

# Town of Camden Comprehensive Plan



June 2017


Prepared for the Citizens of Camden  
by the  
Comprehensive Plan Committee

# TOWN OF CAMDEN COMPREHENSIVE PLAN

Approved by the Camden Voters  
June 13, 2017  
Annual Town Meeting

Certified:

Date: 7-21-2017

  
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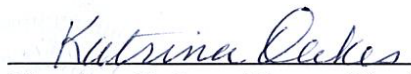
John French, Select Board Chair

Signature of John French Attest:

  
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Katrina Oakes, Town Clerk

A True Copy Attest:

  
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Katrina Oakes, Town Clerk

Prepared for the Citizens of Camden  
By The Comprehensive Plan Review Committee

# CAMDEN'S VISION FOR THE NEXT DECADE

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Before formulating specific recommendations for the Town of Camden, it is helpful to think in generalities, to broadly envision what we want Camden to look like in ten years. We want Camden to be “better” than it is today, but in what ways?

- Camden should continue to encourage the development of a sustainable, year-round, broad-based economy, which provides well-paying jobs for all ages, supported by a municipal government, which provides for citizens’ needs without burdensome taxes.
- Camden’s geographic and cultural attractions are outstanding and critical to Camden’s economic success. The protection of existing and development of new cultural attractions and the good stewardship of our harbor, lakes and mountains are important components in any future planning efforts.
- Camden is well situated for sharing municipal functions and costs with Rockport, Lincolnville, Hope and Appleton, and Camden enjoys a shared economy and culture with the neighboring cities of Rockland and Belfast. Camden should continue to leverage the Town’s location through shared municipal services and engage in regional economic planning.
- Camden values its high quality K-12 public education and continuing education for adults. These valuable assets should be maintained and enhanced to attract young families to Camden, thereby diversifying demographics and supporting a more sustainable, year-round community.
- Camden’s traditional New England Town Meeting form of government requires an active, engaged citizenry. Camden should encourage volunteerism, participation in Town governance and vigorous, civil public debate.
- Camden is a renowned vacation destination and desirable place to live and work. It is important Camden continues to welcome visitors and new residents to enjoy their lives where the mountains meet the sea.

The Comprehensive Plan provides information on the existing features and assets of Camden and provides recommendations and strategies to consider for making Camden a “better” place to live, work, and visit in future years.

# **Town of Camden Comprehensive Plan**

**June 2017**

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**APPENDIX**



## INTRODUCTION

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### WELCOME TO THE 2017 CAMDEN COMPREHENSIVE PLAN!

By state statute, Camden is required to update its Comprehensive Plan every ten years. The Plan is to be used to consider long-term trends and big picture plans for the Town. It is a guidebook, not a set of rules, to chart Camden's future. Information contained in the plan's 25 chapters is based on facts and opinions solicited from many local citizens and state and federal statistics. As with any opinion and fact exploration process some differences of opinion are revealed. The Plan has attempted to identify those differences, realizing that these differences create beneficial discussions and ultimately better planning decisions.

### GOALS

The Comprehensive Plan Committee started in the summer of 2012 with a few goals:

1. Make the Plan more readable so that it is more likely to be used to guide planning for the Town and to promote Camden into the future;
2. Create a Plan that challenges the Town and its leaders to plan for the future rather than just letting the future happen;
3. Consider all the changes over the past twenty years that have shaped the Town's current condition;
4. Look forward to 2025 in projecting changes in the Town and how we can prepare for those changes;
5. Make the Plan useful to assist the Town when it applies for State and Federal grants.

### WHAT IS NEW IN THE PLAN

After considering these goals, the Committee realized that they could not be accomplished by just making small adjustments to the Plan completed in 2005. Therefore the entire Plan was rewritten with several significant changes:

- Much of the technical data was placed in appendices at the end of the chapters rather than being mixed in with the text, making the Plan more reader friendly;
- Placing a *Recommendations, Questions and Strategies* section at the end of each chapter rather than having them consolidated in one dedicated chapter;
- Chapters on *Town Government* and on *Education* were added. The Committee felt that these were very important aspects of the Town and should be discussed in the Plan;
- The individual zoning districts were all evaluated to determine if they were currently functioning as anticipated when they were established in 1992. This information is included in the chapter on the *Future Land Use Plan*.

## SIGNIFICANT ISSUES

Not surprisingly, several significant changes have happened since the 2005 Plan was written. These changes create the need for more thoughtful planning if Camden is to remain a great town.

- The population has become much older over the past ten years due to increases in the senior population and a decrease in young adults and children;
- The space available for business and industry has decreased and there has been a greater reliance on tourism and hospitality to provide jobs. These two changes are closely related and are the greatest challenges facing the Town moving forward. We have to ask “how do we create well paying, quality year 'round jobs to encourage young people to move to town and raise their families while still being very supportive of the tourism industry?”
- Keeping with national trends, the Town has aging infrastructure, requiring expensive repairs that compete with the schools and everyday public services for tax dollars;
- There is a greater emphasis on cooperation with nearby towns in terms of business development and shared services;
- The citizens have become more actively involved in environmental stewardship, particularly focusing efforts on dark skies, clean waterways and land preservation.

In July 2016, CNBC completed an evaluation of America's Top States for Business. They concluded that Maine's overall rank was 46 out of 50. Maine finished in the lowest quartile in Workforce, Infrastructure, Economy, Technology and Innovation, and Cost of Living. It is difficult for Camden to change statewide problems, and in many cases New England wide problems, but we can continue to improve our town. If Camden is to stand up to or even overcome these strongly negative headwinds, it must take bold, decisive and prompt action in formulating a plan for Camden's economic future. A strong local economy would provide a greater ability to maintain or upgrade the schools, basic infrastructure and recreational facilities. The improved economy would also attract a younger more diverse population.

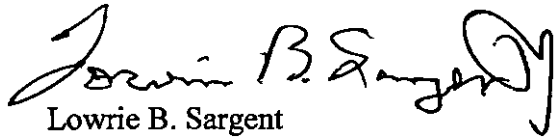
Many of these pressing issues are presented in the *Recommendations, Questions, and Strategies* section of each chapter where the issue and the responsible organizations are identified. It is important that these matters stay in focus and the Town create actively monitored 'to do' lists. Therefore, the Committee recommends that the Select Board authorize forming a small committee, perhaps three to five people, to regularly review the *Recommendations, Questions and Strategies* and then encourage the responsible organizations and municipal departments to continue working on solutions.

## ACKNOWLEDGEMENTS

This Plan was developed through the tireless participation of the Comprehensive Plan Committee. Richard Bernhard, Richard Householder, John Scholz and Jan McKinnon, have provided a great service to the Town by serving on the Committee. The Committee's Coordinator, Jean White, has provided consistently dedicated service working with the Committee members and other committees and staff to complete this work. Deb Dodge, the editor of the Comprehensive Plan, has been a great sounding board on providing a clear, accurate message about our town as well as cleaning up any errant details. There are

many other contributors, too numerous to name, who have helped this effort. All told, we estimate that over 2,500 volunteer hours have gone into writing the Camden Comprehensive Plan. We hope you find it useful and that it provides a path for a strong Camden in the next ten years.

Respectfully Submitted,

A handwritten signature in black ink, appearing to read "Lowrie B. Sargent". The signature is fluid and cursive, with a large, stylized initial "L" and "S".

Lowrie B. Sargent  
Chair, Comprehensive Plan Committee

**Date:** 7/20/ 2017

## CHAPTER 1 HISTORY

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The human history of Camden springs directly from the unique and dramatic topography of the area and its natural resources. The conjunction of mountains, lakes, a river, and a protected harbor within a compact area are unique on the coast of the United States. The beauty and opportunities created by this richness combined with the resources of timber, minerals, and wildlife, including ocean species, have made the Camden area a magnet for humans since before recorded history. The successes and lessons of the past should play a part in planning Camden's future.

### PRE-EUROPEAN HISTORY

Archaeologists have found evidence of pre-historic people in coastal Maine during the Archaic Period (3,000 - 9,500 years ago). Archaic sites in coastal Maine are scarce and not well preserved. As a result of sea level rise, many coastal Archaic sites were probably submerged and/or washed away.

During the subsequent Ceramic Period—beginning about 3,000 years ago—archaeologists concluded from piles of discarded shellfish shells or 'middens' and preserved animal bones that Maine native peoples were hunter-gatherers. Ceramic Period people were likely descendants of the Archaic Period Susquehanna tradition and eventually became the Algonquin speakers of historic times.

### EARLY EUROPEAN HISTORY

Prior to settlement, beginning as early as the 1500s, Europeans moved along the Maine coast as fishermen, explorers, fur traders, and missionaries, making contact with the indigenous Eastern Abenaki population.

In 1605, Captain George Weymouth of the ship *Archangel*, first sighted the Camden Hills on his voyage to mid coast Maine. He sailed up Penobscot Bay and anchored on June 12 not far from the land he described as "abreast the mountains since called Penobscot Hills". In 1614, Captain John Smith reported a native village in the Camden area called "Mecaddocut." By the time the first European settlers arrived to establish residence, the Abenaki population was greatly diminished as a result of European diseases and warfare.

In 1629, the Council of Plymouth granted all the land between the Muscongus and Penobscot Rivers to John Beauchamp of London, England and Thomas Leverett of Boston, Massachusetts. This territory, comprising all of what are now the counties of Knox and Waldo and part of Lincoln County, was named the Muscongus Patent. By 1719, John Leverett, grandson of Thomas Leverett, had inherited the Patent. He subsequently divided the holdings between "Ten Proprietors" and a further division resulted in ownership by the "Twenty Associates". The area became known as the Waldo Patent when Samuel Waldo of Boston acquired a controlling interest in 1729.

## FIRST SETTLERS

However, it was not until 1769 that the first settlers arrived following the completion of a survey of the Waldo Patent by the Twenty Associates in 1768. In 1769, James and Elizabeth Richards brought their family and African cook from New Hampshire by boat to settle in what is now Camden. Richards had fallen in love with area when he had previously visited while cutting timber for ship masts. The Richards' cabin stood in the area bounded by Elm, Mechanic, Washington, and Free Streets. Richards' two brothers built near him and brought their families to Camden. In that same year, Robert Thorndike of Cape Elizabeth, Maine, brought his family of seven children to settle at "Goose River," in what is now Rockport.

The Megunticook River falls 142 feet in elevation over its 3-½ mile length from Megunticook Lake to Camden Harbor. Richards saw the potential in this topography and harnessed the power of the river, building a sawmill and gristmill near Mechanic and Washington Streets. Thus began the industrial use of waterpower that was to play a large part in Camden's future for more than 200 years. Following in Richards' footsteps, William Minot of Boston purchased land at the mouth of the Megunticook River and erected a gristmill and sawmill in 1771. The British burned both the Richards and Minot properties, along with buildings at the Camden Harbor, in 1779 during the American Revolution. Most other early settlers earned a living by fishing, hunting, and farming.

Camden, named for Charles Pratt, Earl of Camden, was incorporated in 1791 as the 22<sup>nd</sup> town in Maine, then a part of Massachusetts, with a population of 331. At that time, the town included what is now Rockport. In 1891, on the 100<sup>th</sup> anniversary of incorporation, Camden and Rockport became separate entities.

## WATER POWER & THE MILLS

Others harnessed the power of the Megunticook River to operate a variety mills for manufacturing and refining raw materials including mills for lumber, grain, wool, paper, gunpowder, oakum, plugs and wedges. Products included "endless felts" for the manufacture of paper, fine woolens for clothing, plugs used in shipbuilding, shirts, blasting powder, tennis balls, pool table covers, filter fabrics, and upholstery. The Civil War, and World Wars II, and I were all boons to the mill industries of Camden because of increased demand for their products.

There are eight waterpower locations on the Megunticook River, some of which retain their dams to this day. The Bisbee gunpowder mill produced 5000 kegs of powder annually for the lime and granite industries. The last functioning mill—the Knox Woolen Mill—closed in 1988. However, the Megunticook River continues to generate power at the Seabright Dam, the site of the former Seabright Woven Felt Company. This dam was converted to electrical generation in 1984 by Joseph Sawyer and donated to the Town of Camden in 2007.

## SHIPPING & BOATBUILDING

With its protected harbor and access to natural resources, shipping and shipbuilding became an early cornerstone of Camden's economy. Exported products included fish, timber, and burned lime.

Recorded shipbuilding in Camden began in 1792 when Captain William McGlathry built a 26-ton sloop, *Industry*, in his shipyard that extended from Chestnut Street to the harbor. Eventually boatbuilding yards ringed the harbor, producing all manner of vessels, as the times demanded—merchant vessels, fishing boats, warships, and yachts. Today, the sole remaining yard is Lyman-Morse at Wayfarer Marine, located on the east side of the harbor on a site that has been used for shipbuilding since 1854.

## THE LIME INDUSTRY

The local geology provides both granite and limestone. Limestone was quarried at various locations and taken to kilns in Camden and Rockport to be burned, crushed, packed into barrels, and shipped around the world to be made into various products, including plaster. Camden's kilns were located on the harbor at the site of what is now the Camden Yacht Club on Bay View Street. In 1817, many barrels of lime were shipped from Camden and Rockland to Washington, D.C., for use in the construction of the new capitol. A narrow gauge railroad was constructed to transport limestone to the Camden kilns.

## OTHER MANUFACTURING

Camden was also a center for other businesses that tapped another local resource—Yankee ingenuity.

Camden was a center for foundries and metalworking. The foundry first known as David Knowlton & Co., and later as Knowlton Bros. Foundry, produced parts for shipbuilding, railcars and other manufacturing processes. The Camden Anchor Works, later Camden Anchor – Rockland Machine Co., became the largest manufacturer of anchors in the nation and were exported internationally. They also made the Knox Gasoline Engine, built boats, launches, and dories, including tenders for the U.S. Navy. Fisher Engineering, manufacturer of snowplows, now in Rockland was founded in Camden in 1948.

In 1892 a mail order patent medicine business, the Dr. D. P. Ordway Plaster Co., moved to Camden and at its peak employed 100 people. Tibbett's Industries was founded in 1945 and began manufacturing the smallest hearing aid microphones in the world. Still located in Camden, its products are used in hearing aids, medical devices and communication equipment.

The tanning of hides to produce leather goods was a large part of Camden's industrial heritage, beginning in 1813 on what is now Tannery Lane. The last tannery, Camden Tanning Corporation/Apollo Tannery that was located at the site of a former mill at the corner of Gould and Washington Streets, closed in 1997.

In the early 1990s MBNA America Bank modernized the Knox Woolen Mill buildings, established offices and employed over 400 people. The operation closed ten years later. The upper floors are now in residential use, while the street level remains commercial.

## TOURISM, SUMMER RESIDENTS & RECREATION

The natural beauty of Camden's varied topography and cool summer weather made Camden an ideal vacation destination, a fact realized early in the town's history. Hotels were built as early as 1801, and as steamship and rail service from Boston improved in the late 1800's, Camden became a second home for wealthy families seeking to escape the heat and summer pestilence of their cities. Many of Camden's parks and preserved natural areas resulted from their generosity.

The growth of Camden as a destination led to a boom in the creation of recreational areas and amusements for the pleasure of visitors and locals alike:

- The summit of Mt. Battie was purchased in 1899 by a group of citizens to preserve it as a park for public use;
- The Camden Trotting Club racetrack and fairground operated on Knowlton Street between 1902 and 1912;
- The Camden Yacht Club, designed by John Calvin Stevens was built in 1912 and is still in use;
- The YMCA building on Chestnut Street built in 1916 was demolished in 2002 and now is the site of 3 residences;
- Lamp post flower boxes have been continuously maintained by the Camden Garden Club since 1925;
- The Village Green was donated to the town in 1926;
- Laite Memorial Beach on Bay View Street, was established in 1932;
- Camden Snow Bowl opened in 1936;
- The Bog Skating Rink, was donated in 1946;
- Merryspring Park, now Merryspring Nature Center, was founded in 1974;
- Camden Hills State Park, formerly federal government property, developed by the CCC (Civilian Conservation Corps.) during the Great Depression was donated to the state in 1947;
- And the many preserves and hiking trails established through easements held by Coastal Mountains Land Trust.

Camden's tourist windjammer fleet got its start in 1936 when Captain Frank Swift began operating day and weeklong windjammer cruises to tourists in restored sailing vessels. Today, during the summer months, windjammers take visitors on multi-day trips on Penobscot Bay, motorized vessels and small day-sailers operate from the public landing offering two- and four-hour trips.

## TRANSPORTATION

Without the movement of goods and people, there can be little commerce or tourism, and the availability, quality, and routing of transportation played a role in Camden's history.

### Sail & Steam

Originally, all meaningful travel was by sailing ship, and Camden's protected harbor became an active and prosperous port. In 1814, to protect the harbor from British attack during the War of 1812, the town erected a fort on Eaton's Point (now at Lyman-Morse at Wayfarer Marine) on the east side and another on Jacob's Point (near Bay Road) on the west side. The first lighthouse on Curtis Island (called Negro Island until residents voted to change its name in 1934) was built by George Gaul of Massachusetts in 1835. The present light tower was completed in 1896. The light was automated in 1972 and in 1997, the U.S. Coast Guard transferred ownership of Curtis Island to the town. The town's second lighthouse was built in 1932 on Sherman's Point.

The first steamboat began operating on Penobscot Bay in 1823, connecting in Bath with a steamboat to Boston. By 1901 the Eastern Steamship Co. was providing service from Boston to Camden six days per week. The Eastern Steamship Company ceased its passenger service to Boston from Camden in 1936. The wharf and Steamship terminal

remained in use for a variety of business until it fell into such disrepair that the town voted to burn it in 1959.

### **Land Based Transportation**

Camden's topography presented challenges to moving goods from inland towns to the port. In 1802 William Barrett built "Turnpike Drive" as a business venture on a section of what is now Route 52. The road greatly eased access between the two towns and operated as a toll road until 1834, when the two towns purchased it. In 1914, state funds helped construct the Hope Road as an extension of Washington Street, bridging the marsh at what is known as "Bog Bridge".

Public land transportation became much easier in 1876 when trains from Boston began arriving at the new Rockland train station and passengers could connect to Camden by regular stagecoaches. Trolleys replaced coaches in 1892 with the opening of The Rockland, Thomaston & Camden Street Railway. Trolley operation ceased in 1931, and Walter Tolman began hourly bus service between Camden and Thomaston. Central Maine Railroad discontinued passenger service from Boston to Rockland in 1959. Regularly scheduled passenger service from Boston to Brunswick was recently restored, and there is hope—but no immediate plans—that the service will again extend to Rockland. As recently as 1990 the Maine DOT discussed a Route 1 bypass around Camden to relieve traffic through the heart of Camden's busy downtown. Strong opposition to the proposed route and cost of the project led the DOT to drop its bypass plans.

### **DOWNTOWN**

Prosperity in manufacturing and tourism created a thriving business district around the harbor to serve the needs of the growing populace.

The amenities in the downtown grew with time and the population. The first water company was established in 1800 with the channeling of water from a spring at the base of Mt. Battie, to be followed by the creation of The Camden and Rockland Water Company in 1886 to bring water from Mirror Lake to Camden and Rockland. The first fire company, Hydrant Fire Company No. 1, was established in 1847 and a telegraph office in 1854. The year 1889 saw the advent of available electricity with the founding of The Camden & Rockport Electric Light Company.

### **The Great Fire & Downtown's Rebirth**

On November 10, 1892, a Great Fire swept through the downtown claiming 18 residences and 40 commercial buildings. The fire consumed both sides of Main Street from the river to the pedestrian walkway leading to the Public Landing, both sides of Mechanic Street from Elm to Washington Street, and the north side of Elm Street from Mechanic to just south of Camden Opera House.

**Opera House:** A flurry of rebuilding followed in the fire's wake in 1893 and created a new downtown district and a new brick Opera House, replacing the wood-frame Megunticook Hall consumed in the flames. Designed by Elmer L. Thomas of Lewiston, Maine, the building was constructed to house two stores, a post office, the town assessor's office, the police lock-up, and a steam fire engine on the first floor. An auditorium and rooms for the Camden Business Men's Association were located on the second floor. The Camden Board of Trade, formed in 1908, occupied the third floor. The first Camden Town Meeting to be held in the space was in 1895. The Camden Town Offices have now



expanded to occupy the entire first floor, while the upper floors contain a 500-seat auditorium and meeting rooms. The Opera House was listed in the National Register of Historic Places in 1986 and is part of the Camden Great Fire Historic District in Camden.

**Civic Improvements:** A proper downtown required other public amenities, and in 1911 the town installed sewers, concrete sidewalks, and streetlights. At this time the residents were asked to cease burning garbage and take it to the ‘dump’ on Mechanic Street. (The current transfer station at the Union Street quarry was not opened until 1931.) The post office on Chestnut Street, a Beaux Arts building designed by Oscar Wenderoth, was completed in 1913.

A true celebration of civic pride and electricity, The Camden Arch, complete with its outline of electric lights, was constructed on Union Street at the Camden-Rockport boundary in 1926.

Other improvements came as the result of philanthropy and government works designed to hire the unemployed during the Great Depression. Summer resident Mary Louise Curtis Bok funded such projects as remodeling the Opera House, creation of the Public Landing, and improvements to Hosmer Pond Road. The Works Progress Administration (WPA) widened streets, built sidewalks and built the Oak Hill Cemetery.

## HOSPITALS

Although the first doctor came to Camden in 1796, it was not until 1926 that Camden had anything resembling a hospital. It was then that registered nurse Eunice Gale opened a hospital in a house at 86 Chestnut Street. The next year a hospital committee took over operations and moved the hospital, still managed by Gale, to a house at 19 Mountain Street. The Camden Community Hospital was built at 108 Elm Street in 1960, and the Mountain Street location closed. When Penobscot Bay Medical Center opened in Rockport 16 years later, the Camden Community Hospital became the Camden Health Care Center. It is now the site of the Quarry Hill Retirement Community.

## EDUCATION & CULTURE

### Schools

The first town school was established in 1794 at the corner of Elm and Wood Streets. The Megunticook School District was established in 1862, and a free high school was established in West Camden in 1874. The Elm Street School at the corner of Elm and Union Streets, originally a high school, was built on the site of School House Hall, which was destroyed by fire in 1868. The Brick School on Mountain Street, built in 1853 and now a funeral home, served as the elementary school until 1904 when a new high school opened on Knowlton Street and the elementary school moved to the building on Elm Street. In 1926, voters approved construction of a new brick elementary school known as the Knowlton St. School, later renamed the Mary E. Taylor School. Camden and Rockport schools consolidated in 1964. Further consolidation in 1999 created the Five Town Community School District (CSD), adding the towns of Appleton, Hope, and Lincolnville, whose students attend the High School along with students from Camden and Rockport. The new Camden Hills Regional High School was constructed in 2000.

### **Libraries**

All but the wealthiest depended on a lending library for personal education, so the citizens of Camden created their first library, known as the Federal Society's Library, in 1796 with a collection of 200 books. This institution lasted until 1830. The Ladies' Library Association was established in 1854 in a home and later moved to the second floor of Camden National Bank, where it remained until destroyed by the Great Fire of 1892. In 1896, the Town of Camden established the Camden Public Library, originally located on the second floor of the Russell Building at 20 Main Street. In 1916 Mrs. Bok donated land of the former Ocean House Hotel at the corner of Main and High Streets for the creation of a library building and park. Designed by Parker Morse Hooper, a summer resident of Camden and his associate, Charles G. Loring of Boston, the Camden Public Library was constructed in 1927. The next year Mrs. Bok donated additional land adjacent to the new library to create associated parks. She hired Fletcher Steele of Boston to design the Amphitheatre and the Olmsted Brothers of Boston to design Harbor Park and the Village Green. The library was expanded in 1996 with an underground addition designed by Scholz & Barclay Architecture of Camden. In 2013 the Library Amphitheatre was designated a National Historic Landmark.

### **Performing Arts**

Prosperity and the patronage of summer residents was a boon to the cultural life of Camden. Thanks largely to Mrs. Bok, founder of the Curtis Institute of Music in Philadelphia, the Camden area has enjoyed the presence of world-class musicians, who often came to visit as guests of Mrs. Bok. Students from the Institute and other musical guests often performed in Camden. Carlos Salzedo, the Institute's director of the harp department, founded the Salzedo Harp Colony on Marine Avenue. The harpists performed each summer in the Library Amphitheatre. Bay Chamber Concerts, with the support of Mrs. Bok, presented its first summer concerts at St. Thomas Episcopal Church in 1961.

Theater has also long been a part of Camden's cultural life. In addition to traveling performances scheduled to play the Opera House and local productions, two theater companies have existed in Camden. From 1947 through the 1950s, Camden Hills Summer Theater, founded by Herschel Bricker of the University of Maine, functioned as a summer theater camp for college students. They lived in the former CCC (Civilian Conservation Corps.) barracks in Camden Hills State Park and performed at the Amphitheatre, Opera House, and Fort Knox. From 1978 until 1988 the Camden Shakespeare Company produced four plays each summer at the Opera House and Amphitheatre. The Camden Civic Theatre has been performing at the Opera House since 1968.

Film came to Camden in 1908 with movies in the Opera House. In 1909, the Fairyland Theater opened on Mechanic Street, to be replaced four years later by the Comique Theater next door at 2 Mechanic Street. The Camden Theater replaced the Comique on the same site in 1941 and in 1957 Peyton *Place* was filmed in Camden and premiered at the Camden Theater. The Camden Theater ceased operation in the 1960s. The Bay View Street Cinema opened in 1975 and closed in 2007.

### **Conferences**

In 1998 a group of local citizens launched The Camden Conference, a foreign policy seminar, hosted at the Opera House. Since then Camden has become nationally known for its educational conferences, including the technology-related PopTech, now in its 18th year, and more recently the Camden International Film Festival, founded in 2015 to

support and showcase documentary filmmaking. These three annual conferences attract a national and international audience filling the Camden Opera House and contributing an estimate of over two million dollars to the local economy.

## RELIGION

Religion was a large part of colonial civic life. The laws of Massachusetts, of which Maine was a part until 1820, required that towns support a minister. Camden was fined for several years until it acquired a tax-supported Congregational minister in 1805. As the population grew, so did the number of denominations and churches. By the early 1900's, with a population of 2800, Camden had six churches:

- The Congregationalists met in the 1799 meetinghouse that stood on the north side of Elm Street at the intersection of Park Street until they built a new church at the intersection of Elm and Free Streets in 1834;
- The Baptists began meeting in private homes in 1808, and built their first church on Chestnut Street in 1837. The town clock was added to the steeple in 1868;
- The Methodists' first church was built on Mechanic Street in 1841. When it burned in the Great Fire it was rebuilt at a new location at the corner of Mountain and Central Streets in 1894. The building was converted to condominiums 1991 when the congregation moved to a new church on John Street;
- Universalists built on Mountain Street in 1848, and subsequently sold their building to the Episcopalians in 1856;
- The Episcopalians used the Mountain Street church until the construction of the stone church on Chestnut Street in 1924. The Mountain Street building became the Camden Farmer's Union in 1925 and is now the High Mountain Hall event and office space;
- The Christian Scientists continue to use the church they built on Central Street in 1909;
- Summer residents funded the building of the Catholic Church on Union Street for their domestic help in 1909.

Understanding the rich tapestry of Camden's history, its natural resources and its citizens—past and present—and how this has shaped the community's current development is essential to creating the plan for its future.

## CHAPTER 2 POPULATION AND DEMOGRAPHICS

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An important goal of the municipal comprehensive plan is to relate the demographics of a community with its economy, development, housing and environment. Most of the chapters and the recommendations of this plan are dependent upon or strongly influenced by the size and composition of the current and forecast population. The planning period for this comprehensive plan is ten years.

### POPULATION CHANGES

Camden's population peaked in 2000 at 5,254. Since then, the population has declined to 4,850 in 2010 and an estimated 4,828 in 2015. The State projects that Camden's population will continue to decline to 4,540 persons in 2027. For planning purposes, the Town is forecast to have up to 4,600 year round residents by 2027. This may allow the Town the time to better plan for future development, and could serve to limit pressure on local government to expand services. Between 1990 and 2014 the average household size declined from 2.24 persons per household to 1.87. If this trend continues, we will generally need more housing units to provide shelter for the same number of people.

#### **Impact on Service and Housing Demands**

The median age of Camden and Knox County residents is increasing rapidly. In 2000, Camden's median age was 47.0, and has since risen to an estimated 54.7 in 2014. The Knox County median age increased from 41.4 in 2000 to an estimated 47.1 in 2014. An age distribution table is shown in the Demographic Trends section below. From 2000 to 2014, Camden gained population in these age groups: under 5, 20-34, 55-74 and 85+. The Town lost population in these age groups: 5-19, 35-54, and 75-84. The data suggest that young people and families with young children have left the community, while older individuals have decided to remain or move into Camden. There is variation, however, within the age groups, so that some young adults may continue to stay in the area if they are able to support themselves, and older persons may choose to move into multi-unit housing and assisted living facilities located within the Town or in larger communities like Rockland and Belfast.

Our quickly aging population and the reduction in the number of people per household will have an impact on our housing mix. Some existing housing may be modified for elderly residents who wish to stay in their homes, while more accessible new housing is likely to be built for and marketed to persons with age-related physical limitations. Declining household size may also suggest that demand for future housing may be strongest in smaller homes rather than larger ones. Homes built specifically to service seasonal residents may create additional vacant houses during fall, winter and spring and not address the needs of older year round residents.

The needs for municipal services might change to reflect the aging of the population, for example, home wellness checks, improved street lighting, ADA compliant sidewalks and signage. Other services geared toward the young might see less demand, for example, youth recreation. The school district encompasses several communities. Since Knox County has seen an aging of its population, it is possible that school enrollments will not increase and could decline.

**Dependence on Seasonal Population**

Camden has a sizable seasonal population. In 2014, the Census estimated that 516 units of housing were for seasonal use out of 3,225 total units. The average household size for the United States was 3.23 in 2014. The Camden average size household was 1.87.

Applying the 1.87 household size statistic, Camden’s seasonal housing stock might accommodate an additional 887 people. If seasonal housing was used for year round housing it could accommodate about 900 people. The Town has over thirty lodging facilities (motels, hotels and inns with an estimated 444 rooms in total). Several annual events in Camden attract large numbers of visitors during the summer peak, and during winter events and conferences. See the Recreation Chapter 13 for more information. A notable portion of the regional economy depends on tourism, and residents employed in that sector depend on seasonal visitors.

**Service Center Status**

Camden is a regional service center community according to the State. As defined by the State of Maine, a regional service center is a place which imports workers, is a retail center where sales exceed the need of the local population and/or offer an array of social, cultural, health and financial services to the surrounding region.

The Census estimated the Town’s resident civilian labor force was 2,438 in 2014. An estimated 46.7% of Camden residents worked within the Town. Therefore a small majority of the Town’s resident labor force commutes to work in other communities. However, those who come to Camden from other communities to visit, work, shop, or attend school more than offset that amount. Accordingly, the Town’s daytime population is generally larger than the nighttime resident population.

**POPULATION AND DEMOGRAPHIC TRENDS**

**Changes in Population**

From 1900 onward, the Census recorded the population for Camden. Camden’s population rose from 2,825 in 1900 to a peak of 5,254 in 2000. Since then the population has declined to an estimated 4,828 in 2015. The State projects a further decline is possible to 4,540 in 2027 and 4,410 in 2032.

**Total Population**

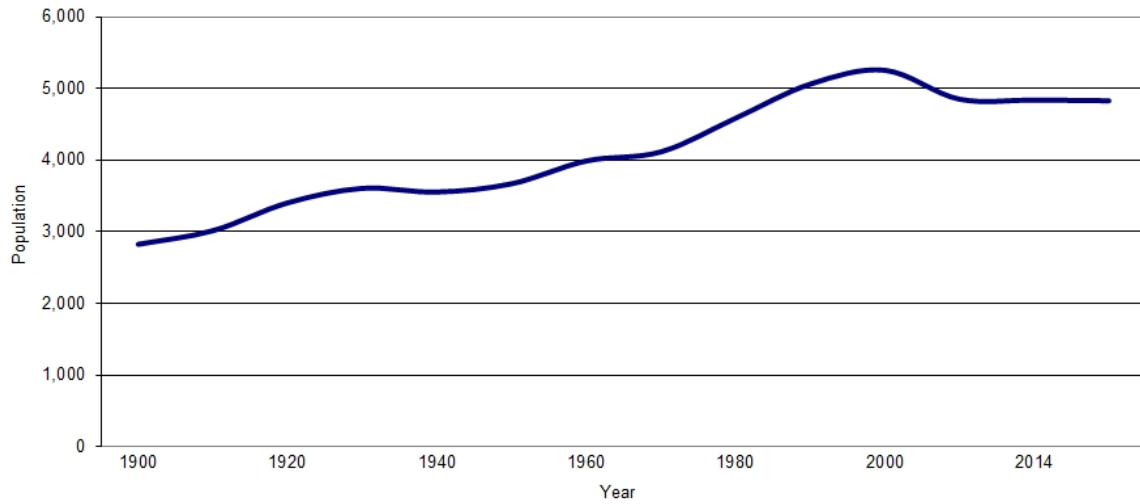
	Town of Camden		Knox County		Maine	
	Number	% Change	Number	% Change	Number	% Change
1790	331				96,540	
1800	872	163.4%			151,719	57.2%
1810	1,607	84.3%			228,705	50.7%
1820	1,825	13.6%			298,335	30.4%
1830	2,200	20.5%			399,455	33.9%
1840	3,005	36.6%			501,793	25.6%

**Total Population**

	Town of Camden		Knox County		Maine	
	Number	% Change	Number	% Change	Number	% Change
1850	4,005	33.3%			583,169	16.2%
1860	4,588	14.6%	32,716		628,279	7.7%
1870	4,512	-1.7%	30,823	-5.8%	626,915	-0.2%
1880	4,386	-2.8%	32,863	6.6%	648,936	3.5%
1890	4,621	5.4%	31,473	-4.2%	661,086	1.9%
1900	2,825	-38.9%	30,406	-3.4%	694,466	5.0%
1910	3,015	6.7%	28,981	-4.7%	742,371	6.9%
1920	3,403	12.9%	26,245	-9.4%	768,014	3.5%
1930	3,606	6.0%	27,693	5.5%	797,423	3.8%
1940	3,554	-1.4%	27,191	-1.8%	847,226	6.2%
1950	3,670	3.3%	28,121	3.4%	913,774	7.9%
1960	3,988	8.7%	28,575	1.6%	969,000	6.0%
1970	4,115	3.2%	29,013	1.5%	994,000	2.6%
1980	4,584	11.4%	32,941	13.5%	1,124,660	13.1%
1990	5,060	10.4%	36,310	10.2%	1,227,928	9.2%
2000	5,254	3.8%	39,618	9.1%	1,274,923	3.8%
2010	4,850	-7.7%	39,736	0.3%	1,328,361	4.2%
2014 Est.	4,839	-0.2%	39,653	-0.2%	1,328,535	0.0%
2015 Est.	4,828	-0.2%	39,455	-0.5%	1,328,028	0.0%
2022 Proj.	4,651	-3.7%	39,323	-0.3%	1,324,705	-0.3%
2027 Proj.	4,540	-2.4%	38,985	-0.9%	1,315,840	-0.7%
2032 Proj.	4,410	-2.9%	38,464	-1.3%	1,300,166	-1.2%

Sources: U.S. Census for 1790-2010, American Community Survey for 2014 (5-year estimates), Claritas for 2015, and Maine Governor's Office of Policy and Management for 2022, 2027 and 2032

### Town of Camden Population



Sources: U.S. Census 1900-2010, American Community Survey 2014, and Claritas 2015

For planning purposes in this comprehensive plan, the Town is forecast to have up to 4,600 year-round residents by 2027.

Camden was part of Hancock County, Lincoln County and then Waldo County before Knox County was founded in 1860. Knox County is forecast to decrease modestly in population by 2027 and 2032.

The total number of births to Camden residents was substantially lower than the number of deaths of Camden residents from 2000 to 2014 reflecting the aging population. Of the change in population—a net loss of 415 persons from 2000 to 2014—722 were lost due to natural change and 307 were added from in-migration.

Camden Vitals – Net Migration		
Year	Births	Deaths
2000	48	91
2001	54	86
2002	43	93
2003	37	94
2004	38	70
2005	40	78
2006	36	82
2007	32	93

Year	Births	Deaths
2008	31	81
2009	31	62
2010	29	89
2011	28	81
2012	26	81
2013	23	73
2014	27	91
Total	523	1,245
<b>Natural Change</b>	-722	
<b>Net Migration</b>	+307	

Source: Maine Office of Data, Research, and Vital Statistics, 2015

### **Demographic Trends**

As noted, the total population has decreased in Camden since 2000. In the Town those aged under 5, 20-34, 55-74 and 85+ have increased in number, while those aged 5-19, 35-54, and 75-84 have decreased. For Knox County, growth was seen in groups aged 20 to 59 and 65 to 84. The median age of Camden residents has increased by 7.7 years since 2000 to 54.7 in 2014. Statewide, the median age was 38.6 in 2000 and it increased by 12.7% (4.9 years) to 43.5 in 2014.

The aging of Camden's population has an effect on manning the volunteer municipal fire department because younger workers often live outside the community too far from the station to be an effective member of the department. Younger people, many of whom are part of families where both parents work, are not replenishing the aging volunteer pool. Family activities also take up the time of younger adults.

Population by Age (Estimates)	Town of Camden				Knox County			
	2000	2010	2014	% Change	2000	2010	2014	% Change
Under 5 years	220	162	225	2.3%	2,082	1,921	1,744	-16.2%
5 to 9 years	282	238	173	-38.7%	2,383	2,097	1,954	-18.0%
10 to 14 years	326	277	173	-46.9%	2,762	2,297	2,334	-15.5%
15 to 19 years	280	265	131	-53.2%	2,437	2,135	2,110	-13.4%
20 to 24 years	158	154	181	14.6%	1,691	1,763	1,823	7.8%
25 to 34 years	478	313	485	1.5%	2,180	4,025	4,066	86.5%
35 to 44 years	689	472	468	-32.1%	2,475	4,949	4,728	91.0%
45 to 54 years	954	698	604	-36.7%	2,894	6,421	5,980	106.6%
55 to 59 years	368	487	437	18.8%	3,316	3,409	3,455	4.2%
60 to 64 years	268	440	565	110.8%	3,348	3,125	3,238	-3.3%
65 to 74 years	534	615	739	38.4%	3,056	3,983	4,532	48.3%
75 to 84 years	422	455	290	-31.3%	2,232	2,465	2,439	9.3%
85 years +	275	274	368	33.8%	1,930	1,146	1,250	-35.2%
Median Age	47.0	53.2	54.7	16.4%	41.4	46.2	47.1	13.8%

Sources: U.S. Census, American Community Survey 5-year estimates

Camden has a higher proportion of residents with a high school diploma than Knox County and the State. The Town has a markedly higher proportion of residents with a bachelor's degree than Knox County and the State. See the Public Facilities and Services Chapter for enrollment figures in area schools.

Educational Attainment Ages 25 and older	Camden		Knox County		Maine	
	2000	2014	2000	2014	2000	2014
Less than 9th grade	100	16	1,001	607	47,183	30,319
9th to 12th grade, no diploma	228	139	2,544	1,376	80,105	52,066
High school graduate (includes equivalency)	818	623	10,306	10,550	314,600	318,017
Some college, no degree	806	937	5,353	5,670	165,111	190,372
Associate degree	280	449	1,676	2,384	63,934	88,305
Bachelor's degree	1,118	1,102	4,833	6,079	129,992	173,294



Educational Attainment Ages 25 and older	Camden		Knox County		Maine	
	2000	2014	2000	2014	2000	2014
Graduate or professional degree	630	690	2,590	3,022	68,968	95,586
% High School Graduate or Higher	91.8%	96.1%	87.5%	93.3%	85.4%	91.3%
% Bachelor's Degree or Higher	43.9%	45.3%	26.2%	30.7%	22.9%	28.4%

Sources: U.S. Census, American Community Survey 5-year estimates

### **Household Size**

The average household size has decreased in Camden, Knox County, and statewide. This trend is due to several factors: a lower proportion of married couples, fewer children per family, and more people living alone longer. If household sizes continue to decline, any future population growth may require more housing units than in previous years, causing possible stresses on central services such as roads and utilities. See the Housing Chapter for more information.

Year	Average Household Size		
	Camden	Knox County	Maine
1990	2.24	2.45	2.56
2000	2.11	2.31	2.39
2010	2.01	2.22	2.32
2014 Est.	1.97	2.26	2.34
% Change	-12.1%	-7.8%	-8.6%

Sources: U.S. Census, American Community Survey 5-year estimates

(See the Economy Chapter 3 for income and employment figures.)

Camden's population is declining and aging quickly. Low birth rates, young people moving away and in-migration of older, retired people are the major cause of changes to the population size and demographics. These shifts are a product of and contributor to the Town's move to more seasonal, vacation related housing and jobs and less year round quality (high paying) jobs. If these trends continue, and continue to accelerate Camden may begin to act more like Boothbay Harbor and Bar Harbor with primarily vacation related and geriatric care jobs, resulting in fewer opportunities and facilities for young people who desire to live here and also desire to follow a higher paying career path in industrial, technological, financial or health care industries. This is one of the more significant forces that will shape Camden's future and should be addressed soon or the Town's fate will be decided by the current trends.

### **RECOMMENDATIONS, QUESTIONS & STRATEGIES**

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. As Camden's estimated population declines, does the Town see this as a liability or is it seen as a natural progression and regarded as neutral or beneficial for the community? (Select Board, Community Development Director, Planning Board);
2. What elements are seen as inhibitors to population growth? Does the Town wish to confront these inhibitors and are there financial and personnel resources available to undertake this work? (Community Development Director, CEDAC, Downtown Business Network, Select Board);
3. Would changes to zoning ordinances contribute to population increases? What changes to the Zoning Ordinance could contribute to population change? (Planning Board, Planning Director);
4. To what extent is the cost of housing contributing to limited or no growth? If this were a fundamental contributor, how would lower housing costs be achieved if this became a Town goal? (Builders Alliance, Board of Realtors, Penobscot Bay area realtors, Planning Board, Community Development Director);
5. How do we attract enough young people to staff our fire department and local non-profit organizations? (Community Development Director, Fire Chief, Mid Coast Regional Planning Commission);
6. Camden needs to decide if it wants to actively work to shape its demographic future or if it is content to accept the current trends. This issue should be high priority. (Select Board, Planning Board, Downtown Network Board, Community Development Director, Chamber of Commerce, Midcoast Regional Planning Council).

## CHAPTER 3 ECONOMY

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This chapter describes the local and regional economy, including employment sectors, businesses, employment rates, and retail sales. Recommendations are suggested to improve Camden's economy.

### INTRODUCTION

Camden began as a community of fishermen, boat builders, farmers and quarry workers. Over the last sixty years farming and fishing have continued only on a small scale, marine services has replaced boat building and quarrying has stopped completely. For generations, the local work force was employed in various forms of manufacturing in marine products, boat building, industrial felt products, and tanning and textiles. Over time, these industries have disappeared and service sector employment has supplanted manufacturing. Tourism, which is service-based, has sustained coastal towns like Camden.

Important retail businesses are located in the Town and they provide many needed services to visitors and residents. However, with the increase in the number of shopping centers, combined with the arrival of a number of "big box retailers" within the mid coast, residents have many shopping options outside of town. Increasing market share taken by on line retailers has added even more competition to small retailers. Additionally, improved roadways have provided the opportunity to search for less expensive land for employment facilities and housing which in turn impacts the sustainability of the Town's population.

Yet Camden still provides opportunities for business development that is in keeping with its character such as marine-related services, tourism, small-scale traditional trades and home-based occupations.

### CURRENT ECONOMIC TRENDS

The local economy has been impeded by the slow statewide and national economies. Camden employment has also been hurt more than nearby communities by a reduction in employable age population and the loss of traditional employment facilities such as the Knox Mill. The size of the resident labor force has decreased 15.5% since 2000. The average number of Camden businesses was estimated at 338 in 2014, employing significantly fewer persons than in 2010. Town unemployment in 2014 was 5.1%, over twice the 2000 level of 2.4%. Nevertheless, median household incomes have increased by about 33.0%, unadjusted for inflation from 2000 to 2014. This statistic may not accurately reflect incomes earned by those working in Camden because of the large impact of retirees' incomes on the calculations.

Most Camden residents who work commute to areas with greater employment opportunities outside of the Town but still within Knox County. As described in Chapter 2 on Population the Town's population is aging, with in-migration from retirees who are not dependent upon the local economy for their income.

The municipal tax base is generated largely from residential property taxes. The residential housing market decline has put pressure on municipalities to conduct revaluations of properties to reflect reduced sales prices, which can affect municipal

property tax revenue collections. Projected reductions in Maine's state revenue sharing funding will increase the Town's reliance on property tax revenues.

### **Camden's Traditional Downtown Center**

A variety of businesses are located here, along with civic buildings, parkland and churches. Retail activity is focused on Route 1 especially in the central village area. This is an active town center, in spite of the recent loss of commercial space. Former industrial space that was converted to business space in the 1990's has since been converted to residential use or eliminated in the downtown area. This conversion has created a cascade of consequences beginning with less space available for year round employers—leading to a decrease in the number of well paid employees—that in turn results in fewer employees going out for lunch, shopping or using other services downtown.

Although the Town taxes real estate at the same mill rate regardless of the use commercially used property is generally worth more than residential property on a square foot basis. Therefore, when commercial properties are converted to residential use as happened with a large portion of the Knox Mill, the Town's tax base deteriorates. Generally, residential uses tend to increase a municipality's expenses with demand for school services since school costs are about 65% of the total property tax costs.

Most municipal investments have been related to the improvements at the Snow Bowl, maintenance of existing roads, and public buildings. See Chapter 9 on Transportation and Chapter 15 on Public Facilities for a description of these efforts.

### **A Tourism Based Economy**

As noted in Chapter 2 on Population, Camden has a sizable seasonal population. Tourism is a large part of the Town's economy. Small businesses and individuals meet the needs of the community, which include construction, painting, landscape care, cleaning, plowing services, electrical, plumbing, security and property management.

In the late 1990s the general belief was that 1/3 of Camden's jobs came from tourism, 1/3 from the MNBA credit card company and 1/3 from businesses that would be found in any similarly sized town. Since MBNA moved away, Camden has seen a larger portion of jobs shift to the tourism sector and an overall decrease in the number of jobs. Considering that the tourism jobs are rarely year round and generally pay less than professional, management or office jobs, the lack of an MBNA type employer creates a significant drag on the Camden economy.

To date, the Town has been involved in tourist based businesses and activities including hosting events such as the Camden Winterfest Week, US National Toboggan Championships, Camden Conference, Camden Windjammer Festival, Camden International Film Festival, two Harbor Arts & Books Fairs, PopTech and Christmas by the Sea.

**Lodging:** Camden is home to about 32 commercial lodging establishments including hotels, motels and inns. Nationally, over the past five years the lodging industry has experienced increasing competition from privately owned properties that choose to rent their homes or rooms within those homes on a short-term basis directly to tourists. This competition was largely considered to be unfair by the commercial lodging operators due to a lack of regulation of the privately owned properties. Regulation of these privately owned properties has begun to increase so that commercial lodgers remain competitive. In 2016, the Planning Board initiated a communication program to keep property owners

informed about the State and Town regulations regarding short and long-term rentals. The introduction of the sharing economy may continue in forms that have yet to be invented. It should be noted that private short-term rentals impact more than the traditional lodging establishments. Removing homes from the long-term rental market results in fewer homes available for those in the workforce and young families not ready for home ownership.

### **The Role of Home Occupations**

Some Camden residents work several jobs over the course of the year. Much is seasonal employment and some jobs are home based. It is estimated that 300 people work at home. Improvements in technology have created the opportunity for many to “commute” via the Internet. There is generally strong support for home occupations when combined with performance standards that keep the use compatible with the surrounding residential neighborhood.

## **INDUSTRIAL AND COMMERCIAL DEVELOPMENT LIMITATIONS**

There are limited areas remaining that are suitable for industry. Areas most suitable for light industrial or commercial development in Camden are confined to land around Union and Limerock Streets. Access to sewer and three-phase power is not wide spread in Town. Areas with wetlands, public drinking water wellheads, critical natural habitats, resource protected shore land, high value farmland soils, and residential neighborhoods are not suitable for industrial or large-scale commercial development. See the Future Land Use Chapter 18 for more information on suitable areas and on proposed ordinance performance standards to ensure that new industrial and commercial development does not degrade the quality or value of existing properties.

### **Infrastructure Constraints and Opportunities**

The small-scale and traditional type of development sought in Camden does not necessarily require significant public expenditure for new infrastructure. However, if large-scale development were sought, new infrastructure would be needed. Payment for that infrastructure could come both from public expenditure and from private developers and entrepreneurs. Large tax increases and/or additional long-term borrowing—a burden that is unlikely to be supported by Town voters—might be needed to make such public improvements so other methods of encouraging development should be investigated. See the Fiscal Capacity Chapter 16 for information on reserve accounts and the Capital Investment Plan.

Most of the rural portions of the Town depend upon private wells and septic. In the village area and along portions of U.S. Route 1 public water is provided by the Maine Water Company, and the Town provides sanitary wastewater collection and treatment. See the Natural Resources Chapter 5, the Public Facilities Chapter 15 and Land Use Chapter 18 for the limitations that this places on additional development.

**Internet Access:** Camden is served by a variety of Internet providers, offering DSL, Wireless or Fiber-optic access; but speeds, capacity, reliability and costs vary. As a result of a Federal grant Maine was able to make a major infrastructure investment in a 10 gigabit network (the “Three Ring Binder”), which just happens to pass through the heart of Camden along US Route 1. However, without 3<sup>rd</sup> party providers creating access to the network, much of Camden does not have ability to connect to it. Reliable high speed broadband service is as important to economic development today as the highway system

was in the 1950's. New business opportunities will continue to be constrained until greater dependable service becomes widespread throughout Camden.

## ECONOMIC DEVELOPMENT PLANNING AND FUNDING

Regionally, the Midcoast Economic Development District, which includes Knox County and surrounding areas, prepares annual Comprehensive Economic Development Strategy (CEDS) reports. These reports outline economic trends and inventory planning and projects underway that seek to improve the economy by creating or retaining employment and services, and proposals for which there is community interest and for which funding from the U.S. Economic Development Agency is possible. In the 2014 CEDS, the latest available, the highest priority projects (key regional investments) for Camden included, "...Adding chairlifts for alpine skiing and mountain biking, constructing a new main lodge, improving trails, parking and infrastructure to increase year round tourism to create a regional destination for events and functions at Ragged Mountain Recreation Area." Any proposed additions or improvements to the Ragged Mountain Recreation Area must be evaluated as cost vs. benefit so that the tax burden will not be increased. Projects that promote year -round well paying jobs should be given as much emphasis as enhancing the Ragged Mountain Recreation Area.

