TOWN OF CAMDEN

COMPREHENSIVE PLAN

June 2005

Prepared for the Citizens of Camden

by the

Planning Board, Town Committees and Administration

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Chapter 1 HISTORY

Joseph, Dodipher, and James Richards came to Camden to cut timber, and fell in love with all its natural beauty of the mountains and the sea. James Richards, his wife Betsy, and their African cook sailed into Camden harbor on May 8, 1769, to become its first settlers. David Fales of Thomaston surveyed this plantation in 1768, so James applied for lot 28 with mill privileges on Megunticook River. About two months after Richard's arrival, Robert Thorndike of Cape Elizabeth came with his wife and seven children, settling at Goose River (now Rockport).

In 1771, Major William Minot purchased land near the mouth of Megunticook River for a grist and sawmill. Others followed and land titles came from General Henry Knox or the "Twenty Associates." When Camden's population reached 331, it was decided by the inhabitants to be incorporated. The date was February 17, 1791, when Camden became the seventy-second town to be incorporated in Maine.

The town meetings were lively, as the "Harbor" (Camden) was interested in attracting tourists and wanted to build sidewalks, etc. The "River" (Rockport) needed a bridge. There was so much trouble, they sent it to the Legislature to separate. In 1891, Camden and Rockport got a divorce.

It appears that Captain William McGlathery started the shipbuilding business in 1792 when he built the 26-ton sloop, INDUSTRY. His yard was located where Peter Ott's Restaurant is today. As Bay View Street wasn't built until 1866, the land went from Chestnut Street to the harbor.

Noah Brook and Benjamin Cushing started a shipyard about 1800 where the Public Landing is today. Deacon Joseph Stetson took over Brook's yard and built about 70 vessels. He moved to the "head of the harbor" in 1840 and others also built there. Land went from High Street to the harbor until Atlantic Avenue was built in 1880.

On the east side of the harbor, Hodgman & Glover built vessels on Eaton Point for a short time. Holly Bean bought this land in 1875, and was one of the best known builders on the Atlantic coast. He built the second five master, JOHN PRESCOTT, and the first six master, GEORGE WELLS,

ever built. Holly's son, Robert Bean, built about seven vessels after his father retired. During World War II, Camden built 2 minesweepers, 11 APC's, 4 barges, and 12 ATR's in only a few years. After that, Camden Shipbuilding built pleasure yachts until 1963.

In addition to tourists and the "summer colony," Camden always was a working town. Many years ago, there were 10 limekilns on Bay View Street. The last one was on the present Yacht Club property.

Although only 3 miles long, Megunticook River was the lifeblood of Camden for many years. It had as many as 10 dams at one time. The need for this river has perhaps diminished over the years, but its history remains.

At the foot of Megunticook Lake, the river began with a saw and gristmill owned by Molyneaux. The next dam, known as the "Bachelder privilege," was the Megunticook Woolen Company, organized in 1888. It later became the Seabright Woven Felt Company, making tennis balls and pool table covers. Below that was Bisbee, Marble & Company, a powder mill built around 1846. It had nine (2 fatal) explosions, so their payroll was small. In 1892, it became the Mt. Battie Manufacturing Co., producing woolen fabrics. Later it became the Huse Mill, then a poultry company, and eventually Moss Tents before its move to Belfast.

Amasa Gould had a plug and wedge mill. On the same site in 1887 was the Camden Woolen Company, and Camden Tanning is there today.

Down stream was the saw and gristmill started by the original settler, James Richards. Perry and Wood had a sash and blind factory, until it was occupied by Bezealor Knight with his wheel wright shop. Later Camden Iron Company was there.

The Knox Woolen Company started with an endless felt. It became one of the largest payrolls in Camden, until closed out in 1987.

In the middle 1800's the next dam was for the Edward Bradbury bakery.

Joseph Brewster built a "shirt factory" that operated very successfully for many years into the mid-1940's. It was next used by Camden Textile and

in 1952 as Camden Spinning. Later it was known as the Penobscot Mill, then the Highland Mill Mall and now the Brewster Building.

The Megunticook Grist Mill was at the foot of the stream, on Main Street.

The last place was a woolen factory. It was built by the Ogiers in 1824, and operated until 1850. The Anchor Factory was on this site, which is now the Camden Public Landing.

Upper Washington Street became known as "Millville," and Camden was a working town. We had many other industries, such as the Knowlton Brothers' Laundry and Dr. Ordway's Plasters factory.

Just a few years ago the biggest payrolls were the Knox Woolen Mill, Wayfarer Marine Corporation, and Tibbetts Industries.

Many have purchased homes in Camden, and property values have escalated. We must never forget it requires working people to operate our stores, town office, police force, fire department, hospitals, banks, grocery stores, etc. It must be affordable for them to live in Camden.

(This history was outlined by Barbara Dyer for the 1992 Comprehensive Plan. The mills have continued to evolve as noted in this update by Barbara Dyer at the end of 1999.)

The Knox Mill had been sold in 1981 to Mt. Vernon Mills of South Carolina, with the idea that Camden could better compete in the competitive world. It was assessed then at 1.7 million dollars. A recession hit and by 1982, layoffs began. By 1986, there were only 65 workers, and the Knox Woolen Company was phased out. It closed in 1987 and the town became concerned with loss of employment and the tax base. They wanted a clean industry that would employ many. Their dreams came true, after developers began remodeling the mill and MBNA America Bank first leased and then purchased the facility in 1993. It was not only the answer that Camden had wished for, but also MBNA donates generously to local school, hospitals, libraries as well as many scholarships for local high school graduates. MBNA has purchased many older buildings and made many improvements.

Knowlton Brothers foundry was located on the corner of Knowlton and Mechanic Streets. The building, built in 1911, had remained empty for many years. It was remodeled by Monroe & Goodwin, who leased it to Kodak for their Center for Creative Imaging in 1990. Their operation ceased within a few years. MBNA purchased the building and had it remodeled.

The Brewster Factory Building, which had become the Highland Mill Mall and eventually the Highland Mill Inn, was purchased by MBNA in 1997 and renamed the Brewster Building, in memory of Joseph Brewster. It was completely remodeled and the front lobby includes a wall museum depicting the Brewster Shirt Factory. The popular Bagel Shop is still there, along with two other small businesses. The inn is used for MBNA's guests. The building was dedicated in 1998 to Barbara F. Dyer.

The building on Tannery Lane that began as an IGA Store, was later used by School House Togs, the Tannery Lane Gallery and a health food store. It was torn down in 1993 and the 30-room Camden Riverhouse Hotel was constructed.

The Camden Opera House auditorium (1894) was completely restored to its original Victorian look and opened for its 100th anniversary. The Camden Women's Club had previously improved the Camden Room in the Opera House and that was renovated along with the Auditorium. It was renamed the Kay Tucker Room after the actress who lived in Camden and took great interest in the Opera House.

The Allen F. Payson Fire Station was enlarged with an annex that was named the Robert M. Oxton Building, in honor of Camden's former Fire Chief. New concrete sidewalks, granite curbing and streetlights like Camden had in the 1930's, were installed in the downtown in 1997.

On September 29, 1996, a dedication ceremony was held for the underground Centennial Wing that was built as an addition to the Camden Public Library. Former First Lady Barbara Bush spoke at the dedication. A children's garden was built near the Atlantic Avenue entrance to the new addition. Sixteen people served on the Building Committee. The architectural team was headed by John B. Scholz, AIA, of Camden.

Times change and four businesses, that had been in the town for 100 years, ceased to exist. They were Boynton McKay Drug Company, Curtis

Hardware, Haskell & Corthell and Ayers Fish Market. Boynton McKay was reopened as an ice-cream, coffee and newspaper shop, by a couple local merchants who didn't want to see it go. The other stores now have new businesses in them. Many people felt like a part of old Camden had died. A few anchor stores are still in place, such as Camden National Bank, French & Brawn, P.G. Willey and the Village shop. However, we flow with the tide, and it still comes in every six hours and back out again. Nothing can change that.

Chapter 2 POPULATION

Like all of Maine's towns, Camden is a community textured by people from different walks of life: upper income and lower income, white collar and blue collar, young and old, native and recently arrived. But Camden is distinctly different from the norm. It is overall:

- an older population;
- a more recently arrived population;
- a population with higher formal education;
- a population with greater proportions of retirees and professionals;
- a population with disproportionately small numbers of children and small households; and
- a population whose size is virtually doubled on an average summer's day.

This section provides a statistical profile of the Town's population.

POPULATION CHANGE

1900-2000:

In the past century, Camden has grown slowly, but steadily. Only during the Great Depression years of the 1930s did the Town lose population, and that loss was slight.

TABLE 1
YEAR-ROUND POPULATION

Year	Population	Average Annual Percentage Change	Percentage of Knox County
1900	2,825		9.3%
1910	3,015	+0.65%	10.4%
1920	3,403	+1.22%	13.0%
1930	3,606	+0.58%	13.0%
1940	3,554	-0.15%	13.1%
1950	3,670	+0.33%	13.5%
1960	3,988	+0.83%	14.0%
1970	4,115	+0.31%	14.2%
1980	4,584	+1.09%	13.9%
1990	5,060	+1.04%	13.9%
2000	5,254	+0.38%	13.3%

Since 1900, the Town has grown at an average rate of 0.85% per year non-compounded, or from 2,825 to 5,254. The rate of growth was highest in the 1970s and 1980s. For the last fifty years, Camden has accounted for approximately 14% of Knox County's total year-round population. Table 2 shows comparative changes for Camden and nearby communities.

The State projects that Camden's population may total 5,544 persons by the year 2010, and increase to 5,715 persons by the year 2015.

TABLE 2
COMPARATIVE POPULATION CHANGES

	Change in Population 1960-1970	1970	Change in Population 1970-1980	1980	Change in Population 1980-1990	1990	Change in Population 1990-2000	2000
Appleton	-6.5%	628	30.2%	818	30.7%	1,069	18.9%	1,271
Camden	3.1%	4,115	10.1%	4,584	10.0%	5,060	3.8%	5,254
Hope	-4.8%	500	46.0%	730	39.3%	1,017	28.8%	1,310
Rockland	-3.0%	8,505	-7.4%	7,919	0.1%	7,972	-4.5%	7,609
Rockport	9.2%	2,067	33.0%	2,749	3.8%	2,854	12.4%	3,209
Lincolnville	10.1%	955	48.1%	1,414	27.9%	1,809	12.8%	2,042
Knox County	1.5%	29,013	11.4%	32,941	10.2%	36,310	9.1%	39,618
Maine	2.5%	993,722	13.2%	1,124,660	9.2%	1,227,928	3.8%	1,274,923

Source: U.S. Census, 1960, 1970, 1980, 1990, and 2000

Components of Population Change

A town's change in population is the result of births, deaths, and migration into and out of the community. Camden is one of relatively few towns in Maine where the number of deaths annually is greater than the number of births. From 1990 - 2001, there was an average of 44.8 births and 83.1 deaths per year making the average annual decrease 38.3 per year.

All of Camden's estimated growth is attributable to in-migration. As shown in Table 3, the State saw a high rate of immigration for Camden in the 1990s, even far higher than neighboring Rockport, which is the most similar demographically, but has more available land housing development.

TABLE 3 COMPONENTS OF POPULATION CHANGE				
	Camden	**Hope**	**Rockport**	**Knox County**
1990 population	5,060	1,017	2,854	36,310
1990 – 2000 natural change (births – deaths)	-436	+82	-2	+29
Net migration	+630	+211	+357	+3279
2000 population	5,254	1,310	3,209	39,618
Average annual increase in population	+63	+21.1	+35.7	+327.9

Source: Maine Department of Human Services, Office of Data, Research and Vital Statistics, US Census: 2000

Population Projections

If the Town of Camden's average annual rate of growth of 0.86 percent per year (non-compounded), as seen from 1950 to 2000 continues, the population would increase to total 5,705 persons by the year 2013 using linear regression analysis (or 5,844 using average annual growth). If the town's average annual rate of growth of 0.38 percent per year (non-compounded), as evidenced from 1990 to 2000 continues, the population would increase to total 5,506 persons using linear regression analysis (or 5,516 using average annual growth). Of course, changes in land use including new year-round residential development will determine the actual population growth of Camden over the next ten years. A population increase following the fifty-year trend (0.86%) is believed to be most likely to occur over the next ten-year period. See the forecast range in bold below. The state projects Camden's population growth will be more modest, with a total 5,640 in 2013.

TABLE 4 TOWN OF CAMDEN POPULATION	
Year	Pop
1950	3,670
1960	3,988
1970	4,115
1980	4,584
1990	5,060
2000	5,254

Source: Census

TABLE 5 POPULATION PROJECTIONS for **2013**			
Timeframe on which prediction is based	Average Growth Per Year (Non-Compounded)	Town of Camden	
		Using Average Growth Per Year (NC)	Using Linear Regression
1950-2000	**0.86%**	**5,844**	**5,705**
1970-2000	0.92%	5,884	5,843
1990-2000	0.38%	5,516	5,506
Sources: Base population data from Census *Projections by Mid-Coast Regional Planning Commission*			

Housing Projections

Given existing land use patterns, shoreland and town wide zoning, and limited land for development, it seems likely that up to 416 additional housing units may be built by 2013, for a total of 3,299 housing units. This forecast uses the current ratio of total housing units to population. Household size may continue decreasing to 1.98 persons per household by 2013. Declining household size is observed statewide. Smaller households, including retirees constitute a larger percentage of Camden's new residents than in the past. The conversion of many existing seasonal housing units to year-round use supports the growth of the year-round population at a greater rate than might be expected if one just considered the number of new homes being built. Offsetting this factor is the increasing conversion of many year-round homes to seasonal use. Although population will likely increase and average household size decrease, conversion of existing seasonal housing will offset some of the need to build new homes to meet increasing demand. It is not probable that the higher housing projections will be seen. Of course, changes in land use, local regulations, and the economy will determine the actual increase in the number of housing units in Camden. Larger growth is possible and planning to account for such growth for the long term (beyond ten years) is recommended.

Camden has several, large, vacant parcels on public sewer within the growth district that could accommodate the projected increase of 416 housing units over the next decade. Four large, vacant parcels, totaling 115 acres could developed at the minimum lot size of 10,000 square feet per single family dwelling unit and

support approximately 450 homes after subtracting land area for infrastructure. Two family and multifamily development would require even less land since the minimum lot size on public sewer is only 7,500 square feet per dwelling unit.

Based on infill that has occurred over the past five years, we project an additional 40 potential home sites in the next decade within the village. There is also approximately 40 acres of vacant land within the growth district that is not on public sewer. One of the recommendations of the Plan is to reduce the minimum lot size from 40,000 square feet to 20,000 square feet. If these lots were developed, they could support an additional 72 home sites after subtracting land area for infrastructure. This would result in a total of 562 potential single-family homes. The projection for the number of new housing units is 416 in the next decade.

TABLE 6
Town of Camden Housing

Year	Housing Units	Average Household Size
1970	1,930	2.60
1980	2,291	2.31
1990	2,654	2.24
2000	2,883	2.11
Source: Census		

TABLE 7 Town of Camden Housing Predictions Assumptions	Total Housing Units in 2013
Ratio of housing units to population continues to decrease, amplified by an increase in new seasonal housing AND the Max Population is 5,884 in 2013	4,866
Ratio of housing units to population remains constant AND the Max Population is 5,884 in 2013	**3,229**
Annual trend of Housing Units built from 1970-2000 continues (1.65% NC/YR)	3,500
Sources: Base population data from Census *Projections by Mid-Coast Regional Planning Commission*	

Another indirect indicator of population growth is the number of permits for new year-round homes. There is not a direct correlation between housing and population because some housing is not lived in year-round and the average number of people living in a household has declined precipitously since the 1970s. Other factors affecting the number of building permits are the increase in single-person households, the longevity and living independence of senior citizens, and the increase in the divorce rate.

TABLE 8
TOWN of CAMDEN
Building Starts

YEAR	#NEW HOMES	INCLUDES	# PERMITS	($) VALUE IN MILLIONS
01-02	58	(16 Eld, 4 Apt, 1 MH)	239	15.2
00-01	45	(13 Eld, 1 Apt, 3 MH, 1 Cottage)	251	23.9
99-00	20	(1 Apt, 1 MH, 1 Cottage)	246	10.3
98-99	36	(4 MH, 2 Apt)	249	13.4
97-98	17	(1 MH, 3 Apt)	246	9.8
96-97	17	(4 MH)	247	9.2
95-96	22	(3 Modulars)	249	9.5
94-95	22	(2 Cottages)	271	11.7
93-94	17		278	11.7
92-93	9		271	12.5

Source: Town of Camden, 2002

During the 1980s, the number of new dwelling units authorized by building permits ranged from 7 to 50, with an annual average of 31. The number of permits for new dwellings in the 1990s ranged from lows of 9 to 11 per year during the recession of 1990 to 1993 to 36 in 1998-1999. The most recent decade showed an average number of 19 new dwelling units per year with a total of 193 units. These figures indicate that growth has slowed considerably.

The value of new homes has greatly increased, suggesting that new owners are from higher income brackets than previous years. With this increase in property value, a home in Camden is becoming unaffordable to the average Knox County resident. The increased price of housing is an important factor in the slowed growth rate in population.

Household Change

The result of these trends noted above has been a large increase in households, but significantly fewer people per household. In Camden in 1980, there was an average of 2.31 people per household. The following table shows how the number of year-round households has increased while average household size has decreased. As compared with most other communities, Camden has a smaller household size.

TABLE 9
CHANGE IN HOUSEHOLD SIZE

Year	No. Of Households	Average Annual Change	Average Household Size
1970	1,565		2.60
1980	1,914	+2.03%	2.31
1990	2,162	+1.30%	2.24
2000	2,390	+1.05%	2.11

Source: U.S. Census 1970, 1980, 1990, and 2000

School Population

Overall, the Camden school population has dropped 3.4% over the past seven years. The lowest enrollment of Camden students was in 1998 with 711 students. The Five Town CSD was formed in 1999 and serves grades 9-12 for the towns of Appleton, Hope, Lincolnville, Camden and Rockport. Since then, Camden has seen an overall increase in the number of students enrolled in school.

TABLE 10
SCHOOL POPULATION – CAMDEN

Year	Grade K-8	Grade 9-12	Total	% Change
1995	540	223	763	
1996	519	230	749	-1.9%
1997	499	225	724	-3.5%
1998	471	240	711	-1.8%
1999	465	251	716	-0.7%
2000	491	249	740	+3.2%
2001	454	284	738	-0.3%

Source: Maine Dept. of Education; 1995-2001 Resident Pupils by Municipality

According to the Maine Department of Education, Public School Enrollment for Camden is expected to decrease 5.0% by the year 2015.

TABLE 11
PUBLIC SCHOOL ENROLLMENT PROJECTIONS
THE TOWN OF CAMDEN
2003-2015

Year	Total # of students	% Change
2003	745	**-1.2%**
2004	736	**-1.2%**
2005	727	**-1.1%**
2006	719	**-0.7%**
2007	714	**-1.7%**
2008	702	**-0.6%**
2009	696	**-0.7%**
2010	691	**-0.7%**
2011	689	**-0.3%**
2012	689	**0.0%**
2013	695	**+0.9%**
2014	701	**+0.9%**
2015	709	**+1.1%**

Source: Maine Dept. of Education, 2000.

Migration Patterns

The Census asks a representative sample of the population where they lived five years before. The following table shows that the number of people moving into Camden from out-of-state has decreased by 4.4% in the past 25 years. In Camden, 43.2% of households have been in their places of residence fewer than 5 years. Of those households, 12.8% have moved from out-of-state. Statewide, 39.5% of all households have lived in their current residence fewer than 5 years and of those households, 9% are from out-of-state. These figures indicate that while the percentage has dropped over the years, Camden still receives a higher percentage of out-of-state immigrants than the State's average.

TABLE 12
PLACE OF RESIDENCE LAST 5 YEARS

	Camden 1975	Camden 1985	Camden 1995	Maine 1995
Same house	58.1%	57.3%	55.9%	59.6%
Different house, same county	14.3%	21.7%	24.5%	39.5%
Different county, same State	7.8%	6.9%	5.9%	7.7%
Different State	17.2%	13.2%	12.8%	9.0%
Elsewhere	2.6%	0.8%	0.9%	0.9%

Source: U.S. Census 1990, 2000

DEMOGRAPHIC CHARACTERISTICS

Age

Percent-wise, Camden has far more senior citizens than the State. The median age of Camden's population has increased from 39.9 in 1980 to 47.0 in 2000 and is the highest in Knox County by almost 6 years.

TABLE 13
MEDIAN AGE

	1980	1990	2000
Camden	39.9	41.6	47.0
Hope	30.9	34.3	37.9
Lincolnville	33.9	36.6	41.7
Rockland	32.5	34.6	40.9
Rockport	34.3	38.5	42.9
Knox County	33.7	37.0	41.4
Maine	30.4	33.9	38.6

Source: U.S. Census, 1960, 1970, 1980, 1990, 2000

The Age Cohort Table shows that when compared to the State, Camden has over twice as many residents in the 85 and over age group and almost twice as many in the 75 to 84 age group. Graph 1 shows the age distribution for Camden, Knox County, and the State of Maine. While Knox County and the State of Maine have similar age distribution, Camden has a smaller percentage of population under 45 and a higher percentage of population over 45.

Table 14

TABLE 15
POPULATION BY AGE COHORT

	Camden 1980	Camden 1990	Camden 2000	Knox County 2000	Maine 2000
Total population	4,584	5,060	5,254	39,618	1,274,923
Male	43.7%	44.2%	45.5%	48.8%	48.7%
Female	56.3%	55.8%	54.5%	51.2%	51.3%
Under 5	4.5%	5.1%	4.2%	5.3%	5.5%
5-24	26.0%	22.5%	16.9%	23.5%	26.2%
25-44	24.8%	28.1%	22.2%	27.4%	29.1%
45-54	10.3%	10.6%	18.2%	16.2%	15.1%
55-64	6.3%	4.2%	7.0%	5.6%	5.4%
60-64	5.7%	5.7%	5.1%	4.9%	4.3%
65-74	10.8%	10.8%	10.2%	8.5%	7.5%
75+	11.7%	13.0%	13.2%	8.7%	6.8%
75-84	N/A	8.1%	8.0%	6.3%	5.0%
85+	N/A	4.9%	5.2%	2.4%	1.8%
Percentage of total population under 25	30.5%	27.6%	21.1%	28.8%	31.7%
Percentage of total Population over 65	22.5%	23.8%	23.4%	17.2%	14.3%

Source: U.S. Census 1980, 1990, 2000

Household size and composition

Since 1980, the average household size has been decreasing. This is due to the increase in single-person households, the longevity and living independence of senior citizens, and the increase in the divorce rate. Camden has, on average, the smallest size households of surrounding communities and the State.

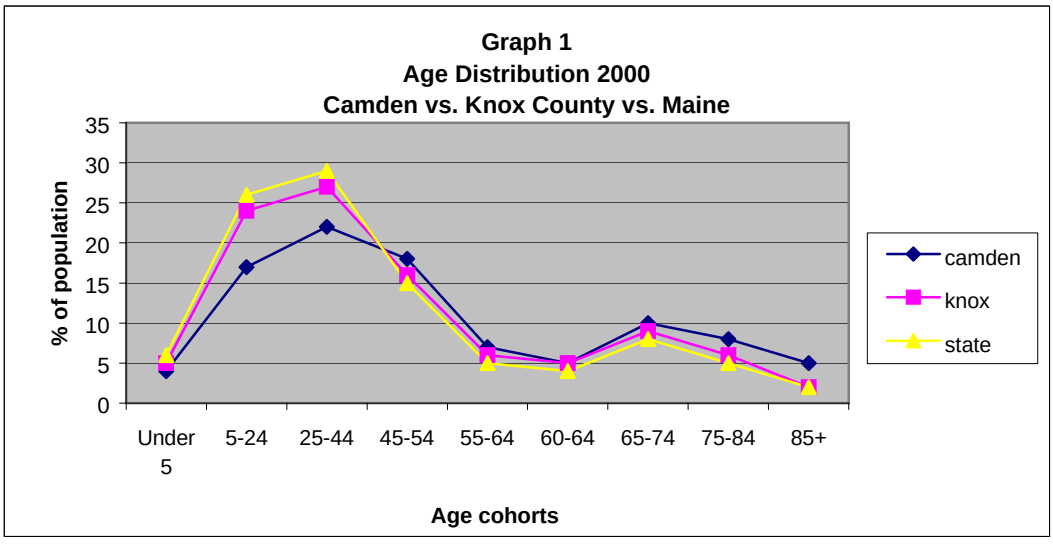

TABLE 16
COMPARATIVE HOUSEHOLD SIZE
(PERSONS PER HOUSEHOLD)*

Community	1980	1990	2000
Appleton	2.87	2.76	2.65
Camden	2.31	2.26	2.11
Hope	2.88	2.72	2.54
Lincolnville	2.64	2.48	2.41
Rockland	2.56	2.34	2.15
Rockport	2.60	2.41	2.33
Knox County	2.61	2.45	2.31
Maine	2.75	2.56	2.39

**Indicates median persons per housing unit rather than persons per occupied housing unit.* Source: U.S. Census, 1980, 1990, 2000.

Households by Type

The 2000 Census shows that percent-wise, Camden had 6.5% fewer families than the State. Camden had more people living alone (34.8%) compared to Knox County (29%) or the State (27%). Camden also had higher rates of its population living alone that were over 65 and over 65 and female.

TABLE 17
HOUSEHOLDS BY TYPE

2000	Camden #	Camden %	Knox County %	Maine %
Total Households	2390	100%	(16608) 100%	(518, 200) 100%
Family Households	1416	59.2%	64.6%	65.7%
Married Couple Families	1174	49.1%	52.2%	52.5%
Female Householder, no husband present	204	8.5%	9.0%	9.5%
Non-Family Households	974	40.8%	35.4%	34.3%
Householder Living Alone	832	34.8%	29.0%	27.0%
Living Alone, 65+ yrs.	395	16.5%	12.7%	10.7%
Persons in Households	5046	96.0%	96.8%	97.3%
Persons in Group Quarters	208	4.0%	3.2%	2.7%
Institutionalized Population	199	3.8%	2.8%	1.0%

Non-institutionalized Population	9	0.2%	0.4%	1.7%

Source: U.S. Census 2000, Summary Tape File 1.

Income

Camden has median family incomes that are 17% higher than the average Maine family. Camden per capita income is 21% higher than the State's. Table 18 shows that Knox County generally has lower median incomes than the State in most categories. In addition to higher incomes, Camden also has a lower poverty status compared to both the state and Knox County as seen in Table 19.

TABLE 18
HOUSEHOLDS BY INCOME - 2000

	Camden #	**Camden %**	**Knox County %**	**Maine %**
Total Households	2386	100%	(16608) 100%	(518,372) 100%
Less than $10,000	228	9.6%	9.4%	10.3%
$10,000-$14,999	207	8.7%	7.9%	7.6%
$15,000-$24,999	318	13.3%	14.8%	14.8%
$25,000-$34,999	300	12.6%	14.7%	14.2%
$35,000-$49,999	308	12.9%	19.4%	18.3%
$50,000-$74,999	466	19.5%	18.9%	19.4%
$75,000-$99,999	268	11.2%	7.4%	8.4%
$100,000-$149,000	169	7.1%	4.7%	4.7%
$150,000-$199,999	34	1.4%	1.4%	1.1%
$200,000 or more	88	3.7%	1.3%	1.3%
Amount				
		Camden	**Knox County**	**Maine**
Median Household Income		$39,877	$36,774	$37,240
Median Family Income		$56,439	$43,819	$45,179
Per Capita Income		$26,126	$19,981	$19,533

Source: U.S Census 2000, Social and Economic Characteristics.

TABLE 19
POVERTY STATUS IN 1999

Persons:	Camden #	Camden %	Knox County %	Maine %
Individuals:	403	8.0%	10.1%	10.9%
Persons 18 year & over	338	8.4%	9.4%	10.1%
Persons 65 & over	75	7.2%	8.0%	10.2%
Related children under 18 years	65	6.5%	11.9%	13.0%
Related children 5 to 17 years	57	7.3%	10.8%	12.0%
Unrelated individuals 15 years +	184	16.6%	21.7%	22.5%
Families:	79	5.5%	6.4%	7.8%
W/related children under 18 years	33	5.9%	10.1%	11.9%
W/related children under 5 years	6	4.3%	14.4%	16.0%
Female householder families:	27	14.8%	20.2%	28.1%
W/related children under 18 years	27	18.1%	24.9%	36.4%
W/related children under 5 years	-	-	43.1%	54.7%

Source: U.S. Census 2000, Summary Tape File 3.

Educational Attainment

In general, Camden's population has a higher educational level than Knox County or the State. Camden has almost twice as many college graduates as the State. Knox County also has a higher percentage of college graduates than the State. Overall, education attainment percentages have increased for all three geographical areas in the past ten years.

TABLE 20
EDUCATIONAL ATTAINMENT – PERSONS 25 YEARS AND OLDER

2000	Camden	Knox County	Maine
% Less than a 9th grade education	2.5%	3.5%	5.4%
% High school graduate or higher	91.8%	87.5%	85.4%
% Bachelor's Degree or higher	43.9%	26.2%	22.9%

Source: U.S. Census 2000, Summary of Social, Economic, and Housing Characteristics

TABLE 21
POPULATION DENSITY
2000

	Land Area in Square	People Per Square

	Miles	**Mile**
Appleton	32.7	38.9
Camden	17.8	295.2
Camden (Urban area only)	3.8	1106.1*
Hope	21.9	59.8
Lincolnville	37.4	54.6
Rockland	12.9	589.8
Rockport	22.2	144.5
Knox County	336	108.2
Maine	30,862	41.3

**Based on a calculation using Census data*
Source: US. Census 2000

Table 21 shows population density in Camden and surrounding towns. Camden has a relatively small land area, and a village core where most of its residents live in a more dense land use pattern than seen in all other Knox County communities except Rockland. Camden village is a pedestrian oriented and thriving area. Camden residents have helped to keep the village viable by their concerted efforts, a few of which have included keeping the Post Office in the downtown, working with Rite Aid on site design, and allowing denser traditional development.

Chapter 3 ECONOMY

Camden's economy continues to be tied to its unique natural assets of the harbor, coast, and hills. This natural environment, in combination with a heavily traveled US Route 1, has helped to expand the tourist and retirement related economy significantly. The Town's quality of life, as well, attracts new residents and businesses.

Camden has been and continues to be a local job center with more jobs than residents in the labor force. Many residents still work in Camden, but this figure has decreased over the past ten years. This decrease is probably due to higher property values so that more people who work in Camden can't afford to live here. Jobs have shifted over the years from manufacturing to more white-collar positions especially in management, professional, sales and service categories. Camden's electronics, manufacturing and boat industries continue to be strong. Sales and services related to the tourist industries have grown.

The mid-coast regional economy has grown steadily since the recession of the early 1990s, with new jobs in service and sales, lodging, restaurants, seasonal retail, and health care. The introduction of MBNA to the regional economy has directly added many white-collar jobs to the area and indirectly has added jobs in services and construction. MBNA has also added many jobs with branches in Belfast and in Rockland. Tourist business has increased. Health care and skilled nursing care facilities have expanded. Manufacturing jobs have declined with losses in fish preparation, apparel, and similar industries. The mid-coast area is following trends typical of the country, with an increase in service jobs and a decrease in manufacturing jobs.

THE CAMDEN RESIDENT WORK FORCE

Table 1 contains a listing of occupations by category held by Camden residents compared with Knox County and the State according to the 1990 and 2000 Census. Camden's traditional "blue-collar" occupations have decreased from 25% to 17.5% in the past ten years. Farming, forestry, and fishing fell by over half from 2.6% to 1.0%. These figures reflect the transition from industrial to service oriented jobs taking place in the past twenty years. Overall, Camden residents make up a smaller percentage of all blue-collar occupations in comparison to Knox County and the State.

At 82.5%, Camden has far more people in white-collar occupations than most other communities in the State. From 1990 to 2000, the number of residents with occupations generally requiring more formal education and paying a higher salary have increased (see Table 1). The percentage of jobs in management, professional, sales, and administrative occupations have continued to increase and far exceed those in Knox County or the State. Service jobs, however, have seen a decrease and make up a higher percentage of jobs in Knox County and Maine

TABLE 1
EMPLOYMENT MIX BY OCCUPATION

	Camden		**Knox County**	**State of Maine**
	1990	**2000**	**2000**	**2000**
TOTAL NUMBER	2,311	2,616	19,263	624,011
White Collar				
Management, professional, and related	41%	45.9%	29.7%	31.5%
Sales and office Administrative Support	23.9%	26.9%	25.3%	15.3%
Service occupations	10.1%	9.7%	15.4%	25.9%
Total White Collar	**75.0%**	**82.5%**	**70.4%**	**72.7%**
Blue Collar				
Farming, forestry, and fishing	2.6%	1.0%	5.0%	1.7%
Construction, extraction, and maintenance	14.0%	6.5%	11.1%	10.3%
Production, transportation, and material moving	8.3%	10.0%	13.4%	15.3%
Total Blue Collar	**25.0%**	**17.5%**	**29.5%**	**27.3%**

Source: 1990 Census, Summary Tape, File 3.

Table 2, entitled "Class of Worker", shows different general categories of workers. The number of self-employed workers in Camden has decreased 4.6% over the past ten years. Camden has steadily gained more Government workers and over the past ten years, has seen a 4% increase in private wage and salary workers.

TABLE 2
CLASS OF WORKER

	Camden			**Knox County**	**Maine**
	1980	**1990**	**2000**	**2000**	**2000**
Employed persons 16 years and over	2,087	2,311	2,616	19,263	624,011

Private wage and salary workers	70.7%	65.1%	69.1%	69.7%	75.9%
Government workers	15.4%	16.1%	17.1%	13.0%	14.5%
Self-employed workers	13.8%	17.6%	13.0%	17.0%	9.3%
Unpaid family workers	2.4%	1.1%	0.8%	0.3%	0.3%

Source: Census of 1980, 1990, 2000

Table 3 entitled, "Disability of Civilian Non-Institutionalized Persons aged 16-64", indicates that Camden has a smaller percentage than the County or State of non-institutionalized residents with disabilities that limit or prevent them from working or limit their mobility or ability to care for themselves.

TABLE 3
DISABILITY OF CIVILIAN NON-INSTITUTIONALIZED PERSONS AGED 21-64

	Camden		**Knox County**	**Maine**
	#	**%**	**%**	**%**
Population 21-64	2,846	100%	(22,031) 100%	(733,415) 100%
With a work disability	208	7.3%	15.1%	19.2%
Prevented from Working	79	2.8%	6.6%	8.7%

Source: U.S Census 2000

Tables 4 and 5 summarize employment and unemployment. Camden had a relatively high unemployment rate of 7.7% in 1980. In 1990, the unemployment rate was 4.2%, and in 2001, decreased to 2.4%. Camden has the second lowest unemployment rate of the towns in Knox County. In general, the percentage of unemployed Camden residents has been less than that of Knox County or the State.

