

1 **Final Draft**

2 **Chapter 1: HISTORY**

3

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

11 **PRE-EUROPEAN HISTORY**

12 Archaeologists have found evidence of pre-historic people in coastal Maine during the
13 Archaic Period (6000-3000 B.P. Years Before the present). Archaic sites in coastal Maine are
14 scarce and not well preserved. As a result of the sea level rise, many coastal Archaic sites were
15 probably submerged and eventually washed away.

16 During the subsequent Ceramic Period beginning sometime around 3000 B.P.,
17 archaeologists know that Maine native peoples were hunters and gatherers from evidence of
18 consumed foods found along the coast where heaps of discarded shells called middens buffered
19 the acidic soil and preserved shellfish and animal bones.

20
21 Archaeologists believe the Ceramic Period people were likely descendants of the Archaic
22 Period Susquehanna tradition and eventually became the Algonquin speakers of historic times.

23
24 **EARLY EUROPEAN HISTORY**

25 Prior to settlement, beginning as early as the 1500s, Europeans moved along the Maine
26 coast as fishermen, explorers, fur traders, and missionaries, making contact with the indigenous
27 population. Those dwelling in the Camden area were of the Eastern Abenaki culture and
28 language group of the Algonquin. In 1614, Captain John Smith reported a native village in the
29 Camden area called "Mecaddocut." By the time the first European settlers arrived to establish
30 residence, the Abenaki population was greatly diminished as a result of European diseases and
31 warfare.

32 In 1629, the Council of Plymouth granted all the land between the Muscongus and
33 Penobscot Rivers to John Beauchamp and Thomas Leverett. This territory, comprising all of
34 what are now Knox and Waldo as well as part of Lincoln County, was named the Muscongus
35 Patent. John Leverett, great grandson of Thomas Leverett, divided the holdings between "Ten
36 Proprietors" and "Twenty Associates," who became the first settlers.

37

38 FIRST SETTLERS

39 In 1769, James Richards brought his wife Elizabeth, his African cook, and family from
40 New Hampshire by boat to settle in what is now Camden. Richards had visited previously while
41 cutting timber for ship masts and had fallen in love with the area. The Richards' cabin stood in
42 the area bounded by Elm, Mechanic, Washington, and Free Streets. Richards' two brothers built
43 near him and brought their families to Camden.

44 In that same year, Robert Thorndike of Cape Elizabeth, Maine, brought his family of
45 seven children to settle at "Goose River," in what is now Rockport.

46 Over its 3 ½ mile length from Megunticook Lake to Camden Harbor, the Megunticook
47 River falls 142 feet in elevation. Richards saw the potential in this topography and harnessed the
48 power of the river, building a sawmill and gristmill near Mechanic and Washington Streets,
49 beginning the industrial use of water power that was to play a large part in Camden's future for
50 more than 200 years. Following in Richards' footsteps, William Minot of Boston purchased land
51 at the mouth of the Megunticook River and erected a gristmill and sawmill in 1771. Both the
52 Richards and Minot properties, along with buildings at the Camden Harbor, were burned by the
53 British in 1779 during the American Revolution.

54 Most early settlers earned a living by fishing, hunting, and farming.

55 Camden, named for Charles Pratt, Earl of Camden, was incorporated in 1791 as the 72nd
56 town in Maine, then a part of Massachusetts, with a population of 331. At this time, the town
57 included what is now Rockport. In 1891, on the 100th anniversary of incorporation, Camden and
58 Rockport became separate entities.

59 WATER POWER & THE MILLS

60 Others harnessed the power of the Megunticook River to operate mills for various forms
61 of manufacture and raw material refining including saw mills, grain mills, woolen mills, paper
62 mills, gunpowder mills, oakum mills, plug and wedge mills. Products included "endless felts"
63 for the manufacture of paper, fine woolens for clothing, plugs used in shipbuilding, shirts,
64 blasting powder, tennis balls, pool table covers, filter fabrics, and upholstery.

65 The Civil War, World War I, and World War II were all boons to the mill industries of
66 Camden because of increased demand for their products.

67 There are eight water power locations on the Megunticook River, some of which retain
68 their dams to this day. Numerous mills, The Megunticook Woolen Co. which became the
69 Seabright Woven Felt Co. and the Mattie Battie Manufacturing Co. producing woolen fabrics,
70 were located along the river.

71 The last functioning mill, the Knox Woolen Mill, closed in 1988. However, the
72 Megunticook River continues to generate power at the Seabright Dam, the site of the former

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74 Seabright Woven Felt Company. This dam was converted to electrical generation in 1984 by
75 Joseph Sawyer and donated to the Town of Camden in 2007.

76 **SHIPPING & BOATBUILDING**

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

80 Recorded shipbuilding in Camden began in 1792 when Captain William McGlathry built
81 a 26-ton sloop, *Industry*, in his shipyard that extended from Chestnut Street to the harbor.
82 Eventually, boatbuilding yards ringed the harbor, producing all manner of vessels as the times
83 demanded: merchant vessels, fishing boats, warships, and yachts.

84 Others, Noah Brook and Benjamin Cushing started a shipyard in 1800 where the public
85 landing is today. Hodgman & Grover built vessels on Eaton Point where Holly Bean continued
86 building ships for many years. During World War II Camden yards built nine mine sweepers for
87 the navy. After 1963, pleasure yachts were built by boatyards in Camden.

88 Today, land formerly occupied by shipbuilding has been converted to other uses, with the
89 sole remaining yard located on the east side of the harbor at Wayfarer Marine on a site that has
90 been used for shipbuilding since 1854.

91 **THE LIME INDUSTRY**

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

99 **OTHER MANUFACTURING**

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

102 Camden was a center for foundries and metalworking. The foundry known first as David
103 Knowlton & Co., and later as Knowlton Bros. Foundry, produced parts for shipbuilding, other
104 manufacturing processes, and railcars. The Camden Anchor Works, later Camden Anchor –
105 Rockland Machine Co., became the largest manufacturer of anchors in the nation and exported
106 internationally. They also made the Knox Gasoline Engine, and built boats, launches, and
107 dories, including tenders for the U.S. Navy. More recently, Fisher Engineering, manufacturer of
108 snowplows, got its start in Camden.

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110 In the first half of the 20th century a mail-order patent medicine business, the Dr. D. P.
111 Ordway Plaster Co., moved to Camden and employed up to 100 people at one time. In the latter
112 half of the 20th century, Tibbetts Industries began manufacturing miniature microphones to be
113 used in hearing aids.

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

118 The textile industry also flourished in Camden, first with the Brewster shirt factory, then
119 Camden Textile and later Camden Spinning. Upper Washing Street was known as "Millville"
120 and other industries including a laundry and plaster factory were located there. The Knox
121 Woolen Mill, major employers in the area, closed in 1988. In the early 1990's the Knox Woolen
122 Mill buildings were modernized and MBNA American Bank established offices here employing
123 over 400 people. The operation closed ten years later.

124 **TOURISM, SUMMER RESIDENTS & RECREATION**

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

130 Recreational areas and amusements were created for the pleasure of visitors and locals
131 alike, and summer residents contributed to the creation of many parks and preserved natural
132 areas, a trend that continues to this day. Amenities created include: the preservation of the
133 summit of Mt. Battie in 1899; the Camden Trotting Club racetrack and fairground on Knowlton
134 Street in 1902 (closed in 1912); the Camden Yacht Club (designed by John Calvin Stevens) in
135 1912; the YMCA building on Chestnut Street in 1916 (demolished in 2002); lamp post flower
136 boxes in 1925; the Village Green in 1926; Laite Beach in 1932; Camden Hills State Park, created
137 by the CCC (Civilian Conservation Corps.) during the Great Depression and donated to the state
138 in 1947; the Camden Snow Bowl in 1936; the Bog Skating Rink donated in 1946; Merryspring
139 Park, now Merryspring Nature Center, founded in 1974; and the many preserves and hiking trails
140 established by Coastal Mountains Land Trust.

141 Camden's tourist windjammer fleet got its start in 1936 when Captain Frank Swift began
142 operating day and week-long windjammer cruises to tourists in old sailing vessels he had
143 purchased and restored. Today, during the summer months, windjammers take visitors out on the
144 Bay for two- to four-hour cruises and multi-day trips on Penobscot Bay and motorized vessels
145 and small daysailers operate from the public landing offering two- and four-hour trips.

146

147 TRANSPORTATION

148 Without the movement of goods and people, there can be little commerce or tourism, and
149 the availability, quality, and routing of transportation played a role in Camden's history.
150 Originally, all meaningful travel was by sailing ship, and Camden's protected harbor served as a
151 prosperous port. The protection and safety of the harbor was important to Camden's wellbeing.
152 In 1814, to protect the harbor from British attack during the War of 1812, the town erected a fort
153 on Eaton's Point (now Wayfarer Marine) on the east side and another on Jacob's Point (now
154 Dillingham's Point) on the west side. The first lighthouse on Curtis Island (called Negro Island
155 until residents voted to change its name in 1934) was built by George Gaul of Massachusetts in
156 1835. The present tower was completed in 1896. In 1932, the Lighthouse Service erected a light
157 on Sherman's Point. The Curtis Island Light was automated in 1972. In 1997, the U.S. Coast
158 Guard transferred ownership of Curtis Island to the town.

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

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

169 Public land transportation became much easier in 1876 when trains from Boston began
170 arriving at the new Rockland train station and passengers could connect to Camden by regular
171 stagecoaches. Coaches were replaced by trolleys in 1892 with the opening of The Rockland,
172 Thomaston & Camden Street Railway. Trolley operation ceased in 1931, and Walter Tolman
173 began hourly bus service between Camden and Thomaston. Central Maine Railroad discontinued
174 passenger service from Boston to Rockland in 1959. At this time, passenger service, regularly
175 scheduled high-speed trains, from Boston has been restored to Brunswick, and there is hope that
176 regular service to Rockland may be resumed.

177 DOWNTOWN

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

180 The amenities in the downtown grew with time. The first water company was established
181 in 1800 with the channeling of water from a spring at the base of Mt. Battie, to be followed by
182 the creation of The Camden and Rockland Water Company in 1886 to bring water from Mirror

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184 Lake to Camden and Rockland. The first fire company, Hydrant Fire Company No. 1, was
185 established in 1847 and a telegraph office in 1854. The year 1889 saw the advent of available
186 electricity with the founding of The Camden & Rockport Electric Light Company.

187 On November 10, 1892, a Great Fire swept through the downtown, destroying both sides
188 of Main Street from the river to the pedestrian alley leading to the Public Landing, both sides of
189 Mechanic Street from Elm to Washington Street, and the north side of Elm Street from Mechanic
190 to just past where the Camden Opera House stands today.

191 A flurry of rebuilding followed in the fire's wake in 1893 and created a new downtown
192 district and a new brick Opera House, replacing the wood-frame Megunticook Hall consumed in
193 the flames. The year 1908 saw the formation of the Camden Board of Trade, later the Camden
194 Chamber of Commerce. A proper downtown required other public amenities, and 1911 saw the
195 addition of sewers, concrete sidewalks, and streetlights. At this time the residents were asked to
196 cease burning garbage and take it to the dump on Mechanic Street instead. (The dump at the
197 Union Street quarry was not opened until 1931.) The new post office on Chestnut Street,
198 designed by Oscar Wenderoth, was completed in 1915.

199 A true celebration of civic pride and electricity, The Camden Arch, complete with its
200 outline of electric lights, was constructed on Union Street at the Camden-Rockport boundary in
201 1926.

202 Other improvements came as the result of philanthropy and government works designed
203 to hire the unemployed during the Great Depression. Summer resident Mary Louise Curtis Bok
204 funded such projects as remodeling the Opera House, creating the Public Landing, and
205 improving Hosmer Pond Road. The WPA (Civilian Conservation Corps) widened streets and
206 built sidewalks.

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

215 **EDUCATION & CULTURE**

216 The first town school was established in 1794 at the corner of Elm and Wood Streets. The
217 Megunticook School District was established in 1862, and a free high school was established in
218 1874. The Elm Street School at the corner of Elm and Union Streets, originally a high school,

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220 was built on the site of School House Hall, which was destroyed by fire in 1869. The Brick
221 School on Mountain Street, built in 1853 and now a funeral home, served as the elementary
222 school until 1905 when a new high school opened on Knowlton Street and the elementary school
223 moved to the building on Elm Street. Camden and Rockport schools consolidated in 1964.
224 Further consolidation in 1999 created the Community School District (CSD) adding the towns of
225 Appleton, Hope, and Lincolnton, whose students attend the High School along with students
226 from Camden and Rockport). The new Camden Hills Regional High School was constructed in
227 2000.

228 A lending library being the chief means of personal education and enrichment available
229 to all but the wealthiest, the citizens of Camden created their first library, known as the Federal
230 Society's Library, in 1796 with a collection of 200 books. This institution lasted until 1830. The
231 Ladies' Library Association was established in 1854 in a home and later moved to the second
232 floor of Camden National Bank, where it remained until destroyed by the Great Fire of 1892. In
233 1896, the Town of Camden established the Camden Public Library, originally located on the
234 second floor of the Russell Building at 20 Main Street. Mrs. Bok donated land at the corner of
235 Main and High Streets for the creation of a library building and park in 1916, and in 1927 the
236 Camden Public Library, designed by Charles G. Loring of Boston and Parker Morse Hooper of
237 Chicago and Camden, was constructed. In 1928, Mrs. Bok donated further land adjacent to the
238 new library to create associated parks, and she hired Fletcher Steele of Boston to design the
239 Amphitheatre and the Olmstead Brothers of Boston to design Harbor Park. The library was
240 expanded in 1996 with an underground addition designed by Scholz & Barclay Architecture of
241 Camden. In 2013 the library Amphitheatre was designed as a National Historic Landmark.

242 Prosperity and the patronage of summer residents was a boon to the cultural life of
243 Camden.

244 Thanks largely to Mrs. Bok, founder of the Curtis Institute of Music in Philadelphia, the
245 Camden area has enjoyed the presence of world-class musicians, who often came to visit as
246 guests of Mrs. Bok. Students from the Institute and other musical guests often performed in
247 Camden. The Curtis Institute connection led to the founding of the Salzedo Harp Colony on
248 Marine Avenue by the Institute's director of the harp department, Carlos Salzedo. The harpists
249 performed each summer in the Amphitheatre. Bay Chamber Concerts, with the support of Mrs.
250 Bok, presented its first summer concerts at St. Thomas Episcopal Church in 1961.

251 Theater has also long been a part of Camden's cultural life. Following a devastating fire
252 in 1892 that destroyed the town hall on Elm and Washington Streets, the town hired architect
253 Elmer L. Thomas of Lewiston, Maine to design a new brick building. It contained storefronts on
254 Elm Street, a steam fire engine, police court and lockup on Washington Street, a 500 seat
255 auditorium on the second floor and the Camden Business Men's Associations and Board of

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257 Trade on the third floor. Camden's first town meeting was held here in 1895. The store fronts
258 were at various times occupied by a Post Office, beverage, furniture and dry goods stores. The
259 Opera House was listed on the National Register of Historic Sites in 1986. Today the first floor is
260 occupied entirely by town offices while the exquisitely renovated (1994) upper floors are home
261 to the Opera House auditorium and function spaces. Film, dance, concerts, theatre and local
262 nonprofit and school events also offer a variety of programs in the auditorium.

263 In addition to traveling performances scheduled to play the Opera House and homegrown
264 productions, two theater companies have existed in Camden. From 1947 through the 1950s,
265 Camden Hills Theater, founded by Herschel Bricker of the University of Maine, functioned as a
266 summer theater camp for college students. They lived in the former CCC (Civilian Conservation
267 Corps.) barracks in Camden Hills State Park and performed at the Amphitheatre, Opera House,
268 and Fort Knox. In 1978 the Camden Shakespeare Company was founded to produce four plays
269 each summer at the Opera House and Amphitheatre. The Camden Civic Theatre has been
270 performing at the Opera House since the mid 1960's.

271

272 Film came to Camden in 1908 with movies in the Opera House. In 1909, the Fairyland
273 Theater opened on Mechanic Street, to be replaced four years later by the Comique Theater next
274 door at 2 Mechanic. The Comique was replaced on the same site by the Camden Theater in 1941.
275 In 1957, *Peyton Place* was filmed in Camden and opened at the Camden Theater. The Camden
276 Theater ceased operation in the 1960s. The Bayview Street Cinema opened in 1975 and closed in
277 2007.

278 In the last quarter of the 20th century, Camden became nationally known for its
279 educational conferences, the foreign policy Camden Conference and the technology-related
280 PopTech, and more recently for the Camden International Film Festival all based in the Camden
281 Opera House.

282 RELIGION

283 Religion was a large part of colonial civic life. The laws of Massachusetts, of which
284 Maine was a part until 1820, required that towns support a minister. Camden was fined for
285 several years until it acquired a tax-supported Congregational minister 1805. The
286 Congregationalists met in the 1799 meeting house that stood on the north side of Elm Street at
287 the intersection of Park Street until they built a new church at the intersection of Elm and Free
288 Streets in 1834.

289 The Baptists, who began meeting in private homes in 1808, built their first church on
290 Chestnut Street in 1837. The Methodists built on Mechanic Street in 1841, and the Universalists
291 built on Mountain Street in 1848. The Methodist church burned in the Great Fire of 1892 and
292 was rebuilt in a new location at the Corner of Mountain and Central Streets in 1894. The
293 Christian Scientists built their church on Central Street in 1909. At the same time the Catholic

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296 church was built on Union Street. Summer residents funded the construction of the Catholic
297 church for their domestic help. The Universalists sold their church to the Episcopalians in 1856,
298 and they used it until the construction of their stone church on Chestnut Street in 1924.

299 Two former churches have been converted to other uses. The Universalist/Episcopal
300 church on Mountain Street became the Camden Farmer's Union in 1925 and is now High
301 Mountain Hall. The Methodist church on Mountain and Central Streets became condominiums
302 after the Methodists built their new church on John Street in 1991.

303 (The following were asked for comments on this chapter: Camden Historic Resources
304 Committee, Christopher Glass and Barbara Dyer)

DRAFT

Chapter 4 DOWNTOWN

“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 hall. 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 Master 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 attached as an appendix to this document for reference 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:

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

48 **THE IMPORTANCE OF STRONG DOWNTOWNS**

- 49 • A vibrant downtown is a symbol of community economic health, local quality of life, pride, and
50 community history.
- 51
- 52 • A vital downtown retains and creates jobs, which also means a stronger tax base.
- 53
- 54 • A strong downtown is a good incubator for new small businesses -- the building blocks of a
55 healthy economy.
- 56
- 57 • An efficient, vital downtown area concentrates services such as retail, restaurants,
58 professional services, institutions, library and schools in one area and uses community
59 resources such as infrastructure, tax dollars and land wisely.
- 60
- 61 • A healthy downtown core protects property values in surrounding residential neighborhoods as
62 well as the town as a whole.
- 63
- 64 • A traditional commercial district is an ideal location for independent businesses, which in turn:
 - 65 ○ Keep profits in town;
 - 66 ○ Support local families with family-owned businesses;
 - 67 ○ Support local community projects;
 - 68 ○ Provide a stable economic foundation with strong ties to the community;
 - 69 ○ Provide convenient services and products to residents and businesses within the community
 - 70 ○ Provide walkable connections to services for residents, businesses, and visitors;
 - 71 ○ Increase the community's options for goods and services: whether for basic staples, like
72 clothing, food and professional services or less traditional functions such as housing,
73 entertainment and tourism;
 - 74
 - 75 • A vigorous downtown has a strong culture of mixed uses (i.e. business and residential)
76 which strengthens a livable, workable, walkable, sustainable community.
 - 77
 - 78 • An engaged downtown provides an important civic forum, where members of the community
79 can congregate. Parades, special events and celebrations held there reinforce the intangible
80 sense of community.
 - 81
 - 82 • An attractive downtown contains a base of historic commercial buildings which reflects a
83 community's unique heritage and create a sense of place;
 - 84
 - 85 • A well designed downtown can become a tourist attraction by virtue of the character of
86 buildings, location, selection of unique businesses and a variety of events held there.

88 **A HISTORY OF AMERICA'S DOWNTOWNS**

89

90 Before World War II, downtowns were a community's primary commercial hub. Downtown
91 buildings usually had several tenants -- typically a ground-floor retailer and, frequently, several
92 upper-floor offices or apartments. Together these tenants provided enough rent for property owners

93 to keep their buildings in good condition and the foot traffic necessary to help sustain downtown
 94 businesses throughout the day. The presence of a post office, library, banks and local government
 95 offices added to the steady flow of people downtown. Not only was the downtown the center of the
 96 community's commercial life, it was an important part of its social life. People thronged the streets
 97 on Saturday nights to meet friends, see a movie and window-shop.

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

107 **REVIVING SERVICE CENTERS REPORT**

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 109 Camden was identified by the Maine State Planning Office as one of 69 "service center"
 110 communities, in the "*Reviving Service Centers*" report of the Task Force on Regional Center
 111 Communities, dated September 1998. This designation was reaffirmed in January, 2013, with
 112 Camden being named one of 71 service center communities. Service center communities account
 113 for 75% of the State's jobs, 84% of its taxable retail sales, and a majority of its social services. In
 114 Maine, services center communities act like cities but don't always look like them. They are job
 115 centers which import workers; they are retail centers -- with sales exceeding the needs of the local
 116 population; and they offer an array of social, cultural, health and financial services to the
 117 surrounding region. There is renewed interest in this set of cities and towns because, while
 118 Maine is a rural State, it is dependent on urban places for economic and social well-being. In
 119 many parts of Maine, the vitality of these places is seeping away, led by the flight of middle
 120 income families to the countryside. (NOTE: DOUBLE CHECK THE % NUMBERS ABOVE TO
 121 MAKE SURE THEY ARE STILL ACCURATE)

122
 123 A policy direction of the State is to stem the decline of service centers and to make them
 124 strong and appealing communities. The "Reviving Service Centers" report identifies the
 125 characteristics of a vital, healthy service center as having:

126
 127 **Growth**, with population on the rise and middle income people choosing to live there;

128
 129 **Signs of a vibrant economy**, with jobs increasing, retail sales holding their own, and a property tax
 130 level which is sufficient to support public services without claiming too much of an average
 131 household's income;

132
 133 **Infrastructure that is in good shape** with varied-price housing stock and up-to-date public
 134 sewer, water and waste management and telecommunications services, and modes of transportation
 135 standards and a good transportation network, with multiple modes of travel to the region. Moving
 136 forward, the community will need to keep an eye on availability of workforce housing and stay on top of technology
 137 demands to ensure that the developing needs of today's businesses are being met; and

138

139 **A strong sense of well-being**, based on a safety, quality of life and living standards, pride of place,
 140 and a wide range of cultural, educational, and recreational resources provides a solid base for
 141 engaged citizens who participate in the many aspects of keeping the community vital and sustainable
 142 – with an eye to the past, the present, and the future of the town..
 143

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

153
 154 The concept of livable communities is also addressed in the National Main Street Center’s
 155 program. That program makes the point that "downtown revitalization doesn't just take place
 156 downtown, it also occurs on the outskirts of the community and throughout the region -- wherever
 157 community leaders, investors and developers make decisions on fiscal priorities and land-use
 158 patterns that ultimately affect the fate -- *and prosperity* -- of the downtown and the livability of the
 159 community."
 160

161 Camden applied for and was selected as a Downtown Network Community in June of 2012.
 162 The Network Board continues to work closely with the town leadership, the Community Economic
 163 Development Advisory Committee (CEDAC), and the Camden Downtown Business Group (CDBG)
 164 to strengthen the long-term sustainability of our downtown.
 165

166 Camden’s Network Board, closely partnering with CEDAC, CDBG, and the Community
 167 Development office, continues to evolve as of the writing of this report. Committees have been
 168 formed that mirror the recommendations of the National Main Street Program, including the
 169 Economic Restructuring Committee, the Design Committee, the Promotions Committee, and the
 170 Organizational Committee.
 171
 172

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

174
 175 A 2006 report by the Brookings Institute, “Charting Maine’s Future,” pointed to the
 176 importance of arts and culture in building a sustainable future economy for the state of Maine.
 177

178 In a subsequent report entitled *Uniting the Built & Natural Environment* by the American
 179 Society of Landscape Architects (Why Public Art is Important, Jared Green, 10/15/12), it is noted
 180 that “Community art can also create attachment to one’s community. Studies have looked at the
 181 economic development benefits of art, but only just recently have there been wider examinations of
 182 the effect of art on a community’s sense of place.” The report further states that, “Public art
 183 occupies a unique position within the art world. In comparison with big-name gallery shows, public
 184 art is often “under appreciated” much like landscape architecture is. But there’s lots to applaud: ‘It’s

185 free. There are no tickets. People don't have to dress up. You can view it alone or in groups. It's
186 open to everyone."

187 To date, Camden has not had a stated public policy on the importance of arts and culture in
188 the community or, more specifically, a policy on public art. Camden is a community which highly
189 values its sense of place as well as its rich cultural history, and it would provide an excellent canvas
190 for the future display of public art. As we implement this Comprehensive Plan, incorporating the
191 intent of the Downtown Master Plan, a Riverwalk, and a new design for the Public Landing, it would
192 be an excellent time to incorporate policies which give further support to and sustain the arts and
193 culture in our community.

194 195 **RECOMMENDATIONS, QUESTIONS AND STRATEGIES**

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

201
202 Ensuring the Town's vision for a vibrant, year-round community that supports a strong
203 downtown which serves our residents, our businesses, and the many visitors who enjoy our numerous
204 assets, there are actions which must be carefully considered as we look to the future.

205
206 (1) Shepherd the Downtown so that it remains as the core location of our community life.