The State has outlined two specific goals for communities' economic development:

1. Promote an Economic Climate that Increases Job Opportunities and Overall Economic Well-being;
2. Define Priorities for Economic Development as Reflected in Regional Economic Development Plans.

To meet those goals Camden has developed a Downtown Master Plan, created two Tax Incremental Finance Districts, applied for and received Pine Tree State status and applied for and been granted a Transportation Enhancement Grant from MDOT.

### **Downtown Master Plan**

The 2004 Camden Comprehensive Plan, Chapter 4: Downtown vision stated:

"The encouragement of a year-round business district is the best strategy to maintain the economic health of the Town, and to create a core where the human dynamics of daily living finds variety, interest, and a sense of shared community. A thriving downtown preserves a sense of place and promotes the economic well-being of its residents."

The Downtown Master Plan (2012) reflects and embraces this vision in its recommendations. Details of the Master Plan will be found on the Town's web site ([camdenmaine.gov](http://camdenmaine.gov)). Municipally defined priorities are included in the Recommendations, Questions and Strategies section of this chapter.

**Funding Options:** In 2010, the Maine Department of Community and Economic Development approved two Municipal Tax Increment Financing Districts (TIF) within Camden: 1) the Downtown TIF District and 2) the Business Highway TIF District. Both districts are within designated growth areas and are seen as having the most potential for increasing Camden's employment and tax base.

### **Downtown TIF District**

Encompassing a total of 45.2 acres, this District includes taxable properties within the B-1, B-H, B-TH and B-TR zones. In addition to adding the Knox Mill property to the district in 2014 the District was amended to include the option of “Credit Enhancement Agreements” (CEA). CEAs use TIF funds to reimburse property taxes to a developer based on jobs created and/or investment made. The Select Board must approve CEA. Approved projects for the Downtown TIF district include many of the recommendations of the 2012 Downtown Master Plan:

- Downtown infrastructure projects such as sidewalk improvements, lighting, parking, storm drainage, inflow and infiltration studies;
- Public Landing improvements including the boardwalk, lighting and parking layout;
- Exterior & interior improvements to the Opera House;
- Extension of the Riverwalk;
- Repairs to the Montgomery dam;
- Economic development salaries and administration;
- Start-up of a revolving loan fund.

### **Business Highway TIF District**

Beginning at 41 Elm Street and extending south to the Camden/Rockport line, this district includes 43.5 acres of taxable lots within the B-3 zone. Revenues generated from the Business Highway district are designated for improvements to the southern Route 1 gateway to Camden. As the gateway to town, this district is both supportive and competitive with downtown activities. Where appropriate Business Highway TIF funds may also be used to provide financial support for projects within the downtown district. The contribution to downtown is capped at 50% of the Highway District’s available funds.

To date, TIF revenues have not been used to fund any projects but the Downtown TIF account contains approximately \$160,000 which includes a second restricted reserve account that contains \$30,000 currently earmarked for repairs to the Montgomery Dam at the head of the harbor.

For more details on the projects and the boundaries of both TIF districts please see the “Special Reports” section of the Town’s website ([camdenmaine.gov](http://camdenmaine.gov)).

### **Maine DOT Transportation Enhancement Grant**

MDOT has awarded Camden \$500,000 to be used for sidewalks and pathways associated with bicycle and pedestrian amenities, improved and additional lighting within downtown hub and the southern and northern gateways. As of the writing of this plan, the funds have not been received. The town plans to use accumulated TIF funds as the required match for the MDOT’s Downtown Enhancement Grant.

## **ECONOMIC TREND DATA**

### **Retail Sales**

Total taxable retail sales increased by 17.5% in Camden from 2010 to 2014. The largest gain was in the category of Food Stores. No sectors recorded a decline.

**Town of Camden Total Taxable Retail Sales (Annual)**  
**In thousands of dollars.**

Category	2010	2011	2012	2013	2014	Change
Total	75881.6	79484.9	83551.4	86133.2	89155.7	17.5%
Personal Consumption	67875.3	71354.7	75255.3	78084.2	80928.5	19.2%
Business Operating	8006.3	8130.2	8296.1	8049	8227.2	2.8%
Building	6604.5	2435.3	7231	9535.6	7608.1	15.2%
Food Stores	2152.5	7474.1	7200.4	8308.5	9182.3	326.6%
General	7766.4	8291.7	9179.6	9490.1	10678.6	37.5%
Other	15511.7	15071.1	15911.3	16158.3	16384.1	5.6%
Auto Trans	2743.3	3003.2	2858.5	2879.1	2838.9	3.5%
Restaurant	14323.9	15895.6	17340.9	18292.8	17869.8	24.8%
Lodging	9596.4	10185.8	11306	11429.1	12114.4	26.2%

Source: Maine Revenue Services,

Notes: To use these dollar figures, multiply by \$1,000. Some taxable sales are non-disclosable due to the small numbers of businesses in certain sectors.

Of total taxable retail sales in Knox County, about 16.4% were from sales occurring in Camden in 2014. In 2010, Camden sales comprised about 16.1% of Knox County retail sales.

Knox County recorded an increase of 15.5% in total taxable retail sales from 2010 to 2014. The largest increases were in ‘Other Retail’ and ‘Restaurant’. No sectors recorded a decline. Knox County details may be found in the Appendix. Maine Revenue Services category descriptions may also be found in the Appendix.

### **Employment Conditions And Trends**

**Labor Force:** Since 2000, the Town’s resident civilian labor force decreased by 446 persons. The unemployment rate went from 2.4% in 2000 to 5.1% in 2014. The unemployment rate peaked in 2010, reflecting the economic recession. In 2014, 125 persons in Camden’s labor force were unemployed and looking for work—55 more people than in 2000. The following table shows the trends in Camden’s workforce.

<b>Town of Camden Resident Employment</b>				
Year	Civilian Labor Force	Employment	Unemployment	Unemployment Rate
2000	2,884	2,814	70	2.4%
2010	2,414	2,236	178	7.4%
2011	2,412	2,246	166	6.9%
2012	2,420	2,274	146	6.0%
2013	2,451	2,314	137	5.6%
2014	2,438	2,313	125	5.1%
Change #	-446	-501	55	3
Change %	-15.5%	-17.8%	78.6%	112.5%

Source: Maine Department of Labor, Center for Workforce Research and Information, 10/2015

Note: Annual Not Seasonally Adjusted Labor Force



Since 2000, Knox County's labor force decreased by 289 persons. While many communities within Knox County saw their labor forces decline, some did have increases, which lessened the countywide total loss. The unemployment rate increased from 2.8% in 2000 to 5.2% in 2014. In 2014, 1,074 persons in the Knox County labor force were unemployed and looking for work—490 more people than in 2000.

The State labor force grew by 20,764 persons from 2000 to 2014. Those unemployed and looking for work grew by 17,061 persons during the same period. The State unemployment rate of 5.7% in 2014 was higher than the unemployment rate for Camden and for Knox County.

Detailed tables for both Knox County and the State employment rates are in the Appendix.

**Number of Business:** According to the Maine Department of Labor, a net of five new businesses were located in Camden from 2004 to 2014, 338 firms in total, employing about 2,277 people. Camden businesses employed on average 1,018 fewer people at the end of this period. Reported average weekly wages in Camden workplaces increased by \$22 from 2004 to 2014. During this same period, a net of 199 new businesses located in Knox County. Average wages for those who worked in Knox County were higher than for those who worked in Camden in 2014. These figures do not fully account for sole proprietors; some home based businesses, and the informal economy.

### Trends in Income Levels

In most years, the median household income and per capita income have been higher for Town residents than for residents of the County and State. The following tables illustrate the changes in income and poverty levels.

Annual Quarterly Census of Employment And Wages Total All Industries	2004			2014		
	Avg # of Firms	Avg Employ	Avg Weekly Wage	Avg # of Firms	Avg Employ	Avg Weekly Wage
Town of Camden	333	3,295	\$621	338	2,277	\$643
Knox County	1,728	17,995	\$560	1,927	17,000	\$671

Source: Maine Department of Labor

Median Household Income	Camden	Knox County	Maine	U.S.
<b>2000</b>	\$39,877	\$36,774	\$37,240	\$41,994
<b>2010</b>	\$44,250	\$45,264	\$46,933	\$51,914
<b>2013</b>	\$55,452	\$49,755	\$48,453	\$53,046
<b>2014</b>	\$53,051	\$50,515	\$48,804	\$53,482
<b>Percent Change</b>	33.0%	37.4%	31.1%	27.4%

Source: U.S. Census, American Community Survey (5-year estimates 2006-2010, 2009-2013 and 2010-2014)

<b>Per Capita Income</b>	<b>Camden</b>	<b>Knox County</b>	<b>Maine</b>	<b>U.S.</b>
<b>2000</b>	\$26,126	\$19,981	\$19,533	\$21,587
<b>2010</b>	\$32,597	\$25,291	\$25,385	\$27,334
<b>2013</b>	\$41,662	\$27,865	\$26,824	\$28,155
<b>2014</b>	\$40,624	\$28,062	\$27,332	\$28,555
<b>Percent Change</b>	55.5%	40.4%	39.9%	32.3%

Source: U.S. Census, American Community Survey (5-year estimates 2006-2010, 2009-2013 and 2010-2014)

In 2014, 429 people lived below the poverty line in Camden (9.0% of all individuals for whom poverty status was determined). In 2000 (based upon 1999 income), 403 people lived below the poverty line (8.0% of all individuals).

<b>Individuals Below Poverty Level</b>				<b>Families Below Poverty Level</b>			
<b>Year</b>	<b>Camden</b>	<b>Knox County</b>	<b>Maine</b>	<b>Year</b>	<b>Camden</b>	<b>Knox County</b>	<b>Maine</b>
2000	8.0%	10.1%	10.9%	2000	5.5%	6.4%	7.8%
2010	10.2%	12.5%	12.6%	2010	7.0%	7.9%	8.4%
2013	6.4%	10.8%	13.6%	2013	4.9%	6.5%	9.1%
2014	9.0%	11.3%	13.9%	2014	8.8%	7.2%	9.4%

Source: U.S. Census, American Community Survey (5-year estimates 2006-2010, 2009-2013 and 2010-2014)

At 8.8%, the Town's family poverty rate in 2014 was higher than Knox County (7.2%) but lower than the State (9.4%). Poverty rates increased from 2000 to 2014 at the municipal, county, and state levels.

The Federally defined poverty level in 2014 for a three-person family was \$19,790. A chart of the complete Federal guidelines is in the Appendix.

### **Occupational Sectors**

The U.S. Census identified the two largest occupational sectors in Camden and Knox County in 2014 as 'Management, business, science, arts' and 'Sales and office'. The 'Natural resources, construction, and maintenance' occupation category includes the Census-defined industry category 'agriculture, forestry, fishing and hunting, and mining,' that employed an estimated 54 persons in Camden in 2014. The fastest growing sector for both the Town and the County are 'service' occupations. The sector decreasing the most in percentage terms was 'production, transportation, and material moving'. In absolute terms, the largest decline in Camden was in 'management, business, science, and arts' with a loss of 237 jobs.

<b>Occupations</b>	<b>Camden</b>			<b>Knox County</b>		
	<b>2000</b>	<b>2014</b>	<b>Change</b>	<b>2000</b>	<b>2014</b>	<b>Change</b>
Total civilian employed population 16 years and over	2,616	2,252	-13.9%	19,263	19,483	1.1%
Management, business, science, arts	1,201	964	-19.7%	5,725	6,233	8.9%
Service	254	414	63.0%	2,959	3,470	17.3%

Sales and office	704	555	-21.2%	4,881	4,867	-0.3%
Natural resources, construction, and maintenance	196	140	-28.6%	3,108	3,028	-2.6%
Production, transportation, and material moving	261	179	-31.4%	2,590	1,885	-27.2%

Source: U.S. Census, American Community Survey (5-year estimates 2010-2014)

In Camden, 68.9% of those who work do so for private sector employers, 11.6% work for the government (municipal, public schools, county, state or federal), and 19.5% work for themselves in unincorporated businesses. For Knox County as a whole, 71.8% work for private employers, 12.6% work for the government, and 15.3% work for themselves in unincorporated businesses.

Class of Worker 2014	Camden		Knox County	
	Number	Percent	Number	Percent
Civilian employed population 16 years and older	2,252	100.0%	19,483	100.0%
Private wage and salary workers	1,551	68.9%	13,992	71.8%
Government workers	262	11.6%	2,452	12.6%
Self-employed in own not incorporated business workers	439	19.5%	2,981	15.3%
Unpaid family workers	0	0.0%	58	0.3%

Source: U.S. Census, American Community Survey (5-year estimates 2010-2014)

### **Workforce And Work Place Locations**

As of 2014, 88.7% of working Camden residents are employed in Knox County, 46.7% work within Camden. In 2000, 84.4% of Camden residents worked in Knox County; of those 47.3% worked within Camden. Most Camden commuters (73.7%) drove to work alone. About 13.5% of Camden residents worked at home, while 6.7% walked to work. A small percent (3.6%) commute via carpool. Detailed tables are in the Appendix.

Average travel times are shorter for Camden workers than for Knox County and the State. Camden workers commute for only 14.5 minutes—4 minutes less than the average commute in Knox County and 9 minutes less than the State average.

### **Camden And Knox County Employers**

The next table shows a 2016 partial listing of Camden businesses that employ 20 or more full or part-time persons each. Some businesses are seasonal and employ seasonal workers in addition to those who work year round.

Name	Address	Sector
Allen Agency	34 Elm St	Insurance
Camden Harbour Inn	83 Bay View St	Hotels, motels
Camden Hills Vila	51 Mechanic St	Assisted Living Residential Care
Camden National Bank Corp	2 Elm St	Financial
Camden Snow Bowl Ski Area, Camden Rec Dept.	20 Barnstown Rd	Skiing center, Parks
Camden-Rockport Middle School	34 Knowlton St	Schools

Coastal Opportunities	35 Limerock St	Recycling Center
Cuzzy's	21 Bay View St	Restaurant
Five Towns Maine School Admin District	7 Lions Ln	Schools
French & Brawn Marketplace	1 Elm St	Grocery
Hannaford Supermarket	145 Elm St	Grocery
Jaret & Cohn Property Service	73 Elm St	Real Estate
Lord Camden Inn	24 Main St	Hotels, motels
Maine Coast Construction	107 Elm St	Construction, property management
Marriner's Restaurant	35 Main St	Restaurant
Megunticook Market	2 Gould St	Grocery
Peter Ott's	16 Bay View St	Restaurant
Quarry Hill Health, Quarry Hill Retirement, Terraces	30 Community Dr.	Social Services
Rankin Hardware & Building	30 Union St	Hardware store
Reny's Department Store	83 Elm St	Department Store
Sierra Peaks-Tibbetts Corp	5 Colcord Ave	Electronics
Smoke Stack Grill	43 Mechanic St	Restaurant
Waterfront	45 Bay View St	Restaurant
Watershed School	32 Washington St	Schools
Lyman Morse at Wayfarer	59 Sea St	Marina, boat yard
Windward Gardens	105 Mechanic St	Assisted Living Residential Care

Source: Maine Dept. of Labor, Infogroup

For those living in Camden and commuting elsewhere to work, there are varied opportunities within Knox County. The next table lists the 25 largest employers in Knox County ranked by the number of employees. According to the Maine Department of Labor, only the Penobscot Bay Medical Center employs between 501 and 1,000 employees. All other firms in Knox County employ fewer than 500 people each.

**Top 25 Private Employers In Knox County by Average Monthly Employment (1st Quarter 2016)**

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

**Top 25 Private Employers In Knox County by Average Monthly Employment (1st Quarter 2016)**

13	FMC Corporation	All other miscellaneous food manufacturing
14	Lowes Home Centers LLC	Home centers
15	Home Depot USA Inc	Home centers
16	Maine Behavioral Healthcare	Outpatient mental health centers
17	Shaws Supermarkets Inc	Supermarkets and other grocery stores
18	Coastal Opportunities Inc	Vocational rehabilitation services
19	Kno-Wal-Lin Home & Hospice Inc	Home health care services
20	Linda Beans Perfect Maine	Full-service restaurants
21	Lie-Nielsen Toolworks Inc	Saw blade and hand tool manufacturing
22	Dragon Products Company LLC	Ready-mix concrete manufacturing
23	Windward Gardens	Nursing care facilities, skilled nursing
24	McDonald's	Limited-service restaurants
25	Penobscot Bay Physicians & Association	Offices of physicians, except mental health

Source: Maine Department of Labor

The medical sector provides a significant amount of employment in low, moderate and high wage positions. Given the forecast aging of the region's population, this sector is likely to continue growing regardless of the overall condition of the State or national economy. Tourism-related activities also support many businesses.

## RECOMMENDATIONS, QUESTIONS & STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

### Tourism

1. Is there concern that Camden's tourism industry is proportionally too large relative to other employment sectors? If so, how can these be addressed? (Town Planner, Camden Area Business Group, CEDAC, Community Development Director, Downtown Network Board);

### Business Development

2. If Camden had the will and resources to do three things for the town to create 250 year 'round well-paying jobs, what would those three things be – prioritize them from most likely to succeed to least likely. (Select Board, CEDAC, Downtown Network Board, Community Development Director);
3. Can specific employment sectors be nominated as desirable for the Town? How could these sectors best be recruited to locate here? (Community Development Director, Town Planner, Select Board, CEDAC, Town Manager, Downtown Network Board);
4. The Camden Conference, PopTech, and CIFF have been successful Camden enterprises that contribute to the local economy. Are there ways that these entities

could encourage business start-ups here as part of their program? (Town Planner, Community Development Director, CEDAC, Town Manager);

5. At one time, 2013-2015, the Knox Mill provided inexpensive space for incubator businesses. Should the Town find similar accommodations for start-up businesses? (Town Planner, Community Development Director, CEDAC, Town Manager);
6. The Town should promote Camden's unique assets of the historic village, its harbor, and surrounding hillsides and mountains that provide recreational opportunities year-round, supporting the local economy, attract visitors and new residents. See the Recreation Chapter 13. (CEDAC, Community Development Director, Chamber of Commerce, Downtown Network Board);
7. Track and evaluate the "State of the Camden economy" on an ongoing basis and report to the Select Board annually on actions that could be taken to improve Camden's business climate and investment. (Community Development Director, Economic Development Committee, Town Manager, Select Board);

### **Regulation**

8. The Town should strive to promote economic and demographic diversity through Zoning Ordinance amendments with a focus on enhancing and strengthening the year round business environment. (Select Board, Planning Board, CEDAC, Community Development Director, Town Planner);
9. Periodically review the site plan review ordinance to evaluate whether the performance standards are sufficiently flexible to adapt to changing commercial needs. (Town Planner, CEDAC, Community Development Director, Planning Board);
10. Continue to monitor the sharing economy's impact on commercial lodging and other industries. The Town should be prepared to consider changes in regulations and ordinances if needed to offset illegal business operations. (Town Planner, Planning Board, Select Board, B & B Association, Community Development Director);

### **Workforce**

11. Work with Midcoast School of Technology (MCST) and local employers so that MCST offers a curriculum that serves the needs of the local employers. (Select Board, School Board, Downtown Network Board);

### **Planning**

12. Participate in any regional economic development planning efforts that are relevant to improving the economic health of Camden. (Community Development Director, Town Planner);
13. Consider regionalizing services such as Police, Fire, Public Works and the Snow Bowl to save operating costs for the Town. Estimate the cost savings from

regionalization. (Town Manager, Finance Director, Select Board, Community Development Director);

14. For success in attracting any business, Camden must provide infrastructure such as increased access to high speed Internet and expanded three-phase power—to support business. Continual review and implementation of this is essential. (Select Board, Town Manager, Community Development Director);
15. Thoroughly explore possibility of using the Town owned gravel pit on Sagamore Farm Road for a business park. (Select Board, Planning Board, Planning Director).

## CHAPTER 4 DOWNTOWN

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*“There is no finer creation than the New England village. It is testament to the livable community—a community of neighborhoods, churches, shops and town halls. It is testament too, to the countryside that surrounds it. The contrast between village and countryside in Maine is as crisp as a fresh apple, picked on a fine fall day. We savor both.”*

Gov. Angus King, “The Cost of Sprawl,” a report by the State Planning Office, 1997.

### CAMDEN’S DOWNTOWN: A VISION FOR THE FUTURE

*“In order to maintain a thriving, dynamic community, a downtown must contain business, social, cultural and recreational activities that encourage informal interactions and connections among its citizens. The encouragement of a year-round business district is the best strategy to maintain the economic health of the Town, and to create a core where the human dynamics of daily living find variety, interest, and a sense of shared community. A thriving downtown preserves a sense of place and promotes the economic well-being of its residents.”*

This goal statement is contained in the "Strategic Plan" dated December 11, 1996 as developed by the Downtown Camden Committee and introduced the Downtown Chapter of the 2005 Comprehensive Plan.

Since that time, the municipality has completed a number of reports, plans and initiatives, which further support this vision of Camden’s downtown, now and into the foreseeable future. For a list of those reports, please reference Chapter 20, Planning and Community Development. Copies of these plans are available at the Town office or can be found on the town’s website.

The Downtown Master Plan, dated April 11, 2012 was developed by the Downtown Master Plan Work Group, comprised of citizens, businesses, elected officials, Town staff, and the consulting team led by Lachman Architects & Planners. The intent of that document was to provide a cohesive strategy to build on the prior reports and studies. The following excerpt is from that Plan:

“This Downtown Master Plan is a ‘capstone’ to previous studies that accomplishes the following:

- Integrates the Past – builds on previous reports and studies by coordinating concepts into a single comprehensive document;
- Integrates Present Economic Considerations with Physical Conditions;
- Sets the stage for the Future – a road map for the future based on past recommendations, current analysis and future trends.”



## THE IMPORTANCE OF STRONG DOWNTOWNS

- A vibrant downtown is a symbol of community economic health, local quality of life, pride, and community history;
- A vital downtown retains and creates jobs, which also means a stronger tax base;
- A strong downtown is a good incubator for new small businesses -- the building blocks of a healthy economy;
- An efficient, vital downtown area concentrates services such as retail, restaurants, professional services, institutions, library and schools in one area and uses community resources such as infrastructure, tax dollars and land wisely;
- A healthy downtown core protects property values in surrounding residential neighborhoods as well as the town as a whole;
- A traditional commercial district is an ideal location for independent businesses, which in turn:
  - Keep profits in town;
  - Support local families with family-owned businesses;
  - Support local community projects;
  - Provide a stable economic foundation with strong ties to the community;
  - Provide convenient services and products to residents and businesses within the community;
  - Provide walk-able connections to services for residents, businesses, and visitors;
  - Increase the community's options for goods and services: whether for basic staples, like clothing, food and professional services or less traditional functions such as housing, entertainment and tourism;
- A vigorous downtown has a strong culture of mixed uses (i.e. business and residential) which strengths a livable, workable, walk-able, sustainable community;
- An engaged downtown provides an important civic forum, where members of the community can congregate. Parades, special events and celebrations held there reinforce the intangible sense of community;
- An attractive downtown contains a base of historic commercial buildings which reflects a community's unique heritage and create a sense of place;
- A well designed downtown can become a tourist attraction by virtue of the character of buildings, location, selection of unique businesses and a variety of events held there.

## A HISTORY OF AMERICA'S DOWNTOWNS

Before World War II, downtowns were a community's primary commercial hub. Downtown buildings usually had several tenants—typically a ground-floor retailer and, frequently, several upper-floor offices or apartments. Together these tenants provided enough rent for property owners to keep their buildings in good condition and the foot traffic necessary to help sustain downtown businesses throughout the day. The presence of a post office, library, banks and local government offices added to the steady flow of people downtown. Not only was the downtown the center of the community's commercial life, it was an important part of its social life. People thronged the streets on Saturday nights to meet friends, see a movie and window-shop.

Over time, many of America's downtowns changed drastically under the influences and stresses of a more mobile society. In many areas of the country the creation of the interstate highway system and the growth of suburban communities transformed the ways in which Americans lived, worked and spent leisure time. With improved transportation routes, people found it easier to travel longer distances to work or shop. Roads that once connected neighborhoods to downtown now carried residents to outlying shopping strips and regional malls. Downtown businesses closed or moved to the mall, shoppers dwindled, property values decreased and sales tax revenues dropped. Some downtowns have sunk under the weight of these challenges.

## REVIVING SERVICE CENTERS REPORT

Camden was identified by the Maine State Planning Office as one of 69 "service center" communities, in the "*Reviving Service Centers*" report of the Task Force on Regional Center Communities, dated September 1998. This designation was reaffirmed in January 2013, with Camden being named one of 71 service center communities. Service center communities account for 75% of the State's jobs, 84% of its taxable retail sales, and a majority of its social services. In Maine, services center communities act like cities but don't always look like them. They are job centers, which import workers; they are retail centers with sales exceeding the needs of the local population; and they offer an array of social, cultural, health and financial services to the surrounding region. There is renewed interest in this set of cities and towns because, while Maine is a rural State, it is dependent on urban places for economic and social resources. In many parts of Maine, the vitality of these places is seeping away, led by the flight of middle-income families to the countryside.

A policy direction of the State is to stem the decline of service centers and to make them strong and appealing communities. The "Reviving Service Centers" report identifies the characteristics of a vital, healthy service center as having:

- **Growth**, with population on the rise and middle income people choosing to live there;
- **Signs of a vibrant economy**, with jobs increasing, retail sales holding their own, and a property tax level which is sufficient to support public services without claiming too much of an average household's income;
- **Infrastructure that is in good shape** with varied-price housing stock and up-to-date public sewer, water and waste management and telecommunications services, and modes of transportation standards and a good transportation network, with multiple modes of travel to the region. Moving forward, the community will need to keep an eye on availability of workforce housing and stay on top of technology demands to ensure that the developing needs of today's businesses are being met;
- **A strong sense of well-being**, based on a safety, quality of life and living standards, pride of place, and a wide range of cultural, educational, and recreational resources provides a solid base for engaged citizens who participate in the many aspects of keeping the community vital and sustainable – with an eye to the past, the present, and the future of the town...

Camden has maintained economic health, good infrastructure, and a very strong sense of well-being. However, these characteristics cannot be taken for granted, and the community must be aware of the factors of decline to avoid any future weakness in its viability and vitality. Maine's economic outlook, as a whole, is not considered to be strong if the current trend of an aging and diminishing population continues. Camden is not immune to these challenges. Populations of both Camden and neighboring Rockport have declined between the 2000 and 2010 census (See Chapter 2, Population).

### **NATIONAL MAIN STREET PROGRAM**

The concept of livable communities is also addressed in the National Main Street Center's program. That program makes the point that "downtown revitalization doesn't just take place downtown, it also occurs on the outskirts of the community and throughout the region—wherever community leaders, investors and developers make decisions on fiscal priorities and land-use patterns that ultimately affect the fate—and prosperity—of the downtown and the livability of the community."

Camden applied for and was selected as a Downtown Network Community in June of 2012. The Downtown Network Board continues to work closely with the town leadership, the Community Development Director, the Community Economic Development Advisory Committee (CEDAC), and the Camden Area Business Group (CABG) to strengthen the long-term sustainability of our downtown.

Camden's Downtown Network Board continues to evolve as of the writing of this report. Four Teams have been formed that mirror the recommendations of the National Main Street Program, including the Economic Vitality, Design, Promotions and Organization.

### **THE IMPORTANCE OF ARTS AND CULTURE IN BUILDING COMMUNITY**

A 2006 report by the Brookings Institute, "Charting Maine's Future," pointed to the importance of arts and culture in building a sustainable future economy for the state of Maine. In a subsequent report entitled "Uniting the Built & Natural Environment" by the American Society of Landscape Architects (Why Public Art is Important, Jared Green, 10/15/12), it is noted that:

"Community art can also create attachment to one's community. Studies have looked at the economic development benefits of art, but only just recently have there been wider examinations of the effect of art on a community's sense of place."

The report further states that:

"Public art occupies a unique position within the art world. In comparison with big-name gallery shows, public art is often 'under appreciated' much like landscape architecture is. But there is lots to applaud: It's free. There are no tickets. People don't have to dress up. You can view it alone or in groups. It's open to everyone."

To date, Camden has not had a stated public policy on the importance of arts and culture in the community or, more specifically, a policy on public art. Camden is a community which highly values its sense of place as well as its rich cultural history, and it would provide an excellent canvas for the future display of public art. As we implement this

Comprehensive Plan, incorporating the intent of the Downtown Master Plan, a Riverwalk, and a new design for the Public Landing, it would be an excellent time to incorporate policies which give further support to and sustain the arts and culture in our community.

## RECOMMENDATIONS, QUESTIONS AND STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, boards and committees and groups responsible for monitoring and evaluating these issues.

Ensuring the Town's vision for a vibrant, year-round community that supports a strong downtown which serves our residents, our businesses, and the many visitors who enjoy our numerous assets, there are actions, which must be carefully considered as we look to the future. To that end we must shepherd the Downtown so that it remains as the core location of our community life:

1. Strengthen, support and retain the magnets and anchors that are vital to the downtown, such as the Town Office, Opera House, Library, Post Office, Banks, the retailers, churches and schools;
2. Attract new magnet businesses;
3. Strengthen, retain, and attract conferences and events, especially during shoulder and off-season. Current events include but are not limited to:
  - PopTech!
  - Camden Conference
  - Camden International Film Festival
  - Windjammer Festival
  - WinterFest and the National Toboggan Championships
  - Harbor Park Arts and Books Fair
  - Mini Maker Fair
 (CEDAC, CABG, the Network Board, the Planning Board, Community Development Director);
4. Insure that maintaining and improving the Downtown's infrastructure—its sidewalks, public landing, streetlights, bridges, and parking areas remains a community priority. (Select Board, Director of Public Works, Budget Committee, Town Manager, CEDAC, Downtown Design Team);
5. Support the Opera House, Public Library, and important green spaces such as Harbor Park, the Library Amphitheatre and Village Green through community programming and alternative funding mechanisms. (Select Board, Conservation Commission, Opera House Committee, Camden Library Board, Camden Garden Club, The Camden Downtown Network Board, CABG, CEDAC);
6. As Camden looks to either the renovation or rebuilding of the Middle School, town committees and municipal government should work closely together to support and encourage its physical and programmatic connections to the larger community as a

downtown, walk-able, publicly owned building. (Downtown Network Board, CEDAC, School Board, Planning Board and Select Board);

7. Reinstate the Parking Committee to address parking challenges for both short and long term parking on streets, the town landing, municipally owned properties, and the parking currently made available through public/private partnerships. (Downtown Network Board, Community Development Director, Select Board, Town Planner);
8. Work with downtown property owners and consider changes to zoning regulations to encourage the use of second and third story floors for office and residential spaces to further economic sustainability. (Downtown Network Board, CEDAC, Planning Board, Planning Director, Community Development Director);
9. Strive for a strong base of year-round businesses that provide products and services to residents, business, and tourists alike. (Community Development Director, Chamber of Commerce, Downtown Network Board, CEDAC);
10. Encourage the use of landscape materials (trees, shrubs, etc.) to enhance community livability. (Conservation Commission, Camden Garden Club, Downtown Network Board, Parks and Recreation Committee);
11. Work with residents and businesses to encourage appropriately expanded uses of town-owned property around the harbor for public use and recreation. (Parks and Recreation Committee, Community Development Director, Select Board, Downtown Network Board);
12. Explore new technology as a vehicle for increasing the economic and cultural vitality of the downtown while respecting space limitations. (Community Development Director, CEDAC, Downtown Network Board, Town Manager);
13. Develop an Arts and Cultural Plan for the town, providing a pathway to supporting the arts and increasing public arts and cultural displays. (Community Development Director, Pathways Committee, CEDAC, Downtown Network Board, Planning Board, Parks and Recreation Committee, Camden Library Board);
14. Continue to develop the National Main Street program model. (Community Development Director, CEDAC, CABG, Downtown Network Board).

## CHAPTER 5 NATURAL RESOURCES

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*"All I could see from where I stood  
Was three long mountains and a wood;  
I turned and looked another way,  
And saw three islands in a bay...."*

Edna St. Vincent Millay, then 18 years old and standing at the summit of Mt. Battie, captured Camden's natural form in the first stanza of her poem, "Renascence".

It is the meeting of woods, mountains and sea that gives Camden its spectacular natural identity. Nature's blessings have rendered Camden one of Maine's most celebrated towns, have provided the economic base upon which the Town depends; have brought the Town renown as a place where people want to vacation, sail, retire or to come to establish businesses.

### GEOLOGIC HISTORY

How did Camden come to be the place "Where the Mountains Meet the Sea"? The processes that shaped its land mass began in early geologic time. Over the millennia the rugged topography was modified by wind, rain, and erosion. More recently, glaciers sculpted and re-sculpted the landscape. Glaciers both destroy and build as they move. Mountains like Megunticook, Bald, and Battie survived, though their steep southern faces are evidence of the glacier's passage.

The glacier was of such tremendous weight that it depressed the level of the land, in some cases below sea level. When it receded, the sea covered much of coastal Maine, including Camden. Once free of the weight of the glacier, the land slowly rebounded, again rising above sea level. But along the mid-coast many valleys that had been carved by the glacier remained flooded. The largest of the flooded valleys is Penobscot Bay, of which Camden Harbor is an indentation.

### SOILS ASSOCIATIONS

Camden's three major soil associations are a direct product of its geologic history. A "soil association" has a distinct pattern of soil types, topography, drainage, and each association forms a unique natural landscape. The descriptions of each type will be found in the Appendix.

### TOPOGRAPHY

Camden's topography is important for reasons other than the spectacular landscape it represents and the vista it affords. It has shaped the Town's pattern of settlement; affects the daily delivery of public services and defines the town's entire drainage system. Several elevations are of particular importance:

- From sea level to elevations between 18 and 33 feet are coastal flood plains and wave velocity zones regulated under the Federal Flood Insurance Program;
- From elevation 20 feet to 200 feet— north and south along Route 1, and east and west in the Megunticook River valley— are located the great majority of the Town's older residences and businesses;
- Elevation 200 feet is the present limit above which it is not possible, to provide water flows for fire protection without pumping or installing a new standpipe at a higher elevation. Subdivision activity continues to spread above this elevation;
- Elevation 500 feet and above is considered by Camden's present zoning ordinance to be a "high elevation area." To protect the visual landscape, development in high elevation areas is restricted;
- Above 500 feet, slopes typically are steep, or where steep slopes must be crossed to access flatter land. There is more to protect in the high elevation zone than the "visual landscape."

The Maine Natural Areas Program can provide ecological values information through its Beginning with Habitat Program. The program includes information about the specific locations within Camden of rare plants and animals and other important habitats so they can be protected and preserved.

## WATERSHEDS

The topography divides the Town into three major watersheds, each of which has two or more minor watersheds within them. (A "watershed" or "drainage basin" is the area of land within which all water falling on the land ultimately drains to a single point. A "watershed boundary" is the ridge of land that separates one watershed from another.) These major watersheds are, from south to north:

- The Goose River watershed, shared with Rockport. This watershed includes two minor watersheds: the Hosmer Pond watershed and the Lower Goose River watershed;
- The Megunticook watershed, shared with Lincolnville and Hope, includes two minor watersheds: the Megunticook Lake watershed and the Megunticook River watershed. The Maine Water Company owns the rights to draw water from the Megunticook watershed to provide public water supplies;
- The Coastal watershed northeast of downtown Camden drains directly to Penobscot Bay by way of several small streams. This watershed includes the minor watershed of Spring Brook, plus those of other coastal streams.

## PROTECTING THE WATERSHED ENVIRONMENT

The land use activity within a given watershed will have natural resource impacts principally within that watershed and prevention of erosion resulting from these activities is crucial to the water quality of the watershed. Every time rain falls or snow melts pollutants such as soil, pet waste, oils and heavy metals are carried through the watershed, as opposed to coming from a single point. Land use activities including construction of roads, parking lots and buildings; farming; and timber harvesting are all potential nonpoint pollution sources that can cause or contribute to water quality problems.

While it is well known that pesticides, sewage, refuse, and chemical wastes of industry threaten the quality of our ground and surface water, it is less well known that phosphorus poses a significant threat to water quality.

Phosphorous is found in soil and is held in place by vegetation. When vegetation is removed for house or road construction, surface runoff increases, which transports phosphorus along with eroded soils into lakes, streams, and coastal inlets. If that amount of phosphorus becomes too great, it will act as a fertilizer and cause algae to thrive. With increased levels of algae, the oxygen in a water body, especially in the bottom waters of lakes, is exhausted by bacterial decomposition. Trout and salmon along with other animal life, which live in the colder bottom waters of many lakes, suffocate as oxygen becomes depleted. The decay of algae also generates obnoxious odor and taste. Most fish, plants, and wildlife of lake ecosystems are endangered in this process. In lakes used for drinking water supply, these conditions make water treatment difficult and expensive.

### **Controlling Phosphorus**

**Buffers:** Buffer strips of forest between developed areas and water bodies appear to reduce phosphorus runoff. Forests with a healthy canopy and ground layer of humus export the least amount of phosphorus of any type of land use. The effectiveness of the buffer depends on its width, the integrity of the canopy and undergrowth, slope of the land and soil type. When the canopy is disturbed or removed, more precipitation reaches the forest floor and runs off, carrying more phosphorus to nearby surface waters. When the canopy or any other vegetation is removed in buffer areas, the buffering effect is lowered.

**Farming Practices:** Farming activities like cultivating for row crops, fertilizing crops and pasturelands, and improper storage or use of manure can also increase phosphorus export when farmers don't follow accepted best management practices. When farmland is lost to development or other uses, the opportunity should be taken to create forested or vegetated buffer strips in areas adjacent to shoreland. Shoreland Zoning ordinances provide for the protection of undisturbed areas adjacent to perennial streams, lakeshores, and other sensitive areas by requiring buffers, and farming in these areas should be monitored.

**Timber Harvesting:** Timber harvesting operations typically disturb the soil, subjecting it to erosion. Erosion is also exacerbated by the loss of root systems once holding soils in place; the eroded soils carry phosphorus to surface waters. Timber harvesting became highly regulated in the past decade because of damage being caused to streams by logging equipment resulting in the erosion of streams and banks and siltation. Shoreland Zoning Ordinances require that the same "best management practices" required of wood harvesters apply to anyone clearing undergrowth or cutting wood close to protected shorelines.

**Public Facilities:** The provision or improvements of public facilities such as roads, water, sewer, schools and recreational facilities in a watershed generally will attract new housing and business. Thus such expansion of public facilities can be planned in non-stress areas of town in order to draw pressure away from a phosphorus-stressed watershed and lake.

**Road Construction:** A major contributor of sediment and phosphorus to lakes is the existing road and drainage system in the watershed. Roads and associated drainage networks can act as direct conduits channeling phosphorus from distant watershed areas to the lake or its tributaries. Controlling phosphorus transport to lakes from roadways and ditches relies on three major management practices: (1) buffer areas down slope of roads including ditch turnouts into these buffers; (2) erosion control in ditches; and (3) proper



road ditch maintenance. The simplest method of managing phosphorus export from roadways entails planting or preserving a forested buffer area down slope of the road.

Phosphorus control measures should be considered throughout road construction in watersheds in particular. Appropriate seasonal time of construction is important to avoid excessive amounts of runoff during the high flows offspring, and standards can be applied as part of a Road Standards Ordinance or as part of an Erosion and Sediment Control Ordinance.

Because of their importance, each watershed will be addressed in the remainder of this chapter. A map of the watersheds within Camden is in the Appendix.

## **GOOSE RIVER WATERSHED**

### **Overview**

The Goose River rises at Ragged Mountain in Camden. It drains the southern portion of Camden and the northern portion of Rockport before discharging to Rockport Harbor. In Camden, the watershed divide runs from the peaks of Ragged and Bald Mountains, through the center of Melvin Heights, down John Street.

### **Surface water resources**

The Goose River watershed contains three important water bodies:

1. The river itself, which is classified as a Class B waterway, i.e., suitable for fishing, swimming, and water supply after treatment.
2. Hosmer Pond, which is the "sink" for the drainage off the northeast face of Ragged Mountain and the southwest face of Bald Mountain, has a surface area of 54 acres. It is a relatively shallow pond, with a maximum depth of 16 feet and an average depth of 8.5 feet. Its water quality is considered by Maine DEP to be good and well oxygenated, but it is considered a "moderately productive" pond, because algal blooms might be expected. Hosmer Pond has a high flushing rate (nearly seven times a year), which results in shorter water residence times. Residents of the pond are concerned about pollution from vehicles on the pond in the winter.
3. Lily Pond is located in Rockport at the Rockport-Camden town line. It has a surface area of 30 acres, with a maximum depth of 24 feet and an average depth of 11.2 feet. The pond is very productive. Transparency is far below average for Maine lakes and ponds, and there are algal blooms. Oxygen is depleted below 9 or 10 feet in depth. Phosphorus loadings are very high.

### **Wetlands**

The National Wetlands Inventory has identified approximately 20 wetlands that are wholly or partially within Camden's portion of the Goose River watershed, which need to remain protected. This is the greatest concentration of wetlands in Camden.

### **Special Natural Areas**

- An area on Bald Mountain, which hosts exemplary Oak-Pine Woodland, an exemplary Low Summit Bald, and the rare plant smooth sandwort;
- An area on Ragged Mountain which hosts an exemplary Rocky Summit Heath and the rare plant smooth sandwort, two deer wintering areas, one on Ragged Mountain and the other on the south slope of Bald Mountain.

## **Land use**

The most intensive and visible land use in this watershed is the Camden Snow Bowl ski area on the northeast face of Ragged Mountain. Just below these slopes, around Hosmer Pond, are a number of year-round and seasonal homes. For most of the length of Hosmer Pond Road and John Street, which run the length of the watershed, residential development is scattered and of low density.

In spite of residential development there are still large, vacant tracts of land that lie within the watershed between Hosmer Pond and Melvin Heights roads where agricultural activities continue and two parcels are "tree growth" forestland.

## **MEGUNTICOOK WATERSHED**

### **Overview**

The Megunticook watershed is comprised of a series of ponds and streams that rise in Hope, Union, and Lincolnville, flow into Megunticook Lake and subsequently to the Megunticook River en route to Camden Harbor. The watershed is relatively large by coastal stream standards, and the majority of it lies upstream of Camden. Within Camden, it is by far the largest of the three major watersheds. It drains the entire area between Bald Mountain and Mount Megunticook and the whole Megunticook River valley down to Camden Harbor. This constitutes the full central portion of Camden, and perhaps half of the Town's land area.

### **Surface Water Resources**

Within Camden, the watershed's principal water bodies are the southern basin of Megunticook Lake (the northern basin is in Lincolnville) and the Megunticook River. Megunticook Lake has a unique, irregular shape in which the north basin is divided from the south basin by a point of land called Fernald's Neck. Its total surface area is 1,220 acres, with a maximum depth of 64 feet and an average depth of 20 feet. The lake has areas of heavy cottage development, including along the southeastern shore of the south basin.

In the past, poor agriculture practices and failing septic systems has resulted in pollutants (nutrients) running off the land. At present, water quality is generally good, and the lake's productivity is low to moderate, but the lake is considered by Maine DEP to be "at risk." The lake is managed for brown trout and brook trout. It also is a potential source of public water supply for The Maine Water Company. The Megunticook Lake Association plays an important role in monitoring lake activities and water quality.

Megunticook River is a Class B water body that flows out of the south basin, between dams at Molyneaux Road and Mount Battie Street, through the built-up neighborhoods in the center of Town, through downtown and finally into Camden Harbor. In years past, the river supported industrial mills and activity, and it is an integral part of the Town's history and landscape. The river is still used today to generate electrical power.

### **Special natural areas**

- Essential habitat for bald eagles on Crane Island;
- Deer wintering areas on the east slope of Mount Megunticook, Fernald's Neck, Pleasant Ridge, west side of Cobb Road and near Bog Bridge;
- An area at Bald Mountain, which hosts the rare plant smooth sandwort;

- Several agricultural parcels, including working farms along Melvin Heights, and Hodgman Roads and active farms on Howe Hill Road;
- Megunticook Lake;
- An area of Mount Megunticook and Mount Battie, which is an exemplary Low Elevation Bald;
- An important geological feature on Mount Battie: an exposed, thinly laminated metaquartzite that displays cross bedding and lamination;
- An area at Millerite Ledges, which is an exemplary Birch – Oak Talus Woodland; Fernald’s Neck;
- Climbing cliffs on Mount Megunticook;
- The waterfall into Camden Harbor.

### **Land Use**

The great majority of Camden's urban development is contained within the Megunticook River portion of the watershed. Historically, the river valley, down to Camden Harbor, was both the source of power for industrial development in Camden and offered a relatively flat and developable coastal plain for homes and other activities. The Town's downtown commercial core and first neighborhoods were established in this area, and the Town's principal roadways radiate out from downtown.

There are five evident patterns of land use in the Megunticook watershed:

1. The urban center, which contains downtown and moderately dense, established residential neighborhoods;
2. Subdivisions in the river valley;
3. Lakefront residential development, now trending from seasonal to more year-round occupancy;
4. The western slopes of Camden Hills State Park;
5. Conservation and outdoor recreation land comprised of the Town of Camden's "Lands End" park and Coastal Mountains Land Trust's Fernald's Neck Preserve.

Significant parts of the watershed are in public or protected ownership, which limits future development, including a portion of Fernald's Neck in Megunticook Lake and much of the steep slope area above Route 52 (part of Camden Hills State Park).

## **COASTAL WATERSHED**

### **Overview**

The coastal watershed is bound by Camden Harbor and Penobscot Bay to the east and then north face of Mount Megunticook to the west.

### **Surface water resources**

The coastal watershed contains three prominent water bodies:

1. Camden Harbor, including both the inner and outer harbor;
2. Spring Brook, a coastal stream that drains the eastern side of Mount Megunticook, crosses Route One, and discharges to the Atlantic Ocean near Spring Brook Hill Road;

3. The Atlantic Ocean to which a variety of small streams discharge directly.

### **Wetlands**

The National Wetlands Inventory has identified approximately 75 inland wetlands and 15 - 20 intertidal wetlands. Four of those wetlands are more than ten acres in size and are protected by shore land zoning.

### **Special natural areas**

- Camden Harbor and coastline: The Penobscot Bay Conservation Plan (Maine State Planning Office, March 1987) rated the Harbor and entirety of Camden's coastline as a wildlife habitat of local significance. Marine wildlife include, at different times of the year: osprey nests, black ducks, goldeneye/buffleheads, mergansers, long-tailed ducks, loons, gulls, eiders, bald eagles, Canada geese, great blue heron, spotted sandpipers, cormorants, wood ducks, harbor seals, grebes, mink, otters, beaver and wild turkey. According to the State guidelines, development activity is acceptable near an area of local significance for coastal wildlife, provided that it does not alter the structure and function of the resident biological community. A land use and wildlife conservation plan is urged for the area;
- The Maine Natural Areas Program has identified an area containing an old growth northern red oak/American beech forest stand located on the slope of Mount Megunticook;
- An area of Mount Battie, which is considered an exemplary Low Elevation Bald;
- An area of Mount Megunticook, which is considered an exemplary Oak–Northern Hardwoods Forest;
- Curtis Island.

### **Land use**

The land use of Coastal Watershed is a mix of commercial and residential uses with the highest concentration of businesses along the inner harbor. Camden can be divided into four parts:

1. Camden Harbor is developed, from Bay View Street on the south to Sea Street on the north, and including the boating activity in the harbor itself;
2. Heading out of downtown, northward on High Street (Route One), is a nearly one-mile stretch of historic buildings and properties that the Department of the Interior has designated that as a National Historic District.
3. A similar concentration of historic houses has been designated along Chestnut and Bay View Streets;
4. Much of the northern reach of the watershed is contained within the Camden Hills State Park.

## **FARMS, WOODLANDS AND OPEN SPACE**

Camden's agricultural and forest resources add a significant dimension to the quality of life experienced by residents and visitors alike. The rural character that farms, fields and woodlands create is highly valued as evidenced by the protections offered to these natural resources in the Rural Districts in Camden's ordinances, and by the charge to Camden's

Conservation Commission to encourage continued use of the land within the town of Camden for agriculture.

### **Farmland**

Camden is the fortunate recipient of the good stewardship practiced by the owners of much of the Town's prime farmland. Although the land has not been in active farming for many years, the capacity to make it productive again has been preserved because these owners kept fields open and available for future farming efforts. In the first few years of this decade, some of these old farms have been taken over by the new generation of farmers that is rejuvenating Maine's agricultural heritage in areas all over the State. Driven by the increasing demand for locally grown food produced in a sustainable manner, their efforts are in part made possible by the Maine Farmland Trust's mission to keep Maine farmlands affordable by ensuring that they remain in farming.

In 2012 the Maine Farmland Trust and the Maine Coast Heritage Trust purchased the Rokes Farm and protected it from future development – something citizens of the Town said they hoped would happen since the turn of the century.

Roadside forested lands continue to be converted into house lots, and much of the large expanses of forested mountainsides on the edges of Camden have been conserved by the Coastal Mountains Land Trust or are part of the Camden Hills State Park. Trails on some of these preserved lands are accessible to the public for recreational uses like walking, hiking and cross-country skiing, but the traditional use of harvesting wood is no longer permitted in many instances.

### **The Community Forest**

The Camden Conservation Commission and Camden's Tree Warden have established a variety of means to protect and increase Camden's Community Forest. Camden's Shade Tree Ordinance establishes the Tree Warden as an appointed Town official with jurisdiction for the care and control of all trees. The Conservation Commission is charged with advising and assisting the Tree warden in the implementation of this work. Street tree inventories are in place and Federal, State and private grants have been received and used to fund street-tree planting programs and to manage Camden's community forest.

### **Open Space**

Open space can be defined as an area left to its natural state, whether forest or field. Cleared land, even if undeveloped, is not as effective a phosphorus control as forested land.

Whether forested or cleared, open space is still a better phosphorus control than roads, roofs, or lawns. In watersheds of lakes that are highly vulnerable, some reversion of cleared open space to forested land may be desirable. An Open Space Preservation Ordinance can address the need for open space to serve as an effective phosphorus buffer in the watershed.

Land conservation and the public benefits derived from it have been a strong theme in Camden's history, beginning most prominently with the establishment of Camden Hills State Park, the Ragged Mountain Recreation Area, and Harbor Park and Amphitheatre during the 1930's. That theme has continued into the 21<sup>st</sup> century as the community continues to support efforts to sustain the character of Camden.