TABLE 4
SUMMARY OF EMPLOYMENT, UNEMPLOYMENT
2001

	Labor Force	**Employed**	**Unemployed**	**Unemployment Rate**
Appleton	649	626	23	3.5%
Camden	2785	2717	68	2.4%
Hope	659	645	14	2.1%
Lincolnville	1573	1530	43	2.7%
Rockland	4311	4152	159	3.7%
Rockport	1665	1617	48	2.9%
Knox County	20,537	19,950	587	2.9%
State of Maine	683,907	656,764	27,143	4.0%

TABLE 5 UNEMPLOYMENT RATE			
	1990	**1993**	**2001**
Camden	4.2%	4.8%	2.4%
Rockport	6.0%	5.7%	2.9%
Rockland	9.2%	7.8%	3.7%
Rockland LMA*	5.7%	6.8%	2.6%
State of Maine	5.1%	7.9%	4.0%

*Rockland LMA means Rockland Labor Market Area, which includes all of Knox County plus Waldoboro. Source: Civilian Labor Force Estimates, Maine Department of Labor.

According to the Maine Department of Labor, the rate of unemployment has been dropping since 1990. In the past decade, the only rise in unemployment rates occurred during the recession of 1992-1993. In 2001, the Maine Department of Labor estimated that the percent unemployed had dropped to 2.5%.

In 2000, Camden's labor force was made up of 1,449 men and 1,216 women. There were 1202 women and 524 men over the age of 16 who were not in the labor force. In 1990, 60.7% of families with children under 6 had both parents in the labor force. As of 2000, this percentage had not changed although the number of families with young children has decreased.

Seasonal change in employment is a factor in a tourist-based economy. Wage income is reduced during the slow season and housing and personnel can be in short supply during the busy season. In 1998, the number of employed persons in Maine grew from 595,456 in January to a peak of 644, 953 persons in July; unemployment, which was 6.6% in January, declined to 3.5% in July. During the same year, employment in Camden grew from 2510 in January to 2,918 in July; the unemployment rate dropped from 4.5%of to 1.1% during the same period.

TABLE 6 SELECTED LABOR FORCE CHARACTERISTICS: 2000 FOR CAMDEN AND KNOX COUNTY		
Labor Force Status	**Camden**	**Knox County**
Persons 16 years and over	**4,374**	**31,782**
In labor force	2,665	20,024
Percentage in labor force	60.9%	63.0%
Civilian labor force	2,665	19,939
Employed	2,616	19,263
Unemployed	49	676
Percentage in labor force unemployed	1.8%	2.1%
Armed Forces	-	85
Not in labor force	1,709	11,758

Females 16 years and over	**2,401**	**16,418**
In labor force	1,216	9,439
Percentage in labor force	50.6%	57.5%
Civilian labor force	1,216	9,418
Employed	1,199	9,022
Unemployed	17	396
Percentage in labor force unemployed	1.4%	4.2%
Not in labor force	1,188	6979
Own children under 6 years	**290**	**2458**
Percentage with all parents in family in labor force	60.7%	62.7%

Source: US Census, 2000.

Camden, the Mid-Coast area and Southern Maine have seen more job growth than the rest of the State. In December 2001, the Department of Labor reported the number of jobs in Camden to be 3,632. This number of jobs has increased by 38% since 1990 when it was 2,634. Although both Rockland and Rockport have also seen an increase in jobs, no other community in Knox County had anywhere near Camden's growth. The expansion of MBNA has been a major factor in the growth of this region. The MBNA branch in Camden employs 500 people, the Rockland branch employs 350, and there are nearly 3000 employed in the Belfast branch. Other major employers in Camden are Camden Health Care Center, Tibbetts Industries, Wayfarer Marine, and the Waterfront Restaurant during the tourist season.

The labor market for minimum to moderate wage jobs and for seasonal work is very tight. School and college calendars do not correspond with the tourist season, as the school year begins before Labor Day. Some solutions for local business have included attracting foreign workers and retirees. Because housing is often very expensive and unavailable during the summer, some local businesses have provided housing for their seasonal employees.

CAMDEN BUSINESSES

Table 7 includes a summary of labor force statistics for Camden, Knox County, and the State of Maine.

TABLE 7
LABOR FORCE EMPLOYMENT BY INDUSTRY

	Camden 1990	**Camden 2000**	**Knox County 2000**	**State of Maine 2000**

	#	%	#	%	#	#
TOTAL	2,311	100%	2,616	100%	19,263	624,011
Agriculture, forestry, fisheries, mining	47	2.0%	56	2.1%	6.0%	2.6%
Construction	180	7.8%	111	4.2%	7.9%	6.9%
Manufacturing	273	11.8%	165	6.3%	10.5%	14.2%
Transportation, warehousing and utilities	98	4.2%	74	2.8%	3.2%	4.3%
Information	N/A	N/A	93	3.6%	3.0%	2.5%
Wholesale Trade	42	1.8%	47	1.8%	3.6%	3.4%
Retail Trade	388	16.8%	349	13.3%	13.6%	13.5%
Finance, insurance, real estate	110	4.8%	284	10.9%	7.1%	6.2%
Business and repair services	119	5.1%	N/A	N/A	N/A	N/A
Professional, scientific, management, administrative and waste management services	N/A	N/A	200	7.6%	6.9%	6.3%
Arts, entertainment, recreation accommodation and food services	197	8.5%	226	8.6%	7.1%	8.5%
Educational, health and social services	442	19%	761	29.1%	23.2%	20.4%
Other professional, related services	303	13.1%	173	6.6%	4.7%	5.3%
Public Administration	116	5.0%	77	2.9%	4.5%	4.5%
*Percentages may not equal 100% because of rounding. Source: US Census, 1990, 2000.						

Between 1990 and 2000 there were many occupational changes in Camden. The manufacturing labor force dropped by 5.5%. Construction employment also decreased while real estate, insurance and financial jobs increased. The number of people in education, health and social services has grown from 442 people in 1990 to 761 in 2000.

Table 7 indicates that in 1990 retail trade employed most of the labor force, comprising 16.8%. In 2000, this sector decreased to the second largest percentage, at 13.3%, falling below both Knox County and the State. The largest percentage of the labor force was engaged in ‘Education, health and social services’ occupations, comprising 29.1% in 2000.

The Maine Department of Labor considers a "labor market area" to be "an economically integrated grouping of communities within which workers may readily change jobs without changing their place of residence."

Given the commuter patterns of the area, the Department has identified Rockland as the central community in a 19-town labor market area (LMA) including; Appleton, Camden, Cushing, Friendship, Hope, Isle au Haut, Matinicus Island, North Haven, Owls Head, Rockland, Rockport, St. George, South

Thomaston, Thomaston, Union, Vinalhaven, Warren, Washington, and Waldoboro, in Lincoln County.

Table 8 shows the distribution of jobs in the Rockland LMA. This table includes a Location Quotient (LQ), which is a measure of the area's specialization in an economic sector compared with that of a larger geographic level, in this case the State as a whole. An LQ significantly greater than 1.00 indicates a greater than average sector specialization.

The number of jobs available within the Rockland LMA has grown by 27% and are well distributed among the services sector (31% of the jobs), the retail sector (21%), and the manufacturing sector (12%).

There is over 7 times the number of people in non-manufacturing as manufacturing. The growing trend towards a non-manufacturing economy continues today as more goods are manufactured overseas. The Rockland LMA has lost manufacturing jobs in the non-durable sector and overall the percentage of manufacturing jobs has dropped by 18%.

The service sector employs the highest percentage of people in the Rockland region, which is typical of trends in Maine and the Unites States. Health, personal, and social services make up 16 % of total employment, reflecting the higher number of senior citizens in this region. Hotel and other Lodging Services have an LQ of 1.94, but make up only 3.5% of jobs. The LQ's demonstrate that the Rockland LMA has a particular specialty in:

- Boat building and repairing (LQ = 9.41);
- Food products (primarily seafood) manufacturing (LQ = 1.54);
- Lodging services (LQ = 1.94);
- Printing and publishing (LQ = 1.70);
- Health care services (LQ = 1.24);
- Construction (LQ = 1.19); and
- Retail trade (LQ = 1.04).

TABLE 8 **ROCKLAND LABOR MARKET AREA 1991-2001**	1991	2000	% Change 1991-2000	2000 Distribution	1990 L.Q.
TOTAL EMPLOYMENT	14,970	19,020	+27.0	100.0%	-
MANUFACTURING	2,700	2,280	-18.4	12.0%	0.97
Durable Goods	1,390	1,440	+3.6	7.5%	1.09
— Stone, Clay, and Glass Products	190	170			4.33
— Fabricated Metal Products	150	190			2.00
— Industrial Machinery and Equipment	130	220			1.13
— Electronics and Other Electric Equipment	330	410			1.47
— Transportation Equipment	280	260			0.70
Ship and Boat Building and Repairing	240	230			9.41
Non-durable Goods	1,310	850	-35.1	4.5%	0.88
— Food and Kindred Products	300	160			1.54
— Textile Mill Products	230	50			1.50
— Apparel and Other Textile Products	220	40			2.50
— Printing and Publishing	250	350			1.70
— Other Non-durable Goods	300	250			-
NONMANUFACTURING	12,270	16,740	+36.4	88.0%	1.01
Construction	770	1080	+40.3	5.7%	1.19
— General Building Contractors	280	470			1.58
— Special Trade Contractors	410	530			1.13
— Misc. Special Trade Contractors	120	170			1.14
Transportation and Public Utilities	560	860	+53.6	4.5%	0.86
— Local and Interurban Passenger Transit	90	130			0.50
— Trucking and Warehousing	120	100			0.57
— Water Transportation	120	330			4.00
— Transportation by Air	10	90			0.50
— Transportation Services	20	10			1.00
— Railroad Transportation	-	10			-
Wholesale Trade	560	900	+60.7	4.7%	0.80
— Durable Goods	160	200			0.52
— Non-durable Goods	390	700			1.04

TABLE 8 ROCKLAND LABOR MARKET AREA 1991-2001	1991	2000	% Change 1991-2000	2000 Distribution	1990 L.Q.
Groceries and Related Products	240	260			1.33
Fish and Seafood	210	210			7.00
Retail Trade	3,140	3,840	+22.3	21.0%	1.04
— Building Materials and Garden	210	240			1.56
Supplies	290	410			0.95
— General Merchandise	730	870			1.36
— Food Stores	310	340			0.95
— Automotive Dealers and	950	1,220			1.00
Service Stations	440	560			0.85
— Eating and Drinking Places					
— Misc. Retail					
Finance, Insurance, and Real Estate	410	1,300	+217.1	6.8%	0.57
Services and Mining	4,370	5,910	+35.2	31.1%	1.17
— Hotels and Motels	520	590			1.94
— Business Services	200	580			0.50
— Legal Services	90	100			0.75
— Personal Services	180	140			1.50
— Health Services	1,680	2,060			1.24
— Social Services	270	510			0.95
Government	2,470	2,850	+15.4	16.5%	0.89
— Local	1,630	1,980			1.11

Source: Maine Employment and Earnings Statistical Handbook, 1981, 1986, and 1991, Maine Department of Labor, Market Decisions, Inc

The above information shows that many businesses in the Rockland region are influenced by tourism. Manufacturing, specialty trades, such as, plumbing and electrical, and services such as health, auto, legal, and retail maintain stability throughout the year. Most other businesses are busiest during the tourist season.

The following categories are the most dependent on tourism, with seasonal variation from lowest employment to highest employment at the following percentages:

- Landscaping and Horticultural Services – 325%,
- Amusements and Recreational Services – 250%,
- Schools and Education Services NEC – 269% (summer amps, MPW, Penobscot School, etc.),
- Miscellaneous Shops – 200%,
- Hotels and Other Lodging Places - 83%,

- Eating Places – 64%.
- Retail in general was 31% busier.

Construction sectors such as Excavation and Concrete are highly weather dependent, but general construction in the Rockland LMA is becoming more of a year-round industry because of very high demand.

Statistics on Taxable Sales (see Table 10) reveal that many Camden businesses are highly dependent on tourists. From July through September, lodging sales in Camden are 1300% busier and restaurants are 388% busier. The category called Other Retail (which includes gift shops, drug stores, sporting goods, books, jewelry, and other specialty stores) generally rises 375% in the third quarter of the year. In general, all categories in Camden are more affected by tourism. Total Personal Consumption (all categories together except business operating) rose on average 300 to 350% in the 1990s.

Camden sales have seen steady growth since the recession of 1990-1992. Most of the peak quarters for the past 10 years were in 1999, with a few in 1998. "Other Retail" brings in the most taxable sales with Restaurants and Lodging tied for second place. Sales in Camden, the Camden ESA (includes Rockport, Hope, Lincolnville, Appleton, and Islesboro) and the entire Mid-Coast region have grown at a much faster rate than the State. Total Consumer Retail Sales between 1994 and 1998 grew by 8% in the Camden ESA, 5.9% in the Mid-Coast region and 4.8% for the State.

From 1988 to 1999, the portion of consumer taxable sales for Lodging and Other Retail grew in Camden, going from 9% to 14% for Lodging and 23.7% to 28.8% for Other Retail. Auto/Transportation and General Merchandise now make up a smaller portion of all consumer taxable sales.

The Camden ESA was the second fastest growing ESA and the Mid-Coast was the second fastest growing region in the State between 1994 and 1998. Maine continued to lag behind the nation in sales.

Manufacturing

There were 1,997 people employed in manufacturing throughout Knox County in 2000. This number is down 37% from 1993. As the number of employees drops, the salary continues to rise at an average of 4.8% per year. According to 2000 U.S. Census data, Rockland had approximately 326 manufacturing jobs, Thomaston was second with 185 and Camden was third with

165. According to the Maine Department of Labor, the average annual pay for a manufacturing job in Knox County was $30,576.

TABLE 9
KNOX COUNTY MANUFACTURING
1993-2000

Year	Employers	Average Employees	Average salary
2000	114	1,997	$30,576
1999	123	1,978	$28,964
1998	130	2,101	$27,612
1997	117	2,213	$26,052
1996	115	2,784	$23,036
1995	119	2,667	$22,880
1994	117	2,503	$22,568
1993	117	3,158	$21,996

Source: Maine Dept. of Labor 2000

Retirement

Retirement is not often thought of as an industry, but it is a substantial part of the regional economic base. Senior citizens make up the largest population sector in Camden, higher than in most other Knox County communities. Retirement brings in money from outside the area and circulates it in the local economy. According to the U.S. Dept. of Commerce, 45% of all personal income received by residents of Knox County – or virtually one of every two dollars – is in the form of transfer payments, dividends, interest, and rent (rather than wages, salaries, and proprietors' income). A major part of this category includes items such as social security payments, pension payments, and dividends from stocks and other investments. Statewide, only 35% of personal income is received from such sources. Camden's senior citizens have higher incomes than other senior citizens in the County. The State's Economic Forecast indicates Knox County had the highest growth of any county in personal income between 1990 and 1997. The State expects continued high growth in personal income for Knox County through 2010.

TABLE 10
TOTAL TAXABLE SALES IN THOUSANDS OF DOLLARS BY INDIVIDUAL TOWN AND PRODUCT GROUP FOR CAMDEN

Year: Quarter	Business Operating	Building Supply	Food Store	General Merchandise	Other Retail	Auto Transportation	Restaurant Lodging	Total	Personal Consumption	Restaurant	Lodging
1999 : 1	$1,607.9	$713.2	$1,244.4	$1,190.4	$2,179.8	$639.4	$1,738.3	$9,313.4	$7,705.5	$1,351.7	$386.6
1999 : 2	$2,320.0	$1,331.5	$1,780.3	$1,803.4	$3,935.4	$1,473.7	$4,149.9	$16,794.2	$14,474.2	$2,575.3	$1,574.6
1999 : 3	$2,339.5	$1,305.5	$2,221.6	$2,973.2	$8,182.5	$1,498.0	$10,516.5	$29,036.8	$26,697.3	$5,248.8	$5,267.7
1999 : 4	$2,354.4	$1,165.1	$1,661.8	$2,691.8	$4,028.9	$873.0	$4,226.9	$17,001.9	$14,647.5	$2,549.2	$1,677.7
1999	**$8,621.8**	**$4,515.3**	**$6,908.1**	**$8,658.8**	**$18,326.6**	**$4,484.1**	**$20,631.6**	**$72,146.3**	**$63,524.5**	**$11,725.0**	**$8,906.6**
1998 : 1	$1,404.2	$749.8	$1,169.4	$1,604.7	$2,129.0	$582.5	$1,775.8	$9,415.4	$8,011.2	$1,372.7	$403.1
1998 : 2	$1,938.6	$1,200.2	$1,449.9	$1,865.3	$3,625.3	$1,106.9	$3,785.8	$14,972.0	$13,033.4	$2,483.2	$1,302.6
1998 : 3	$2,010.8	$1,175.2	$2,003.4	$2,491.3	$7,199.4	$1,347.1	$10,260.5	$26,487.7	$24,476.9	$5,159.0	$5,101.5
1998 : 4	$2,144.9	$1,178.0	$1,493.5	$2,473.6	$4,189.1	$1,604.4	$3,626.5	$16,710.0	$14,565.1	$2,313.8	$1,312.7
1998	**$7,498.5**	**$4,303.2**	**$6,116.2**	**$8,434.9**	**$17,142.8**	**$4,640.9**	**$19,448.6**	**$67,585.1**	**$60,086.6**	**$11,328.7**	**$8,119.0**
1997 : 1	$1,475.4	$519.6	$1,067.3	$1,335.3	$1,725.0	$472.8	$1,768.5	$8,363.9	$6,888.5	$1,322.9	$445.6
1997 : 2	$2,103.3	$1,033.0	$1,384.7	$1,987.0	$3,151.8	$969.5	$3,274.5	$13,873.8	$11,770.5	2,174.6	$1,099.9
1997 : 3	$1,932.3	$1,218.1	$1,864.7	$2,753.3	$6,773.6	$1,973.6	$9,185.2	$25,700.8	$23,768.5	$4,837.9	$4,347.3
1997 : 4	$2,036.6	$983.8	$1,448.4	$2,488.6	$3,515.9	$583.8	$3,702.7	$14,759.8	$12,723.2	$2,292.7	$1,410.0
1997	**$7,547.6**	**$3,754.5**	**$5,765.1**	**$8,534.2**	**$15,166.3**	**$3,999.7**	**$17,930.9**	**$62,698.3**	**$55,150.7**	**$10,628.1**	**$7,302.8**
1996 : 1	$1,466.7	$578.6	$1,045.4	$1,256.9	$1,982.3	$773.8	$1,441.2	$8,544.9	$7,078.2	$1,158.0	$283.2
1996 : 2	$1,824.9	$943.3	$1,274.1	$1,731.5	$2,992.1	$972.9	$3,312.7	$13,051.5	$11,226.6	$2,254.5	$1,058.2
1996 : 3	$2,059.7	$938.1	$1,754.8	$2,704.0	$6,112.4	$1,126.0	$8,513.5	$23,208.5	$21,148.8	$4,613.4	$3,900.1
1996 : 4	$2,111.6	$908.4	$1,240.7	$2,528.5	$3,376.4	$990.0	$3,194.3	$14,349.9	$12,238.3	$2,163.8	$1,030.5
1996	**$7,462.9**	**$3,368.4**	**$5,315.0**	**$8,220.9**	**$14,463.2**	**$3,862.7**	**$16,461.7**	**$59,154.8**	**$51,691.9**	**$10,189.7**	**$6,272.0**
TOTAL	**$31,130.8**	**$15,941.4**	**$24,104.4**	**$33,848.8**	**$65,098.9**	**$16,987.4**	**$74,472.8**	**$261,584.5**	**$230,453.7**	**$43,871.5**	**$30,601.3**

COMMUTING PATTERNS

Place of Work

The Census asks a sampling of citizens where they work in relation to where they live. The first table asks where Camden residents work. In 1980, 72.5% worked in Camden, 11.4% worked in Rockland, and 7.2% worked in Rockport. In 1990 the number of residents working in Camden had dropped precipitously to 50%, while 13% worked in Rockland and 10% worked in Rockport.

More people work in Camden than live in town. In 1980, 57.2% of Camden workers lived in Camden, 13.5% were from Rockport, and 5.9% were from Lincolnville. In 1990, 44.8% were from Camden, 11.2% from Rockport, 7.8% from Lincolnville, 6.8% from Rockland, and 4.4% were from Hope. Inflation in property values has outpaced wages and it is likely that more people working in Camden cannot afford to live there.

Commuting time has increased in the past two decades. In 1980 the majority of workers took 5 to 14 minutes to get to work. Mean travel time to work in 1990 was 14.8 minutes and in 2000 it was 15.3 minutes. This is still much better than the State average of 22.7 minutes. In 2000, 209 Camden residents worked at home, 294 walked to work, 229 carpooled and 1816 drove alone.

The State Planning Office printed a research paper entitled “Issues Facing the Maine Economy” in the late winter of 2000. Many of these issues affect Camden as well. Highlights of the report include:

- Young workers are leaving the State and the general population has a higher percentage heading into their golden years and already there. Camden’s statistics indicate an even older population.

- Globalization of the marketplace has dramatically changed the structure of the Maine economy, providing growth in entirely new industries and hastening the decline of the State’s core industries. Higher energy costs, tax burdens and workers’ compensation costs hurt in the new economy where competition and profit are the deciding factors.

- Maine is fourth in the nation in terms of dependency on federal defense expenditures and tenth in dependence on Medicaid expenditures. This increased dependence has made Maine much more vulnerable to changes in federal spending policies.

- Maine has a good telecommunications infrastructure. Many Camden residents and businesses benefit from this.

- Since 1960, the participation rate of Maine women in the workforce has grown from 35% to 78%. The percentage of executives and managers who are female has tripled from 15% in 1960 to 45% in 1990. Despite rising participation and managerial status, average earnings for Maine women remain at 50% of their male counterparts across all occupational areas. This is lower than the national average.

- Post-secondary education and training have become the most critical determinants of attaining a decent standard of living. Investment in research and development has become the threshold condition for success in the knowledge-based economy, yet Maine ranks dead last in terms of R&D expenditures.

- Development sprawl is overtaking Maine's southern and coastal regions and threatens rural lands around every town center in the State. It is expensive, costing the State budget $50-75 million per year in controllable expenses, and local budges millions more. It is a leading cause of our ozone days, and threatens more than 200 lakes and destroys habitat. It eats away open space and productive rural lands and is a nuisance to the lands that remain.

Camden has escaped many of the hardships suffered by the northern two-thirds of Maine, but the above issues and implications should be considered in preparing for the future.

Maintaining and improving natural and social amenities such as the harbor, opera house, and accessible hills, benefits residents, visitors, and the local economy.

As traditional occupations, such as farming and fishing, decline numerically, it is important to find ways to ensure that they will continue to be a part of the local economy.

Chapter 4 DOWNTOWN

DOWNTOWN CAMDEN COMMITTEE REPORT

The following goal statement is contained in the "Strategic Plan" dated December 11, 1996 and developed by the Downtown Camden Committee:

“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.”

A copy of that Plan is attached to this Chapter as an appendix.

WHY ARE DOWNTOWNS IMPORTANT?

The downtown area is a symbol of community economic health, local quality of life, pride, and community history. These are all factors in industrial, commercial and professional recruitment.

- A vital downtown retains and creates jobs, which also means a stronger tax base. Long-term revitalization establishes capable businesses that use public services and provide tax revenues for the community.

- Downtown is also a good incubator for new small businesses -- the building blocks of a healthy economy. Strip centers and malls are often too expensive for new entrepreneurs.

• A vital downtown area reduces sprawl by concentrating retail in one area and uses community resources wisely: infrastructure, tax dollars and land.

• A healthy downtown core protects property values in surrounding residential neighborhoods.

• The traditional commercial district is an ideal location for independent businesses, which in turn:

-- Keep profits in town. Chain businesses send profits out of town.
-- Supports local families with family-owned businesses
-- Supports local community projects
-- Provide an extremely stable economic foundation, as opposed to a few large businesses and chains with no ties to stay in the community

• A revitalized downtown increases the community's options for goods and services: whether for basic staples, like clothing, food and professional services or less traditional functions such as housing and entertainment.

• Downtowns provide an important civic forum, where members of the community can congregate. Parades, special events and celebrations held there reinforce the intangible sense of community. Private developments like malls, can and do restrict free speech and access.

• Many downtown districts become tourist attractions by virtue of the character of buildings, location, selection of unique businesses, and events held there.

WHAT HAPPENED TO AMERICA'S DOWNTOWNS?

Before World War II, downtowns were the community's primary commercial hub. Downtown buildings usually had several tenants -- typically a ground-floor retailer and, frequently, several upper-floor offices or apartments; together, these tenants provided enough rent for property owners to keep their buildings in good condition. The presence of the post office, library, banks and local government offices added to the steady flow of people downtown. Not only was the downtown the center of the

community's commercial life, it was also an important part of its social life; people thronged the streets on Saturday nights to meet friends, see a movie and window-shop.

In the past 40 years, America's downtowns have changed drastically. The creation of the interstate highway system and subsequent growth of suburban communities transformed the ways in which Americans live, work and spend leisure time. With improved transportation routes, people found it easier to travel longer distances to work or shop. Roads that once connected neighborhoods to downtown now carried residents to outlying shopping strips and regional malls. Downtown businesses closed or moved to the mall, shoppers dwindled, property values and sales tax revenues dropped. Some downtowns have sunk under the weight of these capacities. Neglected buildings, boarded-up storefronts and empty, trash-strewn streets gradually reinforced the public's perception that nothing was happening downtown, that nothing was worth saving there. People forgot how important their downtown and its historic commercial buildings were in reflecting their community's unique heritage.

In many communities downtown merchants and property owners, tried to halt this spiral of decline by imitating their competition -- the shopping mall. Their attempts to modernize downtown take the forms of pedestrian malls, covering traditional building fronts with aluminum slipcovers, and attaching huge, oversized signs on their buildings to attract attention. These well-meaning but usually ineffective methods did not stabilize downtown's decline, mostly because they did not address the fundamental problem -- that businesses did not change when the market did, and that people did not see the downtown as a destination for shopping any more. With the economic boom of the 1980s, downtowns also saw increased development occurring outside traditional areas, and the issue of "sprawl" with its uncontrolled growth that reflected neither a sense of place nor a sense of pride, an became an issue that most communities contend with today.

COST OF SPRAWL REPORT

In addition to the 1996 Downtown Camden Committee Report, recent relevant publications addressing downtowns also include "*The Cost of*

Sprawl" a 1997 report published by the State Planning Office. The introductory quote by Governor Angus King is significant for the clarity it gives to the value of a village center: "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."

REVIVING SERVICE CENTERS REPORT

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

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

Growth, with population on the rise and middle income people choosing to live there.

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

Inner workings that are in good shape with varied-price housing stock, public sewer, water waste management and telecommunications services

meeting environmental standards and being up-to-date. A good transportation network, with multiple modes of travel available.

A strong sense of well-being, with children aspiring to learn, libraries, museums, institutions of higher learning and community history available to bring knowledge to those throughout the region to those who seek it and to satisfy the intellect. Open spaces to protect fragile ecologies, and parks and recreation contribute to peace of mind and healthy bodies. People and their property are safe. They participate in their community.

The "*Reviving Service Centers*" Report concludes that Camden is an example of a healthy small coastal center with outstanding scenic beauty and preserved New England landscapes (built and natural). The Report ends with 20 recommendations in five major areas in which State policy can assist to address the general decline of service centers.

Although Camden appears to have economic health, reasonably good infrastructure, a population that is slightly growing, and a very strong sense of well being, these characteristics cannot be taken for granted, and the community must be aware of the factors of decline to avoid any future weakness in it viability and vitality.

NATIONAL MAINE STREET PROGRAM

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

ISSUES AND IMPLICATIONS

(1) How is the downtown area to be shepherded so that it remains as the core location of our community life?

a) Can we identify and take steps to retain the magnets or anchors that are vital to the downtown, such as the Town Office, Opera House,

Library, Post Office, Banks, the corner grocery (French & Brawn), churches and schools?

b) How do we attract new magnets?
c) What can be done to offset the loss of the YMCA from the downtown?
d) What can be done to retain the middle school (former high school) and the Elm Street School in the downtown?

(2) What alternative funding mechanisms exist to support the Opera House, Public Library, and important green spaces (see 13-4) such as Harbor Park, the Amphitheater and Village Green?

(3) Should additional parking be developed for downtown businesses to address the offset needed for "grandfathered" spaces and what alternative funding mechanisms exist for improving parking?

(4) Do we ensure that second and third story floors of downtown buildings are occupied to create the mixed uses and economic viability for downtown buildings by ensuring the residential rental option? Is that related to the parking supply?

(5) Are Camden's retail businesses becoming more seasonal or less seasonal? What impact does increased seasonality have on community well being? What initiatives can be undertaken to reduce seasonality?

(6) Should trees be planted along Main Street and in existing downtown parking lots wherever possible to enhance livability?

(7) Can we better use town-owned property around the harbor for public use and recreation?

(8) Is new technology a vehicle for increasing the economic and cultural vitality of the downtown while respecting space limitations?

(9) Is there a need for a new organization to support and fund public and private ventures that enhance the downtown?

Chapter 5 NATURAL RESOURCES

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

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

It is the meeting of woods, mountains and sea that, above all else, gives Camden its spectacular natural identity. And in turn, nature's blessing has rendered Camden the flagship of Maine's celebrated mid-coast; has provided the economic base upon which the Town depends; has brought the Town renown as a place to which people of the metropolitan Northeast want to retire, to sail, to vacation, or to come to open a magazine publishing or windjammer or other small business.

GEOLOGIC HISTORY

How did Camden come to be so formed? The processes that shaped its land mass began in early geologic time. Some 450 - 500 million years ago, the North American and European "plates" drifted toward each other. The ocean was closed, and the ocean floor was forced under the North American plate. A series of volcanoes rose along the line of disturbance. By about 390 million years ago, the North American and European plates were joined.

"As the European plate collided with the chain of volcanoes and later with the North American plate, great changes took place. The edges of the plates folded and cracked. Rocks were forced upward into huge mountains. Magma welled through the cracks and crevices. Heat and pressure changed the structure of vast expanses of sedimentary rocks which lay on the continental shelf. The once evenly layered sedimentary rocks of the (Maine) coast were crushed and crumpled." (The Maine Coast, Dorcas S. Milles, 1979) This was the beginning of Maine's "rugged" coastline.

Over the millennia the rugged topography was modified by wind, rain, and erosion. More recently, glaciers sculptured and resculptured the landscape. At least four separate ice sheets advanced and receded over parts of North America during the last million years. The last sheet entered Maine about 20,000 year ago and reached its maximum incursion (Georges Bank) 12,800 years ago -- just yesterday in geologic time.

Glaciers both destroy and build as they sculpt. On the one hand, they strip soil from bedrock, break rock away from its bed, and gouge and chisel the landscape. On the other, they transport the soil and heap it into hills or deposit it across the land. This sculpturing depends in part on how soft or hard the bedrock is.

Camden's landform is the product of these processes. The material of the Camden Hills was originally sand and gravel lying on the continental shelves. This material was caught between the colliding continents and thrust upward. The sediments were subjected to great heat and pressure deep within the crust and were metamorphosed into knobs of very hard conglomerate rock. The continental ice sheet scrubbed the knobs clean of any rock debris that might have existed, rounded the tops, and plucked rocks from the south-facing cliffs (Glaciers and Granite, David L. Kendall, 1987). However, the hard rock itself was resistant to the erosion, even as the glacier carved valleys around them. Mountains like Megunticook, Bald, and Battie survived, though their steep southern faces are evidence of the glacier's passage.

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

SOILS ASSOCIATIONS

As the glacier melted back, the rock debris that had been picked up and frozen into its mass dropped out. It was left like a blanket covering the ground. The debris, called till, is a mixture of unsorted sand, silt, clay, and rock fragments. Some of the till lay at the base of the glacier, and it was

subject to great compaction by the weight of the overlying ice. This till was compacted into a layer called hardpan.

Camden's major soil associations are a direct product of this geologic history. A "soil association" has a distinct pattern of soil types, topography, and drainage. Each association forms a unique natural landscape. Camden is covered by three soil associations (see Figure 1):

(1) Peru-Tunbridge-Marlow Association. These soils were formed in glacial till. This association is prevalent on broad, upland ridges or plateaus. It covers a wide band either side of Route 1 north of downtown, up the southeastern facing slope of Mount Battie, and across the Melvin Heights area to the base of Bald and Ragged Mountains. In Camden, the Peru and Marlow soils are especially present. On the one hand, these are relatively well-drained soils, deep to bedrock. On the other hand, a hardpan is typically found 12 to 36 inches below the surface. This hardpan Figure 1 Soils Assoc. causes permeability of water to be slow in the substratum, and it poses a serious limitation on septic tank systems.

(2) Lyman-Peru-Scantic Association. Lyman and Peru soils were formed in glacial till, while Scantic was formed from marine or lake sediments deposited when the area was under water. This association covers the mountain-and-lake landscape in inland Camden, from Mount Megunticook across to Bald and Ragged Mountains. The thin Lyman soil intermingles with rock outcrops in the higher elevations, while Peru is found on the side slopes of the hills, and the poorly drained, low-lying Scantic may be found in spots along stream valleys between the hills.

(3) Peru-Swanville-Lyman Association. This association is similar to Lyman-Peru-Scantic, but in Camden it rises from the harbor and stretches inland along the Megunticook River valley. The silty, low-lying Swanville is found in patches along streams and cannot support septic systems. As the land rises, the soil transitions to Peru and finally to Lyman.

TOPOGRAPHY AND WATERSHEDS

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

feet: three associated with Mount Megunticook plus Bald and Ragged mountains. Mount Battie, Camden's best-known peak, is only about 800 feet above sea level. But it is less than a mile, horizontal distance, from Camden Harbor, and the views of the bay over its steep, glacially plucked, southeastern face are famous.

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

Several elevations carry particular importance:

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

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

- Elevation 200 feet is the present limit above which it is not possible, without pumping or a new standpipe at a higher elevation, to provide water flows for fire protection. In recent years subdivision activity has spread above this elevation.

- Elevation 500 feet and above is considered by Camden's present zoning ordinance to be a "high elevation area." To protect the visual landscape, development in high elevation areas is restricted.

- Above 500 feet, slopes typically are steep, or steep slopes must be crossed to access flatter land.

- The highest points in Camden are between elevations 1,200 and 1,400 feet.

The topography divides the Town into three major watersheds, each of which has two or more minor watersheds within them. (A "watershed" or "drainage basin" is the area of land within which all water falling on the land ultimately drains to a single point. A "watershed boundary" is the ridge of land that separates one watershed from another.) These watersheds are, from south to north (see Figure 2):

Major watershed: Goose River watershed, shared with Rockport. This watershed includes two minor watersheds: the Hosmer Pond watershed and the Lower Goose River watershed.

Major watershed: Megunticook watershed, shared with Lincolnville, Hope, and Union. This watershed includes two minor watersheds: the Megunticook Lake watershed and the Megunticook River watershed

Major watershed: Coastal watershed, i.e., the coastal area of Camden, principally north of downtown, that 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.

Watersheds are the natural divisions of the Town. The land use activity within a given watershed will have natural resource impacts principally within that watershed. Prevention and control of non-point source pollution is crucial to the water quality of the watershed. Because of their importance, each watershed will be addressed in the remainder of this chapter.

