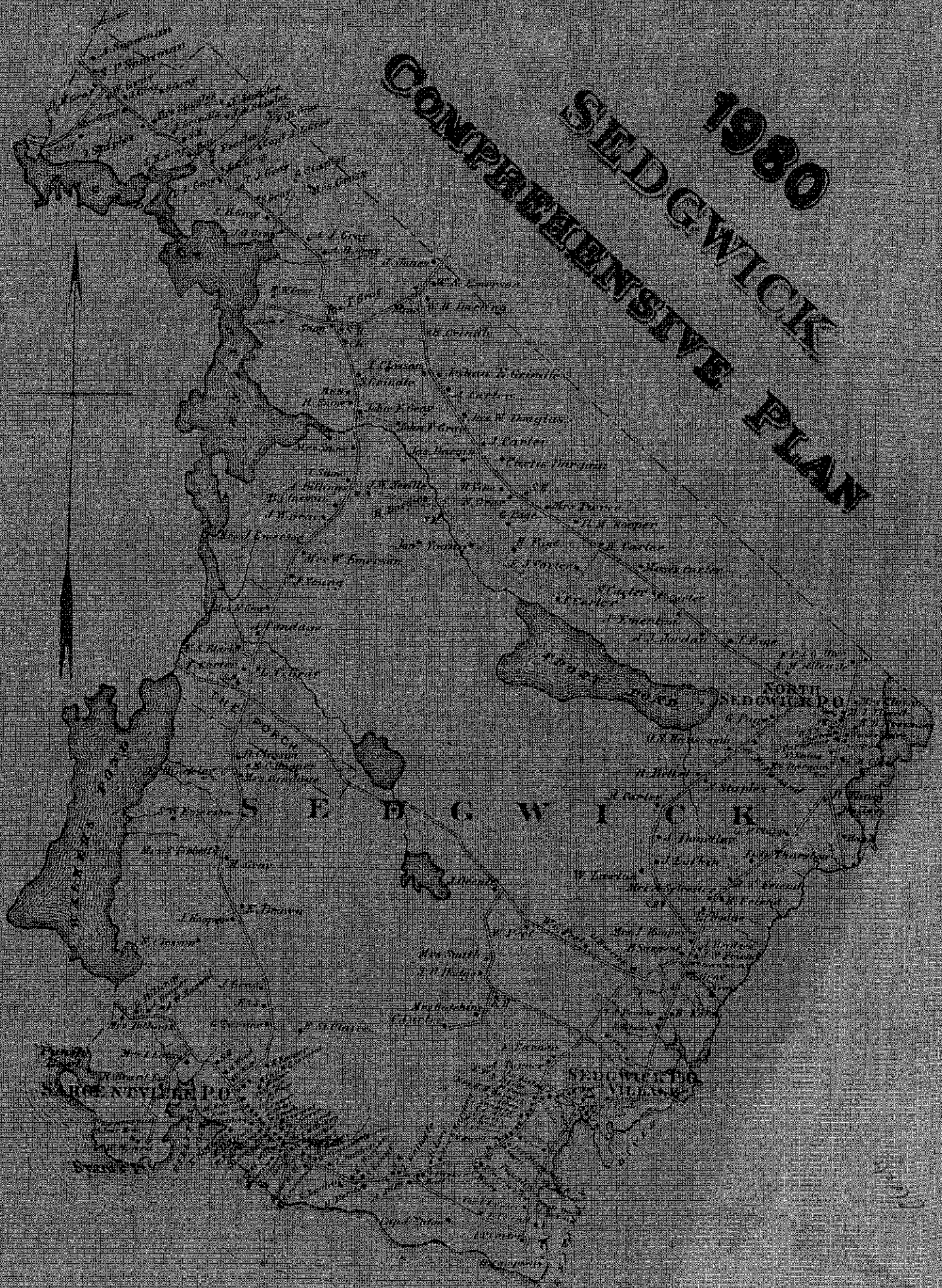


# 1980 SEDGWICK COMPREHENSIVE PLAN



# **SEDGWICK Comprehensive Plan**

**Prepared By:**

**The HANCOCK COUNTY  
PLANNING COMMISSION**

**James S. Haskell, Jr.  
EXECUTIVE DIRECTOR**

**Jeanette V. Duym  
PROJECT PLANNER**

**Michael E. Cressey  
CARTOGRAPHER**

**Debra F. Cousins  
Debbie J. Taylor  
TYPISTS**

**SEPTEMBER 1980**

**Under the Direction of the  
CITIZENS' REVIEW BOARD**

**George C. Marvin  
PROJECT MANAGER**

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Fred Brown

Serita Brown

Herbert Carter

John Davies

Nick Emlen

Oliver Garceau

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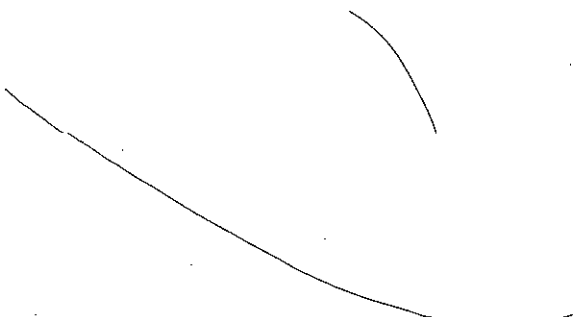
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### Acknowledgements

This plan could not have been completed without the assistance of the people of Sedgwick, including town officials, the Sedgwick Citizens' Review Board, and those residents who answered the opinion survey and participated at the public hearing.

Without their willingness to share their time, thoughts, and hopes for the future, this comprehensive plan could not have adequately presented or attempted to understand the problems and opportunities the community faces.

Cover: Sedgwick a Century Ago, from the Colby Atlas of 1881.

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# INTRODUCTION



## I. INTRODUCTION

### A. PURPOSE

A comprehensive plan is a process of examining and evaluating the assets and problems that exist in the town. The plan recommends actions to help remedy existing problems and/or prevent possible future problems. It is comprehensive because all aspects of the town are examined, such as land use, housing, transportation, municipal services, population characteristics, the local economy, taxation, government expenditures, and the environment. It also sets forth a logical order in which the recommendations should be accomplished or implemented.

The basic information and recommendations contained in the plan will be used as a guide by town officials in making decisions on such issues as roads, housing, and improving town services. The plan is not a law or an ordinance, but once adopted by the townspeople it does provide the basis for local regulations, ordinances and programs.

A comprehensive plan serves many purposes, including the following:

- To assure that the future of the town is guided to the maximum extent possible by local control rather than state and federal mandates;
- To promote efficiency and economy in town government and services;
- To conserve the character of the town, and yet promote economic development; and
- To provide an action program for the town so that it can systematically achieve the future it has selected.

The plan does not contain the last word on the issues and problems existing in the town, now or in the future. It is flexible and must remain so because circumstances change. It presents an assessment of the existing problems and rational suggestions for improving the situation based on conditions as they exist today.

### B. BACKGROUND

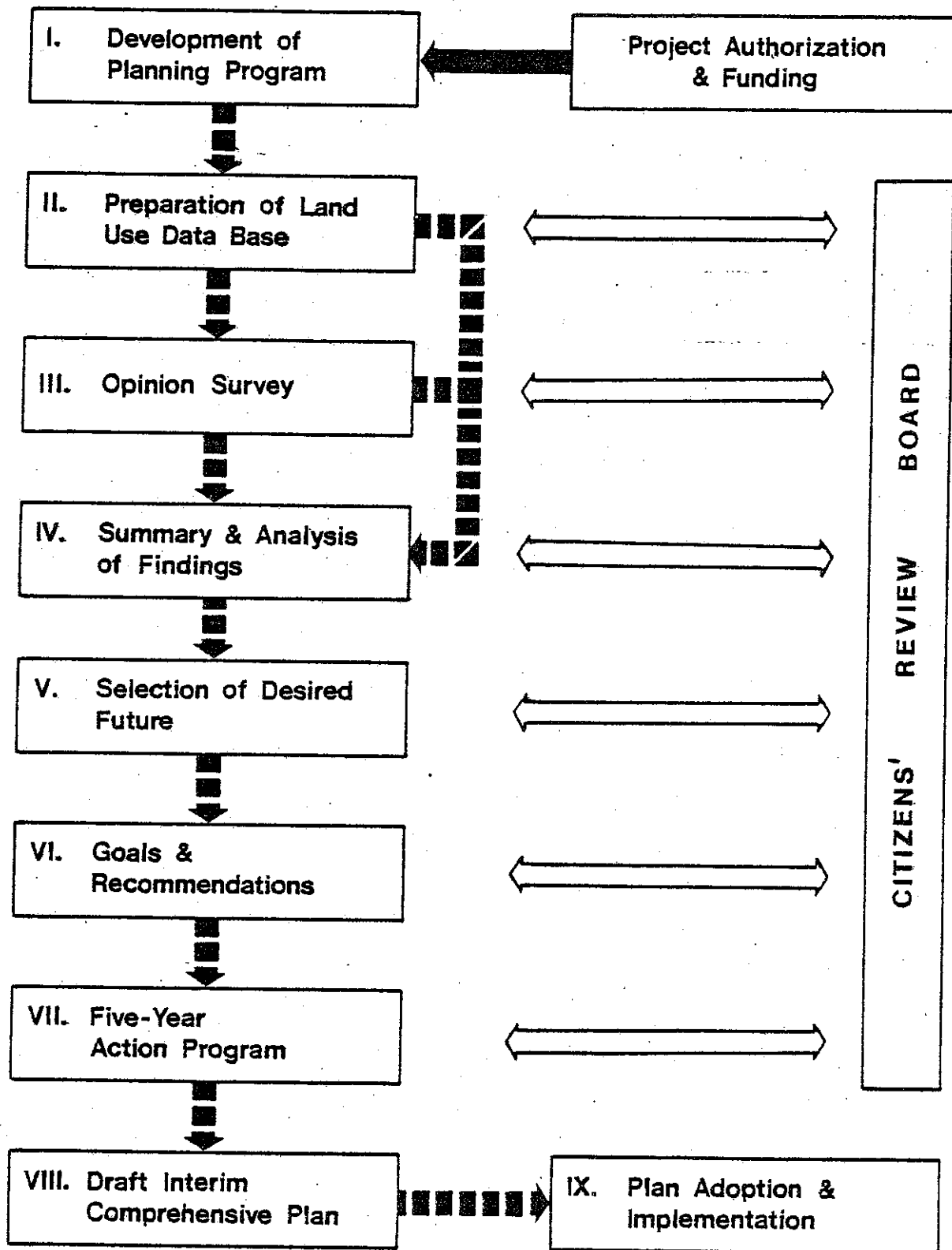
This document is a detailed update of Sedgwick's comprehensive plan, which was adopted in 1974. The revised plan is the result of a two-year planning effort by the town. The planning project, authorized by the Board of Selectmen in the fall of 1978, was prepared by the Sedgwick Citizens' Review Board with technical assistance from the Hancock County Planning Commission. Funding of this project was made possible by two local assistance grants from Maine's Coastal Program, with funds from the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration.

