



Book  
One  
Of  
Two



Town of Hampden  
Comprehensive Plan



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Cover Photographs provided by Gretchen Heldmann from Town Archives or citizen input.

Photo descriptions – clockwise starting from upper left:

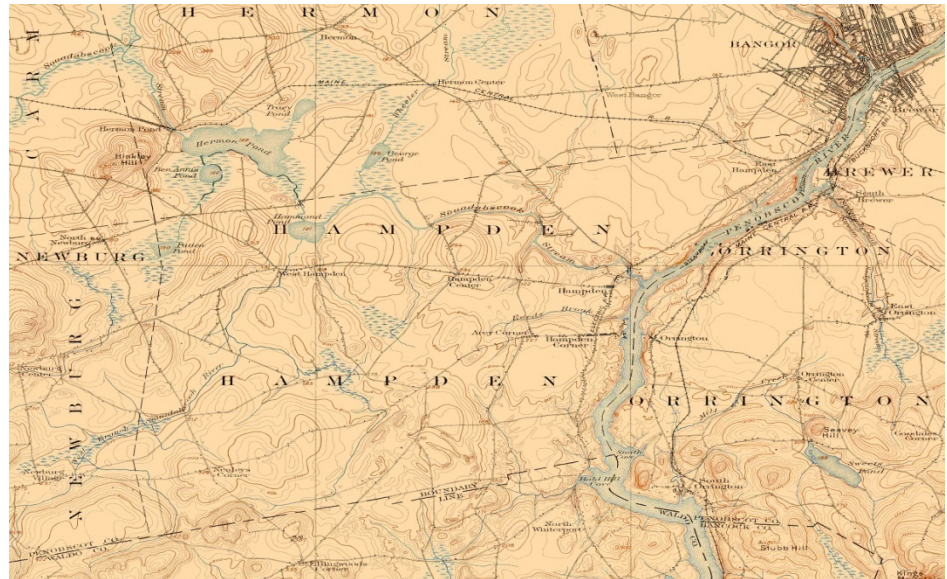
1. Hampden Town Office float in the Hampden Children’s Day Parade, 2008
2. View of the Penobscot River
3. Hampden Business & Commerce Park
4. Hampden Academy
5. Dorothea Dix Park entrance arch
6. A view of Daisey Lane residential living
7. Hampden Veterans Honor Roll, located at the Hampden Town Office
8. A view of a farm

# Town of Hampden, Maine 2008 COMPREHENSIVE PLAN

## INTRODUCTION

The Comprehensive Plan consists of two books, which contain resources, tools, illustrations, and references. Book I contains an overview of the planning process, as well as detailed goals and strategies to help guide Hampden in all aspects of its development over the next decade. Book I is the guide to implementation, and prioritizes and assigns responsibility for actions needed to guide Hampden during the next ten years.

Book II contains an inventory and analyses of Hampden – its population and housing, local economy, financial resources, natural and marine resources, transportation, historic and cultural assets, recreational opportunities, and municipal assets. While some of the data are repeated, it is the general intention that Book II contains a broad but detailed picture of the Town of Hampden.



Source: United States Geologic Survey Map Composite Circa 1950 - Not to Scale

*This document was prepared in accordance with the Maine Comprehensive Planning and Land Use Regulation Act, its goals and criteria.*

## ACKNOWLEDGEMENTS

The Town of Hampden is the “Community of Choice in Central Maine” for many reasons. Beyond the rural landscapes, desirable residential developments, dependable local businesses, and state-of-the-art Business and Commerce Park are the greatest community assets, its people.

The 2009 Hampden Comprehensive Plan is the result of years of work by the Town’s elected officials, staff, committee members, interested citizens and consultants. This project could not have been completed without the patience, dedication and desire to serve all of the citizens of Hampden when representing the many opinions and perspectives of the individual contributors.

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# Town of Hampden, Maine

## 2008 COMPREHENSIVE PLAN

### Book I

## 1. OVERVIEW

### 1.1 PURPOSE AND HISTORY

This 2008 Comprehensive Plan is the fundamental plan for the Town of Hampden, providing specific guidance to town officials, administrators, and volunteer committees as they govern, advise and regulate activities that affect the town's citizens. The Comprehensive Plan Committee's mission is: "To review, revise, and update the 2001 Comprehensive Plan so as to guide the actions and public policies of the citizens of Hampden and their representatives into the future."

Hampden has an exemplary track record in the development of town plans. Comprehensive planning began in 1963 with the town's first master plan, with subsequent plans drafted in 1986 and 2001. A volunteer committee produced the town's 2001 Comprehensive Plan in accordance with the Maine Planning and Land Use Regulation Act, which mandated that all Maine cities and towns prepare a plan to manage future growth. Many communities found that comprehensive plans completed in the 1990s through early 2000 provided an excellent inventory of community resources and analysis of critical issues, but have not adequately guided growth or met other planning objectives. Hampden's 2009 Comprehensive Plan must be more bold and specific in guiding and addressing community issues with clear goals, policies, recommendations, and a concise road map for implementation. It will ensure that Hampden complies with the state's current Growth Management Act.

### 1.2 PLANNING PROCESS

To accomplish its mission, the Hampden Comprehensive Plan Committee, organized through the community services committee in 2007, engaged the Penobscot Valley Council of Governments (PVCOG) to facilitate the planning process. The committee consisted of town council members, municipal staff, volunteers from various town standing committees, and other business and community leaders to understand their perspectives on Hampden's strengths, weaknesses, and vision for the future.

Committed to the premise that drafting a comprehensive plan is a community effort, the committee relied on citizen input through

structured dialogue. Meeting every other week, the committee used its time to hear from planning professionals, welcomed the participation of the public, and deliberated long and hard on all subject areas to be covered by the plan. The public was encouraged to attend and, in addition, select meetings were televised on public access. Official meeting minutes are also available on the town's website.

From time to time, workshops were held primarily for the purpose of evaluating maps and considering land use options. Committee members with interest and knowledge in a certain area of the plan worked with PVCOG to ensure that specific issues were raised and strategies and recommendations offered in order to strengthen specific subject areas. These comments were incorporated into an outline that was presented to the full committee for discussion and revisions. Having participated in a discussion about the merits of the first draft, the committee members' revisions were incorporated into a second draft that circulated to internal committees, departments, and staff. On average, each section of the plan required three drafts before the committee felt comfortable with its content in terms of scope, point of view, and priorities.

Finally, as the plan was drafted, unfinished sections were presented to the community with committee members soliciting input from residents most likely to be affected by the recommendations. The committee was impressed by the willingness of citizens to become involved, the committee found the results of this collaboration to be very important. Without a doubt, the opinions solicited were extremely thoughtful and have helped the committee to develop a better plan.

### 1.3 PLAN PHILOSOPHY

The philosophy that underpins this document emerges from citizen input, the committee's deliberations, and the best thinking that the committee could incorporate from the completed research. This spirit of collaboration and deliberation provided the overall concepts to help guide Hampden.

They are:

1. The presentation of recommendations that are specific in nature, supported by statements of intent, and designed to provide both clarity and some latitude for the implementors.
2. Through new tools and programs, there is an emphasis on non-property tax revenue generation coupled with cost containment, so that the expense of town government will be less of a burden on the Hampden community.
3. Land use zones have been simplified to provide broader options and clearer differentiation in use criteria between the types of zones.
4. The plan strives for fairness when considering the wide variety of needs and requests of Hampden's diverse citizenry.

5. An extensive process of collaboration was used while drafting the plan in order to encourage interested citizens and to reach a consensus before the plan is formally presented at public hearings.
6. In reviewing the explosion of demands placed on the town's resources and services over the past decade in the form of traffic, regulations, cost transfers from county, state, and federal government, as well as the demands of Hampden's citizens, the committee is recommending bolder solutions to mitigate the impact of future growth while protecting individual property rights.

#### 1.4 A VISION FOR HAMPDEN

This plan lays the foundation for the shape of Hampden in the future. A Hampden where:

- The rural landscape and small-town character of Hampden allow citizens to enjoy the natural beauty and other assets of the town.
- Residents have a variety of living choices including vibrant village neighborhoods, traditional subdivisions and rural living with extensive open or agricultural space.
- Residents have a variety of working opportunities in Hampden ranging from traditional retail sales and service to high technology manufacturing and service.
- The tax base is diverse and businesses that support the small town character and rural landscape thrive.
- Traffic is well managed, there are choices in transportation, and safe places in town for people to walk and bike.
- There is a renewed emphasis on developing the commercial and recreational use of the Penobscot riverfront.
- Wildlife and fisheries are protected and large habitat blocks are maintained.
- Taxpayers are fairly treated and town monies are wisely spent.
- Hampden has provided for the efficient and effective delivery of programs and services which meet the needs of its citizens.

#### 1.5 GOALS AND PRIORITIES

1. Encourage orderly economic and residential growth and development in appropriate areas of the town, while protecting rural character.
2. Plan for, finance, and develop an efficient system of facilities and services to accommodate anticipated growth.
3. Encourage and promote workforce housing opportunities for all Hampden residents.



4. Protect the town's water resources, as well as the town's natural, agricultural, forest, historic, and archeological resources.
5. Enhance and promote access to the town's natural resources for public use and appropriate development.
6. Promote and protect the availability of recreational opportunities for all Hampden residents.

## 1.6 IMPLEMENTATION OF THE COMPREHENSIVE PLAN

It took a committee of 10 volunteers, along with the collaborative help of a number of the town's citizens, more than 18 months to create this plan. It would be a mistake not to emphasize that it will take a similar effort to implement the plan. This task should not be underestimated. Therefore, when the plan is approved, the committee believes the Town Council, as well as every town committee with responsibility for implementing a portion of the plan, should devote a permanent portion of their agenda to discussing, reviewing, and evaluating their progress toward the goal of implementing Hampden's 2009 Comprehensive Plan.

The Comprehensive Plan Committee recommends that the Hampden Town Council appoint or assign an Implementation Committee to oversee the complete implementation of this plan. That committee should be chaired by a councilmember, perhaps on a rotating basis, and include representatives from the Services Committee, Zoning Board of Appeals, Planning Board, Planning and Development Committee, Infrastructure Committee and Finance Committee. The Implementation Committee should also include a selection of interested residents.

Not all policies can be implemented at the same time; therefore, we recommend that policies be prioritized according to those that can be implemented within one year and those that require more time.

Priority should be given to the most important policies, but many can be implemented in parallel, so there is little need for the Implementation Committee to work on these policies sequentially. Furthermore, it is important that all recommended policies are implemented in a timely manner.

## 1.7 DATA AND RESOURCES

The Town of Hampden now has abundant information about itself and maps of its geology, natural resources, transportation systems, economics, population, public facilities, and recreation opportunities, thanks to investments the town has made in Geographic Information Systems (GIS), as well as resources state agencies have made in pooling their data for planning purposes. This information exists in print, as well as in digital form.

The information for Hampden includes:

- State of Maine Comprehensive Planning Resource Package, October 2006
- "Beginning with Habitat" package 2003 with updates in 2009
- Hampden Comprehensive Plan 2008, Book I, and Book II.

This information, and more, is invaluable to future town planning, and the drafting of new ordinances. It is also highly useful for town committees and boards, as they proceed through decision-making processes.

Failure to use this information would be doing a great disservice to Hampden. We recommend that the town planning office, as well as the assessors' agent and code enforcement office, make these resources available to the public, as well as to committees and boards, so that residents can more fully understand the community and its landscape.

## 1.8 REGIONAL COORDINATION

A summary of regional coordination strategies is provided in Section 15.

## 1.9. EVALUATION MEASURES

Every five years, Hampden will evaluate the following:

1. The degree to which future land use plan strategies have been implemented;
2. Percent of municipal growth-related capital investments in growth areas;
3. Location and amount of new development in relation to community's designated growth areas, rural areas, and critical resource areas
4. Amount of critical resource areas protected through acquisition, easements, or other measures.

## 2. EMPLOYMENT AND ECONOMY

A strong and vibrant business community is essential to the long-term viability of the Town of Hampden. The largest employer in the Town today is the school district. Continued diversification of the economic base of the Town is a principal factor in the Town's tax base. The economy and economic potential of Hampden have a direct relationship to the demographics of the Town and region, transportation linkages, and the demand for and, in particular, the price of housing.

Hampden is part of the suburban Bangor area. The Town's economy shows that while there are strengths, there are also vulnerabilities based upon regional economic cycles. The regional economy is in transition toward a higher skilled workforce with expansion of biotechnology, research and development, and precision manufacturing. The job market has become one typical of near-city suburbs with commuters traveling in several directions: higher income residents often worked in Town or commuted to nearby communities, and lower income employees in the Town commuted in from outside.

The development of businesses and industries helps to define land use patterns, employment opportunities and the character of the community. Site location of commercial and industrial uses and the ability to grow and change are affected by land use controls and regulations. Economic development is affected by and has an impact on the community's character and natural resources.

### 2.1 GENERAL GOALS

1. Foster business development in specific industry sectors that are compatible with existing economic clusters through the use of Tax Increment Financing, the development of business parks, and regional cooperation.
2. Provide a sound commercial tax base in Hampden of compatible industry sectors with the current commercial mix and the existing community character.
3. Support a fully vibrant community that is more than just a bedroom community to Bangor.
4. Strengthen the relationship between the Town of Hampden Economic Development Department and the Hampden Business Association, leading to mutual and appropriate development, beneficial services, and initiatives to support business growth and retention.

### 2.2 STATE GOAL

To promote an economic climate which increases job opportunities and overall economic well-being (Title 30-A §4312 sub 3)

## 2.3 EMPLOYMENT AND ECONOMY IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.

	<b>Employment and Economy Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
EE 1.	Economic Development Director: Continue to support this position.	Town Council	Ongoing
EE 2.	Annual Budget: Develop an annual reserve account dedicated to economic development. Funds should be used as local matching dollars to assist in development of infrastructure, relocation costs, and low interest loans.	Economic Development Director	Immediate
EE 3.	Land Use Regulations: Establish a 1,000 foot deep retail/commercial/professional business development area (initial 500 feet allowed for retail, secondary 500 feet allowed for commercial/professional business) along Coldbrook Road between Route 202 and I-95 served by a frontage road with share parking areas and limited curb cuts.	Town Planner/ Planning Board	Immediate
EE 4.	Amenities: Evaluate the development of public parking areas, and other public amenities adjacent to business/industrial areas, such as the proposed town forest.	Town Planner	Long-term
EE 5.	Funding: Consider cash in lieu of parking or other programs to support public parking, pedestrian ways, bike facilities, or other transportation forms in the Village Commercial Districts.	Economic Development Committee/ Economic Development Director	Long-term
EE 6.	TIFs: Continue to utilize Tax Increment Financing primarily for non-retail uses because retail development typically promotes one retailer to the detriment of another.	Economic Development Director	On-going
EE 7.	Regional Coordination: Increase economic development coordination with local and regional economic development agencies.	Economic Development Director	On-going
EE 8.	Local Consistency: Review local plans, policies, and regulations for consistency, such as the town’s TIF policy and Pine Tree Zone properties.	Economic Development Director	On-going

<b>Employment and Economy Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
EE 9. Grants: To promote economic development that maintains and enhances community character, the Town will obtain funds from government and private sources to provide support for roads, parks, public transportation or other activities that materially aid the Town’s economy. These include but are not limited to Community Development Block Grants and US/Maine DOT Enhancement Funds. Town expenditures required to participate in such programs will be presented to the voters for approval.	Economic Development Director	On-going
EE 10. Buffers: Review and evaluate existing buffering and impact mitigation regulations between commercial zone districts and residential development and suggest improvements to the regulations that would reduce the potential for costly conflicts with residential neighbors by providing for adequate buffering at the outset or through remediation when businesses seek to renovate or expand their facilities.	Town Planner/Planning Board	Immediate
EE 11. Workforce Housing: Create incentives for the development of affordable/workforce housing in town through the use of housing TIFs and other mechanisms.	Economic Development Director	On-going
EE 12. Stormwater: Strengthen policies and enforcement related to storm water associated with commercial development by promoting low impact development.	Code Enforcement Officer/Economic Development Director	On-going
EE 13. BEAR Program: Create a “Business Expansion and Retention” (BEAR) program to strengthen the town’s economic base.	Economic Development Director	Long-term
EE 14. Infrastructure Planning: Coordinate infrastructure planning and investment with the water district and public works to ensure fiscally responsible growth in type, location, and density.	Economic Development Director/Infrastructure Committee	On-going
EE 15. Rural Business: Review existing ordinances related to customary rural business size limitations.	Town Planner/ Economic Development Director	Immediate

## 8.4 GENERAL EMPLOYMENT/ECONOMY RECOMMENDATIONS

- In planning within the triangle area, ensure connectivity of the road network linking the various developments and assets.
- Consider larger-scale, but not “big box” retail, development opportunities in the interchange area along I-95.
- Support the Hampden Business Association by building stronger linkages to the town.
- Advise the council on utility service expansions for economic development.
- To assist low and moderate income persons, the elderly and disabled, the Town will collect and distribute information on applicable programs to ensure that those eligible for public assistance, unemployment assistance, job training, aid to the elderly, and/or disabled are made aware of and assisted in applying for such programs.
- Find a healthy balance between the environment, community, and business/industry that promotes a vibrant community.
- Review business incentives offered to minimize local business impacts.
- Establish an impact fee structure related to transportation to assist in ongoing maintenance and capital improvements.
- Focus attention on the appearance of the town’s commercial/business properties and increase pride in the community.
- Use incentive programs to attract and expand targeted businesses in specific industry sectors.

### 3. HOUSING

The changing patterns of Hampden’s housing are reflective of the nation’s suburbanization patterns as a whole, with increasing single-family housing unit development, increasing numbers of households, and decreasing family size. This trend has included rapidly rising housing costs and resident incomes.

Housing characteristics are directly linked to local and regional demographics and land use patterns (see Population and Land Use chapters). Housing growth or stagnation directly impacts both the local and regional economic bases through construction jobs and materials purchases. Housing also provides options for future and expanding labor supply (see the Economy chapter). Housing has a major impact on overall Town valuations and tax assessments because the principal "real property improvements" in most communities is housing. The type and location of housing development has a major impact on Town services and road requirements, as well as the environment.

The policies developed in the housing section address siting issues that contribute to sprawl and lack of affordability, which, in turn, impacts the type of housing developed and the lot size offered in town. Specific land use issues, such as lot size, that relate to housing are found in the land use section. The general goals and policies for housing in Hampden include:

#### 3.1 GENERAL GOALS

1. Protect existing neighborhoods from incompatible uses.
2. Preserve open space and reduce development costs, particularly road construction and maintenance, and thus promote housing affordability; establish cluster/conservation development as the standard development pattern.
3. Review the Town’s minimum design standards and update to encourage “neighborhoods” design and the allowance of high density development.
4. Provide for a variety of housing types, including: detached single family units, attached single family units, multi-family units, individually sited mobile homes, and mobile home parks.
5. Provide incentives for the development of affordable workforce housing especially subsidized housing, and housing for the elderly.
6. Encourage the development of specialized housing such as assisted living, congregate care, community living arrangements, and nursing home units.
7. Establish a relationship with a regional housing organization or nonprofit housing group to promote and encourage development of subsidized rental housing opportunities in Hampden.
8. Create incentives for and promote the development of Americans with Disabilities Act (ADA) housing, either through new

construction or through rehabilitation programs such as Community Development Block Grant (CDBG).

- 9. Seek to achieve at least 10% of all housing built or placed during the next decade be affordable (State Minimum).

### 3.2 STATE GOAL

To encourage and promote affordable, decent housing opportunities for all Maine citizens (Title 30-A §4312 sub 3)

### 3.3 HOUSING IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.

	<b>Housing Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
H 1.	Housing Committee: Appoint a Housing Committee to implement the housing recommendations in this comprehensive plan.	Town Council	Immediate
H 2.	Annual Budget: Develop an annual reserve account for the sole purpose to assist in the provision of affordable housing and other housing goals. Funds from this account could be used for, but are not limited to: 1) helping increase the supply of affordable housing by paying permitting application fees; 2) lending money; 3) acquiring land; or 4) improving infrastructure for projects that will achieve that end.	Housing Committee/ Town Council	Immediate
H 3.	Capital Improvements: Devise a schedule of infrastructure improvements that the Town would be willing to consider making for private developments that incorporate affordable housing units, consider a pro rata approach with greater infrastructure investments made for projects with a greater percent of affordable housing units.	Housing Committee, Town Planner/Town Council/ Infrastructure Committee	Immediate
H 4.	Land Use Regulation: Review local land use regulations that require a double review of multi-family housing projects, and work with the state representatives to streamline state subdivision law requirements.	Town Planner/Planning Board/ Economic Development Director	Long-term
H 5.	Land Use Regulation: Review the existing built-in density bonus for multi-unit buildings in the Rural District. Consider a density-based standard.	Town Planner/Planning Board	Ongoing



<b>Housing Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
H 6. Land Use Regulation: In order to encourage development of more affordable housing units, the existing cap of 10 units per building in the Residential B district should be increased for projects that will augment the supply of affordable housing units for very low income residents, so long as the density standard for the zoning district is not exceeded.	Town Planner/Planning Board/Planning & Development Committee	Long-term
H 7. Non-Profit Organizations: The Town should establish a relationship with The Housing Foundations (the current property managers for Roe Village), or another subsidized housing organization, to create a mechanism for developing additional subsidized housing in Hampden.	Housing Committee	On-going
H 8. Land Use Regulation: To ensure the safety and welfare of residents, the Code Enforcement Officer will address reported violations of local ordinances and State laws and regulations that affect health, safety or community conditions. For example, the Code Enforcement Officer will work with property owners to correct all known failed or inadequate subsurface sewage disposal systems.	Code Enforcement Officer	On-going
H 9. Grants: Apply for grants (CDBG housing assistance, infrastructure, and rehabilitation) and projects for the construction of subsidized housing whether within the Town or the region, and grants to homeowners for improvements to energy efficiency, habitability, etc.	Housing Committee	On-going
H 10. Land Use Regulation: Review local road frontage requirements for individual and multi-unit housing developments.	Town Planner/Economic Development Director	Immediate
H 11. Workforce Housing: Create incentives developing affordable/ workforce housing in town through the use of housing TIFs and other mechanisms.	Housing Committee	Immediate
H 12. Housing Affordability: To encourage increased affordable housing opportunities while protecting the character of existing residential neighborhoods, the Town will allow accessory apartments in the Village Commercial, Residential A, and Residential B District(s).	Town Planner/Planning Board/Planning & Development Committee	Immediate

## 4. TRANSPORTATION

Hampden's transportation resources are a significant catalyst for continued growth in the community and in the region. The Town is fortunate to be both centrally located and connected to major transportation amenities such as I-95, U.S. Route 1A, State Route 9, US Route 202, Bangor International Airport, the Penobscot River, and rail lines.

Residents rely on the road network as their primary means of transportation movement in the Town and in the region. Roads should provide safe, reliable access to work, school, stores and residences. Overall, Hampden's roadways are in good condition. Given limited funding and the significant expense, the Town has done a good job of maintaining its local roads.

As the community moves forward with economic development initiatives, land use decisions and infrastructure development, a constant understanding of the condition and needs of the transportation system is necessary. In this effort, the Town should maintain an open dialogue with Maine DOT, Federal Highway Administration, and other regional stakeholders to maximize future planning efforts for the betterment of the community.

### 4.1 GENERAL GOALS

1. To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.
2. Build on a local road system, which is developed in a hierarchy, to efficiently move people and goods.
3. Control and limit access points to major arterials.
4. To safely and efficiently preserve or improve the transportation system by limiting strip development along arterials and mobility corridors by minimizing curb cuts.
5. Direct single-family residential access to the least order roadway.
6. Direct medium and high traffic generators to higher order streets while controlling access and turning movements.
7. Promote an annual reserve account to continue the existing capital improvement program for roads and bridges.
8. Meet the diverse needs of residents and minimize vehicle miles traveled by promoting alternatives to single passenger commuter trips, including: bikeways, The BAT, park and ride lots, car pooling, and pedestrian walkways.
9. Partner with area churches and other facilities to establish commuter parking areas in an effort to increase BAT ridership and increase car-pooling.

### 4.3 STATE GOALS

- To encourage orderly growth and development in appropriate areas of each community, while protecting the State’s rural character, making efficient use of public services and preventing development sprawl (Title 30-A §4312 sub 3)
- To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development (Title 30-A §4312 sub 3)

### 4.4 TRANSPORTATION IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.

	<b>Transportation Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
T 1.	State Minimum: Develop or continue to update a prioritized ten-year improvement, maintenance and repair plan for local/regional transportation system facilities that reflects community, regional and state objectives.	Public Works Department/ Town Manager/Town Council	Ongoing
T 2.	State Minimum: Initiate or actively participate in regional and state transportation and land use planning efforts.	Town Planner, Economic Development Director/Town Manager/Town Council	Ongoing
T 3.	State Minimum: Enact or amend local ordinances as appropriate to be consistent with local, regional and state transportation policies identified in this plan.	Planning & Development Committee/Town Council/ Infrastructure Committee	Long-term
T 4.	State Minimum: Enact or amend local ordinances as appropriate to address or avoid conflicts with: <ul style="list-style-type: none"> <li>a. Policy objectives of the Sensible Transportation Policy Act (23 MRSA §73);</li> <li>b. State access management regulations pursuant to 23 MRSA §704 Entrances to highways regulated; and</li> <li>c. State traffic permitting regulations for large developments pursuant to 23 MRSA §704-A - Traffic movement permit.</li> </ul>	Town Planner/Economic Development Director/ Planning & Development Committee/Town Council/ Infrastructure Committee	Long-term

	<b>Transportation Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
T 5.	State Minimum: Work with the Maine DOT as appropriate to address deficiencies in the system or conflicts between local, regional and state priorities for the local transportation system.	Town Manager/Town Council	On-going
T 6.	Implement specific transportation improvements identified in Section 4.5.	Public Works/Town Manager	Immediate/Long-term
T 7.	Roadway: Evaluate standards and designs based on the surrounding communities and develop specific roadway standards based on functional classification. Specifically: <ul style="list-style-type: none"> <li>- Develop specific roadway design standards for Commercial/Industrial Roadways.</li> <li>- Review revised cul-de-sac design standards and provisions for temporary cul-de-sacs.</li> <li>- Develop shared driveway and entrance guidelines for arterial streets and rural development. To be included in the Zoning and Subdivision Ordinances.</li> <li>- Establish the maximum width for a road cut to be 45 feet.</li> </ul>	Town Planner/Planning Board/Infrastructure Committee	Long-term
T 8.	Coldbrook Road: Develop a Coldbrook Road master plan. Include provisions to limit curb cuts along Coldbrook Road by construction of a frontage/parallel road, or requiring shared driveways/parking areas. Explore MaineDOT grant funding for the frontage road.	Town Planner/ Economic Development Director/Public Works	Immediate
T 9.	Truck Route: Define a truck route based on the BACTS truck study and establish truck route signage.	Economic Development Director/Town Manager/ Public Works	Immediate
T 10.	Annual Budget: Allocate a portion of the Roads and Bridges Reserve for alternative modes of transportation such as park & ride, bike routes, and transit improvements.	Town Manager/Town Council	On-going

	<b>Transportation Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
T 11.	Annual Budget: Establish an impact fee structure that supports road/pedestrian infrastructure.	Economic Development Director/Town Planner/Infrastructure Committee	Long-term
T 12.	Parking: Explore the acquisition and development of parcels for public parking in deficient areas. Develop parking requirement waivers based on the provision alternative mode amenities such as bike racks, transit stops, etc.	Town Planner/Planning Board	Long-term
T 13.	Parking: Require screening and a minimum of 10% vegetated space for parking areas for new commercial and industrial developments.	Town Planner/Planning Board/Planning & Development Committee	Immediate
T 14.	Land Use Regulation: Develop ordinance guidelines in the Subdivision Ordinance to include pedestrian and bicycle facilities where warranted.	Town Planner/Planning Board/Planning & Development Committee	Long-term
T 15.	Land Use Regulation: Develop a specific threshold as well as guidelines for detailed traffic analysis in the Subdivision and Zoning Ordinance.	Town Planner/Planning Board	Long-term
T 16.	Street Trees: Establish a street tree program for the entire community, with an initial focus on Turtle Head Cove. Make sure the Tree Ordinance clearly outlines species types and addresses placement in terms of utilities.	Tree Board/Public Works/Planning & Development Committee	Long-term
T 17.	Bike and Pedestrian: Establish a sidewalk network throughout Route 1A and the 4-Mile Square, perimeter and interior. Consider adopting an ordinance requiring all future subdivisions within the 4-Mile Square to have sidewalks.	Town Planner/ Economic Development Director/Public Works Department	Long-term
T 18.	Bike and Pedestrian: Establish a bike path along Coldbrook Road, Route 1A from Bangor to Dorothea Dix Park, and Old County Road.	Recreation Committee/Town Planner/ Public Works Department	Long-term
T 19.	Lighting: Install the following: <ul style="list-style-type: none"> <li>- In-Town lighting (4-Mile Square, Route 1A)</li> <li>- Emergency access poles throughout the community</li> <li>- Lighting at key intersections in the rural area</li> </ul>	Public Works Department	Immediate

#### 4.5 SPECIFIC TRANSPORTATION IMPROVEMENTS

- Redesign Mayo Road/Western Avenue to address turning, drainage and pedestrian issues.
- Redirect new school development traffic off of Route 1A and Western Avenue by establishing an interior road to serve school traffic.
- Fully signalize 1A and Kennebec Road.
- Develop a sidewalk from Bangor to Dorothea Dix Park.
- Identify rail crossings that warrant crossing guards and install arms at the Route 9 and Kennebec Road crossings.
- Square the Canaan/Patterson interchange.
- Level off Route 1A/Carver Road.
- Address Emerson Mill Road site distance issues.
- Implement traffic calming measures on the following roads:
  - Old County Road
  - Coldbrook Road
  - Mayo Road
  - Kennebec Road
  - Western Avenue
  - Within the 4-Mile Square

## 5. RECREATION

This section recommends ways to enhance Hampden’s recreational opportunities. Naturally contributing factors to Hampden’s quality of life are its various recreational options, including organized sports programs, the Penobscot and Souadabscook rivers, trail networks, and forest lands. Care and planning must be given to protecting Hampden’s scenic beauty and enhancing its recreational assets.

### 5.1 GENERAL GOALS

1. Provide varied programs serving multiple ages to meet the recreational needs of all citizens.
2. Preserve and improve access to areas of recreation.
3. Designate areas of open space for recreation.
4. Maintain and improve existing athletic fields.
5. Identify areas for snowmobiling, cross-country skiing, hiking, and biking.
6. Maintain at least one major point of public access to major water bodies for boating, fishing, and swimming; and work with nearby property owners to address concerns (State Minimum).

### 5.2 STATE GOAL

To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters (Title 30-A §4312 sub 3)

### 5.3 RECREATION IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.

Recreation Implementation Strategy	Responsible Party(ies)	Timeframe
R 1. Recreation Plan: Develop a town recreation plan that specifies programmatic, infrastructure, staffing, and funding needs. Include any capital needs identified for recreation facilities in the Capital Investment Plan.	Recreation Committee/ Recreation Department/Town Manager	Immediate and Ongoing
R 2. Identify a suitable location for approximately 50 acres of needed recreational field space.	Recreation Committee/ Recreation Department	Immediate to Long-term

Recreation Implementation Strategy	Responsible Party(ies)	Timeframe
R 3. Explore options for locating a new recreation center.	Recreation Committee/ Recreation Department	Immediate
R 4. Open Space Plan: Develop an open space plan that harmonizes recreation and conservation open space needs.	Recreation Committee/ Conservation Commission	Immediate
R 5. Funding: Revise the funding schedule of the Open Space Reserve fund/fee-in-lieu program to reflect increased cost of land and increase the availability of parks, playgrounds, recreational uses, and open space. Work with local land trusts or other conservation organizations to maximize the benefit of this funding.	Recreation Committee/ Recreation Department/Town Manager/ Town Council	Immediate and Long- term
R 6. State Minimum: Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. Connect with regional trail systems where possible.	Recreation Committee/ Recreation Department	Long-term
R 7. Public Awareness: Establish a public education/awareness campaign to promote and educate residents about the recreational assets in town and the benefits and protections for landowners allowing public recreational access on their property.	Recreation Committee / Recreation Department/ Town Planner	On-going
R 8. Parks Department: Consider the creation of a parks department that may or may not be joined with recreation.	Town Manager	Immediate
R 9. Ordinances: The ordinances associated with recreation should be reviewed and revised as necessary. For example, consider establishing playgrounds at sports areas or requiring playground equipment in subdivision plans.	Town Planner/Planning Board	Long-term
R 10. Dorothea Dix Park: Address access issues along Route 1A by relocating the stone wall or reconfiguring access to address safety concerns.	Recreation Committee/Public Works Department	Immediate
R 11. Town Forest: Establish a town forest to help advance recreation opportunities and ensure connectivity of a trail network.	Recreation Committee/ Town Council/ Tree Board	Long-term
R 12. As practicable, implement Table G-5 – Recreation Goals in Book 2 of this Plan.	Recreation Committee	Long-term



## 6. MARINE RESOURCES

Hampden's history, pattern of development, economy and transportation are linked to the Penobscot River. The Penobscot River remains an important commercial transport facility for Coldbrook Energy, while Hampden's marina provides pleasure boaters with east access to the river. The Penobscot River also provides habitat to numerous wildlife species, providing fish and fowl with feeding, spawning and nesting areas. However, the effect of upstream municipal sewer outflows and industrial uses have left the river in a challenged condition. The river serves as the bottom of a huge watershed and its relatively steep banks limit the extent of flood plains.

This section provides recommendations related to marine resources in Hampden, primarily associated with the Penobscot River. The Penobscot River serves as a critical transportation, economic, recreational, and natural resource that is integral to Hampden's sense of place. The Town must work to keep its marine resources vibrant, as it is a vital regional asset.

### 6.1 GENERAL GOALS

1. Facilitate the growth and expansion of Hampden's marina facility along with other compatible uses in the Turtle Head area.
2. Maintain the existing residential and resource protection designations for the land south of Turtle Head.
3. Preserve and protect existing wildlife and fisheries in and around the Penobscot River.
4. Provide for the continued operation and improvement of the Coldbrook Energy Oil Terminal.
5. To protect, maintain and, where warranted, improve marine habitat and water quality (State Minimum).
6. To protect, maintain and, where warranted, improve physical and visual public access to the community's marine resources for all appropriate uses including fishing, recreation and tourism (State Minimum).

### 6.2 STATE GOAL

To protect the State's marine resources industry, ports and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public (Title 30-A §4312 sub 3)

### 6.3 MARINE RESOURCES RECOMMENDATIONS/IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.

<b>Marine Resources Implementation Strategy</b>		<b>Responsible Party(ies)</b>	<b>Timeframe</b>
MR 1.	State Minimum: Working with local residents and businesses, neighboring communities, the Department of Environmental Protection, and the Department of Marine Resources, develop an action plan to protect fishery habitats and identify and eliminate point and non-point source pollution.	Conservation Commission	Long-term
MR 2.	Land Use Regulations: Develop and adopt a new Waterfront Development Zoning District consistent with the Waterfront Redevelopment Plan.	Town Planner/Planning Board	Long-term
MR 3.	Harbor Management: Establish mooring plans and docking space that better meet business, resident and visitor needs especially in Turtle Head Cove. Include necessary public improvements/upgrades in the Capital Investment Plan.	Town Manager/Public Works Department	Long-term
MR 4.	State Minimum: Encourage owners of marine businesses and industries to enroll in the current use taxation program and participate in clean marina/boatyard programs.	Assessor/Conservation Commission	Ongoing
MR 5.	Regional Cooperation: Continue working with other Penobscot River communities to improve water quality, improve access to the shellfish resources, and manage the commercial fisheries for sustainable yields utilizing tools such as regional ordinances and inter-local agreements.	Conservation Commission/ Economic Development Director	On-going
MR 6.	State Minimum: Work with local property owners, land trusts, and others to protect major points of physical and visual access to coastal waters, especially along public ways and in public parks.	Town Council	Ongoing
MR 7.	Land Use Regulations: Maintain the existing shoreland zoning provisions which are essential to water quality and habitat protection. Consistently enforce local shoreland zoning provisions and provide adequate training and resources to the Code Enforcement Officer.	Town Council/ Code Enforcement Officer	On-going
MR 8.	Municipal Purchase/Public Access: Consider purchasing rights of first refusal for access points or property, or purchasing permanent easements or fee title to access points or property of critical importance to water-dependent businesses, conservation and/or for recreational uses.	Town Council	On-going
MR 9.	Grants: To improve water quality, the Town will seek to reduce the disposal of untreated waste from vessels by seeking grants and other funds, like the Small Harbor Improvement Program (SHIP) funds from Maine DOT, to purchase a mobile pump-out station, install sewage storage holding tanks dockside, or for other appropriate solutions supported through user fees.	Town Manager	Long-term

## 7. WATER RESOURCES

### 7.1 GENERAL GOALS

It is the Town's goal to protect the water quality of our water resources for the benefit of the citizens of Hampden, and the various plant and animal communities which rely on them. This Plan attempts to:

1. Protect current and potential drinking water sources.
2. Protect significant surface water resources from pollution and improve water quality where needed.
3. Protect water resources in growth areas while promoting more intensive development in those areas.
4. Minimize pollution discharges through the upgrade of existing public sewer systems.
5. Encourage cooperation with neighboring communities and regional/local advocacy groups to protect water resources.

### 7.2 STATE GOAL

To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas (Title 30-A §4312 sub 3)

### 7.3 WATER RESOURCES IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.

Water Resources Recommendation/ Implementation Strategy	Responsible Party(ies)	Timeframe
WR 1. State Minimum: Amend local land use ordinances as applicable to incorporate stormwater runoff performance standards consistent with:	Planning & Development Committee/ Town Planner/ Town Council	Immediate
– Maine Stormwater Management Law and Maine Stormwater regulations (Title 38 MRSA §420-D and 06-096 CMR 500 and 502).		
– Maine Department of Environmental Protection's allocations for allowable levels of phosphorus in lake/pond watersheds.		
– Maine Pollution Discharge Elimination System Stormwater Program		

	<b>Water Resources Recommendation/ Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
WR 2.	State Minimum: Update the floodplain management ordinance to be consistent with state and federal standards.	Town Planner/Town Council	Immediate
WR 3.	State Minimum: Consider amending local land use ordinances, as applicable, to incorporate low impact development standards.	Planning Board/Town Planner/Planning & Development Committee	Long-term
WR 4.	State Minimum: Make water quality "best management practices" information available to farmers and loggers.	Code Enforcement Officer	Ongoing
WR 5.	State Minimum: Adopt water quality protection practices and standards for construction and maintenance of public roads and properties and require their implementation by the community's officials, employees, and contractors.	Town Planner/Public Works/Town Council	Long-term
WR 6.	Regional Coordination: Continue working with the City of Bangor and the Town of Hermon to develop a consistent set of rules to manage the Shaw Brook Urban Impaired Stream designation, and the upcoming designation of Sucker Brook as an Urban Impaired Stream with a shared watershed as well.	Town Manager/Town Council	Ongoing
WR 7.	State Minimum: Provide educational materials at appropriate locations regarding aquatic invasive species.	Town Clerk/Public Library	Ongoing
WR 8.	Phosphorus Control: Amend Site Plan, Shoreland Zoning, Land Use and Subdivision ordinances for development within the watersheds of Hampden's great ponds to include the methods in <i>Phosphorus Control in Lake Watersheds: a Technical Guide to Evaluating New Development, Comprehensive Planning for Lake Watersheds, and Implementation Strategies for Lake Water Quality Protection</i> .	Town Planner/Planning Board/ Planning & Development Committee	Immediate
WR 9.	Best Management Practices: Amend the Subdivision Ordinance to require use of the erosion control methods outlined in the Maine Soil and Water Conservation Commission's <i>Best Management Practices</i> for new subdivision development.	Town Planner/Planning Board/Planning & Development Committee	Immediate

Water Resources Recommendation/ Implementation Strategy	Responsible Party(ies)	Timeframe
WR 10. Water Quality: Amend Land Use ordinances to expand protection areas around public water supply wellheads and recharge areas.	Town Planner/ Planning Board/Planning & Development Committee	Immediate
WR 11. Septic Systems: Inform residents about the proper maintenance of septic systems, identify and require repair of existing septic systems that are faulty, and encourage landowners to take advantage of cost-share programs to bring septic systems up to code.	Code Enforcement Officer	On-going
WR 12. Aquifer Protection: Adopt an aquifer protection overlay district to protect important groundwater resources.	Town Planner/ Conservation Commission/ Planning & Development Committee	Immediate
WR 13. Water Quality: Inform landowners about household and agricultural chemicals that contaminate groundwater. Require commercial operators to use methods that minimize groundwater contamination from industrial chemicals and solvents.	Code Enforcement Officer	On-going
WR 14. Regional Coordination: Continue to participate in regional planning efforts focused on the Penobscot River.	Town Planner/Economic Development Director	On-going
WR 15. Stream Protection: For streams and brooks which are not covered by the provisions of the Town's Shoreland regulations, a minimum of a 25 foot undisturbed vegetated buffer should be preserved.	Conservation Commission/ Planning & Development Committee	Immediate
WR 16. Incorporate the wetland policies identified in Book 2, Section I.5.4 of this Plan into conservation planning and ordinances as appropriate.	Conservation Commission	Long-term
WR 17. Continue to participate in the Bangor Area Stormwater Management group.	GIS Specialist/ Code Enforcement Officer/ Public Works Director/ Stormwater Coordinator	On-going

## 8. CRITICAL NATURAL RESOURCES

This section recommends strategies for maintaining and enhancing Hampden's critical natural resources habitat while promoting a healthy landscape for wildlife, plants, and people. The town's rural setting, with all its natural features, is considered one of its most desirable qualities, one which citizens consider important to protect.

Hampden is rich in natural resources. The Penobscot River and the vast watershed that drains into it are both at the center of the Town's past and future. Glacial deposits left Hampden rich in sand and gravel while its soils support both agricultural and wood harvesting activities. Its extensive forests provide both habitat and attractive rural settings, while protecting wetlands and buffering streams, rivers, ponds and groundwater. The Town's natural resources should be both protected and utilized to the benefit of all its citizens. Identification, protection and proper management of those resources are essential to the long-term benefit of the Town. Understanding the geological and biological forces that gave Hampden its natural resources, as well as what forces put them at risk, will help in setting goals and objectives for this and every section of the plan.

### 8.1 GENERAL GOALS

1. Maintain Hampden's rural character and ensure the health of its natural communities and wildlife resources by conserving critical natural resources.
2. Coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.

### 8.2 STATE GOAL

To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas (Title 30-A §4312 sub 3)

### 8.3 CRITICAL NATURAL RESOURCES IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.

<b>Critical Natural Resources Recommendation/ Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
<p>CR 1. Identify Priorities: Within 1 year of approval of this Comprehensive Plan, identify the highest priority natural resources (large, undeveloped blocks of habitat; water resources and riparian habitats; other unique plant/animal habitats; and connections between all these habitats). Priorities will be based on:</p> <ul style="list-style-type: none"> <li>- Size and relative amount of interior area for undeveloped habitat blocks</li> <li>- Habitat quality</li> <li>- Connectivity</li> <li>- Proximity to existing easements and open space</li> <li>- Threat of habitat alteration</li> <li>- Existence of trails and/or public access</li> <li>- Protection status under existing local, state, and federal law</li> </ul>	Town Planner/ Conservation Commission	Immediate
CR 2. Conservation Plan: Develop a conservation plan for each of the highest priority natural resource areas and for all conservation easements and deeded open space.	Conservation Commission	Long-term
CR 3. State Minimum: Designate critical natural resources as Critical Resource Areas in the Future Land Use Plan.	Comprehensive Planning Committee	Immediate
CR 4. Habitat Blocks: Conserve existing blocks of undeveloped habitat by amending land use ordinances to encourage new development close to existing development and infrastructure (water, sewer, arterial [highways]). In less developed areas, amend land use ordinances to encourage conservation-style development patterns that minimize habitat fragmentation and maximize open space.	Planning & Development Committee/Town Planner/ Town Council	Immediate
CR 5. State Minimum: Adopt natural resource protection practices and standards for construction and maintenance of public roads and properties and require their implementation by the community's officials, employees, and contractors.	Public Works Director/ Town Council	Long-term
CR 6. Shoreland Zoning: Update the Shoreland Zoning ordinance and maps to show all regulated areas and meet current state guidelines.	Town Planner/ Code Enforcement Officer/ GIS Specialist/ Town Council	Ongoing

<b>Critical Natural Resources Recommendation/ Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
CR 7. Habitat Protection: Conduct a site-specific review of natural resources for each new proposed subdivision or site plan review project by consulting <i>Beginning with Habitat</i> natural resource maps and/or by consulting with appropriate state agencies. Field surveys and other review methods that would incur prohibitive costs should be used only when deemed necessary by the Hampden Conservation Commission and Town Planning Board. If resources are impacted, require subdivision or non-residential property developers to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.	Planning & Development Committee/Town Planner/ Planning Board/Town Council	Immediate
CR 8. Regional Coordination: Consult and cooperate with neighboring towns to develop regionally similar standards for natural resource protection. Initiate and/or participate in regional planning, management, or regulatory efforts around shared natural resources. Notify Planning Boards in neighboring towns of development proposals near shared borders or developments that will affect shared natural resources.	Town Council/ Town Planner	Ongoing
CR 9. Education: Distribute or make available to residents, landowners, and developers information about local, state, or federal regulations; Best Management Practices; and policies that are applicable to conservation of natural resources.	Code Enforcement Officer	Ongoing
CR 10. Open Space Impact Fee: Amend fee-in-lieu policies to require at least market-value compensation for acreage of required open space within new subdivisions. Require market-value fee-in-lieu for required open space when the proposed on-site open space does not contribute significantly to conservation of natural resources and/or the proposed on-site open space is disconnected from other open space/natural areas.	Town Planner/ Conservation Commission	Long-term
CR 11. Regional Coordination: Continue working with Penobscot County Greenprint, to define a regional approach to land conservation.	Town Manager/Town Council/Conservation Commission	Ongoing



## 9. HISTORIC AND ARCHAEOLOGICAL RESOURCES

### 9.1 GENERAL GOALS

1. Protect to the greatest extent practicable the significant historic and archaeological resources in the community.
2. Integrate historic preservation into Hampden’s overall planning program.
3. Continue building a comprehensive community survey of the community’s historic and archaeological resources, with assistance from the Maine Historic Preservation Commission.

### 9.2 STATE GOAL

To preserve the State's historic and archaeological resources (Title 30-A §4312 sub 3)

### 9.3 HISTORIC AND ARCHAEOLOGICAL RESOURCES IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.

Historic and Archaeological Resources Recommendation/ Implementation Strategy	Responsible Party(ies)	Timeframe
HA 1. State Minimum: For sites with identified potential for historical and archeological resources, through local land use ordinances require subdivision or non-residential developers to look for and identify any historical and archaeological resources and to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.	Town Planner/ Planning & Development Committee/ Town Council	Immediate
HA 2. State Minimum: Through local land use ordinances, require the planning board (or other designated review authority) to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process.	Town Planner/ Planning & Development Committee/ Town Council	Immediate

**Historic and Archaeological Resources  
Recommendation/ Implementation Strategy**

	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
HA 3. Continue to maintain and update the extensive historic and archeological survey inventories collected to date. Complete surveys as necessary and practicable.	Historic Preservation Commission	Long-term
HA 4. Land Use Regulation: Review the performance standards and design guidelines used in the historic districts of other Maine communities and recommend appropriate standards that can be implemented effectively. These may include: a maximum structure size, setback and buffer requirements, based in part on lot size.	Historic Preservation Commission/Town Planner	Long-term
HA 5. Land Use Regulation: The Historic Preservation Commission should advise the Planning Board on appropriate building design where the Village Commercial Zoning Districts abuts or overlaps the Historic District and a mechanism must be created that provides the opportunity for the Historic Commission to review changes to historic properties not located in the Historic District.	Historic Preservation Commission	On-going

## 10. AGRICULTURE

Hampden has a very pleasing rural character with a mix of forest and agricultural lands. If this character is lost or diminished, there is a possibility that property values could diminish with respect to residential and rural areas. At this time, the rural character of the Town also has a tendency to help protect other non-marketable resources within the Town such as wildlife, fisheries, and general ecologic stability.

Hampden's agricultural resources contribute to the overall economic stability of the Town, but not necessarily in the form of products or direct income producing revenues. The Town has a good location to market agricultural products with acceptable returns; therefore, there is an economic incentive for the Town and landowners to practice sound management of agricultural resources.

This section provides recommendations to encourage and augment agricultural and other natural resource-based enterprises in Hampden. Recognizing that the rural agricultural land is an important aspect of Hampden's ambiance, the Town must work to support the small family farms and other agricultural based ventures.

### 10.1 GENERAL GOALS

1. Retain areas suitable for farming, particularly those with superior soils for agriculture.
2. Protect critical agriculture properties that provide connectivity throughout town for recreation, habitat, and other natural resources concerns.
3. Adequately protect agricultural interests in the development and enforcement of local guidelines and ordinances.
4. Encourage agriculture that focuses on tillable land.
5. To promote the use of best management practices for agricultural production (State Minimum).

### 10.2 STATE GOAL

To safeguard the State's agricultural and forest resources from development which threatens those resources (Title 30-A §4312 sub 3)

### 10.3 AGRICULTURE IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.

	<b>Agriculture Resources Recommendation/ Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
A 1.	State Minimum: Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.	Planning & Development Committee/ Soil and Water Conservation District	Ongoing
A 2.	State Minimum: Amend land use ordinances to require commercial or subdivision developments in <i>critical rural areas</i> to maintain areas with prime farm soils as open space to the greatest extent practicable.	Planning & Development Committee/Town Planner/ Town Council	Long-term
A 3.	State Minimum: Limit non-residential development in <i>critical rural areas</i> to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations.	Planning & Development Committee/Town Planner/ Town Council	Long-term
A 4.	Tax Relief: Support farms and garden-related businesses with information about tax relief programs and other state and federal programs to keep agricultural land productive.	Town Council	Ongoing
A 5.	Supporting Agriculture: Permit activities that support productive agriculture operations, such as community supported agriculture operations, roadside stands, greenhouses, and pick-your-own operations.	Planning & Development Committee/Town Planner/ Town Council	Immediate
A 6.	State Minimum: Include agriculture operations in local or regional economic development plans.	Economic Development Director & Committee	Long-term
A 7.	Land Use Regulation: The USDA Soil Potential Ratings should continue to be referenced in review of subdivisions.	Town Planner	On-going
A 8.	Community Gardens: Encourage the development of community gardens by allowing such public garden space to meet open space requirements in the subdivision ordinance.	Planning & Development Committee	Immediate
A 9.	Leased Agricultural Land: Identify off-site and leased land agriculture options in Hampden and work to broker agreements between land owners and farmers to encourage agricultural enterprise.	Economic Development Director	Long-term

## 11. FORESTRY

Hampden's forested areas cover about 15,084 acres or 60.7 percent of the Town. The Town's forest provides numerous benefits including: excellent wildlife habitat, natural land use buffers, reductions in noise, air, and light pollution, a source of fuel and a resource for building materials. Forest lands are seen as an important asset to Hampden's ambiance, as well as critical to habitats, recreation, and the economy.

To optimize forestland use, forests should be effectively managed and harvested. When properly practiced, managed forests can yield regular income from a woodlot, maintain forest cover, and provide for a healthy forest for one's heirs. This section provides recommendations to encourage and advance forestry in Hampden. The Town must promote tree growth and be seen as a leader in forest management for the region. An active tree planting program, along with efforts during the site development process to preserve mature trees, should be pursued.

### 11.1 GENERAL GOALS

1. Conserve and protect the Town's forest resources in a way that is compatible with the town's Forest Management Ordinance and Forest Management Plan. The objectives of the Forest Management Plan are to:
  - Preserve open space;
  - Provide a variety of active and passive public recreation opportunities;
  - Maintain habitats and ecosystems;
  - Protect water quality; and
  - Demonstrate good forest management.
2. Promote the use of forestry best management practices.
3. Support forestry and encourage the economic viability of forest resources.

### 11.2 STATE GOAL

To safeguard the State's agricultural and forest resources from development which threatens those resources (Title 30-A §4312 sub 3)

### 11.3 FORESTRY IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.

Forestry Resources Recommendation/ Implementation Strategy	Responsible Party(ies)	Timeframe
<p>F 1. Forest Management Ordinance: Develop a forest management ordinance to minimize poor forest management and prevent such practices such as liquidation harvesting. The ordinance should address issues related to licensing and certification of foresters and loggers and the difference between the two. The ordinance should also address landscaping requirements to be reviewed in the subdivision ordinance as well as public education efforts to encourage private landowners to actively manage their forests according to their personal objectives whether it is timber harvesting or maintained nature trails.</p>	<p>Tree Board/ Services Committee/Maine State Forest Service</p>	<p>Ongoing</p>
<p>F 2. Street Trees: Incorporate forestry into the town’s economic development strategy by planting trees in business areas to make them more attractive, and changing the subdivision ordinance to have stricter landscaping requirements for both commercial and residential developments. To this end:</p> <ul style="list-style-type: none"> <li>– Fully support efforts related to the Tree City USA initiative and current Tree City USA designation.</li> <li>– Establish an aggressive street tree planting program through Hampden with particular attention paid to the Route 1A Turtle Head Cove region as well as the downtown business section along Route 1A from Western Avenue to Kennebec Road, out Western Avenue to the Hampden Municipal Building, and the development park.</li> </ul>	<p>Tree Board/ Economic Development Director</p>	<p>Long-term</p>
<p>F 3. Town Forester: Create a Town Forester position.</p>	<p>Town Manager/ Town Council</p>	<p>Long-term</p>
<p>F 4. Town Forest: Develop a town forest bounded by Route 202 and Coldbrook Road to the Bangor line that includes town-owned Tax Map 10 Lot 56-2. Work with private land owners in the area to acquire land to develop this forest concept. Acquisition of land may include strategic land swaps, easements, purchase and transfer of development rights, and outright purchase.</p>	<p>Tree Board/ Conservation Commission/Town Council</p>	<p>Long-term</p>
<p>F 5. State Minimum: Limit non-residential development in <i>critical rural areas</i> to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers’ markets, and home occupations.</p>	<p>Planning &amp; Development Committee/Town Planner/ Town Council</p>	<p>Long-term</p>

<b>Forestry Resources Recommendation/ Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
F 6. State Minimum: Permit activities that support forestry operations, such as roadside stands, greenhouses, and pick-your-own operations.	Planning & Development Committee/ Town Planner/ Town Council	Immediate
<p>F 7. Conserving Forest Lands: Explore/implement the following methods to retain active forest lands:</p> <ul style="list-style-type: none"> <li>- Encourage conservation easements or purchase of developments rights by nonprofit groups or the town for the most important forest lands;</li> <li>- Provide information on how to qualify for real estate tax reductions under the Tree Growth Tax Law; or</li> <li>- Consider some land use restrictions on land now in woodlots such as requiring larger lot sizes or, conversely, allowing smaller lot sizes when the balance of land is kept as a woodlot as part of a cluster/conservation subdivision.</li> </ul>	Tree Board/ Town Planner, Assessor/ Conservation Commission	Long-term
F 8. State Minimum: Consult with the Maine Forest Service District Forester when developing any land use regulations pertaining to forest management practices.	Town Planner	On-going
F 9. State Minimum: Include agriculture and commercial forestry operations in local or regional economic development plans.	Economic Development Director & Committee	On-going

## 12. PUBLIC FACILITIES AND SERVICES

Public facilities and services are provided by the municipality for the purposes of protecting the health, safety and welfare of its residents. The adequacy of these facilities and services directly affects the quality of life and the economic well-being of the community. Just as a business has capital investments, employees, and offers services, so do municipalities.

Public facilities and services have a direct relationship with property tax rates as services and facilities are usually funded through local tax revenues. Recent growth within the community has resulted in increases in services and facilities offered by the community. In Hampden, it has become the expectation that the level of services provided by the community will continue to grow as the community does. The residents of the community recognize the efforts made by the municipal leaders to offer a full range of services but do so while remaining cognizant that the increased expectations of services also translates into increased costs.

### 12.1 GENERAL GOALS

1. Expansion and additional utilization of the Town sewer system is encouraged in order to diminish the impact of sprawl, to encourage cluster development that provides more open and green space, and to have lower overall environmental impacts.
2. Efficiently meet identified public facility and service needs (State Minimum).
3. Provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas (State Minimum).

### 12.2 STATE GOAL

To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development (Title 30-A §4312 sub 3)

### 12.3 PUBLIC FACILITIES AND SERVICES IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.



<b>Public Facilities and Services Recommendation/ Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
PF 1. State Minimum: Identify any capital improvements needed to maintain or upgrade public services to accommodate the community’s anticipated growth and changing demographics.	Town Manager/Town Council	Ongoing
PF 2. State Minimum: Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.	Town Council	Long-term
PF 3. Education: Continue to work closely with MSAD #22 in order to insure that its location and construction of the new school facility can act as a stimulus to other types of complementary development in the area.	Town Manager/ Town Council/MSAD #22 Administration	Ongoing
PF 4. Education: Continue working cooperatively with MSAD #22 to facilitate a new high school project that will benefit not only local education, but community and economic development as well.	Town Manager/Town Council	Ongoing
PF 5. Health: Continue working with Bangor Department of Health on a collaborative program for the Health Officer position for Hampden to be operated by the City of Bangor.	Town Manager/Town Council	Ongoing
PF 6. Health: Continue to pursue a contractual relationship with the City of Bangor and its Public Health Department to serve as the local Health Officer, and continue to plan in conjunction with social service agencies, churches, and other entities to insure that there is a ‘safety net’ for community residents.	Town Manager/Town Council/City of Bangor/ Social Service Agencies	Ongoing
PF 7. Library: Assist the library trustees in discussions on a possible library expansion and or relocating to a larger space, perhaps such as part of the school complex being vacated by MSAD#22 as part of a new high school project.	Town Manager/Town Council/Services Committee	Long-term
PF 8. Public Safety: Fire/EMS: To support the Town Council standard of paramedic-level 24-hour coverage for the community, the Town will apply for AmeriCorps staffing grants to increase call-department participation staffing.	Town Manager/Town Council/ Public Safety Director	Immediate

Public Facilities and Services Recommendation/ Implementation Strategy	Responsible Party(ies)	Timeframe
PF 9. Roadways: Continue working with the Maine Department of Transportation to provide road maintenance services for some state roads and with the Hampden Water District for coordination of repair and construction of sewer and water lines.	Public Works Department/ Water District/Maine DOT	Ongoing
PF 10. Sewer: The Town plans on sewer line replacement on a third area of Route 1A as well as the Patterson Street area during 2009/2010.	Town Manager/Town Council/ Public Works Department	Immediate
PF 11. Solid Waste: Continue as a charter member with the Municipal Review Committee that oversees operations at the Penobscot Energy Recovery Company in Orrington to ensure favorable tipping fees.	Town Manager/Town Council	Ongoing
PF 12. Solid Waste: Continue to participate in the regional hazardous waste program operated annually through the City of Bangor, and as part of the regional recycling program operated through the City of Bangor. In addition, the Town will continue to annually subsidize the purchase of home composters for residents.	Town Manager/Town Council/Public Works Department/City of Bangor	Ongoing
PF 13. Stormwater Management Facilities: As an MS4 community, the Town participates actively in the Bangor Area Stormwater Group. The Town will continue to maintain active public information distribution concerning best management practices for homeowners in stormwater management.	Public Works Department/ Code Enforcement Officer/ Economic Development Director	Ongoing
PF 14. Town Offices: Continue to investigate expansion options for the town offices.	Town Manager/Town Council	Long-term
PF 15. Water Supply: Adopt aquifer protection performance standards or an aquifer overlay district to protect future drinking water supplies.	Town Planner/Planning & Development Committee	Long-term
PF 16. Water Supply: Review potential water conservation measures in new construction.	Town Planner/Planning Board/Code Enforcement Officer	On-going

## 13. FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

This section makes recommendations that should be applied to the governance and administration of Hampden in order to improve the town's financial position.

### 13.1 GENERAL GOALS:

1. Ensure that best practices are followed to gain financial efficiency and optimum value for monies spent.
2. Encourage the town to pursue programs that increase funding to the town in addition to property taxes.
3. Adopt tools that encourage and facilitate the recommendations covered in the land use section of this plan.
4. Direct a minimum of 75% of new municipal growth-related capital investments into designated growth areas in the Future Land Use Plan (State Minimum).
5. Introduce programs that facilitate fair treatment for taxpayers and landowners, as well as new and long-time residents of Hampden.
6. To reduce Maine's tax burden by staying within LD 1 spending limitations (State Minimum).
7. Require the forecasting and sizing of a capital program based on foreseeable needs and growth projections that permit the town to meet the objectives of this plan.

In considering alternative revenue generation as a means to reduce the growth in property taxes, in addition to cost control, other options than those addressed in this section were considered. They included the imposition of a local sales tax, a local income tax, and additional or increased fees.

However, apart from potential conflicts with state tax policies, all of those types of taxes or fees would simply add in a recurring sense to the existing tax burdens of Hampden citizens. In lieu of the above, a model has been chosen whereby revenues collected are: 1) voluntary; 2) the result of state and/or federal programs; and 3) are "one-time" in nature.

### 13.2 STATE GOAL

To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development (Title 30-A §4312 sub 3)

### 13.3 FISCAL CAPACITY AND SERVICES IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.

<b>Fiscal Capacity Recommendations and Implementation Strategy</b>	<b>Responsible Party(ies)</b>	<b>Timeframe</b>
FC 1. State Minimum: Implement the capital investment plan (CInP) by developing a capital improvement program (CIP).	Town Manager/ Department Directors/ Town Council	Ongoing and Long- term
FC 2. State Minimum: Review and/or update the capital improvement program annually or biennially.	Town Manager/ Department Directors/ Town Council/Finance Committee	Ongoing and Long- term
FC 3. State Minimum: Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.	Town Manager	Ongoing
FC 4. Budget Committee Review: To better allocate limited discretionary resources, the Budget Committee will continue to review the funding requests yearly and make recommendations for Town meeting review. This process will promote an efficient and cost effective methodology for financing and operating the existing and future facilities of the Town.	Finance Committee	Ongoing and Long- term
FC 5. Capital Improvements/Investments: See the Capital Investment Plan below.		
FC 6. Development Costs: To reduce the public costs of private development, the Planning Board, in conjunction with the Town Council, should determine whether the current land use ordinances should be modified to protect the Town's fiscal responsibility for changes to and future maintenance of municipal facilities and services created by new commercial development and residential subdivisions.	Finance Committee, Planning & Development Committee/ Town Council	Long-term

**Fiscal Capacity Recommendations and Implementation Strategy**

**Responsible Party(ies)**

**Timeframe**

FC 7. Grant Programs: To reduce the tax burden, the Town Council should determine what state and federal grant programs are available to the Town of Hampden. The Town Council should provide this information to the budget committee and to the townspeople on an annual basis or as often as possible.

Town Manager/Town Council

Ongoing and Long-term

FC 8. Tax Payment Schedule: To better meet taxpayer needs, the Town Council should analyze current property tax payment schedules and determine whether alternatives, such as monthly tax payments, would be acceptable to the Town and beneficial to Hampden residents.

Town Manager/Town Council

Immediate

**13.4 CAPITAL INVESTMENT PLAN**

The capital investments/improvements identified below were assigned funding based on their priority. Projects referenced are the basis for this capital investment/improvement plan and have been incorporated into the table below.

**Hampden Capital Investment Plan 2008-2018**

Dept	Project	Life/ yrs	Cost	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Municipal Building	Roof Replacement (Front)	20	\$55,000	\$55,000	\$2,750	\$2,750	\$2,750	\$2,750	\$2,750	\$2,750	\$2,750	\$2,750	\$2,750
	Air Handling System	15	\$40,000	\$13,333	\$13,333	\$13,334							
	Parking Area (new area)	10	\$50,000	\$10,000	\$20,000	\$20,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000
	*Expansion/Renovation	20	\$500,000	\$0	\$0	\$0	\$0	\$0	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
	* Bonded for 10 years												
	Parking Lot Paving (old lot)	10	\$75,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$7,500	\$7,500	\$7,500	\$7,500	\$7,500
	Rain Garden (drainage imp.)	20	\$30,000	\$15,000	\$15,000								
Recreation	* Recreation Center	20	\$500,000	\$0	\$0	\$0	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
	(Purchase/rehab)												
	* Bonded 10 years												
Fire/EMS	Pumper/Tanker	10	\$325,000	\$162,500	\$162,500	\$32,500	\$32,500	\$32,500	\$32,500	\$32,500	\$32,500	\$32,500	\$32,500
	SCBA	10	\$88,000	\$22,000	\$22,000	\$22,000	\$22,000	\$22,000	\$22,000	\$22,000	\$22,000	\$22,000	\$22,000
	Ambulance	10	\$120,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$12,000	\$12,000
	Pick-up	5	\$70,000	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000

Dept	Project	Life/ yrs	Cost	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Police	Cruiser		\$250,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000
Public Works Vehicles	1998 Ford	10	\$125,000	\$125,000	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500
	2001 Freightliner	10	\$125,000	\$41,666	\$41,666	\$41,667	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500
	2002 Freightliner	10	\$100,000	\$25,000	\$25,000	\$25,000	\$25,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
	2000 Sterling	10	\$125,000	\$62,500	\$62,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500
	2003 Freightliner	10	\$125,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500
	2009 Foreman Pickup	5	\$60,000	\$30,000	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000
	2005 JD Loader	5	\$200,000	\$25,000	\$25,000	\$25,000	\$25,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000
	2007 JD Backhoe	5	\$140,000	\$14,000	\$14,000	\$14,000	\$14,000	\$14,000	\$14,000	\$14,000	\$14,000	\$14,000	\$14,000
	2004 JD Tractor	5	\$16,000	\$8,000	\$1,600	\$1,600	\$1,600	\$1,600	\$1,600	\$1,600	\$1,600	\$1,600	\$1,600
	2005 JD Tractor	5	\$16,000	\$4,000	\$4,000	\$1,600	\$1,600	\$1,600	\$1,600	\$1,600	\$1,600	\$1,600	\$1,600
	2007 JD Tractor	5	\$16,000	\$2,000	\$2,000	\$2,000	\$2,000	\$1,600	\$1,600	\$1,600	\$1,600	\$1,600	\$1,600
	2006 Ford F-450	5	\$70,000	\$11,666	\$11,666	\$11,667	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000
	2006 Ford F-450	5	\$70,000	\$11,666	\$11,666	\$11,667	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000
	2003 Trackless	10	\$100,000	\$16,666	\$16,666	\$16,666	\$16,666	\$16,666	\$16,667	\$10,000	\$10,000	\$10,000	\$10,000
Public Works/Sewer Projects	Mayo Road Engineering		\$50,000	\$50,000									
	Mayo Road Construction*	25	\$2,000,000	\$0	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000	\$80,000
	* Bonded for 25 year payback												
	Elm Street East Culvert	20	\$46,000	\$11,500	\$11,500	\$11,500	\$11,500						
	Paper Mill Road Culvert	20	\$165,000	\$55,000	\$55,000	\$55,000							
	Salt Shed Building	20	\$75,000	\$37,500	\$37,500	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000
	Route 1A Sewer*	25	\$1,200,000	\$0	\$48,000	\$48,000	\$48,000	\$48,000	\$48,000	\$48,000	\$48,000	\$48,000	\$48,000
	* Bonded for 25 years												
	Route 1A Sewer	25	\$1,200,000	\$0	\$0	\$0	\$0	\$48,000	\$48,000	\$48,000	\$48,000	\$48,000	\$48,000
*Bonded for 25 years													
Coldbrook Road Guardrail	20	\$18,000	\$6,000	\$6,000	\$6,000								
Public Works Paving	4,000 tons per year	6	\$3,200,000	\$320,000	\$320,000	\$320,000	\$320,000	\$320,000	\$320,000	\$320,000	\$320,000	\$320,000	\$320,000
Transfer Station	Compactor Replacement	20	\$80,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000
Lib	Roof	20	\$25,000	\$12,500	\$12,500								

Dept	Project	Life/ yrs	Cost	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
	* Expansion/Renovation/ Move	20	\$500,000	\$0	\$0	\$0	\$0	\$0	\$0	\$50,000	\$50,000	\$50,000	\$50,000
	* Would be bonded 10 years												
	Parking Lot Paving	10	\$40,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000
Lura Hoit Pool	Major Renovations (2006)	10	\$180,000	\$22,500	\$22,500	\$22,500	\$22,500	\$22,500	\$22,500	\$22,500	\$22,500	\$18,000	\$18,000
	Roof Replacement	20	\$35,000	\$35,000									
	Other Repairs (see list)	10	\$82,000	\$41,000	\$4,555	\$4,555	\$4,555	\$4,555	\$4,555	\$4,555	\$4,555	\$4,555	\$4,556
	Parking Lots Paving	10	\$80,000	\$8,889	\$8,889	\$8,889	\$8,889	\$8,889	\$8,889	\$8,889	\$8,889	\$8,888	\$8,000
Computers	To Fund proposed plan	5	\$100,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Communications	Cameras/Equipment - CC	5	\$80,000	\$10,000	\$10,000	\$10,000	\$10,000	\$8,000	\$8,000	\$8,000	\$8,000	\$8,000	\$8,000
Marina	Parking Lot Paving	10	\$45,000	\$15,000	\$15,000	\$15,000	\$4,500	\$4,500	\$4,500	\$4,500	\$4,500	\$4,500	\$4,500
	Trails & Lot	20	\$75,000	\$0	\$25,000	\$25,000	\$25,000						
Cemetery	Lakeview Expansion	20	\$15,000	\$15,000									
	Stone Repair - All Cemeteries	20	\$30,000	\$0	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000			
Playgrounds / Parks	Pool Area	10	\$30,000	\$3,750	\$3,750	\$3,750	\$3,750	\$3,750	\$3,750	\$3,750	\$3,750		
	Development - other areas`	10	\$60,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000				
	Dorothea Dix	10	\$15,000	\$5,000	\$5,000	\$5,000							
	Town Forest (trails/amenities)	20	\$50,000	\$0	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000				
	Totals		\$12,867,000	\$1,418,636	\$1,265,041	\$1,021,645	\$927,310	\$916,410	\$946,411	\$969,744	\$964,744	\$953,493	\$952,606

Source: Town of Hampden

## 14. FUTURE LAND USE PLAN

In order to meet Hampden’s long-term objectives, this section provides a framework for future regulatory and planning committees to direct the formulation and implementation of Hampden’s land use policies. The proposed parameters and formulas outlined in this section are suggested guidelines and it is understood that ordinance writers will need to adjust numbers more specifically. The objectives of this section are outlined below.

### 14.1 GENERAL GOALS

1. Enhance the rural landscape and small-town character of Hampden by designating land use areas that allow citizens to enjoy the natural beauty and other assets of the town, while making Hampden an ever more desirable place to live and work.
2. Facilitate the use of land for a variety of living and working preferences, ranging from village neighborhoods to rural living with extensive open or agricultural space. Land use should also encompass suburban subdivisions with a cluster of conservation design and mixed business/residential areas, and should include provision for affordable housing in these different environments.
3. Permit and encourage sensible growth in appropriate zones for both residential and business purposes, while conserving open land for agriculture, forestry, recreation, scenic purposes, watershed protection, and wildlife habitat.
4. Encourage the development and vibrancy of “village” life in appropriate areas of the town with the following: 1) a variety of lot sizes; 2) retail/business uses mixed with residential uses; 3) public and commercial services located in convenient walking distances; 4) interconnecting streets with sidewalks, street trees, and other traffic calming methods to promote safe pedestrian travel; 5) areas of common green space for recreation and enjoyment; and 6) investment in “village” infrastructure.
5. Minimize the increase in tax burden on residents and business owners in the town by minimizing future municipal spending and growth through more effective land use concepts that result in more efficient infrastructure improvements. And, encourage a reasonable level of growth of the tax base where it is cost-effective to do so.
6. Protect critical resource areas from the impacts of development (State Minimum).

### 14.2 STATE GOAL

Encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl (Title 30-A §4312 sub 3)



## 14.4 LAND USE IMPLEMENTATION STRATEGIES

*Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long-term* is assigned for strategies to be address within ten years.

Growth Area Strategies:	Responsible Party	Timeframe
LU 1. Growth Area Public Investments: To make growth areas (village areas) attractive to new development or renovations and rehabilitations, consider municipal infrastructure investments such as street trees, park land, bike trails, and sidewalks with state, federal and private funding leverage sought.	Town Planner/Town Council	On-going
LU 2. Business Growth: Based on the implementation strategies of the Employment and Economy Chapter of this plan, review the applicable districts to ensure that opportunities continue to be available for additional business growth in those areas most suitable for such growth. This process should include thorough review related to rural businesses.	Economic Development Director	Immediate
LU 3. Specific Area Recommendations: Implement recommendations in Section 14.8 for Coldbrook Road, Turtle Head Cove and Four Mile Square.	Town Planner/Planning Board/ Planning & Development Committee	Long-term
LU 4. Buffers: Enhance buffer ordinance provision standards between transportation corridors such as railways, highways or busy arterial streets, and residential developments, as well as parking areas, outdoor storage areas, and dumpster locations. Buffers should be included in developments with sensitive natural resources such as water bodies or wetlands.	Town Planner/Planning Board/Planning & Development Committee	Immediate
LU 5. Village Districts: Extend and expand the Village Commercial District to other areas which would benefit from the preservation of traditional village center uses and building design, for example the Lower Corners and portions of the Main Road. Any expansion of commercial zoning in those areas, in close proximity to residential uses, should be designated Village Commercial. Where appropriate, require interconnecting streets with sidewalks.	Town Planner/Planning Board	Immediate

<p>LU 6. Housing Affordability: To encourage increased affordable housing opportunities while protecting the character of existing residential neighborhoods, the Town will allow accessory apartments in the Village Commercial, Residential A, and Residential B District(s). [Note: This is also Strategy H 12]</p>	<p>Town Planner/Planning Board/ Planning &amp; Development Committee</p>	<p>Immediate</p>
<p><b>Rural Area Strategies:</b></p>	<p><b>Responsible Party</b></p>	<p><b>Timeframe</b></p>
<p>LU 7. Rural Business: Eliminate current spot zones for rural business and replace with directed provisions in the rural district to allow home based rural businesses of limited scale. Limit multi-unit housing to attached dwellings with densities equal to those of single family dwellings. Amend zoning map.</p>	<p>Town Planner/Planning Board/Town Council/ GIS Specialist</p>	<p>Immediate</p>
<p>LU 8. Rural Area Forestry: To promote sustainable forestry, the Town will explore establishing a fund and offer a cost-share program for professionally developed forestry and wildlife habitat management plans for landowners in the rural area.</p>	<p>Tree Board/Conservation Commission</p>	<p>Long-term</p>
<p>LU 9. Rural Area Preservation: Strengthen screening ordinance language to maintain rural character.</p>	<p>Tree Board/Conservation Commission/ Town Planner</p>	<p>Immediate</p>
<p>LU 10. Rural Area Productivity: To keep rural lands productive informational materials on the following programs will be available for review at the town office by residents (a) the Tree Growth Tax Program, and (b) the Farm and Open Space Tax Program.</p>	<p>Assessor</p>	<p>On-going</p>
<p>LU 11. Rural Development: To preserve rural resources, the Town will encourage cluster/ open space subdivisions generally, and require them in the Rural District and for subdivisions creating 10 or more lots in any district. For subdivisions of less than 10 lots in Residential A or Residential B, developers must submit preliminary plans for both conventional and open space designs. A cluster/ open space subdivision is a subdivision in which, if the developer provides dedicated permanent open space, the lot sizes may be reduced below those normally required in the land use district but at or above state minimum lot size requirements. Open space may or may not be publicly accessible. Developers will be encouraged to plan for open space contiguous to open space on adjacent land. The intent of this provision is to preserve open space and maintain wildlife corridors. The Zoning Ordinance and/or Subdivision Ordinance will include additional incentives to encourage the preservation of open space in rural areas.</p>	<p>Town Planner/ Planning Board/ Town Council/ Planning &amp; Development Committee</p>	<p>Immediate</p>

**Critical Resource Area Strategies:**

LU 12. Critical Resource Area Preservation: To preserve areas of environmental and scenic value, the Town will:

- Conduct an inventory of critical habitat land, lots essential to maintaining connectivity, and areas for tree growth and share the information with conservation organizations to guide their prioritization.
- Consider the establishment of a fund to assist in critical conservation purchases or stewardship endowments.
- Establish buffers so that corridors can be created along the Souadabscook and Reeds Brook.
- Include Critical Resource Areas as identified by the State (07 105 Chapter 208) in the Rural Conservation District where practicable. Where critical resources are included in other districts, include provisions in local ordinances to protect them from development by:
  - Requiring adequate buffers; and
  - Requiring subdivision or non-residential property developers to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.

Conservation Commission/ Planning Board/ GIS Specialist/ Town Planner

Immediate to Long-term

LU 13. Shoreland Zoning: Amend the shoreland zoning ordinance and map as necessary to include moderate and high value habitats as identified by the state; amend the forestry activities section; and other issues as mandated by Maine DEP.

Town Planner/GIS Specialist/Code Enforcement Officer

Immediate

LU 14. State Minimum: Limit non-residential development in *critical rural areas* to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers’ markets, and home occupations.