It is crucial to identify watersheds when addressing water quality. A watershed is the land area in which runoff from precipitation drains into a body of water. The portion of the watershed that has the greatest potential to affect a body of water is its direct watershed, or that part which does not first drain through upstream areas. A town can and should manage their direct watersheds and encourage towns of upstream watersheds to do the same.

It is well known that pesticides, sewage, refuse, and chemical wastes of industry threaten the quality of our ground and surface waters. It is less well known that phosphorus poses a significant threat because of its natural abundance and potential to contaminate.

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.

A lake with high concentrations of dissolved nutrients such as phosphorus and often deficient in oxygen is termed eutrophic. Once a lake becomes eutrophic, it is extremely slow to recover and, in fact, requires intensive action to immobilize phosphorus in the sediments. Thus it is well advised to plan for and manage the amount and sources of phosphorus in order to prevent eutrophication.

In lakes used for drinking water supply, eutrophic conditions make water treatment difficult and expensive. If contaminated by improperly treated sewage from malfunctioning septic systems, or other chemical wastes, our groundwater, upon which many depend for drinking water, will further pollute our lakes, streams and coastal inlets. In addition, coastal fishing beds may be closed to harvesting because of algae blooms, as well as from sewage contamination.

Per-Acre Phosphorus Allocations for Selected Lakes in Camden Region

Lake	Town	DDA	ANAD	AAD	GF	D	F	WQC	LOP	C	P
Megunticook Lake	Camden	2807	560	2247	0.3	674	42.07	mod -sensitive	h	0.75	0.047
Hosmer Pond	Camden	1168	300	868	0.3	260	9.37	mod -sensitive	m	1.00	0.036
Lilly Pond	Camden	24	2	22	0.3	7	0.3	mod -sensitive	m	1.00	0.045
Hobbs Pond	Hope	51	5	46	0.25	12	0.61	mod -stable	m	1.25	0.066
Mirror Lake	Rockport	182	30	152	0.25	38	2.29	good	h	1.00	0.06

DDA	Direct land drainage area in Town in acres
ANAD	Area not available for development in acres
AAD	Area available for development in acres (DDA – ANAD)
GF	Growth Factor
D	Area likely to be developed in acres (GF x AAD)
F	lbs. Phosphorus allocated to towns share of watershed per ppb in lake
WQC	Water quality category
LOP	Level of Protection (h=high(coldwater fishery);m=medium)
C	Acceptable increase in lake's phosphorus concentration in ppb
P	lbs. Per acre phosphorus allocation (FC/D)

Source: Maine Department of Environmental Protection

With an inventory of existing and potential development, figures on existing phosphorous concentration levels in local water bodies, and a local determination of the protection level sought for each lake, the Town should review current and future activities around watersheds to decide if further protection of water resources is needed. The major types of activities in our area, as well as possible mitigation measures, are summarized below.

GOOSE RIVER WATERSHED

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

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

- the river itself, which is classified as a Class B waterway, i.e., suitable for fishing, swimming, and water supply after treatment.

- Hosmer Pond, which is the "sink" for the drainage off the northeast face of Ragged Mountain and the southwest face of Bald Mountain. Hosmer Pond has a surface area of 54 acres. It is a relatively shallow pond, with a maximum depth of 16 feet and an average depth of 8.5 feet. Its water quality is considered by Maine DEP to be good and well oxygenated, but it is considered a "moderately productive" pond, which means that its trophic status is not too far from the point at which algal blooms might be expected. Hosmer Pond has a high flushing rate (nearly

seven times a year), which results in shorter water residence times. As a result, the higher percent of nutrients coming into the lake from the watershed remain in the water column instead of being permanently lost to the sediments. On rare occasions, the lake does thermally stratify, as it did in 1984. In this case the colder, heavier water in the bottom meter of the water column is isolated from the atmosphere for the entire summer, and its oxygen cannot be replenished. Bacterial consumption of dead algae raining down from the surface waters results in complete depletion of the dissolved oxygen in this bottom layer. Maine DEP rates Hosmer Pond as "vulnerable," which is also considered “at risk (source: State of Maine 1998 Water Quality Assessment).

- Lily Pond, located in Rockport at the Rockport-Camden town line. It has a surface area of 30 acres, with a maximum depth of 24 feet and an average depth of 11.2 feet. The pond is very productive. Transparency is far below average for Maine lakes and ponds, and there are algal blooms. Oxygen is depleted below 9 or 10 feet in depth. Phosphorus loadings are very high.

In addition to these principal water bodies, several small tributaries feed the Goose River from Camden.

Groundwater resources: No sand and gravel aquifers or aquifer recharge areas have been identified by the State Bureau of Geology.

Wetlands: The National Wetlands Inventory has identified approximately 20 wetlands that are wholly or partially within Camden's portion of the Goose River watershed. This is the greatest concentration of wetlands in Camden. Most are small or elongated along the small tributaries on the south side of Hosmer Pond Road. Most are emergent (that is, wet areas gradually rising above water level) or scrub wetlands. Several are forested.

Soils: In the highest elevations, the soils are thin with rock outcrops. Around much of Hosmer Pond, the land is either hilly with thin soils or rock outcrops, or the soils are silty. Wide patches of silty soil also are found along the tributaries feeding the Goose River. Many of these patches coincide with or overlap wetlands. Between these patches are areas of glacial till (Peru, Marlow) with compact substrata. In the steep areas and areas with thin soils, and in the silty soils around the streams, underground

wastewater disposal is prohibited. The glacial tills permit subsurface disposal, but, because of the compact substrata, the absorption beds must be large. Recommended minimum lot size in these latter soils, where subsurface disposal is to be used, is three-quarters of an acre.

Special natural areas in this watershed include:

- Scenic vistas from and toward areas above 500 feet elevation, including the entire southeastern corner of Camden encompassing Ragged and Bald mountains;

- an area on Bald Mountain, which hosts an exemplary Oak-Pine Woodland, an exemplary Low Summit Bald, and the rare plant smooth sandwort (minuartia glabra);

- an area on Ragged Mountain, which hosts an exemplary Rocky Summit Heath and the rare plant smooth sandwort;

- the water views from the shoreline of Hosmer Pond; and

- two deer wintering areas, one on Ragged Mountain and the other on the south slope of Bald Mountain

Land use: The most intensive and visible land use in this watershed is the Camden Snow Bowl ski area on the northeast face of Ragged Mountain. Just below these slopes, around Hosmer Pond, are a number of seasonal homes. For most of the length of Hosmer Pond Road and John Street, which run the length of the watershed, residential development is scattered and low density. However, since 1980 five subdivisions have been created in the watershed:

- Melvin on Hosmer Pond and Rollins Road;
- Pinewood on Matthews Road;
- Fox Trail off Annis Road;
- Country Way off John Street; and
- Lily Pond off Chestnut Street.

Large, vacant tracts of land lie within the watershed between Hosmer Pond and Melvin Heights roads. Two parcels are "tree growth" forestland.

There is one active farm in the watershed off Hosmer Pond Road between the Fox Trail and Country Way subdivisions.

Public sewer and water have not reached into this watershed except the Lily Pond subdivision and a short stretch of John Street, both of which have public water.

The Town's public works garage is located off John Street.

MEGUNTICOOK WATERSHED

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

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

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

The lake has areas of heavy cottage development, including along the southeastern shore of the south basin. In the past, the lake has been affected by pollutants (nutrients) running off the land as the result of poor agricultural practices and failing septic systems. At present, water quality is generally good, and the lake's productivity is low to moderate. But the lake is considered by Maine DEP to be "vulnerable," and “at risk” (a 1 ppb increase in phosphorus is predicted within 50 years). The lake is managed for brown trout and brook trout. It also is a potential source of public water supply for the Consumers Water Company. The Megunticook

Lake Association plays an important role in monitoring lake activities and water quality.

- Megunticook River, a Class B water body that flows out of the south basin, between dams at Molyneaux Road and Mount Battie Street, through the built-up neighborhoods in the center of Town, through downtown, and finally into Camden Harbor. In years past, the river supported industrial mills and activity, and it is an integral part of the Town's history and landscape. The river is still used today to generate electrical power. The Maine DEP has identified a one-tenth mile segment of the river that does not meet water quality standards, probably the result of stormwater runoff.

Groundwater resources: No sand and gravel aquifers or aquifer recharge areas have been identified by the State Bureau of Geology.

Wetlands: The National Wetlands Inventory has identified 25 -30 wetlands that are wholly or partially within Camden's portion of the Megunticook watershed. They occur in three clusters. The first is a group of wetlands associated with tributaries to the south shore of Megunticook Lake. The largest of these is a stream that runs along Molyneaux Road. Most of this group of wetlands is forested. The second is a group of wetlands in a wide, flat area along Molyneaux Road and Route 52 on the north side of Megunticook River. These also are principally forested wetlands. The third cluster of wetlands lies in an urbanized part of the watershed between Elm, John, and Mechanic Streets. This is an area in which the Planning Board has noted drainage problems in the past. These wetlands tend to be forested or shrub/scrub wetlands. In addition to these three clusters of wetlands, scattered wetlands lie along the banks of the Megunticook River and on Fernald's Neck (a peninsula in Megunticook Lake). Four wetlands in this watershed are classified as Waterfowl and Wading Bird Habitat (WWH) of indeterminate status. They are located on Fernald’s neck, where the lake meets Route 105, Wildlife Pond and another wetland on the east side of Molyneaux Road, just south of the intersection with Melvin Heights Road.

Soils: The predominant soils in this watershed are the glacial tills of Peru and Marlow. Two major exceptions are: (1) the poorly drained Swanton soils found along the midsection of the Megunticook River and

extending in a strip into the Melvin Heights area, and (2) a wide patch of the silty Boothbay soils in the coastal plan that stretches from the dam at Mt. Battie Street, spreads to either side of Washington Street, and reaches to the area of sewage treatment plant. Underground waste disposal is acceptable in Peru and Marlow soils, but large systems are required. Boothbay soils require very large systems. Swanton soils are prohibitive from underground waste disposal.

Special natural areas in this watershed include:

- Scenic vistas from and toward areas above 500 feet elevation, including the northeastern slopes of Bald Mountain and the entire southwest face of the Camden Hills (Mount Megunticook and Mount Battie);

- Essential habitat for endangered and threatened species (bald eagle) on Crane Island;

- Two deer wintering areas on the east slope of Mount Megunticook;

- An area at Bald Mountain, which hosts the rare plant smooth sandwort;

- Several agricultural parcels, primarily fallow lands along Melvin Heights Road and Hodgman Road, but including an active farm on Howe Hill Road;

- Megunticook Lake itself, including its shoreline and waters, which afford scenic vistas. The lake also is a potential future source of public water supply for the Camden and Rockland Water Company;

- An area of Mount Megunticook and Mount Battie, which is an exemplary Low Elevation Bald;

- An important geological feature on Mount Battie: an exposed, thinly laminated metaquartzite that displays cross-bedding and lamination;

- An area at Millerite Ledges, which is an exemplary Birch – Oak Talus Woodland;

Land Use: The great majority of Camden's urban development is contained within the Megunticook watershed, and more specifically within the Megunticook River portion of the watershed. Historically, the river valley, down to Camden Harbor, both was the source of power for industrial development in Camden and offered a relatively flat and developable coastal plain for homes and other activities. Not surprisingly, the Town's commercial core -- its downtown -- and first neighborhoods were established in this area, and the Town's principal roadways radiate out from downtown.

For a number of years, however, the population has been spreading out. In 1960, 88% of the population lived in the urban center; in 1970, 85% did; and by 1980 the ratio had dropped to 82%. In the 80's, the decentralization became more pronounced as subdivision activity spread further west in the Megunticook watershed. Two subdivisions were approved in the village. Six subdivisions were approved in the river corridor between Cobb Road to the south and Route 52 to the north, three in the midlands from Melvin Heights to Molyneaux Road and one in the uplands.

In contrast, there was only one 3-lot subdivision throughout the 90's. In the years 2000-2002, there was one large subdivision of 41 retirement units at Quarry Hill in the village. And there were two Camden Affordable Housing subdivisions on Mt. Battie Street with a total of 12 lots.

Thus, there are today two evident patterns of land use in the Megunticook watershed: (1) the urban center, which contains downtown and moderately dense, established residential neighborhoods, and (2) suburban-style subdivisions reaching out the river corridor. In addition, there is a third important land use element: the seasonal homes that line the southeastern shore of Megunticook Lake.

Given the size of the Megunticook watershed, much of the land west of downtown remains open and in fairly large parcels. Three of these parcels are in the tree growth tax program, and there are two active farms in the watershed. The larger of these is located, along with two of the tree growth parcels, along Howe Hill and Hope Roads, west of Molyneaux.

Most of the urban center and much of the stream corridor portion of the watershed are served by public water and sewer, with notable exceptions for water above the 200-foot elevation. The Town's sewer master plan foresees expansion of sewer lines to encompass the whole of the stream

corridor between Cobb Road and Route 52. Development along Megunticook Lake relies on individual septic systems.

Significant parts of the watershed are in public ownership, including a portion of Fernald's Neck in Megunticook Lake (owned in part by the Town and in part by The Nature Conservancy) and much of the steep slope area above Route 52 (part of Camden Hills State Park).

COASTAL WATERSHED

Overview: The coastal watershed runs the length of Camden's coastline and is comprised of the land area drained by several small streams. Camden Harbor is the most prominent water body associated with the watershed, but the largest part of the land area is to the north, including the north face of Mount Megunticook.

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

- Camden Harbor, including both the inner and outer harbor.

- Spring Brook, a coastal stream that drains the north side of Mount Megunticook, crosses Route One, and discharges to the Atlantic Ocean near Spring Brook Hill Road.

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

Groundwater resources: No sand and gravel aquifers or aquifer recharge areas have been identified by the State Bureau of Geology.

Wetlands: The National Wetlands Inventory has identified approximately 75 inland wetlands and 15 - 20 intertidal wetlands. Four of those wetlands are more than ten acres in size and are protected by shoreland zoning. Among the 15 - 20 intertidal wetlands, "beach bar" wetlands (sand) are found at Sherman Cove, off Bay View Street, and along the northern Camden coast. "Rocky" wetlands are found both north and south of Camden Harbor, and sandy flats are found at Sherman Cove and on the north side of the inner harbor.

Soils: In the upper reaches of the coastal streams in the northern part of the Town, Lyman soils, with rock outcrops predominate. In the lower portions of the coastal area, Peru and Marlow soils are most prevalent, with broad patches of Swanville silt loam, especially between Elm and Mechanic streets (where drainage problems have been identified in the past), and between Union and Chestnut Streets. Much of the coastal area is sewered; where it is not, Peru and Marlow soils need minimum lots of 30,000 - 35,000 square feet, with large systems. Septic systems are not permitted in Swanville soils.

Special areas: Special natural areas in this watershed include:

- Camden Harbor and the entirety of Camden's coastline were rated by The Penobscot Bay Conservation Plan (Maine State Planning Office, March 1987) as a wildlife habitat of local significance. According to the State Planning Office, development activity is acceptable near an area of local significance for coastal wildlife, provided that it does not alter the structure and function of the resident biological community. A land use and wildlife conservation plan is urged for the area. Marine wildlife include, at different times of the year:

  -- osprey nests
  -- black ducks
  -- harbor seals
  -- grebes
  -- mergansers
  -- old squaws
  -- loons
  -- gulls
  -- eiders
  -- goldeneye/bubblehead;

- Essential habitat for endangered and threatened species (bald eagle) on Curtis Island

- A critical nature area (in the State Planning Office's Register of Critical Natural Resources) containing an old growth northern red

oak/America beech forest stand and located on the slope of Mount Megunticook;

- An area of Mount Battie, which is considered an exemplary Low Elevation Bald;

- An area of Mount Megunticook, which is considered an exemplary Oak – Northern Hardwoods Forest;

- Islands, including Mouse and Curtis; and

- Scenic vistas from most of the coastal shoreline.

In addition to these special natural areas, most of Camden's historic district, (which includes the downtown, the National Register Historic Districts along Chestnut Street and Bay View Streets, and High Street as shown on the Historic District overlay) lies within this watershed.

Land use: The land use of coastal Camden can be divided into four parts. First, Camden Harbor is intrusively developed, from Bay View Street on the south to Sea Street on the north, and including the boating activity in the harbor itself. Second, heading out of downtown, northward on High Street (Route One), is a nearly one-mile stretch of historic buildings and properties that have been recognized as an historic district on the National Register. Third, a similar concentration of historic houses has been designated along Chestnut and Bay View Streets. And fourth, much of the northern reach of the watershed is contained within the Camden Hills State Park.

Since 1980 there have been three residential subdivisions in the coastal area: Lily Pond (off Chestnut Street), Harbor Square Condominium on Bay View Street, and Sherman Acres on High Street and Sherman's Point Road. During this period, other homes have been built in the watershed in earlier subdivisions.

Public water supply reaches south along the coastal area along Bay View Street to Penobscot Avenue, and the entire length of Chestnut Street. To the north, it extends beyond Sherman's Point Road. The entire harbor area is served by public sewer, which extends south along Bay View Street to Penobscot Avenue and along Chestnut Street to Beacon Avenue; and

extends north to a point about 1,200 feet short of Sherman's Point Road.

COMMUNITY FOREST

Our trees are a natural resource, as well as an integral part of Camden's scenic beauty, particularly when their autumn colors show. They promote a healthy atmosphere, provide cooling shade in the summer, provide habitat for wildlife, and help hold soil in place. They may be long-lived and represent a sizable investment should they need replacement.

Forests with a healthy canopy and ground layer of humus export the least amount of phosphorus of any type of land use. When the canopy is disturbed or removed, more precipitation reaches the forest floor, runs off and carries more phosphorus to nearby surface waters. Timber harvesting operations typically disturb the soil, subjecting it to erosion. Erosion is also exacerbated by the loss of root systems once holding it in place. This is particularly true in clear-cut areas. These eroded soils carry phosphorus to surface waters.

To determine the need for controls, observation of local conditions and discussions with local foresters and loggers should occur. If the phosphorus control method indicates that a lake or lakes in the community are quite vulnerable, then some type of general timber management regulations may be needed. However, if the lakes are not extremely sensitive or if harvesting will not be significant, then focusing on buffer areas around lakes and their tributaries would be worthwhile.

Buffer strips of forest between developed areas and water bodies appear to reduce phosphorus runoff. 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 or any other vegetation is removed in buffer areas, the buffering effect is lowered. Generally, the steeper the slopes and poorer the soils in an area, the broader the buffer strip should be. Slopes of 20 percent grade or more are considered steep and generally should be left in their natural vegetated condition.

Shoreland Zoning Ordinances provide for the creation of a 75-foot band of undisturbed area adjacent to tributaries downstream of the

intersection of two perennial streams as determined on a U.S.G.S. map and a wider buffer along lakeshores. There may be a number of smaller tributaries in lake watersheds that are not subject to Shoreland Zoning. These tributaries transport phosphorus from any upland development to the lake, and so these tributaries should have some type of buffer as well.

Buffer Strips for Streams in Timber-Harvesting Operations

Average Slope of Land (%)	Width of Buffer Strip (Ft)
<10	50
10-20	75
20-30	100
>30	Requires special consideration

Source: Maine DEP

Agriculture

The Soil & Water Conservation District most likely has information concerning the acreage and activities of each farm. Activities on a farm that increase phosphorus export are: tree clearing; soil exposure through cultivating row crops fertilization of both pasture and cropland; erosion from farming operations; and improper storage or use of manure.

There are numerous “best management practices” outlined in various agricultural publications that can be implemented to avoid erosion, phosphorus transport and other water quality problems. Some management practices designed to mitigate phosphorus export from farms are:

- Sound manure storage practices consisting of a manure pit which is properly drained and designed to keep runoff from the pit area out of nearby watercourses;
- Sound manure spreading practices such as proper timing of application (not in winter or early spring – frozen ground and heavy rains prevent takeup of nutrients)

- Best fertilizer/pesticide application practices to ensure minimal usage
- Forested buffer zones between fields or pastures and streams or lake shores, the width of the zone depending on the slope and type of soil in the zone (as described in forestry regulation above); and
- Prevention of animals grazing in drainage swales and watercourses.

If the open space or farmland is to be lost by subdividing the land into lots, new or expanded buffer areas need to be established, especially where farm fields are in close proximity to watercourses or lakes. It is important that there be a forested buffer between the developed area and watercourses.

The Camden Conservation Commission and Camden's tree warden, have established a variety of means to protect and increase Camden's community forest. A tree ordinance has been adopted and a tree warden has been established with jurisdiction over trees located within the town right-of-ways. Street trees have been inventoried and photographed and comprehensive community forest plan is in place as well as a contingency plan for natural disasters. Federal, state, and charitable grants have been received and used to manage Camden's community forest. The Commission and the tree warden will continue to focus on the well being of the Town's trees.

Open Space

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

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

Public Facilities

The provision or improvement of public facilities such as roads, water, sewer, schools and recreation in a watershed generally will attract new housing and business. Thus such expansion of facilities can be planned in non-stress areas of town in order to draw pressure away from a phosphorus stressed watershed and lake. Likewise, allowing roads in a stressed watershed to remain gravel can be a deterrent to further development.

Road Construction

Phosphorus control measures should be considered throughout road construction. Appropriate seasonal timing of construction is important to avoid excessive amounts of movement of disturbed soil during the high flows of spring. Other techniques may entail temporary mulching of exposed soil surfaces, temporary seeding, installation of siltation fences, riprap, gravel-filled trenching or the use of siltation basins. Buffer areas and drainage outlets should be provided. The down slope side of the road can be designed to drain in overland flow into a buffer area rather than being concentrated in a ditch. Standards can be applied as part of a Road Standards Ordinance or as part of an Erosion and Sediment Control Ordinance.

Road Maintenance

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

ISSUES AND IMPLICATIONS

1. In the decade since the 1992 Comprehensive Plan, there have been significant changes in state environmental regulations. The Natural Resource Protection Act provides a permit process that aims to prevent erosion from soil disturbance within 75 feet of a water body or stream. A Storm water Management Law provides additional protection from development. Any activity within a significant wildlife habitat (such as eagle nesting areas on Crane Island and Curtis Island) requires a sign-off by the Department of Inland Fisheries.

2. The Maine Department of Environmental Protection cannot monitor all activities throughout the state, therefore, the code enforcement officer and the citizens play an important role in the protection of Camden's natural resources.

3. Fishing, trapping and hunting continue to be important, traditional recreational pursuits to some local residents.

Chapter 6 NATURAL OPPORTUNITIES & CONSTRAINTS

The natural shape of the land -- its topography, surface waters, soils, groundwater regimen, wetlands, wildlife and other special natural areas -- present both constraints to and opportunities for development. The constraints can be generalized as follows:

	Severe	Significant	Moderate	Least
Elevation				
• Above 500'		X		
• 200' - 500'			X	
• 30' - 200'				X
• 0' - 30'		X		
Slope				
• 25% or greater	X			
• 15% - 25%		X		
• under 15%				X
Wetland	X			
Aquifer/Aquifer Recharge		X		
100-Yr. Flood Plain	X			
Soils (w/septic)				
• Nondischarge	X			
• Recommended >1 acre lot		X		
• Recommended 1 acre or less			X	
Special Areas				
• Deer yard		X		
• Marine wildlife habitat		X		
• Critical Natural area	X			
Water Bodies				
• Vulnerable pond		X		
• Water supply		X		

The presence of public water supply and/or public sewerage can overcome, in part or in whole, certain constraints related to soils. Provided that the soils are not hydric or otherwise indicative of wetlands, public sewerage can convert a moderately or significantly constrained area to a "least" constrained area.

Using these generalizations as a guide, and with the inventories of natural resources and sewer and water service areas in mind, a natural constraints and opportunities map of the Town can be created. The results are summarized as follows:

Severely constrained areas: virtually all of the Mount Megunticook-Mt. Battie massif, and most of Bald and Ragged mountains; the stream corridor of the tributary feeding Megunticook Lake from the southwest along Molyneaux Road; a narrow valley that splits the land area between Melvin Heights Road and Cobb Road; extensive wetlands associated with tributaries to Goose River, Megunticook Lake and Hosmer Pond; and the immediate coastal shoreline.

Significantly constrained areas: the lower side slopes of Ragged and Bald mountains and Mount Megunticook; land above Hosmer Pond to the northeast; the shoreline area and other area tributary to Megunticook Lake, especially proximate to a potential water supply intake; portions of Melvin Heights (deer yards); and the High Street-Sherman's Point Road area.

Moderately constrained areas: the majority of land above Route 105 and extending into the Melvin Heights area; much of the Route 52 corridor from the water storage tank toward Megunticook Lake; and much of the High Street corridor north of Sherman's Point Road.

Least constrained areas: the entire public sewer service area from the Town center, out Washington Avenue to Riverside Street, excepting those areas above 200 foot elevation and several wetlands.

The following maps (Figures 2 through 4) illustrate some of the major natural resource constraints in Camden. Figure 5 summarizes the areas that represent the Town's constraints to, and opportunities for, development.

figure 2 Watersheds and Slopes
figure 3 Soils

Chapter 7 SEWER AND WATER UTILITIES

The Town's sewer and water utilities are important not only for the critical functions they serve, but also because they affect the direction of the Town's growth. For many years these utilities have defined what might be thought of as the urban or village center of Camden. As they begin to reach beyond the traditional urban center, care must be taken to assure that they do not become agents of a sprawling pattern of development.

SEWERAGE

The Camden sewer system consists of a secondary treatment plant, 7 pump stations, and more than 15 miles of sewer line (see Figure 6):

- the treatment plant, built in 1970 with a licensed capacity of 1.21 mgd.
- the Rawson Avenue pump station, with 1,200 gpm capacity.
- the Bay View Street pump station, with 3,400 gpm capacity.
- the Sea Street pump station, with 500 - 700 gpm capacity.
- the Mount Battie Street pump station, with 200 gpm capacity.
- the Cove Road pump station, with approximately 200 gpm capacity.
- the Washington Street pump station, with 300 gpm capacity.
- a small lift station.

The 15 miles of sewer line serve most of the village, reaching out toward Sherman's Point Road to the north and toward John Street to the south. A major extension of the sewer system from Mount Battie Street out Washington Street and across the Megunticook River to Riverside Street took place in 1987-88.

The treatment plant has ample dry weather capacity. Its dry weather flow is .550 - .800 mgd, vs. a rated capacity of 2.8 mgd (and a peak capacity of 4.6 mgd). Similarly, the major pump station at Rawson Avenue, which serves the growing western part of the Town, operates only on its 300 gpm pump but has a 1,200 gpm capacity. The Town of Rockport was hooked 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. We hope to replace the mechanical aerators in the sludge digester tanks with a fine bubble system before 2005.

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 residents of Camden 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:

- Phase II: serve the area that drains by gravity to the Rawson Avenue pump station (John Street, Pearl Street, Mechanic Street, the section of Simonton Road which runs between Mechanic Street and John Street, and a portion of Cobb Road). Upper Mechanic Street and portions of John Street and Cobb Road were connected in 1997 in conjunction with the Merry Gardens Estates sewer extension project.

- Phase III: Riverside area (upper Mountain Street, Turnpike Drive, Start Road, Molyneaux Road, and Beaucaire Avenue), which, in addition to new development, would eliminate the need for subsurface disposal systems near the Megunticook River.

- Phase IV: serve the rest of the area west of the Megunticook River (upper Mechanic Street, Melvin Heights Road, Molyneaux Road, Payson Road, portions of Cobb Road and the remainder of upper Washington Street).

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

- Along Molyneaux Road, from Route 105 to Route 52 (extending the recently completed Riverside Drive line). The preliminary cost estimate (1990 dollars) is $448,000.

- Along Beaucaire Avenue, which serves the homes on Megunticook Lake's shoreline. The preliminary cost estimate (1990 dollars) is $2,016,000.

- In the John Street/Cobb Road/Mechanic Street area. The preliminary cost estimate is $991,000.

Currently, there are no sewer extension projects on the drawing board.

Elimination of Infiltration and Inflow

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

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

The Town purchased video sewer inspection equipment in 1995 for the purpose of identifying and prioritizing those portions of the collection system, which are in need of repair. The State is currently making plans to rebuild high Street. The Town proposes to replace the older portions of the sewer system in High Street at that time. We suspect that this area is responsible for a large portion of inflow and infiltration.

The study identified 25 actions to reduce infiltration of groundwater and 35 sources of inflow to correct. The Town has worked on these lists, and the superintendent estimates that about 20% - 25% of the items have been addressed. However, because there are many other sources of I/I (inflow/infiltration), he believes that only perhaps 10% of the problem has been corrected. The Town has enacted an ordinance requiring that all new hookups to the system by developers or the Town be accompanied by removal of twice the volume of I/I. This requirement will apply to

Rockport's entry to the system as well. It is anticipated that this will result in an I/I investment of $580,000, removing an additional 450,000 gallons of water from the system.

Sludge

The Town currently contracted with New England Organics for sludge composting at that organization's farm in Unity Plantation. The dumping of sludge at the landfill was ended in February 1990.

WATER SUPPLY

Camden's public water supply is provided by the Camden and Rockland division of Consumers Maine Water Company. Consumers Maine is headquartered in Rockport and is the largest investor-owned water utility operating in Maine. The Camden and Rockland Division serves not only Camden, but Rockport Rockland, Thomaston, and sections of Owls head and South Warren through a single water system. The entire system serves a mid-coast area population of 20,000 through 8,000 service connections. The Town of Camden represents 22% of the consumer base, or a population of approximately 4,000 served through 1,800 service connections.

The primary source of the public water supply is Mirror Lake in Rockport. Grassy Pond, also in Rockport, is a secondary supply, as water is regularly pumped from Grassy Pond to Mirror Lake. Both lakes have well protected watersheds and are expected to continue to provide a reliable source of water for Camden and the region for decades to come. Treatment is provided through a central treatment facility located at Mirror Lake in Rockport.

The water distribution system in Camden consists of 25.5 miles of pipe, a 577,000-gallon water storage tank on Mountain Street, a 120,000-gallon underground storage tank on Sagamore Farm Road, 90 fire hydrants, and 1,800 individual service lines. As with the wastewater system, the water system serves primarily the village area. The public water system extends to the Rockport town line on the southern boundary, to Laite Construction on High Street to the north, to Simonton Road on John and Mechanic Streets, to Hoffses Drive on Washington Street, and to just beyond the water tank on Mountain Street (see map).

The current distribution system provides adequate pressure to elevation 200. Additional pumping is required to serve developments at higher elevations, and additional storage capacity would likely be necessary if fire protection service is required at higher elevations. Further extension or expansion of the public water distribution system must overcome the significant financial implications of additional pumping and storage in most of the unserved areas in town, such as upper Cobb Road, Melvin Heights, and outer Mechanic Street. The Pleasant Ridge and Stonehurst subdivisions are examples of developments in higher elevations that could not justify the additional cost of extending the public water system over the installation of individual wells.

There are areas of undeveloped land that can be served by the public water system without additional pumping or storage. Washington Street to Bog Bridge, sections of Molyneaux Road, the Start Road, and Mountain Street to Molyneaux Road are the major areas where further extensions of the water distribution system might be financially viable.

In April 1998, the Consumers Maine Water Company published a long-range facilities plan for the Camden Rockland Division. The plan identifies five goals for the ten-year period from 1998 to 2007. These goals are as follows:

1. The development of additional source water capacity to insure the ability to provide a safe and reliable water supply to all customers,

2. To provide the highest quality product possible,

3. To maintain a rate structure that provides and average residential bill that is less than 1.4% of the median household income for the area,

4. To systematically address the water service needs of each of the seven communities served by the utility and to investigate the expansion of service to new communities, and

5. To maintain full compliance with all state and federal drinking water regulations.

To address these goals, this plan recommends the following projects or initiatives during the next ten years:

1. Raise the level of Grassy Pond and reconstruct the pump station in order to increase the utilization of existing sources of supply,

2. Secure access to the Megunticook River through land acquisition to insure that this source remains a viable long term alternative for additional water supplies,

3. Enhance treatment processes to control taste and odor concerns,

4. To improve our emergency response plan to address source contamination threats,

5. To systematically replace sections of the distribution system in order to improve service pressure, flow, or water quality,

6. To participate in local economic development activities, such as the expansion of the Rockland Industrial Park, and

7. To insure compliance with the Long Term Enhanced Surface Water Treatment Rule.

Specific implications of these goals and initiatives on the Town of Camden during the plan period are identified in the following projects:

1. **Access to the Megunticook River**

Consumers Maine acquired six acres of property on Mount Battie Street in 1997. The property is on the east side of the Megunticook River, below the Seabright Dam. Consumers Maine has an option to purchase land from the owner of the Seabright Dam on the east side of the Megunticook River that would give the company the ability to withdraw water from the Megunticook River at the impoundment above the dam. The Town of Camden owns two parcels of land on the east side of the Megunticook River in this area, one above the Seabright Dam, and one below the Seabright Dam. Both town-owned parcels will be important to the development of the Megunticook River as a public water supply. Although there are no current plans for the use of the Megunticook River as a public water supply, it is

important for the region to maintain the viability of this source should it be needed in the future.

2. **High Street Main Replacement**.

With the reconstruction of Route One by the Maine Department of Transportation, the water main in High Street from the library to Marine Avenue should be replaced. The existing water main is actually two water mains running in parallel, one six inch line installed in 1887 and one eight inch line installed in 1904. The replacement project calls for 2,700 feet of twelve inch main.

3. **Bay View Street Summer Line Replacement**.

A 4,500-foot section of Bay View Street, from Penobscot Avenue south towards Chestnut Street, is not served by the public water system. Seasonally, the Water Company installs approximately 3,000 feet of temporary water line along Bay View Street to provide water service to ten customers from April through October. Each year, requests are made from these customers for permanent water service but the installation costs are prohibitive.

Each year, based on discussions with municipal officials, routine maintenance or replacement projects are undertaken to address system improvements in a cooperative manner to lower costs and minimize inconveniences to the public. A recent example of this routine work is the Cobb Road main replacement, which was completed in conjunction with the sewer line extension to John Street.

This routine work, and the more significant projects identified above (if completed), will consume the capital available from Consumers Maine Water Company for public water system improvements in Camden during the next five to ten years. Further extensions or expansions of the public water system are possible, but most likely will need the involvement of private developers or the Town of Camden to finance in order to achieve the goal for water rate affordability. Consumers Maine is eager to assist in pursuing public/private-partnering opportunities for water system improvements that benefit the community. Consumers Maine has completed public/private partnering projects in Freeport, Bucksport, and Greenville in recent years.

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

ISSUES AND IMPLICATIONS

(1) Because public sewer and water lines directly affect the direction of Town growth, extensions of the system must be carefully considered in light of the Comprehensive Plan's recommended growth areas. Extensions outside of recommended growth areas will compromise the plan. To the extent possible, these public utilities should be used as tools to shape the desired growth pattern.

(2) In considering extension of public sewerage along Megunticook Lake to solve existing problems, serious thought must be given to the additional development near the lake that may be stimulated by public sewerage. The resulting impacts of stormwater runoff and non-point source pollution on the lake may be an example of the cure being worse than the disease.

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

(4) Removal of infiltration and inflow from the sanitary sewer system will be an ongoing need.

(5) While the Town's subdivision ordinance addresses the issue of sewer system extensions, clear policy is needed with respect to required water system extensions related to new development, and the extent to which developers should participate in such extensions.

