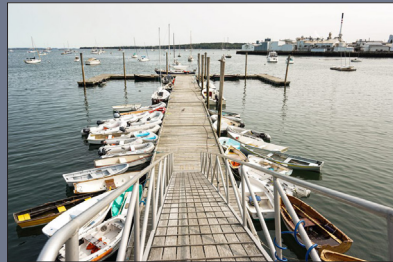




# Rockland, Maine

## COMPREHENSIVE PLAN · FEBRUARY 2022



Prepared by The Musson Group



## Rockland, Maine Comprehensive Plan

March 2022

Prepared for the City of Rockland, Maine

Prepared by:



The Musson Group  
PO Box 286  
Southwest Harbor, ME 04679

DRAFT FOR REVIEW

Cover photo credits:

Top: Shannon Shipman, blog  
Bottom, Left to Right: Rockland City Main Street;  
Mainely Katie, blog; Rebecca Schley, Flickr;  
Sushiesque, Flickr.





# ACKNOWLEDGMENTS

The creation of Rockland's Comprehensive Plan was a true city-wide effort.

Rockland's Plan is a product of community engagement. The Comprehensive Planning Commission would like to thank all of the individuals and organizations who provided their input. Thank you to all who participated in this process and the Rockland Heart & Soul process, through attendance at meetings, participation in interviews, emailing comments, completing surveys, watching a video, or liking a post on Facebook.

The planning process has been a sustained effort by the Comprehensive Planning Commission to articulate the closely held values of the people who live and work in Rockland and to identify goals, objectives, and strategies for helping the city reach its vision for the future. The planning process has greatly benefited from collaboration with all City of Rockland departments, consultation with city boards and committees, and support of the City Council. We also received careful review and thoughtful feedback from community partners.

We greatly appreciate everyone who participated in the planning process by sharing their comments and ideas for the city's future.



# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	1
<b>COMMUNITY ENGAGEMENT</b>	5
<b>IMPLEMENTATION AND EVALUATION</b>	6
<b>REGIONAL COORDINATION</b>	9
<b>FUTURE LAND USE</b>	13
Goals, Objectives, Strategies	15
Future Land Use Map	19
Future Land Use Focus Areas	24
Rockland Residential Neighborhoods	30
<b>CROSS-CUTTING POLICY GUIDES</b>	39
Sustainability	40
Housing	49
Mobility and Transportation	54
Public Facilities, Services and Fiscal Capacity	61
Economic and Community Vitality	70
Recreation and Open Space	79
Historic and Cultural Preservation	83
Natural Resources	85
Harbor and Waterfront (See Harbor Management Plan, Attached)	90
<b>APPENDIX</b>	
Population and Demographics	A-1
Economy	A-12
Housing	A-25
Natural Resources	A-36
Forest and Agricultural Resources	A-46
Marine Resources	A-53
Historic and Cultural Resources	A-55
Existing Land Use	A-65
Recreation, Parks and Open Space	A-92
Transportation	A-98
Public Facilities and Services	A-107
Fiscal Capacity	A-115
<b>ATTACHMENTS</b>	
Harbor Management Plan	





# EXECUTIVE SUMMARY

The Rockland Comprehensive Plan is an ambitious vision for the City of Rockland based on analysis, strategic thinking, and the heart and soul of the Rockland community. It synthesizes the perspectives of stakeholders, and establishes goals, objectives and strategies for achieving an economically and environmentally sustainable future. This Plan will serve as a flexible and informative guide for land use decision-making over the next decade.

Comprehensive Plans are also necessary under Maine law. A community’s land use ordinances and zoning, for example, needs to be consistent with its comprehensive plan. There also can be benefits when applying for State grants if projects are consistent with a community’s Comprehensive Plan. The State specifies minimum content for comprehensive planning, and reviews plans for compliance with the State’s Growth Management Act. This plan conforms to the requirements of the State of Maine’s Growth Management Act for comprehensive plans. As required by the Growth Management Act, the City of Rockland’s Comprehensive Plan will serve as the basis for the city’s zoning and land use regulations.

The City of Rockland last approved a comprehensive plan in 2002, with amendments in 2011 and 2012. This Plan draws on many of the ideas and strategies identified by those who came before us – in the earlier Comprehensive Plan, in various masterplans, and from city committees – while also identifying new opportunities based on today’s trends, realities, and stakeholder input.

Community input was integral in the development of this Plan. An overview of the community engagement process is provided in the next section.

## VISION

Effective land use planning and decision-making relies on a strong vision for the future. The vision statement for Rockland illustrates the hopes, values, and aspirations of the community and provides a framework for the goals, objectives and strategies outlined in this plan. The vision in this plan is strengthened by the synthesis of ideas and topics into cross-cutting topic areas.

*The City of Rockland is a safe, walkable, working waterfront city with a small-town feel; a creative and welcoming community for residents and visitors alike; an inclusive place that offers affordable housing, unique public gathering spaces, quality education and services, and values historic character, access to the natural environment, and a sustainable, diverse economy.*

## GUIDING PRINCIPLES

This plan applies three foundational principles in its recommendations: sustainability, equity, and community health. It also considers and builds on ideas identified in Rockland’s Community Heart & Soul planning process.

### Foundational Principals:

- **Sustainability.** Consider city policies and projects through a sustainability lens – economic, environmental and social.
- **Equity.** Enable all community members to participate and prosper through equal opportunity and policies that are fairly applied.
- **Community Health.** Recognize the many ways city land use and policies can impact community health – from zoning and development standards and licensing to trail networks and recreational opportunities, opportunity to grow food, resiliency and hazard mitigation.

# ROCKLAND HEART & SOUL COMMUNITY STATEMENTS



The Rockland Heart & Soul planning process provided an important and unique opportunity to hear from Rockland residents and to capture their voices and values on a range of topics. The community statements generated from this process, and adopted by City Council, have been integrated into the goals and objectives of the Comprehensive Plan.

## CITY SERVICES AND FACILITIES

We appreciate the municipal services provided by the City, including fire, police, public works and sewage treatment, to meet the needs of residents and businesses. We support a City Council practicing good governance. We expect thorough planning based on input from residents and adherence to the city's Comprehensive Plan, to maintain our quality of life.

## COMMUNITY

We value our friendly, authentic, creative and diverse population who works together to give our city a “small town” feel. We appreciate our festivals, events, museums and cultural activities that keep our city vibrant and inviting. We value our neighbors and peaceful neighborhoods that contribute to our sense of safety. We yearn for opportunities and resources for our youth to sustain a diverse and thriving community.

## CULTURAL AND HISTORIC RESOURCES

We value Rockland's cultural arts: the visual, literary, film and performance arts and how they enhance our quality of life. We especially value our library for its many programs and activities and its welcoming attitude, making it a resource for every member of our community. We value the historic character of our community that celebrates our past and enhances the appearance of our city.

## EDUCATION

We applaud the strengthening of our school to overcome the quality problems of the past and to ensure a bright future for all of our children. The community values vocational/technical and post-secondary education, especially expanding URock and the Mid-Coast School of Technology offerings to reach a larger community.

## HOUSING

We value diverse affordable housing for all residents, while preserving our neighborhoods that express our character as an historic waterfront community.

## LAND USE

We value careful growth, with appropriate zoning and building codes, that contributes to our coastal community, our working-class character, and the needs of those who live here.

## LOCAL ECONOMY

We value a healthy and balanced economy, especially our restaurants, coffee shops and stores and the working waterfront. We value jobs that pay a living wage year round and businesses that increase the local tax base, and provide the products and services that Rockland residents need.

## MARINE RESOURCES

We value the working waterfront. We respect and will preserve the heritage of the marine and fishing industries that provide diverse employment and maintain the small-town way of life distinctive to coastal Maine. We also value and hope to expand the recreational uses of the harbor working together with commercial enterprises.





# PLAN STRUCTURE

The plan is structured into five main sections: Future Land Use; Implementation; Cross-Cutting Topics (with associated Goals, Objectives, and Strategies); Regional Coordination; and Appendices. The Cross-Cutting Topics section groups issues that are interrelated.

## FUTURE LAND USE

The Future Land Use chapter upholds Rockland’s character as a livable and desirable city, playing a unique role in Midcoast Maine as a regional service center, a working waterfront, a manufacturing center, and a charming, walkable downtown. This chapter guides future land use and development to:

- Focus growth in appropriate areas;
- Enhance and protect the unique character of Rockland neighborhoods while also knitting these neighborhoods together into a cohesive whole;
- Protect and enhance Rockland’s working waterfront – with its water-dependent, marine-related and compatible non-marine uses;
- Provide location and growth opportunities for the diverse businesses and employers on which the health of our economy depends.

## IMPLEMENTATION

The Implementation section offers guidance on priority actions and strategies from each of the cross-cutting topic areas addressed in the Plan. While implementation timelines will inevitably vary over the years, this section illustrates current thinking on prioritization and implementation.

## CROSS-CUTTING TOPICS (GOALS, OBJECTIVES, AND STRATEGIES)

The Cross-Cutting Topics section identifies practical goals, objectives, and strategies for advancing the community’s vision for the future. This chapter is divided into eight topic areas:

- Sustainability
- Housing
- Mobility and Transportation
- Public Facilities, Services and Fiscal Capacity
- Economic and Community Vitality
- Recreation and Open Space
- Historic and Cultural Preservation
- Natural Resources

This section identifies and summarizes the key findings of the analyses included in the plan appendices. The key strategies in each of these topic areas are meant to inform future actions and identify who should be primarily



responsible over the next ten years. The previously completed Rockland Harbor Management Plan outlines the goals, objectives and strategies for the Rockland Harbor and related marine resources.

## **REGIONAL COORDINATION**

Rockland is a service center community and as the county seat of Knox County, plays an important role in the economic health and sustainability of the Midcoast region. Many of the issues facing Rockland are interlinked with the needs of surrounding towns and could benefit from coordination – whether for planning, mutual aid, or shared services. This chapter spotlights Housing, Economy, Transportation, Municipal Services and Infrastructure, Education, Natural Resources and Harbor Management as areas where regional or cross-town coordination could be beneficial.

## **APPENDICES**

The Appendices of the Rockland Comprehensive Plan contain data, analysis, and State policy guidance that informed the identification of goals, objectives and strategies included in the plan. This is where the reader will find charts, graphs, tables, maps and identification of macro trends.

The appendices are divided into the following topic areas:

- Population and Demographics
- Economy
- Housing
- Natural Resources
- Forest and Agricultural Resources
- Historic and Cultural Resources
- Existing Land Use
- Recreation, Parks and Open Space
- Transportation
- Public Facilities and Services
- Fiscal Capacity
- Marine Resources are addressed in the previously approved Rockland Harbor Management Plan, which is included as an attachment in this plan.





# COMMUNITY ENGAGEMENT

Public outreach and community engagement is an essential ingredient in a comprehensive planning process. The City of Rockland employed numerous strategies for engaging residents to ensure that this plan reflects the ideas and values of Rockland residents and business owners. The goal for public outreach was twofold: inform and educate Rockland residents about the planning process and the role that comprehensive plans play in land use decision-making; and engage community members to gather ideas and feedback in hopes of making a plan that best represents the vision and values of the Rockland community. The following section outlines the major milestones in the public outreach process.

## SURVEYS

The City of Rockland conducted an “attitude survey” to determine a broad scope approach toward the Comprehensive Plan update. Over 700 Rockland residents completed the survey and the survey provided a basis for the start of the planning process. Rockland residents were asked to provide their opinion on a number of topics including, but not limited to, residential and commercial growth; where new growth should occur; which types of natural resources to preserve and emphasize; the role of the harbor and maritime economy; historic and cultural resources; which land uses matter most to residents; affordable and senior housing; various modes of transportation and the role of cruise ships; parks and open spaces; municipal investments; regional coordination; future land use; and sustainability. This survey acted as a temperature gauge for resident attitudes towards these topics and helped shed light on where the community might find initial consensus.

## COMMUNITY HEART & SOUL

Created by the Orton Family Foundation, Community Heart & Soul is “a highly inclusive process that reaches deep into communities to ensure all voices are represented in determining a town’s future.” Community Heart & Soul is a resident-driven process that engages the entire population of a town in identifying what they love most about their community, what future they want for it, and how to achieve it. In the fall of 2016, with the collaboration of the Comprehensive Planning Commission, a group of interested citizens organized what became a two-year Rockland Heart & Soul process. The first phase consisted of laying the groundwork for the engagement effort: researching the process and funding; identifying team members; developing outreach strategies; and developing communications materials. In the second phase, the Rockland Heart & Soul team began regular team meetings; initiated a story gathering process; participated in community events, festivals, and markets; collaborated on comprehensive plan community meetings; started compiling data, reviewing stories, and presenting initial results. The last phase of the Heart & Soul process focused on communicating with city officials and the public, developing the twelve Community Statements and creating the Action Plan. In April of 2019, the Rockland City Council approved and adopted the Rockland Heart & Soul Community Statements and committed to using these statements to evaluate future decision about city policy, strategic plans, operational issues, and community investment.

## ONLINE AND RADIO

The City of Rockland created a Facebook page to inform and engage the community about the comprehensive plan, post updates and provide information about community meetings and other engagement opportunities. Comprehensive Planning Commission members were interviewed on local radio station WRFR LP 93.3’s The Chris Wolf Show regarding the comprehensive plan update.

## COMMUNITY MEETINGS AND PUBLIC PRESENTATIONS

Throughout the planning process the Comprehensive Planning Commission led a series of neighborhood and city-wide community meetings to inform residents about the progress of the plan and gather feedback. In addition, the Comprehensive Planning Commission made several presentations to the City Council.



# IMPLEMENTATION AND EVALUATION

The Comprehensive Plan outlines a vision for Rockland’s future along with establishing a set of goals and objectives for topics ranging from housing to natural resource protection. To help achieve these, the plan also identifies an ambitious list of recommended strategies and actions, ranging from the broad to the specific. Successful implementation of these strategies in the long term will require continued review of roles and responsibilities, prioritization of timelines, sufficient budgets, consideration of staff time and capacity, synergies with other projects and opportunities, and regular review of progress.

The Cross-Cutting chapters of this plan each offers a matrix which has a complete list of strategies that can be drawn from as opportunity and time permits. Each matrix also identifies the potential responsibilities for the strategy and suggests how each one relates to the city’s objectives. This chapter provides guidance on the highest priority action items that will support the initial implementation of the Plan.

## IMPLEMENTATION PRIORITIES

### Sustainability

- Consider all city policies and projects through a sustainability lens – economic, environmental and social.
- Identify at risk city infrastructure and evaluate strategies to improve resiliency.
- Evaluate current recycling rates and set goals for improvements.
- Review existing regulations to improve opportunities for local food production.

### Zoning and Codes

- Improve the clarity and flexibility of land use requirements and improve the predictability of regulatory processes.
- Simplify the zoning code so that it is easier to use and understand, so that resulting land uses and built environment are more cohesive and reflective of the vision for the city.
- Consider whether existing building patterns conform with zoning requirements and, if not, whether changes to dimensional standards (e.g. lot size, lot area, setback, etc.) are appropriate.
- Review land use ordinances to ensure that clustering, open space, and subdivision standards in rural parts of the city protect the desired character of the area while allowing for development of diverse housing opportunities, where appropriate.
- Review Waterfront Zones to ensure they are adequately protecting the working waterfront. Consider ways to require or encourage physical and visual access to the water and Rockland’s Harbor Trail; review allowable uses to ensure they are appropriate to the area and change as needed; consider ways to maintain or enhance view corridors.

### Housing

- Advance opportunities to address community housing needs.
- Consider availability of public or private lands or buildings appropriate for affordable housing.
- Consider how to appropriately integrate a range of housing options into existing neighborhoods and new development through such means as accessory dwelling units, upper floor housing in commercial areas, minimum





structure sizes, expansions of structures on non-conforming lots, and mixed-use development standards, while maintaining neighborhood character.

- Consider inclusionary zoning measures and integrate standards into ordinance revisions as appropriate.
- Explore ways to incent landlords and developers to provide housing that is affordable to Rockland’s workforce and seniors.

### **Mobility**

- Create a network of safe, connected and accessible streets, paths, and trails.
- Pursue opportunities to improve walkability, connectivity, and accessibility such as:
- Implement Complete Streets wherever feasible
- Maximize sidewalk width where appropriate
- Add and connect sidewalks wherever feasible
- Identify and add crosswalks where needed
- Implement traffic calming measures where needed
- Develop and enhance local and regional trail system (e.g. walking, biking, hiking);
- Incent easements for sidewalks, trails and views through code provisions and Tax Increment Financing.
- Develop a 5 to 10-year road repair and maintenance strategy.

### **Public Infrastructure**

- Make efficient and cost-effective investments in Rockland’s physical infrastructure.
- Consider sea level rise, storm surges, and related flooding when planning for infrastructure investments to improve resilience over the expected life of the improvements.
- Consider new technology and innovative approaches to maintenance, construction, and deconstruction of physical infrastructure that improve efficiency, reduce costs, and/or minimize environmental impacts.
- Proactively plan for and develop reserve accounts to help fund capital improvements to public facilities and infrastructure.
- Consider whether there should be additional stormwater standards, incentives, or fees related to new development; consider whether any fees should be used for mitigation.

### **Economic and Community Vitality**

- Protect and enhance Rockland’s unique year-round quality of place as a working waterfront city with a small-town feel.
- Ensure physical and visual connectivity with the harbor.
- Improve connectivity between downtown and key surrounding streets (Tillson Avenue, Park Drive, etc.).
- Explore opportunities to use public spaces, sidewalks, streets for commerce, outdoor dining, community events, and other activities.



- Encourage continued diversity in Rockland’s economy through land use policies that allow for business attraction and expansion where appropriate.
- Develop and sustain a strong network of park and open spaces, along with a range of recreational activities and programming for all ages.
- Consider how a network of publicly owned lands and trails could benefit wildlife and pollinators.
- Explore ways to grow the tax base to support municipal services and put downward pressure on the mil rate.
- Continually assess and improve how the city government engages with the community.
- Continually evaluate ways to protect Rockland’s unique history, culture, and character.

## **EVALUATION**

The comprehensive plan is intended to serve as a road map for City Council policy making and a resource for the City Manager, department heads, and committees as they plan and prioritize their respective work. Ultimately, the success of the plan will be measured by its implementation over time.

Monitoring the plan’s implementation should be an open and ongoing process. As The Plan is implemented, the Comprehensive Planning Commission will evaluate progress and annually identify areas in need of clarification or modification. The Commission also is responsible for reviewing proposed land use related ordinance changes for compatibility with the comprehensive plan.

Overall, progress on the plan will be evaluated by the Comprehensive Planning Commission, in collaboration with the City Manager, at least every five years to determine the following:

- The degree to which the Future Land Use Plan strategies have been implemented;
- Percent of municipal growth-related capital investments that have been directed to growth areas;
- The location and amount of new development in relation to designated growth areas and rural areas;
- The status of future planning efforts for the focus areas identified in the Future Land Use Plan;
- The amount of critical natural resource, critical rural, and critical waterfront areas protected through acquisition, easements, or other measures.



# REGIONAL COORDINATION

As a regional service center, employment center, and county seat, the Rockland’s needs are linked with those of its surrounding communities. Rockland has an approximate year-round population of more than 7,000 and the daytime population increases by more than 50% with daily commuters from the surrounding area. Daily visitors also can number in the thousands – whether from nearby communities, or from away.

## KEY ISSUES FOR REGIONAL COORDINATION

There are several significant topics in the Rockland region that could benefit from regional coordination. For each of these issues below, the issue is briefly described and potential regional partners are listed. This list is not exhaustive and as these issues evolve over time and organizations grow and change, new partners emerge.

### HOUSING

Housing insecurity is one of the most pervasive ongoing issues in the Midcoast region and the State of Maine. Nationwide, Maine has the ninth largest gap between the income of an average renter and the income needed to afford a two-bedroom rental, according to a recent study from the National Low Income Housing Coalition. While Rockland was once considered affordable for the region, MaineHousing data for 2020 shows that nearly 74% of Rockland households, and 62% of Knox County households are unable to afford a median two-bedroom rent.

Most of the housing stock in Rockland and the surrounding towns is older, with much of it built before World War II. This suggests a significant need for home repair, and in some cases lead remediation and accessibility improvements – particularly in lower income homes.

Rockland has a significant need for new housing units, particularly “missing middle” housing, which are units affordable to those residents making approximately 50% – 90% of area median income (AMI). Rockland has a higher percentage of rental units than the surrounding towns, and therefore serves many of the rental housing needs in this labor market area. When compared to neighboring towns, Rockland also has proportionally more people living in poverty. There is ongoing homelessness in the region, particularly families with young children, which adds an additional layer of complexity to the regional housing insecurity. Construction of additional housing, and in particular affordable housing, would help to address affordable housing issues and provide more options for the variety of household compositions in the region.

### Housing Regional Partners

- **MaineHousing and Penquis Community Action Agency.** The City of Rockland is an annual partner in offering MaineHousing’s Home Repair Program in Knox County, and serves as the sponsoring community for a related Community Development Block Grant.
- **Maine Habitat for Humanity and Knox County Homeless Coalition.** The city has assisted developments in Rockland, including funding and zoning amendments.
- **The Genesis Fund.** The city partnered with the Genesis Fund for health and safety related repairs at a local cooperatively owned mobile home park, and other mobile home cooperatives throughout Maine.
- **Local Institutions.** RSU13 and other owners of institutional buildings can be important partners in making buildings available for redevelopment as affordable workforce or senior housing.



- **Neighboring Communities.** Rockland is collaborating with other communities on the possibility of creating a regional housing trust for developing affordable housing.

## ECONOMY

Rockland’s diverse economy is a major economic driver for the region. With a strong manufacturing base, varied services, thriving creative economy, and a working waterfront, Rockland is an important employment center as well as a draw for visitors. Its historic downtown, variety of museums, annual festivals and beautiful natural environment make Rockland an attractive location for a business, and also draws tens of thousands of visitors to the region.

Midcoast communities share many of the same economic challenges – helping new businesses to get off the ground, attracting workforce that allows businesses to grow, providing affordable housing for the workforce, and identifying and capitalizing on emerging trends and opportunities.

### Economy Regional Partners

- **Midcoast Economic Development District.** In effect a Council of Governments, MCEDD brings communities together from Brunswick to Lincolnville, and develops a regional economic development plan that identifies emerging trends and opportunities, as well as projects particularly important to the region. Other opportunities include regional loan and assistance programs and shared access to technical assistance.
- **Penobscot Bay Chamber of Commerce.** The regional chamber works with area businesses and communities on regional visitor attraction and visitor guides, and provides an important source of business-to-business networking.
- **Rockland Main Street, Inc.** Rockland Main Street works closely with the city on issues related to the downtown – including business location and attraction, events, and community development. As a member of the Maine Downtown Center, Rockland Main Street also is a conduit for information on what has worked in other Main Street communities throughout Maine and nationally.
- **State and regional economic development organizations.** A diverse mix of government agencies, nonprofits, and professional organizations provide opportunities to leverage state and regional programs and services for local and regional benefit.

## TRANSPORTATION

Rockland is a multi-modal transportation hub for the region. US Route 1 is the major thoroughfare for both people and freight. The State Ferry terminal located in Rockland provides passenger and freight service to island communities, as well as a bus-stop for regional coach service. Rockland’s commercial piers provide access for businesses that service island communities with freight and fuels, and provide infrastructure to welcome transient vessels that visit our port. Rockland is also located at the end of a rail line important for both local and regional manufacturers, as well as the possibility of future passenger rail service to Boston.

Rockland’s economy also benefits from the regional airport in neighboring Owl’s Head, with daily service to Boston.

### Transportation Regional Partners

- **Maine Department of Transportation (DOT).** MaineDOT is an important partner for planning regional transportation – from highway improvements, to marine infrastructure, continued rail service and regional bicycle trails.



- **Maine State Ferry Service.** Rockland’s economy is linked to that of nearby island communities who depend on Rockland for services, supplies, marine infrastructure, getting products to market, for and the Ferry Service service. The Maine State Ferry Service serves the islands of North Haven, Vinalhaven, and Matinicus from Rockland. The City Manager participates on the advisory board for the Ferry Terminal in Rockland.
- **Knox County Regional Airport.** Regular service to Boston is an economic driver for the region and the many businesses that need to access regional and national clients and partners.
- **Northern New England Passenger Rail Authority (NEPRA).** The city has coordinated with NEPRA on the possibility of passenger rail.
- **Federal agencies.** The US Coast Guard and US Army Corps of Engineers are important partners in ensuring safe marine transportation, clear channels and a protected harbor.
- **Land Trusts and non-profits.** Land trusts and non-profits are important partners in advancing trail networks and related infrastructure.

## MUNICIPAL SERVICES AND INFRASTRUCTURE

There are regional opportunities for sharing services and infrastructure:

**Waterwater/Sewer.** Rockland wastewater lines not only serve the City of Rockland, but also portions of Owls Head, Thomaston, and Rockport. The Glen Cove area and the Samoset Resort, both located in Rockport, are served by the Rockland sewer system. Rockland provides sewer service to a limited number of homes on Ingraham’s Hill in Owls Head; the remaining portions of Owls Head have no wastewater treatment system. Other surrounding towns have no public sewer systems.

**Water.** A regional water utility, Maine Water Company, serves several communities in the region.

**Fire and Rescue.** The Rockland Fire Department is the largest and most technically advanced Fire Department in the region and participates in a regional Mutual Aid Program. Mutual Aid is an agreement between regional fire departments to provide aid if an emergency exceeds the capacity of a town. Rockland emergency services participate in regional dispatching, which saves money by linking repetitive services and allows coordination between towns. Rockland has explored, and will continue to explore, shared fire service.

Rockland provides direct EMS service to Owls Head for an annual fee. Rockland provides on call service for a fee to other communities including, Thomaston, South Thomaston, Rockport, Camden, and Island communities. This helps cover the costs of Rockland’s EMS service, and benefits the region.

**Police.** Interlocal agreements with Thomaston and Rockport allow for seamless law enforcement across town lines. In addition, coordination with State Police, County Sheriff, and neighboring communities is a regular part of doing business.

**Solid Waste.** Rockland contracts with ecomaine for solid waste management, a company that serves many in the region.

**Libraries.** The Rockland Public Library serves many people who do not reside in the city, and through collaboration with other libraries, provides access to a wider range of books and materials than they could on their own.

**Broadband.** Rockland is a member of the Midcoast Internet Development Corporation – a new organization working to advance fast and reliable broadband to the region. Other participating communities include Camden, Rockport and Thomaston.





## EDUCATION

Since the last Comprehensive Plan (2002), Rockland schools were restructured into a regional school unit, or RSU. Rockland schools are part of RSU 13, which includes Ash Point Community School, Cushing Community School, South School, Thomaston Grammar School, Oceanside Middle School, and Oceanside High School. The Midcoast School of Technology and a variety of private schools also provide educational opportunities in the region.

## NATURAL RESOURCES AND MARINE AREAS

Rockland shares important natural and marine areas with its neighboring communities – each of which provides an opportunity for collaboration:

**The Bog.** The Rockland Bog is a unique natural area that provides habitat for inland waterfowl and wading birds during migration. Rockland has enacted the Woodland/Wildlife “G” Zone District to protect the Bog. There is opportunity to coordinate with Rockport, Thomaston and Warren on Bog protection. The Oyster River Bog Association also plays a key role in preserving the Bog.

**Chickawaukie.** Chickawaukie Pond and its watershed are shared between the City of Rockland and Rockport. There may be benefits in coordinating on lake protection. The Town of Rockport has enacted regulations to limit the phosphorous entering the lake system; Rockland does not have similar regulations.

**The Harbor.** Rockland shares Rockland Harbor with the Town of Owls Head. The land adjoining the harbor in Owls Head is primarily residential. The land adjacent to the harbor in Rockland is primarily used for commercial purposes. There may be opportunities to coordinate with the Town of Owls Head on mooring and harbor access issues.

This list is by no means exhaustive. The issues ripe for regional coordination will undoubtedly vary over time. Overall, Rockland’s track record of regional collaboration provides a solid foundation for future success.



# **FUTURE LAND USE**

**GOALS, OBJECTIVES, STRATEGIES  
FUTURE LAND USE MAP  
FUTURE LAND USE FOCUS AREAS  
ROCKLAND RESIDENTIAL AREAS**



# FUTURE LAND USE

Residents consider Rockland to be an exceptionally livable community, thanks in part to its lively arts scene, supportive culture, walkable neighborhoods, creative economy, proximity to the ocean, and wealth of natural resources. Because of these attributes, Rockland will consistently face pressures of growth. Growth is often viewed as positive, but growth management begs several important land use questions: How should residential neighborhoods be equitably preserved and enhanced? Where are appropriate areas to promote infill development? Where should residential, commercial, industrial, and rural growth areas be designated? Thoughtful and effective land use planning can help the city answer these questions, enhance quality of life, and protect and celebrate community character. This section outlines Rockland’s Future Land Use goals, objectives, and strategies.

## FUTURE LAND USE KEY FINDINGS

- **The city’s historic development patterns provide Rockland with a small-town feel, walkable neighborhoods, an eclectic downtown, and a diverse waterfront.** The majority of the development is concentrated around the harbor and mixed-use downtown areas, which are ringed by residential neighborhoods and framed by commercial corridors. Further west and away from the water, the city becomes less dense, with a mixture of residential areas and scattered commercial development and with significant areas of natural habitat and open spaces.

*Rockland’s neighborhoods enrich the city’s character, reflect historic development trends, and have unique qualities (historic and varied housing stock, proximity to a walkable downtown, sizable yards, greenery, outdoor living, etc.) that residents value.*

*Rockland’s appeal is enhanced by the variety of employers and career opportunities, and an atmosphere influenced by a variety of small businesses, the creative economy, the working waterfront, a robust arts community, and access to quality food and restaurants.*

- **Rockland has several gateway transportation corridors including Route 1 (Camden Street, Park Street), Route 17, Old County Road, and Route 73.** These gateway areas have less consistent patterns of development and defined character than other parts of the city.

*The Camden Street corridor, north of Maverick Street, has been an area of community attention for several years with a goal of encouraging more walkability, bikeability, street trees, and complete streets.*

- **Tillson Avenue Redevelopment.** The Tillson Avenue area is important for historic industrial use, working waterfront, and large amounts of undeveloped space. Due to its central location in relation to downtown, it offers potential for downtown growth and expansion. With that in mind, City Council approved a zoning change to allow mixed use development in part of the Tillson Avenue area.
- **The Rockland Zoning Code has 24 separate classes of zones.** While Rockland is relatively small geographically (15 square miles), the city has 24 separate classes of zones, 4 overlay zones, and 5 contract zones. Contract zones are designated as a C3\_2 zone overlay zone. While overlays and contract zones can be a convenient land use tool, they can make it confusing for property owners and others to readily understand what is and isn’t allowed on a property.



- **In communities up and down the Maine Coast, development pressures are resulting in loss of working waterfront and water dependent uses to other uses such as condos, hotels, and other residential and commercial uses.** Of Rockland’s 6 waterfront zones, only one (WF-1) focuses primarily on traditional working waterfront and water dependent uses. Four of the waterfront zones (WF-2, WF-3, WF-3a, WF-4) allow for other non-marine related uses such as hotels and motels, residential uses, and other commercial uses. Heart and Soul interviews are clear that maintaining the working waterfront is a priority for the community.
- **The effects of climate change and sea level rise may impact land use and the cost of doing business on the waterfront over time.** According to projections from NOAA and the State of Maine, there are over 20 parcels along the waterfront that are vulnerable to sea level rise in the next 50 years. This includes several waterfront businesses and some of Rockland’s public properties. See Harbor Management Plan and Sustainability section for more information.
- **Transitional business zones are used in some areas as a bridge between residential neighborhoods and commercial/industrial development.** Rockland has 4 Transitional Business Zones. These zones are designed to transition between different kinds of uses. Interestingly, Transitional Business Zones are not used in areas where there are more intensive commercial/industrial uses that transition directly to residential neighborhoods, such as the area around the Industrial Park.
- **A recent study by the city’s Housing Task Force found that an estimated 43% of Rockland’s residential properties (1,264 parcels) are not in conformance with current zoning lot sizes.** Similar wide spread non-conformities also exist with setbacks and other dimensional standards. It’s unclear whether and where these and other dimensional non-conformities (e.g., setbacks, lot coverage, etc.) were intentional.
- **Public water and sewer covers most of the city’s area up to Old County Road.** This generally aligns with the city’s designated growth area. In addition to serving the city, Rockland’s system also serves Glen Cove and the Samoset Resort area of Rockport; some areas along Route 1 and Dexter Street in Thomaston; and about 40 residences in Owls Head.

## FUTURE LAND USE GOALS

- Growth and development are focused in appropriate areas
- The form and characteristic of each neighborhood may vary, but together the community feels like a cohesive whole
- Land use policy enhances and protects our neighborhoods and community
- Land use planning tools continue to prioritize the citizens who live here
- Water dependent, marine related and compatible non-marine uses are protected along the waterfront

## FUTURE LAND USE OBJECTIVES *(objectives are not listed in order of priority)*

1. Make zoning and new development consistent with the city’s land use goals, compatible with historic patterns of development, and consistent with community health and living standards
2. Carefully consider zoning changes to protect the residential character of our neighborhoods



3. Make development standards clear and easy to apply
4. Ensure the permitting processes is timely and transparent
5. Create neighborhoods that include varied housing options and accommodate a mixture of incomes
6. Consider surrounding land uses and neighborhood context to inform and enhance community character
7. Identify and protect important natural resources
8. Locate green spaces throughout the city
9. Identify and protect important historic and cultural resources
10. Ensure that permitted land uses support business expansion and job growth within appropriate areas of the city with sensitivity to residential context, quality of living, and impact on environmental health
11. Sustain a diverse working waterfront that connects to Rockland’s cultural and economic maritime roots
12. Protect and enhance access to the water (physical and visual)
13. Create land use policy that supports the other goals and objectives in the Comprehensive Plan

## FUTURE LAND USE RECOMMENDED STRATEGIES & ACTIONS

RELATED OBJECTIVE	RECOMMENDED STRATEGY	POTENTIAL RESPONSIBILITY
<b>3, 13</b>	<p>Review and simplify Rockland’s 24 zones and 4 overlay zones given the limited geographic area of the city, considering such things as:</p> <ul style="list-style-type: none"> <li>Clarity of ordinance language and review process</li> <li>Compatibility of allowable uses within existing residential neighborhoods</li> <li>Consistency of the surrounding zoning</li> <li>Areas where there are repeat requests for zone changes</li> <li>Areas where zoning standards are hindering the ability of the city to accomplish its land use goals</li> </ul>	<p>Staff (Planning &amp; Code Enforcement); Comprehensive Planning Commission; Planning Board</p>
<b>All</b>	<p>Review and clarify the purpose for each zone to ensure that allowed uses and standards accomplish the purpose and are aligned with current community needs</p>	<p>Staff (Planning &amp; Code Enforcement); Comprehensive Planning Commission; Planning Board</p>
<b>9, 11, 12</b>	<p>Review Waterfront Zones to ensure they are adequately protecting the working waterfront:</p> <ul style="list-style-type: none"> <li>Require or encourage physical and visual access to the water and Rockland’s Harbor Trail</li> <li>Review allowable uses to ensure they are appropriate to the area and change as needed</li> <li>Maintain or enhance view corridors</li> </ul>	<p>Staff (Planning &amp; Code Enforcement); Comprehensive Planning Commission; Planning Board</p>





RELATED OBJECTIVE	RECOMMENDED STRATEGY	POTENTIAL RESPONSIBILITY
1, 2, 6	Consider whether existing building patterns conform with zoning requirements and, if not, whether changes to dimensional standards (e.g. lot size, lot area, setback, etc.) are appropriate	Staff
3	Consider incorporating the requirements of the overlay zones in the write ups of the underlying zones so that there is one place to see what is and isn't allowed.	Staff (Planning & Code Enforcement); Planning Board
1, 5	Consider the extent to which there are exclusionary zoning provisions or land use policies that restrict development of housing that is affordable to Rockland's workforce	Staff (Planning & Code Enforcement); Planning Board
1, 2, 3, 13	Identify lots that are not entirely within one zone, and for each lot, evaluate whether it makes sense to change the boundaries of the relevant zones to make requirements more transparent and easier to understand, without unduly impacting neighborhood character	Staff (Planning & Code Enforcement)
2, 5, 6	Consider how to appropriately integrate a range of housing options into existing neighborhoods and new development through such means as accessory dwelling units, upper floor housing in commercial areas, minimum structure sizes, expansions of structures on non-conforming lots, and mixed-use development standards, while maintaining neighborhood character	Staff
10	Evaluate whether there are opportunities outside the Industrial Park for lighter commercial industrial uses that could free up space within the Industrial Park for more industrial uses; work with businesses in the industrial park who do not require industrial zoning to move to new locations out of the park in order to free up space	Staff (Economic & Community Development, Planning & Code Enforcement); Planning Board
1, 2, 9,	Regularly review policies on short-term rentals to balance demand with the need to provide year-round housing opportunities and the desire to maintain neighborhood character	City Council; Staff (Planning & Code Enforcement)
1, 3, 4	Continuously improve the clarity and flexibility of regulatory requirements and improve the predictability of the regulatory processes, including: <ul style="list-style-type: none"> <li>• Edits to Chapter 19 for consistency and ease of use for the average reader</li> </ul>	Staff
1, 2, 6, 10, 13	Consider whether transitional business zones might be added in more areas, such as <ul style="list-style-type: none"> <li>• Where more intensive commercial or industrial development borders residential neighborhoods</li> <li>• Along transportation corridors where commercial development is interspersed with residential uses</li> </ul>	Staff; Comprehensive Planning Commission
2, 5, 10	Encourage 1st floor commercial activities and allow for residential uses on upper floors in mixed use areas	City Council; Planning Board



RELATED OBJECTIVE	RECOMMENDED STRATEGY	POTENTIAL RESPONSIBILITY
<b>7, 8, 10, 12</b>	Consider how code provisions could incentivize: <ul style="list-style-type: none"> <li>Physical and visual connectivity with harbor</li> <li>Green spaces in all parts of town</li> <li>Easements for trail connectivity</li> <li>Opportunities to use public spaces, sidewalks, streets for commerce, outdoor dining, community events, and other activities</li> </ul>	Staff (Economic & Community Development); City Council; Harbor Trail Committee; W2W Trail Committee
<b>13</b>	Regularly review city policies for using public spaces	City Council
<b>8, 13</b>	Pursue opportunities to improve walkability, connectivity, and accessibility in both public and private development and redevelopment (see Mobility and Transportation)	City Council; Recreation Committee; Staff (Economic & Community Development, Public Services)
<b>1, 3, 4, 8</b>	Consider opportunities to enhance streetscape elements and landscaping to improve placemaking in underutilized spaces (see Mobility and Transportation)	City Council; Staff (Economic & Community Development, Public Services); Recreation Committee
<b>8, 13</b>	Improve the city's gateway areas (i.e. Camden Street, Old County Road, Park Street, Route 17, Route 73) considering such things as bikeability, walkability, green space, and signage; plan for projects that can be implemented over time (see Mobility and Transportation)	City Council; Staff (Public Services, Economic & Community Development); Planning Board
<b>1, 13</b>	Consider implementing past aspects of the Tillson Avenue plans that are both timely and under city control	Staff (Economic & Community Development); City Council
<b>13</b>	Have a practical and phased plan for implementing Camden Street improvements in collaboration with MaineDOT over time	Staff (Economic & Community Development); City Council
<b>1, 2, 5, 6, 7</b>	Review land use ordinances to ensure that clustering, open space, and subdivision standards in rural parts of the city protect the desired character of the area while allowing for development of diverse housing opportunities, where appropriate	Staff (Planning and Code Enforcement)
<b>2, 6, 10, 13</b>	Review the rules for home businesses to ensure they maintain compatibility with the neighborhood and protect the character of the zones in which they are located	Staff (Planning & Code Enforcement)
<b>3, 4</b>	Continually improve design standards, land use policies, and public process including: <ul style="list-style-type: none"> <li>Improvements to the project review processes</li> <li>Integration of current and sustainable building practices and technologies</li> <li>Encourage developers to undertake neighborhood or community outreach for projects prior to site plan or subdivision review</li> <li>Improved transparency in development review and public notification</li> </ul>	Staff (Planning & Code Enforcement, Economic & Community Development)



RELATED OBJECTIVE	RECOMMENDED STRATEGY	POTENTIAL RESPONSIBILITY
3	List what are now considered “Special Uses” in the code in each zone where they are allowed, rather than in a separate section	Staff (Planning & Code Enforcement)
11	Maintain, modernize, and expand infrastructure to support the working waterfront capabilities as needed	City Council; Staff (Harbor Master)
11	Prioritize water-dependent, marine-related uses and compatible non-marine uses along the waterfront through appropriate regulatory standards	City Council; Staff (Planning & Code Enforcement)
7	Remain in compliance with MaineDEP Shoreland Zoning Standards and continue to advocate for flexibility based on existing development along Rockland’s waterfront areas	City Council; Staff (Planning & Code Enforcement); Planning Board
1, 3, 7	Amend ordinances as necessary to ensure any development in flood-prone areas is resilient, including those areas vulnerable to coastal flooding	Staff (Public Services, Wastewater); Planning Board
2, 7	Consider whether there should be additional stormwater standards, incentives, or fees related to new development; consider whether any fees should be used for mitigation	City Council; Planning Board; Staff (Planning & Code Enforcement)
1, 2, 3, 13	Research principles of Form Based Code and consider whether some of the regulations should be integrated into Rockland’s land use codes; training for staff as appropriate	Staff (Planning and Code Enforcement, Economic & Community Development); Planning Board
1, 3	Evaluate the standards of Rockland’s overlay zones and consider whether they are accomplishing the intended objectives and are encouraging/discouraging desired development; revise as appropriate	Staff (Planning & Code Enforcement)
1, 2, 3	Evaluate zoning to assure that regulations for those who want to grow food are not unnecessarily onerous	Staff (Planning & Code Enforcement)

## FUTURE LAND USE MAP

Rockland’s Future Land Use planning anticipates that residential, industrial, institutional, mixed-use, and open space areas will remain largely consistent with existing patterns. The plan also anticipates that the regulations governing development will not be static, but will adjust and adapt to changing needs and policy direction. Zoning boundaries and specific use, dimensional, and performance standards will be modified over time as ordinances are revised and updated. Future land use modifications will be informed by a combination of the vision, goals, objectives, and strategies of this plan.

The Future Land Use Map provides the high-level framework for making future zoning, policy, and investment decisions and provides a reference point for regulatory standards, which will help preserve our quality of life, community character, and cherished small-city lifestyle. The maps show “Growth Areas”, “Rural Areas”, and “Critical Natural Resources Areas”.

- **Growth Areas.** The anticipation is that most residential and non-residential development over the next ten years will occur in the growth area. Public sewer and water are available in much of the growth area. Strong, complete neighborhoods are fundamental to the city’s overall health.
- **Rural Areas.** These are areas that are predominantly undeveloped, have large contiguous areas of open land and are not serviced, or likely to be serviced, by public water and/or sewer in the foreseeable future. New development may be appropriate in the rural area, provided it is small-scale, lower density development that is compatible with the rural landscape.

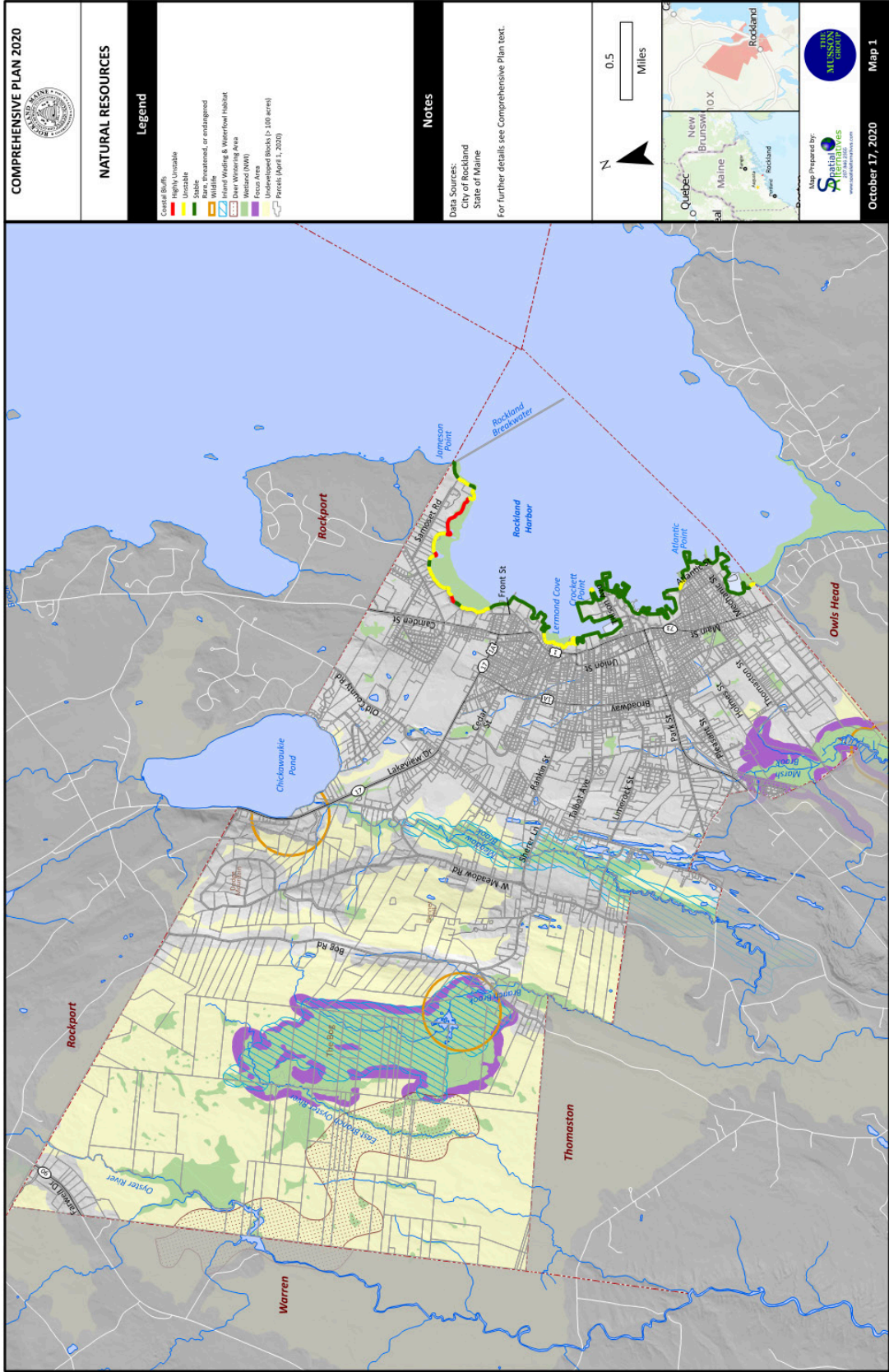


- **Critical Natural Resources Areas.** Future Land Use within the Growth Areas and Rural Areas will need to consider appropriate protective measures for the city’s critical natural resources. Critical Natural Resources can include (but are not limited to) wetlands of special significance; significant wildlife habitat; threatened, endangered and special concern animal species habitat; scenic vistas; natural communities that are critically imperiled or rare; areas containing plant species declared to be threatened or endangered; or coastal bluff areas vulnerable to erosion. The Natural Resource Map indicates where these areas are currently identified.

Overall, Future Land Use throughout the city should be thought of in a nuanced way which recognizes that all land, excluding that which is permanently conserved, has potential for growth enabled under current zoning designations and regulations.







**COMPREHENSIVE PLAN 2020**



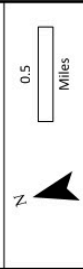
**NATURAL RESOURCES**

**Legend**

- Central Buffer
- Highly Unsuitable
- Stable
- Rare, Threatened, or Endangered
- Marine Wildlife & Waterfowl Habitat
- Over Wintering Area
- Wetland (NWI)
- Focus Area
- Undeveloped Blocks (> 100 acres)
- Parcels (April 7, 2020)

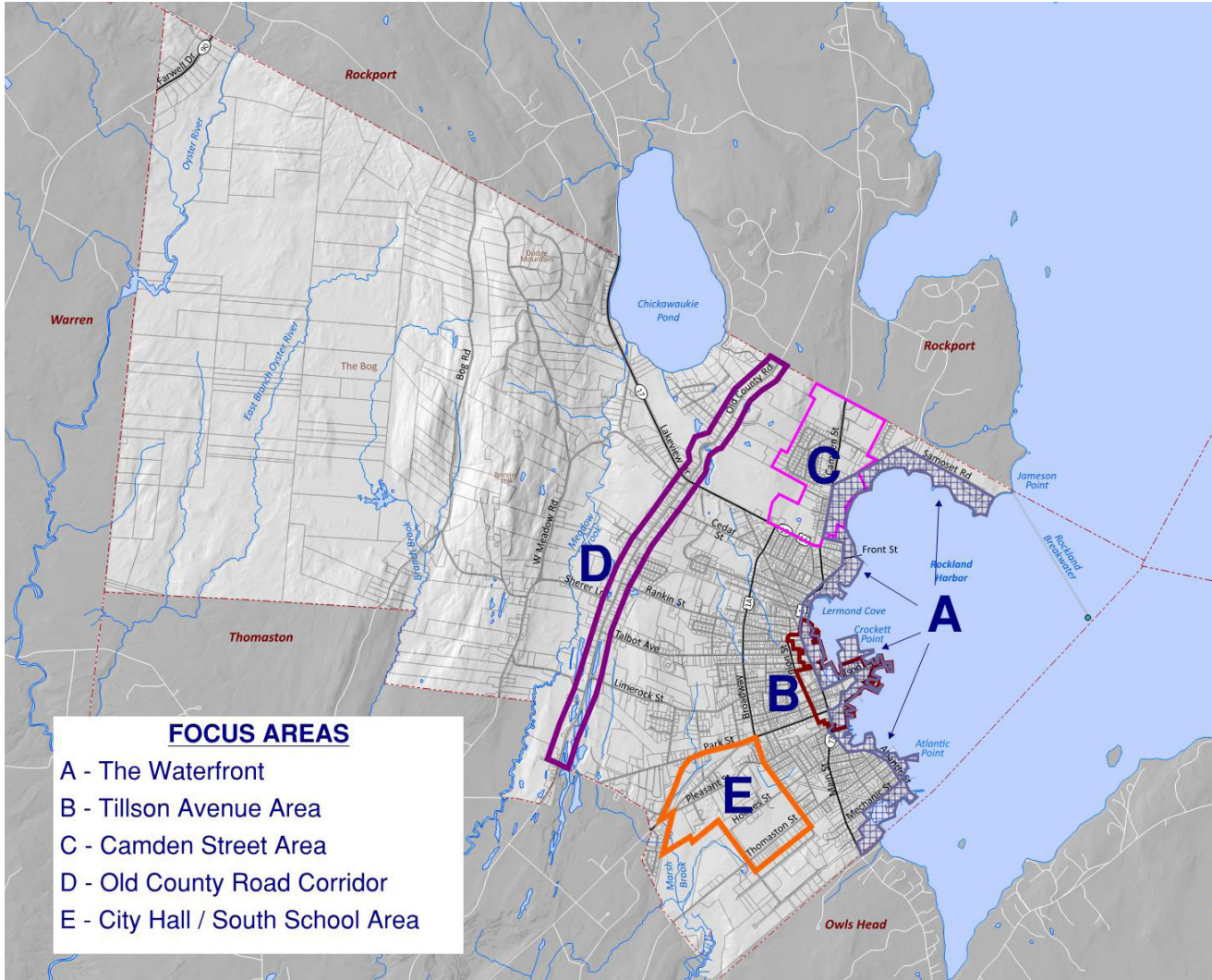
**Notes**

Data Sources:  
City of Rockland  
State of Maine  
For further details see Comprehensive Plan text.



October 17, 2020  
Map 1







# FUTURE LAND USE FOCUS AREAS

The following Focus Areas are distinct sub-areas of Rockland that present unique challenges and opportunities as the city grows and land use pressures increase in the future. In these areas the city will need to address a combination of special planning, zoning, or infrastructure considerations. These areas were identified early on in the planning process through a series of consensus-building conversations with stakeholders, residents, and community leaders. Each focus area has its own attributes and qualities that necessitate closer examination in the land use planning process. This Focus Areas section of the Future Land Use chapter provides additional insight and guidance on each of these areas.

## FOCUS AREA A: THE WATERFRONT

Rockland’s waterfront balances a full range of uses that coexist next to, and sometimes overlapping with, each other. In many locations along the waterfront marine-related and compatible non-marine uses provide a bridge between the city’s maritime activity and the commercial, tourist, residential, and recreational activities. The waterfront also faces challenges of aging infrastructure, public access, development impacts, and climate change.

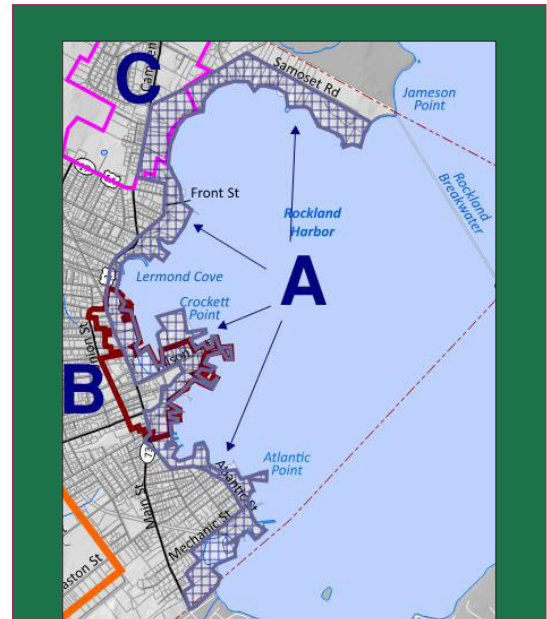
Finding a balance between these sometimes competing, sometimes mutually beneficial, always shifting waterfront environments is an ongoing challenge. While encouraging water dependent uses along the full waterfront may be desirable, other opportunities may also provide benefits that support the city and offer a path toward a sustainable, healthy waterfront in the future.

Planning for the waterfront will continue to be an iterative process in order to remain responsive and relevant to evolving and cyclical conditions.

## SPECIAL PLANNING CONSIDERATIONS

### Overall

- Waterfront policies should preserve marine uses, but also provide for a balance of non-marine uses to allow the waterfront to adapt to changing economic trends and evolving infrastructure needs, as well as to spur needed investment
- Encourage water dependent uses on the ground floor in non-residential areas
- Connect the public waterfront properties with an integrated vision

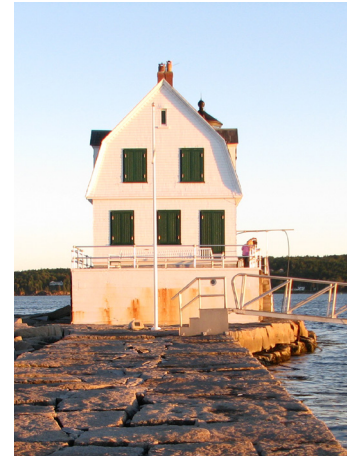


### Rockland Waterfront Unique Attributes

- Traditional working waterfront ranging from commercial fishing to ship building and marine construction
- Amazing portfolio of public properties along the waterfront (Harbor Park, Public Landing, Middle Pier, Sandy Beach, Commercial Fish Pier, Snow Marine Park)
- Ferry service to off shore island communities
- Marina space for recreational boating
- Public property and private property access enhance physical and visual
- A variety of amenities such as Harbor Trail, restaurants, schooners and harbor tours, parks, and festivals invite people to the waterfront
- Working waterfront provides employment through commercial fishing, ship building, water related processing, aquaculture, etc.
- Rockland Breakwater and lighthouse provides unique access as well as protection from wave action



- Public policy and regulation should support the working waterfront, but recognize that a one size fits all approach might not be the most appropriate approach
- Incorporate public access wherever possible in waterfront development projects
- Provide access/support for the changing marine economy (e.g., aquaculture and renewable projects)
- Provide adequate facilities to meet the needs of the various waterfront users
- Better connect downtown with the waterfront, including water facing buildings and facilities
- Better connect the waterfront to downtown so that downtown is welcoming from the water
- Maintain and enhance visual and physical access to water
- Expect pressure from residential and tourism related development and proactively incentivize marine-related and compatible non-marine related uses in appropriate areas



#### **South End Waterfront**

- Create a vision and implementation road map for Snow Marine Park that helps to balance multiple public uses
- Review the waterfront zones and consider whether the currently zoned WF-2 parcel sandwiched between two WF-1 zoning areas should also be WF-1 zoning



#### **Lermond Cove and Central Area**

- Create a vision and implementation road map for the publicly owned properties along the waterfront
- Improve pedestrian connectivity along park drive

#### **North End Waterfront**

- Consider whether the current zoning adequately encourages marine related uses
- Review compatibility of non-marine related uses and encourage those uses on upper floors

#### **Jameson Point Waterfront**

- Improve pedestrian connectivity to Rockland Breakwater
- Explore waterfront access opportunities






**FOCUS AREA B: TILLSON AVENUE**

The Tillson Avenue area of Rockland acts as a transitional area between the downtown Main Street corridor and the waterfront. This area also connects to the Harbor Trail and offers a dynamic mix of commercial activity.

**Special Planning Considerations**

- Review the Tillson Avenue Downtown TIF District Infrastructure Plan to determine if there are portions of that plan that the city should implement
- Implement connectivity improvements to access the waterfront (harbor trail, consistent lighting, wayfinding, etc.)
- Review the zoning, particularly along the waterfront, to ensure they are sufficient for preserving the working waterfront and maintaining physical and visual access to the water
- Use development standards to encourage appropriate design and construction for the area which must include provisions to:
  - Maintain or enhance view corridors
  - Provide access for the harbor trail
  - Consider parking needs
- Factor in sea level rise for waterfront construction and infrastructure
- Review mobility considerations for industrial uses, foot traffic, and other access needs
- Analyze density impacts on traffic volume



**Tillson Avenue Unique Attributes**

- Area connected to the waterfront, Downtown, and Harbor Trail
- Home to a mixture of commercial activities ranging from small manufacturers, creative industries, larger “industrial” uses, office buildings, and working waterfront
- Transitional area from Main Street/ Downtown commercial to industrial working waterfront
- Mixture of open and underdeveloped parcels (large warehouses, parking lots, etc.)
- Zoning includes the Downtown Zone and two Waterfront Zones (WF-3 and WF-3a)
- Within an existing TIF District




### FOCUS AREA C: CAMDEN STREET

The Camden Street area sits on the north end of Rockland at the city line where it borders the town of Rockport. This area is a mix of commercial corridor retail and residential neighborhoods, along with a small section of waterfront.

#### Special Planning Considerations

- Review and, where feasible, implement recommendations in the Camden Street Plan
- Incorporate complete streets goals into future projects
- Build sidewalks and ensure harbor trail connectivity
- Implement limited transitional areas to buffer Route 1 commercial from neighborhood areas
- Review the zoning, particularly along the waterfront, to ensure it is sufficient for preserving the working waterfront and maintaining physical and visual access to the water
- Use development standards to encourage appropriate design and construction for the area which must include provisions to:
  - Maintain or enhance view corridors
  - Provide access for the harbor trail
  - Consider parking needs
- Factor in sea level rise considerations for waterfront construction and infrastructure
- Analyze and implement strategies for intersection near old garage
- Create better transitions between commercial uses and the residential uses (including waterfront areas off front street)



#### Camden Street Area Unique Attributes

- Camden Street is a major gateway to Rockland and has had some planning to identify possible improvements
- Dense residential neighborhoods
- Commercial development along Route 1 and Maverick Streets (some commercial lots are not fully developed)
- The area connects to the waterfront and has public views to the water from various residential streets and Route 1
- Lack of sidewalk connections to residential neighborhoods and consistent bike lanes
- Maverick Street and Route 1 separate different parts of the area



### FOCUS AREA D: OLD COUNTY ROAD CORRIDOR

Old County Road is a major corridor on the outer edge of the Rockland future growth area that connects Thomaston and Rockport. This corridor acts as a transitional zone between the denser residential and downtown section of Rockland and the rural, outer edge area.

#### Special Planning Considerations

- Corridor planning for Old County Road that develops a common vision for how this area should look over time and explores what rules (uses, density, etc.) could help achieve that vision
- Low impact commercial uses which would be considered compatible with existing traffic corridor, residential uses, and transition from developed to rural
- Revise ordinances as needed to help achieve the vision for the corridor

**Old County Road Corridor**  
**Unique Attributes**

- Corridor character changes from more rural/larger lots to commercial to historic residential
- Through traffic along Old County Road from Rockport to Thomaston
- Increasing mixture of commercial uses with existing residential uses and historic industrial uses (e.g., quarry, transfer station)
- Transition area between the more developed and more rural parts of the city
- Transfer Station/Landfill properties
- Other quarries in the Limerock Street area



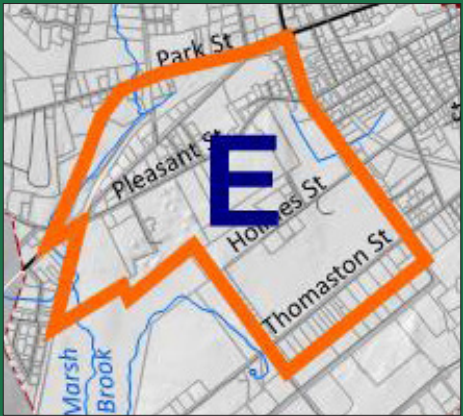


**FOCUS AREA E: CITY HALL / SOUTH SCHOOL AREA**

The City Hall / South School area is a mix of residential, institutional, commercial / industrial uses directly adjacent to the primary industrial zone for the city. This mixture of land uses creates unique challenges and opportunities as Rockland grows in the future. Due to its proximity to the limited industrial land within the boundaries of the city this area is most likely to intermingle non-residential and residential uses and to face pressures from this transition.

**Special Planning Considerations**

- Examine the City Hall and Public Services properties to determine the expense vs value of moving these uses. Consider coordination with possible future development
- Analyze environmental impacts of new development, as a portion of the area is within the Marsh Brook watershed and associated wetland areas.
- Consider or improve transitional zoning between business / industrial uses and existing residential uses as appropriate
- Focus planning efforts on the future of this mixed use neighborhood; improving transitional zoning, and exploring uses and dimensional standards as appropriate
- Consider air quality impacts created by the proximity of residential and industrial areas
- Explore options for improving connections between the school and the surrounding residential uses
- Consider alternative industrial access points to avoid industrial vehicles passing the school and increasing air quality issues
- Explore options for redeveloping the intersection around food pantry and school

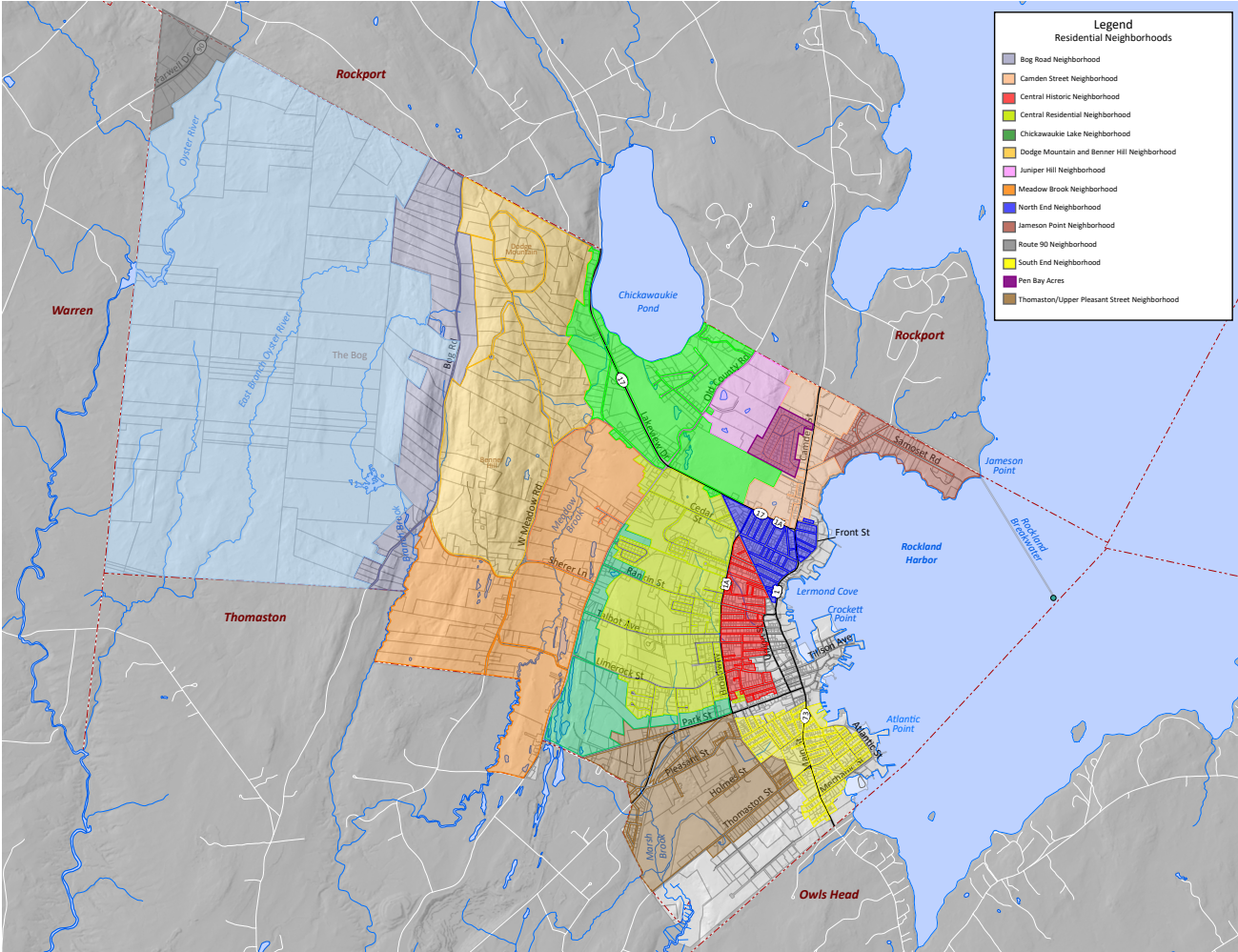


**City Hall / South School Area  
Unique Attributes**

- Area includes property in the Industrial Zone and Business Park Zone
- City Hall Parcel is 13.55 acres
- Public Services Property is 4.4 acres
- Public Services building is aging and will need significant repairs soon
- Area near Pleasant Street is a “gateway” to Rockland from Thomaston
- Includes residential lots and zones
- Abuts active/vibrant residential streets and some of the more affordable areas in the city
- Houses are some of the more affordable options in Rockland (including former habitat for humanity units)
- Home to South School and associated ballfields
- Includes railroad tracks
- Possible trail head
- Food Pantry located in this area



# ROCKLAND RESIDENTIAL NEIGHBORHOODS



## BOG ROAD NEIGHBORHOOD

The Bog Road Neighborhood includes land on both sides of Bog Road and areas adjacent to the Rockland Bog. It is bounded on the south by the Town of Thomaston, and on the north by Mill Road.

### Neighborhood Characteristics

- This area is primarily lower density residential development on larger parcels of land. It is near recreational and open space activities. It is not currently served by public water or sewer.

### Future Planning Considerations

- Geographic and natural resource constraints (Dodge Mountain and Benner Hill topography, habitat, wetlands of the Bog) warrant a lower density rural character and maintenance of unfragmented habitat.
- Development will be dependent on septic systems and drilled wells and support single-family homes, accessory dwellings, protected open spaces, larger lots, and larger setbacks. Cluster development options can help maintain unfragmented areas of habitat.



## CAMDEN STREET NEIGHBORHOOD

The Camden Street Neighborhood is bounded by Maverick Street on the south, Rockland Plaza and Pen Bay Acres on the west, the Rockport town line on the north, and the Atlantic Ocean on the east.

### Neighborhood Characteristics

- This area is a mixture of residential clusters surrounded by commercial activity. Residential uses are a mix of single-family and multi-family development and residential lots are typically medium to small in size (e.g. Philbrick/Habitat for Humanity single-family subdivision).
- Commercial development is a mixture of small and large commercial and retail development including big shopping centers (Home Depot, Shaw's, Hannaford), offices (some with residential uses), and fast food.
- Route 1 and Route 1A run through the area and it is served by public sewer and water.

### Future Planning Considerations

- The Camden Street neighborhood is an important gateway area into Rockland. New development and redevelopment opportunities should integrate design elements to improve the gateway feel, streetscape elements, and overall walkability and access to services.
- The use of additional or improved Transition Business zoning between residential and commercial areas may help in encouraging stability of residential character and gateway demands.
- Due to smaller lot sizes, future residential development could include more affordable units.

## CENTRAL HISTORIC NEIGHBORHOOD

This area is situated between Broadway and Union Streets. It is bounded on the south by Grace Street, on the west by Broadway, on the north by Cedar Street, and on the east by Union Street.

### Neighborhood Characteristics

- This area is a dense and walkable neighborhood abutting the downtown. It includes a range of single, double, and multi-family residential structures in varying degrees of condition. Variable lot sizes and a mix of service buildings and commercial (particularly on the fringes of the neighborhood) make the character of the neighborhood change as you go from one street to another.
- This is part of the Rockland Historic District and is served by public sewer and water.
- Buildings of note within this neighborhood include:

*Berry Manor Inn (historic inn)*

*Limerock Inn (historic inn)*

*McLain School (municipal building)*

*Knox County Courthouse*

*Rockland Public Library*

*Flanagan Community Center*

*Knox Center (nursing home)*



*Knox County Health Clinic (building next to Knox Center)*

*Wyeth Center (part of Farnsworth Museum)*

*Methodist Home*

*St. Peter's Episcopal Church*

*First Universalist Church*

### **Future Planning Considerations**

- Maintain stability of residential character while allowing appropriate mixture of low impact home-based businesses
- Encourage infill development that supports the current residential character of the area
- Reuse and/or redevelop existing structures and underutilized public buildings
  - Explore creative/low impact uses while maintaining the character of the neighborhood
- Maintain the architectural integrity/heritage of the structure being renovated or reused

### **CENTRAL RESIDENTIAL NEIGHBORHOOD**

The Central Residential Neighborhood is bounded on the south by commercial activity near Park Street, on the west by Old County Road, on the north by Maverick Street, and on the east by Broadway.

### **Neighborhood Characteristics**

- This neighborhood is a mixture of residential and commercial uses. It is very bikeable to downtown (partial bike lanes on Old County Road) and is easily accessible to hiking areas.
- The development density shifts between Old County Road (lower density) and Broadway (higher density). Residential uses here are a mix of single-family and multi-family structures. Some areas are served by sewer and water.
- Commercial uses in this neighborhood are primarily focused on Old County Road and the area also includes some civic uses.
- This area shows some remnants of the city's agricultural past (see soils map).
- There are several buildings or structures of note within this neighborhood, including:

*Stella Maris House*

*MacDougal Park*

*Oceanside High School*

*Tillson House on Talbot Avenue, listed in the National Register of Historic Places*

### **Future Planning Considerations**

- Retain the predominantly residential nature of the neighborhood with an appropriate mix of commercial uses. This neighborhood area has a high potential for further development (residential, commercial, small scale agricultural uses). New development should be on or reasonably close to existing public sewer and water.
- Consider a focused corridor plan to manage the increasing commercial development along the Old County Road Corridor.



- Support connections to the proposed Waterfront to Wilderness Trail. For each new development, consider infrastructure to improve connectivity (sidewalks, bike lanes, etc.).

### **CHICKAWAUKIE LAKE NEIGHBORHOOD**

The Chickawaukie Lake Neighborhood is bounded on the west by Lake Avenue, on the south by Old County Road and commercial activity on Maverick Street, and on the north and east by Chickawaukie Lake and the Rockport town line.

#### **Neighborhood Characteristics**

- This neighborhood is a more rural area of the city with primarily single-family homes on medium to large size parcels. Some portions of the area are served by public water and sewer. The dominant nonresidential land use is the Rockland Golf Club.
- Due to their locations within the Chickawaukie Lake area, there are several camp style and lake front developments, along with seasonal structures and cottages converted from seasonal to year-round.

#### **Future Planning Considerations**

- Balance future growth and development by Route 17 with conservation goals. This includes considerations on how best to manage commercial development mixed in with corridors.
- Explore a phosphorus management plan to help mitigate phosphorus loading of the lake due to runoff from developed areas.
- Improve recreational opportunities in this neighborhood.

### **DODGE MOUNTAIN AND BENNER HILL NEIGHBORHOOD**

The Dodge Mountain and Benner Hill Neighborhood encompasses the land between West Meadow Road and Bog Road and is bordered on the south by Mountain Road, on the west by Bog Road, on the north by Route 17 and the Rockport town line, and on the east by West Meadow Road.

#### **Neighborhood Characteristics**

- This area of the city is heavily wooded with a scenic ridgeline, natural settings, spectacular and unique views of the city and Penobscot Bay.
- There is no public water or sewer and lots are typically large. Residential development is scattered throughout the neighborhood creating a sense of privacy.
- This area is part of the Waterfront to Wilderness Trail.

#### **Future Planning Considerations**

- Explore development standards to manage growth in this neighborhood and mitigate the visual impacts of hillside development.
- Consider physical and natural resource constraints, which may require adherence to the state required minimum lot size of 20,000 square feet in zoning. Make minimal investments in public infrastructure to help maintain unfragmented areas and protect physical and natural resources.



## **JUNIPER HILL NEIGHBORHOOD**

This area is located behind Pen Bay Acres and is adjacent to the Rockland Golf Course. It is bounded by the Rockport town line to the north and Old County Road to the west.

### **Neighborhood Characteristics**

- This neighborhood is lightly developed with large lot home sites and contains the largest chunk of forest in the city, other than the bog.
- Topography and rocky ledge conditions make development more difficult. There is a water storage facility for Maine Water in this area.

### **Future Planning Considerations**

- Various types of development (i.e. single-family, congregate living, multi-family) will be attracted to this area due to the existing larger undeveloped lots and easy access to surrounding roadways (Route 17, Route 1, and Old County Road) services and employment opportunities. If development pressures increase, community wastewater facilities should be considered. Should sewer extension be proposed, such extensions would only follow existing roadways and not extend into interior portions of this area. Zoning should be reviewed to look specifically at what type of commercial development should be allowed along Old County Road.

## **MEADOW BROOK NEIGHBORHOOD**

This area encompasses the land on either side of Meadow Brook and is bordered on the south by the Thompson Meadow Road and the Thomaston town line, on the west by the West Meadow Road and lots east of Bog Road, on the north by Lake Avenue, and on the east by Old County Road.

### **Neighborhood Characteristics**

- This neighborhood is semi-rural in character with single-family home sites on medium size lots (+/- 1 acre). It also includes low-volume commercial users and some agricultural uses.
- The area is home to some beautiful woodsy areas and walking trails (connecting to Bog area) along with unique views of the harbor from West Meadow Road.
- There is no public sewer or water in this area.

### **Future Planning Considerations**

- This area has potential opportunities for development of larger to medium size residential lots as well as future agricultural uses.
- Future development will be dependent on septic systems and drilled wells and the city should consider rules around shared wells, cluster or conservation development, and preservation of rural character, wildlife, etc.
- It will be important to consider planning along the Old County Road corridor.



## **NORTH END NEIGHBORHOOD**

Bounded on the south and west by North Main Street, on the north by Maverick Street, and on the east by Camden and Main Streets.

### **Neighborhood Characteristics**

- The North End Neighborhood is one of the more densely populated neighborhoods in the city.
- Traditionally this area provided affordable workforce housing.
- This neighborhood is walkable and bikeable with good pedestrian access to major shopping plazas.
- There are multiple commercial uses along the west side of Maverick Street on small sized lots.
- Residential uses consist of one- and two-family homes and multi-family dwellings of three or more units. The area is served by public sewer and water.

### **Future Planning Considerations**

- High-density residential development should be allowed on smaller lots. Commercial development should be restricted to the primary traffic corridors of Camden and Main Streets; however, home occupations should be allowed.

## **PEN BAY ACRES**

This neighborhood is located between Camden Street and Juniper Hill.

### **Neighborhood Characteristics**

- This area consists of semi-dense residential development within the context of Camden Street and adjacent big box development and retail plazas.
- The Pen Bay Acres neighborhood is served by water and sewer.

### **Future Planning Considerations**

- Study the issues, challenges, and opportunities for better connectivity between this neighborhood and adjacent areas, including safe pedestrian and cyclist access to and from the neighborhood.

## **JAMESON POINT NEIGHBORHOOD**

This neighborhood is located east of Camden Street along Samoset Road and bordering the Town of Rockport and Rockland Harbor.

### **Neighborhood Characteristics**

- This neighborhood is medium to low-density residential uses on single-family lots and some town home development (e.g. Jameson Point condominium development). Properties generally have harbor views.
- The access to the Rockland Breakwater is located at the end of Samoset Road. The Samoset Resort owns the footpath that leads to the breakwater but has left it open for public access.





- The area includes Marie-Reed Park and potential Harbor Trail connections. Public sewer and water services are available. The area on the south side of Waldo Avenue and Samoset Road is subject to landslide risk.

### **Future Planning Considerations**

- This neighborhood is a popular waterfront area for residents and visitors, particularly due to the access to the Rockland Breakwater and proximity to the Samoset Resort. In the future, the city will need to address ways to maintain the existing residential neighborhood while providing public access and necessary services (i.e. toilets) to Marie-Reed Park and the Breakwater.

## **ROUTE 90 NEIGHBORHOOD**

This area is located in the far northwest corner of Rockland along Route 90. It is bounded on the south and east by the Rockland Bog, on the north by the Rockport town line and on the west by the Warren town line.

### **Neighborhood Characteristics**

- This neighborhood is a high traffic and high-speed area with some single-family homes, dominated by the 0.4-mile commercial corridor along Route 90.
- Overall, the neighborhood has a rural feel, even with the commercial activities.
- The Route 90 neighborhood is not served by public sewer and water.
- Rockland's only public access point to the Oyster River path is located in this neighborhood.
- Nearby, the Rockport firehouse near Route 17 / Route 90 is not manned but possibly expanding with ambulance soon.

### **Future Planning Considerations**

- Manage continued commercial development along Route 90, an arterial corridor, such that it is mindful of the distance from public safety and the proximity to environmentally sensitive areas.

## **SOUTH END NEIGHBORHOOD**

This neighborhood is bounded on the south by Mechanic Street and the Owls Head town line, on the west by Broad, Orange, and Lovejoy Streets, on the north by the railroad tracks behind Pleasant Street to where it intersects Main Street, and on the east by Atlantic Street and the Atlantic Ocean.

### **Neighborhood Characteristics**

- This is a vibrant and social neighborhood near downtown abutting the waterfront with walkable streets and higher density development.
- Residential development varies in scale and two-story single-family homes and two or three family dwellings on smaller lots are common.
- The adjacent waterfront areas provide much of the public water access within the city (Sandy Beach, Harbor Park, Public Landing, Snow Marine Park).
- This area is served by public water and sewer.



- Considerable small-scale commercial development is located along the main roads (Route 73, South Main Street, Pleasant Street, etc.). Adjacent working waterfront activities include both commercial and industrial uses. Railroad tracks run through this neighborhood and connect to the waterfront.
- Buildings or structures of note within or near this neighborhood include:

*YMCA*  
*Boardwalk*  
*Sandy Beach*  
*Mid-Coast School of Technology*  
*Snow Marine Park*  
*The Coastal Children's Museum*  
*Sail, Power, and Steam Museum*  
*Maine Coastal Islands National Wildlife Refuge*

### **Future Planning Considerations**

- Future commercial development in this neighborhood should be limited to existing commercial corridors and limited to properties immediately adjacent to these roadways to avoid impact on the residential character of this neighborhood. Zoning should be reviewed to see if there are necessary adjustments to:
  - Adjust setbacks or other dimensional standards which will add flexibility for homeowners while maintaining the character of the neighborhood.
  - Encourage development of in-law apartments in existing buildings.
  - Minimize encroachment of commercial development beyond existing commercial corridors.
  - Maintain view corridors.
- Increased railroad activity through this neighborhood and at the waterfront will need further planning and consideration of potential impacts on safety, traffic, and noise.
- Properties in this neighborhood are increasing in value, particularly those with water views. In addition, changes in the year-round population and pressure from seasonal rentals will alter the nature of this neighborhood.
- Most of the public spaces accessible to this neighborhood are along the waterfront. Future consideration should be given to additional interior public spaces such as a small pocket park like Ocean Street Playground on Ocean Street.

### **THOMASTON/UPPER PLEASANT STREET NEIGHBORHOOD**

This neighborhood abuts the Industrial Park and Thomaston Street on the south, the Thomaston town line on the west, Park Street on the north, and Broadway, Orange and Lovejoy Streets on the east.

#### **Neighborhood Characteristics**

- This neighborhood is mixed-use with both residential and commercial uses. It is bordered by the Industrial Park and includes denser residential areas north of Route 1 and some rural land along its southern border. South Elementary School is located just north of Broadway on the edge of this neighborhood.



### **Future Planning Considerations**

- Due to its proximity to the limited industrial land within the boundaries of the city, this residential area is most likely to experience adverse impacts from future development in the industrial, business park and transitional business zones.
- Zoning that focuses on transitional areas should address existing residential uses and ensure connectivity with adjacent residential areas.
- Given that the elementary school is within this neighborhood, the city should also explore options for improving connections to the school and the residential uses around it.
- Zoning and land use decisions in the Industrial (I), Business Park (BZ), and Transitional Business Zone (TB) areas should consider the air quality impacts on adjacent residential areas.



# CROSS-CUTTING POLICY GUIDES

**SUSTAINABILITY**

**HOUSING**

**MOBILITY AND TRANSPORTATION**

**PUBLIC FACILITIES, SERVICES AND FISCAL CAPACITY**

**ECONOMIC AND COMMUNITY VITALITY**

**RECREATION AND OPEN SPACE**

**HISTORIC AND CULTURAL PRESERVATION**

**NATURAL RESOURCES**

**HARBOR AND WATERFRONT (SEE HARBOR MANAGEMENT PLAN, ATTACHED)**



## SUSTAINABILITY

Planning for sustainability is the defining challenge of the 21st century. Overcoming deeply ingrained economic and cultural patterns that result in resource depletion, climate instability, and economic and social stress requires holistic problem solving that blends the best scientific understanding of existing conditions and available technologies with the public resolve to act.

Communities across the country are grappling with stresses and vulnerabilities associated with climate change, economic and cultural patterns that result in resource depletion, the vital and urgent need to promote energy efficiency, and social equity issues. While many of the changes necessary for a more sustainable and resilient future can be made at the individual level, the crucial role of local government in encouraging and accelerating change has become increasingly apparent.

Rockland has many strengths that, with proper planning, will allow the city to work toward a more sustainable future. The city's diverse economy, engaged community, and connection to natural resources provide the tools and political will needed to respond to changing factors to ensure residents' needs are met. In order to safeguard a strong community and healthy economy, the city will need to be proactive and forward-thinking to ensure a sustainable future. This chapter provides a framework for building resilience and sustainability for the long term.

**“A sustainable community takes into account, and addresses, multiple human needs, not just one at the exclusion of all others. It is a place where people of diverse backgrounds and perspectives feel welcome and safe, where every group has a seat at the decision-making table, and where prosperity is shared.**

**It takes a long-term perspective – focusing on anticipating and adapting to change in both the present and future.**

**A sustainable community manages its human, natural, and financial capital to meet current needs while ensuring that adequate resources are available for future generations.”**

Institute for Sustainable Communities ([www.sustain.org](http://www.sustain.org))



## SUSTAINABILITY KEY FINDINGS

- **Rockland is actively working toward Council-established goals for renewable electricity and carbon neutrality.** In October 2019 the Rockland City Council passed a resolution in support of 100% municipal renewable electricity by 2025 and city-wide carbon neutrality by 2045. The goal of 100% renewable electricity has already been achieved through commitment to a community solar project with net energy billing, and renewable energy included in our competitive electricity supplier’s portfolio.
- **A baseline has been established for measuring progress toward city energy goals.** In 2020, Rockland established a baseline of the city’s energy and fuels usage in order to better understand energy use and measure progress toward the Council’s October 2019 energy goals.
- **Rockland is leading by example with energy initiatives that save both money and reduce emissions.** Through a combination of initiatives including commitment to a solar power purchase agreement and net energy billing, conversion of streetlights to LED, building lighting conversion to LED, and going to market for competitive electricity supply, the city has reduced emissions associated with energy and fuels by 54%, and achieved energy savings estimated at \$135,000 annually and over \$2,000,000 in lifetime savings. Some projects include:

*Rockland purchased its streetlights and converted from high-pressure sodium to LED.*

*Retrofits at the Library, Fire Department, Police Department, and Wastewater Treatment Plant will save substantially on each building’s energy usage in FY22.*

*Modest insulation improvements at the library are planned to coincide with restoration and repairs.*

*Several energy efficient ceiling fans have been installed at the recreation center.*

- **As a coastal community, Rockland is susceptible to risks posed by sea-level rise and has begun to address these risks in planning.** Based on a 2017 review by the U.S. Interagency Sea Level Rise Taskforce, global sea level is likely to rise anywhere from 12 inches to 8.2 feet above 2000 levels by 2100 depending on greenhouse gas emissions. In addition, the Gulf of Maine is warming faster than 99% of the rest of the world’s oceans. With this in mind, waterfront properties and resources may face high risks of flooding, which in turn will impact the economic health of the city. (See Harbor Plan)

*Initial sea level mapping for city properties has been accomplished. The city’s 2020 Harbor Management Plan addresses sea level rise and resilience planning at city properties along the waterfront.*

*Regional planning initiatives undertaken by the Maine Coastal Program provided resiliency recommendations for Middle Pier.*

- **With increased storm severity and shifts in weather patterns, emergency response planning is increasingly important.** A robust emergency plan can help meet changing threats and expand the city’s ability to reach out to and ensure that residents in need have access to supplies when emergencies arise. The Flanagan Community Center and Library now serve as warming and cooling centers. The need for harbor evacuation planning is addressed in the 2020 Harbor Management Plan. There may be a need to look at road, culvert, and other infrastructure resiliency planning.
- **The State’s electricity distribution grid is aging and in need of upgrades.** As distributed generation





increases and the State of Maine considers opportunities for system wide improvements, Rockland may be well situated to become a micro grid hub for the Midcoast.

- **Knox County had the 4<sup>th</sup> highest rate of food insecurity in Maine in 2020.** Statewide projections of hunger were expected to grow as much as 40% in 2020 (partially due to COVID-19 economic related issues). Knox County had the 4<sup>th</sup> highest projected rate at 46%. Child hunger was projected to increase 52% in 2020. (Area Interfaith Outreach citing Feeding America/Good Shepard Food Bank).

*There are multiple resources in and around Rockland which are being connected under the umbrella of the Knox Food Council. Rockland is home to the Area Interfaith Outreach Food Pantry and a newly developed Knox Food Council consisting of food pantries, local farms, and community gardens.*

*Rockland has areas of soils that are highly rated for food production. According to a July 2018 report from WMTW-TV Maine, approximately 90% of food was imported which is more than any other State in the continental United States.*

*Currently two community gardens on city property provide opportunities to grow food.*

- **Rockland faces similar challenges and opportunities as many municipalities regarding how best to manage our waste.** According to Governing Magazine, local governments across the country are confronting the realities of a drop in the value of recyclables due in large part to the import restrictions on plastics, paper and other materials to China and other countries. Policymakers have had to become more efficient while finding new ways to consolidate the excess materials going to landfills or find new markets for recyclables. (*Getting Smart About Trash, Governing Magazine, September 2018*)

*According to the landfill closure plan and permit with Maine DEP, the Rockland landfill closure must be completed by December 31, 2024. Rockland Transfer Station will begin to accept commercial haulers in an effort to fill the Construction & Demolition Debris landfill. In the future the transfer station may also be a good way for residents to reuse and recycle useful items as in the past.*

*The city only began a single sort recycling program in June of 2019, therefore data collected and published by Ecomaine is still incomplete and will need better tracking to measure the success of the program in relation to recycling goals. However, the change to single stream and closing of the landfill will free up space at the transfer station for other uses.*

*Currently residents either bring their trash to the transfer station where they are required to sort for recycling or they can contract with private haulers to remove trash. There is no oversight of private haulers to confirm that appropriate recycling is taking place per city code.*

- **Warmer weather, changing rain patterns, major wildfires and other environmental factors continue to contribute to harmful air pollution.** The American Lung Association's 2020 "State of the Air" report found that air quality in Knox County received an Ozone grade of C which indicates that there were several dates where Ozone and short-term particle pollution was high. Long- and short-term exposure to poor air quality can cause significant health issues. In fact, according to the American Lung Association, Maine ranks 45<sup>th</sup> among all states for lung cancer rates, placing it at the below average tier.
- **Residents are walking to work and value walkability much more than in the past.** Data shows that the percentage of residents walking to work has nearly tripled since 2000. The percentage of residents who do not own cars has likewise nearly tripled, with some pedestrians walking due to lack of other transportation.



In addition, walkability was one of the things most valued by residents in interviews conducted as part of the Rockland Heart and Soul project. While reflecting national trends, the emphasis on walkability has implications for maintaining a complete sidewalk network as well as implications for other modes of transportation.

- **City residents, visitors, and workers benefit from public transit options.** Rockland’s public transit options include the Rockland Downtown Area Shuttle (DASH), a shuttle-style bus service available to anyone. It makes a continuous loop Monday through Friday connecting the hospital in Rockport, downtown Rockland, the Walmart in Thomaston, and the Mid-Coast Connector. There are also on-call transportation services for eligible non-emergency medical appointments. These programs are funded through Mid-Coast Public Transportation, a service of Waldo Community Action Partners (WCAP).
- **EV charging station at Custom House parking lot.** In 2020 the city installed a level 2 dual charger with help from a grant from Efficiency Maine. Installation of an EV charging station at Custom House Lot in 2020 also helps make Rockland welcoming for electric vehicles.
- **City support for residential weatherization won an award from Efficiency Maine in 2018.**
- **The city has taken steps towards a Complete Streets policy.** The City of Rockland passed Resolve #43 on October 10, 2018 in support of a Complete Streets policy whereby bicycle and pedestrian improvements should be considered as part of all planning and design projects within the public right-of-way.
- **A stormwater management plan for the city is under development.**
- **The city has adopted a chemical pesticide/herbicide ban.** While the city hasn’t used synthetic pesticides and herbicides on city properties for many years, it adopted a Pesticide Use Ordinance in 2020 in order to protect the local watershed, build healthy soils, and reduce exposure to harmful chemicals. This ordinance prohibits the use but not sale of pesticides and synthetic lawn care substances in non-emergency situations.

## SUSTAINABILITY GOALS

- Environmentally, economically, and socially sustainable community anticipating and adapting to change in both the present and future.
- A diverse, stable, local economy that supports basic needs of all segments of the community.
- A decrease in community consumption of non-renewable, non-recyclable and non-recycled materials, energy, and fuels.
- Resilient and sustainable infrastructure that provides a foundation for economic and community vitality.
- Safe and secure environment for all members of the community.
- Achieve and maintain a mix of affordable housing types throughout the city for people of all socioeconomic/cultural/household groups (including seniors, families, singles, and disabled).



**SUSTAINABILITY OBJECTIVES**

1. The concept of sustainability guides city policy and there are clear goals and metrics set for carbon neutrality, renewable energy, and sea level rise resiliency
2. A welcoming atmosphere for visitors and residents
3. Municipal tools and private and organizational partnerships support a local food supply and help eliminate food insecurity
4. Diverse and connected habitat and open spaces with critical native habitat protected
5. Clean energy at a predictable price for residents and businesses
6. Commerce and business growth that increases appeal to businesses, meet new challenges posed by climate change, and ensures a high quality of living for residents
7. Infrastructure that can withstand flooding associated with sea-level rise and storm surge

**SUSTAINABILITY RECOMMENDED STRATEGIES & ACTIONS**

ENERGY, CLIMATE, AND RESILIENCY		
Related Objective	Recommended Strategy	Potential Responsibility
<b>1</b>	<p>Develop a “Climate Action Plan” to establish policies and metrics for reducing emissions and improving energy security within the city. Such policies and metrics should include:</p> <ul style="list-style-type: none"> <li>• A carbon neutral goal by 2045 (adopt from 2019 Climate Action Resolution)</li> <li>• Obtain 100% of municipal electricity from renewable sources by 2025 (adopt from 2019 Climate Action Resolution)</li> <li>• A residential goal for 100% electricity from renewable sources</li> <li>• A city policy that reduces fossil fuel dependence, including analysis of transportation and heating / cooling</li> <li>• A policy that reduces new fossil fuel infrastructure and manages environmental impacts</li> </ul>	City Council; Staff (Economic & Community Development, Planning & Code Enforcement); Energy & Sustainability Committee
<b>1</b>	Continuously evaluate how the delivery of municipal services contributes to greenhouse gas emissions and explore opportunities for mitigation	Staff (Economic & Community Development, Public Services)
<b>1</b>	Continuously publicize goals and accomplishments to help educate citizens on sustainability	Staff (Economic & Community Development)



## ENERGY, CLIMATE, AND RESILIENCY

Related Objective	Recommended Strategy	Potential Responsibility
1, 7	Consider preparedness for climate change impacts when updating ordinances, preparing planning documents, and making municipal capital improvements	City Council; Staff (City Manager, Planning & Code Enforcement)
1, 7	Develop and/or maintain emergency plans for public health and safety that are coordinated with local, county, state and federal agencies, including: <ul style="list-style-type: none"> <li>Provisions for harbor evacuation, shelter sites, and stay in place provisions in the event of major storms</li> <li>Evaluation of public health implications, local food supply, and energy security from a pandemic or federal emergency</li> <li>Recommendations for residential well-being checks</li> <li>Emergency communication methods (e.g the ability to send mass-messaging via texts, etc.)</li> </ul>	Staff (Fire & EMS, Police, Harbor Master)
1, 6	Identify and make accessible programs and tools that assist residents and businesses in resilience and energy efficiency upgrades to their homes, buildings, and operations, such as: <ul style="list-style-type: none"> <li>Resources to make home upgrades and necessary repairs to ensure housing is safe and healthy</li> <li>Weatherization programs</li> <li>Electrification programs</li> <li>Renewable energy programs</li> <li>Interest-free or low interest loan programs for home repairs and energy upgrades</li> </ul>	Staff (Economic & Community Development); Energy & Sustainability Committee
1, 5	Participate in regional solutions to climate change, resiliency, and energy as appropriate; including: <ul style="list-style-type: none"> <li>Representation at county or regional task forces</li> <li>Connecting with neighboring Energy &amp; Sustainability Committees to establish partnerships</li> <li>Continuing collaboration on regional initiatives</li> </ul>	Staff (Economic & Community Development); Energy & Sustainability Committee
1, 7	Continuously evaluate future sea level rise, storm surge and flood risk and as appropriate: <ul style="list-style-type: none"> <li>Revise Flood Plain Management Ordinance and other ordinances</li> <li>Evaluate and implement mitigation measures such as living shorelines and other buffers when implementing projects in vulnerable areas</li> </ul>	City Council; Staff (Planning & Code Enforcement)
1, 7	Consider anticipated sea-level rise and storm surges during the useful life of the project in all capital investment decisions	City Council; Staff (City Manager)



## ENERGY, CLIMATE, AND RESILIENCY

Related Objective	Recommended Strategy	Potential Responsibility
1	<p>Implement watershed and stormwater management strategies outlined in other sections of this Comprehensive Plan (See Natural Resources; Public Facilities, Services and Fiscal Capacity; Harbor Management Plan) including:</p> <ul style="list-style-type: none"> <li>Incorporating Low Impact Development (LID) standards into city codes</li> <li>Improving standards for reducing impervious surfaces and in local codes</li> <li>Implementing green infrastructure through incentives, and investments where appropriate</li> <li>Improving harbor water quality through reasonably attainable reductions in non-point sources of pollution and enhanced protection from point sources of pollution</li> </ul>	Staff (Economic & Community Development, Planning & Code Enforcement); Planning Board

## NATURAL RESOURCES AND CRITICAL HABITAT

Related Objective	Recommended Strategy	Potential Responsibility
1, 4	Identify natural resources and critical habitats that will be affected by climate change and evaluate strategies to improve resiliency	Staff (Planning & Code Enforcement); Parks & Recreation Committee
4	Identify key habitat areas in the city that support wildlife and pollinator corridors and explore potential conservation efforts	Staff (Planning & Code Enforcement); Parks & Recreation Committee; Pest Management Advisory Committee
4	Continuously review local ordinance to improve standards that protect natural resources and critical habitat (including air quality and water quality)	Staff (Planning & Code Enforcement)
4	Review responsibilities for natural resource conservation initiatives and consider whether establishing a conservation commission is necessary	City Council



## WASTE MANAGEMENT

Related Objective	Recommended Strategy	Potential Responsibility
	Evaluate current recycling rates and set goals for improvements, considering: <ul style="list-style-type: none"> <li>• Revisions to costs/benefits of pay per bag vs annual sticker</li> <li>• Pay per bag or similar system to help reduce waste</li> <li>• Educational efforts for recycling</li> <li>• Local solutions to recycling of materials</li> <li>• Maximizing benefits from Rockland’s commercial composting license</li> </ul>	Staff (Planning & Code Enforcement); Parks & Recreation Committee
1	Maximize use of EcoMaine’s available resources for education and outreach	Staff (Public Services)
1	Consider opportunities to support state/national policies that would improve recycling and encourage shared responsibility for every stage of a products life cycle (e.g. product design, packaging, end of life product management)	City Council; Staff (Planning & Code Enforcement); Energy & Sustainability Committee
1	Develop strategy to reduce organic matter waste in municipal waste stream	Staff (Public Services, Economic & Community Development)
1	Coordinate with surrounding communities on waste reduction efforts and explore opportunities for shared resources	Staff (Public Services, Economic & Community Development); Energy & Sustainability Committee
1	Evaluate options for municipal curbside pickup to gauge community support and determine cost/benefit factors	Staff (Public Services); Energy & Sustainability Committee
1	Evaluate opportunities for curbside compost pickup	Staff (Public Services); Energy & Sustainability Committee
1	Continue support of regulations eliminating dependence on single-use containers and packaging and the statewide ban on single-use plastic bags and disposable polystyrene foam food service containers	City Council





## FOOD SECURITY

Related Objective	Recommended Strategy	Potential Responsibility
3	<p>Collaborate with local and regional stakeholders (for example: Erickson Fields, University of Maine Extension program, Knox County Food Council, Library) to help support, where appropriate:</p> <ul style="list-style-type: none"> <li>Understanding Rockland resident food needs</li> <li>Understanding the rate of food insecurity in Rockland</li> <li>Inventory of resources available for residents</li> <li>Make information on food supply resources readily available for residents</li> <li>Funding for seeds or group buy-ins for soil</li> <li>School programming and curriculum that addresses food security</li> </ul>	Staff (Economic & Community Development)
3	<p>Support the development of a year-round farmers market which might include allowing space on public land or in public facilities, grant assistance, changes in code if necessary</p>	City Council, Staff (Economic & Community Development, Planning & Code Enforcement)
3	<p>Explore tools to help expand local food systems, including:</p> <ul style="list-style-type: none"> <li>Continue to have public land available for community gardens</li> <li>Land use standards that support small scale agriculture</li> <li>Public programming to encourage use of locally grown foods in schools, shelters, and other facilities</li> </ul>	Staff (Parks & Recreation); Energy & Sustainability Committee

## QUALITY OF LIFE AND PUBLIC HEALTH

Related Objective	Recommended Strategy	Potential Responsibility
2	Continuously review Dark Sky ordinance to ensure policy is effective and enforced	Staff (Planning & Code Enforcement)
2	Review noise ordinances to ensure all neighborhoods are equally protected from excessive or avoidable noise (due to mechanicals, commerce, business activity, etc.)	Staff (Planning & Code Enforcement)
1, 6	Explore opportunity to partner with local public health organizations to ensure that residents are living in healthy and safe homes (See Housing)	Staff (Planning & Code Enforcement, Public Safety)
2	Continually improve ways to create a welcoming and safe community for the city's minorities and LGBTQ+ community; evaluate ways the city can ensure the goals of the Diversity Resolve are being met	City Council



## QUALITY OF LIFE AND PUBLIC HEALTH

Related Objective	Recommended Strategy	Potential Responsibility
2	Continually seek ways to partner with local schools and organizations to create robust and diverse youth focused activities and mentorship opportunities	Parks & Recreation Committee
2	Continually evaluate the emergency service calls and use data to understand the law enforcement, social, public health, and community service needs within the city to help determine appropriate allocation of funding to meet demand.	Staff (Public Safety)
6	Explore opportunities to collaborate on initiatives that improve the local economy and support a sustainable job market, including: <ul style="list-style-type: none"> <li>• Adaptation to new marine economies</li> <li>• Technical training or retraining</li> <li>• Working with Mid-Coast School of Technology</li> </ul>	Staff (Economic & Community Development)
1	Evaluate current pollution levels (and their sources) for better understanding of what pollution sources the city and its residents may be able to eliminate or curb through education and policy	Energy & Sustainability Committee
1	Implement tools and strategies provided in the Mobility and Transportation section of this plan to help improve the city's transportation network, public transit, walkability, and bikeability (See Mobility and Transportation)	Staff (Public Services)

## HOUSING

Rockland is a community with a strong identity tied to its neighborhoods and streets. As we strive to maintain and enhance the livability of our community for current and future residents, we must provide a range of housing opportunities that are affordable and accessible to all. As we accommodate more housing, we must be sensitive to the historic character of our neighborhoods and protect the qualities valued by our residents. We must also provide the infrastructure and services to support changing demographics and different housing needs and demands.

### HOUSING KEY FINDINGS

- **Vacancy Rates are low.** The vacancy rate for owned homes in Rockland is 1.6% and the vacancy rate for rentals is 3.9%. This indicates a high demand for both rentals and home ownership. Healthy vacancy rates in markets where supply and demand are well matched are typically in the 6-8% range.
- **Housing supply is growing, while the population is declining.** From 2000 to 2016 the total number of housing units in Rockland increased by about 10.5% (+397 units), while the city's year-round population actually decreased by 389 persons (over 5%) during the same time period. Broadly, the changing composition of households in Rockland may be one of the reasons for the increase. Changes in household size, for example, can result in more units and less density. In Rockland, the average household size decreased from 2.15 persons per household in 2000 to 1.97 persons per household in 2017, which would result in a need for an additional 307 housing units if all the people remained in Rockland.



- **Seasonal housing and short-term rentals can affect housing supply.**

*Between 2000 and 2016 there was a 47% increase in seasonal units (from 80 to 152).*

*During the busy tourism season, there is increased demand for housing by the seasonal working population. These workers are critical to the seasonal economy.*

*There are about 70 registered short-term rentals in Rockland. Short-term vacation rentals can add pressure to the year-round housing stock and housing costs. They can also provide opportunities for property owners to supplement their incomes by renting out their homes during peak season.*

- **Rockland has a higher percentage of rental units than surrounding communities.** Rockland rentals are 44% of all housing units, compared with 20% of total housing units in Knox County, and 23% for the state as a whole.

- **There appear to be gaps in the supply of housing units available** to those households making less than 65% of the Area Median Income (AMI), or \$35,000/yr.

*Approximately 45% (1,615) of households in Rockland make less than \$35,000/yr.*

*Approximately 57% of senior households (65+) make less than 65% of the AMI.*

*According to MaineHousing, there are a total of 1,017 units (rentals and owned homes) available for incomes in this range, leaving a gap of approximately 598 units.*

*The largest gap in housing is for those making between 47% and 65% of the AMI. There are approximately 535 households in this range. Data from MaineHousing indicates a supply of approximately 198 units, leaving a gap of approximately 337 units.*

- **Rockland’s relatively large percentage of older residents makes the availability of safe, accessible, and affordable housing critical to maintaining the quality of life for older adults.** In Rockland, there was a 65% increase in the number of residents between the ages of 55 and 64 from 2000 to 2017 and a 25% increase in residents between 65 and 84 from 2000 to 2017.

- **Rockland’s older housing stock presents challenges for maintenance, affordability, and efficiency.**

About half (51.9%) of total housing in Rockland was built before 1939 making the median age of homes in Rockland about 81 years old. Older houses are generally less energy-efficient and can require more repair or maintenance. Structures built before 1978 may also require improvements to make them lead safe. Rental units are not inspected regularly for safety and quality standards. Older homes can also present renovation challenges when attempting to meet the needs of aging residents who want to age in place.