The Citizens' Review Board was composed of a group of citizens which included Selectmen, members of the Planning Board and other interested individuals. The Board met periodically to oversee the work on the comprehensive plan, to review and discuss the information contained within it, and to develop its recommendations.

The comprehensive plan was developed in two phases. The first phase, beginning October 1978 and ending September 1979, dealt with the preparation of a Land Use Data Base Report. The purpose of the report was to compile information pertinent to the Town of Sedgwick. It included the most recent information available concerning the natural, economic and human resources of the community. It also included regional and historic perspectives to place the town in a larger context of time and place. Copies of the Sedgwick Land Use Data Base Report are available on loan from the Sedgwick Town House.

In addition to these data, the Citizens' Review Board prepared and distributed an opinion survey to residents and non-residents for the purpose of providing the Board with more information upon which to develop a comprehensive plan. The survey was designed to cover the adequacy of existing town services and facilities, future growth and development, and certain specific town issues.

The second and final phase in developing the town's comprehensive plan began in October 1979 and continued through September 1980. During this period the information gathered in the first phase of the project was analyzed, a process which synthesized the desires expressed on the opinion survey with the data obtained during the Data Base phase. This analysis identified several areas of concern which warranted further research. From additional discussions and a re-evaluation of the future problems and opportunities facing the town, it was possible to identify a "probable future", based on the continuation of existing trends and conditions, and a "desired future", based on opinions expressed by survey respondents. From the "desired future" the goals of the comprehensive plan were developed. Guided by these goals and based on an analysis of the information which was gathered, the recommendations were developed. Priorities were then assigned to each recommendation and placed in a sequential framework called the action program. The recommendations and action program of this plan were designed to achieve the future desired by the citizens of Sedgwick. Figure 1 graphically outlines this planning process.



**The PLANNING PROCESS**

**Figure 1**

### C. GOALS

The following goals are general statements upon which the recommendations in this comprehensive plan are based. These goals also serve to direct future town actions, ordinances and regulations. The goals were developed by the Sedgwick Citizens' Review Board after lengthy discussions concerning the present and desired future character of the town. These goals were based on the opinions expressed by those who responded to the questionnaire.

It is a goal of the Town of Sedgwick:

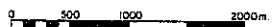
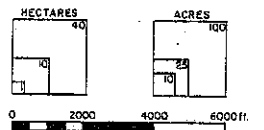
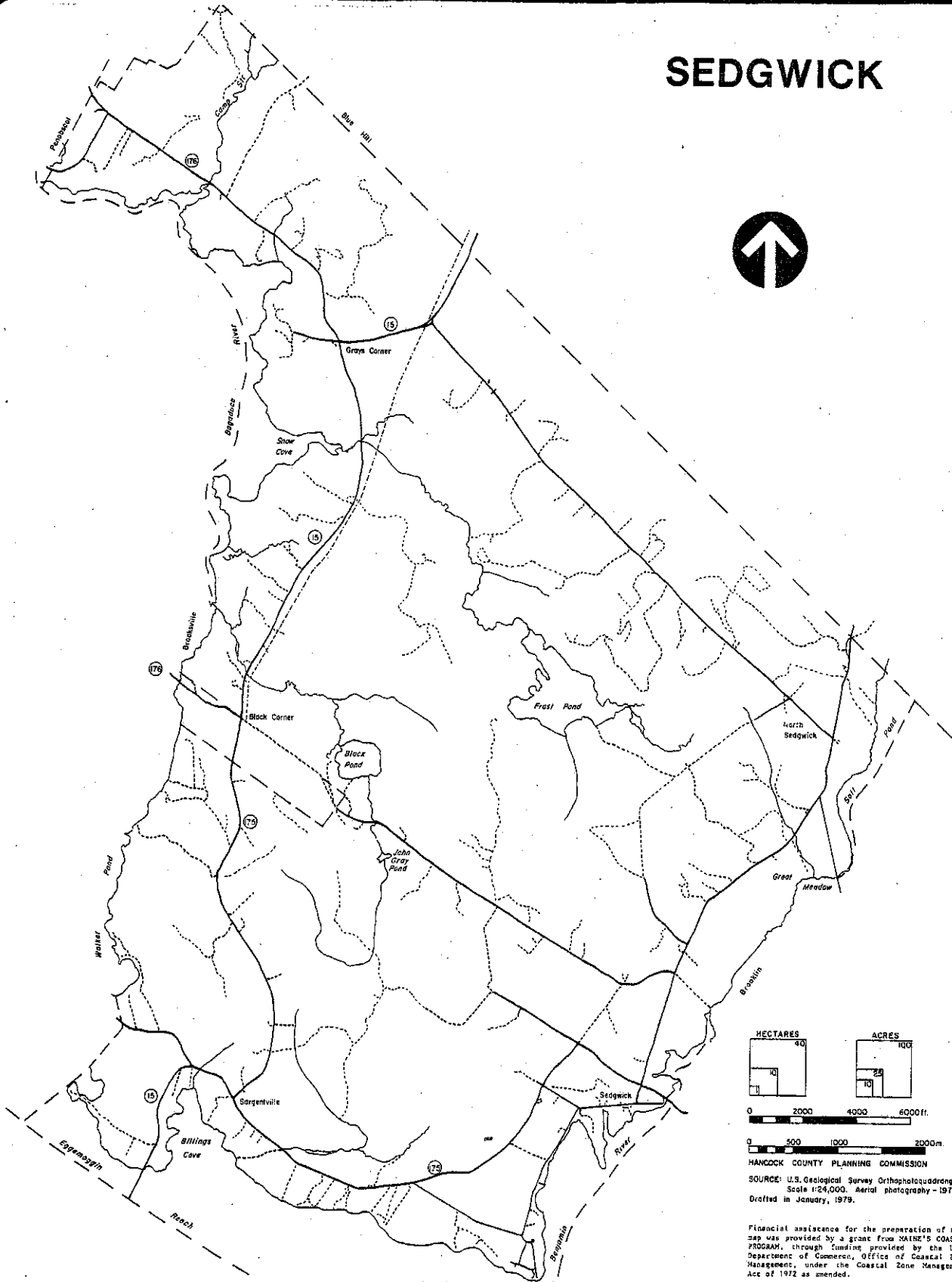
1. To protect the health, safety and welfare of the residents of the community;
2. To preserve and protect the rural, architectural, historic and scenic character of the community;
3. To provide for the anticipated growth of the community;
4. To procure, maintain and enhance the local control powers of the residents of the community;
5. To preserve and protect the natural resources of the community; and
6. To encourage appropriate economic growth in the community.

### D. SCOPE

This planning document is a summary of the information and statistics reviewed and analyzed by the Sedgwick Citizens' Review Board over the last two years. The plan consists of the following sections:

- I. Introduction: The purpose, background, goals, process and scope of the planning effort.
- II. Summary of Findings: A summary and analysis of the collected data concerning the natural, economic, and human resources of the town, including regional and historical perspectives.
- III. Futures: The "Probable Future" is a portrait of what the town would be like in ten years based on the assumption that certain current trends and conditions will continue without any town action to change or modify events. The "Desired Future" outlines what could occur if the town takes positive action to achieve the goals and preferences that it has identified.
- IV. Recommendations/Action Program: The recommendations are a statement of objectives designed to address identified town problems and needs, and to capitalize on existing opportunities for the town. The recommendations are placed in an action program which outlines a five year schedule of when they should be undertaken to help achieve the "desired future" of the town.

# SEDGWICK



HANCOCK COUNTY PLANNING COMMISSION

SOURCE: U.S. Geological Survey Orthophotoquadrangles  
Scale 1:24,000. Aerial photography - 1975.  
Drafted in January, 1979.

Financial assistance for the preparation of this map was provided by a grant from MAINE'S COASTAL PROGRAM, through funding provided by the U.S. Department of Commerce, Office of Coastal Zone Management, under the Coastal Zone Management Act of 1972 as amended.

## MAP I

**II**

**SUMMARY & ANALYSIS  
of FINDINGS**

## II. SUMMARY AND ANALYSIS OF FINDINGS

### A. INTRODUCTION

This chapter summarizes the information collected in the first phase of the comprehensive planning effort which is written up in greater detail in the Land Use Data Base Report. However, this chapter goes further to include an analysis of this information with respect to its implications for the Town of Sedgwick. The information is grouped in five sections; regional perspective, historic perspective, human community, community structure, and natural environment. It must be realized, however, that the sections and the information they contain are interrelated and represent a complete picture of the town only when taken as a whole. A brief description of the five sections follows:

#### 1. Regional Perspective

To obtain a better understanding of the factors influencing developments in Sedgwick, it is important to consider the town's location and relationship to other communities in the area, as well as the effect of influences external to the immediate region.

#### 2. Historic Perspective

The purpose of looking at Sedgwick's history is to obtain a better understanding of events which have influenced the town's development, resulting in Sedgwick's present characteristics and conditions.

#### 3. Human Community

This section describes some characteristics of Sedgwick residents. The number, age, sex, income and employment characteristics of residents are considered because of their effect on the demand for services and on land use. To assess future demand, population projections are also considered.

#### 4. Community Structure

This section reviews many aspects of community life including town government, taxation, municipal services, local economy, housing and land use. These are the institutions, services and facilities through which people interact within the community.

#### 5. Natural Environment

This section deals with the natural aspects of Sedgwick's environment. The environmental constraints imposed on land use and development cannot be ignored if future growth is to be a benefit rather than a detriment to the town.

## B. REGIONAL PERSPECTIVE

### 1. Findings

Sedgwick is located at the south-central end of the Blue Hill Peninsula in Hancock County, one of the fastest growing counties in Maine. The Maine State Planning Office estimated that the County had a year-round population of 42,000 for the year 1979, which is an increase of 21 percent over the 1970 population of 34,505. The population of the region is concentrated along the coast and fluctuates dramatically with the seasons, more than doubling in the summer months.

The region which encompasses approximately 1,707 square miles is known for its miles of coastal shoreline, numerous offshore islands, vast forests, and productive blueberry barrens. Industrial and business activities in the region center around wood products, fishing, services, and tourism. Unemployment in the region fluctuates with the season, generally doubling during winter months.

Transportation routes in the region include state designated highways, secondary state aid roads, and town roads, the condition of which does not compare well with those in the State as a whole. Although the private automobile is the major form of transportation in the region, the area is also served by bus (Greyhound Bus Lines), plane (Bar Harbor Airlines), and ferry (Maine State Ferry Service).

Within the region there is one city (Ellsworth), thirty-six towns, one village corporation (Lucerne-in-Maine), one plantation (Great Pond), and fifteen unorganized townships. With the exceptions of Bar Harbor, Bucksport and Ellsworth which have town councils, all of the towns within the region are governed by a selectmen/town meeting form of government. Ten larger towns have town managers.

