

# **TOWN OF BOWERBANK**



**Comprehensive Plan**  
**Adopted March 24, 2007**  
**Amended June 30, 2007**  
*SPO Consistent*

**Prepared by Penobscot Valley Council of Governments**  
**40 Harlow Street**  
**Bangor, ME 04401**



# BOWERBANK COMPREHENSIVE PLAN

Adopted 3/24/07; Amended 6/30/07

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**Cover Photo:**

*The Bowerbank Public Library and Historical Society  
(Former Schoolhouse at 645 Bowerbank Road)*

See Section H, Public Facilities for additional information

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## **Bowerbank Comprehensive Plan Summary of Findings, Policies and Implementation Strategies**

This Comprehensive Plan examines local, as well as regional issues that concern or affect the Town of Bowerbank. This plan will guide the town over the next ten years, and provide a reasonable approach to land use regulation in preparing the town for future development while retaining, or even enhancing the local quality of life.

Summary findings are presented below and are followed by a summary of policies and implementation strategies.

### *Community History*

The history of Bowerbank has been substantially based upon the natural resources that drove the local and regional economy, including forestry. Early residents engaged successfully in a variety of businesses. Some current residents can trace their families back to the Town's early days. Bowerbank still enjoys many of the benefits from its past, as a small town with a strong sense of community. While encouraging new development, the Town should seek to maintain a link to its heritage through the protection of historically significant buildings.

### *Population*

The year-round population of Bowerbank has increased over the past forty years to SPO projected totals of 138 persons in 2004; however, the town estimates its 2005 population to be 175 persons. The town's population is older on average than found in Piscataquis County as a whole. The total number of school age children has decreased. As with the County and the State, Bowerbank has seen a decrease in the average household size. More retirees and households are locating in Bowerbank, some of whom were once seasonal residents of the town. For planning purposes, the year-round population is forecast to total a maximum of 225 persons in 2017. The seasonal population, for which there are no State or federal statistics available, averages 914 additional persons, and is forecast to go well beyond that total by 2017. Subsequent chapters of this plan describe and assess the impacts and needs, and the importance of year-round and seasonal residents to the community.

### *Housing*

Most Bowerbank residents live in owner-occupied single-family housing. Just 16.5% of the Town's housing is occupied year round (an 86% increase from the 1990 figure for such units). Most housing (about 81.7%) is used seasonally. The percentage of homes owned by retirees - both those from away and natives - will continue to increase as the population ages. Affordable housing is defined as not costing more than 30% of household income. The data reviewed suggest that the cost of housing is of concern to a sizable number of residents, especially young families and the elderly. Future ordinance provisions will seek to encourage affordable housing in appropriate areas of Town on smaller and therefore more affordable lots, centrally located where municipal services or community and subdivision services can be provided in the most cost-effective manner.

### *Employment and Economy*

The top sectors of employment for Bowerbank residents were the categories of 'Education, health and social services'; 'Agriculture, forestry, and fisheries, mining (mostly forestry)'; 'Manufacturing'; and 'Construction'. In 2000, most Bowerbank residents who worked did so outside of Bowerbank, most in Piscataquis County. The Town has had a slightly lower unemployment rate than seen countywide. Living in Bowerbank limits employment opportunities and increases the costs of commuting to the service centers where most jobs are located. Bowerbank can help shape its economic growth by encouraging development that has manageable impacts on community character, natural resources, and limited infrastructure, and is located in the best suitable area.

### *Transportation*

Major transportation linkages for Bowerbank consist of Bowerbank Rd. on the North side of town, and Shore Road North on the South side of town (across Sebec Lake). Residents rely on the road network as their primary means of transportation movement in town. Roads should provide safe, reliable access to work, school, stores, and residences. Overall, Bowerbank's roadways are in fair to good condition. Given limited funding and the significant expense, the town has done a good job of maintaining its limited local roads. Continued proper and affordable maintenance of the road network will be in the best interest of all residents. Since Maine DOT has jurisdiction over state aid roads within Bowerbank, the town will continue to communicate and cooperate with that department to ensure necessary roadway improvements are made in a more timely manner.

### *Recreation*

Most of Bowerbank's recreational opportunities depend upon the natural resources of the Town and region. These resources attract summer residents and visitors who contribute to the regional economy. The Town has few municipal recreational facilities. Traditionally, year-round residents have viewed unimproved land as a shared resource, e.g. for hunting, and though privately owned, the land is used by residents because everyone knows each other. This is changing, due in part to the influx of new residents, both year-round and seasonal. As more people restrict the use of their land, informal public access to private land becomes increasingly problematic. Since many important recreational resources rely on public access, the Town should seek to maintain and improve this access, working in cooperation with landowners, volunteer organizations and land trusts.

### *Public Facilities*

Through proper maintenance and investment, Bowerbank's limited public facilities and services have remained in good shape overall. As the population increases, the demands for existing services and for new services will likely increase as well. Townspeople will decide how much they can afford and are willing to pay for those services over which the Town has control. The Town has provided reserve accounts for some necessary items.

### *Natural Resources*

Most of Bowerbank is forested, with wetlands/open water and small areas that are grassland or cultivated. The town currently offers some protection of its natural resources through locally adopted shoreland zoning. Ordinances and regulations will be updated as needed to be consistent with state and federal requirements. The town will continue to cooperate with the many local and regional organizations working to protect the natural resources within and surrounding Bowerbank.

### *Fiscal Capacity*

Currently, the Town has a municipal financial structure that is like most communities principally dependent on property tax revenue. A majority of Town expenditures are mandated. The condition of the financial structure is evidenced by various economic trends, such as an increasing valuation, a consistent positive ratio of revenues to expenditures, relatively stable tax rate and a low long term debt. It appears that the Town will be able to meet its future financial commitments. Increased growth and development, particularly residential development, puts an extra burden on a Town's budget by creating a demand for new or improved public facilities and municipal services. In addition, unfunded state and federal mandates as well as inflation have a significant effect on a municipality's budget. In the future, Bowerbank's budget will continue to be affected by a combination of these factors.

### *Land Use*

Successful comprehensive plans recognize that most development and conservation is carried out through the countless private actions of individual property owners. Neither this Comprehensive Plan, land use ordinances, nor the Town Boards that administer these, can force any private individual or business to develop a particular piece of property for a particular use. Rather, this Plan suggests an orderly framework for development and conservation in suitable areas and related municipal service facilities to reduce public expenditures, promote affordable housing, protect the local economy, and preserve natural resources.

Unregulated development will change the face of our community and could force many long time residents, especially those on fixed incomes, to move to more affordable communities elsewhere. If the current development trends continue without appropriate land use regulations, Bowerbank could lose the character, traditional natural resource based economy and rich heritage of our community.

### *Survey*

In 2006, the Town of Bowerbank Comprehensive Plan Committee conducted a survey of Bowerbank year round (voter) households and property owners to solicit their views on a range of topics that are addressed in this plan. The policies and recommendations suggested in this Comprehensive Plan are based in large part on the results of this survey, together with public meetings, hearings and other forums for exchanging views and soliciting feedback. Survey results are compiled in the survey chapter, and are referenced in the plan.

**COMMUNITY HISTORY:**

**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to preserve the State's historic and archaeological resources from development that could threaten those resources, the Town of Bowerbank has developed the following policies and strategies:

1. **Policies:** The Board of Selectmen shall encourage the promotion of the local historical society.  
**Strategy:** The Board of Selectmen and the local historical society comprised of local volunteers, shall promote the protection and preservation of identified and potential areas of historical and archaeological significance. These resources shall be documented and archaeological sites and artifacts will be monitored. Historical resources shall also include documented and recorded living/oral histories as volunteered by the Town's elders.  
**Responsibility:** Board of Selectmen, Historical Society  
**Time Frame:** Short-term
2. **Policies:** The Town will establish a list of properties that may be eligible for inclusion in the National Register of Historic Places and will initiate an effort to document Bowerbank's historical and archaeological resources.  
**Strategy:** The Town will pursue obtaining grant funds to professionally survey the historical and archaeological resources within the Town. The town should apply for State Planning money, Maine Historic Preservation Commission (MHPIC) Certified Local Government Program funds or survey grants. If a grant is obtained, the town will hire a professional historic preservationist to work in conjunction with the community to identify properties for their possible inclusion into the National Register of Historic Places. The identified buildings will then be nominated for inclusion into the National Register of Historic Places if the property owners agree.  
**Time Frame:** Short-Term.  
**Responsible Agent:** Selectpersons, interested residents
3. **Policies:** The town will protect and preserve known archeological and historical sites and artifacts.  
**Strategy:** Selectpersons will work to identify funding sources for discovery and preservation of historic sites and artifacts. The town of Bowerbank will encourage and assist the historical society to welcome and accept any and all documents and artifacts of historical significance and to continue to preserve and protect these items. If additional historical or archaeological sites should be identified, a map will be developed by representatives from the town and be made available at the town office or at other appropriate locations. The town will continue to repair and restore town-owned historic buildings to maintain and preserve their historic character.  
The land use ordinance, subdivision ordinance and/or site plan review ordinance will include provisions such that (1) development projects shall be required to submit inspection reports performed by qualified professionals and (2) development projects shall be altered in such ways as to protect any discovered resources to the maximum extent practicable.

**Time Frame:** On-going

**Responsible Agent:** Selectpersons, interested residents

Ongoing-Continuing:

Immediate-Within 1 to 2 years;

Short Term- Within 2 to 5 years

**POPULATION:**

**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to understand and consider population trends based on verifiable information, an invaluable tool when planning the provisions of Town services, the Town of Bowerbank has developed the following policies and strategies:

**1. Policies:** The town will seek a better understanding of the vital population and demographic statistics of the community and the role that it plays in the provision of town services.

**Strategy:** To gain a better understanding of its residents and property owners, the town will conduct its own municipal survey every three (3) years. The town will work with the local and regional US Census Bureau to ensure that more accurate data is available for the community. These statistics will be maintained in appropriate files that will be available in the town office

**Responsibility:** Planning Board, interested citizens

**Time Frame:** On-going.



**HOUSING:**

**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to encourage and promote affordable, decent housing opportunities for all of Bowerbank citizens, the following policies have been developed and the accompanying strategies will be undertaken:

1. **Policy:** The town will continue to recognize the importance of safe, decent, and affordable housing for residents, and will inform its citizens about housing assistance and rehabilitation programs. The town will also set a goal to encourage the development of affordable housing for at least 10% of the town population or greater depending upon the developing needs of the community.  
**Strategy:** The town will continue to monitor housing development through the implementation of a town wide survey every three years, and with the assistance of the code enforcement officer and town clerk will make information available at the town office regarding housing affordability. The town will also advertise programs such as the CDBG housing grants when the town has received such a grant.  
**Time Frame:** Immediate<sup>1</sup>  
**Responsible Agent:** Voters, Planning Board, Town Manager and/or Selectpersons.
  
2. **Policy:** The town will continue to enforce and implement applicable laws, codes, guidelines, and ordinances.  
**Strategy:** The Code Enforcement Officer and the Plumbing Inspector will enforce and implement the Maine State Subdivision Law, the Maine State Plumbing Code, the National Electrical Code, Shoreland Zoning Ordinance, and duly approved municipal ordinances. The Code Enforcement Officer will work with the Planning Board to address any need for modification to the existing land use regulations that may be appropriate. The safety standards will be enforced through the Code Enforcement Officer and local Plumbing Inspector. All development within the town will meet the applicable standards. This practice will provide safe housing for the community.  
**Time Frame:** Immediate  
**Responsible Agent:** Code Enforcement Officer, Plumbing Inspector, Selectpersons and Planning Board.

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<sup>1</sup> Immediate- Within 1 to 2 years

3. **Policy:** The town will allow mixed uses and mixed income housing within the appropriate residential areas of the town.

**Strategy:** Through the development of a future land use ordinance, the town will encourage affordable housing opportunities by allowing a mixture of housing choices. The town will continue to encourage a mixture of affordable housing for all residents, consistent with the future land use ordinances. The Planning Board will keep developments in areas designated by future land use ordinances, which will provide residential areas that allow single and multi-family dwellings, as well as manufactured housing.

**Time Frame:** Immediate

**Responsible Agent:** Selectpersons, Code Enforcement Officer, and Planning Board.

4. **Policy:** The town will continue to pursue grants for housing rehabilitation.

**Strategy:** Members of town government will continue to apply for and aggressively pursue future grants through CDBG and funding from other public and private sources for housing assessment, housing rehabilitation and implementation of a housing study.

**Time Frame:** Long term<sup>2</sup>

**Responsible Agent:** Selectpersons, Code Enforcement Officer, and Planning Board.

5. **Policy:** The town will develop land use ordinances that are consistent with managed growth.

**Strategy:** Performance standards will be incorporated in the future land use ordinance including but not limited to conversions, home occupations and manufactured housing to promote affordable decent housing in Bowerbank as further described in the land use section of this plan.

**Time Frame:** Ongoing<sup>3</sup>

**Responsible Agent:** Selectpersons and Planning Board.

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<sup>2</sup> Long term-Within 5 to 10 years

<sup>3</sup> Ongoing-Continuing

**EMPLOYMENT and ECONOMY:**

**POLICIES AND IMPLEMENTATION STRATEGIES**

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

1. **Policy:** The town will encourage a diversified economic base.  
**Strategies:** The town will continue to work to promote the community as a four-season recreational destination. Other natural resources and internet based businesses will be welcomed within the community and encouraged to locate in appropriate areas of the community.  
**Time Frame:** Long-term  
**Responsible Agent:** Selectmen and Planning Board
2. **Policy:** The town will define the areas best suited for development.  
**Strategies:** The future land use ordinance and any updates will be consistent with the comprehensive plan. This action will continue to reduce the likelihood of incompatible uses, will channel growth into the appropriate locations within the town and retain the quality of life that Bowerbank residents have become accustomed to.  
**Time Frame:** On-going  
**Responsible Agent:** Planning Board, Selectmen
3. **Policy:** The town will encourage labor force training.  
**Strategies:** The town recognizes the importance of adequate training for the creation and maintenance of a healthy and competitive work force. The town also recognizes that adult education, vocational schools, community colleges, graduate and undergraduate programs, and job training programs and other federal programs in the area are an asset to the entire region. Program information for regional educational opportunities will be made available at the town hall and library in the form of brochures and catalogues.  
**Time Frame:** On-going  
**Responsible Agent:** Selectmen, Education Committee.
4. **Policy:** The town will promote regional cooperation.  
**Strategies:** On a regional level, the town will work with near-by-towns on economic development to promote regional marketing. Representatives from the town will continue to work with the adjacent communities for a joint approach to transportation, solid waste, land use planning and other pertinent issues as they may arise.  
**Time Frame:** On-going  
**Responsible Agent:** Planning Board and Selectmen,



5. **Policy:** The town will seek to attract, enhance, and support existing and future economic development, while minimizing the negative impacts of non-compatible uses.  
**Strategies:** The town will draft land use ordinances as necessary to contain appropriate provisions on permitted, conditional and prohibited uses. The town will also identify appropriate areas for development. These provisions will reduce the likelihood of poorly planned development, resistance to new projects, or incompatible uses. Home occupation performance standards will be included in the land use ordinance to ensure compatibility with residential neighborhoods and adjacent properties. Home occupations will continue to be allowed in various locations throughout the community.  
**Time Frame:** On-going  
**Responsible Agent:** Code Enforcement Officer, Planning Board, and Selectmen.
6. **Policy:** The town will promote economic development that maintains and enhances the community character.  
**Strategies:** The town will seek to obtain funds from government and private sources to provide support for roads, parks, or other activities that materially aid the Town's economy. These include but are not limited to; Community Development Block Grants (CDBG), and US/MaineDOT Enhancement Funds. Town expenditures required to participate in such programs will be presented to the voters for approval.  
**Time Frame:** On-going  
**Responsible Agent:** Code Enforcement Officer, Planning Board, and Selectmen.
7. **Policy:** The town recognizes the importance of the continued operation of the dam in Sebec, and that the town remains vigilant and shall become pro-active in developing strong relationships with the Hydro-electric dam operators in Sebec and others to assure consistency in water levels of Sebec Lake. The town will also pursue the establishment of flood plain zones within the Sebec Lake shorelands.  
**Strategies:** The town of Bowerbank will approach the other communities contiguous with Sebec Lake; including the towns of Sebec, Dover-Foxcroft, Guildford, and Willimantic; in efforts to establish policies to maintain consistent or predictable water levels on Sebec Lake. The town of Bowerbank will also join efforts with the Sebec Lake Association to become a liaison between the Hydro-electric dam operators and shorefront property owners. The town will encourage its landowners to be mindful of increased water levels in their planning of construction of structures and roads to lessen the possibility of flooding. The selectmen will also approach the Maine Emergency Management Agency and the Federal Emergency Management Agency to update their Flood Insurance Ratings Maps, and the recognition of reestablishing the Flood Zones within the town of Bowerbank.  
**Time Frame:** Immediate  
**Responsible Agent:** Code Enforcement Officer, Planning Board, and Selectmen.

**TRANSPORTATION:**

**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to plan for, finance and develop an efficient transportation system to accommodate anticipated growth and economic development, the Town of Bowerbank has developed the following policies and implementation strategies:

1. **Policy:** The Town will prepare to finance the maintenance and resurfacing of Town roadways.  
**Strategies:** The Board of Selectmen will undergo a capital improvement planning process that includes financing of maintenance of roadways. The Board of Selectmen will prepare a Request for Proposals process for bidding on repairing local roadways.  
**Responsibility:** Board of Selectmen  
**Time Frame:** within five years
2. **Policy:** The Town should review and update any ordinances which include language about road standards.  
**Strategies:** The future land use ordinance will incorporate MaineDOT access management rules where applicable. The future land use ordinance shall outline and implement road design standards for all locally owned and maintained roads. These standards shall contain methods for proper storm water management and municipally defined access standards.  
**Responsibility:** Planning Board and the Board of Selectmen  
**Time Frame:** within five years
3. **Policy:** The Town should actively participate in corridor planning and regionalizing efforts.  
**Strategy:** The Board of Selectmen will create a process, where appropriate, by which to notify and involve neighboring communities when road maintenance projects are to be done.  
**Responsibility:** Board of Selectmen  
**Time Frame:** within five years

**RECREATION:**

**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to promote and protect the availability of outdoor recreation opportunities in Bowerbank, the Town shall:

1. **Policies:** The Town should maintain the current recreational facilities and explore the enhancement and protection of other areas currently used for town recreational purposes.  
**Strategy:** The Town will continue to maintain and upkeep the current recreational facilities. Annual appropriations towards recreation will ensure that the facilities are maintained. The Town shall investigate and apply for any applicable recreation and open space grant programs in efforts to assist in the development or enhancement of recreational opportunities within the community and region.  
**Time Frame:** Ongoing<sup>1</sup>  
**Responsible Agent:** Selectmen
2. **Policies:** The Town will explore the development of recreational open areas.  
**Strategy:** The town will continue to explore the options of developing recreational lands according to the will and needs of the people. The town will continue to develop the open space behind the town hall and fire department, adding a community playground, as well as picnic and outdoor meeting space if desired.  
**Time Frame:** Long Term<sup>4</sup>  
**Responsible Agent:** Selectmen
3. **Policies:** The Town should ensure access to surface water for citizens by adopting zoning and subdivision controls, by obtaining a deeded right-of-way, and gifts of land, to water bodies in the Town.  
**Strategy:** In order to continue to allow public access to surface water bodies, the Town of Bowerbank will continue to maintain the public boat launch, adopt zoning and subdivision controls, attempt to obtain deeded right of ways, and accept gifts of land from land owners to all of the ponds or water bodies in Bowerbank.  
**Time Frame:** Ongoing<sup>2</sup>  
**Responsible Agent:** Selectmen, Planning Board
4. **Policies:** The Town shall permit the provision of open space within approved residential developments. Measures shall be taken to ensure that such open space is maintained by the land owner and kept in perpetuity.  
**Strategy:** The future Land Use Ordinance will allow for cluster housing where appropriate, which in turn allows for open space. The open space provided by the cluster housing will be maintained and kept into perpetuity by the land owner.

**Time Frame:** Short Term<sup>3</sup>

**Responsible Agent:** Planning Board

5. **Policies:** The town should pursue opportunities to acquire more open space and recreational lands.  
**Strategy:** The town will pursue opportunities to acquire open space and recreational lands. The town shall pursue grants, donations, and local appropriations for the acquisition and development of open space lands.  
**Time Frame:** Long Term  
**Responsible Agent:** Planning Board, Selectmen
6. **Policies:** The town shall embrace the development of outdoor recreational activities within the community.  
**Strategy:** The town will assist local groups with the pursuit of recreational opportunities within the community. Town support and assistance shall be made available (where applicable) for the local development of recreational trails, cross-country ski trails, and other outdoor opportunities.  
**Time Frame:** On-going  
**Responsible Agent:** Selectmen, interested residents
7. **Policies:** The town shall promote the safe, clean enjoyment of all outdoor recreational opportunities within the community and region.  
**Strategy:** The town shall work with private land owners, homeowners associations, and lake associations, to promote clean, environmentally safe recreational practices. It is intended that the community work with private land owners to ensure future access to private lands for hunting, fishing and other recreational opportunities throughout the community. The town shall work with the lake associations and other interested parties in the promotion and awareness of milfoil infestation in the water bodies of the region. Further awareness should be promoted through the development of information kiosks at the public boat launches surrounding the regions lakes.  
**Time Frame:** Immediate  
**Responsible Agent:** Selectmen, Planning Board, Interested residents

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<sup>2</sup>Ongoing – Continuing

<sup>3</sup>Short Term – Within 2 – 5 years

<sup>4</sup>Long Term – Within 5 – 10 years

**PUBLIC FACILITIES and SERVICES:**

**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development, the town has developed the following policies and implementation strategies:

1. **Policy:** The town will continue to maintain systems for disposal of waste that minimize costs and environmental impact while maximizing recycling.  
**Strategies:** The town will continue to educate its citizen on the importance of recycling through the use of fliers and informational meetings. Literature on the region's recycling program will be made available to residents at the town hall and Library. The town will encourage the promotion of proper disposal of recreational waste on open public lands and waterways.  
**Time Frame:** On-going  
**Responsible Agent:** Board of Selectmen, Town Clerk
2. **Policy:** The town will continue to maintain and protect its public buildings.  
**Strategies:** Town buildings will be maintained to insure that they meet their intended purpose. The town will seek grants or otherwise fund as may be required in order to renovate or replace public buildings. The town will continue to review the uses and needs of town buildings since it is recognized that as the community grows the potential exists for the need to update existing facilities.  
**Time Frame:** Long term<sup>4</sup>  
**Responsible Agent:** Planning Board and Board of Selectmen
3. **Policy:** The town will continue to promote community awareness for public safety, including the development of a Public Emergency Shelter and the need for visible house numbers for the completion of the E-911 project.  
**Strategies:** The town will provide the necessary upgrades (propane generator) to the Fire Station to provide an outlet for emergency services for members of the community during times of need or a state of emergency. The town will also encourage homeowners and businesses to obtain signage to help make visible address numbers for houses and businesses that do not have them, and to aid in the efficiency of the E-911 System.  
**Time Frame:** Immediate  
**Responsible Agent:** Road Commissioner, Board of Selectmen, Fire Department
4. **Policy:** The town will encourage and support volunteerism throughout the community for the purpose of public services, programs and the maintenance of public facilities.  
**Strategies:** The town will embrace the continued efforts of volunteerism as a way of strengthening the importance of rural community life.  
**Time Frame:** On-going  
**Responsible Agent:** Board of Selectmen

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<sup>4</sup> Long term-Within 5 to 10 years



**NATURAL RESOURCES:**

**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to protect and preserve the quality of the state's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas; in order to protect the state's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shore lands, scenic vistas, and unique natural areas; from incompatible development and in order to promote access to use of the State of Maine's as well as Bowerbank's Natural Resources, the following policies will be implemented:

1. **Policy:** The town will continue to ensure high quality ground and surface water and will strive to protect its regional water resources.  
**Strategies:** To achieve a regional goal of protecting Bowerbank's interest in its water resources, in the future, the town will exchange copies of Bowerbank's land use ordinances with its abutting communities. The Selectmen shall notify the adjoining municipality when a development is proposed adjacent to that town line or shared resource. Bowerbank's Planning Board along with neighboring planning boards, will work regionally protect the shared resources by developing regional resource protection standards. Once these standards are established, they may be incorporated into the local land use ordinance and shoreland zoning regulations, as appropriate. Once adopted, the planning boards will monitor their effectiveness. The town has adopted Shoreland Zoning Regulations and will continue to update these regulations to protect the water resources within the borders of Bowerbank.  
**Time Frame:** Immediate  
**Responsible Agent:** Planning Board and Selectpersons.
2. **Policy:** The town will restrict development within identified floodplain areas.  
**Strategies:** Any future land use ordinance will contain performance standards that will reduce development activities that would increase the potential for flooding, diminish water quality or threaten public safety. In an effort to prevent inappropriate development in natural hazard areas, specifically the identified flood areas, the Town will work in conjunction with the State Planning Office to create a Floodplain Management Ordinance and the town will also investigate ways to continue its participation in the County-wide Natural Hazard Mitigation Plan.  
**Time Frame:** Short Term  
**Responsible Agent:** Planning Board, Voters, and Selectpersons.
3. **Policy:** The town will continue to update and conform to the minimum standards for the protection of natural resources, as determined by the state and federal government.  
**Strategies:** The town will continue to enforce the Shoreland Zoning Ordinance. The town will also conduct reviews of the Shoreland Zoning Ordinance and any future land use ordinance, to ensure compliance with minimum state requirements.  
**Time Frame:** Immediate  
**Responsible Agent:** Selectpersons, Voters and Planning Board.

4. **Policy:** The town will continue to protect and preserve natural resources and will ensure that significant environmental resources are taken into account, as per MSRA, during the development review process.  
**Strategies:** Any future land use ordinance will include performance standards to protect waterfowl and wading bird habitats and other essential habitats. Development proposals reviewed by the Planning Board shall include information regarding any on-site or adjacent deer wintering areas, waterfowl and wading bird habitats or endangered species essential habitat and an impact assessment as part of the application.  
**Time Frame:** Short Term  
**Responsible Agent:** Planning Board and Selectpersons.
5. **Policy:** The town will encourage environmentally correct practices.  
**Strategies:** The town will encourage forest and agricultural management practices that do not have a negative impact on forestland, residential and recreational areas, and other important natural resources. This will be accomplished through public educational materials, such as MDEP's Best Management Practices that shall be made available at the town hall.  
**Time Frame:** Immediate  
**Responsible Agent:** Selectpersons and Planning Board.
6. **Policy:** The town will evaluate and consider the benefits of landowner participation in the Farm and Open Space Tax Law and in the Tree Growth Tax Law Programs.  
**Strategies:** The town will develop and distribute promotional materials to provide residents and property owner's information on conservation and tax incentive programs such as the Farm and Open Space and Tree Growth Tax Law programs. These efforts combined with; erosion and sedimentation control, phosphorous loading, and related performance standards in any future land use ordinance shall:  
1: Monitor and evaluate growth within the community and its effect upon the natural resources of the community.  
2: Encourage compatibility of uses for agricultural and forest lands with nearby development.  
**Time Frame:** On-going  
**Responsible Agent:** Planning Board, Code Enforcement Officer, and Selectpersons
7. **Policy:** The town of Bowerbank recognizes the economic and environmental importance of a well managed watershed program for the protection of water quality and maintaining consistent water levels and will foster communication between all stakeholders in maintaining the health and welfare of the water body for environmental, recreational and business purposes.  
**Strategies:** The town of Bowerbank will engage in conversation the appropriate stakeholders, including but not limited to, the town of Sebec, the town of Dover-Foxcroft, the town of Guilford, the town of Willimantic, Piscataquis County, the Sebec Lake Association, and the owner of the dam at the head of the lake. This evolution of dialogue between appropriate parties will attempt to evolve a harmonious relationship between all effected parties in the interest of economic and environmental well being of the region.  
**Time Frame:** Immediate  
**Responsible Agent:** Selectpersons and Planning Board.

**FISCAL CAPACITY:**

**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development the town has developed the following policies:

1. **Policy:** The town will continue the development and implementation of a formalized capital improvement plan.  
**Strategies:** A capital improvement plan (CIP) will be created to provide funding for an ongoing allocation of available and applicable funds. Each year, the selectpersons and interested towns people will review and make suggestions as to changes or additions to the CIP. Public input shall be researched through the public survey process. The decisions and proposed changes made to the CIP will be included in the annual budget for voter approval.  
**Time Frame:** Immediate  
**Responsible Agent:** Selectpersons, Interested Citizens, and Voters.
2. **Policy:** The town will foster economic development to maintain a stable tax base.  
**Strategies:** Responsible economic development as outlined in the employment and economy section of this plan will continue to be actively encouraged through the use of the future Land Use Ordinance.  
**Time Frame:** Immediate  
**Responsible Agent:** Selectpersons and Planning Board
3. **Policy:** The town will continue to provide the most efficient and cost effective operation and financing of existing and future facilities and services.  
**Strategies:** A review of the funding requests will be conducted yearly and recommendations will be made for town meeting review. The town will promote an efficient and cost effective methodology for financing and operating the existing and future facilities of the town.  
**Time Frame:** Immediate  
**Responsible Agent:** Selectpersons
4. **Policy:** The Town shall pursue all available grants to assist in the funding of all capital improvements within the municipality.  
**Strategies:** A review of the funding requests will be conducted yearly and recommendations as to available grants and programs will be made for town meeting review and approval.  
**Time Frame:** On-going  
**Responsible Agent:** Selectpersons.



**LAND USE:**

***POLICIES AND IMPLEMENTATION STRATEGIES***

In order to provide the basis for future land use controls the town has developed the following policies and implementation strategies:

1. **Policy:** The town will ensure that any future land use ordinances are consistent with the comprehensive plan.  
**Strategies:** The town will develop a Land Use Ordinance and Subdivision Ordinance consistent with the goals and guidelines of this Comprehensive Plan. An ordinance committee will be created to assist in the preparation of the future land use ordinance. The town will regularly review and update existing ordinances to ensure their consistency with state and federal laws, local needs and the intent of the Comprehensive Plan.  
**Time Frame:** Short Term  
**Responsible Agent:** Planning Board, Ordinance Committee, and Selectpersons
2. **Policy:** The town will develop the necessary land use regulations as deemed appropriate by the will of the voters.  
**Strategies:** The town will continue to develop necessary land use regulations as deemed appropriate by the will of the voters. The future Land Use Ordinance and Subdivision Ordinance will protect the town's character and direct residential, commercial, recreational, natural resource-based and industrial activities to appropriate areas of the community, while maintaining a constant and diverse tax base. The costs of subdivision road construction and maintenance shall be the responsibility of the applicant and/or subdivision association rather than the town. All subdivision roads shall be open to public use. The town shall also develop the necessary changes to the Shoreland Zoning Ordinance to provide the appropriate levels of protections for the communities valued surface water bodies.  
**Time Frame:** Short Term  
**Responsible Agent:** Planning Board, Ordinance Committee, and Selectpersons
3. **Policy:** The town will develop compatible resource protection standards with nearby towns.  
**Strategies:** The town will keep neighboring communities informed of planning initiatives to insure compatibility along town borders. When any development or change in land use ordinance occurs on town borders or within a shared resource, a copy of the information will be forwarded by the planning board, to the adjoining community's planning board or appropriate authority.  
**Time Frame:** Short Term  
**Responsible Agent:** Planning Board, Ordinance Committee, and Selectpersons



**PREAMBLE**

The town of Bowerbank, the Selectmen, and the Comprehensive Plan Committee would like to thank local historians such as Bill Sawtell and Dorothy Blanchard; as well as Bowerbank residents like Jennifer A. Hartley and Greta Olsen for their contributions towards the preservation of community as well as the rich history they have provided for the town of Bowerbank. The documentation and information from these persons as well as stories from the community have provided a vast wealth of information contained within this document. Community Character and History say a lot about why and how a community is the way that it is. Small towns, whether rich in agriculture, industry or manufacturing, have the ability to hold a special place in the hearts of those who have lived or visited there. It is the hopes of the community, that as changes affect the future, they do not change the history, vision, or memories of the past. It is hoped that the information and stories present the reader with a clear concise picture of the past as well as a vision for the future. Inspiration and passion for understanding of a community developed in the stories within the Comprehensive plan represent qualities that unite all Bowerbankers.

*Introduction*

As described by Jennifer A. Hartley in Where Wild Roses Bloomed: A History of Old Bowerbank

Dot Warren, in the midst of recalling the stories her father, LeRoy P. Dow, told about life on the Dow farm in Bowerbank, she remembered the day in 1942 when she married her high school sweetheart, Virgil Warren, in Dover-Foxcroft. Her brothers made a trip to the site of the old Withington place back in the woods where Bowerbank's "back neighborhood" had once existed. The old farm was gone, but briar roses still bloomed around the foundation. The Dows loaded a truck up with armloads of the wild roses and brought them back to Dover so Dot could have a bit of Old Bowerbank around her on her wedding day.

The image of roses blooming around the old farmhouses tucked into the Maine forest struck me as incredibly beautiful. How the early settlers of the town must have welcomed the bright flowers of summer after the endless, stark winters! I chose the title, though, not just for its romantic imagery, but also because the ephemeral rose seemed a perfect metaphor for the town, itself. At the turn of the 20<sup>th</sup> century and before, Bowerbank was a bustling community with several schoolhouses, businesses, and a vibrant community life. When I was growing up in the town in the 1970's and 80's, it had shrunk to the point of claiming the title of Maine's smallest town, population 23. And today, with many new faces, Bowerbank is reclaiming itself as a community with the popular "Bowerbank Days" celebrations and restorations of the schoolhouse and the old post office. Just like its roses, the town seems destined to bloom again.

I first came to Bowerbank as a baby. My father's family had vacationed at Sebec Lake since the early 1920's. Dad loved it so much that in 1972, when I was four, we made the move from New York to live at our summer place in the Narrows. The road was not plowed in the winter, and the only other year-round residents in this little corner of Bowerbank on the south shore of the lake were Bob and Ruth Weatherbee. From the start, my brother, Rick, and I enjoyed the best of what Bowerbank has always offered to children – swimming, fishing, and fun on the lake in the summer; woods to explore; and lots of snow in the winter. One day mom opened the door to find us jumping off the roof into the snowdrifts. She put a quick stop to that! At that time, we were the only children in Bowerbank. For a little kid it was along, hard trip to Dover-Foxcroft in the winter, so we stayed home for school until the third grade. At the time there was only one other family officially home-schooling in the state of Maine. A good part of our lessons involved tramping around outside and learning about the plants and animals around us.

I first became interested in Bowerbank's history during our trips across the Lake to pick apples at the old Moore Farm at the end of the Bowerbank Road. The farm had not been lived in for years, but the apple trees still produced

small, sour apples; tangles of raspberry bushes yielded ripe berries and, best of all, the hand pump by the front door still worked. I used to sit on the porch and imagine what it must have been like when the farm bustled with activity, its fields stretching down toward the lake, horses clip-clopping down the old gravel road. My Dad, who had spent childhood summers in the "Buttercup Cottage" on the Bowerbank shore in the mid 1930's, pointed out the tiny building on the Glover property that had served as a post-office and another building, now closed up tight, that had served as a tea room. I was always hungry by the end of those walks, and I thought it a great shame that fresh baked goods were no longer available at that little cottage in the woods!

Later, at SeDoMoCha Middle School in Dover-Foxcroft, when I had the chance to do an independent project as part of a program called "Project Opportunity," I decided to research and compile the history of Bowerbank. I continued to work on the project off and on through high school, interviewing local residents, who had memories of old Bowerbank. Most of those I spoke with have since passed away. When I left for college, the project was put on a shelf, where it remained until the summer of 1994, when the first ever "Bowerbank days" celebration was held. Many residents loaned their old photos and town memorabilia for a historical display in the town hall, and I was inspired to dust off my history and think about getting it printed. I got as far as typing it into my computer. Then I started graduate school, and the file languished on my computer for another stretch of years. When I heard about the project to restore the old schoolhouse and make it in to a library and town museum, I thought it would be fitting to offer my high school project as a little book with the proceeds going to support future historical projects in the town. I had always thought that someday I might collect more memories and extend this history further into the 20<sup>th</sup> century, but at this point, I will leave the task of building on this early history to someone else with more time than I presently have!

Almost all of old Bowerbank has vanished, surviving only in the names of the descendants of those hardy pioneers who carved the town out of the forest. As I used to sit on the Moore Farm's porch or walk down the quiet Bowerbank road as a child, I felt very strongly that, contrary to appearance, so much had happened there. In the course of my research I found that this was, indeed, the case. The people who lived in Bowerbank led extremely full, complex lives. Making a town out of the Maine wilderness in the nineteenth century required an incredible array of skills, not to mention fantastic determination. Unfortunately, we will never know very much about the lives of Bowerbank's early residents—how many dramas and triumphs, joys and sorrows must have taken place over the years. This history can offer only a small glimpse into those lives, but it is enough to make us wish that we could sit on a porch by the Lake, with any one of those former Bowerbankers, and while away an afternoon listening to story after story.

I was fortunate enough to do my research at a time when there were still a few people alive who remembered the town as a farming and lumbering community. I am grateful to them for sharing their memories, and I am happy to think that a bit of the town's rich history will live on in this little book, hopefully to be enjoyed for years to come by all those who love Bowerbank.

## INTRODUCTION

During the economic "boom" of the eighties, the State of Maine experienced substantial growth, not only in the urban areas, but also in the outlying rural communities. This growth, which was a mix of industrial, commercial and residential, occurred in many communities, which were not prepared to deal with the increased demands on municipal budgets or the environmental effects. In response to this growth and in an effort to reduce the impact on taxes, community character and our environment, the State of Maine Legislature enacted various land use laws that were intended to provide municipalities with the tools to prepare for future growth and development. The "Comprehensive Planning and Land Use Regulation Act of 1988," which is frequently referred to as the "Growth Management Act" required municipalities throughout the State to adopt a Growth Management Program. The program, which consisted of a comprehensive plan and implemented land use ordinance, would provide the framework for municipalities to guide their future growth and development while still maintaining the character and identity of their

community. Due to a period of decreasing state revenues, the program was repealed by the Legislature to eliminate the mandatory aspect of the law; but many communities had already recognized the necessity of this program and continue today to achieve Growth Management's goals.

In January 2001, Public Law 776 "*An Act to Implement the Land Use Recommendations of the Task Force on State Office Building Location, Other State Growth-related Capital Investments and Patterns of Development*" went into effect to ensure that governmental investments are made in a manner that will not spur development sprawl and will concentrate public facilities and improvements in locally designated growth areas. "Growth-related capital investment" means investment by the State in only the following projects, whether using state, federal or other public funds and whether in the form of a purchase, lease, grant, loan, loan guarantee, credit, tax credit or other financial assistance:

- Construction or acquisition of newly constructed multifamily rental housing;
- Development of industrial or business parks;
- Construction or extension of sewer, water and other utility lines;
- Grants and loans for public service infrastructure, public facilities and community buildings; and
- Construction or expansion of state office buildings, state courts and other state civic buildings that serve public clients and customers.

"Growth-related capital investment" **does not** include investment in the following:

- Operation or maintenance of a governmental or quasi-governmental facility or program;
- Renovation of a governmental facility that does not significantly expand the facility's capacity;
- General purpose aid for education;
- School construction or renovation projects;
- Public health programs;
- Highway or bridge projects;
- Programs that provide direct financial assistance to individual businesses; community revenue sharing; or

A comprehensive plan is a document adopted by a local government and created by local people. This document is actually a map to the town's future that guides the decision making process regarding the community and the vision that the residents have for their future. The essential characteristic of the plan makes it comprehensive, general, and long-range. The plan is comprehensive since it encompasses all aspects of the community; general because the plan summarizes policies and implementation strategies but does not include detailed regulations, and long-range since the plan looks to the future to envision the problems and possibilities.



## STATUTORY BASIS

Bowerbank's Comprehensive Plan was developed pursuant to the statutory requirements of the Comprehensive Planning and Land Use Regulation Act of 1988 (MRS Title 30, Section 4861). The adoption of the plan can assist Bowerbank in receiving preferential consideration when applying for federally or state funded grants that affect community development (MRSA Title 30-A, Section 4349).

## PURPOSE

The purpose of a comprehensive plan is to provide the factual basis and policy framework for future planning, regulatory, and community development decision-making, in both the public and private sectors for the town. The plan is a valuable working instrument for the future growth and development of Bowerbank.

## CONSULTANT

The Town of Bowerbank has contracted with Penobscot Valley Council of Governments (PVCOG) to assist the Comprehensive Plan Committee in preparing this comprehensive plan.

## STATE OF MAINE'S GOALS OF GROWTH MANAGEMENT

In order for the plan to be deemed consistent by the state, it must address the State's Ten Goals of Growth Management as outlined in M.R.S.A. Title 30-A§4312. The following is a listing of those goals.

- To encourage orderly growth and development in appropriate areas of each community, while protecting the state's rural character, making efficient use of public services and preventing development sprawl.
- To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
- To promote an economic climate that increases job opportunities and overall economic well-being.
- To encourage and promote affordable, decent housing opportunities for all Maine citizens.
- To protect the quality and manage the quantity of the state's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas.
- To protect the state's critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas.
- 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.
- To safeguard the state's agricultural and forest resources from development that threatens those resources.
- To preserve the state's historical and archaeological resources.
- To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

## SCOPE

A comprehensive plan involves the following:

- Survey of existing and potential resources;
- Analysis of past, present, and future community trends;
- Development of policies;
- Adoption of implementation strategies by Town Officials and residents; and
- Continuous monitoring of the plan's policies and implementation strategies.

A comprehensive plan follows an established framework set forth by the State. Within the plan, however, are the collective thoughts and actions of Bowerbank's residents. The entire comprehensive plan must be applicable now and in the future. As a result, the town must periodically review the plan and update it to reflect needed changes in local policies and to incorporate updated information.

This comprehensive plan looks at local as well as regional, issues that concern or affect the Town of Bowerbank. This plan will guide the town over the next ten years, and provide a reasonable approach to land use regulation in preparing the town for future development while retaining, or even enhancing the local quality of life.

This comprehensive plan examines the above-mentioned available information, including inventory and analysis, local policies, implementation strategies and regional policy/coordination, through the following components:

- |  |                                  |
|--|----------------------------------|
| ▪ Historical and Archeological Resources | ▪ Recreation                     |
| ▪ Population                             | ▪ Transportation                 |
| ▪ Employment and Economy                 | ▪ Public Facilities and Services |
| ▪ Natural Resources                      | ▪ Fiscal Capacity                |
| ▪ Housing                                | ▪ Land Use                       |

## LIMITATIONS

This comprehensive plan has been assembled and compiled with the genuine intention that all of the data and information contained herein is reasonably accurate and correct. The information contained in this plan was gathered from the sources cited. Some of the sources were found to be more detailed and more recent than other sources. Where appropriate, future application of the information contained in this plan should be preceded by a check of the sources to see if additional or revised information is available. Most of the information contained in the plan is considered current enough and of sufficient detail to support the conclusions and recommendations offered. This information is suitable for general planning; however, it may not be appropriate for site-specific decisions.

**DISCLAIMER**

The information used to create the maps in this Comprehensive Plan have been derived from multiple sources. The map products as provided are for reference and planning purposes only and are not to be construed as legal documents or survey instruments. EMDC/PVCOG provides this information with the understanding that it is not guaranteed to be accurate, correct or complete; that it is subject to revision; and conclusions drawn from such information are the responsibility of the user. Due to ongoing road renaming and addressing, the road names shown on this map may not be current. Any user of the maps accept the same; AS IS, WITH ALL FAULTS, and assumes all responsibility for the use thereof, and further agrees to hold EMDC/PVCOG harmless from and against any damage, loss, or liability arising from any use of the maps.





## **STATE GOAL**

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

## **GEOGRAPHY**

*As described by Jennifer A. Hartley in Where Wild Roses Bloomed: A History of Old Bowerbank*

Bowerbank is located north of Dover-Foxcroft, with the two towns essentially separated by Sebec Lake. Only one small corner of Bowerbank lies on the Dover-Foxcroft side of the lake. Before Dover and Foxcroft were joined in 1922, the Foxcroft town line came across the northern side of the lake. The town's boundaries were almost in the road just west of where Mr. and Mrs. Ernest Barnes formerly lived. The town of Bowerbank bought the land down to the lake from Foxcroft and also bought the land down to the Barnard line from the town of Sebec, so that the town could better maintain the roads. Loring's 1880 History of Piscataquis County says about one third of Bowerbank's soil is suitable for crops and when cultivated has been very productive. At one time, fields covered large sections of the southern part of the town, but now the land is mainly woodland. Birch Mountain is Bowerbank's highest elevation, and Mill Brook is its principal stream. The only populated areas are in the southern-most part of the town-ship, relatively near the Lake.

The Town of Bowerbank is located in the central region of Piscataquis County on the northern and southern shores of Sebec Lake, approximately 13 miles north of Dover-Foxcroft. Bowerbank is bordered by the Town of Willimantic to the west, Ellitsville Township to the northwest, T7 R9 NWP to the north, Katahdin Iron Works Township to the northeast, Barnard Township to the east, the Town of Sebec to the southeast, the Town of Dover-Foxcroft to the south, and the Town of Guilford to the southwest. The total land area contained within the corporate limits is 47.2 square miles.

The topography of Bowerbank consists of rolling hills, fields and valleys as well as large tracts of woodland areas. Shorelines along the banks of Sebec Lake are mostly rocky, with relatively few beach or sandy areas.

## **EARLY HISTORY**

*As described by Jennifer A. Hartley in Where Wild Roses Bloomed: A History of Old Bowerbank*

The early history of the town is sketchy at best, old documents being scarce and often confusing when available. I have tried to piece together the evidence as clearly as possible, but gaps and discrepancies remain. The Registry of Deeds of Piscataquis County provides a record of the ownership of the town of Bowerbank. The town could have been named "Monkhouse," for it was Thomas Monkhouse, a businessman from London, England, who purchased the six by six mile township from the Commonwealth of Massachusetts in 1808. (Maine did not become a state until 1820.) Thomas Bowerbank Jr., also of London, appears to have been a merchant and probably a friend and business associate of Mr. Monkhouse. Sometime after 1808, in a transaction, the details of which have been lost, Mr. Bowerbank apparently acquired a financial interest in Mr. Monkhouse's holding, then known as Township 7 Range 8.

The township is first referred to as Bowerbank in documents dated 1815, when Monkhouse and Bowerbank sold the township. We can imagine the exchanges between Monkhouse and Bowerbank over what to name the new township. We will never know just how close the town came to being called Monkhouse! In any case, in 1815,

Thomas Monkhouse (sometimes referred to as Monkton or Moncton), indicating Thomas Bowerbank's joint interest, sold the town to Robert Constantine Barfe (sometimes referred to as Barse or Barth) of New York City, the exact date being uncertain. Monkhouse died shortly after the year 1815. One document clearly gives the date of Bowerbank's death as April 15, 1818, presumably in London. His executors were Thomas Wilkinson, Edward Bowerbank, and Edward Bowerbank Jr., with the will filed in the Prerogative Court of the Archbishop of Canterbury. However, an original document deeding land from Bowerbank to Barfe to William Hesketh of Hallowell exists, bearing Thomas Bowerbank Jr.'s signature and dated March 5, 1827. This suggests that the events and date of Bowerbank's death can only be positively determined by an examination of records in England. Barfe died sometime between 1828 and 1835.

In 1835, with Monkhouse, Bowerbank, and Barfe apparently deceased, the township was sold by Barfe's estate (a William Abbot of Bangor being the local administrator for the estate) and by the three aforementioned executors of Thomas Bowerbank to Waldo T. and Hayward Pierce of Bangor. There is also evidence suggesting that Bowerbank may not have died until sometime between 1835 and 1839, and that in 1839 the three executors of his estate foreclosed on the property and sold to Waldo T. and Hayward Pierce in 1835. A Charles Vaughan of Hallowell appears to have owned a significant portion of the town in the late 1830's. In 1840, a Nathaniel Lord, along with an Oliver Parker, both of Bangor appear to have acquired ownership of the town. It should be noted that at this time others owned a number of relatively small parcels of land throughout the town, which had been sold off since the original grant to Monkhouse. In 1853 the heirs, by guardian, of Nathaniel Lord sold their interest to John L. Hodsdon of August, who in 1864 acquired an additional portion of the town from a Wiggins Hill of Bangor. Hodsdon sold to a Nathan Weston of Augusta in 1865. Mr. Weston also acquired a significant parcel from a Samuel McClellan of Augusta in 1866. That same year, Weston sold his land to a Henry D. Cushing of Boston, who, in 1868 sold to a Nathaniel M. Whitmore of Gardiner. In 1872 it went to George M. Weston of Boston, who in that same year, sold to I. Smith Hormans of New Jersey. Hormans sold to Edward C. Hormans, also of Jersey in 1877.

In 1884, Thomas E. Proctor of Boston bought the town from Hormans. Apparently Mr. Proctor died sometime before 1904, and beginning that year the trustees of his estate began acquiring some of the smaller parcels around the town, ending with a total of fourteen, with the last acquisition occurring about 1930. In 1947 Stanley E. Merrill & Company purchased the township from the Proctor estate. In 1960 it was sold by the Merrill Company to the J.M. Huber Corporation of New Jersey, which in 1996 sold it to Forestry Limited Partnership, a division of the John Hancock Corporation.

In the Late 1980's, a Mr. Bowerbank, visiting New York from London, called the late Mrs. Shirely Surette at the Thompson Free Library in Dover-Foxcroft. He sought information concerning one of his ancestors, Thomas Bowerbank. He told Mrs. Surette the following story:

*Thomas Bowerbank got into a fight in an English bar room, presumably over a lady. The fight ended with Bowerbank killing the other man. It is unclear whether Bowerbank was wanted by the police or not, but in any case, his family gave him money, and he came to America to seek his fortune. His family never heard from him again, but they learned indirectly that he had invested his money in land in the United States.*

Could this be the man Bowerbank is named for? According to another tale, Bowerbank was an English Lord. In any case, according to Loring's *History of Piscataquis County*, Mr. Bowerbank explored the township personally. While it is clear that Thomas Bowerbank was in New York for a time, there is no evidence that confirms Loring's statement that Thomas Bowerbank tramped through the wilds of the township. All legal documents bearing his name were signed in New York. Whether settlements were begun while Barfe or Bowerbank owned the township cannot be definitely determined. As noted earlier, county records indicate that the township was sold to Mr. Barfe of New York City in 1815. However, Loring notes that Charles Vaughan, Esquire, of Hallowell was Mr. Bowerbank's agent and R.C. Barth, Esquire, of New York was his attorney. It states that through Mr. Bowerbank's agents, the settlements were begun.

In any event, in 1821 Mr. Vaughan had fifty acres cut down. In the spring some of the cleared land was used for crops. Charles Vaughan was evidently a well known person in Dover. The August 23, 1841 issue of the *Piscataquis Herald* (now *The Piscataquis Observer*) describes Mr. Vaughan as one of the proprietors of Dover, and this issue tells of his giving a piece of land to the town of Dover. Previous to any settlement of Bowerbank, Mr. Vaughan arranged for the building of a sawmill on Mill Brook. A sawmill and a gristmill were operated there by R. Newell when the first settlers arrived.

In the early part of 1822, Mr. Vaughan arranged for Mr. Edward Robinson of Liverpool, England to go to Bowerbank. Accounts of how Robinson crossed Sebec Lake vary. Some say he swam across the lake with his clothes tied onto his head. Others maintain that he crossed the lake on a frail raft of his own construction. Upon reaching the far shore, he chose a lot of 200 acres and employed a Mr. Crommet of Sebec to clear and plant grass on 40 acres. During the summer of 1825, Mr. Robinson erected a frame house and barn near what is now known as the Glover House. He cut grain and hay and prepared to make a permanent settlement. In March of 1826, he married and brought his bride, Sarah, to their new home. Thus, the Robinsons became Bowerbank's first settlers. The cellar and well of their first small house can be found on the old William Glover property about three quarters of a mile back from the present day Bowerbank Road. The road, of course did not exist when Mr. Robinson chose his site.

In 1824, Mr. William Hesketh, also from England, had twelve acres of trees cut down in preparation for settling later on. Mr. Robinson settled in 1826, Mr. William Newell, a blacksmith from Howell, came. Then came the aforementioned Mr. Hesketh, Deacon J. Brown, and Thomas Gregg. The first settlers of Bowerbank paid only one dollar per acre for their land!

These first residents built their farms back from the lake because the soil was better. They did business primarily in Sebec Village as they could conveniently reach it by water in the summer and by ice in winter. They could also make the longer trip across the lake to Foxcroft and Dover. As the community grew, a school house was built for the children, and religious meetings were held. A Baptist church was organized in 1836. The Bowerbank Town Hall, as it now stands, was originally the Mountain View Grange Hall. Documents indicate that the schoolhouse was used to conduct at least some town business, prior to the Grange becoming the town hall.

When the early settlers wanted to vote, they could do this in any town by paying a poll tax and giving their names to assessors, prior to voting. Unfortunately, they sometimes neglected these preliminaries and when they attempted to vote in Sebec without paying the tax, legal objections were raised. As a result, in 1839, Bowerbank was somewhat prematurely incorporated as a town. Bowerbank's voters then had to follow municipal regulations and pay higher taxes. They could however, sell the public land reserves to raise the school fund of \$580. The following is the request as it appeared in the November 30, 1838 issue of the *Piscataquis Herald*:

TO THE HONORABLE SENATE AND HOUSE OF REPRESENTATIVES OF THE  
STATE OF MAINE IN LEGISLATURE ASSEMBLED:

*We, the undersigned inhabitants of the plantation of Bowerbank, finding it would be to our advantage and benefit, pray your honorable body to grant us an Act of incorporation as a town by the name of Bowerbank.*

*Edward Robinson, Joseph Brown, Moses P. Glover, Enoch Perham, Benjamin Clark, Bethuel M. Stearns, Harrison Cass, Richard Newell, Jackson Folsom, Alonzo Glover, William Newell, Edward P. Wise, Freeman C. Glover, Samuel Glover, Arthur McGuyre, Israel Woodard, William Hesketh, Darius Perham, George W. Abbot.*

*Bowerbank Plantation, Nov. 26, 1838*

*Bowerbank Today (as of 1990 publication date of Where Wild Roses Bloomed)*

On July 8, 1964, Peaks-Kenny State Park, given to the people of Maine by Francis C. Peaks, Esq. of Dover-Foxcroft and partly in the portion of Bowerbank which is on the south side of Sebec Lake adjacent to Dover-Foxcroft has contributed to the economy of the area and given many people pleasure.

In the mid seventies, Bowerbank was finally given a dot on the Maine Map. In 1979, an article appeared in *The Boston Globe* entitled "Bowerbank Takes the Small Town Title: Population 23." In the article First Selectman Ernest H. Barnes stated, "The town is in a sense of going backwards. Other than on the lake, we're not growing at all."

In 1983, as a result of the *Globe* article, the Bowerbank Town Hall and Bowerbank residents were featured in many national magazines as part of an AT&T advertising campaign. Residents received \$25 each to sit for the day in front of the town hall and swat flies, while a photographer snapped hundreds of pictures. The ad campaign resulted in letters from Bowerbanks in Canada, England and New Jersey, inquiring about the origins of the town.

The town has, in fact, grown since Mr. Barnes comments. Today there is a voting population of 84, with 72 year round residents. The population swells significantly in the summer, when the many camps on the Lake shore are occupied. Voters still gather in the town hall to decide business at town meetings and enjoy a potluck that if they are lucky might include Rodney Preble's famous baked beans. The summer of 1999 even saw a square dance at the town hall as part of Bowerbank Days. It is easy to imagine the many prize-winning recipes that have been shared within those walls and the many couples who have spun around the floors in years past. It is even easier to hope that gatherings will continue for years to come.

While most places that would have been familiar to the inhabitants of old Bowerbank have been reclaimed by the woods, thanks to the efforts of Heather Crozier and the present selectmen, the schoolhouse and post office are being saved for future generations of Bowerbankers. The former residents of the once bustling community certainly have left their mark on the area. One can find in the Dover-Foxcroft phone book all but four of the surnames of those originally petitioning for the incorporation of Bowerbank in 1839. And possibly somewhere among the pines that cover what was once the back neighborhood, a briar rose or two still manages to bloom.