Since the late 1980's land conservation actions have been provided by several non-profit conservation land trusts. These land trusts work cooperatively with land owners to protect the ecological, scenic, water, agricultural, forestry, and outdoor recreation resources that make Camden such a wonderful place to live and visit.

## **ENERGY SUSTAINABILITY**

If current trends continue, average temperatures in Camden could rise another 3.5-4° F by 2054 (according to the 2015 report Maine's Climate Future). Warmer temperatures will extend the growing season but cause ecological disruptions and hasten the spread of invasive species and pests such as blacklegged ticks (already a significant concern). Camden will likely experience less snowfall, and the number of days when the heat index exceeds 95°F could exceed ten. Climatologists conservatively project a sea-level rise of 2 feet by mid-century, with a potential for 3.3 feet or more. Camden needs to strengthen its resilience to inevitable climate impacts even as it accelerates efforts to reduce greenhouse gas emissions.

## **DARK SKIES**

The brilliance of the stars at night is an important natural resource for residents and visitors alike. It is one of our natural assets that we should protect and enhance. This natural resource is threatened by the excessive use of artificial light; residents experience "light trespass" due to over-lighting by their neighbors' floodlights. Bright glare is a hazard to traffic and pedestrian safety, creating blind spots to which eyes, especially those of the elderly, cannot accommodate adequately.

Minimizing light pollution is not only important for the town's ambiance and quality of life, it is also important in conserving nocturnal wildlife and ecosystems, safeguarding scientific and educational opportunities such as astronomy, protecting human health, increasing visibility, safety and security at night by reducing glare, and preserving cultural heritage and inspiration for the arts. Our hills provide great night sky viewing platforms, which, combined with a commitment to minimal light pollution, can be marketed to enhance our tourism economy. The ability to enjoy the night sky must be supported and conserved by reducing light pollution through better lighting practices.

## **RECOMMENDATIONS, QUESTIONS AND STRATEGIES**

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. In the decade since the 2005 Comprehensive Plan, there have been significant changes in state environmental regulations. The Natural Resource Protection Act provides a permit process that aims to prevent erosion from soil disturbance within 75 feet of a water body or stream. A Storm Water Management Law provides additional protection from development. Any activity within a significant wildlife habitat (such as eagle nesting areas on Crane Island and Curtis Island) requires a

- sign-off by the Department of Inland Fisheries. (Harbor Committee, Conservation Commission, Hosmer Pond Assn., Megunticook Watershed Assn.);
2. The Maine Department of Environmental Protection cannot monitor all activities throughout the state, therefore, the Code Enforcement Officer and the citizens play an important role in the protection of Camden's natural resources, to preserve the quality of the lake, ponds and rivers. (Hosmer Pond Assn., Megunticook Watershed Assn.; Conservation Commission, Code Enforcement Officer, lake wardens);
  3. Fishing, trapping, and hunting continue to be important, traditional recreational pursuits. (Conservation Commission, Parks and Recreation Committee);
  4. Prevention is the key to keeping non-native plants from invading local gardens and open fields. Invading plants can out-compete native species for sunlight, nutrients and space and can change animal habitat by eliminating native foods, altering cover and destroying nesting opportunities. Furthermore, inspection of boat hulls launched from other locales can help prevent the introduction of invasive milfoil in the lake. (Lake warden, lake and pond shoreline residents, Hosmer Pond Assn., Megunticook Watershed Assn.);
  5. Through the efforts of Citizens for a Green Camden, a town policy was established eliminating the use of pesticides on town-owned property. The group received pledges from 26 hospitality businesses to use only safe products on their lawns. Private landowners are also being encouraged not to use pesticides on their property. (Conservation Commission);
  6. The Megunticook Watershed Association acknowledges those who have upgraded their properties by adding buffers, by eliminating pesticides on their land and by putting a curve in their driveway and encourage others who have not to do so. (Megunticook Watershed Assn., Hosmer Pond Assn., Conservation Commission);
  7. Megunticook Watershed Association and Hosmer Pond Association should continue to do regular water testing of Megunticook Lake, Megunticook River, Norton Pond, and Hosmer Pond to determine bacteria levels from April through September and to notifying the Town's Code Enforcement Officer of any dangerous levels. (Megunticook Watershed Assn., Hosmer Pond Assn., Code Enforcement Officer, volunteer testers);
  8. Institute guidelines for environmentally responsible outdoor lighting. Encourage broad adoption of a comprehensive outdoor lighting ordinance that develops outdoor lighting standards that reduce glare, light trespass, and sky glow including rewriting the lighting portion of Site Plan Review. (Planning Board, Code Enforcement Officer, Select Board);
  9. Review the problem of collapsing stone walls along the shore of some properties on Megunticook Lake, and the Megunticook River and make sure there is a window of low lake water level to enable the repairs to be made. (Megunticook Watershed Assn., Dam Committee, Dam Control Agent, Select Board, Inland Harbor Master);
  10. During the next 10 years, Camden should actively promote renewable energy (such as solar and wind power), and increasingly meet municipal energy needs with renewable energy sources. Camden should seek to acquire electric vehicles for

town and school use; conduct energy audits and retrofits on municipal buildings to reduce fossil fuel use; encourage use of local food and energy systems that foster self-sufficiency; and plan for climate adaptation in regards to sea-level rise, heat waves and climate impacts on the local economy. (Select Board, Conservation Commission, Energy Committee).



## CHAPTER 6 NATURAL OPPORTUNITIES AND CONSTRAINTS

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The natural form of Camden —its mountains, meadows, forests, harbor, lakes, rivers and streams —initially provided food and cover for a wide range of wildlife. Development began as man discovered and invaded these spaces. The first sites selected were those with easy access to the ocean for trade or to the rivers to harness waterpower. Farms flourished in the more fertile valleys, a commercial area developed around the harbor and residences were constructed where land was readily available

The natural environment has shaped the direction of the community's development. The constraints imposed by the rocky and steep slopes of the Camden Hills helped create an efficient and compact village center. Water, sewer and electric lines were installed in the areas where they could serve the most customers at the least cost. The abundance of land outside the municipal service area provided an opportunity for larger parcels of land in more private and rural areas of town.

As development intensified and people began to view the lakes, mountains and ocean more as recreation areas rather than as sources of fish, power and timber the Town acted to guide its development. Ultimately, the voters accepted a Land Use Ordinance and zoning map in 1992. There now exists, in those documents, specific regulations that prohibit development above certain elevations, on steep slopes and near wetlands or watercourses. The creation of open space zoning regulations for the town's more rural areas will allow for smaller house lots while preserving larger open spaces to protect wildlife and forested areas.

The Town recognizes the need to be vigilant in preserving our natural environment, for once it is consumed by inappropriate development, it can never be returned to its natural state. The Town is mindful of the necessity to continually monitor trends in the regulation of development. For instance, the understanding of damage caused by lawn chemicals and phosphorous run off into waterways is far greater now than it was in the past. Camden must be open to the implementation of new ordinances to control these more recently understood problems.

Monitoring the use of the land and changes in our understanding of the environment is the responsibility of the Conservation Commission, Planning Board and Town Planner. They will develop any needed regulations to manage the balance between the town's residential, commercial and natural/recreational areas. Other independent organizations such as Coastal Mountains Land Trust, the Megunticook Lake Association and the Megunticook Watershed Association can also play important roles in monitoring development activity and regulations.

Additional details on the categories of constraints are in the Appendix.

### RECOMMENDATIONS, QUESTIONS & STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation,

Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. The Town should work with Lincolnville and Hope to consider methods of limiting commercial operations on Megunticook Lake and Norton Pond such as float and mooring rentals. (Megunticook Watershed Assn., Select Board);
2. The Town should work with Lincolnville and Hope to consider methods of limiting the number of moorings available in Megunticook Lake and Norton Pond. (Megunticook Watershed Assn., Select Board);
3. The Town should support the Hosmer Pond Association in their efforts to implement State approved measures to improve the quality of the pond and safety for its users. (Hosmer Pond Assn.);
4. The Town should continue to work with the Coastal Mountains Land Trust on the expansion of the Bald and Ragged Mountains' natural and recreational areas and on the creation of the Megunticook Riverwalk. (Coastal Mountains Land Trust, Pathways Committee).

## CHAPTER 7 SEWER AND WATER UTILITIES

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The Town's sewer and water utilities are important not only for the critical functions they serve, but also because they affect the direction of the Town's growth. For many years these utilities have defined what is considered the urban or village center of Camden. As the utilities begin to reach beyond the traditional urban center, care must be taken to assure that planned expansions are coordinated with the Town's desires to expand service areas.

### SEWER SYSTEM

The Camden sewer system consists of a central facility that provides primary and secondary treatment and is classified as a secondary treatment plant. The plant was built in 1970 and has a licensed capacity of 1.21 million gallons per day (mgd). There are more than 17 miles of sewer lines supported by 6 pump stations and one small lift station:

- Rawson Avenue - 1,900 gallons per minute (gpm) capacity;
- Bay View Street - 2700 gpm capacity;
- Sea Street - 1,000 gpm capacity;
- Mount Battie Street - 400 gpm capacity;
- Norumbega Drive - 200 gpm capacity;
- Washington Street - 300 gpm capacity;
- Laite Beach lift station

As a result of a 2015 engineering study upgrades are planned for the Norumbega Drive, Washington Street and Laite Beach stations.

The 17 miles of sewer line serve most of the village, reaching out toward Sherman's Point Road to the north and toward John Street to the south. A major extension of the sewer system from Mount Battie Street out Washington Street and across the Megunticook River to Riverside Drive took place in 1987-88.

The treatment plant has ample dry weather capacity. Its dry weather flow is .550 - .800 mgd, vs. a rated capacity of 2.8 mgd (and a peak capacity of 4.6 mgd). Similarly, the two major pump stations located on the Public Landing and on Rawson Avenue have more than adequate capacity. The Town of Rockport was connected into the system in 1992, and 0.161 mgd of capacity has been allocated to Rockport.

### **Treatment Plant Improvements**

Various improvements have been made to the treatment plant in recent years in an effort to take advantage of advances in technology. In 1996, the mechanical aerators in the aeration basin were replaced with a Fine Bubble Diffused Air System. This new aeration system permits greater control of the dissolved oxygen levels in the system, which means more efficient operation and decreases the instances of odors at the plant. It also tends to be a quieter system than the mechanical aerators. A Fine Bubble Diffused Air System was installed in the aerobic sludge digesters in 2007 in conjunction with a minor facility upgrade at the Treatment Plant.

The original chlorine gas effluent disinfection system was replaced in 1999 with a sodium hypochlorite disinfection system. This change was made primarily for safety reasons, both

for the treatment plant personnel who have to handle these products, and for the general public who would be impacted if there were ever an accidental chlorine gas release.

The sewer system is now separated; that is the storm water catch basins are no longer connected to the sanitary sewer system. However, groundwater still infiltrates leaking pipes and joints. While the sewage treatment plant has excess dry weather capacity, wet weather flows occasionally reach 4.0 to 5.0 mgd, causing overflows of sewage at pump stations.

A comprehensive analysis of the treatment plant was completed in 2016. Once funded, the recommended overhaul will meet both Federal and State mandates and provide for the Town's long-term needs.

### **System Studies**

The sewer system has been studied in two preliminary engineering reports, and these have served as a master plan for the system. The reports are: (1) "Preliminary Planning Report — Municipal Wastewater Collection System Extensions," by Linenthal Eisenberg Anderson (March 1975), as updated by Kimball Chase Co. in July 1987; and (2) "Sewer System Evaluation Survey," 1981.

The studies identified two major needs: extensions of the system to serve growth and to eliminate malfunctioning septic systems, and the elimination of storm water flows and groundwater infiltration from the system.

### **Study Recommendations**

#### 1. System Extensions

A 1987 update of the 1975 plan recommended two areas as the top priority: the Eaton and Collins Avenue area off High Street and upper Washington Street. Both are essentially complete, the Eaton Avenue area by virtue of extensions by private developers and by the Town's work in 1998, and the Washington Street area as a result of the Town's work in 1987-88.

The 1975 study identified three additional phases of sewer extensions:

- Phase II: The area that drains by gravity to the Rawson Avenue pump station (John Street, Pearl Street, Mechanic Street, the section of Simonton Road which runs between Mechanic Street and John Street, and a portion of Cobb Road). Upper Mechanic Street and portions of John Street and Cobb Road were connected in 1997 in conjunction with the Merry Gardens Estates sewer extension project.
- Phase III: Riverside area (upper Mountain Street, Turnpike Drive, Start Road, Molyneaux Road, and Beaucaire Avenue), which, in addition to new development, would eliminate the need for subsurface disposal systems near the Megunticook River.
- Phase IV: The remaining area west of the Megunticook River (upper Mechanic Street, Melvin Heights Road, Molyneaux Road, Payson Road, portions of Cobb Road and the remainder of upper Washington Street).

Currently, there are no sewer extension projects on the drawing board. With an aging infrastructure, the Town may be required to evaluate maintaining and upgrading the existing system rather than expanding it to serve more areas.

## 2. Elimination of Infiltration and Inflow

The 1981 study examined the sewer system for unwanted infiltration of groundwater into the system through cracks and joints in the pipes, and for inflow of storm water through drainage connections to the sanitary system, and from individual sump pumps and cellar drains.

The Town replaced the older portions of the High Street sewer collection system in 2005 in conjunction with the State project to rebuild the road. This area had been responsible for a large portion of inflow and infiltration (I & I). The aging sewer collection line on Spring Street was replaced in 2009 and in 2014 the sewer line on Thomas Street was replaced in conjunction with the Public Works project on that road.

### **Infiltration and Inflow Studies**

The Town hired Wright-Pierce Engineers in 2012 to assist the Town in its efforts to identify sources of inflow and infiltration in the sewer collection system. The study identified 25 actions to reduce infiltration of groundwater and 35 sources of inflow to correct.

The department continues to study and catalog sources of I & I using house-to-house plumbing studies, smoke and dye testing and CCTV camera inspections. The survey of the town should be completed by 2018. This information will be used to create a work plan to eliminate the sources of I & I.

The Town has enacted an ordinance requiring that all new hookups to the system by developers or the Town be accompanied by removal of twice the volume of I & I. This requirement also applies to Rockport's entry to the system. This resulted in an I & I investment of \$580,000, and removed 450,000 gallons of water from the system.

**Sludge** The Town is currently contracted with Casella Organics for sludge composting at that organization's farm in Unity Plantation.

## **PUBLIC WATER SUPPLY**

The Camden and Rockland division of the Maine Water Company provides Camden's public water supply. Maine Water is headquartered in Saco, Maine and is the largest investor-owned water utility operating in Maine. The Camden and Rockland Division serves a mid-coast area population of 20,000 through 8,000 service connections. As with the wastewater system, the public water system primarily serves the village area and does not extend to the rural portions of the Town. Maine Water estimates that roughly 50% of the population of Camden is served by the public water system through 1,800 service connections.

The primary source of the public water supply is Mirror Lake in Rockport supplemented by Grassy Pond. Both lakes have well protected watersheds and have adequate capacity to meet the water supply needs of the area for the next 50 years or more. Treatment is provided through a central treatment facility located at Mirror Lake in Rockport.

### **Distribution and Service Capacity**

The water distribution system in Camden consists of 25.5 miles of pipe, a new 865,000-gallon water storage tank on Mountain Street, a 120,000-gallon underground storage tank on Sagamore Farm Road, 90 fire hydrants, and 1,800 individual service lines. The public water system extends to the Rockport town line on the southern boundary, to Sagamore Farm Road on High Street to the north, to Simonton Road on John and Mechanic Streets, to Hoffses Drive on Washington Street, and to just beyond the water tank on Mountain Street. A map of the water distribution system will be found in the Appendix.

The current distribution system provides adequate pressure to an elevation of 200 feet above sea level. There are areas of undeveloped land that can be served by the public water system without additional pumping or storage. Washington Street/Hope Road to Bog Bridge, sections of Molyneaux Road, Start Road, and Mountain Street to Molyneaux Road are the major areas where further extensions of the water distribution system might be financially viable.

Additional pumping is required to serve developments at higher elevations, and additional storage capacity would likely be necessary if fire protection service is required at higher elevations. Further extension or expansion of the public water distribution system must overcome the significant financial implications of additional pumping and storage in most of the un-served areas in town, such as upper Cobb Road, Melvin Heights, and outer Mechanic Street. The Pleasant Ridge and Stonehurst subdivisions are examples of developments in higher elevations that could not justify the additional cost of extending the public water system over the installation of individual wells.

The Maine Water Company has historically worked cooperatively with the Town to replace and upgrade water infrastructure in conjunction with Town or MDOT projects in Town. Additionally, the water utility in 2013 replaced the 1902 Mountain Street water storage tank with a new tank of larger capacity in order to provide additional fire protection. The new tank allows hydrant flow rates of up to 3,000 gallons per minute for up to 3 hours, a rate recommended for Camden by the Insurance Services Organization.

### **Additional Water Supply**

Maine Water Company also maintains a water supply interest in Megunticook Lake and the Megunticook River. The water utility holds legislatively granted rights to withdraw water from the Megunticook River. The utility owns land on the east side of Mt. Battie Street along the river to the Seabright Dam. This site would be sufficient to locate a water treatment facility if customer demands rise to point of exceeding the safe yield of existing supplies. Although there is no current plan for the use of the Megunticook River as a public water supply, it is important for the region to maintain the viability of this water source should it be needed.

The Department of Human Services lists five other public water supplies in Camden as follows: Camden Snow Bowl, Camden Hills State Park, Mountainside Mobile Home Park, Birchwood Motel and High Tide Inn.

## RECOMMENDATIONS, QUESTIONS AND STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. Because public sewer and water lines directly affect the direction of Town growth, extensions of the system must be carefully considered in light of the Comprehensive Plan's recommended growth areas. To the extent possible, these public utilities should be used as tools to shape the desired growth pattern. (Waste Water Superintendent, Maine Water Co., Waste Water Commissioners, Select Board, Planning Board);
2. In considering extension of public sewerage along Megunticook Lake to solve existing problems, serious thought must be given to the additional development near the lake that may be stimulated by public sewerage. The resulting impacts of storm water runoff and non-point source pollution on the lake may be an example of the cure being worse than the disease. (Planning Board, Waste Water Commissioners, Megunticook Watershed Assn.);
3. The equitable financing of sewer line extensions through a mix of impact fees, user fees, assessments and tax dollars will be an ongoing issue as sewer system expansions are contemplated. (Waste Water Commissioners);
4. Removal of infiltration and inflow from the sanitary sewer system is an ongoing need. (Select Board, Budget Committee, Wastewater Superintendent, Waste Water Commissioners);
5. Continue to monitor the sewer piping system for signs of aging so that the system can continue to provide service without interruption. (Waste Water Superintendent, Waste Water Commissioners, Town Manager);
6. While the Town's subdivision ordinance addresses the issue of sewer system extensions, clear policy is needed with respect to required water system extensions related to new development, and the extent to which developers should participate in such extensions. Similarly, if new Building Codes require sprinkler systems in certain building types the Water Company's ability to deliver the flow rates and pressures required by any such sprinkler systems must be monitored so that the Building Code requirement does not outstrip the Water Company's ability to deliver. (Waste Water Commissioners, Waste Water Superintendent, Planning Board, Select Board, Budget Committee);
7. As the Maine Water Company works to replace aging infrastructure and comply with new federal law for treatment of surface water supplies, the Town can expect to see incremental rate hikes in the future. The capital requirements of water main extensions to un-served areas and the rules of the Maine Public Utilities Commission that govern utility extensions also mean that the Water Company's ability to participate in growth-related main extensions will be limited, although the capacity to serve additional customers exists and the utility desires additional

customers. The Town therefore should be prepared to pursue innovative programs. (Planning Board, Select Board, Town Manager);

8. Improved fire flows will be a persistent issue in Camden until a new standpipe is constructed in the John Street - Upper Cobb Road area. (Maine Water Co., Planning Board).



## CHAPTER 8 SOLID WASTE

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### ORGANIZATION AND FACILITY

The Mid Coast Solid Waste Corporation (MCSWC), a quasi-municipal organization of the Towns of Camden, Hope, Lincolnville and Rockport, was incorporated on June 19, 1995. MCSWC operates a solid waste facility on the site of the former limestone quarry known as “Jacobs Quarry” on Union Street in Rockport. The 16-acre facility includes a transfer station, recycling center, and construction/demolition and debris/wood waste disposal area. Known locally as “the dump”, the former limestone quarry is more of a remediation site than landfill.

The quarry consists of two water filled basins, Jacobs Quarry North (JQN) and Jacobs Quarry South (JQS) each approximately 300' deep and connected via “the gut” which is shallower and narrow. The Towns of Camden and Rockport began disposing of garbage and other waste into this quarry in the 1940's. The site first became a four-town facility in 1979, under a Joint Municipal Agreement, and was then known as the CRLH Recycling Center.

Since 1993, the Jacob's Quarry site has been operating under a consent decree from the Maine Department of Environmental Protection (DEP). Regulation prevents it from ever being a licensed landfill.

### **Transfer Station and Future Solid Waste Disposal**

In 1991 MCSWC began trucking household waste (MSW) to the Penobscot Energy Recovery Corporation (PERC), a regional trash-to-energy electrical generating facility in Orrington, Maine, near Bangor. In 1992-93 MCSWC shipped 6,092 tons of waste to PERC. In 1998-99 it sent over 8,000 tons to the facility, a 33% total increase or about a 4.2% annual increase. Since this time, typical MSW generation for our four towns averages 6,800 tons per year due to less packaging, increased recycling and variations in economic activity. This reduction in waste tonnage delivered to PERC is fairly typical for all 187 municipal participants and therefore PERC operates at about 70% capacity.

To encourage recycling and to cover the variable costs of disposing, a ‘pay as you throw’ system was initiated in early 2000. The current rate is \$2.00 per bag. Filled bags are accepted at four drop-off hoppers each associated with a compactor. Waste is compacted into containers and hauled by trailer to the PERC plant 57 miles away. While the original effort yielded an average of 13-ton loads, recent improvements are producing an average of 18-ton loads increasing efficiency and lowering hauling cost by almost 38%.

Based on today's cost of the ‘pay as you throw’ program and currently available alternatives, the closure of PERC and the selection of a new alternative could raise the cost of the program by 250% to 300%.

Beginning in 2015 the MCSWC Board of Directors plus the Select Boards in each of the four participating Towns began a process including public discussions and consultant reports to determine how best to identify where to send the materials after PERC closes. The two most discussed alternative contractors are Fiberright and ecomaine. Environmental and economic concerns dominated the discussions. There were strong supporters of each of these alternatives from both the public and MCSWC Board. In November, 2016 the voters

of Camden, Rockport, Lincolnville and Hope voted to authorize the board of MCSWSC to enter into a short-term contract with ecomaine of Portland while the Board continues the search for a long-term solution for solid waste disposal.

### **Recycling**

In 1995, using 75% state grant funds from the Maine Waste Management Agency, a 9,000 sq. ft. regional recycling warehouse was constructed. Cans, mixed paper & boxboard, corrugated cardboard and types 1 through 7 plastic are collected and baled at the facility for recycling. Typical output for baled goods at the facility is about 1,000 tons per year. To date, this community's recycling rate has averaged 35%. The presence of Pyrex and other specialty glass make the mix of collected glass unacceptable to recyclers; consequently, all glass is crushed on site and blended into the landfill.

A significant effort to lower the toxicity associated with MSW disposal has been in place for a number of years. MCSWC recovers and diverts from the waste stream various electronic wastes including computers, monitors and televisions; mercury containing items such as fluorescent lamps, thermometers and some electric switches, and PCB containing items such as ballasts. An annual Household Hazardous Waste (HHW) day now occurs every June to encourage removal of many common products from the waste stream.

### **Construction/Demolition/Wood Waste Disposal**

Construction and Demolition Debris (CDD) is currently disposed in JQS. In 1999, a wood grinder was purchased at a cost of \$250,000. It has been used to divert demo wood waste from the landfill as grindings can sometimes be sold as fuel to licensed facilities or as mulch to local contractors.

### **Jacobs Quarry South**

Prior to filling JQS above the quarry rim, the gut was filled to ground surface level. The gut is now paved allowing the facility to sprawl southward. This leaves only the northern portion of the quarry as open water.

Since the consent agreement was signed in 1993, focus has been placed on a more methodical filling of the Quarry as well as lowering leachate levels in order to minimize impact to nearby Lily Pond. Leachate is currently pumped from a production well located in the southern portion of Jacobs Quarry to an onsite, odor control building and then into the sewer to the Camden Wastewater Treatment Plant. Current pumping rate is down to approximately 20 million gallons per year resulting in an annual sewage disposal cost of approximately \$100,000, 47% of that total is paid by Camden.

Recent improvements to the fill area have reduced both odor and leachate production. In 2009, the 5-acre fill area was re-graded to 3:1 slopes and covered with 2 feet of clay. Once this was completed, precipitation runoff from the clay cover as well as from outside the quarry was easily diverted from the landfill with ditching and allowed to flow off-site as storm water. Further, odor control was achieved by placing twelve inches of waste, bio-ash under the clay cap. Current management of the fill area utilizes the "cell" method whereby less than one acre of area is open for filling at any one time reducing leachate generation and odor.

The life of JQS is difficult to estimate due to continued settling and a variable economy, but current estimates suggest the JQS will be filled by 2024.

Further facility improvements include the installation of a truck scale in 2009. This has significantly improved record keeping at the facility as well as a fair levying of tipping fees.

## RECOMMENDATIONS, QUESTIONS & STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. At this writing, the PERC facility has two years remaining for its power sales contract with Bangor Hydro. Concurrent with the end of this sales contract will be the end of all municipal disposal contracts with PERC. Recent increased use of natural gas has made it unlikely that a waste to energy (electricity) plant will be competitive for some time to come. The Municipal Review Committee (MRC), which oversees the PERC contracts of 187 towns and the minority municipal ownership in the plant, has embarked on an endeavor to identify and implement a new and emerging technology, which may provide a comprehensive integrated waste management system for its member towns. Until this plan is revealed, there will be little sense in any infrastructure changes in either recycling or household waste handling. MCSWC, in conjunction with MRC is investigating both non-profit and for profit alternatives once PERC is closed. MCSWC expects no more than two choices to be available for final consideration. It is important that the alternatives are thoroughly vetted and have strong community support. (MCSWC, Select Board, Town Manager);
2. With the expected closure of JQS in 2024, and in anticipation of a multi-year implementation process a concerted effort needs to be made to identify alternatives for construction and demolition debris. (MCSWC, Select Board, Town Manager, Mid-Coast Builder's Alliance);
3. MCSWC is required to pump significantly large volumes of leachate from JQS forever so that the leachate drainage from JQN is properly handled. While filling the northern portion of Jacobs Quarry with waste and capping the entirety is often touted as a solution, further independent study reveals it would be very expensive to do properly and would require significant volumes of waste to be imported to do economically. Further, the DEP has taken a strong stand in opposition to additional filling, portending an expensive legal battle. Instead, MCSWC chose to install a slurry wall in 2016 to cut off the hydraulic connection between both ends of the quarry at the gut. If this slurry system works, water in the northern end of the quarry will leave the site as storm water rather than leachate after it passes through the gut into JQS. If the water in the north quarry does not clean up, it becomes another point strengthening the argument for filling the north end and covering it. It may be beneficial to begin discussions with the Waste Water Management Superintendent to explore a reduced fee for the disposal and treatment of the leachate. (MCSWC, Select Board, Town Manager, Waste Water Superintendent).

## CHAPTER 9 TRANSPORTATION

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The purpose of this chapter is to plan for the efficient maintenance and improvement of the transportation system to accommodate existing and anticipated development.

This chapter discusses strategies for safe, calm, and efficient transportation within Camden, reflecting the need for cars and trucks to move about productively while at the same time recognizing the needs of pedestrians and bicyclists and that non-vehicular forms of transportation will not only ease congestion but also encourage a healthier community.

Camden is an integral part of the Midcoast Route 1 corridor so it is important to discuss enhancing transportation connections between Camden and its neighbors.

### ROAD AND BRIDGE INFRASTRUCTURE

According to the Maine Department of Transportation (MDOT), Camden has 59.37 miles of public roads, of which 4.32 miles are State Highways, 13.30 miles are State Aid Highways, 37.7 miles are town roads, and 3.97 miles are state park roads/other. Camden's roads are listed in the Camden Roadway Inventory in the Appendix. The inventory includes named private subdivision roads.

#### Road Conditions

Approximately 99.95 percent of the town roads are paved. Fourteen roads have had seasonal weight restrictions posted on them, indicating concern about their overall integrity:

Route 52	Hosmer Pond Road	Pleasant Ridge Road
Barnestown Road	Howe Hill Road	Riverside Drive
Beaucaire Avenue	John Street	Start Road
Cobb Road	Melvin Heights Road	William Glen Drive
East Fork Road	Molyneaux Road	

The Public Works Road Surface Management Program of the Maine Department of Transportation shows about six percent of the Town roads are in the 'Rehabilitate and Reconstruct' maintenance category. Most of our principal roads are heavily traveled; accordingly, there is a need to protect them from future degradation and the significant taxpayer expense of adding remedial capacity.

#### Bridges

The number of bridges and their locations are listed in the Appendix.

### ROAD USE AND TRAVEL VOLUME

Camden has significant through traffic on US Route 1 and to a lesser extent on State Routes 52 and 105. These roads also serve local commerce and neighborhoods. Different uses can create conflicts, especially with regards to speed. Adequate design and the enforcement of posted speed limits are crucial to counteract these conflicts and the hazards they can create.

<b>Major Road Location</b>	<b>Average Daily Volume</b>
Route 1- Rockport town line	14,410
<b>Route 1- north of Bay View St.</b>	10,850
<b>Route 1- north of Harbor Rd.</b>	9,053
Route 1- Lincolnville town line	7,050
<b>Route 52-north of Mill St.</b>	3,467
Route 52-Lincolnville town line	1,935
Route 105- north of Knowlton St.	3,210
Route 105-Hope town line	1,950
Mechanic Street- east of Park St.	3,361
Union Street- north of Colcord Ave.	3,470

Seasonal volumes—peaking in July and August—are approximately 1.5 times greater than the annual averages for state roadways. Private passenger vehicles comprise most of the volumes on Camden roadways with only 8.1 percent of total volumes on Route 1 being heavy trucks. Camden’s consumer goods arrive by truck, and the businesses depend upon the road network to ship most of their goods. Information on Major Traffic Generators such as schools, large businesses, public gathering areas/activities, etc. and related hours of their operations can be found in chart form in the Appendix. Also see the Transportation Network Map for traffic volumes.

## TRAFFIC FLOW ANALYSIS

Data collected and evaluated by the Maine Department of Transportation Traffic Analysis Section Planning Bureau has been used to describe traffic congestion in Camden. This data enables comparison of selected Camden routes with similar classes of highways state wide.

“Delayed Ratios” reveal that in general the year-round traffic congestion level on roadways in Camden is similar to statewide averages. Route 1 has the highest level of congestion in Camden, with the urban sections experiencing more congestion than rural sections. However, the urban portion of Route 52 shows less than average congestion for an urban collector. While major streets in many urban areas in Maine have summer volumes less than 10% higher than the annual average, the routes in the Camden area experience summer volumes that are more than 20% higher.

### Loss of Service

A qualitative measure that the State uses to describe and compare congestion and delay caused by vehicular traffic is called Level of Service (LOS). LOS measures operational conditions within a traffic stream and includes speed, travel times, freedom to maneuver, traffic interruptions, and the perceptions of motorists and passengers. A scale of A through F is used to reflect increasing levels of traffic; a level of C is acceptable in terms of mobility: it is stable, but other vehicles may affect motorists in the traffic stream. A road segment is considered deficient at LOS E.

<b>Roadway</b>	<b>Loss of Service Level</b>
Route 1 John Street to Sea Street	D
Simonton Road	C
Mechanic Street	C
Route 52	B
Route 105	B
Union Street	B
John Street	B
Melvin Heights	B

The map titled “Transportation Network” in the Appendix shows the LOS of state and local roads.

Traffic moving at lower than posted speeds can also indicate congestion problems. According to the State, a segment is said to be “deficient” if the average travel speed is less than 74% of the posted speed limit. During the peak summer afternoon hours some segments of Route 1 experience slower than average travel speeds and are therefore considered deficient.

The State’s descriptive methods enable us to better understand Camden’s traffic issues as they compare to other regions, and where traffic flow can be improved. The Town will consider these issues in its traffic amelioration plans, as well as other factors and needs, such as safety for pedestrians and motorists and alternative modes of transportation. The fact that Route 1 flows through the downtown commercial district dictates that concerns for pedestrians’ needs and safety will necessarily impede traffic flow speed.

## **SAFETY**

The safety of motorists, pedestrians and bicyclists is a chief concern of the town. Plans for road safety improvements will consider dangerous intersections as high priorities for focus.

### **Vehicle Accidents**

Most accidents on Camden roadways have occurred when vehicles entered or exited Route One. High crash locations are:

- Route 1 from John Street to Atlantic Avenue;
- Mechanic Street in downtown Camden;
- Chestnut Street in downtown Camden;
- A segment of Route 105 northwest of the Molyneaux Road intersection to the Camden town line;
- Hosmer Pond Road from its intersection with Annis Road to its intersection with Wiley Road.

Improving methods and consistency of speed limit enforcement would help reduce the dangers along the highly traveled and congested areas. Improving sight distances where reasonable could help, but conversely may serve to encourage speeding by increasing the “psychological speed limit.” The addition of traffic calming measures could offset any resulting increase in speed.

Speeding is also a safety concern during the summer as more motorists use neighborhood side streets to bypass the congestion on Route 1.

### **Bicycle and Pedestrian Safety**

There are limited options in the winter for non-vehicular transportation. Sidewalks are plowed where possible. However, numerous sidewalk obstacles, such as utility poles, rock walls and signs prevent the plowing of stretches of sidewalks in town. This leaves pedestrians to walk on the street side of the plowed snow banks. Limited daylight hours combined with winter road conditions and unplowed sidewalk sections make wintertime walking hazardous.

The Camden-Rockport Pathways Committee conducts and updates a Sidewalk Survey that identifies barriers to safe passage, which can serve as a guide for planning repairs and improvements. The Sidewalk Survey also identifies problems that can affect a bicyclist's safety, like poorly oriented or recessed manhole covers, potholes along the road edge and narrow or non-existent road shoulders. Regular cooperation, communication and planning with the Public Works Department will help plan the remediation of such safety concerns.

### **Corridor Improvements**

MDOT has identified three high-priority improvements that should be considered in Camden:

- Install a traffic signal to address the accident problem at Route One and School Street;
- Consider construction of a local relief route or traffic circulation changes to address slow travel speed from School Street to Atlantic Avenue;
- Reconfigure the intersection at John Street/Camden Street/Conway Road/Route 1 to improve safety and include the impact of Quarry Hill. MDOT has granted funding stratus for construction of a pathway on the east side of Route 1 from Quarry Hill to 56 Commercial Street in Rockport. Planning for the intersection should be done concurrently.

### **Access Management**

Access Management is the planned location and design of driveways and entrances on public roads to encourage a development approach that serves to reduce traffic congestion, accidents and pollution; that maintains posted speeds; increases safety and prolongs the useful life of existing road networks.

The State has established standards to guide in locating, planning, designing and constructing new entrances and driveways onto a state or state aid roadway located outside of the compact urban zones.

When a property owner seeks to build a new entrance or driveway on to such a road or change the use, location or grade of an existing entrance or driveway, the property owner must file an *Application for Driveway/Entrance Permit* with MDOT.

## **SUBDIVISION ROADS**

Roads and easements created or planned within subdivisions are required to meet the road design, construction and maintenance policies and standards described in the Camden Subdivision Ordinance. Subdivision roads are private roads, having no public maintenance responsibilities, unless and until the Town accepts such roads as public roads.

## MAINTENANCE RESPONSIBILITIES

The State provides reconstruction, paving, and summer maintenance of Route 1, Route 105 (Washington Street), Route 52 (Mountain Street) and John Street-Hosmer Pond Road. The Town provides "summer" maintenance for all other roadways in the community. By state law, the Town is responsible for all "winter" maintenance for State and local roadways in Camden, except for the 2.5 miles of Route 1 from Sherman's Point Road to the Lincolnville town line. This means that the Town provides reconstruction, paving, and summer maintenance for more than 38 miles of roadway and winter maintenance (snowplowing and sanding) for 52.9 miles of roadway.

The town is concerned that all roadways and bridges be well engineered and built to last. Substandard design or construction will result in higher costs to taxpayers and/or subdivision associations for repair. Road damage from flooding, adverse weather conditions and from use, especially heavy trucking activity, requires that roads be built to appropriate standards, including sufficient sub-bases, drainage systems and grading. While this may cost more upfront, in the long term it will reduce costs for the taxpayers, residents, and business owners, all of who depend on the road network.

## FUNDING ROAD MAINTENANCE AND IMPROVEMENTS

In Fiscal Year 2016-17 Camden budgeted \$250,000 for street paving, \$60,000 for street maintenance and \$65,000 for winter salt out of a total Public Works budget including salaries and benefits (\$759,000) of \$1,395,000.

Camden also receives some federal financial assistance for road maintenance and improvements through the Urban-Rural Initiative Program/Local Road Assistance Program, which in 2015 amounted to \$54,000.

In addition to regular road maintenance each year one or more major projects may be added to the budget. Major projects are funded in a variety of ways:

- As separate budget line item under Capital Improvements;
- A municipal bond (if approved by voters) that requires budgeted annual payments for interest and principal;
- Annual contributions to a Capital Reserve account;
- State and Federal matching funds: Road maintenance is an ongoing effort and municipal budgets are often stretched as the cost of such maintenance varies from year to year. The state and federal match for this work has always been important and has become even more crucial to maintain roadways in a safe and drivable condition.

## STATE AND REGIONAL TRANSPORTATION PLANS

In 2010 MDOT published its Statewide Long-Range Transportation Plan 2008-2030, "Connecting Maine: Planning our Transportation Future" which is a 220 page document that serves as the state's integrated, long-range multimodal transportation plan. The Plan states that "Connecting Maine" serves as a resource for statewide organizations, policymakers and local communities to use as a way to understand the initiatives, priorities and strategies needed to lead Maine's transportation system into the future. It provides overall goals for the maintenance and improvement of the state transportation system to meet the needs of residents and businesses. These goals agree generally with this



Comprehensive Plan. There are no Camden specific projects or impacts included in the Long Range MDOT plan. In general, the lack of adequate funding to preserve and enhance the state transportation network will continue to affect Camden along with many other Maine communities.

However, there are a number of short-range projects included in the MDOT Work Plans for Bridges and Roads 2016-2018.

**Bridges:** MDOT has allocated funding to replace three Camden bridges in 2016-2017:

1. Bakery Bridge on Washington Street in downtown Camden [Maine DOT Bridge #2981] for \$1,300,000;
2. Spring Brook Bridge on US Route 1, 0.09 miles south of the Lincolnville town line [#2794] for \$1,500,000;
3. Great Brook Bridge on US Route 1, 300 feet south of the Lincolnville Town Line [#2326] for \$700,000.

**Roads:** MDOT is in the planning phase of one road project for 2017-2018. The Route 1 Highway “Construction/Rehabilitation, Reconstruction” project begins 0.5 miles north of Sagamore Farm Road and extends northerly to the Lincolnville town line. The budget is \$4.4 million. The complete project includes the Great Brook Bridge and Spring Brook Bridge projects listed above.

The Select Board established a committee for the purpose of working with the Maine DOT to insure that any reconstruction of Route 1 in the Town of Camden be designed and built to be consistent with the Comprehensive Plan of the Town and the special scenic character of the road, to minimize the environmental impact on the neighboring properties while improving the safety and of the highway for motorists, pedestrians and bicyclists.

## PUBLIC TRANSPORTATION

Neither Camden nor the region has a centralized, regularly scheduled public transportation system. During the summers of 1996-1998 Camden experimented with a daily shuttle service at 30-minute intervals. The project was 80% funded through the federal Intermodal Surface Transportation Act. It was concluded that there was not a sufficient volume of summertime population to support public transportation.

Camden and the region lack many of the alternative transportation options available in more densely populated areas, and so residents are largely dependent on privately owned vehicles or taxi service for trips to work, shopping or appointments.

In 2014, Camden municipal officials participated in a transit study that included Rockport, Rockland, and Thomaston conducted by Nelson\Nygaard Consulting Associates. The study identified and described options for providing transit service to a broad range of users in the four-community area. The options included fixed-route and limited-stop service. The “Camden to Thomaston Comprehensive Service” option was found to have the highest total ridership potential, but the Rockland-Focused Service was identified as the option that best balances ridership with cost and productivity. This option was also identified as the most promising “starter” route that could be expanded over time. The study described the funding and implementation processes, management and oversight. Based upon this report, MDOT allocated funding for Capital Equipment Purchase (\$600,000) and Public

Transportation, Operating Assistance (\$250,000) for 2017 for the initial phase of the Rockland-focused public transit service.

Camden, while not able to participate in the Rockland transit project, is working at the local and regional levels to enhance and promote modes of transportation that do not require the use of private automobiles. Such modes include:

- Shared transportation modes;
- Safe options for walking, for transportation by wheelchair and for biking;
- Opportunities for off-road multi-use paths;
- Connections to nearby and regional trail networks.

### **Existing Transit Services**

There are companies or organizations in the mid coast area that provide some form of public transportation.

**Regional Bus Service.** Concord Coach offers daily service on their Maine Coastal Route between Orono and Boston's Logan Airport. Stops include the University of Maine in Orono, Bangor, Searsport, Belfast, Lincolnville, Camden/Rockport, Rockland, Waldoboro, Damariscotta, Wiscasset, Bath, Bowdoin College (when college is in session), Brunswick, and Portland. The Concord bus stop for Camden/Rockport is at the Maritime Farms gas station on US Route 1 just south of the Camden/Rockport town line.

The frequency of scheduled bus service is insufficient for most individuals to be able to use on a regular basis for daily commuting to work. The dispersed location of residents and of workplaces inhibits public transportation to some extent. There are, however, key locations within Camden, and in other communities, that could benefit from more frequent bus services.

**Taxi Service.** There are several private taxi companies based in Rockland and Camden serving the Thomaston to Lincolnville area.

**Marine Services.** There are no regularly scheduled public ferry services provided to or from Camden, nor is there a plan for one. Private water taxi services use the Camden public town landing floats, and the docks at Lyman Morse at Wayfarer Marine. The Camden Yacht Club also provides a water taxi for its members.

## **PEDESTRIAN AND BICYCLE INFRASTRUCTURE**

Residents and visitors should be able to get around portions of the town safely without depending on motor vehicles exclusively and without having to walk on the roads.

The Camden village area has sidewalks on most principal streets. Outside the village area, pedestrians and bicyclists use roadway shoulders, which are narrow in many places, or use the travel lanes where there are no shoulders. In summer, heavier vehicular volumes impact the safety of pedestrians and bicyclists, while speeding motorists are a danger year-round. New pedestrian and bicycle infrastructure projects can often qualify for and receive funding through grants, with a Town contribution of typically only 20 percent of the full expense of the project.

In the village area, Camden's sidewalks connect residential areas with the Middle School and stores. Sidewalks line US Route 1 from Camden Street (800 feet north of the town line

with Rockport), through town to the Camden Hills State Park entrance, 2.5 miles north of Mountain Street.

See the Appendix for a list and maps of streets with sidewalks, both within and outside of the village area.

## **CAMDEN–ROCKPORT PATHWAYS COMMITTEE**

In 1998 the Select Boards in Camden and Rockport appointed the Camden-Rockport Pathways Committee. The Committee promotes the maintenance and extension of the bicycle and pedestrian infrastructure as connectors to the greater community and region beyond the town's borders. It also works to improve and to maintain bicycle and pedestrian safety and access, encourage non-motorized transportation, and work with the towns to identify funding opportunities.

Its initial tasks have been to develop concepts for multi-use pathways in Camden and Rockport, primarily along existing roads, which will provide downtown workers, students, shoppers, and visitors' safe and logical routes to connect to the downtown area, and to link Camden's multi-use pathways with those in Rockport and Lincolnville. The committee's first project, opened in 2002, was a pathway on Union Street from Huse Street in Rockport to the "Arch" in Camden. The Committee worked with MDOT on the planning of the walkway along US Route 1 north to the Camden Hills State Park.

### **Bicycle And Pedestrian Master Plan**

The Pathways Committee has created and periodically updates a Bicycle and Pedestrian Master Plan for Camden and Rockport, which was adopted in 2007. The Plan serves as a guide for decision-makers in Camden when planning, budgeting, and allocating town resources for transportation and recreation. It is intended as a blueprint for guiding public investment in making the community more accessible to bicyclists and pedestrians.

A summary of the Master Plan's recommendations and Goals is in the Appendix. The full report is on the town's website ([camdenmaine.gov](http://camdenmaine.gov)).

### **Camden Walkability Audit**

In May 2012 the Friends of Midcoast Maine and The Walkable and Livable Communities Institute conducted an audit to assess opportunities for improvement to walkability in town. Many opportunities were identified, recommendations made and specific strategies suggested.

## **NEW PROJECTS**

The creation of major new projects for non-vehicular interconnections through a process that includes public participation and support is under way and relevant Town, grant and other financial resources as well as volunteer community participation for project constructions are being sought.

There are four projects underway that are funded and have reached either design stage, or for which funding is being sought:

### **Camden Riverwalk**

In November 2013, consultants hired by the Town, T.Y. Lin International, presented their final report on a project for a multi-use pathway called the *Camden Riverwalk*. The report

incorporated ideas generated by the Camden-Rockport Pathways Committee and of the many citizens attending the public meetings. The report outlines the long-term vision for and anticipated costs of a pathway along the Megunticook River from Shirrtail Point Park to Camden Harbor.

In the same month the first section of the *Riverwalk* was completed, a 900-foot long strip along the river's edge, on the B-R zoned commercial lot at 116 Washington St. ("Tannery Site"). In December of 2015, a second section was completed from the Seabright Dam, downstream 900 feet, along the west side of the Megunticook River.

The *Riverwalk* along the Megunticook River has been stated as a goal in a number of long-range plans for Camden:

- The 2005 Camden Comprehensive Plan;
- The 2007 Camden Pathways Master Plan;
- The 2008 Tannery Re-Use Final Report;
- The 2010 Camden Downtown Municipal Development and Tax Increment Financing (TIF) District (*Riverwalk* was included in this funding strategy);
- The 2012 Camden Downtown Master Plan

The *Riverwalk* project is viewed as a long-range plan. Progress will proceed along accessible and available sections, as funding and voluntary easements are secured. Near-term work will proceed from Knowlton Street to the Wastewater Treatment Plant, and continuing on Town-owned land along the Treatment Plant and the Middle School.

### **Public Landing**

In November 2013 consultants hired by the Town, T.Y. Lin International presented their final report on a concept study which explored best uses and the feasibility and benefits of a reconfigured Public Landing. Many of the ideas generated by the Camden Walkability Audit were incorporated, as well as input from public meetings. Three options were presented which incorporated improved appearance, vehicular and pedestrian circulation, park and pedestrian spaces, and increased safety for all users. Final design is yet to be determined and funding needs to be secured.

### **Route 1 – Southern Entrance to Camden**

MDOT awarded Camden and Rockport a grant to fund the design and construction of a new 0.36 mile bicycle/pedestrian trail along the eastern side of US Route 1 from Quarry Hill Drive south across the Camden-Rockport town line, on to the regional bus station at Maritime Farms gas station and continuing to 56 Commercial Street, south of the Country Inn. The project includes a pedestrian-controlled crosswalk to the Hannaford Shopping Plaza.

The grant is in the amount of \$167,000; funds for the initial design and engineering are slated for funding in 2016/17. Planning is underway on the pathway.

### **Washington Street sidewalk extension to Shirrtail Park (MDOT project #9400);**

Construction is awaiting the acquisition of easements from a number of property owners on Washington Street.

### **Major future projects:**

- A multi-use path from downtown to the Camden Snow Bowl;

- A multi-use path along US Route 1 north of the entrance to Camden Hills State Park, ultimately, in cooperation with the Town of Lincolnville, connecting to Lincolnville Beach;
- A multi-use path connecting the middle school to the high school;
- A multi-use path on outer Mountain Street to Camden's major recreational area of Barrett's Cove.

## PARKING

Generally, there has been sufficient parking in the downtown area in recent years. In addition to on-street parking, parking along Route 1 and other streets downtown, there is off-street parking. Beyond the downtown area, parking is generally available along most local roads in the village. Public parking lots are located at the Public Landing, the Public Safety Building, and next to Amphitheatre by the library.

In addition, public parking is permitted by agreement at some private locations when those lots are not in use, for instance at a small lot owned by the Christian Science Church on Central Street. There are various privately owned parking lots in town that offer spaces that can be purchased or leased by local businesses for use by their workers and customers. Such lots are located on Bay View Street, Chestnut St. and on lower Mechanic Street.

Because most parking is located off Route 1, on side streets and parking lots, prominent signage was placed in Camden's downtown in 2013 and through mid-year 2014 to direct visitors to the various parking lots. This signage is having a positive effect on downtown parking spaces being more readily available to visitors.

There is currently no charge for parking in Camden and there are no parking meters. However, there are time limits for parking, indicated through signage or paint on the parking spaces. The most typical time limit downtown is two hours. In order to keep spaces available for visitors and shoppers, the time limits are rigorously enforced by the Police Department.

### **Downtown Parking Facility Task Force Report**

In September 1997, the Selectmen, acting on a Planning Board recommendation, created the Downtown Parking Facility Task Force to investigate the need for and feasibility of creating a parking facility. After nearly a year of study, the Task Force issued a final report containing three recommendations:

1. Purchase land behind the fire station and parking lot on Washington Street that could create an additional 43 spaces. This has been completed;
2. Construct a deck over a portion of the Town-owned "five and dime" lot on Mechanic Street, which would result in a net gain of 16 spaces. No action was taken on this recommendation. However, this concept was suggested again in the 2012 Downtown Master Plan;
3. Create a two-level parking deck facility using air rights over the Camden Parking Company lot on Mechanic Street to create 112 spaces. In an April 1999, a study conducted by Conestco of Raymond Maine estimated the cost to be \$1,970,000. No action has been taken on this recommendation.

## RECOMMENDATIONS, QUESTIONS AND STRATEGIES

We believe that the following issues present significant opportunities and/or problems for Camden in the next ten years and should be continually monitored and evaluated in the coming decade. Listed after each numbered item are Recommendations Questions & Strategies and the individuals, boards, committees and groups responsible for managing, monitoring and evaluating these issues.