(6) As the Consumers Maine Water Company works to comply with new federal law for treatment of surface water supplies, the Town can expect to see substantial rate hikes in the future. The capital requirements of treatment also mean that the Water Company’s ability to participate in growth-related main extensions and standpipe construction probably will be limited. The Town therefore should be prepared to pursue innovative programs.

(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.

Chapter 8 SOLID WASTE

SOLID WASTE DISPOSAL FACILITY ORGANIZATION

The Mid Coast Solid Waste Corporation (MCSWC), a quasi-municipal corporation of the Towns of Camden, Hope, Lincolnville and Rockport was incorporated on June 19, 1995. The MCSWC operates a solid waste facility, which includes a recycling center, transfer station, and construction/demolition debris/wood waste disposal area on Union Street in Rockport. The 16-acre site is a former limestone quarry known as Jacobs Quarry. The quarry consists of two water filled basins each approximately 300' deep. The Towns of Camden and Rockport began disposing of garbage and other waste into this quarry in the 1940's. The site first became a four-town facility in 1979, under a Joint Municipal Agreement, and was then known as the CRLH Recycling Center.

Since the early 1990's, the Jacob's Quarry site has been operating under a consent decree from the Maine Department of Environmental Protection (DEP), and expects to meet all DEP criteria by late 1999 for full licensing.

Transfer Station

In 1991, household waste was shipped for the first time to the Penobscot Energy Recovery Corporation (PERC), a regional trash-to-energy electrical generating facility in Orrington, Maine, near Bangor. In 1992-93, the transfer station portion of the MCSWC shipped 6,092 tons of waste to PERC. In 1998-99, the transfer station sent over 8,000 tons of waste to the PERC facility, a 33% total increase or about a 4.2% annual rate of increase.

Recycling

In 1995, using 75% state grant funds from the Maine Waste Management Agency, a 9,000 sq. ft. regional recycling warehouse was constructed. The 75% grant was predicated on the warehouse being used to serve other municipalities in the region. Metal, paper, cardboard, boxboard, glass and plastic are collected at the facility for recycling, and the recycling rate as determined by the State Planning Office has ranged from 32% to 35% of total household waste volume

since 1992-93. The recycling facility also serves as a regional municipal collection/warehousing point for recycled materials collected at the Thomaston/South Thomaston/Owls Head Transfer Station, and the transfer stations on the islands of Monhegan, Vinalhaven, and North Haven.

Construction/Demolition/Wood Waste Disposal

Construction and demolition debris, and wood waste are disposed of into the quarry itself. Quarry leachate displaced by this filling, and along with rainwater and snowmelt going into the quarry, is pumped to the Camden Wastewater Facility on Lions Lane for treatment and discharge to Camden harbor. Current annual pumping is about 60,000 gallons per day.

In 1993 the MCSWC had an engineering study done by CES, Inc. of Brewer that estimated the volume remaining for solid waste disposal at 266,250 cubic yards, if the average debris generation rate continued at between 3,500 and 6,000 cubic yards. At those rates, the Quarry would have provided between 45 years and 76 years of service.

Because the area's economy was growing quickly, and the apparent rate of fill seemed greater than the CES estimate, Woodward & Curran of Portland calculated in 1994 that the fill rate for the southern basin of the quarry would be 15 years, and the northern basin of the Quarry would be 28 years, for a total lifespan of 43 years for both basins calculated together. These estimates were based on a disposal quantity of 5000 tons per year, and an in-place density of 750 lbs./cubic yard. Both of these figures were provided by the Director of the facility at that time.

Clearly, however, without actual tonnage records and annual volume surveys, the disposal rate, the density, and by extension, the life of the facility must be viewed as rough approximations. Further complicating the estimate of landfill life expectancies is the difficulty of determining whether the waste is reaching to the bottom of the quarry, or whether it may be "bridging", leaving unused capacity beneath. Finally, the economy plays a large factor in the amount of waste received at the facility. The consulting engineers have recommended that accurate annual records be kept to confirm volumes of waste quantities.

In 1999, a wood grinder was purchased at a cost of $250,000. The wood grinder will be used to reduce the volume of brush and wood waste, with the expectation, according to engineering calculations from Woodward & Curran, that

the volume of waste going into the quarry would be reduced by half. Additionally, if markets can be found for the chips, as currently seems likely, a greater volume reduction will be achieved because the wood waste will be hauled away from the facility.

When the Jacob's Quarry area is filled, and the slopes on the fill area reach a ratio of 3:1, the fill area will have to be capped and closed. The closure will be expensive, and the current DEP interim license requires that the annual operating budget "profits" of the facility be applied to a reserve fund for closure expenses. Because the facility has not been generating a “profit”, however, the annual operating budgets now contain specific line-item appropriations to the Closure Reserve Fund.

ISSUES AND IMPLICATIONS

(1) With the life span of the solid waste disposal area estimated to be between 15 and 43 years, planning should begin to take place for a successor area to be identified and acquired. Such sites are difficult to locate, and expensive to evaluate and develop, if they can be found. This is a statewide problem, and the Maine DEP has identified only one new site for the entire State at Carpenter Ridge near Lincoln. Not having a nearby disposal site means that all construction/demolition materials would need to be trucked to an approved site elsewhere in the State. The only two currently approved long-term sites are the SERF facility in Hampden, and the Hawk Ridge site in Norridgewock.

(2) Should planning boards in the four towns require that demolition debris from large projects be trucked to other disposal facilities?

Chapter 9 TRANSPORTATION

VEHICULAR TRAFFIC

Functional Classifications

Camden is served by a road network totaling 55.41 miles. Of this mileage:

* 4.32 miles are arterial roadways, defined by the Maine Department of Transportation as travel routes that carry high speed, long distance traffic, usually with interstate or U.S. Route number designations. The only arterial roadway in Camden is U.S. Route One.

* 9.58 miles are collector roadways, defined by MDOT as travel routes that collect and distribute traffic from and to arterials, serving places of lower population densities and somewhat removed from main travel routes. Route 52 is designated as a major collector road. Three roadways in Camden are designated as minor collectors: Route 105 (Washington Street) from Route One to the Hope town line; John Street-Hosmer Pond Road from Route One to the Hope town line; and Union Street from Route One to the Rockport town line.

* 41.51 miles are local roadways, defined by MDOT as all roadways not classified as an arterial or collector, and serving primarily adjacent land areas.

Maintenance responsibilities

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

In 1998-99, the public works department spent more than $449,000, principally on road repair and upkeep, and another $146,000 on street and sidewalk paving, and storm sewer reconstruction.

Traffic Volumes

Traffic congestion lowers a roadway's level of service (LOS). LOS is a qualitative measure that characterizes operational conditions within a traffic stream and includes speed, travel times, freedom to maneuver, traffic interruptions, and the perceptions of motorists and passengers. See the maps titled Transportation Road Network for LOS information of major roads in the Town of Camden and in Downtown Camden. There are six levels of service, given letter designations from A to F, with LOS A representing the best operating conditions and LOS F the worst. LOS E is defined as the maximum flow or capacity of a system. For most purposes, however, a level of C or D is usually used as the maximum acceptable volume. Maine DOT has noted degradation in the LOS for state roads within Camden. US Route 1 has the lowest LOS grades observed, C, D, and E in portions of downtown, indicating severe congestion there.

Route One: As of 1993, according to MDOT (Source: "U.S. Route 1 Mid-Coast Transportation Study"), the average annual daily traffic (AADT) volumes along Route One in Camden were:

		Annual	Summer
*	from Rockport town line to Camden Street	14,670	21,436
*	from Route 52 to Harden Avenue	9,260	11,870

Downtown Camden (Union Street to Atlantic Avenue) had the fifth highest annual volume of all urban centers along Route One between Bath and Bucksport, behind Bath (AADT 24,140), Woolwich (20,120), Wiscasset (17,570), and Rockland (16,650).

By 1997, the annual average daily traffic count at the Rockport town line to Camden Street remained essentially static at 14,740. The section from Route 52 to Harden Avenue increased to 11,930, or an average of 7% per year.

Delay 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.

The performance measure used in this comparison is called the "delay ratio." A high delay ratio indicates a high level of traffic congestion. For our purposes, it is the percentage of travel time represented by delay. The delay is the amount of extra travel time required due to traffic congestion. For example, a delay ratio of 20% means that, on average, 20% of the travel time required to use the highway is time spent delayed by traffic.

The table below compares the 1997 average delay ratios for selected routes in Camden (US Route 1, Route 52, and Route 105) with statewide average delay ratios for highways of the same functional class and area type 9urban/compact or rural). In each case, the delay ratio is based on a year-round average.

Route	Functional Class	Miles	Area Type	Local Delay Ratio	Statewide Delay Ratio
US Route 1	Principal Arterial (Non-interstate)	1.8	urban/compact	33%	35%
		2.5	rural	13%	12%
Route 52	Major Collector	1.3	urban/compact	16%	28%
		2.4	rural	7%	6%
Route 105	Minor Collector	1.6	urban/compact	26%	28%
		2.9	rural	6%	6%

This table shows, not surprisingly, that 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.

What the table does not show is that 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.

In general, according to MDOT, the Route One corridor in Camden operates at Level of Service (LOS) of "C." On a scale of A to F, a "C" designation means that traffic flow 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.

However, four segments of Route One in Camden are considered deficient in terms of the travel speed that can be maintained. A segment is said to be deficient if the average travel speed is less than 74% the posted speed limit. The segments, and the average speed able to be maintained during the afternoon peak hour, are:

*	Rockport town line to Camden Street	32 mph
*	Curtis Ave. to Union St.	17 mph
*	Union Street to Atlantic Ave.	12 mph
*	Atlantic Ave. to Route 52	16 mph

Elsewhere: Traffic volume for no other roadway in Town approaches the volumes handled by Route One. Along the major roadways leading to and from Route One, the 1997 counts showed AADT's of:

Route 52, 3,030 at Main Street; 3,640 at Mill Street;

Route 105, 4,850 at Mechanic Street; 2,230 at Hoffses Drive;

Mechanic Street, 6,670 at Route 105;

Chestnut Street, 1,880 near the Post Office;

Bay View Street, 2,950 near Main Street.

These are acceptable volumes for these roadways and the functions they serve (by comparison, planing literature indicates that residential streets may carry up to 6,000 cars AADT).

Accidents

Maine DOT calculates roadway and intersection safety using Critical Rate Factors (CRF), which correspond to the number of times the actual accident rate exceeds the expected (average) accident rate at a given location, taking total traffic volume into account. The CRFs were above average, indicating accident-prone areas called high crash locations (HCLs), along portions of US Route 1 from the Park Street intersection to the Tannery Lane intersection. As well, the US Route 1 intersection with John Street and Camden Street is a High Crash Location, as is US Route 1 southeast of Sherman's Point Road. Most accidents in Camden occurred when vehicles entered or exited US Route 1. High Crash Locations are also found along Mechanic Street and Chestnut Street in Downtown Camden, and along State Route 105 northwest of the Molyneaux Road intersection to the Camden border. It would be prudent to reduce driving distractions, improve sight distances, and enforce posted speed limits along the highly traveled and congested areas. See the maps titled Transportation Road Network for High Crash Location information of major roads in the Town of Camden and in Downtown Camden.

An intersection or road segment is considered to have a safety deficiency if it experiences at least 8 accidents in a 3-year period, and has a critical rate factor of 1.00 or more. (The critical rate factor is a measure of the number of accidents that would be expected given the length of a roadway segment and the amount of traffic on it; a CRF of 1.00 or more indicates that there are more accidents than would be expected.) The following statistics cover the 1999-2001-time period.

Intersections

Elm/Camden/John/Conway: 14 crashes, 2.00 CRF, 14% injury
Elm and Park Street: 8 crashes, 1.20 CRF, 25% injury
Elm and School Street: 14 crashes, 1.88 CRF, 7% injury
Main/Mechanic/Bayview/Commercial: 11 crashes, 1.41 CRF, 9% injury

Roadway Segments (Links)

Mechanic from Main to Washington: 8 crashes, 1.64 VTG, 0% injury
Main from Tannery to Mechanic: 16 crashes, 3.57 CRF, 19% injury
Elm from Park to Norwood: 9 crashes, 1.33 CRF, 22% injury
Elm from Norwood to School: 9 crashes, 1.09 CRF, 44% injury
Elm from Wood to Washington: 8 crashes, 1.96 CRF, 25% injury

State Routes

Route 1: 183 total crashes, 44 involving injuries (24%), no high crash locations
Route 52: 36 total crashes, 9 involving injuries (25%), no high crash locations
Route 105: 43 total crashes, 10 involving injuries (23%), no high crash locations

Town Ways

The town ways with the most crashes were as follows: Barnestown – 18, Mechanic – 15, Bayview – 14, Chestnut – 12, Molyneaux – 6, Simonton – 4. There were a total of 139 crashes on town ways, 22 involving injuries (16%) and one high crash location on Mechanic Street between Main and Washington Street.

Access Management

Access Management is the planned location and design of driveways and entrances on public roads to:

1. Encourage development that prolongs the useful life of existing road networks
2. Maintain posted speeds
3. Reduce traffic congestion
4. Reduce accidents
5. Reduce pollution

Although arterial highways represent only 12 percent of the state-maintained highway system, they carry 62 percent of Maine's total traffic volume. By preserving the capacity of these highways with access management strategies, we can reduce the need to build costly new capacity, such as additional travel lanes or bypasses. In fact, access management can help maintain and improve the economic productivity of businesses dependent on our transportation network, as well as help to reduce congestion-related delays for all of us.

It is worth noting that while the population of Knox County increased 9.1 percent during the 1990s, the total number of vehicle miles traveled in our County increased by over 24.5 percent. Most of our principal roads are heavily traveled now; accordingly, there is a need to protect them from future degradation and the significant taxpayer expense of adding remedial capacity.

The Maine Department of Transportation (MDOT) has established new rules for the permitting of driveways and entrances on three categories of roadways outside of urban compact areas: retrograde arterials, mobility arterial corridors, and

all other state and state aid roads. These categories are based on traffic volumes and congestion. Entrances are defined as having more than fifty trips on average per day, and driveways as having fifty or fewer trips on average per day.

In Camden, US Route 1 is retrograde arterial, and so comes under the strictest standards. There are no mobility arterial corridors in Camden. State Routes 52 and 105, and portions of Barnestown Road, John Street, Melvin Heights, School Street, and Union Street, come under the third category set by MDOT, which have the least strict standards set.

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

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

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

The Planning Board and code enforcement officer should advise property owners who seek to put in a new driveway or entrance, which connects to a state or state-aid road, or change the use, location or grade of an existing entrance or driveway, to contact MDOT for a permit application.

When reviewing major subdivisions, the Planning Board should contact MDOT to be advised on the projected traffic impact of such developments. Doing so will help the Planning Board review the subdivision under the criteria rules set forth in the State Subdivision Statute.

To maintain and improve traffic flows, the Town should consider Land Use Ordinances that include access management performance standards for local roads.

By doing so, local roads could benefit from some of the protections that apply to state and state aid roads.

Corridor Management Plans

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

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

Future roadway improvements

Route 1: The June, 1993 "U.S. Route 1 Mid-Coast Transportation Study" by Vanasse Hangen Brustlin, Inc., prepared by the Maine Department of Transportation, estimates that, in the year 2005, Route 1 in Camden will experience a Summer Average Daily Traffic (SADT) volume of 28,000 daily vehicles, a 48.8% increase over the 1990 SADT figures.

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

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

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

3) To address geometric problems and slow travel speed from Atlantic Avenue to Harden Ave., consider some reconstruction and a local relief route. MDOT considers this to be medium priorities.

4) To address geometric problems from Harden Ave. to approximately the state park entrance, reconstruct the road with a 22-24 foot travel way and 5-foot

paved shoulders as bicycle lanes. MDOT considers this to be a high priority, to be constructed in the years 2000 or 2001. The design is being developed between MDOT and a committee of Camden's residents appointed by the Selectmen.

5) To address geometric problems from the state park entrance to the Lincolnville town line, reconstruct the road in accordance with a design plan being developed by MDOT and a Town committee in Lincolnville.

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

The Planning Board proposed, and the Board of Selectmen adopted on May 24, 1994, a new policy in which the Town is required to comply with the standards of the subdivision ordinance in the construction or reconstruction of any road or parking lot, unless, due to special circumstances (such as a narrow right of way) the Planning Board waives the standards. The Town is also required to gradually widen substandard roadways (up to 20-foot travel lanes) during periodic maintenance overlays. On in-town roads, where there are curbing and sidewalks, the Planning Board could also waive this requirement. Finally, the Planning Board recommended systematic maintenance of road shoulders and drainage ditches, which is now a part of the public works department's annual road maintenance schedule.

Traffic calming methods, including narrower streets, must also be considered when necessary for public safety.

The Planning Board has made the following recommendations:

1) Reconfiguration of four "Y" intersections to as close to 90 degrees as possible at:

Hosmer Pond Rd. at Melvin Heights Rd. (done in the summer of 1999)
Hosmer Pond Rd. at Molyneaux Rd. (to be done in the summer of 2002)
Mechanic St. at Simonton Rd.
Mechanic St. at John St. (MDOT responsibility for which the Town has requested MDOT to address)

2) Construction of a sidewalk along Washington Street from Ames Terrace to the Shirttail Point recreation area (segments were completed to Thomas

Street in the summer of 2000, to Mathew John Avenue in the summer of 2001 and another segment is planned for the summer of 2002).

3) Reconstruction or replacement of the Megunticook Corner Bridge (completed by MDOT in December 1998).

4) Reconstruction of Mechanic Street east of Cobb Road to improve the sight line (funds are appropriated for engineering in the summer of 2002).

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

PEDESTRIAN AND BICYCLE FACILITIES AND ROUTES

Sidewalks are available throughout most of the downtown, but only intermittently elsewhere. The Town, in recent years, has allocated about $15,000 annually to reconstruct or extend sidewalks. The Planning Board has identified as a priority a new sidewalk along Washington Street to the Shirttail Point recreation area, which is being constructed in segments.

In 1998 the Select Boards in Camden and Rockport appointed the Camden-Rockport Pathways Committee, and that group has been meeting regularly. It's initial tasks have been to develop concepts for multi-use pathways in Camden and Rockport, primarily along existing roads, which will allow downtown workers, shoppers, and visitors safe and logical routes to connect to the downtown area, and to link Camden's multi-use pathways with those in Rockport and Lincolnville.

The committee is leading the process for developing two multi-use pathways in Camden/Rockport. One is Union Street from Huse Street in Rockport to the “Arch” in Camden. The Penobscot Bay YMCA (formerly Camden YMCA) is constructing a new facility on Union Street, which will have a pedestrian connection to this pathway. The pathway will be funded by a $350,000 federal grant, which has a $70,000 local share that will be split on a formula basis between the town of Camden and Rockport. Construction was completed in the spring of 2002.

The second is a multi-use pathway route that will link the village with the new CSD regional high school site on Route 90 in Rockport. The federal/State funding for the planning of this project, in the amount of $200,000 has been allocated, and a $40,000 local matching share (split between Camden and Rockport) has received voter approval. Project route options are under evaluation by the Camden-Rockport Pathways Committee.

Other pedestrian ways should be considered to connect the new Quarry Hill retirement community to the Camden Marketplace and extending north along Route 1 to Camden Hills State Park. Pedestrian underpasses, overpasses and other creative solutions will need to be studied.

PUBLIC TRANSPORTATION

Neither Camden nor the region has a locally centered, scheduled public transportation system. A summer shuttle giving daily service at 30-minute intervals seven days per week was experimented with from 1996-1998. The project was 80% funded through the federal Intermodal Surface Transportation Act. The three-year experiment resulted in the conclusion that the size and density of the summertime population will not support public transportation. Other factors may have been the lack of safe locations for bus stops, especially along Elm Street.

The Coastal Trans Bus Service, a nonprofit organization funded primarily by the federal government, is based in Rockland. It provides service by appointment, as well as by contract with various organizations. As of 1990, Coastal Trans, under contract with the Coastal Workshop, serves Camden twice a day, Monday through Friday. In addition, the bus is in Camden every Thursday to pick up residents for shopping, medical appointments, and similar trips. The service is available, by appointment, for any resident; residents meeting certain income limits may qualify for reduced fares.

STREET TREES

Street trees--especially elms, maples, oaks, horse chestnuts and other shade trees--are part of the heritage of the Town. They give the streets definition and enhance the Town's aesthetic, environmental, and economic value. Tree-lined streets encourage pedestrian traffic.

Camden lost all of its street elms in the early 1970's and is currently losing large sugar maples and other trees, all of which are about the same age (120 years old or older). Additional trees have been lost to pollution, construction, road widening, and drastic trimming by utilities.

The street tree element of Camden’s community forest has been extensively surveyed and treated on a continuous basis since 1994 by the Town’s tree wardens and the Conservation Commission. The inventory of street trees in the village and along the major town roads is now considered healthy and stable. Age as well as natural and manmade forces will continue to degrade our trees over time,

demanding an ongoing maintenance program. Trees that are lost are being replaced by Town planting programs, including those by the Camden Garden Club and the Camden Conservation Commission. The commission maintains a tree nursery containing over 200 seedlings to enhance our roadsides in the future.

The Camden Garden Club's tree program, run in collaboration with the Town, has helped to replace many of the lost trees at the rate of 20 to 30 per year. Additionally, a generous grant from MBNA has enabled the Town to do annual maintenance pruning of street trees to preserve them and make the streets safer, and a large planting program of over 200 street trees was similarly made possible by an MBNA grant.

In 1994 the Town's Shade Tree Removal Ordinance was updated, and now provides specific protection against the pruning or removal of any street trees without the approval of the tree warden.

PARKING

Over the years there have been a number of reports and recommendations on parking. This summary begins in 1995.

Ad Hoc Parking Committee Study Report:

As of May 1995, the date of a Camden Ad Hoc Parking Committee's Final Report, there were 835 parking spaces in public parking lots, on private property and in public ways in the downtown. According to the study, a hypothetical parking deficit of 399 spaces exists during the peak summer season. That report contained eleven recommendations:

1) Strict enforcement of the two-hour time limits for downtown spaces.
2) A one-season experiment of pay-for-parking on the Public Landing, from 8 A.M. to 6 P.M. from June 15-October 15.
3) A two-year seasonal park and ride shuttle service linking satellite lots with the downtown district.
4) Encourage the use of close-in parking lots for employee parking: Knowlton Street School lots, Christian Science Church, and others. (The Christian Science Church lot on Central Street contains 13 spaces that are now leased annually by the Town).
5) Giving consideration to converting 133 unrestricted spaces on public streets and lots, within 1,000 feet of the Town center, from daylong to two-hour limits.
6) Study implementation of a bicycle and pedestrian way program featuring racks and lanes.
7) A public education program aimed at downtown employees and employers seeking cooperation with the above initiatives.

8) Moving the Chamber of Commerce office from the Public Landing to Route 1 south of Town of Camden.
9) Move to allocate all parking fines to a Parking Fund that would also receive pay-for-parking revenues.
10) Consider retaining the services of a professional planner who would be responsible for developing a coherent, long-term parking plan.
11) Expand the Parking, Transportation and Traffic Committee to supervise or monitor pay-for-parking, increased enforcement, public education, bicycle program, and the other initiatives outlined above.

Implementation of items 1), 3), and 4) has taken place. Item 6) is under study by the Bicycle and Pedestrian Task Force, and two grants have been received to initiate multi-use paths as indicated in the Pedestrian and Bicycle Section of this Chapter. Exploration of the pay-for-parking ideas by the Parking, Transportation and Traffic Committee is on going.

Downtown Parking Facility Task Force Report:

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

(1) Construct a deck over a portion of the Town-owned "five and dime" lot on Mechanic Street, which would result in a net gain of 16 spaces.
(2) Create a two-level parking deck facility using air rights over the Camden Parking Company lot on Mechanic Street, which would create 112 spaces. In April, 1999, the cost study authorized by the Board of Selectmen was received, and the cost of a parking structure over the Camden Parking Company lot containing 112 spaces was estimated by Conestco of Raymond, Maine to be $1,970,000.
3) Purchase land behind the present fire station and parking lot on Washington Street that could create an additional 43 spaces.

The question of land purchase on Washington Street behind the fire station became associated with a proposal to create a consolidated facility addition for the police and fire departments as an addition to the Robert M. Oxton Annex, because the proposed addition would be constructed in the present fire station parking lot. Two parcels totaling 1.09 acres of land were purchased in June 1999 at a cost of $390,000 and a net of 43 surface level parking spaces were created. The Town, in June 1993, had acquired .06 acres (the so-called Smith/Roberts property) near the fire station and created a 20 - 25 space public parking lot.

The Town has explored several other approaches for easing the downtown parking shortage; some of these approaches were recommended by the Town's existing Comprehensive Plan. Whether it remains as a parking lot over the long term depends, in part, on the needs of the fire station to expand its building and to provide parking for volunteers during emergencies.

1) In summers 1996-1998, a summer shuttle bus system was instituted. For the first two years, there were no fares because the federal grant for the project paid 80% of the operating cost, and the Town paid the other 20% from parking reserve funds and Town surplus. Large parking lots were constructed at the southerly entrance to Camden on Route 1, and at the Camden Hills State Park entrance at the northerly entrance to Town. 20-passenger, air conditioned buses were used, and ran on one-half hour schedules. The summer rider ship in 1996, for 124 days of operation, was 14,267. In 1997, for 80 days of operation the rider ship was 12,429. In 1998, the rider ship, for 66 days of operation, was 3,755. The reduction seems to have been primarily because a $.50 fare was instituted, as a way to transition from the federal grant to a self-supporting system. Various ways to publicize the service were tried. Very few downtown employees used the service; rider ship was mostly tourist based. After this three-year experiment, and federal funding ended, the system was disbanded, and the buses were sold for use at Mount Desert Island/Acadia National Park.

2) A parking trust fund has been established by Ordinance. New or expanding businesses locating downtown can choose, in lieu of providing the parking required by the zoning ordinance, to pay a sum of $4,500 per space into the trust fund.

3) The Town also has created two parking reserve funds into which annual appropriations have been made to assist in the creation of new parking spaces in the downtown area. Annual appropriations have been on the order of $10,000 for each of these two funds.

TRANSPORTATION ISSUES AND IMPLICATIONS

(1) What long-term role should Route One in Camden in fact be playing? It is considered an arterial, which by definition is a high-speed roadway serving long-distance travelers. But in practice, Route One in Camden (Elm Street, Main Street, and High Street) is very much a service route with a village built around it. The character and functioning of the village probably is incompatible with the notion of an arterial running through it. The answer to this fundamental question sheds light on three related issues:

(a) A Route One bypass has been proposed more than once, and was strongly opposed by inland communities in the 80's. A bypass around Camden would have implications for Camden's business sector. One line of reasoning is that most businesses in Camden rely principally on destination traffic, and a bypass will be helpful by sorting out the through traffic from the traffic that wants to patronize downtown. Is this the case, and are local businesses comfortable with this premise? Or will a bypass spawn a commercial district of its own that will compete with Camden business? What guidance, if any, should be given to the Route One Corridor Committee via this Comprehensive Plan? Is there merit in the concept that a bypass, if built, should serve principally an arterial function, with commercial development along it greatly restricted (perhaps by the limiting, by state regulation, of curb cuts along it); thus allowing the established villages along present Route One to continue to play their traditional commercial service role?

(b) Part of the identity, aesthetic, and feel of downtown Camden is a road system with limited widths, street shade trees, lighting, on street parking, and buildings up to the sidewalk. Care should be taken in any proposal to reconstruct portions of Main Street, High Street or Elm Street, especially in and proximate to downtown, that this tight, familiar and historic relationship among building, pedestrian, and street not be altered. That is, the character of downtown should not be sacrificed to an arterial highway role. Low speed traffic should be considered part and parcel of the functioning of downtown.

(c) Does the Town see a need for a local relief route around downtown, as suggested by the 1989 Route One "existing conditions" report? Aside from the impracticality of creating such a route, the impact on residential neighborhoods would have to be carefully considered. Whatever is considered for Route 1, should be done with regional cooperation from the start.

(2) Perhaps the highest priority, from a safety point of view, is a study of Elm Street from the Union Street intersection, south to the Rockport town line. Does the Town support signalization of the Union Street intersection, which would take away the preferential (but not necessarily safe) status now enjoyed by local traffic in favor of Route One traffic? The Planning Board's perspective is that this is not an all-year or all-day problem.

(3) Should the Comprehensive Plan endorse the mix of approaches to the parking issue that have been developed (but not yet successfully implemented) over the last ten years? Many of these approaches were recommended in previous Comprehensive Plans. Or are there other approaches that should be considered? Recent studies have shown that a parking deck is not financially feasible, but if a parking deck is pursued, it is essential that it be located behind downtown (as

generally has been discussed), and not along the streetscape of Main Street or the other principal retail streets.

(4) The present limited network of sidewalks and pathways is not considered adequate for bicyclists or pedestrians. The work of the Camden-Rockport Pathways Committee should be encouraged in order to offer attractive transportation alternatives to motor vehicles, and to improve Camden's livability and quality of life.

Chapter 10 LAND USE PATTERNS

OVERVIEW

Camden contains 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 Town; how it may be used in the future is central to the entire comprehensive planning process.

Camden's earliest economy was, as it is today, 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 feet and horses, the development pattern was compact, with residential, commercial, and industrial functions closely integrated. The harbor, downtown, and close-in neighborhoods of the Town are vivid 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 and Mountain Street border the river 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 side slope of Bald Mountain.

OPEN SPACE

Natural barriers exist even to the spread out, suburban pattern of development. Of the Town's 18.5 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 between 750 and 800 acres of open space and recreational area, including, among the larger parcels, the 260-acre Snow Bowl Ski Area on the northeastern slope of Ragged Mountain, 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 are the Village Green, Harbor Park, the adjacent Amphitheatre and Laite Beach, all of which provide contrast to developed areas.

There is also the 66-acre Merryspring Horticultural Nature Park, of which one third is located in Camden and the remainder in Rockport. Recreation and open space within the Town are more fully described in Chapter 12 of this Comprehensive Plan.

RESIDENTIAL LAND USE

The residential use of land in Camden falls into three broad groupings:

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

This area contains perhaps 3 square miles, or 15% of the Town's land and water area. It is what would be recognized as the Town's urban center. The 1992 Comprehensive Plan estimated that about 75% of the population lived in this area. Nearly 2,000 households live in the village, some in small multifamily structures, including condominiums near the harbor, but most on single-family house lots of typically 8,000 SF - 12,000 SF in area. The population density in the area is approximately 1,000 people per square mile

of land area, which also supports the entire downtown and harbor commercial sector. This compares with about 50 people per square mile in the rest of the Town. The village pattern of development is a reminder that moderately high densities, as long as they are supported by public services and are designed at a human scale, can achieve very livable neighborhoods.

During the period from June 1992 through June 2002, 30% of all new dwellings (80 units) were built in the village area, as follows: 49 units in the Traditional Village District, 2 units in the B-1 District and 29 units in the B-3 District. It should be noted that the large percentage of residential development in the B-3 District was due to the creation of 41 new elderly housing units, located within walking distance of the downtown. Zoning Ordinance space and bulk standards for the Traditional Village District are effectively maintaining the traditional density of village land use patterns.

(2) The designated growth area, which is the Village Extension District (VE).

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

(3) Transitional areas, which includes the Coastal Residential Districit (C-R).

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

(4) Rural areas.

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

Dwelling units range from seasonal homes on the shorelines of Megunticook Lake and Hosmer Pond to seasonal conversions in all of the above. Homes on the ponds and oceanfront are served by on-site sewerage.

There have been no large, rural subdivisions in the past decade. Nearly all the vacant lots in subdivisions from the 80's have been developed during the past five years.

Looking at the entire town, as of 1989, according to assessor's records, there were in 431 vacant lots of 3 acres or less. By 2002, 322 of those vacant lots have been developed.

COMMERCIAL LAND USE

Commercial land use in Camden is concentrated in three areas:

(1) The Harbor Business District and the surrounding Business 1 District is the heart of Camden. Visual, pedestrian, and commercial access to the harbor is the major attraction to the downtown area for both the local and the tourist populations. The intensity of use is high, but the area is well defined: from School Street to Sea Street and on the roadways that rim the harbor. Uses include a full array of small retail, service, lodging, water-oriented recreation, and restaurant establishments, and civic and public uses. There have been some conversions and infill commercial development over the last decade, but little additional vacant land exists for expansion. The new sidewalks and streetlights have helped maintain the traditional village character of the downtown business district.

(2) The Transitional Business District (B-3), from Elm Street downtown to the Rockport town line has served as something of a relief valve for commercial activity that was unable (due to lack of space or to cost) to locate downtown or that preferred a site near the Camden Square shopping center on the Camden-Rockport town line. Prevalent uses range from the classic neighborhood shopping center with supermarket, drug store, and banks--and the Reny's center, to the Quarry Hill nursing home and retirement community, to small motels, freestanding service, financial, and professional establishments. This segment has not deteriorated into a highway-oriented "strip." Current B-3 zoning emphasizes maintenance of existing residential-scale structures and exclusion of highway-oriented, high volume uses like fast-food restaurants, but adherence to the spirit as well as the letter of the B-3 guidelines will be important.

(3) A small convenience shopping area exists at Megunticook Corners on Route 105, serving the surrounding neighborhood.

(4) In recent years, the mill buildings along the river have been renovated into offices, principally by MBNA. Some new buildings have been constructed, such as the Camden Riverhouse Hotel. This new activity has increased the town's economic base and improved the district. As long as the development does not overwhelm other aspects of the Town's life, the changes are welcome.

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

The 1992 Zoning Ordinance added a "low impact use" which allows commercial uses in a residential district if within 500 feet of certain commercial districts. The standards for a low impact use are similar to those for a home occupation but less restrictive. Area for commercial expansion is limited due to a lack of vacant lots in commercial districts.

INDUSTRIAL LAND USE

Industrial uses in Camden are also limited, and have become more so with the closing of the Knox Woolen Mill in 1988 and Apollo Tanning in 2000. There are three small industrial areas in Town besides Knox Mill:

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

(2) The Industrial District between Union Street and Limerock Street near the Rockport town line; and

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

MUNICIPAL BUILDINGS

Town government and associated public land uses are centered in the downtown. These include the recently renovated, historic Opera House Auditorium, the town office, police station, public library, post office, and, at the edge of downtown, across from the former Knox Woolen Mill, the fire station. These public uses continue to give identity and vitality to downtown and help to assure a year-round level of activity in the center of Town.

Schools are nearby on Elm Street and Knowlton Street, and the public works garage is on John Street.

These facilities, and the services they provide, are discussed in more detail in the Chapter on Public Facilities.

RESOURCE PRODUCTION

Once away from the high elevations and steep slopes of Mount Megunticook, Mount Battie, Ragged Mountain, and Bald Mountain, the preponderance of Camden's soils are acceptable (within limits) for urban development, including on-site waste water disposal. The characteristics of the soil that make this so are the same characteristics that make the soil good for food and/or wood production. These characteristics include:

* Sandy or silt loam that provides a dependable supply of moisture but are not saturated with water;

* Gentle slopes of 3% - 8%;

* Little susceptibility to excess erosion; and

* Good depth to bedrock, although a hardpan 18 to 36 inches below the surface is a restriction both to development that relies on subsurface waste disposal and to plants that require deep roots.