- **There are underutilized spaces or buildings in Rockland that could be used for housing.**

*Many upper floors in downtown buildings are underutilized. These spaces offer potential for housing. Mixed-use buildings can help make more vibrant downtowns. Barriers to using these spaces include the need for sprinklers or elevators, which are expensive.*

*Former schools or institutional buildings can offer opportunities to provide housing; however, barriers to reuse include needed renovations, development costs, and zoning. For example, two former school buildings (McLain School and Lincoln Street Center) are located in residential neighborhoods but in zoning districts that do not currently allow reuse for housing.*



- **More Rockland residents are working at home or remotely than in the past.** About 7% (229 people) of residents worked at home in 2017, compared to 4% (132 people) in 2010. The COVID-19 pandemic forced a shift in thinking about telework and an evolution in technologies, creating more opportunities for telework, and this trend is likely to continue.
- **Affordable workforce housing is important to the success of Rockland’s economy.** At a harbor planning meeting, one of the main concerns from business owners/representatives was housing for their workforce. This issue was identified as a challenge for both attracting and retaining employees. According to the 2017 American Community Survey, the average weekly wage for Rockland was approximately \$781 (or \$40,612 annually) – less than the income needed for the median priced home.
- **Rental affordability is a challenge for median income renters.** According to 2020 data from MaineHousing, 73.9% of renters were unable to afford the average 2-bedroom rent which is estimated to be \$1,520 per month (including utilities). To afford this a renter household would need an annual income of \$60,800. The median income renter is estimated to make approximately \$33,553 per year and can afford a rent of \$839 per month to stay within the affordability range- a gap of about \$27,250 annually. For comparison, the average 2-bedroom rent in 2017 was estimated to be \$902 a month requiring a median income of \$36,075, a gap of only \$702 annually or \$18 per month.
- **The affordability of homeownership is decreasing.** The median home value increased by 53% between 2000 and 2017, while median income increased only 26% during the same time period. For the median home to be affordable to a median household income, household income would need to be \$9,700 higher. In 2018, almost 60% of the homes sold in Rockland were not affordable to the median income household.
- **Rockland’s existing land use ordinances may unintentionally discourage or prevent different types of housing in some neighborhoods.** A recent analysis by Sebago Techniques (see Housing Appendix) identified:

*There are multiple areas in the city where current zoning creates a large number of non-conforming lots or structures. For example, the Sebago analysis found that almost all of the lots within the AA zoning district located on Acadia, Katahdin, Olympic, Summit, and Pen Bay Roads were non-conforming. These non-conformities can make expansions or redevelopment difficult, even in areas where it would be appropriate.*

*Ordinance standards don’t always provide property owners with opportunities to create housing options at various price points. Current use (e.g. restrictions on accessory dwelling units) and dimensional standard (e.g. setbacks, minimum unit sizes) can unintentionally limit appropriate development options.*

- **People who are homeless in Knox County have only a few options for services.** According to MaineHousing there is one shelter available in Knox County with 22 beds available on a regular basis and 5 extra beds available as needed to accommodate overflow. The Knox County Homeless Coalition provides a variety of services and has indicated that the need is increasing.
- **The COVID-19 experience has revealed challenges** in keeping residents in group housing safe during community health crisis situations. The need for a safe place to shelter and access to appropriate hygiene and food has been challenged by the inability to maintain social distancing.
- **Zoning in key commercial areas does not specify a requirement for 100% commercial uses on the first floor.** The Downtown District, Tillson Avenue Districts, and Waterfront zones require a certain percentage of buildings to be commercial, but not specifically the first floor. This potentially reduces the supply of available residential units above if commercial uses are instead occupying potential apartment spaces.



## HOUSING GOALS

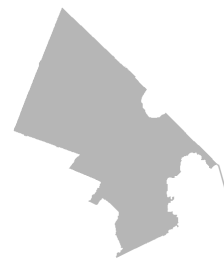
Safe and affordable housing opportunities that meet the diverse financial capabilities and preferences of all Rockland residents.

### HOUSING OBJECTIVES *(objectives are not listed in order of priority)*

1. An adequate supply of safe, accessible, and affordable housing opportunities available to residents, regardless of their life circumstances or special needs
2. Options for people who work in Rockland to live in Rockland
3. Neighborhoods that include varied housing options and mixed incomes
4. New residential units that are compatible with the architectural character of established neighborhoods and nearby developments
5. A clear and concise set of ordinance standards related to housing that are easy to follow, allow for a variety of housing options, and are consistent with the comprehensive plan
6. Preservation and maintenance of existing affordable housing stock
7. Opportunities to age in place safely

### HOUSING RECOMMENDED STRATEGIES & ACTIONS

Related Objective	Recommended Strategy	Potential Responsibility
5	Review existing zoning districts to explore appropriateness of changing dimensional standards (e.g. lot size, lot area, setback, etc.) or modifying zone lines to increase conformity or leaving standards as they are; in some instances, this would bring lots into conformance with existing developed conditions	Staff (Planning & Code Enforcement)
1, 2, 3, 4, 7	Consider how to appropriately integrate a range of housing options into existing neighborhoods and new development through such means as accessory dwelling units, upper floor housing in commercial areas, minimum structure sizes, expansions of structures on non-conforming lots, and mixed-use development standards	Staff (Planning & Code Enforcement)



Related Objective	Recommended Strategy	Potential Responsibility
5	<p>Continuously improve the clarity and flexibility of regulatory requirements and improve the predictability of regulatory processes, including:</p> <ul style="list-style-type: none"> <li>Edits to Chapter 19 for consistency and ease of use for the average reader</li> <li>Allow for a range of housing models in city codes, whether small units, co-housing, boarding houses, or others that may suit changing needs and demographics</li> <li>Improved standards for multi-family developments in appropriate locations</li> <li>Appropriate implementation of inclusionary zoning standards</li> <li>Standards that provide mixed use development options, preserve 1st floor commercial activities on key streets, and allow for residential uses on upper floors</li> </ul>	Staff (Planning & Code Enforcement)
1, 2, 3, 7	<p>Create incentives for landlords and developers to provide housing that is affordable to Rockland’s workforce and seniors, such as:</p> <ul style="list-style-type: none"> <li>Appropriate policies that incent the inclusion of affordable units within new market-rate housing developments (e.g. density bonuses)</li> <li>Staying current with sources of financial support that can assist with the development of subsidized housing that meet the needs of low- and moderate-income residents and populations with special needs</li> <li>Leveraging public buildings no longer needed for their original use for housing where appropriate</li> <li>Including affordability restrictions as part of city-owned property transactions where appropriate</li> </ul>	Staff (Planning & Code Enforcement)
1, 3, 4, 7	<p>Pursue opportunities to improve walkability, connectivity, and accessibility when developing housing</p> <p>Add and connect sidewalks, trails and bike routes to existing neighborhoods and new developments wherever feasible</p> <p>Encourage new developments to provide opportunities for connecting to public transportation where feasible</p>	Planning Board; Staff (Planning & Code Enforcement)
4, 5	<p>Encourage and showcase environmentally and economically sustainable building practices through:</p> <ul style="list-style-type: none"> <li>Energy efficiency investments and leading by example in city buildings</li> <li>Creative stormwater management and utilization of low impact development techniques where feasible</li> <li>Up to date municipal codes</li> </ul>	Staff (Planning & Code Enforcement)
1, 2	<p>Maintain infrastructure and support of regional services that assist people who are homeless</p>	Staff





Related Objective	Recommended Strategy	Potential Responsibility
1, 5	Ensure that the land use code aligns with best practices in development of modern shelters and group homes	Staff (Planning & Code Enforcement)
1, 2, 3, 5, 6, 7	Explore tools to encourage year-round living in Rockland	Staff
1, 3, 5, 7	Support age- and mobility-friendly housing options through creative, safe, affordable, and practical housing solutions that will meet the evolving needs of residents as they age	Staff
1, 5, 7	<p>Improve housing safety and quality by exploring and implementing tools such as:</p> <ul style="list-style-type: none"> <li>• Appropriate policies to establish a basic level of quality for housing units</li> <li>• Establishing a regular inspection process for rental housing, both apartments and individual homes</li> <li>• Up to date local life and safety standards addressing maintenance, cleanliness and adequacy of repairs</li> </ul>	Staff (Planning & Code Enforcement)
1, 6	Continue to support the State’s Home Repair Network, or a similar program, that supports low-income homeowners with home repair and maintenance costs by acting as administrative agent	Staff
1, 3, 4, 7	Review land use ordinances to ensure that clustering, open space, and subdivision standards in rural parts of the city protect the desired character and prime farmland soils of the area while allowing for development of diverse housing opportunities, where appropriate	Staff (Planning & Code Enforcement)
1, 3, 4, 7	Observe and evaluate recent housing developments, such as the small unit housing project from Habitat for Humanity, to determine the success of higher density of this nature	Staff

## MOBILITY AND TRANSPORTATION

How people and goods arrive in and move through Rockland is essential to the city’s economy, sustainability, and quality of life. The city strives to have a range of safe and accessible transportation options, increase connectivity, and enhance neighborhood livability through a comprehensive transportation strategy.

### MOBILITY AND TRANSPORTATION KEY FINDINGS

- **Rockland is a multimodal community.** Rockland has a truly multi-faceted transportation system with 58 miles of roads, 18 miles of sidewalks, a ferry serving nearby island communities, a terminal facility that is a multimodal hub for bus and trail connections, existing freight rail and passenger rail opportunity, a nearby regional airport with service to Boston, regional bus service connections, a local bus route (e.g. DASH), biking, hiking, and walking options.



- **Rockland’s multimodal nature creates several community “gateway” opportunities.** Gateway areas can serve as a welcoming point for people entering the city and a way to bridge connections between neighboring communities. In Rockland, gateway areas exist on land and along the waterfront. In both of these areas, modern wayfinding that is easy for pedestrians, drivers, boaters and others is important.

*The Camden Street corridor has been identified as an important gateway into Rockland with opportunities for transportation and placemaking improvements. A 2013 planning project identified recommendations for improvements. While the ideas of the plan had support, there is no clear and current phased implementation plan.*

*The Harbor Management Plan identifies the waterfront as an important gateway and recommends exploring opportunities to be more welcoming when coming from the water and improving the connections between Downtown and the waterfront.*

- **The city has adopted a Complete Streets policy.** The City of Rockland passed Resolve #43 on October 10, 2018 in support of a Complete Streets policy whereby bicycle and pedestrian improvements will be considered as part of all planning and design projects within the public right-of-way.
- **Rockland has over 58 miles of public streets in various conditions and stages of maintenance.** The city has identified road maintenance as a priority and has invested close to \$3 million since 2018 on various roads.
- **The portions of Route 1 that go through Rockland tend to be the highest traffic volumes and most congested.** Park Street between Broadway and Lisle Street has the poorest safety and Level of Service rating (Rated LOS F) in Rockland according to Maine DOT. The intersection of Route 1 (Camden Street) and Washington Street was identified as the only High Crash Location in Rockland for the 2016 – 2018 time period.
- **Residents are walking to work and value walkability much more than in the past.** Data shows that the portion of residents walking to work has nearly tripled since 2000. Those who do not own cars have also nearly tripled and some people had to walk for lack of other transportation. In addition, walkability was one of the things most valued by residents in interviews conducted as part of the Rockland Heart and Soul project. While reflecting national trends, the emphasis on walkability has implications for maintaining a complete sidewalk network as well as implications for other modes of transportation.

*By one measure, Rockland’s downtown area and adjacent neighborhoods are considered very walkable, meaning most errands can be accomplished on foot. According to Redfin, the real estate website that owns Walk Score, downtown Rockland scores 79 on a 0-100 rating. The methodology takes into account walking routes and related amenities, as well as population density, block length, and intersection density.*

- **The five-mile Rockland Harbor Trail is an important tool for mobility, recreation, and economic development.** The Harbor Trail concept, which extends from the Rockland Breakwater to Snow Marine Park, has existed for over 20 years. To date it has completed several sections, not including sidewalks. The Boardwalk, one the most popular segments, still lacks a dedicated easement for the city to maintain it.
- **Rockland has potential to be a very bikeable community.** There is a 4-foot bike lane along Old County Road that starts at the intersection of Cedar Street and runs just beyond Talbot Street. This area has signage for both pedestrians and cyclists. There are several streets where the sharrows have faded (e.g. Main Street and Union Street). Prior to a Bike Maine event in 2019, sharrows were added to several streets (Mechanic Street, Atlantic Street, Scott Street, Ocean Street, and Water Street in the south end.)



*Rockland has a bikeability score of 66, which is “bikeable” according to Redfin, the real estate website that owns Walk Score. This category (50-69 on the 0-100 bike score) means that some bike infrastructure is available.*

- **City residents, visitors, and workers benefit from public transit options.** Rockland’s public transit options include the Rockland Downtown Area Shuttle (DASH), a shuttle-style bus service available to anyone. It makes a continuous loop Monday through Friday connecting the hospital in Rockport, downtown Rockland, the Walmart in Thomaston, the Mid-Coast Connector, and on-call transportation services for eligible non-emergency medical appointments. These programs are funded through Mid-Coast Public Transportation which is a service of Waldo Community Action Partners (WCAP).
- **There are a variety of ways that freight comes to and from Rockland.** The predominant transportation for freight is via truck. However, there are opportunities for rail and marine freight. Rockland’s niche in marine freight is small transportation to the islands in the region.
- **The Maine Ferry Terminal is an important multi-modal hub with convenient proximity to Downtown.** In addition to hosting the Maine State Ferry service which provides year-round connections to Matinicus, North Haven, and Vinalhaven, the terminal serves as a stop for regional passenger bus service (Concord Coach Lines) and local bus service (DASH). It also provides access to the Rockland Harbor Trail which crosses the property. Parking can be constrained during the summer months with cars spilling out into North End and Historic District residential streets.
- **Rockland has a number of key properties that provide transportation infrastructure, access, and support for marine vessels.** See Harbor Plan for more information on these properties.
- **Rockland is connected to a regional bus network.** Concord Coach Lines provides intercity service between Rockland, Portland, Boston, and beyond.
- **Rockland is connected to a regional rail network which provides opportunities for freight and passenger rail services.** The line enters Rockland at the Thomaston line and ends at the DOT property on Pleasant Street. One spur passes City Hall and goes to the Dragon Cement property on the waterfront in the South End. The Rockland Branch of the rail line is currently owned and operated by Maine DOT and the Central Maine and Quebec (CMQ) Railroad. This line connects freight and potentially passengers to Brunswick and then to the larger network. The Northern New England Passenger Rail Authority (NNEPRA) may extend the Downeast Coastal Connection passenger rail into Rockland at some point in the future.
- **The Knox County Regional Airport benefits residents, tourists, and the economy.** The airport is categorized as a “primary commercial service airport” with more than 10,000 enplanements per year. It is located approximately 3 miles from Downtown and provides passenger connections and freight to Boston and the larger region through both commercial and charter aviation services. The airport is a critical component of the city’s multi-modal transportation system and an important hub for nearby island freight.
- **Sustainable transportation trends may become more prominent in the city over the coming years.** The growth in the number of hybrid and electric vehicles will continue into the foreseeable future increasing demand for EV charging stations. Rockland currently has several EV Charging stations (250 Main Hotel, 24 Limerock Street, Berry Manor Inn, and the Post Office parking lot). Within Rockland, there are limited ridesharing services currently available, but it can be assumed that these services will expand in the coming years.



**MOBILITY AND TRANSPORTATION GOALS**

An efficient multimodal system of transportation that meets residential, commercial, and visitor needs.

**MOBILITY AND TRANSPORTATION OBJECTIVES** *(objectives are not listed in order of priority)*

1. A walkable, bikeable community
2. A system of trails that connects to important community resources
3. Effective connections to regional bicycle and trail systems
4. Meaningful progress toward complete streets with design sensitivity to the surrounding land uses and neighborhood contexts
5. Improved safety of local transportation network
6. A public parking strategy that considers the highest and best use of public spaces
7. Viable and affordable connections to regional transportation (air, rail, bus, ferry, state road network)
8. Multimodal transportation options for goods and freight
9. Effective wayfinding signage for both vehicles and pedestrians
10. Infrastructure that supports the transition toward lower emission transportation options
11. A fiscally responsible capital improvement strategy that maintains streets, sidewalks, and other transportation infrastructure in good condition
12. Landside and harbor infrastructure that supports diverse marine transportation needs

**MOBILITY AND TRANSPORTATION RECOMMENDED STRATEGIES & ACTIONS**

STREETS AND SIDEWALKS		
Related Objective	Recommended Strategy	Potential Responsibility
	Consider these measures as part of street reconstruction projects:	
1, 4	<ul style="list-style-type: none"> <li>• The feasibility of Complete Streets</li> <li>• Integrate appropriate traffic calming measures</li> </ul>	Staff (Public Services)
4, 5, 10, 11	Develop a 5- to 10-year road repair and maintenance strategy that also makes meaningful progress toward Complete Streets.	Staff (Public Services)
1, 4, 5, 10, 11	Identify gaps in the city sidewalk network where connections are needed for walking access to commercial services, historic and cultural sites, open spaces, and the waterfront and include priorities for addressing those gaps in the Capital Improvement Plan (CIP).	Staff
1, 5, 10, 11	Establish a CIP for funding of city streets, sidewalks and bike trails.	Staff (City Manager)

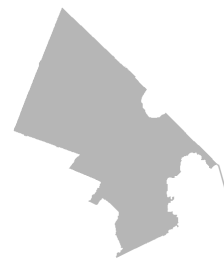


## STREETS AND SIDEWALKS

Related Objective	Recommended Strategy	Potential Responsibility
1, 2, 3, 4, 5, 9, 10	<p>Develop and implement a signage and wayfinding system for vehicles, cyclists, and pedestrians, including:</p> <ul style="list-style-type: none"> <li>• Consistent design</li> <li>• Universal symbols</li> <li>• Consistent language</li> <li>• Standards for the future</li> </ul>	Staff
1, 6	<p>Continuously evaluate parking needs city-wide and identify strategies to address gaps and parking management issues. Consider:</p> <ul style="list-style-type: none"> <li>• Satellite parking options for downtown employees</li> <li>• Neighborhood impacts of spillover from commercial areas, large facilities, and events</li> <li>• Resident only or permit parking in certain areas</li> <li>• Changing parking needs due to ridesharing and other trends</li> <li>• Overnight parking for harbor users</li> <li>• Parking charges or permits as a way to manage parking or generate revenues</li> </ul>	Staff
1, 4, 5	<p>Implement appropriate traffic calming measures on Union Street, Main Street, and Broadway (Route 1A) in coordination/consultation with MaineDOT.</p>	Staff (Public Services)
1, 4, 11	<p>Identify feasible streetscape improvements from past master plans for the Tillson Avenue and Camden Street areas and develop a practical roadmap for incremental implementation.</p>	Staff
1, 4, 5, 6, 9	<p>Evaluate mobility improvements for Downtown that preserve its historic character, incorporate traffic calming such as narrow traffic lanes, incorporate street trees, biking, and improve outdoor dining and retail opportunities.</p>	Staff

## PUBLIC TRANSIT

Related Objective	Recommended Strategy	Potential Responsibility
All	<p>Support initiatives to provide for year-round local transportation options to connect users to their jobs, shopping areas, neighborhoods, and neighboring communities.</p>	Staff
1, 4, 5, 9	<p>Consider specific measures to promote awareness and usability of our transportation system for the elderly or those with other needs.</p>	Staff



## PUBLIC TRANSIT

Related Objective	Recommended Strategy	Potential Responsibility
7	Actively participate in the policy-making activities of the County Commissioners regarding the airport.	Staff
7, 8, 12	Support availability of rail freight services in Rockland.	Staff
7	<p>Support the responsible implementation of passenger rail service that considers impacts on affected neighborhoods such as emissions, noise, lighting, and safety.</p> <ul style="list-style-type: none"> <li>Participate in regional coordination for implementing expanded passenger rail and work with the parties to minimize or mitigate impacts on residential neighborhoods.</li> </ul>	Staff

## TRAILS AND BIKEABILITY

Related Objective	Recommended Strategy	Potential Responsibility
1, 2, 3, 4, 5, 9, 10, 11, 12	Identify critical multi-use path and bicycle connections to neighborhoods, regional resources, and points of recreational or commercial interest; explore opportunities to fund or integrate them into nearby public works projects.	Staff
1, 2, 3, 4, 5, 9, 10, 11	Integrate bike lanes or other measures to support biking (e.g. sharrows, signage, etc.) into any new streets or planned improvements.	Staff (Public Services)
1, 2, 3, 4, 5, 7, 9, 11, 12	<p>Make meaningful progress on the Harbor Trail with:</p> <ul style="list-style-type: none"> <li>new trail segments across municipally owned property</li> <li>siting trail segments as close to the water as feasible</li> <li>obtaining permanent easements for more trail segments</li> </ul>	Staff; Parks & Recreation Committee
1, 2, 3, 4, 5, 7, 9, 11, 12	Make meaningful progress on the Waterfront to Wilderness Trail by obtaining easements and building trail segments when feasible	Staff; Parks & Recreation Committee
1, 2, 3, 5	Explore opportunities to connect with regional trail systems such as the Georges River Trail and the East Coast Greenway.	Staff; Parks & Recreation Committee

## REGIONAL CONNECTIONS

Related Objective	Recommended Strategy	Potential Responsibility
7, 11	Explore new funding sources for transportation projects as a way to lessen the burden on the traditional funding mechanisms.	Staff
7, 11	Continue to engage with MaineDOT to support a balanced and safe regional transportation system through Rockland.	Staff (Public Services)





## MARINE

Related Objective	Recommended Strategy	Potential Responsibility
11	Implement related elements outlined in the Harbor Management Plan (see Harbor Management Plan).	Staff (Harbor Master)
1, 2, 5, 7, 8, 10, 11, 12	Continue to coordinate with MaineDOT to support the needs of the State ferry service and multimodal hub.	Staff
12	Ensure waterfront infrastructure and zoning is sufficient to support the wide range of marine transportation services that move people and freight.	Staff (Harbor Master, Planning & Code Enforcement)

## EMERGING AND SUSTAINABLE TRANSPORTATION

Related Objective	Recommended Strategy	Potential Responsibility
10, 11	Explore new funding sources for development of infrastructure to support emerging and sustainable transportation options.	Staff
10	Play a leadership role in the emerging electric car trend by: <ul style="list-style-type: none"> <li>installing EV charging stations available to the public</li> <li>testing electric vehicles as part of the city's fleet</li> </ul>	Staff
10	Evaluate how emerging trends such as self-driving cars may change needs for parking or local regulation.	Staff
10	Evaluate opportunities for/desirability of micro-mobility services such as bike and scooter sharing.	Staff



# PUBLIC FACILITIES, SERVICES AND FISCAL CAPACITY

One of the city’s central functions is to provide the infrastructure and services that people depend on to live, work, recreate and thrive in Rockland. Public facilities and services improve our quality of life, enhance our neighborhoods, and enable a thriving business environment. Public investments in our infrastructure stimulate investment in private properties and businesses, contributing to the economic vitality of our city. Support for public safety, public works, and emergency preparedness help prepare for changes to the environment, protect public health, and plan for resiliency.

The city is committed to providing high-quality infrastructure and services to the community. It will continue to make investments that enhance the physical, fiscal, social and environmental quality of our city.

## FISCAL CAPACITY KEY FINDINGS

- **Municipal expenditures have stayed relatively flat since FY2017, even with a 20% increase in the School budget and an 11% increase in the County budgets over the same time.** It appears that the short-term strategy by the city to keep property taxes from increasing has been to offset increases in school and county budgets by limiting or reducing expenses at the municipal level. This may be doing the city a disservice in the long run as the city budget is not keeping up with the rate of inflation and there appear to be unmet needs that will only increase in the coming years.

*The total city budget increased by 11% between FY2017 (\$22,744,532) and FY2020 (\$25,339,315). For this timeframe, the city’s operating expenses only increased by 5% (\$713,691); while the municipal share of the school budget increased by 20% (\$1,796,359), approximately 69% of the total increase.*

*The average inflation between FY17 and FY20 was 2.02%. To keep up with inflation since 2017, the 2020 municipal budget would need to have been about \$13,963,076, approximately \$105,042 more than it was (source: Bureau of Labor Statistics).*

*Cost reductions have included deferring necessary maintenance, not pursuing infrastructure improvements, and not filling staff positions.*

- **Over half of the city’s FY2020 mil rate can be attributed to the school budget.** In July of 2020 the millage rate in Rockland was \$24.76 per \$1,000 of assessed valuation. Approximately 56% (\$13.75) of the total mil rate was attributed to the school assessment, 40% (\$9.91) for the city, and 4% (\$1.10) for County assessment.
- **The city has increased the amount of the unassigned fund balance from 6.5% five years ago to 11.2% in 2020, which is more in line with recommended practices.** The undesignated fund balance in FY2016 was \$1,345,152 which was approximately 6.5% of the total annual budget. In FY2020 it had grown to \$2,845,160 which is 11.2% of the total annual budget. Guidance from the City Auditor and Maine Municipal Association is to maintain an undesignated Fund balance between 10-12% of the total annual budget. City preference is to maintain a balance of 8% of the annual budget.
- **Municipal revenue sharing from the State of Maine has been lower than the 5% goal outlined in State statute, which requires the city to find additional resources for revenue.** State revenue sharing is important to the overall budget, and when the State share does not live up to expectations (such as from FY2015 to FY2019) the city has to replace those through other means. For the past several years the city’s



share of Municipal Revenue Sharing funds has averaged approximately \$472,051 or around 2%. The State share increased to 3.5% in FY2020 and is anticipated to be similar in FY2021 and FY2022.

- **Rockland has successfully used Tax Increment Financing (TIF) in the past, but it isn't using this tool to its fullest advantage.** A TIF can be used to help keep a larger share of new tax dollars that are received by the city. In the absence of a TIF, these new tax dollars are lost to offsets from State aid for education, lost revenue sharing, or more county taxes. However, Rockland is far less than the State limits on total acreage and value that can be in a TIF. According to a report from Bernstein Shur, as of August 2020 the city is at 0.31% of municipal value and 0.76% of total acreage in a municipal TIF district, far less than the 5% allowed by the State.
- **Debt capacity levels are substantially below what the State allows even as interest levels are at historic lows; this may be a missed opportunity.** Rockland's FY19 outstanding debt was \$6,713,074, which is 12% of the total debt capacity of \$57,986,768. Debt levels are low in part due to an informal cap set by City Council where new debt is generally not incurred until old debt is retired. With interest rates at historic lows, however, there may be opportunity to finance capital improvements at interest rates only slightly higher than inflation.
- **The city does not have a comprehensive Capital Improvement Plan for its facilities and infrastructure.** The FY20 budget, for example, includes \$500,000 targeted toward short-term equipment needs, a small portion of the actual capital improvement needs which likely are in the tens of millions. It does not target capital improvement needs across all city facilities and infrastructure. This may be a missed opportunity in the current interest rate environment where rates are at or below inflation.
- **Prior to 2020, Rockland's State valuation was estimated at 89% which triggered a revaluation process to equalize the values within the city and reflect changes in the real estate market since the last one in 2005.** In 2019 the city's total taxable valuation was \$773,232,900, the updated valuation for 2020 was \$871,449,000. In the absence of the revaluation some property owners pay more than their fair share and residents would not get the full value of their homestead, veterans, or blind exemptions. As a result of the revaluation the mil rate was reduced from \$24.76 to \$22.30.
- **Commercially-zoned properties, by acreage, contribute relatively more to the tax base than residentially zoned properties.** Approximately 29% of the city's valuation is commercial/industrial, 46% is residential and 25% exempt. According to the City Assessor, only 12% of the parcels in Rockland are categorized as industrial or commercial yet they account for \$318,781,800 (28%) of the total value and generate \$7,108,834.
- **Rockland benefits by sharing services with surrounding communities which allows Rockland to maintain a higher level of services.** Examples include wastewater service to portions of Owls Head, Thomaston, and Rockport and Mutual Aid to surrounding communities for fire protection. Rockland generates approximately \$400,351 annually from shared EMS services (\$174,218) and wastewater services (\$226,132) to surrounding communities.
- **The city has successfully used fees to help offset operating expenses.** The city generated approximately \$4,586,554 in fees for FY2020. This is approximately 33% of the city's annual operating expenses. Because fees do not automatically adjust with inflation and fee levels may not be consistently reviewed, there may be opportunities to raise additional revenue through fees.



## PUBLIC FACILITIES AND SERVICES KEY FINDINGS

- **In real terms, the City of Rockland provides more public services for less money and with a lean city staff.** As mentioned above, just to keep up with the cost of inflation since 2017, the 2020 municipal budget would need to have been about \$105,042 more than it was. City services that need to be funded include fire, police, EMS, solid waste management, library, public works, economic and community development, fish pier and harbor related services, street maintenance and plowing, and sewer.
- **Municipal personnel and offices are spread over multiple locations; consolidation may provide long term cost savings.** The city operates out of at least five different locations. This includes the police station, fire station, Public Services garage, City Hall, Harbor Master’s office, library, Community Center and other locations. This situation can create inefficiencies and additional costs associated with building maintenance and repair. There may be opportunities to add value or efficiency by co-locating some of these departments and services.
- **Rockland City Hall and the Public Services garage are located in one of the few remaining industrially zoned areas.** Given Rockland’s limited geography, areas that are zoned for industrial use are not always available to industrial businesses that are looking to expand or relocate to Rockland.
- **The Public Services garage is beyond its useful life.** Because of this, the time is right to consider combining at another location. The current facility is not big enough for existing levels of use and has also been determined to have deficiencies in structural integrity.
- **The Police Department is located in a prime downtown commercial area; in addition, the building is shared with other, non-compatible uses creating safety and security concerns.** The Police headquarters is in a city-owned condo unit located in a commercially zoned area near the waterfront and adjacent to prime park land. The building also houses condos owned by the Maine Lighthouse Museum and Maine Lobster Festival. The unique needs of the Police Department can create safety/security issues with adjacent uses as well as difficulty in implementing needed improvements to the building.
- **Rockland’s landfill will be officially closed before 2024 and the new transfer station is already active.** According to the landfill closure plan and permit with MaineDEP, the closure must be completed by December 31, 2024. Rockland Transfer Station will begin to accept commercial haulers in an effort to fill the Construction & Demolition Debris landfill. In the future the transfer station may also be a good way for residents to reuse and recycle useful items as in the past.
- **The single sort recycling program is new and needs more data to measure long-term success.** The city only began a single sort recycling program in June of 2019, therefore data collected and published by EcoMaine is still incomplete and will need better tracking to measure the success of the program in relation to recycling goals. However, the change to single stream and closing of the landfill will free up space at the transfer station for other uses.
- **Combined stormwater and wastewater lines continue to be an issue for stormwater management and overflow.** There are 2 licensed combined sewer overflows (CSOs) which carry both stormwater and wastewater in the same conduit. CSOs are a cause of water pollution problems when sewage and surface runoff flows discharge into the Rockland Harbor. In addition, combined stormwater and wastewater adds cost to wastewater customers. The Water Pollution Control Facility is currently in compliance with its current operating MEPDES permit.
- **Aging sewer lines need to be replaced.** The city has areas where the sewer lines are over 100 years old. This can cause the unintended release of untreated sewage or backups due to broken pipes, poor design,



or blockages. It also allows infiltration of groundwater into the system, which in turn reduces capacity in the treatment plant for sanitary sewer customers and increases costs.

- **Rockland’s Wastewater Treatment Plant has excess capacity today and would benefit from a master plan to help increase the number of customers.** Much of Rockland’s growth area is already on or accessible to public sewer. However, at present levels, the plant has excess capacity to serve an additional 3,000 customers. There may be a need for additional planning to increase the areas served within Rockland and to capitalize on the facility as a regional resource by serving more customers in adjoining municipalities.
- **The City of Rockland has an amazing portfolio of public properties along the waterfront.** Some of these are not used to their full potential. There is a need for more comprehensive planning to address wear and tear, infrastructure, ADA accessibility, and overall connectivity.
- **City Hall is in need of maintenance and upgrades.** The HVAC system, roof, and carpeting are all at the end of their useful life. This provides an opportunity to consider whether City Hall could/should be relocated and how the property could best be used.
- **Rockland Public Library is an important community resource.** The library provides a wide range of programming and educational events. It also acts as a community center providing afterschool resources, meeting space, internet access, and shelter for the homeless population during the day.
- **The Flanagan Community Center (FCC) is an important community asset, but there are improvements needed to maximize opportunities and improve usability.** FCC is used for a number of recreational and community activities.

## **PUBLIC FACILITIES, SERVICES AND FISCAL CAPACITY GOALS**

- A strong financial position and sound fiscal stewardship
- Quality services provided efficiently
- Resilient and sustainable infrastructure that provides a foundation for economic and community vitality
- Safe and secure environment for all members of the community

## **PUBLIC FACILITIES, SERVICES AND FISCAL CAPACITY OBJECTIVES** *(objectives are not listed in order of priority)*

1. A stable tax rate that is affordable to residents
2. City facilities and services operated and maintained efficiently and effectively
3. Provision of timely and appropriate response to emergencies
4. City infrastructure regularly maintained and upgraded to ensure continued operation and service to the community
5. City investments help maintain existing buildings and infrastructure while striving to improve environmental and economic sustainability and resiliency
6. A modern sewer system and sewer treatment facility available to most neighborhoods and adjacent communities, where feasible



7. A municipal solid waste program that maximizes sustainability, utilizes modern collection processes, and creates opportunities for turning discarded resources into new products
8. Infrastructure built to withstand expected sea level rise, storm surges, and other implications of climate change over its expected lifespan
9. Infrastructure investments prioritize existing conditions, level of use, impacts on community and quality of life
10. Local and regional plans adequately address emergency preparedness
11. Regionalization of services as a way to provide cost sharing and high quality of services

## PUBLIC FACILITIES, SERVICES AND FISCAL CAPACITY RECOMMENDED STRATEGIES & ACTIONS

PUBLIC FACILITIES AND SERVICES		
Related Objective	Recommended Strategy	Potential Responsibility
<b>2</b>	Develop and implement a long-range plan for maintaining and improving existing municipal facilities, considering age of structures, access needs for public, and efficiency of operations	Staff (City Manager)
<b>2, 4</b>	Review the anticipated needs for staffing and meeting space at City Hall and evaluate cost effective options to meet those needs	Staff (City Manager)
<b>2</b>	Continue to engage in regional cooperation and shared services in areas such as joint purchasing and emergency services; explore new ways for regional cooperation	Staff (Department Heads)
<b>2</b>	Regularly update and improve the quality and utilization of the city's website	Staff
<b>2, 5</b>	Continue to pursue cost effective energy options and efficiency improvements to municipal operations as a way to reduce both costs and emissions, in compliance with adopted energy goals (see Sustainability)	Staff (Economic & Community Development)
<b>2, 4</b>	Pursue new technology and innovative approaches to maintenance, construction, and deconstruction of physical infrastructure that improve efficiency, reduce costs, and minimize environmental impacts	Staff (Public Services)
<b>2, 4, 5, 6, 7, 8, 9</b>	Continue to develop and implement innovative and self-supporting funding mechanisms to improve the city's physical infrastructure	Staff (Finance Director)
<b>3, 9, 10</b>	Work to establish adequate reserve funds to cover emergency repairs, regular maintenance, and ongoing infrastructure upgrades	Staff (Finance Director)
<b>2, 4</b>	Develop capital improvement plans for public facilities to ensure that necessary improvements are feasible when needed	Staff (Finance Director)
<b>2, 4</b>	Explore models for meeting the needs of underserved community members (low income, homeless, etc.), and evaluate local implementation potential	City Council; Staff (Department Heads)





## PUBLIC FACILITIES AND SERVICES

Related Objective	Recommended Strategy	Potential Responsibility
<b>1, 2, 4, 9, 10</b>	<p>Continuously explore options to help predictability and stability in tax rate increases by exploring:</p> <ul style="list-style-type: none"> <li>• Improvements in the efficiency of city operations</li> <li>• Regional purchasing and services</li> <li>• Possibility of combining city services into fewer physical locations over time</li> </ul>	Staff (City Manager)
<b>8</b>	Consider sea level rise, storm surges, and related flooding when planning for infrastructure investments to improve resilience over the expected life of the improvements	Staff (Economic & Community Development, Public Services, Harbor Master, City Manager)
<b>2, 4, 5, 9, 11</b>	Continue support of library to maintain, improve, and expand programming and services for the benefit of the community	City Council; Staff (Library Director)
<b>2, 4, 5, 8, 9, 10, 11</b>	Implement recommendations of the Harbor Management Plan for addressing public facilities and infrastructure needs along the waterfront and in the harbor	Staff (Harbor Master); Harbor Management Commission
<b>2, 4, 5, 9, 11</b>	Work with the Water District (currently Maine Water) to review and ensure rules are sufficient for protecting drinking water resources (see Regional Coordination)	Staff (Public Services, Wastewater); Planning Board
<b>1, 4</b>	Consistently review the assessed values of property to ensure they accurately reflect their market value	Staff (Assessing)
<b>1, 4</b>	Explore ways to capitalize on existing and underused properties and assets as a means of supporting community vitality and economic growth	Staff (Economic & Community Development)
<b>2, 4, 5</b>	Encourage Water District to coordinate any future service extensions with the Future Land Use Plan	Staff (Public Services, Wastewater)
<b>2, 11</b>	Engage with electric utility providers and regional partners to explore options for consistent and reliable power to the city (see Sustainability)	Energy & Sustainability Committee; Staff (Economic & Community Development)
<b>11</b>	Develop an effective mechanism for continuous interactions with the School District	City Council; Staff (City Manager)



## POLICE, FIRE & EMS

Related Objective	Recommended Strategy	Potential Responsibility
2, 3, 10	Develop and maintain emergency plans for public health, stay in place, and evacuation related emergencies coordinated with local, county, state and federal agencies (see Sustainability and Harbor Management Plan)	Staff (Police, Fire & EMS); County
2, 3, 10	Leverage community partnerships to plan and implement steps to improve emergency preparedness	Staff (Police, Fire & EMS, Economic & Community Development); County
2, 3, 9, 10	Review the anticipated needs for public safety and security at the police department and evaluate the need for additional or new space to meet those needs	Staff (Police)
2, 3, 10	Annually review and evaluate all public safety facilities and vehicles, looking at the adequacy of buildings and equipment for future life safety needs, as well as efficiency of service, response time, and in relation to changing growth patterns	Staff (Police, Fire & EMS)
2, 3, 10	Continually evaluate the emergency service calls and use data to understand the law enforcement, social, public health, and community service needs within the city to help determine appropriate allocation of funding to meet demand	Staff (Police, Fire & EMS, City Manager); City Council
3, 10	Implement non-lethal best practices in law enforcement technologies and practices with compassionate police engagement	Staff (Police, City Manager)

## WASTEWATER AND STORMWATER MANAGEMENT

Related Objective	Recommended Strategy	Potential Responsibility
2, 4, 6, 9	Continuously improve the GIS inventory of city stormwater and wastewater infrastructure that can be accessed by all city departments	Staff (Public Services, Wastewater)
2, 4, 6, 9	Complete sewer maintenance study, fund identified capital improvements to replace aging public sewer lines, and fund projects to remove areas where there are still combined sewer/stormwater lines	Staff (Public Services, Wastewater)
2, 4, 6, 9	Explore options and/or incentives for replacement of aging private wastewater and stormwater lines (e.g. aging clay sewer laterals)	Staff (Public Services, Wastewater)
2, 4, 6, 9	Develop capital improvement plan and explore funding sources to ensure for the operations and capital improvements necessary for wastewater treatment and stormwater management	Staff (Public Services, Wastewater)
2, 4, 6, 9	Consider climate change and associated patterns of sea level rise when planning for wastewater and stormwater management infrastructure investments	Staff (Public Services, Wastewater)



## WASTEWATER AND STORMWATER MANAGEMENT

Related Objective	Recommended Strategy	Potential Responsibility
2, 4, 6, 9	Consider implementing ways to reduce stormwater flow (e.g. reduce impervious surfaces such as paved areas) and/or create green use of stormwater	Staff (Public Services, Wastewater)
2, 4, 6, 9	Improve wastewater treatment as needed to ensure continued protection for the waters of Rockland	Staff (Public Services, Wastewater)

## SOLID WASTE AND RECYCLING

Related Objective	Recommended Strategy	Potential Responsibility
2, 7, 9	Establish a baseline of municipal solid waste and recycling data from which to measure progress of future initiatives (see Sustainability)	Staff (Public Services)
2, 7, 9	Evaluate models for effective and sustainable operation and staffing of a “swap shop”	Staff (Public Services)
2, 5, 7, 9	Monitor the municipal waste and recycling program to ensure sustainability objectives, such as the reuse/reduce/recycle/compost/waste to energy goals, are being met and to improve fiscal benefits (see Sustainability)	Staff (Public Services)
2, 7, 9	Continuously explore ways to improve solid waste management and recycling, including: <ul style="list-style-type: none"> <li>• Feasibility of curbside pickup</li> <li>• Feasibility of separating food scraps from trash</li> <li>• Encouraging or requiring private waste haulers to also take recycling</li> </ul>	Staff (Public Services)
2, 7, 9	Continuously explore and implement best practices for landfill closure such as: <ul style="list-style-type: none"> <li>• Landfill gas recapture</li> <li>• Land reuse as appropriate</li> <li>• Groundwater monitoring and protection</li> </ul>	Staff (Public Services)



<b>FISCAL CAPACITY</b>		
<b>Related Objective</b>	<b>Recommended Strategy</b>	<b>Potential Responsibility</b>
<b>5, 9</b>	Maintain the city’s debt load at a level that supports strong fiscal health	City Council; Staff (City Manager)
<b>5, 9</b>	Establish a capital improvement plan that identifies future capital improvement needs	Staff (City Manager)
<b>5, 9</b>	Continue to pursue grants and other available resources across departments to assist in the funding of city capital improvements	Staff (Department Heads)
<b>5, 9</b>	Continue to maximize opportunities to retain tax revenue through appropriate use of Tax Increment Financing	Staff (City Manager)
<b>5, 9</b>	Invest in staff, technology, and professional development to streamline operations, improve customer service, improve the efficiency of service delivery and expenditures, including: <ul style="list-style-type: none"> <li>• Up front investments that have a longer-term benefit</li> <li>• On-line services</li> <li>• Virtual public meetings and digital communications to improve engagement</li> <li>• Training (including diversity training)</li> </ul>	Staff (City Manager, Department Heads)
<b>5, 9, 11</b>	Identify opportunities to share costs, services, and equipment with surrounding municipalities and through public-private partnerships (see Regional Coordination)	Staff (Department Heads)
<b>1, 5, 9</b>	Regularly evaluate and adjust fees to better reflect the costs of providing city services and increase revenues	Staff (Department Heads)
<b>2, 3</b>	Continually engage with the city’s nonprofits to ensure that the cost of public safety services is shared equitably	Staff
<b>5, 9</b>	When feasible, city’s net budget should account for inflation each fiscal year	City Council; Staff (City Manager)
<b>2</b>	Improve communication in annual tax bills to illustrate how the municipal budget is broken down and where taxes are going, including: executive summary of budget; School and County budgets; city services; links to more detailed budget information	Staff (City Manager, Finance)
<b>2</b>	Advocacy at the state level for fair revenue sharing and options for increasing revenues	City Council; Staff (City Manager)



# ECONOMIC AND COMMUNITY VITALITY

With its flourishing economy and community, Rockland is the regional hub offering a range of employment, housing, recreation, and cultural opportunities. The city must continue to build its tax base and advance economic, environmental, and social sustainability by fostering employment opportunities, strengthening a diverse local economy, and making sound capital and community investments that improve economic and community well-being.

- This chapter provides a framework for maintaining and strengthening economic and community vitality. Success will depend on several interrelated factors including:
- Economic diversity
- Housing that is affordable to Rockland’s workforce
- Diverse transportation options within the community and region
- Clear and predictable regulatory processes
- Valuing and encouraging private investment
- Protecting and enhancing the city’s quality of place
- Public investments in capital improvements, maintenance, and public services

## ECONOMIC AND COMMUNITY VITALITY KEY FINDINGS

- **Rockland is a desirable place to live, work and play.** Midcoast Maine was named one of the top 10 regions in the world to visit in 2020 by Lonely Planet, one of the world’s largest publishers of travel books and apps. Rockland consistently ranks in the top 10 places to retire in Maine and is the region’s service center. In 2017, DownEast magazine editors and readers chose Rockland as the best place to live in Maine. Rockland was named one of the 20 Best Small Towns to Visit by the Smithsonian and one of the 2 “coolest small towns in America” by Budget Travel. It was also named to the National Historic Trust’s 2010 Dozen Distinctive Destinations list.

- **Rockland has a diverse economic base.** There are about 15 different industry sectors represented in Rockland. The top five sectors are Retail Trade, Manufacturing, Healthcare, Accommodation and Food Services, and Wholesale Trade.

*The Retail Trade sector is the largest in terms of number of establishments (90), revenues (\$312,576,000) and number of employees (1,301).*

*The Manufacturing sector is largest in terms of annual payroll (\$35,534,000).*

- **Rockland’s Manufacturing sector is diverse.** Manufacturers located in Rockland produce goods ranging from chocolates to snow plows, with jobs spread across 23 separate businesses. The diversity of the manufacturing sector in Rockland appears to be holding steady in terms of employment ranging between 8% and 13% over the past 20 years (8%-2017 ACS, 9%-2000 US Census, 13%- 2010 US Census). State trends show a 35% decrease in manufacturing employment since 2000.



- **Rockland has several cross-cutting economic clusters.** There are at least 3 strong cross-cutting economic clusters in Rockland which combine various aspects of different industry sectors.

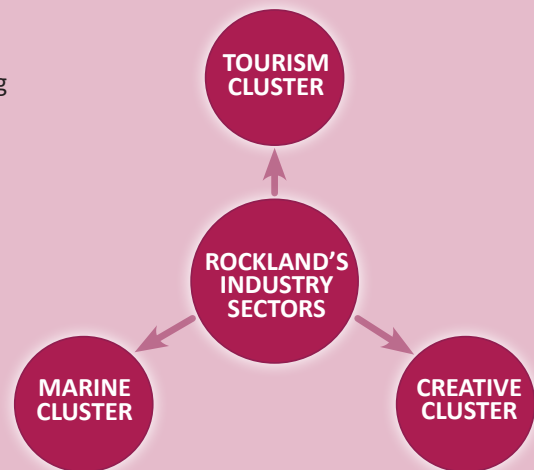
*Marine Cluster – manufacturing, warehousing, wholesale trade, retail sales, services, food services, arts/entertainment/recreation, etc.*

*Tourism Cluster – accommodations, retail sales, food services, arts/entertainment/recreation, etc.*

*Creative Cluster - arts/entertainment/recreation, food services, professional/scientific/technical, manufacturing, warehousing, etc. The Creative Economy includes artists, artisans, performers, architects, software engineers, entrepreneurs, researchers, financiers, chefs and others who are at the forefront of innovation.*

- **Healthcare continues to be a strong source of employment in Rockland and the region.** Healthcare, education, and social assistance had the greatest number of jobs in the region. About 26% of Rockland’s employed residents worked in the health care sector.

- **One aspect of the tourism economy – outdoor recreation – is an important trend to consider.** According to the Outdoor Industry Association, Maine’s outdoor recreation economy generates \$8.2 billion in consumer spending, 76,000 jobs, \$2.2 billion in wages and salaries, and \$548 million in state and local tax revenue. Spending on recreational water sports alone is estimated at 1.3 billion, which is nearly double the state’s total landed value of commercial seafood (\$721 million). (source: *Outdoor Industry Association*)



- **Rockland has a thriving arts and food culture that helps to bring balance to the city’s overall economic picture.**

The city has two cornerstone art museums – the Farnsworth and the Center for Maine Contemporary Art - 20 or more galleries, and multiple restaurants, including two that have won prestigious food awards. The recent drive to call Rockland the Art Capital of Maine shows the important growth behind this sector of the local economy. A 2016 economic impact analysis by Planning Decisions of the Farnsworth Museum shows that this facility alone has a total economic impact of approximately \$58 million in sales and supports 510 FTE jobs earning nearly \$18 million in annual pay.

- **Properties zoned for industrial uses are in high demand.** Rockland has a relatively small geography and areas that are appropriately zoned for industrial use are not always available to those businesses that are looking to expand or relocate to Rockland. The City Hall and Public Services Garage property is located in one of the few remaining industrially zoned areas.
- **Commercially-zoned properties, by acreage, contribute relatively more to the tax base than residentially zoned properties.** According to the City Assessor, in 2018 only 12% of the parcels were industrial or commercial yet they accounted for 28% of the total value.
- **Aging workforce is a challenge but also an opportunity.** The number of people in their prime working age (age 25 to 64) declined 12% over the past 17 years while the number of people of retirement age (age 65 and over) participating in the labor force increased 106%. This presents a challenge of finding new workers and places for them to live and the opportunity to take advantage of the skills of the aging workforce.





- **More Rockland residents are working at home or remotely than in the past.** About 7% (229 people) of residents worked at home in 2017, compared to 4% (132 people) in 2010. According to the US Census Bureau, in 2017 about 85% of Rockland’s households had a computer and 73% had broadband internet subscriptions (American Community Survey 5-Year Estimates, 2013-2017).
- **While city infrastructure provides multiple sidewalks, there is a need for improved walkability and connections across town.** The Tillson Avenue and Park Avenue areas represent unrealized opportunities to improve connections with downtown. The North End area represents opportunities to add waterfront access and connectivity.
- **The city’s marine heritage and working waterfront contribute to economic and community vitality.** The waterfront is connected to the community through lively commercial corridors, diverse and accessible waterfront locations, and many opportunities for physical and visual access to the harbor.
- **Rockland’s downtown was developed with its back to the harbor.** A change in focus toward the harbor and recognition of the importance of the city’s marine heritage present opportunities to reconnect the waterfront through planning, streetscape connectivity, and public spaces.
- **As properties change hands in coastal areas, there is increased pressure on maintaining water dependent and traditional commercial/industrial properties along the waterfront.** This is no different in Rockland where there has been increased interest in properties and development in waterfront zones and key commercial/industrial properties.

*When waterfront properties do change hands or are developed, there is an opportunity to advance public access goals.*



## **ECONOMIC AND COMMUNITY VITALITY GOALS**

- A diverse, vibrant, and sustainable economy
- A growing tax base that supports municipal services
- A desirable place to live, work, and play

## **ECONOMIC AND COMMUNITY VITALITY OBJECTIVES** *(objectives are not listed in order of priority)*

1. Diverse job opportunities for residents and potential residents
2. Clear and concise set of ordinances that are easy to follow and consistent with the comprehensive plan
3. Rockland's downtown remains an important center of employment, cultural and retail activity
4. Land use policy that protects Rockland's unique character and history
5. There is opportunity for increased commercial and industrial development and productive use of business park and industrially zoned land
6. Arts, culture, and the city's marine heritage continue to be central elements of Rockland's unique character and quality of place
7. Tourism and recreation remain vital components of the city and regional economy
8. The city balances available resources with reasonable spending to efficiently provide services that meet the needs of the community
9. Quality housing options are affordable and adequate to support workforce needs
10. Rockland's multidimensional quality of place attracts residents, businesses, and visitors
11. Rockland is a leader in environmentally and economically sustainable building and infrastructure
12. High speed internet, reliable and competitive mobile phone service, and other technical infrastructure to meet the needs of entrepreneurs, remote working, and remote learning opportunities/experiences
13. The local property tax base continues to expand consistent with the Future Land Use Plan
14. Year-round opportunities to buy locally grown produce and goods from farmers and makers in Rockland and from around the region



**ECONOMIC AND COMMUNITY VITALITY RECOMMENDED STRATEGIES & ACTIONS**

<b>ECONOMY</b>		
<b>Related Objective</b>	<b>Recommended Strategy</b>	<b>Potential Responsibility</b>
<b>1, 2, 3, 10, 13</b>	<p>Foster opportunities to grow local businesses and attract new ones through:</p> <ul style="list-style-type: none"> <li>• Location assistance</li> <li>• Micro-loan programs</li> <li>• Tax Increment Financing</li> <li>• Introductions to state and federal assistance programs</li> <li>• Fostering communications among businesses with compatible interests</li> </ul>	Staff (Department Heads)
<b>1, 6, 7, 12, 13, 14</b>	<p>Proactively consider businesses that:</p> <ul style="list-style-type: none"> <li>• Provide synergies or supply chain connections with existing industry sectors or clusters</li> <li>• Offer new or diversification opportunities (e.g. technology, aquaculture)</li> </ul>	Staff (Economic & Community Development)
<b>4, 6</b>	<p>Support and implement the Rockland Harbor Management Plan and annual updates and reinforce the waterfront as a major economic driver through policies and infrastructure investments</p>	Harbor Management Commission; Staff (Harbor Master, Economic & Community Development)
<b>2, 4, 6</b>	<p>Revisit and update past plans for redevelopment of Public Landing, Middle Pier and the adjacent parks, considering:</p> <ul style="list-style-type: none"> <li>• Objectives outlined in the Harbor Plan</li> <li>• Larger community and economic development opportunities</li> <li>• Practical improvements to move from plan to development</li> </ul>	Staff (City Manager, Economic & Community Development)
<b>6, 7, 10, 11, 14</b>	<p>Leverage state, regional, and local marketing efforts to showcase Rockland’s strengths</p>	Staff (Economic & Community Development)
<b>7</b>	<p>Enhance Rockland’s outdoor economy by:</p> <ul style="list-style-type: none"> <li>• Protecting and expanding areas for recreational use and activity</li> <li>• Connecting recreational areas and natural areas</li> <li>• Enhancing and connecting trail systems (both pedestrian and bike) within Rockland and in the region</li> <li>• Exploring appropriate opportunities at undeveloped or underutilized city properties</li> </ul>	Staff; Parks & Recreation Committee



## ECONOMY

Related Objective	Recommended Strategy	Potential Responsibility
8	Seek grants to assist with economic development opportunities	Staff (Economic & Community Development)
8, 13	Leverage Tax Increment Financing to stimulate desirable development and assist with related municipal infrastructure needs	City Council; Staff (City Manager)
2, 3, 13	Identify opportunities to make more efficient use of Rockland’s limited real estate through zoning adjustments or other means	Staff (City Manager, Economic & Community Development)
9	Advance opportunities to address community housing needs and increase the availability of workforce housing	City Council; Planning Board; Staff (Planning & Code Enforcement)
2, 3, 11	Pursue public/private partnerships for economic and community benefits	Staff (Economic & Community Development)
2	Continuously improve the clarity of regulatory requirements and predictability of the regulatory processes, including: <ul style="list-style-type: none"> <li>Edits to Chapter 19 for clarity, consistency for the average reader, and provide a solid foundation for future policy updates</li> <li>Creation of a consolidated and coordinated application process for new and expanding businesses who need both permits and licenses</li> </ul>	City Council; Planning Board; Staff
3, 4, 11, 13	Promote mixed use development whenever appropriate	City Council
3	Consider options for using the Rockland City Hall and Public Services properties for economic development	City Council; Staff (City Manager)
6, 11, 12	Seek grants and financial assistance to deliver services and improve infrastructure	Staff (Department Heads)
8	Leverage tools such as the Tax Increment Finance program, micro loans, or low interest loans to capture more of the benefits of increased assessed value, and support business growth and entrepreneurship	Staff (City Manager, Finance, Economic & Community Development)



## COMMUNITY VITALITY

Related Objective	Recommended Strategy	Potential Responsibility
2, 3, 9, 11, 13	Advance opportunities to address community housing needs:	City Council; Staff
	<ul style="list-style-type: none"> <li>Consider availability of public or private lands or buildings appropriate for affordable housing</li> </ul>	
	<ul style="list-style-type: none"> <li>Consider how to integrate diverse housing options into existing neighborhoods through such means as accessory dwelling units, upper floor housing in commercial areas, mixed use development</li> </ul>	
	<ul style="list-style-type: none"> <li>Consider inclusionary zoning measures and integrate standards into ordinance revisions as appropriate</li> </ul>	
	<ul style="list-style-type: none"> <li>Recognize that access to safe affordable housing is important for all through appropriate land use policy and ordinance provisions</li> </ul>	
1, 9, 13	Welcome new workers, residents, and investors and provide opportunities for existing community members to grow and thrive	City Council; Staff (Department Heads)
8	Maximize the experience of our elders for projects and policy making, mentoring, and service	City Council
3, 4, 6, 7, 11, 13	Protect and enhance Rockland’s quality of place, including:	City Council; Staff (City Manager, Economic & Community Development, Public Services, Harbor Master); Harbor Management Commission
	<ul style="list-style-type: none"> <li>Enhance connectivity with harbor</li> </ul>	
	<ul style="list-style-type: none"> <li>Construct or maintain green spaces in all parts of town</li> </ul>	
	<ul style="list-style-type: none"> <li>Extend downtown by improving coordinated connectivity of key streets (Tillson Ave, Park Drive, etc.)</li> </ul>	
3, 7, 10, 11	Pursue opportunities to improve walkability, connectivity, and accessibility:	City Council; Parks & Recreation Committee; Staff (Economic & Community Development, Public Services)
	<ul style="list-style-type: none"> <li>Implement Complete Streets wherever feasible</li> </ul>	
	<ul style="list-style-type: none"> <li>Maximize sidewalk width where appropriate</li> </ul>	
	<ul style="list-style-type: none"> <li>Add and connect sidewalks wherever feasible</li> </ul>	
	<ul style="list-style-type: none"> <li>Identify and add crosswalks where needed</li> </ul>	
	<ul style="list-style-type: none"> <li>Implement traffic calming measures where needed</li> </ul>	
	<ul style="list-style-type: none"> <li>Develop and enhance local and regional trail system (e.g. walking, biking, hiking)</li> </ul>	
	<ul style="list-style-type: none"> <li>Consider how a network of publicly owned lands and trails could benefit wildlife and pollinators</li> </ul>	
	<ul style="list-style-type: none"> <li>Incentivize easements for sidewalks, trails and views through code provisions</li> </ul>	



## COMMUNITY VITALITY

Related Objective	Recommended Strategy	Potential Responsibility
<b>13</b>	<p>Consider ways to support the production and sale of goods and products from local farmers and makers throughout the year:</p> <ul style="list-style-type: none"> <li>• Collaboration with Rockland Main Street</li> <li>• Find a location and sponsor a year-round farmers market; consider the use of city property</li> <li>• Promotion of community events</li> </ul>	City Council; Staff (Economic & Community Development)
<b>1, 11</b>	Encourage entrepreneurship and allow shared space/co-working space infrastructure in all appropriate zones	City Council; Planning Board; Staff (Planning & Code Enforcement)
<b>4, 10, 11</b>	<p>All city investments and community infrastructure investments consider environmentally and economically sustainable practices:</p> <ul style="list-style-type: none"> <li>• Cost effective energy efficiency in all building investments</li> <li>• Stormwater management investments where needed</li> <li>• Sea level rise and storm surge resiliency planning in all waterfront investments</li> <li>• Resource protection, habitat, and pollinator enhancement in landscape investments</li> <li>• Consider environmental and economic sustainability when sourcing materials used in municipal projects</li> </ul>	City Council; Staff (City Manager, Department Heads)
<b>11</b>	<p>Encourage and showcase environmentally and economically sustainable building practices through:</p> <ul style="list-style-type: none"> <li>• Energy efficiency investments</li> <li>• Creative stormwater management</li> <li>• Demonstration projects where possible (e.g. living shorelines, green roofs)</li> </ul>	City Council; Staff (Department Heads)
<b>11</b>	Explore opportunities for encouraging environmental sustainability, public access, and stormwater management through appropriate municipal code provisions or fees	City Council; Staff (Economic & Community Development)
<b>11, 12</b>	Encourage technology and infrastructure to support a modern workforce and education system that includes remote workforce, entrepreneurs, and remote learning to improve connectivity for the entire community	City Council; Staff (Department Heads)



## COMMUNITY VITALITY

Related Objective	Recommended Strategy	Potential Responsibility
<b>6, 10, 11</b>	<p>Consider opportunities to enhance streetscape elements and landscaping to improve placemaking in underutilized spaces:</p> <ul style="list-style-type: none"> <li>• Green spaces in oversized parking areas</li> <li>• Pocket parks</li> <li>• Sustainable features</li> <li>• Outdoor seating</li> <li>• Street furniture</li> <li>• Plantings</li> <li>• Public art projects</li> <li>• Activities to engage people</li> </ul>	City Council; Staff (Economic & Community Development, Public Services); Parks & Recreation Committee
<b>4, 6, 10</b>	<p>Improve the city’s gateway areas (i.e. Camden Street, Old County Road, Park Street, Route 17, Route 73) considering such things as bikeability, walkability, green space, and signage; plan for projects that can be implemented over time</p>	City Council; Planning Board; Staff (Public Services)
<b>3, 4, 7, 11</b>	<p>Consider opportunities at Public Landing / Middle Pier and associated parks as a means to benefit community and attract additional economic activity</p>	City Council; Harbor Management Commission; Staff (Harbor Master, Public Services, Economic & Community Development)
<b>3, 7, 10</b>	<p>Pursue wayfinding and signage improvements, including:</p> <ul style="list-style-type: none"> <li>• Use of best practices</li> <li>• User friendly language, universal symbols, and ADA requirements</li> <li>• Consideration of business and community needs</li> <li>• Use of gateway signage on all major roads</li> <li>• Development of local sign standards that help ensure uncluttered streets, clear standards, and consistent rules</li> <li>• Use of grammatically and visually consistent signage for city-owned property and trails</li> </ul>	Staff (Economic & Community Development)
<b>2, 8</b>	<p>When revisiting existing, or developing new, master plans ensure a clear and independently executable implementation plan</p>	Staff (Department Heads)
<b>5, 8, 12, 13</b>	<p>Identify infrastructure and service needs that will facilitate development to increase the tax base, and strategically invest in those infrastructure and services</p>	Staff (Public Services, Economic & Community Development)





# RECREATION AND OPEN SPACE

Recreation and open spaces support wellness and the overall health of the community through activities, play or relaxation. Rockland’s parks, trails, natural areas, open spaces, public facilities, and water access points provide residents and visitors with a wide range of recreational opportunities to promote social interaction, physical activity, and personal rejuvenation. In addition, new and continued collaborations with community organizations, regional partners, and the private sector can offer enhanced opportunities and additional services.

### RECREATION AND OPEN SPACE KEY FINDINGS

- **Rockland is a desirable place to recreate for residents and visitors.** There are a number of ball fields, fitness centers, trails, and parks easily accessible to Rockland residents. Rockland meets or exceeds the number of recreational facilities considered necessary for a community its size, according to standards developed by the National Recreation and Park Association. In 2020 Lonely Planet, one of the world’s largest publishers of travel books and apps, named Midcoast Maine one of the top 10 regions in the world to visit due, in part, to the area’s recreational opportunities.
- **The outdoor economy is an important trend to consider when investing in recreational infrastructure and open space.** City parks, hiking trails, playing fields, water access sites and other spaces – both land and water – make up the backbone of the outdoor economy. According to the Outdoor Industry Association, Maine’s outdoor recreation economy generates \$8.2 billion in consumer spending, 76,000 jobs, \$2.2 billion in wages and salaries, and \$548 million in state and local tax revenue.
- **Rockland also has a wide range of recreational opportunities beyond outdoor recreation.** These can range from playing cards, civic groups and clubs, exercise classes, and other hobbies.
- **In recent years the city has not defined its recreational goals and priorities.** The city is in the process of reevaluating their Parks & Recreation management and programs.
- **There will likely be a higher demand for activities for the aging population.** The largest increase in population since 2000 has been in adults age 55-64. This age group has increased 65% since that time.
- **Recreation facilities are valuable community assets.** The Flanagan Community Center provides important services for both recreation and civic activities. The Center could potentially accommodate additional programming in the future. It is an older facility and should be evaluated for needed repair and maintenance.
- **The city’s harbor and waterfront contribute to both active and passive recreation.** The waterfront offers opportunities for access to the harbor for boating, swimming, and fishing. It also provides visual access to the water and opportunities for sitting, relaxing, and observing.
- **Rockland is a very walkable city, but there is a need for improved walkability and connecting across town.** The city has a walk score of 79, which is “very walkable” according to WalkScore.com. Maintaining the 18-mile sidewalk network is critical to supporting a walkable community.
- **The five-mile Harbor Trail is an important recreational opportunity.** Completing the trail should remain a city priority and individual segments should be programmed as part of a new Capital Improvement Plan.
- **Rockland has potential to be a very bikeable community.** Rockland has a bike score of 66, which is “bikeable” according to Redfin, the real estate website that owns Walk Score. This means that some bike infrastructure is available. A formal bikeways plan and a program to prioritize investments would build the network and improve the opportunities for biking throughout the city.
- **There is no consistent theme for wayfinding to city Parks & Recreational facilities.**



## RECREATION AND OPEN SPACE GOALS

Public spaces will be welcoming to all residents and visitors of all ages and abilities.

### RECREATION AND OPEN SPACE OBJECTIVES *(objectives are not listed in order of priority)*

1. Residents and visitors will have access to parks, trails, facilities, open spaces, and recreational activities that support physical activity and individual/community well-being
2. The city will sustain and build our system of parks, trails, and open spaces to enhance quality of life, protect the environment, and promote economic well-being
3. Public open spaces will be high quality, well designed, well maintained, and accessible to all residents
4. Physical connections between recreational spaces and trail systems will be strengthened
5. Public access for active and passive recreation will be available at multiple locations throughout the city
6. View corridors to the harbor throughout the city will be protected
7. Important scenic resources will be identified and protected
8. Funded reserve accounts for public facilities to cover maintenance, improvements, or matching for related grants will be established
9. The built environment will be accessible for people of all ages and abilities
10. Recreational programming will be provided for a variety of activities and available to all ages and abilities
11. Community events and festivals will be encouraged and managed to be welcoming and accessible for all

### RECREATION AND OPEN SPACE RECOMMENDED STRATEGIES & ACTIONS

Related Objective	Recommended Strategy	Potential Responsibility
<b>all</b>	To ensure a range of recreational activities and programming, develop a city recreation plan that:	City Council; Parks & Recreation Committee
	• Investigates existing programming	
	• Defines goals and priorities	
	• Evaluates the city’s cost effectiveness	
<b>1, 2, 3, 4</b>	• Identifies partnerships (public/private, outsource, etc.)	Staff (Public Services); Parks & Recreation Committee
	Prepare master sidewalk, multi-use path, and bicycle plans to connect neighborhoods, historic and cultural sites, open spaces, and the waterfront (See also Mobility and Transportation)	



Related Objective	Recommended Strategy	Potential Responsibility
3, 9	Develop and implement branding guidelines for wayfinding and signage at city-owned Parks & Recreational facilities. Guidelines should: <ul style="list-style-type: none"> <li>• Increase visibility to key locations within the city</li> <li>• Reflect best practices</li> <li>• Adopt user-friendly language, universal symbols, and ADA requirements</li> <li>• Be grammatically and visually consistent for city-owned property</li> </ul>	Parks & Recreation Committee
10, 11	Support opportunities to bring recreational events to the city	City Council
1, 2, 3, 4, 5, 6	Explore options for improving recreational access to the north end	Parks & Recreation Committee
8, 10	Explore programming options and evaluate maintenance needs at Flannagan Community Center	Parks & Recreation Committee
1, 4, 10	Improve ADA accessibility in and to public parks and open spaces	Staff (Public Services)
6	Maintain an inventory of important visual corridors	Staff (Planning & Code Enforcement); Parks & Recreation Committee
2, 3	Expand safe and well-lit walking and biking trails	Staff (Public Services)
1, 2, 3, 9	Amend the Zoning Ordinance to allow parks and playgrounds in all residential zones	Staff (Planning & Code Enforcement); Parks & Recreation Committee
2, 3	Develop management plans in wooded parks and open spaces where forest management plans are not appropriate, with the goal of maintaining or improving the quality of trees and natural areas	Parks & Recreation Committee
1, 3, 4, 9	Obtain additional rights to improve connectivity of public access along the waterfront	Staff (City Manager, Economic & Community Development)
1, 2, 3, 4, 9	Explore potential locations for separated biking and walking trails that connect different neighborhoods (See also Mobility and Transportation)	Parks & Recreation Committee; Staff (Public Services)
2, 3, 4, 8	Plan for improvements to waterfront parks in accordance with the goals and objectives outlined in the Harbor Plan. Planning for Harbor Park and Mildred Merrill Park should be coordinated with planning for Public Landing and Middle Pier.	City Council; Staff (Harbor Master); Harbor Management Commission; Parks & Recreation Committee
1, 2, 3, 4, 5, 9	Develop and enhance local and regional trail system (e.g. walking, biking, hiking)	Parks & Recreation Committee



Related Objective	Recommended Strategy	Potential Responsibility
1, 8	Add recreational infrastructure such as kayak and bike racks at key locations within the city	Parks & Recreation Committee
1, 3	Continue to support recreational fishing at public waterfront locations	City Council
1, 2, 3, 5, 9	Maintain access to the harbor and to Chickawaukie Lake for swimming	City Council
2, 3, 8, 9, 10	Develop recreational use plan for key properties that may be underutilized and resolve any barriers to reuse	Parks & Recreation Committee
2, 10, 11	Support demonstration projects where possible in city parks and open spaces that promote sustainability and resiliency (e.g. edible plantings, pollinator corridors, etc.)	City Council; Parks & Recreation Committee
2, 8	<p>Consider environmentally sustainable practices while also considering economic sustainability in all city investments and community infrastructure investments</p> <ul style="list-style-type: none"> <li>• Energy Efficiency in all building investments</li> <li>• Stormwater management in all street investments</li> <li>• Sea level rise in all waterfront investments</li> <li>• Resource protection, habitat and pollinators in landscape investments</li> <li>• Best industry practices for sourcing and use of materials</li> </ul>	City Council
all	<p>Explore opportunities to grow Rockland’s outdoor economy by:</p> <ul style="list-style-type: none"> <li>• Protecting and expanding areas for recreational use and activity</li> <li>• Connecting recreational areas and natural areas</li> <li>• Enhancing and connecting trail systems (both pedestrian and bike), within Rockland and the region</li> <li>• Exploring appropriate opportunities at undeveloped or underutilized city properties</li> </ul>	City Council; Staff (Economic & Community Development)



# HISTORIC AND CULTURAL PRESERVATION

Rockland’s rich history is evident in both its built environment and its culture. The form and function of streets, neighborhoods, downtown buildings, and waterfront have all been shaped over the past 200 plus years by the city’s changing economic driver—shipping and ship building, lime industry, granite quarrying, fishing, tourism and the arts. The following section addresses how preservation of our historic and cultural resources remains an integral part of the future of Rockland. Protection and promotion of these resources will reinforce Rockland’s identity as an historic waterfront city with a small-town feel, encourage neighborhood reinvestment, and support continued economic development.

## HISTORIC AND CULTURAL KEY FINDINGS

- **Economic trends over time have shaped the physical layout of the city.** The form and function of Rockland has been shaped by the economic trends that influenced development over the past 200 years. Each major economic phase (shipping and ship building, lime industry, fishing, tourism, and the arts) have left an indelible footprint on the city. These different historic periods are reflected in many historic and cultural resources.
- **Significant historic resources have been formally recognized, but additional resources need to be designated.** With a rich history, Rockland is blessed with significant historic resources, including two National Register Historic Districts and 16 individual listings. More could be done to further research and designate additional resources, acknowledging the impacts of the lime industry, shipbuilding and shipping, and historic development throughout the city.
- **Locally-adopted preservation regulations have yet to be fully implemented.** In 2018, the city adopted new historic preservation regulations, including the creation of a Historic Preservation Commission. Implementation has been purposefully slow, but should continue to ensure Rockland’s rich historic fabric is preserved and promoted. Preservation has positive impacts on quality of life, economic development, housing, and tourism.
- **Significant architectural resources have been formally recognized, but more promotion would spark further investment.** Significant architectural resources have been recognized in the National Register listings for Rockland. Further promotion of these resources would support neighborhood reinvestment, tourism and economic development.
- **Limited knowledge of local archaeological resources constrains conservation.** Limited information is available regarding archaeological resources, but further inquiries and studies would be beneficial to better document, understand, and conserve the most outstanding examples. This should include pre-settlement resources, as well as the city’s rich industrial and shipping heritage.
- **There are three surviving lime kilns in Rockland, none of which are protected.** The lime industry was a major part of Rockland’s history as far back as the 1780s. At one point there were over 130 lime kilns in Rockland as well as a railroad which carried lime rock from quarries to the kilns and then on to the industrial and commercial facilities along the waterfront.



## HISTORIC AND CULTURAL PRESERVATION GOALS

- To preserve, to the extent possible, Rockland’s archaeological, historic, and cultural resources.
- To promote cultural awareness of Rockland’s historic resources and their value for the present and future.

## HISTORIC AND CULTURAL PRESERVATION OBJECTIVES *(objectives are not listed in order of priority)*

1. Rockland’s residents are aware of the city’s historic and cultural resources and their value to the present and future
2. Public mechanisms, both regulatory and financial, are available to assist in historic preservation as well as cultural preservation
3. Historic buildings and older structures are rehabilitated or adaptively reused rather than demolished
4. Historic and cultural preservation is recognized as an economic development tool
5. Rockland’s unique culture is celebrated and enhanced through a variety of programming and initiatives
6. Alterations to historic and older structures accommodate multiple objectives, such as improved accessibility, improved energy efficiency, and climate change adaptation while adhering to preservation objectives
7. Rockland’s prehistoric resources are identified and cataloged

## HISTORIC AND CULTURAL PRESERVATION RECOMMENDED STRATEGIES & ACTIONS

HISTORICAL AND ARCHEOLOGICAL SITES / STRUCTURES		
Related Objective	Recommended Strategy	Potential Responsibility
4, 7	Identify and document potential historic resources (e.g. structures, neighborhoods, parks, cemeteries); expand protections as appropriate	Historic Preservation Commission
7	Identify and catalog pre-historic and archeological resources and sites throughout the city, expanding protections as appropriate	Historic Preservation Commission
1, 5	Develop an educational strategy to inform and engage residents and property owners about the importance and benefits of historic preservation	Historic Preservation Commission
2, 4	Explore local tools to incentivize the preservation or restoration of designated historic properties and older structures	Historic Preservation Commission
2, 4	Disseminate information about existing federal and State preservation tax incentive programs or other funding opportunities for development projects	Staff
2, 4, 6	Identify mechanisms for maintaining existing structures and the built environment on Main Street	Historic Preservation Commission; Staff
2, 6	Incorporate information on historic structures in building permit applications and assessing records	Staff (Planning & Code Enforcement, Assessing)



## CULTURAL PRESERVATION

Related Objective	Recommended Strategy	Potential Responsibility
1, 4	Identify and document individual structures, neighborhoods, and other areas that are representative of Rockland’s unique history, culture, and character but may not qualify for traditional historic preservation status	Historic Preservation Commission
4	Promote historic and cultural preservation as a key economic growth and community development strategy	Staff (Economic & Community Development)
2, 4, 5	Explore local tools to incentivize the preservation of important local cultural resources	Historic Preservation Commission
1	Develop an interpretive signage program for cultural sites around the city	Historic Preservation Commission; Staff
1, 3, 4, 5, 6	Maintain, improve, or invest in public facilities, (e.g. Community Center, Library, Harbor Park), spaces (e.g. art space, museums), and initiatives (e.g. community sailing programs, festivals, school programming) that offer opportunities for cultural awareness	City Council; Staff
1, 5	Establish a public arts commission/committee to promote public art and culture throughout the city.	City Council; Staff

## NATURAL RESOURCES

The City of Rockland is fortunate to have an abundance of natural resources that are enjoyed by residents and visitors alike. This chapter serves as a guide for the stewardship of those resources and will help us protect, preserve, and enhance them for current and future generations.

### NATURAL RESOURCES KEY FINDINGS

- **About 54% (5,000 acres) of Rockland is forested.** While there is a limited amount of commercial timber harvested in these areas, the forested parts of the city provide habitat for wildlife, opportunities for outdoor recreation, and open space. The city itself owns about 70.5 acres of City Forest.
- **Rockland has an established public shade tree program.** This program is designed to help beautify the city, provide shade, and increase property values. It has been established by ordinance, overseen by a Tree Warden, and supported by annual appropriations in the budget. In 2019 Rockland was named a Tree City USA by the Arbor Day Foundation in honor of its commitment to effective urban forest management. In 2020 the city planted 13 trees.
- **About 4% (390 acres) of land cover is farmland.** However, Rockland has a larger number of areas where the soil characteristics would be considered prime farmland and farmland of statewide importance. These areas are primarily located around Old County Road and are also present in the developed parts of the city.
- **Rockland supports a growing “farm to table” restaurant segment.** Small-scale commercial farming is growing in the region due to the demand for local food and other agricultural products. Despite the low





amount of active farming in Rockland itself, the city supports regional agriculture through many other farm-related businesses: farm stands, other retailers, nurseries and greenhouses, restaurants.

- **The Rockland Bog is an important ecological resource in the city.** Approximately 60% of the 5880-acre Oyster River Bog lies within the City of Rockland. The remaining 40% is within Rockport, Thomaston and Warren making it an important local and regional resource. The bog is a mosaic of upland areas and wetlands that provides habitat for a multitude of plant and animal species, many of which are listed as critical resources by the State.
- **Rockland possesses larger blocks of undeveloped land which support a diversity of significant habitat areas.** In addition to the City Forest and Rockland Bog, the southwest corner of the city, near Pleasant and Thomaston Street includes part of the headwaters for the Weskeag Creek which is an area of ecological significance identified by the State. This 682-acre area spans portions of South Thomaston, Thomaston, Rockland, and Owls Head.
- **Rockland’s small geographic size, combined with development constraints in many areas, may limit outward development expansion.** The City of Rockland is 12.8 square miles (about 8,190 acres), which is about one-third of the average sized Maine town. Almost 50% of Rockland’s land area consists of hilly terrain, streams, wetlands, and other low-lying areas. These are mainly located west of Old County Road, West Meadow Road and Route 17 which are the more undeveloped parts of the city.
- **Rockland is served by MaineWater - a semipublic water district.** Mirror Lake, located in Rockport, serves as the public water supply for Rockland and other area towns. Chickawaukie Pond, located partially in Rockland, serves as a backup water supply. There are no significant aquifers in Rockland which suggests that groundwater resources would not be adequate as a supply for the municipality or any other larger water user.
- **Chickawaukie Pond is an important recreational resource.** In addition to being a secondary water source, Chickawaukie Pond, the only great pond in Rockland, has high value for swimming, boating and recreation. While the water is generally clean, periodic algal blooms close the Chickawaukie Pond to swimming. It is listed on the “Maine Lakes at Risk of Having an Algal Bloom” due to development within the watershed.
- **All of Rockland’s freshwater rivers and streams meet state water quality standards except Lindsey Brook.** The Lindsey Brook watershed encompasses 1.1 square miles largely within developed portions of the city. It sometimes exceeds water quality standards. Improving the ecological health of the brook, particularly by restoring aquatic organism passage and natural stream processes, may be desirable.
- **Rockland is enhanced by its scenic natural resources, which contribute to the quality of life, the local economy, and the value of surrounding properties.** Many of the most important scenic water views and vistas are those visible from public roads, public parks, the harbor, and other waterbodies. Because many views cross private lands, Rockland’s land use code includes incentives for protection of view corridors.
- **The waterfront and other areas are susceptible to flooding due to their proximity to the floodplain.** Harbor Park and Snow Marine Park are two public properties that have had some flooding. While floodplain areas can help store excess water during major floods so that other areas are not inundated with water, planning for appropriate protection of existing development and public infrastructure will be important. See the Harbor Management Plan for more information on sea level rise.
- **Natural resources in and around the harbor provide for a variety of habitat that supports fish, wildlife, and desired human uses (e.g. swimming, commercial and recreational fishing, etc.).** The environment of the harbor includes water quality, air quality, marine life, and natural habitats.



Significant wading bird and waterfowl habitat has been mapped throughout the harbor but is concentrated in the shallow area near Jameson Point. Eelgrass beds, which support a wide range of organisms and ecological functions, are located throughout the harbor; the largest area is in the shallow waters near Jameson Point.

Shellfish habitat has been identified in the shallow area near Jameson Point; however, the State has closed the harbor to commercial harvesting due to water quality.

Stormwater run-off, direct discharges, and other non-point sources of pollution (e.g. boats) are the main threat to water quality and sometimes lead to warnings or closures to swimming.

- **The coastal bluff areas along the shoreline are more susceptible to erosion, particularly on the northern end.** In the past there has been significant shoreline erosion in this area, including one parcel that the city now owns.
- **Rockland Harbor includes important habitat.** This includes eel grass, shellfish habitat, and wading bird locations. See Harbor Management Plan more information.

### NATURAL RESOURCES GOALS

- Protect critical natural and environmental resources in the community
- Preserve and expand access to agricultural, forest, and scenic resources important to the city
- Support community farming, aquaculture, and other creative and sustainable use of Rockland’s natural resources
- Increase climate resilience

### NATURAL RESOURCES OBJECTIVES *(objectives are not listed in order of priority)*

1. Natural areas form a well-established network of interconnected green space and wildlife corridors
2. Physical connections between natural areas, recreational spaces, and trail systems are strengthened
3. Existing tree canopies are maintained, enhanced, and, where appropriate, expanded
4. Flood damage to public and private properties is reduced to the extent feasible
5. Local food systems are expanded including community gardens, back yard gardens or urban farms, and small-scale agriculture

### NATURAL RESOURCES RECOMMENDED STRATEGIES & ACTIONS

Related Objective	Recommended Strategy	Potential Responsibility
1, 2, 3	Work with local land trusts or other conservation organizations to pursue opportunities to protect important natural resources as part of open space or recreational land planning	Parks & Recreation Committee
2, 5	Maintain opportunities for productive farm and forest land by continuing to offer current use programs to reduce taxes	Economic & Community Development)



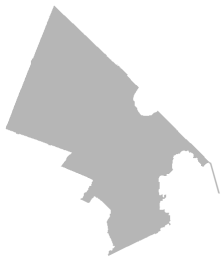
Related Objective	Recommended Strategy	Potential Responsibility
1, 2, 3	Coordinate with neighboring communities and regional and state agencies to protect shared critical natural resources including prime forest and farmland	Staff (Economic & Community Development); Parks & Recreation Committee
1, 2, 3	Plan for the management of the city’s natural areas including: <ul style="list-style-type: none"> <li>Maintenance of city-owned properties with significant natural areas</li> <li>Collaboration with private property owners on the preservation and management of privately-held lands</li> </ul>	Staff (Public Services, Economic & Community Development); Parks & Recreation Committee
1, 2	Enhance connectivity between natural areas through conservation easements and trail networks	Parks & Recreation Committee; Harbor Trail Committee
1, 2, 5	Plan for the mitigation and redevelopment of brownfields to support productive uses	Staff (Economic & Community Development)
4	Develop and implement watershed and stormwater management plans as needed: <ul style="list-style-type: none"> <li>Consider water quality benefits when pursuing combined sewer separation projects</li> <li>Consider impaired waterways such as Lindsey Brook</li> <li>Include appropriate requirements and incentives for proactive stormwater management in city codes and standards</li> <li>Consider incentives for helping to reduce impervious surfaces and implement green infrastructure alternatives such as Low Impact Development (LID) techniques, vegetated rooftops, roadside plantings, and absorbent gardens</li> </ul>	Staff (Public Services, Wastewater); Planning Board
1	Explore opportunities to develop and expand local food systems, including: <ul style="list-style-type: none"> <li>Community gardens</li> <li>Year-round farmers market</li> <li>Land use standards that allow urban farms in appropriate locations</li> <li>Appropriate policies to better support local food growing</li> <li>Collaborate with local and regional stakeholders (for example: Erickson Fields, University of Maine Extension program, Knox County Food Council)</li> </ul>	Staff (Planning & Code Enforcement)



Related Objective	Recommended Strategy	Potential Responsibility
4	Continue to support urban forest management and street trees by: <ul style="list-style-type: none"> <li>• Increase the urban tree canopy</li> <li>• Continuously improve the city’s Tree Care Ordinance</li> <li>• Budget for annual tree care and planting</li> </ul>	City Council; Staff (City Manager, Public Services)
1	Model environmentally-sound landscape management practices, such as planting for pollinator corridors, planting native species, and continual education about and improvements to the city’s Pesticide Ordinance	Staff (Public Services)
5	Remain current with Maine DEP Shoreland Zoning direction for natural resource protection.	Staff (Planning & Code Enforcement)
n/a	Support efforts to decrease light pollution through: <ul style="list-style-type: none"> <li>• Outreach to residents and business owners on ways to become more Dark Sky compliant</li> <li>• Use of energy-efficient and Dark Sky compliant lighting at city properties</li> <li>• Annual review of city’s Dark Sky Ordinance to improve language based on new standards and technology</li> </ul>	Staff (Planning & Code Enforcement; Public Services); Parks & Recreation Committee
1	Focus new public infrastructure in designated growth areas; where infrastructure is needed in rural areas, proactively consider implications for sensitive natural resources and significant habitat (see Future Land Use Plan for Growth Areas and Rural Areas)	
2	Complete and maintain an inventory of environmentally-sensitive areas under private ownership and encourage or provide incentives to owners for voluntary conservation	Staff (Planning & Code Enforcement)
5	Maintain and improve the water quality of Chickawaukie Pond: <ul style="list-style-type: none"> <li>• Require an Erosion and Sediment Control Plan for proposed development along this lake</li> <li>• Review, and revise as needed, phosphorus control language in the zoning ordinance</li> <li>• Revise the Chickawaukie Watershed Plan as needed</li> <li>• Cooperate with the Town of Rockport to ensure consistent and meaningful regulation for Chickawaukie Pond</li> </ul>	City Council
4	Amend ordinances as necessary to ensure any development in flood-prone areas is resilient, including those areas vulnerable to coastal flooding	Staff (Planning & Code Enforcement); Planning Board; City Council

## HARBOR AND WATERFRONT

See Harbor Management Plan, attached.



# APPENDIX



# **POPULATION AND DEMOGRAPHICS**

**POPULATION TRENDS  
POPULATION PROJECTIONS  
NON-RESIDENT POPULATION  
AGE CHARACTERISTICS  
RACE, ETHNICITY, GENDER, AND RELIGION  
HOUSEHOLD CHARACTERISTICS  
INCOME CHARACTERISTICS  
POVERTY  
EDUCATIONAL ATTAINMENT  
2020 DECENNIAL CENSUS UPDATE**



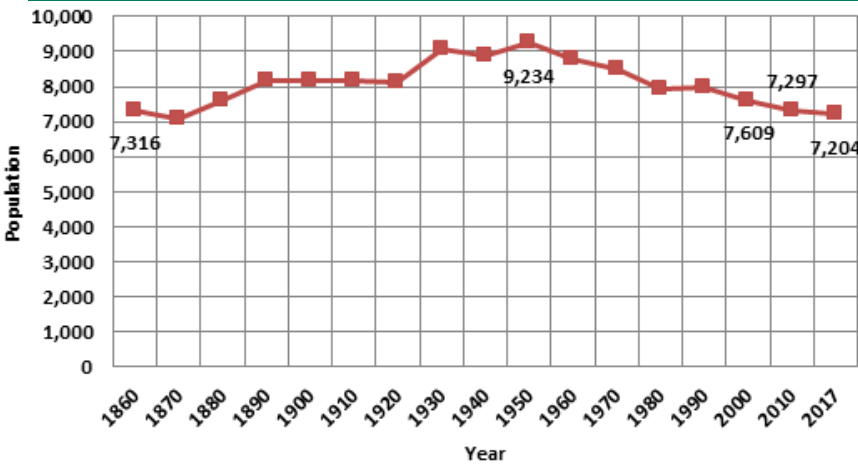
Predicting future population and demographic trends is essential to comprehensive planning. These trends affect all aspects of the community, such as the economy, housing, education, health care, transportation, recreation and culture, and fiscal capacity. A sustainable, demographically diverse population, particularly in age make-up, is necessary to support a community’s overall well-being.

# POPULATION TRENDS

## HISTORIC POPULATION CHANGE

As of July 2017, the city’s population was estimated to be 7,204, which is down 5.3% (405 people) since 2000, and 1% (93 people) since 2010.

**ROCKLAND’S POPULATION CHANGE SINCE 1860**  
 (Source: US Census 1860-2010; American Community Survey 2017 Estimate)



## THE DYNAMICS OF POPULATION CHANGE: NATURAL CHANGE AND NET MIGRATION

**NATURAL CHANGE AND NET MIGRATION**  
 (Source: U.S. Census; Maine Office of Data, Research and Vital Statistics, 2000-2017 )

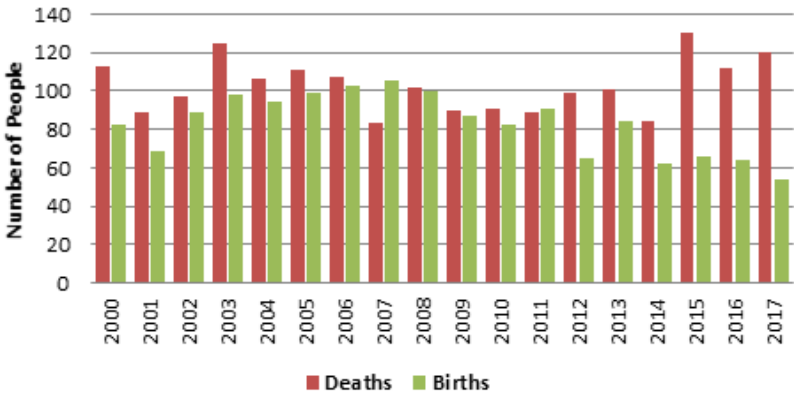
Timeframe	Population Change	Births	Deaths	Natural Change	Net Migration
<b>2000-2009</b>	-312	926	1,023	-97	-215
<b>2010-2017</b>	-93	568	825	-257	164

Changes in Rockland’s population are due to a combination of deaths, births, and net migration (people moving in or out).

Between 2000 and 2009, population change was the result of more deaths (1,023) than births (926), which is a natural change of -97. During the same time period there was a loss of 215 people due to outmigration.

Between 2010 and 2017 there were more deaths (825) than births (568), resulting in

**BIRTHS AND DEATHS BY YEAR SINCE 2000**  
 (Source: Maine Office of Data, Research, and Vital Statistics, 2000-2017)



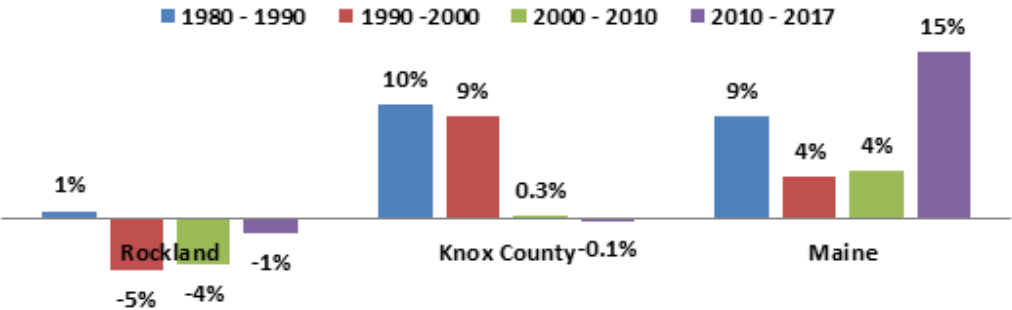




a natural population change of -257. However, there was an in-migration of 164 people, resulting in a population change of -93 people.

COMPARATIVE POPULATION CHANGE

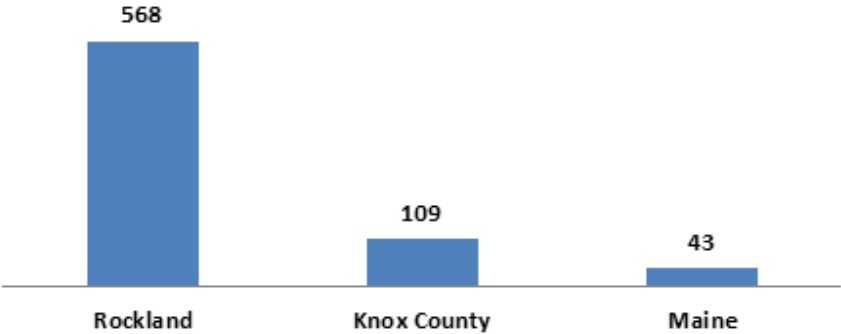
COMPARATIVE POPULATION CHANGE
(Source: US Census, 1980, 1990, 2010; ACS 5-year Estimates, 2017)



COMPARATIVE POPULATION DENSITY

Rockland's population density is 568 people per square mile (2018 estimate), which is higher than Knox County and the state.

COMPARATIVE POPULATION DENSITY: PERSONS PER SQUARE MILE
(Source: Population Estimates, July 2018, Census Quick Facts)

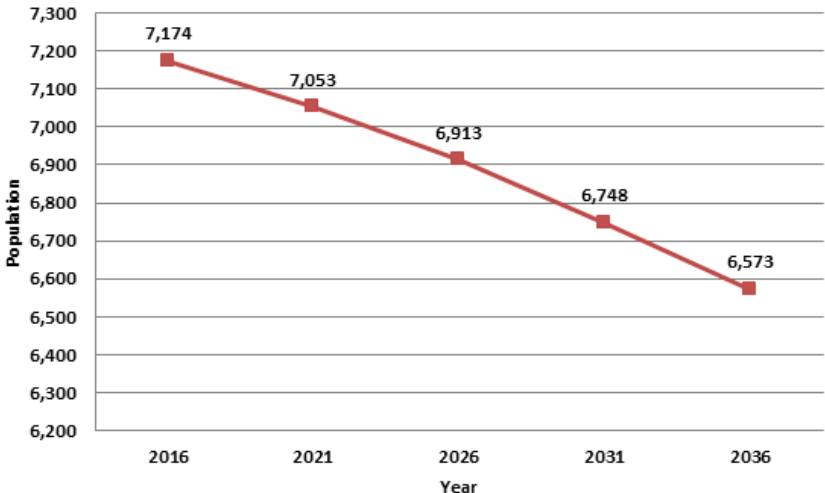




# POPULATION PROJECTIONS

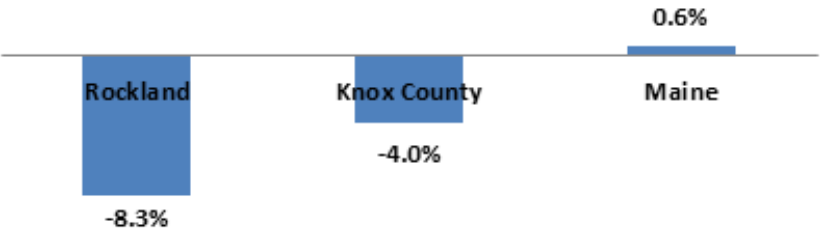
According to the State Economist, population will continue to decline over the next two decades, with a projected population of 6,573 people for the year 2036. This is an 8.3% decrease in population between 2016 and 2036.

## POPULATION PROJECTIONS TO 2036 (Source: ME State Economist, Projections Based on 2016 US Census Bureau Population Estimates)



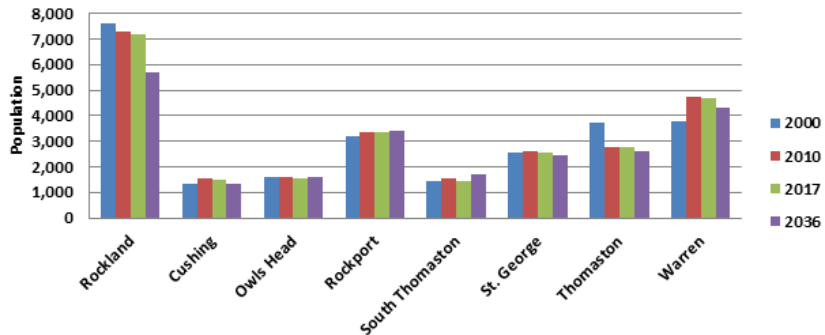
A comparison of population projections from the State Economist reveals that Knox County will also experience a decline in total population over the next two decades. Conversely, Maine is projected to experience a 0.6% population increase through the year 2036.

## COMPARATIVE POPULATION PROJECTIONS: PERCENTAGE CHANGE 2016-2036 (Source: ME State Economist, Projections Based on 2016 US Census Bureau Population Estimates)



Most Neighboring communities experienced relatively small changes in total population in the past, and those trends are expected to continue through 2036.

## POPULATION COMPARISON: ROCKLAND AND ITS NEIGHBORS (Source: US Census, 2000, 2010; US Census ACS 5-Yr Estimate, 2017; ME State Economist, Projections)





# NON-RESIDENT POPULATION

## SECOND HOME / NON-RESIDENT POPULATION

Approximately 315 people can be accommodated in the city’s second home/seasonal housing stock. This is based on an estimated 121 units of housing for seasonal, recreational or occasional use (2017), and an average family size of 2.6 persons per household.

## LODGING ACCOMMODATIONS

Approximately 693 guests per day can be accommodated in the city’s lodging accommodations. According to the Chamber of Commerce, the city has about 250 hotel and B&B rooms. With an average of 2 people per room, that would calculate to 500 guests. There are 70 properties registered as short-term rentals, which includes 17 rooms in houses. Assuming 2.6 persons per house and 2 persons per room that would calculate to 193 guests.

## DAYTIME POPULATION

About 4,912 people are estimated to commute into Rockland, based on 2010 U.S. Census estimates. Some may own a business in Rockland.

The city hosts a number of annual events. The largest of these, the Maine Lobster Festival, can attract 10,000 people or more in a single day.

For more information on where commuters are coming from, see the Economy section.

# AGE CHARACTERISTICS

## MEDIAN AGE: OVERALL THE POPULATION IS GROWING OLDER

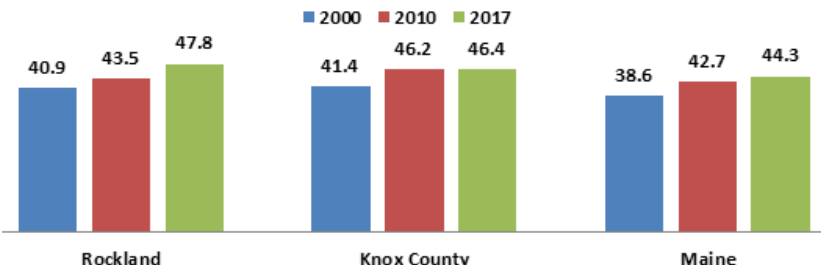
Rockland’s median age in 2017 was 48. In comparison, Belfast’s median age was 46.8 and Camden’s was 53.9.

In 2017, Rockland’s population was older than Knox County’s overall, and its population grew significantly older between 2010 and 2017.



**ROCKLAND’S MEDIAN AGE IS INCREASING**

**COMPARISON OF MEDIAN AGE** (Source: US Census, 2000, 2010; American Community Survey 5-Yr Estimates (2013-2017))





**POPULATION BY AGE GROUP**

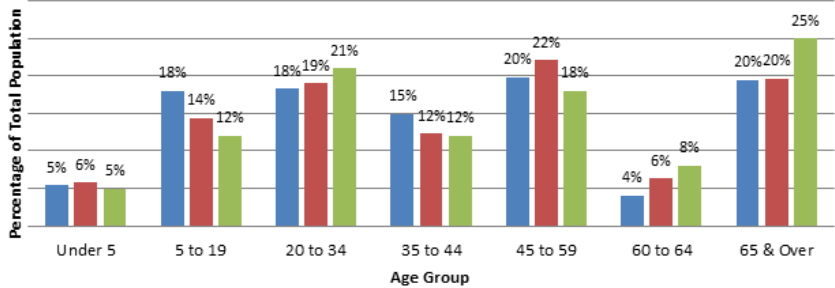
The retirement age group (65 years and over) was the largest age group in Rockland at 25% of the population (1,799 people) in 2017. The retirement age group and the pre-retirement age group (age 60 to 64) increased the most between 2000 and 2017; a 21% increase (314 people) and a 91% increase (278 people), respectively.

The second largest age group (20 to 34) was 21% (1,483 people) of the population in 2017. This group increased by 7% (89 people) between 2000 and 2017. Generally, people in this age group are furthering their education and/or working.

The third largest age group (45 to 59) was 18% (1,331 people) of the population in 2017. People in this age group, as well as those people age 60 to 64, are typically considered to be at or near their peak earning capacity. In 2017 there were 178 fewer people in this category than in 2000.

The working-age population (considered to be between the ages of 20 to 65) is 59% (4,230) of the population. This compares to 57% (4,338) of the population in 2000.

**ROCKLAND'S POPULATION BY AGE GROUP** (Source: US Census, 2000, 2010; 2017-American Community Survey 5-Yr Estimate (2013-2017))



**ROCKLAND: AGE GROUP TRENDS**  
(Source: US Census, 2000; 2017-American Community Survey 5-Yr Estimate (2013-2017))

Age Group	#	2000		2017		Change: 2000-2017	
		%	#	%	#	%	#
Pre-school	Under 5	414	5%	327	5%	-87	-21%
School Age	5 to 19	1,372	18%	848	12%	-524	-38%
Post High School/Early Employment	20 to 34	1,394	18%	1,483	21%	89	7%
Middle Employment	35 to 44	1,131	15%	834	12%	-297	-26%
Peak Earning	45 to 59	1,509	20%	1,331	18%	-178	-12%
Pre-retirement	60 to 64	304	4%	582	8%	278	91%
Retirement	65 & Over	1,485	20%	1,799	25%	314	21%
<b>Total</b>		<b>7,609</b>	<b>100%</b>	<b>7,204</b>	<b>100%</b>	<b>-405</b>	<b>-5%</b>

**RACE, ETHNICITY, GENDER AND RELIGION**

97.3% of Rockland's population is white, 1.9% American Indian, 1.2% Asian, 0.8% black, and 0.3% other. Source: 2017 - American Community Survey 5-year Estimates (2013-2017).

In comparison, Knox County was 96.6% white and Maine 94.6% white. This contrasts to 76.6% of the U.S. population identifying as white. Source: 2017 - American Community Survey 5-year Estimates (2013-2017).



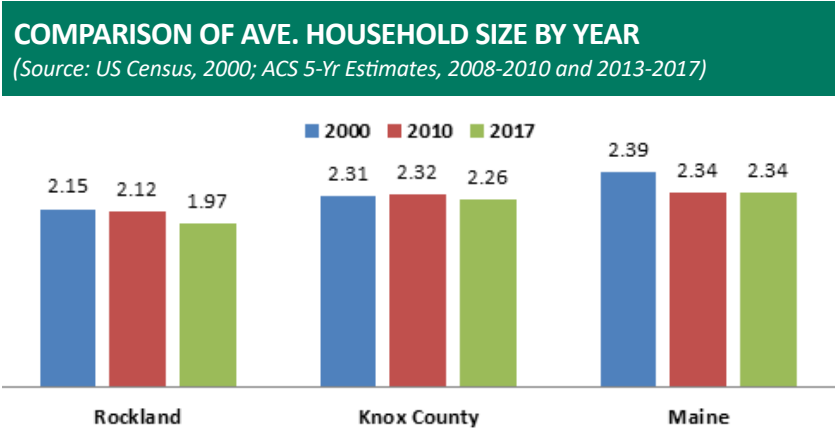
The population by gender breaks down as follows: male – 47.7% (3,437); female – 52.3% (3,767). *Source: 2017 - American Community Survey 5-year Estimates (2013-2017).*

Most of Maine, including Knox County, falls in to the lowest category of religious participation, which is “up to 34.9% of the population”. Only northern-most Maine has a higher participation rate. This compares to a religious participation rate of 48.8% of the U.S. population. *Source: U.S. Religion Census: Religious Congregations & Membership Study, 2010.*

# HOUSEHOLD CHARACTERISTICS

## HOUSEHOLD SIZE

Rockland’s average household size was 1.97 persons per household in 2017, a decrease from 2.12 in 2010 and 2.15 in 2000. Compared to Knox County and the state, Rockland’s household sizes were less for all three years.



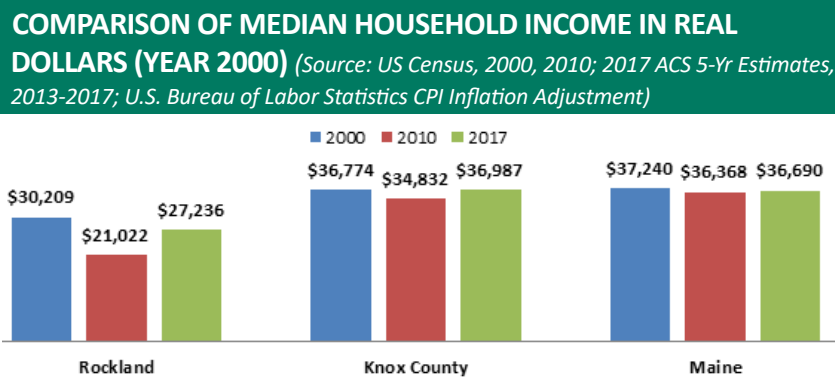
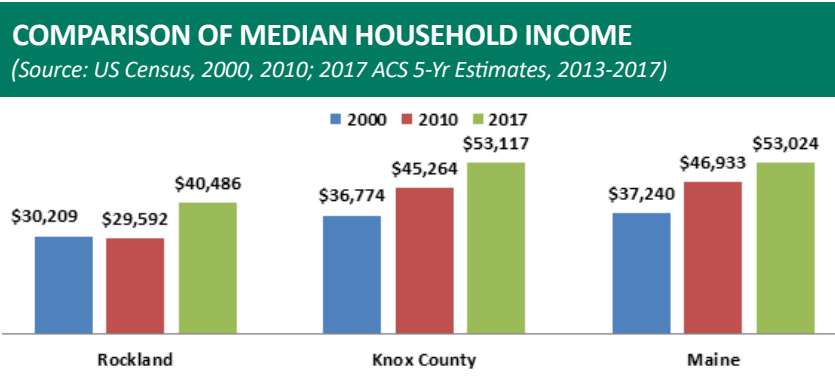
# INCOME CHARACTERISTICS

## MEDIAN HOUSEHOLD INCOME

Based on US Census estimates, the median household income in Rockland was \$40,486 in 2017.