### **Maintenance**

1. Maintain the existing network of town-owned roads so that they remain safe and efficient. Follow a clear strategy for identifying and making long-term structural roadway improvements where needed. (Select Board, Town Manager, Budget Committee, Public Works Department);
2. Monitor and plan for repair or replacement of any town bridges whose condition falls below the 60 percent Federal Sufficiency Rating. Plan for the repair of the bridges for which the Town has responsibility. Advocate for the replacement or repair of those bridges for which the MDOT has responsibility (presently Rawson Ave. bridge). (Public Works Department, Town Manager, Select Board, Budget Committee);
3. Explore improving Town right-of-way connectors that exist between some streets into public pathways. (Pathways Committee);
4. Support and monitor the regular maintenance of and repairs and improvements to existing bicycle and pedestrian ways so that all those using them – pedestrians, the elderly, children and the handicapped – can safely navigate them in all seasons. (Public Works Department and Pathways Committee);

### **Traffic Flow**

5. Consider improved signalization or other traffic control strategies at the School Street and US Route 1 intersection. MDOT considers this a top priority. (Planning Board, MDOT, Select Board);
6. Establish traffic calming strategies to reduce speeding and the number of accidents on primary roads. (Town Manager, Planning Board, Select Board, Police Department, Public Works Director);
7. Improve methods, consistency and efficacy of speed limit enforcement. (Police Department, Select Board, Town Manager);

### **Safety**

8. Promote safe pedestrian and bicycle transportation options, by maintaining, improving, and creating new sidewalks and walking, bicycle and multi-use paths in the town, to promote stronger community connectivity and healthy living. Particular emphasis should be given to schools, institutions and recreational facilities. For specific information about this topic see the Appendix. (Pathways Committee, Public Works Department, Budget Committee);

9. Make the following improvements that would increase safety for motorists and pedestrians:
  - a. Enhance navigation signs, guide signs, and warning signs;
  - b. Adjust street name signs and/or replace with larger signs for better visibility for drivers and for emergency responses;
  - c. Pursue access management strategies. Limit curb cuts by consolidating separate entrances that are close together, and regulate requests for new entrances to ensure adequate sight distances; d. Install modern (Federal Highway Administration MUTCD compliant) crosswalk warning signs. (Select Board, Town Manager, Public Works Department);
  - d. Encourage public education for drivers, bicyclists and pedestrians regarding measures and actions that can enhance their safety, including awareness, visibility enhancements, Share the Road laws, and roadside pedestrian practices. (Police Department, Pathways Committee);
10. Construct new sidewalks in the central district taking under advisement priorities as recommended by the Pathways Master Plan and other work groups. (Pathways Committee, Camden Area Business Group, Downtown Network Board, Public Works Department, Budget Committee, and Select Board);

### **Planning**

11. Embrace development strategies and approaches that encourage and focus development in core growth and municipal service areas and minimize sprawl by minimizing additional access points along major roads. (Planning Board, MDOT, Public Works Department);
12. Encourage and support the study and introduction of public transportation in the Midcoast. (Regional Transportation Committee, Select Board);
13. Engage in regional planning efforts with Rockport, Hope, and Lincolnville to envision, plan and construct pathways. (Pathways Committee, Select Board, Planning Board, Town Manager, Town Planner, MDOT);
14. Enact or amend local ordinances as appropriate to ensure that current and future ordinance provisions are in harmony with access management performance standards set in current state regulations for state and state aid roadways, including the policy objectives of the Sensible Transportation Policy Act (23 M.R.S.A. 73) and state access management regulations pursuant to 23 M.R.S.A. 704.” (Select Board, Planning Board);
15. Reestablish a parking committee to improve parking facilities and seek additional parking near the downtown, and to explore ways to provide funding for such projects. (Town Manager, Select Board).

## CHAPTER 10 LAND USE PATTERNS

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### OVERVIEW

Camden is comprised of 12,554 acres, or nearly 20 square miles of land and water area. Of this area, 18.6 square miles are land area, and 1.4 square miles are inland waters.

The settlement patterns of the land - how the land has been used—has shaped the character of the Town; how it may be used in the future is central to the entire comprehensive planning process.

Camden's earliest economy was centered around its water resources: Camden Harbor and the Megunticook River. Not surprisingly, it was around these water resources that a village and development patterns evolved. With mobility limited to foot and horses, the development pattern was compact, with residential, commercial, and industrial functions closely integrated. The harbor, downtown, and nearby neighborhoods of the Town are reminders of this historic development pattern.

With the automobile and time, the development pattern began to spread outward, principally along the Megunticook River Valley. Washington Street, Mountain Street, and lower Mechanic Street border the river on each side, and residential development is well established along their corridors. During the 1970's and 1980's, the pattern reached above the river valley to Cobb Road, out toward Melvin Heights, and even onto the slopes of Bald Mountain.

### OPEN SPACES

Natural barriers exist which limit the suburban pattern of development. Of the Town's 18.6 square miles, a large amount is owned by the State of Maine and the Town as public open space and parkland. These holdings are centered on several of the unique natural resources in the community. Most of the northeastern quadrant of the Town is part of the Camden Hills State Park. The State Park straddles Camden and Lincolnville and has a total of 5,532 acres. 2,671 of these acres, or 21% of Camden's total land and water area, are within the Camden portion of the park. On the north side of the Megunticook River, the mountain formation and its ownership by the State limit potential development to the Route 1 and Route 52 corridors.

The Town owns approximately 800 acres of open space and recreational area, including, among the larger parcels, the 260-acre Ragged Mountain Recreation Area, the 232-acre Barrett's Farm on Route 52 below Mt. Megunticook and the 113-acre park on Fernald's Neck in Megunticook Lake. These undeveloped or recreational holdings are 6% - 7% of the total land and water area within the Town.

Within the downtown area are the Village Green, Laite Memorial Beach Park, and Harbor Park & Amphitheatre, all of which provide contrast to developed areas. Along the Camden-Rockport corridor lays the Merryspring Horticultural Nature Park. One third of its 66 acres are located in Camden.

On the outskirts of Camden, the Coastal Mountains Land Trust is working to preserve additional parcels of undeveloped land. In 2016 the Coastal Mountains Land Trust executed a purchase and sale contract with the Maine Water Company for the purchase and



protection of the remainder of non-owned Town land on Ragged Mountain adjacent to the Ragged Mountain Recreation Area. The use of this land will be for public recreation, hiking, and mountain biking.

Recreation and open space within the Town are more fully described in Chapter 13 of this Comprehensive Plan.

## RESIDENTIAL LAND USE

The residential use of land in Camden falls into four (4) broad groupings:

1. The village, which includes the Traditional Village District (V), Downtown Business District (B-1), Harbor Business District (B-H), Transitional River Business District (B-TR), Transitional Business District (B-3), Neighborhood Service District (B-4) and a portion of the River Business District (B-R).

This area contains perhaps 3 square miles, or 15% of the Town's land and water area. It is what would be recognized as the Town's urban center. Nearly 2,000 households live in the village, some in small multi-family structures, including condominiums, but most on single-family house lots of typically 8,000 SF - 12,000 SF. The population density in the area is approximately 1,000 people per square mile of land area, which also supports the entire downtown and harbor commercial sector. This compares with about 50 people per square mile in the rest of the Town. The village pattern of development is a reminder that moderately high densities, as long as they are supported by public services and are designed at a human scale, can achieve very livable neighborhoods.

2. The designated growth area is the Village Extension District (VE). Since June 1992, 27% of new dwellings (71 units) were built in this district. The Traditional Village and Village Extension Districts have 178 vacant lots available for new housing. The fact that a majority of total new dwelling units, or 56%, was constructed in either the village area or the growth area is a reversal of a long-standing trend toward more residential growth in the rural districts.
3. Coastal Residential District. (C-R). This area had 13% (32 units) of the total residential growth, most of which was single-family homes with some seasonal cottages.
4. Rural areas. The remaining 30% of new dwelling units were built in outlying areas as follows: 10% (27 units) in the Rural 1 District, 20% (52 units) in the Rural 2 District. Dwelling units along the shores of Megunticook Lake and Hosmer Pond range from seasonal to converted year round homes, all of which are served by on-site sewerage. There have been no large, rural subdivisions in the past decade.

## COMMERCIAL LAND USE

Commercial land use in Camden is concentrated in three areas:

1. The Harbor Business District and the surrounding Business 1 District are the heart of Camden. Visual, pedestrian, and commercial access to the harbor is the major attraction to the downtown area for both the local and the tourist populations. The intensity of use is high, but the area is well defined: from Union Street to Sea Street and on the roadways that rim the harbor. Uses include a full array of small retail,

service, lodging, marine related uses, water-oriented recreation, restaurant establishments, and civic and public uses. There have been some conversions and infill commercial development, but little additional vacant land exists for expansion.

In recent years, new activity in the mill buildings in Business River District along the downtown section of the river have decreased the town's commercial economic base and changed the district from predominately business to predominately residential. The mill buildings, renovated into offices by MBNA, were reconfigured to a mix of roughly one-third commercial and two-thirds residential uses.

The Town completed its Downtown Master Plan in 2012. Recommendations contained in the plan included a redesign of the Public Landing, as well as the construction of a Riverwalk, not only to better utilize one of the Town's many natural assets, but also as a way to bring residents to and from downtown to Shirttail Point Park. This was done to provide a means of way-finding in and around our downtown area. The final Riverwalk report and design was completed in the fall of 2013, and can be found on the town's web site: [camdenmaine.gov](http://camdenmaine.gov).

2. The Transitional Business District (B-3), from Elm Street downtown to the Rockport town line has served as something of a relief valve for commercial activity that was unable to locate downtown—due to lack of space or to cost—or that preferred a site near the Camden Square shopping center on the Camden-Rockport town line. Prevalent uses range from the classic neighborhood shopping center with a variety of retail businesses, to residential uses such as Quarry Hill retirement and extended care community, to small motels, freestanding service, financial, and professional establishments. This segment has not deteriorated into a highway-oriented "strip." Current B-3 zoning emphasizes maintenance of existing residential-scale structures and exclusion of highway-oriented, high volume uses. Adherence to the spirit as well as the letter of the B-3 guidelines will be important.
3. Millville has long existed as a mixed-use neighborhood with residential, industrial and retail/service uses along the Megunticook River. With the closing and demolition of the Tannery the neighborhood lost its industry and primary employer. Industrial use is not expected to return. Rather, the current commercial uses such as a grocery, laundry, carwash and small offices are expected to lead additional development of the area. The Town owns the Tannery property and continues to explore opportunities for the best use of the parcel.

### **Home Occupation and Low Impact Uses**

In addition to these established commercial areas, home occupations exist throughout the Town. Home occupations are a recognized essential part of the Town's economy. The provisions of the existing zoning ordinance affirm the need for home occupations in a community with limited commercial space, with standards in place to insure the activities are of a type and scale that do not disrupt residential neighborhoods. The balance between these two objectives can be tenuous, but the current provisions appear to be working reasonably well.

The 1992 Zoning Ordinance added a “low impact use” which allows commercial uses in a residential district on lots within 500 feet of certain commercial districts. The standards for a low impact use are similar to those for a home occupation but with more flexibility in uses and volume of traffic. This ordinance is difficult to interpret and enforce and has led to significant public discussion of its efficacy.

## INDUSTRIAL LAND USE

Industrial uses in Camden are limited to two zones:

1. The River Business District has two non-contiguous sections:
  - a. One off Mt. Battie Street is in the vicinity of the Seabright Dam. A portion of this district was rezoned to allow for affordable housing lots. In November 2013, the town approved another amendment to allow more flexibility in the location of residential uses within commercial properties in this district.
  - b. The second River Business District is between Washington Street and the Megunticook River, on property formerly occupied by the Apollo Tannery. In 2015 the Select Board created the Tannery Work Group to study potential development options for the site and to provide recommendations for the consideration by the Select Board and the Town. The goal is to increase business opportunity and community activity within the immediate neighborhood.
2. The Industrial District between Union Street and Limerock Street near the Rockport town line is home to Tibbett’s Industries, a small Industrial Park and Coastal Opportunities. In June of 2006, Tibbett’s Industries celebrated 60 years in Camden. In 2007 Intricon purchased the company, but since then a decline in business has led to lower employment. In February 2014, Sierra Peaks agreed to acquire Intricon-Tibbett's with the expectation that the business will remain in Camden.

## MUNICIPAL USES

Town government and associated public land uses are centered in the downtown. These include the historic Opera House, the Library, the Town Office, the Public Safety Building (Police & Fire), and the Post Office. These public uses continue to give identity and vitality to downtown and help to assure a year-round level of activity in the center of Town. The exceptions are the Public Works garage, which is located on John Street and Sewer Treatment Plant on Knowlton Street. These facilities, and the services they provide, are discussed in more detail in the Chapter on Public Facilities.

## RESOURCE PRODUCTION

Once away from the high elevations and steep slopes of Mount Megunticook, Mount Battie, Ragged Mountain, and Bald Mountain, the preponderance of Camden's soils are acceptable (within limits) for urban development, including on-site waste water disposal.

According to the Soil Conservation Service, approximately 1,400 acres of Camden's area, or 11% of the total, are comprised of six prime farmland soil types. These soils have the quality, and moisture supply needed to produce a sustained high yield of crops with a minimum of energy and economic resources.

Most of this soil is located in the lower Megunticook River valley. Much of it is beneath or at the edge of the built up neighborhoods around Camden village and as a practical matter is lost to potential farming. There are four significantly sized patches of prime farmland soil that are still mostly undeveloped which, include: 1) the John Street – Mechanic Street – Melvin Heights & Hosmer Pond Roads, 2) the west side of Cobb Road, 3) the intersection of Melvin Heights and East Fork Road, 4) along with area enclosed by Start Road – Molyneaux Road – Turnpike Road on the north side of Megunticook River.

According to tax assessor's records, about two-dozen properties, containing 1,080 acres, are woodlands registered under the tree growth tax law. However, interviews with several of these property owners indicate that the woodlands are managed primarily for personal use and enjoyment rather than intensive commercial use.

In years past, the Town supported several gravel mining operations which are no longer active: along Hosmer Pond Road, near Molyneaux and Melvin Heights roads (in the vicinity of Wildlife Pond), and on Route One near the Maine Water storage tank on the Town owned Sagamore Farm property, which was used as a fill site for the spoils from the reconstruction of Route 1.

## LOCAL FARMLAND

One of the Camden Conservation Commission's directives is to encourage continued use of the land within the town of Camden for agriculture.

Rokes Farm, with its fields and large red barn marks the transition from the village heading toward Ragged Mountain and is a treasured community asset. Together with the Spear property (an old dairy farm), the preservation of these 55 acres of farmland is currently the focus of a local fundraising effort of Maine Farmland Trust and Maine Coast Heritage Trust. The campaign, called "Saving Camden Farmland for Farming", has been instrumental in providing funding to preserve these farms. These two easements will together protect 55 acres of high quality farmland, ensuring that it will always be available for farming. A few additional parcels in Town are still farmed. A large agricultural parcel is located on Howe Hill Road in the western part of Town, and a smaller one on Turnpike Drive (outer Mountain Street).

The preponderance of soils that are located in the Melvin Heights area, the Route 1 corridor, lands adjacent to Megunticook Lake, and the side slopes of Camden's Hills are classified by the Soil Conservation Service as highly productive woodland. Eastern white pine, white spruce, and balsam fir are especially suited to these soils. These areas comprise more than 7,050 acres, or 56%, of the Town's total acreage.

## RECOMMENDATIONS, QUESTIONS & STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

### **Residential Land Use**

1. If the Traditional Village pattern is to be replicated in the Village Extension District, should the minimum size for lots not on sewer be reduced from 40,000 to 20,000 square feet, or less? (Planning Board);
2. As the number of vacant lots decrease in the Traditional Village and Village Extension Districts, should the Village Extension District be expanded? Should any expansion be based on availability of public sewer and what is the impact of increased traffic on existing roads and neighborhoods? (Planning Board);
3. Should public sewer be extended to some areas of the Village Extension District? (Waste Water Superintendent, and Planning Board);

### **Commercial Land Use**

4. Should more opportunities be provided for neighborhood stores in residential districts? (CEDAC, Downtown Network Board, Community Development Director, and Planning Board);
5. As the Opera House becomes more of an economic driver, should consideration be given to utilizing municipal offices for compatible uses—or is office space at street level the best use for that space? (Town Manager, Opera House Manager, Opera House Committee, Community Development Director, CEDAC, Downtown Network Board, Planning Board);
6. The demise of village centers often is triggered by, or is sped up as the result of, the departure of important public uses, such as the Post Office or Town Office. Care should be taken, over the long term, to ensure that such uses remain downtown. (Select Board, Planning Board, Town Manager and Community Development Director);
7. The Town should encourage adaptive reuse of all downtown buildings where feasible prior to initiating new construction. (Planning Board, Historic Resources Committee, Downtown Network Board, Community Development Director);
8. Is the limited commercial and industrial space available in Camden, at present, a serious barrier to expansion of commercial and industrial activity, or is the demand for and supply of such space in relative balance? Consideration should be given to locating new commercial areas. Should consideration be given to the expansion of

- “low impact uses” as an appropriate opportunity for commercial development? (Planning Board, CEDAC, Downtown Network Board, Community Development Director);
9. Should use of Tax Incremental Financing Districts (TIF) and Credit Enhancement Agreements (CEA) be further utilized to encourage redevelopment and improvement of current commercial and industrial areas? (Planning Board, Community Development Director, CEDAC, Downtown Network Board);
  10. Should Sagamore Farm be considered for future commercial development? (Planning Board, CEDAC, Community Development Director); Should use of Tax Incremental Financing Districts (TIFs) and Credit Enhancement Agreements (CEAs) be further utilized to encourage redevelopment and improvement of current commercial and industrial areas? (Community Development Director, CEDAC, and Downtown Network Board);
  11. Should zoning and the road network at the intersection of John Street/Route One/Camden Road be reevaluated? (Town Manager, Community Development Director, CEDAC, Planning Board, Town of Rockport Representatives, MDOT);
  12. What can be done to retard or stop the conversion of existing commercial space into residential uses? It is vital that a balance between residential and commercial uses be maintained particularly near the Town's core. (Select Board, Planning Board, Town Planner, CEDAC, Community Development Director);
  13. Camden's Southern Gateway, along Route 1 from the Rockport Town Line to John Street, provides an opportunity for tasteful development that will enhance the community and welcome visitors to Town. More effort should be expended to create a viable plan and work with the property owners to implement the plan. (Select Board, Planning Board, Town Planner, Community Development Director, property owners, Town of Rockport representatives).

### **Rural Land Use**

14. Should open space zoning requirements be adjusted so that subdivision development is more feasible in the rural districts and as an alternative to large-lot sprawl? Should we consider open-space zoning for commercial use? (Town Planner and Planning Board);
15. Small areas of prime farmland soils, and extensive areas of highly productive woodland soils, remain undeveloped. The prime farmland soils are in the path of development, even in a scenario that encourages a compact settlement pattern. They are especially vulnerable to the suburban form of development that appears to be spreading out into Melvin Heights and other outlying parts of Town. Should special measures be taken to protect large areas of land with important farming and woodland soils and at what expense? Or is resource production such a small part of the local economy that, within the limits of protection of habitat and other

environmental concerns, there should be no special effort aimed at agriculture and silviculture? (Planning Board and Conservation Commission);

16. Within utility service areas, encourage the clustering of development and other measures that would preserve significant percentages of prime farm, woodland soils and wildlife habitat by encouraging enrollment of preserved areas in open space tax program. (Tax Collector, Planning Board);

## CHAPTER 11 HOUSING

Camden's real estate market, like some towns in Maine, was caught up in the exuberance that marked the last real estate expansion. Its beautiful, historic New England architecture and affordable pricing made it very appealing to out of state buyers that were looking for a second home or a place to re-locate for retirement. It began in the late 1990's and peaked with the onset of the economic recession of 2007. Prices decreased as much as 20% as a result, but beginning in 2012, prices began to stabilize.

Sales in Camden are still driven principally by out of state buyers as prices in the area continue to be lower than markets in Portland. Real estate is important to our local economy and even though we have recovered from the bottom, housing is nowhere close to pulling its economic weight via the addition of new jobs or businesses in the area.

### HOUSING STOCK

#### **Number and composition**

As of the 2010 Census, Camden had a total housing stock of 3,168 units. Of these, 2,625 were considered to be year-round units and 543 were considered to be houses where residents come to stay only for the summer or holidays. According to the 2010 Census, 831 of all the units are rented. Of the year-round units 79.4% were single-family units, 18.1% were multi-family units, and 2.5% were mobile homes.

From June 2002 through June 2010, a net of 285 units were added to the year-round housing stock, an increase of 9.8% while the year-round population decreased by 400 people. This increase includes a portion of the new units at Quarry Hill so it may not accurately reflect the overall housing trends.

**Age and Condition.** The condition of the Town's housing stock is considered to be comparatively good; it has been well maintained and is primarily owner occupied.

<b><u>Age of Housing Units in Years</u></b>	<b><u>Per Cent of Total Units</u></b>
<u>Over 70</u>	<u>36.8</u>
<u>60 - 69</u>	<u>4.8</u>
<u>50 - 59</u>	<u>7.6</u>
<u>40 - 49</u>	<u>2.8</u>
<u>30- 39</u>	<u>11.8</u>
<u>Less than 10</u>	<u>9.8</u>

### AFFORDABILITY

The issue of affordability has not changed since the 2005 Comprehensive Plan. Much more must be done if the Town is going to truly address an issue that was described as a crisis in the previous Plan. The median household income has increased from \$41,123 in 2000 to \$59,826 in 2010, a 45% increase. During the same period, the median home price



increased at a slower pace from \$210,000 to \$287,000, a 37% increase. Yet affordability remains a problem. The commonly held opinion is that incomes of younger home purchasers have not increased by 45%. Rather the income number is distorted by wealthy retirees who are likely paying cash for their homes.

The Camden Affordable Housing Committee (CAHO), established by the Select Board, spent the greater part of 16 years developing Madison Way and Lupine Terrace to address the issue, but unfortunately the problem was and still is greater than what CAHO could accomplish. There are numerous regulations both State and local, that while well intended, make development difficult and costly. It ultimately may fall to another funding source that fosters flexibility with fewer constraints to truly make housing affordable.

CAHO disbanded in 2013 and affordable or work force housing will fall once again to the citizenry of Camden to determine what the next steps will be to address the issue.

There has been an effort to provide for some of the rental needs of low-income households in Camden. Private developers, using primarily the Rural Development Program's Section 515 multi-family financing program, have built a total of 201 assisted rental units in the Town. Of these, 103 units receive deep subsidies (that is, the tenant pays a maximum of 30% of income to rent, plus utilities, and the government subsidizes the remainder). These facilities include:

Name	Total Units	Rental Assistance #	Type
Applewood	30	0	Family
Camden Village	24	24	Family
Highland Park	44	40	Elderly
Megunticook House	34	0	Elderly
Town House Estates I	18	18	Family/Elderly
Town House Estates II	12	12	Family/Elderly
Merry Gardens	30	0	Elderly Section 8
Scattered sites	9	9	Family/Elderly Section 8, MSHA
Total	201	103	

## MOBILE HOMES

Camden has a total of 95 mobile homes, which provide affordable housing for residents. Sixty-three percent (63%) of these homes are in two mobile home parks. Present zoning in Camden and State law treats mobile homes like single-family dwelling units in that they may locate anywhere in the community that single-family homes are allowed, provided that they comply with the same setback standards as single-family homes. State law and Camden's zoning governing mobile homes also allows the expansion of old, and development of new mobile home parks in a reasonable number of suitable areas of the community and at densities that are considerably greater than are normally permitted for modular and built-in-place homes. Mobile homes in Camden tend to decrease the resale value of homes around them.

## RECOMMENDATIONS, QUESTIONS AND STRATEGIES

The following issues present significant opportunities and or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for implementing, monitoring and/or evaluating these issues.

### **Affordability and Income Level**

1. Just as it was when the first Comprehensive Plan was adopted in 1992, the primary housing issue in Camden is affordability. Today, creating affordable housing is even more of a challenge. The greatest need is among the following groups:
  - a. Low and moderate income households;
  - b. First-time homebuyers of moderate-to-middle income levels;
  - c. Long time homeowners who because of escalating property values and associated taxes may face increasing difficulty holding onto their homes;
  - d. Aging boomers that want to downsize from two story to more efficient single level homes;
  
2. Low-income and moderate-income households and seniors need the ability to rent or purchase adequate housing. Without this ability, these citizens cannot be integrated into the neighborhoods of the community. The ability of the town to attract all income levels may diminish over time;
  
3. The housing issue is tied to jobs and the lack of well paying jobs that enable buyers to purchase homes. The outlying towns have experienced population growth while Camden has seen an out migration so that Camden's population has decreased every year since 2003. For the most part this consistent reduction in population can be tied to the cost of housing and lack of well paying jobs. The inability to attract people from all income levels, coupled with an aging population and a significant number of homes occupied during the summer months only, could erode the fabric of our community, its economy and participation in town organizations.

(Select Board, Planning Board, Town Planner, Community Development Director, Board of Realtors, Habitat for Humanity);

### **Resources and Partnerships**

4. Dedicating resources, establishing partnerships and collaborating efforts could be the successful approach to creating affordable housing. Since there is no longer a "recipe" for obtaining federal housing resources, we must be more inventive and open in our approaches to local production of affordable housing and the partnerships formed to do so. Consideration should be give to establishing "An Affordable Housing Trust" to maximize the revenue necessary to support planned affordable housing production;
  
5. Partnering with the Midcoast Habitat for Humanity (MHFH) could prove beneficial to the Town of Camden's effort to create affordable housing. Distinctive features of

the MHFH programs include the use of sweat equity—usually construction work—by homebuyers themselves; on-site labor by volunteers, support generated by churches, contributions—labor, land, in-kind, and financial—by professionals and corporate sponsors; plus individual tax-deductible charitable contributions. Homes are sold with no profit markup, and they carry interest free mortgages. These features all contribute to the success of the Habitat program and the ability to successfully address the need for affordable housing;

6. There is an immediate need to organize an affordable housing task force, which is necessary for the growth and economic welfare of Camden;

(Community Development Director, Planning Board, CEDAC, Camden Area Business Group, Town Manager, Select Board);

### **Integration and Adaptation**

7. Modest single-family houses and duplexes can certainly be integrated into the fabric of existing neighborhoods. Additionally, homeowners are adding long-term rentals such as in-law apartments or apartments over garages. To the greatest degree possible, existing structures should be utilized to accommodate affordable housing. It would be beneficial for the Town to work with tax acquired properties that could be donated or sold at reduced prices to an organization such as MHFH, which has the ability to rehab or rebuild so as to place the properties back on the tax roll in an efficient time frame. This approach would help accomplish the inclusion of affordable homes with limited new development into existing neighborhoods. (Town Manager, Select Board, MHFH);
8. All efforts should be made to promote work force housing in a positive light, as perceptions can be changed. Community programs should be established to help update old wiring, insulation and heating in the older homes to make them more appealing, especially for multi-families as done by Habitat for Humanity. (CEDAC, Downtown Business Group, Banks, and Realtors Association);

### **Regulation and Land Use**

9. The issue of affordable housing is inevitably related to land use regulation, and whether or not these regulations, enacted to protect the character and functioning of the Town, also impose costs that make affordable housing difficult to achieve. Infrastructure costs increase project costs but do not necessarily make them prohibitive when working with the MHFH model. (Mid-Coast Builders Alliance, Realtors Association, Architects, Planning Board, Select Board & Planning Director);
10. The town should consider creating incentives such as an allowance for increased densities to encourage development of affordable housing units in all residential zones. Such allowances should be tied to standards that would keep any new development compatible with the existing neighborhood. (Planning Director, Planning Board, Select Board).

## CHAPTER 12 THE HARBOR

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Since the first European settlers sailed into Camden Harbor in 1769, it has been the focal point of the Town's economy and its identity. Over the years, no area in Camden has been of more general concern to its citizens than the harbor and shore front adjacent to Penobscot Bay. The community has worked diligently to preserve the maritime character of the harbor and to assure public access to the waterfront for both residents and visitors.

### PHYSICAL DESCRIPTION

Camden is near the southern end of the part of Maine's coastline geologists call the Island-Bay Complex Shoreline. This is a 105-mile stretch of shoreline that runs from Port Clyde to Machias Bay. It is punctuated by numerous, irregular bays and islands of many sizes. Penobscot Bay is the largest of the mid coast bays, extending for more than 30 miles north to south and up to 20 miles east to west. Camden is on the west side of Penobscot Bay and occupies a small indentation of its own, Camden Harbor.

From the harbor, boat owners—mostly recreational, but also some commercial—can venture out to explore Penobscot Bay's shoreline, wildlife areas, and islands as small as Camden's own Curtis and Mouse Islands or as large as Deer Isle.

The harbor is divided into an inner, outer, and coastal harbor. The inner harbor is narrow —its width varies from 300 to 650 feet. It extends south from the head of the harbor a distance of 1,400 feet, to just beyond Lyman-Morse at Wayfarer Marine and the Yacht Club. By contrast, the outer harbor is expansive, as it opens out around Curtis Island to Penobscot Bay.

The inner harbor is served by a 35-foot wide channel into and around its navigable circumference. Most of the harbor, including the inner harbor, is under the jurisdiction of the Army Corps of Engineers for navigation purposes. The Army Corps of Engineers maintains the navigable section of the inner harbor at a minimum depth of 10 feet. The last major dredging of the project was in 2004. Smaller maintenance dredging occurs periodically.

### STATE GOALS

- To protect the State's marine resources industry, ports and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public. (Growth Management Act);
- To promote the maintenance, development and revitalization of the State's ports and harbors for fishing, transportation, and recreation. (Coastal Management policies);
- To support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline and that considers the cumulative effects of development on coastal resources. (Coastal Management policies).

## LOCAL GOALS

- To provide an efficiently managed harbor that balances commercial and recreational uses and maximizes the variety of boating opportunities available to the public.

## USE OF THE HARBOR

### Land Side

The land around the inner harbor is virtually all developed or in dedicated public space. The uses are mixed, but some patterns are evident. On the south side, along Bay View Street, the uses are primarily commercial, including restaurants and shops, some with a water orientation. A small condominium development, Harbor Square, and the Yacht Club are on this side of the harbor. At the head of the harbor public land dominates. These lands include the Public Landing and parking lot and Harbor Park. On the north and northeast, off Sea Street, boat building, repair, and related activities are prevalent, including Lyman-Morse at Wayfarer Marine. Above the shore, along Sea Street, is a single-family neighborhood. There are condominiums located adjacent to Lyman-Morse at Wayfarer Marine on Eaton's Point. Recent zoning ordinances will allow commercial and residential uses in the Lyman-Morse property and preserve visual access along the harbor.

### Water Side

The harbor is dominated by recreational boating: windjammers, day-sailers, charter services, Yacht Club, moorings, and a boat yard that serves principally the recreational boating industry. Camden harbor currently accommodates:

- A small fishing boat fleet;
- 7 day-sailers, 6 windjammers, and 2 motor vessels licensed by the Town;
- 78 other berths along 39 private floats in the inner harbor; and
- Several privately owned marinas, P. G. Willey & Co. and Lyman-Morse.
- The outer harbor presently accommodates 364 moorings. The inner harbor may be at capacity in terms of mooring space, while the outer harbor possibly has room for expansion.

Use of the harbor by commercial fishermen is limited. According to boat registration records, of 90 boats that are 20 feet or longer, owned by Camden residents and registered in Camden, only 8 are used for commercial fishing. The harbor's recreational role is underscored by the fact that many of those mooring in the harbor are nonresidents. A power hoist was added to the harbor in 2015 to assist the commercial fishermen in loading their boats.

## PUBLIC FACILITIES AND ACCESS

Public facilities that provide access to the harbor include:

- The Public Landing off Main and Bay View Streets includes seasonal berths for 40 boats under 22 feet along 20 finger floats; tie up space for dinghies; floats for transient vessels, including free 2 hour tie up; two floats reserved for commercial fishermen; and one float for 7 licensed day-sailers. A large parking lot is located at the landing, serving both waterfront and downtown visitors;

- Laite Beach, a small beach and park on Bay View Street;
- The municipal boat-launching ramp on Steamboat Landing Road. A new ramp and float system was constructed in 2001 and can accommodate most trailer able boats. Limited parking is available on site and nearby in a small lot on Cove Road;
- Access to, or views of the shore, can be found at the ends of Sherman's Point Road, Marine Avenue, Harbor Road, Eaton Avenue, Beacon Avenue and Bay Road.
- The town-owned Curtis Island is available for picnicking and enjoying the bay. In June 2013 the Town funded the creation of the Curtis Island Lighthouse Museum, which displays the history of the island and lighthouse. It is open to the public.

Although there is no Town-owned public access to the shoreline of Penobscot Bay, a portion of the Camden Hills State Park borders the coastal harbor off Belfast Road and provides public access for picnicking and hiking.

The combination of these public facilities, Harbor Park, and commercial facilities that cater to the public, provides wide public access to the harbor for many purposes, including viewing the scenery and activity of the harbor, walking along the shore of the harbor, and access to moored boats. The Camden Yacht Club and Lyman-Morse at Wayfarer Marine currently provide service in the harbor to transport boaters between their boats and the shore.

## ENVIRONMENTAL CONCERNS

Camden Harbor remains a significant attraction for both residents and tourists accessible by land and by water. In recent years there have been several incidents reported of sewage leakage into the harbor from broken municipal and private sewer lines resulting in the occasional posting of the Laite Beach area for recreation. The municipal sewer and storm water infrastructure has been identified as requiring significant upgrading. This work remains ongoing along the harbor and town wide.

Concerns remain that additional pollution enters Camden Harbor due to surface runoff along the Megunticook River.

Two studies with reports were conducted to address the river and harbor pollution issues. The results of these reports are being used to plan for ongoing remediation and repair work: 2011 Camden Harbor Project and 2012 Water quality monitoring, testing, and remediation for Megunticook River, Camden Harbor and Laite Beach.

## GOVERNANCE AND REGULATION

A Harbor and Waterways Ordinance regulates the use of the harbor, which was last revised November 2016. In addition to rules promulgated by the Federal Army Corps of Engineers and the State, the ordinance:

- Governs the placement of piers, wharves, floats, and other structures in the harbor;
- Allocates space for day-sailers, windjammers, moorings, and floats;
- Establishes lines beyond which piers, wharves and fill cannot extend;
- Protects Sherman Cove area from development of any structure requiring a permit under the Harbor and Waterways Ordinance.

A Harbor Master administers the ordinance. Both the Harbor Master and the Harbor Committee are appointed by the Select Board. Day-to-day decisions are made by the Harbor Master, with the Harbor Committee serving as an advisory and a mooring location appeals board. The Committee also serves as an advisor to the Select Board, Town Manager, and Planning Board.

The Harbor Master, Harbor Committee, and the Select Board have recognized that as the harbor's use has increased, there has been a need for a formal mooring plan and increased management to assure safe use of the harbor. The revised Harbor Ordinances have established the foundation for this management.

In addition to regulations pertaining to use of the harbor's waters, the Town's zoning and subdivision ordinances govern land use around the harbor. Among other provisions in these land use ordinances are requirements that development on the harbor maintain view corridors, and that subdivisions on the waterfront make provision for access to the water.

## **RECOMMENDATIONS, QUESTIONS & STRATEGIES**

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question & Strategy are the individuals, Boards, Committees and groups responsible for implementing, monitoring and/or evaluating these issues.

### **Public Access**

1. With the construction of the launching ramp at the end of Steamboat Landing Road, combined with improvements of the Public Landing and identification of multiple shoreline access points, public access to the harbor has been achieved.

However, it is important that visual access and pedestrian access to the harbor be maintained. Present protections in the zoning ordinance that encourage small scale building and require view corridors and ground-level commercial use have been effective and should be retained. (Planning Board, Select Board, Harbor Committee);

2. Access to Curtis Island should be made more user-friendly. Improvements are in process and should be followed up. (Harbor Committee, Harbor Master, Caretaker for Curtis Island);

### **Harbor Use and Management**

3. The November 2016 revised Harbor Ordinance provides the guidance for harbor management; it is important to commit the time and resources to creation of needed harbor use plans, to enforcement, and to maintenance of facilities. (Harbor Committee, Harbor Master);
4. A controversy about the building of marine railways in Sherman's Cove seemed to indicate that the specific language of the Harbor and Waterways Ordinance did not thoroughly reflect the town's desire to protect Sherman's Cove as expressed in the Ordinance. The Harbor Committee should completely review the Harbor Ordinance for other unintended ways that the public use of the harbor might be disturbed.

(Select Board, Planning Board, Harbor Committee, Harbor Master);

5. The harbor provides opportunities for recreational boating, commercial fishing, tour boat cruises, and a commercial marine industry. These activities should be allowed to co-exist and expand through good management policies. (Select Board, Harbor Committee, Harbor Master, Commercial Marine Industry Owners);
6. The harbor use by both day-sailer and windjammer fleets and the boating public, is one key to the Town's economy. The variety of boating opportunities needs to be maintained, and space allocated to each as efficiently as possible. Due to the very limited area in the inner harbor, preference is given to commercial, transient, and public boating needs, while the mooring of many private pleasure boats is directed to the outer harbor. Day-sailer and schooner ticketing information should be well designed and located to properly promote those enterprises while still allowing for efficient pedestrian flow at the harbor. We should balance these activities. (Select Board, Harbor Committee, Harbor Master);
7. Currently there exist extensive waiting lists for moorings, inner harbor floats, and Public Landing slips. During the peak summer season transient berths are often booked to capacity. Efforts should be made to increase resident and transient boat facilities. (Harbor Committee, Lyman-Morse at Wayfarer Marine, Camden Yacht Club, Harbor Master);

### **Commercial Uses**

8. The Town should dedicate a strong effort to support the ongoing commercial marine activities around the harbor through initiatives from the Select Board, consideration of supportive zoning regulations by the Planning Board, active involvement by the Harbor Committee, and initiatives through the Community Development Office. (Select Board, Planning Board, Harbor Committee, Town Manager, Community Development Director);
9. Camden has eight commercial fishermen and the Town is committed to supporting this traditional occupation. It should be maintained along with implementation of Title 38, the State's Statute on "Waters & Navigation". (Select Board, Town Manager, Harbor Committee, Harbor Master, Commercial Fishermen);
10. The State of Maine is attempting to establish a network of passenger ferries, Camden should be aware of the potentiality for reestablishing a ferry pier possibly where one once existed at the end of Steamboat Landing Road. (Select Board, Town Manager, Planning Board, Harbor Committee, Harbor Master);



**Climate Change**

11. With the advent of climate change resulting in warmer temperatures along the Maine coast, it may be worthwhile to study the benefits of creating a plan to protect the harbor from rising ocean elevations, storm surge damage, and runoff pollution from the heavy downpours we are experiencing more frequently. Some towns around the State are already looking at this issue. (Select Board, Town Manager, Harbor Committee, Harbor Master);
12. To the extent state and federal agencies are able to estimate, considerations of climate change hazard and sea level rise should modify land and use standards for waterfront properties, and should broaden the allowable scope of measures to protect existing facilities and new construction;
  - a. Landowners should be allowed to provide effective responses to these changing conditions as standards, practices, and technologies are developed. Construction practices should be guided by both applicable codes and by FEMA guidance;
  - b. Consideration to revising local ordinance requirements, which stipulate a maximum height limit above sea level (e.g. mean high water based upon current predictions) should permit structures such as piers or wharves to establish higher elevations to be protected if sea levels change.  
(Planning Board, Select Board, Harbor Committee);

**Protection of Harbor Waters**

13. The Town, through the Public Works Department, must continue its program to upgrade the aging municipal sewer and storm drainage systems around the harbor to assure the harbor is kept clear of effluent discharging directly into the harbor. (Select Board, Town Manager, Public Works Director, Waste Water Department);
14. Attention should be given to controlling surface drainage runoff and pollution into the Megunticook River as it runs through Town into Camden Harbor. (Select Board, Code Enforcement Officer, Planning Board, Town Manager, Public Works Director, Wastewater Department, Director of Planning).

## CHAPTER 13 RECREATION AND OPEN SPACE

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### PARKS AND RECREATION DEPARTMENT

In the mid-1980's, a Parks and Recreation Committee was formed, a director hired, and a year-round Parks and Recreation Department created. Maintenance and supervision of Camden's two greatest inland recreational assets, Megunticook Lake and the Ragged Mountain Recreation Area, as well as the town parks, occupy the majority of the department's time.

The Parks & Recreation Department is funded almost equally by the Parks & Recreation budgets and the Ragged Mountain Recreation Area budget. The Parks and Recreation budgets, totaling \$371,363 for 2016-2017, are funded through the Town budget process, with expenses partially offset by program income. To accurately reflect the seasonality of the Department's work, the Department's budget account for maintenance labor has been extended to seven months, with a corresponding reduction to five months of the account for Snow Bowl labor. The Ragged Mountain Recreation Area budget (\$920,000 in 2016-2017) is set up as an "Enterprise Account", with a balanced budget. Town appropriations are only allocated for Capital Reserve funds, matching funds for grants or gifts, and any operating deficits. In the early 1990's, the Ragged Mountain Recreation Area Foundation set up an endowment fund to help finance capital improvements at the Ragged Mountain Recreation Area.

### RAGGED MOUNTAIN RECREATION AREA

The Ragged Mountain Recreation Area is a 260-acre, four-season multi-use facility. Its best-known uses are as a ski area and the venue for the annual Toboggan Race weekend. The Camden Outing Club, a volunteer organization, cut the ski slopes and built the first ski lodge in the 1930's. The slopes were initially served by a rope tow. The first lodge burned down in the mid/late 1950's and an A-frame lodge was built in the 1960's. With government grants and private donations, one chair lift and a T-bar were installed. The Outing Club operated the facility until the early 1980's. When it gave up the operation, the Samoset Resort ran it for three seasons, until the 1985-86 season when the Town's Parks and Recreation Department assumed responsibility for its management and operations.

#### **Redevelopment Project**

In 2008 the Town voted to initiate a \$6.5 million four-season redevelopment project through a combined private/public effort. The Ragged Mountain Redevelopment Committee (RMRC) was formed to plan and raise private funds for the project. The Town is responsible for overseeing the construction of the project and ongoing operations of the facility. In November of 2013 the voters accepted the \$4.5 million privately raised funds and approved a \$2 million municipal bond. Construction began in the spring of 2014. The project, projected to be completed in 2018, will include two chairlifts; a triple chair running from the new base lodge area to the top of Ragged Mountain serving two new expert trails, and a double chairlift running from the base lodge area half way up the mountain to serve beginner/intermediate trails. In addition a new conveyor lift will provide access to the beginner slopes. Planned improvements include new snowmaking equipment,

trail lighting, a new tubing hill, and upgrades to the mountain biking/hiking trails, a new larger base lodge, and expanded parking.

Through the spring of 2016, the new trails had been graded and stabilized, the new lifts installed, some of the lighting installed, the parking lot re-graded and paved and a temporary building for rentals moved onto the site. Work yet to be done includes completion of the lighting, improvements of the snow making system and construction of the new lodge.

The new development activity created management challenges for the Town and cost far in excess of initial estimates. Approximately \$6.5 million has been spent to date, roughly the amount of the estimate for the entire project. Estimates for the remainder of the work are in the \$2.0 to \$2.5 million range. The intention is to raise the remaining required funds privately.

New, larger facilities have generated a concomitant increase in the cost of operations. The 2014 budget of \$650,000 grew to \$920,000 for 2017. Town government is now focused on providing a quality recreation area for a reasonable cost. To that end in 2016 they formed a special Snow Bowl Budget Team and a Four Season Snow Bowl Committee. A timelier cost and revenue-reporting program has been initiated. It is hoped that these two groups will improve cost control and increase revenues through all the seasons.

**Multi-purpose Trails:** The Coastal Mountains Land Trust (CMLT), through its ongoing Bald & Ragged Mountain Conservation Campaign, continues to work with the Town to expand the area's hiking, biking, and cross-country ski trails for year-round use. The first section of a 'Round the Mountain Bike Trail', developed in collaboration with CMLT and The Mid-Coast Chapter of the New England Mountain Biking Assn., was completed in 2013. Already two miles long, the trail is envisioned as a 10-mile route that completely circumnavigates Ragged Mountain. Access to these extended trails is through the Ragged Mountain Recreation Area.

**Hosmer Pond and Sports Fields:** Public access to the 68-acre Hosmer Pond, located at the base of Ragged Mountain and considered part of the recreation area, is provided by a public boat launch/float facility near the base lodge parking area. Additional facilities include two tennis courts and a sports field. Hosmer Pond and the Ragged & Bald Mountains watershed is a residential area with both seasonal and year-round residences. The Hosmer Pond Association, whose members are the adjacent residential property owners, is a 501C3 non-profit created in 1985 with its stated purpose "to protect and conserve the wildlife and natural resources within the watershed...and to discourage pollution, overuse, and destruction thereof..."

## MEGUNTICOOK LAKE

The 1,300-acre Megunticook Lake is located in Camden, Lincolnville, and Hope. On the lake the Town owns a beach, two boat launches, and a portion of Fernald's Neck adjacent to a major conservation area. A variety of winter and summer recreational activities occur on the lake.

**Barrett's Cove Beach:** Barrett's Cove Beach is a 5-acre park located off Beaucaire Avenue and is heavily used in the summer. There is a sandy beach with a swim float located 50 yards off shore. Swimming and picnicking begin in May and continue through September. Restrooms, playground equipment, picnic tables, and cooking grills are

provided. Barrett's Cove is also home to Megunticook Rowing, a community based non-profit rowing program.

**Route 52 Boat Ramp:** The Route 52 Boat Ramp is a 2.7-acre lot adjacent to Barrett's Cove that is heavily used during the summer months. There is a paved parking area and a long wooden dock for boat tie-ups.

**Route 105 Boat Ramp:** A public boat launch is located on Route 105 at the Bog Bridge, including a wooden floating dock for boat tie-ups and a parking lot. Water levels tend to be low in late summer, limiting the size of boats that can be launched. The ramp is heavily used during the summer months.

**Land's End:** Land's End is a 52.8-acre site on Fernald's Neck in Megunticook Lake owned by the Town of Camden. It is accessible principally by water, and is used for hiking and picnicking. All land next to the site is a nature preserve owned by the Coastal Mountains Land Trust. It is considered a low impact recreational area.

## MEGUNTICOOK RIVER

The Town owns a number of recreational areas along the river:

**Shirrtail Point:** Shirrtail Point Park is a 2.54-acre lot located on Washington Street (Route 105), currently used as a picnic and swimming area. Restrooms, swings, picnic tables and grills have enhanced the use of this facility. Plans are under way to improve the access road, the parking and beach areas. Utilizing a grant awarded by the MDOT, a plan has been initiated to add a sidewalk connecting the Park with Downtown.

The Town also owns two small parcels across the river from Shirrtail that have no designated use.

**Hodson Park:** Hodson Park is a 1.25-acre, low use area on Molyneaux Road. It has picnic tables and a parking lot, but no restrooms or swimming facilities. It is a popular spot for fishing and launching canoes.

**Seabright Park:** Seabright Park is a natural wooded 3.5-acre area along the west side of the Megunticook River from the Seabright Dam to Mt. Battie Street. A recently improved walking path loops through the woods, providing nice views of the river and lower dam.

**Camden Riverwalk:** The Camden Riverwalk, a multi-use trail, planned to follow the Megunticook River from Shirrtail Point through town to the harbor, remains an ongoing project. A 900' long portion of the trail running along the river from Washington Street to Rawson Avenue was completed in 2014 and the portion in Seabright Park was completed in 2015. Further development of the Riverwalk will depend on funding and acquisitions of property easements to connect the various Town-owned properties along the river.

## THE HARBOR

The Town owns a number of recreational areas and structures around the harbor:

**Camden Yacht Club:** The Camden Yacht Club has a long-term lease from the Town for a 1.09-acre site on Bay View Street. The building is rented for functions such as weddings and parties when not being used by the club. The complex was designed by Maine's great architect, John Calvin Stevens, and is listed on the National Register of Historic Places. The Yacht Club offers boating instruction to young people through the Camden Area Youth Seamanship Program

**Laite Memorial Beach:** Laite Beach is a 1.35-acre lot on Bay View Street, and is the only salt-water swimming area in Town. Used for concerts, picnics, and other public functions, this facility gets high use in summer, and has picnic tables, benches and grills. A stone amphitheater is located on the grassy slope leading to a stairway down to the beach. Restrooms and outside showers are available.

**Public Landing:** In 2013 the Town engaged a team of planners to provide development concepts for redesigning the Public Landing recognizing it as a gateway to Camden, providing significant access and activity area connecting the harbor with the Downtown. It is anticipated that this project will proceed when funding becomes available. There is public parking on the landing and a variety of events take place here year round.

**Steamboat Landing:** The Steamboat Landing Boat Ramp at the end of Steamboat Landing Road, off Sea Street, has a ramp and pier system that can accommodate most trailered boats. Parking is available at the launching site and nearby in a small lot on Cove Road.

**Curtis Island:** Curtis Island, located in the outer harbor, is a 7.46-acre island that was given to the Town by the Federal Government. The Curtis Island Light, listed on the National Register of Historic Places, was deeded to the Town in 1998. The Town is obligated to maintain the island's buildings and grounds and caretakers live on the island during the summer to provide those services. The island is accessible by small boats only, and the intent is to continue limited access so that individuals and small groups may use it for nature walks and picnics. The island's shallow soils must be protected against erosion if they are to continue to support the current diverse composition of plant life, which, in turn, supports a diverse wildlife habitat. In 2013 the island caretakers created the Curtis Island Light Museum, displaying the history of Curtis Island, in the antechamber of the Curtis Island Light.

**Rights of Way:** There are town-owned rights of way that provide public access to the shore at the end of five streets: Beacon Avenue, Eaton Avenue, Harbor Road, Marine Avenue and Sherman's Point Road.

## OTHER IMPORTANT TOWN OPEN SPACES

**Harbor Park:** Harbor Park is located on Atlantic Avenue at the head of Camden Harbor and consists of two parcels containing 1.44 acres. The property is owned by the Town but is under the direction of the Camden Public Library Board of Trustees. Harbor Park was designed by the Olmsted Brothers and is listed on the National Register of Historic Places as a contributing resource of the "High Street Historic District". Harbor Park underwent an extensive rehabilitation completed in 2004 and has a carefully supervised maintenance program for its long-term management.

**Camden Amphitheatre:** The Camden Amphitheatre, located behind the Library, is recognized as one of the most beautiful public spaces in Maine, having been preserved and protected from encroachment and alteration. The property is owned by the Town but is under the direction of the Camden Public Library Board of Trustees. The Amphitheatre, designed by Fletcher Steele, and Library were designated as National Historic Landmarks by the Secretary of the Interior in 2013 and are part of the "High Street Historic District". The Camden Amphitheatre underwent a major preservation and restoration in 2004, and a phased implementation program continues to restore the Amphitheatre. The Amphitheatre

has a carefully supervised maintenance program for its long-term management and hosts a variety of activities from concerts, theatrical performances and movies to weddings.

