

# **BUSTINS TODAY AND TOMORROW:**

## **A Foundation for Island Planning**

*August 2001*

By members of the  
**Bustins Island Comprehensive Plan Steering Committee**  
*As edited by Erika Morgan and Ben Carr, Co-Chairs*

ACKNOWLEDGEMENTS .....	3
HISTORY OF THE FIRST BUSTINS COMPREHENSIVE PLAN .....	4
 <u>CHAPTER I: ISLAND RESOURCES AND THEIR USE.....</u>	 <u>10</u>
PHYSICAL RESOURCES .....	10
WATER RESOURCES AND WASTE MANAGEMENT .....	18
ENERGY USE AND RESOURCES.....	24
 <u>CHAPTER II: THE ISLAND COMMUNITY.....</u>	 <u>27</u>
POPULATION .....	27
HOUSING AND HISTORICAL RESOURCES .....	30
TRANSPORTATION .....	33
PARKING.....	39
VOLUNTARY ASSOCIATIONS.....	40
RECREATION SERVICES .....	43
 <u>CHAPTER III: ISLAND GOVERNMENT, SERVICES AND ORGANIZATIONS.....</u>	 <u>45</u>
BUSTINS ISLAND VILLAGE CORPORATION.....	45
BOARD OF OVERSEERS .....	46
APPOINTIVE POSITIONS.....	49
BOARDS AND COMMITTEES .....	54
BUSTINS ISLAND POST OFFICE .....	58
EMERGENCY RESPONSE SERVICES.....	59
 <u>CHAPTER IV: KEEPING BUSTINS SPECIAL.....</u>	 <u>62</u>
AREAS OF IMMEDIATE CONCERN.....	62
CONTINUING CHALLENGES .....	64
BUSTINS ETIQUETTE .....	67
 <u>APPENDICES .....</u>	 <u>69</u>



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We also acknowledge the key role of the Bustins Island Planning Board, under the chairmanship of John Garfield initially and then of Bill Cooper, as the primary and continuing source of guidance and oversight. The Planning Board chartered this effort in 1998 and has provided ongoing guidance and advice.

Throughout the process, additional support and advice has been contributed to the co-chairs by their fellow members of the Executive Committee, John Garfield and David Gosnell. Their guidance, advice and support has been steady. We acknowledge their contribution with gratitude.

Special acknowledgment is due the members of the Comprehensive Plan Steering Committee who have done so much work. The three team coordinators, Martha Cooper, Gwen Hendry and Dave Gosnell, have served as points of contact and coordination for their respective teams throughout the process. The actual form of this assessment is due in no small part to their role in coordinating the efforts of their teams. To them in particular we offer our thanks.

Finally we thank those islanders and committee members who have attended meetings, answered surveys, responded to draft materials, and taken this effort seriously. To the degree that this Comprehensive Plan reflects their sentiments, we have been successful.

Riki Morgan  
Ben Carr  
Co-Chairs

## **HISTORY OF THE FIRST BUSTINS COMPREHENSIVE PLAN**

### **Background**

Under a 1971 Maine statute, all Maine communities were mandated as part of their local growth management programs to prepare comprehensive plans. These plans were to incorporate existing studies and ordinances as well as an assessment of the community's historic, archaeological and scenic resources. While the provisions of this statute are no longer mandatory, the self-examination involved in preparing such a comprehensive plan, the 'benchmark' information such a process collects and makes available, and the guidance such a 'benchmark' plan provides for the future is invaluable.

The Bustins Island Planning Board (PB) may complete and adopt such a plan under the island's own Zoning Ordinance (section 6.1.2). Beyond this, the PB recognizes the usefulness of a vision and long-term plan for use by all islanders and island organizations.

### **Charter and Overview**

Accordingly, by its action in September 1998, the PB chartered a Comprehensive Plan Steering Committee to create and implement a work plan and to produce a Comprehensive Plan. The PB appointed Riki Morgan as Chair and Riki recruited Ben Carr as Co-chair. The Comprehensive Plan envisioned, to be formulated with the assistance of the island's residents, its governmental bodies and the various island community organizations, would describe Bustins and its community today, depict what these might be like in the future, and provide guidance for how this vision might be attained. The Plan would be consistent with the requirements of the Bustins Zoning Ordinance, guided by the recommendations of the Maine Growth Management statute (1988), and would reflect the uniqueness of Bustins Island as a small summer community. An effort to verbalize this uniqueness became the "Mission and Guiding Principles" (see below).

The Comprehensive Plan will be presented to the PB for acceptance at their September 2001 meeting. Copies will be distributed to islanders at the close of the 2001 Annual Meeting, and comments welcome to the PB prior to their September meeting. While the Plan is not legally binding, it is intended to guide public policy by serving as a resource and guide for the future. In particular, the Plan is intended to serve as a 'benchmark' to be used by the BIVC and its committees, by other island organizations, by any islanders reflecting on their island, and by future Comprehensive Plan committees.

### **Executive Committee and Steering Committee**

The Planning Board appointed an Executive Committee to oversee the process and maintain close communication with the Board. Members are Riki Morgan and Ben Carr, co-chairmen, and John Garfield and David Gosnell. In looking to compose a Steering Committee that would reflect the broad array of opinion about Bustins, the Planning Board and Executive Committee sought a broad mix of Bustins people. Criteria included:

- Voting Status: voters or not, including renters

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- Bustins tenure: long-time residents/ family, newcomers and folks in the middle.
- Generation: from the 20's to the seniors, a balance of all ages.
- Services: whether people are generally reliant on or independent of ferry service.
- Geography: distribution from all areas of the island: east, west, south & north ends.

The initial committee consisted of 24 members. Some were volunteers responding to the request for interested islanders. Others were recruited, to ensure an adequate distribution across all of the above categories. It was agreed that on issues where the Steering Committee reached consensus (defined as 'a position that all regularly attending members can live with and agree to support'), that view would be included in the Comprehensive Plan. In instances of divided opinion, majority and minority views would also be included in a balanced manner. All meetings have been posted and open to all, and meeting summaries have been posted.

Over the course of the process some Steering Committee members chose to withdraw. They were not replaced, in the interest of maintaining continuity. At the conclusion of the two-year process, the Steering Committee was composed of the following members:

Jack Barnett  
 Ben Carr  
 Martha Cooper  
 Lois Dennett  
 Nancy Frampton  
 Abigail Garfield Sebert  
 John Garfield  
 Dave Gosnell  
 Gardner Hatch  
 Judy Hayes  
 Gwen Hendry  
 Rod McLeod  
 Riki Morgan  
 Jane Packer  
 Gen Rowell  
 Scott Ryan  
 Charlie Thomas

## **Mission and Guiding Principles**

Once convened, the Steering Committee discussed the proposed mission and principles as drafted by the Planning Board, and officially accepted them in August, 1999. These elements have not been altered since their acceptance by the full Steering Committee.

### **Mission**

*To preserve the unique physical character and community of Bustins Island as we know it for future generations of islanders*

**Whereas:** The Bustins Island Planning Board, in chartering this Comprehensive Planning Committee, believes:

That, in order to assure for future generations the Bustins Island experience as we know it, we will continue to cherish essential Bustins values including:

1. A reverence toward the island itself which acknowledges that we are not its owners but sensitive stewards aware of its fragility and accountable for preserving its beauty and its finite natural resources.
2. A simple life style, rustic and close to nature, which contrasts with rather than replicates our mainland lives and which exemplifies Bustins heritage and the unique island experience.
3. A community spirit, which promotes openness, honors individuality, recognizes differences, and respects privacy.
4. A willing voluntarism in the meeting of island needs, whether they be for service in island government or for help in clearing brush from island paths.
5. A commitment to only that amount of island government, regulation and expense commensurate with carrying out the expressed will of the islanders in an effective and timely fashion.
6. A vigorous effort to maintain autonomy over island issues while also recognizing that Bustins is a community subject to regulation by outside jurisdictions.
7. A determination to place island welfare above private wish, and to keep the island non-commercial, safe for all ages, and affordable to islanders of all incomes.
8. A sensitivity to the aesthetics of what we do as well as to the issues of practicality, legality, affordability.

9. A recognition that, paradoxically, only by very carefully considered and deliberate change and/or regulation can our precious island with its unique community and quality of life be preserved for those who follow us.

**Therefore, we resolve that:**

The Comprehensive Planning Committee will guide its work in keeping with the following general principles, to be further defined as the membership of the Committee may determine:

Community

1. To maintain the island's community spirit and sense of closeness.
2. To keep the island and its services affordable to people of all income levels.

Unique Life Style

3. To preserve a simple life style which contrasts with mainland life styles.
4. To continue limitations on private vehicles, electrical and water-consuming conveniences and other "mainland" accoutrements.

Natural Resources

5. To protect and preserve the island's natural resources, including open space, shoreland, undeveloped areas, and the quality and quantity of the water supplies.

Open Spaces

6. To maintain the rustic nature and appearance of the island, by limiting the development of the island's undeveloped areas.

Government

7. To keep the island's governing structure as spare as prudence and need permit.
8. To have as few regulations as are necessary and prudent for the island's welfare.
9. To ensure that island issues are decided by islanders whenever possible.
10. To balance traditional volunteerism in government against the need for efficiency and expertise.

## **Work Plan and Progress-To-Date**

The work plan adopted by the Comprehensive Plan Steering Committee consisted of two phases: Assessment and Recommendations. The Assessment phase of developing the Bustins Comprehensive Plan consisted of two stages of activity: summer 1999 on-island efforts, and fall-winter 1999-2000 off-island research and writing.

**Summer 1999 --** During the summer of 1999, the Steering Committee (SC) approved the Mission Statement and Guiding Principles (see above) then formed two subgroups. The natural resources group posted a copy of the existing Bustins zoning map on the Community House, with a request for supplemental information on lot ownership, location of buildings, wells, and septic systems.

The population subgroup compiled an extensive baseline survey of cottage use, population and systems. During August the group went cottage-by-cottage to interview islanders, and by early fall a significant database of new information had been compiled. The data compiled during this survey represents both a significant work product of the Comprehensive Plan and a resource for subsequent assessment and planning efforts.

**Fall 1999/ winter 2000 --** At the final meeting of the 1999 season, the SC regrouped around the series of specific questions to be addressed in the assessment. Three subgroups (Natural Resources, People, and Community Services) each drafted a work plan for winter research, which included interviews, meetings and examination of existing reports from previous related island efforts. A check-in with teams and coordinators in February showed significant progress on all fronts, and drafts of assessment sections were submitted during the spring.

**Summer 2000 --** The Phase 1 Assessment, second draft, was distributed to islanders attending the Annual Meeting in August. Copies were distributed by hand or by mail to other islanders. The request was made that any or all interested islanders respond to the document either by written comment passed along to a Steering Committee member by September 1 or by attendance at any of the sixteen discussion meetings that were held to consider specific parts of the draft document (see Appendix A: Summary of 2000 Comprehensive Plan Discussion Meetings).

**Fall 2000/ winter 2001 --** At the Steering Committee's September 2 meeting, responses to the draft were discussed and members agreed to formulate and prioritize for each major category of the draft a series of recommendations based on what they had heard and what the findings in the draft would support. These, compiled, have formed the basis for the recommendations attached to the draft circulated to Boards and Committees early in 2001. With any last minute changes incorporated, the Comprehensive Plan was to have been presented to the islanders for acceptance at the Annual Meeting in August 2001.

**Spring 2001 --** In the course of previewing the Plan's emerging recommendations with the Planning Board, questions arose concerning the relationship between the emerging Plan and the requirements of the Maine Growth Management Statute. Subsequent discussions

led to the conclusion that, in and of itself, the Comprehensive Plan does not fulfill all elements required by the Growth Management Statute. In both content and process Bustins Comprehensive Plan has responded to the wishes of the island, rather than the dictates of statute. Several points separate the two efforts; most notably, the Local Growth Management Plan (LGMP) must be consistent with and guide Bustins' Zoning Ordinance and subsequent Planning Board actions. In contrast, the Comprehensive Plan has always been intended as an advisory document.

**Summer 2001** – The effort to complete Bustins' first Comprehensive Plan will conclude this summer, with a document that hopefully serves several purposes. First, it acts as a snapshot of Bustins in the year 2000 – its physical and community assets, issues and areas for improvement. Second, it provides a foundation for future planning, by providing both as baseline and an outline for future planning efforts.

Last and by no means least, the process of developing this Plan has raised the discussion of what makes Bustins special. It has underscored the critical understanding that our community is special because we voluntarily keep it so. No rules, regulations, services or events can maintain that unique Bustins spirit unless individual islanders continue our long-standing and increasingly explicit effort to practice those Bustins "courtesies" that constitute the core of our heritage.

#### **A Note on Numbers and Acronyms**

For the sake of clarity and ease of reading, the editors of this document have attempted to strike a balance between full titles (easier to understand) and brevity (acronyms).

Throughout this draft, acronyms are used only when the same title appears repeatedly on the same page. References on subsequent pages will be spelled out to ensure that the reference is clear. Numbers less than ten are spelled out; above ten, numerals are used.



# CHAPTER I: ISLAND RESOURCES AND THEIR USE

## PHYSICAL RESOURCES

### Physical Characteristics

#### General Description

- Bustins Island with its long axis oriented northeast to southwest is a 138<sup>1</sup>-acre island created in the aftermath of the glacial period. The island's rocky shores rise steadily to 83 feet above sea level. On the south and west side of the island soft woods, such as spruce, balsam and pine, predominate. On the north and east are found a wide variety of deciduous trees, primarily oak, maple and birch, but also including other species such as mountain ash. Many island trees are 90-100 years old; in the forested sections, many areas can be characterized as primarily single-age, mature woodland.
- Bustins is located one-third mile from Flying Point and two-plus miles from South Freeport by ferry. Brunswick is eight miles east from South Freeport and Portland twelve miles west.
- Along the island's waterfront are found most of the summer community's 115<sup>2</sup> cottages, linked by dirt roads and paths. The island has no year-round residents though islanders reach the island by one means or another in nearly every month of the year.
- Considerable physical description of the island is found in the 1991 Ground Water Study completed by geologist Robert G. Gerber. Among the pieces of descriptive information provided:
  - "Although the bedrock of Bustins Island is all part of one basic rock formation, the Cushing Formation...", the bedrock nonetheless varies in folds and thickness across the island.<sup>3</sup>
  - Mapping shows the fluctuations of bedrock layering and distinguishes between areas of "thick" soil on Bustins and areas where the island shows "exposed bedrock or thin soils with limited capacity for moisture storage".<sup>4</sup>
  - "Soil mapping showed the southeast half of the island to have a sand-silt-gravel and cobble mixture which was originally glacial till. This glacial till was partially sorted locally by wave action during a period of elevated sea level between 10,000

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<sup>1</sup> From John Wood, Titcomb Associates, island surveyor, via Sue Spalding, Clerk.

<sup>2</sup> Per Sue Spalding, BIVC clerk, spring 2001.

<sup>3</sup> "Bustins Island Ground Water Study" by Robert G. Gerber, Inc., consulting geotechnical engineers and geologists, Freeport, Maine 04032; July 2, 1991; (hereinafter BIGWS); page 3..

<sup>4</sup> BIGWS, page 3.



and 13,000 years ago. The northwest half of the island contains some dense fine sand and interbedded 'marine clay' deposits".<sup>5</sup>

- While views may not be part of the physical resources, strictly defined, they are a significant reality for many islanders. Whether offering a panoramic perspective of the Bay from a waterfront deck or a narrower view, framed by trees, from a hillside porch, these views are integral to the Bustins experience. Historically, landowners have been careful to protect these views--and other natural highlights--for both public and personal enjoyment, by present and future islanders.
- Concurrent with development of the Comprehensive Plan, the Planning Board has undertaken to upgrade island zoning and lot line information. Future efforts are anticipated to develop a more comprehensive physical mapping resource and to make that accessible to islanders. These new maps may ultimately include locations of buildings, wells and septic systems. In the future, other information describing such things as energy sources and uses, elevations, etc., could also be added.

#### Issues and Concerns

- Islanders place significant value on preserving the natural resources of the island as integral to preserving the unique history and culture of Bustins. Degradation of those natural resources – the coastline, woodlands, paths and other key physical features as well as the water resource upon which the entire island depends – will diminish the Bustins that is passed on to successive generations.
- The best map of Bustins, the Zoning map, is old and inaccurate. The Planning Board's Roads Subcommittee has been working to delineate Bustins roads through continuing survey work each year, but that has not yet produced a map suitable for the plotting of wells, septic systems and other geographic, natural and social features.
- At the same time, a significant library of data on Bustins social and natural features remains, from well surveys, historical surveys of Bustins housing, etc. At present, no system exists for storing or accessing this data, much less using it for analysis of Bustins physical and social trends.

#### **Flora and Fauna**

##### General Description

- The physical description of Bustins describes an island with a wide variety of natural habitats, ranging from coastline and tidal areas to meadows, deciduous and coniferous woodlands and a variety of wetlands, including ponds, marshes and vernal pools. This

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<sup>5</sup> BIGWS, pages 3 & 4.

variety of habitats provides a number of hospitable environments for the flora and fauna characteristic of those areas.