- 207 • Strengthen, support and retain the magnets and anchors that are vital to the downtown,
208 such as the Town Office, Opera House, Library, Post Office, Banks, the corner
209 grocery (French & Brawn), churches and schools;
- 210 • Attract new magnet businesses;
- 211 • Strengthen, retain, and attract conferences and events, especially during shoulder and
212 off-season. Current events include but are not limited to:
 - 213 ○ PopTech!
 - 214 ○ Camden Conference,
 - 215 ○ Camden International Film Festival
 - 216 ○ Windjammer Festival
 - 217 ○ Winter Festival (and associated Toboggan Races)
 - 218 ○ Harbor Park Craft Fair
 - 219 ○ Mini Maker Fair

220 (*CEDAC, CDBG, the Network Board, the Planning Board, Community Development*
221 *Office*);

222
223 (2) Support the Opera House, Public Library, and important green spaces such as Harbor Park, the
224 Amphitheatre and Village Green through community programming and alternative funding
225 mechanisms. (Select Board, Conservation Commission, Camden Opera House Committee, Camden
226 Library Board, Camden Garden Club, The Camden Downtown Network Board, CDBG, CEDAC);

227

228 (3) As Camden looks to either the renovation or rebuilding of the Middle School, town committees
229 and municipal government should work closely together to support and encourage its physical and
230 programmatic connections to the larger community as a downtown, walkable, publicly owned
231 building. (Downtown Network Board, CEDAC, School Board, Planning Board and Select Board);
232

233 (4) Reinstate the Parking Committee to address parking challenges for both short and long term
234 parking on streets, the town landing, municipally owned properties, and the parking currently made
235 available through public/private partnerships. (Downtown Network Board, Community
236 Development Director, Select Board, Planning Office);
237

238 (5) Work with downtown property owners and zoning regulations to encourage the use of second
239 and third story floors for office and residential spaces to further economic sustainability.
240 (Downtown Network Board, CEDAC, Planning Board, Community Development Director);
241

242 (6) Strive for a strong base of year-round businesses that provide products and services to
243 residents, business, and tourists alike. (Community Development Director, Chamber of Commerce,
244 Downtown Network Board, CEDAC);
245

246 (7) Encourage the use of landscape materials (trees, shrubs, etc.) to enhance community
247 livability. (Conservation Commission, Camden Garden Club, Downtown Network Board, Parks and
248 Recreation Committee);
249

250 (8) Work with residents and businesses to encourage appropriately expanded uses of town-
251 owned property around the harbor for public use and recreation. (Parks and Recreation Committee,
252 Community Development Director, Select Board, Downtown Network Board);
253

254 (9) Explore new technology as a vehicle for increasing the economic and cultural vitality of
255 the downtown while respecting space limitations. (Community Development Director, CEDAC,
256 Downtown Network Board, Town Manager);
257

258 (10) Develop an Arts and Cultural Plan for the town, providing a pathway to supporting the arts
259 and increasing public arts and cultural displays. (Community Development Director, Pathways
260 Committee, CEDAC, Downtown Network Board, Planning Board, Parks and Recreation Committee,
261 Camden Library Board);
262

263 (11) Continue to develop the National Main Street program model. (Community Development
264 Director, CEDAC, CDBG, Downtown Network Board).
265
266
267

1 **Final Draft**

2

3 **Chapter 5 NATURAL RESOURCES**

4

5

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

10

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

13

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

19

20 **GEOLOGIC HISTORY**

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

27

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

34

35 **SOILS ASSOCIATIONS**

36 Camden's three major soil associations are a direct product of its geologic history.
37 A "soil association" has a distinct pattern of soil types, topography, drainage, and each
38 association forms a unique natural landscape.

39

40 (Add soils map reference in Appendix)

41

42 **TOPOGRAPHY AND WATERSHEDS**

43 Topography is central to the physical phenomenon known as Camden. Over a
44 horizontal distance of less than one-and-a-half miles, the land rises from sea level
45 (Penobscot Bay) to the 1,385-foot peak of Mount Megunticook. Although Camden is a
46 coastal town, five peaks exceed 1,200 feet: three are associated with Mount Megunticook

47

5 - 2

48 plus Bald and Ragged mountains. Mount Battie, Camden's best-known peak, is only
49 about 800 feet above sea level. Less than a mile, horizontal distance, from Camden
50 Harbor the views of the bay over Mt. Battie's steep, southeastern face are famous.

51

52 But Camden's topography is important for reasons other than the spectacular
53 landscape it represents and the vistas it affords. It has shaped the Town's pattern of
54 settlement; daily affects the delivery of public services from water supply, to snow
55 plowing and fire protection; and defines the Town's entire drainage system.

56

57 Several elevations carry particular importance:

58 • From sea level to elevations between 18 and 33 feet are coastal flood
59 plains and wave velocity zones regulated under the Federal Flood Insurance Program.

60

61 [\(We will need to be checked for accuracy before final version. Flood elevations might change.\)](#)

62

63 • From elevation 20 feet to 200 feet -- north and south along Route 1, and
64 east and west in the Megunticook River valley -- are located the great majority of the
65 Town's older residences and businesses.

66

67 • Elevation 200 feet is the present limit above which it is not possible,
68 without pumping or a new standpipe at a higher elevation, to provide water flows for fire
69 protection. Subdivision activity continues to spread above this elevation.

70

71 • Elevation 500 feet and above is considered by Camden's present zoning
72 ordinance to be a "high elevation area." To protect the visual landscape, development in
73 high elevation areas is restricted. Above 500 feet, slopes typically are steep, or steep
74 slopes must be crossed to access flatter land. There is more to protect in the high
75 elevation zone than the "visual landscape." The Maine Natural Areas Program can
76 provide ecological values information through its Beginning with Habitat Program. The
77 program includes information about the specific locations within Camden of rare plants
78 and animals and other important habitats so they can be protected and preserved.

79

80 [\(Add reference to map and link to The Beginning with Habitat web site.\)](#)

81

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

87

88 • The Goose River watershed, shared with Rockport. This watershed
89 includes two minor watersheds: the Hosmer Pond watershed and the
90 Lower Goose River watershed.

91

92 • The Megunticook watershed, shared with Lincolnville and Hope,
93 includes two minor watersheds: the Megunticook Lake watershed and
the Megunticook River watershed. The Maine Water Company owns

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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.

The land use activity within a given watershed will have natural resource impacts principally within that watershed and prevention of run off 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 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 runs off and carries 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

140
141 create forested or vegetated buffer strips in areas adjacent to Shoreland. Shoreland
142 Zoning ordinances provide for the protection of undisturbed areas adjacent to perennial
143 streams, lakeshores, and other sensitive areas by requiring buffers, and farming in these
144 areas should be monitored.

145
146 **Timber Harvesting:** Timber harvesting operations typically disturb the soil,
147 subjecting it to erosion. Erosion is also exacerbated by the loss of root systems once
148 holding soils in place; the eroded soils carry phosphorus to surface waters. Timber
149 harvesting became highly regulated in the past decade because of damage being caused to
150 streams by logging equipment resulting in the erosion of streams and banks and siltation.
151 Shoreland Zoning Ordinances require that the same “best management practices”
152 required of wood harvesters apply to anyone clearing undergrowth or cutting wood close
153 to protected shorelines.

154
155 **Public Facilities:** The provision or improvements of public facilities such as
156 roads, water, sewer, schools and recreational facilities in a watershed generally will
157 attract new housing and business. Thus such expansion of public facilities can be planned
158 in non-stress areas of town in order to draw pressure away from a phosphorus-stressed
159 watershed and lake.

160
161 **Road Construction:** A major contributor of sediment and phosphorus to lakes is
162 the existing road and drainage system in the watershed. Roads and associated drainage
163 networks can act as direct conduits channeling phosphorus from distant watershed areas
164 to the lake or its tributaries. Roadside ditches contribute large quantities of phosphorus to
165 the watershed. Controlling phosphorus transport to lakes from roadways and ditches
166 relies on three major management practices: (1) buffer areas down slope of roads
167 including ditch turnouts into these buffers; (2) erosion control in ditches; and (3) proper
168 road ditch maintenance. The simplest method of managing phosphorus export from
169 roadways entails planting or preserving a forested buffer area down slope of the road.

170
171 Phosphorus control measures should be considered throughout road construction
172 in watersheds in particular. Appropriate seasonal time of construction is important to
173 avoid excessive amounts of runoff during the high flows offspring, and standards can be
174 applied as part of a Road Standards Ordinance or as part of an Erosion and Sediment
175 Control Ordinance.

176
177 Because of their importance, each watershed will be addressed in the remainder
178 of this chapter.

179
180 [\(Insert reference to Watershed Map and link to DEP’s Water Quality website in Appendix\)](#)

181 182 **GOOSE RIVER WATERSHED**

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

187

188

5- 5

189

190 Surface water resources: The Goose River watershed contains three important
191 water bodies:

192 • The river itself, which is classified as a Class B waterway, i.e., suitable for
193 fishing, swimming, and water supply after treatment.

194

195 • Hosmer Pond, which is the "sink" for the drainage off the northeast face of
196 Ragged Mountain and the southwest face of Bald Mountain, has a surface area of 54
197 acres. It is a relatively shallow pond, with a maximum depth of 16 feet and an average
198 depth of 8.5 feet. Its water quality is considered by Maine DEP to be good and well
199 oxygenated, but it is considered a "moderately productive" pond, because algal blooms
200 might be expected. Hosmer Pond has a high flushing rate (nearly seven times a year),
201 which results in shorter water residence times. Residents of the pond are concerned
202 about pollution from vehicles on the pond in the winter.

203

204 **Wetlands:** The National Wetlands Inventory has identified approximately 20
205 wetlands that are wholly or partially within Camden's portion of the Goose River
206 watershed which needs to remain protected. This is the greatest concentration of
207 wetlands in Camden.

208

209 **(See Soils Map in Appendix)**

210

211 Special natural areas in this watershed include:

212

213 • an area on Bald Mountain which hosts an exemplary Oak-Pine Woodland, an
214 exemplary Low Summit Bald, and the rare plant smooth sandwort;

215

216 • an area on Ragged Mountain which hosts an exemplary Rocky Summit Heath
217 and the rare plant smooth sandwort;

218

219 • two deer wintering areas, one on Ragged Mountain and the other on the south
220 slope of Bald Mountain.

221

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

227

228 In spite of residential development there are still large, vacant tracts of land that
229 lie within the watershed between Hosmer Pond and Melvin Heights roads. Two parcels
230 are "tree growth" forest land and agricultural activities continue to grow.

230

231 MEGUNTICOOK WATERSHED

232

233 **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

234

5-6

235 subsequently to the Megunticook River en route to Camden Harbor. The watershed is
 236 relatively large by coastal stream standards, and the majority of it lies upstream of
 237 Camden. Within Camden, it is by far the largest of the three major watersheds. It drains
 238 the entire area between Bald Mountain and Mount Megunticook and the whole
 239 Megunticook River valley down to Camden Harbor. This constitutes the full central
 240 portion of Camden, and perhaps half of the Town's land area.

241

242 **Surface water resources:** Within Camden, the watershed's principal water bodies
 243 are the southern basin of Megunticook Lake (the northern basin is in Lincolnville) and
 244 the Megunticook River:

245

246 • Megunticook Lake has a unique, irregular shape in which the north basin
 247 is divided from the south basin by a point of land called Fernald's Neck. Its total surface
 248 area is 1,220 acres, with a maximum depth of 64 feet and an average depth of 20 feet.

249

250 • The lake has areas of heavy cottage development, including along the
 251 southeastern shore of the south basin. In the past, the lake has been affected by pollutants
 252 (nutrients) running off the land as the result of poor agricultural practices and failing
 253 septic systems. At present, water quality is generally good, and the lake's productivity is
 254 low to moderate, but the lake is considered by Maine DEP to be "at risk." The lake is
 255 managed for brown trout and brook trout. It also is a potential source of public water
 256 supply for The Maine Water Company. The Megunticook Lake Association plays an
 257 important role in monitoring lake activities and water quality.

258

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

265

266 **(See Soils Map in Appendix)**

267

268 Special natural areas in this watershed include:

269

- 270 • Essential habitat for bald eagles on Crane Island;
- 271 • Deer wintering areas on the east slope of Mount Megunticook, Fernald's
 272 Neck, Pleasant Ridge, west side of Cobb Road and near Bog Bridge;
- 273 • An area at Bald Mountain, which hosts the rare plant smooth sandwort;
- 274 • Several agricultural parcels, including working farms along Melvin
 275 Heights, and Hodgman Roads and active farms on Howe Hill Road;
- 276 • Megunticook Lake;
- 277 • An area of Mount Megunticook and Mount Battie, which is an exemplary
 278 Low Elevation Bald;
- 279 • An important geological feature on Mount Battie: an exposed, thinly

280

281 laminated metaquartzite that displays cross-bedding and lamination;

282 • An area at Millerite Ledges, which is an exemplary Birch – Oak Talus

283 Woodland;

284 • Fernald’s Neck;

285 • Climbing cliffs on Mount Megunticook;

286 • The waterfall into Camden Harbor.

287

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

294

295 Thus, there are today five evident patterns of land use in the Megunticook
 296 watershed:

297 1) The urban center which contains downtown and moderately dense,
 298 established residential neighborhoods,

299 2) Subdivisions in the river valley,

300 3) Lakefront residential development, now trending from seasonal to more
 301 year-round occupancy,

302 4) The western slopes of Camden Hills State Park,

303 5) Conservation and outdoor recreation land comprised of the Town of
 304 Camden's "Lands End" park and Coastal Mountains Land Trust's Fernalds Neck
 305 Preserve.

306

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

310

311 COASTAL WATERSHED

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

314

315 Surface water resources: The coastal watershed contains three prominent water
 316 bodies:

317 • Camden Harbor, including both the inner and outer harbor;

318 • Spring Brook, a coastal stream that drains the eastern side of Mount
 319 Megunticook, crosses Route One, and discharges to the Atlantic Ocean near Spring
 320 Brook Hill Road;

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

322

323 **Wetlands:** The National Wetlands Inventory has identified approximately 75
 324 inland wetlands and 15 - 20 intertidal wetlands. Four of those wetlands are more than ten
 325 acres in size and are protected by shoreland zoning

326
327 **(Soils - See soils map in Appendix)**
328

329 Special areas: Special natural areas in this watershed include:

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

348
349 **Land use:** The land use of Coastal Watershed is a mix of commercial and
350 residential uses with the highest concentration of businesses along the inner harbor.
351 Camden can be divided into four parts.

352 (1) Camden Harbor is developed, from Bay View Street on the south to Sea
353 Street on the north, and including the boating activity in the harbor itself;

354 (2) Heading out of downtown, northward on High Street (Route One), is a nearly
355 one-mile stretch of historic buildings and properties that have been recognized as an
356 historic district on the National Register;

357 (3) A similar concentration of historic houses has been designated along Chestnut
358 and Bay View Streets;

359 (4) Much of the northern reach of the watershed is contained within the Camden
360 Hills State Park.

361
362 **FARMS, WOODLANDS and OPEN SPACE**

363 **Farms and Forests**

364 Camden's agricultural and forest resources add a significant dimension to the
365 quality of life experienced by residents and visitors alike. The rural character that farms,
366 fields and woodlands create is highly valued as evidenced by the protections offered to
367 these natural resources in the Rural Districts in Camden's ordinances, and by the charge
368 to Camden's Conservation Commission to encourage continued use of the land within the
369 town of Camden for agriculture.

370
371 **Farmland:** Camden is the fortunate recipient of the good stewardship practiced

372

5 - 9

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

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

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

390

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

399

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

403

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

408

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

413

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

417

418

5- 10

419 Recommendations, Questions and Strategies:

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

425

426 1. In the decade since the 2005 Comprehensive Plan, there have been significant
427 changes in state environmental regulations. The Natural Resource Protection Act
428 provides a permit process that aims to prevent erosion from soil disturbance within 75
429 feet of a water body or stream. A Storm Water Management Law provides additional
430 protection from development. Any activity within a significant wildlife habitat (such as
431 eagle nesting areas on Crane Island and Curtis Island) requires a sign-off by the
432 Department of Inland Fisheries. (Harbor Committee, Conservation Committee, Hosmer
433 Pond Assn., Megunticook Watershed Assn.);

434

435 2. The Maine Department of Environmental Protection cannot monitor all
436 activities throughout the state, therefore, the code enforcement officer and the citizens
437 play an important role in the protection of Camden's natural resources, to preserve the
438 quality of the lake, pond and river. (Hosmer Pond Assn., Megunticook Watershed Assn.;
439 Conservation Committee, lake wardens, Code Officer);

440

441 3. Fishing, trapping, and hunting continue to be important, traditional recreational
442 pursuits. (Conservation Committee, Recreation Committee);

443

444 4. Prevention is the key to keeping non-native plants from invading local gardens
445 and open fields. Invading plants can out compete native species for sunlight, nutrients
446 and space and can change animal habitat by eliminating native foods, altering cover and
447 destroying nesting opportunities. Furthermore, inspection of boat hulls launched from
448 other locales can help prevent the introduction of invasive milfoil in the lake. (Lake
449 warden, residents living along the shores of lakes and ponds, Hosmer Pond Assn.,
450 Megunticook Watershed Assn.);

451

452 5. Through the efforts of Citizens for a Green Camden, a town policy was
453 established eliminating the use of pesticides on town-owned property. The group received
454 pledges from 26 hospitality businesses to use only safe products on their lawns. Private
455 landowners are also being encouraged not to use pesticides on their property.
456 (Conservation Commission);

457

458 6. The Megunticook Watershed Association acknowledges those who have
459 upgraded their properties by adding buffers, by eliminating pesticides on their land and
460 by putting a curve in their driveway and encourage others who have not to do so.
461 (Megunticook Watershed Assn., Hosmer Pond Assn., Conservation Committee);

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7. Megunticook Watershed Association to continue to do weekly 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., volunteer testers, Code Enforcement Officer).

(The following were asked to supply information for this chapter: The Camden Parks and Recreation Committee, the Camden Conservation Commission, Coastal Mountains Land Trust, the Ragged Mountain Redevelopment Committee Megunticook Watershed Association, Camden Waster Water Department, Camden Tree Warden and the Camden-Rockport Pathways Committee)

DRAFT

1
2 **Final Draft**
3 **Chapter 6 Natural Opportunities and Constraints**
4

5
6 The natural form of Camden - the mountains, the meadows, the forests, the farmlands, the
7 harbor, the lakes, the rivers and streams - initially provided food and cover for a wide range of
8 wildlife. As time progressed and man invaded these spaces, development began to occur. The first
9 sites selected were those that were convenient to the ocean for trade or to the rivers to harness the water
10 power. Farms flourished in the more fertile valleys, a commercial area developed around the harbor
11 and residences began to pop up where land was readily available.
12

13 As the town matured, the residents realized that it was better to direct development into certain
14 areas. Water, sewer and electric lines were run in the areas where they could serve the most customers
15 and be installed at the least cost. The availability of the utilities tended to keep development in the
16 lower, less rocky elevations. There were still people that wanted to move away from the areas serviced
17 by municipal utilities to have larger parcels of land in more private, more rural parts of town.
18

19 As development intensified and people began to view the lakes, mountains and oceans as
20 recreation areas rather than providers of fish, power and timber the Town acted to encourage
21 development in certain areas and restrict it in others. Ultimately a Zoning Map and Ordinances were
22 accepted by the voters in 1992. There now exists, in those documents, specific regulations that prohibit
23 development above certain elevations, on steep slopes and near wetlands or watercourses. Additional
24 regulations require the use of open space zoning in the rural area that will allow for smaller house lots
25 while preserving larger open spaces to protect wildlife and forested areas.
26

27 The Town realizes that it needs to be vigilant in preserving our natural environment, for once it
28 is consumed by inappropriate development, it can never be returned to its natural state. The Town is
29 mindful that we need to continually monitor trends in the regulation of development. For instance, our
30 understanding of the damage caused by lawn chemicals and phosphorous run off into waterways is far
31 greater than it was in times past. Camden must be open to the implementation of new ordinances to
32 control these more recently understood problems.
33

34 The centuries old legacy of farming in our town should be recognized and supported. In recent
35 years the trend to rejuvenate existing and establish new farms has become a focus for individuals
36 interested in pursuing local sustainable agricultural. To assist both existing and new farmers in keeping
37 the farmlands productive and free from succumbing to development, the Maine Farmland Trust was
38 formed to provide financial, educational and marketing support to farms throughout the State. The
39 Trust has a “Buy/Sell/Protect” program through which it purchases farms and resells them for
40 agricultural use after permanent restrictions against development are in place.
41

42 Monitoring the use of the land and changes in our understanding of the environment fall on the
43 Conservation Commission, the Planning Board and the Town Planner. They will develop any needed
44 new regulations to manage the balance between residential, commercial and natural/recreational areas
45 of our town. Other independent organizations such as Coastal Mountain Land Trust, the Megunticook
46 Lake Association and the Megunticook Watershed Association can also play important roles in
47 monitoring development activity and regulations.
48

49 **Recommendations, Questions & Strategies**

51 The following issues present significant opportunities and/or problems for Camden in the next
52 ten years and as such should be continually monitored and evaluated so that possible actions can be
53 assessed and introduced as appropriate. Listed after each Recommendation, Question and Strategy are
54 the individuals, Boards, Committees and groups responsible for monitoring and evaluating these issues.
55

- 56 1. The Town should work with Lincolnville and Hope to consider methods of limiting commercial
57 operations on Megunticook Lake and Norton Pond such as float and mooring rentals.
58 (Megunticook Watershed Assn.);
- 59 2. The Town should work with Lincolnville and Hope to consider methods of limiting the number
60 of moorings available in Megunticook Lake and Norton Pond. (Megunticook Watershed Assn.);
- 61 3. The Town should support the Hosmer Pond Association in their efforts to implement State
62 approved measures to improve the quality of the pond and safety for its users. (Hosmer Pond
63 Assn.);
- 64 4. The Town should support the continuing operation of existing and new farms in concert with
65 the Maine Farmland Trust by implementing zoning ordinance changes as may be required to
66 support these agricultural uses. (Conservation Commission);
- 67 5. The Town should continue to work with the Coastal Mountains Land Trust on the Expansion of
68 the Bald and Ragged Mountains natural and recreational areas and on the creation of the
69 Megunticook River Walk. (Coastal Mountains Land Trust, Pathways Committee).
- 70
- 71
- 72
- 73
- 74

75 (The following were asked to supply information for this chapter: Camden Conservation
76 Commission, the Camden Parks and Recreation Committee, Ragged Mountain Redevelopment
77 Committee, Megunticook Watershed Assn., Coastal Mountains Land Trust, Camden Garden Club,
78 Hosmer Pond Assn. and the Camden Tree Warden)

1 **Final Draft**

2
3 **Chapter 7 SEWER AND WATER UTILITIES**

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5
6 The Town's sewer and water utilities are important not only for the critical
7 functions they serve, but also because they affect the direction of the Town's growth. For
8 many years these utilities have defined what might be thought of as the urban or village
9 center of Camden. As they begin to reach beyond the traditional urban center, care must
10 be taken to assure that the planned expansions are coordinated with the Town's desires to
11 expand service areas.

12
13 **SEWERAGE**

14 The Camden sewer system consists of a central facility that provides primary and
15 secondary treatment and is classified as a secondary treatment plan, 7 pump stations, and
16 more than 17 miles of sewer line (see Figure 6):

- 17
- 18 • the treatment plant, built in 1970 with a licensed capacity of 1.21 mgd;
- 19
- 20 • the Rawson Avenue pump station, was 1,200 gpm capacity but has
21 recently been upgraded to 1,900 gpm capacity;
- 22
- 23 • the Bay View Street pump station, with 2700 gpm capacity;
- 24
- 25 • the Sea Street pump station, with 500 - 700 gpm capacity;
- 26
- 27 • the Mount Battie Street pump station, with 200 gpm capacity;
- 28
- 29 • the Cove Road pump station, with approximately 200 gpm capacity;
- 30
- 31 • the Washington Street pump station, with 300 gpm capacity;
- 32
- 33 • the Norumbega pump station;
- 34
- 35 • a small lift station.
- 36

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

41
42 The treatment plant has ample dry weather capacity. Its dry weather flow is .550
43 - .800 mgd, vs. a rated capacity of 2.8 mgd (and a peak capacity of 4.6 mgd). Similarly,
44 the two major pump stations located on the Public Landing and on Rawson Avenue have
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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.

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 Wastewater Treatment Plant.

The chlorine gas effluent disinfection system that was installed when the plant was built 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. Groundwater still does, however, infiltrate 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.

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 eliminate malfunctioning septic systems, and the elimination of storm water flows and groundwater infiltration from the system.