**Village Green:** The Village Green, at the corner of Chestnut and Elm Streets, is a 0.86-acre lot that serves as in-town open space. The Green is an important visual element in the character of downtown Camden and is occasionally used for entertainment events and activities hosted by nonprofit organizations. A central memorial flagpole and a granite memorial wall are dedicated to Camden's veterans. A gift to the town in 1927, the Green is a historically significant landscape designed by the Olmsted Brothers and listed on the National Register of Historic Places as part of the Chestnut Street Historic District.

The Parks and Recreation Department maintain the Green's lawn, trees, hardscape, lighting, and irrigation. The Camden Garden Club maintains the planting beds. Any design changes should be in compliance with the Village Green Master Plan approved by the Select Board in 1998. Only non-commercial uses are allowed, and must comply with the Village Green Policy.

**The Bog:** Located off Park Street, the 2-acre bog is an important area in terms of helping to protect lower parts of Town from flooding, soil erosion and non-point source pollution. It adjoins an 11 acre wooded wetland, which absorbs and holds quantities of rainwater. This land provides an important green space and buffer from Route 1 and is home to wildlife. It has limited use as a nature park.

**Maiden Cliff:** The town's second largest natural area, comprised of 323 acres of mountainside contiguous to Camden Hills State Park, is a popular destination for hikers. Located atop a steep one-mile trail is a white cross, a memorial to Eleanor French, an 11 year-old girl who fell off the cliff in 1864.

**Barrett's Farm:** This is a 200+ acre site off Route 52, adjacent to Camden Hills State Park. The State uses part of the area as a parking site for its trail system. Much of the site is on steep slope.

**Smaller Parcels:** The Town owns a number of smaller parcels throughout the community. The last inventory was compiled in November 2014 through the Town Office. Over the years the community has benefited through the generosity of individuals donating property to the Town for open space use, Rights of Ways, or easements to access its harbor, lakes, and parks.

**Park & Street Trees:** The trees along Camden's streets and in the parks are major contributors to the ambiance of the Town as well as providing significant ecological benefits. They should be protected and maintained. For 50 years the Camden Garden Club has provided the Town with an annual tree-planting program. The Tree Warden, as part of his role in monitoring the health of the Town trees, surveys all areas for potential tree planting sites and property owners have the opportunity to have trees professionally planted. Camden has been designated an official "Tree City" since 1995.

**Camden Hills State Park:** The largest recreational and open space area in Camden is the Camden Hills State Park located on both sides of US Route 1. The park is a popular hiking, picnicking, and camping area, with RV campsites and organized group sites. Each year several hundred thousand visitors hike or drive to the summit of Mount Battie to view Penobscot Bay, or picnic above the shoreline of the Bay. The State Park straddles Camden and Lincolnville totaling 5,532 acres. Of that total, 2,671 are in Camden representing 21% of the Town's total land area.

## OTHER RECREATIONAL OPPORTUNITIES

In addition to these major recreational facilities, residents of Camden have opportunities offered by Camden Harbor, Penobscot Bay, area golf courses, and a teen center. Located on Union Street in Rockport, the Penobscot Bay Area YMCA is an important recreational facility. Regionally the 66-acre Merryspring Nature Park on the Camden-Rockport border, the Midcoast Recreation Center on Route 90 in Rockport, and The Pitch on Route 90 in Warren provide a variety of recreational spaces for hiking, tennis, ice skating and indoor playing fields.

## LAND TRUSTS

The increasing role of private and public land trusts is significant for maintaining rural open space in the town. Founded in 1986 the Coastal Mountains Land Trust (CMLT), originally named the Camden-Rockport Land Trust, was created "...to conserve land to benefit the natural and human communities of western Penobscot Bay." It has protected a strong portfolio of conserved properties that feature many of the most iconic lands in Camden including the summit, south and west slopes of Mount Battie, the Bald and Ragged Mountain preserve, the Beech Hill Preserve in Rockport, and the first phase of the Camden Riverwalk.

## RECOMMENDATIONS, QUESTIONS AND STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for implementing, monitoring and/or evaluating these issues.

1. By national standards, Camden's recreational needs are fairly well met. These standards are contained in the State Comprehensive Outdoor Recreation Plan (SCORP). Based on these standards, Camden has adequate baseball, softball, soccer and multipurpose fields, outdoor tennis courts, and beaches, boat ramps and launches, nature trails, playgrounds, picnic tables and outdoor ice skating. The Town has plans to work with a 4-town committee to coordinate their respective venues for organized sports. (Town Manager, Parks & Recreation Director, Parks & Recreation Committee, Pathways Committee);
2. The Village Green Master Plan approved by the Select Board in 1998 should be implemented. (Select Board, Historic Resources Committee, Camden Garden Club);
3. As more land is placed in conservation trusts, the impact on the overall property tax base needs to be considered. (Select Board, Budget Committee, Coastal Mountains Land Trust, Maine Farmland Trust);
4. The Town should continue the development and implementation of the concepts recommended in 2013 reports for the Camden Riverwalk and the redesign of the Public Landing. (Select Board, Town Manager, Planning Board, Downtown Design Team, Community Development Director);

5. The historic balance between private and public use, and the ecology of Hosmer Pond should be monitored and protected by both the Town and the Hosmer Pond Association. (Hosmer Pond Association, Select Board, Parks & Recreation Department, Parks & Recreation Director, Town Manager, Code Enforcement Officer, Parks and Recreation Committee);
6. Public access to and ongoing limited use of Curtis Island should be revisited from time to time to assure that the natural environment remains stable. (Select Board, Historic Resources Committee, Parks & Recreation Committee, Harbor Committee);
7. Any changes to the structures or places listed below should be subject to review by the Historic Resources Committee (HRC) for compatibility with its historic character: Camden Yacht Club, Curtis Island, Harbor Park, Camden Amphitheatre; Village Green. (Historic Resources Committee, Select Board, Conservation Commission, Tree Warden);
8. Every five years there should be a review of town-owned smaller parcels of property to determine if they continue to benefit the community. If the determination is that there is no real benefit to the community to retain a property(s), a recommendation to sell these properties should be considered in order to reduce the Town's liability and increase potential property tax receipts. (Select Board, Conservation Commission, Historic Resources Committee, Parks & Recreation Department, Parks & Recreation Committee, Harbor Committee);
9. The incomplete redevelopment of the Snow Bowl has created management and fiscal stresses on the Town as the increased management and operational costs compete with other Town needs. It is vital that efforts be focused on timely completion of the redevelopment within the budget and providing ongoing operations and management on at least a break-even basis. (Town Manager, Director of Parks & Recreation, Select Board, Parks & Recreation Committee, Ragged Mountain Redevelopment Committee, Snow Bowl Budget Team and the Four Season Snow Bowl Committee).



## CHAPTER 14 HISTORIC RESOURCES

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Camden has a wealth of historic buildings and landscapes. They are a resource that adds value to Camden as a place to live, work and visit. Protecting that resource is a responsibility the present generation owes both to its predecessors and generations to come.

This chapter addresses the issues of preserving, protecting and enhancing (1) all buildings and places or areas within the “Camden Great Fire Historic District”; (2) Curtis Island; (3) Town-owned properties within other designated historic districts; (4) other privately owned historic properties by owner request and acceptance by the town and (5) potential historic properties within the town.

### HISTORIC RESOURCES COMMITTEE

Since the revision of the Zoning Ordinance adopted in 1992, Camden has had a Historic Resources Committee (HRC) to advise the Select Board regarding the protection of the Town’s many historic resources. Under provisions of the ordinance, advice has principally been restricted to matters pertaining to Town-owned properties such as the Opera House, the Yacht Club, the Library, our historic parks, and the impact of Town projects on properties in the historic districts.

The Zoning Ordinance requires that the HRC operate using the national standards for historic preservation adopted by the Department of Interior, commonly called “The Secretary of the Interior’s Standards for the Treatment of Historic Properties,” administered in Maine by the Maine Historic Preservation Commission. These standards provide a nationally accepted and periodically updated framework for careful and responsible analysis of existing resources and of the impact of proposed projects on those resources. The HRC consults regularly with the Maine Historic Preservation Commission for guidance on specific projects.

### HISTORIC OVERLAY MAP

The Zoning Ordinance contains a “Historic Areas Overlay Map” which defines the areas of the Town deemed to have historic character that need to be protected. The Overlay Map designates the areas and individual properties listed in the National Register of Historic Places maintained by the Department of the Interior, which have been adopted by public vote as part of the Town’s Historic Areas. Listing in the National Register identifies a property and gives it some protection from federally regulated activities, but it does not protect the property from State, town or private activities. There are many areas of the Town not presently listed but are potentially eligible for listing in the National Register. There are other areas of historic interest and character, which, though not qualifying for the National Register, are nonetheless important in preserving the Town’s historic character.

Although there has been no systematic survey and identification of actual or potential archaeological sites, they are almost certain to exist within the Town. Efforts should be made to identify these resources and at a minimum, any excavation done on town land should be monitored for archaeological significance.

## HISTORIC DESIGNATIONS AND QUALIFICATIONS

### Department of Interior Designations

- **Historic Districts:** A historic district is a group of buildings, properties, or sites that have been designated by one of several entities on different levels as historically or architecturally significant;
- **Historic Sites:** A historic site or heritage site is an official location where pieces of political, military, cultural, or social history have been preserved due to their cultural heritage value. Historic sites are usually protected by law, and many have been recognized with the official national historic site status;
- **Historic Landmark:** A historic landmark is a building, site, structure, or object that is officially recognized by the Town for its outstanding degree of historical significance;
- **National Historic Landmark:** A National Historic Landmark is a building, site, structure, or object that is officially recognized by the United States government for its outstanding degree of historical significance.

### Qualifications

The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association.

To be designated a historic district, historic site or historic landmark, each shall have one or more or any combination of the following characteristics and qualifications without limitations as to cultural or chronological period:

- An association with events that have made a significant contribution to the broad patterns of our history;
- An association with the lives of persons significant in our past;
- Embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction;
- Have yielded, or may be likely to yield, information important in prehistory or history;
- Contribute to the visual continuity of a historic district;
- Eligible for listing on the National Register of Historic Places or as National Historic Landmarks.

## INVENTORY OF CAMDEN'S HISTORIC RESOURCES

Historic resources may be divided into three categories: prehistoric archaeology, historic archaeology, and significant buildings and landscapes. Prehistoric archaeology also known as pre-European archaeology, attempts to reconstruct the lifestyle of the original human inhabitants of Maine, Indians or Native Americans, from the end of the Ice Age to the arrival of the Europeans and written history. Historic archaeology analyzes the settlements and forts of the period from about 1600 on, helping to expand the historical record. Historic archaeological sites may be associated with past events or people of significance in the history of the state.

The following lists include those resources known to the Maine Historic Preservation Commission and other resources of possible significance.

### **Prehistoric Archaeology**

Two prehistoric sites have been identified, one on the shore of Megunticook Lake and one at the head of Camden Harbor. Others, especially along the shorelines of the bay and of Megunticook Lake and River, are likely to have been inhabited by prehistoric cultures.

### **Historic Archaeology**

- ME 073-001 Eaton's Point Fort (1814)
- ME 073-002 Jacob's Point Fort (1814)
- ME 073-003 Ocean House (limited study of the excavation for the Library addition produced historic artifacts that enable the site to be identified as significant)

Since no Town-wide professional historic archaeological survey has been conducted in Camden, the two forts listed are known only from documentary sources, so whether one or both survive is unknown.

The Camden Hills State Park exemplifies the work of the Depression era Civil Conservation Corps and is a testament to the work of noted landscape architect, Hans Heistad. Heistad's work, much of it in varying states of disintegration, is particularly evident in the waterside picnic area of the park: stone table and bench assemblies, outdoor kitchen with four stone ovens, landscaped stone steps, stream dams, seating ring with altar, and stone picnic pavilion.

### **Significant Buildings, Landscapes And Vessels**

This list includes, but is not restricted to the following:

#### **Properties listed in the National Register of Historic Places:**

- American Boathouse, Atlantic Avenue (1904)
- "Camden Great Fire Historic District" on Main & Elm Streets
- Camden Opera House Block, Elm Street (1893)
- Camden Yacht Club, Bay View Street (1912)
- "Chestnut Street Historic District" (including the Elm Street School, the Village Green, and the Town Clock in the steeple of the Chestnut Street Baptist Church)
- Conway House, Conway Road (1775)
- Curtis Island Light, Camden Harbor
- "High Street Historic District" (including the Camden Public Library, Library Grounds, Amphitheatre and Harbor Park)
- Town owned properties in the Chestnut Street Historic District
- Camden Harbor Schooners: "Grace Bailey," (1882), "Mercantile," (1916), "Surprise (1917)
- Norumbega Historic House, High Street (1886)
- Norumbega Carriage House, High Street (1886)
- U. S. Post Office, Chestnut Street (1913)

#### **Properties listed as National Historic Landmarks:**

- Schooners "Grace Bailey," (1882) & "Mercantile" (1916)
- Camden Amphitheatre and Public Library

### **Potential Historic Resources**

The following potential historic properties are not currently listed in the National Register of Historic Places:

- Dams and mills on the Megunticook River;
- Mountain View Cemetery;
- Veterans' monuments, especially the WWI Memorial tower designed by Parker Morse Hooper in Camden Hills State Park (also known as the Mt. Battie Tower);
- Structures in the Camden Hills State Park built by the Civil Conservation Corps especially those designed by Hans Heistad;
- Current and former church buildings currently falling outside of the districts listed in the National Register of Historic Places;
- Early farmsteads;
- 19<sup>th</sup> Century houses;
- 19<sup>th</sup> and 20<sup>th</sup> Century summer cottages;
- Early 20<sup>th</sup> Century bungalows on Jacobs Avenue.

### **RECOMMENDATIONS, QUESTIONS & STRATEGIES**

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. Establish a historic resources ordinance that is sufficiently worded to earn the status of "Certified Local Government" (CLG). This classification would make the Town eligible for certain grants and would give the Town control over State and Federal programs in the historic districts. The historic resources ordinance would assure the preservation, protection and enhancement of the historic properties of the Town in order to promote the educational, cultural and economic welfare of the Town. (Historic Resources Committee, Select Board);
2. Approve by town vote a name and responsibility change from the Historic Resources Committee to the Historic Resources Commission for overseeing Town projects impacting the Historic Areas Overlay Map. The Commission would report to the Planning Board as well as perform the following functions:
  - a. Conduct a survey of historic resources within Camden and maintain a record of such resources;
  - b. Make recommendations for designation of local landmarks and historic districts to the Select Board;
  - c. Establish written guidelines for the preservation of designated local historic districts, and for requests and approval of permits for demolition, alterations or additions to listed sites and buildings within historic districts;
  - d. Review all construction and demolition projects planned in the Historic Areas Overlay Map in conjunction with the Town Code Enforcement

- Officer and the Town Planning Board, if the Commission's written guidelines and standards require concurrence for permit issuance;
- e. Recommend methods and procedures necessary to preserve, restore, maintain, and operate designated properties in keeping with the master plans for such properties;
  - f. Participate in the conduct of land use and other planning processes undertaken by the Town, the State or Federal government and agencies to those entities and;
  - g. Maintain the unique character of the Town's historic residential neighborhoods.
3. A professional Town-wide historic archaeological survey should be considered to include a search for Native American and European settlements prior to the arrival of James Richards in the late 1760s. This survey should also include post 1760s farmsteads, especially in the Melvin Heights area, and mills, principally along the river near the sites of the present dam systems. In pursuing such surveys, the purpose is not merely to identify specific buildings or structures, but also their settings, and to reach a better understanding of Camden's past and how it evolved in human and cultural terms attempt to work with property owners. (Conservation Commission);
  4. Survey additional architectural and archaeological areas to add to the Historic Areas Overlay Map. A volunteer effort coordinated by a trained professional may be the best way to accomplish these tasks. At a minimum any excavation done on town land should be monitored for archaeological impact. (Conservation Commission & Historic Resources Committee);
  5. Research and identify funding sources to pay for implementing recommendations in this chapter and any efforts to further understand the historical significance of town buildings. (Historic Resources Committee, Community Development Director, Select Board, Downtown Network Board).

## CHAPTER 15 PUBLIC FACILITIES

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This chapter provides information for Fire Protection, Police Department, Public Works, the Opera House, the Camden Public Library and Cemeteries. Waste Water is covered in chapter 7; Solid Waste in Chapter 8, the Ragged Mountain Recreation Area and other parks in Chapter 13; the Harbor in Chapter 12 and Education (Schools) in Chapter 17.

### FIRE PROTECTION

#### **Staff and Activities**

The Camden Fire Department is a paid call department with full-time personnel including a Fire Chief, Assistant Chief, 1 full time firefighter, a part-time employee and a roster of 23 paid call firefighters (authorized to include as many as 60 persons).

The department averages 300 calls per year, of which an estimated 6% are actual structural fires. The department also spends substantial time in prevention activities, such as inspections and reviews of proposed residential and commercial developments, public education, and assisting police and Emergency Medical Service functions. The Fire Chief serves as the town's Emergency Management Director.

#### **Building and Equipment**

The department is housed in two buildings with an area totaling 10,000 square feet, the Allen F. Payson Fire Station and the Robert M. Oxtan Annex at Mechanic and Washington Streets, a block west of the municipal offices. The location is considered by the Fire Department to be central to the community. There are no substations. Although the Oxtan Annex was enlarged in 2003 to house an exercise room, additional storage, a locker room and vehicle bay, space remains at a premium. This building is shared with the Camden Police Department.

Currently the department's major pieces of equipment include:

- 1997 Pierce Class A Pumper
- 1995 Pierce 105 foot ladder truck
- 2004 Class A Pumper
- 2012 Class A Pumper
- 2009 and 2011 Utility Trucks
- 1981 Ford Pierce Wild land Interface Engine
- 1949 Jeep currently in storage
- 14' fiberglass boat with 60hp outboard motor (shared with police department)

The 2016-2017 operating budget for the department is \$412,990 (hydrant rental costs of \$201,897 are not part of the Fire Department budget).

### POLICE DEPARTMENT

#### **Staff and Activities**

The department includes a staff of 13: a chief, a lieutenant, two sergeants, a detective, six patrol officers, a ticket officer, and an administrative assistant. Since July 2016, the Chief splits his time between the Camden and Rockport police departments. The towns entered

into a 6-month agreement to share the Chief as a test of the anticipated benefits of increased cooperation and financial efficiencies.

From January to September 2015, the department responded to 3,887 incidents ranging from aggravated assaults to roaming dogs. This figure includes citizen complaints and assistance calls, self-initiated officer reports, traffic offenses, arrests, and daily duties, incidents of domestic violence, juvenile crimes, substance abuse and cases involving the mentally ill. From January to September 2015 the department responded to 119 motor vehicle accidents – 108 involving property damage and 11 personal injuries.

### **Building and Equipment**

The police station is located at 31 Washington St. and occupies the Allen F. Payson Station with the Camden Fire Department. A major renovation was completed in 2003 giving the police department much-needed space. The facility is large enough to serve the department for many years.

The police department equipment currently includes three marked police cruisers, one sedan and two SUVs. All three cruisers are fully equipped with lights, siren, video and a computer, which links the Camden police to the law enforcement agencies of Knox County. In addition Camden has one unmarked sedan. Replacement of patrol units is on a three-year rotation.

The operating budget for 2016-17 totaled \$1,119,655. Dispatch services, which are contracted with the Knox County Communication Center in Rockland, are projected at an additional \$127,714.

## **AMBULANCE SERVICE**

Local ambulance service has been provided by Northeast Health Ambulance Services (NHAS) since 2013. The current annual costs to the town are \$27,000. NHAS serves Camden and Rockport out of their Route 1 location in Rockport. The building that formerly housed the privately owned Camden ambulance services was sold to P.A.W.S. Animal Adoption Center in 2014.

## **PUBLIC WORKS DEPARTMENT**

### **Staff and Activities**

The department staff includes the Public Works Director, who also serves as Tree Warden and Road Commissioner, and eight employees, including a mechanic, an assistant mechanic, four equipment operators, and two truck driver/laborers.

According to Maine DOT, Camden has 59 miles of public roads of which 38 miles are Town-owned. Our Public Works department plows and sands all roads but only maintains the Town roads.

Other responsibilities include:

- Sidewalk maintenance and reconstruction;
- Pick-up of public trash receptacles;
- Maintenance of the public storm drainage system;
- Repair and service of all town owned vehicles;
- Maintenance for the Opera House and the public safety building;

- Management and maintenance of the town's street light system.

### **Buildings and Equipment**

Located on 15.63 acres of Town-owned land at 56 John Street the facility includes:

- A 40' x 147' heated maintenance and storage garage;
- A 60' x 80' unheated storage garage (Boyington building);
- An 85' x 100' sand salt storage shed with a capacity of 3,000 cubic yards of sand/salt mix, and a 25' x 45 foot area that has been sectioned off for salt storage;
- A small sand shed provides for citizens pickup;
- A fuel depot with a 10,000-gallon diesel fuel tank a 10,000-gallon gasoline tank, both of which are above ground and located in a properly designed spill containment structure;
- A fuel pump island.

In 2007, the maintenance garage was expanded to accommodate additional office space, plan and record storage, a larger employee break room and restroom facilities.

The 2016-2017 operating budget for department is \$967,309. See the appendix for the list of the department's vehicle and equipment inventory.

## **OPERA HOUSE**

### **Staff and Activities**

Opera House management personnel include a Manager and Technical Director. Since the creation of the Technical Director position in 2007 the Opera House has made technical improvements including a new sound system, the purchase and enlargement of the theater lighting system, building-wide Wi-Fi, and a commercial projector that has allowed the Opera House to show films and host the Camden International Film Festival.

### **Building Facilities**

The Opera House is located in the center of downtown across from the Village Green. Designed by Lewiston architect Elmer I. Thomas and built in 1893-94, it has been listed on the National Register of Historic Places since 1986 and is within the Camden Great Fire Historic District.

The Opera House building serves as both the cultural and governmental hub of the community. The street level accommodates the Town's administrative, assessing, code enforcement, collection and finance offices. The Washington Street Conference room is used by most Town boards and committees and serves as a community meeting room.

The Opera House Auditorium and vestibule and the Katherine A. Tucker meeting room are located on the second floor. The Tucker Room was extensively renovated in 1997 as a tribute to the former actress and Camden resident.

The third floor contains the Auditorium balcony and two meeting room spaces. Discussions of needed upgrades to the meeting rooms are ongoing.

The 500 seat Opera House Auditorium was restored to its original Victorian splendor on its 100<sup>th</sup> anniversary in 1994. At the same time, the Elm Street first floor façade was restored to its original appearance.



Since its restoration, the Auditorium has seen resurgence in the frequency and variety of events, and continues to be the town's stage, conference, and music performance center. The Town's ongoing commitment to restoration and modernization of the Opera House reflect its adaptability, prominent location and importance to the vitality of downtown and community at large.

## **CAMDEN PUBLIC LIBRARY**

### **Location and Governance**

The Camden Public Library is located on Main Street at the head of the harbor, in a National Register building constructed in 1928. The library is a highly visible landmark in the historic downtown and harbor district. It is governed by a Board of Trustees, which also maintains the adjacent amphitheater and park. The Town funds approximately 45% of the Library's operating budget. Program and event revenues, foundation, corporate and private donations fund the balance. The Town's contribution for 2016-2017 is \$415,000.

### **Staff and Activities**

Fourteen employees work at the library, which is open 64 hours per week. The library contains over 56,000 print titles, as well as provides access to thousands of electronic titles. Circulation has increased to 218,300 items loaned – one of the highest circulation rates in the state. An average of 545 people visit the library daily.

The library celebrated its 100<sup>th</sup> birthday with the completion of an underground, 9,000 square foot "Centennial Wing" in 1996. The wing accommodates both adult and children's collections and provides space for special programs. A total of 714 programs brought 26,130 people to the library in the year 2015. The Library Journal of Public Library Service has honored Camden's Library as an "American Five Star Library" for five consecutive years.

### **Historic Landmark Building**

The Camden Public Library and Amphitheatre were designated a National Historic Landmark in 2013. Landmark status is awarded for nationally significant historic places that possess exceptional value or quality in illustrating or interpreting the heritage of the United States. The Amphitheatre was designed and constructed between 1928 and 1931 and was funded by local patron of the arts Mary Louise Curtis Bok. The grounds of the Amphitheatre and library are among the few public projects of Fletcher Steele, one of American's premier practitioners of 20<sup>th</sup>-century landscape design. According to the National Historic Landmarks Program, it is an outstanding representation of a public landscape in the United States that celebrates natural regional beauty, scenic character and rich cultural history.

## **CEMETERIES**

The Town has 72 acres of land dedicated for use as cemeteries. On upper Mountain Street, the Mountain View Cemetery occupies 22.5 acres. The cemetery includes a tomb that is on the National Register of Historic Places. As the capacity of this cemetery was being reached, an 8.5-acre parcel on Hosmer Pond Road was dedicated as Oak Hill Cemetery. An additional 41 acres of land also was acquired across the road and is to be used for continuation of the Oak Hill Cemetery.

## RECOMMENDATIONS, QUESTIONS AND STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. In the face of growing demands for services, how can the Town retain a small town approach to providing those services? Such an approach relies heavily on the availability and commitment of volunteers to be involved in the fire department, library, and many Town boards and committees. This approach is at the heart of Camden's small town character. (Select Board, Fire and Police Chiefs, Downtown Network Board, County Commissioners);

2. With the establishment of a formal capital improvements program and related planning process, in 1986, the Town has been able to identify priorities for major facility improvements. While voters do not always approve proposals, the CIP lends a sense of orderliness to decisions about major capital expenditures. It allows a way for the community to compare different needs and to make choices. Opera House, sewer system, and fire station planning and improvement all are outgrowths of this process. (Select Board, Budget Committee, Town Manager, Community Development Director, Department Heads, Library Board);

### 3. Fire Department

a. The Department's continuing needs for storage space, adequate facilities for volunteers and accommodations for female fire fighters should be addressed;

b. Water Supply: Because the water system was not designed to provide fire flow above elevations of 200 feet, additional water storage in one or more appropriate locations is recommended by both the Fire Department and the Maine Water Company. An additional water storage tank should be considered in any area planned for significant new residential development above elevations of 200 feet;

c. Sprinkler Ordinance: The Fire Chief recommends that all new construction, except single-family homes, be equipped with sprinklers;

d. There continues to be a serious shortage of volunteers. Efforts to recruit volunteers need to be ongoing.

(Select Board, Town Manager, Fire Chief, Code Enforcement Officer, Planning Board);

### 4. Police Department

Although Camden police officers are highly trained and equipped, more training is recommended. Officers must be prepared to deal with any request for ranging from the mundane (crowd control for the Christmas parade) to the extreme (terrorist attacks). (Select Board, Town Manager, Police Chief);

#### 5. Public Works

a. It is recommended that the unheated Boyington storage garage be replaced with a building large enough to accommodate storage of trucks, equipment and a vehicle repair and maintenance shop. A larger shop and truck lift are needed to accommodate the new larger fire trucks and public works trucks;

b. As demands on the department have increased it has become evident that a more efficient site layout is required.

(Select Board, Town Manager, Budget Committee, Public Works Director);

#### 6. Opera House

Although the Opera House has received many upgrades in the last 20 years, there are still significant needs:

a. Renovations to the 3rd floor spaces are under review in order to meet the ongoing demand for modern meeting and function space;

b. The steam heating system is poorly zoned relative to building spaces uses, and should be made more efficient or replaced with a properly zoned heating system;

c. There is an ongoing need for stage area renovations to modernize the rigging system to allow stage sets to be "flown". Installation of a freight elevator would facilitate moving concert, performance and conference equipment to the stage level;

(Select Board, Town Manager, Budget Committee, Opera House Manager, Opera House Committee);

#### 7. Camden Public Library

a. Maintenance of the historic building and grounds continues to be a challenge. Original park railings, steps, slate roof and copper gutters are all in need of attention and repair. Mechanical systems adapted to accommodate the addition and renovations during the 1990's are nearing the end of their useful life;

b. The library's public meeting spaces are frequently used and in constant demand; expansion of meeting space to accommodate this community function is needed;

c. The library continues to be a community resource for those whose access to technology is limited. Reliable and up-to-date technology infrastructure is essential.

(Camden Public Library Board of Trustees, Library Director, Select Board);

#### 8. Cemeteries

The large shade trees in the upper portion of Mountain View Cemetery are gradually dying and need to be judiciously replaced by new trees in order to maintain the historic appearance and beauty of the cemetery. A landscaping plan should be prepared to satisfy this requirement. (Cemetery Association, Select Board).

## CHAPTER 16 FISCAL CAPACITY

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For communities to thrive they must anticipate and prepare for changes in growth, development, and demographics. The fiscal capacity of a community is a key factor in its ability **to** meet the needs of a changing community, have an efficient system of public facilities, infrastructure, and services, and have the flexibility and resources to respond to changes in the economy or demands for services without undue financial stress.

Over the years as Camden has changed, the financial capacity of the community has been consistently stable allowing for the delivery of necessary services and amenities, as well as long-term capital investment to accommodate community expectations and anticipated growth and development.

### ASSESSED VALUATION AND TAXATION

An important component of the Town's fiscal capacity is its taxable real and personal property, also known as total assessed valuation. Due to State law, the primary source of revenue for municipalities is the property tax. For many municipalities, property taxes account for 60% of their revenues due to the amount of State aid they receive to fund their public schools. In communities with high property values, the State provides little funding in support of public education. In those communities, such as Camden, property taxes account for 90% or more for the revenues necessary to fund municipal and school services.

Camden's overall (gross) value is comprised of approximately 86% residential and 14% commercial, 9% of which is tax exempt. Churches, schools, land trust holdings, town, and state- owned properties make up the majority of the tax-exempt value.

Both the Town and the State track the community's property valuation. The Town's total valuation reflects actual market values only in the years in which it conducts a revaluation and upgrades values to 100% of market value. The State's valuation figures theoretically are adjusted each year to equal true market value. By State law, when the Town's valuation drops below 70% of the State's valuation, a revaluation is supposed to be carried out. Camden conducted its last town-wide valuation in 2005. The Town will be undertaking a review of assessed values in 2017.

The Town's total taxable assessed value has grown by approximately \$50 million since December 2006. The Town experienced a decline in the assessed value as a result of the recession in 2008. That loss has since been recovered. Assessed values do not increase or decrease immediately. Changes in values occur when the fair market values, based on actual sales, indicate an overall value change. Thus the lag in time for values to show decreased values and then the recovery in values.

Camden's tax base is stable and diverse with a mix of residential and commercial properties. Many communities of Camden's size have little or no commercial or business tax base and the residents pay 100% of the taxes. Having a tax base where the cost of municipal and school services are funded by both residential property owners and businesses is positive since the Town is not overly reliant on any one industry or sector. This makes Camden less vulnerable to the loss of a major company, which would negatively impact the assessed value of the property, increase unemployment, and have other detrimental effects on the community. The ten largest taxpayers comprise

approximately 5% of the Town’s total assessed value. The town’s largest taxpayer, Quarry Hill assisted living and retirement facility, accounts for approximately 1% of the Town’s assessed value.

Due to our diverse economy, Camden is rated as a Service Center Community by the State, which means the Town is an employment center, and a place where people in the region come to conduct business and access services. As a service center, there are greater demands placed on local services in Camden such as roads, public safety and waste water systems.

Camden Assessed Value					
Year	State Valuation	Local Valuation	Change \$	Change %	Tax Rate
2015	1,163,300,000	1,115,271,288	10,765,512	0.97	14.43
2014	1,162,150,000	1,104,505,776	3,780,276	0.34	14.04
2013	1,190,550,000	1,100,725,400	-978,680	-0.09	13.68
2012	1,223,300,000	1,101,704,080	-652,700	-0.06	13.46
2011	1,250,550,000	1,102,356,780	-999,102	-0.09	13.47
2010	1,271,100,000	1,103,355,882	3,393,201	0.31	13.21
2009	1,271,100,000	1,099,962,681	7,471,911	0.68	13.14
2008	1,262,950,000	1,092,490,770	10,542,110	0.97	12.73
2007	1,161,600,000	1,081,948,660	14,597,460	1.37	12.29

**Tax Rate**

A municipality’s property tax rate is calculated by dividing the amount of property taxes that needs to be raised to pay for local expenditures, including the cost of county government and public schools, by the Town’s total taxable value. The calculation is simple; the budgetary process, which determines expenditure levels, and thus the tax rate, is not. It involves community discussions of priorities and what people can afford or are willing to pay for municipal services, public education, and county government.

A successful budget process aligns the goals of meeting the community’s current and foreseeable needs and allows for consistent modest growth without significant changes in the property tax rate.

**Tax Collection Rates**

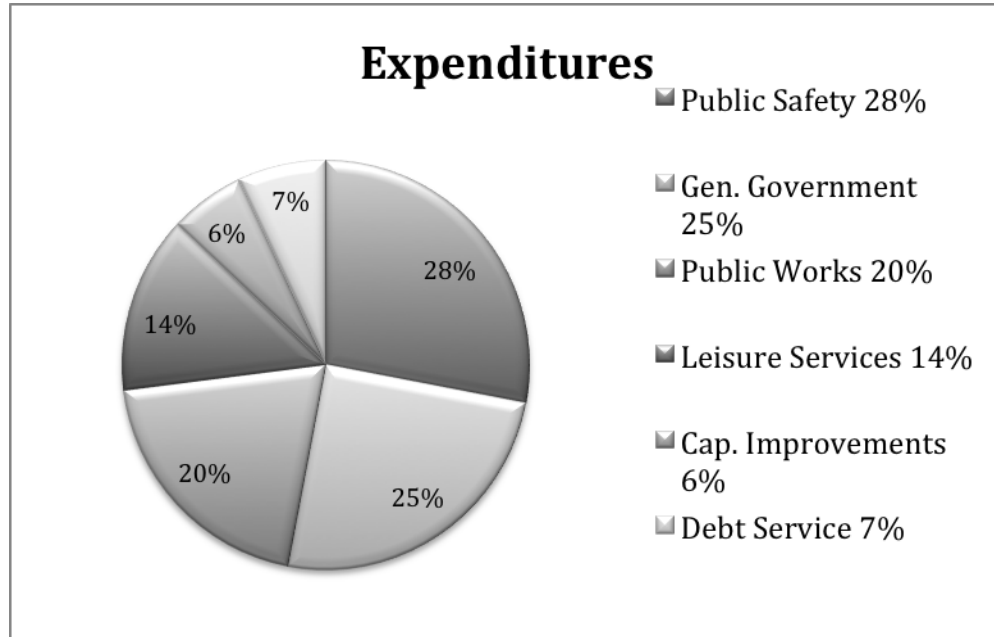
A municipality’s tax collection rate is another indicator of financial stability. Camden continues to have an excellent collection on time rate of 95%. Camden eventually collects 100% of all taxes owed. Late payments are subject to tax liens that include fees and interest charges. Even through the national recession period, which started in 2008, tax collection rates remained strong.

## OPERATING EXPENDITURES AND REVENUES

### Expenditures

Municipal government delivers a range of services to the community including the administrative and management functions such as finance, licensing, land use and code enforcement, police protection and public safety, fire prevention and suppression, local road maintenance, parks and recreation, health and welfare, and cultural and educational programs, and other services. All of these services taken together promote the well being of its citizens and enhance the quality of life for its inhabitants.

Some of the services are considered essential and some may fall in the categories of amenities. The value a community assigns to each should be reflected in its budgeting practices and expenditures. Typical of most municipalities, Camden gives priority to funding public safety, public works (roads, sidewalks, snow removal), and governmental activities. Funding of recreational and cultural services including parks, the public library and the harbor are also important funding components.



### Revenues

Property taxes, which are assessed on land, buildings, and personal property, continue to be the Town's largest source of general funds revenues, followed by excise taxes, with far lesser amounts generated from licenses and fees.

### Intergovernmental Revenues

In recent years the State has reduced financial assistance to municipalities. The primary programs for municipal services are the State-Municipal Revenue Sharing program and local road assistance, both of which have seen steady reductions. Revenue Sharing has been reduced by approximately 40% over the past decade. Local road assistance has remained consistent after initial reductions. We do not expect the State Legislature to reverse this direction of reduced financial support to municipalities. This is primarily due

to two factors: The increasing pressure the Legislature faces to fund its own budget and programs without raising State income or sales taxes, and the change in philosophy at the State level to view municipalities as partners in delivering public services.

The cost of funding public education in Maine is heavily reliant on property taxes. State law establishes the education funding formula, which is based primarily on a community's assessed valuation. Due to Camden and Rockport's relatively high valuation, the school district receives little State aid to help fund the public schools. Further, the aid that the State does provide for education has decreased by approximately 25% during the past decade. Despite the State law that the Legislature will fund 55% of the cost of education, and state and federal laws to fund special education, we do not expect to see any change by the State Legislature or the Congress to make progress toward meeting these financial obligations.

## Revenues

Revenue Category	Percent to Total Revenue
Property taxes	90 %
Excise taxes	5%
State Revenue	1%
Licenses & Fees	1%
Charges for Services	2%
Surplus	1%

## ANNUAL BUDGET AND BORROWING CAPACITY

The annual budget process pertains primarily to annual operating expenses and revenues. It also includes funding for debt service or long term borrowing for capital projects and equipment. Municipalities should have the financial capacity to fund a portion of its capital projects from current operating funds as part of the annual budget. Capital projects with a useful life of many years - in excess of five years, for example, are suitable to be financed over time through borrowing or a bond issue. Camden's financial practice has been to establish reserve funds for specific projects or project areas. Those reserve funds have been used to fully pay for projects once sufficient funds have been built up. The reserve funds also provide funds to make down payments on large equipment, which reduces the term of the loan and financing costs. These reserve funds enhance the Town's borrowing and fiscal capacity. (See the Chapter 21 on Capital Improvements for additional information.)

Maine law establishes a limitation on the amount municipalities may borrow. Municipalities cannot have municipal debt in excess of 7.5% of its most recent State Valuation. The total debt limit is 15% when schools, wastewater facilities, airports and other debt are included. Using Camden's 2015 equalized State Valuation of \$1,163,300,000, the Town's 7.5% debt limit would be \$87,247,500. The 15% total debt limit would amount to \$174,499,500.

As of June 2015, Camden's outstanding general obligation debt was approximately \$4.5 million, which represents a gross debt/valuation ratio of .039% of equalized valuation, a

testament to the conservative and diligent management of long-term debt by the Town. The Maine Municipal Bond Bank has found the average debt/valuation ratio for Maine municipalities to be 2.1%. While the Town has the capacity to take on additional debt, it must be done in a planned prudent manner that balances debt being retired with scheduling new debt.

## RECOMMENDATIONS, QUESTIONS AND STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each comment are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. The Town must make long-term funding and strategic decisions that maintain the fiscal health of the Town and ensure Camden remains a highly desired community in which to live, visit, and work. (Select Board, Town Manager, Finance Director, Planning Board, Budget Committee);
2. The Town needs to proactively plan for and adopt necessary changes to zoning and land use requirements to ensure Camden is a diverse, year-round community, with a thriving economy, and sustainable tax base. (Select Board, Town Manager, Planning Board, Community & Economic Development Committee (CEDAC));
3. In order for Camden to continue to have a stable tax rate that is sufficient to fund citizens' service demands, Camden will need to diversify its revenue sources and expand the tax base in a planned, manageable way. (Select Board, Town Manager, Department Directors);
4. The Town will need to be disciplined in funding capital improvements and reinvesting in the community. These decisions will need to be conscious of funding capital needs while keeping debt at a manageable level and maintaining a stable and competitive tax rate. (Select Board, Town Manager, Finance Director, Budget Committee, Town Meeting voters);
5. The Town will need to be more creative in leveraging its fiscal and other assets to develop partnerships that increase funding or other resources that create opportunities for the community. (Select Board, Town Manager, Finance Director, CEDAC, neighboring municipalities, State legislators);
6. Due to the continued decline in revenue from state and federal sources the Town will need to develop strategies to be more self-reliant and to be ever more strategic in our financial planning to ensure funding will be available to fund community priorities within available resources. (Select Board, Town Manager, Finance Director, Department Directors, State legislators);



7. The Town will need to perform on-going long-term financial planning to project future expenditures and revenues and ensure there are sufficient fiscal resources to meet community needs and withstand future economic downturns or other adverse financial conditions. (Select Board, Town Manager, Finance Director, Department Directors).

## CHAPTER 17 EDUCATION

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### EARLY HISTORY

The first town school was established in 1794 on Wood Street in Camden when Camden and Rockport was one town. In 1802 the town adopted the district system and as the population increased schoolhouses were built in other locations.

- The first schoolhouse on Elm and School Streets was built in 1820 as a high school. In 1860 it was moved to Mechanic Street for another use and later burned. The current Elm Street School was constructed in 1869 and has housed MSAD 28 kindergarten classes and school administrative offices and is currently rented by the Montessori School.
- In 1862 Camden and Rockport established the Megunticook School District. In 1893, when Camden and Rockport separated, Camden voted to raise \$2,000 for the schools and Rockport raised \$3,000. The towns maintained two separate school systems until consolidation in 1964.
- In 1905 Camden built a new school to house both elementary and high school students on Knowlton Street. The cost of the land and building was \$20,000.
- The Mary E. Taylor school building was built in 1925 to house elementary grades one through eight. Since 1950, the complex on Knowlton Street expanded by adding three additional freestanding buildings and two additions creating a total of over 121,000 square feet. At one point this facility served all grades, one through 12. With the building of the new high school and acquisition of the Montessori property for the elementary grades on Route 90, the Knowlton Street complex now serves only the middle school grades.
- In 1999 the CSD (Consolidated School District) was created to include the tuition paying students in grades nine through 12 from the towns of Appleton, Hope, and Lincolnville.

### SCHOOL BOARD COMPOSITION & BUDGET

The Camden and Rockport voters elect members of the MSAD 28 school board at their annual town meetings. Two members of this committee also serve on the CSD School Board comprising representatives from the five towns – Camden, Rockport, Hope, Appleton and Lincolnville. There is one superintendent of schools for the entire school system and each school has a principle and assistant principals.

The MSAD 28 school board creates the budget for kindergarten through grade eight. This budget is voted on at the Camden and Rockport annual town meetings. Voters in all five towns vote on the CSD budget. The communities' budget committees do not review the school budgets but go straight to the voters for consideration.

Camden's share of the MSAD and CSD school budgets for 2016-2017 is \$10,513,130, fifty-four percent of the Town's total municipal budget.

## SCHOOL POPULATION

In 2016 the total school population in grades K–12 was 1,435. The administration projects a school population of approximately 1,473 in 2017-2018.

The MSAD 28 population has averaged in the mid to low 700's in the last six years. In 2010 it was 755. It dipped in 2012 to 707, rose again in 2014 to 759 and has slipped slightly to 732 in 2016. Currently 393 students are from Camden, 323 from Rockport and 16 tuition students from other communities.

The high school population has grown modestly. It was 660 in 2010, 687 in 2014 and 700 in 2016. In that year the high school population by town was Appleton 64, Camden 215, Hope 89, Lincolnville 88, Rockport 193, and 51 tuition and exchange students.

Historically the percentage of students eligible for subsidized lunch program in grades one through eight has been 10 percent. After a rise to as high as 30 percent in 2013, there is a slight downward trend: 2014 was down to 27 percent, with another decrease to 24.5 percent in 2016. This has a direct impact on the school budget.

## ELEMENTARY AND MIDDLE SCHOOLS

Due to a succession of facility problems at the Camden-Rockport Elementary School on West Street in Rockport, the district purchased the Montessori School building on Route 90. After renovations in 2005 grades three and four were moved to Route 90 and the kindergarten was moved to the middle school on Knowlton Street. Between 2005 and 2009 the Route 90 school was enlarged to add grades K-2.

In 2012 due to structural issues and functional problems of the middle school complex on Knowlton Street, the school board established a group to study and recommend whether to renovate the existing buildings, or to construct a new middle school on the site.

On May 20, 2014, following a public forum, the MSAD Board voted to support the conceptual development of new middle school on the North side of the site; the renovation of the Mary E. Taylor building for use by the central office staff; rental of space by the CSD for the Zenith alternative education program and for the adult education Learning Center. All of these entities currently are housed at the bus barn. The bus barn would return to its original purpose, with additional bus bays.

In February 2015 a binding referendum to adopt the MSAD proposal was defeated by the voters of Camden and Rockport. Since that time the School Board has solicited public opinion about a replacement school considering design, budget and community educational needs. In June 2015 the School Board formed a citizen's focus group to engage the public in further discussions concerning the potential for a new middle school.

### School Staff

During the 2016 school year there were thirty-five teachers in the Elementary School. Forty-three percent have a Master's degree or higher. The average years of teaching experience are 16. During the same school year there were thirty-seven teachers in the middle school of whom sixty-eight percent have post-graduate degrees. The average experience was almost 17 years.

**Academic Achievement**

Since 2011, student test scores in reading, math and science in grades 3 through 8 have consistently been proficient or above the state average. Proficiency in writing in grades 5 and 8 has been the same or higher than the state average.

**CAMDEN HILLS REGIONAL HIGH SCHOOL**

In 2000 grades nine through twelve moved to the new Camden Hills Regional High School on Route 90 in Rockport leaving grades five through eight at the Knowlton Street complex. In addition to offering high school classes, the CSD offers a series of adult education classes held at the high school and schools in Hope, Appleton and Lincolnville.

**School Staff**

As of the 2016 school year there were sixty-one teachers with an average of nineteen years of experience, fifty-one per cent of whom have postgraduate degrees.

**Academic Achievement**

Ninety-three percent of students at the High School graduate within four years. In the class of 2015 ninety-six percent graduated and of those sixty-two percent went on to post-secondary education. Since 2010 the students' SAT scores have been consistently above the state average. In 2015, the percentage of students meeting proficiency standards, while higher than the state average, ranged from seventy percent in reading, sixty percent in science to fifty-one per cent in math. Fifty-one per cent of the class of 2006 and forty-four per cent of the class of 2007 had attained a college degree by April 2014.

In addition to academic achievements, the high school has produced state champions in a variety of sports and students give back to the community as volunteers to assist numerous community organizations. The high school also has an award winning theater program.

**School to Career Program**

In addition to access to vocational education classes, the High School offers a School to Career program to assist students in making choices and plans for their education/career paths during and after high school. Components of the program include Cooperative Education (Work Study), a Career Exploration Course, Career assessments, School to Career Wikispace with online resources for Career Exploration and Research, books and information resources, and opportunities for visits to the Mid-Coast School of Technology and job search advice.

Students are eligible to earn up to 2 applied academic credits during high school for paid, supervised work experiences in the community through enrollment in Cooperative Education. A State of Maine Cooperative Education Agreement between the parent(s), student, school and employer is completed at the beginning of the year. The employer/supervisor evaluates the student on work ethic, job skills, and workplace responsibilities for a pass/fail grade. Although work hours may vary, students generally work an average of 10-15 hours per week for full credit. Students provide their own transportation to and from the job site.

**Foreign Exchange Program**

There are numerous foreign exchange opportunities available to students in our local area. The Camden Rockport Middle School was the first to begin an exchange program in the

1997-1998 school year with Hirakawa City in northern Japan. Each year, ten interested eighth grade students are randomly selected to participate in this weeklong exchange, and ten students from Japan travel to Maine. This exchange also includes a side trip to Tokyo. Travel costs are covered through fundraising.

The Camden Hills Regional High School also has numerous foreign exchange programs that last between 7 - 10 days. Any interested student can sign up to participate. Costs are covered through a combination of family contribution and fund-raising. Scholarships are also available. Programs have included trips to Italy, Spain, Germany, Finland, Hawaii, Malta, and Scotland. Students also participate in Rotary or AFS exchanges, studying abroad mostly in Europe for a semester. The high school also accepts F1 students on a visa, so there are typically anywhere from 4 - 8 foreign students attending Camden Hills in any given year, the majority of whom are from China.

### **Home Schooling**

Students who are home schooled may access public school programs to complement their home school program. Most often, these students participate in activities such as band, chorus, athletic teams, school musicals and plays, and lab science courses.

### **Students with Special Needs**

Federal law and State regulations require the schools in MSAD 28 and Five Town CSD to identify and serve students with special education needs, including those who attend private schools within the area served by the district. Services are provided to students who have autism, emotional disabilities, intellectual disabilities, multiple disabilities, health impairments, learning disabilities or speech and language impairment.

As of October 1, 2014, there were 100 students in MSAD 28 identified as eligible and receiving special education services, which is 13 percent of the total population of students from kindergarten to eighth grade. There were 80 students in the Five Town CSD, or 12 percent of the students who attend Camden Hills Regional High School, who are identified as eligible and receiving special education services.

## **REGION 8 MIDCOAST SCHOOL OF TECHNOLOGY**

The Region 8 Midcoast School of Technology, (MCST) located on Main Street in Rockland, is a public school providing a variety of courses to local high school students including auto repair, culinary arts, firefighting/EMT, health occupations, horticulture, auto and marine technology, pre-engineering, residential construction, welding, machine shop, outdoor power equipment and small engineer repairs as well as mathematics, english and social studies. Classes are provided for students who attend surrounding school districts. Many of these courses are also offered for adults.

The original tuition funding formula for MCST has been in place since the 1970's when the school was formed. Each sending district was charged a percentage based upon their number of juniors and seniors, regardless of the number of students who attended MCST. This percentage was recalculated every year, based upon the October and April enrollment as reported to the State.

In 2013, the CSD Superintendent proposed a change to a 50/50 formula. Fifty per cent would be based upon the number of students attending MCST, and 50 percent based on the percentage of students in grades 9-12. That proposal first went to the Superintendent's Advisory Council to Midcoast School of Technology, then to a subcommittee of

MCST. The first part of the proposed formula was dropped due to lack of support. Both the MCST board and school boards in the MCST area amended the cooperative agreement to include grades 9-12 in the funding calculation. The new formula will be implemented over two years — grades 10-12 in fiscal year 2016 and grades 9-12 the following year.

## AREA PRIVATE SCHOOLS

**Children’s House Montessori School** was established in 1984 on Park Street then moved to Pearl Street, then to Route 90 and then to its current location at Elm and School Streets in Camden. It is an independent non-profit school for children ages 18 months through sixth grade. Multi-age classes encourage interaction for shared learning. Children journey through sequential programs; each teacher and classroom environment are prepared to meet students' needs at specific developmental stages.