## PREHISTORIC ARCHAEOLOGICAL SITES

Maine's Native Americans left no written records, indeed few lasting records of any kind, before the arrival of Europeans. The first historic record of them was written by European explorers in the sixteenth century, so we refer to the archaeology of Maine's Native American inhabitants as "prehistoric" archaeology. To understand Maine's prehistoric archaeological sites, the threats to them, and the means for their protection, the following paragraphs provide an introduction to Maine prehistory and archaeological site location.

The first Native Americans to live in Maine moved into the area from the south or the west about 11,000 years ago as the land recovered from its glaciations, and as tundra and open spruce woodland vegetation grew enough to support the large and small game that they hunted (including mastodon and caribou). We call these people Paleo-Indian. Because of poorly developed late glacial drainage, and perhaps because of major seasonal runoff and occasional catastrophic drainage of huge interior lake basins dammed by ice or glacial till, these people tended to camp on very well drained (sandy) soils away from river valleys.

Between 10,500 and 9,500 years ago, trees (pine, poplar, birch, oak, with other hardwoods later) covered the Maine landscape, forcing everyone who has resided here since to live and travel along lakes and waterways and otherwise accommodate to a dense forest. One such



accommodation is the proliferation of stone axes and gouges during the Archaic Period (between 10,000 and 3,000 years ago), indicating exquisite skill in woodworking, examples of which have not survived in Maine's acidic soil. Until 4,000 years ago, we have reason to believe that people traveled in dugout canoes on the ocean, on rivers, and on major lakes. Dependence on heavy dugout canoes to some degree limited mobility. Sometime between 4,000 and 3,500 years ago, the birch bark canoe was developed. Use of such light, back-portable watercraft allowed travel up and down small streams and beaver-flowages, as well as cross-drainage portaging. The birch bark canoe opened up the Maine interior away from major lakes and rivers.

The Ceramic Period in Maine (1000 B.C. to A.D. 1500) is so-named because the state's Native Americans adopted the use of pottery. Pottery with exterior designs increased the number and stylistic detail of artifacts that we can use to understand the archaeological record. After the first European explorers arrived off the Maine coast in the early 1500's and began trading (the so-called Contact Period), dramatic changes in Native American life occurred, and European written records began.

For most of prehistory, Maine's Native American population supported itself by hunting, fishing, and gathering in band-organized societies without complex political organization or monumental construction. In southwestern Maine, corn, bean, and squash agriculture was added to an existing hunting and gathering base after about 1000 A.D. without drastic change in socio-political organization and with only subtle changes in the use of the landscape. Maine Native Americans always have been relatively mobile in lifestyle and lived in small groups. The largest and most prominent occupations were multi-seasonal villages of several hundred individuals, from which most of the population would disperse over the landscape at certain seasons. Thus, in the absence of monumental architecture or permanent villages and towns, we recognize four types of prehistoric archaeological sites: (1) habitation/workshop sites, (2) lithic (stone raw material) quarries, (3) cemeteries, and (4) rock art petroglyphs and pictographs.

Ninety-five percent or more of known prehistoric habitation/workshop sites in Maine are located adjacent to canoe-navigable water (coast, lake, river, stream, swamp) or "fossil" (former) waterways or shorelines of the same types. Of the remainder, approximately one percent are predictable on highly specialized locations, such as eolian (windblown or dune) sands in the case of Paleo-Indian sites, or tillable, alluvial (river flood sediment) soils in the case of Late Woodland and Early Contact period sites.

Habitation/workshop sites are found in two major depth categories in Maine: shallowly buried and deeply buried. The majority are shallowly buried on soils derived from glacial till, reworked till, sand, gravel, and silt emplaced by geological processes before 12,000 years ago. In these situations there has been no net accretion of the land surface except by human action, and archaeological matter is found within the top 30 to 40 cm of active soil turnover (by frost and plant growth) on these types of soils. In these situations, which represent more than ninety-five percent of the land surface of Maine, archaeological material is shallowly buried and can still be discovered or destroyed by any process that disturbs the top 40 cm or so of the soil column. Deeply buried sites occur only in alluvial settings along rivers and streams, where periodic

flooding has deposited silt or sand which separates sequential occupations. Such sites can be up to three meters deep. The maximum dimension (length) of archaeological sites range from two meters to 800 meters. The modal average maximum dimension falls around 50 meters.

The Maine Historic Preservation Commission lists six known prehistoric archaeological sites in Bowerbank; all are located on the shores of Sebec Lake. No systematic professional archaeological survey has been done in within the town. An elevated lake shoreline feature (ancient shoreline from a former, higher level of Sebec Lake) has been observed dozens to hundreds of meters north of the existing lake shore in the Buck's Cove/Bear Pond region. Archaeological sites might be located along this ancient shoreline. Please refer to Map B-1 "Historical and Archeological Resources" for the general location of identified archaeological sites in Bowerbank.

Sebec Lake shoreline and some distance inland in the Bucks Cove, Bear Pond, Seymour Cove areas are archeologically sensitive and should require the needs for an archaeological survey prior to construction or disturbance. Big Benson and First Buttermilk Ponds are large enough to have Native American sites on their shores. But the smaller lakes are not and were not accessible by canoe, further lowering their probability of having sites located on their shores.

## HISTORIC ARCHAEOLOGICAL SITES

In 1976 the Maine Historic Preservation Commission began to address archaeological sites of the historic period, complementing the survey programs for prehistoric sites and architectural resources. Thus was born the tripartite definition of Maine's historic resources, a structure continuing to the present which ensures that the most significant sites and buildings are addressed. This division also recognizes the different professional disciplines - prehistoric archaeology, historic archaeology, history, and architectural history - which must address these various resources, disciplines not coincidentally required on the Commission's review board.

Maine historic archaeology was not born overnight. When the University of Maine at Orono hired a historic archaeologist in 1978, the number of such professionals in the state doubled. Since then, partly due to trained individuals moving into the state and partly due to "home-grown" talent, the number of historic archaeologists who have worked or are working in Maine has grown to sixteen.

One of the first actions in 1976 was to establish survey priorities for the new science of historic archaeology in Maine. The cornerstone of the initiative was the decision that sites of the early colonial period should be the primary focus for identification, evaluation, and protection. This period is subdivided into three phases: Early settlement (1604-1675), Indian Wars (1676 to early eighteenth century), and Resettlement Period (early to mid-eighteenth century). Simply stated, these sites were recognized as the scarcest, least well documented, and most prone to destruction by vandalism, development, and erosion in that they are almost exclusively found on navigable water, either estuarine or marine.

On a secondary level, other sites were also recognized as deserving attention. The Commission determined that sites representing the earliest penetration of European Americans into a given area, regardless of period, are worthy of attention, given their poor documentation, their vulnerability to subsequent expansion of communities, and their data regarding adaptation of new populations to wilderness areas. In addition, sites relating to important Maine events or industries are recognized, hence the surveys of sites such as Fort Edgecomb and Fort Sullivan, as well as reconnaissance level projects in the areas of Baxter State Park and the White Mountain National Forest respectively focusing on nineteenth century logging industry sites and extinct agricultural neighborhoods.

Leon Cranmer of MHPC indicates that there are no identified historic archaeological sites in Bowerbank. However, no professional survey of historic archaeological sites has been conducted in Bowerbank. Such a survey could concentrate on locating the sites of the first wave of settlers beginning in 1820's, and also early mill and other significant sites in the community.

### **HISTORIC BUILDINGS, STRUCTURES AND OBJECTS**

The National Register of Historic Places (NRHP) is the official list of the Nation's cultural resources worthy of preservation that are significant in American history, architecture, archaeology, engineering, and culture. Authorized under the National Register Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archaeological resources. The National Register is administered by the National Park Service under the Secretary of the Interior. Properties listed in American history, architecture, archaeology, engineering, and culture. These resources contribute to an understanding of the historical and cultural foundation of the nation. Listing in the National Register includes the following results:

- Recognition that a property is of significance to the nation, the state, and the community;
- Consideration in the planning for federal or federally assisted projects;
- Eligibility for federal tax benefits; and
- Qualifications for federal assistance for historic preservation, when funds are available.

The Maine Historic Preservation Commission (MHPC) is the central repository in the state for archaeological and historic buildings survey information and maintains an inventory of important sites including buildings or sites on the NRHP. The standard of what makes an historic or archaeological resource worthy of preservation should normally be eligibility for, or listing in, the National Register of Historic Places. Because the National Register program accommodates buildings and sites of national, state and local significance, it can include local values.

Kirk Mahoney of MHPC notes that there are no Historic Buildings, structures, or objects listed on the National Register of Historic Places. A comprehensive survey of Bowerbank's above-ground resources needs to be conducted in order to identify other properties which may be eligible for nomination to the National Register of Historic Places. Below is a list of properties that are considered important to the members of the community.



- Grange Hall (Town Hall)
- Bowerbank Post Office (Town Hall Annex)
- The Center School (Town Library)
- The Robinson/Glover Farmstead
- The Clarke Estate/Moore Farm
- The Moore Estate
- The Corson Place
- Mill Brook Saw Mill
- The Grand View Hotel

### *Bowerbank Post Office*

As described by Jennifer A. Hartley in Where Wild Roses Bloomed: A History of Old Bowerbank

Mary Glover ran the Bowerbank post office for over fifty years until it was closed in the nineteen fifties. Mail was addressed with no box numbers and no zip codes. A small building near her house served as the office. Before 1930, it also housed a small candy store. The late Jane Buck, one of Alfred Dow's children who grew up in Bowerbank, recalls that at one time the post office was also a small grocery store. The late Mary Glidden remembers the postmistress in her office: "so small that one could bump elbows if they didn't watch out. Mary was only about four feet tall—had black hair parted in the middle with two braids wound around her head." For the last fifteen years of service, Mary moved the office into her home since there were so few persons to get mail, except in the summer.

## THREATS TO HISTORICAL AND ARCHAEOLOGICAL RESOURCES

Historical and archaeological resources must first be identified before they can be protected from any potential threats. Protection of identified historic sites in Bowerbank is the responsibility of the municipality or individual owners of the site(s). Archaeological resources are often threatened by development because their existence is not obvious. Public ownership of historic sites is an option, only if the owners desire to sell their property. The Maine Historic Preservation Commission (MHPC) indicates, after review, that there is need for further survey, inventory and analysis of Bowerbank's historic aboveground resources in order to identify properties that may be eligible for nomination to the National Register of Historic Places. The MHPC further indicates no prehistoric or historic archaeological sites are known.

## RESOURCE PROTECTION MEASURES

### *Maine Historic Preservation Commission*

The MHPC is the central repository in the state for archeological and historic buildings survey information. Survey files include computer files, map sets, paper data forms, field notes, unpublished reports, photographic archives and published works. Archeological files are exempt from the "right to know" legislation and are accessible only with permission from MHPC staff, to protect sensitive archaeological sites and landowners' privacy. Summaries of sensitive archaeological information are made available on a case-by-case basis.

The MHPC contains an inventory of sites, yet has no jurisdiction over these sites. The MHPC coordinates funding for inventory and restoration of historic sites. Towns with historic protection ordinances may also be eligible for monies through MHPC. Funding for inventory and restoration is (sometimes) available depending on legislative appropriation.

### ***National Register of Historic Places***

MHPC also coordinates a National Register of Historic Places. Sites registered by the owner with the National Register of Historic Places are protected through federal legislation, but only protected against any intervention or development by a federal agency. Eligible sites include those with only local significance or value.

Listing a property on the National Register provides protection only when federal funds are used for a project, which would affect the historic property. More complete protection is provided by a local historic preservation ordinance.

### ***Local Ordinances***

Local adopted ordinances, such as land use and subdivision ordinances can protect historic area zones from harmful impact and regulate their development.

- ***Shoreland Zoning Ordinance***

Because archaeological sites are found along shores (99% of Maine's known prehistoric archaeological sites are located near water), shoreland zoning will often provide protection of such sites. To the extent that the future archaeological sites may be identified on the banks of water bodies within the community, they may be partially protected from development by state mandated setbacks in shoreland zones.

- ***The Site Location Law***

The law requires consideration of impact on historic resources.

- ***Easement and Initiatives***

Individual landowners, historic societies, or nonprofit agencies may apply a number of development restrictions to their properties on a voluntary basis. These restrictions may be strengthened by deed constraints or easements.

- ***Public or Nonprofit Ownership***

Public ownership of historic resources is another option for protection of historic buildings or sites.

## **POLICIES AND IMPLEMENTATION STRATEGIES**

In order to preserve the State's historic and archaeological resources from development that could threaten those resources, the Town of Bowerbank has developed the following policies and strategies:

1. **Policies:** The Board of Selectmen shall encourage the promotion of the local historical society.  
**Strategy:** The Board of Selectmen and the local historical society comprised of local volunteers, shall promote the protection and preservation of identified and potential areas of historical and archaeological significance. These resources shall be documented and archaeological sites and artifacts will be monitored. Historical resources shall also include documented and recorded living/oral histories as volunteered by the Town's elders.  
**Responsibility:** Board of Selectmen, Historical Society  
**Time Frame:** Short-term
2. **Policies:** The Town will establish a list of properties that may be eligible for inclusion in the National Register of Historic Places and will initiate an effort to document Bowerbank's historical and archaeological resources.  
**Strategy:** The Town will pursue obtaining grant funds to professionally survey the historical and archaeological resources within the Town. The town should apply for State Planning money, Maine Historic Preservation Commission (MHPC) Certified Local Government Program funds or survey grants. If a grant is obtained, the town will hire a professional historic preservationist to work in conjunction with the community to identify properties for their possible inclusion into the National Register of Historic Places. The identified buildings will then be nominated for inclusion into the National Register of Historic Places if the property owners agree.  
**Time Frame:** Short-Term.  
**Responsible Agent:** Selectpersons, interested residents
3. **Policies:** The town will protect and preserve known archeological and historical sites and artifacts.  
**Strategy:** Selectpersons will work to identify funding sources for discovery and preservation of historic sites and artifacts. The town of Bowerbank will encourage and assist the historical society to welcome and accept any and all documents and artifacts of historical significance and to continue to preserve and protect these items. If additional historical or archaeological sites should be identified, a map will be developed by representatives from the town and be made available at the town office or at other appropriate locations. The town will continue to repair and restore town-owned historic buildings to maintain and preserve their historic character.

The land use ordinance, subdivision ordinance and/or site plan review ordinance will include provisions such that (1) development projects shall be required to submit inspection reports

performed by qualified professionals and (2) development projects shall be altered in such ways as to protect any discovered resources to the maximum extent practicable.

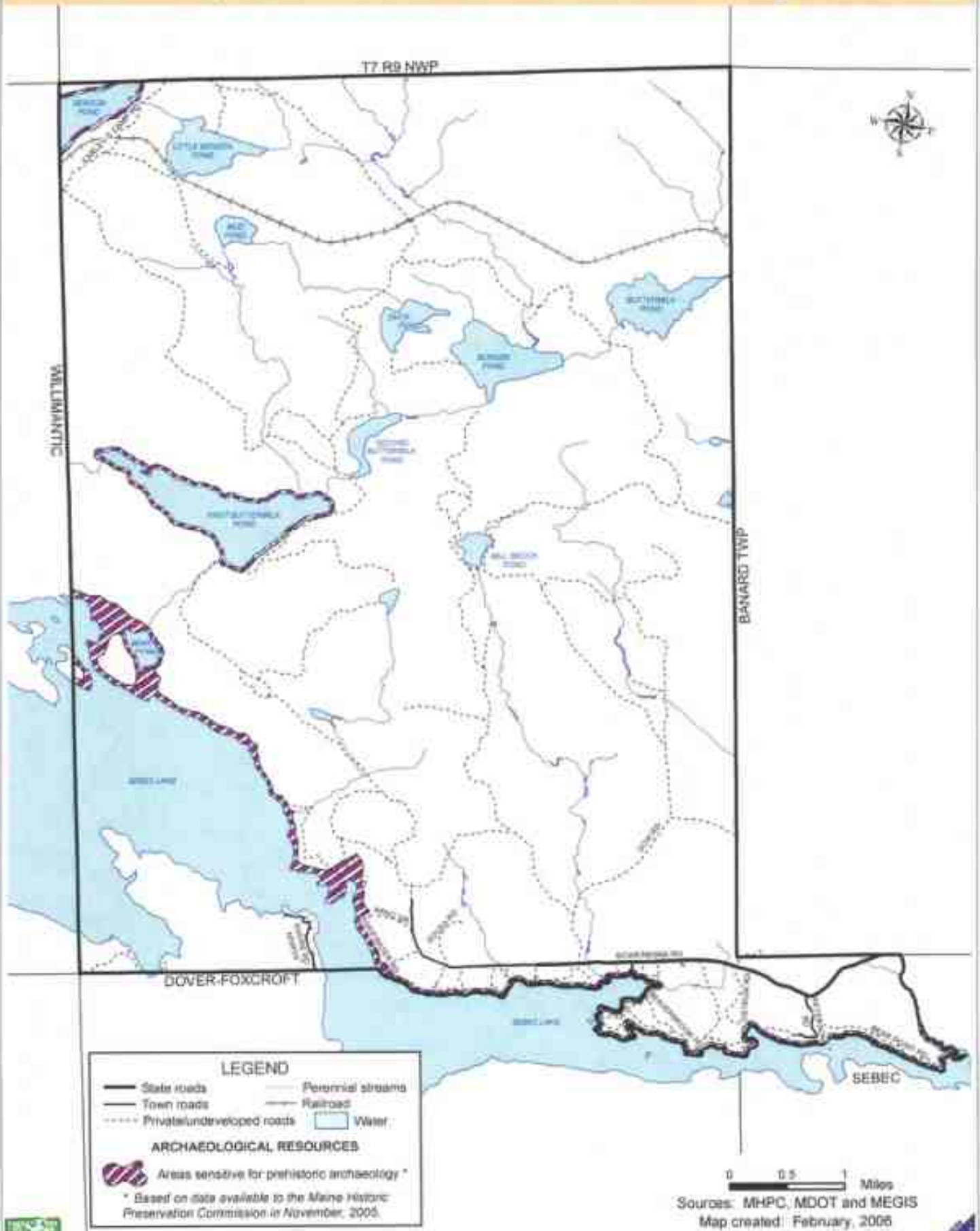
**Time Frame:** On-going

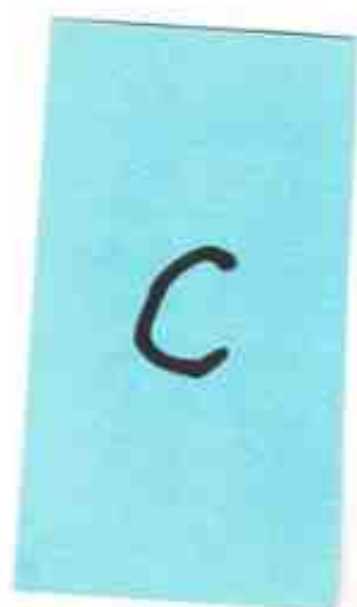
**Responsible Agent:** Select persons, interested residents

Ongoing-Continuing

Immediate-Within 1 to 2 years

Short Term- Within 2 to 5 years







**STATE GOAL**

*While there is no specific state goal that addresses population, all of the other goals depend upon an understanding of population and demographic data for the municipality and region.*

**INTRODUCTION**

Bowerbank's past, present and future projected population trends are important to consider in planning for the town's future. The intent of this section is to analyze selected demographic characteristics of Bowerbank's year-round population (hereinafter referred to as population) to provide a better understanding of the people that live within the community and a basis for future growth management decisions. An important goal of a comprehensive plan is to provide for a productive healthy relationship between the future population and the important community resources. Accordingly, most phases of the Comprehensive Plan are either dependent upon, or strongly influenced by, the size and composition of the Town's current and future population.

As the planning committee and the community began to review the population statistics provided by the US Census; the committee, determined to provide accurate accounts of the community, felt that a community wide survey was needed to gain a more accurate picture of population and growth within the community. As information from the Census was analyzed it was compared to results obtained from the survey, voter records and local knowledge. As we are a small community of less than 200, most everybody knows everyone else, and made the process of understanding the current population much easier.

**TOTAL POPULATION AND GROWTH RATES**

The information shown in the following table (Table 1) shows the population and growth rate in Bowerbank for each decade since 1840. The town believes that the 1990, 2000 and 2004 Census figures are in error. The 2005 population is estimated by the town at 175 year-round persons. In 2005, there were 102 registered voters in town.

Table 1

POPULATION GROWTH 1840-2004					
Year	Population	Growth Rate	Year	Population	Growth Rate
1840	165		1930	43	5%
1850	173	5%	1940	49	14%
1860	101	-42%	1950	20	-59%
1870	83	-18%	1960	17	-15%
1880	86	4%	1970	29	71%
1890	87	1%	1980	27	-7%
1900	66	-24%	1990	72	167%
1910	76	15%	2000	123	71%
1920	41	-46%	2004 (Census Estimate)	138	12%

Source: Fogler Library Maine Census Data -  
<http://www.library.maine.edu/census/bowersbank.asp>  
 And U.S. Census (Percent Rounding)

*Town of Bowerbank  
 Comprehensive Plan  
 Adopted 3/24/07; Amended 6/30/07*

### The First Settlers

The first known settler to the town of Bowerbank was Edward Robinson, from Liverpool, England. In 1825, he chose a lot of 200 acres, had a portion of the land cleared, built a house, married, and brought his wife to Bowerbank in 1826. The Robinson family stayed in Bowerbank until they passed. It is of local importance to note that Edward Robinson and his wife are buried in the town cemetery.

In 1979, the town of Bowerbank had the honor of being the smallest town in Maine when its population was that of 23.

### POPULATION GROWTH

Bowerbank's population has been increasing since the 1960's when it hit a low of just 17 people. By comparison in 1850, the population had been 173 persons. Bowerbank's population is expected to increase through 2017, as projected by the State Planning Office (SPO) to total 185 persons, slightly surpassing its historic high. The town believes that the 2017 SPO forecast is too low and based upon observed trends and current tax rates within the community; the town has forecasted the population in 2017 to be 225 year-round residents. Dover-Foxcroft, located nearby is one of Piscataquis County's two service centers, and like many service centers in the state, is experiencing rates of population decline. Communities around Sebec Lake however, are experiencing an increasing population, as primary residences, seasonal, recreational or occasional use housing increases, as with other scenic areas in the state. These population increases are expected to continue through 2017. The population for Piscataquis County, however, as a whole has been experiencing decreases and nominal, if any, growth is likely through 2017.

Table 2

POPULATION LEVELS AND RATES OF CHANGE						
	1970	1980	1990	2000	2004 (Census Estimate)	2017 (SPO Projection)
Bowerbank town	29	27	72	123	138	185
Rate of Change	—	-6.9%	166.7%	70.8%	12.2%	34.1%
Piscataquis County	16,283	17,634	18,633	17,233	17,525	NA
Rate of Change	—	8.3%	5.8%	-7.6%	1.7%	—
State of Maine	993,663	1,124,660	1,227,928	1,274,923	1,314,585	NA
Rate of Change	—	13.2%	9.2%	3.8%	3.1%	—

Source: Folger Library Maine Census Data - <http://www.folger-library.org/maine/census/bowbankresearch.asp>  
U.S. Census Bureau Projections: State Planning Office

### SEASONAL POPULATION

The 2000 Census reports that 267 housing units (81.7% of the total housing stock) are used for seasonal, recreational or occasional use. Using an estimate of three persons per seasonal dwelling unit, it is estimated that Bowerbank's 2000 seasonal population is 801 people. The

town believes that the 2000 Census figures for housing units are in line with community estimates. However, based upon a review of town assessor and tax records, the number of housing units used for seasonal purposes in 2006 is estimated by the town to be 304 units. Using this estimated number our seasonal homes, when multiplied by an average of three persons per seasonal dwelling unit, equals 914 persons. As a strong seasonal community, the committee feels that the seasonal population will continue to increase by an undeterminable percentage each year. As fluctuations in housing trends within the community continue, as discussed further in the Housing section of this plan, the planning committee and active members of the community do not feel that there is an accurate way to determine any future seasonal population. As conversions of traditional seasonal "camps" and the construction of new year-round homes for seasonal use continue, it can only be concluded that as the increased interest in Bowerbank and its available lake front properties, the seasonal population will also increase.

### MIGRATION PATTERNS

Maine's population is relatively mobile. The Maine State Planning Office (SPO) reports that, on average, 40 percent of the State's residents move at least once during a five-year period. Such population shifts will affect a small rural community like Bowerbank. Net migration is defined as the number of people that a community or region has gained or lost after factoring the number of births and deaths within the defined area.

According to Census data, and the Maine Department of Data, Research and Vital Statistics, the Town of Bowerbank experienced a net in-migration of 57 people from 1990 to 2000.

Table 3

MIGRATION PATTERNS					
	Population		Intercensal		Net Migration
	2000	1990	Births	Deaths	Persons
Bowerbank	123	72	4	10	57
Piscataquis County	17,235	18,653	1,820	2,108	-1,130
State of Maine	1,274,923	1,227,928	148,158	116,087	14,924

Source: U.S. Census Bureau, Maine Department of Data, Research and Vital Statistics  
 Net Migration = 2000 Population - (1990 Population + (Intercensal Births - Intercensal Deaths))

### POPULATION BY AGE GROUP

Demographic changes affect many aspects of a community's economy and overall well-being. Demographic changes result in changes in income, consumer expenditures, the labor force, demand for education, demand for human resources, and state revenues and local expenditures. Although the youth population in the United States has increased over the last 15 years, Maine's population of under 18 year olds is shrinking. Many young people are motivated to move to areas with greater career or social opportunities. Peak earning years for workers occur between the ages of 45 and 64, making it very important economically for a

community to maintain this population segment. Bowerbank's 45 to 64 year old population increased during the past decade and is projected to grow through 2017. The senior population in Maine as a whole has grown rapidly and is projected to continue increasing, causing communities to shift special services and public support to meet the needs of the elderly, which is quite challenging in rural communities where services are not always readily available. As Bowerbank's population continues to age, the community should consider using its existing resources to meet the evolving needs of the community. Bowerbank's 65-79 and 80+ year old population increased during the 1990s and into 2000, and with the "baby-boomer" generation and increased demand for waterfront property, is expected to continue to increase.

Given the small size of the town's population and the potential for Census errors, it is important to recognize the limited value of the Census data. These data limitations create a concern among the community and in order to gain a more accurate understanding of the community's population, the town should engage the U.S. Census Bureau and conduct a town wide survey every three years. Nevertheless, since each population group is increasing, albeit modestly in real numbers, the importance of providing services that meet elderly, working age and school age populations will continue to be necessary.

Table 4

POPULATION BY AGE					
	Bowerbank			Piscataquis County	
	1990	2000	2017 Projection	1990	2000
0-4	1	4	5	1,122	783
5-17	15	18	19	3,618	3,040
18-29	5	11	14	2,471	1,726
30-44	14	27	33	4,132	3,495
45-64	24	35	61	3,705	4,457
65-79	12	24	43	2,233	2,094
80+	1	5	9	743	835
Total	72	124	184	18,024	16,430
Median age		47.8	--	36.6	42.1

Source: Maine State Planning Office

Note: State Planning Office totals differ due to rounding

During the community survey process and with local discussions with the School Committee, it was further determined the inaccuracy of the Census figures. When comparing the 5-17 year old age range in Table 4, the Maine State Planning Office and the Census figures to those of the actual number of students enrolled in school and known children in the community. Community survey, local knowledge and research revealed that in 2005, there were fewer than 10 children under the age of 18 living year-round in the community.

2005 Community Survey Population by Age			
	Male	Female	Total
80+	1	4	5
65-79	4	5	9
45-64	14	17	31
30-44	4	3	7
18-29	1	4	5
5-17	1	2	3
0-4	1	1	2
<b>Total</b>	<b>26</b>	<b>36</b>	<b>62</b>
Median Age	51.62	50.97	51.24

### **BOWERBANK POPULATION BY GENDER**

As shown in the table below, in 2000 Bowerbank's population was made up of slightly more males than females.

Table 5

POPULATION BY GENDER TOWN OF BOWERBANK					
Year	Female	%	Male	%	Total
2000	59	48	64	52	123
1990	38	52.3	34	47.2	72

Source: U.S. Census Bureau

### **HOUSEHOLDS**

In Tables 6 and 7, the household size and number of households with rates of change for the Bowerbank, Piscataquis County and the State of Maine are presented. The decrease in average household size can be attributed to the decreasing young adult population, increasing elderly population, increasing single-parent families, and single-person households becoming more common as a trend throughout Maine.

Table 6

AVERAGE HOUSEHOLD SIZE AND RATE OF CHANGE			
Source: U.S. Census Bureau Projections: EMDC	1990	2000	2017 Projection
Bowerbank	2.48	2.28	1.97
Rate of Change	--	-8.1%	-15.6
Piscataquis County	2.56	2.34	2.00
Rate of Change	--	-8.6%	-14.5%
State of Maine	2.56	2.39	2.12
Rate of Change	--	-6.6%	-11.3%

The number of households in Bowerbank has increased from 1990 to 2000 faster than the total population, in line with the decrease in median household size. Based upon local observations and reviews of voter addresses provided by the town clerk and the planning committee, as of 2005, there were 62 voter/year-round households in Bowerbank. During a community wide survey it was determined that there were an average of 2.133 persons per household. Piscataquis County as a whole showed only a slight increase in households.

Table 8

## NUMBER OF HOUSEHOLDS AND RATE OF CHANGE

	1990	2000	Rate of Change
Bowerbank	29	54	86.2%
Piscataquis County	7,194	7,278	1.17%
State of Maine	463,312	518,200	11.37%

Source: U. S. Census Bureau

## EDUCATION CHARACTERISTICS

As the economic environment has grown more complex, there has been a corresponding increase of educational expectations and aspirations. At one time, an eighth grade education was considered sufficient. Today a high school diploma is considered a minimum level of achievement. However, the means to greater earning potential has often been reserved for those with a college education. No other social indicator suggests quality of life and overall well being more than does educational attainment.

Maine shows a slightly higher number of persons with at least a high school diploma and slightly less with college degrees than the United States as a whole. This is due to the nature of the economy in Maine. People generally attend college to secure better paying work, and the tendency is to move to places where the opportunities are the greatest. The same economic influence accounts for differences among the counties and municipalities of the state as well. Rural counties and towns some distance from job centers tend to have lower levels of educational attainment because economic opportunity is usually found elsewhere. Rural communities within commuting distance of job centers and coastal retirement areas tend to have higher levels because economic success allows the flexibility of residential choice.

The table below shows that the Town of Bowerbank has reached a higher percentage of both college graduates than the County and the State and is increasing its High School Graduation rate and is just ahead of the County, and slowly catching up to state percentages. It is essential that the value of education is impressed upon students and a solid work ethic and understanding of accountability is instilled.



Table 9

EDUCATIONAL ATTAINMENT Persons 25 years old and over				
	HIGH SCHOOL GRADUATE		4 OR MORE YEARS OF COLLEGE	
	1990	2000	1990	2000
Bowenbank	56.9%	81.7%	6.9%	27.1%
Piscataquis County	75.4%	80.3%	12.3%	13.3%
State of Maine	78.8%	85.4%	18.8%	22.9%

Source: U.S. Census Bureau

## SCHOOL ENROLLMENT

Table 10

Bowenbank Residents Enrolled in Public School											
Year	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Students	14	9	10	8	6	11	7	6	7	7	6

Source: Maine Department of Education

School enrollment in Bowenbank decreased between 1995 and 2004. Given the relatively small enrollment totals and the fluctuations observed over the past ten years, it is difficult to accurately forecast enrollment figures for 2017. For planning purposes only, a maximum enrollment figure of 10 students will be considered, although it is possible that the number will be greater, static, or continue to decline as observed over the past ten years.

## SUMMARY

The year-round population of Bowenbank has increased over the past forty years to SPO projected totals of 138 persons in 2004; however, the town estimates its 2005 population to be 175 persons. The town's population is older on average than found in Piscataquis County as a whole. The total number of school age children has decreased. As with the County and the State, Bowenbank has seen a decrease in the average household size. More retirees and households are locating in Bowenbank, some of whom were once seasonal residents of the town. For planning purposes, the year-round population is forecast to total a maximum of 225 persons in 2017. The seasonal population, for which there are no State or federal statistics available, averages 914 additional persons, and is forecast to go well beyond that total by 2017. Subsequent chapters of this plan describe and assess the impacts and needs, and the importance of year-round and seasonal residents to the community.

**POLICIES AND IMPLEMENTATION STRATEGIES**

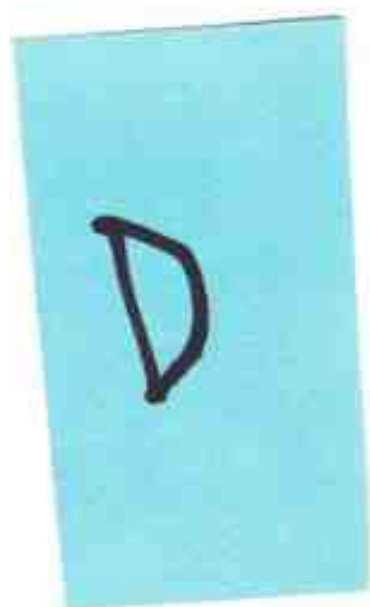
In order to understand and consider population trends based on verifiable information, an invaluable tool when planning the provisions of Town services, the Town of Bowerbank has developed the following policies and strategies:

- 1. Policies:** The town will seek a better understanding of the vital population and demographic statistics of the community and the role that it plays in the provision of town services.

**Strategy:** To gain a better understanding of its residents and property owners, the town will conduct its own municipal survey every three (3) years. The town will work with the local and regional US Census Bureau to ensure that more accurate data is available for the community. These statistics will be maintained in appropriate files that will be available in the town office.

**Responsibility:** Planning Board, interested citizens

**Time Frame:** On-going.



**STATE GOAL**

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

**Local Homes**

As described by Jennifer A. Hartley in Where Wild Roses Bloomed: A History of Old Bowerbank

Some of the homes belonging to the old Bowerbank families remain along the Bowerbank Road. A number of families had several farms owned by various branches of the family. William Clarke, a nephew of first settler Edward Robinson, took over the Robinson farm in 1858. This farm was subsequently purchased by William Glover in 1877. Mr. Glover decided to build a new farmhouse nearer to where the road had been established. He built a two and half story house with a granite foundation for one hundred dollars worth of materials, forty six dollars worth of labor and a double set of harnesses. He then moved the Robinson barn to the site of his new house. Mary Glover, Bowerbank's postmistress, was the last of the Glovers to live in the house, which is presently owned by Carroll Smith. There were also several other Glover farms owned by Ben, Charles, Lyman and George Glover.

The house built by Charles Clarke is one the remaining old Bowerbank homes. Charles Clarke was blind and Ella Perham took care of him. When she died, George Glover and his wife moved in. Mr. Clarke willed the farm to George Glover. Today it is the home of Rodney and Eunice Preble. Another Clarke home, owned by Albert and Harry Clarke has stood vacant for years at the end of the Bowerbank Road. Harry Clarke is said to have worn guns and borne the ominous nickname of "Six Gun Harry." This farm later passed through marriage to the Moores and is known today as the Moore Farm. It remains in the Moore family but has not been occupied for many years. On the eastern end of the Bowerbank Road stands the farm house of the Andrew Moore family, active in lumbering and farming beginning in the 1800's. The house was most recently the home of the late Mr. and Mrs. Alton Watters, and at the time this book goes to press, is on the market. Chris Preble, a bear hunter, built the house known today as the Wyman place. It is occupied by Heather Wyman Crozier. The only other building remaining from the old days of Bowerbank is the log cabin next to the spring, known as the Cerson Place.

Of special interest is the "back neighborhood" simply because it has vanished so completely. One can see the old stone walls once separating fields, but all of the houses are gone; destroyed by time, vandalism, and porcupines. A few details of the community remain. In the 1880's Alman Dow built a farm in the back neighborhood. The farm was left to his son, Alfred (Allie), who raised six children there. After Alfred left Bowerbank, he continued to raise hay there until the 1930's. Jane Buck, Alfred's daughter recalls that Albert Oakes, a hired hand at the farm, once lost his false teeth in the lake, creating quite a commotion. Also in the back neighborhood was the home of one of the first settlers, William Hesketh. William's son, Charles, as previously mentioned, continued living on the family homestead raising his own son there, until the boy was twelve, when the family moved to South Dover. They moved because Bowerbank's population was dwindling, but Charles kept the Bowerbank farm for some time and would visit it for a week at a time.

## INTRODUCTION

Shelter is the primary need for every community. The economic climate for the market area is such that young people are leaving the area and overall population and labor force is decreasing.

Most of Bowerbank's housing is used seasonally as vacation homes. About 16.5% of the Town's housing is occupied year round. Housing represents the major investment of most individuals and with rising property values and assessments, although a majority of year-round residents own their own home (do not currently have a mortgage) affordable housing is becoming a concern for year round residents. Seasonal and recreational home development within the community has continued to accelerate, with most new homes serving seasonal residents. Seasonal housing is now often built to year round standards, making future conversion to year round use easier; and although they are constantly being converted, Seasonal "cabins" or "camps" still exist within the community.

### Census Data Limitations

To maintain confidentiality, the Census Bureau applies statistical procedures that introduce some uncertainty into data for small geographic areas with small population groups like Bowerbank. The Census results in many of the following tables contain both sampling error and non-sampling error. Accordingly, the data should be used with caution. In order to gain a better understanding of the community, a community-wide household survey was created. Based on local knowledge gathered from the survey, suspected errors in the data are noted throughout this chapter.

### Housing Units

In 2000, according to the Census, Bowerbank had 327 housing units. During the 1990s, the Town recorded more than a 6.5% increase in its housing stock, compared to 4.5% for Piscataquis County and 11% for the State.

#### Total Housing Units

Place	1980	1990	2000	Annual Average Change	Total Change
Bowerbank	226	307	327	2.23%	44.7%
Piscataquis County	7,109	13,194	13,783	4.69%	93.9%
Maine	501,093	587,045	651,901	1.5%	30.1%

Source: Census (Percents Rounded)

Notes: In 1970, the Census recorded 239 housing units in Bowerbank. In 1990, the Census had two figures for total housing units in Bowerbank: 303 (SF-3) and 307 (SF-1). In 2000, the Census had two figures for total housing units in Bowerbank: 314 (SF-3) and 327 (SF-1). The higher figures associated with total units are shown in the table.

From 1990 to 2000, the Town of Bowerbank experienced an increase in the total number of housing units, and although at varying degrees, neighboring communities, the County and the State have also experienced an increase in the number of housing units.

NUMBER OF TOTAL HOUSING UNITS AND PERCENT OF CHANGE				
	1980	1990	2000	2016 (Projection)
Town of Bowerbank	226	307	327	450
Percent Change		35.8%	6.5%	37.6%
Town of Milo	1,072	1,225	1,215	n/a
Percent of Change		14.27%	- 0.82%	
Town of Brownville	699	714	726	n/a
Percent of Change		2.15%	1.68%	
Town of Sebec	298	319	359	n/a
Percent of Change		7.05%	12.54%	
Town of Dover-Foxcroft	1,970	2,122	2,200	n/a
Percent of Change		7.72%	3.68%	
Piscataquis County	10,731	13,194	13,783	n/a
Percent of Change		22.95%	4.46%	
State of Maine	501,093	587,043	651,901	n/a
Percent of Change		17.15%	11.05%	

Source: U.S. Bureau of Census

Projections: Based on a 20-year period using linear regression analysis. (Not based on a percent growth by year)

By 2016, housing units in Bowerbank may total approximately 450, an increase of 123 units above the year 2000 figure. This forecast is based upon declining household size, the Bowerbank population forecast of up to a maximum of approximately 200 persons by the year 2016, the housing growth seen over the past 20 years, the increase in second (vacation) home construction, and the surge in housing unit building permits issued over the past five years (65), as reported by the U.S. Department of Housing and Urban Development. Of course, changes in land use, local regulations, and the economy will determine the actual increase in the number of housing units in Bowerbank over the next ten years.

### Housing Types

The distribution of housing unit types is an important indicator of the character of the community. Housing units in structures are presented in the next table. In 2000, single-unit structures (attached and detached) represented more than 96% of Bowerbank's housing stock. There were no multi-units reported by the Census and there are none known within the planning committee. Manufactured housing, which includes mobile homes and trailers,



accounted for just 3.5% (11 units) of housing in 2000. No boats, RVs, or other forms of housing were recorded in Bowerbank by the Census.

### Housing Units in Structure

Housing Types	Bowerbank				Piscataquis County			
	1990		2000		1990		2000	
	Number	%	Number	%	Number	%	Number	%
Total housing stock	307	100.0	314	100.0	13,194	100.0	13,783	100.0
Single Unit	302	98.4	303	96.5	10,681	81.0	11,490	83.4
Multi-Unit	0	0.0	0	0.0	1,280	9.7	1,143	8.3
Mobile home, trailer, boat, RV, other	5	1.6	11	3.5	1,233	9.3	1,150	8.3

Notes: In 1990 and 2000, the Census had two figures for total housing units in Bowerbank. The figures associated with housing units in structure are used in this table. Source: Census (Percents Rounded)

Bowerbank has less than half the percentage of mobile homes and trailers relative to its entire housing stock than does Piscataquis County. The mobile homes and trailers within the community are located on individual lots scattered throughout the developed areas. Overall, the mobile homes located within Bowerbank are in good condition.

### Housing Age

As of 2000, most of Bowerbank's housing was built between the Post World War II baby boom years, 75.5%, as compared with about 24% for the County and State. Just 4.5% of Bowerbank's housing stock was built in the 1990s, compared to almost 14.8% for County and 14.6% for the State. Only 2.9% of Bowerbank's housing stock dates prior to 1939, compared with almost 31% for the County and almost 30% for the State.

### Year Structure Built

Years	Bowerbank		Piscataquis County		Maine
	Number	%	Number	%	%
1990 to March 2000	14	4.5	2,045	14.8	14.6
1980 to 1989	39	12.4	2,065	15.0	16.0
1970 to 1979	15	4.8	2,185	15.9	15.9
1940 to 1969	237	75.5	3,238	23.5	24.4
1939 or earlier	9	2.9	4,250	30.8	29.1
Total housing stock	314	100.0	13,783	100.0	100.0

Source: Census (Percents Rounded)

### Occupancy and Tenure

Most housing in Bowerbank was classified as vacant by the Census (83.5% of total housing in 2000). Nearly all of this vacant housing is used seasonally, as second homes (97.8% of vacant housing and 81.7% of total housing in 2000). Occupied housing equaled 16.5% of total housing in 2000. Nearly all of this occupied housing was owner-occupied (16.2% of total housing in 2000). The proportion of owner-occupied housing in Bowerbank increased about 86% during the 1990s. Only one unit of renter-occupied housing was reported by the Census in 2000; and according to local knowledge, this one rented property is rented by the family to their son, in an accessory apartment on their property.

### Housing Occupancy and Tenure

Housing Units	Bowerbank				Piscataquis County	
	1990		2000		1990	2000
	Number	%	Number	%	%	%
Total	307	100.0	327	100.0	100.0	100.0
Occupied	29	9.4	54	16.5	54.5	52.8
- Owner-occupied	27	8.8	53	16.2	42.9	42.0
- Renter-occupied	2	0.7	1	0.3	11.7	10.8
Vacant	278	90.6	273	83.5	45.5	47.2
- For Seasonal Use	275	89.6	267	81.7	40.1	40.0

Notes: Percents are calculated from total housing units only. In 1990 and 2000, the Census had two figures for total housing units in Bowerbank. The figures associated with housing occupancy are used in this table.  
Source: Census (Percents Rounded)

In 2000, more than 47% of units countywide were vacant, most were for seasonal or recreational use. The homeowner vacancy rate for Bowerbank was 0.0%, and for Piscataquis County was 4.0% in 2000.

### Housing Building Permits

The U.S. Department of Housing and Urban Development compiles permit statistics for municipalities. Their records indicate that of the housing building permits issued in Bowerbank from 2000 through 2004, all 65 were for units in single-family structures; none were for units in multi-family structures. The Town believes these figures to be accurate, but misleading to the fact that permits were not broken down by what they were intended to do, or whether or not they were used. Permits within the town of Bowerbank are required for any residential construction over \$1000, including decks, garages, additions, conversions, or accessory buildings and feel that this number misrepresents the number of housing units built. During the same period, countywide (including Bowerbank) 337 permits were issued; all but two were for single unit structures. Future reports could provide a breakdown of the types of permits issued to the Department of Housing and Urban Development to gain a

better understanding of what types of housing construction are occurring within the community.

### Housing Unit Building Permits

Bowerbank	2000	2001	2002	2003	2004
Units in Single-Family Structures	11	12	13	14	15
Units in All Multi-Family Structures	0	0	0	0	0

Source: U.S. Department of Housing and Urban Development

### Housing Construction

Although 65 permits were issued for construction, Town records indicate that 10 year round homes were built between 2001 and 2006.

New Buildings	2001	2002	2003	2004	2005	2006	Totals
Stick Built/Modular Homes for Year Round Use	4	2	2	1	0	1	10
Seasonal homes and other buildings valued over \$1,000	3	7	7	2	3	5	27
Mobile Homes	0	0	0	0	0	0	0
Total Buildings	7	9	9	3	3	6	37

Source: Bowerbank CEO

### Housing Values

The value of housing units surveyed by the Census in the next table includes 30 owner-occupied housing units in Bowerbank for the year 1999. From the community wide survey, of 78 seasonal and 31 owner-occupied households, it was estimated that 56% of these homes were valued over \$200,000. It is important to note that at any given time, most homes are not for sale, and so their value does not reflect their availability for purchase.

### Bowerbank Specified Owner-Occupied Housing Units

Value in 1999	Number	%
Less than \$50,000	4	13.3
\$50,000 to \$99,999	15	50.0
\$100,000 to \$149,999	2	6.7
\$150,000 to \$199,999	0	0.0
\$200,000 to \$299,999	7	23.3
\$300,000 or more	2	6.7
Median	85,000	--

Source: Census (Percents Rounded)

No rents were surveyed by the Census or by the Maine State Housing Authority (MSHA) for Bowerbank. The Town estimates that rents for occupancy of year round residences could range from \$400 to \$600. However, given the limited numbers of units for year round rental, and the only current rental being to a family member, the Town is unable to estimate the median rent charged.

### Physical Characteristics

The next table shows the composition of housing units by general physical characteristics in Bowerbank for the most recent year of available data. Private subsurface (septic) waste disposal systems are used by nearly all dwellings. Residents depend upon drilled wells, or in a few cases on dug wells, for drinking water.

**Bowerbank Housing Characteristics in 2000**

	Number	%
Total housing stock	314	100.0
NUMBER OF ROOMS		
1 room	2	0.6
2 rooms	17	5.4
3 rooms	97	30.9
4 rooms	51	16.2
5 rooms	44	14.0
6 rooms	23	7.3
7 rooms	12	3.8
8 rooms	9	2.9
9 or more rooms	59	18.8

Notes: In 2000, the Census had two figures for total housing units in Bowerbank. The figures associated with housing characteristics are used in this table.

An undeterminable number of older summer "camps" lack complete plumbing, kitchens, telephone service.

An undeterminable number of older summer "camps" lack central heating capabilities.

Source: Census (Percents Rounded)

CHARACTERISTICS *		
Lacking complete plumbing	0	0.0
Lacking complete kitchen	0	0.0
No telephone service	0	0.0
HOUSE HEATING FUEL *		
Utility gas	0	0.0
Bottled, tank, or LP gas	0	0.0
Electricity	0	0.0
Fuel oil, kerosene, etc.	41	83.4
Coal or coke	0	0.0
Wood	7	14.6
Solar energy	0	0.0
Other fuel	0	0.0
No fuel used	0	0.0

### Affordable Housing

The State defines an affordable owner-occupied housing unit as one for which monthly housing costs do not exceed approximately 30% of monthly income, and an affordable rental unit as one with a rent (including utilities) not exceeding 30% of the monthly income. Affordable housing often includes manufactured housing, multi-family housing, government-assisted housing for extremely low, very low, low and moderate-income families, and group and foster care facilities.

Affordable housing or work-force housing means decent, safe, and sanitary living accommodations that are affordable to extremely low, very low, low and moderate-income people (categories shown below).

The next table shows monthly housing costs as a percentage of household income for 60% of the owner-occupied housing units in Bowerbank in 1999, the most recent Census data available. In that year, 30% of Bowerbank households had monthly owner costs over 30% of their income, indicating that their housing, according to the State definition, was considered unaffordable. More recently, the Maine State Housing Authority (MSHA) estimated that in 2004 about 29% of Bowerbank households earned less than what is needed to afford the median-priced home at the county level (described in more detail below). This data suggests that housing affordability has been an issue for a sizable minority of Bowerbank residents. During the community wide survey, tabulated results displayed that there is a potential for increased need for affordable housing within the community, however, the planning committee and the community at large do not feel that the Census data nor MSHA's determination of approximately 29-30% of the community have affordable housing issues.

Monthly housing costs as a percentage of household income for renter-occupied housing units in Bowerbank were not calculated by the Census or by MSHA.

**Selected Bowerbank Households:  
Monthly Owner Costs in 1999**

Household Income Spent on Housing	Owner-Occupied	
	Number	%
Less than 15%	14	46.7
15 to 19%	4	13.3
20 to 24%	3	10.0
25 to 29%	0	0.0
30 to 34%	0	0.0
35% or more	9	30.0
Not computed	0	0.0
<b>Selected Households</b>	<b>30</b>	<b>100.0</b>

The Maine State Housing Authority (MSHA) has calculated that housing on average in Piscataquis County is affordable to the median income earner, but that the State as a whole is unaffordable to the median income earner. The next table shows the estimated median income and the median home price in 2004. The median home that is affordable, based on the State definition of not spending more than 30% of monthly income on housing, is shown. From these two figures an affordability gap is calculated.

An index for Bowerbank has not been calculated by MSHA. Based on local observations of real estate prices, homes have tended to rise in price in recent years. However due to most resident owning their homes, not having a mortgage, and the mil rate remaining fairly low, prices and expenses for homes have not become unaffordable or unreasonable for many of the residents.

#### 2004 Housing Affordability

Place	Index	Est. Median Income*	Home Price the Median Income Can Afford	Actual Median Home Price	Income Needed to Afford	Gap
Dover-Foxcroft Housing Market	1.27	\$30,165	\$87,605	\$69,000	\$23,759	None
Piscataquis County	1.29	\$30,750	\$89,476	\$69,450	\$23,868	None
Maine	0.73	\$41,929	\$122,310	\$168,000	\$57,392	27.2%

Source: MSHA

Notes: An index of less than 1 is unaffordable; an index of more than 1 is affordable.

\*Estimated Median Income of those who earn an income, not the Median Household Income. In 2004, the Dover-Foxcroft Housing Market included these municipalities: Abbot, Atkinson, Beaver Cove, Blanchard Pk., Bowerbank, Brownville, Cambridge, Dexter, Dover-Foxcroft, Greenville, Guilford, Lake View Pk., Medford, Milo, Monson, Parkman, Ripley, Sangerville, Sebec, Shirley, and Willimantic.

The percent and number of extremely low, very low, low and moderate-income households in Bowerbank, and what housing they could afford in 2004 is shown in the next table.



## Estimated Housing Affordability by Income 2004

Income Categories	Bowerbank Households (55 Estimated in 2004)				
	Number	%	Income	House can Afford	Rent can Afford
Extremely Low (less than 30% of Median Household Income)	10	18.2	\$8,625	\$25,097	\$216
Very Low (30% to less than 50% of Median Household Income)	6	10.9	\$14,375	\$41,828	\$359
Low (50% to less than 80% of Median Household Income)	6	10.9	\$23,000	\$66,925	\$575
Median Household Income	--	--	\$28,750	\$83,656	\$719
Moderate (80% up to less than 150% of Median Household Income)	17	30.9	\$43,125	\$125,485	\$1,078

Source: 2004 Claritas, MSHA, EMDC

Notes: Analysis for houses assumes a front end percentage of 28%, a loan period and interest of 30 years at 6.0% fixed (zero points), down-payment of 5% and taxes based on 2004 mil rates. The analysis for rents assumes rental costs do not exceed more than 30% of income. The data represents two bedroom rents and does include a utility allowance. In Bowerbank, 16 households were estimated to earn above the moderate income level, and are not shown in the table.

Bowerbank households in the extremely low, very low, and low income categories were estimated by MSHA to compose 40% of the Town's households in 2004. Although these groups cannot afford to purchase the median priced home in Piscataquis County, a majority of these households already own the home that they are in, therefore inaccurately displaying an affordability issue within the community. Those in the low income category had a home sale price gap of just \$2,525 for housing within the County as a whole. MSHA did not calculate a median home sale price for Bowerbank in 2004. Local research estimates this figure at \$275,000 which is unaffordable to those in the extremely low and very low income categories. This number is elevated due to the nature of waterfront property. Non-waterfront properties sell for approximately \$85,000-\$145,000.

Bowerbank households in the moderate income categories were estimated to compose 30.9% of the Town's households. This group and median income earners can afford the median priced home in Piscataquis County, however due to escalated prices of waterfront property it appears that the median income earner cannot afford the realtor-estimated median home sale price for Bowerbank.

The remainder of Bowerbank households has an income above the moderate income level.

Although census data and current available economic statistics may show a large need, the planning committee and members of the community feel that housing affordability has yet to become a serious concern for persons seeking to stay in Bowerbank. As the youth of the community return and elderly retire to the area, personal choices are made and traded for a way of life that is special to the people of Bowerbank. In the region, mobile homes or modular homes constitute most new affordable housing because the cost of the existing housing stock or as with the case of Bowerbank, waterfront property is often too limited or too expensive for local families to afford. Once a family has bought land on the water, often they can often only afford a mobile home or modest modular for their lot. Land away from the waterfront within Bowerbank remains affordable as a typical buildable lots sells for \$12,000-\$15,000 per acre.

### **Affordability and State Law**

The State of Maine Comprehensive Planning and Land Use Regulation Act requires that every municipality "...shall seek to achieve a level of least 10% of new residential development, based on a five-year historical average of residential development in the municipality, meeting the definition of affordable housing." During the past five-year period from 2001 to 2006, 10 year round housing units were constructed in Bowerbank. Thus, Bowerbank would meet the requirement of the Act if the Town sought to provide 1 low-income unit in this period.

The Maine State Housing Authority records no Section 8 Voucher (subsidized) housing in Bowerbank in 2004. MSHA has not estimated the need for such units in Bowerbank.

### **Affordable Housing Remedies**

Meeting the State goal has not proved difficult for Bowerbank. There is a desire by residents to maintain affordable housing as needed.

The State recommends the following methods that the Town may consider as ways of helping meet any developing Affordable Housing need:

1. Relax zoning ordinance and building code requirements that tend to increase building costs. At this time the town does not have any zoning ordinances or building codes. Any proposed ordinances or code provisions should be sensitive to lessen the potential costs imposed on low-income residents.
2. Take steps to allow mobile homes and modular homes in more areas. At present, the Town allows these units everywhere
3. Provide town sewer, water and roads to new parts of Town thus "opening up" land for new homes. At present, Bowerbank has no sewers and no interest in providing

additional roads. The cost for installing sewers would likely be prohibitive. A possible alternative is described in the next section. New subdivision roads are nearly always privately owned and maintained, and it is the desire of the community for it to remain that way.

### **Lot Size and Community Wastewater Facilities**

Smaller housing lots are generally more affordable than larger lots. Given rising housing costs, the Town should consider the impacts of minimum lot sizes in the land use ordinance. Depending upon soil conditions, small lots may not be able to support housing that is dependent upon septic system and/or well standards necessary to ensure the health of a home's occupants, and to meet minimum state standards.