The studies' recommendations were as follows:

System Extensions

The 1975 plan (updated in 1987) recommended, as top priorities, serving the Collins Avenue area off High Street and the upper Washington Street area. 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 listed three additional phases of sewer extension once the two top priorities ("Phase I") were done:

- 92
- 93 • Phase II: serve the area that drains by gravity to the Rawson Avenue pump station
 94 (John Street, Pearl Street, Mechanic Street, the section of Simonton
 95 Road which runs between Mechanic Street and John Street, and a
 96 portion of Cobb Road). Upper Mechanic Street and portions of John
 97 Street and Cobb Road were connected in 1997 in conjunction with the
 98 Merry Gardens Estates sewer extension project.
 99
- 100 • Phase III: Riverside area (upper Mountain Street, Turnpike Drive, Start Road,
 101 Molyneaux Road, and Beaucaire Avenue), which, in addition to new
 102 development, would eliminate the need for subsurface disposal systems
 103 near the Megunticook River.
 104
- 105 • Phase IV: serve the rest of the area west of the Megunticook River (upper
 106 Mechanic Street, Melvin Heights Road, Molyneaux Road, Payson Road,
 107 portions of Cobb Road and the remainder of upper Washington Street).
 108

109 In 1989, the Town initiated planning for portions of these areas. Included in the
 110 study are extensions:

- 111
- 112 • Along Molyneaux Road, from Route 105 to Route 52 (extending the recently
 113 completed Riverside Drive line). The preliminary cost estimate (1990 dollars)
 114 is \$448,000.
 115
 - 116 • Along Beaucaire Avenue, which serves the homes on Megunticook Lake's
 117 shoreline. The preliminary cost estimate (1990 dollars) is \$2,016,000.
 118
 - 119 • In the John Street/Cobb Road/Mechanic Street area. The preliminary cost
 120 estimate is \$991,000.
 121

122 Currently, there are no sewer extension projects on the drawing board. With
 123 aging infrastructure, the Town may be required to evaluate maintaining and upgrading
 124 the existing system rather than expanding it to serve more areas.
 125

126 **Elimination of Infiltration and Inflow**

127 The 1981 study examined the sewer system for unwanted infiltration of
 128 groundwater into the system through cracks and joints in the pipes, and for inflow of
 129 rainwater (storm water) through drainage connections to the sanitary system.
 130

131 The study found in the older part of the sewer system (as old as 100 years) offset
 132 joints, misaligned pipes, root intrusion, sections of broken pipe, and sections of
 133 undersized pipe. It also found numerous sources of inflow and recognized that there are
 134 probably many more as well from individual sump pumps and cellar drains.
 135

136 The Town purchased video sewer inspection equipment in 1995 for the purpose of
 137 identifying and prioritizing those portions of the collection system, which are in need of

138

7 - 4

139 repair. The Town replaced the older portions of the High Street sewer collection system
140 in 2005 in conjunction with the State project to rebuild the road. We suspect that this
141 area was responsible for a large portion of inflow and infiltration (I/I). The aging sewer
142 collection line on Spring Street was replaced in 2009 and plans are currently being made
143 to replace the sewer line on Thomas Street in 2013 in conjunction with the Camden
144 Public Works reclaim project on that road.

145

146 The Town hired Wright-Pierce Engineers in 2012 to provide the Town with
147 assistance in its efforts to identify sources of inflow and infiltration in the sewer
148 collection system.

149

150 The study identified 25 actions to reduce infiltration of groundwater and 35
151 sources of inflow to correct. The Town has worked on these lists, and the superintendent
152 estimates that about 20% - 25% of the items have been addressed. However, because
153 there are many other sources of I/I he believes that only perhaps 10% of the problem has
154 been corrected. The Town has enacted an ordinance requiring that all new hookups to the
155 system by developers or the Town be accompanied by removal of twice the volume of I/I.
156 This requirement also applies to Rockport's entry to the system. This resulted in an I/I
157 investment of \$580,000, but removed an additional 450,000 gallons of water from the
158 system.

159

160 **Sludge**

161 The Town is currently contracted with Casella Organics for sludge composting at
162 that organization's farm in Unity Plantation. The dumping of sludge at the landfill was
163 ended in February 1990.

164

165 **PUBLIC WATER SUPPLY**

166 Camden's public water supply is provided by the Camden and Rockland division
167 of Maine Water Company. Maine Water is headquartered in Rockport and is the largest
168 investor-owned water utility operating in Maine. The Camden and Rockland Division
169 serves not only Camden, but Rockport, Rockland, Thomaston, and sections of Owls Head
170 and South Warren through a single water system. The entire system serves a mid-coast
171 area population of 20,000 through 8,000 service connections. Maine Water estimates
172 that roughly 50% of the population of Camden is served by the public water system
173 through 1,800 service connections.

174

175 The primary source of the public water supply is Mirror Lake in Rockport.
176 Grassy Pond, also in Rockport, is a secondary supply, as water is regularly pumped from
177 Grassy Pond to Mirror Lake. Both lakes have well protected watersheds and are
178 expected to continue to provide a reliable source of water for Camden and the region for
179 decades to come. Treatment is provided through a central treatment facility located at
180 Mirror Lake in Rockport. Projections suggest that Mirror Lake and Grassy Pond have
181 adequate capacity to meet the water supply needs of the area for the next 50 years or
182 more.

183

184
185 The water distribution system in Camden consists of 25.5 miles of pipe, a new
186 865,000-gallon water storage tank on Mountain Street, a 120,000-gallon underground
187 storage tank on Sagamore Farm Road, 90 fire hydrants, and 1,800 individual service
188 lines. The public water system extends to the Rockport town line on the southern
189 boundary, to Sagamore Farm Road on High Street to the north, to Simonton Road on
190 John and Mechanic Streets, to Hoffses Drive on Washington Street, and to just beyond
191 the water tank on Mountain Street (see map).

192
193 As with the wastewater system, the public water system primarily serves the
194 village area and does not extend to the rural portions of the Town. The current
195 distribution system provides adequate pressure to elevation 200. There are areas of
196 undeveloped land that can be served by the public water system without additional
197 pumping or storage. Washington Street to Bog Bridge, sections of Molyneaux Road, the
198 Start Road, and Mountain Street to Molyneaux Road are the major areas where further
199 extensions of the water distribution system might be financially viable. Additional
200 pumping is required to serve developments at higher elevations, and additional storage
201 capacity would likely be necessary if fire protection service is required at higher
202 elevations. Further extension or expansion of the public water distribution system must
203 overcome the significant financial implications of additional pumping and storage in
204 most of the unserved areas in town, such as upper Cobb Road, Melvin Heights, and outer
205 Mechanic Street. The Pleasant Ridge and Stonehurst subdivisions are examples of
206 developments in higher elevations that could not justify the additional cost of extending
207 the public water system over the installation of individual wells.

208
209 The Maine Water Company has historically worked cooperatively with the Town
210 to replace and upgrade water infrastructure in conjunction with Town or MDOT projects
211 in Town. Additionally, the water utility in 2013 replaced the Mountain Street water
212 storage tank originally constructed in 1902 with a new tank of larger capacity in order to
213 provide additional fire protection capacity. The new tank allows hydrant flow rates of up
214 to 3,000 gallons per minute for up to 3 hours, a rate recommended by the Insurance
215 Services Organization for Camden.

216
217 The Maine Water Company also maintains a water supply interest in
218 Megunticook Lake and the Megunticook River. The water utility holds legislatively
219 granted rights to withdraw water from the Megunticook River. The utility owns land on
220 the east side of Mt. Battie Street along the river to the Seabright Dam. This site would be
221 sufficient to locate a water treatment facility if customer demands rise to point of
222 exceeding the safe yield of existing supplies. Although there are no current plans for the
223 use of the Megunticook River as a public water supply, it is important for the region to
224 maintain the viability of this water source should it be needed.

225
226 The Department of Human Services lists five other public water supplies in Camden as
227 follows: Camden Snow Bowl, Camden Hills State Park, Mountainside Mobile Home
228 Park, Birchwood Motel and High Tide Inn.

230

7 - 6

231 **Recommendations, Questions and Strategies:**

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

237

238 (1) Because public sewer and water lines directly affect the direction of Town
 239 growth, extensions of the system must be carefully considered in light of the
 240 Comprehensive Plan's recommended growth areas. To the extent possible, these
 241 public utilities should be used as tools to shape the desired growth pattern. (Waste
 242 Water Superintendent, Maine Water Co., Waste Water Commissioners);

243

244 (2) In considering extension of public sewerage along Megunticook Lake to solve
 245 existing problems, serious thought must be given to the additional development
 246 near the lake that may be stimulated by public sewerage. The resulting impacts of
 247 storm water runoff and non-point source pollution on the lake may be an example
 248 of the cure being worse than the disease. (Planning Board, Waste Water
 249 Commissioners, Megunticook Watershed Assn.);

250

251 (3) The equitable financing of sewer line extensions through a mix of impact fees,
 252 user fees, assessments and tax dollars will be an ongoing issue as sewer system
 253 expansions are contemplated. (Waste Water Commissioners);

254

255 (4) Removal of infiltration and inflow from the sanitary sewer system will be an
 256 ongoing need. (Wastewater Superintendent, Waste Water Commissioners);

257

258 (5) While the Town's subdivision ordinance addresses the issue of sewer system
 259 extensions, clear policy is needed with respect to required water system
 260 extensions related to new development, and the extent to which developers should
 261 participate in such extensions. Similarly, if new Building Codes require sprinkler
 262 systems in certain building types the Water Company's ability to deliver the flow
 263 rates and pressures required by any such sprinkler systems must be monitored so
 264 that the Building Code requirement does not outstrip the Water Company's ability
 265 to deliver. (Waste Water Commissioners, Waste Water Superintendent, Planning
 266 Board);

267

268 (6) As the Maine Water Company works to comply with new federal law for
 269 treatment of surface water supplies, the Town can expect to see substantial rate
 270 hikes in the future. The capital requirements of treatment also mean that the
 271 Water Company's ability to participate in growth-related main extensions and
 272 standpipe construction probably will be limited. The Town therefore should be
 273 prepared to pursue innovative programs. (Planning Board, Select Board, Town
 274 Manager);

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- (7) 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);
- (8) 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).

(The following were asked to supply information for this chapter: Camden Public Works Director, Camden Waster Water Superintendent)

DRAFT

1 **Final Draft**
2 **Chapter 8 SOLID WASTE**
3
4

5
6 **SOLID WASTE DISPOSAL FACILITY ORGANIZATION**
7

8 The Mid Coast Solid Waste Corporation (MCSWC), a quasi-municipal organization of
9 the Towns of Camden, Hope, Lincolnville and Rockport was incorporated on June 19, 1995.
10 MCSWC operates a solid waste facility, which includes a recycling center, transfer station, and
11 construction/demolition debris/wood waste disposal area on Union Street in Rockport. The 16-
12 acre site is a former limestone quarry known as Jacobs Quarry and therefore is more of a
13 remediation site rather than a landfill. The quarry consists of two water filled basins, Jacobs
14 Quarry North (JQN) and Jacobs Quarry South (JQS) each approximately 300' deep and
15 connected via "the gut" which is shallower and narrow. The Towns of Camden and Rockport
16 began disposing of garbage and other waste into this quarry in the 1940's. The site first became a
17 four-town facility in 1979, under a Joint Municipal Agreement, and was then known as the
18 CRLH Recycling Center.

19 Since 1993, the Jacob's Quarry site has been operating under a consent decree from the
20 Maine Department of Environmental Protection (DEP) . Regulation prevents it from ever being a
21 licensed landfill.
22

23 **Transfer Station**

24 In 1991 MCSWC began trucking household waste (MSW) to the Penobscot Energy
25 Recovery Corporation (PERC), a regional trash-to-energy electrical generating facility in
26 Orrington, Maine, near Bangor. In 1992-93 MCSWC shipped 6,092 tons of waste to PERC. In
27 1998-99 it sent over 8,000 tons to the PERC facility, a 33 % total increase or about a 4.2%. Since
28 this time, typical MSW generation for our four towns hovers around 6,800 tons per year due to
29 packaging refinements (less packaging), increased recycling and variations in economic activity.
30 This reduction in waste tonnage delivered to PERC is fairly typical for all 187 municipal
31 participants and therefore PERC operates at about 70% capacity.

32 To encourage recycling and to cover the variable costs of disposing a pay as you throw
33 system was initiated in early 2000. The current rate is \$2.00 per bag. Filled bags are accepted at
34 four drop-off hoppers each associated with a compactor. Waste is compacted into 63 yard closed
35 top containers and hauled by trailer to the PERC plant 57 miles away. While the original effort
36 yielded an average of 13 ton loads, recent improvements are producing an average of 18 ton
37 loads increasing efficiency and lowering hauling cost by almost 38%.

38 Based on today's cost of the pay as you throw program and currently available
39 alternatives, closure of PERC and the selection of a new alternative will likely raise the cost of
40 pay as you throw by 250 to 300%.
41

42 **Recycling**

43 In 1995, using 75% state grant funds from the Maine Waste Management Agency, a
44 9,000 sq. ft. regional recycling warehouse was constructed. Cans, mixed paper & boxboard,
45 corrugated cardboard and 1 through 7 plastic are collected and baled at the facility for recycling.
46 Typical output for baled goods at the facility is about 1,000 tons per year. To date, this

47
48
49 community's recycling rate has hovered around 35%. Although the facility collects glass
50 intending to be recycled it is unable to recycle these products because generic jar and bottle glass
51 is contaminated by Pyrex and other specialty glass making the mix unacceptable to recyclers.
52 Consequently the glass is crushed on site and blended into the landfill.

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

60 **Construction/Demolition/Wood Waste Disposal**

61 Construction and demolition debris (CDD) is currently disposed in JQS. Prior to filling
62 JQS above the quarry rim, the gut was filled to ground surface level. The gut is now paved
63 allowing the facility to sprawl southward. This leaves only the northern portion of the quarry as
64 open water.

65 Since the consent agreement was signed in 1993, focus has been placed on a more
66 methodical filling of the Quarry as well as lowering leachate levels in order to minimize impact
67 to nearby Lily Pond. Leachate is currently pumped from a production well located in the
68 southern portion of Jacobs Quarry (JQS) to an onsite, odor control building and then into the
69 sewer to the Camden Wastewater Treatment Plant. Current pumping rate is down to
70 approximately 20 million gallons per year resulting in a sewage disposal cost of approximately
71 \$100,000 annual with 47% of that total paid by Camden.

72 Recent improvements to the fill area have reduced both odor and leachate production. In
73 2009, the 5-acre fill area was re-graded to 3:1 slopes and covered with 2 feet of clay. Once this
74 was completed, precipitation runoff from the clay cover as well as from outside the quarry was
75 easily diverted from the landfill with ditching and allowed to flow off-site as stormwater.
76 Further, odor control was achieved by placing twelve inches of waste, bio-ash under the clay cap.
77 Current management of the fill area utilizes the "cell" method whereby less than one acre of area
78 is open for filling at any one time reducing leachate generation and odor.

79 The life of JQS is difficult to estimate due to continued settling and a variable economy.
80 Current estimate fills JQS in about ten years.

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

83 In 1999, a wood grinder was purchased at a cost of \$250,000. It has been used to divert
84 demo wood waste from the landfill as grindings can sometimes be sold as fuel to licensed
85 facilities. Brush wastes are ground and most often sold for mulch and fuel.

88 **RECOMENDATIONS, QUESTIONS & STRATEGIES**

89 The following issues present significant opportunities and/or problems for Camden in
90 the next ten years and as such should be continually monitored and evaluated so that possible
91 actions can be assessed and introduced as appropriate. Listed after each Recommendation,
92

93
94 Question and Strategy are the individuals, Boards, Committees and groups responsible for
95 monitoring and evaluating these issues.

96 (1) At this writing, the PERC facility has four years remaining for its power sales
97 contract with Bangor Hydro. Concurrent with the end of this sales contract will be the end of all
98 municipal disposal contracts with PERC. Recent increased use of natural gas has made it
99 unlikely that a waste to energy (electricity) plant will be competitive for some time to come. The
100 Municipal Review Committee (MRC), which oversees the PERC contracts of 187 towns and the
101 minority municipal ownership in the plant, has embarked on an endeavor to identify and
102 implement a new and emerging technology, which may provide a comprehensive integrated
103 waste management system for its member towns. Until this plan is revealed, there will be little
104 sense in any infrastructure changes in either recycling or MSW handling. MCSW, in
105 conjunction with MRC is investigating both non-profit and for profit alternatives once PERC is
106 closed. MCSW expects no more than two choices to be available for consideration in about
107 three years. (MCSW board, Select Board, Town Manager)

108
109 (2) Post closure CDD disposal solution is not resolved. This has a ten year expected life
110 so alternatives need to be identified. Additionally it may take several years to implement the
111 alternative among the several jurisdictions, so it is essential that this effort move forward with a
112 concerted effort. (MCSW, Select Board, Town Manager, Mid-Coast Builder's Alliances)

113
114 (3) MCSW is required to pump significantly large volumes of leachate from JQS
115 forever. This is because the groundwater infiltration with significant quantities coming from JQN
116 through the gut. While filling the northern portion of Jacobs Quarry with waste and capping the
117 entirety is often touted as a solution, further independent study reveals it would be very
118 expensive to do properly and would require significant volumes of waste to be imported to do
119 economically. Further, the DEP has taken a strong stand in opposition to further filling
120 portending an expensive legal battle. Instead, MCSW will install a slurry wall in 2014 to cut off
121 the hydraulic connection between both ends of the quarry at the gut. If this slurry system works,
122 water in the northern end of the quarry will leave the site as storm water rather than leachate after
123 it passes through the gut into JQS. If the water in the north quarry does not clean up, it becomes
124 another point strengthening the argument for filling the north end and covering it. It may be
125 beneficial to begin discussions with the Waste Water Management Superintendent to explore a
126 reduced fee for the disposal and treatment of the leachate. (MCSW, Select Board, Town
127 Manager, Waste Water Superintendent).

128
129 (The following were asked to supply information for this chapter: Manager of the Mid Coast
130 Solid Waste Corporation, members of the corporation board and town representatives from
131 Camden, Hope, Lincolnville and Rockport and the Camden Town Manager)

132

Final Draft Chapter 9 TRANSPORTATION

The purpose of this chapter is to plan for the efficient maintenance and improvement of the transportation system in order 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. At the same time, we should recognize 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. This chapter also discusses enhancing transportation connections between Camden and its neighbors.

DESCRIPTION OF ROADS

According to Maine DOT, 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.

About **99.95 %** of the town roads are paved. Named private subdivision roads (often shared driveways listed with E-911) are listed in the Camden Roadway Inventory in this chapter's index. The State and town roads are vitally important as they allow residents to commute to work, school, stores, and around the town. The overall condition (poor, fair, good, or excellent) of each roadway is noted.

The following roads have been posted with weight restrictions seasonally in recent years – Rt. 52, John St., Hosmer Pond Road, Barnestown Road, Beaucaire Ave., Cobb Road, East Ford Rd. , Howe Hill Road, Melvin Heights, Molyneaux Rd., Riverside Dr., Thomas Street, William Glen and Start Road.

List of Closed Bridges or Roads

The Bakery bridge near the corner of Mechanic, Washington Streets and Tannery Lane will be closed in October 2016 and to be replaced.

Road deficiencies include: The Public Works Road Surface Management Program shows about 6 % of the Town roads are in the rehabilitate and reconstruct maintenance category.

(The state's transportation Network Map shows the location of roads and

41 **bridges). (See Appendix for list of Camden Roadway Inventory)**

42 **TRAVEL VOLUME AND TYPE**

43 Camden has significant through traffic on Route 1 and to a lesser extent on
44 Route 52 and Route 105. These roads serve local commerce and neighborhoods as
45 well. Different uses can create conflicts, especially in regards to speed. The
46 enforcement of posted speeds and adequate road design are crucial to counteract
47 these conflicts and the hazards they can create.

48 The major road accessing Camden, Route 1, has the highest average daily
49 volumes, ranging from 14,410 vehicles at the Rockport town line, 10,850 north of
50 the Bay View St intersection, 9,053 north of the Harbor Rd intersection. Route 52
51 average daily volumes range from 3,467 north of the Mill Street intersection to
52 1,935 at the Lincolnville town line. Route 105 has volumes ranging from 3,210
53 north of the Knowlton Street intersection to 1,950 at the Hope town line. Mechanic
54 Street has a volume of 3,361 east of the Park Street intersection. Union Street has a
55 volume of 3,470 north of Colcord Avenue.

56 Seasonal volumes (highest in July and August) are approximately 1.5 times
57 greater than the annual averages for state roadways. Private passenger vehicles
58 comprise most of the volumes on Camden roadways. About 8.1 percent of total
59 volumes on Route 1 are heavy trucks. Nearly all consumer goods for sale in
60 Camden are trucked into the town, and Camden businesses depend upon the road
61 network to ship most of their goods out of the town.

62 **Major Traffic Generators such as schools, large businesses, public gathering**
63 **areas/activities, etc. and related hours of their operations.**

64

Major Traffic Generators	Hours of Operation
Camden Harbor Public Landing	Daily 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

65

Major Events/Activities	Dates
--------------------------------	--------------

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 th
Monday Night Movies in the Park	July and August
Pop Tech Conference	October
U.S. National Toboggan	Early February
Camden International Film Festival	September

(See the Transportation Network Map for traffic volumes.)

DELAYED RATIOS

The Maine Department of Transportation Traffic Analysis Section, Planning Bureau, has provided the following information using the "delay ratio" comparison to summarize the results of traffic congestion comparison of selected Camden routes with similar classes of highways statewide.

US Route 1 has the highest level of congestion in Camden. Urban portions have more congestion than rural portions. In general, the year-round congestion level on highways in Camden is not much different from statewide averages. The exception is for the urban portion of Route 52, which shows less than average congestion for an urban collector.

The congestion level in Camden during summer is higher than average due to the high seasonal variation in traffic between summer and winter. 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.

Level of Service (LOS) is a qualitative measure of congestion and delay measuring operational conditions within a traffic stream and includes speed, travel times, freedom to maneuver, traffic interruptions, and the perceptions of motorists and passengers.

On a scale of A to F, a "C" designation means that traffic flow that is stable, but "motorists are affected by others in the traffic stream. Speed is now dependent upon the presence of other motorists while maneuvering within the traffic stream becomes noticeably more difficult." This is an acceptable LOS in terms of mobility. A segment becomes deficient at LOS E.

94 Delays on roads occur mostly during the summer tourist season. Delays
 95 where average travel speed is lower than the posted speed limit are found on
 96 roadways of LOS D and E. The lowest LOS found in Camden is E for Route 1
 97 from the Rockport town line to the John Street intersection because of the traffic
 98 light in this section of the road. Route 1 from the John Street intersection to the
 99 Sea Street intersection is LOS D. Simonton Road and much of Mechanic Street are
 100 also LOS C. Route 52, Route 105, Union Street, John Street, and Melvin Heights
 101 are all LOS B. All other roads in Camden are LOS A or LOS B.

102 In terms of the travel speed that can be maintained, a segment is said to be
 103 deficient if the average travel speed is less than 74% the posted speed limit. The
 104 segments, and the average speed able to be maintained during the afternoon peak
 105 hour, are:

	Actual Speed	Posted Speed
106 • Rockport town line to Camden Street	32 mph	30
107 • Curtis Ave. to School St.	17 mph	30
108 • School to Atlantic Ave.	12mph	25
109 • Atlantic Ave. to Route 52	16 mph	25

111 **(See the Transportation Network Map for annual average daily traffic**
 112 **volumes at key points on roadways in Camden in 2013.)**

113 **(See map titled Transportation Network for the level of service (LOS) of**
 114 **state and local roads.)**

115 116 117 **SAFETY OF MOTORISTS, PEDESTRIANS AND BICYCLISTS**

118 The safety of motorists, pedestrians and bicyclists is a chief concern of the
 119 town. Maine DOT records eight high crash locations where eight or more crashes
 120 have been reported within a three-year period on Camden roadways from 2011 to
 121 2013.

122 Most accidents in Camden occurred when vehicles entered or exited US
 123 Route 1. High crash location include Route 1: Elm Street intersections with John
 124 Street, Park Street, School Street and Bay View Street, and a road segment of Elm
 125 Street between the Park Street and Washington Street intersections, and a road
 126 segment of Main Street from the Bay View Street intersection to the Tannery Lane
 127 intersection.

128 High crash locations are also found along Mechanic Street and Chestnut
 129 Street in Downtown Camden, and along State Route 105 northwest of the

130 Molyneaux Road intersection to the Camden town line. Hosmer Pond Road has a
131 high crash location from its intersection with Annis Road to its intersection with
132 Wiley Road. Crashes are often caused by limited sight distance, driver distraction
133 and speeding.

134 It would be prudent to reduce driving distractions, improve sight distances,
135 and enforce posted speed limits along the highly traveled and congested areas.

136
137 No local concern has also been expressed for these road
138 segments/intersections in Town.

139
140 There are no route/road that are in poor condition, making driving the posted
141 speed difficult and dangerous.

142
143 There no intersections with inadequate sight distance and lighting for
144 motorists and pedestrians.

145
146 Most of our principal roads are heavily traveled now; accordingly, there is a
147 need to protect them from future degradation and the significant taxpayer expense
148 of adding remedial capacity.

149 150 **TRAFFIC SPEED**

151 Except when conditions or other regulations require a lower speed, the
152 following are maximum rates of speed: 15 m.p.h. in a school zone at specific times
153 of the day, 25m.p.h. in a business or residential area or built up portion, 45 m.p.h.
154 on all other public ways.

155 Speeding is of concern on a number of side streets used by drivers to bypass
156 Route 1 traffic during the busy summer months: Norwood Ave., Pearl St.,
157 Mechanic St., and Central St. The police use several methods to alert drivers to
158 their speeds on these streets.

159 Ongoing police enforcement is very costly. The use of traffic calming
160 strategies in road design could decrease the amount of enforcement needed to
161 reduce speeding.

162 163 **LOCAL ACCESS MANAGEMENT OR TRAFFIC PERMITTING** 164 **MEASURES IN PLACE**

165 Access Management is the planned location and design of driveways and
166 entrances on public roads to encourage development that prolongs the useful life of
167 existing road networks; maintains posted speeds; reduces traffic congestion,
168 accidents and pollution.

169 State standards establish sight distance requirements for the locating of
170 entrances and driveways, as well as covering driveway/entrance width, corner
171 clearance, drainage standards like culvert size, intersection angles, profiles, paving,
172 and turnaround and parking areas, among other standards. New driveways and
173 entrances to state and state aid roads outside of urban compact areas are affected
174 by these rules. Existing driveways and entrances to state and state aid roads
175 outside of urban compact areas are not affected unless a change in their use is
176 sought.

177 When a property owner seeks to build a new entrance or driveway to a state
178 or state aid roadway, or change the use, location or grade of an existing entrance or
179 driveway, the property owner must file an *Application for Driveway/Entrance*
180 *Permit* with MDOT.