- Bustins is very fortunate to have its own Nature Center, located in the post office building and next to the adult library. For many years its dedicated director has served as a resource on the flora and fauna of Bustins, educating all generations of islanders and visitors regarding our unique island resources. The records kept by the Nature Center of Bustins regarding the island's populations of flora, birds and other forms of wildlife are an irreplaceable source of information.
- On Bustins there are over 150 different species of wildflowers and over 20 species of trees, reflecting a rich variety of different plant habitats on one small island. These specific habitat types include:
  - cool, deep woods
  - open woods, clearings, thickets
  - open landscape, including meadows and fields
  - shoreline, including tide pools
  - wet places, including vernal pools and other seasonal wet places
  - specialized habitats, e.g. ice pond, peaty bogs, pit and mound
- Some wildflowers are of special interest due to their scarcity on Bustins, or their scarcity in Maine. Scarce species on Bustins include sheep laurel, monkshood, dwarf ginseng, twinflower, wild leek (state designated "imperiled because of rarity"), helleborine, creeping snowberry, fringed loosestrife, blue flag, fireweed, partridgeberry, red baneberry, sundew, and water lily.
- Bustins shoreline and tidal areas continue to be wonderful examples of diverse coastal populations, as green crabs, barnacles and periwinkles mingle among populations of blue mussels and the various seaweeds – yellow and brown kelps – that characterize Bustins' shore. As the shoreline has changed, however, for example through the clearing of shore vegetation for view and/or through the construction of docks, changes have also occurred to shoreline species: sea lavender has essentially disappeared from Bustins, and where it still grows, it must be protected. Sand dollars have also disappeared, and starfish are much less common.
- With the continued growth of Bustins' human population, changes in plant populations have also occurred. The following plant populations are dwindling on Bustins: sundew, dwarf ginseng, lady slippers, red baneberry, and creeping snowberry, all due to habitat destruction, and sea lavender is dwindling due to over-picking. Plants now gone from Bustins are tall meadow rue, wild columbine, pale corydalis, wood lily, wild sunflower, all due to habitat destruction.

- Also from the files of the Nature Center are records of the wildlife species recorded on Bustins:

Resident Mammals	Herpetiles ( reptiles and amphibians)
Red Squirrel	Northern Brown Snake (species of special concern in Maine)
Deer Mouse (new arrival)	Ringneck Snake
Meadow Vole	Smooth Green Snake
Whitetail Deer (variable population)	Redbelly Snake
Raccoon	Eastern Garter Snake
Little Brown Bat	Maritime Garter Snake
Moose (occasional visitor)	Redback Salamander

- Among the resources at the Nature Center is a list of the bird species either resident on or commonly seen around Bustins. While the full list is too long to reproduce here, the following sample will give a flavor of the rich natural heritage to which the diverse habitats of Bustins give rise:

Family of Birds	# Bustins Species	Notable Examples
Shore and Coastal Birds	8	Common Loon, Red-Necked Grebe, Lesser Golden Plover, Semipalmated Plover, Greater Yellowlegs, Spotted Sandpiper, Whimbrel, Semipalmated Sandpiper
Gulls, Terns and Alcids	6	Laughing Gull, Herring Gull, Great Black-Backed Gull, Common Tern, Dovekie, Black Guillemot
Hawks and Falcons	7	Osprey, Sharp-shinned Hawk, Coopers Hawk, Broad-winged Hawk, Red-tailed Hawk, Rough-legged Hawk, American Kestral
Owls and Nightjars	6	Great Horned Owl, Barred Owl, Great Gray Owl, Long-eared Owl, Common Nighthawk, Whip-poor-will
Flycatchers and Swallows	7	Eastern Wood-Pewee, Eastern Phoebe, Eastern Kingbird, Olive-sided Flycatcher, Tree Swallow, Cliff Swallow, Barn Swallow
Wrens and Thrushes	10	Carolina Wren, House Wren, Winter Wren, Golden-crowned Kinglet, Eastern Bluebird, Veery, Swainson's Thrush, Hermit Thrush, Wood Thrush, American Robin
Cardinals and Sparrows	8	Northern Cardinal, Rose-breasted Grosbeak, Blue Grosbeak, Rufous-sided Towhee, Chipping Sparrow, Song Sparrow, White-throated Sparrow, Savannah Sparrow
Blackbirds and Finches	10	Bobolink, Red-winged Blackbird, Eastern Meadowlark, Brown-headed Cowbird, Northern Oriole, Pine Grosbeak, Purple Finch, House Finch, American Goldfinch, Evening Grosbeak
Wood Warblers	19	Yellow Warbler, Chestnut-sided Warbler, Blackburnian Warbler, Pine Warbler, Blackpoll Warbler, American Redstart, Common Yellowthroat, Northern Waterthrush, Canada Warbler, Ovenbird

- In addition to these families of birds, islanders also enjoy regular visits from a variety of other "regulars", including great blue herons, black bellied plovers, eiders, scoters, Canada geese and wild turkeys.
- Notable in recent years is the decline and/or disappearance from Bustins' wildlife scene of songbirds, many of which have declined noticeably with the decrease in their habitats. Birds considered "of concern" on Bustins because of their decline include: white-throated sparrow, eastern wood peewee, veery and other thrushes, twohees and several of the more than 19 species of warblers known to Bustins.

- Other species declines are traceable to fluctuations in the wildlife populations upon which they depend. American toads and milk snakes, common as recently as the '50s, have dramatically declined, presumably due to the over-population of raccoons that occurred from 1960 to the 1990s. Red squirrels, a problematic species during the 1980s, have since been brought under control by an influx of owls, including Great Gray and Great Horned Owls, and various kinds of hawks.
- White tail deer, whose large numbers on other Casco Bay islands have made them problems, have historically been off-season visitors to Bustins, departing as the first islanders arrive. During the last two years their stays have been longer; eight spent the summer of 1999 on island.
- A state deer expert has estimated that Bustins could 'carry' two or three deer, against a 1999 population of as many as eight, a number that could multiply rapidly should Bustins as a refuge be "imprinted" on the does. Control options discussed among islanders have included, first, tolerance of the deer unless the population explodes--though tolerance might be a hardship on those growing gardens; and second, deer control through a harvesting process similar to that authorized in 2000. At the 2000 Annual Meeting voters directed the Overseers to issue 2 or 3 hunting permits to island hunters during a designated week in November deer hunting season.

#### Issues and Concerns

- A portion of the reduction in songbird populations can be attributed to national trends as well as some habitat loss on Bustins. Continuing loss of woodlands, for example, could result in a continuing decline of birds the songs of which have become virtually synonymous with Bustins. Bustins without the song of the white-throated sparrow would be a very different environment indeed.
- Deer mice have proven a significant problem in recent years as, during their winter stays in cottages, they are prone to do significant damage. The relatively low population of snakes and other mouse predators on Bustins has allowed the mice population to gain significant size. In 2000, however, there is evidence that natural predation may be having its effect: some cottagers reported a precipitous drop in mouse damage coincident with evidence of resident and transient owls.
- Several risks are posed by increasing deer populations, including the protection of island flora and protection from deer ticks and Lyme disease.
- A plan is needed to prevent further loss of plant species due to habitat destruction and over-picking. A more comprehensive census of tree, shrub, and seaside plants would establish the rate at which species loss is occurring, as well as assist in designating species and/or areas of particular concern.

- Invasion of Bustins by non-native species is also a concern. Of special concern is the purple loosestrife, a particularly aggressive species that, once taken hold in wetlands, will push out cattails and other plant, bird and amphibian species that formerly lived in the pond habitat. A concentrated effort should be made to eradicate this aggressive species from Bustins.
- Forest issues need to be more thoroughly examined in light of Bustins extensive forested areas and concerns about fire safety (see page [ ]). A good place to become educated about island forest issues is the extensive series of articles about island forests available through [www.islandinstitute.org](http://www.islandinstitute.org).

## Natural Areas

### General Description

- With the changes that Bustins has gone through from its historic past as a saltwater farming and fishing community to a seasonal recreational area, it is understandable that wildlife occurring on the island would change as well. Where meadows once provided for sheep grazing and farming, tall stands of trees now stand. Trimmed lawns have largely replaced meadow grass and wildflowers.
- While many of these changes in vegetation have occurred over significantly longer time periods, even over the last 50 years island residents have seen significant changes in the wildlife, including the disappearance of some species and the appearance of others.
- Bustins currently has vehicles for the protection of land parcels, through designation of property as “resource protection” and/or “conservation land”:
  - “Resource protection” areas are defined in the existing Zoning ordinance and are subject to restrictions on building and use.
  - “Conservation land” is a new category which, though not formally defined in the Zoning Ordinance or elsewhere, came into being by action of the voters at the 1999 Annual Meeting. At that time voters authorized creation of a separate BIVC account, tax deductible donations to which were to be used for purchase of land “to be held for conservation purposes, including conservation easements”. Most Bustins conservation land has been so designated by restrictions placed on the deed when property was given to the BIVC specifically for conservation purposes.
- Through earlier drafts of this Assessment, consideration was given to the designation of certain parcels or locations as “critical” or special natural areas. A number of criteria for a such a designation of “critical” were suggested (see below):

Criteria	Definition
Water degradation	Areas identified in the 1991 Bustins Island Ground Water Study by Gerber Inc. report as sensitive to water quality degradation, salt water

	intrusion, bacterial contamination, etc.
<b>Endangered species / habitat</b>	Unique, fragile or endangered habitat, particularly vulnerable to disturbance. This includes plants or wildlife that are sensitive or protected.
<b>Recreational use</b>	Heavily or routinely used by the Bustins public, for recreation, travel, etc. Floats, paths, Turtle Rock, libraries and tennis courts are all examples.
<b>Historical significance</b>	Part of Bustins social or natural history. The Ship's Inn Museum, Post Office and Community House Buildings, the Nubble, are all examples.
<b>Scenic value</b>	Widely recognized as a particularly beautiful Bustins spot.
<b>"Good Example"</b>	Good, characteristic examples of habitat types that are absent, lost or infrequent on Bustins.
<b>Public use</b>	Reserved for use by BIVC or other island entity for official public function.
<b>Shore access</b>	Provides access to the shore or to the shore reserve.
<b>Conservation land</b>	Publicly held land with a conservation easement or deed restriction.

- Bustins is fortunate to have an array of species that have been designated as protected, threatened or endangered on the mainland where they are becoming less common. Similarly, Bustins has historically had an array of habitats that provide an opportunity to enjoy the unique species characteristic to these locations. The areas listed below in particular have been widely deemed part of Bustins' unique heritage:

<b>Location/Species</b>	<b>Unique Attributes</b>
Meadows (Old Farm House)	Last large meadows on Bustins: habitat for songbirds, meadow species
Wild leeks (Carr/Petrie)	"Imperiled because of rarity" state rank
Sand beaches (Indian Springs, Golf Course)	Atypical habitat on Bustins
Wetland streams (Indian bridge, C House, others)	Protected habitat; water recharge areas
Dwarf ginseng (Jacksons)	Protected species
Sea lavender (Golf Course beach)	Protected species
Roundleaf sundew (on CHse-tennis cts rd)	Last location on Bustins
Tide pool (Roberts point)	Best example on Bustins
Ice ponds (2)	Best /only amphibian habitat on Bustins
Wild columbine (Golf course)	Only example on Bustins
Blue flag (Post Office shore)	Best location on Bustins
"Pit and mound" wetland (Cathedral woods)	Best example of unusual wetland formations

#### Issues and Concerns

- The pace of new and/or redevelopment on Bustins in the late '90s caused increasing concern for the preservation of some of the island's unique natural areas.
- Public response was decidedly divided over the designation of "critical areas" in an earlier draft of this Assessment. On the one hand, a large segment of islanders supported the designation of such areas and voluntary public-private efforts to work toward their preservation. On the other hand, a smaller but significant body of opinion argued that such areas can be best protected by solely voluntary action, with no government role.

- It is important that the discussion of what is “critical” on Bustins and to Bustins people be informed by a broad array of voices. In order for the protections implied, suggested and/or sought for Bustins critical areas to have any meaning, it is important that Bustins people respect them. This will only be the case if they have been involved in delineating the critical areas and if the owner of the property is in accord. Owners of particular properties should in no way feel pressured to act in ways which would result in losses of property value through real or perceived limitation on use of that property.
- Decisions by the Board of Overseers regarding purchases to be made using funds in the “conservation account” might seem less random if a formal prioritization of sensitive areas was available to them.



## WATER RESOURCES AND WASTE MANAGEMENT

### Water Resources

#### General Description

- The rate at which the groundwater supplying Bustins' wells is recharged naturally is calculated based on the size of the island. This "recharge rate" is estimated as a percentage of the average annual precipitation (43 inches per year) over the specific land area. Based on Bustins total surface area of 138 acres, "(T)he calculated recharge rate is ... equal to 23.5 gallons per minute."<sup>6</sup>
- The water recharge rate for any well or region of Bustins will vary from this estimate according to the soil type and soil thickness in that region. One map in the 1991 water study shows the areas on Bustins of relatively thick and thin soils and therefore variable water recharge rates.<sup>7</sup> While the amount of precipitation each year determines the amount of groundwater available, soils in some areas of Bustins will recharge three times faster than more dense soils elsewhere.
- The 1991 water study gathered data on well depth, flow rate, types of pumps, use rate and rain barrel usage on some 87 Bustins wells. This data is available in the 1991 study and provides a way to track changes in water usage over time.<sup>8</sup>
- The 1999 Cottage Survey conducted by the Comprehensive Plan Steering Committee provided additional information and insight into the sources of drinking, bathing and sanitation water on Bustins. The full results of this survey are included as Appendix C.

Water Sources	Drinking Water	Dishes/Kitchen	Bathing	Sanitary
Dug Well	28	31	29	24
Drilled Well	45	40	39	3
Public Well	20	6	5	3
Rain Barrel	12	30	32	19
Bottled	18	0	0	0

- In 1991, no Bustins wells showed any imminent danger of salt-water intrusion. The study's modeling, however, identified areas where new wells might be at risk of such intrusion or in danger of contributing to salt water contamination in neighboring wells. These susceptible areas are an example of the kind of information to which islanders need access on widely available island maps.

<sup>6</sup> BIGWS, page 4.

<sup>7</sup> BIGWS, Figure 4 – Recharge Zones.

<sup>8</sup> BIGWS, Table 3 – Water Use Data.



- Saltwater intrusion is likely to become a bigger threat to Bustins in the future. Sea levels in Casco Bay have historically risen an average of one inch per decade<sup>9</sup>; according to estimates used by Gerber Inc., "... sea level is expected to rise three feet in the next 100 years. In some parts of the island, this could cause the saltwater interface to rise 120 feet in the bedrock aquifer."<sup>10</sup>

#### Issues and Concerns

- Ensuring the supply of water on Bustins – its quality, quantity and the related need to ensure proper waste disposal to protect groundwater supplies – is the single highest priority issue area identified by the Comprehensive Plan Steering Committee.
- Bustins invested a considerable amount of time, money and energy in the completion of the extensive water studies done by Gerber et al between 1990 and 1995. A major issue is the continuing availability of those models and whether they can be updated.
- Recommendations from the Gerber studies have seen only limited implementation. Beyond establishment of the Water Commissioner, serious attention is needed to fully implement these recommendations and fully protect Bustins groundwater supplies.
- Significant information about the water resource exists in the Gerber reports, yet is not accessible for regular reference by property owners considering building expansions, well upgrades, etc. This information could be more broadly available to cottage owners, whether through a website, GIS database or other vehicle.
- The Overseers, in implementing recommendations from the water study, required new well applicants to conduct an impact study to ensure that new wells will not negatively impact either abutting wells or the groundwater resource overall. Yet, this has become significantly more difficult since the groundwater model developed for Bustins and against which new wells would be evaluated, was never acquired by the BIVC and is now unavailable. Without a reasonable way to secure these impact studies, there is significant potential for this requirement to be dismissed.
- The volume of water used on Bustins continues to increase, as new homes are built with flush toilets, washing machines and other mainland conveniences. In addition, some notable older properties have undergone substantial renovation, including upgrades of plumbing and water-using appliances. This has implications not only for water levels but also for waste water disposal.
- The water studies clearly point out the risks involved in increasing use of pressurized water systems on both dug and drilled wells, as such systems increase water use from an average of five gallons per day with a hand pump to as much as 250 gallons per day

<sup>9</sup> Casco Bay Estuary Project, based on records of measured water levels in Portland Harbor since recordkeeping began in 1910.

<sup>10</sup> BIGWS, page 9.

with a pressurized system.<sup>11</sup> However, no study has been made on the island of water usage by Bustins families with pressurized systems. Some families estimate their daily use (with a pressurized system) at 40-50 gallons per day.

- Increased rates of water use also heighten the probability of salt water intrusion, especially in areas where the 1991 water study showed significant vulnerability to such intrusion. These areas need to be mapped and that information made more widely available.
- It is widely observed that island residents would benefit from a greater awareness and understanding of the impacts that household actions have on the Bustins water supply. Not only can overuse of water jeopardize surrounding wells, but so can improper placement of septic systems or overuse of lawn chemicals.

## **Waste Management**

### General Description

- The resources which have been assessed in the preceding pages cannot be viewed apart from the varieties of waste associated with them. Not only must waste from use of island resources be considered, but so must the waste resulting from construction and repair, from the packaging in which food and sundry other commodities arrive on the island, from furniture and appliances being discarded/replaced, etc.
- The water study modeling showed that Bustins' main water issue is not quantity of water so much as water quality. This fact underscores the importance of proper wastewater disposal to protect Bustins water supplies. The 1999 Cottage Survey provides insights into the ways in which islanders are disposing of their waste water. For gray water disposal, septic fields and gray water systems far out number direct discharge. For sanitary disposal, 44 of the 92 households responding still rely on outhouses. Please note that cottages may have more than one type of system.