The installation of sewers and water systems is a substantial cost to municipalities and not currently a viable option for Bowerbank. Significant state and federal funds are often leveraged to develop or expand these systems but at the current time are not the right fit for Bowerbank. However, consideration of community wastewater facilities within developments may prove to be a worthwhile compromise. Such shared systems allow for development on smaller lots than could be accommodated by individual septic systems. These shared systems are paid for by developers and users rather than by the town as a whole. When major subdivision proposals are before the town, with adequate ordinance standards, the planning board could request proposals from developers for community wastewater facilities. The costs of these systems are often offset by the increase in allowable units and in costs savings to developers.

### **Elderly Housing**

Elderly housing is becoming a concern for many Bowerbank residents. In 2000, 37% (20 units) of occupied housing in Bowerbank was occupied by those aged 65 and older. Bowerbank does not have an assisted living facility. There are a few such facilities located in Dover-Foxcroft and around Piscataquis County. They currently have the capacity to serve about 150-200 individuals in assisted living and nursing home settings. The Town's needs for elderly housing are currently being met by regional organizations; a reexamination of this issue may be worthwhile as the population continues to age.

### **Housing Programs**

The U.S. Department of Housing and Urban Development (HUD) is the primary federal agency dealing with affordable housing. Rural Development (RD), part of the U.S. Department of Agriculture (USDA), also works on affordable housing. The Maine State Housing Authority (MSHA) administers the following: Rental Loan Program, Section 8, SHARP, Supportive Housing, and Vouchers.

Subsidized units are built with state or federal monies to provide housing to lower income individuals and families. A housing project or development may be entirely formed by subsidized units, or the project may be of mixed uses. Subsidized units are typically available to individuals below certain income guidelines, and residents are expected to pay a fixed percentage of their income as rent.

Housing is also subsidized through certificates and vouchers. Especially when subsidized units are not available, MSHA will provide monies for residents to use as payment for rent of non-public units. The Town is also reimbursed by the State for general assistance money that may be given to residents with short-term immediate needs for housing.

### **Summary**

Most Bowerbank residents live in owner-occupied single-family housing. Just 16.5% of the Town's housing is occupied year round (an 86% increase from the 1990 figure for such units). Most housing (about 81.7%) is used seasonally. The percentage of homes owned by retirees - both those from away and natives - will continue to increase as the population ages. Affordable housing is defined as not costing more than 30% of household income. The data reviewed suggest that the cost of housing is of concern to a sizable number of residents, especially young families and the elderly. Future ordinance provisions will seek to encourage affordable housing in appropriate areas of Town on smaller and therefore more affordable lots, centrally located where municipal services or community and subdivision services can be provided in the most cost-effective manner.

**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to encourage and promote affordable, decent housing opportunities for all of Bowerbank citizens, the following policies have been developed and the accompanying strategies will be undertaken:

- 1. Policy:** The town will continue to recognize the importance of safe, decent, and affordable housing for residents, and will inform its citizens about housing assistance and rehabilitation programs. The town will also set a goal to encourage the development of affordable housing for at least 10% of the town population or greater depending upon the developing needs of the community.

**Strategy:** The town will continue to monitor housing development through the implementation of a town wide survey every three years, and with the assistance of the code enforcement officer and town clerk will make information available at the town office regarding housing affordability. The town will also advertise programs such as the CDBG housing grants when the town has received such a grant.

**Time Frame:** Immediate<sup>1</sup>

**Responsible Agent:** Voters, Planning Board, Town Manager and/or Selectpersons.

- 2. Policy:** The town will continue to enforce and implement applicable laws, codes, guidelines, and ordinances.

**Strategy:** The Code Enforcement Officer and the Plumbing Inspector will enforce and implement the Maine State Subdivision Law, the Maine State Plumbing Code, the National Electrical Code, Shoreland Zoning Ordinance, and duly approved municipal ordinances. The Code Enforcement Officer will work with the Planning Board to address any need for modification to the existing land use regulations that may be appropriate. The safety standards will be enforced through the Code Enforcement Officer and local Plumbing Inspector. All development within the town will meet the applicable standards. This practice will provide safe housing for the community.

**Time Frame:** Immediate

**Responsible Agent:** Code Enforcement Officer, Plumbing Inspector, Selectpersons and Planning Board.

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<sup>1</sup> Immediate- Within 1 to 2 years

3. **Policy:** The town will allow mixed uses and mixed income housing within the appropriate residential areas of the town.

**Strategy:** Through the development of a future land use ordinance, the town will encourage affordable housing opportunities by allowing a mixture of housing choices. The town will continue to encourage a mixture of affordable housing for all residents, consistent with the future land use ordinances. The Planning Board will keep developments in areas designated by future land use ordinances, which will provide residential areas that allow single and multi-family dwellings, as well as manufactured housing.

**Time Frame:** Immediate

**Responsible Agent:** Selectpersons, Code Enforcement Officer, and Planning Board.

4. **Policy:** The town will continue to pursue grants for housing rehabilitation.

**Strategy:** Members of town government will continue to apply for and aggressively pursue future grants through CDBG and funding from other public and private sources for housing assessment, housing rehabilitation and implementation of a housing study.

**Time Frame:** Long term<sup>2</sup>

**Responsible Agent:** Selectpersons, Code Enforcement Officer, and Planning Board.

5. **Policy:** The town will develop land use ordinances that are consistent with managed growth.

**Strategy:** Performance standards will be incorporated in the future land use ordinance including but not limited to conversions, home occupations and manufactured housing to promote affordable decent housing in Bowerbank as further described in the land use section of this plan.

**Time Frame:** Ongoing<sup>3</sup>

**Responsible Agent:** Selectpersons and Planning Board.

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<sup>2</sup> Long term-Within 5 to 10 years

<sup>3</sup> Ongoing-Continuing





**STATE GOAL**

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

**INTRODUCTION**

The historical driving forces of any town's economy are its people. Traditionally communities rely upon a few large manufacturing industries to provide the employment base to the area. In the last two decades, greater Piscataquis County has experienced the loss of these traditional sources of employment, due to layoffs and closing. Regional populations and valuations have fluctuated. A town's prosperity and stability has a great deal of uncertainty with these fluctuations in the local economy and employment opportunities. Because a town must realize the importance of the region to its economic development, and strength in numbers, a small rural community must participate in regional economic development initiatives. It is the intent of the Town to foster economic development for the town "regionally." As a rural bedroom community, the town realizes, that which will benefit a neighboring community economically, may also benefit the town. The area can only increase the quality of life for the community as it properly develops economic opportunities.

This chapter identifies and analyzes Bowerbank's local and regional economy, including income, employment sectors, businesses, employment rates, and retail sales. The goal of this chapter is to develop policies that diversify and stabilize the Town's tax base, improve job opportunities for residents needing employment, and encourage overall economic well-being.

**IMPORTANCE OF SEBEC LAKE TO BOWERBANK'S ECONOMY.**

Currently, one of the economic engines which drive the Town of Bowerbank economy is the value of its shoreline on Sebec Lake. The number of seasonal residents outnumbers the full-time residents by two-to-one and most live on the shoreline. It is recognized, therefore, that a large amount of the town's revenue comes from a population which uses the least amount of services.

The Bowerbank shores of Sebec Lake have drawn people for generations, and the stability of that shoreline is integral to that attraction. In the past five years much of the Town's new construction of homes and the conversion of existing homes have been for year-round use, and most of that expansion has been within the Shoreland zone.

Sebec Lake has a watershed area in excess of 374 square miles, one of the largest watersheds of any lake in Maine. This causes large fluctuation in the lake height level, especially at times when the ground is saturated with water (spring & fall). With all the area which allows water to enter Sebec Lake, there is only one primary point for the water to drain. That is the hydro-electric dam in Sebec Village. The operation of the dam therefore becomes integral to the balance of water within the lake.

In the past five years or so, the lake level has dramatically changed in fluctuations. Where once, with saturated ground, a one-inch rain would raise the lake six to eight inches, now it is not uncommon to see lake levels rise as much as twelve to fourteen inches in the thirty-six hours following a heavy rain. It is believed that one contributing factor is the large amount of forest cutting within the vast watershed area which allows rain to rush off the land towards the lake rather than being absorbed into the ground.

The Town of Bowerbank needs to join the efforts of the Sebec Lake Association and others to insure the operation of the dam in Sebec remains prospective and consistent to assure the maximum balance of water heights are maintained. Too much water will flood our properties, and too little water will render our Shoreland properties unattractive, and therefore reduce values.

## HISTORICAL DEVELOPMENT PATTERNS

### *Early Industry*

As described by Jennifer A. Hartley in Where Wild Roses Bloomed: A History of Old Bowerbank

Farming and Lumbering were from the start, the main business in Bowerbank. Nearly every family had a farm. At one time most of the land in the lower part of Bowerbank was farmland, and today one can still see, winding through the woods, the remains of the stone walls which marked the edges of fields. Families grew crops and kept livestock, usually sheep, cows, horses, chickens, and pigs. Nellie Hesketh Nason, granddaughter of the second settler, William Hesketh recalls a little bit about what farm life in Bowerbank was like as she writes about her father, Charles Hesketh, who was born in Bowerbank in 1850 and lived in Bowerbank until his own son was twelve years old:

Dad raised corn, wheat, rye, buckwheat, and Indian wheat for home use in Bowerbank. He took it to Sebec to be ground into flour... straw from the grains they used to feed to young stock. It kept them alive, but I don't think they fattened. Mother used to braid the straw and make hats. Dad tapped the maples and made syrup and sugar for sweetening. Dad used to tell how good the apple pies tasted made with maple sugar.... The Hesketh's always had cows in Bowerbank. Mother set the milk in pans, skimmed off the cream, and made butter. (Cows did not give 75 to 100 pounds of milk as they do now.).... In the spring people would drive their sheep to Sebec Lake to wash them before shearing. They must have used most of the wool at home for making blankets and yarn for stockings and mittens. Men used to wear knit wool underdraws..... They had a big loom to weave on..... Another use for wool was filling for quilts.

*The 1862 Maine Board of Agriculture report gives some statistics on Bowerbank farming. The town could boast 2 Bulls, 13 heifers, 27 Cows, 19 Steer, 16 oxen, 95 sheep, 22 swine, 5 colts, and 10 horses. 226 pounds of wool were produced and 24 wool skins. Produce included 302 bushels of Indian Corn, 63 Bushels of wheat, 17 of rye, 140 of barley, 355 of turnips, 30 of carrots, 74 apples, and 150 of upland hay. The hardworking farm townswomen turned out 1080 pounds of butter and 625 pounds of cheese. The value of the poultry and eggs produced amounted to a whopping 533.*

The secretary's notes in the record books of the Mountain View Grange, which received its Charter in 1902, lists the questions regarding farming issues that members discussed at each meeting and how they were resolved. In 1903, the Grange resolved that good hay and grain was better than ensilage, that wind and water caused more damage than fire and famine, that sheep paid better than cows, potatoes paid better than corn, hens paid better than hogs, and that oxen were better team on a farm than horses. They also decided that liquor did more good than hurt.

In 1910, they debated such questions as, "Which is more profitable, beans or Corn?", "Which is more profitable, to increase acreage or yield per acre?", "Which is the best way to market produce and buy supplies?", and "Is it practical for neighbors to form partnerships on farm machinery?" It appears from the record books that the Grange was a vital part of the community. References are made to a number of public events, including in December of 1903, a "public installation of officers... with a treat of apples and peanuts". Records from 1905 through 1907 show attendance at Grange meetings ranging from a high of 31 persons to a low of seven persons.

The farm animals must have added a lot of life to the community, as they are mentioned often in recollections. One person recalled that Mary Glover had a bow-legged cow, and the late George Moore had vivid memories of the geese at the old Moore homestead when he was a boy:

*Didn't I hate those geese? I hated them! They were always coming after me. They flap their wings at you. Lord, I hated them. Somebody shot 'em, and I got blamed for it. I didn't do it, but I would have if I could've gotten my hands on a gun!*

*Lumbering was Bowerbank's other big business. Individual s lumbered their own land or contracted the logging out. Over the years there have been numerous lumbering operations through the town. The first lumbering operations were arranged by Mr. Vaughan. A Mr. Hodge was hired through the summer of 1822. He camped alone in Bowerbank on the land he was clearing. Cleared tracts were known then as "openings". Around 1825, a Mr. Page lumbered for several winters under Mr. Vaughan's direction and lost his son in a tragic accident. The young man was carrying heavy lumbering chains on his back, while walking on the lakes soft springtime ice. The ice broke, and the chains dragged the boy to the bottom. This did not deter future woodsmen, and Bill Glover describes Bowerbank as a "thriving lumber community in the 1880's". While Nellie Hesketh Nason paints a picture of lumbering during this period:*

*After the harvesting was done in the fall, the men folk went into the woods to cut firewood, logs, and pulp. The logs were hauled to a mill in Dover or Foxcroft. Firewood was sometimes sold (and delivered) as four foot wood (cord wood). Others wanted it stove length and split, or chunks for a living room stove. Dad used to haul cord wood across Sebec Lake to Greeley's Landing and then to the Village.... It seems to me one of the horses broke through the ice. Dad used to tell about the ice creaking and buckling. When cutting logs, they always watched for spruce gum. That was the only gum we had to chew. Some drug stores bought it. They used to process the poorer grade and sell it in little sticks about an inch long and the size of a pencil, wrapped in pink tissue.*

In the early 1900's the Croketts lumbered in the Northern part of the town., near lake Onawa and floated the logs down Ship Pond Stream into Bucks Cove on Sebec Lake. Nina Kitchen recalls a Mr. McNulty, who ran a lumbering operation around Canoodlin Point. Barns were built in the woods to house the men. They dragged the logs out with a Lombard Steamer on the "log hauler road", which extended from Bowerbank to at least Milo. Occasionally, during the winter, the crews iced the hills down to the lake so the sleds of logs would slide more easily come ice out. In the spring the logs were floated down the lake. George Moore tells of his father, Andy Moore, who started lumbering in 1918 using the log hauler road. He cut lumber for the steam boats on Sebec and birch to send to the American Thread Company mills in Milo and Howland. In the summers he cut pulp to be hauled out in the winter. Some pulp went across the lake to the Dover side, and was hauled to the train in Dover. In 1919, a Mr. Anderson had a contract to lumber on the A.P. Dow farm in Bowerbank. He and his family lived on the farm from May of 1919 to January 1920 while he worked. The American Thread Company, which needed wood for spools, bought logs from the small, independent suppliers such as those described above, but also ran their own operations in Bowerbank, as well as in other towns. The company maintained large camps in the woods for the men and used the log hauler road extensively.

The Glover diary also makes frequent reference to hauling wood and lumber. Many days seem to have been occupied in an endless round of hauling wood and then fixing the roads!

The big lumbering operations held drives in the spring. Over the winter, the wood had piled up at the wood yard by the log hauler road. The late Marjorie Moore of Dover-Foxcroft remembers it being great entertainment for young people to watch the drives. Boats would haul booms filled with logs out of coves in to the main stream of the lake. Log drivers drove the logs town to the dam at Sebec, where the logs were sluiced through one of the gates right over the dam. The logs floated down the river, usually to the Milo branch of the American Thread Company. Sometimes in winter, logs were hauled across the ice also in huge booms. These drives ended in the 1940's.

One intriguing note about lumbering comes from Bill Glover, who once heard from an old timer about "Raytown", a lumbering village that existed far back in the woods in a corner of Bowerbank in the 1800's. There was a theater, a hotel, stores, and a railroad spur of the Canadian Pacific. The man had worked there and wanted Bill to go back in the woods with him to find it. Bill never went because he wasn't sure that the old fellow could find his way. Several other persons remember hearing of this village. One source believed there was a small permanent settlement of ten to fifteen persons.

Lumbering was hard work with not much diversion during the long winters in the camps. Dot Warren heard the following tales from her father:

*Sometimes life in the lumber camps got boring, so for entertainment, the men would have bedbug contests. They would put bedbugs on the second hand of their pocket watches, and then see whose bedbug stayed on the longest! ... One man was the camp prankster, and one day the men had had enough, so they put a dead mouse under the plate of the prankster. When he came to the table, everyone waited for the man to turn his plate over. When he did, he spoiled everyone's dinner because he proceeded to eat the mouse!*

People who could recall the lumbering operations made it clear that several methods were used to get wood out. The log hauler road might be used all the way to Milo, logs might be taken part way via Sebec Lake, and the rest of the way over the log hauler road, or the lake might be used long with a horse and wagon trip to Dover.

In addition to its mainstay of farming and lumbering, Bowerbank also had several small businesses over the years. Seldon Rice owned a sawmill near Clarke Brook (originally Robinson Brook) at the foot of Cemetery Hill. This operated at least until 1926, according to Doris Tasker, Bowerbank's last school teacher. Patrick Bouley, who lived in Bowerbank about 1930, indicates that the mill was located on the lake shore, where the Lloyd Moore Camp is now. There were also the aforementioned grist mill and sawmill on Mill Brook. The large granite grinding stones can still be found along the brook, as well as part of the mill's foundation. Patrick Bouley remembers that the Clarke boys operated a blacksmith shop at the home of C. Clarke. The shop's machines were run by steam power. The Clarke's also maintained boats for towing logs down the lake. Mary and Adele Glover ran the Team Room in the early 1940's. The building remains, about one half mile past the Glover farm, in the woods near of the roads that lead to the shore cottages.

As the historical picture by Jennifer Hartley indicates, the town of Bowerbank was originally settled by individuals in the agricultural and forest products industries. Farming, logging and various mills provided employment opportunities for the early settlers, as was the case for many Maine communities. The serene views and water bodies through the town allowed for the establishment of a hotel and other small businesses. Bowerbank's industrious residents have created many unique employment opportunities through the years such as a blacksmith, a Tea Room, a grocery store, and a small candy store.

Bowerbank is a small, beautiful, residential community. Most of the former industry is gone and workers are forced to commute to Dover-Foxcroft and other communities, and while many work for the lumbering companies in the community, very few individuals live there. The mills and hotel are gone but the lumbering industry with large landowners cutting for pulp and paper



manufacture and long logs, continues as well as individual operators. Daily farming and large-scale agriculture no longer exists but small gardens are abound. Other current employment opportunities include various State of Maine jobs such as MaineDOT, game wardens and foresters, teachers, carpenters, contractors and other small businesses. Most workers rely on employment within other local communities.

Bowerbank has many streams and ponds for fishing, boating and swimming, and its forests offer an opportunity for hunting, hiking and observing wildlife. Since the town is part of the Sebec Lake Region, it is anticipated that small businesses particularly relating to the tourism industry could be developed in the community.

At present, there exists one traditional industry in the community... Timber. However, a few small at home businesses exist within the community. The major employers in the area are the local school systems, Mayo Regional Hospital and nursing homes, with large employers having operations within Bowerbank being timber companies Plum Creek Timber Company and Crawford Logging Co.

## INCOME

Median household income and the percent change over the recent period are shown in the table below. Bowerbank's median household income has been shown as decreasing. However, it is believed that the 1989 figure was too high, and that the 1999 figure was too low. Given the small size of the population, the Census numbers are not considered reliable by members of the community. A community wide survey showed that the estimated median household income was approximately \$35,000 to \$49,000. However, for planning purposes, the county median figures will be used for the Town. The county median household income is significantly lower than the State median household income, and the county saw a somewhat lower rate of increase in such income than did the state as a whole. Both trends are expected to continue over the next ten years. In 2004, the median household income was estimated at \$30,750 for Piscataquis County (Source: Claritas). Town figures for 2004 are not available.

**Median Household Income**

Place	1989	1999	Change
Bowerbank*	\$30,833	\$27,917	-9.5%
Piscataquis County	\$22,132	\$28,250	27.6%
Maine	\$27,854	\$37,240	33.7%

Source: Census

Note: \*Figures for Bowerbank are believed to be in error.

The income distribution for residents of Bowerbank and Piscataquis County is shown in the next table for the most recent year for which data are available. Bowerbank has a higher proportion of households who earn \$25,000-\$34,999 and \$100,000-\$200,000+ than does Piscataquis County.



**Income Distribution in 1999: 2000 Census**

Households Earning:	Bowerbank		Piscataquis County	
	Number	%	Number	%
	49	100.0	7,272	100.0
Less than \$10,000	9	18.4	1,076	14.8
\$10,000 to \$14,999	3	6.1	777	10.7
\$15,000 to \$24,999	7	14.3	1,411	19.4
\$25,000 to \$34,999	12	24.5	1,122	15.4
\$35,000 to \$49,999	6	12.2	1,325	18.2
\$50,000 to \$74,999	3	6.1	1,050	14.4
\$75,000 to \$99,999	2	4.1	333	4.6
\$100,000 to \$149,999	3	6.1	134	1.8
\$150,000 to \$199,999	2	4.1	34	0.5
\$200,000 or more	2	4.1	10	0.1
Per capita income	\$20,946	--	\$14,374	--

Source: Census

Note: The Census counted fewer households for income type than for population, and so the lesser figure they used is included in the table above.

Sources of income for Bowerbank and Piscataquis County residents for 1999, the most recent year for which data are available, are shown in the table below. More than 57% of Bowerbank households derived their primary source of income from wages, salaries, interest income or rental income, or a combination of these sources. For the County that figure was greater, around 70%. Wage and salary income includes total money earnings received for work performed. While wage and salary employment is a broad measure of economic well-being, the figures do not indicate whether the jobs are of good quality.

**Income Type in 1999**

(Households often have more than one source of income, as seen here.)	Bowerbank		Piscataquis County	
	Number	%	Number	%
Households	49	100.0	7,272	100.0
With earnings (wage, salary, interest, rental) income	28	57.1	5,103	70.2
With Social Security income	20	40.8	2,587	35.6
With public assistance income	0	0.0	375	5.2
With retirement income	18	36.7	1,285	17.7

Source: Census

Note: The Census counted fewer households for income type than for population, and so the lesser figure they used is included in the table above.

Almost 41% of Bowerbank residents collected social security income in 1999. This is a higher proportion than for Piscataquis County residents. Social Security income includes Social Security pensions, survivor's benefits and permanent disability insurance payments made by the Social Security Administration, prior to deductions for medical insurance and railroad retirement insurance from the U.S. Government. According to the Census since 1999, no Bowerbank residents received public assistance. Public assistance income includes payments made by

Federal or State welfare agencies to low-income persons who are 65 years or older, blind, or disabled; receive aid to families with dependent children; or general assistance. Almost 37% of Bowerbank residents received retirement income, which was significantly more than Piscataquis County residents as a whole, and displays a statewide trend of retirees moving to waterfront or recreational properties.

The table below shows poverty status in Bowerbank and Piscataquis County from the 2000 Census. The income criteria used by the U.S. Bureau of Census to determine poverty status consist of a set of several thresholds including family size and number of family members under 18 years of age. In 2000, calendar year 1999, the average poverty threshold for a family of four persons was \$17,050 in the contiguous 48 states (U.S. DHHS). Almost 15% of Bowerbank's families were listed as having incomes below the poverty level, which included 16 individuals. According to the US Census, Piscataquis County had a lower percentage of residents in poverty than did Bowerbank. It is believed by the community that the number of families listed as living in poverty is incorrect. Although there may be individuals within the community that make less than the threshold amount of \$17,500 per year, and may be classified by the US Census as living in poverty, it is an individual choice of these members of the community to live within their means. As most members of the community own their home, and do not have a mortgage, with current low tax rates, and their employment status, most residents choose to live this modest lifestyle and are not considered by the members of the community or themselves as living below the poverty line.

**Poverty Status in 1999**

Below poverty level	Bowerbank		Piscataquis County	
	Number	%	Number	%
Individuals	16	15.0	2,522	14.8
Persons 18 years and over	16	18.4	1,792	13.7
Persons 65 years and over	9	25.7	397	13.9
Families	6	14.6	543	11.2
With related children under 18 years	0	0.0	366	16.8
With related children under 5 years	0	0.0	120	19.0

Source: Census

Note: Percentages calculated from total population and total number of families

Although displayed for planning purposes, the community does not feel that the Census numbers accurately represent the community.

## LABOR FORCE

The labor force is defined as all persons who either are employed, unemployed and were actively looking for work, and/or are receiving unemployment compensation. The table below shows the distribution of Bowerbank and Piscataquis County residents aged 16 and older who are working. Bowerbank has a lower percentage of residents who are in the labor force than does Piscataquis County.

**Labor Force Status: 2000**

Persons 16 years and over	Bowerbank		Piscataquis County	
	Number	%	Number	%
	87	100.0	13,811	100.0
In labor force	34	39.1	7,922	57.4
Civilian labor force	34	39.1	7,914	57.3
Employed	31	35.6	7,280	52.7
Unemployed	3	3.4	634	4.6
Armed Forces	0	0.0	8	0.1
Not in labor force	53	60.9	5,889	42.6

Source: U.S. Census 2000

In 2000, 3.4% of Bowerbank residents were unemployed and considered to be seeking work, while countywide slightly more than 4.6% were unemployed. Opportunities for well-paying occupations continue to be very limited, found principally in distant service centers, like Bangor. Almost 61% of Bowerbank residents were not in the labor force. More recent employment figures are available at the county level. The Maine Department of Labor reported that the average unemployment rate for Piscataquis County in 2004 was 6.9% (510 persons) and in 2005 was 7.5% (556 persons). Note 2005 figures are provisional.

The size of the labor force and its distribution by industry are important factors to consider when planning for future economic development. The plans for new businesses or the expansion of already existing businesses must be based on the assessment of available labor, in addition to the potential consumer market. See the next table for the number and percent of Bowerbank and Piscataquis County labor force by sector. The top four employment sectors as defined by the 2000 Census for Bowerbank residents were:

1. Education, health and social services
2. Agriculture, forestry, and fisheries, mining (mostly forestry)
3. Manufacturing
4. Construction

For Piscataquis County the top four sectors were 'Manufacturing'; 'Education, health and social services'; 'Retail trade'; and 'Construction'. Bowerbank has a significantly larger segment of its population working in the forestry sector than does the County. The Town has no residents in the finance, insurance and realty markets.

## Employment Characteristics in 2000

Sector by Industry	Bowerbank		Piscataquis County	
	Number	%	Number	%
<b>Employed civilians 16 years and over</b>	<b>31</b>	<b>100.0</b>	<b>7,280</b>	<b>100.0</b>
Agriculture, forestry, and fisheries, mining	6	19.4	330	4.5
Construction	5	16.1	494	6.8
Manufacturing	6	19.4	1,761	24.2
Wholesale trade	0	0.0	115	1.6
Retail trade	0	0.0	958	13.2
Transportation, warehousing, utilities info	0	0.0	427	5.9
Information	0	0.0	120	1.6
Finance, insurance, and real estate	0	0.0	223	3.1
Professional, scientific, management, administrative, and waste management services	0	0.0	249	3.4
Education, health and social services	14	45.2	1,575	21.6
Arts, entertainment, recreation, accommodation and food services	0	0.0	394	5.4
Other services (except public administration)	0	0.0	270	3.7
Public administration	0	0.0	364	5.0
<b>Class of Worker</b>				
Private wage and salary workers	25	80.6	5,498	75.5
Government workers	4	12.9	1,092	15.0
Self-employed workers	2	6.5	668	9.2
Unpaid family workers	0	0.0	22	0.3

Source: Census

Manufacturing jobs have provided a base historically for Piscataquis County residents. The manufacturing sector has declined steadily over the past three decades at the national, state and county levels. However in 2000, 6 Bowerbank residents were employed in manufacturing, while in 1990 such jobs employed just 3 Town residents, see table below. Oftentimes, lower paying service sector jobs, including retail and tourism related occupations, have replaced lost forestry, construction and manufacturing jobs. The creation of service sector jobs in Piscataquis County has not outpaced the demise of the manufacturing and natural resource based jobs. At the county level, fewer people were employed in 2000 than in 1990. Note: The Census used somewhat different sector categories between 2000 and 1990.

**Employment Characteristics in 1990**

Sector by Industry	Bowerbank		Piscataquis County	
	Number	%	Number	%
Employed persons 16 years and over	19	100.0	7,644	100.0
Agriculture, forestry, and fisheries	0	0.0	263	3.4
Mining	0	0.0	2	0.0
Construction	0	0.0	474	6.2
Manufacturing, nondurable goods	1	5.3	1,322	17.3
Manufacturing, durable goods	2	10.5	1,070	14.0
Transportation	0	0.0	387	5.1
Communications & other public utilities	0	0.0	188	2.5
Wholesale trade	2	10.5	138	1.8
Retail trade	4	21.1	1,228	16.1
Finance, insurance, and real estate	0	0.0	286	3.7
Business and repair services	0	0.0	147	1.9
Personal services	0	0.0	215	2.8
Entertainment and recreation services	0	0.0	76	1.0
Health services	3	15.8	634	8.3
Educational services	2	10.5	703	9.2
Other professional and related services	2	10.5	278	3.6
Public administration	3	15.8	233	3.0
<b>Class of Worker</b>				
Private wage and salary workers	12	63.2	5,739	75.1
Government workers	7	36.8	1,024	13.4
Self-employed workers	0	0.0	856	11.2
Unpaid family workers	0	0.0	25	0.3

Source: Census

**EMPLOYERS**

Bowerbank businesses are limited to at home and self employed individuals. In 2006, it was estimated that 3-5 persons own and operate their own at home business. It is believed, based upon national trends that there will be continued growth of at home and internet businesses within Bowerbank over the next ten years.

These local, sole proprietorships provide a portion of Bowerbank's economy. These businesses are mainly focused on providing a service to the summer community and seasonal visitors. Seasonal fluctuations of employment are significant for tourism related businesses. Many individuals make a living by doing several jobs, usually seasonally, but sometimes during the same season, rather than working for one employer full-time year round.



The major regional employers in Piscataquis County are listed in the table below.

**Selected Major Employers in Piscataquis County 2004**

Business Name	Primary Location	Employee Range	Sector
Mayo Regional Hospital	Dover-Foxcroft	351-400	Medical
Hardwood Products Co.	Guilford	301-350	Wood Prod
Charlotte White Center	Dover-Foxcroft	301-350	Medical
Guilford of Maine, Inc.	Guilford	301-350	Textiles
Moosehead Mfg. Co.	Monson	151-200	Industry
MSAD 41 Schools	Milo	151-200	Education
MSAD 4 Schools	Guilford	151-200	Education
Hibbard Nursing Home	Dover-Foxcroft	101-150	Medical
MSAD #68	Monson	101-150	Education
Charles A Dean Memorial Hospital	Greenville	101-150	Medical
Pride Manufacturing Company	Guilford	101-150	Wood Prod

Source: Maine Dept. of Labor, 2004

## COMMUTING

In 2000 the Census recorded that no Bowerbank residents worked in Town. Twelve commuted to Dover-Foxcroft, 6 to Guilford, 3 to Greenville, 3 to Sebec, 3 to Parkman, 2 to Bangor, and 2 to Milo. See the Transportation Chapter for more information on commuting patterns.

## TAXABLE SALES

Taxable sales are one of the few available indicators of the actual size, growth, and character of a region. Maine Revenue Services does not provide information on taxable sales at the municipal level for Bowerbank because of the Town's small size. The table below shows total taxable sales for Piscataquis County and Dover-Foxcroft. All figures are in real dollars, not adjusted for inflation. In Piscataquis County from 1999 to 2003, total taxable sales increased by over 11%, but Dover-Foxcroft saw a decrease in sales, indicating the growth of businesses outside of this service center community.

**Total Consumer and Taxable Sales (in thousands of dollars)**

Place	Total Sales	1999	2000	2001	2002	2003	% Change
							1999-2003 (Rounded)
Dover-Foxcroft	Consumer	33,126	34,481	32,089	34,796	30,130	-9.04%
	Taxable	37,078	38,861	36,368	39,658	34,468	-7.04%
Piscataquis County	Consumer	78,733	83,272	80,649	89,391	86,656	10.06%
	Taxable	86,374	92,218	89,879	99,724	96,168	11.34%

Source: Maine Revenue Services



The table below has more recent data, with disaggregated retail sales for the Economic Summary Area, a geographic area that includes: Abbot, Atkinson, Barnard Plantation, Beaver Cove, Blanchard, Bowerbank, Bradford, Brownville, Charleston, Chesuncook Twp, Derby, Dexter, Dover-Foxcroft, Ellitsville, Garland, Greenville, Guilford, Kingsbury, Lagrange, Lakeview Plantation, Medford, Milo, Monson, Northeast Carry Twp, Onawa, Orneville Twp, Parkman, Sangerville, Sebec, Sebec Lake, Sebec Station, Shirley, Wellington, Williamsburg Plantation, and Willimantic. The three largest sectors were Auto Transportation, Food Store Sales, and Building Supply Sales. The individual categories are described below.

Retail Sales (in thousands of dollars)

Dover-Foxcroft (ESA) Total	JAN. 2005
Business Operating	768
Building Supply Sales	1,264
Food Store Sales	1,942
General Merchandise Sales	793
Other Retail Sales	544
Auto Transportation	3,176
Restaurant and Lodging Sales	762
Total Retail Sales	9,249

Source: Maine Revenue Services

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

*Auto Transportation:* This sales group includes all transportation related retail outlets. Included are auto dealers, auto parts, aircraft dealers, motorboat dealers, automobile rental, etc.

*Restaurant/Lodging:* All stores selling prepared food for immediate consumption. The Lodging group includes only rental tax.

## **SUMMARY**

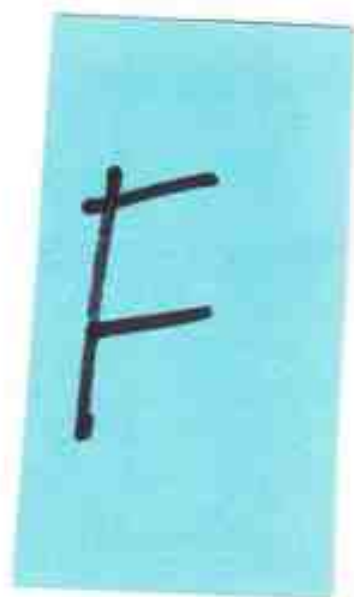
The top sectors of employment for Bowerbank residents were the categories of 'Education, health and social services'; 'Agriculture, forestry, and fisheries, mining (mostly forestry)'; 'Manufacturing'; and 'Construction'. In 2000, most Bowerbank residents who worked did so outside of Bowerbank, most in Piscataquis County. The Town has had a slightly lower unemployment rate than seen countywide. Living in Bowerbank limits employment opportunities and increases the costs of commuting to the service centers where most jobs are located. Bowerbank can help shape its economic growth by encouraging development that has manageable impacts on community character, natural resources, and limited infrastructure, and is located in the best suitable area.

**POLICIES AND IMPLEMENTATION STRATEGIES**

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

1. **Policy:** The town will encourage a diversified economic base.  
**Strategies:** The town will continue to work to promote the community as a four-season recreational destination. Other natural resources and internet based businesses will be welcomed within the community and encouraged to locate in appropriate areas of the community.  
**Time Frame:** Long-term  
**Responsible Agent:** Selectmen and Planning Board
2. **Policy:** The town will define the areas best suited for development.  
**Strategies:** The future land use ordinance and any updates will be consistent with the comprehensive plan. This action will continue to reduce the likelihood of incompatible uses, will channel growth into the appropriate locations within the town and retain the quality of life that Bowerbank residents have become accustomed to.  
**Time Frame:** On-going  
**Responsible Agent:** Planning Board, Selectmen
3. **Policy:** The town will encourage labor force training.  
**Strategies:** The town recognizes the importance of adequate training for the creation and maintenance of a healthy and competitive work force. The town also recognizes that adult education, vocational schools, community colleges, graduate and undergraduate programs, and job training programs and other federal programs in the area are an asset to the entire region. Program information for regional educational opportunities will be made available at the town hall and library in the form of brochures and catalogues.  
**Time Frame:** On-going  
**Responsible Agent:** Selectmen, Education Committee.
4. **Policy:** The town will promote regional cooperation.  
**Strategies:** On a regional level, the town will work with near-by-towns on economic development to promote regional marketing. Representatives from the town will continue to work with the adjacent communities for a joint approach to transportation, solid waste, land use planning and other pertinent issues as they may arise.  
**Time Frame:** On-going  
**Responsible Agent:** Planning Board and Selectmen,

5. **Policy:** The town will seek to attract, enhance, and support existing and future economic development, while minimizing the negative impacts of non-compatible uses.  
**Strategies:** The town will draft land use ordinances as necessary to contain appropriate provisions on permitted, conditional and prohibited uses. The town will also identify appropriate areas for development. These provisions will reduce the likelihood of poorly planned development, resistance to new projects, or incompatible uses. Home occupation performance standards will be included in the land use ordinance to ensure compatibility with residential neighborhoods and adjacent properties. Home occupations will continue to be allowed in various locations throughout the community.  
**Time Frame:** On-going  
**Responsible Agent:** Code Enforcement Officer, Planning Board, and Selectmen.
6. **Policy:** The town will promote economic development that maintains and enhances the community character.  
**Strategies:** The town will seek to obtain funds from government and private sources to provide support for roads, parks, or other activities that materially aid the Town's economy. These include but are not limited to; Community Development Block Grants (CDBG), and US/MaineDOT Enhancement Funds. Town expenditures required to participate in such programs will be presented to the voters for approval.  
**Time Frame:** On-going  
**Responsible Agent:** Code Enforcement Officer, Planning Board, and Selectmen.
7. **Policy:** The town recognizes the importance of the continued operation of the dam in Sebec, and that the town remains vigilant and shall become pro-active in developing strong relationships with the Hydro-electric dam operators in Sebec and others to assure consistency in water levels of Sebec Lake. The town will also pursue the establishment of flood plain zones within the Sebec Lake shorelands.  
**Strategies:** The town of Bowerbank will approach the other communities contiguous with Sebec Lake; including the towns of Sebec, Dover-Foxcroft, Guildford, and Willimantic; in efforts to establish policies to maintain consistent or predictable water levels on Sebec Lake. The town of Bowerbank will also join efforts with the Sebec Lake Association to become a liaison between the Hydro-electric dam operators and shorefront property owners. The town will encourage its landowners to be mindful of increased water levels in their planning of construction of structures and roads to lessen the possibility of flooding. The selectmen will also approach the Maine Emergency Management Agency and the Federal Emergency Management Agency to update their Flood Insurance Ratings Maps, and the recognition of reestablishing the Flood Zones within the town of Bowerbank.  
**Time Frame:** Immediate  
**Responsible Agent:** Code Enforcement Officer, Planning Board, and Selectmen.



## **STATE GOAL**

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

## **INTRODUCTION**

Roads affect the value of property, the economy of the Town, and the overall safety and convenience of Bowerbank's residents, who depend on a well-maintained road system. Only through adequate roads and control of traffic flow can the community be assured of economical, efficient, and safe circulation patterns.

As described by Jennifer A. Hartley in Where Wild Roses Bloomed: A History of Old Bowerbank

Sprague writes that the "Piscataquis -ahwangan" or old Indian route to Moosehead Lake was so well recognized that a man who owned land on Sebec lake told him that his deed of about 1830 had as a boundary, "The old Indian trail".

"My father, Preston Blodgett, helped build the road from Bowerbank to Sebec by hand—pick and shovel, and sweat and brow. No Machinery like now"

-Mary Glidden

"Model T's were scarce. Bowerbank people had horses and wagons"

-Dora Anderson (1919)

## **ROAD TYPES**

Map F-1 "Transportation" and Map F-2 "Transportation Inset" show the federal function classification and the level of service of the roads in the Town of Bowerbank.

The following is a description of the federal function classifications:

### ***Arterials (Minor)***

Arterials are characterized by high-volume roadways, which provide linkage between major cities and towns and developed areas, capable of attracting travel over long distances. Basically, they provide service to interstate and inter-county travel demand. The arterial system typically provides for high travel speeds and the longest trip movements. The degree of access control on an arterial may range from full control (freeways) to entrance control on, for example, an urban arterial through a densely developed commercial area. The Town of Bowerbank has 0 miles of minor arterial roads.

### ***Principal Arterials***

These are highways in rural and urban areas that provide access between an arterial and an airport, public transportation facility or other inter-modal transportation facility. These roads are owned and maintained by the State. The town has 0 miles of principal arterial roads.



**Collector Roads**

Collector roads are characterized as routes that gather traffic from local and private roads and deliver it to the arterial system. Traffic volumes and speeds on collector roads will typically be lower than those of arterials. These roads are usually town or state funded, mainly because of their limited access and purpose. Collector roads are maintained by the state; however, voters may occasionally pass a road construction referendum. Both the State and Federal government will usually match the amount voters approve, or give a percentage, usually in the form of a grant.

Rural Collectors generally serve local and regional motorists rather than statewide traffic and travel distances are shorter than arterial routes.

1. **Major Collector Roads (regional):** (a) Serve county seats not on arterial routes, larger towns not directly served by higher systems; (b) link nearby larger towns, or cities, or with routes of a higher classification; (c) serve more important intra-county travel corridors which may connect consolidated schools, shipping points, important agricultural areas, etc. The Town of Bowerbank has 0 miles of major/urban collector roads.
2. **Minor Collector Roads (local):** (a) Spaced consistent with population density to accommodate local roads within a reasonable distance of collector roads. Provide service to smaller communities. Link locally important traffic generators with the arterial system. Bowerbank has approximately 7.0 miles of minor collector roads.

**Local Roads and Streets**

All public roads and streets not classified as arterials or collectors classified as local roads. Local roads and streets are characterized by many points of direct access to adjacent properties and have a relatively minor role in accommodating mobility. Speeds and traffic volumes are usually low. These roads are within the town and the town maintains them. These roads usually carry only local traffic and serve only the abutting properties. Depending on the owner of a particular road, these roads are maintained by the town, a land developer or road association. The Town has 4.2 miles of local roads and streets.

An appointed member of the Board of Selectmen acts as the Town's Road Commissioner. The Board of Selectmen, with assistance from the Public Works Department monitors and maintains the public roads within the community.

**Private Roads**

Private roads include subdivision roads. In some cases, because of the new Enhanced 911 system, private roads include some driveways. A driveway will have a name if it accesses more than one residential structure, to lessen the confusion for emergency personnel. Whatever the case may be, private roads receive their maintenance from a source other than the town or the state. The Comprehensive Plan committee estimates there are 25.8 miles of private residential and commercial logging roads within the community.

**ROAD INVENTORY**

An inventory of Bowerbank's roads is shown in Table 1. The table shows length, ownership, federal function classification, road inventory number, speed limits and level of service. Of the 35.2 miles of road within the Town of Bowerbank, 9.4 miles are owned and/or maintained by the Town, 5.2 miles are state aid/ state owned roads and 0 miles of road are owned and/or maintained by the State.

Table 1

TOWN OF BOWERBANK					
ROAD INVENTORY					
Street Name	Length (miles)	Ownership	Street Name	Length (miles)	Ownership
Arno Drive		Private	Lord Road		Private
Back Neighborhood Road		Private	McGowan Road		Private Drive
Baker Lane		Private	Mill Brook Road		Private
Balfester Road		Private	Narrows Way		Private Drive
Bear Point Road		Private	Olson Camp Road		Private
Beaver Brook Road		Private	Ostrum Road		Private
Black Rock Road		Private	Peterson Road	0.5	Public-Town
Bowerbank Road	5.2	Public- State Aid	Peterson Road		Private
Bowerbank Road	1.5	Public- Town	Phoebe Island Road		Private
Cedar Lane		Private	Pickard Cove Road		Private
Cherry Street		Private	Pige Knoll Road		Private
Clark Cove Road		Private	Plum Creek Logging Roads	5.5	Private
Crawford Logging Roads	3.2	Private	Ram Island Road		Private
Edgewater Road		Private	Rockledge Road		Private
Evergreen Road		Private	Sandy Beach Road		Private
Flag Cove Road		Private	Scarano Drive		Private
Glover Farm Road		Private	Seahorse Drive		Private
Grapesvine Brook Road		Private	Seymour Cove Road		Private
Hilltop Road		Private	Shore Road North	0.5	Public-Town
Inlet Road		Private	Souva Camp Road	0.2	Private Drive
Lakeville Shores Road		Private	Southview Road		Private
Landing Road	0.2	Public- Town	Walker Landing Road		Private Drive
Levensider Road		Private	Winter Apple Lane		Private Drive
Lodge Road		Private	Winters Road		Private
Loon Road		Private			
State Owned-State Aid Road	5.2	Miles	Private Road and Drive	N/A	Miles
Town Owned-Town Maintained	2.7	Miles	Total Length		Miles

Source: Maine Department of Transportation and Community E9-1-1 Road Maps

The Maine Office of GIS has mapped all roads for E9-1-1 purposes. Maps F-1 and F-2 show all of Bowerbank's roads as named during the E9-1-1 addressing process.

## ROAD SURFACE MANAGEMENT SYSTEM (RSMS)

The Maine DOT Local Roads Center provides a "Road Surface Management for Maine Towns" training program, including Road Surface Management System (RSMS) software to identify which road maintenance techniques should be considered for individual roads or streets in a local street network. Introduced in 1990, it is being used by many communities to inventory their road network, record road surface condition data, interpret the surface distress information gathered and "defend" their road maintenance budgets. The system is generic and it provides an objective tool that a municipality can "customize" with its own repair techniques and local costs. The Town of Bowerbank does not currently utilize any official system in order to prioritize and plan for improvements and repairs to the Town's roads. Community officials at town meeting regularly appropriate funds for resurfacing and repairs to town roads as suggested by the Road Commissioner and determine need by local opinion and vote. The town attempts to line up any large scale projects in conjunction with MaineDOT construction work in the area.

## LEVEL OF SERVICE

LOS is a qualitative measure that characterizes operational conditions within a traffic stream and includes speed, travel times, freedom to maneuver, traffic interruptions, and the perceptions of motorists and passengers.

There are six levels of service, given letter designations from A to F. LOS A represents the best operating conditions, while LOS F represents the worst. LOS E is defined as the maximum flow or capacity of a system. For most purposes, however, a level of C or D is usually used as the maximum acceptable volume. As an annual average, however, LOS does not reveal the increased congestion during the tourist season. And so, for planning purposes, a seasonally adjusted LOS should be used when analyzing the need for local traffic management improvements.

The following table lists LOS and a brief description of traffic flow and maneuverability.

Table F-

LOS	DESCRIPTION
A	Free flow operation; vehicles completely unimpeded in their ability to maneuver with traffic stream.
B	Reasonably free-flow conditions; ability to maneuver is slightly restricted.
C	Although flow conditions are stable, a small increase in flow will cause substantial deterioration in service; maneuverability is noticeably restricted, with lane changes needing additional care.
D	Borders on unstable flow; small increments of flow cause large increments in congestion; maneuverability is severely limited.
E	Borders on operation at capacity; extremely unstable flow; no usable gaps in stream.
F	Corresponds to forced flow generally associated with queue formation.

Source: *Transportation Engineering – An Introduction*, C. John Kutay

Table 1 shows the level of service rating, as reported by MaineDOT, for each road within the Town. Map F-1 and F-2 also shows LOS ratings in the Town.

The classified roadways of Bowerbank's roadways have an LOS of A.

## CRASH LOCATIONS

The crash rate at a given location is compared statistically to the statewide average. Maine uses the "Rate Quality Control Method" of statistical analysis. This is a statistical comparison of the actual crash rate for a given location to the expected rate, adjusted for urban/rural location, functional road class and exposure over time (annual average daily traffic). This comparison yields the Critical Rate Factor (CRF), which is an index of the relative crash rate of locations across the state. Sites that exhibit a CRF equal to or greater than one and that have experienced at least eight crashes in the most recent three year study period are termed High Accident Locations (HALs). All HALs are considered potential candidate projects. There were 1,324 HALs identified in the most recent three year study period (1994-1996). The town of Bowerbank does not have any listed High Accident Locations.

Although there are no high crash locations as defined by MaineDOT, the town of Bowerbank expresses some concern locally about the traffic on the Bowerbank Road. Increased seasonal traffic and a rural setting have led to the increase in the speed of vehicles along the community's main road. The Community is most concerned about the safety of its residents living and traveling along the Bowerbank Road. In particular, members of the Comprehensive Plan Committee have some concern over a small stretch of the Bowerbank Road just easterly of the Town Hall where frequently in the wintertime vehicles leave the roadway and enter the ditch. The Comprehensive Plan Committee feels that the roadway is improperly banked on the curve and during icy conditions, high speeds cause vehicles to leave the roadway. Another area of concern to the members of the committee is the Bear Brook Bridge in Barnard Township. Just easterly of the town line a narrow bridge crosses Bear Brook. The committee suggests that increasing logging traffic and seasonal increases may eventually lead to a devastating accident.

## TRAFFIC CONTROL DEVICES

There are no traffic control devices in the Town of Bowerbank.

## SIDEWALKS/PEDESTRIAN FACILITIES

There are no sidewalk facilities in Bowerbank.

## BRIDGE INVENTORY

There is one bridge in the Town of Bowerbank. The Maine Department of Transportation indicates that there is one cement bridge in Bowerbank. This bridge is located on the Bowerbank road and crosses Mill Brook.

## ACCESS MANAGEMENT

Access Management is the planned location and design of driveways and entrances to public roads. It provides safe access for land development while conserving the ability of a highway to move traffic safely and efficiently. The State's new access management program sets up a permit process for property owners for constructing driveways or entrances on the state's collector and arterial highways.

The goals of access management are to increase the safety of highway and driveway users, to enhance productivity by moving people and products faster and to reduce congestion-related delays and environmental degradation and to avoid future construction costs by preserving the capacity of the current system. Minimum allowable site distances for driveways and entrances onto state and state aid highways are set as part of the Access Management Rule.

Although the town of Bowerbank does not currently have any roads that qualify to meet the requirements of the State of Maine's access management program, to maintain and improve traffic flows within the community, the future Land Use Ordinance will include access management performance standards in consideration of MaineDOT access management rules. Development proposals under town review, which necessitate frontage, driveways and/or entrances along town roads, will be required to meet the performance standards set forth in the future Land Use Ordinance. If in the future, any road becomes a state or state aid highway, landowners will be required to obtain a MaineDOT permit in accordance with MaineDOT Access Management Administrative Rules.

## CORRIDOR PLANNING

The purpose of corridor planning is to supply a regional approach for corridor management. Corridor planning is necessary for the continued efficient movement of traffic. Corridor planning is directly related not only to mobility, but also to economic activity and regional mitigation efforts that are necessary for the vitality of the area. It is important for neighboring communities to recognize the importance of corridor planning and to work together to create a regional access management master plan.

In 2004, the work of the Regional Transportation Advisory Committees was suspended in favor of a more diversified and collaborative approach. Instead, Regional Planning Councils, under the guidance of MaineDOT's Bureau of Planning, are formulating Regional Transportation Needs Assessments. The Assessments will examine demographic, economic and land-use trends across identified transportation corridors and make recommendations for improvements.



## SIX-YEAR TRANSPORTATION IMPROVEMENT PLAN

The MaineDOT *Six-Year Transportation Improvement Plan* for Fiscal Years 2004-2009 (Six-Year Plan) lists the major transportation policy initiatives and capital improvement projects MaineDOT expects to include within the next three *Biennial Transportation Improvement Programs* (BTIPs). In support of MaineDOT's biennial budget request, the Fiscal Years 2004-2005 BTIP was submitted to the Legislature and broadly distributed in early 2003. The Six-Year Plan links MaineDOT's policy based Twenty-Year Transportation Plan to the project based and fiscally constrained BTIP.

The Six-Year Plan allows MaineDOT to effectively manage its planning, project development and financial resources. Other state agencies and business interests may use it to assist in the development of public and private investment strategies. The Six-Year Plan also provides municipalities and utility companies with the opportunity to plan for anticipated improvements. MaineDOT updates the Six-Year Plan every two years to reflect the resources it expects to have available over the fiscal year period covered by each Six-Year Plan. A project's inclusion in a Six-Year Plan signifies MaineDOT's intention to fund it within a six-year time period. Due to factors associated with project development including public involvement, environmental analysis, preliminary and final design, in addition to actual funds available from federal and state sources, actual construction may not occur within this six-year period.

The 2004-2009 MaineDOT Six-Year Transportation Improvement Plan does not include any projects that directly affect the town of Bowerbank.

## BIENNIAL TRANSPORTATION IMPROVEMENT PROGRAM

The Biennial Transportation Improvement Program is the MaineDOT's biennial capital improvement program. The BTIP consists of projects selected from the Six-Year Plan. The best way for the Town of Bowerbank to make priorities known is to communicate with MaineDOT, particularly when the MaineDOT solicits municipalities for transportation projects that should be considered for future funding.

The 2006-2007 Biennial Capital Work Program includes one local program project within the Town of Bowerbank. The project descriptions can be found in the table below:

TOWN OF BOWERBANK 2004-2005 Biennial Transportation Improvement Program Projects				
REGIONAL PROGRAMS				
Scope of Work	Municipality	Functional Class Route/Road Name Length	Description	Estimated Cost Funding Source(s)
Highway Improvements	Bowerbank	Minor Collector / Bowerbank Road	Beginning 2.72 miles west of the Bowerbank Turn Lane and extending easterly 0.10 mile. This project supports MaineDOT's asset management and safety goals by funding small spot improvements on minor collector highways to improve safety and maintain roadways.	\$ 40,000 FY 06-07 State Funding
State	Project in design			

Source: Maine Department of Transportation and Comprehensive Plan Committee



## STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM

Maine's Statewide Transportation Improvement Program (STIP) is prepared every two years as directed by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA). The document is required for the expenditure of federal funds and follows development of the BTIP. The STIP provides delivery timeframes for all remaining BTIP projects using federal funding limitations established by Congress as a guideline. It must be approved by Federal Agencies before any project work can be started and it must demonstrate that delivery of the program will conform to federal clean air standards.

The 2006-2008 STIP does not include any projects that directly affect the town of Bowerbank.

## RAILROAD FACILITIES

In October 2001, Bangor and Aroostook Railroad was involuntarily placed in Chapter 11 Bankruptcy protection. In October of 2002, Rail World, Inc. formed a new company, called Montreal, Maine and Atlantic (MM&A) Railway and proposed the purchase of 835 miles of tracks, facilities and real estate from the B&A System for \$50 million. Around that same time they also concluded an agreement to buy two Canadian Pacific Railway lines, linking the B&A System with two lines in northern Vermont. Montreal, Maine & Atlantic Railway has been authorized by the U.S. Surface Transportation Board and the Canadian Transportation Agency to operate over 745 route miles of track and associated track rights formerly operated as the Bangor and Aroostook Railroad, Canadian American Railroad, Northern Vermont Railroad, Quebec Southern Railway, and Van Buren Bridge Company.