State valuations for towns in the region range from \$900,000 for Osborn to \$171,200,000 for Bucksport. Municipal valuations in the region also have a wide range, from \$518,535 for Osborn to \$169,357,490 for Bucksport. Four major factors influencing valuations and tax assessments in the region are public lands, the Maine Tree Growth Tax Law, the high value of coastal property, and industrial/commercial development. State and federal lands are not taxable, so considerable amounts of land are removed from town tax rolls, most notably, those that fall within the boundaries of Acadia National Park. The Maine Tree Growth Tax Law allows nearly 46 percent of the land in the region, which generally is owned by paper companies and large woodlot owners, to be assessed at much lower rates. Coastal land in the region is generally worth considerably more than inland acreage and is taxed accordingly. Bar Harbor, Bucksport and Ellsworth are the three major industrial/commercial centers in the County which is reflected in their higher valuations.



## 2. Analysis

The entire region is experiencing growth in population, housing, subdivision activity and economic activity. If this trend continues, Sedgwick will experience continuing growth as well. However, this trend is contingent on such factors as the energy situation, land availability, job opportunities and other factors affecting general economic conditions.

The present rate of inflation which the County as a whole is experiencing, will have an impact on the region and the Town of Sedgwick. The cost of providing municipal services will increase, thereby increasing the amount of money the town must raise through local taxes, while the purchasing power of local residents will decrease.

Many developments that occur outside of town at international, national, state and county levels influence the town. A continuing review and analysis of how these influences affect the town is important to the decision-making process in Sedgwick. For example, almost all aspects of municipal administration and funding are affected to an extent by state legislation. State legislation has in the past and will continue to influence local tax policies. The Tree Growth Tax Law, the Farm and Open Space Tax Law, and the Uniform Property Tax Law and its repeal have all impacted local taxes.

## C. HISTORIC PERSPECTIVE

### 1. Findings

Sedgwick, named after an English Army Officer, Robert Sedgwick, was incorporated on January 12, 1789. At the time of incorporation, Sedgwick included what is now Brooklin and part of Brooksville. Brooksville was incorporated in 1817 taking 1/8 of the taxable property of Sedgwick. Then on June 9, 1849 Brooklin was incorporated, taking 8,000 acres from Sedgwick.

The Penobscot Bay area was extensively explored in the early 1600's. However, major settlement did not begin until the late 1700's after the conclusion of the conflict between the French and English. In 1763, with the signing of the Treaty of Paris, the land in the region was ceded to England and annexed to the Massachusetts Bay Province. Rapid growth and development of the Penobscot Bay area continued throughout the mid-1800's. Major economic activities of the region included shipbuilding, shipping, fishing, forestry, farming, quarrying for granite and mining.

Employment and population in the region began to decline after the Civil War due to changes in transportation, i.e. the development and expansion of the railroads which opened new opportunities in the interior of the United States. During the early 1900's the population in the Hancock County region continued to decline, while fishing, mining and forestry remained important sources of employment.

During the late 1800's and early 1900's, when steamships were in use, summer vacationers visited Sedgwick for extended periods of time. Summer cottages and boarding homes were built to serve these people. By 1910 the "Traveler's Home" and the "Harbor View" were both operating in Sedgwick. The summer crowd supplied an important source of employment for many people living in towns on the Blue Hill Peninsula at a time when the economic base of the region was eroding.

There were several factors which influenced development in Sedgwick during the 1900's. The growing use of the automobile lead to the demise of steamship service but made the town more accessible to summer visitors and to surrounding trade and service centers. A second factor affecting development in Sedgwick was the growth of industry and jobs in Blue Hill, Bucksport and Ellsworth. A more recent factor has been an influx of new people since 1960, mainly retirees and young families representing the "back-to-the-land movement".

## 2. Analysis

Outside events have influenced the development of Sedgwick. The past economic activities in the Hancock County region included shipping, ship building, fishing, forestry, quarrying for granite and mining. These flourished because of outside economic conditions. Therefore, it can be said with some certainty that Sedgwick's future growth and development will be affected by regional, state, national and even international developments.

One outside development which will affect the town is the rising cost of gasoline. The increased cost of travelling may cause a reversion to an earlier vacationing practice of extended stays at inns and resorts. This could benefit Sedgwick if facilities to serve these vacationers were located in the town.

## D. HUMAN COMMUNITY

### 1. Findings

The first U. S. Census was taken in 1790. In that year, Sedgwick had a population of 569. Between 1790 and 1840, the population increased rapidly, reaching a high of 1,922 people in 1840. The incorporation of the Town of Brooklin in 1849 was responsible for the decline in population between 1840 and 1850. In 1860, when the Penobscot Bay area was at its height of activity, the population in Sedgwick was 1,263. After 1860, the town's population began to decline, and continued to do so for 100 years until 1960, when it reached a low of 574 people. In the 1960's, Sedgwick began to experience an immigration, as did other towns in the area, and the population began to grow, although slowly in the 1960's but more rapidly in the 1970's (see Table 1).

**TABLE I**

YEAR	POPULATION	NET CHANGE	PERCENT CHANGE
1790	569		
1800	760	+ 191	+ 33.6%
1810	1,352	+ 592	+ 77.9%
* 1820	1,426	+ 74	+ 5.5%
1830	1,606	+ 180	+ 12.6%
1840	1,922	+ 316	+ 19.7%
** 1850	1,235	- 687	- 35.7%
1860	1,263	+ 28	+ 2.3%
1870	1,113	- 150	- 11.9%
1880	1,128	+ 15	+ 1.3%
1890	1,012	- 116	- 10.3%
1900	902	- 110	- 10.9%
1910	909	+ 7	+ 0.7%
1920	830	- 79	- 8.7%
1930	699	- 131	- 15.8%
1940	718	+ 19	+ 2.7%
1950	614	- 104	- 14.5%
1960	574	- 40	- 6.5%
1970	578	+ 4	+ 0.7%
1975	675	+ 97	+ 16.8%

\* Brooksville was incorporated in 1817

\*\* Brooklin was incorporated in 1849

SOURCE: U.S. Census

# Historic Population

The preliminary U. S. Census figures, published July 1980, estimated that the 1980 population for Sedgwick is now 771, a 33.4 percent increase over the 1970 Census figure of 578. Based on the number of seasonal homes and an average family size of 3.4, the seasonal population in the summer of 1979 was estimated at 180 people. If we assume that the year-round population has increased by 33.4 percent or 193 people since 1970, the seasonal population of 180 people swells the town's population by 23 percent.

Sedgwick's population by age group is shown in Table 2 below. The 1976 estimates are those of the Maine Department of Human Services.

TABLE 2. POPULATION BY AGE GROUPS

Age	1960	1970	% change	1976	% change
under 5	62	46	-26.0%	62	+34.8%
5 - 17	130	132	+ 1.5%	148	+12.1%
18 - 44	154	163	+ 5.9%	197	+20.9%
45 - 64	125	126	+ .8%	110	-12.7%
over 65	103	111	+ 7.7%	113	+ 1.8%
Totals	574	578	+ .7%	630	+ 9.0%

U. S. Census information on education levels indicates that in 1970, 41 percent of the adults in Sedgwick had completed 12 or more years of school. This is considerably lower than both the County and State averages of 59 and 55 percent, respectively. The percent increase of average per capita income from 1969 to 1975 for Sedgwick was 54.8 percent which is slightly higher than the County's 51.8 percent increase. The only information available on household income is from 1969. In that year, 48 or 29 percent of the 167 families in Sedgwick had an income of over \$6,000 per year as compared to 5,761 or 63 percent of the 9,134 families in the Hancock County Region. Although per capita and household incomes are rising in Sedgwick, lack of jobs and unemployment are problems, particularly in the winter when unemployment almost tripled from 6.6 percent to 17.5 percent in 1978.

## 2. Analysis

An increasing population has implications for land use and town services. Since 1970 Sedgwick's population has increased steadily. As a result of this growth, Sedgwick can expect an increase in residential and commercial development as well as an increase in demand for town services.

The seasonal population, averaging 23 percent over the town's year-round population, places a burden on certain town services like solid waste disposal, police and fire protection and road maintenance (requiring that they be designed to meet the needs of a large population for three months of the year). However, land owned by seasonal residents is subject to taxation, and thus provides substantial revenues for support of town services.

The 18-44 age group, those generally of child-bearing age, increased 20.9 percent from 1970 to 1976. This implies that a higher number of pre-school and school aged children is likely to occur in the near future. There has already been a 34.8 percent increase in the number of children under five from 1970 to 1976. This anticipated growth demands that the town should consider its future needs for education, recreation and other services for its youth. Other implications of the increase in the 18-44 age group is a greater demand for housing and an increase in the work force reflecting greater economic activity in the town and the region.

## E. COMMUNITY STRUCTURE

### 1. Town Government

#### a. Findings

Sedgwick has a selectmen/town meeting form of government. The Board of Selectmen consists of three persons who are elected on a rotating basis for three year terms. The Board serves as the town's executive branch of government, having both administrative and judicial powers. The Board also serves as agents of the legislative branch (the town meeting), preparing and signing the town warrant and establishing the dates and locations for local elections and town meetings. In addition, the Board carries out many other functions which include appointing persons to certain offices and committees, administering town finances, and overseeing all town departments. Board members also serve as Overseers of the Poor, administering the town's general assistance program and as the town's Assessors.

Town officials appointed by the Selectmen include:

Constables	Harbor Master
Plumbing Inspector	Health Officer
Planning Board Members	Hancock County Planning Commissioners
Civil Defense Director	Board of Health
Fire Chief	Sealer of Weights and Measures
Assistant Fire Chief	

Other town officials elected by secret ballot before the annual town meeting are:

Treasurer	School Committee Members
Town Clerk	Road Commissioner
Tax Collector	Fire Ward

The local property tax is Sedgwick's primary means of raising revenue to support town services. Although the town's valuation is lower than the regional average, it has increased by more than five times since 1970, from \$3,284,000 in 1970 to \$17,356,370 in 1978. This dramatic increase in valuation was partially offset by a decrease in the tax rate from .023 to .0094; however, the tax assessment has more than doubled since 1970 to keep pace with the rising cost of town services.

Town expenditures have more than tripled in eight years, from \$100,214 in 1970 to \$370,062 in 1978. Education constitutes the town's largest expenditure, generally consuming 65 percent of the town budget (see Table 3). Town administration runs about 6 percent of the total budget, road maintenance and repair from 10 to 15 percent, fire and police protection about 2 to 3 percent, and health and sanitation about 2.5 percent.

b. Analysis

Increased population, increased cost of municipal services, and increased state and federal regulations will continue to make the task of administering local government more complex. The increasing complexity of local administration will demand more time of elected and appointed town officials and may eventually lead to the need for a town manager.

As noted in the analysis under Regional Perspective, increasing costs of town services are likely to result in increased property taxes. Because townspeople wish to keep taxes as low as possible, trade-offs are likely to occur between a demand to cut local spending and an increased cost of providing the same level of services.