<b>Wastewater Disposal</b>	<b>Graywater</b>	<b>Sanitary</b>
Direct discharge	22	0
Septic field	36	38
Graywater system	29	0
Outhouse	0	44
Composting toilet	0	14
Gas toilet	0	1

<sup>11</sup> BIGWS, page 8. "A perhaps more significant change than the switch from dug to drilled wells is the switch from handpumps to pressurized water systems. Water usage may increase from 5 gallons per day to 250 gallons per day."

- Modeling showed that contaminants from waste water that get into groundwater do not completely dissipate over the off-season. Rather, over periods as long as seven years, residual contamination builds up in Bustins soils and groundwater. Ultimately, the impact of a poorly sited septic system becomes obvious through contamination of near-by wells. This same modeling suggested that it takes on the order of seven years or more after contamination has been cleaned up before it is possible to use the well again.<sup>12</sup>
- Responsibility for overseeing waste handling services lies with the Superintendent, under the supervision of the Overseers. Historically, Bustins residents managed their trash individually. Age-old practices of burying garbage or rowing to “Garbage Ledges” for disposal have been replaced by the need to separate, reduce and recycle wherever possible.
- Household trash is picked up from cottages weekly. It is put in wheeled trash containers that are ferried to South Freeport and emptied by a private contractor. The island dump is located on the shoreline at the Golf Course and is maintained for disposal of burnable debris, (e.g. brush, wood scraps, packing materials, excess construction materials/debris, mattresses, old wooden furniture, etc.).
- Burnable debris is piled in a designated area and the pile is concentrated using a loader/backhoe. The dump is burned periodically, (usually monthly during the summer), as permitted by the Freeport Fire Chief. Weather is a major determinant in scheduling dump burns to prevent spread of fire. Dump maintenance and burning is accomplished by a contractor and administered by the island Superintendent.
- Bustins disposes of metals from the burning of the island dump by using one or both of two special boxes mounted on a dedicated trailer. The Superintendent schedules occasional heavy metal pickups depending upon need (usually once or twice a season). With the exception of household appliances, which are the responsibility of individual cottage owners, metallic refuse is hauled to the Yarmouth Dump.
- Removal of construction debris is the responsibility of the cottage owner and/or his contractor. Shingles and asphalt roofing cannot be burned at the island dump and must be hauled off island using the same system as for metal removal. One of the boxes can be left at the cottage work site for loading by the cottage owner or his contractor. Costs are the responsibility of the cottage owner.
- Small amounts of brush and yard debris are picked up and hauled to the dump for burning, using the island tractor and trailer. This function is performed weekly by a

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<sup>12</sup> BIGWS, page 6. “This implies that any incremental additions of seasonally-applied contaminants will only be felt on the order of 7 years later..... Caution is needed because after 7 years it may be too late to reverse a poor (septic) siting decision. This also implies that it will take on the order of 7 or more years to cleanse an area of contaminants, once it has been contaminated.”

contractor during the July 4th to Labor Day weekend season. Disposal of large amounts of brush and yard debris, and large burnable household debris (mattresses, furniture etc) is the responsibility of the cottage owner. These items can be hauled to the island dump using the island tractor/trailer as arranged with the Superintendent.

- Disposal of outhouse and composting toilet waste is the responsibility of the cottage owner. These waste products can be spread for drying and decomposition in a designated island owned location in the center of the island. A contractor provides the collection/spreading service, or cottage owners can do this work themselves.

#### Issues and Concerns

- Some individuals apparently do not understand correct disposal/spreading techniques for the disposal of wastes from outhouses and /or composting toilets. Too often islanders leave wastes at the disposal location in piles or plastic bags, limiting the effectiveness of the designated spreading/decomposition area. Continuing education on appropriate disposal is required.
- Concern has been expressed in recent years about the possible penetration of groundwater in the vicinity of the privy waste disposal location. The Board of Overseers is planning to install a series of monitoring wells around the privy dump to ensure that no groundwater contamination occurs, though no timetable for this project has been set.
- While the Board of Overseers, acting as Bustins' Board of Health, has responsibilities for the protection of groundwater and management of sewage wastes, several other Bustins organizations (e.g. Planning Board, Water Commissioner) have related responsibilities. These functions need to be fully coordinated and communicated to ensure that this critical function for Bustins is efficiently and effectively managed.
- Refuse should be placed in heavy duty trash bags not lightweight kitchen bags. The bags are individually handled three or more times in the disposal process and need to be sturdy enough to withstand multiple handling. Householders place dirty diapers, broken glass, bags of cement, yard debris, nails and a myriad of sharp and dangerous objects into the bags. Bags break and the process becomes unnecessarily smelly and dangerous work for the individuals in each stage of the process.
- While deposit beverage bottles and cans are collected and disposed of by individuals, there is limited recycling on Bustins. This adds considerably to the volume of trash that must be handled. Trash volume could also be reduced by segregating burnable items for disposal in cottage fireplaces and wood stoves or at the island dump.
- Issues associated with the current operation of the dump include:
  - Mixing of large logs or stumps in with regular brush and debris. Such large items can smolder for days and cause a fire to break out days after the burn is over.

- Individuals who ignore the "Dump Closed" sign after a burn and put their debris on potential hot spots may cause fires to break out.
- Individuals who place debris outside the designated areas, requiring re-handling.
- Mixing explosive cans of paint and aerosols into burnable refuse. These are to be disposed of elsewhere by the cottage owner.
- Burning of the dump under certain wind conditions gives rise to complaints from residents along Flying Point, with the result that Bustins may burn the dump only when the wind is toward the dump, raising serious safety concerns about management of the burn. Chipping burnables may be an acceptable alternative.

## ENERGY USE AND RESOURCES

### Energy Use Patterns

#### General Description

- Bustins has long continued historical traditions with regard to island lifestyles. As more energy-consuming practices have taken hold on the mainland, their penetration into the Bustins community has been much slower. A conscious effort to maintain a traditional way of island life was reflected in the 1969 vote to reject Central Maine Power Company's proposal to bring electricity to Bustins via underwater cable. Thirty years later, as energy use on the mainland has increased significantly, Bustins household energy use has changed far less quickly.
- According to the 1999 Cottage Survey, to which 92 households responded, most cottages utilize liquid petroleum gas (LP), commonly called propane, for lighting, cooking, refrigeration, hot water and some heating. In a recent change from past practice, solar power is now used by 41 households, primarily for lighting, while 29 cottages have generators. The rest of the results are included in Appendix C; please note that households may use more than one energy source for different purposes.

Energy Sources	Gas	Generator	Wood	Solar	Kerosene
Lighting	81	29	0	41	13
Cooking	92	0	1	0	0
Heat	14	0	78	0	3

- The 1999 Cottage Survey also showed the number of households using multiple sources of energy for different tasks. Of the 92 families responding, 68 use two or more sources for lighting.
- Appliances for various purposes are in widespread use on Bustins. Of the 92 households responding, 63 report using two or more appliances beyond those used for heating, cooking and lights. The following appliances are reported to use "traditional" sources of energy: dishwasher (1), freezer (1), hairdryers, ham radio, washing machines (8), dryer, TVs, pumps, power tools, cell phones, vacuums, water heaters, second refrigerators, computers, blenders, toasters, mixers and microwaves.

#### Issues and Concerns

- As the number of families owning generators increases, neighbors need to be considerate of one another in the frequency, length of time and times of day when generators are used. Generator noise can be made less intrusive by construction of insulated generator houses or purchase of insulated, low-noise generators.

- Increasing reliance on generators to support new plumbing and septic systems in fully modernized cottages has occasionally left traditional hand-pumped wells dry. Particularly during dry seasons, when heavy use places additional burdens on neighboring wells, pressurized water systems should not be used for discretionary purposes such as lawn watering.
- Increasing energy use on Bustins can be made less intrusive through the use of new, clean energy technologies. Solar power and fuel cells as they become available for generators are examples.

## Energy Sources

### General Description

- Bustins households use a variety of forms of energy for their needs. This section will describe the sources of each type, followed by the issues and concerns that have arisen in connection with its use: solar, propane, gasoline.
- Solar energy uses renewable energy from the sun which is collected by photovoltaic cells and transmitted to storage batteries where it is stored as direct current (DC) electricity. Solar energy is currently making a considerable contribution to meeting Bustins' energy needs used in 41 households to provide lighting.
- Users of solar electric systems are divided into two primary groups: those with DC systems of varying sizes used for lighting, cell phones, etc; and those with more sophisticated systems including inverters producing alternating current (AC) to run a variety of appliances/equipment including water pumps.
- In addition to the households that report using solar for their lighting needs, the following other appliances have been reported as solar powered: solar refrigerator, solar cell phones, computers, blenders, mixer, solar toaster and solar microwave, solar coffee pot and solar radio.
- The use of propane gas on Bustins for lighting, cooking and refrigeration goes back to the period before World War II. Suppliers of this service include Ralph Brewer, Bud Nickerson and currently Ron Sweatt. Over the years this service has grown to include the sale and installation of lighting fixtures, refrigerators, stoves, hot water heaters and space heaters.
- Suppliers of propane are required to secure four different state licenses, to deliver propane, install gas lines, fixtures and appliances, and repair appliances. Even those doing only tank delivery, handling and hook-up are required to secure a delivery license. Each license requires instructional classes and preparation in order to pass the licensing exam. Licenses must be renewed every three years.



- Bustins' current and only supplier – Bustins Builders – is supplied by its historical and current supplier, Maingas. Maingas delivers gas tanks to the South Freeport dock and picks up empty tanks from the same location. A delivery contractor brings tanks to Bustins and returns empty tanks to South Freeport. Gas prices are based on prices set by the supplier, Maingas, with additional charges added to cover the price of delivery to Bustins and on-island service.
- The island maintains a fenced and secure tank for gasoline storage near the Steamer Dock. This tank is replenished periodically by a harbor fueling vessel. This gasoline is under the control of the Superintendent and is used for island vehicles (pickup truck, tractor, fire trucks) and other island equipment.
- Safety regulations prohibit transportation of fuel on the island ferry when passengers are being carried. Islanders with private boats transport their own gasoline for mowers, pumps, generators, outboard motors, and other equipment.

#### Issues and Concerns

- Because of the restriction against the transportation of fuel on the island ferry, islanders without private boats find it difficult to find transportation to Bustins for the gasoline, kerosene and other fuels they need on the island.
- The proliferation of gasoline-powered equipment increases noise pollution and heightens the need for neighborly courtesy.
- To minimize fire risk, especially since it may run through the winter when the island is uninhabited, solar equipment must be installed with the same expertise which is used in any electrical installation. Standards for solar installation should be obtained and made available to anyone contemplating the use of solar electricity.
- The availability of propane gas supply at reasonable prices has been and remains a concern to many islanders. In particular, the lack of a competitive market on Bustins leads to questions about the reasonableness of pricing.
- Competition between the commercial and recreational use of the Steamer Dock must be addressed. While its commercial usage is clear, including storage for propane tanks, it is also a primary place of recreation for many islanders.
- Maine law requires that all installations of gas equipment must be completed and/or inspected by a Maine licensed installer. Islanders may not be aware that no gas supplier licensed in Maine is allowed to provide gas supply to a building where gas installations have been done until and unless those installations have been inspected and certified by a licensed installer.



## CHAPTER II: THE ISLAND COMMUNITY

### POPULATION

#### General Description

- During the 1999 summer a Cottage Survey was undertaken. Members of the Comprehensive Plan Steering Committee personally interviewed cottage owners. Owners of 84% of Bustins cottages were covered by the survey.
- Bustins contains 115 cottages. The 1999 Cottage Survey asked respondents about their periods of stay on Bustins, both during the summer season and off-season. The following table summarizes these responses (these totals represent the number of individuals):

Population Profile	June	July	August	September	Off-season
Owner/occupants	269	324	324	92	103
Renter occupants	22	59	39	13	0
No response	22	22	22	22	22

- The 1997 Ferry User Survey revealed that an average summer stay for the families surveyed is 44 total days per season. This average was calculated by averaging the length of stay reported by families over the number of families reporting that length. For example, there are nine families that reported only two weeks on Bustins, while there are three families that stay six weeks, three that stay nine weeks and four families that stay ten weeks or more. While this average is certainly not precise, it provides one rough estimate by which Bustins population may be better understood.
- The BIVC official voter list contains roughly 196<sup>13</sup> names. The Bustins Island Directory, published annually, contains some 464 names of people associated with Bustins. Sometimes children's names are included with family addresses, sometimes not; some people have not been on the island for years but still wish to be included. No form of Bustins "census" has been taken, making an accurate count of all residents difficult.
- Rentals occur but quite minimally. Two owners with more than one cottage rent full-time all summer. Other renters – possibly a half-dozen – rent when they or their families are not using their cottages.
- The total carrying capacity of Bustins Island is unknown at this time. If each of Bustins cottages were full with a family of six, there would be a maximum of nearly

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<sup>13</sup> Per BIVC clerk, official voting list as of August 1999.

700 persons on the island. The 1999 Cottage Survey indicates that roughly 1/2 that number may be on the island at one time, during the peak months of July and August.

- Because of the variability in islanders' patterns of cottage usage, historical trends in population are difficult to ascertain. In many cases, cottage use is multigenerational and multifamily. Some cottages have been owned and used by the same family for three to five generations.
- With regard to future increases in population, 35 respondents to the 1999 Cottage Survey provided a glimpse of their expectations. Of those replying, 21 anticipated no changes in the numbers, lengths or patterns of their family's cottage use; ten anticipated a slight increase in usage and four could not predict if usage would change.

### **Issues and Concerns**

- In 2000, the Bustins community has little understanding of either the maximum number of persons who might live safely on the island at one time, or what the cumulative impact of continuous peak populations over a season might be.
- Because of the absence of any historical census data on Bustins, no understanding of past populations and their impacts exists, and therefore no basis for determining changes over time. With neither historical population data nor an accurate current census, it is very difficult to examine trends in Bustins population, much less to project what the impact of those trends might be.
- Analysis of anecdotal information might suggest that the number of couples retiring to Bustins for a significant portion of the year is on the increase. How much time will these couples actually spend on the island and over how many years? What will be the implications of this trend for island resources, services and the community overall, as people look to Bustins less as a vacation residence and more as a "home"?
- Renters and families with short stays and/or short histories on Bustins all share a need for information on Bustins safety, services and traditions. Owners who rent their properties have a critical responsibility to ensure that renters clearly understand the correct and safe use of all cottage appliances. This is particularly imperative with regard to the possibly unfamiliar technologies of gas lights, gas refrigerators, pumps and especially with regard to emergency procedures.
- Communications are especially difficult for members of the Bustins community. While these communications difficulties (especially off-island and off-season) have always been a feature of Bustins life, they have proven more challenging in an era where rapidly changing events and simultaneous communications have come to characterize life on the mainland and when decisions which impact islanders are made year-round by governing bodies which meet monthly all year..

- All Bustins families benefit from the subtle but important courtesies that might be best summarized as “Bustins etiquette”. These commonly observed Bustins practices still typify much of Bustins’ “culture”, but occasionally need rearticulation: practices of water conservation and trash separation, the need for courtesy by bikers toward pedestrians, the need for dog control, and common observance of noise limitations, to name a few. Taken as a whole, such “Bustins etiquette” remains a part of Bustins past and present. Reinforcing these traditions today will play a role in maintaining this unique culture into the future. (see Chapter IV.)

## HOUSING AND HISTORICAL RESOURCES

### Background and Description

- As an historical resource, Bustins Island retains remnants of a way of life which is disappearing from the mainland. Salt-water farming was integral to the earliest white settlers on the island and at least one example of such a farm remains.
- Most of the cottages are one and one-half story wood structures clad in either clapboard or shingle. The 100 or so cottages built in the 1800's and early 1900's are remarkable because they are so well preserved; many still have original floors, walls, handpumps and furnishings.
- After intense discussion and heated correspondence culminating in a very close vote, Bustins voters in 1969 rejected a proposal to provide electricity to the island via underwater cable. This vote reflected a conscious effort to maintain a traditional way of island life. Today most cottages utilize propane for lighting, cooking, refrigeration, hot water and some heating. (See page 24 and following pages.)
- Many of these older cottages occupy small lots (average 66 by 100 feet) as laid out by the original developers. As a result, many are close to one another, notably so in some sections of the island where conversation on one porch is heard clearly on the next! While some of the cottages are set off from the rest, and some are hidden in the trees, most are located along the perimeter road and are oriented toward the water.
- While the architectural styles of the 115 houses on Bustins (and their numerous outbuildings) reflect several phases of development, their continuing relative simplicity reflects both the conscious mindset of islanders and a measure of intentional isolation from the mainstreams of mainland progress.
- The oldest house on Bustins, a one-and-one-half story center-chimney cape still surrounded by open meadow, is owned by the Kitchin family. This early salt-water farm was built in 1798 as a year-round home, and is located on the south face of Bustins. The second oldest house, located east of the post office, was built probably in the 1860s by Elisha Stover. It had a large barn located on a nearby hill. In the 1880s several narrow, steep-roofed cottages were built on the west side of the island by local fishermen. The present Martin cottage was one of these; remnants of others are found in the present Adams and Nielsen cottages.
- For the children of the fishing families, a schoolhouse was built in 1885. Today this modest vernacular building, standing next to the Community House, still retains a great deal of historic integrity including windows, plastered walls, and flooring. It is the only civic building on the island predating the blossoming of the summer community and is a tangible link to the island's earlier history. Though today it houses

generators for powering the Community House, the Bustins Island Historical Society has plans for its future restoration as a one-room school.