181 There is no fee for filing the permit. MDOT will review the permit, schedule
182 a site visit if necessary, and make a decision based on the criteria set forth in the
183 rules. If the permit is denied, MDOT will suggest mitigation measures that would
184 allow the permit to be issued. A two-week turnaround time is sought by MDOT on
185 their review of permits.

186
187 The Camden Subdivision Ordinance references the state highway driveway
188 and entrance rules for subdivisions on state and state aid roads, and the state traffic
189 movement permit requirement for subdivisions that will generate 100 or more trips
190 in the peak hour. The ordinance indicates, “No subdivision shall reduce the Level
191 of Service (LOS) of streets or intersections neighboring the subdivision to a LOS
192 of ‘E’.” There are exceptions based upon location and site conditions.
193 Additionally, “Where a lot has frontage on two or more streets, access shall be
194 provided across the frontage to the street where there is lesser potential for traffic
195 congestion and hazards to traffic and pedestrians.” “Minimum sight distance
196 requirements for all subdivision accesses connecting to external streets shall be
197 contingent on the posted speed of the external street connecting to the subdivision
198 access and shall comply with the site distance requirements in Appendix E and F.”

199 State access management rules apply to state and state aid roads.

200 For dead end streets the Subdivision Ordinance provides, “The Board may
201 require the reservation of a twenty foot easement in line with a street intended for
202 town acceptance to provide continuation of pedestrian traffic or utilities to the next
203 street. The Board may also require the reservation of a right-of-way easement
204 equal to the right of way width of the internal subdivision street in line with the
205 street to provide continuation of the road where future subdivision is possible.”

206 The Subdivision Ordinance allows for cluster developments with shorter
207 subdivision roads and this makes compact design possible. There have been
208 cluster developments approved and constructed since 2001.

209 The Camden Subdivision Ordinance has road design and construction
210 standards based upon zoning districts, private and public ownership, and roadway
211 volumes: Low Volume (1-50 Average Daily Traffic), Medium Volume (51 - 100
212 ADT and 101 - 400 ADT), and High Volume (401+ ADT). Since 2001, this has
213 resulted in subdivision streets design based upon site conditions and surrounding
214 patterns of development.

215

216 **CORRIDOR MANAGEMENT PLANS**

217

218 The Town can formulate corridor management plans that seek to encourage
219 residential, commercial and industrial development with shared entrances and
220 driveways and with the needed road improvements paid for by the developer.
221 Corridor management plans outline the appropriate locations for such access
222 management techniques as frontage roads, shared driveways, intersections, turn
223 lanes and signals.

224 Town costs can be minimized for maintaining roadway corridors that are
225 well planned rather than roadways that are compromised by piecemeal
226 development. In the past, the unplanned placement of commercial and public
227 facilities on arterial highways has seriously impaired the free flow of traffic,
228 requiring taxpayers to fund expensive remedies.

229

230 MDOT has identified short-term improvements that should be considered in
231 Camden.

232 1) To address the accident problem at Route One and Union Street,
233 installation of a traffic signal. MDOT considers this a high priority.

234 2) To address slow travel speed from Union Street to Atlantic Avenue,
235 consider construction of a local relief route or traffic circulation changes. MDOT
236 considers this a high priority.

237 3 Reconstruction of John Street and Conway Road intersections with
238 Route 1 is an ongoing problem that must now include the impact of Quarry Hill.

239

240 The Planning Board proposed, and the Board of Selectmen adopted on May
241 24, 1994, a new policy in which the Town is required to comply with the standards
242 of the subdivision ordinance in the construction or reconstruction of any road or
243 parking lot, unless, due to special circumstances (such as a narrow right of way)
244 the Planning Board waives the standards. The Town is also required to gradually
245 widen substandard roadways (up to 20-foot travel lanes) during periodic
246 maintenance overlays. Finally, the Select Board and Public Works Department
247 recommended systematic maintenance of road shoulders and drainage ditches,

248 which is now a part of the public works department's annual road maintenance
249 schedule.

250 The Camden Subdivision Ordinance has road design, construction and
251 maintenance policies and standards in Article 8 and in several appendices. The
252 ordinance notes, "The approval of a subdivision plan by the Planning Board shall
253 not constitute or be evidence of any acceptance by the Town of any road or
254 easement shown on such plan, and the Board shall require the Plan to contain
255 appropriate notes to this effect. All subdivision roads shown on an approved
256 subdivision plan shall be presumed to be private roads unless and until such roads
257 are accepted as public roads by the Town."

258 "Upon completion of street construction and prior to a vote by the
259 municipal officers to submit a proposed public way to a town meeting, a written
260 certification signed by a professional engineer shall be submitted to the Select
261 Board at the expense of the developer, certifying that the proposed public way
262 meets or exceeds the design and construction requirements of these regulations. If
263 there are any underground utilities, the servicing utility shall certify in writing that
264 they have been installed in a manner acceptable to the utility. "As built" plans shall
265 be submitted to the Select Board. No subdivision road shall be presented to the
266 voters for acceptance until at least 75% of the subdivision lots have been issued
267 Certificates of Compliance."

268 Since 2001, formerly private subdivision roads have been accepted as
269 public roads through town meeting vote. It is believed residents may request that
270 private roadways in these areas be made public roads in the future.

271 Camden is fortunate in having defined visual "edges" providing distinct and
272 natural breaks between its districts, and this is particularly evident downtown. Such
273 things as building lines engaging the sidewalk, taller buildings with party walls,
274 on-street parking, limited vegetation, a colorful palette, noticeable human activity,
275 and a compact form characterize the downtown. Pedestrian and low-speed
276 vehicular traffic further define this area. Care should be taken to reinforce this
277 tight, historic and familiar esthetic in any proposed changes to the transportation
278 network.

279

280 **MAINTENANCE RESPONSIBILITIES**

281 The State provides reconstruction, paving, and summer maintenance of
282 Route One, Route 105 (Washington Street), Route 52 (Mountain Street) and John
283 Street-Hosmer Pond Road. The Town provides such "summer" maintenance for all
284 other roadways in the community. By state law, the Town is responsible for all
285 "winter" maintenance for State and local roadways in Camden, except for the 2.5
286 miles of Route One from Sherman's Point Road to the Lincolnville town line. This
287 means that the Town provides reconstruction, paving, and summer maintenance for

288 more than 38 miles of roadway and winter maintenance (snowplowing and
289 sanding) for 52.9 miles of roadway.

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

298 Maine DOT has allocated funding to replace three Camden bridges in
299 2016/17: Bakery Bridge [2981] for \$1,300,000, Spring Brook Bridge [2794] for
300 \$1,500,000, and Great Brook Bridge [2326] for \$700,000. **(See Appendix for
301 Camden Bridge Inventory)**
302

303 Road maintenance is an ongoing effort and municipal budgets are often
304 stretched as the cost of such maintenance increases faster than the costs of other
305 goods and services, due principally to the costs of petroleum and petroleum-based
306 products like asphalt. The state and federal match for this work has always been
307 important and has become even more crucial to maintain safe roadways. Camden
308 has worked with property owners to improve the safety and mobility (traffic flow
309 at the posted speed) of roadways.
310

311 **(See Appendix for The Maine DOT Work Plan for Calendar Years
312 2015-2017 which includes a number of projects for Camden.)**
313

314 **BUDGET FOR ROAD MAINTENANCE AND IMPROVEMENT**

315

316 Camden's budgets for road maintenance and improvements are: The Urban-
317 Rural Initiative Program/Local Road Assistance Program payments for fiscal
318 years: in 2015 is \$54,140; in 2014 it was \$59,324 and in 2013, it was \$57,792.

319 The following roads have been posted with weight restrictions seasonally in
320 recent years: Route 52, John Street, Hosmer Pond Road and Barnestown Road.
321 [CONFIRM WITH ROAD COMMISSIONER]

322 There are no closed roads. The bridge at Washington St. and Tannery Lane
323 will be closed in 2016 for replacement.

324 Future municipal funding for road improvement and maintenance for
325 Camden are estimated at **\$ 300,000 for storm drains and culverts and \$30,000**

326 **for paving through 2016. (See the Public Facilities Chapter 15 and the Capital**
327 **Improvements Plan, Chapter 21.)**

328
329 Many of Camden's roadways do not meet the road standards for new
330 construction established by the Town in its Subdivision Ordinance. In August
331 1989 the Planning Board approached the Selectmen with two concerns about this
332 policy: first, there is a sense of unequal treatment between developers, whose new
333 roads are required to meet the standards, and the Town, whose reconstructed roads
334 are not; and second, when new development occurs along the reconstructed Town
335 roads, the Planning Board had difficulty requiring the developer to upgrade a
336 roadway that the Town itself did not.

337 **PEDESTRIAN AND BICYCLE FACILITIES AND ROUTES**

338
339 The Camden village area has sidewalks on most principal streets. Outside
340 the downtown village area, pedestrians and bicyclists use roadway shoulders,
341 which are narrow in many places, or use the travel lanes where there are no
342 shoulders. Heavier vehicular volumes in summer and speeding (year-round)
343 threaten the safety of pedestrians and bicyclists. The addition of sidewalks or
344 multi-use paths in certain areas as noted in the strategies section of this chapter
345 could improve this situation, but would require spending public funds and the
346 cooperation of private landowners.

347
348 Camden has sidewalks in the village area, connecting residential areas with
349 the middle school and stores. Sidewalks line Route 1 from Camden Street to the
350 Camden Hills State Park Entrance where new sidewalks were constructed by the
351 state along High Street to the state park in 2010. Residents in general, especially
352 children and the elderly should be able to get around portions of the town without
353 depending on motor vehicles exclusively.

354 Sidewalks are located along these streets within the village (See List in
355 Appendix).

356
357 Sidewalks are located on these streets outside the village. (See lists in
358 Appendix.

359 The rural portions of town do not have sidewalks. Outside of the village,
360 Camden is accessible primarily by motor vehicles.

361 In 2012, as part of a Downtown Economic Development plan, when Rt. 1
362 was re-paved downtown crosswalks were improved and made more visible by
363 laying brick like textures on them and plans for pedestrian – friendly
364 improvements.

365

STATE AND REGIONAL TRANSPORTATION PLANS AS RELATED TO CAMDEN

In 2010-2012 ‘Connecting Maine’ Statewide Long-range Transportation Plan 2008-2035 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 Maine DOT 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.

DOT allocated funding for Sidewalk/Trail On-road New Construction for Route 105, beginning at Matthew John Avenue and extending northerly 0.44 of a mile (\$347,500); and for Route 1, a new sidewalk and crosswalk beginning at Quarry Hill Road in Camden extending southerly 0.36 of a mile in to Rockport. (\$167,037). A sidewalk along Route 1 from Quarry Hill south into to Leonard’s in

To some degree local road design standards support bicycle and pedestrian transportation The Subdivision Ordinance says, “Where the Planning Board determines that there are particular hazards to vehicles, bicyclists or pedestrians or the potential for traffic congestion, then provision shall be made to mitigate the hazards or congestion. Mitigation shall include but not be limited to turning lanes, traffic directional islands, frontage roads, sidewalks, bicycle ways, guardrails, transportation demand management techniques, and traffic controls within existing internal public streets.” Additionally, “For blocks exceeding 800 feet in length, the Planning Board may require the reservation of a 30-foot wide easement through the block to provide for the crossing of underground utilities and pedestrian traffic.”

For dead end streets the Subdivision Ordinance provides, “The Board may require the reservation of a twenty foot easement in line with a street intended for town acceptance to provide continuation of pedestrian traffic or utilities to the next street. The Board may also require the reservation of a right-of-way easement equal to the right of way width of the internal subdivision street in line with the street to provide continuation of the road where future subdivision is possible.” ”

For sidewalks, the Subdivision Ordinance includes, “The Board may require sidewalks when it is feasible to connect to existing sidewalks and when the Board determines a need due to the proximity of the proposed subdivision to existing neighborhood businesses, schools, community facilities, or other pedestrian traffic generators.”

The Site Plan Review provisions of the Camden Zoning Ordinance say, “pedestrian ways shall be safely separated from vehicular traffic.”

CAMDEN–ROCKPORT PATHWAYS COMMITTEE

406 In 1998 the Select Boards in Camden and Rockport appointed the Camden-
 407 Rockport Pathways Committee which is charged with reviewing geographic areas,
 408 rights-of-way and transportation infrastructure in order to improve and to maintain
 409 bicycle and pedestrian safety and access, identify needs and priorities for new
 410 pedestrian and/or bike infrastructure, encourage non-motorized transportation, and
 411 work with the towns to identify funding opportunities.

412 Its initial tasks have been to develop concepts for multi-use pathways in
 413 Camden and Rockport, primarily along existing roads, which will allow downtown
 414 workers, shoppers, and visitors' safe and logical routes to connect to the downtown
 415 area, and to link Camden's multi-use pathways with those in Rockport and
 416 Lincolnville. The committee's first project was a pathway on Union Street and
 417 House Street in Rockport to the "Arch" in Camden which opened in 2002. (See
 418 **Appendix for Committee's Recommendations.**)

419

420 **BICYCLE AND PEDESTRIAN MASTER PLAN**

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

427 (See the Town's website, at www.camdenmaine.gov>Camden
 428 Development Office > Special Reports for Pathways Committee Plan)

429

430 **CAMDEN WALKABILITY AUDIT**

431 In May 2012 a Walkability Audit was conducted in Camden by the Friends
 432 of Midcoast Maine and The Walkable and Livable Communities Institute, to assess
 433 opportunities for improvement to walkability in town. Many opportunities were
 434 identified, recommendations made and specific strategies suggested,

435

436 (See the Town's website, at www.camdenmaine.gov>Camden Development
 437 Office > Special Reports for information on the report's recommendations).

438

439 **PROJECTS**

440 **Camden Riverwalk**

441 A multi-use pathway along the Megunticook River from Shirrtail Point Park
 442 to Camden Harbor called Riverwalk has been proposed and work has begun on
 443 acquiring property rights to develop the project.

444 In November 2013, consultants hired by the Town, T.Y. Lin International,
 445 presented their final report on the Camden Riverwalk project, which incorporated
 446 ideas generated by the Camden-Rockport Pathways Committee as well as those of
 447 citizens attending the several public meetings. The report outlines the long-term
 448 vision for and anticipated costs of a multi-use pathway along the Megunticook
 449 River from Shirttail Point Park to the Camden Harbor. In the same month the first
 450 section of the Riverwalk was completed, a 900 foot long strip along the river's
 451 edge, on the B-R zoned commercial lot at 116 Washington St.

452 The Riverwalk is viewed as a long-range plan. Progress will proceed along
 453 accessible and available sections, as funding and voluntary easements are secured.
 454 Near-term work will proceed with Town-owned land along the Middle School and
 455 Wastewater Treatment Plant properties and downstream of the Seabright Dam.

456
 457 The "Riverwalk" along the Megunticook River has been stated as a goal in a
 458 number of long-range plans for Camden:

- 459 • The 2005 Camden Comprehensive Plan
- 460 • The 2007 Camden Pathways Master Plan
- 461 • The 2008 Tannery Re-Use Final Report
- 462 • The 2010 Camden Downtown Municipal Development and Tax Increment
 463 Financing (TIF) District (Riverwalk included in this funding strategy)
- 464 • The 2012 Camden Downtown Master Plan

465
 466 (All of the above reports can be found on the Town's website, at
 467 www.camdenmaine.gov>Camden Development Office > Special Reports

468 **Public Landing**

469 In November 2013 consultants hired by the Town, T.Y. Lin International
 470 presented their final report on a concept study which explored best uses and the
 471 feasibility and benefits of a reconfigured Public Landing. Many of the ideas
 472 generated by the Camden Walkability Audit were incorporated, as well as input
 473 from public meetings. Three options were presented which incorporated improved
 474 appearance, vehicular and pedestrian circulation, park and pedestrian spaces, and
 475 increased safety for all users.
 476

477 (The study can be found on the Town's website, at
 478 www.camdenmaine.gov>Camden Development Office > Special Reports)

479 **Rt. 1 – Southern Entrance to Camden**

480 Camden and Rockport were awarded a grant to partially fund the design and
 481 construction of a sidewalk/pathway along the eastern side of Rt. 1 from Quarry
 482

483 Hill Drive to just south of the Country Inn. To try and coordinate a plan that will
484 accommodate pedestrians and bicyclists while making vehicular traffic safer and
485 improve the development opportunities in this area, Camden and Rockport have
486 opened discussions with Maine DOT. Included in the discussion are the multiple
487 difficult intersections of Rt. 1 with Camden Road, John Street and Conway Road.
488 The goal is to have the sidewalk/pathway properly placed to allow for additional
489 improvements when funding is available.

490

491 **Downtown Pedestrian Improvements**

492 The Downtown Master Plan (on the Town's website, at
493 www.camdenmaine.gov>Camden Development Office > Special Reports) was
494 funded by Maine DOT for fiscal years 2014-2015, reported that "Parking and
495 traffic have relegated downtown pedestrians to a subservient role to transportation
496 and parking needs. The pedestrian environment has been over-shadowed and
497 compromised in order to maximize convenience for automobiles. The
498 recommendations seek to improve pedestrian experience, safety and connectivity
499 within the downtown by creating a pedestrian-focused streetscape."

500 **PUBLIC TRANSPORTATION**

501 Neither Camden nor the region has a locally centered, scheduled public
502 transportation system at this time. A summer shuttle giving daily service at 30-
503 minute intervals seven days per week was experimented with from 1996-1998.
504 The project was 80% funded through the federal Intermodal Surface
505 Transportation Act. The three-year experiment resulted in the conclusion that the
506 size and density of the summertime population will not support public
507 transportation.

508 Camden and the region lack alternative transportation options in comparison
509 with more densely developed areas, and so residents are largely dependent on their
510 privately owned vehicles for daily trips to work, stores and elsewhere.

511 In 2014, Camden municipal officials participated in a transit study that also
512 included Rockport, Rockland, and Thomaston with Nelson\Nygaard Consulting
513 Associates. The study identified and described options for providing transit service
514 to a broad range of users including in the four community study area including
515 fixed-route and limited-stop service. The Camden to Thomaston Comprehensive
516 Service option was found to have the highest total ridership potential, but the
517 Rockland-Focused Service was identified as the option that best balances ridership
518 with cost and productivity. This option was also identified as the most promising
519 "starter" route that could be expanded over time. Implementation and funding

520 processes, with management and oversight were also described. Based upon this
521 report, Maine DOT allocated funding for Public Transportation, Capital Equipment
522 Purchase (\$600,000) and Public Transportation, Operating Assistance (\$250,000)
523 for 2017.

524 Camden is working at the local and regional levels to enhance and promote
525 modes of transportation that do not require the use of private automobiles.

526 Facilitating and promoting other modes of transportation other than
527 automobiles should be encouraged and include:

- 528 • Shared transportation modes;
- 529 • Safe options for walking, for transportation by wheelchair and for
530 biking;
- 531 • Opportunities or off-road multi-use paths;
- 532 • Connections to nearby and regional trail networks.

533
534 **Companies or organizations in the midcoast area providing some form**
535 **of public transportation are:**

536
537 Coastal Trans, Inc. (CTI) is a non-profit subsidiary of Methodist
538 Conference Home, Inc. CTI is a State of Maine designated Regional
539 Transportation Provider. CTI operates transportation services for residents of
540 Knox, Lincoln, and Sagadahoc Counties and the Towns of Brunswick and
541 Harpswell. CTI provides Non-Emergency Medical Transportation for MaineCare
542 eligible riders, as well as services for riders who are elderly, have disabilities, and
543 people with low income and transportation for the general public. They currently
544 work with a number of agencies to provide connections to services for mental
545 health, medical care, and adult rehabilitation services. CTI operates a fleet of
546 agency vehicles that include ADA accessible buses, as well as sedans and vans to
547 provide transportation services. They operate Demand-Response services for
548 riders, and a Midcoast Shuttle that provides round-trip morning and afternoon
549 service from Brunswick to Edgecomb.

550 Concord Coach (Trailways) offers daily service on their Maine Coastal
551 Route between Orono and Boston's Logan Airport. Stops include the University
552 of Maine in Orono, Bangor, Searsport, Belfast, Lincolnville, Camden/Rockport,
553 Rockland, Waldoboro, Damariscotta, Wiscasset, Bath, Bowdoin College,
554 Brunswick, and Portland.

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

560 Camden does not host a transportation terminal. There are no airports within
561 Camden. The Knox County Airport is over 10 miles from the Camden town line,
562 so development within Camden would not interfere with that airport's operations
563 or airspace. The Town has no marine or rail terminal. None is proposed.

564 There are no regularly scheduled public ferry services provided from or
565 to Camden and there is no current or proposed plan for one. Private water taxi
566 services use the public landing floats, which are from the town landing and the
567 Lyman Morse at Wayfarer Marine dock. The Camden Yacht Club also provides a
568 water taxi for its members.

569 The following improvements are needed to public landings, public wharfs
570 and public docks:

571 The small boat marina is currently in need of upgrade and repair which is
572 scheduled for 2016. There is a constant need for vigilance toward safety on the
573 piers and walkways around the public landing. Constructing the steamboat landing
574 pier as large as it used to be is something that would virtually improve access from
575 away and improve the possibility of a ferry service to once again work between
576 Camden and other ports.

577 Maine DOT allocated funding for Marine New Construction: Camden
578 Harbor Public Landing to expand waterfront access wharf, including pilings
579 (approximately 300 feet) and creating a commercial fishermen hoist for 2015
580 **(See the three-year work plan in the index Also see, The Harbor Chapter 5.)**

581 **PARKING**

582 Generally, there has been sufficient parking in the downtown area in the last
583 couple of years. Parking is found along Route 1 downtown and along with off
584 street parking at other locations. Public parking lots are located at the Public
585 Landing, the Public Safety building, next to Amphitheatre by the library.

586 In 2014 a local developer signed an agreement with the town to allow public
587 parking in one of two parking lots behind the Knox Mill complex on Washington
588 Street. Local businesses have been asked to encourage their employees to park in
589 this lot rather than on downtown streets.

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

595 Detailed recommendations about parking are found in the Camden
596 Downtown Master Plan, dated April 11, 2012. Municipal parking lot locations and
597 capacity are noted in the plan. (The plan can be found on the Town's website, at
598 www.camdenmaine.gov>Camden Development Office > Special Reports)
599

600 Parking is generally available on many local roads in the village area off
601 Route 1.

602 Parking downtown can be a challenge when there are performances
603 seasonally at the Camden Opera House or large meetings in the Opera House
604 building. The Public Landing parking lot is often filled making it difficult for
605 people going out on boat. Schooners taking passengers on overnight trips provide
606 valet parking for their customers.

607 Downtown parking can be stretched to its limit during some seasonal events
608 such as Windjammer Weekend, when the Public Landing is closed to parking and
609 when there are public events that close Atlantic Ave. for a couple of days during
610 summer. During the summer months, parking can be a problem between noon and
611 8 p.m. on Bay View Street.

612 There are also some privately owned parking lots on Bay View Street owned
613 by local businesses for use by their customers. Private lots on Chestnut St. and
614 lots on lower Mechanic Street where local business can purchased parking spaces.

615

616

Municipal Parking Lots Name/Location	Spaces	Condition	Usage
The Public Landing			
Behind the public safety building			
Behind the Knox Mill building			

617 Off-street parking requirements/performance standards are found in the
618 Zoning Ordinance. The Zoning Board of Appeals can waive some parking
619 requirements in the Downtown, Transitional River Business, Harbor Business
620 District and Transitional Harbor Business District for shared parking lots.

621 A parking trust fund has been adopted. It allows new or expanding
622 businesses locating downtown to choose in lieu of providing the parking normally
623 required by the Zoning Ordinance to pay a fee per space into a trust fund to cover
624 the costs of providing off-site parking in the future.

625

626 **Downtown Parking Facility Task Force Report:**

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

631

632 (1) Construct a deck over a portion of the Town-owned "five and dime"
 633 lot on Mechanic Street, which would result in a net gain of 16 spaces. No action
 634 was taken on this recommendation..

635 (2) Create a two-level parking deck facility using air rights over the
 636 Camden Parking Company lot on Mechanic Street, which would create 112 spaces.
 637 In April, 1999, the cost study authorized by the Board of Selectmen was received,
 638 and the cost of a parking structure over the Camden Parking Company lot
 639 containing 112 spaces was estimated by Conestco of Raymond, Maine to be
 640 \$1,970,000. No action has been taken on this recommendation.

641 3) Purchase land behind the present fire station and parking lot on
 642 Washington Street that could create an additional 43 spaces. This has been
 643 completed.