According to the Soil Conservation Service, approximately 1,400 acres of Camden's area, or 11% of the total, are comprised of six prime farmland soil types. They include Boothbay silt loam, Buxton silt loam, Lovewell very fine sandy loam, Madawaska fine sandy loam, Marlow fine

sandy loam, and Peru fine sandy loam. These soils have the quality, growing season, and moisture supply needed to produce a sustained high yield of crops with a minimum of energy and economic resources.

Most of this soil is located in the lower Megunticook River valley. Much of it is beneath or at the edge of the built up neighborhoods around Camden village and as a practical matter is lost to potential farming. There are four significantly sized patches of prime farmland soil that are still mostly undeveloped. These four areas are:

* John Street-Mechanic Street-Melvin Heights Road-Hosmer Pond Road area (including a recently approved subdivision along Annis Road);

* West side of Cobb Road;

* The intersection of Melvin Heights, and East Fork Road;

* The Start Road-Molyneaux Road-Turnpike Road on the north side of Megunticook River.

Little of the prime farmland soils is actively farmed. A few parcels in Town still are farmed, mostly for hay and corn. A large agricultural parcel is located on Howe Hill Road in the western part of Town, and a smaller one on Turnpike Drive.

The great preponderance of soils in Camden that are located off the hilltops is classified by the Soil Conservation Service as very highly or highly productive woodland. All six types of prime farmland soils also are highly productive woodland soils; in addition, there are 18 other highly productive woodland soil types in the Town. These soils are capable of growing wood at an economically productive rate. Eastern white pine, white spruce, and balsam fir are especially suited to these soils. The soils comprise more than 7,050 acres, or 56%, of the Town's total area. They cover most of the Melvin Heights area, the Route 1 corridor, the land above Megunticook Lake, and the side slopes of Camden's hills.

About two dozen properties, containing 1,080 acres, are woodlands registered under the tree growth tax law, according to tax assessor's records.

However, interviews with several of these property owners indicate that the woodlands are managed primarily for personal use and enjoyment rather than intensive commercial use.

In years past, the Town supported several gravel mining operations: along Hosmer Pond Road, near Molyneaux and Melvin Heights roads (in the vicinity of Wildlife Pond), and on Route One near the recently installed water storage tank. However, the pits have been played out, and there probably is little opportunity for additional gravel mining in Camden. Most gravel needed in the area is hauled from communities to the west.

ISSUES AND IMPLICATIONS

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

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

(3) Should public sewer be extended to some areas of the Village Extension District?

(4) Should more opportunities be provided for neighborhood stores in residential districts?

(5) Should future town planning reinforce the role of the Opera House as the symbolic heart of the community?

(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?

(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?

(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?

(9) Is the limited commercial and industrial space available in Camden at present, a serious barrier expansion of commercial and industrial activity, or is the demand for and supply of such space in relative balance?

(10) Should space and bulk standards be adjusted in the Traditional Village and Village Extension Districts to ensure compatibility with surrounding properties?

(11) Should the Planning Board consider the development of a property maintenance code to control potential nuisances in residential neighborhoods?

Chapter 11 HOUSING

For years Camden has been part of a rapidly rising real estate market, fueled primarily by factors outside the control of the Town, its officials and its citizens. This trend has been felt throughout Maine, but its impact is heightened in Camden due to its attractiveness and livability.

HOUSING STOCK

Number and composition

As of the 2000 Census, Camden had a total housing stock of 2,883 units. Of these, 2,520 were considered to be year-round units, and 363 were considered to be seasonal units. According to the 200 Census, 738 of the units are rented. Of the year-round units:

* *67.1% were single-family units;*
* *26.4% were multifamily units; and*
* *6.5% were mobile homes.*

From June 1992 through June 2002, a net of 265 units was added to the year-round housing stock, an increase of 10%.

Age and condition of the housing stock

40+ years old	56.9%
30 - 39 years old	4.6%
20 - 29 years old	12.4%
10 - 19 years old	16.5%
Less than 10 years old	9.2%

This age profile of Camden's housing stock is indicative of the increase in households and the demand for housing units that has occurred in the last 30 years, compared to the previous, relatively quiet 20 or 30 years.

The Town's housing stock is in comparatively good condition.

AFFORDABILITY

Since the Comprehensive Plan of 1990, the issue of affordability has risen to a critical level, so much so that Camden was recently named by the Maine State Housing Authority as the least affordable community in Maine when comparing housing prices to median income. The average price of a home has increased more than $135,000 per unit between 1996 and 2000. The average increase for Knox County was $63,500 and $21,000 statewide during the same period. That's 600% more than the statewide increase and 200% more than the Knox County increase for the same period.

All things considered, Camden is facing an affordable housing crisis of extreme proportions. The average weekly wages of workers in Knox County is $448 per week. The median household income for Knox County for 2000 was $34,500, which was slightly below the statewide median household income of $35,300. Camden's median household income was slightly over $41,123 for the year 2000. The median home price in Camden is $210,000 for the year 2000. According to the Maine State Housing Authority, 81% of the households in Camden cannot afford a median priced home in Camden. A household income of $65,000 per year is needed to afford the median priced home of $210,000 in Camden.

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

Name	Total Units	Total w/ Rental Assist.	Type
Applewood	30	0	Family
Camden Village	24	24	Family
Highland Park	44	40	Elderly
Megunticook House	34	0	Elderly
Town House Estates I	18	18	Elderly
Town House Estates II	12	12	Family
Merry Gardens Estates (Sec. 8)	30	0	Elderly
Scattered Sites (Sec. 8, MSHA)	9	9	Fam/Eld
Total	201	103	

To address the affordable housing problem in Camden, the Select Board has established the Camden Affordable Housing Committee. It defines "affordable housing" as a safe, decent, clean and well constructed dwelling, either from the existing housing stock or newly constructed, intended for a household with a low to moderate means." The organization had focused its efforts on households with a gross annual income of between $18,000 and $32,000 (the latter figure being the upper level at which families may qualify for most Maine State Housing Authority programs). Future efforts will seek to serve those families earning less, as well as middle-income families who, even with two wage earners, cannot save sufficient funds to make the customary down payment.

The Camden Affordable Housing Committee formed the 501 (C3) non-profit corporation called Camden Affordable Housing Organization, to develop affordable housing in conjunction with the Affordable Housing Committee. The purpose of the corporation is to allow the organization to acquire and dispose of property without the need of having to go to a town election each time property is accepted or sold. This organization has been and continues to be the primary moving force behind the efforts of the town and the committee to develop affordable housing.

The Camden Affordable Housing Organization considers these efforts, while significant for a volunteer organization, to be a failure of the goals stated in the 1990 Comprehensive Plan. Since 1990, the situation has not improved in any respect, but has instead deteriorated significantly. Moreover, during its existence, the ability of CAHO to actually secure the development of affordable houses has been extremely marginal.

During its existence, six affordable housing units have been created. Recently, due to the generosity of MBNA, a tract of land at Washington and Mt. Battie Streets was given to CAHO for the express development of affordable housing units. The gift included two existing single-family homes, which could be sold off as individual units and are included in the number of units created.

CAHO was able to sell the two units and raise capital for the acquisition of a nearby parcel on Mt. Battie Street, which was subsequently subdivided into four additional affordable housing lots. In order to create four lots and meet the minimum lot size requirement, an extension of the public sewer

was required. A bond issue was granted and approved by the voters and the sewer installed. Construction began on two of the four homes in May 2002.

An eight-lot affordable housing subdivision was approved by the Planning Board in June, 2002 on the remainder of the former MBNA land. One of the major obstacles to the future of this subdivision was the cost of the road and utilities; however, CAHO received a $300,000 grant from the Federal Home Loan Bank Board which will ensure the completion of the project.

As described in Chapter 10 of the 1990 Comprehensive Plan under Issues and Implications, the Plan stated that the issue of affordable housing is inevitably related to land regulation and whether or not these regulations, enacted to protect the character and functioning of the town, also impose costs that make affordable housing difficult to achieve.

CAHO believes that the regulations, combined with the cost to build in the mid-coast region, along with the requirements of many of the specialized loan programs which the applicants need for financing, not only layer on additional costs which impairs affordability. Without generous gifts, such as the gift of land by MBNA, plus state and federal funding, the development of affordable housing units would be an impossible task.

MOBILE HOMES

Camden has a total of 138 mobile homes, which provide affordable housing for their residents. A number of these homes are in two mobile home parks. Past zoning in Camden has treated mobile homes like single family dwelling units: they may locate anywhere in the community that single family homes are allowed, provided that they comply with the same dimensional standards as single family homes. However, state law governing mobile homes requires all communities to allow the expansion of old, and development of new mobile home parks in a reasonable number of suitable areas of the communities; and to do so at densities that are considerably greater than are normally permitted by the zoning ordinance. In March 1990, the Town amended its zoning ordinance to comply with this requirement.

ISSUES AND IMPLICATIONS

(1) Just as it was when the former comprehensive plan was adopted in 1992, the primary housing issue in Camden is affordability. The 1992 plan set a goal of creating a minimum of 30 to 35 affordable housing units over the next decade. During that time, six affordable units and twelve affordable housing lots were created and are now available. While that represents a significant accomplishment, it falls short of the original goal.

Today, creating affordable housing is even more of a challenge. As in 1992, the greatest need is among the following groups:

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

Both low-income and moderate-income households as well as seniors need the ability to rent or purchase adequate housing. Without this ability, these citizens, who comprise an important segment of the population, cannot be integrated into the neighborhoods of the community. The ability of the town to attract all income levels will diminish over time. To what extent could this erode the fabric of the community?

(2) While working to open up opportunities for affordable housing, the issue arises of whether, and how, meaningful numbers of such housing units, whether apartments, mobile homes, or modest single family detached homes, can be integrated into the fabric of existing neighborhoods without altering the character of those neighborhoods?

(3) The issue of affordable housing is inevitably related to land use regulation, and whether or not these regulations, enacted to protect the character and functioning of the Town, also impose costs that make affordable housing difficult to achieve. Does street size and construction requirements, the lack of sewer and water for new subdivisions, drive the project cost beyond the limits of affordability?

(4) Should subdivision developers who are willing to build affordable housing units within the village or its adjacent growth area, be offered incentives, such as reduced density requirements?

(5) The term, “affordable housing”, seems to conjure up visions of large-scale, inner city housing developments instead of small, single family homes in a Maine village. Although a bond issue to underwrite the cost of a sewer extension for an affordable housing subdivision was approved by voters, there was opposition to what some called “subsidized housing”. How can the Town work to change the negative perceptions of affordable workforce housing?

(6) To enhance affordability for many potential homeowners, there are federal and state finance programs for borrowers that provide reduced interest rates or interest rate subsidy programs that appear to enhance affordability, but in many cases, the requirements actually drive up the price of the home. Also, state programs are based on county medium income levels and medium sales prices, which, when one is in a particularly high cost environment such as Camden, has marginal utility. What can the Town do to overcome these obstacles?

(7) A volunteer organization such as Camden Affordable Housing Committee may not have the time, skills or resources to adequately address affordable housing needs. Does the Town need to make a commitment to dedicate resources to the creation of affordable housing, by creating a housing authority and by providing staffing, such as the town planner?

(8) How can the Town partner with organizations such as Habitat for Humanity in creating affordable housing?

Ch. 12 THE HARBOR

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

PHYSICAL DESCRIPTION

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

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

The harbor consists of an inner harbor and an outer harbor. The inner harbor is narrow: its width varies from about 300 feet at its narrowest point to about 650 feet at it’s widest. It extends southwesterly a distance of approximately 1,400 feet, to just beyond Wayfarer Marine and the Yacht Club. By contrast, the outer harbor is expansive, as it opens out to Penobscot Bay.

The harbor is served by a 35-foot wide channel into and around the circumference of the inner harbor. Most of the harbor, including the inner harbor, is under the jurisdiction of the Army Corps of Engineers for navigation purposes. The depth of the inner harbor is maintained at a minimum of 10 feet. The last major dredging of the channel was in 1959. Smaller maintenance dredging occurs periodically.

USE OF THE HARBOR

Land Side

The land around the inner harbor is virtually all developed or in dedicated public space. The uses are mixed, but some patterns are evident. On the south side, along Bay View Street, the uses are primarily commercial, including restaurants and shops, many with a water orientation. A small condominium development, Harbor Square (part of a mixed use residential-commercial project), and the Yacht Club also 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. In addition, condominiums are located adjacent to Wayfarer on Eaton's Point. Recent zoning ordinances have preserved commercial use and visual access along the harbor and have prevented overbuilding and walling off of the harbor from ~~the~~ adjacent streets.

Water Side

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

* 5 daysailers, 3 windjammers and 2 motor vessels licensed by the town

* 74 other berths along 37 private floats in the inner harbor; and

* A series of privately owned slips, 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.

* Laite Beach, a small beach and park off Bay View Street on the shoreline of the outer harbor.

* Boat launching ramp at the end of Steamboat Landing Road off Sea Street. A new ramp and float system was constructed in 2001 and can accommodate most trailerable boats. Parking is available 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. These sites are available for increased public use.

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 outside of the harbor. A portion of the state's Camden Hills State Park borders the bay off High Street and provides public access at that point for picnicking and hiking.

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

Once on the water, the town-owned Curtis Island is available for picnicking and enjoying the bay.

GOVERNANCE AND REGULATION

The use of the harbor is regulated by a Harbor and Waterways Ordinance, which was adopted in March 1990. Among other things, the Ordinance (in addition to rules promulgated by the Federal Army Corps of Engineers and the State):

* Governs the placement of piers, wharves, floats, and other structures in the harbor,

* Allocates space for daysailers, windjammers, moorings, and floats,

* Establishes lines beyond which piers, wharves and fill cannot extend,

* Encourages the use of consolidated piers, rather than the proliferation of individual piers into the harbor, and

* Protects Sherman Cove area from development of any structure requiring a permit under the Harbor and Waterways Ordinance

The ordinance is administered by a full time Harbor Master. Both the Harbor Master and the 5-member Harbor Committee are appointed by the Select Board. Day-to-day decisions are made by the Harbor Master, with the Harbor Committee serving as an advisory and a mooring location appeals board. The Committee also serves as an advisor to the Select Board, Town Manager, and Planning Board on harbor matters.

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

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

ISSUES AND IMPLICATIONS

(1) With the construction of the new launching ramp, combined with

improvements of the Public Landing and identification of shoreline access points, good public access to the harbor has been achieved. However, there exist extensive waiting lists for moorings, inner harbor floats, and Public Landing slips. During the summer, transient berths are often booked to capacity. Efforts should be made to increase resident and transient boat facilities.

(2) Harbor management is becoming a growing challenge, especially in the crowded inner harbor. The Harbor Ordinance, including recent amendments, lays the groundwork for harbor management; it is important to commit the time and resources to creation of needed harbor use plans, to enforcement, and to maintenance of facilities.

(3) Recreational use of the harbor, by both daysailer and windjammer fleets and the boating public, is key to the Town's economy. A variety of boating opportunities need to be maintained, and space allocated to each as efficiently as possible.

(4) Given the very limited area in the inner harbor, should preference be given to commercial, transient, and public boating needs, while the mooring of private pleasure boats is directed to the outer harbor?

(5) While the harbor's focus is recreational boating, a great deal of commercial activity is associated with it, including a commercial marine industry that provides the Town with jobs and taxes. Has the Town properly balanced the need to support vs. the need to regulate this activity?

6) Camden has only a handful of commercial fisherman but the Town is committed to supporting this traditional occupation. The Harbor and Waterways Ordinance states “town floats…shall be designated as the commercial fishermen’s floats”. Several reserved parking spaces are also provided for fishermen at the public landing. There has been no increased demand for fisherman float permits over the past decade. One can only speculate that it is due to larger ports, such as Rockland to the south, or better fishing grounds to the east and south of Rockland.

(7) It is important that visual access and pedestrian access to the harbor be maintained. Present protections in the zoning ordinance that encourage small scale building and require view corridors and ground-level commercial use have been effective and should be retained.

(8) Whereas the Corp of Engineers major dredging of Camden Harbor has suffered delays for many years, the town should do whatever it can to encourage

the Corp to finalize the project and to help the Corp with the permitting process.

(9) Whereas the State of Maine is attempting to establish a network of passenger ferries, Camden should be aware of the possibility of reestablishing a ferry pier possibly where one once existed at the end of Steamboat Landing Road.

(10) Whereas the beauty of Camden harbor is internationally known and appreciated, it should be managed for the good of all.

(11) Whereas Camden harbor has a noteworthy history, and certain citizens have historic material to donate, the town should encourage the creation of a marine history museum, either as part of an existing organization or as a town owned facility.

(12) Whereas a controversy about the building of marine railways in Sherman's Cove seemed to indicate that the specific language of the Harbor and Waterways Ordinance did not thoroughly reflect the town's desire to protect Sherman's Cove as expressed in the Ordinance, the Harbor Committee should completely review the Harbor Ordinance for other unintended ways that the public use of the harbor might be disturbed.

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 Snow Bowl 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 Snow Bowl budget. Starting with the 2001-02 budget year, Parks maintenance labor was extended to 7 months, with a corresponding reduction to 5 months for full time Snow Bowl labor, in an effort to more accurately reflect the seasonal aspect of work done. The Snow Bowl budget (approximately $380,000 in 2001) is set up to be a balanced budget, with Town appropriations only for Capital Reserve funds, fund raising match funds, and operating deficits if any. The Parks and Recreation Budget (approximately $160,000 in 2001) is part of the Town Budget Process, funded from appropriations, and offset somewhat by program income. In the early 1990’s, the Ragged Mountain Recreation Area Foundation set up an endowment fund to finance capital improvements.

RAGGED MOUNTAIN RECREATION AREA

The Ragged Mountain Recreation Area is a 260-acre, multi-use facility. Its greatest and best-known use is as a ski area. The Camden Snow Bowl has three ski lifts, eleven trails, a toboggan chute, a tubing area, a lodge, and snowmaking equipment. In the summer, the focus shifts to facilities at the base of the mountain and Hosmer Pond. Facilities include two tennis courts, a ball field, a soccer field, picnic sites, horseshoe pits, and an unimproved launching ramp. Because of the pond's small size, the general desire is to keep the launching ramp unimproved.

The Camden Outing Club, a volunteer organization, cut the ski slopes in the 1930’s. The slopes were initially served by a rope tow. 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.

Several ideas have been explored for generating additional income, such as a water park and flea market. But those ideas were rejected as being incompatible with nearby residential properties.

MEGUNTICOOK LAKE

The Town owns on Megunticook Lake a beach, two boat launches, and a portion of Fernald's Neck adjacent to a major conservation area.

Barrett's Cove Beach is located off Beaucaire Avenue and is heavily used in the summer. Swimming and picnicking begin in May and continue through September. The parking lot is full on most warm days, weekdays and weekends. Restrooms, playground equipment, picnic tables, and cooking grills have been added. A number of picnic sites were added in 1988 in a wooded area.

The Route 52 Boat Ramp is a 2.7-acre lot that is heavily used and very crowded in summer months. The launch area needs work. Bog Bridge, a public boat launch, is located off Route 105. Water levels tend to be low in late summer, limiting the size of boats to be launched. As with the Route 52 launch, this area is full most summer weekends.

Land's End is a 113-acre site on Fernald's Neck in Megunticook Lake. It is accessible principally by water. It is used for hiking and picnicking. All land next to the site is protected by conservation easements held by The Nature Conservancy. It is considered a low impact recreational area. There has been some discussion about the need to selectively harvest some of the old growth forest.

MEGUNTICOOK RIVER

The Town owns two recreational points along the river:

Shirttail Point is a 2.54-acre lot located off Washington Street (Route 105).

Current use is as a picnic and swimming area. Recently added restrooms, swings, picnic tables and grills have enhanced the day use of this facility.

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

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

SALT WATER

Harbor Park is located on Atlantic Avenue at the head of Camden Harbor, and is two parcels containing 1.44 acres. The property is owned by the Town, but is under the direction of the Camden Library Board of Trustees. The Library is adjacent to the park.

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

Laite Beach is a 1.35-acre lot on Bay View Street, and is the only salt water swimming area in Town. Used for concerts, picnics, and other public functions, this facility gets high use in summer. Picnic tables, benches and grills have been placed on the site in the past three years. Restrooms and outside showers are available.

The Boat launching ramp at the end of Steamboat Landing Road, off Sea Street, was reconstructed in 2001 with a new ramp and float system that can accommodate most trailerable boats. Parking is available nearby in a small lot on Cove Road.

Curtis Island, located in the outer harbor, is a 5.94-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. The 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 area contains wildlife habitat of local significance, according to the Maine Dept. of Inland Fisheries and Wildlife.

In addition, there are town owned, public rights of way to the shore at the end of three streets: Beacon Avenue, Bay Road, Eaton Avenue, Harbor Road, Marine Avenue and Shermans Point Road.

OTHER IMPORTANT TOWN OPEN SPACES

Harbor Park

Any changes to Harbor Park should be subject to careful review for compatibility with the historic character of the park, which was designed by the Olmsted Brothers.

Amphitheater

Designed by Fletcher Steele, the amphitheater, located behind the library, is one of the most beautiful public spaces in Maine, and should be preserved and protected from encroachment and alteration. An Independent Commission on the Library Grounds, Amphitheater and Harbor Park completed preliminary plans in the spring of 2001 for the restoration of Camden Amphitheater.

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. With its memorial flagpole, it is also a historically significant, landscape, designed by the Olmsted Brothers.

A review by an appointed town committee including representatives of the Garden Club, Historic Resources Committee, Camden Conservation Commission, and town officials formulated a plan for the Village Green's future. The master plan was approved by the Select Board in the fall of 1998. The park is maintained by the Parks and Recreation Department with annual plantings, and maintenance of those plantings by the Garden Club.

Land Trusts

The increasing role of private land trusts is very important in maintaining rural open space in the town. The acquisition by the Coastal Mountains Land Trust of the slope of Mount Battie protects that "viewscape." Such efforts should be encouraged. Coastal Mountain Land Trust also took the lead in the acquisition of a 3.41-acre parcel of land between Mt. Battie Street and the Megunticook River. Voters subsequently approved purchase of the parcel for preservation and possible light recreational activity.

The Bog

Located off Park Street, the 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 eleven or so acres are a wooded wetland which absorb and hold quantities of rainwater. This land provides an important green space and buffer from Route One and is home to amphibians, birds, and wildlife, including deer. It has limited use as a nature park. The Bog has, in the past, included public skating. Repairs have been made to one of the berms in the skating area. The lower water level and increased growth of cattails has prevented skating in recent years.

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.

Gravel Pit

A gravel pit, off Route 1 on the Sagamore Farm Road, contains 70 acres. It was once considered for a school athletic field and for an affordable housing development. A 120,000 gallon underground water storage tank is located there. It has no other uses, but there has been interest shown by two wireless telecommunications companies to lease the site for a new facility.

Smaller Parcels

Finally, the Town owns a number of smaller parcels of land throughout the community. These were inventoried in 1987 by the Camden Land Study Committee. Including the areas listed above, the inventory found that the Town owns at least 50 parcels containing more than 800 acres. Since 1990, the Conservation Commission has reviewed the 50 parcels of 800 acres of Town-

owned land and found nothing of immediate interest to Town recreation. It is the Commission's opinion that most parcels seem to be more valuable as open space.

It also is important to note that Town streets and esplanades serve as important public spaces for pedestrians and others, and that the ability for them to function as such has much to do with the presence of shade trees. Trees lining the Town streets and esplanades have been inventoried and diagnosed for pruning when necessary by the Camden Conservation Commission. The Commission also provided a large planting program in 1994-95 in which all streets were surveyed for areas in need of tree plantings and property owners invited to plant from a selection of trees at no cost as a result of a grant. This was done in cooperation with and in addition to the Garden Club's regular tree-planting program. The Town has a tree warden who regulates all tree cutting within town rights of way.

CAMDEN HILLS STATE PARK

The largest recreational and open space area in Camden is the State-owned Camden Hills State Park. The park is a popular hiking, picnicking, and camping area, with 107 family campsites and 5 organized group sites. Each year, thousands of visitors hike or drive to the summit of Mount Battie to view Penobscot Bay, or picnic above the shoreline of the bay. The State Park straddles Camden and Lincolnville 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.

Total visitorship has increased from 197,000 in 1987 to 201,000 in 2001. The State Park reimbursed the Town about $7,295 in 2000 for municipal services. However, this sum probably falls short of the costs of rubbish removal, fire protection, and rescue services.

OTHER RECREATIONAL OPPORTUNITIES

In addition to these major recreational facilities, residents of Camden have opportunities offered by Camden Harbor and Penobscot Bay, the CSD and MSAD #28 athletic fields, playgrounds, area golf courses, a teen center, and a skateboard park that is leased to the Town by MBNA New England. The Camden Area YMCA has also been an important recreational site and will relocate on Union Street, just over the town line in Rockport. In addition there is Merry Spring Park, located partly in Camden and the Midcoast Recreation Center on Route 90 in

Rockport, with indoor ice-skating and tennis.

IMPLICATIONS AND ISSUES

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

- baseball fields
- softball fields
- soccer fields
- outdoor tennis courts
- multipurpose fields
- outdoor ice skating
- swim pools and beaches
- boat ramps and launches
- nature trails
- playgrounds
- picnic tables

(2) The Town lacks sufficient:

- cross-country skiing
- outdoor basketball courts
- bicycle paths

In 1998, the Camden/Rockport Pathways Committee was formed to address the need for the development of bicycle and pedestrian trails because both towns depend upon a high degree of human scale accessibility. In 1998, both Camden and Rockport applied for and won a $350,000 federal grant. A $70,000 local share will be split on a formula basis between the two towns.

Construction of the Union Street/Jacob’s Quarry Path began in the spring of 2002 and follows the footprint of the historic sidewalk, running along Union Street between Huse Street and the Arch. A loop would run along Limerock Street in Camden to Linden Lane and enter the Greenfield Subdivision. The pathway would then follow behind the Transfer Station and the new YMCA before exiting onto Union Street.

A proposed multi-use pathway route will link the village with Camden Hills Regional High School on Route 90 in Rockport. The federal/state funding for the

planning of this project, in the amount of $200,000, has been allocated and a $40,000 local matching share (to be split between Camden and Rockport) has received voter approval. Project route options are under evaluation by the Camden-Rockport Pathways Committee.

(3) These standards notwithstanding, the Parks and Recreation Department, Recreation Committee, and the Comprehensive Plan Committee have identified the following needs and issues:

* Self-sufficiency for the Ragged Mountain Recreational Area, through increased revenue-generating summer time activity, if possible;

* Improved land support area at Barrett's Cove Swim Area;

* Overuse of the lake's swim beach and boat launch; and the possible need to regulate boat size and speed to the extent these aren't covered by state law;

* Maintenance of the Elm Street School playground when SAD #28 transfers ownership;

* Maintenance of existing boat ramps;

* Maintenance of toilets and sanitary facilities;

* Ball fields to ease current scheduling problems;

* in-town tennis courts (both existing courts at Ragged Mountain are heavily used);

(4) A large share of users of Town recreational facilities are nonresidents. User fees have been discussed, and have not been implemented for various reasons. However, area towns do reimburse the Camden Snow Bowl for non-resident participants in the Summer Recreation Program held at the Snow Bowl. The concept of user fees for other programs will continue to be reviewed, and will be implemented if practical and advisable.

(5) The Town’s historic parks and the preserved open spaces should be valued as vital to the character and history of the community and the quality of its present and future life. All proposed changes to these areas should be carefully scrutinized

with an eye to preserving and enhancing these important resources.

(6) The Village Green Master Plan should be implemented.

(7) A new Long-Range Plan has been completed and accepted by the Camden Select Board. Lodge expansion and or upgrade is one of four main items listed.

(8) A forestry plan is needed for Lands End and other town owned forests.

(9) As more land is placed in conservation trusts, the impact on the overall property tax base needs to be considered.

Chapter 14 HISTORIC RESOURCES

Camden has a wealth of historic buildings and landscapes, as well as a largely unknown amount of archaeological material. This wealth is a resource that adds value to Camden as a place to live and work and visit. Protecting that resource is a responsibility the present generation has both to its predecessors and to the generations that will follow ours. The planning process should address means for identifying and protecting historic resources.

Since the revision of the Zoning Ordinance adopted in 1992, Camden has had an Historic Resources Committee to advise the Selectmen on the protection of the Town's many historic resources. Under the provisions of the ordinance, that advice has principally been restricted to matters having to do with Town-owned properties like the Opera House, Yacht Club, the Library, and our historic parks, and with the impact of Town projects such as the new sidewalks.

The Zoning Ordinance contains an "Historic District Overlay" map which defines the areas of the Town deemed to have historic character that need to be protected. That overlay district encompasses the areas and individual properties listed in the National Register of Historic Places maintained by the Interior Department. Listing in the National Register identifies a property and gives it some protection from federally regulated activities, but it does not protect the property from State, town or private activities. Moreover, there are many areas of the Town not now listed but potentially eligible for listing in the Register, and other areas of historic interest and character which, though not rising to eligibility for nomination, are nonetheless important in preserving the Town's historic character.

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

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

Historic resources may be divided into three categories: prehistoric (pre-European contact) archaeology, historic archaeology, and architectural. The following lists include for each category, those resources known to the Historic Preservation Commission, and other resources of possible significance.

PREHISTORIC ARCHAEOLOGY

Inventory data

One prehistoric site has been identified. Others, especially along the shorelines of the bay and of Megunticook Lake and River, are likely to have been inhabited by prehistoric cultures.

HISTORIC ARCHAEOLOGY

Inventory data

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 state militia batteries listed are known only from documentary sources, so whether one or both survive is unknown.

HISTORIC BUILDINGS/STRUCTURES/OBJECTS

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

Conway House
Curtis Island Light
Camden Yacht Club
American Boat House
Camden Opera House
Camden Post Office
High Street Historic District, including the Library, Library Grounds, Amphitheater and Harbor Park.
Chestnut Street historic District, which includes the Elm Street School

Possible additions to the inventory:

Early 19th century houses along Elm Street and farmsteads in the rural district;

The mills, notably the Knox Mill; though most of the mill buildings have been substantially altered and renovated, the dams, especially Montgomery Dam on the harbor, and the millponds remain as monuments to the 19th century industrial activity along the river;

19th and early 20th century summer cottages not already in the Chestnut Street Historic District and historic properties along Lake Megunticook:

The veterans' monuments and the cemeteries, especially Mountain View Cemetery;

The buildings in the Camden Hills State Park, especially the tower designed by Parker Morse Hooper, and the shelter buildings designed by Hans Heistad;

The post-1892-fire commercial blocks downtown; and

The bungalows on Jacobs Avenue.

ISSUES AND IMPLICATIONS

(1) A professional prehistoric archeological survey is needed in Camden to identify and protect any sites inhabited by prehistoric cultures.

(2) A future survey for historic sites should include a search for Native and European settlements prior to the arrival of Anglo- and German-Americans, and for remains of the first wave of Anglo- and German-American settlement, beginning in the late 1760's and including farmsteads, especially in the Melvin Heights area, and mills, principally along the river near the sites of the present dam systems. In pursuing such surveys, the purpose is not merely to identify specific buildings or structures, but also their settings, and to reach a better understanding of Camden's past, and how it evolved in human and cultural terms.

(3) Surveys of additional architectural and archeological areas as listed in the 1992 Comprehensive Plan still need to be done. Such surveys would lead to modification of the historic overlay map. A volunteer effort coordinated by a trained professional (as was done for the High and Chestnut Street Districts and Main Street) is the best way to accomplish these tasks. This option was the one recommended as Option III in the feasibility study done for the Committee in the spring of 1998.

(4) So far, the Historic Resources Committee's role has been only as an advisor to the Select Board on matters related to town properties and projects, and the Town may wish to consider expanding its oversight to other sensitive areas. One possibility is to give it a review over construction or demolition projects planned for historic districts, either in an advisory role to the Planning Board or as a separate panel acting prior to Planning Board or Code Officer action.

(5) In the longer term, the Town should consider developing a historic preservation ordinance sufficiently strong to earn the status of "Certified Local Government", which would make the Town eligible for certain grants and would give the Town control over State and Federal projects in the historic district. At a minimum, a demolition provision within the zoning ordinance and standards for height, space and bulk compatibility in historic districts should be enacted.

Chapter 15 PUBLIC FACILITIES

DESCRIPTION OF MAJOR FACILITIES

Fire Protection

Existing Situation

The Camden Fire Department is a paid call department with a full-time fire chief, a 58-person roster (authorized to include as many as 60 persons), and two full-time firefighters. The department averages 170 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 developments.

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.

The department's major pieces of equipment include:
1997 Pierce Class A Pumper
1995 Pierce 105 foot ladder truck
1994 GMC pickup truck
1991 E One Class A Pumper
1983 GMC tank (1,000 gal.)/attack vehicle
1981 Ford Pierce Class A Pumper
1972 Chevy Class A Pumper
1949 Jeep for forestry use
14' fiberglass boat with 40 hp outboard motor

Departmental expenditures in 1989 were $167,970, not including hydrant rental costs of $56,667. Expenditures in fiscal year 2000-01 were $314,214.

Future needs

Future needs fall into three categories:

(1) Space: The need for an expanded fire station has been recognized for several years. The existing station cannot always accommodate all of the department's equipment. All the equipment must be stored within three overhead doors. The station lacks storage areas, office area, and adequate facilities for volunteers. The Town's Capital Improvements Committee has rated the need to expand the station as "urgent."

In 1989, after an initial defeat in 1988 of a bond issue for an expansion of the fire station, the Selectmen appointed the Fire Station Building Committee. The Committee was charged with developing an expanded facility that would accommodate needs for the next 20 years. After reviewing alternative sites and the concept of a substation, it was decided that an expansion at the present location, which is in the village close to downtown, is the best strategy.

In 1999, voters approved the purchase of land behind the Fire Station, at a cost of $390,000. But at the same time, the voters rejected plans for a new, combined public safety facility with 8,500 square feet of floor space, at a cost of $850,000.

(2) Water supply: Because of the difficulty in achieving adequate fire flows above elevation 200 feet, additional water storage in one or more appropriate locations is a concern both of the Fire Department and of the Camden and Rockland Water Company. A 100,000-gallon in-ground tank installed on High Street in 1988 improved the situation. An additional tank in the Cobb Road-John Street area may be needed if significant new residential development occurs in that area.

(3) Sprinkler ordinance: The fire chief recommends that all new construction, except single family homes, be equipped with sprinklers.

Ambulance Service

Existing Situation

The Camden First Aid Association is a nonprofit (501C) corporation that serves Camden, Rockport, Lincolnville and Hope. The CFAA provides emergency and non-emergency medical services as well as standby services for fire departments, and automatic responses to schools, hospitals, etc. In October 2001, CFAA moved into a new, 12,800 square foot, state of the art facility on John Street, which is designed to meet needs for the next 20 years.

The Association has four advanced life support ambulances, two-paramedic intercept SUV's and a special equipped "Jaws of Life" truck known as the Access Team. Staff includes 6 full-time and 64 call personnel. During 2001, CFAA responded to 1,980 calls for assistance. CFAA receives funds from each community, but a majority of revenues come from billings for services and private donations. The budget for 2001 totaled $340,000.