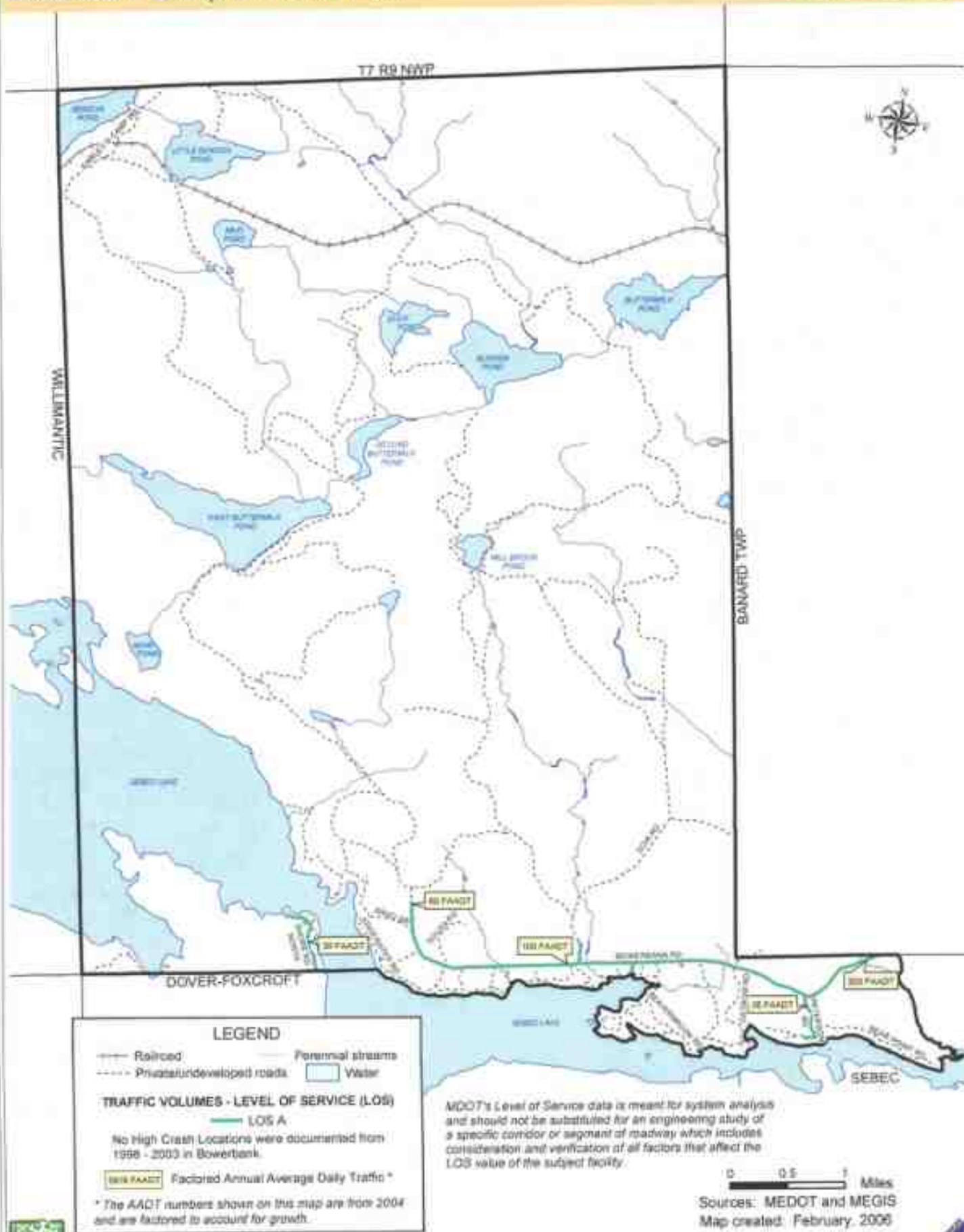
MM&A track is in good condition and can accommodate fully loaded 100-ton cars. Approximately three-fourths of the MM&A system is laid with 100-lb. and 115-lb. rail and complies with Federal Railroad Administration standards for Class 3 track, permitting trains to operate at speeds up to 40 m.p.h. MM&A has budgeted funds to maintain the track at Class 3 standards, using the railroad's full-time engineering personnel.

Forest products generate approximately 60 percent of MM&A's business. Commodities handled by the railway include: automobiles, chemicals, clay, fertilizer, frozen food and food products, fuel oil, grain, gypsum wallboard, lumber, oriented strand board, paper, propane, round wood, scrap paper, stone and sand, starch, woodchips, wood pulp, and inter-modal shipments. The railroad handles an estimated 60,000 revenue units annually and serves approximately 400 customers. MM&A owns and maintains 4.7 miles of rail which pass through the town of Bowerbank. There are no terminals or changeovers located within the town limits.

**POLICIES AND IMPLEMENTATION STRATEGIES**

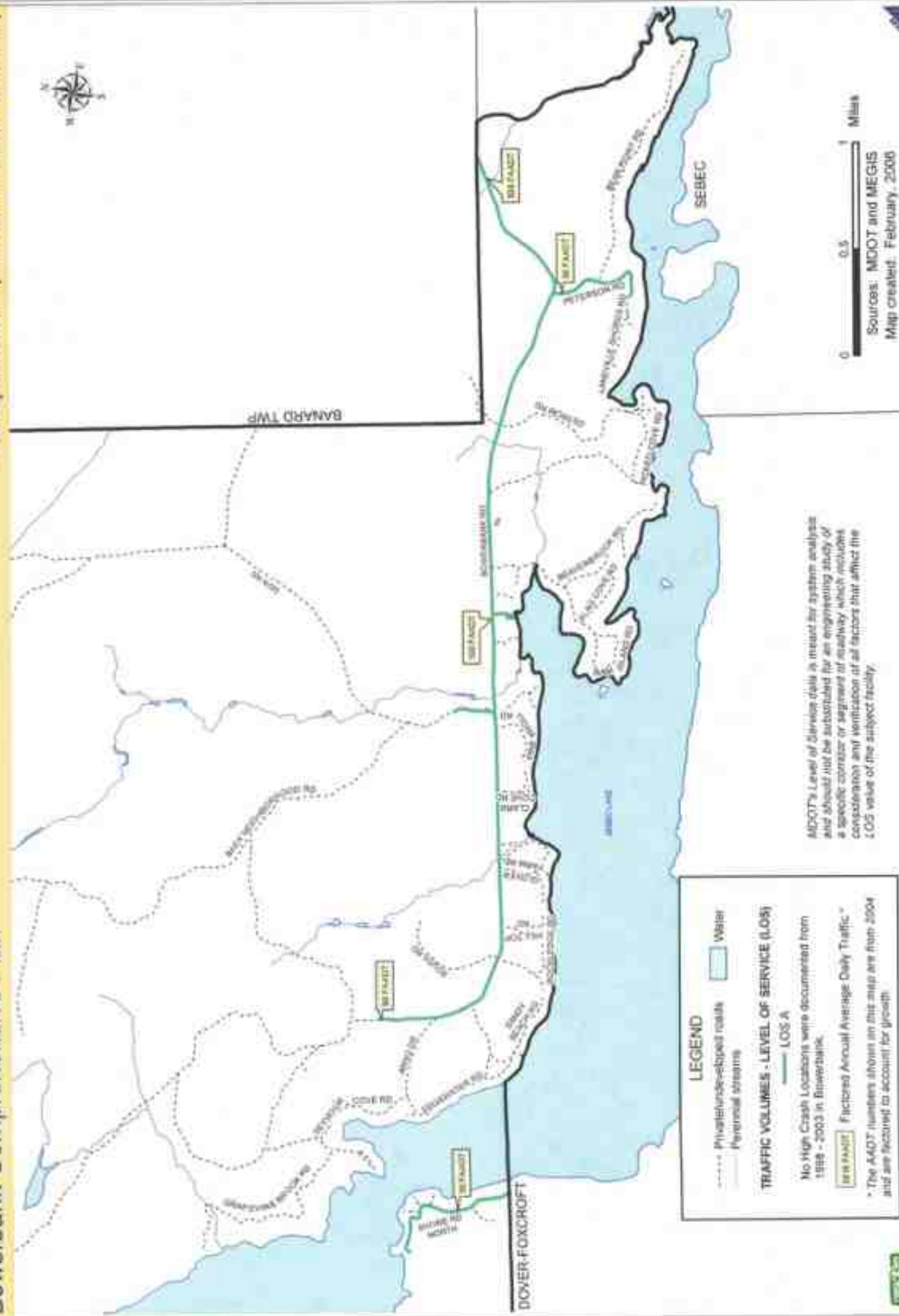
In order to plan for, finance and develop an efficient transportation system to accommodate anticipated growth and economic development, the Town of Bowerbank has developed the following policies and implementation strategies:

1. **Policy:** The Town will prepare to finance the maintenance and resurfacing of Town roadways.  
**Strategies:** The Board of Selectmen will undergo a capital improvement planning process that includes financing of maintenance of roadways. The Board of Selectmen will prepare a Request for Proposals process for bidding on repairing local roadways.  
**Responsibility:** Board of Selectmen  
**Time Frame:** within five years
2. **Policy:** The Town should review and update any ordinances which include language about road standards.  
**Strategies:** The future land use ordinance will incorporate MaineDOT access management rules where applicable. The future land use ordinance shall outline and implement road design standards for all locally owned and maintained roads. These standards shall contain methods for proper storm water management and municipally defined access standards.  
**Responsibility:** Planning Board and the Board of Selectmen  
**Time Frame:** within five years
3. **Policy:** The Town should actively participate in corridor planning and regionalizing efforts.  
**Strategy:** The Board of Selectmen will create a process, where appropriate, by which to notify and involve neighboring communities when road maintenance projects are to be done.  
**Responsibility:** Board of Selectmen  
**Time Frame:** within five years



## Bowerbank Comprehensive Plan

## Transportation (Intown Road Network)



ASQCT's Level of Service (LOS) is meant for system analysis and should not be substituted for an engineering study of a specific corridor or segment of roadway which involves consideration and verification of all factors that affect the LOS value of the subject facility.

Sources: NDOT and MEGIS  
Map created: February, 2006

G



## STATE GOAL

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

## INTRODUCTION

As described by Jennifer A. Hartley in Where Wild Roses Bloomed: A History of Old Bowerbank

The following items from the Bowerbank or Sebec column of the *Piscataquis Observer* gave a faint picture of life in the bygone days of Bowerbank:

August 19, 1880 - The Union Sabbath School of Bowerbank held its annual basket picnic on Friday, August 13 in the grove near Mr. Moses Glover's. The tables were beautifully supplied with substantial articles of food as well as with cake and pastry for those with delicate appetites. A swing and several other games were provided for the younger people. After dinner, a short time was passed in singing and brief remarks were made by the pastor, Rev. Mr. Lewis and others.

May 24, 1923 - Charles Robinson of Falmouth Mass. is coming to Bowerbank for the spring fishing on the lake while visiting his cousin, W.R. Clarke, in Dover. [both descendants of the original settler]

"When my brothers heard the steam boats whistle on the lake, they ran and hid in the hen house. Dad asked them why, and they said they just heard Gabriel blow his trumpet. We always had our own 4<sup>th</sup> of July at home. Dad went and bought the lemons, and made lemonade, [we had] small firecrackers, lowered the watermelon into the well to cool it, and we had the usual goodies. One doesn't forget things like that, things we grow up with. Oh, for those good old days!"

-Mary Glidden

"The summer I spent there was one of the best summers of my childhood. Bowerbank people were very friendly, and everyone helped each other. I got lots of attention since I was the only one of my age around. Whenever people in my neighborhood went swimming they would take me... There was wonderful fishing on Mill Brook. You could fill a fish basket in an hour. On Sundays we would go up to Mill Brook Bog and catch the big ones, three fourths to one and a half pounds."

-Dana Anderson (1919/1920)

Recreation can be described as a state or as a time during which an individual may achieve a pleasurable experience. Recreation can take place either indoors or outdoors. Outdoor recreation is related to open space and consequently to undeveloped land. Open spaces include agricultural and forest lands, wetlands, mountains, lakeshores, and river corridors. While not all open space is accessible to the public, areas such as snowmobile trails, and areas for hunting are all part of open space and are used for recreation. Many Mainers feel that, since the state is largely rural, there will always be plenty of open space. As the area's population increases, request for recreational areas and opportunities on undeveloped land will also increase. Most of Bowerbank's land is privately owned and people using this land should be respectful to ensure such right will not be revoked.



### ***The Privilege of Accessing Private Lands***

*Of the 26,688 acres of land within the town of Bowerbank, virtually all of its acres are managed, owned, and maintained by various corporations or private individuals. Today, with permission, many of these acres of land remain open to the public for recreational purposes.*

*As members of a community, WE ALL owe a debt of gratitude to these landowners and a big thank you to all land owners who provide the access to the opportunities that lie within these privately owned lands. Many landowners have developed specific policies and rules regarding the recreational opportunities, operation of recreational vehicles, and uses of their lands. It is of great importance that the recreational users of this land abide by any and all rules and policies established by these landowners.*

*No matter what outdoor recreational activities you may participate in, please take the time to ask for permission of the landowners before you use their lands. Working with the corporate and private land owners is the best way to ensure the availability of outdoor recreation within the Town of Bowerbank.*

### **HUNTING AND FISHING**

The area is rich with a plentiful game population. Bear and Moose hunting have had resurgence in the past ten years in the local area. In 2003, the Town Clerk reported collecting funds for three hunting and fishing licenses. It was noted however, that state licensing agencies throughout the region sell hunting and fishing licenses. With the limited hours that town hall is open, it is understandable that only three licenses were issued from the town.

### **SNOWMOBILING AND ALL TERRAIN VEHICLES**

Maine is noted for many outdoor recreational activities, among the most popular are boating, snowmobiling and riding of ATVs. With 2,500 lakes and ponds, and thousands of miles of maintained snowmobile and ATV trails, it's easy to see why these sports have become so popular! The Maine Department of Inland Fisheries and Wildlife is responsible for the oversight of registration and enforcement of rules and regulations as they pertain to boats, snowmobiles, and ATVs.

During the winter, the fields and wooded areas near town provide the base for snowmobile trails that traverse the community and connect to trails providing access to the area lakes. These local trails connect to the Intra-state Trail System (ITS) in Brownville, Milo and Dover-Foxcroft.

In 2005, the Town Clerk reported that 26 resident and 6 non-resident snowmobile registrations were processed.

The Bowerbank ATV Club: Organized in 2004, The Bowerbank ATV Club formed to provide a recreational outlet for All-Terrain-Vehicles to pursue opportunities for development and maintenance of local trail systems. The group has begun approaching local land owners and other ATV enthusiasts to enter into agreements to provide access to land for ATV use.

The founding committee of individuals has recently entered into an agreement with Plum Creek and other major land owners in the Sebec Lake region to develop trails and access points to a system of logging roads and trails for use by organization users.

In 2005, the Town Clerk reported that 14 resident and 12 non-resident ATV registrations were processed.

## REGIONAL RECREATION FACILITIES

### *Sebec Lake*

Over the years, Sebec Lake has played a significant role in the life of the town. In the late 1800's hardy souls from the big cities to the south, known as "rusticators," began to make Maine a favored vacation spot. Many landed at fashionable coastal spots, such as Bar Harbor, but some found their way inland to the lakes. The northeast shore of the lake, below the Bowerbank Road, and a section of the southwest shore, below Brown's Point, both in Bowerbank, were among the early areas of the lake to be developed. The quaint cottages remain on the south shore, still without electricity, the few remaining old camps in Bowerbank to still be accessible only by boat.

In 1900, George Thompson built the Grandview Hotel just above the Narrows in the Southwest Corner of Bowerbank. The hotel operated for several years with steamboats conveying guests and supplies. An inspection of the interior of what remains of the Grandview today reveals that the hotel was designed for a clientele of some refinement. For such an impressive structure that must have required large numbers of people to build and staff, there is today a surprising lack of information about the hotel during its brief period of operation.

Mr. Thompson finally sold the hotel to a Mr. Crittenden, who converted it into a private cottage. The top floor was taken off, and the lumber floated down the lake to be used in the building of a cottage on the Bowerbank Shore. The Crittendens were apparently accustomed to stylish living as they brought a maid and cook with them to their cottage in the summers.

Among others who operated steamboats on the Lake in the late 1800's and early 1900's was Willie Clark of Bowerbank.

On September 16, 1920 this advertisement appeared in the Piscataquis Observer:

*Sebec Lake - If you are planning a trip on the lake to your cottage, or a fishing or excursion trip, we have a safe, modern steamboat of the right size to meet your requirements and can meet you at any point on the lake. As we pay no commissions to hotel or camp proprietors, you pay only for the actual cost of the service performed. We have ice, milk, cream, butter, and eggs, which we will deliver on the lake shore. Canvas and wooden rowboats to let. W.R. Clarke, Manager. Telephone 151-2, Bowerbank, Maine.*

In 1945, Peterson's Sporting Camps were built. They served many influential people, including Norman Rockwell, who was so taken with the scenery that he put the shore front of Peterson's Camps on the cover of an issue of the Saturday Evening Post.

In the North-western part of Bowerbank, an area which even today is largely undeveloped is Granny Cross Cove. Bill Glover tells of the origin of Granny Cross Cove's name:

*There were fields and a farm there. A man and his wife lived and died there, near the stream from Bear Pond. They had cows, horses, and chickens. They were self-sustaining. They raised hay and oats. People called the woman Granny Cross. That's how the cove got its name.*

Previous to the Cross farm's existence, Granny Cross Cove was once a stopping place for Penobscot Indians on their way to Mount Kineo to get flint. Occasional arrowheads were found in the clay for years. Volume 14 of Sprague's *Journal of Maine History* (1926) contains a map of the 1764 Chadwick survey from Fort Pownal to Quebec. Chadwick made this survey following the route established by the Maine Indians. Chadwick's notes concerning Sebec Lake as it appeared to him in 1764 read as follows in Sprague's *Journal*:

**SOBACK POND:**

*Land is Rocky-rising with an easy ascent at Sam distance appears to grow hardwood But the most valuable Timber is a large furriest of White Cedars- many trees are more than 18 inches in diameter & 20-30 feet without appearance of limbs.*

Mr. Glover also recalls that one had to haul sand across the lake to make mortar when building chimneys. Bowerbank had lots of road gravel but no sand. People would row on a calm morning across to Cotton Brook and fill the boat with sand. He remembers his father telling about how he rowed across to get sand one morning, and on the way back the wind came up, and he had to quickly shovel the sand out to keep afloat.

The Shoreline from Granny Cross Cove to the entrance to Bucks Cove is now owned jointly by the town of Bowerbank and the Department of Inland Fisheries and Wildlife. As Sebec Lake continues to develop, this area will be kept "in its natural" state.

From early days of recreating on Sebec Lake when the shore was dotted with white tents to the present, Sebec Lake has provided a place for swimming, boating, fishing, and the simple pleasures of reading, visiting with friends and holding family reunions. In winter, snowmobiles replace boats and jetskis, while ice fishing shacks dot the frozen landscape.

The town owns and operates a boat launch on the shores of Sebec Lake at the end of Landing Road. Information about this and other public facilities can be found in the Public Facilities section of this comprehensive plan.

### **Peaks Kenny State Park**

Nestled in the mountains on the shore of Sebec Lake, at the end of Maine Route 153 about 10 miles from Bowerbank, this 839 acre facility offers residents and visitors alike a unique wilderness camping area, beach, and picnic area. Open from May 15 through September 30, the park offers visitors an outdoor experience with breathtaking views and crystal clear waters. Peaks-Kenney State Park contains a camping area that includes flush toilets, hot water showers, and well spaced sites in a woodland setting for overnight guests. A lifeguard, picnic area, hiking trails, amphitheater programs and a bathhouse with showers are found at the beach, which is used by campers and day use visitors;

### **Borestone Mountain**

At 1,947 feet, Borestone Mountain is a small but rugged mountain with a bare summit and two peaks. This is a great family hike, with a total distance of approximately four miles. A half-day hike to an exposed mountain summit in a Maine Audubon Society sanctuary, Borestone is an impressive mountain; its exposed rock summit, which is rare for this region offers spectacular, 360-degree views of Maine's lakes (including Sebec Lake), the Barren-Chairback range (part of

the Appalachian Trail's 100-mile wilderness), and the hidden, old-money community on Lake Umbagog, at the mountain's base.

The mountain was run as a fox farm in the early 1900s and was bequeathed to the National Audubon Society in 1958 by its owner, ornithologist Robert T. Moore. In the years since, the sanctuary has grown to 1,639 acres. Today, the mountain belongs to the Maine Audubon Society, which charges a nominal fee to climb. The trail to the summit is opened year-round, but the quaint visitor center, which contains environmental displays, is only open from Memorial Day to Labor Day.

Compared with the volume of hikers in the White Mountains, Borestone practically doesn't even register. In the last eight years hiker traffic has risen from about 3,500 annually to 4,500. But that's hardly crowded. Borestone features a mature northern coniferous forest, surrounded by paper company land. Borestone is an area that is unique to most persons because it is a mature and old growth forest. It has not been cut since the turn of the 20<sup>th</sup> century, around 1890. Borestone is bald at the summit, unlike most mountains in the area. The trail begins at about 800 feet and follows a dirt road. After about 1 1/3 miles, you'll reach the visitors center on the shore of Sunrise Pond (the third in a chain of ponds that includes Sunset and Midday ponds). From there, the foot path climbs steeply for about a mile to Borestone's West Peak. A blazed trail continues 1/2-mile to the summit at East Peak.

### *Katahdin Iron Works State Historical Site<sup>1</sup>*

General Chemical Company donated the land containing the blast furnace and one remaining charcoal kiln to the Maine Bureau of Parks and Recreation. Katahdin Iron Works was first operated as an historic site in 1965. Extensive restoration was done on the furnace and kiln in 1966.

To reach Katahdin Iron Works, take Route 11 to Brownville Junction. Drive five miles north of Brownville Junction on Route 11 and turn left at the sign for Katahdin Iron Works State Historic Site. Katahdin Iron Works is located about six miles further on this gravel road. The Iron Works entrance can also be reached by the old abandoned railroad bed which runs from Rail Road Avenue, or Front Street in Brownville Junction to the Iron Works. This old rail bed is used as a multi-use trail by many.

Beautiful scenery and numerous recreational opportunities surround Katahdin Iron Works. Among the most well-known is Gulf Hagas, a gorge 3.5 miles long through slate bedrock. Gulf Hagas is a National Natural Landmark and part of the Appalachian Trail. Nearby, the Maine Chapter of the Nature Conservancy protects 35 wooded acres of some of Maine's oldest white pines. Known as The Hermitage, this preserve is also a National Natural Landmark.

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<sup>1</sup> <http://www.maineopc.com>



**Baxter State Park<sup>2</sup>**

March 31, 1939 was the beginning of an extraordinary era for recreationists, conservationists, and resource managers due to the single-handed efforts of Governor Percival P. Baxter. His vision of Mount Katahdin belonging to the people of Maine for all generations became a reality. It was on this date that the Maine legislature and the Governor accepted 2/3 interests in T3R10 in an area commonly known as the South Basin and Mount Katahdin. For the next 32 years Governor Baxter continued to add pieces to what he referred to as his puzzle and ultimately in June 1962 presented to the State of Maine his 28th deed, his total gift to the People of the State of Maine, Baxter State Park 201,018 acres. In addition to the gift of lands, he provided trust documents, trust funds, and outlined the structure of the Baxter State Park Authority, which would manage his Park.

Today, 32-years after his death, his generosity continues. Trust funds and use fees totally support park operations, and allow a surplus of income to be returned to reserve accounts, thus protecting the financial resources of Baxter State Park long-term in the same way as we are mandated to protect the natural resources. A land acquisition account provided by Governor Baxter has afforded The Baxter State Park Authority to purchase additional lands adding to the Park, 1,047 acres around Togue Pond, T2R9, in 1993 and 2,669 acres in T2R10 in 1997. Baxter State Park acreage today totals 204,733 acres.

All of the Parks geological features, animals and plants, by regulation, are to be left in the Park, undisturbed for their own sake and for the enjoyment of future visitors. Of course, harvesting berries and fern fiddleheads for personal consumption and catching fish according to the state regulations for the particular body of water you are fishing are all permitted within the mandate of the Park. While preserving human artifacts is not a management priority, cultural objects are also protected from collecting. Objects such as wood stoves, old kitchenware, old tools, horseshoes and other items should not be collected but should be left where they are found, so that Park visitors discovering them might be able to reflect on the history of the Park's land, passage of time and the regenerative power of nature.

Baxter State Park is home to numerous mountains, the two most notable clusters being the peaks comprising and surrounding the Katahdin massif and the cluster of peaks in the northern part of the Park consisting of the Traveler Range. Pink and white Katahdin granite make up the rugged mountains on the southern end of the Park while the Traveler range further to the north is composed of Rhyolite with prominent columnar jointing visible in many places. The north end also features sedimentary rock in certain localities. Glacial features are abundantly evident throughout the Park in the form of kettle ponds, eskers, moraines, erratics, the Knife Edge arête, the glacial cirques of Katahdin and the splendid U-shaped valley running north to south from the Travelers to South Turner.

The mountains combine with a wide array of ponds, lakes, streams, waterfalls and bogs to create a varied and beautiful landscape. Favorite waterfalls include Katahdin Stream Falls, Big and Little Niagara Falls and the remote Green Falls. Two of the most significant streams are Nesowadnehunk Stream and Wassataquoik Stream. Ponds such as Kidney and Daicey Ponds,

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<sup>2</sup> <http://www.baxterstateparkauthority.com>

Grassy Pond, Rocky Pond and the Fowler Ponds, among many others, provide excellent fishing in most cases and the chance to canoe with friends and family with the scenic north woods as a backdrop. There are numerous bogs with the associated plants, birds and wildlife unique to such areas. In the forested areas, wildlife includes moose, deer, bear, otter, mink, marten, fisher, weasel, coyote, bobcat, beaver, muskrat, raccoon, woodchucks, snowshoe hare, squirrels, chipmunks, flying squirrels, mice, voles, lemmings. Avid birders enjoy the variety of environments found in the Park, resulting in sightings of many different wood warblers, thrushes, and flycatchers as well as game birds, several species of owls and hawks, and many ducks and other wetland birds. Amphibians and reptiles are representative of freshwater habitats throughout northern New England and provide young campers some engaging encounters. Insect life is abundant and diverse, including some beautiful beetles, dragonflies and butterflies.

The plant life in the Park is as varied as the terrain and wildlife. From wetland plants to woodland ferns and wildflowers to alpine plants, the regular Park visitor will find a plant guide to be very useful. The plant life most popular with visitors are the blueberries, raspberries and blackberries.

The Park was designed primarily to be a hiking park with vehicular access on the limited and very primitive road system intended, not as a means to thoroughly experience the wilderness but only as a way for visitors to reach their starting point. There are approximately 200 miles of trail maintained by the Park. These trails range from the heavily-used boardwalks around Sandy Stream Pond to the remote and little traveled Freezeout and rugged Northwest Basin Trail. There are moderate trails around ponds, pleasant trails to waterfalls and challenging boulder-strewn pathways up many of our mountains. All these trails must be marked, brushed out and repaired regularly by the Trail Crew. Each season roughly 10 people, usually volunteers from the Student Conservation Association, along with the Trail Supervisor and two BSP Trail Crew Leaders, undertake this task. They are joined each summer by dozens of individuals who volunteer either as a group or alone to contribute their time and effort to maintain quality trail access to this Park.

#### ***The Piscataquis Regional Y.M.C.A:***

Located at 48 Park Street in Dover-Foxcroft, the four acre property consists of a 20,900 square foot building and recreational facilities. Dedicated to building healthy spirit, mind and body for all, through programs grounded in Christian heritage and the core values of caring, honesty, respect, and responsibility, the Piscataquis YMCA services the surrounding communities of Dover-Foxcroft. Offering an array of youth programs from Swimming Lessons to team sports such as soccer and floor hockey, the PRYMCA prides itself on the programs that it offers for its youth.

### **REGIONAL COORDINATION**

Bowerbank will continue to support regional recreational opportunities with the recreation departments of adjacent towns. The Town will continue to explore additional recreational opportunities for Bowerbank's citizens. This will be accomplished by contacting the recreation departments of the adjacent towns and sharing in the public promotion of any new recreational programs.



**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to promote and protect the availability of outdoor recreation opportunities in Bowerbank, the Town shall:

1. **Policies:** The Town should maintain the current recreational facilities and explore the enhancement and protection of other areas currently used for town recreational purposes.  
**Strategy:** The Town will continue to maintain and upkeep the current recreational facilities. Annual appropriations towards recreation will ensure that the facilities are maintained. The Town shall investigate and apply for any applicable recreation and open space grant programs in efforts to assist in the development or enhancement of recreational opportunities within the community and region.  
**Time Frame:** Ongoing<sup>2</sup>  
**Responsible Agent:** Selectmen
2. **Policies:** The Town will explore the development of recreational open areas.  
**Strategy:** The town will continue to explore the options of developing recreational lands according to the will and needs of the people. The town will continue to develop the open space behind the town hall and fire department, adding a community playground, as well as picnic and outdoor meeting space if desired.  
**Time Frame:** Long Term<sup>4</sup>  
**Responsible Agent:** Selectmen
3. **Policies:** The Town should ensure access to surface water for citizens by adopting zoning and subdivision controls, by obtaining a deeded right-of-way, and gifts of land, to water bodies in the Town.  
**Strategy:** In order to continue to allow public access to surface water bodies, the Town of Bowerbank will continue to maintain the public boat launch, adopt zoning and subdivision controls, attempt to obtain deeded right of ways, and accept gifts of land from land owners to all of the ponds or water bodies in Bowerbank.  
**Time Frame:** Ongoing<sup>2</sup>  
**Responsible Agent:** Selectmen, Planning Board
4. **Policies:** The Town shall permit the provision of open space within approved residential developments. Measures shall be taken to ensure that such open space is maintained by the land owner and kept in perpetuity.  
**Strategy:** The future Land Use Ordinance will allow for cluster housing where appropriate, which in turn allows for open space. The open space provided by the cluster housing will be maintained and kept into perpetuity by the land owner.  
**Time Frame:** Short Term<sup>3</sup>  
**Responsible Agent:** Planning Board

5. **Policies:** The town should pursue opportunities to acquire more open space and recreational lands.  
**Strategy:** The town will pursue opportunities to acquire open space and recreational lands. The town shall pursue grants, donations, and local appropriations for the acquisition and development of open space lands.  
**Time Frame:** Long Term  
**Responsible Agent:** Planning Board, Selectmen
6. **Policies:** The town shall embrace the development of outdoor recreational activities within the community.  
**Strategy:** The town will assist local groups with the pursuit of recreational opportunities within the community. Town support and assistance shall be made available (where applicable) for the local development of recreational trails, cross-country ski trails, and other outdoor opportunities.  
**Time Frame:** On-going  
**Responsible Agent:** Selectmen, interested residents
7. **Policies:** The town shall promote the safe, clean enjoyment of all outdoor recreational opportunities within the community and region.  
**Strategy:** The town shall work with private land owners, homeowners associations, and lake associations, to promote clean, environmentally safe recreational practices. It is intended that the community work with private land owners to ensure future access to private lands for hunting, fishing and other recreational opportunities throughout the community. The town shall work with the lake associations and other interested parties in the promotion and awareness of milfoil infestation in the water bodies of the region. Further awareness should be promoted through the development of information kiosks at the public boat launches surrounding the regions lakes.  
**Time Frame:** Immediate  
**Responsible Agent:** Selectmen, Planning Board, Interested residents

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**STATE GOAL**

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

**INTRODUCTION**

This section reviews the existing public facilities and services provided by and available to the citizens and businesses of the community. Focused on estimating future needs based on anticipated growth and economic development, current facilities and services will be analyzed to determine if those facilities and services adequately serve the needs of the town over the next ten years.

**GENERAL MUNICIPAL ADMINISTRATION**

Bowerbank is part of State Senate District #27, State House District #027 and US Congressional District #2. The town has a selectpersons/town meeting form of government. The day to day operation of town management is managed by a part time clerk with office hours available on Saturdays from 8-10 or by appointment. The Board of Selectpersons/Overseers, Board of Assessors is comprised of three-members. Each member serves a staggered three-year term with elections held at Town meeting on the last Saturday in June. Selectpersons meetings are typically held on the second and fourth Monday of each month, or as needed. The town's fiscal year ends on June 30. Approval for the budget is achieved through the annual town meeting/election that is held on the last Saturday in June. More information regarding financial operations of the town can be found in section J- Fiscal Capacity.

**BOARDS AND COMMITTEES**

In addition to the election of persons to the Board of Selectmen, appointments and elections are held each year for the following Boards and Committees with three year staggering terms

The Planning Board (appointed Three Positions with One Alternate)

The Local Zoning Board of Appeals (appointed Five Positions with Two Alternates)

The School Committee (Three elected Positions)

The town's Planning Board consists of three members and meets as necessary to review and decide upon any development proposals which require their review pursuant to state and/or local law. The majority of local ordinance administration is carried out under the jurisdiction of the local shoreland zoning ordinance.

The Local Appeals Board has powers over local review and decision making responsibilities pursuant to state and local law. The appeals board role plays an important function in the defensible administration of locally adopted land use ordinances. Tax abatements are handled by the Board of Selectmen and any continuing appeals go to the County Commissioners Office in Dover-Foxcroft.

The Bowerbank School Committee sets and decides policy to govern the administration of local education in accordance with local preference and applicable federal and state law.

The Board of Selectpersons also makes annual appointments for local offices and appointments to short and long term local boards and project committees as needed. Many municipal appointments are filled on a volunteer service basis. The countless hours devoted by civic-minded volunteers are an integral element of the town's ability to maintain quality local services while striving to minimize local tax burden.

Town Officials Appointed Annually including the following:

Treasurer	Health Officer	911 Addressing Officer
Town Clerk	Constable	Historical Society
Tax Collector	Assessors Agent	Animal Control Officer
Secretary	Director of Emergency Mgmt.	Cemetery Committee
Fire Department Chief	Sexton	
Registrar of Voters	Code Enforcement Officer	

## MUNICIPAL BUILDINGS/FACILITIES

### ***Bowerbank Town Hall (650 Bowerbank Road)***

The Bowerbank Town Hall is located on The Bowerbank Road. The facility houses the offices of the town administration, and records. The town hall is set in what was originally the community Grange Hall.

The Bowerbank Town Hall Annex was the building used for the previous US Post Office. Abandoned when the Regional Postmaster consolidated regional mail delivery and closed the local office in 1950, the building sat dormant on the back field of the property locally known as the William Glover Farm. In 2000, the building was donated by distant relatives of the Glover's who still own the property today, disassembled and moved from behind the farm to its current location adjacent to the Town Hall and Fire Department on the Bowerbank Road.

### ***Fire Department/Community Center (648 Bowerbank Road)***

The Fire Department and Community Meeting Center is located at 648 Bowerbank Road is a 4200 sq ft structure that was built in 2004. The three large bays and one smaller bay is currently adequate for the equipment of the department. Office and meeting space as well as a kitchen are located in the rear of the facility and are used as multipurpose meeting and gathering space.

### ***Town Garage (475 Bowerbank Road)***

Located on the East side of the community along the Bowerbank Road, the 30x40 foot double-bay garage houses the towns 1978 Case Backhoe, and the newly acquired 1991 Ford Econoline 12

passenger School Van. The van is rated for 19 children and 12 adults. The town garage is heated by a forced hot air oil fired furnace. The building has electricity but does not have water facilities.

### ***Town Owned Boat Launch on Sebec Lake***

Bowerbank created a public boat landing in 2000. It is located at the end of Landing Road, off the Bowerbank Road. The road culminates with a large, wide-arc'd rotary for ease of trailer access. The landing has limited short-term (no overnight) parking to accommodate vehicles with trailers. Seasonally the landing has toilet facilities.

Ramp access to the water is a gradual hard-gravel slope with corrugated concrete slabs which extend about 25 feet into the water. There is a stationary dock beside the ramp. The lake floor is gravel and sand and the water is approximately 3 feet deep at the end of the ramp, dropping to over 4 feet about 30 yards off shore, suitable for most boats used on the lake.

There are no reported underwater obstructions within 150 feet of the landing. Approximately 1,000 yards to the northwest heading into the lake on the right-hand side, there is a shallow marsh-grassed reef near the entrance on Mill Brook which is not marked. Mariners should use caution when the lake is at low levels. Other obstructions are marked with State buoys.

Adjacent to the boat launch is a solar-battery powered lake level monitor owned and operated by the Sebec Lake Association which has an under-water probe that is about 2 ½ feet below the water surface, but is generally not an obstruction for boaters.

The area around the launching ramp is available to the public for picnicking and swimming. Landing Road is plowed by the Town in the winter, and the boat launch is also used in the winter by fishermen to put ice houses on to the lake. The boat launch is maintained by the Town through its commitment to have public access to the town's waterways.

### ***Town Owned Land***

There are 12 parcels of property owned by the town.

The following is a listing of the developed, underdeveloped, and conservation lands owned by the town:

1. Granny Cross Creek	5.68 acres	7. 475 Bowerbank Road	17.0 acres
2. Granny Cross Creek	7.68 acres	8. 645 Bowerbank Road	3.00 acres
3. 650 Bowerbank Road	0.25 acres	9. XXX Bowerbank Road	0.61 acres
4. 594 Bowerbank Road	0.50 acres	10. Pine Knoll Road	4.79 acres
5. XXX Bowerbank Road	0.55 acres	11. XXX Bowerbank Road	0.55 acres
6. 0 Bowerbank Road	1.36 acres	12. 592 Bowerbank Road	0.24 acres



## MUNICIPAL SERVICES

### *Town Office*

The town clerk is responsible for administering the town's routine business and reports directly to the Board of Selectmen.

### *Police Protection*

The Piscataquis County Sheriffs' Office and the State Police hold jurisdiction over the municipality and provide assistance to the residents of Bowerbank when necessary. Piscataquis County Sheriff's Office provides E911 and the dispatching services for Police, Fire and Ambulance.

### *Fire Protection*

With the growing interest in the protections of the community, the town of Bowerbank has invested in the services of fire protection with the founding of the Bowerbank Volunteer Fire Department in 2003. Previous to its own fire department, the town of Bowerbank had contracted with the Sebec Volunteer Fire department in Sebec. The Town of Bowerbank decided in the interest of better serving its residents to establish its own fire department.

Through grants from the Stephen and Tabatha King Foundation, the town of Bowerbank was able to fund the purchase of capital equipment for the fire department. The fire department constructed its station adjacent to town hall through the funding of a bond from The Maine Bond Bank and was funded completely from that bond. The department is made up of strictly volunteers. The Bowerbank fire department is served by a structured volunteer fire department, a volunteer chief and staff. There are currently 16 volunteers who report directly to the chief.

The department has entered into mutual service agreement with the towns of Sebec and Milo for primary coverage. The town is also a member of the county (Piscataquis) wide Mutual Aid Fire Response Program. Fire coverage for the south side of the lake is provided to the community through contractual arrangement with the town of Dover-Foxcroft.

The department's equipment includes:

YEAR	MAKE	MODEL/TYPE
1977	Ford	400 Gpm Forestry/Pumper
1986	Ford	250 Gpm Mini Pumper/Rescue
1967	Am. LaFrance	1000 GPM Pumper Truck

### *Public Works*

Bowerbank provides year-round local road maintenance as well as winter maintenance on certain state-aid highways. The conditions of Bowerbank's roadways are discussed in the transportation section of this Plan. The town contracts with a private vendor for plowing services on all town roads. Staffing for public works, including mowing and maintenance of town owned facilities is handled on an hourly as-needed basis. Public works equipment and supplies are housed at the Town Garage. A community Salt and Sand Pile is also located there.

*Solid Waste Disposal*

The town of Bowerbank through municipal agreement with the Town of Dover-Foxcroft disposes of its solid waste at the Dover-Foxcroft Transfer and Recycling Center. The regional transfer station is owned and operated by the Town of Dover-Foxcroft and combines the efforts of the towns of Atkinson, Barnard, Sebec, Sangerville and Bowerbank. The transfer station is open Monday and Friday from 9:00 am to 5:00 pm, and the recycling facility operates on Wednesday from 10:00 am to 6:00 pm and Saturdays from 8:00 am to 4:00 pm. There is one full-time director and five part-time employees. Bowerbank residents are responsible for delivering their own trash to the transfer station. There are a few businessmen in the community that offer contractual service for disposal.

Recycled materials include: metal, paper, plastics, glass, tires and waste oil. White goods are accepted at the facility. The town has a machine to remove Freon. The following types of paper products are accepted: newsprint, magazines, catalogs, corrugated and paper board. Both "1" and "2" type plastics are accepted. Wood is chipped and shipped out while demo-debris is buried at approved sites. Figures from the State Planning Office most recent data indicates that the local communities have slipped in their recycling efforts.

The recycling rates for the community are as follows:

Year	Percentage
▪ 1997	41.0 %
▪ 1998	44.0 %
▪ 1999	42.0 %
▪ 2000	43.0 %
▪ 2001	53.8 %
▪ 2002	31.7 %
▪ 2003	29.88%

In January of 2005, the town of Dover-Foxcroft Transfer and Recycling Facility started recycling universal waste. Universal waste is waste that may contain hazardous material such as mercury, lead and other heavy metals. These wastes are commonly found in homes, businesses, and schools. A majority of this universal waste consists of batteries, CRT, televisions, fluorescent lamps and PCB ballasts.

Bowerbank has recently approved a charter waste disposal agreement with the Municipal Review Committee (MRC) that extends until March 31, 2018 and provides for secure, consistent disposal of municipal solid waste at the Penobscot Energy Recovery Company's (PERC) facility in Orrington. This agreement provides for a cash distribution back to the town, based on plant performance including the number of tons that are actually delivered by Bowerbank through Dover-Foxcroft to the facility. Performance standards, including the town's "guaranteed annual tonnage" (GAT) of 34 tons, were established based on the town's historical trash tonnage and anticipated growth within the region.

Below is the reported tonnage of trash disposed by the town of Bowerbank and at the PERC facility over the past year:

Year	Tons
▪ 2005	35.21

Previously, Bowerbanks participation with the regional transfer station in Dover-Foxcroft reported tonnages according to the region, not the municipality. Numbers are not readily available from the town or from Dover-Foxcroft or the MRC. The present facility in Dover-Foxcroft is satisfactory and serves the needs of the community and the region. Running water on the site is restricted by DEP regulations to insure that the facility is not hosed down which would transfer harmful particles onto the site.

#### *Public Library and Historical Society (Former Schoolhouse at 645 Bowerbank Road)*

In 2000, long time Bowerbank resident Heather Wyman Crozier, a librarian at Foxcroft Academy held a dream to begin a library in Bowerbank. She gathered books from her private collection and arranged them in the old Bowerbank School House, and began to attract residents who would take out books on loan.

The Bowerbank school house, not used since the 1930's, also housed many historical artifacts of the Town. Ledgers showing real estate transactions, historical accounts, even the dress worn by the school teacher in the 1890's, are there. This made the perfect venue for Heather's library, and she began to travel around the area to find inventory to stock the shelves. Heather became ill, and could not continue her dream beyond the second summer.

In 2004, other residents took up the cause, and with the blessing of the Selectmen, re-opened the Bowerbank Library. They co-opted help from the Cosmopolitan Club of Dover-Foxcroft, a women's service organization and the Kiwanis Club. Cosmopolitan club members ran work-days to clean up the building, and catalog publications. They solicited and donated over 1,500 book titles to the library. Members of Kiwanis, joined by local volunteers repaired the threshold entry and constructed handicap access. They also designed and built book cases to house the swelling inventory. Thompson Free Library in Dover-Foxcroft agreed to donate resource materials they were rotating from their shelves, and provided books and materials to develop a children's section in the library.

The Library is staffed by five Bowerbank resident volunteers. Because the school house has no heat or electricity, the library is open from late June to September, four days a week for three hours each shift. The Library has *no rules*. When taking books out, patrons are asked to sign them out and return them when they are through. There are no penalties, no fines and no one will call you to chase a book down.

The library is a center for social activity, as patrons and staff can be found engaging in conversation in chairs on the front lawn. One may eat food in the library, and the staff encourages laughter and talking during one's visit. Families even bring their pets which are welcome inside while their owners browse the shelves.

The library offers books, books-on-tape, large-print books, videos, reference materials and an ever expanding children's section. Unlike customary library practice which arranges books by author, the Bowerbank Library arranges books by subject matter much the way one finds in a book store. Patrons find this a much more user-friendly method of display.

Residents continually donate books and historical items to help the library grow. As the library prepares for its third season, it has averaged twelve patrons per shift in the two summers it's been open, and is available to all residents and visitors to Bowerbank.

### ***Thompson Free Library (Dover-Foxcroft)***

The town of Bowerbank recognizes the importance of and support of the Thompson Free Library in Dover-Foxcroft as an important regional facility to the people of Bowerbank. Each year, members of the community, both seasonal and year-round residents make use of the facilities.

The Thompson Free Library requires a modest yearly fee for membership for non-residents. The library offers a variety of services including: Photocopying, Faxing, Interlibrary Loan, Internet access, Access to URSUS- Catalog of the University of Maine and Bangor Public Library, Books, Maine Marvel- State provided databases, talking books, magazines and videos.

The library was established in 1897 by Dr. Elbridge A. Thompson. He purchased the land in Dover and started the construction of the Thompson Free Library in memory of his wife Lucia Eddy Thompson. During the Civil War, Dr. Thompson was a surgeon for the Union Army for over three years. He came to Dover in 1866, where he practiced medicine and surgery for the next 37 years, until he retired in 1903. On September 9, 1898 he presented the town of Dover with the key and the deed to the library. Dr. Thompson also established a trust fund for the purchase of books and reading materials. The library has continued to grow over the years with a major addition in 1972.

The Library Hours of Operation are:

#### **September through May:**

Tuesday 10 am – 8 pm  
Wednesday 10 am – 5 pm  
Thursday 10 am – 8 pm  
Friday 10 am – 5 pm  
Saturday 10 am – 2 pm

#### **June through August:**

Tuesday 10 am – 8 pm  
Wednesday 9 am – 4 pm  
Thursday 10 am – 8 pm  
Friday 9 am – 4 pm  
Saturday 9 am – 1 pm

Their collection consists of:

- 21,300 adult books
- 755 young adult books
- 7690 children's books
- 1671 videos and DVD's
- 777 Talking books

- 40 magazines, newspapers, and journals
- Piscataquis Observer on microfilm
- New England Historical and Genealogical register on microfilm
- Maine Old Cemetery Records on microfilm
- Piscataquis County Census on microfilm.

## EDUCATION

As described by *Jennifer A. Hartley* in Where Wild Roses Bloomed: A History of Old Bowerbank

Bowerbank's first school house was built by the early settlers in the 1830's. The late Nellie Hesketh Nason writes that her father told of some Bowerbank children going to school in a barn. To punish a boy, the teacher would take off her garter and tie his toe to a stanchion. An 1840 town meeting agenda confirms information from various sources that at one time, there were three school houses in town.

One school house stood by Mill Brook near the town spring. It served the "back neighborhood." The back neighborhood comprised almost a separate community from the rest of the village. It consisted of the families living on the back roads farther away from the lake. The other two school houses were located on the Bowerbank Road. Bill Glover notes that the remains of one of these old schools may be seen next to Charles Clarke's place, while the exact location of the other school house that operated before 1900 remains unknown. These old school houses were quite rough.

Pat Bouley remembers them:

*They were very quaint. The blackboards were just a few boards nailed together and painted black. There were not desks, only benches fastened to the walls on three sides.*

In 1869 an article on the town meeting agenda was to see if the town would vote to discontinue number one school district to William R. Clarke's west line and amend it to number two district. Eventually, all the schools consolidated in to a large school, known as the Center School, located on the main road near the Ben Glover place. This is the old school house that we know today. Dana Anderson of Dover-Foxcroft attended this school while his father lumbered on the A.P. Dow farm in 1919-1920.

He recalls:

*The school had no sub-primary. It went from first through eighth grade. Students were given almost individual attention by the teacher since there were only ten to fifteen students. There were individual desks bolted to the floor; books were rather old and dog-eared. There were blackboards. A bulldog stove was used to heat the school. The children were responsible for bringing in the wood. Older children could load the stove. I never had it so good. It was great! The country school was good. You heard what the older kids were doing, and it rubbed off on you. There were never any discipline problems; everyone got along. The teacher, Addie Ireland, was kind, and everyone respected her. She boarded with families in town. There was no corporal punishment. Kids liked going to school. If you finished your work, you could get out a little early. There was always work for children in those days. You never saw the children you went to school with because you were all spread out. Children didn't need any extracurricular activities for exercise because you got plenty walking to and from school and doing daily chores. The school was under the superintendent's office in Dover-Foxcroft. The superintendent called once in a while in a Model-T Ford when he could get through the mud. After eighth grade, kids either dropped out or boarded with someone in Dover-Foxcroft or Milo while they went to high school. The dropout rate was quite high. Some kids quit before they completed eighth grade.*

When his family moved back to Dover after he had spent five months in the Bowerbank school, Mr. Anderson was put a year ahead in the Dover-Foxcroft Schools.



Mary Glidden also has memories of school days in Bowerbank:

*Some of the big boys in school were old enough to be out but I don't think their learning power was so great so they still went there to school. I had three brothers and one sister went there to school. One boy used to steal my brother's lunch so Richard went home hungry. Dad ground up some Jack in the Pulpit roots and mixed it. It didn't hurt the boy, made him sick. He never bothered the lunch again. So it had the desired effect. Richard had his own lunch, so he of course didn't get it. There was a huge rock in Ben Glover's pasture as big as a house across from the school house. We would run and get a good start and go up on top and look around. Could see Sebec Lake, the houses, and Mill Brook at the bottom of the hill. It's funny how much a kid can find to take up time on the way home. Skipping rocks in mud puddles, chasing squirrels up trees. We stopped one night and told a woman her boys were fighting, the older one was killing the little one. She chased my brother away with the broom. The place my father told us not to stop... an old gray headed coot (who) chewed tobacco. Juice ran into his beard. Got a woman down from Canada for a housekeeper, got her pregnant. My mother offered to help her. I don't know what happened to the baby, but she always loved my mother for helping her. Of course, the school teachers had to come from other towns and no money to pay them. So that old school house—the last teacher I remember was an older lady, gray hair, kept her watch in the belt of her black skirt, and her favorite expression was, "Oh good grief." My brother and his friends, behind her back, dubbed her "Grief." When we had five kids left, not enough to keep school for, we all got shipped to Sebec Village.*

Receipts found in the town hall show the town's payment to school teachers. In 1837, John W. Sherwood Jr. received \$11.25 for ten weeks of teaching, plus \$1.00 for the expense of a wagon twice. In 1855, Josephine Lee received \$9.00 for six weeks of school. An 1842 bill from Darius Perham, school agent, instructs the town to pay William Hesketh \$12.80 for boarding teacher Caroline A. Chase for ten weeks. An 1859 letter from the State of Maine treasury office notifies the town that the sum of \$17.32 had been apportioned to the town of Bowerbank as its proportion of the state school funds.

The 1899 Report of the State Superintendent of Public Schools of the State of Maine contains Bowerbank statistics. There were 21 students between the ages of 4 and 21. Fifteen students were registered for the spring and summer term, with the average number in attendance being twelve. Fourteen were registered for the fall and winter term. The average number in attendance was seven, or forty-seven percent. Two school houses existed, but only one was in good condition, and there was only one teacher. A receipt dated March 9, 1914 shows \$50.00 for Foxcroft Academy tuition.

### **Education Today**

Education services are provided to the community through tuition arrangements with local school districts. The Bowerbank School Committee oversees the contractual arrangements for the provision of education with the surrounding communities. The town of Bowerbank does not operate any schools. Residents are freely allowed to choose where their children attend school. However, transportation is provided by the community to students attending the local schools of MSAD #68 and Foxcroft Academy. The community contracts with SAD #68 and Foxcroft Academy for educational services on an as needed, per pupil basis. Funds are appropriated each year with additional funding for the incoming of unexpected students.



### *Student Demographics*

The Bowerbank School Department provides for the education of pupils in the town of Bowerbank. As of October 1, 2004, all of its resident pupils were tuitioned as follows:

Tuitioned To	Grades	Number of Pupils
MSAD 68	K-8	3
Foxcroft Academy	9-12	4

#### *MSAD #68*

Maine School Administrative District (MSAD) #68 includes the towns of Dover-Foxcroft, Charleston, Monson and Sebec and is essentially a K-8 system. The MSAD #68 has two schools both of which are located within Dover-Foxcroft.

The school calendar provides for 177 student schooldays and an additional six in-service days for teachers and other personnel to work together to organize their plans for the most effective instruction of students. The system offers comprehensive instruction programs which include art, music and physical education for all grades K-8.

#### *Foxcroft Academy*

Foxcroft Academy was established as a private secondary school on January 30, 1823, and became the first school to be chartered after Maine became a state. The school was named for Colonel Joseph Ellery Foxcroft who had purchased one of the five townships granted to Bowdoin College by the Massachusetts General Court in 1794. The name of the township was later changed to Foxcroft.

Upon receiving its charter, the legislature stipulated that the Academy must have in its possession funds of at least \$1500. In 1823, the town's appropriations for all municipal purposes amounted to a mere \$1,140, and neither the State nor its municipalities provided funds for secondary education. Therefore, the funds had to be generated through the philanthropic concerns of Trustees and local residents.

One hundred eighty one years since its founding, Foxcroft Academy exists as one of only nine remaining (from an original 122) private academies who serve the public trust as part of its mission. Today, Foxcroft Academy boasts an enrollment of 438 students from 16 Maine communities and 9 countries, with a staff of 32 teachers. Students at Foxcroft Academy can choose from among 121 different course offerings. This extensive curriculum represents the core liberal arts requirements, college preparatory, advanced placement, vocational/technical courses and a four year forest management program.

Accreditation for Foxcroft Academy is provided by the New England Association of Schools and Colleges. The school is currently accredited. The most recent evaluation for accreditation was conducted in 1996.

### ***Penquis Higher Education Center***

Penquis Higher Education Center, located at the former Mayo School in Dover-Foxcroft offers a variety of post secondary educational opportunities to the community through the University College System of the University of Maine at Augusta, and Eastern Maine Community College. Courses are offered via satellite television and interactive television courses.

## **HEALTH CARE**

### ***Mayo Regional Hospital***

Mayo Regional Hospital is a non-profit, 46 bed acute care facility located on West Main Street in Dover Foxcroft. The hospital opened in 1978 and is governed by Hospital Administrative District 4, which was established by 12 (Abbott, Atkinson, Bradford, Cambridge, Dexter, Dover-Foxcroft, Guilford, Monson, Parkman, Sangerville, Sebec and Willimantic) towns to serve the healthcare needs of residents in a three-county area of rural central Maine.

The hospital has 20 physicians and 260 staff members dedicated to providing acute medical/surgical care, intensive care, surgical services and obstetrics in an inpatient setting, as well as a wide array of outpatient services.

In the spring of 2001, the hospital embarked on an \$8 million expansion project. Phase I of the project, with an estimated cost of \$6.3 million, will concentrate on three major areas: 5,500 square feet of new construction for a new state-of-the-art emergency department; 13,00 square feet of new construction for a two-story Mayo Resource Building that will include physical therapy, occupational health, conference and educational space, medical records, medical library, business office and administration; and 9,500 square feet of renovation on the hospitals first and second floors, affecting cardiopulmonary services, radiology, entry lobby, patient registration, public areas and the obstetrics department.

Phase II of the construction with an estimated cost of \$2 million, will construct a 5,500 square foot addition for a new ambulatory surgical unit and renovate 3,000 square feet for surgical services, mammography, and pharmacy. A subsidiary of the hospital, Mayo Regional Administrative Services Corporation, owns and operates physician practices in Dexter, Dover-Foxcroft, Guilford and Milo.

### ***Emergency Services***

Emergency Services are provided to the community through the Mayo Ambulance as part of Mayo Regional Hospital. The Bowerbank Fire Department is currently seeking the opportunity to begin providing first responder services. Department members are in the training process to gain the education required to provide this service.

**Enhanced 9-1-1**

The town has renamed its road and physical addressing system in order for the town to realize the public safety benefit of the implementation of the Enhanced 9-1-1 (E 9-1-1) system. E9-1-1 service automatically displays a caller's address on a computer screen at a call-answering center. Also, the caller's telephone number will be displayed on screen and can automatically be redialed if the line is disconnected.

**CEMETERIES**

The Bowerbank Cemetery is located adjacent to the Bowerbank Road between Clark Cove Road (Fire Road #5) and Glover Farm Road (Fire Road #6). It is a pie shaped parcel which has 152 feet of road frontage and is approximately 190 feet in depth. The rear property line is approximately 93 feet wide. The total usable space is approximately three quarters (3/4) of an acre. The cemetery is managed by a resident who is appointed by the Selectmen annually.

There is undeveloped land on the westerly and southerly sides of the cemetery which are undeveloped at this time, but include planned future cemetery plots. Also the cemetery includes an older section which is roughly one quarter acre and is bordered by privately owned land on the east and a row of Burning Bush shrubbery on the west side. The Town records of how many, and exact locations of cemetery plot sites in this section are unclear, and there is no planned future use for this portion.

Currently, there are one hundred seventy-seven (177) planned plots available in the developed area of the cemetery. There are an additional thirty-eight (38) plots within the undeveloped westerly side and forty-five (45) planned plots in the undeveloped land at the rear (southerly side).

The cemetery is projected to have sufficient planned plots for the five-year projections of this Comprehensive Plan, but the long-range future should include preparation of the undeveloped portions of the cemetery.

There is an additional cemetery along the Bowerbank Road between Ram Island Road (Fire Road #3) and Ostrom Road (Fire Road #2). This is a small family burial area which will not be added to without the consent of the family.

**MAIL DELIVERY**

Bowerbank (04426) receives its mail delivery through the United States Post Office located in Dover-Foxcroft, Maine. Although residents may have a post office box in Dover-Foxcroft, much of the mail is delivered to the community through a rural carrier.

