimate was \$294,294 (source, Education Web Site) which was 13.6% of the education cost. That amounts to \$851 per student.
- In 2001-2002 the Town had to raise \$6,996 per student for education (total appropriation of \$7,817 per student minus \$851 subsidy per student equals \$6,996 per student which was raised through taxes.) Multiplying \$6,996 by 364 students arrives at a total of \$2,546,544 which had to be raised through taxes for education.
- The total education budget for school year 2005-2006 is \$3,203,567.00 (\$2,518,641.50 of that will be raised through local taxes).

PUBLIC OPINION

There were only two questions regarding Schooling on the second quantitative survey taken for the Comprehensive Plan. Surveys were mailed to all addresses. 559 were returned and tabulated. That is a 34% rate of response.

Question 7. How would you rate the current adequacy of the following services?

(Very satisfied and satisfied were combined)

Satisfied	47.5%
No Opinion	46.1%
Dissatisfied	4.1%

Question 12. How important is each of the following to your choice to live in Phippsburg?

Reputation of Schools

Very important	33.3%
Somewhat Important	24.5%
Not Important	42.3%

References:

- Superintendent Union #47, interview March 3, 2003, Phone conversation August 18, 2003
- ED 230 and ED 261- State Education Department financial print-outs
- PES Principal Patrick Manual, phone conversation (August 25, 2003)
- Enrollment Projections from Union #47 office, August 2003
- Phippsburg Town Reports 2002 & 2003 and Interview with Mike Young, March 4, 2003
- Us Census Table DP-12 Profile of General Demographic Characteristics: 2000
- Comprehensive Plan- Town Wide Survey- 2002
- Community Flier-Long Range School Facility Planning, PDT Results 2001
- Union #47, Superintendent's Office, telephone interview, February 15, 2006
- Phippsburg Town Clerk, February 15, 2006
- Phippsburg Town Report and Town Meeting, May 2005

SUMMARY OF FINDINGS

1. Changes in Superintendents have occurred in both Bath and Union #47, and Union # 47 now has a non-voting representative to Bath's school board. Educational options and opportunities are being formulated in a collaborative atmosphere.
2. The work of the School Facility Study and Long Range Planning Committee continues.
3. The Town must look towards the need for higher education for its citizens. Such institutions and opportunities are not located in Town.

GOALS AND STEPS TO ACHIEVE THEM

GOAL 1: The Town of Phippsburg should monitor the work of the Long Range Planning and Governance Committee (City of Bath and Union #47).

Step to Achieve the Goal

The Phippsburg School Board should inform the people of Phippsburg bi-annually (fall and spring) by newsletter, mailings and/or public meetings, and the Town web site of all plans, decisions and commitments made by the Long Range Planning and Governance Committee.

GOAL 2: The Town of Phippsburg should monitor the work of the Facility and Long Range Planning Committee for the Phippsburg Elementary School and encourage opportunities for ongoing community dialogue and input to the planning process.

Step to Achieve the Goal

The Phippsburg School Board and/or its designee(s) should report on the work of the Facility and Long Range Planning Committee to the townspeople periodically in a public forum to provide opportunities for public input and dialogue.

GOAL 3: The Town of Phippsburg should encourage and support regional vocational/technical and college/university post secondary programs for our youth and adults.

Step to Achieve the Goal

The Phippsburg School Board and the Selectmen's office should investigate, initiate and publicize programs to encourage post-secondary educational opportunities for our citizens and report this information on the Town web site and annually in the Town Report.

ROADS AND TRANSPORTATION

INTRODUCTION

The Town of Phippsburg is a coastal peninsula fishing community settled over three hundred years ago. Roads were a secondary means of transportation until the early 1930's as the major means of travel was by water. Eight villages were serviced by ferry or steamship until the bridge was built across the Kennebec River in 1926. Nearly all the employment was on the water or within walking distance of residents' homes.

Land travel was by horse or oxen team which required a traveled way eight feet wide with an occasional turnout for passing. This resulted in most town right of ways being one and a half (25 feet) to two (33 feet) rods wide.

These were adequate until 1940 when the Federal government built the roadways to Popham and Small Point to supply shore batteries during World War II. Paving of the roads expanded rapidly in the late 1940's.

TODAY'S ROAD SYSTEM

Today's road system was built for two categories of use: one, to carry residents from a rural community to the bigger towns for jobs, shopping, and entertainment and second, to carry day visitors in the summer to beaches, mostly Popham Beach State Park.

The Town's roadway network acts as a feeder system to the DOT major collector (Route 209). The two daily morning and evening commute periods result in moderate traffic flows with constant light usage the remainder of the day.

Heavier use occurs in the summer (May through October) with day visitors and an increase in summer residents. The day visitors travel the major, Route 209, and minor, Route 216 and Route 209-Popham Road section, DOT collectors. Popham Beach State Park has weekly traffic rates of 8,000 vehicles in June, July and August.

The roadbeds and traveled ways were designed and built in the late 1950's and early 1960's and are now inadequate to handle the size and speed of 2000 era trucks, RVs, camper and boat trailers and in particular current school buses. Currently 22.5 miles of Town roads are paved and the remaining 9.8 miles are gravel surfaced.

The combination of narrow lanes, short radius curves and no shoulders makes it extremely dangerous for vehicles to pass. While the DOT highway network is in good condition structurally, it is in need of attention in several sections owing to safety concerns.

Summer residents use the State collector roads to access the Town's roadway network. The resulting increased traffic occurs on Parker Head Road, Small Point Road, Sebasco Road, Stoneybrook Road and Meadowbrook Road. This results in traffic flow rates moving up a level to heavy during the morning and afternoon/evening but moderate the remainder of the day. The Town's roadway network also experiences a similar increase. So far the Town network has been able to handle this increase structurally, but the rate of deterioration of the road surface and safety hazards have increased due to excessive speed.

STATE ROADS

The roadway network in the Town of Phippsburg consists of 15.8 miles of State highway, running north to south, down the center of the peninsula to the end of land at Small Point and Popham villages.

State Roadway Network

Type	Route	Miles
Major collector	Route 209, Main Road	8.8 miles
Minor collector	Route 209, Popham Road	4.7 miles
Minor collector	Route 216, Small Point Road	2.3 miles

These highways are in good condition especially since the middle section of the major collector has been rebuilt to Federal specifications. The highways have twelve foot travel lanes, paved shoulders, solid guard rails and proper drainage. The remainder of this system has been resurfaced; however, safety problems have not been addressed. (Please see the Inventory of Town Roads in the Comprehensive Plan Folder at the Town Office for details on condition and needed improvements.)

LOCAL ROADS

Overlaying the State highway network is a system of 32.3 miles of Town roadways. This system when combined with the State system creates a ladder effect with three parallel north-south roadways with several east-west roadways connecting them.

Town Roadway Network

Type	Miles	Travel Lane Width	Right of Way Width
Paved	22.5 miles	9 and 10 foot lane	33 foot right of way, no shoulders
Gravel	9.8 miles	6 and 8 foot lane	24.75 foot right of way

The quality of the paved roadway varies from very good on Clifford, Fiddlers Reach and Sam Day Hill Roads to poor on Stoneybrook Road. The quality of the gravel roadway varies from good on the Basin Road to poor on Cox's Head Road and Maple Street.

In addition, there are nearly 30 miles of private roadways accessing sub developments and unorganized cluster settlements built in the 1930's and 1940's, such as in the Popham Beach and Small Point areas. The Inventory of Town Roads (in the Comprehensive Plan Folder at the Town Office) lists all the roads in Town, their current condition and need for improvement.

TRAFFIC COUNTS

Upon request of MDOT, we have received data on traffic counts at 11 stations from 1990 to 2001. Data is not uniformly available for all stations for all the years. The counts are of average annual daily traffic at the specified stations. See Table T-1.

Even upon charting, it is very difficult to discern any patterns in changes of traffic counts. The traffic certainly does not appear to be increasing in proportion to the population growth. All that

we can conclude from this data is that traffic counts do not appear to be a significant indicator of the impact of growth in Phippsburg. It may be that the seasonal use distorts this indicator. Seasonal traffic to Popham State Park seems to depend more on the weather than on the rate of development in Phippsburg.

TABLE T-1
TRAFFIC COUNTS 1990-2001

Station	1990	1992	1995	1997	2000	2001
Rte. 209 in Winnegance	3,390	3,180	4,180	3,730	3,670	
Rte. 209 at Post Office			700	650	690	
Stoney Brook Road			490	260	310	
Basin Road			110	130	100	
Parker Head South of Mill Pond			430	240	260	
Rte. 209 at Town Hall/School	2,490	2,470	3,200	2,600	2,670	
Sebasco/West Point Road	1,030					
Rte. 209 after Seb. Rd before Pop. Rd	2,360					
Rte. 209 Popham Road after turn	1,080	1,180	1,540	900	950	1,060
Rte. 209 near Park				1,030	1,070	1,190
Fort Baldwin						930
Rte. 216 Small Point - Morse Mountain	1,010	1,180	1,330		1,130	

Source: MDOT, Traffic Division

ACCIDENT REPORTS

The MDOT Traffic Division keeps data on all reported accidents. Following a request we have received a summary of accidents for three years, 1/1999 to 12/2001. All roads have been assigned a node# which is displayed on a map made available with the report. Accidents are reported by intersection or link between two nodes. Data is collected on the severity of the accidents, degree of damage or injury, road conditions, and probable cause. MDOT also has developed a system to rate hazards.

For the purposes of this Comprehensive Plan we are reporting only those locations where there were more than four accidents, where the accident rate exceeds the expected statewide average, or where the resulting injury was serious.

Route 209, 13.48 miles

Summary: From the border with Bath to the tip of the road at Fort Popham, there were 55 accidents from 1/1999 to 12/2001. Fifteen vehicles were rear-ended or side swiped and 27 vehicles run off the road. In 24 of these accidents, the road was level and straight. In 6 accidents the road was level but curved. In 12 accidents the road was a straight grade, and in 17 accidents the road was a curved grade. There were 6 accidents which caused incapacitating injuries, 23 accidents which caused non-incapacitating injuries, 24 accidents which resulted in possible injuries and 37 accidents which resulted only in property damage.

Compiled probable causes were: three failed to yield right of way; 13 involved illegal and unsafe speed; 12 were due to driver inattention.

Age distribution among drivers seems about even: 14 drivers were 15-19 years old; 14 drivers were 20-24 years old; 11 drivers were 25-29 years old; 12 drivers were 30-39 years old; 16 drivers were 40-49 years old; 10 drivers were 50-59 years old; 4 drivers were 60-69 years old; 5 drivers were 70-79 years old; and one driver was over 80 years old.

Route 209 and Parker Head North - There were four accidents, two with non-incapacitating injuries. The Critical Rate Factor at this intersection is 1.92 (over 1 is worse than expected statewide).

Route 209 just North of Parker Head Road - There were four accidents with property damage only, but the Critical Rate Factor was 1.32.

Route 209 between Fiddler Reach Road and Stoneybrook Road - There were nine accidents, one incapacitating injury, two non-incapacitating, three possible injuries and three with property damage, but the Critical Rate Factor was 0. On Route 209, and Parker Head South, there were two incidents with property damage, but the Critical Rate Factor was 1.83.

Route 209 on the .63 mile link between the Basin Road and Parker Head Road - There were six accidents, one incapacitating, one possibly incapacitating and four with property damage, but the Critical Rate Factor was 0.

Route 209, Popham Road, between Road 802 and Oliver Road (?) - There was one incapacitating accident and three with property damage. The critical Rate Factor was 0.

All Town Roads, 32.3 miles

Summary: There were 38 accidents on Town-owned roads from 1/1999 to 12/2001. Of these, 24 vehicles ran off the road. In 4 of these accidents the road was curved. In 20 accidents the road was a curved grade. In 6 accidents the road was level but curved, and in 6 accidents the road was level and straight. There was one accident resulting in a death, one accident which caused incapacitating injuries, 7 accidents which caused non-incapacitating injuries, 8 accidents which resulted in possible injuries and 21 accidents which resulted only in property damage.

Compiled probable causes were: 3 drivers were under the influence, one drinking. 16 involved illegal and unsafe speed, and 9 were due to driver inattention. 32 accidents involved only normal driving.

Age distribution: 22 drivers were 15-19 years old, 2 drivers were 60-69 years old, 1 driver was 70-79 years old. Unlike drivers on Route 209, these drivers on Town roads were disproportionately from the youngest age group.

Meadowbrook at Basin Road - This was the location of the only fatal accident in the last three years.

Parker Head Road between Sam Day Hill Road and Cox's Head Road - There were five accidents, one of them resulting in a non-incapacitating injury.

ROAD CONDITION AND MAINTENANCE PLAN

Funding for Town road maintenance and capital improvements is authorized by the Town at the annual Town meeting. Maintenance funds are supplemented by State funds allocated at a rate of dollars per mile of Town roads in the inventory. Snow removal costs are supplemented by the State for their highways according to mileage cleared by the Town.

Maintenance and capital improvements of State owned highways are the responsibility of Maine DOT. Planned projects are published in the MDOT long-range plans (20-Year, 6-Year and 2-Year).

Capital improvements on a minor collector road, such as the Small Point Road, are funded two-thirds by the State and one-third by the Town.

Funds for capital improvements on Town roads are set aside annually until each road account contains the required amount to complete the work planned. The Town has a commitment to conduct a rotating surface overlay program based on an 8 year cycle.

The Town has established a Road Committee to assist the Selectmen and the Road Commissioner in conducting the inventory and evaluation of the Town road system. The committee is currently using the State of Maine Road Surface Management System (RSMS) to inventory the Town road mileage and establish a baseline of the surface conditions. When entered into the database, the resulting information will assist in making recommendations for maintenance and capital improvements. A survey and evaluation is done annually to update the program and keep the assessment of the road system current.

The results of the road inventory are listed in Table T-2, Inventory of Town Roads. This is a thorough 14 page road by road analysis which can be found in the Comprehensive Plan File at the Town Office. Prepared by Les Smith and the Road Committee, it is intended as a guide to the annual budgeting process and the Capital Improvement Plan. The annual cost for the maintenance of each road is included at the end of the Capital Investment Plan Chapter of this Comprehensive Plan.

PHIPPSBURG'S PLACE IN MDOT'S LONG RANGE PLANS

The Biannual Transportation Improvement Plan (BTIP), Fiscal Year 2004-2005 does not list any projects in Phippsburg.

The Six-Year Plan had Phippsburg included for highway reconstruction of Route 209 from the beginning of Route 1 south to Route 217. However, this has been discontinued to provide funds for the Hancock/Waldo Bridge.

The Twenty-Year Plan 2000-2020 deals with State level issues. Projects are not listed by municipality.

PARKING FACILITIES

Parking in Town ranges from adequate paved areas at the Town Office and the Fire Station to totally inadequate at the Fort Popham/Town Wharf area.

The parking area at the Phippsburg School is not adequate for the personnel working at the School. All the existing available space which is confined by a cemetery and a major

wetlands stream is assigned, and 8 to 10 additional vehicles are forced to take up space in the Town Office parking lot when school is in session.

Most business sites provide gravel parking areas. Totman Cove Preserve has a gravel parking area. Head Beach and the Morse Mountain conservation area have large natural or gravel parking sites. The relocation of the Post Office and the enlargement of the paved area at Bisson's Center Store have solved the parking problem on Route 209 at the Phippsburg Center village.

Popham Beach State Park has increased its parking facilities to 440 inside spaces and 60 outside spaces in an attempt to meet demand. With 8,000 visitors per week in the summer period, this has reduced overflow days from 36 days per season in 1996 to 5 days per season in 2000. If this does not relieve the traffic access problem to the Popham Beach village, additional parallel parking on the north side of Route 209 will be required or a temporary traffic control officer will have to be employed to restrict the number of visitors to the beach in keeping with the available parking spaces.

BRIDGES

There are two bridges in Town: The bridge and alewife ladder at the causeway on Route 209 in Winnegance and the bridge and alewife ladder on Parker Head Road. The Winnegance causeway is a State DOT controlled major collector highway. The west lane of the causeway has been repaired. The east lane has been determined to be safe and adequate until the bridge and alewife ladder are replaced (currently in the State DOT twenty-year program.)

The bridge causeway and alewife ladder on Parker Head Road was rebuilt in November of 2003/2004.

Both of these bridges and accompanying dams and fish ladders serve to contain two bodies of water (Winnegance Lake and Center Pond). Both are critical to our fishing economy.

PUBLIC TRANSPORTATION

Public transportation facilities in Phippsburg are limited to local regional taxi services and the Coastal Transportation Bus Service that is by appointment only. Airport shuttle service from Bath to the Portland Jetport and the Manchester N. H. airport is available. The coastal rail service from Portland to Brunswick is to be possible within 3 to 5 years with planned links by the State of Maine DOT through Bath with points further east and to a possible inland route which would connect with the present rail system at Danville Junction. Scheduled bus service is available in Bath with connections to the national bus network. Airline service is available at the Portland Jetport with both national and international connections. In addition, private planes may use local airfields in Wiscasset or Bowdoinham. Car and passenger ferry service is available in Portland harbor and plans are in place to provide service along the coast in the next decade.

BIKE PATHS

There is recent communication with MDOT about paving the shoulder along Route 209 and marking it for a bike path. John Balecky of MDOT in a letter dated June 9, 2000, reported that it is one of the 12 priorities for shoulder paving in Region 5 as proposed by the RTAC 5 (Regional Transportation Advisory Group) Bicycle Subcommittee. Accordingly, it will be

recommended by MDOT that whenever any of Route 209 is scheduled for a “pavement preservation project” or a “reconstruction project,” paved shoulders will be included and funded as part of the project at no cost to the Town.

The letter further stated that because Popham Road is a minor collector, the State would fund 2/3 of the project cost and the Town would fund 1/3 under the “Rural Initiative Program.” The Town, at that time, indicated a willingness to participate to the amount of \$60,000.

The Town receives \$46,000 annually from the State for road improvement. When there is no ongoing state-aid road project, the Town puts this money aside for future minor collector road improvements or major capital improvements to the Town roads

As noted above re-pavement of Popham Road is not in the current 2004-2005 Two-Year Plan.

As noted below, providing a highway bike path is of importance to 80% of the respondents to the recent survey.

PUBLIC OPINION REGARDING TRANSPORTATION ISSUES

An opinion survey was mailed to all residents and taxpayers in Phippsburg. The return rate was 34%. The results were tabulated for year-round and seasonal residents as well. Total responses relevant to the transportation issue have been categorized as follows:

Question 7. How would you rate the current adequacy of the following services?

Road Maintenance

Very Satisfied	32%
Satisfied	56%
No Opinion	4.5%
Dissatisfied	8%

Snow Removal

Very Satisfied	32%
Satisfied	38%
No Opinion	26%
Dissatisfied	4%

Speed Limits

Very Satisfied	15%
Satisfied	59%
No Opinion	8%
Dissatisfied	18%

Traffic Control (Speed, Signs, Etc.)

Very Satisfied	14.5%
Satisfied	59%
No Opinion	9%
Dissatisfied	20%

Question 13. How important is it to provide the following?Highway Bike Trails

Very important	34%
Somewhat important	46%
Not important	15%
Discourage	5%

Question 20. Should the following roads be improved? (Improved means widening and resurfacing).

Responses were generally low. The only response with more than 66% agreement was “no opinion.” This indicates that people are generally not aware of road conditions. Parker Head Road was seen as needing improvement by 22% of the respondents. That represents the highest level of response.

Questions 21. Are there parking problems on the following roads? (Even though there were no responses over the 66% level, responses over 20% are listed.)

23% said Yes on Parker Head Road
23.5% said Yes on West Point Road
44% said Yes on Popham Road

Question 22. Are there speed problems on the following roads? (Results over 20% are listed.)

27% said Yes on Stoneybrook Rd
38% said Yes on Parker Head Road
21% said Yes on Meadowbrook Road
26% said Yes on Sebasco Road
22% said Yes on West Point Road
29% said Yes on Small Point Road
32% said Yes on Popham Road
41% said Yes on Rt. 209 at the Post Office
46% said Yes on 209 to Sam Day Hill
38% said yes on 209 to Popham

SUMMARY FINDINGS

1. The Town roadway network is necessary for residential and commercial travel. Good maintenance reduces Town capital expenditures.
2. The Town roadway system is required for year round service by residents and businesses along with safe operation of school buses and rescue vehicles.
3. There is a concern about excessive speed on both Town and State roads and the unsafe use of these roads.
4. It has been determined that residents on existing gravel roadways prefer that the surface remain gravel and an existing Town practice is to resist paving for the sake of paving.

5. The people of the Town favor bike paths on the State highways to Popham Beach and Small Point and walkway shoulders on the major Town roadways.
6. The current capital funding and maintenance requirements are addressed on an annual basis with limited planning only one to three years ahead and until now there has been no inventory of the roadways and the maintenance needs.
7. The Town is not currently actively participating in the regional transportation planning process and there is a need for seasonal public transportation to support the seasonal businesses as well as the planned expansion of the rail passenger system.
8. The Town's needs for Town road and bridge improvements and the construction of a bike path are not listed in the Two-Year nor Six-Year MDOT Plans, although the Town has identified many needs for improvements of the State and State-Aid roads.
9. The Town currently has no minimum standards for new road construction or major rebuilding of gravel or paved roadways.
10. The parking conditions and the related traffic problems at Popham Beach State Park have yet to be resolved.

GOALS AND STEPS TO ACHIEVE THEM

GOAL 1: The Town of Phippsburg should provide an appropriate level of surface maintenance and drainage on its roadway system.

Step to Achieve the Goal

The Selectmen, Road Commissioner and Road Committee should update the Road Maintenance Plan annually by using the RSMS (Road Surface Maintenance System).

GOAL 2: The Town of Phippsburg should provide an appropriate level of snow removal on the Town roadway system.

Step to Achieve the Goal

The Selectmen, Road Commissioner and Road Committee should develop a plan and strategy for snow and ice removal which is based on the DOT Maine Local Road Center ice and snow control program for rural communities, annually and ongoing one year after Plan approval.

GOAL 3: The Town of Phippsburg should determine the proper speed and controls levels for the Town roads and the State highways and install signage accordingly.

Steps to Achieve the Goal

1. The Road Committee should determine which roads require signage and/or speed control, annually and ongoing one year after plan approval.
2. The Selectmen should request DOT verification of acceptable speed limits and the Road Commissioner should install signs, one year after plan approval.

GOAL 4: The Town of Phippsburg should preserve existing gravel surfaced roadways until conditions warrant the paving of surfaces.**Steps to Achieve the Goal**

1. The Road Committee should inventory existing gravel roads, review conditions, estimate annual maintenance costs and present recommendations to the Road Commissioner.
2. Following an annual road condition survey, the Road Committee should recommend to the Selectmen retaining those roads that are economical to maintain and a study be made and/or a public hearing be held on those roads which may not be economical to maintain to determine if they should be paved.

GOAL 5: The Town of Phippsburg should provide bike pathways on State Road 209.**Steps to Achieve the Goal**

1. The Selectmen should request that DOT rebuild existing paved shoulders on Route 209 to be part of Greenways Bike Path System, after approval of the Plan.
2. The Selectmen should request DOT to include the north section of Route 209 and the bridge at the Winnegance causeway for reconstruction and the addition of a bike path in the next MDOT Two-Year Plan, after approval of the Comprehensive Plan.
3. The Selectmen should request DOT to include the south end of the Route 209 major collector together with a bike path in the next MDOT Six-Year Plan, after approval of the Comprehensive Plan.
4. The Selectmen and the Popham State Park management should request DOT to conduct a feasibility study for an extension of the Greenways Bike Path System from Bath to Popham State Park and the Small Point area along existing State highways.
5. The Road Committee and Road Commissioner should develop a long-range program to include gravel shoulders as part of overlay projects or ditch and drainage upgrades as construction projects are budgeted and implemented.

GOAL 6: The Town should develop access to regional public transportation systems.**Steps to Achieve the Goal**

1. The Selectmen should continue participating in County planning.
2. The Road Commissioner and Road Committee should become active in the State of Maine DOT Maine Local Roads Center program.
3. The Road Committee should become active in the State of Maine DOT Urban-Rural Initiative Program in 2005.

GOAL 7: The Town should be alert to opportunities to include changes to Route 209 and the bridge at the causeway in the MDOT Two-Year, Six-Year and Twenty-Year Plans.**Step to Achieve the Goal**

The Road Committee should contact the DOT planning group annually to determine the status of State roads in the Town of Phippsburg for review with Road Commissioner and Selectmen and include it in the annual Town Report.

GOAL 8: The Town should provide for a review of archaeological and historical sites as part of roadway pre-construction and maintenance repair projects.

Step to Achieve the Goal

The Road Commissioner, Road Committee and Historical Preservation Commission should work together to draft a bidding procedure that requires a sign off by the Historical Preservation Commission prior to requesting bids for capital or maintenance work and a second procedure for work that is not going out to bid.

GOAL 9: The Town should establish minimum standards for paved and gravel roads.

Step to Achieve the Goal

The Road Committee should review and update existing construction standards in the Town's subdivision ordinance, review them with the Road Commissioner, the Codes Enforcement Officer and the Planning Board for agreement and submit them to the Selectmen for inclusion in the 2008 Town warrant.

GOAL 10: The Town should continue working with the Bureau of Parks and Recreation, DOT and the Popham Park Manager to resolve the traffic control problems at Popham Beach State Park.

Step to Achieve the Goal

The Selectmen should authorize a committee made up of Town officials to work with the Popham Park Manager and the State of Maine Park Commission to develop a long range plan to resolve the parking problem at Popham Beach State Park one year after approval of this Plan.

FISCAL CAPACITY

INTRODUCTION

The primary purpose of this section is to foster an understanding of the Town's fiscal condition and challenges.

We will show how our revenues and expenditures have changed in the last ten years and how we compare in regard to them with those of neighboring towns. Capability to take on debt will be analyzed. This analysis then culminates in a Capital Investment Plan and a Road Capital Maintenance Plan, which are at the end of the next chapter. These two plans show how the community expects to finance anticipated growth.⁸

VALUATION AND TAXES

Municipalities in Maine derive a significant portion of their revenues from property taxes and Phippsburg is no exception. Therefore, a review of the Town's finances should logically start with an overview of property valuation and taxes, and how they have changed over the years.

Table FC-1 and Figure FC-1 show the Phippsburg valuations and mil rate for the years 1990 to 2004.

⁸ The State Planning Office would like us to show how the revenues and expenditures have kept pace with the growth we have experienced and project how we anticipate accommodating projected growth in the next fifteen years. The State Planning Office's assumption is that as growth extends from a theoretical core the cost of public services can be correlated to the increasing cost of services. This increase then can be attributed to the cost of "sprawl" and this plan analyses the Town's ability to finance "sprawl."

It is nearly impossible to project or calculate the cost of the projected growth for a number of reasons. First of all we do not have a core from which growth is "sprawling." Second the services required in the outlying areas are already provided because there are residences in all the areas. The cost of education, which accounts for two-thirds of all Town expenditures, has increased for many reasons, least of which is population growth - In fact the school age population has decreased. The education of special needs children, which the State has not completely funded, accounts for a much larger part of the increase.

Then, except for possibly a need for **paid full time Firefighters**, there are no new public services, i.e. water and sewer, contemplated, that would be directly attributable to "growth." School buses have already been transporting children from the tips of the peninsula, and we would be hard pressed to attribute road maintenance costs to the growth of the last decade.

The real question for Phippsburg taxpayers is how to keep property taxes affordable in light of the increasing value of coastal property. It is far beyond the scope of this comprehensive plan to try to demonstrate and project increased costs due to growth.

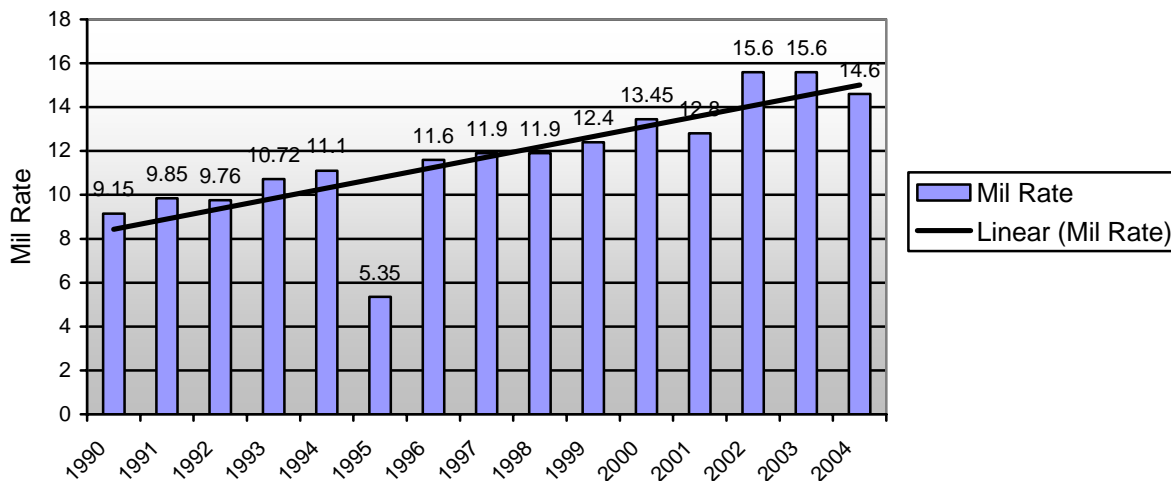
TABLE FC-1
VALUATION AND MIL RATE FROM 1990-2004

Year	Town Valuation Real Estate	State Valuation Real Estate	State Valuation in 2002 Dollars	Annual Change % of State 2002 Dollars	Mil Rate
1990	\$196,321,945	\$166,700,000	\$229,452,000		9.15
1991	\$201,675,500	\$182,650,000	\$241,254,000	+5%	9.85
1992	\$216,448,900	\$183,200,000	\$234,909,000	+5%	9.76
1993	\$205,458,000	\$197,250,000	\$245,573,000	-3%	10.72
1994	\$205,781,000	\$193,250,000	\$234,586,000	+4%	11.10
1995	\$206,420,200	\$209,700,000	\$247,540,000	-5%	5.35
<i>1995 was a change from calendar year accounting to fiscal year</i>					<i>1/2 yr</i>
1996	\$207,720,500	\$208,950,000	\$239,580,000	-5%	11.60
1997	\$209,098,300	\$214,850,000	\$240,850,000	+3%	11.90
1998	\$211,493,600	\$212,600,000	\$234,643,000	-3%	11.90
1999	\$210,248,400	\$214,100,000	\$231,192,000	-2%	12.40
2000	\$213,952,200	\$222,100,000	\$232,203,000	+1%	13.45
2001	\$222,800,600	\$228,500,000	\$232,113,000	-1%	12.80
2002	\$226,477,500	\$246,950,000	\$246,950,000	+6%	15.60
2003	\$228,203,150	\$264,800,000	\$264,800,000	7.2%	14.60
2004	\$239,694,600	Not available	N/A		14.60

Notes:

1. The State during its annual audit adjusts the Municipal Valuation to include homestead exemptions, supplements and abatements.
2. The State valuation is based on a formula which remains the same each year, using as its main source the Real Estate Transfer Tax form sent to the State. These figures have been checked by the Town.

FIGURE FC-1
MIL RATE 1990 - 2004



The dip in mil rate in 1995 is due to the Town assessing taxes for only one-half year. This was done to allow the Town to switch from calendar year accounting to fiscal year accounting (July 1 to June 30). It also prevented the Town from having to borrow money in anticipation of taxes.

State valuation figures are calculated by the State Department of Revenue Services using uniform assessment averages from real estate transactions. The Town valuations and mil rate are derived from the Town’s annual audits. The State valuation is the basis for calculating the State School subsidy and the Town’s share of the County tax.