Future Needs

The CFAA hopes it has planned well for the future and sees no immediate needs.

Police Station

Existing Situation

The police station occupies 1,500 square feet of the Opera House, adjacent to the Washington Street Conference Room. Of that space, only 767 square feet is actual office space. The department includes a staff of 15: a chief, a lieutenant, two sergeants, seven patrol officers, a ticket officer, and four dispatchers.

During 2001, the department responded to 4,672 incident reports ranging from aggravated assaults to dogs roaming. That figure includes incidents of domestic violence, juvenile crimes, substance abuse and cases involving the mentally ill. It also includes a substantial number of various

types of citizen assistance calls. The department responded to 313 motor vehicle accidents in 2001 and collected more than $19,000 in parking fines.

The police department equipment includes three marked police cruisers (one equipped with four wheel drive for inclement weather) and a computer system which links CPD to the law enforcement agencies of Knox County. The operating budget for 2001-2002 totaled $554,241.

Future Needs

Camden Police have desperate space needs. Not only is the staff working in close quarters, but the current facilities provide little privacy. Due to the nature of the work and the lack of confidentiality, the department and citizens are often in a situation that is awkward and embarrassing and that opens the town to potential liability. While computers are safeguarded with passwords and firewalls, anyone standing in the front lobby can hear conversations from any office in the station.

After the defeat in 1999 of a combined public safety building, a new Police Station, with 7200 square feet of floor space, to be located next to the current Fire Station, at a cost of 2.3 million dollars, was defeated in 2002.

Another proposal, such as renovating the former Camden First Aid space into a Police Station, is expected to be presented to the voters.

Wastewater Treatment

The Camden sewer system consists of a secondary treatment plant, 7 pump stations, and more than 15 miles of sewer line (see Figure 6):

- the treatment plant, built in 1970 with a licensed capacity of 1.21 mgd.
- the Rawson Avenue pump station, with 1,200 gpm capacity.
- the Bay View Street pump station, with 3,400 gpm capacity.
- the Sea Street pump station, with 500 - 700 gpm capacity.
- the Mount Battie Street pump station, with 200 gpm capacity.

- the Cove Road pump station, with approximately 200 gpm capacity.
- the Washington Street pump station, with 300 gpm capacity.
- a small lift station.

The 15 miles of sewer line serve most of the village, reaching out toward Sherman's Point Road to the north and toward John Street to the south. A major extension of the sewer system from Mount Battie Street out Washington Street and across the Megunticook River to Riverside Street took place in 1987-88.

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 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.

Future Needs

The mechanical aerators in the sludge digester tanks are scheduled for replacement with an FBDAS before 2005. A 1981 study of inflow and infiltration identified 25 actions to reduce infiltration of groundwater and 35 sources of inflow to correct. It is estimated that 20 –25% of the items have been addressed.

The 1975 sewer extension plan (updated in 1987), recommended as top priorities, serving the Eaton Avenue area off High Street and the upper Washington Street area. Both are essentially complete. In 1989, the Town initiated planning for extensions along Molyneaux Road, Beaucaire Avenue and John Street/Cobb Road. Currently, there are no sewer extension projects on the drawing board.

Public Works

Existing Situation

The public works department is located on 14 acres of Town-owned land at 54 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 2,600 cubic yards of sand/salt mix, and a 20' x 30' salt shack. 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.

The dog pound formerly on the site has ceased operation, and stray animals are now taken to the Camden-Rockport Animal Rescue League's facility of Camden Street, or to the Humane Society of Knox County's facility in Thomaston. The department has a supervisor and eight employees, including a mechanic, an assistant mechanic, four equipment operators, and two truck driver/laborers.

The department's major jobs are street and sidewalk maintenance (including winter road maintenance of sanding and salting, and snow plowing) 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 also those of the police, fire and parks and recreation departments. It also provides some maintenance for the Opera House, in which the Town's administrative offices and police department are located.

In 2000-2001 the department, with consultant assistance, completed the initial GIS overlay map of the Town's storm sewer system.

Major pieces of equipment within the Public Works Department include:

2001 Stainless Steel Hopper Body Sander (Coastal Metal Fabrication)
2001 John Deere Loader (TC54)
2001 Chevrolet 3500 One-ton, 4WD, w/Headgear & Plow
2001 GMC 2500 Pickup, 4WD, w/Headgear & Plow
2001 International Dump Truck, w/Headgear & Plow
2000 GMC dump Truck, w/Headgear & Plow

1999 International Dump Truck, 4800, w/Headgear, Plow & Sander body
Fisher tailgate sander
1999 Hydroseeder (50% owned by Rockport)
Fisher 1.8 cubic yard Stainless Steel Hopper Sander
1998 GMC 1 Ton w/Headgear & Plow
1998 GMC Sierra Pickup w/plow
1997 John Deere Loader/Backhoe 410E
1997 GMC 8500 Dump Truck, w/Headgear & Plow
1997 Paint Sprayer
1997 Weber Plate Compactor CE
1996 GMC 1 Ton w/Headgear & Plow
1996 Chevrolet 1 Ton w/Headgear & Plow
1995 GMC Pickup, 2WD
1994 Bryant Sidewalk Sander
1994 Ford Vac-All, Vacuum Truck
1992 Stainless Steel Sander Body
1989 Smith Air Compressor
1989 Bombardier Sidewalk Snow Plow Model #SW48FA
1985 GMC Brigadere Dump Truck
1984 GMC Dump Truck, w/Headgear & Plow
1983 Trackless Sidewalk Snowblower
1983 GMC Truck w/plow
1982 Homemade 3 Axle Trailer
1978 John Deere Crawler Model 450B
1973 Homemade 2 Axle Trailer
1963 Sta-Pac Sidewalk Roller
2 Axle Trailer (for Roller)
1 Axle Trailer (paint machine)

Operating expenditures in 2001-02, not including solid waste, totaled $734,664 ($549,052 for public works operation and winter road maintenance, and $185,612 for street repaving, sidewalk repair and construction and storm sewer repair and construction).

Future Needs:

A maintenance garage expansion of approximately 30' x 40' is needed to provide office space suitable for computer use (especially a relatively dust-

free area), plan and record storage, and a larger employee break room and restroom facility.

Solid Waste

Existing Situation

In 1979, the Towns of Camden, Rockport, Lincolnville, and Hope, under an interlocal agreement, built a transfer station off Limerock Street in Rockport, near the Jacob's Quarry dump. The transfer station replaced use of the dump, which had been in operation since 1930.

The Mid Coast Solid Waste Corporation (MCSWC), a quasi-municipal corporation of the Towns of Camden, Hope, Lincolnville and Rockport, was incorporated on June 19, 1995. The solid waste is transported from the transfer station to the waste-to-energy plant operated by the Penobscot Energy Recovery Co. (PERC) in Orrington. The 16-acre MCSWC facility includes a recycling center and a construction/demolition debris/wood waste disposal area on Union Street in Rockport.

Since the early 1990's, the Jacob's Quarry site has been operating under a consent decree from the Maine Department of Environmental Protection (DEP), and MCSWC still seeks to meet all DEP criteria for full licensing. The quarry consists of two water filled basins, each approximately 300 feet deep. The Towns of Camden and Rockport began disposing of garbage and other waste into this quarry in the 1940's.

In 1995, using 75% state grant funds from the Maine Waste Management Agency, a 9,000-sq. ft. regional recycling warehouse was constructed. In 1999, a wood grinder was purchased at a cost of $250,000. The grinder will be used to reduce the volume of brush and wood waste.

Future Needs

With the life span of the solid waste disposal area estimated to be between 15 and 43 years, planning should begin for a successor area to be identified and acquired. Such sites are difficult to locate, and expensive to evaluate and develop, if they can be found. This is a statewide problem and the Maine DEP has identified only one new site for the entire State at

Carpenter Ridge near Lincoln. Not having a nearby disposal site means that all construction/demolition materials would need to be trucked to an approved site elsewhere in the State. Should planning boards in the four towns require demolition debris from large projects to be trucked to other disposal facilities.

Opera House

Existing Situation

The Opera House accommodates the Town's administrative, assessing, code enforcement, and collection and finance offices on the street floor level (3,975-sq. ft.). Also on the street level are the Select Board's meeting room (used by most Town boards and committees for their meetings), and the police station and public safety dispatch center (1,566-sq. ft.).

On the second floor level are the Kathryn A. Tucker Room, used for meetings and conferences, and the orchestra level of the Opera House Auditorium. The Tucker Room space was extensively renovated in 1997 as a tribute to former actress, and Camden resident, Kay Tucker. It features tasteful Victorian décor.

The third floor contains the Auditorium balcony level, and two meeting room spaces, which are gradually being renovated to bring them back to their original appearance, and to accommodate contemporary uses.

The 500 seat Opera House Auditorium was restored to its original Victorian splendor on its 100th anniversary in 1994. At the same time, the Elm Street first floor façade was restored to its original appearance. The Opera House Auditorium restoration was paid for by community fund raising and donations, a very significant grant from the people of MBNA, and a bond issue approved by the voters. Since its restoration, the Auditorium has seen a resurgence in the frequency and variety of events, and continues to be the stage, conference, and music performance center for downtown. The Town offices and the Opera House Auditorium are air conditioned.

Future Needs

The primary need is for the creation of new police department space. That will mean constructing a new police facility outside of the Opera House building, with a probable size of about 9,000-sq. ft., located on town-owned land adjacent to the fire station. Several attempts to secure voter approval for new police and fire facilities at that site have failed at the polls, but the need for more space is great, and the planning process for it continues.

The Town Office staff also needs more space. Vault space for Town records is inadequate, more office space and small conference space is needed, and more custodial storage space is essential. If the police were to move to a new facility, the vacated space in the Opera House would fit Town Office needs well, although significant renovation would be needed.

Ongoing renovation to the Opera House building have reflected its adaptability, its proud civic architecture, and it's prominent location near the center of downtown across from the Village Green. Although much upgrading has been accomplished, there are still significant needs. The steam heating system is poorly zoned relative to building spaces uses, and should be made more efficient or replaced with a properly zoned hot water system.

An ongoing need for the Auditorium is for stage area renovations, to improve the rigging system and to allow stage sets to be "flown". A freight elevator would also be a welcome addition, to get concert, performance, and conference equipment to the stage level. The estimated cost of these stage-related projects exceeds $400,000.

Library

Existing Situation

The Camden Public Library is located on Main Street at the head of the harbor, in a National Register building constructed in 1928. The library is a highly visible landmark in the historic downtown and harbor district. It is governed by a Board of Trustees, which also maintains the adjacent amphitheater and park.

Fourteen employees work at the library, which is open 54 hours per week. In 2000, the library contained 51,000 titles, including 25 electronic books. Circulation increased to 218,300 items loaned – one of the highest circulation rates in the state. An average of 333 people visit the library daily.

The library celebrated its 100th birthday with the completion of an underground, 9,000 square foot "Centennial Wing" in 1996. The wing accommodates both adult and children's collections and provides space for special programs. A total of 183 special programs brought 9,467 people to the library in the year 2000. The Independent Commission on the Library Grounds, Amphitheater and Harbor Park completed preliminary plans in the spring of 2001 for the restoration of the Camden Amphitheater

Ragged Mountain Recreation Area

Existing Situation

The Ragged Mountain Recreation Area is a 260-acre, multi-use facility. Its greatest and best-known use is as a ski area. The Camden Snow Bowl has three ski lifts, eleven trails, a toboggan chute, a tubing area, a lodge, and snowmaking equipment. In the summer, the focus shifts to facilities at the base of the mountain and Hosmer Pond. Facilities include two tennis courts, a ball field, a soccer field, picnic sites, horseshoe pits, and an unimproved launching ramp. Because of the pond's small size, the general desire is to keep the launching ramp unimproved.

Future Needs

A long-range plan is needed for the Snow Bowl lodge.

Schools

Existing Situation

Camden, with the Town of Rockport, is part of School Administrative District 28 for grades K-8. It is also part of a new Community School District with Rockport, Hope, Appleton and Lincolnville for grades 9-12.

Over the summer of 2000, grades 9-12 were moved out of Camden-Rockport High School on Knowlton Street into the new Camden Hills Regional High School. At the same time, SAD 28 completed half of the work scheduled to be done with a $1.8 million dollar bond issue for renovation of the Andrews wing, providing for centralized administrative offices, a new library and computer labs, as well as a new main entrance that helps to define the new Camden-Rockport Middle School. The remainder of the work was completed in the summer of 2001, including a new heating system, improved accessibility and moving the locker rooms to the gym floor level.

Within Camden are the following schools:

* Elm Street School, which will house all kindergarten students in SAD 28 beginning in September, 2002;

* Camden-Rockport Middle School on Knowlton Street which houses grades 5-8 and will include grade 4 in September 2002.

As indicated in the section of this Comprehensive Plan on Population, Camden's school population is approximately what it was in 1984. The school population in grades K-5 decreased 16% between 1990 and 1999. Grades 6-8 held steady and grades 9-12 increased by 7%, for an overall decrease of 5.5% during that period.

Cemeteries

Existing Situation

The Town has 72 acres of land dedicated for use as cemeteries. On upper Mountain Street, the Town set aside 22.5 acres under the name of Mountain View Cemetery. The cemetery includes a tomb that is on the National Register of Historic Places.

Over the years, as the capacity of this cemetery was being reached, an 8.5-acre parcel on Hosmer Pond Road was dedicated as Oak Hill Cemetery. An additional 41 acres of land also was acquired across the road and is to be used for continuation of the Oak Hill Cemetery.

Future Needs

The Oak Hill Annex was approved by the Planning Board in May of 2000 for 1400 new burial sites. Construction must begin within two years of that date.

ISSUES AND IMPLICATIONS

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

(2) With the establishment of a formal capital improvements program, and related planning process, in 1986, the Town has been able to identify priorities for major improvements to facilities. While proposals are not always approved by voters, the CIP lends a sense of orderliness to decisions about major capital expenditures. It allows a way for the community to compare different needs and to make choices. Opera House, sewer system, and fire station planning and improvement all are outgrowths of this process.

(3) If the Department of Environmental Protection succeeds in closing the quarry to demolition debris, a new multi-town stump dump undoubtedly will gain a priority position among needed public facilities.

Chapter 16 FISCAL CAPACITY

ASSESSED VALUE

The basis of the Town's fiscal health is its property valuation: the greater the valuation, the lower the tax rate required to raise a given sum of money.

Both the Town and the State track the community's property valuation. The Town's total valuation reflects actual market values only in the years in which it conducts a formal property revaluation and upgrades values to 100% of market value. The State's valuation figures are adjusted each year to equalize true market value for all towns and cities in the State. By State law, when a municipality's valuation drops below 70% of the State's valuation, a revaluation is to be carried out. Camden conducted a revaluation in 1988, and is preparing to have another done in 2002-03.

The Town's current (2002) assessed value is $576.4 million. This represented (according to the local valuation) an increase of $109.8 million, or about 23.5%, from the total recorded in the revaluation year of 1988.

The following table shows the growth in the Town's property valuation over ten years. The State's valuations lag by a year, but, because they are "equalized" annually, they better reflect the year-to-year growth in real estate values.

	Local Assessed Value	State Assessed Value	% Change (State)
1980	$ 90,697,550	122,750,000	+8.5%
1992	$476,052,500	$482,400,000	
1993	$492,650,200	$471,750,000	-2.2%
1994	$514,269,200	$448,450,000	-4.9%
1995	$514,477,000	$465,800,000	+3.8%
1996	$518,688,600	$485,650,000	+4.3%

1997	$525,002,500	$513,350,000	+5.7%
1998	$524,208,500	$537,600,000	+4.7%
1999	$534,847,800	$545,850,000	+1.5%
2000	$545,709,600	$570,950,000	+4.6%
2001	$557,426,200	$607,100,000	+6.3%

OPERATING EXPENDITURES

In 2001-02, the Town's total operating expenses, including municipal, County, and education, totaled $12,278,289. From 1991-92 to 2000-01, expenses have increased as follows:

	1991-92	2001-02	% Change
Municipal*	$2,938,736	$4,607,187	+ 56.7%
Knox County	$ 486,054	$ 937,092	+ 92.8%
MSAD #28 and CSD	$3,141,096	$6,374,010	+129.2%
TOTAL	$6,565,886	$12,278,289	+ 87.0%

*administration, codes, finance, Opera House, police, fire, hydrants, street lights, property and casualty insurance, public works, street and sidewalks, storm sewers, solid waste facility, general assistance, provider agencies, community service agencies, Camden Public Library, parks and recreation, Snow Bowl capital, cemetery maintenance, Megunticook dams, debt service, and capital improvement program.

REVENUES

Property taxes in 2001-02 accounted for 78.6% of the revenue raised to pay for operating expenses. The following summarizes the change in revenues raised over the past decade:

	1991-92	2000-2001	% Change
Non-property tax revenue	$ 793,988	$ 1,969,719	+148.1%
Property tax revenue	$5,771,898	$10,308,570	+ 78.6%
TOTAL	$6,566,886	$12,278,289	+ 87.0%

While dependence on property taxes has decreased, the Town's increasing expenditures during the 1990's kept the property tax rate -- and, therefore, property tax bills -- increasing on a gradually upward trend. The Town's most recent town wide property revaluation took place in 1988, and a total property revaluation, using a professional appraisal firm, will take place again in 2003-2004. The tax rates (dollars per thousand dollars of assessed value) have been as follows since 1991-92:

1991-92	$12.05
1992-93	$12.19
1993-94	$12.65
1994-95	$12.94
1995-96	$13.24
1996-97	$13.84
1997-98	$14.84
1998-99	$15.12
1999-00	$15.37
2000-01	$16.13
2001-02	$17.85

BORROWING CAPACITY

As of June 30, 2001, Camden's outstanding debt totaled $611,922, as follows:

Purpose	Outstanding Principal	Retirement
Washington Ave. Sewer (1986)	$ 210,000	(2006)
Opera House Improvements (1994)	$ 80,000	(2004)
Land Purchase, Lily Pond (1999)	$ 146,250	(land purchased from Town by YMCA in 2001)
Harbor Boat Ramp	$ 112,672	(2004)
Eaton Avenue Sewer Bond (1999)	$ 63,000	(2004)
Subtotal	$ 611,922	

The Five-Town CSD's total indebtedness is $18,828,817, and Camden is responsible for 49.6% of the total, or $8,830,715. Camden is responsible for 46.51% ($1,452,992) of the MSAD #28 (Camden and Rockport) debt of

$2,462,698. Camden is also responsible for $111,146 of the Knox County debt, and $230,597 of the Mid Coast Solid Waste Corporation's debt.

The legal debt limit in Camden, therefore, is $86.4 million (15% times $576,479,200 = $86.4 million). Realistically, however, a community approaching the 15% limit would be stretched beyond its financial means. By comparison, Camden's present debt of about $612,000 is 0.1% of the state valuation for the Town of $576,479,200.

By Select Board policy, the Town's fund balance (unappropriated surplus) should be on the order of two-twelfths (16.66%) of its annual total budget. Camden's fund balance on June 30, 2001 was $1,406,466, or 11.4% of total operation expenses of $12,278,289 for 2001-02 (for the Town services, Knox County, and education).

Camden's average household income for the year 2000 (according to Claritas, Inc.) was $55,866. Median household income was $41,123, compared to a $34,499 for Knox County and $35,299 for the State of Maine.

The Town should continue to experience steady growth in assessed valuation. The Town's valuation growth appears to generally reflect national economic factors and trends.

ISSUES AND IMPLICATIONS

(1) Like most municipalities in Maine and New England, the continuing rise in the costs of education, county assessments, and public services, has translated into greater tax increases. The Town, through the Budget Committee and Select Board budgetary reviews, carefully scrutinizes all proposed expenditures, existing and new. The Town has combined its efforts with coalitions of other municipalities to reduce the budgetary impact on the property tax rate, by seeking changes in the State education funding formula, which relies heavily on property values in its subsidy formula. Similarly, the costs of County government are based (by State law requirement) on property valuation, and have no direct connection with the levels of service actually provided to a municipality. Camden has been working through its State legislative delegation, and through the Knox County Commissioners, to develop changes in State law to enable Counties to assess municipalities for certain of their functions, such as the sheriff's patrol, on the level of service provided. There is great resistance to this

change among those municipalities which strongly benefit due to towns with higher property values paying for services provided to lower property values municipalities.

(2) From both political and fiscal perspectives, it is unlikely that the townspeople would approve more than one or two substantial new capital improvement projects at any one time. Although the Town's borrowing capacity is substantial, Town elected and administrative officials, and the voters, are wary of approving any debt except for high priority capital projects.

Chapter 17 GOALS, POLICIES & IMPLEMENTATION

Policies, also known as implementation strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be addressed within ten years. Many of the policies have an ongoing timeframe because they were implemented with the new Zoning Ordinance and Zoning Map in 1992, under the previous Comprehensive Plan.

A. POPULATION AND HOUSEHOLD GROWTH

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

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

To recognize and accommodate the needs and opinions of a diverse population.

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

1. The policy of the Town is neither to promote nor to limit population or household growth, but rather to direct and manage it.

Strategy: *Update the Comprehensive Plan every 10 years, utilizing the most recent census data.*
Responsibility: *Planning Board*
Timeframe: *Immediate and ongoing*

2. Several demographic and economic forces will tend to promote a spread out, suburban type of development. The Town has identified acceptable "growth" areas in this Plan and will actively direct the growth to them.

Strategy: *See Land Use and Capital Investment Plans.*
Responsibility: *Planning Board*
Timeframe: *Immediate and ongoing*

3. Camden's senior population will continue to grow. The Town should attempt to assure that public services, including health care and emergency services, are adequate to meet this population's needs.

Strategy: *Establish a Senior Services Advisory Committee, composed of residents over 60 years of age and service providers, tasked with making annual assessments of needs and reporting to the Select Board.*
Responsibility: *Select Board*
Timeframe: *Immediate and ongoing*

4. It is recognized that the experiences and attitudes of citizens who have recently arrived are not always the same as those of long-time residents. The Town must continue to promote an open dialogue on land use and regulatory issues to reach consensus on how we want to grow. It must actively disseminate information about its land use policies.

Strategy: *Utilize GIS to visually demonstrate land use changes; post maps in town office and in Village Soup. Create brochure explaining town regulations and reasons for them. Disseminate through town office, library and real estate offices.*
Responsibility: *Select Board, CEO*
Timeframe: *Ongoing*

5. With respect to the seasonal population, the Town, through downtown, harbor, and other land use policy, should encourage its traditional mix of summer residents and transient tourists. Summer residents are an historically valued part of Camden's population, and it is important that the trend toward more day visitors should not overwhelm either the residents or the Town's character and services. There is reason for concern as an increasing number of homes in the village are purchased by part-time residents, creating vacant structures for most of the year.

Strategy: *Maintain regular dialogue among business, municipal*

and residential organizations to monitor the balance among tourism, seasonal and year-round residency.

Responsibility: *Planning Board in conjunction with the Chamber of Commerce, Downtown Business Group and Camden Affordable Housing Committee*

Timeframe: *Immediate and ongoing*

B. THE LOCAL ECONOMY

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

To expand the opportunities for outdoor recreation and encourage appropriate tourist activities and development. (Coastal Management Policies)

Local Goals: **To encourage traditional forms of livelihood, including the full range of economic opportunity: from manufacturing and resource production to professional occupations, from self-employment in the home to corporate offices.**

To maintain a quality of environment that is the keystone of an economy dependent on visitors and on persons who choose to move to Camden for their retirement.

Pursuant to these goals, the policies and implementation of this comprehensive plan are as follows:

1. Tourism is central 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. They are and will continue to be an acceptable price to pay compared to the economic gains received, provided:

(a) the commercial core serving this sector (retail establishments, lodgings, restaurants, and similar enterprises) is confined to the traditional downtown 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 and, by means of existing zoning provisions, along the rest of the waterfront.

(d) an effort is made to attract and retain visitors who tend to stay for extended periods of time and are committed to and supportive of the traditional and cultural environment Camden has to offer; and

(e) destination and specialty types of activities are favored over high volume, transient types of activities.

Strategy: *Encourage cooperation and collaboration between each of the responsible parties in supporting these goals.*
Responsibility: *Select Board, Planning Board, Chamber of Commerce*
Timeframe: *Ongoing*

2. Commercial districts should generally hold to present zoning boundaries, however, the Town should consider opportunities for new commercial areas where appropriate. Performance standards would be an effective tool to integrate these uses within the community while buffering the impact. Adaptive re-use of existing buildings could provide additional commercial space.

Strategy: *Review Zoning Ordinance and amend as needed to create appropriate good neighbor performance standards.*
Responsibility: *Planning Board*
Timeframe: *Ongoing*

3. Commercial development along Elm Street should respect and retain the architecture and scale of this corridor.

Strategy: *Maintain "residential character" standard In Zoning Ordinance.*
Responsibility: *Planning Board, Zoning Board*
Timeframe: *Ongoing*

4. The mix of commercial and residential uses in the central business district should be retained.

Strategy: *Maintain mixed use zoning provision.*
Responsibility: *Planning Board*
Timeframe: *Ongoing*

5. Manufacturing and similar basic industrial activities are important to the well being of many Town citizens, and to the ability of the Town to retain a population with a healthy mix of backgrounds and skills. Therefore, the Town should seek, in cooperation with its neighbors, to establish a regional industrial park for the development, expansion, and retention of manufacturing, distribution, and business service jobs.

Strategy: *Convene a regional meeting with surrounding towns to discuss their interest in the industrial park; research experience in other shared facilities such as in Lewiston-Auburn and First Park in Oakland.*

Responsibility: *Town Manager*

Timeframe: *Long term*

6. Home occupations, provided they do not cause nuisances or disturbances in the neighborhoods, are a rational form of land use. They allow the integration of home and work place, reduce reliance on the automobile, help to retain Camden as a job center, and provide an affordable way for many to be in business. The Town's land use policies should continue to allow home occupations as a matter of right, provided that all standards -- those that assure home-based businesses -- are of a scale appropriate to residential areas and are respected and enforced.

Strategy: *Maintain and enforce existing ordinance provisions and continue to refine the home occupation standards.*

Responsibility: *CEO, Planning Board*

Timeframe: *Ongoing*

7. 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. The concept of a “low impact use” has been utilized only once in the past decade, but provides for some flexibility in locating light commercial uses within 500 feet of most business districts.

Strategy: *Monitor the availability of commercial space and revisit the Zoning Ordinance if and when it is determined that new available space should be provided through Ordinance amendment.*

Responsibility: *Planning Board*

Timeframe: *Ongoing*

8. Those who choose to live in Camden during their retirement are vital to the local economy. To continue to attract retirees, it is essential that Camden remain a community with a recognized high quality of life: a healthy and scenic environment, 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. Land use regulations and growth management policy should be directed at maintaining the elements that comprise this quality of life.

Strategy: *Maintain existing ordinance provisions, pedestrian and recreational investments, and civic activities.*
Responsibility: *Planning Board, Select Board*
Timeframe: *Ongoing*

9. Traditional occupations, such as fishing, need continued protection in order to prevent further decline. Providing berthing and parking space for fisherman at the Public Landing should be a priority over other competing commercial interests.

Strategy: *Preserve needed commercial fishing berthing and parking space in Harbor and Waterways Ordinance.*
Responsibility: *Harbor Committee, Select Board*
Timeframe: *Ongoing*

C. DOWNTOWN

State Goals: **To support the health and vitality of service centers.**

To reduce suburban sprawl.

Local Goals: **To maintain and enhance the downtown so that it remains the core location of community life and augments the year-round economic and cultural health of the village.**

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

1. To encourage the ongoing development of a downtown, containing year-

round commercial, residential, cultural and recreational activities, including civic forums that promote informal interactions and connections among its citizens.

Strategy: *Continue ongoing support for civic activities by the Chamber of Commerce and other civic organizations*
Responsibility: *Select Board*
Timeframe: *Ongoing*

2. To promote a downtown that retains and creates year-round jobs and generates a stronger tax base.

Strategy: *Consider programs such as tax increment financing and Pine Tree Zones to assist the private sector in creating suitable space in the downtown; and encourage patronage of local businesses in town publications and post invitation to businesses on town web site.*
Responsibility: *Select Board, Town Administration, Chamber of Commerce*
Timeframe: *Ongoing*

3. To preserve, enhance and encourage the development of neighborhood service areas.

Strategy: *Include in Zoning Ordinance; post invitation to appropriate businesses on town web site; and encourage patronage of local businesses in town publications.*
Responsibility: *Planning Board, Town Manager, Select Board, Chamber of Commerce*
Timeframe: *Ongoing*

4. To acknowledge the interconnectedness of downtown goals and policies within the overall goals and policies of the Town.

Strategy: *Maintain the Annual Report on the Downtown*
Responsibility: *Town Manager*
Timeframe: *Ongoing*

D. NATURAL RESOURCES

State Goals: **To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas. (Growth Management Act)**

To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas. (Growth Management Act)

To manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the communities and habitats, to expand our understanding of the Gulf of Maine and coastal waters. (Coastal Management Policies)

To discourage growth and new development in coastal areas, where, because of coastal storms, flooding, landslides or sea level rise, it is hazardous to human health and safety. (Coastal Management Policies)

To encourage and support cooperative state and municipal management of coastal resources. (Coastal Management Policies)

To protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs. (Coastal Management Policies)

To restore and maintain the quality of our fresh, marine, and estuarine waters to allow for the broadest possible diversity of public and private uses. (Coastal Management Policies)

To restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast. (Coastal Management Policies)

Local Goals: **To identify those natural systems that perform such valuable work for the community and region that they**

should be protected from development.

To identify those areas of Camden most suitable for development without damage to the natural environment.

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

1. Flood Plains

One hundred-year flood plains that currently are undeveloped should be areas of resource protection.
Strategy: *Delineate in Zoning Ordinance.*
Responsibility: *Planning Board*
Timeframe: *Short term*

2. Elevations Above 200 Feet

Because of the difficulty of conveying water supply above the 200-foot elevation in Camden, this elevation represents a constraint to development. In those portions of Town designated for growth, the Town should establish a public water supply policy to overcome this constraint (see Sewer and Water Utilities).
Strategy: *See E.8.*
Responsibility: *Select Board, Wastewater Commissioners*
Timeframe: *Long term*

3. High Elevations

The Town should continue to restrict development above the 500-foot elevation to protect the visual landscape. Where there are slopes of 25% or greater above this elevation, construction should continue to be prohibited. Where approaches to high elevations include sustained slopes of 25% or greater, development, including road construction, should continue to be prohibited in the area of such slopes.
Strategy: *Maintain current ordinance provisions.*
Responsibility: *Planning Board*
Timeframe: *Ongoing*

4. Wildlife

To conserve the ecological integrity and diversity of wildlife habitat, the Town should:

(a) Within areas designated in this Comprehensive Plan as rural, encourage the preservation and/or consolidation of large parcels of undeveloped land, seek to conserve a "mosaic" of different habitats, and seek to ensure that habitats are connected by travel corridors.

Strategy: *Work with Coastal Mountains Land Trust and other organizations to establish resources and educational materials to use with landowners.*
Responsibility: *Conservation Commission, Select Board*
Timeframe: *Ongoing;*

Strategy: *Require that subdivisions in rural areas are designed to minimize habitat fragmentation.*
Responsibility: *Planning Board*
Timeframe: *Short term*

(b) Encourage the acquisition of conservation easements to protect important wildlife habitat and associated open spaces.

Strategy: *Coordinate with Coastal Mountains Land trust*
Responsibility: *Conservation Commission*
Timeframe: *Ongoing*

5. Wetlands

(a) Camden has four wetlands that are protected by local shoreland zoning. There are approximately 70 smaller wetlands, as shown on the National Wetland Inventory Map, which are governed under the State of Maine, Department of Environmental Protection, Chapter 310, Wetland Protection Rules. The Town should continue to support the efforts of DEP by informing the public of state laws and application procedures.

Strategy: *Continue to provide DEP applications at the Town Office and refer citizens to appropriate DEP personnel.*
Responsibility: *CEO*
Timeframe: *Ongoing*

(b) The bog area, located south of Park Street, is an important wooded wetland that acts as a retention area for run-off while helping to prevent downtown flooding and non-point source pollution. This area should be protected from development through town acquisition or conservation easement.

Strategy: *Seek acquisition funds from municipal and land trust sources; approach landowners about donated easements.*
Responsibility: *Conservation Commission*
Timeframe: *Long term*

6. Vegetation

Existing vegetation, especially shade trees along streets and sidewalks and other paved areas, should be protected where possible and additional shade trees included as part of landscape plans for large parking areas and along new roadways.

Strategy: *Appropriate town funds annually; require tree planting in subdivision and site review ordinances as deemed appropriate by the Planning Board.*
Responsibility: *Tree Warden, Planning Board*
Timeframe: *Ongoing*

7. Goose River Watershed

(a) The Hosmer Pond watershed, a small watershed within the larger Goose River watershed, includes steep slopes, thin soils, and a small pond with limited capacity to absorb growth. It should be considered a rural area of very low permissible density of development.

Strategy: *Include in zoning ordinance*
Responsibility: *Planning Board*
Timeframe: *Ongoing*

(b) There is a concentration of wetlands in the Goose River watershed. They appear to be key to the working of the river and should be protected.

Strategy: *Pursue conservation easements; enforce restrictions on wetland development.*
Responsibility: *Conservation Commission, CEO*
Timeframe: *Ongoing*

(c) There should be no, or very limited, extension of public utilities into this watershed south of the John Street area in order to minimize growth pressure that might jeopardize the watershed's wetlands and surface waters.

Strategy: *Limit utility extensions.*
Responsibility: *Select Board, Wastewater Commissioners.*
Timeframe: *Ongoing*

(d) Camden should undertake cooperative efforts with Rockport, with which the Goose River watershed is shared, to assure the river's protection.

Strategy: *Call meeting to discuss options.*
Responsibility: *Select Board, Town Manager*
Timeframe: *Ongoing*

8. Megunticook River Watershed

(a) Megunticook Lake and River are both an important recreational resource and a potential source of public water supply. Development near the shoreline of the lake should adhere strictly to the model shoreland area standards set forth by the State. Development elsewhere in the lake's watershed should adhere strictly to standards that prevent nutrients and other non-point source pollutants from reaching the lake and its tributaries.

Strategy: *Implement phosphorus controls in land use ordinance.*
Responsibility: *CEO, Planning Board*
Timeframe: *Ongoing*

(b) In the interest of protecting the lake’s and river's water quality, the Town should communicate with neighboring towns and coordinate regulatory activity and standards.

Strategy: *Organize meetings of town representatives in each watershed.*
Responsibility: *Select Board, Town Manager, Conservation Commission, Inland Harbor Master, Inland Fisheries and Wildlife*
Timeframe: *Ongoing*

(c) The Town should consider acquisitions, as opportunities arise, to

enhance public access to the lake and river for non-motorized recreation, including sightseeing, walking, picnicking, and similar activities.

Strategy: *Maintain reserve fund and vigilance for opportunities.*
Responsibility: *Select Board, Conservation Commission*
Timeframe: *Ongoing*

(d) The Town should continue its strict enforcement of the State Plumbing Code as seasonal cottages on the lake convert to year-round use.