- In the years following the Civil War came the recognition of “leisure” and the blooming of a Victorian trend toward building “camps” or summer cottages. The 75-80 cottages built close together on small lots during the 1890s and early 1900s are variations on the gable-end design. Most have minimal ornamentation, but most have porches for leisurely enjoyment of island views.
- Many early cottage owners brought their families from the metropolitan areas of Boston and New York City to stay all summer long. Fathers either traveled back and forth on weekends or, in a few cases, conducted business while in residence (Asa G. Baker, father of Ingham, brought his secretary as part of his summer entourage and conducted business from Walingorfa). To a significant extent, however, Bustins was a summer-long community comprised of women and children.
- The beginning of the 20<sup>th</sup> century saw some larger homes built on Bustins including four Queen Anne style cottages, four-square in design, and two and a half stories tall. Two are found on the southeastern side, *As You Like It* and *Walingorfa*; two others found on the southwestern side are *Eldemido* and *Fern Cottage*. All were built as seasonal cottages.
- One cottage from this period, the *Nubble*, stands alone on its own rock near the Public Dock. A grand example of building in this early 20<sup>th</sup> century period, it is a large two story cottage, octagon shaped, with a mixture of Queen Ann, Victorian and Craftsman Styles. It has a high degree of architectural detail as well as ornamentation reflecting oriental influence.
- In the period after 1910 a significant number of Bungalows were built on Bustins. These one-story cottages with pyramidal roofs are tucked in between the older cottages on similar sized lots, giving a pleasing variety of architectural shapes throughout the island. In this same period some families chose to tent, using permanent wooden platforms as bases. Chandler and Jean Garfield were perhaps the last of the “serious” tenters.
- Some cottages built in the latter half of the 20<sup>th</sup> century are architect-designed, but for the most part are simple structures. The two most recently built cottages, completed in 1998 and 1999, are on the west side.
- Over the early years various businesses have served the Bustins community. Several structures remain from earlier eras when vacationers came and stayed on the island for the duration of their holidays. The old store now houses the adult library, nature center and post office. The old bakery is a private cottage. The old Ships Inn Restaurant is now the location of the Bustins Island Historical Society. The ice houses are used for private storage.

- The primary business today, along with the seasonal post office, is Bustins Builders which manages the propane gas business, distributing bottled gas and selling/maintaining gas appliances. Other businesses, owned by islanders but not island-based except in summer, do cottage and building construction and repair. Entrepreneurship persists among the younger generation as it always has: lawnmowing, returnable bottle collecting, homemade jewelry, lobstering and baby-sitting businesses thrive.

### **Issues and Concerns**

- The placement, size and nature of new construction as well as parameters for reconstruction are concerns. While the Overseers make efforts to provide information on renovation and construction permits, it is not clear that new owners in particular receive full Zoning Ordinance guidelines prior to making their construction plans.
- Economic success in the region, the explosion of commerce in Freeport and the resulting building boom have created stress on the historic fabric of the entire coastal area. Bustins housing stock has also benefited from the positive economic times. Many owners have chosen to update systems, replace rotting sills, expand existing structures and/or build new cottages. Island resources should be examined carefully to determine how much growth the island can support.
- “Mansionization”, the practice of demolishing smaller, older homes in order to build bigger ones on the lot, has occurred on nearby islands and the mainland. At present, Bustins has few limitations on cottage construction that would prevent similar activities.
- The construction of new cottages (or major renovations) during the peak vacation months of July and August has caused significant discomfort to neighbors seeking the usual quiet of a Bustins vacation. By not observing the courtesies of a later morning start (e.g., after 9 AM) or by continuing construction late into the evening, such construction has caused measurable friction among neighbors.
- Housing values throughout Maine’s coastal communities have continued to increase. As the values of Bustins properties have increased, so too has the tax and insurance burden of maintaining them. This trend raises many concerns about the ability of upcoming generations to keep and maintain their island heritage. Bustins has already lost some families due to this trend.

## TRANSPORTATION

### Ferry Service

#### General Description

- As an island, Bustins provides all islanders with a common requirement – getting to the island over water. Ensuring the safe, easy and efficient access to Bustins by water involves the work of several entities, including the Overseers, Superintendent, Boat Advisory Committee, Harbor Master, Dock Committee and others.
- For over 50 years, Captain Archie Ross ferried passengers to and from Bustins on his *Marie L* during the summer season as a private contractor. Upon his retirement, the island provided service through another private contractor. Finding a boat suitable to Bustins' needs proved a serious constraint, one remedied in 1999-2000 by the BIVC purchase and subsequent operation of the new *Lilly B*.
- The operation of the *Lilly B* currently involves a variety of entities. The Board of Overseers has appointed a Boat Advisory Committee to set prices and policies for the ferry service and to oversee on-going operations during the season. During the summer of 2001, the day-to-day management of the ferry operation will be the responsibility of a part-time Boat Manager, as well as captains, crew and boat maintenance personnel.
- To understand the specific needs of ferry users, the Bustins Island Boat Committee conducted a Ferry User Survey in 1997. 70 surveys were returned, representing 179 adults, 83 children and 262 total respondents. Of the respondents, 22 or 31% owned their own boat, while the remainder (48 or 69%) were entirely reliant upon the ferry service.
- Several findings of significance were apparent in this survey concerning the type of service many islanders sought:
  - Many families are interested in alternative uses of the ferry including: weekend evening cruise (39), weekday evening cruise (29), harbor trips (24). Some respondents wished for food and beverages aboard (25) while others supported the availability of beer and wine aboard (20), provided age limits were enforced.
  - Although many people use the ferry once or twice a week, a significant number of people are interested in using the ferry at non-traditional times, for example earlier and/or later in the season.
- Of the 13 families responding that they might buy their own boat, most were planning to do so for reasons other than transportation. Seven were looking for convenience, and three wanted to save money on ferry fares.



### Issues and Concerns

- Further research should be done to see if the new ferry service is meeting the perceived needs of islanders and whether there are gaps in service. In addition to conducting periodic surveys of both riders and non-riders (to identify opportunities to expand ridership), the results of such surveys should be published.
- If ferry service is efficient and cost effective, fewer private boats will be necessary. Comparisons should be made between reported stay time and ferry schedule. Conversely, if ferry ridership levels decline, costs will increase to the island as a whole.
- If experience shows the structure for managing ferry boat operations to be cumbersome or inefficient, changes may be needed. This has already been the case, with the addition of increased hands-on management of the ferry service for the summer of 2001.
- Further education continues to be needed concerning the appropriate and efficient procedures for loading and unloading passengers, luggage and freight. Too much confusion exists on the dock as arriving and departing passengers jostle for position amidst piles of luggage. Control of this situation is not the responsibility of the ferry captain.

### **Moorings, Floats and Other Infrastructure**

#### General Description

- The public float consists of a wooden runway supported by timber cribs and concrete piers, an aluminum ramp, and a floating wooden dock positioned by chains and anchors. This float is used for docking the island ferry and private boats for Island residents and visitors. It is also used for skiff (under 14 feet) tie-up for Island residents. Skiff tie up is subject to supervision by the Harbor Master.
- The public float is stored ashore on a ramp close to the Steamer Dock. In early May, after any required maintenance, the float is launched for summer service, and after the Columbus Day weekend it is hauled out for winter storage. Float launching, retrieval, and float and runway maintenance is performed by a contractor as scheduled by the Superintendent.
- A Steamer Dock consisting of a heavy timber pier supported by pilings is used for heavy freight, storage of propane cylinders and trash containers. This dock provides direct vehicular access for freight unloading and hauling. A hand-operated winch and jib boom are provided to assist in loading or unloading freight from boats or barges onto the dock or vehicle. A secondary function of the Steamer Dock is recreational; swimming, sunbathing and fishing are enjoyed here.



- In 2000, there are 8 private docks on Bustins. Three of these have been added in the last 15 years: Larrabee et al's, Hunziker's and Wade's. All but two (Kirkland and Hunziker) of these are located on publicly-owned Shore Reserve land, with access over the owners' property.
- The Harbormaster sets warning buoys and day beacons off hazardous ledges around the island and off Wolf Neck.

#### Issues and Concerns

- Little or no information exists on the number of private boats, and how much, and how often they are used for transportation, recreation, or both. Therefore it is difficult to track historical trends and/or to project future needs for such things as mooring space and location, dinghy tie-up space, etc.
- The increased rate of private dock construction (three since 1988 versus five in all prior years) has raised a number of complex issues, ranging from the protection and proper use of the coastline and public shore reserve to the fate of the public ferry service should private boat ownership continue to increase.
- The aluminum ramp is vulnerable to damage in high wind or hurricane conditions. The current Dock Committee proposal includes a wider runway which will permit the aluminum ramp to be swung up onto the runway more easily during a major storm and for winter storage.
- The wooden runway at the Public Float is in need of major repair and or replacement. Capacity for dinghy tie-up is limited. These issues have been and remain the focus of the Dock Committee, which has presented several proposals to islanders. In 2000, the Dock Committee received voter approval to begin replacement of the existing public runway at its current location. In 2001, the Dock Committee will present for voter approval its final design and financial request to complete replacement of the Public Dock over the next year.
- The Steamer Dock has recently been rebuilt and it is anticipated that major repair/replacement will not be needed for at least ten years. The addition of a seasonal float and ramp for dinghy tie-up and use for access or evacuation in case of island emergencies needs to be reconsidered by the Dock Committee and islanders.
- Some people using the Steamer Dock for recreational purposes ignore its necessary commercial function for trash handling, propane storage, and heavy freight, as well as any consequent inherent dangers. Reluctance to yield to those handling freight is sometimes a problem.

## **On-island Transportation**

### General Description

- The Island provides and maintains a 1995 Ford F150 pickup truck. A major use of the island truck is for hauling baggage, freight and equipment. During the summer season, a designated driver is hired to meet island ferry arrivals to haul baggage. A fee is charged for this service.
- Inasmuch as the Superintendent has First Responder training, the truck is also used as an emergency response vehicle. To ensure that the truck is available for emergency use, it is kept at the Superintendent's house. When the Superintendent is off-island, the truck is parked at the public float for emergency or other island use.
- The truck is equipped with a CB (Citizen's Band) radio to talk with island residents who also have CB radios (Channel 13) and a VHF marine radio (79) for communication with the island ferry and the Coast Guard. The truck also has a portable Police/Fire radio connected to the Freeport Dispatcher and an emergency beeper from Freeport.
- The use of private motorized vehicles on Bustins, long tightly controlled by the Board of Overseers, is limited to approved commercial purposes only (e.g., gas delivery, construction) and then only with the express permission of the Overseers. Use of private vehicles for non-commercial purposes is generally not allowed, although a few vehicles, long on the island, have "grandfathered" rights for limited private use.
- A 1952 Ford tractor with detachable rear mounted grading blade and a large utility trailer is provided to perform a wide range of functions on the island. Island contractors use the tractor and trailer for road and dump maintenance, trash and brush collection, hauling tools and materials for Island property maintenance and repair. The tractor also moves trailer-mounted emergency fire pumping equipment as part of the island fire control system. During the summer months tractor and key are kept at the Superintendent's house to control usage.
- As of the summer of 2001, a new tractor has been purchased for the use of islanders having the approval of the Superintendent. The older tractor will remain available for general use. Use of both tractors is restricted to licensed, insured adults and teenagers who have demonstrated their competence to the island Superintendent. Keys and schedules for the usage of both tractors will remain with the Superintendent.
- Island gasoline, delivered by harbor fueling vessel, is stored in a drum in a fenced and locked area near the Steamer Dock. The island truck, tractor, fire trucks and pumping equipment, Community House generators and a range of portable equipment are fueled from this supply which is not available for private use. The age and condition of this storage drum could become a concern in the future.

- Island roads are maintained and improved by a contractor as directed by the Superintendent or other individual designated by the Board of Overseers. Removal of any fallen trees, maintenance of culverts and drainage ways is done in the spring and fall. Since most culverts are relatively new and made of long-life materials, little need for immediate replacements is expected. Grading, surface improvement, and repair of wash-outs and low spots is accomplished using gravel barged to the island and stored at the island dump.
- Heavy truck access is provided by a graveled ramp at the Golf Course, which is used at high tide to offload heavy trucks transported to the Island by barge or landing craft. Use of this facility is controlled by the Board of Overseers and is generally limited to off season to avoid disturbing summer residents. Judgment on the condition of Island roads for heavy truck use is made by the Superintendent; roads are usually drier and better able to sustain heavy loads in the fall.
- Significant use of bicycles by all age groups on Bustins has continued throughout the years, with heaviest use by young people.. While Bustins remains an attractive biking location, it is necessary to remind riders of all ages to remember courtesy toward walkers, joggers, other bikers and private property.
- As an alternative to using the baggage and freight services provided by the island truck, many families employ carts for the transport of baggage to and from the island's landings. Storage of growing numbers of carts in the vicinity of the public float has resulted in congestion and a degree of unsightliness. Cart owners have been encouraged to store carts under the Ships Inn Museum.

#### Issues and Concerns

- During the spring and fall off-seasons, the island truck is parked at the Public Float to ensure its availability. When the truck is taken from this location and not returned promptly, it is not available for emergency communications purposes or use by others.
- Drivers inexperienced in driving a manual transmission pickup truck under island conditions have damaged the truck by running into or backing over objects.
- Bikers speeding around the island cause frequent safety concerns for both pedestrians and truck drivers, especially when rounding corners where visibility is limited. "Bustins etiquette" (both historical practice and current safety needs) suggests that bikers use only moderate speed, announce themselves to pedestrians, and step off the road to allow vehicles to pass. Pedestrians have the "right of way" and are encouraged to address bike riders who do not show courtesy.
- Bikers are also asked to refrain from using bikes on island paths as such use can cause significant deterioration of the forest floor, resulting in erosion and other habitat destruction.

- The older island tractor, now nearly fifty years old, lacks the safety features of newer models and must be used properly by those experienced and authorized to do so. Because of its limitations, this tractor should not be used to pull stumps and rocks. Speeding, overloading, incorrect hookups, joyriding with children in unsafe positions, child drivers and damage to tractor and trailer are common problems.
- The selection of grading/ surfacing material to be used on the roads has caused controversy. The choice appears to be between coarse grade, less “barefoot-friendly” grey material and softer, more foot compliant and finer grade ‘traditional brown’ material. At issue are the dual concerns of road durability and road character – the coarser material binds better and is longer lasting, while the traditional materials are seen to promote the simple island pleasure of going barefoot, a freedom rarely enjoyed elsewhere, as well as the aesthetic satisfaction of a color which matches the natural road cover..
- Island roads are narrow. As a result, several safety measures are important. Vehicle clearance and a clear line of sight are necessary to prevent accidents, particularly with the many children and bicycles on the island. Trees and brush along roadways are the responsibility of property owners, as is the responsibility for ensuring that no brush from private property protrudes into the public roadways, obstructing the traveled way. Not all islanders fulfill these responsibilities.

## **PARKING**

### **Background and Description**

- A 1989 report of the Bustins Island Parking Committee, appointed earlier by the Board of Overseers, included the following highlights:
  - The decision by the Town of Freeport in 1989 to “mothball” the former Soule School precipitated a flurry of meetings and led to formation of the South Freeport Parking & Traffic Committee.
  - In response to pressure from S. Freeport residents “to curtail [non-resident]” parking at the Merriconeag School (formerly Soule School), the South Freeport committee considered and rejected several options including shuttles from Winslow Park or from the waste treatment facility on South Freeport Road.
  - A third option considered was that of the BIVC purchasing land for a dedicated Bustins parking lot.
- Rather than recommending any of these options, the Bustins Island Parking Committee report suggested that a “gentle effort to include Bustinites within the ‘resident’ definition” would be useful. It concluded that “solutions to Bustins [parking] problems will probably be found in relationship with the Town Government and in commercial or industrial organizations.”
- During 2000 the Freeport Town Manager announced that the town anticipates changes in usage for the Merriconeag School when the lease expires in 2002.

### **Issues and Concerns**

- If the South Freeport Parking and Traffic Committee is still operative, it would appear that no Bustins islander is a member.
- No data exists on current use, i.e., volume of vehicles or times, of the Merriconeag parking area by islanders or others. Such statistics would be of considerable value to the Board of Overseers in negotiating knowledgeably with Freeport officials.
- In any such negotiation, the needs of islanders should be seen in a larger context, including others uses of the schoolyard, current congestion near the Town Dock, and the problems that shuttle buses might create, for example, loading and unloading islanders and their luggage frequently throughout the day.
- All options should be explored, even to the possible purchase of the school property by the island. Any Chebeague-like solution, however, should be avoided. While shuttles from a distant parking lot might seem feasible, it should be considered only as a ‘final resort.’