Planning & Development Committee/ Town Planner/Town Council

Long-term

## 14.5 GENERAL LAND USE RECOMMENDATIONS

1. **Amend Ordinances:** Amend the Zoning Ordinance and Map, and other ordinances as necessary, to reflect changes recommended in this Future Land Use Plan and the Proposed Land Use Map, as well as changes recommended in other sections of this Plan.
2. **Planning Board Review:** For a consistency of development review, it is recommended that land use decisions, even where multiple reviews are indicated through different ordinances, be delegated to the Planning Board. The Town Planner's role in setting the agenda and identifying necessary review items and procedures should be clarified. Amendment processes for existing plans should be incorporated to expedite review.
3. **Unified Code:** To improve ordinance enforcement and administration, correct existing inconsistencies among different ordinances.
4. **Ordinance Amendments:** Any revision to the administration section of the zoning ordinance should include much more explicit instructions for both the creation and officiating of zoning maps and for the Planning Board/Council review of map amendments.
5. **Regional Input:** To adequately plan for development near the Town's boundaries or for large-scale development that might have a regional impact, the Town will provide neighboring communities with information on development, planning initiatives or changes in land use ordinances that may impact neighboring communities, in order to solicit opinions and suggestions from those communities.
6. **Cul de sacs:** The Town should limit the use of Cul-de-sacs, only being used as a temporary solution for early phases of residential development.
7. **Impact Fees/Growth Caps/Phasing of Development:** To allow for adequate review of development proposals and the provision of sufficient public services to meet the demands of a growing population, the Town will study and consider the implementation of impact fees, growth caps, and/or phasing in the Zoning Ordinance and/or Subdivision Ordinance to minimize undue financial burden to the Town from large scale development.
8. **Performance Based Scoring System:** To provide flexibility for property owners and encourage development in keeping with the Town's character, the Town will study and consider the implementation of amendments for the use of a Performance Based Scoring System in the Zoning Ordinance to encourage property owners to design beyond the minimum standards.
9. **Subsurface Utilities:** Future large-scale development should be required to install subsurface utilities.
10. **Zoning District Boundaries:** To address zone district boundary inconsistencies, such boundaries may be adjusted to include similarly developed areas that would benefit from sharing the same ordinance performance standards and design guidelines. The Proposed Land Use Map shows generalized areas with similar land uses upon which zoning amendments would be based. However, exact zone boundaries can only be determined after detailed site-specific analysis, working in direct consultation with property owners.

11. **Mapping:** In addition to the zoning regulations, the identification of shoreland areas and historic districts should be included in the same set of maps available to the public.
12. **Community Wells and Wastewater Treatment:** To facilitate more efficient developments in areas that are not served by public water or sewer, where the costs of public water or sewer installation/extension would be prohibitive, examine the feasibility of shared community wells and wastewater treatment systems.
13. **Rural Guidelines:** Maintaining internal connectivity is essential to recreation (snowmobiles, hiking trails), pipelines, wildlife habitats, etc. and should be a primary overlay when designing and approving subdivisions.
14. **Property Rights:** To protect property rights, the Town will allow grandfathering. That is, lots smaller than the proposed minimum lot sizes for all districts will continue to be buildable, non-conforming lots provided that: a) their size is at or above the current minimum standard for non-sewered areas; b) the lots are in deed form at the time of the adoption of a land use ordinance and registered at the Registry of Deeds; and c) meet the other requirements of the ordinance for non-conforming lots.
15. **Subdivision Road Public Costs:** To reduce public expenditures for proposed subdivision roads, the Town will consider accepting private subdivision roads as town roads in Rural Districts only if accepted standards of construction have been met and study has shown that the location and length of the road would not be burdensome and create a disproportionate cost to the Town.
16. **Subdivision Road Types:** To allow for more appropriate subdivision road design based upon the number of lots serviced and traffic generated, a range in performance design standards, especially as regards road cross-sections, road widths, rights-of-way, and sidewalks, will be considered rather than imposing one set of requirements for all subdivisions regardless of their size.
17. **Roadway Safety:** To protect existing roadways, traffic control will be consistent with the Maine Department of Transportation (MDOT) Access Management Standards. Permitting and enforcement of entrances and driveways on state and state aid roadways outside of the urban compact area is done by MDOT, not the town. No new roadway intersections with US 1A and Route 202 will be sought; rather, reconfiguration of existing entrances and driveways to improve and coordinate existing access points in order to provide increased capacity to accommodate future development will be pursued with MDOT. Subdivision Road Intersections: To ensure new subdivision road intersections with existing roads are safe, the Town will develop a plan to address the safety problem of development that does not meet present accepted road construction standards. The Town will create or amend access road performance standards to address this issue during the review and approval process.
18. **Stormwater:** Add language to the Zoning Ordinance to set a threshold at which a formal drainage plan is required for submission.
19. **Stormwater:** Carefully review development proposals on either side of the drainage area in the vicinity of Hannibal Hamlin Shopping Center to ensure seasonal flooding of Route 1A is not aggravated by new development.
20. **Evaluation:** Track new development in Hampden by type and location.

## 14.6 LAND USE TYPES

The Proposed Land Use Map (available on the 2009 Comprehensive Plan tab at [www.hampdenmaine.com](http://www.hampdenmaine.com)) identifies the general locations for land use types and indicates whether a type is intended to be a growth or rural area. The narrative below provides some policy guidelines and further defines land use types based on geographical features. Critical resource area locations are included in the Rural Conservation District to the greatest extent practicable. Occasionally, critical resources occur in areas designated for growth. In these instances, the town will ensure local, state, and federal regulatory requirements are met, and that adequate buffers are provided and best management practices for protecting the resources are followed. Specific types of critical resource areas are shown on topical maps by resource type as indexed in Appendix A of Book 2 and available at [www.hampdenmaine.com](http://www.hampdenmaine.com). These maps should be referred to when developing standards for protecting these resources.

### 14.6.1 Residential Areas

**Growth Area: Low Density Residential.** Low Density Residential areas include both conventional and cluster developments. These areas allow accessory uses such as home day care and limited home occupations. Accessory apartments are allowed (one per building) only if found to be compatible with adjacent uses. Low Density Residential will also allow - upon careful review - schools, nursing homes, and other compatible uses. Standard development densities are about two units per acre. Low Density Residential areas are typically serviced with a full contingent of urban services, including public sewer and water, although some locations may lack certain services.

**Growth Area: Moderate Density Residential.** Moderate Density Residential areas include mixed-use areas near community services and shopping and arterial street access. These areas allow accessory uses such as home day care and limited home occupations. Accessory apartments are allowed (one per building) subject to certain design standards. Structures may be detached or attached; single-family or multi-family residential uses and structures. Standard development densities vary from two to five units per acre, depending on development type. Density incentives should be provided for affordable and elderly housing. Cluster development and attached-residential developments should be encouraged, and cluster/open space design is required for all subdivisions over 10 lots. Manufactured home parks are an allowed use in this area. Civic and community buildings should be directed to these areas. These are intended to be serviced areas, with the exception of detached single-family dwellings. Adequate buffering, screening, and landscaping requirements for multi-family and commercial uses are important and should be incorporated into the zoning standards.

**Rural Area.** Rural areas include natural resource-based activities like farming, forestry, and other open space uses. Residential uses should be accessory, and residential developments should be designed to be compatible with the rural landscape through appropriate layout and cluster/open space preservation siting. Rural areas are not planned for municipal sewer or water in either the immediate or ten to twenty year future. Preservation of rural character is achieved through utilizing landscape elements such as stone walls and mature trees, maintaining large open vistas by siting homes back along the tree line rather than in the open field. Cluster development and shared driveways should be seen as avenues to preserve identified rural resources such as farm fields or views. Multi-unit development should be limited to multi-family attached units, with some review of architectural design and appropriate on-site waste disposal guidelines. This area should promote open space uses such as golf courses, and other outdoor recreation. Rural areas should allow accessory agricultural businesses such as farm stands, riding schools, nurseries, and other rural-based enterprises where the products are derived from the site at which they are marketed. Rural businesses should be strictly limited so as to be compatible with their rural surrounding such as site and architectural standards in Village Commercial. Rural business locations should not include urban businesses transplanted to a rural setting. Home based services should be considered beyond the standard home occupation criteria.

#### *14.6.2 Commercial Areas*

Commercial locations are divided into several groups; Village Commercial, Business, Commercial Service, and Waterfront Development. Adequate buffering, screening, and landscaping are important in all commercial areas, and minimum standards should be incorporated as necessary into the zoning ordinance.

**Growth Area: Village Commercial** areas should be located in areas of the Town's historic origins; the upper and lower corners. Village Commercial areas include a mix of residential and commercial uses; small lots and compact development patterns. Village Commercial should address architectural style, site design, and compatibility with surrounding uses. As indicated in the Community Character Section of Book 2, public parking and other amenities should be provided to enhance the viability of this area. Village Commercial allows a mix of retail service and office uses in a pedestrian environment. This area is intended to be serviced by a full contingent of urban services, including sewer, water, and public transportation.

**Growth Area: Business** areas include retail and service and mixed commercial and limited residential uses which are not located directly in the Town's upper or lower corner and are not constrained by small lot sizes in village center locations. Business areas can accommodate larger enterprises with greater off-site impacts than can the Village. Business areas are intended to be serviced by a full contingent of urban services. The Business District is also intended to allow mixed use.

**Growth Area: Commercial Service** areas contemplate larger, heavier commercial uses such as automobile service, contracting and construction activities, truck terminals, and wholesale distribution. Commercial Service areas can also be suitable to small scale industrial operations and outdoor storage after appropriate review. Commercial Service areas should include a range of sites from fully serviced to non-serviced areas. Commercial Service areas should be located adjacent to rail lines, the interstate and arterial street locations.

**Growth Area: Waterfront** area is contemplated for the redevelopment of the Turtle Head area along the Penobscot River. The intent is to allow high density residential and commercial development in close proximity to the water amenity. This area should be designated General Development under shoreland zoning, to allow the development of a compact urban complex. This area, as indicated, is a mixed use area to be provided with public utilities. In addition to private development, public amenities such as a marina, moorings, slips, and public launch facilities will be necessary to allow this area to achieve its full potential.

#### *N.7.3 Industrial Areas*






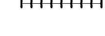

**Growth Area: Industrial** areas are classified as serviced and unserviced. Serviced Industrial areas which have available sewer and water are intended for clean industrial operations having few, if any, objectionable impacts. Un-serviced Industrial areas are designed to provide larger locations for industrial uses that do not require or seek the amenities of industrial parks. Industrial areas should be limited to the area adjacent to the interstate and the Route 202 bypass in order to limit their adverse impact on residential properties. Adequate buffering, screening, and landscaping requirements for industrial uses are important and should be incorporated into the zoning standards.

#### *N.7.4 Rural Conservation Areas*




**Rural Conservation** areas include many **Critical Resource Areas** and include important wildlife habitats, wetlands, and other critical resource areas identified. Development should be limited in these areas to natural resource uses such as open space and recreation. Some of these areas are identified as Resource Protection in the current zoning ordinance.

**LEGEND**


**INFRASTRUCTURE**

-  Town Roads
-  State Roads
-  Private Roads
-  Unimproved Roads
-  Railroad
-  Pipeline US Government
-  Pipeline ExxonMobil





**GROWTH AREAS**

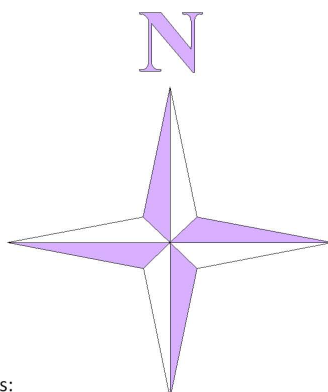
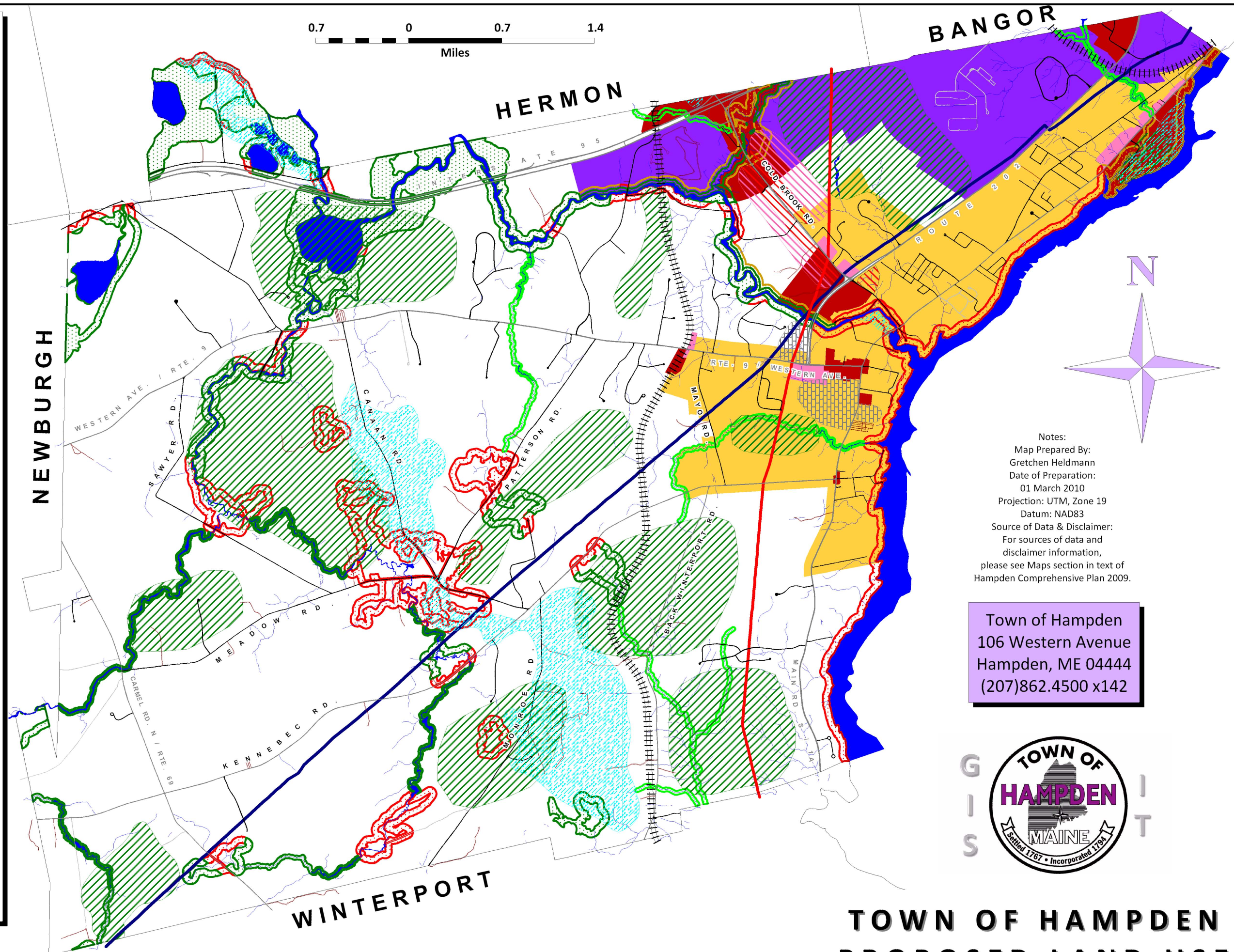
-  Proposed Commercial District
-  Proposed Business District
-  Proposed Institutional District
- Industrial District**
- Industrial
- Industrial 2
- Industrial Park
- Residential District**
- Residential A
- Residential B
- Commercial District**
- Commercial Service
- Interchange
- Village Commercial
- Village Commercial II
- Business District**
- Business
- Business B

**RURAL AREAS**

- Rural District**
- Rural
- Rural Business
- Proposed Rural Conservation District**
- Deer Wintering Areas
- Critical Natural Habitat
- Areas Identified by Conservation Commission
-  Proposed Aquifer Protection District

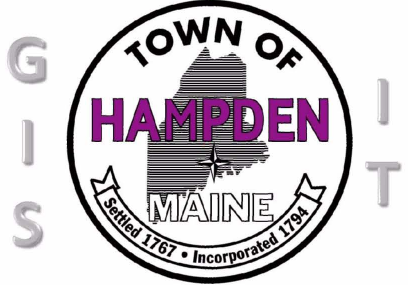
**SHORELAND ZONING 2010**

-  75ft Stream Protection or up to 250ft Resource Protection
-  75ft Local Stream Protection
-  Limited Residential
-  General Development



Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 01 March 2010  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
 please see Maps section in text of  
 Hampden Comprehensive Plan 2009.

Town of Hampden  
 106 Western Avenue  
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 (207)862.4500 x142



**TOWN OF HAMPDEN  
 PROPOSED LAND USE**



## 14.7 SUMMARY OF RECOMMENDED GENERAL AMENDMENTS TO HAMPDEN ZONING DISTRICTS

District Name	SPO Type	Recommended New Standards
Business	Growth	Buffer standards
Business B	Growth	Buffer standards
Commercial Service	Growth	1 acre min lot size, 200 ft min. road frontage, Commercial Service will be amended to provide for sites without public sewer & water
Industrial	Growth	200 ft min. road frontage
Industrial 2	Growth	N/C, Industrial 2 will be deleted as public utilities are made available
Industrial Park	Growth	100 ft min. road frontage
Interchange	Growth	Business B followed by Commercial Service
Residential A	Growth	Allow accessory apartments; Subdivisions over 10 lots will be clustered/open space
Residential B	Growth	Allow accessory apartments; Subdivisions over 10 lots will be clustered/open space
Rural Conservation (change from Resource Protection)	Critical Resource	Add land owned by the State, the Town, a land trust, or held in public or private conservation easement, already designated as resource-protected wetlands, forest, farmland or open-space protected areas, Critical Habitat Areas, or as natural areas to be preserved for public recreation. Based upon future hydrogeology studies, add select areas with aquifers of significant yield that would be most vulnerable to further development.
Rural	Rural	All new subdivisions will be clustered/open space. Will provide for shared driveways
Rural Business	Rural	Rural Business will be replaced by Rural with provisions for traditional Rural Businesses
Seasonal	Rural	N/C [Seasonal will be replaced by limited Residential]
Village Commercial	Growth	Review and amend setback requirements and other standards to allow a variety of lot sizes, retail/business uses mixed with residential uses, require interconnecting streets with sidewalks.
Village Commercial II	Growth	Review and amend setback requirements and other standards to allow a variety of lot sizes, retail/business uses mixed with residential uses, require interconnecting streets with sidewalks.
Aquifer Protection District	Critical Resource	Adopt an aquifer protection overlay district to protect Hampden’s critical groundwater resources.

## 14.8 SPECIFIC AREA RECOMMENDATIONS

During the development of this plan, Hampden's Community Services Committee, serving as the town's Comprehensive Planning Committee, met to discuss future policies related to land use, transportation, infrastructure, residential development, government services, and economic development. The committee worked tirelessly to come to near consensus on development patterns for the Town of Hampden. Below reflects the general direction proposed by the committee of land use strategies to be incorporated in this comprehensive plan.

### **Coldbrook Road/ Triangle**

- ◆ Map 10 Lot 56-2 provides for mixed use industrial for acreage adjacent to the existing industrial park. Acreage westerly towards the town forest will transition from industrial to business/professional to recreation to forest.
- ◆ Extend sewer/water services to Map 10 Lot 56-2 from existing industrial park.
- ◆ Create a 500 foot retail zone along both sides of Coldbrook Road transitioning to a 500 to 1,000 foot business/professional zone to buffer town forest. Provide a 1,000 foot retail/business/professional zone along the western quadrant of Coldbrook Road and Route 202 intersection.
- ◆ Limit curb cuts along Coldbrook Road by establishing a frontage road to run parallel.
- ◆ Transition southwest section of Coldbrook to residential development (clustered).
- ◆ Connect land for recreation use along the full length of the Souadabscook.
- ◆ Establish an energy cluster next to the land fill and allow for industrial uses.
- ◆ Allow for a large retail development off Coldbrook Road, north of the interchange, serviced off of Coldbrook Road and extending to Ammo Industrial Park.
- ◆ Provide appropriate mitigation provisions for wetlands.
- ◆ Create development patterns such as cluster development that protects farm land and open space.
- ◆ Need to enlarge the current Pine Tree Zone to provide greater development opportunity.
- ◆ Discuss with Bangor their development plans for land adjacent to the industrial park.
- ◆ Discuss with Hermon sewer and water infrastructure along Coldbrook Road.

### **Turtle Head Cove**

- ◆ Maintain a business zone north of Route 1A.
- ◆ Establish a commercial services zone south of Route 1A.
- ◆ Increase residential density along Old County Road.
- ◆ Along the waterfront, between the two marinas, provide for the development of a mixed use resort/hotel/marina facility.
- ◆ Limit curb cuts along the water side of Route 1A by establishing a parallel service road.

### **Four Mile Square**

- ◆ Create an institutional zone to accommodate the school complex on the western side of Route 1A within the Four Mile Square.
- ◆ Determine the appropriate re-use for the “old” Hampden Academy once the new high school is constructed (east side of Route 1A).
- ◆ Provide for high density residential development, including multi-family, in parcels at the corner of Mayo and Kennebec Road (land behind lots that front Kennebec Road).
- ◆ Provide for high density residential development for land to the east of Constitution Avenue.
- ◆ Establish a provision for subdivisions that a certain percentage of lots meet Maine State Housing Authority’s affordability standards.
- ◆ Extend Route 202 into the Four Mile Square area, meandering to service the school/institutional zone.
- ◆ Address turning radiuses along Mayo Road.
- ◆ Allow for an 80 parcel subdivision west of Mayo Road in the location being considered by the Penobscot Indian Nation.
- ◆ Establish well designed cluster development as the standard subdivision for Hampden and all others to be considered as conditional.
- ◆ Protect wetlands that run through Four Mile Square.

## 15. SUMMARY OF REGIONAL COORDINATION GOALS AND STRATEGIES

Employment and Economy Goal: Foster business development in specific industry sectors that are compatible with existing economic clusters through the use of Tax Increment Financing, the development of business parks, and regional cooperation.

EE.7 Increase economic development coordination with local and regional economic development agencies.

Housing Goal: Establish a relationship with a regional housing organization or nonprofit housing group to promote and encourage development of subsidized rental housing opportunities in Hampden.

H.8 Grants: Apply for grants (CDBG housing assistance, infrastructure, and rehabilitation) and projects for the construction of subsidized housing whether within the Town or the region, and grants to homeowners for improvements to energy efficiency, habitability, etc.

Transportation Goal: To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.

T.1 State Minimum: Develop or continue to update a prioritized ten-year improvement, maintenance and repair plan for local/regional transportation system facilities that reflects community, regional and state objectives.

T.2 State Minimum: Initiate or actively participate in regional and state transportation and land use planning efforts.

T.3 State Minimum: Enact or amend local ordinances as appropriate to be consistent with local, regional and state transportation policies identified in this plan.

R.3 State Minimum: Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. Connect with regional trail systems where possible.

MR.1 State Minimum: Working with local residents and businesses, neighboring communities, the Department of Environmental Protection, and the Department of Marine Resources develop an action plan to protect fishery habitats and identify and eliminate point and non-point source pollution.

MR.5 Regional Cooperation: Continue working with other Penobscot River communities to improve water quality, improve access to the shellfish resources, and manage the commercial fisheries for sustainable yields utilizing tools such as regional ordinances and inter-local agreements.

MR.6 State Minimum: Work with local property owners, land trusts, and others to protect major points of physical and visual access to coastal waters, especially along public ways and in public parks.

Water Resources Goal: Encourage cooperation with neighboring communities and regional/local advocacy groups to protect water resources.

WR.6 Regional Coordination: Continue working with the City of Bangor and the Town of Hermon to develop a consistent set of rules to manage the Shaw Brook Urban Impaired Stream designation, and the upcoming designation of Sucker Brook as an Urban Impaired Stream with a shared watershed as well.

WR. 13 Regional Coordination: Continue to participate in regional planning efforts focused on the Penobscot River.

Critical Resources Goal: Coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.

CR.7 Regional Coordination: Consult and cooperate with neighboring towns to develop regionally similar standards for natural resource protection. Initiate and/or participate in regional planning, management, or regulatory efforts around shared natural resources. Notify Planning Boards in neighboring towns of development proposals near shared borders or developments that will affect shared natural resources.

CR.11 Regional Coordination: Continue working with a regional group, Penobscot County Greenprint, to define a regional approach to land conservation.

PF.4 Education: Continue to work closely with MSAD #22 in order to insure that its location and construction of the new school facility can act as a stimulus to other types of complementary development in the area.

PF.5 Education: Continue working cooperatively with MSAD #22 to facilitate a new high school project that will benefit not only local education, but community and economic development as well.

PF.6 Health: Continue working with Bangor Department of Health on a collaborative program for the Health Officer position for Hampden to be operated by the City of Bangor.

PF.7 Health: Town will continue to pursue a contractual relationship with the City of Bangor and its Public Health Department to serve as the local Health Officer. Given that increasing energy and heating costs may impact the ability of people to afford to live safely in their homes, the Town will continue to plan in conjunction with social service agencies, churches, and other entities insure that there is a 'safety net' for community residents.

PF.11 Solid Waste: Continue as a charter member with the Municipal Review Committee that oversees operations at the Penobscot Energy Recovery Company in Orrington to ensure favorable tipping fees.

PF.12 Solid Waste: The Town will continue to participate in the regional hazardous waste program operated annually through the City of Bangor, and as part of the regional recycling program operated through the City of Bangor as well. In addition, the Town will continue to annually subsidize the purchase of home composters for residents of the Town of Hampden as a means of encouraging home composting and therefore source reduction of waste.

PF.13 Stormwater Management Facilities: As an MS4 community, the Town participates actively in the Bangor Area Stormwater Group. The Town will continue to maintain active public information distribution concerning best management practices for homeowners in stormwater management.

FC3. State Minimum: Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.

**General Land Use Recommendations - Regional Input:** To adequately plan for development near the Town's boundaries or for large-scale development that might have a regional impact, the Town will provide neighboring communities with information on development, planning initiatives or changes in land use ordinances that may impact neighboring communities, in order to solicit opinions and suggestions from those communities.



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Town of Hampden  
Comprehensive Plan



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Cover Photographs provided by Gretchen Heldmann from Town Archives or Citizen Input.

Photo descriptions - clockwise starting from upper left:

1. Hampden Arbor Day tree planting, 2008
2. Construction of Angler's Restaurant, 2009
3. A view of a horse farm
4. Business on Rt. 1A North
5. Playground at Lura Hoit Pool
6. A view of Perry Farm on Old County Road
7. A view of Souadabscook Stream



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## A. INTRODUCTION

During the economic “boom” of the eighties, the State of Maine experienced substantial growth, not only in the urban areas, but also in the outlying rural communities. This growth, which was a mix of industrial, commercial and residential, occurred in many communities, which were not prepared to deal with the increased demands on municipal budgets or the environmental effects. In response to this growth and in an effort to reduce the impact on taxes, community character and our environment, the State of Maine Legislature enacted various land use laws that were intended to provide municipalities with the tools to prepare for future growth and development.

The “Comprehensive Planning and Land Use Regulation Act of 1988,” which is frequently referred to as the “Growth Management Act” required municipalities throughout the State to adopt a Growth Management Program. The program, which consisted of a comprehensive plan and implemented land use ordinance, would provide the framework for municipalities to guide their future growth and development while still maintaining the character and identity of their community. Due to a period of decreasing state revenues, the mandatory aspect of the law was repealed by the Legislature; but many communities had already recognized the value of this program and continue today to develop local growth management goals.

A comprehensive plan is a document adopted by a **local government** and created by **local people**. This document is actually a map to the town’s future that guides the decision making process regarding the community and the vision that the residents have for their future. The plan is comprehensive since it encompasses all aspects of the community; general because the plan summarizes policies and implementation strategies but does not include detailed regulations, and long-range since the plan looks to the future to envision the problems and possibilities.

### A.1 STATUTORY BASIS

Hampden’s Comprehensive Plan was developed in accordance with the statutory requirements of the Comprehensive Planning and Land Use Regulation Act of 1988 (MRS Title 30, Section 4861). The adoption of the plan can assist Hampden in receiving preferential consideration when applying for federally or state funded grants that affect community development (MRSA Title 30-A, Section 4349).

The Growth Management Act declares that its purpose is to: 1) establish local comprehensive planning and land use management in each municipality of the State; 2) encourage municipalities to identify the tools and resources to effectively plan for and manage future development within their jurisdictions with a maximum of local initiative and flexibility; 3) encourage local land use ordinances, tools and policies based on local comprehensive plans; 4) incorporate regional considerations into local planning and decision making so as to ensure consideration of regional needs and the regional impact of development; 5) provide for continued direct state regulation of development proposals

that occur in areas of statewide concern; impact natural resources of statewide significance, or affect vital state interests; and 6) encourage the widest possible involvement by the citizens in the planning and implementation process thus ensuring that the comprehensive plans have the benefit of citizen input.

## A.2 COMMUNITY PURPOSE

The purpose of a comprehensive plan is to provide the factual basis and policy framework for future planning, regulatory, and community development decision-making, in both the public and private sectors for the town. The plan is a valuable working instrument for the future growth and development of Hampden.

The Hampden Comprehensive Plan is developed and written to provide guidance for the physical development of the community. Following the general guidelines of the Maine Growth Management Program and the practices of land use planning, the Plan is developed in a series of informational data elements which are then analyzed against Town goals and policies, and then synthesized in to a Comprehensive Land Use Plan and policy document. While the Plan is intended to provide strong direction for the future development of the Town, it is not intended to be a static document. It represents a tool to be used in the day to day decisions made by the various Town boards and committees that will evolve over time to reflect changing characteristics and priorities in our community.

The citizens of Hampden have varying opinions as to the appropriate development and direction the Town should take, and that is recognized in this plan. Further, opinions on utilizing land use regulation as a means of achieving that development and direction also vary. The Plan will attempt to balance the private property rights of the individual with the goals and objectives the Town as a whole and with applicable state and federal regulations.

## A.3 HISTORY

Hampden's efforts in land use planning date back to 1963 when for the first time; the Town developed a Comprehensive Plan to give direction to the physical development of the community. The Plan was developed at a time of extremely rapid growth, which occurred without even the most basic land use controls. In the words of the 1963 Plan "The Comprehensive Plan recommends that these problems be met with a radical and concerted community improvement program employing all of the resources the community can marshal." The 1963 Plan provided strong recommendations for improvements to the infrastructure and a land use plan for the community.

After another 20 years of moderate to rapid growth, the Town began the development of a second Comprehensive Plan, building on the first and all that had been learned from its experience in land use planning, regulation, and growth management. While the 1986 Plan did not provide the forceful direction of the earlier Plan, it did highlight inconsistencies in existing policies, and recommended changes in process and policy.

The development of a third Comprehensive Plan in 2001 was aimed at providing further

direction to the Town's land use policy, the location and timing of infrastructure development, and the efficient provision of services.

The pace of development and evolving priorities resulted in the decision to update the 2001 plan and the development of this current plan has been underway since 2007.

#### A.4 SCOPE AND STRUCTURE

This comprehensive plan involves the following:

- ♣ Survey of existing and potential resources;
- ♣ Analysis of past, present, and future community trends;
- ♣ Development of policies;
- ♣ Adoption of implementation strategies by Town Officials and residents; and
- ♣ Continuous monitoring of the plan's policies and implementation strategies.

This comprehensive plan follows an established framework set forth by the State and is intended to be consistent with the Growth Management Act. Within the plan are the collective thoughts and actions of Hampden's residents. The entire comprehensive plan must be applicable now and in the future. As a result, the town must periodically review the plan and update it to reflect needed changes in local policies and to incorporate updated information.

##### A. 4.1 Inventory and Analysis

This comprehensive plan includes an inventory and analysis section addressing state goals and issues of regional or local significance the municipality considers important. The inventory is based on information provided by the State, regional councils and other relevant local sources. The analysis includes 10-year projections of local and regional growth in population and residential, commercial and industrial activity; the projected need for public facilities; and the vulnerability of and potential impacts on natural resources.

The inventory and analysis section includes but is not limited to:

- Economic and demographic data describing the municipality and the region;
- Significant water resources and their vulnerability such as lakes, aquifers, estuaries, rivers and coastal areas
- Significant or critical natural resources, such as wetlands, wildlife and fisheries habitats, significant plant habitats, coastal islands, sand dunes, scenic areas, shorelands, heritage coastal areas as defined under Title 5, section 3316, and unique natural areas;
- Marine-related resources and facilities such as ports, harbors, commercial moorings, commercial docking facilities and related parking, and shell fishing and worming areas;
- Commercial forestry and agricultural land;

- Existing recreation, park and open space areas and significant points of public access to shorelands within a municipality;
- Existing transportation systems, including the capacity of existing and proposed major thoroughfares, secondary routes, pedestrian ways and parking facilities;
- Residential housing stock, including affordable housing;
- Historical and archeological resources including, at the discretion of the municipality, stone walls, stone impoundments and timber bridges of historical significance;
- Land use information describing current and projected development patterns; and
- An assessment of capital facilities and public services necessary to support growth and development and to protect the environment and health, safety and welfare of the public and the costs of those facilities and services.

#### *A.4.2 Policy Development and Implementation Strategies*

This comprehensive plan includes policies that relate the findings contained in the inventory and analysis section to the state goals, and strategies to implement the identified policies. The Plan identifies the party responsible for each strategy, and a timetable that lays out a schedule for implementation.

To be consistent with the Growth Management Act, each municipality must identify and designate at least two basic types of geographic areas:

- **Growth areas**, which are those areas suitable for orderly residential, commercial and industrial development or any combination of those types of development, forecast over the next 10 years. For growth areas, a municipality shall:
  - Establish standards for development
  - Establish a timely permitting process
  - Ensure that needed public services are available within the growth area; and
  - Prevent inappropriate development in natural hazard areas, including flood plains and areas of high erosion; and
- **Rural areas**, which are those areas where protection should be provided for agricultural, forest, open space and scenic lands within the municipality.

In order to be consistent with the Growth Management Act, towns must adopt land use policies and ordinances to discourage incompatible development between growth and rural districts. These policies and ordinances may include, without limitation: density limits; cluster or special zoning; acquisition of land or development rights; or performance standards.

The comprehensive plan examines the above-mentioned available information, including inventory and analysis, local policies, implementation strategies and regional

policy/coordination, through the following components:

- Community Character and History
- Population
- Housing
- Employment and Economy
- Transportation
- Open Space and Recreation
- Marine Resources
- Natural Resources
- Public Facilities and Services
- Fiscal Capacity
- Land Use

#### A.5 LIST OF MAPS

Maps are an integral part of the comprehensive planning process. The following maps were used in the development of this comprehensive plan and are referenced throughout the plan as appropriate. Maps are attached to this document as Appendix B.

1. Archaeological Resources
2. Bridge Network
3. Current Land Use
4. Comparison of Current Zoning vs. Current Land Use
5. Current Zoning
6. A Decade of Development
7. Downtown Streets
8. Farms, Forests, & Open Spaces
9. Farmland Soils
10. Flood Zones
11. Historic Resources
12. Hydric Soils
13. Labor Market Areas
14. Land Cover
15. Location
16. Marine Resources
17. Natural Resources
18. Public Facilities & Recreational Resources
19. Sewer & Water Service Areas
20. Soil Suitability for Development
21. Topography
22. Trails



- 23. Transportation Network
- 24. Water Resources
- 25. Wetlands

**Disclaimer**

All GIS information from the Town of Hampden is provided as a copy of a public record in accordance with the Maine Freedom of Access Act. The Town of Hampden, and its officers, officials, employees, contractors, or agents, make absolutely no representation or warranty concerning the information, or its use for any purpose whatsoever. Any use or dissemination of, or reliance on, the information shall be at the sole risk of the recipient. Please be advised that once the information has been provided by the Town to the initial recipient, it is no longer a public record within the control of the Town, and the information may be altered or manipulated by others.

**A.6 LIMITATIONS**

This comprehensive plan has been assembled and compiled with the genuine intention that all of the data and information contained herein is reasonably accurate and correct. The information contained in this plan was gathered from the sources cited. Some of the sources were found to be more detailed and more recent than other sources. Where appropriate, future application of the information contained in this plan should be preceded by a check of the sources to see if additional or revised information is available. Most of the information contained in the plan is considered current enough and of sufficient detail to support the conclusions and recommendations offered. This information is suitable for general planning; however, it may not be appropriate for site-specific decisions.

**A.7 CONSULTANT**

The Town of Hampden has contracted with Eastern Maine Development Corporation (EMDC) and the Penobscot Valley Council of Governments (PVCOG) to assist the Comprehensive Plan Committee and Municipal Staff in the preparation of this comprehensive plan.

**A.8 ACKNOWLEDGEMENTS**

This plan would not have been possible without the dedicated efforts of the members of the Comprehensive Plan Committee, the Planning Board, the Conservation Committee, Historic Preservation Commission, Recreation Committee, Economic Development Committee, Town Councilors, citizens and staff members with the common goals of preserving what makes the Town of Hampden special and striving to make it better.

## B. COMMUNITY CHARACTER AND HISTORY

The Town's present character, land use patterns, historic and archeological resources, and economy stem from its historic roots as a riverine (river valley) community of mills and shipping merchants, and as a rural New England farming community. That character is seen today in the historic development pattern of the upper and lower corners, the historic residences, churches, and civic buildings, and the attached farm buildings and rolling farmlands just outside the urbanized area. This section of the Plan looks at those historical roots, archeology, and historic structures which are present day reminders of the Town's history.

### B.1 GEOGRAPHY

Hampden is located in southern Penobscot County, along the west bank of the Penobscot River and immediately south of the City of Bangor. It is bordered by the Town of Hermon and the City of Bangor to the north, the City of Brewer and the Town of Orrington to the east, the Town of Winterport to the south, the Town of Newburgh to the west, and the Town of Carmel to the northwest. Hampden is approximately 60 miles north of the City of Augusta, the capitol of Maine, and is 235 miles from Boston and 188 miles from St. John, New Brunswick.

### B.2 COMMUNITY CHARACTER

Hampden's existing "town character" is seen in the scattered historic homes mixed among the newer structures in the intervening space. Town character is in street pattern and open spaces, commercial and industrial areas, and the rolling open farm land just beyond the urban core. In parts of Town, historic structures are scattered because modern development has whittled away at the once large tracts which used to abut. In other parts of Town, historic structures are clustered together as in farm fields in the upper and lower corners. While some structures have been lost or significantly altered over time, many remain as they were centuries ago. As the Town grows and develops, streets are widened and straightened and buildings are altered or demolished to make way for newer structures, parking lots, and passing lanes. The intent of this plan is to identify elements that generally and specifically contribute to the Town's character, and also provide a recommend means to preserve and enhance those elements identified.

#### *B. 2. 1 Value*

What is the value of preserving and promoting town character?

Every community is different in its origins. Every community has differing goals for future development. As many residents strongly value Hampden's small town, rural character, the Town's development guidelines should seek to preserve and enhance those characteristics. In developing land use regulations (road standards, building height and setbacks) we are impacting the physical appearance of the community. Recognizing town character as a unique element impacted by such regulations will aid us in designing policies which will promote those objectives. Hampden, as discussed in the Land Use Section of this Plan, has adopted some measures which will help protect its natural resources. The Town's zoning, which encourages development in limited and concentrated areas, perhaps, is the most obvious tool for protecting natural resources. However, the remaining forests and open space, found primarily in the Rural

District, could be severely impacted by accelerated subdivision and development activity on relatively small two acre tracts. The shoreland zoning, resource protection, and wetland alteration regulations and restrictions will help preserve fragile natural and undeveloped parts of the Town. Those areas currently require that a typical subdivision be served by public sanitary sewer and the expansion plans for that sewer will naturally limit and direct certain types of development. However, new incentives must be considered to encourage clustering and open space preservation in future development if the resources of Hampden are to be protected over the long run.

### *B.2.2 Town Center*

The Town Center concept was initially developed in the 1986 Comprehensive Plan as a new commercial district which would provide for compatible retail and service businesses along Western Avenue. In 1990, the Town Center Committee decided on a Village Commercial Zoning District as a means of achieving those ends. The district was designed to serve local shopping needs with a variety of retail and service establishments. One goal of the Town Center Plan was to improve pedestrian traffic. The district regulates basic building elements such as roofs, siding, and glass area. Builders are encouraged to construct structures close to the street and provide parking in the rear or side yards. Due to the mixture of residential and commercial uses, lighting and signage were strictly regulated. At the time the Village Commercial Zone was developed, there were no adopted Historic Districts. Now, where the zoning district overlaps and abuts the Historic District, the Historic Preservation Commission should advise the Planning Board on appropriate building design where applicable. It is recommended that the Village Commercial District be extended and expanded to other areas which would benefit from the preservation of traditional village center uses and building design. The lower corners and portions of the Main Road may well be served by this district. At the least, any expansion of commercial zoning in those areas, in close proximity to residential uses, should be directed to the Village Commercial Zone.

The second element of Town Center development is associated with public improvements. Both the upper and lower corners would be well served by improved public amenities. The provision of public parking and streetscape improvements would add to the intent and goal of a pedestrian-oriented district. It is recommended that the Town review the potential for acquisition and development of certain parcels for public parking to serve those parking-deficient areas. Additional funding may be accessed by designing such lots to serve as park & ride locations (See Transportation Section).

### *B.2.3 Community Landscaping*

It is recommended that an annual program of tree planting be undertaken to maintain a green urban community. The Town should continue to support and encourage the efforts of the Conservation Committee and Garden Club for their beautification efforts. In commercial and industrial areas large parking areas should be screened by natural vegetation. Additionally large, expansive parking areas should provide a minimum of 10% vegetated space.

#### *B.2.4 Residential Neighborhoods*

As one participant from the Visions, Values, and Vittles forum suggested, we should strive to build neighborhoods not developments. Hampden's character is made up of historic neighborhoods (like Cottage Street, Summer Street, and Pleasant Street), post war developments (such as West Brook Terrace), and modern day developments such as Colonial Heights and Greeley Farms. Some of the underlying differences between developments and neighborhoods are in subtle design elements; provision for pedestrian movement, available public or civic space, and scale and proportion of houses relative to the street.

Another element of Hampden's character is the existing set of development policy standards for new development. The layout and design of subdivisions shape the neighborhoods we live in. Recent developments have provided a barren, unattractive environment for our new residential homeowners. Subdivisions are developed with wide right-of-ways and extensive setbacks, providing little to enhance the feeling of neighborhood or community. The houses are further separated by moat-like drainage ditches, further limiting and discouraging socialization among neighbors. The land area from the pavement, devoid of sidewalks or trees, and the open drainage systems are difficult to maintain. Residential front yards become an unattractive and unusable portion of the parcel. Street right-of-ways need to be reduced where possible, and combined with provisions for pedestrian access, enclosed drainage systems and tree planting. As demonstrated in the Transportation section, local access streets and collectors with sidewalks can easily be accommodated within a 50-foot right-of-way. Where necessary, cul-de-sac design standards should be reduced to a 35-foot minimum unless an internal island is included. The design guidelines should encourage creativity and not promote the minimum allowable. Development in wooded and partially wooded sites should be encouraged.

#### *B.2.5 Rural Character*

While rural character is one of the first things mentioned by residents as to why they live in Hampden, we presently have no long term plan or policy to preserve and protect our rural character. Rural character is described by many as the bucolic and pastoral setting of the rural country side, the rolling open hillsides framed by forest edges, the extended architecture of the farmsteads, domesticated animals grazing in the meadow, long stretches of stone walls leading into the woods, row after row of corn swaying in the breeze, etc.

The ambiance of rural Hampden, and the desire to live outside of an urban area, has brought many homeowners and a few developers to the rural area. Unfortunately, the traditional rural land uses and the newer residential homeowners don't often mix well. Aside from developing what was once vacant open land, homeowners often object to timber harvesting, odors from farming activities and mineral extraction activities. The cumulative impact of uncontrolled rural development results in loss of the very amenity sought by residents.

The key element in preserving Hampden's rural character is recognizing the value and purpose of rural areas. The Town had an analysis of historic rural landscapes done in 1996. The study looked at four farm sites totaling 1,189 acres that were found to have substantial historic site

integrity. Those farms found to be of National Register quality were documented with additional photos and sketches. The farms in the study were the

- (1) Couillard Farm, Back Winterport Road,
- (2) Patterson Farm, Patterson Road,
- (3) Deighan Farm, Western Avenue, and
- (4) Wiseman Farm, Shaw Hill Road.

Future land use planning should carefully seek to protect the historic structures and vistas from cookie-cutter style subdivision activities and instead utilize more progressive cluster development styles that take better advantage of historic open spaces.

Rural portions of Hampden should primarily support traditional agricultural and forestry activities. The Zoning Ordinance and other land use regulations should provide for these activities as the first priority. Residential dwellings should be a secondary use. Land use regulations alone may not be enough to promote and preserve agricultural uses. The Town should support existing tax relief programs for agricultural uses (farm and open space programs and tree growth programs). If the members of the community, as a whole, value these uses, they must be willing to support efforts to preserve them. Continued market forces which seek to suburbanize Hampden's rural areas will force active farming out of town due to restrictions and rising land values. Not only does the community value agricultural uses, these uses (e.g., farming, animal husbandry, and forestry) tend to have a lesser demand on municipal services.

Land use regulations which place additional burdens on agricultural uses should be carefully limited. Limited retail sale of farm products grown on-site (farm stands) should be allowed. However, additional provisions for larger scale agricultural marketing as conditional uses are warranted. Examples of larger scale activities are: nurseries, "you pick" orchards and berry farms, Christmas tree farms, horse stables and riding schools. Other outdoor recreational uses such as golf courses, shooting ranges, and cross county ski areas should be allowed as permitted uses.

New non-agricultural development which occurs should be directed to wooded tracts or areas of least visual impact. Subdivision plans should follow or preserve existing farm roads as trailways. Existing stone walls and tree rows should be incorporated in lot and road designs. Similarly, the subdivision guidelines need to be flexible to allow such compatible design. Rural roadway standards need to be different from urban roadway standards given their generally lower traffic volumes. Cul-de-sacs should include landscape elements if rural character is to be preserved. Consideration should be given to shared driveways for a limited number of residences where open space consistent with the comprehensive plan could be preserved and the impact and local maintenance cost of a public street could be avoided.

Current spot zones for rural businesses should be eliminated and replaced with directed provisions within the rural district itself to allow broadened on-site home-based rural businesses of limited scale within specified design standards. Multi-unit housing should be limited to

attached dwellings with densities equal to those of single family dwellings. Urban uses (such as schools, nursing homes, mobile home parks) which require municipal services, should be directed to urban portions of Hampden.

### B.3 SCENIC INVENTORY

One of the key elements to describing an area as scenic is visibility or access. Isolated scenic areas with limited access usually do not get mentioned in a scenic survey. For example, while brooks, streams, and ponds rate highly as scenic, it is only where they are visible by the public (close proximity to streets) that they become identified. Similarly, after the construction of Deer Hill Lane it was discovered that the panoramic view of the golf course from the road was an asset. Previously, the wooded hillside provided no access to the view. Streams, brooks, and ponds will be listed as potentially scenic areas although at this time there may be no specific means of public access. Attempts to enhance or preserve the visual quality of a stream may be too late after development takes place. Rather, such considerations should take place during the development review process. The second element in scenic areas is diversity. While open land rates well due to its visual openness, open land which is bordered by wooded areas provides greater visual interest. Endless open fields can prove of little scenic appeal while pockets of open land within wooded areas provide greater visual interest. The same is true for wooded areas; small stands of trees have a greater visual appeal than a vast forest.

Traditional farm architecture (e.g., barns, outbuildings, and fence lines) and domesticated farm animals all rate highly in visual appeal. Interestingly, the clutter of numerous buildings and farm equipment in various stages of repair does not adversely impact the rating of farm properties although outside of that farm setting such clutter rates negatively as a semi-junkyard.

Hampden does not have an updated scenic inventory. The town should undertake an inventory update that identifies the following scenic area types:

- Scenic Open Space - farm and open land
- Scenic Views - short and long range views and vistas
- Scenic Drives - roadway stretches which have scenic value
- Historic/Scenic Areas - scenic areas which have a historical element

### B.4 BRIEF HISTORY OF THE SETTLEMENT OF HAMPDEN

Hampden is an outstanding example of riverine settlement; a type which contradicts the conventional idea of the New England village by having its church and common located at the center, and its roads radiating from that center. Like all the towns of the Penobscot River Valley and other great river valleys of Maine, the settlement at Hampden arose out of the relationship of site and river, and occurred long before official surveys of the area gave secure legal title to the settlers' lots. The Upper Corner, the point at which the Souadabscook Stream passes through the littoral strip and discharges into a basin at the Penobscot River, was the district first settled because it was its best mill site. The Souadabscook is a busy stream and provided sufficient water power to attract entrepreneurs.

### *B.4.1 Mills*

The early construction of mills permitted the construction of finished houses, the visible documents of successful settlement, and the development of a shipping industry. Hampden soon spread beyond the intersection of Stream and River, making a ribbon of settlement to the north, up to what is now Bangor's southwesterly line, and to the south, to the border of Waldo county or Winterport's (then Frankfort's) northeast line. The inland portions of Hampden are linked by roads connected to neighboring towns, again in a ribbon-like, or strip development. These roads include Western Avenue (Route 9) and the Kennebec Road to Newburgh, the Coldbrook Road to Hermon, the Back Winterport and Monroe Roads forming inland north-south axes parallel to Route 1A, and the Main Road North and South (Route 1A) often called the River County Road. At the intersections of these roads there developed the other "centers" of the Town, or Corners, as most are still called (e.g., Lower Corner or Hampden Corner, Arey Corner, and Nealey Corner).

Mill sites of importance were developed on the Souadabscook and its harbor on the Penobscot River (the "Basin"), where the total water power available from a drop of 120 feet could be utilized; on the Penobscot shore below present Summer Street where Reeds Brook discharges; and in East Hampden on the Penobscot, at Turtle Head Cove, a basin like area where Turtle Head Brook, now called Sucker Brook, discharges. Except along the Souadabscook, the Hampden mills were tidal and soon diminished in importance as the mills on important water-powers such as Bangor, Eddington, Stillwater, Upper Stillwater, Bradley, Old Town, and Milford developed.

However, even in 1882, Hampden contained two paper mills and a grist mill on the Souadabscook (the site of its earlier grist mill), a steam mill at East Hampden, a carding mill, a manufacturer of pumps and blocks, two cooperage firms, five wheelwrights, one carriage maker, two boat builders, and one door, sash and blind establishment. As well as the mills, the shorelines of these industrialized locales were punctuated by wharves for transport vessels (agricultural as well as mill products) while passenger vessels docked at the Ferry way below Summer Street. This basic pattern of self-sufficiency, universal in American small towns, was erased by the consolidation of industry in the late nineteenth and early twentieth century.

### *B.4.2 Cemeteries and Public Buildings*

After the first permanent mills, residences, and commercial structures were erected, the municipal and social bodies of the new community began to turn to the laying out of permanent cemeteries and construction of public buildings for the new town. Only two known cemeteries date from the eighteenth century, the Old Burying Ground behind the Town Hall - I.O.O.F. Building and the Abisha Higgins Cemetery (private). The Baptist Church, (1834), now a Colonial Revival apartment house, the Methodist Church (1833); the Universalist Chapel (1828 – now Harmony House) and the Hampden Congregational Church (1835) are the earliest survivors of such structures. Harmony House and the Hampden Congregational Church are both listed on the National Register of Historic Places. Hampden Academy, also on the National Register of Historic Places, was rebuilt in 1843 after a fire. The Academy and an Italianate post office building also survive as public buildings. Such buildings were located in juxtaposition with residences and, in some cases, commercial establishments, near the Upper and Lower Corners. Modern

distinctions between commercial and residential districts or zoning, did not apply, and such buildings are as much documents of the town's development as are the houses which are their neighbors.

#### *B.4.4 Prominent Founders*

Despite setbacks during the Revolutionary War, the pattern of prosperous settlement with mills active in the Basin revived after 1783, and soon, a number of these early settlers, e.g., Benjamin Wheeler (first settler and founder of Hampden, then called "Wheelersborough," ca. 1772), Gen. John Crosby, Gen. Gabriel Johonot, Martin Kinsley (representative to the Massachusetts General Court and later U.S. Senator), Gen. Jedediah Herrick, Enoch Brown and John Godfrey, had established homesteads, farms, and businesses in the town. Significantly, Gen. Crosby imported the first piano to the Penobscot Valley in 1800, showing that such men did not go through an extended period of modest living and physical hard labor but quickly established themselves as gentlemen. Hampden was incorporated in 1794, with the first survey made by Ephraim Ballard in 1796; Park Holland's survey confirming its essentials dates from 1802. The Town's name was chosen to honor John Hampden, the "Great Commoner" and uncle of Oliver Cromwell, and evinces the community's strong parliamentary (i.e., republican) sympathies.

#### *B.4.5 The Rise of Bangor*

In the years between its post-Revolutionary resettlement and the end of the Embargo, Hampden was the most important town in terms of commerce and prosperous settlement in the Penobscot River Valley. The Battle of Hampden (September 14, 1814), essentially a rout leading to the occupation of Bangor, climaxed this chapter of the Town's history. Bangor began its meteoric development and Hampden adopted a stable, slow-growing, pattern, becoming effaced by the city on its northerly boundary, which had all the advantages of a large natural harbor at the terminus of two navigable rivers, just below an enormous timberland and the greatest water-powers on the Penobscot River.

Deed research has shown that a number of houses were built "on spec" for resale during the 1830's by builder architects and by entrepreneurs such as Jedediah Herrick and Dr. Allen Rogers. Two sheets of drawings from residential developments similar to those being laid out in Bangor indicate that some Hampden citizens had caught the fever of expansive growth. Significantly, these sheets date from 1835–36; after the Panic of 1837, the trend towards subdivisions is not attested by plans in the Penobscot County Courthouse until the early twentieth century.

#### *B.4.6 Important Houses*

Very few houses can be attached to their builder-architects among the relatively unspoiled and unaltered Federal houses of Hampden. One of the most significant is 89 Main Road North, shown by its deed to have been the house of the Town's founder, Benjamin Wheeler (his third; the first was a log house; his Federal cape is documented by an old photograph). By the time of its construction, circa 1802, Wheeler, who was trained as a carpenter, (from Durham, N.H.) would have been too well established as a mill owner to work with his hands. But it is possible, because of his training, that he designed it. In keeping with Gen. Crosby's importation of a piano in 1800, the house was called the Moody Benjamin Wheeler House at the built 1802 time of its conveyance in 1807 to Simeon Stetson by Wheeler's widow. This early use of a picturesque



name in the Penobscot River Valley is another important sign of the urbanity of Hampden in this era. Hampden's unusual early identity as a prosperous community of gentlemen created a dual character in the Town which persisted into the twentieth century. Although the first important houses date in the Federal period, some of the gentlemen settlers preferred the Colonial or Georgian style they were familiar with, and some early Federal houses speak as much in that idiom as in that of Federal style. Their old-fashioned character is seen chiefly in their frontispieces; the two best preserved examples are the Martin Kinsley House, 83 Main Road South (listed on the National Register of Historic Places) and the Elias Dudley House, 28 Dudley Street, which both lack sidelights and a broad transom of the evolved Federal style and display the tighter, more closed, pediment doorway of the earlier era. Advanced examples of the Federal design include the Benjamin Wheeler Kinsley House already mentioned, and the Simeon Stetson House, 86 Main Road North inspired by it, ca. 1812–16. (The original ell was the first house, and the stylish hip-front Federal house now on the site is the Stetson House in question.)

As in the Federal period, each successive style era displays the same dual Elias Dudley House personality, with some preferring familiar styles, and a few, usually leading men, having advanced tastes. The conservative tendency predominates for most the Town's history, in contrast to Bangor, where current style had a wide appeal.

A good example of this dual personality is the Daniel Smith House, 43 Summer Street, a clapboard Federal Cape Cod house which contains carefully executed delicately carved Federal trim that would have been in high style twenty years earlier, as well as an impressive central chimney built in the tradition of medieval (Gothic) chimneys. Being a little bit of a backwater meant that except in unusual circumstances, local mechanics who had learned by practice and observation from older examples were responsible for most building construction; such men were not necessarily reluctant to use new structural methods but simply may not have been familiar with them. Even in the Arad and Charity Pomroy House, 584 Main Road North, an exceptionally well designed temple-front Greek Revival Cape Cod house by a talented builder-architect, the preference was for Federal door and window trim for the most part, while all exterior detailing, and the chimney pieces throughout, are of current Greek Revival style based on prototypes familiar from Asher Benjamin's style books, but made resonant in proportion and styling by the ability of the architect. The decision to retain a significant amount of Federal style in the interior trim must therefore spring from Hampden's conservative character since it cannot be attributed to limitations in the builder.

Perhaps Hampden's finest example of mid-nineteenth century advanced design, an exception to the more generally conservation mode, is the John Crosby, Jr. House, 100 Main Road North (1849, completed in 1850's), and even this splendid house displays a reticence that partakes of the Town's over-riding conservatism.

This house has been attributed to Benjamin S. Deane because of its strong stylistic connection to a number of Deane's domestic John Crosby, Jr. House commissions, and because of equally strong circumstances; the Crosbys and Stetsons were connected by marriage (Elizabeth Kidder Stetson was John Jr.'s wife) and business ties; the Stetsons employed Deane to design their

business block in Bangor in 1845, he was the architect of the splendid George Stetson House (1847–48, 108 French Street, Bangor); and John Crosby III's Bangor house (277 State Street) was Deane's last identified domestic design. Furthermore, Col. Deane was a member of the socially prominent class to which the Stetsons belonged.

Built in front of Gen. John Crosby's Federal Cape Cod house, this transitional Greek Revival-Italianate mansion displays the proportions, plan and elements of Italianate style yet it masks this evolved taste by its conventional (albeit elaborately detailed) plastered Greek Revival exterior. This "masking" of evolved taste contrasts with the originality of the exterior of Deane's design for the George Stetson House (Bangor) of the same era, and must therefore spring from the temperament of the client and his setting. Significantly, the John Crosby, Jr. House displays a curved stair and railing of classical Greek Revival type, similar to that in Deane's elegant Joseph C. Stevens House (299 Union Street, Bangor, 1854). However, all window and door frames, interior shutters and paneled doors are Italianate in style. Advanced taste is also seen in the splendid architect-designed Gothic Revival-Italianate chimney pieces of the present library and master bedroom (marble and wood respectively), and in the mirrored imitation window in the library. (Because of this mirrored section of wall, the room was probably designed as a formal reception room or ballroom.)

Research on Hampden's social and material history is hampered by the lack of sources typical of a stable rural Town. Hampden had no newspaper and no city directories until this century, and since the Town did not number houses until the 1980's, even such directories cannot be trusted absolutely in regard to individual houses. Hampden's tax records for the first fifty-five years of the nineteenth century (nothing is earlier than 1806) are inadequate, with only a few widely spaced years having full inventories. (Simple lists in which real estate holdings are totaled are not helpful to the architectural historian pursuing the history of specific buildings.) Deed work is the only tool, and it too presents problems because of the Town's rural character. Many abstracts of wills and conveyances were unrecorded. Thus, although a few builder-architects surface as the probable architects of specific buildings, e.g., Christopher Morey, of his house and the Methodist Church (60 and 44 Kennebec Road), or Daniel Smith of 43 Summer Street, we have been unable so far to learn about these men or their careers. Without more information, we cannot find out who were the architect-builders of important buildings like the Simeon Stetson and Elias Dudley Houses. The situation improves in the twentieth century, as described below, but we are still prevented from making occasional attributions by the lack of newspapers and ancillary municipal records.

#### *B.4.7 Trolley and the Commuter Age*

A number of things connected with transportation affected Hampden's development beginning in the latter part of the nineteenth century. First came the construction of a trolley system (beginning in 1889) which soon linked Bangor and Winterport in one direction and Bangor and Old Town another. This development eventually made daily commuting possible for those without a horse and carriage or motorcar. The advent of the affordable automobile made Hampden even more accessible, and it became a potential home for people who worked in Bangor. As certain Bangor neighborhoods deteriorated and were subjected to pressure from

business and traffic, moving to East Hampden became a desirable solution for both the working class and more affluent families.

A number of the more pretentious houses in the Hardy Hill District by known architects were in fact built for families who had previously lived in fine houses near or on Upper Main Street and Summer Street in Bangor. When Victor Hodgins, Ellsworth C. Hodgins and Ernest Lisherness came to Hampden during the first decade of the twentieth century it led to the construction of some architect-designed houses of considerable merit, e.g., the E.C. Hodgins-Congregational Parsonage House, the Robert Lyle Hodgins Bungalow and the Victor Hodgins House. Wilfred E. Mansur, C. Parker Crowell, George I Mansur and Frederick A. Patterson have also been identified as contributors to the "suburbanized" stretch of the Main Road North on Hardy Hill in East Hampden in a Victor Hodgins House pattern of one-upmanship among owners in regard to architect-designed houses. A handful of other superior bungalows elsewhere are also probably by Victor Hodgins. This was the era in which Colonial Revival subdivisions flourished nationwide and in Bangor, and the styles found in such subdivisions made their way into the new residences being built on outparcels between older houses, many of them farmhouses, on the Main Road (North and South).

The Shingle Style, bungalow, Craftsman and Colonial Revival styles in various blends, are all represented in this district. For some reason, the Queen Anne, except as an influence upon the Shingle Style or the Colonial Revival, was not favored in Hampden. A small number of Queen Anne houses were built, mostly on lots in the center of town, but two more pretentious examples were located to take advantage of proximity to the Penobscot River; 59 Summer Street and 311 Main Road South.

The trolley line also encouraged the recreational use of Hampden's rural setting. A number of private clubs appear as legal entities with interests in property on the east side of the River County Road. The Canoe Club House (1901) by Wales and Holt, architects of Boston, was the best known of these in Hampden. It has now been completely remodeled as a private residence and is only notable for its historic associations, no longer as an architectural document. Riverside Park (1898), a typical early twentieth century amusement park, which was developed by the Bangor, Hampden & Winterport Electric Railway (the operators of the trolley), was the most visible result of the transformation of Hampden into a recreational destination.

#### *B.4.8 Post-WWII Suburbanization*

Following World War II, the trolley line was discontinued, but by then, most families had a car. The "suburbanization" of Hampden's streetscape continued with many outparcels between existing houses sold. On them were built ranches, capes, cottages with Craftsman overtones, and still more Colonial Revival houses. Some multi-family and trailer park developments make part of this story. Because of this pattern of gradual development—the cessation of agriculture and the construction of housing between existing houses—Hampden's historic residential districts usually combine houses of earlier and later periods and are rarely homogenous in style. Small streets perpendicular to the Main Road North and the Old County Road, once lanes running beside farm parcels, received numerous small houses. Subdivision development became

a major force in Hampden, eventually moving in the 1980's into agricultural areas off the Main Road, Western Avenue and the Kennebec Road, and in West Hampden. The number of active farms has declined steadily throughout the years since World War I.

The expansion of development into the remaining empty spaces in the Town center, on the Main Road, and into much agricultural land has completed Hampden's transformation into a "bedroom community" for Bangor and even for Orono, the location of the University of Maine. Despite this transformation and the pressure it has put on the Town's schools and municipal services, Hampden retains much of its old sense of neighborhood and known relationships, with doors still left unlocked, and families who have known each other through generations still active in its institutions.

#### B.5 PREHISTORIC ARCHAEOLOGY

Known archaeological sites and sensitive areas are shown on the Archaeological Resources Map. There are six known prehistoric archaeology sites in Hampden. One is located on the banks of the Penobscot River and four on Souadabscook Stream. A preliminary-level survey, involving the compilation of data on areas of high probability for encountering archaeological sites, was completed for Hampden through a grant from the Maine Historic Preservation Commission in the early 1990's.

##### *B.5.1 Prehistoric Archaeology Survey*

The geographical area considered in the survey included the Kennebec Road to the Newburgh Town line, Route 202 and Western Avenue to Newburgh line from boundary of previous survey; also Shaw Hill, Miller, North County and Fowler Roads (includes Lake View cemetery). Coldbrook Road between Routes 1A and 202. Old County Road and Carver Road, Riverview Road, Marion Drive, Murphy Lane, Schoolhouse and Kelly Lane. Penobscot River corridor and mouth of intersection streams and possibly shorefront areas on local ponds. (MHPC Grant Application, Hampden Historic Preservation Commission)

Activities conducted included:

- Research of archaeological site survey records at the Maine Historic Preservation Commission in Augusta for data on known sites within the boundaries of Hampden or in adjacent areas;
- Development of a list of criteria for site location that may be useful for predicting areas of high probability for encountering sites; and
- Limited field inspection of high probability areas.

Three areas were selected as high probability areas for prehistoric archaeological sites:

- The banks of Souadabscook Stream, particularly at its confluence with the Penobscot River;
- The mouth of Reeds Brook at its confluence with the Penobscot River; and
- The entire west bank of the Penobscot River within the town limits of Hampden and the geographical boundaries of this survey (described above) excluding the two areas

listed above as high probability areas.

Survey work entailed a walkover of the bank at the mouths of Souadabscook Stream and Reeds Brook. In each case, the bank and shore were inspected for cultural material eroded from the bank. Results of foot survey are described here by location.

**Souadabscook Stream.** One pre-historic object was found on the north bank of Souadabscook Stream. The artifact is not diagnostic of any time period within the archaeological record and can only be assigned to the general prehistoric period.

The south bank of the stream may have had high prehistoric site potential, but long-term and significant historic development has probably severely impacted any sites that may have been there.

**Squaw Point.** Squaw Point is the local name for the point just north of Reeds Brook at its confluence with the Penobscot River. Per the Hampden Historical Society, it is spot where the Penobscot Indians came to sell baskets during the nineteenth century, and was a picnic area for local people. No prehistoric artifacts were found during surface inspection of the bank and shore.

Aside from the two areas discussed above, the banks of the Penobscot River within the boundaries of the survey are high and very steep and the shore is characterized by steep ledges and therefore probably of low potential for prehistoric occupation.

**Turtle Head.** This area has been heavily impacted by development and no further work is recommended there.

#### *B.5.2 Other Potential Prehistoric Archaeological Sites*

There are a few areas within the town limits but outside the geographical scope of the survey that may have potential for prehistoric archaeological sites because they possess one or more of the criteria for site sensitivity. These should be considered sensitive areas for prehistoric archaeological sites and include:

- Hammond and Patton Ponds and the streams that feed out from them;
- Upstream from the mouth of Souadabscook Stream; and
- Gravel pits within the Town of Hampden and near a stream, brook, pond, or marsh.

#### B.6 HISTORIC ARCHAEOLOGY

Beginning in the early 16th century, European explorers ventured up the Penobscot River, some to the limits of navigation in Bangor. Following these initial voyages, it was not until the 1620s that attempts to establish European settlements on the Penobscot River were undertaken. In 1629, the Plymouth Colony constructed a trading post in Castine, which they operated until 1635. Following the Treaty of Breda, the French seized the Plymouth post and constructed major

fortification, Fort Pentagoet (1635-1674). During most of the seventeenth century the Penobscot remained under French control and was an integral part of Acadia. In conjunction with Fort Pentagoet, several subsidiary posts were established further upriver, including Negue, a trading post, which was located above the falls in Veazie. Despite this activity, there is no indication of any seventeenth century European attempt to settle in Hampden. (Faulkner and Faulkner, The French at Pentagoet 1635-1674, 1987: 14-29.)

Although Europeans did not establish settlements in Hampden, the Native American population of the Penobscot drainage had particular interest in this area. A seventeenth century map produced during the Dominion of New England period (1685-1689) indicates that the Souadabscook Stream served as the major transportation route between the Penobscot River and the Kennebec River. The portion of the route in Hampden includes the Souadabscook Stream, Hammond Pond and Hermon Pond. As this system served as a major canoe route from one drainage to the other, it would be anticipated that contact sites would be associated with this system.

Other potential sites are identified by Fannie Hardy Eckstorm in her Indian Place Names of the Penobscot Valley and the Maine Coast, p.6-7. She discussed three locations in town that Native Peoples had specifically named: Eda'la-wi'kekhad'imuk or Wanagames'wak Eda'la-wikhegee'dit (Hampden Narrows); Sawad-apsk'-ek (the Souadabscook Stream); and Tolb-untb-es'sek (Turtle Head, the high glacial sandbank in East Hampden).

Turtle Head has been extensively altered by gravel pits and recent development. The shorefront about the mouth of the Souadabscook Stream has somewhat greater potential for contact period sites despite alteration of the shorefront in this area also. A brief walkover along the shore abutting Short Wharf Road yielded evidence of prehistoric use of this area.

#### *B.6.1 18th Century*

The Indian Wars (1676-1713) severely disrupted colonial settlement in Maine. At the conclusion of the wars, Acadia, including the Penobscot River, was ceded by France to England. Yet, it was not until the construction of Fort Pownall (Fort Point, Stockton Springs) in 1759, that British settlers began to filter up the Penobscot River.

Hampden's first colonial settler, Benjamin Wheeler, came in 1767 and settled at the mouth of the Souadabscook. Wheeler is listed along with other early settlers in a report sent to General Knox by Jonathan Stone, who surveyed the region in 1786.

Stone lists the following Hampden pioneers: Richard Cary [Carey], Samuel Cary [Carey], Simeon Gorton, Amos Dole [Doane], John Emery, Abner Crosby, Joshua Pomroy, Sanborn Blaisdell, Benjamin Wheeler, Goodwin [Goodin] Grant, Elisha Grant, Elihu Hewes, John Crosby, [Freeman] Knowles, [Israel] Hopkins, Simon Smith, Nathan Myrick, Col. Newcomb, James Philbrooks, Jesse Harding, Jonathan Philbrooks, Arch Harding, Nathaniel Harding, Abisha Higgins, Joshua Hardin [Harden], and Daniel Tibbits. These individuals were all "on settlements improved by themselves or others before the commencement of the late [Revolutionary] war."

During the Revolutionary War, Hampden's settlers abandoned their homesteads. According to historian William D. Williamson, settlers fled to the towns of Woolwich and Falmouth in 1779 to escape British raids up the Penobscot. In 1783, most of these individuals returned to Hampden and "resumed the settlement of the place." (The History of the State of Maine, 1832: 556).

From 1774 to 1794, the Town was variously referred to as Wheelersborough, Wheeler's Mills or Souadabscook Plantation. In 1794, the plantation was incorporated as the Town of Hampden. Between 1783 and 1796, settlement of the Town proceeded rapidly and by 1796, when Ephraim Ballard surveyed the township, there were few areas in the township that had not been claimed. (Historical Sketches of Hampden, Maine 1767-1976, 1976: 5-9.)

Associated with this period are four maps: the des Barres map drafted prior to 1778, depicts eight structures in Hampden; the Jonathan Stone Plan of 1786 notes the location of Wheeler's Mill; a map of the "Town of Hampden" (1795), also notes Wheeler's Mill; and Ephraim Ballard's "Plan of Hampden" (1796) shows the distribution of lots within the Town. As there was a great deal of land speculation, it is not clear which of the parcels represented on the Ballard plan were improved and which were not.

#### *B.6.2 Areas of High Probability for Encountering Eighteenth Century Archaeological Sites*

Several extant 18th century structures in Hampden have been identified by Deborah Thompson in her "Hampden Historical Structures Inventory." Thompson's data, historical documentation and early maps utilized in this survey indicate that Hampden's eighteenth century sites were located along the Penobscot River from the Town line of Bangor to the Town line of Winterport and along the Souadabscook Stream and in the vicinity of Reeds Brook. The Penobscot's banks are especially steep in Hampden. Consequently, most of the Town's houses were not constructed near the River, but were associated with local road systems which correspond to the present day Route 1A, Old County Road, the Kennebec Road and Route 9. Somewhat easier access from the Penobscot River can be found in the vicinity of Dudley Street, Elm Street, Summer Street, Cottage Street and Ferry Street-areas where wharves were constructed.

Later use of land for gravel pits (indicated on USGS Topographic Maps) and construction has undoubtedly eradicated archaeological sites, particularly on Turtle Head, High Head and along certain areas of the Souadabscook. Some specific sites, which warrant further investigation, are listed below:

**Benjamin Wheeler Homestead and Grist Mill.** Prior to the Revolution, Benjamin Wheeler constructed a grist mill near the junction of the Penobscot River and the Souadabscook Stream. This first mill was apparently destroyed or abandoned when the stream changed its course, leaving the mill and an adjoining ledge high and dry. Sometime before 1786, a new grist mill and saw mill were constructed further up the stream on "the Basin." According to one of Wheeler's descendants, Fannie Hardy Eckstorm, the original homestead was a "log hut," located "where the house owned by Mr. Dunham now stands." (Bangor Daily Commercial, April 23, 1910.)

**Town Hall (1797-present) 1A.** The first meeting house's construction was completed in 1797 and the area in back of the structure was set aside as a "burying place," although this area had been used as a cemetery since 1779. The original meeting house was 55' long, 40' wide and 21.5' tall. This structure was replaced in 1872 by a new Town Hall and the "old house and granite" were sold. It is unclear what archaeological potential this site has, due to subsequent construction. (Historical Sketches of Hampden, Maine 1767-1976, 1976: 12-13; 28; 32.)

**Shipyard.** In 1783, the Dispatch was built in Hampden for John Crosby. This ship was the first vessel constructed in Hampden and at least four others were built there before 1800. Hampden's earliest shipyard was apparently located at the end of Elm Street East near Long Wharf. (Historical Sketches of Hampden, Maine 1767-1976, 1976: 69.)

**Wharves.** Although no specific information was found pertaining to eighteenth century wharves, several wharves, located at the mouth of the Souadabscook and at the mouth of Reed's Brook, are shown on nineteenth century maps. It is likely that these structures, particularly Long Wharf, were originally constructed in this period.

**Penobscot Expedition.** Another potential site for this period is associated with the Penobscot Expedition. In 1779, two American ships, the Vengeance, a vessel of 24 guns, and the General Putnam, a vessel of 22 guns, were destroyed by their crews in the river opposite Hampden. (History of Penobscot County Maine, 1882: 37.)

### *B.6.3 19th Century*

The nineteenth century development of Hampden is well-documented through historical records and maps. In addition, numerous early nineteenth century structures have been inventoried by Deborah Thompson in her "Hampden Historical Structures Inventory."

Of particular interest to this survey were three detailed maps of Hampden. The first, a plan dating to 1842 focuses on the property boundaries within the Town, while the other two indicate the location of structures and their owner's names in 1859 and in 1875. The 1859 and 1875 map chronicle residential, commercial and industrial growth within the community.

### *B.6.4 Areas of High Probability for Encountering Nineteenth Century Archaeological Sites*

Nineteenth century sites are scattered throughout Hampden, although, subsequent commercial development in East Hampden and along Route 1A has destroyed some sites. Gravel pits have undoubtedly destroyed others. Below are some specific sites which warrant further investigation:

**Crosby Warehouse (1807-1915) Corner of Elm Street and 1A.** This brick 3-story structure constructed in 1807 served as the warehouse for the Crosby family's mercantile enterprises. During the War of 1812, British forces camped there after the Battle of Hampden (1814). Prominent citizens were held as hostages in the warehouse when the British sailed up river to Bangor. In later years, the structure was used as a shoe factory, a store, and finally as a



garage. In 1915, it burned and then was demolished by the Town. No subsequent development of the property has occurred. This site warrants testing as it was the center of early commercial activity in Hampden. (Historical Sketches of Hampden, Maine 1767-1976, 1976: 85.)

**Crosby Pier or Long Wharf.** This wharf is located at the end of Elm Street on the Souadabscook Stream. John Crosby was one of the early settlers of Hampden (c. 1771). For his trading activities with Europe and the West Indies, he constructed a wharf at the foot of Elm Street. The wharf was apparently constructed in the late 18th century and during the Battle of Hampden in 1814, two batteries were set up on it. In addition, the US Adams was blown up in the vicinity of the wharf by Captain Morris in 1814 (ME 188-001). (The Journals of John Edwards Godfrey 1863-1869: 114.)

**Short Wharf.** The 1859 map of this area also locates a wharf on the opposite bank of the Souadabscook which apparently was associated with a nearby grist mill and a saw mill. This wharf does not appear on the 1875 map.

**Steamboat Wharf and Thomas Wharf at the end of Ferry Street on the Penobscot** In 1833, a group of Boston merchants established the Boston and Bangor Steamship Company (Historical Sketches of Hampden, Maine (1976: 76-79)). Prior to 1859, Steamboat Wharf was constructed, at the end of Ferry Street, to provide a landing for the steamships in Hampden. Two smaller wharves are shown on either side of Steamboat Wharf in the 1859 map. In the 1875 plan, two wharves remain—Steamboat Wharf and Thomas Wharf. Activity in this area of Hampden's waterfront appears to have been greater in 1859 than in 1875.

**Rogers Wharf (Reeds Brook).** Rogers Wharf was constructed at the mouth of Reeds Brook, prior to 1859. The wharf is also depicted on the 1875 map along with Arey's Wharf, which was located somewhat further down the Penobscot.

**Shipyards.** Between 1783 and 1871, at least 83 ships are listed as having been built in Hampden. Two shipyards are shown on the 1859 map: one in the vicinity of Reeds Brook and the other, Tewekesbury Steamship Bangor Shipyard, in East Hampden. No shipyards are noted on the 1875 plan. (Historical Sketches of Hampden, Maine 1767-1976, 1976: 6974.) Extensive waterfront development in East Hampden has most certainly caused extensive disturbance of Tewekesbury Shipyard. Of the two shipyards, Reeds Brook shipyard has greater archaeological potential.

**Mills.** Mills in Hampden included water-powered mills associated with the Souadabscook Stream and steam-powered mills which were located near the Penobscot River. It should be noted that there were several mills in East Hampden at Turtle Head, including the Roberts Steam Mill and its successor, the Sterns Lumber Company. Subsequent development of Turtle Head has significantly disturbed these sites. A discussion of sites with greater archaeological potential follows.

**Souadabscook Stream Mouth.** The area of heaviest concentration of mills was at the mouth of the Souadabscook. Following Benjamin Wheeler's early ventures, others constructed mills in this area. In 1859, two saw mills and a grist mill are noted. In 1875, Crosby and Dudley families owned two grist mills and a carding mill.