TABLE FC-2
VALUATION AND TAX RATE COMPARISON FOR 2002

Municipality	Total Valuation of Land and Building	Total # of Homestead Exemptions	Mil Rate
Bath	\$544,933,100	1,765	22
Georgetown	\$122,190,000	347	16.5
Phippsburg	\$226,470,500	577	15.6
West Bath	\$129,222,810	475	15.25
Woolwich	\$94,834,500	724	13.8
Harpswell	\$605,372,176	1,456	10.9

Table FC-2 indicates that the 2002 tax rates of the three small coastal towns in Sagadahoc County (Phippsburg, Georgetown, and West Bath) are in the same range: 15.25 to 16.5 mils. Surprising is the total valuation of Harpswell. It is more than that of Bath (Bath Iron Works personal property does not seem to be included). Harpswell’s mil rate is low because they have seen such high valuation. However, people on a fixed income who own coastal property, have their property valuation and taxes increased. Since the Homestead exemption

is given only to year-round residents, the numbers listed under “Homestead Exemptions” reflect the number of such residences.

FIGURE FC-2
STATE VALUATIONS 1990 - 2003

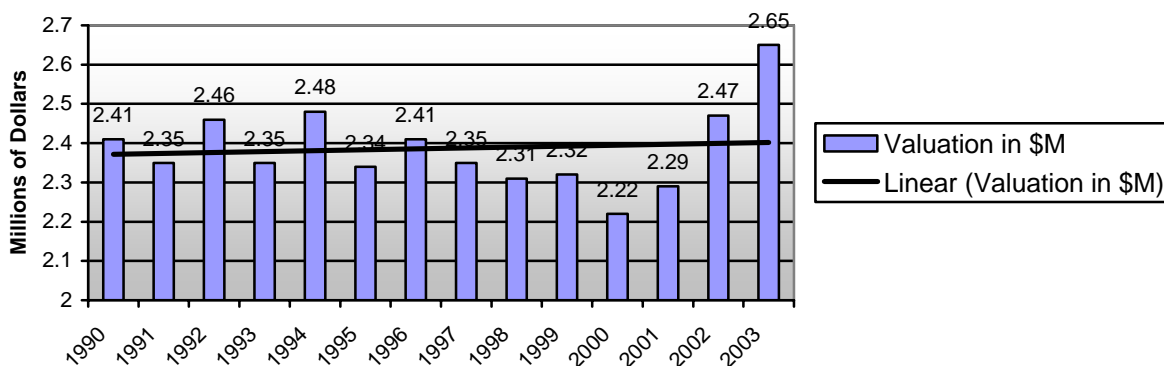


Figure FC-2 does not show a steady increase in State valuations. In fact the valuations seemed to have dropped from 1995 through 2001, and then to have increased in 2003. This is an interesting trend which may be due to the lowered interest rate and increased sales resulting in increased demand, and therefore higher values. It will be interesting to see if this trend continues.

Note: The State Average Ratio for FY 2001 was at 85% with an Assessment Ratio of 12. For FY 2002 it continued to drop to an Average Ratio of 73% and an Assessment Ratio of 19. Due to this decline the Town appropriated an extra \$20,000 at the May 2003 Town Meeting to fund extra efforts to equalize assessments. The first phase in this equalization project was to review all building permits for the last three years and conduct property visits. 243 inspections were conducted, the results of which increased the Town’s property valuation by \$9,582,500. This effort on the part of the Board of Selectmen and new Contract Assessing Agent resulted in a decrease in the Mil rate of \$1.00 for FY 2004. At a special town meeting in October 2003 another \$10,000 was appropriated to continue the equalization effort.

The issue of the rapid rise of coastal property values was at the core of the spring 2003 tax reform initiatives. On April 20, 2003 the Maine Sunday Telegram published a comparison of a numbering of towns’ property values and percentages of change. These are shown below in Table FC-3.

TABLE FC-3
COMPARISON OF TOTAL VALUE AND PERCENT CHANGE IN VALUE

Municipality	1999	2002	Percent Change
Brunswick	932,545,800	1,122,861,200	20.4%
Cape Elizabeth	685,475,900	732,979,950	6.9%
Cumberland	502,170,710	803,744,400	60.0%
Harpwell	568,213,207	831,970,262	46.4%
Scarborough	1,259,330,100	1,930,576,300	53.3%
Bath	484,707,900	742,610,400	53.2%
Bowdoinham	102,156,400	125,548,600	22.8%
Georgetown	115,776,700	124,414,000	7.4%
Phippsburg	215,620,700	229,869,650	6.6%
West Bath	117,357,375	139,131,643	18.5%

Source: Maine Sunday Telegram, April 20, 2003

It is noteworthy that total valuations for Phippsburg and Georgetown contrast sharply with that of Harpswell, which also is a residential, fishing coastal community. The percent of increase for Phippsburg and Georgetown is about 7%, whereas Harpswell's total valuation increased by 46%.

There are many variables that enter into the figures on Table FC-3. An assessment equalization is currently ongoing. The Contract Assessing Agent along with record keeping procedures has changed in the last two years. The table includes all property, industrial, commercial and residential, which accounts for Bath's large increase. This table still does not allow us to separate the values of coastal properties from those of inland properties. The valuation of coastal property is certainly increasing, but it would take hours to sort through the assessment files and document the differential increase.

TAX EXEMPT PROPERTIES

That excessive amount of properties are being made exempt from the property tax is a common complaint. Exemptions originally approved by the State Legislature were justified on the basis that the properties serve or provide a public service and, therefore, the owner should not be required to pay taxes. Other exemptions have been and are added almost every year based on the desire of the Legislature to remove the burden from a deserving group of people or organizations. The Homestead exemption currently in place is a way to ameliorate the property tax burden on residents.

Exemptions sometimes remove large amounts of property which would otherwise produce considerable revenue. Generally, as in the case of the Tree Growth Tax exemption, there are requirements in order to qualify for specific exemptions, and in some cases the State reimburses the Town for lost revenue (i.e. for the Homestead Exemption and the Tree Growth Tax).

Property already owned by the Federal, State or Municipal governments is not taxed, based on the principle that governments do not tax themselves. Thus Phippsburg's and Georgetown's State parks account for valuable acreage not appearing on the tax rolls. In

some cases tax exempt properties pay voluntarily service fees in lieu of taxes which amount to approximately \$28,000 annually in Phippsburg.

Table FC-4A compares the value of major tax exempt properties in area towns.

TABLE FC-4A
COMPARISON OF TAX EXEMPT PROPERTIES

Municipality	Federal	State of Maine	Churches & Parsonages
Bath	\$12,245,000	\$2,648,200	\$7,678,800
Georgetown	\$0	\$3,301,600	\$170,500
Phippsburg	\$211,200	\$3,051,600	\$960,700
West Bath	\$0	\$1,549,400	\$0
Woolwich	\$0	\$510,700	\$1,189,600
Harpswell	\$1,029,000	\$1,375,600	\$2,564,000

Source: 2002 Municipal Valuation Return Statistical Summary
Property Tax Division of Maine Revenue Services

Table FC-4A shows that Georgetown and Phippsburg have about the same amounts of tax exempt property due to the locations of tax-exempt Reid and Popham Beach State Parks. Harpswell has both a tax-exempt Navy base and State owned property.

Table FC-4B shows all the exemptions in Phippsburg's assessment records in 2002.

TABLE FC-4B
EXEMPTIONS IN PHIPPSBURG

Exemption	Number of Properties Exempted	Value of Exemption	Average Value
Homestead	614	3,185,100	5,187
WWII Veterans residents	38	171,000	4,500
WWII-Veteran non-resident	33	148,500	4,500
Paraplegic Vet non-resident	1	42,750	42,750
WWII Widow residents	15	67,500	4,500
WWII Widows non-residents	6	27,000	4,500
WWII Vet non residents Joint	1	9,000	9,000
Blind	3	10,800	3,600
WWII Disabled	1	4,500	4,500
US Federal Govt.	5	211,200	42,240
State of Maine	23	3,051,600	132,678
Municipal	36	2,742,900	76,192
Benevolent	5	242,700	48,540
Literary	13	1593800	122,600
Churches	8	1,174,100	146,762
Parsonages	1	18,000	18,000
Fraternal Orgs	3	189,900	63,300
Land Trust	12	473,100	39,425
Exemption Total	748	13,198,950	17,646

When added together these exemptions amount to \$13,198,950.00, about 5% of the Town's valuation.

REVENUES AND EXPENDITURES**TABLE FC-5**

REVENUE TOTALS FROM SELECTED CATEGORIES AND PERCENT OF THE TOTAL REVENUE

Item	1998		1999		2000		2001		2002	
Property Tax	\$2.55M	74%	\$2.65M	71%	\$2.90M	72%	\$2.8M	71%	\$3.52M	72%
Excise Taxes	\$227K	7%	\$246K	7%	\$287K	7%	\$294K	7%	\$340K	8%
Education Reimbursement	\$188K	5%	\$339K	9%	\$328K	8%	\$316K	8%	\$379K	8%
Government Reimbursement	\$276K	8%	\$269K	7%	\$273K	7%	\$323K	8%	\$378K	8%
Total	2.867M		3.504M		3.788M		3.813M		4.617M	

As can be seen, property taxes and excise taxes account for almost 80% of the revenue that Phippsburg generates each year. The rate of increase of total revenue between 1998 and 1999 was 22% and that between 2001 and 2002 was 21%. Rates of increase were 8% in 2000 and 6% in 2001. Property tax amounts have risen to 72% of revenue, with State education reimbursement increased to 8%. An explanation for the increase is revealed in the expenditure table below. Government reimbursement includes \$46,020 for road repair and maintenance.

TABLE FC-6

EXPENDITURE TOTALS FROM SELECTED CATEGORIES AND PERCENT OF THE TOTAL EXPENDITURES

Item	1998		1999		2000		2001		2002	
General Government	\$303K	9%	\$294K	8%	\$292K	8%	\$302K	7%	\$345K	8%
Highways*, Bridges, and Landings	\$231K	6%	\$311K	8%	\$128K	3%	\$300K	7%	\$283K	6%
Education	\$2.35M	66%	\$2.44M	65%	\$2.55M	68%	\$2.67M	65%	\$2.85M	62%
County Tax	\$289K	8%	\$284K	8%	\$2840K	8%	\$300K	7%	\$449K	10%

* Note: Highways and Bridges – (1) \$52,848 was spent in 1998 to construct Meadowbrook Landing; (2) \$148,300 was spent in 1999 for the State required cost share of 33% to rebuild a section of Popham Road; (3) An extra \$50,000 was spent in 2001 for snow removal due to an increase in storms; (4) \$68,000 was spent in 2002 to resurface Sebasco Road.

An interesting observation is that the excise tax very nearly compensates for the cost of selected general government categories. The property tax funds education, emergency services and the County tax. Roads are funded from both taxes, along with part of the government reimbursement. Education accounts for the largest expenditure for the Town. Of note is the increase in the County tax by \$149,000 or 50%. The primary cause for this is a large overdraw on the corrections budget in 2000. In that year the County was forced to use part of its surplus and in the next year had to compensate for the overdraw. If projections

hold, the County tax will increase even more because of increased costs of law enforcement and the construction of a County jail.

The following figures replace “a thousand words” in showing trends.

FIGURE FC-3
SCHOOL BUDGET
 Converted to 2002 Dollars

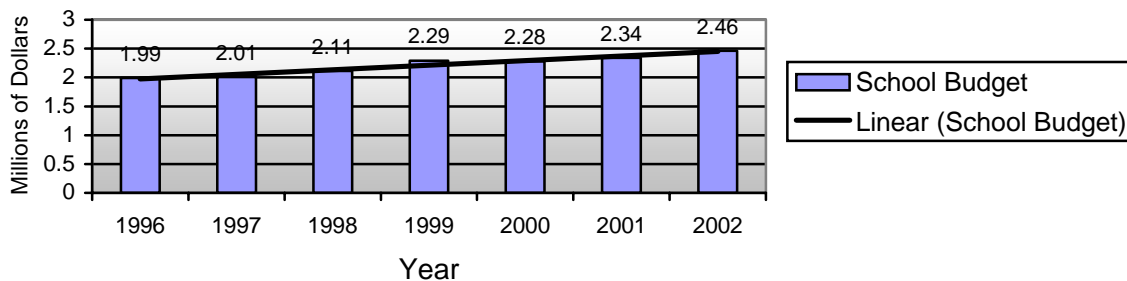
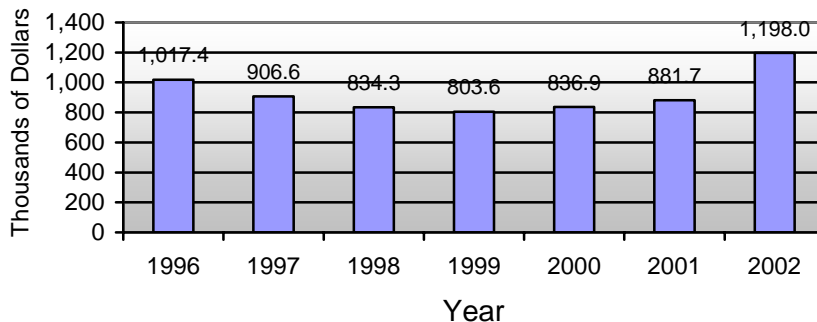


FIGURE FC-4
MUNICIPAL BUDGET
 Converted to 2002 Dollars



Note: Municipal Budget increase in 2002 was mainly due to bonding for Totman Preserve.

FIGURE FC-5
COUNTY TAX
 Converted to 2002 dollars

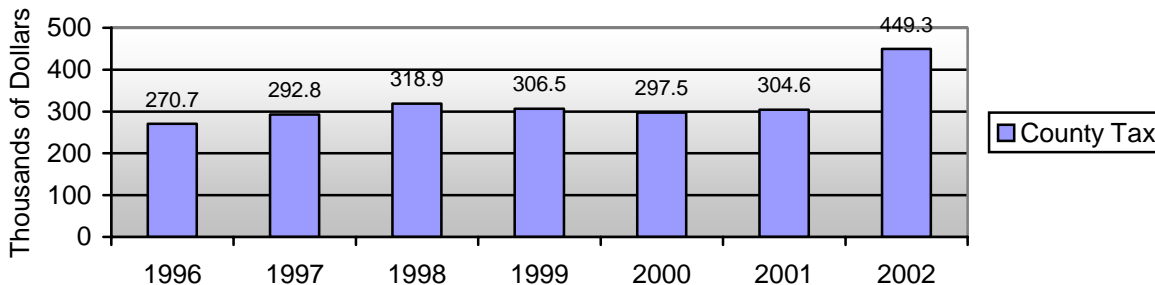
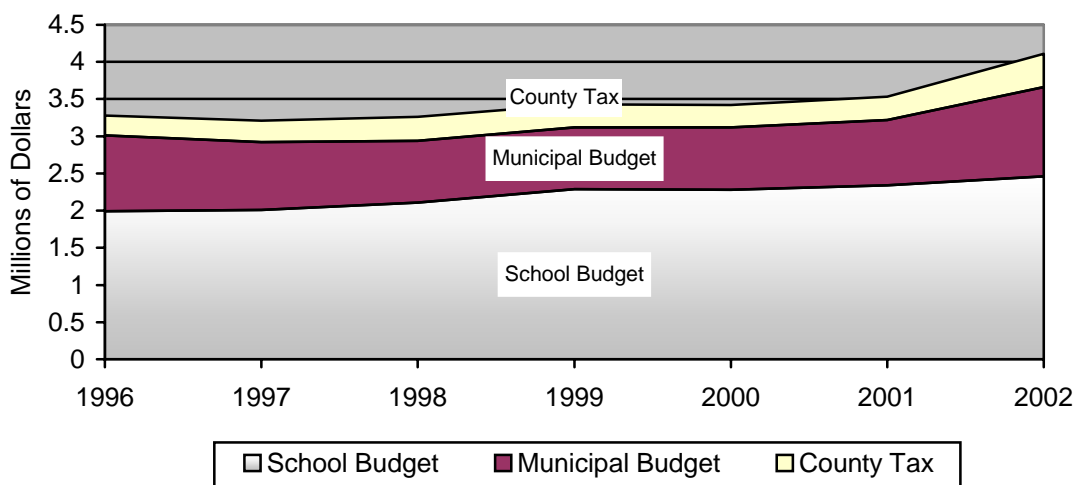


FIGURE FC-6
COMPARISON THE TOTAL BUDGET 1996-2002
 Converted to 2002 Dollars



ANALYSIS

DEBT LOAD

There has been no unusual change in the Town’s fiscal condition in the last 6 years. Its debt limit remains at \$34,275,000; it’s only debt is \$753,000 in 2000 Series C Bonds used to fund the purchase of the Totman Preserve property. This debt will be retired on May 1, 2006 with a final principal payment of \$154,215.

SURPLUS

In the last five years, the Town has carried forward a surplus averaging \$665,000. The Maine Municipal Association recommends that one of the following formulas be used to determine how much surplus to carry forward into each fiscal year: (1) 10% to 12 % of the total tax commitment (approximately \$423,000), or (2) two months operating expenses

(approximately \$760,000), or (3) the amount of expense for the highest expense month (approx \$400,000.)

A portion of this surplus is used every year to reduce the mil rate. Whatever is not used to reduce the mil rate is then carried forward into the next fiscal year.

Phippsburg maintains a capital fund which is funded each year at Town Meeting to be used for anticipated capital expenditures. Chief among them is the amount needed for renovations of the K-6 elementary school.

Decisions on funding are made annually at Town meeting based upon the recommendations of the department heads, Budget Committee, and Board of Selectmen.

IMPACT OF GROWTH ON MUNICIPAL SERVICES

Phippsburg's municipal services are largely staffed by volunteers - elected and appointed. If population growth continues at the present rate (16.2% in ten years) it is likely that changes in the Town's personnel or at least compensation for them will need to be increased. A commitment from residents will be needed not only to recognize the need to increase services, but also to fund them to adequate levels. The wages paid to personnel must be competitive with those paid by other jurisdictions in order to attract the best and most qualified people.

ADDITIONAL INFRASTRUCTURE

The majority of the Town's undeveloped land lies in its western side. Should large parcels become developed, it may become necessary to expand the existing infrastructure. If new roads are accepted by the Town, costs can be expected to increase. Still it does appear that many of the new residents have not required an expansion of Town services. In time, however, there may be the need for fire and rescue services, presently located in the east central part of Town, to be expanded. While new development could mean additional tax revenues, any significant residential development could require infrastructure expansion as noted above, which would likely require additional capital expenditures.

SUMMARY FINDINGS

1. While the above data does not yet clearly demonstrate the increase in value of coastal property, people are keenly aware of the trend and are greatly concerned that the rising value of coastal real estate will make taxes prohibitively expensive for the average Phippsburg residents which may force them to sell.
2. The valuation of property is based upon a State formula which uses the selling price of like and adjacent properties as a base. The townspeople have repeatedly expressed dissatisfaction with this method of valuation. It creates hardship for older residents and is a threat to the current rural way of life so valued by them.
3. Phippsburg has no major businesses or industry; individual taxpayers are the main source of Town income.
4. The roads in Phippsburg require one of the major expenditures of taxpayer money each year.

GOALS AND STEPS TO ACHIEVE THEM

GOAL 1: Town management should be structured to ensure the greatest return for each tax dollar.

GOAL 2: A Capital Investment Plan (CIP) should be created for the purchase and financing of public facilities and equipment needed to accommodate projected growth.

Steps to Achieve Goals

1. The Selectmen and the Budget Committee, with input from the department heads, should develop a CIP which will prioritize the replacement of equipment and maintenance of Town facilities and roads. The plan should be updated annually
2. The Town of Phippsburg should encourage the growth of employment opportunities in areas so designated in keeping with the current make up of the Town and its rural character and pursue methods of lessening the tax burden on its citizens.

GOAL 3: The Town should comply with the Road Maintenance/Improvement Plan established by the Road Commissioner and the Road Committee.

Step to Achieve the Goal

The schedule and budget for capital road improvements are shown in the next chapter, Capital Investment Plan. The condition of the roads should continue to be evaluated and maintenance prioritized by the Selectmen and Road Commissioner in consultation with the Road Committee on an ongoing basis.

CAPITAL INVESTMENT PLAN

INTRODUCTION

In terms of capital expenditures, Phippsburg is like other communities in Maine in two respects. First, the Town must make capital expenditures in order to meet the needs of the community in a cost effective manner. They include expenditures for road reconstruction, fire engines, building repairs, pavement overlays and other improvements to public property. However, capital investments can have a large impact and, therefore, become obvious targets when it comes to trimming the budget.

Lacking an overall capital improvement program, individual departments plan for capital investments, often with little communication among them. For example, if the fire department needs a new truck, funds for the truck are inserted in the department's budget regardless of other community needs.

Communities like Phippsburg often defer needed capital spending when there is a budget crunch, and approve whatever is proposed when funds are available. This practice can result in scarce capital dollars being spent on projects that do not reflect the greatest community needs. It can also result in unexpected emergency expenditures, for example when a piece of equipment fails because it was kept in service beyond its useful life.

Owing to the decline of Federal and State funding along with local caps on taxes and expenditures, towns must develop comprehensive capital improvement programs to deal with escalating operating costs in relation to disposal of solid waste, deferred maintenance, and the like. Limited resources must be allocated in the wisest possible way.

Attached at the end of this chapter are the Capital Investment Plan and the Road Capital Maintenance Plan, both of which took much careful thought and effort. They are a major accomplishment which will guide our future budgeting process.

Statutory Requirements

The Growth Management Act (Title 30-A§4326) requires that part of the Implementation Strategy for the Comprehensive Plan be to:

“3. Implementation Strategy.

B. Develop a capital investment plan for financing the replacement and expansion of public facilities and services required to meet projected growth and development.”

In Maine the legal foundation of the capital improvements process lies in Title 30-A Chapter 223, Section 5801. This law allows municipalities to establish reserve funds, including accounts for capital improvements including equipment. However, Section 5702 places a limit on total outstanding debt of 15% of State valuation. (Phippsburg is far from being close to limit, discussed in the Fiscal Capacity Chapter.) Within the 15% limitation, municipalities can incur debt of not more than the following: general purposes 7 ½%; school purposes 10%; storm or sanitary sewer 7 ½%; airports, water and special districts 3%.

CAPITAL INVESTMENT NEEDS IDENTIFIED IN THIS PLAN

The review by the Economy/Public Services and Land Use/ Transportation Committees has identified the following capital needs:

- Currently the vehicles in the Fire Department are on an 11-year rotational replacement schedule. The Fire Chief is recommending that they be on a 7-year schedule, which he feels is more realistic.
- The Transportation Chapter of this plan details the copious and thorough work of the Road Committee identifying the maintenance needs and cost thereof for each local road in Town.

CURRENT CAPITAL INVESTMENT PLANNING

While Phippsburg has not had, up to this time, a formal Capital Improvement Plan, it has taken significant steps in that direction. Table CIP-1 shows a Capital Reserve Fund which is added to each year at Town Meeting upon the recommendation of department heads. In 2002 there was an accrued total of \$204,000 in the Capital Reserve Fund. The accrual method is of course “self-financing” because it does not include debt payment. In fiscal year 2000 the Town appropriated \$40,000; in 2001, \$58,000. These appropriations were for the Capital Reserve accounts established for replacement emergency vehicles and school building renovations. In 2001 \$67,390 was transferred to the General Fund to pay for a fire truck. In 2002 the Town appropriated \$68,000 for the Capital Reserve accounts.

CAPITAL RESERVE ACCOUNTS

TABLE CIP-1
CAPITAL RESERVE FUND BALANCES
AT END OF FISCAL YEAR

Category	2000	2001	2002
Capital Improvements	\$2,512	\$2,608	\$2,600
Fire Truck and Ambulance	\$91,866	*\$52,915	\$90,000
School Capital Project	\$0	\$5,991	\$0
Police	\$6,223	**\$6,347	\$9,500
Total Fund Balance	\$100,601	\$77,861	\$102,000

Note: With the exception of FY 2001, all money in the School Capital Project account was spent each year. Transfer Station and Town Hall Capital Reserve accounts were established in FY 2005 & FY 2006.

Road Accounts

The road maintenance accounts closely resemble a Capital Improvement Plan; they include funding anticipated road repairs.

Funds are carried forward into each year and sometimes additional appropriations are made. For example the Sam Day Hill Road account had accumulated \$19,729 by 2001. Then road work was done in 2002, and an additional 15,000 was appropriated.

New road accounts are established at Town Meeting as recommended by the Road Commissioner. For example, the Stoneybrook Road account was established in 2002 with \$100,000 authorized at Town Meeting.

In the last three years more funding has been added to the road maintenance accounts. In 2000 the Town appropriated \$37,000; in 2001, \$60,000, and in 2002, \$154,456.

Each year the Maine DOT contributes \$46,020 to the Town's Special Road Maintenance account. This amount is based on the number of miles of road maintained by the Town. The State requires that this funding be used for major road construction and paving, or to meet the required 33% cost share on minor collector road construction (Small Point Road and Popham Road).

THE ROAD CAPITAL MAINTENANCE PLAN

The Road Capital Maintenance Plan on the next page was developed by the Town's Road Committee together with the Road Commissioner. The Committee uses a State DOT computer program (Road Surface Management System – "RSMS") to inventory and survey roads. The resulting information is used to create maintenance and capital road plans. This procedure provides a superb illustration of how planning, scheduling and budgeting ahead of time, and of course adhering to them, can even out expenditures for roads and bridges.

The total cost for maintaining local roads for the next 11 years is estimated to be about \$1.85 million, less \$.5 million in anticipated State Aid fund, bringing the net cost to the Town down to \$1.35 million. If money were to be put aside annually for the roads that need work, the average annual Town expenditure would be \$122,273 in 2004 dollars.

This Road Capital Maintenance Plan is intended as a guide to road maintenance planning and will have to be reviewed and modified according to actual work accomplished and in view of emergencies that might arise. This is intended as a guide in road maintenance planning.

CAPITAL IMPROVEMENT PLAN

The final product of this capital improvement planning process is shown on in Table CIP-3 attached to this chapter. It is the result of thoughtful planning by the by the Fire Chief, the Police Chief and the Road Commissioner, the Economy and Public Services Subcommittee of the Comprehensive Planning Committee, and the Town Administrator.

We, the citizens of Phippsburg are proud of this work. We hope that it will become a living document, examined every year. We believe that if used consistently it will make the work of our Town officials easier and provide predictability and accountability to the taxpayers of this Town.

TABLE CIP 2
ROAD CAPITAL MAINTENANCE PLAN

Road Name	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Meadowbrook sec 1	\$70,000										
Kenyan								\$12,500			
Basin sec 1											
Stoneybrook sec 1		\$170,000						\$50,000	\$25,000		
Ridge						\$50,000					
Bakers Wharf paved						\$30,000					
Gomez								\$10,000			
Bushy Isle View											
Young's Lane								\$5,000			
Cox's Head							\$20,000				
Parker Head sec 1							\$50,000				
Meadowbrook sec 2	\$65,000										
Old Ferry											
Cranberry Point		\$40,000									
Tide Mill Lane											
Heron Cove											
Sea Street								\$10,000			
Surf Street								\$5,000			
Fort Baldwin			\$25,000					\$10,000			
Stonewall								\$20,000			
Parker Head sec 2								\$50,000			
Carrying Place			\$30,000								
Small Point paved				\$150,000							
Clifford					\$20,000	\$100,000					
Fiddlers Reach				\$30,000	\$125,000						
Parker Head sec 3									\$50,000		
Alliquippa											
Capt John Parker											
Newbury Point							\$6,000				
Meadowbrook sec 3							\$50,000				
Sam Day Hill sec 1							\$45,000				
Parker Head sec 4		\$25,000	\$75,000								

Road Name	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Sam Day Hill sec 2		\$50,000	\$50,000								
Brightwater									\$30,000		
Black's Landing									\$15,000		
Lettie Lane									\$10,000		
Bailey									\$10,000		
Ridley Landing									\$35,000		
Church Lane									\$10,000		
Wallace Circle									\$20,000		
Parker Head sec 5										\$50,000	
West Point										\$95,000	
Sebasco											\$150,000
Small Point Gravel					\$50,000						
Totals	\$135K	\$285K	\$180K	\$180K	\$195K	\$180K	\$171K	\$172,500	\$205K	\$145K	\$150K

TABLE CIP 3
CAPITAL IMPROVEMENT PLAN

Item to be Purchased/Replaced	Year Purchased	Target Date	Cost Estimate	Source of Funds	Sum to be Accrued Annually
Town Office Computers	2003	2008	\$20,000	Taxes	\$4,000
Copy Machine	2001	2006	\$8,000	Taxes	\$1,500
Building Work	NONE PLANNED				
Transfer Station Building Debris Container	1992	2006	\$5,000		Starting in 2005 - \$2,000
Transfer Station Replacement Compacter	1992	2010	\$30,000	Taxes	Starting in 2005 - \$5,000
Fire Station West?		2012			
School Building New School Building Maintenance	1959 and 1982		9	There is a great deal of uncertainty about the availability of funding from the State for a small school.	
Fire Department Vehicles					
1965 Ford Engine	1966				
1983 International Tank	1997	2003-4	\$160,000	Grant	
1985 Dodge Pick Up Truck	1993	2005	\$50,000	Firemen's Association	
1987 GMC Engine	1989	2007	\$190,000	Taxes	\$35,000
1994 Ford L 800 Tanker	1994	2011	\$19,000	Taxes	\$35,000
1999 Ford Ambulance	2002	2006	\$120,000	Taxes + Donations	\$35,000
1996 Ford Ambulance	1996	2005?	\$115,000	Taxes + Donations	\$35,000
1998 Theurer, Semi-Trailer	1998	2007	\$35,000	Taxes	\$35,000
2000 Freight Liner, Pumper	2001	2015	275,000	Taxes + Donations	\$35,000
Police Department Vehicles					
1997 Ford Crown Victoria	2000	2004	30,000	Taxes	\$12,000
2004 Ford Explorer	2004	2009	35,000	Taxes	\$8,000
Harbor Patrol Boat					
1993 Sea Pro Boat	1993	N/A	N/A	N/A	N/A

⁹ The estimated cost for a new facility in 2001 was between \$4.75 and \$5 million or \$2.7 to \$3.1 million for renovation.

MARINE RESOURCES

INTRODUCTION

The marine industry is a key to Phippsburg's economy and rural character. Fishing was a mainstay of Phippsburg's original settlement and is vital to the economy of the community today.

Recent opinion surveys indicate that a majority of the respondents (resident and non resident) want to preserve and support the commercial fishing activity in Phippsburg. The Comprehensive Plan recognizes these desires and places emphasis on support for the commercial fishing industry

INVENTORY

(Please see the Marine Resources map in the attached pocket)

FISHING RESOURCES

The following comprehensive inventory of marine resources in State and Federal waters and tidal areas includes finfish and shellfish that are today a vital part of the economy, fisheries that were once significant but are now declining, recreational sport fisheries and anadromous fish that travel up the Kennebec to spawn and down to the ocean to mature.

Lobsters are the most important fishing resource of the community and are the primary source of income for several dozen Phippsburg families. They are found in all the coastal areas except the Kennebec estuary, north of Perkins Island.

Menhaden (pogies, bunkers, kayaks) are small, schooling plankton fish of the herring family which are sought as bait for fish and lobster. Their migration into waters of coastal Maine is unpredictable as to timing and quantity. They are a principal forage fish wherever they appear. Whales, seals, giant tunas, striped bass, bluefish, and seabirds all depend heavily on these fish for their oil content and high protein flesh. New Jersey and Connecticut have legislated bans on harvesting menhaden for uses other than bait. Within the last 10-15 years vast uncontrolled quantities of these fishes have been taken in the lower reaches of the Chesapeake Bay for reduction to extract oil and produce animal diet supplement meal. The Atlantic States Marine Fisheries Commission enacted a regulation in August/September 2005 that restricts the annual harvest in Maryland/Virginia waters as a measure to curb localized depletion of the resource. At present the harvest limit regulation, which will be legally contested, is to be in place for five years. Hopefully the catch limit will help to reverse the dreadful conditions in Chesapeake Bay. The expected restoration of the inshore biomass of the very important forage fish will be of significant benefit to the economically important commercial and sport fishing interests of Phippsburg and coastal Maine.