## **VOLUNTARY ASSOCIATIONS**

### **Bustins Island Historical Society**

- The Bustins Island Historical Society (BIHS) was founded by the late Norman Whiting and other interested parties in 1977 with a charter to document and preserve the unique history of Bustins Island. Dues from members and contributions help to fund the society.
- BIHS manages the museum located in the former Ships Inn restaurant next to the post office on Bustins. Exhibits are mounted annually around a theme of historical interest to islanders. Recent themes have been "Music on Bustins", "Bustins Gardens", "Architecture of Bustins", etc. An opening reception for the new exhibition is usually held on the Saturday afternoon of the Fourth of July weekend.
- The museum is usually open Wednesday and Saturday mornings during July and August. Volunteers act as docents.
- The Annual Meeting is usually held on the second Saturday evening in August. Following the annual business meeting and election of officers, a speaker or program related to the season's exhibit is usually provided.
- The Historical Society has contributed in various ways to the recognition of Bustins as a special community with a unique history. Among its recent accomplishments:
  - A memorial fund whose monies are used as needed and where appropriate.
  - Plaques placed with owners' permission on cottages that are over 100 years old.
  - Semiannual newsletters and annual monographs.
  - Repository for information and photographs on cottages and island history.
  - Reprinting of George Richardson's History of Bustins Island.
  - Plan to restore the School House as a turn-of-century schoolhouse after the Board of Overseers builds a structure to house the generators which currently occupy the building.

### **Cottagers Association of Bustins Island**

- The Cottagers Association of Bustins Island (CABI) plans a schedule of summer social events and administers the adult and youth libraries. The Teenagers Association of Bustins Island (TABI), a companion organization for the older youth of Bustins, has been inactive in recent years.

- The CABI relies upon donations of funds and goods to help carry out the social activities of the island. Some events produce income (eg dances, bake sales), and some gifts are received for specific purposes (eg golf course and tennis courts). The CABI Treasurer manages the Association's funds. Popular events include:
  - A polar bear swim over Memorial Day weekend;
  - Square dances three or four times a summer;
  - Parade and fireworks around July 4<sup>th</sup> weekend;
  - Outdoor recreation field day, golf and tennis tournaments;
  - Regular library hours for adults and youth;
  - Craft and story hours for young children;
  - An evening game time for early/ pre-teens at the Community House.
- For 25 years a ham and bean supper has been held on the Saturday of the July 4<sup>th</sup> weekend. This remains a popular community event despite fluctuations in attendance in recent years.

#### Issues and Concerns

- Like every institution on Bustins, the CABI faces the continuing challenge of recruiting fresh talent to coordinate old events and develop new ones.

#### **“the Store Porch”**

##### General Description

- “the Store Porch” (tSP) is a semi- annual (May and December) newsletter published by, about and for the residents and friends of Bustins Island. It is mailed free to over 330 cottage owners, family members and friends.
- Published since 1989, it has grown from four pages in its early years to 10-14 pages in 2000. tSP reports notable activities, publishes boat schedules, articles of interest from both islanders and off-island sources, and informs islanders on the progress of the Board of Overseers and other island committees. As a public service it carries limited block advertising and unlimited “unclassified” ads.
- tSP is published entirely by volunteers and funded by donations, by “underwriters” for each issue, and by the sale of the *Bustins Island Directory*. Proceeds from directory sales are sufficient to fund one issue each year; donations and underwriting cover the costs of the second issue each year.
- tSP has benefited greatly from the volunteer offerings of several islanders, particularly in the area of mailing list management and original artwork. The editors are very grateful for these continuing contributions.



### Issues and Concerns

- The editors of tSP have continually sought contributions, with moderate success. Continuation of tSP beyond 2000 will be contingent upon such contributions. Involving new and especially younger writers in the submission of Bustins news, related articles and reviews is a continuing challenge.
- tSP must also take care to exercise a thoughtful editorial pen, one that balances the public's "right to know" against the need to keep articles readable. This is a particular challenge with committee reports which are occasionally lengthy.

## RECREATION SERVICES

### Background and Findings

- Bustins has both a number of recreational facilities and a number of organizations which plan recreational and social events. These range from once-a-summer events to everyday places to go and relax.
- Facilities include the Golf Course which is used for both golf and other recreational activities including baseball, tag, various other games, and the Annual Field Day. The Bustins Golf Tournament and Bustins Field Day have both become regular features of a summer on Bustins.
- The Tennis Courts are well used by various age groups and lessons have been offered frequently as well.
- The Post Office building also houses the Bustins Island Historical Society's Ship's Inn Museum, as well as the Nature Center and Bustins Adult Library. A children's library is housed at the Community House. Both libraries are well used by islanders of all ages.
- The Steamer Dock is a recreational destination for many. It offers swimming, fishing, and sunbathing opportunities.
- The Community House serves as a focal point for a large number of Bustins recreational and social events, including the square dances three or four times each summer, game nights for teenagers, library for children, ice cream socials, and pancake breakfasts. In recent years, yoga classes and art workshops have also used the Community House during week days on Bustins.
- Once-a-summer events can vary from year to year. Numerous suppers, breakfasts and cake sales have been held in the Community House in recent years. The Polar Bear Swim in Pidges Cove on Memorial Day weekend has become a fixture in recent years as the summer's first event, whereas Field Day at the Golf Course has been around for many years.
- Finally, Bustins itself is a recreational area, with the island's dirt roads in active use by joggers and walkers out to get a bit of exercise. The ocean surrounding Bustins is used for swimming, boating and fishing. Even the dump has a recreational purpose, serving as a destination for "treasure hunters"!

- The recreational area near the Post Office building provides swings for all ages, and is a popular place to find pickup volleyball games, a basketball hoop, spring-fed hand pump, public outhouse and berry picking in season.
- Organizations responsible for planning recreational activities on Bustins include the BIVC, CABI, Historical Society and dedicated individuals who maintain facilities like the Golf Course and Tennis Courts. Islanders are extremely fortunate to have volunteers who invest the effort necessary to continue the recreational traditions that make Bustins special.

### **Issues and Concerns**

- As voluntary organizations, the CABI, Historical Society and others who provide these recreational services are always in need of other volunteers to assist. Finding and keeping both the numbers of willing volunteers and the necessary financial support to maintain these services is an ongoing challenge.

## CHAPTER III: ISLAND GOVERNMENT, SERVICES AND ORGANIZATIONS

### BUSTINS ISLAND VILLAGE CORPORATION

#### Background and Description

- The Bustins Island Village Corporation (BIVC) was incorporated as a village corporation by the state legislature in 1913. Governance was vested in the landowners of the island through an elected Board of Overseers. The BIVC's charter was last amended by Act of the State legislature in 1985 and its bylaws last amended in 1999.
- According to *"The Maine Village Corporation: An Endangered Species,"*<sup>14</sup> Maine has "a history of village corporations going back more than 160 years, with the peak number, 70, in the early 1900's. By 1978 only seven were still operating," mostly in coastal areas to provide special services for summer residences. Squirrel Island near Boothbay Harbor is another surviving and successful village corporation.
- Landowners on Bustins pay property taxes to the Town of Freeport at the same rates as apply to all Freeport residents. Since 1986, 60% of the property taxes collected by Freeport from Bustins property owners has been returned to the BIVC for its sole use. In addition to its tax collection services, Freeport will provide, according to our Enabling Act, "emergency fire and rescue services, police services beyond the capability of the Bustins constable, the right to use Freeport's dock facilities at South Freeport, and access to the landfill."<sup>15</sup>
- Under the bylaws of the Village Corporation, land owners are entitled to vote. Voting privileges are allotted on the basis of one vote per lot, one vote per person, with no absentee ballots. Voters elect five Overseers to serve in the executive capacity under the Corporation's by-laws. Overseers serve staggered terms of three years. New overseers are elected at the Annual Meeting held each year on the first Saturday in August.
- Also elected at the Annual Meeting are a clerk and treasurer, each for a term of one year. Historically, the clerk and treasurer have served long periods and have functioned as "historical memory". These officers and the five overseers are all volunteers. Meetings are held monthly throughout the year or more frequently as needed.

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<sup>14</sup> Kitchin, Charles *"Maine Village Corporation: An Endangered Species"*, a monograph of the Bustins Island Historical Society, 1984, page 3.

<sup>15</sup> Freeport letter of October 16, 1984, signed by Dale C. Olmstead, Jr., Freeport Town Manager, and Leonard P. Larrabee, Jr., Chairman, Bustins Island Board of Overseers.

## BOARD OF OVERSEERS

### General Description

*To develop this description and summary of the Board of Overseers (as well as the following sections on positions and committees), the Comprehensive Plan Steering Committee sent surveys to all office holders. This description along with many of the issues and concerns is drawn largely from the responses to those surveys.*

- The Board of Overseers implements and follows the BIVC's bylaws and the wishes of the electorate as expressed each year at the Annual Meeting. It enforces Maine state laws, makes appointments to other BIVC positions (see below), makes an annual budget proposal and administers the budget approved by voters, arranges for maintenance of island property and provision of public ferry service. The Board also exercises oversight of the trust account to which contributions/bequests can be made for the purchase of conservation land.
- The Board of Overseers also carries responsibility under the bylaws to provide police protection for Bustins and to serve as a Board of Health. At present, the Overseers collectively are fulfilling these functions.
- The Board of Overseers appoints and provides direct continuing supervision to a number of Bustins employees, whether serving the island in full-time, part-time, or stipended positions. (Further detail on these positions follows in later sections).
  - The position of Ferry Boat Captain is, at present, the single full-time position.
  - Part-time or stipended positions include Superintendent, Emergency Services Coordinator, Harbor Master, Code Enforcement Officer, Boat Manager, "Boat Keeper" (new in 2001) and boat crew.
  - Constable and Water Commissioner are unfilled positions in 2000.
- The Board of Overseers appoints the members of the Planning Board (PB) and Zoning Board of Appeals (ZBA). At the same time, the Overseers have no supervisory or oversight authority over the actions of either of these boards whose powers are derived from the Bustins Zoning Ordinance.
- Areas of responsibility for positions, boards and committees are extensive and growing. Pertinent descriptive material on specific services follows in sections allocated to those positions, boards and committees. Several other Bustins organizations also draw their authority from either the Board of Overseers or authority delegated by that Board: Landscape Committee, Boat Advisory Committee, Dock Committee and Comprehensive Planning Committee.

## Issues and Concerns

- The lack of islanders willing or able to serve on committees and boards is a concern raised by virtually every respondent to surveys and questions.
- The historical nature of the Bustins community as unique, isolated and largely self-governing fosters the tendency for islanders to consider themselves less bound than mainlanders by the laws of the State of Maine. Yet the Overseers, like all office-holders on Bustins, are sworn to uphold those laws, a fact which has occasionally resulted in friction amongst islanders.
- In 2000 the Board of Overseers is responsible for an array of management and supervisory tasks much larger than originally anticipated for an all-volunteer organization. Meetings are now monthly both on-season and off, a significant contrast to meeting frequency as recently as 15 years ago.
- The Overseers cannot fulfill all their responsibilities during the short summer season from June/ July through August. The distance Overseers must then travel off-season to attend meetings in Maine makes it difficult to have meetings of sufficient length to respond to immediate issues, much less to plan ahead. These same factors of meeting frequency and distance also make it more difficult to recruit out-of-state residents to serve as Overseers.
- The Board of Overseers is continually challenged to exert leadership on issues before crises arise, rather than being reactive to problems, people and events as or after they arise. The growing volume of such issues demanding careful management and continuing supervision place heavy demands on the time of the Board members, each of whom is, it should be remembered, a volunteer.
- Appropriate communications and oversight between the Overseers and the many positions they supervise needs continuing attention. Communications between the Overseers and the committees and subcommittees with delegated responsibilities need to be formalized.
- The present job description of Overseers (on file with the Clerk) was written in 1989. It is generally felt that this job description should be reviewed and possibly rewritten, to accommodate responsibilities and demands as they exist today. Such review, at a time when the volume and scope of the Overseers' role continues to grow, would include discussion of full-time management and follow-up, perhaps to include a paid manager.
- The issue of stipends for a variety of island positions is a timely one. An observable inequity exists, for instance, between the responsibilities of and compensation provided for several BIVC positions in contrast to the responsibilities of and absence of

compensation for Overseers, Clerk and Treasurer. A study might consider the need for stipends based on time and effort involved or--a different yardstick--on supply and demand, i.e., the ease or difficulty with which various positions are filled.

- “Leadership burnout” is an important and increasing concern at all levels of island government. The increasing complexity of many island issues, which then require more meetings and more homework both between meetings and off-season, narrows still further the pool of people willing and able to assume key leadership positions.



## APPOINTIVE POSITIONS

The Bustins Island Village Corporation, through its Board of Overseers, hires, appoints and supervises those holding several stipended positions, both full and part-time. These are described briefly below. These descriptions are drawn from responses to surveys conducted by the Comprehensive Plan Steering Committee and from interviews with the relevant office holders. Copies of job descriptions for each position are on file with the BIVC Clerk.

### Island Superintendent

#### General Description

- The Superintendent is a part-time BIVC employee and is covered by workmen's compensation insurance provided by the BIVC. The Superintendent is responsible for overseeing and assuring that island owned services and systems function as expected by island property owners. This includes overseeing contractors who perform the majority of the work needed for maintenance, repair and functioning of island-owned systems and services.
- The Superintendent is specifically responsible for three functions that are described in more detail elsewhere in this document: trash removal; transportation and road maintenance; and maintenance and repair of island vehicles and property. Significant work to fulfill these functions is performed by a maintenance contractor, under the supervision of the Superintendent and the Overseers.
- The Superintendent has control over all vehicles operating on the island, both BIVC- and privately owned, and has the authority to stop anyone from operating a vehicle on Bustins roads.

#### Issues and Concerns

- In past eras, cottage owners were able to contract with the Superintendent for a wide range of services, from cottage cleaning to repairs to boat launching. Because of the time required to carry out the extensive responsibilities described in the job description for the position, the Superintendent has far less time to contract with individual cottage owners. This creates problems for some cottagers.
- The responsibilities of the Superintendent for the maintenance of emergency equipment (fire trucks, fire extinguishers, etc.) and in different kinds of emergency and public safety situations (e.g., law enforcement) have not been clarified.
- Whether supervision of the Maintenance Contractor is vested in the Superintendent or in the Board of Overseers remains unclear.

## **Code Enforcement Officer**

### General Description

- The Code Enforcement Officer (CEO) serves to assist the Planning Board, Overseers and islanders in the fulfillment of island ordinances established under the Bustins bylaws, Zoning Ordinance and state laws with regard to plumbing, the construction and/or renovation of Bustins properties, and other land use and code-related issues.
- This part-time position is filled by an appropriately trained, licensed and experienced code enforcement official, under contract to the BIVC. The current CEO has previously served as CEO for Topsham, is currently CEO in Cumberland, and has served as CEO for Bustins since 1994.
- Responsibilities of the CEO were updated in 1999 by the Planning Board under guidance from the Overseers. Ongoing supervision of the CEO is vested in the Planning Board.

### Issues and Concerns

- Close coordination is needed to assure proper oversight by the CEO of construction and renovation on the island. This issue has received insufficient attention in recent years, with the result that several situations arose that could have been avoided by closer coordination between builder/ renovator, owner and CEO.
- Bustins has no building code. While the CEO can rely on state codes to ensure the minimum safety of new cottages on Bustins, these protections may be inadequate for the unique circumstances on Bustins. The Bustins community is isolated and lives in dry wooden cottages. The island community may choose to adopt additional safety standards independently, such as mandatory railings, window sizes large enough for escape during fire, and installation regulations for solar electric systems.

## **Emergency Services Coordinator**

### General Description

- The Emergency Services Coordinator serves in a part-time, stipended position and is responsible for improving the islanders' readiness to respond to emergencies including fire, accidents, medical evacuations, and natural disasters.
- Specific responsibilities include training in the use of fire pumps and trucks, fire equipment purchase, and coordination with Freeport Fire Department; fire prevention practices; maintaining the Bustins Island Emergency Room; and serving as a point of contact for islanders in need of emergency services. The full description of Bustins emergency services and discussion of relevant issues are included in a separate section below.

## **Constable**

### General Description

- Under the Bustins by-laws, the Constable is appointed by the Overseers and carries the duties and responsibilities consistent with providing police protection on Bustins under the laws of the state of Maine.
- Under the 1991 job description, responsibilities of the Constable include maintaining contact with the Overseers, Freeport Police and Cumberland County Sheriff as necessary; assisting the Overseers, Ferry Captain, Harbor Master and others with law enforcement as necessary; and maintaining order at island social events and activities.
- As a qualification for this position, applicants must be eligible to be deputized by the local law enforcement authorities, either the Freeport Police or Cumberland County Sheriff, to carry out law enforcement functions on Bustins.
- At present no one holds the office of Constable. The Board of Overseers has assigned some of the responsibilities of the position to the Superintendent, but basically the responsibilities are carried out by the Board of Overseers collectively. This means that any Overseer can be called upon to perform the Constable's duties.
- In recent summers (1999 and 2000), Freeport police officers with bicycles have made occasional visits to Bustins to become familiar with the island, its inhabitants and activities.

### Issues and Concerns

- Communications between cottage owners, Overseers and the Freeport Police Department on law enforcement issues requires continuing work.
- The vulnerability of Bustins to robbery during the winter months is a matter of recent and continuing concern.
- Several incidents in recent summers have convinced some islanders of the need for greater provision for a more visible law enforcement presence on Bustins.