**Paper Mills.** Hampden's paper mills were located above the bridge built from Elm Street West across the Souadabscook. (Historical Sketches of Hampden, Maine 1767-1976, 1976: 85-86.) The first paper mill in Hampden was constructed by Benjamin Crosby and Charles Willey in 1835. In 1859, the mill is shown along with a boarding house, which was located on the other side of the stream. In 1875, only J. and B. Crosby and Co. Paper Mill is shown. In addition to the J. and B. Crosby mill, there was also a second paper mill, Crosby, Holt & Company operating in 1882. These two mills were said to have produced 5000 pounds of book paper and newsprint per day. (History of Penobscot County, 1882: 373-374.)

Several small saw mills were located further up the Souadabscook and on its West Branch. These include Manning Mill, Emerson Saw and Shingle Mill (shown on 1875 map), Godell's Mill (shown on 1859 map) and many others that were noted, but not specifically named.

**Astes and Whittier Foundry.** Founded about 1840, this foundry was apparently the first in Maine to produce cast-iron stoves-the Hampden "Three Boiler Stove." Located above the Crosby and Willey Paper Mill, it was abandoned (c. 1850) when its lease on water privileges ran out and could not be renewed.

**Penobscot River.** Preliminary plans (c. 1835) for a steam mill, located at the foot of the road to the shore and Ferry Way, are on file in the Penobscot County Commissioners', Planbook 1, p. 98. This mill is not shown on either the 1859 or 1875 plan of Hampden.

**T.R. Wasgatt Jr. Steam Mill.** This mill was located near the foot of Cottage Street and was shown on the 1875 plan of Hampden.

**Silver Mines (1880).** Hampden's silver mines are well documented in the Maine Mining Journal (1880) and by information in the Hampden Historical Society's files, under "Mines" and "Silver Mines." A great deal of speculative activity was associated with these mining ventures. In 1880, the capital stock of the Consolidated Hampden Silver Mining Company was valued at \$1,000,000. Records indicate sporadic mining at each of these sites, in some cases, continuing into the 20th century. Remnants of mining-shafts filled with water and rusted equipment--are said to still mark these sites. These areas were not examined in the field.

**Silver Drift Mine.** Located on the West Branch of the Souadabscook near Manning Mill.

**Lawrence Silver Mine.** Located on the Thayer Place on Route 9.

**Fowler (Norembega) Silver Mine.** Located on the property of Lyman Fowler. This mine was featured in an article in the Bangor Daily Commercial (February 17, 1952). Shafts and

equipment were still visible at that time.

**Consolidated Hampden Silver Mine (Hampden Silver Mine and Dunton Mine).** At least seven distinct shafts were opened on the Dunton property, one of which reached over 200 feet.

**Shipwrecks.** There are five known shipwreck sites in Hampden. The “Adams” is a schooner that dates from 1814; the “Kiowa” is a gas screw; and the “Decateur” and the “Kutsoff” are unknown types and date from 1814. There is also a coal barge of unknown origin that has been identified.

#### B.7 HISTORIC PRESERVATION EFFORTS

Since 1989, with the adoption of a local Historic Preservation Ordinance and establishment of a Historic Preservation Commission, ongoing historic resources inventories have evaluated well over 800 structures 50 years old or older. Hampden's Ordinance qualified the Town for Certified Local Government status which makes available additional funds from the National Park Service. Hampden has done reconnaissance level archaeological investigations as well. The Town has long been served by the Hampden Historical Society located in the Martin Kinsley House on Main Road South.

Hampden has been extremely fortunate in receiving a series of survey grants, from entities including the Maine Historic Preservation Commission and the National Park Service, to develop an inventory of the historic structures in Hampden. This inventory is an invaluable tool used to evaluate the historic value of existing structures in Hampden.

The existing Historic Preservation Ordinance establishes the Historic Preservation Commission and its duties. The Ordinance establishes the procedures for adding structures or districts (groups of structures) to the list of those elements protected by the Ordinance. Finally, the Ordinance outlines procedures for review (Certificate of Appropriateness) by the Commission when a listed structure is proposed for alteration or demolition.

The Historic Preservation Ordinance establishes guidelines for the designation of properties, districts, and landmarks. It is the intent of the ordinance to discourage inappropriate alterations of those resources, which would detract from their historic value, and to protect them from possible demolition.

Since the adoption of the first district, there has been discussion of incorporating certain land use benefits with the historic designation. Since many historic structures are large buildings with costly maintenance requirements, flexibility in use may provide additional financial benefits to offset those costs.

At the time of this plan, there is one district established, the Upper Corners District. The District is located along Main Road North, from the intersection of Western Avenue, north to the

Souadabscook Stream. The Historic Resources Map shows the location of the district and the structures listed on the National Historic Register of Historic Places.

#### B.8 HISTORIC PRESERVATION PLAN

Historic preservation has multiple values to the community. Most of these structures represent exquisite examples of period architecture which have a high market value. The clusters of historic buildings provide a strong and stable neighborhood influence. The historic structures provide a living history and educational workshop for Hampden students.

This comprehensive plan should set forth goals and strategies that:

- Preserve and maintain sites and structures that serve as significant visible reminders of Hampden's social and architectural history.
- Contribute to the economic development and vitality of Hampden neighborhoods.
- Preserve and enhance the character and livability of Hampden's neighborhoods and strengthen civic pride in the community.
- Integrate historic preservation into Hampden's overall planning program.

The two most noteworthy areas of significant historic value in the development of Hampden are the upper and lower corners. Coincidentally, these two historic corners are at most risk from significant alteration or impact. Both primary cross roads are impacted by heavy traffic flows, which often lead to widening. Further, both these areas fall within Business Districts subject to demolition and reconstruction of more modern highway service uses. The former homestead of Hannibal Hamlin was razed and the site converted to a gasoline service station in the late 1950's. Presently, the Upper Corner falls into the protected status as a historic district under the provisions of the Historic Preservation Ordinance. Adjacent areas of Western Avenue fall within the Village Commercial District which does regulate, to some extent, exterior appearance. Other structures which warrant local and even national attention and protection from inappropriate alterations are shown on the Historic Resources Map.

## C. POPULATION

One of the most important factors in a comprehensive plan is the population of the town and how that population may change in the future. Changes in population can affect many aspects of the community. More children in the school system may necessitate a school construction project; more families may require additional housing units or expansion of infrastructure such as sewer and water to accommodate the additional housing; more retirement aged individuals may increase demand for public services.

The best source for population statistics comes from the U.S. Census. Besides the U.S Census information, various agencies of the State of Maine also collect, analyze, and project population conditions and trends for municipalities throughout the state. Census information is considered to be the base for the assessment of all population trends and projections.

Hampden's past, present and future projected population trends are important to consider in planning for the town's future. The intent of this section is to analyze selected demographic characteristics of Hampden's year-round population to provide a better understanding of the people that live within the community and a basis for understanding and implementing any future growth management decisions. An important goal of a comprehensive plan is to provide for a productive healthy relationship between the current and future population and the important community resources that they rely upon.

Hampden's population has shown continuous growth over the past several decades. Hampden's growth rate has been higher than that of most nearby communities and the State, while considerably higher than Penobscot County as a whole. The pattern for household formation has shown similar continuous growth, while household size has followed the national and regional trends of decline. Income levels in Hampden are higher than in many surrounding communities - and the County as a whole - and poverty levels are lower.

Population and demographic patterns directly affect nearly every other topic addressed in this plan. In particular, they impact housing demand and the Town's ability to provide adequate and appropriate municipal services. For example, the need for such services as roads, schools, recreation areas, etc. relates directly to population change. Population variations and patterns have also impacted, and been impacted by, the history and economy of the Town.

### C.1 TOTAL POPULATION AND GROWTH RATES

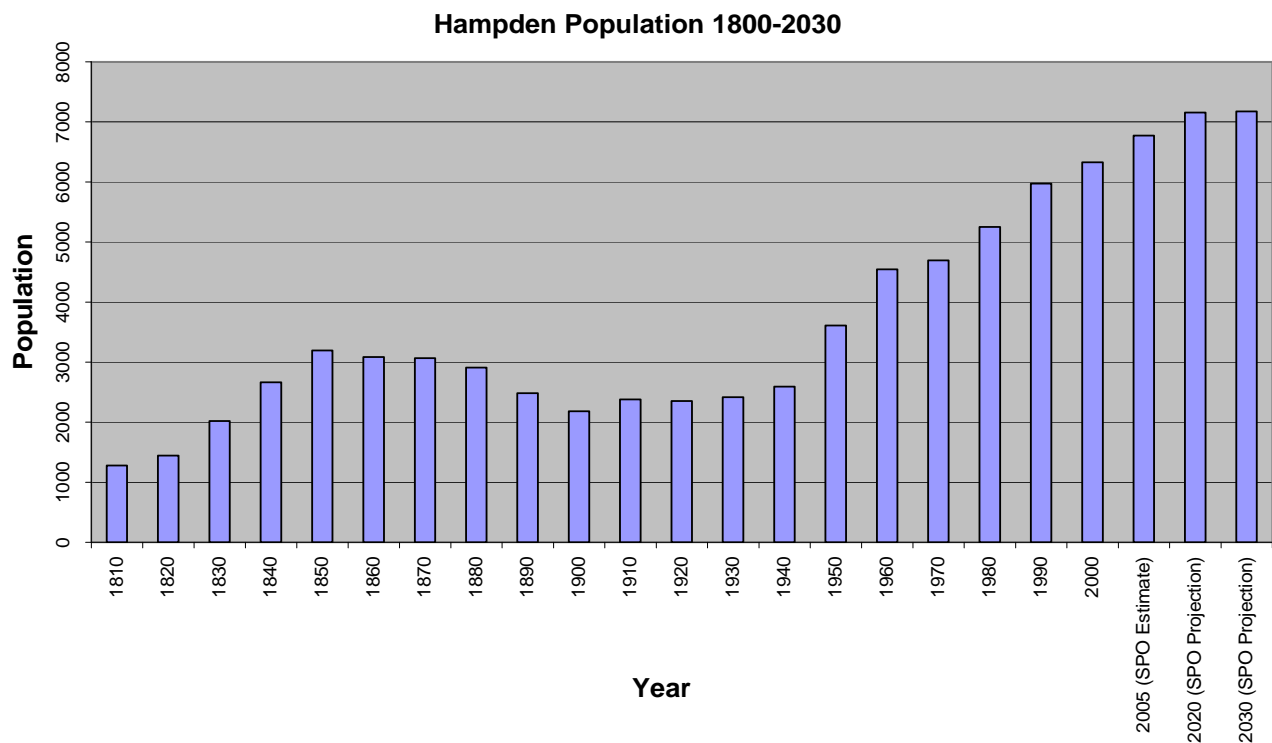
In the 1850's, the Town of Hampden had over three thousand residents. Population during the second half of the 19th century dropped off where it actually declined from 1850 towards the turn of the century, when it leveled off at around 2,300 people. The population began to slowly rebound in the decades prior to World War II and has continued its growth since the end of the War. Hampden's recent history (1940 - 2000) has been one of fairly rapid growth, in excess of 10% averaged over the last five decades. 1940 to 1950 was the decade with the greatest increase of 39%.

Table C-1. HISTORICAL POPULATION GROWTH								
Hampden			Penobscot County			State of Maine		
Year	Population	Growth Rate	Year	Population	Growth Rate	Year	Population	Growth Rate
1800	904	-	1800	-	-	1800	151,719	-
1810	1279	41.5%	1810	-	-	1810	228,705	51%
1820	1443	12.8%	1820	13870	-	1820	298,335	30%
1830	2020	40.0%	1830	31530	127.3%	1830	399,455	34%
1840	2663	31.8%	1840	45705	45.0%	1840	501,793	26%
1850	3195	20.0%	1850	63089	38.0%	1850	583,169	16%
1860	3085	-3.4%	1860	72731	15.3%	1860	628,279	8%
1870	3068	-0.6%	1870	75150	3.3%	1870	626,915	-.22%
1880	2911	-5.1%	1880	70476	-6.2%	1880	648,936	4%
1890	2484	-14.7%	1890	72865	3.4%	1890	661,086	2%
1900	2182	-12.2%	1900	76246	4.6%	1900	694,466	5%
1910	2380	9.1%	1910	85285	11.9%	1910	742,371	7%
1920	2352	-1.2%	1920	87684	2.8%	1920	768,014	3%
1930	2417	2.8%	1930	92379	5.4%	1930	797,423	4%
1940	2591	7.2%	1940	97104	5.1%	1940	847,226	6%
1950	3608	39.3%	1950	108198	11.4%	1950	913,774	8%
1960	4545	26.0%	1960	126346	16.8%	1960	969,265	6%
1970	4693	3.3%	1970	125393	-0.8%	1970	992,048	2%
1980	5250	11.9%	1980	137015	9.3%	1980	1,125,043	13%
1990	5974	13.8%	1990	146601	7.0%	1990	1,227,928	9%
2000	6327	5.9%	2000	144919	-1.1%	2000	1,274,923	4%
2005 (SPO Estimate)	6661	5.3%	2005 (SPO Estimate)	147481	1.8%	2005 (Census Estimate)	1,283,673	1%

Source: Fogler Library Maine Census Data – <http://www.library.umaine.edu/census/townsearch.asp> and U.S. Census (Percents Rounded)

It was not until after World War II that the suburbanization of Hampden occurred. Hampden, adjacent to Bangor, but still relatively undeveloped, became the popular choice for those looking

to build a home and raise a family in a less urban environment. In the 1960's, this rapid, unplanned growth generated a recognition of the need for the development of a comprehensive plan (1963) and the adoption of land use regulations. With a population of 4,545 and a projected doubling in next 40 years, the 1963 comprehensive plan laid out an ambitious program of infrastructure improvements to support and control the growing suburbanized portion of Hampden. These regulatory controls had had slowed the rate of growth significantly, the growth rate was only 2.4 percent from 1961-1970. The 1970's housing boom jumped the growth rate to 11.8 percent. Hampden, in 1990, had a population of just less than 6,000, and continued to grow to 6,327 for the 2000 Census and has an SPO estimated population of 6,773 for 2005. Regulations controlled growth through the 90's where Hampden maintained suburban growth as housing demands continued to increase, yet growth patterns across the state, especially Penobscot County seemed to be slowing quite significantly.



Source: U.S. Census and SPO

Hampden is located next to Penobscot County's major service center; Bangor. Like many service centers in the state, Bangor has experienced rates of population decline but has begun to maintain its decline and is currently leveling off. Communities around Bangor however, are experiencing a dramatic increase in population, as primary residences, seasonal, recreational or occasional use housing increases, as with other areas in the state.

Reductions in employment opportunities region-wide have also occurred in the recent decades. With the closing of paper mills in Millinocket and Old Town, shoe factories in Dexter and Milo as well as the closing of Military facilities throughout the State, Mainers are being forced to relocate

to find work, and many professionals seeking employment have chosen the suburbs of Bangor, for its rural and suburban nature and growing opportunities.

This Plan recognizes that the population growth rate in the future may fluctuate, and the current level of growth may not continue

## C.2 MIGRATION ANALYSIS

Maine's population is "on the move". The Maine State Planning Office (SPO) reports that, on average, 40 percent of the State's residents move at least once during a five-year period. With the housing boom throughout Maine, Hampden has felt the effects of increased housing starts and sales from persons within the community building new homes within the community and selling off their current home to "outsiders" or new residents.

Analysis of birth and death statistics for a town indicates whether or not its population is changing as a result of natural increase. When this information is compiled for a decade and compared with the results of the census, it can be determined whether the population change is a result of a natural change or the product of in or out migration. The information below was determined based on the net migration formula, utilizing data from the town for the years 1990 and 2000.

Net migration is the difference between the number of people moving into and out of a community. From 1930 to 1950, 75% of Hampden's population growth was attributable to net migration into the community. More recently, natural increase is playing an increasingly significant role. As indicated above, net migration is simply defined as the number of people that a community has gained or lost after factoring out the actual number of births and deaths. From 1990 to 2000, Hampden's net-migration was an increase of 863 persons or 13.64 % increase in population, as illustrated in the following table.

	<b>Population</b>		<b>Inter-censal</b>		<b>Net Migration</b>	
	2000	1990	Births	Deaths	Persons	Percent
<b>Hampden</b>	6,327	5,794	737	407	863	13.64%
<b>Penobscot County</b>	144,919	146,601	16,436	12,760	-5,358	-3.70%
<b>State of Maine</b>	1,274,923	1,227,928	148,158	116,087	14,924	1.17%

Source: U.S. Census Bureau, State of Maine

$Net\ Migration = 2000\ Population - (1990\ Population + (Intercensal\ Births - Intercensal\ Deaths))$

A large portion of the influx in population for the Town of Hampden has been incoming new residents. The Town recognizes the potential for increased participation in local government and programs, but also recognizes the potential demand upon town roads, facilities and services. As the town moves forward to further understand its population, the opportunities exist where the community can embrace its growth if understood and properly maintained.



### C.3 POPULATION BY AGE GROUP

Demographic changes affect many aspects of a community's economy and overall well-being. They result in changes in income, consumer expenditures, the labor force, demand for education, demand for human resources, and state revenues and local expenditures. Although the youth population in the United States has increased over the last 15 years, Hampden's population of under-18 year olds is decreasing.

As fewer couples are having children and many young people (20-34 year olds) are motivated to move to areas with greater career or social opportunities. However, it appears that a majority of Hampden's population growth is among middle aged families and professionals (45-54) or seeking or returning to a comfortable rural setting to build a home and raise a family, yet remain close enough to an urbanized area for cultural and social amenities. Peak earning years for workers occur between the ages of 45 and 64, making it very important economically for a community to maintain this population segment. Hampden's 45 to 64 year old population increased during the past decade and is projected to grow through 2017.

The senior population in Maine as a whole has grown rapidly and is projected to continue increasing, causing communities to shift the focus of special services and public support to meet the needs of the elderly, which is quite challenging in rural communities where services are not always readily available. As Hampden's population continues to age, the community should consider using its existing resources to meet the evolving needs of the community. Hampden's 65-79 and 80+ year old population increased during the 1990s and into 2000, as the "baby-boomer" generation is entering retirement and seniors relocate in close proximity to their extended families, increased demand for services is expected. As the senior population increased across the community and the region, increases in such services as affordable housing, elderly services are going to affect the balance of services currently provided to the community.

The following 1980, 1990 and 2000 statistics in Tables C-3 and C-4 give a comparative breakdown by age group for the town of Hampden (Table C-3) and Penobscot County and The State of Maine (Table C-4). In comparing recent changes in Hampden's age distribution between the 1990 and 2000 Census several changes in Table C-3 are noteworthy. The number of children (ages 0-9) has decreased by 82, while the number of children between the ages of 10 and 19 increased by 101. During that period, the percentage of the population of school aged children (5-19) has increased 7.54%, an increase of 114 people. This change shows a spike in middle and high school age population as children of the 90's are now moving on in school. However, it appears that fewer people in their 20's and early 30's are staying in, or moving to, Hampden, and this is being reflected by a decrease in young children (0-4) in the community, a decrease of 52 children.

Adults between the ages of 25 and 44 are in their prime child rearing years and are a strong demographic for buying a "move up" home to accommodate a growing family. However, in Hampden, the number of people age 25-34 decreased by 200. The largest increase in people was in the age 45-54 cohort, which also had the highest percentage rate of growth (60%). This group

increased by 421 people from 1990-2000 and went from representing 11.78% of the population in 1990 (704 persons), to 1,125 and 17.77% of the population in 2000. This reflects the aging of the Baby Boomer Generation and Hampden's continuing role in the region as a desirable residential community in which to raise children. The fluctuation in population should be of growing concern. As the population continues to age, and younger generations continue to move out of the area, the Town should remain aware of, and attempt to attract a more diverse population base, focusing in on the child bearing younger professionals.

Hampden also had a large increase in the number of residents age 65-74, a group that increased by 119 people over the course of the decade. The percentage of residents ages 75 or over also increased 21 additional persons. The community should remain cognizant of the declines in youth population, and increases in the senior population (over 65) as it plans for facility and services upgrades in the community.

<b>Table C-3. AGE DISTRIBUTION AND % CHANGE – 1980-2000</b>					
Age	Hampden				
	1980	1990	% Change	2000	% Change
0-4 years old	384	403	19	351	-52
% of total	7.31%	6.75%	4.95%	5.55%	-13%
5-9 years old	443	485	42	455	-30
% of total	8.44%	8.12%	9.48%	7.19%	-6%
10-14 years old	475	462	-13	563	101
% of total	9.05%	7.73%	-2.74%	8.90%	22%
15-19 years old	514	450	-64	493	43
% of total	9.79%	7.53%	-12.45%	7.79%	10%
20-24 years old	354	297	-57	236	-61
% of total	6.74%	4.97%	-16.10%	3.73%	-21%
25-34 years old	885	882	-3	682	-200
% of total	16.86%	14.76%	-0.34%	10.78%	-23%
35-44 years old	690	1150	460	1167	17
% of total	13.14%	19.25%	66.67%	18.44%	1%
45-54 years old	660	704	44	1125	421
% of total	12.57%	11.78%	6.67%	17.78%	60%
55-59 years old	232	331	99	346	15
% of total	4.42%	5.54%	42.67%	5.47%	5%
60-64 years old	203	289	86	231	-58
% of total	3.87%	4.84%	42.36%	3.65%	-20%
65-74 years old	272	299	27	418	119
% of total	5.18%	5.01%	9.93%	6.61%	40%
75-84 years old	91	173	82	190	17
% of total	1.73%	2.90%	90.11%	3.00%	10%
85 and above	47	49	2	70	21
% of total	0.90%	0.82%	4.26%	1.11%	43%
<b>TOTAL POPULATION</b>	<b>5,250</b>	<b>5,975</b>	<b>725</b>	<b>6,328</b>	<b>353</b>

Source: U.S. Census Bureau

Age	Hampden			Penobscot County			State of Maine		
	1990	2000	% Change	1990	2000	% Change	1990	2000	% Change
0-4 years old	403	351	-52	9,601	7,768	-1,833	85,722	70,726	-14,996
% of total	6.75%	5.55%	-13%	6.50%	5.40%	-19%	7.00%	5.50%	-17%
5-9 years old	485	455	-30	10,116	9,034	-1,082	88,506	83,022	-5,484
% of total	8.12%	7.19%	-6%	6.90%	6.20%	-11%	7.20%	6.50%	-6%
10-14 years old	462	563	101	9,881	10,075	194	84,579	92,252	7,673
% of total	7.73%	8.90%	22%	6.70%	7.00%	2%	6.90%	7.20%	9%
15-19 years old	450	493	43	12,368	11,579	-789	87,927	89,485	1,558
% of total	7.53%	7.79%	10%	8.40%	8.00%	-6%	7.20%	7%	2%
20-24 years old	297	236	-61	13,288	10,962	-2,326	86,040	69,656	-16,384
% of total	4.97%	3.73%	-21%	9.10%	7.60%	-18%	7.00%	5.50%	-19%
25-34 years old	882	682	-200	24,375	18,177	-6,198	205,235	157,617	-47,618
% of total	14.76%	10.78%	-23%	16.60%	12.50%	-25%	16.70%	12.40%	-23%
35-44 years old	1150	1167	17	22,310	23,851	1,541	193,345	212,980	19,635
% of total	19.25%	18.44%	1%	15.20%	16.50%	7%	15.70%	16.70%	10%
45-54 years old	704	1125	421	14,780	21,173	6,393	124,751	192,596	67,845
% of total	11.78%	17.78%	60%	10.10%	14.60%	43%	10.20%	15.10%	54%
55-59 years old	331	346	15	6,561	7,315	754	54,216	68,490	14,274
% of total	5.54%	5.47%	5%	4.50%	5.00%	11%	4.40%	5.40%	26%
60-64 years old	289	231	-58	6,361	6,065	-296	54,234	54,697	463
% of total	4.84%	3.65%	-20%	4.30%	4.20%	-5%	4.40%	4.30%	1%
65-74 years old	299	418	119	9,593	10,481	888	91,600	96,196	4,596
% of total	5.01%	6.61%	40%	6.50%	7.20%	9%	7.50%	7.50%	5%
75-84 years old	173	190	17	5,604	6,263	659	53,547	63,890	10,343
% of total	2.90%	3.00%	10%	3.80%	4.30%	12%	4.40%	5%	19%
85 and above	49	70	21	1,763	2,176	413	18,226	23,316	5,090
% of total	0.82%	1.11%	43%	1.20%	1.50%	23%	1.50%	1.80%	28%
TOTAL POP	5,975	6,328	353	146,601	144,919	-1,682	1,227,928	1,274,923	46,995

Source: U.S. Census Bureau

## C.4 POPULATION BY GENDER

Table C-5 shows the breakdown of the population by sex and indicates that the distribution has been similar in Hampden over the past ten years with a slightly higher number of females than males.

YEAR	FEMALE	%	MALE	%	MEDIAN AGE	TOTAL
1990	3129	52.38%	2845	47.62%	35.1	5,974
2000	3,226	50.99%	3,061	48.38%	38.8	6,327

Source: U.S. Census Bureau

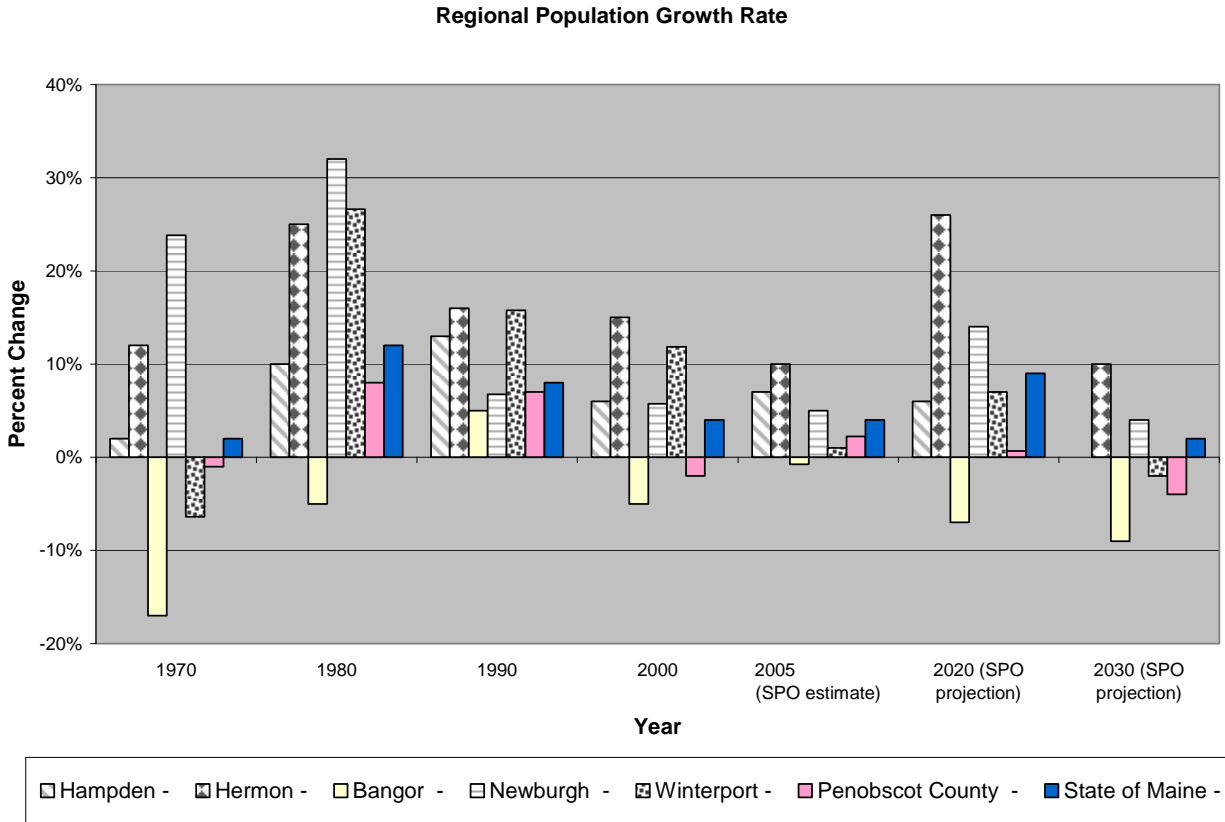
## C.5 REGIONAL POPULATION TRENDS

Communities throughout the Bangor region have grown at different rates. Hampden, Hermon and Winterport were the three consistently rapid growing communities throughout the last two decades; while Bangor and Brewer have gone through periods of no growth or decline. The graphs which follow indicate the actual numbers of population growth or decline. The smaller size of the suburban communities makes the effect and impact of the percentage change even greater. Table C-6 shows population levels from 1960 through 2000 for Hampden, the surrounding communities, the county, and the State of Maine.

Municipality		1960	1970	1980	1990	2000	Change
Hampden	Population	4,583	4,693	5,215	5,974	6,327	1,744
	% growth	-	2%	10%	13%	6%	28%
Hermon	Population	2,087	2,376	3,168	3,755	4,437	2,350
	% growth	-	12%	25%	16%	15%	53%
Bangor	Population	38,912	33,168	31,643	33,181	31,473	-7,439
	% growth	-	-17%	-5%	5%	-5%	-24%
Newburgh	Population	636	835	1,228	1,317	1,397	761
	% growth	-	24%	32%	7%	6%	54%
Winterport	Population	2,088	1,963	2,675	3,175	3,602	1,514
	% growth	-	-6%	27%	16%	12%	42%
Penob.Cty	Population	126,346	125,373	137,015	146,601	144,199	17,853
	% growth	-	-1%	8%	7%	-2%	12%
State of ME	Population	969,265	992,048	1,124,660	1,227,928	1,274,928	305,663
	% growth	-	2%	12%	8%	4%	24%

Sources: U.S. Census and Maine State Planning Office

Table C-6 indicates that although the State has shown a 4.0 % population increase from the 1990-2000 Census, the growth that Hampden has experienced (15.0 %) is significantly above the state average, and in line with other suburban communities of Bangor.



Further comparison among area communities highlights that Hampden has characteristics of a suburban community with a mixture of urbanized and rural development patterns. Hampden’s median age is the lowest, with the exception of Orono, which is highly influenced by the University’s student population. The portion of Hampden’s housing stock made up of single family homes is very high and is closer in percentage to surrounding rural towns. Given the above growth rates and the following discussion natural increase vs. in-migration, etc., there is no reason to assume that Hampden’s population will stop growing or decline unless two events occur separately or together:

- a) The Town takes a pro-active position to slow and/or stop growth through adoption of severely restrictive zoning; and/or
- b) The economy and the population stay relatively stagnant with little out or in-migration, to the point where there are fewer and fewer births among the residents of the Town.

## C.6 HOUSEHOLDS

In Tables C-7 and C-8, the household size and number of households with rates of change for the Hampden, Penobscot County and the State of Maine are presented. The decrease in average household size can be attributed to the decreasing young adult population, increasing elderly population, increasing single-parent families, and single-person households becoming more common as a trend throughout Maine.

**Table C-7. MEAN HOUSEHOLD SIZE AND PERCENT CHANGE**

		1980	1990	2000
Hampden	Household size	3.03	2.73	2.60
	% change	-	-10%	-5%
Hermon	Household size	3.16	2.79	2.66
	% growth	-	-12%	-5%
Bangor	Household size	2.49	2.31	2.12
	% change	-	-7%	-8%
Newburgh	Household size	3.12	2.72	2.50
	% change	-	-13%	-8%
Winterport	Household size	2.72	2.84	2.60
	% change	-	4%	-8%
Penobscot County	Household size	2.80	2.57	2.38
	% change	-	-8%	-7%
State	Household size	2.75	2.56	2.39
	% change	-	-7%	-7%

Source: U. S. Census Bureau

*C.6.1 Number of Households*

As shown in Table C-8, the number of households in Hampden has increased significantly from 1970 to 2000, but has slowed recently over the past Census Period (1990-2000). Hampden has maintained pace with its neighboring communities and represents a consistent trend of suburbanization of rural areas of Maine. Bangor, although still growing in number of households has been growing at a much slower pace than its counterparts of suburban and rural communities.

<b>Table C-8. NUMBER OF HOUSEHOLDS; HAMPDEN, COUNTY, AND STATE</b>				
	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>Change</b>
Hampden	1,729	2,188	2,433	704
Rate of Change	-	21%	10%	41%
Hermon	1,000	1,345	1,666	666
Rate of Change	-	26%	19%	67%
Bangor	11,772	13,392	13,713	1,941
Rate of Change	-	12%	2%	16%
Newburgh	374	480	557	183
Rate of Change	-	22%	14%	49%
Winterport	980	1,117	1,378	398
Rate of Change	-	12%	19%	41%
Penobscot County	45,974	54,063	58,096	12,122
Rate of Change	-	15%	7%	26%
State of Maine	395,280	465,312	518,200	122,920
Rate of Change	-	15%	10%	31%

Source: U. S. Census Bureau

### C.6.2 Group Quarters

2000 Census information indicates that Hampden has 11 persons, or 0.2% of the population as living in-group quarters. Of this number, there are eight listed as institutionalized and three are listed as non-institutionalized. The percentage of residents living in group quarters in Hampden is significantly lower than the reported total population for the State of Maine who live in group quarters, at 34,912 persons or 2.7%, and Penobscot County only has 182 persons, or 1.1% of the population living in group quarters. It is expected, that the number of group quarters within Hampden will remain low in total number, but as affordability becomes a growing issue throughout the region, it is understood that group quarters available in Hampden will increase.

### C.6.3 Household Income

Personal income patterns concern the Town mainly through economic development and affordable housing issues, as discussed later in the Housing and the Employment and Economy Sections of this plan. Income levels also affect the Town's economy and ability to raise revenue through taxes or fees, and may increase municipal General Welfare Assistance expenditures. This latter aspect should be of particular concern if the economy falters and there are larger numbers of families at the lower end of the income scale. Obviously, income relates directly to the ability to carry mortgages and impacts real estate values which in turn impacts the Town's ability to raise revenue through its primary source of income, the real estate tax. As evidenced in Table C-10, Hampden's per capita income has risen at a rate greater than Bangor's, Hermon's, the County's and the State's.



<b>Table C-10. MEDIAN HOUSEHOLD INCOME</b>			
	<b>1990</b>	<b>2000</b>	<b>%change</b>
Hampden	\$32,595.00	\$53,377.00	63.76%
Hermon	\$31,935.00	\$47,206.00	47.82%
Bangor	\$24,675.00	\$29,740.00	20.53%
Newburgh	\$30,375.00	\$39,850.00	31.19%
Winterport	\$30,850.00	\$40,776.00	32.18%
Penobscot County	\$26,631.00	\$34,274.00	28.70%
State of Maine	\$27,854.00	\$37,240.00	33.70%

Source: U.S. Census Bureau

### C.7 EDUCATIONAL CHARACTERISTICS

As the economic environment has grown more complex, there has been a corresponding increase of educational expectations and aspirations. At one time, an eighth grade education was considered sufficient. Today a high school diploma is considered a minimum level of achievement. However, the means to greater earning potential has often been reserved for those with a college education. No other social indicator suggests quality of life and overall well being more than does educational attainment.

Maine shows a slightly higher number of persons with at least a high school diploma and slightly fewer with college degrees than the United States as a whole. This is due to the nature of the economy in Maine. People generally attend college to secure better paying work, and the tendency is to move to places where the opportunities are the greatest. The same economic influence accounts for differences among the counties and municipalities of the state as well. Rural counties and towns some distance from job centers tend to have lower levels of educational attainment because economic opportunity is usually found elsewhere. Rural communities within commuting distance of job centers and coastal retirement areas tend to have higher levels because economic success allows the flexibility of residential choice.

#### C.7.1 Educational Attainment

In efforts to improve the quality of life and community, it is essential that the value of education is impressed upon the youth of the community, and that a solid work ethic and understanding of accountability is instilled.

	High School Graduate		% Increase	4 or More years of College		% Increase
	1990	2000		1990	2000	
Hampden	87.70%	96.10%	8.40%	27.00%	34.70%	7.70%
Hermon	79.40%	90.80%	11.40%	13.20%	19.40%	6.20%
Bangor	83.50%	87.00%	3.50%	24.40%	24.40%	0.00%
Newburgh	59.20%	84.50%	25.30%	14.90%	18.20%	3.30%
Winterport	58.00%	83.5%	25.50%	15.50%	27.5%	12.00%
Penobscot County	79.10%	85.70%	6.60%	17.70%	20.30%	2.60%
State of Maine	78.80%	85.40%	6.60%	18.80%	22.90%	4.10%

Source: U.S. Census Bureau

Table C-11 above shows that education throughout Maine, and specifically the Town of Hampden, has become an increased priority. In 1990, 87.7% of Hampden's residents were high school graduates and 27.0% had 4 or more years of college education. Where over the last 10 year census period, 1990 to 2000, the Census shows that these numbers have risen dramatically to 96.1% and 34.7% respectively, placing Hampden with higher High School Graduation, and College Graduation Rates, above all neighboring communities, Penobscot County, and the State.

#### C.7.2 Student Enrollment

Table C-12 shows that student enrollment for Hampden, surrounding communities, Penobscot County and the State of Maine. With significant increases in Student Enrollment, maintaining quality education for the residents of Hampden has become a priority. In 1990, 28.0% of Hampden's residents 3 and over were enrolled in school and that number increased to 29% for 2000. Over the last 10 year census period, 1990 to 2000, the data shows that both Hampden and Hermon have shown increases in percentages of the population enrolled in school, and stresses the importance of education amongst the resident population.

School Enrollment	1990	% Population 1990	2000	% Population 2000
Hampden	1673	28%	1,820	29%
Hermon	893	24%	1217	27%
Bangor	8761	26%	8221	26%
Newburgh	330	25%	337	24%
Winterport	904	28%	939	26%
Penobscot Cty	41,743	28%	40,435	28%
State of Maine	304,868	25%	321,041	25%

Source: U.S. Census Bureau

### C.8 SEASONAL POPULATION

Hampden does not have a significant seasonal population. In 1990, the Census listed just 38 housing units out of 2,236 total units as seasonal properties (1.63%). By 2000, the number of seasonal properties had decreased to 22 units out of a total of 2,545 housing units, or 0.9%. The number and percentage of seasonal homes in Hampden has decreased over the course of the decade and a significant increase in the number of seasonal homes in Hampden is not expected. The community does have significant lake front properties or a developable coastal location that generally attracts a high percentage of vacation or seasonal homes. It is likely that many of the homes classified as seasonal in Hampden are in fact occupied by retirees who live in Hampden during the summer and migrate during the winter months to a more temperate climate, but due to tax increases and availability of incentives, have become residents of Florida and utilize their Maine property as their seasonal home. Assuming that the typical profile of this population is a retired couple, the average household size would be two people or less, resulting in a seasonal population of about 44 people or less in 2000.

### C.9 POPULATION PROJECTIONS

What are the likely changes in Hampden's population in years to come? Are the present trends likely to continue? Many factors affect local population growth such as economic conditions, interest rates, building costs, availability of developable land, and changes in social structure. In order to plan for future development and services, a reasonable projection of future population changes should be undertaken and understood. In the past population growth was viewed as positive and projections which project growth were looked on favorably. For the purposes of this plan, population projections have been developed by the Maine State Planning Office and were used in comparison with historical census data. Local building permit data, which is the most current indicator of housing starts, was used to verify if any significant changes were taking place.

Table C-13 on the following page compares Hampden's projected growth with that of other area communities. Based on the SPO projections the town will grow approximately 6% by the year 2020 (in comparison to 2005 Estimates), and hold fast with other regional communities as Bangor sees a continued decline in population. Between 2020 and 2030, SPO projects Hampden's population to have stabilized. SPO revised population projections during the development of this comprehensive plan, so best available projection data is used and estimates may not exactly correspond, depending on the source of the data.

<b>TABLE C-13. POPULATION GROWTH PROJECTIONS – NEIGHBORING</b>
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<b>COMMUNITIES COMPARISON</b>					
		<b>2000</b>	<b>2005</b>	<b>2020</b>	<b>2030</b>
<b>Hampden</b>	Population	6,327	6,773	7,153	7,173
	rate of growth	6%	7%	6%	0%
<b>Hermon</b>	Population	4,437	4,921	6,210	6,820
	rate of growth	15%	10%	26%	10%
<b>Bangor</b>	Population	31,473	31,074	28,832	26,270
	rate of growth	-5%	-1%	-7%	-9%
<b>Newburgh</b>	Population	1,397	1,474	1,676	1,744
	rate of growth	6%	5%	14%	4%
<b>Winterport</b>	Population	3,602	3,655	3,893	3,831
	rate of growth	12%	1%	7%	-2%
<b>Penobscot County</b>	Population	144,199	147,068	148,172	142,591
	rate of growth	-2%	2%	1%	-4%
<b>Maine</b>	Population	1,274,928	1,321,505	1,434,404	1,469,211
	rate of growth	4%	4%	9%	2%

Source: <http://www.maine.gov/spo/economics/docs/projections/ByMunicipality050608.xls>

Table C-14 below displays Hampden's growth projections for each age cohort. The table displays continued growth in all cohorts except that of school age persons. Based on projections through 2017, Hampden should see significant increases in the older sectors of population (45-80+) as the population base continues to age.

<b>TABLE C-14. AGE DISTRIBUTION OF POPULATION PROJECTIONS</b>				
<b>Age</b>	<b>2000 Census</b>	<b>2005</b>	<b>2010</b>	<b>2017</b>
<b>0-4</b>	341	333	351	360
<b>5-17</b>	1,351	1,288	1,230	1,250
<b>18-29</b>	699	800	851	718
<b>30-44</b>	1,525	1,440	1,371	1,478
<b>45-64</b>	1,722	2,071	2,302	2,327
<b>65-79</b>	550	564	634	892
<b>80+</b>	139	166	197	226
<b>Totals</b>	<b>6,327</b>	<b>6,662</b>	<b>6,936</b>	<b>7,251</b>

Source: U.S. Census Bureau and SPO

### C.10 PLANNING PERSPECTIVES

The year-round population of Hampden has increased over the past forty years to SPO projected totals of 6,773 persons in 2005. People are attracted to Hampden when seeking a more rural community lifestyle while maintaining the advantages of living close to an urban area for employment, services and cultural activities. As with the County and the State, Hampden has seen a decrease in the average household size but an overall increase in population. More and more single parents, married couples without children and “empty-nester” households are locating in Hampden. With increased in population, the community has experienced an influx of over 1,000 people per 5 year planning period. For future planning purposes, the Town conservatively estimates the year-round population in 2020 to be approximately 7,153 persons. Local opinion is that this estimate may still be too low, but as market forces may alter the growth rate of the community, the community must plan for these changes. The subsequent chapters of this plan describe and assess the impacts and needs, and the importance of the community’s residents to economic development and prosperity of the community.

Increases in population represent a challenge to the community as demands and needs for municipal services expand. The most immediate impact is on schools for children and municipal services for residents. This impact is caused by the influx of new students and the lag time in obtaining additional classroom space and funding. Looking towards the future, student populations are projected to stabilize or even decline.

Hampden's growth has caused an increase in land values which can affect existing residents through rising real estate values. As development pressures continue throughout the region, pressure for land development and the influx of new people will have considerable impact on the town and its existing residents. Balancing the increases in population against a local desire to control growth, regulate certain types of growth to specific areas, and preserve a rural character represents a both a challenge and an opportunity for the community to set a course for the future that heads directly to the vision outlined in this Plan.

As the community moves forward, the community leaders should consider methods to engage and encourage both long-term and newer residents to participate in local governance. It is important that residents help guide local leaders as they strive to provide a safe and desirable place for residents to live, while balancing employment opportunities for all age groups and education levels. With increased desirability of the community, the Town should also investigate opportunities to create and maintain affordable housing opportunities for all income levels in the Town of Hampden. While maintaining education and employment opportunities for town residents, the Town should remain cognizant about the needs of the aging population and providing services for this important sector of our population.

## D. EMPLOYMENT AND ECONOMY

### D.1 HISTORICAL COMMERCE AND INDUSTRY

Historically, Hampden's economy, until the latter part of the 20th century, has been closely tied to lumber, milling, and farming. One of the first sawmills in the Penobscot River Valley was started by Benjamin Wheeler in 1769. By the late 1700's and early 1800's, Hampden's location, near abundant spruce forests and the ready availability of waterpower, made Hampden a logical site for new paper mills and milling industries such as flour and grist mills. The early 1800's saw much of the industrial development that started in Hampden move slightly upriver to Bangor which was then closer to the natural resources needed for the industries. From that point, until the great suburbanization evolution of the late 1940's and 1950's, Hampden remained primarily a farming Town with only a few retail services intended to serve its own residents.

The suburban growth of the late 1940's, spreading from Bangor along Route 1A, saw the beginning of commercial strip development which reflected the trends occurring throughout the country. Typical strip development on Route 1A, office growth and non-retail economic growth has occurred in the Town. This too reflects national trends with the suburbanization of many professional and white collar industries.

### D.2 RECENT ECONOMIC TRENDS

Hampden's employment and economy are largely driven by its status as a suburban community of Bangor. Bangor is a regional center which has a strong ability to attract national and statewide retailers (see Labor Market Areas Map). This impacts Hampden in two ways; first, large retailers find areas other than "at the mall" as less attractive and secondly, that high demand drives Bangor commercial values up making outlying communities like Hampden more affordable for industries which do not need to be in that high value area. Further, the City's ability to provide large tracts of land for industrial development becomes limited. Hampden has a large number of distribution and trucking industries due to those same qualities; transportation network and lower industrial property values.

Over the past ten years, Hampden has experienced slight growth in retail development with the addition of a long awaited return of a grocery store/pharmacy, and two new eating establishments which include a café and restaurant. Overall, retail activity has been fairly stagnant given the proximity to Bangor and the opportunities for retail along Route 1A. The addition of the Business Commerce Park on Route 202 has successfully attracted a mix of light manufacturing and transportation related development within that same ten year timeframe.

The Hampden Business Association keeps a list of town businesses that is not exhaustive but certainly representative. As of January 2009, there are about 210 businesses on the list, including approximately 50 retail businesses. Employment sectors and the major employers located in Town and in the Region are described below.

The other aspect in Hampden's relationship with Bangor is its strong market for high-end housing.

The desirability of Hampden's school system and its protective land use regulations have attracted many white collar professionals to reside in Hampden while they may not be employed here. Not surprisingly, the Town's number one employer is the MSAD #22 school system.

D.3 LABOR FORCE

The labor force is defined as all persons who either are employed or are receiving unemployment compensation. The table below shows the distribution of Hampden's and Penobscot County residents aged 16 and older who were working in 2000. Hampden has had a higher percentage of residents who are in the labor force than does Penobscot County. This is due to more young families living in Town, which when considered with the age distribution presented in the Population Chapter indicates a slightly higher percentage of younger adults in Town than in the County. At 3.5%, unemployment was relatively low in 2000 for both the Town and just nominally higher at 3.6% for the County. About 27% of Hampden residents older than 16 were not in the labor force. Most of these persons were retired.

<b>TABLE D-1. LABOR FORCE STATUS: 2000</b>				
Persons 16 years and over	Hampden		Penobscot County	
	Number	%	Number	%
	4,823	100.0	116,139	100.0
In labor force	3,521	73.0	74,297	64.0
Civilian labor force	3,514	72.9	74,022	63.7
Employed	3,347	69.4	69,846	60.1
Unemployed	167	3.5	4,176	3.6
Armed Forces	7	0.1	275	0.2
Not in labor force	1,302	27.0	41,842	36.0

Source: Census DP3-SF4, Percents rounded

More recent data, from 2006, shows that the unemployment rate in Hampden has been fairly steady, while the county level has increased since 2000.

<b>TABLE D-2. UNEMPLOYMENT LEVELS IN 2006</b>			
	Hampden	Penobscot County	Maine
Unemployment Rate	3.4%	4.5%	4.6%

2007 SPO Resource Package

D.3.1 Labor Force by Occupation and Industry

Of those Town residents who worked, most were employed in wage and salaried positions in the private sector, almost 76%. Almost 19% of Hampden's workers were employed in government. Those self-employed constituted more than 5% of Hampden's labor force.

**TABLE D-3. CLASS OF WORKER IN 2000**

Class of Worker	Hampden		Penobscot County	
	Number	%	Number	%
Private wage and salary workers	2,541	75.9	53,065	76.0
Government workers	628	18.8	11,600	16.6
Self-employed workers	178	5.3	5,010	7.2
Unpaid family workers	0	0.0	171	0.2

Source: Census DP3-SF4, Percents rounded

The size of the labor force and its distribution by industry are important factors to consider when planning for future economic development. The plans for a new business or the expansion of an already existing one are often based on the assessment of available labor, in addition to the potential consumer market. See the next table for the number and percent of Hampden and Penobscot County labor force by sector. The top three sectors as defined by the 2000 Census for Hampden residents were:

1. Educational, health and social services
2. Retail trade
3. Professional, scientific, management, administrative, and waste management services

Sectors by Industry	Hampden		Penobscot County	
	Number	%	Number	%
Employed civilians 16 years and over	3,347	100.0	69,846	100.0
Agriculture, forestry, fishing and hunting, and mining	30	0.9	1,607	2.3
Construction	157	4.7	4,037	5.8
Manufacturing	179	5.3	8,308	11.9
Wholesale trade	180	5.4	2,658	3.8
Retail trade	287	8.6	9,745	14.0
Transportation and warehousing, and utilities	192	5.7	3,899	5.6
Information	111	3.3	1,662	2.4
Finance, insurance, real estate, and rental and leasing	210	6.3	2,859	4.1
Professional, scientific, management, administrative, and waste management services	271	8.1	3,908	5.6
Educational, health and social services	1,140	34.1	19,968	28.6
Arts, entertainment, recreation, accommodation and food services	197	5.9	4,785	6.9
Other services (except public administration)	180	5.4	3,445	4.9
Public administration	213	6.4	2,965	4.2

Source: Census DP3-SF4, Percents rounded

For Penobscot County the top three sectors were 'Education, health and social services'; 'Retail trade'; and 'Manufacturing'. Hampden has a smaller proportion of its population working in



'Agriculture, forestry, fishing and hunting, and mining' than does the County. The Town has a higher proportion of residents with higher-paying jobs in the finance, insurance and realty markets, than does Penobscot County, and a significantly lower percentage of people working in the relatively well-paid manufacturing sector.

Defying national and state trends, manufacturing jobs increased but only slightly for Hampden residents, from 162 in 1990 to 179 such jobs in 2000. Retail jobs held by Town residents saw a significant decline from 535 to 287 from 1990 to 2000. This is likely due to the changing role of Hampden in the region and its evolution to an upper scale bedroom community. Note: The Census used somewhat different sector categories between 1990 and 2000, making some direct comparisons difficult.

Sector by Industry	Hampden		Penobscot County	
	Number	%	Number	%
Employed persons 16 years and over	2,825	100.0%	67,389	100.0%
Agriculture, forestry, and fisheries	17	0.6%	1,256	1.9%
Mining	10	0.4%	58	0.1%
Construction	200	7.1%	4,324	6.4%
Manufacturing, nondurable goods	99	3.5%	7,839	11.6%
Manufacturing, durable goods	63	2.2%	3,697	5.5%
Transportation	129	4.6%	2,825	4.2%
Communications and other public	132	4.7%	1,580	2.3%
Wholesale trade	211	7.5%	2,789	4.1%
Retail trade	535	18.9%	13,121	19.5%
Finance, insurance, and real estate	154	5.5%	2,739	4.1%
Business and repair services	80	2.8%	2,198	3.3%
Personal services	148	5.2%	2,151	3.2%
Entertainment and recreation services	29	1.0%	698	1.0%
Health services	317	11.2%	6,684	9.9%
Educational services	285	10.1%	8,685	12.9%
Other professional and related services	279	9.9%	3,952	5.9%
Public administration	137	4.8%	2,793	4.1%

Source: Census STF-3, Percents rounded

#### D.4 EMPLOYERS

There is not one major single employer of Hampden residents; however, some businesses in the Town are ultimately dependent on one another for much of their individual success. The next table shows selected large employers, with employee ranges.

<b>TABLE D-6. SELECTED EMPLOYERS IN HAMPDEN WITH 20 OR MORE EMPLOYEES (2006)</b>			
Name	Location	Sector	Employee Range
Aspen Ledge	Mayo Rd	Mental Health	20-49
Comstock Woodland Corp	Coldbrook Rd	Trucking- Hauling	20-49
Cuso Mortgage Corp	Western Ave	Real Estate Loans	20-49
Earl C Mc Graw School	Main Rd N	Schools	20-49
First Student Inc	Main Rd N	Buses-School	50-99
George B Weatherbee School	Main Rd N	Schools	50-99
Graves Supermarket	Western Ave	Grocers-Retail	100-249
H O Bouchard Inc	Coldbrook Rd	Trucking- Hauling	100-249
Hampden Academy Sad# 22	Main Rd N	Schools	50-99
Hampden Fire Dept	Main Rd S	Fire Departments	20-49
Hampden Pharmacy	Western Ave	Pharmacies	100-249
Hughes Brothers Inc	Main Rd N	Concrete	20-49
K B Corp	Coldbrook Rd	Truck- Servicing	20-49
Lura E Hoit Pool	Western Ave	Swimming Pools	20-49
Maine Savings Credit Union	Western Ave	Credit Unions	20-49
Northeast Sky Artists Inc	Ammo Rd	Fireworks	100-249
Pat's Pizza	Main Rd N	Restaurants	20-49
Pdq Door CO Inc	Main Rd N	Doors	20-49
Penta-Tech Coated Products	Main Rd N	Paper-Manufacturers	20-49
R H Foster Energy Llc	Mecaw Rd	Oils-Fuel (Wholesale)	50-99
Rawcliffes Garage	Main Rd N	Automobile Servicing	20-49
Reeds Brook Middle School	Main Rd S # A	Schools	50-99
Roe Village	Western Ave	Nursing homes	50-99
S E Mac Million Garage	Main Rd S	Automobile Servicing	50-99
Sargent & Sargent	Main Rd N	General Contractors	50-99
Town & Country Realtors	Main Rd N	Real Estate	20-49
Wiseman Spaulding Design	Shaw Hill Rd	Tile-Ceramic-Manuf.	20-49

Source: Maine Department of Labor

The major regional employers in Penobscot County are listed in the table below, most are located in Bangor.

<b>TABLE D-7. PENOBSHOT COUNTY: MAJOR EMPLOYERS WITH OVER 500 EMPLOYEES EACH</b>		
Business Name	Location	Sector
Acadia Hospital	Bangor	Medical
Air National Guard	Bangor	Military
Bangor Savings Bank	Bangor	Financial
Community Health and Counseling	Bangor	Medical
Dead River Co	Bangor	Fuel
Eastern Maine Healthcare Systems	Brewer	Medical
Eastern Maine Medical Center	Bangor	Medical
GE Power Generation	Bangor	Energy
Katahdin Paper Co LLC	East Millinocket	Paper
Microdyne Outsourcing	Orono	Call Center
Penobscot Shoe Co	Old Town	Clothing
Regional Breast Care Center	Bangor	Medical
Sargent Corp	Hampden	Excavation
University of Maine	Orono	Education
Webber Energy Fuels	Bangor	Fuel

*Source: Reference USA*

#### D.5 HOME OCCUPATIONS

A large number, approximately half, of the businesses in Hampden are "paper businesses". These home businesses include professional offices, sales, and services that are actually conducted off site of the premises. In essence, a business address without the physical evidence of the business.

Hampden's home occupation provisions include standards pertaining to the number of employees, appearance, impact on property and neighborhood, signs, traffic, parking, and additional standards as required by the Planning Board which are designed to minimize a negative impact of home occupations within residential areas. The review process and procedures regulate these and other more traditional home occupations in order to ensure compatibility with the primarily residential and rural areas of the community.

Current home occupation provisions have worked successfully in that it is difficult to distinguish the location of a home occupation from that of a residence. Often times successful home occupations serve as incubators for retail and commercial uses, however, this has not been the case in Hampden. In Hampden, to a large extent, home occupations simply become a part of the attraction of the town and an example of Hampden's desire to protect property investments while maintaining a primarily rural Maine community.

#### D.6 FOREST PRODUCTS

In Hampden there are 18 businesses associated with forest products, agriculture, or other natural

resource, ranging from small local businesses to major companies all of which contribute to a diversity of employment as well as a varied use of the natural resources within the Town. There is a substantial volume, of varying degree, of sand and gravel within the Town. As surrounding communities increase, the demand for these commodities may grow; producing income as well as posing potential environmental degradation if the Town regulations are not followed.

Woodlot owners are likely to benefit from the higher stumpage values in Penobscot, Hancock, and Waldo counties for most products; due to the location of the Town and an excellent transportation network. There are three contributing factors, all of which have a positive impact on stumpage values within the Town. These are:

- Proximity to a wide diversity of mills within a 50-mile radius using a variety of products.
- Most wood lots within the Town have acceptable road access generally increasing stumpage values to individual landowners.
- An excellent transportation network surrounding the Town makes most markets accessible.

The range of markets reasonably accessible for the Town are: bark, saw dust, Biomass, wood pellets, firewood, boltwood, cedar shingles, hardwood and softwood, pulpwood, studwood, and a variety of softwood and hardwood log grades. The markets for pulpwood, studwood, and White Pine logs are relatively stable as far as forest products can be within the State. Companies which tend to create long term stability, include but are not limited to: Verso in Bucksport, Robbins Lumber in Searsport, and PERC in Orrington.

#### D.7 AGRICULTURAL PRODUCTS

In the past, the Town was an important agricultural community with a substantial agricultural base. As Bangor has grown, Hampden has migrated from agriculture towards more urban uses, diminishing the economic impact of agriculture. There still remains a small, energetic, agricultural component within the Town. The majority of active agriculture uses are for individual use with a few remaining commercial dairy and sheep farms.

#### D.8 INCOME

Median household income and the percent change over the recent period are shown in the table below. Hampden's median household income has been increasing at a significantly faster rate than seen at the County and statewide levels. The median household income of Hampden's residents will likely continue to stay well above the Penobscot County and State median household income.

Place	1989	1999	Change	2005 Est.*	Total Change
Hampden	\$32,595	\$53,377	63.8%	\$65,013	99.5%
Penobscot County	\$26,631	\$34,274	28.7%	\$39,453	48.1%
Maine	\$27,854	\$37,240	33.7%	\$43,370	55.7%

Source: Census, \*Claritas, Percents rounded

The income distribution for residents of Hampden and Penobscot County is shown in the next table for the most recent year for which this data is available. Hampden has had a significantly higher proportion of households that earned between \$50,000 and \$74,999 than Penobscot County.

Households Earning:	Hampden		Penobscot County	
	Number	%	Number	%
	2,438	100.0	58,135	100
Less than \$10,000	9 5	3.9	7,260	12.5
\$10,000 to \$14,999	1 9	4.9	4,947	8.5
\$15,000 to \$24,999	2 0 6	8.4	8,949	15.4
\$25,000 to \$34,999	2 4 9	10.2	8,448	14.5
\$35,000 to \$49,999	4 4 3	18.2	10,502	18.1
\$50,000 to \$74,999	6 4 1	26.3	10,376	17.8
\$75,000 to \$99,999	3 3 0	13.5	4,261	7.3
\$100,000 to \$149,999	2 3 6	9.7	2,346	4.0
\$150,000 to \$199,999	5 2	2.1	485	0.8
\$200,000 or more	6 7	2.7	561	1.0
Per capita income	\$26,498	-	\$17,801	-

Source: Census DP3-SF4, Percents rounded

Sources of income for Hampden and Penobscot County residents for 1999, the most recent year for which this data is available, are shown in the table below. Almost 88% of Hampden households derived their primary source of income from wages, salaries, interest income or rental income, or a combination of these sources. For the County that figure was less, around 78%. Wage and salary income includes total money earnings received for work performed. While wage and salary employment is a broad measure of economic well-being, the figures do not indicate whether the jobs are of good quality.

Households	Hampden		Penobscot County	
	Number	%	Number	%
	2,438	100.0	58,135	100.0
With earnings (wage, salary, interest, rental) income	2,139	87.7	45,161	77.7
With Social Security income	574	23.5	16,164	27.8
With Supplemental Security Income	45	1.8	3,130	5.4
With public assistance income	42	1.7	3,351	5.8
With retirement income	462	18.9	9,454	16.3

Source: Census DP3-SF4, Percents rounded

More than 23% of Hampden residents collected social security income. This is a smaller proportion than for Penobscot County residents as a whole. Social Security income includes Social Security pensions, survivor's benefits and permanent disability insurance payments made by the Social Security Administration, prior to deductions for medical insurance and railroad retirement insurance from the U.S. Government. Less than 2% of Hampden residents received public assistance. Public assistance income includes payments made by Federal or State welfare agencies to low-income persons who are 65 years or older, blind, or disabled; receive aid to families with dependent children; or general assistance. Almost 19% of Hampden residents received retirement income, which was greater than the Penobscot County figure.

The table below shows poverty status in Hampden and Penobscot County from the 2000 Census. The income criteria used by the U.S. Bureau of Census to determine poverty status consist of a set of several thresholds including family size and number of family members who are under-18 years of age. In 2000 (calendar year 1999) the average poverty threshold for a family of four persons was \$17,050 in the contiguous 48 states (U.S. DHHS). Three percent of Hampden's families were listed as having incomes below the poverty level, which included 218 individuals. Penobscot County had a significantly higher percentage of residents in poverty than did Hampden.

Below poverty level	Hampden		Penobscot County	
	Number	%	Number	%
Individuals	218	3.5	18,956	13.7
Persons 18 years and over	163	3.5	13,816	13.0
Persons 65 years and over	27	4.0	1,996	11.1
Families	54	3.0	3,712	9.7
With related children under 18 years	28	3.1	2,682	14.6
With related children under 5 years	0	0	1,222	19.6

Source: Census DP3-SF4, Percents rounded.

Note: Percents calculated from subtotals within each grouping.

More recently, the percent of the population of Penobscot County residents in poverty in 2005 was 12.2%. For the State that figure was 12.6%. (USDA: Economic Research Service). Recent figures are not available at the town level.

Recent employer, employee and wage figures by sector are shown at the town and county level in the next two tables for the year 2005.

Industry	Average Number of Establishments	Average Number of Employed	Average Weekly Wage
Total, all industries	187	2,633	\$680
Goods-Producing Domain	41	486	\$799
Natural Resources and Mining	***	***	***
Construction	35	383	\$845
Manufacturing	5	76	\$545
Service-Providing Domain	146	2,147	\$653
Trade, Transportation and Utilities	43	1,073	\$729
Information	***	***	***
Financial Activities	13	75	\$799
Professional and Business Services	30	270	\$676
Education and Health Services	15	374	\$601
Leisure and Hospitality	15	148	\$286
Other Services	22	78	\$438
Public Administration	***	***	***

Source: Maine Department of Labor

Notes: Average wages may be influenced by seasonal factors, bonus and retroactive payments and/or high proportions of part-time employment. Asterisks indicate non-disclosable data.

Industry	Average Number of Establishments	Average Number of Employed	Average Weekly Wage
Total, all industries	4,404	70,735	\$590
Goods-Producing Domain	783	9,091	\$705
Natural Resources and Mining	122	873	\$676
Construction	496	3,438	\$653
Manufacturing	165	4,780	\$748
Service-Providing Domain	3,621	61,644	\$573
Trade, Transportation and Utilities	1,123	17,938	\$534
Information	80	1,593	\$703
Financial Activities	365	2,644	\$723
Professional and Business Services	582	5,797	\$603
Education and Health Services	586	22,695	\$652
Leisure and Hospitality	389	6,368	\$241
Other Services	332	1,967	\$455
Public Administration	164	2,641	\$748

Source: Maine Department of Labor

Note: Average wages may be influenced by seasonal factors, bonus and retroactive payments, and/or high proportions of part-time employment.

#### D.9 COMMUTING

In 2000, 87% of Hampden residents who worked did so in Penobscot County, mostly in Bangor. Of those who commuted in 2000, almost 83.7% drove to work alone, 9.9% carpooled, 0.2% used public transportation, and 4.7% worked at home. See the Transportation Chapter for more information on commuting patterns.

Place of work	Number
Bangor city Penobscot Co. ME	1,824
Hampden town Penobscot Co. ME	568
Brewer city Penobscot Co. ME	130
Belfast city Waldo Co. ME	119
Orono town Penobscot Co. ME	118
Bucksport town Hancock Co. ME	70
Hermon town Penobscot Co. ME	52
Veazie town Penobscot Co. ME	36
Old Town city Penobscot Co. ME	24
Ellsworth city Hancock Co. ME	23

Source: Census



## D.10 TAXABLE SALES

Taxable sales are an indicator of the relative vitality of Hampden's local economy. Maine Revenue Services gathers information on the amount of sales and sales tax collected for each municipality and county. From 2001 to 2005, total taxable sales in Hampden increased by about 36.5%. In 2005, Food store comprised 26.2% of total taxable sales, the largest sector in Hampden, followed closely by Auto Transport which comprised about 22.4% of total taxable sales, the second largest sector in Hampden. Food store sales were the fastest growing sector in Hampden between 2001 and 2005, increasing by 84.6%. General merchandise saw the largest decline during this same period, -80.6%, and can be explained by growing general merchandise retail presence in Bangor. Sector categories are defined after the Penobscot County taxable sales table below.

**TABLE D-15. TAXABLE SALES (IN THOUSANDS OF DOLLARS) FOR HAMPDEN**

Year	Business operating	Bldg. Supply	Food store	General mdse.	Other retail	Auto transport	Restaurant & lodging	Total
2001	2,234.5	3,064.6	4,629.3	1,095.1	2,995.9	5,622.0	4,203.8	23,845.2
2002	1,930.9	3,263.5	4,501.4	996.3	3,159.9	5,755.1	4,985.9	24,593.0
2003	2,537.1	3,781.2	6,629.6	733.3	3,318.2	7,253.7	5,673.5	29,926.6
2004	2,448.0	4,072.6	7,478.2	620.7	3,270.5	7,076.0	5,875.6	30,841.6
2005	2,293.4	5,319.3	8,543.4	212.9	3,148.1	7,305.1	5,733.6	32,555.8

Source: Maine Revenue Service

In Penobscot County from 2001 to 2005, total taxable sales increased by about 20.8%. Constituting the largest sector, Auto Transport activity saw the largest volume (with an increase of about 19.2%) in taxable sales during this same period. The second largest sector by volume was general merchandise, which saw about 24.8% increase in sales. Sector categories are defined after the next table.

**TABLE D-16. TAXABLE SALES (IN THOUSANDS OF DOLLARS) FOR PENOBSCOT COUNTY**

Year/Quarter	Business operating	Bldg. Supply	Food store	General mdse.	Other retail	Auto transport	Restaurant & lodging	Total	
2000	1	47,250.6	35,547.5	35,271.0	67,405.2	25,879.0	115,274.8	43,362.5	369,990.6
	2	49,890.5	55,655.0	38,578.0	81,412.2	31,880.4	133,373.6	49,420.9	440,210.6
	3	51,721.8	62,768.0	40,981.3	87,547.1	31,835.1	126,180.7	61,018.1	462,052.1
	4	47,942.7	53,759.7	39,054.2	115,451.7	41,948.7	104,870.1	48,867.3	451,894.4
	YR	196,805.6	207,730.2	153,884.5	351,816.2	131,543.2	479,699.2	202,668.8	1,724,147.7
2001	1	48,833.6	32,892.8	30,602.1	71,638.5	26,878.9	104,240.7	44,665.3	359,751.9
	2	49,630.3	54,696.5	34,326.3	84,517.4	33,229.4	139,342.9	49,860.8	445,603.6
	3	46,017.4	59,491.0	35,928.1	93,911.5	32,379.5	129,650.4	61,040.5	458,418.4
	4	44,918.9	58,285.7	35,067.9	120,549.5	46,080.9	134,342.7	50,426.8	489,672.4
	YR	189,400.2	205,366.0	135,924.4	370,616.9	138,568.7	507,576.7	205,993.4	1,753,446.3
2002	1	38,289.3	36,043.9	32,523.5	78,175.7	28,196.0	119,256.1	46,878.6	379,363.1
	2	46,265.9	57,134.8	35,057.4	87,822.5	36,600.4	139,965.7	52,417.1	455,263.8
	3	46,243.0	62,082.8	37,623.5	95,942.0	34,109.8	140,861.2	63,544.5	480,406.8
	4	48,088.3	60,620.3	35,344.5	117,260.9	48,629.4	122,962.9	51,400.7	484,307.0
	YR	178,886.5	215,881.8	140,548.9	379,201.1	147,535.6	523,045.9	214,240.9	1,799,340.7

Year/ Quarter	Business operating	Bldg. Supply	Food store	General mdse.	Other retail	Auto transport	Restaurant & lodging	Total	
2 0 0 3	1	44,177.1	36,811.4	33,218.2	73,825.5	31,065.3	118,766.4	46,881.1	384,745.0
	2	46,949.4	61,441.8	36,035.4	88,662.7	39,522.3	153,828.5	53,194.5	479,634.6
	3	49,890.4	68,416.6	37,716.8	99,522.4	37,620.2	154,648.6	65,614.9	513,429.9
	4	51,881.1	66,230.6	37,064.8	128,091.9	52,399.2	140,067.5	53,328.3	529,063.4
	YR	192,898.0	232,900.4	144,035.2	390,102.5	160,607.0	567,311.0	219,018.8	1,906,872.9
2 0 0 4	1	44,570.4	42,898.1	32,903.8	83,125.4	33,014.9	129,708.0	50,400.1	416,620.7
	2	53,413.7	69,295.1	36,385.1	97,835.0	38,720.2	154,919.4	55,817.7	506,386.2
	3	53,777.0	78,865.1	38,489.5	105,150.0	39,018.1	155,345.5	68,451.9	539,097.1
	4	59,241.2	72,972.8	37,422.6	135,422.8	55,071.7	131,008.8	56,047.2	547,187.1
	YR	211,002.3	264,031.1	145,201.0	421,533.2	165,824.9	570,981.7	230,716.9	2,009,291.1
2 0 0 5	1	48,614.5	43,934.8	34,309.1	86,744.0	35,258.6	131,174.8	52,054.3	432,090.1
	2	54,862.5	71,048.8	37,774.5	102,761.3	42,963.5	156,751.5	58,693.5	524,855.6
	3	57,610.9	81,828.3	40,886.2	105,640.0	42,129.2	156,159.2	70,682.0	554,935.8
	4	62,544.7	75,822.9	40,182.6	143,880.7	60,565.2	127,945.1	59,128.0	570,069.2
	YR	223,632.6	272,634.8	153,152.4	439,026.0	180,916.5	572,030.6	240,557.8	2,081,950.7

Source: Maine Revenue Service

#### D.11 SECTOR CATEGORY DEFINITIONS:

Business Operating:	Purchases for which businesses pay Use Tax, i.e., for items that are used by the business in its operation (like shelving and machinery) and not re-sold to consumers.
Building Supply:	Durable equipment sales, contractors' sales, hardware stores and lumberyards.
Food Stores:	All food stores from large supermarkets to small corner food stores. The values here are snacks and non-food items only, since most food intended for home consumption is not taxed.
General Merchandise:	In this sales group are stores carrying lines generally carried in large department stores. These include clothing, furniture, shoes, radio-TV, household durable goods, home furnishing, etc.
Other Retail:	This group includes a wide selection of taxable sales not covered elsewhere. Examples are dry good stores, drug stores, jewelry stores, sporting good stores, antique dealers, morticians, bookstores, photo supply stores, gift shops, etc.
Auto Transportation:	This sales group includes all transportation related retail outlets. Included are auto dealers, auto parts, aircraft dealers, motorboat dealers, automobile rental, etc.
Restaurant/Lodging:	All stores selling prepared food for immediate consumption. The Lodging group includes only rental tax.

**D.12 ECONOMIC DEVELOPMENT ACTIVITY**

Hampden has actively been involved in the promotion or attraction of business and industry through the Bangor Region Development Authority (BRDA). The Town has, through its land use regulation and prior comprehensive plans, provided large land areas and potential utility service options for business and industry. To date, industrial development activity has taken place primarily by the private sector with financial assistance of the Town through tax increment financing and Pine Tree Zone benefits. Present land use regulation includes a large land area for industrial development which is serviced by public utilities in the industrial park.

The local merchants have formed a Hampden Business Association for the purpose of promoting Hampden as a place to do business. The Bangor Chamber of Commerce has financed some of those activities to an extent. The Business Association does act as a liaison between the Town and its members, with occasional updates/presentations by Town staff. The Town is a member of the Penobscot Valley Council of Governments, which along with Eastern Maine Development Corporation, promotes economic development for the greater Bangor region.

**D.13 ECONOMIC PROFILE SUMMARIZED**

Hampden's economic profile is healthy, as indicated by the diversity of commercial and industrial employers. Further, Hampden's economic base is growing. The Town finds itself with a good supply of vacant land suitable for large commercial and industrial users. It is recommended that the Town's land use regulations provide for all types of business and industry. In concert with the Town's land use policy, industrial and commercial development should not be located so as to adversely impact residential property values. Additional consideration should be provided for provision of public utilities in order to develop business activities.

**D.14 COMPREHENSIVE PLANNING**

Hampden's economic development strategy need not be very complicated, or involve high costs. Providing for development simply by doing good planning will go a long way (i.e., having a sound plan which provides suitable locations for serviced and un-serviced industries). Sites which can accommodate additional traffic loads and industrial activity that will not degrade the environment, groundwater resources and habitats, or impinge on residential streets or neighborhoods should be identified.

**D.15 LAND USE REGULATION**

Sound land use regulation would include reasonable zoning districts which provide for various types of land use activities in appropriate locations. The industrial and commercial districts should be located so as not to adversely impact on developed residential areas. The site plan review process should be geared to the impact of the proposed project.

**D.16 LOCAL RESOURCES**

Hampden has a number of local resources which hold great potential for economic development. Among them are: the redevelopment of the marina area, continued development of the Town Center area and Village Commercial District, and the Route 202 and Interstate 95 industrial area.

Hampden has an excellent location in its proximity to major transportation arteries. Route 202 and the Interstate offer prime opportunities for economic development. This comprehensive plan provides provisions for road access, and public sewer and water extensions in a number of possible locations. This portion of Hampden, north of Route 202, can be developed without substantial impact to existing or proposed residential areas.

The Town Center concept, developed in the 1986 Comprehensive Plan, was put in place in 1991 as the Village Commercial District, and should continue to be refined and developed; including public improvements.

As noted in the forestry section of the plan, Hampden is in a prime geographic location to optimize its forest resources. Sand and gravel resources are also abundant to aide in local and regional construction projects. Finally, this plan will promote and encourage agricultural activity and animal husbandry in the rural areas.

#### D.17 STATE AND REGIONAL COORDINATION

The Eastern Maine Development Corporation (EMDC) was established in 1967 as a regional economic and business development agency committed to guiding eastern Maine to a strong economic future. As a function of being designated the economic development district for Eastern Maine by the United States Department of Commerce's Economic Development Administration (EDA), EMDC engages various stakeholders in a planning process to establish the region's Comprehensive Economic Development Strategy (CEDS), the region's vision for economic growth and development. Projects outlined in the CEDS are eligible for funding from the EDA.

The Eastern Maine CEDS sets forth a comprehensive economic development strategy for the six counties of Eastern Maine (Knox, Hancock, Penobscot, Piscataquis, Waldo and Washington). The plan is the result of a continuing economic development planning process developed with broad-based and diverse public and private sector participation, intended to ensure the long term economic vitality of the Eastern Maine region. The CEDS is designed to bring together the public and private sectors in the creation of an economic roadmap to diversify and strengthen the regional economy. Regional partners include public officials, community leaders, economic development professionals, representatives of workforce development boards and institutions of higher education, minority and labor groups and private individuals.

Hampden's economic development future is, in part, tied to other regional entities such as water and sewer utilities which are out of the control of the Town of Hampden. Solid waste disposal and transportation facilities are regional in nature. Hampden needs to participate and be active in these larger entities to ensure the Town's long term economic viability. These include, but are not limited to; the Greater Bangor Chamber of Commerce, The Municipal Review Committee, Penobscot Valley Council of Governments, Eastern Maine Development Corporation and the CEDS process, and the Bangor Area Comprehensive Transportation System (BACTS)/Metropolitan Planning Organization. Town officials should maintain contact with our elected officials in Augusta to ensure state regulations and state economic development programs serve the needs of Hampden residents.

Despite Hampden's support and participation in Eastern Maine Development Corporation's Comprehensive Economic Development Strategy (CEDS), and membership in the Bangor Region Development Alliance (BRDA), there is need to focus on Hampden's own businesses. Regional collaboration combined with support of local business is ideally the best combination.

A Business Expansion and Retention Program (BEAR) would not only benefit existing businesses in Hampden, but also demonstrate the town government's support and appreciation of our local businesses. The creation and development of the Hampden Business and Commerce Park has demonstrated the intent and desire of Hampden to attract new businesses from outside its borders in efforts to diversify tax base. A successful Business Expansion and Retention Program would deliver programs and services to those businesses already existing in Hampden to order to assist in the identification of obstacles to business growth; monitor newly created regulations and their potential for negative impact on existing business; and provide common direction and focus to business development.

#### D.18 ECONOMIC DEVELOPMENT COMMITTEE

In an increasingly competitive market for large development projects, industries are seeking out communities offering elaborate incentive programs that include tax reductions, utility provisions, and facility and land provisions. The key element in Hampden's economic development scheme is to balance the level of effort and incentives with the potential benefits to be gained.

Hampden formed an Economic Development Committee to review the approach and level of effort expended locally. Additionally, a full-time Economic Development Director has been hired providing support to the Council and the ED Committee and creating a direct contact with developers seeking information and guidance. The Economic Development Director can advise the Council on its course of action and provide in depth analysis of development options. The Economic Development Director has data on: potential sites, labor force, traffic counts, market statistics, and other data. He in turn provides that data to prospective industries.