When adjusted for inflation (as displayed in the second graph), Rockland’s median household income decreased by \$2,973 between 2000 and 2017. Just to keep up with the rate of inflation between 2000 and 2017, the median household income would need to have been \$38,779 in 2010 and \$43,459 in 2017.

In real dollars, Knox County saw an increase in the median household income of only \$213 between 2000 and 2017. Maine experienced a loss of \$550 during this time period.





Census estimates for 2017 suggest that 30% (1,079) of Rockland’s households were very low income, i.e. earning less than 50% of the area median income (\$26,560 in Knox County).

About 29% (1,020) were low income households, i.e. earning between 50% and 80% of the area median income (\$26,560 and \$42,494 in Knox County).

About 17% (605) were moderate income households, i.e. earning between 80% and 150% of the area median income (\$42,294 and \$79,676 in Knox County).

About 24% (863) were middle to upper income households, i.e. making more than 150% of the area median income (over \$79,676 in Knox County).

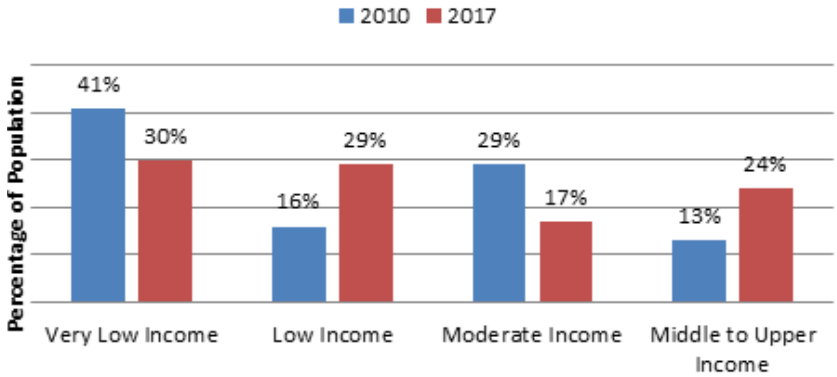
**ROCKLAND’S HOUSEHOLD INCOME BY CATEGORY**

*(Source: US Census, 2017-American Community Survey 5-Yr Estimate (2013-2017))*

Income Range	People		Income Category
	#	%	
Less than \$10,000	295	8%	Very Low Income (<50% AMI*)
\$10,000 to \$14,999	296	8%	
\$15,000 to \$24,999	488	14%	
\$25,000 to \$34,999	534	15%	Low Income (50% to 80% AMI*)
\$35,000 to \$49,999	486	14%	
\$50,000 to \$74,999	605	17%	Moderate Income (80% to 150% AMI*)
\$75,000 to \$99,999	389	11%	Middle to Upper Income (>150% AMI*)
\$100,000 to \$149,999	321	9%	
\$150,000 to \$199,999	111	3%	
\$200,000 or more	42	1%	
<b>Total Households</b>	<b>3,567</b>	<b>100%</b>	<i>*Note: AMI is area median income</i>

**ROCKLAND: HOUSEHOLD INCOME BY CATEGORY, 2010 & 2017**

*(Source: US Census, 2010; ACS 2006-2010 est.; ACS 2013-2017 est.)*







# POVERTY

About 15% (1,083 people) of Rockland’s population was living below the federal poverty level in 2017. This means they were making less than \$12,160 per year. The poverty level for a family of four is \$24,600.

Poverty rates by age for 2017 were as follows: 5% (54 people) under age 18; 19% (798 people) ages 18 to 64; and 13% (231 people) 65 years and over. The highest poverty rate was 22% (330 people) for ages 18 to 34 years.

Rockland had proportionately more people living in poverty than Camden (13%), Knox County (12%), and statewide (13%) for the year 2017. Belfast’s poverty rate (15%) was about the same as Rockland’s.



*Photo by Shannon Shipman.  
<https://sunnycoastlines.com/reasons-visit-rockland-250-main-hotel/>*





# EDUCATIONAL ATTAINMENT

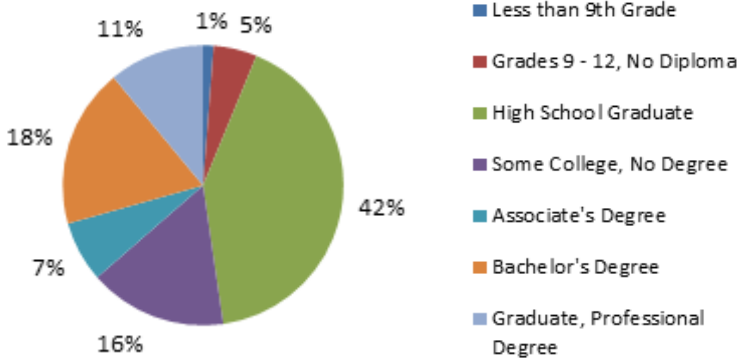
Educational attainment for the city’s population increased significantly since 2010. About 94% of the city’s population age 25 and over were high school graduates or higher for 2017, up from 82% in 2010.

The percentage of the population with a high school diploma or higher was 94% for Rockland, compared to 94% for Knox County, 95% for Belfast, 97% for Camden, and 92% statewide.

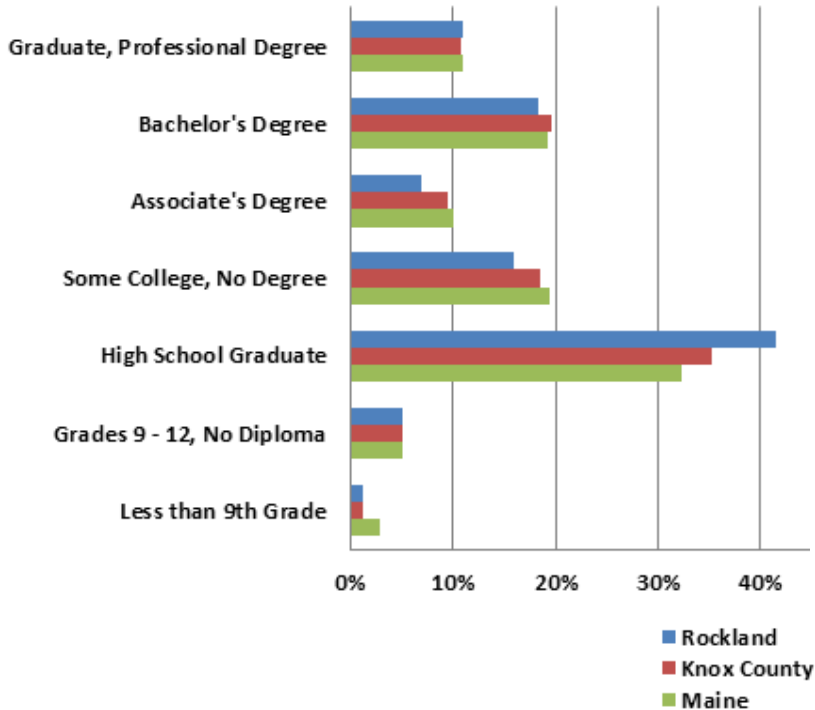
For comparison purposes, the graduation rate for Oceanside High School (all students) for the year 2017/2018 was 90.83 as compared to the statewide graduation rate of 88.79. Data for Rockland’s students is not available. *Source: Maine Department of Education*

Rockland had a significantly higher proportion of people with just a high school education, and a somewhat lower proportion of people with some college, or an associate’s or bachelor’s degree as compared to Knox County and statewide. The city’s proportion of the population with a graduate or professional degree was slightly above Knox County and the state.

## ROCKLAND: EDUCATIONAL ATTAINMENT (PEOPLE AGE 25 AND OVER) (Source: ACS 2013-2017 Estimates)



## EDUCATIONAL ATTAINMENT COMPARISON (Source: US Census Bureau, 2013-2017 American Community Survey 5-Yr Estimates)





# 2020 DECENNIAL CENSUS UPDATE

The analysis in this chapter uses data from the U.S. Census Bureau’s decennial censuses and American Community Survey (ACS); the Maine Office of Data, Research and Vital Statistics; the Maine State Economist; and The Bureau of Labor Statistics. Just before completion of the Rockland Comprehensive Plan, the U.S. Census Bureau began to release a small amount of data from the 2020 United States Decennial Census. By design, a decennial census and the ACS are very different products. A decennial census is an attempt to count every single person in the United States and U.S. territories and collect a limited set of data points with high accuracy, every ten years. The American Community Survey attempts to provide five-year estimates for a much wider range of data points each year in between the decennial censuses, through an annual survey to approximately 1% of the American population.

The release of this new 2020 Census data does not change the analysis outlined in this chapter and the findings remain valid. Several of the data trends identified in the beginning of this chapter are also demonstrated by comparing the 2020 Census data to the 2010 Census data. The following snapshot compares the limited number of data points available from the 2020 Decennial Census with the 2010 Decennial Census and shows that between 2010 and 2020:

- The overall population in Rockland declined slightly;
- The population of Rockland became slightly less white and more diverse;
- The number of housing units stayed about the same while vacancy increased slightly.

CITY OF ROCKLAND, MAINE	2020	2010	% Change
<b>Population</b>			
<b>Population Total</b>	6,936	7,297	-5%
<b>Population Density</b>	533	561	-2%
<b>Race and Ethnicity*</b>			
<b>Population Total</b>	6,936	7,297	-5%
<b>Population of one race</b>	6,596	7,138	-8%
<i>White alone</i>	6,381	6,994	-9%
<i>Black or African American alone</i>	44	45	-2%
<i>American Indian and Alaska Native alone</i>	27	26	4%
<i>Asian alone</i>	70	50	40%
<i>Native Hawaiian and Other Pacific Islander alone</i>	2	5	-60%
<i>Some Other Race alone</i>	72	18	300%
<b>Population of two or more races</b>	340	159	114%
<b>Hispanic or Latino</b>	142	97	46%
<b>Not Hispanic or Latino</b>	6,794	7,200	-6%
<b>Housing Units</b>			
<b>Total Units</b>	3,907	3,925	-0.5%
<b>Occupied</b>	3,383	3,423	-1%
<b>Vacant</b>	524	502	4%
<i>*Many of these categories had so few people that any change is reflected as a very high percentage change.</i>			

Over the next several years the U.S. Census Bureau will release additional 2020 Census data for general use through their data portal [www.data.census.gov](http://www.data.census.gov).

# **ECONOMY**

**ECONOMIC BASE**

**EMPLOYMENT**

**LABOR FORCE**

**MACRO TRENDS**



The City of Rockland has a diverse local economy which includes a bustling historic downtown, a vibrant arts community, an active waterfront, and a concentration of manufacturing establishments. As the county seat and primary service center for Knox County, Rockland plays a key role in the region and provides business and government services, health care and social assistance, retail goods, and recreational and cultural opportunities.

## ECONOMIC BASE

The table below provides an overview of Rockland’s economic activity by industry sector according to the 2012 Economic Census of the U.S.<sup>1</sup>

**ECONOMIC ACTIVITY BY INDUSTRY** *(Source: US Census, 2012 Economic Census of the United States)*

Industrial Sector	Establishments (#)	Value of sales, shipments, receipts, revenue, or business done (\$1,000)	Annual payroll (\$1,000)	Employees (#)
<b>Retail trade</b>	90	312,576	28,331	1,301
<b>Manufacturing</b>	23	254,514	35,534	758
<b>Health care and social assistance</b>	52	29,945	13,464	619
<b>Accommodation and food services</b>	50	25,878	8,519	632
<b>Wholesale trade</b>	12	30,508	2,773	75
<b>Other services (except public admin.)</b>	42	22,691	7,366	245
<b>Professional, scientific, technical</b>	33	15,649	6,910	161
<b>Transportation and warehousing*</b>	15	9,710	3,683	99
<b>Information</b>	23	Not available	6,489	231
<b>Finance and insurance</b>	21	Not available	12,437	303
<b>Administrative, support, waste management, remediation services</b>	10	3,582	1,498	51
<b>Real estate, rental and leasing</b>	14	4,755	924	30
<b>Arts, entertainment, and recreation</b>	12	Not available	Not available	20-99
<b>Educational services</b>	5	Not available	Not available	0-19
<b>Utilities</b>	2	Not available	Not available	20-9

*\*Railroad transportation and U.S. Postal Service are out of scope for the 2012 Economic Census.*

### CROSS CUTTING ECONOMIC CLUSTERS

According to a 2006 study from the Brookings Institute, Midcoast Maine holds promise for higher-value industry clusters. The study pointed to sectors like boat-building and related composites and advanced-materials industries as important cluster opportunities. In addition, the high level of college attainment in the region combined with close proximity to Southern Maine (which has 50% of the state’s good-paying business services jobs) offers opportunities for cluster growth.

Rockland currently has three locally important cross cutting industry clusters: Marine, Tourism and Creative Economy.

1 The 2012 US Economic Census is the most current data available at the time of this document; the US Census Bureau will begin to release updated data from the 2017 economic census in late 2019, continuing through 2021.



**Marine Cluster.** The Marine Cluster in Rockland is diverse and expansive. There is considerable overlap with other economic sectors, such as retail, tourism, restaurants, and manufacturing.

- In Rockland, many parts of the marine cluster are hard to track specifically due to reporting rules and confidentiality requirements. NOAA has developed 5 high level sectors which can be used at the county level to qualify marine economy. The NOAA sectors are Living Resources, Marine Construction, Marine Transportation, Ship and Boat Building, and Tourism and Recreation. The table below shows the available data for each of these 5 sectors.
- Tourism and Recreation is the highest sector in terms of employment and GDP. However, this sector also has the lowest wages per employee.
- Living Resources, which includes commercial fishing, has a much higher number of self-employed individuals than the other sectors.
- Data from the Maine Department of Marine Resources does provide some local information for Rockland. In 2018, data indicated that Rockland was one of the top ten ports in the state by Ex-vessel value at \$13.54 million. (Source: Maine Department of Marine Resources).

<b>KNOX COUNTY MARINE ECONOMY</b>					
<b>Data Category</b>	<b>Marine Economy Sectors (Knox County)</b>				
	<b>Living Resources</b>	<b>Maine Construction</b>	<b>Marine Transportation</b>	<b>Ship and Boat Building</b>	<b>Tourism and Recreation</b>
<b>Establishments</b>	164	NA*	NA*	14	210
<b>Avg # of Employees per Establishment</b>	1	NA*	NA*	24	10
<b>Total Employment</b>	1,353	NA*	NA*	350	2,127
<b>Employed</b>	172	NA*	NA*	342	2,089
<b>Self employed</b>	1,181	3	24	8	38
<b>% of Employment for Total Marine Economy</b>	5.60%	NA*	NA*	11.20%	68.5%
<b>Wages</b>	\$6.1 Million	NA*	NA*	\$13.8 Million	\$45.5 Million
<b>Wages per Employee</b>	\$35,500	NA*	NA*	\$40,400	\$21,700
<b>GDP</b>	\$16.1 Million	NA*	NA*	\$12.8 Million	\$99.5 Million

*\* Note: Data was suppressed for Marine Construction and Marine Transportation, meaning there was not enough county wide data to protect privacy for existing companies.*

**Tourism Cluster.** Rockland’s Tourism Cluster includes accommodations, retail sales, food services, and the arts/entertainment/recreation industry sectors.

- One aspect of the tourism economy – outdoor recreation – is an important trend to consider. According to the Outdoor Industry Association, Maine’s outdoor recreation economy generates \$8.2 billion in consumer spending, 76,000 jobs, \$2.2 billion in wages and salaries, and \$548 million in state and local tax revenue. Spending on recreational water sports alone is estimated at \$1.3 billion, which is nearly double the state’s total landed value of commercial seafood (\$721 million). (Source: Outdoor Industry Association)



**Creative Economy Cluster.** The Creative Economy Cluster contains a wide range of professions including artists, artisans, performers, architects, software engineers, entrepreneurs, researchers, financiers, chefs and others who are at the forefront of innovation. The creative economy cluster in Rockland includes manufacturing, arts/entertainment/recreation, food services, professional/scientific/technical, and warehousing industry sectors.

- One growing aspect of the Creative Economy Cluster is Rockland’s arts scene, which helps to bring balance to the city’s overall economic picture. The recent drive to call Rockland the “Art Capital of Maine” shows the important growth behind this sector of the local economy. A 2016 economic impact analysis by Planning Decisions of the Farnsworth Museum shows that this facility alone has a total economic impact of approximately \$58 million in sales and supports 510 FTE jobs earning nearly \$18 million annually.

## EMPLOYMENT

By far, the largest employer in Knox County is the Pen Bay Medical Center, located in Rockport. However, Rockland has 5 employers with over 100 people, and several businesses that employ more than 50 people.

<b>MAJOR EMPLOYERS IN ROCKLAND (WITH 50 OR MORE EMPLOYEES)</b>		
<i>(Source: Maine Department of Labor, 2017; Edits from Comprehensive Planning Commission)</i>		
<b>Business Name</b>	<b>Sector</b>	<b>Number of Employees</b>
<b>Fisher Engineering</b>	Snow removal equipment manufacturing	100-249
<b>Dupont</b>	Chemical manufacturer	100-249
<b>Home Depot</b>	Home center	100-249
<b>North End Composites</b>	Fiber glass products	100-249
<b>Shaw’s Supermarket</b>	Supermarket	100-249
<b>93.3 WRFR*</b>	Radio station/broadcasting	50-99
<b>Archer’s on the Pier</b>	Full-service restaurant	50-99
<b>Back Cove Yachts</b>	Boat manufacturer	50-99
<b>Ferraiolo Construction</b>	General contractor	50-99
<b>George C. Hall and Son Inc.</b>	Excavating contractor	50-99
<b>Mail Services</b>	Mailing and shipping	50-99
<b>Oceanside High School/SAD 13</b>	Public school	50-99
<b>Pal’s</b>	Homemakers service	50-99
<b>Steel-Pro Inc.</b>	Structural steel manufacturer	50-99
<b>Weatherend Estate Furniture</b>	Furniture manufacturer	50-99
<b>Food stamps</b>	Government office	50-99
<b>Home Counselor’s Inc.</b>	Family counseling	50-99
<b>Knox Center for Long Term Care</b>	Residential health care	50-99

\*Includes volunteers / *Note: This table is anticipated to have additional edits with continued input from city review.*



**MAJOR EMPLOYERS IN KNOX COUNTY (WITH 50 OR MORE EMPLOYEES)**

*(Source: Maine Department of Labor, 2017; Updates from Comprehensive Planning Commission)*

Municipality	Business Name	Sector	# of Employees
<b>Rockland /Thomaston</b>	SAD 13	Public school	20-49
	McDonald's	Limited-service restaurants	50-99
<b>Rockport</b>	Pen Bay Medical Center	General medical/surgical hospital and other services	1,000-4,999
	La Bella Vita Ristorante	Full service restaurant	500-999
	Maine Media Workshop	School	100-249
	Samoset Village	Resort	100-249
	Camden Hills High School	Public school	100-249
	Camden/Rockport Elementary	Public school	50-99
	Seacoast Security	Burglar alarms/monitoring manufacturer	50-99
	<b>Thomaston</b>	Dragon Products	Ready-mix concrete
Lowe's Home Improvement		Home center	100-249
Walmart Super Center		Discount department store	100-249
Applebee's		Full service restaurant	50-99
George's Valley High School		Public school	50-99
Lyman-Morse Boatbuilding Co.		Boat manufacturer	50-99
Oceanside High School West		Public school	50-99
Port Clyde Seafood Co.		Full service restaurant	50-99
<b>Friendship</b>	Friendship Trap Co.	Fishing tackle dealer	50-99
<b>Hope</b>	Alford Lake Camp	Camp	50-99
<b>South Thomaston</b>	Ask For Homecare	Home care	50-99
<b>Spruce Head</b>	Atwood Lobster Co.	Lobsters	50-99
<b>Warren</b>	Lie Niesen Toolworks	Machine shop	50-99
	Warren Community School	Public school	50-99
<b>Union/Warren</b>	Regional School Unit 40	Public school	20-49x2
<b>Union</b>	Union Fire Station	Municipal	50-99

*Note: This table is anticipated to have additional edits with continued input from city review.*





The City of Rockland is also a major employer. As of May 2019 the city had 90 full-time employees, 10 per diem at the Library, 4 part-time seasonal employees, and 13 call division members.

Other governmental employers in the region included:

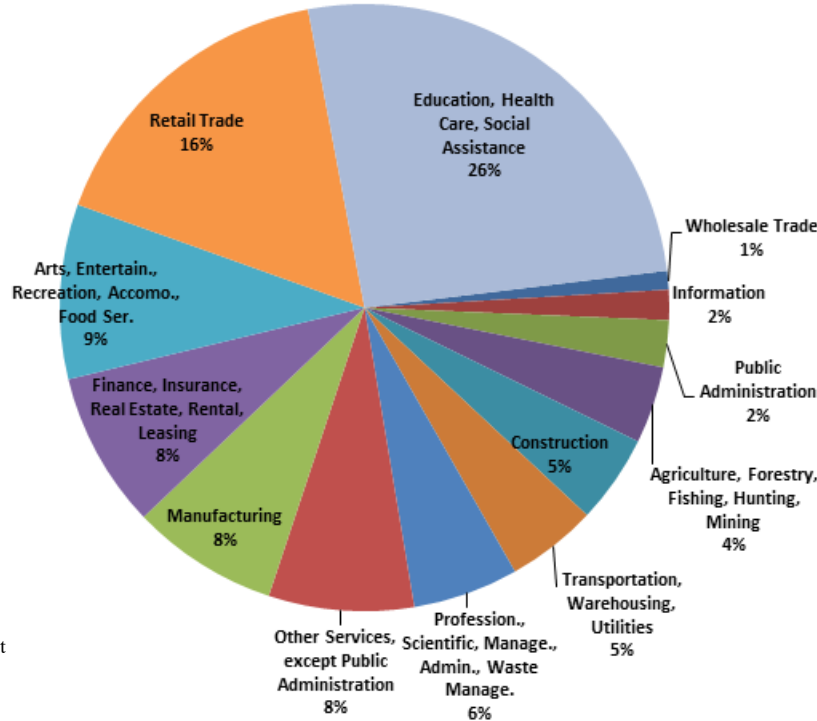
<b>KNOX COUNTY MAJOR GOVERNMENT EMPLOYERS</b> <i>(Source: Mid-Coast Regional Planning Commission, 2002)</i>		
<b>Name</b>	<b>Municipality</b>	<b># of Employees</b>
<b>Maine State Prison</b>	Warren	475-500
<b>SAD 13*</b>	Rockland	252
<b>Maine School Administrative District #28</b>	Camden	240
<b>Maine School Administrative District #50</b>	Saint George	171
<b>5 Town Consolidated School District</b>	Camden	122
<b>State of Maine Human Services</b>	Rockland	102
<b>Town of Camden</b>	Camden	55 – 105
<b>Knox County</b>	Rockland	95
<b>State of Maine Department of Transportation</b>	Rockland	71
<b>Town of Thomaston</b>	Thomaston	50- 75
<b>US Coast Guard</b>	Rockland	N/A

*\*SAD 13 was formed in 2008. / Note: This table is anticipated to have additional edits with continued input from city review.*

**EMPLOYMENT BY INDUSTRY FOR ROCKLAND RESIDENTS<sup>2</sup>**

Rockland residents work in 13 different industry sectors as defined by the US Census Bureau. The largest percentage of workers, about 26%, were employed in the “Education, Health Care, and Social Assistance” sector.

**EMPLOYMENT BY INDUSTRY, 2017**  
*(Source: US Census, ACS 5-Yr Estimates, 2013-2017)*



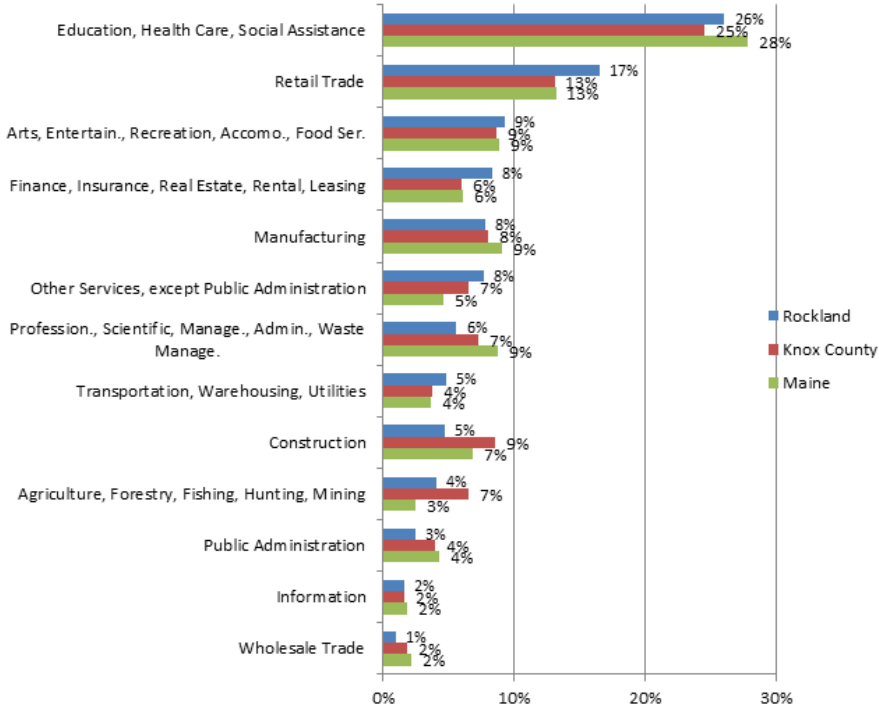
<sup>2</sup> “Industry” is a group of businesses that produce a product or provide a service.



The distribution of Rockland jobs across the 13 different industry sectors is very similar to that of Knox County and the State of Maine.

**EMPLOYMENT BY INDUSTRY - COUNTY & STATE COMPARISON**

*(Source: US Census, ACS 5-Yr Estimates, 2013-2017)*



**ROCKLAND'S RETAIL SALES SECTOR**

Total taxable consumer retail sales increased from \$189 million in 2014 to \$227 million in 2018. This was a 13% (\$25 million) increase when accounting for inflation.

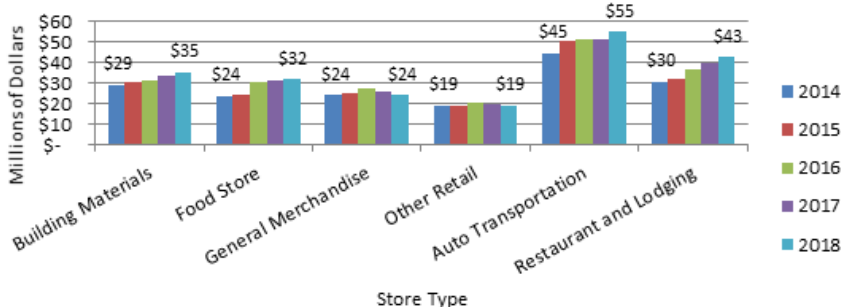
**TOTAL CONSUMER RETAIL SALES, 2014-2018**

*(Source: Maine Revenue Services, 2018)*



**ROCKLAND: CONSUMER RETAIL SALES BY STORE TYPE, 2014-2018**

*(Source: Maine Revenue Services, 2018)*





**Taxable consumer retail sales** are sales where a sales tax is collected, and do not include non-taxable items such as food eaten in the home. Non-taxable food store items typically represent about 25% of actual total sales in food stores. Maine’s sales tax system codes by store type, not product. Thus, each store is coded into one of the store-type groups below depending on its predominant product:

- Auto Transportation: All transport-related stores (auto dealers, auto parts, motorcycle shops, boat dealers, auto rental, etc.)
- Building Materials: Durable equipment sales, contractors’ sales, hardware stores and lumber yards.
- Food Stores: All size food stores. Taxed items, only.
- General Merchandise: Department stores and stores carrying products typically found in department stores; clothing stores, furniture stores, shoe stores, and home appliance stores.
- Lodging & Restaurants: Hotels, motels, campgrounds, bed & breakfasts, etc. & stores selling food for immediate consumption.
- Other Retail: A wide variety of stores not covered elsewhere, including drug stores, jewelry stores, sporting goods stores, antique dealers, book stores, photo supply stores, gift shops, etc.

**SEASONAL FLUCTUATIONS IN KEY INDUSTRIES**

A few of Rockland’s industry sectors experience seasonal fluctuations in employment more than other industries. For this analysis, key industries with seasonal fluctuations include Retail Trade, Accomodations and Food Services, and Arts, Entertainment and Recreation.

Average employment was highest in these industries for the third quarter (July-September) and the lowest for the first quarter (January-March).

**SEASONAL VARIATIONS IN KEY INDUSTRIES FOR 2017**

*(Source: Maine Department of Labor, Center for Workforce Research and Information)*

Industrial Sector	Qtr	Number of Establishments	Average Employment	Total Wages	Average Weekly Wage
<b>Total, All Industries</b>	1	478	5,886	\$61,026,972	\$798
	2	487	6,231	\$59,318,657	\$732
	3	481	6,425	\$64,829,918	\$776
	4	469	6,290	\$66,769,808	\$817
<b>Retail Trade</b>	1	87	1,074	\$7,381,910	\$529
	2	84	1,086	\$7,022,588	\$498
	3	89	1,137	\$7,380,131	\$499
	4	86	1,095	\$7,337,193	\$516
<b>Accommodation and Food Services</b>	1	53	526	\$2,587,627	\$378
	2	53	677	\$3,167,369	\$360
	3	54	792	\$4,771,828	\$464
	4	52	668	\$3,478,430	\$401
<b>Arts, Entertainment, and Recreation</b>	1	12	102	\$724,683	\$548
	2	15	128	\$989,753	\$593
	3	14	148	\$1,018,743	\$528
	4	13	117	\$1,055,218	\$692



# LABOR FORCE<sup>3</sup>

## LABOR FORCE COMPOSITION

About 61% (3,750 people) of Rockland’s population 16 years and older was in the civilian labor force (2017).

POPULATION 16 YEARS AND OVER <i>(Source: US Census, American Community Survey, 2013-2017)</i>				
	Rockland #	Rockland %	Knox County	Maine
<b>Population 16 Years and Over</b>	6,191	NA	NA	NA
<b>In Labor Force</b>	3,756	60.7%	61.8%	63.1%
<b>Civilian Labor Force (CLF)</b>	3,750	60.6%	61.7%	63.0%
<b>CLF Employed</b>	3,501	56.5%	58.8%	59.6%
<b>CLF Unemployed</b>	249	4.0%	2.9%	3.3%
<b>Armed Services</b>	6	0.1%	0.1%	0.2%
<b>Not in Labor Force</b>	2,435	39.3%	38.2%	36.9%

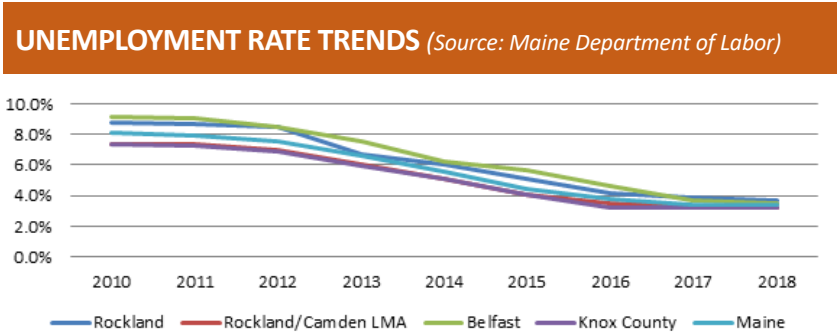
## CHANGES IN THE LABOR FORCE

Labor force participation for Rockland residents decreased from 63% for the year 2000 to 61% for 2017, a decrease of 120 individuals.

CHANGES IN LABOR FORCE <i>(Source: US Census, 2000, American Community Survey, 2013-2017)</i>		
	2000	2017
<b>Population 16 Years and Over</b>	6,154	6,191
<b>In Labor Force</b>	3,876	3,756
<b>Civilian Labor Force (CLF)</b>	3,814	3,750
<b>CLF Employed</b>	3,628	3,501
<b>CLF Unemployed</b>	186	249
<b>Armed Services</b>	62	6
<b>Not in Labor Force</b>	63%	61%

## UNEMPLOYMENT TRENDS

Rockland’s unemployment rate decreased from 8.8% in 2010 to 3.7% in 2018. Unemployment regionally and at the state level shows this same downward trend.



<sup>3</sup> The “labor force” is defined as all those people 16 years and older who are either employed or unemployed, plus members of the armed services. Unemployed people in the labor force are those who are seeking or available for employment. Those not in the labor force includes people who are retired, in school, or have other circumstances such that they are not employed or seeking a job.

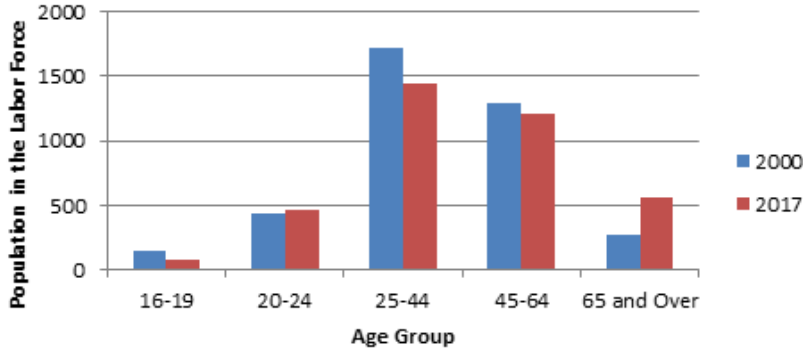


**LABOR FORCE DEMOGRAPHICS**

Between 2000 and 2017, the most significant shift in labor force participation by age was in the number of retirement age people (age 65 and over). This age group was 15% (562 people) of the workforce in 2017, an increase of 106% (289 people.)

**CHANGE IN LABOR FORCE PARTICIPATION BY AGE GROUP FOR PEOPLE 16 YEARS AND OVER**

*(Source: US Census, 2000, American Community Survey, 2013-2017)*

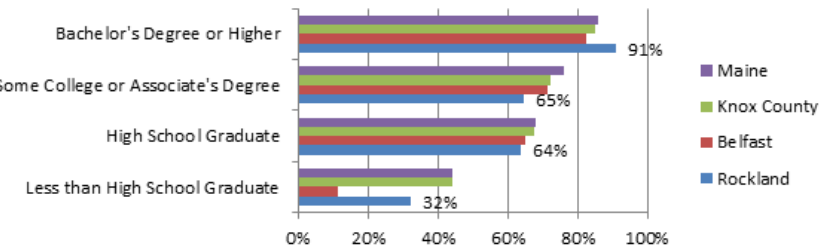


**ROCKLAND: CHANGE IN LABOR FORCE PARTICIPATION BY AGE GROUP**  
*(Source: US Census, 2000, 2017-American Community Survey, 2013-2017)*

Age Group	2000 #	2017 #	# Change	% Change
<b>16-19 (School Age)</b>	152	77	-75	-49%
<b>20-24 (Post Secondary Education/Early Working Age)</b>	441	462	21	8%
<b>25-44 (Working Age)</b>	1,723	1,443	-280	-16%
<b>45-64 (Peak Working Age)</b>	1,287	1,212	-75	-6%
<b>65 and Over (Retirement Age)</b>	273	562	289	106%
<b>Total</b>	<b>3,876</b>	<b>3,756</b>	<b>-120</b>	<b>3%</b>

**EMPLOYMENT BY EDUCATIONAL ATTAINMENT**

**PERCENTAGE OF EMPLOYED POPULATION AGE 25 TO 64 BY EDUCATIONAL ATTAINMENT**  
*(Source: US Census, American Community Survey, 2013-2017)*

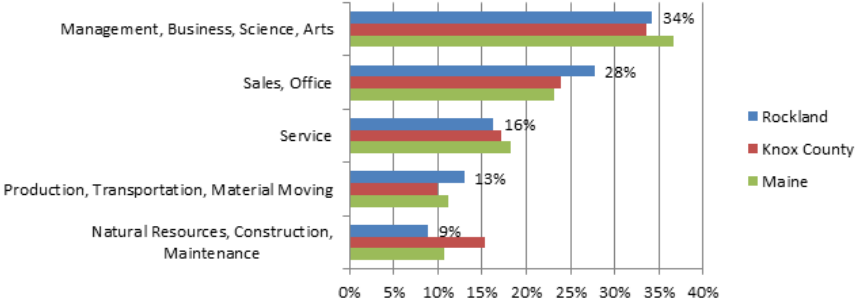




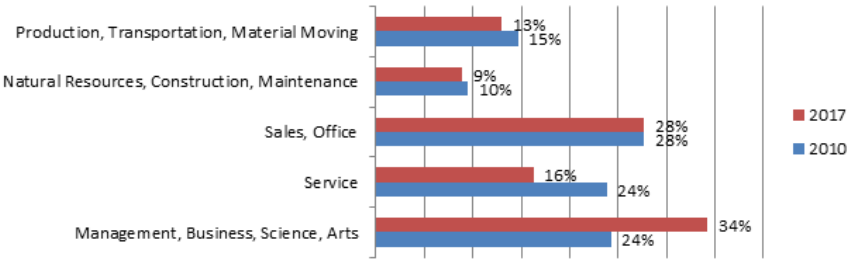
**EMPLOYMENT BY OCCUPATION<sup>4</sup>**

About 34% of Rockland’s employed population worked in “Management, Business, Science and Arts” occupations making it the largest occupational sector, which was similar to Knox County and the state.

**PERCENTAGE OF EMPLOYED CIVILIAN POPULATION 16 YEARS AND OVER BY OCCUPATION, 2017**  
*(Source: US Census, American Community Survey, 2013-2017)*



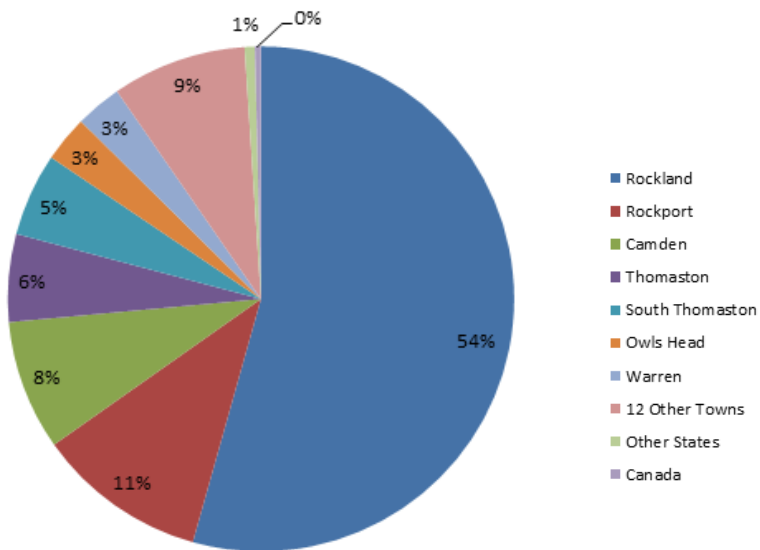
**PERCENTAGE OF EMPLOYED CIVILIAN POPULATION 16 YEARS AND OVER BY OCCUPATION, 2010 AND 2017**  
*(Source: US Census, 2010-ACS, 2006-2010; 2017-ACS 5-Yr Estimate 2013-2017)*



**WHERE DO ROCKLAND RESIDENTS WORK?**

Nearly 54% of Rockland residents worked in Rockland and 92% worked in Knox County (including Rockland).

**WHERE ROCKLAND RESIDENTS WORK**  
*(Source: US Census, 2010-ACS, 2006-2010)*



<sup>4</sup> “Occupation” is the kind of work someone does on the job.

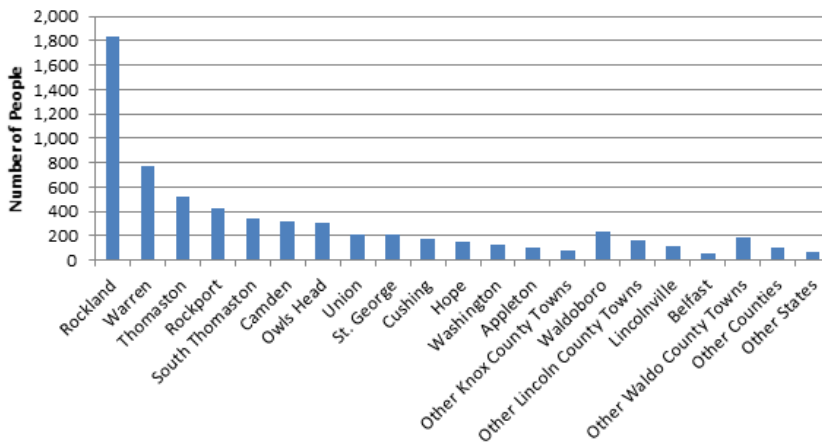


**WHERE DOES ROCKLAND'S WORKFORCE LIVE?**

Of the 6,530 people working in Rockland in 2010, about 28% (1,840 people) were Rockland residents. About 76% (3,749 people) of Rockland's workforce lived in Knox County.

**WHERE ROCKLAND'S WORKFORCE WORKS**

(Source: US Census, 2010-ACS, 2006-2010)



**EMPLOYMENT BY SECTOR**

About 80% of Rockland's employed population were private wage and salary workers.

**COMPARISON: EMPLOYMENT SECTOR** (Source: US Census, 2000, 2010; ACS 2013-2017)

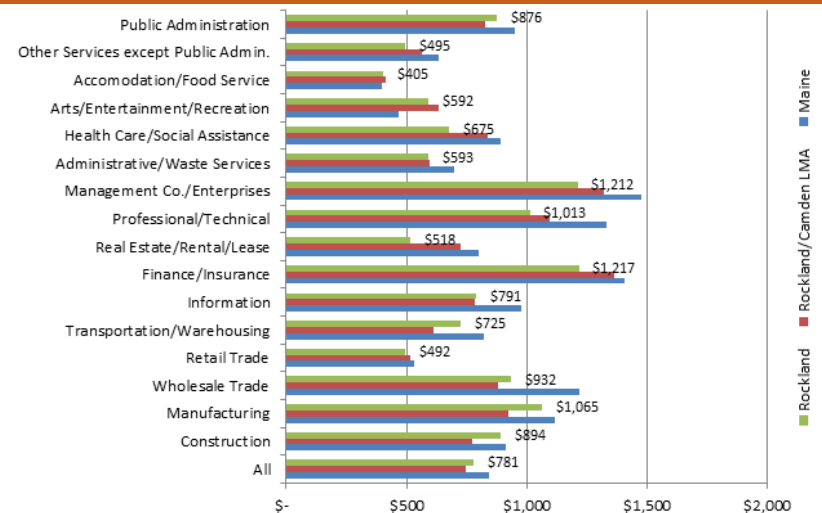
Employment Sector	Rockland #	Rockland % of Total	Knox County % of Total	Maine % of Total
Civilian employed population 16 years and older	3,501	-	-	-
Private wage and salary workers	2,800	80%	73%	78%
Government workers	429	12%	12%	14%
Self-employed workers in own not incorporated business	272	8%	15%	9%
Unpaid family workers	0	0%	.1%	.1%

**AVERAGE WEEKLY WAGES**

Rockland's average weekly wages for all industries were \$781, as compared to \$844 statewide.

**AVERAGE WEEKLY WAGES BY INDUSTRY, 2017**

(Source: Maine Dept of Labor, Center for Workforce Research and Information)





## MACRO TRENDS

### WORKFORCE IS A UNIVERSAL CHALLENGE THROUGHOUT THE STATE

Throughout the State the existing workforce is aging, population growth has been slow, and unemployment is at historic lows. This has been reflected in various ways in Rockland.

- According to a recent study by Maine Development Foundation, the availability of professional workers, skilled technical workers, and entry-level workers are top issues that must be addressed. Maine's demography and a labor force shortage is putting a lid on potential job, income, and economic growth. (Source: "Making Maine Work: Critical Investments for the Maine Economy, 2018")
- Eighty percent (80%) of job vacancies occurred in five sectors: healthcare and social assistance, retail trade, administrative and waste services, accommodation and food services, and construction. These are all important industry sectors for Rockland. (Source: *State of Maine 2016-2020 Unified Plan, 2018 Update*)

### CO-WORKING SPACE

In 2017 DeskMag published the results of a global Co-Working survey which estimated that 1.1 million people worked in co-working spaces around the world. There are 2 of them in Rockland already. A recent survey from the same organization estimates that there is an increase in demand for shared private office space.

### REMOTE WORKFORCE

More people are working from home than in the past. According to a recent Forbes Magazine article, 16% of global companies are now fully remote and 52% of employees around the world work from home at least one day a week. Companies in cities where the cost of living is high are finding that they can hire remote employees with the same level of talent and experience as local candidates, at a much lower cost to both the employee and the organization. Remote work also opens doors to skilled candidates who are unable or unwilling to relocate.

- Remote work is attractive to those employees who value a flexible working environment as part of their benefits package so that they can travel to and work from wherever they choose, while maintaining full-time employment.
- According to Forbes one emerging trend for remote employees is combined high-end suites in the same building as co-working spaces so that workers can live and work in one place.

# HOUSING

**HOUSING STOCK**  
**DEMOGRAPHICS SNAPSHOT**  
**AFFORDABILITY**  
**HOUSING TRENDS**



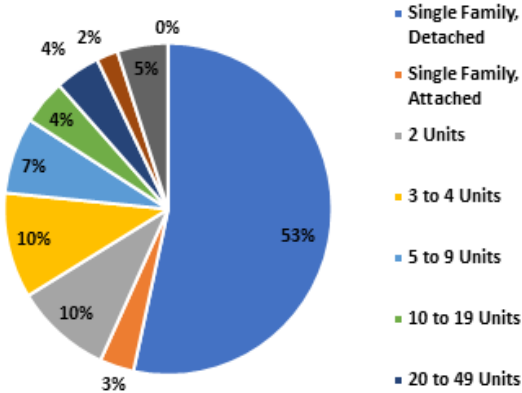
Housing is an integral component of community health and prosperity. On the social side, housing helps determine whether our population is diverse or homogeneous and is tied to the ability of citizens to participate in the community through volunteerism or in government. On the economic side, housing investment is a major driver of growth and is critical to supporting a strong workforce.

This section provides an overview of the data necessary for understanding Rockland’s housing picture and developing goals and strategies to meet Rockland’s future housing needs. It includes a summary of the housing stock (number of units, age of units, etc.), a snapshot of housing tenure and occupancy, an analysis of affordability, and an overview of other housing trends.

# HOUSING STOCK

**HOUSING TYPES IN ROCKLAND** (Source: ACS, 2016)

The data on the housing stock in Rockland and the surrounding communities provides context about the underlying characteristics of Rockland’s housing needs.



## NUMBER OF HOUSING UNITS

In 2016, there were approximately 4,149 total housing units in Rockland (ACS, 2016). This represents a 10.5% increase from 2000 when there were 3,752 units.

## TYPES OF HOUSING

Approximately 53% of the city’s housing stock is detached single-family units (ACS, 2016).

By comparison in 2016, detached single-family units were 77% for Knox County, 70% for Maine, 76% for the neighboring town of Warren and 69% for Thomaston.

Approximately 30% of the city’s housing stock is low density attached structures (single-family attached homes, two-family dwelling units, and multi-family units with 3 to 9 units.)

Approximately 10% of the housing stock is higher density structures with 10 or more units.

**HOUSING BY TYPE COMPARED TO COUNTY AND STATE** (Source: ESRI, 2012-2016 ACS Estimates)

Structure Type	Rockland		Knox County		Thomaston		Warren		Maine		Belfast	
	#	%	#	%	#	%	#	%	#	%	#	%
<b>Detached Single-Family</b>	2,216	53%	18,454	77%	896	69.1%	1482	75.8%	509,087	70%	1,611	51.9%
<b>Attached Single-Family</b>	140	3%	401	2%	0	0%	0	0%	16,478	2%	87	2.8%
<b>2 Units</b>	394	10%	1,024	4%	105	8.1%	46	2.4%	37,256	5%	479	15.4%
<b>3 to 4 Units</b>	427	10%	749	3%	92	7.1%	11	0.6%	40,765	6%	148	4.8%
<b>5 to 9 Units</b>	309	7%	614	3%	24	1.9%	0	0%	27,055	4%	350	11.3%
<b>10 to 19 Units</b>	182	4%	304	1%	64	4.9%	14	0.7%	11,524	2%	14	0.5%
<b>20 to 49 Units</b>	185	4%	265	1%	16	1.2%	0	0%	12,233	2%	141	4.5%
<b>50 or More Units</b>	88	2%	173	1%	0	0%	0	0%	10,394	1%	n/a	n/a



## HOUSING BY TYPE COMPARED TO COUNTY AND STATE (Source: ESRI, 2012-2016 ACS Estimates)

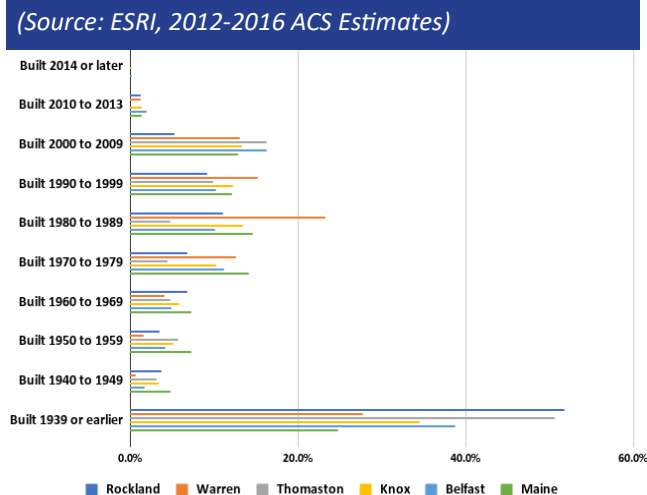
Structure Type	Rockland		Knox County		Thomaston		Warren		Maine		Belfast	
	#	%	#	%	#	%	#	%	#	%	#	%
<b>Mobile Home</b>	208	5%	1,925	8%	99	7.6%	391	20%	62,116	9%	276	8.9%

### AGE OF HOUSING STOCK IN ROCKLAND

Over half (51.9%) of the total number of housing units in Rockland were built in or before 1939 making them 80+ years old.

The age of the housing stock in Rockland was about the same age as housing in Thomaston, where 50.6% of the structures were built before 1939. However, in nearby Warren, the housing stock is much newer. Only 27.8% of the housing stock was built in or before 1939. For the State only 24% and for Knox County only about 34% of the houses were built before 1939.

### COMPARATIVE AGE OF HOUSING STOCK (Source: ESRI, 2012-2016 ACS Estimates)



## HOUSING UNITS BY YEAR STRUCTURE BUILT (Source: ESRI, 2012-2016 ACS Estimates)

Year Built	Rockland		Knox County		Thomaston		Warren		Maine		Belfast	
	#	%	#	%	#	%	#	%	#	%	#	%
<b>Built 2014 or later</b>	0	0.0%	0	0.0%	0	0.0%	44	0.2%	1,676	0.2%	0	0%
<b>Built 2010 to 2013</b>	56	1.3%	26	1.3%	0	0.0%	330	1.4%	9,938	1.4%	61	2.0%
<b>Built 2000 to 2009</b>	222	5.4%	257	13.1%	211	16.3%	3,197	13.4%	94,163	13.0%	507	16.3%
<b>Built 1990 to 1999</b>	383	9.2%	300	15.3%	129	10.0%	2,939	12.3%	88,710	12.2%	319	10.3%
<b>Built 1980 to 1989</b>	463	11.2%	455	23.3%	63	4.9%	3,220	13.5%	106,599	14.7%	316	10.2%
<b>Built 1970 to 1979</b>	284	6.8%	249	12.7%	58	4.5%	2,477	10.4%	103,050	14.2%	350	11.3%
<b>Built 1960 to 1969</b>	284	6.8%	80	4.1%	63	4.9%	1,411	5.9%	53,404	7.3%	155	5.0%
<b>Built 1950 to 1959</b>	148	3.6%	33	1.7%	75	5.8%	1,232	5.2%	53,151	7.3%	135	4.3%
<b>Built 1940 to 1949</b>	156	3.8%	13	0.7%	41	3.2%	813	3.4%	35,632	4.9%	57	1.8%
<b>Built 1939 or earlier</b>	2,153	51.9%	543	27.8%	656	50.6%	8,258	34.5%	180,804	24.9%	1,206	38.8%
<b>Total Units</b>	4,149	100%	1,956	100%	1,296	100.0%	23,921	100%	727,127	100%	3,106	100%



### HOUSING OCCUPANCY AND TENURE IN ROCKLAND

Of the 4,149 housing units in Rockland, about 86% (3,550) were considered occupied and 14% (599) were considered “vacant” (ACS, 2016). A housing unit is considered vacant if no one is living in it at the time of the survey, unless its occupants are only temporarily absent (e.g. vacation).

Of the housing units that are occupied, about 49% are owner-occupied and about 36% are renter-occupied (ACS, 2016).

When compared to Knox County, Rockland has a much higher percentage of renter-occupied units. For Knox County, only 16% of the occupied units are rental, for Maine only 21% are renter-occupied. The vacancy rates are low for both homeowners and renters. For homeowners, the vacancy rate for 2016 is estimated at 1.6%. The rental vacancy rate is estimated at 3.9%. (ACS, 2016).

Of the 599 vacant units in 2016, 32% were for sale or rent, but not occupied. About 25% of the vacant units (152 units) were considered seasonal. Notably there has been a 47% increase in the seasonal use category since 2000 (from 80 to 152).

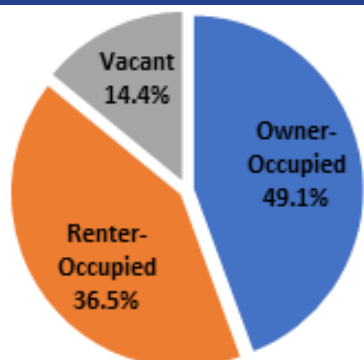
OCCUPANCY COMPARISON <i>(Source: 2012-2016 ACS Estimates)</i>										
	Rockland		Knox County		Thomaston		Warren		Maine	
	#	%	#	%	#	%	#	%	#	%
<b>Owner-Occupied</b>	2,037	49.1%	1,262	64.5%	854	65.9%	12,788	53.5%	393,966	54.2%
<b>Renter-Occupied</b>	1,513	36.5%	274	14%	346	26.7%	4,025	16%	157,143	21.6%
<b>Vacant</b>	599	14.4%	420	21.5%	96	7.4%	7,108	29.7%	176,018	24.2%
<b>Total Units</b>	4,149	100%	1,956	100%	1,296	100%	23,921	100%	727,127	100%

### HOME VALUES

In 2018, the median home value in Rockland was estimated at \$173,757 (ESRI, 2018).

The value of homes in Rockland roughly doubled in relative terms from 2000 to 2018 when the median value of owner-occupied homes was \$82,400. When adjusted for inflation, the increase in value was still about 44%.

### OCCUPANCY OF HOUSING UNITS IN ROCKLAND *(Source: ACS, 2016)*



### 2018 ESTIMATED HOME VALUES *(Source: ESRI)*

Region	Median	Average
<b>Rockland</b>	<b>\$173,757</b>	<b>\$207,463</b>
Rockland Micropolitan Housing Market*	\$208,857	\$247,678
Knox County	\$224,660	\$276,436
Maine	\$195,470	\$244,853
United States	\$ 218,492	\$310,149

\*The Rockland micropopulation housing market includes Cushing, Owls Head, Rockland, Rockport, South Thomaston, Thomaston, and Warren



## DEMOGRAPHICS SNAPSHOT

Trends in population, age, household size, and income can influence housing demand and affordability. More detailed information on demographics can be found in the Population and Economy sections, however for housing purposes it is important to note the following trends:

### POPULATION AND HOUSEHOLD SIZE

Between 2000 and 2017 the population in Rockland decreased by 405 people or 5.3% (from 7,609 in 2000 to 7,204 in 2017).

While the population decreased, the median age of Rockland residents has risen. Between 2000 and 2017 the median age went from about 41 years old to about 48 years old.

Between 2000 and 2017 there was a 65% increase in the number of residents between the ages of 55 and 64 and a 25% increase in residents between 65 and 84.

The average household size in Rockland has decreased over time. In 1990 the average household size was 2.34. By 2017 it decreased to 1.97 according to the American Community Survey (ACS 5-year estimate 2013-2017).

The number of people living in a household is an important indicator of the number of housing units that may be needed in the future. Declines in household size can result in more demand for housing, even when the population is decreasing.

### INCOME

When adjusted for inflation, Rockland's median household income actually decreased by \$2,973 between 2000 and 2017. Just to keep up with the rate of inflation between 2000 and 2017, the median household income would need to have been \$38,779 in 2010 and \$43,459 in 2017.

Census estimates for 2017 suggest that 30% (1,079 households) of Rockland's households were very low income, i.e. earning less than 50% of the area median income (\$26,560 in Knox County).

About 29% (1,020 households) of the city's households were low income households, i.e. earning between 50% and 80% of the area median income (\$26,560 and \$42,494 in Knox County).

About 17% (605 households) were moderate income households, i.e. earning between 80% and 150% of the area median income (\$42,294 and \$79,676 in Knox County).

About 24% (863 households) were middle to upper income households, i.e. making more than 150% of the area median income (over \$79,676 in Knox County).



# AFFORDABILITY

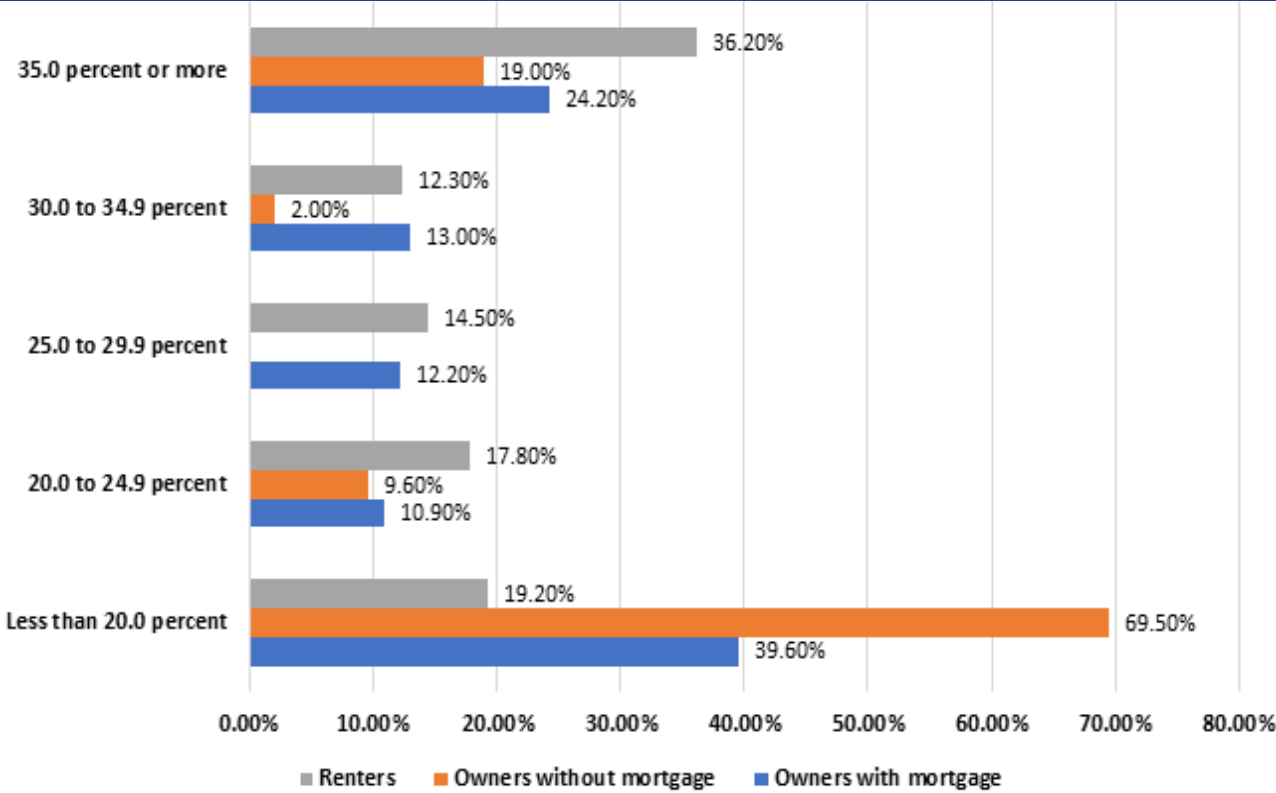
Housing is generally considered affordable when residents pay no more than 30% of their gross income for rent/mortgage payments, utilities and other housing related costs. When the cost burden of housing increases beyond that, other expenses (e.g. health care, transportation, etc.) can get crowded out of the household budget.

In Rockland, about 1,319 households, or about 43% of the total number of households, are spending more than 30% of their income on housing related expenses.

- Approximately 31% of homeowners (or 605 households) are spending 30% or more on housing.
- Approximately 50% of renters (or 714 households) are spending 30% or more on housing.

The figure below shows a breakdown of the monthly housing cost as a percentage of household income for homeowners with mortgages, homeowners without mortgages and renters.

**MONTHLY HOUSING COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME, 2017** (Source: ACS, 2017)





## MEDIAN HOUSEHOLD INCOME AND AFFORDABILITY

Rockland is somewhat unaffordable to the median income household according to MaineHousing. MaineHousing shows the affordability index in Rockland as being .91 for 2019 estimates.<sup>1</sup> (source: *MaineHousing 2019 Affordability Index*)

- According to MaineHousing, the estimated income needed to afford a median-value home in Rockland was about \$53,269. This is a gap of about \$5,000 when compared to the actual median income of \$48,229 (ACS, 2017).
- About 1,873 households in Rockland are not able to afford the median priced home and approximately 63% of the homes sold in 2018 would not have been affordable to the median income household.

In 2020, the rental market would be considered unaffordable to the median income renter. MaineHousing data shows the affordability index in Rockland at 0.55 for 2020 estimates, down from 0.98 in 2017.<sup>2</sup>

- The average two-bedroom rent in Rockland is estimated at \$1,520 per month in 2020 which would require an annual income of \$60,800. However, the median income renter is estimated to make approximately \$33,553 per year and can only afford \$834 per month in rent to stay within the affordability range, a gap of about \$8,172 annually or \$681 month. In 2017 this gap was only \$702 annually or \$18 a month.
- Approximately 1,172 (or just under 74%) of renter households pay more rent than is affordable based on the affordability range.

## AFFORDABILITY AND AREA MEDIAN INCOME

The tables on the following pages show the number of households by income, percentage of Area Median Income (AMI), supply of housing that would fall in that income range, and changes in households by age and income.

- The data indicates that approximately 45% (1,601) of households in Rockland make less than 65% of the AMI, which for Knox County would be less than \$35,000.
- Approximately 57% (707) of senior households (those over the age of 65) make less than 65% of the AMI. This is about 20% of the total number of households in Rockland.
- The data indicates that there are approximately 978 rentals and 741 houses in Rockland that are eligible for households making less than 100% of AMI (\$55,402 in 2018). According to Census numbers there are approximately 2,100 households that earn less than 94% of the AMI, leaving a potential gap in the supply of housing of about 381 units.
- The largest gap appears to be in the income range between 47% and 65% of the AMI. There are approximately 535 households within this range. Data from MaineHousing indicates a supply of approximately 198, leaving a gap of about 337 units.

<sup>1</sup> The Homeownership Affordability Index is the ratio of a home price which is affordable to the median income earner to the median home price. An index of less than 1 means the area is generally unaffordable - i.e., a household earning area median income could not cover the payment on a median priced home (30-year mortgage, taxes and insurance) using no more than 28% of gross income.

<sup>2</sup> The Rental Affordability Index is the ratio of 2-Bedroom Rent Affordable at Median Renter Income to Average 2-Bedroom Rent. Similar to the index for home ownership, an index of less than 1 means the area is generally unaffordable - i.e., a renter household earning area median renter income could not cover the cost of an average 2-bedroom apartment (including utilities) using no more than 30% of gross income.

**HOUSING SUPPLY AT AMI INTERVALS** *(Source: MaineHousing 2018)*

	<30% AMI	30% - <40%	40% - <50%	50% - <60%	60% - <80%	80% - <100%	Total
<b>Rentals</b>	276	119	123	114	203	143	978
<b>Owned Homes</b>	149	76	76	84	183	173	741

*Note: numbers include various programs including Housing Choice Vouchers which are portable.*

**GAP ANALYSIS** *(Source: MaineHousing / US Census Bureau)*

Household Income Census Range		Households	Housing Supply			Approx. Gap	Assumed Correlation w/ AMI Intervals
Income Range	% of AMI		Rentals	Owned Homes	Total		
<\$15,000	<28%	592	276	146	425	<b>-167</b>	<b>&lt;30%</b>
\$15,000-\$24,999	28%- 47%	488	242	152	394	<b>-94</b>	<b>30% - 50%</b>
\$25,000-\$34,999	47%- 65%	535	114	84	198	<b>-337</b>	<b>50% - 60%</b>
\$35,000-\$49,999	65%- 94%	485	346	356	702	217	60%- 100%

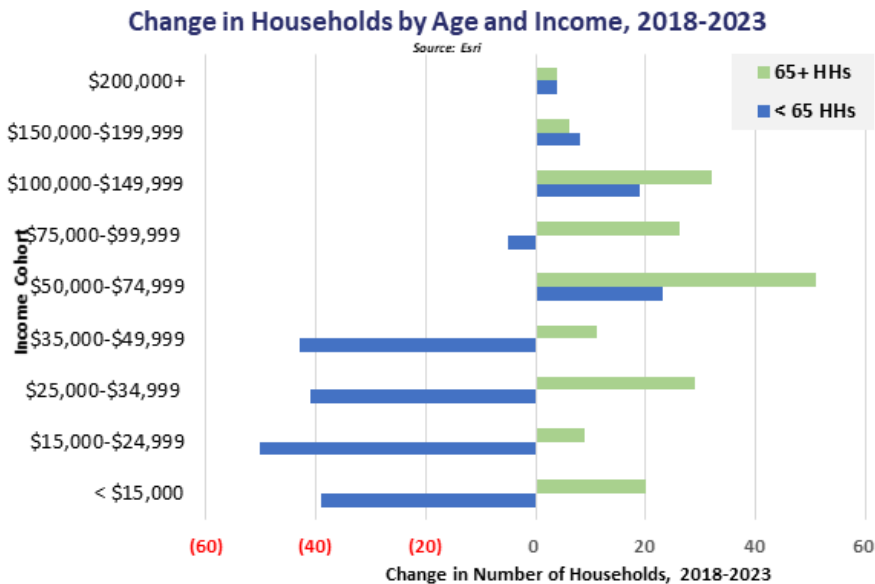
**HOUSEHOLDS BY INCOME AND AGE** *(Source: ESRI, 2018)*

Household Income Range	% AMI	<25		25 - 34		35 - 44		45 - 54		55 - 64		>65	
		Rockland	Knox	Rockland	Knox	Rockland	Knox	Rockland	Knox	Rockland	Knox	Rockland	Knox
<\$15,000	28%	25	60	56	154	57	172	73	237	121	427	266	876
\$15,000-\$24,999	28%- 47%	41	109	54	163	54	174	41	159	75	299	250	999
\$25,000-\$34,999	47%- 65%	21	52	68	193	61	211	63	237	84	329	191	843
\$35,000-\$49,999	65%- 94%	25	93	63	270	57	293	64	386	79	497	142	850
\$50,000-\$74,999	94%- 141%	19	92	91	417	88	503	110	661	132	875	154	1019
\$75,000-\$99,999	141%- 188%	6	26	52	227	66	341	68	423	81	538	97	637
\$100,000-\$149,999	188%- 282%	3	23	49	258	72	369	68	448	81	558	96	676
\$150,000-\$199,999	282%- 376%	0	3	11	62	10	87	19	215	16	245	16	183
\$200,000+	376%	1	4	11	51	11	127	17	185	14	232	12	234
<b>Total</b>		<b>141</b>	<b>462</b>	<b>455</b>	<b>1795</b>	<b>476</b>	<b>2277</b>	<b>523</b>	<b>2951</b>	<b>683</b>	<b>4000</b>	<b>1224</b>	<b>6317</b>



**CHANGE IN HOUSEHOLDS BY AGE AND INCOME, 2018-2023**

(Source: ESRI)



Overall, there appears to be a gap in the supply of housing units available to households making less than 65% of AMI. The largest gap is for those making between 47% and 65% of the AMI. In Rockland, 57% of senior households (65+) make less than 65% of the AMI.

Senior households are projected to increase across all income brackets over the next 5 years. Those making less than 65% of the AMI are projected to increase by 58 households.

**GAP ANALYSIS NOTE**

The numbers from the gap analysis are conservative.

- The gap might be smaller if it can be assumed that the population could also compete with units eligible for incomes above their specific income bracket.
- The gap might be larger considering that Rockland’s housing is desirable within the context of the regional housing market.

The analysis also assumes that people are likely to choose housing that generally aligns with what would be affordable to their income – roughly 1/3 of their income on housing related expenses.

**EMPLOYMENT**

Another measure of affordability is to compare the average wage for typical jobs of employed residents. More detailed information on wage and employment can be found in the Economy section, but the information below provides an overview of income related to employment and implications for housing need and affordability.

**AVERAGE HOURLY WAGE SNAPSHOT (2017)** (Maine Department of Labor, Center for Workforce Research & Information – Knox County)

<b>Food Preparation and Service-Related Occupations</b>	\$12.11
<b>Community and Social Services Occupations</b>	\$24.66
<b>Sales and Related Occupations</b>	\$16.26
<b>Education, Training and Library Occupations</b>	\$21.99
<b>Personal Care and Service Occupations</b>	\$12.80



According to the 2017 American Community Survey, the average weekly wage for Rockland is approximately \$781 (or \$40,612 annually) – less than the income needed for the median priced home.

17% of Rockland’s employed residents work in the “Retail” sector (approximately 579 people). Average weekly wages for the “Retail” sector are estimated at \$492/week (\$25,5842 annually) by the Maine Department of Labor.

9% of Rockland’s employed residents work in the “Accommodations and Food Services” sector (approximately 326 people). Weekly wages for the “Accommodations and Food Services” sector are estimated at \$405/week (\$21,060 annually).

Based on the average wages for workers in these sectors, rental affordability is an issue. As noted above, the estimated income needed to afford the average two-bedroom rent in Rockland is approximately \$60,800.

**POVERTY**

According to the 2017 American Community Survey, about 15% (1,085 people) of Rockland’s population was living below the poverty level for 2000, and similarly about 15% (1,083 people) for 2017.

Rockland had proportionately more people living in poverty than Camden (13%), Knox County (12%), and statewide (13%) for the year 2017. Belfast’s poverty rate was (15%), about the same as Rockland’s.

In 2016, the Census Bureau estimated that 13.7% of Rockland’s population was below the poverty threshold. This was a higher number than Knox County as a whole (11.9%) but about the same as Maine (13.5%). Approximately 15.6% of renter-occupied households, but only 3.5% of owner-occupied households, were estimated to be below the poverty level.

**HOMELESSNESS**

Homelessness in Rockland is difficult to track as data is typically collected at the county or state level. According to MaineHousing there is one shelter available in Knox County with a total of 22 beds available on a regular basis and 5 extra beds available as needed to accommodate overflow. On the night of the most recent Point-in-Time Count in January 2019 this shelter served 15 people. For 2018, this shelter served a total of 53 unique clients with an overall occupancy rate of 71.86% for the year.

Data from the Knox County Homeless Coalition estimated that in 2017 they delivered 5,817 bed nights of shelter at Hospitality House Family Shelter and another 298 bed nights of shelter at temporary outsourced locations.

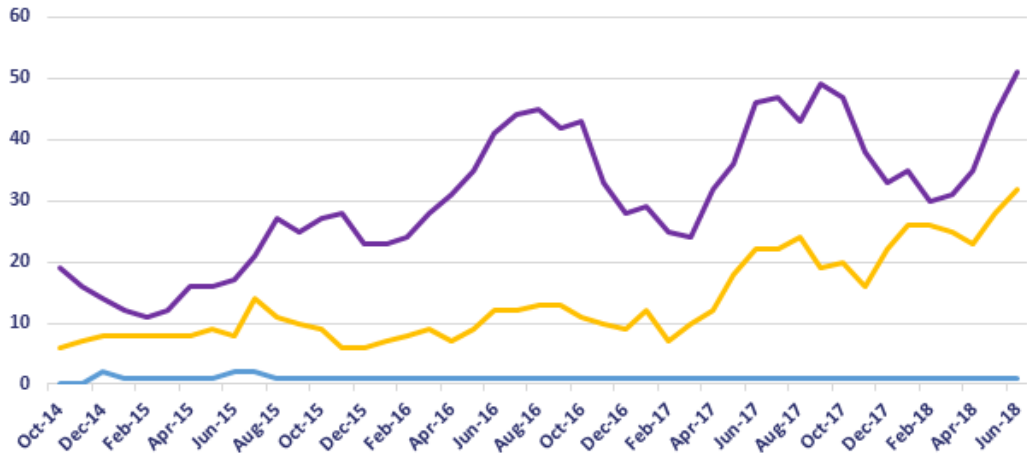
**HOUSING TRENDS**

**SHORT-TERM RENTALS**

Short-term rentals, through platforms such as Airbnb, are a growing trend in many communities. According to the Code Enforcement office there are currently 70 registered short-term rental properties in the City of Rockland. The table below shows data from AirDNA (the data research arm of Airbnb) between October 2014 and June 2018. While this data tracks only Airbnb listings and is not a comprehensive view of all short-term rentals in Rockland, it does indicate that the number of short-term rentals increased from 25 listings in 2014 to 84 listings in 2018. Of these, only about half were listings where a guest rents the whole home and the other half were room-only rentals. While still a relatively small number (less than 2% of the entire housing stock), it does reflect a larger trend in demand for short-term rentals.



**AVAILABLE SHORT-TERM RENTAL LISTINGS BY TYPE** (Source: AirDNA)



**WALKABLE NEIGHBORHOODS**

There is a growing trend toward walkability which is impacting the kinds of features people are looking for in housing and the way developers include amenities in new developments. In a 2015 survey by the National Association of Realtors, roughly eight in 10 respondents nationwide said that being within walking distance to amenities like shops and parks was very or somewhat important to them. Sidewalks and nearby public transportation were cited as desirable means to that end. These trends are becoming common across various age groups (see [www.nar.realtor/research-and-statistics](http://www.nar.realtor/research-and-statistics) for more information).

**REMODELING MARKET**

According to Harvard’s Joint Center for Housing Studies (JCHS), the residential remodeling market – spending on improvements and maintenance to the housing stock (owner and renter) – had a 50% growth since 2010. With an aging housing stock like Rockland’s, the remodeling share of the housing market could see increases. The JCHS study also indicated that older owners tended to dominate the remodeling market, with households aged 55 and over accounting for over half of the improvement spending. (see [www.jchs.harvard.edu](http://www.jchs.harvard.edu) for more information).

# **NATURAL RESOURCES**

**GEOLOGY & SOILS**

**WATER**

**WILDLIFE HABITAT & UNIQUE NATURAL AREAS**

**SCENIC RESOURCES**

As a coastal community, Rockland benefits from its proximity to the ocean by way of access to fisheries, intertidal wetlands, sea bird nesting areas, shellfish habitat, and pockets of eel grass. The city also benefits from many noteworthy natural areas including the Rockland Bog and Weskeag Creek (two areas identified as having ecological significance by the State), Chickawaukie Pond, large blocks of unfragmented habitat, and several rare and exemplary plant and wildlife species. This section provides an overview of the city’s natural resources.

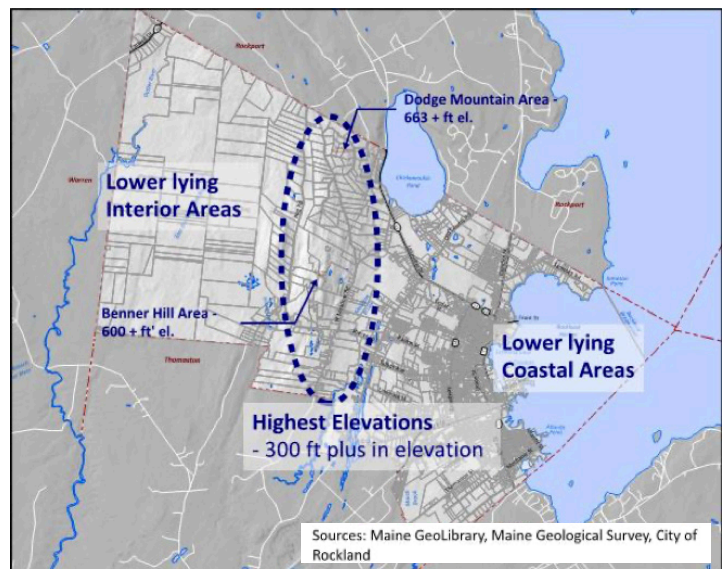
## GEOLOGY & SOILS

The characteristics of Rockland’s geology and soils helped to determine overall development patterns and contributed to economic growth in the past. The City of Rockland is 12.8 square miles (about 8,190 acres) and only about 25% of the land area would be considered developed. The hilly terrain, streams, wetlands, and other low-lying areas west of Old County Road, West Meadow Road, and Route 17 encompass at least 50% of the city’s land area.

### TOPOGRAPHY

Rockland’s topography is characterized by a rolling terrain that rises from low-lying coastal areas to an average elevation of 200 to 300 feet.

Dodge Mountain, the highest elevation at 663 feet, combined with Benner Hill (600+ feet), form a ridge cutting across the center of the city in a generally northeast-southwest direction.



### GEOLOGY

There is a relatively narrow band of siltstone and limestone extending from Thomaston through Rockland and Rockport and into Camden. This feature was historically mined in multiple quarries throughout the city.

### SOILS

Many areas of Rockland have soils rated very low to medium for development (such as septic systems, building foundations, and road construction) by the U.S. Natural Resources and Conservation Service. This is primarily due to shallow and hydric soils. Marine sediments are found in the built-up areas along the harbor including the bluff along the north shoreline.

### COASTAL BLUFF AREAS

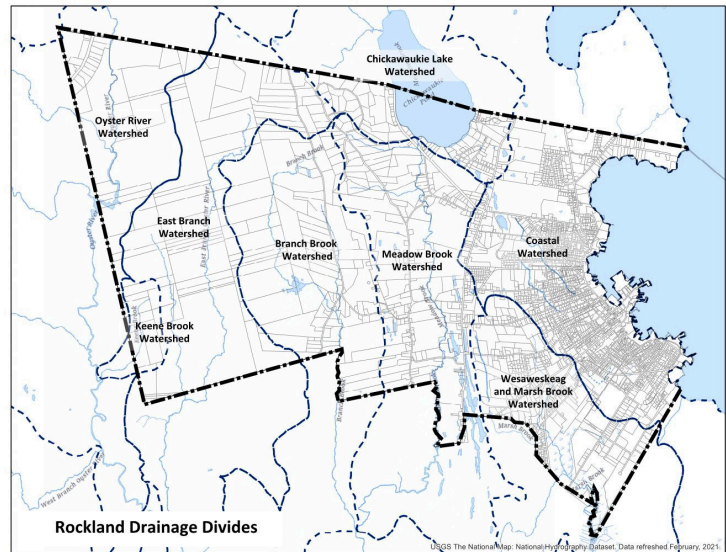
Soils along Rockland’s coast, particularly along the northern shoreline, are characteristically unstable and susceptible to erosion. In these areas the steeper shoreline slopes formed in loose material such as clay, sand, and gravel create stability issues which can threaten property and structures. In 1996, two homes on Samoset Road were destroyed in a landslide that caused approximately 60,000 cubic yards of soils to move about 300 feet into Rockland Harbor.



# WATER

## WATERSHEDS

Rockland falls within the large Central Coastal Watershed, one of the State’s major watershed areas. Within the city there are 8 primary drainage divides which form around the city’s rivers, streams, brooks and water bodies. The map at right shows each drainage divide.

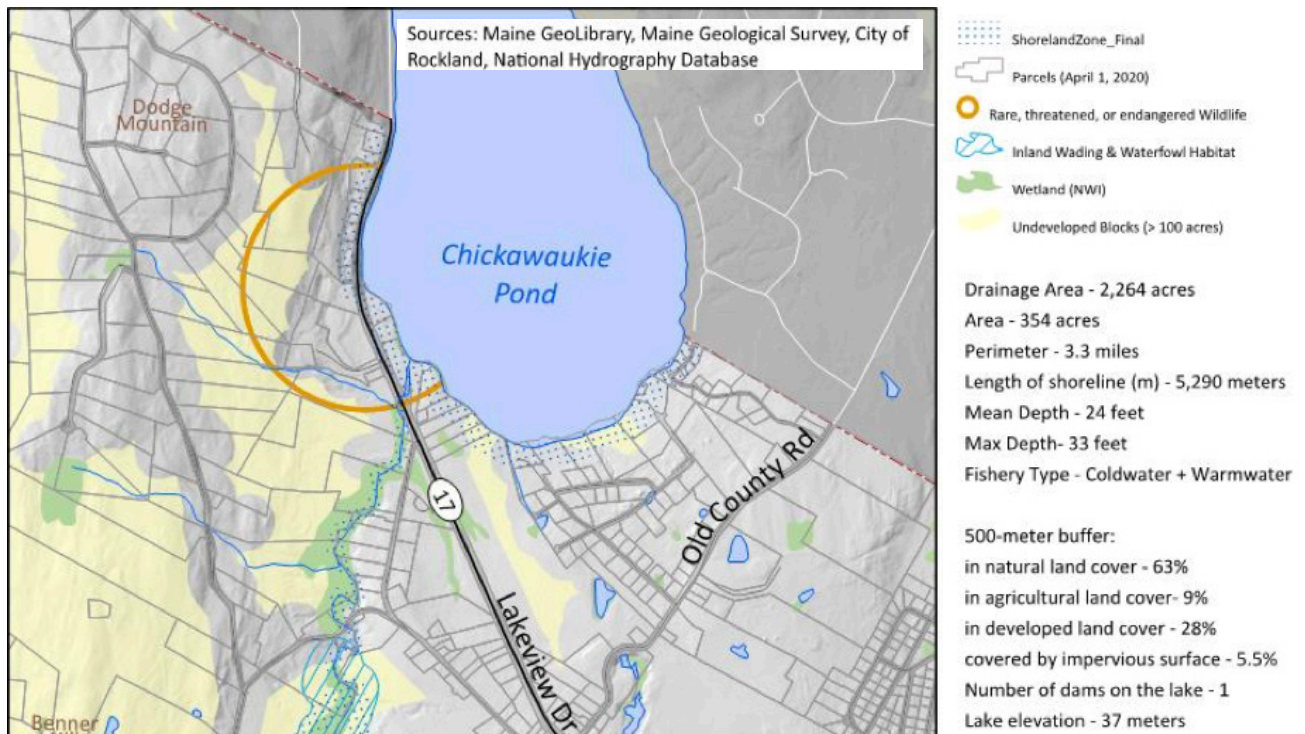


## CHICKAWAUKIE POND

Chickawaukie Pond, which lies between Rockland and Rockport, is Rockland’s only great pond. It is listed on Maine’s “Lakes at Risk of Having an Algal Bloom” with moderate risk of having an occasional algal bloom, meaning there is a heightened risk from new development within the direct watershed. (Maine Department of Environmental Protection).

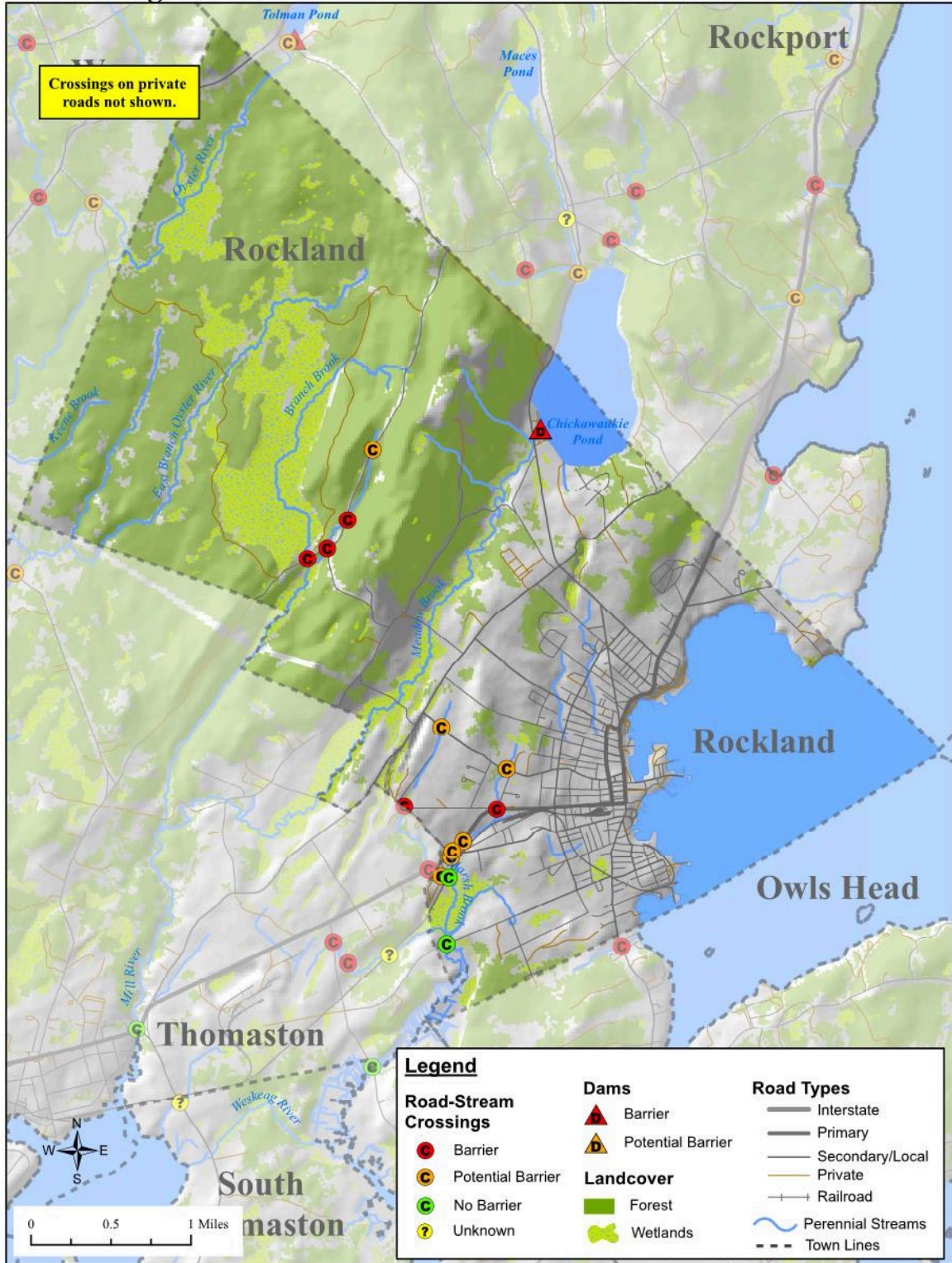
- Water quality near Johnson Memorial Park has led the City to periodically issue warnings advising against swimming due to the presence of elevated levels of e. coli and close the swimming area when levels pose a serious risk.
- The Chickawaukie watershed is protected through overlay zoning that regulates land uses and requires an erosion and sediment control plan for activities in excess of 50 square feet to control phosphorus runoff (Chapter 19 Rockland Code).

### Chickawaukie Pond within Rockland City Limits



Fish Passage Barriers

Rockland



Map Produced by:  
 USFWS Gulf of Maine Coastal Program  
 Data from MEGIS and GOMCP  
 04/2018 KChadbourne Map #701



**STREAM BARRIERS**

Barriers to fish and other aquatic animals occur where roadways cross over streams. The State of Maine has identified 5 Road/Stream crossing barriers in Rockland and 7 potential barriers. The dam on Chickawaukie Pond has also been identified as a barrier. More information on this topic can be found at the Maine Stream Habitat Viewer online at <https://webapps2.cgis-solutions.com/MaineStreamViewer/>.

**WETLANDS**

Freshwater wetlands are found in many areas of Rockland. Rockland Bog and the Weskeag Marsh are the largest wetlands. Wetlands are protected through municipal shoreland zoning, floodplain management regulations, and the Woodland and Wildlife Zone “G” Regulations of Chapter 19 of Rockland’s Code. Freshwater and coastal wetlands are also protected by the Maine Natural Resources Protection Act and the U.S. Clean Water Act.

**FLOODPLAINS**

Major floodplain areas are situated along Rockland Harbor as well as in the low-lying areas west of Bog Road, including the bog and its various streams.

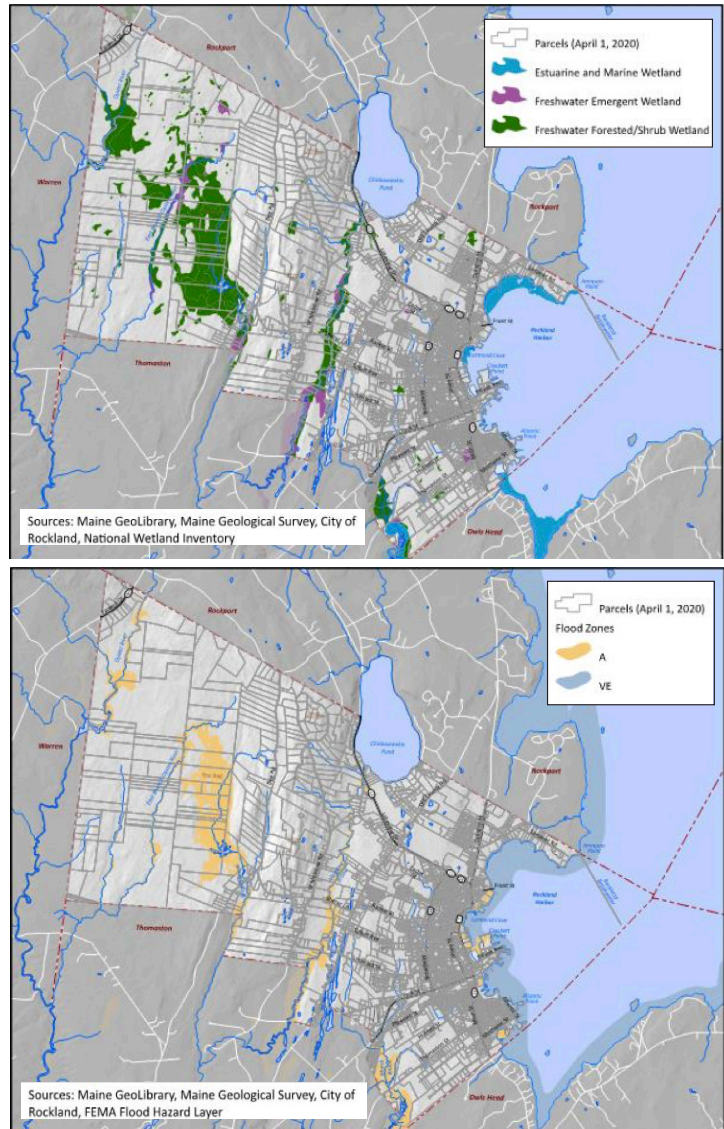
**GROUNDWATER**

There are no significant aquifers in Rockland (i.e., those capable of yielding 10 gallons or more of ground water per minute to a well), which suggests that groundwater would not be adequate as a supply for the city or any other larger user. (Source: Maine Geological Survey)

**ROCKLAND’S PUBLIC WATER SUPPLY**

The primary source for Rockland’s public water supply is Mirror Lake (112 acres, watershed 1.8 sq mi.), located in Rockport. This water supply also serves Rockport, Camden, Thomaston and parts of Owls Head and South Warren. The Maine Water Company—Camden and Rockland Division operates this public water system.

Mirror Lake is listed on Maine’s “Lakes at Risk of Having an Algal Bloom”, meaning there is heightened risk to water quality from new development within the direct watershed. (Source: Maine Department of Environmental Protection).



The Maine Water Company—Camden and Rockland Division monitors water quality on an ongoing basis. The most recent water assessments indicated that the overall sources have a low risk of significant contamination (Source: Maine Drinking Water Program).

Protection for the water source and its associated watershed includes:

- Maine Water Company’s ownership of the entire shoreline of both Mirror Lake and Grassy Pond, and over 50 percent of the land area in the combined watersheds.
- The Town of Rockport’s zoning code includes a water supply protection overlay district that regulates land use activity within the watershed of the public water supply.

**WATER QUALITY**

According to the 2016 Integrated Water Quality Monitoring and Assessment Report by the Maine Department of Environmental Protection, most of the rivers and streams in Rockland maintain a high-water quality classification (Class B).

- **Lindsey Brook.** Lindsey Brook is a small stream draining a large part of the area surrounding downtown Rockland. The Lindsey Brook watershed encompasses 1.1 square miles largely within developed portions of the city. The brook is listed as an urban impaired brook because it has exceeded the Class B criteria for bacteria (*Escherichia coli*) in the past. Improving the ecological health of the brook, particularly by restoring aquatic organism passage and natural stream processes, may be desirable. (Source: Lindsey Brook Stream Assessment Report, prepared by InterFluve, October 2020)
- **Wesaweskeag River.** The Wesaweskeag River is on Maine’s Non-point Source Watershed Priority List, which means it is a sensitive and perhaps threatened waterbody. Risk factors include future development and water quality degradation.
- **Rockland Harbor.** Rockland Harbor (Rockland and Owls Head), Broad and Deep Coves (Owls Head); and Deadman Point (Rockland) to Ducktrap River (Lincolnville) are listed as impaired for bacteria (elevated fecal indicators) and are

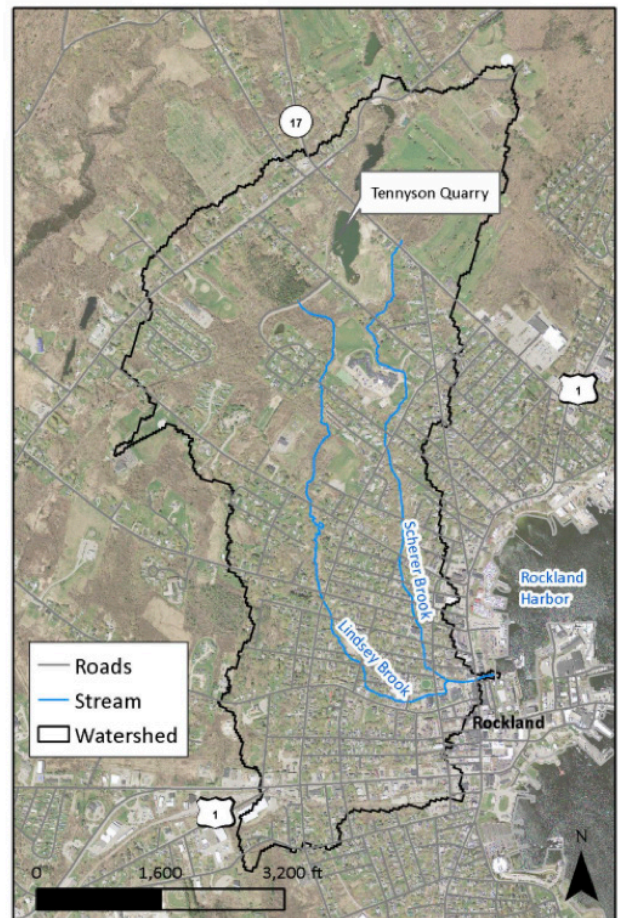
**POTENTIAL SOURCES OF WATER POLLUTION**

**Point Source Pollution**

- The Waste Water Treatment Facility has three active licensed outfalls in the harbor.
- The city maintains an active licensed snow dump at the transfer station and also has a permit for discharge at the fishing pier in case of emergency.
- Dupont operates three licensed outfalls in the harbor
- Other potential point sources include malfunctioning septic systems, junk yards, and fuel storage facilities.

**Nonpoint Source Pollution**

- Runoff from rain falling on impervious surfaces, like buildings, pavement, bare ground, and lawns is defined as non-point source pollution. In such runoff, pollutants occurring naturally like phosphorous, or from petroleum (motor vehicles and storage tanks), fertilizers and pesticides, in addition to untreated or insufficiently treated wastewater and sewage, can be transported into wetlands and waterbodies.





closed to shellfish harvesting.

## WILDLIFE HABITAT & UNIQUE NATURAL AREAS

Rockland’s diverse habitat supports a wide range of plant and animal species, many of which are listed by the State as exemplary, rare, threatened or endangered.

### ROCKLAND BOG

Approximately 60% of the 5880-acre Oyster River Bog lies within the City of Rockland. The remaining 40% is within Rockport, Thomaston and Warren, making it an important local and regional resource. The bog is a mosaic of upland areas and wetlands providing habitat for a multitude of plant and animal species. Over 1,600 acres of the Oyster River Bog are held in conservation by the City of Rockland, the Oyster River Bog Association, and Southern Maine Wetlands Conservancy. Approximately 700 acres of the Bog are designated a Maine Focus Area of Ecological Significance by the Maine Natural Areas Program. This includes:

- Moderate/high value freshwater forested/shrub wetland
- The largest peatland complex in the Midcoast region
- Unpatterned fen ecosystem (Rare and Exemplary Natural Community)

### RARE, THREATENED & ENDANGERED ANIMALS IN ROCKLAND

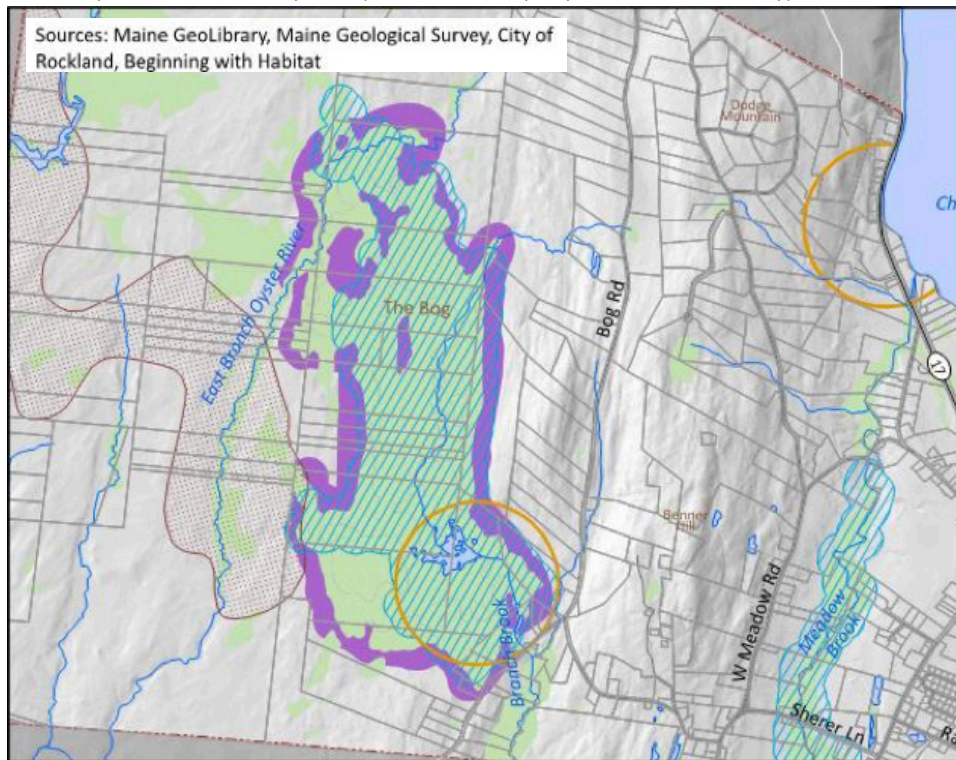
Source: Maine Natural Areas Program

Citrine Forktail (damselfly)	Rare
Tidewater Mucket (freshwater mussel)	Threatened
Yellow Lampmussel (freshwater mussel)	Threatened
Saltmarsh Sharped-Tailed Sparrow	Rare

### SIGNIFICANT WILDLIFE HABITATS IN ROCKLAND

Source: Maine Natural Areas Program

- Candidate Deer Wintering Areas
- Inland Waterfowl and Wading Bird Habitat
- Tidal Waterfowl and Wading Bird Habitat

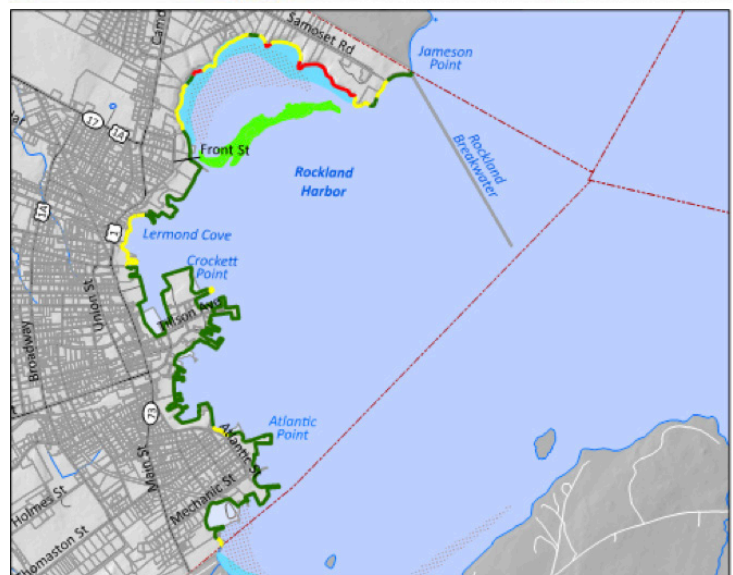
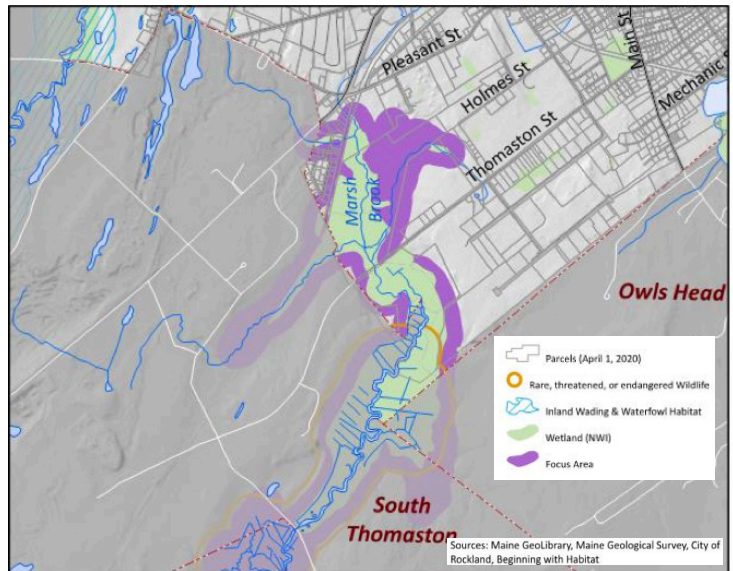


- Inland wading bird and waterfowl habitat
- Potential deer wintering areas (Significant Wildlife Habitats)
- Habitat for the rare Citrine Forktail (damselfly) transported into wetlands and waterbodies.

**WESKEAG CREEK**

The Weskeag Creek Focus Area of Ecological Significance (a tidal marsh estuary ecosystem) is part of the R. Waldo Tyler (Weskeag Marsh) Maine Wildlife Management Area (682 acres), spanning portions of South Thomaston, Thomaston, Rockland, and Owls Head. Its features include:

- A brackish tidal marsh
- A tidal marsh estuary ecosystem (Exemplary Natural Community)
- A shorebird area
- The rare Saltmarsh Sharp-Tailed Sparrow
- Significant Wildlife Habitats (inland wading bird and waterfowl habitat, tidal wading bird and waterfowl habitat, potential deer wintering areas.)



**SHORELAND HABITATS**

Rockland’s shoreline and intertidal areas are some of the most critical habitats supporting diverse wildlife and aquatic species (e.g. softshell clams, eel grass, wading bird and waterfowl, and marine worms.)

Rockland’s coastal mudflats are influenced by freshwater discharged from streams, currents and tidal fluctuations. They provide habitat for wading birds and waterfowl and migrating shorebirds, as well as commercially significant resources including diadromous fish, marine worms and shellfish.