**The Ashwood Waldorf School**, located on Park Street, Rockport, was established in Lincolnville 1988 as an independent, pre-K through eighth grade learning community offering a classical education structured around the stages of human development. The faculty is devoted to challenging and engaging each student through a curriculum that integrates science and mathematics with literature, history, and the arts to develop capacities for creative and independent thinking.

**The Riley School** was opened in 1972 on Warrenton Street in Rockport. The school takes students from four to fourteen years old and has no grade levels but student learn at their own speed.

**Watershed School**, an independent nonprofit high school founded in 2002 in Rockland, is now housed in the Knox building on Mechanic and Washington Streets in Camden. It operates on the principle that exceptional individual growth develops out of strong teacher-student relationships within the context of a close-knit school community. Faculty concentrates on knowing each student in the school.

**Wayfinder Schools**, Maine’s oldest alternative school is a nonprofit organization that was established in Camden in 1973 as The Community School to help high-risk teenagers restore their confidence and complete their high school education. In 2011, The Community School, located on Washington Street, merged with century-old organization Opportunity Farm to form Wayfinder Schools. Their Passages Program serves teen parents, usually young moms, who are tutored in their homes by the schools’ teacher/counselors.

**The Seton School**, located on Mechanic Street, is a private school serving students K-8 with special needs. The school utilizes a low student/teacher ratio (5:2) and places a high priority on social cognitive development. These students typically come from surrounding districts through either 1) parental choice or 2) a school district placement. The public pays only the costs for students who attend the Seton School if a school district determines it is unable to provide services for that student.

**PeoplePlace** located on Union Street was established in 1983 as a cooperative private preschool now serving fourteen neighboring towns.

## OTHER LOCAL EDUCATIONAL OPPORTUNITIES

**Hurricane Island Outward Bound School** was founded in 1964 and operates in four locations. Students of all ages may take a sailing course around the 3,500 islands off the

coast of Maine, a backpacking course in the remote moose country of the North woods of Maine or sail the Florida Keys. The school provides a supportive learning environment that offers physical, mental and social challenges.

**The World Ocean School** is an internationally focused nonprofit, nonsectarian organization that provides weekly academic programs aboard the schooner Roseway in Savannah, GA and St. Croix in the US Virgin Islands for high school students in science, math, language arts, and history. Summer day programs in Boston for inner-city youths focus on maritime history, sail training, and community building. Multi-day summer expeditions for youth worldwide focus on community service, sail training, leadership, communications, and natural history.

**The Maine Media College and Workshop**, located on Camden Street in Rockport, is a non-profit school that provides experiential education for students of all skill levels in film, photography, writing, multimedia, and design. There are many different programs of various lengths, some concentrate on lab or studio work and others involve field trips. Expertly produced presentations premiere the creations of each week's workshops.

**The Center for Furniture Craftmanship** began as a summer workshop program in a barn in Rockland in 1993 and moved to its present location on Mill Street in Rockport in 1996. The school offers classes for amateur and professional woodworkers lasting from a week to multiple months and houses the Messler Gallery.

The **Bay Chamber Music School**, located on Central Street, in Rockport, offers private, group and ensemble classes in a variety of musical instruments and presents student concerts several times a year.

**The Apprentice Shop**, located on Main Street in Rockland, offers a variety of classes in boatbuilding, boat restoration and sailing.

**The Rockland Campus of the University of Maine College**, on Route 1, offers a variety of classes via the Internet, interactive television (ITV), videoconferencing, and face-to-face instruction to bring classes conveniently to residents in mid-coast communities.

**The Coastal Senior College Rockland Campus**, part of The Maine Senior College Network, is located on Route 1 and is a consortium of 17 independent statewide groups, which offer special learning opportunities for adults over the age of 50. There are no tests, no papers, and no grades. Each senior college group provides non-credit courses taught by volunteers. There is a minimal fee for annual membership, plus an additional tuition for each course. Scholarships are available.

**The Penobscot School**, located on Gay Street in Rockland, was founded in 1986 as a non-profit language school and center for international exchange. The school offers classes in nine languages taught by an international staff and other activities to aid in learning a new language.

**University of Maine at Orono's University College Hutchinson Center**, located in Belfast, was created via a partnership between the University of Maine and the MBNA Foundation for the purpose of bringing high quality education to the mid-coast area. Students can obtain Bachelors and Masters Degrees. The Center also provides space for Coastal Senior College classes.

Currently there are no community colleges serving this area.

## **RECOMMENDATIONS, QUESTIONS AND STRATEGIES**

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategies are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

### **Programming**

1. Our public schools should continue to provide the best education for our students. A good school system will not only benefit our students but will serve to attract young families to our community. (School Boards, teachers, school administration);
2. School staff and administration will continue to spend time working on curriculum as our public schools continue to struggle with the ever-changing mandates from federal and state governments. (School Boards, teachers, school administration);
3. Because there has been an increase in students coming into kindergarten that are not always on the same development level as students who have had pre-school experiences the SAD 28 administration is studying the need for a pre-school program. (School Boards, Town Budget Committee, school administrators);
4. As the adult education program at the Camden Hill Regional High School continues to grow a balance should continually be sought to offer a variety of programs while keeping in mind the cost of the program. (School Boards, school administrators);
5. The Mid-Coast School of Technology should continue to work with employers in the area so that the classes are designed to meet the needs of the labor market. (Penobscot Bay Chamber of Commerce, Mid-Coast School of Technology, School Administrators);

### **Fiscal Issues**

6. Balancing the high quality, child-centered education within fiscally responsible budgets will continue to be a challenge. (School Boards, school administrators, Select Board, Town Budget Committee, area residents);
7. The school boards should work more closely on a regular basis with municipal governments and town budget committees and have municipal budget committees review the school budgets. (School Boards, Town Budget Committees, Town Managers);
8. There should be a continuous review of how the communities making up the CSD share the costs of students' tuition be it based on usage i.e. student count from the various towns or tax property valuation. (School Boards, Select Boards);
9. The challenge of keeping up with the cost of future technology in the schools – purchasing tablets, computers, and making technology accessible to students



- keeping in mind the budget bottom line is an ongoing issue that is under review. (School Boards, Town Budget Committees, school administrators);
10. There are ongoing issues of building maintenance to be considered at the high and middle schools. (School Board, Select Board, Town Budget Committees);
  11. The SAD 28 School Board and the Camden and Rockport Select Boards are working together to survey the voters to determine what steps should be taken to solve the issues with the existing middle school complex at the Knowlton Street site. (School Boards, Select Board, school administrators);
  12. Plans to continue expanding a program to admit tuition students from neighboring towns and international countries without expanding current staffing are ongoing. School officials believe that while fees received from tuition students improve the bottom line, a balance must be kept not to add so many tuition students that the cost is higher than the return. (School Boards, Select Board, Town Budget Committees, school administrators);
  13. How to serve the increasing number of students eligible for the free lunch program with decreasing government subsidies is an issue that is under scrutiny by the school administration that is looking for a balance between serving the students and maintaining the budget bottom line. (School Board and school administrators);
  14. There needs to be an ongoing discussion with local school boards and the board of the Region 8 District Vocational School to establish a more equitable formula for the cost sharing by schools which send students to the vocational school in Rockland as well as continuing to examine the school's course offerings. (School Boards, school administrators);
  15. There should be discussion on how residents of the towns sending students to the Region 8 District Vocational School can vote directly for this school budget. Currently, the budget is voted on by the vocational school board consisting of representative of the town whose students attend the school. This is set by state mandate. (School Boards, Select Boards, school administrators);

### **Other**

16. More people should be encouraged to run for the school board to represent the community demographics. (School Boards, Select Boards);
17. The School Board should be encouraged to revisit their practice of having the same architectural and/or engineering firms evaluate existing structures and also design the proposed replacement structures. The current practice can give the appearance of conflict that an Architectural & Engineering firm might find the existing structure inefficient or deficient since additional fees are involved in the design of a new building. The standard use of the Competitive Bid process also tends to add a comfort level to the voters decision. (School Boards, Select Boards, school administrators).

## CHAPTER 18 FUTURE LAND USE

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This chapter provides a synopsis of Camden’s neighborhoods and how they might develop during the course of this Comprehensive Plan. Camden’s Zoning Ordinance has been crafted to encourage orderly growth development in appropriate areas. The Town has been successful in protecting its rural character, supporting attractive and walk-able neighborhoods, maintaining a compact and efficient downtown, and preventing development sprawl.

### CURRENT ZONING DISTRICTS AND NEIGHBORHOODS

Camden is fortunate in having recognizable and distinct natural and man-made boundaries defining its neighborhoods and districts. These range from the obvious natural definitions like the harbor’s shore and the ridgeline of the Camden hills to its handsomely articulated landscaped spaces in its parks and natural precincts. Likewise, the built environment prospers from clearly delineated edges such as that separating the compact downtown from adjacent residential neighborhoods. There is no “blur” between these areas and it should be a planning principal to maintain this characteristic.

A discussion of Camden’s 17 Zoning Districts describes the town’s physical and functional configuration as it relates to its historic, current, and future paradigms.

### RESIDENTIAL DISTRICTS

**Traditional Village District (V)** encompasses the older residential neighborhoods near the center of the community, where historically a majority of the Town’s population lives within walking distance of the central business district and governmental and cultural facilities. The purpose of this district is to maintain these highly livable neighborhoods, which include single and multi-family homes and compatible residential-scale businesses.

The Traditional Village District is divided into 9 areas by 8 major thoroughfares.

(1) The first area is from the south side of Mechanic Street from Free Street to the Garden Institute and is predominately single-family homes, condominiums, a private school and a tradesman shop. Continuing west on Mechanic Street to Simonton Road to John Street and along the east side of John Street to Elm Street (Route 1) is an area of open land that houses some single-family homes, a seniors apartment complex, an animal rescue shelter and a car repair shop. On the south of Free Street to Pearl Street and west on Pearl to John Street the area contains mostly single and multi-family homes, a large apartment complex, a professional office and the American Legion Facility.

The majority of the single-family homes in this area were built in the early 1900’s. About twenty-five percent of the homes were originally “mill houses”, built for the town’s residents who worked in the numerous mills in town.

(2) The second area begins on the north side of Mechanic Street from the Camden Hills Villa apartments to the Simonton Road intersection. Here is a mix of single-family and multi-family homes and a large convalescent facility. The area from Mechanic Street, up Cobb Road on both sides to Cobb Hill Road, north to Thomas Street and down Thomas Street to Washington Street is predominantly single-family homes. Traveling south on the

west side of Washington Street past the River Business District and the B4 Neighborhood Service District to the Knox Mill complex the area is mostly residential with single-family homes. A side street (Knowlton) off Washington Street that exits on Mechanic Street contains the Camden Middle School, the Town Sewage Treatment Facility and a Teen Center.

(3) The third area of the Village District starts on the east side of Washington Street going north from the Fire Station to about 14 properties past Gould Street. This section is residential with many single and multi-family homes, two senior living facilities and a private school (Wayfinder). Continuing northeast on Mill Street to Mountain Street and south on the west side of Mountain Street past the cemetery to High Street (Route 1), is mostly residential with single-family and multi-family homes, a church (Christian Science) and an inn.

(4) The fourth area is located on the west side of Mountain Street from Route 1 going north to an area across from Gould Street and then south and east along the Rural 1 (RU-1) & Coastal Residential (CR) Districts' southern boundaries to an area across from Sherman's Point Road. This section is residential with many single-family and multi-family homes. All the homes that abut the RU-1 and CR Districts are at the foot of Mt. Megunticook. Continuing south on the north side of High Street to Mountain Street is the High Street Historic District containing stately old residential homes, inns and one hotel.

(5) The fifth area is located on the south side of High Street from 5 properties south of Sherman's Point continuing south to Atlantic Ave. This section encompasses another part of the town's Historic District, which contains single-family homes, some inns and a hotel and the Camden Public Library. Continuing east on Atlantic Avenue and down Sea Street to the Business Harbor (BH) District and north along the CR District are single-family homes and many multi-family dwellings.

(6) The sixth area is on the harbor side of Bay View Street from the Camden Yacht Club to Laite Beach Memorial Park with numerous waterfront homes.

(7) The seventh area is located on the west side of Bay View Street from Frye Street going south to an area across from Dillingham Point abutting the CR District. This section has many single-family homes and a hotel. Continuing west to Chestnut Street and traveling north along the east side of Chestnut Street to the Post Office is part of the Chestnut Historic District comprised of single-family homes, a group of townhouses and a law office.

(8) The eighth area is located on the west side of Chestnut Street from the Village Green Park to the Greenfield sub-division entrance on Greenfield Drive. This section contains the Episcopal and Baptist churches, a restaurant, a financial services business and single-family homes in the Historic District. Single-family homes dominate the area abutting the eastern side of the CR & Industrial (I) Districts and north along the east side of Union Street to Belmont Ave. and Wood Street.

(9) The ninth area begins on the west side of School Street next to the car repair garage continuing west to an area across from Rankin's Hardware & Building Supply. In this section is the Catholic Church and single and multi-family homes. Traveling west on Union Street to Curtis Avenue and another area on Union Street across from the Transfer Station are found additional single-family homes and a day care facility.

**Village Extension District (VE)** lies outside the traditional village but includes lands that have, or can reasonably be expected to receive within the next twenty years, various municipal services. The purpose of the district is to provide a range of housing and compatible, small-scale economic opportunities. The Village Extension District is divided into 5 areas of the town by 4 major thoroughfares.

1. The first section in the Village Extension area is on the west side of Cobb Road starting across from Cobb Hill Road and extends north to an area across from Pleasant Ridge subdivision. This area is heavily wooded and contains single-family homes, some mobile homes and the Baptist Church.

2. The second section is located on the east side of Cobb Road beginning at Thomas Street extending north to Washington Street (Route 105) and south on the west side of Washington Street to six properties south of Mt. Battie Street. The area contains single-family homes and a few mobile homes.

3. The third section is located on the east side of Washington Street starting five properties south of Mt. Battie Street going north to Molyneaux Rd. and continuing east on the south side of Molyneaux Rd. to Mountain Street (Route 52) continuing south on the west side of Mountain Street to the Mill Street. The area has a rural appearance including a forested and water access areas. There are many single-family homes, some mobile homes along the three thoroughfares and summer cottages along the waterway. There are two parks (Hodson and Shirttail) along the Megunticook River that provide picnic areas and swimming.

4. The fourth section is located on the north side of Molyneaux Road starting at the corner of Beaucaire Avenue and continuing east to Turnpike Drive (Route 52) and continuing north on the west side for approximately 0.5 miles then continuing west abutting the RU-1 District. The area is rural, containing a few single-family homes along with summer cottages and farms.

5. The fifth and final section is located on the east side of Route 52 starting at 0.5 miles north of Molyneaux Road continuing south on Route 52 to an area one mile south of Molyneaux Road, continuing east abutting the State Park District and turning north back to Route 52. This section is totally rural with vast wooded areas that have some single-family homes, agriculture farms and a large mobile home park.

**Residential Growth Area:** The Village Extension District represents Camden's primary growth area. This district offers land areas that are suitable for development. Three general areas have been designated in the Village Extension District:

- Outer Washington Street—Cobb Road
- John Street—Mechanic Street
- Mountain Street—Molyneaux Road

Each has available public sewer and water or can be served by planned sewer and water extensions, their cost being borne in large part by the developer or, if appropriate, TIF funding. The entirety of this District requires municipal services. These areas, coupled with the Traditional Village District, comprise much of the Megunticook River valley, nestled between rural districts and land of the State Park District; their designation as future growth areas continues a traditional pattern of development.

**Coastal Residential District (CR):** Per the language of the current Zoning Ordinance, “The purpose of this district is to allow for a moderate level of residential and other development while assuring that these corridors retain their scenic landscapes and vistas and continue to serve as attractive gateways to Camden.” At present there are three non-contiguous areas that comprise the CR district.

1. The first is located on both sides of the High Street/Route 1 corridor toward the northerly end of town adjacent to the State Park. Its northerly border meets the Lincolnville town line. Along its westerly border are two separate Rural (RU-1) Districts each of which is enclosed on three sides by the State Park. The remainder of the westerly border abuts the State Park. Its southerly border is located at the point where the State Park crosses Route 1 to the coast. The easterly border is the coastline of Penobscot Bay.

2. The second is closer to town along both sides of High Street encompassing all property easterly to the coastline and surrounding Sherman’s Cove to the south. Its northerly border is located at the point where the State park crosses Route 1 adjacent to Neillehaven Drive. Its westerly border is adjacent to both a Rural (RU-1) District that in turn borders the State Park and a Village (V) District that includes both sides of lower High Street as one enters town. Its most southerly border is along Eaton Avenue as it meets the coastline at Sherman’s Cove. Access to the CR district properties along the shore of the cove are via Harbor Road, Marine Avenue, and Sherman’s Point Road.

3. The third is located along both sides of outer Bay View Street connecting back into outer Chestnut Street. This district continues back into town along both sides of Chestnut Street. Its northerly border is Penobscot Street adjacent to a Village (V) District. Its westerly boundary is contiguous with an adjacent Village (V) District and a small Industrial (I) District. Its southerly boundary is the Rockport town line, and to the east it borders Penobscot Bay.

**Varying Characteristics within the District.** The three districts have many similar characteristics. Yet there are subtle differences that have evolved over time and should be considered in evaluating future planning and zoning options. The State Park and Route 1 divides the two northerly districts while the Bay View/Chestnut Street district represents an enclosed definable residential neighborhood accessed by low traffic local streets. All the districts can arguably be considered residential neighborhoods. However, the character and visual appearance for the Bay View/Chestnut Street district differs significantly from the two northerly districts.

The northerly CR-District has developed primarily as single-family homes located on a combination of large and smaller parcels of property over varied topography. There are several subdivisions on both sides of Route 1. The character of the area suggests a quiet residential neighborhood even though Route 1 divides it. The landscape is a scenic combination of woods and open fields providing views to Penobscot Bay. The district provides a welcoming entrance to Camden free of significant signage. There are two motels that pre-existed the ordinance: Birchwood Motel and the High Tide Inn.

The CR-District bordering High Street and encompassing Sherman’s Cove contains a significant number of sizable, well maintained residences, some on large parcels of property. These properties are a combination of woods and landscaped open space providing a spacious sense of separation and privacy between homes distinguishing the CR-District visually from the adjacent V-District closer to town. It continues the welcoming visually pleasing entry into Camden. There are several older subdivisions that

have been developed along Sherman's Point Road which have maintained the character of the district. In addition there are several businesses, which predate the ordinance: Laite Construction and The Lodge at Camden Hills along the westerly side of Route 1, Beloin's Motel and the Mt. Battie Take-Out on the easterly side of Route 1.

The outer Bay View/Chestnut Street CR-District is generally considered Camden's prime residential neighborhood. It contains many historic residences along with many significant new residences. As with the other two areas, there are both large and smaller properties with varied topography. However, the visual difference may be seen in the privacy provided by a combination of maintained woods and heavily landscaped buffers. There are no expansive views from the neighboring streets to the harbor or the bay as in the other two districts. Open space is limited. There are several small subdivisions along Bay View Street, and one large subdivision, Greenfield, off the westerly side of Chestnut Street. The district make-up is completely single occupancy residences with the exception of a residential rehabilitation facility located in the middle of the district in 2014. The facility represents an adaptive reuse for the property previously used as a family compound.

## BUSINESS DISTRICTS

**The Downtown business district (B-1)** is a compact, dense, appropriately scaled, and pedestrian oriented area extending along Main Street (Route 1) from the head of Camden Harbor (Harbor Park) southerly to the intersection of School and Union Streets. It also includes portions of Bay View, Chestnut, Mechanic and Washington streets, which radiate from the village center. The district and its adjacencies contain important civic buildings and sites (Opera House, Town offices, Post Office, public safety buildings, and Village Green) and a lively mixture of lodging, restaurant, small retail, and office uses; there are some apartments on the upper floors of buildings contributing to the vitality of the area. Immediately adjacent to the district boundary is the Public Library, Harbor Park, and Amphitheater. The Downtown District also functions as the gateway to the Harbor.

Main Street is a major coastal traffic artery, and its progression through town is handled in a natural manner (no signal devices) by its interaction and giving way to pedestrian and cross-traffic. Much discussion is given to (seasonal) parking deficits but parking lots on the district's periphery and short-term (15 min.) parking spaces contribute to making parking convenient. Generally, signage is attractive and controlled.

The Camden Downtown Master Plan was completed in April 2012. Its development was a collaborative effort involving the business community, Select Board, the Economic Development Director, Town Planner, Town Manager, and interested citizens. Consultants included architectural, economic, and landscape professionals. The Plan sets forth a cohesive strategy of several components including economics, streetscapes, and unrealized opportunities all leading to a vision of a dynamic and compact, four-season business district.

Camden is unique in coastal Maine by being a year-round community with commerce, business, cultural, sporting and civic events, and day-to-day living occurring throughout the year. It is desirable that the Downtown business district responds to and grows on the strength of this quality. Extended broad-based retail offerings would continue to assure a vibrant and unique district, patronized and appreciated by the Town's residents as well as tourists and seasonal residents. Supporting our current year-round business owners—whether it is retail or restaurants—is an important effort that should be sustained.

Available upper floor space is limited, so its use should be fostered as a contributor to a healthy mixed-use environment in the Downtown Business District. Commercial use should be emphasized—supplemented by residential—as allowable by building codes.

**The Highway Business District (B-2)** exists in two distinct locations: the west side of Elm Street (Route 1) at the town’s southern border, and on both sides of Union Street at “The Arch” boundary with Rockport.

The Elm Street portion is dominated by a larger shopping center with grocery store and two bank branches. Elsewhere is located a fast-food franchise restaurant and a newly vacant parcel. This portion of the Highway Business district enjoys moderate density and affords sufficient off-street parking. Residential use is not represented in this area, nor does it seem appropriate. The Elm/John/Conway/Camden street intersection is undergoing review for corrective reengineering as an adjunct of the Southern Gateway plan and will have the opportunity to present a compelling entrance to Camden’s commercial district.

B-2’s Union Street portion houses professional buildings and residences on the west side of the street; the Village District (V) and Quarry Hill retirement community envelop it. On the east side is a large building materials retailer—this property is bisected with the municipal boundary. Density is moderate to intense; parking is all off-street.

Located at this point, on Camden’s boundary with Rockport, is a local landmark—the Union Street Arch—constructed in 1926, when the street was coastal Route 1, by the then Board of Trade (which preceded the Chamber of Commerce) as a welcoming gesture to the town.

**The Business Transition District (B-3)** traverses the majority of Elm Street (Route 1) along with smaller sections on Union and Camden Streets.

Except for a church, a 3-store shopping center, two automobile service facilities, two 2-story, multi-tenanted professional office/retail buildings, and the 3-building Wellness Center, the district is characterized by single-family structures, the majority of which have been converted to offices and businesses, some of them owner-occupied. Uses include, lodging establishments (one with a restaurant), financial and real estate offices, a construction company, printer, personal care, physician and dental offices. More than 10 buildings remain single, two-family or condominium residences and this bolsters the authenticity of the district’s historic residential use. At the southern end of the district is the Quarry Hill retirement community consisting of a large assisted-living facility and 45 freestanding dwellings. At the intersection of Elm and John Streets a retired gas station presents a development opportunity.

An active service station and neighboring tire retailer, located midway on Elm Street, could be improved by landscaping and better defined access within the Town’s right of way. It is the only section of the thoroughfare without street trees.

The district’s Union Street frontage consists of a family rental assistance housing project and a 10-unit condominium townhouse development, reinforcing Union Street’s residential nature; a boat storage yard is located on the district’s short section of Camden Street.

Parking is handled off-street and on-site. An extended sidewalk is planned for the portion of Elm Street from Camden Street to the southern town boundary; this will provide safer pedestrian circulation including off street access to the local bus station and contribute to the vitality of this district.

Throughout, the district is well maintained and presents a favorable, transitional image to this southern approach to town. Much of this is due to compliance with existing zoning which should be considered to remain unchanged. The handsomely reconstructed Wellness Center development and its continued maintenance stand out as an example of the intent of this zone.

The **Neighborhood Service District (B-4)** district is located in two distinct areas of town: one, at the upper Washington Street Millville area, and the other on Mountain Street near its intersection with High Street. The Millville district features apartments and single-family dwellings, tradesman shops, small grocery store, and commercial structures. The Mountain Street site is surrounded by the Village District (V) residential neighborhoods and is home to a funeral home and a beautifully restored multi-function hall. Parking is ample in both locations.

The Millville service district has a unique opportunity with its proximity to the former Tannery site and developing Riverwalk. Should this abutting site be developed or substantially modified, the Riverwalk connection to the downtown would assure the district's vibrancy.

The **Harbor Business District (B-H)** lies at the head of the harbor, on the waterside of Atlantic Avenue and picks up again on Sea Street, continuing around the point, crossing Steamboat Landing, terminating at Arey Avenue. Uses include Harbor Park, Lyman-Morse at Wayfarer Marine, a 14 unit residential condominium, and some smaller residential and commercial uses. A heavily used public landing is available at the end of Steamboat Landing Road. This zone is identified by its proximity to the harbor, the water dependent uses of the commercial properties and the extent to which the harbor views are preserved. The purpose of the zone is "to preserve and maintain the character of the Harbor" including its economic value and accessibility to the public. This purpose is well served by the existing uses particularly because of the large portion of the District used as working waterfront.

The area included in the **Transitional Harbor Business District (B-TH)** is located on the harbor side of Bay View Street from the falls up to and including the Camden Yacht Club. This area was part of the B-H zone until 2008 when the voters approved this new zone to allow a broader range of uses than allowed in the B-H. Current uses include the Public Landing and a variety of commercial, retail and lodging. Although this zone is located along the harbor, it has different water dependent uses than found in the B-H zone. The B-TH water dependent uses are primarily recreational as compared to the more industrial water dependent uses found in the BH. The purpose of the B-TH is "to provide a transition between the inner harbor retail district" of the B-1 and the adjacent residential neighborhood "while preserving and maintaining the character, scenic value, accessibility and economic value for functionally water dependent uses". When this zone was changed in 2008, planners believed that new uses would occur and in fact a developer built a new hotel on the water and created a second one along Bay View Street by renovating a former movie theater and restaurant building. As this area continues to redevelop it will fit well with the described purpose.

**River Business District (B-R)**: Two areas comprise the B-R. The first is the site previously occupied by the Tannery on Washington Street. The second is located along Mt. Battie Street in Millville that had included storage facilities, an office building, a mobile home park, Seabright Park and Seabright hydroelectric dam. In the past two years



portions of this second area were redeveloped as tradesman shops and small manufacturers with accessory residential use. The purpose of the B-R is to provide for the “development and redevelopment of lands and buildings in river oriented locations” historically used for economic activity that helps to “maintain the environmental and scenic qualities of the river.” The recent redevelopment along Mt. Battie Street has held to that purpose.

After the Town foreclosed on the Tannery site, the redevelopment planning of the property started when a citizen's group created the “Founding Principals” that would obligate a developer to specific uses. Discussions are underway with a group of interested citizens, chosen by the Select Board, to consider the best uses of the property for the entire town. Camden’s Community and Economic Development Advisory Committee (CEDAC) has been assigned the responsibility of marketing the property and will reinvigorate its efforts based on the conclusions reached by this new group. Development of this Town owned property is further complicated because it is classified as a brownfield and thus has environmental constraints. The Town and the neighbors need to work together to find a user for this property that will conform to the zoning standards and be a positive addition to the neighborhood.

The B-R district is complex because it is in two large pieces and contains a number of environmental and topographic challenges to development. Despite these difficulties it is encouraging to see the new buildings along Mt. Battie Street and the citizens working with the Town to redevelop the Tannery site.

The **Transitional River Business District (B-TR)** extends from the footbridge across the Megunticook River, west along Mechanic Street to one property beyond Knowlton Street including the properties between the street and the river and then proceeds up the center of the river and stops before the sewer treatment plant. The northern boundary passes behind the River House Inn, behind the public parking lot then turns up Washington Street until turning west to pass behind the residences on Alden Street and then behind the Camden Rockport Middle School. The zone encompasses all of the old Knox Woolen Mill properties. Uses in this district include lodging, restaurant, commercial, municipal, retail, quasi-public, schools and multi-family residential. The uses in the B-TR are extremely varied, particularly considering the comparatively small area of the district.

The purpose of the B-TR is to provide for “a compact, pedestrian oriented, year round business center” while “encouraging development and redevelopment of lands and buildings” that had been previously used for economic activity. The current uses in the district satisfy this purpose. However, the recent conversion of former business space to residential use has created a shortage of commercial space in this district.

The **Industrial District (I)**: One Industrial area is located adjacent to Rockport on the east side of Limerock Street. The second is primarily between Limerock and Union Street. Current uses include fuel storage and distribution, warehouse, retail and light manufacturing. The purpose of the district is to “encourage nonpolluting industrial developments at reasonable density.” It does not appear that this purpose is satisfied by the extant uses. Rather, it appears that the zoning boundary has been drawn around older established businesses so that instead of an industrial development, the area is composed of just scattered industrial users of primarily older buildings. The result has been minor development of the I District over the past twenty years.

The Industrial District is constrained by the public roads and several residential properties on Virginia Avenue that separate the small parcels. Typically industrial development has

better results in larger parcels. Camden has only these few acres available for industrial use and should work with the property owners to develop more economically efficient use of the properties to enhance the opportunities for quality job creation.

## RURAL AND OTHER DISTRICTS

The **Rural 1 District (RU-1)** occurs in three distinct quadrants of the Town: (a.) in the far western portion surrounding Hosmer Pond and the majority of Ragged and Bald Mountains; (b.) in the northern portion surrounding Megunticook Lake and the Maiden's Cliff/Barrett Farm hills; and (c.) to the east, in a few large parcels bordering and penetrating the Camden Hills State Park.

The western portion (a.), roughly encompassing the area bordered by Hosmer Pond and Howe Hill Roads, is characterized by large parcels of forestland, farms, and protected open areas (Coastal Mountains Land Trust and Georges River Land Trust) together with residential lots, some of them very small, surrounding Hosmer Pond. Two Open Space residential developments exist on the southern slopes of Ragged and Bald Mountains.

The northern portion (b.) consists of the southwest-facing forested slopes of Mount Megunticook terminating at Maiden's Cliff—this area is basically indistinguishable from the abutting State Park. The portion surrounding Lake Megunticook and bounded on the west by Hope Road features quintessential and picturesque cottages and seasonal camps, some on very small parcels. Many of these parcels are undersized by current zoning requirements and only “grandfathering” thereon can thus modify buildings.

The eastern slopes of Mount Megunticook, the District's non-contiguous forested sectors, are generally not accessible by public roads. There are a few large residential parcels in the upper reaches of this portion of the District where it abuts the Village and Coastal Residential District, close to downtown Camden.

Overall, the Rural 1 District suggests proper use of land, with forested slopes, conserved lands, farms, and cottage/camp communities characteristic of rural New England landscapes.

The **Rural 2 District (RU-2)** encompasses a large swath of land through the southwest portion of the Town. Its boundaries roughly follow Howe Hill and Hosmer Pond Roads on its southwest side and Hope Road, Washington Street, Cobb Road and John Street on the northeast.

Uses in the District are varied. A large portion is residential—some large residential parcels at its northwest extreme and mixed residential, including single-family and mobile homes, located elsewhere. Open Space residential developments occur on Bald Mountain and East Fork Roads, and off the western end of John Street. The Town's Public Works yard is on John Street and a public cemetery is on Hosmer Pond Road. A church is located on John Street as is another on Conway Road.

A small number of farms or open farmland are in this district; in the Melvin Heights neighborhood Maine Farmland Trust's Forever Farm program has sponsored an operating farm on outer Mechanic Street and another on Simonton Road. About one-third of the Merryspring Nature Center, a privately owned and protected 66-acre park and education center, is located in the District.

While the flavor of the District is distinctly rural and open, some areas reflect the uses and character of the adjacent Village and Village Extension Districts. Overall, the Rural 2

District provides a low-density landscape and a pleasant transition from the Village to the forested slopes of Ragged and Bald Mountains.

The **Natural Resources Protection District (RP)** occurs on sites in various locations throughout the Town. The largest of these is Fernald's Neck Preserve, occupying the southern third of this peninsula of the same name, jutting out into the middle of Lake Megunticook. The remaining portion of the Neck is in the Town of Lincolnville. The Preserve features dense softwood forests, bogs, geological features, and over two miles of spectacular shore. The Coastal Mountains Land Trust administers this protected conservation land.

Elsewhere in the District is a wetland, of approximately 20-acres, on Hope Road opposite the Town's Bog Bridge boat launch.

At the southern tip of Hosmer Pond, a wetland covering an area of approximately five acres is included in the District.

In Camden Harbor, seven-acre Curtis Island is included in this District. This island is home to protected waterfowl, flora, and fauna. Elsewhere, a small parcel on outer Bay View Street, overlooking Curtis Island and the Harbor is in the District as is a small, privately owned island at the extreme end of Sherman's Point.

Overall, the majority of Camden's natural and protected areas are designated in the Resource Protection District, which affords them both protection and benefits to the community.

The **Rural Recreational District (RR)** is the designation given to the Ragged Mountain Recreation Area. This 260-acre recreational facility, located on the northeastern face of Ragged Mountain, is discussed in Chapter 13, Recreation and Open Space.

The **Camden Hills State Park District (SP)** encompasses all areas of the Park within Camden's boundaries, approximately 2,750 acres. The Park is administered, managed, and maintained by Maine's Bureau of Parks and Lands. With the exception of regular Public Safety protection, few municipal services are required in this District.

### **Overlay Zones**

There are three Overlay zoning districts in Camden that address the unique nature of those areas, as well as the types of development that may occur there. Below is a summary.

1. The **Business Overlay Zone (BOZ)** allows its criteria to be used in lieu of prevailing zoning standards in all Business Zone Districts (except the Downtown Business District, B1). The BOZ encourages balanced, energy-efficient, and cost-effective commercial projects on small (1 acre +) or irregularly shaped parcels where prevailing regulations would be impractical. A more liberal FAR (floor area ratio) and increased building height allowances are permitted in the BOZ. Architectural review is required for proposals in this zone.
2. The National Register of Historic Places has designated 3 historic areas in Camden as well as a number of individual buildings and sites: **Chestnut Street Historic District**; **High Street Historic District** and **Great Fire Historic District**. Designated buildings in these areas have additional requirements set forth by the federal government and require review by the town's Historic Resources Committee and Select Board authorization for permitted rehabilitation.

3. High Elevation Areas, 500 feet above mean sea level, are limited to residential, agricultural, forest management, and non-intensive recreational uses. Larger lot sizes, less density, and prohibited clustering are requirements of this area. Additional performance standards governing vegetation removal, screening, and protection of sloped areas are stipulated.

## REVIEW CRITERIA FOR THE LAND USE PLAN

State planning guidelines require every community's comprehensive plan include a review of its designated land use areas and the foundational analysis that is the basis of the resulting policies and strategies that will guide the community's future development.

### 1. Land Use Designations

- a. Growth Areas: Camden's Village Extension District (VE) has been identified as the Town's primary growth area.
- b. Shared Growth Areas with other communities or inter-local agreement are not envisioned. However, Camden officials and board members have met with their counterparts in Rockport to discuss and plan for the Route 1 Southern Entrance at the Camden-Rockport boundary.
- c. Transitional Areas: There are no areas in Camden that are designated as "transitional", meaning areas suitable for development but not at the amount or density of development appropriate for a growth area. Any such areas had been developed prior to the enactment of Camden's zoning ordinance.
- d. Rural Areas: Camden's two rural areas (RU-1) and (RU-2) are intended for and support protection from unrestricted development. The Zoning Ordinance supports agriculture, open space, wildlife habitat and scenic lands in these Districts. Maine Farmland Trust has permanently protected with "agricultural conservation easements" at least two farms in Camden that will ensure that land will forever be available for farming.
- e. Critical Natural Resources: The Town's Critical Natural Resources are indicated on the accompanying maps. Camden is fortunate in having about one half of Camden Hills State Park 6,000 acres within its boundaries. Other areas of Critical Natural Resources have been conserved by organizations such as Maine Coast Heritage Trust, Coastal Mountains Land Trust, and Georges River Land Trust.

### 2. Required Elements For The Land Use Plan

- a. **Analyses.** The Future Land Use plan aligns with:
  - i. The Town's vision of maintaining a balance between year-round employment and the tourism industry;
    1. Encouraging legacy maritime industries;
    2. Encouraging preservation of the existing neighborhoods and historic areas;
    3. Concentrating business and residential uses in areas served by public water, sewer and existing road network; and
    4. Respecting the many natural areas of lakes, wetlands and high elevations.
  - ii. The growth areas are shaped by natural constraints;

- iii. There are no recent development trends. Camden's year-round population has been in decline since 2000;
- iv. Given the declining population, most new development will occur as either adaptive reuse of existing buildings or limited new construction of second homes for non-resident homeowners;
- v. Critical natural resource areas are already protected with strict Subdivision and Zoning ordinances.

**b. Components**

- i. See the Appendix for maps showing Growth areas and rural areas, Critical natural resources and Waterfront;
- ii. See the Appendix for maps showing development constraints;
- iii. The narrative descriptions of the various zoning districts are included in the earlier portions of this chapter.

**c. Policies**

The Town has a comprehensive Zoning Ordinance, Subdivision Ordinance, and Site Plan Review procedure that satisfies our policies, community vision, and state goals. The specific policies, community vision and state goals are found throughout this Plan in the chapters where they are most impactful.

**d. Strategies**

- i. Strategies that are required to address state and community goals are discussed throughout this Comprehensive Plan at the end of each chapter in the “Recommendations, Questions and Strategies” section. They include the definition, implementation, procedural, and investment requirements necessary to support such strategies. The Town’s Code Enforcement Officer has been given the necessary training, support, tools, and certification necessary to enforce land use regulations.
- ii. Additionally, a small and appropriately trained committee, including writers and contributors to this Plan, has been formed to review and follow up with the goals and strategies that have been set forth.

## RECOMMENDATIONS, QUESTIONS AND STRATEGIES

We believe that the following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question & Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. **Safety:** To improve the safety of pedestrians and increase the walkability for the large population of seniors and children, sidewalks should be installed in the following locations: on the east side of John Street from the corner of Simonton Road to Route 1; and the north side of Mechanic Street from Oak Street to Simonton Road and west to John Street. (Public Works Director, Budget Committee, Town Manager);

2. Village Extension: Since the number of homes along Cobb Road starting across from Cobb Hill Road extending north to the Pleasant Ridge subdivision, has increased in the last twenty years and the Village District is nearby, it is recommended that when the opportunity is made available, the town should have water & sewer lines extended throughout the area and strive to have them paid for by private developers. (Town Manager, Select Board, Budget Committee);
3. Coastal Residential:
  - a. Based on the review of this district consideration should be given to designating each of these districts separately, and revising the listings for uses allowed within each of the districts. Consideration should be given to exploring potential uses such as inns and multi-family units for the large older residences as they become available;
  - b. The Bay View & Chestnut Street district should remain as Coastal Residential District-1 (CR-1). The district bordering High Street and encompassing Sherman's Cove should be redefined as Coastal Transitional District (C-T) with more flexibility toward allowing future commercial and light industrial use expansion. The district along US Route 1 north of the State Park should remain as Coastal Residential District-2 (CR-2) with consideration given to expanded compatible low impact uses residential in character;
  - c. In order to do this successfully it will be necessary for the Planning Board to evaluate and amend the uses allowed in each of these districts to be consistent with their evolution over time and how the board might perceive future requests for changes that may come before it. Equally important is the necessity to create measurable performance standards in order to maintain the character of these districts as they provide a distinct quiet residential scale which is what separates them from the downtown, enhances the "quality of livability", and provides a welcoming visual landscape when entering Camden. Among the possible negative impacts to consider with increased commercial usage are noise, traffic, congestion and stress on public water and sewer. Any more intense uses should not ruin the residential character of High Street.  
(Town Planner, Planning Board, Community Development Director, Select Board).
4. Downtown:
  - a. The Town must continue to explore ways for its downtown to appeal to younger, creative business owners. It must capitalize on the recent successful start-ups of restaurants, furniture making and bookstore ventures by younger owners;
  - b. Likewise, encouragement of creative and cultural venues and events such as the Camden Conference and PopTech need to remain in the town and would strengthen this district. The nationally acclaimed Camden International Film Festival (CIFF) is an entity that needs to make a permanent home in town. It will then be not only an event draw, but could act as a year round center for education, entertainment, and employment.  
(Select Board, Community Development Developer, CEDAC, Chamber of Commerce, Town Planner, Planning Board).

5. Harbor Business: Consider whether the use of Steamboat Landing should be expanded to include greater commercial uses. (Harbor Committee, Select Board, Planning Board, Town Planner);
6. Highway Business: The Union Street Arch would benefit from an enhanced hardscape, lighting and landscape design, and more regular maintenance, distinguishing it from the adjoining roadway and softening its appearance. (Select Board, Public Works Director, Budget Committee, Camden Garden Club, Community Development Director).
7. Millville Neighborhood Business:
  - a. Redeveloping it as a mixed-use neighborhood with residential, business, and institutional components and improved walkability could enhance the Millville B-4 area.
  - b. The addition of a convenience store/gas station in Millville would serve the Village and Village Extension zones as well as outlying communities. (Planning Board, Town Planner, Community Development Director, Pathways Committee)
8. River Business: Continue the study of the former tannery site with the goals of (1) getting a solution soon, and (2) getting a solution acceptable to the general public. (Tannery Committee, Select Board, Community Development Director);
9. Transitional River Business: There are few properties available for development in this zone, and as plans mature the Town should strive to use them as commercial properties rather than residential considering the lack of commercially zoned properties available throughout the Town. (Community Development Director, Town Planner, Planning Board);
10. Industrial District The Town should consider abandoning Colcord Avenue and Virginia Avenue in the I District and assigning that roadbed right of way to the adjacent parcels. The Town should consider rezoning those residential properties to allow the I District parcels to be contiguous. (Town Planner, Planning Board, Select Board, Property Owners, Community Development Director);
11. Riverwalk:
  - a. The Riverwalk plan provides an opportunity to link the downtown area with residential and commercial properties along the river for the benefit of residents, visitors and the abutting property owners. It is important for the Town to continue efforts to extend the walk to its conclusion;

(continued next page)

- b. The on its way to the Harbor, the planned Riverwalk passes through portions of the Village Extension, Millville's B-4 zone, River Business, Transitional River Business, and the Traditional Village Districts. A portion of the Riverwalk has been completed on the edge of the Tannery property and in the neighborhood near the Seabright Dam. The Town should continue discussions to acquire permissions to include the Riverwalk through properties adjacent to the River;
- c. In the event that the Tannery site is developed, the Riverwalk connection between it and the Downtown could become an exceptional, well-patronized amenity.

(Pathways Committee, Select Board, Budget Committee, Property Owners)



## CHAPTER 19 LAND USE REGULATION

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Based on the topics discussed in Future Land Use (Chapter 18), the following issues should be addressed in the zoning, subdivision, and other land use ordinances. The primary responsibility for preparing proposals concerning these items rests with the Planning Board. These issues should not be considered a complete list of measures that should or could be adopted based on the Future Land Use chapter, nor are they intended to unduly restrict the judgment or latitude of the Planning Board. Clearly in years to come, new opportunities may require land use changes. However, they are indicative of the types of actions that would be considered consistent with this Comprehensive Plan.

### ZONING ORDINANCE

#### Zoning Maps

The Future Land Use Map is not itself a zoning map, and the boundaries on the map are general. The Planning Board should use its judgment in revising zoning boundary lines, the names of zoning districts, and density and other standards, consistent with the spirit of the Future Land Use Map.

The current Zoning Map and Zoning Ordinance were revised in November 1992 to be consistent with the Comprehensive Plan that was adopted on the same date. There has been overall satisfaction with the results of the 1992 revisions but this version of the Comprehensive Plan suggests considering changes to Village Extension, Coastal Residential and Industrial districts. If/when those changes are adopted by Town vote the Zoning Map and Zoning Ordinance will be changed.

#### District Regulations

1. The Resource Protection District should adhere to the definitions of resource protection provided by the State Model Shoreland Zoning Ordinance;
2. Within village extension areas, use of public sewer and water should be strongly encouraged/required, with moderately high residential densities (4 to 8 units per acre) but extension of sewer and water into the Village Extension district should only advance as the number of available lots in the Village District approach exhaustion;
3. Commercial zoning should generally hold to current boundaries, yet still allow possible changes as discussed in the Future Land Use chapter;
4. The concept of neighborhood business areas continues to be important as part of or near village residential areas;
5. Uses in harbor and downtown commercial areas should emphasize destination and specialty types of activities, rather than high volume, automobile-oriented activities that cater primarily to transient tourists;
6. Design standards in the B-3 transitional business area should be reviewed to assure that the objective of a preserved residential scale and character along Elm Street is being met even as that area accommodates commercial uses. However, at the same

time, efforts should be made to preserve the commercial buildings and uses and not convert them to residential use. Commercially used space has decreased since 2005, diminishing employment opportunities and the tax base;

7. Industrial zoning also should generally hold to present boundaries. However, if the concept of a regional commercial/industrial park materializes (as proposed elsewhere in this Plan), we should consider sites in Camden;
8. Along the waterfront, preference should be given to functionally water dependent and commercial marine establishments. Present requirements for small-scale structures, view access, and ground-level commercial use to stimulate pedestrian activity are also important to preserve the vitality of the harbor;
9. Home occupations, allowed as a matter of right, should be continued, provided that standards to protect residential character are retained.

### **Planning Tools**

1. The Planning Board should explore tools such as conditional and contract zoning, which might allow innovative subdivision design at densities tailored to the particular site in question;
2. Open space zoning (clustering) should continue to be encouraged in these areas through use of incentives, such as density bonuses;
3. Design, space and bulk, and other performance standards should be carefully reviewed, with a goal of promoting a traditional village format. In keeping with the emphasis on performance standards, the Planning Board should consider form based zoning ordinances rather than the traditional Euclidean zoning ordinances;
4. Consideration should be given to adopting scenic corridor overlay districts, with special standards to preserve the scenic beauty of the coastal Route 1 corridor and other travel corridors that the Town believes have special merit.

### **Historic Preservation**

Article X Part I Section 3 of the Zoning Ordinance makes reference to the Secretary of the Interior's Standards as the guide for historic preservation review. The purpose is not to dictate details of buildings and landscapes, but to promote general preservation of historic character. Specifically, the review process should protect the streetscapes of historic neighborhoods such as High Street and Chestnut Street and major public and commercial buildings. Development of any kind along the immediate coastal and Megunticook Lake shorelines and other areas deemed by the State Historic Preservation Officer to be potential settlement sites should be preceded by an archaeological reconnaissance survey for historic/pre-historic settlement sites.

### **SUBDIVISION ORDINANCE**

Existing provisions for sewer impact fees should be reviewed to assure that utility, zoning, and subdivision policy help to direct growth toward village and village extension areas rather than to rural areas. Public sewer and water line extensions should be mandatory for most subdivisions within village and village extension areas.

The Planning Board should review the subdivision standards for local (as opposed to collector or arterial) roads to determine whether any of the standards can be revised, within the limits of safety, to reduce the impact of wide, paved corridors on the natural environment, including shade trees, and visual character of the Town, and on affordable housing.

In rural areas (or their equivalent, as designated in the zoning ordinance), open space zoning (clustering) should be made mandatory for all subdivisions.

## **PROPERTY MAINTENANCE**

Although few in number, there have been an increasing number of complaints about nuisances on residential properties in recent years. Most of these properties have not risen to the statutory level of “junkyard” and most are not a health threat. But the properties are eyesores, potentially reducing the value of nearby properties and harming the integrity of neighborhoods. Some of these properties are in foreclosure while others are poorly maintained.

## **ENFORCEMENT**

Camden must continue to be vigilant in the enforcement of zoning and subdivision regulations. Unenforced and/or unenforceable regulations serve no purpose and have no value to our town. Building Permit inspection requirements have increased dramatically since the adoption of the Maine Universal Building and Energy Code (MUBEC) in 2010 and the time spent on subdivision and site plan applications has also increased. It is critical that proper staff levels are sustained and staff be properly trained so that these services can be provided.

Several specific areas deserve mention, and special attention, because of their potential impacts on the livability of Camden. These areas fall within several administrative jurisdictions. Areas of concern include:

1. Home occupations: enforcement of zoning standards is crucial if the balance between the right to conduct home occupations and the need to protect residential neighborhoods is to be preserved;
2. Conversion of seasonal cottages to year-round use: enforcement of State Plumbing Code standards is the best protection against possible pollution of water bodies;
3. Parking time limits: to help assure the ability of Downtown to function properly;
4. Harbor regulations: including pier and fill restrictions and safety measures;
5. Off-street parking standards: especially in downtown and harbor areas;
6. Residential rentals: including enforcement of rental period ordinances, building code inspections and proper taxation.

## **IMPACT FEES, APPLICATION FEES AND PERMIT FEES**

The concept of impact fees imposed on new development should be considered, and not limited to the following:

1. To apply not only to residential subdivisions, but to other forms of new construction requiring building permits, including single-family homes on pre-

- existing lots, commercial and industrial buildings, and expansions of homes and other buildings that increase burdens on the Town's utility and road systems;
2. To apply not only to sewerage, but to other municipal facilities including roads, water supply (to the extent that the Town may be responsible for financing improvements), and other capital facilities (such as public safety) needed to serve growth;
  3. To apply not only within the utility service area but to rural areas, to reflect the extent to which development in outlying areas places additional demands on municipal facilities;
  4. Site plan fees, subdivision fees, and permit fees should be set at levels such that the applicant pays an amount equal to the Town cost of reviewing plans, issuing permits and providing inspections for their particular project.

### RECOMMENDATIONS, QUESTIONS & STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. The Planning Board should entertain Zoning Ordinance and Subdivision Ordinance changes suggested by citizens, local engineers and the Code Officer/Planner in a timely fashion and determine whether hearings should be held if the proposed changes merit consideration. (Planning Board, Code Officer, Town Planner);
2. The Code Officer should regularly review the various permit and application fees to determine if they effectively reimburse the Town for the cost of reviewing the plans, issuing the permits and providing the enforcement. Permit and application fees should be adjusted when they no longer cover the cost of the services. (Code Officer, Finance Director, Select Board, Town Manager, Planning Board);
3. Camden should keep its land use ordinances in compliance with law, state and federal standards. (Town Planner, Code Officer, Planning Board, Town Attorney);
4. Camden should strive to maintain the existing commercial and industrial properties and consider expanding them into suitable areas to encourage employment opportunities. (Community Development Director, Chamber of Commerce, Downtown Business Group, Planning Board, Town Planner, Select Board);
5. The Town must adequately staff and train the Code Officer and Town Planner positions to keep up with the workload and stay abreast of changes in the field. (Town Manager, Select Board, Town Planner, Code Officer, Planning Board);
6. The Town should monitor nuisance and abandoned properties and consider establishing a property maintenance ordinance. (Town Manager, Select Board, Town Planner, Code Officer, Planning Board).