## **Harbor Master**

### General Description

- The Harbor Master holds a part-time, stipended position, with the primary responsibility of ensuring that the public dock is free and clear for the Island Ferry Service. This includes ensuring that moorings in the vicinity of the public float leave adequate room for ferry access under all tidal and weather conditions, that dinghy tie-

ups do not create a problem for the ferry, and that the public is informed of rules and regulations regarding use of the public dock.

- Each year the Harbor Master also installs four ledge markers off Bustins and Wolf Neck. He resolves disputes concerning the placement of moorings and enforces safe boat handling within the designated anchorage area. Infractions may be reported to the Freeport Police.

#### Issues and Concerns

- As more people, ferry riders and boaters, use the public dock for island access, the dock is increasingly congested, especially during the peak months of July and August.
- Greater use of private boats means a greater need for dinghy tie-ups. The Dock Committee addressed this concern in their proposals presented to the 2000 Annual Meeting. Final approval and funding to carry out these proposals will be sought at the 2001 Annual Meeting.
- A seasonal dinghy tie-up facility at the Steamer Dock needs to be reconsidered. Such a facility would also be available for emergency access to or evacuations from the island.

### **Water Commissioner**

#### General Description

- The unstipended position of Water Commissioner was created in 1997. Through this position the Board intends to track water quality in the island's public wells and to have posted the results of regular water testing.
- A new job description, finalized in 2000, includes responsibility for implementing, under the direction of the Overseers, the recommendations of the 1995 Gerber-Frick water study of Bustins.

#### Issues and Concerns

- Water quality issues are among the highest priority issues identified through the Comprehensive Planning process (see Chapter IV). Yet the position of Water Commissioner remains unfilled after several years.
- Bustins water quality issues are intimately connected with issues of solid waste disposal. At present, the Water Commissioner has no authority over solid waste issues.
- Communications between the Water Commissioner and Overseers have not been as consistent or as close as needed. Whether this is a function of the newness of this

position or the absence of clear roles and responsibilities, the problem requires resolution.

- Private well owners have been asked (by the Water Commissioner 1997-1999 and by the Overseers since completion of the Water Study in 1995) to have their wells tested annually and to provide copies of the test results to the Water Commissioner. This information is essential to the tracking of Bustins water quality. In the absence of established, clear expectations and format, few cottagers have complied.

### **Ferry Boat Captain, Crew and Boat Manager**

#### General Description

- Since 1997, the BIVC has employed its own ferryboat captain and three or more deck hands who work in rotation, with one captain and one deck hand on duty at any given time. The BIVC also employs one or more relief captain(s).
- In 2000, the position of Ferry Boat captain is the only full-time paid position authorized by the Board of Overseers with workmen's compensation and health insurance. Initially under the direct supervision of the Overseers, the day-to-day supervisory responsibilities for the Bustins ferry service were delegated to the Boat Manager, a new, part-time stipend position.

#### Issues and Concerns

See issues and concerns identified under Boat Advisory Committee, page 55.

## BOARDS AND COMMITTEES

*As part of island governance, a number of boards and committees exist. Two boards, the Planning Board (PB) and the Zoning Board of Appeals (ZBA) are quasi-independent: while their members are appointed by the Board of Overseers, their decisions are not subject to review by the Board of Overseers. In addition, four committees exist at the pleasure and under the supervision of the Board of Overseers. Two, the Landscape and the Boat Advisory Committees are standing permanent committees. Two others, the Dock Committee and the Comprehensive Plan Steering Committee, are special focus committees which will cease to exist following completion of their assigned functions.*

### Planning Board

#### General Description

- The Planning Board (PB), with its five members and two alternates serving staggered terms, bears primary responsibility for administering the Bustins Island Zoning Ordinance, and serves as the point of contact for islanders for any matters coming under the jurisdiction of that ordinance.
- The PB is also charged with conducting forward planning for environmental protection, with a special emphasis on overseeing facilities and services that enable Bustins to protect and maintain its environment.
- The only recourse for persons aggrieved by decisions of the PB is to appeal to the ZBA, and the only recourse for persons aggrieved by the decisions of the ZBA is to appeal to the courts of the State of Maine.
- In recent years, the PB has focused on issues of zoning map accuracy, waste disposal, resource/ land protection and comprehensive planning. A major topic of PB concern has been planning for the continued growth and enjoyment of Bustins within the constraints of available natural resources.

#### Issues and Concerns

- The Planning Board has been struggling in recent years to find a balance between enforcement of Bustins and Maine laws and ordinances and the historically casual culture of islanders. How enforcement is approached may have much to do with its success or failure.
- The need to balance pressures for growth and development on Bustins against the constraints of finite space, natural resources, and available services. This might suggest discussion of possible limits on the size or nature of development as well as efforts to obtain additional conservation easements.

- The PB may need to consider reorganizing itself to deal more effectively with its major responsibilities for water and waste, land use, and building/renovation issues.

## **Zoning Board of Appeals**

### General Description

- The Zoning Board of Appeals (ZBA) is appointed to hear and decide upon administrative and variance appeals from actions of the Code Enforcement Officer and/or Planning Board.
- In 1999 the ZBA updated its procedures to require that all variance requests be accompanied by a survey of the lot(s) to which the appeal applies.

### Issues and Concerns

- A recent and continuing challenge for the ZBA has been the need to find ways to permit cottage owners to improve their properties within the tight confines of the setback, sideline and coverage requirements of the Zoning Ordinance and applicable Maine law.
- Since new grants of variances within the Bustins shoreland district must now be reviewed by the state DEP, the appeal process has become more lengthy. This makes it more difficult to resolve issues within the limited span of the summer season, so that cottagers may proceed with approved activities.
- The need for willing volunteers to serve is of concern to the ZBA as well. Because of the ZBA's focus, there is need to tap available legal talent on Bustins to participate in ZBA activities. This helps to ensure that interpretive decisions made by the ZBA are informed by both legal and non-legal opinion and so that use of outside counsel is kept to a minimum.

## **Boat Advisory Committee**

### General Description

- The Boat Advisory Committee (BAC) was created as a standing committee by the Overseers in 1996. It currently consists of five members, the majority of whom regularly use the ferry service.
- The mission of the BAC is to ensure the success of the Bustins island ferry service by providing safe economic ferry service while complying with all pertinent regulations. This has included working with the ferry operator to set rates, staying apprised of docking and mooring issues in South Freeport, working out safe loading/unloading procedures for both passengers and freight, and promoting ferry usage by islanders.



- Accomplishments of the BAC are most visible in the inauguration in 2000 of the new, BIVC-owned and operated *Lilly B* passenger ferry. The BAC continues to advise the Overseers regarding operation of the ferry, including supervision of captain and crew, insurance, docking requirements and other operational issues to ensure safe, efficient ferry service.

#### Issues and Concerns

- The requirement for “hands-on” management of the ferry service has resulted in a growing number of positions for both ferry captains and crew, and ferry service management personnel. The total cost of these positions must be monitored over time to ensure that ferry ticket prices do not include unnecessary overhead.

### **Landscape Committee**

#### General Description

- The Landscape Committee has long existed as a standing committee, receiving its authority from the Bustins bylaws. The committee consists of five members, each serving a 1 year term. It is charged to preserve and enhance the landscape and beauty of the island. This mandate is understood to include promoting preservation and overseeing the trimming and removal of trees and shrubbery in particular along island roads, paths, and on the shore reserve. Education is an effective, if not the most effective, tool for this Committee.
- The committee also carries responsibility for monitoring populations of nuisance wildlife on Bustins, including mice, ticks, deer and raccoons.
- In recent years, the committee has focused on preservation of the shoreland of Bustins, especially the Shore Reserve, through education on the appropriate cutting and planting of shoreland areas, particularly of erosion-prone areas along the shore. In 2000, the committee worked closely with the Overseers and PB to advise on remedial actions in areas where illegal shoreland cutting has occurred.

#### Issues and Concerns

- The Landscape Committee needs a structure and terms of office that will enable it to act more effectively in carrying out its educational function and in supporting the PB in enforcement of shoreland regulations, particularly in the BIVC-owned shore reserve.
- Restoration of shore paths within the shore reserve is a task that the Landscape Committee is well-positioned to do, with the cooperation and support of landowners abutting the shore reserve.
- The Landscape Committee has had a particular challenge in educating islanders about the state-enforced limits to trimming shore vegetation, in contrast to islanders’ historic claims to create and maintain “view”. In conjunction with the Planning Board and the

Code Enforcement Officer, the Landscape Committee has undertaken an educational effort to respond to this challenge.

- The Landscape Committee will also play a contributing role in developing a management plan for island woodlands which respects nature's ways of replenishing the soil through decay of fallen and dead wood while also helping to minimize the threat of fire.

## **Dock Committee**

### General Description

- The Dock Committee was formed in 1997 with six members and one chairperson. It has met periodically throughout the winter and summer seasons since that time.
- The committee has a specific two-part charter. After study and hearings, it presented a proposal at the 2000 Annual Meeting for rebuilding of the public dock and runways. This proposal will be presented at the 2001 Annual Meeting for final approval and funding. The second part of the charter, review of ways to provide for additional dinghy tie-up, will be addressed at a future time.

### Issues and Concerns

- The Dock Committee has the challenge of determining how best to respond to the continuing need for greater access for dingies, passengers and recreation, off the Steamer Dock and west side of the island. While an initial proposal was rejected, the continuing need to reconcile these access pressures may require continued committee action.

## **Comprehensive Plan Steering Committee**

- As described in the introduction of this report, the Comprehensive Plan Steering Committee was created by the PB during 1998 and 1999. This committee will disband upon completion of this Comprehensive Plan, anticipated in 2001.

## **BUSTINS ISLAND POST OFFICE**

### **Background**

- Bustins has a seasonal post office that generally operates from late June until Labor Day. The current postmaster has held the position since 1972.
- Mail is delivered by boat under contract. Archie Ross held the mail contract until 1997, Doug Reepmeyer held it from 1997 through June 30, 2000, and it is currently held by Captain Rick Morse.

### **Issues/ Concerns**

- The postmaster reports a continuing trend toward reduced stamp sales and volume of mail received and sent out. This has continued despite repeated requests through the Store Porch newsletter and posters to use the post office and to increase stamp volumes, e.g., through ordering stamps by mail and/or buying a year's supply of stamps while on the island.
- This downward trend in usage may reflect reduced lengths of stay on Bustins, compounded by alternative ways of communicating such as e-mail, cell phones and automated postal meters.

## EMERGENCY RESPONSE SERVICES

### Emergency Room

#### General Description

- The Bustins Emergency Room is located in the Post Office building below the Ship's Inn Museum. The Emergency Room contains basic first aid supplies, stretchers, oxygen tanks and emergency bags holding equipment suitable for use at the scene of an emergency. The Emergency Room is also equipped with both a cell phone and a radio programmed to connect with Freeport Emergency Services and other assistance providers such as the Coast Guard and the Poison Control Center.
- Two islanders are licensed First Responders and are prepared to assist as needed in the case of accidents or other emergencies. Islanders have also been offered the opportunity to buy home first aid kits through Bustins Emergency Response Services.
- The island truck serves as Bustins' emergency communications center. The truck is equipped with a CB (Citizen's Band) radio to talk with island residents who also have CB radios (Channel 13). It also has a VHF marine radio (79) for communication with the island ferry and the Coast Guard, a portable Police/Fire radio connected to the Freeport Dispatcher and an emergency beeper from Freeport.
- At the Superintendent's cottage are located further emergency communications equipment including a CB radio, a police radio and a cellular phone (756-4547). In season, these are "on-line" 24 hours daily, seven days a week.

#### Issues and Concerns

- Links with the new Med-Evac helicopter service, along with training in ground control when a helicopter lands, would benefit islanders.
- An island disaster plan, developed in cooperation with Freeport authorities, needs to be formulated. This would address a variety of possible disasters and would include plans for evacuation of islanders.
- The need for and/or purchase of additional emergency equipment, e.g., defibrillator, should be considered against the backdrop of the unique Bustins situation.

### Fire Prevention

#### General Description

- Volunteers are the first line of defense to fight fires until trained firefighters arrive from the Freeport Fire department. While no one holds the position of Fire Chief,

volunteer Fire Captains have taken responsibility for two-week stints during the period from July 1 through Labor Day weekend.

- Two fire trucks are housed in the island garage beside the Tennis Courts. A 1972 Dodge bought from the Falmouth Fire Department circa 1980 carries 500 gallons of water and is equipped with a foam unit and radio. A smaller 1985 GMC truck carries 250 gallons of water and is also radio equipped.
- Twenty Indian pumps are placed around the island. In addition, soda acid fire extinguishers, approximately one for each two cottages, are distributed and collected annually. Pumps are also located at two ice ponds to refill truck tanks, and the LaFleur well-house also contains a hose and pump.
- As part of a developing fire-fighting strategy, a high volume pump (600 gpm) has been purchased with bronze parts to reduce corrosion from pumping salt water. This pump is located on the Leland landing along with hose to cover that end of the island.
- The fire alarm system consists of a primary alarm atop the Community House at the island's center. This alarm is powered by a switch-activated generator in the old schoolhouse. Since it cannot be heard across the whole island, it was supplemented in 2000 by three additional alarms placed at different points on the island (the Ryan, Hunziker and Silver cottages). Each of these supplemental alarms is self-contained and needs to be activated independently.
- Moderately-priced initiatives have been sponsored to encourage islanders to have their chimneys cleaned, purchase up-to-date home fire extinguishers, and have safety inspections of their cottages. Over the past five years perhaps 33% of cottagers have taken advantage of such services.

#### Issues and Concerns

- Fire is and remains a serious threat to Bustins. Prevention through household precautions (chimney cleaning, updated fire extinguishers, etc.) and community preparation (fire drills, proper equipment maintenance, etc.) are all essential.
- At the same time, the dense understory and forest clutter characteristic of much Bustins woodland, along with inadequate brush control adjacent to cottages, poses a significant fire threat which has not been addressed adequately in recent years.
- As the inventory of fire equipment grows and its sophistication increases, its readiness for use must be assured. This task of systematic maintenance might be contracted to outside experts.
- The fire alarm switch in the school house needs to be wired in such a way that it is not dependent on other generator settings but is immediately operable at all times.

- As valuations and replacement costs for cottages rise steadily, better emergency preparedness is needed. This includes greater emphasis on fire prevention via cottage safety inspections, the remediation of defects, brush control, as well as a viable fire-fighting plan, better equipment and more systematic training for islanders in use of the island's equipment.
- Island authorities need to team with available agencies/resource providers to develop and implement a balanced forest management plan tailored to the requirements of this particular island.
- Cottage owners must take greater responsibility for educating guests, renters and family members who visit infrequently in the use of household equipment – wood stoves, gas lights, etc. – as well as in the procedures to be followed in the event of an emergency.

## CHAPTER IV: KEEPING BUSTINS SPECIAL

### Developing Draft Recommendations

In September, 2000, the Comprehensive Plan Steering Committee (SC) brainstormed 94 possible steps or actions that could be taken to address the issues raised by the draft Assessment, then prioritized those steps through a survey of SC members in September. This chapter synthesizes the survey results and judgment of the Executive Committee. (A full listing of all options, scoring process and final scoring is included as Appendix B).

The priorities identified by the SC break into three categories. In the first are areas of immediate concern begging prompt action. In the second category are topics to which additional attention is needed but whose priority seems less immediate. Finally, the third category represents those voluntary actions that are deemed both useful and indicative of the special spirit that makes Bustins unique.

### AREAS OF IMMEDIATE CONCERN

These topics received the strongest endorsements from the Steering Committee, based on both the total number of votes for the category and the total number of people choosing to allocate their points to these topics and action steps. These are areas that have received attention at various points in the past yet, as shown in the Assessment, merit additional attention and work as immediate priorities.

#### 1. Water Resources

The quality and quantity of Bustins water supplies is of paramount significance to the future of the island. The 1991 Water Study identified groundwater contamination through improper solid waste disposal and salt-water intrusion as concerns worthy of preventative action. In the decade since that study, however, little has been done to monitor the impact of increasing numbers of pressurized water systems and resultant waste water on the island. Similarly, the obstacles to ensuring proper maintenance of subsurface septic systems have done little to alleviate concerns over possible groundwater contamination.

Both of these threats to Bustins water supply remain of significant concern in 2000. The paramount importance of this resource to Bustins is reflected in the very high priority both SC members and commenters place on addressing Bustins water and waste issues. To that end, four specific suggestions are made: *The BIVC should....*

- Redo the 1991 Gerber water study report, if possible, in light of new wells and increased water usage since that time. If not possible to update the past study, a new effort should be undertaken to assess current rates of water usage and implications for both the quantity and quality of future supplies.



- Purchase or otherwise acquire the software model of Bustins groundwater supply, for use in evaluating requests for new wells. This model enables analysis of changes in the rate of water use from island aquifers, whether through proposed new wells or greater use of existing wells.
- Clarify BIVC policy on water use, conservation and appropriate disposal of solid wastes. Expand the role of the Water Commissioner and/or appoint a Solid Waste Commission to oversee and assist in improving the island's current privy dump, septic pumping, and water quality as they are impacted by septic systems and solid waste disposal sites.
- Explore and if feasible promote the use of rainwater for septic/ black water disposal and discretionary water uses like lawn watering.

## 2. Island Safety Services /Emergency Response Services

Through previous efforts of the Emergency Response Coordinator, islanders have significantly upgraded their awareness and skills with fire and other emergency response equipment. Yet, in 2000, it is clear that, no matter how quick and skilled the response to any fire on Bustins, the entire island remains at significant risk due to the build-up of flammable materials on the floors of Bustins' forests.