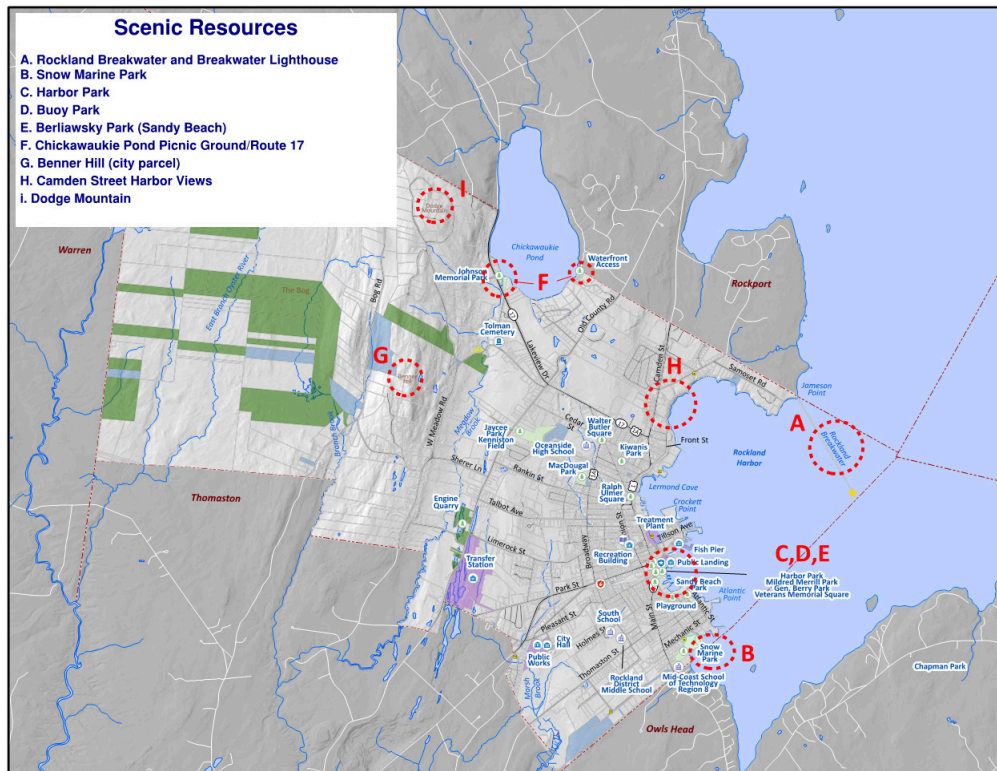
**UNDEVELOPED HABITAT BLOCKS, CONNECTORS AND CONSERVED LANDS**

Large habitat blocks are relatively unbroken areas of habitat (e.g., forests, grasslands, agricultural lands, wetlands) with few roads and little development. Rockland has several undeveloped habitat blocks with habitat connectors between them. The most regionally significant is a large area (6,172 acres) that is shared with Warren and Rockport and includes the Oyster River Bog.

# SCENIC RESOURCES

Rockland is enhanced by its scenic resources, which contribute to the quality of life and the value of surrounding properties. Perhaps the most important scenic water views and vistas are those visible to the public from public roads and public parks.

SCENIC RESOURCES IN ROCKLAND <i>(Source: Maine Natural Areas Program)</i>	
	Feature(s) Seen From Site
Rockland Breakwater and Breakwater Lighthouse	Harbor, City
Snow Marine Park	Harbor
Harbor Park	Harbor
Buoy Park	Harbor
Berliawsky Park (Sandy Beach)	Harbor
Chickawaukie Pond Picnic Ground/Route 17	Chickawaukie Pond
Camden Street Harbor Views	Harbor
Dodge Mountain (seen from Chickawaukie Pond)	n/a
Benner Hill (city parcel)	Harbor, City







# **FOREST AND AGRICULTURAL RESOURCES**

**FOREST RESOURCES**

**AGRICULTURAL RESOURCES**

**MACRO TRENDS**

**MAPS**



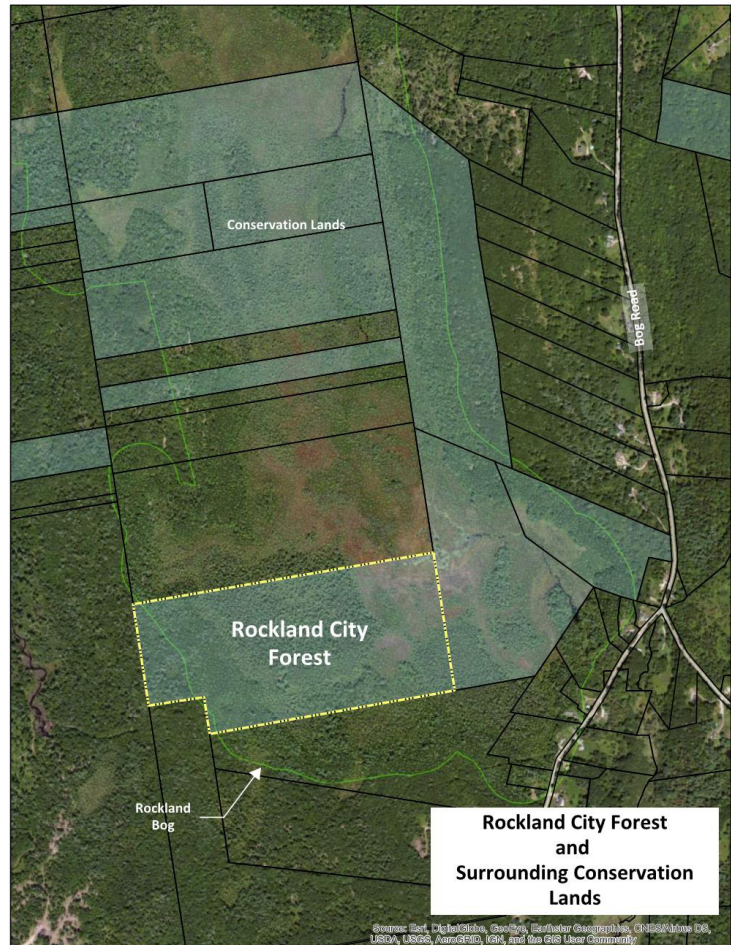
Rockland’s forest and agricultural resources have historically been an important aspect of the city’s prosperity. While commercial farming and large-scale forestry operations are less significant to the economy than in the past, there are small scale farms, backyard gardens, backyard livestock or poultry, and forests for open space, wildlife protection, and recreation. This chapter inventories the city’s forest and agriculture resources.

## **FOREST RESOURCES**

Approximately 60% of Rockland’s land cover would be considered forested. This includes forest types ranging from deciduous trees to shrub/scrub and wetland. Most of the forested area is located in the northwestern part of the city beyond Old County Road. This area is a mixture of private lands and conservation properties, including the Rockland City Forest. See Agricultural and Forest Resources Map.

### **ROCKLAND CITY FOREST**

The Rockland City Forest consists of a 70.5-acre parcel (Tax Map 91-A-1, Registry of Deeds Book 232, Page 279). It is surrounded by other conservation parcels and is within the Rockland Bog. The property is intended to serve as an educational and recreational resource and to promote sound woodland management while providing protection for the wildlife habitat and a rare plant habitat. In accordance with City Code (Chapter 13, Article I), woodland management and conservation policies and plans are developed and coordinated by the Parks Commission, in consultation with the Oyster River Bog Association.



### **ROCKLAND'S PUBLIC SHADE TREE PROGRAM**

The shade tree program is designed to beautify the city, increase property values, provide storm water mitigation, and enhance streets, sidewalks and parks in developed areas of the city. The shade tree program, governed by the Tree Care Ordinance (City Code Chapter 13, Article II), provides for the management (inventorying, selecting, planting, pruning, removal, and replacement) for all trees on city property. An appointed Tree Warden, overseen by the Town Manager, administers the program.

### **COMMERCIAL FORESTRY**

Commercial timber harvesting in Rockland is minimal and there are no large tracts of industrial forest land. The table below shows the most current information available for the amount of commercial forestry.



**SUMMARY OF ROCKLAND’S HISTORIC TIMBER HARVEST**
*(Source: Maine Department of Agriculture, Conservation and Forestry, Maine Forest Service)*

Year	Selection Harvest (acres)	Shelterwood Harvest (acres)	Clearcut Harvest (acres)	Total Harvest (acres)	Change of Land Use (acres)	# of Active Notifications
<b>1997-1998</b>	81	0	2	83	0	4
<b>1999</b>	175	0	0	175	0	3
<b>2000-2003</b>	133	0	0	133	1	5
<b>2004-2007</b>	7	0	0	7	15	7
<b>2008</b>	80	0	0	80	0	3
<b>2009</b>	121	0	0	121	0	3
<b>2010-2012</b>	24	0	7	31	0	5
<b>2014</b>	8.88	0	0	8.88	0	3
<b>2015-2016</b>	169.9	0	0	169.9	0	7
<b>TOTAL</b>	<b>629.88</b>	<b>0</b>	<b>9</b>	<b>638.88</b>	<b>16</b>	<b>33</b>
<b>AVERAGE</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>80</b>	<b>2</b>	<b>4</b>

*Note: Data compiled from confidential year-end landowner reports to Maine Forest Service. To protect confidential landowner information, data is reported only where three or more landowner reports reported harvesting in town.*

**TREE GROWTH PROGRAM**

The Tree Growth Property Tax Program was adopted to help landowners lower their property taxes if they maintain their property as productive woodlands. Enrollment of Rockland properties in the program has stayed pretty consistent since 2007. Properties in Tree Growth are primarily focused in the area west of Bog Road.

**PARCELS ENROLLED IN TREE GROWTH IN ROCKLAND**
*(Source: City of Rockland Assessing Office)*

Year	# of Parcels	Total (acres)	Softwood (acres)	Mixed Wood (acres)	Hardwood (acres)	# of Acres Withdrawn
<b>2007</b>	18	563	19	253	291	0
<b>2011</b>	19	1,054	46	567	441	0
<b>2017</b>	19	1,063	63	586	414	0

**AGRICULTURAL RESOURCES**

USDA soil data indicates that there are many areas in Rockland with soils classified as “prime farmland” or “farmland of statewide importance” (USDA Natural Resources Conservation Service). These are soils determined to be best suited for producing food, feed, forage and fiber crops. The largest concentration of these soils is east of West Meadow Road. However, many of these areas are developed or have returned to forests or fallow fields. As of 2021, the city’s agricultural base consists primarily of small farms growing vegetables, raising poultry and livestock with no properties in Rockland enrolled in the Farmland Property Tax Program.



Regionally, there are a number of small- to medium-scale farming operations which contribute to Rockland's growing farm to table businesses. According to the 2017 USDA farming census, there were 308 farms in Knox County with an average size of approximately 83 acres.

The higher value of organic, heirloom and similar niche farming could increase future agricultural activities in the region. The **Rockland Farmers Market**, located in Harbor Park, is open May through October and has become a popular resource for farm products.



**Community Gardens:** There are four community gardens in Rockland. There are two opportunities in adjacent communities: Penobscot Bay Community Gardens in Camden; and Erickson Fields in Rockport which is a preserve of Maine Coast Heritage Trust.

## MACRO TRENDS

### MARIJUANA/HEMP CULTIVATION

As new laws are passed allowing the use of marijuana and industrial hemp cultivation, the agricultural production of these crops is a growing trend that may need to be discussed. According to the Farm Journal, as of 2018, 33 states (including Maine) and the District of Columbia passed laws broadly legalizing marijuana in some form. In Maine, current laws legalize the use and commercial sale of marijuana and the cultivation, harvest, possession and processing of industrial hemp by those who obtain a state license.

### HYDROPONICS

Hydroponics, or growing plants using mineral nutrient solutions in water, without soil, is a growing area of commercial food production. A 2018 article by Vanguard ([www.vanguardngr.com/2018/11/hydroponics-trends-in-2018/](http://www.vanguardngr.com/2018/11/hydroponics-trends-in-2018/)) estimates that the market value of hydroponic fruits and vegetables will grow up to \$27.29 billion by 2022. The largest in New England is Backyard Farms in Madison, Maine, which produces upward of 30 million tomatoes each year for regional supermarkets.

### INFORMATION RESOURCES

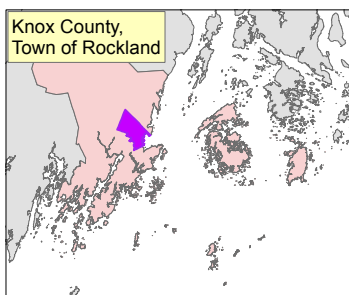
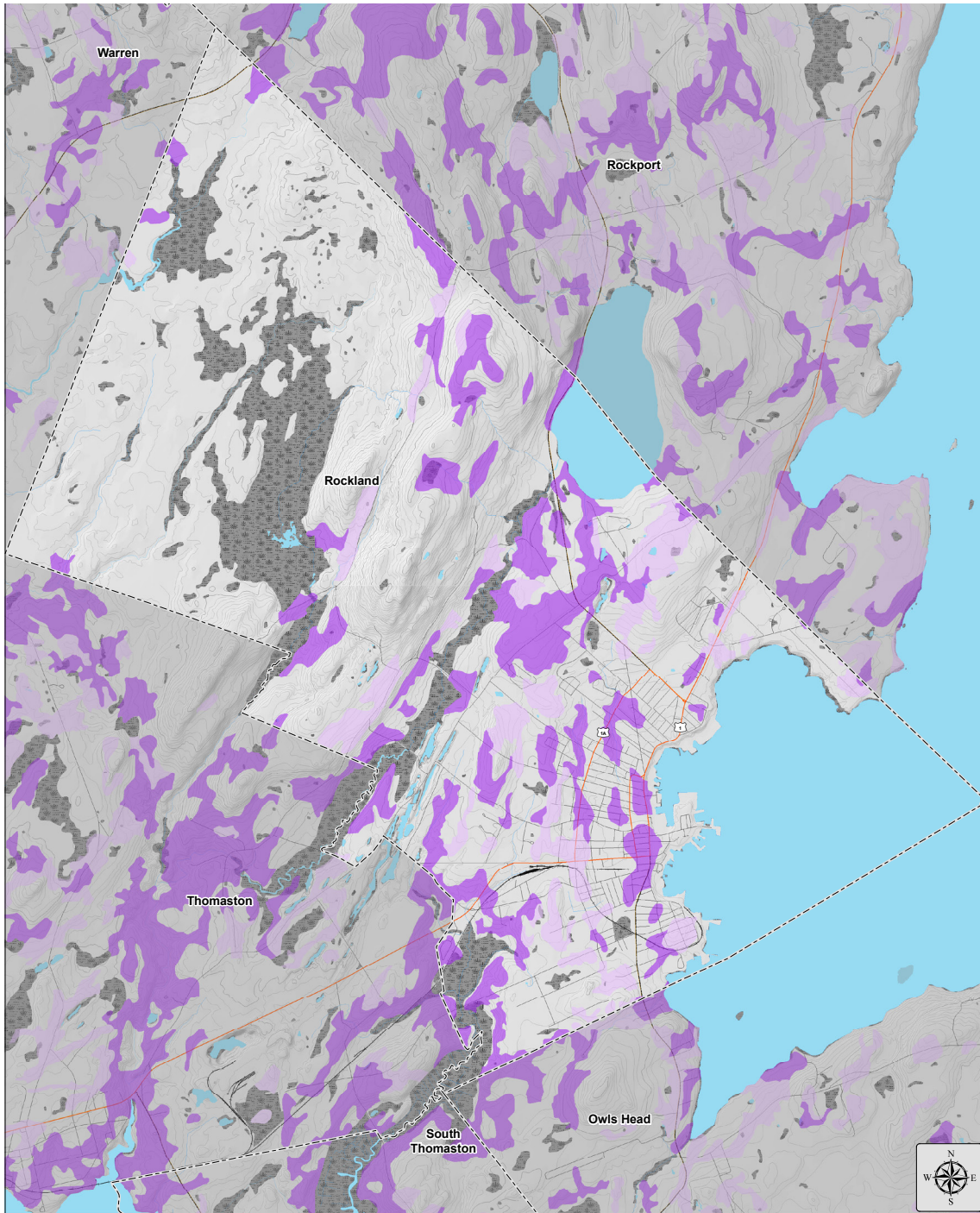
- Rockland Farmers Market  
<https://www.rocklandfarmersmarket.org>
- The USDA Natural Resource Conservation Service  
<https://www.nrcs.usda.gov>
- Knox County Soil and Water Conservation District  
<https://www.knoxswcd.org>
- University of Maine Cooperative Extension  
<https://www.extension.umaine.edu/knox-lincoln>
- Maine Department of Agriculture, Forestry and Conservation  
<https://www.maine.gov/dacf>
- Maine Forest Service  
<https://www.maine.gov/dacf/mfs>
- Maine Organic Farmers Gardeners Association  
<http://mofga.org>
- Small Woodlot Owners Association  
[www.mainewoodlandowners.org](http://www.mainewoodlandowners.org)
- Maine Farmland Trust  
<https://www.maineFarmlandtrust.org>

## **AQUACULTURE**

Aquaculture is commonly defined as the farming of aquatic organisms such as fish, shellfish and even plants. The term aquaculture refers to the cultivation of both marine and freshwater species and can range from land-based to open-ocean production. According to the Maine Department of Marine Resources, aquaculture has been present within the coastal waters of Maine since the 1800s. Beyond the impact of the fish they would produce, aquaculture could create jobs at multiple levels including hatcheries, feed production, processing, waste reutilization, transportation, supplies, machinery, financial services and other industries.

## **SMALL-SCALE ORGANIC FARMING**

There has been a growing recognition in recent years that small-scale organic farming can be an effective tool to address issues caused by global warming, help to retain biodiversity, and support a local food need. Data from the USDA's National Agricultural Statistics Service 2019 Certified Organic Survey shows the number of certified organic farms increased by 17% between 2016 and 2019. This trend in small-scale farming (and even back yard gardens) appears to be growing even more thanks in part to the COVID-19 pandemic where people experienced the impact a global disaster can have on the food system.



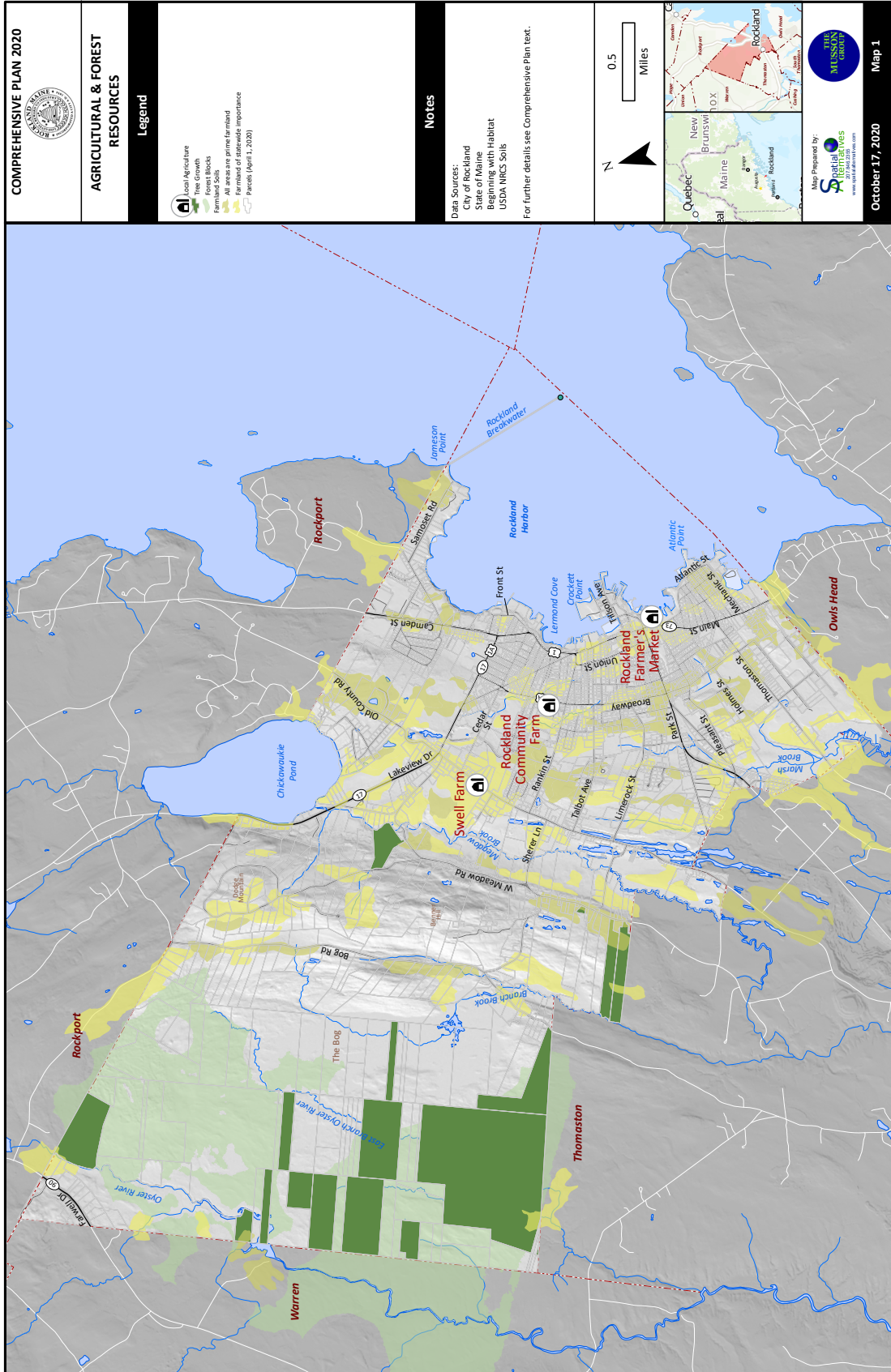
### Rockland Agricultural Resources

Source Data: USDA, MEGIS, Maine DACF  
 Projection: UTM, NAD83, Zone 19, Meters  
 Produced by: Municipal Planning  
 Assistance Program, DACF  
 April 2018



Legend	
	Municipal border
	Farmland of statewide importance
	Prime farmland
	Rivers/Streams
	Waterbody
	Wetlands





# MARINE RESOURCES

SEE HARBOR MANAGEMENT PLAN

## MARINE RESOURCES

The Rockland Harbor Management Plan and the Natural Resources appendix in this plan collectively address the required Marine Resources elements of the Rockland Comprehensive Plan. The Rockland Harbor Management Plan is a plan for Rockland's harbor and waterfront that will help the city manage increased pressures, guide policy actions, and help to maintain the diversity of users that characterize that area.

The Harbor Management Plan includes discussion and recommendations around the following issues:

- Increased coastal water quality monitoring
- Reductions in water pollution from point and non-point sources
- Closure of commercial shellfish harvesting due to water quality issues
- The pressures of balancing traditional water-dependent uses found along a working waterfront with other competing demands for the space, such as retail, tourism, and recreation
- Dredging in various areas and associated maintenance
- Access points along the waterfront for commercial uses, public use, and viewsheds
- Shoreland and waterfront zoning regulations, which are extensively covered in the Existing Land Use appendix

See the Harbor Management Plan on the Rockland website: <https://rocklandmaine.gov/city-managers-office/harbor-management-plan>

# **HISTORIC AND CULTURAL RESOURCES**

**HISTORIC MILESTONES**

**MAJOR ECONOMIC FACTORS**

**ARCHITECTURAL STYLES**

**HISTORIC AND CULTURAL RESOURCES**

**RECENT INITIATIVES & HISTORIC PROTECTION PROGRAMS**

**TAX INCENTIVES FOR HISTORIC PRESERVATION**

**MACRO TRENDS**

Rockland’s long history, which goes back thousands of years to Wabanaki campsites along the harbor, has had a major influence on the city’s culture, development and identity. Preservation and celebration of the city’s heritage and cultural resources is fundamental to future prosperity and growth. This section provides a brief history of the city and identifies important historic, cultural and archaeological resources.

## HISTORIC MILESTONES

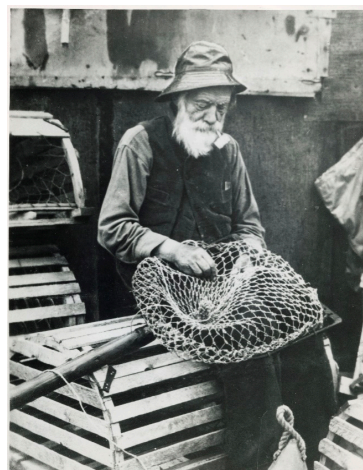
<b>1767</b>	John Lermond builds a temporary logging camp on the shore of Lermond’s Cove.	<b>1853</b>	Four separate fires impact the Rockland business district.
<b>1765 - 69</b>	Isaiah Tolman establishes a farm on Chickawaukie Pond and later built a grist and sawmill on Meadow Brook.	<b>1854</b>	Rockland officially incorporates as a city, the eighth in Maine.
<b>1769</b>	John Lindsey buys first permanent house built in the future downtown Rockland. Jonathan and Elionai Crockett settle in the North End.	<b>1860</b>	Knox County created with Rockland as the county seat.
<b>1777</b>	The area that includes present day Rockland incorporates as Thomaston.	<b>1862</b>	Snow Shipyard opens.
<b>1784</b>	The first church service in what is now Rockland is held at Blackington’s Corner.	<b>1868</b>	Rockland High School opens.
<b>1785</b>	First frame barns in Blackington’s Corner are raised.	<b>1875</b>	Knox County Courthouse opens.
<b>1789</b>	George Ulmer begins the first lime burning business along the shore of Owls Head Bay.	<b>1883 - 84</b>	St. Peter’s Episcopal Church opens.
<b>1794</b>	First store opens in Blackington’s Corner.	<b>1892</b>	McLain Grammar School opens. Knox County Jail opens.
<b>1795</b>	First meeting house is established.	<b>1903</b>	Rockland Public Library opens, a result of an Andrew Carnegie gift.
<b>1804</b>	First lime shelter constructed.	<b>1916</b>	Knox County General Hospital opens.
<b>1815</b>	Development within Downtown Rockland surpasses other nearby settlements.	<b>1923</b>	Strand Theatre opens.
<b>1820</b>	First meeting house constructed on Limerock Street near Old County Road (that location was known as Brown’s Corner). The site includes a store, tavern, and one of the first limestone quarries (established by John Ulmer). Limerock Street is the route to move stone from the quarries to the kilns at the shore of the bay.	<b>1928</b>	BOK home for Nurses opens.
<b>1824</b>	First post office is established in what was known as East Thomaston.	<b>1936</b>	Community Building opens, constructed under the Works Progress Administration.
<b>1848</b>	Rockland and South Thomaston (what is now Owls Head) are incorporated as the Town of East Thomaston by the state legislature.	<b>1948</b>	William A. Farnsworth Library and Art Museum opens.
<b>1850</b>	The town name is changed to Rockland by the state legislature, following submittal of a citizen petition. Red Jacket, the famous clipper ship, is built at a location just north of Lermond’s Cove.	<b>1985</b>	Coastal Children’s Museum opens.
		<b>1998</b>	Wyeth Center opens as an expansion of the Farnsworth, remodeling the former Methodist Church. The city accepts ownership of the Breakwater Lighthouse.
		<b>2000</b>	The Farnsworth expands into the former J.J. Newberry’s.
		<b>2001</b>	Rockland Library expansion completed.
		<b>2014</b>	Strand Theatre becomes a non-profit organization.
		<b>2016</b>	Center for Maine Contemporary Art opens.



## MAJOR ECONOMIC FACTORS THAT INFLUENCED DEVELOPMENT

Much of the historic and cultural development of Rockland was driven by economic trends – fishing, shipping, lime production, manufacturing, financial services, tourism, and the arts. Each economic phase had an enormous impact on the physical layout and cultural heritage of Rockland.

- Shipping and Shipbuilding.** From the last decade of the 18th century through today, Rockland has been a center of shipbuilding. For instance, between 1837 and 1920, 275 vessels were known to have been constructed in the city. By 1850, when the name of the town was officially changed to Rockland, the harbor had 12 different shipyards and at least 44 different wharves. The economic activity along the waterfront also drove the development of Main Street as the Central Business District and contributed to the established adjacent neighborhoods for residences. Rockland shipyards in those times produced all manner of wooden sailing vessels – schooners, barks, barkentines, brigs, brigantines, ships, and fast clipper ships. After the Civil War, shipping came to a halt and subsequently steamers eventually replaced traditional ship fleets.
- The Lime Industry.** Beginning in the 1780s, quarries were established along Old County Road for the quarrying of lime, which was heated, pulverized, and shipped in barrels for use as the main ingredient in mortar and plaster. This impacted the extent of development along the harbor, where in 1855 there were 136 lime kilns. From 1890 to 1940, the Lime Rock Railroad ran around the perimeter of Rockland, carrying limerock from the quarries up onto the 30-foot high trestles adjacent to the lime kilns in the commercial and industrial districts along the harbor. Together this created industrial areas on both the city's east side (harbor) and the west side along Old County Road. The intensity of economic activity furthered the compact development pattern of Rockland, with business owners' large Victorian homes close to the Downtown, surrounded by smaller workers' housing. Local boarding houses served the large workforce, including Italian immigrants after 1900.
- The Granite Industry.** Although granite quarries were located on the islands and in Stonington, Maine, Rockland was the business center for the granite industry. In 1889, there were six granite companies in the city. The granite industry eventually declined with expansion in the use of steel and concrete in building construction and cobblestones went out of fashion, as automobiles replaced horses. Many Finns who came to work in the granite quarries bought old farms on Dodge Mountain and became successful dairymen and blueberry growers.
- The Fishing Industry.** With the decline of the lime industry the early 1900s, the fishing industry replaced kilns and related businesses with drying facilities, salt houses, ice houses, canneries, sardine factories, and lobster companies. This changed the industrial character of the harbor, as well as the city as a whole. By the 1920s more lobsters were shipped by rail from Rockland than any other city in the United States. The fishing industry is a large part of Rockland's working waterfront.







- **Tourism and the Arts.** As early as the late 1800s, tourists came to Rockland via the railroad to stay at the Bay Point Hotel, later to be renamed the Samoset. In 1948 the William A. Farnsworth Library and Art Museum opened. By 1990, the conversion of wharfs from fishing to pleasure began to take place. Subsequently, art galleries and tourism-related retail began occupying Downtown storefronts. Along with a variety of festivals, the expansion of short-term rentals and cruise ship visits has strengthened the tourism economy in Rockland. The arts continue to drive other investments, such as the Center for Maine Contemporary Art, the Lincoln Street Center, and the hospitality industry.

## ARCHITECTURAL STYLES

- **Residential.** The architectural forms found for residential construction in Rockland include single-family detached homes, double houses, row houses, boarding houses, and apartment buildings. In terms of historical styles, Queen Anne dominates. Noted architectural character was dominated by local architects and builders, including Freeman Stanley, J.F. Waterhouse, and E.F. Glover. In fact, Rockland-based W.H. Glover and Company designed and built a significant number of homes in the Rockland Residential Historic District, as well as had a tremendous impact on residential construction throughout Maine. In addition, homes were designed by prominent Maine architects, such as Charles F. Douglas, Kimball and Coombs, and E.E. Lewis.
- **Commercial.** The Main Street Historic District includes a range of architectural styles, such as Italianate, Greek Revival, and Colonial Revival. Of note is the Security Trust Building (1912), 372 Main Street, designed by the noted Boston architect R. Clipston Sturgis.
- **Public Buildings.** The historic public buildings found in the city are typically a Neo-Classical architectural style. For public buildings, leading architects from outside Rockland were typically hired, including Bryant and Rogers, George Clough, R. Clipston Sturgis, and William Ralph Emerson, all of Boston. Also important were Elmer I. Thomas (Lewiston) and Bunker and Savage (Augusta).

## HISTORIC AND CULTURAL RESOURCES

### LOCAL LANDMARKS

- **Rockland Breakwater.** At more than 4,000 feet in length, the breakwater shelters Rockland harbor. It was constructed in the 1890s by the United States Army Corps of Engineers out of locally quarried granite to improve the harbor's ability to shelter ships from coastal storms. The breakwater is believed to be unique among Army Corps 19th-century breakwaters in its exclusive use of local materials. It is owned by the U.S. Army Corp of Engineers and was listed on the National Register of Historic Places in 2003.
- **Breakwater Light.** The Rockland Harbor Breakwater Light is an historic lighthouse complex at the end of the breakwater. Replacing a light station at Jameson Point (the northern end of the breakwater), the light was established in 1902, about two years after completion of the breakwater. Now automated, it continues to serve as an active aid to navigation. The light was added to the National Register of Historic Places as Rockland Breakwater Lighthouse in 1981. The Coast Guard did a major refurbishment in 1990 and, in 1999, transferred ownership of the structure to the city. Since then the building has been maintained by the Friends of the Rockland Harbor Lights, while the light itself remains the responsibility of the Coast Guard. In 2003, a float and boat ramp were added.
- **Rockland Station.** Rockland Station is a railway station located at Union and Pleasant Streets where it serves as the eastern terminus of the Rockland Branch, a state-owned track connecting Rockland and Brunswick. The historic station

building was built in 1917 by the Maine Central Railroad, and was listed on the National Register of Historic Places in 1978. It presently houses a restaurant and served for a time as Rockland's city hall.

- **Farnsworth Art Museum.** With over 20,000 square feet of gallery space and over 15,000 works in the collection, the Farnsworth occupies a campus in Downtown Rockland that is comprised of the main building, two historic buildings, and the Farnsworth Homestead. Lucy Farnsworth left an estate that established the William A. Farnsworth Library and Art Museum (now known simply as the Farnsworth Art Museum) as a memorial to her father. The museum officially opened in August, 1948.
- **Center for Maine Contemporary Art.** Founded in 1952, the museum constructed its current 11,000-square-foot facility in Downtown Rockland in 2016. Designed by Toshiko Mori, an internationally-known, New York-based architect, the contemporary building includes a glass enclosed space, with its corrugated metal exterior and emphasis on Maine's light, and a saw-tooth roof. It includes a central courtyard that offers views inside and links the space to the community.
- **Cemeteries.** The city owns two cemeteries, the Tolman Cemetery on Lake Avenue that holds the graves of local Revolutionary War and War of 1812 veterans; and a pauper's cemetery located near West Meadow Road on the grounds of the former Poor Farm. Privately owned cemeteries include the Achorn Cemetery off Old County Road, Lucy C. Farnsworth Cemetery on Pleasant Street, Hebrew Cemetery on outer Pleasant Street, and Ulmer Cemetery on upper Park Street. Some former Rockland residents are buried in the Sea View Cemetery in Rockport.



### NATIONAL REGISTER OF HISTORIC PLACES

Rockland has a number of buildings, schooners and districts listed on the National Register, summarized in the accompanying table on the next page.

- **Main Street Historic District.** Listed in 1978 and enlarged in 2012, the Main Street Historic District encompasses the historic commercial core of Rockland, incorporating several blocks along Main Street (see images on following pages).
- **Rockland Residential Historic District.** This district is roughly bounded by Granite, Union, Masonic, Broad, Limerock, and Broadway Streets. Listed in 1987, the Rockland Residential Historic District is a neighborhood established in the early 18th century, with examples of architecture dating to the period 1870-1920. Notable public architecture includes the Knox County Courthouse and the Rockland Public Library (see images on next page).
- **Individual Listings.** Thirteen properties and five schooners have been listed on the National Register, summarized on the accompanying table.



**ARCHAEOLOGICAL RESOURCES**

- Prehistoric Sites.** Only one prehistoric archaeological site is known in Rockland. It is classified by the Maine Historic Preservation Commission as site number 28.13 and listed as “Not a significant site, on Rockland Harbor.” This site, which has not been studied in detail, is located near the shoreward end of the Breakwater. Also, the Commission has previously cited the need for further survey, inventory and analysis of the margins of the Bog and Chickawaukie Pond, except where Route 17 borders it. The lack of permanent development within the Bog and the slight rising of the water level in Chickawaukie Pond, probably dating from the time it served as Rockland’s public water supply and was a source of natural ice, may have preserved archaeological sites which would, otherwise, have been destroyed. Local oral history includes mention of Native American campsites in the Bog.
- Historic Sites.** Examples of historic sites include the “roundhouse” sheltering the winch at the Rockland Marine Corporation shipyard in the South End. This is one of very few examples of this type of hauling apparatus still in use in the United States. There are substantial portions of three lime kilns standing along Main Street. Many quarries remain unmarked, though they played an important part in Rockland’s growth as a city.

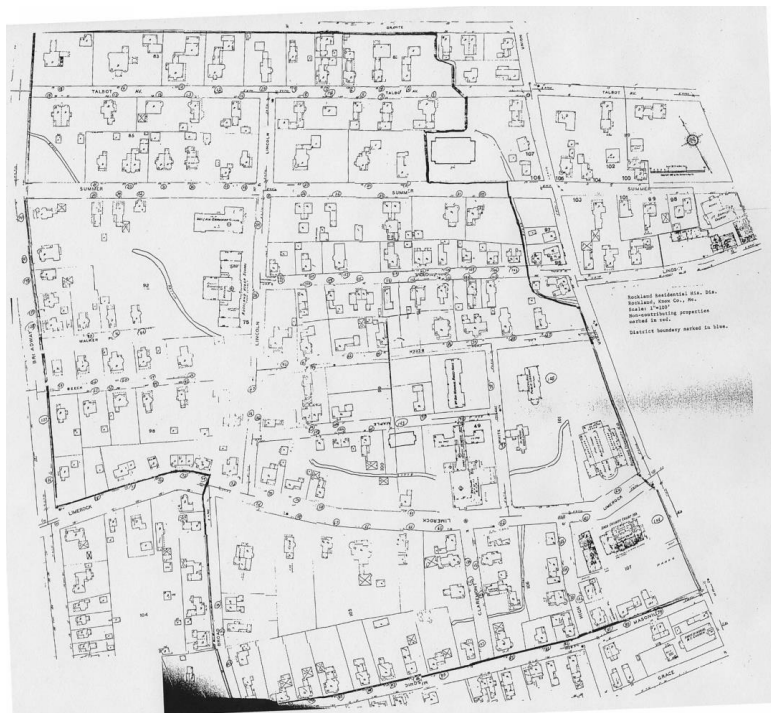
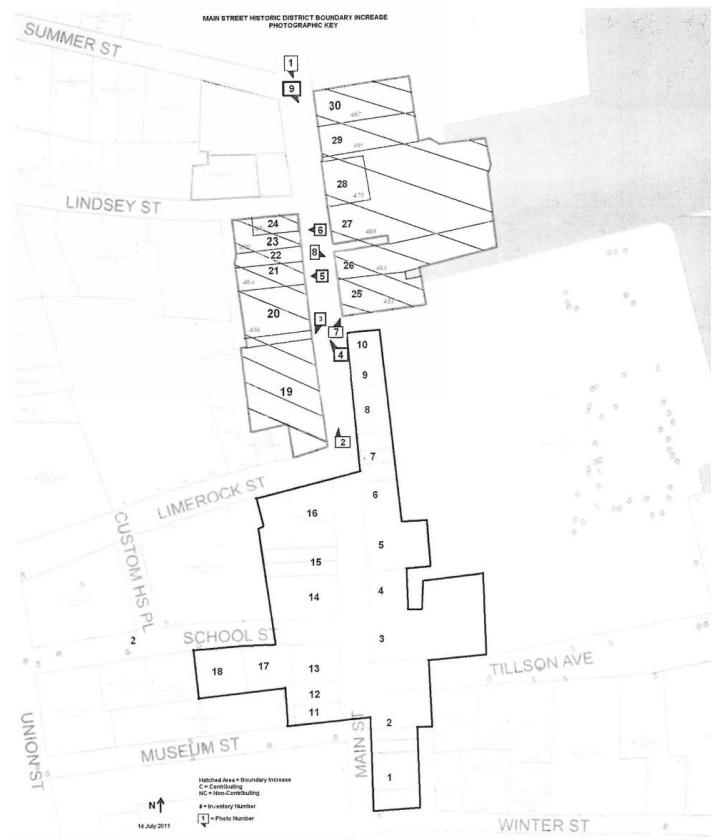
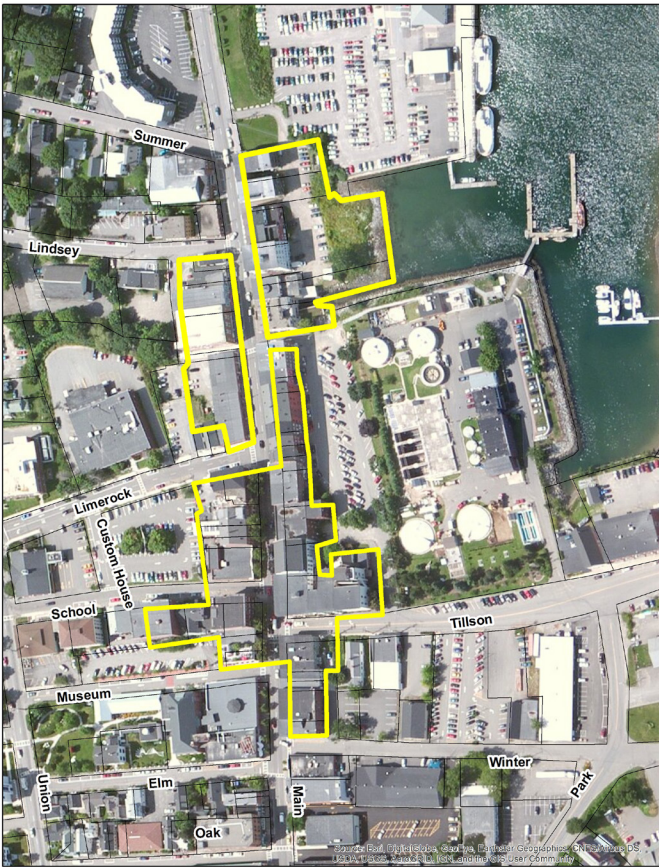
**NATIONAL REGISTER LISTING**

Farnsworth Homestead	21 Elm Street
General Davis Tillson House	157 Talbot Ave
Knott Crockett House	750 Maine Street
Knox County Courthouse	62 Union Street
Main Street Historic District	<i>(see text)</i>
Rakin Block	600-610 Main Street
Rockland Breakwater	Samoset Road
Rockland Breakwater Lighthouse	Samoset Road
Rockland Public Library	Union Street
Rockland Railroad Station	Union & Pleasant Streets
Rockland Residential Historic District	<i>(see text)</i>
Rockland Turntable & Engine House	US 1 & New Country Road
Schooner American Eagle*	North End Shipyard
Schooner Isaac H. Evans*	North End Shipyard
Schooner J. & E. Riffin*	Journey’s End, opposite the Coast Guard Station
Schooner Stephen Taber*	Journey’s End, opposite the Coast Guard Station
Schooner Victory Chimes*	Journey’s End, opposite the Coast Guard Station
Security Trust Building	Elm & Main Streets
Strand Theatre	345 Main Street
Timothy and Jane Williams House	34 Old Country Road

*Notes: The Register for Rockland also lists the schooner Lewis R. French, however, this schooner was berthed in Camden in 2000. \* National Historic Landmark.*



Top row: Main Street Historic District; Bottom row: Rockland Residential Historic District.  
 Source: National Register of Historic Places, U.S. Department of the Interior.



### Historic Archaeological Sites in Rockland

(Source: Maine Historic Preservation Commission)

Site Name	Site Number	Type	Periods of Significance
William McLoon	ME 372-001	wreck, vessel	1888
William D. Hilton	ME 372-002	wreck, schooner	23-May-19
Vinalhaven	ME 372-003	wreck, screw	10-Nov-38
Ulysses	ME 372-004	wreck, side-wheeler	January 10, 1878
Northern Light	ME 372-005	wreck, schooner	13-Nov-25
Matiana' n/a Rockland 372 1 wreck, schooner Berman, Bruce D., Encyclope	ME 372-006	wreck, barge	18-Dec-10
"G. L. 142"	ME 372-007	wreck, barge	December 18, 1963
Eleazer Boynton	ME 372-008	wreck, schooner	9-Aug-11
Catalina	ME 372-009	wreck, schooner	18-Jul-05
Grace E. Stevens	ME 372-010	wreck, vessel	1926
Barge 791	ME 372-011	wreck, barge	1933
W. K. Butman "William G. Butman"	ME 372-012	wreck, steam screw	1915
Break Of Day	ME 372-013	wreck, vessel	1893
John B	ME 372-014	wreck, vessel	1857
Jameson Point Battery	ME 372-015	military, battery	1863
Hurricane	ME 372-016	wreck, vessel	1898
Isabel	ME 372-017	wreck, gas screw	1910-1931
Lena G.	ME 372-018	wreck, gas screw	1923-1952
Nancy	ME 372-019	wreck, gas screw	1888-1944
Oguirrh	ME 372-020	wreck, oil screw	1919-1959
Petrolia No. 3	ME 372-021	wreck, gas screw	1907-1915
Richardson	ME 372-022	wreck, gas screw	1895-1925
Annie Margie	ME 372-023	wreck, gas screw	1909-1919
Juliet	ME 372-024	wreck, schooner	November 25, 1888
James Seward	ME 372-025	wreck, vessel	November, 1866
Ram Els	ME 372-026	wreck, oil screw	1912, 1942
Priscilla	ME 372-027	wreck, gas screw	1894, 1931
Lucinda and Peter Kaler	ME 372-028	domestic	1902-1963
Aurora Borealis	ME 372-029	wreck, schooner	Wrecked on Cobbs Wharf, Rockland on May 4, 1893
Quetay	ME 372-030	wreck, schooner	Burned off Rockland on May 20, 1926



### Historic Archaeological Sites in Rockland (Source: Maine Historic Preservation Commission)

Site Name	Site Number	Type	Periods of Significance
Navassa	ME 372-031	wreck, schooner	Wrecked at Rockland on December 9, 1894
Olivia	ME 372-032	wreck, vessel	Registry closed March 18, 1916
W.H. Jones	ME 372-033	wreck, schooner	1890
S.F. Maher	ME 372-034	wreck, schooner	1898
Ran Ells	ME 372-035	wreck, unidentified	Mar-42
Penobscot Tribe tourist trade camp	ME 372-036		1880-1930


## RECENT INITIATIVES & HISTORIC PROTECTION PROGRAMS

- Chapter 20 Historic Preservation Ordinance.** In 2018, the city adopted Chapter 20 of the City Code which established a Historic Preservation Commission, a process for designating local historic districts and landmarks, and the related rules and procedures. The purpose of the ordinance is to “preserve and protect historic buildings and structures in Rockland in order to promote Rockland’s historic architecture; and to provide guidance to owners of historic properties as they plan for rehabilitation, demolition, or moving of those structures.”
- Historic Preservation Commission.** The Historic Preservation Commission was established as part of Chapter 20 and has the following responsibilities:
  - Publishing an Historic Preservation Design Manual;
  - Recommending the designation of local landmarks or historic districts to City Council and the National Register of Historic Places;
  - Promoting preservation in the community;
  - Pursuing grants;
  - Conducting surveys of historic buildings, structures, districts, and sites within the City of Rockland; and
  - Sponsoring educational programs pertaining to historic preservation.

## TAX INCENTIVES FOR HISTORIC PRESERVATION

- Federal Historic Preservation Tax Incentives Program.** The federal government offers a 20% income tax credit for the certified rehabilitation of certified historic structures, which are listed on the National Register of Historic Places. The rehabilitation work must meet the Secretary of the Interior’s Standards for Rehabilitation. <https://www.nps.gov/tps/tax-incentives/before-you-apply.htm>
- State Historic Rehabilitation Tax Credit.** Through the Maine Historic Preservation Commission, the state offers a “substantial rehabilitation” 25% tax credit for any rehabilitation that also qualifies for the 20% federal credit. The rehabilitation must meet all of the requirements of the Federal Historic Preservation Tax Incentives Program. The





state also offers a “small project rehabilitation credit” of 25% for projects that cost between \$50,000 and \$250,000. This credit is available for projects that don’t claim the federal tax credit. Both of the state credits may be increased by 5-10% for projects that meet the state’s affordable housing requirements. For the state credits, there is a “per project” cap of \$5 million. <https://www.maine.gov/mhpc/programs/tax-incentives>

- **Rockland Preservation Tax Credit.** Under Rockland’s recently adopted historic preservation requirements, property owners that follow the recommendations of the Historic Preservation Commission are eligible for a three-year property tax abatement reflecting the increased value resulting from the building improvements. This ordinance has not been fully instituted by the city.

## MACRO TRENDS

- **Economic and Fiscal Impacts of Maine Preservation Tax Credits.** Historic rehabilitation contributes to the Maine economy. A 2011 report prepared for Maine Preservation documented that a higher percentage of dollars spent on historic rehabilitation go towards Maine craftspeople, and a lower percent go to out-of-state materials suppliers, when compared to dollars spent on new construction. The study found that 595 jobs were supported and \$30 million was added to the economy each year. In addition, using the state historic tax credit attracts both the federal tax credit and out-out-state private investment, with the net result of increased economic development. The report forecast that credit would attract \$230 million in new property tax base across the state through 2023.
- **Neighborhood Revitalization.** Across the country it has been well documented that investment in historic buildings, whether or not utilizing tax credits, often triggers additional neighborhood investment by enhancing the real estate market. A study by the Advisory Council for Historic Preservation found that home values within historic districts rise more quickly than comparable areas and that buyers are willing to pay a premium for homes in preservation zones. This in turn stabilizes and enhances the property tax base.
- **Historic Preservation and Place-Based Economic Development.** Investment in historic residential and commercial districts, such as Downtown Rockland, enhances tourism, which is a place-based economic development strategy. As noted by the National Trust for Historic Preservation, “place-based strategies build on the existing, unique assets (of) areas, including natural and scenic amenities, cultural heritage and traditions, and distinctive historic structures and landscapes. Protecting and enhancing these assets contributes to an improved quality of life that helps retain existing residents and attract new investment.”
- **Sustainability.** Increasingly, it is recognized that restoring existing residences and commercial buildings should be part of each community’s sustainability goals. Historic preservation attracts investment in usable and attractive buildings on land that is already developed and served by public utilities, streets and sidewalks. Conserving older buildings reduces reliance on new materials, environmentally unfriendly building materials, and energy intensive production of new building materials. And many features of historic buildings are designed to take advantage of natural light to enhance energy efficiency.

# **EXISTING LAND USE**

**LAND USE PATTERNS  
DISTRICTS AND CORRIDORS  
REGULATION  
MACRO TRENDS**



The City of Rockland is a culturally-rich town with a diverse mix of interwoven land uses. Rockland is both a regional service center and the county seat of Knox County. Rockland is approximately 15 square miles of land and over two square miles of water, with clusters of residential, commercial, and industrial land uses. The city also possesses many distinct land use features, and a wealth of natural resources, including the Rockland Harbor and Breakwater, Chickawaukie Pond, Rockland Bog, Meadow Brook stream, Branch Brook stream, and tributaries of Oyster River.

Wabanaki Native Americans lived along and around the Rockland area for centuries before Euro-American settlement. In the late 1700s, like the Wabanaki, settlers established themselves near the water for prime access to natural resources, transportation routes, and growing commercial activity. Today, Rockland’s development pattern reflects the city’s major historic economic activities.

- Lime production and rail access further expanded the city and intensified development activity along the waterfront to produce and ship lime. Neighborhoods developed with business owners living close to the Downtown, surrounded by smaller workforce housing.
- Fishing and boat building became a significant sector of economic activity.
- Manufacturing expanded to industrial areas on the city’s south and west sides away from the waterfront, as commercial transportation evolved from rail to trucks.
- Tourism and the creative economy attracted new investment in the city’s core, which sustained and built upon the existing development pattern. The creation of conservation areas in the city’s western half had protected habitat and open space.

This chapter provides an overview of the city’s existing land use to help provide a foundation for future planning.

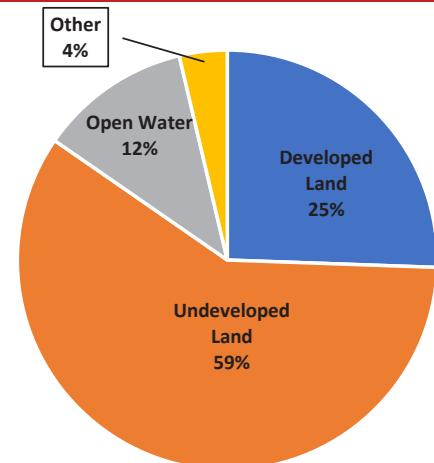
## LAND USE PATTERNS

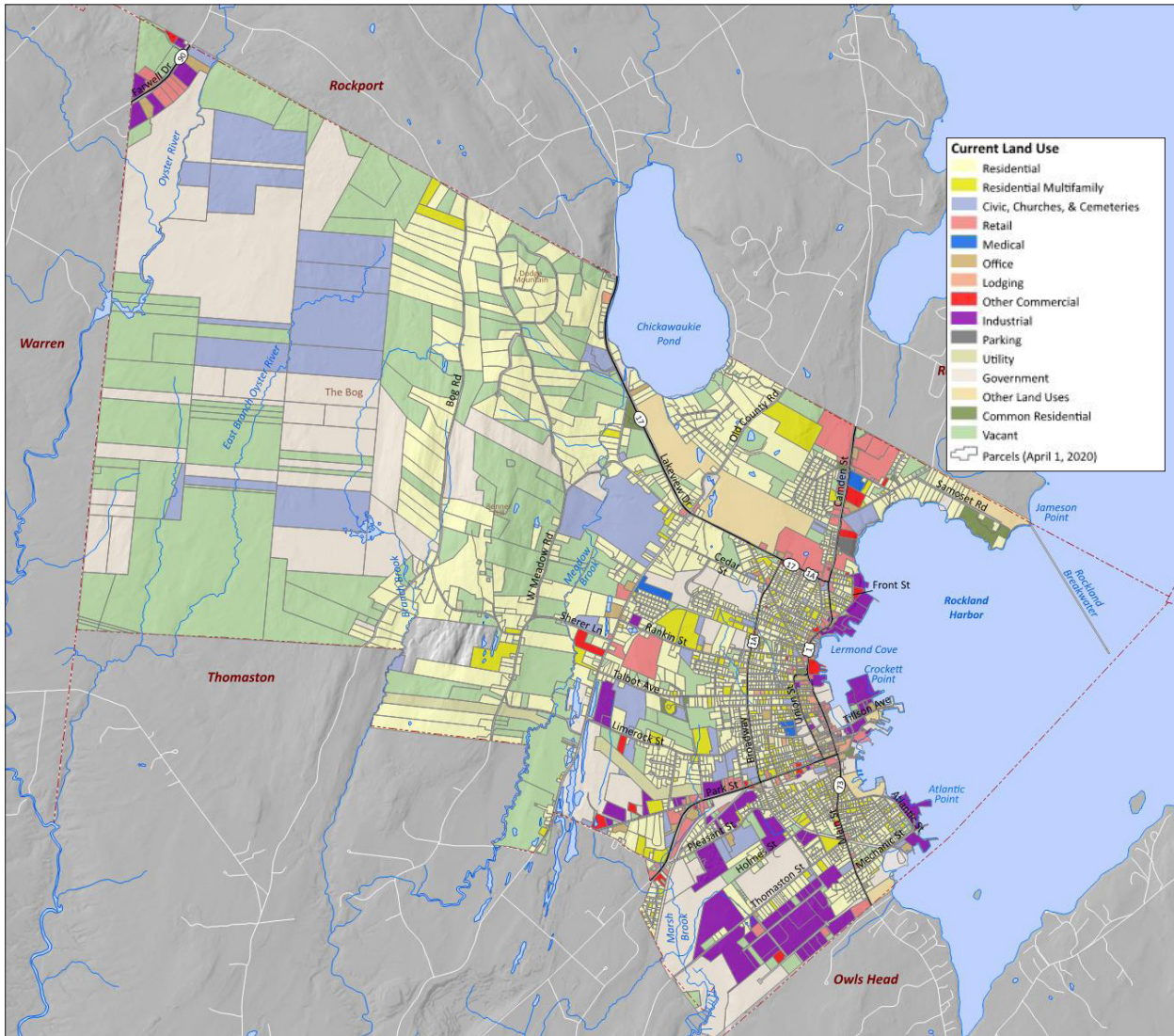
Rockland derives its built form from the harbor, which was the first area to drive economic activity and associated development. The downtown and harbor areas are ringed by fairly dense residential neighborhoods and framed by commercial corridors. Further away from the harbor, the city is comprised of less dense residential areas, with a significant area of natural habitat and open space.

- **Approximately 25% of the city is categorized as developed.** Development is primarily concentrated around the Harbor, Downtown, and adjacent neighborhoods.
- **Approximately 59% of the city is categorized as undeveloped land.** This includes undeveloped areas within developed neighborhoods, natural areas such as wetlands and bogs, and less developed areas due to steeper topography, lack of water/sewer, or other constraints. The majority of the undeveloped area is west of Bog Road where development can occur but with sensitivity to protecting natural character, preserving unfragmented wildlife habitat, and other environmental considerations.
- **The remaining 16% is categorized as other land cover.** Approximately 12% is classified as open water, principally the portions of the harbor that fall within the mapped area. An additional 4% is classified as "other", which includes rights-of-way.

### ROCKLAND'S LAND COVER

(Source: Maine Office of GIS, 2015)





**RECENT DEVELOPMENT**

Since 2010, Rockland has had a limited amount of new construction and infill development. Between 2010 and 2020, building permits increased by about 6.3% but Planning Board permits decreased substantially (88%) (see table on next page), though the low number of building permits issued in 2020 (4) is likely due to the global COVID-19 pandemic. The most significant construction in the Downtown area was the construction of the Center for Maine Contemporary Art and the boutique hotel “250 Main”, as well as the rehabilitation of the Rockland Harbor Hotel, which is a large property on the north end of Downtown. In the south end, there have been a few major new homes constructed on infill sites and rehabilitation of several existing homes (the same is true in scattered locations in the city’s oldest neighborhoods). On the north end, the Phillbrick residential development (co-developed with Habitat for Humanity) is adding new residential buildings in a small subdivision on the west side of Camden Street, north of Maverick.

**CITY OF ROCKLAND BUILDING PERMITS ISSUED BETWEEN 2010 — 2020**
*(Source: City of Rockland Code Enforcement Office, 2021)*

Building Permits	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Jan	7	8	8	8	8	6	7	9	7	18	12
Feb	6	5	11	7	12	6	12	11	9	11	1
Mar	25	10	19	15	6	4	10	9	9	13	11
Apr	26	21	24	16	12	26	27	23	17	29	13
May	23	24	23	31	37	26	33	29	23	30	31
Jun	25	28	39	15	20	35	20	28	38	17	27
Jul	26	16	14	19	20	19	14	22	28	17	32
Aug	18	14	14	23	18	26	25	21	35	20	19
Sep	12	15	8	25	20	23	20	29	15	22	23
Oct	13	18	29	33	21	17	12	25	25	22	18
Nov	16	9	25	12	13	15	12	17	13	19	19
Dec	10	13	13	13	13	17	14	11	12	5	14
<b>Total Building Permits</b>	<b>207</b>	<b>181</b>	<b>227</b>	<b>217</b>	<b>200</b>	<b>220</b>	<b>206</b>	<b>234</b>	<b>231</b>	<b>223</b>	<b>220</b>

**CITY OF ROCKLAND PLANNING BOARD (PB) PERMITS ISSUED BETWEEN 2010 — 2020**
*(Source: City of Rockland Code Enforcement Office, 2021)*

PB Permits	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Jan	2	1	0	1	3	0	4	0	1	1	0
Feb	2	2	0	1	1	1	0	0	2	2	0
Mar	5	0	5	3	1	0	0	0	1	1	0
Apr	4	2	4	1	2	1	0	0	1	0	0
May	1	1	2	1	4	1	0	3	3	2	0
Jun	5	5	0	3	0	0	3	1	2	3	2
Jul	2	0	0	1	1	0	1	0	1	1	0
Aug	4	0	1	0	0	1	1	2	0	2	0
Sep	3	1	1	1	2	0	0	1	0	1	0
Oct	6	3	7	5	2	1	1	0	5	2	0
Nov	1	2	0	1	2	3	0	2	0	2	2
Dec	1	3	0	3	2	2	2	1	1	1	0
<b>Total Building Permits</b>	<b>36</b>	<b>20</b>	<b>20</b>	<b>21</b>	<b>20</b>	<b>10</b>	<b>12</b>	<b>10</b>	<b>17</b>	<b>18</b>	<b>4</b>



## DISTRICTS AND CORRIDORS

There are many distinct areas within the City of Rockland that each play a role in the life of the city. The following section outlines the primary districts and corridors in Rockland. The Future Land Use section provides special planning considerations for several districts and specific neighborhood areas within these districts.

- Downtown.** Downtown Rockland supports a variety of economic activity including retail, galleries, offices, museums, and restaurants. The physical character of Downtown is predominantly mixed use: first floors dedicated to commercial uses while many upper story uses are residential or office space. Many Knox County office buildings are located Downtown along with the Post Office and social services office uses. On-street parking and surface parking lots support the area.
- Tillson.** Located directly east of Downtown, the Tillson Area is a mix of vacant parcels, fishing and boating industry uses and processors, manufacturing, restaurants, and the Coast Guard. The Tillson Avenue area plays an important historic role as an industrial and working waterfront area. Due to its proximity to Downtown it also offers potential for growth and expansion and has been the focus of revitalization efforts. With that in mind, City Council approved a zoning change to allow mixed use development in part of the Tillson Avenue area. The city completed a redevelopment plan in 2011 that seeks to facilitate a context sensitive revitalization approach including pedestrian and vehicular enhancements, integrated mixed uses, civic space, urban architecture/form, grid street pattern, and expansion of the working waterfront.
- North End.** The North End contains residential areas both east and west of N. Main Street/Camden Street. These are some of the older neighborhoods in Rockland, developed at a density that is very walkable. Along the waterfront, east of Camden Street, are a mix of business and light industrial uses related to the fishing and boating industry.
- South End (South of Park and East of Broadway).** The South End contains older residential areas east of S. Main Street and somewhat newer residential areas to the west of South Main towards Broadway. The older development pattern is very walkable. The South End also contains the Rockland Branch rail line, industrial uses and boating along the waterfront, the Sail Power and Steam and Coastal Children’s Museums.
- East End.** The East End, located northeast of Downtown, is a lower density residential area containing several subdivisions and access to the Rockland Breakwater and Lighthouse.
- West End.** Old County Road frames the West End. The West End contains very low-density residential uses, scattered on individual lots, and several subdivisions. Compared to the other residential areas near Downtown, the lower density West End is dominated by natural habitat and open space.
- Central Rockland.** Central Rockland abuts the Downtown. This neighborhood is principally residential in character and contains some of the city’s oldest neighborhoods. Central Rockland includes the Residential Historic District (listed on the National Register), and also contains several institutional uses, such as senior housing development.
- Waterfront.** Rockland's waterfront land uses range from marine related and compatible non-marine related uses to residential and public open space. There are four different waterfront areas: South End, Lermond Cove/Central, North End, and Jameson Point.
- Camden Street (north of Maverick).** This is the city’s northern commercial corridor and a major gateway. It contains two of the three retail centers in the city (Harbor Plaza), as well as the largest big box retailer (Home



Depot) in the city. Camden Street has been the focus of a commercial corridor design study conducted in 2013, that seeks to apply a Complete Streets approach and encourage reinvestment in a more urban, walkable development pattern.

- **Maverick Street.** Located west of Camden Street, Maverick is a short commercial corridor but includes one of the three retail centers in the city (Rockland Plaza). It has benefited from new investment with the introduction of Planet Fitness, which is occupying one part of the former JC Penny store.
- **Main Street.** Main Street is the central commercial corridor in Rockland, containing its densest development (the 19th century business district that defines Rockland), as well as neighborhood-scale commercial uses north and south of Downtown.
- **Park Street.** This commercial corridor on the city’s south and west sides contains a variety of smaller businesses. Park Street roughly parallels the Rockland Branch rail line, which abuts light manufacturing and warehouse uses.
- **Old Country Road.** Old Country Road is a major transportation corridor running from Rockport to Thomaston. This road frames the transition between the city’s growth areas and more rural parts of the community. Land uses along this corridor are a mixture of residential development on medium to large lots and commercial development.

## REGULATION

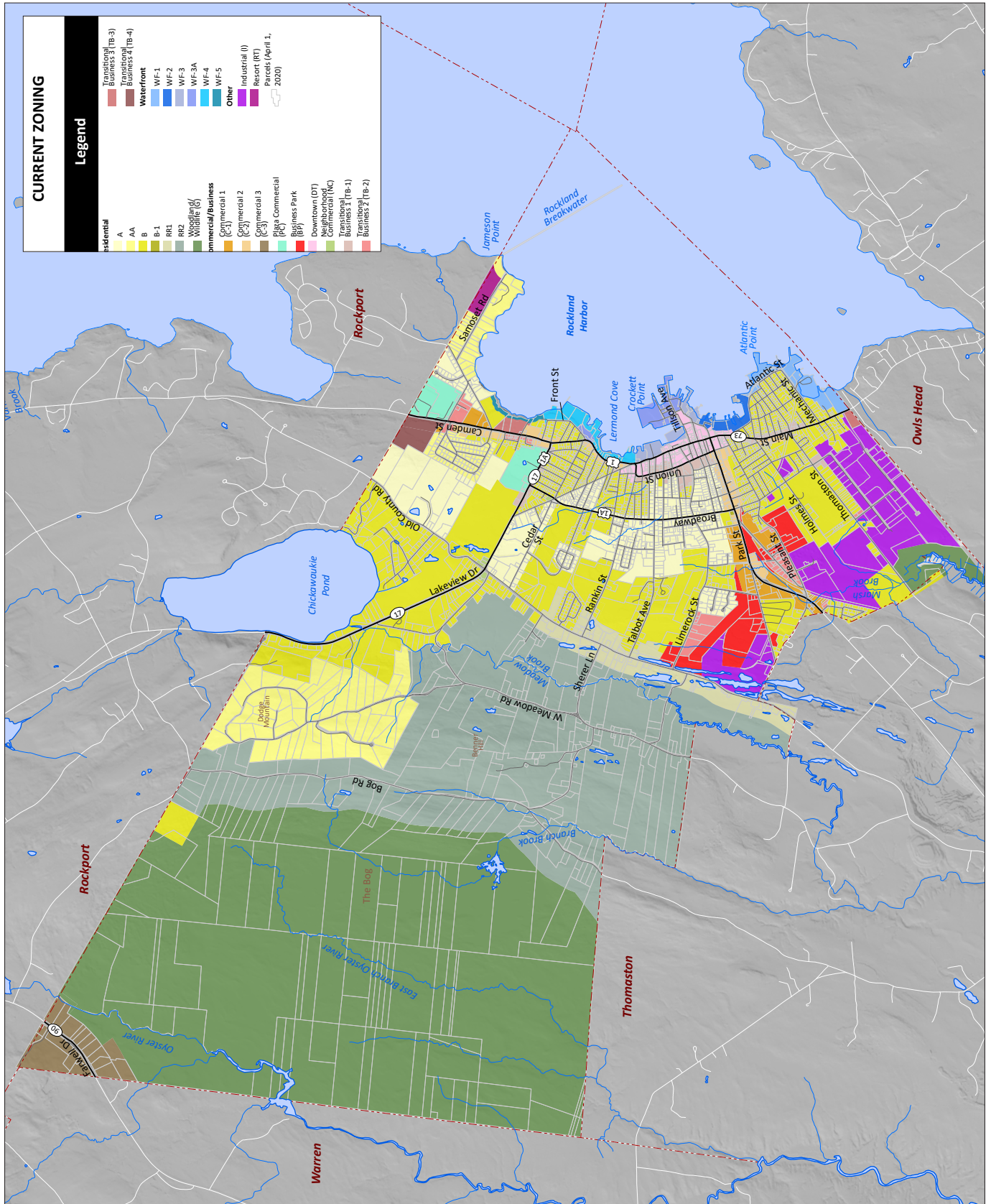
Rockland's land use policies have evolved over the years and today regulation is included in several different areas of the city code, including:

- **Buildings, Inspections, and Enforcement (Chapter 4):** Chapter 4 of the Rockland City Code establishes minimum standards governing the condition and maintenance of all structures and dwellings in the City of Rockland. It also establishes minimum standards governing the condition of dwellings offered for rent, responsibilities and duties for owners and occupants of structures, authorizes the condemnation of dwellings unfit for human habitation and the demolition of such dwellings and structure, and establishes penalties for violations.
- **Site Plan and Subdivision Review (Chapter 16).** Chapter 16 establishes the standards and administration of the city’s subdivision and site plan review provisions.
- **Floodplain Management Ordinance.** The Floodplain Management Ordinance regulates development within areas of the city that are designated flood hazard areas.
- **Historic Preservation Standards (Chapter 20).** Chapter 20 was established to preserve and protect historic buildings and structures in Rockland.

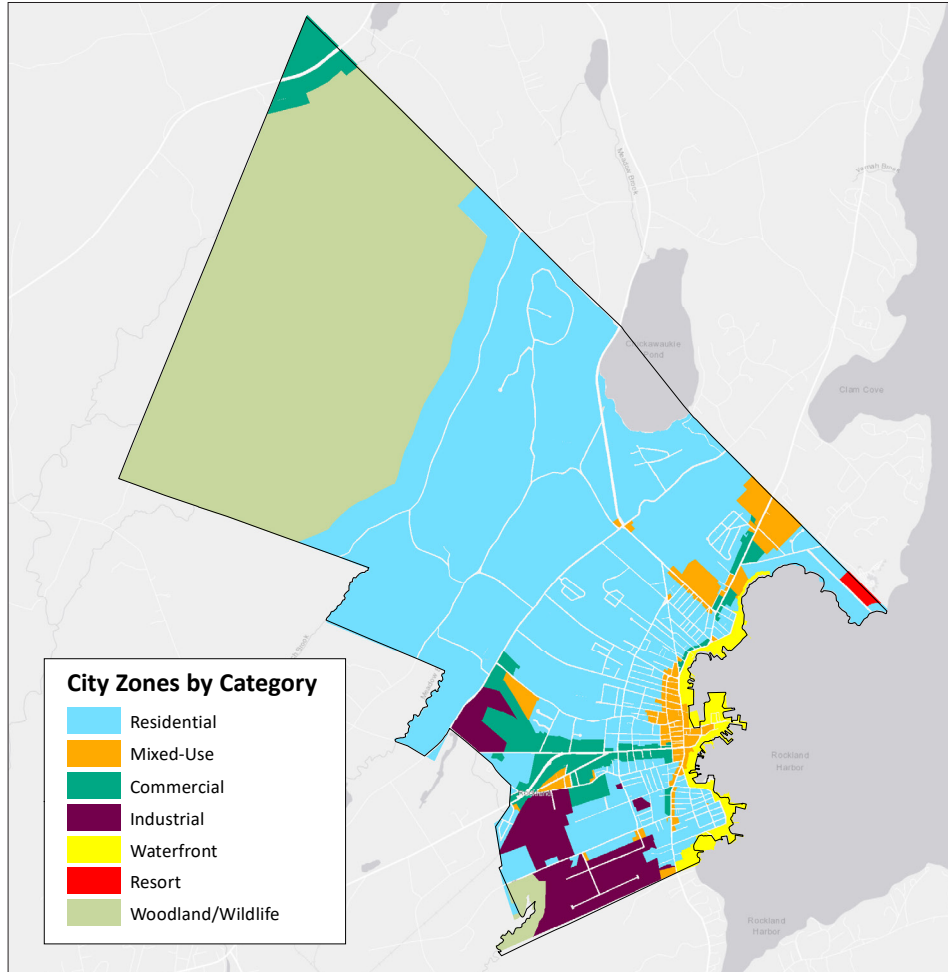
Applicable Land Use Codes and Ordinances can be found at: [https://rocklandmaine.gov/documents/charter-code/#chapter\\_66](https://rocklandmaine.gov/documents/charter-code/#chapter_66).

## ZONING OVERVIEW

Rockland’s zoning code (see Chapter 19) includes 24 separate zones. There are 20 “standard” zones that address residential uses, commercial/industrial uses, and resource protection. There are 4 “Overlay Zones” and 5 “Contract Zones”. Contract Zones are designated as a C3\_2 zone Overlay Zone on the Official Zoning Map.



- Residential Zones.** Almost half of the City of Rockland is within a residential zone. Residential zones are broken into six different designations: A, AA, B, B-1, RR-1, RR-2.



**RESIDENTIAL ZONES** (Source: Chapter 19, City of Rockland Zoning Code)

ZONE	DESCRIPTION	PERMITTED USES*	CONDITIONAL USES*
<b>Residential A</b>	The purpose of the Residential A Zone is to protect the existing density and character of residential development, as well as limited home-based businesses, while providing an area of the community for similar development.	One-family dwellings; two-family dwellings; accessory apartments; home occupation	Bed and Breakfasts; churches; flag lots; funeral homes; golf courses; home occupation; private non-medical institutes and residential care facilities; public school buildings



## EXISTING LAND USE

<p><b>Residential AA</b></p>	<p>The purpose of this district is to protect the existing density and character of residential development, as well as limited home-based businesses, while providing an area of the community for similar development.</p>	<p>One-family dwellings; accessory apartments; home occupation; accessory uses customarily incident to other permitted uses including private garages</p>	<p>Flag lots</p>
<p><b>Residential B</b></p>	<p>The purpose of this district is to protect the existing density and character of residential development, as well as limited home-based businesses, while providing an area of the community for similar development.</p>	<p>One-family dwellings; accessory apartments; home occupation 1-2; churches, convents; flag lots; golf courses, parks, playgrounds, municipal recreation use; trailer parks; accessory uses customarily incident to other permitted uses</p>	<p>Bed and breakfasts; home occupation level 3; lodging and rooming houses; nurseries or commercial greenhouses*; farming; private non-medical institutes and residential care facilities; schools and day care facilities; quasi-public uses; any public utility building; assisted living facilities and multi-family dwellings that include an assisted living facility; agricultural markets*</p>
<p><b>Residential B-1</b></p>	<p>The purpose of this district is to protect and provide for affordable elderly housing development.</p>	<p>Affordable elderly housing development</p>	<p>None</p>
<p><b>Residential RR-1</b></p>	<p>The purpose of the Rural Residential 1 Zone is to protect sensitive natural resources and the rural nature of this area.</p>	<p>Residential uses, single-, 2-family and multi-family; accessory apartments; home occupations, all levels; agriculture; bed and breakfasts; churches; flag lots; funeral homes; monument and stone works; nurseries, greenhouses and landscaping businesses; office buildings; personal services; public utilities; schools and day care centers; service clubs and fraternal or veterans' organizations; small engine repair; social service buildings*; tradesmen's offices, shops, and showrooms; veterinarians; accessory uses</p>	<p>Automobile body shop*; automobile sales; automobile repair; commercial outdoor recreational uses; farm equipment sales; schools; adult use marijuana products manufacturing facility; medical marijuana products manufacturing facility; human health services</p>
<p><b>Residential RR-2</b></p>	<p>The purpose of the Rural Residential 2 Zone is to permit agriculture, animal husbandry, low-density residences, and other appropriate uses in the city's rural areas; to protect sensitive natural resources; and to preserve the rural character of this area.</p>	<p>Agriculture; single- and two-family dwellings; accessory apartments; home occupations, level 1 and 2; bed and breakfasts; nurseries, greenhouses and landscaping businesses; veterinarians and veterinary clinics; riding stables; farm stands; accessory uses</p>	<p>Agricultural markets; campgrounds; cemeteries; home occupations, level 3; direct or magnetic wind turbines* for personal use</p>

\*See Chapter 19 of the Rockland Zoning Code for full text and details.

A recent review of the residential zoning by the city’s Housing Task Force found that there were 1,264 residential properties (43%) that are not in conformance with current zoning lot sizes. This is likely to be similar for other dimensional standards. The same analysis found conformity issues with setbacks (front, side and rear). The setback analysis found that 44% of the residentially-zoned parcels in Rockland were nonconforming, for a total of 1,273 lots.

**LOT SIZE ANALYSIS, 2019** *(Source: Sebago Technics, 2019)*

ZONING DISTRICT	LOT STANDARD	TOTAL LOTS	CONFORMING LOTS		NONCONFORMING LOTS	
			#	%	#	%
<b>A</b>	10,000 sf – 20,000 sf	666	389	58%	277	42%
<b>AA</b>	20,000 sf	213	98	46%	115	54%
<b>B</b>	6,400 sf – 20,000 sf	1,742	1,048	60%	694	40%
<b>RR-1</b>	20,000 sf – 43,560 sf	103	36	35%	67	65%
<b>RR-2</b>	87,120 sf	237	126	53%	111	47%
<b>Total</b>		<b>2,961</b>	<b>1,697</b>	<b>57%</b>	<b>1,264</b>	<b>43%</b>

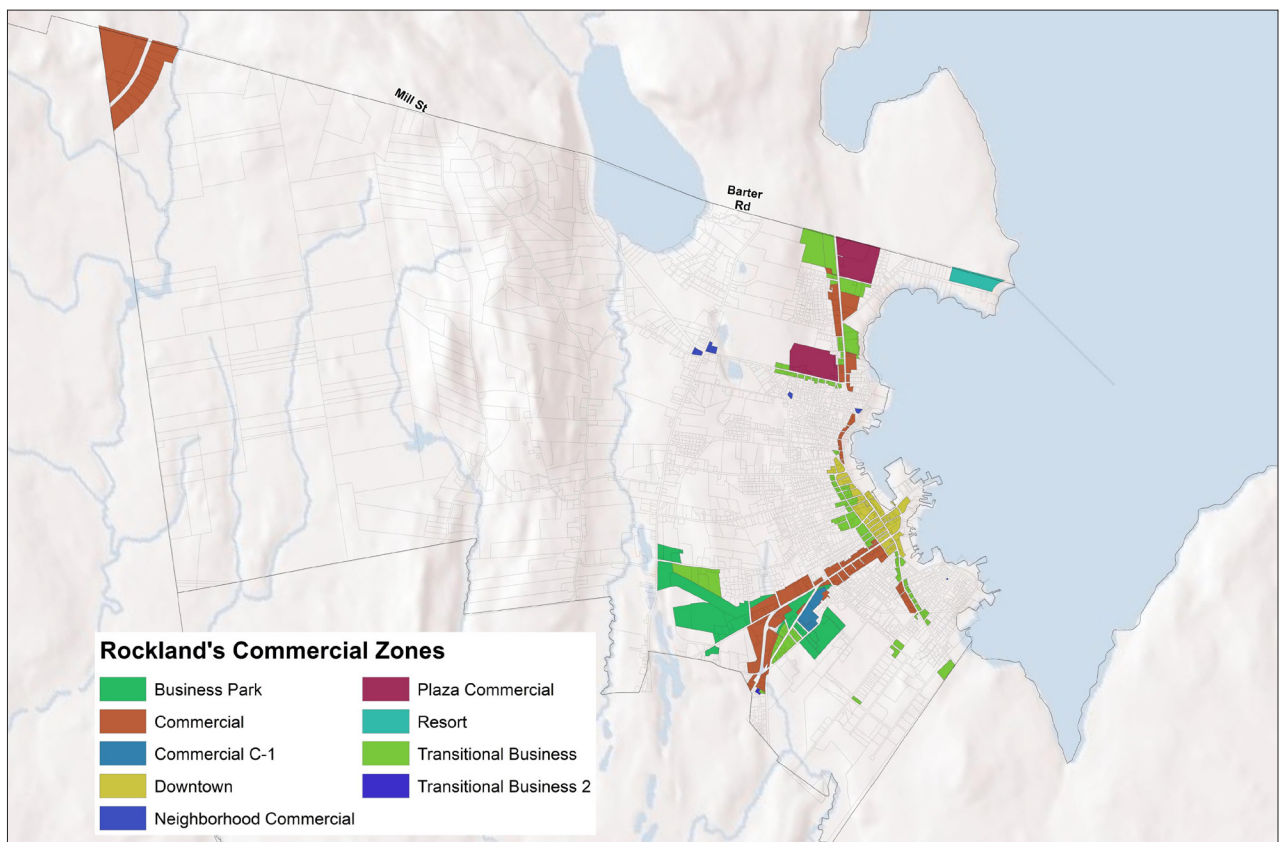
**SETBACK ANALYSIS, 2019** *(Source: Sebago Technics, 2019)*

ZONING DISTRICT	STANDARDS	TOTAL LOTS	CONFORMING LOTS		NONCONFORMING LOTS	
			#	%	#	%
<b>A</b>	F-25 R-25 S-8	666	286	43%	379	57%
<b>AA</b>	F-35 R-25 S-10	213	141	66%	72	34%
<b>B</b>	F-15 R-20 S-5	1,742	976	56%	776	44%
<b>RR-1</b>	F-35/50 R-20/30 S-25	103	73	71%	30	29%
<b>RR-2</b>	F-25 R-20 S-25	237	201	85%	36	15%
<b>Total</b>		<b>2,961</b>	<b>1,677</b>	<b>56%</b>	<b>1,273</b>	<b>44%</b>



**Commercial Zones.** Approximately 27% of the city is within a commercial zone. There are 12 different commercial zoning districts including four transitional business districts, a resort district, three commercial districts, a downtown district, a business park district, a plaza district, and a neighborhood business district.

- Rockland’s four **Transitional Business Districts** are designed to allow nonresidential uses while protecting adjoining residential neighborhoods and zones. Transitional Business Zones do not seem as common in areas where there are more intensive commercial/industrial uses that transition directly to residential neighborhoods, such as in the area around the industrial park.
- The purpose of the **Downtown Zone** is to preserve and promote the historic commercial district of Rockland. It includes a mix of uses (retail, office, institutional, financial, governmental, residential, etc.) and includes design and dimensional standards to address compatibility and architectural scale.
- **Industrial Zone.** Approximately 4% of the city is within an Industrial zoning district. The industrial district is principally found in the west and southwest parts of the city.







**COMMERCIAL ZONES** (Source: Chapter 19, City of Rockland Zoning Code)

ZONE	DESCRIPTION	PERMITTED USES*	CONDITIONAL USES*
<p><b>Commercial-1</b></p>	<p>The purpose of the Commercial-1 Zone is to accommodate general highway-oriented business uses on large parcels.</p>	<p>New dwelling units*; automobile sales and service; business services; churches; community and civic buildings and uses for philanthropic reasons; eating and drinking places; financial services; funeral homes; human health services; home occupations, all levels; light industrial uses*; lodging facilities; newspaper and job printing; office buildings; outdoor storage and sales as an accessory use*; parking facilities, commercial; personal services; professional services; quasi-public uses; retail or wholesale businesses*; schools and day care centers; social services; heaters and other places of entertainment and assembly; trademen's or craftsmen's offices, shops, and showrooms; veterinaries; health and fitness facilities; and accessory uses</p>	<p>Automobile repair; car wash; commercial outdoor recreational uses; manufacturing, at parcels fronting on New County Road; warehousing; interior boat storage and repair, at parcels fronting on New County Road; light industrial uses, at parcels fronting on New County Road; adult amusement stores; medical marijuana cultivation facilities*; medical marijuana testing facility; medical marijuana manufacturing facility; registered dispensary; caregiver retail store; adult use marijuana store; adult use marijuana testing facility; adult use products manufacturing; adult use marijuana cultivation facility</p>
<p><b>Commercial-2</b></p>	<p>The purpose of the Commercial-2 Zone is to accommodate general business uses on smaller parcels that are increasingly pedestrian-oriented as the areas approach Downtown.</p>	<p>Uses allowed in Commercial-1 Zone, excluding compartmentalized storage buildings; and veterinaries.</p>	<p>Commercial outdoor recreational uses; automobile repair; car wash; medical marijuana cultivation facilities*; medical marijuana testing facility; medical marijuana manufacturing facility; registered dispensary; caregiver retail store; adult use marijuana store; adult use marijuana testing facility; adult use products manufacturing facility; adult use marijuana cultivation facility</p>
<p><b>Commercial-3</b></p>	<p>The purpose of the Commercial-3 Zone is to accommodate general highway-oriented business uses on large parcels.</p>	<p>Uses allowed in Commercial-1 Zone; sole source pharmacy*; storage buildings*; boat storage facility; automobile repair; construction services*; automobile service stations</p>	<p>Flag lots*; medical marijuana cultivation facilities*; medical marijuana testing facility; medical marijuana manufacturing facility; registered dispensary; caregiver retail store; adult use marijuana store; adult use marijuana testing facility; adult use products manufacturing; adult use marijuana cultivation facility</p>

**COMMERCIAL ZONES** *(Source: Chapter 19, City of Rockland Zoning Code)*

<b>ZONE</b>	<b>DESCRIPTION</b>	<b>PERMITTED USES*</b>	<b>CONDITIONAL USES*</b>
<b>Plaza Commercial Zone (PZ)</b>	The purpose of the Plaza Commercial Zone is to accommodate commercial centers for highway-oriented businesses.	Business services; financial services; human health services; lodging facilities; automobile service stations; car wash; movie theaters and other places of entertainment; office buildings; personal services; professional services; restaurants; retail and/or auxiliary wholesale business, any generally recognized; social services; accessory uses	Adult Amusement Stores
<b>Neighborhood Commercial (NC)</b>	The purpose of the Neighborhood Commercial Zone is to provide for the day-to-day or convenience needs of adjoining residential neighborhoods.	Home occupations, all levels of; office building*; motor vehicle service stations*; personal services*; residential uses, single-, two-family and multi-family; restaurants*; neighborhood amusement center*; retail establishments*; accessory uses	None
<b>Downtown Zone (DZ)</b>	The purpose of the Downtown Zone is to preserve and promote a compact, historic commercial district to serve as the retail, office, institutional, financial, governmental, and cultural center of the community.	Congregate housing and other residential uses*; business services; churches; community and civic buildings and uses; eating and drinking places; financial services; home occupations, all levels of; human health services; light assembly; lodging facilities; newspaper and job printing; office buildings; parking structures, commercial; parks and playgrounds; personal services; professional services; quasi-public uses; research and development; retail or wholesale business; schools and day care centers; social services; studios; theaters, museums, art galleries and other places of entertainment and assembly; tradesmen's or craftsman's offices, shops, and showrooms; accessory uses	Caregiver retail store; adult use marijuana store



**COMMERCIAL ZONES** (Source: Chapter 19, City of Rockland Zoning Code)

ZONE	DESCRIPTION	PERMITTED USES*	CONDITIONAL USES*
<p><b>Business Park Zone (BP)</b></p>	<p>The purpose of the Business Park Zone is to promote the development of business parks which are often composed of a mix of light industrial, wholesale trade, distribution, and service uses which are designed, constructed, and maintained to be compatible in appearance, and operation with professional offices and office complexes.</p>	<p>Athletic fields; bulk plants for the storage of petroleum, or grain products; bulk plants for storage of grain products; business services; cemeteries; community and civic buildings*; construction services; distribution businesses; financial services; light industrial uses; living quarters used by watchmen or custodians for protection within the zone; office buildings; personal services; professional services; quasi-public uses*; research and development facilities; retail trade accessory to an allowed use; restaurants*; storage of boats*; storage buildings; theaters*; transportation facilities; warehousing; wholesale business; accessory uses</p>	<p>None</p>
<p><b>Resort Zone (RT)</b></p>	<p>The purpose of the Resort Zone is to offer the opportunity for resort and lodging uses while protecting adjoining residential neighborhoods and zones.</p>	<p>Hotels; residential uses, single-family and cluster developments in accordance with section 19-306; home occupations, all levels; accessory apartments; accessory uses to any allowed use; public and private parks, and golf courses; restaurant, sit down, accessory to an allowed non-residential use</p>	<p>None</p>
<p><b>Transitional Business-1 (TB1)</b></p>	<p>The purpose of the Transitional Business-1 Zone is to offer the opportunity for nonresidential uses while protecting adjoining residential neighborhoods and zones.</p>	<p>Single-, two family- and multi-family residential uses; accessory apartments; assisted living; home occupations, all levels; accessory uses; galleries; bed and breakfast; business services; churches; community and civic buildings; financial services; funeral homes; health and fitness; human health services; museums; nursing homes; offices; parks and playgrounds; personal services; professional services; private non-medical residential care facilities, publishing; restaurants*; quasi-public uses; retail sales*; schools and day care center; social services; tradesmen's offices, shops and showrooms</p>	<p>Change of use of an existing structure from an exclusively residential use to a mixed use*</p>

**COMMERCIAL ZONES** *(Source: Chapter 19, City of Rockland Zoning Code)*

ZONE	DESCRIPTION	PERMITTED USES*	CONDITIONAL USES*
<b>Transitional Business-2 (TB2)</b>	<p>Permitted and conditional uses and development standards for this zone are intended to encourage small-scale operations and uses which are compatible with residential uses. This zone should be used as a buffer between residential areas and adjoining commercial or industrial zones.</p>	<p>Uses allowed in Transitional Business-1 Zone, excluding retail sales (except incidental sales)</p>	<p>Existing automobile dealerships; Change of use of an existing structure from an exclusively residential use to a mixed use*</p>
<b>Transitional Business-3 (TB3)</b>	<p>The purpose of the Transitional Business-3 Zone is to offer the opportunity for non-residential uses while protecting adjoining residential neighborhoods and zones. This Zone is different from the Transitional Business-2 Zone in that it is mostly made up of larger parcels which should be preserved to encourage planned development.</p>	<p>Residential uses, single-, two-family and multi-family; accessory apartments; assisted living facilities; home occupations, all levels; accessory uses; art galleries; churches; elderly housing; funeral homes; human health services; libraries; lodging facilities (hotels, motels, and b&amp;bs); museums; nurseries and greenhouses; nursing homes; office buildings; professional services; private non-medical institutes and residential care facilities; public parks and playgrounds; restaurants; sit down; schools and day care centers</p>	<p>Commercial outdoor recreational uses</p>
<b>Transitional Business-4 (TB4)</b>	<p>The purpose of the Transitional Business-4 Zone is to offer the opportunity for non-residential uses while protecting adjoining residential neighborhoods and zones. This Zone is different from the Transitional Business-3 Zone in that it creates greater buffers between this zone and residential zones and imposes stricter requirements for development.</p>	<p>Residential uses, single-, two-family and multi-family; home occupations, all levels; assisted living facilities; accessory apartments; accessory uses; art galleries; churches; congregate housing; financial services; funeral homes; human health services; libraries; lodging facilities (hotels, motels, and b&amp;bs); museums; nurseries and greenhouses; nursing homes; office buildings; private non-medical institutes and residential care facilities; professional services; public parks and playgrounds; restaurants, sit down; retail sales; schools and day care centers; tradesman’s offices, shops and showrooms</p>	<p>None</p>



**COMMERCIAL ZONES** (Source: Chapter 19, City of Rockland Zoning Code)

ZONE	DESCRIPTION	PERMITTED USES*	CONDITIONAL USES*
<b>Industrial (I)</b>	The purpose of the Industrial Zone is to permit a variety of industrial developments that are compatible with other residential and non-residential uses in neighboring areas of the city*	Automobile body shops; banks; community and civic buildings*; construction services; distribution businesses; living quarters used by watchmen or custodians for protection within the zone; manufacturing, compounding, processing, packing, treatment, or warehousing of goods and products*; offices*; quasi-public uses; restaurants*; research and development facilities; retail trade*; storage of boats*; storage buildings*; transportation facilities; wholesale business, any generally recognized; accessory uses*	Grid-scale power generation facilities*; health and fitness facilities*; medical marijuana cultivation facilities*; medical marijuana testing facility*; medical marijuana manufacturing facility; caregiver retail store*; adult use marijuana testing facility; adult use products manufacturing facility; adult use marijuana cultivation facility; adult use retail store*

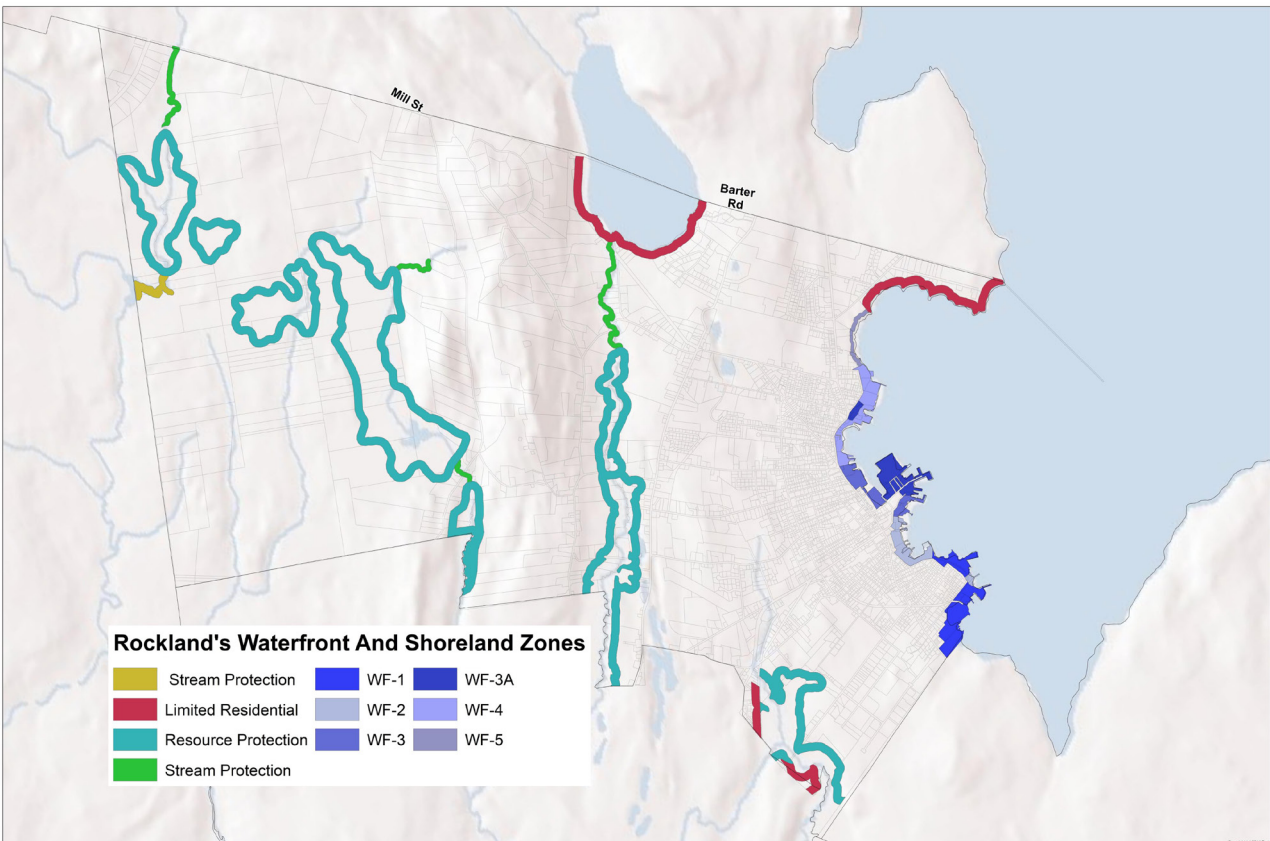
\*See Chapter 19 of the Rockland Zoning Code for full text and details.



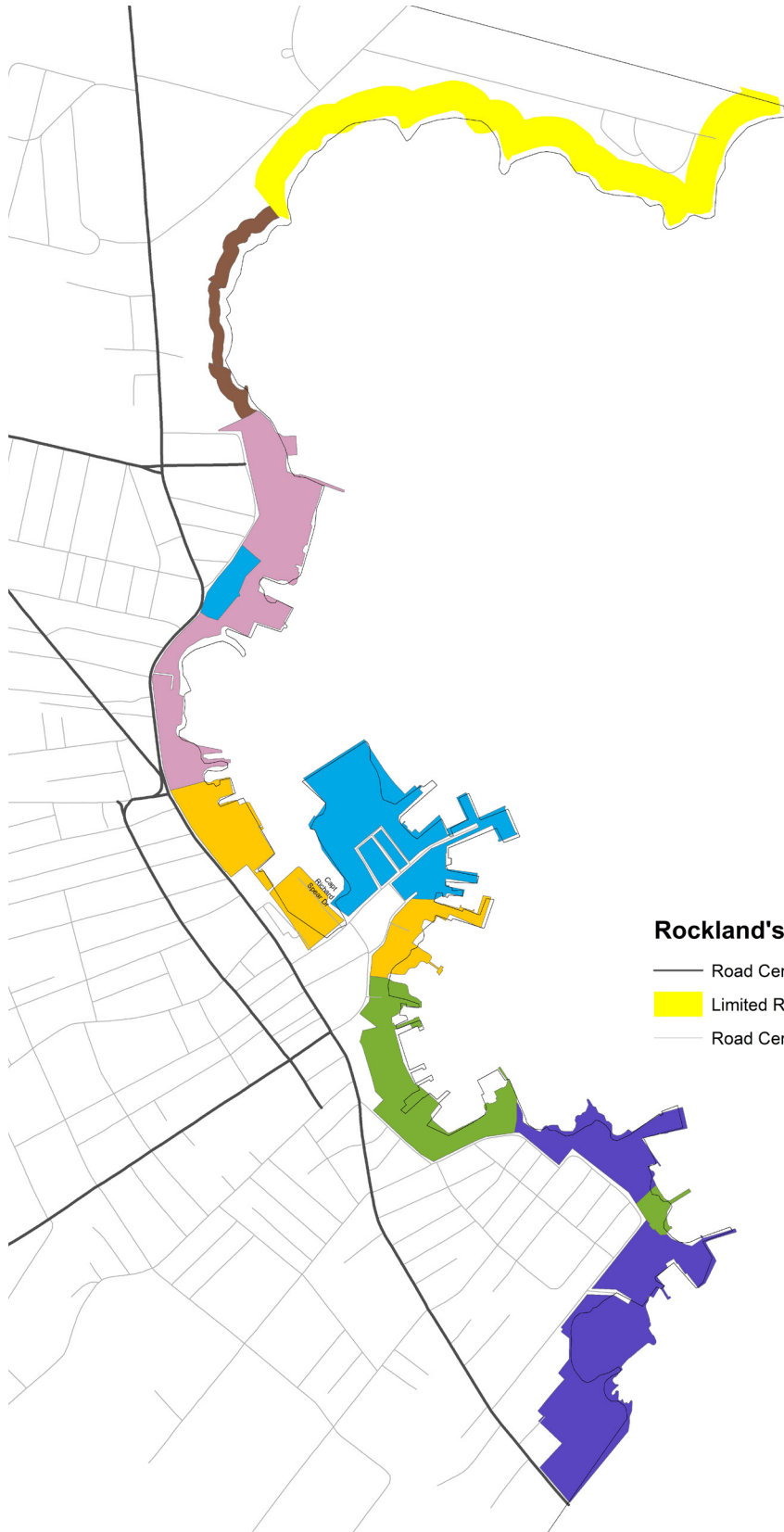


**Waterfront Zones.** The purpose of this zone and its subzones is to further the maintenance of safe and healthful conditions, prevent and control water pollution, control building sites and placement of structures and land use, and establish visual as well as actual points of access to coastal waters. Approximately 1.6% of the city is within a waterfront zoning district. Of Rockland’s six waterfront zones, only one (WF-1) focuses primarily on traditional working waterfront and water dependent uses. Four of the waterfront zones (WF-2, WF-3, WF-3a, WF-4) allow for hotels and motels, residential uses, and other commercial uses. In communities up and down the Maine coast, development pressures are resulting in loss of working waterfront and water dependent uses to other uses such as condos, hotels, and other residential and commercial uses.

**State Shoreland Zoning.** The city has adopted a Shoreland Zoning Ordinance which meets the guidelines put forth by the State of Maine. Shoreland Zoning generally applies to all land areas within 250 feet; horizontal distance; of the normal high-water line of any great pond or river; upland edge of a coastal wetland, including all areas affected by tidal action, or upland edge of a freshwater wetland; and all land areas within 75 feet, horizontal distance, of the normal high-water line of a stream.







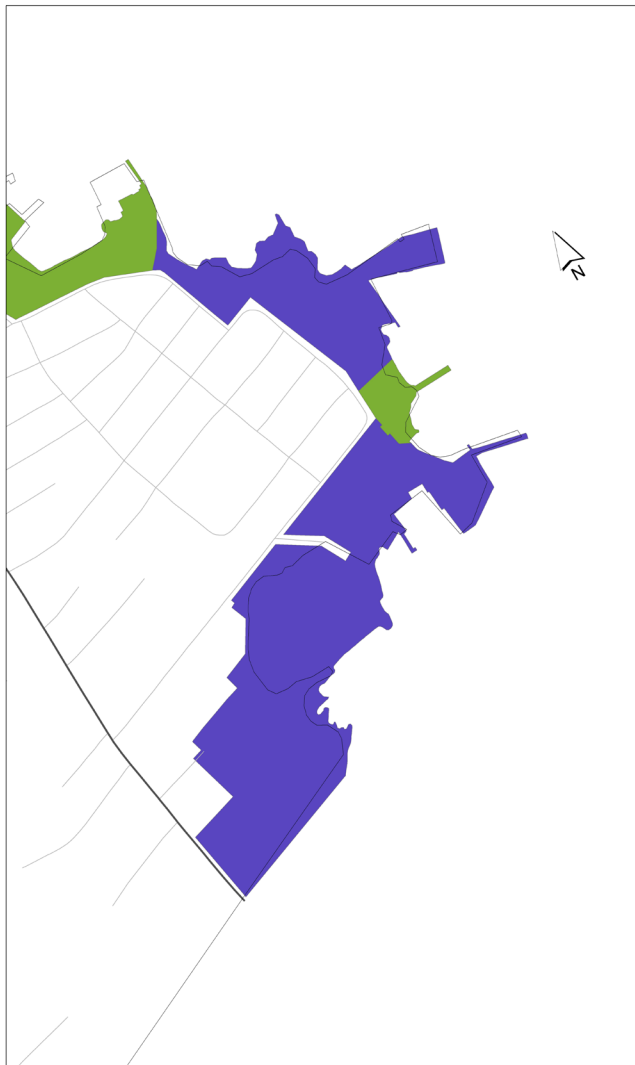
**Rockland's Waterfront And Shoreland Zones**

- Road Centerlines selection
- Road Centerlines
- WF-1
- WF-2
- WF-3
- WF-3A
- WF-4
- WF-5



**WATERFRONT ZONES** (Source: Chapter 19, City of Rockland Zoning Code)

Zone	Description	Permitted Uses*
<b>Waterfront-1 (WF-1)</b>	This zone will be known primarily as a marine dependent zone. Any use of this zone must have a direct or indirect need for proximity or access to the water.	Commercial fishing; excursion boats and the services incident to them, such as ticket booths, etc.; Marinas; Public and private wharves; Parks and recreation; Educational institutions and facilities; Boatyards; Restaurants; Marine dependent commercial uses; Marine dependent industrial uses; Accessory uses to those permitted.



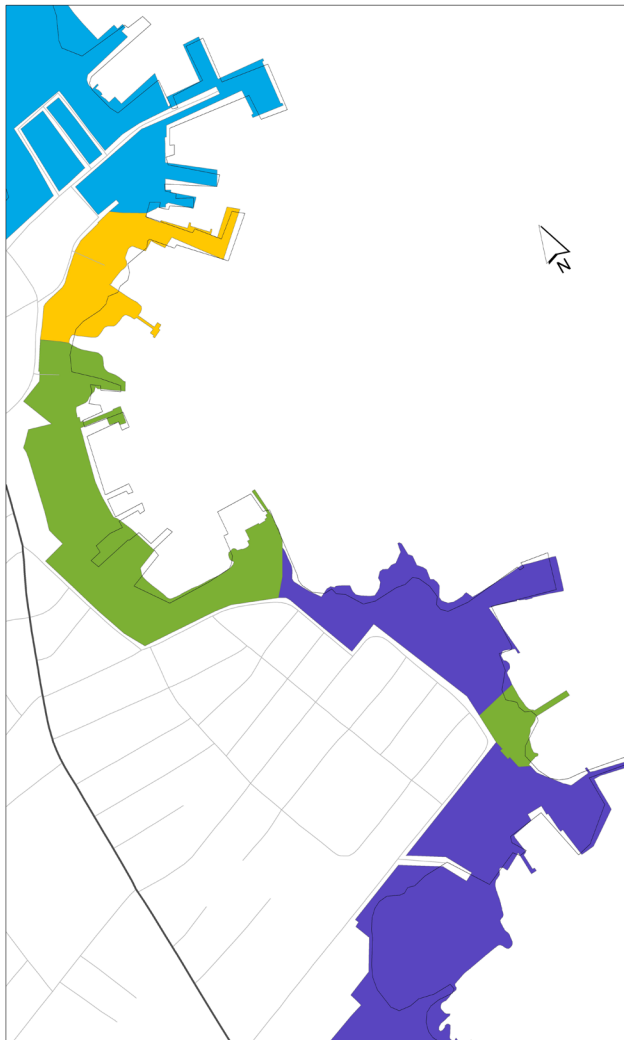
**Rockland's Waterfront And Shoreland Zones**

- Road Centerlines selection
- Limited Residential
- Road Centerlines
- WF-1
- WF-2
- WF-3
- WF-3A
- WF-4
- WF-5



**WATERFRONT ZONES** (Source: Chapter 19, City of Rockland Zoning Code)

Zone	Description	Permitted Uses*
<b>Waterfront-2 (WF-2)</b>	This zone will be known primarily as a commercial area with limited multi-family uses only in a mixed use development.	Retail trade and service activities; Public recreational uses or private water dependent recreational uses; Professional and general offices; Parks; Public utilities that are essential; Excursion boats and the services incident to them, such as ticket booths, etc.; Marinas; Public and private wharves and boat launching facilities; Light commercial fishing operations including docking and offloading of fishing boats (lobsters, shrimp, scallops, mussels, etc.) of 65 feet in length or less; Restaurants; Mixed use residential; Hotels and Motels; Accessory uses to those permitted.