The Town of Hampden has developed a 137-acre Business and Commerce Park located at the easterly end of Route 202 bypass on the northerly side of the Perry Farm. The park's concept is unique to the area utilizing a master plan that considers the open spaces, architectural design review, and overall uses within the 37 lots.

The Town has adopted a Tax Increment Financing Policy that favors credit enhancement agreements. The utilization of a TIF (on projects of over one million dollars new value) provides a developer with 50 percent reduction in property tax for ten years while the Town's education funding is exempted from the increase in valuation.

## E. HOUSING

### E.1 TOTAL HOUSING UNITS

In 2000, Hampden had 2,545 housing units. During the 1990s, the Town recorded an almost 9.4% increase in its housing stock, compared to just about 9% for Penobscot County and 11% Statewide.

Place	1980	1990	2000	Annual Average Change	Total Change
Hampden	1,852	2,326	2,545	1.9%	37.4%
Penobscot County	53,415	61,359	66,847	1.3%	25.1%
Maine	501,093	587,045	651,901	1.5%	30.1%

Source: Census STF1, SF1, Percents Rounded

The Maine State Housing Authority (MSHA) estimates that from 2001 to 2004, Hampden had a net increase of an additional 241 housing units. When added to 2000 Census figures, Hampden had an estimated total of 2,786 housing units in 2004.

By 2020, an additional 160-200 housing units are anticipated to be constructed. This forecast is based on declining household size (persons per household), the State Planning Office population forecast of 7,153 persons for the year 2020 in Hampden, the accelerated housing growth seen during the past 5-year period, and the slower growth seen over the past 25-year period. Of course, changes in land use, local regulations and the economy will determine the actual increase in the number of housing units over the next ten years.

Table E.2 shows that Hampden had a slightly smaller percentage of housing units with more than 1.01 persons per room than did the County in 2000. The same was true in 1980 and 1990. There has been a reduction in overcrowding between 1980 and 2000. The average household size in 2000 was 2.6, compared with 2.38 for Penobscot County.

Occupants per Room	Hampden		Penobscot County	
	Number	Percent	Number	Percent
Occupied housing units	2,433	100	58,096	100
1.00 or less	2,413	99.2	57,409	98.8
1.01 to 1.50	20	0.8	515	0.9
1.51 or more	0	0	172	0.3

Source: Census SF3, Percents Rounded

## E.2 HOUSING TYPES

The distribution of housing unit types is an important indicator of affordability, density, and the character of the community. Housing units in structures are presented in the next table. In 2000, one-unit structures (attached and detached) represented 79.2% of Hampden's housing stock, an increase from 1990 of 124 units but a decrease as a proportion of the entire housing stock. Between 1990 and 2000, multi-units increased in number and percent, accounting for 17.1% of the housing stock. During the same period, manufactured housing, which includes mobile homes and trailers, decreased and accounted for 3.6% (92 units) of housing. This has decreased further with the closing of one of the town's two mobile home parks. Hampden has a significantly smaller proportion of mobile homes and trailers relative to its entire housing stock than does Penobscot County.

Housing Types	Hampden				Penobscot County			
	1990		2000		1990		2000	
	Number	%	Number	%	Number	%	Number	%
Total housing stock	2,326	100.0%	2,545	100.0%	61,359	100.0%	66,847	100.0%
1-unit, detached	1,866	80.2%	1,986	78.0%	35,817	58.4%	41,000	61.3%
1-unit, attached	27	1.2%	31	1.2%	936	1.5%	1,260	1.9%
2 to 4 units	218	9.4%	282	11.1%	9,351	15.2%	9,384	14.0%
5 to 9 units	59	2.5%	123	4.8%	3,211	5.2%	3,230	4.8%
10 or more units	4	0.2%	31	1.2%	2,293	3.7%	2,576	3.9%
Mobile home, trailer, boat, RV, other	152	6.5%	92	3.6%	9,751	15.9%	9,397	14.1%

Source: Census SF3 for 2000 data, Percents Rounded

Mobile homes and trailers are generally located on individual lots. Although not disproportionate, many of these homes are inhabited by elderly people. Overall, mobile homes are in fair condition. There one mobile home park with approximately 51 sites in Hampden. Mobile home parks are regulated through the Mobile Home Park Ordinance.

The Department of Housing and Urban Development records that 301 housing permits were issued in Hampden between 2001 and 2005, constituting a yearly average of 60.2 units, of which 46.4 were for single family homes and 13.8 were for multi-unit homes. During this period, about 9% of all of the housing permits issued in Penobscot County were for units that were to be located in Hampden.

Hampden	2001	2002	2003	2004	2005	Total	Yearly Average
Total Units	64	73	64	57	43	301	60.2
Single-Family	42	60	52	43	35	232	46.4
Multi-Family	22	13	12	14	8	69	13.8
Penobscot County							
Total Units	433	559	656	741	996	3385	677.0
Single-Family	381	498	588	658	737	2862	572.4
Multi-Family	52	61	68	83	259	523	104.6

*Source: US Department of Housing and Urban Development, Percents Rounded*

Town records indicate that 534 residential units have been built between 1998 and 2008. Of the total, approximately 72% were single family housing, 27% were multi-family units, and 1% were mobile homes.

Type of Unit:	Single-family units	Multi-family units	Mobile homes	Total
<b>Number Constructed:</b>	384	146	4	534
<b>% of Total:</b>	72%	27%	1%	100%

*Source: Town of Hampden*

The location of new construction in the past 10 years is mapped on the Decade of Development map. About 75% of homes were built in the rural area of the Town and about 25% were built generally near the Route 1-A corridor where most have sewer and water and access to sidewalks and public transportation (but few actually have driveways access Route 1-A). Those homes are located closer to the destinations of work, school and shopping. They generate fewer miles and hours of driving than do those units located in the outlying areas.

### E.3 OCCUPANCY

In 2000, most of Hampden's housing, over 95%, was occupied year round. Of occupied housing, most units were owner occupied, 1,916, with 517 units renter occupied.



Housing Occupancy	Number	Percent
Total housing units	2,545	100.0
Occupied housing units	2,433	95.6
Owner-occupied housing units	1,916	78.8
Renter-occupied housing units	517	21.2
Vacant housing units	112	4.4
For seasonal, recreational, or occasional use	22	0.9

Source: U.S. Census, SF 1, Percents Rounded

Area	1990		2000	
	Rental vacancy	Homeowner vacancy	Rental vacancy	Homeowner vacancy
Hampden	5.8%	2.1%	3.7%	1.5%
Penobscot County	7.2%	1.3%	6.2%	2.3%
Maine	8.4%	1.8%	7.0%	1.7%

Source: U.S. Census, Percents Rounded

At the time of the 2000 Census, vacancy rates for rental properties were higher than for owner-occupied units as indicated in the table above. The rental vacancy rate in Hampden was lower than the rate in Penobscot County and in Maine, indicating that Hampden had a tighter rental market than the County and State. In 2000, Hampden had a lower homeowner vacancy rate than the County or State, indicating the potential for greater demand for new housing in Hampden than for the region or state as a whole.

As might be expected, the more rural and suburban communities had the highest rates of owner-occupancy than more urban communities. In 2000, almost 80% of Hampden's housing was owner occupied. Rentals comprised about one-fifth of housing. Rentals have increased slightly over the past twenty years as a proportion of total housing in Town, but have stagnated at the County and State levels.

Area	Tenure	1980	1990	2000
Hampden	Owner	84%	81%	79%
	Renter	16%	19%	21%
Penobscot County	Owner	70%	70%	70%
	Renter	30%	30%	30%
Maine	Owner	71%	71%	72%
	Renter	29%	29%	28%

Source: U.S. Census SF 1, Percents Rounded

Hampden's housing stock is somewhat similar in its age distribution to that of the County and State, especially with respect to housing constructed since 1990. Hampden had more housing, as a proportion of total housing, built between 1940 and 1969 than did the County or State. However, both the County and State had more housing built before 1939 than did Hampden. Service centers like Bangor have a greater number and percentage of older housing than seen at the County and State levels.

Years	Hampden		Penobscot County		Maine
	Number	%	Number	%	%
1990 to March 2000	348	13.7	9,196	13.7	14.6
1980 to 1989	416	16.3	9,955	14.9	16.0
1970 to 1979	302	11.9	11,412	17.1	15.9
1940 to 1969	932	36.6	17,371	25.9	24.4
1939 or earlier	547	21.5	18,913	28.3	29.1
Total housing stock surveyed	2545	100.0	66,847	100.0	100.0
Median Year	1965	-	1966	-	1966

Source: Census Table QT-H4-SF3, Percents Rounded

#### E.4 HOUSING CHARACTERISTICS

Basic housing characteristics as recorded by the Census are summarized in the next table. Most occupied Hampden homes that were surveyed were heated with fuel oil or kerosene. No occupied homes were listed as lacking plumbing.

<b>TABLE E-12. SURVEYED HAMPDEN OCCUPIED HOUSING CHARACTERISTICS IN 2000</b>		
House Heating Fuel, Plumbing, Kitchen and Telephone Service	Number	Percent
Utility gas	0	0
Bottled, tank, or LP gas	84	3.5
Electricity	53	2.2
Fuel oil, kerosene, etc.	2,151	88.4
Coal or coke	13	0.5
Wood	116	4.8
Solar energy	0	0
Other fuel	16	0.7
No fuel used	0	0
Lacking complete plumbing facilities	0	0
Lacking complete kitchen facilities	11	0.5
No telephone service	8	0.3

Source: Census SF 3, Percents Rounded

### E.5 HOUSING COSTS

Affordable housing for homeowners is defined by the State as decent, safe, sanitary living conditions in which the monthly mortgage payments, taxes, insurance, and utilities do not exceed 30 to 33% of the homeowner's gross monthly income. For renters the standard is 30%.

The State of Maine requires that each municipality seek to achieve a level of at least 10% of new residential development, based on a five-year historical average of residential development in the municipality that meets the definition of affordable housing. Municipalities are encouraged to seek creative approaches to assist in the development of affordable housing, including but not limited to, cluster zoning, reducing minimum lot and frontage sizes, increasing densities and use of municipally-owned land.

The next table shows monthly housing costs as a percentage of household income for almost 86% of the owner-occupied housing units in Hampden in 1999, the most recent available Census data. In that year, 14.3% of Hampden households had monthly owner costs over 30% of their income, indicating that their housing was considered unaffordable by the state definition. The next table also shows monthly housing costs as a percentage of household income for almost 97% of the renter-occupied housing units in Hampden in 1999. Twenty-two percent of these households had monthly rental costs over 30% of their income, indicating that their housing was considered unaffordable by the state definition. This data suggests that housing affordability has been an issue for a sizable minority of Hampden residents, especially renters. More recent data is presented below.

**TABLE E-13. SELECTED HAMPDEN HOUSEHOLDS:  
MONTHLY OWNER COSTS IN 1999**

Household Income Spent on Housing	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Less than 15%	567	34.5	102	20.4
15 to 19%	355	21.6	115	23.0
20 to 24%	306	18.6	94	18.8
25 to 29%	179	10.9	55	11.0
30 to 34%	69	4.2	20	4.0
35% or more	166	10.1	90	18.0
Not computed	0	0	24	4.8
Households Surveyed	1,642	-	500	-

Source: Census SF 3, Percents Rounded

Corresponding to the data presented above, the next table shows housing values as recorded by the Census in 1999. More than half of the homes surveyed had values under \$100,000. More recent figures are shown later in this chapter.

**TABLE E-14. SELECTED HAMPDEN  
OWNER-OCCUPIED HOUSING UNIT  
VALUES IN 1999**

Values	Number	Percent
Units Surveyed	1,642	100.0
Less than \$50,000	34	2.1
\$50,000 to \$99,999	836	50.9
\$100,000 to \$149,999	461	28.1
\$150,000 to \$199,999	192	11.7
\$200,000 to \$299,999	97	5.9
\$300,000 to \$499,999	15	0.9
\$500,000 to \$999,999	7	0.4
\$1,000,000 or more	0	0.0
Median (dollars)	\$97,400	(X)

Source: Census SF 3, Percents Rounded

About three-fourths of all rents charged in Hampden in 1999 were between \$300 and \$749 a month.

<b>GROSS RENT</b>	<b>Number</b>	<b>Percent</b>
<b>Units Surveyed</b>	<b>500</b>	<b>100.0</b>
Less than \$200	37	7.4
\$200 to \$299	12	2.4
\$300 to \$499	138	27.6
\$500 to \$749	234	46.8
\$750 to \$999	44	8.8
\$1,000 to \$1,499	11	2.2
\$1,500 or more	0	0.0
No cash rent	24	4.8
<b>Median (dollars)</b>	<b>\$550</b>	

Source: Census SF 3, Percents Rounded

According to the Maine State Housing Authority (MSHA) the median income earner in Hampden could afford the median home sale price in 2001 through 2006. The next table shows 2006 data. The median home sale price in Penobscot County and in the State as a whole was unaffordable to the median income earners in these places in 2005. The home price that is affordable for the median income earner is based on the state definition of not spending more than 30% of monthly income on housing. Home prices have tended to rise in recent years beyond the rise of incomes for many residents. However, median incomes of Hampden residents have continued to remain well above both County and State figures.

<b>Location</b>	<b>Index</b>	<b>Median Home Price</b>	<b>Median Income</b>	<b>Income Needed to Afford Median Home</b>	<b>Home Price Affordable to Medium Income</b>
<b>Hampden</b>	1.14	\$174,000	\$65,765	\$57,937	\$197,509
<b>Bangor, ME MA Housing Market</b>	0.88	\$142,500	\$42,053	\$47,628	\$125,820
<b>Penobscot County</b>	0.89	\$134,000	\$40,188	\$45,133	\$119,321
<b>Maine</b>	0.73	\$185,000	\$44,488	\$61,270	\$134,329

Source: MSHA, Claritas

Note: An Index of less than 1 is Unaffordable; an Index of more than 1 is Affordable.

\*Estimated Median Income of those who earn an income, not the Median Household Income.

Median home sale prices have increased noticeably within the past five years, as recorded by the Multiple Listing Service (MLS). These figures may underestimate the sale of lower-priced

homes, which are more likely to be sold directly by the owner without being listed with MLS. Condominiums have sold for significantly less than single-family homes in Hampden.

Type	2001	2002	2003	2004	2005	2006
All	\$119,900	\$131,000	\$141,000	\$165,000	\$175,000	\$174,000
Single Family	\$120,000	\$131,000	\$143,000	\$169,450	\$185,000	\$178,000
Condominium	NA	NA	NA	\$83,500	\$100,303	\$103,150
Multi-Family	\$82,000	NA	NA	NA	NA	NA

Source: MSHA

The percent and number of very low, low and moderate-income households in Hampden, and what housing they could afford in 2005 is shown in the next table. In 2005, the actual median home price was affordable to those in the median and moderate income categories, but was not affordable to those in the very low and low income groups, about 969 Hampden households (or 36.2% of all households).

Income Categories	Hampden Households				
	Number	%	Income	House can Afford	Rent can Afford
Very Low (up to 50% of Median Household Income)	514	19.0%	\$32,883	\$91,019	\$812
Low (greater than 50% to 80% of Median Household Income)	460	17.2%	\$52,010	\$145,628	\$1,300
Median Household Income	-	-	\$65,013	\$186,642	\$1,625
Moderate (greater than 80% up to 150% of Median Household Income)	1067	39.9%	\$97,520	\$273,056	\$2,438

Source: 2005 Claritas, MSHA, PVCOC

Note: The analysis for rents assumes rental costs do not exceed more than 30% of gross monthly income. The data represents two bedroom rents and includes a utility allowance. The Very Low income category includes the Extremely Low income category. The table does not include those earning above 150% of the Median Household Income, therefore, the percents do not total 100%. In 2006, there were an estimated 2,709 households in Hampden.

In 2006, the latest year for which such data is available at the town-level, the average rent charged for a two-bedroom apartment (including utilities) in Hampden was \$885. In 2006, in Penobscot County the average rent was \$794; for the Bangor Housing Market it was \$822. The Town and County average rent figures are affordable to those in the very low, low, median and moderate income households in Hampden.

Traditionally, mobile homes have been one of the better homeownership options available to very low-income households. There is one remaining mobile home park in Hampden with capacity for approximately 51 homes. Mobile homes are permitted in all districts that allow single family housing.

Not all households within the very low, low, and moderate-income ranges have an unfulfilled need for housing. Some are renters who are in an acceptable unit at a price that is affordable to them. Some are renters who because of their stage in life would not choose to buy a home even if they had the opportunity. Some, including many senior households or people who inherit family property, may have a relatively low income but already own a home and are content with where they reside.

#### E.6 SUBSIDIZED HOUSING NEED

In 2005, the Maine State Housing Authority (MSHA) estimated that the Town of Hampden needed an additional 112 units of affordable rental housing for very low income families. Those earning up to 50% of the area median income (AMI) are eligible for project based and Section 8 Vouchers. In 2005, there were 76 units of MSHA-sponsored subsidized housing and 14 Section 8 Vouchers issued in Hampden.

Categories	Family Units	Seniors Units (65 and over)	Total Units
Number of Renter Households @ 50% AMI	153	46	199
Number of Subsidized Units Available	57	33	90
Project Based	46	30	76
Non-Project Based (Section 8 Vouchers)	11	3	14
Number of Affordable Rental Units Needed	96	13	102
Indicated Unmet Need %	62.7%	27.7%	51.3%

*Source: Maine State Housing Authority (MSHA), percents rounded*

*Note: AMI is the Household Area Median Income.*

Section 8 is federal assistance provided by the United States Department of Housing and Urban Development (HUD) dedicated to sponsoring subsidized housing. The formal name of the program is Housing Choice Voucher Program; the Section 8 references the portion of the U.S. Housing Act. Under this program, eligible families with a certificate or voucher find and lease a unit in the private sector and pay a portion of the rent (based on income, generally around 30%). The local housing authority pays the owner the remaining rent, subject to a cap referred to as "Fair Market Rent" (FMR) which is determined by HUD. The owner cannot charge a Section 8 tenant more than FMR, even if the owner does so for non-Section 8 tenants in similar units. Landlords, though required to meet fair housing laws, are not required to participate in Section 8 programs, and may thus decline to accept a tenant with a Section 8 voucher.

Whether voucher or project-based, all subsidized units must meet federal Housing Quality Standards, thus ensuring that the family has a healthy and safe place to live. Improvement in the housing stock is an important by-product of this program, both for the individual families and for the larger goal of community development.

### E.7 ELDERLY HOUSING

Elderly housing is a concern for many residents. In 2000, 500 households in Hampden comprised individuals 65 years and older. Of these elderly households, 193 were single-person households.

Roe Village is Hampden's only subsidized elderly housing project. To be eligible to live at Roe Village, tenants must be aged 62 or older, or handicapped, and have a household income of less than 50% of the Bangor MSA. The total cost for shelter could easily exceed 30% of the income of a very low-income household. Most very low-income renters in Hampden are dependent on the non-subsidized rental market. The project has 30 units total with two open units as of February 2009. Assisted living facilities are also available in Bangor. According to the Maine State Housing Authority, 13 units of affordable rental housing are needed to meet the unmet need for seniors. It is the local consensus that Hampden's needs are not being met currently in Hampden [or in Bangor]; a reexamination of this issue would be worthwhile as our population ages.

### E.8 REGIONAL HOUSING LINKS

Within a region, employment and housing needs and supplies are entwined. Hampden provides a considerable amount of housing for those who commute to work outside of the community. Hampden's housing costs and incomes are higher than most other nearby communities. It is likely that many lower income households in the region are drawn to other areas in Penobscot County that have higher concentrations of subsidized housing and support services for very low income households. For example, rooming houses are a low cost form of housing more prevalent in Bangor than Hampden.

### E.9 LAND USE

It is estimated that approximately 150-200 new housing units will be constructed in Hampden by 2030, based on estimated population growth and average household size. The Town of Hampden has extensive land use controls in place. For the most part, existing controls are adequate to direct housing and housing intensity to the parts of the Town which are appropriate for more intensive development.

There are no regulations currently designed to specifically encourage the development of "affordable" housing; or housing intended specifically for low-moderate income persons and families. To some limited extent the minimum lot size and maximum density regulations have the effect of driving up cost and limiting availability.

Hampden offers a variety of ways to achieve reduced costs per unit in housing development. The Residential B Zoning District, which represents the available land to be developed at moderate to high density, allows a series of development types from: traditional development



patterns to clustered single family detached subdivisions, multi-family developments, and attached developments. Also available through density bonuses are elderly housing, congregate care facilities, and mobile home parks.

Recent developments; using Zoning Ordinance provisions to “reduce development costs” and minimum frontage and lot area standards, including cluster development, have been impeded by private development interest requiring substantial floor area minimums through private deed restrictions.

Since the development of specific cluster provisions in the Zoning Ordinance, there has been reluctance on the part of developers to undertake this type of development scenario. In 1990 and later years, efforts have been made to reduce the complexity and simplify the cluster provisions. Departures from the standard development scheme have been rare and it remains to be seen if that is due to the housing market itself or uncertainty about applicable standards and requirements on the part of developers.

Ensuring development of multi-unit residential projects that are compatible and work well in Hampden is a challenge. State subdivision law allows a review of multi-family dwelling units under a site plan review process as long as the site plan review guidelines are at least as stringent as local subdivision review criteria. Hampden’s subdivision ordinance was not designed to be applied to the special circumstances presented by multi-family development. Hampden should develop site plan standards that are as stringent as subdivision law criteria. This would eliminate the largely redundant subdivision review for multi-family developments subject to site plan review.

Hampden does not currently have a housing committee or local housing coalition. If formed, such a group could assist with the implementation of housing strategies, study in-depth housing needs, and work with regional housing groups to share information and support a regional approach to affordable housing.

## F. TRANSPORTATION

Communities are settled and grow as a direct result of their location and access to transportation links. Transportation has always been a public - private trust. The establishment of roads, railroads, sea and air routes all depend on the support of governments. However, the purchase and operation of vehicles is largely the responsibility of the private consumer or corporation. Hampden's transportation system includes public roads, air and sea transport systems and a private rail system (established with considerable public support). The Town's transportation system is also augmented by pedestrian, bicycle and snowmobile trails on public and private lands. Automobiles, trucks, planes, buses, and boats are all acquired by citizens and corporations with the express trust that they have the right of way to travel generally where they wish. The government role is to provide a reasonable expectation of access and safety.

Hampden's road infrastructure is essential to the Town's development, valuation, economic viability, regional importance and its community character and history. Roads allow land to be developed and provide a public space for access, utilities, and drainage. (Subdivision and zoning regulations mandate road frontage for development). Roads add value to land because they allow access and visibility. Roads create economic viability by making land developable and providing access to employment and shopping. Roads have regional importance providing connections to neighboring towns, states and countries. Finally, roads are public spaces that define the community's character, creating and providing access to its scenic vistas, and proudly displaying its history. The roads of regional importance are typically over a century old and their alignment, width, drainage, and base materials limit their viability as modern highways but their sunk costs, history and public space make bypasses and realignments generally undesirable.

Communities depend on well-maintained transportation systems. Accessibility to transportation is one of the primary factors in the location of businesses and residents within Hampden. Safe streets, efficient street design and transportation linkages affect the economic viability of our businesses, the overall safety and convenience of our residents, as well as property values. The goal of this section is to plan for efficient maintenance and improvements of our transportation facilities and services in order to accommodate anticipated development.

### F.1 LINKS TO OTHER SECTIONS

This discussion of roads and transportation infrastructure will seek to illustrate the competing demands that developers, municipalities, states and the federal government face in their use and development. Municipal road expenditures are discussed in the Public Facilities section and the section on Fiscal Capacity. Road quality, capacity, and demand are directly tied to the land uses and land valuation, immediately adjacent to and in the near vicinity of the roads (Land Use). In addition, the quality and capacity of the roads often physically and economically impact the land uses which take place along them.

F.2.ROADS AND BRIDGES

F.2.1 Road Classifications

Roads in Hampden are divided into five categories of road function: arterial, major and minor collector, local and private. Arterials are the most important travel routes in the state. They carry high speed, high volume, long distance traffic and attract significant amounts of federal funding. It is generally said that they carry three quarters of all traffic. They usually carry interstate or U.S. Route number designations. Collectors accommodate traffic en route to and through Hampden at moderate speeds; while local roads are generally more residential in character, driven at slower speeds and have a high number of access points (see *Transportation Table 1*).

<b>TABLE F-1. TOWN AND STATE ROADS: LENGTH IN MILES BY CLASSIFICATION</b>					
Principal Arterial	Major Collector	Minor Collector	Local	Private	Total
20.98	11.88	8.67	53.42	6.42	101.37

Source: Town of Hampden

Hampden’s roads and transportation infrastructure are in fairly good condition. Portions of roadways for which the Town is responsible are paved approximately once every seven years.

An inventory of Hampden’s roads is shown in the next table and on the Transportation Network and Downtown Streets maps. The roads Functional classifications are useful to help conceptualize potential problem areas when conflicts of utilization occur. For example, when a road serves both a collector and local function, cars trying to enter and exit numerous driveways are frustrated by the speed of the through traffic through which they have to maneuver; and the cars on the through way, anticipating being able to move at reasonably moderate speeds, are slowed by the vehicular movement into and out of the driveways. These conflicts increase the likelihood of crashes.

<b>TABLE F- 2. HAMPDEN ROADWAY INVENTORY</b>					
Road/Street name	Length (miles)	Jurisdiction	Federal Function	Maintained by	Condition (Good, Fair, Poor)
Interstate 95 Northbound	5.01	State Highway	Principal Arterial-Interstate	MDOT	Good
Interstate 95 Southbound	5.03	State Highway	Principal Arterial-Interstate	MDOT	Good
US Route 1A (aka Main Road North from Hampden Academy and north and below Hampden Academy Main Road South)	6.77	State Highway	Principal Arterial-Other	MDOT	Fair

<b>TABLE F- 2. HAMPDEN ROADWAY INVENTORY</b>					
<b>Road/Street name</b>	<b>Length (miles)</b>	<b>Jurisdiction</b>	<b>Federal Function</b>	<b>Maintained by</b>	<b>Condition (Good, Fair, Poor)</b>
State Route 9 (Western Avenue)	0.4	State Highway	Principal Arterial-Other	MDOT	Good
US Route 202 (TL-Mayo Rd. aka Western Avenue)	5.12	State Highway	Major Collector	MDOT	Good
US Route 202 (Mayo Rd- US Route 202/ State Route 9 Intersection aka Western Avenue)	0.79	State Highway	Major Collector	MDOT	Good
US Route 202 /State Route 9 Intersection to BGR TL	3.77	State Highway	Principal Arterial-Other	MDOT	Good
Back Winterport Road	2.76	State Aid	Minor Collector	MDOT	Poor
Coldbrook Road	1.79	State Aid	Major Collector	MDOT	Good
Kennebec Road (Newburgh town line to Back Winterport Road)	5.91	State Aid	Minor Collector	MDOT	Poor
Kennebec Road (Back Winterport Road to Mayo Road)	0.11	State Aid	Major Collector	MDOT	Poor
Kennebec Road (Mayo Road to US Route 1A)	0.84	State Aid	Major Collector	MDOT	Poor
State Route 69 (aka Carmel Road North above Kennebec Road and Carmel Road South below)	3.23	State Aid	Major Collector	MDOT	Poor
Aarons Way	0.51	Town Way	Local Road	Town	Good
Acorn Drive	0.17	Town Way	Local Road	Town	
Ammo Park Road	1.53	Private Way	Local Road	Private	
Babcock Road	0.38	Private Way	Local Road	Private	
Baker Road	0.22	Town Way	Local Road	Town	Good
Ballfield Road	0.13	Town Way	Local Road	Town	Good
Bog Road	1.61	Town Way	Local Road	Town	Good
Bryer Lane	0.08	Town Way	Local Road	Town	Good
Bowen Drive	0.33	Town Way	Local Road	Not accepted	
Butternut Lane	0.13	Town Way	Local Road	Town	
Canaan Road	2.11	Town Way	Local Road	Town	Good
Canoe Club Road	0.28	Town Way	Local Road	Town	Good
Carey Circle	0.51	Town Way	Local Road	Town	Good
Carriage Lane	0.09	Town Way	Local Road	Town	Good
Carver Road	0.22	Town Way	Local Road	Town	Good
Charles Street	0.17	Town Way	Local Road	Town	Good
Clark Circle	0.29	Town Way	Local Road	Town	
Coldbrook Road	0.51	State Road	Local Road	State	Good
Constitution Avenue	0.31	Town Way	Local Road	Town	Good
Coolidge Avenue	0.35	Town Way	Local Road	Town	Good
Cottage Street	0.35	Town Way	Local Road	Town	
Country Meadow Drive	0.21	Town Way	Local Road	Town	

**TABLE F- 2. HAMPDEN ROADWAY INVENTORY**

Road/Street name	Length (miles)	Jurisdiction	Federal Function	Maintained by	Condition (Good, Fair, Poor)
Cross Street	0.14	Town Way	Local Road	Town	Good
Daisey Lane	0.36	Town Way	Local Road	Town	Good
Deer Hill Lane	0.55	Town Way	Local Road	Town	Good
Dewey Street	0.07	Town Way	Local Road	Town	Good
Dudley Street	0.16	Town Way	Local Road	Town	Good
Dunton Circle	1.02	Town Way	Local Road	New portion not accepted	
Edgewood Road	0.05	Town Way	Local Road	Town	Good
Elm Street East	0.25	Town Way	Local Road	Town	Good
Elm Street West	0.28	Town Way	Local Road	Town	Good
Emerald Drive	0.54	Town Way	Local Road	Town	Good
Emerson Drive	0.13	Town Way	Local Road	Town	Good
Emerson Mill Road	1.77	Town Way	Local Road	Town	Good
Emerson Mill Road South	0.16	Town Way	Local Road	Town	
Evergreen Drive	0.52	Town Way	Local Road	Town	Good
Ferry Street	0.13	Town Way	Local Road	Town	Good
Foster Avenue	0.83	Town Way	Local Road	Town	
Fowler Road	0.78	Town Way	Local Road	Town	Good
Fowlers Landing Road	0.61	Private Way	Local Road	Private	Poor
Foxglove Drive	0.26	Private Way	Local Road	Private	
Francis Drive	0.29	Town Way	Local Road	Town	Good
Galway Street	0.05	Private Way	Local Road	Private	
George Street	0.17	Town Way	Local Road	Town	
Goodell Farm Road	0.42	Private Way	Local Road	Private	
Griffin Avenue	0.51	Town Way	Local Road	Town	Good
Hamel Avenue	0.14	Town Way	Local Road	Town	Good
Hampden Woods Road	0.22	Private Way	Local Road	Private	Poor
Hatch Lane	0.08	Town Way	Local Road	Town	
Heather Way	0.21	Private Way	Local Road	Private	
Highland Ridge Drive (was called Gee Way)	0.31	Town Way	Local Road	Town	
Hillside Drive	0.17	Town Way	Local Road	Town	Good
Hopkins Road	0.43	Town Way	Local Road	Town	Good
Horseshoe Lane	0.19	Town Way	Local Road	Town	Good
Hughes Boulevard	0.61	Town Way	Local Road	Town	Good
Hunting Lane	0.05	Town Way	Local Road	Town	
Ichabod Lane	0.86	Town Way	Local Road	Town	Good
Independence Avenue	0.18	Town Way	Local Road	Town	Good
Jays Way	0.21	Town Way	Local Road	Not accepted	
Jewell Drive	0.09	Town Way	Local Road	Town	Good
Johns Way	0.46	Town Way	Local Road	Not accepted	
Kelly Lane	0.06	Town Way	Local Road	Town	Good
Kincaid Road	0.16	Town Way	Local Road	Town	Good

**TABLE F- 2. HAMPDEN ROADWAY INVENTORY**

Road/Street name	Length (miles)	Jurisdiction	Federal Function	Maintained by	Condition (Good, Fair, Poor)
Laskey Lane	0.38	Town Way	Local Road	Town	Good
Ledgewood Drive	0.15	Town Way	Local Road	Town	Good
Libby Lane	0.13	Town Way	Local Road	Town	Good
Liberty Avenue	0.18	Town Way	Local Road	Town	
Library Road	0.36	Town Way	Local Road	Town	Good
Linden Street	0.04	Town Way	Local Road	Town	Good
Lindsey Way	0.12	Town Way	Local Road	Town	Good
Littlefield Avenue	0.03	Town Way	Local Road	Town	
Long Wharf Road	0.09	Town Way	Local Road	Town	
Lupine Trail	0.06	Private Way	Local Road	Private	
Main Trail	0.57	Town Way	Local Road	Town	Good
Manning Mill Road	0.6	Town Way	Local Road	Town	Good
Marina Road	0.26	Town Way	Local Road	Town	Good
Marion Drive	0.33	Town Way	Local Road	Town	Good
Mayo Road	1.04	Town Way	Local Road	Town	Good
Meadow Road	3.3	Town Way	Local Road	Town	Good
Mecaw Road	0.28	Town Way	Local Road	Town	Good
Merchant Road	0.97	Private Way	Local Road	Private	Poor
Miller Road	0.65	Town Way	Local Road	Town	
Monroe Road	2.29	Town Way	Local Road	Town	Good
Mountain View Road	0.16	Town Way	Local Road	Town	Good
Murphy Lane	0.13	Town Way?	Local Road	Town	
Nadines Way	0.11	Town Way	Local Road	Town	
North County Road	0.45	Town Way?	Local Road	Town	
Northern Avenue	0.21	Town Way	Local Road	Town	Good
Norway Road	0.23	Town Way	Local Road	Town	Good
Old Coldbrook Road	0.22	Town Way	Local Road	Town	Good
Old County Road	2.15	Town Way	Local Road	Town	Good
Old Emerson Mill Road	0.19	Town Way	Local Road	Town	Good
Old Route 9 Bypass	0.1	Town Way	State	Town	Poor
Orient Avenue	0.07	Town Way	Local Road	Town	Good
Papermill Road	1.59	Town Way	Local Road	Town	Good
Partridge Road	0.70	Private Way	Local Road	Private	Poor
Patterson Road	2.19	Town Way	Local Road	Town	Good
Patterson Street	0.26	Town Way	Local Road	Town	Good
Penobscot Meadow Drive	0.27	Town Way	Local Road	Town	Good
Perkins Drive	0.25	Town Way	Local Road	Not accepted	
Perry Road	0.24	Town Way	Local Road	Town	Good
Piper Wood Road	0.40	Private Way	Local Road	Private	Poor
Pleasant Street	0.32	Town Way	Local Road	Town	Good
Pond Road	0.77	Town Way	Local Road	Town	Good
Rae Way	0.20	Town Way	Local Road	Town	
Rawley Drive	0.43	Town Way	Local Road	Town	

**TABLE F- 2. HAMPDEN ROADWAY INVENTORY**

Road/Street name	Length (miles)	Jurisdiction	Federal Function	Maintained by	Condition (Good, Fair, Poor)
Riverview Road	0.19	Town Way	Local Road	Town	Good
Rowell Road	0.18	Private Way	Local Road	Private	
Ruth Ave	0.13	Town Way	Local Road	Town	Good
Sawyer Road	2.49	Town Way	Local Road	Town	Good
Schoolhouse Lane	0.17	Town Way	Local Road	Town	Good
Severence Street	0.08	Town Way	Local Road	Town	Good
Shaw Hill Road	1.54	Town Way	Local Road	Town	Good
Short Wharf Road	0.08	Town Way	Local Road	Town	Good
Sidney Blvd	0.77	Town Way	Local Road	Town	Good
Silver Drift Trail	0.37	Town Way	Local Road	Not accepted	
Sophie Lane	0.29	Town Way	Local Road	Town	Good
Southgate Drive	0.05	Private Way	Local Road	Private	
Stetson Drive	0.27	Town Way	Local Road	Town	
Stoneybrook Road	0.27	Town Way	Local Road	Town	Good
Summer Street	0.49	Town Way	Local Road	Town	Good
Summit Drive	0.04	Town Way	Local Road	Town	Good
Sunset Avenue	0.43	Town Way	Local Road	Town	Good
Surrey Lane	0.38	Town Way	Local Road	Town	Good
Swan Avenue	0.04	Town Way	Local Road	Town	Good
Thistle Lane	0.15	Private Way	Local Road	Private	
Thomas Road	0.14	Town Way	Local Road	Town	
Town Farm Road	0.68	Town Way	Local Road	Town	Good
Triangle Road	0.17	Town Way	Local Road	Town	Good
Victoria Way	0.07	Private Way	Local Road	Private	
VFW Road	0.26	Town Way	Local Road	Town	Good
Wessnette Drive	0.5	Town Way	Local Road	Town	Good
West Hampden Cemetery	0.12	Town Way	Local Road	Town	Good
Westbrook Terrace	0.17	Town Way	Local Road	Town	Good
Wheelden Heights	0.26	Town Way	Local Road	Town	Good
Wilbur Drive	0.13	Town Way	Local Road	Town	Good
Williams Street	0.17	Town Way	Local Road	Town	Good
Wintergreen Court	0.16	Private Way	Local Road	Private	
<b>Totals</b>	<b>101.37</b>				
<b>State Highway</b>	<b>26.89</b>				
<b>State Aid Highway</b>	<b>14.64</b>				
<b>Town Way</b>	<b>53.42</b>				
<b>Private Way</b>	<b>6.42</b>				

Source: Town of Hampden

### F.2.2 Traffic Volumes and Road Capacity

Traffic volume, speed of travel, truck traffic and driveway and street access are the byproduct of both regional connections and local development. Traffic volumes are increasing on some of

Hampden's roadways; including portions of Interstate 95, US Routes 1A and 202 and State Route 9 (see Table F-3). It is believed that more recent lower counts on some roadways do not reflect the increases in traffic volumes observed by Town residents, especially on main roadways. See the Transportation Network Map for 2005 Factored Annual Average Daily Traffic at select locations. The following table represents actual counts taken at those locations (for a number of days which Maine DOT then averaged and "annualized" to adjust for seasonal variations and known traffic anomalies such as construction and special events).

Location	2003	2004	2005	2006	% Change - Oldest and Newest Counts
Back Winterport Rd southwest of Baker Rd	1,490	-	1,630	1,300	-13%
Coldbrook Rd at Hermon town line	13,500	-	-	10,110	-25%
Coldbrook Rd northwest of US 202	7,160	-	-	6,870	-4%
I-95 (northbound) north of off-ramp to Coldbrook Rd	10,060	-	9,620	-	-4%
I-95 (northbound) north of on-ramp from Coldbrook Rd	14,000	-	13,430	-	-4%
I-95 (southbound) north of off-ramp to Coldbrook Rd	14,430	-	14,560	-	1%
I-95 (southbound) north of on-ramp from Coldbrook Rd	9,620	-	10,100	-	5%
Kennebec Rd southwest of Route 69	800	-	650	660	-18%
Kennebec Rd west of Mayo Rd	4,700	-	-	4,680	0%
Monroe Rd south of Kennebec Rd	2,370	-	-	2,260	-5%
Old County Rd southwest of US Route1A/State Route 9	1,530	-	-	1,670	9%
State Route 69 southeast of Kennebec Rd	1,440	-	1,500	1,490	3%
State Route 9 (Main St) southwest of Schoolhouse Ln	6,720	-	-	-	
State Route 9 (Western Ave) east of US 202	11,040	-	-	-	
State Route 9 (Western Ave) west of US 1A	10,790	-	-	11,370	5%
State Route 9/US 202 east of Thomas Rd	3,040	-	-	3,120	3%
State Route 9/US 202(Western Ave) west of US 202	9,000	8,970	-	9,070	1%
US Route 1A at Bangor city line	-	-	9,430	-	
US Route 1A (Main St) south of State Route 9 (Western Ave)	12,060	-	-	-	
US Route 1A at Winterport town line	7,380	7,410	7,710	9,460	28%
US Route 202 at railroad overpass	9,430	-	8,670	6200	-34%
US Route 202 north of Route 9/US 202	12,970	-	-	12,640	-3%

Source: Maine DOT

### F.2.3 Trip Generation

In traffic parlance a trip is one vehicle entering or leaving a site development (house, store, school, etc). The concept of trip generation recognizes that certain uses of buildings or land will generate a predictable number of trips. Trip generation factors are calculated by the Institute of Transportation Engineers (ITE) by studying a large number of site developments in specific uses and then predicting, on average, that a certain number of square feet of building in that use will



generate a certain number of trips (both daily and in the peak traffic hour). Different uses of buildings and land such as homes, schools, employers, offices, stores, restaurants, industrial sites, etc., each have a predictable level of trip generation associated with them.

The following is an illustration of a land use whose trip generation characteristics present major impact traffics in Hampden: Weatherbee, McGraw and Reeds Brook Schools and Hampden Academy are all located within a two block area of US Route 1-A, and the trips they generate directly coincide with the hours of the overall morning and afternoon peak hour traffic on the highway. Those schools in 2007 enroll 1714 students and employ 375 people. Based upon the Institute of Transportation Engineers Trip Generation Rates, the four schools combined generate a total of 2,666 trips a day and 756 trips (28% of the daily trips) in the am traffic peak hour. The schools are accessed exclusively from US Route 1-A, and no secondary access points are available on side streets. These schools and the trips they generate have a demonstrable impact on traffic flow, traffic congestion and level of service. By contrast Hampden has about 2,208 single-family dwelling units in 2007. Each unit may generate an average of 10 trips a day and one trip per unit in the traffic peak hour (or 22,080 trips total and 2,208 (10% of daily trips) in the peak hour). Although, in the aggregate, single family residences generate over 8 times as many trips per day as Hampden's schools the impact of those trips is mitigated because homes are scattered throughout the town, most have their own driveway and trips are spread throughout the day with only 10% of the trips occurring during the morning peak traffic hour.

Trip generation is an important consideration in comprehensive planning because when planning where land uses are located consideration must be given to those land uses that have major trip generation numbers. Such major trip generators should be directed to areas of the Town and lots where the highway infrastructure is suitable and where necessary highway improvements are geometrically feasible. The Town can utilize zoning and subdivision ordinances to predetermine where future land uses are permitted or prohibited (through zoning districts), how much frontage and lot area each lot and use requires and where these uses will access streets and highways. Managing access to highways is important because highways function first and foremost as regional and statewide traffic conveyances, and state highways have significant local, regional and statewide thru-traffic. Local traffic generation and thru-traffic combine to reach the overall daily traffic identified in the traffic counts stated above.

#### *F.2.4 Traffic Congestion*

Traffic congestion is too many cars and trucks in one place at the same time limiting the free flow of traffic and resulting in delays and crashes. Traffic flow depends on vehicles continuous movement through streets and intersections (links and nodes). Interruptions of traffic flow typically occur when vehicles must stop and wait to turn or cross at street intersections and driveways. Each vehicle takes up space on the ground, and during a traffic interruption (such as a left turn) improvements such as turn lanes and breakdown lanes provide refuge for these vehicles to stay out of the way of other through vehicles. Without these lane improvements traffic soon comes to a stand still. However, as highway traffic volumes rise over 1000 trips per hour congestion in intersections worsen and traffic signals are typically required in order to restore free flow of vehicles.

The capacity of roadways and intersections to accommodate current traffic flow and their theoretical capacity to absorb additional traffic trips is measured in level of service (LOS). LOS is a qualitative measure that characterizes operational conditions within a traffic stream and includes speed, travel times, freedom to maneuver, traffic interruptions and the perceptions of motorists and passengers. See the Transportation Network Map for LOS information. There are six levels of service, given letter designations from A to F, with LOS A representing the best operating conditions and LOS F the worst. LOS E is defined as the maximum flow or capacity of a system. For most purposes, however, the volume producing a level of C or D is usually used as the maximum acceptable volume.

Maine DOT has noted a LOS E for portions of US 1A between the Kennebec Rd intersection and the Route 9/US 202 intersection, a LOS D for much of I-95, US 202 and portions of US 1A near the Bangor city line, and a LOS C for portions of Coldbrook Rd and US 1A north of the Route 9/US 202 intersection. Most other roads have a LOS A or B. See the Transportation Network Map for these locations. Residents have expressed concern with traffic congestion in these areas:

1. The intersection of U.S. Route 1A and the Mayo Road in the morning hours; and
2. The intersection of U.S. Route 1A and Kennebec Road during the morning hours.

#### F.2.5 Commuting Patterns

Most Hampden residents (83.1%) who commute to work drive alone, but about 10 percent carpool. More residents worked at home in 2000 than in 1990, but substantially fewer walked to work. According to the Census, the average commuting time for Hampden residents was 17.5 minutes in 1990 and 20.4 minutes in 2000. In 2000, 87% of Hampden residents who worked did so in Penobscot County, mostly in Bangor.

Hampden Residents who worked	1990		2000	
	Number	Percent	Number	Percent
Workers 16 years and over	2,811	100.0%	3,288	100.0
Car, truck, or van -- drove alone	2,337	83.1%	2,753	83.7
Car, truck, or van -- carpooled	261	9.3%	324	9.9
Public transportation (including taxicab)	7	0.2%	8	0.2
Walked	81	2.9%	23	0.7
Other means	24	0.9%	27	0.8
Worked at home	101	3.6%	153	4.7
Mean travel time to work (minutes)	17.5		20.4	

Source: Census

#### F.2.6 State, Town and Private Road Maintenance

Hampden's roads and transportation infrastructure are in fairly good condition. All roads (and portions) for which the Town is responsible are paved once every seven years. The notable exception, state maintained US Route 1A, is in the midst of a multi-million dollar improvement process to correct longstanding problems. The Maine DOT implements a pavement management

program which assesses Hampden roads. This program gathers real data about the condition of the Town's pavement and the worst conditions receive priority through an objective set of criteria. ARAN® is a multi-functional data collection vehicle which gathers highway information while traveling at highway speeds. Videotape of the highway, ditches, and abutting properties is collected and maintained by the Pavement Management Section. In addition to the video, physical properties of the pavement surface are also collected. The data gathered is analyzed to assign a Pavement Condition Rating (PCR), predict future deterioration, and make recommendations on where pavement expenditures should be made.

There are approximately 95 miles of road in Hampden which are publicly maintained. The State of Maine Department of Transportation (Maine DOT) is responsible for maintaining 26.89 miles of roads in Hampden, not including plowing and winter patching including: Route 9, Route 1A, the Kennebec Road, Coldbrook Road and the Back Winterport Road. The State's jurisdiction includes control of curb cuts, maintenance and traffic flow decisions such as location of signals, signs and road widening. The Town actually is responsible for snow plowing over 17 of the 26.89 State owned miles, including all but a stretch of Route 9. These winter maintenance costs are reimbursed to Hampden via the State Local Road Assistance program and State Revenue Sharing. The Town is responsible for (excluding any of the above State owned roads) 53.42 miles of paved roadway and a few hundred feet of unpaved road; a total of 53.42 miles.

During 2008 approximately 5.3 miles of roadway were resurfaced. The Town has an annual paving goal of approximately 7-8 miles of roadway at a cost of \$350,000. Additionally most of the Town maintained gravel roads in Hampden were paved during 2006 and are thus now on a schedule for future re-paving. The Town's Public Works Department currently has adequate equipment for its current needs. Please see the Public Facilities and Services section for more specific detail on the Public Works Department.

Private road maintenance of 0.91 miles of paved streets serving condominiums is performed respectively by the condominium association for Oak Knoll Village Condominiums' Victoria Way and Avalon Village's condominium association maintenance of Foxglove Drive, Thistle Lane, Heather Way, Lupine Trail and Wintergreen Court. All of these streets were constructed to Town engineering standards and receive periodic repaving and seasonal snow removal. The traveled way of Victoria Way is surrounded by a standard right-of-way width but the others are not constituted with a standard right-of-way. The maintenance of 1.53 miles of Ammo Park Drive is performed by the owner of the former military complex, and this road was constructed to military standards (although the street traveled way is not configured with a standard right-of-way width) and receives periodic road paving and seasonal snow removal. The maintenance of 3.8 miles of private gravel roads in Hampden (Babcock Road, Fowlers Landing Road, Galway Road, Goodell Farm Road, Hampden Woods Road, Merchant Road, Piper Wood Road, Rowell Road and Southgate Drive) is performed by cooperatives that are loosely forged by the residents along those streets who are primarily concerned with seasonal snow removal. These streets were not constructed to any specific standard and traveled ways are as narrow as ten feet including shoulders. Their road rights-of-way are also not standardized but tend to be quite narrow. They have known drainage and stability maintenance issues such as spring flooding and washouts that

go largely un-addressed. Because there is not a standard right-of-way width this also hampers conventional design methods for correction of drainage and stability issues.

### F.2.7 Safety

Hampden's roads are generally safe. Signal and lane marking improvements over the past several years seem to have reversed the somewhat high accident rates of several State highway locations. According to Maine DOT there were 312 reported crashes in Hampden from 2003 through 2005. There were 2 fatalities, 25 serious personal injuries, 103 minor injuries (in which a person had visible injuries, bruises, abrasions, swelling, etc.), and 81 injuries that were not visible (including momentary unconsciousness or complaint of pain). The most common crash type was rear end/sideswipe. The second most common crash types were tied between intersection movements and running off the road. Driver inattention and illegal or unsafe speed were common causes for crashes. Most crashes occurred on US 1A, followed by I-95 (northbound and southbound) and US 202. None of these statistics account for unreported crashes, which tend to be less serious.

From 2000 to 2004 there were seven High Crash Locations (HCLs) reported by Maine DOT, including three portions of I-95, with one surrounding the Coldbrook Rd on and off ramps, US Route 1A from the Hopkins Rd intersection north to the Pleasant St intersection, at the US 1A / Kennebec Rd intersection, and from that intersection north on US 1A to the Route 9/US 202 intersection. One HCL was recorded at the US 202 intersection with Mecaw Road and Penobscot Meadow Drive. See the Transportation Network Map for these locations.

Residents have expressed concern with safety in the areas identified in the next table.

<b>TABLE F-5. LOCALLY-IDENTIFIED HAZARDS</b>		
<b>Area</b> [Indicate: intersection or stretch of roadway]	<b>Hazard</b> [Indicate: Speeding, Poor Sight Distance, Poor Configuration, Poor Shoulders, Pedestrian Crossing, etc.]	<b>Solution</b> [Indicate: Enforcement, Reduce Speed, Redesign, etc.]
Stretch: Main Road by schools	Congestion	Create secondary access points
Intersection: Meadow/Canaan/Patterson Roads	Configuration geometry should be close to 90 degrees	Re-align intersection
Stretch: Emerson Mill Road under I-95 Bridge	Poor site distance and shoulders	Straighten out approach from both directions of underpass.
Intersection: Mayo Road and Western Ave.	Congestion	TBD
Intersection: Mayo, Kennebec, Back. Winterport Roads.	Congestion	TBD
Stretch: Old County Road	Speed, Pedestrian Safety	Traffic calming devices
Stretch: Coldbrook Road between 202 Bypass and Main Road North	Truck Traffic	Post to Truck Traffic or reconfigure intersection of Coldbrook/1-A/Dudley to accommodate truck turning.

Source: Town of Hampden, Town Residents

**F.2.8 Bridges**

Hampden bridges are of all ages, but in generally good condition. Maine DOT inspects all bridges biennially and provides the inspection results on its website. Maine DOT recommends that Town personnel follow up the Maine DOT safety inspection and schedule routine maintenance for the Town-owned bridges. Maine DOT offers engineering advice on the maintenance, repair, reconstruction and replacement of bridges. The advice may include recommendations, methods of accomplishing the work and sketches if needed.

Maine DOT is responsible for ensuring the posting of all bridges that cannot safely carry legal loads. The two year (biennial) bridge inspection report provides information for determining a safe load capacity. State law requires all posting limits to be those recommended by Maine DOT or by a Registered Professional Engineer except for short-term emergency postings.

See the Bridge Network Map for bridge locations that correspond to the next table.

<b>Map ID Number</b>	<b>Name</b>	<b>Roadway</b>	<b>Crosses</b>	<b>Maine DOT</b>
1	Ward Stream SB	I-95 SB	Ward Stream	1434
2	Stanley	Bog Rd	Souadabscook Stream	2797
3	Souadabscook West NB	I-95 NB	Souadabscook Stream	5951
4	Souadabscook West SB	I-95 SB	Souadabscook stream	1433
5	Souadabscook Center	I-95 SB	Souadabscook Stream	1432
6	Souadabscook	I-95 NB	Souadabscook Stream	5950
7	Souadabscook East SB	I-95 SB	Souadabscook Stream	1431
8	Souadabscook east NB	I-95 NB	Souadabscook Stream	5949
9	Emerson Mills SB	I-95 SB	B&A RR & Emerson mill Rd	1430
10	Emerson Mills & Barr NB.	I-95 NB	B&A RR; Emerson mill Rd	5969
11	Emerson Mills	Emerson Mills Rd	Souadabscook Stream	5108
12	Coldbrook Rd	Coldbrook Rd	I-95	5970
13	Cold Brook	SA 3	Cold Brook	3019
14	Upper Papermill	Papermill Rd	Souadabscook Stream	0864
15	B&A RR#27.731 Papermill Rd	B&A RR#27.731	Papermill Rd	3526
16	Manning	Manning Mills Rd	Souadabscook Stream	3366
17	Souadabscook 202 NB	Route US 202	Souadabscook Stream	6079
18	Souadabscook 202 SB	Route US 202	Souadabscook Stream	1524
19	Grist Mill	Route US 1A/9	Souadabscook Stream	2334
20	202 Souadabscook Stream	Route US 202	Souadabscook Stream	0893
21	Route US 202 / MCRR	Route US 202	MCRR	6080
22	Sucker Brook	Route US 1A	Sucker Brook	0157
23	Kennebec Rd	Kennebec Rd	Brown Brook	6416
24	Twin	Route 69	W.br. Souadabscook Stream.	5315
25	Sawyer	Sawyer Rd	W. br. Souadabscook Stream	0863
26	York	Routes 9/US 202	Souadabscook Stream	5109

Source: Maine DOT (NB=northbound, SB=southbound)

### *F.2.9 On-street Parking*

The Town of Hampden does not have any delineated on-street parking spaces. The practice of parking on-street is generally event driven rather than a daily practice except in some residential areas where small driveways are inadequate to park all cars. A handful of parking difficulties are experienced in older commercial areas and along strips where off-street parking had not been required and no public off-street parking exists. In limited cases, on street parking should be considered in older areas. The Town should continue to require off-street parking for new projects. However, in areas such as the Town Center, centralized public parking may enhance the ultimate goals of the Town Center Plan. Some investigation into alternative means to accommodate customers should be considered such as: bicycle parking and bus shelters.

Hampden is required to control parking on all the highways within its bounds (except I-95). The Town of Hampden has two ordinances that regulate on-street parking in specified areas of town. One regulates the area of Carver Road/Route 1-A/Riverview Road and the other regulates a portion of Kennebec Road at Back Winterport Road. Only in particularly hazardous circumstances would the Maine DOT consider imposing parking restrictions. Liaison between the municipality, local and state police and the Maine DOT Region Traffic Engineer is strongly advised in developing a plan for controlling on-street parking on town ways, and/or state-maintained roads. "No-parking" signs are generally approved and installed by the municipality because of local traffic conditions and safety concerns. The Maine DOT will place "no-parking" signs on a one-time basis on state-maintained roads after enactment of a parking control ordinance.

### *F.2.10 Off-street Parking*

Hampden's Zoning Ordinances require off-street parking for all new developments. A cursory review of national parking standards suggests that Hampden's parking requirements are typical. However, zoning ordinances contain minimum standards and developers should not lean too heavily on those minimums but rather on specific regional or actual demand when it is higher. Recent site plan review would suggest that the place of assembly standards is not adequate and adjustments should be made to several other parking standards.

## F.3 SIDEWALKS AND BICYCLE PATHS

Hampden has sidewalks concentrated in the urbanized areas and along major roadways. There are approximately five miles of sidewalk in the Town (see Table F-7). The Town is responsible for maintaining all the sidewalks in Hampden. Hampden's schools also have a considerable amount of sidewalk although it is in the care of SAD 22.

The Town of Hampden has joined several other communities, including Bangor, studying where pedestrian walkways and bicycle paths should be constructed within the greater Bangor area. There is recognition in this study that the planning and construction of pedestrian and bicycle routes is not just a matter of local responsibility, but is best addressed from a regional perspective. In collaboration with the Bangor Area Comprehensive Transportation System (BACTS), the town is currently conducting a pedestrian access plan. The study area comprises an area locally referred to as the Four Mile Square (FMS). FMS is roughly bounded on the north by

US 202/ State Route 9, to the east by US 1A and the Penobscot River, to the south by the Kennebec Road, and to the west by Mayo Road. The majority of land within the FMS is owned by the Town of Hampden and SAD 22.

<b>Street</b>	<b>From</b>	<b>To</b>	<b>Length</b>
Main Road North	Bangor Line	R&K Variety	6,400 ft.
Main Road N. & S.	Western Avenue	Dorothea Dix Park	7,600 ft.
Western Avenue	Main Road	Sidney Boulevard	5,280 ft.
Kennebec Road	Main Road	Mayo Road	4,400 ft.
Library Road	Main Road North	Wintergreen	950 ft.
Carey Circle	Route 202	End	2,000 ft.
Total			26,630 ft. (5.04 miles)

*Source: Town of Hampden*

The Town envisions green space and trails on some of the acreage adjacent to the new school in the Reeds Brook area. This natural area will provide passive recreational opportunities for the public and serve as a “living laboratory” in which classes in biology, environmental science, and other environmentally-connected subjects can be taught in a hands-on manner.

Pedestrian travel, along heavily trafficked roadways without sidewalks, is dangerous; and sidewalks facilitate the movement of people of all ages including persons with disabilities in an efficient non-polluting manner. Further, as the construction of sidewalks requires both initial capital costs and continuing maintenance costs, the sidewalks should be located where they are needed most. The Pedestrian & Bicycle Plan identifies the existing walkways as well as the locations for planned extensions. The Plan includes possible bike routes as well as indicating priorities to the system’s implementation. It is the objective of this plan to provide a scheme for sidewalks in accordance with the following guidelines.

Sidewalks provide not only a circulation network for pedestrians, but also a meeting place for neighbors and a play area for children. However, on low-volume streets, such as dead ends or local access, the street itself often fulfills these functions, assuming it is properly designed at a residential scale and thereby discourages through traffic and high speeds.

- Sidewalks should be constructed where there are existing and proposed developments which would be well facilitated via a pedestrian linkage such as: housing developments and schools, parks and shopping areas.
- Pedestrian systems need not be traditional co-linear sidewalks along roadways, but can include pedestrian trails which best suit the desired destinations.
- Heavily traveled roadways such as: the Main Road and portions of Western Avenue and Kennebec Road (which contain schools, recreational facilities, office and retail establishments, and civic uses such as churches, the Post Office, and Town Office) should have a high priority for pedestrian facilities. Based on the anticipated densities and level of traffic generated, existing and proposed developments which are accessed from those roadways should be reviewed for pedestrian access.
- Minor roadways with low traffic volumes need not have separate pedestrian travel ways.

- Developments which do not connect to an existing or proposed pedestrian system and have no pedestrian destination nearby (1 mile radius) need not develop such a system.
- Commercial and industrial developments should be reviewed to ensure existing and proposed pedestrian movements are adequately served.
- Wide curb openings, in areas of existing pedestrian traffic, should provide for a safe means of pedestrian crossing.
- In rural areas, where development densities are lower, sidewalks are not recommended.
- Pedestrian rights of way along existing trails or accesses to existing trails should be considered.

During the review of development plans, a range of options should be considered, rather than impose one fixed option. For example, the location of sidewalks or pathways should be determined by the needs of both the subdivision and the adjacent uses. The intended or expected use of the walk or path should suggest both the passageway's width and its pavement material. Sidewalks and bikeways need not always be co-linear with the street system; especially where a more direct, safer route exists to the point of destination.

#### F.4 PRIVATE TRANSPORTATION

##### *F.4.1 Railways/Freight Service*

The nearest rail freight service for area businesses is in Bangor-Hermon (Northern Maine Junction), only a few miles away. The Montreal, Maine & Atlantic (MMA) railroad line also provides limited service to Hampden industries, such as propane shipments to the Dead River Co. It is unlikely; however, there will be any major improvements in rail service over the next several years. The MMA runs through the industrial park in the northeast corner of Town, but does not currently provide direct service to Hampden. The Hampden Business and Commerce Park has made provision for future construction of a rail spur off the MMA line for a limited volume of rail traffic. At this time, there are only a few industrial operations which use rail service. It is in the Town's best interest to encourage and preserve the use of development sites with rail access by and for rail cargo users. The land use regulations should provide rail users unrestricted access to rail rights of way by a waiver of the setback provisions.

##### *F.4.2 Marine Shipping*

The Penobscot River's role as a freight route has been declining in recent years. Fuel oils can be delivered to storage facilities in Bangor and Hampden via the River, but all are served by truck or pipeline at present. The Penobscot River is non-navigable for large boats north of Bangor. It is the intent of this plan to promote waterborne shipping on the Penobscot River from appropriately zoned districts. Enterprises which utilize the Penobscot for such purposes should be provided flexibility to construct appropriate docking and pier structures to facilitate that use. Care should be taken to manage the waterway to minimize conflicts between recreational boaters and commercial shipping; as they are both viable uses of the Penobscot.



*F.4.3 Trucking*

There are also several trucking companies which provide freight service directly to Hampden and through Bangor.

<b>Name</b>	<b>Location</b>	<b>Trucks</b>
HO Bouchard	Coldbrook Road	
Freightliner	Ammo Park	
Carlin Transport	Mecaw Road	

There are also a number of firms that utilize trucks for their own purpose specific freight needs.

<b>Name</b>	<b>Location</b>	<b>Trucks</b>	<b>Job</b>
Newburn (Pepsi)	Penobscot Meadow Dr.		Beverage
US Postal Service	Penobscot Meadow Dr.		Postal
Bangor Pub.	Penobscot Meadow Dr.		Newspapers
KB Corporation	Coldbrook Road		
Frito-Lay			Snack Food
Hughes Brothers	Coldbrook Road		Sand and Gravel
MD Hardy			Construction
RH Foster	Mecaw Road		Fuel and Oil
Clisham			
Comstock Woodlands			
Dead River	Western Avenue		Fuel
Vaughn Thibideau	Ammo Park		Sand and Gravel

Hampden and its surrounding communities are home to several trucking firms (motor carriers). The plan's land use policies and street system should try to accommodate the particular needs of the trucking industry, as well as minimize conflicts with other vehicles on the road. The establishment of "truck routes", which provide adequate turning radii and grades for truck traffic through Hampden with the least disturbance to residential neighborhoods, is highly recommended.

**F.5 PUBLIC TRANSPORTATION***F.5.1 Airport*

Bangor International Airport (BGR), a major commercial and cargo facility, is located only a few miles away from Hampden and is easily accessible via local roads or by arterial highways. (Rail service to the airport is no longer offered). An 11,000 foot runway serves commercial airlines (the number is always subject to change) and refuels flights from Europe. The primary access to BIA is from Hammond Street and Maine Avenue which is easily accessed from Interstate 95,

Interstate 395, US Route 1-A, US Route 2 and others streets. The Town of Hampden (and particularly Hampden's Business and Commerce Park) is ideally situated for businesses that require air shipping and passenger jet connections world wide.

The Town's proximity to BIA has implications for development because of the established flight paths and noise contours. This information is readily available in BIA's Airport Master Plan.

#### *F.5.2 The BAT – Community Connector*

Hampden is served by "BAT"; a fixed route, federally subsidized bus service. The bus system is centrally operated out of Bangor, and provides interconnecting service from Hampden to Old Town as well as Brewer moving about 716,000 passengers in FY '06, 782,000 in FY'07, and 814,500 in FY'08. Hampden ridership on the bus was 28,000 in FY06, 30,000 in FY'07, and 34,500 in FY'08. With an increase of over 15% predicted again for 2009, BAT's value as part of a larger transportation system is essential. Hampden funds local bus service, twelve hours per day, five days per week. The Hampden route operates on an hourly schedule and provides connecting service to routes which run to the Bangor Mall and the University of Maine as well as to Old Town and Brewer.

BAT is financed through three major sources: a) fare box revenue; b) state and federal subsidies and grants; and c) town tax base. The Town of Hampden is currently paying \$34,000 from local revenues to support service in Hampden. Essentially, the Town is responsible for half of the deficit its service generates. . At some point in the future the Town will need to evaluate evening and weekend transit service because much of the employment opportunities, particularly healthcare and retail, will require evening and weekend hours as well. The transit system's utility to serve para-transit needs is somewhat limited by the lack of accessible sidewalks along the route.

#### *F.5.3 Penquis Community Action Program*

Penquis CAP is a nonprofit social service organization which runs an "on-demand" transportation service in Penobscot and Piscataquis Counties. The program called "The Lynx" transports clients for numerous public service agencies, the Department of Human Services, Bureau of Medical Services, and Bureau of Mental Retardation. The Lynx also offers ADA paratransit service for clients of BAT who are unable to use BAT because of disability. Transportation is provided via advance reservation. The Lynx's fleet and operating costs are subsidized by various federal funding programs as well as voluntary contributions and private vehicles.

#### *F.5.4 Intercity Bus Service*

Public intercity bus service is available out of Bangor which connects to cities both north and south. Vermont Transit and Concord Coach provide service to Boston, Massachusetts and Portland, Maine four times daily. Cyr Bus Lines runs to Aroostook County daily. Connection to Calais, via Ellsworth, is also available once per day. Seasonal service is provided to Bar Harbor, Maine.

## F.6 TRANSPORTATION PLANNING

### General Goals:

- To provide for an efficient means of moving goods and people from place of origin to place of destination.
- To encourage and promote all available transportation modes, including but not limited to; automobiles, rail, air, trucking, shipping, cycling, pedestrians and mass transit services.

### *F.6.1 Street System*

Streets should be thought of as a system of interconnected travel ways which funnel traffic from low order access streets to higher order collectors and arterials. This system is known as a functional classification or hierarchy of streets. Once the benefits of a functional street classification system are understood, developing design standards and access controls for the various roadway types becomes easier. The Transportation Network map organizes Hampden's streets into their various classes.

- **Arterial** - high to moderate volume streets which move traffic on a regional level. Development on arterials should be carefully reviewed, and access should be controlled where necessary to keep traffic free flowing. In addition, development should be physically separated from the arterial via a buffer strip.
- **Collector** - moderate volume streets which funnel traffic between local access streets to arterials. In residential development; access to collectors is allowed. Movements through collectors should be carefully reviewed and considered in association with access limitations, additional setbacks, and buffers.
- **Local Access** - low volume streets which primarily serve residences or businesses. Access streets may connect directly with arterials or feed traffic to a collector roadway.

### *F.6.2 Development Sprawl*

Strip development, or unplanned and unregulated development, occurs along many heavily-traveled arterial roads in Maine. Heavy commercial and residential development combined with many driveways and access points on an arterial road will greatly reduce traffic speeds and roadway efficiency. Unrestricted access to arterial roadways will ultimately lead to traffic congestion, reduced safety and potential adverse economic impacts to the area. Land use plays a key role in preserving the effectiveness of arterial roads. An efficient transportation system is critical to the health of our local, state and national economies. Arterial roadways are primary transportation corridors designed to carry passenger and commercial through-traffic between cities, towns and interstate highways. Hampden can extend the life of its arterial streets and limit sprawl by directing new development closer to necessary services such as work, school and shopping (as well as sewer and water thus reducing minimum lot size). Reducing miles driven and limiting driveways on arterial streets will help avoid the need for additional lanes and signalized intersections and will reduce the number of access related crashes.

Future development on local, state and federal roads and our ability to limit sprawl will determine how soon Hampden's roads approach their capacities. Limited funding for road

construction, improvement and maintenance (and the associated state and federal regulations) present challenges for both the timing and outcome of locally initiated road projects.

#### *F.6.3 Tools to Plan and Maintain Better Roads*

The Town has tools at its disposal to assure that roads are constructed to an acceptable standard and stay that way.

**Subdivision review** is primarily focused on making sure that all public improvements including roads are built to minimum dimensional, geometric and construction standards. This assures that roads are able to handle on-site traffic, drainage, utilities, etc. Subdivision review considers the off-site implications by considering adjacent streets capacity and safety and determining if additional lanes or signals are required. Subdivision review contemplates parallel service roads which control the proliferation of curb cuts on arterial streets. The subdivision review process also contemplates specific placement of individual curb cuts on a lot-by-lot basis so the Planning Board can review issues like site-distance and proximity to intersection.

The **Zoning Ordinance** regulations prescribe the land uses, development standards (units per acre, building setbacks, street frontages, etc.) that are allowed or prohibited in different designated districts or zones. Performance standards spell out the preferred methods of development and a map showing different land use districts. A land use ordinance must be based on a comprehensive plan adopted by the municipality. Furthermore, the basic provisions of the ordinance must be linked to the policies and implementation strategies contained in the plan. Zoning helps to protect roadways from incompatible combinations of land uses and to limit density of use.

**Site Plan Review** under the Zoning Ordinance is the other useful tool for protecting the viability of roads. Site plans are reviewed to avoid site-distance problems and limit curb-openings to reasonable widths and numbers. Site Plan Reviews consider off-site implications by evaluating adjacent streets' capacity and safety and determining if additional lanes or signals are required. Site Plan Review also looks at queuing of vehicles, provision of adequate on-site parking, avoiding hazardous lighting conditions, proper signage and a variety of other factors that can undermine the quality of a road if a site development is not designed and/or built properly.

Both the Subdivision and Zoning Ordinances should specifically enable the Planning Board to restrict the number of curb cuts into and out of a lot; or, when a lot fronts on two public ways, give the Board the right to specify which one should receive the traffic depending on which street has less likelihood of future conflict. The Town should review alternative road standards as part of this plan (see Public Facilities and Community Character Sections). Many of the existing standards may or may not be appropriate to specific neighborhoods, villages and rural areas.

#### *F.6.4 Impact Fees*

The Planning Board under both subdivision and site plan can require that developers submit traffic impact analyses when the traffic generation of a project merit such a review. Such a traffic

study would address specific off-site impacts and propose improvements when warranted. The Town has not, to date, required any developer to make a contribution to a public fund which would be used to ameliorate incremental traffic problems caused by the cumulative impact of proposed projects. The State of Maine has specific statutory regulations for setting up municipal impact fees which primarily require a specific accounting process tying the incremental rate charged to specific proposed projects such as a new interchange. The Town should prepare capital improvement plans that are tied to impact fees to finance future traffic (and other) capacity problems. While the existing arterial roadways are under the control of the State of Maine's Department of Transportation; the Town should develop, as part of the Comprehensive Plan, a recommended or desirable design standard for major or minor arterials.

#### *F.6.5 Traffic Impact Analysis*

In order to ensure that traffic generated by new development does not exceed the capacity of the existing transportation network; the existing development guidelines should provide clear and concise standards for traffic impact analyses, and the obligation for the provision of off-site traffic improvements. The threshold for such an analysis should be 35 to 50 trips in any one hour period or where persistent congestion problems exist. Traffic impact studies should be consistent with generally accepted traffic engineering practices. Traffic impact studies should also address geometric factors such as survey grade information about the right-of-way and centerline and proposed center lanes and breakdown lanes.

#### *F.6.6. Access Management*

Access Management is the planned location and design of driveways and entrances to roads in order to improve safety, preserve capacity, and maintain posted speeds. Maine DOT has established standards, including greater sight distance requirements, based in part on posted speeds, for the permitting of driveways and entrances for three categories of roadways: (1) retrograde arterials, (2) mobility arterials, and (3) all other state and state-aid roads. The portion of US Route 1A coincident with State Route 9 is a designated mobility arterial in Hampden.

To maintain and improve traffic flows, future land use ordinances should include access management performance standards that are in accordance with state law. Locating shared access points for businesses and residences can enhance safety while allowing development to occur along roadways.

#### *F.6.7 Driveway Entrances onto State and State-Aid Roads*

Anyone who wishes to construct or maintain any driveway, entrance, or approach within the state right-of-way shall receive a written permit from the Maine DOT. An information and application packet is available from the local DOT Division Office. If the proposed driveway lies within the so-called "compact or built-up section", a written permit from the Town officials is required. Under State law 23 MRSA, Section 704 as amended in 2000, the DOT is directed "and towns are authorized

*[t]o make such rules and regulations as to design, location, and construction of driveways, entrances, and approaches... as will adequately protect and promote the safety of the traveling public and highway drainage.*

State law also states that a permit is required if an existing driveway is changed in location, grade, or otherwise improved. In addition, a permit shall be required if any existing driveway is changed in degree or kind of use.

#### F.7 TRAFFIC MOVEMENT PERMITS

Maine DOT requires that anyone that desires driveway access to a rural state or state-aid roadway must first obtain a driveway permit from the Maine DOT. Maine DOT has developed standards (sight lines, vertical alignment, driveway width, etc.) for the construction of the driveway entrances within Maine DOT's right-of-way. In the spring of 2000, the law (23 MRSA § 704) was significantly enhanced to allow Maine DOT and compact communities to control the design, location and construction of entrances. The purpose is to "protect and promote the safety of the traveling public and maintain highway right-of-way drainage". For rural arterial roads, the Maine DOT also shall limit the number and spacing of entrances to maintain existing posted speeds and ensure safe travel.

In January 2000, the Maine DOT adopted a set of guidelines by which a development, generating more than 100 Passenger Car Equivalents (PCE) during peak hours, must obtain a Traffic Movement Permit. One tractor-trailer combination is the equivalent of two passenger cars. Any developer who generates more than 100 PCE trips MUST apply to the Region Traffic Engineer in the area with jurisdiction over the project. The developer then submits the application (with plans stamped or sealed by both a registered Professional Engineer and Registered Land Surveyor). After the application has been deemed complete, a scoping meeting is set up to determine the scope of the project. Depending on the amount of trips generated, a permit may be required to do a traffic study as defined at the scoping meeting. A town-issued permit is required if the development is accessing a town way.

*Traffic Movement Permits (Site Location of Development Act).* Until the late 1990's, the Maine DEP was responsible for development permits under the "Site" law, including the traffic impact review. The law has been recently changed and the traffic review responsibility has been transferred to the Maine DOT. A permit is still required if the development is on a town way. The level of mitigation at the drive entrance/exit may be less, but a permit is still needed. Other mitigation may be necessary depending on the amount of traffic.

Municipalities may register with Maine DOT to seek delegated review authority to issue Traffic Movement Permits. In such cases a Traffic Movement Permit would be required from the municipality that has been given delegated review authority. A municipality can be delegated the authority to issue permits if that municipality adopts ordinances consistent with Maine DOT Chapter 305 Rules. Once the ordinance is adopted, the municipality must contact the Department to request delegated authority. If the Department finds the municipality in compliance with Chapter 305, the Department will develop an agreement for Delegated Review Authority.

#### F.8 HIGHWAY OPENING PERMITS

On town ways, excavations are permitted through the Hampden Public Works Director. Persons needing to excavate in the right-of-way should apply to the Code Enforcement Office for more information. The work is performed to town specifications.

The Maine DOT Region Engineer must issue a permit for state maintained roads. The issued permit becomes an agreement between the applicant and Maine DOT as to the date, location and the fee that the applicant will pay (based on the area of reinstatement of the excavation). The Maine DOT crews will replace the surface area.

#### F.9 TRAFFIC SIGNS

Traffic signs are the responsibility of the municipalities on all locally maintained highways. The Maine DOT is responsible for traffic signs on state and state aid roads. In urban compact areas, the municipality is responsible for all traffic signs except directional and route markers and speed limit signs where the limit changes. Some changes in signs will be mandated as the result of Traffic Movement Permits.

#### F.10 TRAFFIC CONTROL SIGNS

A traffic control sign is a way of addressing a traffic/road safety problem. It is advisable for a municipality to consult with the Region Traffic Engineer or a professional traffic engineer, as appropriate, to see whether a sign would be effective before installing one. All signs used for traffic control placed on state or local roads must be designed and placed in accordance with the Manual on Uniform Traffic Control Devices (MUTCD).

For the purpose of designation of responsibility for provision and maintenance, road markings (lane striping, center lines, etc.) are considered to be traffic control devices. Please note that, unlike traffic control signs, road markings are advisory only.

Traffic signs on local roads are the Town's responsibility for installation, maintenance and replacement. Regulatory signs, such as "Stop" and "Yield" signs can only be installed after the adoption of a local traffic ordinance authorizing their placement and use. Call MMA or the Local Roads Center for a sample ordinance. A "Stop" or "Yield" sign on a local road at its intersection with a state road is the responsibility of the Maine DOT, if the Maine DOT is responsible for traffic control signs on the state road.

Traffic signs on State roads, outside the urban compact areas, are the responsibility of Maine DOT. Hampden would apply to a Region Traffic Engineer, outlining the problem that the sign would address. In an urban compact area, the Town is responsible for providing, installing and maintaining all traffic signs. However, a proposed "Stop" or "Yield" sign on a state road in a compact area must be reviewed by the Maine DOT Traffic Engineer.

Destination and Route Signs are the sole responsibility of the Maine DOT. They are installed and maintained by Maine DOT. Requests for additional signs or re-signing should be directed to the Region Traffic Engineer. Requests to replace existing signs that have deteriorated, been damaged, or have fallen should be directed to the local Maine DOT Maintenance Division.

Special Warning Signs such as: “Children At Play”, “Deaf Person”, “Disabled Person”, “Horse Crossing”, etc are subject to Maine DOT Policy.

For any new installation of these types of signs, the responsibility for deciding to erect these signs along a State road will now be with the Town. Persons must request one of these signs through the Code Enforcement Office. It will then be the responsibility of the Town to purchase, install and maintain these signs. All signs must meet the standards of the MUTCD and be installed according to standard Maine DOT policy. Any questions can be directed to the Region Traffic Engineer in the local Maine DOT Maintenance office.

For all existing signs of this type, the Maine DOT will no longer maintain these signs. The full maintenance responsibility will now rest with the Town.

Maine DOT will continue to install “disabled person signs” at established businesses which have disabled residents who cross the road. In addition, Maine DOT will continue to install “horse crossing” signs at established businesses and at established horse riding businesses which have horses crossing the road.