## CHAPTER 20 PLANNING AND COMMUNITY DEVELOPMENT

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This chapter provides guidance for implementation of the Comprehensive Plan, the process for developing ongoing changes to the Comprehensive Plan and Zoning Ordinance, and sets forth guiding principles to follow when interpreting the Comprehensive Plan and Zoning Ordinance.

### PLANNING & COMMUNITY DEVELOPMENT BOARDS & COMMITTEES

- Planning Board
- Zoning Board of Appeals
- Code Enforcement Officer/Planner
- Community Development Director
- Community & Economic Development Advisory Committee (CEDAC)
- Camden Downtown Network Board

### MISSION STATEMENTS

The **Planning and Community Development Boards & Committees** strive to provide the community with resources and services to enhance the quality of life of the Town's residents, businesses, and visitors; to promote a well-designed, livable and prosperous community as outlined in the Town's Comprehensive Plan and to work with the community in shaping the future of land planning, and community and economic development.

The **Planning Board** guides the use of land, growth and development of the community through implementation of adopted ordinances, codes, policies, and plans to make the best possible place to live, work, shop, play, learn, and conduct business. The Planning Board reviews applications for site plans and subdivisions for compliance with the Comprehensive Plan and Zoning Ordinance, and proposals for ordinance amendments. The Planning Board periodically reviews the town's regulations and ordinances to ensure compliance with State and Federal regulations while attempting to maintain a balance between the rights of landowners and voters' visions for the Town of Camden.

The **Code Enforcement Officer/Town Planner** is responsible for issuing permits and enforcing the approved applications by the Planning Board and Zoning Board of Appeals consistent with the Zoning Ordinance and applicable building Codes.

The **Community & Economic Development Advisory Committee (CEDAC)** was formed to develop ideas to enhance the vitality of the year round local community and region in a manner that considers the town's unique cultural and historic character; promotes, encourages, and facilitates the development of responsible business growth and entrepreneurship; and actively works to strengthen and retain existing businesses.

The **Downtown Network Board** was created in 2013 after Camden was named a “Main Street Network Community”. Following the organizational guidelines of the National Main Street program the Network Board’s purpose is to build community support for a strong thriving downtown through leadership, advocacy and cooperation with downtown stakeholders and other town committees.

## REPORTS AND PLANNING DOCUMENTS

A number of reports and planning documents have been created with public participation and accepted by the Town since 2005. They serve as guiding documents for the Town presenting their respective challenges and opportunities. They are:

- 2005 Blue Ribbon Economic Development Final Report
- 2007 The Future of Camden’s Working Waterfront
- 2007 Camden-Rockport Pathways Master Plan
- 2008 Tannery Re-Use Final Report
- 2009 An Economic Vision for Camden
- 2010 Camden Downtown Tax Increment Financing (TIF) District & Development Program
- 2010 Camden Highway Business Tax Increment Financing (TIF) District & Development Program
- 2010 Camden Economic Development Advisory Committee (CEDAC) – Goals & Actions
- 2011 Strategic Economic Development Action Plan, Development Concepts- Economic Development Analysis & Action Plan
- 2011 CEDAC Mission Statement
- 2012 Camden Master Plan, Walkability Audit for Camden
- 2012 Maine Downtown Center’s Startup Report
- 2013 Camden Public Landing & Riverwalk Master Plans
- 2013 Walkability Report (in partnership with the Friends of Midcoast Maine)
- 2014 Camden Downtown TIF District & Development Program Amendments

## POPULATION AND HOUSEHOLD GROWTH

**State Goal:** To encourage orderly growth and development in appropriate areas of each community. (Growth Management Act)

**Local Goals:**

1. To manage population and household growth in Camden in a manner consistent with the Town's ability to absorb it, both environmentally and fiscally;
2. To encourage and accommodate a diverse population.

Pursuant to these goals, the policies and implementation of this Comprehensive Plan are as follows:

1. The goal for the Town is to encourage increased residential and commercial growth through zoning ordinance revisions and economic development incentives. The intent is to maintain the historic character of the Town and its neighborhoods through a balanced approach to residential and commercial expansion;
2. The Town has identified acceptable "growth" areas in this Plan and the Zoning Ordinance;

3. The experiences and attitudes of citizens who have recently arrived are not always the same as those of long-time residents. The Town shall continue to promote an open dialogue on land use and regulatory issues;
4. The Town shall encourage its traditional mix of year-round residents, summer residents, and tourists. Year-round and summer residents are a historically valued part of Camden's population. However, there is reason for concern as part-time residents purchase an increasing number of homes in the village creating vacant structures for much of the year.

## THE LOCAL ECONOMY

### State Goals:

1. To promote an economic climate that increases job opportunities and overall economic well being. (Growth Management Act);
2. To expand the opportunities for outdoor recreation and encourage appropriate tourist activities and development. (Coastal Management Policies).

### Local Goal:

1. To encourage diverse forms of livelihood, including a full range of economic opportunities:
  - careers with above average wages;
  - relying on developments in modern technology;
  - manufacturing;
  - resource production;
  - professional services;
  - employment in the home;
  - corporate offices;
  - promote environmentally friendly businesses.

Pursuant to these goals, the policies and implementation of this comprehensive plan are as follows:

1. In order to retain a vital year round residential community, the Town recognizes the importance of a strong multi-generational and ethnically diverse population. Therefore, it is essential that Camden remain a community with a recognized high quality of life: a healthy and scenic environment, good quality schools, a rich array of cultural and recreational activities, established neighborhoods, a complement of goods and services within its boundaries needed for daily living, and a village scale with integrated land uses;
2. Environmentally conscious manufacturing and industrial activities should be retained and encouraged as they add to the economic diversity and strength of the Town;
3. Home occupations and tradesman's shops are encouraged. They allow the integration of home and work place, reduce reliance on the automobile, and provide an affordable way for many to be in business. The Town's land use policies should allow home occupations and tradesman's hops as a matter of right provided that all standards are enforced;

4. Camden should have sufficient commercial land and/or buildings to allow businesses that started as home occupations to remain in town when they outgrow ordinance limitations. There should also be sufficient commercial land and/or buildings for small “incubator” businesses to remain in town as they grow;
5. Traditional occupations should be encouraged;
6. Tourism is an important component to Camden's economic health. Increased visitors, seasonal traffic congestion, and demand for Town services are an inevitable result of this part of the economy. Tourism will remain an essential part of Camden’s economic vitality provided:
  - a. The commercial core serving this sector (retail establishments, lodgings, restaurants, and similar enterprises) is confined to the traditional downtown, designated commercial areas, and harbor area;
  - b. A pedestrian environment is retained in the downtown and harbor area, such that visitors do not have to rely on their automobiles once arrived downtown;
  - c. Visual and pedestrian access to the harbor is maintained across Town lands;
  - d. An effort is made to attract and retain visitors who stay for extended periods of time to enjoy what Camden has to offer;
  - e. Destination and specialty types of activities (example: crafts fairs, multi-day conferences) are favored over high volume, transient types of activities (example: traveling amusement parks).

## LAND USE PATTERNS

### State Goals:

1. To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl. (Growth Management Act)
2. To safeguard the State's agricultural and forest resources from development which threatens those resources.

### Local Goals:

1. To foster a pattern of land use that respects the character of both Camden's village and rural areas.
2. To promote a pattern of land use that is efficient and does not impose an undue burden on municipal resources.

Pursuant to these goals, the policies and implementation of this plan are as follows:

1. The traditional village-and-countryside pattern of settlement imposes less cost on municipal services, is easier to serve, and is less damaging to the natural environment than a spread out, automobile-oriented, suburban pattern of settlement. Further, as evidenced by Camden's historic settlement pattern, it can produce a high quality of life and comfortable living space. Therefore, the Town should maintain its programs to direct growth toward the areas of Town designated as utility service areas;
2. This favored pattern of development must include an area of land sufficient to accommodate projected growth. Expansion of the Village Extension District to the west of Cobb Road and along Start Road should be considered for future residential



growth. Consideration should be given to:

- a. the impact of increased traffic on existing roads and neighborhoods and utilize traffic calming, sidewalks and road reconfiguration when necessary to mitigate the impact;
- b. assure ample opportunity for affordable housing within the village area(s), and;
- c. the impact of this policy on owners of rural lands, development of which may be more restricted than at present.

## ENERGY SUSTAINABILITY

The Town is in the initial stages of addressing and considering implementation of renewable energy sources for municipal facilities. In 2015 a presentation was made to the Select Board providing results of a study done by the Watershed School on energy consumption for municipally owned buildings and recommendations for reducing dependency on fossil fuels and public utilities.

Revision Energy Company has provided a proposal to the Town, which is under consideration for retrofitting solar collectors onto the roofs of two buildings at the Public Works Department and the installation of a solar farm on a portion of the Town-owned Sagamore Farm.

The new lodge to be built at the Ragged Mountain Recreational Area is designed for energy efficiency through use of LED lighting, passive solar, a heavily insulated building envelop, an option for roof mounted solar panels, and use of low maintenance materials.

Downtown streetlights are being converted to LED lights reducing the town energy costs, providing for a safer pedestrian experience and reducing glare to improve nighttime sky visibility.

## RECOMMENDATIONS, QUESTIONS AND STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

### **Planning and Policy**

1. Update the Comprehensive Plan on a schedule directed by the State utilizing the most recent census data, reviewing and determining the changes to the character of the Town over time, developing revised guidelines for the ongoing evolution of the Town consistent with the zoning ordinances. (Select Board, Planning Board);
2. The Town should assure adequate community development, planning, and code enforcement staff. (Planner/CEO, Town Manager, Select Board, Community Development Director);
3. Consideration should be given to land use regulations and growth management policy directed at maintaining the elements that comprise a quality of life, which will attract young families looking to start careers, established professionals who

- choose to relocate to Town, and retirees. (Select Board, Planning Board, Community Development Director, and CEDAC);
4. Establish an appropriate ratio of commercial and residential uses maintained in the Business Districts with priority given to commercial uses. (Planning Board, CEO/Planner, Select Board, Community Development Director, CEDAC);
  5. The Town should set as a priority the creation of a long-range plan to address energy sustainability for the future. This should include decreasing the Town's reliance on fossil fuels and public electric utilities, and moving toward providing the residents of the community with municipally generated electric service. Any planned installation of sustainable energy sources on Town-owned property should be done in such a manner that it does not preclude successful future residential or commercial development of the property. (Select Board, Planning Board, Conservation Commission, Energy Committee, Department of Public Works, Waste Water Superintendent, Director of Parks & Recreation, Community Development Director);
  6. The Town should seek, in cooperation with its neighbors, to establish a regional industrial park for the development, expansion, and retention of manufacturing, distribution, and business service jobs. (Select Board, Town Manager, Planning Board, Town Planner, CEDAC);
  7. Business & industrial districts should generally hold to their present boundaries. (Planning Board, Town Planner);
  8. Opportunities for professional and business office expansion through adaptive re-use of existing buildings should be a priority to assure a continued economically vibrant community for the future. (Planning Board, Town Planner);
  9. The Town may consider developing a property maintenance code to control potential nuisances and assure safety. (Select Board, CEO/Town Planner);

### **Infrastructure**

10. The Town should employ a wide array of measures, including density and other land use regulations, ongoing development of a master plan for extending sewer lines, and encouraging development in growth areas by providing additional town services. (Select Board, Planning Board, Wastewater Commissioners, Town Planner & Code Enforcement Officer);
11. The Town should strive to assure that public services, including emergency services, are adequate to meet the population's needs. (Select Board, Town Planner);
12. The Town should adopt a consistent policy within projected utility areas for developers to routinely extend public sewer and water lines to serve their developments or to pay funds into an escrow account for future extensions. (Select Board, Wastewater Commissioners);

13. Standards for the construction of roads and utility lines that are intended to be accepted by the Town for public maintenance should be reviewed to increase the quality of construction so that unreasonable or premature repairs do not burden the taxpayers.. Additionally the design standards should be periodically reviewed to insure that the Town is keeping up with widely accepted modern road and utility design. (Planning Board, Planner, Select Board, Department of Public Works, Waste Water Treatment Department);
14. Develop a policy to ensure that Camden is broadly competitive in providing adequate digital infrastructure throughout the community to encourage or allow community/economic development in a rapidly changing digital age. (Select Board, Town Manager, Community Development Director, CEDAC, Downtown Network Board).

## CHAPTER 21 CAPITAL IMPROVEMENTS

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A capital improvement is new or expanded infrastructure, buildings, and equipment that have a significant value, a useful life of five years or more, and are planned for and financed over several years. To appropriately plan for, manage, and invest in the Town's capital assets, Camden has a Capital Improvement Plan (CIP), which is a tool, used to manage the continuing need to replace or add new infrastructure (roads, sidewalks, and wastewater systems), equipment, buildings and other capital assets. The CIP not only addresses the maintenance and replacement of existing assets, but also looks ahead to identify future needs, projects, and state or federal government mandates.

Capital improvements are prioritized each year during the budget process. The CIP describes expected yearly investments and allows for both changes in priorities and the availability of funding. As the name suggests, the CIP is intended to help a community think ahead about future needs, plan for needed projects and replace equipment in an orderly, affordable manner. Unexpected capital expenses do occur, such as a failed sewer line, which requires an emergency repair, or an equipment breakdown, but a CIP helps minimize those types of unwelcome surprises and the need to fund a large expense in a single fiscal year. An unexpected large expense can overburden the taxpayers and cause fluctuations in tax bills from year to year.

Camden's CIP is based on the inventory of assets promulgated by the Government Accounting Standards Board (Rule 34). GASB 34 recommends that towns have a detailed inventory of all roads, bridges, sidewalks, drains, and sewer lines, buildings, equipment, and public land. The Town's capital expenditure schedules show the capital outlays proposed for the next five years. This plan is being expanded to span ten years to incorporate the Comprehensive Plan recommendations, community trends, and projected capital needs.

The CIP projects the expected lifespan for each item and the timeline when a project will be initiated based on priority ratings. The budget contains the annual appropriations for the amounts needed to fund on-going capital needs, such as street and sidewalk maintenance, funds set aside in a capital reserve to fund the future acquisition of equipment or for project construction, and the annual debt service on capital improvements which have been financed. Although the CIP should not be completely changed each year, it is subject to re-ordering priorities based on changed conditions. Therefore, each year the CIP is reviewed to track progress and to reaffirm the necessity of the planned projects, or to determine if there are higher priorities.

### PLAN GOALS

1. Plan for financing major capital improvements or equipment purchases consistent with Camden's long-range goals and needs, and anticipate the need to replace capital equipment;
2. Assess the Town's ability to pay for capital expenditures and schedule projects in a way that balances the need for the project and funding availability;

3. Establish stable expenditure levels that allow for prudent investments carried out in a planned approach, thus reducing the likelihood for spikes in tax rates and follow a borrowing plan that allows the Town to retire debt as it takes on new debt;
4. Support Camden's ability to grow and expand its standard of living and quality of place.

There are a variety of internal and external factors that influence capital funding decisions. A few factors to consider include:

*1. Maintenance of Existing Facilities:* Camden has a considerable investment in its streets, sidewalks, wastewater facilities, town buildings, parks, and other assets. The Town must balance citizen demands and expectation with our limited financial resources. It is imperative to keep existing facilities in good working condition while preparing for the need to replace or expand existing facilities.

*2. State and Federal Mandates:* Recently, the State and federal governments have shown more awareness of the impacts that unfunded mandates have on property taxpayers and municipalities. However, even without any new mandates, the cost of complying with existing mandates will require costly upgrades to renovate existing facilities or construct new facilities.

*3. Unforeseen Circumstances:* Even the best planning cannot anticipate every circumstance. Such occurrences may have negative or positive consequences. The Town's CIP is intended to achieve the goal of consistent modest growth without significant changes in the property tax rate. The Town's strategy of making prudent investments in its capital equipment/ facilities and infrastructure should be continued, because it will sustain the condition of the Town's infrastructure and minimize long-term maintenance costs.

## SETTING PRIORITIES

Capital project funding is based upon priority ranking. Although a priority "1" would normally be implemented prior to a "2," a lower priority item may be funded ahead of schedule if the higher priority items has not been funded or if other sources of revenue (such as donated funds) become available for a lower ranking item. In order to fund some capital improvements projects, it may be necessary to begin to identify funding sources and set aside funds in advance of the projected time of funding.

*1 - Immediate need.* A capital improvement rated in this category would typically remedy a danger to public health, safety and welfare.

*2 - Necessary, to be accomplished within two to five years.* A capital improvement rated in this category would typically correct deficiencies in an existing facility or service.

*3 - Future improvement or replacement, to be accomplished within five to ten years.* A capital improvement rated in this category would be desirable but is of no urgency. Funding would be flexible and there would be no immediate problem.

*4 - Desirable, but not necessarily feasible within the ten-year period of the current plan.*

## CAPITAL IMPROVEMENT PROJECTS

The Select Board has identified the top five categories of capital improvement projects. These projects must be accomplished over the next five to ten years in order to accommodate Camden's projected growth and desired economic activity development.

### **1. Public Landing and Harbor Improvements – Priority 1**

Camden is a special place, and one of the most prominent and enduring reasons is our relationship to the sea. Camden Harbor is not only picturesque but it fuels the local and regional economy and provides recreational and learning opportunities.

In 2013, the Town undertook a community process to develop a master plan for the Public Landing. The process sought citizen views on the best uses of this space and how to balance the multiple demands on the Public Landing from commercial fishing operations and recreational boating, to parking, sightseeing, and enjoyment of the beauty of Camden Harbor. It was concluded that the citizens want the Public Landing to continue to be a year-round, multi-use space that serves the needs of the waterside and the landside. Specific recommendations included:

- Make the Public Landing safer for pedestrians, workers, and bicyclists;
- Improve traffic circulation;
- Improve lighting;
- Widen and extend the boardwalk;
- Make it more welcoming whether arriving by water or land; and
- Make the space more attractive through green space, plantings and other amenities.
- Install a new hoist to support the local fishermen's use of the harbor. A grant from the Maine DOT's Small Harbors Improvement Program made that a reality in 2016.

The estimated cost of the full build-out of all the improvements is approximately \$2.5 million. These improvements will be done in phases based on the priority ranking. Safety improvements are the highest priorities. Therefore the first major project is the boardwalk. The boardwalk shows the wear and tear of its popularity, as well as the effects of years of harsh weather conditions. The new boardwalk will be built to accommodate more pedestrians and allow for seating areas for people to enjoy the sight and sounds of the harbor.

Funding will come from a combination of sources including harbor fees, Tax Increment Finance (TIF) funding, possible grants funded through a competitive grant application process through the Maine Department of Transportation, and the Town's municipal budget.

### **2. Wastewater Treatment Plant and Sewer System**

The Town's sewer system is critical to public health and environmental quality. Camden was an environmental leader when the Town built the secondary wastewater treatment plant in the late 1960's. The plant has served the community well for nearly 50 years, but it is now time to upgrade and overhaul the facility. The Town's extensive network of sewer lines is also aging and needs to be repaired and/or replaced.

- **Treatment Plant – Priority 1**

The Town initiated a Comprehensive Wastewater Treatment Facility Evaluation (Wright Pierce Engineering) in 2015. That report is a complete assessment of the plant with recommendations for improvements that will address the community's needs for the next 20 years.

The estimated cost of the recommended plant upgrades is approximately \$10 million. The improvements can be financed through the State of Maine's Clean Water Revolving Fund loan program, which offers low interest rates. This program is administered by the Maine Department of Environmental Protection and relies on both federal and state funding. This must be done for the facility to continue functioning properly as well as meet state and federal mandates.

- **Sewer Lines - Priority 1**

The Town is currently conducting an analysis of the condition of the sewer lines, which will form the basis of a capital improvement plan for the systematic upgrade of this aging infrastructure. The analysis will guide the Town in establishing the level of annual investment needed to pay for the required repairs and replacements. The upgrades must be accomplished to meet state and federal mandates.

### **3. Public Works**

The Public Works Department is responsible for maintaining 39 miles of town-owned roads. In the winter, the Public Works Department is responsible for plowing an additional 20 miles of state roads. The department also maintains 12 miles of sidewalks.

- **Streets and Sidewalks – Priority 1**

Streets and sidewalks are an essential part of a municipality's responsibility and are an ongoing capital need. Performing routine and preventive maintenance keeps the infrastructure safe, functional and is the most cost effective use of funds. The department maintains an inventory of streets and sidewalks, which includes a pavement management program that rates the condition of each street and sidewalk and establishes a regular maintenance schedule.

This work is primarily funded through the annual budget process rather than using capital improvement reserves. The Town budgets approximately \$285,000 annually for street maintenance and paving and \$30,000 for sidewalk maintenance. The Town receives some State funding through the local road assistance program, although state funding has decreased over time.

The capital improvement budget is reserved for those roads and sidewalks that have deteriorated to the point where they need to be rehabilitated or reconstructed. The Town plans these major projects to be done in coordination with other needed work including replacement of water lines, sewer lines, or other utility work. They are classified as Priority two or three.

- **Buildings and Equipment**

To perform its work efficiently, the Public Works Department needs to have appropriate facilities and reliable equipment. Therefore, equipment and vehicles are replaced according to a useful-life schedule. As an example, if well maintained, a large plow truck has a

useful life of 15 or more years. The Town finances the purchase of large equipment with a combination of cash and borrowing. The average annual amount is approximately \$80,000.

As demands on the Public Works Department have changed over the past decade, the Town has undertaken a review of the Public Works facilities and grounds. The Public Works Department needs a larger maintenance and repair building to service modern public works and fire trucks, and to store the larger trucks. Furthermore, the 20-year old salt and sand storage building needs to be renovated or replaced.

**Priority 1:** The layout of the Public Works Department site is not as efficient as it could be. The Town has commissioned an engineered site plan to create a more efficient site layout, provide cost estimates for improved facilities, and plan for the installation of solar panels where possible.

**Priority 2:** The preliminary cost estimates indicate that replacement of the salt-sand storage building will be \$300,000. Construction of the new maintenance building is estimated to be approximately \$500,000. The building improvements would be funded through combination of general fund appropriations, user fees, grants, and bond issues.

#### **4. Parks and Recreational Facilities**

Camden has more than 700 acres of public open space that includes ten parks, scenic overlooks that provide access to the sea, recreational trails, two boat launches on the Megunticook River, two cemeteries, Curtis Island and light house, and the Ragged Mountain Recreational area that includes athletic fields, tennis courts, boating and swimming, and the mountain itself which has 3-season hiking and biking trails, and is a ski area in the winter.

This array of recreational assets adds to Camden's exceptional quality of life and attracts people to live, visit and work in Camden. As the steward of these assets, the Town is responsible for maintaining them. Although Camden has a wealth of parks and open spaces, there is continuing citizen interest and demand to enhance existing spaces and add to our inventory of recreational areas.

The following recreational and parks improvements will be done over time in phases and funded through a combination of user fees, grants, bond issues, and the annual municipal budget.

##### **• Ragged Mountain Recreational Area (RMRA)– Priority 1**

The Town is embarking on a ten-year plan to make the RMRA a fully functioning four-season recreational facility. To make this a reality will require long-term planning and financial investment. Capital improvement projects that are planned include developing an extensive mountain bike trail network, improving the athletic fields and tennis courts, upgrading the access to Hosmer Pond for boating, and launching canoes, and kayaks, swimming and fishing and to make the area fully accessible to people with physical disabilities or limited mobility.

Working in partnership with the Ragged Mountain Redevelopment Committee and the Ragged Mountain Recreation Area Foundation, the town has already begun the redevelopment of the RMRA's winter sports facilities. A two million dollar municipal bond plus four million dollars in private donations will fund newly designed ski and snowboard trails, chairlifts, snowmaking equipment, lighting and eventually a new lodge. The project is detailed in Chapter 13.



- **Shirttail Point Park Master Plan - Priority 2**

This park is a peaceful area off Route 105 on the Megunticook River, offering an easy and convenient place to put in a canoe or kayak, or to go swimming. This park is an underutilized public space, with few amenities. Properly planned, this park has sufficient space for picnicking, playground, and other activities. The Town is currently doing a master plan to design this park in order to determine the appropriate level of development and get cost estimates for the recommended capital improvements.

- **Riverwalk – Priority 2**

In 2007, the Camden-Rockport Pathways Committee recommended the development of a pathway along the Megunticook River. The pathway, known as the Riverwalk, was envisioned to stretch from the Harbor/Public Landing to Shirttail Point Park. This pathway will extend for approximately two miles.

In 2013 the Town completed a Master Plan that provided design and cost estimates to complete the Riverwalk. The total cost is estimated at \$1.2 million using private contractors. Thus far, two sections of the Riverwalk have been completed through the Pathways Committee's efforts to apply for and receive grants through Maine Recreational Trails Program (RTP), the use of Maine Conservation Corp volunteers, and town employees. The goal is to complete the Riverwalk within five years using a combination of grant funding and a municipal bond.

## **5. Community Development**

- **Tannery Site – Priority 1**

The Town of Camden owns a 2.8-acre parcel of land located at 116 Washington Street (Rte. 105). The parcel, known as the "Tannery site", was tax acquired by the Town in 2003. The property was the site of the Apollo Tannery, which closed in 1999. As the location of an industrial tannery site, it was classified as a Brownfield. Camden spent nearly \$1 million of local and federal funds to clean up the site and restore it for future development.

The property is located in the mixed use River Business District zone, which is a short distance from downtown Camden. The site has three-phase power, sewer, water and access to high-speed broadband service. It is also classified as a Pine Tree Zone, which make it eligible for State development and tax incentives.

The site has been the subject of several citizen advisory committees to determine the best uses of the property. These committees have concluded that this site is an important asset to the Town's economic development strategy and should be used to attract good paying, year-round jobs that are compatible with the neighborhood.

A non-binding referendum in November 2014 was held to gauge current citizen sentiment for the use of the site. In a 51% to 49% vote, citizens supported commercial/business development rather than solely a park/open space use. The Select Board appointed a committee to work with the community to refine the vision for the site. The committee is finalizing its recommendation for a multi-use development of the site that incorporates business development with open space.

The development could be accomplished through a public-private partnership. A private developer would be responsible for funding construction of any business building and could partner with the town on construction of park/open space areas for public use.

- **Sagamore Farms Master Plan –Priority 2**

Sagamore Farm is a 77-acre parcel of Town-owned land located on Route 1 north at the foot of Mt Battie. Maine Water has a water storage tank located on this property. At one time, it was a gravel mining area. Verizon considered establishing a cell tower on the property, but they selected an alternative location.

This site is currently zoned Rural 1. However, if rezoned, it could be developed into a business park or a mixed-use subdivision that could combine low-intensity business uses with residential development. Currently it has a network of mountain bike and hiking trails that would be an attraction to a prospective business or residential development. The site also lends itself to establishing a solar array that would provide power to development on the site and produce excess power for the use by the Town.

The Select Board has identified this is a high priority and will be undertaking a feasibility study. Depending on those conclusions, the intent is to develop a master plan with cost estimates to develop the site. The feasibility study is a Priority 2; the development of the site is a Priority 3-4.

- **Southern Gateway**

Priority 2: Camden and Rockport have identified improvements to the area referred to as the “Southern Gateway” which is at the boundary of Rockport and Camden where people traveling north on Route 1 enter Camden. It transitions from Rockport into a commercial district with a large grocery store, several banks and a gas station/convenience store that is also the terminal for interstate bus service.

In 2015 the Town approved an overlay zone, designed by the Planning Board, to allow denser, but community friendly development of infill sites such as this one.

The Town was successful in receiving a competitive grant through The Maine Department of Transportation’s Quality Community Program. The grant will pay 80% of the cost of constructing a new sidewalk that will extend from Quarry Hill into Rockport ending at Loyal Biscuit. The project will include pedestrian safety components such as improving the intersection of Camden Street and Route 1, and a crosswalk with a pedestrian signal at the Hannaford shopping center. This project is planned for construction in 2017-2018.

Priority 3 and 4 improvements that are under engineering design and review include improving the aesthetics of this area; building a connector road to Camden St. in Rockport to make the intersection at Hannaford’s a four-way intersection; and improve the safety of the areas where Camden St., John St., and Conway Rd. enter Route 1 by installing a roundabout, constructing a sidewalk on the west side of Route 1.

## RECOMMENDATIONS, QUESTIONS, AND STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each comment are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. The Town must remain committed to reviewing, updating, and reprioritizing the Capital Improvement Plan as necessary. (Select Board, Budget Committee, Planning Board, Town Manager, Department Directors);
2. The Town needs to be disciplined in funding capital improvements and reinvesting in the community. These decisions will need to be conscious of funding capital needs while keeping debt at a manageable level and maintaining a stable and competitive tax rate. (Select Board, Budget Committee, Town Manager, Department Directors);
3. The Town needs to perform on-going long-term financial planning to project future expenditures and revenues and ensure there are sufficient fiscal resources to meet community needs and withstand future economic downturns or other adverse financial conditions. (Town Manager, Finance Director, Select Board, Budget Committee, Department Directors);
4. Town Committees need to develop a long-range plan for their area of responsibility and present prioritized recommendations regarding major community capital investments. (Select Board, Town Manager, Department Directors, and all committees appointed by the Select Board);
5. Many of the Capital Improvement Projects require the energy and diligence of volunteer staffed Boards and committees. The Town staff needs to be more responsive to and supportive of the volunteers who are working on many of the projects discussed in the chapter. (Town Manager, Select Board);
6. Camden needs to consider if it is appropriate or fair for Camden to fund, with both manpower and dollars, capital improvements that will benefit the region. Increased regional cooperation is a benefit to all participants but the costs need to be fairly allocated. (Town Manager, Select Board, Budget Committee, CEDAC, Pen Bay Chamber of Commerce, Knox County Commissioners);
7. The Town must be more assertive in leading the development planning for the Southern Gateway before the private property owners move ahead with their own plans that may not maintain the vision set out during planning sessions. (Town Manager, Select Board, Planning Board, Rockport Town government and committees).

## CHAPTER 22 REGIONAL COOPERATION

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Regional cooperation is a concept that we increasingly employ on local, state, national, and international levels. On the local level, each of the communities in the Midcoast region offer different assets and attributes that can create a more dynamic, sustainable, and economically viable region for the benefit of all.

Indeed, portions of this Comprehensive Plan can be implemented only by means of cooperation among neighboring communities and the following regional agencies and organizations.

### REGIONAL ORGANIZATIONS AND AGENCIES

The **Midcoast Regional Planning Commission** is a non-profit organization operated by 31 regional member communities. Recognizing the importance of regional cooperation and coordination, it provides planning assistance to municipalities in Knox and Waldo counties. Inter-municipal and regional planning efforts in which the Commission participates include land use, transportation planning, water supply, waste disposal, public education, and commerce development.

The **Midcoast Economic Development District** provides economic development services to Knox, Lincoln, Waldo, and Sagadahoc counties. One of seven Economic Development Districts which together cover the entire state, the purpose of MCEDD is to foster a thriving regional economy by developing strategies of economic and workforce development, education, transportation, and environmental initiatives to expand regional economic opportunity.

**Coastal Mountains Land Trust** (CMLT) permanently conserves land to benefit the natural and human communities of western Penobscot Bay. This is accomplished by working with landowners to establish conservation lands that feature habitat-supporting biological diversity, water resources, farms and managed forests, and scenic landscapes. The Land Trust has a strong stewardship program that monitors, manages, and restores conservation lands. It provides for public access, and supports conservation awareness through a broad outreach program. CMLT collaborates with towns, agencies and other organizations to protect resources that meet exceptional needs in the 15 communities it serves.

The **Penobscot Bay Regional Chamber of Commerce** represents the union of businesses, non-profits, government, and citizens in support of a vibrant and growing region encompassing Camden, Rockport, Lincolnville, Rockland, Thomaston and the outlying towns, peninsulas and islands. It provides support and promotes member businesses in Camden and the larger region.

**Midcoast Solid Waste Corporation** provides regional cooperation in waste management with our three neighboring towns, Rockport, Hope, and Lincolnville. A greater regional level of cooperation is exhibited by each of the MCSWC towns' engagement with the PERC Waste to Energy Facility, a 187-municipality collective that converts solid waste into electrical energy.

**Public Transportation.** Along with Rockport, Rockland and Thomaston, Camden is exploring the feasibility of regional, public transit system on our shared Route One corridor.

The **Camden-Rockport Pathways Committee**, with members appointed from each town, works to improve bicycle and pedestrian safety and access, encourage non-motorized transportation, and recommends, plans and facilitates the creation of new infrastructure for bicycles and pedestrians. The committee coordinates and partners with the Bicycle Coalition of Maine, Coastal Mountains Land Trust, New England Mountain Biking Association and East Coast Greenway, as well as the Ragged Mountain Redevelopment Committee as they plan for four-season facilities development.

A group of five local churches operates the **Camden Area Food Pantry** that provides food to anyone with need in Camden, Rockport, Lincolnville, Hope, Appleton, Union, Washington, and Searsmont.

The **P.A.W.S. Animal Adoption Center** provides a safe environment for homeless and abandoned dogs and cats until they can be placed with families. The adoption center also provides community outreach and humane education programs. The association contracts with Camden, Rockport, Lincolnville, Belfast, Northport, Searsmont, Liberty, Islesboro and Swanville.

The **Megunticook Lake Watershed Association** monitors and helps to protect the Megunticook Lake/Norton Pond water shed located in Camden, Hope, and Lincolnville, and its feeder waterways in Knox and Waldo counties.

The **Hosmer Pond Association** monitors, preserves, protects and maintains the water quality of this water body, situated next to the Ragged Mountain Recreation Area, and its surrounding watershed, located in Camden and Rockport.

**Midcoast Habitat for Humanity**, working in cooperation with the vision and principles of Habitat for Humanity International, constructs, rehabilitates, and preserves houses for qualifying families. Its mission is to end poverty housing throughout the region and to enable an expanding number of persons from all walks of life to participate in this effort.

**Maine School Administrative District #28** (serving Camden and Rockport) and the **Five Towns Community School District** (serving Camden, Rockport, Hope, Lincolnville, and Appleton) are widely regarded as outstanding primary and secondary educational communities. The CSD has an extensive adult education program, benefiting Camden and the Midcoast region. Education is discussed in depth in Chapter 17.

## INTER-TOWN COOPERATION AND COORDINATION

Working independently from regional agencies and associations, the Camden and Rockport Select Boards are discussing a Gateway vision on Route 1 at the towns' shared boundary. Included in this concept is safer pedestrian and vehicular circulation. Additionally, the Select Boards of the two communities have joint workshops that provide opportunities to exchange ideas and identify areas of common concern.

The Camden Fire Department and Police Department both have written mutual aid agreements with Knox County towns. The Police Department is aided by the Knox County Sheriff's Department and the Maine State Police; it also has a mutual aid agreement with the Rockport Police Department. In 2016 Rockport & Camden entered into a 6-month

agreement to share the Police Chief as a test of the anticipated benefits of increased cooperation and financial efficiency.

Camden's Wastewater Department contracts with Rockport to collect and treat a portion of that town's wastewater. Islesboro works with regional municipalities to preserve, protect and enhance the environmental health and economic benefits of Penobscot Bay that Camden relies on and enjoys. Camden maintains its public docks to accommodate waterborne traffic from Penobscot Bay communities.

## RECOMMENDATIONS, QUESTIONS AND STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. Camden should actively participate in efforts for regional planning initiatives, particularly as growth impacts transportation, the economics of regional services, and the conservation of open spaces and view corridors. (Town Manager, Select Board, appropriate Town boards and committees, Midcoast Regional Planning Commission);
2. The Town should cooperate with the Megunticook Lake Association, Norton Pond Association, and Hosmer Pond Association to monitor the water bodies water quality and quantity, and to serve as a vehicle through which each community's land use regulations can be coordinated to assure comprehensive management of the lake and ponds and their watersheds. (Town Manager, Select Board, Conservation Committee, Megunticook Lake Association, Norton Pond Association, and Hosmer Pond Association);
3. Explore and consider regional transfer of development rights (TDR) programs, in which development rights are sold and purchased across town boundaries, in compliance with local zoning regulations. TDR permits all or part of the density potential of one tract of land to be transferred to a noncontiguous parcel, even in another municipality. This legal procedure is designed to preserve or protect natural, open space, or man-made property resources for the public's benefit. (Select Board, Planning Board, CEDAC, Coastal Mountains Land Trust);
4. The Town should work with school district governing bodies to evaluate and most fairly apportion the tax burden of public education expenses among participating towns, according to proportional attendance and valid residency of students. (Select Board, MSAD 28 and Five Town Schools administrations, Midcoast School of Technology, Districts 94, 95, and 96 State Representatives);
5. Camden should continue to work with regional communities and transit committees to establish regional, public transit on the shared Route One corridor. Additionally, this corridor should be managed to efficiently serve traffic and nearby land uses, and remain visually attractive. (Town Manager, Select Board, Planning Board, Camden-Rockport Pathways Committee, Midcoast Regional Planning Commission);

6. Explore the feasibility of regional community and economic development efforts to strengthen and retain local and regional economic sustainability. (Select Board, Planning Board, CEDAC, Penobscot Bay Regional Chamber of Commerce);
7. Work cooperatively with other regional municipalities and housing organizations to achieve affordable housing. (Town Manager, Select Board, Habitat for Humanity);
8. Support the proposed Southern Gateway design that will provide for improved, safe traffic patterns on US Route 1 near Town's southern boundary. (Select Board, Planning Board, Pathways Committee, Maine DOT);
9. The Town should continue to work cooperatively with neighboring towns and the greater region and its advocacy groups to create and extend an interconnected network of pathways for non-motorized (including bicycle and pedestrian) transportation. The network would include safe, off-road connections to the Camden Hills Regional High School, Rockport Elementary School, and Camden-Rockport Middle School; interconnections and off-road segments for the East Coast Greenway; improved inter-town non-motorized transportation corridors; and connections to the Ragged Mountain Recreation Area and the Camden Hills State Park; (Select Board, Planning Board, Pathways Committee).

## CHAPTER 23 OTHER VEHICLES FOR IMPLEMENTATION

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In addition to the areas of land use regulation, planning, capital improvements, and regional cooperation, the implementation of the Comprehensive Plan will call upon other committees and organizations, public and private:

### AFFORDABLE HOUSING

As detailed in the recommendations of Chapter 11 on Housing, a permanent and ongoing nonprofit housing corporation such as Camden Affordable Housing Organization is needed to develop, coordinate, oversee, and possibly manage various strategies identified to promote affordable housing. The town in conjunction with local Realtors and others with knowledge of the local market need to identify what is 'affordable housing' in Camden prior to developing plans to address housing needs.

### HARBOR

The Harbor Committee is responsible for the master mooring plan, for annually reviewing use of space at the head of the harbor and assuring a wide variety of boating opportunities to the public, exploring supplemental sites for dinghy and other small boat tie-ups, and helping to assure public facilities, including facilities for access to the harbor, are maintained and improved. The Harbor Committee should also work with the working waterfront (fisherman, day-sailers, and commercial marine companies) to make sure that the harbor will accommodate their needs as well as the needs of recreational boaters.

### DOWNTOWN PARKING

The Parking, Transportation and Traffic Committee was disbanded several years ago. They were primarily responsible for devising the means to carry out the Comprehensive Plan's priorities to address parking needs downtown. These include designating long-term employee and visitor parking areas within walking distance of downtown and making the necessary arrangements for those lots; restriping some on-street spaces, potential zoning changes, and sources of funds for small satellite lots within walking distance of downtown. Downtown parking needs have been recently satisfied through a temporary lease agreement between the Town and the owner of the Knox Mill, but it is not clear how long this arrangement can continue.

### RECREATION

The Parks and Recreation Department and the Parks & Recreation Committee, working with the Town Manager and Select Board are responsible for recommending and carrying out plans to manage all of the Town's parks. The recent improvements to the Ragged Mountain Recreational Area, in conjunction with the Ragged Mountain Redevelopment Foundation, have heightened the need to make the Ragged Mountain Recreational Area as financially self-sufficient as possible. The potential to provide more year round fee-generating events at this location could offset some of the redevelopment costs. With that goal in mind, in 2016 the Select Board created the Ragged Mountain Advisory Committee to enhance the four-season use of the facility.



## CONSERVATION

The Conservation Commission is responsible for overseeing town-owned natural resources. The Commission also plays an important role in identifying private lands that should be protected or acquired because of their value to the natural environment.

## HISTORIC RESOURCES

The Historic Resources Committee now serves in an advisory role to the Town Manager and Select Board on all renovations of Town buildings in historic districts. The committee could play an increasingly influential advisory role for projects within the historic district and in establishing architectural guidelines for renovations or new construction in historic districts.

## RECOMMENDATIONS, QUESTIONS AND STRATEGIES

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

1. Since affordable housing programs made available through State funding may not be able to address Camden's needs, groups should work to assess what our needs are and whether they may be better met through zoning changes, such as more generous in-law apartment ordinances, or whether there are other ways to develop affordable housing in partnerships with organizations such as Habitat for Humanity. (Planning Board, Select Board, local realtors, local bankers, Habitat for Humanity);
2. Expand the scope of the Harbor Committee to include coordination with both commercial and recreational interests and to maximize the revenue potential from town-owned floats and moorings. (Select Board, Harbor Committee, Harbor Master, Town Manager);
3. Reformulate a Parking Committee to consider changes to Camden's public parking and privately owned rental spaces, review parking standards in conjunction with the Planning Board, and plan for future parking needs. Two of the Downtown Network Board's teams—Design and Economic Vitality—should be included in discussions and actions involving downtown parking. Town Planner/Code Officer needs to maintain accurate records on numbers and locations of free and fee parking spaces in downtown. (Select Board, Town Planner, Code Officer, Police Chief, Planning Board);
4. Consider increasing the authority of the Historic Resources Committee so that it can make decisions rather than just recommendations on matters of redevelopment or new construction in historic districts. (Select Board, Historic Resources Committee);

5. Thoroughly review operating costs and long-term indebtedness associated with the Snow Bowl with the goal to be operating above break even during an average winter. Special consideration should be given to revenue generation during spring, summer and autumn. (Parks and Recreation Committee, Ragged Mountain Advisory Committee, Parks and Recreation Director, Select Board, Town Manager, and Budget Committee).

## CHAPTER 24 TOWN GOVERNMENT

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### HISTORY

On Feb. 17, 1791, the House of Representatives of Massachusetts established the plantation of Cambden (sic) as a township comprised of two areas: the River area (now Rockport) and the Harbor area (now Camden).

The first town meeting was called in April 1791 when residents gathered in the Tavern of Peter Otts located just south of Rockport Village on the Rockland Road (Route 1). They elected a moderator, a town clerk, three selectmen, a constable, a tax collector and a treasurer. Also elected were Surveyors of the Highway, Fence Viewers, Surveyors of Lumber and Cullers of Staves, The Tythingman, Sealers of Leather, Sealer of Weights and Measures. There were 32 freeholders qualified to vote at the first meeting. Only male citizens could vote who were “21 years of age, a resident of Cambden (sic.) for the space of a year and having freehold estate within said town of the annual income of three pounds or having any estate to the value of sixty pounds.”

The major concerns at the first and subsequent town meetings were the matter of roads, bridges and vagrant livestock, the poor and education, and accordingly each was voted money in the budget. After the first few years the location of the future town meetings alternated between the River and the Harbor. In June 1812, the town established a Committee of Public Safety.

Following years of discord, the two socio-economically different communities went their separate ways. On February 25, 1891, the Maine legislature established the town of Camden as we know it today.

### ORGANIZATION

The Camden town government is comprised of five Select Board members elected by the voters for staggered three-year terms at the June town meeting. Board Members must be residents of the town.

#### **The Select Board**

- Hires the Town Manager who is the town’s chief administrative official;
- Establishes and approves members of town boards and committees as required by state or federal law or municipal ordinance and ad hoc committees when necessary;
- Approves the town meeting warrants and make recommendations to the voters on the town budget;
- Signs all municipal warrants for payment of bills by the Town;
- Grants licenses;
- Acts as Waste Water Commissioners;
- Acts as Board of Assessors;
- Overseers of the Poor.

### **The Town Manager**

- The Town's chief administrative official reports directly to the Select Board, has authority on personnel matters, is responsible for the ongoing activities of the town, executes all laws and ordinances of the municipality;
- Makes recommendations to the Select Board for the efficient operation of the municipality;
- Appoints a Treasurer, Tax Collector and Town Clerk, subject to confirmation by the Select Board, for a term of one year;
- Appoints—subject to confirmation by the Select Board—supervises and controls the heads of departments; under the control of the Select Board, acts as purchasing agent by establishing purchasing procedures for all departments except the Wastewater Department, provided that the Town or the Select Board may require that all purchases greater than a designated amount shall be submitted to sealed bid;
- And is the head of the Waste Water Department.

### **Municipal Departments**

#### A. Planning Department:

1. A Code Officer provides staff support to the Planning Board in its review of all subdivisions and site plans occurring in town, assists with the Town's Comprehensive Plan review, issues building, plumbing, electrical and shore land permits and is responsible for inspections for building permits.

2. The Community Development Director is responsible for administrative and technical work involved in the enhancement and promotion of the economic and community well being. This work involves seeking grant money for municipal projects, close cooperation and assistance with all municipal departments and town committees, as well as local, regional, state, and federal economic development organizations.

B. Town Treasurer handles the financial operations for the town, provides accounting services for the Waste Water Department, the Harbor and the four-town Mid Coast Solid Waste transfer station and assists the Town Manager in preparing the town budget.

#### C. Town Clerk and administrative support staff:

1. Tax Collector handles vehicle registrations, fees for real estate and personal property taxes, boat registrations, hunting, fishing, marriage and dog licenses and ATV and snowmobile registration fees.

2. Assessor's Agent is responsible for maintaining property tax records based on value.

3. Town Clerk keeps all official town records for the town including vital records (Birth, Death & Marriage), Town Ordinances and Town Meeting records, is responsible for licensing dogs, issuing hunting and fishing licenses and recreational vehicle registrations, administering elections and registering voters, and providing information and manages all municipal elections and special town meetings.

4. An Assistant to the Town Manager administers the general assistance program and assists the Town Manager with a variety of items including the town's website.

5. A full-time secretary to the Code Office, Development Director and Assessor's Agent

D. Tree Warden (Public Works Director) insures the safety of the town's tree inventory in the public way.

**The following departments are described in more detail in previous chapters.**

E. Public Works builds and maintains town streets and sidewalks, drainage systems, handles snow removal and maintains the Town's street signage (See chapter 15).

F. The Public Safety departments including the Fire Department and Police Department and contract Ambulance Service are described in chapter 15.

G. Parks and Recreation Department develops and promotes recreational programs and events, oversees parks and other town recreational facilities including the Ragged Mountain Recreation Area and is run by a Recreation Director (See chapter 13).

H. Wastewater Department is responsible for the operation and maintenance of Camden's sanitary waste water collection and treatment system, has a contract with the town of Rockport to receive its sewage and monitors the operations of town-owned dams on the Megunticook River. This department operates with user fees and only receives Camden tax dollars for capital improvements (See chapter 7).

I. Harbor Department enforces the Harbor & Waterways Ordinance and the Laws of the State of Maine that concern water safety and is also responsible for maintaining the mooring registration list, mooring waiting lists, mooring assignments, and mooring inspections. The department consists of a harbormaster and assistant harbormaster and is assisted by a volunteer harbor committee appointed by the Select Board (See chapter 12).

J. Opera House and staff:

1. The Manager oversees the bookings for the opera house auditorium and meeting rooms, presents an operating budget to the Opera House committee for its approval before it is sent on to the Town Manager and works on marketing the facility.
2. The Technical Manager manages all technical aspects of the Opera House, acts as facility manager for the building that includes town offices and the Opera House and acts as assistant Opera House Manager. (Also see chapter 15)

### **Town Committees and Boards**

The following town boards and committees are appointed by the Select Board to recommend policies and/or programs to benefit the Town. The Select Board votes on recommendations from the various boards and decides which items are placed on The Town Warrant for consideration at town meeting:

A. The Planning Board is comprised of five members (serving for five-year terms) and two alternates (serving one-year terms). The Board reviews site plans and subdivisions, construction of piers, recommends changes and additions to the town ordinances and participates in the preparation of the Comprehensive Plan.

B. Zoning Board of Appeals (ZBA) is comprised of five members and three alternates who serve three-year terms. The ZBA reviews applications that require any special exceptions, variances and appeals.

C. Personnel Board members are elected by the voters for three-year terms and, along with the Town Manager, deals with personnel issues.

D. Historic Resources Committee, comprised of five members serving three-year terms, recommends to the Select Board actions regarding the protection of town-owned historic resources (See chapter 14).

E. Parks & Recreation Committee members serve three-year terms and work with the Parks and Recreation Director to develop programs and projects for the operations of the Town's recreation facilities and parks (See chapter 13).

F. Conservation Commission members serve three-year terms and, in conjunction with the Tree Warden, deal with issues regarding natural areas that need oversight or protection (See chapters 6 and 13).

G. Harbor Committee, in conjunction with the Harbor Master, oversees the running and maintenance of the harbor, Curtis Island and reviews pier applications. The committee members serve three-year terms and propose harbor ordinance changes to the Select Board for consideration (See chapter 12).

H. CEDAC (Community and Economic Development Advisory Committee) works with the Community Development Director on projects effecting the Town's economy and community development. The committee has 5 members serving three-year terms and two alternates each serving a one-year term.

I. Opera House Committee has five-members serving three-year terms and two alternates serving a one- year term, and works with the Opera House Manager and Operations Technical Manager on matters relating to the running of the Opera House such as budgeting, programing and improvements to the facility (See chapter 15).

J. The Budget Committee, comprised of 21 to 26 members elected for three-year terms, reviews the Town budget presented by the Town Manager as well as requests for support from the Camden Public Library and a variety of local social service organizations.

K. Ragged Mountain Advisory Committee was formed in 2016 to work in concert with the Parks & Recreation Department to enhance the four-season use of the Ragged Mountain facilities.

L. Camden Downtown Network Board is comprised of members of CEDAC, Executive Committee of the Downtown Business Group, the Development Director, Town Manager, Town Planner and citizens at-large from the community. Their focus is the downtown area and supporting the implementation of the Downtown Master Plan.

M. Camden and Rockport Pathways Committee consists of members from the two towns who serve three-year terms and address issues of using open spaces for walking and bicycling (See chapter 13).