**PUBLIC UTILITIES AND SERVICES*****Electrical Service***

Electricity in Bowerbank is provided by Bangor Hydro-Electric Co. and Central Maine Power

***Telephone Service***

Verizon or preferred provider

***Television, Cable, and Radio***

Cable access is not available within the community. Persons wishing to receive non-local programming seek the opportunity through satellite and direct TV broadcasts, and do so independently.

The following is a list of local area television stations along with National Affiliations; these channels are available from antenna.

WLBS – Ch. 2 (affiliated with NBC)

WVH – Ch. 7 (affiliated with ABC)

WABI – Ch. 5 (affiliated with CBS)

Maine Public Broadcasting System – Ch. 12

***Newspapers***

Bangor Daily News (daily)

Eastern Maine Gazette (Saturday)

Piscataquis Observer (weekly)

Portland Sunday Telegram (Sunday)

***Internet Providers***

There are a number of Internet providers in the area including dialup and broadband via satellite, however there are members of the community that are currently investigating the opportunity to bring Fiber Optic lines to the region and the community.

## **POLICIES AND IMPLEMENTATION STRATEGIES**

In order to plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development, the town has developed the following policies and implementation strategies:

1. **Policy:** The town will continue to maintain systems for disposal of waste that minimize costs and environmental impact while maximizing recycling.

**Strategies:** The town will continue to educate its citizen on the importance of recycling through the use of fliers and informational meetings. Literature on the region's recycling program will be made available to residents at the town hall and Library. The town will encourage the promotion of proper disposal of recreational waste on open public lands and waterways.

**Time Frame:** On-going

**Responsible Agent:** Board of Selectmen, Town Clerk

2. **Policy:** The town will continue to maintain and protect its public buildings.

**Strategies:** Town buildings will be maintained to insure that they meet their intended purpose. The town will seek grants or otherwise fund as may be required in order to renovate or replace public buildings. The town will continue to review the uses and needs of town buildings since it is recognized that as the community grows the potential exists for the need to update existing facilities.

**Time Frame:** Long term<sup>1</sup>

**Responsible Agent:** Planning Board and Board of Selectmen

3. **Policy:** The town will continue to promote community awareness for public safety, including the development of a Public Emergency Shelter and the need for visible house numbers for the completion of the E-911 project.

**Strategies:** The town will provide the necessary upgrades (propane generator) to the Fire Station to provide an outlet for emergency services for members of the community during times of need or a state of emergency. The town will also encourage homeowners and businesses to obtain signage to help make visible address numbers for houses and businesses that do not have them, and to aid in the efficiency of the E-911 System.

**Time Frame:** Immediate

**Responsible Agent:** Road Commissioner, Board of Selectmen, Fire Department

4. **Policy:** The town will encourage and support volunteerism throughout the community for the purpose of public services, programs and the maintenance of public facilities.

**Strategies:** The town will embrace the continued efforts of volunteerism as a way of strengthening the importance of rural community life.

**Time Frame:** On-going

**Responsible Agent:** Board of Selectmen

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<sup>1</sup> Long term-Within 5 to 10 years





**STATE GOAL**

- *To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas.*
- *To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas.*
- *To protect the State's marine resources industry, ports and harbors from incompatible development to promote access to the shore for commercial fisherman and the public.*
- *To safeguard the State's agricultural and forest resources from development; which threatens those resources.*

**INTRODUCTION**

Natural resources information is useful in identifying opportunities and constraints for development and for protecting environmentally sensitive areas. The natural resources within Bowerbank also contribute greatly to the quality of life in the town. These resources provide open spaces that are valued for recreational opportunities such as fishing, boating, snowmobiling, hunting, canoeing, nature watching, hiking, and cross-country skiing, as well as many others.

*Maine's Natural Resources Protection Act declares:*

*...that the State's rivers and streams, great ponds, fragile mountain areas, freshwater wetlands, significant wildlife habitat, coastal wetlands, and coastal sand dune systems are resources of state significance. These resources have great scenic beauty and unique characteristics, unsurpassed recreational, cultural, historical and environmental value of present and future benefit to the citizens of the State and that uses are causing the rapid degradation and, in some cases, the destruction of these critical resources, producing significant adverse economic and environmental impacts and threatening the health, safety and general welfare of the citizens of the State. The Act further finds and declares that there is a need to facilitate research, develop management programs and establish sound environmental standards that will prevent degradation of and encourage the enhancement of these resources. It is the intention of the Legislature that existing programs related to Maine's rivers and streams, great ponds, fragile mountain areas, freshwater wetlands, significant wildlife habitat, coastal wetlands and sand dune systems continue and that the Department of Environmental Protection provide coordination and vigorous leadership to develop programs to achieve the purposes of this article. The Legislature further finds and declares that the cumulative effect of frequent minor alterations and occasional major alterations of these resources pose a substantial threat to the environment and economy of the State and its quality of life.*

To visually display the natural resources of the community and region the following maps are located at the end of this section:

- Map I-1: Land Cover
- Map I-2: Topography
- Map I-3: Erodible Soils
- Map I-4: Hydric Soils
- Map I-5: Soils Percent Slope
- Map I-6: Soil Potential for Low Density Development
- Map I-7: Prime Forestland Soils
- Map I-8: Water Resources
- Map I-9: Wetlands
- Map I-10: Shoreland Zoning
- Map I-11: Critical Habitat

## **LOCATION AND TOPOGRAPHY**

The town of Bowerbank is located in Piscataquis County approximately 45 miles north of Bangor. The town is bordered on the north by Elliottsville Twp, T7 R9 NWP and Katahdin Iron Works Twp, on the east by Barnard Twp and Sebec, on the south by Guilford, Dover-Foxcroft and Sebec and on the west by Willimantic. The land area of the town, based on current GIS information, is approximately 47.27 square miles.

Please see Map I-1 and Map I-2 at the end of this section titled "Land Cover" and "Topography" display general land cover and contour elevations.

## **AGENCIES AND RESOURCES**

### **Soil and Water Conservation District**

Maine's 16 Soil and Water Conservation Districts (SWCD) are subdivisions of state government that are run by locally elected and appointed volunteers. Generally their jurisdiction follows county boundaries. The SWCS purpose is to solve local natural resource conservation problems (both urban and agricultural) as determined by local stakeholders. Not only do districts work with their partners to identify natural resource problems at the local level and develop solutions, they also assist in getting those measures applied to the land. This is accomplished by a unique partnership with the United States Department of Agriculture, Natural Resources Conservation Service (NRCS) and the Maine Department of Agriculture, Food and Rural Resources (MDOAFRR). NRCS provides technical support of district programs and MDOAFRR is the state agency that provides administrative oversight of district programs and administers basic state funding grants to districts. The Piscataquis County SWCD is located in Dover-Foxcroft.

## Natural Resources Conservation Service

The Natural Resources Conservation Service (NRCS) is an agency of the U.S. Department of Agriculture. NRCS offers help to individuals, groups, towns and other units of government to protect, develop and wisely use soil, water and other natural resources. NRCS is to provide leadership and administer programs to help people conserve, improve and sustain our resources and environment. The mission of the Natural Resources Conservation Service in Maine is to "provide technical assistance to help people conserve, improve and sustain our natural resources."

## LAND SUITABILITY

Careful consideration needs to be given to the long term impacts of land development in areas with soils poorly suited for certain land uses. Development and use of poorly suited soils are the underlying cause of many environmental and economic problems. The general carrying capacity of soils is an important consideration in determining those land areas within the community where growth is promoted or discouraged. Water pollution, high cost and maintenance of public services, and the destruction of existing wildlife and scenic values are just a few of the existing ways that a community ends up paying for improper land use.

The United States Department of Agriculture (USDA) Soil Conservation Service (SCS) has prepared soil classification maps by county for the state of Maine. Land suitability analysis or soil surveys can be used to produce maps depicting the appropriateness of land areas for various land uses. The survey consists of an inventory, description, and evaluation of the soils within each county. The survey classifies all soils within a county into soil series. The classification is based on characteristics of the soil, including texture (percentage of sand, silt, clay), permeability, slope, wetness, and so on.

The Bowerbank portion of the Piscataquis County soil survey shows many different soil map units. Please see the soils maps at the end of this section for a general overview.

Soil potential ratings reflect the potential of use rather than the limitations of use and are designated to meet local needs and conditions. Soil Potential for Low Density Development is broken down into four categories: Septics, Dwellings, Roads, and Development, please see Map I-6, titled "Soils-Low Density Development" at the end of this section. Agriculture, Farmland, Floodplain, and Sand and Gravel Aquifers are addressed further in this section. The remaining, Highly Erodible Soils, Soils on Steep Slopes, and Soil Potential for Low Density Development are presented below.

## SOIL SURVEY

The United States Department of Agriculture (USDA) Soil and Water Conservation District (SWCD) have prepared soil classification maps by county for the State of Maine. Land

suitability analysis or soil surveys can be used to produce maps depicting the appropriateness of land areas to various land uses. The survey consists of an inventory, description, and evaluation of the soils within each county. The survey classifies all soils within a county into soil series. The classification is based on characteristics of the soil, including texture (percentage of sand, silt and clay), permeability, slope, wetness, and so on.

### **Highly Erodible Soils**

The removal of surface vegetation from large areas of land results in erosion, which is a major contributor of pollution to lakes and ponds. Highly erodible soils are those soils that have a potential to erode faster than normal. Rainfall and runoff, susceptibility to erosion, and the combined effects of slope length and steepness are taken into consideration when identifying these soils types.

Please refer to the Map I-3 at the end of this section for Bowerbank's highly erodible soils locations.

### **Hydric Soils**

Hydric soil is defined as soil that is saturated, flooded, or ponded long enough during the growing season to develop anaerobic conditions that favor the growth and regeneration of hydrophytic vegetation. A hydric soil may be either drained or undrained, and a drained hydric soil may not continue to support hydrophytic vegetation. Therefore, not all areas having hydric soils will qualify as wetlands. Only when a hydric soil supports hydrophytic vegetation and the area has indicators of wetland hydrology may the soil be referred to as a "wetland" soil. A drained hydric soil is one in which sufficient ground or surface water has been removed by artificial means such that the area will no longer support hydrophyte vegetation. Onsite evidence of drained soils includes:

- Presence of ditches or canals of sufficient depth to lower the water table below the major portion of the root zone of the prevalent vegetation.
- Presence of dikes, levees, or similar structures that obstruct normal inundation of an area.
- Presence of a tile system to promote subsurface drainage.
- Diversion of upland surface runoff from an area.

Although all soil-forming factors (climate, parent material, relief, organisms, and time) affect the characteristics of a hydric soil, the overriding influence is the hydrologic regime. The unique characteristics of hydric soils result from the influence of periodic or permanent inundation or soil saturation for sufficient duration to effect anaerobic conditions. Prolonged anaerobic soil conditions lead to a reducing environment, thereby lowering the soil redox potential resulting in a chemical reduction of some soil components (e.g. iron and manganese oxides). This leads to development of soil colors and other physical characteristics that usually are indicative of hydric soils.

Hydric soils may be classified into two broad categories: organic and mineral. Organic soils (histosols) develop under conditions of nearly continuous saturation and/or inundation. All organic soils are hydric soils except Folists, which are freely drained soils occurring on dry slopes where excess litter accumulates over bedrock. Organic hydric soils are commonly known as peats and mucks. All other hydric soils are mineral soils. Mineral soils have a wide range of textures (sandy to clayey) and colors (red to gray). Mineral hydric soils are those periodically saturated for sufficient duration to produce chemical and physical soil properties associated with a reducing environment. They are usually gray and/or mottled immediately below the surface horizon, or they have thick, dark-colored surface layers overlying gray or mottled subsurface horizons.

Bowerbank has large tracts of hydric soils throughout the town as shown on Map I-4.

### **Soils on Steep Slopes**

Steep slope is one of the most noticeable of soil properties. It is a major component of the landscape and is one of the most significant soil properties governing land use. Most land use and development takes place on the less sloping areas, areas with slopes of less than 15 percent (representing an average drop of 15 feet or less in 100 feet horizontal distance). On steep slopes, areas with slopes of 15 percent or more, soils present problems for buildings, roads, and septic systems. The costs of engineering foundations and installing septic or sewer and other utility systems increase. Please see Map I-5 for location of moderately steep slopes (15%-25%) and steep slopes (slopes greater than 25%) within the town.

### **Soil Potential for Low Density Development (LDD)**

Soils that are wet, steep, subject to flooding, shallow to bedrock or restrictive layer, or have a coverage of stone or boulders are often more expensive to develop. To minimize these impacts, soil limitations need to be recognized and identified. A rating system called Soil Potential for Low Density Development (LDD) has been developed by the SCS to enable the rating of soils for this purpose. Soil potential has been developed by selecting the best suited soil county-wide for LDD. Low Density Development is defined as 3-bedroom single family unit residences with basement and comparable buildings covering 2,000 sq. ft. and subsurface wastewater disposal system, with or without on-site source of water. Paved roads in development are also included. Residences may be a single-unit or a cluster of units in a development. The subsurface wastewater disposal system would have the capacity of processing 270 gallons per day of effluent and would be installed according to the Subsurface Wastewater Disposal Rules, Chapter 241, of the Maine Department of Human Resources (MDHR), Division of Health Engineering. The soil potential index is a mathematical expression of a soil's position in the overall range of potentials, which is 100 to 0. Since the entire range is large, these numerical ratings are separated into soil potential rating classes of very low to very high.

Map I-6 depicts the soil potentials for Bowerbank.



The soils information and maps, in terms of soil potential versus land use, will provide valuable information for the development of the proposed land use plan.

## **AGRICULTURAL AND FOREST RESOURCES**

Concern for preservation and wise utilization of agricultural and forestry resources is important to all Maine people. To reduce environmental problems caused by farming and forestry activities, a municipality should ensure that shoreland zoning and other ordinances are properly enforced. Moreover, appropriate performance standards should be developed to minimize environmental contamination.

### **PRIME FARMLAND**

Development threatens the irreversible conversion of farmland to other uses. Recognizing that land use changes and that our state is becoming urbanized, it seems reasonable that conversion of agricultural land should be based on the quality of the soils. These soils can be rated in terms of their ability to grow agricultural crops. Obviously some soils are much more valuable for agriculture than others.

Prime farmland is one of several kinds of important farmlands defined by the U.S. Department of Agriculture. Identification of prime farmland is a major step in continuing to meet the nation's needs for food and fiber.

The U.S. Department of Agriculture defines prime farmland as the land that is best suited to producing food, feed, forage, fiber, and oilseed crops. It has the soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime farmland produces the highest yields and requires minimal amounts of energy and economic resources, and farming it results in the least damage to the environment. Prime farmland is also often targeted as prime property for low-density residential development.

Currently, there are no active commercial farms in Bowerbank.

According to USDA SCS Soil Survey Data, there are no listed areas of prime farmland soils in the Town of Bowerbank. For further reference on soil types in the community, one should consult the USDA Soil and Water Conservation District office in Dover-Foxcroft.



The following table lists the Prime Farmland Soils for Piscataquis County according to the USDA SCS Soil Survey Data for Growth Management.

Table I-1

MAP SYMBOLS	CODE	SOIL MAP UNIT NAME
<i>AdB</i>	4	Adams Loamy Fine Sand, 0 to 8 percent slopes
AEC	4	Adams Loamy Fine Sand, strongly sloping*
AgB	1	Allagash Very Fine Sandy Loam, 0 to 8 percent slopes
AHC	1	Allagash-Adams Complex, strongly sloping (Adams where irrigated)*
BhB	2	Boothbay Silt Loam, 3 to 8 percent slopes
BoB	2	Boothbay-Swanville Association, gently sloping (only Boothbay)
CeB	1	Chesuncook Silt Loam, 3 to 8 percent slopes
CoB	2	Colonel gravelly Fine Sandy Loam, 3 to 8 percent slopes
CsB	2	Cornish-Charles-Fryeburg Complex, 0 to 8 percent slopes (only Cornish where drained and Fryeburg)
Cv	2	Cornish-Lovewell Complex (only Cornish where drained and Lovewell)
DaB	1	Danforth Channery Silt Loam, 3 to 8 percent slopes
DfB	1	Dixfield Fine Sandy Loam, 3 to 8 percent slopes
EcB	1	Elliotville-Chesuncook Complex, 3 to 8 percent slopes
Fr	1	Fryeburg Silt Loam
HoB	1	Howland Silt Loam, 3 to 8 percent slopes
MrB	4	Masardis Gravelly Fine Sandy Loam, 0 to 8 percent slopes
MSC	4	Masardis Gravelly Fine Sandy Loam, strongly sloping*
PeB	1	Penquis-Plaisted Complex, 3 to 8 percent slopes
PhB	1	Penquis-Thorndike Complex, 3 to 8 percent slopes (Thorndike where irrigated)
PtB	1	Plaisted Silt Loam, 3 to 8 percent
TeB	2	Telos Silt Loam, 3 to 8 percent slopes
TiB	4	Thorndike-Penquis-Abram Complex, 3 to 8 percent slopes (only Thorndike where irrigated and Penquis)
		<i>Key To Prime Farmland Code</i>
		1- All areas are prime farmland
		2- Only drained areas are prime farmland
		4- Only irrigated areas are prime farmland
		*Steeper areas within these map units are not prime farmland

### Farmland Protection Measures

State legislation provides environmental guidelines and mandates shoreland zoning and subdivision which consider agricultural issues. To reduce potential environmental problems resulting from farming activities, Bowerbank will ensure that shoreland zoning and other ordinances are properly enforced and do not conflict with Best Management Practices. Moreover, appropriate performance standards will be developed to minimize environmental

contamination such as encouraging local farmers to work in close cooperation with NRCS to ensure appropriate farming practices.

### ***Farm and Open Space Tax Law***

Farmland is eligible for the Farm and Open Space Tax Law Program (Title 36, MRSA, Section 1101, et seq.), if that farm consists of at least five contiguous acres, is utilized for the production of farming, agriculture or horticulture activities and has shown gross earnings from agricultural production of at least \$2,000 (which may include the value of commodities produced for consumption by the farm household) during one of the last two years or three of the last five years.

The open space portion of this program has no minimum lot size requirements and the tract must be preserved or restricted in use to provide a public benefit by conserving scenic resources; enhancing public recreation opportunities; promoting game management or preserving wildlife habitat.

The Farm and Open Space Tax Law encourages landowners to conserve farmland and open space by taxing the land at a rate based on its current use, rather than potential fair market value. The benefits of this program are: that it enables farmers to continue their way of life without being forced out of business by excessive property taxes due to rising land valuations and that it reduces sprawl by keeping the land in its traditional use verses being developed. If the property is removed from the program, a penalty is assessed against the property. This penalty is calculated based on the number of years the property was enrolled in the program and/or a percentage of fair market value upon the date of withdrawal.

The town reports indicate that Bowerbank has no parcels of land enrolled in the state's Farm and Open Space Tax Law program. Farming within the community has historically been limited to residential practices. Since the early 1900's these farms have slowly disappeared and forests now stand where these family once prospered.

The State of Maine has seen a steady thirty-year decline of agricultural production and in employment within that category. Concern for preservation and wise utilization of these farming resources is important. To reduce environmental problems caused by farming activities, a municipality should ensure that shoreland zoning and other ordinances are properly enforced. Moreover, appropriate performance standards should be developed to minimize environmental contamination and encourage farming uses while fostering stewardship of the environment.

### ***Farmland Registration Program***

The Farmland Registration Program is designed to protect a farmer's right to farm their land. Upon registration, a farmer is guaranteed a 100-foot buffer zone between the productive fields and new incompatible development, such as residential development. The Farmland

Registration Program also lets new and potential abutters know that a working farm is next door. This program is currently closed to new applications.

### ***Farm Security and Rural Investment Act of 2002 (2002 Farm Bill)***

The Farm Security and Rural Investment Act of 2002, signed into law by President Bush on May 13, 2002, is landmark legislation for conservation funding and for focusing on environmental issues. The conservation provisions will assist farmers and ranchers in meeting environmental challenges on their land. This legislation simplifies existing programs and creates new programs to address high priority environmental and production goals. The 2002 Farm Bill enhances the long-term quality of the environment and conservation of natural resources. The Natural Resources Conservation Service (NRCS) administers the programs authorized or re-authorized in the 2002 Farm Bill.

### ***Farms for the Future***

The Farms for the Future program is a two-phase business assistance program that helps Maine farmers plan for the future of their agricultural enterprise. Farmers who own and operate five or more acres of productive farmland and have an idea for change that will increase the long-term economic viability of their farm are eligible to participate in the program. In the first phase farmers receive a package of services to develop a detailed business plan with a team of skilled professionals. Farmers determine the membership of their farm's planning team. The business planning services provide the farmers with the opportunities to consult with other farmers who have made similar changes, take business planning courses, make use of specialists from the University of Maine Cooperative Extension and the Small Business Development Center, consult with market researchers, and work with accountants and financial advisors to assist in developing financial record keeping and tracking projections. In the second phase, farmers who have completed business plans during phase-1 are now eligible to apply for a competitive cash grant to implement the changes identified in their business plans. Farmers who are awarded Phase 2 cash grants are eligible to receive up to 25% of the implementation costs up to a maximum of \$25,000. The remaining costs may include cash investments, low interest loans, other grants, or in-kind services provided by the farmer himself. Upon the acceptance of the grant, the farmer agrees that they will not convert the farmland into non-agricultural uses for five years. The farmer can pay back the grant at anytime to buy out of this agreement.

### ***Conservation of Private Grazing Land Program***

The Conservation of Private Grazing Land Program (CPGL) is a voluntary program that helps owners and managers of private grazing land address natural resource concerns while enhancing the economic and social stability of grazing land enterprises and the rural communities that depend them.

***Conservation Security Program***

The Conservation Security Program is a voluntary program that provides financial and technical assistance for the conservation, protection, and improvement of soil, water, and related resources on Tribal and private lands. The program provides payments for producers who historically have practiced good stewardship on their agricultural lands and incentives for those who want to do more.

***Environmental Quality Incentives Program***

The Environmental Quality Incentives Program (EQIP) is a voluntary conservation program that promotes agricultural production and environmental quality as compatible National goals. Through EQIP, farmers and ranchers may receive financial and technical help to install or implement structural and management conservation practices on eligible agricultural land.

***Farmland Protection Program***

The Farmland Protection Program is a voluntary program that helps farmers and ranchers keep their land in agriculture. The program provides matching funds to State, Tribal, or local governments and nongovernmental organizations with existing farmland protection programs to purchase conservation easements or other interests in land.

***National Natural Resources Conservation Foundation***

The National Natural Resources Conservation Foundation (NNRCF) promotes innovative solutions to natural resource problems and conducts research and educational activities to support conservation on private land. The NNRCF is a private, nonprofit 501(c)(3) corporation. The foundation builds partnerships among agencies and agricultural, public, and private constituencies interested in promoting voluntary conservation on private lands.

***PRIME FOREST LAND***

Maine's forests and forest industry still play a vital role in the local and state wide economy, especially in Northern and Central Maine. Forested areas have historically provided an abundant and diverse land area for wildlife population and for the use and enjoyment of all Maine citizens. Furthermore, the forest protects the soil and water and contributes to a wide variety of recreational and aesthetic experiences. In some cases, loss of forestland can be attributed to land development patterns and environmental problems can arise as a direct result of irresponsible harvesting techniques. Also, when forestland is fragmented, public access becomes more restricted due to increased land posting. To optimize continued forestland usage, it should be effectively managed and harvested.

Prime forestland is land that has soil capable of growing wood at the economic rate for a given tree species. Identification of lands as prime forestland does not denote a single or dominant use. This designation does not preclude the use of these lands for other forest products and services, but only identifies the most productive forestlands on which a town depends for present and future wood needs. These soils are rated only for productivity and exclude management problems such as erosion hazard, equipment limitations or seedling mortality. Soils rates with a productivity level of medium, high or very high are prime forestland soils.

Please see Map I-7 titled "Soils-Prime Forestland" at the end of this section

Forests should be effectively managed and harvested so they can continue to be home to many unique habitats. Loss of forestland is attributed to fragmentation and development, land valuation/taxation, and productivity decrease.

### Woodland Productivity

The following table depicts the timber harvest activity within the town from 1994 to 2003.

Table I-2

Summary of Timber Harvest Information for the Town of Bowerbank						Number of Timber Harvests
Year	Selection Harvest	Shelterwood Harvest	Clearcut Harvest	Total Harvest	Change of Land Use	
	acres	acres	acres	acres	acres	
1994	556	200	0	756	0	5
1996	520	45	2	567	2	3
1997	1007	50	0	1057	0	4
1998	1055	0	10	1065	0	4
1999	811	200	0	1011	10	6
2000	1540	260	29	1829	0	3
2003	3535	28	15	3578	0	3
Totals	9024	783	56	9863	12	28

Source: Department of Conservation, Maine Forest Service

### Existing Woodland Protection Measures

State legislation provides environmental guidelines and mandates shoreland zoning and subdivision which consider forestry issues. To reduce potential environmental problems resulting from woodlot and harvesting activities, Bowerbank will ensure that shoreland zoning and other ordinances are properly enforced and do not conflict with Best Management Practices. Moreover, appropriate performance standards will be developed to minimize environmental contamination such as encouraging local foresters to work in close cooperation with NRCS to ensure appropriate harvesting practices.



### *Tree Growth Tax Law*

This program encourages landowners to retain and manage their woodlands, thus controlling sprawl. When managed properly, forested areas can be utilized for production and still provide wildlife habitats.

In addition to the Farm and Open Space Tax Program, the state also has a similar program for forestland. The Tree Growth Tax Law (Title 36, MRSA, Section 571, et seq.) provides for the valuation of land which has been classified as forestland on the basis of productivity value, rather than on fair market value. The tree growth program requires that the parcels be at least 10 acres and that the land is held for commercial use. If the property is removed from the program, a penalty is assessed against the property. This penalty is calculated based on the number of years the property was enrolled in the program and/or a percentage of fair market value upon the date of withdrawal. According to municipal records for fiscal year 2005, Bowerbank has four (4) parcels (multiple parcels under the same ownership is considered to be one parcel) of land classified under the state's Tree Growth program, consisting of 22,018 acres in total. This area covers more than 85% of the town's total land area. These parcels were owned by four different landowners, two of which hold significant portions of the town's land.

Table 1-3

2005 Tree Growth Information					
Number of Parcels	Acres Hard Wood	Acres Mixed Wood	Acres Softwood	Total Acres	Total Tree Growth Valuation
4	7,623	11,723	2,672	22,018	\$3,428,904

Table 1-4

2005 Tree Growth Ownership and Acreage					
Owner	Map/ Lot	Softwood Acres	Mixed Wood Acres	Hardwood Acres	Total Acreage
Plum Creek Maine	001-001-000	2383	10088	5501	17972
Crawford and Sons, LLC	001-001-001	289	1553	2042	3884
Ames Family, LLC	001-001-002	0	82	22	104
Lakeville Shores, INC.	003-001-000	0	0	58	58

### *The Forest Practices Act*

The State Forest Practices Act regulates timber-harvesting activities in forests that give protection to land by allowing tax incentives to owners of those lands who meet the appropriate definitions. However, forest resources adjacent to residential development will need to be protected (in order to preserve the residential character) with additional timber harvesting standards and at the discretion and application of the owners of parcels less than 500 acres but



more than 10 acres in size. The Act taxes forestland on the basis of its potential for annual wood production as opposed to an added value basis.

### ***Project Canopy***

Project Canopy is a cooperative effort of the Maine Forest Service and the Pine Tree State Arboretum. The program educates people about the benefits trees provide, and how trees make people's lives better. It connects people who have a particular expertise to people who need that expertise. Project Canopy also helps people talk about success stories, so that they can find the motivation and inspiration that is crucial for developing creative, long-term community forestry programs. Some examples of assistance available from the program include: helping recruit and organize volunteers; model community tree ordinances; assisting in fund-raising efforts; training tree stewards; providing street tree inventory software; helping communities appoint/elect a community tree warden; linking communities to other Maine communities with successful tree programs; providing lists of local foresters and arborists; building bridges to national community tree organizations; and assisting in development of a long-term community tree plan.

## ***THREATS TO AGRICULTURAL AND FORESTRY RESOURCES***

With the combination of participation in tax shelters as previously described, designed to protect forest and agricultural resources along with the future zoning regulations will direct development away from these areas. Therefore properly directed future growth and development will not negatively affect any commercial farm and forestlands in the town of Bowerbank, as these activities within the community are located primarily in the rural areas.

## ***WATER RESOURCES***

### ***WATERSHEDS***

The watershed is defined as a geographic region within which water drains into a particular river, stream or body of water and includes hills, lowlands, and the body of water into which the land drains. Approximately 50% of the land area in the State of Maine is located in a lake watershed.

All waters are connected. Unchecked pollution to one source will eventually affect all others within the watershed. It is important to remember that everything occurring in a watershed and everything that can be transported by water will eventually reach and impact the water quality of each water body. Development activities, such as construction (structures or roads) and timber harvesting disturb the land to some degree and can drain into a lake through streams and groundwater. These activities that may appear trivial at a first glance can impact the entire watershed. Disturbed or developed land can contribute non-point pollutants and other substances to water bodies and can degrade its water quality. Activity anywhere in the watershed, even several miles away, has the potential to impact water quality.

Please see Map I-8 titled "Water Resources" and Map I-9 "Wetlands" at the end of this section.

### **LAKES AND PONDS**

Among Maine's most significant natural resources are its lakes and ponds. Fisheries, wildlife, recreation, scenic views and water supply are all benefits that the citizens of Maine and its visitors derive from the 5,779 lakes and ponds here. Development activities, such as house and road construction, timber harvesting and agricultural practices, disturb the land that is drained to a lake by streams and ground water (the watershed).

#### ***Lakes and Ponds in Bowerbank***

There following is a list of lakes and ponds fully or even partially located within the town of Bowerbank.

Benson Pond	Buttermilk Pond
Little Benson Pond	Second Buttermilk Pond
Mud Pond	First Buttermilk Pond
Duck Pond	Mill Brook Pond
Burden Pond	Little Grapevine Pond

Please see Map I-8 titled "Water Resources" at the end of this section for the locations of Bowerbank's water bodies.

### **RIVERS, STREAMS, AND BROOKS**

According to the Natural Resources Protection Act (NRPA), a river, stream, or brook is a channel that has defined banks (including a floodway and associated floodplain wetlands) created by the action of the surface water. Some water resources meeting this description may not be mapped.

Throughout Maine, these waters have been harnessed to produce electricity, benefiting all Maine citizens. Our rivers have also been used as dumping sites for the refuse of industry and waterfront communities, taking a heavy toll on water quality. Over the years, extensive efforts have been made to clean up Maine Rivers. Sewage treatment plants have been installed and upgraded. The amount of industrial wastewater has been reduced and is monitored. Businesses like canoeing and sport fishing have created a stream of tourist dollars to interior Maine. Maine Rivers are cleaner now than they have been in generations; however, there is still work to be done in protecting these resources.

To determine what portion of Maine's rivers, streams, brooks meet the goal of the Federal Clean Waters Act; MDEP uses bacteriological, dissolved oxygen, and aquatic life criteria. All river waters are classified into one of four categories: Class AA, A, B, and C. These classification are defined by legislation, with Class AA being the highest classification with outstanding quality

and high levels of protection. Class C, on the other end of the spectrum, is suitable for recreation and fishing, yet has higher levels of bacteria and lower levels of oxygen. Below are the designate uses ascribed to Maine's water quality classifications:

**Class AA:** Drinking water supply, recreation in and on the water, fishing, navigation and a natural and free flowing habitat for fish and other aquatic life.

**Class A:** Drinking water supply, recreation in and on the water, fishing, industrial process and cooling water supply; hydroelectric power generation, navigation, and unimpaired habitat for fish and other aquatic life.

**Class B:** Drinking water supply, recreation in and on the water, fishing, industrial process, and cooling water supply; hydroelectric power generation, navigation and unimpaired habitat for fish and other aquatic life.

**Class C:** Drinking water supply, recreation in and on the water, fishing industrial process and cooling water supply; hydroelectric power generation, navigation, and a habitat for fish and other aquatic life.

#### *Rivers, Streams, and Brooks in Bowerbank*

There are many streams that flow within and through the town of Bowerbank. According to DEP Classifications, there is only class A streams in Bowerbank. The following is a listing of the Rivers, Streams, and Brooks in Bowerbank:

Bear Brook	Caribou Stream	
Buttermilk Brook	Long Bog Brook	
Mill Brook	Grapevine Stream	
Poplar Brook	Beaver Brook	

Please see Map I-8 titled, "Water Resources" at the end of this section for the locations of Bowerbank's larger Rivers, streams and brooks.

#### *FRESHWATER WETLANDS*

The term "wetlands" is defined under both state and federal laws as "those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support prevalence of vegetation typically adapted for life in saturated soils." Wetlands include freshwater swamps, bogs, marshes, heaths, swales, and meadows.

Wetlands are valuable not only for their beauty and their recreation opportunities they support, but also for critically important functions they perform in our environment. Wetlands are important to natural systems including water storage, flood conveyance, groundwater recharge

and discharge, shoreline erosion control and water quality improvement. Wetlands are important to the public health, safety and welfare because they act as a filter, absorb excess water, serve as aquifer discharge areas, and provide critical habitats for a wide range of fish and wildlife. Wetlands are fragile natural resources. Even building on the edge of a wetland can have significant environmental consequences. Some wetlands have important recreational and educational value providing opportunities for fishing, boating, hunting, and environmental education. Planning efforts should take into account the constraints of these areas.

There are three separate designations for wetlands: Lacustrine, Palustrine, and Riverine. The Lacustrine System includes wetlands and deepwater habitats with all of the following characteristics: (1) situated in a topographic depressions or a dammed river channel; (2) lacking trees, shrubs, persistent emergent, emergent mosses, or lichens with greater than 30% aerial coverage; and (3) total area exceeds 20 acres. Similar wetland and deepwater habitats totaling less than 20 acres are also included in the Lacustrine System if an active wave-formed or bedrock shoreline feature makes up all or part of the boundary, or if the water depth in the deepest part of the basin exceeds 6.6 feet at low water. Lacustrine waters may be tidal or nontidal, but ocean-derived salinity is always less than 0.5 parts per thousand (ppt).

The Palustrine System includes all non-tidal wetlands dominated by trees, shrubs, persistent emergent, emergent mosses or lichens, and all such wetlands that occur in tidal areas where salinity due to ocean-derived salts is below 0.5 ppt. It also includes wetlands lacking such vegetation, but with all of the following four characteristics: (1) area less than 20 acres; (2) active wave-formed or bedrock shoreline features lacking; (3) water depth in the deepest part of basin less than 6.6 feet at low water; and (4) salinity due to ocean-derived salts less than 0.5 ppt.

The Riverine System includes all wetlands and deepwater habitats contained within a channel, with two exceptions: (1) wetlands dominated by trees, shrubs, persistent emergent, emergent mosses, or lichens, and (2) habitats with water containing ocean-derived salts in excess of 0.5 ppt. A channel is "an open conduit either naturally or artificially created which periodically or continuously contains moving water, or which forms a connecting link between two bodies of standing water."

The following is a list of the identified wetlands located within the town of Bowerbank:

- Long Bog
- Luford Swamp
- House Bog

The Maine Department of Environmental Protection (MDEP) has identified wetlands located within Bowerbank, as illustrated on the Map I-9 "Wetlands" at the end of this section.

These wetlands were identified by aerial photo interpretation. Interpretations were confirmed by soil mapping and other wetland inventories. Field verification of the location and boundaries of the wetlands should be undertaken prior to development. The MDEP has jurisdiction over

freshwater wetlands and floodplain wetlands under the Natural Resources Protection Act (NRPA)/Wetland Protection Rules and Site Location of Development Act. Finally, the Mandatory Shoreland Zoning Law provides protection to mapped non-forested wetlands, there is no longer a ten acre threshold associated with regulated freshwater wetlands.

Wetland alterations can contribute to wetland loss. The most common sources of alterations include commercial, residential and urban development; transportation and roads; floodplain development; pollution; peat mining; timber harvesting and agriculture.

### ***Surface Water Protection***

Protection of Bowerbank's surface water takes place at the local, state, and federal levels, and sometimes at more than one level simultaneously. At the local level, Bowerbank's surface water is protected through extensive local shore land zoning. The surface water protection at the state level encompasses: Site Law, Public Water Supply Regulation, the Natural Resource Protection Act, Solid and Hazardous Waste Law, and Underground Storage Tank Regulation. Finally, protection at the federal level consists of: Wetlands Protection, the Clean Water Act, the Resources Conservation and Recovery Act, the Safe Drinking Water Act, and the Superfund Amendments and Reauthorization Act.

## ***PRINCIPAL FLOOD PROBLEMS***

### ***Floodplains***

Floodplains are defined as areas adjacent to a river, stream, lake, or pond, which can reasonably be expected to be covered at some time by floodwater. The primary function of floodplains is their ability to accommodate large volumes of water from nearby overflowing channels and dissipate the force of flow by reducing the rate of flow through a widening of the channel. A floodplain may also absorb and store a large amount of water, later becoming a source of aquifer recharge. Floodplains also serve as wildlife habitats, open space and outdoor recreation, and agriculture without interfering with their emergency overflow capacity.

Intensive urban development on floodplains and flood prone areas can increase the severity of floods and cause flooding of previously unaffected areas. The major consequence of intensive development in floodplains and flood prone areas is the widespread property damage and loss of life, which results from severe flooding. Other significant consequences include the public costs associated with cleanup and rebuilding, increased insurance costs, and water contamination from toxic and hazardous materials.

Development in floodplains, floodprone areas, and "special flood hazard areas" should be avoided. In addition, existing development and incompatible land use activities should not be permitted to expand and should be amortized for their eventual elimination, to the maximum extent possible.



### ***Flood Protection Measures***

The Town of Bowerbank has adopted minimum shore land standards, as required by the State Mandatory Shoreland Zoning Act. This ordinance serves to protect the lakeshores, and non-tidal waters, by restricting building to reduce flood damage and problems. According to the Federal Emergency Management Agency's (FEMA) Flood Insurance Study, there are no major flooding problems in Bowerbank. Map I-10 "Shoreland Zoning" at the end of this section indicates the minimum 250 foot setback requirements for minimum Shoreland Zoning standards.

### ***GROUNDWATER AQUIFERS***

An aquifer is a geological unit capable of containing a usable amount of ground water. A significant ground water aquifer, as defined by the Maine State Legislature (38MRSA Chapter 3, Section 482, 4-D) an significant groundwater aquifer is "...a porous formation of ice-contact and glacial-outwash sand and gravel or bedrock that contains significant recoverable quantities of water which is likely to provide drinking water supplies." Aquifers are subsurface water supplies that yield useful quantities of ground water to wells and springs. Aquifers may be of two types: bedrock aquifers and sand and gravel aquifers.

A bedrock aquifer is adequate for small yields and a sand and gravel aquifer is a deposit of coarse-grained surface materials that, in all probability, can supply large volumes of groundwater. Boundaries are based on the best-known information and encompass areas that tend to be the principal groundwater recharge sites. Recharge to these specific aquifers, however, is likely to occur over a more extensive area than the aquifer itself.

### ***BEDROCK AQUIFERS***

In a bedrock aquifer, ground water is stored in fractures in the rock and areas with a large number of fractures may contain significant amounts of water. A bedrock aquifer is adequate for small yields. These bedrock fractures are sufficiently abundant to provide enough water for a single-family home most everywhere in Maine, and most domestic water supplies are wells drilled in bedrock.

### ***SAND AND GRAVEL AQUIFERS***

A sand and gravel aquifer is a deposit of coarse-grained surface materials that, in all probability, can supply large volumes of groundwater. The sand and gravel deposits of Maine result from the action of glacial ice and melt water. Boundaries are based on the best-known information and encompass areas that tend to be the principal groundwater recharge sites. Recharge to these specific aquifers, however, is likely to occur over a more extensive area than the aquifer itself.

The knowledge of locations for aquifers can be used to identify areas that are unfavorable for storage, disposal of wastes, toxic hazardous materials, or other land use activities. Sand and gravel aquifers generally store and yield a higher quantity and quality of groundwater than do



bedrock wells. However, sand and gravel aquifers usually have a more permeable recharge area that is located closer to the ground surface than bedrock wells. As a result, wells drilled into sand and gravel aquifers can become contaminated more easily and impact a greater volume of water than bedrock wells.

The Maine Geological Survey has not identified any sand and gravel aquifer within the town of Bowerbank, as shown on Map I-8 Water Resources at the end of this section.

### ***WATER POLLUTION SOURCES***

Water pollutants come in many forms. From dumping the simplest chemical down the drain to more serious commercial discharge of chemicals or pollutants into the water system, extensive mitigation actions to correct any damages done to a viable water source are extremely costly both in dollar amount and health to the community. Protection of our water resources is pivotal to the sustainability of any community. Monitoring and evaluating pollution sources both known and unknown are vital to the overall health and welfare of a community's water supply.

#### ***Point Source Discharge***

Point Source discharges of pollution originate from municipal and industrial facilities, bypasses and overflow from municipal sewage systems, non-permitted and illegal dischargers, and produced water from oil and gas operations.

According the Department of Environmental protection, there are no Point Source Discharge permits within the town of Bowerbank.

#### ***Non-Point Source Pollution***

Threats to water bodies include non-point source pollution through erosion and sedimentation resulting in an increase in phosphorus level. Erosion often occurs because of soil disturbances by people. Water-generated erosion causes the most severe damage when a site is undergoing development. A serious consequence of erosion is sedimentation; sedimentation of water bodies can cause "algal blooms". Blooms occur when a water body has high concentrations of phosphorus attached to soil particles. All water bodies have the ability to absorb some phosphorus before there is an adverse impact on the quality of the water. However, when the phosphorus load to a lake becomes too great, the phosphorus acts as a fertilizer and causes algae to flourish.

Pollution from non-point source include agricultural run-off, both animal wastes and fertilizers, landfills, waste lagoons, roadside erosion, overly hard cutting of forestry resources, improper erosion control measures, leaking underground storage tanks, and hazardous substances. Identification and regulation of these sites are important in safeguarding both surface and ground waters.

## GROUNDWATER PROTECTION

It is important to protect groundwater from pollution and depletion. Once groundwater is contaminated, it is difficult, if not impossible, to clean. Contamination can eventually spread from groundwater to surface water and vice versa. Thus, it is important to take measures to prevent contamination before it occurs. Possible causes of aquifer and surface water contamination include faulty septic systems, road salt leaching into the ground, leaking above-ground or underground storage tanks, agricultural run-off of animal waste, auto salvage yards, and landfills. Protecting a groundwater resource and preventing contamination are the most effective and least expensive techniques for preserving a clean water supply for current and future uses.

Almost all groundwater contamination in Maine originates from non-point source pollution, rather than point source pollution. Most important non-point contamination sources include: agriculture, hazardous waste spill sites, landfills, petroleum products and leaking underground storage tanks, road-salt storage and application, septic systems, saltwater intrusion, shallow well injection, and waste lagoons. In addition to these major sources, things as diverse as golf courses, cemeteries, dry cleaners, burned buildings, and automobile service stations are potential threats to groundwater.

Groundwater flows according to geology, not municipal boundaries. Consequently, it is essential that all communities sharing groundwater resources and their recharge zones should work together to protect them. This regional cooperation includes coordination between towns to ensure consistent regulations and enforcement regarding this resource and development of regional water quality protection plan, as appropriate.

## WATER QUALITY MONITORING REPORT

The Department of Environmental Protection (DEP) provides monitoring reports for variables most often used to measure the water quality of Maine's lakes and ponds. These variables are monitored by volunteers in the Volunteer Lake Monitoring Program and staff from DEP.

The following are the definitions for the table information provided below.

*Alkalinity* is a measure of the capacity of water to neutralize acids and is also known as the buffering capacity. It is due primarily to the presence of naturally available bicarbonate, carbonate, and hydroxide ions, with bicarbonate being the major form. Alkalinity in Maine varies from 0.3 milligram per liter (mg/l) to 150.3 mg/l, with the average being 12.2 mg/l.

*Chlorophyll A (ppb) (Chl a)* is a measurement of the green pigment found in all plants including microscopic plants such as algae. It is used as an estimate of algal biomass, the higher the Chl a number the higher the amount of algae in the lake. Chl a varies from 0.3 ppb (parts per billion) to 60.9 ppb, with the average 4.6 ppb.

*Color* in a lake refers to the concentration of natural dissolved organic acids such as tannins and lignins, which give the water a tea color. Color is measured by comparing a sample of the lake water to Standard Platinum Units (SPU). Lakes that are considered colored (>25 SPU), can have reduced transparency readings and increased phosphorus values. This does not mean the lakes are more productive, the color simply interferes with the test so better results

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can not be achieved. Chlorophyll *a* (Chl*a*) is the best indicator of productivity in colored lakes and should be used if possible. Color varies from 0 to 250, with the average in Maine being 28 SPU.

*Conductivity* is a measure of the ability of water to carry an electrical current and is directly related to the dissolved ions (charged particles) present in water. The values for most of Maine lakes and ponds are generally low (30 to 40  $\mu\text{S}/\text{cm}$ ). Conductivity varies from 12 microseimens per centimeter ( $\mu\text{S}/\text{cm}$ ) to 790  $\mu\text{S}/\text{cm}$ , with the average being 44  $\mu\text{S}/\text{cm}$ . Fishery biologists use conductivity values to calculate fish yield estimates. Conductivity will increase if there is an increase of pollutants entering the lake or pond.

*pH* of a lake reflects how acidic or basic the water is and helps determine which plant and animal species are present. The measure of the acidity is on a scale of 1-14, with 7 being neutral. Acid waters are below 7, alkaline waters are above 7. pH varies in Maine from 4.45 to 9.35, the average is 6.7. A one unit change in pH represents a 10 fold change in acidity or alkalinity.

*Phosphorus Epilimnetic Core (PEC)*: A core sample taken far in the epilimnion (upper layer of water) to measure the Total Phosphorus in the water.

*Secchi Disk* transparency is a measure of the water clarity, or transparency, of the lake. A Secchi disk is a weighted circular plate, 8 inches in diameter with opposing black and white quarters painted on the surface and black on the bottom. It is used to determine the clarity or transparency of the water. It is attached to a line that is marked in meters and is lowered until it disappears from sight. The Secchi depth is the distance from the surface of the lake to the point the disk disappears.

The PEARL site on the web, reports Secchi disk readings in meters [1 meter (m) = 3.28 feet]. Factors that reduce clarity include algae, zooplankton, watercolor and particles such as silt. Since algae have the greatest effect on clarity, measuring transparency indirectly measures the algal productivity. Secchi disk readings can be used to track changes in water quality over time. Transparency values in Maine vary from 0.4m (1.5ft) to 20.0m (67 ft), with the average being 4.9m (16.2 ft). Unless a lake is highly colored a transparency of 2m (6.5 ft) or less indicates a water quality problem that has resulted in an algal bloom. In Maine, the mean (average) Secchi disk readings are related to algal productivity using the following guidelines: Productive = 4m (13 ft) or less; Moderately productive = 4-7m (13-23 ft); Unproductive = 7m (23 ft) or greater.

*Total Phosphorus (TP)* is one of the major nutrients needed for plant growth. It is generally present in small amounts and limits the plant growth in lakes. It is measured in parts per billion (ppb). As phosphorus increases, the amount of algae also increases. TP varies from 1 ppb to 110 ppb with the average being 14 ppb. (Note: 10 ppb = 0.001 ppm.) A bottom grab sample is taken 1 m above the bottom of the lake.

The tables on the following pages show the available Secchi Disk data summaries for Bowerbanks's great ponds:

### Sebec Lake Water Quality

For 1997, the total phosphorus at station 1 for Sebec Lake was 0.003 while in 1999 station 2 was 0.009. These numbers fall beneath the average numbers for the state. The secchi depth at the same station in 2000 is 6.6. As indicated above in the definitions for Secchi and Phosphorus, the average in Maine for Secchi is between 0.4m and 20.0m with an average of 4.9m while total phosphorus varies from 1 ppb to 110 ppb with the average being 14. The Secchi disk reading for Sebec Lake is slightly higher than the average for Maine lakes and indicates that the water clarity for the lake is better than average lakes in Maine. The Phosphorus measurement is actually below the average and also indicates that the lake has better than average water quality.

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Year	Min. SECCHI	Mean SECCHI	Max SECCHI	TS	PEC	TP (ppb)
2002	7.8	8.1	8.5	-	-	-
2001	7.5	7.9	8.3	-	-	-
2000	8.0	8.4	8.8	40	-	3
1999	6.5	7.4	7.9	-	-	-
1998	5.5	5.9	6.2	40	-	3
1997	4.5	7.2	8.6	-	3	-

Source: PEARL

Table I-6

SECCHI DATA SUMMARY FOR SEBEC LAKE STATION 2						
Year	Min. SECCHI	Mean SECCHI	Max SECCHI	TS	PEC	TP (ppb)
1999	6.3	6.3	6.3	37	9	9
1988	5.2	5.7	6.7	37	-	9
1984	4.5	6.2	7.5	37	-	9

Source: PEARL

Mean secchi readings are considered moderately productive if they equal 4 through 7 meters and unproductive at 7 meters or greater. Sebec Lake's most recent secchi readings from the year 2000 for station 1 was 8.4 and from 1999 for station 2 the reading was 6.3. The historic secchi data shows improvement in the lakes transparency for both stations

Table I-7

Water Chemistry for Sebec Lake							
Date	Station	Depth	pH	Color	Conductivity	Alkalinity	CHLA (ppb)
8/14/02	1	8	-	12	-28	16	-
7-24-99	2	7	-	5	-	5	-
8-12-97	1	6	7.05	10	26	5	1.4
9-9-91	1	8	7.2	20	-	9	-
8-21-85	1	7	-	25	30	7	-
8-21-85	1	25	6.4	-	-	-	-
8-21-85	1	0.5	7	-	-	-	-
5-15-84	1	0.1	-	25	-	-	-
9-1-82	1	9	6.8	20	30	7	1.4

Source: PEARL

All of the readings in the above table fall within or below the average range for Maine lakes.

### **DRINKING WATER SUPPLY**

There is no public drinking water supply for the town of Bowerbank. Local water supplies consist of independently dug home or business wells as the community is outside of the range of the nearest water district.

### **WATER QUALITY PROTECTION**

The town of Bowerbank has adopted State standard Shoreland Zoning regulations to protect the water resources of the community by placing these regulations upon development.

The following is an abbreviated listing of water protection funding and assistance programs and descriptions of those programs.

#### **Small Community Grant Program**

The Small Community Grant Program provides grants to towns to help replace malfunctioning septic systems that are polluting a waterbody or causing a public nuisance. Grants can be used to fund from 25% to 100% of the design and construction costs, depending upon the income of the owners of the property, and the property's use. An actual pollution problem must be documented in order to qualify for funding. The highest priority is given to problems which are polluting a public drinking water supply or a shell-fishing area. DEP grants are not available to provide septic systems for new homes, and any home constructed since October, 1974 must show evidence that a septic system was previously installed which complied with the Maine Subsurface Wastewater Disposal Rules. Grant applications must be submitted by the municipality in which the property owner resides. Applications must be sent to the Department of Environmental Protection by January 31 in order to receive funding in that year except under special circumstances.

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Individual families may qualify for the grant program if their federal taxable income for the previous year was \$40,000 or less. Commercial establishments may qualify if their gross profit for the previous year was \$40,000 or less. Potential applicants are not eligible for grant assistance if their income exceeds these figures. Applicants are required to show proof that they meet the income limit. A sliding-scale grant percentage applies depending on the amount of income or profit. Participants in the program are also required to grant an easement to the town allowing construction and inspection of the system.

### ***Overboard Discharge Grant Program***

The Maine Overboard Discharge Program was initiated by the Legislature (38 M.R.S.A. Section 411-A) to help fund replacement systems that would eliminate licensed overboard discharges in certain areas. Licensed overboard discharges are treated discharges, to surface bodies of water, of domestic pollutants not conveyed to a municipal or quasi-municipal wastewater treatment facility. High priority is given to shellfish areas that could be opened for harvesting if the licensed overboard discharges were eliminated. High priority is also given to great ponds and small rivers and streams with drainage areas of less than 10 square miles where the licensed overboard discharge creates a public nuisance condition.

The State share of funding for projects in this grant program comes from bond issues approved by the voters of the State of Maine. The Program Administrator develops a priority list based on information from the Department of Marine Resources, DEP staff, local officials, shellfish committees, and other interest groups. Municipalities, Quasi-Municipal Corporations, County Commissioners and Individual Persons may be eligible to receive grant funds to eliminate overboard discharges. Municipal officials may act as the Applicant for the grant funds for all the licensed discharges scheduled to be eliminated within their jurisdiction. Individual owners of licensed overboard discharges scheduled to be removed can also act as the Applicant for grant funds. Owners of existing licensed overboard discharges in high priority areas will be notified by the DEP that they are eligible for grant funds to replace their existing system with a subsurface system in compliance with the Maine State Plumbing Code or to connect to a public sewer system. A year-round residential overboard discharge will receive a grant of 90% of the project costs, a commercial overboard discharge will receive a grant of 50%, and a seasonal residential overboard discharge will receive a grant for 25% of the project costs. Project costs include engineering and construction costs.

### ***Maine State Revolving Loan Fund (SRF)***

The SRF provides low interest loans to municipalities and quasi-municipal corporations such as sanitary districts for construction of wastewater facilities. The SRF is funded by a combination of federal capitalization grant and state bond issue funds equal to 20% of the federal grant. State bond issues are approved by the voters in the State of Maine. The Maine Municipal Bond Bank (MMBB) is the financial manager for the SRF program. The MMBB combines federal and state funds with MMBB bond funds to create attractive interest rates; 2% below the market rate.



The DEP Division of Engineering and Technical Assistance (DETA) administer the technical aspects of the program and the projects funded by it. The primary purpose of the fund is to acquire, plan, design, construct, enlarge, repair and/or improve publicly-owned sewage collection systems, intercepting sewers, pumping stations, and wastewater treatment plants. The long-term goal of the SRF is to establish a self-sufficient loan program that will maintain and improve Maine's inventory of municipal sewage facilities in perpetuity. This will ensure preservation of the water quality gains that were realized by the initial construction of them.

State law also gives the DEP flexibility, through the related Construction Grant Program, to use bond issue funds with other sources of funding to provide affordable financing of municipal and quasi-municipal wastewater facilities. The Board of Environmental Protection has established a goal for residential users of 2% of the Medium Household Income (MHI). The DEP attempts to reach this goal by combining grant funds, SRF loan funds, and other sources of funds such as Community Development Block Grants, Rural Development loans and grants, and grants or loans from the Economic Development Administration.

State participation is limited to 80% of the project costs for wastewater treatment facilities, interceptor systems and outfalls. The word "expense" does not include costs relating to land acquisition or debt service, unless allowed under federal statutes and regulations. The commissioner is also authorized to grant an amount not to exceed 25% for preliminary planning or design of a pollution abatement program.

### *Surface Water Protection Projects*

Maine has thousands of surface water bodies such as lakes, ponds, rivers, streams, and coastal waters within its boundaries. Many of them are adjacent to or near highways. To help reduce pollution and other damage from those highways, the Maine Department of Transportation has created a Surface Water Quality Protection Program (SWQPP). This program is funded under the Surface Transportation Program (STP), which is part of the federal Transportation Equity Act for the 21st Century (TEA-21) of 1998.

The funding can be used on what MaineDOT refers to as arterial, major and minor collector highways, which include most of the major highways in Maine. The SWQPP has two purposes. First, to identify potential project locations where surface water quality is being adversely impacted by runoff from highways, and, second, to select and prioritize potential pollution elimination projects for funding under this program.

Working with the Department of Environmental Protection, MaineDOT has developed a list of thirteen criteria for evaluating potential projects. That list includes requirements that work funded under this program not involve non-MaineDOT property unless it is essential to eliminating runoff pollution, that projects consist of actions not included in normal routine highway maintenance or construction activities, and that high priority be given to projects which are actively supported by the municipality, local environmental groups, conservation commissions, planning boards, soil and water conservation districts and similar groups.