Whiting are valuable food fish which once migrated into Phippsburg's off shore waters as the water warmed in the spring. Draggers from Phippsburg harvested them. Now their numbers have declined significantly. However, fortunately through the enactment of fisheries management plans, the biomass is recovering. There is reason for cautious optimism that this fishery will recover.

Mackerel are a commercial and recreational species which gathers in Phippsburg's summer waters. However, its commercial significance has declined considerably in this area.

Cod, Hake, Haddock, Cusk, Flounder, Black Back (winter) Flounders, Yellowtail Flounders, Sand Dabs, Grey Sole, Catfish and Monkfish. Numbers of cod, hake and haddock have declined in the Gulf of Maine waters that are frequented by commercial fishermen. There is a recreational fishery but it is controlled by size and bag limits. Very strong fisheries management measures such as Amendment 13 are in place and being refined to allow stocks to rebuild.

Giant Blue Fin Tuna stocks of tuna have been seriously depleted. Arguments rage over size of stock (number or abundance of fish), number of stocks, and nations whose fishermen refuse to recognize and abide by conservation measures formulated by international commissions. At this time market prices are depressed (from the all-time-high levels of 1985-1995) due to an economic slump in Japan. However, fishing activity continues though prices are down, fish size is smaller and fish are less abundant.

Alewife (alewives) are an anadromus fish sought as lobster bait. They are not considered good table fare today although they were once consumed fresh, smoked or pickled. During their annual spring spawning migration, they climb ladders/fishways or are trapped and trucked to move them from salt water to higher-level fresh water.

The alewife migration from Winnegance Bay into Winnegance Pond is one of the most productive in all of Maine. Appointed commissioners from the tri-town area of Bath, West Bath and Phippsburg monitor this fishery. Strict rules mandate free passage of fish three consecutive days out of every seven during their spawning migration and their seasonal return to salt water. The tri-towns derive revenue from the caretaker/manager (highest competitive bidder) who harvests and sells bushels of fish for lobster bait on four of seven days.

The Phippsburg Center Pond fishway was modified to operate properly, in 2003. The water level must also be maintained to comply with restrictions in deeds of shorefront property owners. A plan has been written to establish a viable fishery by the Center Pond Alewife Committee.

American Shad, Blueback Herring, Rainbow Smelt and Atlantic Salmon all transit the Kennebec and New Meadows Rivers during their spring spawning migration from salt to fresh water. The numbers of fish in these species do not warrant a directed commercial fishery. Stop seine and weir fishing have been discontinued in Phippsburg. Atlantic Salmon are currently protected by Federal regulation.

Atlantic Herring are a small, schooling finfish of major historical significance to coastal New England, particularly Maine. Fish are taken by net and processed for human consumption and for lobster/fish bait (in nearly equal quantities). There is serious conflict among user groups regarding harvest methods, timing of harvest (relative to spawning aggregation) and areas of harvest. The argument is that inshore/near shore areas suffer from very sophisticated and efficient harvest methods resulting in localized depletion of this very important forage fish. The diet and feeding habits of fishes targeted by commercial and recreational interests cause them to seek food elsewhere. The movement results in severe economic loss to those who rely on activity at traditional feeding grounds. Fisheries management plans are being discussed and

crafted in an attempt to resolve conditions and restore the inshore stocks of herring to historic levels.

Striped Bass have become a very important factor in the local economy. Stocks were reintroduced in the Kennebec River in the early 1990s. Commercial fishing was banned and conservation measures were enacted. The value of this recreational only fishery is in the tens of millions of dollars. Removal of the Edwards Dam in Augusta opened another 17 miles of river system and spawning habitat to striped bass and other anadromus fish. Biologists and sportsmen both agree that a resident population has been established and is building in the Kennebec River. The future is promising. Game fish status, strict conservation measures, strong State and coastal regulation all favor the striped bass.

Mussels commercial harvesting of mussels has all but disappeared from Phippsburg in the face of farm-raised or cultured products and harvest closures due to pollution from up river storm water run-off, waste treatment plant overflow and red tide.

Scallops are occasionally taken by draggers and divers in Phippsburg waters. Currently legal size is 3 ½ inch minimum.

Oysters are not an economically important fishery in this area. The farm-raised or cultured product has taken the market. Pollution closures presently prevent harvesting in Winnegance Bay.

Soft Shell Clam conservation plans adopted by Phippsburg and neighboring communities have been enormously successful. Presently 40 licensed, full time commercial harvesters work the flats on all sides of the peninsula. Parker Flats have been opened for harvest; efforts to open the Mill Pond and to re-open Dromore Bay continue. Numerous areas are open on the New Meadows side. License holders are required to complete conservation requirements, such as reseeding and surveys, to qualify for a renewal license. The Phippsburg harvest in 1997 was 180,000 lbs.; in 1999, it was 250,000 lbs.

Quahogs are no longer an economically important fishery in this area. Stocks have been seriously depleted and lobstermen strenuously object to bottom drag harvest methods.

Sea Urchin. This fishery is in a decline due to decreased demand, depressed market prices and seriously depleted resources. Unless their economies rebound, sea urchins will not be in great demand among Asian nations. Slowing the harvest may allow stocks to rebuild from the critically low levels of 2002 and 2003. Currently Sebasco Wharf is the only buyer of this product in Phippsburg, but did not purchase any in the 2002 and 2003 season.

Maine Shrimp are an important winter harvest for dragger fishermen who concentrate on finfish and lobster during the summer season. Currently stock assessment in Gulf of Maine waters has not been encouraging.

Periwinkles. There is a market for the tiny mollusk; one or two people engage in the fishery in Phippsburg. Currently Sebasco Wharf is the only buyer of this product in the Town.

Bubble Grass, Rock Weed and Irish Moss (Sea Weed). There is very little local harvesting of these plants but harvesting of them is done in Boothbay and areas east into Canada for processing into animal diet supplement. The harvest must be carefully

controlled because the plant serves as a nursery and grow-out place for crabs, lobster, shrimp, many fish species and other marine organisms.

Jonah Crab. A small market currently exists for Jonah Crab.

HARBOR RESOURCES/MARINE FACILITIES

Harbors

Phippsburg has no “port” by definition, as there are no ship berthing or loading facilities. The Town does have several small harbors that support the year round commercial fishing industry, and a large number of seasonal, recreational boats.

For the immediate future, harbor facilities on the west of the peninsula on the New Meadows River appear to be adequate. The Acre Lot Wharf and the numerous commercial facilities provide sufficient fueling and loading/unloading areas. At present, there is only one loading/unloading facility on the east side of the peninsula on the Kennebec River. River tides and the lack of deep water make prospects for change dim.

There is a sewage pump-out station for marine holding tanks at Sebasco Harbor Resort which is available to the public for a small fee. There is also a facility at the New Meadows Marina, and the Friends of Casco Bay have a floating, on-call facility. There are facilities at Robinhood Marina in Georgetown and both the Dolphin Marina and Great Island Boatyard in Harpswell.

Moorings:

There are 625 registered moorings in the Town.

MOORING LIST

Category	Number
Commercial Fishermen	140
Commercial Other	58
Residents (no fee)	311
Non Resident Taxpayers (no fee)	261
Non Residents (\$50 for the first year, \$25 thereafter)	37
Miscellaneous	16

The largest portion of registered moorings is located on the western side of the peninsula.

SHORE ACCESS

Salt Water Access

There are 22 wharves, floats and launching facilities identified in the Town. They are listed under Shore Access, but they could also be listed under the above "ports and harbor/facilities. The ownership, size, adequacy of parking, ease of launching and existence of other marine facilities vary widely. The Town owned facilities are for the use of residents, taxpayers and their guests.

Kennebec River side of peninsula

Winnegance Bay has a private float and mooring off a lane near the causeway with the only other access over the highway guardrail – a maneuver used by kayakers and canoeists.

Morse Launch (also known as Fiddlers Reach) occupies approximately 5 acres. Owned, developed and maintained by the State of Maine. Open April 1 to November 30 (dates are approximate) it consists of a concrete launch ramp with floats and is useable at all stages of tide. It is handicapped accessible with toilets and parking for 21 vehicles with boat trailers. Commercial use is restricted to shellfish landings.

Ferry Landing is Town owned and is located in the Fiddlers Reach area south of Morse Landing but is not developed. There is very limited parking, deep-water access and an established right of way.

Dromore Landing is Town owned and consists of .25 acres on Route 209 but it is not developed. Parking exists for 10 vehicles and it is tidal.

Cranberry Point has a private launch closed to the public.

Center Pond has approximately ten small recreational boats that are seasonally moored in the Kennebec River in the vicinity of the Center Pond causeway. Access to the water is across State owned property and is difficult.

Parker Head is Town owned and has six or eight resident moorings for small boats by the Mill Dam. The area is also used by shellfish harvesters for boat tie-up. Parking is very limited and water access is difficult. At low tide the butt ends of pilings from long ago piers are visible, a hazard to careless boaters.

Green Point (Cox's Head – Old Coal Boat Landing) is Town owned and is not developed. It has parking for one or two vehicles and is tidal or deep water depending on approach.

Popham Beach Harbor, which opens onto Atkins Bay, has one “L” shaped pier owned by the State of Maine but is leased to Phippsburg (20 year renewable) and is managed and maintained by the Town Landing Committee. A two hour tie-up is allowed on the western end. Unattended tie-ups are not allowed on the rest of the pier, since it is intended for loading/unloading. There are ramps and floats attached to the seawall which are owned, managed and maintained by the Popham Beach Boat Owners Association. Permission for them is granted by the State Bureau of Parks and Recreation, which owns Fort Popham and surrounding land. The floats are used by association members for tie-ups and harbor access. There are presently 24 moorings in the harbor with room for 10 to 15 more. Growth of the mooring/harbor area is not likely because parking is limited. On the west side of Atkins Bay, off Fort Baldwin Road, is an unimproved, dirt/sand launch area useable only at mid-to-high tide.

Totman Cove has one fish pier used commercially.

New Meadows River side of peninsula

Head Beach has a boat ramp. Owner's permission is required for use. It is tidal.

Hermit Island has three launching facilities, one concrete landing and two gravel. All facilities are private and reserved for campers from May 1st to October 14th. There is limited docking and mooring facilities available for a fee. The gravel launch by the store is tidal and may be used by the public for a fee. No parking available.

Small Point Harbor is bounded by Cape Small and Hermit Island. The harbor is well developed and has a large number of commercial vessels year round. Mooring space is full during the summer-season. There are five loading/unloading facilities:

- Alliquippa landing is Town owned and consists of .21 acres. It is tidal and has limited parking and a natural (gravel) ramp.
- The fish pier and 15 boat marina at Hermit Island.
- The campground boat pier.
- A fishermen's cooperative pier at Small Point.
- Small Point Yacht Club pier and floats.
- Several private piers with floats.

West Point Harbor has seven commercial/private fish piers and one service pier for gas/diesel fuel. The mooring area is generally full during the most active recreational boating and commercial fishing season.

Cat Cove is a Town owned small boat launch with no parking.

Carrying Place Cove has four commercial/private fish piers. There is a private landing that is a traditional access point for local fishermen on the NW side of West Point.

Sebasco Harbor is the largest harbor in Phippsburg. Harbor, Malaga and Bear Islands protect it. The southeast side of the harbor has a large mooring area, which is nearly full during the summer season. Access is by several private piers and piers/floats owned by Sebasco Harbor Resort. The Resort also owns a mid-tide sand and gravel boat launch. The north side of the harbor is used extensively by commercial fishermen and has 11 commercial piers and numerous small private piers. There is one commercial boat yard with marine railway/mobile boatlift and a commercial bait business.

Acre Lot Town Wharf is Town owned and consists of 1.5 acres with no facilities. It has limited parking and is not accessible to large boats at low tide. Although designed primarily for use by commercial fishermen, it is also open for use by residents, taxpayers and their guests. A Town ordinance forbids use of the pier for access and logistics for the development of islands.

The Basin is a large cove off the New Meadows River used frequently by visiting yachts. It is away from boat traffic and provides a particularly safe haven from storms. It has a large secure mooring area but there are few permanent moorings owing to lack of public access. An association maintains a private pier/float at the north end and there are several small private piers.

Meadowbrook Town Launch is Town owned and consists of 1.12 acres. Initially developed in 1996 with a paved/gravel launch ramp and limited parking, it has been improved with cement flooring and a paved approach. The landing is limited to use by Town residents, taxpayers and their guests. Primarily it is used by shellfish harvesters.

Brightwater has three fish piers used by commercial fishermen.

EXISTING LAWS AND PROGRAMS

Town Landing, Shellfish Conservation and Harbor (Management) ordinances have been enacted or modified in the last 10 years. They appear to address all current issues and if they

do not, each has a Commission to review need and recommend changes. The full texts of the Ordinances are available at the Town Office.

Town Landing Ordinance - Effective May 1999 (Amended through 2004)

The purpose of this ordinance is to assure access to salt water for taxpayers, residents and their guests to avoid conflict with adjacent property owners and neighbors. It authorizes the designation of parking areas and restricted use of Town landings to taxpayers, residents, their guests and commercial marine harvesters with a Town permit. It establishes a Town Landing Committee which includes at least two commercial fishermen. The Committee is advisory to the Selectmen who promulgate rules.

Shellfish Conservation Ordinance - Effective May 2000 (Amended through 2004)

The Ordinance establishes a seven member Shellfish Conservation Commission appointed by the Selectmen. The Commission is responsible for conservation of the resource and for licensing harvesters. It

- Establishes the number of licenses to be issued.
- Surveys each producing area every three years.
- Organizes reseeding efforts.
- Keeps records and makes an annual report to the Town and the DMR.
- Assists in maintaining a water quality testing program on the Kennebec and New Meadows Rivers under supervision of the DMR.

The Shellfish Conservation Commission is well organized and forward thinking. Members attend State meetings to observe, discuss and evaluate innovations in stock enhancement and harvesting.

In the early 90's, the Town Shellfish Conservation Commission began a proactive program to open all the potentially productive shellfish areas in Town. They sought from the DMR and DEP the reasons for closing a flat and what it would take to re-open it. They informed themselves, were trained in sampling procedures and took regular, required water samples. Upon finding that straight pipes, licensed overboard discharges (OBD) and malfunctioning septic systems cause closures, they pressured the Selectmen for support and sought financial assistance through State programs. If all these voluntary efforts failed, they were prepared to ask the CEO to enforce the law, require removal of straights pipes and OBD's and remediate malfunctioning septic systems. This program continues today.

The need of opening shellfish beds closed due to pollution is illustrated by the Mill Pond at Parker Head. One licensed OBD is keeping a clam flat, estimated to have an annual harvest of worth \$500,000, closed to harvesting. When the value of all closed areas is totaled, the loss is in the multiple millions and continues to adversely affect the income of local harvesters.

Through hard work, relentless sampling and focus, the Phippsburg Shellfish Conservation Commission has already opened beds along the Kennebec south of Parker Head to Cox's Head, Atkins Bay and in Popham up the Morse River, the Sprague River; Small Point Harbor and Totman's Cove.

Working with the New Meadows Watershed Project, after five years of monthly testing (the Chair of the Commission not only samples but delivers the samples to the Boothbay Harbor

labs), a large section of the west coast of Phippsburg from Brigham Cove to the northern section of Sebasco was opened.

It will take continual attention, enforcement of shoreland zoning and the plumbing code, and inspection of potential contaminating sources to keep these flats, so essential to the viability of the shell fish industry in Phippsburg, open.

The shellfish licensing system is designed to give priority to resident and non-resident commercial harvesters and resident and non-resident recreational harvesters. The Commission sets a fee schedule for each category. Annual commercial licenses are issued according to a priority based upon the applicant's compliance with rules for committee meeting attendance, the number of conservation hours and number of years of the applicant's having been licensed. This priority system is applied when a reduction in license numbers become necessary (the higher the number the greater the priority). The number of licenses available annually is based on area biomass surveys, which take place every three years.

The Commission has authority to open and close flats with approval of the Commissioner of the DMR. The minimum clam size is 2 inches.

Harbor Ordinance - Enacted 1991 (Amended through 2004)

Selectmen appoint a five to nine member Harbor Commission as well as a Harbor Master with the consent of the Commission. Their function is to manage moorings to avoid overcrowding and conflict. The Commission registers moorings and allocates space based on a system through which shorefront owners and commercial fishermen are given priority.

Shoreland Zoning Ordinance - Enacted 1993 (Amended through 2003)

The Shoreland Zoning Ordinance provides for fisheries protection in several ways. If an area has been identified as having a high potential value, 250' of its upland can be designated a "Resource Protection" area where septic systems or principal residential structures are not allowed.

A second protective measure is to designate "Commercial Marine/Fisheries Activities Districts" under the Shoreland Zoning Ordinance. This is a means of minimizing conflict between marine and residential or other commercial users and supporting the fishing industry.

OPINION SURVEYS

There have been two surveys in relation to this Comprehensive Plan. One was a town-wide survey of all homeowners and the other licensed fishermen. The Marine Resources Committee, working in cooperation with the Department of Marine Resources, sent out a survey to all commercial fisheries license holders (175) in November 2001. Surveys were received from the holders of the following licenses:

State Licenses		State Licenses		Federal Licenses	
Type	Number	Type	Number	Type	Number
Lobster	24	Herring	5	Groundfish	8
Clam	6	Wholesale fish dealers	1	Scallop	6
Groundfish	12	Giant blue fin	1	Large pelagic (giant blue fin, swordfish)	8
Urchin	8	Marine worm	3	Dealer	1
Elver	2	Shrimp	1	Lobster	6
Scallop	9			Herring	1

The majority of the fisheries license holders:

- Are satisfied with shellfish policies;
- Would like much tighter controls on pollution;
- Would like better access to clam flats;
- Feel supplies for fishing should be available locally - Bath and Brunswick are too far away;
- Store gear at their own residence;
- Keep a boat on a mooring;
- Feel small boat launch facilities are inadequate;
- Feel relations with Town's non-fishing community are not a problem;
- Are concerned that new regulations covering noise, gear storage etc. will cause problems.

The following are opinions with no clear majority:

- For or against aquaculture - need to know much more;
- Encourage establishment of seafood processing/value added companies;
- Favor hatcheries and stock enhancement;
- Express moderate interest in fisherman's organizations;
- Wish the Town would be more supportive. The Town should support establishment of a commercial fishermen's organization;
- Lack of affordable family health insurance;
- Land their catch outside Phippsburg because prices are better elsewhere;
- Would like to increase fishing activity;
- Feel bait is too expensive;
- Feel improved bait supplies would help;
- Feel there is a urgent need to address waterfront property taxation in order to preserve the Town's historic commercial fishing community;
- Feel the commercial fishing community must be represented at all levels of Town Government.

Responses to the Town Wide Survey conducted for the Comprehensive Plan in 2002**Access to public waters**

76% were either very satisfied or satisfied

Salt-water access

85% thought improving it was either very important or somewhat important

Adequacy of Town Landings

67% were either satisfied or very satisfied

In response to the question: **How should Phippsburg respond to prospects for growth for each of the following?** 85% of respondents wanted to encourage “Marine Fishing.”

PLANNING ISSUES

Fishing resources are not only seasonal but fluctuate in response to over fishing, regulations and long-term climate changes. Most of these factors are beyond the control of the Town or its fishermen. This Comprehensive Plan attempts to address the constraints that can be influenced on the local or State level.

SHORE ACCESS

Good or relatively easy access to the shoreline for residents and visitors is an on going problem. West Point and Sebasco have the greatest number of commercial, water-dependent users, followed to a lesser degree by Small Point Harbor and Popham Harbor.

The Town itself controls a limited amount of waterfront property with shore access suitable for marine related business. A large amount of property is owned by the State of Maine at Popham Beach and a smaller parcel at the Fiddlers Reach (Morse’s Landing) boat launch facility. These properties provide residents and visitors fair access to the Kennebec estuary on the eastern side of the Phippsburg peninsula.

In the survey of fishermen, a majority expressed a desire for better access to clam-flats and feel that small boat launch facilities are neither sufficient in numbers nor adequate in quality. The responses to the town-wide survey are a little more ambiguous: While 76% were satisfied with access to all public waters by the general public, 85% thought it either very important or somewhat important to expand, provide or improve access to salt water.

While the surveys and discussions have not indicated an acute need at present for access for commercial fishermen, there is concern for the future. As the population changes there will be more demand for privacy and some fear the traditional access for fishermen may be diminished.

A coastal issue of the entire State of Maine is that marine related industry cannot compete financially with residential and recreational uses of shoreland now constantly escalating in value. The Town must be on constant alert to preserve and protect access to the water and the fishing industry for fishermen as well as all citizens.

RISING VALUE OF AND COMPETITION FOR WATERFRONT LAND

The value of waterfront property increases every year. The resultant rise in property tax of present owners makes it reasonable to assume there will be increased pressure to sell these attractive waterfront properties for residential use.

This trend will likely force fishermen to sell shorefront land, and therefore increase the conflict between residents and fishermen. Also, with the strong support for the fishing industry, the desire of the community is to preserve working and mooring space for future generations of commercial and recreational boaters. Here, as along the whole coast, there is increased concern and frustration about the inability to deal with this problem.

Fishermen wish the Town would be more supportive of them and feel there is an urgent need to address waterfront property taxation. While the survey indicates that the people would like Phippsburg to encourage growth in marine related industries, the Town is limited in its ability to reduce the property tax burden on the remaining working waterfront. Measures need to be enacted on the State level.

Two possible means of encouraging the fishing industry and reducing the stress on it are, first, for citizens to actively advocate the passage of the current use taxation on working waterfront property (a Constitutional Amendment, which came before the State voters in 2000, should have been enacted, but was narrowly defeated). Secondly, the Town can propose and seek taxpayer approval to use the provisions of the Shoreland Zoning Ordinance to designate the working waterfront areas as a Commercial Fisheries Maritime Activities District.

POLLUTION OF MARINE WATERS AND CLAM FLATS.

Pollution from the land in all its forms, both point and non-point, is a major threat to all the fisheries.

We are well aware of the pollution threat to the shell fisheries, because USFDA rules require closing adjacent shellfish beds if there is any direct "overboard" discharge, licensed or unlicensed. However, a direct discharge does not have to be directly into the flats to affect them. The Bath sewer plant by-pass has caused high bacteria counts in Phippsburg after rainfall.

Shellfish license holders and the DMR regularly conduct sanitary surveys of the shore. If there is any sanitary waste discharge, DMR closes the area. Even if the discharge is treated, one cannot be sure of the consistency of its quality of the discharge. An area can later be opened when it meets the prescribed standards after sampling according to protocol set out by USFDA.

Overboard discharges of all forms of waste, human and mechanical, are a very real problem which requires immediate corrective action. Permitted discharges range in volume from 50 gallons per day to 20,000 gallons per day. (One and a half inches of rainfall on the Kennebec in 24 hours closes Atkins Bay. Three inches of rainfall in 24 hours closes the State waters for all bivalve harvest.) Planning for removal of two of the eleven permitted discharges in Phippsburg is underway at present.

Ideally, the entire watershed of a productive clam flat should be protected. However, the level of knowledge of the relationship between land use and water quality of shellfish beds does not yet provide an adequate basis for regulations. Besides eliminating all overboard discharges, greater use of the Shoreland Zoning Ordinance would provide an extra measure of protection at least to the land 250 feet upland from the high water mark.

There are State and Federal regulations in place to prevent direct or indirect overboard discharge. Anyone witnessing a violation should report it.

The lack of sewage pump-out stations for boats is an example of a problem shared by more than one town and is one which is not likely to have a single town solution. Interviews with operators of marina pump-out facilities all generated strong cautionary and negative statements against sewage pump-out and waste oil disposal facilities that would be open to and operated by the general public, boating and otherwise. Trained operating personnel are essential. Location of facilities must be secure to prevent wrongful use and vandalism.

There is a possibility of a floating unit to be operated by the New Meadows Watershed Project and State aid is available for this purpose.

The Watershed Project is a joint effort with representation from Phippsburg, Bath, West Bath, Brunswick and Harpswell.

GOALS AND STEPS TO ACHIEVE THEM

State Goal (by statute): 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.

Overall Goal: The Town of Phippsburg should encourage new marine related industries and establish guidelines so that the residents of Phippsburg have precedence in their development.

GOAL 1: Continually research problems concerning the Phippsburg marine industry.

Step to Achieve the Goal

The Selectmen should annually, in early spring, convene a conference of chairs and representatives of all marine related committees for the purpose of issuing an assessment of the health of the marine industry in Phippsburg and making recommendations at the Town Meeting for necessary improvements.

GOAL 2: The Town should work with State and regional municipal authorities on a continuing basis to identify and reduce or eliminate fresh and saltwater point and non-point source pollution originating in the Town and in areas outside its jurisdiction.

Steps to Achieve the Goal

1. Selectmen should promulgate an ordinance to eliminate overboard discharges (all types of waste water) within five years.
2. The CEO should enforce the ordinance six months after its effective date.
3. The Selectmen should direct the CEO to seek the necessary grants from the State to provide support to homeowners and businesses in eliminating overboard discharges and/or replacing malfunctioning septic systems.
4. The Selectmen should continue to work with the New Meadows Watershed Committee and report progress in the Annual Report.
5. Phippsburg should take the initiative to seek funding for establishing an alliance with towns along its shores (Bath, West Bath, Woolwich, Arrowsic, Georgetown and Harpswell) along with Friends of Casco Bay and the New Meadows Watershed Project in order to maintain tight controls on the cleanliness of the water surrounding Phippsburg.

GOAL 3: The Town should support and protect the lifestyle and needs of commercial fishermen by encouraging sustainable harvesting opportunities for marine resources, ensuring access to the water, maintaining places to store their gear, etc.

Steps to Achieve the Goal

The Selectmen, Shellfish Conservation Commission, Conservation Commission, Harbor Commission, Town Landing Committee, Planning Board and the State Planning Office, DMR and DEP should work together to:

1. Use the existing Shellfish Management Program as a model to expand the management of resources found in the inter-tidal boundaries of the Town.
2. Have the Town Landing Committee investigate using SPO access grants within one year of approval of this plan.
3. Acquire and develop new opportunities for access to salt water and for fishing gear storage on the coast.
4. Have the Selectmen support amending the State constitution to allow current use taxation or some other tax relief for marine land infrastructure and, when available, provide such information to property owners.
5. Have the Planning Board explore and report to the Selectmen within two years on zoning for a Marine Commercial Fisheries Activity District within the Shoreland Zone and possibly beyond.
6. Work with the Town Landing Committee, Phippsburg Conservation Commission and Recreation Commission to study establishing a dedicated fund for the development of shoreland access and marine related projects. The monies collected for boat registrations and marine related law violations should be earmarked for this fund.

Goal 4: The Town should promote opportunities for Phippsburg commercial fishermen and their families in regard to safety education, research opportunities, scholarships, etc.

Steps to Achieve Goal

1. In cooperation with the Harbormaster, Phippsburg Fire Department, Coast Guard and Auxiliary, DMR and Sportsmen's Association, the Town should promote vessel safety and oversee educational programs.
2. The Harbormaster should monitor sources (such as DMR, NOAA, NMFS, ASFMC, Lobstermen's Associations, Gulf of Maine Research Institute (GMRI), Maine Sea Grant, University of Southern Maine (USM) and the Island Institute) for programs that offer individual, group or vessel opportunities to participate in salt water research and/or the development of submerged lands research along with other educational offerings as well as scholarship opportunities.

Goal 5: The Town should encourage and support the Phippsburg Shellfish Commission in its efforts to develop, protect and harvest soft-shell clams and oysters.

Step to Achieve Goal

The Town should fully support the policies and efforts of the Phippsburg Shellfish Commission in its efforts to continue and to improve what is already an enormously

successful program. The natural resource conservation strategy in place is a key part of the program. It supports appropriate practices in the inter tidal and sub tidal zones, (specifically the harvesting of softshell clams), as well as implementation of appropriate procedures and regulations to maintain and improve the program.

Goal 6: The Town should consider options for safe waste oil disposal and sanitary pump out stations.

Steps to Achieve Goal

1. The Selectmen, the Conservation Commission, Town Landing Commission, Shellfish Commission, Harbor Commission, Harbor Master and the Popham Boat Owners Association should work with the New Meadows Watershed Project to promote, develop and coordinate shared use of a floating, on call sanitary pump out facility to supplement the New Meadows Marina facility and the Sebasco Resort facility.
2. Currently uncontaminated oil may go to the Pine Tree Service Center, Ed Skillin Inc., or Hawkes Firewood. The Selectmen should continue to work on establishing a permanent collection of waste oil at the transfer station and develop a program to educate Town residents in relation to it within one year of approval of this plan.

Goal 7: The Town should work to expand, maintain and improve Town owned landings and landing facilities.

Steps to Achieve Goal

1. The Town should work with the Town Landing Committee to install and maintain ramps and floats at Town owned landings.
2. The Town should acquire new landing sites.
3. The Town should work with the CEO, Town Landing Committee and Harbor Commission to secure additional grant monies.

NATURAL RESOURCES

INTRODUCTION

The Town of Phippsburg for more than a century and a half has been a rural, seafaring, bedroom and resort community that has depended on its natural resources for jobs, recreation and quality of life. This section of the Comprehensive Plan describes the value of as well as threats to coastal and inland wetlands, unique and unusual botanical features, scenic areas and sand dunes. It analyses existing means of protection and suggests other ways to help preserve the integrity and contribute to the rural character so special to the Town.

This section does not include Marine Resources, Agriculture and Forestry, and Ground Water. Each is addressed in a separate chapter.

INVENTORY

(Please see Wildlife Habitat map in the attached pocket)

MAJOR TIDAL FLATS AND MARSHES

- Several hundred acres between Winnegance and Fiddler's Reach, part of which is owned by the Department of Inland Fisheries and Wildlife.
- About 70 acres around Cutting Creek, a 19th Century tidal mill pond that is now reverting to its natural state.
- A major system of tidal flats that runs from Dromore Bay south to the Center.
- Extensive flats from Parker's Neck, south to Cox's Head, reopened now after being closed because of pollution.
- A large marsh westerly of Parker's Neck.
- Atkins Bay flats between Cox's Head and the southerly reaches of the Popham peninsula, opened for shellfish harvesting in the late 1980's for the first time in a generation.
- A vast network of marsh that stretches from the southernmost portion of the Atkins Bay flats, westerly to the high land that forms Morse Mountain and northerly to Spirit Pond and the Popham Road.
- Sprague River Marshes, which run from the Westerly tip of Seawall Beach and Route 216, northerly for 2.5 miles.
- A network of productive shellfish flats between the Small Point Road and Hermit Island and northerly to Totman Cove and North Creek.
- A large and productive shellfish flat around the Basin on New Meadows River.
- Smaller but commercially important flats on the Phippsburg shore of the new Meadows River north to Brigham's Cove.
- Wyman's Bay, northwesterly of Cox's Head.
- Winnegance Creek Marsh.

Values and Threats to Tidal Wetlands

Tidal wetlands are of an immediate and direct benefit to coastal property owners. The broad marshes and tidal flats that form much of the Kennebec River shores provide protection from floodwaters. It is the water storage capacity of the flats and marshes that protect Phippsburg from the disastrous storm floods that periodically damage less favorably situated upriver communities. Floodwaters spread out rapidly as they approach the great marshes at Winnegance and Parker Head, alleviating most serious flooding.