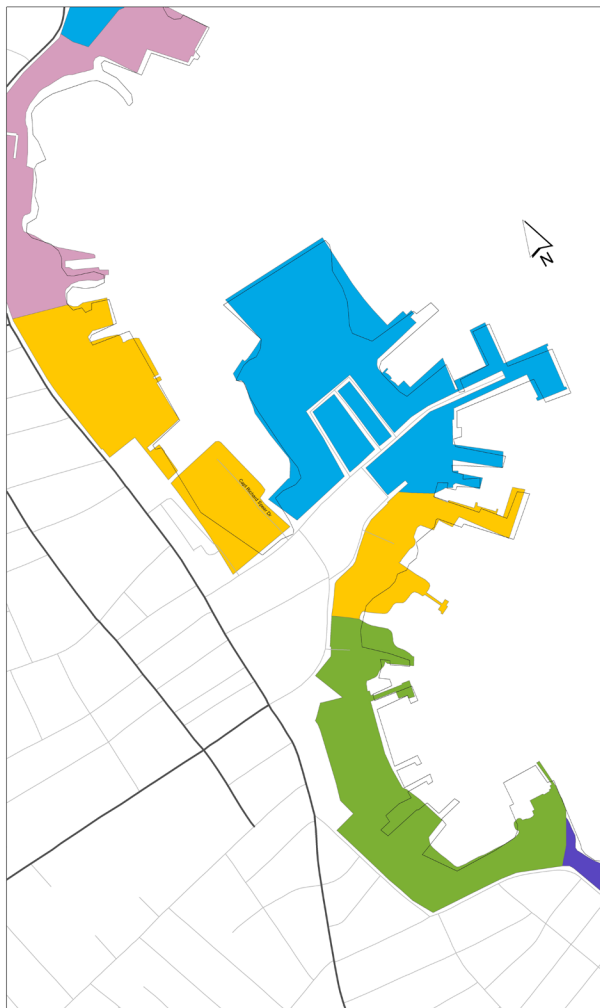
**Rockland's Waterfront And Shoreland Zones**

- Road Centerlines selection
- Limited Residential
- Road Centerlines
- WF-1
- WF-2
- WF-3
- WF-3A
- WF-4
- WF-5



**WATERFRONT ZONES** (Source: Chapter 19, City of Rockland Zoning Code)

Zone	Description	Permitted Uses*
<b>Waterfront-3 (WF-3)</b>	This zone will be known primarily as a commercial and maritime area.	Restaurants; Public recreational uses or private water dependent recreational uses; Public utilities- essential; Excursion boats and the services incident to them, such as ticket booths, etc.; Marinas; Public and private wharves and boat launching facilities; Aquaculture; Hotels and Motels; Fuel tankers which are water dependent; Accessory uses to those permitted including attending laboratories as support functions, quality control, quality assurance, research and development applications; Ship's chandlery; Marine dependent commercial uses; Marine dependent or marine related industrial uses.



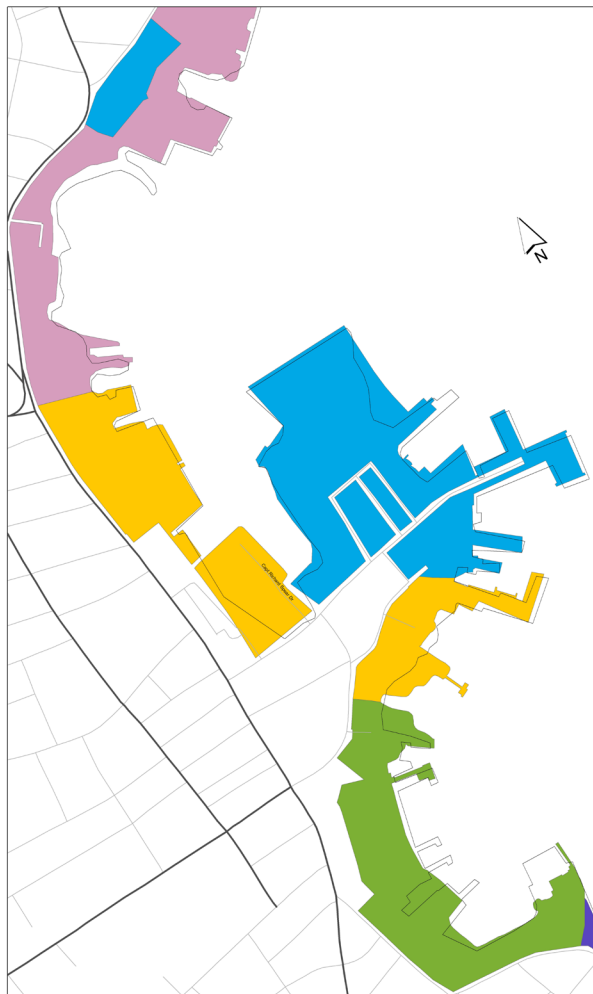
**Rockland's Waterfront And Shoreland Zones**

- Road Centerlines selection
- Limited Residential
- Road Centerlines
- WF-1
- WF-2
- WF-3
- WF-3A
- WF-4
- WF-5



**WATERFRONT ZONES** (Source: Chapter 19, City of Rockland Zoning Code)

Zone	Description	Permitted Uses*
<b>Waterfront-3a (WF-3a)</b>	This zone will be known primarily as commercial in nature, with limited multi-family uses only in a mixed-use development.	Any use permitted in Residential Zone "B", except dwellings; any use permitted in Commercial Zones "C1" and "DT", except dwellings; any use permitted in Waterfront Subzone "WF-3"; manufacturing, processing or storage of fish or other food, goods, supplies and equipment, except as prohibited by Section 19-304 (9) (B) hereof; Blacksmith shop; Bottling works; Carting, express or hauling; Wood and lumber yards; Ice manufacturing or storage; laundries; Machine shops; Medical marijuana cultivation facilities*; Medical Marijuana Testing Facility; Medical Marijuana Manufacturing Facility; Adult Use Marijuana Testing Facility; Adult Use Marijuana Products Manufacturing Facility; Adult Use Marijuana Cultivation Facility; Caregiver Retail Store; Adult Use Marijuana Store; Repair shops; Sawmill or planing mill; Stone yards or monumental works; Storage yards; Terminal facilities and freight houses for railroad and truck lines and shipping; Warehouses and similar storage buildings.



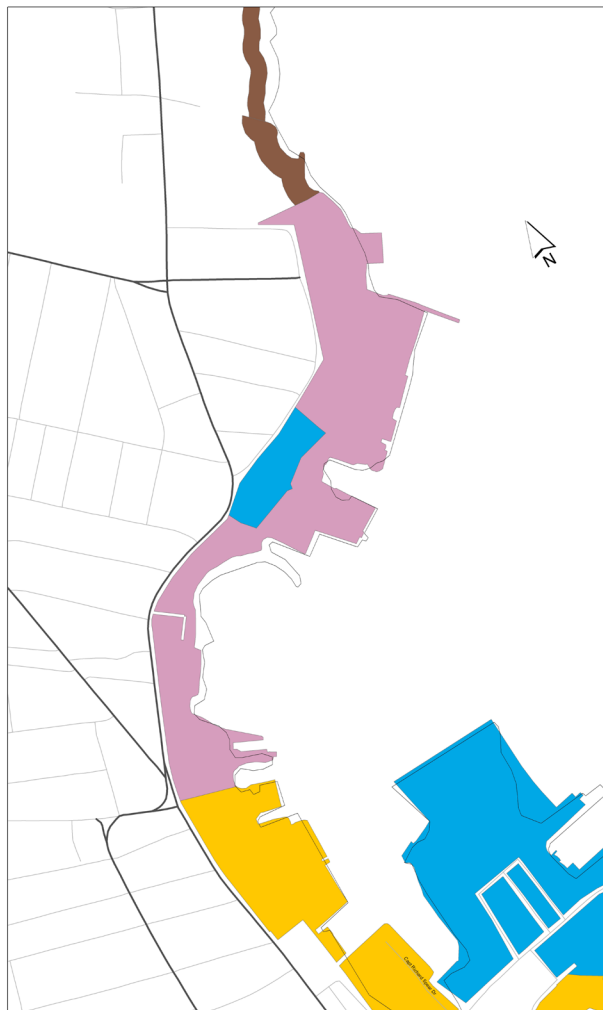
**Rockland's Waterfront And Shoreland Zones**

- Road Centerlines selection
- Road Centerlines
- Limited Residential
- WF-1
- WF-2
- WF-3
- WF-3A
- WF-4
- WF-5



**WATERFRONT ZONES** (Source: Chapter 19, City of Rockland Zoning Code)

Zone	Description	Permitted Uses*
<b>Waterfront-4 (WF-4)</b>	This zone will be known primarily as commercial in nature, with limited multi-family uses only in a mixed-use development.	Retail trade and service activities; Public recreational uses or private water dependent uses; Professional and general offices; Parks; Public utilities that are essential; Excursion boats and the services incidental to them, such as ticket booths, etc.; Marinas; Public or private wharves and boat launching facilities; Light commercial fishing operations; Restaurants; Shipyards; Ship's chandlery; Hotels and motels; Mixed use residential; Accessory uses to those permitted; Marine dependent uses; Tradesman's or Craftsman's Offices, Shops and Showrooms.



**Rockland's Waterfront And Shoreland Zones**

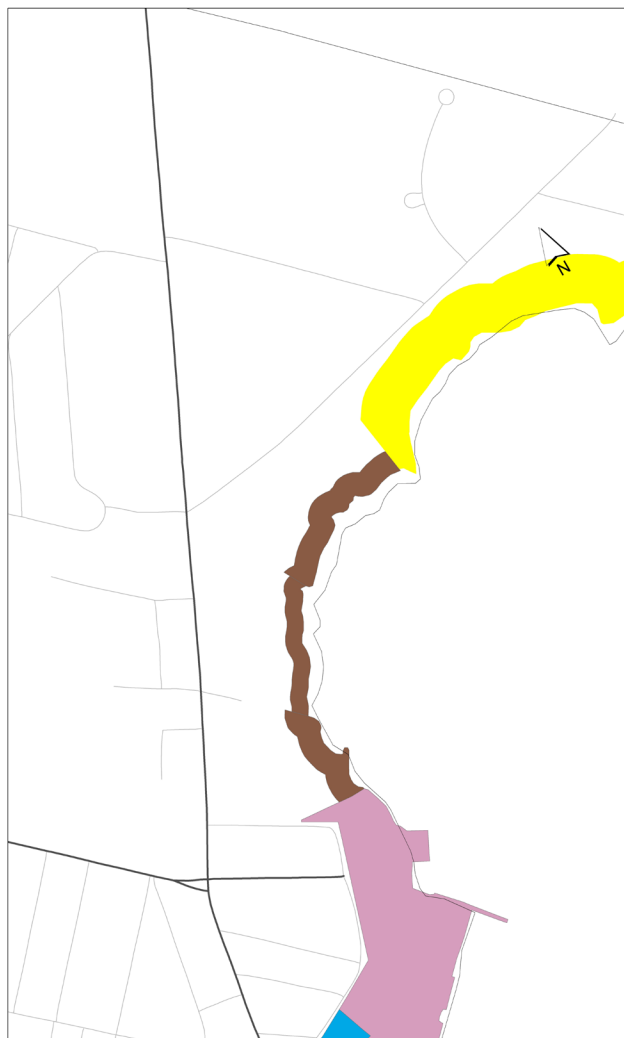
- Road Centerlines selection
- Limited Residential
- Road Centerlines
- WF-1
- WF-2
- WF-3
- WF-3A
- WF-4
- WF-5





**WATERFRONT ZONES** (Source: Chapter 19, City of Rockland Zoning Code)

Zone	Description	Permitted Uses*
<b>Waterfront-5 (WF-5)</b>	The first 125 feet from the high water mark in this area is proposed to be a Resource Protection Area in which all non-essential development is prohibited. This area is subject to wave action and fits the resource protection criteria of the State of Maine Resource Protection Zone.	Recreational use which does not require structures; Piers, docks and wharves that are temporary; Public utilities; Recreational uses requiring minimal structural development; Aquaculture.



**Rockland's Waterfront And Shoreland Zones**

- Road Centerlines selection
- Road Centerlines
- WF-1
- WF-2
- WF-3
- WF-3A
- WF-4
- WF-5



**WATERFRONT ZONES** (Source: Chapter 19, City of Rockland Zoning Code)

Zone	Description	Permitted Uses*
<b>Waterfront-6 (WF-6) (not shown on zoning map)</b>	This zone will be known primarily as a commercial zone.	Office buildings; retail or wholesale services and trades; auto accessory shops; bakeries; banks; dressmaking and millinery shops; filling stations; garages; laundries; newspaper and job printing; parking lots; personal service shops such as barber shops, beauty parlors, valets, shoe shine, tailor shops, etc.; public buildings; public utility buildings; restaurants; sales and showrooms; theater and other places of amusement and assembly; tradesmen’s offices and showrooms, such as plumbers electricians, decorators; undertaking establishments; storage of boats*; Any use similar in character to one of the uses permitted. Any use of an aesthetic nature such as those set forth as follows: Art galleries, artists studios and residential units related to artists; bakeries; bookstores; flower shops: hotels and motels; parks and recreations; public buildings; restaurants; and silversmith and goldsmith shops.

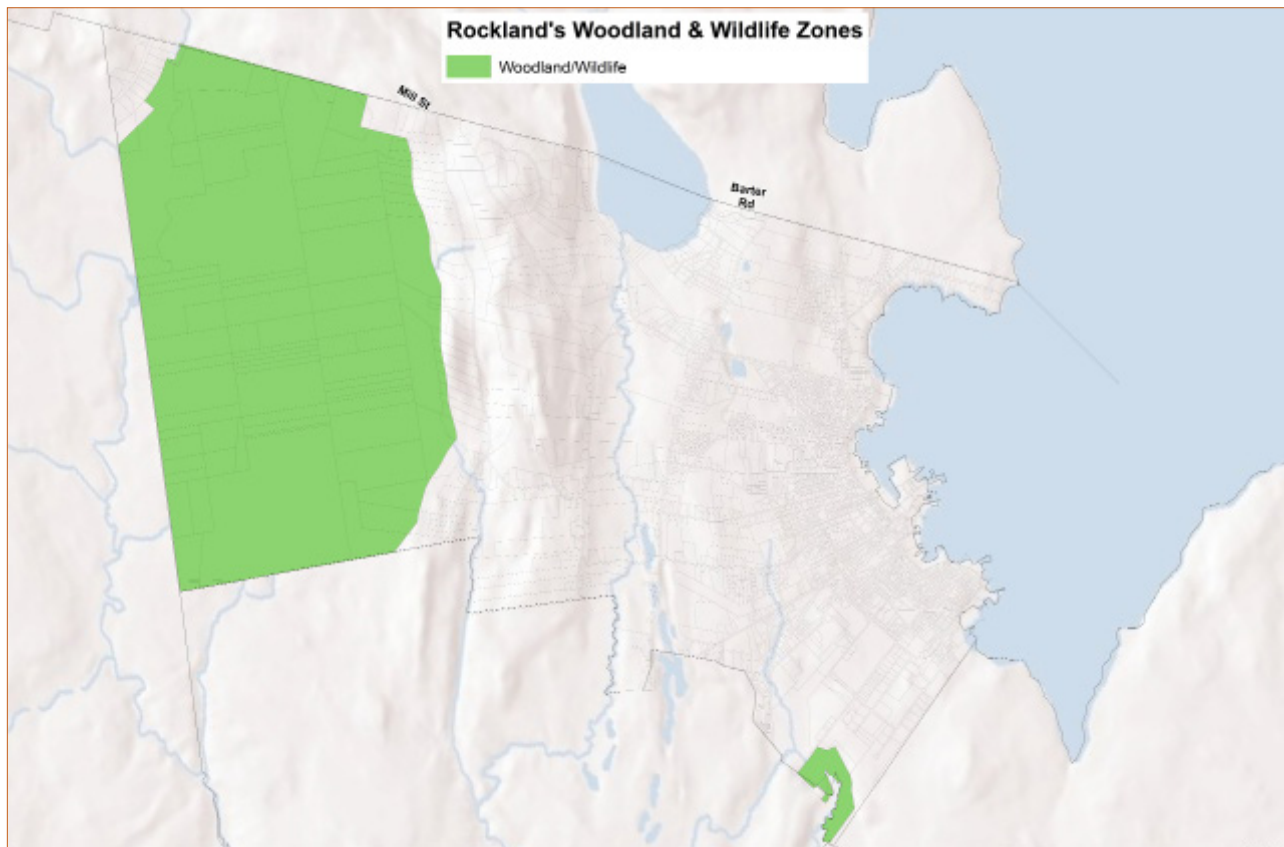
*\*See Chapter 19 of the Rockland Zoning Code for full text and details.*

**Woodland & Wildlife District.** Approximately 21% of the city is within the Woodland & Wildlife District. The majority of the zone is west of Bog Road. Development can occur in this zone but with sensitivity to protecting natural character, unfragmented wildlife habitat, and other environmental considerations.

**Chickawaukie Lake Watershed Regulations.** City code establishes regulations for any land uses occurring on single lots or on subdivisions whose boundaries fall wholly or partially within the Chickawaukie Lake watershed. The purpose of this ordinance is to provide for orderly development in the Chickawaukie Lake watershed to protect the health, safety and welfare of the people of Rockland. Rockland recognizes the need to protect the water quality of Chickawaukie Lake, therefore, land uses within the watershed, to the maximum extent possible, shall assure no sediment or dissolved nutrient shall enter, pollute or degrade the water quality of the lake thereby retaining its suitability for water supply and recreational purposes.

**Overlay Zones.** There are two overlays specifically identified in the code – the Tillson Avenue Area Overlay Zone and the Commercial Corridor Overlay Zone.

- The Tillson Avenue Area Overlay is intended to encourage and regulate redevelopment, while protecting the historic character and mixed uses in Rockland’s “Downtown District” and waterfront. This Overlay defines uses and standards that are used in addition to regulations for the underlying land use zones that apply in this area.
- The Commercial Corridor Overlay was developed to help stem sprawl and encourage aesthetically pleasing, mixed-use development along the city’s major commercial corridors like Route 1 outside the Downtown.



## MACRO TRENDS

- **Compact, Cluster Development.** Long recognized as a viable tool for conserving natural areas and productive farmland, compact, clustered development allows residential development to occur on a portion of an environmentally sensitive site. The undeveloped balance remains as a natural area in perpetuity, protected under a conservation easement, and managed by a homeowners association or a local land trust or other environmental non-profit.
- **Smaller Lot Sizes, Smaller Setbacks.** One key sustainable development practice that can facilitate affordable housing is providing the option for reduced lot size and setback requirements for residential, particularly on infill sites. Often, local housing markets fail to deliver middle income/working income housing options (the “missing middle”). Allowing infill development in this way provides an economic incentive on ground that may otherwise be too expensive to deliver this type of needed housing.
- **Mixed Use/Shared Spaces.** Mixing uses has long been recognized as a sustainable development form. Mixed use development means not just mixing uses horizontally in adjoining buildings (e.g. residential next to commercial), but mixing uses vertically within the same structure (e.g. residential above commercial). This harkens back to historic development patterns where the shop owner lived above the store. Today, some zoning codes encourage flexible ground floors that can accommodate a range of retail, entertainment, office, and institutional uses, with upper floors dedicated to residential.
- **Flexible Zoning.** An increasing number of municipalities around the country are working to simplify zoning codes by reducing/combining districts, emphasizing the mixing of uses, and establishing a shorter public review process. The intent is to provide flexibility to the private sector with the belief that market-driven development decisions will result in more sustainable development. An example of this approach is the elimination of off-street parking requirements.
- **Form-Based Codes.** The creation of form-based zoning emphasizes architecture and urban design, mixing of uses, and reduced public review, creating a system in which a highly prescriptive code would result in a one-step submittal by applicants for building permit. Created by new urbanists, the form-based code establishes building design as the priority in community building and reflects public sentiment in terms of its simplified, though prescriptive, regulations. Although public review is limited, these codes require staff trained in architecture and urban design methods.

# RECREATION, PARKS AND OPEN SPACE

RECREATION RESOURCES

RECREATIONAL FACILITIES

CITY PARKS AND SQUARES

PUBLICLY ACCESSIBLE OPEN SPACE RESOURCES

SHADE TREES PROGRAM

CEMETERIES

MACRO TRENDS

Recreational activities, parks and open space are important to the quality of life in Rockland. Parks and open spaces beautify the community, protect environmentally sensitive areas, provide wildlife habitat, offer passive and active enjoyment of the outdoors, and provide public access to waterbodies. Recreational activities help improve physical and mental health, encourage social interaction, increase personal confidence, and improve quality of life. This chapter provides an overview of Rockland’s recreation opportunities, including parks and open space.

## RECREATION RESOURCES

**The Parks and Recreation Advisory Committee** advises the City Council and the City Manager in the management of parks, gardens, forests, public shade trees, and recreational facilities. This requires cooperation with other city committees and departments on issues relative to the care, maintenance, and improvements of these resources.

**Rockland Harbor YMCA** operates a gym at the YMCA next to Rockland Harbor. See [www.penbayymca.org](http://www.penbayymca.org) for more information on current programming at this location.

**The Apprenticeshop**, a non-profit organization that offers sailing classes to adults and youth in addition to boat building programs. (See [www.apprenticeshop.org](http://www.apprenticeshop.org))

**Station Maine**, a non-profit organization that provides sailing and rowing programs and other boat and boat building programs. (See [www.stationmaine.org](http://www.stationmaine.org))

**Oceanside Little League** organizes baseball and softball programs for Rockland and surrounding communities. (See [www.oceansidelittleleague.com](http://www.oceansidelittleleague.com))

## RECREATIONAL FACILITIES



**The Flanagan Community Center** is a city-owned facility located on a 1.42-acre parcel at 44 Limerock Street, and has a gymnasium for basketball and volleyball and a weight room.

**Oceanside High School Facilities**, RSU 13-owned facilities located at 400 Broadway on approximately 22 acres offering outdoor practice fields. There are also four tennis courts, and two outdoor basketball courts.

**South School Facilities** are RSU 13-owned facilities located on approximately 41 acres off Broadway, and has campuses at both the elementary and middle school buildings, with baseball/softball fields, a football/soccer field, track, playgrounds, gymnasium, climbing wall, and multi-purpose room. The climbing wall and multi-purpose room are not open to the public.

**Rockland Harbor YMCA**, located at 12 Water Street, has a fitness center, and indoor/outdoor wellness studios. It offers after school programming at the South End School.

**Gordon Field**, located on Pleasant Street and owned by RSU 13, has two fields for baseball and softball games, managed by the Oceanside Little League.

**Kenniston Field**, located on almost 16 acres of land off Old County Road, has two baseball/softball fields and soccer nets.





**The Rockland Golf Club** is a public golf course with 18 holes of golf, carts, and a club house.

**Elks Lodge**, on Rankin Street has one baseball/softball field.

**Harbor Trail/Boardwalk**, part of Rockland’s park system, is a 5-mile walking trail along the harbor connecting Rockland Breakwater to Snow Marine Park. Portions of the trail are on private property with a 1/4-mile long boardwalk open to the public during the daytime.

**The Waterfront to Wilderness Trail**, is a planned 2.5-mile interconnected trail system connecting downtown Rockland to the Rockland Bog and the nearby Georges Highland Path trail system. The 7-mile Georges Highland Path trail runs north to south, between Route 90 and Route 1. The combination of the Oyster River Bog and Thomaston Town Forest sections of the Georges Highland Path provide a continuous ten-mile trail that connects Route 1 in Thomaston to Route 90 in Rockport. The Waterfront to Wilderness Trail will connect Rockland to this popular regional trail network.

**Bike Trails**, while there are no formal bike trails, Rockland offers opportunities for bicycle connectivity to different neighborhoods and surrounding communities through various streets, roads or paths.

**The Rockland Breakwater** is a US Army Corps of Engineers granite block breakwater extending 4,364 feet from Jameson Point near the Samoset Resort at the northern side of Rockland harbor and offers a unique walking and running experience to the lighthouse.

**MacDougal Park**, located on Broadway, has sports practice fields with soccer goals, a community garden and open space.

**Johnson Memorial Park** is a city-owned park located on Lake View Drive, provides boat launching and beach access to Chickawaukie Pond. The site has a bath house and areas for picnicking.

**Rockland Ice Rink**, at city-owned Harbor Park, is a temporary rink open seasonally for winter skating.

**Other Recreational Opportunities**

- **Fishing, boating, and kayaking** are popular water based recreational activities in Rockland. Snow Marine Park, Sandy Beach, Johnson Memorial Park and other public facilities offer a public boat launch and access to the water.
- **Regional Facilities** in the surrounding communities provide additional recreational opportunities for Rockland residents. They include, but are not limited to, the Penobscot Bay YMCA (Rockport), the Camden Snowbowl, Camden Hills State Park, The Pitch (Warren), and the Midcoast Recreation Center (Rockport).



**EVALUATING RECREATIONAL OPPORTUNITIES**

The table on the following page compares the number of recreational facilities against standards developed by the National Recreation and Park Association. This is only one tool that can help evaluate whether there is “enough” park land or recreation space within a community.

## CITY RECREATION AREAS PER POPULATION

Facility	NRPA <sup>1</sup> GUIDELINES	EXPECTED FACILITIES BASED ON NRPA <sup>2</sup> STANDARDS	# OF FACILITIES IN ROCKLAND
<b>Recreation Centers</b>	No Standards	N/A	1
<b>Baseball/Softball Fields</b>	1 per 2,500 pop.	2.8	7
<b>Soccer Fields</b>	1 per 10,000 pop.	1	3
<b>Outdoor Basketball Courts</b>	1 per 5,000 pop.	1.4	2 (poor condition)
<b>Football Fields</b>	1 per 20,000 pop.	1	1
<b>Pools</b>	1 per 20,000 pop.	1	0
<b>Tennis Courts</b>	1 per 2,000 pop.	3.6	4 (Some in poor condition)
<b>Golf Course</b>	1 per 50,000 pop.	1	1
<b>Walking/Jogging</b>	No Standards	N/A	1 (track)

1. NRPA stands for National Recreation and Park Association  
 2. The population estimate for 2017 was 7,204

## CITY PARKS AND SQUARES

The city has five properties that could be classified as “signature parks.” These are parks that are significant in that they service the whole city. Rockland’s signature parks include Snow Marine Park and Harbor Park.

The city has 2 locations that could be classified as a “neighborhood park.” These are typically parks greater than .5 acres with more than one amenity such as a basketball court, playground or open lawn area. MacDougal Park is one example.

The city has 9 locations that could be classified as “pocket parks.” These are smaller than .5 acres with two or less amenities. Two examples are Chapman Park and Gilbert Adams Central Park.

The city has 6 areas that could be classified as a “square.” These are typically landscaped areas such as Ralph Ulmer Square.

## CITY-OWNED PARKS AND SQUARES

Name	Location	Features	Area (Acres)	Classification
<b>Berliawsky Park/Sandy Beach</b>	Scott Street	beach, picnic shelter, view, swimming	1.12	Signature Park
<b>Buoy Park</b>	Park Drive	waterfront, food trucks, benches	2.61	Signature Park
<b>Chapman Park</b>	Park/Main Streets	landscaped area, memorial, benches	0.02	Pocket Park
<b>General Berry Park</b>	Main/Water Streets	bench	0.05	Pocket park
<b>Harbor Park</b>	Harbor, Public Landing	waterfront, festival(s) site	3.57	Signature park
<b>Johnson Memorial Park</b>	Chickawakie Pond (Lake View Drive)	freshwater beach, swimming, parking, launching ramp, picnic area	3.87	Signature Park
<b>Kiwanis Park</b>	Warren Street	playground, benches	0.46	Pocket Park

## CITY-OWNED PARKS AND SQUARES

Name	Location	Features	Area (Acres)	Classification
<b>Marie Reed Park</b>	Samoset Road, Breakwater	benches, access to breakwater	N/A	Pocket Park
<b>MacDougal Park</b>	Broadway	playground, field, gardens	6.16	Neighborhood Park
<b>Merritt Park</b>	Limerock Street	memorial, playground	N/A	Pocket Park
<b>Mildred Merrill Park</b>	Main Street/Harbor	Upper part of Harbor Park	N/A	Pocket Park
<b>Gilbert Adams Central Park</b>	Park Drive	gazebo, view, gardens	0.51	Pocket park
<b>Snow Marine Park</b>	Mechanic Street	boat launch, picnic, open space, view	13.66	Signature Park
<b>Winslow-Holbrook Square</b>	Main Street/Park Drive	benches	0.08	City Square
<b>Ralph Ulmer Square</b>	North Main/Main Streets	memorial	0.17	City Square
<b>Walter Butler Square</b>	Broadway/North Main/Cedar Streets	memorial bench	0.25	City Square
<b>General Berry Square</b>	Main/Water Streets	clock, benches, landscaping	0.05	City Square

## PUBLICLY ACCESSIBLE OPEN SPACE RESOURCES

The **Rockland Bog** is approximately 174 acres of city-owned land in the northwestern area. It is part of the Oyster River Bog, a 6,000 acre mix of woodlands and the watershed that feeds the bog. Approximately 210 acres include a Red Maple grove that thrives in the wetland area. The Oyster Bog Trail provides access through the forested bog and attracts locals and tourists for the recreational opportunities it provides including hiking, wildlife observation, paddling, hunting, and fishing. Approximately 1,700 acres are held in conservation by the City of Rockland, the Oyster River Bog Association, the Georges River Land Trust and the Southern Maine Wetlands Conservancy.

### City-owned parcels include:

- **Former Poor Farm** is 52 acres.
- **Dodge Mountain Ridge** is 43 acres with views of the surrounding landscape and Rockland.
- **Samoset Road landslide site**, 3 acres acquired after a portion of the property eroded.
- **Several old quarries.** Engine Quarry is the only quarry in the city that is accessible to swimming but it is not an advertised swimming hole.
- **State of Maine R. Waldo Tyler (Weskeag Marsh) Wildlife Management Area** which allows recreational uses, such as canoeing, trapping, hunting, saltwater fishing, and wildlife watching.

## SHADE TREES PROGRAM

The city has a Tree Warden as well as a shade tree ordinance. The Public Services Department maintains city-owned trees, including trimming and removal. A Tree Inventory report was conducted in 2012 for 18 streets within the Main



Street, Limerock Street, Broadway, and Rankin Street area. There were 647 total tree sites within the inventoried area, but only 421 were occupied with trees at the time of the inventory. This means about 35% of tree sites were awaiting plantings. Of the trees inventoried, 57 (14%) required priority maintenance and of those, 6 (1%) required removal. While Rockland has a good track record of planting trees in their downtown, the report states “A planting of this magnitude would overnight transform the landscape along streets and neighborhoods. And the environment gain would be remarkable.” The report recommends plantings occur incrementally using a variety of species that would do well in Rockland (see full report for list of species).

## CEMETERIES

Cemeteries that provide open space include the Achorn Cemetery and the Rockland Almshouse Burying Ground (a.k.a. City Farm Cemetery, Poor Farm Cemetery and Evergreen Cemetery).

## MACRO TRENDS

**Age Friendly Communities.** As a percentage of the population, seniors are moving from being a relatively small demand on recreational resources, to a much higher demand. To accommodate this demand, recreational programming should consider evaluating access to recreational opportunities, percentage of senior population, percentage of multi-generational programming, active aging programs, and opportunities for paid work or volunteering.

**Connectivity and Walkability.** In many communities there is a growing trend toward walkability and connectivity through alternative modes of transportation such as biking. This will require added trails and adequate sidewalks.

**Sports Tourism.** Sports Tourism and travel ball can have a significant impact on existing recreational facilities in a community as the demand to accommodate use by residents and non-residents increases. In some communities the shift from recreational leagues to travel leagues increases the pressure to pay for higher quality sports facilities.

**Inventory and Assessment of Park and Recreation Systems.** A strong system of publicly-accessible parks and recreation facilities is critical to public health and livability. Nationwide, park and recreation administrators grapple with how to make the most of their typically limited budgets. New techniques using Geographic Information Systems (GIS) for inventory and assessment of publicly-accessible open spaces allow municipal leaders to efficiently and strategically assess what kinds of parks and open spaces they have, what kind of parks and open spaces they need, and where those existing and future spaces are best located.

### SHADE TREES PROGRAM

Streets / Areas	Trees	Planting Sites
Winslow-Holbrook Park	4	0
Beech Street	50	14
Broadway	55	24
Fogg Street	2	0
Granite Street	27	22
Grove Street	12	22
Hill Street	18	9
Limerock Street	56	26
Lincoln Street	7	6
Lindsey Street	10	3
Maple Street	19	5
Summer Street	54	31
Talbot Avenue	38	21
Temple Street	5	0
Union Street	18	21
Walker Place	7	3
White Street	14	0
Willow Street	25	19
<b>TOTAL</b>	<b>421</b>	<b>226</b>

# TRANSPORTATION

**STREET NETWORK**

**ROAD MAINTENANCE**

**BRIDGES**

**TRAFFIC**

**PARKING**

**WALKING & BIKING**

**MARINE TRANSPORTATION**

**OTHER TRANSPORTATION SERVICES**

**MACRO TRENDS**



Rockland has a multi-faceted transportation system that includes roads, sidewalks, ferry services, local and regional bus connections, freight rail and passenger rail opportunities, a nearby regional airport, large ship and recreational boating, and biking, hiking, and walking options. It is essential to the city's quality of life and a thriving economy.

## STREET NETWORK

Rockland has approximately 58 miles of roads and streets. All public roads and streets are paved but in varying physical conditions.

- 7.73 miles are classified as arterial roads, of which 3.21 miles are principal arterials and 4.52 miles are minor arterials. Examples are US Route 1, Route 1A, Route 17, Route 73, and Route 90.
- 16.67 miles are classified as collector roads. Examples are N. Main Street, Talbot Avenue, Limerock Street, and Thomaston Street.
- The remaining 33.31 miles are classified as local roads. Examples are W. Meadow Street, Rankin Street, Oliver Street, and Mechanic Street.

## ROAD MAINTENANCE

The state highway classification system is used to determine what level of government is responsible for road maintenance. Generally speaking, Maine DOT reconstructs, paves, and maintains State highways. The City Public Services Department is responsible for all work on city roads, including snow removal, street resurfacing, and general repair. The two departments then share responsibility for State-aid roads.

The city identified road resurfacing as a priority and invested \$2 million since 2019 on various roads and \$350,000 in 2020. There is potentially \$12 million worth of paving needs that will be done in \$500,000 increments over the upcoming years.

For information on current state maintenance projects visit the MaineDOT Public Map Viewer at <https://www.maine.gov/mdot/mapviewer/>.

## BRIDGES

Maine DOT identifies eight major bridge structures in Rockland within their classification system (see table on next page.) The oldest structures are the Greenhouse bridge on Green House Hill

## FEDERAL CLASSIFICATIONS

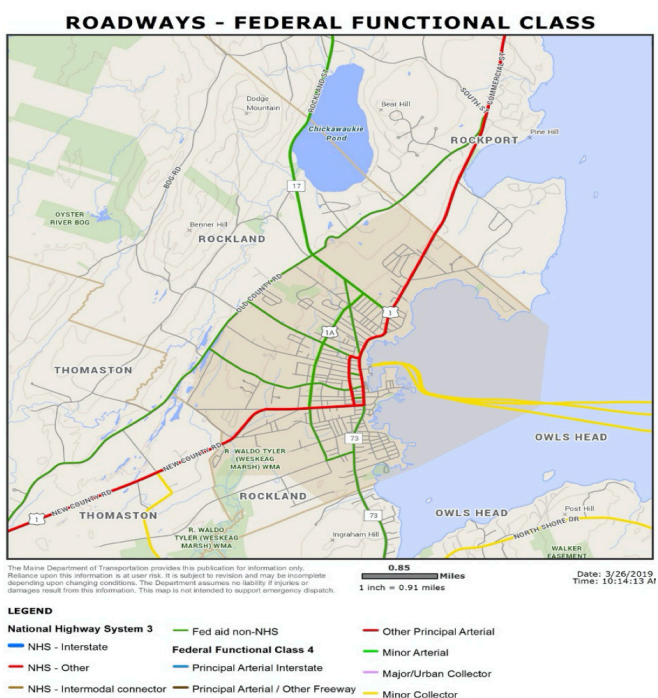
Road classification systems are used to group public roads and highways into classes according to the character of service they are intended to provide. They are used to determine funding and jurisdiction, and to define the role a particular road plays in serving the needs of the community and region as a part of the larger transportation network. A roadway's federal classification helps determine what the speed limit should be, how wide the travel lane and shoulder should be, and what level of access should be provided, along with a number of other considerations. Federal classification also identifies which roads are eligible for federal money.

Federal road classification guidelines used by Maine DOT include the following street types:

**Arterials:** Travel routes that carry high speed, long distance traffic, usually with interstate or US route number designations

**Collectors:** Travel routes that collect and distribute traffic from and to arterials, serving places of lower population densities and somewhat removed from main travel routes.

**Local Roads:** All roadways not classified as arterial or collector.





Road at Meadow Brook and the Rockland Turntable at Rockland Branch located south of Park Street (although its actual age is unknown.) One bridge, the Rockland Ferry Slip, is listed on the Federal Highway Administration’s National Bridge Inventory and is rated in good condition.

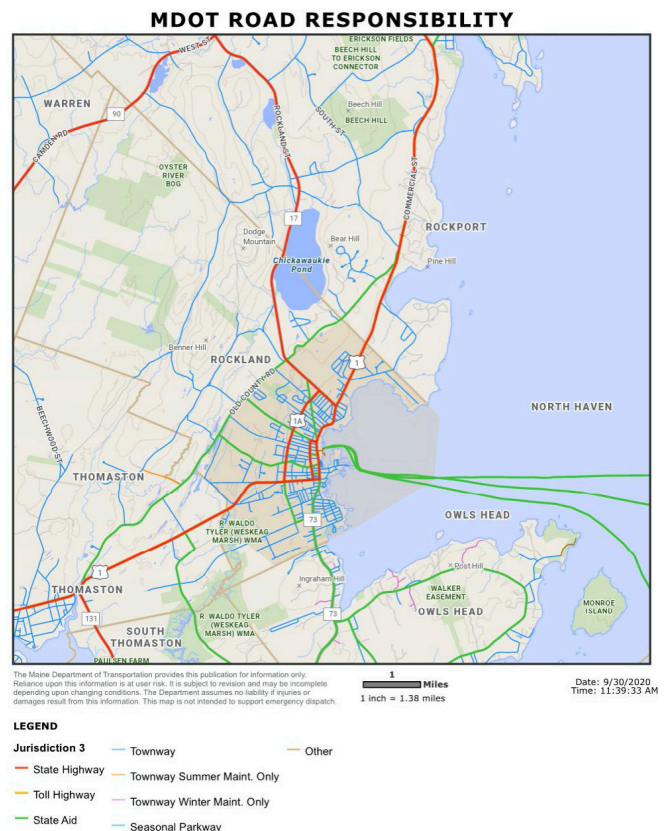
BRIDGES <i>(Source: Maine Department of Transportation)</i>				
Bridge	Name	Owner	Facility Carried	Year Built
0590	Sherers Lane	City of Rockland	Sherers Lane at Meadow Brook	1981
0592	Lower Meadow Brook	City of Rockland	Thompson Meadow Street at Meadow Brook	2019
0593	Greenhouse	City of Rockland	Green House Hill Road at Meadow Brook	1950
0594	Mill	City of Rockland	W. Meadow Road at Meadow Brook	1991
6341	Rockland Ferry Slip	Maine DOT	Ferry Slip Road at Lermond Cove	2008
6473	North Rockland Ferry Slip	Maine DOT	Ferry Slip Road at Lermond Cove	2014
6474	South Ferry Terminal	Maine DOT	Ferry Slip Road at Lermond Cove	2006
7669	Rockland #85.20	Maine DOT	Rockland Turntable at Rockland Branch	unknown

## TRAFFIC

### COMMUTING

For 2017, 93% of the Rockland labor force worked in Knox County, 6% worked outside the County, and the balance worked outside of Maine, according to the US Census. This has not changed since the 2010 Census.

- For those commuting to Rockland, the mean travel time to work was 12.4 minutes, which is slightly more than half of the average travel to work time for Maine (23.8 minutes).
- In 2017 there were 3,335 residents 16 years and older in the labor force. Of those, 2,280 drove alone (69%), 338 carpoolled (10%), 352 walked (11%), 136 got to work by other means, and the remaining 229 (7%) worked from home.
- Compared to the 2010 Census, fewer residents ride alone and carpool, but a greater percentage walk to work (255% increase) or work from home (100% increase).
- In terms of vehicle ownership, of the 3,567 households in 2017, 634 households did not own a vehicle (18%); for Maine about 7% of households lack a vehicle.



- The portion of workers that walk to work in Rockland is nearly three times as high as the average percentage for Maine.

### TRAFFIC VOLUMES

The following table shows a breakdown of traffic counts for streets in Rockland. According to Maine DOT, the highest levels of traffic for the period 2013-2016 were found on portions of US Route 1.

TRAFFIC COUNTS, CITY OF ROCKLAND, 2013-2016 <i>(Source: Maine Department of Transportation, 2017)</i>									
Roadway	2013	2016	Change 2013-16	% Change 2013-16	Roadway	2013	2016	Change 2013-16	% Change 2013-16
<b>SR 17</b>					<b>US 1</b>				
N Main St.	4,480	4,740	260	0.06	Rockport Tl	11,380	12,150	770	0.07
Old County Rd.	7,280	9,140	1,860	0.26	Waldo Ave	13,830	13,810	-20	0.00
<b>SR 73</b>					Washington St				
Seavey Ln.	8,140	8,380	240	0.03	Main St	11,010	12,400	1,390	0.13
Ocean St.	7,590	8,070	480	0.06	N/O Limerock St	8,300	8,590	290	0.03
Park St.	8,520	9,360	840	0.10	S/O Limerock St	9,430	10,210	780	0.08
<b>US 1A</b>					S/O Rankin St				
N Main St	5,770	7,100	1,330	0.23	SW/O Rankin St	7,320	8,140	820	0.11
N/O Rankin St	8,000	9,450	1,450	0.18	Pleasant St	12,230	15,210	2,980	0.24
Park St	7,500	8,920	1,420	0.19	E/O Broadway	8,320	9,370	1,050	0.13
High School Dr	7,730	9,180	1,450	0.19	W/O Broadway	11,250	14,130	2,880	0.26
Brewster	9,600	9,910	310	0.03	N Main St	8,690	9,600	910	0.10
Birch	10,350	10,450	100	0.01	Union St	7,930	8,610	680	0.09
					Pleasant St	9,070	12,660	3,590	0.40
					N/O Limerock St	8,220	9,040	820	0.10
					S/O Limerock St	9,400	10,070	670	0.07

### CONGESTION

MaineDOT uses a customer-focused engineering measure, called Customer Service Level (CSL), to track highway safety, condition, and serviceability. These CSLs are graded on an A-F scale, similar to a report card. One measure of serviceability is congestion, which uses the ratio of peak traffic flows to highway capacity to arrive at an A-F score for travel delay. The map on page 5 illustrates the CSL ratings.

- Park Street between Broadway and Lisle Street has the poorest safety and Customer Level of Service rating (rated CSL F) in Rockland according to Maine DOT.

**CUSTOMER SERVICE LEVEL / SAFETY RATING FOR ROCKLAND** (Source: MDOT, 2019)

Road	LOS
Park Street (between Broadway and Lisle St.)	F
Camden Street/US 1 (between Maverick St. and the corporate line)	D-F
Broadway (between Rankin St. and Gay St.)	D
Broadway (between Hill St. and Rankin St.)	D
Broadway (between Limerock St. and Beech St.)	D
Main Street (between Fulton St. and Laurel St.)	D
N. Main Street (between Rockland St. and James St.)	D
Broadway (between Cedar St. and Maverick St.)	C-D
Maverick Street (between Broadway and Camden St.)	C-D

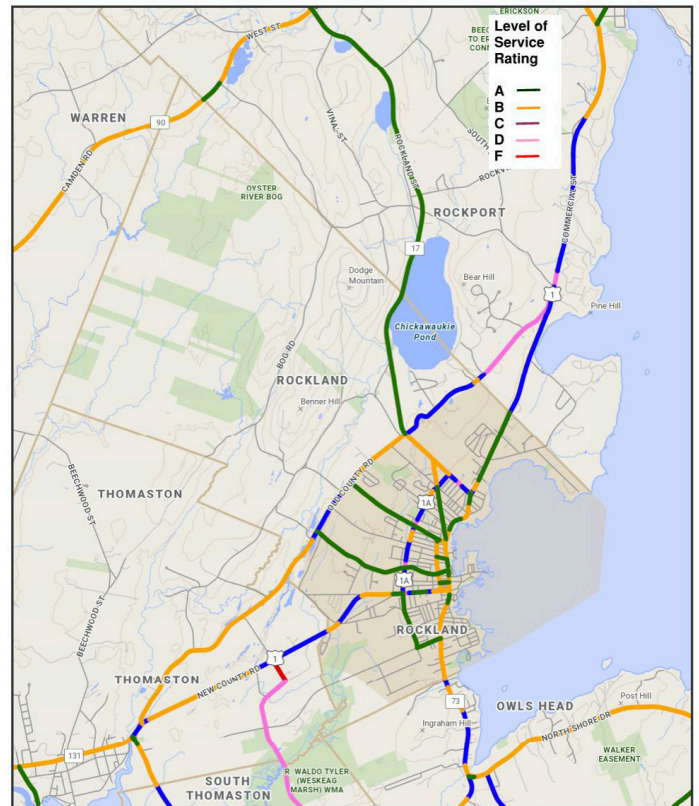
*Notes: The Safety measure uses crash history, paved roadway width, pavement rutting, and bridge reliability.*

**CRASH DATA**

According to Maine DOT crash data, the city averaged 110 vehicle crashes per year between 2015–2019, with only three resulting in a fatality.

- The intersection of Route 1 (Camden Street) and Washington Street was identified as the only High Crash Location (HCL) in Rockland for the 2016 – 2018 time period
- Previous HCLs in Rockland included Route 1 (Main Street) north of North Main Street and Route 1 southbound (Union Street) at Talbot Street.
- Knox County recorded 37 vehicle-pedestrian crashes between 2013 and 2017, according to Maine DOT. Four resulted in fatalities with 92% resulting in personal injuries.
- Knox County recorded 13 vehicle-bicycle crashes between 2013 and 2017, according to Maine DOT. No fatalities occurred, however 100% of the crashes resulted in personal injuries.

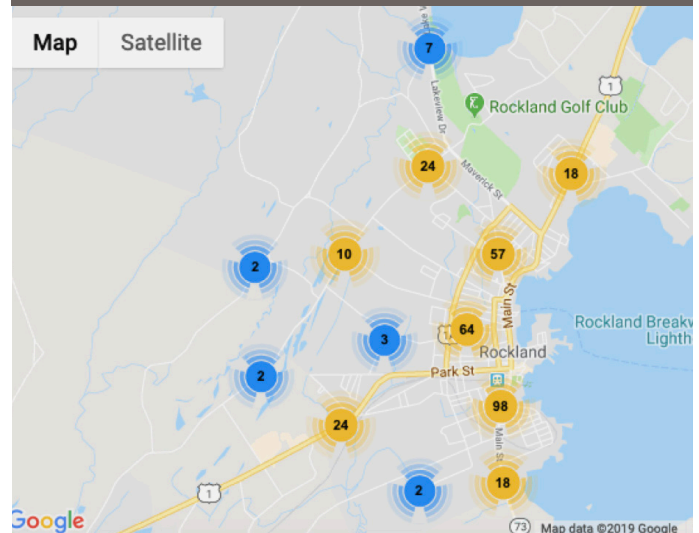
**MDOT CUSTOMER SERVICE LEVEL**



The Maine Department of Transportation provides this publication for information only. Reliance upon this information is at user risk. It is subject to revision and may be incomplete depending upon changing conditions. The Department assumes no liability if injuries or damages result from this information. This map is not intended to support emergency dispatch. 1 inch = 1.12 miles. Date: 9/29/2020 Time: 4:36:11 PM

**ALL TYPES OF CRASHES, CITY OF ROCKLAND, 2016-2018** (Source: Google, 2019)

# of crashes returned: 335 | # of crashes mapped: 335



## PARKING

Public parking is available in five off-street parking lots in the Downtown area: Harbor Park (approx. 104); Winter Street (approx. 67); Customs House (approx. 74); Thorndike (approx. 74); and Oak Street (approx. 28). On-street parking is provided throughout Downtown as well. Parking is also provided at the Maine State Ferry Terminal.

## WALKING & BIKING

### WALKABILITY

Rockland has an extensive 18-mile sidewalk network that links the Downtown, waterfront, schools, commercial districts, and residential districts. The sidewalks are of varying condition and quality. Approximately 10.6% of workers in Rockland walk to work, which is almost three times greater than the percentage for Maine (3.9%).

- Rockland was given a walkability score of 79 by the real estate website Redfin which produces a WalkScore for cities across the country (see [www.walkscore.com](http://www.walkscore.com)). This rating (on the 0-100 walk score) means that most errands can be accomplished on foot. The methodology takes into account walking routes and related amenities, as well as population density, block length and intersection density.
- Portions of the Downtown benefit from sidewalks on both sides of Main Street, though most sidewalks in Rockland are on one side of the street.
- Areas not served by sidewalks include the City Hall area, Chickawaukie Pond, Jay Cee Park, Marie H Reed Park at the Rockland Breakwater, and areas west of Old County Road.

### BIKEABILITY

While there are no formal bike trails, Rockland does have opportunities for bicycle connectivity to different neighborhoods and surrounding communities. There is a 4-foot bike lane along Old County Road that starts at the intersection of Cedar Street and runs just beyond Talbot Street. This area has signage for both pedestrians and cyclists. There were several streets sharrowed in the past (e.g. Main Street and Union Street) but they have faded. In 2019 prior to a Bike Maine event, sharrows were added to Mechanic Street, Atlantic Street, Scott Street, Ocean Street, and Water Street in the south end.

- Rockland has a bike score of 66, which is “bikeable” according to Redfin, the real estate web site that owns WalkScore. This category (50-69 on the 0-100 bike score) means that some bike infrastructure is available.

### HARBOR TRAIL

The harbor trail concept, which extends from the Rockland Breakwater to Snow Marine Park, has existed for over 20 years. To date it has completed several sections, not including sidewalks. The Boardwalk, one the most popular segments, still lacks a dedicated easement for the city to maintain it.

## MARINE TRANSPORTATION

The Rockland Harbor has a collection of facilities that are capable of accepting a wide variety of cargo and passenger transportation needs along the waterfront.



**MAINE FERRY TERMINAL**

The Maine Ferry Terminal (Maine State Ferry Service) services the islands of Matinicus, North Haven and Vinalhaven. In addition, the terminal serves as a stop for regional passenger bus service (Concord Coach Lines) and local bus service (DASH). It also provides access to the Rockland Harbor Trail which crosses the property. Parking can be constrained during the summer months with cars spilling out into north end residential streets and into the Historic District.

**PUBLIC FACILITIES**

The City of Rockland has 5 public facilities on the waterfront that can accept both passenger transportation and freight. See updated Harbor Management Plan for more detail on these facilities.

**CRUISE SHIPS**

The past decade has seen an increase in the number of cruise ships coming to Rockland. During the 2019 season there were approximately 34 cruise ship visits to Rockland: 1 large cruise ship (501 passengers or more) and 33 small cruise ships (500 passengers or fewer). See updated Harbor Management Plan for more detail on cruise ships.

**OTHER TRANSPORTATION SERVICES**

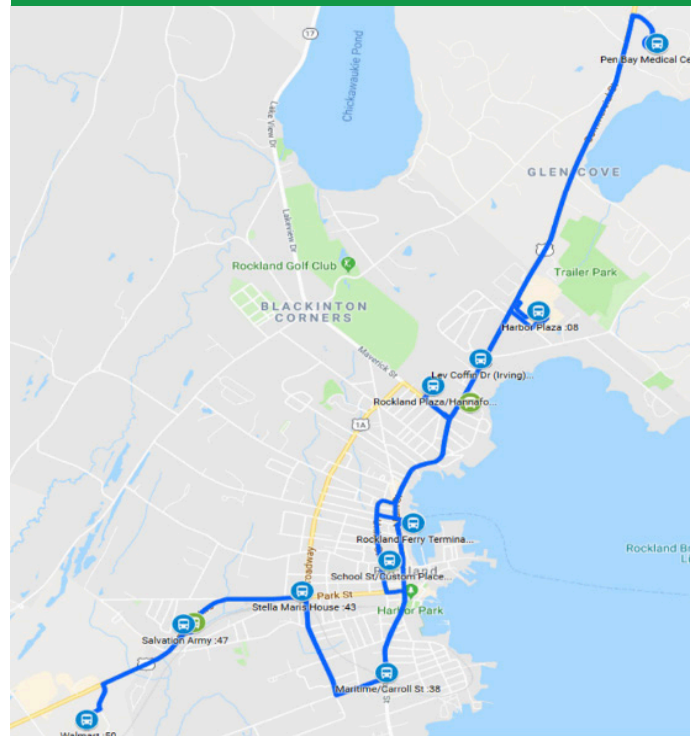
**PUBLIC TRANSIT**

The Downtown Area Shuttle (DASH) is operated by the Waldo Community Action Partners (WCAP), a non-profit Community Action Agency headquartered in Belfast. DASH is a shuttle-style bus service available in both Rockland and Belfast. In Rockland, the buses provide a continuous loop Monday through Friday, serving Pen Bay Medical Center, major shopping centers, Rockland Ferry Terminal, and residential areas. WCAP also provides an on-call transportation service for eligible non-emergency medical appointments. <https://midcoastpublictransportation.org/index.php/rockland-dash>

**MAINE STATE FERRY SERVICE ROCKLAND ROUTES**



**DASH ROUTES AND STOPS**



## COACH LINES

Concord Coach Lines provides daily bus service between Rockland and Boston, leaving from the Maine State Ferry Terminal and connecting Rockland to a variety of cities across Maine.

## PASSENGER RAIL

In 2018, the Northern New England Passenger Rail Authority (NNEPRA) proposed operating the “Downeaster Coastal Connection” for ten weekends as a seasonal service connecting Brunswick, Bath, Wiscasset, Newcastle, and Rockland. The service was forecast to transport about 7,000 riders. As of midsummer 2018, the proposal was delayed due to various issues related to active freight service on the line and completion of a safety assessment of the track. That project remains on hold.

## FREIGHT RAIL

The Rockland Branch is the rail line that operates within the city. It is owned and operated by Maine DOT. The Central Maine and Quebec (CMQ) Railroad operates freight rail transportation between Rockland and Brunswick on the line. Per 2019 media reports, Canada Pacific Railway Limited had entered into an agreement to purchase CMQ. Local rail infrastructure includes the former rail yard and terminal to the west of Downtown.

## RIDESHARING AND TAXIS

Limited ridesharing services (Uber and Lyft) are currently available in Rockland and there are two locally-based private taxi services, Joe’s and Schooner Bay.

## AIR TRANSPORTATION

Although located outside of Rockland (approximately 3 miles from Downtown), the Knox County Regional Airport supports residents, tourism and business activity in the region. Originally constructed in 1939 and turned over to Knox County by the city in 1968, the 538-acre facility provides passenger connections and freight to Boston and the larger region through both commercial and charter aviation services. The airport’s 2015 Master Plan forecasts that passenger traffic and annual operations will increase over 3% by 2035. The airport is categorized as a “primary commercial service airport” with more than 10,000 enplanements per year. The airport is an important hub for nearby island freight.

# MACRO TRENDS

## COMPLETE STREETS

Complete Streets is a transportation policy and design approach that requires streets to be planned, designed, operated, and maintained to enable safe, convenient and comfortable travel and access for users of all ages and abilities, regardless of their mode of transportation. A complete street may include: sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, roundabouts, and more. Complete Streets helps create livable communities for various types of users, including children, people with disabilities, and older adults. Complete Streets improve equity, safety, and public health, while reducing transportation costs and traffic woes. The City of Rockland passed Resolve #43 on October 10, 2018 in support of a Complete Streets Policy whereby bike and pedestrian improvements are to be considered as part of all planning and design projects within the public right-of-way.



### ELECTRIC AND OTHER FUELED VEHICLES

The growth in the number of hybrid and electric vehicles will continue into the foreseeable future. Within Rockland, there are four public EV charging station (Farnsworth Museum, 250 Main Hotel, 24 Limerock Street, Berry Manor Inn). Cities pursue the installation of EV charging stations as part of sustainability goals and locate them in public parking lots, scattered on-street locations, and public buildings.

### RIDESHARING

Ridesharing services (e.g. Uber and Lyft) are ubiquitous throughout the world as an alternative means of personal travel. The reductions in car ownership by millennials has supported this newer mode of transportation. Within Rockland, there are very limited ridesharing services currently available, but it can be assumed that these services will expand in the coming years.

### SHARED MICROMOBILITY

According to the National Association of City Transportation Officials (NACTO), shared micromobility was one of the fastest growing forms of transportation in the United States and the number of trips more than doubled between 2017 and 2018. Micromobility devices typically include bicycles, Ebikes, electric scooters, electric skateboards, shared bicycles, and electric pedal assisted bicycles. Shared micromobility devices are not yet available in Maine.

### AUTONOMOUS VEHICLES (AV)

Forecasts indicate that AV for personal service, freight, and deliveries will have profound impacts on society. But identifying and quantifying the most likely impacts is challenging. It is argued that AV may reduce the need for the personal automobile, yet it is also argued that the availability of AV could extend sprawl further into the countryside. Questions arise regarding the best way to store vehicles (e.g. structured parking? What locations?). More than likely, freight, deliveries, and corporate fleets may see the first impacts. Land use consequences will become apparent as this unfolds in the coming decades.

### ROUNDBABOUTS

Roundabouts are an increasingly popular intersection design because they offer continuous traffic flow, while reducing the amount and intensity of traffic accidents. According to the Federal Highway Administration, roundabouts reduce the types of crashes in which people are hurt by 78-82%. A roundabout is a circular intersection in which traffic is permitted to flow in one direction around a central island and priority is given to traffic already in the roundabout. Modern roundabouts are safer and more efficient than other types of circular intersections, such as older rotaries and traffic circles found in New England. There are cost savings in terms of construction and maintenance when compared to traditional intersections with traffic signals.

# **PUBLIC FACILITIES AND SERVICES**

**MUNICIPAL GOVERNANCE**

**FIRE & EMERGENCY MEDICAL SERVICES**

**POLICE DEPARTMENT**

**PUBLIC SERVICES DEPARTMENT**

**SOLID WASTE & RECYCLING**

**WASTEWATER TREATMENT & STORMWATER MANAGEMENT**

**HARBOR & WATERFRONT DEPARTMENT**

**LIBRARY**

**REGIONAL OR CONTRACTED SERVICES**

The City of Rockland provides a variety of municipal services, including assessing, code enforcement, general assistance, police and fire protection, public works, solid waste, sewer, and library services. Other public services such as water and schools are offered through partnerships with other entities. Recreational programming services are currently in transition. Facilities associated with these services are located throughout the city.

## MUNICIPAL GOVERNANCE

The City of Rockland operates under a Council-Manager form of government with a five-member City Council that serves as the legislative body for city government. The City Charter and the Rockland City Code govern the city and provide for the organization of the city’s administration. The City Charter and other municipal codes and ordinances can be found at <https://rocklandmaine.gov/documents/charter-code/>

- **City Hall.** Rockland City Hall is located at 270 Pleasant Street. The building was constructed in 1988 by the Water Company and was purchased by the city in 1995. City Hall (along with the Public Service maintenance garage) sits on 13.5+/- acres of land that are zoned industrial.

*The building itself remains in average condition, however, due to its age, a number of key repairs will be needed in the coming years. The HVAC system, roof, and carpet are all at the end of their useful life. In addition, with only two conference rooms, small meeting space is often in demand.*

- **Staffing.** City Hall housed 15.5 full-time employees in 7 different departments in 2020.

### ADMINISTRATIVE OFFICES IN CITY HALL

- Assessing
- Code Enforcement
- Economic & Community Development
- City Clerk
- City Manager
- Finance
- Treasurer
- General Assistance
- Sustainability Coordinator

## FIRE & EMERGENCY MEDICAL SERVICES

The Fire & Emergency Medical Services (EMS) Department provides all-hazards emergency response services to the citizens of Rockland. Regionalized EMS for the citizens of Owls Head, as well as Automatic Aid for fire responses, helps keep Rockland’s high level of service, with the cost shared by other communities. The Fire Department is housed at 18 Park Street, built in 1971.

- **Staffing.** The Fire & EMS Department has two divisions—a Career Division with 18 full-time employees and a Call Division with 11 members.
- **Response Time.** National Fire Protection Association (NFPA) national response time guidelines recommend that the first arriving apparatus to a fire alarm or medical emergency arrive within five minutes of being dispatched at least 90% of the time. Subsequent apparatus is allowed additional time. According to city

### FIRE DEPARTMENT MAJOR EQUIPMENT (2020)

Equipment	Age	Condition
<b>Fire Engine 1</b>	1990	To be replaced
<b>Fire Engine 2</b>	1999	Good
<b>Squad 3</b>	2011	Good
<b>1 Tower Ladder Truck</b>	2006	Good
<b>3 Advanced Life Support Vehicles</b>	2016, 2016, 2019	Good
<b>1 Command Unit Vehicle</b>	2017	Good
<b>1 Utility Pickup Truck</b>	2018	Good

data, the average response time for an EMS call in Rockland is 4 minutes and 41 seconds, compared to 10 minutes and 54 seconds in nearby communities. Rockland Fire & EMS CPR success rate for those presenting in a “shockable rhythm” is 40%, while the national average is 28.3%.

## POLICE DEPARTMENT

The Rockland Police Department provides 24-hour police services throughout the city. They are located in a condo at 1 Police Plaza, a building that also includes condos for the Maine Lighthouse Museum and the Maine Lobster Festival.

- **Staffing.** The Department employs 18 full-time sworn officers (including the Police Chief and Deputy Chief), 1 full-time clerical staff, 1 full-time parking enforcement officer, and 1 part-time animal control officer (ACO).
- **Community Policing.** Rockland’s Police Department emphasizes community policing as a guiding principal of their law enforcement strategy. Community policing emphasizes close relationships between law enforcement and neighborhoods as a means of proactively identifying and resolving issues of public safety. The Police Department has been very active with the school system as part of this approach.

### POLICE DEPARTMENT MAJOR EQUIPMENT (2020)

Equipment	Age	Condition
Marked Vehicle	2016	Good
Marked Vehicle	2018	Good
Marked Vehicle	2019	Good
Marked Vehicle	2019	Good
4-Wheeler	2002	Fair
6 Bicycles	2000-2003	Fair

## PUBLIC SERVICES DEPARTMENT

The Public Services Department is responsible for managing and maintaining the vast majority of infrastructure and public facilities in Rockland. This includes approximately 58 miles of streets, 18 miles of sidewalks, sewer main and drainage maintenance and repair, mowing, plowing/snow removal, street sign maintenance, leaf collection, city trash barrels, city trash pickup, fleet management, and assisting with needs of other city departments.

- **Facilities.** Rockland’s Public Services garage is located on Burrows Street, off outer Pleasant Street, on a 4.44-acre parcel of land adjacent to City Hall. The facility is approximately 30 years old and is in need of significant repair or replacement to address safety, code, and space issues. One option being considered is to move this facility to the transfer station property. Public Services also has a new sand and salt storage facility at 400 Limerock Street near the transfer station.
- **Staffing.** Staffing consists of 18 full-time employees (including a director, assistant director, clerk, gate house technician, foreman, three mechanics, four heavy equipment operators, and six light equipment operators).
- **Stormwater Management.** Public Services is responsible for repair and maintenance of the city’s stormwater systems. Some sections of this system are still combined with the city’s wastewater system and are over 100 years old. The city has engaged an engineering firm to evaluate system needs and priorities.

## PUBLIC SERVICES DEPARTMENT MAJOR EQUIPMENT (2020)

Equipment	Age	Condition	Equipment	Age	Condition
GMC 2500	2007	Poor	International 7300	2009	Poor
GMC 2500	2005	Poor	Sterling L7500	2004	Poor
Chevy 2500	2009	Poor	Johnson 3000	1999	Poor
Chevy 2500	2018	Good	International 4900	1998	Poor
Ford F150	1995	Poor	John Deere 410J	2007	Poor
Ford Crown Vic	2009	Poor	Case 621E	2009	Poor
Ford F350	2010	Fair	John Deere 672CH	2001	Poor
Chevy 3500	2008	Poor	Case 590N	2012	Fair
Chevy Grumman Van	1992	Poor	Kobelco SK90	1995	Poor
Chevy 3500	2018	Good	Cat 924J	2011	Fair
Ford F350	2011	Fair	CatD5M	1999	Poor
International 7400	2008	Poor	Cat816F	1999	Poor
International 7400	2011	Poor	Doosan DX190W-5	2019	Good
Western Star 4700	2015	Good	Wacker Neuson WL32	2014	Fair
GMC 8500	2002	Poor	Wacker Neuson WL32	2015	Fair
International 7400	2007	Fair	Maclean MV1163	2012	Poor
International 7400	2012	Poor	Bob Cat S185	2005	Fair
International 4300	2008	Fair	Case 1845C	1991	Poor

## SOLID WASTE &amp; RECYCLING

Municipal solid waste (MSW) is managed by the Public Services Department. MSW is taken by an outside hauler, using city-owned trailers, to Ecomaine where it is burned and converted into electricity for eventual sale to the utility grid. Ecomaine began providing MSW disposal for the city on April 1, 2018.

- Facility.** The Rockland Transfer Station is situated on a 59-acre parcel of land located south of Limerock Street next to the abandoned quarries east of Old County Road. It is also bounded on the south by Pleasant Street. Master plans developed for the property include location for a new garage and demolition debris area.
- Recycling.** In June of 2019, the city switched over to a single-sort recycling program that allows Rockland residents to collect paper, cardboard, metal cans, glass bottles and jars, and hard plastic containers (#1-7) in one container for recycling. In the past, the city operated a swap shop for re-useable items at the Transfer Station but due to staffing and other logistics, this operation is currently closed.

## SOLID WASTE &amp; RECYCLING NUMBERS

Tons of MSW	1,992
Tons of Recycling	21
Recycling Rate	17%

*Source: Numbers reflect ecomaine data as of April 2020. Rockland has only been with ecomaine since 2018.*

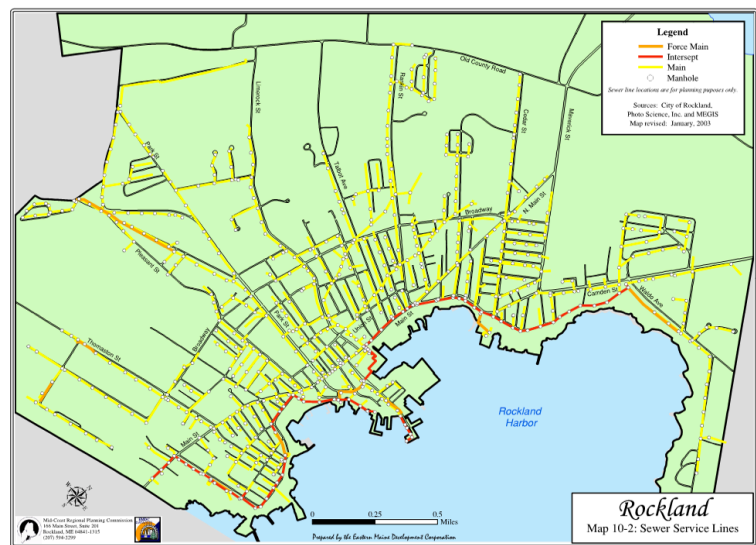
- **Landfill Closure.** Rockland Transfer Station is accepting commercial haulers in an effort to fill the Construction & Demolition Debris landfill. Landfill closure completion must be completed by December 31, 2024 in accordance with Rockland’s DEP permit.
- **Other Programs.** Solid waste programs include collection of construction and demolition debris at the Rockland landfill, periodic universal waste and household hazardous waste collection, and waste oil disposal through the waste oil furnace in the Public Services garage.

## WASTEWATER TREATMENT & STORMWATER MANAGEMENT

The City of Rockland owns and operates over 35 miles of pipes for both separated and combined stormwater and sanitary sewers, along with drainage conduits, interceptor sewers, lift (pumping) stations and force mains.

The current sewered population is 7,297 with 2,474 residential users, 4 industrial users, and 458 commercial users. In addition to serving the city, Rockland’s system also serves:

- Glen Cove and Samoset Resort area of Rockport; .
- 29 residences (including units in two mobile home parks,) businesses along Route 1 and on Dexter Street in Thomaston; and
- Approximately 40 residences in Owls Head.



Sewer rates are currently paid by users. Some sections of the collection system are over 100 years old. The oldest section of the system is Main Street and the downtown business district.

Management of the collection system is a combined effort between the Public Services Department and the Wastewater Pollution Control Department. The Wastewater Pollution Control Department oversees the wastewater collection and drainage systems, the lift stations and force mains. The Public Services Department is responsible for the maintenance of all streets and catch basins, litter control and maintenance functions.

**COMBINED SEWER SYSTEMS.** Like many older communities, Rockland still has areas of combined sewer systems that convey both sanitary sewage and stormwater through a single pipe. Rockland has four licensed combined sewer overflows (CSOs) locations. The largest concentration of combined sewer is the area between North Main Street and Maverick Street. In dry weather and during light to moderate rainfall, these pipes convey all flows to the wastewater treatment facility. During periods of heavy rainfall, however, these lines can overflow and discharge directly into the harbor.

**Wastewater Treatment Facility.** The Wastewater Treatment plant is located on Tillson Avenue near the downtown area and on the waterfront of Lermond’s Cove. The facility is designed to treat 3.3 million gallons per day (MGD) of domestic



wastewater. The current domestic flow is approximately 2 MGD. At present levels of usage, the plant has about 1 MGD in excess capacity, enough to serve an additional 3,000 residences.

- There are provisions for flows in excess of the capacity of the wet weather pump station to be bypassed and discharged via a 36-inch outfall to Lermond Cove.
- A single large customer accounts for about half of the wastewater treated, roughly equivalent to 4,000 households.
- A possible area for expanding the wastewater system would be west of the city along Old County Road.

## HARBOR & WATERFRONT DEPARTMENT

The Harbor & Waterfront Department is responsible for the overall “care and regulation” of the port of Rockland, including the municipal infrastructure that supports the harbor. This includes 6 historic moorings fields, 3 municipal channels, and several city-owned parcels along the waterfront.

- **Staffing.** The Harbor & Waterfront Department has two full-time employees – the Harbor Master and Deputy Harbor Master/Fish Pier Manager. There are four seasonal dock stewards.
- **Harbor Master Building.** The Harbor Master’s office is located at 1 Pleasant Street and is part of the city-owned Public Landing property. The structure also houses the Rockland Yacht Club and city public restrooms. The building is approximately 40 years old and in need of upgrades and repair. It is also located in the floodplain.
- **Rockland Fish Pier.** The city owns and operates a municipal fish pier at 17 Commercial Street, which provides essential infrastructure to support the region’s commercial fishing industry, related businesses, and island supply and transportation services. A 2020 project at the Fish Pier addressed age-related repairs and redevelopment of the pier using a mix of federal and state grants.

### HARBOR MANAGEMENT MAJOR EQUIPMENT (2020)

Equipment	Age	Condition
<b>23’ Retired Coast Guard Boat</b>	1998	Fair
<b>05 Ford F250</b>	2005	Fair
<b>2- 90hp Honda 4-Stroke Outboard Motors</b>	2012-2013	Fair

## LIBRARY

The Rockland Public Library is a city department. Two groups--the Rockland Public Library Endowment Association and Friends of Rockland Public Library--provide robust support of time, energy, and funds.

In FY 2016, the Library served 129,350 people in person, approximately 10,000 – 11,000/month (more in the late spring/summer season). These figures do not include phone calls. At the end of FY 2017, the Library had 11,217 cardholders (7,641 residents and 3,576 non-residents.)

The Library provides access to an extensive collection of books and dvds, as well as binoculars, ukuleles and drums. It gives access to downloadable audio- and eBooks, computers for internet access and office productivity software, assistance with computers and software, printing, a fax machine, photocopier, assistance with patron-owned devices, a notary public and free programs and events for the public. The staff performs additional reference and research work.

- **Staffing.** Staffing consists of 6 full-time persons: Director, Deputy Director, Reference Librarian, Children’s Librarian, Circulation Librarian, and Library Technician. There are two part-time employees and approximately 20-30 volunteers.

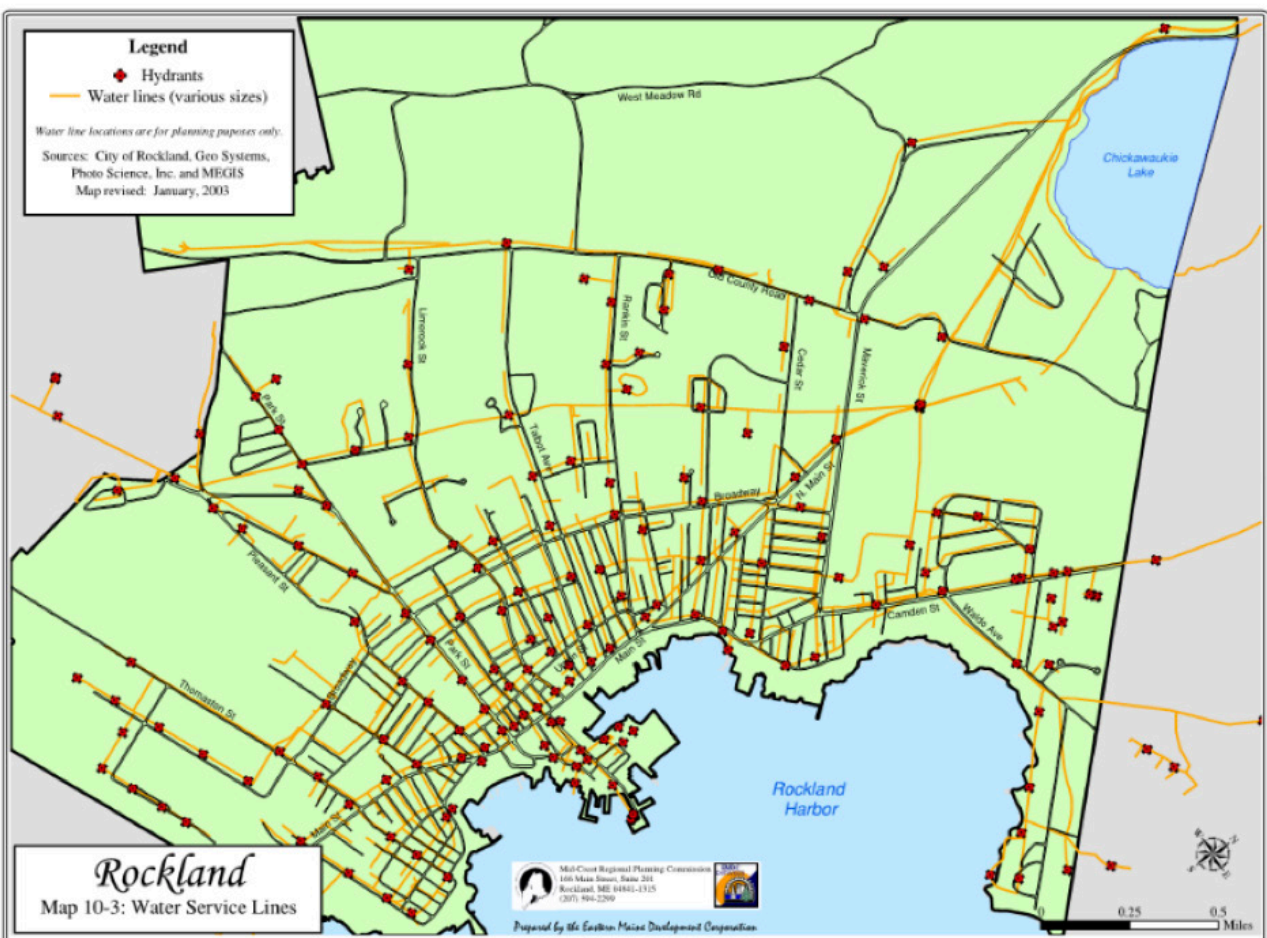
- **Facility and Equipment.** Rockland Public Library is located at 80 Union Street. The library building, dedicated in 1903, is currently listed on the National Register of Historic Buildings. A recent 10,000 sq. ft. addition to the original building increased the total library space to 19,000 sq. ft.

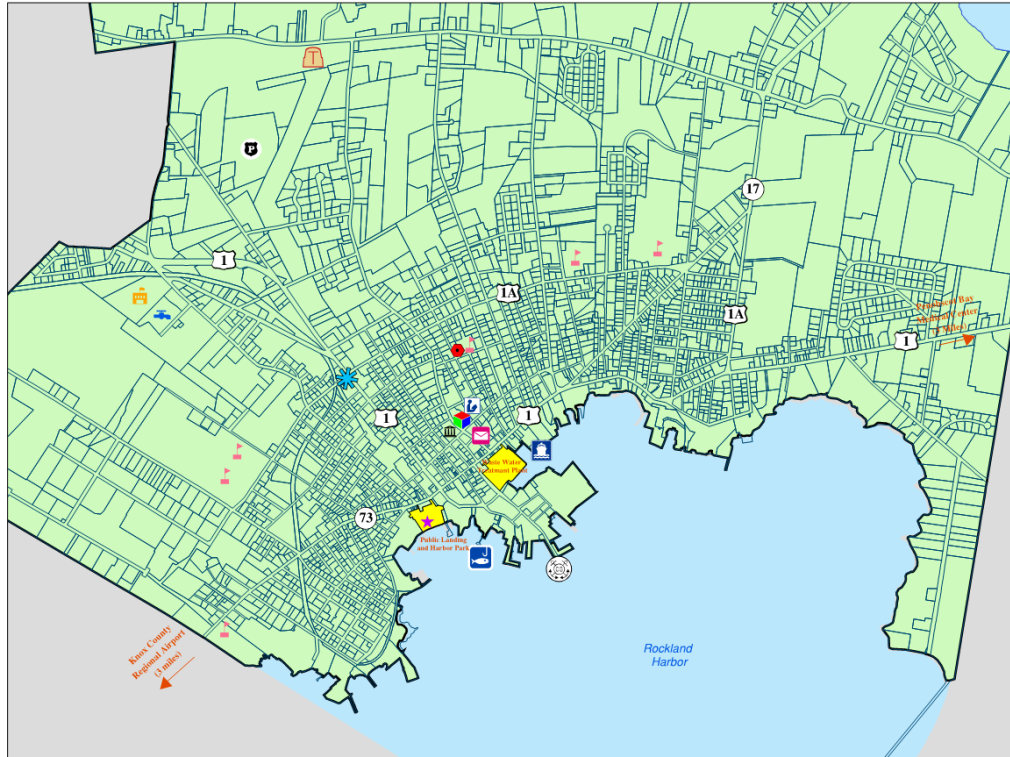
## REGIONAL OR CONTRACTED SERVICES

**Recreation.** The Rockland Harbor YMCA operates a gym at the Harbor location. See Recreation and Open Space.

**Schools.** Rockland is a member of Regional School Unit (RSU) 13, which includes grammar schools, middle schools, and a high school. More information on RSU 13 can be found at <https://www.rsu13.org>.

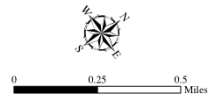
**Water.** The city is served by the Maine Water Company Camden & Rockland Division (see <https://www.mainewater.com/>). For more information on the source of water (see Natural Resources.)





**Rockland**  
Map 10-1: Public Services and Facilities

- Legend**
- ★ Chamber of Commerce
  - 🏛️ City Hall
  - 🏠 Knox County Courthouse
  - 👮 Knox County Jail and Sheriff's Dept.
  - 📖 Libraries
  - 🎨 Lincoln Center for Arts
  - 🐟 Municipal Fish Pier
  - 📧 Post Office
  - 🚧 Public Works
  - 🎡 Recreation Building
  - 🚓 Rockland Police and Rockland Fire Dept.
  - 🎓 Schools
  - 🚢 State of Maine Ferry Terminal/Bus Depot
  - 📐 Tax parcels
  - 🚏 Transfer Station
  - 🚢 USGS Coast Guard Station



Sources: City of Rockland, Photo Science Inc, and MEGIS  
Map revised: January, 2003



# FISCAL CAPACITY

## FISCAL CONDITIONS & TRENDS

Rockland is a full-service community providing valued infrastructure and services for more than 7,000 residents, as well as services to the wider region. Rockland’s infrastructure and services are important to both the local and regional economies and our quality of life. This chapter summarizes the fiscal capacity of Rockland to meet community needs.

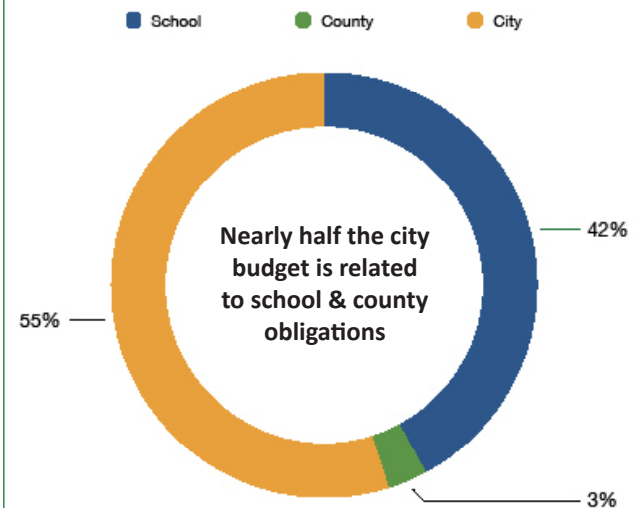
## FISCAL CONDITIONS & TRENDS

### CITY BUDGET

The city operates utilizing a balanced budget approach such that expenses equal the city’s revenues. Each year the City Council determines and approves a new budget.

- The total city budget for FY20 was \$25,339,315. This includes the city’s operating expenses and costs associated with the School District and County government.
- The city operating expenses were \$13,858,034 – approximately 55%.
- Rockland’s share of the School budget was \$10,632,701—approximately 42%.
- Rockland's share of the County budget was \$848,580 –approximately 3%.
- The total city budget increased by 11% between FY17 (\$22,744,532) and FY20 (\$25,339,315).
  - In this timeframe, the city’s operating expenses increased by only 5% (\$713,691); while the municipal share of the school budget increased by 20% (\$1,796,359).
  - The city’s share of the school budget makes up approximately 69% of the increase in the total municipal budget between FY19 and FY20.

### FY 2020 MUNICIPAL BUDGET



According to the Bureau of Labor Statistics consumer price index, prices in 2020 were 2.02% higher than average prices in 2017. This means the real value of a dollar has decreased. Just to keep up with inflation since 2017, the FY20 budget would need to have been about \$13,963,076, approximately \$105,042 more than it was.

### MUNICIPAL BUDGET BREAKDOWN (FY16 - FY20)

Fiscal Year	Total Tax Dollars Raised	School		County		City	
		#	% of Total	#	% of Total	#	% of Total
2016	\$16,556,110	\$8,773,508	53%	\$730,052	4%	\$7,052,550	43%
2017	\$16,898,776	\$8,836,342	52%	\$763,847	5%	\$7,298,587	43%
2018	\$17,337,723	\$9,057,251	52%	\$788,228	5%	\$7,492,244	43%
2019	\$17,843,961	\$9,412,219	53%	\$836,853	5%	\$7,594,889	42%
2020	\$19,145,246	\$10,632,701	56%	\$848,580	4%	\$7,663,965	40%



**VALUATIONS**

As of FY21, the total taxable valuation of Rockland was \$871,449,000.

- In FY20 the city’s total taxable valuation was \$773,232,900, which was 89% of the State’s valuation. This triggered a city-wide revaluation.
- In the absence of the revaluation some property owners would pay more than their fair share and others less. The city would not be allowed to assess at full valuation, and eligible taxpayers also would not get the full value of exemptions, such as homestead, veterans, or blind exemptions. For example, if the city’s taxable valuation remained at 89%, taxpayers eligible for the homestead exemption would see an exemption of \$22,250 instead of \$25,000.
- The reduced taxable value also can drive the mil rate up.
- The updated valuation for FY21 was \$871,449,000.
- One quarter of Rockland’s property valuation is categorized as tax exempt. Tax exempt properties do not contribute to the city’s fiscal capacity, with the exception of 7 to 9 non-profit residential complexes and other organizations that voluntarily make payments in lieu of taxes.

**TAXABLE VALUATION (FY16 - FY21)**

Year	Taxable Valuation
2016	\$780,948,600
2017	\$778,028,350
2018	\$778,174,200
2019	\$773,156,900
2020	\$773,232,900
2021	\$871,449,000

**COMPARATIVE MIL RATES (FY16 - FY21)**

Year	Rockland	Belfast	Ellsworth	Bath
2016	21.16	22.9	17.7	21.1
2017	22.72	21.9	17.68	21.35
2018	22.28	22.7	17.97	21.8
2019	22.08	22.9	18.24	19.8
2020	24.76	--	--	--
2021	22.30	--	--	--

*Note: Mil rates can vary between municipalities due to factors such as the amount of services offered, dept, and budget.*

**MILLAGE RATES**

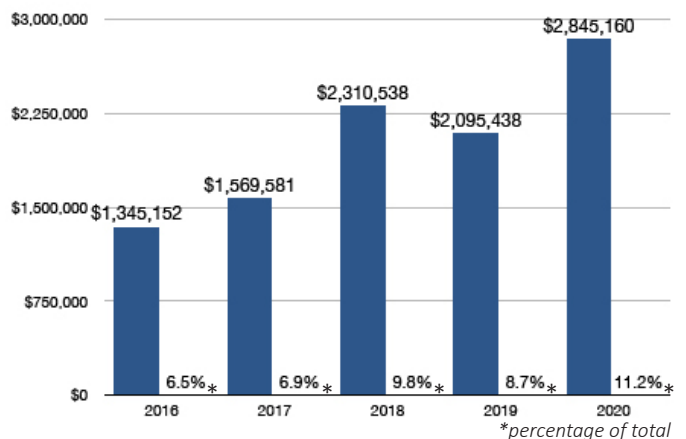
The mil rate in Rockland was \$22.30 per \$1,000 of assessed valuation for FY21.

- As a result of the revaluation the mil rate was reduced from \$24.76 to \$22.30.
- Rockland’s mil rate is generally in line with those of other service center communities of similar size.
- In FY20, approximately 56% of the total mil rate (\$13.75) was attributed to the school assessment, 40% (\$9.91) for the city, and 4% (\$1.10) for County assessment.

**UNASSIGNED FUND BALANCE**

While historically Rockland’s unassigned fund balance was about 8% of the total annual budget, the city has

**UNASSIGNED FUND BALANCE (FY16 - FY20)**







been steadily increasing the amount consistent with recommended municipal budgeting practices.

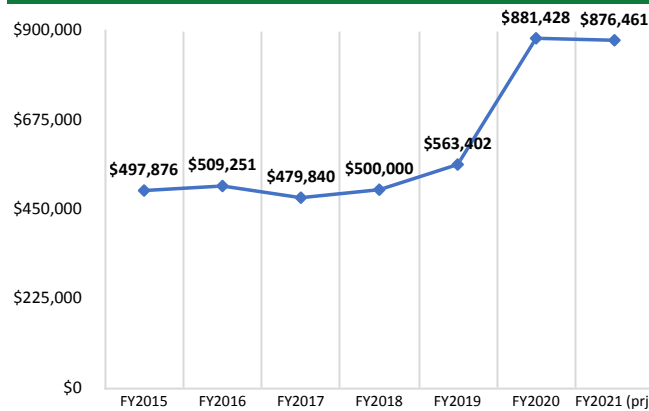
- The unassigned fund balance in FY16 was \$1,345,152, approximately 6.5% of the total annual budget. The FY20 annual budget shows an unassigned fund balance of \$2,845,160, approximately 11.2% of the total annual budget.
- The city’s auditors and the Maine Municipal Association recommend an unassigned fund balance maintained at between 12% and 15% of the annual budget. The Government Finance Officers Association recommends at minimum, two months’ worth of expenditures as an amount to retain as an unassigned fund balance.

**MUNICIPAL REVENUE SHARING**

Up to 5% of the State Government's monthly sales, corporate and personal income tax revenues are supposed to be set aside to fund the municipal revenue sharing pool. Often times this amount is less than 5%.

- Over the past five years, the city’s share of revenue has varied. The low was in FY017 (\$479,840). Recent trends show a dollar amount increase to \$881,428 in FY20 and a projected amount of \$876,461 for FY21.
- The amount of revenue sharing to Rockland was 3.0% for FY20 and projected to be approximately 3.75% for FY21.

**MUNICIPAL REVENUE SHARING (FY16 - FY21)**



**OTHER FUNDING SOURCES**

Other capital funding sources include general revenues, Tax Increment Financing funds, grants, and loans.

- **Tax Increment Financing (TIF) District.** A TIF approach can be used to help keep a larger share of new tax dollars that are received by the city. In the absence of a TIF, nearly half (47.3%) of these new tax dollars are lost to offsets from State aid for education, lost revenue sharing, or more county taxes. However, Rockland uses less than State limits on total acreage and value would allow.
  - According to a report from Bernstein Shur, as of August 2020 the city’s TIF districts accounted for 0.31% of municipal value and 0.76% of total acreage – far less than the 5% allowed by the State.
  - The Tillson Avenue TIF (also called the “Downtown TIF”) was created in 2008 and amended in 2015 for a period of 30 years. To date, the total revenue generated has amounted to approximately \$2,166,645. As of June 2019, the city has used some of those funds on various eligible downtown projects and the remaining balance is approximately \$695,188.
- **Grant Funding.** The city pursues grant funding for a variety of projects.
- **Personal Property Tax.** In FY21 the city received \$1,080,000 in personal property tax.
- **Fees.** The city generated approximately \$4,586,554 in fees for FY20. This is approximately 33% of the city’s annual operating expenses.
- **Shared Services.** Rockland generates approximately \$400,351 annually from providing shared services for EMS service to Owls Head (\$174,218) and wastewater service to portions of Owls Head, Thomaston, and Rockport (\$226,132).

### CITY DEBT POLICY

Under State law, municipalities cannot incur debt exceeding 7.5% of its last full State valuation, or any lower percentage or amount that a municipality may set. This is exclusive of debt incurred for school purposes, for storm or sanitary sewer purposes, for energy facility purposes, or for municipal airport purposes. Taken together, debt may not exceed 15% of its valuation.

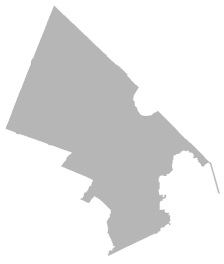
City Council has had an informal debt cap in place where new debt is typically not incurred until old debt is retired.

- During FY19, the city's total debt capacity was \$57,986,768 based on 7.5% of a State valuation of \$773,156,900.
- The outstanding debt principal for FY2019 is \$6,713,074, which is only 12% of the total debt capacity.
- This reflects 12 debt financed projects and the city's share of Knox County debt (\$200,989).
- As interest rates change and become more favorable over time it is important to consider a policy change regarding debt.

### CAPITAL IMPROVEMENT PLANNING

The FY20 budget includes \$563,000 in proposed capital improvements and \$196,577 in capital outlays, but actual capital improvement needs could be in the millions.

- The capital improvements are very limited for budget purposes and do not always reflect the full list of capital improvement needs.
- According to city estimates, a full capital improvement plan would likely require over \$10 million over several years.
- The city proactively sets aside funds for capital improvements in 4 reserve accounts.
- The FY20 budget identifies \$730,765 to retire debt relative to prior capital outlays and leases.



# ATTACHMENTS

# Harbor Management Plan City of Rockland Maine

2020

## Prepared by:

Ad Hoc Harbor Management Committee

## With Technical Support From:



Planning & Economic Development · Permitting · Project Management  
PO Box 286, Southwest Harbor, ME 04679  
207.944.3132 · [www.themussongroup.com](http://www.themussongroup.com)



*This report was prepared for the City of Rockland, Maine under award CZM NA13NOS4190045 to the Maine Coastal Program from the National Oceanic and Atmospheric Administration, U.S. Department of Commerce. The statements, findings, conclusions, and recommendations are those of the author(s) and do not necessarily reflect the views of the National Oceanic and Atmospheric Administration or the Department of Commerce.*

### **Acknowledgements**

We would like to thank the members of the City Council, members of the Harbor Management Commission, the Ad Hoc Harbor Planning Committee, and the various committees and commissions that reviewed and provided feedback throughout the planning process. We are very much appreciative of the insights and comments from Julie Hashem, Economic and Community Development Director, Matt Ripley, Harbor Master and Tom Luttrell, City Manager, as well as members of the general public, harbor and waterfront business owners, property owners and other stakeholders who participated in discussions throughout the project.

# Table of Contents

## **I. Purpose and Plan Overview**

- A. Purpose
- B. Background and Process

## **II. Harbor Overview**

- A. Study Area
- B. Municipal Functions

## **III. Key Findings, Goals, Objectives and Recommended Actions**

- A. Harbor and Mooring Management
- B. Public Access and Facilities
- C. Regulatory Context
- D. Harbor Health
- E. Marine Economy
- F. Cruise Ships

## **IV. Harbor Inventory**

- A. Anchorage Areas
- B. Channels
- C. Moorings
- D. Natural Environment
- E. Waterfront
- F. Regulation
- G. Sea Level Rise
- H. Harbor Economy
- I. Harbor Administration and Budget
- J. Cruise Ship Data

## **V. Appendices**

- A. Maps
  - Study Area Map
  - Anchorage Areas Map
  - Mooring Fields Map
  - Natural Environment Map
  - Rockland's Waterfront Map
  - Project/Agency Matrix
  - Submerged Lands Conveyances
  - Sea Level Rise Overview Map
- B. "Impacts of Cruise Ship Visitations in Rockland", prepared by Maine Center for Business and Economic Research, Edmund S Muskie School of Public Service, University of Southern Maine.
- C. Stakeholder Input



# Purpose and Plan Overview

## Purpose

This plan outlines goals, objectives, and actions for Rockland Harbor. It will help the City manage increased user pressures, guide policy actions, and help to maintain the diversity of users that characterize Rockland’s harbor and waterfront. It is intended to be incorporated as an appendix to the City’s Comprehensive Plan.

## Background and Process

On March 12, 2018, the City Council passed a Resolve to develop a new Harbor Management Plan.<sup>1</sup> As part of this Resolve, the City Council established the Ad Hoc Harbor Management Plan Committee (“The Committee”) – a steering committee charged with submitting a draft plan for City Council approval. Consistent with the Resolve, the steering committee includes members of the City’s Harbor Management Commission, Comprehensive Planning Commission, Economic Development Advisory Committee, and members of the interested public.

With the help of a grant from the Maine Coastal Program<sup>2</sup>, the City hired The Musson Group to support the Committee in drafting the plan. The Committee, with help from The Musson Group, undertook a process of televised public meetings, proactive outreach to harbor stakeholders, and ongoing discussions to develop an inventory of harbor resources and propose goals and objectives appropriate for today’s harbor.

The Committee followed a consensus-building process that focused first on fact finding, and then on identifying high level goals and areas of agreement upon which to build.

## Guiding Principles

The Committee identified the following overarching principles to help guide development of the plan:

- Celebrate the City’s historical and cultural connections to the harbor and waterfront.
- Promote public access and connectivity to the harbor and along the waterfront.
- Promote environmental and ecological wellbeing within the harbor.
- Support the working waterfront.
- Encourage a balance of uses within the harbor and complementary land uses along the waterfront.
- Embed economic, cultural, environmental, and social considerations in future decisions.
- Recognize and support Rockland’s role as a major contributor to the region’s marine economy.
- Encourage climate change preparedness that considers the best available science, protects against coastal flooding and supports resiliency.
- Consider the capacity of the harbor, waterfront facilities, and the City to support use and development, and recognize that this capacity is subject to change over time.

---

<sup>1</sup> Resolve # 10, “Harbor Management Plan”, Sponsored by Councilor Glaser, March 12, 2018.

<sup>2</sup> Award from the Shore & Harbor Planning Grant Program, using funds from the National Oceanic and Atmospheric Administration, U.S. Department of Commerce.

The principles and recommendations outlined in this plan are consistent with the general goals for the harbor outlined in Chapter 2 of the City Code, Section 2-703:

*“ . . . to protect its marine-historic resources and sensitive natural resource areas found along its harbor and in nearshore coastal waters; to provide growth in public opportunities for water-based recreational activities; to maintain and enhance navigational facilities for the benefit of all harbor users, and to allocate land and water resources in an economically and environmentally sound manner.”*

### **Implementation and Updates**

Once approved, the Harbor Management Plan is intended to be incorporated as an appendix to the City’s Comprehensive Plan (both the current Plan and the new Plan under development).

Under City Code, the City’s Harbor Management Commission is charged with an annual review of the Harbor Management Plan and recommendations to the City Council for additions and/or modifications over time (Section 2-703, 5).

The Harbor Management Commission also is charged with reviewing harbor use proposals for consistency with the Harbor Management Plan (See Section 2-703, 6i, and 7).

This Plan also suggests actions that would be implemented by City Departments or others, often in coordination with the Harbor Management Commission.

### **Plan Structure**

This Plan has 3 parts:

1. *Harbor Overview*. This overview provides a high-level background on the harbor and helps to define the study area. It also describes the core functions which are the primary responsibilities the City has in managing the harbor.
2. *Key Findings, Goals, Objectives, and Actions*. This section provides a summary of some of the key findings from the harbor inventory and public input processes. It also offers specific goals, objectives, and actions that apply to various aspects of the harbor.
3. *Harbor Inventory*. The inventory documents physical features of the harbor, including the natural environment and harbor infrastructure; harbor and waterfront uses; the regulatory environment; flood zones and potential sea-level rise; and the elements of the harbor economy. The inventory serves as a common baseline of understanding to inform decisions about goals, strategies, and actions.

Also included are appendices which include larger formats of some of the maps used throughout the report, a summary of the stakeholder input and how it was used, and a copy of recent survey results related to cruise visitation, “Impacts of Cruise Ship Visitations in Rockland”, prepared by Maine Center for Business and Economic Research, Edmund S Muskie School of Public Service, University of Southern Maine (2019).

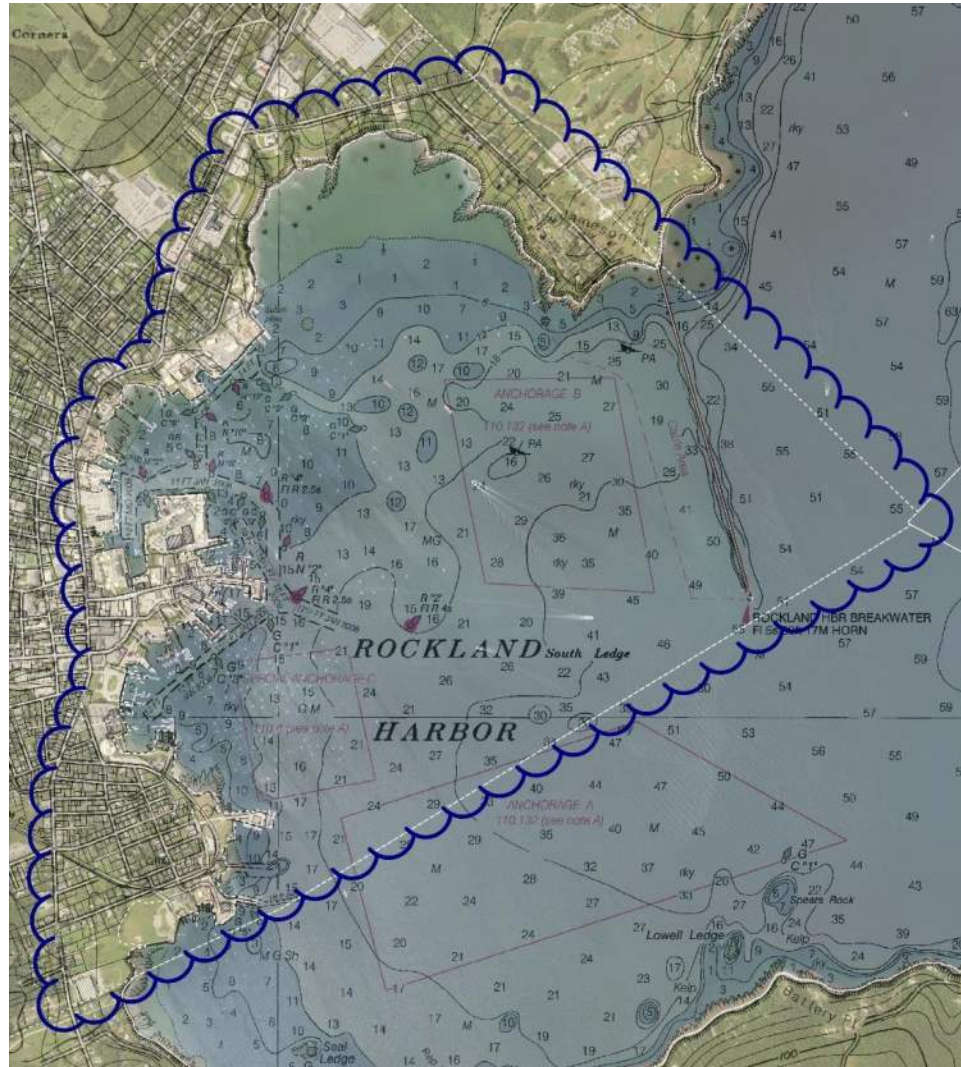
## Harbor Overview

## Study Area

Rockland Harbor lies just north of the entrance to West Penobscot Bay, about 75 miles northeast of Portland. It lies between the Owls Head peninsula on the south and the peninsula separating the harbor from Clam Cove to the north.

The study area for this Plan encompasses only the portion of the harbor that is within the municipal boundary of the City of Rockland. The study area extends inland only as far as the adjacent waterfront properties and nearby public streets for the purpose of considering public access. Zoning and other land use considerations are addressed in the main body of the Comprehensive Plan.

Navigational improvements within the study area include the breakwater, dredged channels, entrance buoys, and other navigational aids.



Study Area Map

Water depths within Rockland Harbor can exceed 50 feet at Mean Low Water (MLW) near the entrance. They gradually shoal to mudflats at low tide in the northwest and southwest limits of the harbor. The tidal range is from 9.7 feet above MLW to 3.5 feet below MLW, for a total rise and fall of 13.2 feet.

Uses within the harbor are diverse and include a mix of commercial and recreational vessels. Three ferry routes operate from Rockland Harbor to connect to off-shore island communities. The land uses along Rockland's four-mile waterfront varies and includes commercial, industrial, and residential development, as well as public space.

## Municipal Functions

Rockland Harbor's diverse mix of maritime activities makes it one of the most vibrant and attractive harbors in Maine. The City plays an essential role in supporting and enhancing the harbor and waterfront through a variety of core municipal functions, which can be grouped into four (4) broad categories:

1. *Harbor Safety and Navigation.* Those activities which help to maintain navigational safety for all types of vessels within the harbor and security for the public at large, including:
  - Navigational channels at appropriate functional depths
  - Aids to navigation (channel markers, no-wake buoys, navigational hazards, etc.)
  - Security
  - Harbor Master and Staff
  - Emergency response
  - Relationships with federal and state navigation and public safety partners
  
2. *Landside Services and Amenities.* Those services, activities, or amenities on public properties that support the needs of the public and vessels that use Rockland's harbor, including:
  - Public launch ramp and access
  - Temporary and long-term docking and slip space
  - Temporary and long-term mooring space
  - Dinghy space and storage for small personal watercraft (e.g. kayaks, paddles boats, etc.)
  - Amenities such as restrooms, Wi-Fi, showers, and laundry
  - Parking for long-term use and short-terms use
  - Access for loading/removing gear and supplies
  - Maintain a commercial fish pier with space for landing and selling catch and associated refrigeration
  - Hosting year-round ferry service
  - Boat pump-out facilities
  
3. *Public Access.* Those facilities and locations which provide opportunities for both physical and visual access to the public-at-large, including:
  - Public docks, slips, moorings, and launching spaces
  - Waterfront parks and amenities (e.g. beach and shore access, visual access, seating, etc.)
  - Points of referral, wayfinding, and visitor information (signage, kiosks, etc.)
  - Waterfront trails and recreational opportunities (e.g. Harbor Trail, lighthouse, breakwater, etc.)
  