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Nominated projects are screened, selected and prioritized by a team of representatives from MaineDOT, the Maine Department of Environmental Protection and the Federal Highway Administration. While there is no deadline for applications to be considered, they will be reviewed and selected in the order in which they are received, so the earliest submissions will have an advantage.

#### ***Nonpoint Source Water Pollution Control Grants ("319")***

The primary objective of NPS projects is to prevent or reduce nonpoint source pollutant loadings entering water resources so that beneficial uses of the water resources are maintained or restored. Maine public organizations such as state agencies, soil and water conservation districts, regional planning agencies, watershed districts, municipalities, and nonprofit (501(c)(3)) organizations are eligible to receive NPS grants.

This program invites proposals for the following three types of NPS projects:

*NPS Watershed Project:* This project is designed so that Best Managing Practices (BMPs) are implemented in a manner that leads to a significant reduction in NPS pollutant load to a waterbody. The load reduction is intended to restore or protect water quality.

*NPS Watershed Survey:* This project focuses on finding, describing, and prioritizing NPS pollution sources in a watershed, and recommends BMPs for correcting identified pollution sources.

*Watershed Management Plan Development:* This project is to develop and produce a locally supported "Watershed Management Plan." The plan is intended to be a comprehensive plan of action to prompt use of BMPs to prevent or abate NPS pollution sources within a watershed or sub-watershed.

### **CRITICAL NATURAL RESOURCES**

#### ***WILDLIFE HABITATS***

Conserving an array of habitats and their associated wildlife species helps in maintaining biological diversity and ensuring that wildlife and human populations remain healthy. To feed and reproduce, wildlife relies on a variety of food, cover, water and space. Development often has a negative impact, resulting in the loss of habitats and diversity, habitat fragmentation and loss of open space, and the loss of travel corridor.

The Growth Management Act encourages municipalities to develop a comprehensive growth management plan to guide their future development and specifically requires that each plan address important wildlife habitats. The Maine Department of Inland Fisheries and Wildlife (MDIFW) has identified, evaluated and mapped habitats of endangered or threatened wildlife species; which include deer wintering areas (DWAs) and waterfowl and wading bird habitats. The Growth Management Act encourages municipalities to consider critical natural resource locations in their comprehensive plans.

Please see Map I-11 at the end of this section for the location of Bowerbank's Critical Wildlife Habitats.

### ***Essential Wildlife Habitats***

Essential Wildlife Habitats are defined under the Maine Endangered Species Act as a habitat "currently or historically providing physical or biological features essential to the conservation of the species" as identified by Maine Department of Inland Fisheries and Wildlife, (MDIFW). The Maine Endangered Species Act is designed to protect threatened and endangered species.

### ***Bald Eagle Nest Sites***

Historically, Maine was home to hundreds of pairs of bald eagles nesting along undisturbed shorelines of the coast, lakes, and major rivers. However, largely due to DDT contamination, eagle populations declined so drastically that they were listed as an Endangered Species in 1978. As DDT residues in the environment dropped, bald eagles began to recover in Maine. Increasing losses of undisturbed nesting sites during the late 1980s, however, threatened further population growth and recovery of the species. Adequate numbers of young eagles must be produced from Maine's traditional eagle nesting sites if the population is to achieve a lasting recovery from Endangered or Threatened status. Loss of undisturbed nesting sites is now the greatest danger to Maine's eagle population. For this reason, designation of nest sites as essential habitat plays an important role in the recovery of Maine's bald eagle population.

State agencies and municipalities cannot permit, license, fund, or carry out projects which will significantly alter an Essential Habitat or violate protection guidelines adopted for the habitat. Concerns for Endangered and Threatened Species should be addressed during preliminary planning and existing municipal review procedures. The Department of Inland Fisheries and Wildlife offers guidance to municipalities when wildlife concerns are being addressed in comprehensive plans and town ordinances.

There are currently no known Bald Eagle Nest sites, registered by IF&W within the Town of Bowerbank.

### ***Rare and Exemplary Botanical Features***

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

and unique botanical features include the habitat of rare, threatened, or endangered plant species and unique or exemplary natural communities. These features are ranged in four different ways: State Rarity (determined by the Maine Natural Areas Program), Global Rarity (determined by The Nature Conservancy), State Legal Status (according to 5 M.R.S.A. § 13076-13079) and Federal Status.

Features that have been identified in the past, but have not been seen, or field-verified, within the past 20 years are considered as historic rare, threatened or endangered plants. Because these areas have not been field verified there is no information available by which to map these areas.

According to Maine Department of Conservation, Bowerbank does not have any listed rare or exemplary botanical features.

### ***Significant Wildlife Habitat***

Significant Wildlife habitats, as defined in the Natural Resources Protection Act (NRPA), are illustrated on Map 1-11 titled "Critical Habitat" at the end of this section. The value of Bowerbank's 2 large deer wintering areas (DWA) are indeterminate. Within Bowerbank there are 23 waterfowl and wading bird habitats (WWH), including nesting and feeding areas. The WWH in Bowerbank are value is indeterminate, and they are scattered throughout the community.

As of 2005, there is no known listing of nesting, feeding, and staging areas and habitat for State or Federally listed endangered or threatened species located in Bowerbank.

### ***Inland Wading Bird and Waterfowl Habitats***

Waterfowl and Wading Birds occupy areas of Maine for all or a portion of the year so it is necessary that efforts be taken to conserve their habitats. Populations of migratory waterfowl and wading birds in tidal habitats are surveyed annually by MDIFW biologists for various purposes. Nesting colonies are visited to determine presence or absence of birds, estimate numbers of breeding pairs, and evaluate condition of habitat. Populations for most species are either increasing or within the range of recently observed estimates. Nationwide waterfowl harvests have been declining since 1978, this has been partly by design as regulations have become more restrictive, but it also reflects declining hunter numbers and lower populations of some species. Map 1-11 shows the locations of Bowerbank's wading birds and waterfowl habitat.

### ***Deer Wintering Areas***

In early winter, deer normally migrate to preferred wintering habitat, in some cases more than 20 miles from summer range. Without the protection of wintering habitat, deer are particularly vulnerable to severe winter weather and predators. It is essential to maintain sufficient amounts of high-quality wintering habitat in order to minimize the effects of severe winters, reduce deer losses during normal winters, and provide for a more sustainable population of deer to be enjoyed by all of Maine's people.

Because deer in Maine exist near the northern limit of the species' range, abnormally severe winters will inevitably cause periodic declines in deer abundance. In nearly all parts of Maine, deer populations are normally kept well below the capacity of the habitat to support deer. This ensures that deer remain productive, that they have access to high quality forages, and that they achieve near-optimum body size and condition prior to winter. MDIFW encourages landowners to develop a management plan for their lands to provide optimal winter and summer habitat for deer. MDIFW's has identified DWAs to ensure that town governments adequately address the protection of special habitats, such as deer wintering areas, at the town-level during the comprehensive planning process. Bowerbank has a number of MDIFW identified deer wintering areas that are shown on Map I-11 "Critical Habitat"

### ***MARINE RESOURCES***

Bowerbank is not a coastal community and does not contain any marine resources.



## **NATURAL RESOURCE PROTECTION MEASURES**

### ***The Natural Resources Protection Act (NRPA)***

The Natural Resources Protection Act (NRPA) establishes a permit review process designed to provide protection of natural resources of statewide importance. The Act applies to the following protected natural resources: coastal wetlands and sand dunes; freshwater wetlands; great ponds; rivers, streams and brooks; fragile mountain areas; and significant wildlife habitat. The NRPA recognizes the significance of these natural resources to the State, in terms of their recreational, historical, and environmental value to present and future generations. The NRPA's intent is to prevent any unreasonable impact to, degradation of or destruction of the resources and to encourage their protection or enhancement.

### ***Resource Conservation and Development Program***

The Resource Conservation and Development Program (RC&D) encourages and improves the capability of civic leaders in designated RC&D areas to plan and carry out projects for resource conservation and community development. Program objectives focus on "quality of life" improvements achieved through natural resources conservation and community development. Such activities lead to sustainable communities, prudent land use, and the sound management and conservation of natural resources.

### ***Wetlands Reserve Program***

The Wetlands Reserve Program is a voluntary program that provides technical and financial assistance to eligible landowners to address wetland, wildlife habitat, soil, water, and related natural resource concerns on private land in an environmentally beneficial and cost-effective manner. The program provides an opportunity for landowners to receive financial incentives to enhance wetlands in exchange for retiring marginal land from agriculture.

### ***Wildlife Habitat Incentives Program***

The Wildlife Habitat Incentives Program (WHIP) is a voluntary program that encourages creation of high quality wildlife habitats that support wildlife populations of National, State, Tribal, and local significance. Through WHIP, NRCS provides technical and financial assistance to landowners and others to develop upland, wetland, riparian, and aquatic habitat areas on their property.

### ***The Mandatory Shoreland Zoning, Subdivision Control Law***

State legislation sets forth certain land use criteria for agricultural and forestry activities in shore land areas and proposed subdivisions.



## **POLICIES AND IMPLEMENTATION STRATEGIES**

In order to protect and preserve the quality of the state's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas; in order to protect the state's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shore lands, scenic vistas, and unique natural areas; from incompatible development and in order to promote access to use of the State of Maine's as well as Bowerbank's Natural Resources, the following policies will be implemented:

- 1. Policy:** The town will continue to ensure high quality ground and surface water and will strive to protect its regional water resources.  
**Strategies:** To achieve a regional goal of protecting Bowerbank's interest in its water resources, in the future, the town will exchange copies of Bowerbank's land use ordinances with its abutting communities. The Selectmen shall notify the adjoining municipality when a development is proposed adjacent to that town line or shared resource. Bowerbank's Planning Board along with neighboring planning boards, will work regionally protect the shared resources by developing regional resource protection standards. Once these standards are established, they may be incorporated into the local land use ordinance and shoreland zoning regulations, as appropriate. Once adopted, the planning boards will monitor their effectiveness. The town has adopted Shoreland Zoning Regulations and will continue to update these regulations to protect the water resources within the borders of Bowerbank.  
**Time Frame:** Immediate  
**Responsible Agent:** Planning Board and Selectpersons.
- 2. Policy:** The town will restrict development within identified floodplain areas.  
**Strategies:** Any future land use ordinance will contain performance standards that will reduce development activities that would increase the potential for flooding, diminish water quality or threaten public safety. In an effort to prevent inappropriate development in natural hazard areas, specifically the identified flood areas, the Town will work in conjunction with the State Planning Office to create a Floodplain Management Ordinance and the town will also investigate ways to continue its participation in the County-wide Natural Hazard Mitigation Plan.  
**Time Frame:** Short Term  
**Responsible Agent:** Planning Board, Voters, and Selectpersons.
- 3. Policy:** The town will continue to update and conform to the minimum standards for the protection of natural resources, as determined by the state and federal government.  
**Strategies:** The town will continue to enforce the Shoreland Zoning Ordinance. The town will also conduct reviews of the Shoreland Zoning Ordinance and any future land use ordinance, to ensure compliance with minimum state requirements.  
**Time Frame:** Immediate  
**Responsible Agent:** Selectpersons, Voters and Planning Board.

**4. Policy:** The town will continue to protect and preserve natural resources and will ensure that significant environmental resources are taken into account, as per MSRA, during the development review process.

**Strategies:** Any future land use ordinance will include performance standards to protect waterfowl and wading bird habitats and other essential habitats. Development proposals reviewed by the Planning Board shall include information regarding any on-site or adjacent deer wintering areas, waterfowl and wading bird habitats or endangered species essential habitat and an impact assessment as part of the application.

**Time Frame:** Short Term

**Responsible Agent:** Planning Board and Selectpersons.

**5. Policy:** The town will encourage environmentally correct practices.

**Strategies:** The town will encourage forest and agricultural management practices that do not have a negative impact on forestland, residential and recreational areas, and other important natural resources. This will be accomplished through public educational materials, such as MDEP's Best Management Practices that shall be made available at the town hall.

**Time Frame:** Immediate

**Responsible Agent:** Selectpersons and Planning Board.

**6. Policy:** The town will evaluate and consider the benefits of landowner participation in the Farm and Open Space Tax Law and in the Tree Growth Tax Law Programs.

**Strategies:** The town will develop and distribute promotional materials to provide residents and property owner's information on conservation and tax incentive programs such as the Farm and Open Space and Tree Growth Tax Law programs. These efforts combined with; erosion and sedimentation control, phosphorous loading, and related performance standards in any future land use ordinance shall:

- 1: Monitor and evaluate growth within the community and its effect upon the natural resources of the community.
- 2: Encourage compatibility of uses for agricultural and forest lands with nearby development.

**Time Frame:** On-going

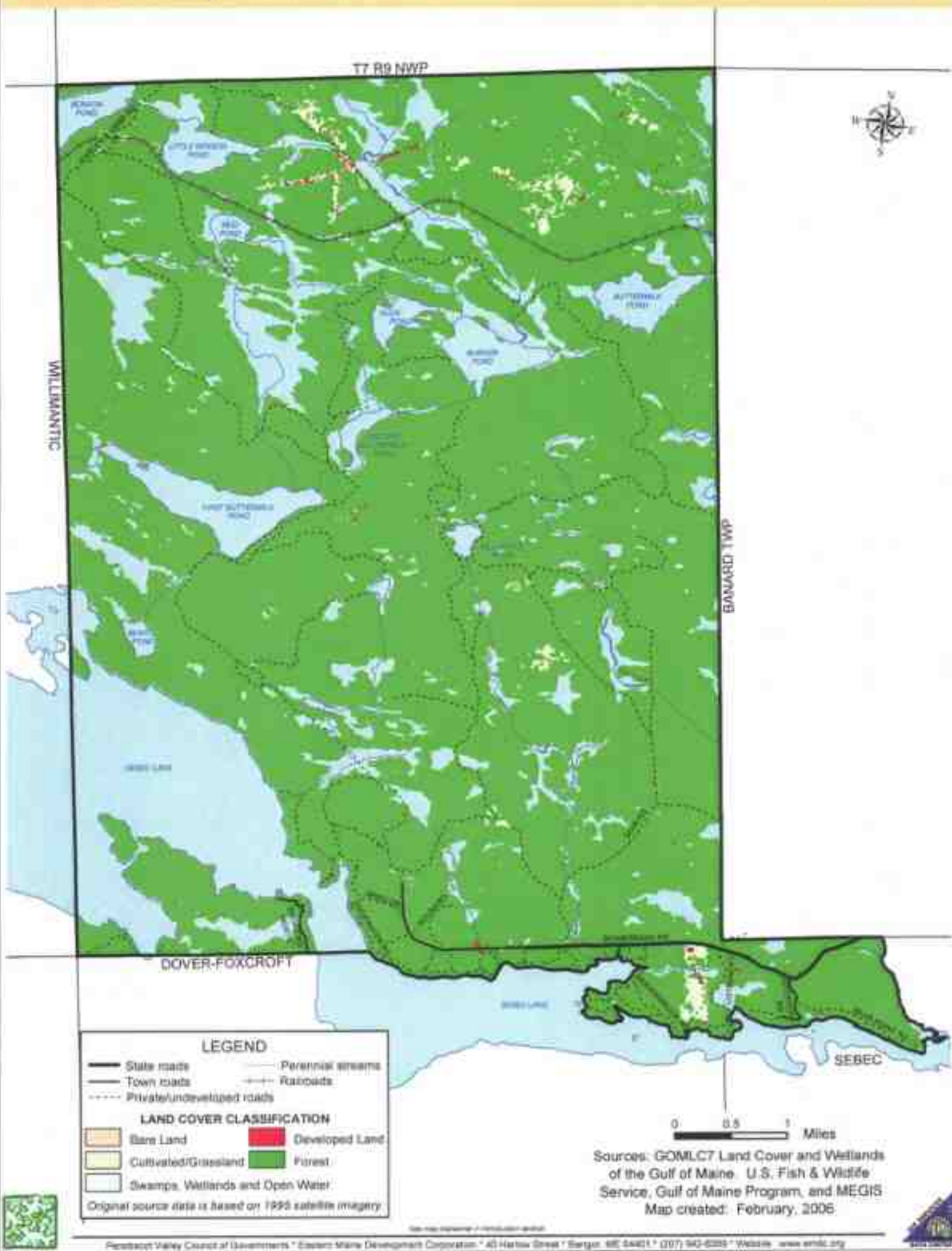
**Responsible Agent:** Planning Board, Code Enforcement Officer, and Selectpersons

7. **Policy:** The town of Bowerbank recognizes the economic and environmental importance of a well managed watershed program for the protection of water quality and maintaining consistent water levels and will foster communication between all stakeholders in maintaining the health and welfare of the water body for environmental, recreational and business purposes.

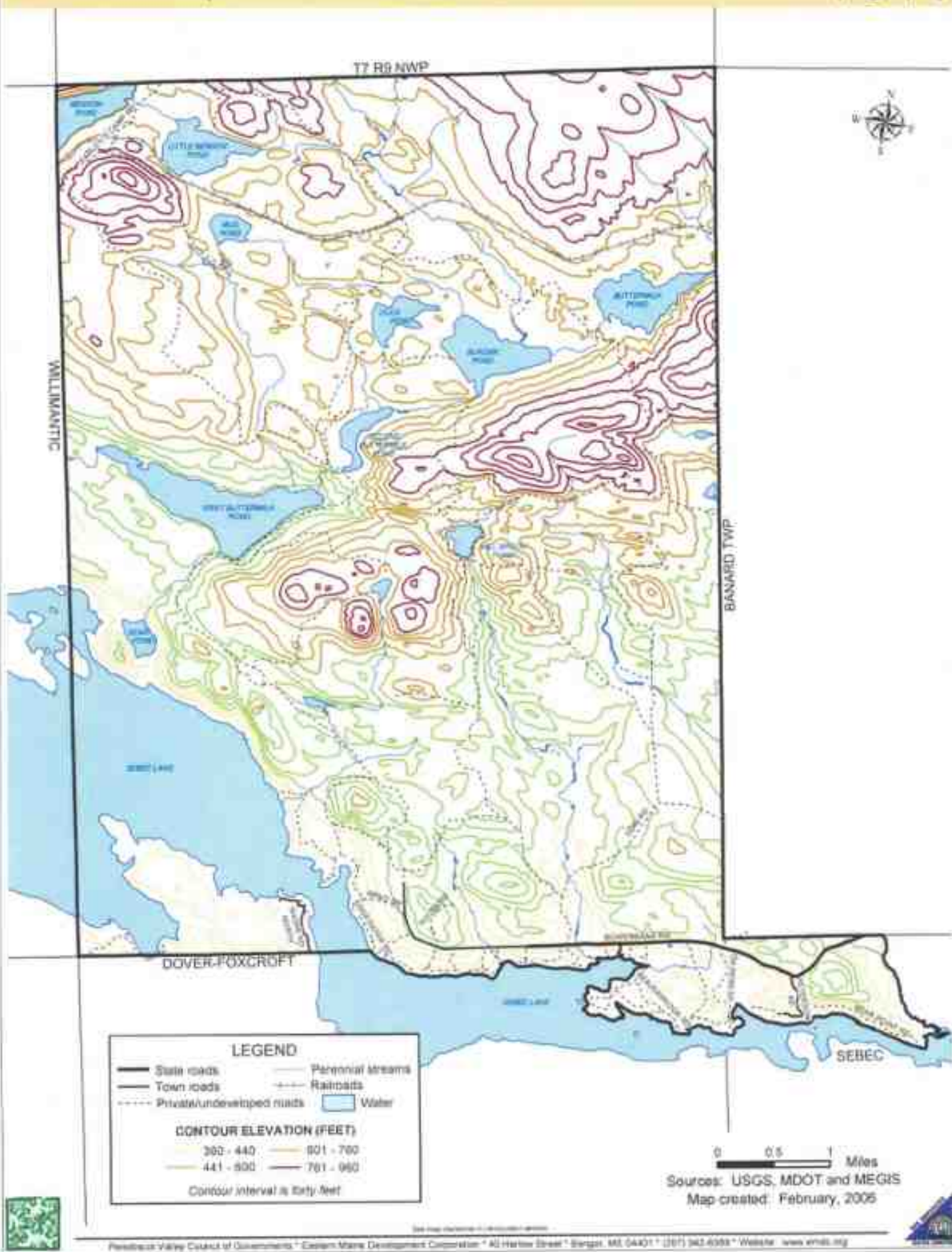
**Strategies:** The town of Bowerbank will engage in conversation the appropriate stakeholders, including but not limited to, the town of Sebec, the town of Dover-Foxcroft, the town of Guilford, the town of Willimantic, Piscataquis County, the Sebec Lake Association, and the owner of the dam at the head of the lake. This evolution of dialogue between appropriate parties will attempt to evolve a harmonious relationship between all effected parties in the interest of economic and environmental well being of the region.

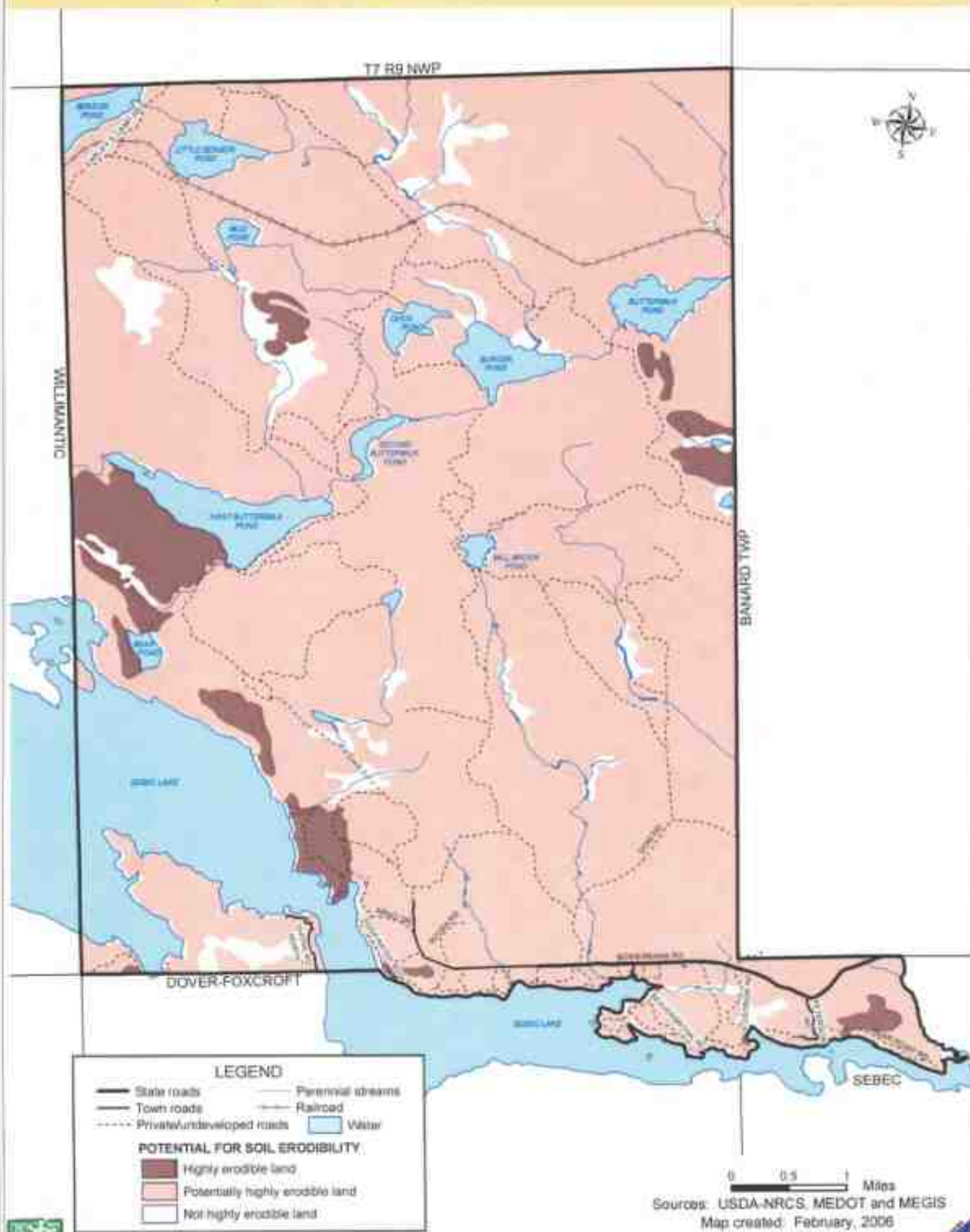
**Time Frame:** Immediate

**Responsible Agent:** Selectpersons and Planning Board.

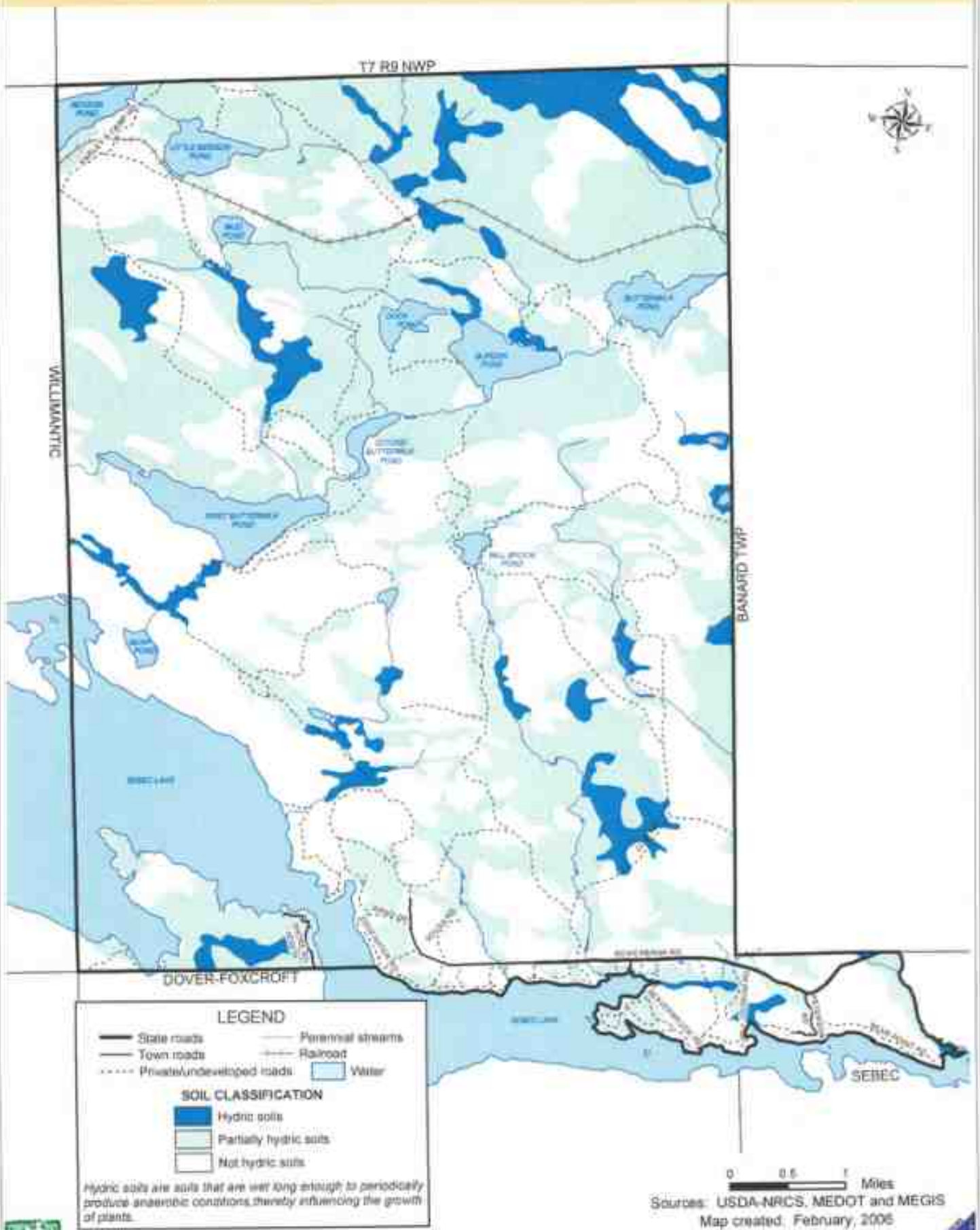


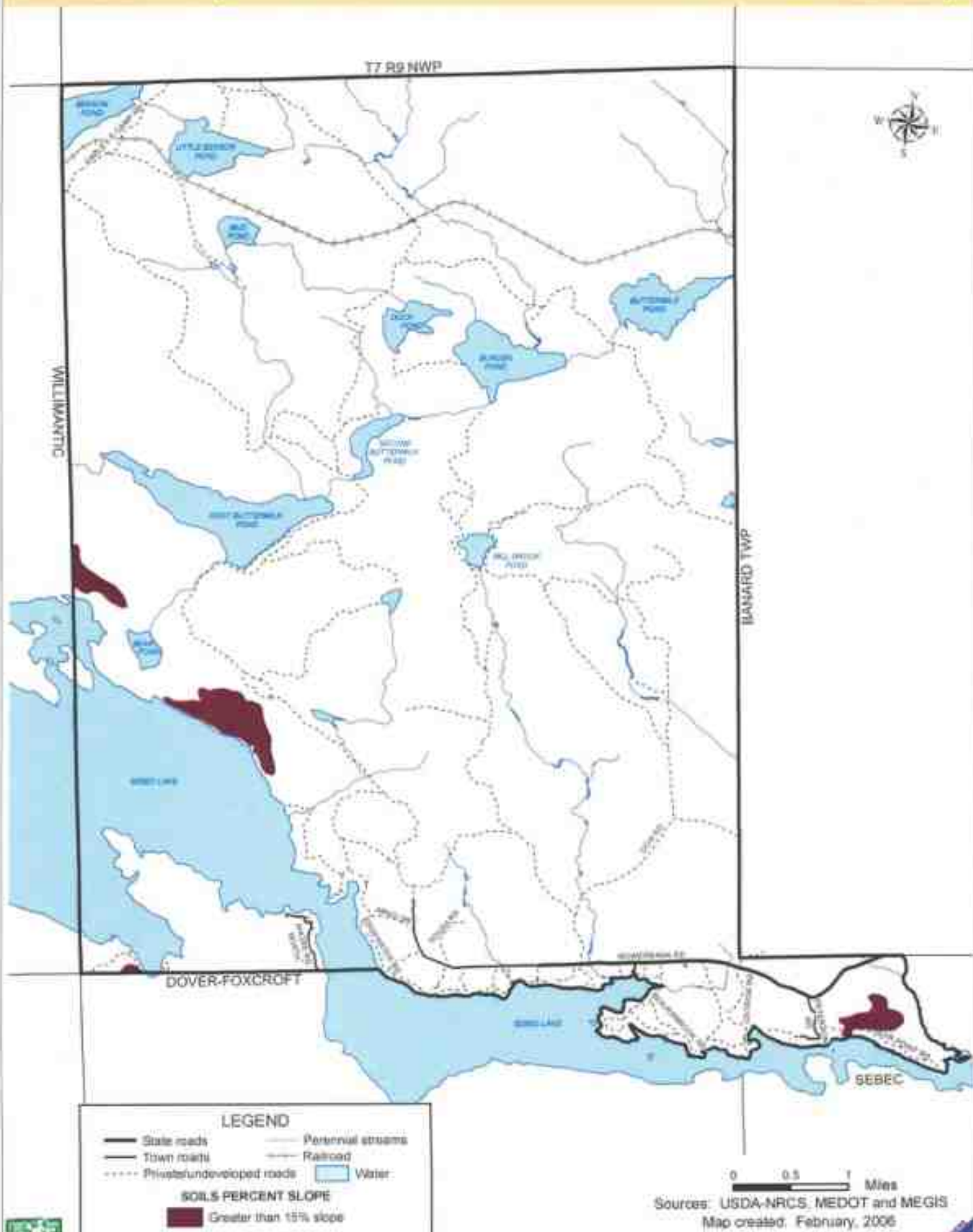






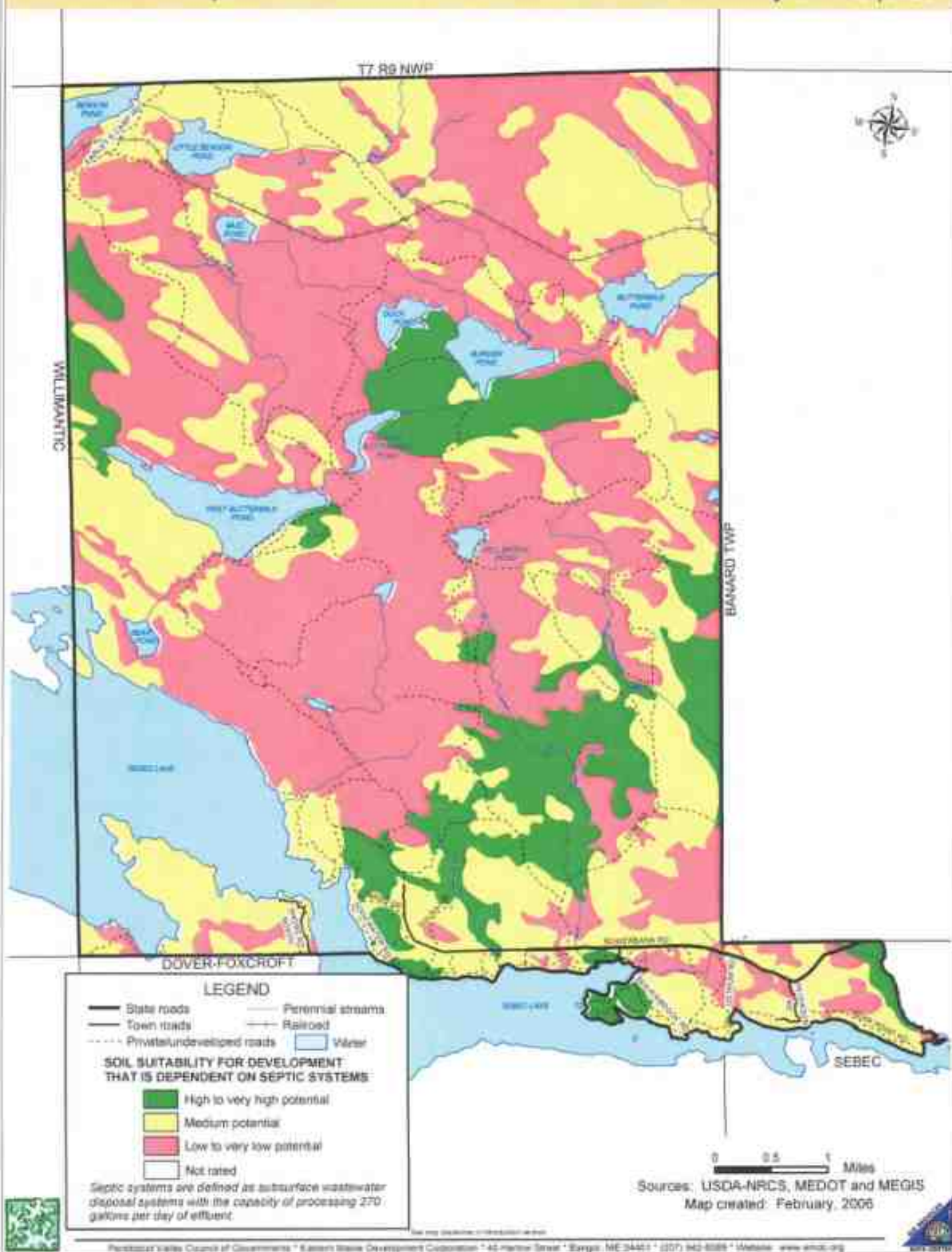


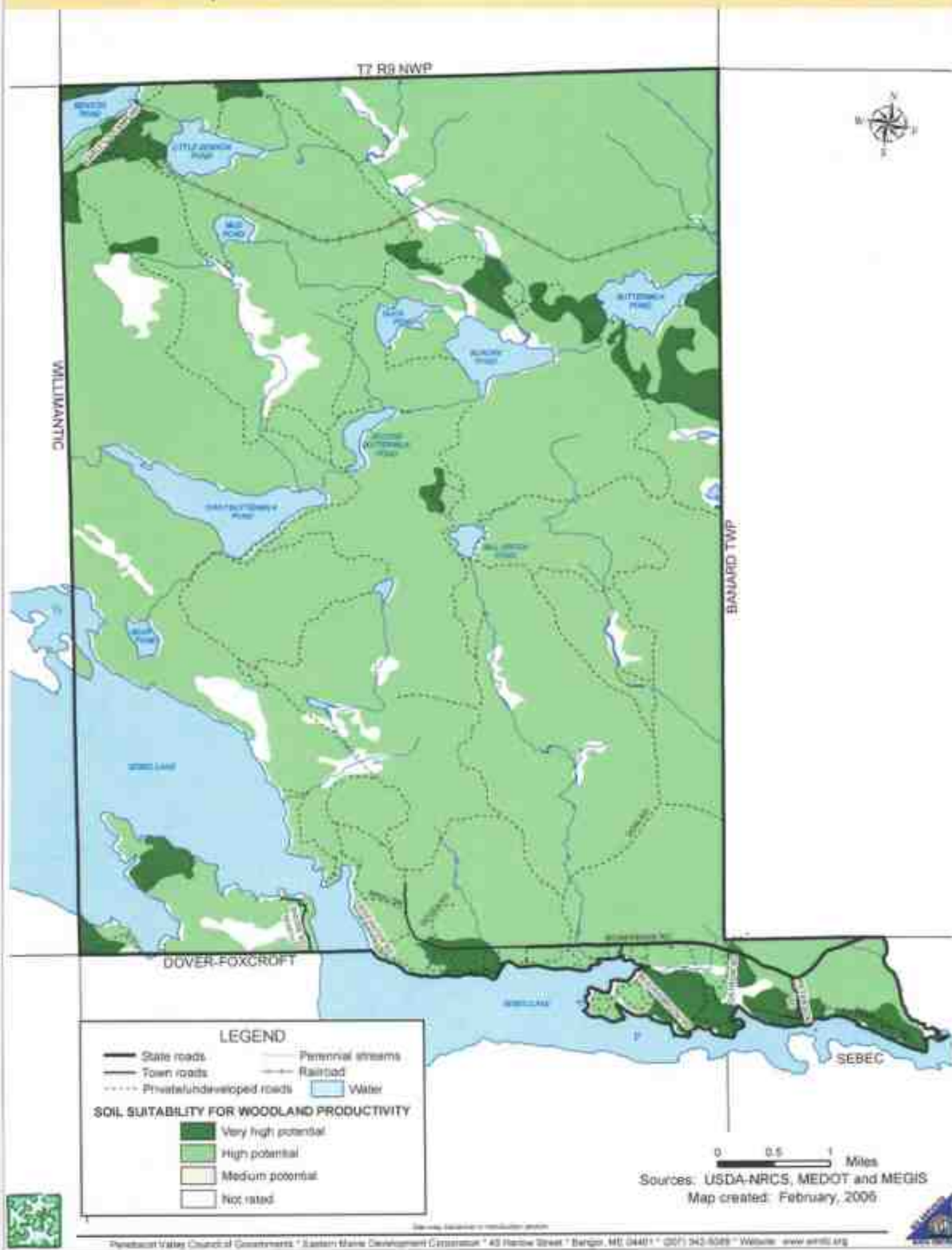




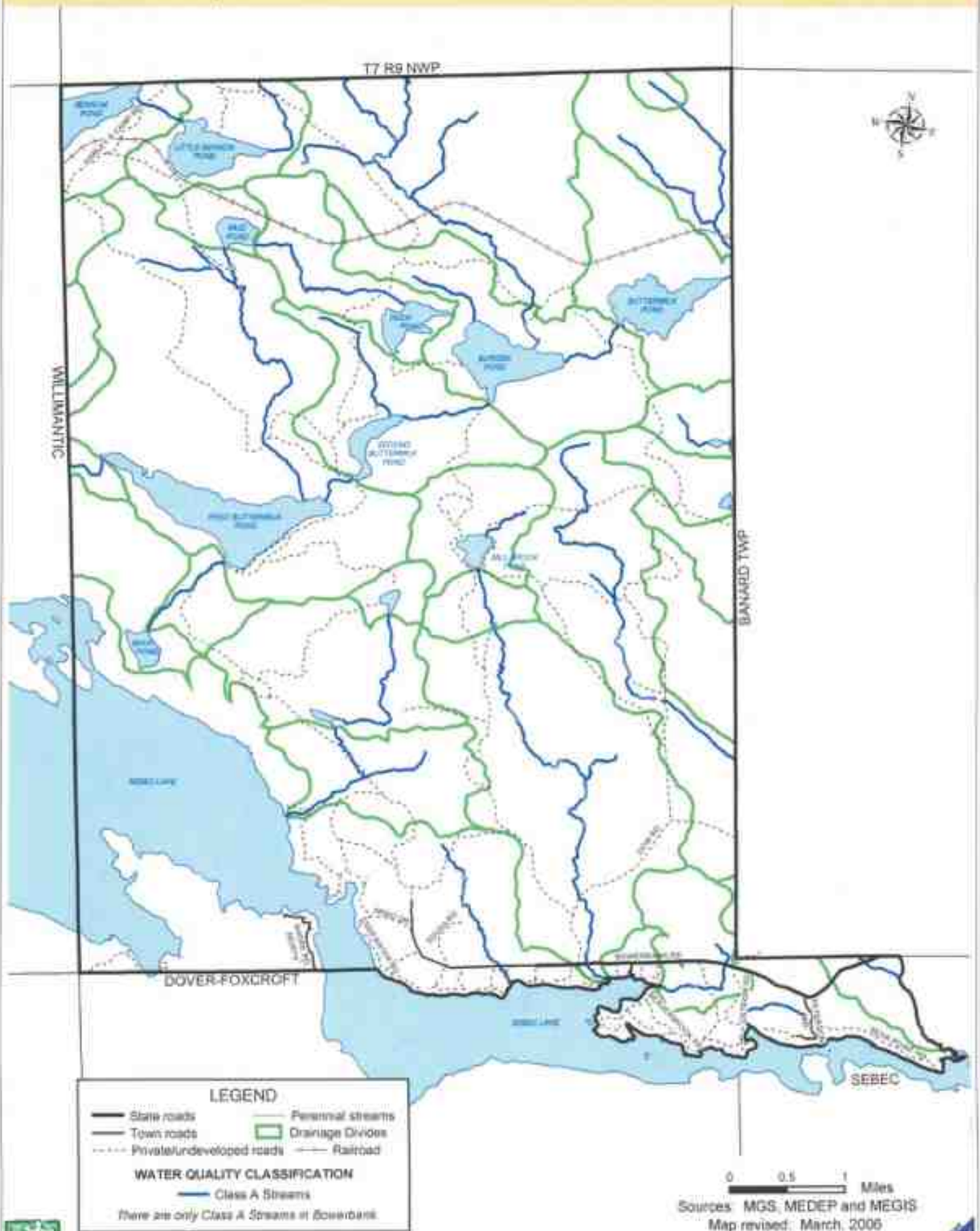


# Bowerbank Comprehensive Plan Soil Potential for Low Density Development

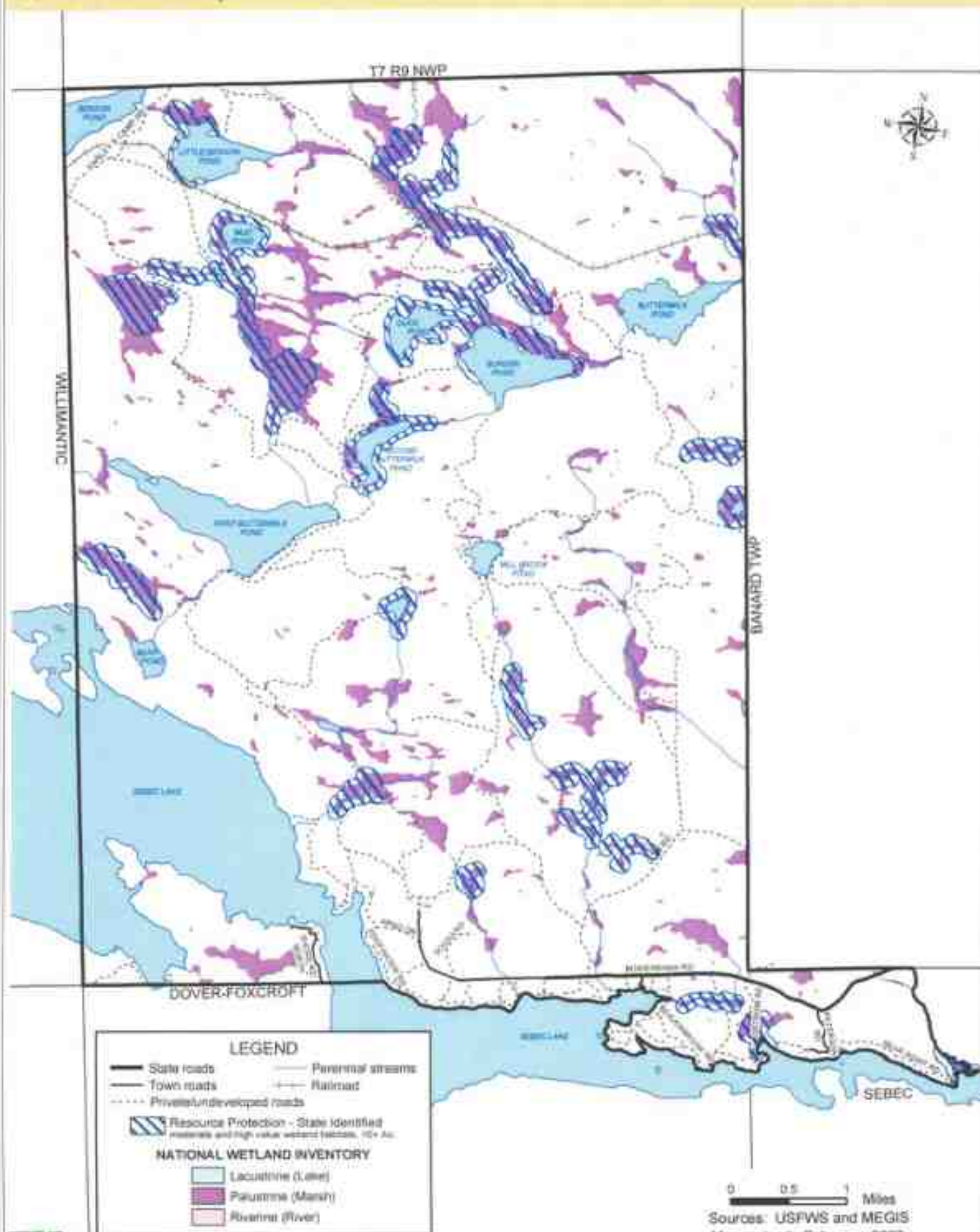












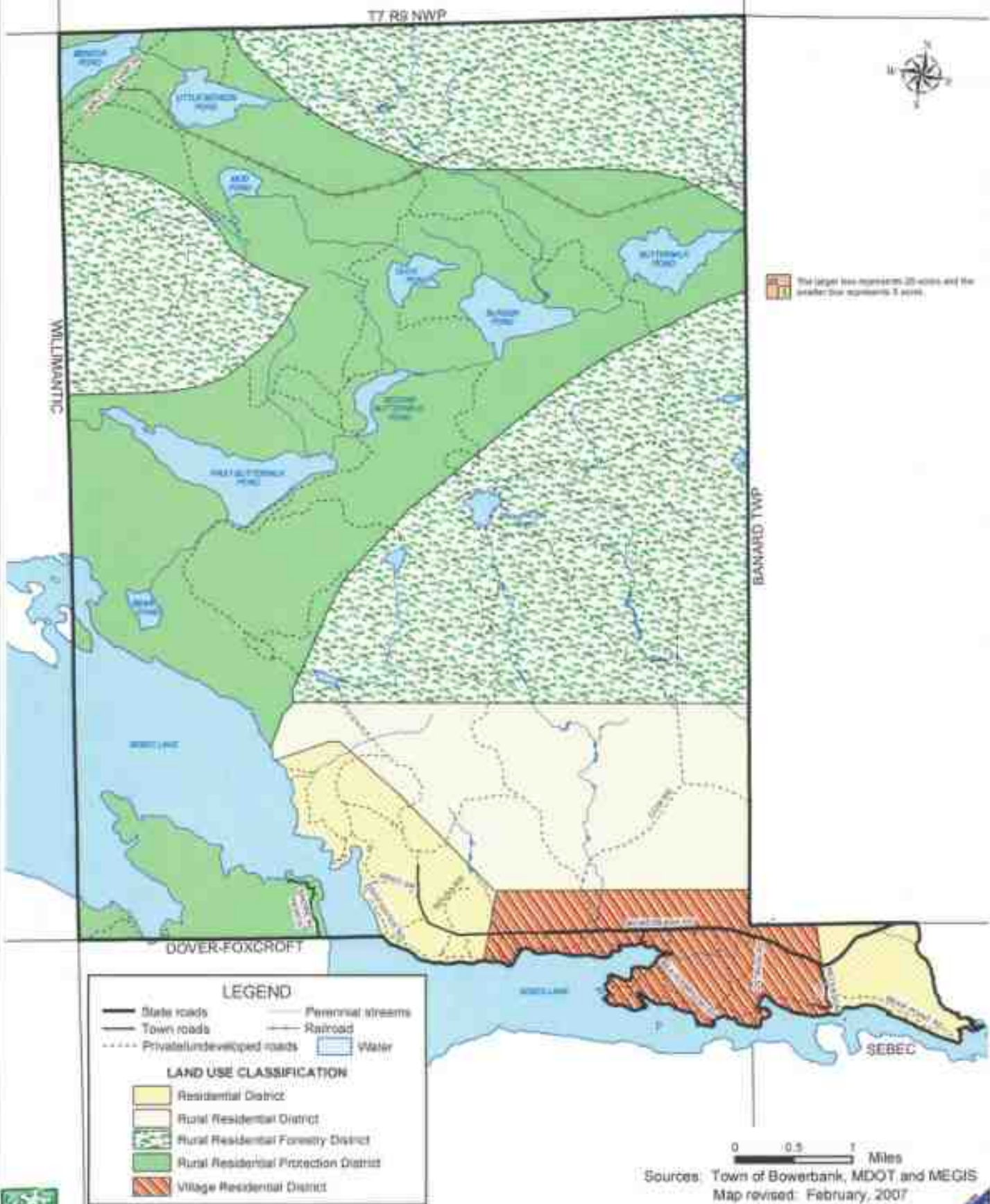














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**STATE GOAL**

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

**INTRODUCTION**

The primary funding source for municipal government is through property tax revenues. In order for a municipality to maintain a consistent mil rate from year to year, town government must operate in a manner that is fiscally responsible. Large fluctuations in the tax rate can cause public outcry and can also discourage economic development. Stable municipal finances are the fundamental responsibility of town government, although the priorities of the town can change from one election year to another. It is important for Bowerbank to diligently handle all yearly expenditures while concurrently planning for the town's long-term objectives. As is the case with any business, the physical assets of Bowerbank must be properly maintained through capital reserve accounts to protect the town's continued economic health. Therefore, municipal officials need sufficient knowledge of the town's financial picture to make informed decisions and to assure the voters and taxpayers that the town's money is being handled in a secure, honest and responsible way.

Bowerbank operates with a town meeting/ selectmen form of government. At the annual town meeting, attending residents determine what expenditures to approve. One difficult aspect of this form of government is that as attendance changes from year to year, so may the focus of the expenditures; therefore, it is sometimes difficult for the community to follow a capital improvement plan.

The majority of the financial information for this section was extracted from town reports, Auditors reports or obtained from the local assessing office or from the selectmen.

The Planning Board, the Comprehensive Planning Committee and the town of Bowerbank owe a great deal of appreciation to the selectmen, and the many volunteers within the community. The contributions of Selectman James Gustafson and his knowledge and dedication to town government made this section possible. Without Mr. Gustafson's assistance and knowledge of the complex inter-workings of the financial capabilities of the community, this committee would not have been able to fully understand and plan for the financial future of our community.

Thank you, from the bottom of our hearts.

## VALUATIONS

A municipality's ability to generate revenue is based primarily on its assessed property valuation. The greater the valuation, the lower the tax rate needed to raise a given sum of money. Municipalities such as Bowerbank, as well as the State track property valuation. The town's primary revenue source is through the taxation of real property. These taxes are assessed to local property owners according to the fair market value of their property. This assessment is known as the municipal or town valuation and is determined by the local tax assessor or in Bowerbank's case an Assessor's agent.

In 2005, the town's top five taxpayers in order from highest to lowest were:

Name	Assessed Value	Tax Amount
1. Plum Creek Maine	\$ 2,630,275	\$ 11,047
2. Crawford & Son Land	\$ 676,804	\$ 2,843
3. Gustafson, Dorothy, Trust	\$ 643,079	\$ 2,646
4. Pride, Robert & Ellen	\$ 500,802	\$ 2,103
5. Canoodlin Group, LLC	\$ 450,320	\$ 1,891

State law provides for tax exemptions for certain types of property, such as: charitable and benevolent, religious, literary and scientific, and governmental. Generally, the previously mentioned properties would be totally non-taxable by exemption. However, Partial exemptions also exist for veterans of foreign wars or their widows that have not re-married; individuals who are legally blind and homestead exemptions for the homeowner's primary residence. The state does provide some reimbursement to the municipalities for veteran and homestead exemptions.

## STATE VALUATION

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

According to the assessor's records, the town hasn't had a total town-wide revaluation in at least the last 20 years. A revaluation of shore land was done in 2003. The town's current state certified assessment ratio is 91% of market value. The state indicates that a town should be revalued at least once in every 10-year period. However, they also indicate that a revaluation must be preformed if and when the assessment ratio falls below 70% of market value. According to the town report, Bowerbank's total real taxable valuation was \$28,736,543 in 2000 and has risen to \$ 53,451,645 for 2006.

*Town of Bowerbank, Municipal and State Assessed Values and Tax Rates* can be found in Table J-1. The table shows the municipal and state valuations from 2000-2005 along with the tax rate for each of those years.

Table J-1

Town of Bowerbank Assessed Values			
FISCAL YEAR	MUNICIPAL VALUATION	STATE VALUATION	% DIFFERENCE (municipal-State)/State Valuation
2000	\$28,736,543	\$27,400,000	4.9%
2001	\$29,838,261	\$27,300,000	9.3%
2002	\$30,994,118	\$29,850,000	3.8%
2003	\$38,839,351	\$32,650,000	19.0%
2004	\$44,008,029	\$36,600,000	20.2%
2005	\$46,720,993	\$40,350,000	15.8%
2006	\$53,451,188	\$51,100,000	4.6%
CHANGE FROM 2000-2006	\$24,714,645	\$23,700,000	4.3%

The difference between the amount that is actually committed to the collector and the total appropriation is called overlay. Overlay is commonly used to pay any tax abatements that are granted during that tax year. Any overlay that remains at the end of the year is usually placed into the general fund. The overlay cannot exceed 5% of the total appropriations. Since the mil rate is a direct result of a mathematical calculation, fluctuations in this rate will occur from year to year if there is a change in the total valuation or the net commitment.

## MIL RATE

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

Table J-2: "*Mil Rate Breakdown by Year*", below shows the breakdown of fiscal responsibilities in terms of the mil rate for the town, the school system and the county. From 2001-2007 the Mil rate decreased from 4.93 to 2.8. The Municipal portion of the Mil Rate decreased by 2.267 mils while the County portion increased by .117 mils.

Table J-2

Mil Rate Breakdown	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007
Total Mil Rate	4.93	4.70	3.70	3.62	4.20	2.80
Municipal Mil Rate	3.52	3.464	2.322	2.369	2.602	1.401
County Mil Rate	1.409	1.466	1.378	1.251	1.598	1.399

Each year, Maine Revenue Services determines the full equalized value of each municipality and subsequently calculates its full value tax rate.

Full value tax rates are calculated to facilitate equitable comparisons between communities.

Table J-3 below shows the comparison of full equalized value mil rates for municipalities within Piscataquis County from 1999 to 2003. State Full Equalized Value Municipal Mil rates have not been published and are not readily available for 2004-2006 so town published municipal mil rates are used.