Tidal marshes serve also as feeding and resting places for migrating black ducks, Canadian geese and other migrating waterfowl. Osprey, blue heron, snowy egrets, even a pair of eagles, have chosen the peninsula as their habitat - some to hunt the rich marshes, flats, and ponds for food, others as a place to nest and nurture their young.

Perhaps equally or more important is the role the tidal marshes play as nursery grounds for commercially important finfish and as habitat for commercially important shellfish. Clams, oysters, mussels and quahogs, all creatures of the tidal shores, estuaries and flats, are increasingly important commercial species, providing income as well as recreation to dozens of Phippsburg residents and summer visitors.

Finally, these tidal wetlands provide undisturbed scenic vistas, greatly enhancing the beauty of our community. The marsh serves as a natural buffer between upland development and river and ocean waters, giving our community a sense of wildness and openness.

Over the years, and across the nation scores of acres of marsh have been lost because of construction operations that required filling.

Elsewhere the value of the marshes as wildlife habitat had been damaged or destroyed by the construction of buildings and lawns, and other activities too close to the edge of the marshes. Many important species of wildlife need a buffer from human activity to thrive.

The ability of the shellfish flats to provide food and jobs to Phippsburg residents has been destroyed, in many places, by pollution.

There is growing scientific evidence that rising sea levels threaten the existence of these resources, especially if building foundations and sea walls are built that block the natural migration of the marsh inland in response to rising waters.

A tidal flat or marsh will naturally rebuild itself as sea levels rise by eroding the shoreline, especially the bluffs of gravel and clay, commonly found in shoreline areas. As houses and other buildings are constructed on the shorelines of marshes and flats, pressure will grow for the construction of artificial seawalls and other barriers to this natural rebuilding process.

MAJOR FRESH WATER WETLANDS

- The southerly end of Winnegance Creek from Perry Hill to the highland that eventually becomes Pitch Pine Hill.
- A system of high marshes, drained by small streams, that runs northerly from the Basin Road to the Stoneybrook Road and eventually into the New Meadows River at Meadowbrook.

- Two large and valuable swamps and a large beaver bog northerly of the Stoneybrook Road and westerly of Route 209 in Dromore that are drained by Fulling Mill Creek that joins the Kennebec River system near the Rogers Family Cemetery.
- Labrador Swamp, a wooded wetland located south of the Basin Road and westerly and northerly of Sprague Pond.
- An important three-mile-long riverine swamp that parallels Routes 209 and 216. This major wetland, which is partially drained by North Creek, provides important deer and other wildlife habitats.
- A major bog system just easterly of Route 209 and south of the Sam Day Hill Road, running both north and south of Duley Pond.
- Parker Head Swamp, located south of the Sam Day Hill Road and about midway between the Parker Head Road and Route 209.
- Two large swamps located north of the Popham Road, one easterly of Meeting House Pond and the second easterly of Bowie Hill.
- Silver Lake Wetlands (owned by the Stimsons) just before the Stone House Manor.
- Cranberry Bog/Wetland, near Big Pond in Small Point.
- Northeast near Bowie Hill.
- East of Pasture Ridge, south of the Basin.
- South of Parry Hill.
- Northeast of Route 209 at Dromore Bay.
- Clifford Road near Route 209.
- Big Pond Stream.

Values and Threats to Freshwater Wetlands

Inland wetlands take several forms. Technically, a marsh is a grassy wetland. A swamp is a wooded wetland, commonly populated with red maples, alders and water tolerant shrubs. A bog has its common vegetation sphagnum moss, heathers, heaths and other acid-loving plants. Actually, however, it is rare that a single wetland displays only one of these characteristics. Commonly the same wetland system will share characteristics of all three wetland types, with grass the principal vegetation in some places while shrubs, trees, and bog plants dominate elsewhere.

Inland wetlands serve as natural treatment plants for polluted water, water polluted by seepage from septic tank leach fields, salt from roadsides, and phosphorous and nitrogen from over-fertilized lawns and gardens.

Wetlands are vital to wildlife. They provide wild berries, nesting places, winter shelter for song birds, food for ruffed grouse, and both shelter and food for whitetail deer, beaver, mink, fisher, and other species.

Inland wetlands are frequently filled, damaging or destroying their value to both wildlife and the human community. Even in cases where a wetland is not directly damaged, construction and other human activity that occur too close to the edge of the wetland lessen their value for many important species of wildlife.

MAJOR BEACH AND DUNE SYSTEMS

Popham Beach and Hunnewell Beach was badly eroded through the 1970's and early 1980's. These beaches have recovered so they are now at or near their historical limits.

State Park Beach dune and beach system was badly damaged in the early 1970's through the construction of a parking lot for park visitors, but State park practices since then has worked to preserve the remaining dunes.

Sea Wall Beach is owned by the Small Point Association, whose members also own Small Point Beach to the south. A non-profit corporation dedicated to managing the area for scientific research and education owns the inland shores. The area is further protected by an easement held by the Nature Conservancy.

Small Point Beach topography generally protects this scenic gem of a beach from development. The beach tends to be backed by high bluffs of rock and clay, making access for automobiles and construction materials difficult.

Cape Small has several small pocket beaches along the easterly side of Cape Small and at the end of the Cape Small peninsula between Bald Head and Small Point.

Head Beach is a spit of sand that joins Cape Small to Hermit Island. Once bulldozed for the processing of Irish moss into a raw material for toothpaste and chocolate syrup, the frontal dunes have largely recovered and now support a healthy growth of beach grass.

Hermit Island has several small beaches interspersed among the rocky headlands that form Hermit Island. It is a large campground resort with a commercial wharf and lobster pound at the north end.

Bailey Beach is a large and important dune system located north of Hermit Island, formerly operated as a summer camp, but now private trust property.

Sebasco Beach is now owned by the Town of Phippsburg, and is a delightful ribbon of sand at the head of Totman Cove.

Values and Threats to Sand Dunes

Sea walls and building foundations can at least temporarily halt the landward movement of the beach in response to sea level rise, but they do so by reflecting the force of storm waves.

Buildings and sea walls interfere with the natural ebb and flow of beaches and dunes in response to wind, waves, and storms. Rather than dissipating their energy harmlessly as on a wild beach, waves blocked by construction will bounce off sea walls, scouring the sand in front of the wall and eventually destroying the beach. This scouring action is strongest at the end of a wall. A wall protects some property at an expense of even more rapid erosion of neighboring properties, according to beach scientists.

State laws prohibit construction on frontal dunes through the Natural Resource Protection Act, but the State simply does not have enough manpower with only a handful of enforcement people to cover all the sand beaches in Maine. As a result, laws are too often ignored, and construction begins and continues without variances to control local building.

THE PONDS

The most fragile and least protected resources in Phippsburg are several ponds, most of which are less than ten acres and, therefore, are not subject to the requirements of State shoreland zoning. Until now development pressures have been concentrated along the two major rivers and ocean waters, leaving the inland ponds almost totally undeveloped.

The Reach Pond is located near the end of the Fiddler's Reach Road. Like several in Phippsburg, it is manmade. A spring fed stream was dammed a century ago to produce a pond for harvesting ice. The bottom is muddy and the pond has no significant outlet stream, which means there is no place for nutrients to escape, posing a severe threat of algae blooms, foul smells, and other obnoxious conditions. The shoreline is part of a subdivision and several homes have been built near the shores, threatening the water quality of Reach Pond.

Roger's Neck Pond is located across Cutting Marsh and easterly of Route 209. This is another manmade ice pond. It is deep and cold and was once a popular swimming hole. Public access is now severely restricted. Nearby lands fronting the Kennebec River have been developed, but to date no housing has intruded on the shores of the pond or its watershed.

Center Pond is another shallow manmade ice pond that is already at risk. Treated wastes from the Phippsburg Elementary School have flowed into this pond for three decades and each year algae growth has increased as a result. However, the pond remains healthy overall and continues as a popular swimming hole for many residents. Route 209 provides a partial buffer from western shore development, but the easterly shore is mostly open land. The causeway and alewife fishway was rebuilt in 2004.

Sprague Pond is clear and deep, with a sandy and rocky bottom that supports populations of rare fresh water clams, its shores are inaccessible except by foot or all terrain vehicles. It has the most potential of any pond in Town for stocking trout and other cold water species.

Duley Pond is a shallow pond, protected on the north and south by bogs and elsewhere by difficult access. It is important to waterfowl, serving as a resting and shelter area for migrating black ducks during coastal storms.

Meetinghouse Pond is a scenic water body with a shoreline that is partially bog and partially rock bluff. There are some dwellings near the southernmost shore.

Spirit Pond is a salt-water pond that serves as the headwaters for Morse River, a tidal estuary that separates Popham Beach State Park from adjacent Seawall Beach. The shore tends to be flat and sandy. A large subdivision is located on one side of the pond. The opposite shore is part of the State park holdings.

Silver Lake off Route 209, just before Popham Village southeast of the Stone House.

Big Pond is located in the boggy area of an unpopulated section of the Small Point peninsula and is an unlikely candidate for development. Deer and other wildlife heavily use the shore, and the waters are a haven for waterfowl. The adjacent bog often has good crops of wild cranberries.

Watah Lake is another manmade water body. The easterly shore is part of the Sebasco Harbor Resort development. At one time the sewer system of the lodge discharged into the lake, creating algae growth that was controlled by introducing the weed killer, copper sulfate, into the water. Several decades ago, the lodge constructed a modern sand filter system to treat its sewage, and water quality has now greatly improved.

Baptist Church Pond is east of North Creek behind the Baptist Church on Route 209 in Small Point.

Totman Cove Pond is just behind Totman Cove, north of the beach and westerly of North Creek.

DeBerry's Pond is on the western side of Cox's Head, easterly of Parker Head Road, and north of Atkins Bay.

Threats to Ponds

Freedom from pond development can be expected to change as suitable vacant land for new coastal and riverfront developments is used up. All lakes and ponds are particularly susceptible to problems with water quality, since by their nature they have limited flushing ability. Phippsburg ponds are particularly at risk because most are largely spring-fed and have minimum inflow of clean water or significant outflow streams to carry away accumulated nutrients and other pollutants.

Ponds less than ten acres are not protected by State shoreline ordinances. (A Great Pond is at least 10 acres in a natural state under normal conditions. A manmade pond is considered a great pond if it contains 30 acres.)

Present ordinances fail to address the need to protect pond water quality, which is best accomplished by maintaining a buffer of natural vegetation between the water and the nearest homes, gardens, and lawns. A 100-foot buffer around pond shores and tributary streams is probably sufficient to trap most pond-destroying nutrients. However, to also protect the vital wildlife habitat that surrounds the ponds, wildlife biologists from the Department of Inland Fisheries and Wildlife indicate a minimum of 330 feet of buffer should be required.

Consequences of failure to protect ponds include nutrients, especially phosphorus from human wastes and fertilizers, which can turn pristine ponds into smelly, algae clogged waters, destroying fish habitat and oxygen levels. Other concerns are invasive plants such as loose strife and chestnut plants. A severely polluted pond may never be brought back to its balanced condition.

SPECIAL NATURAL AREAS AND BOTANICAL FEATURES INVENTORY

State agencies, scientists and other experts have designated a number of natural areas in Phippsburg as outstanding. Some of the more common botanical species of Phippsburg are the pitch pines and scrub oaks along the back of sand dunes; red maples, alders, and water

tolerant shrubs in inland wetlands; sphagnum moss, heathers, and heaths and other acid loving plants in the bogs. Some of these unique special natural areas are listed below.

- Upper Sugarloaf Island is a tern-nesting site.
- Popham Beach from the mouth of the Kennebec to Morse River, is a dynamic system of open beach, pitch pine forest, dunes, and beach grass, that provides habitat for rare least terns and piping plovers, as well as a number of rare plant communities.
- Garnet Stones are located on the west side of Town near the Basin. It is a rock outcrop that has produced museum quality jewels.
- Mountain Laurel is a common shrub in more southern states. Some of the most northern locations of mountain laurel are found west of Center Pond and Route 209.
- Remains of an ancient wave-carved shore that carbon 14 dating estimates to be nearly 3,000 years old can be seen at Popham.
- Seawall Beach is the largest unaltered barrier spit in Maine. The system of dunes and beach support rare colonies of beach heather, least tern and piping plover colonies.
- Bailey Beach is located north of Totman Cove and westerly of Route 216 at Small Point. Its dune formations are considered rare in Maine and serve as the habitat to numerous rare plants.
- Small Point has ancient wave-eroded volcanic rocks which are unusual in Maine. Also present are outcroppings of staurolite, an aluminum-rich silicate compound, often occurring as a cross-like formation in the rock.
- Isaiah Head which is part of Small Point peninsula is considered to be an important rock formation for interpreting the geologic history of the region.
- Winnegance Marsh has several rare plants that have been identified in the marsh near the former site of the Morse shipyard.
- Cranberry Bogs are located south of Big Pond on private land (Wymans) and off Fiddler Reach Road.
- Totman Cove Preserve is located off West Point Road.
- All perennial streams.

In regard to rare or exemplary botanicals, the following have been observed and cited in Phippsburg by the Maine Natural Areas Program, Maine Department of Conservation:

BOTANICALS

Name	Location Observed
Smooth Sandwort	At the southernmost tip of Small Point At the dunes of Hunnewell Beach in Popham In a marsh off Morse Mountain Road By a creek running out of Meetinghouse Pond At the southern end of Parker Head
Sea Beach Sedge	Behind the dunes at Seawall Beach At the southernmost tip of Small Point Behind the dunes at Bailey Beach Behind the dunes at Popham Beach
Dwarf Dandelion	Behind the dunes at Seawall Beach
Beach Plum	Behind the dunes at Seawall Beach
Slender Blue Flag	At the Southwest rocky shoreline of Small Point
Spartania Salt Marsh	On a marsh by Morse River
Estuary Monkeyflower	At the head of Sprague River Estuary, east of Small Point Road
Coast Blite Goosefoot	Behind the dunes at Bailey Beach
Saltmarsh False Foxglove	By St. John's Road and Popham Road
Pitch Pine Woodlands	On Town lands accessed by the Ridgewell Preserve trail On State park property east of Atkins Bay and Pasture Ridge
Mountain Honeysuckle	Just west of Route 209 near the Bisson's Center Store

SCENIC VISTAS

The scenic delights of Phippsburg are everywhere. Visitors and residents have glimpses of ancient forest, quiet glades and delicate wildflowers, mingled with great panoramic views of the marshes, rivers and oceans. Both hikers and motorists have identified some of the following vistas.

- The causeway that connects Phippsburg to Bath. To the north lies the full sweep of the Kennebec River to Doubling Point Light. To the south are the great marshes that form Winnegance Creek.
- The great marsh on the north as one passes Timber Island and looks across to Fiddler's Reach. It is spectacular at all seasons, but especially so in the fall when the maples have turned brilliant red.

- A small but scenic bog on the left as one drives along the Reach Road, also particularly colorful in the fall with wild cranberries mingled among the usual mix of acid-loving bog plants.
- The large fields with the forest in the background on the approach to Dromore along Route 209 in Winnegance.
- The view of the Kennebec River, Lees Island, and the Dromore marshes with the Phippsburg Center Church in the background as one continues south on Route 209 beyond the Grange Hall.
- The view of Center Pond from Phippsburg Center village and from the bridge that carries the Parker Head Road over the outlet stream, as well as the view north from the bridge over the marsh and moored boats to Goat Island, the Kennebec River, and Squirrel Point Light.
- The view over Morningside Cemetery through the trees with the marsh and river in the background.
- The approach to Parker Head village, a panorama of water, tidal flats, salt marsh, undeveloped peninsulas, and an ancient tidal dam.
- Fort Popham, Pond Island Light, Seguin, and Popham village from the Cox's Head Road.
- Spirit Pond as seen from the narrow isthmus that separates the pond from Atkins Bay.
- The vast tidal marsh on both sides of Route 209 as one approaches Popham Beach State Park.
- The beach, the islands and the pounding surf across the dunes that form the northern end of Popham Beach State Park.
- All of Popham Village, especially Sabino Hill and Atkins Bay as viewed from Fort Popham at sunset.
- A delightful small marsh glimpsed through the trees on the east on the approach to Small Point on Route 216.
- Small Point Harbor near the Lobster House Restaurant.
- West Point, the quintessential Maine fishing village, with its islands, harbor, and boats.
- The first quick glimpse of Casco Bay as one approaches Sebasco Estates on Route 217.
- Numerous vistas along the public road that leads through Sebasco Estates and back to Route 217.
- The undeveloped forest along the Basin Road from Sebasco Village to Center Pond.
- Center Pond, from Route 209, the Basin Road, and the Phippsburg Town Office.
- Duley Pond, viewed from the trail at Center Pond.
- Seguin Island, viewed from the Town land trail.

- Spirit Pond Marsh, off Popham Road on State land.
- Views from Fuller Mountain, Merritt Mountain (both private) and Morse Mountain.
- Views from Osprey Point, Joe's Head and other ledges on Hermit Island.
- Robinson's Rock on public access to private land off Route 217, just before Sebasco Harbor Resort.
- Land Trust easement off Fiddler's Reach Road by the Kennebec River.

WILDLIFE

All of Phippsburg abounds in wildlife. Sea birds inhabit tidal marshes and islands. Moose have been observed. Beaver have dammed many of the major streams. Coyotes are increasingly plentiful. Deer frequent the inland wetlands. For example, the following are major deer wintering areas identified by the Department of Inland Fish and Wildlife and marked by cross-hatched areas on the Wildlife Habitat maps.

- The wooded portion of Hermit Island.
- The sheltered portions of Small Point.
- Fuller Mountain Woods.
- The area of wetlands between Burnt Ledge and Pasture Ridge.
- An area east of 209 and north of the Sam Day Hill Road.
- Ashdale, east of 209 and west of Sam Day Hill.
- Easterly of Meeting House Pond.
- Bowie Hill.
- The Morse Mountain area, especially along Sprague River.
- Cape Small, west of Big Pond.

The uninhabited islands off Phippsburg and elsewhere in Casco Bay support the largest breeding populations of double-crested cormorants, common eiders, and black guillemots on the east coast of the United States. Seabirds that live and breed in the region include cormorants, great black-backed gulls, herring gulls, eiders, least terns, roseate terns, arctic terns, common terns, black guillemots, bald head eagles, and osprey.

The Inland Fisheries and Wildlife Department has designated three areas as “Essential Habitat” for bald eagle nest sites: at Dromore Bay, south of Weasel Point on the Kennebec River, and in Winnegance north of the Morse Lumber Mill.

Two species of loon and three species of grebe are winter residents of coastal waters. The vast marshes also serve as resting and feeding stops for migrating shorebirds including sandpipers, plovers, godwits, curlews, dowichers, and phalaropes.

Salt marsh and Nelson’s sharp tailed sparrows are found in the Sprague River area. Though not rare, they are nonetheless uncommon.

Wading birds abound in the coastal marshes and flats. They include great blue herons, snowy egret, black-crowned night heron, and the glossy ibis.

The marshes and coves also provide winter habitation. American and king eiders, black duck, mallard, common and Barro's golden-eyes, buffle-heads, greater scaups, white-wing, surf and black scoters, old squaws, redbreasted and common mergansers, harlequin duck, brants, green-winged and blue-winged teal are to be found in winter. Canada and snow geese are also commonly seen in Phippsburg, as well as belted kingfishers and owls.

Marine animals are also found in Phippsburg. Harbor seals are the most familiar. Rare gray seals have also been sighted. Whales migrate through the waters off Phippsburg shores. Sightings include the endangered humpbacked whale, the killer whale, the beluga, and even a sperm whale (once). Fishermen in Casco Bay occasionally see harbor porpoises, common dolphin and striped dolphin.

Wild life sightings include:

- A few possum;
- Lots of otters;
- A strong Fisher Cat population;
- Some weasels (longs 21"; 8-9"; short tail more often than the others);
- Many red fox throughout the region;
- Woodchucks, coyotes, beavers, wild turkey, and partridge as well as mink and muskrat;
- Birds such as bald eagles, blue heron, white egrets, cattle egrets, belted kingfishers, owls, and osprey;
- The usual array of animals such as deer, moose, skunks, raccoons, porcupines, rabbits, squirrels and groundhogs.

THREATS TO WILDLIFE HABITAT AND PLANNING ISSUES

Though marine animals make for attractive coastal viewing, both seals and whales eat an enormous amount of fish. Some persons of late have observed a smaller number of seals off Popham; accordingly the question may be whether the reduction of fish such as flounder and hake is consistent with the declining number of seals in the area.

Human intrusion by off road vehicles and construction, for example, has disturbed the habitat of many animals in Phippsburg. Development has periodically intruded into the areas of dense softwoods that deer need for winter cover as well as established deeryards. If the large open spaces that now form Phippsburg become divided into construction sites, the deer will increasingly intrude on human habitat for food.

Waterfowl lose their fear of humans in places where hunting is prohibited. Human encroachment on winter-feeding grounds can change wild ducks and geese into "barnyard" creatures. For a historical and comprehensive perspective of the impact of human development on wildlife please see local resident Rich Nichols' honors thesis titled [The Destruction of Wildlife Habitat by Suburban Sprawl and the Mitigating Effects of Land Use Planning](#). It can be found on file at the Town Office.

No trespassing signs increasingly keep the general public from enjoying Phippsburg's wildlife legacy.

Some have noted the decrease in the number of seals and barn swallows in the Popham area. In Atkins Cove whippoorwills and tree swallows are no longer to be found.

TOPOGRAPHY

The topography varies from flat tidal to steeply sloping, rising to an elevation of 277' at Fuller Mountain in the west. There are numerous salt marshes throughout the coastal region, as well as sandy beaches at the southern most tip of the peninsula.

The inland low lying areas feature many freshwater wetlands and small ponds. The geology of Phippsburg consists mostly of granite bedrock with some steeply sloping schists aligned in a generally north, south direction. A post metamorphic fault runs northeast from Small Point to Phippsburg Center. Two major ridges run in a north - south direction through the Town, and there are many ledge outcroppings and steep slopes. Slopes > 20% are shown on the Composite Constraint map in the attached pocket.

Bedrock and Surficial Geologic maps are found in the Hydro-study, on file at the Town Office.

SOILS

(Soil maps are on file at the Town Office)

Soils are categorized by the Natural Resources Conservation Service (formerly Soil Conservation Service). Books are issued by county showing types of soils and describing their suitability for various activities.

Phippsburg soil is primarily of the Hollis-Sutton Buxton Association type. It is strongly acid. Natural fertility is low. Run off is medium. Permeability is moderate. Water capacity is moderate. Most of this soil is wooded. Cleared areas are used for hay and pasture and can be used for blueberry low bush if limed and fertilized properly. Productivity is improved by careful selection of crops.

The soil in coastal areas is again strongly acid. Natural fertility is very low. Surface runoff is medium. Permeability is moderate. Availability of water capacity is low. Soil is good for limited use as pasture. White pines and northern hardwoods make up woodland cover. Ocean spray makes possible the growth of mixed stands of white pine, hemlock, spruce and fir.

There are some soils in woodland areas that are well-drained, non-rocky and only 10-20 inches deep over bedrock making root space more shallow and the capacity for available water limited. Seedling mortality is high because the surface layer is droughty at critical growth times. Sites are poor for red pine and northern hardwoods. Sites for white pine, Norway spruce and white spruce are fair to poor.

Soils as Constraint to Development

Most soils in Phippsburg are poorly suited for onsite sewage disposal or for agricultural purposes because of the shallow depth to bedrock and to seasonal high water. These characteristics pose severe limitations for all types of development, including residential and commercial, and for agricultural activity. Individual sites can be found for these uses, but the limited number of suitable sites precludes high intensity use.

Development trends have been dictated in part by the soil conditions. Since the soils in Phippsburg are generally poor, development has occurred on larger lots. However the limitations of soil are being increasingly overcome by improvements in the technology of private waste water treatment. At present, much less high quality soil is needed in order to treat household waste. As this trend continues the plumbing code and minimum lot sizes which were developed based on the inability of the soils to treat and absorb private sewage will no longer serve to limit the location and density of housing.

EXISTING LAWS

There are a number of State and local laws and ordinances aimed at the protection of natural resources.

THE MANDATORY SHORELAND ZONING ACT- (TITLE 38, SECTION 435 THROUGH 449)

Although it is focused on the "Shorelines," since Phippsburg has so much shoreline, the Shoreland Zoning Act and ordinance is potentially the most effective tool available for controlling threats to the natural resources in Phippsburg. It is a State law that the Town shall regulate land use within 250 feet of the normal high water mark of the bay, rivers, great ponds and coastal and freshwater wetlands, and within 75 feet of certain streams.

The Shoreland Zone can be further divided into districts including but not limited to Resource Protection, Limited Residential, Stream Protection, Commercial Marine or General Development.

The Guidelines Ordinance requires that wetlands within the 250' Shoreland Zone which were rated "moderate" or "high value" by Maine Department of Inland Fisheries and Wildlife on maps issued in 1973 shall be designated "Resource Protection." The Resource Protection District is the most protective. Generally in this district no dwelling structures are allowed, and timber harvesting, road building and other activities are tightly regulated to prevent erosion and disturbance of the natural areas.

The Town of Phippsburg has included the following areas in the Shoreland Zone; a map is on file at the Town Office:

- Areas within 250 horizontal feet of the upland edge of freshwater wetlands, salt marshes, and salt meadows, and wetlands associated with mapped ponds and rivers which are rated moderate or high value by the Maine Department of Inland Fisheries and Wildlife.
- Flood plains along rivers and mapped ponds defined by the 100 year flood plain as designated by FEMA maps (on file at the Town Office).
- Areas of two or more contiguous acres with sustained slopes of 20% or greater.
- Areas of two or more contiguous acres supporting wetland vegetation and hydric soils which are not part of a freshwater or coastal wetland as defined.
- Areas along rivers and streams subject to severe bank erosion, undercutting, or river bed movement and lands adjacent to tidal waters which are subject to severe erosion or mass movement.

- Other important wildlife habitat.
- Natural sites of significant scenic or aesthetic value.
- Areas designated by Federal, State or Municipal governments as natural areas of significance to be protected from development.

Enforcement is by local government. Effectiveness of the act is highly dependent on the intensity of the enforcement.

THE NATURAL RESOURCE PROTECTION ACT (TITLE 38, § 480, A THROUGH S)

This Act regulates activities which may have a harmful effect on rivers, streams, great ponds, fragile mountain areas, freshwater wetlands, significant wildlife habitat, coastal wetlands and coastal sand dune systems.

The State Department of Environmental Protection may issue a so-called "permit by rule" which is actually a set of standards directing the applicant to be careful and to carry on activities according to best management practices. Developments with potentially significant impact such as dredging, filling or road building, for example, within a highly rated deer yard, may require permits. Whether or not to issue permits is determined by the DEP upon receiving notices or applications for permits by rule.

The criteria for granting a permit include:

“The activity will not unreasonably harm any significant wildlife habitat, freshwater wetland plant habitat, aquatic habitat, travel corridor, freshwater, estuarine or marine fisheries or other aquatic life.”

Standards are issued in regulations. Mitigation is allowed to minimize, or reduce the impact; as stated in this act *“compensation for an impact by replacing the affected significant wildlife habitat.”*

Enforcement is by the DEP. Because it is impossible to enforce this act state-wide, action is generally taken only upon complaint of an evident violation. If a town values its resources, it should pass its own ordinances to protect them.

THE ENDANGERED SPECIES ACT OF 1975 –12 MRSA §§7753,7754,7755-A

There is a process by which the Commissioner of the Department of Inland Fisheries & Wildlife may designate an area as an essential habitat for an endangered or threatened species. Then, any activity within the area requires a permit from the Department of Inland Fisheries & Wildlife.

In practice, this means that any activity which is suspected of affecting an endangered habitat should be brought to the attention of the Department of Inland Fisheries & Wildlife Regional Biologist. This procedure must be used for eagle nests.

LOCAL ORDINANCES¹⁰

The Subdivision Ordinance has a number of provisions which aim to protect natural areas.

¹⁰ All local ordinances are available at the Town Office

A proposed subdivision has to meet the following criteria:

- 1.8 - A proposed subdivision will not have an undue adverse effect on the scenic or natural beauty of the area, aesthetics, historic sites, significant wildlife habitat identified by the DIF&W or the municipality, or rare irreplaceable natural areas or any public rights for physical or visual access to the shoreline;
- 10.7 C - To prevent soil erosion of shoreline areas, tree cutting in a 100 foot strip paralleling the shoreline is limited (this underscores Shoreland Zoning standards);
- 10.14 - Mapping is required of all potential freshwater wetlands and identification of rivers, streams or brooks.

Analysis: Actually the subdivision ordinance does not now have specific standards to protect wetlands and wildlife habitat. It does not require that these areas be set aside for protection. Lands below the normal high water mark and one hundred year flood plains are to be subtracted when calculating the number or size of lots available for development.

The Land Use Ordinance- Section 3 Land Use Standards specifies that manure spreading and tilling will comply with restrictions to prevent water quality contamination, again repeating shoreland zoning standards.

There is also a Water Quality Protection Standard which is broad and covers protection of all water, ground water or surface:

“No activity shall locate, store, discharge or permit the discharge of any treated untreated or inadequately treated liquid, gaseous or solid materials of such nature, quantity, obnoxiousness, toxicity, or temperature as to contaminate pollute or harm such waters or cause nuisances.”

In Conclusion - We Find that

Phippsburg makes maximum use of the Shoreland Zoning Ordinance to protect natural resources found in the 250 feet Shoreland Zone. Any other protection of natural areas is through ownership or easement, which is generally stronger than any regulatory tool. It does seem that strengthening of the local subdivision ordinance to protect the resources listed in its purpose section should be considered.

PUBLIC OPINION

There were only two questions in the Comprehensive Plan Survey relating to Natural Resources which could be tabulated.

Question 7 asked for degree of satisfaction with municipal services. One of the services listed was Land and Wetland Conservation. Combining the responses “very satisfied” and “satisfied”, it appears 72% of the respondents were satisfied with the service

Question 13 asked how important it is to provide “Wildlife Preservation”, combined responses of “very important” and “somewhat important,” indicates that 96% consider it important to “provide wildlife preservation.”

GOALS AND STEPS ACHIEVE THEM

GOAL 1: Protect natural areas and wildlife from development and sprawl.

Steps to Achieve the Goal

1. The Implementation/Ordinance Committee should amend the Subdivision Ordinance to afford wild life protection. For example, an independent resource specialist, not the developer's, could be consulted for dimensions and concentrations necessary to protect the targeted resource.
2. Fragmentation of wildlife populations shall be discouraged by maintaining large tracts of open space as well as wildlife corridors between such open spaces.
3. The Implementation/Ordinance Committee should consider new setback regulations which could create as needed more protective buffers of natural vegetation between any development and adjacent waterfront, as well as ponds over one half acre, and both tidal and fresh water wetlands that may be at risk.
4. The Land Use Ordinance should be amended to require contractors to review and sign off on any State and local permits which require natural resource protection before drilling, blasting or excavating, land filling, tree cutting, and other construction procedures requiring permits can begin.
5. The Town should establish a program with the Town Lands Management Committee, Conservation Commission and Land Trust for identifying easement opportunities on town owned lands that contain open spaces for wildlife habitat and recreation.
6. The Town should designate growth areas away from open spaces.

GOAL 2: Monitor and Prevent Invasive/Alien Species.

Step to Achieve the Goal

The Conservation Commission or the Selectmen should create a volunteer task force to be trained by experts to formally monitor any invasive botanical, animal or insect population for baseline data, to establish preventative strategies, and to educate the public in regards to them.

GOAL 3: Monitor Pollution of Inland Ponds, Streams and Vernal Pools.