Official Business Directional Signs (OBDS) shall be located within the highway right-of-way on approaches to intersections where travelers must change direction from one public way to another to reach a business, service, or point of interest or where appropriate at the end of “T” intersections. A business, service facility, or point of interest shall not be permitted more than one sign at any one intersection approach. Each place of business, service, or point of interest shall be eligible for a maximum number of six OBDS. To qualify for an OBDS, the business, service, or point of interest must be within a ten mile radius of the proposed location of the sign. Application for an OBDS shall be made on forms furnished by Maine DOT after obtaining municipal approval as regulation of the location of these signs can vary by municipality.

#### *F.10.1 Traffic Signals*

Currently, Hampden has three traffic signals within the community:

1. Full signalization at the intersection of US Route 202 and Western Avenue (State Route 9);
2. Full signalization at the intersection of US Route 202 and Coldbrook Road;
3. Full signalization at the intersection of Western Avenue and Route 1A (intersection of State Route 9, US 1A)

It is the opinion of the Town that traffic signals should be installed at the Western Avenue at Mayo Road.



The Town may apply for traffic signals on a State Road to the Maine DOT through the Division Traffic Engineer. A traffic survey is carried out and, depending upon the results, an installation may be recommended. The criteria for warranting a traffic signal include: traffic volumes on the major and minor roads, number of pedestrians, proximity to schools and accident records. If warranted, installation of a traffic signal on a state highway would be contingent upon inclusion in the Maine DOT's Biennial Capital Work Program (BTIP). Maintenance and electrical power costs are the responsibility of the municipality.

The Maine DOT advises the Town to obtain expert advice when considering traffic signals on a local road. The Division Traffic Engineer may provide assistance. A licensed traffic engineer is needed to design the installation. Funding for such installation is the Town's responsibility although certain installations may be eligible for federal funding through the Hazard Elimination program. Maintenance and electrical power costs are the responsibility of the municipality.

Flashing beacons at intersections have been found by the Maine DOT to be largely ineffective in addressing traffic problems. Rather than inducing caution, the average speed of vehicles on the through road increases after the beacon is installed. However, in certain situations a beacon can help. A beacon can reduce the number of side road drivers who ignore a stop sign. Careful examination of the traffic flows and intersection configuration should be done before making any decision.

There are several flashing beacons within the Town:

1. The intersection of US Route 1A and Kennebec Road
2. The crosswalk at Hampden Academy
3. The intersection of US Route 202 and Carey Circle (Hampden Business and Commerce Park. Under the traffic permit this location will be upgraded to full signalization as soon as warrants are met.)
4. The intersection of State Route 69 and Kennebec Road

A municipality seeking the installation of a flashing beacon at an intersection of two local roads would be advised to seek professional assistance, either from the Region Traffic Engineer or a licensed traffic engineer. A municipality wishing to have a flashing beacon on a state-maintained road should approach the Region Traffic Engineer.

#### F.11 RAIL CROSSINGS

Rail Crossings are located:

1. Western Avenue
2. Kennebec Road
3. Back Winterport Road
4. Old Emerson Mill Road

Concerns for safety include a lack of a safe crossing mechanism at the Route 9 and Kennebec Road crossings. Other crossing should be evaluated for safety.

## F.12 TRAFFIC ISSUES

### *F.12.1 202 Extension Proposal*

The much discussed extension of US Route 202 through the Town, essentially parallel to Route 1A, has effectively been abandoned. There are two primary reasons for this. First and foremost the intrusion of the bypass through the four mile square was not and is not acceptable to the citizens of Hampden. The bypass would cross Reeds Brook, significant wetland areas, and emerge to cross Kennebec Road in historic Lower Corner. Recent discussions with Maine DOT indicate that this is regarded as a dead issue both politically and financially. Perhaps less critical (but not irrelevant) is the problem that the four mile square portion of the bypass would not open up large tracts of currently un-developable land but rather eliminate land from development with its wide right-of-way and limited access. A US Route 1A bypass that was created from the Back Winterport Road or some other route has not been ruled out. It should be noted, however that US Route 1A should be considered a "collector", but acts more as a local road; it has too many access points to efficiently serve as a collector road.

### *F.12.2 U.S. Route 1A*

U.S. Route 1A is the principal arterial through Hampden and connects Bangor to southern coastal communities such as Prospect, Camden, and Rockland. The recommended design section for this type of arterial would be a 40 foot pavement width to include eight foot paved shoulders. Where necessary, this would provide adequate space for a turning lane and adequate space for sidewalks and bike lanes where indicated.

This road has been reconstructed from the Winterport Town Line to Western Avenue and from the Bangor City Line to R&K Variety. The remainder from R&K Variety to Western Avenue is in poor condition and needs to be reconstructed in order to correct its deficiencies. This area is near the bottom of the watershed and a number of drainage issues. It has been estimated that reconstruction of this area will exceed \$4,000,000 in costs. Although BACTS agrees that this item is a priority it simply lacks sufficient funding to complete this reconstruction project in a timely fashion.

### *F.12.3 U.S. Route 202 (limited access segment)*

The existing design capacity of this segment of U.S. Route 202 is adequate. In order to maintain the road's capacity and function as a limited access bypass, and avoid high accident levels traditionally associated with access points, the new access points must be located and developed with extreme care. It is recommended that while there is no current need for any extension of the north/south 202 by-pass, acquisition of right of way or development rights should be used to preserve this future option.

#### *F.12.4 Route 9*

The intersection of Main Road North (Route 1A) and Western Avenue (Route 9) suffers from insufficient turning radii and additional right-of-way area is required.

#### *F.12.5 Speeding*

Rapid modern transportation symbolizes freedom and technical progress, but roads laid out in the horse and buggy era are not well suited to excessive speed. Hampden, like all towns, faces the issue of drivers exceeding the posted speed limit on town roads. Excessive speed is an important issue because it is a causal factor in many fatalities, is often carried out by the least experienced drivers, and relates directly to highway capacity. To illustrate: A two-lane limited access highway has great ability to handle traffic. It allows 10,000 vehicles to move right along by presenting motorists with few conflict points. Add to our two-lane over 50 access points and conflicts per mile and lower speed limits become necessary. Finally, add excessive speed to the scenario and existing capacity will be reduced. Crossings and left turns that might be feasible for motorists where all motorists were driving at the posted limits are now difficult or dangerous. Motorists must watch on-coming traffic longer to determine what speed it is traveling, which closes up the gaps in traffic, reduces capacity, increases accidents and requires traffic lights and additional lanes. Thus, speeding motorists are a cost to everyone.

Very often, speeding is viewed as an enforcement problem and those exceeding the posted limit are viewed as a scofflaw. However, when the average travel speed is well above the posted limit it suggests that either the posted limit is not reasonable or that the posted limit is not respected. Certain traffic calming designs could be explored to address traffic flow. Such devices include narrowing the appearance of the travel lanes to slow motorists. Motorists exiting the Interstate are notorious for exceeding the limits of the arterial street. Reducing the speed limit, in the absence of increased enforcement efforts, or calming devices is ineffective. Roads can be altered to incorporate features that will slow traffic. Larger, brighter signs, road striping, flashing lights, rumble strips, pavement grooving, speed humps and road narrowing are some of the traffic calming techniques that have been used successfully in various situations. The Town should explore traffic calming devices and strategies and utilize those which are permissible on Maine and US highways when the goal is to reduce speeds.

Request for changes to speed limits on all town ways and state highways are made in writing by the Town to the Maine DOT through the Region Traffic Engineer. Citizens must direct their requests through the Town Council. Because the Maine DOT gets so many requests for speed zone changes, a Town should “screen” unwarranted requests by doing a quick review

A survey of traffic speeds and characteristics of the road in question is carried out, and the Region Traffic Engineer may recommend a new speed limit, if justified. That recommendation is passed to the Commissioner of the Department of Transportation who, with the advice and consent of the Chief of the Maine State Police, sets the new speed limit. Consideration is given to:

- the design speed of the highway;
- the frequency of public and private access points; intersections; and roadside businesses along its length;

- the current speed of traffic; and
- the crash records for the road.

#### *F.12.6 Crosswalks*

The provision of crosswalks on all highways (other than controlled access highways such as an interstate highway) is regulated by Town officials. However, consultations with the Region Traffic Engineer and the local and/or state police are strongly advised before action is taken. The pattern of pedestrian movement, the ability of traffic to stop safely, the volume of the traffic flow that pedestrians will be attempting to cross and the speed of the traffic should be considered. All crosswalk striping patterns and signs shall conform to the Manual on Uniform Traffic Control Devices (MUTCD). Crosswalks are not recommended at those locations that do not have a sidewalk for pedestrians on both sides of the street.

A common sight at many crosswalks throughout Maine is the placement of a single orange barrel, cone, or other device on the centerline in an effort to slow down motorists. As innocent and/or effective as this may appear to be, it could create certain safety and/or liability problems for municipalities (several studies are being done to determine their real effectiveness). Typically, these devices are either non-standard traffic control devices (per MUTCD), or they are standard devices used in the wrong way. Although they may “work”, pedestrians can develop a false sense of security, and pedestrian safety or vehicle control could be severely compromised if these devices are hit, especially if they are heavy metal devices. In today's litigious society, these devices should be discouraged from use on a roadway. For other alternatives, call your local Maine DOT Maintenance Division Traffic Engineer.

#### *F.12.7 Sidewalks/Pedestrian and Bike Paths*

On local roads, the Town is responsible for providing and maintaining sidewalks and bicycle facilities. The Town may be able to secure funds for sidewalk construction through other agencies such as the Department of Economic and Community Development. As part of a plan to reduce automobile emissions in an area designated "non-attainment" (see CMAQ), there may be federal funding available for construction or reconstruction, though this funding is not generally available for local roads.

Maintenance of existing sidewalks on all public roads is the responsibility of the Town. Replacement of existing sidewalks on State or State-Aid highways is covered under Maine DOT policy. It states that it is Maine DOT policy to replace existing sidewalks in kind on any reconstruction, rehabilitation or resurfacing project. The funding for replacement of the sidewalk in kind will be the same as the funding for the reconstruction, rehabilitation or resurfacing project. This will apply whether the sidewalk is being fully reconstructed or just overlaid with hot bituminous pavement. An exception to the above may be when the Maine DOT and Town agree in writing to eliminate a sidewalk. If the reconstruction, rehabilitation, or resurfacing of any sidewalk on a State or State Aid road is NOT part of an adjacent highway project, then the work will be considered as a separate sidewalk project. For State funding assistance, it must be submitted by the municipality as a separate request for the six or two year plan.

When the Town wants to add just a sidewalk on a State or State Aid road and it wants State assistance, it must request the project just like a road or bridge project.

When the Town requests that sidewalks be constructed as part of a project, it would be the municipality's responsibility to pay the entire non-federal share of the cost of the new sidewalk. For example, if the Feds are paying 80% of a project and the State is paying 20%, then the Town will be responsible for the 20% cost of putting in the new sidewalks.

When the project is not federally funded, it would be the Town's responsibility to pay 50% of the State's share of the cost. The cost is intended to include gravel, pavement and any additional construction features for the sidewalk made necessary by widening such as retaining walls or barriers. It does not include Right of Way acquisition.

If a proposed sidewalk is NOT part of a roadway project, then it must be submitted by the municipality as a separate request for the six or two year plan.

Any sidewalk/pedestrian facilities project must comply with the requirements and standards governed by the Americans with Disabilities Act (ADA). The ADA promulgates standards such as maximum grades and the requirements for curb-cut ramps to allow wheel chairs to cross streets.

#### *F.12.8 Road Striping*

All road striping on State and State Aid highways outside of urban compact areas is the responsibility of the Maine DOT Traffic Engineering Region. Annually, striping crews establish centerlines and edge-lines and stencils of words such as "RR" crossings and "STOP AHEAD" on these State roads. Stripe color, width and design are determined by the standards established in the Manual on Uniform Traffic Control Devices (MUTCD).

In urban compact communities, the responsibility for striping on all State highways and local streets (if desired) rests with the Town. Striping standards must also follow the MUTCD. In addition, if any lane changes are proposed (i.e., re-striping a wide 2 lane road to a 2 lane road with a center turn lane), then DOT must be contacted for review and approval. This is required from a traffic engineering perspective, but it also affects the annual State funding under the Urban/Rural Initiative Program (URIP) which relies on "lane miles" and not centerline miles. Therefore, striping for turn lanes without actually constructing more roadway width may be eligible for additional URIP funds.

### F.13 TRANSPORTATION FUNDING

Maine's transportation infrastructure was built with a combination of public and private investments over the past 300 years. The system's maintenance and improvement still depends upon partnership today. The Maine DOT faces challenges of maintaining the existing highway and bridge system, creating new opportunities in other modes and improving the connectivity

among all modes. This must be done without any guarantee of current or increased state or federal funding, beyond the current projections, over the next 20 years.

The Maine DOT Six-Year Transportation Improvement Plan (Fiscal Years 2004-2009) lists the major transportation policy initiatives and capital improvement projects Maine DOT expects to include within the next six year budgeting period. No proposed projects are listed in that Six-Year Plan for Hampden.

The 2008-2009 Biennial Capital Work Plan, formerly known as the Biennium Transportation Improvement Program (BTIP) is Maine DOT's programming document that defines potential projects for the next two years. Municipalities can suggest projects to be included for potential funding. Two projects are listed for Hampden:

*Highway Reconstruction (Preliminary Reconstruction: Beginning at Route 9 and extending northeasterly 2.23 miles to a point 0.26 am mile northerly of Wheeldon Heights.) Budget Total \$128,130 (80% federal/ 20% state)*

*Pavement Preservation (Highway Resurfacing: Beginning at Western Avenue and extending northerly 4.02 miles to the Interstate 395 Exit 2 eastbound ramps.) Budget Total \$1,763,809 (80%federal/ 20% state)*

The principal sources of funds for public spending on transportation in Maine comes from the state's Dedicated Highway fund, the federal government, the state's General Fund and from the sale of Highway and General Fund bonds. Funds from these sources (except bonds) are derived from the proceeds of motor fuel taxes, motor vehicle registration and license fees and other transportation user fees.

#### *F.13.1 National Highway System Program (NHS)*

National Highway System Program (NHS) funds are available for capital improvement on those highways in Maine designated as part of the NHS. These highways are the Interstate Highway System and some other major roads. A 20 percent match of total cost is required to obtain federal funding for NHS projects. This match may be from the Maine DOT or sometimes provided by a combination of Maine DOT and local funds.

#### *F.13.2 Surface Transportation Program (STP)*

Surface Transportation Program (STP) funds are available for improvement of any road other than local or minor rural roads. There are two mandatory set-asides of STP funds: 10 percent must be allocated to Transportation Enhancement projects, and 10 percent must be used for rail/highway crossing improvements and hazard elimination projects. STP funds may be used on the NHS if necessary. Transit capital projects can be funded by the STP, and funds may be transferred to other forms of transportation, as required. The Maine DOT has to provide a 20 percent match of the total cost to obtain federal funding for STP projects.

#### *F.13.3 Transportation Enhancement Program*

The Transportation Enhancement (TE) program provides funding for projects designed to strengthen the cultural, aesthetic, and environmental aspects of the inter-modal transportation

system. A minimum of 20 percent local match is required to secure the federal funds. A project is eligible for TE funding if it relates to surface transportation and fits one or more of the following TE activities.

- Provision of facilities for pedestrians and bicycles.
- Provision of safety and educational activities for pedestrians and bicyclists.
- Acquisition of scenic easements and scenic or historic sights.
- Scenic or historic highway programs.
- Landscaping and other scenic beautification.
- Rehabilitation and operation of historic transportation buildings, structures, or facilities.
- Preservation of abandoned railway corridors.
- Control and removal of outdoor advertising.
- Archaeological planning and research.
- Environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity.
- Establishment of transportation museums.

A competitive process produces a statewide list of TE projects that become a part of the Biennial Transportation Improvement Program.

#### *F.13.4 Federal Transit Administration*

The Federal Transit Administration provides funds for the purchase of buses and operating subsidies for transit providers. This is not the sole source of funds for these purposes; STP funds, CMAQ funds, and money from social service programs can be used. For more information contact the Office of Passenger Transportation at (207) 287-3318.

#### *F.13.5 State Funds*

State funds for operations and capital improvements come from two major sources: the General Highway Fund and the State General Fund. The General Highway Fund receives dedicated income from fees and taxes relating to registration and use of vehicles on the public highways, including fuel taxes. The General Highway Fund may only be used for highway and bridge improvements, State enforcement of traffic laws, maintenance and Departmental overhead. As highway maintenance, other than on interstate highways, it is ineligible for federal funding. The General Highway Fund provides all the money for this work on non-interstate roads.

The State General Fund is used for funding other transportation activities that are ineligible for moneys from the General Highway Fund. Its income is derived from income taxes and other State taxes and fees. In addition, Maine State Ferry Service revenue from user-fees provides partial funding for that service.

#### *F.13.6 Local Funds*

Local governments and other public or private bodies often provide the "local" match in securing federal funds for capital and operational projects. For example, Transportation Enhancement projects require a 20 percent local match. Municipalities also expend local moneys, and Urban/Rural Initiative Program funds they receive from the Maine DOT, on the capital improvements of local roads and State Aid minor collector roads.

### *F.13.7 Bond Issues*

Some projects, such as highway or port improvements, have been funded by issuing bonds. The Maine DOT also uses bond issues to raise matching funds necessary to secure federal moneys for highway projects. This option for raising funds for transportation projects first has to be approved by the legislature, and then by the voters in Statewide referendum. The advantage of this type of funding is that it spreads large construction costs over the lifetime of the bond; however, it does incur additional costs, primarily interest.

### *F.13.8 Local Bridge Program*

Legislation enacted by the 112th Maine Legislature requires the Department to biennially prepare a list of local bridges eligible for capital improvements. The priority of candidates is established based on consideration of a number of factors related to inadequacy and use of each bridge. The Department has individually notified each effected municipality and county as to the priority and anticipated scope of the work for those bridges qualifying for improvement. Cost sharing for projects implemented under this program, where there is local responsibility, is based on a single formula encompassing factors that measure the ability of the town to pay and the town's relative use of the structure, as well as the availability of the state and federal funding.

As part of the Local Bridge Program, funds are provided for replacement and rehabilitation of public bridges within the state. There is a mandatory 15 percent set-aside for bridges on local and minor rural roads. This is the source of funding for the Local Bridge Program. Forty percent of the Maine DOT's bridge funds may be transferred to the NHS or STP. However, these funds have never been transferred due to the very large backlog of bridges in the state needing significant w

### *F.13.9 Urban/Rural Initiative Program (URIP)*

The Legislature repealed the former local Road Assistance Program (LRAP) in 1999 and enacted the Urban - Rural Initiative Program (URIP). Under this program, which consists of both the Rural Road Initiative and the Urban Road Initiative, municipalities receive regularly scheduled payments from DOT for capital improvements to local roads and rural State Aid minor collector roads.

Rural Road Initiative funds are distributed at the rate of \$600 per year per lane mile for all rural state aid minor collector roads and all local roads located outside urban compact areas, except that the rate is \$300 per year per lane mile for seasonal town ways. They may be used only for capital improvements. "Capital improvements" mean "any work on a road or bridge that has a life expectancy of 10 years or restores the load-carrying capacity".

Urban Road Initiative funds are distributed at the rate of \$2,500 per year per lane mile for summer maintenance performed by the municipalities on state and state aid highways in compact areas. For each lane mile beyond the second lane on a highway with more than two lanes, municipalities also are reimbursed at the rate of \$1,250 per lane mile for summer maintenance in the compact area. In addition, Urban Road Initiative funds are distributed at the rate of \$1,700 per year per lane mile for winter maintenance performed by the municipalities on state highways in compact areas regardless of the number of lanes. These funds may be used only for maintenance and improvements of public roads.

### *F.13.10 Cooperative bulk purchases programs*



Communities in a region can include paving and reclamation work, road salt, and fuel oil. However, public works utility vehicles, police cruisers, road striping, road signs, and culverts are some of the more recent cooperative purchase efforts. A limitation to the cooperative purchase program is finding a group of communities that want to purchase items with the same specifications. For more information on cooperative purchasing, contact the Penobscot Valley Council of Governments (PVCOG).

#### *F.13.11 Other Cost Saving Resources*

Both the PVCOG and the Maine Local Roads Center offer information on saving money through the use of Maine DOT approved alternative materials, in maintaining and repairing roadways.

### F.14 MAINTENANCE RESPONSIBILITIES AND LIABILITY ISSUES

#### *F.14.1 Barriers*

Title 23, Sections 3271, 3272, and 3273 state that any municipal officer who erects a barrier (wire, cable, chain link, lumber, gate, or other similar device) across a town way is required to mark the barrier in a manner that enables it to be visible to a person traveling on a town way toward the barrier on a snowmobile, all-terrain vehicle, motorcycle, or similar vehicle. The barriers must be marked so that they may be visible at a distance which is a reasonable stopping distance.

#### *F.14.2 Local Roads*

Title 23, Section 3651 states that any legally established highway, town way, or street shall be opened and must be kept in repair so as to be safe and convenient for motor vehicles. If these conditions are not met, than the liable parties can be indicted, convicted, and fined.

#### *F.14.3 Pothole Statute*

Title 23, Section 3655, i.e., the "pothole statute", states that persons who suffer bodily damage or damage to personal property resulting from "any defect or want of repair or sufficient railing in any highway, town way, causeway or bridge" may bring a civil suit within one year from the date of receiving such injuries or property damage against the county or municipality that is obligated to maintain or repair the highway, town way, causeway, or bridge. In addition, a claim must be received within 180 days after the incident. The liability is dependent on whether the county commissioners, municipal officials, road commissioners, or any other authorized person received "24-hours actual notice" of the defect or want of repair. "Actual notice" can mean a telephone call, verbal notice, or a written letter to virtually any town official.

#### *F.14.4 Sidewalks and Crosswalks*

Title 23, Section 3658 states that no town is liable for damages to any person on foot because of snow or ice or the slippery condition of any sidewalk or crosswalk.

#### *F.14.5 Waterways*

Title 23, Section 3255 states that no municipality may cause a water course to be constructed by the side of a road which would disturb any house or other building or obstruct any business. Any person suffering damage due to this construction may have it changed under their direction and

at the expense of the municipality. This particular statute may be relevant when a road construction or reconstruction project requires the relocation or re-direction of a waterway.

#### *F.14.6 Dig Safe*

In the spring of 2000, the law was changed to incorporate a few new requirements relative to excavation methods, emergency excavations, and penalties. The "Underground Protection of Facilities Act," commonly known as the "Dig Safe" law, is found in 23 MRSA 3360-A. The Maine Legislature modified the law on January 1, 1993 and then, on September 20, 1997 and June 1998 to include enforcement and violation provisions. The purpose of this law is two-fold: to protect equipment operators and other people excavating in areas where underground facilities are located, and to protect the underground facilities.

In concept, the law is simple. Its basic premise is that many excavations involve two players: the person doing the excavating (the "excavator"), and the person whose equipment is located underground (the "underground facility operator" or "utility"). An excavator must provide notice of any excavation to all underground utilities in the excavation area, and wait three business days before commencing work. After receiving notice each utility must, within two business days, accurately mark the location of its underground facilities so that the excavator can safely proceed (these marks are usually called "locates"). The law imposes penalties on excavators who fail to follow the notice procedures, and it imposes penalties on utilities who fail to mark their underground facilities after receiving notice.

**Maine Tort Claims Act.** The Maine Tort Claims Act (Title 14, Sections 8101 through 8118) is a very important Act involving governmental responsibilities for transportation facilities. Section 8103 states that all governmental entities will be immune from suit on any and all tort claims seeking recovery for damages, except as specifically provided by law. The general rule of the Maine Tort Claims Act is that immunity from lawsuits is the predominant protection for local governments and their employees. However, several exceptions to the general immunity provisions do exist. You should consult with the Maine Municipal Association, (800) 452-8786, or Maine DOT's Maine Local Roads Center, (207) 287-2152, for more information. These exceptions pertain to negligence in the ownership, maintenance, or use of vehicles, machines, or equipment; and activities involving road construction, street cleaning, or repair.

#### *F.14.7 Road Construction and the Natural Environment*

The Natural Resources Protection Act (NRPA) is the Maine State law that regulates disturbances in, over, or adjacent to wetlands, streams, and other water bodies. Both Maine DOT and municipalities must comply with the law.

Section 404 of the Clean Water Act is the federal law that regulates disturbances in, over, or adjacent to wetlands, streams, and other water bodies.

The Maine Department of Environmental Protection (MDEP) issues permits for state wetlands laws while the United States Army Corp of Engineers (ACOE) issues permits for regulated wetlands under federal jurisdiction. It is important to contact these agencies regarding work

being contemplated in or near a wetland or water-body since one or both agencies may have jurisdiction.

The NRPA requires that a permit be obtained from the MDEP before undertaking activities in any protected natural resources. However, NRPA may allow certain public works projects to proceed through a "permit-by-rule" process that is faster and involves less paperwork than the usual permit process. The activities allowed under the "permit-by-rule" process include, but are not limited to:

- General permits for state transportation facilities
- Disturbance of soil material adjacent to wetlands or water body
- Replacement of permanent structures
- Movement of rocks and vegetation
- Construction of stream crossings (utility lines, pipes and cables)
- Piers, wharves and pilings in coastal wetlands
- Public boat ramps
- Selected activities in coastal sand dunes

The permit-by-rule process requires the municipality to submit a notification form outlining the work to be performed to the MDEP.

There are also activities that do not require a permit to be filed. These include but are not limited to:

- Water lines and utility cables. In an area which affects a great pond, the placement of water lines to serve a single-family house or the installation of cables for utilities, such as telephone and power cables, provided that the:
  - Excavated trench for access to the water is backfilled and rip-rapped to prevent erosion;
  - Excavated trench on the landward side of the rip-rapped area is seeded and mulched to prevent erosion; and
  - Bureau of Parks and Lands has approved the placement of the cable across the bottom of the great pond to the extent that it has justification.
- Maintenance and repair of a structure in, on, over or adjacent to a protected natural resource and maintenance and repair of a private crossing of a river, stream or brook if:
  - Erosion control measures are taken to prevent sedimentation of the water;
  - Crossings do not block fish passages in water courses
  - There is no additional intrusion into the protected natural resources
  - The dimensions of the repaired structure do not exceed the dimensions of the structure as it existed 24 months prior to the repair, or if the structure has been officially included in or is considered by the Maine Historical Preservation Commission eligible for listing in the National Register of Historic places, the dimensions of the repaired structure do not exceed the dimensions of the historic structure.

This subsection does not apply to: the repair of more than 50% of a structure located in a coastal sand dune system; the repair of more than 50% of a dam, unless that repair has been approved by a representative of the United States Natural Resources Conservation Service; or the repair of more than 50% of any other structure, unless the municipality in which the proposed activity is

located requires a permit for the activity through an ordinance adopted pursuant to the mandatory shoreland zoning laws and the application for a permit is approved by the municipality.

A permit is not required for emergency repair or normal maintenance and repair of the existing public works which affect any protected natural resource. An activity which is exempt under this subsection shall employ erosion control measures to prevent sedimentation of any surface water, shall not block fish passage in any water course and shall not result in any additional intrusion of the public works into the protected natural resource.

Hampden's transportation system is typical in its impacts to the natural environment. See the Marine, Water, and Critical Natural resource sections for more information about particular resource issues.

#### F.15 REGIONAL COORDINATION AND MPO

##### *F.15.1 Compact Areas*

The Maine DOT classifies roads as state highways, state-aid highways and town ways. In addition to its town ways, a municipality is responsible for snow maintenance on state-aid roads. The laws do distinguish between "maintenance" and "snow maintenance". Maintenance refers to summer maintenance, upkeep of the roadway structure, and ditching and brush cutting. Snow maintenance refers to plowing, sanding and erecting snow fences.

The municipality's maintenance obligation may depend on the population reported in the most recent census and on whether the state road runs through a compact section or area of town. A compact section (also known as a "built-up" section of town) is defined as follows:

"Compact" or "Built-up sections" means a section of the highway where structures are nearer than 200 feet apart for a distance of 1/4 of a mile, unless otherwise defined; reference MRSA 23 sub-section 754, revised July 1, 1999.

Urban Compact Municipalities are those in which the population according to the last United States census;

- Exceeds 7,500 inhabitants, or
- Is less than 7,500 inhabitants but more than 2,499 inhabitants, [which has more non-resident employed than employed residents in which the ratio of people who work in a given municipality to employed people residing in that same municipality is 1.0 or greater,] and when the municipality has not exercised the opt-out provision of this section.

For more information on compact areas, contact the Community Services Division at (207) 287-2152 or see the Maine DOT website.

##### *F.15.2 Metropolitan Planning Organizations (MPO's)*

The Federal Intermodal Surface Transportation Efficiency Act requires that a Metropolitan Planning Organization (MPO) be designated for each urbanized area. The designation is based on population density as indicated by the U.S. Census which defines an urbanized area. The MPO is responsible for insuring that the urbanized area has a continuing, cooperative and

comprehensive transportation planning process. The process must result in plans and programs that consider all transportation modes and support metropolitan community development and social goals. These plans and programs must lead to the development and operation of an integrated, intermodal transportation system that facilitates the efficient, economic movement of people and goods. MPO's must coordinate with the Maine DOT while planning projects in urbanized areas.

There are presently four MPO's in the State of Maine. The Bangor Area Comprehensive Transportation System (BACTS) is the MPO in this region and the urban sections of Hampden are part of BACTS. The MPO's usually consist of municipal and State officials who serve on policy, planning and/or technical committees. The committees meet on a regular basis to establish priorities and allocate specific categories of federal transportation-related funds to the area.

The passage of the federal Intermodal Surface Transportation Efficiency Act in 1991 has increased and strengthened the transportation planning process. New responsibilities for the MPO's include: 1) Preparing a broad-based, long range, multi-modal transportation plan; 2) Carrying out transportation studies; 3) Formulating plans related to maintaining, improving, or expanding the existing transportation network; 4) Providing a forum for public participation in the development of transportation policy issues; and 5) Developing and approving a Transportation Improvement Program (TIP) for the use of federal funds by Maine DOT for specific road and bridge improvements, public transportation operating subsidies and capital improvements, pedestrian and bicycle facilities, and other transportation improvements in the MPO's area.

MPO's are not transportation operating authorities. MPO's cannot construct roads, provide operating subsidies to transportation providers, regulate land use, create land use regulations, or require any MPO community to establish land use regulations.

The Town should continue to participate in the Bangor Area Metropolitan Planning Organization (BACTS/MPO) to facilitate regional coordination of the areas transportation improvements.

#### *F.15.3 Maine DOT Public Participation in Transportation Planning*

In 2004, Maine DOT transferred the advisory role of the Regional Transportation Advisory Committees (RTACs) to the Comprehensive Economic Development Strategy (CEDS) Committees in each of Maine's Economic Development Districts (EDD). It is anticipated that this will facilitate public participation and reduce costs. These committees have met on an ongoing basis to promote sensible development in accordance with the guidelines and support of the U.S. Economic Development Administration. The CEDS will establish subcommittees devoted to transportation issues, and will draft recommended funding priorities. Hampden is part of the Eastern Maine EDD, which covers Hancock, Knox, Penobscot, Piscataquis, Waldo and Washington Counties.

#### F.16 SUMMARY PLANNING PERSPECTIVE

Understanding the transportation needs and planning within a community is important to a resident's quality of life, and the community's economic growth and prosperity. Hampden's transportation resources are a significant catalyst for continued growth in the community and the

region. The Town is fortunate to be centrally located and connected to major transportation amenities such as Interstate 95, US Route 2, Bangor International Airport and major rail lines.

As the community moves forward with economic development initiatives, land use decisions and infrastructure development, a constant understanding of the condition and needs of the transportation system is necessary. State Aid and State maintained roadways are in deteriorating condition throughout the state and properly framing and expressing these objectives might be the best for the community. Future planning and economic development decisions surrounding the Route 202 and Route 1A corridors need not only a grass roots push, but regional and federal involvement as well. The importance of this transportation asset is pivotal to the future of the region and should be made known to the appropriate parties. In this effort, the Town should maintain an open dialogue with Maine DOT, Federal Highway Administration, and other regional stakeholders to maximize future planning efforts for the betterment of the community.

The Town should undertake initiatives to better understand its transportation needs (both road and rail) as it continues to be a regional player. Transportation studies should be conducted in an attempt to better understand the needs of the community. These studies will provide the basis for the reclassification of significant roadways within the community. These reclassifications should lead to further investment into the safety and well being of travelers along these roadways.

The Town should continue to provide the safest, most cost effective transportation network to its residents and visitors. Increased focus on walking trails, sidewalks and other pedestrian facilities should be explored. As the community grows around its core infrastructure, providing safe, efficient roadways should become the focus of the community. In efforts to increase road safety, speed limits, weight limits and other mitigating factors should be addressed. To that effect, the Town should coordinate efforts, locally, regionally and nationally to address the weight limit of Heavy Truck Traffic on our local roadways. Current weight limitations of interstate truck traffic has caused an increase in truck traffic through the community, further degradation of infrastructure and increased threats to safety in a densely populated area of the community.

The Maine DOT published a useful document, *Working with the Maine Department of Transportation*. Its purpose is to assist municipal officials and Maine residents understand where responsibilities lie for certain actions, and where to address questions, concerns, and applications. The guide primarily contains sources of information, processes, and lines of communications. This document can be found at [www.maine.gov/mdot/](http://www.maine.gov/mdot/) or at the Hampden Town Office.

## G. OPEN SPACE AND RECREATION

Open space, as used in this plan, is open or wooded land which is not occupied by buildings or parking areas. Open space can be publicly owned or privately held land, even when it is not directly accessible to the general public. Open space strongly contributes to the character of a town, just by being visible. This may be because some of the land is scenic, used for recreation, has public access or merely provides a natural break in the landscape. Examples of this are scattered throughout Hampden as the generally wooded landscape opens up into vistas created by farms, train tracks, roads or water bodies. Hampden citizens greatly value these sorts of vistas despite the fact that there is no public use or access to some of them.

Historically, people in Maine had respect for property rights, but relied on access to and through each others' properties for economic purposes. This tradition is undergoing rapid change as more land is developed and/or acquired by people who don't necessarily hold to the same values, and who are not part of the community's "old time" fabric. As more and more property owners put restrictions on their land (often to limit their own liability), it becomes increasingly clear that the towns and state actually do not own many the spaces, trails and paths that citizens may place in high regard. For example, there are two pipelines running through Town, one owned by the U.S. Government and one by Mobil Oil. These prove to be recreational opportunities for cross-country skiing and hiking, at the discretion of the individual property owners across whose property the pipeline easements run.

Open space and recreation resources are shown on the Farms, Forests and Open Space Map, the Public Facilities and Recreational Resources Map, and the Trails Map.

### G.1 OPEN SPACE PROGRAMS AND METHODOLOGIES

While most all recreational land is open space, not all open spaces are considered recreation areas. This section focuses on open spaces that meet recreational needs and should be considered complementary to information on open space in the Critical Resources section.

A number of techniques can and are used to protect open space in Maine. Government acquisition, non-profit acquisition, voluntary deed restrictions, the Tree Growth Tax law program, the Open Space tax program and the Farm Tax incentives all serve to provide layers of protection. Some recent examples: Penobscot Meadow Industrial Park set aside four acres through deed restrictions and vegetated buffer, the Halpern Subdivision set aside 40 acres in a conservation easement, the Housing Foundation project provided a trail easement to access the adjacent trail through a portion of their property. Recently, Parkway Realty donated sixty acres of land along Reed's Brook to the Town for the cost of the survey and title work. Fortunately, the Town Council could rely on the Four Mile Square Open Space Plan to evaluate the offer. Table G-1 contains the size and location of numerous open space properties in Hampden.

*G.1.1 Regulatory Programs*

Hampden's Zoning Ordinance has some mechanisms to encourage the preservation of open space when new development occurs. They include cluster zoning provisions with minimum set asides for open space and shoreland zoning with required setbacks and buffer areas. However, there is concern that the resulting dedicated open space has had little functional or recreational value. The Ordinances may need to be revised to actually achieve quality preservation. The absence of an established open space or recreation plan is also cited as a primary reason for this failure. The open spaces received to date have been at the discretion of the developer and tend to be not suitable for play fields. They also tend not to be those vistas that the Town holds in high regard.

<b>TABLE G-1. OPEN SPACE INVENTORY</b>		
<b>Name</b>	<b>Location</b>	<b>Acres</b>
<i>Ball fields</i>		
-Town Ballfields	Ballfield Road	1.0
<i>Cemetery Open Spaces</i>		
-Lake View	Western Ave.	30.5
-Locust Grove	Route 1A	10.5
-Riverview	Route 1A	1.0
-Old Burial Ground	Route 1A	0.5
<i>Conservation Easements</i>		
-Morrell	Streamside Drive	8.0
<i>Golf Course</i>		
-Hampden Country Club	Thomas Road	92.0
<i>Marinas</i>		
-Turtle Head	Marina Road	6.3
<i>Open Spaces</i>		
-Swamp	Interstate 95	92.0
-Town (2 parcels)	Canaan Road	28.0
-Town	Kennebec Road	20.0
-Meadows	Sydney Boulevard	15.0
-Wedgewood Forest	Adjacent to Souadabscook	8.0



<b>TABLE G-1. OPEN SPACE INVENTORY</b>		
<b>Name</b>	<b>Location</b>	<b>Acres</b>
-Penobscot Meadow Ind. Park	Penobscot Meadow Drive	6.9
-Cool Brook Recreation Area	Lindsey Way	5.6
-Papermill Recreation Area	Papermill Road	5.0
-Westbrook Terrace	Daisey Lane	3.5
-West Branch Souadabscook	Route 69	2.0
-Penobscot River	End of Summer Street	2.0
<i>Open Space Trails</i>		
-Halpern	Patterson Road	40.0
-Scotch Pines	Main Trail	3.5
-Ellingwood Heights	Deer Hill Lane	3.0
-Housing Foundation	Western Avenue	0.2
<i>Parks</i>		
-Dorothea Dix	Route 1A	23.0
<i>Playfields</i>		
-MSAD #22	MSAD #22	99.8
<i>Recreation Areas</i>		
-Camp Prentiss (Bangor Y)	Emerson Mill Road	26.8
-VFW	Canoe Club Road	8.2
<i>Town Properties</i>		
-Rowell-Ashely	Reed's Brook	60.0
-Public Works	Canaan Road	58.0
-Municipal Building	Western Avenue	30.0
-Library	1A Library Drive	3.7
-Fire Station	Route 1A	0.5

### G.1.2 Tax Programs

The tree growth tax law is one program which provides tax incentives to maintain open space. According to municipal records for 2006, Hampden had 14 parcels totaling approximately 487

acres in tree growth tax status and approximately 340 acres in 7 parcels in the farmland program. These programs give tax breaks to landowners who agree to not develop important open areas. The programs can be controversial since they provide tax benefits to private property owners, but do not encourage any public access to these subsidized properties. As revaluations occur, or taxes increase for other reasons, more property owners could conceivably take advantage of these programs. In contrast, the land cover analysis identified more than 2,200 acres in agricultural production and another 1,700 acres in open fields.

### *G.1.3 Land Trusts*

According to the Maine Land Trust Network, the following land trusts work in Penobscot County:

- Bangor Land Trust
- Brewer Land Trust
- Forest Society of Maine
- Holden Land Trust
- Landmark Heritage Trust
- Maine Audubon
- Maine Coast Heritage Trust
- Maine Farmland Trust
- New England Forestry Foundation, Inc.
- Northeast Wilderness Trust
- Orono Land Trust
- Small Woodland Owners Association of Maine
- The Nature Conservancy in Maine

## G.2 OPEN SPACE PLAN

### *G.2.1 General Policy*

Hampden should develop an open space plan to identify those areas within Hampden which have special significance or value as undeveloped space. Open space can take numerous forms such as: cemeteries, golf courses, or wetlands. Identified open space land can be publicly or privately owned. The intent of the plan should not be for the Town to acquire all the designated land areas or limit private property owners' rights to maintain and develop their property as they choose, but to identify those areas with some identified value to the Town as a whole.

Coordination between the Recreation Committee and Conservation Commission is critical during the development of the plan. The plan will act as a guideline to the Planning Board, developers and residents as the community's long range plan for open space. Some open space dedications related to recent subdivisions have been of questionable value to the town. Cash in lieu of open space might be a better choice if it were utilized to acquire land of town wide or neighborhood interest. It should be noted that it is not the intent of the open space plan to limit development on private property, but to provide a clear depiction of the Town's goals and priorities for open space. Without an adopted plan there would be no guidance to a developer or the planning board as to what open space is acceptable. In some places, large tracts of land are identified, and other areas, very small areas are identified.

### *G.2.2 Primary Elements*

The primary features to be identified in the plan are those in the shoreland zone, along the Penobscot River, streams, and brooks. Also, included are areas around wetlands and ponds.

Open space in these areas can provide public access, wildlife habitat, and protection from erosion and sedimentation. Rare and endangered plant species are also included in these shoreland areas.

The plan identifies deer wintering areas, as well as open agricultural fields and pasture lands. The existing trail system; to include snowmobile, cross-country ski, hiking and horseback riding trails, have been identified as important links connecting open space areas. A trail system can provide alternate pedestrian routes, as well as links between residential areas and other open recreational or civic uses.

Town officials have been participating in the regional Greenprinting open space planning effort to identify regional priorities and develop a regional approach to land conservation. Efforts to coordinate with neighboring municipalities who share resources should continue.

### *G.2.3 Coordination*

The Open Space Plan should incorporate the elements of the community character and historic preservation sections of the plan as well as housing, recreation, natural resource protection and economic development. The value of views and scenic areas should be considered in evaluating open space areas. The Subdivision Ordinance requires that open space, buffers, floodplain protection, and sidewalks should be viewed as separate elements toward a common goal. As will be reviewed under land use regulation; these various standards should be seen as overlapping and not as separate and independent requirements, each with their own independent function. Buffers provide open space, as well as wildlife habitat, floodplain corridors can provide for snowmobile and pedestrian trails.

Regulatory schemes, which define land areas to be set-aside and cash in lieu rates, should equitably measure the open space burden on new developments. Care should be taken in the structure to encourage flexibility and not promote an end result which is of little value to the development or the Town.

### *G.2.4 Development Exactions*

As new development occurs, the demand for open and recreation space increases. The development review process, which directs the provision of public streets for access and utility easements where necessary, should also address open and/or recreational space. This method helps in distributing the burden equitably among developments and a marketing advantage may result from having such space or recreational facilities nearby. The intent of the open space formula is to enumerate a formula which will provide an approximate amount of space based on the development intended. Hampden provisions also allow for developers to provide cash in lieu of land where no reasonable land option is available. Continued evaluation of the present 5% formula should be undertaken to see if a more equitable formula can be developed.

### G.3 RECREATION PLAN

#### *G.3.1 General Goals*

The Comprehensive Plan evaluates the Town's role in providing for recreational facilities and programs. The plan will address facilities and programming needs, scattered versus centralized recreation facilities, and full and part time direction. The long term goal of the Town is to provide a full range of recreational opportunities for all residents of Hampden. This ambitious goal does not entail providing recreational facilities scattered all over the town, but providing appropriate facilities at appropriate locations which best serve the town as a whole. The best way to identify and prioritize the need for recreation resources is to develop a recreation plan.

#### *G.3.2 Programs and Facilities*

Hampden's recreation facilities and programs are made up of a variety of school, town, and private recreation areas; as well as town funded, school funded and privately funded recreation programs. To further explore the opportunities for recreational development and to link the recreational plan with the other open space elements, a review of all town-owned and other public lands was made. Due to the large number of properties inventoried, only those which were developed for specific recommendations are discussed here (See Table G-2). Recreational resources are shown on the Public Facilities and Recreational Resources Map.

**The Whitcomb-Baker VFW Recreational Facility** is presently the only Town owned recreational facility developed for active recreation. Donated to the Town in 1962, by the VFW, the eight-acre site has added recreational amenities over the years including: two ballfields, two tennis courts, two basketball courts, and one hockey rink/skating facility. The VFW site, like other recreational facilities, has well limited, located, VFW Hockey Rink functional, parking areas. The VFW is also plagued with recurring vandalism problems. The VFW land is hampered by poor drainage; the southern side of the property is a standing water wetland, which drains through open channels across the site. The upper portions of the land, presently undeveloped, have very poorly drained soils. Considerable expense can and should be spent at this facility to improve parking, drainage, and other elements. Evidence in other localities indicates that quick attention to deteriorated conditions aid in stemming further vandalism.

**Dorothea Dix Park** is the historic homestead of Dorothea Dix, noted author. While the original house is now gone, this is a National Register eligible historic property. The park gateway arch was designed by Victor Hodgins and constructed in 1913. The land was transferred to the Town from the State of Maine in 1980. The park offers an excellent passive Dorothea Dix Park recreation and picnic area. The 23 acre park's configuration does not lend itself well to development as an active recreation area. However, the park does have a lot of untapped potential. Presently, only a small portion along the roadway is developed as formal picnic sites. A trail extends from that area, through the woods, to the Penobscot River. The Town should consider providing additional parking, year-round for x-country skiers, and improving and expanding the trail.

**The Papermill Road Recreation Area** was developed as a public swimming area in 1956. A dam

across the Souadabscook Stream provided a safe spot for recreational swimming. Subsequent pollution of the stream forced the swimming activities to be curtailed. Presently, Papermill Recreation Area offers a small beach area and other passive recreational endeavors. Due to vandalism problems, the secluded parking area off the access roadway was gated off. Unfortunately, the remaining area, at the head of the gate, does not provide adequate parking room for more than four cars.

<b>TABLE G-2. PUBLIC RECREATION FACILITIES</b>		
<b>TOWN FACILITIES</b>		
VFW	2	little league fields
	2	basketball courts
	2	tennis courts
	1	hockey rink
	8	horseshoe pits
Dorothea Dix Park	6	picnic sites tables grills
	2	shelters
		swings
	1	trail
Papermill Road Recreation Area	1	beach (No swimming)
Hampden Marina	2	boat launch ramps
	1	marina facilities (leased to private operator) fuel boat repairs & storage
Western Avenue Recreation Area	1	Gazebo, trails, playground, multi-purpose field
<b>MSAD #22</b>		
Hampden Academy	1	soccer field
McGraw School	1	creative playground
		swings
		basketball practice area
Weatherbee School	1	track
	3	multi purpose fields
	2	football fields
<b>PRIVATE RECREATION FACILITIES</b>		
Ballpark Road	1	ball field

Bangor Tennis (private tennis club)	4	tennis courts
H.O. Bouchard Property	3	multi purpose fields (temporary)
Hampden Country Club	1	Nine hole golf course
Hampden Rifle Club	1	Firing range
Camp Prentiss (Bangor Y)	1	Summer recreation facilities
Hampden Snowmobile Club	1	Town wide trail system (by permission)

**Western Avenue Recreation Area and Lura Hoit Memorial Pool** consist of a 30 acre, town-owned parcel which includes the Municipal Building, the Hampden Post Office, the pool, a series of trails, and a multi-purpose recreation field. While the space is adequate the play surface itself is not soft loamy turf but rather hard clay. The Town should continue to take steps to address this safety issue with a maintenance regimen of irrigation and aeration. The combination of indoor pool facilities and outdoor recreational fields promises to make this the Town's premier recreational site.

**Penobscot River** access is limited to the marina and boat launch. Additional moorings, walking paths, picnic areas, and other recreational access are needed along the river.

#### G.4 NEEDS ASSESSMENT

To evaluate the Town's recreational needs, the Recreation Committee used the guidelines developed by the Community Parks and Recreation Division of the Department of Economic and Community Development. In addition to the committee's knowledge of the Town's own particular needs, a set of recreation recommendations were developed. The recent history of privately owned lands being used by permission for organized recreation indicates the existing lack of facilities and high demand for more space. MSAD #22 has the lion's share of developed recreational facilities, which support the schools' athletic programs. Their uses are limited to specific school programs due to the specialized nature of some of their facilities, and the desire to limit wear and tear.

The State of Maine has published standards for recreational resources to be used for planning purposes contained in the State Comprehensive Outdoor Recreation Plan (SCORP, 1988). Open Space & Recreation Table G-2 lists the available facilities and the State's standards. Table G-3 summarizes the adequacy of the facilities.

<b>TABLE G-3. RECREATION FACILITY STANDARDS</b>					
Facility Type	Town	MSAD #22	Private	Total	SCORP Recommended
Basketball Court	3 (outdoor)	3 (indoor)	0	<b>3</b>	<b>3</b> (Town recommends additional 4 indoor)
Tennis Court	2	0	4	<b>6</b>	<b>4</b>
Little League Field	2	0	0	<b>2</b>	<b>5</b>
Hockey Rink/Skating Area	1	0	0	<b>1</b>	<b>N/S</b>
Horseshoe Pits	0	0	0	<b>0</b>	<b>YES</b>
Picnic Sites	6	0	0	<b>6</b>	<b>12</b>
Shelters	3	0	0	<b>3</b>	<b>N/S</b>
Swings	2	6	0	<b>8</b>	<b>GEO</b>
Trails	3	0	unknown	<b>3</b>	<b>N/S</b>
Beaches	1	0	0	<b>1</b>	<b>N/S</b>
Multipurpose Field	1	5	3	<b>9</b>	<b>3</b>
Playground	2	1	0	<b>3</b>	<b>GEO</b>
Track	0	1	0	<b>1</b>	<b>N/S</b>
Golf Course	0	0	1	<b>1</b>	<b>N/S</b>
Firing Range	0	0	1	<b>1</b>	<b>N/S</b>
Boat Ramps	2	0	1	<b>3</b>	<b>N/S</b>

\*Notes: N/S - Not specified, GEO - Playgrounds are geographically located as opposed to population based.

<b>TABLE G-4. FACILITIES EVALUATION</b>					
<b>TYPE</b>	<b>SCORP RECOMMENDED</b>	<b>TOWN</b>	<b>MSAD #22</b>	<b>ADEQUATE</b>	<b>INADEQUATE</b>
Baseball Diamonds	1 (Town recommends 2)	0	1		H
Softball & Little League Fields	5 (Town recommends 5 little league and 2 softball)	3 (2 little league and 1 softball)	1		H
Basketball Courts	3 (Town recommends 4 additional indoor)	3 outdoor	3 indoor		H*
Tennis Courts	4	2	0		M
Multi-purpose Fields	3	1	4 <sup>1</sup>		M
Swimming Pool Area	1	1	0	X	
Ice Skating Area	1	1	0	X	
Playgrounds	GEO	2	1		M**

Notes: H= HIGH priority, M=MODERATE priority, L=LOW priority, 1=Limited Use

\*Locally identified need of 2-3 additional indoor courts will be addressed by new high school.

\*\*Need 2-5 year age appropriate at Western Avenue Area and all age facilities on town-owned land in northeast corner of town.

#### G.4.1 Opportunities for Recreational Facilities

There are a number of ways in which the Town can develop land for recreational facilities. Existing land owned by the Town has been evaluated for its potential as recreational sites. In addition, Town acquisition of suitable lands through a variety of sources should be examined, including annual reserve account set aside. Presently, the Subdivision Ordinance's provision for land, or cash in lieu, has accumulated a sizeable sum of money. Donations of land such as the VFW and Dorothea Dix Park have served the Town well.

To date, open space "set aside lands" have not provided any sites suitable for organized recreation. The development of a pro-active recreation plan may aid in the potential for future dedications of useable recreation areas. The Town may also apply for matching funds through various sources, which would extend the buying power of local dollars. For example, the Land and Water Conservation funds provide matching monies for the acquisition and development of public open spaces and recreation facilities.



#### *G.4.2 Geographic Locations*

The development of a community recreation area should be located in the urbanized portion of Hampden and served by public sewer and water. Given the level of activity, traffic, lights, noise, etc., locations should be adjacent to residential developments but not in their midst. While commercial and industrial districts may provide ample open lands, the potential conflict of uses may be undesirable.

Rural areas can serve an important role in the provision of recreation facilities, through the provision of more traditional forms of outdoor recreation. In keeping with the Town's goal of preserving rural character; trails, golfing, hunting and fishing, and public access to water bodies are all appropriate rural recreational amenities. The Town should encourage the development of private recreational facilities to augment those of the Town. In addition, the Town's programs and facilities should be coordinated with those of MSAD #22 to avoid any unnecessary duplication.

#### *G.4.3 Parks*

The existing parks offer great potential. Although the parks are well maintained, they are under-utilized. With proper management and limited improvements, the Town could serve a greater number of residents and improve the quality of the sites. Presently, flat funding and a defensive anti-vandalism posture have left the parks with limited value. Access and parking restrictions control vandalism, but also discourage use. Other lands reserved for open space and recreational development remain vacant and severely under-utilized. In Westbrook Terrace Extension, the undeveloped open spaces now will begin to detract from property values instead of enhancing them. The cost of minor improvements and upkeep would be more than offset by the resulting increased value to the neighborhood. Potential for volunteer maintenance is a good possibility. At this point in time, efforts should be directed toward the existing undeveloped sites throughout the Town. However, careful review should be given in accepting new areas if there is a lack of financial commitment to properly develop or maintain such areas.

#### *G.4.4 Recreation Areas*

The continued maintenance and upkeep of the VFW facilities will offer years of service as a high value recreation area. The site presently is about maximized in terms of developed activities. There is some potential for playground structures or a small outdoor amphitheater, but both are low priorities. The Western Avenue Area and Lura Hoit Pool have expanded the recreational opportunities and offer room for expansion. The private ballfields on Coldbrook Road will need to be replaced if the area is developed in the near future.

#### *G.4.5 Public Access to Surface Waters*

Public access to the Penobscot River is provided through Hampden's marina facility, which provides 2 public access boat ramps and ample auto and trailer parking. In addition, implementing the Waterfront Redevelopment Plan for the Turtle Head Cove area will improve visual and public access to the riverfront.

There is no town-owned public access to Hermon Pond, but a private landowner allows limited public access for fishing and swimming. There are currently no plans to formalize this access.

**G.4.6 Trails**

It is strongly recommended that a committee be created or charged for maintaining, improving, and expanding the Town's trail system. Most notable, throughout the town, are a series of disconnected and connected trailways (See Trails Map). The snowmobile trail system is the only one which is presently maintained, mapped, and marked.

The Town should facilitate the acquisition of trail easement rights; via donation, bequests, dedication and purchase, and through public awareness of the system and its value and the development of a standard easement agreement.

**G.4.7 Programs**

The current recreational programs being funded by the Town are, for the most part, only partially funded by tax appropriations. Volunteer efforts in organization and coaching, as well as participation fees, fund the lion's share of these programs. Review should be considered on a policy level as to whether that town/private match arrangement should be further developed as a funding allocation method. More effort needs to be made to insure programs are available to all age groups.

The Town has a full-time recreation director and an assistant director. A third full-time employee was recently hired for the Kids Corner program. While the Public Works Department mows and maintains facilities, it has little connection to the programs or needs of the recreation program. The recreation director provides oversight to meet the parks & recreation objectives.

**G.5 GOALS AND POLICIES**

The recreation goals were arranged into short, medium, and long term needs (Table G-5).

<b>TABLE G-5. RECREATION GOALS</b>		
<b>Short Term</b> (1-2 years)	<b>Medium Term</b> (2-5 years)	<b>Long Term</b> (5-10 years)
Develop Open Space Plan and Recreation Plan	New Recreation Center and 10-50 acre recreational complex	Expand and improve availability of playgrounds for multiple age groups
Develop local trails group	Improvements at VFW	Improve/ interconnect trail system
Develop multipurpose field	Improvements/ expansion at Dorothea Dix Park	Improve access to Penobscot River
	Improvements to Papermill Recreation Area	

**G.6 FUNDING**

The Town Council has included a \$500,000 line item in the 2008-2018 Capital Investment Plan to construct a recreation facility in Hampden. In addition, while some funds have been collected in the "cash in lieu" reserve account from subdivision activity, it is not enough to meet the recreational needs of the community. The in-lieu fee structure should be reviewed and updated to reflect current market conditions.

## H. MARINE RESOURCES

The Penobscot River has played a significant historical role in the development of the Town of Hampden. In the early days prior to European settlement, local Indian populations used the Penobscot for transportation and fishing. The first European explorers and settlers arrived by ship. Transportation via the Penobscot remained essential for many years. The second major use of the Penobscot and its tributaries was waterpower; both tidal and non-tidal dams were constructed to operate the various mills on the Souadabscook and other streams. Lumber and shipbuilding industries developed in Hampden alongside this key transportation link. Even as roadways improved and rail service became available the river was a competitive alternative. Steam powered paddlewheels made regular departures from Hampden. *[Note: See the Water Resources chapter for more information about the Penobscot River.]*

As use of the River for transportation waned, recreational use and amenities expanded, including Paradise Park, Riverside Park, and the Canoe Club. Paradise Park, like others, was developed by the street car companies to encourage the use of their systems.

### H.1 CURRENT USE

Today only a small portion of the Penobscot is used for industrial purposes. A public marina developed in the 1980's is a significant recreational amenity for boaters. However, the primary use of Hampden's waterfront today is high value single family residential development. See the Marine Resources, Water Resources, and Public Facilities and Recreational Resource maps for more information about the river.

Length	Eight miles.
Width	100-300 feet.
Channel depth	14-15 feet shoaling on the Brewer side, rocky with some bottom obstructions.
Flow	111,500 cubic feet per second in a 10 year storm event and as much as 171,000 cubic feet in a hundred year storm event
Tides:	13.1 feet Bangor 11.0 feet Bucksport
Flooding:	Flooding of the Penobscot in Hampden has not been a significant threat due to the presence of steep banks in most locations and the practice of ice-breaking. The Turtle Head area and other heavily excavated sites have a greater susceptibility to flooding.

## H.2 WATER QUALITY

The State Water Classification Program Rating for portions of the Penobscot River is Class C (the lowest level), with an upgrade made in 2003 for portions of the River to Class B; including, among other areas, from the Maine Central Railroad Bridge in Bangor to a line extended in an east-west direction from a point 1.25 miles upstream of the confluence of Reeds Brook in Hampden. The State legislature has declared that the free-flowing habitat of this river segment provides irreplaceable social and economic benefits and that this use must be maintained.

*Class B waters shall be of such quality that they are suitable for the designated uses of drinking water supply after treatment; fishing; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation, except as prohibited under Title 12, section 403; and navigation; and as habitat for fish and other aquatic life. The habitat shall be characterized as unimpaired. [1985, c. 698, § 15 (new).]*

Wastewater treatment plants, pulp and paper effluent, and stormwater runoff continue to affect water quality in the Penobscot River. The estuary and bay are affected by both upstream and local sources of pollution. Toxic contamination remains a problem in some parts of the river, the legacy of the watershed's industrial history. Today, the remaining pulp and paper mills and municipal wastewater treatment plants are the largest sources of pollution directly discharged to the Penobscot. Eighteen million gallons of wastewater flow out of the Bangor treatment plant every day. Winterport and Bucksport only have primary treatment plants, although according to the Maine DEP their contribution to total pollutant loads is only a fraction of the larger plants.

The Maine Department of Environmental Protection continues to work with the Chevron Corporation to clean up and remediate the petroleum contamination at the tank farm site. Petroleum that leached out on to the ground has been migrating into the river for years. Work to date (at Chevron's expense) includes the excavation and removal of contaminated material and the installation of a pump and treat system. Additional remediation work is required.

There is a current effort to evaluate the Penobscot River watershed by a group of stakeholders led by the University of Maine and the Lower Penobscot Watershed Coalition. It is anticipated that the report on the "State of the Watershed" will be finalized in 2010.

## H.3 WILDLIFE AND FISHERIES

The Penobscot River supports numerous wildlife species providing feeding, spawning, nesting and migration habitats. The Penobscot River Restoration Project is a collaboration of hydropower companies, the Penobscot Indian Nation, six conservation groups, and state and federal agencies, who are working together to restore 11 species of sea-run fish to the Penobscot River, while maintaining energy production. Much of the fishery information below is from the project website at: <http://www.penobscotrivers.org/>.

Anadromous fish are those species that spend the majority of their lives at sea but return to freshwater rivers, streams, and/or lakes to spawn. There are ten anadromous fish species native to the state of Maine: alewife, striped bass, Atlantic salmon, rainbow smelt, blueback herring, American shad, sea lamprey, Atlantic sturgeon, shortnose sturgeon, and brook trout.

Atlantic salmon are the subject of much of the focus on the river. Historically, runs of over 50,000 adult fish used the river to access streams for spawning. The last big run of salmon up the Penobscot was in 1934. In recent years, the numbers range from 1000 to 4000 adults.

Catadromous fish such as the American eel spawn in the ocean and migrate to fresh water to grow to adult size. With each life stage of the eel there is a commercial fishery that impacts not only eel populations but also other species including salmon, alewives, smelt and trout.

Two eagle nesting areas, as identified by the State, are located in Hampden along the Penobscot River. Varieties of other animals live and forage along the banks of the Penobscot. See the Critical Natural Resources section and the Natural Resources Map for more information about wildlife.

The following list of fish and waterfowl known to be found in the greater Hampden area of the Penobscot River.

<b>TABLE H- 2. FISH AND WATER FOWL OF THE PENOBSCOT RIVER</b>			
<b><u>Fish</u></b>	Tom Cod	<b><u>Waterfowl</u></b>	Bluebacked Herring
	Smelts		Black Ducks
	Alewives		Black Backed Gulls
	Shad		Cormorants
	Salmon		Gulls
	Stripped Bass		Great Blue Herons
	Atlantic Sturgeon		Golden Buffleheads
	Eels		Herring Gulls
			Loons
			Small Gulls

**H.4 COMMERCIAL TRANSPORT**

Coldbrook Energy, a Marine Oil Terminal is located on the northern end of Hampden next to the Bangor Sewage Treatment Plant. The Coldbrook Energy tank farm used to be supplied via oil tankers but in recent years all material has been trucked in over land. There are four or five firms north of Hampden which still utilize the Penobscot River as a means of receiving petroleum products. The Winterport Docks are the closest facility for waterborne freight transportation.

The Penobscot River has not been dredged in many years and the channel depth is decreasing. The impacts of dredging on the fisheries and aquatic habitat of the river must be considered before undertaking any dredging operations. As necessary, the Hampden's officials should work with the Department of Marine Resources and others to determine if dredging is needed and how best to accomplish it.

#### H.5 PASSENGER TRANSPORTATION AND RECREATIONAL BOATING

Passenger trips on the Penobscot are primarily excursion trips out of Bangor and recreational boaters. The development of recreational boating amenities has grown tremendously since the mid 1980's.

Hampden's marina facility, completed in 1986, provides 2 public access boat ramps and ample auto and trailer parking. The Town of Hampden leases the facility to a private operator which provides fuel as well as a full line of boat services. The site has two boat storage buildings (30,000 SF) and a seasonal take-out restaurant. It should be noted that the Marina draws a much larger audience than just the boating public. The attractiveness of the water front location and amenities make it a popular dining spot on warm summer days. The marina operator also notes that the vast majority of those using the marina's services are not Hampden residents but boaters from throughout the region.

	Ramps	Moorings	Dock Space	Services
<b>Hampden</b>	2	45	115'	Fuel, Boat Storage, Repair
<b>Bangor</b>	None	5 <sup>1</sup>	600'	None

<sup>1</sup> Bangor has had up to 45 moorings in the past, but demand is currently low.

In addition to Bangor and Hampden, Bucksport & Winterport have marina facilities that provide fuel and service.

#### H.6 COMMERCIAL FISHING

The only known commercial fishing is limited to eel trapping and alewives in the Souadabscook Stream. As of 2005, the State recorded the entire length of the Penobscot River through Hampden as prone to shellfish closures due to pollution. According to Department of Marine Resources data, the number of marine licenses issued Hampden residents has held fairly steady in recent years, but the number of lobster traps fished by residents has declined (Tables H-4 and H-5).

#### **TABLE H-4. COUNT OF RESIDENTS HOLDING MARINE RESOURCE LICENSE**

Year	2001	2002	2003	2004	2005	2006
Dealers	2	2	2	2	3	2
Harvesters	18	12	12	13	12	16

Source: Department of Marine Resources – SPO Resource Package

<b>TABLE H-5. COUNT OF LOBSTER TRAPS FISHED BY RESIDENTS</b>						
Year	2001	2002	2003	2004	2005	2006
Total Trap Tags	435	425	300	60	160	135

Source: Department of Marine Resources – SPO Resource Package

## H.7 LAND USE PLANNING AND REGULATION

### H.7.1 Land Use/Shoreland Zoning

Hampden devotes only a small portion of its river frontage to industrial uses, and is very protective of the river's water quality. The majority of the river frontage in Hampden is planned for low density residential use. A portion is designated as commercial, which includes the sites of existing businesses. Other than the Coldbrook Energy Tank marine oil terminal, there are no commercial water dependant uses. The Hampden Marina offers public access to the river, as well as related marina services.

Steep slopes along large portions of the riverfront limit flooding (see the Topography Map). Nevertheless, the Penobscot River's shorefront is subject to 100-year flooding, as determined by FEMA and the National Flood Insurance Program (See the Flood Zones Map). Therefore, proposed development along the riverfront must account for this possibility and be in compliance with the Floodplain Management Ordinance where applicable.

The present Zoning Ordinance provides extensive Resource Protection Districts along the Penobscot. However, the regional development policies and state water classification scheme seem to be contrary to Hampden's plan for low density residential development. Hampden's residents along the Penobscot have expressed concerns about air and water pollution, along with glare and odor problems from industrial uses across the Penobscot.

### H.7.2 Waterfront Redevelopment Plan

Hampden undertook a Waterfront Study in 1990 and developed a land use policy to redevelop the Turtle Head area on the Penobscot River to maximize the benefits of a scenic waterfront location for public and private uses. The existing area is a collection of residential and commercial/industrial uses which derive little benefit from being on the Penobscot. The Plan outlines a redevelopment approach to maximize the waterfront amenities. The land use and utility aspects are noted in the appropriate sections of this plan.



## I. WATER RESOURCES

Hampden's shore and areas are made up of several ponds, brooks, streams, wetlands and the Penobscot River (see Water Resources Map). It is the Town's goal to protect the water quality of these resources for the benefit of the citizens of Hampden, and the various plant and animal communities which rely on them.

Historically, Hampden has provided protection of water bodies through the use of the State's shoreland zoning provisions. In part, through some misunderstanding of how the performance standards work, the Resource Protection District was used as the primary regulation and not as a subset of the provisions provided by shoreland zoning.

The Town should reassess the shore land protection measures, and rely more on the performance standards provided and less on the use restrictions of the Resource Protection District. Recent changes in shoreland zoning requirements at the state level also affect land designated as resource protection.

### I.1 PONDS AND WATER QUALITY RATINGS

Hampden has four ponds in the northwest corner of the Town, with Hermon and Ben Annis ponds on Town boundaries and Patten and Hammond ponds just south of Interstate 95. Water quality information for these ponds is presented in Table I-1.

Water quality ratings developed by the Maine Department of Environmental Protection are designed to be used in watershed planning to control the cumulative impact of runoff (Phosphorus) into waterbodies. While lakeside development has an impact on water quality, activities throughout the watershed ultimately impact water quality. The watershed boundaries extend beyond the shoreland zone and often extend beyond town boundaries. In 1992, the State Subdivision Law added criteria to require Planning Boards to review the long term, cumulative impact of phosphorus on lake water quality.

The system developed to manage phosphorus loading was designed with the assistance of the Maine DEP and requires modeling of the watershed. Water quality protection levels are set and new development must fall within its allocation or provide mitigation measures. By far the best solution is limiting development, as any mitigation measure has the potential to fail or be compromised over time.

Historically, the primary means of protecting lake water quality has been through phosphorus control planning. In this methodology, the lake watershed is modeled and anticipated development is calculated based on that development. The development has a specified phosphorous impact on the water body and therefore mitigation measures can be applied as development occurs. This scheme offers an equitable means of sharing the mitigation burden among multiple owners. The system's drawbacks are in: creation of the model and setting development forecasts which may be unrealistic; and the

implementation and enforcement of the mitigation techniques. While the subdivision review process is well controlled by the Staff, professional consultants and Planning Board the subsequent development on a lot-by-lot basis can stray from the well intended buffers and erosion control measures. Hampden's experience with the Ellingwood Heights subdivision, which set aside numerous areas as buffers, illustrates the potential problems with certain strategies. Several lots have disturbed the buffer in the construction process. Also, poorly thought out buffer areas initially totally limited access to some lots. If undisturbed buffer areas are to be used as a phosphorus control measure they should not be portions of lots, but separate parcels.

**TABLE I-1. POND WATER QUALITY AND DEP PHOSPHORUS ALLOCATIONS**

LAKE	Shore Frontage (ft)	DDA	ANAD	AAD	GF	D	F	WQC	LOP	C	FC	P	SWT
Ben Annis Pond	1468	575	170	405	0.25	101	3.52	mod-sensitive	m	1.00	3.52	0.035	25
Hermon Pond	6455	59	6	53	0.3	16	0.35	poor-natural	m	2.00	0.70	0.044	4
Patten Pond	5980	627	150	477	0.2	95	3.57	mod-sensitive	m	1.00	3.57	0.037	24
Hammond Pond	8060							mod-stable					

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

Source: Maine DEP

Hermon Pond is the largest and most developed pond in this area, and has been identified by the Maine DEP as a "Lake Most at Risk from New Development". Hermon Pond's shore frontage and watershed is shared by Hermon and Hampden. There are approximately 43 residential structures along Hampden's shoreline alone. The town is in the process of changing the zoning in this area to Limited Residential as part of the Shoreland Zoning updates currently in development to conform with new State minimum guidelines. The area is currently zoned as a "Seasonal Zoning District" and many, if not most, are year-round residences.

Hermon Pond is limited in its protection due to the preexisting development at the time of shoreland zoning mandates. Within Hampden's boundaries, gravel excavations, as well as nonconforming industrial/ commercial operations, are a threat to the existing water quality. Hermon Pond has an approximate acreage of 442 acres, and approximately 1% of the pond's watershed (59 acres) are in Hampden.

Hammond Pond is approximately 96 acres and has the best rating of all Hampden's ponds. This is surprising, given the intake of water from Hermon Pond and the West Branch of the Souadabscook which travels through extensive agricultural land. Hammond Pond's relatively high rating is because the flow of water into the pond from both the West Branch and Hermon Pond effectively "flush" out phosphorus pollutants. Hammond Pond is fortunate to have very limited shorefront development and is tied to extensive wetland areas. Hammond Pond is quite well protected via Resource Protection Districts.

Neither Ben Annis nor Patten Pond has development immediately on the shoreline due to access limitations and surrounding wetlands. Hampden presently restricts development on these shores via Resource Protection Districts. Ben Annis and Patten Pond have no water quality data and therefore receive a default rating of Moderate/Sensitive

Patten Pond is approximately 46 acres and approximately 13.3% (627 acres) of its watershed area is in Hampden. Patten Pond's rating is fair, but subject to algae blooms in the summer months. It has also been identified by the Maine DEP as a "Lake Most at Risk from New Development".

Ben Annis Pond is approximately 37 acres and approximately 74% (575 acres) of its watershed area is in Hampden.

## I.2 THE PENOBSCOT RIVER

The Penobscot River is a major resource to the Town of Hampden, as well as the State of Maine. The Penobscot River is tidal where it passes through the Town. The river has a drainage area of 8,592 square miles, the State's largest. There are approximately 8 miles of Penobscot River frontage in Hampden. The Penobscot River serves a multitude of users which can often be conflicting and/or competing.

The State Water Classification Program rates the main stem of the Penobscot River as a class "C" and "SC" waterway. These ratings offer the least water quality protection and allow greater levels of pollutants to discharge into the river. This program also defines waters south of Reed's Brook as marine (hence a "SC" rating) and waters above Reed's Brook as freshwater.

The Penobscot Bay Conservation Plan adopted by the State Planning Office in 1987, rated wildlife concentration areas, through the same stretch, as of regional and local significance. The plan further recommended no expansions of oil storage and transport facilities, or additional tanker traffic on the Penobscot; due to the significance of the bay for marine wildlife. See the Marine Resources Section for more information on this waterway.

## I.3 STREAMS & BROOKS

Small streams and brooks, named and unnamed, provide numerous beneficial functions including: wildlife, fisheries, plant species, stormwater drainage, scenic value,

transportation, recreation, and water supply. Most streams and brooks have, to a varying degree, some or all of these values. As defined by the Maine NRPA, a river, stream, or brook is a channel that has defined banks (including a floodway and associated floodplain wetlands) created by the action of surface water. Hampden streams and brooks are shown on the map titled Water Resources. All of these watercourses are Class B.

*Class B waters shall be of such quality that they are suitable for the designated uses of drinking water supply after treatment; fishing; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation, except as prohibited under Title 12, section 403; and navigation; and as habitat for fish and other aquatic life. The habitat shall be characterized as unimpaired. [1985, c. 698, § 15 (new).]*

The State of Maine provides a certain degree of protection to streams and brooks which have a mineralized or un-vegetated channel. The State's regulatory review is under the Natural Resources Protection Act (NRPA).

Those streams and brooks that meet the requirements of the Shoreland Zoning provisions, or are otherwise valued by the Town (Reed's Brook) are afforded some level of protection. Those presently covered are: Souadabscook Stream, West Branch of the Souadabscook Stream, Brown Brook, Patten Stream, Reed's Brook and Shaw or Coldbrook.

The Souadabscook Stream passes through the Town from the southwest corner to the northeast corner, flowing through Hammond Pond. The Souadabscook is the ninth largest tributary on the Penobscot and has a total drainage area of 152.2 square miles. Sucker Brook, a small tributary, has a drainage area of 3.4 square miles. The total length of streams which appear on the Town's digitized map is 159,989 feet or 30.3 miles. Data for shore frontage, river frontage, and stream lengths were derived from the Town's digitized maps.

Presently, the Town's regulatory protection does not expressly extend to drainage channels or headwaters which are not covered under existing shore land protection guidelines. As an example, no policy exists for building setbacks or vegetation clearing, crossings, or relocation of such waterways for Stoney or Sucker Brook. It is recommended that the Town adopt a policy with a minimum 25 foot development buffer around such brooks, and proposals to encroach that buffer be required to demonstrate that there is no significant loss of the stream values which can be attributed to that stream. Where a stream's only value is storm water passage; piping or diversion would be an acceptable option.

For streams and brooks which are not covered by the provisions of the Town's Shoreland regulations, a minimum of a 25 foot undisturbed vegetated buffer should be preserved. Developments which seek to reduce that buffer should demonstrate that there is no

significant loss in the stream's values which were present prior to the development activity.

#### I.4 THREATS TO WATER QUALITY

##### *I.4.1 Invasive Aquatic Plants*

Invasive aquatic plants are a prominent issue in Maine and can result in lost recreation, degraded real estate values and escalating vegetation control costs.

The Maine DEP Invasive Species Program uses volunteers to monitor lakes, inspect boats and offer outreach locally. The Courtesy Boat Inspection Program encourages boaters to inspect their watercraft and trailers leaving boat ramps for hitchhiking plants and other biological debris that are able to migrate from lake to lake.

Legislation passed in 2007 will require beginning in 2008 the purchase of a new sticker for owners of Maine-registered watercraft that is automatically combined with the watercraft registration fee. The sticker, which now reads *Stop Aquatic Hitchhikers -- Preserve Maine Waters* and is physically attached to the Maine watercraft registration, has been required since 2002 for all motorized watercraft on inland waters.

This requirement is expected to generate in excess of \$100,000, of which \$60,000 will support MDEP activities (\$40,000 to DIFW). MDEP will allocate these new monies to support invasive plant control programs on infested lakes.

No sticker is required for operating a boat in tidal waters. The Warden Service determines the boundary between inland and tidal waters on tidal rivers. "Motorized watercraft" includes any boat with any type of motor, including canoes with electric motors and personal watercraft. As in years past, all revenue generated through the Milfoil Sticker Program goes to a dedicated fund committed to the prevention and control of invasive species in Maine .

##### *I.4.2 Overboard Discharges and Wastewater Outfalls*

The Maine Department of Environmental Protection (DEP) licenses overboard discharges and wastewater outfalls. The Maine DEP is responsible for regulating all discharges of sanitary waste from residential or commercial sources to surface waters. Overboard discharges are discharges of septic waste to a water body where the effluent is treated by sand filters or chlorination, but not by a leach field. Overboard discharges do not include sewage discharges from boats. Licensed wastewater discharges in Hampden are shown on the Water Resources Map. Hampden has one active overboard discharge licensed by the Maine DEP that discharges into the Penobscot River. There are also two licensed wastewater outfalls - one combined sewer overflow (CSO) on Souadabscook Stream and one wastewater outfall at Coldbrook Energy on the Penobscot River. The town is working to eliminate stormwater overflows as funding allows. The Coldbrook Energy outfall is classified as "treated" "minor".

### *1.4.3 Stormwater Management*

Stormwater runoff from developed areas in watersheds carries pollutants, and affects the rates and volumes of flows in natural waterbodies in ways that can cause damage. Many activities can contribute to stormwater runoff, from the construction of a new parking lot to a homeowner fertilizing their lawn. A portion of Hampden has a municipal separate stormwater system (MS4). That portion of town is subject to certain state and federal stormwater regulations that apply in these areas.

An urban impaired waterbody is one that does not meet basic minimum requirements for water quality due to pollutants affecting the stream from urban activities. When waterbodies become designated as urban impaired, there are even stricter requirements for treating stormwater in that watershed. The Shaw Brook watershed is designated an urban impaired watershed and requires special consideration when new development is proposed. In addition, at the request of the Maine DEP stormwater program, Hampden has added the watershed of Sucker Brook to its list of watersheds to monitor. This stream has been assessed by the DEP as not attaining water quality requirements, and in the near future may become a fully designated urban impaired stream.