Table J-3

Piscataquis County Comparison Municipal Mil Rates 1999-2006								
Municipality	State Valuation	Municipal Mil Rate		Full Value Tax Rate				
	2006	2005	2004	2003	2002	2001	2000	1999
Abbot	\$51,950,000	14.60	13.00	11.30	11.92	12.23	10.39	11.95
Atkinson	\$16,200,000	18.40	19.00	17.77	18.16	17.88	18.20	21.29
Beaver Cove	\$53,900,000	5.30	5.40	4.10	5.01	5.61	4.62	3.24
Bowerbank	\$51,100,000	3.62	3.70	3.56	3.97	4.54	4.89	4.34
Brownville	\$39,000,000	22.90	23.28	21.83	23.57	22.43	22.25	21.72
Dover-Foxcroft	\$222,150,000	19.86	19.86	17.91	17.94	17.02	17.92	18.36
Greenville	\$237,200,000	19.70	19.70	15.62	17.12	17.08	19.02	17.98
Guilford	\$128,200,000	15.50	15.64	14.42	13.91	13.92	13.28	13.43
Kingsbury Plantation	\$9,600,000	4.10	5.20	4.93	4.74	4.96	4.85	4.50
Lake View Plantation	\$70,350,000	4.65	4.30	3.63	3.13	2.22	2.02	2.50
Medford	\$13,000,000	17.50	19.00	19.06	24.25	21.06	19.28	18.01
Milo	\$71,900,000	24.40	24.85	24.30	25.32	25.40	22.82	23.50
Monmon	\$50,100,000	17.50	17.00	16.04	15.50	16.19	16.83	15.87
Parkman	\$37,800,000	15.00	15.00	14.30	15.52	15.79	14.59	16.01
Sangerville	\$60,900,000	15.70	15.50	14.53	15.08	14.86	14.83	15.81
Sebec	\$53,500,000	12.00	11.70	9.63	11.91	11.70	11.01	10.61
Shirley	\$19,600,000	18.20	16.40	12.70	14.33	16.24	13.21	13.41
Wellington	\$15,000,000	14.65	14.50	14.39	14.67	14.80	14.88	15.77
Willimantic	\$40,650,000	6.35	9.25	7.30	8.88	7.36	9.62	8.30

## ASSESSOR'S REPORT

Each year as part of the mil rate calculation, the town's assessor completes a Tax Rate Calculation form. The form lists the assessed property valuation (both real and personal) within the town, the expenditures and the allowable deductions such as State Municipal Revenue Sharing and other revenues. The Table J-4 **Total Community Assessments** found on the following page shows this information for the past six years.



Table J-4  
Total Community Assessments

Valuation	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007
Assessed Land Value	19,127,844	19,221,194	26,497,163	30,215,950	31,443,090	37,463,950
Assessed Building Value	10,710,417	11,519,924	12,133,561	13,847,079	15,277,903	15,987,238
Total Taxable Valuation	29,838,261	30,741,118	38,630,724	43,806,029	46,720,993	53,451,188
Assessments						
County Tax	42,042	45,074	53,220	58,450	74,637	74,793
Municipal Appropriation	50,103	54,336	60,680	74,967	72,817	67,038
School/Educational Appropriations	70,236	62,290	47,765	45,575	68,868	20,721
Overlay	6,114	3,937	3,941	2,017	3,407	4,011
Total Assessments	168,495	165,637	165,606	181,009	219,729	166,563
Allowable Deductions						
State Municipal Revenue Sharing	1,200	1,200	2,400	2,700	2,400	2,700
Tree Growth and Park Fees	19,019	19,000	19,500	19,000	20,200	13,600
Total Deductions	20,219	20,200	21,900	21,700	22,600	16,300
Assessment for Commitment	148,276	145,437	143,706	159,309	197,129	150,263
Less Homestead Reimbursement	1,173	954	772	731	900	600
Net Assessment for Commitment	147,103	144,483	142,934	158,578	196,229	144,963
Mil Rate	4.93	4.70	3.70	3.62	4.20	2.80

## EXEMPTIONS

In many communities the number of exempt properties is increasing, which causes decreases in the municipal tax base. Since exemptions are established by statute, the town has virtually no choice but to grant the applicable exemptions. Often, in such a case as a real estate transfer to a tax-exempt organization, the town has little notice that the property will seek exempt status and then the town must deal with the impact on the upcoming budget. As the amount of these exemptions increases, it becomes very difficult for the community to maintain a constant tax rate.

Maine State law provides for tax exemptions for certain properties. Table J-5 lists exemptions reported by the Town of Bowerbank. Since exemptions are established by statute, the Town is required to grant all applicable exemptions. The State will reimburse the municipality for a portion of all exemptions or credits that were enacted after April 1, 1978. However, in many

communities the number of exempt properties is increasing which decreases the municipal tax base. If the amount of these exemptions is a significant percentage of a town's valuation or there are sudden increases in exempted properties, it becomes very difficult for the community to maintain a constant tax rate.

Bowenbank has 1 exempt property:

Table J-5

TOWN OF BOWENBANK						
REPORTED EXEMPTIONS						
	2006	2005	2004	2003	2002	2001
Peaks Kenny State Park	\$576,200	\$429,000	\$450,000	\$450,000	\$220,000	\$220,000

Source: Maine Revenue Service – Municipal Valuation Return Statistical Summary

In addition to the exemptions listed in the table above, the State of Maine provides property owners exemptions as an incentive to provide affordable lifestyles and preserve the rural character and maintain the natural beauty and habitat of our state. The Farm Tax Law, the Tree Growth Tax Law and the Homestead Exemption are outlined below.

### *Farm and Open Space Tax Law*

M.R.S.A Title 36 Chapter 105 Subchapter 10 defines the purpose of the Farm and Open Space Tax Law as "It is declared that it is in the public interest to encourage the preservation of farmland and open space land in order to maintain a readily available source of food and farm products close to the metropolitan areas of the State to conserve the State's natural resources and to provide for the welfare and happiness of the inhabitants of the State, that it is in the public interest to prevent the forced conversion of farmland and open space land to more intensive uses as the result of economic pressures caused by the assessment thereof for purposes of property taxation at values incompatible with their preservation as such farmland and open space land, and that the necessity in the public interest of the enactment of this subchapter is a matter of legislative determination."

This law allows for municipal assessors to adjust the 100% valuations per acre for farmland by whatever ratio or percentage of current just value is then being applied to other property within the municipality to obtain the assessed values. For any tax year, the classified farmland value must reflect only the current use value for farm or open space purposes and may not include any increment of value reflecting development pressure. Commencing April 1, 1978, land in the organized areas subject to taxation under this subchapter must be taxed at the property tax rate applicable to other property in the municipality, which rate must be applied to the assessed values so determined.

There are no parcels listed in the Farm and Open Space Program in Bowenbank.

### *Tree Growth Tax Law*

M.R.S.A Title 36 Chapter 105 Subchapter 2-A defines the purpose of the Tree Growth Tax Law "...to tax all forest lands according to their productivity and thereby to encourage their operation

on a sustained yield basis..." The law is in response to the notion that the public interest of the State would be best served by encouraging forest landowners to retain and improve their holdings of forest lands upon the tax rolls of the State. The goal of this law is to promote better forest management and protect the economic and recreational viability of this land.

Participation is voluntary and not mandated; however, participation requires "the unanimous consent of all owners of an interest in a parcel, except for the State, which is not subject to taxation ..." Furthermore, if land is withdrawn from the program, penalties will be assessed to the land owner. To participate in the program a property owner of a parcel containing forestland (no less than ten acres) enrolls by filing with the local assessor. For purposes of the program, a parcel is "deemed to include a unit of real estate, notwithstanding that it is divided by a road, way, railroad or pipeline, or by a municipal or county line." A parcel of land used primarily for growth of trees to be harvested for commercial use shall be taxed according to the requirements of M.R.S.A. Title 36 Chapter 105 §574-B.

Table J-6 shows the amount of acreage, the number of parcels, and the total valuation of land enrolled in the Tree Growth Program in Bowerbank. In 2005, 85% of Bowerbank land was in Tree Growth assessed at \$3,428,904 which represents 7.3% of the total Municipal Valuation. Tree Growth Land, comprising most of Bowerbank, is potentially subject to significant future development.

Table J-6

TOWN OF BOWERBANK LAND IN TREE GROWTH						
	2006	2005	2004	2003	2002	2001
Acres						
Softwood	2,567	2,672	2,845	2,845	2,845	2,845
Mixed	12,595	11,723	11,985	11,985	12,043	12,043
Hardwood	6,880	7,623	12,403	12,043	7,852	7,852
Totals:	<b>22,042</b>	<b>22,018</b>	<b>27,233</b>	<b>26,873</b>	<b>22,740</b>	<b>22,740</b>
Number of Parcels	4	4	2	2	2	2
Total Valuation	<b>2,678,908</b>	<b>3,428,904</b>	<b>3,112,334</b>	<b>3,167,200</b>	<b>3,258,878</b>	<b>2,847,383</b>

Source: Maine Revenue Service – Municipal Valuation Return Statistical Summary

### Homestead Exemption

The estate up to the just value of \$13,000 (increased from \$7,000 in 2005) of the homestead of a permanent resident of the State of Maine who has owned a homestead in the State for the preceding 12 months is exempt from taxation except for assessments for special benefits. In determining the local assessed value of the exemption, the assessor multiplies the amount of the exemption by the ratio of current just value upon which the assessment is based.

The municipal assessor will annually evaluate the eligibility of property for which a homestead exemption has been approved. The evaluation is based on the status of the property on April 1 of the year in which the homestead exemption is based. If the assessor determines that the property is no longer entitled to an exemption under State law, the assessor will notify the owner that the property is no longer entitled to an exemption.

In 2005, the Town of Bowerbank received \$731 in reimbursement from the State for homestead exemptions. Table J-7 shows the Town's homestead exemptions from 2000-2005.

Table J-7

TOWN OF BOWERBANK HOMESTEAD EXEMPTIONS						
	2001	2002	2003	2004	2005	2006
Homestead Valuation	238,000	203,000	208,627	202,000	429,000	429,000
Number of Homestead Exemptions	34	29	35	34	33	33

Source: Maine Revenue Service - Municipal Valuation Return Statistical Summary

## MUNICIPAL REVENUES AND EXPENDITURES

Table J-8, **Municipal Revenues and Expenditures 2000-2005**, illustrates the amount of money accepted and expended for each of the major departments within the town of Bowerbank for fiscal years 2001 through 2006.

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

From table J-8, the following are the explanations for the entries that have a notable change:

1. Revenues exceeded expenditures every year except in fiscal year 2005 when excess funds from prior years were used to supplement current income to make investments as follows:
  - a. A new fire station was built for \$245,479 mostly funded by a 20 year loan from the Maine Bond Bank for \$240,000 at an average rate of 4.25%.
  - b. Approximately 1.5 miles of Bowerbank road was paved at a cost of \$27,714.
  - c. A new computer system for assessing, billing and collections was installed for \$8,576.
  - d. Additional fire department equipment was purchased for \$26,121.
2. Intergovernmental Revenue was down in 2005 because there was no state reimbursement for Tree Growth due to a change in the methodology for valuing Tree Growth Land. Payments resumed in 2006.
3. 2004 Revenues included a one time \$35,000 grant from the King Foundation which was dedicated to buying Fire Department Equipment.
4. The Town converted to General Accounting Standards Board GASB 34 in 2004 as required by the State of Maine. This change calls for the capitalization and depreciation of significant town assets acquired since 1981, and accounts for the jump in fund balances between the end of fiscal year 2003 and the beginning of fiscal year 2004.

Table J-8 on the following page shows the major municipal revenue and expenditures for fiscal years 2001 through 2006 as published in the Auditors report for the Municipal reports.

Table J-8

Town of Bowerbank Revenue and Expenditures 2000-2006 (General Fund)						
Total Revenue	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006
<b>Income</b>						
Property Taxes	145,063.00	142,233.00	148,470.00	142,934.00	158,577.82	196,229.00
Excise Taxes	21,386.05	23,336.08	23,408.05	32,710.12	33,178.48	34,790.14
Interest & Investment Income	8,154.96	7,498.60	5,000.54	9,289.75	4,362.18	4,652.45
Gain or (loss) on Investment					8,197.66	28,616.47
<b>Total</b>	<b>174,604.01</b>	<b>173,067.68</b>	<b>176,878.59</b>	<b>184,933.87</b>	<b>204,316.14</b>	<b>264,288.06</b>
<b>Intergovernmental Revenues:</b>						
Statewide revenue sharing	1,035.60	2,712.30	2,721.67	2,999.32	2,940.44	3,038.97
Local Road Assistance	7,138.00	7,180.00	6,520.00	6,280.00	6,860.00	7,744.00
Homestead exemption	1,145.00	1,175.00	960.00	742.00	731.00	903.00
Park Fee	177.59	3,676.26	6,405.50	6,267.78	6,404.02	6,055.20
Tree Growth	13,750.46	14,261.00	13,354.00	13,554.00	0	15,097.00
Seamobile	157.68	198.56	158.85	1,993.58	122.64	146.00
Education	1,612.17	2,121.62	2,086.51	2,091.52	1,980.30	1,846.88
Veterans Reimbursement	122.92	0	96.00	174.00	0	83.00
<b>Total</b>	<b>25,137.42</b>	<b>33,329.74</b>	<b>32,482.53</b>	<b>34,152.20</b>	<b>19,638.40</b>	<b>34,916.05</b>
<b>Miscellaneous Revenue</b>						
Lein Fees	514.13	400.17	0	0	0	0
Grant Received	0	0	0.00	35,000.00	0	0
Bowerbank Days	948	0	0	0	0	0
Cemetery Lot Sales	0	0	0.00	200	0	0
Other Revenue	3,639.36	4,415.54	12,055.84	24,130.73	6,525.69	29,053.53
<b>Total</b>	<b>5,101.49</b>	<b>4,815.71</b>	<b>12,055.84</b>	<b>35,200.00</b>	<b>6,525.69</b>	<b>29,053.53</b>
<b>Total Revenues</b>	<b>204,842.92</b>	<b>211,213.13</b>	<b>221,416.96</b>	<b>254,286.07</b>	<b>229,880.23</b>	<b>319,237.64</b>
<b>Total Expenditures</b>						
General Government	37,008.95	40,598.58	49,256.40	52,684.41	50,399.63	49,828.84
Public Works	10,165.10	10,080.11	13,784.68	17,622.53	22,288.98	24,365.86
Education	74,434.49	60,304.04	55,834.79	47,794.47	74,775.14	48,458.79
Protection	8,170.00	11,402.00	18,700.35	73,153.82	14,142.08	12,117.63
Health and Sanitation	2,955.00	3,887.85	5,161.73	5,199.14	4,059.32	3,972.22
County Tax	37,538.00	42,042.00	45,073.30	33,219.50	58,443.50	74,677.20
Planning Board	0.00	0.00	0.00	0.00	0.00	21,330.89
Interest Expense	0.00	0.00	0.00	0.00	5,084.54	9,775.61
Other	0	0	0	0	39,833.70	10,735.86
Depreciation	7,284.92	5,446.33	3,122.94	15,026.08	11,095.63	17,260.22
<b>Total</b>	<b>177,626.46</b>	<b>173,760.91</b>	<b>190,952.79</b>	<b>264,699.93</b>	<b>280,122.52</b>	<b>274,483.12</b>
<b>Other Financing Sources</b>						
Operating Transfers In	1,630.00	4,237.07	3,068.16	0	0	0
Excess Revenues and Other	28,846.46	41,689.29	33,532.33	13,716.87	-50,342.29	44,754.53
<b>FUND BALANCE-BEG</b>	<b>245,670.00</b>	<b>274,517.05</b>	<b>316,206.34</b>	<b>493,801.04</b>	<b>553,486.37</b>	<b>503,244.03</b>
<b>FUND BALANCE-END</b>	<b>274,517.05</b>	<b>316,206.34</b>	<b>349,738.67</b>	<b>553,486.37</b>	<b>503,244.03</b>	<b>547,998.55</b>



## BALANCE SHEET COMPARISON FY 2005 to FY 2006

Table J-9

ASSETS		FY 2005	FY 2006	\$ change
	Cash & Cash Equivalents	\$ 74,799.46	\$ 71,340.09	(\$ 3,459.37)
	Investments	\$ 316,787.99	\$ 329,042.34	\$ 12,254.35
	Due from Other Governments	\$ 0.00	\$ 13,097.00	\$ 13,097.00
	Buildings & Other Depreciable Assets	\$ 343,953.66	\$ 344,549.28	\$ 595.62
	Tax Acquired Properties	\$ 269.00	\$ 0.00	(\$ 269.00)
	Land	\$ 25,000.00	\$ 25,000.00	\$ 0.00
	<b>Total Assets</b>	<b>\$ 760,810.13</b>	<b>\$ 785,028.71</b>	<b>\$ 24,218.60</b>
LIABILITIES				
	Current Liabilities	\$ 25,855.80	\$ 13,948.16	(\$ 11,907.64)
	Long Term Liabilities	\$ 231,710.00	\$ 223,082.00	(\$ 8,628.00)
	<b>Total Liabilities</b>	<b>\$ 257,565.80</b>	<b>\$ 237,030.16</b>	<b>(\$ 20,535.64)</b>
<b>Total Net Assets</b>		<b>\$ 503,244.03</b>	<b>\$ 547,998.55</b>	<b>\$ 44,754.24</b>

## LONG-TERM DEBT

As of 2006 Bowerbank State Valuation was \$51,100,000. Based on State Law, the permitted indebtedness would be 7.5% of the state valuation, or \$3,832,500. The town has total long term indebtedness in the amount of \$223,082 as of the end of 2006.

The following chart shows Bowerbank's long term debt payment schedule.

Table J-10

Period End		Principal	Coupon %	Interest	Total Debt Service	Gross Fiscal Cash Flow	Bond Years
1-Nov	1-May						
	2005			\$ 5,084.54	\$ 5,084.54	\$ 5,084.54	
2005		\$ 8,290.00	5.471	\$ 5,001.19	\$ 13,291.19		8.36
	2006			\$ 4,774.42	\$ 4,774.42	\$ 18,065.61	
2006		\$ 8,628.00	1.576	\$ 4,774.42	\$ 13,402.42		17.33
	2007			\$ 4,706.43	\$ 4,706.43	\$ 18,108.85	
2007		\$ 8,857.00	1.813	\$ 4,706.43	\$ 13,563.43		26.64
	2008			\$ 4,626.14	\$ 4,626.14	\$ 18,189.57	
2008		\$ 9,061.00	2.613	\$ 4,626.14	\$ 13,687.14		36.32
	2009			\$ 4,507.76	\$ 4,507.76	\$ 18,194.90	
2009		\$ 9,286.00	5.16	\$ 4,507.76	\$ 13,793.76		46.51
	2010			\$ 4,268.18	\$ 4,268.18	\$ 18,061.94	
2010		\$ 9,562.00	1.798	\$ 4,268.18	\$ 13,830.18		57.45
	2011			\$ 4,182.22	\$ 4,182.22	\$ 18,012.40	
2011		\$ 9,871.00	4.698	\$ 4,182.22	\$ 14,053.22		69.18
	2012			\$ 3,940.48	\$ 3,940.48	\$ 17,993.70	
2012		\$ 10,204.00	1.859	\$ 3,940.48	\$ 14,144.48		81.72
	2013			\$ 3,845.63	\$ 3,845.63	\$ 17,990.11	
2013		\$ 10,562.00	5.703	\$ 3,845.63	\$ 14,407.63		95.15
	2014			\$ 3,544.45	\$ 3,544.45	\$ 17,952.08	
2014		\$ 10,947.00	9.00	\$ 3,544.45	\$ 14,491.45		109.56
	2015			\$ 3,051.84	\$ 3,051.84	\$ 17,543.29	
2015		\$ 11,438.00	4.553	\$ 3,051.84	\$ 14,489.84		125.91
	2016			\$ 2,791.45	\$ 2,791.45	\$ 17,281.29	
2016		\$ 12,025.00	4.625	\$ 2,791.45	\$ 14,816.45		144.4
	2017			\$ 2,513.37	\$ 2,513.37	\$ 17,328.62	

2017		\$ 12,641.00	4,621	\$ 2,513.37	\$ 15,154.37		164.44
	2018			\$ 2,221.30	\$ 2,221.30	\$ 17,375.67	
2018		\$ 13,290.00	4,694	\$ 2,221.30	\$ 15,511.30		186.17
	2019			\$ 1,909.39	\$ 1,909.39	\$ 17,420.69	
2019		\$ 13,971.00	4,808	\$ 1,909.39	\$ 15,880.39		209.68
	2020			\$ 1,581.70	\$ 1,581.70	\$ 17,462.09	
2020		\$ 14,688.00	4,683	\$ 1,581.70	\$ 16,269.70		235.13
	2021			\$ 1,243.29	\$ 1,243.29	\$ 17,512.99	
2021		\$ 15,441.00	4,68	\$ 1,243.29	\$ 16,884.29		262.63
	2022			\$ 881.74	\$ 881.74	\$ 17,566.03	
2022		\$ 16,233.00	4,836	\$ 881.74	\$ 17,114.74		292.33
	2023			\$ 501.88	\$ 501.88	\$ 17,616.62	
2023		\$ 17,065.00	0,995	\$ 501.88	\$ 17,566.88		324.38
	2024			\$ 89.25	\$ 89.25	\$ 17,656.13	
2024		\$ 17,940.00		\$ 89.25	\$ 18,029.25		358.95
	2025					\$ 18,029.25	
Total		\$240,000.00	\$ 78.19	\$120,447.57	\$ 360,447.57	\$ 360,447.57	2,852.34

## FISCAL RESPONSIBILITY

### LONG RANGE CAPITAL REQUIREMENTS PLANNING - Background

Bowerbank has typically budgeted conservatively such that revenues exceeded expenditures in most years (2005 being an exception). As a consequence, General Fund balances have steadily increased over many years to the current level as indicated in Table J-9. The most significant recurring Capital Expenditure has been the repaving of our portion of Bowerbank road which typically happens every five years to correspond to the state paving its portion of Bowerbank road. Most other Capital expenditures have been discussed and approved at Town Meeting without any formal prior planning.

As part of the Comprehensive Planning process a survey of property owners has been done to determine what Capital Improvements should be incorporated into a Capital Improvement Plan described below

### CAPITAL IMPROVEMENT PLAN

The comprehensive plan recognizes planned growth and a diverse mix of land uses within the town as an important aspect of fiscal planning. The primary implementation strategy for the fiscal capacity section is the development of a capital improvement plan (CIP). The purpose of a CIP is to establish a framework for financing needed capital improvements within the community. A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought. Capital improvements are investments in the repair, renewal, replacement or purchase of capital items. Capital improvements differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital improvements generally have the following characteristics: they are relatively expensive (usually having an acquisition cost of \$5,000 or more); they usually do not recur annually; they last a long time (usually having a useful life of three or more years); and they result in fixed assets. Capital items can include equipment and machinery, buildings, real property, utilities and long term contracts and are funded through the establishment of financial reserves.

In order to provide funding for future extraordinary expenses such as Capital Improvements, the Town established a Permanent Reserve Fund at its Town Meeting in June, 2006. Approval was also given then to transfer available funds from a General Fund Investment account into the Permanent Reserve Fund, managed by Bangor Savings Bank Trust & Investment Services. The value of the Permanent Reserve Fund at the end of June, 2006 was \$234,002.79.

By vote at Town Meeting, excess general fund balances at the end of the fiscal year may be transferred into the Permanent Reserve Fund, and also by Town vote, Permanent Reserve funds may be used to pay for debt service and any extraordinary expenses such as Capital Improvements. Since Capital Improvements rarely exceed \$50,000 in any year, this fund should provide ample resources to insure that requirements can be met without causing significant variability in the property tax rate.

Capital improvements are prioritized each year in the budget process based on the availability of funds and the political will of the community. A complete CIP describes expected yearly investment and allows for both changes in priorities and reduction of available funds. The CIP is intended to prevent an unavoidable capital improvement from occurring in a single fiscal year. The unexpected purchase of a sizeable piece of equipment or structural improvement can overburden the tax rate and cause large fluctuations in tax bills from year to year.

A CIP attempts to illustrate all expected capital improvements over a number of years. The longer the useful life of a capital item, the lower the annual provision for its eventual improvement will be. It is important that capital improvements be financially provided for each fiscal year, minimizing later expenses. It is sometimes difficult to express the need for Capital Improvement Plans or "reserve funds" in smaller communities. However, a Capital Improvement Plan is essential to the growth and prosperity of a community as it plans for the future and does not overburden itself unexpectedly when the time arrives to replace a necessary item.

**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development the town has developed the following policies:

1. **Policy:** The town will continue the development and implementation of a formalized capital improvement plan.  
**Strategies:** A capital improvement plan (CIP) will be created to provide funding for an ongoing allocation of available and applicable funds. Each year, the selectpersons and interested towns people will review and make suggestions as to changes or additions to the CIP. Public input shall be researched through the public survey process. The decisions and proposed changes made to the CIP will be included in the annual budget for voter approval.  
**Time Frame:** Immediate  
**Responsible Agent:** Selectpersons, Interested Citizens, and Voters.
2. **Policy:** The town will foster economic development to maintain a stable tax base.  
**Strategies:** Responsible economic development as outlined in the employment and economy section of this plan will continue to be actively encouraged through the use of the future Land Use Ordinance.  
**Time Frame:** Immediate  
**Responsible Agent:** Selectpersons and Planning Board
3. **Policy:** The town will continue to provide the most efficient and cost effective operation and financing of existing and future facilities and services.  
**Strategies:** A review of the funding requests will be conducted yearly and recommendations will be made for town meeting review. The town will promote an efficient and cost effective methodology for financing and operating the existing and future facilities of the town.  
**Time Frame:** Immediate  
**Responsible Agent:** Selectpersons
4. **Policy:** The Town shall pursue all available grants to assist in the funding of all capital improvements within the municipality.  
**Strategies:** A review of the funding requests will be conducted yearly and recommendations as to available grants and programs will be made for town meeting review and approval.  
**Time Frame:** On-going  
**Responsible Agent:** Selectpersons.

K



**STATE GOAL**

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

**INTRODUCTION**

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

Growth management legislation requires the creation of growth and rural zones. The designation of growth zones is intended to direct development to areas most suitable for such growth and away from areas where growth and development would be incompatible with the protection of rural resources. Based on growth management, growth areas are to be located close to municipal services to minimize the cost to the municipality for the delivery and maintenance of these services. The designation of rural zones is intended to protect agricultural, forest, scenic areas, and other open space land areas from incompatible development and uses.

**DEVELOPMENT PRESSURE**

Bowerbank has experienced seasonal and residential growth along the lake frontage of Sebec Lake. Increasing housing and land prices along the shoreline and the threat of development on other water bodies away from "the lake" and center of town is the cause of major concern for local residents and government. Currently large landowners comprise the majority of the landholdings in the community. It is the fear of the community that as increased pressure for waterfront properties continues, community costs to provide services to waterfronts that are away from the current developed area of the community could increase. Substantial growth is not yet seen as a problem in the community, but rather its means for economic development. However, it is the increased threat of uncontrolled development that has led the community leaders to approve a moratorium on residential development in October 2005, and have recently extended the moratorium for another 180 days through April, 2007.

Although there are many buildings and areas of the community that are of significant importance to the residents, there are no structures currently listed on the National Register of Historic Places, some may be eligible for listing or protection. Without protection, there is the possibility that destruction of these historic structures or properties may occur.

**EXISTING LAND USE PATTERN**

Bowerbank's existing land use patterns are illustrated on the Existing Land Use Map located at

the end of this section. The majority of development within the community exists along the shores of Sebec Lake and the Bowerbank Road. This development, particularly due to the size, layout and location of the lots, is governed by the state's Shoreland Zoning Law.

Eighty-five percent of the community's land is enrolled in the Tree Growth program, while the remainder of the community is single family homes, un-enrolled forestlands, and marshes.

## PAST DEVELOPMENT TRENDS

In the 1820s, a sawmill and a gristmill were operated on the Mill River when the first settlers of European descent arrived. These settlers built their farms back from the lake because the soil was better. They did business primarily in Sebec Village as they could conveniently reach it by water in the summer and by ice in winter. They could also make the longer trip across the lake to Foxcroft and Dover. As the community grew, a schoolhouse was built for the children, and religious meetings were held. When residents attempted to vote in Sebec without paying the tax there, legal objections were raised. As a result, in 1839, Bowerbank was somewhat prematurely incorporated as a town. See the History chapter for more information.

By 1850, the Bowerbank's population peaked at 173 persons. As employment opportunities declined locally, Bowerbank's population dwindled, so that by the 1960s the town recorded just 17 people. The town's population has rebounded since then. The year-round population has increased over the past forty years to SPO projected totals of 138 persons in 2004. However, the town estimates its 2005 population to be 175 persons. The town's population is older on average than found in Piscataquis County as a whole. The total number of school age children has decreased. As with the County and the State, Bowerbank has seen a decrease in the average household size. See the Population Chapter for more information.

Most Bowerbank residents live in owner-occupied single-family housing. In 2000, the Census recorded that 54 housing units out of a total of 327 were occupied year round. This equates to just 16.5% of the Town's housing being occupied year round (an 86% increase from the 1990 figure for such units). Most housing (about 81.7%) is used seasonally. The percentage of homes owned by retirees - both those from away and natives - will continue to increase as the population ages. Affordable housing is defined as not costing more than 30% of household income. The data reviewed suggest that the cost of housing is of concern to a sizable number of residents, especially young families and the elderly. Between 2000 and 2004, 65 permits were issued for housing construction. See the Housing Chapter for more information.

Following initial settlement for agriculture and forestry, Bowerbank's development has been increasingly due to recreational pursuits supporting seasonal residents and tourists.

Through this plan and any future land use ordinances, the town has undertaken the task of directing growth into the most appropriate areas while minimizing the non-conforming impact on existing uses.

## ANTICIPATED FUTURE DEVELOPMENT TRENDS

The community wants to ensure that they maintain the rural character of the community. Although it is not anticipated that Bowerbank will experience substantial growth within the next ten years, the town feels that it is now necessary to adequately plan for the future.

According to the 2000 Census, Bowerbank's population has increased by about 71%, representing 51 people since the 1990 Census. As noted above, the town estimates its 2005 population to be 175 persons. More retirees and smaller-sized households are locating in Bowerbank, some of whom were once seasonal residents of the town. For planning purposes, the year-round population is forecast to total a maximum of 225 persons in 2017. The seasonal population, for which there are no State or federal statistics available, averages 914 additional persons, and is forecast to go well beyond that total by 2017.

Bowerbank has a few new home constructions and conversions occurring each year. Building permits are required for any construction costing over \$1000. Based on comparisons between the 1990 and 2000 Census data, population figures have increased 71%, a 6.5% increase has occurred in the number of housing units, with a 86.2% increase in the number of households and due to the conversions of seasonal homes to year round housing, the housing vacancy rate has dropped from 90.6% to 83.5% where 81.7% is used for seasonal housing. By 2016, housing units in Bowerbank may total approximately 450, an increase of 123 units above the year 2000 figure.

## PRESENT LAND USE REGULATIONS

### Existing Land Use Regulations

The Town of Bowerbank has implemented and is enforcing the following land use regulations:

Shoreland Zoning Ordinance (Maine *Land Use Laws*, 1992, adopted as amended May 1, 2006) - Shoreland areas include those areas within 250 feet of the normal high-water line of any great pond, river or saltwater body, within 250 feet of the upland edge of a coastal or freshwater wetland, or within 75 feet of the high-water line of a stream. The purposes of these controls are to further the maintenance of safe and healthful conditions; to prevent and control water pollution; to protect fish spawning grounds, aquatic life, bird and other wildlife habitat; to protect archaeological and historic resources; to protect commercial fishing and maritime industries; to protect freshwater and coastal wetlands; to control building sites, placement of structures and land uses; to conserve shore covers, and visual as well as actual points of access to inland and coastal waters; to conserve natural beauty and open space; and to anticipate and respond to the impacts of development in shoreland areas.

Maine State Plumbing Code - Installation of plumbing fixtures and septic systems must be in accordance with Maine State Law and Subsurface Wastewater Disposal Rules and Regulations.

Commercial, Residential, Recreational Development Moratorium

## AREAS UNSUITABLE FOR DEVELOPMENT

There are areas within Bowerbank that are not suitable for development or areas that require special consideration based on the potential environmental impact as the result of various land use activities. Land use activities within these areas require stricter regulation than in other areas or, in some circumstances, prohibition. These areas include:

Floodplains - These are areas located in the flood prone areas of Bowerbank. Flooding is frequent and use should be limited to those activities that are unharmed by flooding, such as agriculture, forest and some types of recreation. It should be noted that the actual floodplain of a stream would usually be more extensive than the areas shown having floodplain soils.

Water Resources/Wetlands - These areas fall under the Shoreland Zoning Laws. Development in these areas would be extremely limited if not impossible. (See the Wetlands Map.)

Wildlife Habitat/Conservation - These are areas that would fall under the provisions of the applicable mandated legislation. Development in these areas, if possible, may require review and approval by the pertinent State Agencies. (See the Critical Habitat Map.)

Unsuitable Soils - These are areas in Bowerbank that would have limited development because of poor soils. Larger lot sizes would be required in these areas in order to meet the requirements of the Maine State Plumbing Laws. (See the Soil Potential for Low Density Development Map.)

Slope - These areas within Bowerbank have a slope greater than 15 percent. These slopes preclude extensive development because of problems with erosion, runoff, and construction limitation such as allowable road grades, suitability for septic sewage disposal, and the stability of foundations. Also, note that the Maine Plumbing Code does not permit septic systems on a slope greater than 25 percent. (See the Soils Percent Slope Map.)

## PROPOSED LAND USE DISTRICTS

### Growth Areas

*The purpose of the land use plan and map contained within the comprehensive plan is to identify general areas of appropriate location and size to accommodate anticipated growth and future development. The proposed land use plan does not endeavor to identify specific parcels or areas needed to accommodate predicted growth and development. Only a detailed site-specific analysis can determine land suitable for development and density levels. In addition, the comprehensive plan has not assessed nor will it assess, the individual landowner's desire to sell his/her land for development, to develop it or to leave it undeveloped.*

All proposed districts, as with any proposed ordinance or ordinance amendment requires a Town Meeting vote for approval and implementation, independent of and in addition to the Town Meeting vote on this Comprehensive Plan.

There are two (2) defined districts within the growth area:

1. *The Village/Residential District (VRD)*
2. *The Residential District (RD).*

These Land Use Districts proposed as growth areas are illustrated on Map K-2, "Proposed Land Use", located at the end of this section.

Future land use ordinances in Bowerbank will also address development concerns with strict performance standards to ensure appropriate development in each district. Applicable performance standards will be developed for each district within any land use ordinance to address, among others: access requirements, refuse disposal, oil and chemical storage, water quality, landscaping, buffer provisions, parking, and signage.

The proposed growth area contains approximately 2,593 acres of land (inclusive of lots that have already been developed) to accommodate the future growth of the community. It is anticipated that 123 new housing units will be needed by the years 2016/17 and 100 or so of which will be utilized as seasonal housing. It is estimated that this proposed growth area is of sufficient size to accommodate the anticipated growth and development.

#### ***Village Residential District (VRD)***

*See the Proposed Land Use Map for the location of this district.*

*(Approximately from the 250' Shoreland Zone of Sebec Lake northerly to the Bowerbank Road, and from the Bowerbank Rd northerly 2,000 feet from Peterson Road on the east to Glover Farm Rd on the west.)*

The Village Residential District is adjacent to and surrounding the village center (town hall, fire station and library). This area will provide ample space for future growth within the community's center. The Village Residential District will provide an area for limited commercial uses and will include areas for medium density residential development, allowing for increased density while attempting to maintain the rural community feeling. The future land use ordinance will specify the types and sizes of commercial uses allowed in the Village Residential District. A variety of housing types such as single family, multi-family units, as well as limited retail, service and small home based business will be allowed in this district. Performance standards regarding noise, buffers, lighting, hours of operation and parking will ensure compatibility of any commercial enterprise with residential neighbors.

The minimum lot size in this district will be one (1) acre (or less as allowed by minimum state Mobile home park regulations).



**Residential District (RD)**

*See the Proposed Land Use Map for the location of this district.*

*(From the Barnard town line to Peterson Road; and from Glover Farm Road to the end of the present paved Bowerbank Rd.)*

The Residential District is located in an area surrounding the Village Residential District. The intent of the Residential District is to provide for the infill development of existing residential areas of the community, with the provision of continued medium density residential growth. The purpose of this district is to encompass areas of existing residential development while maintaining the rural character of the town, and to provide medium density residential opportunities between the higher density Village District and the lower density Rural Residential Districts. The land use ordinance permits uses such as single family dwellings, duplexes, and home occupations.

Minimum lot size for this district will be two (2) acres.

**Rural Areas**

The Rural areas consist of those areas that Bowerbank intends to protect such as agricultural land, forested land, scenic areas, and open space land uses where development would be incompatible, and the state park. There are three (3) proposed districts within the rural area:

**1: Rural Residential District (RRD)**

**2: Rural Resource Forestry District (RRFD)**

**3: Rural Resource Protection District (RRPD)**

The land use districts proposed for the rural area is shown on the Proposed Land Use Map at the end of this section.

**Rural Residential District (RRD)**

*See the Proposed Land Use Map for the location of this district.*

The Rural Residential District encompasses all areas not included in the Village/Residential, The Residential District, the Rural Resource Forestry District, and the Rural Resource Protection District.

The purpose of this district is to maintain the rural character of the town; to protect forestry uses (natural resource based industries); to provide open spaces and to provide for lower-density residential development (5 acres/dwelling unit). Permitted uses would be primarily for recreational and resource-based activities with limited residential use.

The minimum lot size in this district would be five (5) acres. Road frontage requirements will be 400 feet, to maintain the rural character of the town. Specifically prohibited uses would include, for example: large-scale fuel storage, containment and distribution, heavy industrial and the like.

Development regulations should be drafted that encourage residential development to occur on

existing or newly constructed roads. Cluster developments or Conservation developments within this district will be encouraged. These include subdivisions in which, if the developer provides dedicated permanent open space, the lot sizes may be reduced below those normally required in the land use district but at or above state minimum lot size requirements. Open space may or may not be publicly accessible. The Planning Board will encourage all subdivision applicants within this district to submit a cluster subdivision plan for consideration. The Land Use Ordinance and/or Subdivision Ordinance will include incentives to encourage the preservation of rural areas. Smaller lots, as in cluster subdivisions, are more affordable than larger lots to purchase, build upon, and service with utilities, resulting in cost savings for the homebuyer, developer, and Town.

Density bonus provisions shall be included within the Land Use Ordinance, which will encourage the preservation and protection of these valued rural land areas. **Developers will be responsible for proper road financing, construction and on-going maintenance.** Commercial development of agricultural and forestry operations will be permitted, as well as limited home occupation and business uses.

#### ***Rural Resource Forestry District (RRFD)***

*See the Proposed Land Use Map for the location of this district.*

*(From the Rural Residential District [five-acre] on the south to the Barnard & Willimantic town lines.)*

The primary purpose of the Rural Resource Forestry District is to preserve and protect undeveloped woodland, wetland, and areas of significant natural resources for recreational and resource based activities, and these types of uses shall be permitted in this district. This area encompasses significant portions of the eastern border, and northern half of the community. The proposed district acreage is predominantly if not completely registered in tree growth at the present time.

The minimum lot size in this district would be twenty (20) acres.

#### ***Rural Resource Protection District (RRPD)***

*See the Proposed Land Use Map for the location of this district.*

Due to the vast tracts of uninterrupted woodlands and pristine undeveloped water bodies, the primary purpose of Rural Resource Protection District is to preserve undeveloped woodland, wetlands and significant areas of natural resources to the community for while providing for development of recreational and resource based activities.

This area encompasses a tract of land that is designed to protect the significant water bodies and wetlands of the community from the western borders of the community (along the shoreline of Sebec Lake) and continues northerly to encapsulate the Benson Ponds, and travels towards the Barnard Township line easterly of Buttermilk Pond. Peaks Kenney State Park and conservation land known locally as Granny Cross Creek are contained within this district. The proposed

district acreage is predominantly if not completely registered in tree growth at the present time.

The minimum lot size in this district will be twenty (20) acres.

### **LAND USE OPTIONS TO PRESERVE OPEN SPACE**

A number of options can be used to protect open space, whether used for recreation or not, including government purchase of private land, donation, non-profit ownership, voluntary deed restrictions including conservation easements, or regulations like zoning and subdivision ordinances that seek to preserve open areas in new developments. In addition, the Tree Growth Tax Law program, and Farm Land and Open Space Tax Law can serve to protect open space. As noted, 85% of the town's land is enrolled in Tree Growth. The Tree Growth program may lead to some contention because it does not always encourage public access to subsidized private lands, and it reduces property tax revenues from enrolled lands.

Bowerbank's ordinances do not contain provisions for open space or cluster development, yet incentives or requirements for preservation are found in the ordinances of other towns. Traditionally, local attitudes have been that unimproved land is often seen as a shared resource, e.g. for hunting, and though privately owned, the land can be used by the residents because people know one another. This notion has changed due in part to the influx of new residents. As more and more residents restrict the use of their land, it is harder to sustain the illusion that large amounts of private land are available for public use. This makes the limited amount of public access provided on Town-owned lands increasingly important to residents.

### **GENERAL RECOMMENDATIONS FOR DEVELOPMENT OF ZONING ORDINANCE AND LAND USE PERFORMANCE STANDARDS**

The following recommendations for Bowerbank's Land Use Ordinance, when developed will be consistent with the intent of this comprehensive plan. The policies are detailed below:

Several items must be considered prior to addressing specific issues for Bowerbank's Land Use Ordinance. During preparation of any ordinance, land use regulations should be kept to the minimum necessary to achieve the goals of the comprehensive plan and to reduce the number of non-conforming properties. It is not the intent of the Comprehensive Planning Committee to impose burdensome requirements on the everyday activities of the town's residents or to create costly enforcement issues for town government. The ultimate goal of growth management is to regulate land use development to the extent necessary to protect natural resources, property values, and ultimately public safety. The imposed regulations should not make the town's residents feel that they have lost their freedom as landowners and, therefore, over-regulation must be avoided. In particular, land use regulations should not be so restrictive that they have negative impacts on existing land use practices.

Regarding the creation and updating of various ordinances, there are some general guidelines that should be followed. In ordinances, specific standards and clear definitions are needed

because all ordinances must meet the minimum standards as set forth by state law. In addition, it is very important that any future land use ordinances be consistent with the recommendations of the comprehensive plan. The comprehensive plan provides the legal basis for enacting the ordinances, and their consistency with the plans, goals, and policies will be a major consideration in the event that the ordinances are subject to a legal challenge.

The Town of Bowerbank has identified several specific needs and concerns that will be addressed in the land use ordinance. The land use ordinance will: (1) create a user-friendly application and permitting process; (2) assign more responsibility to the Planning Board and C.E.O. for review and approval; and (3) develop clear and consistent guidelines for obtaining approval, and (4) place the onus on the developer for meeting the requirements of the regulations.

### **LAND USE ORDINANCE PERFORMANCE STANDARDS**

Any future Land Use Ordinance of the Town of Bowerbank will be developed consistent with the identified needs of the town. In order to protect and preserve natural resources, property values, public safety, health and welfare, provide for affordable housing and ensure the proper future development of the town, the following performance standard topic areas will be developed and included within the town's land use ordinance:

*Access Requirements* - Standards will be developed which will minimize the creation of strip development within the community.

*Agriculture and Forestry* - Standards will be developed which will minimize soil erosion to avoid sedimentation, non-point source pollution, and the phosphorus levels of Bowerbank's water bodies.

*Buffer Provisions* - Standards will be developed to minimize the negative impacts of inconsistent development, and to protect Bowerbank's water resources.

*Conversion* - Standards will be developed which will regulate the conversion of existing structures into year round or multi-family dwellings ensuring the safety, health and welfare of Bowerbank citizens.

*Home Occupation* - Standards will be developed by which home occupations may be established, minimizing their impact on existing neighborhoods.

*Commercial/Industrial Performance Standards* - Standards will be developed which will ensure appropriate commercial/industrial development within designated areas of the community.

*Manufactured housing* - Standards will be developed to ensure the safety, health and welfare of mobile home occupants and mobile home owners regardless of the date manufactured.

*Mobile Home Park* - Standards will be developed regarding the placement and design of mobile home parks within the town.

*Off Street Loading* - Standards will be developed to minimize traffic congestion associated with commercial development.

*Oil and Chemical Storage* - Standards will be developed regarding the storage of combustible materials that are compatible with state and federal regulations

*Parking Requirements* - Parking space provisions will be created within the performance

standards that will regulate the number of parking spaces to be provided depending upon the type of development proposed.

*Pesticide Application* - Standards will be developed to protect the public from dangers associated with pesticides.

*Refuse Disposal* - Standards will be developed regarding the disposal of solid and liquid wastes.

*Sedimentation and Erosion* - Standards will be developed (town-wide) so to minimize the volume of surface water runoff during and after development or forestry harvest.

*Signs* - Standards will be developed regarding the placement of signs, sign size, and sign type.

*Soils* - Standards will be developed to ensure that development occurs on appropriate soils.

*Storage Materials* - Standards will be developed that will encourage the orderly storage of material in residential areas to promote and preserve the character of the neighborhoods.

*Topsoil and Vegetation Removal* - Standards will be developed to prevent soil erosion and destruction of topsoil during construction.

## IMPACT FEES

The Land Use Ordinance may be amended to include a provision for collection of impact fees from new applicable development in all of the proposed districts, as allowed by Maine's impact fee statute, Title 30-A MRSA Section 4354, as amended. The Town may assess impact fees on applicants if the expansion of the public facility and/or service is necessary and caused by the proposed development. The fees charged must be based on the costs of the new facility/service apportioned to the new development. The fees must benefit those who pay; funds must be earmarked for a particular account and spent within a reasonable amount of time. Fees may be collected for the following, as well as for other facilities and services not listed below:

- Solid waste facilities
- Fire protection facilities
- Roads and traffic control devices
- Parks and other open space or recreational areas
- Waste water collection and treatment facilities
- Municipal water facilities
- Public Services, in general, including educational tuitions, educational costs and/or educational facilities

## PHASING/GROWTH CAPS

The Land Use Ordinance may be amended to include a provision for growth caps or the phasing of proposed subdivisions to minimize potential undue fiscal impacts on Town facilities.

## GRANDFATHERING

Lots smaller than the proposed minimum lot sizes, as recommended in this plan, but above the state minimum standards of 20,000 square feet for non-sewered areas and 5,000 square feet for sewerred areas, which at the time of the adoption of a land use ordinance are in deed form and



registered at the Registry of Deeds will be buildable non-conforming lots provided that the other requirements of the town adopted ordinances for non-conforming lots are met.

### **OTHER CONSIDERATIONS**

The planning board, ordinance committee, code enforcement officer, planning board of appeals and the board of selectpersons will continually review the land use ordinance, shoreland zoning ordinance, subdivision ordinance, and any other applicable ordinances to ensure that there are no changes required. In reviewing these regulations, the planning board and code enforcement officer will consider whether or not there have been any changes in the minimum requirements of state or federal laws that would require any local amendments to the land use regulations. Considerations should also be made to develop local standards for shoreland zoning protections for the great number of undeveloped pristine ponds throughout the community. Thoughts towards reclassification of Shoreland Zones in these areas could provide protections currently unavailable through the current shoreland zoning ordinance.

In order to educate residents on the local land use ordinances, a list of all local ordinances and when they are applicable should be developed and made available to the public at the town office. An attempt should be made to notify and involve all citizens in the development and amendment of local ordinances.

### **ENFORCEMENT AND REVIEW FEES**

The value of any ordinance is dependent on how well it is enforced. In order to achieve better enforcement, two issues are of importance: (1) the education of residents as to the requirements of local and state regulations, and (2) providing for adequate hours and support for the code enforcement officer to ensure that compliance is taking place. The key to adequate and successful enforcement is providing the code enforcement officer with the proper legal language and definitions within the land use ordinance. The success of any ordinance depends on the ability of the code enforcement officer to enforce the ordinance and support of the code enforcement department by any management, planning board, and elected officials.

Fees to cover the cost of reviewing development proposals shall be paid by the applicant rather than by the town. When needed, this might include the costs of technical review, as with larger-scale projects, where planning, civil or environmental engineering or legal costs during the review process would be incurred. An escrow account funded by the applicant might be established for this purpose. For approved projects, performance guarantees will be required for an amount adequate to cover the total construction costs of all required improvements.

### **REGIONAL COORDINATION**

Comprehensive planning recognizes the importance of regional cooperation. The land uses in one community can impact another community, particularly when that land use is located near the boundaries of the town. As indicated in the natural resources section of this plan, the town

should attempt to develop compatible resource protection standards with nearby towns.

### **COMMUNITY BENEFITS**

Comprehensive planning demonstrates the importance of land use standards for Bowerbank. Preserving and protecting the character of the town is vital to the continued stabilization of the local economy. Consistent with the provisions of the Growth Management Legislation, Bowerbank's Comprehensive Planning Committee has attempted not only to recognize the value of surface water access and land use standards, but also to preserve and protect the integrity of the town and to continue to make Bowerbank a great place to live, recreate, and vacation.



**INTRODUCTION**

In 2006, the Town of Bowerbank Comprehensive Plan Committee conducted a survey of Bowerbank year round (voter) households and property owners to solicit their views on a range of topics that are addressed in this plan. The policies and recommendations suggested in this Comprehensive Plan are based in large part on the results of this survey, together with public meetings, hearings and other forums for exchanging views and soliciting feedback. Survey results are compiled in this chapter, and are referenced in the plan.

**Survey Statistics****Year Round (Voter) Households**

62	mailed	100%
29	returned	47%

(based upon assumption of 102 registered voting population)

48	Voters represented	47%
62	People represented	35%

(based upon assumption of population at 175)

**Property Owner Households**

331	mailed	100%
103	returned	31%

**Year Round (Voter) Households**

Age Group	Male	Female	Total
0-4	1	1	2
18-29	1	4	5
30-44	4	3	7
45-64	14	17	31
5-17	1	2	3
65-79	4	5	9
80+	1	4	5
Total	26	36	62
Median Age	51.62	50.97	51.24

Year Round (Voter) Household Responses

		Year Round Households	
		#	%
<b>What Seasonal Activities Draw you or your family to Bowerbank</b>			
	Relaxation	4	15%
	Water Sports	3	11%
	Cross Country Skiing	1	4%
	Ice Fishing	2	7%
	Trapping	1	4%
	Snowshoeing	1	4%
	ATV's	2	7%
	Hunting	2	7%
	Wood Harvesting	1	4%
	General Recreation	2	7%
	Fly Swatting	1	4%
	Fishing	3	11%
	Snowmobiling	2	7%
	Hiking	1	4%
	Work/Business	1	4%
	Swimming	0	0%
	Golf	0	0%
	Photography	0	0%
	Barbeque	0	0%
	Frisbee	0	0%
	Total	27	
<b>Do you own or Rent your home in Bowerbank</b>			
	Own	29	97%
	Rent	1	3%
		30	
<b>If you own, do you have a mortgage</b>			
	yes	11	41%
	no	16	59%
		27	
<b>If you rent, do you have a lease</b>			
	yes	0	
	no	1	



What year was your home built		
Year Round Households		
1939 or earlier	1	4%
1940-1969	5	19%
1970-1979	4	15%
1980-1989	4	15%
1990-1999	5	19%
2000-2005	7	27%
Total	26	

How much of your Household Income is spent on Housing		
Less than 15%	8	29%
15-19%	9	32%
20-24%	4	14%
25-30%	1	4%
30-35%	2	7%
Over 35%	4	14%
Total	28	

What type of Structure is your Home		
Year-Round Single family	25	89%
Mobile Home	1	4%
Multi-family home	0	0%
Seasonal Camp	1	4%
Camper Boat or RV	1	4%
Total	28	

How much do you feel your home is worth		
<\$50,000	0	0%
\$50,000-\$99,000	6	19%
\$100,000-\$149,999	1	3%
\$150,000-\$199,999	4	13%
\$200,000-\$299,999	8	26%
Over \$300,000	12	39%
Total	31	

Are any members of your household employed		
Yes	8	32%
No	17	68%
	25	

Do any persons in your household commute to work		
Yes	12	
No	15	

Avg. Distance traveled by workers 24 miles

Are you self employed

yes	4
no	18

If Yes, do you employ any other persons

yes	3
no	19

What industry do members of your household work

Agriculture	1
Construction	2
Wholesale Trade	1
Prof. Services	2
Entertainment	0
Education	4
Finance	0
Arts	0
Forestry	2
Manufacturing	1
Retail trade	1
Transportation	3
Food Service	1
Science	0
Mining	0
Fishing	0
Information	0
Insurance	0
Administrative	3
Recreation	2
Waste Management	0
Accommodations	1

How many persons in your household are

Employed	20	49%
Looking for employment	1	2%
retired from the workforce	20	49%
Total	41	

**What types of income are received by the persons residing in your household**

Hourly wages	7	16%
Salary	4	9%
Social Security	12	27%
Public Assistance	0	0%
Pension/Retirement	10	23%
Business or Rental	3	7%
Investment/Interest	8	18%
Total	44	

**What is your estimated combined family income**

Less than \$10,000	2	8%
\$10,000-\$14,999	0	0%
\$15,000-\$19,999	1	4%
\$20,000-\$24,999	2	8%
\$25,000-\$29,999	4	16%
\$30,000-\$34,999	5	20%
\$35,000-\$49,999	6	24%
\$50,000-\$74,999	1	4%
\$75,000-\$99,999	1	4%
\$100,000-\$149,999	2	8%
\$150,000-\$199,999	1	4%
Over \$200,000	0	0%
Total	25	

Note: Responses of Year Round (Voter) Households

Public Facilities and Services	Excellent	Good	Fair	Poor	No Opinion	Total
Overall	7	20	3	0	0	23
Selectmen Assessors	8	17	2	1	1	21
Local Code Enforcement	3	17	3	1	3	24
Planning Board	5	15	0	1	7	23
Zoning Board of Appeals	1	17	0	1	7	25
Town Clerk	10	15	2	0	1	18
Town Tax Collector	10	18	2	0	0	20
Fire Protection	6	15	3	1	3	22
Regional Education System	4	18	1	1	4	24
Law Enforcement	5	10	8	2	6	26
Ambulance and Medical Service	2	13	5	1	6	25
Public Road Maintenance	2	15	9	2	0	26
Overall	2	15	9	2	0	26

Snow Removal	4	20	3	2	0	25
Salting and Sanding	3	17	4	2	0	23
Bowerbank Library	5	11	3	0	9	23
Town Boat Launch	3	14	4	1	6	25

Note: Responses of Year Round (Voter) Households

Protection of Natural Resources	Increase	%	Decrease	%	No Change	%	Total
Sebec Lake	15	48%	0	0	16	52%	31
Benson Pond	7	28%	0	0	18	72%	25
Little Benson Pond	6	24%	0	0	19	76%	25
Burden Pond	6	25%	0	0	18	75%	24
Buttermilk Pond	8	31%	0	0	18	69%	26
First Buttermilk Pond	7	27%	0	0	19	73%	26
Little Grapevine Pond	6	25%	0	0	18	75%	24
Bear Brook	6	23%	0	0	20	77%	26
Caribou Stream	6	25%	0	0	18	75%	24
Bear Pond	1	100%	0	0	0	0%	1
Mill Brook	1	100%	0	0	0	0%	1

Note: Responses of Year Round (Voter) Households

Preservation of town and regions forest lands is	#	%
Important	16	64%
Somewhat important	9	36%
Not Important	0	0%
No Opinion	0	0%
Total	25	

**Do State Regulations adequately protect Natural Resources in the Community**

Yes	13	52%
No	12	48%
No Opinion		
Total	25	

**Would you Support town imposed regulations further protecting the Natural resources of the community**

Yes	18	64%
No	9	32%
Maybe	1	4%
Total	28	

Should a property owner be free to develop and or use his property with minimal or no restrictions

Yes	14	54%
No	12	46%
Total	26	

Do you think Bowerbank needs Land Use regulations to protect and preserve the character of the community

Yes	19	70%
No	8	30%
Total	27	

Should Zoning regulations direct the amount and location of all new development

Yes	13	65%
No	7	35%
Total	20	

Protection of significant wildlife habitat, even though it may have an impact upon the land owners rights to harvest timber or develop is

Very Important	11	44%
Somewhat important	13	52%
Not important	1	4%
No opinion	0	0%
Total	25	

Note: Responses of Year Round (Voter) Households



1 is most suitable, 4 is least suitable, 5 is unsuitable.