Forest management to reduce the risk of catastrophic fire emerged as a major new priority during the discussion meetings of 2000. This imperative is added to two other on-going issues - cottage safety and emergency preparedness - as high priorities for immediate attention: *The BIVC should:*

- Encourage cottage owners to have fire safety inspections of their cottages on a routine basis. Identify and publicize sources and costs for such inspections and explore the potential financial implications of offering subsidized inspections.
- Develop a management strategy for the island's timberland, which will both maintain the health of the resource and lessen the fire threat it presents.<sup>16</sup> The BIVC would oversee implementation and funding of this strategy.
- Formulate emergency evacuation plans appropriate for a variety of defined emergencies.

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<sup>16</sup> The Island Institute, a non-profit organization concerned with the well-being of islands of all sizes based in Rockland, Maine, has a program of assistance in this area from which Bustins may be able to secure significant assistance.

### 3. Parking

A third immediate priority was also identified in 2000, as new information emerged about the future status of the existing mainland parking arrangement employed by many islanders. With most islanders completely dependent upon a source of convenient parking, any threat to continued parking in South Freeport, particularly at the Merriconeag School, is deemed worthy of immediate attention. *The BIVC should....*

- Appoint a Parking Study Committee to develop options for Bustins in anticipation of the time when parking at Merriconeag School may no longer be an option.
- Initiate immediate consultation between Freeport town officials and the Overseers or their appointees to explore what arrangements might be feasible to accommodate seasonal parking for Bustins property owners, if and when the Merriconeag School lot becomes unavailable.

## CONTINUING CHALLENGES

These categories are of significant concern to SC members, as represented by the fact that a third of those voting chose to allocate votes to these topics. At the same time, these issues are continuing challenges rather than immediate, urgent priorities. In most cases, these are areas where attention has been directed in the past and will continue to be in the future.

### 1. Island Governance

The structure and operations of the BIVC Board of Overseers continues to be a focus of numerous suggestions for improvement, albeit none with any particular urgency. The challenge of maintaining volunteer commitment in the face of ever-increasing demands on volunteer time is a compelling concern, and prompts four specific suggestions for consideration and/or improvement. *The BIVC should:*

- **Clarify the present** -- Clarify and utilize existing lines of authority, responsibility, supervision and communications between members of the Board of Overseers and all appointive positions, boards and committees.
- **Prepare for the future** -- To consider the demands of the future as well as the present, the Overseers should appoint a study committee to investigate, compare and contrast different models of island governance including but not limited to: Volunteer Overseers (present model); contracted Island Manager (Squirrel Island model) and Island Administrator (paid staff support to volunteer board).

- **Expand maintenance capability** -- Develop a "Bustins Service Corps" for island teenagers - a pool of (modestly) paid workers available, with appropriate safeguards, to do on-island projects meeting both public and private needs. Fire breaks, brush clearing, trail maintenance are examples of work that could be done through this "corps", thus providing island young people with experience and supervised activity, and helping to accomplish needed maintenance on the island.
- **Expand public participation** -- Develop a Bustins website where meeting minutes and other pertinent island information can be posted for easy access by islanders (in addition to ensuring that hard copies of materials are available at the Library). Investigate use of the Internet for ways that islanders can listen into meetings from afar and/or access archived recordings of BIVC meetings<sup>17</sup>.

## 2. Physical Resources

The physical resources of an island are, by definition, finite. Next to the imperative for clean drinking water, Bustins' many landscapes and diverse habitats make an integral contribution to the island's character. Development occurring in recent years, and the probability of future development, lead to several recommendations. These suggestions are aimed at ensuring that present landscapes are protected and future development is undertaken with full information about its likely impacts.

- Develop a Bustins-specific guide to maintenance of both water views and a healthy shore reserve.
- Augment the proposed revision of the Bustins Zoning map with additional information on, for example, well locations, important physical features of Bustins, etc. *The Planning Board has begun this process.*
- Establish a comprehensive database of resource information, such as salt water intrusion areas, soil types, well depths, erosion-prone areas, etc. and make it easily available to the Bustins community, possibly through an island website.
- Review the concept of "critical" or "at risk" areas. Include in this review both the definitions of categories (e.g., at risk for saltwater intrusion, erosion, etc.) and clear criteria for inclusion. Be clear that the concept proposes neither an additional zoning category nor intends to limit the prerogatives of individual property owners.

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<sup>17</sup> LiveAudio is one example of a web-based tool that enables distant islanders to both listen into meetings as they occur and/ or to have access to archived recordings of past meetings.

### 3. Energy Use

The use of energy is both a necessity of Bustins life (for cooking, refrigeration, lighting etc.) and a source of both present and potential friction, as generator noise disrupts neighbors and the increasing number of generator-powered pressurized water systems places water resources under greater pressure. The following suggestions are aimed at reducing present energy-related disruptions and encouraging people toward increasing their use of those resources that do not impose noise or fuel issues.

- **Generator use** -- Promote the use of noise dampening strategies for present and proposed generators and generator houses in order to minimize the possibility of disruptive noise.
- **Solar electric systems** -- Develop a user-friendly, easily understood basic "electric code for Bustins" published in a "How to Do It Right" booklet, to ensure safe solar installations. Publish cost comparisons between solar systems and gas/propane generators for lighting and other cottage electrical needs.

### 4. Bustins Services

The management of solid waste on Bustins is an area of significant import to every islander because of its implications for cost/ convenience and, ultimately, quality of water supplies and Bustins life. Unlike the other two areas, where suggestions are made to continue to improve existing services, the topic of solid waste management needs near-term attention.

- **Solid Waste Services** -- Two categories of solid waste require near-term attention -- proper maintenance and on-going management of the public privy dump, and disposal of special wastes:
  - Outhouse wastes/ Privy Dump -- Construction of a series of monitoring wells around the present privy dump is needed to ensure that any contamination from the dump is identified before causing damage to wells in the area. Procedures for the appropriate use (and penalties for misuse) need to be developed and, if necessary, enforced.
  - Special wastes disposal -- Develop more clearly defined systems for the disposal of special wastes (metal, appliances, construction debris, outhouse and composting toilet wastes) and communicate these to islanders. This should include the creation and on-going management of a shingle pit at the dump capable of accepting 5-10 roofs' worth of shingles each year.
- **Ferry Use** -- Conduct a regular analysis of ferry use and customer satisfaction, to understand whether the new ferry is accomplishing its goals, whether there are gaps in service, etc. and share that information with the Bustins community.

- **Floats** -- Consider relocating propane storage off the Steamer Dock to ensure the safety of all those using the Dock for recreation as well as access, and revisit the need for a seasonal dinghy dock off the Steamer Dock which could also be available for emergency use.

## **BUSTINS ETIQUETTE**

The "Bustins Island community" of which we speak so often is rooted in a very special place whose characteristics we work to preserve. These characteristics are part of both the Bustins legacy and of its atmosphere today. An integral part of that heritage and atmosphere are the people we know and love who comprise this community. We are the inheritors of generations of tradition and respect for the island and its ways.

Yet, threatened by a host of influences from off the island, that cherished way of life could easily be lost. Through over-use of water, poor disposal of solid wastes and/or the unthinking assumption of behaviors more appropriate to the mainland than to our small, informal community, the Bustins experience could easily be changed significantly.

For Bustins as we know it to continue, respect for one another and for the common welfare must often take precedence over what we as individuals, sometimes unthinkingly, want to do or do for our own ends. To continue to enjoy and maintain for the future a "culture" on Bustins that is distinct from much (at least the worst) of the mainland, we must increasingly do with explicit attention things that we have heretofore assumed. To begin with, we must remember and reinforce to ourselves (and successive generations) those island courtesies that have been part of our history.

To help us in that, and to remind visitors, guests and renters of community expectations, it has been suggested that a Bustins Island Etiquette booklet be prepared with entries including but not confined to:

- Voluntary curtailment of generator use and other sources of disruptive noise during evening and early morning hours. Particularly, Bustins Etiquette suggests that neighbors discuss in advance the timing and duration of generator use anticipated to be disruptive.
- Voluntary reduction and/or elimination of as much household waste as possible, through recycling, burning of burnables and composting of compostables.
- Voluntary conservation of water and use of rainwater wherever possible. Islanders might limit lawn watering during low water conditions and might use low-flush toilets, because protecting our water supply is in the best interests of us all.

- A voluntary ban on smoking on island paths, particularly during drought conditions. This step may be more highly recommended or even mandatory during periods of drought.
- Reminders of the care and respect needed when we or our children visit tide pools, hunt starfish, or go crabbing or otherwise inspect and explore any of the fragile habitats on Bustins.
- Reminders on bicycle use and courtesy, emergency procedures, dog control expectations, landowners' responsibilities to ensure sufficient clearance around roadways, and a section on the nature of community.
- Clarify information and expectations pertinent to new construction or renovation on Bustins.
- Reminders that islanders do respect and abide by Maine state laws in such areas as the use of alcohol in public places, boating safety (i.e., life jackets), and other areas.

## APPENDICES

Appendix A: Summary of 2000 Comprehensive Plan Discussion Meetings

Appendix B: Summary of Action Options and Scoring

Appendix C: 1999 Bustins Island Cottage Survey Results



## **Appendix A: Summary of 2000 Comprehensive Plan Discussion Meetings**

In order to provide islanders with an opportunity to comment on the draft Assessment that was distributed August 4, 2000, the Comprehensive Plan Steering Committee scheduled a series of informal discussion meetings throughout August on Bustins. Each of these meetings was focused on a specific topic or section of the draft assessment, although comments were welcomed on any of the other sections as well. One or two members of the Steering Committee hosted each meeting. All meetings were announced by poster at the store porch and via a flyer distributed to all cottages on the island.

A total of 22 islanders took part in at least one discussion session, in addition to the SC members themselves. The following appendix records the meetings as scheduled, whether or not a meeting was actually held, the attendance at each meeting and a brief summary of the main points discussed at each session.

### **1. Population, Energy Use, Propane -- Wednesday, August 9, at 11:00 AM.**

**Facilitated by:** Ben Carr

**Main points raised:**

- The fire danger created by the build-up of fallen trees in Bustins woods, and the need to clear out the woods.
- Need to move the gas tanks off the steamer dock.

### **2. Critical Natural Areas Wednesday, August 9, 1:00 PM**

**Facilitated by:** Gen Rowell

**Attendance:** 3

**Main points raised:**

- Bustins' diversity of plants species – over 150 species – should be covered in the assessment as well as other species and critical areas. Note, for example, the following information on significant Bustins plant species:
  - The dwarf ginseng at Brewers' property is almost gone. There is still some at the only other location on Bustins which can still be protected if the property owners don't mind.
  - The wild leeks on Bustins are listed because the state of Maine considers them "imperiled because of rarity."
- Should the path between the Store/ Historical Society and public dock be surveyed for trees that might be at risk of falling and further eroding the bank – should the Landscape Committee be watching this location.
- Donations made for the purchase of land for conservation purposes are tax deductible.

### **3. Physical Resources and Wildlife Thursday, August 10, 7:00 PM**

**Facilitated by:** Scott Ryan & Charles Thomas

**Attendance:** 3

**Main points raised:**

- Concern about fire on Bustins, need to clear fire lanes through the forests, clear under brush.

→ The best answer to fire is prevention through sound forest management practices. It's impossible to do enough clearing to control fire if it occurs. Prevention is the best and only strategy.

**4. Water Resources/Waste Services** *Friday, August 11, 1:00 PM*

**Facilitated by:** Martha Cooper & Jane Packer

**Attendance:** 2

**Main points raised:**

- Water – Need to identify the cause for wells that have poor quality, e.g. drilled Community House well. Water Commissioner is more important than Harbor Master and should be a paid position. Water sampling process should be standardized and published.
- Gas regulators should be replaced before they are broken; most haven't been replaced since the '50's. Bustins should invest in solar power instead of generation.
- Roads – Placement of actual roads versus what's shown on maps. Natural disasters (drought, fire, hurricanes, tall trees falling, etc.) and the effect on Bustins roads hasn't been addressed.

**5. Water Resources/Waste Disposal** *Saturday, August 12, 10:00 AM*

**Facilitated by:** Charles Thomas

**Attendance:** 2

**Main points raised:**

- Concern about salt water intrusion damaging the Bustins wells and water supply; outside of this issue, some felt there was no need for concern about the water supply on Bustins, either quantity or quality.
- Need to limit water use to protect water quantity and quality for all, possibly through the limit on use of such water consuming appliances as washing machines.

**6. Board of Overseers** *Sunday, August 13, 10:30 AM*

**Facilitated by:** Lois Dennett & Jane Packer

**Attendance:** 1

**Main points raised:**

- In the section on the Board of Overseers, the draft assessment should make a clear distinction between its description of the Bustins Island Village Corporation and its description of the role of the Overseers.
- To address the very real concern of "leadership burnout", it may be desirable to investigate the possibility of some form of paid island/ town manager. Other models include the possibility of adding additional overseers or adding other short-term committees to relieve the burden on overseers.

**7. Physical Resources and Wildlife** *Sunday, August 13, 1:30 PM*

**Facilitated by:** Riki Morgan

**Attendance:** None- no meeting occurred.

**8. Appointees, Boards, Committees** *Monday, August 14, 1:00 PM*

**Attendance:** None - no meeting held

**9. Board of Overseers** *Wednesday, August 16, 2:00 PM*

**Facilitated by:** Riki Morgan

**Attendance:** 1

**Main points raised:**

- There needs to be less attention to natural areas on Bustins and more attention to basic infrastructure, docks, roads, etc. The Overseers are too wrapped up in the details of everything to pay enough attention to the big picture of what Bustins needs.
- Bustins should create a pool of teenagers who can work on the island, for pay and under adult supervision, to do some of the tough jobs like clearing fire breaks, building docks, cutting shore paths, etc. This would get more work done and also help the next generation “bond” with Bustins better during their teenage years.

**10. Voluntary Associations, Post Office, Emergency Services and Recreation**

*Thursday, August 17, 10:30 AM*

**Facilitated by:** Ben Carr & Scott Ryan

**Attendance:** None - no meeting occurred

**11. Energy Use and Propane** *Friday, August 18, 10:30 AM*

**Facilitated by:** Lois Dennett

**Attendance:** None- no meeting occurred.

**12. Critical Natural Areas** *Saturday, August 19, 1:00 PM*

**Facilitated by:** Riki Morgan

**Attendance:** 2

**Main points raised:**

- The “critical areas” designation is appropriate, and the proposed criteria are useful, especially the “water degradation” criteria.
- Show the historical Shore Path on the map, including the sections that have overgrown or on private property, with the idea that these can be recreated with landowner permission and/or relocated to reconstitute the Shore Path.
- Property donated for “conservation purposes” needs to be held in a more restrictive zoning classification than “resource protection”, which is still subject to logging and other uses.
- Include in the “Bustins etiquette” sections the voluntary restriction against bikes on any woods paths – the bike tires tear up paths, leave them subject to significant erosion.

**13. Population, Energy Use, Propane** *Sunday, August 20, 10:00 AM*

**Facilitated by:** Ben Carr

**Attendance:** None- no meeting occurred

**14. Wrap Up Session** *Saturday, August 26, 9:30 AM*

**Facilitated by:** John Garfield

**Attendance:** None – no meeting occurred

**15. Wrap Up Session** *Saturday, August 26, 2:00 PM*

**Facilitated by:** John Garfield

**Attendance:** None- no meeting occurred

**16. Wrap Up Session** *Saturday, August 26, 10:30 AM*

**Facilitated by:** Gwen Hendry

**Attendance:** 7

**Main points raised:**

- The Mission and Guiding Principles in the Plan act as a “filter” on all recommendations. Doing so biases the report in the direction set by the Planning Board in its charter to the Comprehensive Plan Steering Committee.
- There are problems with too much government on Bustins. Let people look at the issues and make their own decisions. Do not recommend any more rules.
- Awareness of natural areas is good, but respect private property.

## Appendix B: Summary of Action Options and Scoring

### BUSTINS ISLAND COMPREHENSIVE PLAN

#### *Identifying Priorities*

September, 2000

#### ***Step 1 – Identifying Critical Topics***

These areas will be the ones in which you think the Comprehensive Plan should focus its recommendations. The criteria you use to make this determination are yours to identify. Criteria you might wish to consider in making your choices include: nature of the issues to be addressed, the urgency of the need to address them, the willingness of the Bustins population to take action, the availability of resources to take action, etc.

**Directions:** Allocate **50 points** to your **TOP FIVE** topic areas. You may distribute the points in any manner you wish, as long as you give the **MOST** points to one topic you favor the most, and the least to your fifth favorite area. Please use whole numbers only. *Example:* 25= Water; 15=Overseers; 8=Propane; 1=Emergency Services; 1=Parking.