Strategy: *Continue requiring upgrades for year-round use.*
Responsibility: *CEO/LPI*
Timeframe: *Ongoing*

(e) Any decisions about whether or not to extend public sewerage lines into the Megunticook Lake watershed must carefully weigh the benefits of a sewer extension against the impetus to development that public sewerage will bring, and the potential for increased storm water runoff and non-point source pollution of the lake. Unless careful study documents that such pollution would not occur, the extension of public sewerage should be discouraged, and the density of development in the lake's watershed should be very low.

Strategy: *Adopt as official policy*
Responsibility: *Wastewater Commissioners, Planning Board*
Timeframe: *Ongoing*

(f) The Town should support creation of the Megunticook Lake Watershed District, in cooperation with the Towns of Lincolnville and Hope, as the logical entity to monitor lake water quality and quantity and to carry out non-regulatory lake management measures.

Strategy: *Call joint meeting of three towns to discuss.*
Responsibility: *Select Board, Conservation Commission, Health Officer, and Camden Partners in Monitoring*
Timeframe: *Long term*

(g) The river itself should be considered a scenic corridor where views, and existing public access should be protected.

Strategy: *Organize tour to educate officials, identify needs, and develop action plan.*
Responsibility: *Select Board, Conservation Commission*

Timeframe: *Ongoing*

9. General

As development spreads, the impact of non-point source pollution carried in storm water runoff and ground water is likely to increase. If uncontrolled, probable results include phosphorus loading of Megunticook Lake and Hosmer Pond (and increased algae blooms and oxygen depletion), degradation of streams, and bacterial pollution that will keep coastal areas closed to shell fishing.

Strategies: *(a) The Town will assess whether current site plan and subdivision review procedures and standards adequately control erosion and storm water runoff from sites proposed for development.*

Responsibility: *Planning Board*

Timeframe: *Immediate*

(b) The town will institute a high level of protection for Megunticook Lake and a medium level of protection for Hosmer, and Lilly Ponds as recommended by Maine DEP in Chapter 5.

Responsibility: *Planning Board or committee established by Select Board*

Time frame: *Immediate*

(c) The Town will assess whether an equitable standard for measuring the cumulative impact of development is feasible, with respect to non-point source pollution, particularly in the lake watersheds, and whether it is feasible to apply such a standard to all development, including individual lots.

Responsibility: *Planning Board, Select Board*

Timeframe: *Immediate*

(*d) The town will draft phosphorus control method language to be included in the subdivision/land use ordinance to assist the planning board in meeting the subdivision review criteria set forth under state statute, as well as in the shoreland zoning ordinance as needed to protect fisheries habitat.*

Responsibility: *Planning Board, Select Board*
Timeframe: *Immediate*

(e) Water monitoring of the Megunticook watershed is currently carried out by a high school group under the direction of a science instructor. This should be continued and supported.
Responsibility: *Select Board*
Timeframe: *Ongoing*

E. SEWER AND WATER UTILITIES

State Goal: **To make efficient use of public services and prevent development sprawl. (Growth Management Act)**

Local Goals: **To conscientiously use the sewer and water utilities as tools to direct growth in the pattern desired by the Town.**

To recognize Megunticook Lake and River as a potential future public water supply and to protect the quality of these waters accordingly.

To assure the proper functioning of the Town's sewer system, so that it continues to serve the built-up part of the community in the collection of wastewater and properly treats the wastewater prior to discharge to the Megunticook River and Camden Harbor.

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

1. The sewer and water utility boundaries, existing and as projected in the Town's Capital Improvement Program, should conform to the boundaries of the Town's growth area(s), to which a great preponderance of new development over the next decade should be directed. Conversely, these utilities should not extend into rural areas, where residential and other growth should be limited.

Strategy: *Assign the lowest priority to wastewater extensions in Rural Districts and discourage water utility extensions.*
Responsibility: *Wastewater Commissioners*
Timeframe: *Ongoing*

2. The priority for sewer line extension is the Village Extension District.
Strategy: *Budget for line extension.*
Responsibility: *Wastewater Commissioners*
Timeframe: *Long term*

3. Sewer line extension to Beaucaire Avenue and the Megunticook Lake shoreline should be considered only if it can be demonstrated that no other alternatives for waste water management exist; and, further, that such an extension will not stimulate growth in the lake's watershed that, in turn, will create new non-point sources of pollution.
Strategy: *Implement as policy.*
Responsibility: *Wastewater Commissioners, Planning Board*
Timeframe: *Long term*

4. The Town, through its master sewer plan, should consider broadening its impact fees for sewer extensions. Exceptions may be made for affordable housing projects.
Strategy: *Research impact fees utilized in other municipalities. Create exceptions for affordable housing projects,*
Responsibility: *Planner, Wastewater Commissioners, Select Board*
Timeframe: *Immediate*

5. The Town should continue its policy of requiring the removal of infiltration and inflow as new wastewater is introduced into the sewer system.
Strategy: *Monitor I & I removal.*
Responsibility: *Wastewater Commissioners*
Timeframe: *Ongoing*

6. The Town should include within an upcoming capital improvement program, funds for construction of a new water storage tank in the John Street-Cobb Road area to enhance firefighting capabilities throughout Town, but especially in designated growth areas above the 200-foot elevation.
Strategy: *Include in Capital Improvement Plan*
Responsibility: *Select Board*

Timeframe: *Long term*

(7) The Town should adopt a consistent policy within projected utility areas (as defined by a master plan) for developers to routinely extend public sewer and water lines to serve their developments or to pay funds into an escrow account for future extensions.
Strategy: *Draft and execute policy.*
Responsibility: *Select Board, Planning Board*
Timeframe: *Ongoing*

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 its rural areas.**

To prevent suburban "sprawl."

To promote a pattern of land use that is efficient and that does not impose an undue burden on municipal resources.

Pursuant to these goals, the policies and implementation of this plan are as follows:

1. The traditional village-and-countryside pattern of settlement imposes less cost on municipal services, is easier to serve, and is less damaging to the natural environment than a spread out, automobile-oriented, suburban pattern of settlement. Further, as evidenced by Camden's historic settlement pattern, it can produce a high quality of life and comfortable living space.

Therefore, the Town should continue to direct growth toward the areas of Town designated as utility service areas, and discourage the development of rural lands.

Strategy: *The Town will employ a wide array of measures, including density and other land use regulations, a judicious program of extending sewer lines, and encouraging development in growth areas by providing additional town services.*
Responsibility: *Planning Board, Wastewater Commissioners*
Timeframe: *Ongoing*

2. This favored pattern of development must include an area of land sufficient to accommodate projected growth and to allow the proper working of the market place. Expansion of the Village Extension District to the west of Cobb Road and along Start Road should be considered for future residential growth. Further, it must, among other things:

(a) consider the impact of increased traffic on existing roads and neighborhoods and utilize traffic calming, sidewalks and road reconfiguration when necessary to mitigate the impact,
(b) work to assure ample opportunity for affordable housing within the village area(s), and
(c) consider the impact of this policy on owners of rural lands, development of which may be more restricted than at present.

Strategy: *Maintain a balanced perspective and encourage public involvement in decision-making.*
Responsibility: *Planning Board*
Timeframe: *Ongoing*

3. As one possible way of lessening the impact of lost development rights in rural areas of Town, the Town should explore the concept of a Transfer of Development Rights program, preferably in cooperation with those neighboring towns that are part of the same housing market.

Strategy: *Request Mid-Coast Regional Planning Commission to explore TDR opportunity.*
Responsibility: *Select Board*
Timeframe: *Immediate*

4. The Town should examine its land use ordinances to determine whether its space and bulk, road construction, performance, and other

standards are conducive to or harmful to a village design. To the extent necessary, they should be amended to promote the desired village character and the favored pattern of development.

Strategy: *Schedule review.*
Responsibility: *Planning Board*
Timeframe: *Immediate*

5. Space and bulk standards should be refined in a way that will ensure that any increased density of development will maintain a desirable village environment and not threaten the value and character of established neighborhoods.

Strategy: *Revise zoning ordinance as needed.*
Responsibility: *Planning Board*
Timeframe: *Immediate*

6. Even employing a village pattern of development, the village must expand, or additional village areas must be designated, to accommodate future growth. Inevitably, this will mean loss of additional lands considered by the Soil Conservation Service to be prime for farm and woodland production, and loss of wildlife habitat. Although these lands are not central to the local or regional economy, they contribute importantly to the area's environmental and spiritual well-being and help to define Camden's character. To minimize the loss of these lands, the Town should:

(a) Within utility service areas, encourage the clustering of development and other measures that would preserve significant percentages of prime farm, woodland soils, and wildlife habitat, and the interconnection of the resulting open spaces;

Strategy: *Encourage enrollment of preserved areas in Open Space Tax Program and provide significant tax savings.*
Responsibility: *Planning Board*
Timeframe: *Immediate*

(b) Outside of the utility service areas, make such measures mandatory.

Strategy: *Include in land use ordinances.*
Responsibility: *Planning Board in conjunction with Conservation Commission*
Timeframe: *Immediate*

7. Current open space zoning requirements should be adjusted to prevent

large lot sprawl, while allowing for some residential growth in the rural districts.

Strategy: *Amend ordinances to require mandatory open space design in rural district subdivisions.*
Responsibility: *Planning Board*
Timeframe: *Immediate*

8. To preserve the character and continuity of local traditions, the Town should encourage active public uses and institutions, especially those already located in historic buildings, to remain in their present buildings. The Town should encourage adaptive reuse of existing structures before new construction.

Strategy: *Seek out grant funds to help pay for building restorations; conduct public recognitions.*
Responsibility: *Historic Resources Committee*
Timeframe: *Ongoing*

9. In recognition of the limited amount of available land for new commercial or industrial activity, the Planning Board should explore suitable areas for such uses while considering the impact on affected neighborhoods.

Strategy: *Explore suitable areas as part of Zoning Ordinance revision (any plan to create new commercial or industrial area would be subject to public hearings and voter approval prior to revision of the Comprehensive Plan and the Zoning Ordinance).*
Responsibility: *Planning Board*
Timeframe: *Immediate*

10. Construction within the Transitional Business District (B-3) currently requires Zoning Board of Appeals review to ensure that buildings will retain the appearance of and reflect the existing residential character of the district.

Strategy: *The Planning Board shall review this section to remove current ambiguities concerning uses on occupied lots.*
Responsibility: *Planning Board*
Timeframe: *Immediate*

11. The Planning Board should develop and propose a property maintenance code to control potential nuisances in residential neighborhoods.

Strategy: *Explore existing property maintenance codes such as the*

IBC.
Responsibility: *Planning Board, Planner*
Timeframe: *Immediate*

G. AFFORDABLE HOUSING

State Goal: **To encourage and promote affordable, decent housing opportunities for all Maine citizens. (Growth Management Act)**

Local Goals: **To retain within the Town current residents, those who provide essential services to the Town, and those of moderate means who may wish to work and live in Camden in the future, thereby making Camden a diverse and representative community.**

To offer citizens in the lower and middle income levels an opportunity for access to locally available, affordable housing, including, to the extent possible, home ownership.

To promote, develop, and foster an environment conducive to public efforts, public-private cooperative efforts, and private initiatives, such as the donation of privately held land that will expand the affordable housing stock within the Town.

To foster cooperation among local boards and agencies to achieve these goals.

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

1. The Town should support the efforts of the Camden Affordable Housing Committee, or a successor to it, to develop, coordinate, oversee and/or manage the various strategies adopted to achieve the objective of affordable housing.

Strategy: *Appoint energetic members and provide staff support.*
Responsibility: *Select Board*
Timeframe: *Ongoing*

2. The Planning Board should create and enhance mechanisms to foster construction of well-planned, affordable housing developments, including subdivisions, mobile home parks, apartments, and scattered site/infill projects. Mechanisms that deserve consideration include:

(a) The use of incentives to developers to dedicate a given number of their proposed lots for affordable housing. Incentives might include increased densities or provision of Town-financed utilities.

(b) The wider use of cluster housing as a tool for affordable housing;

(c) Allowing the conversion of single-family homes in designated areas of Town into multi-family units at greater densities than now permitted; or the addition of "granny flats" to a single family lot, provided the capacity for such increased density can be demonstrated to exist.

Strategy: *Amend zoning ordinance.*
Responsibility: *Planning Board, Camden Affordable Housing Committee, Select Board*
Timeframe: *Immediate*

3. The designated affordable housing organization should:

(a) Explore the possibility of purchasing "appreciation rights," that is, the right to impose restrictive covenants on selected homes, which would limit the resale price of those residences to less than market value;

(b) Explore ways to assist citizens of Camden in their individual and collective efforts to purchase and renovate existing housing units within the Town, perhaps through financial assistance or sweat equity; and

(c) Explore ways to encourage, promote, or develop efforts aimed at assisting Camden's elderly residents to find suitable and affordable housing in the Town.

Strategy: *Convene joint session of Senior Services Advisory Board and Camden Affordable Housing Committee to explore options.*
Responsibility: *Camden Affordable Housing Committee, Senior Services Advisory Board*
Timeframe: *Ongoing*

4. The Town should promote and participate in a regional and comprehensive approach to the provision of affordable housing in the mid-coastal area.
Strategy: *Continue to participate in Knox County Affordable Housing Coalition.*
Responsibility: *Select Board*
Timeframe: *Ongoing*

5. At a minimum, it is the objective of the Town that, over the next ten years, 35 new affordable housing units, as defined by state law, will be created in Camden (representing 10% of projected new housing units by 2013 for a population of 5,884).
Strategy: *Consider rezoning, such as the area west of Cobb Road from Rural 2 to Village Extension. (This area was designated as growth district in the 1992 Comprehensive Plan and has public sewer nearby.)*
Responsibility: *Planning Board*
Timeframe: *Long term*

H. TRANSPORTATION

State Goals: **None in Growth Management Act, however, numerous state goals are outlined in Maine DOT's "Keeping Maine Moving", "Explore Maine" the Six-Year Transportation Improvement Plan and the Regional Transportation Advisory Committee recommendations.**

Local Goals: **To provide a balanced transportation system that supports the other goals and policies of the Town; that is, to view the transportation system as a means to an end rather than an end in and of itself.**

To encourage the selective improvement of Route 1 to eliminate safety and serious operational problems while preserving its role in Camden as a local service road.

To sustain a pattern of development that minimizes the need to use automobiles for local trips in the Route 1 and harbor areas, and that fosters the use of alternative modes of transportation.

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

(1) Route 1 is, and will remain, a corridor of regional significance. Its ability to efficiently serve traffic, its visual environment, and land use along it should be of regional concern. The Town, through local officials, chambers of commerce, the regional planning agency, and/or the Regional Transportation Advisory Committee should urge region-wide agreements as to the use and visual integrity of Route 1 as it passes through the mid-coast area. The Town should advocate an increase of weight limits on Interstate 95, since the limits force trucks to use Route 1 and the Town should advocate increased weight limits on other roads, since lighter loads result in more trips, increased traffic, noise and safety concerns.

Strategy: *Adopt resolution and send to Congressional delegation.*
Responsibility: *Select Board working with Congressional Delegation*
Timeframe: *Immediate*

(2) As the MDOT reconstructs portions of Route 1, such reconstruction must respect the village character of Route 1 as it passes through Camden. In finding the balance between road widening and village character, it is the policy of the Town to concede to the automobile only what is necessary for safe conditions. Large, existing shade trees should be preserved when possible as essential to the character of the Town. Any reconstruction plans should be reviewed by the Town in this light.

Strategy: *Remain vigilant and active in joint planning with MDOT.*
Responsibility: *Select Board, Tree Warden and Regional Transportation Advisory Committee*
Timeframe: *Immediate and ongoing*

(3) This Plan recommends a traffic study for Elm Street from Union Street to the Rockport town line, especially Conway Road, with particular

attention to each intersection, the configuration and need for signage and/or signal lights. The study should also consider the impact of traffic patterns resulting from Quarry Hill.

Strategy: *Budget study and hire qualified consultant to conduct.*
Responsibility: *Maine DOT, Select Board, Road Commissioner, Planning Board*
Timeframe: *Immediate*

(4) This Plan does not support a "local bypass" of the immediate Downtown area (as has been recommended by MDOT in the past) unless it can be clearly demonstrated that such a bypass would not disrupt established residential neighborhoods with trucks and other through traffic that would be inappropriate on local streets in those neighborhoods.

Strategy: *Communicate town policy to MDOT and remain vigilant; participate fully in MDOT/RTAC Gateway 1 process.*
Responsibility: *Select Board*
Timeframe: *Ongoing*

(5) In the construction and reconstruction of Town roadways, the Town should continue to abide by the same roadway standards as are imposed upon developers, with waivers to those standards only where special conditions exist. However:

(a) There should be no obligation upon the Town to widen existing roadways as part of maintenance overlays; and

Strategy: *Adopt and implement as town policy.*
Responsibility: *Select Board, Road Commissioner, Town Manager*
Timeframe: *Ongoing*

(b) The Planning Board should review subdivision standards for local (as opposed to collector or arterial) roadways to determine whether any of the standards can be revised, within the limits of safety, to:

i) Reduce the impact of wide, paved corridors on the natural environment, (including shade trees) and on the visual character of the Town,
ii) Enhance or preserve the character of the Town,
iii) Increase affordability of development, and
iv) Utilize traffic calming to achieve all of the above.

In any case, the Town should notify the Planning Board in advance of major road reconstruction or construction plans to allow the Board to evaluate impacts on, and issues related to, prospective development along the reconstructed roads.

Strategy: *Review and revise the Subdivision Ordinance*
Responsibility: *Road Commissioner, Town Manager, Select Board, Planning Board*
Timeframe: *Immediate*

(6) The Select Board should review each of the proposed roadway, bridge, and sidewalk projects recommended by Maine DOT in its Biennial Traffic Improvement Plan. The Select Board should also review those projects recommended by the Planning Board, and in the context of other needed capital improvements, schedule them as part of the Town's long-term capital improvements program.

Strategy: *Schedule a biennial meeting of the Parking, Transportation and Traffic Committee, the Planning Board and the Select Board to review all road projects.*
Responsibility: *Select Board with RTAC representatives*
Timeframe: *Immediate and ongoing*

(7) Pathways can provide recreational opportunities in addition to an alternative to motor vehicle transportation. Proposed pathways should serve both purposes, but maintain a balance between the public benefit and the impact on neighborhoods, thereby enhancing the livability of the community.

Strategy: *Support the ongoing efforts of the Pathways Committee.*
Responsibility: *Parking, Transportation & Traffic Committee with Camden/Rockport Pathways Committee*
Timeframe: *Immediate and ongoing*

(8) In addition to maintaining flexible approaches to Downtown off-street parking, as was intended in the 1992 zoning ordinance, the first priority for addressing parking problems Downtown should be in the realm of management rather than major capital construction. Management approaches may include some or all of the following:

(a) Continue to review on-street parking spaces to allow for better utilization of spaces.

(c) Pay-for-parking for parking spaces proximate to downtown, both to discourage day-long parking in such spaces and to raise revenue.

(c) Continued enforcement of parking time limits.

(d) The interruption of traffic by commercial deliveries and pedestrians should be evaluated on a regular basis and new approaches should be considered.

(d) Grandfathered parking for a change of use, which is currently available only in the Downtown Business District, should be extended to the east side of Main Street, which currently does not receive a parking credit.

(e) Amendment of the Parking Trust Fund requirements to allow for an annual payment to meet the parking requirement.

Strategy: *Create a coordinated approach to public and private parking that enhances the economic viability of the Downtown.*

Responsibility: *Select Board, Parking, Transportation & Traffic Committee, Police Chief, Planning Board*

Timeframe: *Ongoing*

(9) The second priority for addressing parking problems should be either through private initiatives or public acquisition (with Parking Trust Fund and traffic ticket moneys), the creation of small, satellite lots within walking distance of downtown. Such lots must be carefully located and designed so as not to be a nuisance in residential neighborhoods. Among other possible solutions to parking problems could be a parking deck or garage, located proximate to downtown, but away from Main Street.

Strategy: *Charge the PTT Committee to develop proposals and associated funding options.*

Responsibility: *Parking, Transportation & Traffic Committee, Select Board*

Timeframe: *Immediate and ongoing*

(10) To maintain and improve traffic flows and improve safety, future land use ordinances should include or be in harmony with access management

performance standards set in current state regulations for state and state aid roadways.

Strategy: *Require DOT approval prior to issuance of land use/building permits.*
Responsibility: *Planning Board with Maine DOT*
Timeframe: *Immediate and ongoing*

(11) To maintain safe local streets, future land use ordinances should include access management standards for town roadways.

Strategy: *Draft local access management standards.*
Responsibility: *Planner & Planning Board with Maine DOT*
Timeframe: *Immediate and ongoing*

(12) For mixed-use transitional business and potential industrial growth areas along US Route 1, the town will provide an incentive by pre-planning development areas and working with Maine DOT to improve and coordinate existing access points to provide safe and convenient access to existing and expanding clusters of businesses. The Zoning Ordinance will limit new commercial development to areas utilizing such pre-planned access. In keeping with access management principals, no new major intersections will be sought.

Strategy: *Amend the Zoning Ordinance to limit new commercial development to pre-planned areas.*
Responsibility: *Planner & Planning Board with Maine DOT*
Timeframe: *Immediate and ongoing*

I. THE HARBOR

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

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

To enhance the economic value of the State's renewable

marine resources. (Coastal Management Policies)

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

Local Goals: To provide an efficiently managed harbor that balances commercial and recreational needs and maximizes the variety of boating opportunities available to the public.

To preserve and enhance public and visual access to the harbor.

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

Maintenance

1. The harbor needs to be maintained by dredging those areas for which the Town is responsible, including the Town landing and the various finger floats and docks maintained by the Town.

Strategy: *Closely monitor siltation in the harbor to determine the need for future dredging (the harbor was dredged in 2002-2003).*
Responsibility: *Select Board, Harbor Committee*
Timeframe: *Long term*

Access

2. The Town should consider improvements to public shore access at the various undeveloped access points created by street right of ways, and should be on the lookout to acquire public access to the shore beyond the harbor.

Strategy: *Draft a five-year plan for public shore access improvements.*
Responsibility: *Select Board, Harbor Committee, Conservation Committee*
Timeframe: *Immediate and ongoing*

Management

3. The mooring plan should be maintained and enforced so that the Harbor Master and Town Office are aware of the moorings and their placement and to whom a mooring is assigned. Each mooring should be assigned to a boat or for a specific use, such as service or transient.

Strategy: *Coordinate the harbormaster's GIS system, for recording the location and characteristics of moorings, with the Town's overall GIS system.*
Responsibility: *Harbor Master, Harbor Committee, Town Manager*
Timeframe: *Ongoing*

4. Police and fire protection need to be maintained in the harbor. Safety law enforcement, including boat speed, needs to be given a high priority.

Strategy: *Provide sufficient harbor personnel to monitor harbor traffic.*
Responsibility: *Harbor Master, Police Department, Fire Department*
Timeframe: *Ongoing*

5. The Town must continue to enforce pier and fill line restrictions. The harbor committee should review the Harbor and Waterways Ordinance and the Zoning Ordinance to see that the desired general restrictions are properly detailed.

Strategy: *Continue to evaluate both ordinances on an annual basis.*
Responsibility: *Planning Board, CEO, Harbor Committee*
Timeframe: *Immediate and ongoing*

6. Use of space at the head of the harbor should be reviewed annually. Further, this Plan recognizes the importance to the Town of the daysailer and windjammer fleets and commercial fishing boats. Pier, berth, and docking arrangements should be reviewed annually to plan for the most efficient use of available space, but not to the detriment of other users. The goal is to maximize the variety of boating opportunities available to the public. Over the long term, more of the inner harbor should be earmarked for commercial and transient public use and services.

Strategy: *Designate a Harbor Committee Meeting each November to review pier, berth and docking arrangements*
Responsibility: *Harbor Committee, Harbor Master*
Timeframe: *Ongoing*

Recreational

7. The Town should continue to encourage boating opportunities and sea kayaking through boat instruction and racing in conjunction with the Camden Yacht Club and commercial operations.

Strategy: *Hold an annual joint meeting of the following committees with the Yacht Club and other commercial operations.*
Responsibility: *Parks & Recreation Committee, Harbor Committee*
Timeframe: *Ongoing*

8. The Town should explore additional locations for dinghies and other small boats, with a small pier or mooring arrangement to increase access to the harbor.

Strategy: *See #6 above.*
Responsibility: *Harbor Committee, Harbor Master*
Timeframe: *Immediate*

9. Guidelines should be developed for the recreational use of Curtis Island.

Strategy: *Schedule a joint meeting to accomplish this goal.*
Responsibility: *Conservation Commission, Parks & Recreation Committee*
Timeframe: *Immediate*

Commercial

10. This Plan recognizes the importance of the marine industry to Camden, including commercial marine establishments and those who depend on the water for livelihood. Land use regulations and harbor management must continue to make explicit provision for them in the harbor and on the waterfront. Preference should be given to functionally water dependent uses and commercial marine establishments, while ensuring that the beauty and character of the inner and outer harbors are maintained.

Strategy: *Explore ways to counter market forces that seek to develop residential uses along shoreline properties while encouraging commercial marine enterprises.*
Responsibility: *Select Board, Harbor Committee, Planning Board, Harbor Master, Planner*
Timeframe: *Immediate and ongoing*

J. RECREATION AND OPEN SPACE

State Goals: **To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters. (Growth Management Act)**

To expand the opportunities for outdoor recreation and encourage appropriate coastal tourist activities and development. (Coastal Management Policies)

Local Goals: **Within the Town's financial capability, to enhance the quality of life of all citizens through recreational opportunities.**

To preserve the contribution of open fields, woodlands, and wetlands to the character of Camden's rural lands.

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

1. The Ragged Mountain Recreational Area is important as a natural resource and as a recreational facility and warrants continued Town ownership and sponsorship, even if an annual subsidy is required.

Strategy: *Continue to explore additional revenue sources.*
Responsibility: *Select Board, Parks & Recreation Committee, Town Manager, Conservation Committee*
Timeframe: *Ongoing*

2. The Town should continue its good relationship with the CSD and SAD #28 and utilize each other's recreational assets to greater mutual benefit. Along these lines, the Elm Street School playground should be maintained.

Strategy: *The Parks and Recreation Director should meet annually with the School Superintendent to discuss joint recreational usage.*
Responsibility: *Parks and Recreation Director*
Timeframe: *Ongoing*

3. Public access to water bodies within the Town should be protected and enhanced by:

(a) Assuring that resources are allocated to maintain existing ramps and launches, and

Strategy: *Annual budget recommendation from Parks and Recreation Director*
Responsibility: *Parks and Recreation Committee, Select Board, Budget Committee*
Timeframe: *Ongoing*

(b) Considering additional locations for the launching or mooring of small boats.

Strategy: *Establish a subcommittee to explore sites*
Responsibility: *Parks and Recreation Committee, Select Board*
Timeframe: *Ongoing*

4. The Town should investigate implementing a system of user fees to help defray maintenance and operating costs of recreational facilities that are used by both residents and nonresidents. Consideration should be given to a differential fee structure, in which local residents pay less than nonresidents.

Strategy: *Use season pass fees at the Snow Bowl as a model for other user fees*
Responsibility: *Select Board, Parks & Recreation Department*
Timeframe: *Immediate and ongoing*

5. The Town should encourage the continued use of lands for agriculture, woodlands, and outdoor recreation through:

(a) Incentives to property owners to maintain the lands' open status, including current use assessment, conservation easements, preferential tax programs, and

Strategy: *Have Assessor's Agent meet with the Planning Board to discuss such programs*
Responsibility: *Assessor's Agent, Board of Assessors, Conservation Commission*
Timeframe: *Immediate*

(b) In rural areas, requiring subdivisions of three or more lots to be clustered, with significant area set-aside as open spaces in a way that

preserves the existing character of the land.

Strategy: *Continue to refine open space zoning requirements in the Zoning Ordinance*
Responsibility: *Planning Board*
Timeframe: *Ongoing*

6. The Bog (located off Park Street between Pearl Street and Route One) has filled in with wetland vegetation and now has a lower water level. It is no longer usable as a skating area. With adequate funding and careful direction, the skating pond could be restored, if that is desirable. Should the adjoining acreage come on the market, the Camden Conservation Commission recommends Town acquisition of such, to be held as a wetland, buffer, and green space.

Strategy: *Develop budget proposal for skating restoration and land purchase*
Responsibility: *Select Board, Budget Committee, Conservation Commission*
Timeframe: *Long term*

K. HISTORIC AND ARCHAEOLOGICAL RESOURCES

State Goal: **To preserve the State's historic and archeological resources.**

Local Goal: **To preserve the "historic landscape" of Camden and its contribution to the Town's coastal and village character.**

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

1. Historic sites should be searched, concentrating in the Melvin Heights area and along the river near the sites of the present dam systems.

Strategy: *Develop budget proposal and scope of services for an archeologist*
Responsibility: *Historic Resources Committee*
Timeframe: *Immediate*

2. A comprehensive survey should be undertaken to inventory all of Camden’s historic resources and to identify additional sites eligible for the National Register of Historic Places.

Strategy: *Develop a plan that would combine professional and volunteer efforts*
Responsibility: *Historic Resources Committee*
Timeframe: *Immediate*

3. Amendments to the existing Zoning Ordinance or a separate historic preservation ordinance should be developed to assure the protection of those historic areas and buildings deemed significant. Mechanisms that should be considered for inclusion in such an ordinance include:

(a) A density and intensity of development within historic areas consistent with the early pattern of development;

(c) Preference for retention of existing uses before adaptive reuse of existing structures, and for adaptive reuse before replacement of existing buildings by new structures; and

(d) Develop voluntary guidelines for the preservation of historic structures.

Strategy: *Develop specific proposals for consideration by the Planning Board*
Responsibility: *Historic Resources Committee*
Timeframe: *Long term*

4. If SAD 28 is unable to use or lease the Elm Street School as a school, careful thought should be given to converting it to a use compatible with preserving it as an historic structure while fulfilling a community need (such as a recreation center, a museum, historic society offices, etc.).

Strategy: *Coordinate efforts with school district*
Responsibility: *Select Board, Historic Resources Committee*
Timeframe: *Immediate*

L. PUBLIC FACILITIES AND FISCAL CAPACITY

State Goals: **To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (Growth Management Act)**

Local Goals: **To promote a pattern of development that allows the**

least costly delivery of services.

To assure that the public safety needs of the Town's citizens are well met.

To finance new and expanded public facilities in an orderly manner based on a system of priorities.

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

1. In downtown planning, the Town should reinforce the role of the Opera House as the symbolic heart of the community.

Strategy: *Maintain town offices at street level and support maximum usage of the Opera House*
Responsibility: *Select Board, Opera House Committee, Opera House Manager*
Timeframe: *Ongoing*

2. The Town should take the steps necessary to maintain a paid call company for fire protection. A paid call company is both part of Camden's long-time way of life and much less expensive than a full-time fire department. The types of steps that may be necessary or desirable range from simply providing space in the fire station in which call company members can socialize and improving the pay for call company members, to working to assure, through a sufficient number of local jobs and workforce housing, a supply of citizens willing to serve in the call company.

Strategy: *Require an annual report by the Fire Chief on the vitality of the call company*
Responsibility: *Fire Chief, Select Board*
Timeframe: *Ongoing*

3. Similarly, the Town should continue to support the Camden First Aid Association as an effective way to provide ambulance service to the Town and area.

Strategy: *Request an annual report of the Association*
Responsibility: *Select Board, Budget Committee*
Timeframe: *Ongoing*

4. Municipal (as well as environmental and developmental) costs should

be a consideration in identifying the desired pattern of future development. This consideration favors a compact, village pattern of development rather than a spread-out pattern of development. Development in distant locations should be discouraged and, to the extent that it does occur, should be required to institute measures that lessen the burden to serve it (such as built-in fire and other safety mechanisms) or help defray the cost of services to the extent permitted by state law.

Strategy: *Support a smart growth strategy of development through fiscal policies at all levels of Town government (department head, town manager, Budget Committee, Select Board) that give priority to town investment in a compact, village pattern of development.*
Responsibility: *Planning Board*
Timeframe: *Ongoing*

6. Capital improvement planning is an effective way to set priorities for public facilities and to budget for them.

Strategy: *The Budget Committee should annually review all needs for new or expanded public facilities and prepare a formal report of its findings and recommendations, following the format established in the Town's 1987 - 1992 Capital Improvement Program.*
Responsibility: *Budget Committee, Select Board, Town Manager*
Timeframe: *Ongoing*

6. In its capital improvement planning, the Capital Improvement Plan should take due note of the plans of the CSD, SAD #28 and Knox County in determining the affordability of other proposed facilities.

Strategy: *Coordinate planning with the above entities*
Responsibility: *Select Board, Town Manager*
Timeframe: *Ongoing*

7. The Town should explore use of impact fees to help to offset costs of utility, traffic, recreation, and public safety facilities created by new development. If adopted, impact fees should apply to all new construction, including single family, multi-family, expansion of existing units, and commercial.

Strategy: *Research impact fees and other municipalities*
Responsibility: *Planning Board, Select Board*
Timeframe: *Immediate*

8. The Town should assure adequate planning and enforcement staff to carry out a growth management program and related ordinances.

Strategy: *Annually evaluate the needs of the Planning/Codes Department*
Responsibility: *Planner/CEO, Town Manager, Select Board*
Timeframe: *Immediate*

Chapter 18 FUTURE LAND USE PLAN

OVERVIEW

The Future Land Use Map graphically depicts how the Town should grow. It is not a zoning map, and the boundaries of identified areas on the map are general. But the map will help to guide future zoning, other land use measures, and capital investment programs.

The map embodies the concept that the Town should include distinct rural areas and distinct growth areas. Designation of these areas has evolved directly from:

* an understanding of the Town's natural resource systems, some of which represent barriers to development, others of which represent opportunities;

* a desire to preserve a traditional village-and-countryside pattern of living, and to keep the character of each intact;

* the need to extend and use public services in the least costly manner possible; and

* a desire to provide ample opportunity for the development of reasonably priced housing.

As suggested by Maine's Growth Management Act and its regulations, rural areas include lands that:

* consist of large, contiguous open spaces, farmland, and forest land;

* are relatively free of development sprawl and strip development along roads and that should be maintained as such; and/or

* contain natural and scenic resources that should be protected.

Growth areas include lands that:

* can be efficiently served by public facilities;

* are physically suitable for development or redevelopment;

* contain sufficient area to accommodate planned growth and development; and

* promote a compact, rather than a sprawling, pattern of development.

LAND USE AREAS

For purposes of the Future Land Use Map, rural and growth areas have been subdivided as follows:

Rural Areas

Resource protection: areas of fragile natural resources and/or that perform essential functions (such as flood control, critical wildlife habitat, etc.). Resource protection areas follow, and in some cases enhance, the guidelines in Maine's model shoreland zoning (March 1990). They include wetlands and areas within 250 feet of wetlands that are of moderate-to-high value for wildlife, 100-year floodplains, and steep slopes (20% or greater) near water bodies and steep coastal bluffs. Such areas may occur both in rural territory and in otherwise urban settings. These areas should be off limits to virtually all development. Human activities that do go on in these areas should adhere to standards such as those presented in the model shoreland zoning ordinance.