4. *Public Policy, Regulation, and Investments.* Those policies, regulations and/or investments that help to support the goals of this plan and help to maintain the diversity of commercial, industrial, recreational and transient uses along the waterfront and within the harbor, including:
  - Policies that support the maritime heritage and the entities that carry it forward
  - Land use and harbor policies that support and maintain a diverse mix of commercial, industrial, recreational and transient uses
  - Waterfront regulation and infrastructure that supports a diversity of uses
  - Municipal investments that are necessary to maintain and enhance access
  - Policies and infrastructure that protect the health of the harbor



## **Key Findings and Recommended Goals, Objectives, and Actions**

# Harbor and Mooring Management

## Key Findings

- Harbor and municipal infrastructure that supports users from within the City also supports adjacent towns, island communities, and regional commercial and recreational activities
- 7 channels in Rockland are important for the safe navigation of vessels within the harbor; all require clear markings and maintenance (See page 3 in Inventory for map showing channels)
  - 4 federal channels subject to Army Corps of Engineers (ACOE) rules, regulations, and maintenance; all are in need of review by the ACOE to determine the current depth and need for dredging
  - 3 municipal channels are defined by City Code ([Chapter 9, Art II, Sec 9-202](#)) – one in the northern end of the harbor marked by federal buoys, one located out from the Public Landing marked by local aids to navigation, and 1 in the southern portion of the harbor marked by a federal buoy; all are important to clearly mark and maintain
- There are 3 federally-designated anchorage areas in Rockland Harbor which need to be protected when considering harbor growth (See page 2 in Inventory for map showing anchorage areas)
- There are 6 historic mooring fields which have evolved over time; while there is room for expansion out into the harbor there are likely opportunities for more efficient layout of existing moorings
- Using data from the 2019 boating season, there were 597 moorings
  - 38% used by Rockland residents, 62% by non-residents
  - 84% recreational, 16% commercial
  - More comprehensive data may be desirable to collect
- While there are reserve accounts for some purposes, there aren't savings for all necessary maintenance and improvements to key harbor infrastructure
- Rockland Harbor is currently a "Class C" designated port, which means that the City can take vessels coming from a foreign country and their crew could clear customs in the City; passengers on those vessels cannot clear customs in Rockland

## Goals and Objectives

### Goal:

- A harbor and waterfront that support a diverse mix of commercial, industrial, recreational, transient, and residential uses and activities

### Objectives:

1. Harbor infrastructure that meets current and future needs
2. Mooring, anchoring, and navigation in the harbor available on a fair and equitable basis

3. Moorings fields that are organized to meet user needs and are supported by appropriate shoreside facilities
4. Sufficient mooring space and shoreside facilities for working waterfront uses
5. Infrastructure that can withstand flooding associated with sea-level rise and storm surge
6. Channels, anchorages, and mooring fields that allow efficient and safe navigation for all users
7. Appropriate growth that accommodates both waterside and shoreside needs
8. Adequate protection from storms and waves
9. Harbor revenues that help support needed investment and maintenance of municipal harbor and waterfront infrastructure
10. A fair share of harbor costs paid for by harbor users
11. Capital planning that proactively sets aside funds for necessary maintenance, improvements, and match for grants

Abbreviation Key:

Harbor Master - HM

Parks & Rec Committee – P&RC

City Staff - S

Wastewater Treatment Plant – WWTP

Harbor Trail Committee – HTC

Harbor Management Commission – HMC

City Council – CC

Comprehensive Plan Commission - CPC

## Recommended Actions

Moorings and Anchorages			
Objective	Recommended Action	Responsibility	Timeline
1,2,3,5,8	Update the existing mooring map and database with accurate information for tracking boat size, location, commercial/recreational, resident/non-resident, and mooring number along with GPS location	HM	Ongoing
1,2,3	Explore mooring management program to improve efficiency in renewals and improved tracking	HM	Immediate
1,2,3,5	Designate an official mooring expansion area within the harbor	HM	Short Term (1-2 years)
1,2,3,5	Evaluate mooring fields to determine needed closures, expansions or reorganization	HMC	Ongoing
1,3,6	Increase the amount of dinghy space to meet demand at each public facility	HM	Ongoing
1,2,5	Maintain adequate space in designated anchorage areas	HM	Ongoing
5,6	Improve protection of the anchorage area near the cement barge to help maintain unobstructed area; identify who the education and enforcement entity will be	HMC	Short Term (1-2 years)
5	Explore changing the designation of mooring fields to become special anchorage areas and eliminate the need for anchor lights within the mooring fields	HMC	Medium Term (3-5 Years)
1,2,3,6,9	Hold joint discussions with the Owls Head Harbor Committee on topics such as mooring management and access	HMC	Medium Term (3-5 Years)

<b>Safety and Security</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
1,5,7	Develop and maintain emergency plans for public health, stay in place, and harbor evacuation related emergencies coordinated with local, county, state and federal agencies	HM	Immediate/ Ongoing
1,5,7	Generate and maintain a contact list of waterfront and harbor stakeholders for emergencies	HM	Short Term (1-2 years)/ Ongoing
1,5	Deploy and maintain navigational aids as needed for safety (e.g. “no wake” areas)	HM	Ongoing
1,6,7	Discuss options for upgrading customs designation as needed	HMC	Long Term (5+ years)

<b>Channels and Navigation</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
1,5	Support the continued and timely maintenance of the federal navigation project areas, consistent with the current and anticipated future needs of the City’s water-dependent uses and facilities	All	Ongoing
1,5	Request ACOE conduct a survey of channel depths within the federal project areas	HM	Short Term (1-2 years)
1,5	Coordinate needed maintenance dredging with ACOE based on channel depths survey results	HM	Medium Term (3-5 years)
1,5	Evaluate the need for dredging at the Northern City Channel to maintain functional depth and explore necessary means of funding	HMC	Medium Term (3-5 years)
1,5	Provide and maintain navigational aids within City designated channels	HM	Ongoing
5	Explore landside and ocean disposal options for dredge spoils and evaluate cost/benefits	S	Short Term (1-2 years)

<b>Wave Attenuation</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
4,7	Request ACOE evaluation of the Rockland Breakwater to determine the effectiveness and needed repairs or improvements	HM	Short Term (1-2 years)
4,7	Coordinate with ACOE in funding any needed repairs and improvements to the Rockland Breakwater	HM	Medium Term (3-5 years)
4,7	Explore new means of wave attenuation to mitigate the adverse effects of wave action in targeted locations within the harbor	HMC	Long Term (5+ years)

<b>Harbor Budgeting</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
8,9,10	Develop a capital improvement plan and related reserve accounts to cover necessary maintenance and improvements to municipal infrastructure related to the harbor and waterfront	HM	Ongoing
8,9,10	Explore public/private partnerships to improve harbor and waterside infrastructure	All	Ongoing
8,9,10	When making a capital investment, anticipate flooding from sea level rise and storm surge during the full useful life of the facility	All	Ongoing
8,9,10	Annually review harbor related fees to ensure they are fair and competitive; identify opportunities to appropriately raise revenues	HMC	Short Term (1-2 years), Ongoing
8,9,10	Improve tracking of harbor related revenue (e.g. moorings, dockage, fuel sales, commercial/recreational, local/non-local) and expenses through the budgeting process	HM, S	Short Term (1-2 years), Ongoing
8,9,10	Seek federal, state, private, or other funds and partners where applicable to support implementation of this Plan	All	Ongoing

## Public Access

### Key Findings – General

- Providing public access to the harbor – physical and visual, commercial and recreational – is an important aspect of the municipal function
- The City of Rockland has an amazing portfolio of public properties along the waterfront; some of these are not used to their full potential
- Public access is largely concentrated in the southern half of Rockland’s waterfront
- While the Harbor Trail extends along part of Rockland’s waterfront, much work remains – including obtaining formal easements for existing sections of trail and trail expansion and extending the trail along waterfront properties owned by the City
- A comprehensive list of the existing properties and easements that provide public access to the harbor is not readily available - it is unknown whether additional rights-of-way exist over private properties or roads
- There is no comprehensive City-wide inventory of key visual corridors to the water
- Restrooms are not available at all municipal facilities and, where they are available, they are sometimes seasonal, temporary, or inadequate for the demand
- ADA accessibility at older public facilities may be incomplete
- Parts of Rockland’s waterfront properties are in the flood zone, meaning there are risks of flooding today and increased risk due to anticipated sea-level rise and storm surge within the expected life of the related infrastructure
- Proactive maintenance of public access infrastructure is inconsistent
- Rockland’s waterfront and harbor infrastructure are important to people and businesses throughout the region
- While the City’s Port Development fund is available for all public facilities, there are not adequate savings for necessary maintenance and improvements

### Key Findings – Property Specific

#### Breakwater and Lighthouse:

- The Breakwater is one of the most popular walks in Rockland for residents and visitors alike
  - The breakwater is owned by the US Government and managed by the US Army Corps of Engineers
  - The lighthouse building is owned by the City and managed by the Maine Lighthouse Foundation; public tours are sometimes provided in the summer
  - The working light is owned and maintained by US Coast Guard and is important to navigation
  - There is public boat access available at the breakwater via a small float
- Pedestrian access to the breakwater and lighthouse is via a small park at the end of Samoset



Road with roadside parking

- There are no public restrooms
- There is no recorded easement for pedestrian access from the park to the breakwater
- The Breakwater Lighthouse does not have a reserve account for repair and maintenance

**Commercial Fish Pier:**

- This facility is important to the working waterfront and provides long term dockage, transient tie-up, catch buying/selling, hydraulic lifts, gear storage, refrigeration, fuel sales, and bait sales
- The facility supports a variety of fisheries and harvesting, including lobster, herring, scallops, and aquaculture
- While in its current condition the Fish Pier may be at capacity; there may be opportunities to increase capacity by modifying layout/configuration
- A grant-funded improvement project is underway that will address age-related deterioration to piles and dolphins, resurfacing, stabilizing the storage areas, upgrading the electrical system, and maintenance dredging (estimated completion 2021)
- Refrigeration units are within the floodplain
- The property is deed restricted to protect commercial fishing uses
- The fence around the storage area is in need of repair or replacement
- A maintenance plan exists for this facility, including a reserve account funded by user fees and associated revenues
- Currently, there is not a safe place for the general public to sit and watch the boats come in

**Public Landing/Middle Pier:**

- These key properties have potential that is not yet realized (e.g. extension of the Boardwalk, potential amphitheater, greenspace)
- The properties are connected by an accessway used by the public; though there is no recorded City easement for the road or the public infrastructure running beneath it
- The Harbor Master building is in need of repair and located within the flood zone
- The Public Landing is used for mooring field access, transient and long term slip space, dinghy space, small cruise ship landings, and cruise ship tenders
- Middle Pier is used for commercial boat dockage, passenger vessel space, and, at times, cruise ship tenders
- Both the Public Landing and the Middle Pier are aging and in need of repair
- Both the Public Landing and Middle Pier can be rocky during an east or northeast blow
- Harbor Park has a reserve account; Public Landing and Middle Pier do not
- The waterfront supports festivals and events, which are important to the economy and local culture
  - Festivals and events can impact other public access uses (e.g. access to the docks)

**Sandy Beach:**

- Sandy Beach is the only public facility that offers beach access for lounging and swimming
- The City has a license agreement with the southern abutter allowing limited public access to a small piece of property south of Sandy Beach
- There are no year-round public restrooms
- There is no reserve account for Sandy Beach

**Snow Marine Park:**

- Snow Marine Park is the only publicly owned boat launch on the harbor
- The boat launch is important for both commercial and recreational vessels
- Portions of Snow Marine Park regularly flood
- Long term parking for boaters can conflict with other park uses (e.g. parking is often on the grass)
- Snow Marine Park is at the end of the current Harbor Trail, but the trail doesn't follow the water within the park
- Residents of Owls Head use Snow Marine Park to access the nearby mooring area which is in the Town of Owls Head
- The small leased building is in need of significant work; it also includes a mural by Carol Sebold that should be preserved
- There is no reserve account for Snow Marine Park

**Schooner Wharf (Port District Property)**

- Rockland hosts the largest fleet of windjammers and schooners in the Northeast, and has had a continuous presence of commercial sailing vessels since the State's founding
- Schooner Wharf is important to maintain as a historic asset and part of Rockland's maritime heritage
- Schooner Wharf is owned by the Port District, the City owns the parking lot and upland property
- Schooner Wharf is on the Harbor Trail
- The Port District maintains a reserve account for Schooner Wharf
- Sedimentation from Lindsay Brook fills Lermond Cove and increases the need for maintenance dredging; anecdotally, sedimentation is said to be occurring faster today than in the past

## Goals and Objectives

Goal:

- Ample opportunities for residents, businesses, and visitors to connect with Rockland’s harbor and maritime heritage

Objectives:

1. A healthy working waterfront supported by adequate commercial access points and related infrastructure
2. Public facilities along the waterfront, interconnected via multi-use trails/paths
3. Public access for active and passive recreation available at multiple locations throughout the waterfront
4. Increased physical access opportunities in the northern half of Rockland’s waterfront
5. View corridors to the water throughout the City
6. Important scenic views are identified and protected where feasible
7. Public facilities that are fully accessible, to the extent feasible
8. Funded reserve accounts for maintenance, improvements, or matching for related grants at all key facilities
9. Clean, accessible, and modern restrooms at key waterfront facilities
10. Infrastructure designed to withstand flooding associated with sea level rise and storm surge during its expected useful life
11. Community events and festivals are encouraged at waterfront facilities and managed to maintain access to the water for all

Abbreviation Key:

Harbor Master - HM

Parks & Rec Committee – P&RC

City Staff - S

Wastewater Treatment Plant – WWTP

Harbor Trail Committee – HTC

Harbor Management Commission – HMC

City Council – CC

Comprehensive Plan Commission - CCP

## Recommended Actions

<b>Public Access and Municipal Facilities – General</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
1,2,3,4	Improve public access on the northern half of the harbor and, when feasible, acquire appropriate rights or land	S, HTC	Short Term (1-2 years), Ongoing
1,3,3,4	Consider appropriate uses for the City-owned lot on Samoset Road	S, P&RC	Short Term (1-2 years)
1,2,3,	Support and prioritize obtaining recorded public access rights to the Boardwalk and pedestrian access rights to Rockland Breakwater	S	Short Term (1-2 years), Ongoing

1,2,3	Obtain additional rights to improve connectivity of public access along the waterfront	S,HTC	Ongoing
1,2,3,4,5,6,7,8,9,11	Continuously improve the public's experience along the waterfront	S, HTC, P&RC	Ongoing
1,2,3,4	Continuously evaluate opportunities to enhance the City's portfolio of waterfront properties or rights of way	All	Ongoing
2,3,5,6,7,	Review City ordinances and propose appropriate standards or incentives to encourage public access as part of all waterfront development projects	S	Medium Term (3-5 years)
1,2,6	Conduct a comprehensive inventory of current and historic public access points	S	Short Term (1-2 years)
1,2,6	Maintain existing and historic rights of access	S	Ongoing
1,7	Preserve opportunities for expansion of City piers and infrastructure; collaborate with adjacent property owners to preserve and maximize opportunities for expansions to meet public and private needs	All	Ongoing
8,10	Consider anticipated sea-level rise and storm surges during the useful life of the project in all capital investment decisions	All	Ongoing
8,9	Provide public restrooms (ideally flush toilets) at key waterfront properties	HM, P&RC	Medium Term (3-5 years)
7,8	Evaluate ADA accessibility and potential improvements as part of all major repair or improvement projects	S	Ongoing
1,3,8	Explore areas within the City which would be appropriate to accommodate overnight parking for harbor boaters; investigate fees and revise parking policies as necessary	S	Short Term (1-2 years)
8	Develop a capital improvement plan for key waterfront infrastructure and associated reserve accounts	HM,S	Medium Term (3-5 years)

<b>Breakwater and Rockland Harbor Light</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
2,3,4	Work with the Samoset Resort and Jameson Point residents to identify a location at or near the end of Samoset Road for a public restroom	S	Ongoing
2,3,4	Work with the Samoset Resort to obtain an easement for the Harbor Trail	S	Short Term (1-2 years)
4,7,8,10	In coordination with relevant committees, review lease, develop a maintenance plan, and coordinate with current lease holders on improvements and operations	S	Short Term (1-2 years)
<i>Actions related to maintenance, improvement and effectiveness of the breakwater are included under the Harbor and Mooring Management section; see page 12.</i>			

<b>Commercial Fish Pier</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
1,8,10	Consider options to maximize flexibility and adapt to changing needs in the commercial fishing industry	HM, S	Ongoing
1,8,10	Add additional floats and ramps as necessary to support the needs of the Fish Pier users	HM	Short Term (1-2 years)
1,8,10	Explore ways to add additional cooler space and move coolers out of the flood zone	HM	Short Term (1-2 years)
1,8,10	Consider whether changes to the layout would improve efficiency and add capacity and space for additional uses	HM	Ongoing
1,8,10	Investigate additional areas for adding usable space, either through dredging to add berthing and docking space or through the construction of a new pier or float space	HM	Long Term (5+ years)
1,7	Preserve opportunities for reasonable expansion to meet future needs	All	Ongoing
1,8,10	Consider opportunities to improve fencing by the trap area that is both functional and attractive; provide public seating and signage where the general public can view the commercial activity on the pier	HM, S	Immediate
1,8,10	Review storage area to evaluate its highest and best use for commercial fishing needs	HM	Ongoing

<b>Public Landing/Middle Pier</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
1,2,3,5,7,8,9,10,11	Evaluate infrastructure needs and determine scope of improvements, with consideration of past plans and concepts, as well as new ideas	S	Immediate
1,3,8,10	Document riparian rights, landside rights, and other site considerations to better understand expansion possibilities	S	Short Term (1-2 years)
1,2,3,8	Purchase the property located between the Public Landing and Middle Pier, if available and feasible	S	Short Term (1-2 years)
1,2,3,8	Obtain ownership or recorded easement to access road that connects Harbor Park with Buoy Park/Middle Pier	C	Short Term (1-2 years)
1,2,3,8	Adequately fund port development account for future needs and grant matching or create reserve account for Public Landing and Middle Pier; consider combining with existing account for Harbor Park	S	Short Term (1-2 years)
1,2,3,8	Improve and possibly relocate the Harbor Master's building – consider floodplain, as well as the visual and physical needs of Harbor Master in relation to the harbor and boat traffic	S	Medium Term (3-5 years)

1,7	Preserve opportunities for reasonable expansion to meet future needs	All	Ongoing
1,2,3,8	Develop policies that provide access to the public ramp, floats, and Harbor Trail during events; revise application materials for facility use accordingly	HMC	Short Term (1-2 years)
1,2,3,8	Develop a plan that considers Public Landing, Middle Pier, and the adjacent parks together, with consideration to the key objectives below	S	Medium Term (3-5 years)

**Key Objectives Future Planning at Public Landing/Middle Pier:**

- Accommodate public access (both physical and visual)
- Accommodate of the functional needs of the harbor (e.g. water, bathrooms, pump out, Wi-Fi, showers, deliveries, parking, etc.)
- Provide connectivity to the boardwalk and Harbor Trail
- Consider ideas from past master planning projects (e.g. relocation of the Harbor Master’s building, dock and pier orientation, amphitheater, green space, restrooms, etc.)
- Explore obtaining all of the property between Middle Pier and Public Landing
- Parking should be incorporated into the design, but the pedestrian experience and waterfront green space should be prioritized
- Plan for risks associated with flooding and sea-level rise
- Plan for flexibility as demands for these sites change or grow over time

<b>Sandy Beach</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
8	Adequately fund port development account for future needs and grant matching or create a reserve account	S	Short Term (1-2 years)
1,7	Preserve opportunities for reasonable expansion to meet future needs	All	Ongoing
7	Develop a permanent public restroom	S	Medium Term (2-5 years)

<b>Snow Marine Park</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
2,7,8,11	Plan for appropriate uses and activities and consider this property as an appropriate location for future public events and festivals	P&RC, HMC	Ongoing
2,11	Develop policies that ensure access to the public ramp, floats, and Harbor Trail during events; revise event application materials accordingly	HMC	Ongoing
7,8	Explore options and policies for long term or overnight parking for cars and boat trailers	S, P&RC	Immediate
8	Make necessary repairs to the structure currently being	S	Short



	leased or provide a lease term sufficient for the tenant to make repairs; preserve mural painted by Carol Sebold		Term (1-2 years)
8	Adequately fund port development account for future needs and grant matching or create reserve account	S	Ongoing
7,8,10	Add dinghy dock and maintain on-shore storage for personal watercraft	HM	Short Term (1-2 years)
2,6,8	Provide a trail along the waterfront and stairs to the water	S, HTC, P&RC	Medium Term (3-5 years)
7,8,9	Review the need for additional amenities and added restrooms; consider increasing grade for site usability; actively plan for improvements as necessary	S	Long Term (5+ years)
1,7	Preserve opportunities for reasonable expansion to meet future needs	All	Ongoing
8	Open dialogue with Owls Head over shared interest and needs for Snow Marine Park	HM	Medium Term (3-5 years)

<b>Schooner Wharf (Port District Property)</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
8	Work with Port District on improvement and maintenance plan	S	Ongoing
8	Monitor filling of Lermond Cove from Lindsay Brook sedimentation and develop remediation plan as needed	S	Ongoing
10	Evaluate the risks to investments and infrastructure due to flooding associated with sea-level rise and storm surge in collaboration with the Port District	S	Ongoing

# Regulatory Context

## Key Findings

- The rules that regulate harbor and waterfront development are complex and involve multiple federal, state and local agencies and departments (See Section F, page 23 in the Inventory for more information)
- The Harbor Master is responsible for harbor and vessel care, harbor operations and safety (See [Section 2-702](#))
- The purpose of the Harbor Management Commission (HMC) is to...  
*“...protect marine-historic resources and sensitive natural resource areas found along its harbor and in nearshore coastal waters; to provide growth in public opportunities for water-based recreational activities; to maintain and enhance navigational facilities for the benefit of all harbor users; and to allocate land and water resources in an economically and environmentally sound manner”*
- HMC is responsible for
  - Annual review and recommending updates to the Harbor Management Plan
  - Recommending related ordinances for adoption by City Council
  - Review applications for consistency with the Harbor Management Plan
  - Other duties as outlined in [Section 2-703](#)
- The Planning Board and Code Enforcement Office review and approve applications for construction of land use activities within the shoreland zone

## Goals and Objectives

### Goal:

- Clear and effective regulations that support waterfront development and harbor use consistent with City goals, harbor capacity (whether natural or human-made), and municipal legal authority

### Objectives:

1. The City understands and exercises its authority to oversee harbor development and use for the benefit of the community and protection of the environment
2. Regulatory clarity and predictability for municipal regulation
3. All regulated structures and activities are properly authorized by the appropriate federal, state, and local authorities
4. A user-friendly and practical Harbor Management Plan that is reviewed annually and updated as needed

## Recommended Actions

Abbreviation Key:

Harbor Master - HM

Parks & Rec Committee – P&RC

City Staff - S

Wastewater Treatment Plant – WWTP

Harbor Trail Committee – HTC

Harbor Management Commission – HMC

City Council – CC

Comprehensive Plan Commission - CPC

<b>Regulatory Context</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
1,2,3	Identify any gaps in current City regulation that are within municipal authority	HM, S, HMC	Short Term (1-2 years)
1,2,3	To better ensure City involvement in future development of the harbor and to fill any gaps in regulation, consider the recommended standards or incentives below and the following: <ul style="list-style-type: none"> <li>• Enhancements to existing City standards</li> <li>• A separate ordinance such as a Marine Construction Ordinance</li> <li>• Houseboat regulations that consider whether they would be allowed and, if so, under what conditions, standards, and/or limitations</li> <li>• Or other options as appropriate</li> </ul>	HM, S, HMC	Short Term (1-2 years)
1,2,3	Develop a checklist of standards and approvals for applicants and applicable City departments, boards, and commissions to be used while issuing permits	S, HM	Short Term (1-2 years), Ongoing
4	Annual review of the Harbor Plan	HMC	Ongoing
1,3	Keep abreast of federal and state rules related to the harbor and foster a productive working relationship with federal and state agencies	HM	Ongoing
1,3	Seek coordination with Owls Head on harbor regulations	HMC	Ongoing
<p><b>Recommended standards or incentives that could be considered when updating City regulations:</b></p> <ul style="list-style-type: none"> <li>• Provisions for integrating public access into waterfront projects</li> <li>• Consideration of flooding and storm surge for new construction</li> <li>• ADA accessibility, where feasible</li> <li>• Provisions for incentivizing the creation or maintenance of view corridors</li> <li>• Dimensional standards for piers and wharfs</li> <li>• Minimization of impacts on traditional fishing grounds</li> <li>• Protection of harbor health</li> <li>• Standards that encourage a sufficient number of boat pump outs</li> <li>• Encouragement of environmentally sustainable materials (e.g. alternatives to foam-filled floats)</li> <li>• Minimize hazards to navigation</li> </ul>			

# Harbor Health

## Key Findings

- Natural resources in and around the harbor provide for a variety of habitat that supports fish and wildlife, and desired human uses (e.g. swimming, commercial and recreational fishing, etc.)
- Wading bird and waterfowl habitat is located throughout the harbor but is concentrated in the shallow area near Jameson Point
- Eelgrass beds, which support a wide range of organisms and ecological functions, are located throughout the harbor; the largest area is in the shallow waters near Jameson Point
- Shellfish habitat has been identified in the shallow area near Jameson Point; however, the State has closed the harbor to commercial harvesting due to water quality
- The coastal bluff areas along the shoreline are more susceptible to erosion, particularly on the northern end
- Stormwater run-off, direct discharges, and other non-point sources of pollution (e.g. boats) are the main threat to water quality and sometimes lead to warnings or closures to swimming
- The harbor’s environment includes water quality, air quality, marine life and habitat, noise pollution, and light pollution all of which have limited capacities

## Goals and Objectives

Goal:

- The environmental quality of the harbor supports healthy natural resources, ecological functions, habitats, and sustainable human use

Objectives:

1. Preserve, protect, maintain and, wherever feasible, improve the quality of the harbor’s natural resources
2. Decision making that is informed by science-based information, collaboration, and best practices

Abbreviation Key:

Harbor Master - HM

Parks & Rec Committee – P&RC

City Staff - S

Wastewater Treatment Plant – WWTP

Harbor Trail Committee – HTC

Harbor Management Commission – HMC

City Council – CC

Comprehensive Plan Commission - CCP

## Recommended Actions

Harbor Health			
Objective	Recommended Action	Responsibility	Timeline
1,2	Identify potential partners (e.g. Mid-Coast School of Technology, Island Institute, adjacent communities) for collaboration with harbor health knowledge, opportunities, and threats	HMC, S	Ongoing
1,2	Working with partners, prepare and publish a “state of	HMC, S	Medium

	<p>the harbor” report which can serve as a baseline for harbor health and help focus on areas that inform better decisions on municipal uses and regulation</p> <ul style="list-style-type: none"> <li>• Baseline data could include water quality, movement of water, soils, habitat, species, etc.</li> </ul>		Term (3-5 years)
1,2	Prioritize projects that improve stormwater separation	WWTP	Ongoing
1,2	Monitor the municipal wastewater treatment in accordance with best available technology and the highest standards of operation and maintenance	WWTP	Ongoing
1,2	Explore tools to help monitor and protect, as needed, the environmental capacity of Rockland Harbor	HMC	Ongoing
1,2	Regularly request water quality and/or soils testing from Department of Marine Resources to determine whether shellfish harvesting and aquaculture can be allowed	HM	Ongoing
1,2	Explore regulatory limits or bans on pesticide use	S	Short Term (1-2 years)
1,2	Continue support of regulations limiting the use of plastic bags and extruded polystyrene food containers	CC	Ongoing
1,2	Improve harbor water quality through reasonably attainable reductions in non-point sources of pollution and enhanced protection from point sources of pollution	WWTP, HM, HMC	Ongoing
1,2	Create and maintain accurate mapping of harbor habitat using easily accessible data and, when available, locally-focused data	HM, S	Ongoing

# Marine Economy

## Key Findings

- County wide, the marine economy makes up over 17% of the total economy; Rockland is the major contributor to the County economy
- Rockland's marine economy is diverse and expansive
  - NOAA defined the major components of the marine economy as commercial fishing, marine construction, marine transportation, tourism, and boat building/repair -- all of which are healthy and active components of Rockland's marine economy
  - There are considerable overlap and interdependence with other economic sectors, such as retail, professional services, outdoor recreation, food service, tourism, and manufacturing
- The working waterfront supports a variety of commercial fishing and water-dependent businesses
- Rockland is one of the top 10 ports in Maine by value of fisheries
- Rockland has the largest fleet of schooners and windjammers in the Northeast
- Water dependent businesses identified housing as a major challenge in attracting workers
- The importance of particular fisheries and opportunities fluctuate over time; one current opportunity is aquaculture
- Physical and visual access to the harbor provide economic, recreational, and other benefits to the City
- Rockland provides a number of public facilities that help support the marine economy – Commercial Fish Pier, Snow Marine Park boat launch, Middle Pier, Schooner Wharf, and Public Landing (See Public Access section starting on page 15)

## Goals and Objectives

### Goal:

- Continued strength in Rockland's marine economy that supports a diversity of jobs, uses and economic activity

### Objectives:

1. Suitable waterfront infrastructure and facilities support both public and private economic activity
2. Rockland's marine economy remains diverse so that no one activity is dominant
3. The working waterfront is important to Rockland's economy and marine heritage
4. Harbor infrastructure (both public and private) supports the region's commercial fishing, marine construction, tourism, boat building, and other needs



5. Private marinas and commercial dock space thrive and help to meet the overall needs of the harbor
6. Workforce housing options allow for workforce growth to support the marine economy
7. City policies and investments help preserve the mixed-use nature of the waterfront and support flexibility to better meet the needs of the future

Abbreviation Key:

Harbor Master - HM

Parks & Rec Committee – P&RC

City Staff - S

Wastewater Treatment Plant – WWTP

Harbor Trail Committee – HTC

Harbor Management Commission – HMC

City Council – CC

Comprehensive Plan Commission - CPC

## Recommended Actions

<b>Marine Economy</b>			
<b>Objective</b>	<b>Recommended Action</b>	<b>Responsibility</b>	<b>Timeline</b>
2,3,5,6	Review waterfront zoning to ensure that water-dependent uses and appropriate non-marine related development of waterfront commercial areas are protected	CPC, S	Ongoing
2,3,5,6	Continuously improve the City's regulatory process with predictability and clarity in mind	All	Ongoing
1,2,3,4,7	Monitor commercial fishing trends to ensure the Commercial Fish Pier continues to support the changing needs of the industry	HM, HMC	Ongoing
1,2,4,5,6,7	In collaboration with other stakeholders, pursue and develop opportunities to connect local residents with the waterfront and Rockland's marine heritage	S, HMC	Ongoing
1,2,4,5,6,7	Explore public-private partnerships to provide needed infrastructure and services and to achieve the objectives of this Plan	S	Ongoing
1,2,7	Consider what marine-related responsible tourism means for Rockland and ways to integrate appropriate principles into City policy	HMC	Short Term (1-2 years)
3,6	Consider how best to address workforce housing needs (both year-round and seasonal) as part of the Comprehensive Plan	CPC	Short Term (1-2 years)
1,2,3,4	Monitor fisheries trends to provide baseline information on future needs for the commercial fishing industry	HM	Ongoing

# Cruise Ships

## Key Findings

- During the 2019 season, there were approximately 34 cruise ship visits to Rockland
  - 1 large cruise ship (501 passengers or more)
  - 33 small cruise ships (500 passengers or fewer)
- In 2017, there were 25 small ship visits and 5 large ship visits
- As of January 2020, there were 30 small ships and 6 large ships are already booked for the 2020 season; the City had turned away 1 large ship for this season
- City policy on cruise ships was adopted in 2018 (order #51); it manages the number of ships that can be in the harbor and is based on the capacity of the City infrastructure as measured by the number of people it can serve
  - 1 ship can anchor
  - 1 small ship can dock
  - The daily passenger cap for January-August and November-December is no more than 2 ships with no more than 500 passengers each
  - The daily passenger cap for September and October is 3,000 passengers
  - No more than 6 ships total are allowed from September to October
- Approximately 12% of the FY20 harbor budget comes from cruise ship fee revenue
- Consistent with City policy, 70% of the revenues from cruise ship fees are dedicated to an infrastructure reserve account - the Port Development Fund; the remaining 30% supports the harbor budget
- Small cruise ship landings and cruise ship tenders are in most cases directed to the Public Landing dock; the Public Landing is in need of age-related updates and repair
- Cruise ship tenders are sometimes directed to Middle Pier; Middle Pier also is in need of age-related updates and repair
- Public restrooms near where cruise ships disembark are limited; portable toilets are needed during the boating season
- Court precedent suggests the use of fee revenue must be related to services provided to visiting vessels (See *Cruise Lines Int'l Ass'n Alaska v. City of Juneau*); there is subsequent precedence in Juneau, Alaska for other municipal uses from the Cruise Lines International Association agreement

## Goals and Objectives

Goal:

- Cruise ship tourism that provides benefits to the City while protecting the natural environment and not overwhelming the capacity of the City to serve its residents and other activities/uses

Objectives:

1. Cruise ships are one aspect of a balance of uses within the harbor
2. Policies toward cruise ships adequately protect the capacity of City facilities, infrastructure, and environment
3. Cruise ship activities (anchoring, tendering, etc.) maintain safety and navigation within the harbor
4. Revenues from cruise ship landings support needed improvements to City facilities and infrastructure
5. Restroom facilities along the waterfront are sufficient to adequately handle the demand from the variety of waterfront and harbor related uses

Abbreviation Key:

Harbor Master - HM

Parks & Rec Committee – P&RC

City Staff - S

Wastewater Treatment Plant – WWTP

Harbor Trail Committee – HTC

Harbor Management Commission – HMC

City Council – CC

Comprehensive Plan Commission - CCP

## Recommended Actions

Cruise Ships			
Objective	Recommended Action	Responsibility	Timeline
1,2,3,4	Review and amend the City’s existing cruise ship policy using the following recommendations: <ul style="list-style-type: none"> <li>- Allow large ships (501 passengers and larger as shown on the published ship passenger capacity) in September and October only and maintain the 6 ship limit</li> <li>- Clarify there is no limit on the timing or number of small ships (500 passengers or less as shown on the published ship passenger capacity)</li> <li>- Clarify that the passenger count referenced in the policy refers to the number of passengers as shown on the published ship passenger capacity</li> <li>- Limit passenger count for large ships to no more than 3,000 passengers shown on the published ship passenger capacity</li> <li>- Review the definition of “cruise ship” in City ordinances and clearly exclude schooners, windjammers, and similar vessels</li> </ul>	HMC	Immediate
1,2,3	At least annually, review the cruise ship policy for potential changes or improvements	HMC, CC	Ongoing

	<ul style="list-style-type: none"> <li>- Incorporate public feedback within the review process</li> <li>- Tie policies to municipal capacity</li> <li>- Review fees to ensure appropriate support for facilities and infrastructure</li> </ul>		
1,2,3	Develop a safety valve provision in the rules to allow the Harbor Master to authorize additions or limitations to the policy on a temporary basis	HMC	Short Term (1-2 Years)
1,2,3	Collect data on the number of large and small ship visits, ship size, ship capacity, and number of people who disembark, as well as the similar data on ships turned away	HM	Short Term (1-2 years), Ongoing
2,3,4	Evaluate whether and how current rules would allow the City to regulate cruise ship landings at private facilities and explore options for additional regulations if necessary	S, City Attorney	Short Term (1-2 years)
2,3	Explore, and if applicable, implement, methods to encourage environmentally responsible cruise lines and discourage those with poor environmental records	S, HMC	Immediate
1,2,4,5	Evaluate the existing infrastructure and environment to determine capacities to handle passengers from cruise ships	S	Short Term (1-2 years), Ongoing

**Factors to consider when discussing capacity:**

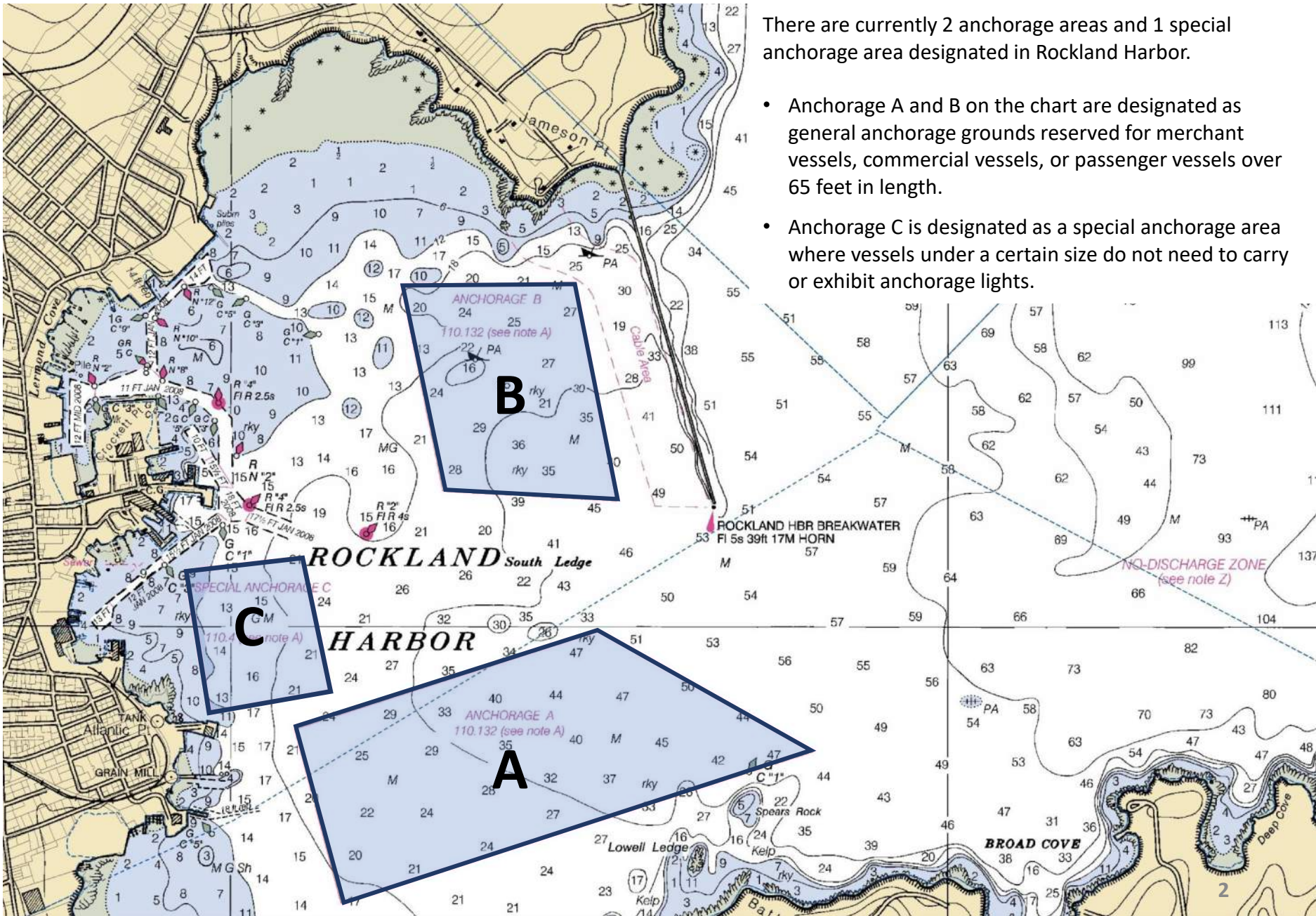
- Public dock space and landing areas
- Public restroom facilities
- Local streets and parking areas
- Staff
- Harbor space
- Natural resources

# Harbor Inventory

# A. Anchorage Areas

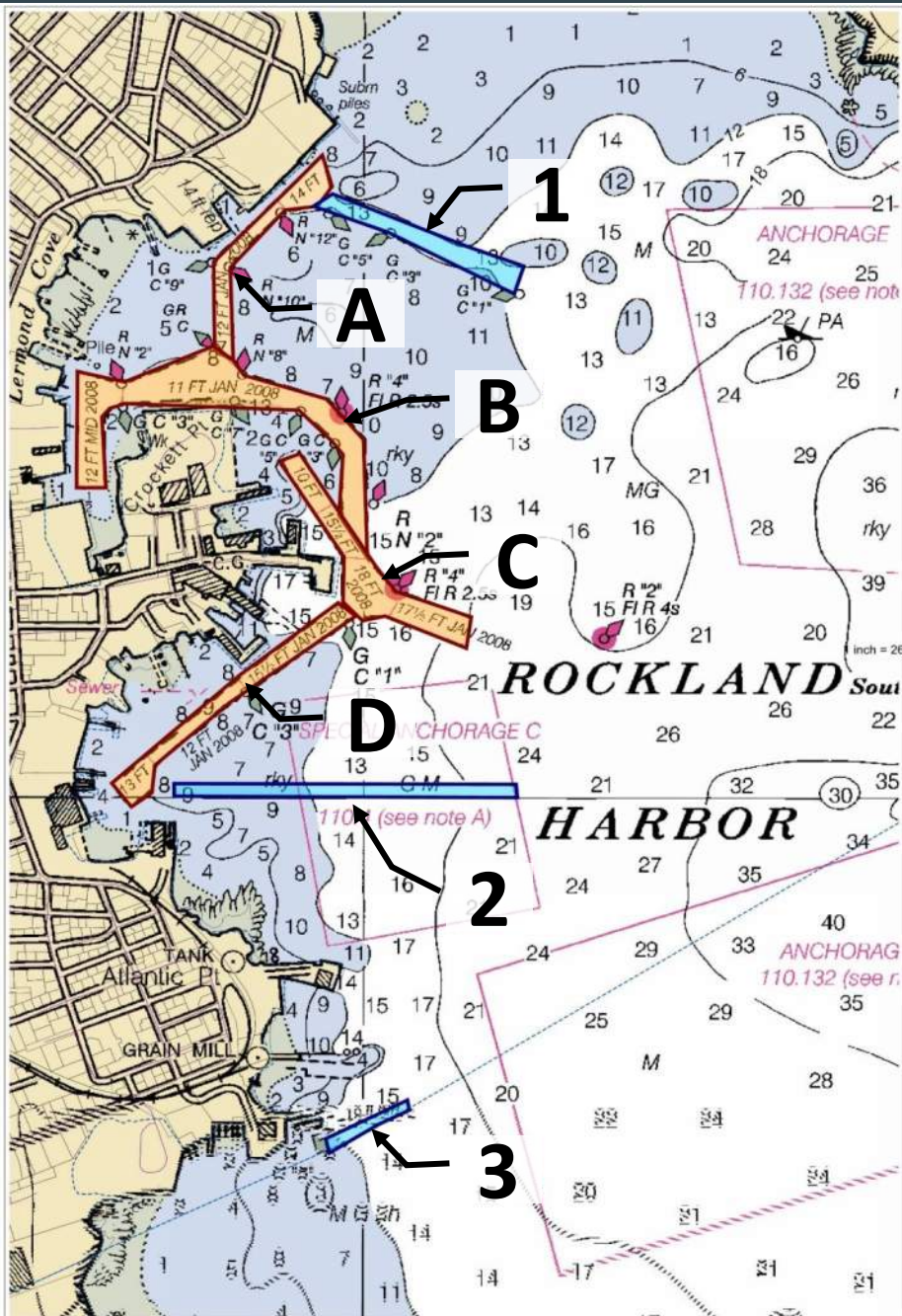
There are currently 2 anchorage areas and 1 special anchorage area designated in Rockland Harbor.

- Anchorage A and B on the chart are designated as general anchorage grounds reserved for merchant vessels, commercial vessels, or passenger vessels over 65 feet in length.
- Anchorage C is designated as a special anchorage area where vessels under a certain size do not need to carry or exhibit anchorage lights.





# B. Channels



Rockland Harbor has seven (7) channels. There are four (4) federally dredged channels which are subject to maintenance and oversight from the US Army Corps of Engineers (ACOE). There are three (3) municipally managed channels.

## Federal Channels

- A. Northern Federal Channel.** Extends from the preferred channel marker north to the docks and turning basin. According to Coast Pilot, depth was 13' in the channel and 14' in turning basing in 2008.
- B. Lermond Cove/Crockett Point Channel.** Maine State Ferry Service uses the channel regularly. This channel leads to the entrance of the northern channel. Depths range from 14' at the entrance to 11' towards Lermond Cove.
- C. Approach Channel.** Commencing just east of Red #2 cage buoy heading towards the Coast Guard pier, this is the entrance to all channels. Charted depth is 17.6'. The north-western portion of the channel, after the intersection with the "B" channel, stops within a short distance.
- D. South Channel.** This channel commences near the Coast Guard pier and ends at the Public Landing with a turning basin. Charted depth is 15'.

## Municipal Channels

- 1. Northern City Channel.** Most northern channel in the Harbor. This channel is federal marked but not maintained. Channel depth is approximately 13' according to NOAA Charts
- 2. Main City Channel.** This channel runs through the central mooring area toward the Public Landing. It is approximately 80' wide and was established by the City, not as part of a federal navigation project.
- 3. South End City Channel.** Short City channel running approximately from the ship yard property to the marine rail.

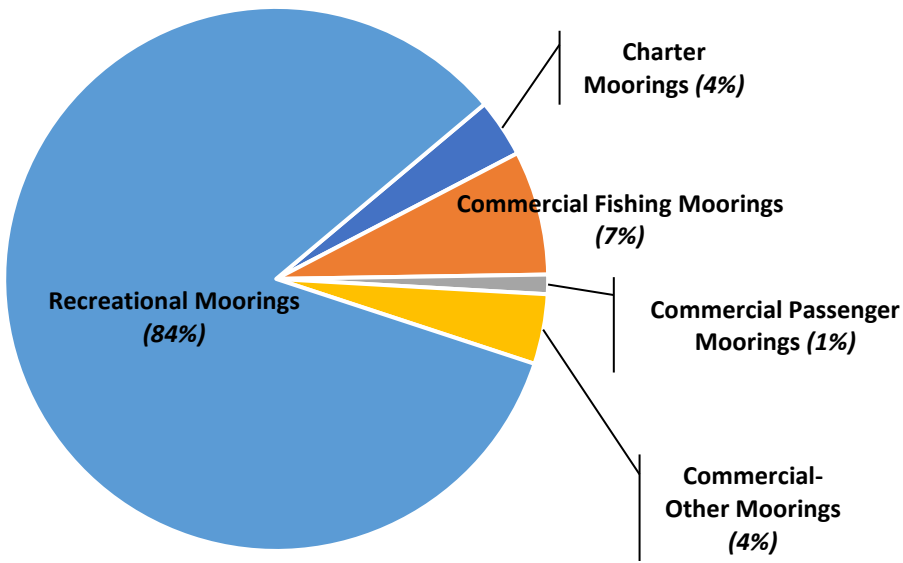
# C. Moorings

597 moorings in Rockland as of January 2019.

Estimated Mooring Use Breakdown		
Private	413	69%
Rental	111	19%
Service	46	8%
Other	27	4%

Estimated Resident vs Non Resident Breakdown		
Residential	227	38%
Non-Residential	370	62%

## Mooring Classifications



## Moorings by Location

Mooring Area	# of Moorings	% of Total	Mooring Area	# of Moorings	% of Total
Breakwater	12	2%	Crocket Point	75	14%
Central	265	49%	Jameson Point	10	2%
<i>Inner Central - North</i>	81		Lermond Cove	29	5%
<i>Inner Central - South</i>	79		North End	145	28%
<i>Outer Central - North</i>	61				
<i>Outer Central - South</i>	44				

Source: Rockland Harbor Masters Office, January 2019

### Mooring Areas

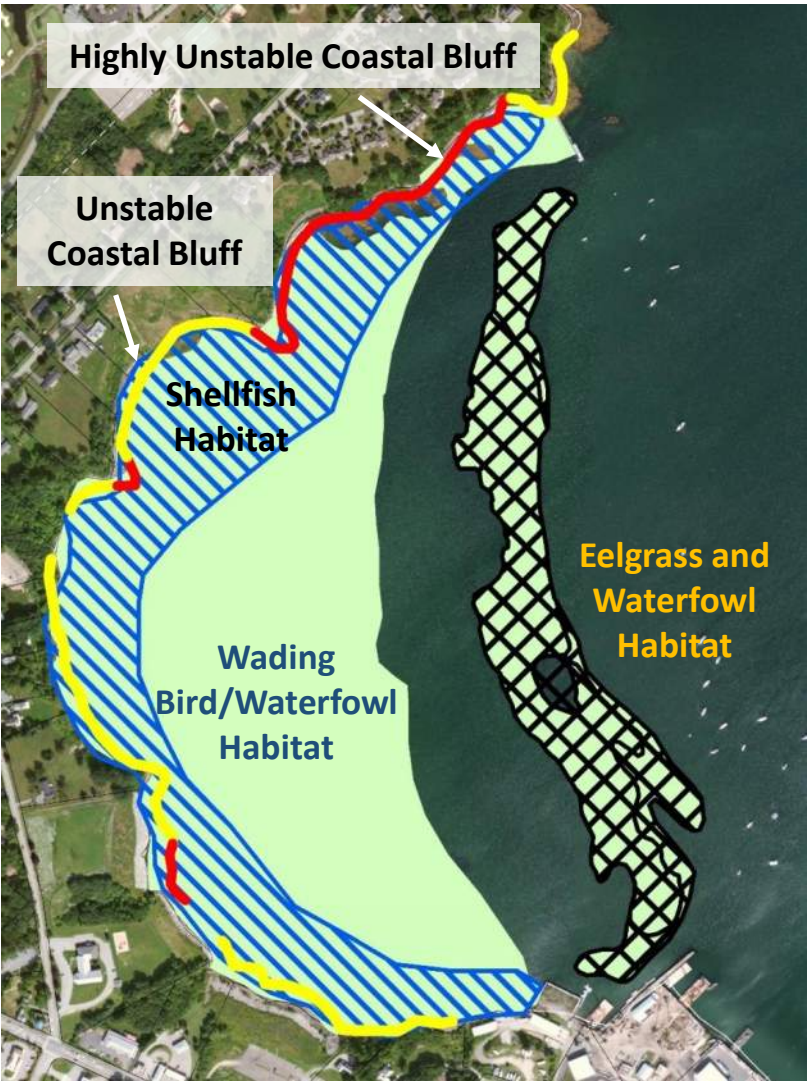
The City has six (6) primary mooring fields – Breakwater Area, Central (broken into four (4) parts), Crocket Point, Jameson Point, Lermond Cove, and North End.







# D. Natural Environment



- **Highly Unstable Coastal Bluff**
- **Unstable Coastal Bluff**
- Mapped Shellfish Areas**
- Mapped Eelgrass Areas**
- Tidal Waterfowl and Wading Bird Habitat**

## Habitat

### Tidal Waterfowl and Wading Bird Habitat

- The Maine Department of Environmental Protection (DEP) has identified portions of the cove near Jameson Point as Tidal Waterfowl and Wading Bird Habitat.
- These areas are typically located within coastal wetlands, eelgrass areas, or other coastal habitat which is already regulated as a protected natural resource under the Natural Resources Protection Act (NRPA).

### Eelgrass Areas

- Maine Department of Marine Resources (DMR) has mapped an eelgrass area in the cove near Jameson Point.
- Eelgrass is an important natural habitat that provides critical shelter for juvenile fish and invertebrates.

### Shellfish Habitat

- DMR has mapped shellfish habitat in the cove near Jameson Point.
- Shellfish harvesting is prohibited in all of Rockland Harbor due to existing pollution.

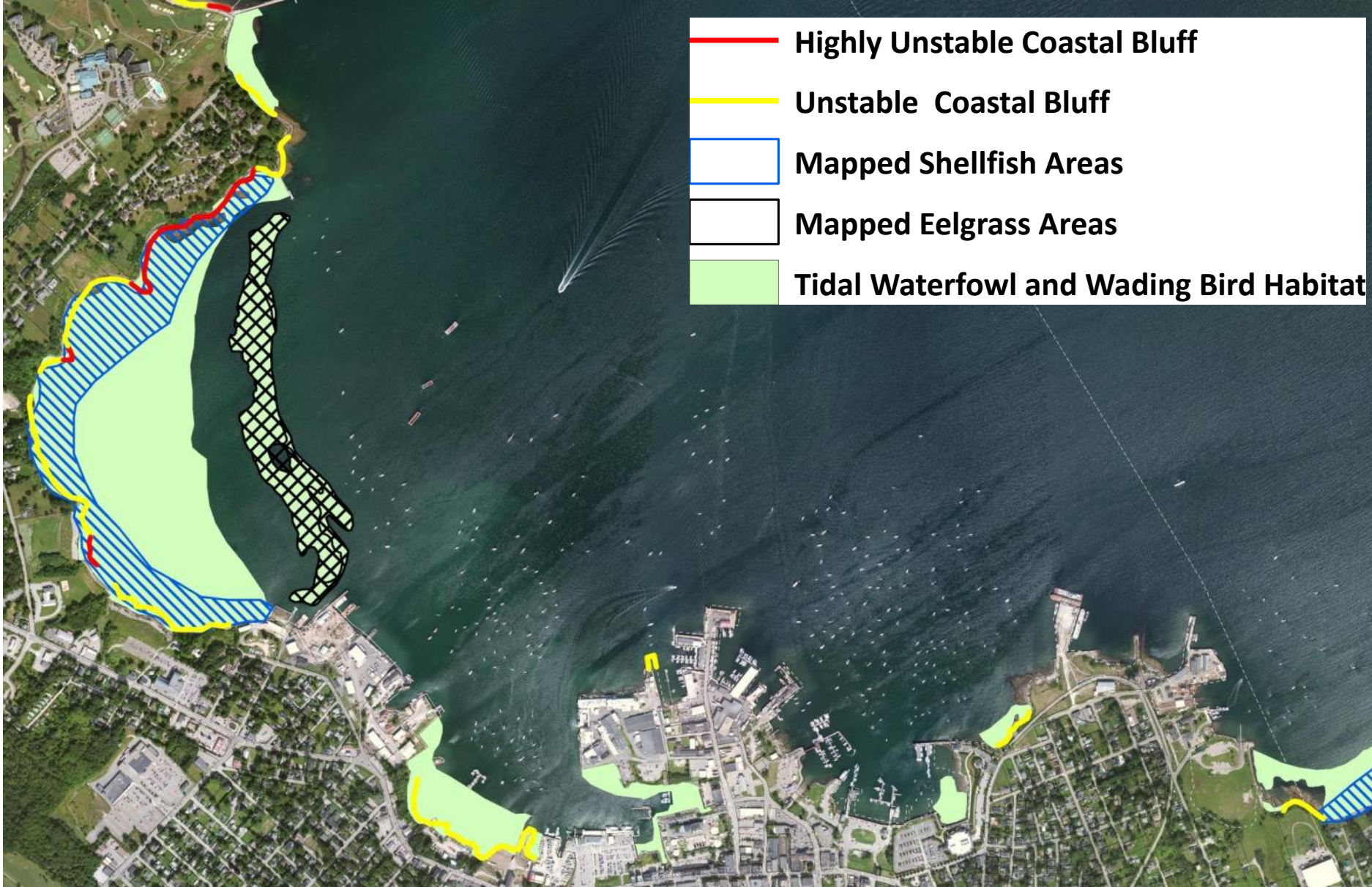
## Water Quality

- There are several licensed discharges in Rockland Harbor.
- Maine Department of Marine Resources has closed Rockland Harbor to shellfish harvesting due to water quality and bacteria issues.

## Coastal Bluff Hazard Areas

- Maine Geological Survey has identified several areas along the waterfront that are classified as highly unstable or unstable coastal bluffs. These areas are at risk of erosion.

# D. Natural Environment





## Map of Rockland's Waterfront Areas





# E. Waterfront

## FOCUS MAP: Jameson Point





# E. Waterfront

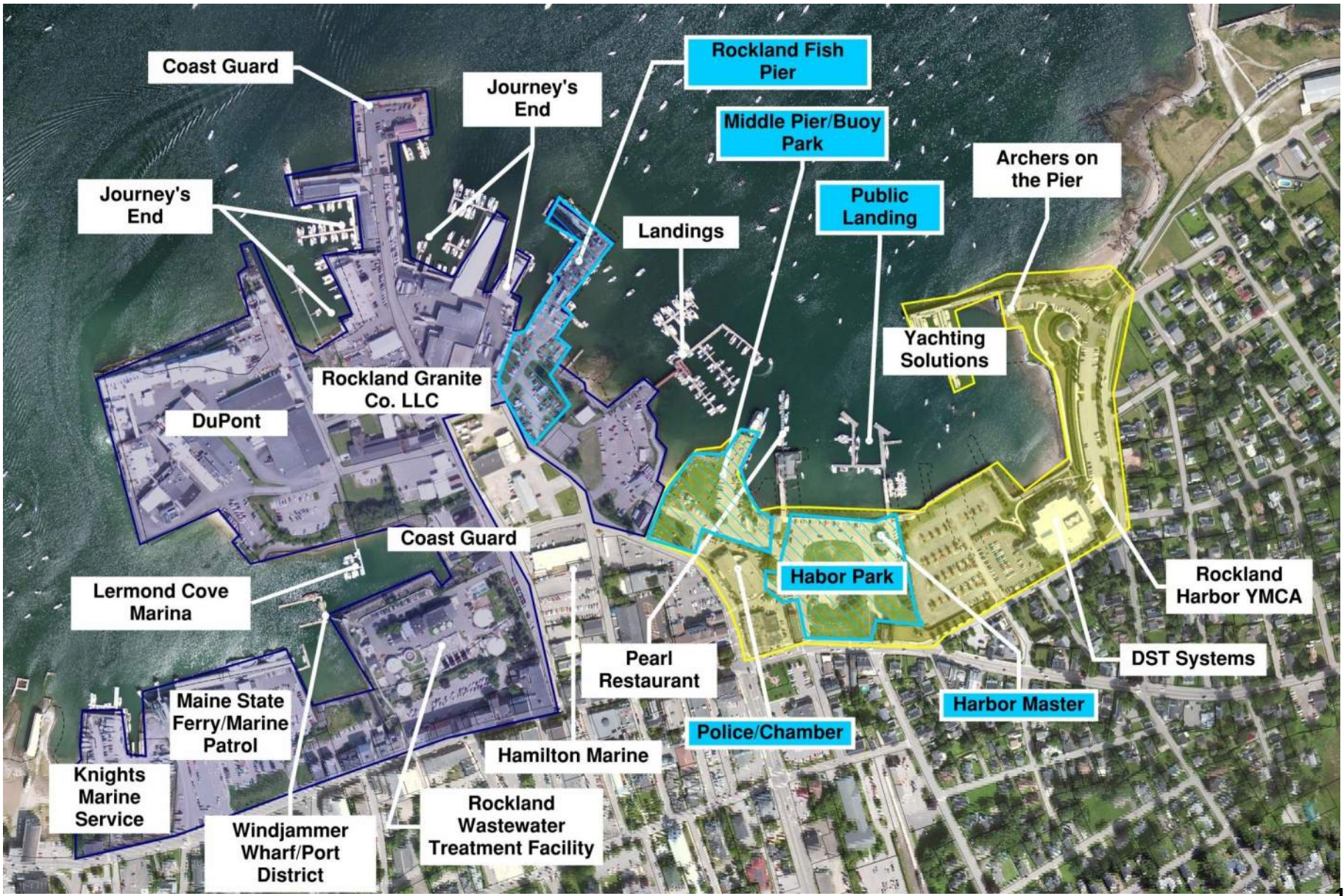
## FOCUS MAP: North End





# E. Waterfront

## FOCUS MAP: Lermond Cove, Crockett's Point, and Central Area





# E. Waterfront

## FOCUS MAP: South End



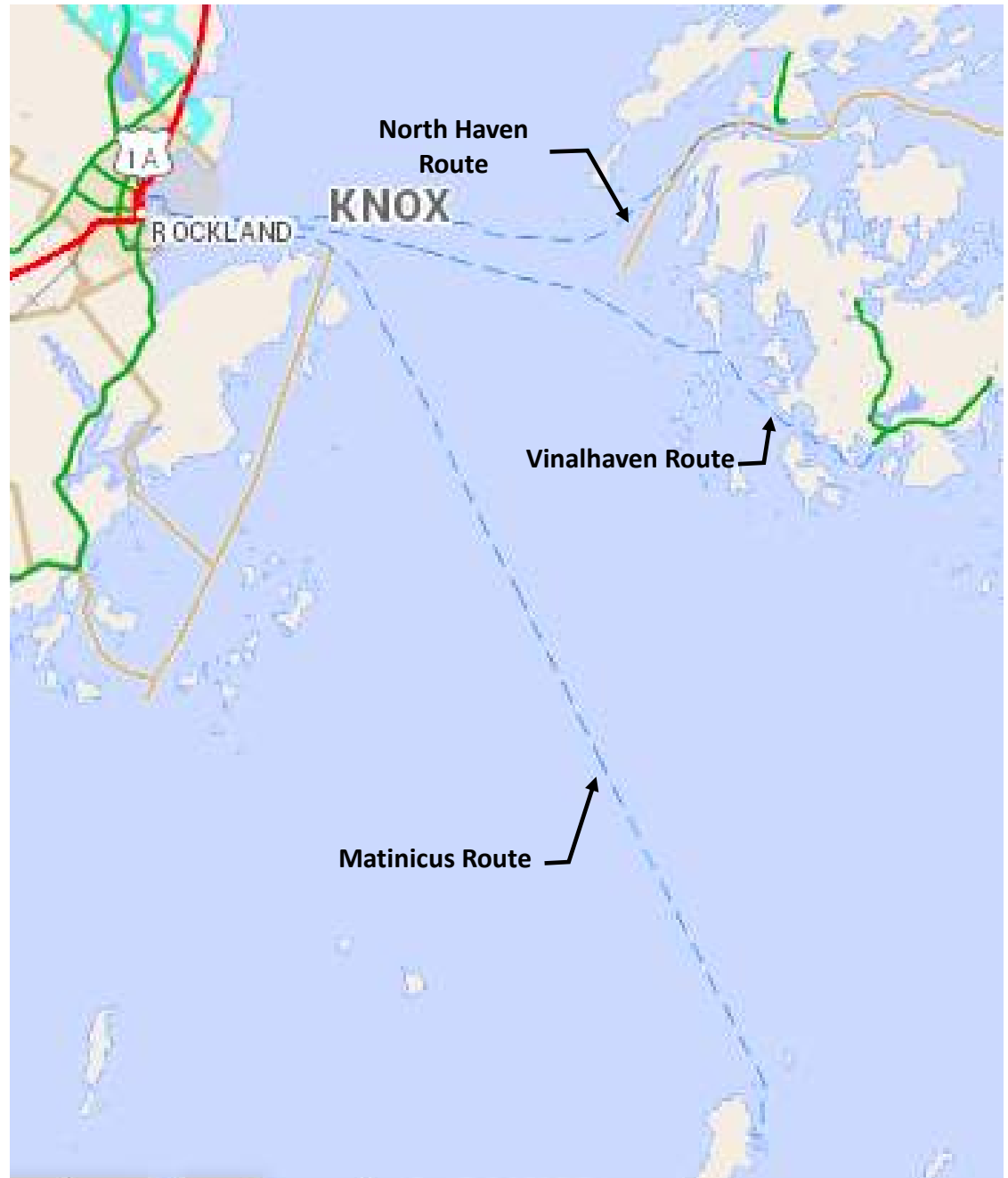
# E. Waterfront

## ROCKLAND FERRY ROUTES

The State of Maine provides ferry service to connect the nearby Island communities of Matinicus, North Haven, and Vinalhaven.

The ferries operate year round from the Maine State Ferry Terminal at Lermond Cove.

Ridership of all routes exceeded 205,000 in 2018.







## Snow Marine Park

Tax Map/Lot: 9-A-11

Snow Marine Park is a public property providing a variety of recreational opportunities and water access.

### Lot Size

- Approximately 13.66 acres

### Zoning

- WF1

### Facilities and Amenities (as of 2018)

- Nine (9) 8'x12' floats and dingy access
- Boat ramp with all tide access
- Seasonal restroom (portable toilets)

### Parking Availability

- Approximately 47 spaces (many of which are trailer spaces)

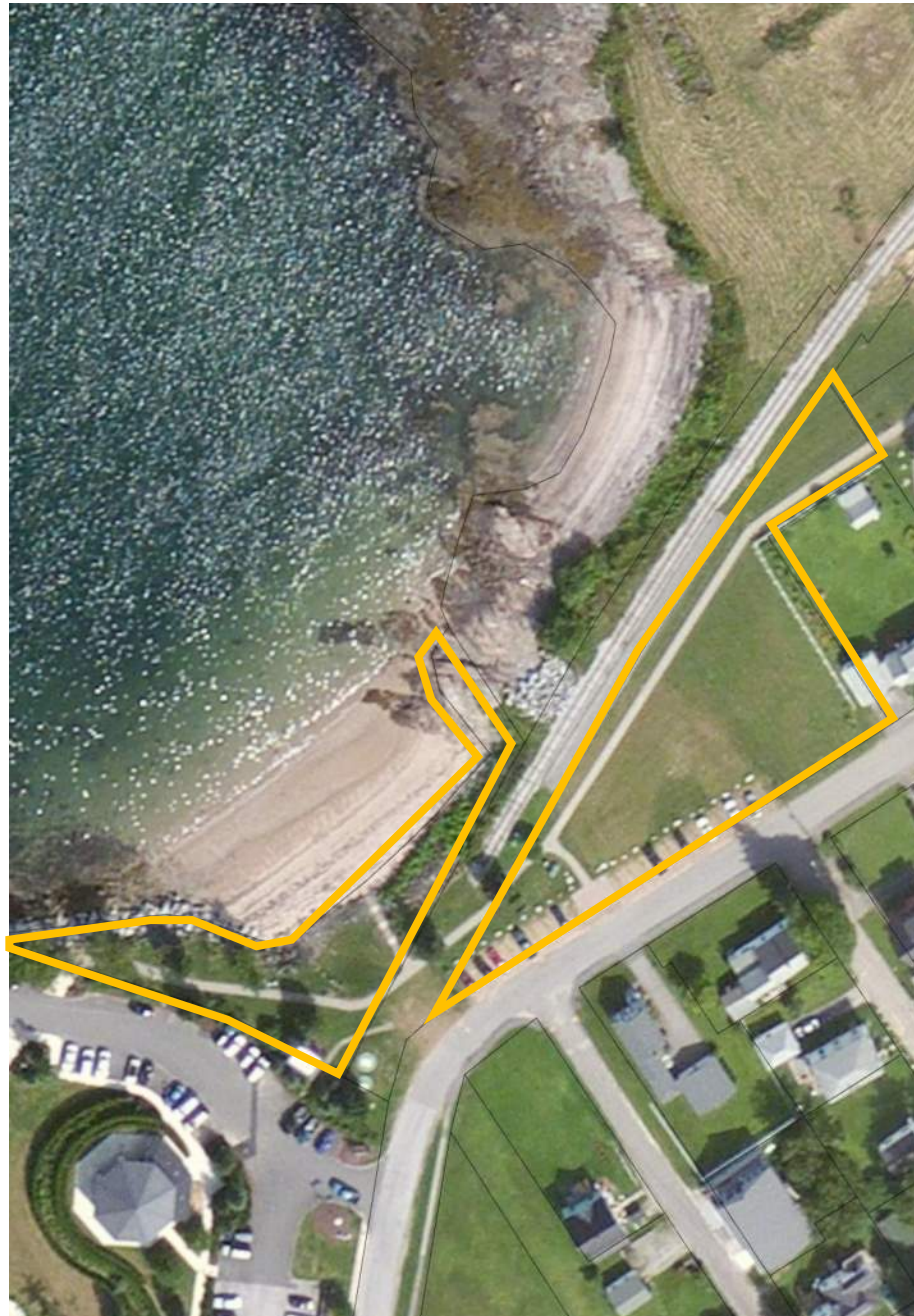
### Existing Conditions

- The floats and ramp were improved in 2018

### Other

- Primary access point to South End mooring area and Owls Head mooring field
- Snow Marine Park is often considered the informal dog park
- The small building on the property near the parking area is leased by the City to the Sail, Power & Steam Museum on an annual basis (\$3,000/annually)
- Harbor Trail access
- Portions of Snow Marine Park flood frequently





## Sandy Beach

Tax Map/Lot: 6-A-11

Sandy Beach is a public property providing harbor and beach access. It is one of the only places along the waterfront for swimming.

### Lot Size

- Approximately 1.12 acres

### Zoning

- WF1

### Facilities and Amenities (as of 2018)

- Granite stairs to beach area
- Water
- Seasonal restroom (portable toilets)
- Picnic tables, benches, grills

### Parking Availability

- Approximately 24 spaces

### Existing Conditions

- Property is in good shape

### Other

- Harbor Trail access
- The City has a license agreement with the adjacent property owner allowing limited public access to a small piece of property south of Sandy Beach



## Public Landing/Harbor Park

Tax Map/Lot: 5-B-5, 5-B-6

Public Landing and Harbor Park provides a variety of water access opportunities (including visual access). It is a main docking space for off shore island residents and is home to many of the summer festivals.

### Lot Size

- Approximately 3.57 acres

### Zoning

- DT/WF2

### Facilities and Amenities (as of 2018)

- Harbor Master's office
- Public restrooms
- 1400' of dockage (using both sides of the floats)
- Draft ranges from 6' at low tide to 15' at high tide
- Dinghy tie-up space
- Rental slips for transient boats
- Commercial carriers/passenger vessels
- Dock access for small cruise ships/tender access for larger ships
- Shower/bathroom facilities
- Yacht club (which is leased space)

### Parking Availability

- Approximately 100 spaces

### Existing Conditions

- Pier itself built in 1930's

### Other

- Primary access point to Central mooring area
- Harbor Master facility in the flood plain
- Rough water with a northeast blow
- Adjacent to Middle Pier/Buoy Park
- Harbor Trail access





## Middle Pier/Buoy Park

Tax Map/Lot: 5-B-3

Middle Pier/Buoy Park provides docking access for commercial vessels and opportunities for visual access to the public at large. It is also a main docking space for off shore island residents.

### Lot Size

- Approximately 2.61 acres

### Zoning

- WF2

### Facilities and Amenities (as of 2018)

- Approximately 210 LF of pier space (includes both sides)
- Five (5) commercial float spaces (no transient spaces) – currently used by three (3) passenger vessels, mooring inspector boat, one (1) empty slot (25 LF)
- Total of three (3) food trucks allowed (charged fee of \$3,000/year plus utilities)
- Kayak launching

### Parking Availability

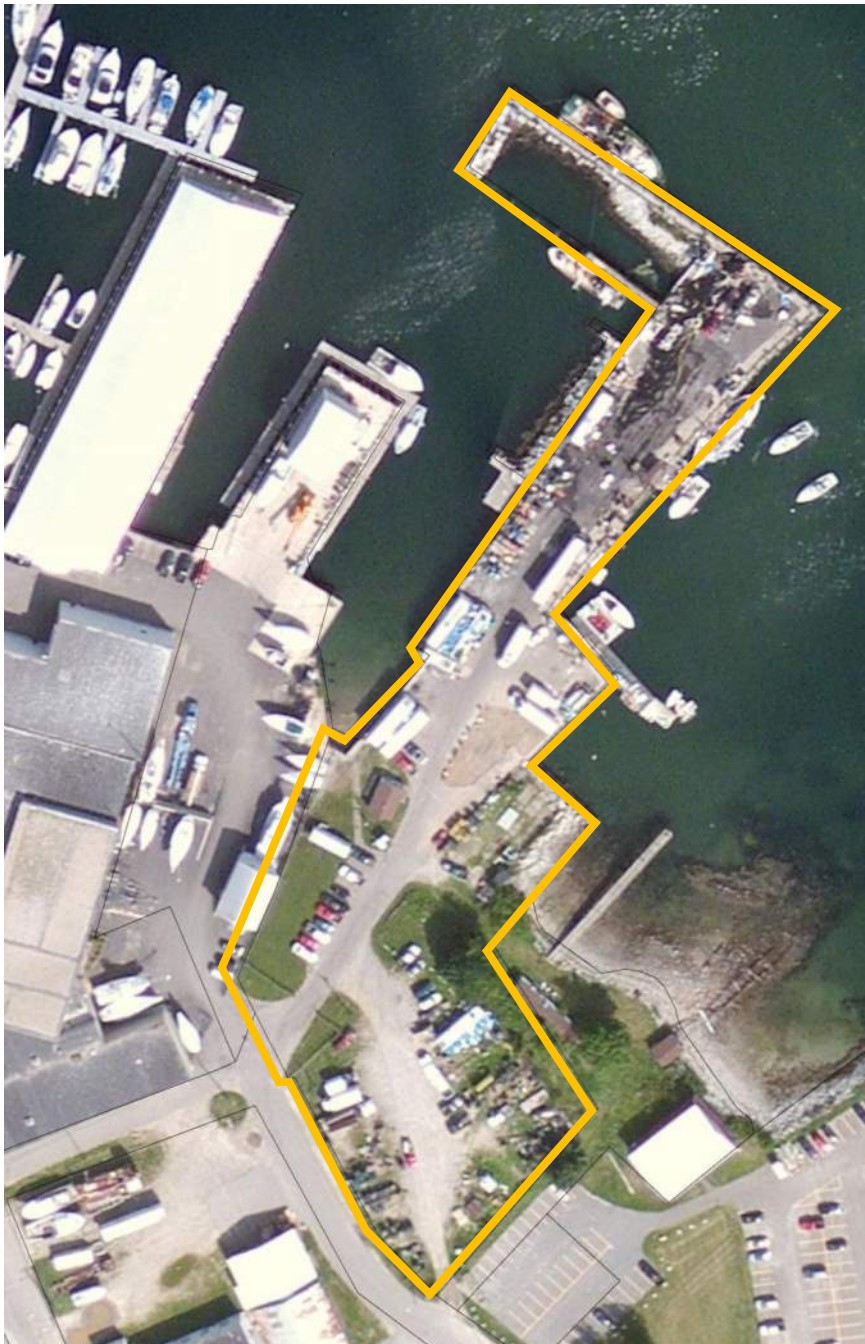
- Approximately 50 spaces

### Existing Conditions

- Aging and in need of repairs (piles, deck, railing, etc.)

### Other

- Security plan allows for cruise ship tenders
- Provides visual access to the harbor
- Rough water with a northeast blow



## Commercial Fish Pier

Tax Map/Lot: 2-A-4

Rockland's Commercial Fish Pier provides water access and landing opportunities for a variety of commercial fishing activities. Approximately 1/3 of herring in Maine comes through this facility.

### Lot Size

- Approximately 2.57 acres

### Zoning

- WF-3/WF-3A

### Facilities and Amenities (as of 2018)

- 150 LF of float space, 500 LF of dock space
- 27 Commercial fishing vessels (lobster, herring, scallop and urchin)
- Four (4) transient boats tie up space
- Four (4) lobster and bait buying stations (leased with fee)
- Lobster smacks from Islands access pier to sell product
- Six (6) hydraulic lift cranes
- Three (3) boats pay dockage
- Six (6) trap lots available

### Parking Availability

- Approximately 50 spaces

### Existing Conditions

- Facility is in need of substantial infrastructure upgrades; redevelopment underway as of 2019

### Other

- Utilities are billed out to users
- Fuel station – leased to lobster buyer (.10 gallon)
- Lease space for coolers
- Deed restriction requires site to be used for commercial fishing activities





## 23 Samoset Road

Tax Map/Lot: 32-B-7

This undeveloped property is located on Samoset Road with approximately 300' of road frontage.

### Lot Size

- 2.89 acres

### Zoning

- AA zoning district

### Facilities and Amenities (as of 2018)

- Undeveloped

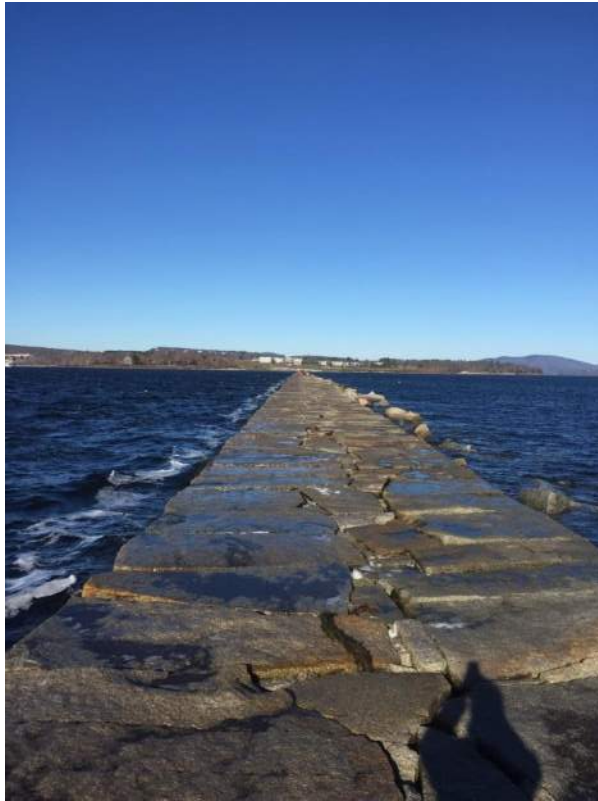
### Parking Availability

- No off-street parking

### Existing Conditions

- Shoreline stabilized after erosion issue

### Other



## Breakwater

*Tax Map/Lot: 30-A-2*

This 4,000' Rockland Breakwater is an historical public access point which provides wave attenuation and protection for a large portion of Rockland Harbor.

### Lot Size

- 4.29 acres

### Zoning

- GD and LR zoning districts

### Facilities and Amenities (as of 2018)

- Small float for boat tie ups
- No restrooms
- Breakwater Light access

### Parking Availability

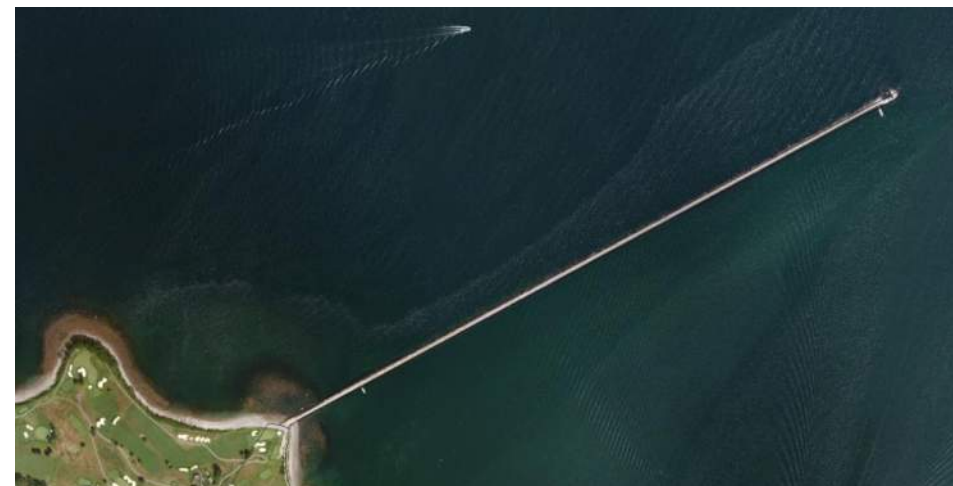
- No parking associated with this structure

### Existing Conditions

- Built in 1890's

### Other

- The Breakwater is owned by the US Government and maintained by the Army Corps of Engineers
- It is listed on National Register of Historic Places
- Access to breakwater is from an undeveloped footpath from Samoset Road







## Breakwater Light

Tax Map/Lot: 30-A-3

Breakwater Light is an historic lighthouse owned by the City of Rockland and managed by the Rockland Breakwater Light Advisory Committee.

### Lot Size

- NA

### Zoning

- GD and LR zoning districts

### Facilities and Amenities (as of 2018)

- Access from the Breakwater

### Parking Availability

- No parking associated with this structure

### Existing Conditions

- Built in 1902

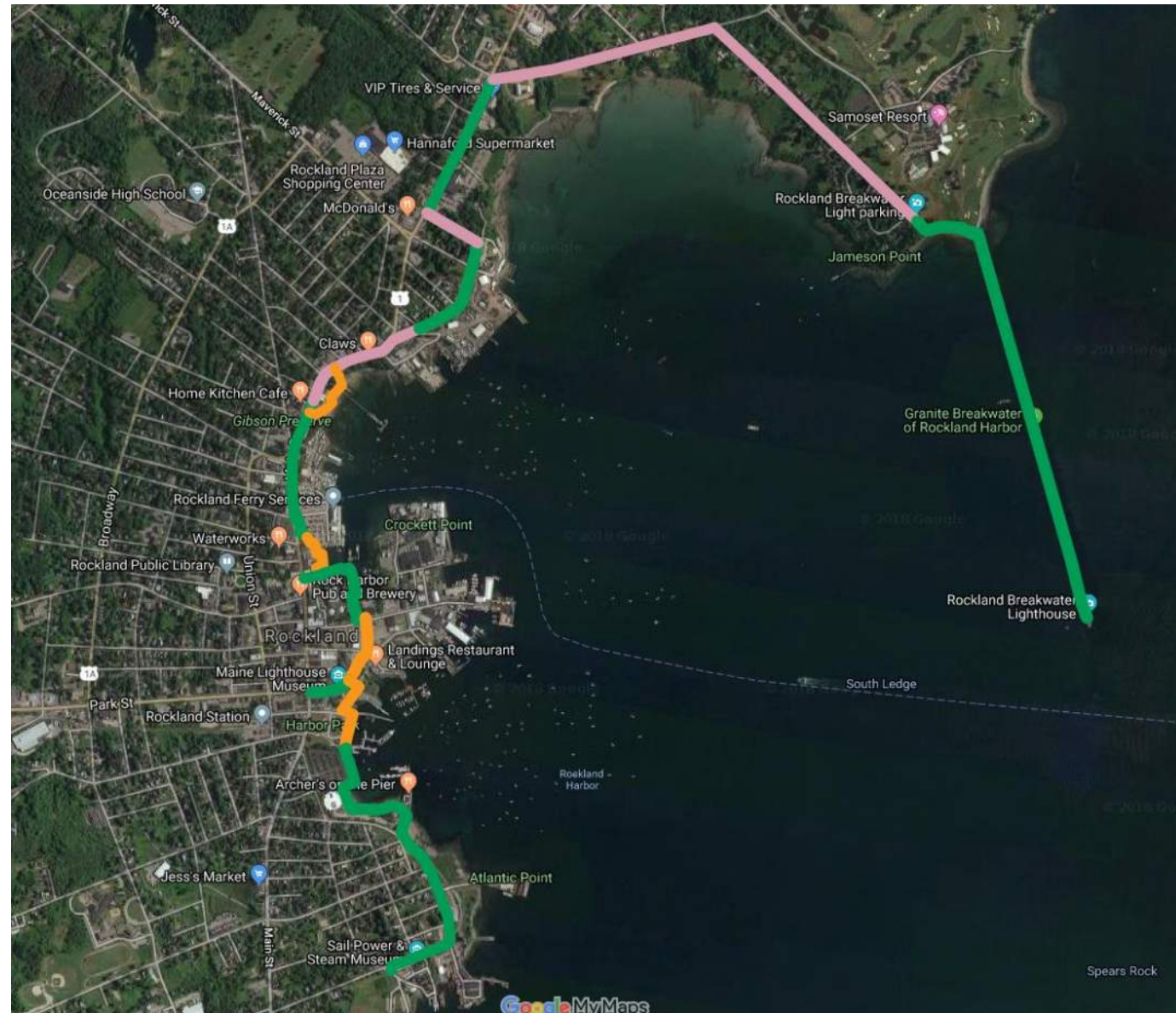
### Other

- Light is automated
- Structure is owned by the City of Rockland
- It is listed on National Register of Historic Places

# E. Waterfront

## Harbor Trail

- Harbor Trail is a concept for a 5 mile walking trail – extending from Breakwater to Snow Marine Park
- Partially developed
- Close to linking Snow Marine Park to Ferry Terminal
- Links downtown to waterfront
- Colors on the map indicate different segments of the trail.
- More information can be found on the Harbor Park Trail Guide located on the City's website <https://rocklandmaine.gov/community/about-rockland/rockland-harbor-trail/>



# F. Regulation

## City Administration

### City Council

- Sets policy and approves regulations.
- Sets fees, charges, and penalties.
- Approves plans, such as the City's Comprehensive Plan and the Harbor Management Plan.
- Appoints members of Boards, Commissions, and Committees.

### Code Enforcement Office (*Ch 2: Art XVIII, Sec 2-1802*)

- Responsible for enforcing all building regulation.
- Assists the Planning Board and Board of Appeals in applications for permits or licenses.
- Issues permits for *temporary* piers, wharfs, docks, and floats, consistent with the standards in Chapter 19.
- Issues permits for residential structures, accessory structures, home occupations, and other activities within the shoreland zone, consistent with the standards in Chapter 19.

### Harbor Master (*Ch 9: Art I, Sec 9-102*)

- Responsible for the overall "care and regulation" of the port of Rockland.
  - *Order and safety.* "Promote order in the harbor, and assure the safety and convenience of the users of the harbor and the general public."
  - *Channels and Moorings.* "Prepare rules and regulations for keeping open of convenient channels . . . and for the assignment of suitable portions of the harbor for anchorage, which rules, after approval by the City Council, he shall enforce."
  - *Other.* "Prepare other such rules and regulations for the government of the harbor, waterfront and watercraft as he may deem necessary, which rules, after approval by the City Council, he shall enforce."
- Staffs Harbor Management Commission meetings.
- Responsible for management of public waterfront properties.

### Fish Pier Director (*Ch 2: Art XX, Sec 2-2002*)

- Establishes rules and regulations for operation of the Municipal Fish Pier property.
- Supervises staff at the Fish Pier.
- Responsible for fish pier maintenance and financial management.
- Presents annual budget to City Manager and prepares a 5-yr Fish Pier Maintenance and Capital Improvement Program.
- Staffs and supports the Harbor Management Commission Fish Pier Committee.

# F. Regulation

## City Commissions and Committees

### Harbor Management Commission (*Ch 2: Art VII, Sec 2-703*)

- Responsible for “balancing competing uses in the harbor and adjacent coastal waters.”
  - Prepares a Harbor Management Plan for Council approval.
  - Conducts an “annual review of the harbor management plan” with “recommendations to the City Council for additions and/or modifications that may be deemed appropriate.”
  - Recommends “ordinances for adoption by City Council which implement the Harbor Management Plan and specify fees and fines . . .”
- Hears and adjudicates administrative appeals of the grant or denial of permits by the Harbor Master or Fish Pier Director.
- Hears proposals and concerns from fishermen, riparian owners, and other marine related stakeholders.
- Approves use of municipal properties and awards fee waivers, where appropriate.
- Reviews and makes “recommendations, consistent with the adopted harbor management plan, on any proposal affecting the real property on, in, or contiguous to the harbor and submitted to the Planning Board, Zoning Board of Appeals, Code Enforcement Office . . . and City Council.”
- Reviews and submits to the City Manager a proposed operating budget for the Harbor and Waterfront Department using funds from sources which may include, but are not limited to, local appropriations, mooring fees, violation fines, boat excise tax revenue, or a harbor management fund.
- Reviews for “consistency with the harbor management plan any public notice of an application for a local, state or federal permit for an activity taking place within the Commission’s jurisdiction . . . “

### COAST GUARD CITY ADVISORY COMMITTEE (*Ch 2: Art VII, Sec 2-705*)

- Acts as the liaison between the City of Rockland and the Coast Guard.

### PLANNING BOARD (*Ch 19: Art I, Sec 19 - 101*)

- Reviews/approves applications for construction of commercial structures, residential uses, non-conforming structures, permanent piers, docks, and wharfs, aquaculture, marinas, and other land use activities within the shoreland zone, using standards in Chapter 19.

# F. Regulation

## City Commissions and Committees (Cont.)

### **Rockland Breakwater Light Advisory Committee** (*Ch 2: Art VII, Sec 2-704*)

- Established to help manage the Breakwater light and encourage citizen participation and fundraising.
- Five (5) members including Harbor Master, Chair of Harbor Management Commission, President of the Port District Board of Trustees, and two (2) residents appointed by the Mayor.
- Develops policies and regulations for the “historic restoration, preservation, maintenance, improvement, operation, public access, use and enjoyment of the lighthouse” subject to review and acceptance of the Harbor Management Commission and City Council.

### **Rockland Port District** (*095-LD813*)

- Established by the State Legislature for the purpose of maintaining and operating wharves, landing places, and all other accessories necessary for the operation of passenger and freight transportation service by water.
- Authority to purchase, lease or rent land, wharves, and docks to establish adequate docking facilities in Rockland.
- Authority to issue bonds (but total indebtedness cannot exceed \$100,000).



# F. Regulation

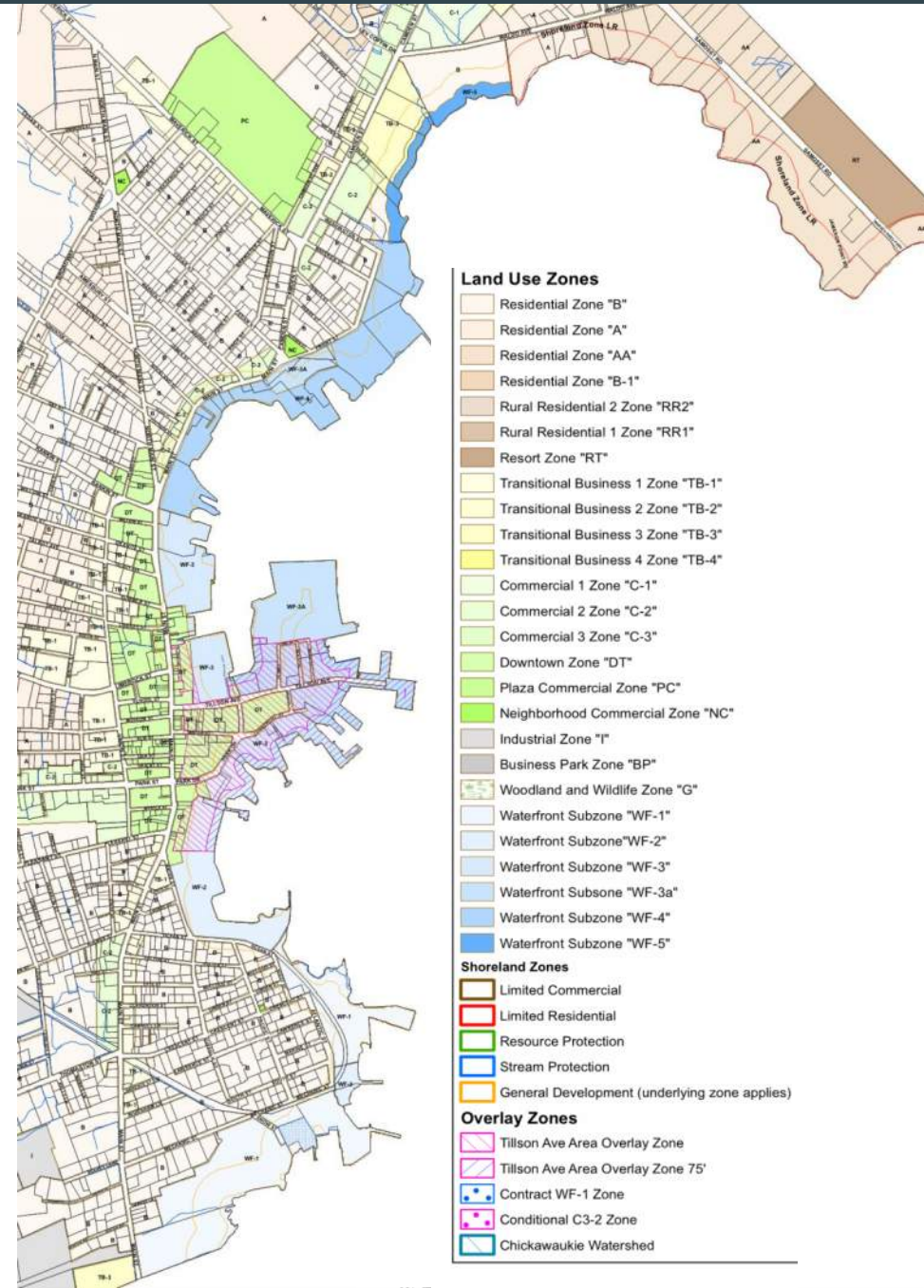
## MUNICIPAL REGULATIONS RELATED TO THE HARBOR

### Chapter 9 (<https://rocklandmaine.gov/documents/charter-code/>)

- Describes anchorage areas, mooring areas, channels, and municipal facilities and establishes rules for these areas.
- Outlines rules for moorings permits, inspections, and tackle requirements.

### Chapter 19 (<https://rocklandmaine.gov/documents/charter-code/>)

- Establishes the municipal zoning districts along the waterfront, consistent with the City's Comprehensive Plan.
- Outlines permitted uses and dimensional standards for uses such as setbacks, height, and lot coverage.
- Identifies review authority (e.g. planning board, CEO, none).
- Contains Floodplain Management Ordinance.
- There are 13 different zoning districts along the waterfront:
  - Shoreland Zone (LR)
  - Residential Zone AA)
  - Residential Zone B
  - Waterfront Subzone 1 (WF-1)
  - Waterfront Subzone 2 (WF-2)
  - Waterfront Subzone 3 (WF-3)
  - Waterfront Subzone 3a (WF-3a)
  - Waterfront Subzone 4 (WF-4)
  - Waterfront Subzone 5 (WF-5)
  - Transitional Business 3 (TB-3)
  - Downtown Zone (DT)
  - Tillson Ave Overlay Zone
  - Tillson Ave Overlay Zone 75
  - Contract WF-1 Zone



# F. Regulation

## State Agencies (with Regulatory Roles)

### Maine Department of Environmental Protection (DEP) (<https://www.maine.gov/dep/>)

- DEP administers Shoreland Zoning and Maine's Natural Resource Protection Act.

### Bureau of Submerged Lands ([https://www.maine.gov/dacf/parks/about/submerged\\_land.html](https://www.maine.gov/dacf/parks/about/submerged_land.html))

- Most of the land in Maine that is covered by water is owned by the public. The Submerged Lands Program reviews projects that impact these areas and administers submerged land leases to all piers and other structures to be built on and over these areas.

### Maine Historic Preservation Commission (MHPC) (<https://www.maine.gov/mhpc/>)

- MHPC reviews projects when federal funds are used or a federal or state permit are necessary.
- MHPC will review a project to identify historic properties in the project area, determine eligibility for the National Register of Historic Places, consider the effect of a project on historic properties, and to seek ways to avoid or reduce adverse effects to historic properties.

## Others

- Department of Marine Resources (DMR) (<https://www.maine.gov/dmr/>)
- Inland Fisheries and Wildlife (IFW) (<https://www.maine.gov/ifw/>)
- Maine Department of Transportation (MEDOT) (<https://www.maine.gov/mdot/>)
- Maine Geological Survey (MGS) (<https://www.maine.gov/dacf/mgs/>)

## FEDERAL AGENCIES (with REGULATORY ROLES)

### US Army Corps of Engineers (ACOE) (<https://www.usace.army.mil/>)

- ACOE has two (2) primary missions – a permitting mission and a navigation mission – that necessitate their involvement in harbor projects and activities.

### Federal Emergency Management Agency (FEMA) (<https://www.fema.gov/>)

- FEMA administers the National Flood Insurance Program and determines Flood Hazard Areas.

## Others

- Environmental Protection Agency (EPA) (<https://www.epa.gov/>)
- National Oceanic and Atmospheric Administration (NOAA) (<https://www.noaa.gov/>)
- US Fish and Wildlife Service (USFWS) (<https://www.fws.gov/>)

# F. Regulation

## City of Rockland Harbor Plan PROJECT/AGENCY MATRIX

### AGENCY

ACTIVITIES	State Agencies												Federal Agencies				
	City	DEP	MHPC	BSL	DIF&W	DMR	DACF	DOT	MGS	Flood plain	Coastal Program	DECD	ACOE	EPA	NOAA	USCG	USFWS
Aquaculture Projects	A	P		P	A,I	P							P	A,I	A,I	A,I	A,I
Waterfront Construction (structures connected to land - Piers, launches, etc.)	P	P	A,I	P	A,I	A,I	A,I	F	A,I	A,I			P				A,I
Water development (structures not connected to land)	P	P	A,I	P	A,I	A,I	A,I		A,I	A,I	A,I,F	F	P	A,I	A,I	A,I	A,I
Moorings																	
Private	P												P				
Commercial	P												P			A,I	
Rental	P																
Recreation/Public Access	P	P	A,I		A,I,F	A,I,F	A,I	F	A,I	A,I	F	F	P				F
Dredging/disposal	A,I	P	A,I	A,I	A,I	A,I							P	A,I		A,I	A,I
Endangered Species		I			I	I	I						I		I		I
Environment Monitoring	P,A,I	P,A,I			A,I	A,I	A,I						P,A,I	P,A,I	A,I		A,I
Maintenance, Repair, and Replacement of Structure	P	P	A,I	A,I	A,I	A,I	A,I	F		A,I	F	F	P	A,I	A,I		A,I
Port Development	P,A,I	P,A,I	A,I	A,I				A,I,F	A,I	A,I	F	F	P,A,I		A,I	A,I	
Use Conflicts	P	P	A,I	P			P,A,I						P			A,I	
Water Quality Certification		P,A,I					A,I							P,A,I			
Coastal Planning	A,I	A,I	A,I		A,I	A,I	A,I	A,I,F	A,I	A,I	A,I,F	F	A,I	A,I	A,I	A,I	A,I
Zoning Issues	P	I	I		I	I	I		I	I	I						I

P = Permitting Authority

A = Advisory

I = Information Resource

F = Funding Source

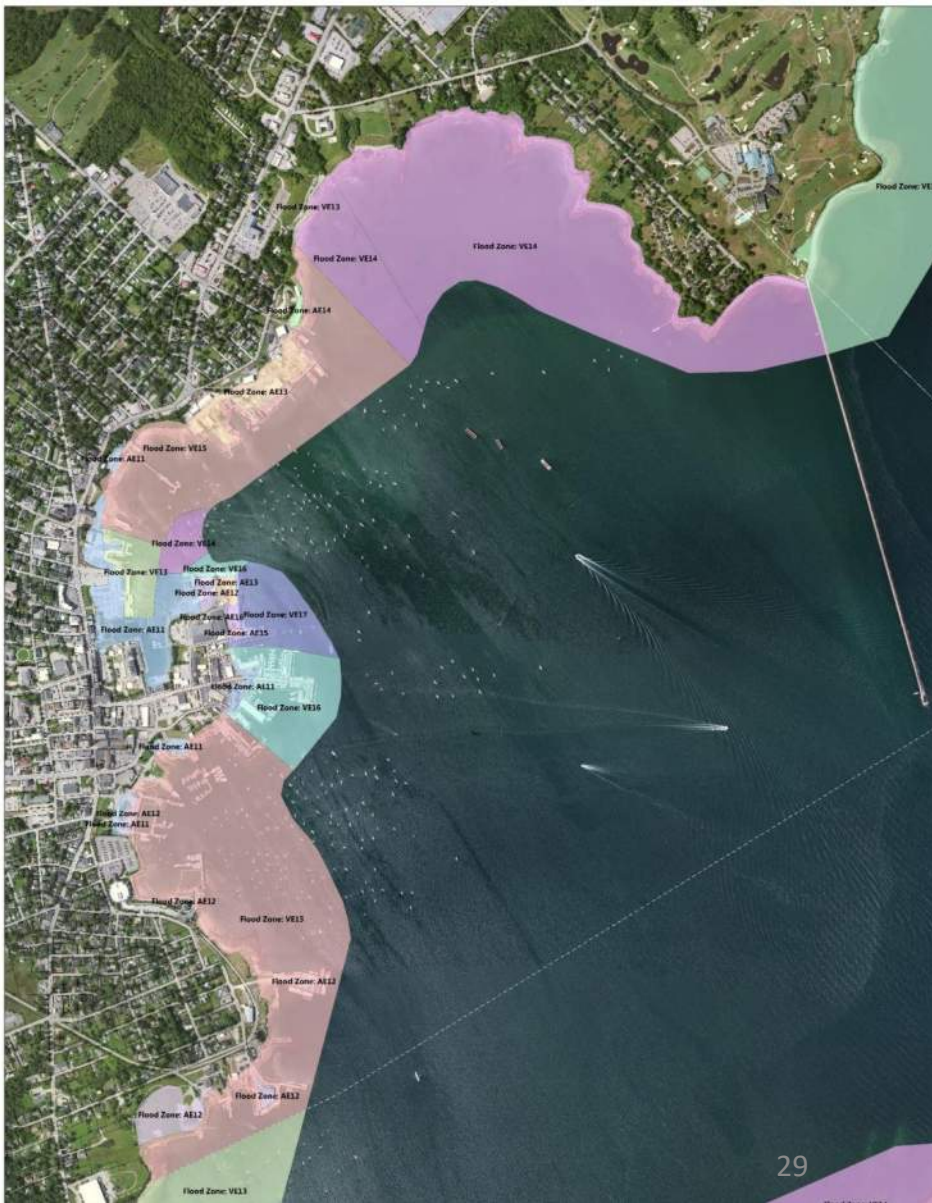
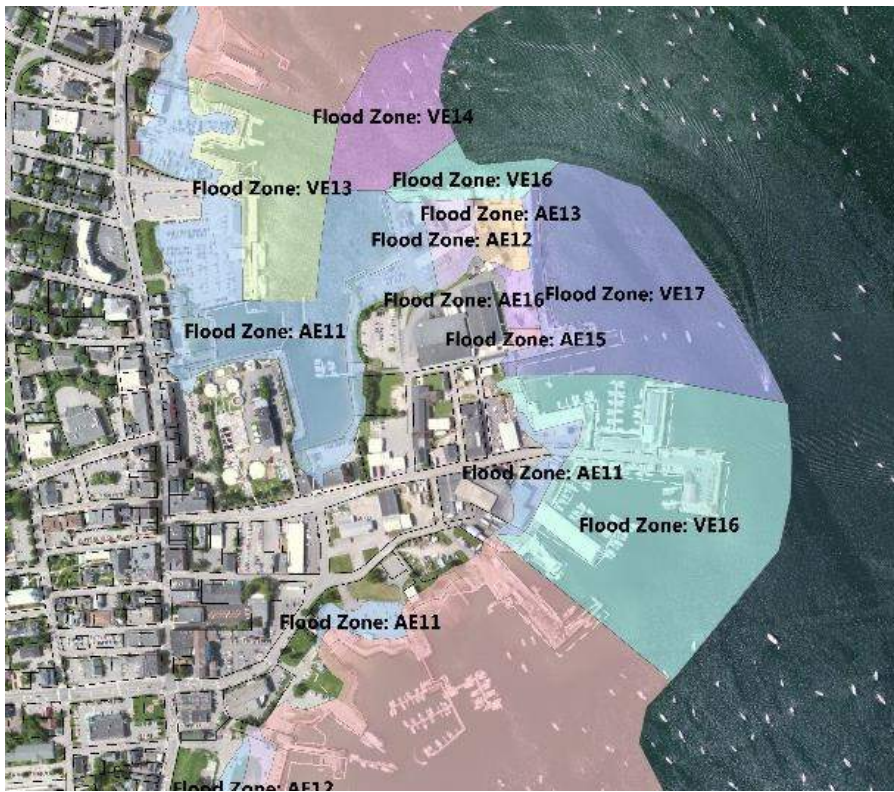


# E. Regulation

## FEMA Flood Zones

### What are flood zones?

- Areas that FEMA defines according to level of flood risk
- Two Zones in Harbor Area - AE Zone, VE Zone
- AE Zones indicate a high risk for flooding – 1% annual chance
- VE Zones have a higher risk of flooding associated with storm waves
- Each Zone has a base flood elevation which is the elevation of the lowest floor area for structures

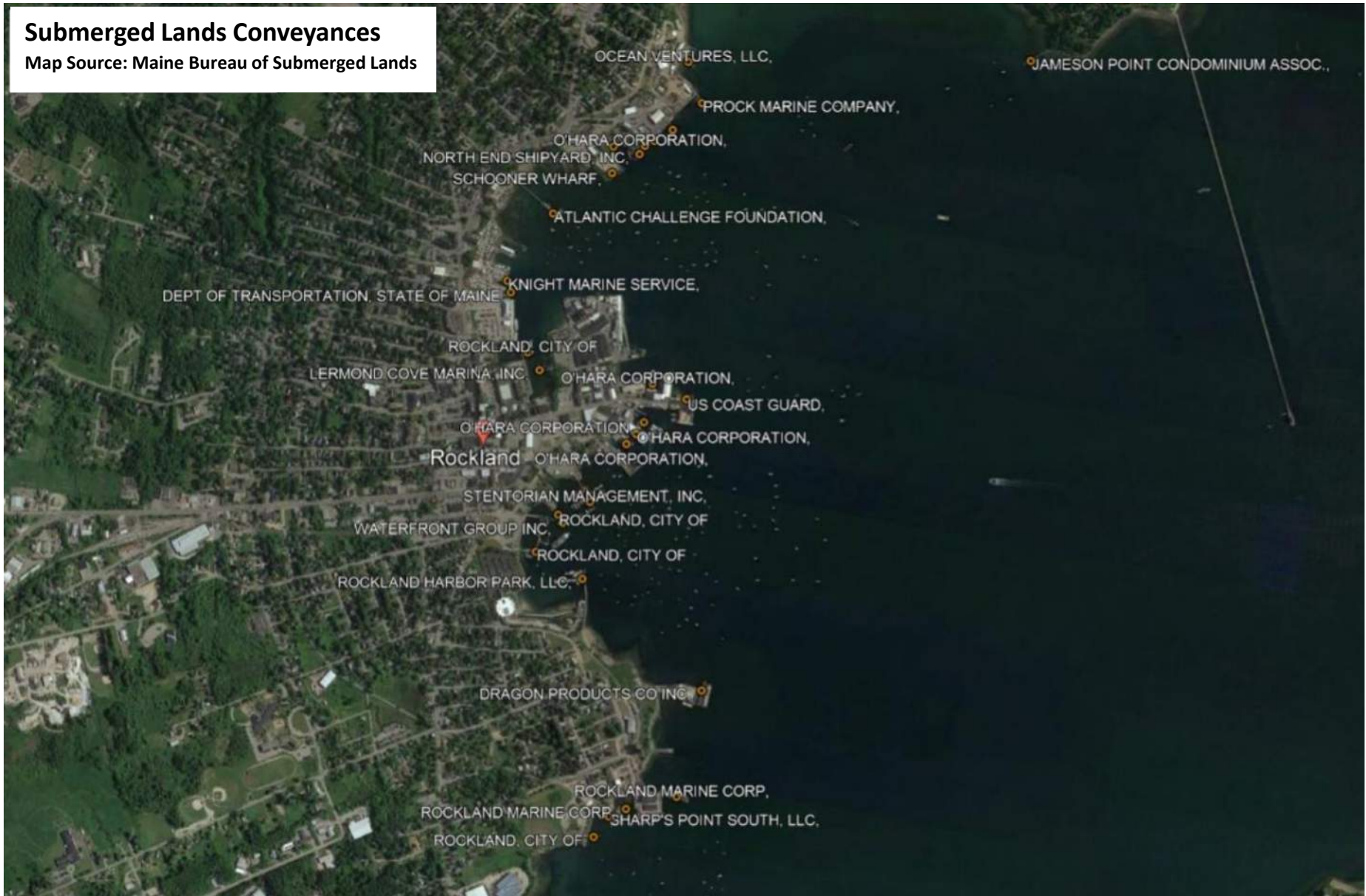




# F. Regulation

## Submerged Lands Conveyances

Map Source: Maine Bureau of Submerged Lands





# G. Sea Level Rise

## NOAA Sea Level Rise Estimates

Scenarios	2050*	2070*	2100**
Low	.5 ft	.72 ft	1.2 ft
Intermediate-Low	.79 ft	1.2 ft	1.6 ft
Intermediate	1.1 ft	1.9 ft	3.9 ft
Intermediate-High	1.4 ft	2.6 ft	6.1 ft
High	1.7 ft	3.3 ft	8.8 ft
Extreme	2 ft	3.9 ft	10.9 ft

\*Source: NOAA Technical Report NOS CO-OPS 083, Jan 2017, converted from meters to feet for this chart

\*\*Source: Maine Geological Survey, 2018 derived from NOAA

Note: 2050 or 2070 would be approximate planning horizon for municipal investment projects on the waterfront. These are highlighted throughout.