644

645 **Recommendations, Questions and Strategies:**

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

652

653 1. Maintain the existing network of town-owned roads so that they remain
 654 safe and efficient and follow a clear strategy for identifying and making roadway
 655 improvements where needed. (Select Board, Budget Committee, Department of
 656 Public Works, Town Manager);

657 2. Consider improved signalization of the School Street and Rt. 1
 658 intersection, which would take away the preferential (but not necessarily safe)
 659 status now enjoyed by local traffic in favor of Route One traffic? (Planning Board,
 660 Joint Committees from Camden and Rockport)

661

662 3. Build a network of safe paths and sidewalks within Camden, as well
 663 as connecting to our neighboring towns, with particular emphasis given to schools,
 664 institutions, and recreation facilities, to promote stronger community connectivity
 665 and healthy living for children and adults (Pathways Committee);

666 4. Promote pedestrian and bicycle safe options, and create multi-use,
 667 walking and bicycle paths throughout the town, specifically from downtown to the
 668 Camden Snow Bowl, and sidewalks in the village. Through public participation the
 669 town will prioritize potential projects, and then seek Camden Downtown Business

670 Group infrastructure funds, Maine DOT funds, and other sources, to create new
671 paths where best suited, and in agreement with landowners. Public support for
672 these project proposals will be obtained before the town commits resources.
673 (Pathways Committee, Camden Downtown Business Group, Downtown Network
674 Board, Select Board);

675

676 5. Embrace development strategies and approaches that encourage and focus
677 development in core growth and municipal service areas and minimize sprawl by
678 minimizing additional access points along major roads. (Planning Board, Select
679 Board);

680 6. Establish traffic calming strategies to reduce speeding and the number of
681 accidents (Planning Board, Select Board, Public Works Director);

682 7. Make the following improvements that would increase safety for
683 motorists and pedestrians:

- 684 • Enhance navigation signs, guide signs, and warning signs;
- 685 • Adjust street name signs and/or replace with larger signs for better
686 visibility for drivers and for emergency response;
- 687 • Access management strategies: Limit curb cuts by consolidating separate
688 entrances that are close together, and regulate requests for new entrances
689 to ensure adequate site distances;
- 690 • Install modern (MUTCD compliant) crosswalk warning signs.
691 (Select Board, Planning Board, Town Manager, Department of Public
692 Works);

693

694 8. Develop or continue to update a prioritized improvement, maintenance,
695 and repair plan for the community's transportation network. (Select Board, Public
696 Works Director, Town Manager);

697

698 9. Encourage and support the study and introduction of public transportation
699 in the Midcoast. (Area Transportation Committee, Select Board);

700

701 10. Engage in regional planning efforts with Rockport, Hope, and
702 Lincolnville to better manage the traffic flow on connecting roads and state
703 highways. (Select Board, Town Manager);

704

705 11. Enhance a strong working relationship between the Town and State

706 concerning transportation issues, especially regarding the Arterial highway of
707 Route 1 and the collector roads of routes 105, and 52; which are primary highways
708 of the Maine Department of Transportation. (Town Manager, Department of Public
709 Works);

710 12. Ensure that Camden taxpayers do not shoulder excessive long-term costs
711 associated with accepting under town jurisdiction the new roads built by private
712 developers outside of designated growth areas. (Planning and Zoning Boards);

713 13. Increasing the present limited network of sidewalks and pathways for
714 bicyclists or pedestrians in order to offer attractive transportation alternatives to
715 motor vehicles, and to improve Camden's livability and quality of life. (Pathway
716 Committee)

717 14. To maintain and improve traffic flows, the Town should consider Land
718 Use Ordinances that include access management performances standards for local
719 roads. By doing so, local roads could benefit from some of the protections that
720 apply to state and state aid roads. (Planning Board, Select Board, Public Works
721 Director);

722
723 15. Initiate or actively participate in regional and state transportation and
724 land use planning efforts.(Planning Board, Code Officer, Town Manager);

725
726 16. Enact or amend local ordinances as appropriate to address or avoid
727 conflicts with:

728 a) Policy objectives of the Sensible Transportation Policy Act (23
729 M.R.S.A.73); state access management regulations pursuant to 23 M.R.S.A.
730 704: to maintain and improve traffic flows, and improve safety.

731 b) Future land use ordinance provisions should be in harmony with access
732 management performance standards set in current state regulations for state and
733 state aid roadways. (Select Board, Planning Board);

734
735 17. Enact or amend ordinance standards for subdivisions and for public and
736 private roads as appropriate to foster transportation-efficient growth patterns and
737 provide for future street and transit connections.(Select Board, Planning Board);

738
739 18. Work with the Maine DOT as appropriate to address deficiencies in the
740 system or conflicts between local, regional, and state priorities for the local
741 transportation system and make improvements. (Select Board, Town Manager,)

742
743 19. Work with Coastal Trans and other providers to better meet the needs of
744 elderly and disabled residents who lack their own transportation by providing carpools,

745 van/jitney, to stores and services within Camden and to nearby communities (Select
746 Board, Town Manager);

747

748 20. Provide additional funding to improve parking facilities and seek additional
749 parking near the downtown. (Downtown Network Board);

750

751 21. The Town should explore use of impact fees to help to offset costs of
752 utility, traffic, recreation, and public safety facilities created by new development.
753 If adopted, impact fees should apply to all new construction, including single
754 family, multi-family, expansion of existing units, and commercial.
755 (Select Board, Budget Committee);

756

757 22. To promote public health, protect natural and cultural resources, and
758 enhance livability by managing land use in ways that maximize the efficiency of
759 the transportation system and minimize increases in vehicle miles traveled.
760 (Planning Board, Select Board, Conservation Commission);

761

762 23. The Select Board is considering reestablishing a parking committee to
763 address the parking situation in general and specific parking issues such as where
764 additional parking might be needed and where more parking lots may prove useful,
765 and the questions of installing parking meters downtown or at the public land, both
766 of which has been discussed in the past. (Select Board, Town Manager);

767

768 24. The code enforcement officer should continue to advise property owners
769 who seek to put or modify in a driveway or entrance, which connects to a state or
770 state-aid road, or propose to change the use, location or grade of an existing
771 entrance or driveway, to contact MDOT for a permit application. (Code
772 enforcement Officer).

773

Chapter 10 LAND USE PATTERNS

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 SPACE

Natural barriers exist which limit 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 Beach, and Harbor Park & Amphitheatre, all of which provide contrast to developed areas. Along the Camden-

48 Rockport corridor lays the Merryspring Horticultural Nature Park. One third of its 66 acres
 49 are located in Camden. On the outskirts of Camden, the Coastal Mountains Land Trust is
 50 working to preserve additional parcels of undeveloped land.

51
 52 The Parks & Recreation Department has created a Guide to Camden Parks. This
 53 includes the mapping of the Village Green, the Public Landing, Harbor Park &
 54 Amphitheatre, Eaton Avenue Overlook, Harbor Road Overlook, Marine Avenue Overlook,
 55 Camden Hills State Park, Bay Road Overlook, Laite Beach Park, Curtis Island Lighthouse
 56 Overlook, Curtis Island, Camden Bog, Merryspring Nature Center, Mount Battie Trail,
 57 Maiden Cliff, Barrett's Cove Beach, Megunticook Riverwalk, Seabright Park, Shirrtail Point,
 58 G.W. Hodson Preserve, Route 52 Boat Ramp, Bog Bridge Boat Ramp, and Land's End on
 59 Megunticook Lake.

60
 61 Recreation and open space within the Town are more fully described in Chapter 13
 62 of this Comprehensive Plan.

63

64 **RESIDENTIAL LAND USE**

65

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

67

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

72

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

83

84 2. The designated growth area is the Village Extension District (VE). Since June 1992,
 85 27% of new dwellings (71 units) were built in the Village Extension District, which
 86 is the designated growth area. The Traditional Village and Village Extension
 87 Districts have 178 vacant lots available for new housing. The fact that a majority of
 88 new dwelling units, or 56%, were constructed in either the village area or the growth
 89 area, is a reversal of a long standing trend toward more residential growth in the rural
 90 districts.

91

92

93

94

3. Coastal Residential District. (C-R).

95 This area had 13% (32 units) of the residential growth, most of which was single-
 96 family homes with some seasonal cottages.

97

98

4. Rural areas.

99 The remaining 30% of new dwelling units were built in outlying areas as follows:
 100 10% (27 units) in the Rural 1 District, 20% (52 units) in the Rural 2 District.

101

102

103

104

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.

105

There have been no large, rural subdivisions in the past decade.

106

107

Note: Update sections 1-4 as available for more recent dates

108

109 **COMMERCIAL LAND USE**

110

111

Commercial land use in Camden is concentrated in three areas:

112

113

1. The Harbor Business District and the surrounding Business 1 District is the heart of
 114 Camden. Visual, pedestrian, and commercial access to the harbor is the major
 115 attraction to the downtown area for both the local and the tourist populations. The
 116 intensity of use is high, but the area is well defined: from Union Street to Sea Street
 117 and on the roadways that rim the harbor. Uses include a full array of small retail,
 118 service, lodging, water-oriented recreation, restaurant establishments, and civic and
 119 public uses. There have been some conversions and infill commercial development,
 120 but little additional vacant land exists for expansion.

121

122

2. The Transitional Business District (B-3), from Elm Street downtown to the
 123 Rockport town line has served as something of a relief valve for commercial activity
 124 that was unable (due to lack of space or to cost) to locate downtown or that
 125 preferred a site near the Camden Square shopping center on the Camden-Rockport
 126 town line. Prevalent uses range from the classic neighborhood shopping center with
 127 a variety of retail businesses, to residential uses such as Quarry Hill nursing home
 128 and retirement community, to small motels, freestanding service, financial, and
 129 professional establishments. This segment has not deteriorated into a highway-
 130 oriented "strip." Current B-3 zoning emphasizes maintenance of existing residential-
 131 scale structures and exclusion of highway-oriented, high volume uses. Adherence to
 132 the spirit as well as the letter of the B-3 guidelines will be important.

133

The Town of Camden completed its Downtown Master Plan in 2012.

134

135

136

137

138

139

140

Recommendations contained in the plan included a redesign of the Public Landing,
 as well as the construction of a river walk, not only to better utilize one of the many
 natural assets we have, but also as a way to bring residents to and from downtown
 and out to Shirrtail Point Park. This was done to provide a means of way finding in
 and around our downtown area. The final river walk report and design was
 completed in the Fall of 2013.

141

142

143 3. Millville had long existed as a mixed use neighborhood with residential, industrial
 144 and retail/service uses along the Megunticook River. With the closing and
 145 demolition of the Tannery the neighborhood lost its industrial use and primary
 146 employer. Industrial use is not expected to return. Rather the current commercial
 147 uses such as a grocer, laundry, carwash and small offices are expected to lead
 148 additional development of the area. The Town owns the Tannery property and
 149 continues to explore opportunities for the best use of the parcel.

150

151 (Note: Further changes may occur prior to completion of the Comprehensive Plan.)

152

153 4. In recent years, new activity in the mill buildings along the river have increased the
 154 town's economic base and improved the district. The mill buildings, renovated into
 155 offices by MBNA, have been reconfigured to a mix of commercial/residential uses.

156

157 In addition to these established commercial areas, home occupations exist
 158 throughout the Town. Home occupations are a recognized part of the Town's economy.
 159 The provisions of the existing zoning ordinance affirm the need for home occupations in a
 160 community with limited commercial space, while at the same time limiting the home
 161 occupations to activities of a type and scale that do not disrupt residential neighborhoods.
 162 The balance between these two objectives can be tenuous, but the current provisions appear
 163 to be working reasonably well.

164

165 The 1992 Zoning Ordinance added a "low impact use" which allows commercial
 166 uses in a residential district if within 500 feet of certain commercial districts. The standards
 167 for a low impact use are similar to those for a home occupation but less restrictive. Area for
 168 commercial expansion is limited due to a lack of vacant lots in commercial districts therefore
 169 flexibility such as is allowed under low impact use should be further considered to maintain
 170 an appropriate opportunity for commercial development.

171

171 **INDUSTRIAL LAND USE**

172

173 Industrial uses in Camden are limited.

174

175 1. The River Business District off Mt. Battie Street, in the vicinity of the Seabright
 176 Dam. Some of this district was rezoned to residential to allow four affordable
 177 housing lots.

178

179 2. The Industrial District between Union Street and Limerock Street near the Rockport
 180 town line; and

181

182 3. The River Business District between Washington Street and the Megunticook River,
 183 formerly occupied by a tannery.

184

185 In August of 2007, the Select Board authorized the Knox/Waldo Regional Economic
 186 Development Council to take the lead on marketing/redeveloping the Apollo Tannery site.
 187 The objective was to create good, year round jobs for Camden. What came out of this was

188

189

190 'Free Land In Maine.org', a business proposal that will give away the tannery property to a
 191 company that brings in at least twenty four new jobs to Camden.

192
 193 In June of 2006, Tibbetts Industries celebrated 60 years in Camden. In 2007 Intricon
 194 purchased the company, renaming it IntriconTibbetts but since then, the work has declined,
 195 and the number of workers has diminished. In February 2014, Sierra Peaks agreed to
 196 acquire IntriconTibbetts with the expectation that it will keep the business in Camden. .

197
 198 In November 2013, the town voted to amend the zoning language to allow more flexible
 199 residential uses on the first floor of properties in the River Business (B-R) District.

200

201 **MUNICIPAL BUILDINGS**

202

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

209

210 **RESOURCE PRODUCTION**

211

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

215

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

220

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

228

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

233

234 In years past, the Town supported several gravel mining operations which are no
 235 longer active: along Hosmer Pond Road, near Molyneaux and Melvin Heights roads (in the
 236 vicinity of Wildlife Pond), and on Route One near the Maine Water storage tank on the

237

238

239 Town owned Sagamore Farm property, which was used as a fill site for the spoils from the
240 Route One expansion.

241

242 LOCAL FARMLAND

243

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

246

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

256

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

262

262 RECOMMENDATIONS, QUESTIONS & STRATEGIES

263

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

269

270 1. If the Traditional Village pattern is to be replicated in the Village Extension District,
271 should the minimum lot size for non-sewered lots be reduced from 40,000 to
272 20,000 square feet, or less? (Planning Board);

273

274 2. As the number of vacant lots decrease in the Traditional Village and Village
275 Extension Districts, should the Village Extension District be expanded? Should any
276 expansion be based on availability of public sewer and what is the impact of
277 increased traffic on existing roads and neighborhoods? (Planning Board);

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279 3. Should public sewer be extended to some areas of the Village Extension District?
280 (Waste Water Superintendent, and Planning Board);

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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 users (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. 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);
 7. 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. And 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);
 8. 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. Should care be taken, over the long term, to ensure that such uses remain downtown? (Town Manager and Community Development Director);
 9. 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);
 10. 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. (Community Development Director, CEDAC, Downtown Network Board, and Planning Board);
 11. Should Sagamore Farm be considered for future commercial development? (Community Development Director, CEDAC, and Planning Board);
 12. Should use of TIFs and CEAs be further utilized to encourage redevelopment and

- 332 improvement of current commercial and industrial areas? (Community
333 Development Director, CEDAC, and Downtown Network Board);
334
- 335 13. Should zoning and the road network at the intersection of John Street/Route One
336 /Camden Road be reevaluated? Town Manager, Community Development
337 Director, CEDAC, Planning Board, Town of Rockport Representatives, DOT);
338
- 339 14. Within utility service areas, encourage the clustering of development and other
340 measures that would preserve significant percentages of prime farm, woodland soils
341 and wildlife habitat by encouraging enrollment of preserved areas in open space tax
342 program. (Tax Collector, Planning Board).
343

DRAFT

2
3 **Chapter 11 HOUSING**
4

5
6 Camden’s real estate market like some towns in Maine was caught up in the
7 exuberance that marked the last real estate bubble. Its beautiful, historic New England
8 architecture and affordable pricing made it very appealing to out of state buyers that were
9 looking for a second home or a place to re-locate for retirement. It began in the late 1990’s
10 and culminated in the economic recession of 2007. Prices decreased as much as 20% as a
11 result, but beginning in 2012, prices began to stabilize. Sales in Camden are still derived
12 principally from buyers from out of state as prices in the area continue to be lower than
13 markets in Portland. Real estate is important to our local economy and yet, even though we
14 have recovered from the bottom, housing is nowhere close to pulling its economic weight
15 via the addition of new jobs or businesses in the area.
16

17 **HOUSING STOCK**

18 Number and composition:

19 As of the 2010 Census, Camden had a total housing stock of 3168 units. Of these,
20 2625 were considered to be year-round units and 543 were considered to be houses where
21 residents come to stay only for the summer or holidays. According to the 2010 Census,
22 831 of the units are rented. Of the year-round units:

- 23 • 79.4% were single-family units;
- 24 • 18.1% were multifamily units; and
- 25 • 2.5% were mobile homes

26
27 From June 2002 through June 2010, a net of 285 units were added to the year-
28 round housing stock, an increase of 9.8% while the year round population decreased by 400
29 number of people.
30

31 Age and condition of the housing stock:

32 More than 70 years old	36.8%
33 60 to 69 years old	4.8%
34 50 to 59 years old	7.6%
35 40 to 49 years old	2.8%
36 30 to 39 years old	11.8%
37 20 to 29 years old	19.4%
38 10 to 19 years old	5.8%
39 Less than 10 years old	9.8%

40
41 The Town’s housing stock is in comparatively good condition.
42
43
44

45

46 **AFFORDABILITY**

47 The issue of affordability has not changed since the 1990 Comprehensive Plan was
 48 written. Much more must be done if the Town is going to truly address an issue that was
 49 described as a crisis in the previous Comprehensive Plan. The median household income
 50 has increased from \$41,123 in 2000 to \$59,826 in 2010 yet the median home prices have
 51 decreased at a faster pace from \$210,000 in 2000 to \$287,000 in 2010.

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

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

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

68

69 Name	Total Units	Total w/ 70 Rental Assist	Type
71			
72 Applewood	30	0	Family
73 Camden Village	24	24	Family
74 Highland Park	44	40	Elderly
75 Megunticook House	34	0	Elderly
76 Town House Estates 1	18	18	Elderly
77 Town House Estates 11	12	12	Family
78 Merry Gardens Estates	30	0	Elderly
79 (Section 8			
80 Scattered Sites	9	9	Fam/Eld
81 (Section 8, MSHA)			
82 Total	201	103	

83

84

85 **MOBILE HOMES**

86 Camden has a total of 95 mobile homes, which provide affordable housing for residents.
 87 Sixty-three percent (63%) of these homes are in two mobile home parks. Present zoning in
 88 Camden and State law treats mobile homes like single family dwelling units in that they may
 89 locate anywhere in the community that single family homes are allowed, provided that they
 90 comply with the same setback standards as single family homes. State law and Camden's
 91 zoning governing mobile homes also allows the expansion of old, and development of new

92
93 mobile home parks in a reasonable number of suitable areas of the community; and at
94 densities that are considerably greater than are normally permitted. Mobile homes in Camden
95 tend to decrease the resale value of homes around them.
96

97 **Recommendations, Questions and Strategies**

98
99 The following issues present significant opportunities and or problems for Camden in
100 the next ten years and as such should be continually monitored and evaluated so that possible
101 actions can be assessed and introduced as appropriate. Listed after each Recommendation,
102 Question and Strategy are the individuals, Boards, Committees and groups responsible for
103 implementing, monitoring and/or evaluating these issues.
104

105 (1) Just as it was when the former Comprehensive Plan was adopted in 1992, the
106 primary housing issue in Camden is affordability. Today, creating affordable housing is even
107 more of a challenge. The greatest need is among the following groups:

- 108 • Low and moderate income households
- 109 • First-time home buyers of moderate-to-middle income levels.
- 110 • Long time homeowners who because of escalating property values and associated
111 taxes may face increasing difficulty holding onto their homes.

112 Low-income and moderate-income households and seniors need the ability to rent or
113 purchase adequate housing. Without this ability, these citizens cannot be integrated into the
114 neighborhoods of the community. The ability of the town to attract all income levels may
115 diminish over time.

116 The housing issue is tied to jobs and the lack of well paying jobs that will enable buyers
117 to buy houses they could afford. The outlying towns have experienced population growth while
118 Camden has seen an out migration so that Camden's population has decreased every year since
119 2003. For the most part this consistent reduction can be tied to the cost of housing in Camden.
120 The inability to attract people from all income levels, coupled with an aging population and a
121 significant number of homes occupied during the summer months only, could erode the fabric
122 of our community, its economy and participation in town organizations.

123 Dedicating resources, establishing partnerships and collaborating efforts could be the
124 successful approach to creating affordable housing. Since there is no longer a "recipe" for
125 obtaining federal housing resources, we must be more inventive and open in our approaches to
126 local production of affordable housing and the partnerships formed to do so. In order to
127 maximize the revenue necessary to support planned affordable housing production, an
128 Affordable Housing Trust Fund might be established.

129 Partnering with the Midcoast Habitat for Humanity (MHFH) could prove beneficial to
130 the Town of Camden's effort to create affordable housing. Distinctive features of the MHFH
131 programs include the use of sweat equity (usually construction work) by homebuyers
132 themselves; on-site labor by volunteers, support generated by churches, contributions (labor,
133 land, in-kind, and financial) by professionals and corporate sponsors; and individual tax
134 deductible charitable contributions. Homes are sold with no profit markup, and they carry
135 interest free mortgages. These features all contribute to the success of the Habitat program and
136 the ability to successfully address the need for affordable housing.
137

138

139 Additional people are looking to use long term rentals such as in-law apartments or
140 income apartments over garages.

141 There is an immediate need to organize an affordable housing task force which is
142 necessary for the growth and economic welfare of Camden. (Economic Development Director,
143 Planning Board, CEDAC, Downtown Business Group, Town Manager, Select Board);
144

144

145 (2) Modest single family houses and duplexes can certainly be integrated into the fabric
146 of existing neighborhoods. To the greatest degree possible, existing structures should be
147 utilized to accommodate affordable housing. It would be beneficial for the Town of Camden to
148 work with tax acquired properties that could be donated or sold at reduced prices to an
149 organization such as MHFH, which has the ability to rehab or rebuild so as to place the
150 properties back on the tax roll in an efficient time frame. This approach would help accomplish
151 the inclusion of affordable homes with limited new development into existing neighborhoods.
152 (Town Manager, Select Board, MHFH);
153

153

154 (3) The issue of affordable housing is inevitably related to land use regulation, and
155 whether or not these regulations, enacted to protect the character and functioning of the Town,
156 also impose costs that make affordable housing difficult to achieve. Infrastructure costs
157 increase project costs but do not necessarily make them prohibitive when working with the
158 MHFH model. (Mid-Coast Builders Alliance, Realtors Association, Architects, Planning
159 Board. Select Board & Planning Director);
160

160

161 (4) Subdivision developers who are willing to build affordable housing units within the
162 village or its adjacent growth area, should be offered incentives such as increased density
163 requirements; however in keeping with the neighborhood character design criteria. Developers
164 also need clarity of the new building codes and Town ordinances should be made more
165 flexible in lot size requirements in the rural areas of the town so that less expensive homes
166 can be built there. (Code Enforcement Officer, Select Board, Planning Board);
167

167

168 (5) All efforts should be made to promote work force housing in a constructive light, as
169 perceptions can be changed. Community programs should be established to help update old
170 wiring, insulation and heating in the older homes to make them more appealing, especially for
171 multi-families as done by Habitat (CEDAC, Downtown Business Group, Banks, Realtors
172 Association).
173

173

174 (The following were asked to supply information for this chapter: Camden Assessor,
175 CEDAC, and the Camden Affordable Housing Committee)
176

176

177

1 **Final Draft**

2 **Ch. 12 THE HARBOR**

3
4
5 Since the first European settlers sailed into Camden Harbor in 1769, it has been the focal
6 point of the Town's economy and its identity. Over the years, no area in Camden has been of
7 more general concern to its citizens than the harbor and shore front adjacent to it along
8 Penobscot Bay. The community has worked diligently to preserve the maritime character of the
9 harbor and to assure public access to the waterfront for both residents and visitors.

10
11 **PHYSICAL DESCRIPTION**

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

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

21 The harbor is divided into an inner, outer, and coastal harbor. The inner harbor is narrow:
22 its width varies from 300 to 650 feet. It extends south from the head of the harbor a distance of
23 1,400 feet, to just beyond Wayfarer Marine and the Yacht Club. By contrast, the outer harbor is
24 expansive, as it opens out around Curtis Island to Penobscot Bay.

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

30
31 **STATE GOALS**

32 To protect the State's marine resources industry, ports and harbors from incompatible
33 development and to promote access to the shore for commercial fishermen and the public.
34 (Growth Management Act)

35 To promote the maintenance, development and revitalization of the State's ports and
36 harbors for fishing, transportation, and recreation. (Coastal Management policies)

37 To support shoreline management that gives preference to water-dependent uses over other
38 uses, that promotes public access to the shoreline and that considers the cumulative effects of
39 development on coastal resources. (Coastal Management policies)

40
41 **LOCAL GOALS**

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

44
45 **USE OF THE HARBOR**

46 **Land Side**

47 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 Wayfarer Marine Corp. Above the shore, along Sea Street, is a single-family neighborhood. There are condominiums located adjacent to Wayfarer on Eaton's Point. Recent zoning ordinances have preserved commercial use and visual access along the harbor.

Water Side

The harbor is dominated by recreational boating: windjammers, daysailers, charter services, yacht club, moorings, and boat yards that serve principally the recreational boating industry. Camden harbor currently accommodates:

- A small fishing boat fleet;
- 4 daysailers, 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, including a recently expanded marina at Wayfarer Marine Corp., for both boat repair and recreational docking purposes.

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.

PUBLIC FACILITIES AND ACCESS

Public facilities that provide access to the harbor include:

- The Public Landing off Main and Bay View Streets includes seasonal berthing 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 5 licensed daysailers. A large parking lot is located at the landing, serving both waterfront and downtown visitors.

In November 2013 the Select Board voted approval for proceeding with implementation of a new phased design concept for the Public Landing.

- 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 trailerable 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 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. However, there is no Town-owned public access to the shoreline of Penobscot Bay beyond the outer harbor. A portion of the Camden Hills State Park borders the coastal

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98 harbor off Belfast Road and provides public access at that point for picnicking and hiking.

99 It also should be noted that there is no Town-operated launch service in the harbor to
100 transport boaters between their boats and the shore. The Camden Yacht Club and Wayfarer
101 Marine currently provide the service during the summer season.

102 Once on the water, the town-owned Curtis Island is available for picnicking and enjoying
103 the bay. In June 2013 the Town funded the creation of the Curtis Island Lighthouse Museum
104 which displays the history of the island and lighthouse. It is open to the public.

105

106 **GOVERNANCE AND REGULATION**

107 The use of the harbor is regulated by a Harbor and Waterways Ordinance, which was last
108 revised November 2013. Among other things, the Ordinance (in addition to rules promulgated by
109 the Federal Army Corps of Engineers and the State):

- 110 • Governs the placement of piers, wharves, floats, and other structures in the
111 harbor;
- 112 • Allocates space for daysailers, windjammers, moorings, and floats;
- 113 • Establishes lines beyond which piers, wharves and fill cannot extend;
- 114 • Encourages the use of consolidated piers, rather than the proliferation of
115 individual piers into the harbor. (Note: more changes to come)
- 116 • Protects Sherman Cove area from development of any structure requiring a permit
117 under the Harbor and Waterways Ordinance.