Steps to Achieve the Goal

1. Existing committees should be encouraged to continue working with other organizations to formally monitor such threats as septic run-off, parking lot and road run-off, lawn and garden toxins, acid rain, and silting for baseline data and for preventative strategies. This should include an inventory of unmapped streams and vernal pools. State resources should also be used.
2. Local efforts to prepare and disseminate educational materials on protecting natural areas from pollution should be encouraged by the Conservation Commission and Shellfish Conservation Commission.

GOAL 4: Minimize Damage to Natural Areas.**Step to Achieve the Goal**

1. Best Management Practices should be followed.

GOAL 5: To Create an Environmental Awareness Program.**Steps to Achieve the Goal**

The Conservation Commission or some other appointed committee should:

1. Create a bi-annual newsletter to be included in Town mailings;
2. Create and maintain a link on the Town web site with pertinent environmental information about Phippsburg;
3. Publish a Phippsburg Botanical and Wildlife Guide Booklet (modeled after one developed by Lake Sunapee, NH);
4. Promote educational projects at the Phippsburg Elementary School, such as Earth Day celebrations and the creation of brochures by students.

GROUNDWATER

INTRODUCTION

Water is a scarce resource on the Phippsburg Peninsula. There have been complaints of wells running dry or salt water intrusion. In fact 27% of survey responders report having to filter their wells because of salt.

The availability and quality of the ground water is a major factor in determining areas suitable for growth. Through the process of gathering information, however, it became evident that, other than anecdotal evidence, there was little information on the availability of water.

Accordingly, the Selectmen initiated a request for proposals for a hydrogeological survey of the peninsula. Woodard and Curran, an engineering firm, was chosen to conduct the study. The following information is taken from “The Town-Wide Hydrogeological Study” delivered to the Town in November of 2002 (henceforth referred to as “The Hydro-Study”, available for review at the Town Office.

SOURCE OF WATER SUPPLY

Phippsburg does not have water supplied from any surrounding communities via pipeline; therefore, it relies solely on the water available within its boundaries.

The water supply is derived almost exclusively from groundwater via individually drilled wells, dug wells, or driven points. The majority of these wells are located in bedrock. The water from these sources is ultimately derived from the recharge supplied to the groundwater from precipitation. Recharge to the bedrock, in turn is dependent on topography, surficial geology, the number of fractures present in the rock and the loss of water due to evaporation and transpiration.

Phippsburg does not have a municipal public water supply. It does have about 20 “public water supplies,” defined as systems which supply drinking water to at least 25 users a day for at least 60 days a year. These users are usually seasonal restaurants and inns. Please see the Public Water Supplies and Potential Threats to Water Quality Map (Figure 6 of the Hydro-Study).

Bedrock

Groundwater in the granite rocks occurs mainly in fractures and open joints in the rock and in three major faults which run northeast-southwest through the middle of the peninsula. An exception is the fault in the western portion of the Town located near the Basin. The bedrock in close proximity to these faults may be prone to enhanced groundwater flow where localized fracturing is present.

Surface Soil Deposits

The Reconnaissance Surficial Geologic Map (Figure 3 of the Hydro-Study) depicts the characteristics of the soil deposits on top of the rocks prevalent in Phippsburg. (Unlike in other areas the Natural Resource Conservation Service (NRCS) has not yet made soil maps available for digitizing, so that information is not available except in the hand colored format).

Beach and Dune Deposits are highly permeable and well drained, but the water table is located close to the surface due to their proximity to large bodies of water. Ground water in these deposits is more susceptible to salt water intrusion due to over pumping and is more sensitive to septic problems because the water table is close to the surface. This type of soil is prevalent in the Popham, Morse Mountain/Small Point beach areas.

Glacial-Marine Deposits consist of an upper sandy layer which is highly permeable with good drainage and a lower layer of silt and clay with low permeability and poor drainage. This layer is not likely to provide useful quantities of water. Generally wells are dug rather than drilled in this type of material. The supply is susceptible to drought and over pumping due to the thinness of the recharging soil and is considered a ground water limited area. This type of soil is prevalent in the Winnegance area and along the whole Kennebec riverfront east of Route 209.

Swamp and Tidal Marsh Deposits consist of peat, silt, and clay with very poor drainage. These deposits cannot provide groundwater in significant quantity or of suitable quality for uses as a domestic supply. Wetlands are already a constraint to development, because they have very weak support capability, are unacceptable for septic system leach fields and are, if they are more than 10 acres in size, legally off limits. These deposits are found throughout the Town, but are more prevalent, again in Winnegance and East of 209 along the Kennebec.

Till exists as two types - ablation or basal. The ablation is loose, sandy and stony and moderately permeable with fair to good drainage. The basal till is a mixture of sand, silt, clay and stones, which tends to be fine grained and is compact with low permeability and poor drainage. The Reconnaissance Surficial Geologic Map (Figure 3 of the Hydro-Study) does not distinguish between the two types. As in all cases the soils of the individual lots would have to be determined on site. Most of the till is on the West side of Route 209.

Gravel pit operations currently conducted in Town consist primarily of mining the ablation till which not only removes it from the net recharge area but also has a potential for threatening the quality of ground water by pollution.

Bedrock Outcrops are areas of rock outcrops or thin soils less than 10 feet deep over rock. Localized thick soils may occur, as is the case anywhere, suitable for septic systems, but the availability of water is uncertain. Otherwise the Town is bedrock outcrop or shallow to bedrock. They appear to be the most common surface materials.

AMOUNT OF WATER AVAILABLE - GROUND WATER QUANTITY

The above inventory is predictive and general at the level of surveys of the surficial geology. A second means of gathering information is from the records of well drillers required by the Maine Geologic Survey since 1988 in combination with a town-wide survey completed by Liz Smith, Chairperson of the Water Resources Committee.

Data available on the combined 391 well records include depth drilled, yield and surface elevation. The location of the wells recorded is mapped along with the land area from which the wells draw their water, referred to as “drainage divide” or “recharge area”

Water Use

An average home uses:

- 80 gallons of water per day per person OR
- 320 gpd for a family of 4

This requires a well safe yield of 2-5 gallons per minute.

Source: Ground Water Handbook, 1987 Updated by conversation with Andrews Tolman

The vast majority of wells in Phippsburg yield between 1 and 12 gpm, with the median being 5 gpm. Wells range from 12 to 680 feet deep; most wells are completed at depths of between 80 and 320 feet. Average depth is approximately 230 feet.

Water Budget

In order to estimate the current usage of water and to plan for future growth, our consultants have provided us with a method to calculate and to locate the amount of water in each drainage basin.

The drainage areas are identified by the Maine Geographical Information System (GIS) which in turn utilized the USGS topo maps. Please see Drainage Divides and Well Locations (Figure 4 of the Hydro-Study).

The budget is prepared by:

- Assuming a recharge rate of 5% for the average annual precipitation in Maine (data is available; note that this is generalized average rate for areas with soil cover of varying thickness over bedrock - Gerber and Hebson, 1996.) Some of our soils are clearly much worse than the average;
- Counting the number of wells and multiplying by the assumed usage of 320 gallons per day (see side bar) produces the total amount of water pumped out of an individual drainage area;
- Assuming that only 20% of the recharge of the system could be safely consumed by domestic use, the rest flowing into streams, wetlands and adjacent drainage basins;
- Calculating the percent of groundwater extracted versus available recharge.

This percentage provides a gauge for current and future drainage basin development. The consultants have highlighted basins where currently 25% or more of available water is extracted. These areas have been designated as “Low Volume Watershed” areas.

Obviously, even though it appears we could count the wells, these figures are all estimates. Uncertainties abound: there are more wells than in our data base. The amount of recharge may be quite different for poorly permeable soils or outcrop. Other variables include climate change, number of people and the appliances they use. It is very important that these figures can only be used for the level appropriate to Comprehensive Planning.

The consultants are careful to point out that *"Developers seeking approval for their developments should submit a hydrogeological analysis that demonstrates their development will not have an adverse impact on available groundwater or nearby surface water quality, and located in a coastal area, that the increased water withdrawal for the proposed development will not cause salt water intrusion."* (This language can be incorporated into Land Use Ordinances.)

“LOW VOLUME WATERSHED” AREAS OF CONCERN

There are 6 out of the 30 drainage divides where currently 25% or more of available water is being extracted. These “Low Volume Watershed” areas to watch are identified on Table GW-1 and displayed on the Ground Water Usage Map enclosed in the pocket. They show water availability in all the drainage basins in Town.

- Drainage Divide #1 - Winnegance, northwest corner by the bridge appears to be extracting 43% of the available water.
- Drainage Divide #2 - All along the shoreline of the Kennebec down to Cox's Head, appears to be extracting 29% of the currently available water.
- Drainage Divide #8 - The Stony Brook area appears to be extracting 27% of currently available water.
- Drainage Divide #9 - The West Point Area shows a concentration of wells on which we have data. It appears to be extracting 37% of currently available water.
- Drainage Divide #17 - East of Parker Head Roads and West of Cox's Head appears to be extracting 38% of currently available water.
- Drainage Divide #20 - North of Popham, west of Atkins Bay, appears to be extracting 28% of currently available water.

Areas of Potentially Enhanced Groundwater Availability

A third way of identifying areas that might yield sufficient water is to combine information from wells, Bedrock Geology mapping, and "Geologists Intuition." Experienced geologists can recognize visual signs of topographic and bedrock formation that generally indicate high yield from pumping.

Areas of Potentially Enhanced Groundwater Availability (Figure 7 of The Hydro-Study) is a map showing areas with probable high yield wells. These areas look a bit like a spinal cord running down the ridge in the middle of the peninsula along Route 209 from about Stonybrook through Ashdale. Some fingers reach east to Ashdale and west to Sebasco. These areas correspond roughly with the areas mapped as till surficial material.

Note: These are generalized areas; there are many other factors that may also limit development such as the desires of the townspeople to protect wildlife habitat or open space.

TABLE GW-1
DRAINAGE BASIN WATER BUDGET ANALYSIS

Drainage Basin ID	Number of Wells in Basin	Drainage Basin Area (acres)	Drainage Basin Area (Sq. ft.)	Well Extraction (CFD)	Total Extraction (CFD)	Recharge (Ft./Day)	Net Recharge (CFD)	Available for Extraction (20% of Net Recharge)	% of Available Water Currently Extracted
1	8	162	7,052,364	43	344	0.000571	4,027	805	43%
2	91	2,671	116,355,730	43	3,913	0.000571	66,439	13,288	29%
3	11	935	40,732,085	43	473	0.000571	23,258	4,652	10%
4	12	425	18,529,553	43	516	0.000571	10,580	2,116	24%
5	34	1,941	84,553,880	43	1,462	0.000571	48,280	9,656	15%
6	0	30	1,306,364	43	0	0.000571	746	149	0%
7	30	966	42,063,714	43	1,290	0.000571	24,018	4,804	27%
8	20	935	40,749,073	43	860	0.000571	23,268	4,654	18%
9	46	1,064	46,326,496	43	1,978	0.000571	26,452	5,290	37%
10	0	449	19,544,936	43	0	0.000571	11,160	2,232	0%
11	21	1,122	48,879,983	43	903	0.000571	27,910	5,582	16%
12	16	930	40,516,463	43	688	0.000571	23,135	4,627	15%
13	1	70	3,032,647	43	43	0.000571	1,732	346	12%
14	10	1,014	44,178,116	43	430	0.000571	25,226	5,045	9%
15	12	642	27,985,558	43	516	0.000571	15,980	3,196	16%
16	1	55	2,388,830	43	43	0.000571	1,364	273	16%
17	10	227	9,876,359	43	430	0.000571	5,639	1,128	38%
18	0	71	3,097,987	43	0	0.000571	1,769	354	0%
19	4	1,023	44,577,126	43	172	0.000571	25,454	5,091	3%
20	10	311	13,549,338	43	430	0.000571	7,737	1,547	28%
21	8	302	13,164,703	43	344	0.000571	7,517	1,503	23%
22	7	831	36,177,016	43	301	0.000571	20,657	4,131	7%
23	0	149	6,489,133	43	0	0.000571	3,705	741	0%
24	1	44	1,930,144	43	43	0.000571	1,102	220	20%
25	3	177	7,706,635	43	129	0.000571	4,400	880	15%
26	1	103	4,474,919	43	43	0.000571	2,555	511	8%
27	31	1,116	48,611,218	43	1,333	0.000571	27,757	5,551	24%
28	2	146	6,345,385	43	86	0.000571	3,623	725	12%
29	0	95	4,129,924	43	0	0.000571	2,358	472	0%
30	0	2	75,359	43	0	0.000571	43	9	0%

Note: CFD = Cubic Feet per Day

POTENTIAL THREATS TO GROUND WATER QUALITY

Woodard and Curran, the authors of The Hydro-Study, reviewed DEP's database - "The Underground Tank" and the "Uncontrolled Sites" list. Areas of potential threat to water quality are identified on Public Water Supplies and Potential Threats to Water Quality (Figure 6 of the Hydro-Study).

Forgotten or still in use are 30 underground petroleum, gas or fuel oil tanks. Eight others have been replaced to comply with the new law requiring double walled steel tanks and monitoring gauges. The other thirty are threats to ground water because they may release fuel oil or petroleum which, once released, stays in the groundwater for a very long time and moves very slowly along with it.

"Uncontrolled Sites" are first at Fort Popham. A formerly used Defense Site which, according to the list, is "active." It requires further investigation. The other site on the list is

at the Fort Baldwin Fire Control Station, also a former defense site. Although it is “inactive” according to the DEP, it still needs investigation.

There are two gravel pits or mining operations, which could affect ground water through contamination by hydraulic fluid or fuels used in mining equipment. Then, too, the loss of soil diminishes natural filtration as well as enhances possible loss of groundwater due to evaporation.

Fuel distribution sites (i.e. gas stations) are listed because of the increased chance of spilling oil or fuel during normal operations. Some of these sites are potential, but not necessarily actual contaminants. Then a developer in the course of preparing a subdivision application would be required to test the well water. Subdivision applications serve to focus more attention on ground water and assure it is not contaminated.

EXISTING LAWS RELATED TO GROUND WATER PROTECTION

LOCAL ORDINANCES

A warrant article was passed on June 25, 1994 (and later amended) which states that it is illegal to drill a well within 500 feet of the capped land fill on Sam Day Hill Road. This is a water quality protection measure.

Shoreland Zoning Ordinance

The following list of commercial and industrial uses is prohibited in shoreland adjacent to mapped ponds and streams. Since they are also the uses which are a potential threat to groundwater quality they are listed here: “a. auto washing facilities; b. auto or other vehicle service and/or repair operations, including body shops; c. chemical and bacteriological laboratories; d. storage of chemicals, including herbicides, pesticides, or fertilizers other than amounts normally associated with individual households or farms; e. commercial painting, wood preserving and furniture stripping; f. dry cleaning establishments; g. electronic circuit assembly; h. laundromats, unless connected to a sanitary sewer; i. metal plating, finishing, or polishing; j. petroleum or petroleum product storage and/or sale except storage on same property as use occurs and except for storage and sales associated with marinas; k. photographic processing; l. printing” (Section 15 Land Use Standards, F. Commercial and Industrial Uses.)

Subdivision Ordinance

Among the provisions of the Subdivision Ordinance and actually referred to in the State Law is that “*The proposed subdivision has sufficient water available for the reasonably foreseeable needs of the subdivision.*”

Among the submission criteria is that “*The sub-divider shall guarantee in writing the availability, quantity and quality of potable water to each lot for a period of one year after date of purchase....*” (and for a major subdivision is added); “to the extent of refunding the price paid for the lot.”

And one of the review criteria is that “*The proposed subdivision will not, alone or in conjunction with existing activities, adversely affect the quality or quantity of ground water.*”

Land Use Ordinance

Standards for Commercial and Industrial Uses.

New businesses have to demonstrate that they meet the following standards and requirements:

e. Evidence shall be provided that sufficient water is available for the proposed use and that adequate water for existing users shall not be diminished.

Junk yards are among the worst hazards to ground water, since from them all kinds of fluids, including gasoline, oils, and hydraulics leak or are flushed out. There is a provision regulating the location of junkyards, but no mention is made of preventing their location in ground water sensitive or recharge areas.

STATE REGULATIONS

State regulations assign responsibility to the land owner to control the activities in a “wellhead recharge area” (usually this small area is a circle with a radius of 300 feet). This presents a problem for public water suppliers (ie. restaurants and campgrounds) where the 300 foot radius extends onto someone else’s property because the owner of the wellhead does not have authority over land he doesn’t own. It is suggested that the Town could incorporate the protection of public water supplies into its Land Use Ordinance.

PUBLIC OPINION

The survey did not directly determine the value people place on ground water protection. However, it did reveal that 46.8% of respondents filter their drinking water, although most did not indicate what they are filtering for. Still, however, 23% did indicate they filter for iron and manganese. An insignificant percentage of other substances were named. We are certain that had respondents been asked, protection of ground water would have been given a very high priority.

PLANNING ISSUES

The greatest threats to groundwater resources result from human activity. By it usable quantities may be reduced or the quality impaired. The duration, type and intensity of the threats determine the degree of risk that is posed to both groundwater quantity and quality.

GROUND WATER QUALITY

One of the challenging characteristics of ground water is that contamination of it is not immediately evident. Then the slow “turnover” of ground water may make disruptions virtually permanent.

First, it may take a long time for a pollutant to reach the ground water, it may either settle at the bottom or move very slowly. Second, once the pollutant is in the ground water, low temperatures and lack of light or oxygen make attenuation (natural treatment) very slow. In other words “out of sight, out of mind.”

Once the problem is discovered, treatment is expensive. Ground water management justifies the adage “an ounce of prevention is worth a pound of cure.” There are abundant examples,

even in Maine, of incredibly expensive methods used in either of cleaning up pollution or finding alternative water sources.

The best way to control potentially contaminating sources is to identify them and then either remove them or if a source is an essential economic activity, assure that effective preventive measures come into practice. The literature is filled with models of “Ground Water Protection” which are all directed at ground water quality protection. In fact, Congress in the Safe Drinking Water Acts of the 80’s required that each state develop a program for protecting the safety of wells supplying public water.

State law requires that old underground fuel tanks be removed and replaced with double walled steel tanks, vapor sensors and line leak detectors. “Best Management Practices” to avoid all potential contaminating sources are available at the Office of Drinking Water in the Department of Health and Human Resources in Augusta.

Existing potential contaminants need to be controlled at the source. Compliance with existing laws on underground fuel tanks is essential. A loan program administered by the Finance Authority of Maine exists for the removal of tanks mandated by the DEP.

Phippsburg’s program to remove junk cars should be continued. These uncontrolled sources of contaminants are insidious and long-lasting, and the contamination will ultimately take large sums of money to clean up.

GROUNDWATER QUANTITY

Uncertainty about the availability of groundwater presents a classic planning challenge: How to prevent one person from affecting the water supply of his present or potentially future neighbors? How to avoid series of homeowners unintentionally depriving everyone sharing one aquifer? The last one in the system innocently withdrawing supply water at the same rate as the others exceeds the recharge rate and affects the groundwater of everyone.

The problem in Phippsburg is a potential reduction in groundwater, already scarce and unpredictable due to the random nature of the bedrock source. The hydrogeologic study¹¹ provides us with data to substantiate the concern regarding the sufficiency of water supply. In the six watersheds where currently 25% or more of available water is extracted, the supply appears to be limited.

This does not mean the wells are now over pumped or drawing out more than is recharged. It does mean they are using a high proportion of available water and if a large number of houses are built, there is increased likelihood of running out of water. For location of these areas see Table GW-1 and Drainage Divides and Well Locations (Figure 4 in the Hydro-Study).

While this threat is based on available data and budget calculations, the absence of other areas from Table GW-1 does not mean they are safe forever. Rather, it means that at this time we either have insufficient data or that the land areas are lightly developed and there are very few wells.

¹¹ Town-Wide Hydrogeological Study, Town of Phippsburg, Draft Woodard and Curran, 11/08/02

The challenge is to find a way to manage new development so the water supply (either pre-existing or future) is not diminished for anyone.

The current subdivision ordinance requires developers to show that adequate water is available. This ordinance can reasonably be expanded to require a hydrogeologic examination in major subdivisions, also periodically the examination could be redone.

SUMMARY FINDINGS

Phippsburg's supply of groundwater is unpredictable. There are no ample sand and gravel aquifers on the peninsula. The majority of drinking water is pumped from bedrock wells. Supply is limited by the shallowness of the soils to bed rock, impervious marine clay, beach and dune deposits or swamp and tidal marshes.

In six identified drainage areas 25% or more of the current available water is extracted at least during some part of the year (these areas are shown on the Ground Water Usage Map in the pocket). Especially in these areas but possibly in others too, uncontrolled residential development could result in over pumping and salt water intrusion.

Since the residents of Phippsburg have considerable adequate personal experience with ground water problems, the protection of the drinking water supply should be a very high priority.

GOALS AND STEPS TO ACHIEVE THEM

Overall Goal: To protect, preserve and maintain the existing and potential drinking water supply and ground water recharge areas, and to protect the ground water from adverse development or land use practices.

Steps to Achieve the Overall Goal

1. Amend the Land Use Ordinance to create a water conservation district or its equivalent that should include the current "Low Volume Watershed" areas where data indicates that currently 25% or more of available ground water is extracted. The performance standard in this district should include:
 - a. Provisions for an in depth study of the identified "Low Volume Watershed" areas to confirm the probability of low quality or diminished amount of available drinking water and then provide necessary ordinances to protect the supply for current residents. Residents of a watershed area may conduct their own well survey to provide more data for use in modifying the findings and conclusions of the original study.
 - b. Contamination of groundwater shall now be prohibited consistent with the Shoreland Zoning Ordinance.
 - c. Special water conservation devices should be required for the issuance of building permits.
 - d. Special permits should be required for potential sources of contamination.
2. Target existing sources of water supply contamination for monitoring and/or removal.

- a. Continue the program of junk car removal and encourage the removal/replacement of vehicle gas tanks to comply with State regulations.
 - b. Additional attention should be given to portable fuel pumping operations, automobile and boat repair shops, and the application of pesticides or fertilizers by homeowners, farms, golf courses and other recreational facilities to assure best management practices.
3. The Subdivision Ordinance should be amended to require a hydrogeologic assessment of available water for those subdivisions of 8 or more lots.
4. An update of the Hydrogeological Survey should be done either as development dictates or at least every ten years. As a condition of the occupancy permit, new dwellings and major modifications to existing dwellings should require accurate well data.
5. Because this is a working document, “Low Volume Watershed” areas should be added and deleted as information becomes available.

FORESTRY AGRICULTURE AND OPEN SPACE

INVENTORY

(Please see **Land Use Map in the attached pocket**)

THE WOODS AND FIELDS

No description of Phippsburg's resources would be complete without a reference to the open woods and fields that dominate our landscape. The center ridge in Town remains totally undeveloped, providing a haven for both wildlife and people, and contributing greatly to our quality of life.

Phippsburg itself is primarily forested. About 80% of the land cover consists of forest.

Woodlands and large unbroken open spaces are key to the rural character so important to our residents. As stated in the introduction to this plan:

“Most important to the preservation of our rural character is the open space in Phippsburg. Open Space helps to define rural character as we associate ruralness with fields and woods”

Woodlands are defined as parcels of land with more than 10 acres of forest. Here, there are 8,933 acres of woodland thus defined. In addition, there are many other parcels with less than 10 acres. 1,720 acres are in the Tree Growth Program. The forest land which is enrolled in the program is shown on the Land Use Map enclosed in the pocket.

In addition to the income to the landowner from the sale of timber, there is at least one forest product business in Town producing income and a number of fishermen supplement their income by cutting wood in the winter.

Fields are defined as parcels of clear mowed land or pastureland five acres or larger. There are currently 200 acres of fields so defined. However, there are many cleared and mowed parcels of less than five acres.

While there are many farming and gardening operations, there are also one or two “official farms.” Listed on the Department of Agriculture’s list of farms with products for sale are: Dromore Bay Farm on Main Road selling forest products, fruits and vegetables along with processed food; and North Creek Farm on Sebasco Road selling an array of farm products from “animal to processed.”

One farm (name not available on the Department of Agriculture’s list) is enrolled in the Farm and Open Space Program. According to the Municipal Valuation Summary published in 2000, it has 4 acres in agriculture and 24 in woodland.

EXISTING PROGRAMS AND LAWS

REDUCED TAX PROGRAMS

In accord with the Maine Constitution, land is appraised at market value which is usually determined by “comparable sales.”

There are three exceptions established by the Legislature:

- Active forest land;
- Farm land;
- Protected open space.

Tax laws are designed so that landowners who maintain their land as a natural resource pay a lower tax than landowners who develop their land or keep their development options open.

The Tree Growth Tax Law provides for a productivity tax; the tax is assessed based on the type of forest cover. The rate of taxation does not exceed the amount that can be derived from annual growth. There are currently 1,720 acres in the Tree Growth program. All parcels are required to have a Forest Management and Harvest Plan prepared and subject to review and updated as needed by a Licensed Professional Forester at 10 year intervals. The State reimburses the Town up to 90%¹² for lost revenue due to the program.

The Farmland part of the Farm and Open Space Tax Law allows land to be taxed at its value as producing farm land. In order to be eligible, a property owner has to enroll his land in the program at the Town Office.

Farmland can be enrolled if it consists of least 5 contiguous acres and has earned at least \$2,000 in 2 of the 5 calendar years before the application is made. The acres can be in woodland, crop land, pasture or orchard. The food consumed by the family is counted toward the \$2,000.

There are 29 acres in the Farm Classification program.

Under the Open Space Classification, taxes can be reduced by 20%, 30%, 70%, or 95% depending on the level of protection and public benefit. For example, the tax can be reduced by 50% for land left “forever wild” through a conservation easement. If land is available for public access through legal instruments, it can be reduced by 95%.

There are 314.6 acres in the Open Space program.

Penalties

When land in any of these categories is sold for development or is withdrawn from the program, a penalty is assessed to compensate for the tax revenue lost during the time it was enrolled. There is considerable misunderstanding in regard to this aspect of the program. Sometimes people do not enroll because they think this penalty is more severe than it actually is.

Farmland: If farmland is withdrawn in the first 5 years, the penalty for withdrawal consists of the difference between the taxes that would have been paid and those that were actually paid. If land was in the program more than 5 years, the penalty may be paid in installments.

Open Space: If open space land is withdrawn in the first 5 years, the penalty for withdrawal is 30% of the difference between 100% market value and the reduced

¹² Property Tax Bulletin 19 Effective July 25, 2002

valuation. If land was in the program more than 5 years, the percentage of difference is reduced from 30% to 20% for each additional year. After 20 years, it remains at 20% of the difference.

Tree Growth: Any change of those usages must be reported to the Tax Assessor. If the land is withdrawn in the first 10 years of enrollment, the penalty is 30% of the difference between the tax as market value and tax as woodland under the program. After 10 years, the penalty diminishes 1% each year for up to 20 years. After that the penalty remains at 20% of the difference between tax as market value and tax as woodland.

Application for classification under any of these programs in any given year must be submitted to the Tax Assessor not later than April 1. Usually a one time application is all that is necessary as long as there are no changes of use.

Other Regulations

The Town's Shoreland Zoning Ordinance regulates forest harvesting in the portions of the Resource Protection District and Limited Recreation/Residential District that do not otherwise fall within the Shoreland Zone. Harvesting regulations are designed to protect against sediment and erosion. The State of Maine's Forest Practices Act regulates harvesting on all other forestland.

PUBLIC OPINION

98% of the respondents to the survey said "Rural Quality of Life" is important to their choice of living in Phippsburg.

ANALYSIS

Maine is the most heavily forested state in the nation with 89% (17.5 million acres) of its land base growing trees. This provides a tremendous number of benefits to the people of Maine and Phippsburg including:

- Purification of our air. Trees take carbon dioxide out of the air and use it to grow. As a by-product of growth, the trees produce oxygen;
- The reservoir of most of our water;
- A home to more than 50,000 species of wildlife;
- An economic resource that produces more than 500 products and directly employs 24,100 Maine workers;
- A self-renewing energy resource with dozens of hydroelectric dams and wood burning electricity generating plants – as well as fuel wood for thousands of homes;
- A green landscape for our homes and communities;
- A huge recreation area, with mountains, lakes and streams that hundreds of thousands of people visit each year; and
- An indirect source of income for thousands more of us who work in businesses, services, and government. Indeed, the "industrial forest" of northern and eastern

Maine is unique in the nation because of characteristics that include large size, diversity of tree species, lack of urbanization, private ownership and tree volume (the highest, per acre, in all states east of the Rockies).

94% of the forestland in Maine is privately owned, with small private non-industrial forest landowners holding more than 7.8 million acres.

THREATS AND PLANNING ISSUES

Traditionally Phippsburg open land has been available to all responsible neighbors as places to hunt and fish, or merely to walk and pick wildflowers and wild berries. However, that tradition is gradually disappearing as gates, no trespassing signs, lawns, and fences are replacing what was once an open environment.

Even gradual development slowly, imperceptibly changes once open fields, woodlots, and farmlands to house lots. Even if the houses are quite far apart, they still end up nibbling away at the areas once available for hunting, hiking, cross country skiing and riding.

A threat to working areas is that woodlands will become fragmented and developed, thus affecting the viability of forestry.

Growth threatens to “suburbanize” and fragment the forested areas of Phippsburg. Deer and other wildlife adapt to suburbia by invading orchards and vegetable gardens. Ultimately their number will diminish as their natural habitat is reduced or fragmented.

Reducing the property tax burden on active working landscapes lowers the cost of production and encourages sustainable forest activities.

Good management and forest practices are encouraged on the woodlands in Tree Growth or on the shoreline.

However, land being currently enrolled in either the Tree Growth or the Farm and Open Space program does not provide a permanent means of assuring that it remains undeveloped. If landowners choose to sell their land for development by breaking off more than 2 lots in a 5 year period they would become subject to the Subdivision Ordinance, which affords opportunities to preserve open space if its recommendations are implemented.

While there does not seem to be much farming left, it could be encouraged on the 200 remaining acres of open fields by making sure people who might be eligible for the property tax reduction programs are adequately informed about them.

GOALS AND STEPS TO ACHIEVE THEM

Key Goal: To assure there will be open spaces for hunting, working forests, farming and the enjoyment of the residents of Phippsburg.

Specifically for Working Forests and Fields:

Steps to Achieve Key Goal

1. Municipal Officials should encourage participation in Tree Growth, Farm and the Open Space Programs by writing to every land owner about the programs and providing information on application procedures.

2. Municipal Officials should work with the Maine Forest Service to encourage proper forest management practices and provide information on Best Management Practices to landowners who apply for classification.
3. Municipal Officials should continue to enforce standards in the Shoreland Zone.

AFFORDABLE HOUSING

In this chapter we will describe our currently available housing stock, its type and value. We will also describe recent building activity in the Town and its assessed value. We will identify the general income level of the population then determine if the housing available now, which was built in the last 10 years can be considered “affordable” by low income people.