Suitability of Development for Bowerbank	1		2		3		4		Unsuitable		Totals
	#	%	#	%	#	%	#	%	#	%	
Single family Frontage lots	22	81%	3	11%	1	4%	0	0%	1	4%	27
Cluster Subdivision	7	25%	3	11%	7	25%	4	14%	7	25%	28
Single Lot mobile home site	6	22%	4	15%	5	19%	3	11%	9	33%	27
Mobile home parks	3	11%	0	0%	1	4%	1	4%	22	81%	27
Town homes/condominiums	5	19%	0	0%	1	4%	2	7%	19	70%	27
Apartments	4	16%	0	0%	1	4%	0	0%	20	80%	25
Elderly Housing	1	100%	0	0%	0	0%	0	0%	0	0%	1
Seasonal Campgrounds	1	100%	0	0%	0	0%	0	0%	0	0%	1

Note: Responses of Year Round (Voter) Households

**Property Owner Responses****What Seasonal Activities Draw you or your family to Bowerbank**

	#	%
Relaxation	96	19.6%
Water Sports	80	16.4%
Cross Country Skiing	11	2.2%
Ice Fishing	25	5.1%
Trapping	1	0.2%
Snowshoeing	15	3.1%
ATV's	26	5.3%
Hunting	35	7.2%
Wood Harvesting	0	0.0%
General Recreation	66	13.5%
Fly Swatting	42	8.6%
Fishing	61	12.5%
Snowmobiling	24	4.9%
Hiking	2	0.4%
Work/Business	0	0.0%
Swimming	1	0.2%
Golf	1	0.2%
Photography	1	0.2%
Barbeque	1	0.2%
Frisbee	1	0.2%
Total	489	

**What year was your home built**

1939 or earlier	19	24%
1940-1969	21	26%
1970-1979	6	8%
1980-1989	12	15%
1990-1999	9	11%
2000-2005	13	16%
Total	80	

**How much do you feel your home is worth**

<\$50,000	2	3%
\$50,000-\$99,000	10	13%
\$100,000-\$149,999	15	19%
\$150,000-\$199,999	10	13%
\$200,000-\$299,999	24	31%
Over \$300,000	17	22%
Total	78	

Note: Responses of Property Owners

Public Facilities and Services	Excellent	Good	Fair	Poor	No Opinion	Totals
Overall	15	55	6	0	21	97
Selectmen Assessors	16	43	3	0	33	95
Local Code Enforcement	9	41	6	2	34	92
Planning Board	12	39	2	2	35	90
Zoning Board of Appeals	7	25	3	3	54	92
Town Clerk	22	39	2	1	32	96
Town Tax Collector	31	44	4	1	25	105
Fire Protection	14	30	12	2	36	94
Regional Education System	10	20	3	1	57	91
Law Enforcement	9	24	8	1	48	90
Ambulance and Medical Service	7	15	10	0	56	88
Public Road Maintenance	14	50	15	2	19	100
Overall	12	34	7	1	35	89
Snow Removal	12	34	3	1	33	83
Salting and Sanding	12	28	5	0	51	96
Bowerbank Library	19	39	7	1	24	90
Town Boat Launch						

Note: Responses of Property Owners

Protection of Natural Resources	Increase		Decrease		No Change		Totals
	#	%	#	%	#	%	
Sebec Lake	46	52%	0	0%	43	48%	89
Benson Pond	27	42%	0	0%	38	58%	65
Little Benson Pond	27	42%	0	0%	38	58%	65
Burden Pond	28	44%	0	0%	35	56%	63
Buttermilk Pond	28	43%	0	0%	37	57%	65
First Buttermilk Pond	27	44%	0	0%	35	56%	62
Little Grapevine Pond	27	44%	0	0%	35	56%	62
Bear Brook	29	44%	0	0%	37	56%	66
Caribou Stream	26	41%	0	0%	37	59%	63
Bear Pond	1	100%	0	0%	0	0%	1
Mill Brook	1	100%	0	0%	0	0%	1

Note: Responses of Property Owners

**Preservation of town and regions forest lands is**

	#	%
Important	71	74%
Somewhat important	20	21%
Not Important	2	2%
No Opinion	3	3%
Total	96	

**Do State Regulations adequately protect Natural Resources in the Community**

Yes	34	41%
No	36	44%
No Opinion	12	15%
Total	82	

**Would you Support town imposed regulations further protecting the Natural resources of the community**

Yes	69	78%
No	19	21%
Maybe	1	1%
Total	89	

**Should a property owner be free to develop and or use his property with minimal or no restrictions**

Yes	33	32%
No	69	68%
Total	102	

**Do you think Bowerbank needs Land Use regulations to protect and preserve the character of the community**

Yes	82	84%
No	16	16%
Total	98	

**Should Zoning regulations direct the amount and location of all new development**

Yes	83	86%
No	13	14%
Total	96	

**Protection of significant wildlife habitat, even though it may have an impact upon the land owners rights to harvest timber or develop is**

Very Important	57	58%
Somewhat important	34	34%
Not important	6	6%
No opinion	2	2%
Total	99	

Note: Responses of Property Owners

1 is most suitable, 4 is least suitable, 5 is unsuitable.

Suitability of Development for Bowerbank	1		2		3		4		Unsuitable		Total
	#	%	#	%	#	%	#	%	#	%	
Single family Frontage lots	67	68%	21	21%	8	8%	0	0%	2	2%	98
Cluster Subdivision	6	6%	15	15%	17	17%	9	9%	54	53%	101
Single Lot mobile home site	3	3%	9	9%	13	13%	16	16%	59	59%	100
Mobile home parks	0	0%	0	0%	7	7%	8	8%	83	85%	98
Town homes/condominiums	3	4%	11	14%	23	30%	8	10%	32	42%	77
Apartments	0	0%	3	3%	20	20%	10	10%	65	66%	98
Elderly Housing	1	100%	0	0%	0	0%	0	0%	0	0%	1
Seasonal Campgrounds	1	100%	0	0%	0	0%	0	0%	0	0%	1

Note: Responses of Property Owners



Survey Comments

**Population:**

Hope to be a permanent resident soon

**Public Facilities and Services:**

For a very small town with limited resources I think that it runs very well!!! By limited resources, I mean human resources to run the town. So much to do... so few to do it.

Shore Road North needs Help! It was impassable by other than a 4 wheel drive for many weeks this spring. Also, please consider contracting with Dover to plow it at the same time they plow and maintain their part of Shore Road North (Grade it etc)

I believe the development of the Fire Department was unnecessary. Could have been a substation of the Sebec Fire Department, using mutual aid and working together, rather than going it alone. Bowerbank doesn't warrant a large facility, a paid chief and one modern truck would be much more effective for the community. There are many highly qualified seasonal and residence with fire backgrounds to draw upon for direction if only they were asked.

**Natural and Historical Resources:**

The Dam needs better management

Limit speed, boat size on the lake, no overnight anchoring, no boats with anti-fowl paint. Septic System inspections near lakes, ponds streams. Enforcement of setbacks, failed systems must be moved to comply with current/new setbacks.

**Housing Information:**

**Education, Employment and Economy**

**Land Use Issues:**

State Regs are sufficient- we built by them for years

If you own it, Do and Build as you please... Within State Standards.

State Regs are adequate

**Public Comments:**

We love Bowerbank

The town needs to ensure we DO NOT start regulating and coming up with regulations that are too restrictive. Too many communities that start this process get carried away and want to regulate all aspects of property owners lives. We certainly do not need or want to be excessively and needlessly regulated by the town or anyone else. We all need to be very careful of this slippery slope

My grandfather built the first camp in the Narrows in 1897. My father bought this property from Francis Pedkes in 1936. I inherited it in 1975, purchased additional land for preservation, built a year round home, retired, and moved here in 1982. I worry about too much development; it breeds higher taxes, more spending, and regulations. I like things the way they are, thank you. I love living on the "edge of the wilderness". I hope that it stays that way.

Many moved here to get away from the city services that create high taxes. For the town to continue to add services like the recent fire department the tax base will increase.

It often feels like the "other" side of Bowerbank gets left out. Road maintenance seems to be going downhill a little more each year. When our first child started school I was told by Ann Bridge there were no transportation services for this side of the lake. This are only minor things and everything else is great.

To the Board:

Please try to retain the rural, seasonal nature of Bowerbank. Only allow services to be self supported, not supported by tax dollars. The more accessible it becomes the town will encourage year round occupancy for younger families with children. Increasing property taxes and restricting property ownership to the affluent.

Cell phone services is patchy at best. Improving cell phone service would be an asset- safety and convenience.

Overall we like the way that town provides services to seasonal residents like us. Our only concern is the boat launching facility; needs more parking and an adequate dock to use while you are launching or retrieving boats. Any town officials that we have come in contact with have been friendly, competent and helpful. We are very pleased to have a fire department available in town.

Improve water levels in the lake. High water has caused a lot of damage, regulate future water levels. Stop construction of camp next to Kevin Chassee if within 100 feet of the lake

Property should be taxed accordingly, so that old residents won't be forced out of their camp or summer home. Tax those that are building million dollar places, also accordingly.

The idea of "Bowerbank Planning" is alarming. Bowerbank "ain't broke, don't fix it!" An eye to the future is necessary but beware setting too many rules, they take over and grow like \_\_\_\_\_. Be careful to get something needed when you add layers and restrictions to your obligations. Bowerbank is home, keep it homey. If you like cities, go to Bangor, Boston or Beyond. They have plenty of people, pollution, taxes and restrictions. Thank you for thinking.

Working to keep taxes low is very important. A flexible stance on development and wood harvesting may allow Bowerbank to achieve the best compromise for the future

Is there anything at all you can do about the people running the dam? My dock was partially destroyed 2 years ago and completely gone last fall, and as noted, I've been around for years and this high waster is not normal for Sebec.

I think you people are doing a fine job, keep up the good work.

Bowerbank is a great place to visit or live. Bowerbank's woods and water offers tremendous outdoor recreation. I hope Bowerbank is as great a town to live in 25 years from now as it is today.

Thank you for all your efforts!

Thanks for asking us!

We appreciate the work of the selectmen and the planning board. Change WILL happen; our goal is to see Bowerbank retain its rural Maine charm (which is what brought most of us seasonal and relocated permanent residents here in the first place). Only a well thought out plan will keep it that way. We need to watch Plum Creek's plans for Moosehead- keep the good and regulate against the undesirable aspects! Thanks for all your hard, thoughtful work on what can be a thankless task! Let us know how we can help- tallying data, stuffing envelopes, etc.

Hold Down Taxes! Helps more people to live here in Bowerbank. Thank You

Most properties need road accessibility, especially for emergencies, not to mention convenience.

We are categorically opposed to any form of multi-family development that would stress the natural resources of the lake and or impact the existing beauty of the lake and the surrounding area.

I live out of state and use my camp to relax and enjoy the lake, not involved in local town decisions.

We are not familiar with land uses other than on Sebec Lake. It seems to me that lawns are too near the water and phosphorous must be leaching into the lake. Water quality, presence of silt is

greatly increased. Wish there could be regulations on jet skis, and no wake zones especially near loon nesting areas.

Many of the camp lots are only 100 feet wide, so any zoning regulations must take that into consideration. All existing structures should be "grandfathered" in regulations are adopted.

Haven't utilized many public services so, really can't comment on those services. This Survey was a great idea, should provide more accurate information.

We love Bowerbank and Sebec Lake, and don't want it to become "Vacationland". Protect the natural resources, habitat and beauty, you are blessed to have the responsibility and occasion to celebrate.

Though perhaps outside the scope of this survey, water-use regulation is the family's primary concern: use of over-powered boats, boating noise and courtesy. This extends to the extreme variances in Sebec lake water levels, an increasing concern for owners whose land is not much raised above normal lake levels. Clearly a regional approach would be necessary among the towns bordering the lake.

The reason we love Bowerbank is we feel we can go there and get away from it all – be anonymous- be on vacation. We would hate to see it over developed to become a "city". We also feel people should continue to be able to use the land for recreation. We've already seen a change where people can't use their ATV's anymore.

The reason I purchased land on Sebec Lake was the areas natural beauty and rural setting. I believe that protecting the nearly unspoiled environment of Bowerbank should be everyone's biggest concern in order to preserve the rustic beauty of your community.

Bowerbank and the other town on the lake should associate and enact and enforce more proactive protective measures to ensure the future of your natural resources. The natural resources are the future of Bowerbank. Trails set aside for hiking/skiing, would be great. To my knowledge there is less crime associated with hiking and skiing than with ATV's and snowmobiles. As there is no law enforcement in Bowerbank, a community watch system might be worth looking into.

Thanks for the involvement!

NO NEW TAXES, NO INCREASE IN TAXES, LETS KEEP BOWERBANK AS IT IS!

I would really like to see no further development.

Over building is a disaster. It Starts to demand services, stores, it destroys the rural aspect that now exists. It increases taxes which a concern not only to residents but to retired on a level income. Housing regulations and restrictions... Very Important

We come to Maine for the quality of life found on Sebec Lake. We have owned our camp since it was built in the late 40's. We have respected the town's integrity as a rural community and the people of that community. Of late we have noticed that there is an atmosphere developing that each and every "thing" has to have someone monitoring it. Most of us on the lake front have always taken care to keep up our property. I find that noise level with jet skis and the ever increasing odor of gasoline from passing motorboats needs more control than I see. Thank you. Also, the ever increasing "floods" in the spring and fall.

Keeping a small footprint is important (in reference to Land use)



M

# Bowerbank Comprehensive Plan

## Location within Piscataquis County

### BOWERBANK

Area in square miles: 47.27  
(41.7 land, 5.57 water)



MAINE



0 2.5 5 Miles

Sources: MEGIS  
Map created: January, 2006



**LEGEND**

- Labor Market Areas (LMAs)
- Dover-Foxcroft LMA
- Township boundaries
- Unorganized Territories

UMA boundaries based on data from the 2000 Census

Skowhegan LMA

Dover-Foxcroft LMA

Millinocket LMA

Houlton LMA

Lincoln LMA

0 2.5 5 10 Miles

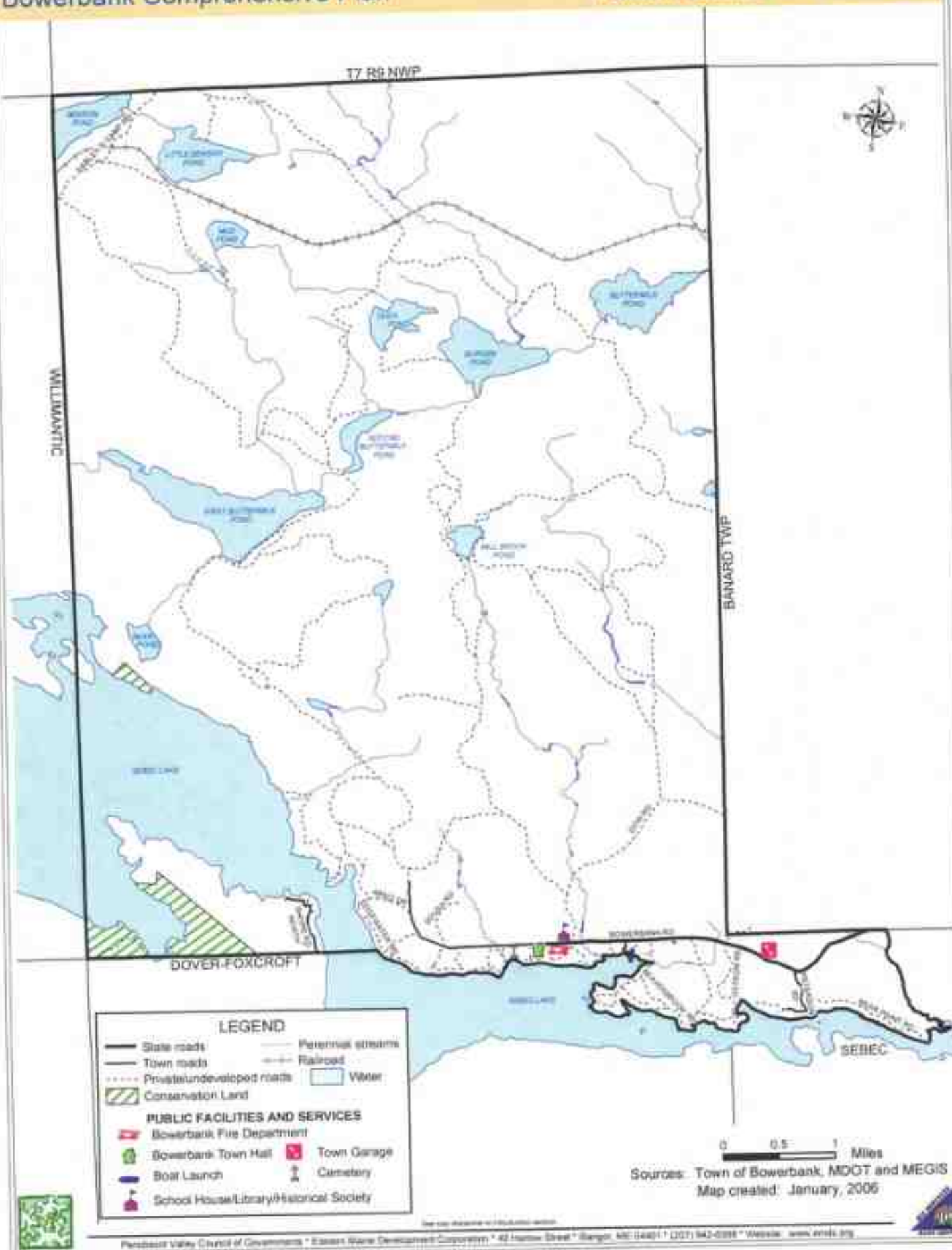
Sources: MDOL and MEGIS  
Map created: February, 2006

Pittsfield LMA

Bangor Metropolitan Area







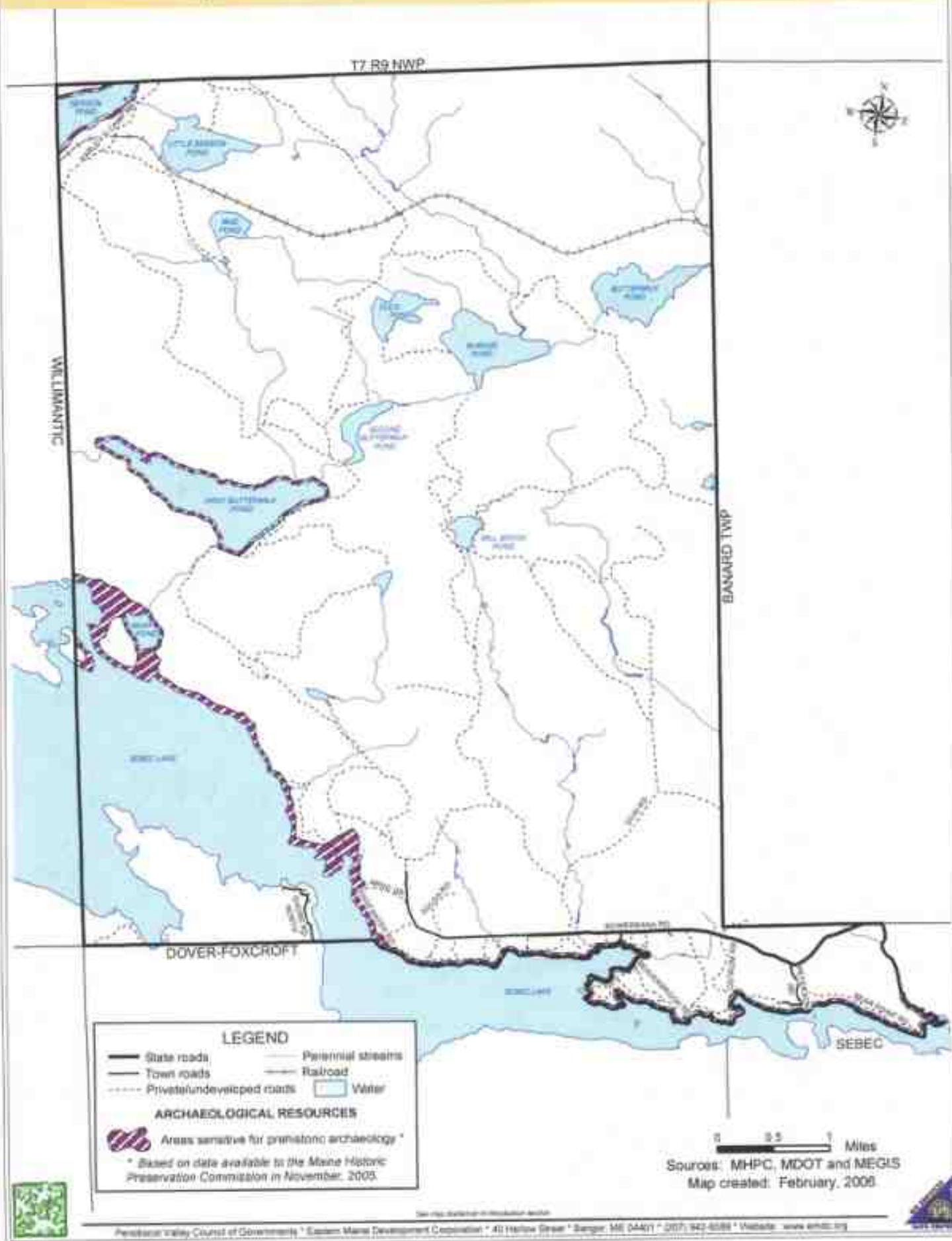
## Bowerbank Comprehensive Plan

## Public Facilities and Services (Downtown)



Sources: Town of Bowerbank, NDOT and MEGIS  
Map created: January, 2006

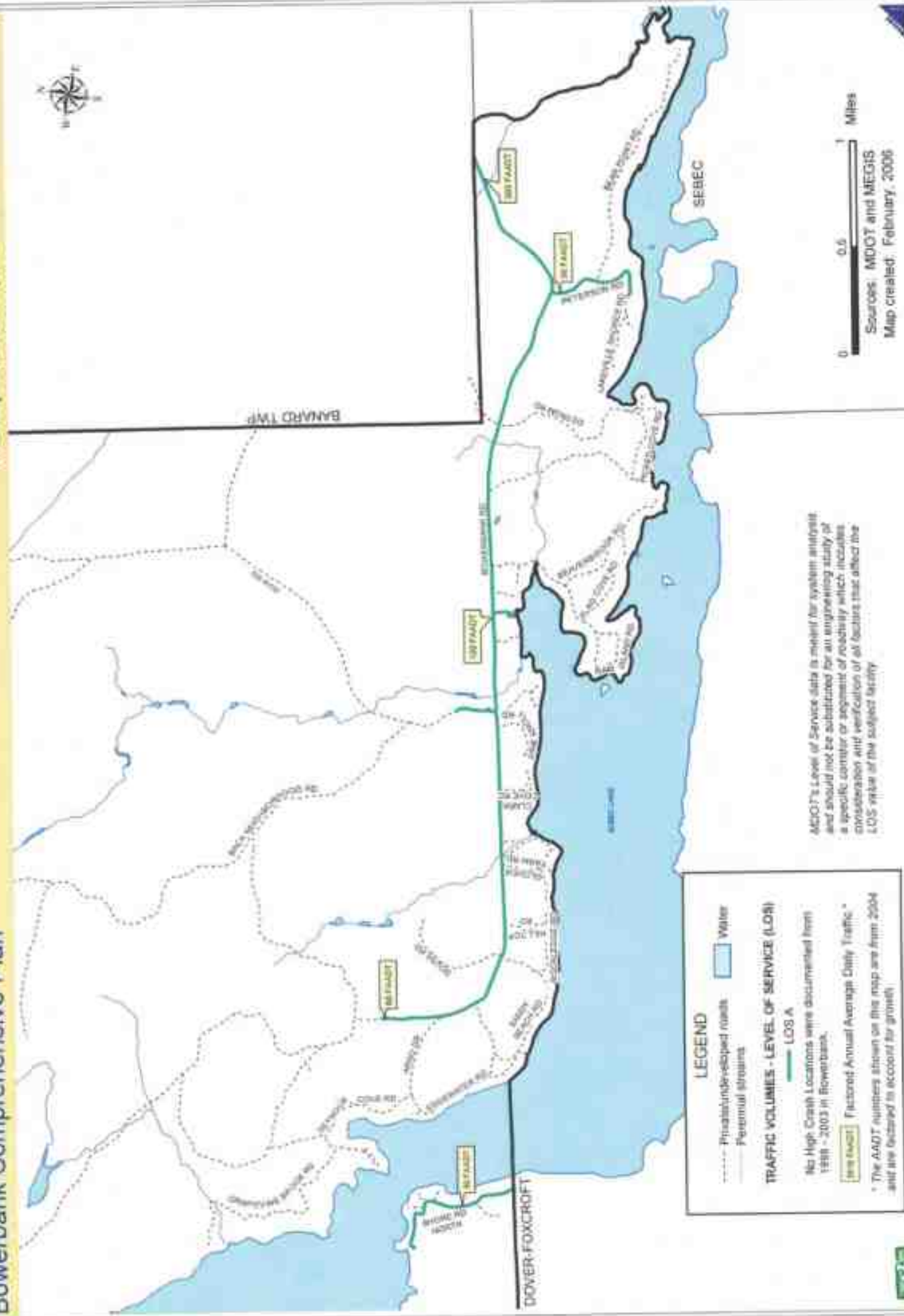






# Bowerbank Comprehensive Plan

## Transportation (Intown Road Network)

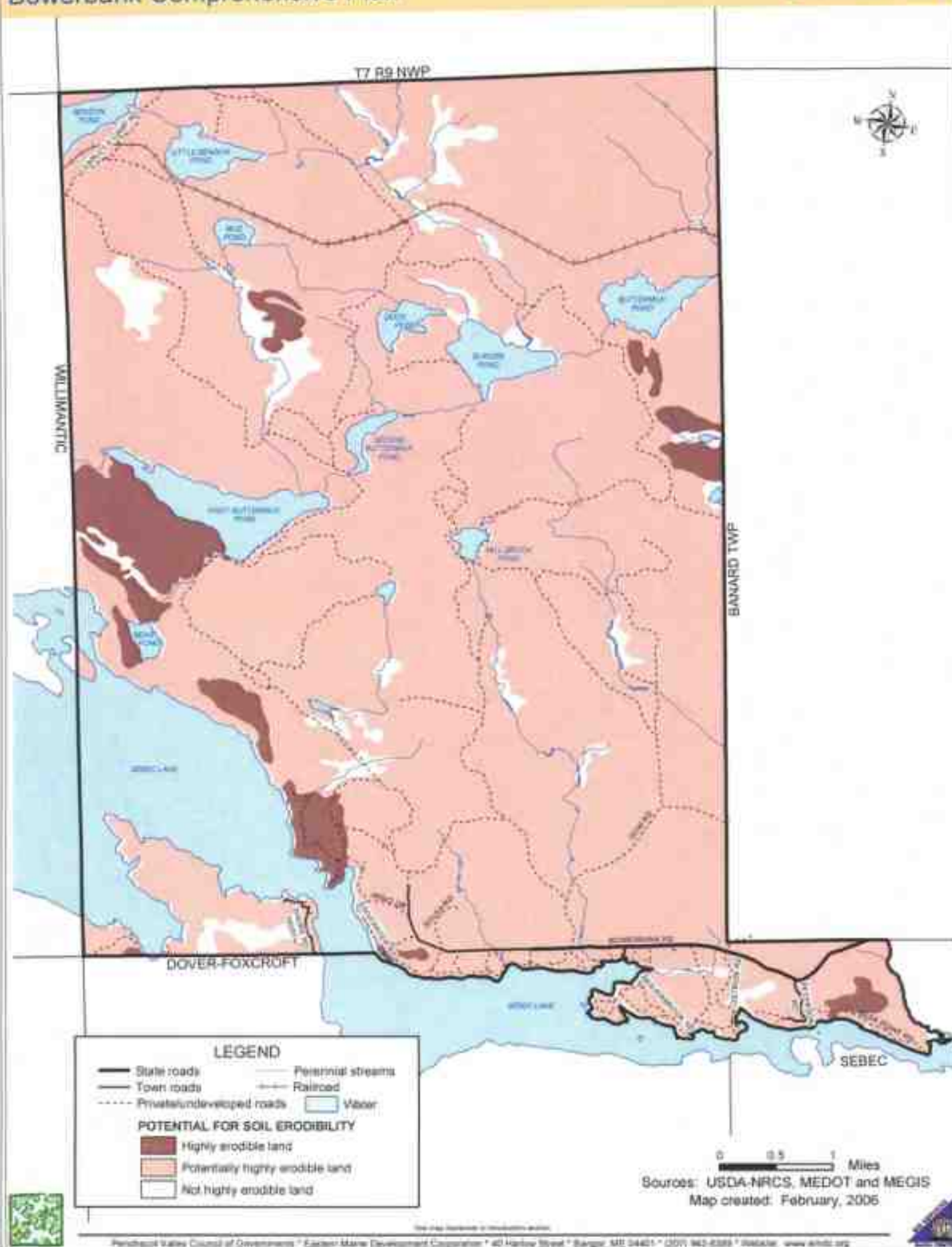


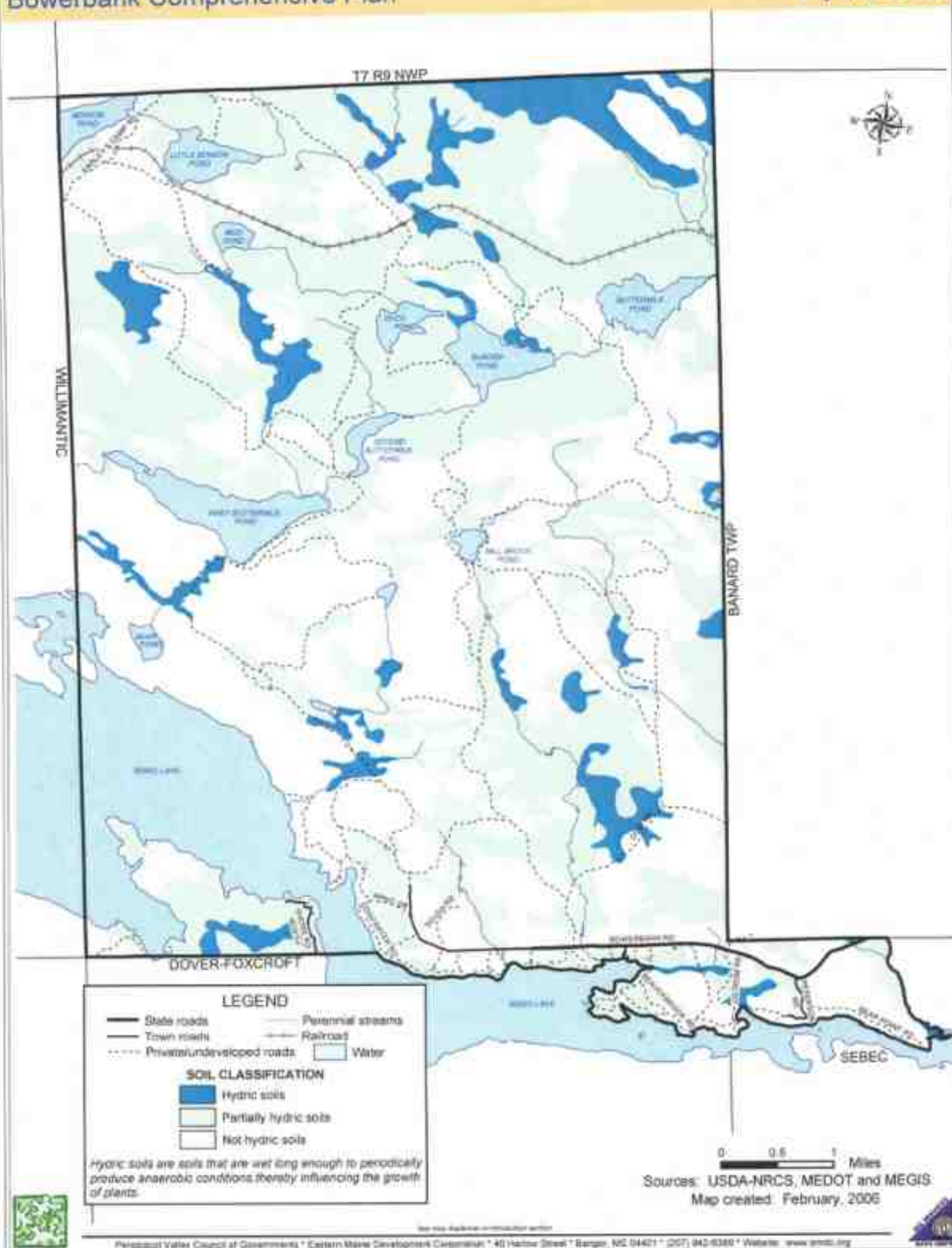




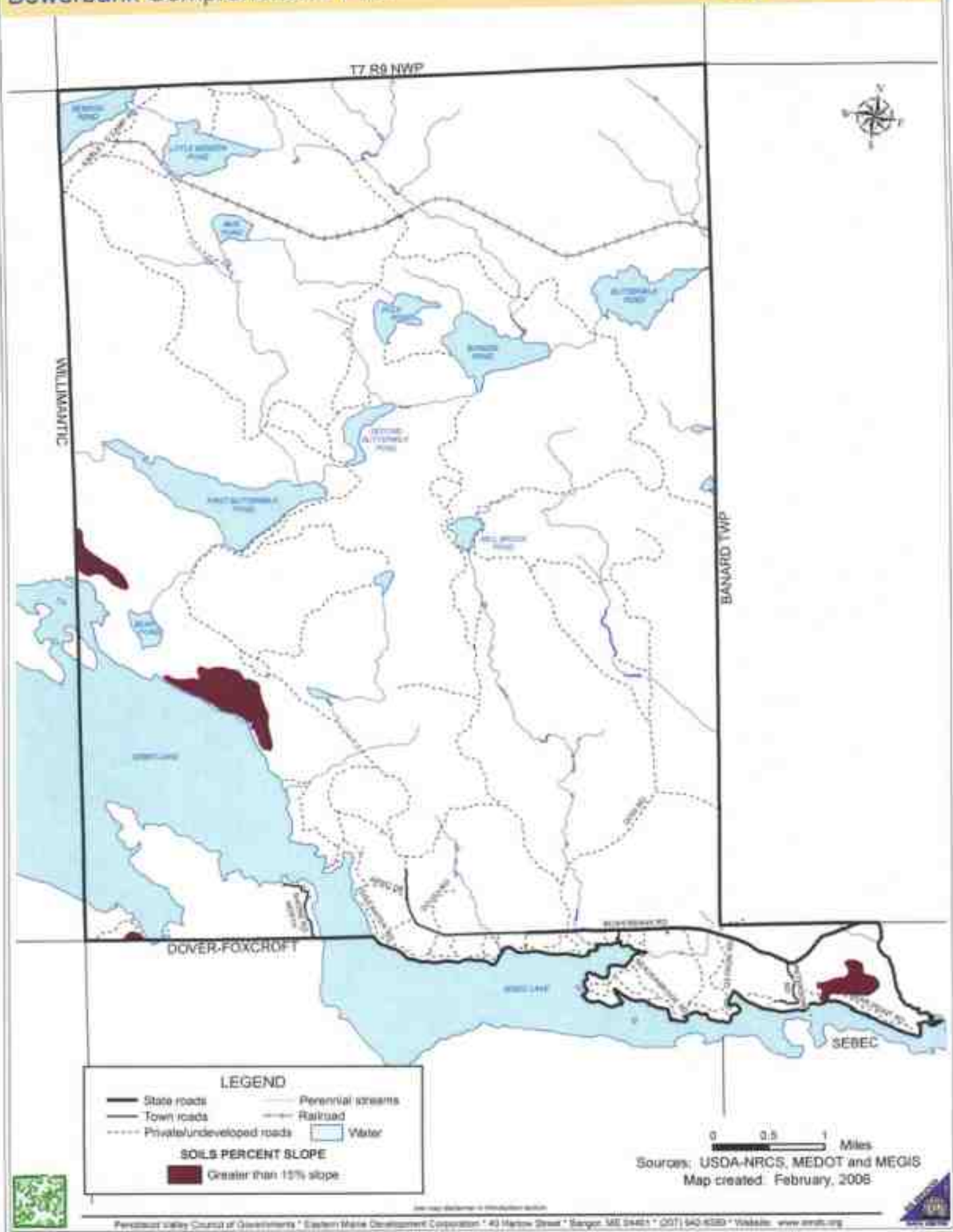




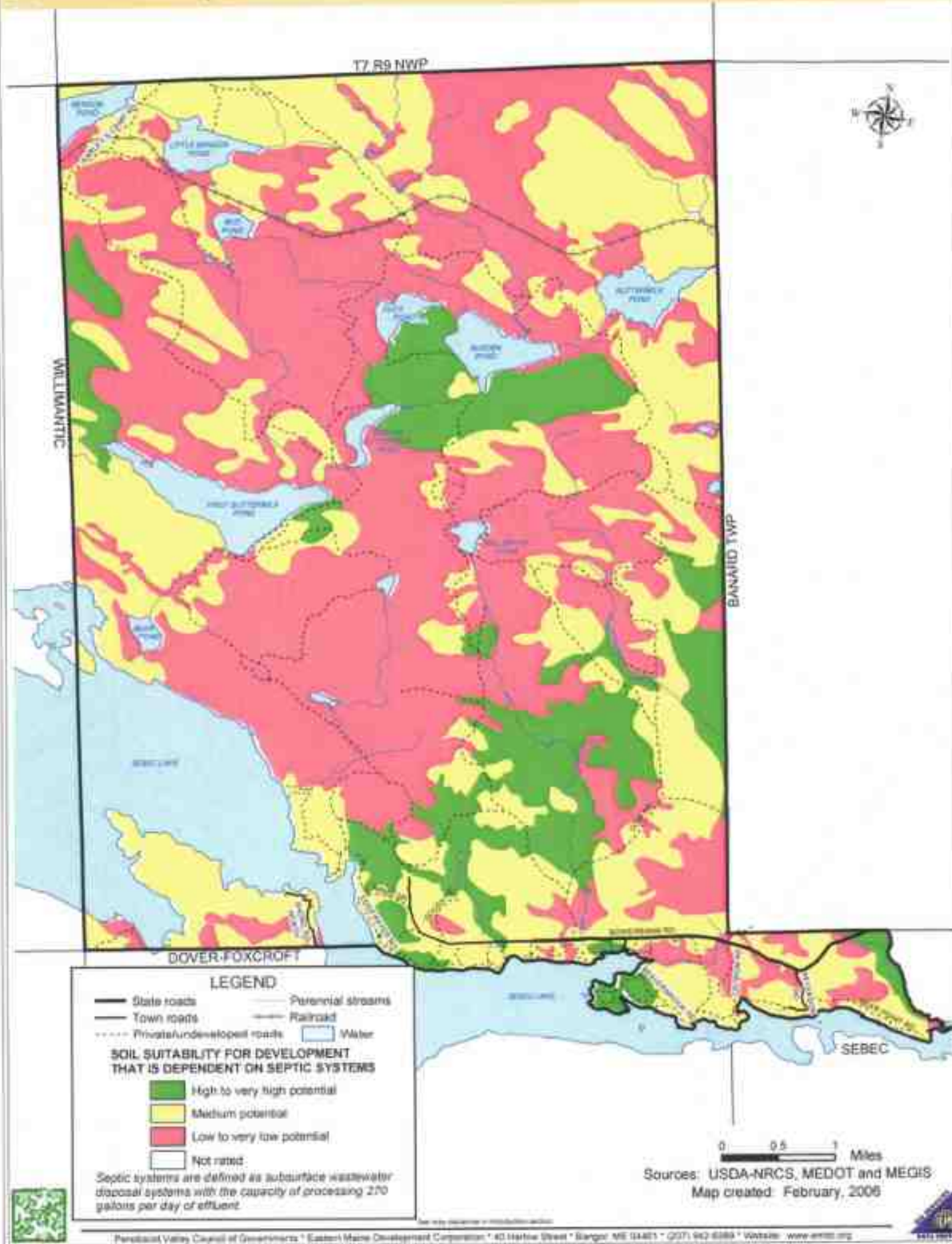




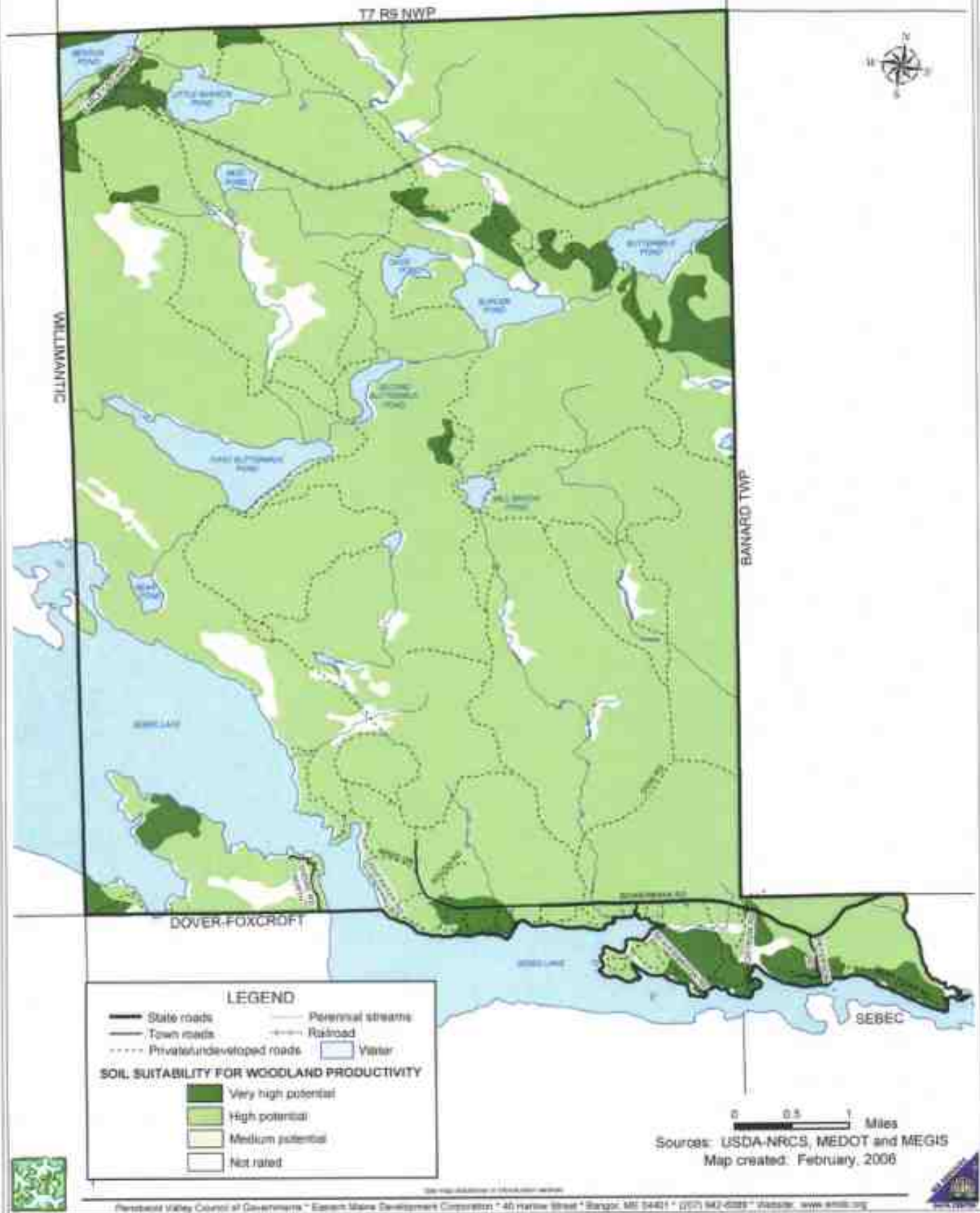




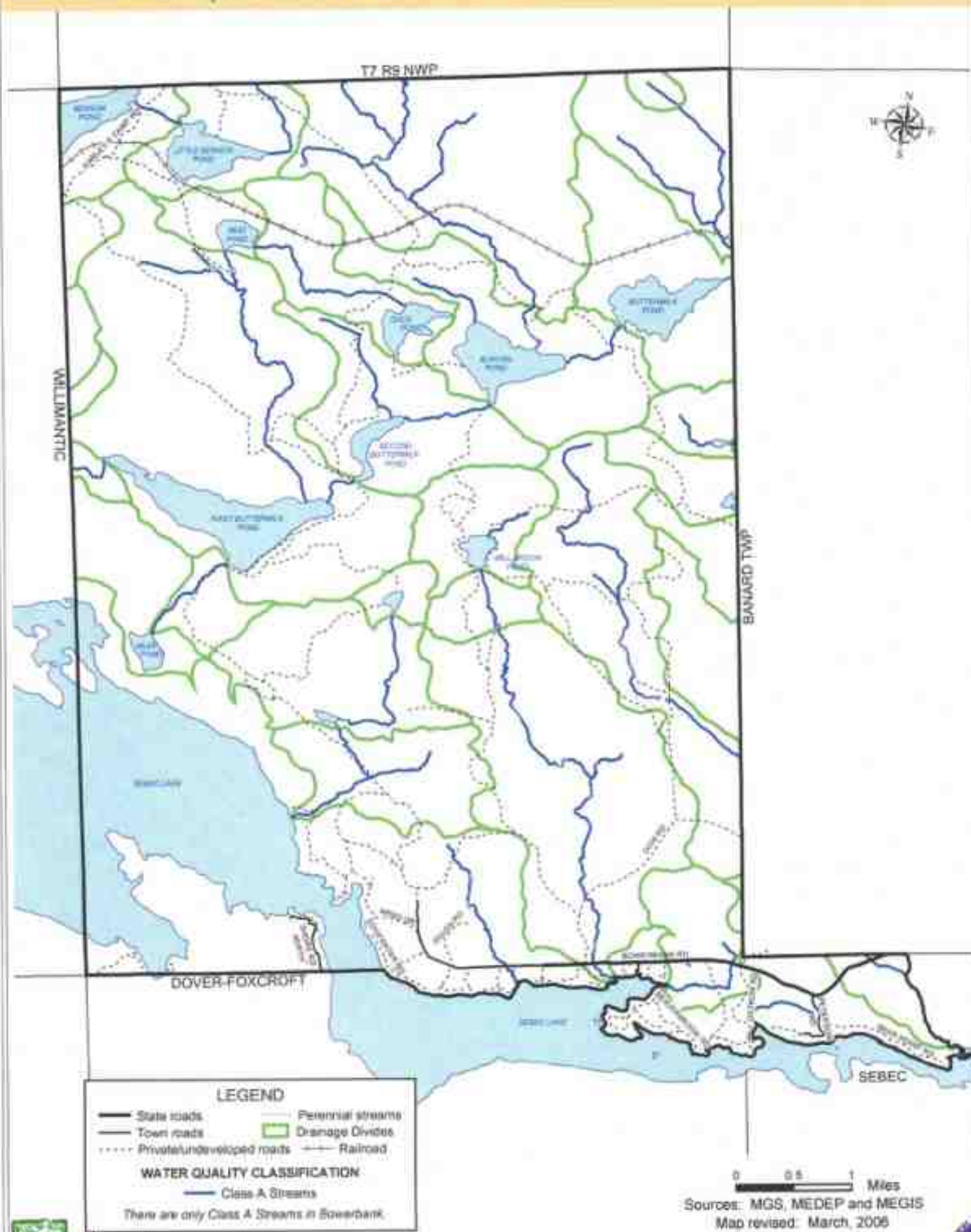
# Bowerbank Comprehensive Plan Soil Potential for Low Density Development





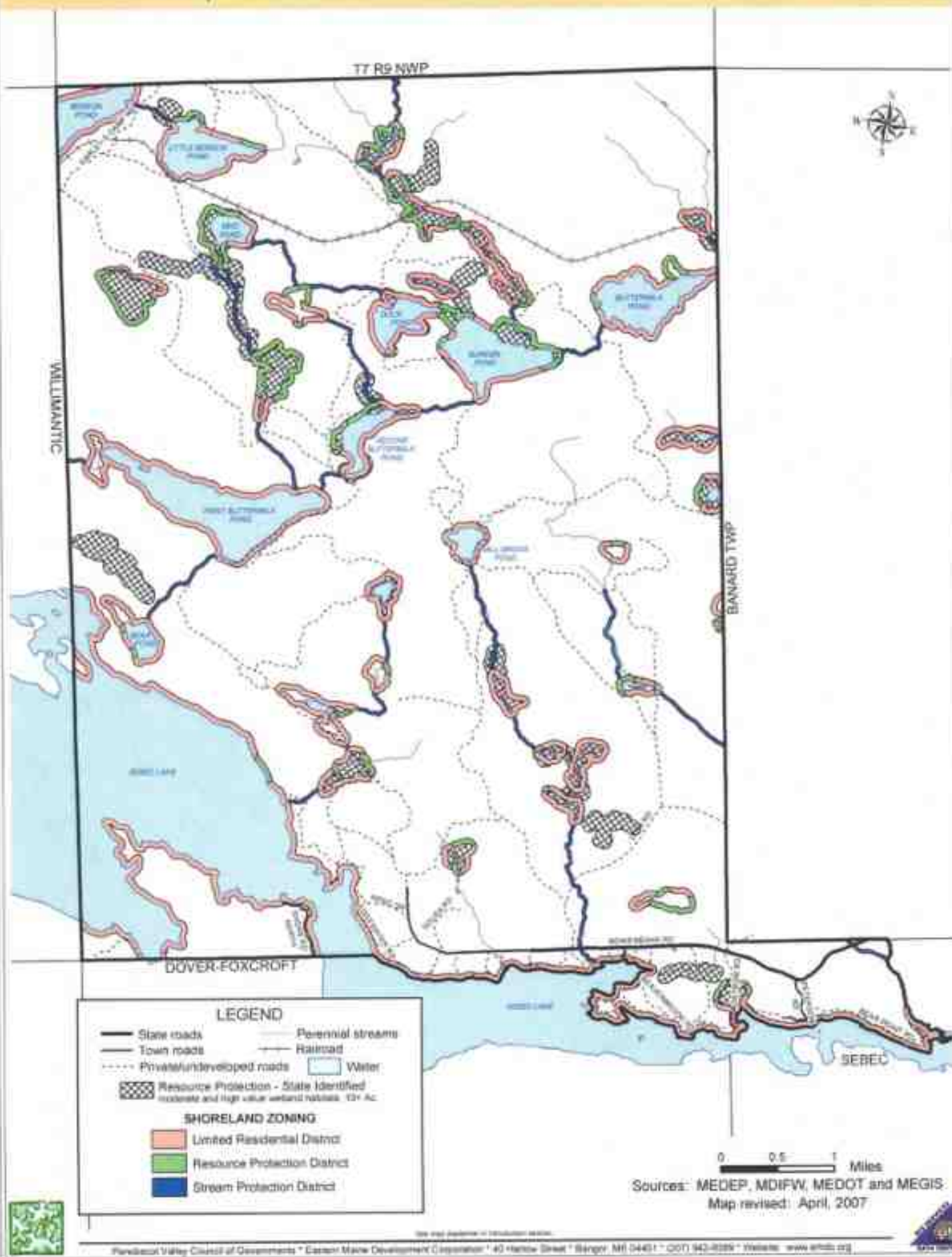


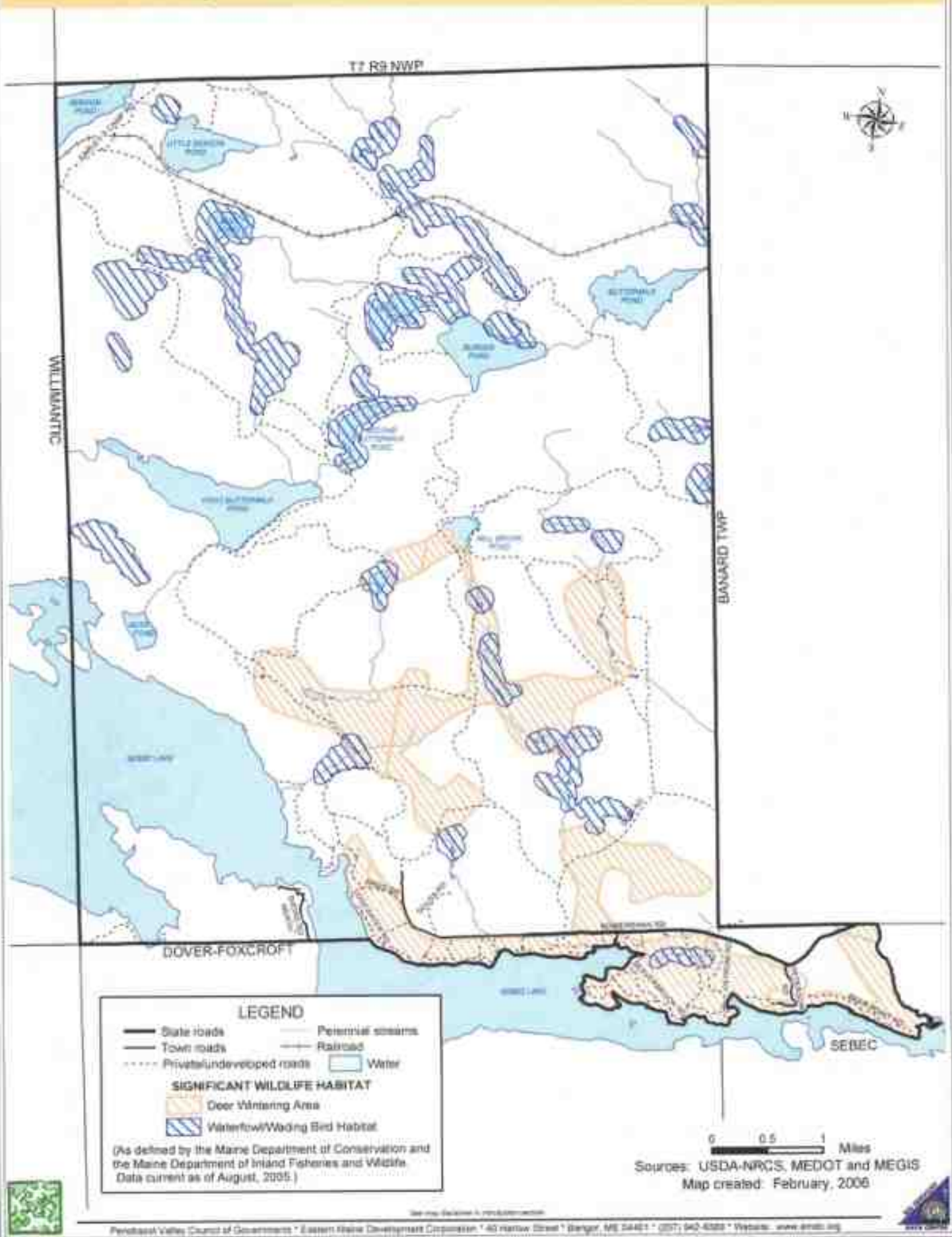














# Bowerbank Comprehensive Plan

## Development Constraints

- Bald Eagle Nest Sites
- Conservation Lands
- Waterfowl Habitat
- Deer Wintering Area
- Steep Slopes

### Roads

- Reservation
- State aid
- State hwy
- Trwy summer
- Townway

4



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0 0.5 1 Miles

Sources: USDA-NRCS, MEDOT and MEGIS  
Map created: May, 2005

See map boundaries at end of this Plan Summary