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

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

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

131

132 **Recommendations, Questions & Strategies**

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

138 (1) With the construction of the launching ramp, combined with improvements of the
139 Public Landing and identification of shoreline access points, public access to the harbor has been
140 achieved. Currently there exist extensive waiting lists for moorings, inner harbor floats, and
141 Public Landing slips. During the peak summer season transient berths are often booked to
142 capacity. Efforts should be made to increase resident and transient boat facilities. (Harbor
143 Committee, Wayfarer Marine, Yacht Club, Harbor Master);

144 (2) Harbor management continues to be a challenge, especially in the crowded inner

145 harbor. The November 2013 revised Harbor Ordinance provides the guidance for harbor
146 management; it is important to commit the time and resources to creation of needed harbor use
147 plans, to enforcement, and to maintenance of facilities. (Harbor Committee, Harbor Master);

148 (3) Recreational use of the harbor, by both daysailer and windjammer fleets and the
149 boating public, is one key to the Town's economy. A variety of boating opportunities need to be
150 maintained, and space allocated to each as efficiently as possible. (Select Board, Harbor
151 Committee, Harbor Master);

152 (4) Due to the very limited area in the inner harbor, preference is given to commercial,
153 transient, and public boating needs, while the mooring of many private pleasure boats is directed
154 to the outer harbor. We should balance these activities. (Select Board, Harbor Committee,
155 Harbor Master);

156 (5) The harbor provides opportunities for recreational boating, commercial fishing, tour
157 boat cruises, and a commercial marine industry. These activities should be allowed to co-exist
158 and expand through good management policies. (Select Board, Harbor Committee, Harbor
159 Master, Commercial Marine Industry Owners);

160 (6) Camden has eight commercial fishermen and the Town is committed to supporting
161 this traditional occupation. It should be maintained along *with implementation of State Statute*
162 *Title 38*. (Select Board, Town Manager, Harbor Committee, Harbor Master, Commercial
163 Fishermen);

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

168 (8) The State of Maine is attempting to establish a network of passenger ferries, Camden
169 should be aware of the potentiality for reestablishing a ferry pier possibly where one once existed
170 at the end of Steamboat Landing Road. (Select Board, Town Manager, Planning Board, Harbor
171 Committee, Harbor Master);

172 (9) A controversy about the building of marine railways in Sherman's Cove seemed to
173 indicate that the specific language of the Harbor and Waterways Ordinance did not thoroughly
174 reflect the town's desire to protect Sherman's Cove as expressed in the Ordinance, the Harbor
175 Committee should completely review the Harbor Ordinance for other unintended ways that the
176 public use of the harbor might be disturbed. (Select Board, Planning Board, Harbor Committee,
177 Harbor Master);

178 (10) With the advent of climate change resulting in warmer temperatures along the Maine
179 coast, it may be worthwhile to study the benefits of creating a plan to protect the harbor from
180 rising ocean elevations, storm surge damage, and runoff pollution in the heavy downpours we are
181 experiencing more frequently. (Note: Some towns around the State are already looking at this
182 issue. (Select Board, Town Manager, Harbor Committee, Harbor Master);

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

186 (12) To the extent state and federal agencies are able to estimate, considerations of
187 climate change hazard and sea level rise should modify land and use standards for waterfront
188 properties, and should broaden the allowable scope of measures to protect existing facilities and
189 new construction.

190 Land owners should be allowed to provide effective responses to these changing conditions
191 as standards, practices, and technologies are developed. Construction practices should be guided
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193
194

12 - 5

195 by both applicable codes and by FEMA guidance. Consideration to revising local ordinance
196 requirements which stipulate a maximum height limit above sea level (eg. mean high water
197 based upon current predictions) should permit structures such as piers or wharfs to establish
198 higher elevations to be protected if sea levels change. (Planning Board, Select Board, Harbor
199 Committee).

DRAFT

Final draft**Chapter 13 RECREATION AND OPEN SPACE**

PARKS AND RECREATION DEPARTMENT

In the mid-1980's, a Parks and Recreation Committee was formed, a director was hired, and a year-round Parks and Recreation Department was initiated. 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 operates under two budgets, the Parks & Recreation Budget, and the Ragged Mountain Recreation Area Budget which is set up as an "Enterprise Account" under the Town of Camden. The department operates approximately half under the Parks budget, and half under the Ragged Mountain Recreation Area budget. Starting with the 2001-02 budget year, the Department's maintenance labor was extended to seven months, with a corresponding reduction to five months for full time Snow Bowl labor, in an effort to more accurately reflect the seasonal aspect of work done. The Ragged Mountain Recreation Area budget (approximately \$650,000 in 2014) is set up to be a balanced budget, with Town appropriations only for Capital Reserve funds, fund raising matching funds, and operating deficits if any. The Parks and Recreation Budget (approximately \$201,000) is part of the Town Budget Process, funded from appropriations, and offset in part by program income. In the early 1990's, the Ragged Mountain Recreation Area Foundation set up an endowment fund to finance capital improvements at the Ragged Mountain Recreation Area.

Note: The budget figures provided should be confirmed with the Town Office.

RAGGED MOUNTAIN RECREATION AREA

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. At that time, the Town took it over and, through the new Parks and Recreation Department, has operated it since.

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. In 2008 the Town voted to initiate a \$6.5 million four season redevelopment project through a combined private/public fundraising 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, when projected to be completed in 2016, 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. As part of the upgrades new snow-making equipment and trail lighting, a new tubing hill, upgrades to the mountain

47 13-2

48 biking/hiking trails, a new larger base lodge, and an expanded parking are planned.

49 The Coastal Mountains Land Trust through its ongoing Bald & Ragged Mountain
50 Conservation Campaign continues to work with the Town to expand the area's hiking, biking,
51 and cross country ski trails for year round use. Access to these extended trails is through the
52 Ragged Mountain Recreation Area.

53 Public access to the 68-acre Hosmer Pond, located at the base of Ragged Mountain and
54 considered part of the recreation area, is provided by a public boat launch/float facility from the
55 base lodge parking area. Additional facilities include two tennis courts and a sports field. Hosmer
56 Pond and the Ragged & Bald Mountains watershed is a residential area with both seasonal and
57 year round residences. The Hosmer Pond Association, a 501C3 non-profit, was created in 1985
58 with its stated purpose "to protect and conserve the wildlife and natural resources within the
59 watershed... and to discourage pollution, overuse, and destruction thereof..."

60

61 **MEGUNTICOOK LAKE**

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

65

66 Barrett's Cove Beach

67 Barrett's Cove Beach, a 5-acre park, is located off Beaucaire Avenue and is heavily used
68 in the summer. Swimming and picnicking begin in May and continue through September.
69 Restrooms, playground equipment, picnic tables, and cooking grills are provided.

70

71 Route 52 Boat Ramp

72 The Route 52 Boat Ramp is a 2.7-acre lot adjacent to Barrett's Cove that is heavily used
73 heavily used during the summer months.

74

75 Bog Bridge

76 Bog Bridge, a public boat launch, is located off Route 105. Water levels tend to be low in
77 late summer, limiting the size of boats to be launched. As with the Route 52 launch, this area is
78 heavily used during the summer months.

79

80 Land's End

81 Land's End is a 52.8-acre site on Fernald's Neck in Megunticook Lake owned by the
82 Town of Camden. It is accessible principally by water, and is used for hiking and picnicking. All
83 land next to the site is a nature preserve owned by the Coastal Mountains Land Trust. (The
84 Nature Conservancy while retaining a conservation easement, transferred ownership to Coastal
85 Mountains Land Trust in 2007.) It is considered a low impact recreational area.

86

87 **MEGUNTICOOK RIVER**

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

89

90 Shirrtail Point

91 Shirrtail Point Park is a 2.54-acre lot located off Washington Street (Route 105). Current
92 use is as a picnic and swimming area. Restrooms, swings, picnic tables and grills have enhanced

93
94 the day use of this facility. Expansion plans are under way to add picnic tables, a kid's play area,
95 and improve the access road. A plan has been initiated to add a sidewalk connecting the Park
96 with the Downtown by 2015.

97 In addition, the Town owns a 2.5-acre lot on the east shore of the river, opposite Shirttail
98 Point. It has no designated use. The lot actually is two small parcels separated by a private lot.
99 It has potential as green space and/or hiking paths.

100

101 Hodson Park

102 Hodson Park is a 1.25-acre, low use area. It has picnic tables and a parking lot, but no
103 restrooms or swimming facilities. A few people launch canoes into the river here. It is a popular
104 fishing spot.

105

106 Seabright Park

107 Seabright Park is a natural wooded 3.5-acre area along the west side of the Megunticook
108 River from the Seabright Dam to Mt. Battie Street. There is a small, unimproved loop trail
109 through the woods that provides nice views of the river and lower dam.

110

111 Camden River Walk

112 The Camden River Walk, a multi-use trail, planned to follow the Megunticook River from
113 Shirttail Point through town to the harbor remains an ongoing project. A 900' long portion of the
114 trail running along the river from Washington Street to Rawson Avenue was completed in 2014.
115 Further development of the River Walk will depend on acquisitions of property easements to
116 connect the various Town-owned properties along the river.

117

118

119 SALT WATER

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

121

122 Camden Yacht Club

123 The Camden Yacht Club has a long-term lease from the Town for a 1.09-acre site on Bay
124 View Street. The building is rented for local functions when not being used by the club. The
125 complex was designed by Maine's great architect, John Calvin Stevens, and is listed on the
126 National Register of Historic Places. The Yacht Club offers boating instruction to children.

127

128 Laite Beach

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

133

134 Public Landing

135 In 2013 the Town engaged a team of planners to provide development concepts for
136 redesigning the Public Landing recognizing it as "gateway" and significant access and activity
137 area connecting the harbor with the Downtown. It is anticipated that this project will proceed
138 when funding become available.

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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 trailerable 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 lighthouse itself was deeded to the Town in 1998. The Town is obligated to maintain the Island's buildings and grounds. Caretakers live on the Island during the summer. The Island is accessible by small boats only, and the intent is that access be limited. It is used by individuals and small groups for nature walks and picnics. The island's soils are shallow over a bedrock base, providing minimal water retention. The 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. The Curtis Island Light is listed on the National Register of Historic Places. In 2013, the Curtis Island Light Museum displaying the history of Curtis Island was created in the antechamber of the Curtis Island Light.

Rights of Way

There are town-owned, public rights of way to the shore at the end of five streets: Beacon Avenue, Eaton Avenue, Harbor Road, Marine Avenue and Shermans 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. The Library is adjacent to the park. 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, and should be 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 Amphitheater. The Amphitheatre has a carefully supervised maintenance program for its long-term management.

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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 memorial flagpole is located at its center. In 2006 a granite memorial was added, dedicated to Camden's veterans. A historically significant landscape designed by the Olmsted Brothers, the Village Green is listed on the National Register of Historic Places and is part of the Chestnut Street Historic District.

Only non-commercial uses are allowed, and all organized use must comply with the Village Green Policy. Any design changes should be in compliance with the Village Green Master Plan approved by the Select Board in 1998.

The Green's lawn, trees, hardscape, lighting, and irrigation are maintained by the Parks and Recreation Department. The Camden Garden Club maintains the planting beds.

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. The adjoining approximately 11 acres are a wooded wetland which absorbs and holds quantities of rainwater. This land provides an important green space and buffer from Route One and is home to wildlife. It has limited use as a nature park. The lower water level and increased growth of cattails has prevented skating in recent years.

Maiden Cliff

The town's second largest natural area, comprised of 323 acres of coastal mountainside, is contiguous to Camden Hills State Park. 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; the Town does not use it. Much of the site is on steep slope.

Smaller Parcels

The Town owns a number of smaller parcels of land 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 pieces of property to the Town for open space use, Rights of Ways, or easements to access its harbor, lakes, and parks.

(See Appendix for inventory of Town owned properties.)

Park & Street Trees

The trees along Camden's streets and in the parks are major contributors to the ambience 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

231
232
233 planting program. With the Tree Warden all areas are surveyed for potential tree planning sites
234 and property owners have the opportunity to have trees professionally planted. The care of town
235 trees is managed by the Tree Warden.

236 237 Camden Hills State Park

238 The largest recreational and open space area in Camden is the State-owned Camden Hills
239 State Park located on both sides of US Route 1. The park is a popular hiking, picnicking, and
240 camping area, with RV campsites and organized group sites. Each year several hundred
241 thousand visitors hike or drive to the summit of Mount Battie to view Penobscot Bay, or picnic
242 above the shoreline of the bay. The ocean side of the park has picnic areas, camp sites, and trails.

243 The State Park straddles Camden and Lincolnville and has a total of 5,532 acres; 2,671 of
244 these acres, or 21% of Camden's total land and water area, are within the Camden portion of the
245 park.

246 247 **OTHER RECREATIONAL OPPORTUNITIES**

248 In addition to these major recreational facilities, residents of Camden have opportunities
249 offered by Camden Harbor and Penobscot Bay, the CSD and MSAD #28 athletic fields,
250 playgrounds, area golf courses, and a teen center. The Penobscot Bay Area YMCA has also been
251 an important recreational site and is located on Union Street in Rockport. In addition, there are
252 66-acre Merryspring Nature Park located partly in Camden and partly in Rockport, Midcoast
253 Recreation Center on Route Rt.90 in Rockport with indoor ice-skating rink, tennis courts, along
254 with other fitness/exercise venues; and The Pitch on Rt.90 in Warren providing a field house
255 with ball fields.

256 257 **LAND TRUSTS**

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

265 [Note: To be updated as the CMLT completes several of its ongoing acquisition projects.](#)

266 267 **Recommendations, Questions and Strategies**

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

273
274 1) By the measure of national standards, Camden's recreational needs are fairly well
275 met. These standards are contained in the State Comprehensive Outdoor Recreation Plan
276 (SCORP). Based on these standards, which are generally based on population levels, Camden

277
278 has adequate: baseball, softball, soccer and multipurpose fields, outdoor tennis courts,
279 and beaches, boat ramps and launches, nature trails, playgrounds, picnic tables and outdoor ice
280 skating. The Town has plans to work with a 4-town committee to coordinate their respective
281 venues for organized sports. (Town Manager, Parks & Recreation Director, Parks & Recreation
282 Committee, Pathways Committee);

283
284 (2) The Village Green Master Plan approved by the Select Board in 1998 should be
285 implemented. (Select Board, Historic Resources Committee, Camden Garden Club);

286
287 (3) As more land is placed in conservation trusts, the impact on the overall property tax
288 base needs to be considered. (Select Board, Budget Committee, Coastal Mountains Land Trust,
289 Maine Farmland Trust);

290
291 (4) The Town should continue the development and implementation of the Downtown
292 Master Plan concepts initiated in 2013 for the Camden River Walk and the redesign of the Public
293 Landing. (Select Board, Town Manager, Planning Board);

294
295 (5) The historic balance between private and public use, and the ecology of Hosmer
296 Pond should be monitored and protected by both the Town and the Hosmer Pond
297 Association.(Hosmer Pond Association, Select Board, Parks and Recreation Department, Parks
298 & Recreation Director, Town Manager);

299
300 (6) Public access to and ongoing limited use of Curtis Island should be revisited from
301 time to time to assure that the natural environment remains stable, the fragile soils are not being
302 eroded, and plant life is not being damaged. (Select Board, Historic Resources Committee,
303 Garden Club, Harbor Committee);

304
305 (7) Any changes to the structures or places listed here should be subject to review by
306 the Historic Resources Committee (HRC) for compatibility with its historic character: Camden
307 Yacht Club, Curtis Island, Harbor Park, Camden Amphitheatre; Village Green. (Historic
308 Resources Committee, Select Board, Conservation Commission, Tree Warden);

309
310 (8) Every five years there should be a review of the town-owned Smaller Parcels of
311 property to determine if they can benefit the community or not. If the determination is that
312 there is no real benefit to the community to retain a property(s), a recommendation to sell these
313 properties should be considered in order to reduce the Town's liability. (Select Board,
314 Conservation Commission, Historic Resources Committee, Parks & Recreation Department
315 Harbor Committee).

316
317 (The following were asked to supply information for this chapter: Camden Parks and Recreation
318 Committee, Ragged Mountain Development Committee, Megunticook Watershed Assn., Hosmer
319 Pond Assn., Harbormaster, Historic Resources Committee, Pathways Committee, Coastal
320 Mountains Land Trust, Camden Hill State Park Director)

321

1 **Final Draft**

2
3 **Chapter 14 HISTORIC RESOURCES**
4

5
6 Camden has a wealth of historic buildings and landscapes. This wealth is a resource that
7 adds value to Camden as a place to live, work and visit. Protecting that resource is a
8 responsibility the present generation owes both to its predecessors generations to come. This
9 chapter addresses the issues of preserving, protecting and enhancing (1) all buildings and places
10 or areas within the Historic Downtown Fire District of the Town; (2) Curtis Island; (3) Town-
11 owned properties within other designated historic districts, and (4) other privately owned historic
12 properties by owner request and acceptance by the town, in order to promote the educational,
13 cultural, and economic welfare of the Town. The planning process should address means for
14 identifying and protecting historic resources.
15

16 **Historic resources encompass:**

17 **Historic Districts:** any areas that include or encompass such historic sites, historic landmarks,
18 buildings, signs, appurtenances, structure of objects as may be so designated for historical
19 preservation.
20

21 **Historic Sites:** Any parcel of land of special significance in the history of the Town and its
22 inhabitants, or upon which a historic event has occurred and which has been designated as such.
23 The term “historic site” shall also include any improved parcel or part thereof, on which is
24 situated a historic landmark.
25

26 **Historic Landmarks:** Any improvement, building, structure or designated landscape of
27 particular historical or architectural significance to the Town relating to its heritage, cultural,
28 social, economic or political history or which relates to historical personages or important events
29 in local, state or national history.
30

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

37 The current Zoning Ordinance contains a “Historic Areas Overlay” map which defines
38 the areas of the Town deemed to have historic character that need to be protected. The Historic
39 Areas Overlay Map designated the areas and individual properties listed in the National Register
40 of Historic Places maintained by the Department of the Interior which have been adopted by
41 public vote as part of the Town’s Historic Areas. Listing in the National Register identifies a
42 property and gives it some protection from federally regulated activities, but it does not protect
43 the property from State, town or private activities. There are many areas of the Town not
44 presently listed but are potentially eligible for listing in the National Register. There are other
45
46

47 areas of historic interest and character which, though not qualifying for the National Register are
 48 nonetheless important in preserving the Town's historic character.

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

53 The Zoning Ordinance requires that the (HRC) operate using the national standards for
 54 historic preservation adopted by the Department of Interior, administered in Maine by the Maine
 55 Historic Preservation Commission. These standards provide a nationally accepted and
 56 periodically updated framework for careful and responsible analysis of existing resources and of
 57 the impact of proposed projects on those resources. The HRC consults regularly with the Maine
 58 Historic Preservation Commission for guidance on specific projects.

60 **Qualifications.**

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

64 1) Structures of sites at which events occur or have occurred that contribute to and are
 65 identified with or significantly represent or exemplify the broad cultural, political, economic,
 66 military, social or sociological history of Camden or the nation, including sites and buildings at
 67 which visitors may gain insight or see examples either of particular items or of larger patterns in
 68 the North American heritage.

69 2) Structures or sites associated with important historic peoples.

70 3) Structures or structural remains and sites embodying examples of architectural types or
 71 specimens valuable for study of a period, style or method of building construction, of community
 72 organization and living or of landscaping; or a single notable structure or a single site
 73 representing the work of a master builder, master designer, architect or landscape architect.

74 4) Structures contributing to the visual continuity of the historic district.

75 5) Those sites or areas on or eligible for listing on the Maine National Register of
 76 Historic Places or as National Historic Landmarks.

77 Historic resources may be divided into three categories: prehistoric archaeology, historic
 78 archaeology, and significant buildings and landscapes. The following lists include for each
 79 category, those resources known to the Historic Preservation Commission, and other resources of
 80 possible significance.

81 **PREHISTORIC ARCHAEOLOGY**

82 **Inventory Data**

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

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HISTORIC ARCHAEOLOGY

14 -3

Unconfirmed site:

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)

No 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 alter, and stone picnic pavilion.

SIGNIFICANT BUILDINGS, LANDSCAPES AND VESSELS

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

Inventory of properties listed in the National Register of Historic Places:

- American Boathouse, Atlantic Avenue (1904)
- Camden Great Fire Historic District
- Camden Opera House Block, Elm Street (1893)
- Camden Yacht Club, Bayview 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
- The town-clock in the steeple of the Chestnut Street Baptist Church
- "Grace Bailey," Schooner, Camden Harbor (1882)
- "Mercantile," Schooner, Camden Harbor (1916)
- Norumbega Historic House, High Street (1886)
- Norumbega Carriage House, High Street (1886)
- "Surprise," Schooner, Camden Harbor (1917)
- U. S. Post Office, Chestnut Street (1913)
- Harbor Park
- Elm Street School

137
138 Inventory of properties listed as National Historic Landmarks:

- 139 • “Grace Bailey,” Schooner, Camden Harbor (1882)
- 140 • “Mercantile,” Schooner, Camden Harbor (1916)
- 141 • Camden Amphitheatre and Public Library

142
143 **FUTURE CONSIDERATIONS**

144
145 Historic properties to be inventoried, not currently listed in the National Register of Historic
146 Places:

- 147 • Dams and mills;
- 148 • Cemeteries, especially Mountain View Cemetery;
- 149 • Veterans’ monuments, especially the WWI Memorial tower designed by Parker Morse
150 Hooper in Camden Hills State Park;
- 151 • Structures in the Camden Hills State Park built by the Civil Conservation Corps
152 especially those designed by Hans Heistad;
- 153 • Current and former church buildings currently falling outside of the districts listed in the
154 National Register of Historic Places;
- 155 • Early farmsteads;
- 156 • 19th Century houses;
- 157 • 19th and 20th Century summer cottages;
- 158 • Early 20th Century bungalows on Jacobs Avenue.
- 159 •

160 **RECOMMENDATIONS, QUESTIONS & STRATERGIES**

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

166
167 (1) Establish a historic preservation ordinance that is sufficiently worded to earn the status
168 of “Certified Local Government (CLG).” This classification would make the Town eligible for
169 certain grants and would give the Town control over State and Federal programs in the historic
170 districts. The historic preservation ordinance would assure the preservation, protection and
171 enhancement of the historic properties of the Town in order to promote the educational, cultural and
172 economic welfare of the Town. (Historic Preservation Committee, Select Board);

173
174 (2) To date the Historic Resources Committee’s (HRC) role has been only as an
175 advisor to the Select Board on matters related to town properties and projects. The Town, by
176 vote, should approve a name and responsibility change from the Historic Resource Committee to
177 the Historic Resource Commission for overseeing Town projects impacting the Historic Areas
178 Overlay Map as well as the following functions:

179

180
181
182 (a) Conduct a survey of historic resources within Camden and maintain a record of
183 such resources;

184 (b) Establish written guidelines:

185 (1) for the preservation of designated local historic districts,

186 (2) requests and approval for demolition, alterations or additions permits to
187 listed sites and buildings within historic districts;

188 (c) Make recommendations for designation of local landmarks and historic districts to
189 the Select Board;

190 (d) Review all construction and demolition projects planned in the Historic Areas
191 Overlay Map in conjunction with the Town Code Enforcement Officer and the Town
192 Planning Board, if the Commission's written guidelines and standards require concurrence
193 for permit issuance;

194 (e) Recommend methods and procedures necessary to preserve, restore, maintain, and
195 operate designated properties in keeping with the master plans for such properties;

196 (f) Participate in the conduct of land use and other planning processes undertaken by
197 the Town, the State or Federal government and agencies to those entities.
198 (Conservation Committee, Planning Board, Code Officer);

199 (g) Maintain the unique character of the Town's historic residential neighborhoods.
200

201 (3) A professional Town-wide historic archaeological survey should be considered to include
202 a search for Native American and European settlements prior to the arrival of James
203 Richards in the late 1760s. This survey should also include post 1760s farmsteads,
204 especially in the Melvin Heights area, and mills, principally along the river near the sites
205 of the present dam systems. In pursuing such surveys, the purpose is not merely to
206 identify specific buildings or structures, but also their settings, and to reach a better
207 understanding of Camden's past and how it evolved in human and cultural terms and
208 attempt to work with private property owners. (Conservation Commission);
209

210 (4) Future surveys of additional architectural and archeological areas still need to be done.
211 Such surveys would lead to modifications of the Historic Areas Overlay Map. A volunteer
212 effort coordinated by a trained professional (as was done for the High and Chestnut Street
213 Districts and the Camden Great Fire Historic District) may be the best way to accomplish
214 these tasks. (Conservation Commission).
215

216 (The following were asked to supply information for this chapter: Historic Resources
217 Committee, and Conservation Commission)

Chapter 15 PUBLIC FACILITIES

DESCRIPTION OF MAJOR FACILITIES

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 in Chapter 13; the Harbor in Chapter 12 and Education (Schools) in Chapter 17.

Fire Protection

The Camden Fire Department is a paid call department with full-time personnel including a Fire Chief, Assistant Chief, 1 full time firefighter and a 20 person volunteer roster (authorized to include as many as 60 persons). The department averages 550 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, assisting police and Emergency Medical Service functions. The Fire Chief is also the town's Emergency Management Director.

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. Oxton 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. In 2003 when the building was renovated to provide space for the police department, the Oxton Annex was enlarged to house an exercise room, additional storage, a locker room and vehicle bay. This building is shared with the Camden Police Department.