INVENTORY

HOUSING STOCK

TABLE H-1
CHANGES IN HOUSING UNITS

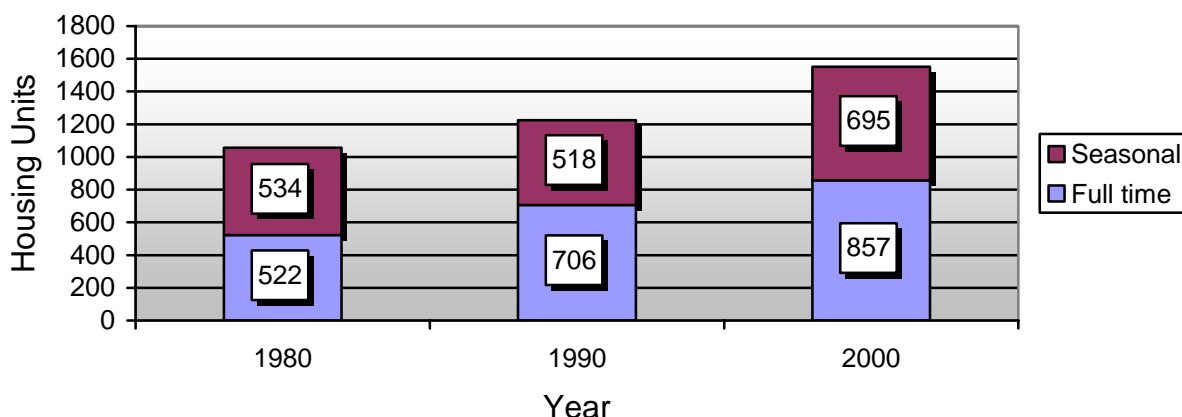
	1980	1990	% Change 1980-1990	2000	% Change 1990-2000	% Change 1980-2000
Total Housing Units	1,056	1,224	15.9	1,552	26.8	47.0
Occupied	522	706	35.2	859	21.7	64.6
Vacant-Seasonal	534	518	-3.0	695	34.2	30.1
Rental				105		
Persons per occupied units	2.93	2.57		2.45		

Table H-1 shows the increase in total housing units. The total increase between 1980 and 2000 was 47%. Between 1980 and 1990 it was 16%. Between 1990 and 2000 it nearly doubled to 27%.

The rate of change in year round occupied housing is even greater. The total increase between 1980 and 2000 was 47%. From 1980 to the present day the increase has been at 65%, with most of the change occurring between 1980 and 1990. It is possible that some of this increase in year round housing can be accounted for by conversion of seasonal to year-round.

It is interesting to note that the table shows there are just about as many seasonal homes and rentals as year-round homes in Phippsburg. This table also shows that the proportion of year-round houses has increased. In 1980 the two were about equal. In 2000, the seasonal equated to about 87% of the year-round.

**FIGURE H-1
FULLTIME AND SEASONAL HOUSING UNITS**



The 2000 census lists 117 renter occupied housing units. The vacancy rate among rental units was 5.6. Some of those rental vacancies are probably seasonal. Rental unit data is not readily available from the previous census, but it is not central to the focus of this chapter, which is to address affordability.

Table H-2 provides a comparison changes in housing stock in Phippsburg, Sagadahoc County and the State of Maine in 1990 and 2000. The table shows that the Town of Phippsburg added housing units at a rate more than twice that of Sagadahoc County and the State of Maine.

**TABLE H-2
CHANGES IN TOTAL HOUSING STOCK 1990 - 2000**

	Total # of Units		Increases 1990 - 2000		Persons per Unit*	
	1990	2000	#	%	1990	2000
Phippsburg	1,224	1,552	328	24%	2.57	2.45
Sagadahoc County	14,633	16,489	1,856	11%	2.62	2.47
State of Maine	587,045	651,901	64,856	10%	2.71	2.39

* Based upon occupied housing units

Condition of Housing Stock

Information is not readily available on the condition of housing units. Committee members report that there are no concentrated areas of deteriorated houses. The Town’s Contract Assessing Agent is in the process of completing a visual assessment of the condition of housing. In the meantime we can determine the approximate condition from the Census of 2000.

TABLE H-3
AGE OF HOUSING

Year Structure Built	Number
1999 to March 2000	30
1995-1998	80
1990-1994	130
1980-1989	277
1970-1979	239
1960-1969	137
1940-1959	235
1939 or earlier	424

Source: US Census 2000

Table H-3 shows the age of houses in Phippsburg. 27% of the structures were built prior to 1939; 66% were built prior to 1980. These figures indicate that 2/3 of the housing is older than 20 years and about 1/3 is older than 64 years.

Housing Types

Table H-4 below shows housing types as reported in the 2000 census. As one can see, the single family dwelling is by far the most prevalent type representing 87% of the units in Town. Phippsburg has a much higher percentage of single family homes than either Sagadahoc County or the State of Maine as a whole. Manufactured homes are the next largest category comprising 11% of the total, a percentage generally the same for the County and State. The big difference is in the number of multi family dwellings. Phippsburg has far less than the County or State.

(According to the Town's Assessing Agent, mobile homes should be referred to as "manufactured homes." There are also "modular" homes and "kit homes," which have to comply with the same building codes as the "stick-built" houses built on site.)

The availability of indoor, complete plumbing facilities was an indicator of condition in an earlier census. The 2000 census lists 26 or 3% of homes lacking complete facilities and 18 lacking a complete kitchen.

TABLE H-4.
HOUSING TYPES FOR PHIPPSBURG AND SAGADAHOC COUNTY

	Single Family		Multi-Family		Manufactured Housing		Total
	#	%	#	%	#	%	#
Phippsburg	1,346	87%	29	2%	175	11%	*1,552
Sagadahoc County	11,880	72%	2,988	18%	1,672	10%	**16,498
State of Maine	453,846	70%	132,342	20%	63,902	10%	***651,901

* Includes 2 units classified as boat or RV not shown.

** Includes 49 units classified as boat or RV not shown.

*** Includes 1,811 units classified as boat or RV not shown.

Housing Unit Values

There are a number of ways to estimate the value of housing short of checking every house in the assessing files: such as using census figures, using the assessing database, looking at recent sales values, or checking the number of building permits and deriving the average cost of construction from the total costs provided in the Code Enforcement Officer's section of each Annual Town Report. All of these methods have weaknesses, but still from them we can derive a sense of the value of housing in Phippsburg. Table H-5 shows these values.

TABLE H-5
HOUSING UNIT VALUES FROM THE 2000 CENSUS

Value Range	Number	Percent
Less than \$10,000	22	3.6%
\$10,000 to \$14,999	21	3.4%
\$15,000 to \$24,999	49	7.9%
\$25,000 to \$34,999	70	11.3%
\$35,000 to \$49,999	112	18.2%
\$50,000 to \$74,999	182	29.5%
\$75,000 to \$99,999	76	12.3%
\$100,000 to \$149,000	56	9.1%
\$150,000 to \$199,999	18	2.9%
\$200,000 or more	11	1.8%
Total	617	

Qualifiers for Table H-5: Judging from these figures, the census provides valuable information for about a third of the housing units. The 2000 census reported only householder supplied figures that either could be vastly inflated or are much less than the figures contained in the Town's tax assessment records. Also, it is not clear whether lots are included in these figures. As we shall see below, the actual valuation of units for new buyers is considerably higher than these.

With all these qualifiers, there may be as many as 450 units assessed at less than \$75,000.

TABLE H-6
HOUSING UNIT VALUES FROM PHIPPSBURG TAX RECORDS

Tax Valuation Range in Dollars	Total Number of Housing Units*
\$0 to \$49,999	32
\$50,000 to \$99,999	342
\$100,000 to \$149,999	484
\$150,000 to \$199,999	269
\$200,000 to \$299,000	287
\$300,000 to \$499,000	120
\$500,000 to \$1,000,000	18

* Includes seasonal housing units

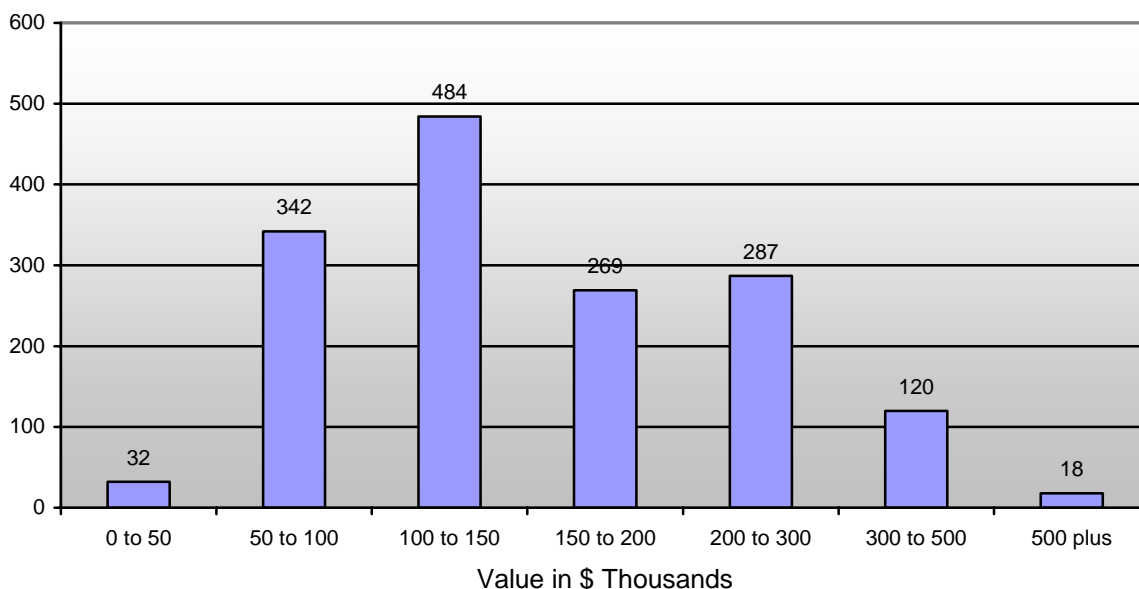
Table H-6 shows the valuations that were used to compute affordable housing. They were derived from the 2002 tax records of the Town. They include both land and buildings. It

was assumed that the Town valuations were approximately 90% of market value. The figures have been adjusted to reflect 100% value. The value ranges are not quite comparable with those of the 2000 census, but the tax records indicate that there are 372 housing units valued at less than \$100,000.

The average value of the housing units was \$166,403.20 while the median value was \$140,910.00.

Figure H-2 contains the same data in a bar graph. It indicates that the majority of the residences (houses and lots) are in the \$150,000 to \$200,000 range.

FIGURE H-2
NUMBERS OF HOUSING UNITS PER VALUE CATEGORIES
FROM PHIPPSBURG ASSESSING RECORDS



It must be remembered that these values are estimates based on a town wide average. The figures in the next tables will be more precise.

First - Table H-7 shows the average construction costs of residential structures built in the last 5 years and the purchase prices for manufactured homes as reported by the Code Enforcement Officer in the Annual Town Reports. *(A word of caution: average costs are misleading. One house costing \$500,000 can distort the average.)*

TABLE H-7
NEW CONSTRUCTION AND AVERAGE COST OF STRUCTURE

Year	New Dwellings		New Manufactured	
	Number	Average Cost	Number	Average Cost
1998	16	166,375		38,262
1999	21	104,619	7	34,514
2000	33	120,736	5	71,323
2001	32	180,530	2	17,900
2002	34	142,234	10	43,514

Notes: (1) Land is not included.

(2) Average cost of new manufactured homes in 2000 seems high. It has been checked, perhaps it is in error.

The Table H-8 below shows actual values of houses and land either sold or recently listed on the market. This data is the most specific and probably the most reliable. The value of property is basically determined by “comparable sales.” In other words the value is what the market brings. There are two sources of this information. One is the agreement sheet from the Real Estate Transfer Tax form sent back to the Town by the State. The other, a list of sales compiled by the Multiple Listing Service, has been provided by the Assessing Agent.

TABLE H-8
SALES OF LAND DURING 4/2002-4/2003

Village Area	Acres	Days on Market	Listed For	Comments
Winnegance	1.25	21	\$55,000	Not on Shore, road access
Small Point	5.5	111	\$66,500	Backs onto Marsh land
Parker Head	1	124	\$55,000	No water access
Parker Head	8.2	337	\$175,000	Kennebec River, Subdivision
Parker Head	6.5	147	\$175,000	Mill Pond

It is interesting to note how little land was on the market in the year 2002-2003. Table H-8 shows the value of all the land sold that year. The small amount of land on the market and the fact that that the lowest priced land in Winnegance was on the market for only 21 days would seem to indicate high demand and low supply of undeveloped land.

Table H-9 below shows the land listed with Multiple Listing in Phippsburg as of 4/2/03.

TABLE H-9
LAND ON THE MARKET AS OF 4/2/03

Village Area	Acres	Days on Market	Listed For	Comments
Winnegance-FR	2.1	36	\$35,000	Not on water
Sebasco	4	218	\$55,000	Not on water
Small Point	.92	7	\$59,000	Road frontage
Stoneybrook	5.2	27	\$119,000	View of Bay
Stoneybrook	.8	168	\$219,900	On Dromore Bay
Parker Head	1.8	114	\$150,000	Shoreline
Parker Head	1.4	7	\$155,000	Shoreline
Parker Head	10.3	114	\$175,000	Subdivision
Parker Head	10.5	268	\$325,000	Subdivision
Parker Head	9.52	82	\$600,000	Mill Pond
Parker Head	5.97	82	\$650,000	Mill Pond
Parker Head	4.55	82	\$700,000	Mill Pond
Parker Head	12.5	111	\$2,500,000	On River
Meadow Brook	0.76	58	\$200,000	New Meadows River

Prices listed in this table are only for the land. The land that is most affordable is in Fiddlers Reach at \$35,000 for 2.1 acres, and Sebasco at \$55,000 for 4 acres. Neither land is directly on the water. The land listed in Parker Head is mostly in the new subdivision on Captain John Parker Road.

According to the Town's Assessing Agent the availability and cost of land is the most limiting factor affecting affordable housing. It is clear from the tables that not much land is available for sale and what is available is out of the reach of the average working class person.

TABLE H-10
SALES OF RESIDENTIAL PROPERTY LAND AND BUILDING 4/02 - 4/03

Village Area	Acres	Days on Market	Sold For	Comments
Winnegance	0.16	11	\$65,000	On tip of Peninsula
Winnegance	1	54	\$105,000	
Winnegance-FR	7	10	\$425,000	Subdivision, not on water
Winnegance-FR	8.1	41	\$225,000	Not on water
Winnegance-FR	3.87	5	\$575,000	On Kennebec, Water access
Meadowbrook	2.1	129	\$279,000	New Meadows River
Meadowbrook	0.5	53	\$373,000	Brightwater
Meadowbrook	2.3	295	\$255,000	
Meadowbrook	5.64	65	\$810,000	Brigham's Cove
Meadowbrook	30	23	\$225,000	Winnegance River
Stoneybrook	1	236	\$115,000	Main Road
Stoneybrook	1	17	\$95,000	
Stoneybrook	1.68	57	\$131,000	Looks like a subdivision
Stoneybrook	11	128	\$122,000	Looks like a subdivision
Stoneybrook	3	36	\$107,000	
Stoneybrook	1.5	8	\$57,000	Manufactured on Map 41, Lot 071-002
Stoneybrook	3.05	33	\$172,000	
Center	3.5	58	\$178,000	
Center	1	87	\$450,000	Bay
Center	2	47	\$375,000	Road Frontage
Parker Head	6	327	\$629,000	River
Parker Head	0.22	84	\$206,000	Tiny inland lot
Popham	0.27	3	\$325,000	Ocean Front
Popham	0.43	9	\$495,000	Ocean Front
Popham	0.75	27	\$150,000	Road Frontage
Sebasco	2.6	80	\$150,000	Not on water

TABLE H-11
RESIDENTIAL PROPERTY ON THE MARKET AS OF 4/03

Village Area	Acres	Days on Market	Listed for	Comments
Meadowbrook	2.36	23	\$389,000	High end subdivision
Meadowbrook	.89	51	\$419,000	New Meadows River
Meadowbrook	2.18	120	\$510,000	Brighwater
Stony Brook	5.7	44	\$385,000	View of Bay
Parker Head	3	18	\$625,000	Atkins Bay
Parker Head	4.64	139	\$855,000	Mill Pond
West Point	.14	236	\$275,000	Coastal
West Point	2.4	55	\$950,000	Coastal
West Point	.75	152	\$999,999	Road frontage
Small Point	1.5	35	\$245,000	Faces Cape Small Harbor

TABLE H-12
RENTAL PROPERTY

Gross Rent	Number	Percent
Less than 200	4	3.8%
\$200 - 299	-	-
\$300 - \$499	11	10.5%
\$500 - \$749	37	35.2%
\$750 - \$999	12	11.4%
\$1,000 - \$1,499	7	6.7%
No Cash Rent	34	32.4%
<i>Median Rent is \$625</i>		

Source: US Census 2000

Table H-12 shows the gross price range of rentals and the percentages in each category. The median rent is \$625 and 35% of the rentals are between \$500 and \$749. A very low income person can perhaps afford up to \$523. That is less than the median, but still it is the category that includes 35% of all rental units.

HOUSING AFFORDABILITY

The State of Maine definition of affordable housing is as follows:

An owner occupied unit is affordable to a household if its price results in monthly housing costs (mortgage payments, insurance, real estate taxes and utilities) do not exceed 28% to 33% of the household gross income.

A renter occupied unit is affordable to a household if the unit's monthly housing costs (rent and utilities) do not exceed 30% of the household's gross monthly income.

Figure H-3 and Table H-13 show the income ranges of the residents of Phippsburg as reported in the 2000 census. Low to very low income families make up 38% of Phippsburg residents.

FIGURE H-3
INCOME CATEGORIES IN PERCENT

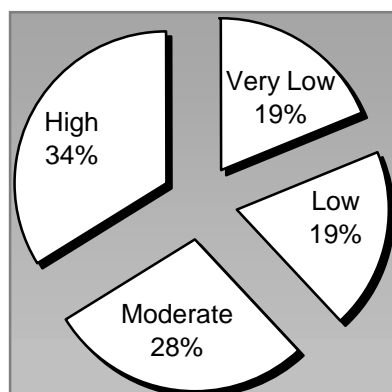


TABLE H-13
AFFORDABILITY

Income Category	Income Range in Dollars	Number of Households	Percent of Households ¹	Affordable Monthly Payments	Affordable Selling Price
Very Low	\$20,954	163	19%	\$523	Up to \$75,000
Low	\$20,955 to \$33,526	163	19%	\$524 to \$838	\$75,000 to \$125,000
Moderate	\$33,527 to \$62,862	240	28%	\$839 to \$1,571	\$125,000 to \$215,000
High	Over \$62,862	291	34%	Over \$1,571	\$200,000 plus

¹ Total number of households is 857

* Source is 2000 Census

** Includes mortgage, insurance, taxes and utilities

*** Assumed to be the maximum mortgage (6%) allowed for income levels

Table H-14 shows the number of existing housing units “affordable” at the various income levels. Two selling prices have been calculated, one if the mortgage interest rate is 6% and the second if it is 7%.

TABLE H-14
NUMBER OF UNITS IN THE INCOME CATEGORIES

Income Levels	Number of Units (6% Mortgage Rate)	Number of Units (7% Mortgage Rate)
Very Low	128	94
Low	480	382
Moderate	923	868
High	1,552	1,552

Number of units are cumulative

IS HOUSING AFFORDABLE IN PHIPPSBURG?

There are two parts to this question:

Can people now living in Phippsburg afford the housing they presently occupy?

Is there affordable housing for people of low or very low income who may wish to live in Phippsburg? This may be starter housing for adult children of current residents or for elderly over age 65 who wish to move out of large family homes but remain in the community.

For the Very Low Income?

There are 163 households in the very low income category with incomes of up to \$20,954.

According to Table H-12 these households can afford \$523 monthly rents or payments. Or, they can afford to buy a home priced less than \$75,000 at a 6% mortgage. Table H-12 shows 30 units with rents of \$523 or less. In Table H-5 the census indicates that there are 182 units currently assessed at less than 75,000. Table H-5 also shows 342 units assessed at under \$100,000.

Therefore, considering rents and current housing assessments, we can say that we meet the affordability standard for the very low income persons, now living in existing homes.

For Low Income?

According to Table H-13, we have 163 households who can afford to live in a house assessed up to \$125,000 or rentals up to \$838 a month. We have about 110 rentals and roughly 240 units priced between \$100,000 and \$125,000. Therefore, we meet the affordability standard for low income people.

Affordability for New Households?

This section addresses the question of whether we have affordable housing for people moving in or forming new households. Here the answer is more problematic.

We now have 318 people over the age of 65. Seventy-six or 8.8% of them are living alone. There will be more in that age cohort as the population ages and more find themselves living alone. Furthermore, in Phippsburg there are 46 families or 14.4% living below the poverty level.

Let us suppose another hundred 65 plus year olds want to move into affordable units. This is likely to be a “very low income” group, judging by the average social security payment of \$700 a month.

Then too, there are now 297 young adults between the ages of 20 and 34. If they do not wish to leave Phippsburg, what is available and affordable for them? At 2.3 people per unit, the need is for 130 units.

Therefore, to house these two populations we could need as many as 230 units priced at low or very low. The rental price would have to be less than \$838 and the purchase price less than \$125,000.

According to Table H-6, the average assessed value of new single family homes in the last five years has been \$142,900, not including the price of land. It is evident that cost and the lack of available land is a limiting factor for very low, low and even moderate income people wishing to form new households in Phippsburg.

In the case of persons with very low incomes, if they can buy one acre of land for \$35,000, that would leave \$40,000 for a house. Since the supply of land is very limited, there has been only one affordable lot on the market in 2002, housing for the very low income household is apparently not available.

It is no wonder people turn to manufactured housing. That is what people can afford. However, according to the Assessing Agent this is less of a bargain than it appears. First, interest rates of banks for manufactured housing are generally higher than for conventional construction, and second this housing depreciates, so that people do not gain equity in it.

Modular houses are generally priced between \$30,000 and \$50,000, a septic system at \$6,000, and a well at \$3,500. Also, again the cost of land is a limiting factor. In fact, the land could cost as much as the building.

During the last year there was one house in Winnegance and one in Stoneybrook priced at \$57,000 that would have been affordable for very low income people along with one at Winnegance and two in Stoneybrook that were affordable for low income people.

Moderate income people who wish to build also do not have many options. They can afford \$215,000 for housing but if they pay the average price of \$142,900 for a house, they have to find land for less than \$62,000. This is where the popular wisdom proves true. Land values are out of the reach of the average working person. There were only 5 parcels listed or sold in the last year for less than \$62,000: 2 in Winnegance, one in Sebasco, one in Small Point, and one at Cox’s Head. None were on the water.

As for buying an existing residence, Multiple Listing had 13 listed for less than \$225,000, 2 at Winnegance, 7 at Stoneybrook, 1 at the Center, 1 at Parker Head, 1 at Popham and 1 at Sebasco. 7 of these were under \$125,000, 2 at Winnegance and 5 at Stoneybrook. *(It is possible that there are private sales and sole source agents whose sales and listing do not show up here, but they are not likely to be very different.)*

IN CONCLUSION WE FIND THAT

Based on estimates of values of existing land and dwellings, there is affordable housing for very low or low income residents presently living in Phippsburg.

The research bears out the premise that if affordable housing is available it is more likely to be in Winnegance, Stoneybrook or Sebasco.

However affordable housing for people moving into or forming separate households is not available.

PUBLIC OPINION

A survey containing questions on the housing issue was mailed to all residents and taxpayers in the spring of 2001. The response rate was about 34%, about the norm for mailed surveys. The following responses were to questions on which there was more than 60% agreement.

77% of the survey respondents prefer to discourage mobile home parks.

66% wish to discourage multi-family rental units.

81% wish to discourage new apartment buildings with 5 or more units (rentals).

93% would encourage single family homes.

77% would like to see elderly housing developed in Phippsburg.

72% thought affordable housing played an important part in their decision to live in Phippsburg.

In interviews with key participants on Town Planning Committees “providing areas where people can build affordable housing” ranked 4.29 on a priority scale of 1-5, where 5 is the highest priority - hence the priority given to affordable housing at the beginning of this chapter.

PLANNING ISSUES

The price of land is one of the greatest constraints to buying and building in Phippsburg for almost everyone.

WHAT CAN THE TOWN DO TO LOWER THE PRICE OF LAND FOR YOUNG PEOPLE?

Would it help to go below the current minimum lot size? The current minimum lot size for individual homes is 40,000 square feet for a single home and one or two acres in subdivisions. In coastal areas, this reduction would probably lower the cost of the land.

In some areas where the soils are suitable for on-site waste water treatment the lot sizes could be lowered to 20,000 square feet, the State minimum lot size. In other areas to reduce the lot sizes would require community or public wastewater disposal and probably the availability of drinking water.

The idea of allowing family members to break off land less than one acre was considered by the Comprehensive Planning Committee, but was dismissed owing to likely legal issues related to definition and change in ownership.

Because housing is so closely aligned with Future Land Use Planning the goals and strategies related to it are also part of that chapter.

GOALS AND STEPS TO ACHIEVE THEM

STATE GOAL (Growth Management Act, PL 1989 C 104): To encourage and promote affordable, decent housing opportunities for all Maine citizens.

OVERALL GOAL: Assure affordable housing to retain the local working population, the elderly and the young growing up in Phippsburg.

The Act states that “The municipality shall seek to achieve a level of 10% of new residential development, based on a 5-year historical average of residential development in the municipality, meeting the definition of affordability.”

Steps to Achieve the Goals

1. Amend the Subdivision Ordinance to allow for density bonus and/or other incentives for affordable housing units in subdivisions as long as water and sewer systems are provided at no cost to the Town.
2. Manufactured housing, usually considered affordable, should be allowed in all areas where conventional houses are allowed. There is no intention to narrow the options for residential housing.
3. The Selectmen and the Historic Preservation Commission should encourage private owners to adapt and reuse historic buildings in Village Core areas for affordable and elderly housing and explore funding mechanisms such as grants and tax credits for such adaptation.
4. The Town should encourage and support the formation of a local, non-profit housing commission to develop affordable housing in cooperation with land owners, local contractors and developers.
5. Selectmen should sponsor a workshop on tax breaks and easements to relieve the tax burden on property owners.

EXISTING LAND USE

INVENTORY OF LAND USE AS IT IS TODAY

(Please see Land Use map in the attached pocket)

Phippsburg is a very special place. It is a coastal peninsula with 18,000 acres of land and 38.25 miles or 201,960 feet of coastline. It has a strong historical, rural and marine character, with picture-postcard scenes around almost every corner. There is an extensive beach system, many coves and inlets, rocky ocean frontage, rolling and rugged woodlands and isolated ponds and bogs where wildlife abounds.

Settled since 1607, when the Popham colony was founded, its economic lifeblood came from the surrounding waters, from fishing and shipbuilding and, since the 1800's, the tourists and summer people attracted to this marine rural community.

It has a strong identity as one town. Even though there are 10 different geographic areas, residents report to outsiders that they live in Phippsburg, not in Parker Head, Sebasco, etc. This is in contrast to Harpswell, where people report living in Cundy's Harbor or Orr's Island or High Head, but not in Harpswell.

GEOGRAPHIC NEIGHBORHOODS

The Selectmen and the Comprehensive Planning Committee decided to treat 10 areas as unique geographic "neighborhoods," each with its own pattern of development, opportunities and constraints. The core villages and the abundant open space, views, beaches and evidence of marine activities together make up the much-valued rural character of Phippsburg. A member of the Sprawl Committee solicited the description of each area through an interview with residents.

Winnegance

This gateway to Phippsburg is rich in cultural and natural resources such as Winnegance Lake (a freshwater lake which hosts the largest alewife run per acre of lake in the State of Maine), a wildlife corridor from West Bath, an historical site of an old tide mill, shipyard, and a number of historic homes.

The area closest to Bath has a discernible core; in fact, it supports the largest percentage and variety of businesses in Town. These businesses are types that the people of Phippsburg desire, namely home based businesses. For such businesses the lots are small and the set backs from the road are minimal.

There is a community feeling along the Clifford road. Historical points of interest are the old cemetery and the old Rogers Farm. This area still has land available for diverse income housing.

Fiddler's Reach area on the east also has its own sense of community. There are mostly year-round homes and limited low cost housing. The only business is a storage facility. Recreational facilities include Morse's Cove boat launch and fishing at the end of Old Ferry Road. Fort Nobel at the end of the Fiddlers Reach Road is an historical site.

These areas were designated as suitable for growth in the 1992 Plan. This plan has now been realized. These two areas experienced the largest percentage of growth in the last decade. The Clifford road area has been built up with individual low to moderately priced family homes and manufactured homes. The Fiddler's Reach area has been built up with subdivisions made up of higher priced single-family homes.

The northwest tip of Town in Winnegance is the most severely limited area in Town in regard to availability of ground water. According to the Woodard and Curran Study (see discussion in Ground Water Chapter) it is Ground Water "Low Volume Watershed" Area #1. On an annual basis, it is estimated that the wells there are now pumping 43% of locally available water (any area where 25% or more of available water is extracted is considered overdrawn). At the same time, this area has the best soils for standard septic systems in Town.

Meadowbrook

Brightwater, a summer colony and the "Basin area" lie in the west side of the Town, along the eastern shore of the New Meadows River. They include a section of the largest remaining contiguous undeveloped open space south of Rockland and make the single largest contribution to Phippsburg's rural character.

There is a feeling of community among the residents even though there are no community activities. About 25% of the homes are seasonal. Businesses include a campground, a construction and foundations firm along with that of a plumber, and a distributor of paper products. These all have their offices at home.

Recreational facilities include a campground and a Town boat launch, both salt and fresh water fishing, ice-skating on a pond and a trail for ATV's.

An historical site is Indian Rock at the campground with a grinding hole for grinding corn, which was moved from Parker Head.

The area has experienced moderate growth in the last decade along the shoreline and the river side of the Basin. Soils are good for septic systems, and the water supply is not yet being overdrawn.

Stoneybrook

The view from the Main Road (Route 209) over Dromore Bay and the Center Church is the landmark that defines Phippsburg for many tourists.

There are old and new family homes along Stoneybrook Road with land still available for individual house lots of 40,000 square feet. It, too, has reasonably good soils; however, there are many outcroppings and wetlands. There are two Ground Water "Low Volume Watershed" areas, #2 and #7. "Low Volume Watershed" area #2 is a coastal watershed, which runs all the way along the shore. "Low Volume Watershed" area #7 is between Stoneybrook and Meadowbrook and is currently drawing 27% of available water.

Ashdale

Ashdale is the most undeveloped area in Phippsburg. The only area developed is in the vicinity of the "Y" at the intersection of Main Road and Sebasco Road at the head of North

Creek. Its lands lie on both sides of Main Road (Route 209). The undeveloped lands in the northwest continue into the “Basin area,” and the lands to the east run to the edges of the Parker Head area and in the northeast to Sam Day Hill. There are homes and businesses on large lots running between 4 and 20 acres along the Main and Popham Roads.

The Town owns 300 acres of “back land.” There is no access to them; however, they are a valued natural area with a hiking trail extending through them.

There is a feeling of community among family and friends. Businesses include cabin rentals, a gift shop and a working farm with a take-out stand. There are multiple outdoor recreational opportunities. The Ashdale School House is an historical site

Phippsburg Center

The Center is most certainly an old Historic Village. It is the location of the Phippsburg Congregational Church, Phippsburg Historical Society, a number of historical homes (including the Spite House built in 1774), the site of the Minott Shipyard and the famous 250-year-old Linden Tree. It also contains the Municipal Center consisting of the Town Office, Fire Station, Elementary School, Albert F. Totman Library and the Municipal Parking Lot. There is a feeling of community but “not close like the old days.” Businesses include the general store, bed and breakfast in a historical home, and a specialty farm stand. South of the Center are two seasonal seafood businesses. Recreational facilities include a boat launch.

The Phippsburg Land Trust has acquired 250 acres of woodland on the east side of Center Pond and it is now preserved as open space. Additionally 73 acres on the west side of Route 209 (Main Road) are in a conservation program.

The village core is densely settled, and because of the unsuitable soils and the high density, it is likely that there are wastewater pollution issues. The village core cannot be expanded unless a community sewer system is installed preferably at no expense to the Town. Preservation of the village character is highly important.

Parker Head

Located south of the Center and east of Route 209, Parker Head has four distinct geographic areas: Parker Head Neck, Parker Head Village, Sam Day Hill Road and Cox’s Head.