**TABLE 3**

	YEAR ENDING 12/31/70		YEAR ENDING 12/31/74		YEAR ENDING 12/31/75		YEAR ENDING 6/30/77		YEAR ENDING 6/30/78	
	DOLLARS	%	DOLLARS	%	DOLLARS	%	DOLLARS	%	DOLLARS	%
ADMINISTRATION	8,945	8.9	18,944	9.2	18,657	5.9	25,376	5.5	23,072	6.2
PROTECTION	3,515	3.5	6,142	3.0	19,831	6.2	10,061	2.2	5,772	1.6
PUBLIC WORKS	30,039	30.0	27,289	13.3	49,807	15.7	65,994	14.4	40,498	10.9
HEALTH and SANITATION	1,590	1.6	5,416	2.6	7,410	2.3	10,409	2.3	8,544	2.3
EDUCATION	47,768	47.7	135,097	65.7	208,016	65.5	310,311	67.5	235,223	63.6
OTHER	8,374	8.4	12,815	6.2	13,994	4.4	37,579	8.2	56,875	15.4
TOTAL	100,214		205,707		317,718		459,732		370,062	

SOURCE: Annual Reports

## SUMMARY of EXPENDITURES

## 2. Town Services

### a. Findings

After education, the largest town expenditure is for the maintenance and repair of roads. Most of the town road funds are spent on snow removal and sanding. Sedgwick has no police department although there are town constables. For the most part, police protection is provided by the Hancock County Sheriff's Office in Ellsworth and the Maine State Police.

Sedgwick has a volunteer fire department with approximately twenty active firefighters. Major fire fighting equipment includes six trucks, three pumpers and three tank trucks, that are housed in two fire stations, one in Sargentville and one in North Sedgwick. The newest of the six trucks was purchased in 1975 and is a 750 gallon per minute pumper. The volunteers are alerted to a fire through a red phone alarm system.

The town operates a three-acre solid waste disposal site located approximately 1.5 miles east of Route 15 in Sedgwick. The site is also used by the Town of Brooksville. At present, Sedgwick's dump is open burning with cover applied routinely.

Although the town has no health facilities of its own, the town contributes to the Four Town Nursing Service. Ambulance service for Sedgwick residents is provided by the volunteer Peninsula Ambulance Corps centered in Blue Hill. Hospitals serving town residents include Blue Hill Memorial, Maine Coast Memorial in Ellsworth and the Eastern Maine Medical Center in Bangor.

### b. Analysis

As the cost of labor and materials increases so will the cost of road maintenance and repair. New development in previously undeveloped areas of town could increase the number of miles of roads that must be maintained, further increasing the cost. The amount of state funding for maintenance of state aid roads will also affect the operations and costs of this town service.

The current volunteer fire force provides adequate protection at present. However, increasing development in outlying areas of the town may necessitate expansion of the fire department to better meet the demand of residents removed from the village areas. Increased use of wood burning stoves will likely increase the calls on the fire department as well.



The present concern for better police protection may demand improved coverage and quicker response from the Maine State Police and the Hancock County Sheriff's Department.

Town expenditures for solid waste disposal are increasing and are certain to continue as state and federal regulations are enforced more vigorously.

### 3. Education

#### a. Findings

Brooklin, Deer Isle, Sedgwick and Stonington comprise School Union 76, which hires a superintendent to carry out administrative duties. While each town in a school union can have its own school committee whose responsibilities include preparing the school budget, hiring personnel, and controlling the school curriculum, Deer Isle and Stonington have formed a Community School District with only one school committee. Brooklin and Sedgwick each have their own school committees, although through a governance sharing plan allowed under School Union Law, both school committees have a voting member from the other town. Members of the Sedgwick School Committee are elected on a rotating basis for a three year term.

There are two schools in Sedgwick, the primary school and the "open door" school. The Sedgwick primary school was built in 1923. It is 1,320 square feet in size and is located on a three acre site in Sedgwick Village. The school has two classrooms, a maximum seating capacity of 75 students, and houses kindergarten and first grade. Enrollment in the primary school of 38 students in school year 1978-79 was considerably below maximum capacity.

The "open door" school was built nine years before the primary school in 1914. It is about the same size as the primary school, also has two classrooms, and is located on a three acre site. The "open door" school, once leased for special education, is now used as a privately operated elementary school facility.

Sedgwick students in grades 2 through 8 attend school in Brooklin, while Brooklin kindergarten and first grade students attend school in Sedgwick. There is a mutual agreement between the two towns that an equal number of students can be exchanged without paying tuition. High school students in both towns must go out-of-town for their secondary education. The majority of high school students in Sedgwick attend either George Stevens Academy or Stonington-Deer Isle High School.

While the total number of Sedgwick students has increased only 25 percent since 1971 (from 128 students in 1971 to 160 in 1978), the cost of education has been rapidly rising. Obviously, these increases must be attributed to reasons other than an increase in the number of students (see Table 4).

b. Analysis

Education will undoubtedly remain Sedgwick's largest expenditure. Because Sedgwick's youth is an important town resource, education must continue to be supported. However, as operating costs and the school population increase, it is essential that school committee members strive for efficiency in running the schools, while continuing to improve the quality of education. School facilities are expected to remain adequate for the existing and projected level of school population, with no major capital expenses anticipated. In light of rising energy costs, conservation measures in heating buildings and operating school buses should be supported.

4. Economy

a. Findings

In the summer of 1978 the labor force in Sedgwick was estimated at 335 people, 22 of whom were unemployed. The following winter, the labor force was estimated at 315 with 55 unemployed. These figures indicate two trends common to the region: (1) unemployment increases in the winter; it increased from 6.6 to 17.5 percent in Sedgwick; and (2) the labor force decreases in the winter.

There are no large employers in Sedgwick. The largest employer in the immediate region is the St. Regis Paper Mill in Bucksport. Businesses in Sedgwick are small, generally employ less than 5 people, and most are operated out of one's home. Many of the businesses are open only in the summer when the seasonal population increases business and sales. A listing of the community businesses in Sedgwick is given in Table 5.

Although some residents are still involved in fishing, cutting wood and harvesting blueberries, Sedgwick's economy is now service oriented.

b. Analysis

In the past, and undoubtedly in the future, economic opportunities in Sedgwick and in the Hancock County region will affect the town. As employment opportunities and the town's population are closely correlated, the population will continue to grow if economic opportunities in the area expand.

**TABLE 4**

School Year	Elementary Operation Expenditures	Tuition Expenditures	Total Expenditures	Total Town Expenditures	State Subsidy
69 - 70	*286,997	*193,300	*550,200	—	*148,873
70 - 71	*318,129	*200,860	*589,782	45,607	*134,924
71 - 72	*337,213	*217,748	*636,458	55,672	*121,432
72 - 73	*351,504	*221,211	*636,627	60,418	*109,288
73 - 74	30,145	75,609	116,900	63,251	12,688
74 - 75	33,428	96,032	150,136	85,554	48,676
75 - 76	28,458	121,265	172,666	98,247	39,256
76 - 77	33,073	105,218	163,869	124,406	54,763
77 - 78	+36,370	+139,235	+201,548	148,062	54,928

\* Figures for M.S.A.D. #73: tuition expenditures include cost of secondary education

+ Source: Annual Town Reports

SOURCE: Maine Department of Education & Cultural Services, Maine School Statistics (69--77)

## Education Expenditures & Appropriations

## TABLE 5

Allen Brothers, Inc.  
Byard's Garage  
Carter's Garage  
Cosy Nook  
Countre Shoppe  
Country View  
Dave's Store  
Flag Pole Factory  
Four Winds Girls' Camp  
Gray's Farm Stand  
Hale's Sail Loft  
Hitchcock's Machine Shop  
Ice Works Furniture Refinishing  
Lymburner's Store  
Maine Frame Co., Inc.  
Maine Life Magazine  
McFarland's Garage  
Rockhill House  
Sedgwick Pottery  
Softline Pottery  
Snow's Cove Shingle Mill  
The Dance Studio  
Wardwell Oil

## Community Businesses

## 5. Housing

### a. Findings

After updating a housing survey conducted by the Hancock County Planning Commission in 1975, the Sedgwick Citizens' Review Board determined in 1979 that there was a total of 386 houses in Sedgwick including 287 year-round, 53 seasonal and 46 mobile homes.

A comparison of the 1975 Housing Survey and the 1979 update, indicates that the number of year-round houses has increased by 23 or 8.7 percent, while the number of mobile homes has increased by 17 or 58.6 percent. Combining these two categories, the number of occupied homes has increased by 40 or 13.6 percent since 1975 (see Table below).

TABLE 6. Comparison of Number and Type of Housing Units: 1975 & 79

<u>Category</u>	<u>1975</u>	<u>1979</u>	<u>Difference</u>	<u>Percent Change</u>
Occupied	264	287	23	8.7%
Seasonal	N/A	53	--	---
Mobile Homes	29	46	17	58.6%
TOTAL	293	333*	40	13.6%

\* Excludes 53 Seasonal Homes

Sources: 1975 Housing Element Report, Hancock County Planning Comm., Sedgwick Land Use Data Base, Structures Map

Preliminary 1980 U. S. Census figures, published July 1980, showed that there are now an estimated 437 housing units in Sedgwick. No breakdown was given regarding the number of year-round and seasonal units.

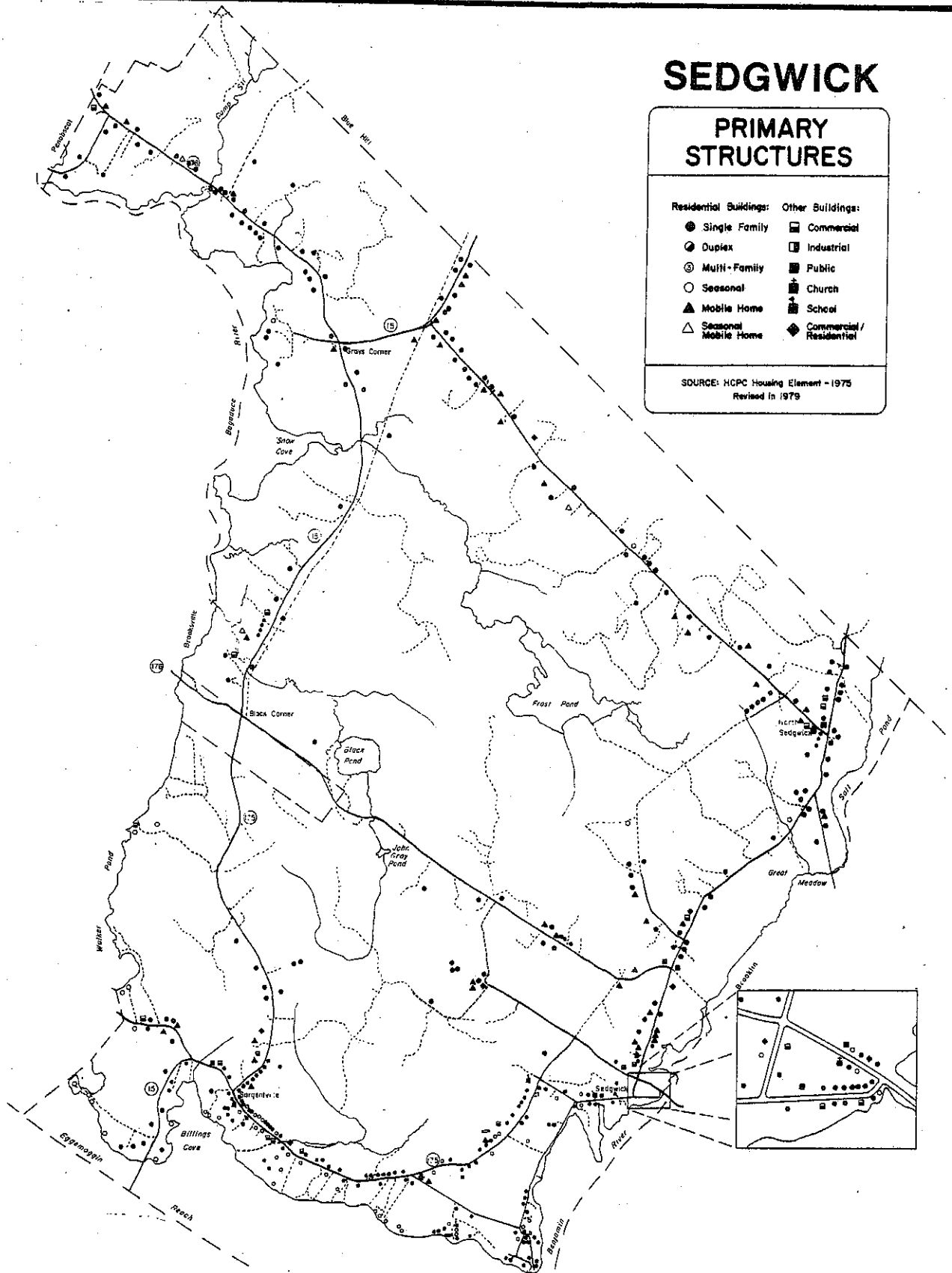
Year-round houses are found throughout town, but with few exceptions, are close to state aid or town roads that are maintained in the winter. Year-round houses are most concentrated in Sedgwick Village and Sargentville.