As of 2014 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
- 2012 and 2009 Utility Trucks
- 1981 Ford Pierce Class A Pumper
- 1949 Jeep for forestry use (this vehicle is in storage and is not in service)
- 14' fiberglass boat with 60hp outboard motor (shared with police department)

Departmental expenditures in 2014 were \$342,610, not including hydrant rental costs of \$218,500 (not part of the Fire Department budget).

Future Needs

(1) The Fire Department still lacks storage space, adequate facilities for volunteers and accommodations for female fire fighters.

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47
48 (2) Water Supply: Because the water system was not designed to provide fire
49 flow above elevations of 200 feet, additional water storage in one or more appropriate
50 locations is recommended by both the Fire Department and the Maine Water Company.
51 An additional water storage tank should be considered in any area planned for significant
52 new residential development above elevations of 200 feet.

53 (3) Sprinkler Ordinance: The Fire Chief recommends that all new construction,
54 except single-family homes, be equipped with sprinklers.

55 (4) There has been a problem getting volunteers, creating a serious shortage.
56 Efforts to recruit volunteers need to be ongoing. This issue continues to become more
57 problematic as the town's population ages, as the town shifts to a retail and hospitality
58 based economy and a general lack of community participation tends to become more of a
59 societal norm. Serious steps need to be taken to address the staffing shortage.

60 61 **Ambulance Service**

62 The ambulance service was contracted out to Northeast Health Ambulance
63 Services in 2013 and the building that formerly housed the ambulance services was sold
64 to P.A.W.S. Animal Center in 2013.

65 66 **Police Station**

67 The police station is located at 31 Washington St. and occupies the Allen F.
68 Payson Station with the Camden Fire Department. A major renovation was completed in
69 2003 giving the police department the much needed space. The department includes a
70 staff of 13: a chief, a lieutenant, two sergeants, a detective, six patrol officers, a ticket
71 officer, and an administrative assistant.

72 During 2012, the department responded to 4,285 incidences ranging \ from
73 aggravated assaults to dogs roaming. That figure includes incidents of domestic violence,
74 juvenile crimes, substance abuse and cases involving the mentally ill. It also includes a
75 substantial number of various types of citizen assistance calls. The department responded
76 to 153 motor vehicle accidents in 2012.

77 The police department equipment, as of 2014 includes three marked police
78 cruisers, (one unmarked), one equipped with four-wheel drive for inclement weather, and
79 a computer system which links CPD to the law enforcement agencies of Knox County.
80 The operating budget for 2013-14 totaled \$969,954. Dispatch services, which are
81 contracted with the Knox County Communication Center in Rockland, are projected at an
82 additional \$122,441 for budget 2013-2014.

83 84 **Future Needs**

85 The future needs of the police department are few at this point. The facility is
86 large enough to serve the department for many years. One patrol unit is replaced each
87 year.

88 In 2012, the Department created its first full-time detective position. This was
89 accomplished by using existing staffing levels without the need to request additional
90 officers.

92

15 -3

93

Training needs to be expanded. With school violence, terrorist attacks, and a host of other problems our nation is facing, training of officers to be prepared in the event of one of these tragedies is a must. Although Camden police officers are highly trained and equipped, more training in this area is recommended.

96

97

98

Wastewater Treatment (See Chapter 7)

99

100

Public Works

101

The public works department is located on 15.63 acres of Town-owned land at 56 John Street. At that location are one 40' x 147' heated maintenance and storage garage, a 60' x 80' unheated storage garage, 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 has been sectioned off for salt storage. The sale shack has been torn down, and a small sand shed provides for citizens pickup. Also at the site is a fuel depot with a 10,000 gallon diesel fuel tank (above ground), a 10,000 gasoline tank (above ground), both of which are located in a properly designed spill containment structure, and a fuel pump island.

106

In 2007, a maintenance garage expansion was built to accommodate office space suitable for computer use, plan and record storage and a larger employee break room and restroom facilities.

110

The department has a Public Works Director, Road Commissioner, Assistant Tree Warden and eight employees, including a mechanic, an assistant mechanic, four equipment operators, and two truck driver/laborers.

114

The department's major jobs are street and sidewalk maintenance and reconstruction, the pick-up of public trash receptacles, and maintenance of the public storm drainage system. The mechanics service and repair public works vehicles, and those of the police, fire, parks and recreation and wastewater departments. It also provides some maintenance for the Opera House, as well as the public safety building where the police and fire departments are located.

119

In 2001-2002 the department, with consultant assistance, completed the initial GIS overlay map of the Town's storm sewer system.

121

Operating expenses for public works, streets and sidewalks for the year ending June 30, 2014 were \$1,231,449.

123

Major pieces of equipment within the Public Works Department include:

124

125

See appendix for list of the department's vehicle and equipment inventory.

126

127

Future Needs:

128

A new larger maintenance repair shop is needed to accommodate the larger vehicles the Town services. This is especially needed for fire trucks and public works trucks with plows and sanders that will not fit in the existing repair shop. A larger truck lift is also needed.

130

It is recommended that the old Boyington building (unheated storage garage) be removed and on this site construct a building large enough to accommodate storage of trucks and equipment and a vehicle repair and maintenance shop.

134

135

136

137

138

15 - 4

139 **Opera House**

140 The Opera House, designed by Lewiston architect Elmer I. Thomas and built in
141 1893-94, was placed on the National Register of Historic Places in 1986 and is also part
142 of the Great Fire National Historic District in Camden.

143 The Opera House building accommodates the Town's administrative, assessing,
144 code enforcement, and collection and finance offices on the street floor level. Also on
145 the street level are the Select Board's meeting room (used by most Town boards and
146 committees for their meetings).

147

148 On the second floor level are the Katherine A. Tucker Room, used for meetings
149 and conferences, and the orchestra level of the Opera House Auditorium. The Tucker
150 Room space was extensively renovated in 1997 as a tribute to former actress, and
151 Camden resident.

152 The third floor contains the Auditorium balcony level, and two meeting room
153 spaces, which are in the process of on-going renovations to bring them back to their
154 original appearance, and to accommodate contemporary uses.

155 The 500 seat Opera House Auditorium was restored to its original Victorian
156 splendor on its 100th anniversary in 1994. At the same time, the Elm Street first floor
157 façade was restored to its original appearance. Since its restoration, the Auditorium has
158 seen a resurgence in the frequency and variety of events, and continues to be the stage,
159 conference, and music performance center for downtown.

160 The Town offices and the Opera House Auditorium are air conditioned and the
161 steam heat system was re-zoned in 2012.

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

167 The ongoing renovations have reflected the Opera House's adaptability, and its
168 prominent location near the center of downtown across from the Village Green.

169

170 **Future Needs**

171 Although much upgrading has been accomplished there are still significant needs.
172 A freight elevator would be a welcomed addition to get concert, performance and
173 conference equipment on to the stage level.

174 Although much upgrading has been accomplished, there are still significant needs.
175 The steam heating system is poorly zoned relative to building spaces uses, and should be
176 made more efficient or replaced with a properly zoned hot water system.

177 An ongoing need for the Auditorium is for stage area renovations, to improve the
178 rigging system and to allow stage sets to be "flown".

179

180 **Library**

181 The Camden Public Library is located on Main Street at the head of the harbor, in
182 a National Register building constructed in 1928. The library is a highly visible

183

184

15 - 5

185 landmark in the historic downtown and harbor district. It is governed by a Board of
186 Trustees, which also maintains the adjacent amphitheater and park.

187 Ten full-time and five part-time employees work at the library, which is open 64
188 hours per week. In 2014, the library contained 59,623 titles, as well as providing access
189 to thousands of titles electronically. Circulation increased to 282,927 items loaned – one
190 of the highest circulation rates in the state. An average of 618 people visit the library
191 daily in 2014.

192 The library celebrated its 100th birthday with the completion of an underground,
193 9,000 square foot “Centennial Wing” in 1996. The wing accommodates both adult and
194 children’s collections and provides space for special programs. A total of 658 special
195 programs brought 24,765 people to the library in the year 2014.

196 The Camden Public Library and Amphitheatre were designated a National
197 Historic Landmark in 2013. Landmark status is awarded for nationally significant historic
198 places that possess exceptional value or quality in illustrating or interpreting the heritage
199 of the United States. The Amphitheatre was designed and constructed between 1928 and
200 1931 and was funded by local patron of the arts Mary Louise Curtis Bok. The grounds of
201 the Amphitheatre and library are among the few public projects of Fletcher Steele, one of
202 American’s premier practitioners of 20th-century landscape design. According to the
203 National Historic Landmarks Program, it is an outstanding representation of a public
204 landscape in the United States that celebrates natural regional beauty, scenic character
205 and rich cultural history. Harbor Park, also funded by Mary Louise Curtis Bok in the
206 early 1930’s, was built and designed by the Olmsted Brothers and planned as a
207 juxtaposition in style to the Amphitheatre.

208

209 **Future Needs**

210 Maintenance of the historic building and grounds continues to be a challenge.
211 Original park railings, step, slate roof and cooper gutters are all in need of attention and
212 repair. Mechanical systems adapted to accommodate the addition and renovation during
213 the 1990’s are nearing the end of their useful life. The library’s public meeting spaces are
214 frequently used and in constant demand; expansion to accommodate this community
215 function is needed. In addition the library continues to be a community resource for those
216 whose access to technology is limited. Reliable and up-to-date technology infrastructure
217 is essential.

218

219 **Ragged Mountain Recreation Area (See Chapter 13, Recreation and 220 Open Spaces)**

221

222 **Cemeteries**

223 The Town has 72 acres of land dedicated for use as cemeteries. On upper
224 Mountain Street, the Town set aside 22.5 acres under the name of Mountain View
225 Cemetery. The cemetery includes a tomb that is on the National Register of Historic
226 Places. Over the years, as the capacity of this cemetery was being reached, an 8.5-acre
227 parcel on Hosmer Pond Road was dedicated as Oak Hill Cemetery. An additional 41

228

229

15-6

230 acres of land also was acquired across the road and is to be used for continuation of the
231 Oak Hill Cemetery.

232 The large shade trees in the upper portion of Mountain View Cemetery are
233 gradually dying and need to be judiciously replaced by like species over time, in order to
234 maintain the historic appearance and beauty of the cemetery. A landscaping plan should
235 be draw up to guide this plantings.

236

237 **Recommendations, Questions and Strategies Recommendations**

238

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

244

245 (1) In the face of growing demands for services, how can the Town retain a small
246 town approach to providing those services? Such an approach relies heavily on the
247 availability and commitment of volunteers to be involved in the fire department,
248 ambulance service, library, and many Town boards and committees. This approach is at
249 the heart of Camden's small town character. (Select Board, Fire Chief, Police Chief,
250 Public Works Department Head, Town Manager);

251

252 (2) With the establishment of a formal capital improvements program, and related
253 planning process, in 1986, the Town has been able to identify priorities for major
254 improvements to facilities. While proposals are not always approved by voters, the CIP
255 lends a sense of orderliness to decisions about major capital expenditures. It allows a
256 way for the community to compare different needs and to make choices. Opera House,
257 sewer system, and fire station planning and improvement all are outgrowths of this
258 process. . (Select Board, Fire Chief, Police Chief, Public Works Department Head, Town
259 Manager);

260

261 (3) If the Department of Environmental Protection succeeds in closing the quarry to
262 demolition debris, a new multi-town stump dump undoubtedly will gain a priority
263 position among needed public facilities. (Select Board, Public Works Department Head,
264 Town Manager).

265

266 (The following were asked to supply information for this chapter: The Camden Town
267 Manager, Camden Parks and Recreation Committee, Opera House Committee, Historic
268 Resources Committee, The Cemetery Assn., Fire Chief, Police Chief, Harbormaster,
269 Public Works Director, Waste Water Superintendent, the Camden Library Executive
270 Director, Maine Water Co.)

271

272

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274

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276
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278

15 - 7

Appendix: :List of Equipment in the Public Works Department.

MOBILE EQUIPMENT		
2015	International Terra Star	Plow Truck
2015	Case	Backhoe
2014	Case	Wheel loader
2013	Western Star	Plow Truck
2013	Prinoth	Sidewalk Plow
2013	Chevrolet	3500 Pick up
2012	Chevrolet	3500 Dump Truck
2010	Chevrolet	2500 Pick up
2009	GMC	C5500 plow truck
2008	GMC	C5500 plow truck
2007	Peterbilt	357 Wheeler dump
2005	Johnson	Street Sweeper
2004	Trackless	Sidewalk & utility tractor
2004	GMC	C5500 plow truck
2003	GMC	C8500 Dump Truck
2001	Chevrolet	3500 HD Dump truck
2001	International	2554 Sander/dump
2000	GMC	C8500 Plow truck
1999	International	4800 Plow truck
1999	GMC	7500 Dump truck
1996	Chevrolet	3500 dump truck
1989	Bombardier	Sidewalk tractor
1971	Chevrolet	Utility van
EQUIPMENT		
2014		Hot patcher
2013		Sidewalk Snow blower
2005		Boom Flail
2003		Sidewalk snowblower
2003		10 ton trailer
2003	Weber	Plate compactor F/R
2003	Sander	6 cy SS Sander
2003	Sander	4 cy SS Sander
2002	Sander	3 cy SS Sander
2002	Miller	Sturdy – saw
1999	Tow behind	Hydro seeder
1997	Titan	Paint sprayer
1997	Weber	Plate compactor CE
1994	Bryant	Sidewalk sander
1989	Smith	Air compressor
1963	Sta - Pac	1 ton Asphalt roller
	Tow behind	Hay shooter

	Trailer	1 Axle
	Trailer	2 Axle

279

DRAFT

1 **Final Draft**
2 **Chapter 17 Education**
3
4

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

8 • The first school house on Elm and School Streets was built in 1820 and
9 was used as a high school and in 1860 was moved to Mechanic Street for a block mill and later
10 burned. The current Elm Street School was constructed in 1869 and has housed SAD 28
11 kindergarten classes and school administrative offices and is currently rented by the Montessori
12 School.

13 • The Megunticook School District was established in 1862 and encompassed
14 Camden and Rockport.

15 • In 1893, when Camden and Rockport became separate towns, Camden voted to
16 raise \$2,000 for the schools and Rockport raised \$3,000.

17 • A new school, known as the high school, was built in 1905 on Knowlton
18 Street housing elementary and high school students. The cost of the land and building was
19 \$20,000.

20 • In 1925 the Mary E. Taylor school was constructed on Knowlton Street
21 and housed grades one through eight. In 1950, a 15,900 square-foot two-story standalone
22 building was constructed on the Knowlton St. site with a gymnasium and stage on the ground
23 level and housed the high school. In 1955, a 16,200 square-foot section was added north of and
24 connected to the gymnasium at the Mary E. Taylor School. In 1962, a 13,600 square-foot stand-
25 alone building was constructed between the MET building and the gymnasium, containing a
26 cafeteria and kitchen, a library, main administrative offices, and other instructional spaces. In
27 1966 a junior high school was constructed next to the Mary E. Taylor School. In 1980, a 20,400
28 square-foot section was connected to the west side of the gym and the Seventh Grade wing of the
29 Mary E. Taylor School.

30 • In 1964 Camden and Rockport schools consolidated.

31 • In 1999 the CSD (Community School District) was created to include the
32 towns of Appleton, Hope, and Lincolnville, whose students attend the district high school, along
33 with those from Camden and Rockport. Prior to 1999, students from these towns had attended
34 the high school on a tuition basis. Now there is a CSD budget encompassing grades nine through
35 12.

36 • In 2000 grades nine through twelve moved to the new Camden Hills Regional
37 High School on Rt. 90 in Rockport leaving grades five through eight at the Knowlton Street
38 complex. In addition to offering high school classes, the CSD also offers a series of adult
39 education classes held at the high school and schools in Hope, Appleton and Lincolnville.
40 There is a nominal fee and some courses require payment for materials used in the classes.

41
42 Due to a succession of problems at the Camden-Rockport Elementary School on West
43 Street in Rockport, the district purchased a building on Rt. 90 from the Montessori School. In
44 2005 grades three and four in the elementary school were moved to Rt. 90 and the kindergarten
45 was moved to

46
47
48 the middle school. Between 2005 and 2009 the Rt. 90 elementary school was enlarged and in
49 2009 all elementary school students, grades k-4 were moved here.

50
51 According to the superintendent of schools there is not room to bring the fifth grade to
52 the elementary school.

53 • In 2012 due to structural issues and functional problems of the middle school
54 complex, the school board established a study group to recommend whether to do work on the
55 existing buildings, which they said are larger than needed to accommodate the middle school
56 grades, are not energy efficient and need capital improvements, or to construct a new middle
57 school on the site. In 2014 a study group comprised of Camden School Board members and the
58 public held hearings on what to do with the school complex on Knowlton Street. On May 20,
59 2014, following a public forum, the SAD Board voted to support the further conceptual
60 development of new school construction on the North side of the site, renovating the Mary E.
61 Taylor building for use by the central office staff, rental of space by the CSD for the Zenith
62 alternative education program, and for the adult education Learning Center. All of these entities
63 currently are housed at the bus barn. The bus barn would return to its original purpose, with
64 additional bus bays being opened up.

65 A public referendum vote requesting funding, financed by issuing bonds, to build a new
66 middle school was rejected by Camden and Rockport voters in February 2015. The final design
67 of the building has yet been determined. The school board is still talking about what next steps
68 need to be taken and what it would cost to upgrade the existing buildings.

69 Members of the MSAD 28 school board are elected by the Camden and Rockport voters
70 at annual town meetings. Two members of this committee also serve on the CSD School Board
71 comprising representatives from the five towns – Camden, Rockport, Hope, Appleton and
72 Lincolnville. The MSAD 28 school board creates the budget for grades kindergarten through
73 grade 8. This budget is voted on at the Camden and Rockport annual town meetings. The CSD
74 budget is voted on by voters in all five towns. The school budgets are not reviewed by the
75 communities' budget committees but go straight to the voters for consideration.

76 There is one superintendent of schools for the entire school system and each school has a
77 principle and assistant principals.

78
79 The CSD sends high school students to the Region 8 Midcoast School of Technology
80 located on Main Street in Rockland. The school offers a variety of courses. (See description of
81 school on page 5). Students have to apply through their schools guidance office to attend.

82 The original tuition funding formula for the School of Technology is one that has been in
83 place since the 1970's when what was then called the vocational center was formed. It was that
84 each sending district was charged a percentage based upon their number of juniors and seniors,
85 regardless of the number of students who attended. This percentage was recalculated every year,
86 based upon the October and April enrollment that all districts report to the State.

87 In 2013 CSD Superintendent Elaine Nutter proposed that the formula be changed so that
88 it would be 50% based upon the number of students who actually attend, and 50% based on the
89 percentage of students in grades 9-12. That proposal first went to the superintendent's advisory
90 council (SAC) to Midcoast School of Technology, then to a subcommittee of MCST (Midcoast
91 School of Technology). The first part of the formula regarding the number of attending students
92 did not gain any support, either from other superintendents or the committee, so that part was

93
94

95 never brought to the MCST board for consideration. The change to grades 9-12 instead of only
96 juniors and seniors was brought forward, but the change was spread over two years - grade 10-12
97 in fiscal year 2016 and grade 9-12 the following year. That change was brought to the MCST
98 board, where it passed, then sent out to each of the school boards in the MCST area, where it also
99 passed as an amendment to the cooperative agreement. So, for the first time since MCST was
100 formed, the formula changed. It is advantageous to the CSD, because we have fewer dropouts
101 than surrounding towns, thus a higher percentage of juniors and seniors. Also, MSAD # 40
102 counts students as juniors only when they have amassed a certain number of credits rather than
103 counting all of the student in their third year of high school, so we were paying a higher
104 percentage relatively speaking when we were counting only juniors and seniors. A change to
105 grade 9-12 will mitigate that difference and be favorable to us.

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

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

119 In 2010 the MSAD 28 population was 755. It dipped in 2012 to 707 and rose to 759 in
120 2014 with 406 students from Camden, 328 from Rockport and 25 from other communities who
121 pay tuition.

122 The high school population was 660 in 2010 and 687 in 2014.

123 In 2014 the school population in grades k-12 was 1446. The administration projects a
124 school population of about 1473 in 2017-18. During the 2013-2014 school year the high school
125 population by town was Appleton 61; Camden 202, Hope 75, Lincolnville 90, Rockport 204, and
126 other 55 (tuition students from other schools and exchange students).

127 In the last several years the percentage of economically disadvantaged students in grades
128 one through eight has gone from about 20 percent to 30 percent in 2013 and down to 27 percent
129 in 2014. These students are eligible for the subsidized lunch program which line has been
130 increasing in the school budget the last couples of years.

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

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

137 During the 2013-214 school year there were 35 teachers in the Elementary School of
138 which 66 per cent had Bachelor's degrees and 31 percent had Masters while the average years of

139
140
141 experience was 21. During the same school year there were 43 teachers in the middle school of
142 which 44 percent had Bachelor's Degrees and 56 per cent had Master's Degrees. The average
143 years of experience was 16 years. At Camden Hills Regional High School during the 2013-2014
144 school year there were 61 teachers with 19 average years of experience. Forty nine percent of the
145 teachers had a Bachelor's Degree and 43 percent had a Master's Degree. Three percent of
146 Camden Hills Regional High School teachers had double Masters, 2 percent have Doctorate,
147 6percent have a Certificate of Advanced Study, and 18 percent have National Board
148 Certification.

149 Over 93 percent of students at Camden Hills Regional High School graduate within four
150 years. In the classes of 2013-14, 72 percent of the graduates went on to post-secondary
151 education. High School students SAT scores since 2010 have been consistently above the state
152 average. However, the percentage of students meeting proficiency standards while higher than
153 the state average ranged from 63 percent in reading to 47 percent in science in 2013. Seventy
154 eight out of one hundred fifty one, or 51.6% of the class of 2006 and eighty three out of 186, or
155 44.6 % of the class of 2007 had attained a college degree by April, 2014.

156 The schools in MSAD 28 and Five Town CSD are required by Federal law and State
157 regulation, to identify and serve students with special education needs, including those who
158 attend private schools within the area served by the district. Services are provided to students
159 who have autism, emotional disabilities, intellectual disabilities, multiple disabilities, health
160 impairments, learning disabilities or speech and language impairment. As of October 1, 2014,
161 there were 100 students in MSAD 28 identified as eligible and receiving special education
162 services, which is 13 % of the total population of students from kindergarten to eighth grade.
163 There were 80 students in the Five Town CSD, or 12 % of the students who attend Camden Hills
164 Regional High School, who are identified as eligible and receiving special education services.

165
166 In addition to the public schools in Camden and Rockport there are a number of private
167 schools in Camden.

168
169 **Children's House Montessori School** was established in 1984 on Park Street then
170 moved to Pearl Street, to Route 90 and then to Elm and School Streets in Camden. It is an
171 independent non-profit school for children ages 18 months through fourth grade. Multi-age
172 classes encourage interaction for shared learning, Children journey through sequential programs;
173 each teacher and classroom environment are prepared to meet students' needs at specific
174 developmental stages.

175
176 **Watershed School**, an independent nonprofit high school founded in 2002 in Rockland,
177 is now housed in the Knox building on Mechanic and Washington Streets. It operates on the
178 principle that exceptional individual growth develops out of strong teacher-student relationships
179 within the context of a close-knit school community. Faculty concentrates on knowing each
180 student in the school.

181
182 **Wayfinder Schools**, Maine's oldest alternative school is a nonprofit organization that
183 was established in Camden in 1973 as The Community School to help high-risk teenagers restore
184 their confidence and complete their high school education. In 2011, The Community School,

185
186
187 located on Washington Street, merged with century-old organization Opportunity Farm to
188 form Wayfinder Schools. Their Passages Program serves teen parents, usually young moms, who
189 are tutored in their homes by the schools' teacher/counselors.

190
191 The headquarters of the nonprofit **Hurricane Island Outward Bound School** are located
192 in the Knox Mill building. The school, founded in 1964, operates in four locations so students of
193 all ages can take a sailing course around the 3,500 islands off the coast of Maine, take a
194 backpacking course in the remote moose country of the Northwoods of Maine or sail the Florida
195 Keys. The school provides a supportive learning environment that offers physical, mental and
196 social challenges.

197
198 **The World Ocean School** has a home office in the Knox Mill building. It is an
199 internationally focused nonprofit, nonsectarian organization that provides weekly academic
200 programs aboard the schooner Roseway in Savannah, GA and St. Croix and the US Virgin
201 Islands for high school students in science, math, language arts, and history. Summer day
202 programs in Boston for inner-city youths focuses on maritime history, sail training, and
203 community building. Multi-day summer expeditions for youth worldwide focusing on
204 community service, sail training, leadership, communications, and natural history.

205
206 **The Seton School**, located on Mechanic St., is a private school serving students k-8 with
207 special needs. The school utilizes a low student/teacher ratio (5:2) and places a high priority on
208 social cognitive development.

209
210 **PeoplePlace** located on Union Street was established in 1983 as a cooperative private
211 preschool now serving fourteen neighboring towns.

212
213 Other schools in Rockport add to the richness of educational experiences available to area
214 residents.

215
216 **The Ashwood Waldorf School**, located on Park Street, was established in Lincolnville
217 1988 as an independent, pre-K through eighth grade learning community offering a classical
218 education structured around the stages of human development. The faculty is devoted to
219 challenging and engaging each student through a curriculum that integrates science and
220 mathematics with literature, history, and the arts to develop capacities for creative and
221 independent thinking.

222
223 **The Maine Media College and Workshop**, located on Camden Street, is a non-profit
224 school that provides experiential education for students of all skill levels in film, photography,
225 writing, multimedia, and design. There are many different programs of various lengths, some
226 concentrate on lab or studio work and others involve field trips. Expertly produced presentations
227 premiere the creations of each week's workshops.