Hampden participates in the Bangor Area Storm Water Group, a regional group focused on reducing the effects of stormwater in the greater Bangor area. The group works to educate the general public about the effects of stormwater and encourages people to be conscious of the effects of their pet wastes left on the ground or the fertilizers they use on their lawn, for example. The group provides information on safer alternatives such as picking up the pet waste and using chemical-free lawn maintenance techniques that really do work.

Hampden should continue to participate in the Bangor Area Storm Water Group.

### **1.5 FRESHWATER WETLANDS**

Wetlands are transition zones between terrestrial and aquatic ecosystems where the water table is at or near the surface, or the land is covered by shallow water. The wetland definition used by the Federal Government and the State of Maine is "those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands usually include swamps, marshes, bogs, and similar areas."

Implicit in this definition are three parameters which characterize most wetlands. First, the land supports a plant community dominated by hydrophytes (water loving plants). Hydrophytes include obligate wetland species, such as cattails, as well as plants which are equally adaptable to wet or dry soils, such as red maple. Second, un-drained hydric (wetland) soils are present (see Hydric Soils Map). Hydric soils have colors or textures

which indicate prolonged saturation during the growing season. Third, the soil is generally saturated at or near the surface for two weeks or more during the growing season.

#### *1.5.1 Wetland Inventories*

Wetlands in Hampden have been inventoried and mapped, based on the medium intensity soil survey conducted by the USDA/SCS; by inventories conducted by the Maine Geological Survey {1984}; by Timson & Peters, Environmental Consultants, for portions of the anticipated growth area; and more generally through the National Wetland Inventory (NWI). These various inventories are not exhaustive and additional ground surveys will increase our knowledge of the number and sizes of wetlands, as defined by the state and federal governments, located in Town. See the Wetlands Map for identified wetlands from the National Wetlands Inventory (NWI), updated in 2000. NWI divides wetlands into four categories: Estuarine (Estuary), Lacustrine (Lake), Palustrine (Marsh), and Riverine (River). Land cover data estimates 1309.2 acres of wetlands and 625.7 acres of wetland forests in Hampden.

#### *1.5.2 Wetland Functions and Values*

Wetlands are important because of their impacts on water quality, drainage, aquifer recharge, wildlife habitat and recreation. Further, wetlands and other water saturated soils may be unsuitable for development, or require extensive and costly engineering methods to overcome such limitations. Wetlands provide economic and ecological benefits that can be grouped into three broad, but closely interrelated categories: biological productivity, water resources, and cultural values.

Biological benefits include fish and wildlife habitat, or nutrient export which supports productive and diverse food webs. Tidal and freshwater marshes, which are interspersed with open water, are examples of highly productive wetland ecosystems and are essential to many fish and wildlife species; including waterfowl. The tidal marshes are prime examples of high productivity wetlands. Other wetland types, such as: shrub swamps and forested wetlands, provide habitat for fewer water-dependent species, but probably support a greater diversity of songbirds than any other wetland type. Although wetlands only comprise about 5% of the nation's lands, they provide critical habitat for almost 35% of all rare and endangered animal species (the Conservation Foundation, 1988).

Water resource values include groundwater discharge, stream flow maintenance, and shoreline protection.

Wetland-groundwater interactions are highly complex and variable, and are influenced by many factors including: soils, underlying geology, topography, and landscape position. In general, wetlands are located in areas of groundwater discharge; although, wetlands located on coarse, sandy soils may be important recharge areas. Discharging groundwater helps sustain downstream aquatic ecosystems.

Wetlands help control flooding in two ways. Headwater wetlands act as storage basins which release water slowly to feeder streams; thus helping maintain even stream flows and temperatures. During storm events, wetlands help spread the peak flow volume over a longer period of time. This function is known as crest de-synchronization. Large flood plain wetlands, lower in the watershed, also help prevent flooding by storing water as rivers spill over their banks. Dense vegetation within flood plain wetlands also tend to impede water movement, thereby increasing effective storage capacity.

Wetlands have been shown to be important in maintaining water quality. Nutrients and chemical contaminants in surface water and discharging groundwater may be taken up by wetland plants, or settle out and become bound in wetland sediments. Sediments carried by surface water may settle in wetlands as stream flow slows, or be filtered by dense vegetation. By reducing flood flow velocity; wetlands help prevent downstream erosion. Wetlands also help prevent erosion along rivers, lakes, and estuaries by reducing the force of waves and storm tides before reaching upland areas. Humans directly use and receive many cultural and economic benefits from wetlands. Recreational uses such as nature study, hunting, fishing, and boating are widely recognized. Wetlands also provide open space and aesthetic value. Marshes offer open vistas, while forested wetlands present the visitor with a rich mosaic of trees, shrubs, ferns, and delicate wildflowers. Wetlands often provide open space buffers between developed areas in what otherwise might have become a continuously built-up corridor.

### *1.5.3 Wetland Regulation*

Wetlands are regulated at all levels, Federal, State and local. The State of Maine developed its present system for wetland permitting in 1995. The system uses a three tiered hierarchy based on a number of factors, including the presence of endangered or threatened species and significant wildlife habitat, proximity to great ponds, coastal wetlands and streams or open water, as well as the plant community.

Federal regulations covering discharge of fill in wetlands have been adopted under Section 404 of the Clean Water Act. The latest federal delineation method (Federal Interagency Committee, 1989) was suspended in 1990. That methodology required a comprehensive examination of a site's vegetation, soils, and hydrology, and when properly applied, results in a wetland boundary which includes much of what might traditionally be described as the wetland-upland transition zone. With the possible exception of some truly isolated wetlands, all coastal and freshwater wetlands fall under federal jurisdiction.

The State of Maine Natural Resources Protection Act (NRPA) developed a revised wetland permitting system in 1995 which is coordinated with the Army Corps of Engineers. The revised permitting system allows applicants to file one application which is forwarded to the Corps by the Maine DEP. While the Maine DEP previously regulated 10 acre wetlands the new guidelines include wetlands of all sizes.

The system creates two distinct categories of wetlands those of "special significance" and those without.



*To be a wetland of special significance it must contain one of the following elements:*

- *within 250 feet of a coastal wetland*
- *within 250 feet of the normal high waterline or within the same watershed as a lake or pond classified as GPA*
- *freshwater wetlands containing 20,000 of aquatic or emergent marsh vegetation or open water*
- *freshwater wetlands within the 100 year flood plain*
- *freshwater wetlands containing significant wildlife habitat*
- *freshwater wetlands containing peat lands*
- *freshwater wetlands within 25 feet of a river, stream or brook.*

Wetlands which are not determined to be of significance are subject to a multi-tiered review process.

- *No Permit - Disturbance of less than 1/10th of an acre (4,356 square feet) of a wetland*
- *Tier I review - Disturbance of more than 1/10 of an acre to 15,000 square feet*
- *Tier II review - Disturbance of 15,000 square feet to 1 acre (43,560 square feet)*
- *Tier III review - Disturbance of greater than an acre or disturbance of a wetland of special significance*

Tier I and II reviews must meet the following guidelines:

Alteration of freshwater wetlands must be avoided to the extent feasible considering cost, existing technology and logistics based on the overall purpose of the project. The area of the freshwater wetland to be altered must be limited to the minimum amount necessary to complete the project. Erosion control measures must be used to prevent sedimentation of protected natural resources. A 25 foot buffer strip must be maintained between the activity and any river stream or brook. The project must meet the applicable water quality standards.

On a local level, Hampden regulates wetlands through State mandated Shoreland Zoning and provisions in the Subdivision Ordinance.

With the changes in the State's approach and coordination with the Army Corps a good deal of the confusion surrounding wetland permitting has been eliminated. Permits to fill wetlands are routinely issued through the permit process and some degree of certainty can be achieved as to the outcome of a specific request. The Mandatory Shoreland Zoning provisions only protect large (minimum 10 acre) non-forested wetlands. In many areas of Hampden additional large wetland areas, forested and non forested, are included in the Shoreland Zones Resource Protection District.

While the impact of federal and state wetland regulations on the development of an individual tract of land cannot be determined until both a site-specific wetland map and

development plan are available, it is possible to estimate their impact on town growth. Areas of extensive wetlands will generally be unavailable for growth unless current federal and state laws are radically altered. Where uplands and wetlands are interspersed, the uplands will generally be available for development, assuming that wetland impacts from an individual project are relatively minor (less than one acre) and largely confined to road crossings for access to upland areas.

#### *1.5.4 Wetland Policies*

**Avoidance.** It is the policy of the Town of Hampden, whenever and wherever possible, that impacts to freshwater wetlands be avoided. However, it is further understood that to achieve the goals and objectives of the Town of Hampden; (i.e., to provide for a variety of housing types, to provide for industry and commercial development, to facilitate safe access and egress, to provide recreational facilities, trail systems, access to waterways, and other highly desirable objectives) impacts to wetlands will occur.

**Limitation of Impact.** Wetland impacts should be limited to only those areas absolutely necessary to achieve the above objectives. Further, it should be the burden of the applicant to demonstrate that there will be no adverse impact on the remaining wetlands, in terms of their functional value.

**Preservation of Wetland Areas.** It shall be the policy of the Town that the best protection from loss, degradation, and future impacts shall be the perpetual preservation of wetland areas through deed restrictions, conservation easements, or other means.

**Mitigation Strategies.** Whereas the Town has a finite amount of buildable upland area; it is not in the interest of the Town to create additional wetland areas as a means of mitigation (no net loss). However, where other regulatory agencies find such a scheme advantageous, the Town will cooperate to achieve the best interests of the Town.

**Balanced Objectives.** While the #1 objective shall be avoidance, the Town's overall approach should be one of balanced objectives. If one element dominates the evaluation of potential development options, secondary issues may be compromised. Safe access and egress, overall land use policy, and other factors should weigh equally in the equation with wetland impacts.

**Protection Priorities.** Whereby all wetlands do not have the same functional values, the Town shall provide greater protection to those high value wetlands than lower value, smaller, wetlands.

**Highest Priority** - Open water, emergent vegetation (non-forested wetlands) of greater than 10 acres. These wetlands include those identified in the Shore land Zoning sections of the Zoning Ordinance.

**High Priority** - Wetlands associated with water bodies, ponds, rivers, streams and brooks.

**Moderate Priority** - Forested wetlands, shrub-scrub wetlands and wet meadows of greater than 5 acres.

*Low Priority* - Wetlands of less than 1 acre in size which are not hydro logically connected to a water body.

**Site Selection Priorities.** Whereby each development site is different, the Town shall provide site selection guidance as they relate to impacting wetlands.

*Access* - Filling wetlands to accommodate access to substantial upland areas shall be allowed, provided the overall objectives of this policy and the comprehensive plan are met.

*Buildable Site* - Lots to be approved, under the provisions of the Subdivision Ordinance, shall be demonstrated buildable without impacts to moderate or higher priority wetlands.

*Suitable Development Site* - Filling wetlands, to accommodate principle uses (building sites) and accessory uses (parking, etc.) on existing lots, shall meet a no practical alternative test. That is, in order to develop the site, there is no practical alternative to avoid or lessen impacts from the proposed development.

*Utility Service* - Development of public and private utility services (sewer, water, electrical, etc.) in wetlands shall be allowed, provided no reasonable alternative exists to provide the same level of service.

*Public Improvements* - Where public improvements shall be constructed within wetland areas, it shall be the burden of the applicant to demonstrate that the proposed construction methods are sufficient to overcome any limitations due to poor soil and groundwater conditions. Further, the applicant shall demonstrate that normal maintenance activities shall not degrade the wetlands.

#### 1.6 FLOOD HAZARD AREAS

See the Flood Zones Map for areas subject to flooding. The Town of Hampden participates in the National Flood Insurance Program. That federal program is a partnership between the federal government and the Town. In return for coverage in the National Flood Insurance Program, the Town agrees to regulate and enforce specific development activities in the flood plain areas. The 1987 Flood Insurance Study for the Town of Hampden evaluated the Penobscot River, the Souadabscook Stream, several ponds and tributaries for their flood potential. A set of maps were developed identifying the areas subject to flooding at 100 year and 500 year flood levels. In addition to the mapped flood prone areas, there is a detailed hydrological analysis of the Town's waterways. A 100 year flood is based on the 1% chance that a flood of that magnitude will occur each year. The Town's Flood Damage Prevention Ordinance regulates construction and earthmoving activities within the flood plain.

While Hampden does not experience serious flooding problems, there are several developed and non-developed areas which are susceptible to occasional flooding. The historic flooding in Hampden occurs in the winter or early spring months as a result of heavy rainfall on snow covered or frozen ground. The major flood damage in Hampden has been to single family residences, seasonal properties, roads and bridges. Properties

located between Hermon and Hammond Pond along the Souadabscook, and the lower end of Sucker Brook, have experienced the most frequent flooding problems.

Presently, there are no flood prevention structures existing or planned in Hampden. The existing Zoning and Subdivision Ordinance provides little guidance on flood plain development and, in some instances, directly conflict with the provisions of the Flood Plain Management Ordinance.

#### *1.6.1 Floodplain Policy*

To the greatest extent, flood plains should be left undisturbed. Where development occurs within the delineated flood plain, it should be in accordance with the guidelines of the federal flood insurance program and Hampden's Flood Plain Management Ordinance. The Town should urge the appropriate parties to do detailed flood evaluation on those streams and brooks in Hampden which are included, but have no detailed analysis of their flooding potential.

### I.7 GROUNDWATER

Groundwater is defined as subsurface water found in the saturated soils and water bearing bedrock of the earth's surface. Its upper level, which rises and falls seasonally, is called the water table. An aquifer is a soils deposit or porous rock formation which contains recoverable volumes of groundwater. All groundwater is important to a community as a source of drinking water, and aquifers are especially important, while also especially vulnerable to pollution from surface and subsurface sites.

See the map titled Water Resources for the locations of aquifers of significant yield, which are capable of producing over 10 to 50 or more gallons of water per minute. These aquifers cover 1,446.8 acres in Hampden. The largest is adjacent to Monroe Road, and is categorized as yielding between 10-50 gallons of water per minute. Another large aquifer is found along portions of Canaan Rd.

The second largest aquifer (464 acres) runs parallel to the Canaan Road from Route 9 to the Kennebec Road. Other substantial gravel extraction sites exist further south to the Monroe Road and into Winterport. It should also be noted that the Hampden Public Works facility is located over this aquifer.

#### *1.7.1 Existing and Potential Threats*

There are two different types of water pollution: point source, and non-point source. Point source pollution is that which comes from a specific source, such as a pipe, and can easily be identified, measured, licensed, or removed. The sewage treatment plant is the primary licensed discharger in Hampden and Bangor area.

There are several operations which provide at least a potential risk of groundwater contamination due to their presence on or near sand and gravel aquifers; even when

managed in accordance with the existing environmental standards. The aquifer located along Coldbrook Road contains a solid waste landfill, a gasoline service station and a truck terminal. The Canaan Road aquifer contains the Town transfer station and the public works garage. The aquifer adjacent to Hermon Pond contains a nonconforming asphalt paving business.

#### *I. 7.2 Aquifer Protection Policy*

It should be the Town's policy to safeguard known sand and gravel aquifers. Areas which have municipal water supplies or reasonable potential, possibly identified in this plan, for public water supply may be provided more flexibility in land use and development options. Hampden's existing land use ordinances do not provide any specific provisions addressing aquifer protection. It is recommended that performance standards be adopted for land uses which could adversely impact identified aquifers through adoption of an aquifer overlay district. The present shoreland zoning guidelines do identify uses which are prohibited from certain shoreland zone areas (see Zoning Ordinance Section 4.14.8.C Prohibited Uses).

Non point pollution is much broader and less simple to identify. It ranges from storm water runoff; to leaking gasoline tanks; to agricultural, lawn and forestry runoff. Faulty septic systems, illegal or unintentional disposal, landfills and salt piles are additional sources of surface and groundwater pollution. Intentional alteration of wetlands and shoreline also significantly affect both water quality and the very nature of the water body. Maine DEP maintains lists of underground storage tanks, waste oil handlers, and other facilities which may potentially threaten water quality. The Public Facilities Chapter also discusses the Hampden storm drain system, sand and salt storage, landfill, and underground storage which all are issues in part because of their threats to water quality.

## J. CRITICAL NATURAL RESOURCES

Hampden includes about 37.7 square miles of land area; 38.8 square miles including land and surface waters. Using satellite imaging, the Land Cover Map shows recent development patterns. The Town has approximately 15,000 acres forested (61%), followed by 2,054 acres agricultural and grassland (8%), 5,368 acres developed (22%), and 2,259 acres open water and wetlands/wetland forests (9%). Hampden is located in the southeast corner of Penobscot County. Bangor and Hermon border Hampden on the north, and Newburgh on the west. The south boundary is the Penobscot/Waldo County Line with the bordering Town of Winterport, and the east boundary is the Penobscot River with the bordering Towns of Brewer and Orrington.

Town officials have been participating in the Penobscot County Greenprint open space planning effort to identify regional priorities and develop a regional approach to land conservation. Efforts to coordinate with neighboring municipalities who share resources should continue.

### J.1 SURFICIAL GEOLOGY

There are five major groups of surficial geologic types within the Town of Hampden. These groups are eskers, swamps, glacial till, glaciomarine deposits and thin drift.

**Eskers** are defined as: *gravel and sand stratified glacial deposits of the Wisconsinan Ice Sheet.* Portions of many eskers which are below the glaciomarine limit are partially or entirely buried by glaciomarine deposits. There are two areas of eskers within the Town. One esker complex traverses the Town from Hermon Pond to the south boundary of the Town. The second esker complex is in the northeast corner of the Town in the proximity of the Penobscot River.

**Swamps** are defined as: *an accumulation of sediments and organic materials in depressions and other poorly drained areas.* Swamps are scattered throughout the town, although no large swamps are located within the urban area.

**Glacial Till** is defined as: *heterogeneous mixture of sand, silt, clay and stones.* Tills may include boulders. Generally tills are massive in area, but may contain areas of variably washed and stratified sediments. Tills were deposited directly by glacial ice sheets. Glacial till is relatively wide spread within the Town.

**Glaciomarine deposits** are defined as: *sediments composed of silt, clay, and minor amounts of gravel that washed out of the late Wisconsinan glacial ice and accumulated on floors of glacial lakes.* Glaciomarine deposits encompass a large area within the Town.

**Thin drift** is defined as: *areas of bedrock out crops and/or thin surficial deposits less than three meters thick.* There are only a few areas which are described as thin drift within the Town.

Hampden is not on the State of Maine's listing of special interest sites regarding surficial geologic areas. The surficial geologic information above was obtained from the State of Maine's Department of Conservation surficial geologic map, dated 1985.

Deposits of sand and gravel are a significant resource in Hampden. The availability of such resources helps maintain lower construction costs by limiting transportation distances. Recent changes to Hampden's ordinances have improved regulation of gravel extraction.

## J.2 SOILS

There are two major soil groups within the Town; Bangor-Dixmont-Thorndike, and Scantic-Histosols-Buxton.

Bangor-Dixmont-Thorndike areas are dominated by loamy soils on glaciated uplands, derived from lime seamed shales and slates, and are spodosols. Bangor soils are good for forestry and agricultural uses, and the Dixmont soils are fair for agriculture and forestry due to a seasonal high water table which is present in the fall and spring. Thorndike soils are generally poor for agriculture uses and poor to fair for forestry uses. The Burnham and Monarda soils which may appear within this soil group are poor to very poor for agriculture and forestry uses.

Scantic-Histosols-Buxton areas are dominated by bedrock, loamy soils on glaciated till-silty-clayey soils on marine and lacustrine sediments. The Scantic-Buxton soils were formed in fine marine sediments, whereas the Histosols formed in organic material. Scantic soils are poor for agriculture and poor to fair for forestry uses. The Buxton soils are fair to good for agriculture and forest uses. Histosols are poor for both agriculture and forestry. The Biddeford soils within this group are poor for agriculture and forest uses. The Stetson soil is no longer used by the Soil Conservation Service within Maine. Generally, this soil is classed as a Buxton soil. Information on soils was obtained from the Soil Conservation Service and soil maps.

Existing and planned development in Hampden often depends on the private provision and maintenance of safe and adequate septic systems and wells. Septic systems should always be designed and constructed carefully, but this is especially crucial when such systems are placed in areas with poorly drained soils, shallow bedrock soils, and soils with high water tables. Development on poorly suited soils is the underlying cause of many environmental and, ultimately, economic problems.

The map titled Soil Suitability for Development shows areas best suited for development that requires septic systems. Low density development is defined as 3-bedroom single-family unit residences with basement and comparable buildings covering 2,000 sq. ft. and subsurface wastewater disposal system, with or without an on-site source of water. Residences may be a single-unit or a cluster of units in a development. The subsurface wastewater disposal system would have the capacity of processing 270 gallons per day of effluent and would be installed according to the Subsurface Wastewater Disposal Rules, Maine Department of Human Resources (MDHR), Division of Health Engineering.

The map titled Hydric Soils shows the locations of soils that are wet long enough to periodically produce anaerobic conditions, thereby influencing the growth of plants. These soils are often found near wetlands.

Steep slope is a significant factor affecting soil properties, which in turn governs land use. Most land use and development takes place on less sloping areas, areas with slopes of less than 15% (representing an average drop of 15 feet or less in 100 feet horizontal distance). On steep slopes, areas with slopes of 15% or more, soils often present problems for buildings, roads, and septic systems. In these areas, the costs of engineering foundations and installing septic or sewer and other utility systems increase. Under state law, septic systems cannot be located on slopes over 25%. See the map titled Topography for areas with steep slopes.

The removal of surface vegetation from large areas of land causes erosion, which is a major contributor of pollution to water bodies. Highly erodible soils are those soils that have a potential to erode faster than normal. Rainfall and runoff, susceptibility to erosion and the combined effects of slope length and steepness are taken into consideration when identifying highly erodible soils.

The map titled Farmland Soils shows areas of high agricultural productivity. The U.S. Department of Agriculture defines prime farmland as the land that is best suited to produce food, feed, forage, fiber and oilseed crops. It has the soil quality, growing season and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime farmland produces the highest yields and requires minimal amounts of energy and economic resources, while farming it results in the least damage to the environment. Prime farmland soils are a limited strategic resource.

It should be noted that twelve percent (12%) of rural area soils are rated "good" for agriculture, forestry and development. The potential conflict between competing land uses (like agriculture and housing) must be addressed through long range use policy decisions and land use regulation; otherwise, the highest economic use of the moment will determine land use patterns and change.

Presently, Hampden does not direct development away from valuable agricultural soils. Soil suitability is usually limited to sites meeting minimum on-site waste disposal standards. Given numerous bad experiences with public streets being built in poor soils, additional design requirements have been added in the last few years to include under draining and the use of geo-textiles.

The Town of Hampden should preserve agricultural soils by directing development to the urban service areas as defined in the land use section of the plan. In addition, open space preservation efforts should include conservation easements and other means to protect valuable farmland and agricultural soils.

Soil percentages were calculated from the Town's digitized soil map. The Bangor soils (Ba,Bm,Bn), Buxton (Bu,Bx,Sv,Su), and Thorndike (Th,Tk) comprise 61.01 % of the soils in the rural area. The Colton soils (Cc,Cn) are small percentages of the soils within the Town, but are important sources of gravel and sand.



Soil Symbol	% of soil in rural area	Soil Symbol	% of soil in rural area
Ba	5.95	Pf	1.23
Bm	5.74	Pg	1.40
Bn	8.60	Rm	4.03
BoA	5.98	ScB	6.22
Bu	5.69	Se	1.83
Bx	2.44	Sf	1.38
Cc	.48	Su	15.0
Cn	.51	Sv	3.44
Dx	2.64	Th	2.81
Dy	6.1	Tk	11.34
Mr	3.22	Misc.	3.97

Source: Soil Conservation Service

### J.3 LAND COVER

See the Land Cover Map for the locations of the areas identified below. Several classes of land cover have been combined on the map.

TYPE	ACRES	%
Developed	5368.0	21.97%
Agriculture & Grassland	2054.4	8.41%
Barren	387.0	1.58%
Water	323.8	1.33%
Non Forested Wetland	1309.2	5.36%
Forested Wetland	625.7	2.56%
Hardwood	1440.3	5.89%
H/S Mix	1765.0	7.22%
Softwood	4985.0	20.40%

Source: Town of Hampden

### J.4 WILDLIFE HABITATS

The protection of wildlife habitats is an essential element in maintaining a balanced ecosystem as well as a key element in maintaining the existing rural character. The Natural Resources Map shows the location of wildlife animal habitats in Hampden. Critical habitats can be classified into the categories that are described below.

**Essential Wildlife Habitats** (two bald eagle nesting sites along the Penobscot River in Hampden) are defined as areas currently or historically providing physical or biological features essential to the conservation of an endangered or threatened species in Maine, and which may require

special management considerations. Examples of areas that could qualify for designation are nest sites or important feeding areas. For some species, protection of these kinds of habitats is vital to prevent further decline or to achieve recovery goals. Activities of private landowners are not affected by Essential Habitat designation, unless they require a state or municipal permit, or are funded or carried out by a state agency or municipality.

**Significant Wildlife Habitats** (deer wintering areas and waterfowl/wading habitats in Hampden) are defined as areas with species appearing on the official state or federal lists of endangered or threatened animal species; high and moderate value deer wintering areas and travel corridors; high and moderate value waterfowl and wading bird habitats. These include nesting and feeding areas; critical spawning and nursery areas for Atlantic salmon; shorebird nesting, feeding and staging areas and seabird nesting islands; and significant vernal pools.

**Focus Areas of Statewide Ecological Significance** (none listed in Hampden) are defined by the Maine Department of Conservation as areas with habitats worth protecting but not necessarily containing endangered species.

**Registered Critical Areas** (none listed in Hampden) are natural areas that the landowner has agreed to voluntarily conserve.

#### *J.4.1 Deer Wintering Areas*

The primary behavioral mechanism for deer to conserve energy during winter is to move to traditional wintering areas or "yards". These wintering areas provide deer with shelter from radiant heat loss as well as improved mobility in snow. The Maine Department of Inland Fisheries and Wildlife (IF&W) has identified deer wintering yards in Hampden. All are rated as "indeterminate" regarding quality or use. At the time of this writing, IF & W has not established the necessary rule-making to protect deer yards unless they have a "high" or "moderate" state rating. Therefore, any protection of these yards would require Town action. There are approximately 1,331 acres in Hampden identified as deer yards. The four areas identified range from 511 acres to 126 acres in size. For the most part, the identified areas are in rural, undeveloped areas; however, there is an identified deer yard within what is anticipated as the growth area off of the Route 202 bypass next to the Scotch Pines Subdivision. It is located on the edges of two different land use types; one industrial and one residential. It is the intent that this area be preserved in accordance with the guidelines developed by the Maine Department of Inland Fisheries and Wildlife and, to the greatest extent possible, provide a land use buffer between the two opposing land use types.

The other deer wintering areas are located outside the urbanized or growth area and should follow the development guidelines provided in the rural development section and the MIF&W guidelines. The deer yards identified should be included within the open space plan as a valued resource to be preserved. The area adjacent to the Route 202 bypass should also serve as a land use buffer between industrial and residential uses.

#### *J.4.2 Waterfowl Habitat*

Maine Inland Fisheries and Wildlife have identified several of Hampden's larger, open water wetlands as unrated waterfowl habitat. Given the wetlands, waterfowl moderate and high value ratings, some of these areas are protected under Shoreland Zoning.

Since these habitats correspond with identified wetland areas, the existing wetland policies should apply (see Wetland Policies). If future Inland Fisheries and Wildlife studies should indicate additional protection is required, the existing policy should be reviewed.

#### *J.4.3 Wildlife Corridors*

In addition to site specific habitat, it is also important to provide undeveloped or undisturbed pathways or corridors for certain wildlife species to travel from place to place. Stream gullies, forest edges, and ridgelines often serve as wildlife corridors.

To encourage the preservation of existing identified wildlife habitat and to minimize such impacts when they occur, all the identified wildlife areas should be considered as parts of the existing open space plan and of high value for preservation (see Open Space Plan).

#### *J.4.4 Large Habitat Blocks*

For the purposes of comprehensive planning, large habitat blocks are defined as “contiguous, undeveloped areas of 150 acres or more” and are relatively unbroken areas of habitat that include forest, grassland/agricultural land, and wetlands. "Unbroken" means that the habitat is crossed by few roads, and has relatively little development and human habitation. Some large habitat blocks are owned by a single landowner, but more typically several or many landowners' properties combine to create a single large undeveloped block. Because development quickly fragments these multi-owner blocks of habitat, it is important that the most critical of these areas are identified and adequately protected. Hampden's large habitat blocks are shown on the Natural Resources Map.

### J.5 RARE OR ENDANGERED PLANTS

The Town of Hampden has one area identified by the Maine Natural Areas Program (MNAP) as a rare or exemplary natural community, the Reed Brook Estuary. In addition, there are records of six rare plant species found at two sites, the Reed Brook Estuary, and the junction of the Souadabscook Stream and the Penobscot River. Further study and field investigation may reveal additional areas with rare plant habitats.

The areas identified should continue to be protected from direct impacts (removal or destruction) and indirect impacts (erosion, sedimentation, alteration of micro climate, or change in degradation of water quality) via the existing Resource Protection District.

<b>TABLE J-2. RARE &amp; ENDANGERED PLANTS - CRITICAL AREAS IN HAMPDEN</b>			
Common Name	Scientific Name	Habitat	Occurrence
Estuary bur-marigold	<i>Bidens hyperborea</i> <sup>(see note 1)</sup>	estuaries	RBE SSE
Pygmyweed	<i>Crassula aquatica</i>	pool margins	RBE SSE
Water pimpernel	<i>Samolus valerandi</i>	wet soils	RBE SSE
Mudwort	<i>Limosella australis</i>	wet sands	RBE SSE
Spongy arrowhead	<i>Sagittaria calycian</i>	mudflats	RBE SSE
Parker's pipewort	<i>Ericaulon parkeri</i>	tidal estuaries	SSE

<sup>1</sup> *Extremely rare in Maine and considered threatened.*

*Reed's Brook Estuary*

*Souadabscook Stream Estuary*

## J.6 FISHERIES AND AQUATIC HABITAT

### J.6.1 Pond Habitat

Hampden has two ponds (Patten and Hammond) within its border. Two other ponds have part of their shoreline as the town boundary with Hermon (Hermon and Ben Annis). All of these waters can be categorized as warmwater fish ponds that are very productive and provide natural populations of bass, pickerel, perch, and crappies. Assorted minnows and alewives are also present. Water quality for fish species is very marginal for coldwater species (salmonids) and seasonal fisheries are provided by stocking on an unscheduled basis for brook trout in Hermon Pond. The watershed that all these ponds reside in, the Souadabscook River, has at some sites, brook trout habitat, and that habitat is primarily outside of the town of Hampden. At times migration from other areas in the drainage may provide an angler with a naturally produced salmonid species.

### J.6.2 Stream Habitat

The streams in Hampden have not had extensive fishery surveys. Most of the streams are associated with low lying habitat in conjunction with the ponds and should be treated similar to the environs of the ponds. Most of Maine's stream watersheds contain some habitat that is suitable for brook trout and this species is known to occur in upper watersheds and higher elevations. It is likely that during seasonal migration brook trout could be found in suitable habitat within the town.

### J.6.3 Overall Aquatic Habitat Protection

The best form of protection is incorporating guidelines that have worked. The *Waterway and Wildlife Crossing Guidelines*, a document that addresses the sites on streams where intersections with roads occur, is an excellent source to help identify best management practices during construction and would be helpful for town management.

## K. FORESTRY AND AGRICULTURAL RESOURCES

Hampden has a very pleasing rural character with the intertwining of forest and agricultural lands. If this character is lost or diminished, there is a possibility that property values could diminish with respect to residential and rural areas. The Farms, Forests and Open Spaces Map shows the distribution of these resources in the community.

### K.1 FOREST RESOURCES

Hampden's forested areas cover about 15,000 acres or 61% of the Town (see Land Cover Map). Hampden's forest stands provide numerous benefits including: building materials, fuel source, wildlife habitat, and natural land use buffers. Hampden should rely on the guidelines of shoreland zoning and the Maine Forest Practices Act to guide forest management activities. The Rural District should envision forest products processing operations as a possible land use. Wooded buffers should be preserved in rural developments such as: Ellingwood Heights, Wedgewood Forest and others.

To optimize forestland use, forests should be effectively managed and harvested. The "selection method", of forestry is a silvicultural system in which individual trees or small groups of trees are harvested with minimal damage to the residual forest. Trees with poor form or those that are likely to die before the next harvest are cut, while the most valuable and vigorous trees are left to develop. The selection method, when properly practiced, can yield regular income from a woodlot, maintain forest cover, and provide for a healthy forest for one's heirs.

<b>TABLE K-1. SUMMARY OF TIMBER HARVEST INFORMATION FOR THE TOWN OF HAMPDEN</b>						
<b>Year</b>	<b>Selection harvest, acres</b>	<b>Shelterwood harvest, acres</b>	<b>Clearcut harvest, acres</b>	<b>Total Harvest, acres</b>	<b>Change of land use, acres</b>	<b>Number of timber harvests</b>
1991	155	0	2	157	0	9
1992	74	21	33	128	0	6
1993	10	0	36	46	0	3
1994	225	40	23	288	0	6
1995	346	0	39	385	9	11
1997	848	-	21	869	1	16
1998	620	17	58	695	13	27
1999	543	70	-	613	-	20
2000	479	20	-	499	5	17
2001	309	-	-	309	30	12
2002	275	-	-	275	44	10
2003	81	-	-	81	5	6
2004	132	-	-	132	-	8
2005	382	-	-	382	155	12
2006	405	89	-	494	7	13
<b>Total</b>	<b>5,202</b>	<b>297</b>	<b>222</b>	<b>5,721</b>	<b>281</b>	<b>186</b>

*Source: Department of Conservation - Maine Forest Service*

*Data compiled from Confidential Year End Landowner Reports to Maine Forest Service.*

***K.1.1 Specimen Trees***

The Hampden Land Use Ordinances have required identification of mature trees as a standard submittal item. However, there are no corresponding guidelines to preserve or protect those identified trees in the development plan. Existing trees provide multiple benefits to the Town including: reduction of noise, air and light pollution, shade and animal habitat.

Mature trees should be preserved where possible in the site development process. Where landscape buffers are indicated, preservation of existing vegetation should be considered prior to landscaping with nursery stock. It is further recommended that the Town continue to pursue an active annual tree planting program.

***K.1.2 Tree Growth Tax Law***

The Tree Growth Tax Law (Title 36, M.R.S.A. Section 571, et seq.) provides for the valuation of land that has been classified as forestland on the basis of productivity value, rather than on fair market value. According to municipal records for 2006, Hampden had 14 parcels totaling approximately 487 acres in tree growth tax status. The tree growth program requires that the parcels be at least 10 acres and that the land is held for commercial use. If the property is removed from the program, a penalty is assessed against the property. This penalty is calculated based on the number of years the property was enrolled in the program and/or a percentage of fair market value upon the date of withdrawal.

***K.1.3 Forest Practices Act***

This act regulates the practice of clear cutting by setting regeneration and clear cut size requirements.

***K.1.4 Shoreland Zoning, Subdivision Law and Clear Cutting***

State legislation provides environmental guidelines and mandates regarding shoreland and subdivision activities that consider forestry issues, as well as regulations on clear cutting.

***K.1.5 Forest Products***

Forestry values are generally associated with products. At this time, the rural character of the Town also has a tendency to help protect other non-marketable resources within the Town such as wild life, fisheries, and general ecologic stability. These are certainly resources which contribute to the overall economic stability of the Town, but not necessarily in the form of products or income producing revenues directly. The Town has a good location to market forest and agricultural products with acceptable returns; therefore, there is an economic incentive for the Town and landowners to practice sound management of agricultural and forestry resources, not only for the product values, but for other non commercial resource values.

In Hampden there are 18 businesses associated with forest products, agriculture, or other natural resource, ranging from small local businesses to major companies all of which contribute to a diversity of employment as well as a varied use of the natural resources within the Town. There is a substantial volume, of varying degree, of sand and gravel within the Town. As surrounding communities increase, the demand for these commodities may grow; producing income as well as posing potential environmental degradation if the Town regulations are not followed.

Woodlot owners are likely to benefit from the higher stumpage values in Penobscot, Hancock, and Waldo counties for most products; due to the location of the Town and an excellent transportation network. There are three contributing factors, all of which have a positive impact on stumpage values within the Town. These are:

- Proximity to a wide diversity of mills within a 50-mile radius using a variety of products.
- Most wood lots within the Town have acceptable road access generally increasing stumpage values to individual landowners.
- An excellent transportation network surrounding the Town makes most markets accessible.

The range of markets reasonably accessible for the Town are: bark, saw dust, Biomass, wood pellets, firewood, boltwood, cedar shingles, hardwood and softwood, pulpwood, studwood, and a variety of softwood and hardwood log grades. The markets for pulpwood, studwood, and White Pine logs are relatively stable as far as forest products can be within the State. Companies which tend to create long term stability, include but are not limited to: Verso in Bucksport, Robbins Lumber in Searsmont, and PERC in Orrington.

## K.2 AGRICULTURAL RESOURCES

### *K.2.1 Farmland Soils*

The Farmland Soils Map shows areas of high agricultural productivity potential. The U.S. Department of Agriculture defines prime farmland as the land that is best suited to produce food, feed, forage, fiber and oilseed crops. It has the soil quality, growing season and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime farmland produces the highest yields and requires minimal amounts of energy and economic resources, while farming it results in the least damage to the environment. Prime farmland soils are a limited strategic resource. The Penobscot County Soil and Water Conservation District is a source of information and support for local farmers.

### *K.2.2 Farm and Open Space Tax Law (Title 36, M.R.S.A., Section 1101, et seq.)*

The law encourages landowners to conserve farmland and open space by taxing the land at a rate based on its current use, rather than potential fair market value. In 2006, Hampden had approximately 340 acres (7 parcels) in the farmland program. The Open Space portion of this program has no minimum lot size requirements and the tract must be preserved or restricted in use to provide a public benefit by conserving scenic resources, enhancing public recreation opportunities, promoting game management or preserving wildlife habitat. In 2006, Hampden had approximately 28 acres enrolled (1 parcel) in this program.

### *K.2.3 Agricultural Products*

In the past, the Town was an important agricultural community with a substantial agricultural base. As Bangor has grown, Hampden has migrated from agriculture towards more urban uses,

diminishing the economic impact of agriculture. There still remains a small, energetic, agricultural component within the Town. The majority of active agriculture uses are for individual use with a few remaining commercial dairy and sheep farms. There are a few local farms that sell products to the public. These include:

- Caulkin's Stand – flowers, plants, wreaths, trees, vegetables, "anything that grows"
- Cooliard's – strawberries, eggs
- Perry's – beef cattle

Overall, farm stands of this nature play a very marginal role in the community.

### K.3 PLANNING CONSIDERATIONS

It should be noted that twelve percent (12%) of rural area soils are rated "good" for agriculture, forestry and development. The potential conflict between competing land uses (like agriculture and housing) must be addressed through long range use policy decisions and land use regulation; otherwise, the highest economic use of the moment will determine land use patterns and change. Presently, Hampden does not direct development away from valuable agricultural soils.

The Town of Hampden should preserve agricultural soils by directing development to the urban service areas as defined in the land use section of the plan. Rural portions of Hampden should primarily support traditional agricultural and forestry activities. The Zoning Ordinance and other land use regulations should provide for these activities as the first priority. Residential dwellings should be a secondary use. Land use regulations alone may not be enough to promote and preserve agricultural uses. The Town should support existing tax relief programs for agricultural uses (farm and open space programs and tree growth programs). In addition, open space preservation efforts should include conservation easements and other means to protect valuable farmland and agricultural soils.

If the members of the community, as a whole, value these uses, they must be willing to support efforts to preserve them. Continued market forces which seek to suburbanize Hampden's rural areas will force active farming out of town due to restrictions and rising land values. Not only does the community value agricultural uses, these uses (e.g., farming, animal husbandry, and forestry) tend to have a lesser demand on municipal services.

Land use regulations which place additional burdens on agricultural uses should be carefully limited. Limited retail sale of farm products grown on-site (farm stands) should be allowed. However, additional provisions for larger scale agricultural marketing as conditional uses are warranted. Examples of larger scale activities are: nurseries, "you pick" orchards and berry farms, Christmas tree farms, horse stables and riding schools. Other outdoor recreational uses such as golf courses, shooting ranges, and cross-country ski areas should be allowed as permitted uses.



## L. PUBLIC FACILITIES AND SERVICES

Public facilities and services are provided by the municipality for the general purpose of protecting the health, safety and welfare of its residents. The adequacy of these facilities and services directly affects the quality of life and the economic well-being of the community. Just as a business has capital investments, employees, and offers services, so do municipalities.

Public facilities and services have a direct relationship with property tax rates as most facilities and services are primarily funded through local property and excise tax revenues. Growth within the community has resulted in additional needs for increases in services and facilities. In Hampden, it has become the expectation that the level of services provided by the community will continue to keep pace with community growth. Residents recognize the efforts made by the municipal leaders to offer and maintain a full range of services, while remaining mindful that increased expectations of level of services also means increased costs.

Future needs are projected based on anticipated growth and economic development. Current facilities and services have been analyzed to determine their adequacy in serving the existing needs of Hampden, and what if any, significant changes to policies, goals, and infrastructure may be needed to meet anticipated needs over the next ten or more years.

Overall, Hampden's public facilities are adequate and in good condition. The Town has an ongoing, systematic program for road maintenance/paving, and sewer line maintenance. The Town's physical plant is in good shape, including the municipal building. See the Public Facilities and Recreational Resources Map for locations of many public facilities.

### L.1 ANALYSIS AND KEY ISSUES WITH A SUMMARY OF CONDITIONS AND TRENDS

(Note: The questions in italics are from Chapter 208: Comprehensive Plan Review Criteria Rule, Section 4.11)

#### ***Are Municipal Services adequate to meeting changes in population and demographics?***

The Town of Hampden has made a number of adjustments in service delivery due to increases in population and infrastructure as follows:

##### ***L.1.1 Fire/EMS***

The Town has increased its full-time emergency medical/fire personnel by several full time positions in order to better manage the volume of emergency medical calls that are received annually. In addition, the Town Council has set a standard of paramedic-level 24-hour coverage for the community in conjunction with the staffing increases. In order to further facilitate that, the Town now also operates two ambulances as part of its regular services. There are no plans to further increase the full-time staffing of the department but they will continue to participate in the Firefighter Live-In Student Program with Eastern Maine Community College and also to apply for AmeriCorps staffing grants to increase call-department participation.

### *L.1.2 Police*

The Town has not added additional full time police coverage in order to accommodate the increase in population, but it has increased the usage of part-time, reserve officers to augment coverage at times of peak demand. At this point there is no plan to add additional full-time personnel.

### *L.1.3 Recreation*

In order to accommodate increased demand on the before and after school recreation program, the Town expanded its offerings from one site to two sites and increased part-time employees to accommodate that change. This very popular program helps to augment funding for other community recreation offerings as well.

### *L.1.4 Pool*

Staffing at the Lura Hoit Pool remains constant but the program offerings have expanded in order to better utilize the facility and increase the income from fees. In particular, the swimming lesson program has been expanded, an agreement has been worked out with the local high school swim team for use of the pool, and increased bookings for private parties and therapeutic recreation have been sought.

### *L.1.5 Economic Development*

In an effort to better manage the economic and community development needs of the community, the council changed a part time position to a full time position in 2008. The position created works with both developers and conservation interests to insure that the Town provides good service to those interested in participating in the future development of Hampden from any perspective.

### *L.1.6 Administration*

In 2007 we downsized one administrative position from full-time to part time. An increased workload will require that position to revert to full-time status within the next year.

### *L.1.7 Library*

The Edythe Dyer Library is challenged in terms of space. The Library trustees have discussed the possibility of a library expansion and there have also been preliminary discussions of the Library relocating to a larger space, perhaps such as part of the school complex being vacated by MSAD #22 as part of a new high school project.

### ***In what way has the Town partnered with neighboring communities to share services, reduce costs, and/or improve services?***

- The Town has mutual aid agreements with many communities throughout Penobscot County in regard to fire/ ambulance/ and police coverage.
- We are working with a regional group, Penobscot County Greenprint, to define a regional approach to land conservation.
- The Town shared a Code Enforcement position with the Town of Hermon for a number of months until the workload demands of both communities made it impossible for one person to adequately handle the position.

- The Town of Hampden is working with Bangor Department of Health on a collaborative program for the Health Officer position for Hampden to be operated by the City of Bangor.
- Hampden is a charter member of the Municipal Review Committee that oversees operations at the Penobscot Energy Recovery Company in Orrington. As such, it has enjoyed a favorable \$45/ton tipping fee and will continue to do so until the contract ends in 2018.
- The Town has worked cooperatively with SAD #22 to facilitate a new high school project that will benefit not only local education, but community and economic development as well.
- The Town Public Works department works with both the Maine Department of Transportation to provide road maintenance services for some state roads and with the Hampden Water District for coordination of repair and construction of sewer and water lines.
- The Town is working with the City of Bangor and the Town of Hermon to develop a consistent set of rules to deal with the Shaw Brook Urban Impaired Stream designation, and the upcoming designation of Sucker Brook as an Urban Impaired Stream with a shared watershed as well.

***If the community has a public sewer system, what issues or concerns are there currently and/or anticipated in the future? How is the sanitary district cooperating in the development of the comprehensive plan and related ordinances, as required by law (38 MRSA §1163-A)? How is the sanitary district extension policy consistent with the Future Land Use Plan as required by (38 MRSA §1163)?***

- The sewer system has a significant portion of its infrastructure that must be replaced due to age and degradation. The Town has invested several million dollars in upgrades since 2000, with the CSO project and replacement of sewer lines in two sections of Route 1A, the Westbrook terrace area. In addition, the Town plans on sewer line replacement on a third area of Route 1A as well as the Patterson Street area during 2009/2010.
- The Sewer department is a Town department and not a separate sanitary district. The Town has a collection system only. The treatment plant utilized by the Town is located in Bangor. Input from the Town Water District has been sought as part of the compilation of the Comprehensive Plan as well as from the Public Works Director in regard to the Town Sewer system.
- Expansion and additional utilization of the Town Sewer system is encouraged as a goal of the comprehensive plan in order to diminish the impact of sprawl, to encourage cluster development that provides more open and green space, and to have lower overall environmental impacts.

***If the town does not have a public sewer or water system, to what extent is this preventing it from accommodating current and projected growth?***

Not applicable to the Town of Hampden.

***Are existing stormwater management facilities adequately maintained? What improvements are needed? How might cumulative impacts from future development affect the existing system(s)?***

A portion of Hampden has a municipal separate stormwater system (MS4), and the Town participates actively in the Bangor Area Storm Water Group. Although the entire community is not currently subject to the regulations governing the MS4 designation, the Town has been considering the application of these standards to the community as a whole. The Town has participated in the regional implementation of an inventory system of all stormwater management devices in operation in the community, and if developed, will participate in the regional inventory/inspection program for long-term care and maintenance of them. In addition, stormwater impact is a standard consideration as part of any subdivision or other development application to the Town that is not part of the MS4 district. The Town also maintains active public information distribution concerning stormwater best management practices (BMPs) for homeowners.

***How does the community address septic tank waste? What issues or concerns are there with the current arrangements?***

Septic tank waste is a matter privately handled by consumers who hire contractors to pump and dispose of septic tank waste. The town maintains no facilities for such disposal. Funds to fix or replace failing septic systems may be available from Maine DEP for Low to Moderate Income individuals.

***If the community has a public water system, what issues or concerns are there currently or anticipated in the future? How is the water district/supplier cooperating in the development of the comprehensive plan and related ordinances? How is the water system extension policy consistent with the Future Land Use Plan?***

The Hampden Water District is participating in the comprehensive planning process and its Trustees also meet twice a year with the Town Council in order to discuss plans, rates, problems, and supply concerns. The Water District obtains its water as a customer from the City of Bangor. There has been some testing done for the potential installation of wells as a back-up water supply system but exploration of this possibility has been hampered by the cost of well development. Water supply is a component of serious concern to the Town Council and investigation of all aquifers within the community has been considered for possible use in the long term.

***What school improvements, including construction or expansion, are anticipated during the planning period? What opportunities are there to promote new residential development around existing and proposed schools? What steps will be taken to promote walking and biking to school?***

MSAD #22 has obtained final approval for the construction of a new high school to replace the existing Hampden Academy. The location of this new \$54m dollar facility away from the Route

1A corridor will improve traffic flow, encourage the development of workforce and/or affordable housing and provide for improved educational opportunities for the students of MSAD #22. As part of this school project, the Town of Hampden has worked closely with the MSAD in order to insure that its location and construction can act as a stimulus to other types of complementary development in the area. The abandonment of the former high school location on Route 1A will afford the MSAD the opportunity to consider many uses for the site, including housing, recreation, business incubation, and commercial. The school is installing sidewalks to encourage walking and biking to school and the in-town location of the project also is key to making the facility easily accessed by non-vehicular means.

***Is the community's emergency response system adequate? What improvements are needed?***

The community funds and maintains a 24/7 paramedic level Ambulance/Fire service that is staffed by full-time professionally-trained employees. In addition, the community also maintains a 24/7 police department. The two entities operate under one management system as a Public Safety department and are cross-trained in many areas. Ongoing training in emergency response are conducted on a weekly basis locally and employees are also trained off-site at such agencies as the National Fire Academy, the FBI academy, and the Maine Criminal Justice Academy. As stated in response to question 1, the Town has taken a number of steps over the past several years to augment services in its emergency response areas.

***How well is the solid waste management system meeting current need? What is the community doing to reduce the reliance on waste disposal and to increase recycling? What impact will projected growth during the planning period have on system capacity? What improvements are needed to meet future demand? What efforts have been or will be undertaken regionally to improve efficiency and lower costs?***

In 2005 the Town revamped the Transfer Station available to residents in order to maximize use of the currently Maine DEP licensed footprint of the facility. These changes improved traffic flow and have allowed the facility to stay on its current site. The Town continues to monitor use and traffic flow with the understanding that the increasing population may require the Town to make different arrangements for the disposal of residential waste, or to relocate or expand the current facility.

The Town has taken steps during 2007/2008 to improve the efficiency of the operation of the transfer and to insure that its utilization is limited to eligible Hampden residents. As a means of curbing illegal dumping and voluntary cooperation, the Town has thus far determined not to charge for the disposal of most waste types, with the exception of appliances containing refrigerant. It now limits the disposal of C&D, appliances, metal, wood, and shingles to two weekends per month. Solid Waste disposal as well as recyclables and items for the local 'swap shop' are taken any time that the transfer station is open. The Town's recycling program is voluntary, but has consistently been close to the 50% goal set by the State of Maine. The Town accepts all waste types with the exception of those designated as hazardous. The Town does not operate a curbside collection program. Commercial entities and apartment/rental

complexes of more than four units are not allowed to utilize the transfer station and must contract for disposal privately.

The Town disposes of its MSW as a charter member of the Municipal Review Committee that utilizes the Penobscot Energy Recovery Facility in Orrington for incineration of waste. The Town is guaranteed a \$45 per ton tipping fee for this service through 2018.

The Town participates in the regional hazardous waste program operated annually through the City of Bangor, and as part of the regional recycling program operated through the City of Bangor as well. In addition, the Town annually subsidizes the purchase of home composters for residents of the Town of Hampden as a means of encouraging home composting and therefore source reduction of waste.

***How do public facilities and services support local economic development plans? What improvements are needed in the telecommunications and energy infrastructure?***

The majority of the Town of Hampden is served for telecommunications services by TDS telecom and customers in those areas have no other options for services under terms of the PUC arrangement that governs that area. High speed internet is available in 90% of the TDS service area. The company has indicated that it has plans to expand this service to the remaining area at an unspecified time in the future. The remainder of the community is serviced for phone as a former Verizon area now owned by Fairpoint Communications. Also available in part of the community is Time Warner cable for both cable television and cable internet access. Satellite providers also provide television and some internet services to individuals in the community. Cell phone service is available from a number of providers but there are service problems in various parts of the community due to 'gaps' in tower coverage. Improvements are needed for consistent cell phone coverage and high speed internet access to be available in all parts of the community.

***Does the Community have a public health officer? Are there significant public health issues?***

The past practice of the community has been for the Assessor to serve as the local Health Officer. This practice has changed and the Town is pursuing a contractual relationship with the City of Bangor and its Public Health Department to assume these duties. The town has not had any significant public health issues, but recognizes that increasing energy and heating costs may impact the ability of people to afford to live safely in their homes. The Town is in the process of local planning in conjunction with social service agencies, churches, and other entities insure that there is a 'safety net' for community residents.

***What other public facilities such as town offices, libraries, or cemeteries are nearing their respective capacities? How will these facilities accommodate projected growth?***

The Town offices are nearing capacity for staffing and services and will require expansion within the next five to ten years at the current rate of growth. Public Safety expanded its facilities in 2002 and should have sufficient capacity for at least the next fifteen years. The library is currently reviewing its options for expansion or relocation both at the current site of the Edythe

Dyer Library and as a possible part of the re-use of the Hampden Academy site. The Lakeview Cemetery was expanded in 2008 to accommodate an additional 2,000 burial lots in order to keep up with ongoing demand. Additional land remains for expansion in the future in this cemetery.

***Are the community's priorities for funding needed improvements reflected in the capital investment plan?***

The Finance Committee of the Town Council is in the process of reviewing and updating the Capital Reserve plan in order to insure that the priorities of the community have adequate funds available when necessary. The plan is being developed to incorporate a rolling ten-year window of necessary funding and investment tied target dates for purchase and construction of capital improvements. This ongoing plan has a target completion date of June 2009.

***To what extent are investments in facility improvements directed to growth areas?***

The Town has concentrated its service and facility improvements in areas where they can obtain the most impact – namely those areas that serve the greatest need. Public safety service improvements, sewer reconstruction, public works personnel increases, and increased recreation areas and services have all focused on improving the quality of life of Hampden residents, and have been tied to goals and objectives set forth in the Comprehensive Plan adopted in 2002.

## L.2 TOWN GOVERNMENT

Hampden is part of State Senate District #33, State House District #39 and US Congressional District #2. The town has a Council/Mayor/Manager form of government. The day to day operation of town government is handled by the Town Manager and the municipal staff. The Town Council is comprised of seven members. Each council member serves a staggered three-year term with elections held during the regular municipal elections on the first Tuesday in November. The Town's fiscal year ends on June 30.

### *L.2.1 Boards and Committees*

#### **Planning Board**

The Town's Planning Board consists of five regular members and two alternate members. The Planning Board meets the first and third Tuesday of the month to review and decide upon any development proposals which require their review pursuant to state and/or local law. The majority of local ordinance administration is carried out under the jurisdiction of the town's land use ordinances and locally-adopted shoreland zoning ordinances.

#### **Zoning Board of Appeals**

The Local Zoning Appeals Board has powers over local review and decision making responsibilities pursuant to state and local law. The appeals board plays an important function in the administration of locally adopted land use ordinances.

**Services Committee**

The Services Committee is a group of Town councilors, staff members and residents, including members of the former Community Services Committee, dedicated to providing the best available services for the residents of the community. The Services Committee meets the second Monday of each month at 6:00 pm at the Municipal Building.

**Finance Committee**

The Finance Committee is a three member committee of the Town Council, which is staffed by the Town Manager. It meets just prior to each Council meeting. The Finance Committee partakes in capital budgeting planning, review of expenditures, fiscal impact analysis for Council projects, and budget recommendations.

**Infrastructure Committee**

The Infrastructure Committee is a group of three Town councilors and is staffed by the Town Manager. Residents attend the meetings occasionally. Meetings are held the fourth Monday of each month at 6:00pm at the Municipal Building. The Infrastructure Committee oversees projects and planning related to public works, public safety, buildings and grounds, administration, assessing, and IT.

**Planning & Development Committee**

The Planning and Development Committee includes representation of three Town Councilors and is staffed primarily by the Town Planner and the Economic Development Director. The primary function of the committee is to provide policy direction in those areas of government related to community planning and economic development. Areas of focus include, but are not limited to, candidate interviews for municipal boards, oversight of park development, creation and monitoring of land use regulations, and long range community and development plan implementation. This committee meets the first and third Wednesdays of each month at 6:00pm at the Municipal Building.

**Comprehensive Planning Committee**

The Comprehensive Planning Committee consists of all Town councilors, a few staff members, and some residents. This committee will be responsible for tracking and follow-through on implementing the parts of this comprehensive plan.

Other Town commissions and committees include:

- *Conservation Commission*
- *Historic Preservation Commission*
- *Recreation Committee*
- *Economic Development Committee*
- *Lura Hoit Board of Trustees*
- *Dyer Library Board of Trustees*



- *Environmental Trust*
- *Landfill Oversight Committee*
- *Tree Board*

### *L.2.2 Municipal Administration and Services*

#### **Municipal Building**

The Municipal Building (11,500 square feet) multi-function facility opened in August of 1991. The facility is located on Route 9 next to the Hampden Post Office. The Municipal Building houses the Town Office Administration, Tax Assessor, Code Enforcement, and Planning functions on the upper level; and the Public Safety Department on the lower level. The public works director and civil emergency preparedness both have offices housed here; as well as storage space for town records, office supplies, and recreation equipment.

The municipal building has three areas on the upper level which serve as meeting areas:

- a) The Council Chambers, which has a seating capacity of approximately 50 people;
- b) The conference room, which accommodates about 12 people; and
- c) The map room, which accommodates about 6 people.

A partition between the Council Chambers and the conference room is operable and can be used to increase capacity in either room.

The municipal building was built with adequate on-site parking facilities for typical public gatherings, although it is overburdened on Election Day. On the lower level there are bays for police vehicles.

#### **Administration**

The administrative portion of the building houses the Town Manager, Town Clerk, Welfare Director, Sewer Clerk, and Bookkeeper. This area is designed specifically to meet the day to day demands of the public for such purposes as: renewing registrations for boats, cars, snowmobiles, and ATV's; obtaining hunting, fishing, and marriage licenses; and paying automobile excise taxes, taxes and sewer bills. The Administrative Office has an interconnected computer network to keep track of all the above permits, fees, licenses, and taxes which are handled through the office.

#### **Code Enforcement, Planning, & Assessing**

In addition to the day to day administrative operations of the municipality, are the offices of the Assessor, Planner, and Code Enforcement Officer.

The Assessing Office maintains files on all properties in Hampden relative to their market value. The Assessing Office has used a computer software program for several years, and has recently used a similar package for permit tracking. While all three offices (Assessing, Planning and Code Enforcement) use similar data; they have not shared a common data base.

The Planning Office provides local development review assistance to the Planning Board and applicants seeking approval of projects which require submission to the Planning Board, as well as assistance to the Board of Appeals.

The Code Enforcement Office handles most permit applications for residential and commercial structures. In addition, the CEO is responsible for administration and enforcement of municipal ordinances; including but not limited to zoning, residential building code, shoreland zoning, historic preservation, floodplain management, solid waste licensing, subdivision, etc. In 1990, in an effort to improve support services to the Planning Board and lighten the burden on the Code Enforcement Office in processing site plan applications, the position of Town Planner was established. At that time, Code Enforcement and Assessing was a shared position. In 1992 the position was split into a full-time Assessor and part-time Code Enforcement Officer. In 2000 a Building Inspector function was split off the Code Enforcement function and staffed by the Fire Department.

One impact of the separation of the Code Enforcement Office from the Assessing function was on record keeping. Previously, many land use records were kept as part of the Assessing files. Presently, a separate code enforcement land use system is kept and some of the pertinent land use details are not kept by the assessor. In addition to the staff noted above; the three offices share a full-time clerical person covering reception functions, word processing, filing, and permit administration.

The Council authorized the purchase of geographic information system software and mapping that is linked to the code enforcement, planning and assessing daily functions such as public notices, zoning maps and other geo-data products as needed.

### **Recreation**

The Municipal Building also has space devoted to the Recreation Director. A full evaluation of the existing recreation facility's programs and future needs is set forth in the recreation and open space section of the plan.

### **L.3 PUBLIC SAFETY DEPARTMENT**

In 1994, The Town created the Public Safety Department; an “umbrella” organizational structure, that oversees and coordinates the administration and activities of the Fire, Police, and Ambulance Departments. In 1997 Hampden joined the Penobscot County Regional Communications Center (PRCC), which is responsible for dispatching most of the police and emergency response departments in the county.

A new system of tracking calls was implemented in 2007. Records since then indicate that 55% of calls were responded to in 5 minutes or less, 85% in 10 minutes or less, and 96% in 15 minutes or less.

### *L.3.1 Police Department*

The Town of Hampden has ten police officers, and an Administrative Assistant. The Police Department is responsible for all normal police business within Town boundaries with the exception of homicides (as specified by State law) and fire fatalities. The State Fire Marshall's Office must be called in if there are any such incidents.

The Town also provides a part-time person, two times per day, to serve as a Traffic-Control Officer and Crossing Guard at the school entrance.

The Department does not anticipate any substantial changes to staff and equipment levels as long as the Town does not grow rapidly. The goal of promoting an urban service area will help in reducing policing costs by concentrating development activity in that area. It is recommended that the Town maintain a level of 1.5 officers per 1,000 residents.

### *L.3.2 Fire Department*

The Fire Department provides both Fire Suppression and Emergency Medical Services for the Town of Hampden.

### *L.3.3 Emergency Medical Services*

The Fire Department ambulance provides Emergency Medical Services for the Town of Hampden using both full-time and on-call personnel. The full-time staff consists of three Firefighter/Emergency Medical Technicians (EMTs); a Firefighter/ Inspector/EMT, a Firefighter/EMT/-Paramedic and a Deputy Chief. The "Call" staff consists of approximately 25 Firefighters, seven of whom are licensed at the EMT level. There are two "Call" members who are non-firefighting emergency medical providers, one EMT, and one EMT-Paramedic. All other members of the "Call" department are trained in basic First Aid, CPR, and as ambulance drivers, as needed.

### *L.3.4 Fire Fighting Services*

Four, full-time Firefighters, one Inspector, and a Deputy Chief staff the Fire Station twenty-four hours a day. There are approximately 25 "Call" Firefighter/EMTs who are paid to answer Fire and EMS calls as well as training hours. Call Firefighter/EMTs are paid an hourly rate for answered calls and for training hours. All Firefighters train two nights each month on the first and third Tuesdays of the month with occasional training sessions on weekends.

### *L.3.5 Public Safety Buildings*

The 11,700 sq. ft. expansion to the Municipal Building was funded by a voter-approved bond. All Fire Department activities will be housed in the expansion. The Fire Department determined that major insufficiencies in the Town's current fire station plant regarding the Department's operations necessitated the change. The noted deficiencies were: a) the doors at the West Hampden Station are too small and require modification to handle the width of the newer vehicles; and b) Hampden utilizes the Bangor training facility because the existing Main Station has inadequate classroom training facilities and inadequate vehicle maintenance facilities. The Department undertakes as much vehicle maintenance as possible, but has to contract out the remainder.

**Main Road Fire Station**

The Hampden Fire Station is currently located at 10 Main Road South. The station was originally constructed in 1957 and was expanded in 1989. The 1989 addition provided office space and a training room. Two engines, a tanker, two ambulances, a jeep and a utility truck are housed in the present station.

**Western Avenue Fire Station**

An un-manned fire station is located at 842 Western Avenue. This station houses a structural fire fighting pumper and fire fighting vehicles.

*L.3.6 Public Safety Equipment*

The Police Department owns and maintains active duty police cars. The police cruisers are replaced on a regular cycle of one per year.

The Police Department owns and maintains equipment such as radar units and mobile radios. The Department's computer system is part of the Penobscot Regional Police Group's which provides a fairly inexpensive way for the regional Towns' police forces to utilize a powerful mainframe.

The Fire Department maintains fully equipped Class A Structural Firefighting Pumpers. The Department has a reserve account for replacing vehicles and a goal to purchase a new pumper whenever its newest piece reaches ten years in age. The actual acquisition has been closer to eleven or twelve years.

While Hampden restricts building height to 35 feet, it has not placed a limit on building volume. A warehouse structure is large enough that the horizontal reach needed to get at the heart of a fire is a problem. There are many existing houses and structures in the Town that already present this problem, such as the schools, shopping center, and fuel storage tanks. The Town, historically, has relied on Bangor Fire Department to provide an Ariel truck when it has been needed. However, Bangor Fire has a responsibility to provide protection for its own citizens first and an Ariel may not be available when needed. The Town of Hampden could consider buying a "Quint" which is a combination Pumper and Ariel in one truck. The cost of such a truck is in the range of \$400,000.

**L.4 PUBLIC WORKS**

The public works garage is a 7,200 square foot facility, which is located on the Canaan Road. Public works is presently responsible for all road and sewer maintenance, cemeteries and Town properties, and the operation of the municipal transfer station located at the public works garage.

*L.4.1 Road Maintenance*

The first sand/salt shed built under State of Maine requirements is located in Hampden. Completion of Hampden's salt shed was a high State priority since the site is located directly

over an aquifer. Public Works also maintains its own vehicles and equipment.

The department is also responsible for maintaining their buildings, the municipal building and all municipal grounds (including cemeteries and recreation areas).

As noted in the Transportation Section, Hampden has a total of 73 miles of roadway which require maintenance. Of these; 23 miles are maintained by the State, and 50 by the Town. The Town is primarily responsible for plowing the roads, with the State undertaking only about 6 miles of plowing.

#### *L.4.2 Solid Waste*

The Town provides residents and businesses with trash collection and disposal services of municipal solid waste, which includes trash, garbage or refuse and other discarded solid materials from household and normal commercial sources.

Safe and adequate disposal of solid waste is a problem all across the country, as well as here in Maine. In the Town of Hampden, finding proper ways to dispose of the more than 5,000 tons of waste, generated within the Town each year, is becoming increasingly difficult and expensive. Increased participation in the Town's waste reduction and recycling programs will enhance efforts to keep costs low and our environment clean.

The three main types of solid waste that Hampden manages are:

- 1) non-bulky weekly trash,
- 2) bulky wastes, and
- 3) hazardous household wastes.

The most cost effective and environmentally safe disposal of these potentially hazardous materials has become a significant issue for Hampden during the last decade. The management of this service presents numerous challenges for the Town in required administrative time, and the logistics of dealing with continuously changing regulations and market variables. Hampden appropriates tax revenue to pay for this service, although some surrounding towns have initiated 'user fees' such as pay-per-bag which pass major costs of collection and disposal along to the generator of the waste.

The Town of Hampden is a charter member of the Municipal Review Committee (MRC). MRC was organized in 1991 to ensure the continuing availability of long-term, reliable, safe and environmentally sound methods of solid waste disposal at stable and reasonable costs. In 2006, the Town of Hampden paid \$3,720.12 in dues to MRC and received \$71,345.98 in cash distributions.

The Town's waste disposal agreement with the Penobscot Energy Recovery Company's (PERC) facility in Orrington continues until March 31, 2018 and ensures stability for disposal costs. The MRC member interests in PERC are managed such that member communities pay a net disposal cost of about \$45 per ton even as the actual tipping fees exceed that amount, including escalation over time. In 2006, the yearly average actual tipping fees for the town of Hampden

were calculated at \$65.00 per ton.

#### *L.4.3 Weekly Trash Collection and Disposal*

The Town of Hampden currently operates a Transfer Station for the disposal of Residential Solid Waste. However, many residents do contract with private haulers for curbside pick-up of their solid waste. Acceptable refuse at the transfer station includes items such as paper, wood, metal, paper materials that can be bundled, boxed, or contained, as well as small securely wrapped garbage, flattened cardboard, and tires without rims.

The Town expended \$241,808.22 for trash disposal at PERC in 2006.

#### *L.4.4 Bulky Waste Disposal*

Bulky wastes commonly referred to as 'white goods' 'construction/demolition debris' and 'brown goods' include items that are unacceptable for PERC disposal. Items determined to be unacceptable for disposal at the PERC facility may also be taken to the transfer station but delivered separately and placed in the appropriate staging area consistent with facility requirements.

#### *L.4.5 Household Hazardous Waste and Universal Waste Collection and Disposal*

Household hazardous wastes (HHW) are items generated by households that are corrosive, toxic, ignitable, or reactive, and as such are hazardous to humans and/or the environment if disposed of improperly. Because these wastes are generated by households, they have been exempt from hazardous waste regulation under state and federal hazardous waste management rules.

The Town participates in the regional HHW and Universal Disposal in the City of Bangor during the spring and fall.

#### *L.4.6 Recycling and Composting Program*

Each community in Maine is required to submit an annual report regarding its solid waste management practices. The State's goal is for all towns to achieve a 50% recycling rate. The recycling rates below are well above the statewide average of about 35%

The following table shows Hampden's historical recycling rates.

<b>Year</b>	<b>Rate</b>
2000	50.0%
2001	50.6%
2002	27.3%
2003	43.9%
2004	44.5%
2007	41.4%

*Source: State Planning Office*

## 2007 Analysis

### Per Person

Municipal Trash Per Person in Tons	0.2904
Municipal Materials Recycled Per P	0.0558
Bulky Waste Per Person in Tons	0.1600
Bulky Recycled Materials Per Person	0.1807
Total Material Recycled Per Person	0.2364
Total MSW Per Person in Tons	0.6868
Dollars Per Person	\$76.33
Dollars Per Ton of MSW	\$111.14

### Percentages

Municipal Waste & Recyclables	50.40 %
Bulky Waste & Recyclables	49.60 %
Commercial Waste & Recyclables	0.00 %

*Source: State Planning Office*

### L.4.7 Transfer Station

The Town's transfer station, located on the Canaan Road, is the central point for collection prior to transfer to other disposal locations. The transfer station is also the center of the Town's recycling operation with containers for the collection of glass, newspaper, cardboard and metals. The Town also reuses wood brush which it chips at the transfer station. A "bargain barn" reuse facility is located at the site which allows residents to share used household items and magazines.

The transfer station is supported entirely by Hampden taxpayers. It is visited by an average of 760 vehicles weekly and is for Hampden residential use only. A permit is required to use the facility. Permits are available at the Town Office.

One-day permits are available for residents to use a borrowed vehicle.

### L.4.8 Pine Tree Landfill Site

The Pine Tree Landfill site has been operated as a regional landfill facility since 1975. A 20-acre non-secure landfill, or Conventional Landfill, was operated from 1975 until 1992 and used for the disposal of municipal solid waste and special wastes. The Secure I and II phases of the facility (the first phases to incorporate clay liner systems) were used from 1982 until 1993 for the disposal of special wastes. The Secure III Landfill, Phases I through V, used from 1993 until 2001 for the disposal of municipal solid waste and special wastes, incorporated a double synthetic liner with a leak detection system. The Secure III Landfill Expansion, Phases VI, VII and VIII, for the most part, overlies all or part of four previously licensed and filled landfills on the property.

Following a lengthy and locally contested regulatory process, which effectively concluded with a Maine Law court decision which limited local regulatory authority, the Secure III Landfill Expansion received final local approval on December 10, 2001. The expansion has been used for the disposal of municipal solid waste and special wastes as permitted in Phases I through V.

This property, after use as a landfill facility for over 30 years, will finally close within three years. Following terms of a schedule of compliance entered into among the town, facility owner and the Maine DEP in October of 2006, the landfill facility will: 1) cease accepting all odor causing waste by the end of May, 2007; 2) cease accepting all waste at the site by the end of 2009; and 3) permanently close the facility during the year 2010. All state and local requirements regarding long-term post-closure care will continue.

The permanent closure of this facility brings about significant change with respect to future land use and development in proximity to the landfill facility.

#### *L.4.9 Cemeteries*

The Public Works Department maintains seven cemeteries in Hampden with a combined acreage of over 45 acres. There are estimated plots available to meet the planning period need. Cemetery space has been used at a rate of 30 to 40 lots per year. While burials still occur in each cemetery every year, only Lakeview Cemetery has plots which can be purchased. The Town provides perpetual care for a one-time fee. Cemetery locations are shown on the Public Facilities and Recreational Resources Map.

### L.5 SEWERAGE

#### *L.5.1 Background*

The Town currently has approximately 26 miles of sanitary sewer; serving over 1,300 establishments. The estimated service area of the existing sewer system is approximately 1,124 acres. Hampden's major interceptor lines were built between 1983 and 1985. Approximately 49% of developed properties in Hampden are served by public sewer. The area served by the public sewer system is shown on the Sewer and Water Service Areas Map.

The sewer system is connected to the City of Bangor's Waste Water Treatment Facility. The City of Bangor has provided primary and secondary treatment since 1993. The Pine Tree Landfill is also served by Bangor's treatment facility although their line connects via Hermon's town sewer.

#### *L.5.2 Current Use & Capacity*

The Town's system presently includes 7 pumping stations. While several of the pump stations serve limited geographic areas, 3 pump stations are an integral part of a major service area. The main pump station for the Town is located behind the Hampden Water District Office. All areas with sewer service south of Westbrook Terrace flow into this pump station. All areas with sewer service north of Westbrook Terrace Extension will flow via gravity to the treatment plant in Bangor. The main pump station and related force main have the capacity to handle 1,000,000 gallons per day. Presently, that pump station operates at about half capacity. Approximately 200,000 gallons per day (GPD) are received each day at the Bangor treatment plant with peak flows of 400,000 to 500,000 GPD.

The Town actively pursues an annual program of upgrading sewer lines to reduce inflow and



infiltration. In addition, the Town enforces rigid guidelines on new sewer construction. It has been the policy of the Town to not approve new sewer expansions which require individual lots or sections of developments to be pumped to the main system.

#### *L.5.3 Future Capacity*

With the development of expanded treatment at the Bangor plant, Hampden has obtained an average daily capacity of .84 million gallons per day (MGD) with a peak flow of 1.5 MGD. In terms of sewer capacity, it is in the Town's best interest to direct development with sewer service north of the drainage divide to eliminate pumping and its related capacity limitations.

#### *L.5.4 Future Plans or Expansions*

In the development of the Comprehensive Plan, several sewer expansion plans were reviewed. Extending sewer service to new areas can provide a variety of benefits. Higher residential development densities can be supported, business opportunities can be expanded, and existing system weaknesses can be corrected.

Sewer service extensions and expansions should not be undertaken lightly. Sewer service represents a vital and expensive commodity, and careful planning should be undertaken prior to extending sewer lines. Utility expansion should be coordinated with land use policy and analysis of development potential. The Town should avoid the installation of sewers in unsuitable locations because it will inadvertently encourage development simply because sewer service is available. However, experience also demonstrates that a sewer master plan will provide for service to a larger land area than simply following proposed streets using approximately the same length of pipe.

There are two major system expansions which have been discussed and are included in this plan. Those are the Reed's Brook interceptor to serve the Four Mile Square area and beyond on Western Avenue, and the Sucker Brook interceptor to serve the 202/Coldbrook Road/Interstate 95 industrial area. In order for the development potential of the Four Mile Square to be fulfilled, the construction of the Reed's Brook interceptor is essential. That line will not only service new development in the Four Mile Square but overcome some of the limitations of the existing pumped lines on Western Avenue. Service to the industrial area via the Sucker Brook interceptor was completed and the Town's Business and Commerce Park has prospered because of this.

#### *L.5.5 Sewer Policy*

As Hampden's sewer system represents a significant public investment, the maintenance of that system should be of the highest priority. The development of new sewer extensions should be designed for the maximum benefit of existing and future users, and constructed to reduce infiltration and maintenance costs. While the construction of pump stations and shallow lines may have initial cost savings, the long term investment in a gravity system is in the municipality's best interest. It is recommended that the Town continue its policy to strongly oppose the development of pump stations in the extension of new services.

Two exceptions to this policy should be considered nevertheless:

- In areas that are within the Urban Growth Boundary and ultimately planned for sewer and water it may not be in the best interest of the Town to rule out a temporary pump station (built at developers' expense) and thus, by default, mandate well and septic. This is a question of timing rather than policy. Three options are currently available to developers in areas planned for an interceptor sewer but not as yet built: Do nothing until the Town extends the interceptor, extend the interceptor for the Town and then develop the parcel, or ignore the fact that the area is proposed for sewer and water and utilize well and septic instead. In this scenario the result will generally be well and septic. Future extension of the sewer will be hindered because it must bypass these non-sewered developments. The Town might also consider taking the cash that the developer proposes to spend on the temporary pump station and utilize it towards the completion of the extension of the interceptor as planned.
- This pump station policy should not prohibit the development of individual sites which require pumping to the existing sewer.

The sewer extension options included in this plan are rough estimates of potential gravity sewer extensions. The plan does envision the potential to service large acreages in future development, and a pump station may be required. It is recommended that this option be undertaken after all other alternatives are exhausted. The new system will be designed to accommodate a considerable drainage area.

#### *L.5.6 Community Wastewater Systems Alternative*

Maintenance of sewer and water systems is a large part of the municipal expenditures. Consideration of community wastewater facilities may prove to be a worthwhile alternative in some less developed areas. Such shared systems allow for development on smaller lots than could be accommodated by individual septic systems. These shared systems are paid for by developers and users rather than by the town as a whole. When major subdivision proposals are before the town, with adequate ordinance standards, the planning board could request proposals from developers for community wastewater facilities. The costs of these systems are often offset by the increase in allowable units and in cost savings to developers for these planned developments.

### L.6 WATER SERVICE

All of Hampden's public water supply comes from the Bangor Water District's mains which draw water from Floods Pond in Otis. That system, completed in 1959, has an available yield of 12 MGD. In the 1960's the average pumpage was 4 MGD, and is presently about 6 MGD. Approximately 59% of developed properties in Hampden are served by public water. The area served by the public water system is shown on the Sewer and Water Service Areas Map.