# SEDGWICK

## PRIMARY STRUCTURES

Residential Buildings:	Other Buildings:
● Single Family	■ Commercial
◐ Duplex	□ Industrial
⊙ Multi-Family	■ Public
○ Seasonal	⛪ Church
▲ Mobile Home	⛪ School
△ Seasonal Mobile Home	◆ Commercial / Residential

SOURCE: HCPC Housing Element - 1975  
Revised in 1979



# MAP 2

Seasonal houses are generally located close to the shore, often at the end of private roads which are not maintained in the winter. Seasonal homes are concentrated in Sargentville and along the Reach Road between Sargentville and Sedgwick Village, with several located on the shores of Eggemoggin Reach. There are also a few in North Sedgwick.

As mobile homes are a more recent development, they are not found concentrated in any of the village areas. Instead, they are scattered along the roads throughout the town.

There are no multi-unit housing projects in Sedgwick, however, construction of a 16 unit housing development for the elderly is expected to be completed in 1981.

b. Analysis

New home development, which is taking place throughout town to meet the housing needs of an increasing population, will affect the town in several ways. As the demand for new housing continues, houses will be constructed in previously undeveloped areas. This dispersal of the population may increase the cost of delivering town services. Demand for housing also increases the number of seasonal conversions and other home renovations.

The number of seasonal homes in town which are generally located close to the shore can be and have been in some cases converted to year-round residences. If septic disposal systems are not built to serve on a year-round basis it is possible that the conversion of seasonal homes will result in water quality problems, adversely affecting the tidal waters and ponds of the town. This will not be a problem, however, if the State Conversion of Seasonal Dwellings Law is adequately enforced.

The cost of constructing a house is increasing dramatically as is the cost of borrowing money to buy a house. These cost increases are making mobile, modular and other forms of prefabricated housing more economically attractive. It is likely that this type of housing will increase, outpacing the number of new conventional homes built in town.

6. Land Use

a. Findings

The Town of Sedgwick encompasses 17,676 acres, 204 of which are water. Approximately 13,802 acres or 79 percent of the land is forested. Ten parcels of land totalling 2,902 acres, about 21 percent of the forested land in town, is registered under the

Tree Growth Tax Law, a tax incentive aimed at increasing timber production. Of all the land in town, approximately one-third is owned by non-resident taxpayers.

There is very little publicly owned land in Sedgwick. Municipal lands include the lots for the two fire stations, the primary and "open door" schools, the town hall and the town landing/dock area. There are also several areas in town where there are old right-of-ways and the possibility of municipally owned land.

Land use controls of the town include a shoreland zoning ordinance and a subdivision ordinance. The town also administers the Maine State Plumbing Code. Local officials involved in the enforcement of the ordinances and regulations include the Selectmen, Planning Board and the Local Plumbing Inspector.

#### b. Analysis

Given the amount of building activity and the desire of the residents to see the population either stay the same or increase slowly, it is important that local land use ordinances and regulations work effectively to maintain the existing character of the community and to assure that the town can continue to provide effectively for its residents.

Sedgwick's shoreland zoning ordinance is adequate for controlling development activities along shoreline areas. However, there are few land use regulations governing development activities within the town. The State Plumbing Code and the town's subdivision ordinance regulate subsurface sewage disposal facilities and subdivision developments, but does not designate specific areas for commercial, industrial and residential development and does not protect important environmental areas (i.e. timber resources, agricultural land, wildlife habitats, steep slopes, etc.) from adverse development.

### F. NATURAL ENVIRONMENT

#### 1. Findings

The climate in Sedgwick is influenced by the presence of the ocean. Mild summers and moderately cold winters characterize the area.

Sedgwick has gently rolling low lands in the central and northwestern sections of town, a northwest-southeast trending ridge along the town's border with Blue Hill, and low coastal mountains in the southern section of town along Eggemoggin Reach. Elevations in town range from 0 feet, sea level, to 460 feet atop Caterpillar Mountain. There are three areas in town with an elevation over 400 feet. They are: Caterpillar Mountain, 460 feet; Sedgwick Ridge, 420 feet; and Christy Hill, 410 feet.



Bedrock is predominantly granite which is very hard, impermeable and often near the surface. Surficial deposits are mostly of glacial origin, with till (an assortment of sand, silt, clay and rocks) predominating. Soils in town are generally shallow, rocky and well-drained, although there are large, poorly-drained areas as well.

The vegetative cover in Sedgwick is primarily forests (79%) with stands of soft, hard and mixed woods. Much of the woodland is managed by small woodlot owners for timber production. There are also approximately 2,243 acres of blueberry land in Sedgwick which comprise the overwhelming majority of agricultural land in town.

The quality of groundwater in Sedgwick is good with the minor exception of wells with a high sulphur content in North Sedgwick along Route 172. Most of the wells in town are bedrock wells, the majority of which are between 100 and 200 feet deep. There are, however, a few wells over 300 feet deep. Bedrock wells in town generally yield from 3 to 5 gallons per minute. There are also some shallow, dug wells. The surface waters in Sedgwick are generally of high quality. With the exception of a stream in Sargentville that flows into Billings Cove and a couple of small streams in Sedgwick Village that flow into the Benjamin River, the fresh waters of Sedgwick are suitable for drinking purposes after adequate treatment. The saltwaters of the Bagaduce River, Salt Pond and Eggemoggin Reach are of high quality.

There are two "great ponds", lakes of ten acres or more, in Sedgwick. They are Frost Pond which is 154 acres in size and Black Pond which is 41 acres in size. There are six other ponds in town ranging from one to two acres in size. The town is also bordered on the west by Walker Pond and the Bagaduce River.

Large wetlands in Sedgwick are located to the south of Black Pond, the southeast of Frost Pond, and at Great Meadow at the southwest end of Salt Pond. Other wetlands are found to the north of Grays Corner and to the north of Sedgwick Village at the head of Benjamin River. There are also several small, isolated wetlands in town.

The quantity and diversity of wildlife in Sedgwick is very good. The coastal waters and tidal flats provide a rich habitat for fish and shellfish, as well as important areas for nesting and migratory birds. Wetlands are important breeding areas for waterfowl and are also important for aquatic animals such as beaver and muskrat. Uplands (forests and blueberry land) provide good habitat for a variety of animals such as deer, black bear, moose, ruffed grouse, woodcock, rabbit and squirrel.

## 2. Analysis

Areas where environmental factors come into play, such as a combination of steep slopes, bedrock near the surface and wetlands are of special concern in that these constraints will either hinder development or be adversely affected by it.

Due to the climate situation of the town and rising energy costs, climatic factors should be considered when designing the site planning for any building activity.

The lay of the land has influenced development in Sedgwick by affecting the suitability and accessibility of various areas in town. The wet, low lying area in the vicinity of Frost Pond has remained in its natural forested state, Caterpillar Mountain has in the past presented a barrier to development, while Sedgwick Ridge has served as a transportation route. Topography will continue to affect development. New homes are being built in the more accessible areas of town along the major roads such as 175 and the Ridge Road. However, as pressures for development increase, areas in town that were in the past overlooked will become new sites for growth.

The slope of the land influences the economic and physical feasibility of various land uses. It is harder and more costly to farm or to build on a steep slope than on a gentle one. Development in areas with a steep slope is also more likely to create environmental problems. In steep areas, soils are usually shallower, the volume and velocity of water runoff is greater, and the likelihood of erosion and subsequent siltation which will adversely affect water quality is increased. The effectiveness of subsurface sewage disposal systems is also limited on steep slopes.

Bedrock appears to be another environmental constraint on development activities in the town. In areas where bedrock is near the surface, excavating will be difficult and expensive. These areas are also poorly suited for septic disposal systems because of soil conditions. Bedrock also affects the yield of drilled wells. Water can be stored and flowed through the bedrock only in areas where there are joints or fractures.

The majority of soils in Sedgwick are poorly suited for residential development with on-site sewage disposal. Poor soil characteristics will often require that a lot be large enough to allow for an oversized leach field. When Sedgwick's medium intensity soil survey is updated by the Soil Conservation Service, it will be possible to better identify land suitable for residential, commercial and agricultural development on a townwide basis.