The sense of close community has diminished over time. However, there are potluck suppers and an annual open house at the Cliff House. There is some seasonal housing but most dwellings are occupied year-round. There is one furniture repair shop. There are several boat moorings and good fishing. Historical sites include the Cliff House (the old Parker Head School), an old church site and the old Mill Pond, which was once used for ice cutting in the winter, and wharves to load ships with the ice. The Mill Pond is now tidal and a potential productive shellfish bed.

This area is in the Kennebec Shore watershed area, which is a Ground Water “Low Volume Watershed” area all along the shore. The Parker Head and Sam Day Hill areas are in a watershed with an adequate ground water supply.

Parker Head Neck located along Captain John Parker Road is a newly developed area that has experienced a high rate of growth. Residences are very large, on large lots, with private road access. The area overlooks the Kennebec River.

Parker Head Village is an old settlement on small lots with minimal setbacks. An historic village core was built before the coming of automobiles. The approach from either side consists of a narrow winding road unsafe for multi-axle trucks or RV's. The Mill Pond, which is potentially a productive shellfish area, is now closed due to high bacteria counts. The soils are poor, probably creating some unsafe septic run offs. This area cannot be expanded unless the roads are modified and community septic systems are installed.

Sam Day Hill Road area contains the legally closed landfill, and now is the site of the Transfer Station and Sand/Salt Storage Shed.

The area, melding into Parker Head Village, has good soils for septic systems and has experienced moderate growth.

There is a strong sense of a friendly community of year-round homes. The only business is a construction yard. Opportunity for recreational activity is provided by trails, along with hunting and fishing. The old cemeteries there are historical sites.

Cox's Head is located south of Parker head, including the northern half of Atkins Bay. This coastal section has recently experienced moderate growth. Popham Circle members, who were interviewed for a profile of Cox's Head, indicated that the summer and winter people mix quite well and tend to participate in community activities in Popham.

Historical sites include the Old Stone Schoolhouse.

According to the Maine Department of Inland Fish and Wildlife, most of Cox's head is High-value Significant Wildlife Habitat and a roosting site for migratory shorebirds. (See Wildlife Habitat Map in pocket).

The area includes two Ground Water "Low Volume Watersheds": #17, drawing 38% of its available water and the Coastal #2, drawing 29%, with potential salt-water intrusion problems.

Popham

The majority of the Popham area is owned and managed by the State Department of Conservation. It is, of course, the home of Popham Beach State Park, site of the Popham Colony, and Fort Baldwin. A major archeological dig associated with the Popham Colony is currently ongoing in the area.

In Maine, Popham Beach State Park is second only to Sebago Lake Park in popularity and number of visitors. Over a quarter of a million people visit the three State sites each year, mostly between July 1 and Labor Day, up to 8,000 people per week. The greatest problems, the solutions to which elude Town and State officials, are parking and traffic on peak summer days. The areas set aside for parking do not meet peak summertime demand.

The Popham Village Core community consists of small lots that are of mixed use with many well points, some dug. It was originally only a summer colony. Many cottages in the core area are now being enlarged and converted to year-round dwellings. There is very little room for expansion. It is designated a Village District under Shoreland zoning.

There is a great sense of community among the residents at Popham together with most of the residents of the Cox's Head area. Community activities are provided by the Popham Beach Improvement Association, the Popham Circle, the Popham Chapel (seasonal), the Popham Library (seasonal) and the Popham Beach Boat Owners Association. These groups run fairs, auctions, art shows, potluck suppers, concerts, and the celebration of Flare Night and the Popham Thanksgiving.

Businesses include a restaurant and motel, a general store, a charter fishing business, rental cottages, several bed and breakfasts, and camping. Also the Town Wharf serves several lobstermen and shellfish harvesters. Historical sites include the site of the Popham Colony, Fort Popham and Fort Baldwin. This is also the site where the *Virginia*, the first English sea-going ship to be built in America, was built and launched.

The area has already experienced water shortages and salt water intrusion. It is in the Kennebec Watershed, which is Ground Water "Low Volume Watershed" Area #2, where on the average 29% of the available water is being withdrawn annually.

Small Point

Cape Small, located on the southern tip of the peninsula, is the "Gold Coast" and is rich in cultural and natural resources. There are many historical homes, two large camp grounds, Bates-Morse Mountain Conservancy, Seawall Beach, Head Beach and a number of marine related industries and significant shellfish areas.

The historical sites include the site of the Augusta Colony in the early 1700's; an Indian burial ground (the crew of the Hanover, a coal coaster that washed ashore on Seawall Beach during a storm, is buried there); Morse Mountain, a WWII site; the linden tree in front of the Percy House, the Alliquippa House, and the ice pond in front of William Wyman's house.

There are more seasonal homes than year-round homes. Activities include those of the Small Point Baptist Church, the Small Point Club, the sailing club, the seasonal Small Point Summer School and the Bodwell Grange. The residences are sometimes on small lots, or along the road on one or two acre lots. There is a private seasonal water system.

Businesses include two bed and breakfasts, a seasonal restaurant, two campgrounds, a lobster pound and two seasonal stores.

Public recreation includes The Bates-Morse Mountain Conservancy. There is hiking available to the beach and the top of Morse's Mountain with a few private rental summerhouses. Limited parking is free at the conservancy; a parking fee is charged for access to Head Beach. In spite of the many residences, there is still considerable open space.

The area has fair soils for septic systems with reasonably available ground water. Two out of the three watersheds are meeting demand. However, the third, #27, on the western edge draws 24% of available supply (any area where 25% or more of available water is extracted is considered a Ground Water "Low Volume Watershed"). The availability of a summer water system reduces the stress on the wells but not on the system.

The shore and the Morse Mountain area are mapped as High Value Waterfowl and Wading Bird Habitat by the Maine Department of Inland Fish and Wildlife. The Morse Mountain area, owned by Bates College, is a protected area.

West Point

Northwest of the Small Point Peninsula, separated by Totman Cove, is the West Point Peninsula. The Village Core is a densely settled former fishing village with many small homes on very small lots situated on bedrock. There are both year-round and seasonal homes.

Historical sites include the old dance hall made over into apartments, the West Point Nazarene Church, and the old West Point school house next door. Recreational facilities include the Cat Cove boat launch. There are several businesses, summer rental units, a restaurant, a boat building business, two wharves where lobsters are sold and a carpentry business.

The water supply is limited. The whole peninsula is Ground Water “Low Volume Watershed” Area #9 where the present wells are drawing, on the average, 37% of the available supply.

Soils are not suitable for septic systems. In fact, soil is trucked in for systems from areas outside of Town or holding tanks are used. The land areas and soils bordering the West Point Road from the Sebasco Road to the Village Core, including Holland Drive, are more suitable for septic systems, but the entire West Point area is a Ground Water “Low Volume Watershed” Area.

Septic systems are located much too close to wells in the village core area. No one complains, but there is evidence of a serious pollution problem. Recently a property owner installed a reverse osmosis system for desalinating ocean water along with a new zero discharge septic system which uses ultra-violet light to treat the sewage. A community septic system should be considered for the Village area. The village core area cannot expand unless a community water and sewer system is installed.

Recreation includes hunting and fishing. The Totman Cove Preserve, a Town owned property, includes the beach at the head of Totman Cove and portions of North Creek. The property is open to Phippsburg residents, taxpayers and their guests for swimming, hiking and fishing.

Sebasco

Further north on the west side of the Phippsburg peninsula, extending to the Meadowbrook/Basin area, is the Sebasco area. Its official post office designation is Sebasco Estates. It has two distinct sections, one in the south, a residential and resort area and the other in the northern section, which is a working fishing village. The fishing village has housing affordable for working families.

There is a feeling of community in the fishing village area particularly associated with activities at the Sebasco Nazarene Church. There have been some additional low-cost modular houses built recently. Businesses include seasonal restaurants, two seasonal resorts, a boat repair and maintenance yard, a commercial bait business that supplies bait to the lobstermen of the area, an excavation business, a carpentry business and two commercial fishing wharves.

Recreational facilities include a golf course and outdoor recreation opportunities including hunting, fishing and hiking.

Historical sites include a boat-building yard where Charles Gomes built Small Point Class One design sailboats and old Indian clamshell heaps.

The soils are adequate for single home septic systems and availability of water is not an issue. Sebasco village is a working fishing village with active commercial businesses. The waterfront has not yet experienced encroachment by seasonal residential structures.

This is a village area that could be extended consistent with the present patterns. The soils are good for septic systems, and water is reasonably available with dug wells giving way to drilled wells.

OWNERSHIP

Who owns the land in Phippsburg? In 1989 non-residents owned 54%, more than half of the property. In 2001, ownership was about evenly split. Ownership of shoreline property remains constant. Non-residents own more than 75% of shoreline frontage while residents own only 23%.

ELU TABLE-1
OWNERS OF PROTECTED OPEN SPACE

Owner	Acres	Percent
State Bureau of Parks	1,017	5.7%
Other Department of Conservation	993	5.5%
State of Maine Housing Authority	1	
US Government	12	0.1%
Public Utility	10	0.1%
Bates-Morse Mountain	627	3.5%
Nature Conservancy	17	0.1%
Phippsburg Land Trust	388	2.1%
Town Owned	524	2.9%
Conservation Easements	155	.86%
Total	4,690	19.06%

Table ELU-1 shows that 19% of the 18,071 acres in Phippsburg are now owned by State, local or non-profit organizations. 155 acres are in conservation easement, which means that organizations hold the easements, but private landowners own the land. Also please note that the table does not include all the land protected or unlikely to be developed.

If one includes lands protected by Federal or State law, roads and wetlands, church and parsonage sites, land currently enrolled in the Tree Growth or Farm and Open Space Tax program, and mapped wildlife habitat, the total rises to 7,229 acres or 40% of the land in Phippsburg that is protected or unlikely to be developed.

**TABLE ELU-2
SIZE OF PARCELS**

Parcel Size Range in Acres	Number of Parcels	Total Acreage	% of Total Acreage
Less than 4	1,243	2,822	15%
4 - 10	337	2,134	12%
11 - 25	139	2,287	12%
26 - 50	63	2,226	12%
51 - 100	45	3,473	19%
More than 100	26	5,530	30%

Table ELU-2 shows that 61% of the land in Phippsburg is in parcels of 26 acres or more. Almost one-third is in parcels 100 acres or more. This means that if and when these parcels are developed they will probably either be developed in large lots or be reviewed under the Town's Subdivision Ordinance.

COMMERCIAL LAND USE

There were 1,017 acres devoted to commercial activity in 2000, up from 947 in 1989. This activity consists mainly of home businesses, service stations, food and variety stores, gift shops, restaurants, B and B's, campgrounds, rental cottages, farm stands, wholesale and retail seafood, commercial fishing and supporting marine businesses, and the sale of wood. These are all low impact businesses. There are currently no light or heavy manufacturing industries in Phippsburg.

Fishing Industry and Land Use (See Marine Resources Chapter for more detail)

Fishermen do not use much shorefront, but it is essential for their business to have access to the shore for unloading, marketing their catch and storage. At present several piers and wharves along the shore adequately serve the current fishing fleet. Shellfish harvesting is currently in a recovery state as a major effort was put forth in the early 1990's to open closed flats. Potential conflict with new residences and parking is a problem.

Forestry and Agriculture (See Forestry and Agriculture Chapter for more detail)

The commercial forestland consists of 2,200 acres, approximately 1,500 acres of which are in the Tree Growth Program. Most of these forests tend to belong to small woodlot owners who use the resources for sale as firewood, saw logs and pulpwood.

Although the Tree Growth law encourages management of forest for timber production, owners have an additional range of objectives for their forests, such as wildlife conservation, provision of fuel wood supply, and maintenance of open space and recreation.

One small commercial farm is presently in Phippsburg. The remaining agricultural activity is conducted by small part-time farmers raising horses or cattle. There are some farmland soils located in the Sebasco – Basin area. Their current use is as woodland.

TOWARD A FUTURE LAND USE PLAN

(Please see Future Land Use map in the attached pocket)

GROWTH RATES AND PROJECTIONS

One of the reasons for establishing this Comprehensive Plan is to accommodate the likely amount of new homes in a way consistent with the goals of the Community. It is not known, of course, exactly how many new homes will be constructed over the next 15 years.

However, based on a review of records over the past 10 years, we will assume that the growth rate during the next 15 years will be much the same as it has been during this period.

We will now show how many dwelling units we can accommodate assuming current rates of growth and existing ordinances. In the next section we will propose measures intended to help us achieve the goals that we, as a community, have agreed upon.

Table FLUP-1 shows growth in housing units in the last 20 years and the projected rate of growth and the estimated number of new dwellings by 2010 and by 2020.

TABLE FLUP-1
GROWTH AND PROJECTED HOUSING UNITS 1980 - 2020

Census Year	Dwelling Unit	New Dwelling Units
1980	1,056	N/A
1990	1,224	168
2000	1,552	330
2010	*1,919	*365
2020	*2,321	*403

* indicates estimates

Between the census years 1980 and 1990, Phippsburg added 168 new housing units, for an average of 17 units per year. Between 1990 and 2000, 330 new units were added for an average of 33 new units per year. In both decades, the number of units per year fluctuated. These numbers are available in the Code Enforcement Office.

Projecting from the trends of the last 20 years, we estimate that by 2010 there will be 365 new housing units and by 2020 an additional 403 units. For the sake of simplicity we will consider the “planning horizon” for this plan to be 2020. Therefore we should plan for 403 new units.

The next question to ask is: how many dwelling units can the peninsula of Phippsburg accommodate? The Land Use Committee counted potentially available lots using the 2001 Phippsburg Tax Maps. It applied existing codes, regulations and lot size requirements after discounting land that is not buildable due to wetlands, steep slopes, shore land zoning and public ownership. The figures in Table FLUP-2 represent the total number of lots that Phippsburg can support in keeping with present ordinances.

The numbers of potential lots were determined by examining present parcels. Parcels of 4 acres and under are likely to be developed in one acre lots, parcels of 5 to 15 acres were

considered able to support a minor subdivision of 5 to 7 one acre house lots, and parcels over 15 acres could be divided into 2 acre house lots as part of a major subdivision.

TABLE FLUP-2
AVAILABLE HOUSE LOTS IN GEOGRAPHIC AREAS

Area	Parcel size 4 acres or less	Parcel size 4 to 15 acres	Parcel size greater than 15 acres	Total number of possible lots
Winnegance	57	109	453	619
Stoneybrook	12	54	249	315
The Center	22	30	379	431
Parker Head	132	89	457	678
Popham	60	42	14	116
Small Point	73	171	343	587
Ashdale	23	67	390	480
West Point	25	85	131	241
Sebasco	10	41	237	288
Meadowbrook	38	47	180	265
Total	452	735	2,633	3,732

ANALYSIS

It appears that Phippsburg could accommodate the 365 dwelling units projected by 2010 under the assumption that growth would continue at the same rate as in the last decade. This projection is undoubtedly a conservative estimate.

We have enough available land. Residential growth is likely in the areas where there already has been growth, Winnegance, Stoneybrook and Parker Head. (See Affordable Housing Chapter to locate areas of current growth.)

If we comply with State guidelines that 10% of new dwellings should be in the affordable range, then by 2010 there would have to be only 37 new houses on lots in this range.

Compliance then appears achievable.

PLANNING UNCERTAINTIES

There are other possibilities that would affect the rate of growth. If the economy would support it, landowners of large acreage could decide to fully develop their property to the extent allowable under our present ordinances. In that case we could see 200 units added yearly.

In certain areas where the capacity of the soils to treat sewage is already stressed or where the ground water withdrawal is approaching the limit, public water and wastewater collection and treatment could be demanded. In that case they would have to be provided by the developer or pressure would be applied to the Town. Once they were provided, more units could be built on smaller lots. At that point, growth would accelerate and there could be 2 to 4 units per acre, or more.

We know that the general trend is for the population to move up the coast. It is reasonable to expect that Phippsburg will attract increasing attention because it is such a desirable place in which to live. Coastal land is in extremely high demand as is land adjacent to the coast.

How likely are these possibilities? We do not know. People who own land now would have to sell lots. Some new buyers would have to install reverse osmosis water systems and new land conserving septic systems. The consequences of development would eventually be self-limiting because the desirability of land decreases as the density increases, but at what point would this happen and at that point would Phippsburg still be rural?

EXISTING LAWS

The following is a brief synopsis of existing ordinances intended to manage growth. Full texts are available at the Town Office.

Land Use Ordinance - Enacted June 5, 1993 (Amended through 2004)

Building permits are required for all structures, including manufactured housing, valued over \$1,000.

Business permits are required for all new businesses or commercial buildings, except home businesses. The ordinance require a joint public hearing and permit from the Selectmen and the Planning Board. The standards for approval are generally similar to the Site Review Ordinances of other towns.

Lot Size - Dimensional Standards

- All lots shall be a minimum of 40,000 square feet unless they were an existing lot of 30,000 square feet on May 17th, 1999.
- Such lots shall have road frontage of not less than 150 feet.
- Dwellings shall be set back at least 75 feet from the center line of State and Town maintained roads, 50 feet on all other roads, and not less than 20 feet from adjoining property.
- No building may exceed 35 feet in height from the mean original grade on the downhill side and be no higher than 20% above the highest existing dwelling height located within 300 feet.
- Buffer zones between commercial or nonresidential buildings and residential structures shall consist of a minimum side and rear yard distance of 100 feet.
- Establishments offering musical entertainment, motels, mobile home parks, kennels, industrial uses and shopping centers shall have minimum rear and side yard buffer zones of 150 feet from the nearest residential lot line (lesser buffers may be approved by the Planning Board).

Analysis

While we do not have zoning beyond the Shoreland Zone, the dimension standards of lots are as stringent as those of many updated Zoning Ordinances. However, since there are no other zones, there are no specific standards to serve purposes other than the protection of the

shoreland area. For example some towns want to protect their historic villages. They then establish setbacks and lot sizes which are consistent with the pattern they wish to preserve. Another example is a ground water protection zone similar to our “Low Volume Watershed” areas. To protect the quantity or quality of the groundwater in these areas, special performance standards relating to conservation or protection measures would have to be promulgated.

An interesting standard not frequently found is that no building or vegetation may deprive neighboring properties from solar access. Building or vegetation must not cast a shadow on south-facing windows or other solar collecting devices measured on the shortest day of the year, December 22.

Subdivision Ordinance - Enacted June 21, 1990 (Amended through 2004)

The purpose and criteria of the Town’s subdivision ordinance are the same as those of the State law. The provisions most relevant to this Comprehensive Plan are the following:

- Aesthetic, cultural and natural values: The proposed subdivision will not have an undue adverse effect on the scenic or natural beauty of the area, aesthetics, historic sites, significant wildlife habitat identified by the Department of Inland Fisheries and Wildlife or the municipalities, or rare and irreplaceable natural areas or any public rights for physical or visual access to the shoreline;
- There is a provision to have developers identify every wetland regardless of size;
- The developer must establish an escrow account of \$50 per lot in order to engage independent consulting services if directed by the Planning Board;
- There is a requirement to retain common land and natural or historic features. In a major subdivision the developer has to set aside 10% of the total area, which can not be less than one acre, for common land. The requirement can be waived if all lots consist of 10 acres or more;
- When a proposed subdivision is located on waterfront land, a portion of the waterfront area shall be included in the common land for use by residents of the subdivision. The land so reserved shall include at least 100 feet on the waterfront;
- The minimum lot size for a major subdivision is 2 acres of buildable land;
- Variances for new septic systems if the soils are not suitable for standard systems, are prohibited;
- Cluster developments are permitted.

Floodplain Management Ordinance - Enacted June, 1998

Building in special flood hazard areas designated on 1986 maps requires a permit from the Code Enforcement officer. Buildings have to meet certain flood proofing standards.

Shoreland Zoning Ordinance - Enacted June 1993 (Amended through 2004)

The Shoreland Zoning Ordinance applies to land 250' from major water bodies, coastal and freshwater wetlands, and 75' from streams. It was developed in accordance with State law and guidelines. It is more stringent than the State guidelines in the following sections.

- In defining areas to be included in the *Resource Protection District*, which is the most protected zone of the Shoreland Zoning Ordinance, the Phippsburg ordinance includes the following areas which were left optional in the guidelines: important wildlife habitat, natural sites of significant scenic or aesthetic value or areas designated by Federal, State or Municipal governments as natural areas of significance.
- There must be designated *Village Districts*, which include two or more contiguous acres of mixed light commercial and residential uses.
- There must be designated *Resource Conservation Districts*, which are “those areas that otherwise would be assigned to protection zones because of generally poor soils or to protect the scenic character of the community, but where limited development can be allowed without violating the purposes of the ordinance.”
- The Shoreland Zoning Ordinance prohibits conversion from seasonal to year-round dwellings in the *Resource Protection District*.

Standards

There are some interesting requirements for the *Resource Conservation District*, including:

- On site inspection of premises by at least three members of the Planning Board;
- At least 10,000 sq. feet of soil that is suitable for subsurface waste water disposal;
- Suitable soils at least three feet in elevation above any inland wetland or flood plain area, and the drainage area placed at least 150 feet back from the normal high water mark;
- Minimum lot size of at least 2 acres and a minimum setback of 125 feet from the normal high water mark.

Both the State guidelines and the local ordinance require that any structural activity or soil disturbance on, or adjacent to sites listed on, or eligible to be listed on the National Register of Historic Places or other mapped historic or prehistoric places shall be submitted to the Maine Historic Preservation Commission for review and comment at least 20 days prior to action.

Also, among the required findings that the Planning Board must make are that the development in question will protect archeological and historic resources as designated in the Comprehensive Plan.

Analysis

The Town has worked very hard making maximum use of the Shoreland Zoning Ordinance. Also the *Resource Conservation District* provides opportunities to extend protection for special resources including shellfish, groundwater or special wildlife habitat or natural areas.

PUBLIC OPINION

Another important input to the formulation of the Future Land Use Plan is public opinion regarding the present land use controls and the wishes of the residents for the future of Phippsburg.

Public opinion was sought through various means throughout the preparation of the Comprehensive Plan. The following is a summary of the public opinion survey sent to all residents and taxpayers in the spring of 2001. The rate of response to the mailed survey was 34%, about the norm for this type of survey.

The responses presented here indicate a majority of responses to each question. When there was more than 60% agreement on a question relevant to the Future Land Use Plan, it is reported below.

The questions, together with options offered, are included because the Committee noted that answers can be influenced by wording.

When the total of responses from both residents and non residents differed by more than 4 points, the totals are compared.

Question 1. What are your preferences as to the type of housing would you like in Phippsburg? (Options were Strongly Encourage, No Opinion, and Discourage.)

		<u>Total</u>	<u>Residents</u>
Single Family Homes	Encourage	93%	93%
Mobile Home Parks	Discourage	77%	73%
Multi-family units	Discourage	66%	65%
New Apartment Buildings	Discourage	81%	80%

Question 4. Would you favor small community septic systems in village areas that have no room for normal septic systems? (Options were Yes, Unsure, and No.)

Yes 60%

Question 7. How would you rate the current adequacy of the following services? (Options were Very Satisfied, Satisfied, No Opinion and Dissatisfied. Also, Very Satisfied and Satisfied were combined.)

Access to Public Waters	Satisfied	80%
Historical Preservation	Satisfied	65%
Land and Wetland Conservation	Satisfied	72%

Question 8. Do you favor establishing areas in Town that would prohibit (sic) Commercial development? (Options were Yes, Unsure and No.)

	<u>Total</u>	<u>Residents</u>
Yes	67%	59%

Question 12. How important is each of the following to your choice to live in Phippsburg? (Options were Very Important, Somewhat Important and Not Important. Also Very and Somewhat Important were combined.)

	<u>Total</u>	<u>Residents</u>
Affordable Housing	72%	83%
Commuting Distance to work or other opportunities	61%	73%
Reputation of Schools	58%	67%
Rural Quality of Life"	98%	98%
Small New England Village	95%	95%

Question 13. How important is it to provide the following? (Options were Very Important, Somewhat Important, Not Important and Discourage. Also, Very and Somewhat Important were combined below.) Ranked Important were:

Freshwater Access	87%
Salt Water Access	93%
Wildlife Preservation	96%

Question 15. How should Phippsburg respond to prospects for growth for each of the following? (Options were Encourage Growth, Oppose Growth, and Prohibit. Since there was quite a difference between opposing and prohibiting they were not combined. However, the reader might think it appropriate to combine them and consider the response "Opposed".)

		<u>Total</u>	<u>Residents</u>
Bed and Breakfast- B&B's	Encourage Growth	82%	80%
Homebuilding Trades (carpentry, etc.)	Encourage Growth	86%	87%
Child Care Centers	Encourage Growth	84%	85%
Farms	Encourage Growth	95%	95%
Marine Resources (Fishing Industries)	Encourage Growth	85%	85%
Sit Down Restaurants	Encourage Growth	73%	78%
Tourism	Encourage Growth	65%	52%
Gas Stations	Oppose	73%	76%
	Prohibit	12%	9%
Heavy Commercial/Industrial	Oppose	43%	45%
	Prohibit	49%	45%
Mini-Storage Buildings	Oppose	51%	55%
	Prohibit	28%	22%
Resort Hotel/Motels	Oppose	47%	46%
	Prohibit	24%	24%
Restaurant – Fast Food	Oppose	45%	42%
	Prohibit	39%	40%
Large Retail Stores (Big Box)	Oppose	26%	25%
	Prohibit	71%	72%
Microwave and Telephone Towers	Oppose	38%	34%
	Prohibit	36%	32%

Question 16. Which of the following methods do you support to balance growth with the preservation of important natural areas? (Options were Strongly Support, Support, No Opinion and Do Not Support. Also, Strong support and Support were combined.)

	<u>Total</u>	<u>Resident</u>
Private Donation of land or development rights	85%	83%
Land Trust or Conservation Easements	83%	78%
Town Purchase of Land (remain open space or low impact recreation)	82%	79%
Current Use Taxation	68%	65%
Zoning into fast growth, no growth areas	60%	56%

Question 24. Which do you support in order to control sprawl? (Options were Strongly Support, Support, Unsure and Do No Support. Also, Strongly Support and Support were combined.)

	<u>Total</u>	<u>Resident</u>
Use different minimum lot sizes in growth and no growth areas	65%	59%
Establish Land Use Zones that would allow only certain uses within the zone such as residential zones, agriculture zones or mixed use, etc.	75%	68%

Question 27. Would you favor designating certain views in Phippsburg as local Rural Historic Views and give them local protection by ordinance, so that structures could not be built to obstruct views of those areas? *Note: Two such areas mentioned by residents include Route 209, from the Post Office to Phippsburg Center and the view from Robinson’s Rock (the Bumper) in Sebasco.* (Options were Yes, Unsure and No.)

	<u>Total</u>	<u>Resident</u>
Yes	73%	69%

Question 28. Would you favor an historic preservation ordinance to protect historic properties? (Including the five local structures that are now listed on the National Historic Register-Coldspring Farm at Fiddler’s Reach, the McCobb House at Phippsburg Center, the Stone Schoolhouse at Cox’s Head, Stonehouse Manor at Popham and the Joseph Manley Cottage at Small Point, archaeological sites, rural landscapes and rural views. The National Historic Register designation does not protect from alteration or demolition. These structures must be protected locally. At present, there is no local protection.)

	<u>Total</u>	<u>Resident</u>
Yes	78%	73%

FUTURE LAND USE PLAN PART I

GROWTH MANAGEMENT

INTRODUCTION

This chapter is the culmination of all the Comprehensive Plan chapters that preceded it.

In December 1999, the Selectmen of the Town of Phippsburg voted to update the 1989 Comprehensive Plan. This decision was made so that the Town could plan and guide the future development of this special peninsula.

After more than 40+ consistently well attended meetings of the Main Comprehensive Plan Committee, 50+ meetings of the Land Use and Transportation Committee, two sets of public meetings in each village area, two public opinion surveys and in-depth interviews with key community leaders, the Comprehensive Planning Committee has proposed the following Plan for Future Land Use and Growth Management in the Town of Phippsburg.

The Land Use and Sprawl Committee have done its best to address the “10 State goals” while mindful of its assessment of the will of the Townspeople.

ISSUES DISCUSSED

Considerable discussion occurred in regards to managing the rate of growth. The rate of growth is the increase in residential units in a given period of time. Usually it is reported annually. The rate of annual growth is compared by decades in the previous chapter, Toward a Future Land Use Plan. Limiting growth through growth caps and designating certain areas “no growth,” “slow growth” or “fast growth” were considered.

Arguments for growth districting were presented. Chief among them was that in some areas growth would jeopardize rural character and compromise open space and ecologically sensitive areas. However, through districting the regulations could be tailored to the resource the Town may want to protect. Some examples of these resources are Marine Resources, Recreational Resources, and Wildlife Corridors.

Various methods were considered. One proposed was to establish districts and assign different growth rates in accordance with the goals of the Town. This would have meant town-wide districting or zoning where permitted activities, minimum lot sizes, and special standards would have varied in accordance with the goals of the districts.

The Comprehensive Planning Committee did not feel that at present the rate of growth of on an average 36.5 building permits per year justifies significant change in the present land use controls. Arguments against a growth cap or growth districting included its complexity, short term political resistance and possibly long term unanticipated negative consequences. It was feared that potential developers would take advantage of a looming growth cap and hurry to develop available land, or demand to repeal the growth cap and if successful it would result in even more rapid and detrimental growth.

Then too, the idea of allowing houses to be closer together on smaller lots, or clustered, is inconsistent with the present pattern of development up to the year 2011. This pattern,

established by requiring a minimum lot size of at least one acre, contributes to the rural character which the Town so clearly wants to protect.

The Committee did not sense an imminent threat from “sprawl.” The current pattern of development along the major roads is acceptable and not considered sprawl.

The Committee suggested adding a negotiating provision which allows for subtracting identified wildlife habitat, wetlands and flood plains from the area to be subdivided. This provision was thought to be adequate for the life of this plan to manage anticipated growth.

Phippsburg is a small town. The agreed upon goals and the information displayed on maps provided through the comprehensive planning process can accomplish the objectives of growth management without imposing a complex overlay of zoning districts.

In regard to protecting rural land, the position of the Committee is that 29.5% of the 18,000 acres of land in Phippsburg which is already protected is an unusually high percentage and is more than adequate to assure the continued existence of rural open space. The existing natural constraints, such as ledge, wetland, and steep slopes will assist to control anticipated development over the next 10 years.

This position is considered adequate to protect the rural character of the Town for the next ten years. Should the assumption of slow growth prove to be erroneous, the Town’s voters could declare a moratorium in order to establish necessary controls to slow down or regulate rapid growth.

SUMMARY FINDINGS

1. In the 1989 Comprehensive Plan the northern parts of the peninsula, Clifford Road, Stoneybrook and to a lesser extent Fiddler’s Reach were designated as future residential growth areas.
2. Owing to suitable soils and reasonably priced lots, the large amount of growth in the last decade took place in these areas.
3. Existing land use analysis contained in the previous chapter shows that there is adequate, suitable land to accommodate the projected 365+ new dwellings, including affordable housing units, in these northern sections of the Town in the next 6 years.
4. There is no public or municipal water and sewer system in these areas.
5. Commercial land use is dispersed throughout the Town. There are many home businesses and a few free standing operations along the northern section of Main Road. The Town finds this type of growth acceptable and does not wish to interfere with it.
6. The retail needs of the residents in and the visitors to Phippsburg are generally satisfied in the easily accessible surrounding communities.
7. There is an established pattern of development along the roads and in the village core areas. This pattern is consistent with what the people consider to be the rural character of the Town and one which they wish to have continued.