<input type="checkbox"/>	APPOINTIVE OFFICES
<input type="checkbox"/>	BOARDS AND COMMITTEES
<input type="checkbox"/>	BOARD OF OVERSEERS
<input type="checkbox"/>	BUSTINS ISLAND POST OFFICE
<input type="checkbox"/>	CRITICAL NATURAL AREAS
<input type="checkbox"/>	EMERGENCY RESPONSE SERVICES
<input type="checkbox"/>	ENERGY USE
<input type="checkbox"/>	HOUSING AND HISTORICAL RESOURCES
<input type="checkbox"/>	PARKING
<input type="checkbox"/>	PHYSICAL RESOURCES
<input type="checkbox"/>	POPULATION
<input type="checkbox"/>	PROPANE DELIVERY
<input type="checkbox"/>	RECREATION SERVICES
<input type="checkbox"/>	SOLID WASTE SERVICES
<input type="checkbox"/>	TRANSPORTATION
<input type="checkbox"/>	VOLUNTARY ASSOCIATIONS
<input type="checkbox"/>	WATER RESOURCES
<input type="checkbox"/>	WILDLIFE

# BUSTINS ISLAND COMPREHENSIVE PLAN

## *Identifying Priorities*

September, 2000

### ***Step 2 – Potential Recommendations***

These are the steps, suggestions, actions and/or recommendations that the SC wishes to consider as potential recommendations in the Plan. Most items were compiled at the Steering Committee meeting September 2, 2000, others were gathered throughout the Assessment process.

***For each topic***, please award a total of ***UP TO 10 points***, spread across your top 1, 2 or 3 suggestions. Again, please use whole numbers only and award the most points to your favorite idea, lesser amounts to your lesser favorites. You need not award all 10 points in each topic area. You may also find that many of the options receive no points at all. Finally, the items below are only brief descriptions – further work will be done to flesh out and describe more fully those items that rise to the top of our priority list.

***Example 1: Physical Resources-*** 1st item = 0 points, 2<sup>nd</sup>=5.

***Example 2: Water Resources*** 3<sup>rd</sup> item = 5 points, 4<sup>th</sup> = 3 points, last item = 2 points; other items blank.

#### **Physical Resources**

- ☐ Redo the existing Bustins Zoning map and augment it with additional information on, for example, well locations, important physical features of Bustins, etc. PR1
- ☐ Establish a comprehensive database of resource information and make it easily available to the Bustins community. PR2

#### **Water Resources**

- ☐ Purchase or otherwise acquire the software model of Bustins groundwater supply, for use in evaluating requests for new wells. WR1
- ☐ Redo the 1991 Gerber water study report, in light of wells and increased water usage since that time. WR2
- ☐ Undertake a BIVC-sponsored and paid/reimbursed program of water quality monitoring on private wells, to better track water quality across the island. WR3
- ☐ Promote the use of rainwater for septic/ black water disposal and/or discretionary water uses like lawn watering. WR4
- ☐ Get better usage data on the water volumes used by pressurized water systems on Bustins, to better understand the impact of these systems on Bustins ground water supplies. WR5
- ☐ Monitor the number and use of heavy water-using appliances on Bustins, for example washing machines and dishwashers. WR6

- ☐ Construct monitoring wells around the privy dump to ensure that any degradation of water quality from that source is observed and stopped. WR7
- ☐ Clearly state and exercise as necessary Overseer authority to limit lawn watering and other high-water use discretionary activities during periods of water shortage. WR8
- ☐ Bustins Etiquette suggests that we voluntarily conserve water and use rainwater wherever possible. Islanders limit lawn watering during low water conditions and use of low-flush toilets, because protecting our water supply is in the best interests of us all. WR9

#### **Wildlife**

- ☐ Allow a limited deer hunting season on Bustins as needed to control the deer population, under strict guidelines developed and administered by the Overseers. W1
- ☐ Relocate island populations of mice-eating snakes as needed to ensure that homeowners with problematic mouse populations get help to control those pests naturally. W2
- ☐ Publish a booklet identifying workable pest control steps islanders can take. W3
- ☐ Develop an exhibit at the Nature Center on the species of Bustins birds and wildlife that are most at risk of being lost to Bustins entirely, through loss of habitat or other threats. W4
- ☐ Suggest an historical exploration – perhaps through a Historical Society summer exhibition -- of Bustins' natural landscape at different historical points. W5
- ☐ Bustins Etiquette suggests that when kids or other explorers visit tide pools, hunt starfish or go crabbing, we are careful to be respectful of the wildlife we find. W6

#### **Critical Natural Areas**

- ☐ Add a section on endangered plants on Bustins. CA1
- ☐ Don't be so specific regarding the locations of endangered plant species, as over-exposure may cause more harm than no information at all. CA2
- ☐ Remove this entire section – establishing a "critical area" designation is too radical a recommendation. CA3
- ☐ Leave this topic in the Assessment, but make no recommendation regarding the protection of these areas. CA4
- ☐ Leave this topic in, suggest a "critical area" designation, but suggest that the criteria for designation be the subject of a subsequent investigation. CA5
- ☐ Leave this topic as is but clarify that "critical area" designation is not a new, proposed zoning category but rather a voluntary measure, undertaken voluntarily by willing landowners. CA6
- ☐ Reduce the number of critical areas identified, by as much as 50-75%. CA7



- ☐ Reduce and/or change the number and nature of the criteria used to indicate "critical", so that fewer locations are identified. CA8
- ☐ Remove the criteria of "historical significance" and "public use" from the designation of critical *natural* area. CA9
- ☐ Develop a Bustins-specific guide to maintenance of both views and a healthy shore reserve. CA10
- ☐ Delegate to the Landscape Committee the role of advising the Overseers and Annual Meeting on the priorities for the public acquisition of critical natural areas. CA11

#### **Energy Use**

- ☐ Establish a user-friendly, easily understood "electric code" to result in safe solar installations – a "How To Do It Right" booklet. EU1
- ☐ Publish cost comparisons between solar systems and gas/propane generators for lighting and other cottage electrical needs. EU2
- ☐ Promote the use of extra insulation around all new generator houses, to minimize the possibility of disruptive noise. EU3
- ☐ Bustins Etiquette suggests voluntary curtailment of generator use during evening and early morning hours. Particularly, Bustins Etiquette suggests that neighbors discuss in advance the timing and duration of generator use anticipated to be disruptive. EU4

#### **Population**

- ☐ Conduct an informal census to establish the Bustins population during peak and off-peak periods. This would be helpful in the case of an emergency or needed evacuation. PN1
- ☐ Develop an updated "Rules for Bustins" specifically for cottages that rent. PN2
- ☐ Sponsor, perhaps through the CABI, a "Bustins Technology Expo" to educate on new, low-impact systems for waste disposal, electricity generation etc. PN3
- ☐ Take a succession of island censuses at stated intervals through the summer months, to include weekends and midweeks, holiday and non-holiday times. PN4
- ☐ Produce a Bustins Handbook including such matters as bicycle use and courtesy, generator use, zoning issues, gas appliance use and misuse, emergency procedures, dog control expectations, and a section on the nature of community. PN5
- ☐ Sponsor, possibly through the CABI, a poster contest on "Bustins Etiquette". PN6

#### **Housing and Historical Resources**

- ☐ The Zoning Board of Appeals should develop an informational package containing all information needed by those appealing Planning Board decisions. HR1

- ☐ Ensure that information about new construction or renovation on Bustins include Bustins Etiquette suggestions to voluntarily respect limitations on construction hours. HR2
- ☐ Recognize that it is not possible to keep Bustins "affordable". HR3
- ☐ Consider a "maximum building size" or "maximum building footprint" limitation on new construction. HR4
- ☐ Adopt a Bustins building code, to ensure that all new homes are constructed to meet minimum safety standards, e.g., windows sized to allow emergency fire egress. HR5

#### **Transportation**

- ☐ Conduct a regular analysis of ferry use and customer satisfaction, to understand whether the new ferry is accomplishing its goals, whether there are gaps in service, etc. T1
- ☐ Unify supervision and responsibilities related to boat service. T2
- ☐ Request the HarborMaster to conduct an annual census of boats and moorings around Bustins, to track changes in the number and/or use of private boats. T3
- ☐ Revisit the need for a dinghy float off the Steamer Dock. T4
- ☐ Relocate propane storage off the Steamer Dock. T5
- ☐ Bustins etiquette suggests that parents educate kids about the proper use of bicycles around pedestrians and motor vehicles, and that landowners ensure sufficient clearance for safe, clear travel by all. T6

#### **Parking**

- ☐ Purchase a lot for parking in So. Freeport. PG1
- ☐ Overseers or their appointees need to consult immediately with the Town of Freeport to assure that any plan adopted for "best use" of the Merriconeag School site includes an appropriate number of spaces for seasonal Bustins parking. PG2
- ☐ Appoint a Parking Study Committee to develop options for Bustins in anticipation of the time when parking at Merriconeag School is no longer an option. PG3

#### **Board of Overseers**

- ☐ Review and revise the job description for Overseers as needed to list areas of Overseer responsibility and to address current issues. BO1
- ☐ Clarify lines of authority, responsibility and communications between members of the Board of Overseers and all appointive positions, boards and committees. BO2
- ☐ Appoint a study committee to investigate, compare and contrast three different models of island governance: Volunteer Overseers (present model); Island

Manager (Squirrel Island model) and Island Administrator (paid staff support to volunteer board). BO3

- ☐ Develop a "Bustins Service Corps" for island teenagers – a pool of (modestly) paid workers available to do on-island projects for both public and private needs. Fire breaks, brush clearing, trail maintenance are examples of work that might be hired by either Overseers or private landowners. BO4
- ☐ Develop a Bustins website for the posting of and easy access to minutes of Overseers (and other boards and committee) meetings. Investigate LiveAudio via the web so that islanders can listen into meetings from afar. BO5
- ☐ Develop web-based ways for Overseers to get input from islanders during the off-season, to help with the planning of each summer's major initiatives and/or needs. BO6
- ☐ Solve promptly the impasse over schoolhouse/generator problem. BO7
- ☐ Review and revise the job description of overseers in light of current situations, and prioritize responsibilities. BO8
- ☐ Consider employment of a part-time paid manager. BO9
- ☐ Find ways to free the overseers from excessive minutiae so that they can be proactive leaders rather than reactive managers. BO10

#### **Appointive Officers**

- ☐ Continue to seek candidates to ensure that all appointive positions are filled. AO1
- ☐ Review and revise job descriptions as necessary to eliminate issues and ensure appropriate supervision. AO2
- ☐ Appoint a water commissioner responsible for water quality, obtaining the Gerber model or proposing a new one, and implementing a plan for environmentally-safe waste disposal. AO3
- ☐ Clarify the water commissioner's responsibility and relation to other boards. AO4
- ☐ Institute, review and/or use a process of employee review and feedback for all appointive positions, so that all position-holders receive supervisory feedback on their performance no less than once a year. AO5

#### **Boards and Committees**

- ☐ Continue to review and address issues as raised by the Boards. BC1
- ☐ Stop spending \$3,000 each year on road surveys (Planning Board) and spend that money on reducing the fire danger through forest clearing and forest management. BC2
- ☐ Develop a system of websites so that boards and committees can get input from islanders easily during the off-season. BC3

### **Post Office**

- ☐ Continue to encourage the purchase of stamps and use of the Bustins Island post office.

### **Emergency Services**

- ☐ With the assistance of the Island Institute, develop and implement a strategy to invest annually in the management of timberland with an eye to its health and fire protection, along the lines used on other islands. ES1
- ☐ Hire young people, under supervision, to assist owners in clearing and trimming around cottages and public buildings. ES2
- ☐ Encourage cottage owners to have their cottages inspected for safety on a routine basis. ES3
- ☐ Continue to encourage routine chimney cleaning and maintenance for all cottages. ES4
- ☐ Create appropriate links with the Med-Evac helicopter service and offer appropriate training to designated islanders. ES5
- ☐ Formulate emergency evacuation plans in preparation for a variety of emergencies. ES6
- ☐ Consider a contract for the on-going maintenance of Bustins emergency vehicles. ES7
- ☐ Consider a ban on smoking on island paths, particularly during drought conditions. ES8
- ☐ Consider the need for purchase of additional emergency medical equipment. ES8

### **Recreation Services**

- ☐ Continue to seek out and recruit volunteers to plan and run events scheduled by the CABI. RS1
- ☐ Encourage all islanders to financially support the CABI's activities. RS2
- ☐ Advertise/ announce volunteer positions through the Store Porch. By describing the need, people may be more willing to lend a hand. RS3

### **Propane Delivery**

- ☐ Communications with the propane provider on delivery problems needs to be improved. PD1
- ☐ Conduct an inspection of propane regulators throughout the island, to ensure their safe operation. PD2

- ☐ Develop a system whereby gasoline and kerosene can be obtained on the island. PD3
- ☐ Name Bustins Builders sole supplier of propane and favored supplier of appliances/service under the supervision of an overseer-appointed board responsible for balancing rights and needs of supplier and consumer. PD4
- ☐ Relocate gas tanks so that Steamer Dock is safe for a variety of activities by all islanders. PD5
- ☐ Develop a practical plan for transporting cottagers' personal propane tanks for grills, gas for mowers and generators, and kerosene if needed. PD6

#### **Solid Waste Services**

- ☐ Develop more clearly defined systems for the disposal of special wastes (metal, appliances, construction debris, outhouse and composting toilet wastes) and communicate these to islanders. SW1
- ☐ Purchase a heavy-duty chipper to reduce the volume of brush and wood waste taken to the dump. SW2
- ☐ Dig and properly manage a shingle pit at the Bustins dump capable of accepting 5-10 roofs' worth of shingles each year. SW3
- ☐ Bustins Etiquette continues to stress the need to reduce, reuse and eliminate as much household waste as possible, through recycling, burning of burnables and composting of compostables. SW4
- ☐ Expand the role of the Water Commissioner and/or appoint a "Black Water" Waste Commission to oversee, assist and improve Bustins current privy dump, septic pumping and water quality vis a vis solid waste disposal sites. SW5

**Topics of Greatest Concern**

Topics of concern	Totals
WATER RESOURCES	180
EMERGENCY RESPONSE SERVICES	105
BOARD OF OVERSEERS	54
CRITICAL NATURAL AREAS	50
PARKING	44
HOUSING AND HISTORICAL RESOURCES	34
ENERGY USE	27
PHYSICAL RESOURCES	27
SOLID WASTE SERVICES	24
TRANSPORTATION	24
RECREATION SERVICES	15
POPULATION	10
BUSTINS ISLAND POST OFFICE	5
APPOINTIVE OFFICES	1
BOARDS AND COMMITTEES	0
PROPANE DELIVERY	0
VOLUNTARY ASSOCIATIONS	0
WILDLIFE	0

Option	Totals
<b>Physical Resources</b>	
PR 1	31
PR 2	55
<b>Water Resources</b>	
WR4	24
WR1	19
WR2	17
WR9	16
WR7	13
WR3	12
WR5	8
WR6	4
WR8	2
<b>Wildlife</b>	
W1	41
W6	19
W3	15
W4	9
W5	8
W2	6
<b>Critical Natural Areas</b>	
CA6	19
CA5	14
CA10	13
CA11	12
CA4	10
CA3	8
CA7	7
CA9	7
CA2	5
CA8	2
CA1	0
<b>Energy Use</b>	
EU3	32
EU4	29
EU1	28
EU2	22
<b>Population</b>	
PN2	28
PN5	28
PN1	11
PN3	11
PN4	9
PN6	5
<b>using/ Historical Resources</b>	
HR4	32
HR2	16
HR5	16
HR3	12
HR1	3
<b>Transportation</b>	
T1	22
T5	14
T4	13
T3	12
T2	11
T6	10
<b>Parking</b>	
PG3	52
PG2	41
PG1	3
<b>Board of Overseers</b>	
BO3	14
BO4	14
BO5	14
BO2	13
BO9	11
BO10	9
BO1	8
BO6	6
BO8	6
BO7	0
<b>Appointive Officers</b>	



## Appendix C: 1999 Bustins Island Cottage Survey Results

<b>WATER SOURCES</b>	<b>DRINKING WATER</b>	<b>KITCHEN</b>	<b>BATHING</b>	<b>SANITARY</b>
DUG WELL	28	31	29	24
DRILLED WELL	45	40	39	3
PUBLIC WELL	20	6	5	3
RAINBARREL	12	30	32	19
BOTTLED	18	0	0	0

<b>ENERGY SOURCES</b>	<b>GAS</b>	<b>GENERATOR</b>	<b>WOOD</b>	<b>SOLAR</b>	<b>KEROSENE</b>
LIGHTS	81	29	0	41	13
COOKING	92	0	1		0
HEAT	14	0	78		3

<b>WASTEWATER DISPOSAL</b>	<b>GRAY-WATER</b>	<b>SANITARY</b>
DIRECT DISCHARGE	22	0
SEPTIC FIELD	36	38
GRAY-WATER SYSTEM	29	0
OUTHOUSE	0	44
COMPOSTING TOILET	0	14
GAS TOILET	0	1

<b>POPULATION PROFILE</b>	<b>JUNE</b>	<b>JULY</b>	<b>AUGUST</b>	<b>SEPTEMBER</b>	<b>OFF SEASON</b>
OWNER/OCCUPANTS	269	324	324	92	103
RENTER OCCUPANTS	22	59	39	13	0
NO RESPONSE	22	22	22	22	22

<b>EXPECTED HOUSEHOLD POPULATION INCREASE</b>	<b>5%</b>	<b>10%</b>	<b>15%</b>	<b>20%</b>	<b>25%</b>	<b>30%</b>	<b>50 %</b>
OVER 5 YEARS	3	2	1	2	1	0	3
OVER 10 YEARS	1	4	0	2	0	0	0
OVER 10 YEARS OR MORE	0	2	0	3	0	1	0