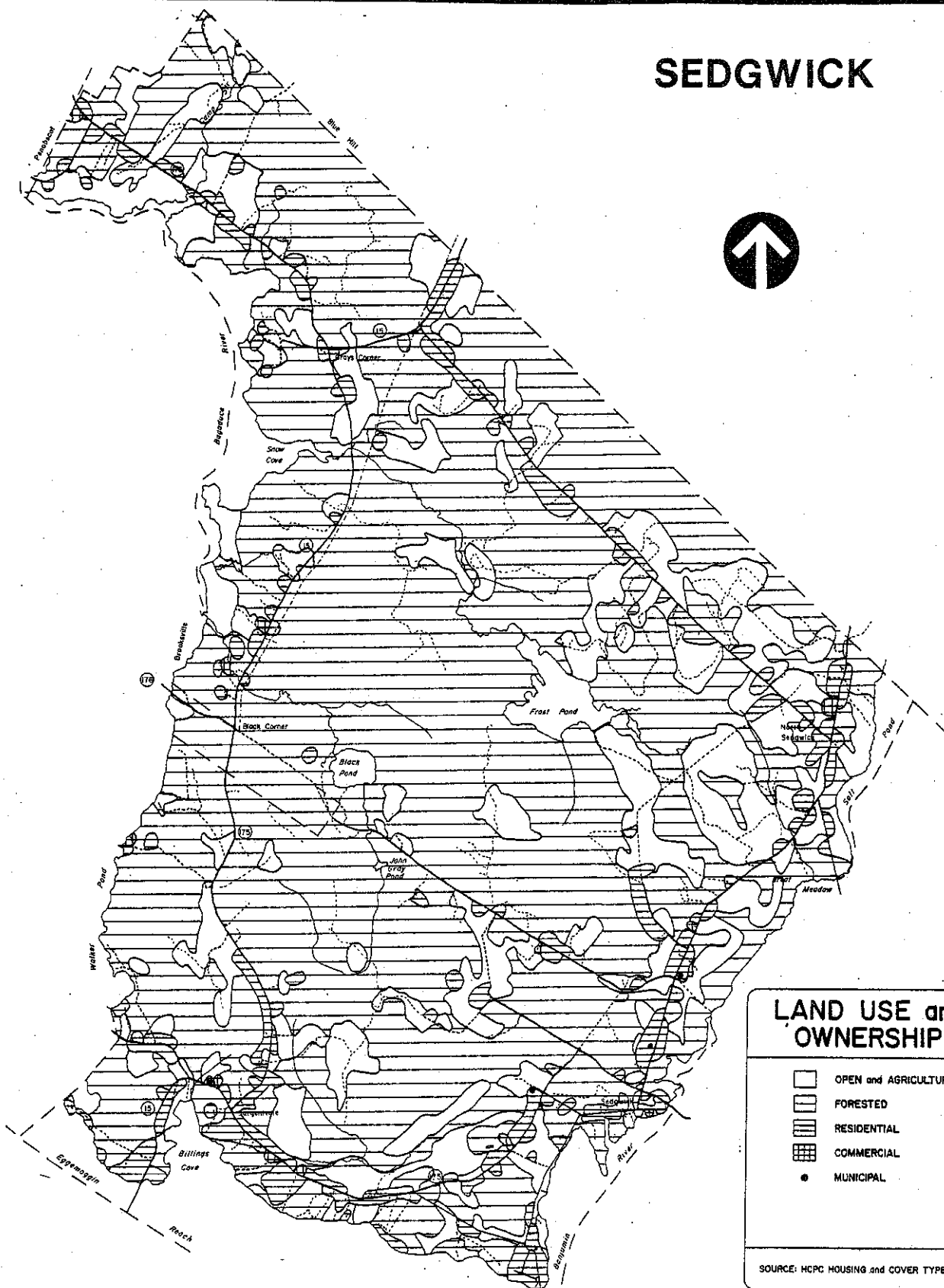
The quality of groundwater in Sedgwick is generally good. Increase in population and subsequent development can adversely affect the quality of groundwater supplies. A common source of pollution is septic failures

which result in untreated effluent contaminating groundwater supplies. Other activities such as road salting, chemical storage, solid waste disposal, and the application of pesticides can also result in groundwater contamination.

Wetlands are valuable in flood control, erosion and sediment control, water supply, pollution abatement and recreational opportunities. Wetlands are also valuable as wildlife habitats.

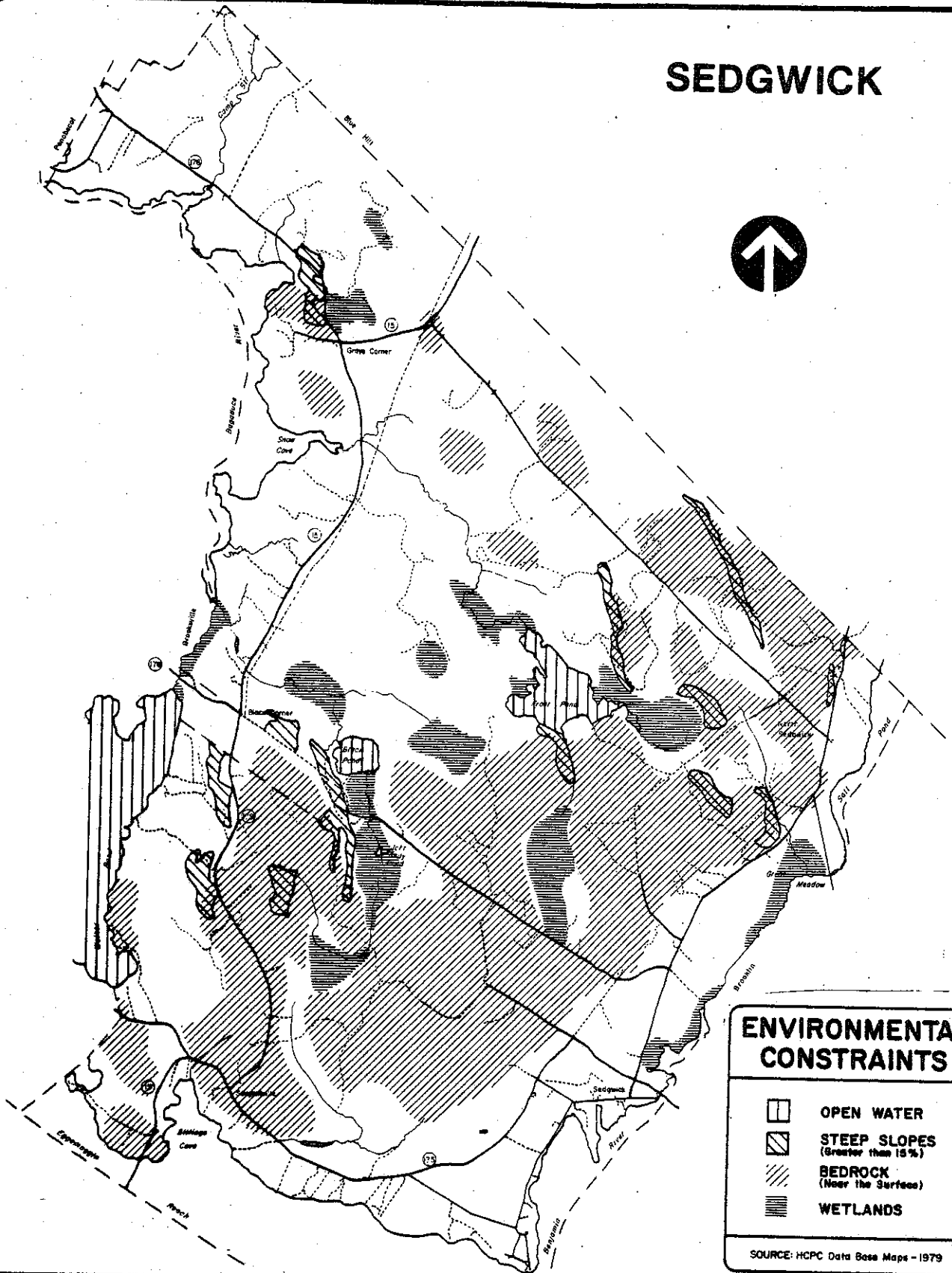
Vegetation protects soils from erosion and waters from siltation. The large percentage of undeveloped forest lands in Sedgwick contributes to the high water quality and availability of good wildlife habitats. The quantity and diversity of wildlife in Sedgwick is a good indication of a high quality environment.

# SEDGWICK



## MAP 3

# SEDGWICK



## MAP 4



**FUTURES**

### III. FUTURES

#### A. INTRODUCTION

The Town of Sedgwick faces many possible futures, depending on the action or inaction of its townspeople. To help in developing the goals and recommendations and to identify important issues and opportunities facing the town, a "Probable Future" and a "Desired Future" were developed. These "futures" were written as if the reader were living in 1990 and depicting what is occurring around him as a result of the direction the town has taken in ten years' time.

#### B. PROBABLE FUTURE

The Probable Future outlines what could happen if current town policies, regulations, and land use ordinances remain in effect at the same level of achievement. At the same time, existing trends of population growth, increased taxes, inflation, increased energy costs and costs of goods and services would be expected to occur. Listed below are some probable occurrences if present trends continue.

1. The present inflationary economic trend increases the cost of living for Sedgwick residents.
2. Local governmental expenditures and taxes continue to increase.
3. Increased population and housing places an added strain on municipal services.
4. The number of school aged children continues to increase significantly.
5. The cost of education remains the town's largest expenditure.
6. The need for recreation facilities is increasing.
7. Residential development occurs in areas distant from the existing village areas placing a strain on municipal services such as road maintenance, fire protection and school busing.
8. Several subdivisions are created.
9. Demand for shore property continues causing real estate prices to rise.
10. In light of tighter economic conditions nationally, more landowners place their property under Tree Growth Tax Classification in order to receive a tax break on their properties.

11. The costs of solid waste disposal continue to rise as state and federal regulations are more stringently enforced.
12. More time is required from elected and appointed town officials to effectively cope with the increasing complexity of local administration.
13. As the demand for wood as a fuel source increases, there is a need for proper cutting practices to insure its continual supply. Improper cutting practices also cause erosion problems and destroy important deer wintering areas.
14. Public access to the shore is limited, decreasing its use for both fishing and recreational purposes.
15. The number of mobile homes increases because of the high cost of conventional housing.
16. Increases in population and subsequent development adversely affect the quality of ground water supplies in built-up areas.
17. The clam resources in Sedgwick continue to decline and eventually become depleted.
18. Fishing also drops off due to higher energy costs and lack of market incentives.
19. Town roads continue to deteriorate due to rising costs of maintenance and repair.
20. Commercial concerns associated with off-shore oil drilling or other forms of heavy industry develop on Penobscot Bay adversely affecting the rural character of the town by causing rapid development.

C. DESIRED FUTURE

The Desired Future outlines what could occur if the town takes positive actions to achieve the goals that the comprehensive plan outlines. Listed below are some probable outcomes if the town pursues a chosen course of action.

1. Overall, the character of the town has changed very little in ten years' time.
2. The town's population remains the same or increases at the present growth rate resulting in little added demand on town facilities and services.



3. Taxes increase to allow for inflation; however, the rate of increase is less than the inflation rate due to improved efficiency in operating existing services.
4. Greater citizen participation in town government eases the difficult task of local administration.
5. A town adopted Capital Improvement Program keeps services in pace with growth, while maximizing financial efficiency.
6. The town utilizes federal and state funding sources to provide recreation facilities at a minimal cost.
7. All town ordinances and regulations are systematically reviewed and revised to provide adequate protection against unguided growth.
8. A land use ordinance for the town is adopted designating specific areas for commercial, residential, recreational and other types of development. Identified and protected are open spaces, wetlands, wildlife, and historic sites or buildings.
9. Forest resources within the town are properly managed. Local wood production, based on sustained yield management practices, becomes an important source of fuel and employment.
10. Management of shellfish areas is improved, assuring an adequate and more stable livelihood for local clam diggers.
11. There is improved development of the town landings in Sargentville and Sedgwick.
12. There is adequate public access to and ownership of salt and fresh water shorelands for both commercial and recreational use.
13. The maintenance and repair of town roads is improved.
14. Several small scale cottage or craft industries have developed, employing local people, and more importantly, providing jobs for local youth.
15. A regional solid waste disposal system provides a long-term solution to the solid waste problem.
16. A regional public transportation system addresses growing transportation costs and becomes an economical means of transportation for Sedgwick residents.