228
229 **The Center for Furniture Craftmanship** began as a summer workshop program in a
230 barn in Rockland 1993 and moved to its present location on Mill Street in 1996. The school

231 offers classes for amateur and professional woodworkers lasting from a week to multiple months
232 and houses the Messler Gallery.
233

234
235 **The Riley School** was opened in 1972 on Warrenton Street. The school takes student from
236 four to fourteen years old and has no grade levels but student learn at their own speed.
237

238 The **Bay Chamber Music School**, located on Central Street, offers private, group and
239 ensemble classes in a variety of musical instruments and presents student concerts.
240

241 Residents of Camden also have the availability of a variety of schools in Rockland and
242 Belfast.

243 **The Apprentice Shop**, located on Main Street in Rockland, offers are variety of
244 boatbuilding and boat restoration and sailing classes.
245

246 **The Region 8 Midcoast School of Technology**, located on Main Street in Rockland, is a
247 public school providing a variety of courses to local high school students including auto repair,
248 culinary arts, firefighting/EMT, health occupations, horticulture, auto and marine technology,
249 pre-engineering, residential construction, welding, machine shop, outdoor power equipment and
250 small engineer repairs as well as mathematics, English and social studies. Classes are provided
251 for students who attend surrounding school districts. Many of these courses are also offered for
252 adults.
253

254 **The Rockland Campus of the University of Maine College**, on Route 1, offers a
255 variety of classes via the internet, interactive television (ITV), videoconferencing, and face to
256 face instruction to bring classes conveniently to residents in mid-coast communities.
257

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

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

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

273 Currently there are no community colleges serving this area.

275 Recommendations, Questions and Strategies:

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

281 (1) Our public schools will continue to struggle with the ever-changing mandates from
282 federal and state governments including the Common Core State Standards for English language
283 arts and mathematics, the Next Generation Science Standards, the Maine Learning Results and
284 the Education Evaluation System mandated by the state, and a Standard-based Proficiency
285 diploma. School staff and administration will continue to spend time working on curriculum.
286 (School Boards, teachers, school administration);

287 (2) Keeping the cost of education in line with what the taxpayers can afford is an ongoing
288 issue. Balancing the high quality, child-centered education within fiscally responsible budgets is
289 challenging. (School Boards school administrators, Select and Planning Boards, area residents);

290 (3) Even though the CSD Camden Hills High School was opened in 2000 and the
291 Camden-Rockport Elementary school on Rt. 90 was renovated and an addition was finished in
292 2009, there are still ongoing issues of building maintenance to be considered. (Select and
293 Planning Boards, Town Budget Committees);

294 (4) Since the voters in Camden and Rockport rejected a referendum to raise money to
295 build a new middle school, the SAD 28 school board and the Camden and Rockport Select
296 Boards have decided to work together to survey the voters to determine what steps should be
297 taken to solve the issues with the existing middle school complex at the Knowlton Street site.
298 (School Boards, school administrators, Select and Planning Boards);

299 (5) Plans to continue expanding a program to admit tuition students from neighboring
300 towns and international countries without expanding current staffing are ongoing. While fees
301 received from tuition students improve the bottom line, a balance must be kept not to add so
302 many tuition students that the cost is higher than the return. The high school needs to make sure
303 it does not exceed the current student/teacher ratio. (School Boards, school administrators, Select
304 and Planning Boards, Town Budget Committees);

305 (6) The demographics in the elementary school has been changing on the past several
306 years so in 2014, 30% of students were eligible for free lunch program. Historically 10 per cent
307 were eligible for the free lunch program. The increase is due to a change in demographics. How
308 to serve these students with decreasing government subsidies is an issue that is under scrutiny by
309 the administration which is looking for a balance between serving the students and increasing the
310 budget bottom line. (School Board and school administrators);

312 (7) Because there has been an increase in students coming into kindergarten who are not
313 always on the same development level as students who have had pre-school experiences the SAD
314 28 administration is studying the need for a pre-school program. (School Boards, school
315 administrators, Town budget committees);

316 (8) The challenge of keeping up with the cost of future technology in the schools –
317 purchasing tablets, computers, and making technology accessible to students keeping in mind the
318 budget bottom line is an ongoing issue that is under review. (School Boards, school
319 administrators, Town budget committees);

320 (9) There needs to be an ongoing discussion with local school boards and the board of the
321 Region 8 District Vocational School to establish a more equitable formula for the cost sharing by
322 schools which send students to the vocational school in Rockland as well as continuing to
323 examine the school's course offerings. (School Boards, school administrators);

324 (10) There should be discussion on how residents of the towns sending students to the
325 Region 8 District Vocational School can vote directly for this school budget. Currently, the
326 budget is voted on by the vocational school board consisting of representative of the town whose
327 students attend the school. This is set by state mandate. (School Boards, school administrators,
328 Select Boards and town councils);

329 (11) As the adult education program at the Camden Hill Regional High School continues
330 to grow a balance should continually be sought to offer a variety of programs while containing
331 the cost of the program. (School Boards, school administrators);

332 (12) More people should be encouraged to run for the school board to represent the
333 community demographics. (School Boards, Select Boards);

334 (13) There should be a continuing review of how the communities making up the CSD
335 share the costs of students tuition be it based on usage i.e. student count from the various towns
336 or using tax property valuation. (School Boards, Select Boards);

337
338 (14) The school boards should work more closely on a regular basis with municipal
339 governments and town budget committees and have municipal budget committees review the
340 school budgets. (School Boards, Town budget committees, Town Managers);

341
342 (15) Work with employers in the area so that classes at the Vo-Tech can be designed
343 around providing workers for those jobs. (Penobscot Bay Chamber of Commerce, Mid-Coast
344 School of Technology School Administrators);

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346 (16) The schools should change their practice of having the same architectural and/or
347 engineering firms that evaluate existing structures then design replacement structures. There is
348 too much incentive for the A & E firm to find the existing structure inefficient or deficient since
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the big fees are in the design of a new bldg. (School Board, School Administrators, Planning Board, Select Board).

(The following were asked to supply information for this chapter: SAD 28 and CSC School Board members SAD 28 & CSD Superintendent of School, Representatives from each of the schools mentioned in the chapter.)

DRAFT

Chapter 20 Planning and Community Development

Introduction

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.

A. 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

B. 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 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/Planner is responsible for issuing permits and enforcing the approved applications by the Planning Board and Zoning Board of

40 Appeals consistent with the Zoning Ordinance and applicable building Codes.

41

42 **The Community & Economic Development Advisory Committee (CEDAC)**
 43 was formed to develop ideas to enhance the vitality of the year round local
 44 community and region in a manner that considers the town's unique cultural and
 45 historic character; promotes, encourages, and facilitates the development of
 46 responsible business growth and entrepreneurship; and actively works to
 47 strengthen and retain existing businesses.

48

49 **C. Reports and Planning Documents**

50 A number of reports and planning documents have been created with public
 51 participation and accepted by the Town since 2005. They serve as guiding
 52 documents for the Town presenting their respective challenges and opportunities.
 53 They are:

- 54 2005 Blue Ribbon Economic Development Final Report
- 55 2007 The Future of Camden's Working Waterfront
- 56 2007 Camden-Rockport Pathways Master Plan
- 57 2008 Tannery Re-Use Final Report
- 58 2009 An Economic Vision for Camden
- 59 2010 Camden Downtown Tax Increment Financing (TIF) District &
 60 Development Program
- 61 2010 Camden Economic Development Advisory Committee (CEDAC) – Goals &
 62 Actions
- 63 2010 CEDAC Goal Statements & Actions
- 64 2011 Strategic Economic Development Action Plan, Development Concepts-
 65 Economic Development Analysis & Action Plan
- 66 2011 CEDAC Mission Statement
- 67 2012 Camden Master Plan, Walkability Audit for Camden
- 68 2012 Maine Downtown Center's Startup Report
- 69 2013 Camden Public Landing & River Walk Master Plans
- 70 2013 Walkability Report (in partnership with the Friends of Midcoast Maine)
- 71 2014 Camden Downtown TIF District & Development Program Amendments

72

73 **D. Population and Household Growth**

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75 **State Goal: To encourage orderly growth and development in appropriate**
 76 **areas of each community. (Growth Management Act)**

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79 **Local Goals: To manage population and household growth in Camden in a**
 80 **manner consistent with the Town's ability to absorb it, both**

81 **environmentally and fiscally.**

82
83 **To encourage and accommodate a diverse population.**

84
85 Pursuant to these goals, the policies and implementation of this Comprehensive
86 Plan are as follows:

- 87
- 88 1. The goal for the Town is to encourage increased residential and commercial
89 growth through zoning ordinance revisions and economic development
90 incentives. The intent is to maintain the historic character of the Town and
91 its neighborhoods through a balanced approach to residential and
92 commercial expansion.
 - 93
 - 94 2. The Town has identified acceptable "growth" areas in this Plan and through
95 the Zoning Ordinance.
 - 96
 - 97 3. The experiences and attitudes of citizens who have recently arrived are not
98 always the same as those of long-time residents. The Town shall continue to
99 promote an open dialogue on land use and regulatory issues.
 - 100
 - 101 4. The Town shall encourage its traditional mix of year-round residents,
102 summer residents, and tourists. Year-round and summer residents are an
103 historically valued part of Camden's population. However, there is reason
104 for concern as an increasing number of homes in the village are purchased
105 by part-time residents, creating vacant structures for much of the year.
 - 106

107 **E. The Local Economy**

108
109 **State Goals: To promote an economic climate that increases job**
110 **opportunities and overall economic well-being. (Growth**
111 **Management Act)**

112
113 **To expand the opportunities for outdoor recreation and**
114 **encourage appropriate tourist activities and development.**
115 **(Coastal Management Policies)**

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118 **Local Goals: To encourage diverse forms of livelihood, including a full range**
119 **of economic opportunities:**

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- 1) careers with above average wages;**
- 2) relying on developments in modern technology;**
- 3) manufacturing;**
- 4) resource production;**
- 5) professional services;**
- 6) employment in the home;**
- 7) corporate offices;**
- 8) 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 Tow recognizes the importance of a strong multi-generational 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 shops as a matter of right provided that all standards are enforced.
4. Camden should have sufficient commercial land and/or buildings to allow 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) are favored over high volume, transient types of activities (example: travelling amusement parks).

F. Land Use Patterns

State Goals: To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl. (Growth Management Act)

To safeguard the State's agricultural and forest resources from development which threatens those resources.

Local Goals: To foster a pattern of land use that respects the character of both Camden's village and rural areas.

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:

199

200 1. The traditional village-and-countryside pattern of settlement imposes less
201 cost on municipal services, is easier to serve, and is less damaging to the natural
202 environment than a spread out, automobile-oriented, suburban pattern of
203 settlement. Further, as evidenced by Camden's historic settlement pattern, it can
204 produce a high quality of life and comfortable living space. Therefore, the Town
205 should maintain its programs to direct growth toward the areas of Town designated
206 as utility service areas.

207

208 2. This favored pattern of development must include an area of land sufficient
209 to accommodate projected growth. Expansion of the Village Extension District to
210 the west of Cobb Road and along Start Road should be considered for future
211 residential growth. Consideration should be given to:

212

213 (a) the impact of increased traffic on existing roads and neighborhoods and
214 utilize traffic calming, sidewalks and road reconfiguration when necessary
215 to mitigate the impact,

216

217 (b) assure ample opportunity for affordable housing within the village area(s),
218 and,

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220

221 (c) the impact of this policy on owners of rural lands, development of which
222 may be more restricted than at present.

223

224 **Energy Sustainability**

225 The Town is in the initial stages of addressing and considering
226 implementation of renewable energy sources for municipal buildings. In 2015 a
227 presentation was made to the Select Board providing results of a study done by the
228 Watershed School on energy consumption for municipally owned buildings and
229 recommendations for reducing dependency on fossil fuels and public utilities.

230

231 Revision Energy Company has provided a proposal to the Town which is
232 under consideration for retrofitting solar collectors onto the roofs of two buildings
233 at the Public Works Department.

234

235 The new lodge to be built at the Ragged Mountain Recreational Area is
236 designed for energy efficiency through use of LED lighting, passive solar, a
237 heavily insulated building envelop, an option for roof mounted solar panels, and
238 use of low maintenance materials.

239 Downtown street lights are being converted to LED lights.
240

241 **Recommendations, Questions and Strategies:**

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

- 248
249 1. Update the Comprehensive Plan on a schedule directed by the State utilizing
250 the most recent census data, reviewing and determining the changes to the
251 character of the Town over time, developing revised guidelines for the
252 ongoing evolution of the Town consistent with the zoning ordinances.
253 (Select Board, Planning Board);
254
- 255 2. The Town should assure adequate community development, planning, and
256 code enforcement staff. (Planner/CEO, Town Manager, Select Board,
257 Community Development Director);
258
- 259 3. The Town should employ a wide array of measures, including density and
260 other land use regulations, ongoing development of a master plan for
261 extending sewer lines, and encouraging development in growth areas by
262 providing additional town services. (Select Board, Planning Board,
263 Wastewater Commissioners, Town Planner & Code Enforcement Officer);
264
- 265 4. The Town should seek, in cooperation with its neighbors, to establish a
266 regional industrial park for the development, expansion, and retention of
267 manufacturing, distribution, and business service jobs. (Select Board, Town
268 Manager, Planning Board, Town Planner, CEDAC);
269
- 270 5. The Town should strive to assure that public services, including emergency
271 services, are adequate to meet the population's needs. (Select Board, Town
272 Planner);
273
- 274 6. The Town should adopt a consistent policy within projected utility areas for
275 developers to routinely extend public sewer and water lines to serve their
276 developments or to pay funds into an escrow account for future extensions.
277 (Select Board, Wastewater Commissioners);
278

- 279 7. Business & industrial districts should generally hold to their present
280 boundaries.
281
- 282 8. Opportunities for professional and business office expansion through
283 adaptive re-use of existing buildings should be a priority to assure a
284 continued economically vibrant community for the future. (Planning
285 Board, Town Planner);
286
- 287 9. The Town may consider developing a property maintenance code to
288 control potential nuisances and assure safety. (Select Board, CEO/Town
289 Planner);
290
- 291 10. Consideration should be given to land use regulations and growth
292 management policy directed at maintaining the elements that comprise
293 a quality of life which will attract young families looking to start
294 careers, established professionals who choose to relocate to Town, and
295 retirees. (Select Board, Planning Board, CEDAC);
296
- 297 11. Standards for the construction of roads and utility lines that are
298 intended to be accepted by the Town for public maintenance should be
299 reviewed to increase the quality of construction so that the taxpayers
300 are not burdened by un-reasonable or premature repairs. Additionally the
301 design standards should be reviewed to insure that the Town is keeping up
302 with widely accepted modern road and utility design. (Planning Board,
303 Planner, Select Board, Department of Public Works, Waste Water
304 Treatment Department);
305
- 306 12. Establish an appropriate ratio of commercial and residential uses
307 maintained in the Business Districts with priority given to commercial
308 uses. (Planning Board, CEO/Planner, Select Board);
309
- 310 13. Develop a policy to ensure that Camden is broadly competitive in
311 providing adequate digital infrastructure throughout the community to
312 encourage or allow community/economic development in a rapidly
313 changing digital age. (Select Board, Town Manager, Community
314 Development Director, CEDAC, Downtown Network Board);
315
- 316 14. The Town should set as a priority the creation of a long range plan to
317 address energy sustainability for the future. This should include
318 decreasing the Town's reliance on fossil fuels and public electric

319 utilities, and moving toward providing the residents of the community
320 with municipally generated electric service. (Select Board, Department
321 of Public Works, Waste Water Superintendent, Director of Parks &
322 Recreation, Community Development Director).

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Chapter 22 REGIONAL COOPERATION

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 regional cooperation among neighboring communities and other agencies and organizations.

Several organizations and agencies exist to facilitate regionalization:

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 EDD's 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.

Friends of Midcoast Maine is a regional, non-profit organization that assists communities with planning, community development, and public engagement initiatives. FMM sponsors workshops and training sessions for professional and lay planners and local citizens to provide opportunities for regional cooperation as well as to increase the understanding of land use and transportation issues and initiatives. FMM partnered with the Walkable and Livable Communities Institute to produce a walkability audit for Camden. The organization has also worked with Rockland and Rockport on a Route One vision in those communities.

Coastal Mountains Land Trust 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.

Along with three other area communities, Camden has explored the feasibility of regional, **public transit** on our shared Route One corridor. A target date of 2016 has been set for daily transit service between Camden, Rockport, Rockland, and Thomaston.

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 recommend, plan and facilitate 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's** 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.

22-3

Intertown Co-operation and Coordination

Working independently from regional agencies and associations, the Camden and Rockport Select Boards are discussing a Gateway vision on Route One 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.

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 implementing, monitoring and/or 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, Friends of Midcoast Maine, Coastal Mountains Land Trust);

22-4

(4) The Town should work with school district governing bodies to evaluate and most fairly apportion the tax burden of public education expenses amongst participating towns, according to proportionate attendance and valid residency of students. (Select Board, MSAD 28 and Five Town Schools administrations, 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) The Town should work with its neighbors to make pedestrian and bicycle transportation considerations a routine part of all future town and regional transportation planning. (Town Manager, Select Board, Planning Board, Camden-Rockport Pathways Committee, Friends of Midcoast Maine);

(7) Explore the feasibility of a regional industrial park sponsored by and serving regional communities, with the objective of creating a well located and served facility that would be attractive to manufacturers and other industries. (Select Board, Planning Board, CEDAC, Penobscot Bay Regional Chamber of Commerce);

(8) Work cooperatively with other regional municipalities and housing organizations to achieve affordable housing. (Town Manager, Select Board, Habitat for Humanity);

(9) Study feasibility of a Southern Gateway and provide for improved, safe traffic patterns on US Route 1 near Town's southern boundary. (Select Board, Planning Board, Pathways Committee, Maine DOT, Friends of Midcoast Maine);

(10) 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, Friends of Midcoast Maine).

(The following were asked to supply information for this chapter: spokesman for all the organizations mentioned in this chapter.)

2 **Chapter 24 Town Government**

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4 **History**

5 On Feb. 17, 1791 the plantation of Cambden (sic) was established as a township
6 comprised of two areas: the River area (now Rockport) and the Harbor area (now Camden).

7 The first town meeting was called in April 1791 where residents gathered in the Tavern of Peter
8 Otts located just south of Rockport Village on the Rockland Road. They elected a moderator, a
9 town clerk, three selectmen, a constable, a tax collector and a treasurer. Also elected were
10 Surveyors of the Highway, Fence Viewers, Surveyors of Lumber and Cullers of Staves, The
11 Tythingman, Sealers of Leather, Sealer of Weights and Measures. There were 32 freeholders
12 qualified to vote at the first meeting. Only male citizens could vote who were “21 years of age, a
13 resident of Cambden (sic.) for the space of a year and having freehold estate within said town of
14 the annual income of three pounds or having any estate to the value of sixty pounds.”

15 The major concern at the first and subsequent town meetings was the matter of roads, bridges
16 and vagrant livestock, the poor and education, each was voted money in the budget. After the
17 first few years it was decided that future town meetings should be alternated between the River
18 and the Harbor. In June 1812, the town established a Committee of Public Safety.

19 On Feb. 25, 1891 Camden and Rockport went their separate ways following years of
20 discord between The Harbor and The River which had different socio-economic bases. The
21 current town of Camden was established by order of the state legislature.

22

23 **Government Structure**

24 The Camden town government is presently comprised of five Select Board members elected
25 by the voters for three-year terms at the June town meeting. They also serve as Overseers of the
26 Poor, the Board of Assessment Review, and Sewer Commissioners. Members must be residents
27 of the town.

28

29 **The Select Board:**

- 30 • Hires the Town Manager who is the town’s chief administrative official;
- 31 • Establishes and approves members of town boards and committees as required by
32 state or federal law or municipal ordinance and ad hoc committees when necessary;
- 33 • Approves the town meeting warrants and make recommendations to the voters on the
34 town budget;
- 35 • Signs all municipal warrants for payment of bills by the Town;
- 36 • Grants licenses;
- 37 • Acts as Waste Water Commissioners;
- 38 • Acts as Board of Assessors;
- 39 • Overseers of the Poor.

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The Town Manager:

- Is 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;
- Is the head of the Waste Water Department.

Municipal Departments:

a) Public Works builds and maintains town streets and sidewalks, drainage systems, handles snow removal and maintains the Town's street signage (See chapter 15);

b) Fire Department. (See chapter 15)

c) Police Department. (See chapter 15)

d) 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)

e) 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)

f) 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 harbor master and is assisted by a volunteer harbor committee appointed by the Select Board. (See chapter 12)

g) Planning Department is comprised of:

1. Code Officer provides staff support to the Planning and Zoning Boards 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 shoreland permits and is responsible for inspections for building permits.

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89 2. Development Director is responsible for administrative and technical work involved in
90 the enhancement of the economic and community well-being. This work involves seeking grant
91 money for municipal projects, close cooperation and assistance with all municipal departments
92 as well as local, regional, state, and federal economic development organizations.
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94 h) Town Treasurer handles finances for the town, keeps the financial books for the Waste
95 Water Department, the harbor and the four-town Mid Coast Solid Waste transfer station and
96 helps prepare the town budget.

97 i) Opera House Manager oversees the bookings for the opera house auditorium and
98 meeting rooms, presents an operating budget to the Opera House committee for its approval
99 before it is sent on to the Town Manager and works on marketing the facility.

100 j) The Opera House Operations Manager manages all technical aspects of the Opera
101 House, acts as facility manager for the building that includes town offices and the Opera House
102 and acts as assistant Opera House Manager.

103 k) Tree Warden insures the safety of the town's tree inventory in the public way.

104 l) Town Clerk and town office support staff. (See appendix)
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106 **Town Committees and Boards**

107 The following town committees and boards are appointed by the Select Board to
108 recommend policies and/or programs to benefit the Town. The Select Board votes on
109 recommendations from the various boards and decides which items are placed on The Town
110 Warrant for consideration at town meeting:

111 a) Planning Board, comprised of five members (serving for five-year terms) and two
112 alternates (serving one-year terms), reviews site plans and subdivision, construction of piers, and
113 makes recommended changes and additions to the town ordinances and participates in the review
114 of the Comprehensive Plan.

115 b) Zoning Board of Appeals, comprised of five members and three alternates who serve
116 three-year terms, reviews applications that require any special exceptions, variances and appeals.

117 c) Personnel Board members are elected by the voters for three-year terms and, along
118 with the Town Manager, deals with personnel issues.

119 d) Historic Resources Committee, comprised of five members serving three-year terms,
120 recommends to the Select Board actions regarding the protection of the Town's many historic
121 mostly town-owned resources (See chapter 14).

122 e) Parks & Recreation Committee members serve three-year terms and work with the
123 Parks and Recreation Director to develop programs and projects for the operations of the Town's
124 recreation facilities and Town parks. (See chapter 13)

125 f) Conservation Commission members serve three-year terms and, in conjunction with
126 the Tree Warden, deal with issues regarding natural areas that need oversight or to be protected.
127 (See chapters 6 and 13)

128 g) Harbor Committee, in conjunction with the Harbor Master, oversees the running and
129 maintenance of the harbor, related facility, Curtis Island and reviews pier applications. The
130 committee members serve three-year terms and propose harbor ordinance changes which are sent
131 to the Select Board for consideration. (See chapter 12)
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h) CEDAC (Community and Economic Development Advisory Committee) comprised of five members serving three-year terms and two alternates serving a one-year term, works with the members serving three-year terms and two alternates serving a one-year term, works with the Development Director on projects effecting the Town's economy and community development.

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 Manager on matters relating to the running of the Opera House such as budgeting, programing and upgrading the facility. (See chapter 15)

j) Budget Committee, comprised of 21 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) Camden Downtown Network Board is comprised of members of CEDAC, Executive Committee of the Downtown Business Group, the Development Director, Town Manager, and Code Officer. Their focus is the downtown area and the Downtown Master Plan.

l) Camden Rockport Pathways Committee consists of members from the two towns who serves three-year terms and address issues of using open spaces for walking and bicycling. (See chapter 13)

m) 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.

n) Comprehensive Planning Committee, appointed by the Select Board reviews and updates the Town's Comprehensive Plan every ten years.

Town Owned Facilities:

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 St. 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) Town Parks – Laite Beach on Bay View Street, the Camden Public Library Amphitheatre and Harbor Park on Atlantic Avenue, The Village Green on Main Street, Shirttail Point on Washington Street, Barrett's Cove on Beaucaire Avenue, Hodson Park on Molyneaux Road, Bog Bridge Boat Launching Ramp on Rt. 105, a Boat Launching Ramp on Rt. 52, the Camden Bog on Park Street, the Mt. Battie Trail off Rt. 52 leading into Camden Hills State Park, Maiden's Cliff off Rt. 52, Lands 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 chapter7)

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Organizations in Town:

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.

(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) Encourage residents to serve on committees so comprehensive views are part of the policy making procedures developed by committees making recommendations to the Select Board (Select Board, Town Manager);

(4) Encourage the Select Board to continually review the work of committees and boards and have them set annual goals (Select Board and committees);

(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) 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);

(7) Continue to examine whether the assessor's agent should be a fulltime or part-time position. (Town Manager, Select Board);

(8) Work with neighboring communities to review cooperation in operating of neighboring towns recreational facilities, sharing 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);

(9) Succession of staff as department heads begin to reach retirement age. (Town Manager);

(10) Town Manager and citizen groups should encourage organizing a candidates night for positions voted on at Town Meeting to encourage participation in the government process. (Town Manager and local media);

(11) Marketing the Town by developing programs on the town's public access television station about town activities and related matters. (Town Manager, Development Director).

(The following were asked to supply information for this chapter: The Town Manager and heads of each town department.)

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Appendix

- a) 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.
- b) Assessor's Agent is responsible for maintaining property tax records based on value.
- c) 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 runs all municipal elections and special town meetings.
- d) 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.
- e) A full-time secretary to the Code Office, Development Director and Assessor's Agent.

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