Resource conservation: areas of multiple natural resource constraints; and/or that are especially important for their recreational, scenic, or other resource-based opportunities, including farming and woodlands; and/or that are especially important for long-term protection of water quality. Residential densities in these areas should be as low as one dwelling unit per 1-2 acres for single lots and residential subdivisions should be mandatorily subject to open space zoning (clustering), without bonuses and with density of one dwelling unit per 5 to 10 acres.

Rural residential: areas that may be free of multiple natural resource constraints, but that are distant from the village

and/or to which public sewer or water should not be extended within the next 10 years; and/or that still have large tracts of land in tact, suitable for woodland production, farming, and unbroken wildlife habitat. A range of uses similar to those allowed in Camden's present rural zoning district should be allowed in these areas, provided standards are met. Residential and other development should be compatible with the character of rural lands, including extensive areas of field and woodland. Residential density should be on the order of one dwelling unit per 1 to 2 acres for single lots, and residential subdivisions should be mandatorily subject to open space zoning (clustering), without bonuses and with density of one dwelling unit per 3 to 5 acres.

Coastal scenic: neighborhoods and other areas along the coast north and south of the harbor that have retained their natural beauty, offer important views of the bay, and serve as gateways to Camden. These areas are especially important in their contrast to the strip development that so often marks Route 1 in Maine. These transitional areas are only moderately developed at present. Additional development may be possible in these areas, but should be at densities, and should be of such a design, that will preserve the existing character of rolling terrain; interspersed woods, fields, and structures; and views of the water. Suburban-style subdivisions generally would violate this character.

Growth Areas

Traditional village: the area that traditionally accommodated most of Camden's population and most of its social and commercial activity. It includes established neighborhoods at medium densities, the central business district, and a mix of compatible uses and activities within walking distance or a very short drive of most village residents. It is virtually all served by public water and sewer. To the extent that growth potential exists in the traditional village area, it will be in the form of limited infill development, limited conversions for affordable, "mother-in-law" apartments, and adaptive reuse of buildings. Design standards to assure compatibility with the scale and appearance of the village will be as important, perhaps more important, than prescribed densities.

Extended village: areas that will accommodate the preponderance of growth over the next decade. These areas have, or can feasibly receive, public sewer and water, so that the issue of soils being able to accept

wastewater will not pose a severe constraint to development. They are located to be served relatively easily by other municipal services, including school buses, public works, police, fire, and recreation. They are areas in which capital investments (for roads, drainage, sewer, and water) can be focused to assure capacity for growth. Uses in the extended village areas would be similar to those in the present Village Extension_zoning district, including a mix of types of residential structures (single family, multifamily, manufactured housing) and compatible, small-scale commercial and institutional uses upon which residents of the areas depend and such as might be found in a Neighborhood Service zoning district. The commercial uses should be limited to those that meet the day-to-day needs of the residents of the neighborhood, should serve primarily the residents of the neighborhood, and should be easily reached by residents wishing to walk to the commercial establishment. Residential densities should be in the medium range (for example, 4 to 8 dwelling units per acre), though, as in the traditional village, the conditions of specific parcels of land and design criteria will be as important as density standards. Especially where there is opportunity to save important open space as part of a development, open space zoning (clustering) should be encouraged, including the use of density bonuses. The extended village areas also are the places where innovative approaches to affordable housing may be most appropriate.

Harbor: the harbor area is, in many ways, an integral part of the traditional village. However, the type of growth it must accommodate includes water-dependent activity needed by commercial fishermen, other commercial boating, the recreational boating industry, and the tourist industry. The types of uses and standards contained in the Town's current harbor business zoning district remain appropriate for the harbor area.

Commercial: there are several types of commercial areas to be accommodated, and not all of them are distinct or completely separate from the residential or village area in which they are located. Commercial areas include the central business district (part of the traditional village); the harbor area (also part of the traditional village); areas appropriate for suburban-style shopping centers; transitional business areas, in which small scale commercial activity is located along arterials in converted residential structures or buildings of residential scale and in which the residential scale is intended to be preserved; and neighborhood service areas in established neighborhoods.

Industrial: limited areas that at one time offered a natural resource essential to manufacturing (such as water power) and now accommodate relatively small-scale industrial operations, fairly close to the center of town and Route 1.

In addition to these definitions of rural and growth areas, this comprehensive plan recognizes the concept of scenic corridors. Scenic corridors are areas along arterial and collector roadways and water bodies, the natural beauty or historic character of which is closely tied to the way people think and feel about Camden. Scenic corridors may cross urban and rural parts of the Town. They would not, in and of themselves, constitute separate land use areas. Rather, they would be treated as overlay zones that would respect the land uses in the underlying zoning district, but would prescribe special performance standards (such as setbacks, preservation of trees and other buffers, limited curb cuts, etc.) that preserve the scenic character of the corridor.

THE PLAN

These land use areas, as they apply to Camden, are shown on the Future Land Use Map, and described as follows:

Resource Protection

These are site-specific areas that are very difficult to record on a general land use map. They include, at a minimum, all areas within the state-mandated shoreland area that are:

* 100-year flood plains;

* wetlands, including land within 250 feet of wetlands identified as having moderate or high wildlife value;

* slopes in excess of 20%; and

* coastal islands.

The Town may identify other exceptionally fragile areas outside the shoreland area that deserve resource protection.

Resource Conservation

Four general resource conservation areas have been identified. Each is associated with Camden's lakes-and-mountain system.

Ragged Mountain-Bald Mountain-Hosmer Pond: This resource conservation area is coincident with the Hosmer Pond watershed. It encompasses the northeast side of Ragged Mountain, including the Ragged Mountain recreational area; the southwest side of Bald Mountain; and Hosmer Pond. This is an area of high elevations, steep slopes, erodible soils, a vulnerable pond, outstanding scenery, and important public recreation. It also is distant from many public facilities and services.

Bald Mountain-Megunticook Lake: This resource conservation area is the northeast side of Bald Mountain to the Howe Hill Road. It is part of the southwesterly-most portion of the watershed of Megunticook Lake, with numerous stream channels coming off high elevations and steep slopes into tributaries to the lake. Soils often are thin and erodible. The area includes wildlife habitat, outstanding views, outdoor recreational opportunities, and land that is actively farmed and under the preferential tree growth tax law. It is distant from many public facilities and services.

Megunticook Lake: This resource conservation area encompasses the lake, the shoreline of the lake, and land immediately tributary to the lake. Intensive development of this land would increase phosphorus loading of the lake and may introduce contaminants to a future source of public water supply. The lake is a recognized as one of Camden's most important recreational resources.

The level of development and activity in these resource conservation area should be consistent with the protection of the natural features of these lands. A district encompassing all three areas should permit single family dwellings, agriculture and timber harvesting. Minimum lots size should be no less than 60,000 square feet with street frontage of no less than 150 feet. Subdivisions within this area should be required to preserve at least 50% of the parcel as open space with a minimum lot size of 5 and 10 acres.

Camden Hills State Park-Mt. Megunticook: This resource conservation area encompasses primarily the park, which already is

protected by state ownership. It is an area of high elevation, steep slopes, erodible soils, public recreation, and spectacular views of Penobscot Bay.

Rural Residential

Three general rural residential areas have been identified. They are more accessible than the resource conservation areas and/or do not have the same degree of sensitivity in terms of their natural resources.

Megunticook Lake Uplands: This rural residential area is located between Howe Hill Road and Hope Road, in the Megunticook Lake watershed. It is generally 1,000 feet or more away from the lake, and, while upland from the lake, is not as high in elevation or steep in slope as the adjacent resource conservation area. The area includes active farmland and land under the preferential tree growth tax law. It is served by Hope Road, Howe Hill Road, and Molyneaux Road, but is distant from many municipal services. The present density of housing and population is very low.

Hosmer Pond Road-Goose River: This rural residential area straddles Hosmer Pond Road from the outlet of Hosmer Pond to Roke's farm. Subdivision activity has crept into the area in recent years, but it is still is comprised of large parcels and is rural in nature. The area is dotted with wetlands along tributaries to the Goose River, which flows to Rockport Harbor.

Melvin Heights: This area has wide expanses of fields and woodlands in large holdings. A large lot subdivision was created a number of years ago, and is slowly being developed, around the manmade Wildlife Pond. The pond is tributary to Megunticook Lake. The area is believed to accommodate substantial wildlife, including a deeryard, and includes at least two large parcels under the preferential tree growth tax law.

The level of development and activity should be compatible with the character and traditional use of rural lands, including extensive areas of field and woodland, and that does not impose an undue burden on the provision of municipal services. Permitted uses should include single family and two family dwellings, clinics for animals, agriculture and timber harvesting. Minimum lot size should be no less than 60,000 square feet with frontage no less than 150 feet. Subdivisions within this area should be required to

preserve at least 40% of the parcel as open space with a minimum lot size of 3 to 5 acres.

Coastal Scenic

Two transitional areas have been identified as coastal scenic:

Route 1 North: This area extends from the edge of the traditional village area north along Route 1 to the town line. Though moderately developed with residential and commercial uses, this area lacks public water and sewer along most of its length, and its character if fairly open. It lies between the hills of the Camden Hills State Park and the shore of Penobscot Bay. Views of the water are limited, but it is an attractive entry to Camden village, and its "feel" is in stark contrast to the heavily developed, tourist-oriented strips along much of Route 1 in southern and mid-coastal Maine.

Bay View/Chestnut: This is a moderately developed, waterfront area that runs from Penobscot Street to the Rockport town line. For the most part, the area is not served by public sewer.

These areas should allow for a moderate level of residential development while assuring that these corridors retain their scenic landscapes and vistas and continue to serve as attractive gateways to Camden. Permitted uses should include single and two family dwellings, some light commercial activity such as nursery schools and daycare centers and some recreational activities such as golf courses, plus agriculture and timber harvesting. Minimum lot size should be no less than 40,000 square feet, however, lots on public sewer could be 30,000 square feet. Minimum road frontage should be no less than 100 feet. Subdivisions within this area should be required to preserve at least 30% of the parcel as open space with a minimum lot size of 1 to 2 acres.

Traditional Village

The traditional village is the area in which a majority of the Town's population continues to live, and most of the commercial enterprises and public institutions are located. For purposes of the Future Land Use Map, it generally extends from the Rockport town line to Chestnut Street, to High Street short of Sherman's Point Road, below the state park to the Mill Street area, and across the river and Washington Street to the lower end of Cobb

Road, Pearl Street, and the lower end of John Street. Most of the area is developed at 4 to 8 units per acre, is fully serviced by public utilities, and for the most part is laid out in a tight grid and radial pattern typical of villages that developed prior to the age of the automobile. It is characterized by the central business district, historic buildings and districts, highly visible public buildings, established neighborhoods, and strategically placed, small public parks and open spaces. Little vacant land remains, and development potential that is consistent with the character of the village is limited to some infill development, conversions, and adaptive reuse.

Some areas within the village, such as the downtown commercial district, will require separate zoning as described in the following sections. Within the residential areas of the traditional village, the highly livable neighborhoods should be maintained. Permitted uses should include single family, two family and multi-family dwellings, plus commercial uses such as nursery schools and daycare centers, elderly congregate housing, inns, churches and quasi public buildings. The minimum lot size in the village should be in keeping with existing development at approximately 10,000 square feet with road frontage of no less than 60 feet.

Extended Village

Three general areas have been designated village extension. Each is consistent with recent sewerage extensions or with planned sewer extensions of high priority, per the Town's sewerage master plan and capital improvements plan. These three areas, together with the traditional village and harbor areas, comprise much of the Megunticook River valley; their designation as future growth areas continues a traditional pattern of development that began many years ago but has been interrupted by more suburban, scattered development during the last decade or two.

Washington Street - Cobb Road: This village extension area has received substantial subdivision activity during the last 10 - 15 years, and in 1987 a sewer interceptor was laid to serve the area. Much of the infrastructure needed to accommodate growth is in place, including the sewer interceptor, public water supply lines serving most of the area, and a road system that includes Washington Street and local subdivision roads. However, to accommodate focused development, other improvements will be needed or be at least highly desirable, including some sewer and water supply extensions, a water storage tank to improve fire fighting capabilities,

and improved stormwater drainage. All development should incorporate standards of site design that will protect the quality of the Megunticook River.

John Street - Mechanic Street: This village extension area encompasses land that would be served by a prospective sewer extension. With a sewer extension (whether financed privately, publicly, or by a combination of the two), a fair amount of development potential will be opened up. Development pressures have begun to emerge in this direction, and a purpose of this designated area will be to accommodate it without allowing it to leapfrog into the Hosmer Pond Road area. Should a water storage tank that serves the Cobb Road area be designed and located to serve this area as well? Development of this area should strictly respect wetlands and sensitive areas tributary to the Goose River.

Mountain Street-Molyneaux Road: This village extension area would take advantage of a sewer line along Riverside Drive, which could be further extended, per the master sewer plan, along Molyneaux Road-Upper Mountain Street to at least the trailer park on Upper Mountain Street. This area is moderately developed at present, with a number of vacant lots in established subdivisions. The boundaries have been drawn to be entirely outside of the watershed of Megunticook Lake. The area has good primary access to and from the village via Mountain Street.

This district should provide a range of housing opportunities and compatible, small-scale economic opportunities, within a setting that emulates the character of villages. Streets should be designed for safe and convenient use by both pedestrians and motor vehicles and at a scale appropriate for walkable neighborhoods. There should be a mix of activities that serve some of the routine needs of neighbor hood residents. Permitted uses should include single family and two family dwellings, mobile home parks, nursery schools and daycare centers, elderly congregate housing, churches and quasi public buildings. When on public sewer, the minimum lot size should be approximately 10,000 square feet with road frontage of no less than 60 feet. Lots with septic systems should be at least 20,000 square feet to meet the requirements of state law. Road frontage should be no less than 75 feet.

Commercial Districts

The downtown commercial district should provide for a compact, pedestrian-oriented, year round business center with a focus on small scale, specialty and comparison shopping and services, compatible with the existing scale and character of the downtown. Street level space should be reserved for retail uses, with dwelling units and professional offices allowed on the upper floors. This area should also permit restaurants plus municipal and quasi-public uses, such as the post office, town office, library and churches. There should be no minimum lot size or road frontage and no minimum setback requirements.

Other, small commercial districts may be appropriate in areas such as the southern end of Elm Street where there is an existing shopping center. Much of Elm Street, from the Rockport Town line to the village, is an area of transition from residential to light commercial uses. A small commercial district may be appropriate in the Millville area on Washington Street in recognition of the existing, light commercial uses.

Harbor

This area includes the land along Bay View Street, Atlantic Ave., and Sea Street adjacent to the inner harbor. It is intensively developed with a mixture of waterfront uses, including commercial, recreational, residential, and tourist-oriented. It is the principal target of Camden's tourist industry. Little additional growth potential exists in this small, compact area; the major need is one of managing resources, both natural and manmade (the waters of the harbor, parking, traffic flow, public access, etc.) to assure its long-term functioning. Present ordinances that maintain a healthy mix of uses while encouraging access to the harbor should be retained.

As in the downtown commercial district, street level space should be reserved for retail uses, with dwelling units and professional offices on the upper floors. There should be no minimum lot size or road frontage requirement and no minimum setbacks, except as required by shoreland zoning, along the waterfront.

Industrial

Within the area described as traditional village, there is an area along Limerock Street with existing industrial uses. An industrial district should allow nonpolluting manufacturing, research and development and

warehousing. Residential uses should not be allowed and should be protected by larger than normal setbacks for the industrial use. The minimum lot size should be at least 40,000 square feet with minimum street frontage of 150.

Chapter 19 LAND USE REGULATION

Based on the policies and Future Land Use Plan presented in Part 3, the following items should be addressed in the zoning, subdivision, and other land use ordinances. The primary responsibility for preparing proposals concerning these items should rest with the Planning Board or a Zoning Ordinance Committee. The items below should not be considered a complete list of measures that should or could be adopted based on the policies in Part 3, or are they intended to unduly restrict the judgment or latitude of the Planning Board. However, they are indicative of the types of actions that would be considered consistent with this Comprehensive Plan.

ZONING ORDINANCE

(1) The Future Land Use Map is not itself a zoning map, and the boundaries on the map are general. The Planning Board should use its judgment in revising zoning boundary lines, the names of zoning districts, and density and other standards, consistent with the spirit of the Future Land Use Map.

The current zoning map and zoning ordinance were revised in November 1992 to be consistent with the Comprehensive Plan that was adopted on the same date. There has been overall satisfaction with the results of the 1992 revisions. This comprehensive plan will be followed by revisions to the zoning map and zoning ordinance in the coming years, however, those revisions will not be extensive. Any proposed changes to the zoning map will be consistent with the Future Land Use Map.

The resource protection district should adhere to the definitions of resource protection provided by the State Model Shoreland Zoning Ordinance. The rural zoning district should be revised to differentiate areas of particular sensitivity (resource conservation areas), with very low residential density and other protective standards, from other rural areas, where residential density can be higher, but still low enough (3 to 5 acres) to discourage the premature development of these areas and to preserve a genuinely rural, rather than suburban, environment. Open space zoning (clustering) should be made mandatory, without density bonuses, for all subdivisions in rural areas.

Within village extension areas, use of public sewer and water should be strongly encouraged/required, with moderately high residential densities (4 to 8 units per acre). The Planning Board should explore tools such as conditional and contract zoning, which might allow innovative subdivision design at densities tailored to the particular site in question. Open space zoning (clustering) should continue to be encouraged in these areas through use of incentives, such as density bonuses. Design, space and bulk, and other performance standards should be carefully reviewed, with a goal of promoting a traditional village format.

The zoning ordinance should include a scenic corridor overlay district, with special standards to preserve the scenic beauty of the coastal Route 1 corridor and other travel corridors that the Town believes have special merit.

Commercial zoning should generally hold to present (2002) boundaries. The concept of neighborhood business areas continues to be important as part of or near village residential areas. Uses in harbor and downtown commercial areas should emphasize destination and specialty types of activities, rather than high volume, automobile-oriented activities that cater primarily to transient tourists. Design standards in the B-3 transitional business area should be reviewed to assure that the objective of a preserved residential scale and character along Elm Street is being met even as that area accommodates commercial uses.

Industrial zoning also should generally hold to present boundaries. However, if the concept of a regional industrial park materializes (as proposed elsewhere in this Plan), the Town may wish to be open to discussing a site in Camden.

(2) Along the waterfront, preference should be given to functionally water dependent and commercial marine establishments. Present requirements for small-scale structures, view access, and ground-level commercial use to stimulate pedestrian activity are also important to preserve the vitality of the harbor.

(3) Home occupations, allowed as a matter of right, should be continued, provided that standards to protect residential character are retained and enforced.

(4) Article X Part I Section 3 of the Zoning Ordinance makes reference to the Secretary of the Interior's Standards as the guide for preservation review. These guidelines are available in the Town Office. The purpose is not to dictate details of buildings and landscapes, but to promote general preservation of historic character. Specifically, the streetscapes of historic neighborhoods such as High Street and Chestnut Street and major public and commercial buildings should be protected by the review process. Development of any kind along the immediate coastal and Megunticook Lake shorelines and other areas deemed by the State Historic Preservation Officer to be potential settlement sites should be preceded by an archaeological reconnaissance survey for historic/pre-historic settlement sites.

SUBDIVISION ORDINANCE

(1) Existing provisions for sewer impact fees should be reviewed to assure that utility, zoning, and subdivision policy help to direct growth toward village and village extension areas rather than to rural areas. Public sewer and water line extensions should be mandatory for most subdivisions within village and village extension areas.

(2) The Planning Board should review the subdivision standards for local (as opposed to collector or arterial) roads to determine whether any of the standards can be revised, within the limits of safety, to reduce the impact of wide, paved corridors on the natural environment, including shade trees, and visual character of the Town, and on affordable housing.

(3) In rural areas (or their equivalent, as designated in the zoning ordinance), open space zoning (clustering) should be made mandatory for all subdivisions.

PROPERTY MAINTENANCE CODE

(1) Although relatively few in number, there have been an increasing number of complaints about nuisances on residential properties in recent years. Most of these properties have not risen to the level of "junkyard" and most are not a health threat. But the properties are eyesores and potentially reduce the marketability of nearby properties.

(2) The Planning Boad should first look at property maintenance codes used by other towns and then make modifications that would be appropriate to Camden.

ENFORCEMENT

Camden is fortunate to have an effective code enforcement department and program. It is important that all land use and related regulations be enforced, with adequate staff to do so. In the event the addition of formal planning duties to the position is likely to prove to be more than a single person can handle, the Town should explore the possibility of adding a half-time code enforcement position (perhaps shared with another town).

Several specific areas deserve mention, and special attention, because of their potential impacts on the livability of Camden. These areas fall within several administrative jurisdictions. Areas of concern include:

(a) Home occupations--enforcement of zoning standards is crucial if the balance between the right to conduct home occupations and the need to protect residential neighborhoods is to be preserved;

(b) Conversion of seasonal cottages to year-round use--enforcement of State Plumbing Code standards is the best protection against possible pollution of water bodies;

(c) Parking time limits--to help assure the ability of Downtown to function properly;

(d) Harbor regulations--including pier and fill restrictions and safety measures.

(e) Off-street parking standards -- especially in downtown and harbor areas.

IMPACT FEES

The concept of impact fees imposed on new development should be considered, and not limited to the following:

(a) To apply not only to residential subdivisions, but to other forms of new construction requiring building permits, including single family homes on pre-existing lots, commercial and industrial buildings, and expansions of homes and other buildings that increase burdens on the Town's utility and road systems.

(b) To apply not only to sewerage, but to other municipal facilities as well, including roads, water supply (to the extent that the Town may be responsible for financing improvements), and other capital facilities (such as public safety) needed to serve growth.

(c) To apply not only within the utility service area but to rural areas as well, to reflect the extent to which development in outlying areas places additional demands on municipal facilities.

Chapter 20 PLANNING

A number of matters addressed by this Comprehensive Plan require more exploration and planning before specific steps toward implementation can be taken, or before it can be decided what steps, if any, should be taken. As necessary, the Town should look to a variety of sources to fund this planning, including the annual budget and, if permitted, comprehensive planning dollars that will be coming to the Town in the future under the State Growth Management Act.

COMMUNITY FOREST

Planning for any action to be taken on trees on public lands and rights-of-way can be facilitated by reference to the tree standards guide maintained in the Town Office. The standards guide includes:

Camden Tree Ordinance
Tree selection guide for this climate
Planting and tree care standards
Town tree management plan
Natural disaster recovery plan

CUMULATIVE IMPACT STANDARDS

The Planning Board should study the means of measuring the cumulative impacts of non-point source pollution (from storm water runoff, erosion, and other sources related to new development), and how standards for cumulative impacts can be incorporated into the subdivision ordinance.

MEGUNTICOOK LAKE

The sewering of land within the watershed of Megunticook Lake is strongly discouraged by this Comprehensive Plan, because it is likely to stimulate new development in the watershed. However, if it is deemed urgent to sewer already developed properties with failing septic systems, no such sewering should occur until the potential impact of future non-point source pollution on the lake is studied and understood, and mitigating measures taken.

PUBLIC WATER SUPPLY MASTER PLAN

The Capital Improvements Committee should work with the water company and

the Fire Department to create a master plan for the extension of public water lines and associated water storage facilities to serve designated growth areas. The master plan should include a general implementation schedule and strategy and cost estimates.

TRADITIONAL VILLAGE DESIGN STANDARDS

The harbor and business districts should be protected from excessive increases in density that would diminish the appeal of Camden as a destination. Where appropriate, however, the Planning Board should investigate standards of design that will allow, within the village and village extension areas, for greater density of development and a desirable village environment. These standards, which ultimately would be incorporated into the zoning and subdivision ordinances, must demonstrate that a compact form of development will not threaten the value and character of established neighborhoods. As necessary, architects and other design professionals should be called upon to assist.

TRANSFER OF DEVELOPMENT RIGHTS

The Land Use Ordinance Committee and/or Planning Board should investigate Transfer of Development Rights (TDR) as a possible tool for use in Camden, or in cooperation with neighboring towns that, together with Camden, constitute a housing market area. TDR is a tool that allows or requires developers in designated growth areas to purchase development rights from landowners in designated rural or conservation areas. The development rights are transferred for use in the growth areas. TDR can be used as an incentive to further the goal of growth management, through compensation to landowners in rural areas and the opportunity for economical development for developers who are limited to growth areas. There is a growing track record for TDR in some parts of the country (Maryland and New Jersey, for example), but little practical experience at a strictly local level. The investigation should look at alternatives for making TDR work, and it should include recommendations for educating the public about this tool.

Chapter 21 Capital Improvements

A Capital Improvement Plan guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought. Capital improvements are investments in the repair, renewal, replacement or purchase of capital items. Capital improvements differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital improvements generally have the following characteristics: they are relatively expensive (usually having an acquisition cost of $5,000 or more); they usually do not recur annually; they last a long time (usually having a useful life of three or more years); and they result in fixed assets. Capital items can include equipment and machinery, buildings, real property, utilities and long-term contracts and are funded through the establishment of financial reserves.

Capital improvements are prioritized each year in the budget process based on the availability of funds and the political will of the community. A complete CIP describes expected yearly investment and allows for both changes in priorities and reduction of available funds. The CIP is intended to prevent an unavoidable capital improvement from occurring in a single fiscal year. The unexpected purchase of a sizeable improvement can overburden the tax rate and cause large fluctuations in tax bills from year to year.

A CIP attempts to illustrate all expected capital improvements over a number of years. The annual provision for eventual replacement of capital improvements depends on the useful life of the capital improvements. It is important that capital improvements be financially accounted for each fiscal year, minimizing later expenses.

For the purpose of this plan, the total costs have been recognized with an indication of the expected time frame for each item that is desired based on priority ratings. The town is currently in the process of developing a complete capital improvement plan that will provide for a yearly allocation of available and applicable funds. Each year any necessary changes will be made to the CIP and it will be included in the annual budget. Each year the

Budget Committee will review the funding requests and make a recommendation for town meeting review.

The capital improvements identified below were assigned a priority based on the listed rating system. Logically, "1" improvements would be implemented prior to "2" and so on. A lower priority item may be funded ahead of schedule if higher priority items have already been funded or are prohibitively expensive, or if other sources of revenue (such as donated funds) become available. In order to fund some capital improvements projects, it may be necessary to begin to identify funding sources and set aside funds in advance of the projected time of funding.

1 *- Immediate need. A capital improvement rated in this category would typically remedy a danger to public health, safety and welfare.*

2 *- Necessary, to be accomplished within two to five years. A capital improvement rated in this category would typically correct deficiencies in an existing facility or service.*

3 *- Future improvement or replacement, to be accomplished within five to ten years. A capital improvement rated in this category would be desirable but is of no urgency. Funding would be flexible and there would be no immediate problem.*

4 *- Desirable, but not necessarily feasible within the ten year period of the current plan.*

Goals

The goals of the Capital Improvement Plan are:

- To plan for financing major capital improvements or equipment purchases consistent with Camden's long range goals and needs. To anticipate the need for replacing capital equipment.

- To assess the Town's ability to pay for capital expenditures.

- To avoid major increases in local taxes and reduce the amounts of borrowing in the years when capital expenditures are made.

- To support Camden's anticipated growth and development.

Projects noted in this comprehensive plan and existing reserve accounts are the basis for this capital improvement plan and have been noted into the table below. As well, state and federal mandates necessitating some of these projects have been noted.

Capital Improvement Strategy

This section identifies the capital improvements that will probably be necessary over the next five to ten years to accommodate the projected growth and desired economic development.

Upgrading Existing Sewer Mains

A significant capital improvement has just been completed with the upgrade of the Public Landing Pump Station at a cost of $766,000. Within four years, the Rawson Avenue Pump Station will be upgraded at a cost of $400,000. Improvements are also planned at the Wastewater Treatment Plant within the next two to three years, to the emergency generator and to fine bubble aeration for the digester, at a cost of approximately $500,000. These improvements are a *Priority 2*, and will be funded through sewer fees and property taxes.

Repairs to the wastewater collection system will be made on High Street during reconstruction of Route 1 North, at a cost of $350,000. This is a *Priority 2* and will be funded through sewer fees and property taxes. A sewer extension is being studied for John Street at $350,000 although no specific timetable has been established. These projects would be a *Priority 3* with funding through sewer fees and property taxes. Other possible extensions include Cobb Road, Molyneaux Road, Upper Mountain Street, Upper Washington Street and Beaucaire Avenue, at a total additional cost of $5.5 million.

Road Improvements

Road repair is budgeted as a capital improvement at $145,000 per year. This is a *Priority* 1, funded through property taxes. The Town's share of improvements to High Street (Route 1 reconstruction) is $110,000. The reconstruction of the Rollins Road Bridge is estimated to cost $100,000.

Both projects are a *Priority* 2, with funding through property taxes. Town Garage expansion and yard improvements are estimated at $150,000, at a *Priority 2*, funded through property taxes.

Sidewalk Improvements and Extensions

Sidewalk repair is budgeted as a capital improvement at $30,000 per year. This is a *Priority 1* with funding through property taxes. Sidewalk extensions on Rawson Avenue at $75,000, Limerock Street at $75,000 and Washington Street at $65,000 are being studied. This is a *Priority 3* with funding through property taxes.

Pathways

A 5,600-foot gravel pathway along the Megunticook River is estimated to cost $250,000. This is a *Priority 3* and would be funded through property taxes and State/Federal grants.

Dam Repairs

Repairs to Megunticook Lake Dams are estimated at $90,000. This is a *Priority 1* project with funding through property taxes.

Shoreland Access

Improvements to provide shoreland access at the end of Marine Avenue are estimated at $40,000. This is a *Priority 2* with funding through property taxes.

Parks and Recreation

Improvements to snowmaking equipment at the Camden Snow Bowl are estimated at $210,000. This is a *Priority 2* with funding through fees, donations and grants.
Lodge expansion is estimated at $500,000 with an additional $100,000 for improvements to the grounds. These projects are a *Priority 2* with funding through fees, donations and grants. Lift replacement is estimated at $1,000,000. This project is a *Priority 3* with funding through fees, donations and grants.

Public Safety

A major project has just been completed with the renovation of the former ambulance bays at the fire station to house the Police Department. The Fire Department bays are undergoing repairs to cracks and settling in the concrete floor. No new capital improvement projects are currently planned at the Public Safety building.

Summary

A capital improvement process or plan, once established, provides a means of anticipating future funding requirements to meet public needs. By involving the Selectmen, Department Heads and the Budget Committee in the process, the capital portion of any annual budget can be considered along with the operating expenditures. Similarly, because estimates are updated annually, including known obligations for any capital projects paid for either partly or wholly with bonds or short-term loans, the system is "self-correcting". By including tables, as shown above, each voter can see what Town capital obligations are anticipated for the next ten years and be better informed when voting at Town Meeting.

Chapter 22 REGIONAL COOPERATION

Portions of the Comprehensive Plan can be implemented only in cooperation with neighboring communities. Such cooperation already is vital to the Town's operations, in such areas as solid waste management, education, emergency health care, sewerage, and water supply, and it should continue.

Midcoast Regional Planning Commission is a potential instrument for regional cooperation and has been rebuilding its capacity to serve the area, following a couple years of no staffing. The Town has continued its membership throughout this period and looks forward to a time when MCRPC can play a more active role in regional cooperation.

Friends of Midcoast Maine, a grass roots organization, has been effective in organizing four regional workshops on sprawl during 2002. The Town participated in a regional coalition that helped to plan the workshops and provided facilities for the workshops.

Expanded regional cooperation is needed in the following areas:

(1) The Town should continue to explore other mechanisms for regional cooperation, such as sharing personnel with neighboring towns.

(2) There should be follow-up to preliminary discussions among the five towns in the CSD, about the possibility of forming a smaller regional planning unit.

(3) Cooperation with the Megunticook Lake Watershed Association to monitor the lake's 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.

(4) Possible exploration of a regional transfer of development rights program, in which development rights can be sold and purchased across town boundaries, in compliance with local zoning regulations. Experience appears to be showing that transfer of development rights

programs do not work when limited to single towns, but can succeed at a regional level.

(5) Management of Route 1 so that it can efficiently serve traffic and nearby land uses, and remain visually attractive.

(6) Explore the feasibility of a regional industrial park sponsored by area communities, with the objective of creating a well located, superbly served park that would be attractive to manufacturers and other industry and provide a broad base of employment for area towns. Camden and its neighbors should work closely with the area's Chambers of Commerce in this endeavor. A nonprofit regional development council, with seed money from participating communities, may be the logical organization to ultimately plan and manage a regional industrial park.

(7) Work in cooperation with other mid-coastal towns and housing organizations to achieve affordable housing.

(8) Consider the impact on Camden, of growth in municipalities to the north and south.

Chapter 23 OTHER VEHICLES FOR IMPLEMENTATION

In addition to the areas of land use regulation, planning, capital improvements, and regional cooperation, the implementation of the Comprehensive Plan will call upon other committees and organizations, public and private:

AFFORDABLE HOUSING

As detailed in Part 3, Goals and Policies, a permanent and ongoing nonprofit housing corporation such as Camden Affordable Housing Organization is needed to develop, coordinate, oversee, and possibly manage various strategies identified to promote affordable housing.

HARBOR

The Harbor Committee is responsible for the master mooring plan, for annually reviewing use of space at the head of the harbor and assuring a wide variety of boating opportunities to the public, exploring supplemental sites for dinghy and other small boat tie-ups, and helping to assure public facilities, including facilities for access to the harbor, are maintained and improved.

DOWNTOWN PARKING

The Town's Parking, Transportation and Traffic Committee is primarily responsible for devising the means to carry out the Comprehensive Plan's priorities to address parking needs downtown. These include designating long-term employee and visitor parking areas within walking distance of downtown and making the necessary arrangements for those lots; restriping some on-street spaces; proposing a pay-for-parking plan in strategic locations downtown; and recommending locations, needed zoning changes, and sources of funds for small satellite lots within walking distance of downtown.

RECREATION

The Parks and Recreation Department, along with the Department staff and its Parks & Recreation Committee, working with the Town Manager and Select, Board is responsible for recommending and carrying out plans to make the Ragged Mountain Recreational Area as financially self-sufficient as possible, for developing a system of user fees for certain recreational facilities.

CONSERVATION

The Conservation Commission is responsible overseeing town-owned natural resources. The Commission also plays an important role in identifying private lands that should be protected or acquired because of their value to the natural environment.

HISTORIC RESOURCES

The Historic Resources Committee now serves in an advisory role to the Town Manager and Select Board on all renovations of Town buildings. The committee could play an increasing advisory role for projects within the historic district.

PUBLIC LIBRARY

The public library trustees are stewards over one of Camden's most important cultural resources. The historic building and its scenic location at the head of the harbor, make it a treasured town facility. The addition of the Centennial Wing in 1996 has increased activity at the library, not only in circulation but in the number of speakers and special programs.

ECONOMY

The Camden-Rockport-Lincolnville Chamber of Commerce plays a vital role in maintaining the economic vitality of the downtown and the Town as a whole. Its location at the public landing allows it to serve as a valuable source of

information for visitors. And the Chamber participates in civic activities such as hearings for this plan.

The Camden Downtown Business Group has shown that it is interested in all matters relating to the vitality of the downtown in addition to the promotion of local business. The group has remained active and involved and was consulted in the preparation of this plan.