# **IV**

## **RECOMMENDATIONS/ ACTION PROGRAM**

#### IV. RECOMMENDATIONS/ACTION PROGRAM

##### A. INTRODUCTION

The heart of any plan lies in its action program. The action program of this plan contains a sequence of steps Sedgwick residents should follow to achieve their chosen goals and desired future. These steps are written in the form of recommendations which are presented with a situation or reasoning that lead to their development. The situation is based on an analysis of all the information gathered to date and the identified problems and opportunities facing Sedgwick.

##### B. MAJOR ISSUE

A major issue identified in the comprehensive planning process is the importance of preserving the present character of the town, particularly in light of an accelerating population growth. Preliminary U.S. Census figures, published July 1980, estimated that the 1980 population for Sedgwick is now 771, a 33.4 percent increase over the 1970 Census figure of 578. The population growth experienced by Sedgwick in the last decade far exceeds the County's growth increase of 12.5 percent or from 34,590 persons in 1970 to an estimated 38,907 in 1980. If the current trend of population growth continues, Sedgwick can expect a population of 1,025 by 1990.

The anticipated growth by 1990 will undoubtedly have an impact on the present character of the town. This impact can be a constructive one should Sedgwick residents choose to manage future growth and development through a local planning and ordinance program. Most Sedgwick residents realize the town is growing and are not averse to some local land use regulations to assure that the quality of life in town is not lowered. However, they do want to keep red tape and infringement on individual rights to a minimum.

The recommendations under land use attempt to address the major issue of preserving the present character of the town. There are proposed actions regarding the periodic review and further refinement of present local ordinances to improve their effectiveness. There is also a recommendation which proposes that the Sedgwick Planning Board study a variety of land use measures designed to preserve and protect the rural, semi-developed character of the town, to facilitate desirable economic growth, and to conserve and protect the natural resources of the town. Following such a study, those land use measures considered appropriate for the town would be recommended for town adoption.

Identification of the major issue above resulted from two integral elements in the planning process, the responses to the Sedgwick Opinion Survey and the input of the Citizen's Review Board. The Board has been actively involved in each of the eight steps which comprise the planning process (see Figure 1). The survey, prepared by the Board, was designed to cover the adequacy of existing town services and facilities, future growth and development, and certain specific town issues. In June 1979, 500 questionnaires were distributed of which 102 were returned for an

overall response rate of 20 percent. Seventy-four residents and twenty-eight non-residents responded. Survey results are presented in their entirety in the Sedgwick Land Use Data Base Report. Survey responses to selected questions are given later in the situation section which precedes each set of recommendations.

## C. RECOMMENDATIONS

### 1. Public Access to Shoreland Areas

#### a. Situation

Public access to the shore is essential for local fishermen and offers excellent opportunities for outdoor recreation. There is little publicly owned shoreline in Sedgwick, particularly along fresh water shores. There is only one town dock which is located in Sedgwick Village along the Benjamin River. Although there are six public right-of-ways to shore areas, several have unclear titles.

According to the Sedgwick Opinion Survey, a majority of those persons who responded viewed public access to shoreland areas as an important issue. Fifty-five percent of the survey respondents felt that the town should maintain additional right-of-ways for public access to the shore. Fifty-three percent felt that the town should acquire shoreline for public use and sixty percent wanted the town to maintain and improve town dock facilities.

#### b. Recommendations

- 1) The Selectmen and Planning Board should continue their efforts in investigating areas of public access to the shore whose titles are unclear or have not been legally established.
- 2) The Selectmen and Planning Board should investigate and recommend for town adoption the acquisition of suitable shoreland areas, particularly along fresh water shores, for public use.
- 3) The Selectmen and Planning Board should study the current utilization of town landings and make recommendations for the future use of these landings.

### 2. Town Administration

#### a. Situation

Sedgwick has a selectmen/town meeting form of government. This form of government is dependent largely upon the donation of time and effort by elected and appointed town officials. It is interesting to note that the cost of town administration represents an average of only six percent of the total town budget. The Sedgwick Opinion Survey reflected that roughly seventy percent of the respondents considered the town government effective in carrying out its duties.

Projections of increases in population, cost of municipal services, and state/federal regulations will make the task of administering local government more complex. This increasing complexity undoubtedly will not only require more time of town officials, but also, greater participation from Sedgwick citizens themselves.

b. Recommendations

- 1) Town officials should study a means of encouraging greater citizen participation in local affairs and community projects.
- 2) Town officials should continue to make selective use of state, federal and regional agencies funding sources and education/training programs to enhance their capability to meet the increasing demands made on town offices.
- 3) The town office should have available a general description of duties and responsibilities of each town position for distribution to potential office holders, new officials and the general public.

3. Town Services

Sedgwick residents generally are satisfied with the adequacy of existing town services and facilities. However, there are certain services they feel could use some improvement. Services checked most frequently in the Sedgwick Opinion Survey as needing improvement were services for youth, recreation facilities, police protection, road maintenance, and solid waste disposal.

Future growth and development in Sedgwick will directly affect all town services, demanding that they be continually re-evaluated to assure their adequacy.

a. Recreation

1) Situation

The 19-44 population age group in Sedgwick, those of childbearing age, increased 20.9 percent from 1970-1976. This implies that a higher number of pre-school and school aged children is likely to occur in the near future. There has already been a 34.8 percent increase in the number of children under five from 1970 to 1976. This growth is expected to continue and indicates that the demand for recreation and other services for youth will likely increase. The desired recreation facilities checked most often in the Opinion Survey were a softball/baseball field, basketball courts, tennis courts and an ice rink.

2) Recommendation

The Selectmen should appoint a recreation committee to propose and plan for the development of recreation facilities and services for the town.

b. Roads

1) Situation

As the cost of labor and materials increases so will the cost of road maintenance and repair. New development in previously undeveloped areas of the town could increase the number of miles of roads that must be maintained, further increasing the cost. The amount of state funding for maintenance of state aid roads will also affect the operations and costs of this town service.

2) Recommendation

The Selectmen and Road Commissioner should identify all roads for which the town may have a legal responsibility, determine the status of each (active, discontinued, abandoned, or private), and develop a priority system for improving active town ways.

c. Police Protection

1) Situation

The town constables, along with the police protection provided by the County and the State, appear to serve the town adequately. However, as the population of the town increases, there may be a demand for improved coverage and response from law enforcement officials.

2) Recommendation

The Selectmen and town constables, in conjunction with the County Sheriff's Department and State Police, should identify law enforcement problems in Sedgwick and determine what feasible steps could be taken to improve police protection in the town.

d. Fire Protection

1) Situation

The town is served by a voluntary fire department. The importance of fire protection will become even greater as residential development increases. Additionally, a greater use of woodburning stoves will likely increase the calls on the fire department as well.

2) Recommendations

- a) The Volunteer Fire Department is urged to continue to take advantage of workshops and training programs on fire fighting and to promote fire prevention through public education programs on safe woodstove installation and proper chimney maintenance.

- b) The town should continue to maintain cooperative interlocal agreements for fire protection.

e. Solid Waste Disposal

1) Situation

The town operates a three-acre solid waste disposal site located approximately 1.5 miles east of Route 15 in Sedgwick. The site is also used by the Town of Brooksville. At present, Sedgwick's dump is open burning with cover applied routinely. There are indications where environmental considerations will require an improved system of solid waste disposal in the not too distant future. Town expenditures for solid waste disposal are increasing and are certain to continue as state and federal regulations are enforced more vigorously.

2) Recommendations

- a) Town officials should continue to support regional efforts in seeking a long-range solution to the solid waste disposal problem.
- b) Town officials should consider the establishment of a local recycling and material separation program to lengthen the life-span of the town's dump and to generate funds to help alleviate the dump's rising operational costs.

f. Transportation

1) Situation

Although the town does not provide transportation services, Sedgwick residents voted at the annual town meeting in March 1980 to participate in a regional public transportation program for 1980-81. As the cost of gasoline continues to rise, public transportation becomes a more attractive and feasible alternative to private transportation.

Many of the respondents to the Sedgwick Opinion Survey indicated that they would use a regularly scheduled bus service to major business areas if it was available. They also indicated that much of their food and other shopping is done in Ellsworth and their banking and medical needs are served in Blue Hill.

2) Recommendation

The town should continue to consider regional efforts toward the operation of a transportation system for the general public.

#### 4. Taxation

##### a. Situation

The local property tax is Sedgwick's primary means of raising revenue to support town services. Although the town's valuation is lower than the regional average, it has increased by more than five times since 1970. This dramatic increase in valuation was partially offset by a decrease in the tax rate, from .023 to .0094; however, the tax assessment has more than doubled since 1970 to keep pace with the rising cost of town services. Town officials undoubtedly will be under increasing pressure to keep taxes as low as possible, especially in light of an increasing cost of living and increasing costs of providing town services.

##### b. Recommendation

In reviewing subdivision applications, the Planning Board particularly should consider the impact on town services in relation to potential tax revenues.

#### 5. Land Use

##### a. Situation

The Town of Sedgwick encompasses 17,676 acres, most of which is forested. Housing is concentrated mostly in Sedgwick Village and Sargentville; however, the majority of houses are located along roads throughout town.

The Sedgwick Opinion Survey indicated that most residents realized the town is growing and were not adverse to some land use regulations to assure that the quality of life in town is not lowered. However, they wanted to keep red tape and infringement on individual rights to a minimum. Seventy-three percent of the survey respondents felt that development in Sedgwick should be guided by a local planning and ordinance program.

Over sixty percent of the respondents noted that they would like to see commercial and industrial development in specifically designated areas. Close to seventy percent supported the protection of important environmental areas (i.e. timber resources, agricultural land, undeveloped shoreline, wildlife habitats, wetlands, steep slopes, groundwater sources, etc.) from adverse development. Over eighty-five percent indicated that the population of the town should either stay the same or increase slowly.

Land use regulations which have been adopted by the town include a shoreland zoning ordinance and a subdivision ordinance. The town is also responsible for assuring that standards under the Maine State Plumbing Code are administered.