N. Cemetery Association is responsible for the upkeep and marketing of the Town's two cemeteries – Mountain View on Mountain Street and Oak Hill on Hosmer Pond Road;

O. Comprehensive Planning Committee reviews and updates the Town's Comprehensive Plan every ten years.

### **Town Owned Facilities**

There are more details about many of the following facilities in previous chapters.

A. Ragged Mountain Recreation Area located on Barnestown Road is a community-owned recreation facility offering four-season activities (See chapter 13).

- B. Camden Opera House on Elm and Washington Streets, houses the town offices, meeting rooms and an auditorium (See chapter 15).
- C. Public Safety Building on Washington Street houses the fire and police departments (See chapter 15).
- D. Public Works garage on John Street houses the town's motor vehicles, sand and salt piles, and gasoline pumps (See chapter 15).
- E. The following Town Parks:
- Laite Memorial Beach on Bay View Street,
  - Camden Public Library Amphitheatre and Harbor Park on Atlantic Avenue,
  - Village Green on the corner of Elm and Chestnut Streets,
  - Shirttail Point on outer Washington Street,
  - Barrett's Cove on Beaucaire Avenue,
  - Hodson Park on Molyneaux Road,
  - Bog Bridge Boat Launching Ramp on Route 105,
  - Boat Launching Ramp on Route 52,
  - Camden Bog on Park Street,
  - Mt. Battie Trail off Route 52 leading into Camden Hills State Park,
  - Maiden's Cliff off Route 52,
  - Land's End on Megunticook Lake,
  - Curtis Island Lighthouse Overlook and overlooks at Harbor Road, Eaton Avenue and Bay Road and Curtis Island.
- F. Camden Yacht Club building on Bay View Street is leased by the Town to the Camden Yacht Club for \$1 a year.
- G. Four dams on the Megunticook River including the Seabright Hydroelectric dam.
- H. Sewer Treatment plant on Lions Lane (See chapter 7) .

### **Service Organizations**

The Town of Camden is home to a variety of service organizations including the Camden Rotary Club, West Bay Rotary, the Camden Lions Club, Big Brothers/Big Sisters, Midcoast Interact Club, Camden Area Christian Food Pantry, United Midcoast Charities, Coastal Opportunities, P.A.W.S. Animal Adoption Center, the Garden Institute, Merryspring Nature Center, The American Legion and the Camden Garden Club.

## **RECOMMENDATIONS, QUESTIONS AND STRATEGIES**

The following issues present significant opportunities and/or problems for Camden in the next ten years and as such should be continually monitored and evaluated so that possible actions can be assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.

### **Planning**

1. Continue to update the Town's Comprehensive Plan to put forth actions to update the Town's future needs. (Comprehensive Plan Committee);

2. Review the Town's Charter to reflect the current and future needs of the town. (Select Board, Town Manager, committee and boards);
3. Work with neighboring communities to review cooperation in operating of neighboring towns' recreational facilities, sharing of public works equipment, solid waste removal, area transportation, and ambulance service and encourage cooperation on issues of joint interests and development of other mutual agreements. The town already is involved in mutual aid agreements with area fire and police departments. (Select Board, Town Manager);

### **Committees and Citizen Participation**

4. Encourage residents to serve on committees so diverse and comprehensive views are part of the policy-making procedures developed by committees making recommendations to the Select Board. (Select Board, Town Manager);
5. Continue to encourage input from different social and economic sectors of the community to better reflect the needs of the town. (Select Board via its appointments to various town committees);
6. To encourage more participation in the governmental process the Town Manager and citizen groups should support organizing a candidates' night for positions voted on at Town Meeting. (Town Manager and local media);
7. Encourage the Select Board to continually review the work of committees and boards and have them set annual goals. (Select Board and committees);
8. Market the Town by developing programs on the town's public access television station about town activities and related matters. (Town Manager, Development Director);

### **Town Government Organization**

9. The role of the Personnel Board needs to be reviewed in regard to the role this board plays in administrative matters. (Select Board and Town Manager);
10. Continue to examine whether the assessor's agent should be a fulltime or part-time position. (Town Manager, Select Board);
11. Plan for succession of staff as department heads begin to reach retirement age. (Town Manager);
12. Create a job description for the position of Select Board and encourage board members to attend available training from the Maine Municipal Association. (Select Board and Town Manager).

—END—



# Appendix for the Town of Camden Comprehensive Plan

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## APPENDIX

### CHAPTER 3 ECONOMY

#### ***Maine Revenue Services Category Descriptions:***

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

Note: Personal Consumption excludes the Business Operating category.

***Table 1: Knox County Employment Rates***

<b>Knox County Resident Employment</b>				
<b>Year</b>	<b>Civilian Labor Force</b>	<b>Employment</b>	<b>Unemployment</b>	<b>Unemployment Rate</b>
2000	21,024	20,440	584	2.8%
2010	20,377	18,874	1,503	7.4%
2011	20,439	18,938	1,501	7.3%
2012	20,608	19,180	1,428	6.9%
2013	20,844	19,605	1,239	5.9%
2014	20,735	19,661	1,074	5.2%
Change #	-289	-779	490	2.4
Change %	-1.4%	-3.8%	83.9%	85.7%

Source: Maine Department of Labor, Center for Workforce Research and Information, 10/2015

Note: Annual Not Seasonally Adjusted Labor Force

Table 2: State Employment Rates:

<b>Maine Resident Employment</b>				
<b>Year</b>	<b>Civilian Labor Force</b>	<b>Employment</b>	<b>Unemployment</b>	<b>Unemployment Rate</b>
2000	678,164	655,349	22,815	3.4%
2010	695,182	638,630	56,552	8.1%
2011	699,171	644,091	55,080	7.9%
2012	702,455	650,024	52,431	7.5%
2013	707,188	660,259	46,929	6.6%
2014	698,928	659,052	39,876	5.7%
Change #	20,764	3,703	17,061	2.3
Change %	3.1%	0.6%	74.8%	67.6%

Source: Maine Department of Labor, Center for Workforce Research and Information, 10/2015

Note: Annual Not Seasonally Adjusted Labor Force

Table 3: Location of Workplace

<b>Work Place 2014</b> <b>Category</b>	<b>Camden Residents</b>		<b>Knox County Residents</b>	
	<b>Count</b>	<b>Percent</b>	<b>Count</b>	<b>Percent</b>
Total:	2,220	100.0%	18,942	100.0%
Worked in town of residence	1,037	46.7%	7,141	37.7%
Worked in county of residence	1,970	88.7%	16,521	87.2%
Worked outside county of residence	234	10.5%	2,228	11.8%
Worked in state of residence:	2,204	99.3%	18,749	99.0%
Worked outside state of residence	16	0.7%	193	1.0%

Source: U.S. Census, American Community Survey (5-year estimates 2010-2014)

Table 4: Method of Commuting

<b>Travel To Work 2014</b> <b>Categories</b>	<b>Camden</b>		<b>Knox County</b>		<b>Maine</b>	
	<b>Count</b>	<b>Percent</b>	<b>Count</b>	<b>Percent</b>	<b>Count</b>	<b>Percent</b>
Total	2,220	100.0%	18,942	100%	632,757	100%
Car, truck, or van - drove alone	1,636	73.7%	14,120	74.5%	494,250	78.1%
Car, truck, or van - carpooled	81	3.6%	2,082	11.0%	65,134	10.3%
Public transportation (excluding	0	0.0%	47	0.2%	4,061	0.6%

taxicab)						
Walked	148	6.7%	1,006	5.3%	24,784	3.9%
Taxicab, motorcycle, bicycle, or other means	55	2.5%	394	2.1%	10,657	1.7%
Worked at home	300	13.5%	1,293	6.8%	33,871	5.4%

Source: U.S. Census, American Community Survey (5-year estimates 2010-2014)

Table 5: Knox County Retail Sales:

<b>Knox County Total Taxable Retail Sales (Annual) in THOUSANDS OF DOLLARS</b>						
<b>Category</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>Change</b>
Total	470,126.0	482,574.2	492,211.6	518,998.6	542,912.2	15.5%
Personal Consumption	412,866.9	420,906.5	438,175.2	462,748.4	483,564.9	17.1%
Business Operating	57,259.1	61,667.7	54,036.4	56,250.2	59,347.3	3.6%
Building	79,446.9	80,857.6	84,770.1	87,474.4	88,498.9	11.4%
Food Stores	51,271.1	51,148.9	53,412.8	54,345.0	54,990.4	7.3%
General	74,467.8	74,050.1	75,310.4	77,902.7	86,458.2	16.1%
Other Retail	64,156.1	67,474.4	68,168.2	78,853.6	85,034.2	32.5%
Auto Trans	62,320.3	65,191.8	69,284.6	73,229.1	75,231.4	20.7%
Restaurant	29,265.2	31,207.9	34,936.6	36,714.7	38,758.8	32.4%
Lodging	51,939.5	50,975.8	52,292.5	54,228.9	54,593.0	5.1%

Source: Maine Revenue Services, Note: To use these dollar figures, multiply by \$1,000.

Table 6: Federal Poverty Guidelines by Family Size

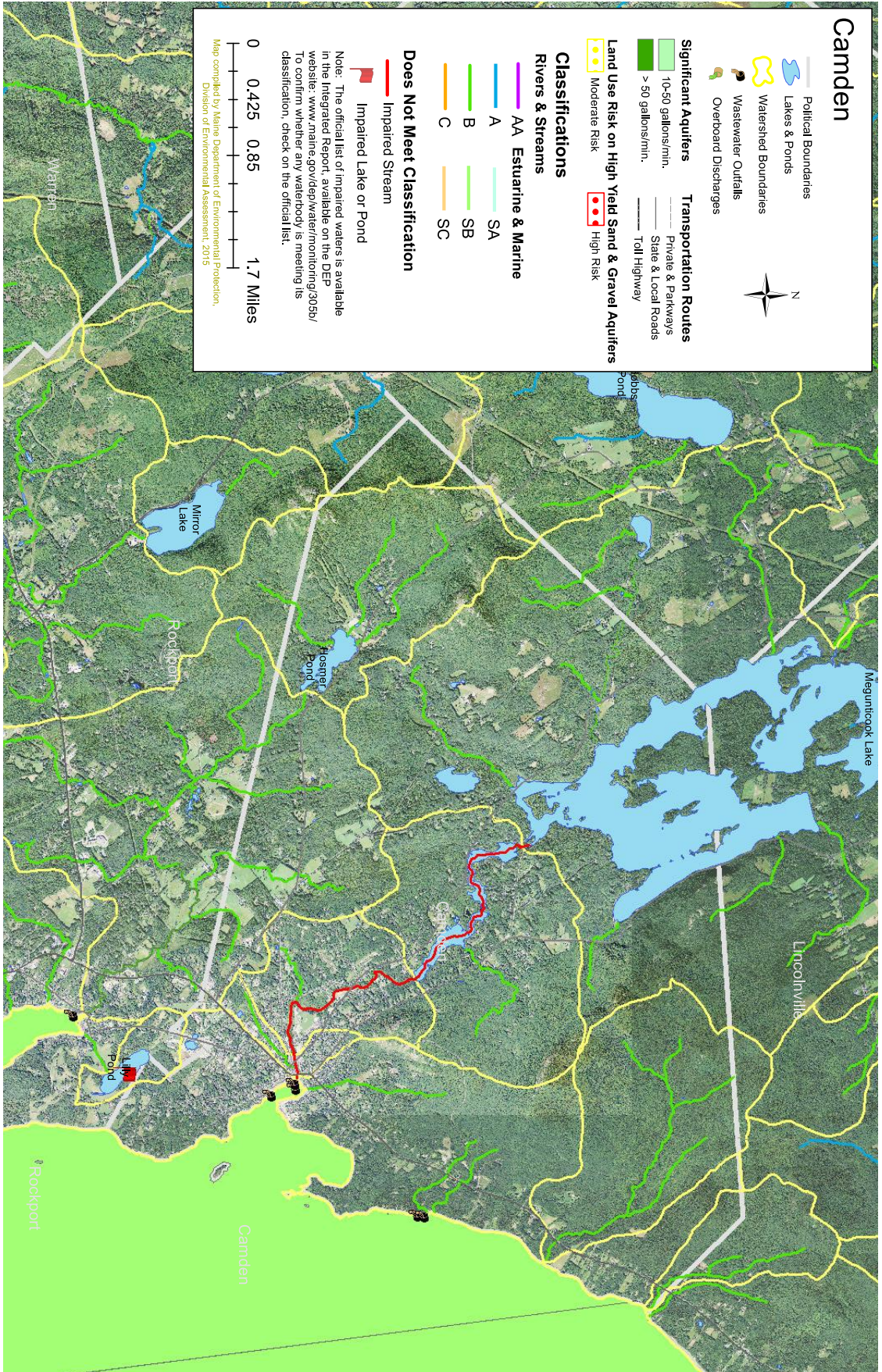
<b>2014 Poverty Guidelines for the 48 Contiguous States and the District of Columbia</b>	
<b>Persons in family/household</b>	<b>Poverty guideline</b>
1	\$11,670
2	\$15,730
3	\$19,790
4	\$23,850
5	\$27,910
6	\$31,970
7	\$36,030
8	\$40,090
For families/households with more than 8 persons, add \$4,060 for each additional person.	

## CHAPTER 5 NATURAL RESOURCES

### *Soils Descriptions:*

1. Peru-Tunbridge-Marlow Association. These soils were formed in glacial till. This association is prevalent on broad, upland ridges or plateaus. It covers a wide band either side of Route 1 north of downtown, up the southeastern facing slope of Mount Battie, and across the Melvin Heights area to the base of Bald and Ragged Mountains. In Camden, the Peru and Marlow soils are especially present. On the one hand, these are relatively well-drained soils, deep to bedrock. On the other hand, a hardpan is typically found 12 to 36 inches below the surface. This hardpan causes permeability of water to be slow in the substratum, and it poses a serious limitation on septic tank systems.
2. Lyman-Peru-Scantic Association. Lyman and Peru soils were formed in glacial till, while Scantic was formed from marine or lake sediments deposited when the area was under water. This association covers the mountain-and-lake landscape in inland Camden, from Mount Megunticook across to Bald and Ragged Mountains. The thin Lyman soil intermingles with rock outcrops in the higher elevations, while Peru is found on the side slopes of the hills, and the poorly drained, low-lying Scantic may be found in spots along stream valleys between the hills.
3. Peru-Swanville-Lyman Association. This association is similar to Lyman-Peru-Scantic, but in Camden it rises from the harbor and stretches inland along the Megunticook River valley. The silty, low-lying Swanville is found in patches along streams and cannot support septic systems. As the land rises, the soil transitions to Peru and finally to Lyman.

Map: Watersheds



## CHAPTER 6 NATURAL OPPORTUNITIES & CONSTRAINTS

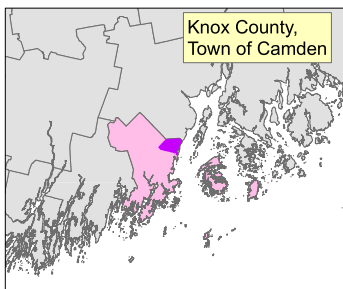
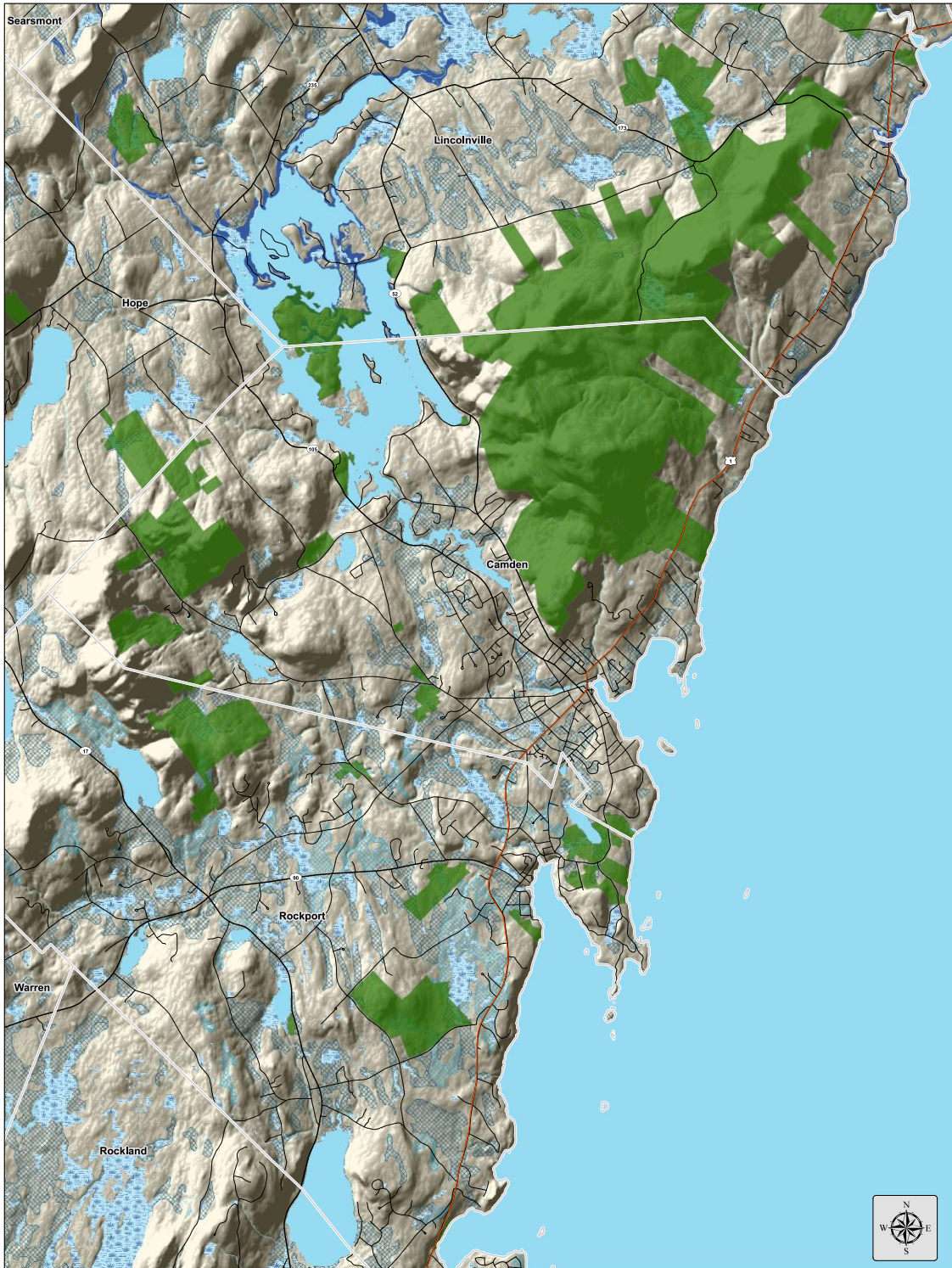
Table 1: Categories of Natural Constraints

	Severe	Significant	Moderate	Least
Elevations:				
<b>Above 500'</b>		X		
<b>200' - 500'</b>			X	
<b>30' - 200'</b>				X
<b>0" - 30'</b>		X		
Slope:				
<b>&gt; 25%</b>	X			
<b>15% - 25%</b>		X		
<b>&lt; 15%</b>				X
Wetland	X			
Aquifer/Aquifer Recharge		X		
100- yr flood plain	X			
Soils with Septic:				
<b>Non-discharge</b>	X			
<b>&gt; 1 acre lot</b>		X		
<b>&lt; 1 acre lot</b>			X	
Special Areas:				
<b>Deer yard</b>		X		
<b>Marine wildlife habitat</b>		X		
<b>Critical natural area</b>	X			
Water Bodies:				
<b>Vulnerable pond</b>		X		
<b>Water supply</b>		X		

*Chapter 6: Map of Development Constraints*

DRAFT





### Camden Development Constraints

Source Data: USDA, MEGIS, Maine DACF  
 Projection: UTM, NAD83, Zone 19, Meters  
 Produced by: Municipal Planning  
 Assistance Program, DACF  
 May 2015



0 1 2 Miles

Legend	
	Municipal border
	River/Stream
	U.S. Routes
	Waterbody
	Wetlands
	100 year flood zone
	Hydric soils
	Partially hydric soils
	Conserved Lands

# CHAPTER 7 WATER AND SEWER

## Map 1: Public Water System Map



## CHAPTER 9 TRANSPORTATION

**Table 1: Traffic Generators**

<b>Major Traffic Generators</b>	<b>Hours of Operation</b>
Camden Harbor Public Landing	7 am to 8 pm
Camden Hills State Park	June through October: 9 am - sunset
Camden Opera House	Periodically year round; 5 pm -10 pm
Camden Snow Bowl	Late November to late March: 8am - 10pm
Camden Village Green-Main St	Year round: 6 am to midnight
Camden-Rockport Middle School	Late August to Mid-June: 8 am to 4 pm
Hannaford Supermarket	Year round: 6 am to 10 pm
Park and Amphitheatre	June to November: sunrise to sunset

**Table 2: Major Events**

<b>Major Events/Activities</b>	<b>Dates</b>
Camden Sports Car Show	Early June
Camden Conference	February
Camden Windjammer Festival	Early September
Camden Winterfest	Late January-Early February
Christmas by the Sea	December
Great Schooner Race Sail	Early July
Independence Day Fireworks	July 4 <sup>th</sup>
Monday Night Movies in the Park	July and August
Pop Tech Conference	October
U.S. National Toboggan Championship	Early February
Camden International Film Festival	September

**Table 3: Camden Roadway Inventory**

(Based on information available as of 2/1/2017)

<b>Roadway</b>	<b>Owned/Maintained</b>	<b>Sidewalks</b>
Alabama Avenue	Private	
Alden Street	Town	Yes
Ames Terrace	Town	
Annis Road	Town	
Applewood Lane	Private	
Arboleta Way	Private	
Arbor Way	Private	
Arey Avenue	Town	
Atlantic Avenue	Town	Yes
Austin Lane	Private	
Azalea Lane	Private	
Bailey Brook Farm	Private	

<b>Roadway</b>	<b>Owned/Maintained</b>	<b>Sidewalks</b>
Bald Mountain Road	Private	
Barnestown Road	State Aid	
Bay Road	Town	
Bay View Street	Town	Yes
Bayberry Lane	Town	
Beacon Avenue	Town	
Beaucaire Avenue	Town	
Beech Street	Town	
<b>Belfast Road (Route 1)</b>	State	
Belmont Avenue	Town	Yes
Beloin Road	Private	
Birch Street	Town	
Bisbee Street	Town	
Blake Street	Town	
Blueberry Lane	Private	
Bonnie Brae Street	Town	
Branch Street	Town	
Brandy Brook Road	Private	
Brookside Avenue	Town	
Bryant Park Drive	Private	
Camden Street	Town	
Canaan Lane	Private-Town Maintained	
Carle Farm Road	Private	
Cedar Street	Town	
Central Street	Town	Yes
Chestnut Street	Town	Yes
Chestnut Hill Street	Town	
Clay Brook Road	Private	
Cobb Hill Road	Town	
Cobb Road	Town	
Codman Island Road	Private	
Colcord Avenue	Town	
Collins Street	Town	
Colorado Avenue	Town	
Commercial Street (Route 1)	Town	
Community Drive	Private	
Connemara Lane	Private	
Conway Road	Town	
Country Way	Town	
Cove Road	Town	
CR Industrial Park	Private	
Cross Street	Town	Yes
Curtis Avenue	Town	
Dailey Street	Town	
Deer Run Drive	Private	

<b>Roadway</b>	<b>Owned/Maintained</b>	<b>Sidewalks</b>
Dillingham Point	Private	
Dirt Road	Private	
Duck Pond Road	Private	
Dyer Drive	Private	
East Fork Road	Town	
Eastway Drive	Private	
Eaton Avenue	Town	
Eds Road	Private	
Elm Street (Route 1)	State	Yes
Emery Way	Private	
Evergreen Lane	Private	
Ferncliff Drive	Private	
Forest Heights	Private	
Fox Trail	Town	
Free Street	Town	Yes
Frye Street	Town	Yes
Gillette Road	Town	
Golden Pond Road	Private	
Good Wind Lane	Town	
Gosses Hill Road	Private	
Gould Street	Town	
Granite Drive	Private	
Greenfield Drive	Town	
Gross Road	Private-Town Maintained	
Grove Street	Town	
Hall Avenue	Town	
Harbor Road	Town	
Harden Avenue	Town	Yes
Harmony Lane	Private	
Harrison Avenue	Town	
Herrick Road	Town	
<b>High Street (Route 1)</b>	State	Yes
Highland Avenue	Town	
Highland Park Drive	Town	
Hoffses Drive	Town	
<b>Hope Road (Route 105)</b>	State Aid	
Hopkins Lane	Private	
Hosmer Pond Road	State Aid	
Howe Hill Road	Town	
Jacobs Avenue	Town	
Jim Brown Drive	Town	
John Street	State Aid	
Kim's Way	Private	
Knowlton Street	Town	Yes
Lamphier Lane	Private	

<b>Roadway</b>	<b>Owned/Maintained</b>	<b>Sidewalks</b>
Lantern Lane	Town	
LeGrand Drive	Private	
Lily Pond Drive	Private	
Limerock Street	Town	Yes
Linden Lane	Town	
Lions Lane	Town	
Littlefield Lane	Private	
Lupine Lane	Town	
Madison Way	Town	
<b>Main Street (Route 1)</b>	State	Yes
Maple Street	Town	
Marine Avenue	Town	
Matthew John Avenue	Town	
Meadow Drive	Private	
Mechanic Street	Town	Yes
Megunticook Street	Town	
Melvin Heights Road	Town	
Metcalf Road	Town	
Mill Street	Town	
Millay Road	Private	
Mill Whistle Lane	Private	
Molyneaux Road	Town	
Mount Battie Street	Town	
<b>Mountain Street (Route 52)</b>	State Aid	Yes
Mountainside Drive	Private	
Neillehaen Drive	Private	
North Carle Farm Road	Private	
North Jacobs Avenue	Town	
North Lewis Avenue	Town	
Norumbega Drive	Town	
Norwood Avenue	Town	
Oak Ridge Lane	Private	
Oak Street	Town	
Ocean Way	Private	
Park Street	Town	Yes
Pearl Street	Town	Yes
Penny Lane	Private	
Penobscot Avenue	Town	
Phillips Drive	Private	
Pleasant Ridge Drive	Town	
Pleasant Street	Town	Yes
Pond View Lane	Private	
Potter Road	Private	
Powder Mill	Private	
Quarry Hill Road	Private	
Quarry View Lane	Private	

<b>Roadway</b>	<b>Owned/Maintained</b>	<b>Sidewalks</b>
Ragged Mountain Road	Town/Private	
Ragged Ridge Road	Private	
Rawson Avenue	Town	
Riverside Drive	Town	
Rockbrook Drive	Town	
Rollins Road	Town	
Russ Road	Private	
Sagamore Farm Road	Town	
Salmon Run	Private	
Sand Street	Town	
Schooner Drive	Private	
Sea Street	Town	Yes
Shermans Point Road	Town	
Simonton Road	Town	
South Lewis Avenue	Town	
Spring Street	Town	Yes
Springbrook Hill Road	Private	
Spruce Street	Town	
Start Road	Town	
Steamboat Landing	Town	
Stetson Avenue	Town	
Stonehurst Drive	Town	
Stonewall Drive	Private	
Strawbridge Lane	Private	
Sweetbrier Road	Town	
Tamarack Trail	Private	
Tannery Lane	Town	
Thomas Street	Town	
Thorndike Road	Private	
Timbercliffe Drive	Private	
Trim Street	Town	
<b>Turnpike Drive (Route 52)</b>	State Aid	
Union Street	Town/ State Aid	Yes
Upland Road	Private	
Vernon Street	Town	
Victoria Road	Town	
Virginia Avenue	Town	
Walker Avenue	Private	
<b>Washington Street (Route 105)</b>	State Aid	Yes
Wayfarer Drive	Private	
Whitmore Avenue	Town	
Wiley Road	Town	
William Glen Drive	Town	
Willow Street	Town	Yes
Wilson Avenue	Town	

Roadway	Owned/Maintained	Sidewalks
Wolf Way	Private	
Wood Street	Town	Yes
Woodcrest Avenue	Town	
Woodland Road	Town	
Woster Farm Road	Private	

Source: Town of Camden

**Table 4: Bridges**

A federal sufficiency rating of 60% or higher indicates that bridges and minor spans are structurally and functionally sufficient and are not likely to need capital improvements for at least 10 years, except for paint or wearing surface work.

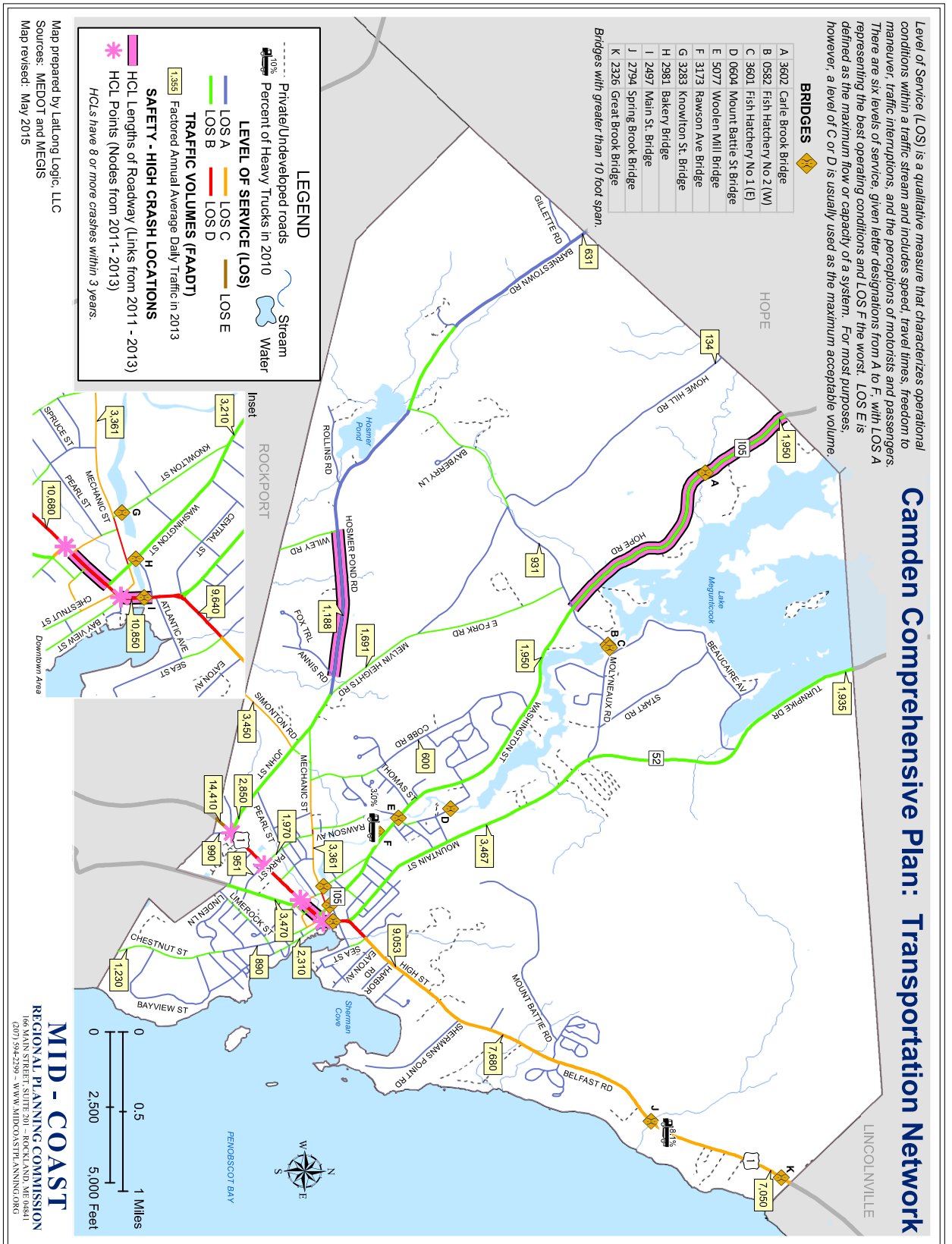
**Bakery Bridge, Spring Brook Bridge** and **Great Brook Bridge** are slated to be repaired or replaced by MeDOT in 2016/17.

Camden Bridge Inventory					
Name [DOT Inventory #]	Road	Owned	Built	Length (feet)	Federal Sufficiency Rating
Carle Brook Bridge [3602]	Route 105	State	1939	12	70.8
Fish Hatchery No 2 (W) [0582]	Molyneaux Rd	Town	1938	18	60.1
Fish Hatchery No 1 (E) [3601]	Molyneaux Rd	Town	1938	18	43.3
Mount Battie St Bridge [0604]	Mount Battie St	State	1987	28	100
Woolen Mill Bridge [5077]	Route 105	State	1999	38	81.7
Rawson Ave Bridge [3173]	Rawson Ave	State	1935	38	30.6
Knowlton St. Bridge [3283]	Knowlton St	State	1935	34	71.7
Bakery Bridge [2981]	Route 105	State	1933	47	49
Main St. Bridge [2497]	Route 1	State	1931	35	68.3
Spring Brook Bridge [2794]	Route 1	State	1933	10	76.8
Great Brook Bridge [2326]	Route 1	State	1934	14	39.8

Source: Maine DOT, bridge inspections in 2011/2012



# Camden Transportation Network Map:



## Camden Comprehensive Plan: Transportation Network

## CHAPTER 9 CONTINUED:

### Camden Rockport Pathway Committee

**Bicycle and Pedestrian Master Plan:** There are three fundamental sections to Camden's Bicycle and Pedestrian Master Plan:

- Current bike/pedestrian facilities: an assessment of Camden's current non-vehicular transportation infrastructure;
- Public needs and desires: what the citizens in both towns would like to see in terms of pedestrian and pathway opportunities, and

**Recommendations:** These are the committee's general principles and specific recommendations to help the Town make decisions that meet the citizens' needs.

### Goals

The Select Board expressed several goals for the Plan:

1. Create a network of attractive and functional pedestrian/bicycle facilities within the two towns and develop links to neighboring communities;
2. Enhance the quality of life and improve the general health of the community by providing additional opportunities for exercise and recreation;
3. Reduce motor traffic congestion;
4. Mitigate environmental pollution;
5. Relieve parking problems;
6. Strengthen the vitality of both village centers, and
7. Complement traffic calming, smart growth, highway access management and regional and local land Use planning.

In the course of its research and discussions, and with input from the community, the Pathways Committee added several additional goals:

1. Provide students with safer routes for walking/biking to school,
2. Add to the community's attraction as a tourist destination, and
3. Integrate bicyclists and pedestrian facilities with a regional public transportation system.

While making it easier for people to walk and bike around town safely is the immediate goal, the Master Plan is part of a broader vision to improve the overall quality of life in the community and in the region.

## CHAPTER 13 RECREATION, OPEN SPACE

### **Inventory of Town-Owned Properties**

<b>Major Pieces of Property Owned by the Town of Camden</b>			
<b>Location</b>	<b>Total Assessed</b>	<b>Acreage</b>	<b>Place Name</b>
	<b>Parcel Value</b>		
Turnpike Drive	291,100	105.00	Maiden's Cliffs
Turnpike Drive	243,000	84.00	Barrett's Farm
Beaucaire Ave.	444,000	4.50	Barrett's Cove
319 Beaucaire Ave.	40,600	0.03	2nd Dam at Hatchery
Beaucaire Ave.	8,700	0.01	1st Dam
Hope Rd.	172,500	1.20	Bog Bridge
Hope Rd.	16,200	1.20	Codman Island Row
155 Molyneaux Rd.	40,600	0.43	3rd Dame at Hatchery
Molyneuax Rd.	151,900	1.10	Hodson Park
361 Washington St.	151,300	0.97	Pump Station
Washington St.	164,100	3.50	Shirt Tail Park
41 Mt. Battie St.	76,200	3.60	Seabright Park
121 Mt. Battie St.	83,100	0.27	Seabright Dam
116 Washington St.	75,700	3.50	Tannery site
64 Mountain St.	204,500	19.00	Mountain View Cemetery
Rawson Ave.	52,900	0.25	Pump Station area
25 Rawson Ave.	116,400	0.08	Pump Station
Park St.	90,500	8.29	The Bog
29 Elm St.	3,651,600	0.02	Opera House
Washington St.	192,400	0.11	Code Office
20 Lions Lane	2,175,400	6.10	Sewer Plant
31 Washington St.	1,135,600	1.83	Public Safety Parking Lot
Mechanic St.	352,400	0.17	Five and Dime Parking Lot
Mechanic St.	194,100	0.13	Washington St. Parking Lot
55 Main St.	3,459,300	2.40	Washington St. Parking Lot
Atlantic Ave.	36,200	0.16	Library Parking Lot
Atlantic Ave.	2,991,100	1.90	Harbor Park
Main St.	356,800	0.20	3 pieces at waterfall
2 Public Landing	3,243,300	1.40	Public Landing
Elm St.	421,500	0.54	Village Green
64 Bay View St.	2,140,400	1.20	Yacht Club
116 Bay View St.	1,649,500	1.20	Laite Beach Park

Curtis Island	1,860,200	7.46	Curtis Island Park
Lands End	800,400	51.00	Fernald's Neck
Barnestown Rd.	26,600	33.00	Snow Bowl
Barnestown Rd.	23,000	27.00	Snow Bowl
Sagamore Farm Rd.	1,329,500	77.00	Sagamore Farm
151 Hosmer Pond Rd.	154,200	39.75	New Cemetery
Barnestown Rd.	21,900	12.80	Snow Bowl
Barnestown Rd.	10,900	0.66	Snow Bowl
Barnestown Rd.	11,800	1.60	Snow Bowl
20 Barnstown Rd.	1,874,800	73.00	Snow Bowl Lodge
Barnstown Rd.	10,400	0.35	Snow Bowl
Barnstown Rd.	357,700	39.00	Snow Bowl
Barnstown Rd.	12,600	9.60	Snow Bowl
Barnstown Rd.	19,400	21.00	Snow Bowl
Barnstown Rd.	37,100	34.00	Snow Bowl
Wiley Rd.	21,200	24.00	Snow Bowl
56 John St.	605,500	15.93	Public Work complex

## **CHAPTER 15 - PUBLIC FACILITIES**

### **Major pieces of equipment within the Public Works Department:**

2001 Stainless Steel Hopper Body Sander (Coastal Metal Fabrication)  
 2001 John Deere Loader (TC54)  
 2001 Chevrolet 3500 One-ton, 4WD, w/Headgear & Plow  
 2001 GMC 2500 Pickup, 4WD, w/Headgear & Plow  
 2001 International Dump Truck, w/Headgear & Plow  
 2000 GMC dump Truck, w/Headgear & Plow  
 1999 International Dump Truck, 4800, w/Headgear, Plow & Sander body  
 Fisher tailgate sander  
 1999 Hydroseeder (50% owned by Rockport)  
 Fisher 1.8 cubic yard Stainless Steel Hopper Sander  
 1998 GMC 1 Ton w/Headgear & Plow  
 1998 GMC Sierra Pickup w/plow  
 1997 John Deere Loader/Backhoe 410E  
 1997 GMC 8500 Dump Truck, w/Headgear & Plow  
 1997 Paint Sprayer  
 1997 Weber Plate Compactor CE  
 1996 GMC 1 Ton w/Headgear & Plow  
 1996 Chevrolet 1 Ton w/Headgear & Plow  
 1995 GMC Pickup, 2WD  
 1994 Bryant Sidewalk Sander  
 1994 Ford Vac-All, Vacuum Truck  
 1992 Stainless Steel Sander Body  
 1989 Smith Air Compressor  
 1989 Bombardier Sidewalk Snow Plow Model #SW48FA  
 1985 GMC Brigadere Dump Truck  
 1984 GMC Dump Truck, w/Headgear & Plow  
 1983 Trackless Sidewalk Snowblower  
 1983 GMC Truck w/plow  
 1982 Homemade 3 Axle Trailer  
 1978 John Deere Crawler Model 450B  
 1973 Homemade 2 Axle Trailer  
 1963 Sta-Pac Sidewalk Roller  
 2 Axle Trailer (for Roller)  
 1 Axle Trailer (paint machine)



**CHAPTER 21 - CAPITAL IMPROVEMENTS**

<b>10- Year CAPITAL IMPROVEMENT PLAN</b>					
<p>A Capital Improvement Plan (CIP) is a tool that helps the community identify needed capital improvements, the estimated costs, the timing of those improvements, and their life-time expectancy. The CIP plans for the need to maintain and replace existing assets to retain the value of the public investment and looks ahead to identify future needs to proactively plan for an manage the community's future and set priorities. Long-range CIP serves as a resource during the annual budget process, which allows for adjustments due to changes in community priorities and funding availability. <b>PRIORITY AND PROJECTED COSTS ARE BASED ON AVAILABLE INFORMATION AS OF 1/1/2017 AND SUBJECT TO CHANGE.</b></p>					
<b>Department/Project</b>		<b>Description</b>	<b>Type</b>	<b>Projected \$ Costs</b>	<b>Project Schedule</b>
<b>Public Works</b>					
<b>Streets</b>	A	Street paving and reconstruction/10-year	Infrastructure	300,000 /yr	
		schedule improves 3.8 miles of road annually			
<b>Storm sewers</b>	A	Annual repairs and replacement	Infrastructure	30,000/yr	
<b>Southern Gateway</b>					
Hannaford intersection	3	Design and build a 4-way intersection with a road that connects to Camden St	Infrastructure	800,000	2026
Traffic signals	2	Install new traffic signals at Hannaford	Infrastructure/equipment		Part of the Rte 1 to Rockport project
Roundabout	4	Traffic circulation improvements at John/Camden/Conway/Rte. 1	Infrastructure	800,000	2027
Lighting	3	Pedestrian lighting along new sidewalk	Infrastructure/equipment	100,000	2020
<b>Sidewalks</b>	A	On-going repair and improvements		30,000/yr	2016-17 Budget
Rte 1 to Rockport	2	New sidewalk form Quarry Hill to Rockport	Infrastructure	596,000	2018-2019 (Camden share)

					12/5%)
Rte 105 (to Shirttail Point)	2	New sidewalk from Mathew John St to park	Infrastructure	232,000	2018-2019 (Camden share 20%)
Heated sidewalks (Opera House)	4	Sidewalks adjacent to the Opera House/	Infrastructure	28,000	2028
		Town Office (safety and reduced maintenance)			
<b>Wastewater</b>					
Pump stations (2015)	A	Pump station upgrades	Infrastructure/equipment	550,000	Bond issue (15 year)
Treatment Plant upgrade	1	10-year plan to improve the 50 year old facility	Infrastructure/equipment	10 million T	2018 (10-year plan)
I&I elimination	1	Environmental and clean water improvements	Infrastructure	20,000/yr	On-going
		and clean water improvements			
<b>Public Buildings</b>					
<b>Town Office/Opera House</b>					
Generator	1	Emergency power to remain in business, and	Building	25,000 T	2018
		and prevent property loss			
Boiler/HVAC	A	On-going maintenance; plan for replacement	Building	5,000	
<b>Opera House</b>					
Third Floor improvements:		Improvements to make the space more useable			
Bathrooms (ADA)	2	and increase rental opportunities	Building	25,000	2018-19
Acoustic Ceilings	3		Building	10,000	2019-20
Exterior Lighting	4	Lighting to improve visibility	Building	40,000	2026
<b>Public Safety Building</b>					
Generator	1	Emergency power to allow 24/7 service	Building	25,000 T	2018
Public Safety Building (Bond)	A	Building expansion bond (2000)	Building	500,000/yr	Last payment 2024
<b>Public Works Facility</b>					
Sand-Salt Storage Building	2	Replace existing building (structurally unsound)	Building	300,000 T	2020



Equipment Maintenance Facility	2	Replace obsolete building	Building	500,000 T	2020
Fuel Depot	2	Improvements to meet DEP rules	Environmental	10,000	2019
Parking lot paving	2	Reconstruct and resurface PW yard	Infrastructure	25,000	2020
<b>Harbor</b>					
Harbor Master Office	3	Move the existing building or replace	Building	20,000 T	2023
Curtis Island Lighthouse	A	On-going upkeep of historic site	Building	3,000/yr	
Curtis Island Lighthouse	2	Window replacement	Building	10,000	2018
<b>Visitor Center (Public Landing)</b>					
Visitor Center (Public Landing)	A	On going maintenance/upkeep	Building	3,500/yr	
<b>Yacht Club</b>					
Yacht Club	A	On going maintenance/upkeep	Building	5,500/yr	
Retaining wall	2	Restore structural integrity	Infrastructure	75,000 T	2019
<b>Snow Bowl</b>					
Lodge (Existing)	A	On-going maintenance	Building	10,000/yr	
<b>Parks/Rec Maintenance Building</b>					
Parks/Rec Maintenance Building	2	Install water and sewer service	Building/infrastructure	\$25,000 T	2020
<b>Solar Energy/Conservation</b>					
Solar Energy/Conservation	3	Install as opportunities arise	Building		
<b>Economic/Community Development</b>					
<b>Tannery Site</b>					
Tannery Site Restoration (Bond)	A	Site clean-up bond	Environmental	62,000	Last payment 2025
<b>Tannery Site redevelopment:</b>					
Farmers Market	1	Site improvements to host outdoor market	Infrastructure	25,000	2018
Playground	2	Construct a playground area	Parks & Rec	50,000	2019
Building	3	infrastructure and utilities for a building site	Building/infrastructure	75,000	2021
<b>Downtown Master Plan</b>					
Street Lighting (LED)	2	Replace existing lights w/energy efficient fixtures	Infrastructure/equipment	\$60,000 T	2017
Stairway (Chestnut to Bayview)	2	Construct a stairway adjacent to the Post Office	Infrastructure	\$55,000 T	2017

Crosswalk Improvements	3	Pedestrian safety improvements	Infrastructure	\$20,000	2018 (MDOT grant cost share)
Streetscape improvements	3	Amenities recommended in the Master Plan	Infrastructure	20,000	2018 (MDOT grant cost share)
"Stop n Go" intersection	4	Engineering design and improvements	Infrastructure	60,000	2022
Intersection improvements	2	Mechanic and Washington St	Infrastructure	40,000	2019 (MDOT grant cost share)
<b><i>Parking Facilities</i></b>					
Mechanic St lot	3	Surface improvements; addition of parking deck	Infrastructure	250,000 T	2023
Property acquisition	4	Purchase property as available for future use	Infrastructure		
<b><i>Sagamore Farm Property</i></b>					
Solar energy installation	3	Install power line to establish power	Infrastructure	200,000	2017 (Buy-out cost; offset by savings)
Utilities/roads	3	Construct roads; install utilities for development	Infrastructure	200,000 T	2018
<b><i>Harbor Improvements</i></b>					
Floats, Docks, Ramps	A	Regular replacement	Infrastructure	5,000/yr	
Pilings	A	On-going maintenance and replacement	Infrastructure	3,000/yr	
Retaining Wall	3	Reconstruct and restore Public Landing wall	Infrastructure	100,000	2020
Finger Floats (\$130,000)	A	Bond issue (2015)	Infrastructure	13,000/yr	
Inner Harbor Marina	2	Replace remaining finger floats	Infrastructure	75,000 T	2019
Steamboat Landing	A	Regular maintenance	Infrastructure	65,000 T	2019
Breakwater (Army Corps)	4	Feasibility study of federal harbor project	Infrastructure	257,000	2028 (local share)
Harbor Dredge	3	Project done every 10 years	Infrastructure	100,000 T	2023
<b><i>Public Landing</i></b>					
Boardwalk improvements	2	Renovate and expand the boardwalk	Infrastructure	200,000	2017

Pedestrian access/open space	2	Resurface and plantings	Infrastructure	200,000	2019
Lighting/underground utilities	3	Enhance lighting; improve attractiveness	Infrastructure	275,000	2019
Harborway pedestrian access	2	Repave and improve the passageway	Infrastructure	20,000	2017
Parking & vehicle circulation	2	Traffic engineering to improve safety	Infrastructure	35,000	2018
Pedestrian Bridge @ waterfall	4	Construct bridge to connect Public Landing & Harbor Park	Infrastructure	200,000	2023
<b><i>Parks, Open Space, Trails</i></b>					
Parks, recreation facilities	A	Regular maintenance and improvement of the Town's more than two dozen parks	Parks & Recreation	10,000/yr	
Riverwalk	2	Completion of the Megunticook River Walk from Harbor to Shirttail Point Park	Parks & Recreation	1.2 million T	2025
Tennis Courts	2	Restore the tennis courts at the Snow Bowl	Parks & Recreation	75,000 T	2019
Village Green	A	On-going maintenance; replace irrigation system	Parks & Recreation	8,000/yr	
Camden Bog boardwalk	3	Improve access to the Camden Bog	Parks & Recreation	50,000T	2020
Shirttail Point Park	3	Master plan, engineering, design, construction	Parks & Recreation	200,000 T	2020
Hosmer Pond boat launch/docks	2	Site stabilization improvements, boat access, docks, and ADA accessible kayak launch	Parks & Recreation	60,000T	2017
<b><i>Library Grounds</i></b>					
Library Grounds (Bond)	A		Parks & Recreation	30,000/yr	Last payment 2018
Harbor Park	A	On-going maintenance	Parks & Recreation	10,000/yr	
Seawall restoration	2	Engineering and construction to restore seawall	Infrastructure	100,000 T	2021
<b><i>Dams</i></b>					
Montgomery Dam restoration	2	Engineering and restoration (structural integrity)	Infrastructure	200,000T	2018
Megunticook Dam - East	3	Engineering and restoration (structural integrity)	Infrastructure	10,000/yr	2019

Megunticook Dam - West	3	Engineering and restoration (structural integrity)	Infrastructure	10,000/yr	2020
Seabright Dam	2	Engineering and repairs	Infrastructure	35,000T	2017
<b>Vehicles &amp; Equipment</b>					
Police	A	Replacement schedule	Equipment	40,000	
Fire	A	Replacement schedule	Equipment	20,000	
Public Works	A	Replacement schedule	Equipment	\$80,000	
Parks & Recreation	A	Replacement schedule	Equipment	20,000	
Harbor	A	Replacement schedule	Equipment	12,000	
<b>Technology/ Communications</b>					
Telephone system	1	Replace /upgrade 20+ year old system	Equipment	30,000T	2017
Computers	A	Computer Replacement based on schedule	Equipment	35,000/yr	
Public Meeting Video Equipment	2	Improve video/webstream quality	Equipment	20,000 T	2019
<b>Key:</b>					
A - On-going maintenance		3 - Future need (5 to 10 years)			
1 - Immediate need		4 - Desirable (not necessarily feasible)			
2 - Near-term need (2 to 5 years)		T - Total cost			