8. Phippsburg has ten unique geographic areas with their own separate identities. Six of these have core village areas which reflect their historic patterns of use. They provide an important sense of place and community. The goals and implementation strategies in this Plan are tailored to preserve them.
9. Not all of these villages can be expanded to accommodate more commercial or residential growth. Importantly, they were developed before the advent of modern water using appliances. In certain areas residents are withdrawing more water than rain is recharging. Additionally, the soils in these high-density village cores are exceeding their ability to process waste, and at times wells are too close to leach fields.
10. The survey related to the Comprehensive Plan indicates that 60% of respondents favor community septic systems in villages where there is no space for individual on-site waste water systems.
11. If present setback and lot sizes in some of the traditional village core areas may not be safe, a growth area around each village core, with minimum lot sizes of 20,000 square feet and perhaps 50 foot setbacks from the road, might be acceptable in some of the village core areas, if a community water system is provided, preferably at no cost to the Town.
12. The existing land use ordinance, building permits, business permits, lot size dimensional standards, the shoreland zoning ordinance and the subdivision ordinance have been reviewed and updated by the Town. During the past 5 years 178 new dwelling unit permits have been approved and currently there are two subdivisions with a total of 79 new dwelling lots under consideration and more subdivisions are expected to be requested in the near future. These changes in Town growth require a review of the Town ordinances as necessary to manage growth and to preserve the rural character of the Town.

THEREFORE

POLICIES REGARDING GROWTH AREAS

1. There is no need to interfere with market forces already directing additional growth to the Winnegance Area.
2. Home businesses will be encouraged along existing roads and in village cores. Investigate limiting the location of light commercial businesses or increasing the setback and buffer distance requirements.
3. Affordable multiple unit housing will be encouraged in the Winnegance Growth Area.
4. Commercial retail structures and parking lots must comply with current State regulations.
5. Extending Village core areas in the traditional pattern is possible provided that community water and waste treatment facilities are available at no cost to the Town and set backs meet safety standards established by the Road Commissioner, Fire Chief and Police Chief.

6. If the Town can demonstrate that the goals of this Plan are being threatened, the Selectmen should initiate a building moratorium in order to gain time to examine the threat and, if necessary, determine appropriate measures to counter it.

Action Steps to Implement Policies Regarding Growth Areas

1. The Shoreland Zoning and Land Use Ordinances should be amended to create Village Core Districts with special standards appropriate to each.

The purpose of Village Core District designations is to preserve and continue the pattern of development, the existing 19th century layout, historic buildings and traditional access for commercial fishing in each and to manage growth so each village core follows its special plan. Each core area may also be designated an historic district through a preservation ordinance which would be proposed by the Historical Commission.

Core areas might include mixed light commercial and residential uses. These include the village cores of Winnegance, the Center, Parker Head, Popham, West Point and Sebasco. The Ordinance Committee, working with the seasonal and year-round residents in each village, could determine the exact size of these cores.

A special standard for each village could be to reduce lot size, but if so, require central or community water and septic systems at no cost to the Town. The subdivision ordinance could be amended to permit smaller lot sizes than is currently the case.

When considering set back distances, the Road Commissioner, Fire Chief and Police Chief should be consulted to assure both feasibility and safety.

2. The Land Use Ordinance should be amended to require that commercial retail structures and parking lots comply with current State regulations.

POLICIES REGARDING RURAL PROTECTION AREAS

The Town of Phippsburg has already set aside a large percentage of valuable natural resource and open space land. This area is protected through public or private ownership conservation easements, shoreland zoning resource protection and participation in the deferred tax programs of tree growth and open space. The numbers of acres thus protected are shown in the table below.

TABLE GM-1
ACRES OF LANDS PROTECTED

Means of Protection	Estimated Current Acreage
Federal	12
State of Maine	1,011
Town of Phippsburg	525
Public Utilities	330
Conservancies	644
Land Trusts	429
Private Schools	97
Church and parsonage sites	10
Non-profit	52
Common Lands	36
Enrolled in Open Space Program	12
Conservation Easements	155
Shoreland Zoning Resource Protection	900
Shoreland Zoning Resource Conservation	112
Roads, lakes, ponds, and upland wetlands	1,111
Tree Growth	1,578
Mapped wildlife habitat, wintering yards, endangered species, vernal pools, historical/archeological sites and steep slopes	214
Total	7,228

1. This protected acreage accounts for approximately 40% of the Town's 18,000 acres. 5,312 acres (29.5%) of this land cannot be retracted and used for dwelling units. Another 1,916 acres (10.5%) that is in tree growth, open space, wintering yards and endangered species habitat may be changed in the future, however no change is expected during the life of this plan.
2. The Hydrogeological Study commissioned by the Selectmen for the Comprehensive Plan identified 6 drainage areas where currently 25% or more of available water is extracted at least some part of the year.
3. Since the Phippsburg Shoreland Zoning Ordinance is more stringent than the State guidelines (see analysis under Existing Land Use Chapter), and most of Phippsburg's rural resources are located near the water, the Comprehensive Planning Committee considers the protection offered by the Resource Protection District designation sufficient to protect wildlife, steep slopes, wetlands within 125 feet of rivers and great ponds. The Resource Conservation District intended to "protect the scenic character of the community" while allowing limited development, offers a means of protecting scenic landscapes associated with major water bodies including the ocean.

Action Steps to Protect Rural Areas

1. Amend the Land Use Ordinance by adding a Ground Water Conservation District or its equivalent.

The purpose of this district or its equivalent would be to protect and maintain the drinking water supply and the recharge areas from adverse development.

They may include areas referred to as “Low Volume Watershed” areas throughout this plan. These are areas identified by the hydrogeological study where currently 25% or more of available water is extracted. Areas could be added or removed from this district as future data dictates.

Standards in this District could include:

- Uses that are known to be sources of contamination to ground water would be prohibited (in accord with the list of uses now prohibited in the Shoreland Zoning Ordinance).
 - Special water conservation devices could be required of builders in order to receive permits.
 - Special permits could be required for:
 - Any use that would render impervious 15% or 2,500 square feet of any lot;
 - Construction of a dam or any other water level control device;
 - Application of pesticides, insecticides, or herbicides.
2. Review and if necessary redefine the Shoreland Zoning Resource Protection and Conservation Area to protect the high value wildlife habitat mapped by the “Beginning with Habitat Project.”
 3. Encourage the development of an Open Space Plan to identify, link and preserve significant corridors and parcels of land that are important to the Community.
 4. The Selectmen should encourage the exploration of a wide range of non-regulatory options among owners of significant spaces, critical natural features, and wildlife habitats. Options of preserving these properties while allowing their reasonable use would be through gifts, land trades, fee ownership by the Town or non-profit, or conservation easements held by the Town, the Phippsburg Land Trust or the Phippsburg Sportsman’s Association.

Implementation Strategy for Managing the Rate of Growth

The Comprehensive Plan Implementation Committee to be established by the Selectmen upon adoption of the Plan will monitor the rate of growth and prepare a report on the progress in implementing the Comprehensive Plan to be contained in the Annual Town Report.

GROWTH MANAGEMENT BY VILLAGE AREA

The following recommendations for each geographic area are an indication of how the Committee would like to see each area manage growth. Nothing is mandated by these plans. Rather the Selectmen, Planning Board, Code Enforcement Officer, and the residents of each core village are encouraged to adopt, through a democratic process, these recommendations and to informally establish a pattern of development consistent with the goals of the overall plan and maps designed for the plan.

Winnegance

The core of the village should be considered a *Village Core District*. The Ground Water “Low Volume Watershed” Area #1 along with the moderate value wildlife habitat as mapped should be designated a *Water Conservation District* or its equivalent, with the rest of Winnegance considered a rural mixed residential growth area. Wildlife habitat, wetlands and steep slopes that pass the protection threshold of the Shoreland Zoning Guidelines of the State should continue to be designated a *Resource Protection District*.

To protect the ecological important areas in the vicinity of Meadowbrook, Winnegance Lake and Creek from the impact of undue development, Town officials should cooperate with neighboring towns in implementing the recently published New Meadows River Watershed Plan.

Meadowbrook

Except for the few subdivisions and residences, Meadowbrook should be considered a rural area. Wildlife habitats, wetlands, and steep slopes that pass the protection threshold of the Shoreland Zoning Guidelines of the State should continue to constitute a *Resource Protection District*. Scenic areas associated with water should be considered for designation as a *Resource Conservation District* under the Shoreland Zoning Ordinance.

Stoneybrook

The western part of the Stoneybrook area is suitable for rural residential growth and would accommodate affordable housing. Portions of the eastern section with mapped high value waterfowl and wading bird habitats along with an eagle’s nest should be designated a Shoreland Zone *Resource Protection District*.

Ashdale

Ashdale comprises the largest undeveloped area in Phippsburg, containing public lands, scenic views, open space, forested lands with Great Ponds and wetlands. It should be considered a rural area which contributes to the overall rural character of the Town. It affords a great opportunity for the preservation of much valued open space for hunting and forestry. Non-regulatory approaches to conservation through easements, stewardship by the Phippsburg Land Trust, and enrollment in the Open Space tax program should be explored.

The Center

The core historic village with the Church and the Linden Tree should be designated a *Village Core District*. The “Low Volume Watershed” area should be designated a *Water Conservation District* or its equivalent. Wildlife habitat, wetlands, and steep slopes that pass the protection threshold of the Shoreland Zoning Guidelines of the State should continue to constitute a *Resource Protection District*.

Parker Head

The village of Parker Head should be designated a *Village Core District*. There are three “Low Volume Watershed” areas: the entire eastern shore, the area east of Parker Head

Road and the area west of Cox's Head. They should be designated a *Water Conservation District* or its equivalent. Large undeveloped parcels should be considered rural areas. High value waterfowl and wading bird habitats both at Cox's head and in the vicinity of Duley Pond that pass the protection threshold should continue to be a *Resource Protection District* under the Shoreland Zoning Ordinance.

Popham

The village area should be designated a *Village Core District*. The area adjacent to the beaches, salt marshes and productive shellfish beds and the high value waterfowl and wading bird habitats in Atkins Bay and along the entire shore to Morse River that pass the protection threshold should continue as a *Resource Protection District* or a *Resource Conservation District* under the Town's current Shoreland Zoning Ordinance. These areas together with the State Park and the Popham Colony comprise another large rural area in Phippsburg. The "Low Volume Watershed" area west of Atkins Bay should be designated a *Water Conservation District* or its equivalent. Phippsburg considers the Popham area to be a uniquely beautiful and natural area adding to the rural character of the Town. A Comprehensive Plan goal is to protect this area, including the village, State Park lands and historic sites from substantial change and visitor overuse.

Small Point

All of Small Point is a peninsula (Cape Small), containing distinct scenic views, extensive high value waterfowl and wading bird habitats, mapped deer wintering areas, and coastal dune marsh eco-systems. It should be considered a rural area. The plentiful wildlife habitats, wetlands, and steep slopes that pass the protection threshold of the shoreland zoning should continue to be designated a *Resource Protection District* and the areas within the shoreland zone with few cottages should be considered for designation as a *Resource Conservation District* under the Shoreland Zoning Ordinance.

West Point

The Village core area should be designated a *Village Core District*. The area has already experienced wastewater disposal problems and is Ground Water "Low Volume Watershed" drainage area #9; therefore, it should be designated a *Water Conservation District* or its equivalent. Any further development near the village core would need to be conditioned on the availability of a public or community water and sewer system at no cost to the Town. The availability of aid through State and Federal programs, such as Community Block Grants (CDBG) intended for relatively low income neighborhoods for public water and sewer, should be explored.

Sebasco

Sebasco's historical marine oriented village area should be designated a *Village Core District*. As in the case with West Point, either any extension of the village should be conditioned on the availability of public water and sewer at no cost to the Town or the establishment of small subsidized decentralized systems should be explored. The Ground Water "Low Volume Watershed" area should be designated a *Water Conservation District* or its equivalent. Areas of wildlife habitat, wetlands, and steep slopes that pass

the protection threshold of the Shoreland Zoning Ordinance should continue to be designated a *Resource Protection District*.

FUTURE LAND USE PLAN PART II TO REACH OUR KEY GOALS

The residents of Phippsburg agree that the key goals of this Comprehensive Plan are to:

- 1. MAINTAIN THE RURAL CHARACTER OF PHIPPSBURG.**
- 2. ASSURE THERE WILL BE OPEN SPACES FOR HUNTING, WORKING FORESTS, FARMING AND THE ENJOYMENT OF THE RESIDENTS OF PHIPPSBURG.**
- 3. ASSURE A VITAL FISHING INDUSTRY WITH ADEQUATE ACCESS TO THE WATER.**
- 4. ASSURE A SUSTAINED SUPPLY OF QUALITY DRINKING WATER.**
- 5. ASSURE AFFORDABLE HOUSING TO RETAIN THE LOCAL WORKING POPULATION, THE ELDERLY AND THE YOUNG GROWING UP IN PHIPPSBURG.**

In this final Part II of the Future Land Use Plan, we summarize how we intend to reach these five key goals as set out in the beginning of this Plan. First we summarize our “findings,” then present the strategy to reach each of these goals.

Taken together these steps are our Land Use Plan. The Capital Improvement Plan takes us to 2015, but the Growth Management Plan is projected to 2020. In either case it is hoped that the Selectmen will find it useful as a guide to their budgeting and decision making. They should annually evaluate the progress on this Plan and when it appears that too much has changed to make it relevant, update it anytime between 2015 and 2020.

OPEN SPACE AND RURAL CHARACTER

(Please see Composite Constraint map in the attached pocket)

SUMMARY FINDINGS:

1. There are approximately 3700 acres of open space in Phippsburg protected through public or semi-public ownership. This is approximately 21% of the land in the Town.
2. Adding in an additional 3,500 acres currently restricted by virtue of existing shoreland zoning, tree growth, open space, mapped wildlife habitat, wintering yards, endangered species, vernal pools, and historical archeological sites indicates that approximately 29.5% of the total land in Phippsburg is both undeveloped and protected from future development during the life of this plan.

3. At present 85% of vacant land is in parcels larger than 4 acres. There are 17 parcels larger than 112 acres owned by 10 individuals. The largest parcels consist of 517 and 390 acres; the rest are approximately 100 acres.
4. The growth rate of building units has been increasing. Between 1980 and 1990 the rate averaged 17 new units per year. Between 1990 and 2002 this rate nearly doubled to approximately 33 a year.
5. Most of the land is in large acreage; therefore any rapid development would have to take place in subdivisions. Owners cannot assign for development more than 2 lots in 5 years unless they are reviewed under the subdivision ordinance which is designed to be protective of natural, open spaces.

KEY GOALS AND STEPS TO ACHIEVE THEM

KEY GOAL 1: Maintain the rural character of Phippsburg.

KEY GOAL 2: Assure there will be open spaces for hunting, working forests, farming and the enjoyment of the residents of Phippsburg.

Steps to Achieve Key Goals 1 and 2

1. The Subdivision Ordinance should be amended so that:
 - a. While maintaining the current lot sizes of 1 acre and 2 acres per dwelling unit, the amount of buildable land set aside as common land will increase as the number of dwelling units increase. Investigate the feasibility of having the amount of common land increase more rapidly in rural areas.
 - b. In the phasing part of the current ordinances - investigate limiting the number of annual dwelling unit permits and the number of occupancy permits that may be issued for any one subdivision outside the village core area.
 - c. The Planning Board would be authorized to negotiate for the common land in a new subdivision to abut the common land of an existing subdivision or currently protected land so as to increase the area of open space and wildlife habitat.
 - d. The negotiations will allow incentives for building affordable housing units, clusters, limited multi-dwelling units and the protection of historic, cultural, natural features and scenic views.
2. The Selectmen should encourage the Phippsburg Land Trust, Phippsburg Sportsmen's Association, Conservation Commission, and other organizations interested in the protection of rural areas to develop a town-wide open space plan to identify, link and preserve significant corridors, parcels of land that are important to the community, and provide public access to the shoreline.
3. The Selectmen should encourage exploring a wide range of non-regulatory preservation options with owners of significant spaces, critical natural features, and wildlife habitats. Options to preserve these properties, while allowing for

reasonable use, include gifts, land trades, fee ownership by the Town or non-profit organizations, or conservation easements held by the Town, the Phippsburg Land Trust or the Phippsburg Sportsmen's Association.

4. The Selectmen should encourage developing and disseminating information on the benefits and procedures for enrolling in Tree Growth and Farm and Open Space tax programs.
5. Investigate a process to establish right-of-way easements on public lands for recreational trails and wildlife habitat not currently designated by State or Federal agencies.
6. Investigate the use of right-to-farm and the right-to-forest provision act to create agricultural districts.

ACCESS FOR COMMERCIAL FISHERMEN

SUMMARY FINDINGS

1. The Marine Industry is key to Phippsburg's economy and rural character. In a recent opinion survey intended for the Comprehensive Plan, 85% of the respondents wished to encourage the fishing industry.
2. The value of the fishing industry in Phippsburg is now in excess of \$5 Million.
3. The connection between fishing and land use planning is the need by all fishermen for easy, efficient and reliable access to the sea. They need to be able to park their trucks, launch their boats, unload their catch and store their equipment on land.
4. Surveys of fishermen indicate that ground fish and lobster fishermen are satisfied with the mix of public and private access facilities. However, a majority of those surveyed expressed a desire for better access to clam flats and feel that presently there is a shortage of easy small boat launching facilities and adjacent parking.
5. As the population changes there will be more demand for privacy, and as a result some of the traditional access for fishermen may be reduced. At the same time the Shellfish Conservation Commission has been working very hard and persistently to open up more clam flats, which may exacerbate the need for increased access.

Therefore

While the present need for access is not acute, prudent planning should anticipate increased need and should make provisions to assure that existing access continues and the irreversible loss of access points is prevented.

KEY GOAL 3: Assure a vital fishing industry with adequate access to the water.

Steps to Achieve Key Goal 3

1. Present and amended ordinances should be reviewed to assure that access to all marine related activities is provided and maintained.

2. Additional potential points of access to the shoreline should be identified and where feasible, secure title using a dedicated fund as recommended in the Marine Resource Chapter.
3. The Town should identify incentives to private landowners who allow access over their properties.
4. Shorefront property that comes into the Town's possession should be evaluated for suitability for access and if appropriate the Town with voter approval, should designate it as a Town Landing.

GROUND WATER AND DRINKING WATER

The Selectmen had requested a study that has now has been published titled "Town-wide Hydrogeological Study," by Woodard and Curran, November 2003.

"Everyone (on the Comprehensive Planning Committee) agreed that the Hydro-study should be the main resource (foundation) used to control growth... we need to "drop anchor and dig in." Excerpt from the minutes of the Comprehensive Planning Committee meeting held on 12/10/02.

SUMMARY FINDINGS:

1. Water is a scarce resource on the Phippsburg Peninsula.
2. There are no "normal" sand and gravel aquifers on the Peninsula.
3. Drinking water is derived via individually drilled or dug wells from bedrock.
4. Precipitation is the sole method of recharge.
5. There are six drainage areas, called groundwater "Low Volume Watershed" areas where the net outflow of water exceeds the inflow, i.e. where on a yearly basis wells are withdrawing more than 25% of the available supply. These areas are susceptible to stress by drought and by occasionally drawing salt water owing to "salt water intrusions."
6. Reasons for the apparent scarcity of water include excessive use, too many wells drawing down too much water, and limited recharge owing to poor soil quality, excessive drainage and rock outcroppings with no soil to absorb and retain the rainwater.
7. There are inland areas, notably the undeveloped areas of Phippsburg, that the consultants identified as having "high potential for water source." This potential might be due to low demand. In these areas there are few drilled wells and relatively better quality soils suitable for absorbing precipitation and therefore recharge.

KEY GOAL 4: Assure a sustained supply of quality drinking water.

Steps to Achieve Key Goal 4

1. The Land Use Ordinance should be amended to create a *Water Conservation District* or its equivalent that might include the current "Low Volume Watershed" areas identified by hydrogeologists where data indicates that currently 25% or more of available ground water is extracted_ Standards would encourage water

conservation and quality protection. Some land uses which have been documented as sources of contamination would be restricted. They would include homesites.

2. Because this is a working document, “Low Volume Watershed”_ areas should be added and deleted as information becomes available.
3. Existing sources of contamination should be targeted for removal and monitoring. Continue the program of junk car/yard removal and encourage the removal/replacement of vehicle gas tanks to comply with State regulations. Additional attention should be given to portable fuel pumping operations, automobile and boat repair shops, application of pesticides or fertilizers by homeowners, farms, golf courses and other recreational facilities to assure best management practices.

AFFORDABLE HOUSING

SUMMARY FINDINGS

1. According to the 2000 census data, Phippsburg has sufficient low cost housing to meet the definition of affordable housing. However, the availability of affordable housing units and rental units is very limited. Please see the Affordable Housing Chapter for data and further analysis.
2. However, there is widespread universal concern that with land values rising, it will become too expensive for young people to buy land and for the elderly to pay the property taxes on family homesteads.
3. The property tax burden has increased significantly town-wide in the last ten years. It is probably true that coastal property taxes have increased even more because the value of coastal property has increased. The property tax is a burden for first time homebuyers and the remaining fixed income residents.
4. There is strong support for housing for the elderly in Phippsburg.

Therefore

Even if the problem is not acute now, sound planning requires anticipating that development pressure for coastal or even inland sites is likely to increase property values. There will be a need for affordable housing to retain the local working population, the young and the elderly.

KEY GOAL 5: Assure affordable housing to retain the local working population, the elderly and the young growing up in Phippsburg.

Steps to Achieve Key Goal 5

1. The Subdivision Ordinance should be amended to allow for density bonus and/or other incentives for affordable housing units in subdivisions as long as water and sewer systems are provided at no cost to the Town.
2. Manufactured housing, which is usually considered affordable, should be allowed in all areas where conventional houses are allowed. There is no intention to restrict the opportunities for accommodating affordable housing.

3. The Selectmen and the Historic Preservation Commission should encourage private owners to adapt and reuse historic buildings in Village Core areas for affordable and elderly housing and explore funding mechanisms such as grants and tax credits for such preservation.
4. The Town should encourage and support the formation of a local, non-profit Housing Corporation to support affordable housing developments in cooperation with land owners, local contractors and developers.
5. The Selectmen should sponsor a workshop on property tax exemptions and types of easements which would offer financial relief to property tax payers.
6. Investigate setting up a Land Bank process to acquire or set aside land for affordable housing.

REGIONAL ISSUES

Even though it is a peninsula, Phippsburg is connected to the region by more than the bridge at Winnegance.

ECONOMY ISSUES

Phippsburg's economy is inseparable from that of the regional economy. Eighty-nine percent of our work force commutes to jobs outside of Phippsburg.

Tourism and two of our significant employers, BIW and BNAS, make us vulnerable to the cycles of the national economy. Because of our dependence on the defense industry we are also tied in to foreign policy and global politics.

FISHING

The economy of our community has historically been based on fishing. Employment data reported in the Economy Chapter of this Plan indicates that 7.1% of our working population consider themselves engaged full time in fishing. This figure does not include the many supporting industries and families that depend on them. Indeed the defining and much valued rural character of Phippsburg is dependent on the marine resources to a far greater extent than the 7.1% would indicate.

Therefore national and regional fisheries, management programs, quotas, timing and catch limitations potentially have a significant impact on the families of fishermen and, therefore, on the rural character of our community.

RECREATION

Popham Colony, Popham Beach State Park and Phippsburg's other extraordinary beaches, along with considerable open space for hunting, hiking and trails serve the population extending through much of the Mid-Coast. Many of our visitors are day trippers from the region. Economic benefits accrue to residents engaged in businesses such as restaurants, resorts, campgrounds and B&B's. Costs include wear and tear on the Town roads (State Roads are maintained by the State) and traffic and parking problems experienced at peak use times in the summer.

ECONOMIC RESOURCES PROVIDED BY COMMUNITIES IN THE REGION

Phippsburg residents rely on hospitals, doctors and other professionals provided by the Bath-Brunswick, Topsham region. We shop and enjoy the cultural features found in the area. In fact the Town supports the Pattern Free Library in Bath so there are no fees for residents and taxpayers of Phippsburg.

Phippsburg residents are quite content in having these resources available to them within a short 10 to 15 minute drive outside of Town. They recognize that the availability of these essential services makes it possible in part for Phippsburg to maintain its rural character since it can rely on the regional community to provide them.

COUNTY BUDGET AND TAXES

While dependent on Sagadahoc County (henceforth referred to as the County) for dispatch and public safety, criminal justice, and prisons, townspeople are concerned about the ever increasing taxes paid to the County for these services.

There are also rumblings about the efficiency of these services. Perhaps the real issue is governance. The County is divided into three districts. District 1 includes Topsham and Bowdoin, District 2 includes Phippsburg, Arrowsic, Bowdoinham, Georgetown, Richmond and Woolwich, and District 3 includes Bath and West Bath. Phippsburg is included in the largest, most dispersed District. The area is simply too large to feel part of a viable community. People don't feel represented. Often they don't know whom to hold accountable for decisions that are made.

Town participation in the budget process is through the statutorily established County Budget Advisory Committee. (State Statutes Title 30-A Section 884.) The Committee for Sagadahoc County is made up of two municipal officers and one public representative for each of the three districts. They are elected by a quorum at a meeting of all Selectmen in the District. Since only 2 Selectpersons from among 17 can be elected to the Budget Committee, it is considered hard for townspeople to truly participate in the budget process.

GOALS AND STEPS TO ACHIEVE THEM

GOAL: To encourage participation of Phippsburg residents in the County Budget formation process.

Steps to Achieve the Goal

1. The Selectmen are encouraged to attend the County Caucus meetings and work to secure representation of Phippsburg on the County Budget Advisory Committee.
2. The members of the Phippsburg Budget Committee are encouraged to attend and report back on public meetings of the County Budget Advisory Committee. Notices of these meetings are posted at the Town Hall.

WATER AND MARINE RESOURCES

Phippsburg, being a peninsula, shares water bodies with its neighbors on all sides. On the east we share the Kennebec River with Bath, Woolwich, Arrowsic and Georgetown; on the west, Winnegance Bay, and the New Meadows River with Bath and West Bath.

We are cooperating with our immediate neighbors in two projects. The Tri-Town (Phippsburg, Bath and West Bath) Alewife Committee manages the alewife fishery at Winnegance Bridge.

Phippsburg is participating with Harpswell, West Bath, and Brunswick in the New Meadows River Watershed Project. The mission of this project according to the project's 2002 Strategic Plan "*...is to protect, improve, and maintain the vitality of the ecological and economic resources of the New Meadows River.*" Activities include gathering data, conducting scientific studies and providing related public education. Phippsburg is

represented on the New Meadows Watershed Committee by a member of the Phippsburg Shellfish Conservation Committee.

We have limited control over the water quality of the Kennebec River in Phippsburg where it enters the ocean. Much of the water of the Kennebec River flowing past our Town comes from municipalities we don't normally consider our neighbors. The river and its pollutants, which end up in the Gulf of Maine, come from as far away as the Moosehead Lake watershed in the upper middle part of the State and by way of the Androscoggin River from Lake Umbagog, on the upper border of Maine and New Hampshire.

The upgrading of municipal and industrial treatment plants in the last ten years together with elimination of overboard discharges has significantly improved water quality. Due to this progress in cleaning up the river and much hard work by the Phippsburg Shellfish Conservation Commission, shellfish beds long closed along the Kennebec and Brigham's Cove on the New Meadows River are now open. This represents a major accomplishment yielding the addition of millions to the Phippsburg economy.

However, not all bacteria laden discharges which force the Department of Marine Resources to close shellfish beds for harvesting have been entirely eliminated. While one of Phippsburg's goals is to eliminate remaining overboard discharges (OBD's), cooperation and aggressive programs to clean up the OBD's in our Town as well as towns up river should continue to be on the agenda of the State Department of Environmental Protection and the Legislature as well as all the towns in this region.

The lack of public sewage pump out stations for commercial and recreational vessels is an example of a regional problem no single town can tackle. The possibility of a floating unit has been discussed. It would require a grant application for planning and trained personnel to operate it.

GOALS AND STEPS TO ACHIEVE THEM

GOAL 1: The Town should work regionally with municipal authorities and with the State to identify and where possible eliminate pollution originating in the Town and in areas outside the Town's jurisdiction.

Steps to Achieve the Goal

1. The Town should continue to work with the New Meadows Watershed Committee and report progress in the Annual Town Report.
2. The Town should take the initiative to seek funding to establish an alliance on the Kennebec, similar to the alliances on Casco Bay or the New Meadows River. Its mission should be to clean up the remaining sources of pollution and maintain the levels of water quality necessary to permit not only swimming and fishing but to keep open the rich shellfish beds all along the coastal estuary of the Kennebec River.

GOAL 2: The Town should consider options for safe waste oil disposal and sanitary pump-out stations.**Step to Achieve the Goal**

The Selectmen as well as the Conservation Commission, Town Landing Committee, Shellfish Conservation Commission, Harbor Commission, Harbor Master, and the Popham Boat Owners Association should work with the New Meadows Watershed Project Steering Committee to promote, develop and coordinate shared use of a floating, on call sanitary pump out facility to supplement the New Meadows Marina and Sebasco Resort pump out facilities.

TRANSPORTATION

The major road, Route 209, is Phippsburg's connection to the rest of the region. In addition to the 89% of our population who are year-round commuters, over the summer this road accommodates over a quarter million people or about 8,000 per day who visit Popham Beach, Popham Colony and the Fort. Popham Beach is probably the closest, most visited beach for the residents of the region.

There are three problems associated with the heavy use of Route 209.

- Road maintenance.
- The lack of a bike path along Route 209, which has been requested by Town officials. Selectmen support a bike path because the increasing numbers of bicyclers are creating a safety hazard, and encouraging bicycling would reduce the parking pressure at the tip of the Peninsula.
- The lack of an adequate number of safe parking spaces during periods of peak beach use.

The Town has worked with MDOT on both the bike path issue and the parking problem and was told that the bike path will be developed when the entire length of Route 209 is repaved. However the path is still not in the Six-Year Transportation Plan.

Improvements to the bridge at Winnegance are in progress. The west lane has been repaired; the other lane is in the Six-Year Transportation Plan.

The parking issue seems quite intractable. Phippsburg is addressing it locally by having a part time summer Parking Officer ticketing illegally parked cars.

Rail to Rockland? According to the Twenty-Year Transportation Plan there are a "number of planning initiatives underway for the provision of innovative passenger transportation." The Rockland Branch upgrade is among these initiatives.

The Six-Year Transportation Plan states: "Funding for rail improvements and stations will be phased over several years... it will provide connectivity for commuter rail service from Brunswick, Portland, Boston and south." While it may increase development pressure on Phippsburg, there is no evidence that people will return to destination tourism, or that people will use the rails for extended stays in summer homes.

GOALS AND STEPS TO ACHIEVE THEM

GOAL 1: The Town should provide bike pathways on State Route 209.

GOAL 2: The Town should develop access to regional public transportation systems.

GOAL 3: The Town should be alert for opportunities to include changes to Route 209 and the Winnegance bridge/causeway in the MDOT Two-Year, Six-Year and Twenty-Year Transportation Improvement Plans.

Steps to Achieve Goals

1. The Town should lobby the State to develop bike paths and to give top priority for a bike path from Bath to Popham.
2. The Town should work with the State to explore other ways of improving summer traffic flow to and from Popham including bus service and a sign warning people that the parking lots at Popham are full.

EDUCATION

Phippsburg sends the majority of its students to Bath Middle School and Morse High School. There have been some governance issues concerning lack of the Town's representation on the Bath School Board. There is however, a working committee on Long Range Planning and Governance which appears to be on its way to resolving the issues well before the time horizon for this Plan.

GOALS AND STEPS TO ACHIEVE THEM

Goal: The Town should monitor the work of the Long Range Planning and Governance Committee.

Step to Achieve Goal

The Phippsburg School Board should inform the people of Phippsburg bi-annually (fall and spring) by newsletter, mailings and/or public meetings and the Town's web site of all plans, decisions and commitments made by the Long Range Planning and Governance Committee.