Environmental constraints such as steep slopes, areas where bedrock is near the surface, wetlands and poor soils are critical factors in determining appropriate land use regulations for the town. The town has prepared a land use data base including a separate section devoted to the environmental constraints of the town. When a medium intensity soil survey is updated for the town by the Soil Conservation Service, it will be possible to better identify land suitable for residential, commercial and agricultural development on a townwide basis.

b. Recommendations

- 1) The Planning Board periodically should review and recommend revisions, if necessary, to all local land use measures to provide adequate protection against unguided growth.
- 2) The Planning Board should develop uniform permit application forms and procedures for the proper administration and enforcement of local land use regulations.
- 3) The Planning Board should study a variety of land use measures designed to preserve and protect the rural, semi-developed character of the town, to facilitate desirable economic growth, and to conserve and protect the natural resources of the town. Included in their study should be an analysis of the environmental constraints to determine suitable areas for future development. The Planning Board, in their analysis, should utilize the information contained in the town's Land Use Data Base and request the Soil Conservation Service to update its soil survey of the town. Following such a study, the Planning Board should recommend for town adoption those measures considered appropriate for the town. Types of land use measures which could be examined include a minimum lot size ordinance, a site plan review ordinance, a simple building notification ordinance, etc.
- 4) To protect local clam resources, the town should enact and maintain an appropriate ordinance for the conservation of shellfish on a sustained yield basis.

6. Historic Preservation

a. Situation

The character of the Town of Sedgwick is influenced to a great extent by buildings of historic and architectural significance. An overwhelming eighty-five percent of those who responded to the Sedgwick Opinion Survey favored the town encouraging the preservation of its historic sites and buildings.

b. Recommendation

The town should support the efforts of the local historical society in inventoring all historic sites, buildings and documents, and take steps to assure their preservation and enhancement.

## 7. Economic Development

### a. Situation

Although some residents are still involved in fishing, cutting wood and harvesting blueberries, Sedgwick's economy is more service-oriented than in the past. Additionally, many residents commute to work in Blue Hill, Bucksport and Ellsworth, the three major commercial centers in the region.

Many residents who answered the Sedgwick Opinion Survey were receptive to the future development of light industry (i.e. craft industries, boat building, research firms). Residents also seemed to favor the continued development of trade and services (i.e. retail stores, repair services, professional services) and resource extraction/production (i.e. fishing and fish processing, forestry operations, farming). The development of heavy industry and Cony Island type tourism was opposed by most residents.

### b. Recommendation

Town officials should study a means of encouraging the development of non-polluting small businesses, cottage industries, light and marine oriented industry within Sedgwick to broaden the tax base and to provide more local employment opportunities.

## D. ACTION PROGRAM

The recommendations of this plan have been placed in a five-year action plan. The action plan serves as a guide to town officials and the townspeople by outlining a schedule of when the recommendations should be undertaken to help achieve the desired future of the town.

Each recommended action was placed into a priority sequency, beginning with the base year of 1981 and continuing five years until 1985. Following each recommended action is a time when the action should commence and be completed. Actions which are not carried out during the year proposed should be carried forward to the next year and given top priority. Such recommendations are considered "ongoing" which means they will take place over the course of several years or until completed.

If the Sedgwick Comprehensive Plan is to mean anything, then a strong commitment must be given to the implementation of the action program.

# Action Program 1981-85

Notes: S Start Project  
C Complete Project  
O On-going

## RECOMMENDATIONS

1. The Selectmen and Planning Board should study the current utilization of town landings and make recommendations for the future use of these landings.
2. The Selectmen and Planning Board should continue their efforts in investigating areas of public access to the shore whose titles are unclear or have not been legally established.
3. The Selectmen and Planning Board should investigate and recommend for town adoption the acquisition of suitable shoreland areas, particularly along fresh water shores, for public use.
4. The Selectmen and Road Commissioner should identify all roads for which the town may have a legal responsibility, determine the status of each (active, discontinued, abandoned or private), and develop a priority system for improving active town ways.
5. The town office should have available a general description of duties and responsibilities of each town position for distribution to potential office holders, new officials and the general public.
6. The Planning Board should develop uniform permit application forms and procedures for the proper administration and enforcement of local land use regulations.
7. Town officials should study a means of encouraging greater citizen participation in local affairs and community projects.

ACTION YEAR				
81	82	83	84	85
S	C			
S		C		
S		C		
S			C	
S		C		
S		C		
		O		

## Action Program - Continued

		ACTION YEAR				
		81	82	83	84	85
8.	Town officials should continue to make selective use of state, federal and regional agencies/ funding sources and education/training programs to enhance their capability to meet the increasing demand made on town offices.			0		
9.	The Selectmen should appoint a recreation committee to propose and plan for the development of recreation facilities and services for the town.			0		
10.	The Selectmen and town constables, in conjunction with the County Sheriff's Department and State Police, should identify law enforcement problems in Sedgwick and determine what feasible steps could be taken to improve police protection in the town.			0		
11.	The Volunteer Fire Department is urged to continue to take advantage of workshops and training programs on fire fighting and to promote fire prevention through public education programs on safe woodstove installation and proper chimney maintenance.			0		
12.	The town should continue to maintain cooperative interlocal agreements for fire protection.			0		
13.	Town officials should continue to support regional efforts in seeking a long-range solution to the solid waste disposal problems.			0		
14.	Town officials should consider the establishment of a local recycling and material separation program to lengthen the life-span of the town's dump and to generate funds to help alleviate the dump's rising operational costs.			0		
15.	The town should continue to consider regional efforts toward the operation of a transportation system for the general public.			0		

## Action Program - Continued

		ACTION YEAR				
		81	82	83	84	85
16.	In reviewing subdivision applications, the Planning Board particularly should consider the impact on town services in relation to potential tax revenues.			0		
17.	The Planning Board periodically should review and recommend revisions, if necessary, to all local land use measures to provide adequate protection against unguided growth.			0		
18.	The Planning Board should study a variety of land use measures and recommend for town adoption those measures considered appropriate for the town.			0		
19.	To protect local clam resources, the town should enact and maintain an appropriate ordinance for the conservation of shellfish on a sustained yield basis.			0		
20.	The town should support the efforts of the local historical society in inventoring all historic sites, buildings and documents, and take steps to assure their preservation and enhancement.			0		
21.	Town officials should study a means of encouraging the development of non-polluting small businesses, cottage industries, light and marine oriented industry within Sedgwick to broaden the tax base and to provide more local employment opportunities.			0		

# **APPENDIX**

## PUBLIC HEARING

The Sedgwick Citizens' Review Board held a public hearing on Thursday, July 31, 1980 for the purpose of reviewing their draft comprehensive plan. The hearing began at 7:30 p.m. and took place at the Sedgwick Town House.

Prior to the hearing, 200 copies of the plan's recommendations were made available to Sedgwick residents and taxpayers at Lymburner's Store, Dave's Grocery, Sedgwick Post Office, Sargentville Post Office, and the Town House. Public notices were also posted in town and placed in the July 24 issue of three weekly newspapers, the Ellsworth American, the Weekly Packet and the Island Ad-Vantages.

Thirty persons attended the hearing of whom nine answered a short questionnaire (see attachment). Discussed at the one-and-a-half hour meeting were management of the town's future population growth, the need of addressing the area of local education in the draft plan, and the problems associated with public access to shoreland areas.

There was considerable discussion regarding the town's readiness to deal with its future population growth. It was suggested that the town comprehensive plan should specifically address this issue. To improve the town's readiness, the plan should consider several management tools such as townwide zoning, zoning for cluster housing, minimum lot size ordinance, subdivision regulations, etc. These management tools can accommodate the town's future growth and still maintain its rural character.

In other discussion, it was suggested that there be a recommendation regarding local education. Although no specific recommendation was mentioned, those present felt that this is one area which greatly affects the town. Education constitutes the town's largest expenditure, generally consuming 65 percent of the town budget. It was further suggested that the Sedgwick School Committee be given an opportunity to review and comment on the draft plan prior to its final printing.

The problems associated with public access to shoreland areas was discussed at some length. The recommendations under public access were well supported, however, the following problems were noted. Public ways should be practical. Many of the existing public ways are very narrow in width, generally two-rods wide, thus providing no turning room for a vehicle. Additionally, there is little room for parking, launching a boat or just picnicing. Public shore areas should be properly used and not abused. Persons who take advantage of the recreational opportunities available at such sites should respect the property rights of adjacent landowners. Another concern expressed is the attraction of outsiders to Sedgwick. Although non-residents cannot be prevented from using public shore areas, there should be some kind of assurance that the establishment of such sites are intended primarily for Sedgwick residents.

In other discussion it was suggested that the recommended enactment of a town shellfish ordinance should be considered only after the court resolution on the State's model shellfish ordinance. There was some discussion regarding the present condition of historic documents. The recent efforts of the local historical society in preserving and protecting these documents were mentioned.

In summary, those present felt that the town could benefit from the draft comprehensive plan. The proposed recommendations were reviewed favorably with some revisions and additions suggested. One person emphasized that if the draft plan is to be successfully adopted at a town meeting, its recommendations should serve as a simple and clear guide for future town actions.



PUBLIC HEARING QUESTIONNAIRE

SEDGWICK

30 persons attended

9 responded

7/31/80

1. Do you feel the Town is adequately prepared to deal with growth in the future?

3 - 33% Yes      3 - 33% No      2 - 22% Undecided      1 - 12% No Answer

2. Do you feel this plan will effectively address the problems associated with future growth in the Town?

5 - 56% Yes      2 - 22% No      2 - 22% Undecided

3. Do you feel the Town would benefit from this draft plan?

7 - 76% Yes      0 - 0% No      1 - 12% Undecided      1 - 12% No Answer

4. Do you agree with the proposed recommendations?

5 - 54% Yes      1 - 12% No      2 - 22% Undecided      1 - 12% No Answer

5. Should other recommendations be drafted?

6 - 66% Yes      2 - 22% No      1 - 12% Undecided

If so, what additional recommendations should be considered?

(see attachment)

6. Do you support the draft comprehensive plan?

4 - 44% Yes      2 - 22% No      1 - 12% Undecided      2 - 22% No Answer

7. Please indicate your feelings about the draft comprehensive plan for the Town.

a. Extremely interesting and should adopt immediately: 0 - 0%

b. Very interesting and worthwhile pursuing: 6 - 60%

c. Interesting but don't see the need: 1 - 12%

d. Interesting but cannot be achieved: 0 - 0%

e. Not interesting, a waste of time: 0 - 0%      2 - 22% No Answer

8. Other comments:

(see attachment)

## ATTACHMENT

5. Should other recommendations be drafted? If so, what additional recommendations should be considered?
  - a. Something does need to be said about the schools.
  - b. Education.
  - c. Those that I proposed concerning growth rates (residential growth management and preservation of the present character of the town).
  - d. Advertise for more people.
  - e. Schools and small industry.
  - f. A major omission is education. With the increase of school age children, surely educational goals should be pursued. Are there any people with school age children on the Planning Board? There certainly should be and their ideas should be thrashed out and incorporated.
8. Other comments:
  - a. I agree that the report could give more focus to growth in terms of number of people.
  - b. This is an interesting beginning, but as I have pointed out previously, it does not sufficiently lay the ground work for implementation of two of the main concerns of the citizenry, namely: (1) control of residential growth and; (2) preservation of the present character of the town.
  - c. Your report emphasized access to the shore issue. I heard many critical comments from local people about the public signs. There is concern that we local people will be unable to get down the limited roads, park and enjoy the areas we have been enjoying. Why not fully develop the Sedgwick landing? There is much more room there.