### Sea Level Rise

- Global sea level has risen approximately 8" since 1880
- 2017 US National Climate Change Assessment projects 1' to 4' rise globally by 2100
- Sea Level Rise can vary regionally, with Gulf of Maine projected to rise faster (*source: Island Institute*)

### What's at Risk

- Structures and infrastructure in low lying areas
- Harbor planning focus = City-owned piers and access points

### Sources of Information

- NOAA – [coast.noaa.gov/slr](http://coast.noaa.gov/slr)
- US Army Corps of Engineers - [usace.army.mil/corpsclimate/](http://usace.army.mil/corpsclimate/)
- Maine Geological Survey – [Maine.gov/dacf/mgs/hazards/slr\\_ss](http://Maine.gov/dacf/mgs/hazards/slr_ss)
- Island Institute - [islandinstitute.org/program/climate-impacts](http://islandinstitute.org/program/climate-impacts)
- FloodiQ.com - [floodiq.com/poi/397f021932fdd4cbc3db9273a56041ab](http://floodiq.com/poi/397f021932fdd4cbc3db9273a56041ab)
- International Panel on Climate Change – [ipcc.ch](http://ipcc.ch)

### Other Sea Level Rise Estimates

- Rutgers University Studies (*source: Island Institute*)
- 6 to 16 inches by 2050 (lower carbon assumptions)
- 8 to 17 inches by 2050 (higher carbon assumptions)
- FloodiQ website (*source: USACOE*)
- 5.64 inches by 2034 (15 years)

# G. Sea Level Rise

## Visualizing Potential Future Impacts

The following maps are focused on public facilities and properties. They are intended to illustrate current high water levels and areas that are vulnerable to sea level rise, inundation on top of the highest tides, and/or short-term inundation caused by storm surge.

- Data can also be used to simulate future flooding during the highest tides

## Data is from Maine Geological Survey

- Based averaged data from Portland, Bar Harbor, and Eastport tide gauges
- Uses sea level rise scenarios established by NOAA and ACOE

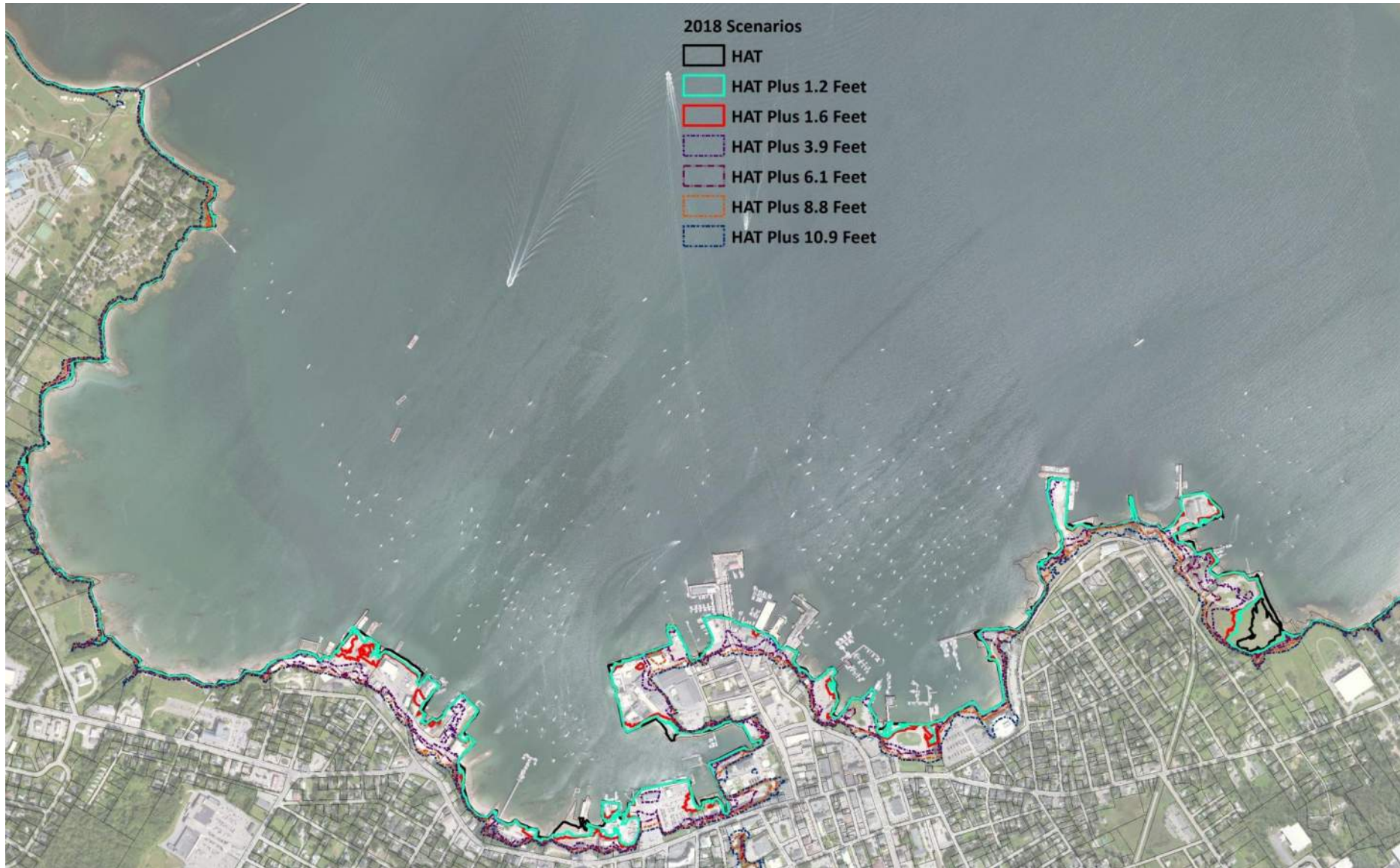
## Maps use Highest Astronomical Tide (HAT) as the baseline

- Using HAT allows visualizing of worst-case flooding scenarios
- HAT approximated Shoreland Zone boundaries

# G. Sea Level Rise

## Sea Level Rise Overview Map

More focused maps for public facilities and properties are on the following pages.













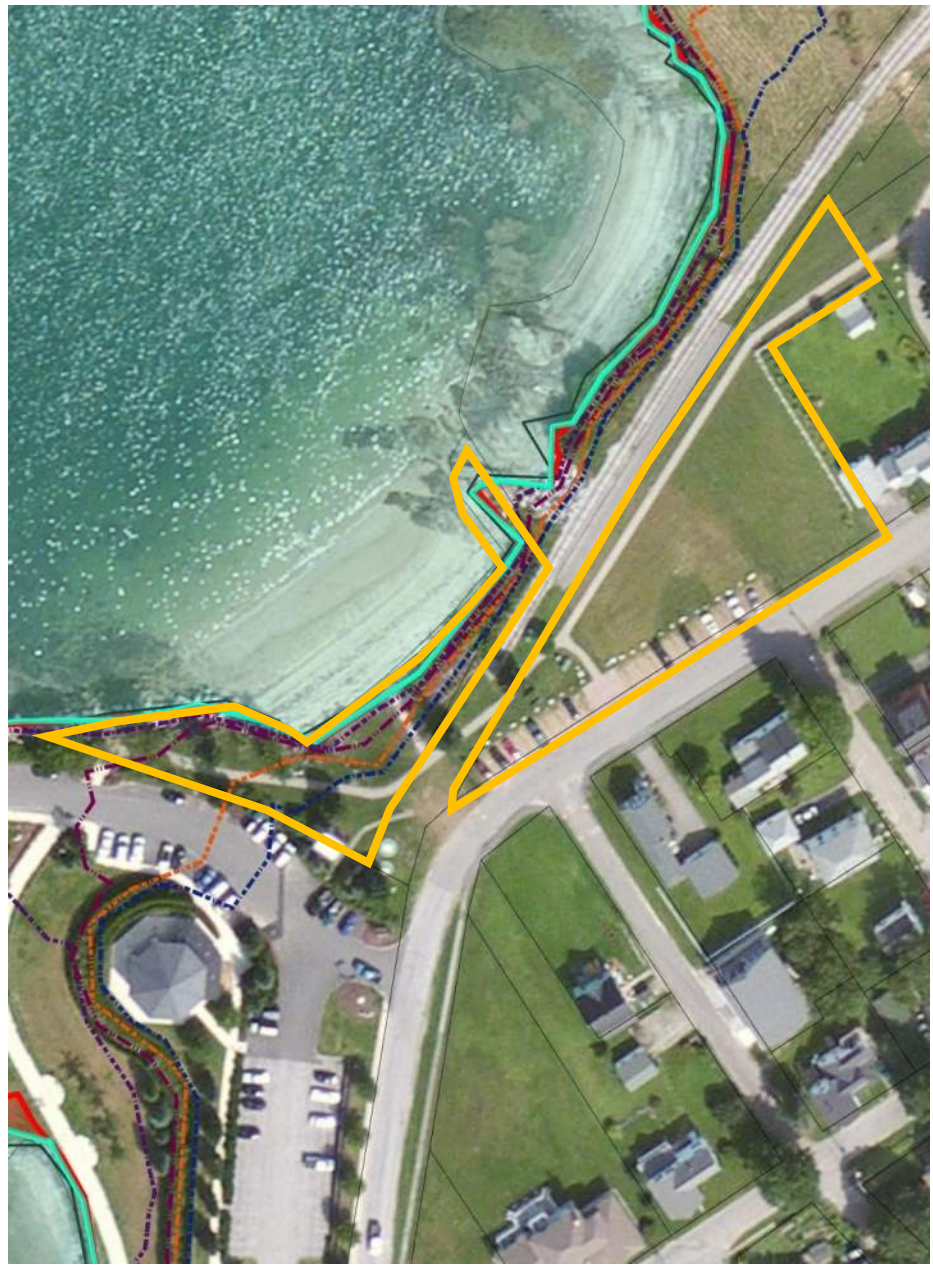


## Snow Marine Park Sea Level Rise/Storm Surge Scenarios

- Map approximates potential areas vulnerable to sea level rise/storm surge using NOAA sea level rise scenarios.
- For planning purposes the “intermediate” scenario (which is identified by the red box below) approximates the Highest Annual Tide (HAT) plus 1.2 and 1.6 feet. These are the scenarios that fall within the 2050 and 2070 planning horizon for municipal investment.

### Map Legend









	<b>HAT (Highest Annual Tide)</b>	
	<b>HAT Plus 1.2 Feet</b>	<i>Approximate Planning Horizon</i>
	<b>HAT Plus 1.6 Feet</b>	
	<b>HAT Plus 3.9 Feet</b>	
	<b>HAT Plus 6.1 Feet</b>	
	<b>HAT Plus 8.8 Feet</b>	
	<b>HAT Plus 10.9 Feet</b>	
	<b>Tax Map Boundary</b>	



## Sandy Beach Sea Level Rise/Storm Surge Scenarios

- Map approximates potential areas vulnerable to sea level rise/storm surge using NOAA sea level rise scenarios.
- For planning purposes the “intermediate” scenario (which is identified by the red box below) approximates the Highest Annual Tide (HAT) plus 1.2 and 1.6 feet. These are the scenarios that fall within the 2050 and 2070 planning horizon for municipal investment.

### Map Legend

-  **HAT (Highest Annual Tide)**
  -  **HAT Plus 1.2 Feet**
  -  **HAT Plus 1.6 Feet**
  -  **HAT Plus 3.9 Feet**
  -  **HAT Plus 6.1 Feet**
  -  **HAT Plus 8.8 Feet**
  -  **HAT Plus 10.9 Feet**
  -  **Tax Map Boundary**
- Approximate Planning Horizon*





## Public Landing/Harbor Park

### Sea Level Rise/Storm Surge Scenarios

- Map approximates potential areas vulnerable to sea level rise/storm surge using NOAA sea level rise scenarios.
- For planning purposes the “intermediate” scenario (which is identified by the red box below) approximates the Highest Annual Tide (HAT) plus 1.2 and 1.6 feet. These are the scenarios that fall within the 2050 and 2070 planning horizon for municipal investment.

### Map Legend









	<b>HAT (Highest Annual Tide)</b>	
	<b>HAT Plus 1.2 Feet</b>	<i>Approximate Planning Horizon</i>
	<b>HAT Plus 1.6 Feet</b>	
	<b>HAT Plus 3.9 Feet</b>	
	<b>HAT Plus 6.1 Feet</b>	
	<b>HAT Plus 8.8 Feet</b>	
	<b>HAT Plus 10.9 Feet</b>	
	<b>Tax Map Boundary</b>	



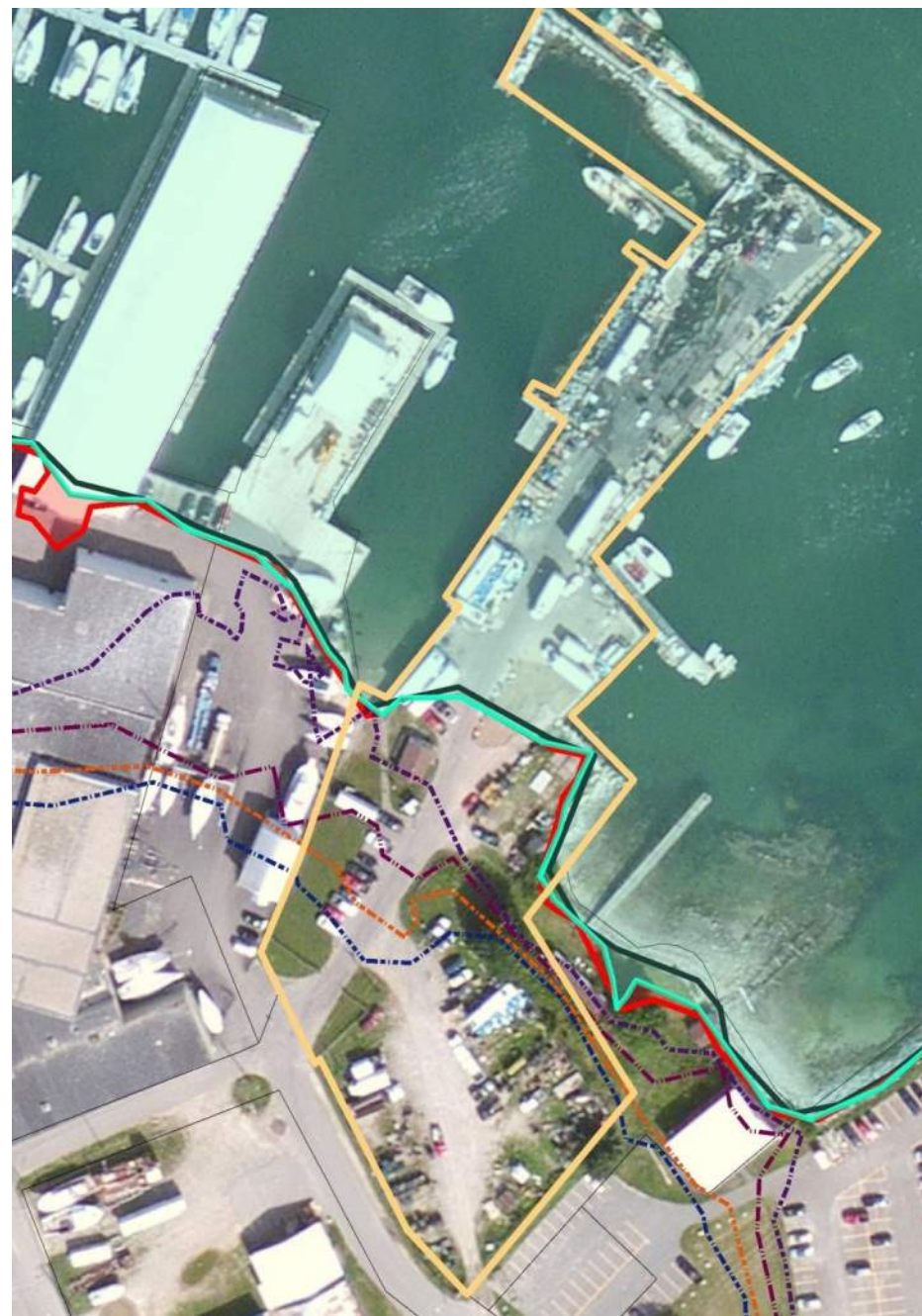
## Middle Pier/Buoy Park Sea Level Rise/Storm Surge Scenarios

- Map approximates potential areas vulnerable to sea level rise/storm surge using NOAA sea level rise scenarios.
- For planning purposes the “intermediate” scenario (which is identified by the red box below) approximates the Highest Annual Tide (HAT) plus 1.2 and 1.6 feet. These are the scenarios that fall within the 2050 and 2070 planning horizon for municipal investment.

### Map Legend

	<b>HAT (Highest Annual Tide)</b>	
	<b>HAT Plus 1.2 Feet</b>	<i>Approximate Planning Horizon</i>
	<b>HAT Plus 1.6 Feet</b>	
	<b>HAT Plus 3.9 Feet</b>	
	<b>HAT Plus 6.1 Feet</b>	
	<b>HAT Plus 8.8 Feet</b>	
	<b>HAT Plus 10.9 Feet</b>	
	<b>Tax Map Boundary</b>	




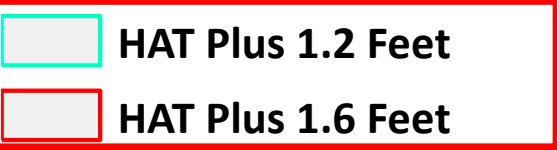








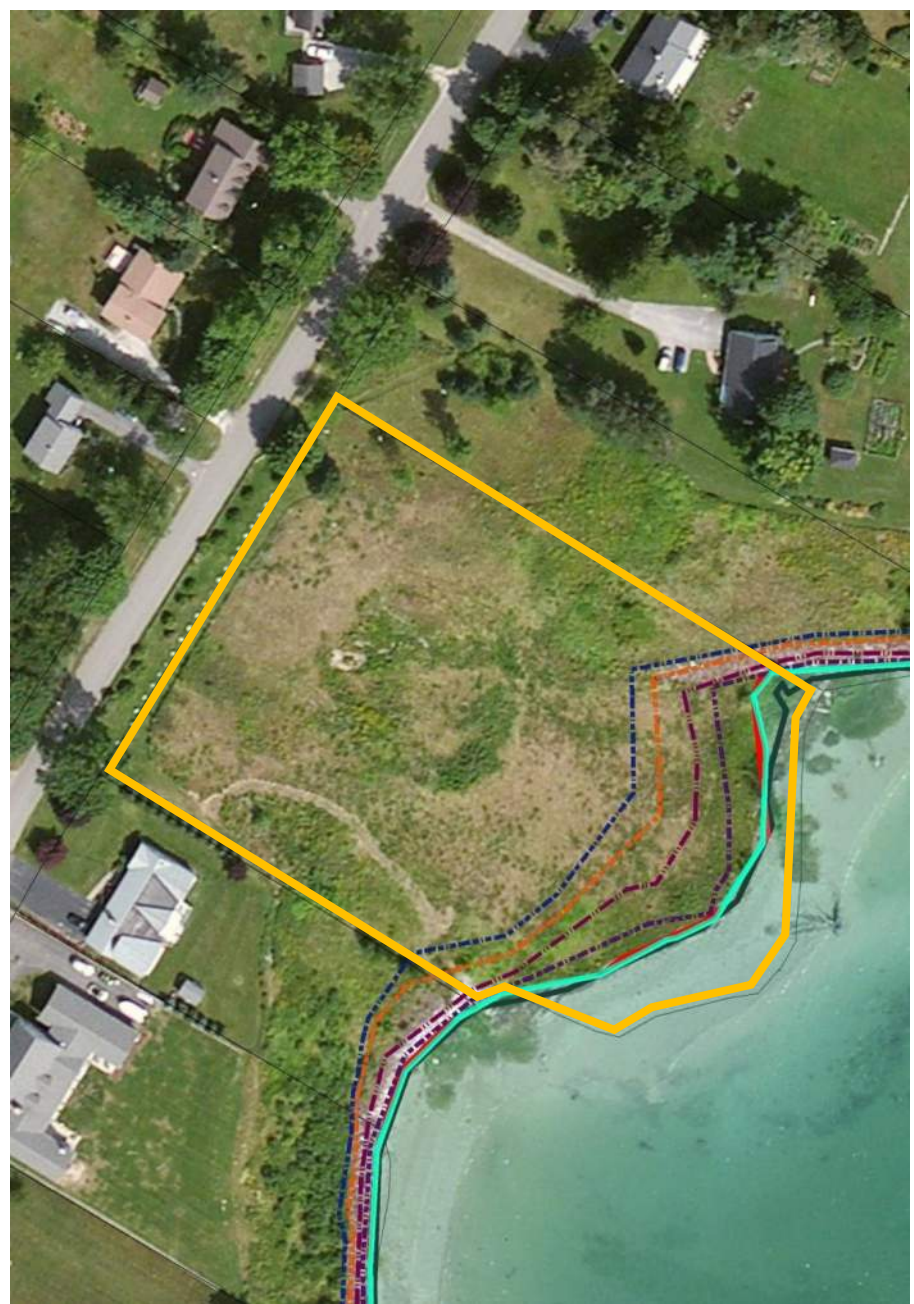
## Commercial Fish Pier

### Sea Level Rise/Storm Surge Scenarios

- Map approximates potential areas vulnerable to sea level rise/storm surge using NOAA sea level rise scenarios.
- For planning purposes the “intermediate” scenario (which is identified by the red box below) approximates the Highest Annual Tide (HAT) plus 1.2 and 1.6 feet. These are the scenarios that fall within the 2050 and 2070 planning horizon for municipal investment.

### Map Legend

	<b>HAT</b>	
	<b>HAT Plus 1.2 Feet</b>	<i>Approximate Planning Horizon</i>
	<b>HAT Plus 1.6 Feet</b>	
	<b>HAT Plus 3.9 Feet</b>	
	<b>HAT Plus 6.1 Feet</b>	
	<b>HAT Plus 8.8 Feet</b>	
	<b>HAT Plus 10.9 Feet</b>	
	<b>Tax Map Boundary</b>	











## 23 Samoset Road

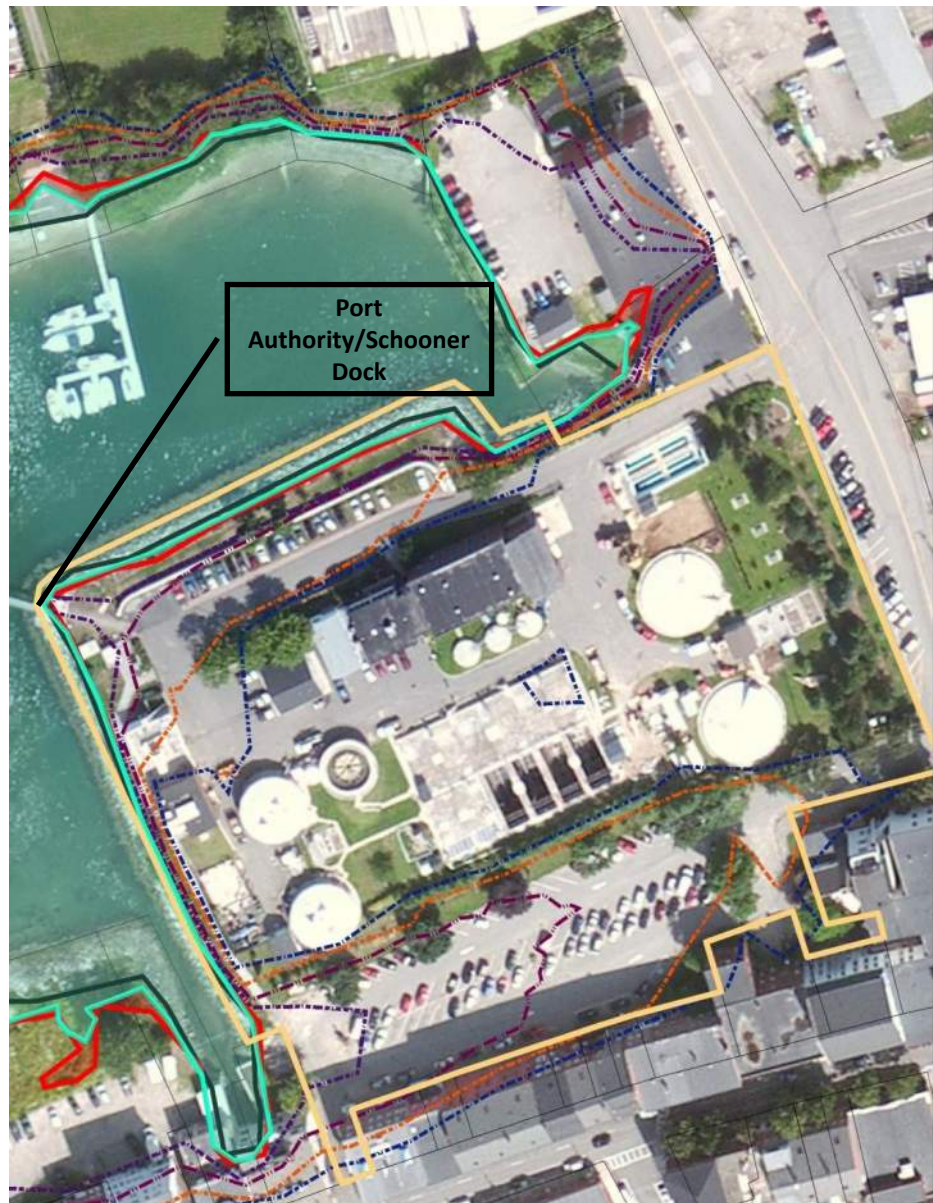
### Sea Level Rise/Storm Surge Scenarios

- Map approximates potential areas vulnerable to sea level rise/storm surge using NOAA sea level rise scenarios.
- For planning purposes the “intermediate” scenario (which is identified by the red box below) approximates the Highest Annual Tide (HAT) plus 1.2 and 1.6 feet. These are the scenarios that fall within the 2050 and 2070 planning horizon for municipal investment.

### Map Legend

-  HAT (Highest Annual Tide)
  -  HAT Plus 1.2 Feet
  -  HAT Plus 1.6 Feet
  -  HAT Plus 3.9 Feet
  -  HAT Plus 6.1 Feet
  -  HAT Plus 8.8 Feet
  -  HAT Plus 10.9 Feet
  -  Tax Map Boundary
- Approximate Planning Horizon*





## Wastewater Treatment Facility Sea Level Rise/Storm Surge Scenarios

- Map approximates potential areas vulnerable to sea level rise/storm surge using NOAA sea level rise scenarios.
- For planning purposes the “intermediate” scenario (which is identified by the red box below) approximates the Highest Annual Tide (HAT) plus 1.2 and 1.6 feet. These are the scenarios that fall within the 2050 and 2070 planning horizon for municipal investment.

### Map Legend

- HAT (Highest Annual Tide)
  - HAT Plus 1.2 Feet
  - HAT Plus 1.6 Feet
  - HAT Plus 3.9 Feet
  - HAT Plus 6.1 Feet
  - HAT Plus 8.8 Feet
  - HAT Plus 10.9 Feet
  - Tax Map Boundary
- Approximate Planning Horizon*



# H. Harbor Economy

## Overview of Rockland's Harbor Economy

- The Harbor Economy in Rockland is diverse and expansive with considerable overlap with other economic sectors, such as retail, tourism, restaurants, and manufacturing. In addition, many of the sectors that comprise the Harbor Economy are not easily measurable at the local level.
- For organizational purposes, this report uses a methodology developed by NOAA for thinking about the elements of the Harbor Economy. This includes the following elements:
  - *Living Resources* – Living Resources include such areas as commercial fishing, aquaculture, seafood processing, seafood wholesale activities, and other fishery services.
  - *Marine Construction* – Marine Construction involves building and repairing piers, docks, marinas, and other harbor and waterfront related infrastructure.
  - *Marine Transportation* – Marine Transportation includes passenger transportation, port and harbor operations, cargo, and storage.
  - *Ship and Boat Building* – Ship and Boat Building includes construction, repair, and servicing of boats and ships.
  - *Tourism and Recreation* – Tourism and Recreation can include boat dealers, eating and drinking places, hotels and lodging, marinas, scenic tours, and sight seeing.
  - *Off-Shore Mineral Resources* – While most likely not part of Rockland's harbor economy, Off-Shore Mineral Resources includes mining of resources such as limestone, sand, and gravel.

# H. Harbor Economy

- Rockland is one of the top 10 ports in Maine by value of fisheries according to Maine Department of Marine Resources.
- In 2018 it was ranked 7<sup>th</sup> at \$13.54 million according to Maine Department of Marine Resources.
- Data for most elements of the Harbor economy can only be found at the County level. For planning purposes we can assume that Rockland plays a major role in the County economy.
- Below is a summary of the Harbor Economy for Knox County.

## **Knox County Totals (Source: NOAA)**

- % of Total Economy – 17%
- # of Establishments – 404
- Average # of Employees per Establishment - 8
- Employment Total – 4,311
- Employed – 3,051
- Self-Employed – 1,260
- % of Total Wages – 14.3% (\$93.1 million in Wages)
- Avg. Wage per Employee – \$30,500
- GDP = \$241.5 Million

# H. Harbor Economy

County data for the different Harbor Economy sectors in Rockland.

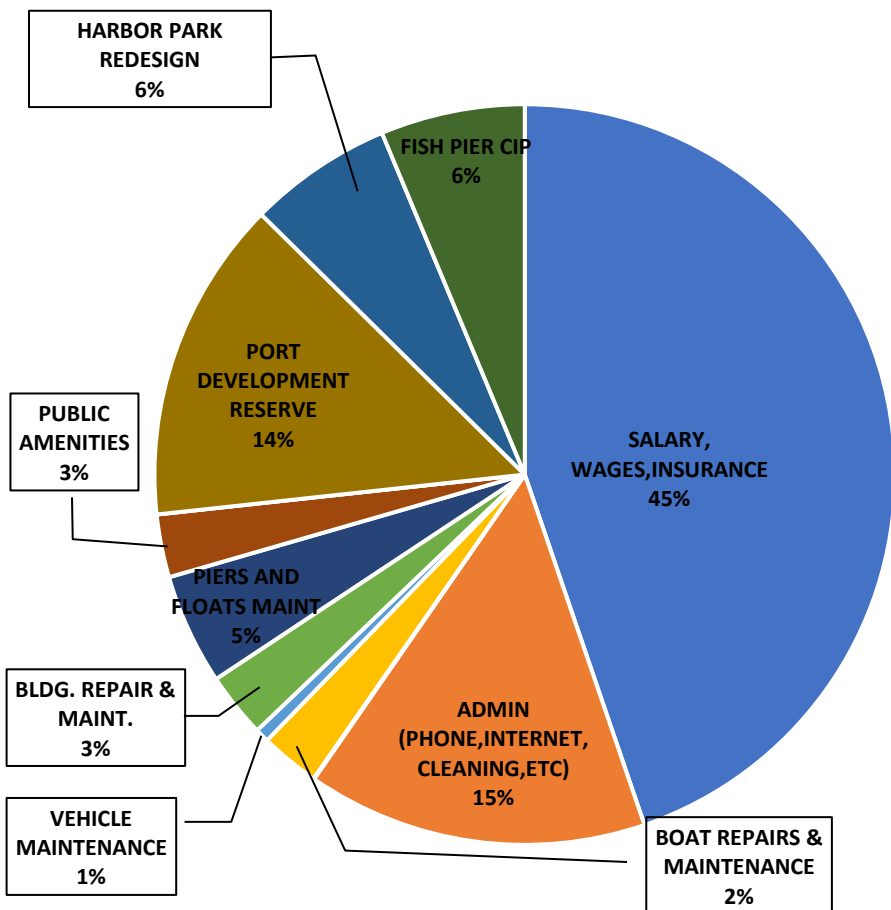
Data Category	Harbor Economy Sectors				
	Living Resources	Maine Construction	Marine Transportation	Ship and Boat Building	Tourism and Recreation
Establishments	164	NA*	NA*	14	210
Avg # of Employees per Establishment	1	NA*	NA*	24	10
Total Employment	1,353	NA*	NA*	350	2,127
<i>Employed</i>	172	NA*	NA*	342	2,089
<i>Self employed</i>	1,181	3	24	8	38
% of Employment for total Harbor Economy	5.60%	NA*	NA*	11.20%	68.5%
Wages	\$6.1 Million	NA*	NA*	\$13.8 Million	\$45.5 Million
Wages per Employee	\$35,500	NA*	NA*	\$40,400	\$21,700
GPD	\$16.1 Million	NA*	NA*	\$12.8 Million	\$99.5 Million

\* Note: Data was suppressed for Marine Construction and Marine Transportation, meaning there was not enough county wide data to protect privacy for existing companies.

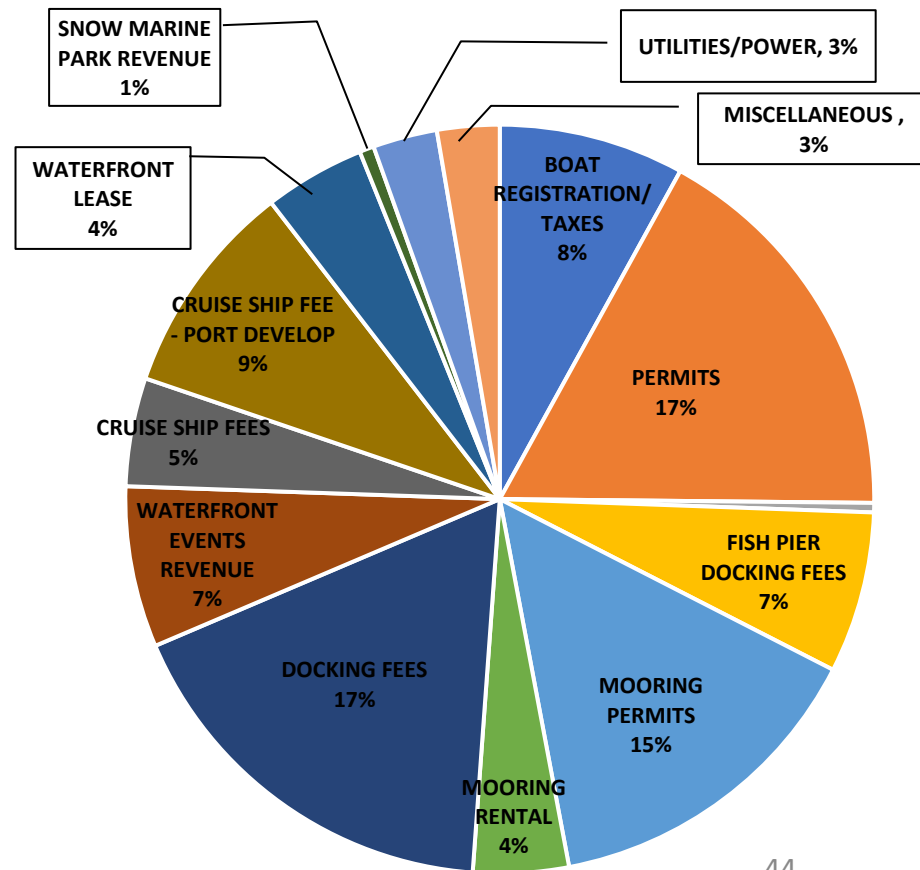
# I. Harbor Administration and Budget

- The Harbor and Waterfront Department has two (2) full-time employees – the Harbor Master and Deputy Harbor Master/Fish Pier Manager. There are four (4) seasonal dock stewards.
- For Fiscal Year (FY) 2019, the Harbor had \$453,532 in revenue. This is a 6.5% decrease from FY2018. Major sources of Revenue include Fish Pier fees, mooring fees, dockage and cruise ship fees, and park rentals. The chart below shows a summary breakdown of major revenue categories.
- For FY2019, the Harbor had \$396,711 in expenses. This represented a 5.6% decrease from the FY2018 budget. Major expense categories are related to salary, wages and insurance, piers and float maintenance, port development reserve, and administrative fees.

### Harbor Expense/Appropriations Categories

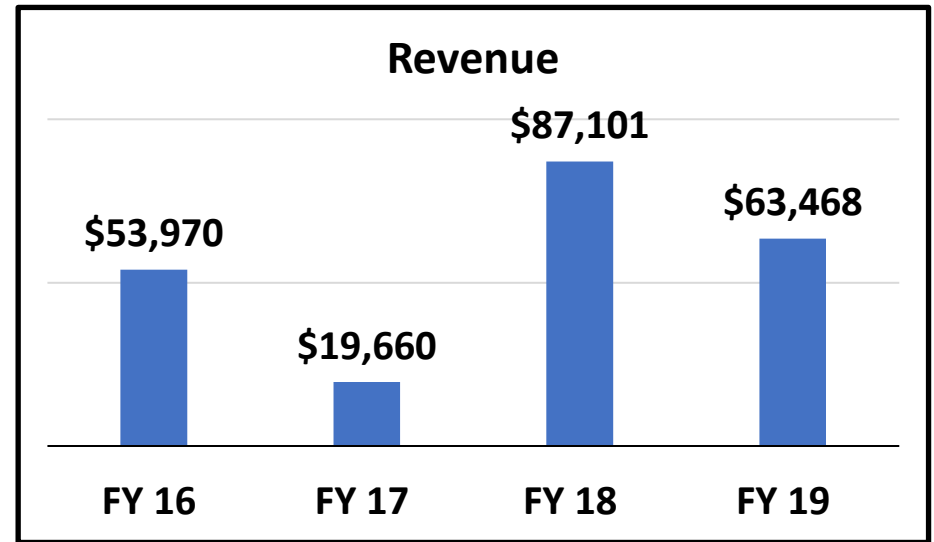


### Harbor Revenue Categories



# J. Cruise Ship Data

- Approximately 12% of the harbor budget comes from cruise ship fee revenue
- Approximately 70% of the revenues from cruise ship fees goes toward infrastructure/port development fund
- Approximately 30% of the revenues from cruise ship fees goes toward harbor budget
- Cruise ship revenues for calendar year 2017 are split between FY17 and FY18
- Projected Revenue for FY20 = \$64,000
- Total expenses for all four years towards cruise ships = \$3,408



## Ship Counts

Ship Category	Year				
	2016	2017	2018	2019	2020
Large Ships	NA	5	3	1	2
Small Ships*	NA	25+/-	28	33	34
Total	NA	6	31	34	TBD

Small Ships =  
500 passengers or less

Large Ships =  
501 passengers or more

\* Note: Some small ships make multiple visits during the season. (Example: in 2018 - Independence had 19 and the Constitution had 6 visits)



# J. Cruise Ship Data

Small cruise ship landings and cruise ship tenders are in most cases directed to the Public Landing dock, however, cruise ship tenders are sometime directed to Middle Pier.

The current fee structure is based on the following:

- \$10 per ticketed passenger for the large ships that tender in.
- \$3 per foot plus \$175 fee for any ship that moors to the dock.
- \$7 per ticketed passenger plus \$175 fee for “K” type boats (smaller cruise ships) that tender in.

Ships are measured by total passenger capacity at time of booking and invoiced per ticketed passenger at time of visit to Rockland.

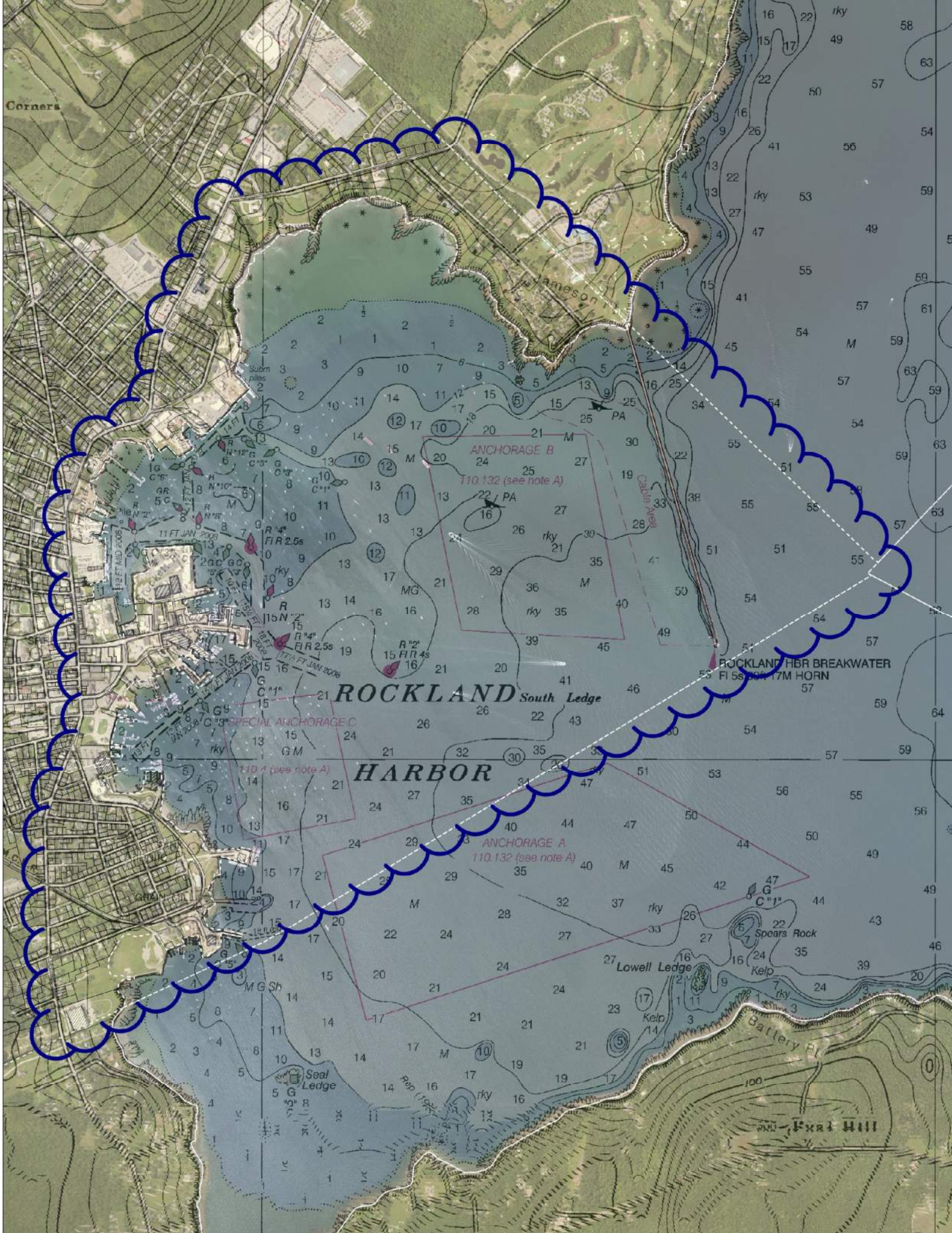
## **City Council Cruise Ship Policy – August 13, 2018 (Order #51)**

Rockland Harbor only has the ability to anchor one ship per day and to dock one small ship per day. In addition to this limited capability, there are daily and monthly passenger caps. The daily cap during the months of January – August and November - December is no more than 2 ships with no more than 500 passengers each. Daily and Monthly caps will be adhered to during the months of September and October. The daily passenger cap for September and October is 3,000 passengers and no more than 6 ships total from September to October. Those ships with visits already scheduled prior to the effective date of this order shall not be subject to these passenger limits. These passenger restrictions shall be in effect until such time as the City Council adopts a Harbor Management Plan superseding said limits.

## Appendix A - Maps



Corners



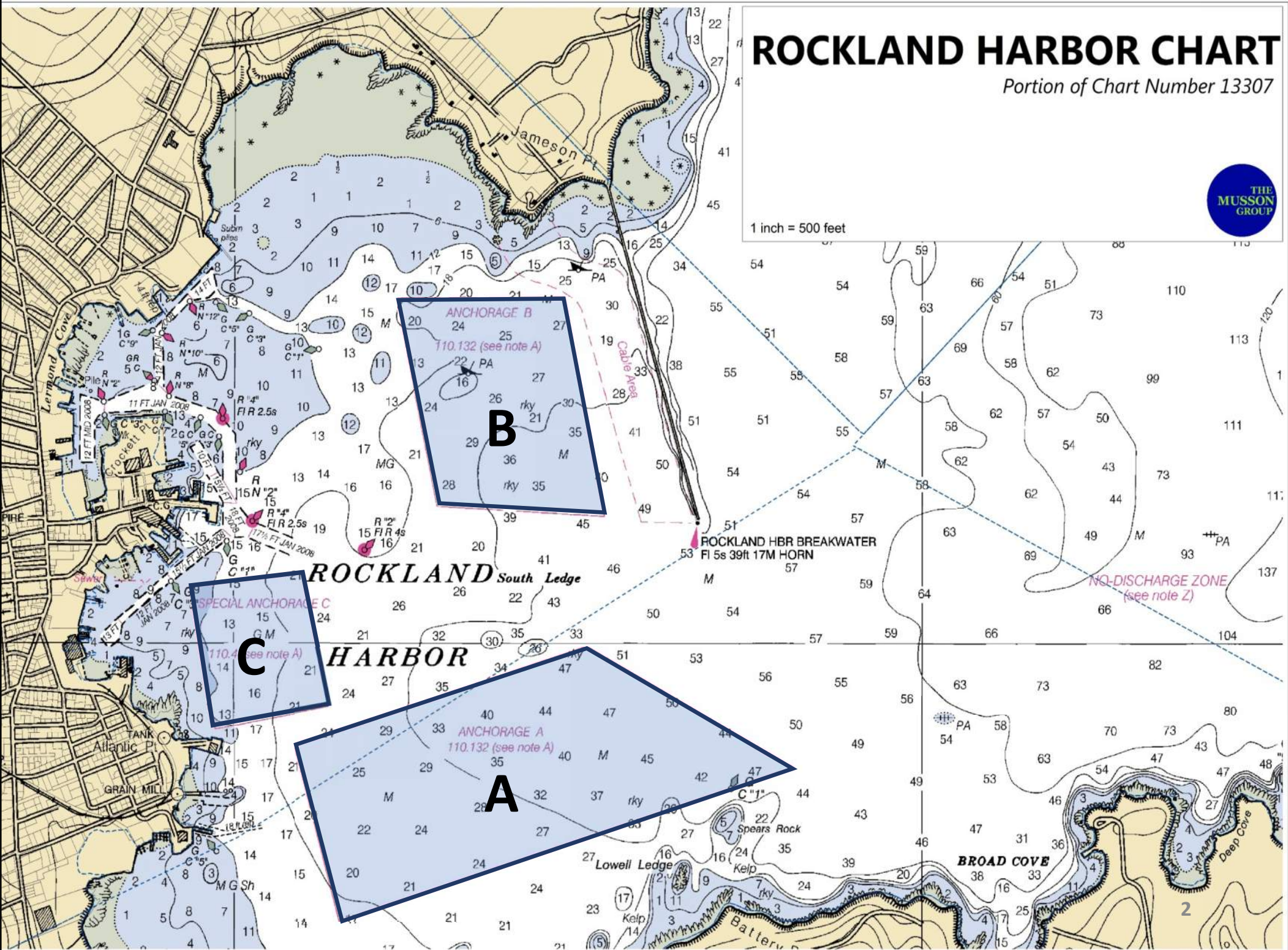


# ROCKLAND HARBOR CHART

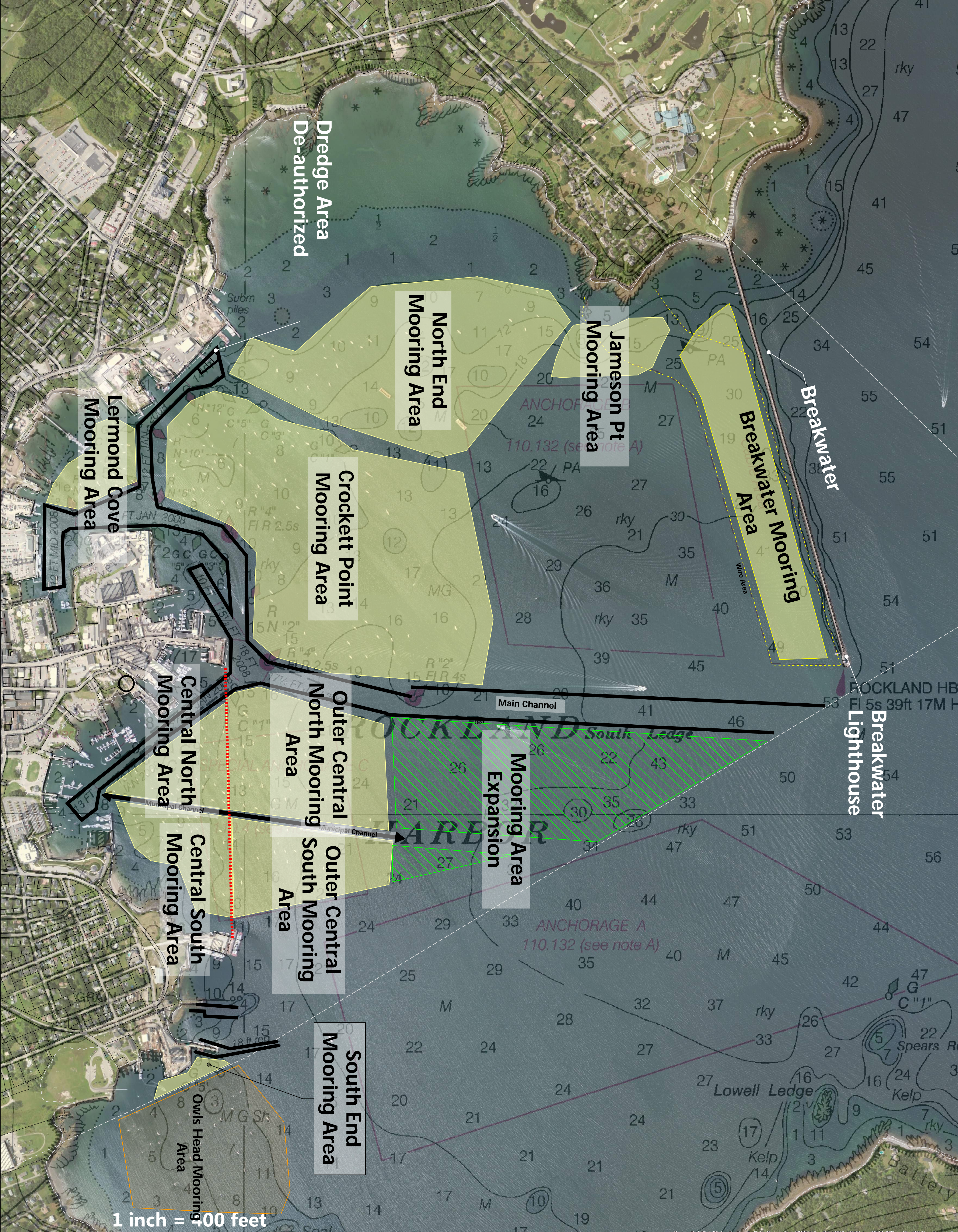
Portion of Chart Number 13307



1 inch = 500 feet

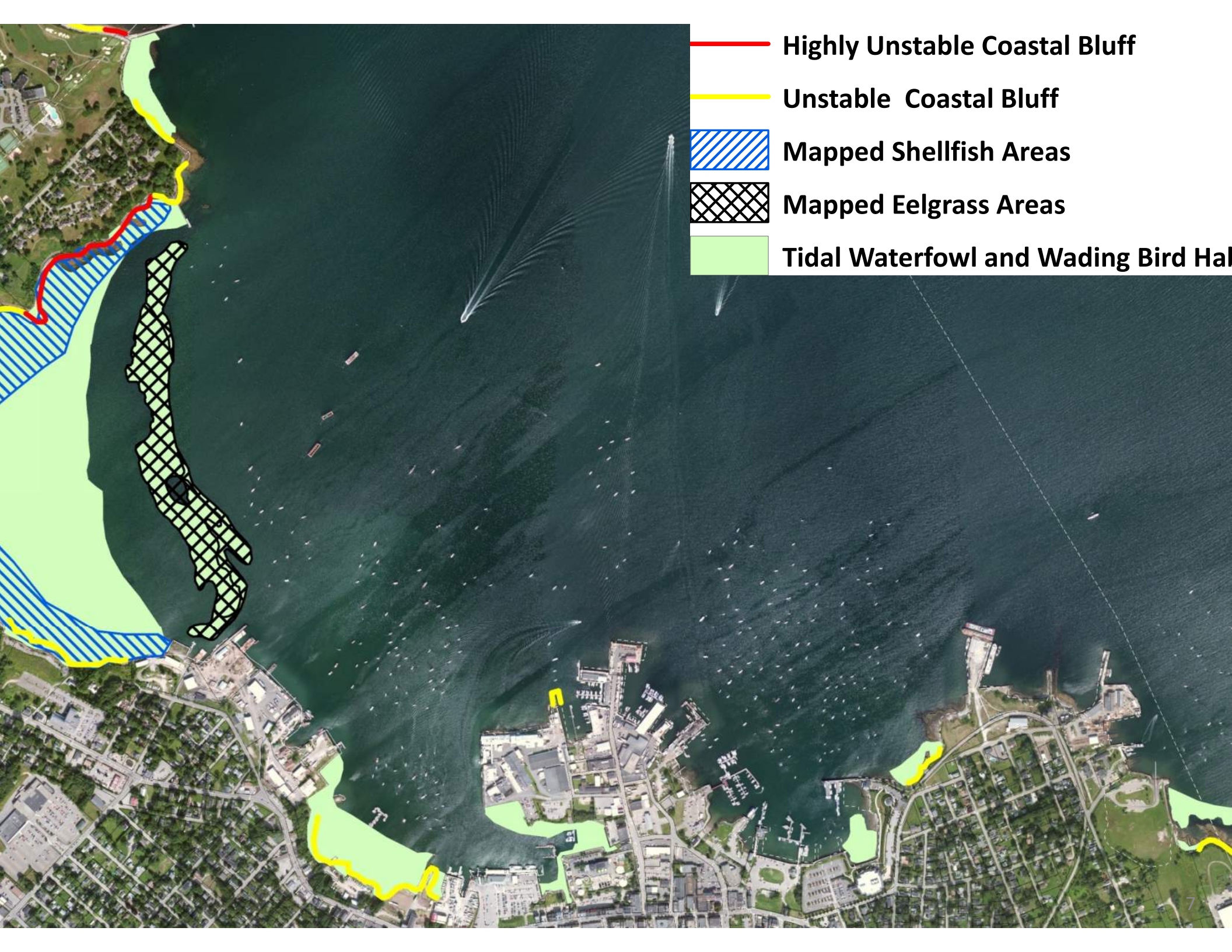






# Mooring Areas





- Highly Unstable Coastal Bluff
- Unstable Coastal Bluff
- ▨ Mapped Shellfish Areas
- ▩ Mapped Eelgrass Areas
- Tidal Waterfowl and Wading Bird Habitat









**Prock  
Marine**

**JJ Lobster**

**O'Hara**

**Mid Coast  
Peroleum**

**North End  
Shipyard**

**Apprenticeshop**

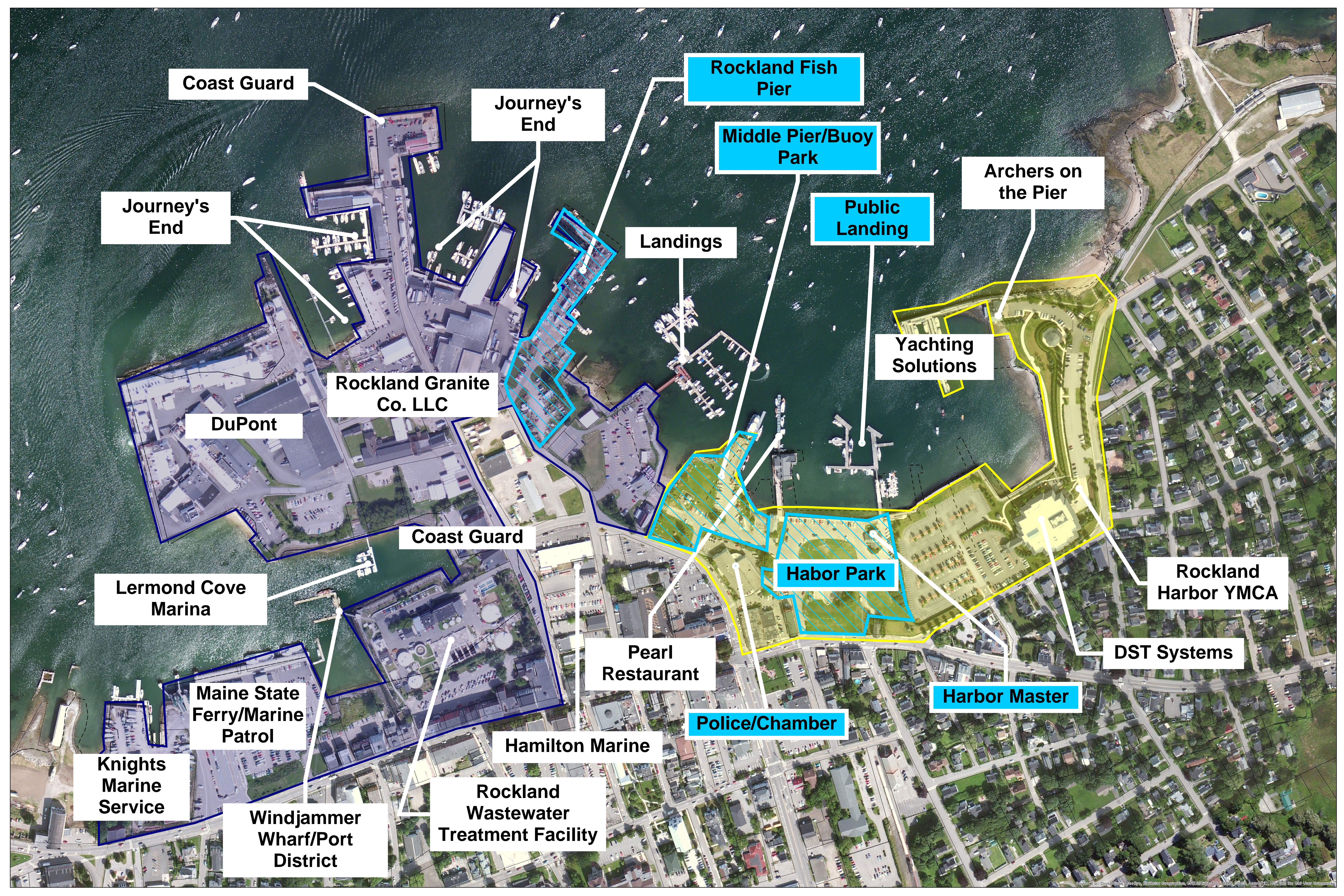
**Steel  
Pro**

**Steelhouse - North**

**Steelhouse - South**

**Knights  
Marine  
Service**





**Coast Guard**

**Journey's End**

**Rockland Fish Pier**

**Middle Pier/Buoy Park**

**Archers on the Pier**

**Journey's End**

**Landings**

**Public Landing**

**Rockland Granite Co. LLC**

**Yachting Solutions**

**DuPont**

**Coast Guard**

**Harbor Park**

**Rockland Harbor YMCA**

**Lermond Cove Marina**

**DST Systems**

**Pearl Restaurant**

**Harbor Master**

**Maine State Ferry/Marine Patrol**

**Police/Chamber**

**Hamilton Marine**

**Rockland Wastewater Treatment Facility**

**Knights Marine Service**

**Windjammer Wharf/Port District**





**Giant Cement Holding, Inc**

**Passamaquoddy Blueberry Co**

**Rockland Marine**

**Boat Rails (Rockland Marine)**

**Steam, Power & Sail Museum  
Coastal Children's Museum**

**Sandy Beach**

**Snow Marine Park**

**Vocational School**



**City of Rockland Harbor Plan  
PROJECT/AGENCY MATRIX**

**AGENCY**

ACTIVITIES	State Agencies													Federal Agencies				
	City	DEP	MHPC	BSL	DIF&W	DMR	DACF	DOT	MGS	Flood plain	Coastal Program	DECD	ACOE	EPA	NOAA	USCG	USFWS	
Aquaculture Projects	A	P		P	A,I	P							P	A,I	A,I	A,I	A,I	
Waterfront Construction (structures connected to land - Piers, launches, etc.)	P	P	A,I	P	A,I	A,I	A,I	F	A,I	A,I			P				A,I	
Water development (structures not connected to land)	P	P	A,I	P	A,I	A,I	A,I		A,I	A,I	A,I,F	F	P	A,I	A,I	A,I	A,I	
Moorings																		
Private	P												P					
Commercial	P												P			A,I		
Rental	P																	
Recreation/Public Access	P	P	A,I		A,I,F	A,I,F	A,I	F	A,I	A,I	F	F	P				F	
Dredging/disposal	A,I	P	A,I	A,I	A,I	A,I							P	A,I		A,I	A,I	
Endangered Species		I			I	I	I						I		I		I	
Environment Monitoring	P,A,I	P,A,I			A,I	A,I	A,I						P,A,I	P,A,I	A,I		A,I	
Maintenance, Repair, and Replacement of Structure	P	P	A,I	A,I	A,I	A,I	A,I	F		A,I	F	F	P	A,I	A,I		A,I	
Port Development	P,A,I	P,A,I	A,I	A,I				A,I,F	A,I	A,I	F	F	P,A,I		A,I	A,I		
Use Conflicts	P	P	A,I	P		P,A,I							P			A,I		
Water Quality Certification		P,A,I				A,I								P,A,I				
Coastal Planning	A,I	A,I	A,I		A,I	A,I	A,I	A,I,F	A,I	A,I	A,I,F	F	A,I	A,I	A,I	A,I	A,I	
Zoning Issues	P	I	I		I	I	I		I	I	I						I	

*P= Permitting Authority*

*A = Advisory*

*I = Information Resource*

*F = Funding Source*

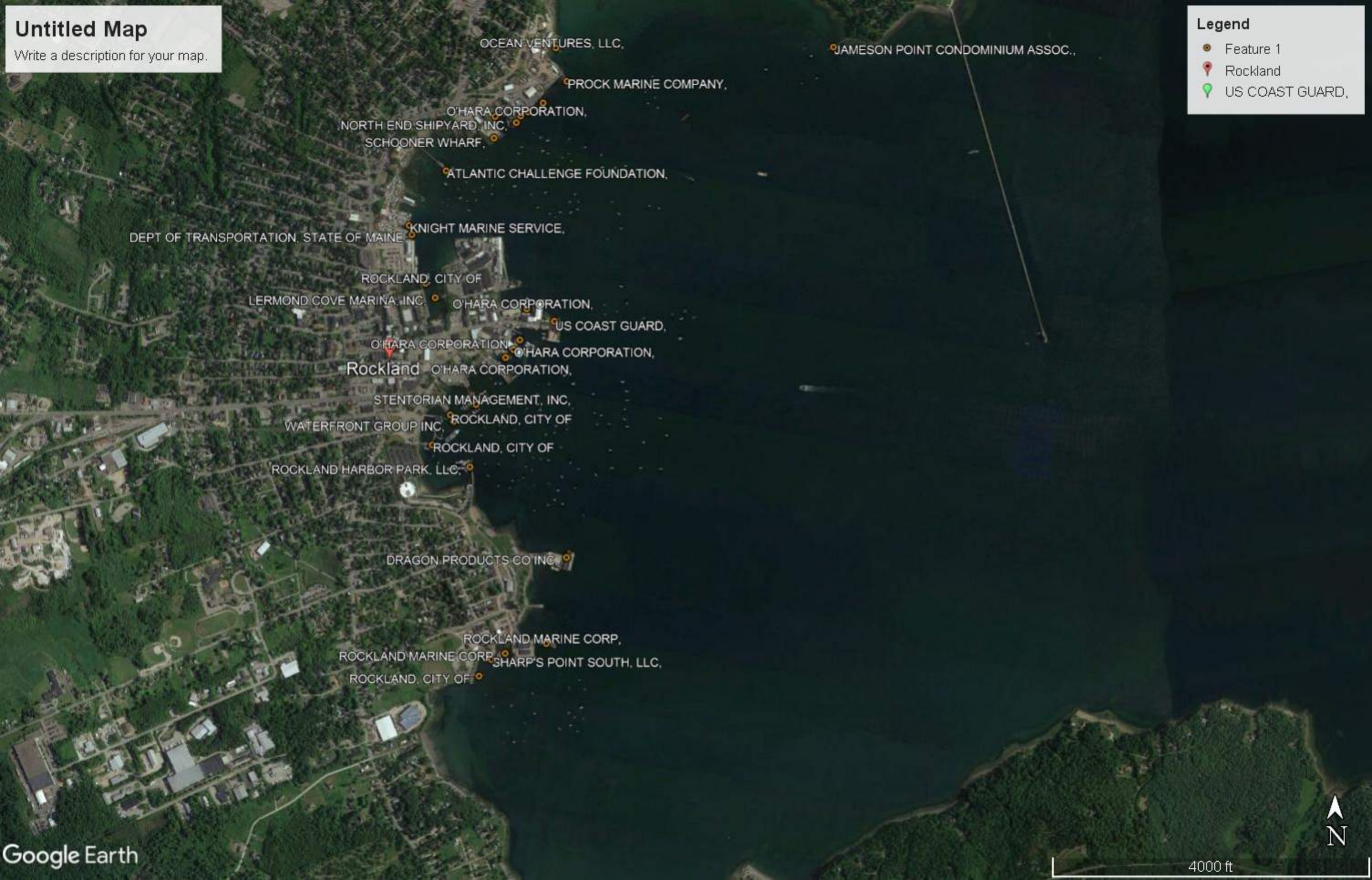


# Untitled Map

Write a description for your map.

**Legend**

- Feature 1
- Rockland
- US COAST GUARD,





# **Appendix B – 2019 USM Cruise Ship Survey, Final Report**

# Impacts of Cruise Ship Visitations in Rockland

Prepared for The City of Rockland

Prepared by  
Maine Center for Business and Economic Research,  
Edmund Muskie School of Public Policy,  
University of Southern Maine

June 2019  
Final Version



**MAINE CENTER FOR BUSINESS  
AND ECONOMIC RESEARCH**

University of Southern Maine

---

# Project Overview

The Center for Business and Economic Research (CBER) at the University of Southern Maine (USM) was hired through the Musson Group to conduct an independent analysis for the City of Rockland of the impact of 2018 cruise ship visitations on downtown businesses and on the experience of non-cruise ship visitors. This analysis had three components:

- 1) Survey of cruise ship visitors in Rockland,
- 2) Survey of downtown Rockland businesses, and
- 3) Survey of land-based (non-cruise) visitors during cruise ship visits.

The intent of this analysis is not an exhaustive consideration of all economic impacts of cruise ship visitations in Rockland, but rather one aspect of a wider selection of important considerations the City of Rockland may account for in determining the impact of cruise ship visitations to the City and the direction going forward. For instance, this study does not account for city fees and revenues, pilot fees and services, the economic impacts of cruise ship provisioning, or any impacts on local businesses from greater or lesser boat traffic on cruise days.

The key findings of this study are highlighted in the following pages. The remainder of the report is organized by project component and includes a description of the methods, summary, and key data points from each survey as well as other supplemental data analyzed. Survey instruments used are included in the Appendices to this report. Specific questions pertaining to the data presented on each page are referenced at the bottom of each page where relevant.



# Project Summary Findings

## Cruise ship visitor spending and experience

- A total of 5,986 passengers and crew came ashore at port in Rockland during the 2018 cruise season.
- Visitors spent an average of \$45 per person, which totaled \$260,525 spent locally (including excursion spending).
  - Small ship<sup>1</sup> visitors spent an average of \$35 per person
  - Large ship visitors spent an average of \$54 per person
- Nearly 80% (n=214) were satisfied or extremely satisfied with experience on-shore, inclusive of time spent in Rockland.
- 83% (n=217) of cruise ship visitors were likely to recommend a trip to Maine to others with almost half of visitors extremely likely to.
- 29% (n=76) are likely or very likely to return visit by cruise, while 30% (n=81) are likely or very likely to return by means other than cruise in next 5 years.
- Large ship visitors tended to be more international and slightly younger than visitors from small ships.

<sup>1</sup>For the purposes of this survey a large ship has more than 500 passengers, and a small ship 500 or less.

Note: At the request of the clients, throughout this report response rates (%) are followed by a lowercase “n” in parenthesis which denotes the number of responses represented by the rate for a particular question. In the visual aids (charts and tables) the *sample size* is denoted with an uppercase “N” as is common practice in reporting survey data. This is important to note because in some cases not every question was answered by the respondent for a particular survey.

# Project Summary Findings (continued)

## Downtown business impacts

- During cruise ships visits, 43% (n=43) of businesses reported an increase in revenues, 14% (n=14) reported a decrease, and 41%(n=41) indicated no impact.
- 54% (n=27) of businesses reported revenues increased during large ship visits, 16% (n=8) reported a decrease, and 28% (n=14) no impact.
- 32% (n=16) of businesses reported revenues increased during small ship visits, 12% (n=6) reported a decrease, and 54% (n=27) no impact.
- All categories of businesses except professional services and lodging, reported a mix of increased revenues, decreased revenues, and revenues that were about the same as an average day.
- A majority of respondents from eating and drinking establishments, food and drink stores, and the professional service respondent reported positive impacts on revenues; the lodging respondent reported a decrease in revenues; a majority of personal services and art gallery respondents reported revenues stayed the same as on an average day.

## Non-cruise visitor impacts

- Of the sample of land-based visitors surveyed, there is no evidence that the experience and likelihood of return visits of land-based visitors were either positively or negatively influenced by cruise ship traffic.

## Other

- Cruise visitors, particularly large ships, have a different profile and come from a wider range of regions and countries than other visitors.
- Weather played a role in visitor experience, but did not alter the positive overall story.

# COMPONENT 1: PROFILE AND ECONOMIC IMPACT OF CRUISE SHIP VISITOR AND CREW SPENDING



## SURVEY OVERVIEW & METHODS

- Survey research firm Digital Research Inc. (DRI) administered intercept surveys to cruise ship visitors at ship and tender berthing piers on a total of 8 days in the late summer and fall of 2018.
- DRI was used for the survey because the firm was already engaged in a statewide survey for the Maine Office of Tourism. The survey instrument was well designed and helped avoid having passengers/visitors approached by more than one survey on the same day.
- A total of 305 surveys were collected from cruise ship passengers and crew members returning from an onshore visit.
- 69% of responses were collected on large ship days and 31% of surveys were collected on small ship visitation days.
- Table 1 shows the summary data of the full sample, as well as disembarkment estimates where available.
- Weighted survey data was tabulated by DRI. CBER was responsible for analyzing and reporting findings in the following pages.

Table 1: Survey sample and visitor summary

Month	Ship	Number of Completed Questionnaires	Share of Sample	Number of Passengers & Crew On Ship	Number of Passengers & Crew Off Ship	Total Capacity (passenger & crew)	Disembarkment Rate
July	American Independence	11	4%	122	88*	131	72.4%*
Aug	American Constitution	23	8%	229	154	230	67.2%
Sept	Queen Mary II	87	29%	2,555	2,174	3,872	85.1%
Sept	Crystal Symphony	42	14%	1,310	948*	1,393	72.4%*
Oct	Serenade of the Seas	81	27%	3,200	2316*	3,381	72.4%*
Oct	Pearl Mist	35	11%	227	122	290	53.7%
Oct	MS Fram	13	4%	120	51	400	42.5%
Oct	Star Pride	13	4%	325	133	372	40.9%
	<b>Total</b>	<b>305</b>	<b>100%</b>	<b>8,088</b>	<b>5,986</b>	<b>10,069</b>	<b>72.4%</b>

Note: Data provided by DRI. "\*" indicates estimate by CBER based on a disembarkment rate calculated as weighted average of all other ship landings. Our overall disembarkment rate of 72.4% is below the disembarkment rate of 85% used by the DRI study for the entire state of Maine and may therefore be conservative.

# 88% OF VISITORS (n= 255) SPENT TIME IN DOWNTOWN ROCKLAND FOR AN AVERAGE OF 2.7 HOURS (N=229).

Figure 1: Off ship visit location

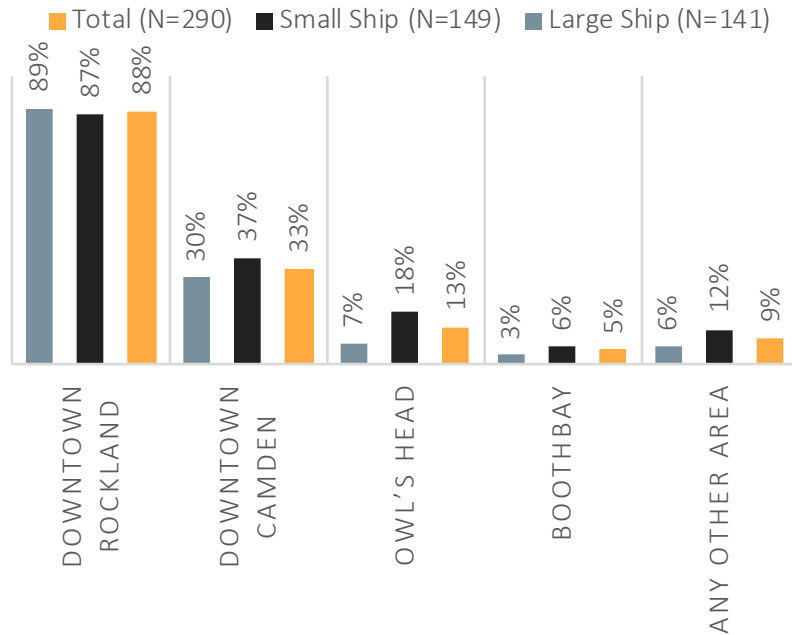
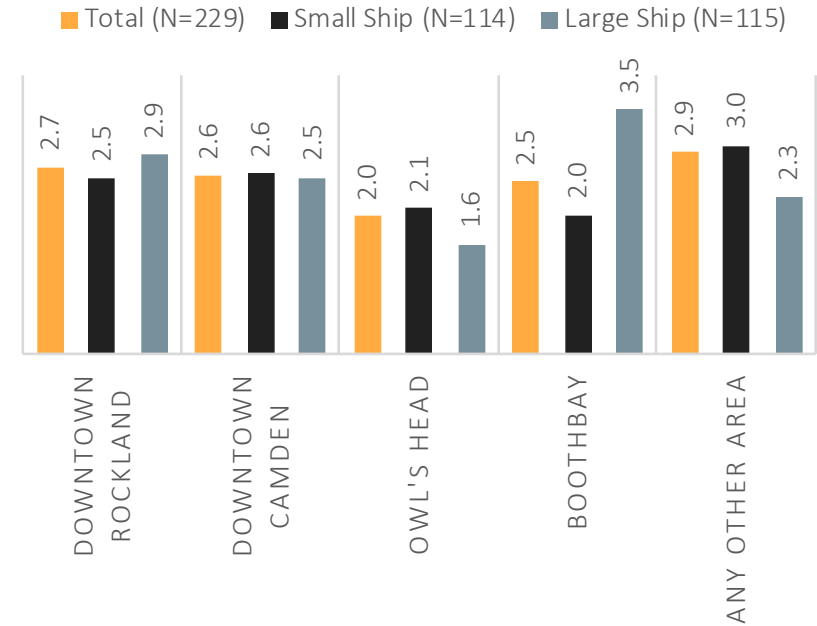


Figure 2: Average length of time



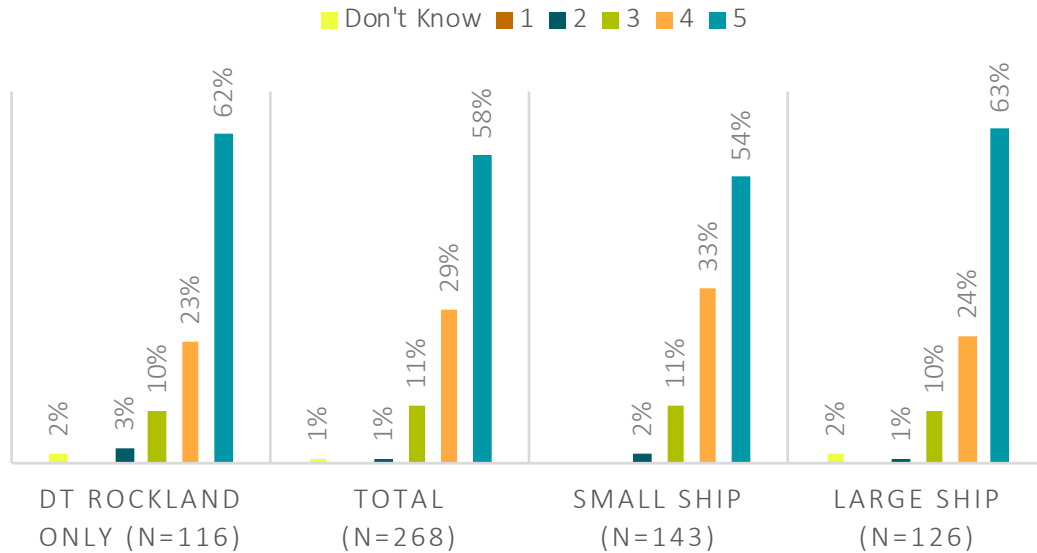
# Visitor Experience Ratings

Visitors were asked to rate a number of factors while they were off the ship on a scale of 1 to 5, 1 = poor, 3 = good and 5 = excellent.



## 87% (n=233) OF VISITORS RATED THE ATMOSPHERE OF THE AREA(S) VISITED WHILE OFF THE SHIP AS VERY GOOD OR EXCELLENT.

Figure 3: Visitor ratings - Providing a warm, welcoming atmosphere  
On a scale of 1 to 5, 1 = poor, 3 = good and 5 = excellent

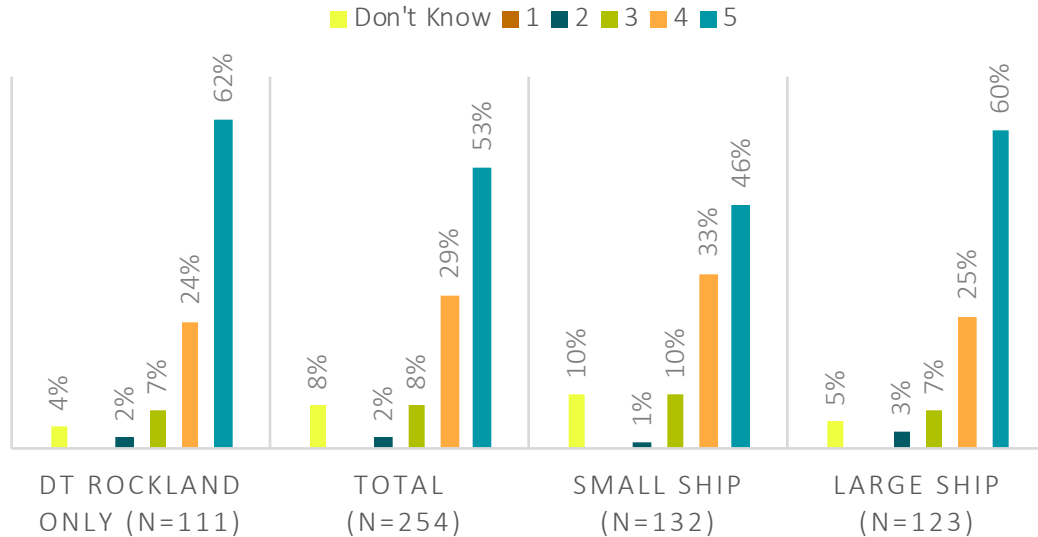


- 87% (n=124) of small ship visitors rated the atmosphere as very good or excellent.
- 87% (n=110) of large ship visitors rated the atmosphere as very good or excellent.
- 87% (n=101) of visitors only spending time in DT Rockland rated the atmosphere as very good or excellent.

Q17.1: Overall, how would you rate the area(s) you visited while you were off the ship in terms of the following (Providing a warm, welcoming atmosphere)?  
Note: "Downtown Rockland (DT) Only" includes only visitors who only spent time in downtown Rockland while off of the ship. Estimates for Total, Small Ship, and Large Ship include visitors who spent time off the ship, whether in Rockland, other municipalities, or both.

## 82% (N=208) OF VISITORS RATED SERVICE IN SHOPS AND RESTAURANTS AS VERY GOOD OR EXCELLENT.

Figure 4: Visitor ratings - Providing good service in shops & restaurants  
On a scale of 1 to 5, 1 = poor, 3 = good and 5 = excellent

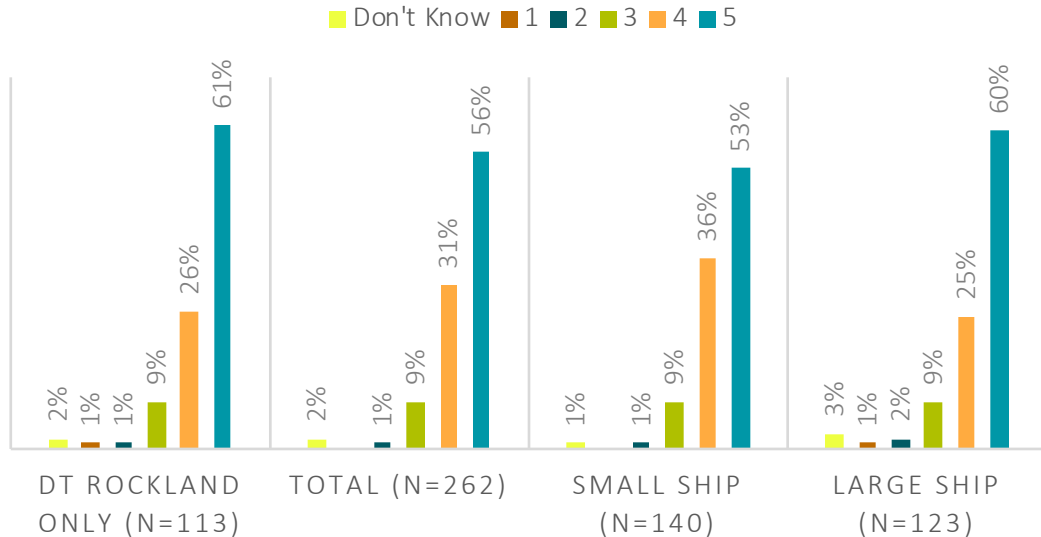


- 79% (n=104) of small ship visitors rated service in shops and restaurants as very good or excellent.
- 85% (n=105) of large ship visitors rated service in shops and restaurants as very good or excellent.
- 86% (n=95) of visitors only spending time in DT Rockland rated service in shops and restaurants as very good or excellent.

Q17.2: Overall, how would you rate the area(s) you visited while you were off the ship in terms of the following (Providing good service in shops & restaurants)?  
Note: "Downtown Rockland (DT) Only" includes only visitors who only spent time in downtown Rockland while off of the ship. Estimates for Total, Small Ship, and Large Ship include visitors who spent time off the ship, whether in Rockland, other municipalities, or both.

## 87% (n=228) OF VISITORS FOUND THE AREAS THEY VISITED CLEAN AND WELL KEPT.

Figure 5: Visitor ratings - Providing a clean, well-kept environment  
On a scale of 1 to 5, 1 = poor, 3 = good and 5 = excellent



- 89% (n=125) of small ship visitors rated the area as clean and well kept.
- 85% (n=105) of large ship visitors rated the area as clean and well kept.
- 87% (n=98) of visitors only spending time in DT Rockland rated the area as clean and well kept.

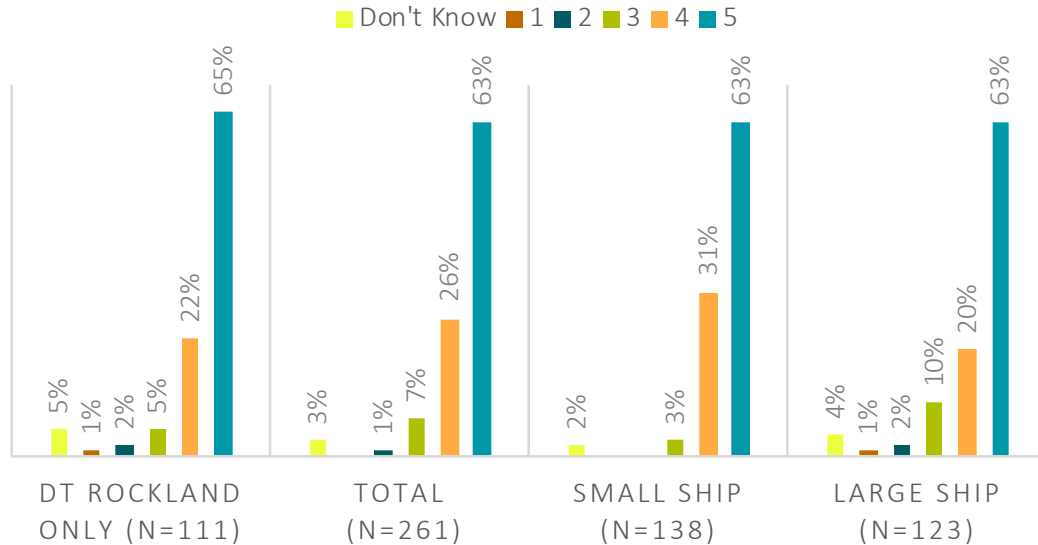
Q17.3: Overall, how would you rate the area(s) you visited while you were off the ship in terms of the following (Providing a clean, well-kept environment)?

Note: "Downtown Rockland (DT) Only" includes only visitors who only spent time in downtown Rockland while off of the ship. Estimates for Total, Small Ship, and Large Ship include visitors who spent time off the ship, whether in Rockland, other municipalities, or both.



## 89% (n=232) OF VISITORS RATED THE NATURAL BEAUTY AS VERY GOOD OR EXCELLENT.

Figure 6: Visitor ratings - Providing natural beauty  
On a scale of 1 to 5, 1 = poor, 3 = good and 5 = excellent

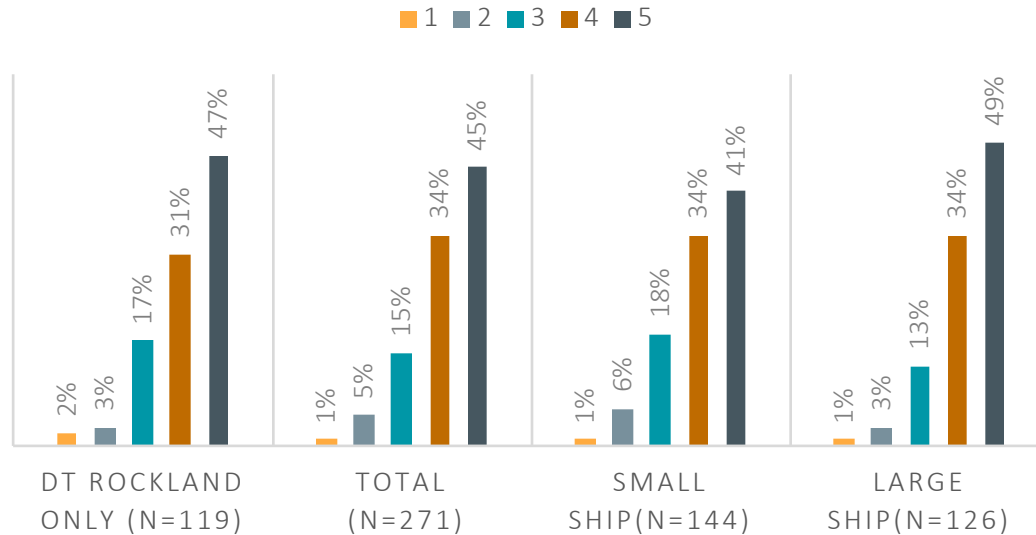


- 94% (n=130) of small ship visitors rated natural beauty as very good or excellent.
- 83% (n=102) of large ship visitors rated natural beauty as very good or excellent.
- 87% (n=97) of visitors only spending time in DT Rockland rated natural beauty as very good or excellent.

Q17.4: Overall, how would you rate the area(s) you visited while you were off the ship in terms of the following (Providing natural beauty)? Note: "Downtown Rockland (DT) Only" includes only visitors who only spent time in downtown Rockland while off of the ship. Estimates for Total, Small Ship, and Large Ship include visitors who spent time off the ship, whether in Rockland, other municipalities, or both.

## 79% (n=214) WERE SATISFIED OR EXTREMELY SATISFIED WITH EXPERIENCE ON-SHORE, INCLUDES VISITS TO ALL LOCATIONS.

Figure 7: Visitor Experience - Satisfaction of experience on shore  
On a scale of 1 to 5, 1 = not at all satisfied and 5 = extremely satisfied

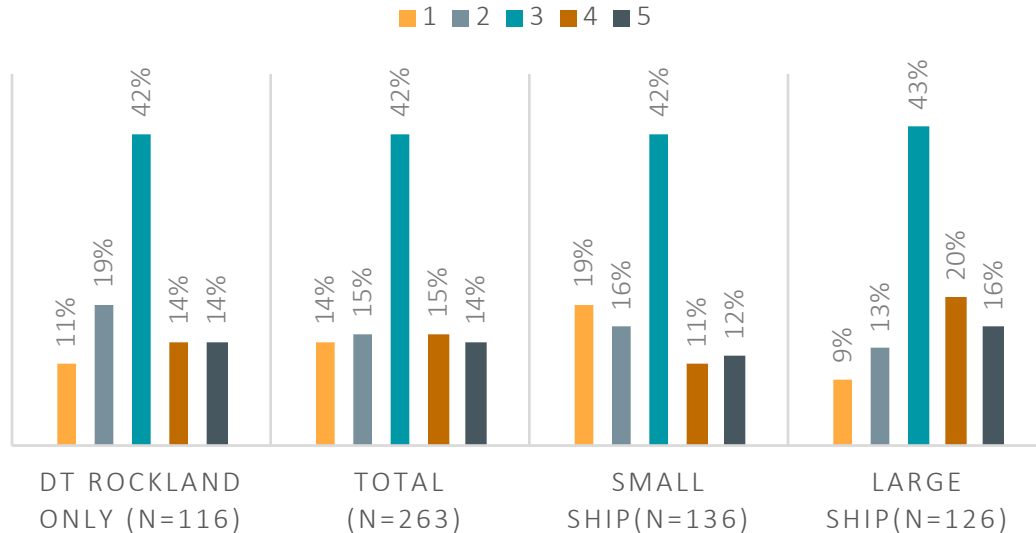


- 75% (n=108) of small ship visitors were satisfied or extremely satisfied with on-shore experience.
- 83% (n=105) of large ship visitors were satisfied or extremely satisfied with on-shore experience.
- 78% (n=93) of visitors only spending time in DT Rockland were satisfied or extremely satisfied with on-shore experience.

Q15: How satisfied would you say you are, overall, with your experience on shore during this visit to the area? Note: "Downtown Rockland (DT) Only" includes only visitors who only spent time in downtown Rockland while off of the ship. Estimates for Total, Small Ship, and Large Ship include visitors who spent time off the ship, whether in Rockland, other municipalities, or both.

## 29% (n=76) LIKELY OR VERY LIKELY TO RETURN VISIT BY CRUISE SHIP IN NEXT 5 YEARS.

Figure 8: Visitor Experience - Likelihood of return in next 5 years by cruise  
On a scale of 1 to 5, 1 = not at all likely and 5 = very likely



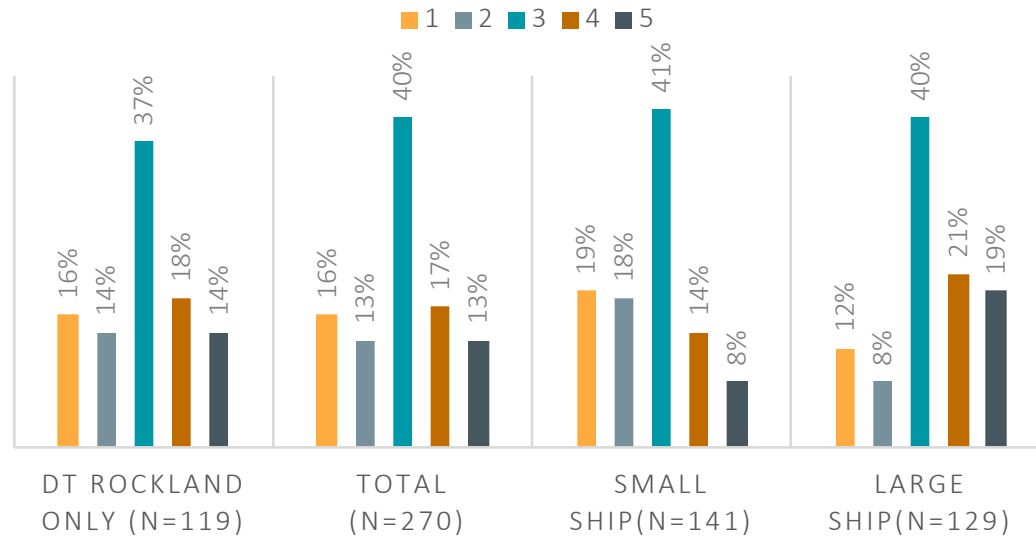
- 23% (n=31) of small ship visitors were likely or very likely to return visit by cruise ship in next 5 years.
- 36% (n=45) of large ship visitors were likely or very likely to return visit by cruise ship in next 5 years.
- 28% (n=33) of visitors only spending time in DT Rockland were likely or very likely to return visit by cruise ship in next 5 years.

Q13: How likely would you say you are to return to Maine in the next five years by cruise (not including this trip)? Note: "Downtown Rockland (DT) Only" includes only visitors who only spent time in downtown Rockland while off of the ship. Estimates for Total, Small Ship, and Large Ship include visitors who spent time off the ship, whether in Rockland, other municipalities, or both.



## 30% (n=81) LIKELY OR VERY LIKELY TO RETURN VISIT BY MEANS OTHER THAN CRUISE IN NEXT 5 YEARS.

Figure 9: Visitor Experience - Likelihood of return in next 5 years by methods besides a cruise  
On a scale of 1 to 5, 1 = not at all likely and 5 = very likely

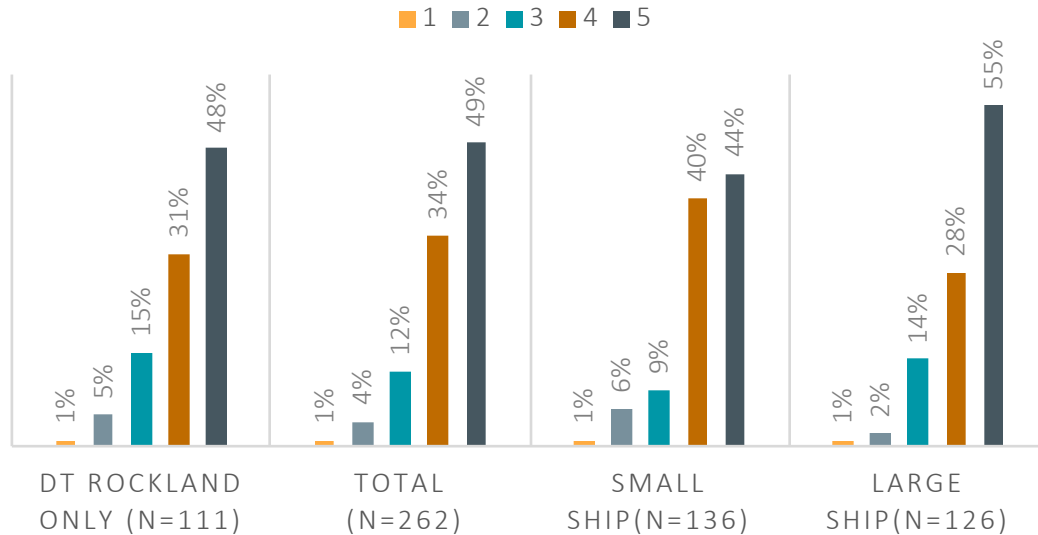


- 22% (n=31) of small ship visitors were likely or very likely to return visit by means other than cruise ship in next 5 years.
- 40% (n=52) of large ship visitors were likely or very likely to return visit by means other than cruise ship in next 5 years.
- 32% (n=38) of visitors only spending time in DT Rockland were likely or very likely to return visit by means other than cruise ship in next 5 years.

Q14: How likely would you say you are to return to Maine – by methods besides a cruise – in the next five years? Note: “Downtown Rockland (DT) Only” includes only visitors who only spent time in downtown Rockland while off of the ship. Estimates for Total, Small Ship, and Large Ship include visitors who spent time off the ship, whether in Rockland, other municipalities, or both.

## 83% (N=217) LIKELY OR VERY LIKELY TO RECOMMEND A TRIP TO MAINE TO OTHERS.

Figure 10: Visitor Experience - Likelihood to recommend a trip to others based on experience on shore  
On a scale of 1 to 5, 1 = not at all likely and 5 = very likely



- 84% (n=114) of small ship visitors were likely or very likely to recommend a trip to others.
- 83% (n=105) of large ship visitors were likely or very likely to recommend a trip to others.
- 79% (n=88) of visitors only spending time in DT Rockland were likely or very likely to recommend a trip to others.

Q16: Based on your experience on shore, if asked, how likely would you be to recommend a trip to Maine to others? Note: "Downtown Rockland (DT) Only" includes only visitors who only spent time in downtown Rockland while off of the ship. Estimates for Total, Small Ship, and Large Ship include visitors who spent time off the ship, whether in Rockland, other municipalities, or both.

ON AVERAGE, VISITORS SPENT ALMOST \$39 PER PERSON WHILE OFF THE SHIP. AN AVERAGE OF \$5.92 PER VISITOR WAS SPENT ON EXCURSIONS.

Table 2: Cruise ship visitor spending profile per person

Spending Category	<u>Per Person Spending</u>			
	Total (N=213)	Small Ship (N=101)	Large Ship (N=112)	Downtown Rockland Only (N=102)
Food and Beverages	\$15.23	\$10.26	\$19.72	\$15.15
Recreation and Entertainment	\$3.27	\$3.45	\$3.10	\$3.09
Shopping	\$18.23	\$16.37	\$19.92	\$16.25
Transportation (not including the cruise)	\$1.05	\$0.89	\$1.20	\$0.30
Everything else	\$1.14	\$1.65	\$0.68	\$0.61
<b>Total spending</b>	<b>\$38.92</b>	<b>\$32.63</b>	<b>\$44.62</b>	<b>\$35.41</b>
Excursions	\$5.92	\$1.94	\$9.52	\$3.04
<b>Total Spent (including excursion \$)</b>	<b>\$44.85</b>	<b>\$34.57</b>	<b>\$54.14</b>	<b>\$38.45</b>

- Large ship visitors spent \$12 more per person (excluding excursions) than small ship visitors on average, largely a result of higher spending on food and beverages, and to a lesser extent retail shopping.
- Large ship visitors spent almost \$8 more on on-shore excursions than small ship visitors.
- More visitors from large ships (34%) went on a paid shore excursion than from small cruise ships (21%).

Q10: How much did your travel party spend during your time off the ship today on the following types of purchases?

Please estimate your spending for the whole day. Q9: Did you take a shore excursion today that you paid your cruise line extra for? (If so, how much?) Note:

“Downtown Rockland (DT) Only” includes only visitors who only spent time in downtown Rockland while off of the ship. Estimates for Total, Small Ship, and Large Ship include visitors who spent time off the ship, whether in Rockland, other municipalities, or both.



IN GENERAL, THE LONGER TIME SPENT OFF SHIP IN DOWNTOWN ROCKLAND, THE GREATER THE AMOUNT OF MONEY SPENT PER PERSON ON AVERAGE.

Table 3: Cruise ship visitor spending profile per person by time

Spending Category	Per Person Spending				
	By Time Spent in Downtown Rockland				
	1 Hr or Less (n=26)	>1 Hr -2 Hrs (n=54)	>2 Hr-3 Hrs (n=34)	>3 Hr-4 Hrs (n=25)	4+ Hrs (n=17)
Food and Beverages	\$10.81	\$13.17	\$14.36	\$24.07	\$11.03
Recreation and Entertainment		\$3.65	\$1.02	\$1.34	\$7.47
Shopping	\$19.06	\$16.75	\$19.71	\$15.46	\$31.44
Transportation	\$2.24	\$1.92	\$0.59		\$0.43
Everything else	\$0.03	\$0.57	\$0.59	\$3.81	\$0.43
<b>Total spending</b>	<b>\$32.14</b>	<b>\$36.06</b>	<b>\$36.28</b>	<b>\$44.67</b>	<b>\$50.81</b>
Excursions	\$9.82	\$5.12	\$7.06	\$1.17	\$2.26
<b>Total Spent (inc. excursion \$)</b>	<b>\$41.96</b>	<b>\$41.18</b>	<b>\$43.33</b>	<b>\$45.84</b>	<b>\$53.07</b>

Q10: How much did your travel party spend during your time off the ship today on the following types of purchases?

Please estimate your spending for the whole day. Q9: Did you take a shore excursion today that you paid your cruise line extra for? (If so, how much?) Note: "Downtown Rockland (DT) Only" includes only visitors who only spent time in downtown Rockland while off of the ship. Estimates for Total, Small Ship, and Large Ship include visitors who spent time off the ship, whether in Rockland, other municipalities, or both.

ON AVERAGE, VISITORS WERE 67 YEARS OLD (N=248), HAD A MEDIAN HOUSEHOLD INCOME OF \$120,000 (N=238).