#### *L.6.1 Hampden Water District*

The Hampden Water District serves 1,734 customers, provides fire protection through 172 hydrants, with 34.6 miles of water mains, distributing more than 297,000 gallons of water per day and more than 108,349,000 gallons of water in 2006. The District stores 1.25 million gallons of water between two storage facilities located on the Old County Road and the

Kennebec Road. These storage facilities allow the District to meet peak system demand (515,000 gallons in 2006) while maintaining adequate fire protection. The Hampden Water District in conjunction with the Bangor Water District conducts a variety of activities and tests relating to water quality, distribution and other matters important to maintaining and providing our customers with safe, reliable, and low-cost drinking water.

#### *L.6.2 Limitations to Service*

Floods Pond has served as the sole source of water supply for District customers since 1959. Floods Pond, located in the town of Otis east of Bangor, lies in a pristine, forested watershed. The lake provides some of the purest drinking water in the nation. To protect the quality of water in Floods Pond from being degraded, the Bangor Water District has acquired almost 3,700 acres of land in the watershed. District land ownership guarantees that no changes in land use will occur that will pollute the drinking water supply. Public access and recreational activities in the Floods Pond area are prohibited to minimize the possibility of introducing disease-causing organisms to the drinking water supply.

This program to prevent contamination of Floods Pond is very important. Floods Pond is one of only twelve surface water supplies in Maine where filtration is not required. This waiver recognizes the excellent quality of the District's source of supply and the effectiveness of its watershed protection program. In addition to protecting public health, preventing pollution of Floods Pond saves District customers tens of millions of dollars in capital and operational costs for filtration facilities.

Because of Floods Pond's high water quality, the only water treatment processes required to ensure safe water at the tap are disinfection, pH adjustment (acidity/alkalinity) and fluoridation.

Disinfection is achieved using a state-of-the-art ozone treatment facility, followed by chloramines. Ozone is the most effective disinfectant currently used by any water utility. However, because ozone is short-lived, it does not persist beyond the treatment plant. Therefore, chloramines, a combination of chlorine and ammonia, are added as a secondary disinfectant to maintain high quality drinking water throughout the water distribution system.

Adjustment to the pH is required because Floods Pond, like most surface waters in Maine, is naturally soft and acidic. Without treatment, the water will slowly dissolve metals, including copper pipes and other plumbing fixtures. Adding lime minimizes the water's corrosiveness by reducing its acidity and raising the pH. The effectiveness of controlling corrosion is shown by the low levels of lead and copper in samples collected from household water faucets.

Fluoridation, the boosting of Floods Pond's natural fluoride levels, helps reduce the frequency of tooth decay and improves dental health. Fluoride is especially effective at reducing rates of tooth decay in children.

Due to concerns about fish habitat, the State of Maine has set limitations on the amount of water the Bangor Water District can pump from Flood's Pond. The district's #1 priority is serving the City of Bangor. Secondary users, such as the Hampden Water District, may be limited in capacity for new water users; especially high demand uses such as industrial or commercial operations.

### *L.6.3 Future Plans or Expansions*

The Water District provides water to the majority of the urbanized portion of Hampden. Everywhere public sewer service is located, there is public water; and there are water lines in areas in which gravity sewer service will not be available.

The present plan for the Water District is to improve the fire flow in those areas which are experiencing limited pressure and flow (gallons per minute). The district has been working to improve flow via interconnection of the two existing water storage tanks with a twelve inch main across the Four Mile Square.

The district does have the capacity to extend service to the Ammo Industrial area, as well as areas surrounding Pine Tree Landfill off the Emerson Mill Road; should ground water contamination appear in residential wells.

The Water District is secure with its existing contract with the Bangor Water District to provide for the foreseeable future needs of the Town of Hampden. At the district's request, the Town should review potential water conservation measures in new construction.

## L.7 STORMWATER DRAINAGE

Hampden's existing stormwater system is a mixture of old and new: Catch basins and stormwater pipes along the main arterial roadways to roadside drainage ways and stormwater detention ponds constructed in newer subdivisions. The Town does not have a developed "town-wide stormwater management plan". The Town's policy on stormwater management can be found in the existing Subdivision Regulations which requires developers to demonstrate "no peak increase" in stormwater leaving the site in a post development scenario. This standard has not always led to a desirable result. The Town is often left with a detention pond to maintain or stormwater systems which extend flows through the subdivision to reduce or eliminate peak flows. Recent changes in the development guidelines have prohibited open drainage systems in urban areas, eliminating the continuing problems of seasonal culvert freezing and flooding as well as the negative impacts on roadside drainage ditches.

The Site Plan standards are less specific in terms of the post development rates to be achieved, but do provide broad guidance as to areas of concern. The Town should add language to the Zoning Ordinance to set a threshold at which a formal drainage submission is required.

Stormwater review and downstream impacts need to be a part of any substantial development review. Without evaluation, the cumulative impact of many small projects can be overwhelming. For example, the land south of Western Avenue drains to a linear wetland which drains under Route 1A adjacent to the Hannibal Hamlin Shopping Center. The current outlet culverts are undersized and occasionally cause spring flooding on Route 1A. The Town should carefully review development proposals on either side of this drainage area to determine that they do not aggravate the situation.

Until recently, state stormwater regulations focused on quantity rather than quality of stormwater run-off. Hampden's regulations also focus on managing quantity. New state regulations require more on-site treatment of stormwater, with a greater emphasis of the

quality of the water leaving a site. For developments requiring state stormwater permits and local permits, both quantity and quality are addressed. Hampden's stormwater management regulations should be evaluated to determine if changes to its local ordinances to focus more on quality are warranted at this time.

#### L.8 TOWN LIBRARY

Edythe L. Dyer's residence was donated to the Town in 1983 for the Edith L. Dyer Library to provide a building specializing in books and services for children. Since its initial conversion from a house to a library the demands placed on the facility have been tremendous. Book circulation has risen from 30,000 books in 1983 to approximately 107,503 in 2000. The library building contains 5,700 square feet on a 2.5 acre site, excluding the 66 foot access way. The building is located approximately 1,500 feet off the main road on an unpaved access road. The building is in a beautiful location; surrounded by large pine trees on a high bank overlooking the Penobscot River.

The library has a collection of over 25,000 volumes and operates with a staff of three full time and two part time employees. The facility is open forty-five hours per week and provides a full range of services, including pre-school and toddler story programs. In addition, the Library provides adult programs such as book discussion groups on a monthly basis, cooking classes, and February-April vacation reading clubs for older students.

The library operates out of a former residence and suffers from the inadequacies associated with the conversion of the former use into a public building. Recent modifications to the structure and its heating and ventilation system have improved the occupancy of the building but its layout and design lack flexibility and growth potential. The structure is partially handicapped accessible. The building has only 12 parking spaces for visitors and staff, when codes dictate that it should have 28. There is some potential for expansion of parking via a .75 acre easement which was set aside at the time the Town acquired the facility.

The Library has established a long-range planning committee charged with looking at the physical and operational needs of the facility. While there are no official national standards for libraries, the American Library Association does have very minimal guidelines which the Town of Hampden surpasses.

The operation of the library is overseen by a Board of Trustees appointed by the Town Council. In 1989 a fund drive created a \$200,000 library endowment fund. In addition to tax revenues, the library uses a portion of these funds to maintain its high level of service. Access to the Maine State Library system is available through the inter-library loan program at the Dyer Library, as well as by telephone, mail, and computer modem.

The Town needs to decide what this facility will need in the future and if those things can be provided at the current location. Foremost is to enhance and expand floor area, provide adequate parking and a safe access way. At the time the building was conveyed to the Town, additional land area was set aside for an additional parking through an easement. If the Town opted to remain at this location; the existing parking area could be used for building expansion

and the .75 acre easement area could be developed into a parking area.

In selecting a new site for the library, key considerations should be: proximity to schools and availability of municipal services (fire police, sewer, water, bus service, sidewalks, etc).

Residential or mixed use areas would be preferable to commercial locations.

#### L.9 LURA E. HOIT POOL

The Town's indoor swimming pool was funded through the estate of Lura E. Hoit, a resident of Hampden. The Laura Hoit Pool is located at 146 Western Avenue just up from the Municipal Building and Post Office.

Construction was completed in the spring of 1995. The pool was designed to be a family oriented recreational facility. The design accommodates small children, active teens and persons with disabilities. The pool's programming provides a host of activities including: Red Cross swim instruction, lap swim sessions, aerobics, and pool rentals. The facility's costs are offset by user fees. While use of the pool is not restricted to only Hampden residents, nonresidents pay a higher use fee.

#### L.10 EDUCATION

Hampden is part of Maine School Administrative District #22, serving the communities of Hampden, Newburgh and Winterport. With continued residential growth in the region, the District's school age population is constantly changing. The district is controlled by a school board and operates seven schools, four of which are located in Hampden: Hampden Academy (9-12), Reed's Brook Middle School (6-8), George B. Weatherbee School (3-5), and the Earl C. McGraw Elementary School (K-2).

Academic achievement and enrichment through co-curricular activities are cornerstones of MSAD #22 programs. District students consistently achieve at the top on the state of Maine Educational Assessment in all grades, including an extensive adult education program.

Over the past 10 years enrollments have declined but only slightly. Recent trends suggest this may continue. MSAD #22 has not provided forecasts for enrollments over the next ten years. For planning purposes, this plan assumes that enrollments may fluctuate modestly over the next planning period, perhaps increasing to levels seen earlier. See the Population Chapter of this plan for projections of total populations and by age group.

**TABLE L-2. ENROLLMENTS MSAD #22 SCHOOLS LOCATED IN HAMPDEN**

Year/Other	Total	Hampden Academy	Reeds Brook Middle School	George B Weatherbee School	Earl C McGraw School
2001/02	1,730	759	413	293	265
2002/03	1,721	757	410	298	256
2003/04	1,752	790	379	304	279
2004/05	1,748	808	365	319	259
2005/06	1,755	794	386	326	249

2006/07	1,709	759	402	314	234
2007/08	1,675	752	390	293	240
2008/09	1,671	745	376	292	258
Numerical Change	-59	-14	-37	-1	-7
Percent Change	-3.41%	-1.84%	-8.96%	-0.34%	-2.64%
Grade Levels	K-12	9-12	6-8	3-5	K-2
Students Per Teacher 06	13.0	12.9	12.8	14.1	12.7
Econ. Disadv. Students 06	53.1	12.8	14.2	13.1	13.0

Source: MSAD 22, and SchoolDataDirect, Council of Chief State School Officers

High standards and strong outcomes in MSAD #22 are products not only of the work of district staff and students but also of the commitment to educational excellence of the citizens of Hampden, Newburgh, and Winterport.

The Town should continually urge the School District to develop new facilities within the urbanized area and not at remote rural locations. In addition to the school's academic buildings, MSAD 22 has numerous recreational facilities for the schools' various sports programs. The recreational facilities at the schools are included in the town wide assessment of recreational facilities.

### **Hampden Academy**

Hampden Academy is a public school. The school provides for the education of pupils in grades 9 through 12. Accreditation for Hampden Academy is provided by the New England Association of Schools and Colleges. The school is currently accredited. Hampden Academy was founded in 1803. Located on Main Road North in Hampden, Hampden Academy challenges all students (grades 9-12) to achieve individual excellence.

Hampden Academy offers approximately one hundred and fifty courses to meet the educational needs of all students. A variety of career-oriented programs may be taken by students during their junior or senior years at a regional technical center. Advanced placement courses are offered in English, biology, chemistry, physics, calculus, art, French and United States history.

Hampden Academy's purpose is twofold: to provide students with the preparation to enter society as productive members of an ever-changing world, and to give them the skills to access post secondary opportunities so that they may grow, change, develop, and ultimately put their knowledge to work for the benefit of themselves and the society at large.

The Superintendent's office has determined that the appropriate capacity of the school, based on the number of teaching stations and instructional laboratories is 625; therefore, the Academy is somewhat overcrowded and space allocation is not ideal. With the Academy's population well in excess of its appropriate capacity, the School District applied for state funds for a new high school. The Department of Education has approved the construction of a new high school to be located behind the George B. Weatherbee School.

### **Reed's Brook Middle School**

The construction of Reed's Brook Middle School and reallocation of the student body has eliminated the overcrowding at the Weatherbee and McGraw Elementary Schools, and has

provided capacity at both levels. The school provides for the education of pupils in grades 6 through 8.

**Earl C. McGraw Elementary School**

The Earl C. McGraw Elementary School was built in 1970 and is in very good condition. The school provides for the education of pupils in grades K through 2. The facility currently owns one double portable classroom in addition to its main structure. There is inadequate space for Art, Music, and Special Education as well as for other programs.

**George B. Weatherbee School (Grades 3-5)**

The George B. Weatherbee School is a circa 1955 building with a wing added in the 1960's. The school provides for the education of pupils in grades 3 through 5. The building suffers from energy inefficiencies and limited, undersized, educational space. The lot is small and its students have to share recreation space with Hampden Academy across the street.

## L.11 MEDICAL FACILITIES

**Eastern Maine Medical Center (EMMC)**

The Town of Hampden is primarily served by Eastern Maine Medical Center (EMMC) located in Bangor. EMMC is a 425 bed, full service facility which provides emergency room service for the region. EMMC provides numerous advanced on-site medical procedures as well as a full range of out-patient services.

**Saint Joseph's Hospital**

Located between Center Street and Broadway in Bangor, St. Joseph's Hospital is a full service hospital providing beds and outpatient services and emergency care. Bangor has numerous medical practitioners affiliated with its two hospitals

**Acadia Hospital**

Located in Bangor, the Acadia Hospital provides both inpatient and outpatient psychiatric care and addiction treatment services.

**Dorothea Dix Mental Health Facility**

Located in Bangor the Dorothea Dix Mental Health Facility is part of the Maine State Mental Hospital System. Dorothea Dix MHF has cut back much of its services in recent years "de-institutionalizing" patients back on to the streets. This has placed additional burdens on local social service providers and law enforcement agencies.

## L.12 MAIL DELIVERY

Hampden (04444) receives its mail delivery through the United States Post Office. Rural Delivery routes deliver mail town wide. Residents may also receive mail through Post Office Boxes located at the Hampden Post Office located on Western Avenue, next to the Municipal Building.



### L.13 PUBLIC UTILITIES

#### *L.13.1 Electricity*

The Town's electrical service is primarily provided by Bangor Hydro-Electric Company, with some portions of the community served by Central Maine Power Company. The current electrical system is sufficient for the existing and future needs of Hampden.

Bangor Hydro-Electric has planned for future electrical consumption in the commercial and industrial portions of town. In the 1980's, a substation was built off the Main Road in East Hampden and a 46 Kv line was extended to US Route 202. The lines which run along Route 202 have the ability to carry increased loads to service any industrial needs in the area of Ammo Industrial Park, or commercial development on Western Avenue. To provide better service to the greater Bangor area, investigation is being made into an electrical transmission connection from the Route 202 location to a point north of the Bangor International Airport. The Town should continue to treat large aerial transmission lines as a conditional use, and locate them in areas of least disruption to the community.

Three-phase power is available in the following areas:

- All of U.S. Route 1A;
- All of Western Avenue;
- Coldbrook Road from U.S. Route 202 to I-95 and south to the Stone House;
- All of Kennebec Road; and
- Emerson Mill Road from Western Avenue to the landfill.

#### *L.13.2 Communications*

Communication systems are especially important for a diverse community such as Hampden. The ability to distribute community information and news efficiently and timely is the mainstay of keeping residents informed about town events and issues.

#### *L.13.3 Telephone Service*

Telephone service is provided by TDS Telecom (formerly Hampden Telephone Company) and Fairpoint (formerly Verizon, Bell Atlantic, NYNEX and New England Telephone Company). TDS indicates its main switching facility has the capacity to provide most available services provided elsewhere in the state. Presently, due to service area provisions, calls from some portions of Hampden to neighboring communities are toll calls. More options in the basic level of phone service may soon be available to eliminate that situation.

Telephone service (as well as other public utilities) requires a number of small, utility sized, buildings to provide neighborhood based support. The Town's zoning contemplates these sorts of structures as "buildings necessary for essential services" in every district but the Business B District. The Town should make certain that this use is available where it is required. While, at one time, it was TDS's policy to install phone lines underground; they indicate that is no longer their preference. Service is also available throughout the community through a wide variety of

local and long distance hard line, cellular, and VoIP carriers and companies. Due to increases in technology and availability, residents are now free to choose their telephone service provider.

#### *L.13.4 Print Media*

Bangor Daily News (daily)                      Portland Sunday Telegram (Sunday)

#### *L.13.5 Internet Providers*

There are a number of local Internet providers in the area that offer dialup, broadband, cable and satellite internet services to the community. Broadband is available town-wide.

#### *L.13.6 Television and Cable*

The following is a list of local area television stations along with National Affiliations; these channels are available from antenna:

WLBZ Channel 2; BANGOR, ME; (NBC)  
WABI-TV Channel 5; BANGOR, ME; (CBS)  
WVII-TV Channel 7; BANGOR, ME; (ABC )  
WMEB-TV Channel 12; ORONO, ME; (MPBN)  
WCKD-LP Channel 30; BANGOR, ME;  
WBGR-LP Channel 33; BANGOR, ME;  
W36CK Channel 36; BANGOR, ME;

Cable television is provided to portions of Hampden by Time Warner Cable New England through a franchise agreement. The town currently participates with the Penobscot Downeast Cable Television Consortium for franchise negotiations, as well as providing Cable Access Television for its residents. The Hampden system serves approximately 1,560 subscribers and Time Warner has been expanding its subscriber areas and services throughout the community and currently runs over 63 plant miles. According to the Time Warner Franchise agreement, which runs through 2013, expansion is available to areas with at least 18 households per mile; however, individual circumstances may occasionally allow service expansion into areas with lower densities. As with other utility services, it is recommended that service be provided to urban sections (growth areas) prior to extensions into rural areas. Time Warner Cable now provides broad band internet services throughout a majority of the community and is continually expanding services it provides to its customer base.

#### *L.13.7 Radio Stations*

Hampden does not have any radio stations broadcasting or based within the Town, but is served by many local AM and FM stations and various satellite radio services.

### L.14 PLANNING PERSPECTIVES

The provision of streets and sidewalks, water and sewer; and services such as fire, police, and others (second only to land use regulations) is the Town's most powerful means of directing growth and development. These service provisions are referred to as urban services. Zoning

provisions which allow high density residential development or intensive commercial/industrial complexes will be less likely to occur in the absence of the provision of adequate urban services. The location and timing of urban services are, for the most part, within the control of the municipality. Intergovernmental jurisdictional matters and funding mechanisms along with other external forces are integral in planning for adequate urban services.

This Comprehensive Plan's development program is based on the designation of a growth area and growth boundaries. Land areas outside those boundaries are termed rural areas and protected areas (such as those near water bodies). This growth boundary is based on the existing and anticipated future location and capacity of urban services. Those urban services include: town roads, water and sewer; and services such as fire, police, and others. Through coordinated efforts, the cost of providing those public services and improvements will be minimized, and their impact at directing and attracting growth, maximized.

The Land Use Regulation and Growth Management Programs rely on the provision of urban services to direct development to the areas where growth is intended. These programs strongly discourage the extension of urban services to areas not recommended, or the development of intensive uses in unserved or rural areas. The development of non-served uses in areas within the utility service area (growth area) should also be discouraged.

## M. FISCAL CAPACITY AND CAPITAL INVESTMENTS

All planning decisions must take into account a municipality's ability to make the necessary expenditures and the impact that this spending will have on townspeople. The primary funding source for municipal government is property tax revenue. In order to maintain a consistent mil rate year to year, town government must operate in a fiscally responsible manner. Large fluctuations in the tax rate can cause public outcry and can discourage economic development. Although the priorities of the Town may change from one election year to another, stable municipal finances are always a fundamental responsibility of Town government. It is important for Hampden to handle diligently all yearly expenditures while at the same time planning for the Town's long-term objectives. As is the case with any business, the physical assets of Hampden must be properly maintained through capital reserve accounts to protect the Town's continued economic health.

The goal of this Chapter, as with the Public Facilities and Services Chapter, is to plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development, without placing an enormous burden on the Town's taxpayers.

### M.1 ANALYSIS AND KEY ISSUES

(Note: The questions in bold italics are from Chapter 208: Comprehensive Plan Review Criteria Rule, Section 4.12)

***In general, are tax revenues from new development offsetting the costs of needed additional services and capital investments?***

The current mix of residential/commercial valuation in Hampden is approximately 86%/14%. Community valuation has increased 82% in the last 8 years with the large majority of that coming from residential valuation. See the graph showing valuation growth for that time period later in this chapter. The Town Council has discussed the idea of exploring impact fees for development but has not taken that step at this time.

***What are the capital investment and budgeting priorities identified in other sections of the plan.***

See Book 1: Fiscal Capacity and Capital Investment Plan Chapter for the Capital Investments anticipated from 2009 to 2018.

***What changes in the community's tax base are anticipated and how will it affect the community?***

While the Town Council seeks to encourage appropriate business development within Hampden, it is unlikely that there will be a dramatic percentage shift between residential and commercial valuation in the community. There has been considerable discussion surrounding the desire to increase the commercial percentage to 20%, but recognition that at the rate of residential growth that the community has experienced – that is a process that could take many years. In addition,

maintaining community character while seeking this change has been highlighted as a high priority.

***What impact do tax exempt properties and tax incentive programs have on taxes?***

Tax exempt properties are not a tax problem for the Town of Hampden – schools and churches comprise the main tax exempt entities. The Town adopted a Tax Increment Financing Policy (copy attached) as a tool in populating the town-constructed business park as well as encouraging the location of a grocery store. There have been five TIF's issued since the policy was granted and the tax consequences of the policy require raising \$50,000 per year – but garners over \$100,000 in taxes annually from those properties. The Town Council has discussed the use of TIF's for affordable housing in the future as well.

***How does the community currently fund its capital investments?***

At the present time the Town funds its capital investments through a combination of long-term reserving and borrowing. In general, major construction projects for roads, buildings, sewers have been bonded and capital equipment purchases such as highway vehicles and fire trucks and ambulances have been funded from reserving.

***How will future capital investments identified in the plan be funded?***

Future capital investments will continue to be funded through a combination of reserving and borrowing.

***Does the community have an impact fee ordinance?***

No, but the Town Council has discussed the idea of investigating this concept for use in commercial and major residential development proposals.

***If the community plans to borrow to pay for capital investments, does the community have sufficient borrowing capacity to obtain the necessary funds?***

Long term debt for the community is currently \$6,710,622 (7/31/07), overlapping debt for MSAD #22 is \$4,651,713 and the total community valuation is \$540,715,600. According to statute, a municipality's total debt cannot exceed 15% of the most current state valuation. As of 7/31/07, our percentage of debt was 2.1% - well below the 15% threshold.

***How do county and school administrative unit assessments and or obligations affect local ability to finance proposed capital investments.***

See above – no impact from school or county.

***How are state or local spending limitations, such as those in P. L. 2005, Chapter 2 (effective June 29, 2005) (hereinafter "LD 1"), affecting the community's ability to pay for needed infrastructure and services?***

Over the past several years since the adoption of LDI, the Town of Hampden has experienced sufficient new valuation growth when combined with the State percentage to accommodate growth and change in the municipal budget. If the rate of valuation growth of the community

slows measurably, the Town Council would have to make choices between an override of LDI provisions or budget restrictions.

***What efforts has the community made to participate in or explore sharing capital investments with neighboring communities?***

The Town of Hampden is currently participating in a regional 'Greenprint' program with other communities in the Penobscot County area as a means of working toward coordinated efforts in connecting green-space. In addition, the Town has met with the Town of Hermon to discuss projects of mutual interest including water and sewer resource sharing, as well as other shared services. The Town of Hampden has mutual aid agreements for police, fire, and EMS services with its neighboring communities and considers equipment available through those agreements when making decisions on major capital equipment purchases.

## M.2 CONDITIONS AND TRENDS

(Note: The items in bold italics are from Chapter 208: Comprehensive Plan Review Criteria Rule, Section 4.12)

***Identify community revenues and expenditures for the last five years and explain trends.***

Shown later in this chapter is a breakdown of revenues and expenditures for the past 5 years. Increases in the expenditure side of the budget reflect a number of the decisions of the Council. One major one was to increase the staffing and licensing level of fire/EMS personnel from a part time to a full time department licensed to the paramedic level for EMS services. The addition of a full-time economic development specialist was seen as necessary to help in coordinating development projects – both green and commercial- throughout the community. Other increases can be traced directly to the increased cost of energy – both for heating buildings and operating motor vehicles – but also in the higher cost of electricity for lighting as well. The Town Council has also invested in its future through the purchase of additional land near the business park, major repair of its sewer infrastructure, and paving of all but 3 remaining gravel roads in the community. Increases in revenue over that time period can be traced to both increased tax dollars due to increased valuations as well as the impact of the receipt of Host Community Benefit funds from the Pine Tree Landfill since 2002. Those funds will cease to be received by 12/31/09.

***Describe means of funding capital items (reserve funds, bonding, etc.) and identify any outside funding sources.***

The Town's funding of capital items is described in item number 4 in the Analysis and Key Issues section of the Fiscal Capacity and in Book 1: Fiscal Capacity and Capital Investment Plan Chapter for the Capital Investments anticipated from 2009 to 2018.

***Describe the community's tax base, its degree of stability and any anticipated changes during the planning period. Include local and state valuations and local mil rates for the last five years.***

The local tax base is very stable. With 86% of the valuation attributable to residential properties, the Town is not subject to the vagaries of one large commercial taxpayer. Later in this chapter is

a table showing the valuations for the past 5 years and the local mil rates for those years as well.

**Identify any significant tax-exempt properties.**

Exempt categories of property in Hampden total approximately \$58,000,000. If added to the taxable valuation of the community of \$540,715,600 - it would represent 9.7% of the total valuation. The largest component of tax exempt property in Hampden is the local school system buildings, and United States government, and the State of Maine property. There are also churches, but neither government buildings nor churches comprise a significant portion of the valuation of the town.

**Calculate current revenue dedicated to tax incentive programs (TIF, tree growth, farmland, and open space.**

In the current fiscal year the town raised \$50,000 as the amount it needed to refund for TIF payment agreements. Approximately \$60,000 (.01% of total value) of valuation in 2008 was dedicated to tree growth. Approximately \$89,500 (.017 % of total value) of valuation was classified as farm and open space in 2008.

**Identify LDI limits for the previous five years. Describe any occasions where LDI limits were surpassed, including the purpose and amount.**

2003 LDI	N/A
2004 LDI	N/A
2005 LDI	N/A
2006 LDI	Local 7.76% State 2.58% = 10.34%
2007 LDI	Local 2.45% State 2.47% = 4.92%
2008 LDI	Local 2.60% State 2.24% = 4.84%

Source: Town of Hampden

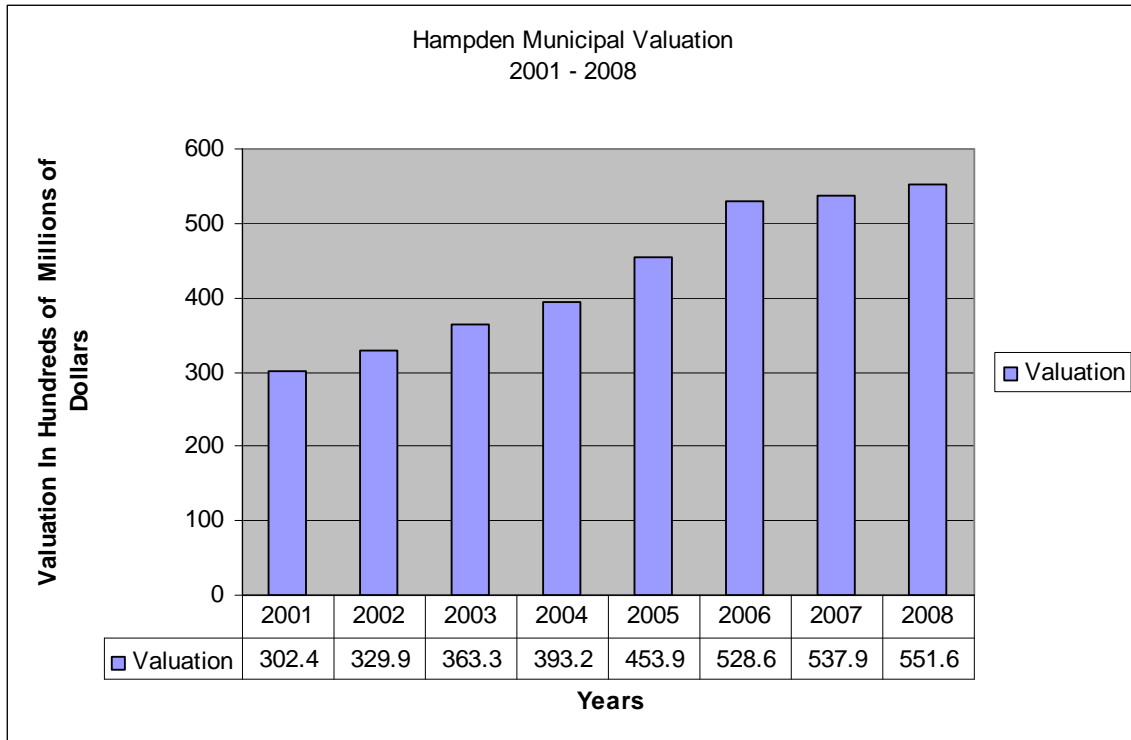
Note: The town has not exceeded the combined growth factor.

### M.3. VALUATIONS

The Town's primary revenue source is through the taxation of real and personal property. These taxes are assessed according to the fair market value of each property. This assessment is known as the municipal or town valuation and is determined by the local tax assessor. Hampden's total real and personal property valuation increased by over 82% in the last 8 years.

Year	2001	2002	2003	2004	2005	2006	2007	2008	Change
Valuation	302.4	329.9	363.3	393.2	453.9	528.6	537.9	551.6	82.4%

Source: Town of Hampden



Source: Town of Hampden

The State places a total valuation on the Town. This is known as the State Valuation. Every year the Maine Revenue Services Property Tax Division reviews all arms length sales that have occurred in each community. (An arm’s length sale is a sale that occurs between a willing seller and a willing buyer without any extenuating circumstances. Examples of non-arms length sales could be estate sales, interfamily transfers, foreclosure sales and auctions.) Arms length sales are compared to the Town’s local assessed values to determine the assessment ratio or the percentage of market value that the Town is assessing. The state’s valuation is used to determine the amount of revenue sharing the Town will receive and the portion of the county tax that the municipality will pay.

The assessor’s records indicate the Town had a total town-wide revaluation in 1992. However, yearly updates are done each summer when all sales are received and before bills are committed to the tax collector. For fiscal year ending June, 2009, the declared assessment ratio was 100% of market value. The state indicates that a town should be revalued at least once in every ten-year period, and that a revaluation must be performed when the assessment ratio falls below 70% of market value.

State law provides for tax exemptions for certain types of property, including charitable and benevolent, religious, literary and scientific, and governmental organizations. The state does provide some reimbursement to the municipalities for veteran and homestead exemptions. In many communities the number of exempt properties is increasing which in turn decreases the municipal tax base. Since exemptions are established by statute, the Town has virtually no choice



but to grant an applicable exemption. Often, in such a case as a real estate transfer to a tax-exempt organization, the Town has little notice that the property will seek exempt status and then the Town must deal with the impact on the upcoming budget. As the amount of these exemptions increases, it becomes more difficult for the community to maintain a constant tax rate.

### M.3.1 Property Tax Rate

After the Town's budget has been approved and all applicable state and local revenues are deducted from the approved expenditures, the Town arrives at the dollar amount that will be raised through tax revenues. This amount is called the net commitment or appropriation. The local assessor arrives at a valuation for each taxable property in the Town and the taxpayers are assessed their share of the tax burden. The total appropriation is then divided by the total taxable or assessed valuation of the Town to arrive at the minimum tax rate. This rate is usually expressed in dollars per thousand-dollars of valuation, or in decimal form, commonly referred to as the mil rate. The difference between the amount that is actually committed to the collector and the total appropriation is called overlay. Overlay is commonly used to pay any tax abatements that are granted during that tax year. Any overlay that remains at the end of the year is usually placed into the general fund. The overlay cannot exceed 5% of the total appropriations. Since the mil rate is a direct result of a mathematical calculation, fluctuations in this rate will occur from year to year if there is a change in the total valuation or the tax commitment. The 2008 mil rate was 15.7. The Town's top five taxed lots are shown in the next table.

<b>TABLE M-3. TOP FIVE TAXED LOTS IN 2008</b>		
<b>Owner</b>	<b>Location</b>	<b>Tax Amount</b>
Johnson, Stephen P.	Foxglove Drive	\$86,481.69
Bangor Hydro Electric Co.	(Personal property)	\$83,263.53
Johnson, Stephen P.	Wintergreen Court	\$59,283.15
Barco Federal Credit Union	Western Ave	\$45,046.29
New England Waste Services of Me.	Emerson Mill Rd	\$41,548.29

Source: Town of Hampden

### M.3.2 Municipal Revenues

The next table shows the major sources of revenues for fiscal years 2003/04 through 2007/08, the most recent years for which this information is available. Property taxes comprise the bulk of tax revenue received, with excise taxes a distant second. Intergovernmental revenues consist of road maintenance funds, tree-growth, veteran and homestead reimbursements. Other sources may consist of general assistance funds, insurance dividends, and sales of town property, fees, interest on investments, transfers from other funds, interest and municipal revenue sharing.

Towns throughout the state, including Hampden, are relying on property taxes more heavily given reduced state funding.

<b>TABLE M-4. TOWN OF HAMPDEN BUDGET RECAPITULATION 2003-04 TO 2007-08</b>						
<b>Category</b>	<b>2003-2004</b>	<b>2004-2005</b>	<b>2005-2006</b>	<b>2006-2007</b>	<b>2007-2008</b>	<b>% Change</b>
Gross Municipal Budget	\$5,119,371	\$5,407,377	\$5,998,178	\$6,276,309	\$6,342,043.50	23.9%
T.I.F.	\$39,297	\$48,000	\$43,000	\$43,000	\$44,000	12.0%
County Tax	\$353,023	\$382,772	\$467,023	\$530,836	\$545,837.05	54.6%
MSAD 22	\$4,675,096	\$4,891,689	\$4,538,941	\$4,890,063	\$5,027,577.79	7.5%
<b>Gross town budget</b>	<b>\$10,186,787</b>	<b>\$10,729,838</b>	<b>\$11,047,142</b>	<b>\$11,740,208</b>	<b>\$11,959,458.34</b>	17.4%
*Gross municipal budget	\$5,158,668	\$5,455,377	\$6,041,178	\$6,319,310	\$6,386,043.50	23.8%
State revenue sharing	-\$650,000	-\$800,000	-\$800,000	-\$800,000	-\$650,000	0%
Misc. Revenue	-\$2,454,587	-\$2,855,591	-\$2,944,843	-\$2,996,816	-\$3,078,719.31	25.4%
Subtotal revenues	-\$3,104,587	-\$3,655,591	-\$3,744,843	-\$3,796,816	-\$3,728,719.31	20.1%
<b>Net municipal budget</b>	<b>\$2,054,081</b>	<b>\$1,799,786</b>	<b>\$2,296,335</b>	<b>\$2,522,494</b>	<b>\$2,657,324.19</b>	29.4%
<b>Net town budget</b>	<b>\$7,082,200</b>	<b>\$7,074,247</b>	<b>\$7,302,298</b>	<b>\$7,943,391</b>	<b>\$8,230,739.03</b>	54.6%
Valuation	\$363,303,300	\$393,156,500	\$453,942,050	\$528,594,400	\$537,912,450	48.1%
<b>Mil rate</b>	<b>.020</b>	<b>0.01845</b>	<b>0.01670</b>	<b>0.01570</b>	<b>0.01570</b>	-21.5%
Tax commitment	\$7,266,066	\$7,253,737	\$7,580,832	\$8,298,932	\$8,268,857.16	13.8%
Net budget	\$7,082,200	\$7,074,247	\$7,302,299	\$7,943,391	\$8,230,739.03	16.2%
Overlay	\$183,866	\$179,490	\$114,857	\$199,591	\$38,118.13	-79.3%
Town share of state homestead exemption program	\$0	\$0	\$163,677	\$155,951	\$176,368.13	NA
*Gross Municipal Budget equals town expenditures plus Tax Increment Financing Obligations.						

Source: Town of Hampden

**TABLE M-5. TOWN OF HAMPDEN: REVENUES AND EXPENDITURES BY CATEGORY 2007**

FOR THE YEAR ENDED JUNE 30, 2007

	<i>General Fund</i>	<i>Reserve Funds</i>	<i>Host Community Benefit</i>	<i>Other Governmental Funds</i>	<i>Total Governmental Funds</i>
<b>Revenues</b>					
Taxes	9,632,479				9,632,479
Intergovernmental Revenues	261,620	70,244		663,160	995,024
Departmental Revenues	478,738				478,738
Investment Income	134,291	36,528	13,493	20,577	204,889
Fair Value Increases (Decreases)	22,142	6,710	(816)	32,070	60,106
Other Local Sources	192,441	99,164	1,325,988	183,722	1,801,315
<b>Total Revenues</b>	<b>10,721,711</b>	<b>212,646</b>	<b>1,338,665</b>	<b>899,529</b>	<b>13,172,551</b>
<b>Expenditures</b>					
General Government	1,051,006	37,543	49,262		1,137,811
Public Safety	2,076,515	103,322			2,179,837
Health and Social Services	40,976				40,976
Recreation and Culture	663,122	436,551		194,872	1,294,545
Public Works	1,509,812	155,521		1,270,094	2,935,427
Debt Service	624,340				624,340
TIF	1,955				1,955
Assessments	5,462,231				5,462,231
All Other				100	100
<b>Total Expenditures</b>	<b>11,429,957</b>	<b>732,937</b>	<b>49,262</b>	<b>1,465,066</b>	<b>13,677,222</b>
<b>Excess of Revenues Over (Under)</b>					
Expenditures	(708,246)	(520,291)	1,289,403	(565,537)	(504,671)

Source: Town of Hampden Annual Report

**M.3.3 Municipal Expenditures**

Hampden has consistently administered in a prudent manner those expenditures over which the Town has control. Most of the Town budget, however, contains expenditures over which the Town has no control, including education and county tax. All expenditure percentages are affected yearly by the local budget and the amount of state revenue sharing.

From 2003/4 to 2007/08 overall spending in the gross municipal budget increased 23.9% (unadjusted for inflation). In 2007/08, the largest portion of expenditures went to education, \$5,027,577.79, which was an increase of 7.5% since 2003/4. As a portion of total expenditures, General Government (including town administration) increased to \$1,137,811 by the end fiscal year 2007. In the same year, public works/highways comprised \$2,935,427 and public safety comprised \$2,179,837.

The Town of Hampden employs the concept of reserve accounts for large budget expenditures such as fire and police equipment, road construction and maintenance, legal costs, and building

improvements. The town appropriates certain amounts of money each year allocated for each respective reserve account. Expenditures are withdrawn from the particular account when expenditures occur. Unexpended fund balances are not returned to the general fund at the end of the fiscal year, but remain in the reserve account. In many cases this reduces large swings in yearly budget items due to fluctuations in prices and other uncontrollable circumstances.

It is challenging to predict municipal expenditures for the next ten years. Demands for services, county assessments, valuation, population, and many other factors all enter the very political process of determining expenditures every year.

#### M.4 PURPOSE AND DEFINITION OF CAPITAL INVESTMENT/IMPROVEMENT PLAN

Planned growth and a diverse mix of land uses within the Town is an important aspect of fiscal planning. The purpose of a capital investment/improvement plan (CIP) is to establish a framework for financing needed capital investments. A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought.

Capital investments/improvements include the repair, renewal, replacement or purchase of capital items. Capital investments differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital investments generally have the following characteristics: they are relatively expensive (usually having an acquisition cost of \$5,000 or more); they usually do not recur annually; they last a long time (often having a useful life of three or more years); and they result in fixed assets. Capital items can include equipment and machinery, buildings, real property, utilities and long-term contracts and are funded through the establishment of financial reserves.

Capital investments/improvements are prioritized each year in the budget process based on the availability of funds and the political will of the community. A complete CIP describes expected yearly investment and allows for both changes in priorities and reduction of available funds. The CIP is intended to prevent a large capital investment from occurring in a single fiscal year. The unexpected purchase of a sizeable investment can overburden the tax rate and cause large fluctuations in tax bills from year to year. The annual provision for eventual replacement of capital investments depends on the useful life of the capital investments. It is important that capital investments be financially accounted for each fiscal year, minimizing later expenses.

For the purposes of this plan, the total costs have been recognized with an indication of the expected period for each item that is desired based on priority ratings. The Town is currently drafting a complete capital investment plan that will provide for a yearly allocation of available and applicable funds. Each year any necessary changes will be made to the CIP and it will be included in the annual budget. Each year the Budget Committee will review the funding requests and make a recommendation for Town Council review.

See Book 1 Fiscal Capacity and Capital Investment Plan Chapter for the Capital

Investments/Improvements anticipated from 2009 to 2018.

#### M.5 SUMMARY

Currently, the Town has a municipal financial structure that is like nearly all communities principally dependent on property tax revenue. A majority of Town expenditures are mandated. The condition of the financial structure is evidenced by various economic trends, such as an increasing valuation, a consistent positive ratio of revenues to expenditures, relatively stable tax rate and a modest long term debt. It appears that Hampden will be able to meet its future financial commitments. Increased growth and development, particularly residential development, puts an extra burden on a Town's budget by creating a demand for new or improved public facilities and municipal services. In addition, unfunded and under-funded state and federal mandates, increasing energy and fuel costs, as well as inflation have a significant effect on a municipality's budget. In the future, Hampden's budget will continue to be affected by a combination of these factors.

## N. LAND USE

### N.1 HISTORIC LAND USE TRENDS

Hampden's early development pattern grew out from its corners, including Upper Corner, Lower Corner, Arey Corner, and Nealey Corner. A number of important homes remain in each corner constructed by the start of the nineteenth century. Mapping from the mid 1800s suggests that the Lower Corner was well established with public facilities such as: the ferry landing at the end of Summer Street and the Methodist Church and Universalist Chapel (now Harmony Hall). The Upper Corner was also well established and had the Baptist Church (now an apartment house) and the Congregational Church and the Academy. Between the two were the cemeteries and the Town Hall, on the Main Road.

Hampden was poised for greatness. But as technology became increasingly important Bangor gained practical advantages with its harbor and the Kenduskeag Stream so its mills and lumber industry surpassed Hampden. From that point on, Hampden has taken on the dual role of commerce (agriculture, fishing, forestry, retail and service businesses) and bedroom community to Bangor. By 1900, Bangor was generating hydroelectric power. Hampden utilized the electricity with the Bangor, Hampden & Winterport Electric Railway (trolley), established in 1889. Connections were available from Winterport to Old Town. It not only eased the commute to Bangor but it offered Hampden's attractions to Bangor and other communities. The Bangor, Hampden & Winterport Electric Railway developed Riverside Park (a typical amusement park in its day) in 1898, and the Canoe Club house, a private lodge, was built in 1901.

Bangor's City Clerk registered the first car in 1903 and in 1912 President William Howard Taft drove through Hampden on his way to visit Bangor by automobile. The impact that automobiles would have on the country is immeasurable.

Hampden's population grew only 400 from 1900 to 1940 (reaching 2,591). This may suggest a town changing little. But by reviewing the maps from 1900 and 1950 it is clear that a considerable amount of residential and commercial development took place, including housing subdivisions created from former farms. Development appears concentrated in the urban core, with industrial growth occurring along major arterials on the Town's periphery. Hampden's Water District was established in 1938. The clear advantage of public water was the ease of use and the health benefits of untainted water. The proximity of development and the shallow wells of the day suggest that health issues were at the heart of the creation of public water. But the rural areas of the Town were changing as well.

After WWII, Hampden started a period of more rapid population growth. Between 1940 and 1960 Hampden grew from 2,591 to 4,545 and launched headlong into the Baby Boom. The 1970 Census showed Hampden's growth had slowed to only 2 percent. This may in part be a side effect of the closing of Dow Air Force Base in Bangor. The 1980 Census showed 12 percent growth and the 1990 Census showed 14 percent growth reaching 5,974. The 2000 Census showed almost 6 percent growth to the population of 6,327. The fact that the growth rate fell by half likely reflects the weak Maine economy through much of the 1990s.

The Route I-A corridor experienced most of the strip type or automotive style development (although Western Avenue also experienced it to a lesser extent). This was the suburban/motorcar evolution that changed the face of the country, traditional development patterns, and the expectations of consumers for a market with abundant choices. It was also for many the first generation of high school and/or college graduates with increased expectations. People worked in Bangor because that is where work was. This was also a period of time that many women were entering the workplace and they found employment in Bangor also eventually buying the second car and further reinforcing development pattern.

Residential development of streets, sewer and water stayed concentrated along the major roadways in close proximity to Bangor. However, the speculative real estate boom of the 1970's and 1980's ushered in new street construction in rural areas. While residential development had been occurring on a lot by lot basis on established rural roads for sometime, the marketplace now favored larger lots on private cul-de-sacs.

## N.2 EXISTING LAND USE

Current land use is depicted on the Current Land Use Map. Concentrated development is primarily limited to the Route 1-A corridor. Much of the remaining part of the community is rural. Existing zoning generally excludes higher density development from rural areas. The Rural District, in which the majority of land in Town is zoned, requires a minimum of 2 acres for one, two, three, or four dwelling units with on-site waste disposal and well. The area serviced with sewer and water is generally in older and more concentrated portions of the Town. See the Comparison of Current Zoning vs. Current Land Use Map for more information.

Development tends to concentrate in open, non-wooded areas, having sewer and water in close proximity. Industrial growth has followed that pattern by locating generally around the Route 202 Bypass, especially near the Bangor line and I-395. Commercial development is fairly spread out with relative concentrations on Route 1A near the Bangor city line, Route 9, and near the Coldbrook Road / I-95 area. Coldbrook Road and Western Avenue are unique in being a vacant areas proposed for commercial uses. Generally, commercial development only occurs sporadically; predominantly within the urbanized ribbon, on sites developments currently zoned commercial and of limited size and desirability for new construction. There are a few pockets of multi-family developments scattered in Town; however, the greatest concentration appears to be in the "Four Mile Square Area" and the northern section of Route 1A and Old County Road.

Several new subdivisions in the rural areas of Town blend in on wooded tracts making them visually unobtrusive, but the continued lot by lot development in open areas make a permanent change in the Town's visual character.

According to the Historic Landscape Survey of Agricultural Landscapes only six farms in Hampden have sufficient landscape and architectural historic integrity to merit consideration for the National Register. This should not be surprising because, in fact, communities tend to be more focused on their urban historic properties. The abundance of open space around farms is tempting to subdivide indeed. Working farms also tend to modernize or fail.

Hampden's rural atmosphere survives but its historic rural integrity is slipping away. Suburbanization has noticeably crept in.

### N.3 CHANGES IN HAMPDEN'S LAND USE PATTERNS

As noted above, the greatest changes in land use are represented in the development of large, industrial operations such as the Bangor Daily News plant and in the development of new single-family subdivisions in the rural areas of town. The Route 202 connector to Interstate 395 helps move traffic more easily into town, and its presence is a major reason Hampden will undergo industrial and residential growth in the future. Interestingly, despite relatively high economic levels of family income, commercial growth has stayed concentrated in Bangor, with only a slight increase over the years along major arteries within town boundaries. The land ownership patterns and the limited access restrictions in this area precluded much strip development.

Development patterns over the last decade are depicted on the Decade of Development Map.

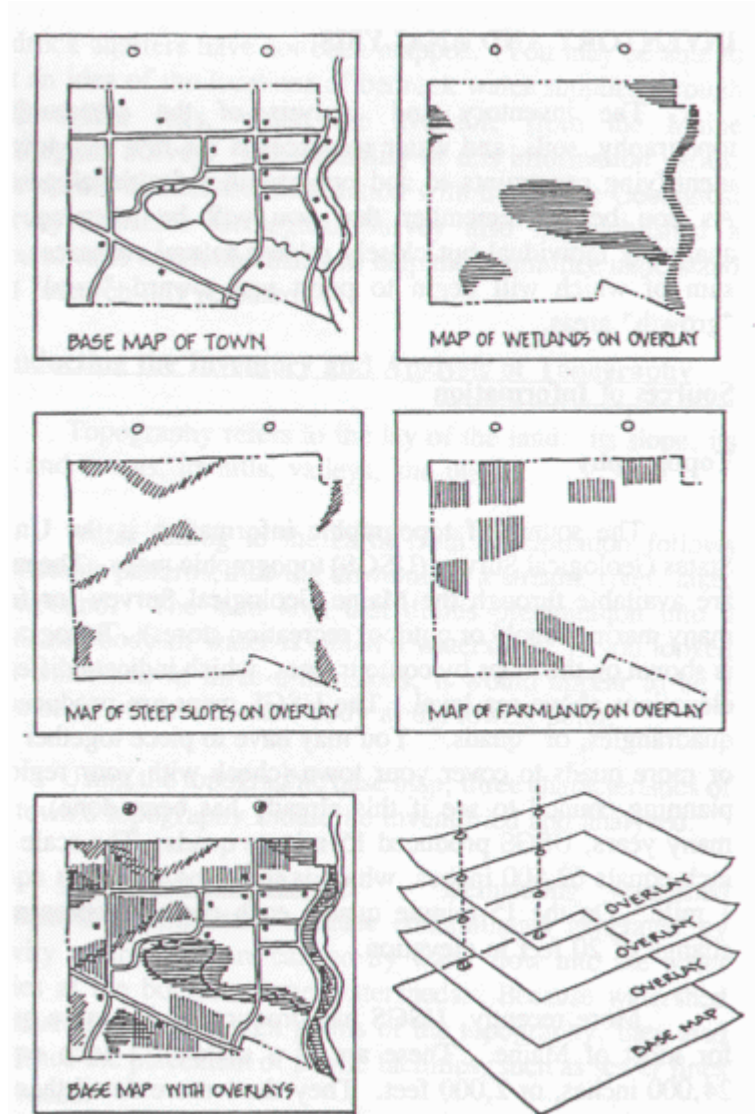
### N.4 AREAS SUITABLE FOR GROWTH AND AREAS WITH MAJOR ENVIRONMENTAL AND CIVIL CONSTRAINTS

A central concept in comprehensive planning is to identify where growth should and should not occur with the tool of overlaying maps depicting natural and cultural factors. The following illustration shows how that process should occur conceptually.

The factors that are seen as constraints to growth: soil conditions, wetlands, existing or proposed right of ways, flood hazard, excessive slopes, among other factors, are overlaid as the illustration shows. However, the factors that are seen as essential to growth are also overlaid as the illustration shows. Those factors that are essential to growth are: sewer service area (both existing and proposed), water service area, existing and proposed road network, land use regulations. Finally, the existing land use and zoning are overlaid. There is a reasonable expectation that certain districts are generally static. Thus, although the maps may suggest that any number of uses may be under consideration that is rarely the case. Rather this process helps land planners to not skip over important reasons why specific land areas either should or should not be developed or with what specific use. See the individual maps showing natural resources, Like Soil Suitability for Development, Water Sources, Habitats and Topography.

An example of a growth constraint in the rural parts of Town is soil that limits the effective use of septic systems. About 36.8% percent of the land area in rural Hampden is poorly suited for development dependent on septic systems. Soils can also constrain growth in the urban parts of Town. Soils can limit the viability for underground utilities, ledge can be particularly troublesome. Non bearing soils can make large scale buildings infeasible by requiring pile driving.





Wetlands are a significant growth constraint in rural areas. Wetlands are also an urban development constraint, and the urban paved areas make protecting wetlands more complicated and expensive.

In addition to natural constraints, past divisions of land in rural areas can constrain growth when deep/narrow, existing lots may not be well suited for subdivision because little available road frontage exists.

Degree of slope is a development constraint in few areas in Town. Such areas are primarily located near the Penobscot River and the Souadabscook Stream, and generally are located in the more urban portions of Town.

The most evident example of a growth asset in the rural area is existing road frontage. It allows developers to limit their investment and depreciate sunk costs of a prior developer. Another

growth asset is available acreage. The Rural District's two acre minimum lot area is not punitive. (The typical rural parcel is well in excess of two acres). Another growth asset in the rural area is water. Generally, well water is found most everywhere it is sought.

An example of a growth asset in the urban area is sanitary sewer. Sewer and water allow for the safe development of land at multiples of what on-site waste and well could support. Sewers represent a major public works investment in a community. Sewer, because it is gravity fed must be carefully planned and its future service areas jealously protected. In order for a sewer system to be cost effective there cannot be extensive areas of pipe that bypass neighborhoods. Thus, sewer may be the single most decisive factor in the location of development.

While the Existing Land Use by acres table indicates that Hampden has ample vacant land, not all of this land is readily developable.

As noted above and in the Natural Resources Chapter of this plan, soil types can be categorized in terms of their potential for development as seen in Soil Potential Ratings for Development table. This table indicates that more than 36.8% of Hampden's rural land area has a low to very low development potential for development that is dependent on septic systems. These soil types have been one of Hampden's major constraints for growth. With advances in engineered septic systems, soils may not serve as significant a constraint in the future. To date, most growth has occurred in the urbanized core of the Town (which has public water and sewer) and, is therefore, not so constrained by soil type (see Soil Suitability for Development Map).

<b>TABLE N-1. SOIL POTENTIAL RATINGS FOR DEVELOPMENT THAT IS DEPENDENT ON SEPTIC SYSTEMS, HAMPDEN</b>			
Category	Acres	Square miles	Percent
High to Very High potential	3,168.07	4.95	12.75%
Medium potential	11,819.25	18.47	47.59%
Low potential	344.69	0.54	1.39%
Very low potential	8,800.34	13.75	35.43%
Not rated	704.63	1.1	2.83%
Total	24,836.97	38.81	100.00%

Source: USDA NRCS

There are two major soil groups in Town: Bangor-Dixmont-Thorndike and Scantic-Histosols-Buxton. The former are dominated by loamy soils on glaciated uplands. Bangor soils are good for forestry and agricultural uses, while the Dixmont soils are fair due to seasonal high water tables present in the fall and spring.

The Scantic-Histosols-Buxton areas are dominated by bedrock, loamy soils. The Scantic and Histosols are poor for agriculture and, generally, for forestry as well. The Buxton are fair to good for forestry and agriculture. Colton soils are important sources of gravel and sand and, while only a small percentage of the Town, represent a potentially major impact on land use as well as major economic activities.

#### N.5 SUITABILITY OF LAND AREAS FOR FUTURE GROWTH

If development patterns continue, change in land use in Hampden over the next ten years is likely to include the construction of new residential subdivisions and scattered home sites in the rural portions of Town. If one utilizes the projections presented in the Housing section of this Inventory and Analysis, there would be on average about 10-15 new homes built each year. If those structures are built on 2 acre lots, approximately 20-30 acres of farmland or other underdeveloped land would be converted to housing use each year. The impacts to the Town's road system are also considerable, with less than 60 homes requiring in total a mile of road frontage at 200 feet per lot on both sides of the road. If these units were clustered, constructed as part of multi-unit developments, and/or restricted to the Urban Growth parts of Town and developed to urban zoning standards; the overall impact on the land would be reduced significantly. Rural construction might appear to be easily absorbed because it seems so scattered but cumulatively it impacts rural Hampden by placing additional demands on Town services.

The Town needs to determine future development policy, not because of a land shortage, but rather to control the social fiscal and environmental impacts caused by uncontrolled or undirected development.

Given the Town's proximity to Bangor, and the trend of commercial development into more suburban communities, significant parcels of land could be converted to office and commercial development (as well as residential). It is essential that the Town utilize all available data to determine where and how it wants future development to occur, and to amend as necessary the ground rules (i.e., zoning and subdivision regulations) as soon as the Comprehensive Plan Update is adopted.

Hampden has adopted regulations to protect valuable resources such as: a "resource protection overlay district" within shoreland areas that are also subject to shoreland zoning. The Town should carefully review its resource protection zoning and the underlying assumptions to be certain that they are effective in protection of the water resources. The Town should also review the Resource Protection and Shoreland Zoning sections of the Zoning Ordinance for compliance with state statute and rules. The Town should review, and modify if necessary, its zoning to make clusters the norm and attractive to developers, and provide an inducement for cluster development and a disincentive for large-frontage, large-lot zoning. Clusters also offer some chance to protect scenic views, and provide the sense of more open space than would

otherwise result from a standard subdivision. Planned open spaces that separate house lots with wet or steep areas could be part of the solution as well as engineered septic systems. Simple large lot zoning strategies lead to more sprawling.

#### N.6 URBAN SERVICE AREA CONCEPT

For the purpose of directing development to the proper geographic areas in Hampden, to prevent the over extension of public utilities; to limit suburban sprawl and to protect the character of existing rural areas this plan notes three types of service areas:

**Growth Area: Existing Urban Services Area** - that area which currently is serviced by all, or most, urban services. Included in this area are parcels that are within five hundred to one thousand feet from all urban services. Connection to all urban services in this location would be the norm and the expectation for development. No urban zoning designation would be reasonable outside the Existing Urban Services area. While it would be the intention of the Town to provide urban services within this area, there may be small exclusions which cannot be serviced cost-effectively.

**Growth Area: Future Planned Urban Service Area** - those areas where urban development is envisioned to occur in the next ten years. This is the area that would be the logical outer boundary for urban growth for the next ten years. While these areas presently may not have all urban services, it is the intent of the plan to provide these areas with full urban services and to do so in an orderly and planned fashion. In this area urban zoning designation would not be feasible until urban services have been extended to the parcel in question.

**Rural Area: Limited Service Area** - those areas which are not planned to receive all urban services.

These service area concepts are further defined to include growth areas, rural areas, and critical natural areas.

- Developed Areas
  - sewer & water
  - in-fill sites
- Developing Areas
  - within planned service areas
  - not yet developed
- Critical Areas
  - environmentally sensitive areas not suitable for development
- Rural Areas
  - farming, forestry, resource recovery and rural residences
- Limited Service Areas
  - areas which have some but not all public services, but are not planned to be fully serviced.

With service areas defined and suitable development sites identified; the process of allocating various land uses to geographic areas must be undertaken. To develop such a land use plan; consideration must be given to the goals and policies set forth in the prior sections about housing, industrial development, commercial development, and natural resources. In addition, existing land uses and prior development plans must be given careful review. Wholesale changes in land use policy would cause considerable upheaval. Given that this is the Town's fourth land use plan, proposed land use designations are essentially established and should be seen as fine tuning of the prior plans. Only where past policy is unsubstantiated or in conflict with new goals and policies should sweeping changes be made.

## N.7 LAND USE TYPES

While the Zoning Ordinance defines districts in detail, the land use plan should identify the general locations for land use types and then provide some policy guidelines for variations within those types. The following outline further defines land use types based on geographical features.

### *N.7.1 Residential Areas*

**Growth Area: Low Density Residential.** Low Density Residential areas include both conventional and cluster developments. These areas allow accessory uses such as home day care and limited home occupations. Accessory apartments are allowed (one per building) only if found to be compatible with adjacent uses. Low Density Residential will also allow - upon careful review - schools, nursing homes, and other compatible uses. Standard development densities are about two units per acre. Low Density Residential areas are typically serviced with a full contingent of urban services although some locations may lack certain services.

**Growth Area: Moderate Density Residential.** Moderate Density Residential areas include mixed-use areas near community services and shopping and arterial street access. These areas allow accessory uses such as home day care and limited home occupations. Accessory apartments are allowed (one per building) subject to certain. Structures may be detached or attached; single-family or multi-family residential uses and structures. Standard development densities vary from two to five units per acre, depending on development type. The Town should provide density incentives for affordable and elderly housing. Cluster development and attached-residential developments should be encouraged. Manufactured home parks should be directed to this area. Civic and community buildings should be directed to these areas. These are intended to be serviced areas, with the exception of detached single-family dwellings.

**Rural Area.** Rural areas include natural resource-based activities like farming, forestry, and other open space uses. Residential uses should be accessory, and residential developments should be designed to be compatible with the rural landscape through appropriate layout and cluster /open space preservation siting. Rural areas are not planned for urban services in either the immediate or ten to twenty year future. Preservation of rural character is achieved through utilizing landscape elements such as stone walls and mature trees, maintaining large open vistas by siting homes back along the tree line rather than in the open field. Cluster

development and shared driveways should be seen as possible avenues to preserve identified rural resources such as farm fields or views. Multi-unit development should be limited to multi-family attached units, with some review of architectural design and appropriate on-site waste disposal guidelines. This area should promote open space uses such as golf courses, and other outdoor recreation. Rural areas should allow accessory agricultural businesses such as farm stands, riding schools, nurseries, and other rural-based enterprises where the products are derived from the site at which they are marketed. Rural businesses should be strictly limited so as to be compatible with their rural surrounding such as site and architectural standards in Village Commercial. Rural business locations should not include urban businesses transplanted to a rural setting. Home based services should be considered beyond the standard home occupation criteria.

#### *N.7.2 Commercial Areas*

Commercial locations are divided into several groups; Village Commercial, Business, Commercial Service, and Waterfront Development.

**Growth Area: Village Commercial** areas should be located in areas of the Town's historic origins; the upper and lower corners. Village Commercial areas contemplate a mix of residential and commercial uses; small lots and compact development patterns. Village Commercial should address architectural style, site design, and compatibility with surrounding uses. As indicated in the Community Character Section, public parking and other amenities should be provided to enhance the viability of this area. Village Commercial contemplates a mix of retail service and office uses in a pedestrian environment. Village Commercial is also intended to be a mixed use, that is, commercial and limited residential use area. This area is intended to be serviced by a full contingent of urban services.

**Growth Area: Business** areas contemplate retail and service and mixed commercial and limited residential uses which are not located directly in the Town's upper or lower corner and are not constrained by small lot sizes in village center locations. Business areas can accommodate larger enterprises with greater off-site impacts than can the Village. Business areas are intended to be serviced by a full contingent of urban services. The Business District is also intended to allow mixed use.

**Growth Area: Commercial Service** areas contemplate larger, heavier commercial uses such as automobile service, contracting and construction activities, truck terminals, and wholesale distribution. Commercial Service areas can also be suitable to small scale industrial operations and outdoor storage after appropriate review. Commercial Service areas should contemplate a range of sites from fully serviced to non-serviced areas. The area should only be designated when located in unserviced locations having an existing commercial/industrial use(s). Commercial Service areas should be located adjacent to rail lines, the interstate and arterial street locations.

**Growth Area: Waterfront** area is contemplated for the redevelopment of the Turtle Head area along the Penobscot River. The intent is to allow high density residential and commercial development in close proximity to the water amenity. This area should be exempted from some of the limitations of shoreland zoning to allow the development of a compact urban complex.

This area, as indicated, is a mixed use area to be provided with public utilities. In addition to private development, public amenities such as a marina, moorings, slips, and public launch facilities will be necessary to allow this area to achieve its full potential.

### *N.7.3 Industrial Areas*

**Growth Area: Industrial** areas are classified as serviced and unserviced. Serviced Industrial areas which have available sewer and water are intended for clean industrial operations having few, if any, objectionable impacts. Un-serviced Industrial areas are designed to provide larger locations for industrial uses that do not require or seek the amenities of industrial parks. The one exception to these two industrial districts is the Ammo Industrial Park. Presently, that area has no public access or sewer and water utilities. It is our intent that at some future date, those utilities would be provided and that some of the existing streets could be accepted. At that time, the area should be re-designated as a Serviced Industrial area. The industrial areas should be limited to that area adjacent to the interstate and the Route 202 bypass which will limit their adverse impact on residential properties.

### *N.7.4 Rural Conservation Areas*

Rural conservation areas should include important wildlife habitats, wetlands, and other critical resource areas identified. Development should be limited in these areas to natural resource uses such as open space and recreation. Some of these areas are identified as Resource Protection in the current zoning ordinance. Occasionally, critical resources occur in areas designated for growth. In these instances, the town should ensure local, state, and federal regulatory requirements are met, and that adequate buffers are provided and best management practices for protecting the resources are followed.

## N.8 BUFFERING DIFFERENT LAND USES

The use of landscape buffers, that is, vegetative buffer zones between uses, has multiple benefits. In addition to being a visual screen between two incompatible land uses; buffers act as a noise barrier, open space element, wildlife habitat, stormwater recharge area, and others. Most often the best buffers are existing vegetation which is preserved and enhanced to provide an effective physical and psychological barrier. Newly planted buffers are slow to mature to effective heights and tend to suffer early losses due to transplanting and lack of care.

While evergreen vegetation provides the best year-round visual buffer, a variety of plant materials provides a much more interesting landscape and offer shade in the summer. A variety of fence types, when mixed with landscape materials, should be an acceptable buffer.

In addition to conflicting land uses; buffers should be required around parking areas, outdoor storage areas, and dumpster locations. Buffers should be considered between transportation corridors such as railways, highways or busy arterial streets, and residential developments. Buffers should be included in developments with sensitive natural resources such as waterbodies or wetlands.

A common practice in land use plans is to create a hierarchy of uses:

- single family,
- multi-family,
- residential/institutional,
- light commercial,
- heavy commercial,
- light industrial, and finally
- heavy industrial.

Rural areas are typically not regarded in the same fashion as urban areas but rather as areas whose future use is still undetermined). Some land use plans contemplate using various medium intensity uses to buffer low intensity uses from high, and some use medium intensity uses to protect low intensity uses from noise and traffic.

The Town should not as a rule use this approach for buffers. The same noise and traffic factors that make locations unacceptable for single family development are unacceptable for apartments or nursing homes. Increased setbacks and planted buffers would be more appropriate and effective mitigation of noise and traffic that affects all residential uses the same detrimental way. Commercial uses are not appropriate buffers for separating residential uses from industrial. Industrial uses are best located on truck routes which should be isolated from commercial traffic when possible. Commercial uses attract pedestrian traffic and children which may be endangered by truck traffic. The Town should plan land use locations on a comprehensive range of criteria and not generally utilize intermediate land uses as a tool for transitions and buffers.

#### N.9 CURRENT REGULATIONS

Hampden has a relatively brief history with land use regulations. Other communities have regulated land use through zoning and other regulations since the 1920's; Hampden adopted its first zoning regulations in the 1950's. The current 1979 Zoning Ordinance was passed by a slim margin in a town-wide referendum. Not until 1991 did the citizens turn over the power of zoning map amendments to the legislative body (Town Council). Previously, zoning map amendments were voted on via public referendum.

Recent changes in the amendment process and the provision of staff to the Planning Board has given the Board a more active role in the towns land use decisions. Currently, the Town administers at least 25 land use and related ordinances as follows:

1. Charter of the Town of Hampden: Amended: November 2, 2004
2. Animal Control Ordinance: Amended: November 17, 2003
3. Appeals Board Ordinance: Adopted: June 19, 2006
4. Building Code Ordinance: Amended: June 19, 2006
5. Cemetery Ordinance: Amended: November 17, 2003
6. Concourse Gathering: Ordinance Amended: November 17, 2003
7. Conservation Ordinance: Adopted: March 21, 2005



8. Fees Ordinance: Amended: April 4, 2005
9. Fire Prevention Code: Amended: June 19, 2006
10. Floodplain Management: Ordinance Amended: June 19, 2006
11. Harbor Ordinance: Amended: November 17, 2003
12. Historic Preservation Ordinance: Amended: June 19, 2006
13. Historic District Map
14. Junked Vehicles Ordinance: Amended: March 18, 1996
15. Life Safety Code Ordinance: Amended: June 19, 2006
16. Mobile Home Park Ordinance: Amended: June 19, 2006
17. Public Ways Ordinance: Amended: August 18, 2003
18. Residential Building Code Ordinance: Amended: June 19, 2006
19. Sewer Ordinance: Amended June 7, 2004
20. Special Amusement Ordinance: Amended: June 19, 2006
21. Subdivision Ordinance: Amended October 3, 2005
22. Victualers Ordinance: Amended: May 16, 2005
23. Waste Disposal Facility Licensing Ordinance: Amended: November 17, 2003
24. Yard Sale Ordinance: Amended November 17, 2003
25. Zoning Ordinance: Amended: September 18, 2006

Zoning and subdivision regulations provide the basis of most local land use regulations. The underlying principles of these regulations are that through appropriate development practices and land use controls, the community will develop in an appropriate way.

Municipalities derive their power to regulate land use through State enabling legislation. Title 30-A, Section 4351 allows municipalities to adopt zoning regulations, provided the public has input into those regulations, and such regulations are pursuant to and consistent with a Comprehensive Plan adopted by the municipal legislative body.

The Town of Hampden is a Council/Manager form of Government, in which seven councilors are elected by the citizenry. The Town Charter provides three councilors are elected at large, and four district councilors represent the four voting districts. The adoption or amendment of ordinances is by act of the Town Council.

The Planning Board is an appointed body which is charged with specific duties. The present Board consists of seven members and two alternates. The Town Charter, provisions of the Zoning Ordinance and the Subdivision Ordinance provide the Board with functions and duties as well as certain quasi judicial obligations in the review of specific applications.

Hampden should develop a more coordinated land development code. This is recommended because:

- The number of ordinances involved encourages isolated changes and inconsistent administration.
- The ordinances fail to contemplate the current staffing.
- Enforcement has suffered because the certificate of occupancy has not been tied to compliance with an approved plan but just the building completion.

- Reconciling all the current codes is overly complicated and burdensome.
- Many inconsistencies arise between the ordinances. For example, provisions of the Subdivision Ordinance conflict with the Flood Plain Ordinance.
- All the Town's Ordinances need to work in unison to achieve the goals outlined in the Comprehensive Plan.

It is recommended that, where possible, similar guidelines be incorporated together to avoid duplication. Additionally, the administration portions of the various ordinances generally do not consistently recognize the current staffing and capabilities of the Town Staff. The forty-five day submission requirements that the ordinances contain date back to a time when no staff supported the Planning Board and the Board created the newspaper ads and abutter notices. The ordinances also fail to recognize the Town Planner function and assign administrative duties to the Code Enforcement Officer which is currently a half time position.

#### N.10 ZONING

Zoning ordinances originate from about the 1920's in the United States. Municipalities were allowed by the courts to develop a system of land use controls which would guide proper growth and development through land use regulation. The original forms of zoning were based on a pyramid of land uses starting with single family uses to multi-family uses to commercial and industrial uses. These early ordinances provide an expanding list of permitted uses culminating in the final district which would allow all conceivable uses.

Zoning in the latter half of the twentieth century is much more complicated. Aside from regulating specific land uses, zoning regulations regulate a host of other development attributes. Zoning regulations provide for building setbacks, height limits, off street parking, density, and lot coverage standards. Many newer ordinances provide for performance standards. In its fullest extreme performance; zoning provides no use regulations, but provides mitigation methodologies to accommodate all uses. In Hampden, performance zoning elements are those which are flexible and vary with the proposed development. Instead of providing one fixed setback in a district which may contemplate several varying districts, the ordinance provides several setbacks, or a varying setback based on the use proposed. Hampden's Zoning Ordinance has a mix of fixed standards and flexible performance standards.

The sum of the zoning ordinance's development standards should be viewed as creating a building envelope which within it is contained all the allowable building elements.

The zoning ordinance's fundamental regulation or requirement is the obligation of the property owner to secure a building permit prior to undertaking construction. From the construction of a single family home to the construction of a 150,000 square foot manufacturing facility, the basic guidelines begin with the regulations pursuant to the issuance of a permit. Basic code determinations are made by the Code Enforcement Officer who determines what applicable permitting process shall be followed for a given application. Developments that require site plan review are sent to the Planning Board for review under the site plan review standards.

However, the CEO must still make basic determinations as to use and applicable development standards such as: parking, signs, building setbacks, lot coverage, etc.

#### N.10.1 Zoning Map and Districts

Existing zoning district locations and boundaries are shown on the Current Zoning Map.

The existing zoning districts are summarized in the Hampden Current Zoning Districts table. For the complete zone descriptions and requirements, refer to the land use ordinances themselves. See the Proposed Future Land Use Plan section of this chapter for a description of policies and strategies for recommended zoning amendments.

<b>District Name</b>	<b>SPO Type*</b>	<b>Min. Lot Size</b>	<b>Min. Road Frontage</b>	<b>Summarized Purposes</b>
Business	Growth	12,500 sf	75 ft	Commercial, retail and services
Business B	Growth	1 acre	125 ft	Larger commercial (greater than 10,000 sf of floor area)
Commercial Service	Growth	20,000 sf	100 ft	Heavy commercial, wholesale, offices, automotive
Industrial	Growth	2 acres	150 ft	Non-serviced intensive industries
Industrial 2	Growth	None	50 ft	Industrial, commercial, no recreational
Industrial Park	Growth	1 acre [20,000 sf in business parks]	200 ft [50 ft in business parks]	Fully-serviced industrial development, business parks
Interchange	Growth	1 acre	200 ft	I-95 service services, motels, restaurants
Residential A	Rural	18,000 sf sewer {9,000 sf clustered} [30,000 sf septic]	125 ft sewer {75 ft clustered} [150 ft septic]	Low density single-family homes, clustered, low impact civic
Residential B	Rural	16,500 sf sewer/water {9,000-12,000 sf clustered} [25,000 sf septic]	100 ft sewer/water {75-80 ft clustered}[125 ft tic]	Single-family, multi-family, mobile home parks, clustered
Resource Protection	Rural	None -NA	None -NA	Protect natural resources, shoreland, habitats, scenic
Rural	Rural	2 acres	200 ft	Rural, open space, agriculture, low density housing, clustered
Rural Business	Rural	2 acres	200 ft	Commercial facilities for rural residents, not large scale
Seasonal	Rural	20,000 sf	100 ft	Seasonal residential shoreland, water-dependent uses
Village Commercial	Growth	10,000 sf	75 ft	Small-scale service and retail, maintain village scale and architectural character

<b>TABLE N-2 HAMPDEN CURRENT ZONING DISTRICTS</b>				
<b>District Name</b>	<b>SPO Type*</b>	<b>Min. Lot Size</b>	<b>Min. Road Frontage</b>	<b>Summarized Purposes</b>
Village Commercial II	Growth	12,500 sf	100 ft	Larger businesses, maintain village scale and architectural character

*Notes: \*The State Planning Office (SPO) seeks to identify zoning districts as growth areas, rural areas or transitional areas. Square Feet =sf, Feet = ft*

### *N.10.2 Conditional Uses*

Hampden, like many communities, divides each zoning district into permitted and conditional uses (in some ordinances the term special exception use is used). Permitted uses, while some may require site plan approval, are allowed, by right, in that zone under the Ordinance. Conditional Uses are not simply permitted by right, but rather are only granted after certain findings of fact are satisfied. Conditional Uses often have added development standards such as: increased setbacks, screening, or arterial street location requirements. Conditional Uses are those uses which are allowed only after a positive finding that they, as proposed, will not cause adverse impact on surrounding properties. Those impacts range from traffic impacts to noise, light, property values, etc. Like the site plan review standards, the Courts have been clear that such standards must be objective measures which can be met and not vague ideals which do not give clear direction to the Board or the applicant. While some ordinances provide that special exceptions or conditional use decisions be reviewed by a separate board, Hampden designates the Planning Board as the reviewing agency.

It is recommended that land use decisions, even where multiple reviews are indicated, be delegated to the Planning Board for a consistency of review.

The use of "conditional use" designation is somewhat overused to the extent that its value as a "higher test" is reduced. The Zoning Ordinance presently has one set of site plan submission and review standards which must fit home occupation uses to commercial and industrial uses. Development review ought to operate in a hierarchy such that there are several levels of detail which are required based on the level of impact of the project. The Town should develop new submission and review guidelines for reuse proposals, such as home occupations, where no site elements are changing.

### *N.10.3 Site Plan Review*

The Zoning Ordinance provides that specific uses, which may have a greater impact on the community, must be reviewed and approved by the Planning Board prior to issuance of a building permit. The Ordinance presently requires site plan review for all non-residential uses, public and semi-public buildings, multi-family dwellings, conditional uses, and mobile home parks. The ordinance specifically excludes one and two family dwellings. The ordinance does provide that changes from one permitted use to another, where no specific site or structure changes are proposed, are exempted.

The Ordinance gives the Town Planner no authority to require additional submissions as may be appropriate for a project. Reaching the Planning Board the applicant is asked for the same sort of information that the Town Planner sought. As a result, the Board tables those items pending said additional submissions. The Town should give the Town Planner limited authority to set the Planning Board agenda and to require additional items prior to the meeting. The site plan standards currently have no defined process for amendment or changes to existing plans which should be considered to expedite their review. The Planning Board's role in site plan review is limited by the applicable standards provided within the Zoning Ordinance. The Courts have been clear that the Planning Board must make such decisions based on the standards provided within the ordinance and the lack of standards or vague standards shall not be enforceable. Hampden's site plan review section provides for public notice, legal advertising, and written notification to property owners within 300 feet of the proposed project. The Town should continue to provide notice and encourage public participation in land use decisions.

Hampden's site plan submittal requirements provide the typical list of details found in most zoning ordinances today. The site plan approval standards are a good measure of evaluating a plan under most circumstances. The ordinance should provide guidance for competing standards that work at cross purposes. For example, how should the Board weigh competing values such as wetlands avoidance against improved sight distance.

Drive-through uses are often difficult for Planning Boards because the ordinance writers did not contemplate utilizing only minimum standards and a drive-thru use as well. The Town should consider some sort of a point system to reach minimum overall score utilizing performance zoning standards to off-set minimums in other categories, see the section on performance based scoring below.

While the Ordinance provides a general standard, for storm-water management and erosion control it lacks detail on specific submittal items and standards by which to evaluate of specific detail such as those details. The Ordinance is deficient in the same way for issues of traffic and noise. Perhaps drainage, traffic and noise could also be brought into a point system to encourage applicants to mitigate factors with additional setbacks or design improvements.