Figure 11: Visitor age distribution

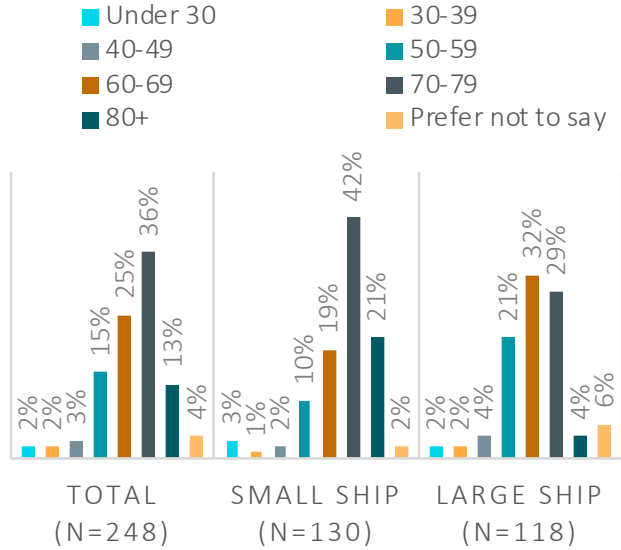
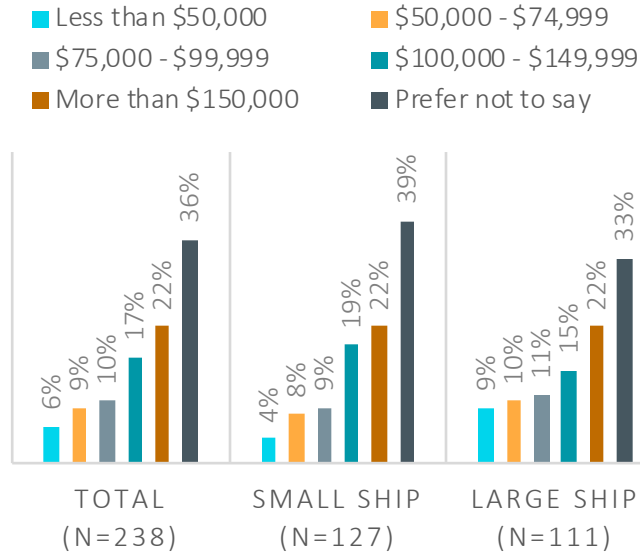


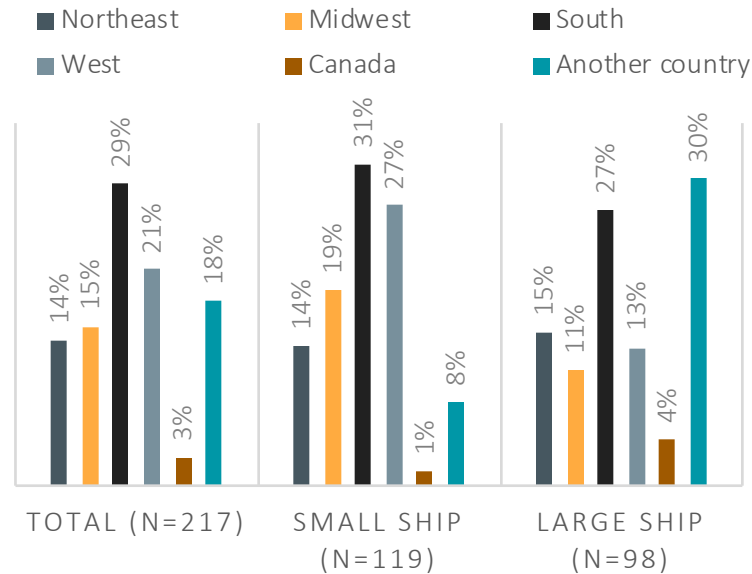
Figure 12: Visitor household income distribution



- Small ship visitors tend to be slightly older (70, N=130) than large ship visitors (60, N=118).

## VISITORS WERE FROM A MIX OF US REGIONS &amp; COUNTRIES (N=217).

Figure 13: Visitor region of origin



- 34% (n=33) of the large ship visitors were from another country versus 9% (n=11) for small ships



# COMPONENT 2: SURVEY OF DOWNTOWN BUSINESSES

## SURVEY OVERVIEW & METHODS

- The purpose of the survey was to better understand the effect of cruise ship visits on local businesses.
- A total of 5 individual electronic surveys were emailed to 111 business and organizations following 5 cruise ship visits in September and October 2018 (Table 4). Businesses were also sent reminder emails to complete previously emailed surveys.
- The City of Rockland provided CBER with a list of downtown business contacts and emails and included retail shops, restaurants, art galleries, entertainment, personal services, and accommodations, including businesses in the Tillson Avenue area, and along the Harbor Trail. Businesses in professional offices and banks, and businesses more than a block inland from Main Street were not surveyed.
- A total of 104 responses were received across all 5 surveys, with 100 of them being complete enough to tabulate and analyze.
- The average response rate for all 5 surveys was 18%.
- 54 unique businesses or organizations responded to at least 1 of the 5 surveys survey.
- 50% of responses were received with respect to large ship landings and 50% from small ship landings.
- Respondents were able to provide comments at the end of the surveys. Comments are summarized and included in the Appendices.

Table 4: Business survey sample summary

Ship/ship size	Number of Completed Questionnaires	Share of Sample
Queen Mary II (large) & Independence (small)	25	22.5%
Star Pride (small)	21	18.9%
FRAM (small)	18	16.2%
Serenade (large)	25	22.5%
Pearl Mist (small)	11	9.9%
<b>Total</b>	<b>100</b>	<b>18.0%</b>

Note: At the request of the clients, throughout this report response rates (%) are followed by a lowercase “n” in parenthesis which denote the number of responses represented by the rate for a particular question. In the visual aides (charts and tables) the *sample size* is denoted with an uppercase “N” as is common practice in reporting survey data. This is important to note because in some cases not every questions was answered by the respondent for a particular survey.

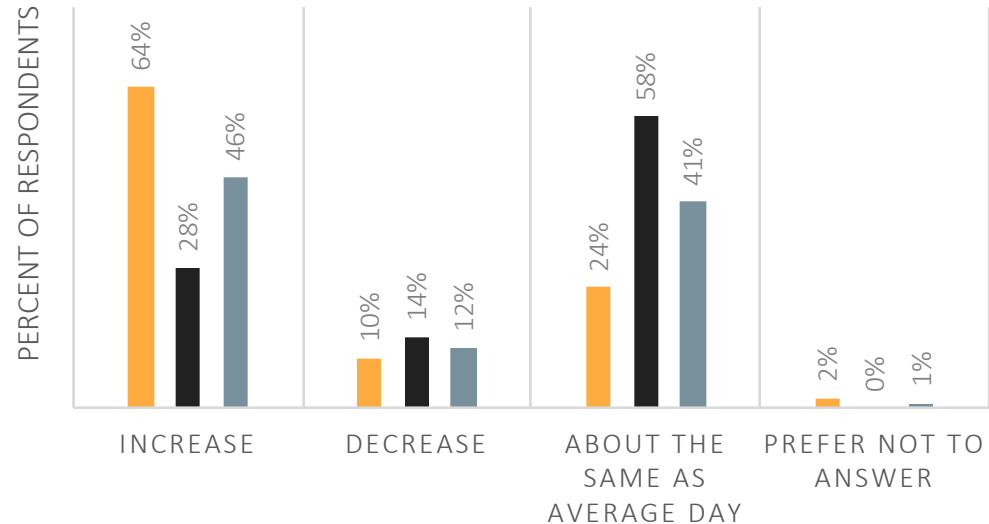
# Reported Transactions, Revenues, and Staff Levels



## 46% (n=46) OF RESPONDENTS REPORTED TRANSACTION LEVELS INCREASED ON DAYS WHEN CRUISE SHIPS VISITED.

Figure 14: Reported Change in Transaction Levels

■ Large Cruise Visit (N=50) ■ Small Cruise Visit (N=50) ■ Total (N=100)



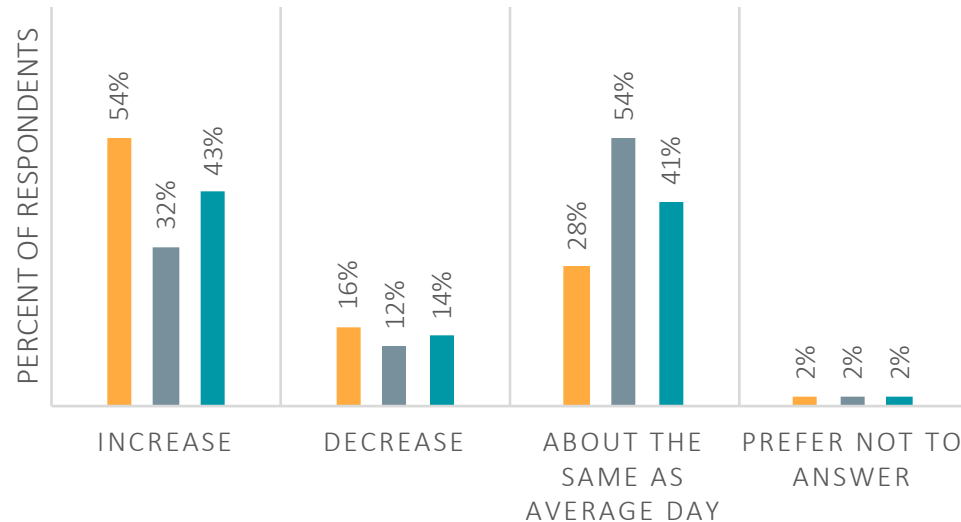
- 64%, (n=32) reported increased transaction levels on days when large ships visited; 28%, (n=14) reported increased transaction levels on days when small ships visited.
- 14% (n=7) reported a decrease of transaction levels during small ship visits, as opposed to 10% (n=5) for large ships.
- 58% (n=29) reported transaction levels during small ship visits were about the same as an average day.

Q4: In comparison to an average day this time of year, to what extent did you experience an increase or decrease in daily **TRANSACTIONS** on the date of the cruise ship visit indicated above? Please indicate percentage change.

## 43% (n=43) OF RESPONDENTS REPORTED REVENUES INCREASED ON DAYS WHEN CRUISE SHIPS VISITED.

Figure 15: Percentage of Respondents Reporting Change in Revenue

■ Large Cruise Visit (n=50) ■ Small Cruise Visit (n=50) ■ Total (n=100)

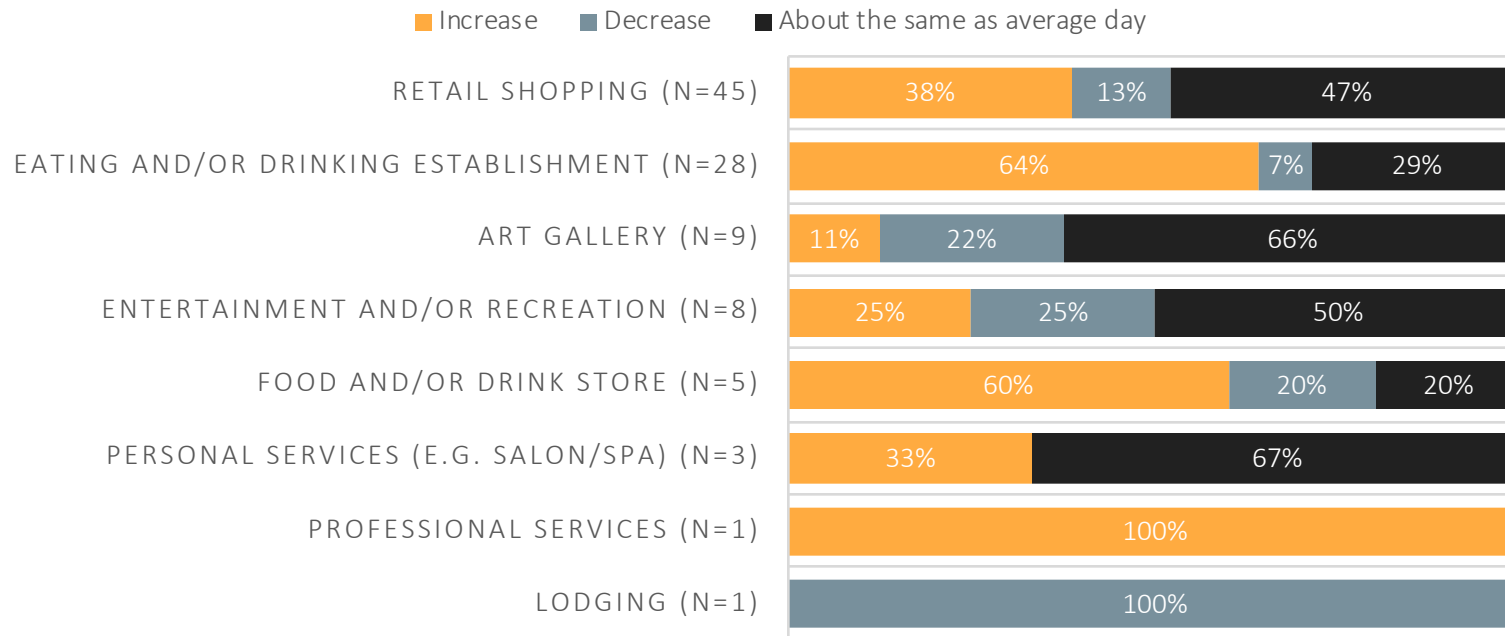


- 54% (n=27) reported an increase in revenue on days when large ships visited.
- 16% (n=8) reported a decrease of revenue on days when large ships visited; 12% (n=6) reported a decrease when small ships visited.
- 54% (n=27) reported revenue stayed about the same on days when small ships visited.

Q5: In comparison to an average day this time of year, to what extent did you experience an increase or decrease in daily **REVENUES** on the date of the cruise ship visit indicated above? Please indicate percentage change.

## WHETHER REPORTED REVENUE LEVELS INCREASE, DECREASED, OR STAYED THE SAME BY BUSINESS TYPE

Figure 16: Directional change in revenue by business type

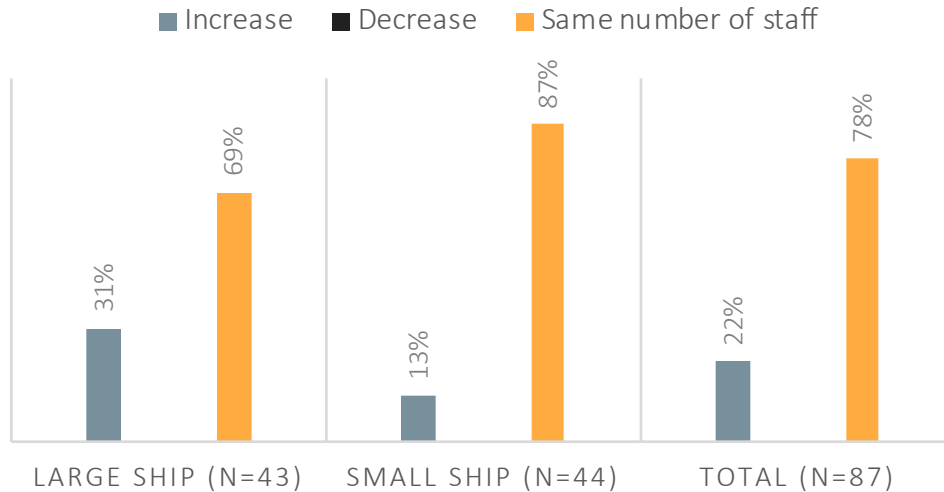


Q1: Please indicate the category that best describes your business or organization; Q5: In comparison to an average day this time of year, to what extent did you experience an increase or decrease in daily **REVENUES** on the date of the cruise ship visit indicated above? Please indicate percentage change.



## 22% (n=9) REPORTED AN INCREASE IN STAFF LEVELS DURING CRUISE SHIP VISITS.

Figure 17: Percentage of Respondents Reporting Change in Staff



- 31% (n=13) reported an increase during large ship visits, as opposed to, 13% (n=6) during small ship visits.
- 78% (n=68) reported no change.

Q6: Did the business or organization adjust the number of employees (staff) on the day of the cruise ship visit compared to an average, comparable day this time of year?

# Queen Mary II and Independence visit

**Date of visit:** Tuesday September 25th

**Number of passengers & crew on ship:** 2,555 (QMII), 122\*(Independence)

**Number coming ashore:** 2,174 (QMII), 88\* (Independence)

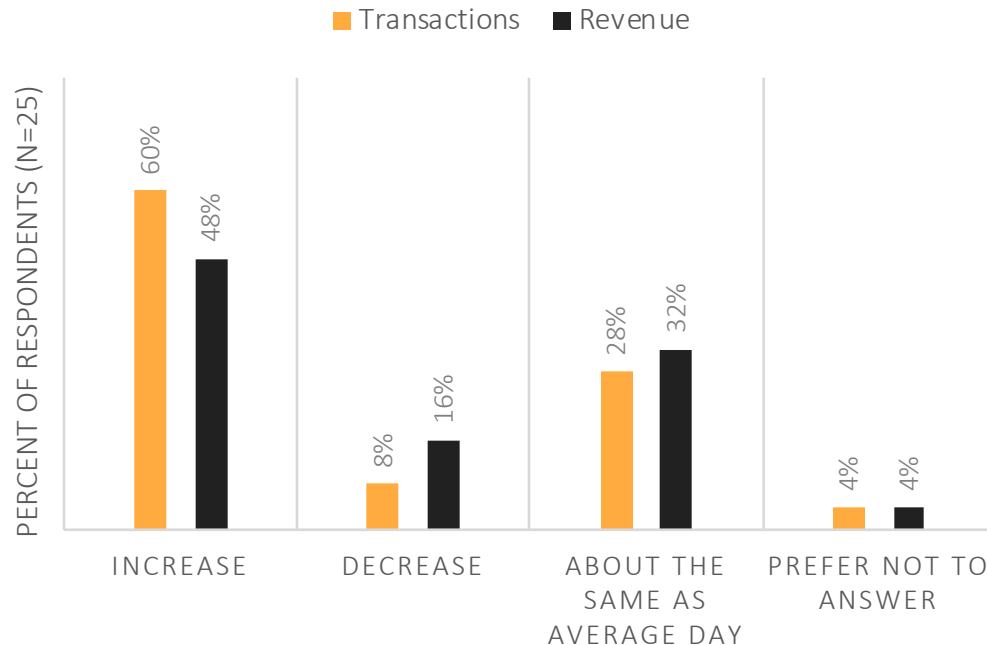
**Weather:** AM partly sunny with a mix of clouds, high of 65; rain showers started in the early afternoon and continued the rest of the day.

**Survey sample size:** 25

## Summary:

- Nearly half of respondents (48%, n=12) reported an increase in revenue compared to 60% (n=15) who reported an increase in transaction levels. This suggests dollars per transaction were lower during this visit. This pattern is similar during the other large ship visit.
- 16% (n=4) of respondents reported a decrease in revenues.

Figure 18: Reported Transactions and Revenue Change During Queen Mary II and Independence Visits



Note: \* Indicates estimated passengers and disembarkments. See Page 5 footnote.

# Star Pride visit

**Date of visit:** Monday October 1st

**Number of passengers & crew on ship:** 325

**Number coming ashore:** 133

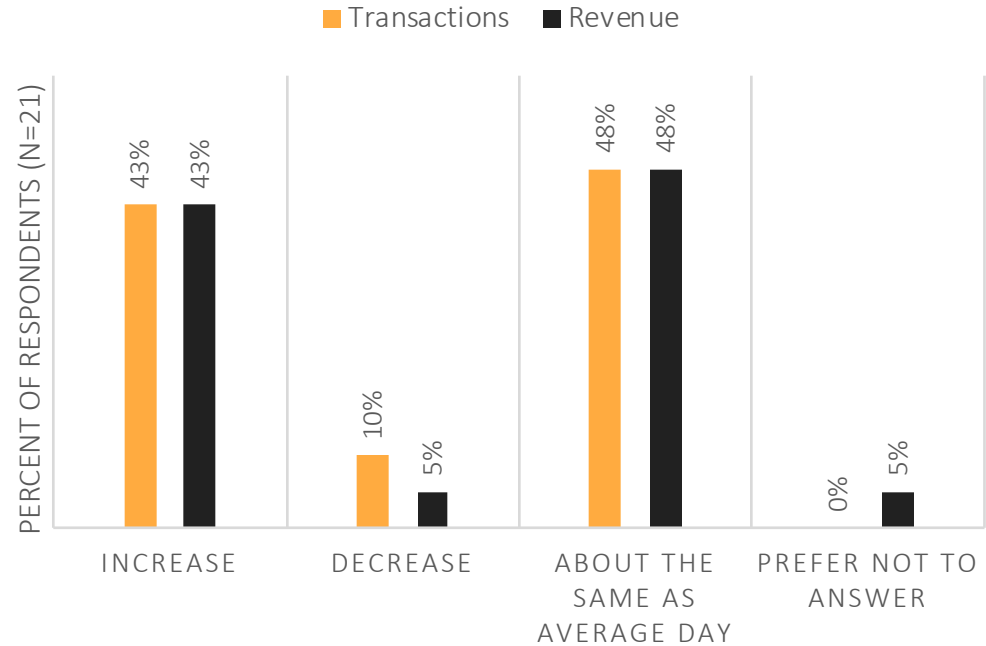
**Weather:** Cloudy with light rain; high of 56 and low of 47.

**Survey sample size:** 21

## Summary:

- 43% (n=9) of respondents reported an increase in revenue and transaction levels.
- Transactions decreased for 10% (n=2) of respondents, while revenues decreased for 5% (n=1).
- 48% (n=10) of respondents reported as an average day.

Figure 19: Reported Transactions and Revenue Change During Star Pride Visit





## FRAM visit

**Date of visit:** Thursday October 11th

**Number of passengers & crew on ship:** 120

**Number coming ashore:** 51

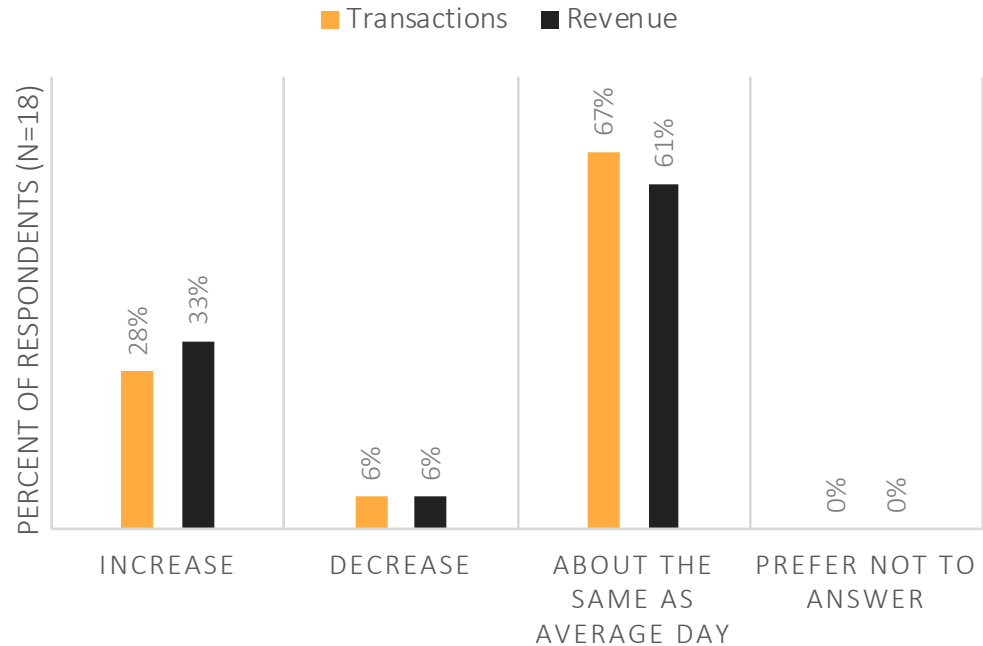
**Weather:** Cloudy with steady rain; high of 53 and low of 51.

**Survey sample size:** 18

### Summary:

- 28% (n=5) reported an increase in revenue and 28% (n=5) reported in an increase in transactions.
- 6% (n=1) of respondents indicated a decrease in both revenues and transactions.
- 67% (n=12) reported transactions were about the same as an average day and 61% (n=11) reported revenues were about the same as an average day.

Figure 20: Reported Transactions and Revenue Change During FRAM Visit



## Serenade visit

**Date of visit:** Friday October 19<sup>th</sup>.

**Number of passengers & crew on ship:** 3,200

**Number coming ashore:** 2,316\*

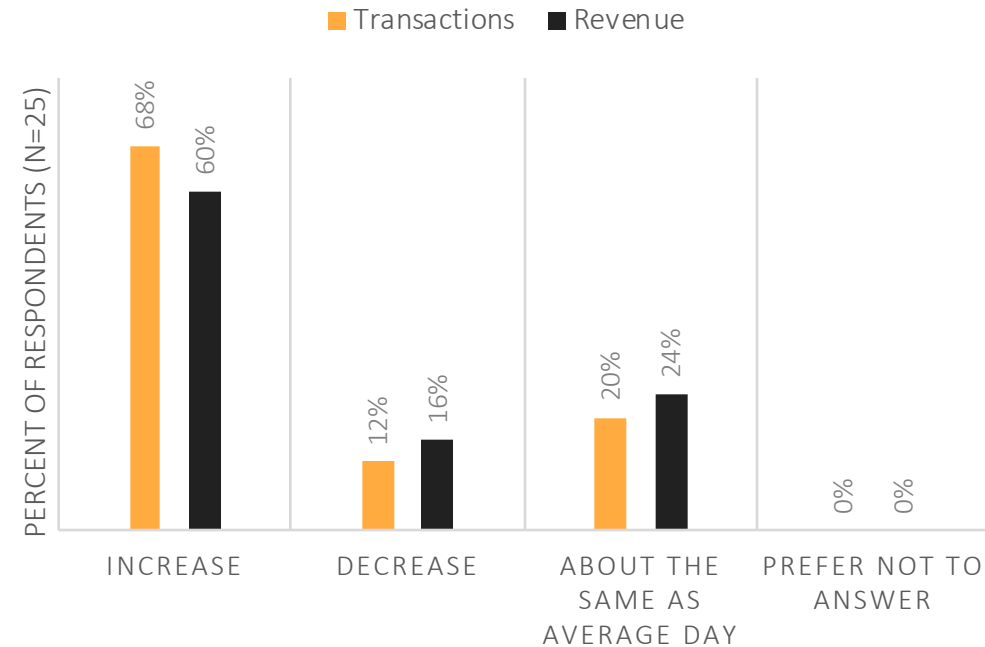
**Weather:** Sunny, high of 54 and low of 30.

**Survey sample size:** 25

### Summary:

- 68% (n=17) reported transactions an increase in transaction levels and 60% (n=15) reported an increase in revenue.
- 16% (n=4) reported a decrease in revenue and 12% (n=3) reported in a decrease in transactions.
- 20% (n=5) reported transaction levels stayed about the same and 24% (n=6) reported revenue stayed about the same.

Figure 21: Reported Transactions and Revenue Change During Serenade of the Seas Visit



Note: \*Counts of the number of passengers and crew coming ashore are unavailable or were not provided to CBER at the time of preparation of this report. We estimate the number of passengers and crew coming ashore based on a (weighted) average of reported disembarkments for other cruise ship visitations.

## Pearl Mist visit

**Date of visit:** Wednesday October 24th

**Number of passengers & crew on ship:** 227

**Number coming ashore:** 122

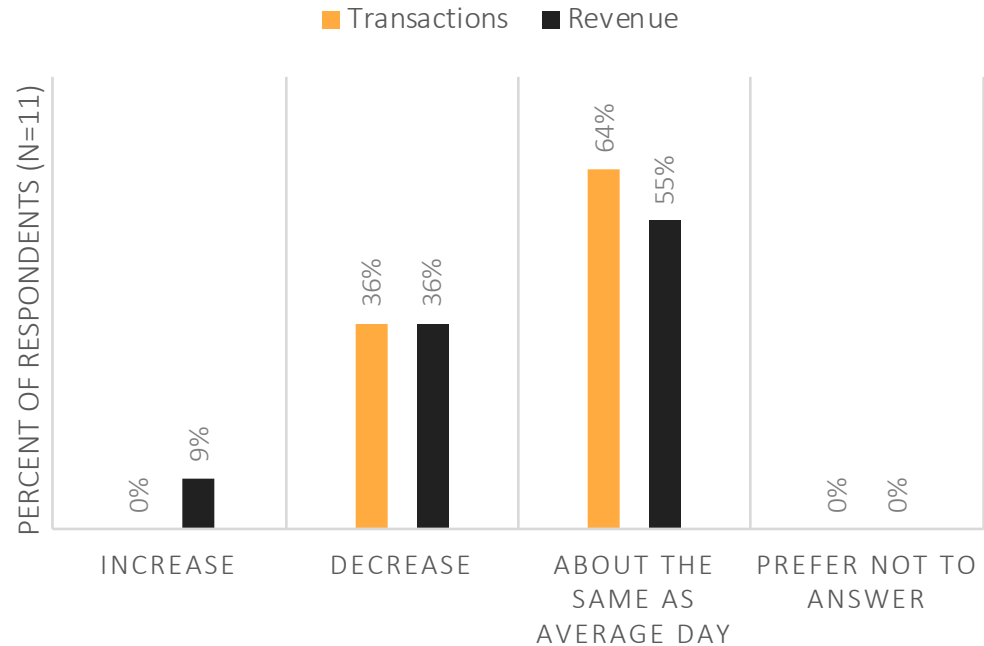
**Weather:** Light rain in the am and cloudy in the afternoon, high of 41 degrees.

**Survey sample size:** 11

### Summary:

- 9% (n=1) reported revenue increased.
- 36% (n=4) reported a decrease in transaction levels and revenues.
- 64% (n=7) reported transaction levels stayed about the same and 55% (n=6) reported revenue stayed about the same.

Figure 22: Reported Transactions and Revenue Change During Star Pearl Mist Visit



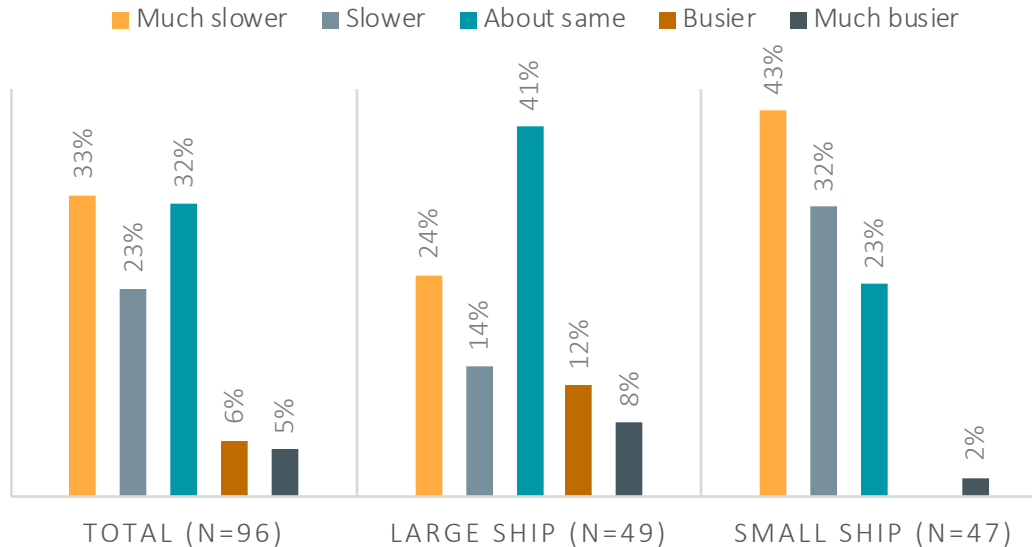


# Cruise ship visitation compared to other types of events and seasonal activity

Respondents were asked to rate – on a scale of 1 (much slower) to 5 (much busier) (3 means about the same) – how their business or organization was effected by a cruise ship visit compared to the summer, holiday season, and three large events held in Rockland.

11% (n=11) REPORTED THAT THEY WERE BUSIER OR MUCH BUSIER WHEN COMPARED TO A BUSY SUMMER DAY. 56% (n=54) REPORTED THEY WERE SLOWER OR MUCH SLOWER.

Figure 23: Downtown business rating of people traffic compared to busy day in summer  
On a scale of 1 to 5, 1 = much slower, 3= about the same, and 5 = much busier

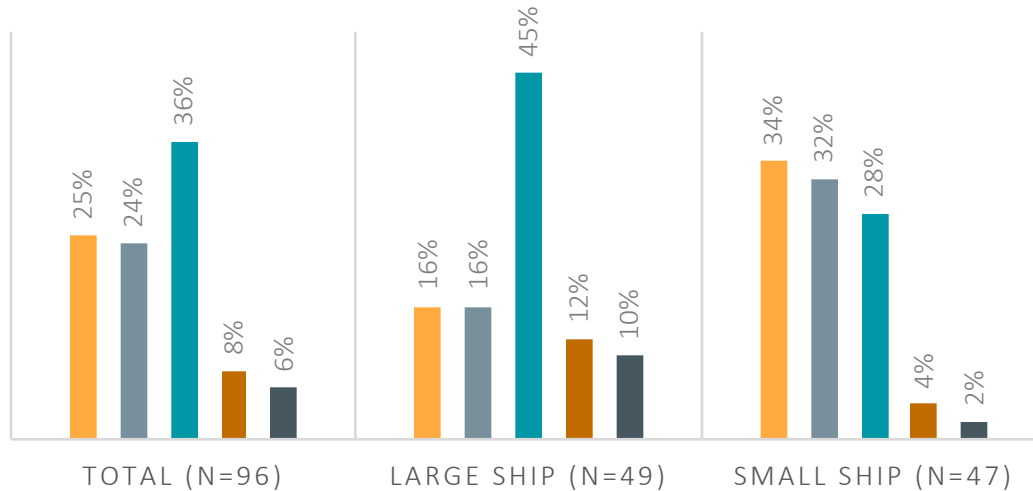


- On large ship days, 20% (n=10) reported they were busier or much busier when compared to a busy summer day; 38% (n=19) reported they were slower or much slower.
- On small ship days, 2% (n=1) reported they were busier or much busier when compared to a busy summer day; 75%(n=35) reported they were slower or much slower.

14% (n=13) BUSIER OR MUCH BUSIER WHEN COMPARED TO THE HOLIDAY SEASON.  
49% (n=47) REPORTED THEY WERE SLOWER OR MUCH SLOWER.

Figure 24: Downtown business rating of people traffic compared to the holiday season  
On a scale of 1 to 5, 1 = much slower, 3= about the same, and 5 = much busier

■ Much slower ■ Slower ■ About same ■ Busier ■ Much busier

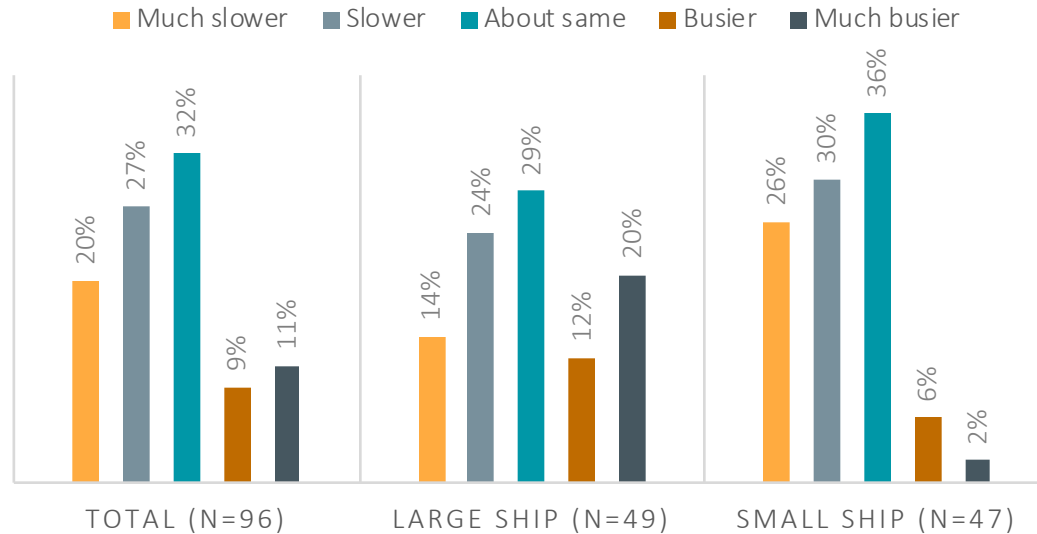


- On large ship days, 22% (n=11) reported they were busier or much busier when compared to the holiday season; 32% (n=16) reported they were slower or much slower.
- On small ship days, 6% (n=3) reported they were busier or much busier when compared to the holiday season; 66% (n=31) reported they were slower or much slower.



20% (n=19) REPORTED THAT THEY WERE BUSIER OR MUCH BUSIER WHEN COMPARED TO THE MAINE HOME & BOAT SHOW. 47% (n=45) REPORTED THEY WERE SLOWER OR MUCH SLOWER.

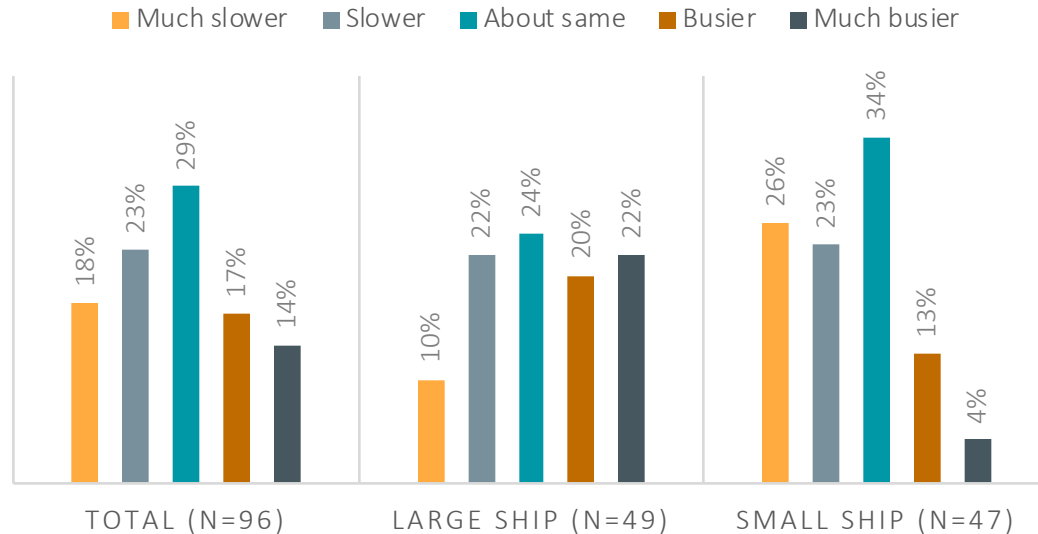
Figure 25: Downtown business rating of people traffic compared to Maine Home & Boat Show  
On a scale of 1 to 5, 1 = much slower, 3= about the same, and 5 = much busier



- On large ship days, 32% (n=16) reported they were busier or much busier when compared to the Maine Home & Boat Show; 38% (n=19) reported they were slower or much slower.
- On small ship days, 8% (n=4) reported they were busier or much busier when compared to the Maine Home & Boat Show; 56% (n=26) reported they were slower or much slower.

31% (n=30) REPORTED THAT THEY WERE BUSIER OR MUCH BUSIER WHEN COMPARED TO THE MAINE LOBSTER FESTIVAL. 41% (n=39) REPORTED THEY WERE SLOWER OR MUCH SLOWER.

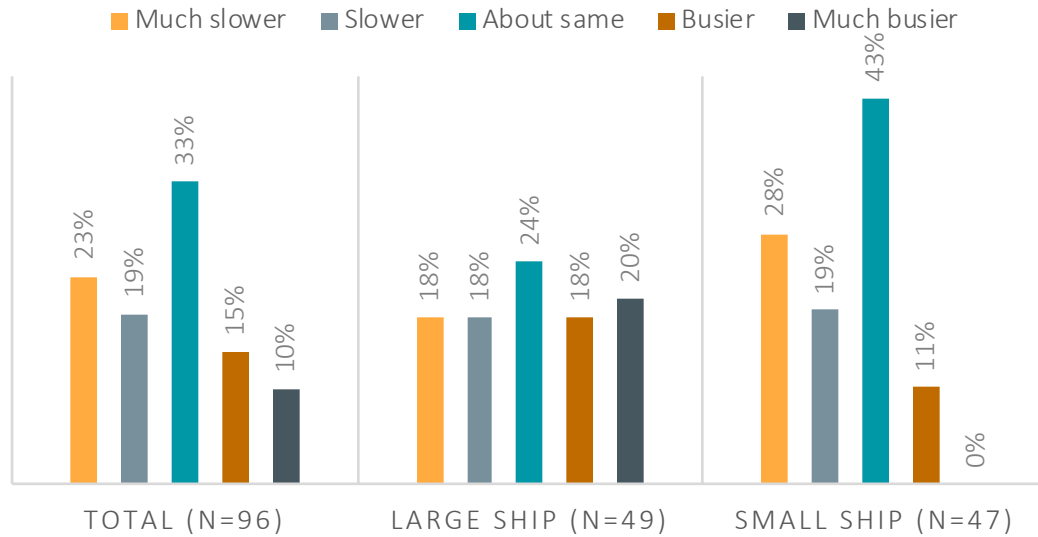
Figure 26: Downtown business rating of people traffic compared to Maine Lobster Festival  
On a scale of 1 to 5, 1 = much slower, 3= about the same, and 5 = much busier



- On large ship days, 42% (n=21) reported they were busier or much busier when compared to the Maine Lobster Festival; 32% (n=16) reported they were slower or much slower.
- On small ship days, 17% (n=8) reported they were busier or much busier when compared to the Lobster Festival; 49% (n=23) reported they were slower or much slower.

25% (n=24) REPORTED THAT THEY WERE BUSIER OR MUCH BUSIER WHEN COMPARED TO THE NORTH ATLANTIC BLUES FESTIVAL. 42% (n=40) REPORTED THEY WERE SLOWER OR MUCH SLOWER.

Figure 27: Downtown business rating of people traffic compared to North Atlantic Blues Festival  
On a scale of 1 to 5, 1 = much slower, 3 = about the same, and 5 = much busier

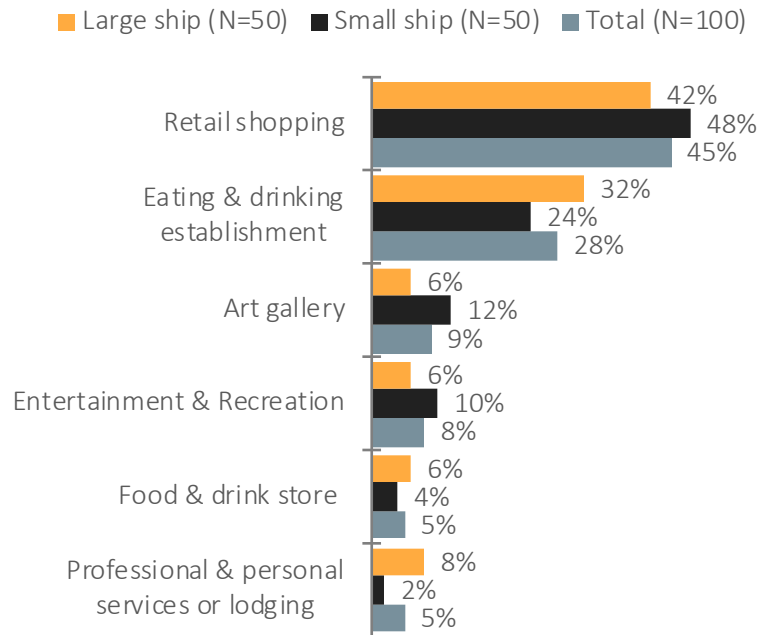


- On large ship days, 38% (n=19) reported they were busier or much busier when compared to the North Atlantic Blues Festival; 36% (n=18) reported they were slower or much slower.
- On small ship days, 11% (n=5) reported they were busier or much busier when compared to the North Atlantic Blues Festival; 47% (n=22) reported they were slower or much slower.



# TYPE OF BUSINESSES RESPONDING REASONABLY REPRESENT THE MIX OF BUSINESSES SURVEYED.

Figure 28: Business Types Responding



- Majority of responses are from retail shops (45%) and eating/drinking establishments (28%); together comprising 73% of the total sample (N=100).

# COMPONENT 3: LAND-BASED (NON-CRUISE) VISITORS

## SURVEY OVERVIEW & METHODS

- Purpose of survey was to learn about the effect of cruise ship visitation on the overall experience of land-based visitors and associated economic impacts.
- Intercept surveys were administered to land-based visitors (non-cruise ship visitors) in September and October of 2018 on 5 cruise ship landing dates corresponding with the Business survey dates (refer to slide 21).
- Identical surveys were administered on 6 control dates (no ship in port) in order to compare land-based visitor experiences at times with and without a cruise ship visiting. Efforts were made to sample on comparable days of the week and with similar weather.
- Visitors were intercepted and surveyed at several central locations on Main Street and responses were collected on electronic tablets.
- Total of 92 surveys collected (Table 5), 53 of which were on control days and 39 of which were collected on cruise ship visitation days.
- Relatively small sample size reflects the limited number of potential survey recruits on these days. On days with cruise ships visitors, interview staff reported difficulty distinguishing land-based visitors; most attempted recruits were cruise ship visitors.
- On control days, limited numbers of potential survey recruits were reported. Photographic evidence is included in the Appendices.
- Supplemental to the survey, a limited set of traffic pattern data provided by the City of Rockland was also analyzed to determine whether noticeable differences in traffic occur during cruise ship visitations.

Table 5: Survey sample summary

	Number of Completed Questionnaires	Share of Sample
Large Ship	23	25%
Small Ship	16	17%
Control	53	58%
Total	92	100%

Note: At the request of the clients, throughout this report response rates (%) are followed by a lowercase “n” in parenthesis which denote the number of responses represented by the rate for a particular question. In the visual aides (charts and tables) the *sample size* is denoted with an uppercase “N” as is common practice in reporting survey data. This is important to note because in some cases not every questions was answered by the respondent for a particular survey.



# Visitor Experience in Downtown Rockland

Land-based visitors were asked to rate the satisfaction of their downtown experience, as well as the likelihood of their return in the next 5-years and if they would recommend a trip to others based on their current experience.

98% (n=88) WERE SATISFIED OR VERY SATISFIED WITH THEIR EXPERIENCE AND 96% (n=86) ARE LIKELY OR VERY LIKELY TO RECOMMEND A TRIP TO OTHERS BASED ON VISIT.

Figure 29: Satisfaction of experience  
On a scale of 1 to 5, 1 = not at all satisfied, 5 = highly satisfied.

■ 1 ■ 2 ■ 3 ■ 4 ■ 5

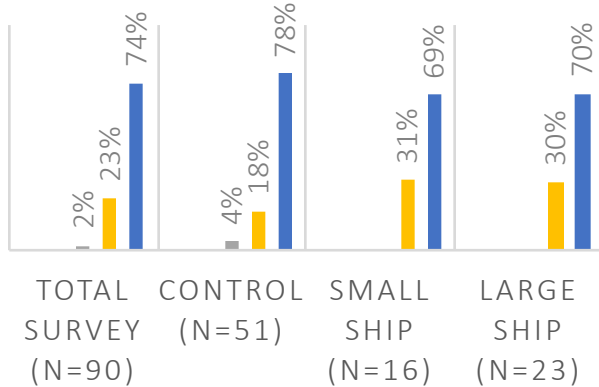


Figure 30: Likelihood of return in next 5 years  
On a scale of 1 to 5, 1 = not at all likely and 5 = very likely.

■ 1 ■ 2 ■ 3 ■ 4 ■ 5

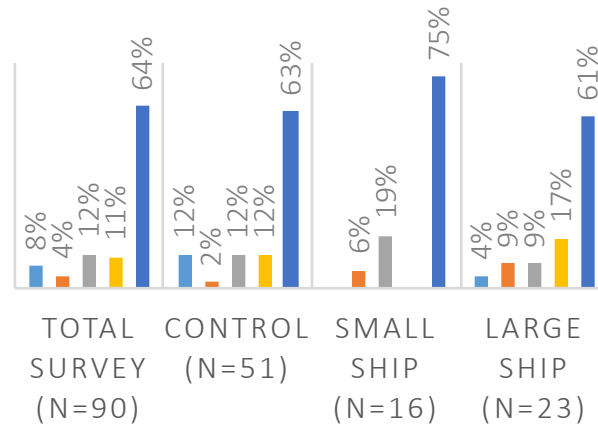
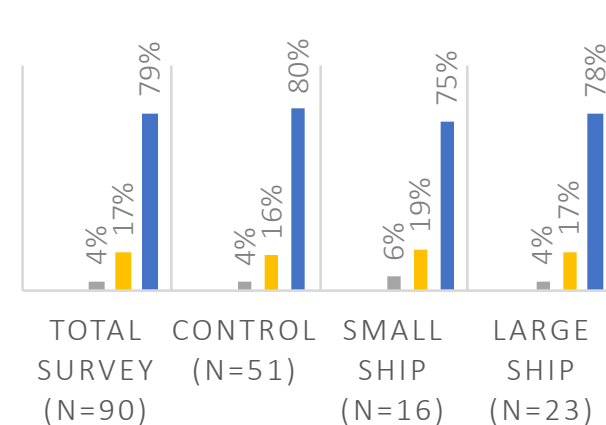


Figure 31: Likelihood to recommend a trip  
On a scale of 1 to 5, 1 = not at all likely and 5 = very likely.

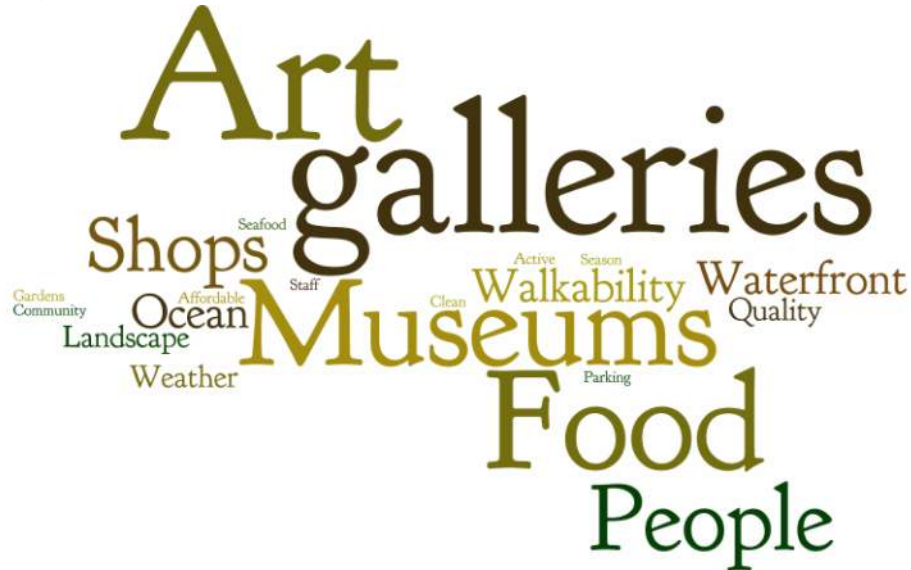
■ 1 ■ 2 ■ 3 ■ 4 ■ 5



- 24% (n=22) not at all likely or unlikely to return, though majority report it was simply because they live further away or want to visit other places.

63% (n=91) REPORT HAVING AN EXPERIENCE THAT INFLUENCED THEIR ENJOYMENT OR LIKELIHOOD OF A RETURN VISIT. OF THOSE RESPONDENTS, 97% (n=66) REPORT HAVING A POSITIVE EXPERIENCE RELATED TO AN ACTIVITY AND/OR THE QUALITY OF PLACE (FIGURE 32).

Figure 32: Experiences that influence enjoyment or likelihood of return visit

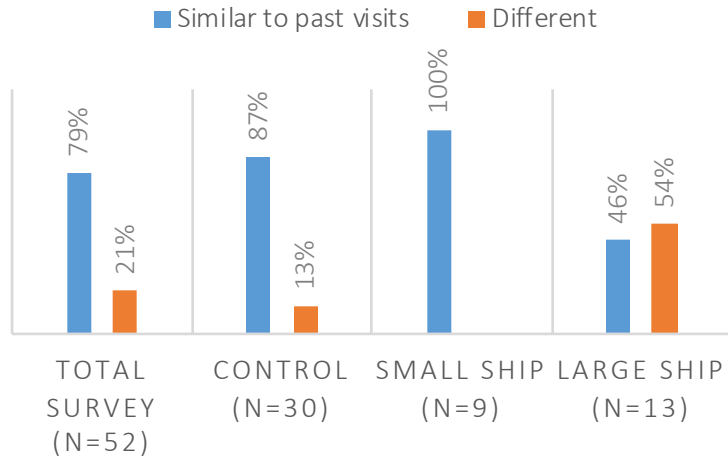


- Positive experience from an activity include enjoying food or visiting shops, visiting museums or art galleries.
- Positive experiences relating to the quality of place include the walkability of downtown, weather, landscape or waterfront.
- No negative comments were received on cruise ship days. On control days 3% (n=66) said negative experiences, factors included high prices, art galleries closing at 5, visit time limited by 2 hour parking limit, and lack of directional signage influenced their experience although these comments were from control days.



## NO INDICATION OF DIFFERENCE BETWEEN VISITOR EXPERIENCE ON DAYS OF A CRUISE SHIP VISIT COMPARED TO CONTROL DAYS.

Figure 33: How does this trip compare to prior visits?  
First time visitors excluded



- 79% (n=41) of respondents who visited downtown Rockland at least once before report experience was similar to past visit.
- Respondents who indicated this experience was different from past visits (13%, n=4 control days; 54%, n=7 large ship days) also rated experience (Q13) high suggesting the noted differences (i.e., increase in open shops and people activity) did not affect their satisfaction, likelihood to return to the area, or to recommend Rockland.

## OVERNIGHT VISITORS SPENT MORE IN TOTAL THAN DAY VISITORS, LARGELY BECAUSE OF SPENDING ON LODGING AND ACCOMMODATIONS.

Table 6: Day and Overnight Visitor Daily Spending Profile

- Overnight visitors spent slightly more than day visitors on food and beverages.
- Day visitors spent more on shopping, recreation and entertainment than overnight visitors on a daily basis.

Spending Category	Average Visitor Daily Spending		
	Day Visitor	Overnight Visitor	All Visitors
<b>Accommodations and Lodging</b> (hotel, motel, B&B, etc.)	NA	\$90.78	<b>\$90.78</b>
<b>Food and Beverages</b> (restaurant meals, snacks, groceries, beer/wine/liquor)	\$45.52	\$51.85	<b>\$47.63</b>
<b>Shopping</b> (souvenirs, clothing, household items)	\$16.30	\$11.20	<b>\$14.60</b>
<b>Recreation and Entertainment</b> (activities, tours, site admissions, museums, event tickets)	\$6.36	\$2.78	<b>\$5.16</b>
<b>Transportation</b> (e.g. parking, fuel, taxis, etc.)	\$4.26	\$5.09	<b>\$4.54</b>
<b>Everything else</b>	\$4.33	\$0.00	<b>\$2.89</b>
<b>Total spending</b>	<b>\$76.78</b>	<b>\$161.70</b>	<b>\$165.61</b>

Q8: Please estimate your party's total spending in Rockland only for your entire visit, including any overnight stay. Indicate "0" for categories in which you did not spend in Rockland.

## ON AVERAGE, OVERNIGHT VISITORS SPENT 2.5 NIGHTS AND SPENT A TOTAL OF \$292 PER TRIP WHILE IN ROCKLAND.

Table 7: Day and Overnight Visitor Trip Spending Profile

- Considering spending from a trip perspective, overnight visitors spent about evenly compared to day trippers on shopping, recreation and entertainment, and transportation and other miscellaneous items.
- Overnight visitors spending significantly more per trip, largely explained by differences in spending on lodging and food.

Spending Category	Average Per Visitor Trip Spending
<b>Accommodations and Lodging</b> (hotel, motel, B&B, etc.)	<b>\$192.06</b>
<b>Food and Beverages</b> (restaurant meals, snacks, groceries, beer/wine/liquor)	<b>\$66.63</b>
<b>Shopping</b> (souvenirs, clothing, household items)	<b>\$16.86</b>
<b>Recreation and Entertainment</b> (activities, tours, site admissions, museums, event tickets)	<b>\$6.56</b>
<b>Transportation</b> (e.g. parking, fuel, taxis, etc.)	<b>\$7.16</b>
<b>Everything else</b>	<b>\$2.89</b>
<b>Total spending</b>	<b>\$292.16</b>

Q8: Please estimate your party's total spending in Rockland only for your entire visit, including any overnight stay. Indicate "0" for categories in which you did not spend in Rockland.



MAJORITY OF NON-CRUISE VISITORS WERE FROM NORTHEASTERN US (60%, n=54). MEDIAN HOUSEHOLD INCOME RANGED WIDELY (N=81), AND VISITORS TRENDED OLDER, 67% AGED 58 OR OLDER (N=90).

Figure 34: Visitor age distribution

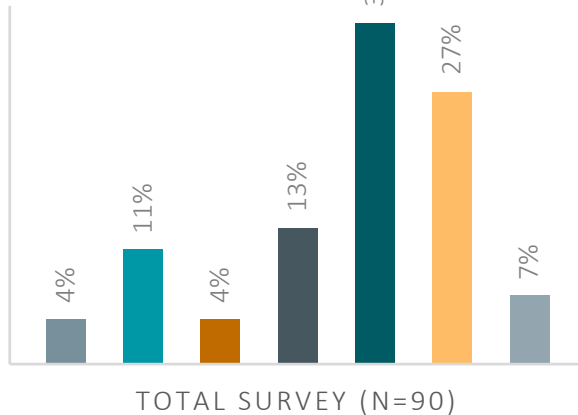


Figure 35: Visitor household income distribution

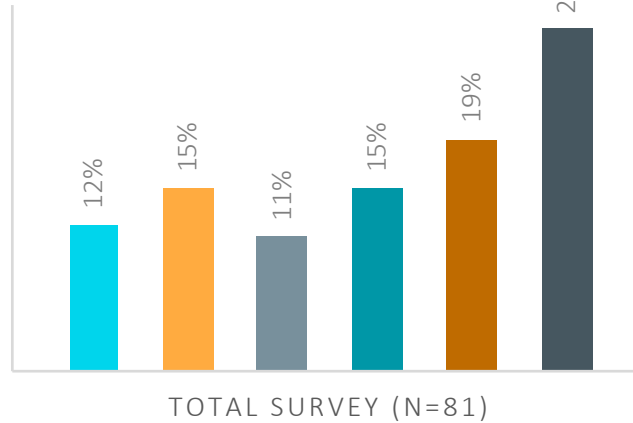
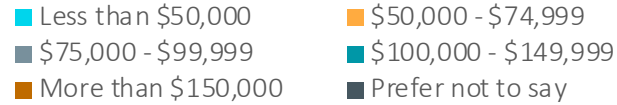
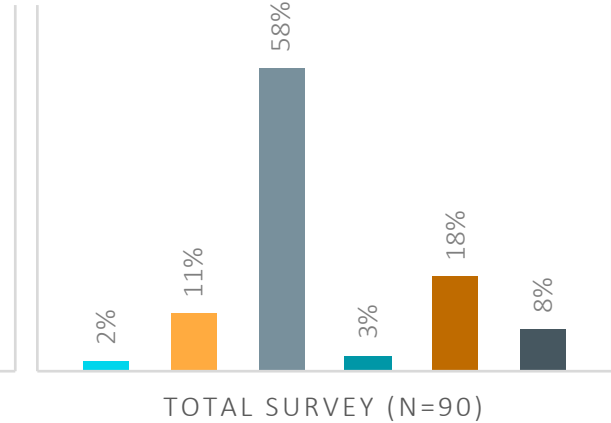


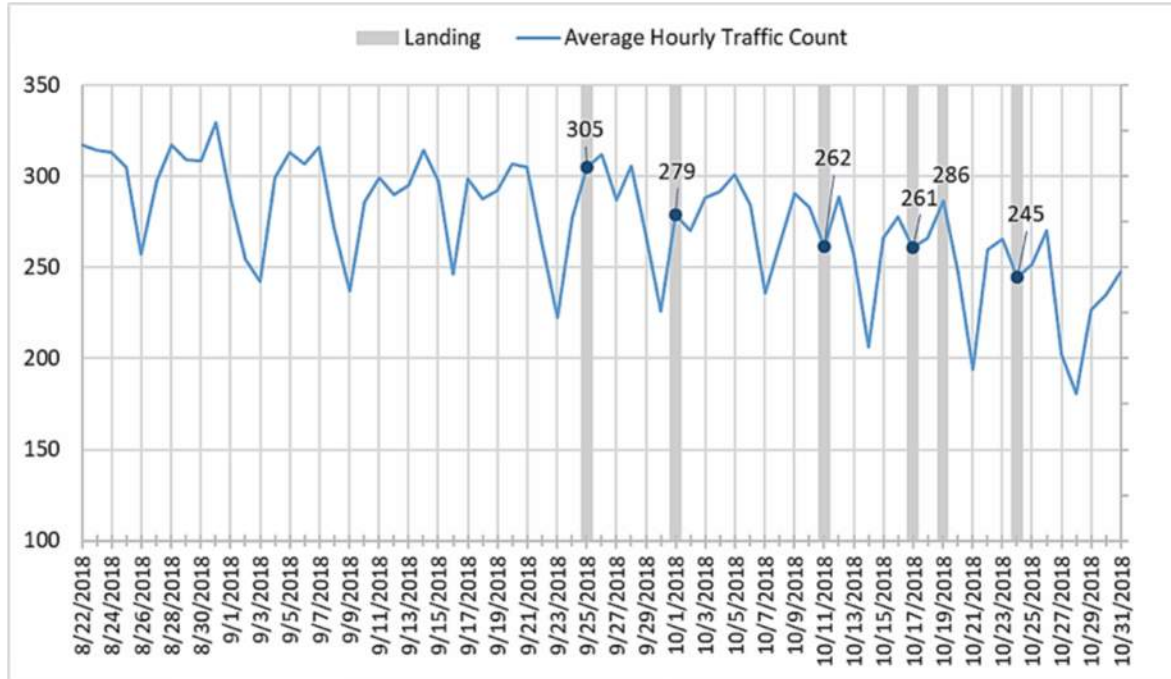
Figure 36: Visitor region of origin



# ADDITIONAL DATA

## NO DISCERNABLE DIFFERENCE OF TRAFFIC PATTERNS IN DOWNTOWN ROCKLAND ON DAYS WHEN CRUISE SHIPS WERE IN PORT.

Figure 37: Traffic count trends in downtown Rockland, August through October 2018



- Volume of traffic decrease over the 3 month period as the summer tourist season drops off.
- Weekly trends emerge that repeat to varying degrees; average hourly traffic counts are lower on Sunday increase on Monday and peak on Fridays.
- While only a snap shot of one-way traffic over a short time period, these data provide an alternative means to investigate the impact of cruise ship visits on downtown traffic volume.



## POOR WEATHER MAY HAVE PLAYED A ROLE IN LOW RESPONSE RATE FOR SOME DAYS

Table 8: Survey dates weather summary

Survey Date	Weather Summary	Rain Fall (Inches)	High Temp	Low Temp	Average Temp	Cruise/Control	Survey Sample Size
9/25/2018	Cloudy, rain showers started in afternoon around 2PM	0.15	61	39	50	Visit (Large)	9
10/10/2018	Sun early, around 3PM cloudy	0	80	53	67	Control	27
10/11/2018	Rain	0.41	53	51	52	Visit (Small)	3
10/12/2018	Cloudy	0	55	40	48	Control	7
10/17/2018	Clear	0.01	56	34	45	Visit (Small)	13
10/19/2018	Sunny	0	54	30	42	Visit (Large)	14
10/24/2018	Rain	0.46	47	37	42	Visit (Small)	*
10/25/2018	Fair (mix of sun and clouds)	0	44	30	37	Control	5
10/26/2018	Sunny	0	43	28	36	Control	14

\*No surveys collected on this day due to rain.

## WEATHER PLAYED A ROLE IN VISITOR EXPERIENCE, BUT DID NOT ALTER THE POSITIVE OVERALL STORY.

Figure 38: Satisfaction of experience by weather on day of response  
On a scale of 1 to 5, 1 = not at all satisfied, 5 = highly satisfied

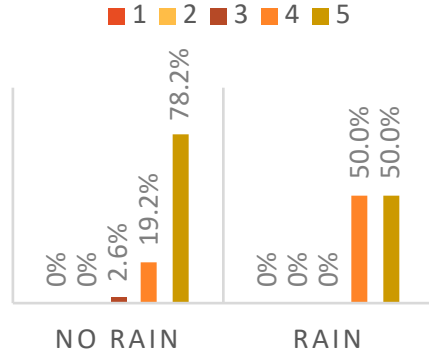


Figure 39: Likelihood to recommend to others by weather on day of response  
On a scale of 1 to 5, 1 = not at all likely, 5 = very likely

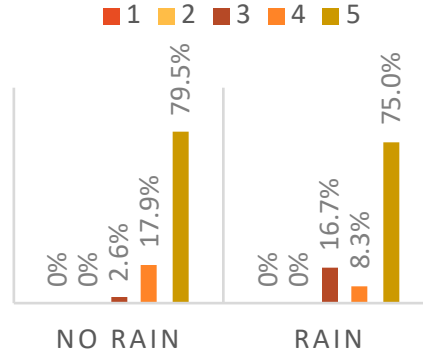
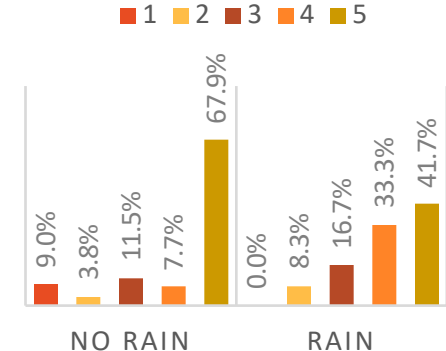


Figure 40: Likelihood of return in next 5 years by weather on day of response  
On a scale of 1 to 5, 1 = not at all likely, 5 = very likely



# Appendices



# Economic Impact Estimation of Cruise Ship Visitor Spending

## ECONOMIC IMPACT OF VISITOR SPENDING IN ROCKLAND

- Spending by cruise ship visitors supports local businesses and the employment and wages of workers which can be measured through an [economic impact analysis](#).
- Total spending estimates were derived by taking the average spending patterns of cruise ship visitor visitors and weighting by the number of visitors spending time on-shore.
- Total spending by cruise ship visitors while disembarking at the port of Rockland is estimated at \$260,525. In addition, another \$52,832 is estimated to have been spent on excursions by visitors.
- This spending is simulated in an economic model of the economy developed by Economic Modeling Specialists Inc. (EMSI) that is based on spending patterns of business and households in the economy.
- Outputs of the model provide estimates of the total number of jobs and earnings supported in the local economy, in terms of the [direct](#), [indirect](#), and [induced](#) impacts of recurrent rounds of spending by businesses and households.
- In economic terms, this level of spending supported the equivalent of 5 jobs, all of which may be classified as direct impacts. This does not necessarily mean that these jobs are new, simply that this level of industry spending could support this number of jobs. The impacts are distributed across multiple businesses and therefore may not actually lead to the creation of 'new' jobs.
- An equivalent of 2 jobs were supported elsewhere in Knox County resulting from indirect and induced spending impacts.
- A similar and relatively proportional accounting of impacts could be expected from similar spending by non-cruise ship visitors.

# Appendices: Photos of Main Street in Rockland on Select Dates in 2018



# Time stamps:

Tuesday September 25<sup>th</sup> 2018 – Queen Mary II (Large ship) & Independence

- 11AM (1 slide)
- 12PM (1 slide)
- 2:30PM (1 slide)
- 3:30PM (1 slide)
- 4PM (1 slide)

Friday October 12<sup>th</sup> 2018 – Control day

- 9AM (2 pages)
- 2PM(1 page)
- 4PM (1 pages)

Friday October 19<sup>th</sup> 2018 – Serenade (Large ship)

- 11AM (3 pages)
- 1PM (3 pages)
- 3PM (2 pages)

Wednesday October 17<sup>th</sup> 2018 – Control day

- 2PM (1 page)



# COMMENTS SUMMARY

## OVERALL – COMMENT TAKEAWAYS (1 OF 2)

There were 69 comments (small ships n=33, with 27 unique; large ships n=36 with 15 unique and 21 unknown) collected from the 5 surveys. Several respondents left general comments that were not about a specific cruise ship landing day but instead about cruise ship landings in general. Nonetheless, comments can be grouped by their similarities or differences, or by themes that emerge across comments, in particular when it comes to pros and cons or how respondents described visitors and their impact on revenue and foot traffic.

As far as similarities go:

### Characterizing cruise ship visitors:

- Looking to buy small gift items or souvenirs
- Curious, ask A LOT of questions and want to learn about Maine, Rockland and coastal Maine ecology
- Great customers, pleasant, diverse, kind, having a great time

### Pros:

- Cruise ships bring people to town who may return at another other time
- “Brings new people without adding to traffic. They do not take up parking spaces: an advantage not associated with other festivals in town. Several businesses reported that customers noted that they did not have difficulties parking or getting around town
- Cruise ship visitors presence makes downtown feel more energized and lively
- Extends the summer season (shoulder seasons May/June and Sept/Oct) and gives businesses the boost needed to support local employees and year-round operations.

### Cons:

- Little incentive for visitors to spend money in restaurant & beverage establishments because cruise ships have meal plans. As a result several respondents reported that visitors seem less interested in food (large and small landings) – unless it’s local Maine cuisine such as lobster rolls and blueberry pie, which attract customers.
- The increase of people does not necessarily mean an increase in revenue for businesses.
  - “A lot of customers and foot traffic, but they seem to spend less overall than locals or other visitors”, a comment echoed by a number of respondents and appears to be supported by survey data (Q.3-5)
  - “Low number of transactions but high transaction dollars, typical of local customers who typically spend more, tourists usually have much smaller transaction amounts.” (small ship day) retail
  - “More foot traffic but not an increase in sales, often no one makes a purchase.” (large ship day) retail (comments echoed by several respondents and supported by survey data).
- Two respondents reported a loss of local customer base because they avoid the area if they know a cruise ship is in town.
- Require more time and attention since they are curious and ask a lot of questions.

Several respondents reported that there was no impact to their business for several reasons: the nature of business does not attract cruise ship visitors, they’re not open until 5pm (some<sup>59</sup> restaurants) or most clients are local.



## OVERALL – COMMENT TAKEAWAYS (2 OF 2)

There were 69 comments (small ships n=33, with 27 unique; large ships n=36 with 15 unique and 21 unknown) collected from the 5 surveys. Several respondents left general comments that were not about a specific cruise ship landing day but instead about cruise ship landings in general. Nonetheless, comments can be grouped by similarities or differences, or by themes that emerge across comments, in particular when it comes to how respondents described visitors and their impact on revenue and foot traffic.

### Small Ships

#### Impact on spending and foot traffic:

- **Weather.** Poor weather likely discouraged people from walking around downtown and had an impact on transaction levels and revenue.
- **Hard to determine impact on business transactions or revenue.** Several respondents report being unable to distinguish cruise ship customers from other customers and therefore were unable to associate an increase or decrease in foot traffic or revenue from their presence. In addition to the smaller footprint of cruise ship visitors, respondents report several factors that may have affected their transaction and revenue levels including normal seasonal fluctuation, poor weather, and location.
- **Overall little impact, some report lower transaction levels but higher sales.** A few businesses did not experience an increase in foot traffic but reported sales were higher than a normal day indicating customers spent more than average. *(survey data supports findings in comments but sample size is too small to make claim with certainty.)*

#### Visitor presence:

- Overall, a positive experience for business who had cruise ship customers. Employees were able to give customers time/attention and answer questions.
- Several respondents reported no impact for normal customers since visitors did not take up parking spots.
- Cruise ship visitors were described as great customers, pleasant, curious, asked a lot of questions and wanted to know more about the area and businesses.
- A few respondents said local customers avoid the area when cruise ships are in town.

### Large Ships

#### Impact on spending and foot traffic:

- **Increased foot traffic does not always equal an increase in sales.** In some cases no one makes a purchase and when they do transaction amounts are smaller than other customers.
- **Increase in foot traffic and revenue reported by several respondents.** For the most part \$ per transaction were lower but still many were busy and report revenue increased.

#### Visitor presence:

- Obviously larger ships bring in more people so their presence was felt regardless of whether a business had an increase in foot traffic or sales. Their presence on the streets brought a sense of excitement, energy and liveliness to the area.
- More respondents seemed to report having positive experiences with cruise ship customers even though they were very busy.
  - 1 respondent noted that employees were not able to give customers time/attention they needed to answer questions and lost sales because of it (more pressure on staff). Another respondent (1) reported multiple complains from customers.
- Brings in more diversity, visitors are kind, having a great time, and loved to share stories with staff.
- More respondents on large ship visits said they're in favor of cruise ships and support them regardless of whether they make money or not than on small ship visits.

# Appendices

# Economic Impact Estimation of Cruise Ship Visitor Spending



## ECONOMIC IMPACT OF VISITOR SPENDING IN ROCKLAND

- Spending by cruise ship visitors supports local businesses and the employment and wages of workers which can be measured through an [economic impact analysis](#).
- Total spending estimates were derived by taking the average spending patterns of cruise ship visitor visitors and weighting by the number of visitors spending time on-shore.
- Total spending by cruise ship visitors while disembarking at the port of Rockland is estimated at \$260,525. In addition, another \$52,832 is estimated to have been spent on excursions by visitors.
- This spending is simulated in an economic model of the economy developed by Economic Modeling Specialists Inc. (EMSI) that is based on spending patterns of business and households in the economy.
- Outputs of the model provide estimates of the total number of jobs and earnings supported in the local economy, in terms of the [direct](#), [indirect](#), and [induced](#) impacts of recurrent rounds of spending by businesses and households.
- In economic terms, this level of spending supported the equivalent of 5 jobs, all of which may be classified as direct impacts. This does not necessarily mean that these jobs are new, simply that this level of industry spending could support this number of jobs. The impacts are distributed across multiple businesses and therefore may not actually lead to the creation of 'new' jobs.
- An equivalent of 2 jobs were supported elsewhere in Knox County resulting from indirect and induced spending impacts.
- A similar and relatively proportional accounting of impacts could be expected from similar spending by non-cruise ship visitors.

# Appendices: Photos of Main Street in Rockland on Select Dates in 2018

# Time stamps:

Tuesday September 25<sup>th</sup> 2018 – Queen Mary II & Independence (Large ship)

- 11AM (1 slides)
- 12PM (1 slide)
  
- 4PM (1 slide)

Friday October 12<sup>th</sup> 2018 – Control day

- 9AM (2 slides)
- 2PM(1 slide)
- 4PM (1 slide)

Friday October 19<sup>th</sup> 2018 – Serenade (Large ship)

- 10.19.18-11PM (3 slides)
- 10.19.18-1PM (3 slides)
- 10.19.18-3PM (2 slides)

Wednesday October 17<sup>th</sup> 2018 – Control day

- 2PM (# of slides: 1)





Rockland Main Street on Queen Mary II (and Independence) visit  
Tuesday September 25, 2018 – 11 AM (1 of 1)





Rockland Main Street on Queen Mary II (and Independence) visit  
Tuesday September 25, 2018 – 12 PM (1 of 1)





Rockland Main Street on Queen Mary II (and Independence) visit  
Tuesday September 25, 2018 – 2:30 PM (1 of 1)





Rockland Main Street on Queen Mary II (and Independence) visit  
Tuesday September 25, 2018 – 3:00 PM (1 of 1)



Rockland Main Street on Queen Mary II (and Independence) visit  
Tuesday September 25, 2018 – 4:00 PM (1 of 1)





Rockland Main Street on control day during survey period Friday October 12<sup>th</sup> 2018 – 9 AM (1 of 2)





Rockland Main Street on control day during survey period  
Friday October 12<sup>th</sup> 2018 – 9 AM (2 of 2)





Rockland Main Street on control day during survey period  
Friday October 12<sup>th</sup> 2018 – 2 PM (1 of 1)





Rockland Main Street on control day during survey period Friday  
October 12<sup>th</sup> 2018 – 4PM (1 of 1)





Rockland Main Street on Serenade visit during survey period  
Friday October 19<sup>th</sup> 2018 – 11 AM (1 of 3)





Rockland Main Street on Serenade visit during survey period  
Friday October 19<sup>th</sup> 2018 – 11 AM (2 of 3)





Rockland Main Street on Serenade visit during survey period  
Friday October 19<sup>th</sup> 2018 – 11 AM (3 of 3)





Rockland Main Street on Serenade visit  
during survey period  
Friday October 19<sup>th</sup> 2018 – 1 PM (1 of 2)





Rockland Main Street on Serenade visit during survey period  
Friday October 19<sup>th</sup> 2018 – 1 PM (2 of 2)





Rockland Main Street on Serenade visit during survey period  
Friday October 19<sup>th</sup> 2018 – 3 PM (1 of 3)





Rockland Main Street on Serenade visit during survey period  
Friday October 19<sup>th</sup> 2018 – 3 PM (2 of 3)





Rockland Main Street on Serenade visit during survey period  
Friday October 19<sup>th</sup> 2018 – 3 PM (3 of 3)





Rockland Main Street on control day during survey period  
Wednesday October 17<sup>th</sup> 2018 –2pm (1 of 1)





# COMMENTS SUMMARY

## OVERALL – COMMENT TAKEAWAYS (1 OF 2)

There were 69 comments (small ships n=33, with 27 unique; large ships n=36 with 15 unique and 21 unknown) collected from the 5 surveys. Several respondents left general comments that were not about a specific cruise ship landing day but instead about cruise ship landings in general. Nonetheless, comments can be grouped by their similarities or differences, or by themes that emerge across comments, in particular when it comes to pros and cons or how respondents described visitors and their impact on revenue and foot traffic.

As far as similarities go:

### Characterizing cruise ship visitors:

- Looking to buy small gift items or souvenirs
- Curious, ask A LOT of questions and want to learn about Maine, Rockland and coastal Maine ecology
- Great customers, pleasant, diverse, kind, having a great time

### Pros:

- Cruise ships bring people to town who may return at another other time
- “Brings new people without adding to traffic. They do not take up parking spaces: an advantage not associated with other festivals in town. Several businesses reported that customers noted that they did not have difficulties parking or getting around town
- Cruise ship visitors presence makes downtown feel more energized and lively
- Extends the summer season (shoulder seasons May/June and Sept/Oct) and gives businesses the boost needed to support local employees and year-round operations.

### Cons:

- Little incentive for visitors to spend money in restaurant & beverage establishments because cruise ships have meal plans. As a result several respondents reported that visitors seem less interested in food (large and small landings) – unless it’s local Maine cuisine such as lobster rolls and blueberry pie, which attract customers.
- The increase of people does not necessarily mean an increase in revenue for businesses.
  - “A lot of customers and foot traffic, but they seem to spend less overall than locals or other visitors”, a comment echoed by a number of respondents and appears to be supported by survey data (Q.3-5)
  - “Low number of transactions but high transaction dollars, typical of local customers who typically spend more, tourists usually have much smaller transaction amounts.” (small ship day) retail
  - “More foot traffic but not an increase in sales, often no one makes a purchase.” (large ship day) retail (comments echoed by several respondents and supported by survey data).
- Two respondents reported a loss of local customer base because they avoid the area if they know a cruise ship is in town.
- Require more time and attention since they are curious and ask a lot of questions.

Several respondents reported that there was no impact to their business for several reasons: the nature of business does not attract cruise ship visitors, they’re not open until 5pm (some<sup>58</sup> restaurants) or most clients are local.

## OVERALL – COMMENT TAKEAWAYS (2 OF 2)

There were 69 comments (small ships n=33, with 27 unique; large ships n=36 with 15 unique and 21 unknown) collected from the 5 surveys. Several respondents left general comments that were not about a specific cruise ship landing day but instead about cruise ship landings in general. Nonetheless, comments can be grouped by similarities or differences, or by themes that emerge across comments, in particular when it comes to how respondents described visitors and their impact on revenue and foot traffic.

### Small Ships

#### Impact on spending and foot traffic:

- **Weather.** Poor weather likely discouraged people from walking around downtown and had an impact on transaction levels and revenue.
- **Hard to determine impact on business transactions or revenue.** Several respondents report being unable to distinguish cruise ship customers from other customers and therefore were unable to associate an increase or decrease in foot traffic or revenue from their presence. In addition to the smaller footprint of cruise ship visitors, respondents report several factors that may have affected their transaction and revenue levels including normal seasonal fluctuation, poor weather, and location.
- **Overall little impact, some report lower transaction levels but higher sales.** A few businesses did not experience an increase in foot traffic but reported sales were higher than a normal day indicating customers spent more than average. *(survey data supports findings in comments but sample size is too small to make claim with certainty.)*

#### Visitor presence:

- Overall, a positive experience for business who had cruise ship customers. Employees were able to give customers time/attention and answer questions.
- Several respondents reported no impact for normal customers since visitors did not take up parking spots.
- Cruise ship visitors were described as great customers, pleasant, curious, asked a lot of questions and wanted to know more about the area and businesses.
- A few respondents said local customers avoid the area when cruise ships are in town.

### Large Ships

#### Impact on spending and foot traffic:

- **Increased foot traffic does not always equal an increase in sales.** In some cases no one makes a purchase and when they do transaction amounts are smaller than other customers.
- **Increase in foot traffic and revenue reported by several respondents.** For the most part \$ per transaction were lower but still many were busy and report revenue increased.

#### Visitor presence:

- Obviously larger ships bring in more people so their presence was felt regardless of whether a business had an increase in foot traffic or sales. Their presence on the streets brought a sense of excitement, energy and liveliness to the area.
- More respondents seemed to report having positive experiences with cruise ship customers even though they were very busy.
  - 1 respondent noted that employees were not able to give customers time/attention they needed to answer questions and lost sales because of it (more pressure on staff). Another respondent (1) reported multiple complains from customers.
- Brings in more diversity, visitors are kind, having a great time, and loved to share stories with staff.
- More respondents on large ship visits said they're in favor of cruise ships and support them regardless of whether they make money or not than on small ship visits.



# Cruise ship visitor survey instrument



12. How did you get information about this area?

- <sub>1</sub> Cruise line (inc. website, crew)  
 <sub>2</sub> Internet (non-social media)  
 <sub>3</sub> Social media  
 <sub>4</sub> Travel magazine article  
<sub>5</sub> Print advertisement  
 <sub>6</sub> TV advertisement  
 <sub>7</sub> Word of mouth  
 <sub>8</sub> Information at pier  
<sub>9</sub> Did not get information  
 <sub>10</sub> Somewhere else (Please tell us where: \_\_\_\_\_)

13. How likely would you say you are to return to Maine in the next five years **by cruise** (not including this trip)?

<b>Definitely Will Not</b>		<b>May or May Not</b>		<b>Definitely Will</b>
<input type="checkbox"/> <sub>1</sub>	<input type="checkbox"/> <sub>2</sub>	<input type="checkbox"/> <sub>3</sub>	<input type="checkbox"/> <sub>4</sub>	<input type="checkbox"/> <sub>5</sub>

14. How likely would you say you are to return to Maine – **by methods besides a cruise** – in the next five years?

<b>Definitely Will Not</b>		<b>May or May Not</b>		<b>Definitely Will</b>
<input type="checkbox"/> <sub>1</sub>	<input type="checkbox"/> <sub>2</sub>	<input type="checkbox"/> <sub>3</sub>	<input type="checkbox"/> <sub>4</sub>	<input type="checkbox"/> <sub>5</sub>

15. How satisfied would you say you are, overall, with your experience **on shore** during this visit to the area?

<b>Not at all Satisfied</b>				<b>Extremely Satisfied</b>
<input type="checkbox"/> <sub>1</sub>	<input type="checkbox"/> <sub>2</sub>	<input type="checkbox"/> <sub>3</sub>	<input type="checkbox"/> <sub>4</sub>	<input type="checkbox"/> <sub>5</sub>

16. Based on your experience on shore, if asked, how likely would you be to recommend a trip to Maine to others?

<b>Definitely Will Not</b>		<b>May or May Not</b>		<b>Definitely Will</b>
<input type="checkbox"/> <sub>1</sub>	<input type="checkbox"/> <sub>2</sub>	<input type="checkbox"/> <sub>3</sub>	<input type="checkbox"/> <sub>4</sub>	<input type="checkbox"/> <sub>5</sub>

17. Overall, how would you rate the area(s) you visited while you were off the ship in terms of the following?

	Poor	Fair	Good	Very Good	Excellent	Don't Know
a. Providing a warm, welcoming atmosphere	<input type="checkbox"/> <sub>1</sub>	<input type="checkbox"/> <sub>2</sub>	<input type="checkbox"/> <sub>3</sub>	<input type="checkbox"/> <sub>4</sub>	<input type="checkbox"/> <sub>5</sub>	<input type="checkbox"/> <sub>6</sub>
b. Providing good service in shops and restaurants	<input type="checkbox"/> <sub>1</sub>	<input type="checkbox"/> <sub>2</sub>	<input type="checkbox"/> <sub>3</sub>	<input type="checkbox"/> <sub>4</sub>	<input type="checkbox"/> <sub>5</sub>	<input type="checkbox"/> <sub>6</sub>
c. Providing a clean, well-kept environment	<input type="checkbox"/> <sub>1</sub>	<input type="checkbox"/> <sub>2</sub>	<input type="checkbox"/> <sub>3</sub>	<input type="checkbox"/> <sub>4</sub>	<input type="checkbox"/> <sub>5</sub>	<input type="checkbox"/> <sub>6</sub>
d. Providing natural beauty	<input type="checkbox"/> <sub>1</sub>	<input type="checkbox"/> <sub>2</sub>	<input type="checkbox"/> <sub>3</sub>	<input type="checkbox"/> <sub>4</sub>	<input type="checkbox"/> <sub>5</sub>	<input type="checkbox"/> <sub>6</sub>

18. Have you **ever** been to Maine prior to this cruise (regardless of how you arrived)?

- <sub>1</sub> Yes → Total number of **previous visits** to Maine \_\_\_\_  
 <sub>2</sub> No

19. Have you taken previous **cruises** that have stopped in Maine?

- <sub>1</sub> Yes → Number of **previous cruises** to Maine \_\_\_\_  
 <sub>2</sub> No

**About You**

20. Are you currently a resident of:

- <sub>1</sub> **The United States** → Current home ZIP Code: \_\_\_\_\_  
 <sub>2</sub> **Canada** → Province: \_\_\_\_\_  
<sub>3</sub> **Another country** → Please specify: \_\_\_\_\_

21. Are you:      <sub>1</sub> Male                      <sub>2</sub> Female                      <sub>3</sub> Prefer not to say

22. What is your age?                      \_\_\_\_\_ years old                      <sub>01</sub> Prefer not to say

23. Are you currently:   <sub>1</sub> Married/Living with partner    <sub>2</sub> Single (never married)    <sub>3</sub> Divorced/Separated/Widowed

24. What is your total annual household income before taxes?

- <sub>1</sub> Under \$50,000    <sub>2</sub> \$50,000 - \$74,999    <sub>3</sub> \$75,000 - \$99,999    <sub>4</sub> \$100,000 - \$149,999    <sub>5</sub> \$150,000+    <sub>6</sub> Prefer not to say

25. What is the highest level of education you have completed?

- <sub>1</sub> High school or less    <sub>2</sub> Some college/technical school    <sub>3</sub> College/technical school graduate    <sub>4</sub> Graduate school

**THANK YOU FOR YOUR HELP!**

**For validation purposes only**, we will randomly contact some participants to verify their answers. Your personal information will **never** be sold or used for marketing. In order to help us ensure the quality of this research, please provide the following information:

**Name:** \_\_\_\_\_      **Phone Number:** (\_\_\_\_) \_\_\_\_\_ - \_\_\_\_\_

**For research purposes only**, may we contact you for limited and brief follow-up research? You will **never** be contacted for marketing of any kind, and participation in any future research would be completely voluntary. If we may contact you for limited additional surveys, please provide your email address here:      **Email:** \_\_\_\_\_ @ \_\_\_\_\_ . \_\_\_\_\_



# Downtown business electronic survey instrument

A total of 5 identical surveys were administered with only changes to ship names and dates. For brevity, only one example survey is included here.

## Downtown Business Cruise Ship Impact Survey Oct 1 Star Pride (small ship) visit - ID#2

The City of Rockland has asked the University of Southern Maine (USM) to survey local businesses and organizations to help better understand the economic impact of cruise ship based tourism in Rockland's downtown. This short survey pertains to the **Monday October 1** visit of the **Star Pride** small cruise ships, and is the second (ID#2) in a series of surveys administered throughout the fall 2018 cruise ship season.

Your participation in this survey is voluntary and should take no more than a few minutes to complete. All data are collected anonymously and responses remain confidential and will be reported in aggregate. No personally or organizationally identifiable information will be collected. This survey is being administered by USM's Center for Business and Economic Research (CBER). For questions or concerns regarding this survey and study, please contact CBER at 207-780-5859 or [usmcber@maine.edu](mailto:usmcber@maine.edu). Please click **NEXT** to continue.

Q1 Please indicate the category that best describes your business or organization:

- Art gallery
- Eating and/or drinking establishment
- Entertainment and/or Recreation (e.g. museums, events, cultural sites)
- Food and/or drink store
- Lodging
- Marine oriented
- Retail shopping (e.g. clothing, gifts, necessities)
- Personal services (e.g. salon, spa, manicure/pedicure, etc.)
- Professional services
- Transportation

Other, please indicate:

Q2 Which area best describes the location of your business in Rockland?

- Downtown or Tillson Avenue area
- Waterfront/Harbor Trail area from Snow Marine Park to the Ferry Terminal
- East of the Ferry Terminal to the Breakwater

Other:



The following questions are designed to gauge how downtown businesses were impacted by the **October 1** visit of the cruise ship **Star Pride** to Rockland.

Q3 Approximately, how many transactions did your business complete on **the day** of the cruise ship visit?

Q4 In comparison to an average day this time of year, to what extent did you experience an increase or decrease in daily **TRANSACTIONS** on the date of the cruise ship visit indicated above? Please indicate percentage change.

- Decrease
- Increase
- About the same as average day
- Prefer not to answer

If an decrease or increase, please indicate **PERCENTAGE** change from an average day:

Q5 In comparison to an average day this time of year, to what extent did you experience an increase or decrease in daily **REVENUES** on the date of the cruise ship visit indicated above? Please indicate percentage change.

- Decrease
- Increase
- About the same as average day
- Prefer not to answer

If an decrease or increase, please indicate **PERCENTAGE** change from an average day:

Q6 Did the business or organization adjust the number of employees (staff) on the day of the cruise ship visit compared to an average, comparable day this time of year?

- Increased
- Decreased
- Same number of staff

If an decrease or increase, please indicate the **NUMBER** change from an average day.

Q7 Did this adjustment meet the staffing needs for the day?

- Yes
- No, should have *increased*
- No, should have *decreased*

Q8 Please rate how your business or organization was impacted by the **October 1** cruise ship visit compared to the following (Please select 1 per row):

	<b>Much slower</b>	<b>Slower</b>	<b>About same</b>	<b>Busier</b>	<b>Much busier</b>
Busy day in summer	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Busy day during the holiday season	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Maine Home & Boat Show	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Maine Lobster Festival	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
North Atlantic Blues Festival	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

- Q9 Please indicate the range that best characterizes your annual revenues expected this year?
- Less than \$75,000
  - \$75,000 to \$150,000
  - \$150,000 to \$250,000
  - \$250,000 to \$500,000
  - Greater than \$500,000
  - Prefer not to answer

Q10 Please provide a short comment on anything else we should know about the impact of this week's cruise ship(s) on your business.

Thank you. Your participation is greatly valued and appreciated!!

Please click submit.



# Land-based visitor survey instrument

# Rockland Land-Based Visitor Survey

The City of Rockland is trying to understand the experience of visitors to the downtown and learn about them. This survey should take just a few minutes. All data is anonymous and will remain confidential. For questions or concerns regarding this survey and study, please contact CBER at 207-780-5859 or [usmcber@maine.edu](mailto:usmcber@maine.edu).

Q1 What brings you to Rockland?

Leisure / vacation

Visiting friends and/or family

Business related travel

Q2 Is your visit to Rockland:

A day trip

An overnight visit

Q3 How many nights are you staying at paid accommodations in the City of Rockland, if any?

--Click Here--	6
0	
1	
2	
3	
4	
5	
6	
7+	

Q4 How many days are you planning to spend in downtown Rockland on your trip in total?

1

2

3

4

5+

Q5 How many adults are in your immediate travel party, including yourself?

1

2

3

4

5

6+



Q6 What time did you arrive downtown today?

--Click Here--	6
Earlier than 8 am Between 8 am - 8:30 am	
Between 9:00 am - 9:30 am Between 10am -10:30 am Between 11am - 11:30 am Between 12pm -12:30 pm	
Between 1pm -1:30 pm Between 2pm -2:30 pm Between 3pm -3:30 pm	
Between 4pm -4:30 pm Between 5pm -5:30 pm	
6pm or later	

Q7 Approximately how many hours do you expect to spend downtown today in total?

--Click Here--	6
1	
2	
3	
4	
5	
6	
7	
8+	

Q8 Please estimate your party's total spending in Rockland only for your entire visit, including any overnight stay. Indicate "0" for categories in which you did not spend in Rockland.

Accommodations and Lodging (hotel, motel, B&B, etc.)	<input type="text"/>
Food and Beverages (restaurant meals, snacks, groceries, beer/wine/liquor)	<input type="text"/>
Shopping (souvenirs, clothing, household items)	<input type="text"/>
Recreation and Entertainment (activities, tours, cultural site admissions, museums, event tickets)	<input type="text"/>
Transportation (e.g. parking, fuel, taxis, etc.)	<input type="text"/>
Everything else	<input type="text"/>

Specify what spending from "everything else" entails:

Q9 Approximately how many downtown establishments did you SPEND money in during your visit?

--Click Here--	<b>6</b>
1	
2	
3	
4	
5	
6	
7	
8	
9	
10+	

Q10 Has your experience today been different than previous visits to downtown?

Similar to past visits

Different

First Visit

Please explain:

Q11 How many trips/visits to Rockland have you made in the past including this one?

--Click Here--	6
1	
2	
3	
4	
5	
6	
7	
8	
9+	
First visit	

Q12 Is there anything in your experience today that has influenced your enjoyment or likelihood of a return visit to Rockland?

No

Yes

Please explain:



Q13 One a scale of 1 to 5, with 1 being not at all satisfied and 5 being highly satisfied, please rate your experience in Rockland today?

Not at all satisfied = 1	2	May or May Not = 3	4	Highly satisfied = 5
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q14 One a scale of 1 to 5, with 1 being not at all likely and 5 being very likely, are you to return to Rockland in the next five years?

Not at all likely = 1	2	May or May Not = 3	4	Very likely = 5
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q15 Using the same scale as the last question, how likely would you be to recommend a tripto Rockland to others based on this visit?

Not at all likely = 1	2	May or May Not = 3	4	Very likely = 5
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q16 Please indicate place of residence:

--Click Here--	6
US State	
Canadian Province Other	
country	

Q17 US State

--Click Here--

ME

AL

AK

AZ

AR

CA

CO

CT

DE

FL

GA

HI

ID

IL

IN

IA

KS

KY

LA

MD

MA

MI

MN

MS

MO

MT

NE

NV

NH

NJ

NM

NY

NC

ND



Q17 US State

- OK
- OR
- PA
- RI
- SC
- SD
- TN
- TX
- UT
- VT
- VA
- WA
- WV
- WI
- WY

Q18 Canadian Province:

--Click Here--	6
Alberta	
British Columbia	
Manitoba	
New Brunswick Newfoundland and Labrador Nova Scotia	
Ontario	
Prince Edward Island	
Quebec Saskatchewan	

Country

Q19 What year were you born?

--Click Here--	6
Before 1930	
1930-1935	
1935-1940	
1940-1945	
1945-1950	
1950-1955	
1955-1960	
1960-1965	
1965-1970	
1970-1975	
1975-1980	
1980-1985	
1985-1990	
1990-1995	
After 1995	

Prefer not to say



Q20 Please indicate your annual household income (in U.S. dollars)?

<input type="radio"/>	Less than \$50,000	<input type="radio"/>
<input type="radio"/>	\$50,000 to \$74,999	<input type="radio"/>
<input type="radio"/>	\$75,000 to \$99,999	<input type="radio"/>
<input type="radio"/>	\$100,000 to \$149,999	
<input type="radio"/>	More than \$150,000	
<input type="radio"/>	Prefer not to say	

Q21 Comments from respondent or interviewer notes

Thank you for your assistance! [CLICK SUBMIT TO END SURVEY.](#)



# Contact Information

Maine Center for Business and Economic Research  
University of Southern Maine  
34 Bedford Street  
Portland, Maine 04101  
[usmcber@maine.edu](mailto:usmcber@maine.edu)



**MAINE CENTER FOR BUSINESS  
AND ECONOMIC RESEARCH**

University of Southern Maine

---

Intentionally left blank

## **Appendix C – Public Engagement Summary**





## MEMORANDUM

**To: Julie Hashem**  
**From: Noel Musson, The Musson Group**  
**RE: Rockland Harbor Management Plan – Public Process Summary**  
**Date: May 14, 2020**  
**Cc: Tom Luttrell**

---

This memo outlines the public process used by the Ad Hoc Harbor Management Committee to develop Rockland’s Harbor Management Plan. In summary:

- The Committee employed a consensus-based process that resulted in unanimous approval by the Committee on April 23, 2020.
- The Harbor Management Commission was invited to all policy discussions, provided valuable input, and voted to approve the plan on April 7, 2020.
- Proactive outreach to the general public and interested stakeholders included notices in the newspaper, development and use of an interested parties list, and specific outreach and invitations to waterfront property owners and business owners.
- Both Committee meetings and public forums were advertised and televised, and all meeting materials and meeting notes were available on the City’s website.

### **Ad Hoc Committee Meetings**

In all, the Ad Hoc Committee met 30 times over the course of the project. All meetings (with meetings topics) were advertised in the newspaper and posted on the City calendar. Most meetings were live streamed and recorded for later broadcast. At the beginning of each meeting time was built into the agenda for public comment. All meeting materials were posted on the Ad Hoc Committee page on the City’s website.

The consensus building process involved looking first at data and trends and reaching agreement on facts. It then addressed goals and strategies, focusing on areas where people could agree, and expanding from there. *On April 23, 2020 the Ad Hoc Committee voted unanimously to approve the proposed Harbor Management Plan and send the draft to Council.*

### **Harbor Management Commission Participation**

From the beginning the Ad Hoc Committee recognized the value of coordinating with and learning from the Harbor Management Commission (HMC). The Musson Group met with the full HMC twice during the planning process and members were specifically invited to participate in all Ad Hoc Committee meetings. Several members of the HMC did participate in Ad Hoc



Committee discussions, helping to inform both background data and recommended goals, objectives, and strategies. *On April 7, 2020 the HMC unanimously voted to endorse the proposed Harbor Management Plan.*

### **Community Meetings/Discussions**

In addition to the regular committee meetings, there were 2 broad based public forums held during the planning process. Proactive outreach included invitations to waterfront businesses and property owners, as well as general public outreach through newspaper articles and notices on the City website.

- The first meeting was attended by over 50 people, representing a wide range stakeholder interests including commercial fishing, recreational boaters, restaurants, marinas, boat yards, contractors, and service industries. The meeting was designed as a fact-finding discussion and targeted waterfront property owners and businesses. The meeting advertised in locally and posted on the website. Invitations were also sent specifically to waterfront property owners and businesses.
- The second meeting was attended by over 40 people, representing a wide range of the community at large. This meeting focused on soliciting feedback on the proposed goals, objectives, and strategies in the Plan. The meeting advertised in locally and posted on the website. Invitations were also sent to a list of interested parties who had previously signed up to receive email updates on the plan.

Each meeting was facilitated and designed to help inform the Committee’s thinking and keep members of the community up to date on the harbor planning process. All meetings were televised and recorded for rebroadcast.

### **City Website**

The Committee took advantage of the organization of the City’s website by posting all meeting agendas, minutes, and discussion materials on the dedicated Committee Page. See <https://my.rocklandmaine.gov/groups/ad-hoc-harbor-management-plan-committee/home/>

### **Overview of Meetings**

Below is a summary table outlining the various meetings held during the project and a summary of discussion topics. Meeting materials are all available on the City’s website.

<b>Meeting Date</b>	<b>Meeting and Discussion Topics</b>
August 22, 2018	Project kick-off meeting with Ad Hoc Committee
September 6, 2018	Ad Hoc Committee Meeting - Discussion of committee consensus-based process



	<ul style="list-style-type: none"> <li>- Cruise ship survey logistics</li> <li>- Harbor data discussion: moorings, waterfront land use, access points</li> </ul>
October 4, 2018	<p>Ad Hoc Committee Meeting</p> <ul style="list-style-type: none"> <li>- Prioritize harbor plan topic areas</li> <li>- Discussion of existing issues: construction ordinance, survey of public harbor access</li> <li>- Harbor data discussion: public access points, mooring areas</li> </ul>
November 1, 2018	<p>Ad Hoc Committee Meeting</p> <ul style="list-style-type: none"> <li>- Communications plan discussion</li> <li>- Discussion of Harbor Inventory</li> <li>- Harbor data discussion: marine economy, working waterfront</li> </ul>
December 6, 2018	<p>Ad Hoc Committee Meeting</p> <ul style="list-style-type: none"> <li>- Review workplan and communications</li> <li>- Harbor data discussion: regulation, marine economy, working waterfront</li> </ul>
December 18, 2018	Meeting with Harbor Management Commission
January 3, 2019	<p>Ad Hoc Committee Meeting</p> <ul style="list-style-type: none"> <li>- Review workplan and communications</li> <li>- Harbor data discussion: regulation, marine economy, working waterfront</li> </ul>
January 24, 2019	<p>Ad Hoc Committee Meeting</p> <ul style="list-style-type: none"> <li>- Review workplan and communications</li> <li>- Harbor data discussion: public facilities, marine economy, working waterfront</li> </ul>
February 7, 2019	<p>Ad Hoc Committee Meeting</p> <ul style="list-style-type: none"> <li>- Review workplan and communications</li> <li>- Harbor data discussion: public facilities, sea level rise, marine economy, regulation</li> </ul>
February 21, 2019	<p>Ad Hoc Committee Meeting</p> <ul style="list-style-type: none"> <li>- Review workplan and communications</li> <li>- Harbor data discussion: public facilities, sea level rise, marine economy, regulation</li> </ul>
March 7, 2019	<p>Ad Hoc Committee Meeting</p> <ul style="list-style-type: none"> <li>- Review workplan and communications</li> <li>- Harbor data discussion: marine economy, harbor budget, zoning</li> </ul>
March 21, 2019	<p>Public Listening/Fact Finding Session</p> <ul style="list-style-type: none"> <li>- Waterfront Businesses</li> </ul>
April 4, 2019	<p>Ad Hoc Committee Meeting</p> <ul style="list-style-type: none"> <li>- Review lessons learned from public listening/fact finding session</li> <li>- Harbor data discussion: marine economy</li> </ul>
April 18, 2019	<p>Ad Hoc Committee Meeting</p> <ul style="list-style-type: none"> <li>- Fact finding discussion with guest Jay Clement from US Army Corps of Engineers</li> <li>- Harbor data discussion: regulation, marine economy</li> </ul>
May 23, 2019	<p>Ad Hoc Committee Meeting</p> <ul style="list-style-type: none"> <li>- Review draft Inventory Report</li> </ul>





	- Goals and Strategies Discussion: mooring management and harbor layout
June 6, 2019	Ad Hoc Committee Meeting - Goals/Strategies review: mooring areas - Goals/Strategies discussion: harbor layout, existing channels, breakwater, public facilities
July 18, 2019	Ad Hoc Committee Meeting - Goals/Strategies review: public facilities - Goals/Strategies discussion: middle pier, public landing, regulation
August 5, 2019	City Council Update
August 22, 2019	Ad Hoc Committee Meeting - Goals/Strategies review: middle pier, public Landing - Goals/Strategies discussion: other public facilities, regulation
September 5, 2019	Ad Hoc Committee Meeting - Goals/Strategies review: other public facilities, regulation - Goals/Strategies discussion: harbor health
September 12, 2019	Ad Hoc Committee Meeting - Goals/Strategies review: harbor health - Goals/Strategies discussion: tourism & events, schooners & windjammers, recreational boating, marinas & boat yards
September 19, 2019	Ad Hoc Committee Meeting - Goals/Strategies review: tourism & events, schooners & windjammers, recreational boating, marinas & boat yards - Goals/Strategies discussion: working waterfront, commercial fishing, aquaculture, industrial, other waterfront uses
October 3, 2019	Ad Hoc Committee Meeting - Goals/Strategies review: working waterfront, commercial fishing, aquaculture, industrial, other waterfront uses - Goals/Strategies discussion: cruise ships data and existing policies
October 10, 2019	Ad Hoc Committee Meeting - Goals/Strategies discussion: cruise ships
October 24, 2019	Ad Hoc Committee Meeting - Goals/Strategies discussion: cruise ships
November 7, 2019	Ad Hoc Committee Meeting - Goals/Strategies discussion: cruise ships - Begin review of past agreements on goals, objectives, strategies
November 21, 2019	Ad Hoc Committee Meeting - Review and approval of agreements on goals, objectives, recommendations
December 5, 2019	Ad Hoc Committee Meeting - Report overview - Review and approval of agreements on goals, objectives, recommendations
December 19, 2019	Ad Hoc Committee Meeting - Report overview



	<ul style="list-style-type: none"><li>- Review and final approval: public access, facilities, regulatory</li></ul>
January 2, 2020	Ad Hoc Committee Meeting <ul style="list-style-type: none"><li>- Review and final approval: regulatory, harbor health, marine economy</li></ul>
January 23, 2020	Ad Hoc Committee Meeting <ul style="list-style-type: none"><li>- Review: cruise ship decisions</li></ul>
February 20, 2020	Ad Hoc Committee Meeting <ul style="list-style-type: none"><li>- Review and final approval: cruise ships decisions</li><li>- Review final plan</li></ul>
March 5, 2020	Public Meeting <ul style="list-style-type: none"><li>- Plan presentation and discussion of goals, objective and recommended actions</li></ul>
April 7, 2020	Harbor Commission Meeting (via Zoom) <ul style="list-style-type: none"><li>- Review draft and vote for approval</li></ul>
April 23, 2020	Ad Hoc Committee Meeting (via Zoom) <ul style="list-style-type: none"><li>- Review public meeting and other comments</li><li>- Final review of Harbor Plan</li><li>- Unanimous vote to approve draft and present to Council</li></ul>
May 4, 2020	Council presentation of proposed document (via Zoom)