#### *N.10.4 Staff Review*

The Town of Hampden is a relatively small municipality and does not have a wide range of in-house technical review staff. Presently, at the direction of the Town Planner, development submittals are reviewed by a development review team composed of the Code Enforcement Officer, Public Works Director, Public Safety Director, and Town Planner. Civil engineering expertise is retained on an as needed basis. At present, the Ordinance allows the staff 45 days to review development submittals prior to review by the Planning Board. The Ordinance does allow the Staff to forward acceptable applications to the Board in less time if they choose to do so. The Town does require processing fees based on the size of a project. The Town is aware that there is a cost to developing sound plans and strives to require only information which is required to meet the objectives of the ordinance.

#### *N.10.4 Zoning Amendments*

There are two types of zoning amendments; text amendments and map amendments. Text amendments are changes to the language in the zoning ordinance. Text amendments can be minor adjustments in language, the addition of new definitions, or major amendments to districts. Text amendments follow a process which requires review and recommendation by the Planning Board. Following a recommendation by the Planning Board, the Town Council must advertise and hold a public hearing pursuant to the amendment. The provisions of the Zoning Ordinance provide that if the Planning Board does not support a proposed amendment, the Town Council must attain 2/3 (two-thirds) majority to pass the amendment. Map amendments require public hearings before both the Planning Board and the Town Council. Again the Planning Board makes a recommendation to the council as to passage which requires 6 (six) votes to override a negative recommendation. With the Planning Board's positive recommendation it requires 5 (five) Council votes for passage. This rezoning process is a lengthy and expensive process. Part due to Hampden's own extra effort to encourage public input, but also in part due to state mandated advertising requirements which require each proposal be advertised twice for each public hearing. While text amendments may only be introduced into the process by the Council, Planning Board, or public participation; map amendments may be requested by written application. Hampden has been fortunate that it is not burdened with continual re-zoning petitions (some communities have).

The Zoning Map amendment process is to be consistent with the Comprehensive Plan and its proposed land use and proposed zoning maps. The question for the Municipal Officials is how this is interpreted. If an area is proposed for zone B, and is currently designated zone A, can single or non-contiguous parcels be re-zoned leaving a broken tooth effect in the zoning map? The goal of comprehensive planning should be to move from the less appropriate use and zone to the more appropriate one. This would seem to take precedence over the appearance of the zoning map or the pace of the change.

#### *N.10.5 Contract Zoning*

While some discussion of contractual zoning was recommended in the 1986 Comprehensive Plan, it is not recommended at this time. While there are merits in contractual or conditional re-zoning, it appears to move in a direction of continuing erosion of the basic land use concepts which are embodied in the existing zoning districts. Where new ideas and changing conditions require flexibility in the Zoning Ordinance; comprehensive solutions should be sought. Contractual and spot zoning are never comprehensive solutions.

#### *N.10.6 Shoreland Zoning*

Amendments to shoreland zoning ordinances affecting moderate to high value habitats, forestry activities, among other issues, are mandated by Maine DEP for local consideration and adoption by July 2009. Amendments have been drafted and reviewed by Maine DEP. It is anticipated that the amendments will be adopted by the July 2009 deadline.

### N.11 SUBDIVISION REVIEW

Subdivision review stems from three basic objectives; first, to coordinate public infrastructure which may be associated with a subdivision development; second, to insure to some degree the buyers are getting buildable lots; and finally, to provide a public record (recorded plat) of what is to be laid out and conveyed. Subdivision regulations have evolved further to encompass external impacts such as traffic impacts, environmental impacts, and community facility impacts.

Unlike zoning regulations, the basic requirement for subdivision review and approval comes from the state. Title 30-A, Sections 4401 through 4407 provide the basic requirement for subdivision review and approval. The State Subdivision Law also provides definitions, submittal requirements, review standards, and procedural requirements. While Hampden has an adopted local subdivision ordinance, changes in the state subdivision law continue to require adjustments and changes due to the town's inability to disregard the states basic requirements. Having the basis of the definitions and guidelines at the state level leads to increased opportunity for varying interpretations of what is required. The present state definition includes three or more dwelling units as a subdivision, which fits very poorly with Hampden's Subdivision Ordinance and many others which traditionally review the division of land. The State Subdivision Law requires specific submittal information with little guidance as to how the Planning Board should view that data (i.e., wetlands).

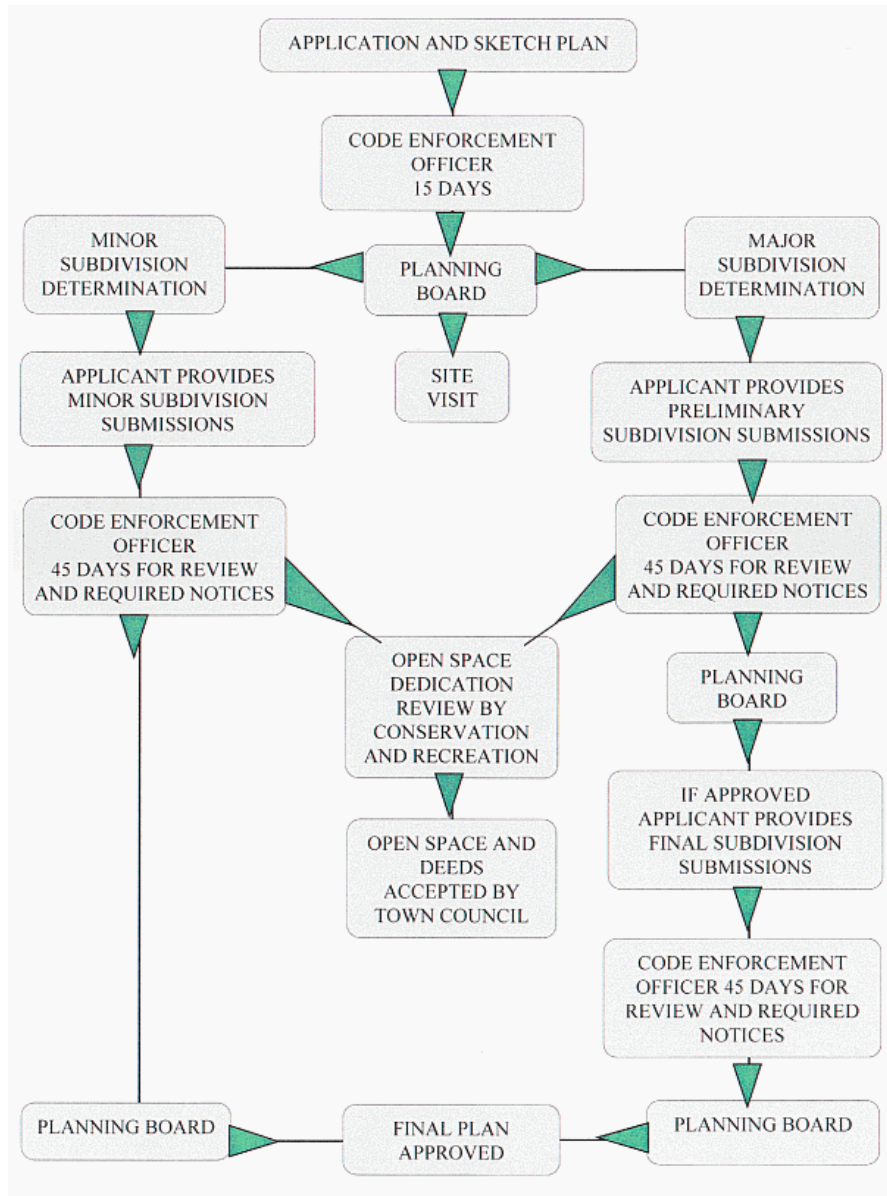
Hampden's Ordinance is set up to provide a three step process; Sketch Plan, Preliminary Plan, and Final Plan. The steps allow for a progressively increasing level of detail and complexity. The Ordinance gives the Town Planner no authority with regard to subdivisions. The Town Planner may see that additional submissions may be appropriate for a project. As a result, applicants find the Planning Board requests the same information and tables the item pending submission. The Town should give the Town Planner limited authority to set the Planning Board agenda and to require additional items prior to the meeting.

The Subdivision Application Flow Chart below shows the critical path that a subdivider must travel to receive subdivision approval. While the current rules produce a fine subdivision the amount of Council and Board meetings are cumbersome. The following is a potential list of items that should be considered to streamline the process.

- The Planning Board could integrate its sketch phase review into its site visit, walking the site with the subdivider and discussing potential issues.
- Small open space areas retained by owner do not merit Conservation and Recreation comment unless such comment is adhered to (such as a recommendation of cash in lieu).
- The Town should coordinate the design and layout of public utilities with separate utility providers during the subdivision process.

#### *N.11.1 Sketch Plan*

The preconference sketch plan is a basic introductory review between the subdivider and the Planning Board. At this level no fees are required and notification is not undertaken. Increasingly, subdividers are providing the Planning Board with more information at the sketch plan level. The more information the Planning Board has to react to, the better they can make the subdivider aware of the potential problems.



*N.11.2 Preliminary Plan*

The Preliminary Plan provides for much more detailed base data and engineering review. The development of street systems, utility layouts, and stormwater impacts are reviewed. Final subdivision plan incorporates any comments made by the Planning Board and provides final details on design and impacts. Prior to final plan approval; the issues of improvement guarantees, open space, and other dedications are handled. At final approval, a final plat plan is signed by the board which indicates approval and any conditions attached.

The present ordinance does provide a modified process for minor subdivisions (those with no public improvements and fewer than five lots). Consideration should be given to developmental subdivisions and whether some specifically tailored approach would be more appropriate.



### *N.11.3 Financial Implications*

The cost of developing subdivision plans, which include public improvements, is substantial. The cost to the Town, in terms of staff time and outside engineering expertise (as well as associated legal costs) is high. The present final plan fee structure is geared to cover plan review expenses and construction review expenses. It may be advisable to split the present final plan fee structure into a plan review fee and a construction review fee. In addition to processing fees, the Town requires improvement guarantees for public improvements to be constructed. Originally, the Town allowed property held in escrow to serve as a guarantee. However, land held in escrow was a non-negotiable/non-liquid source of funds. If the goal is to fund the completion of the construction of public improvements this was not as certain of a surety as a bond or cash. Developers' primary incentive for completion of improvements is the market sales of the lots. In a bear market a vacant parcel of undeveloped land may not be the best incentive for developers to complete the improvements.

Hampden's Subdivision Ordinance is becoming somewhat dated, and in light of numerous changes in the state subdivision law and inconsistencies between it and developing town policies and ordinances, it should undergo a thorough review and update. For example, in addition to providing for on-site issues, the guidelines need to consider off site impacts such as: traffic, stormwater, erosion, and sedimentation. Proposed roadways need to be evaluated for sight distance, proper alignment, offset intersections, and improvements off-site where necessary.

### N.12 IMPACT FEES

Land use ordinances may be amended to include a provision for collection of impact fees from new applicable development in all of the proposed districts, as allowed by Maine's impact fee statute, Title 30-A MRSA, §4354, as amended. The Town may assess impact fees from applicants if the expansion of the public facility and/or service is necessary and caused by the proposed development. The fees charged must be based on the costs of the new facility/service apportioned to the new development. The fees must benefit those who pay; funds must be earmarked for a particular account and spent within a reasonable amount of time.

Fees may be collected for the following, as well as for other facilities and services not listed below:

- Solid waste facilities
- Fire protection facilities
- Roads and traffic control devices
- Parks and other open space or recreational areas
- Waste water collection and treatment facilities
- Municipal water facilities
- Public Services, in general, including educational facilities

### N.13 PUBLIC IMPROVEMENTS AND DEDICATIONS

The Town of Hampden has specific design standards for sewer and road construction. The Subdivision Ordinance has guidelines as to stormwater management, but no construction

standards. The Town's Sewer Ordinance provides specific guidelines for sewer construction. The Hampden Water District has its own design standards for its lines. The Public Ways Ordinance and the Subdivision Ordinance are in part in conflict. Further, the Planning Board, in reviewing appropriate development details, is occasionally asked to waive certain road standards. Such a scenario could pose a significant burden for a developer who chooses to build to other than the stated town standards (based on a decision of the Planning Board) and have the Town Council not accept the road due to its non-compliance with adopted town standards. It is recommended in this plan that new road design standards be adopted to accommodate varying development types. While the Planning Board can have input into the development of those standards and can make recommendation as to the deviation from them to the Town Council, the Town Council ultimately should be making those decisions. Additional clarification should be made concerning road reservations and temporary cul-de-sacs. The Public Ways Ordinance should also develop a process to review public streets constructed outside of subdivisions. The process by which land is designated as open space, recreation land, or other; and its eventual dedication, is a vague one. Often times; after approvals have been obtained and developments built, the details on the transfer of such parcels falls through the cracks. A clear process needs to be devised to insure lands to become property of the town are eventually executed in a timely manner.

#### N.14 PHASING/GROWTH CAPS

Land use ordinances may be amended to include a provision for growth caps or the phasing of proposed large scale development or large scale subdivisions based upon previous growth patterns to minimize potential undue fiscal impacts on town facilities and services and to allow for adequate development review by the Town Planner, Code Enforcement Officer and Planning Board. To encourage development in growth areas, development in growth areas may be exempted from growth caps. To encourage affordable housing, units meeting the state definition of affordable may be exempted from growth caps.

#### N.15 PERFORMANCE BASED SCORING SYSTEM

In a Performance Based Scoring System, scores are assigned among several performance standards, so that if an applicant's proposal exceeds the minimum requirement for one of the standards, the requirements of another standard may be relaxed. For example, by providing a larger vegetative shoreland buffer, greater density may be allowed than is set by coverage area or lot size standards. This system can encourage development better suited for individual sites than may be regulated effectively through less flexible district wide standards where no such system is in place. This system regulates "impacts" of development, such as nuisance impacts, impervious surface, trip generation, etc. The standards selected would be meant to achieve the Town's objectives, including the protection of the health and safety of residents, housing affordability, protection of property values, and protection of cultural, environmental and historic resources, while maintaining flexibility in landowner choice.

**N.16 STATE AND FEDERAL LAND USE REGULATION**

In addition to local permits and approvals, some land use activities require permits from other agencies such as: the Army Corp of Engineer's, or the Department of Environmental Protection. Some of the local regulations are mandated by State and Federal agencies. The case of wetland regulation is discussed in the Natural Resources Section.

It should be the Town's policy to review development proposals on their merit based on Hampden's goals and objectives. The local reviewing agency should not be tied to other approvals required, nor should local decisions be influenced by approvals by other agencies.

## APPENDIX A. MAP LISTING & CITATION INFORMATION

All maps are available at [www.hampdenmaine.com](http://www.hampdenmaine.com) on the 2009 Comprehensive Plan tab.

### 1. Archaeological Resources

Source of Data: Maine Historic Preservation Commission.

Received from Elizabeth Trautman via email on 30 October 2008

Layers: hist\_halfk, prehist\_halfk, prehist\_sens

### 2. Bridge Network

Source of Data: Maine Department of Transportation.

Downloaded on 19 August 2008 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: brdgs

### 3. Current Land Use

Source of Data: Town of Hampden land cover map.

### 4. Comparison of Current Zoning vs. Current Land Use

Source of Data: Town of Hampden land cover and zoning maps.

### 5. Current Zoning

Source of Data: Town of Hampden zoning map.

### 6. A Decade of Development

Source of Data: Town of Hampden.

### 7. Downtown Streets

Source of Data: Town of Hampden.

### 8. Farms, Forests, & Open Spaces

Source of Data: Town of Hampden.

### 9. Farmland Soils

Source of Data: U.S. Department of Agriculture, Natural Resources Conservation Service via Eastern Maine Development Corporation.

Received from Cindy Pellet via email on 10 April 2007

Layer: ssurgo

Available at <http://soildatamart.nrcs.usda.gov/>

### 10. Flood Zones

Source of Data: Federal Emergency Management Agency, Maine Office of GIS.

Town of Hampden received a CD from FEMA with data layers.

Layer: C23019P

Available at <http://megis.maine.gov/catalog/> as layer "firm"

### 11. Historic Resources

Source of Data: Town of Hampden.

National Historic Register locations geocoded by Gretchen Heldmann in 2009.

### 12. Hydric Soils

Source of Data: U.S. Department of Agriculture, Natural Resources Conservation Service via Eastern Maine Development Corporation.

Received from Cindy Pellet via email on 10 April 2007

Layer: ssurgo

Available at <http://soildatamart.nrcs.usda.gov/>

### **13. Labor Market Areas**

Source of Data: Maine Department of Labor.

Downloaded on 21 August 2008 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: lma

### **14. Land Cover**

Source of Data: Town of Hampden. Land cover information created by Prentiss & Carlisle from April 2006 0.5 foot resolution orthophoto.

### **15. Location**

Source of Data: Maine Office of GIS.

Downloaded on 08 September 2006 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: metwp24

Downloaded on 11 May 2005 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: cnty24

### **16. Marine Resources**

Source of Data: Maine Geological Survey.

Received from Stephen Dickson via mailed CD on 09 February 2009

Layers: cmge, cmge\_Hampden

Available by contacting Maine Geological Survey

Source of Data: Maine Department of Environmental Protection.

Downloaded on 10 February 2009 from Maine DEP at <http://www.maine.gov/dep/gis/datamaps/>

Layers: Overboard Discharges, MEPDES Wastewater Facilities and Outfalls

### **17. Natural Resources**

Source of Data: Maine Department of Inland Fisheries and Wildlife.

Downloaded on 19 August 2008 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: eheagle

Other wildlife habitat provided in June 2006 by Beginning With Habitat program, information available at <http://www.beginningwithhabitat.org/>

Source of Data: Maine State Planning Office, Maine Natural Areas Program.

Downloaded in May 2005 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: wetchar

Source of Data: Town of Hampden. (Shoreland zones)

### **18. Proposed Land Use**

Source of Data: Town of Hampden and other as already specified elsewhere.

### **19. Public Facilities & Recreational Resources**

Source of Data: Town of Hampden.

### **20. Soil Suitability for Development**

Source of Data: U.S. Department of Agriculture, Natural Resources Conservation Service via Eastern Maine Development Corporation.

Received from Cindy Pellet via email on 10 April 2007

Layer: ssurgo

Available at <http://soildatamart.nrcs.usda.gov/>

### **21. Topography**

Source of Data: US Geological Survey, Maine Office of GIS.

Downloaded on 12 September 2008 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: contours

### **22. Trails**

Source of Data: Town of Hampden.

### **23. Transportation Network**

Source of Data: Maine Department of Transportation via Eastern Maine Development Corporation.

Received from Cindy Pellet via email on 13 August 2008

Layers: hcl-links-2000, hcl-links-2001, hcl-links-2002, hcl-links-2003, hcl-links-2004, hcl-links-2005, hcl-links-2006, hcl-nodes-2000, hcl-nodes-2001, hcl-nodes-2002, hcl-nodes-2003, hcl-nodes-2004, hcl-nodes-2005, hcl-nodes-2006, MDOT2006

### **24. Water Resources**

Source of Data: Maine Office of GIS.

Downloaded 18 March 2005 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: medrdvd

Source of Data: Maine Department of Conservation, Maine Geological Survey.

Downloaded on 28 July 2006 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: aquifer\_polygons

Source of Data: Maine Department of Human Services, Maine Drinking Water Program.

Downloaded on 10 October 2008 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: wells

### **25. Wetlands**

Source of Data: Town of Hampden land cover map.

All other data layers depicted on maps but not specified or described in detail in above list are town-generated data digitized from April 2006 orthophotography including but not limited to: state roads, town roads, private roads, railroads, unimproved roads, bridges, pipelines, land cover, streams, lakes, ponds, wetlands, and impervious area. If multiple maps contain the same data layer, the data layer will be cited under its primary map. Example: aquifers are cited under Water Resources but are also depicted on other maps. Questions may be directed to the Town of Hampden's GIS/IT Specialist, Gretchen Heldmann by calling 207.862.4500

### **Disclaimer**

All GIS information from the Town of Hampden is provided as a copy of a public record in accordance with the Maine Freedom of Access Act. The Town of Hampden, and its officers, officials, employees, contractors, or agents, make absolutely no representation or warranty concerning the information, or its use for any purpose whatsoever. Any use or dissemination of, or reliance on, the information shall be at the sole risk of the recipient. Please be advised that once the information has been provided by the Town to the initial recipient, it is no longer a public record within the control of the Town, and the information may be altered or manipulated by others.

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<http://megis.maine.gov/catalog/>

Layer: brdgs

### 3. Current Land Use

Source of Data: Town of Hampden land cover map.

### 4. Comparison of Current Zoning vs. Current Land Use

Source of Data: Town of Hampden land cover and zoning maps.

### 5. Current Zoning

Source of Data: Town of Hampden zoning map.

### 6. A Decade of Development

Source of Data: Town of Hampden.

### 7. Downtown Streets

Source of Data: Town of Hampden.

### 8. Farms, Forests, & Open Spaces

Source of Data: Town of Hampden.

### 9. Farmland Soils

Source of Data: U.S. Department of Agriculture, Natural Resources Conservation Service via Eastern Maine Development Corporation.

Received from Cindy Pellet via email on 10 April 2007

Layer: ssurgo

Available at <http://soildatamart.nrcs.usda.gov/>

### 10. Flood Zones

Source of Data: Federal Emergency Management Agency, Maine Office of GIS.

Town of Hampden received a CD from FEMA with data layers.

Layer: C23019P

Available at <http://megis.maine.gov/catalog/> as layer “firm”

### 11. Historic Resources

Source of Data: Town of Hampden.

National Historic Register locations geocoded by Gretchen Heldmann in 2009.

### 12. Hydric Soils

Source of Data: U.S. Department of Agriculture, Natural Resources Conservation Service via Eastern Maine Development Corporation.

Received from Cindy Pellet via email on 10 April 2007

Layer: ssurgo

Available at <http://soildatamart.nrcs.usda.gov/>

### **13. Labor Market Areas**

Source of Data: Maine Department of Labor.

Downloaded on 21 August 2008 from Maine GIS Data Catalog at

<http://megis.maine.gov/catalog/>

Layer: lma

### **14. Land Cover**

Source of Data: Town of Hampden. Land cover information created by Prentiss & Carlisle from April 2006 0.5 foot resolution orthophoto.

### **15. Location**

Source of Data: Maine Office of GIS.

Downloaded on 08 September 2006 from Maine GIS Data Catalog at

<http://megis.maine.gov/catalog/>

Layer: metwp24

Downloaded on 11 May 2005 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: cnty24

### **16. Marine Resources**

Source of Data: Maine Geological Survey.

Received from Stephen Dickson via mailed CD on 09 February 2009

Layers: cmge, cmge\_Hampden

Available by contacting Maine Geological Survey

Source of Data: Maine Department of Environmental Protection.

Downloaded on 10 February 2009 from Maine DEP at <http://www.maine.gov/dep/gis/datamaps/>

Layers: Overboard Discharges, MEPDES Wastewater Facilities and Outfalls

### **17. Natural Resources**

Source of Data: Maine Department of Inland Fisheries and Wildlife.

Downloaded on 19 August 2008 from Maine GIS Data Catalog at

<http://megis.maine.gov/catalog/>

Layer: eheagle

Other wildlife habitat provided in June 2006 by Beginning With Habitat program, information available at <http://www.beginningwithhabitat.org/>

Source of Data: Maine State Planning Office, Maine Natural Areas Program.

Downloaded in May 2005 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: wetchar

Source of Data: Town of Hampden. (Shoreland zones)

### **18. Proposed Land Use**

Source of Data: Town of Hampden and other as already specified elsewhere.

### **19. Public Facilities & Recreational Resources**



Source of Data: Town of Hampden.

## **20. Soil Suitability for Development**

Source of Data: U.S. Department of Agriculture, Natural Resources Conservation Service via Eastern Maine Development Corporation.

Received from Cindy Pellet via email on 10 April 2007

Layer: ssurgo

Available at <http://soildatamart.nrcs.usda.gov/>

## **21. Topography**

Source of Data: US Geological Survey, Maine Office of GIS.

Downloaded on 12 September 2008 from Maine GIS Data Catalog at

<http://megis.maine.gov/catalog/>

Layer: contours

## **22. Trails**

Source of Data: Town of Hampden.

## **23. Transportation Network**

Source of Data: Maine Department of Transportation via Eastern Maine Development Corporation.

Received from Cindy Pellet via email on 13 August 2008

Layers: hcl-links-2000, hcl-links-2001, hcl-links-2002, hcl-links-2003, hcl-links-2004, hcl-links-2005, hcl-links-2006, hcl-nodes-2000, hcl-nodes-2001, hcl-nodes-2002, hcl-nodes-2003, hcl-nodes-2004, hcl-nodes-2005, hcl-nodes-2006, MDOT2006

## **24. Water Resources**

Source of Data: Maine Office of GIS.

Downloaded 18 March 2005 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: medrdvd

Source of Data: Maine Department of Conservation, Maine Geological Survey.

Downloaded on 28 July 2006 from Maine GIS Data Catalog at <http://megis.maine.gov/catalog/>

Layer: aquifer\_polygons

Source of Data: Maine Department of Human Services, Maine Drinking Water Program.

Downloaded on 10 October 2008 from Maine GIS Data Catalog at

<http://megis.maine.gov/catalog/>

Layer: wells

## **25. Wetlands**

Source of Data: Town of Hampden land cover map.

All other data layers depicted on maps but not specified or described in detail in above list are town-generated data digitized from April 2006 orthophotography including but not limited to: state roads, town roads, private roads, railroads, unimproved roads, bridges, pipelines, land cover, streams, lakes, ponds, wetlands, and impervious area. If multiple maps contain the same

data layer, the data layer will be cited under its primary map. Example: aquifers are cited under Water Resources but are also depicted on other maps. Questions may be directed to the Town of Hampden's GIS/IT Specialist, Gretchen Heldmann by calling 207.862.4500

### **Disclaimer**

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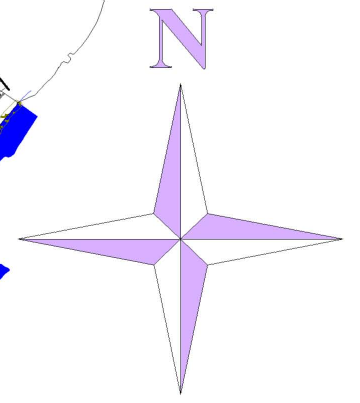


BANGOR

HERMON

NEWBURGH

WINTERPORT



**LEGEND**

*INFRASTRUCTURE*

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

*ARCHAEOLOGICAL RESOURCES*

- Prehistoric Area - Sensitive
- Prehistoric Site - Known 1/2km square
- Historic Site - Know With Good Estimated Location 1/2km square
- Historic Site - Known 1/2km square

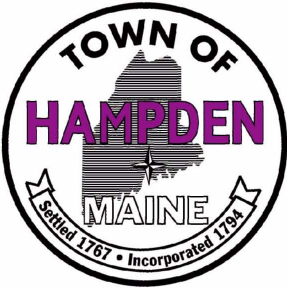
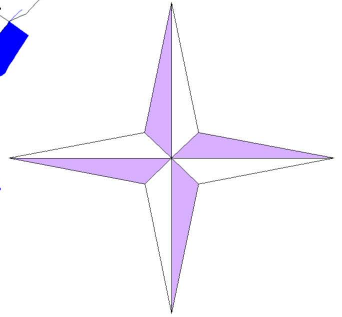
Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 30 October 2008  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
 please see Maps section in text of  
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Town of Hampden  
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**TOWN OF HAMPDEN  
 ARCHAEOLOGICAL RESOURCES**



N



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**LEGEND**

**INFRASTRUCTURE**

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

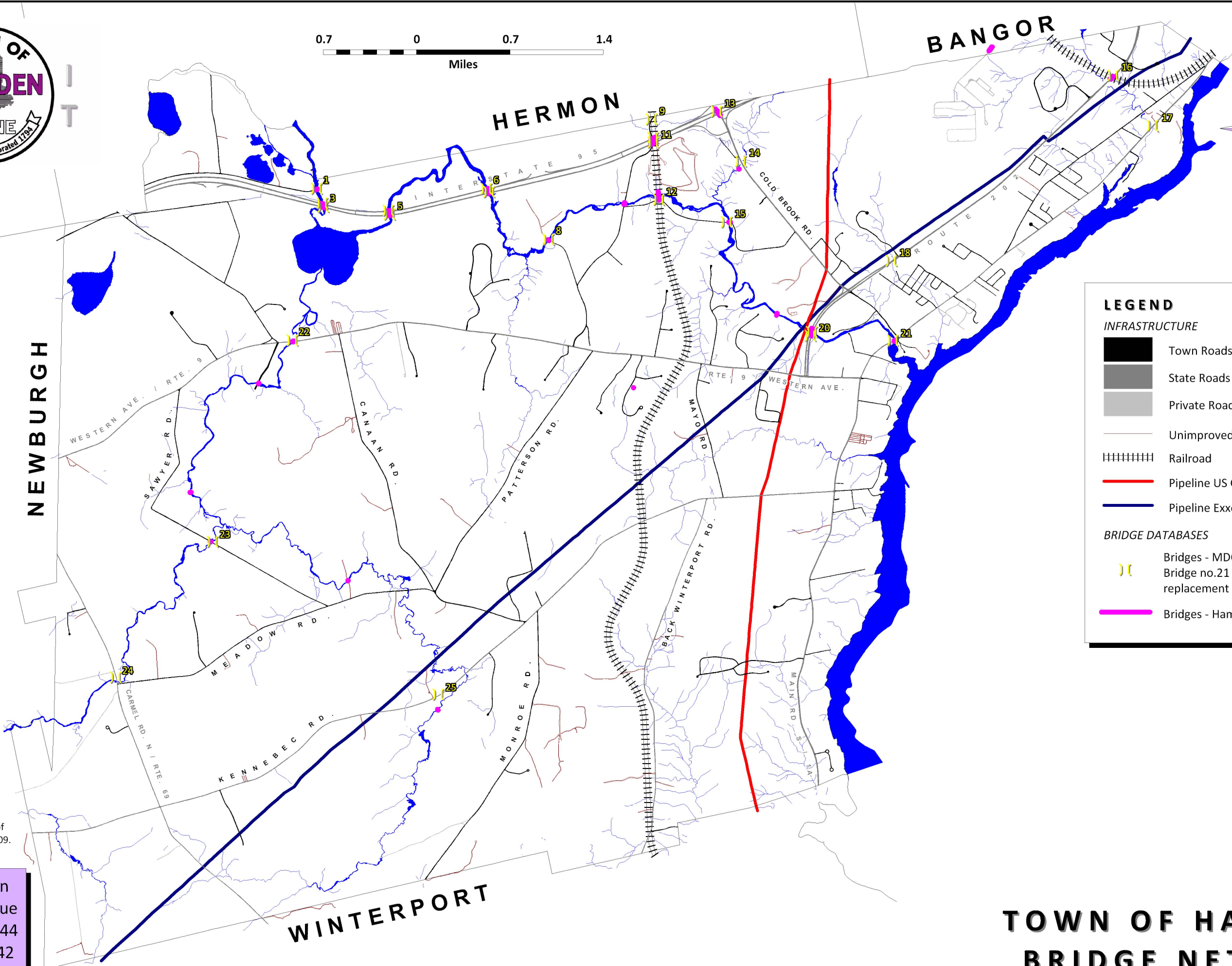
**BRIDGE DATABASES**

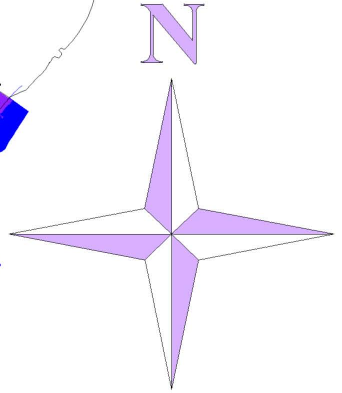
- Bridges - MDOT
- Bridge no.21 is a 6-year replacement plan bridge.
- Bridges - Hampden

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 21 October 2008  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
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 106 Western Avenue  
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**TOWN OF HAMPDEN  
 BRIDGE NETWORK**



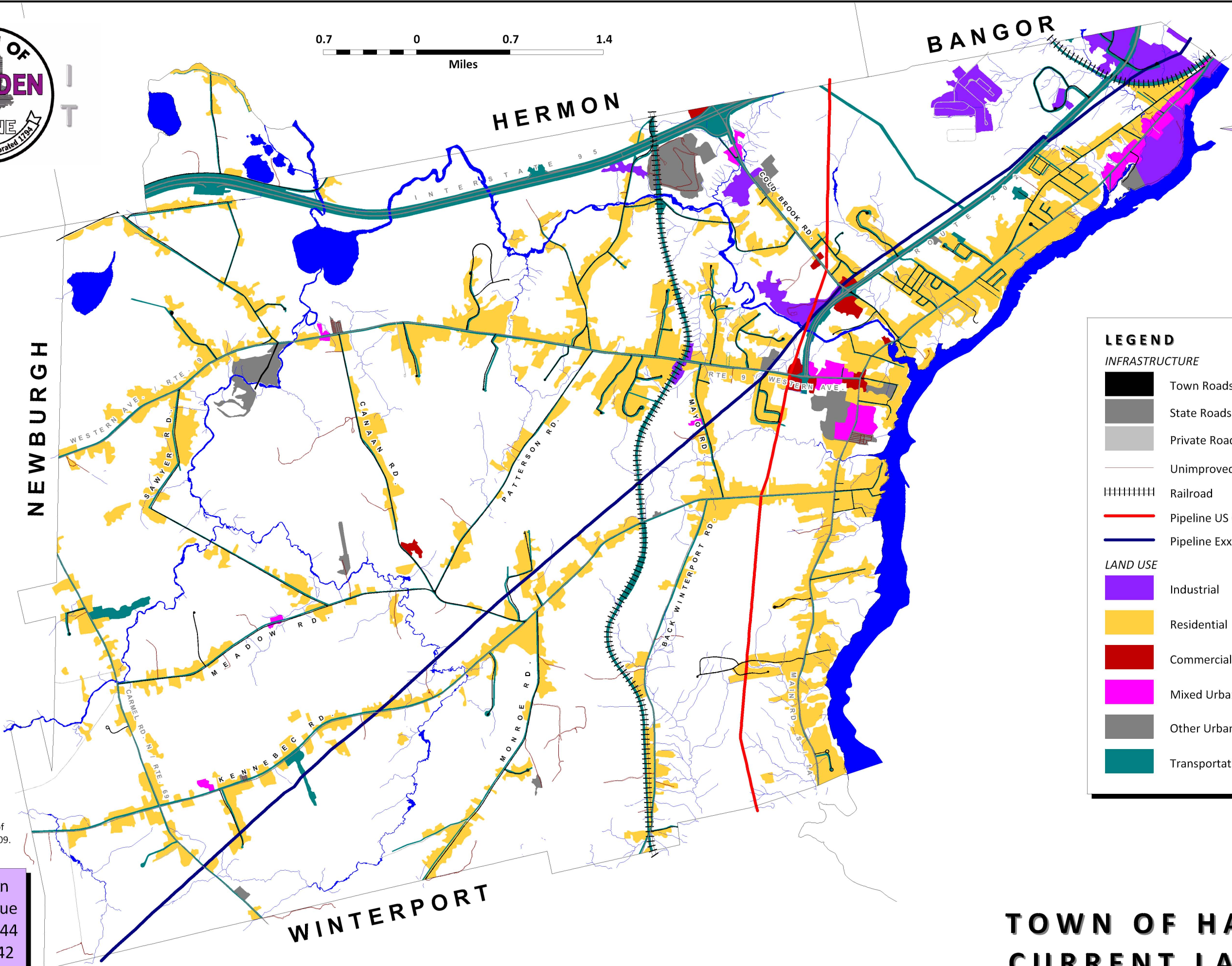


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**LEGEND**

**INFRASTRUCTURE**

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

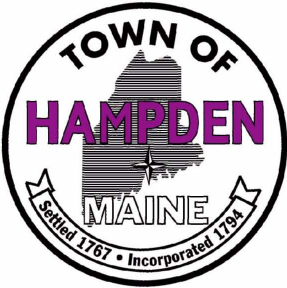
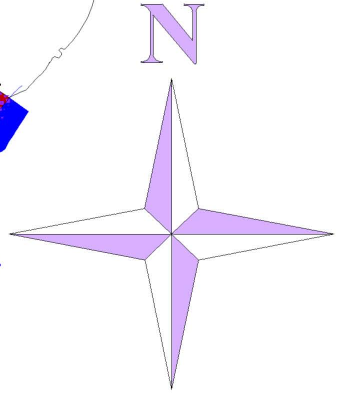
**LAND USE**

- Industrial
- Residential
- Commercial
- Mixed Urban
- Other Urban
- Transportation & Utilities

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 28 January 2009  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
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**TOWN OF HAMPDEN  
 CURRENT LAND USE**



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**LEGEND**

**INFRASTRUCTURE**

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

**CURRENT ZONING**

- Industrial
- Residential
- Commercial
- Business
- Rural

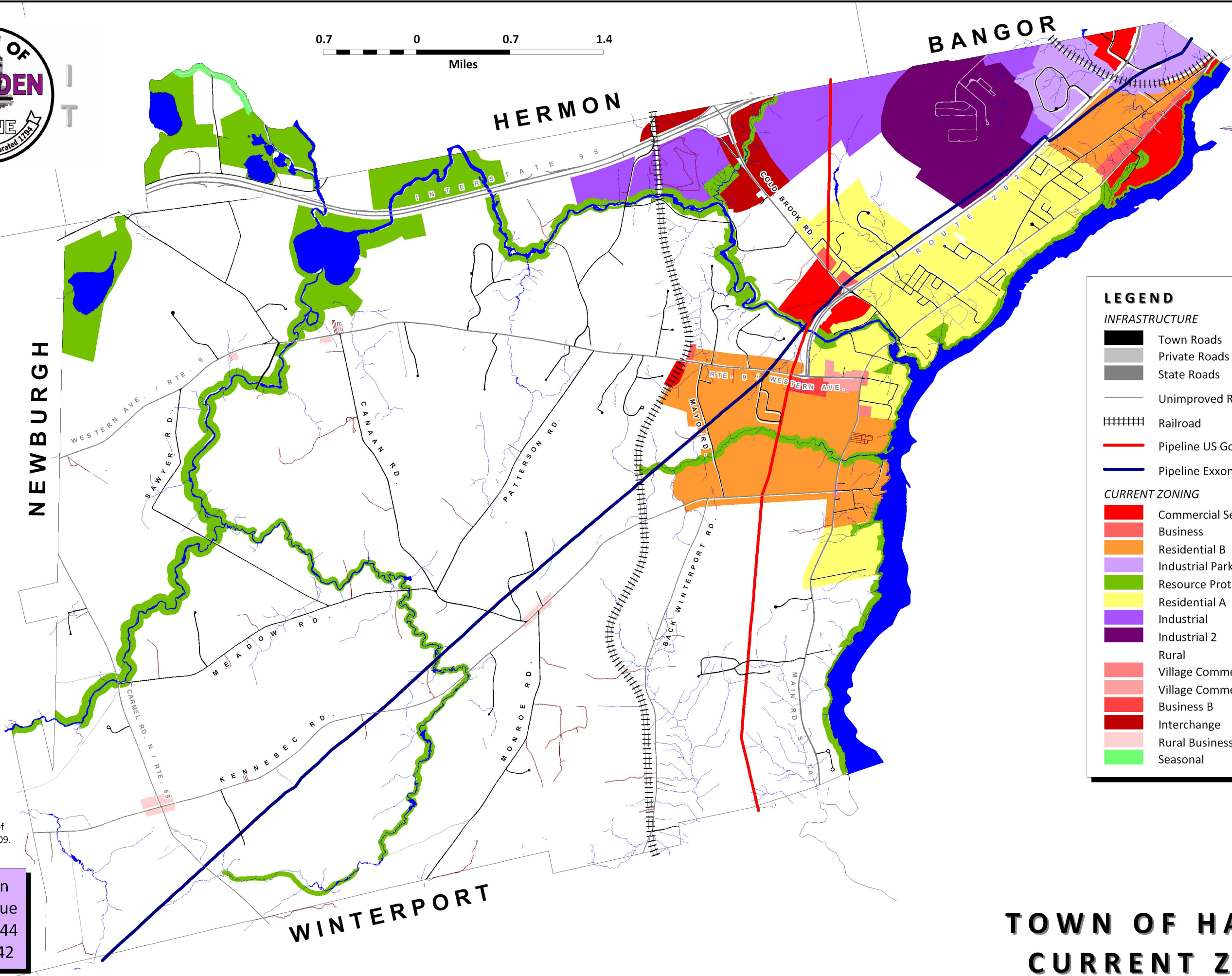
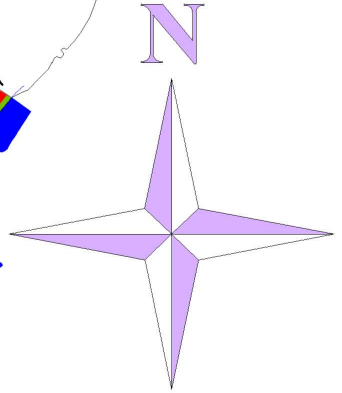
**CURRENT LAND USE**

- Industrial
- Residential
- Commercial
- Mixed Urban
- Other Urban
- Transportation Utilities

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 28 January 2009  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
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Town of Hampden  
 106 Western Avenue  
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**TOWN OF HAMPDEN  
 COMPARISON OF  
 CURRENT ZONING VS. CURRENT LAND USE**



**LEGEND**

**INFRASTRUCTURE**

- Town Roads
- Private Roads
- State Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

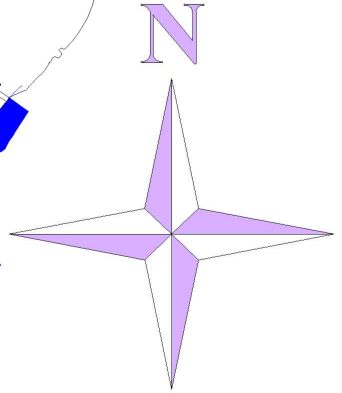
**CURRENT ZONING**

- Commercial Service
- Business
- Residential B
- Industrial Park
- Resource Protection
- Residential A
- Industrial
- Industrial 2
- Rural
- Village Commercial II
- Village Commercial
- Business B
- Interchange
- Rural Business
- Seasonal

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 09 March 2009  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
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**TOWN OF HAMPDEN  
 CURRENT ZONING**



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**LEGEND**

*INFRASTRUCTURE*

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

*DEVELOPMENT*

- Residential Lot Created or Built on 01/01/1999 to 12/31/2008
- Business Lot Created or Built on 01/01/1999 to 12/31/2008

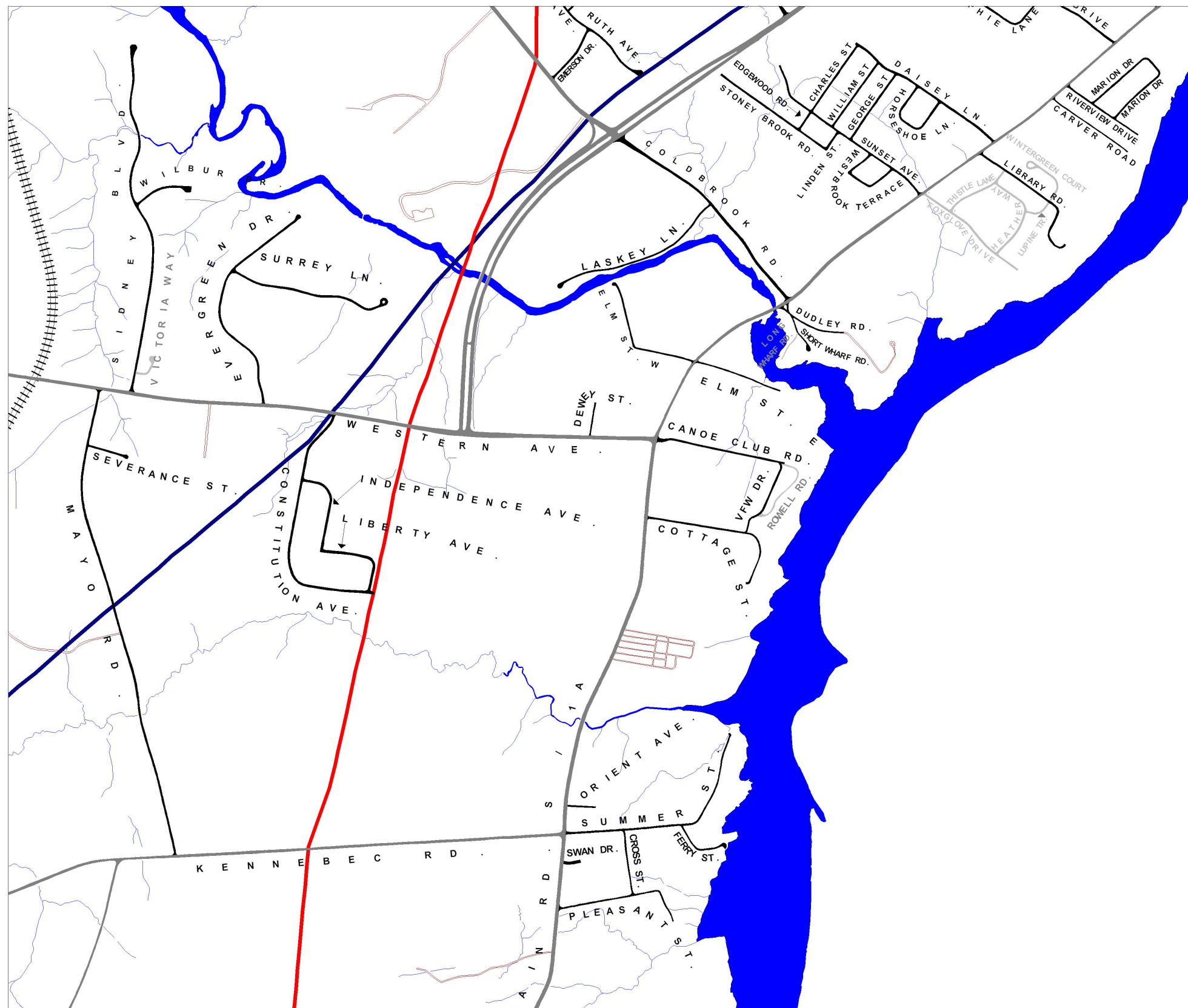
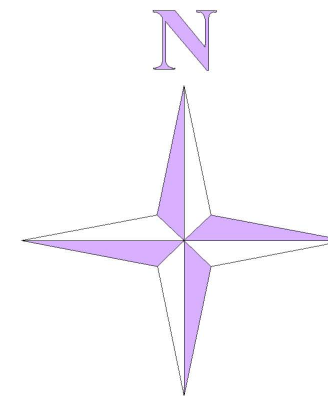
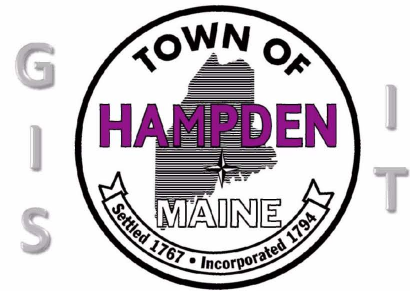
Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 04 March 2009  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
 please see Maps section in text of  
 Hampden Comprehensive Plan 2009.

\*A note on lot selection:  
 Residential lots that are larger sized are marked because they were either pre-existing and in the last ten years had a house built on it or they were a large acreage split off of another lot. All other small lots are residential subdivisions.

Town of Hampden  
 106 Western Avenue  
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 (207)862.4500 x142

**TOWN OF HAMPDEN  
 DECADE OF DEVELOPMENT**





**LEGEND**

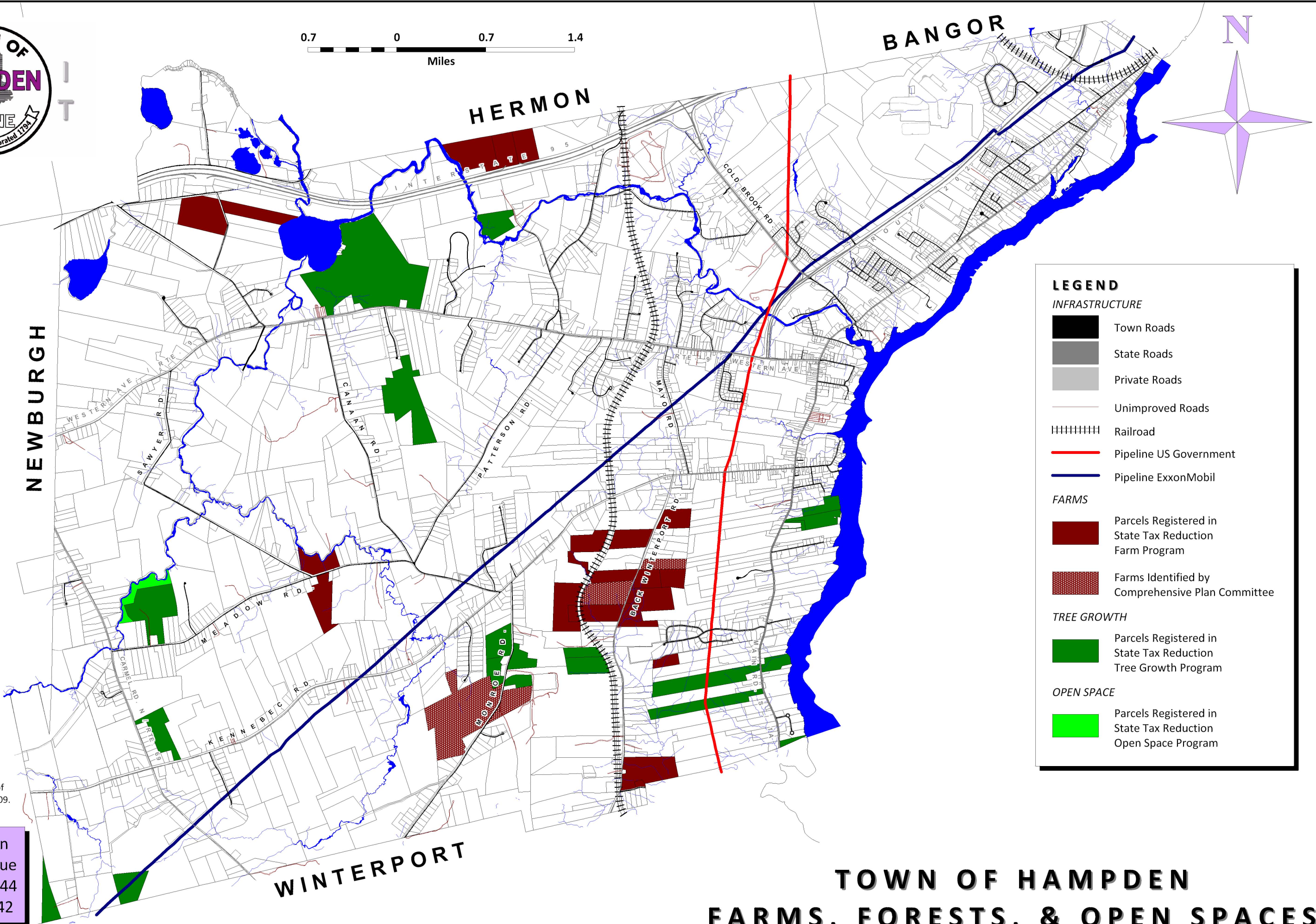
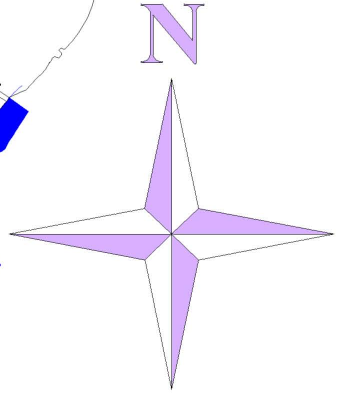
*INFRASTRUCTURE*

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

Notes:  
Map Prepared By:  
Gretchen Heldmann  
Date of Preparation:  
21 October 2008  
Projection: UTM, Zone 19  
Datum: NAD83  
Source of Data & Disclaimer:  
For sources of data and  
disclaimer information,  
please see Maps section in text of  
Hampden Comprehensive Plan 2009.

Town of Hampden  
106 Western Avenue  
Hampden, ME 04444  
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# TOWN OF HAMPDEN DOWNTOWN STREETS



**LEGEND**

**INFRASTRUCTURE**

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

**FARMS**

- Parcels Registered in State Tax Reduction Farm Program
- Farms Identified by Comprehensive Plan Committee

**TREE GROWTH**

- Parcels Registered in State Tax Reduction Tree Growth Program

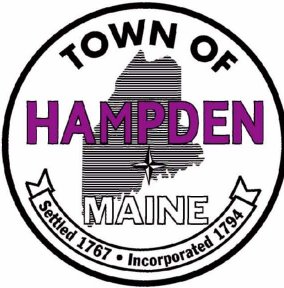
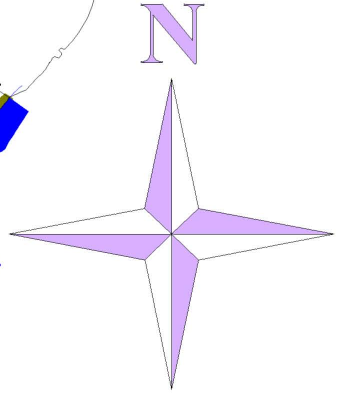
**OPEN SPACE**

- Parcels Registered in State Tax Reduction Open Space Program

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 19 February 2009  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
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 Hampden Comprehensive Plan 2009.

Town of Hampden  
 106 Western Avenue  
 Hampden, ME 04444  
 (207)862.4500 x142

**TOWN OF HAMPDEN  
 FARMS, FORESTS, & OPEN SPACES**



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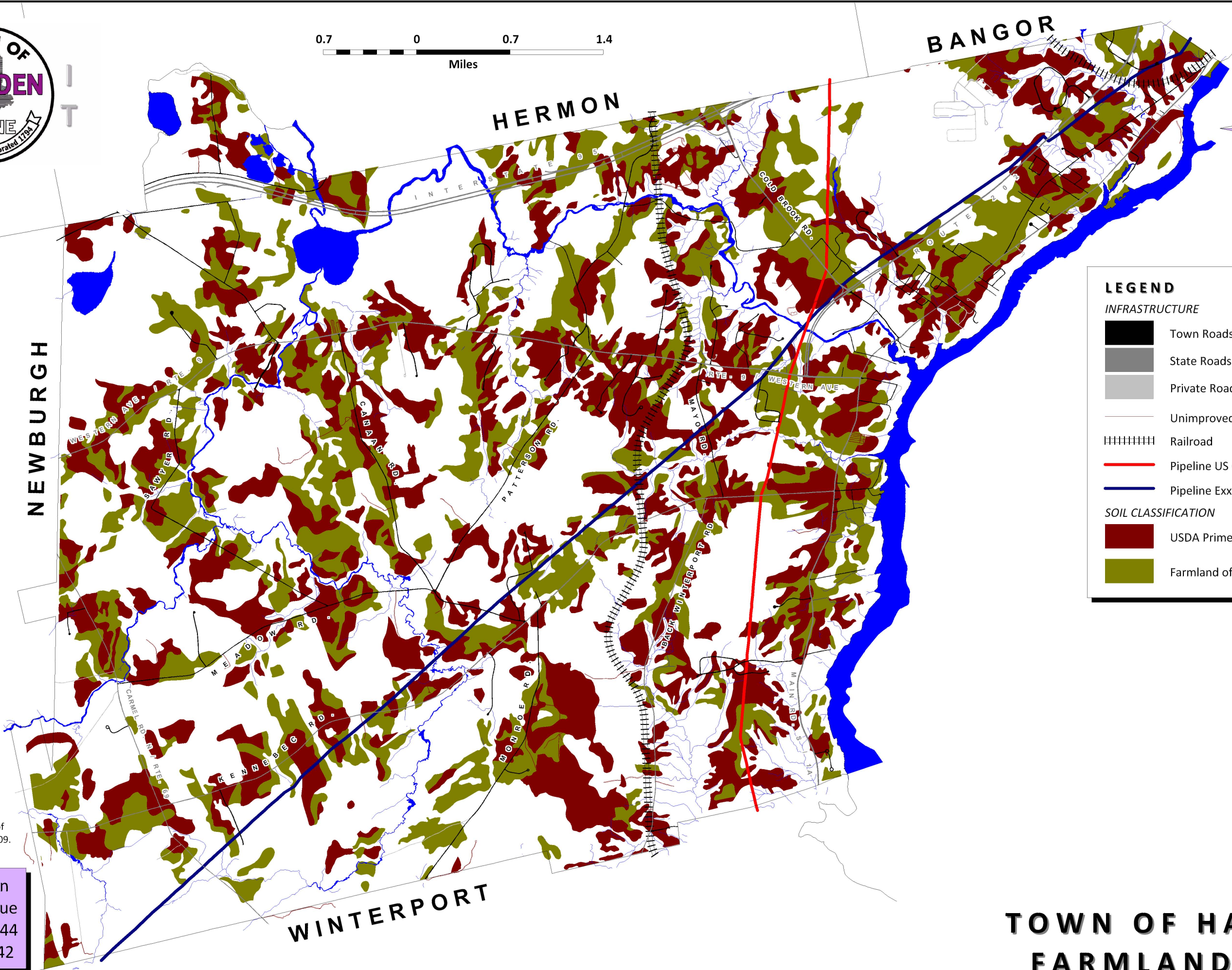
**LEGEND**

*INFRASTRUCTURE*

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

*SOIL CLASSIFICATION*

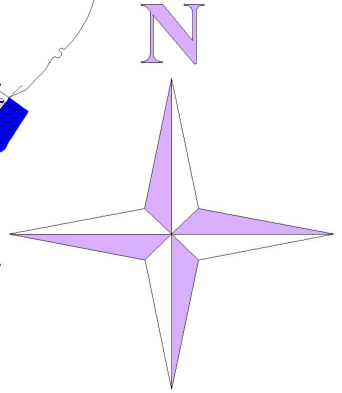
- USDA Prime Farmland
- Farmland of Statewide Importance



Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 10 October 2008  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
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Town of Hampden  
 106 Western Avenue  
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 (207)862.4500 x142

**TOWN OF HAMPDEN  
 FARMLAND SOILS**



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**LEGEND**

*INFRASTRUCTURE*

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

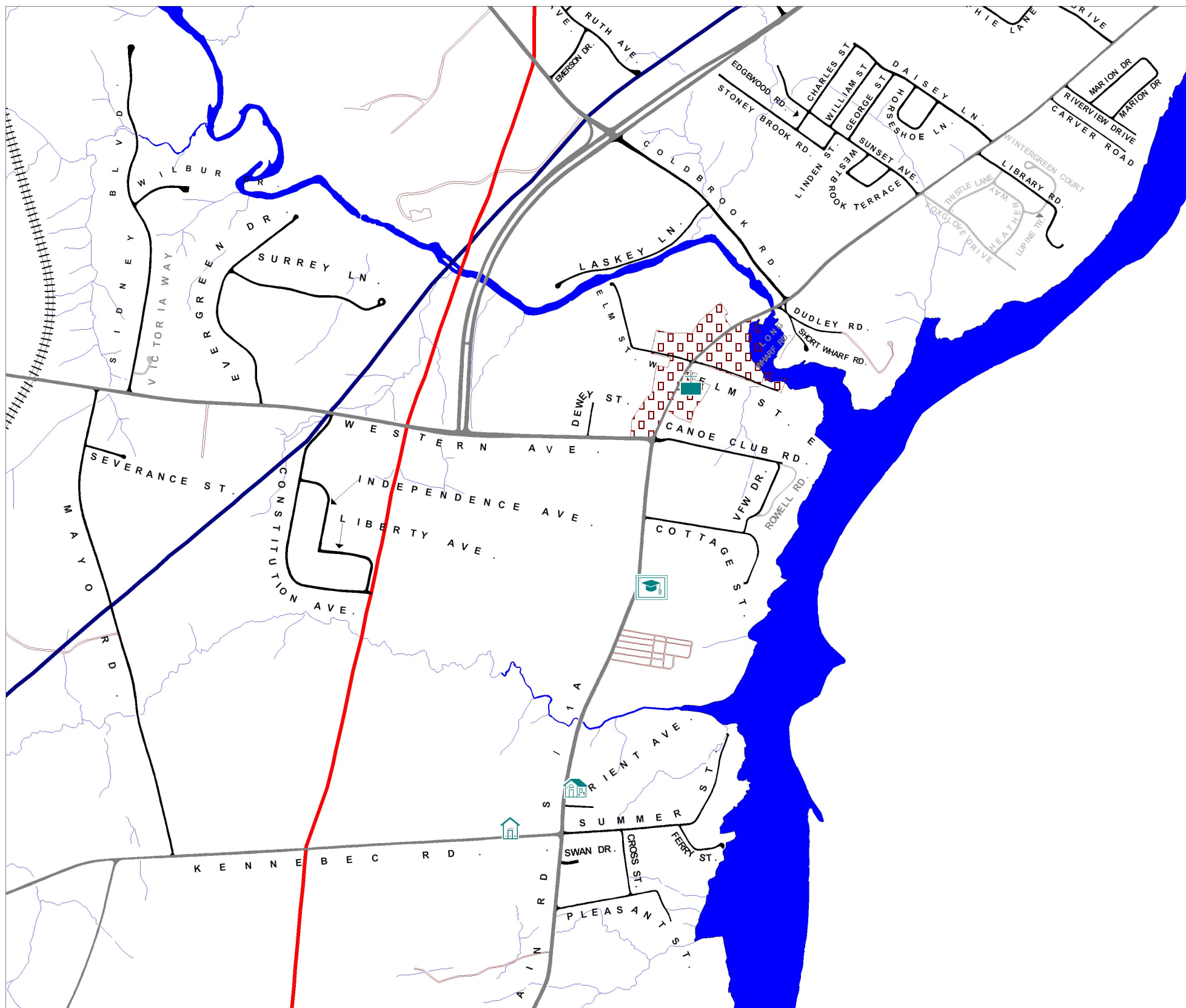
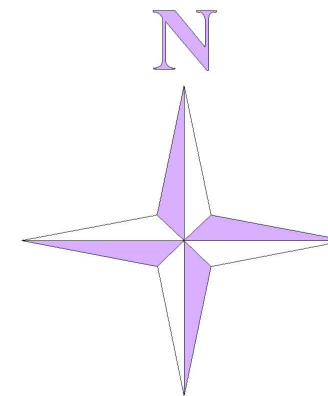
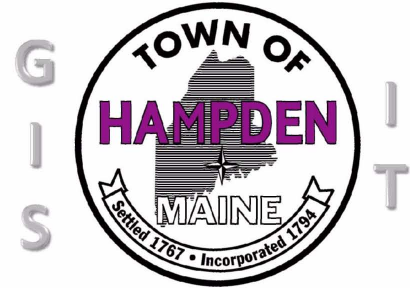
*FLOOD ZONE CLASSIFICATION*

- Zone AE - Base Flood Elevations determined for this area. Area inundated by 100 year floods.
- Zone A - Base Flood Elevations not determined for this area. Area inundated by 100 year floods.

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 14 October 2008  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
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Town of Hampden  
 106 Western Avenue  
 Hampden, ME 04444  
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**TOWN OF HAMPDEN  
 FLOOD ZONES**



**LEGEND**

**INFRASTRUCTURE**

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

**HISTORIC DISTRICTS**

- Historic District

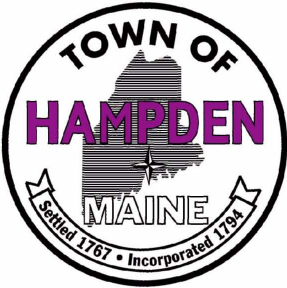
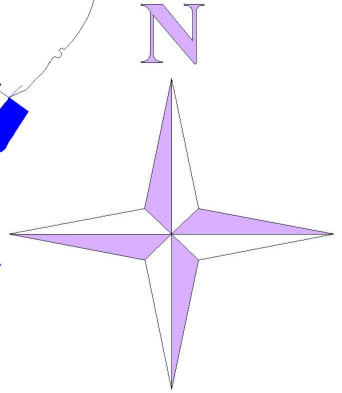
**NATIONAL HISTORIC REGISTER**

- Hampden Academy
- Hampden Congregational Church
- Martin Kinsley House
- Harmony Hall

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 28 January 2009  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
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 Hampden Comprehensive Plan 2009.

Town of Hampden  
 106 Western Avenue  
 Hampden, ME 04444  
 (207)862.4500 x142

**TOWN OF HAMPDEN  
 HISTORIC RESOURCES**



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**LEGEND**

*INFRASTRUCTURE*

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

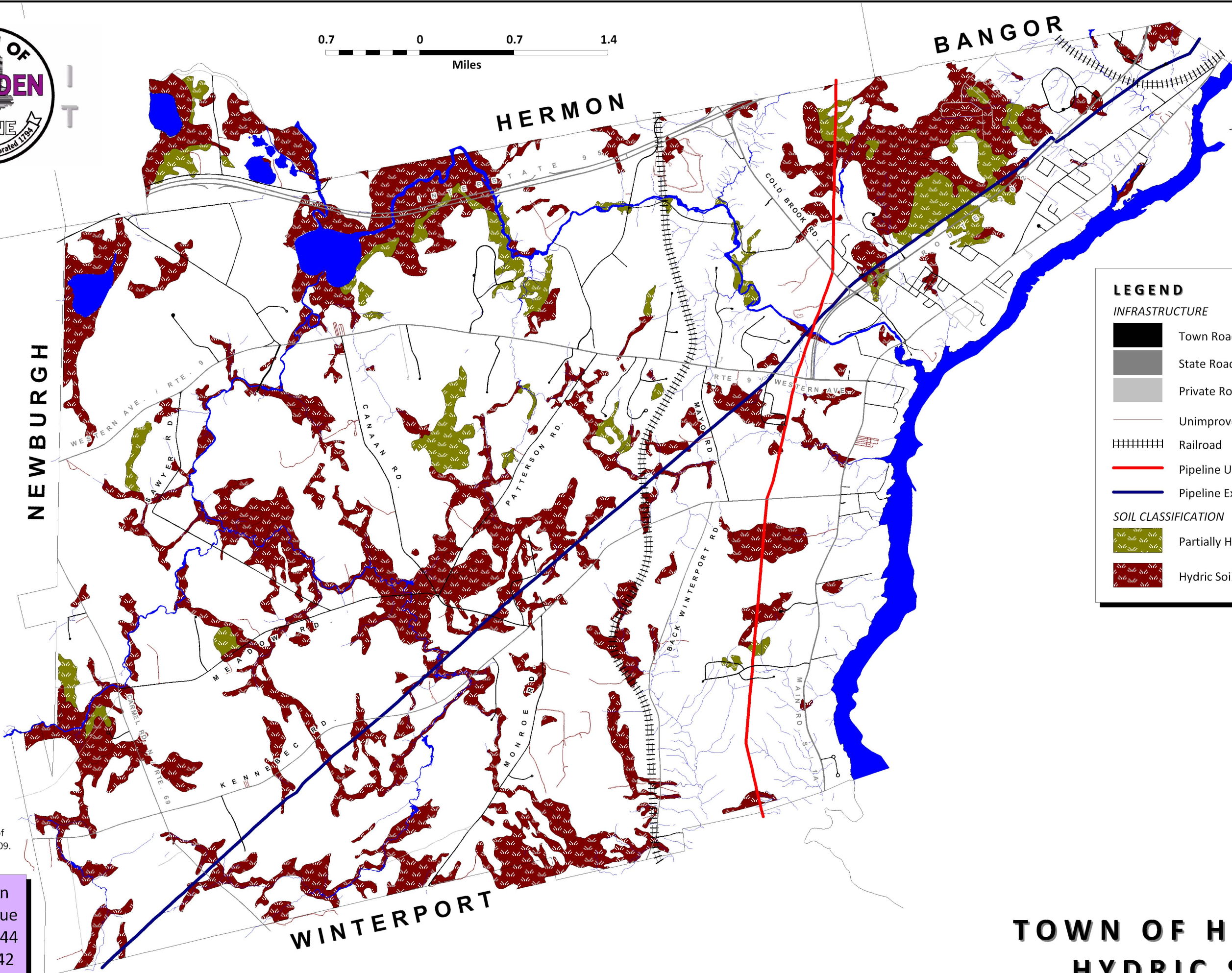
*SOIL CLASSIFICATION*

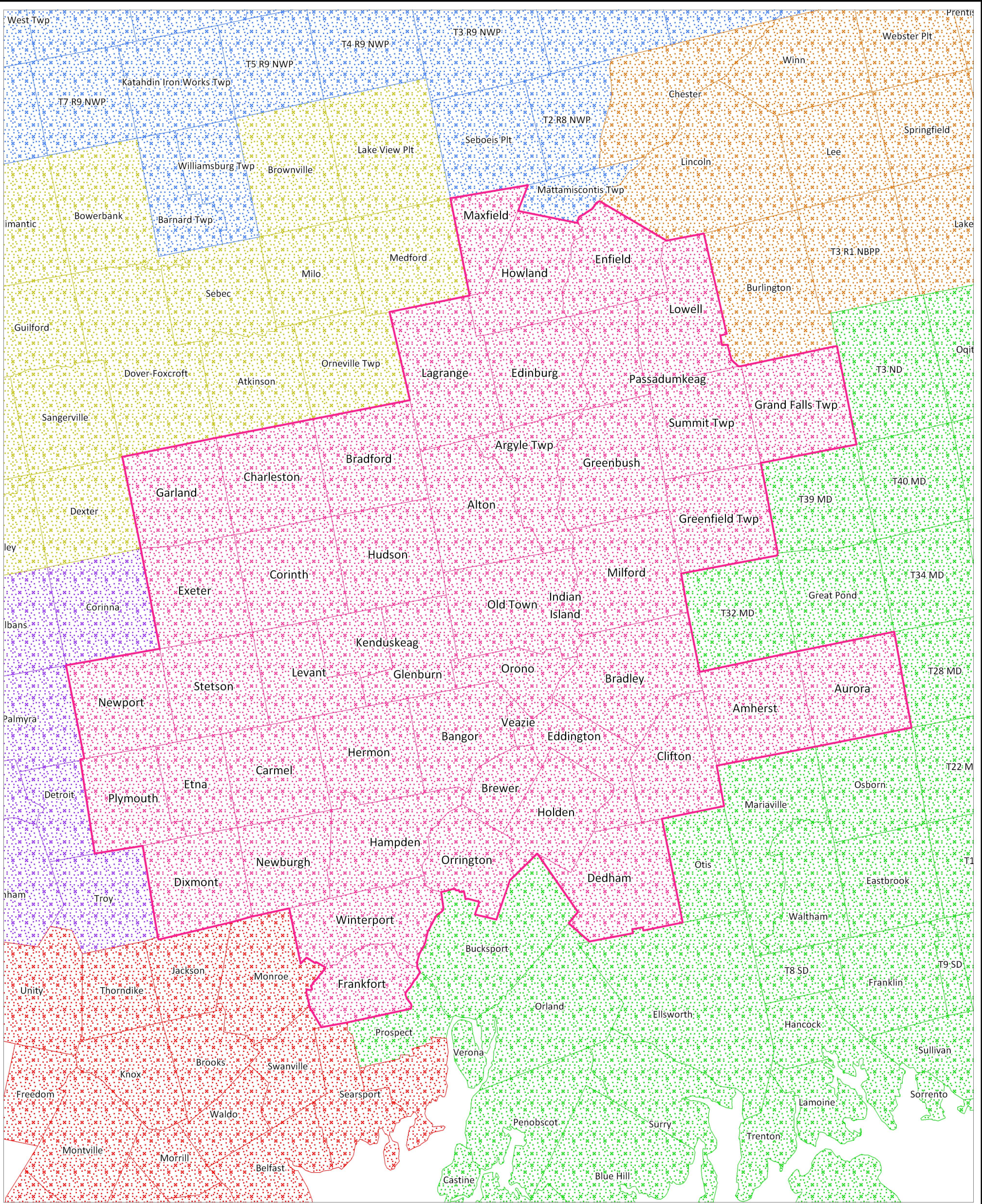
- Partially Hydric Soil
- Hydric Soil

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 10 October 2008  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
 please see Maps section in text of  
 Hampden Comprehensive Plan 2009.

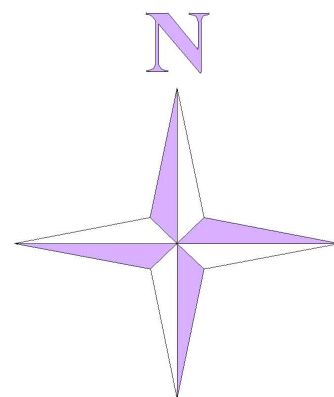
Town of Hampden  
 106 Western Avenue  
 Hampden, ME 04444  
 (207)862.4500 x142

**TOWN OF HAMPDEN  
 HYDRIC SOILS**






Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 21 October 2008  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
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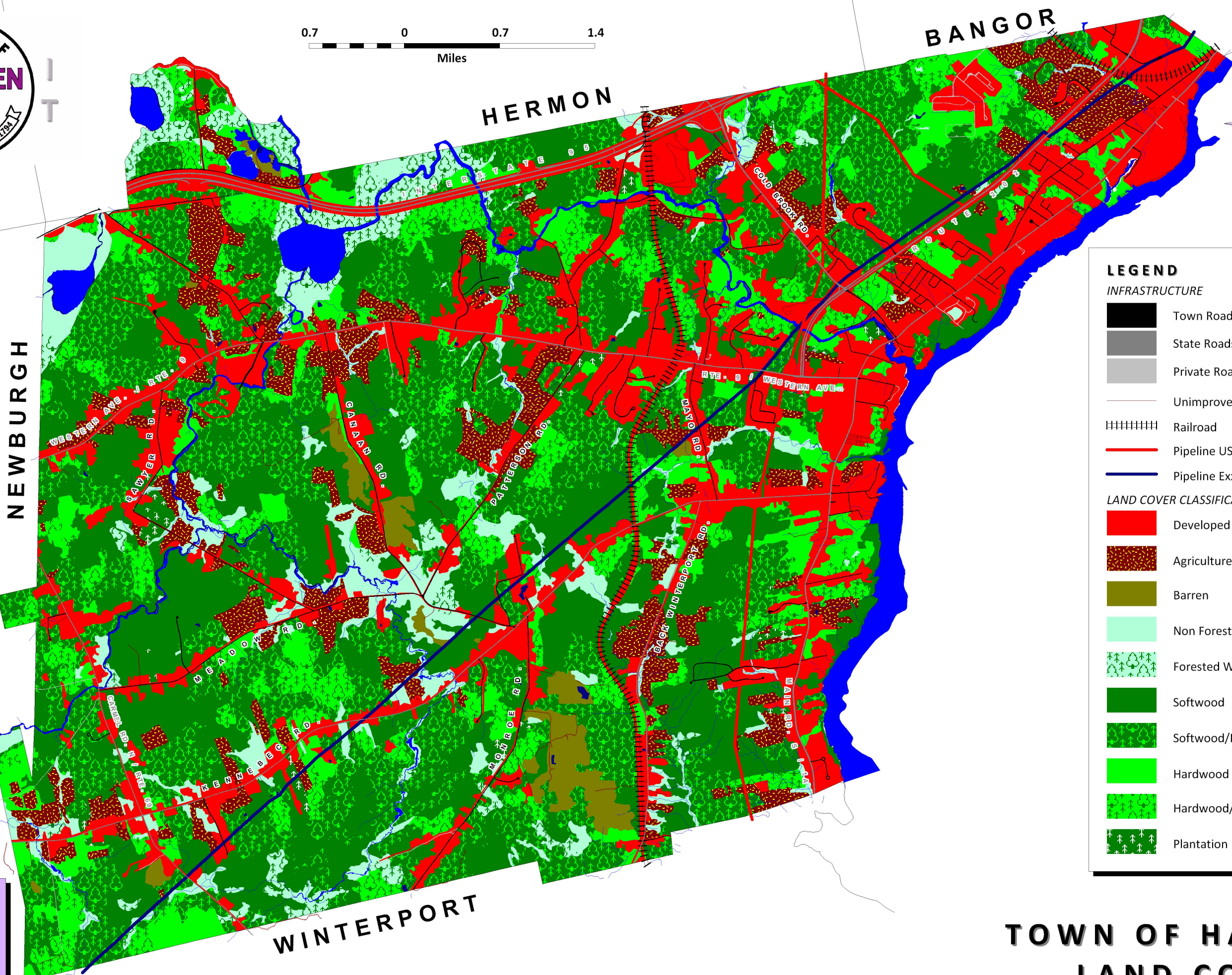
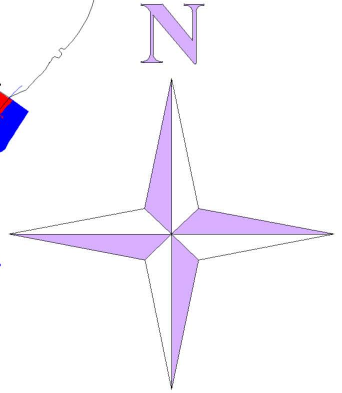


**LEGEND**  
 LABOR MARKET AREA

-  Bangor
-  Ellsworth
-  Belfast
-  Pittsfield
-  Dover
-  Millinocket
-  Lincoln

Town of Hampden  
 106 Western Avenue  
 Hampden, ME 04444  
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**TOWN OF HAMPDEN  
 LABOR MARKET AREAS**



**LEGEND**

*INFRASTRUCTURE*

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

*LAND COVER CLASSIFICATION*

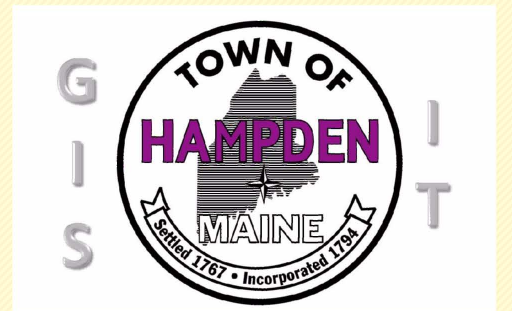
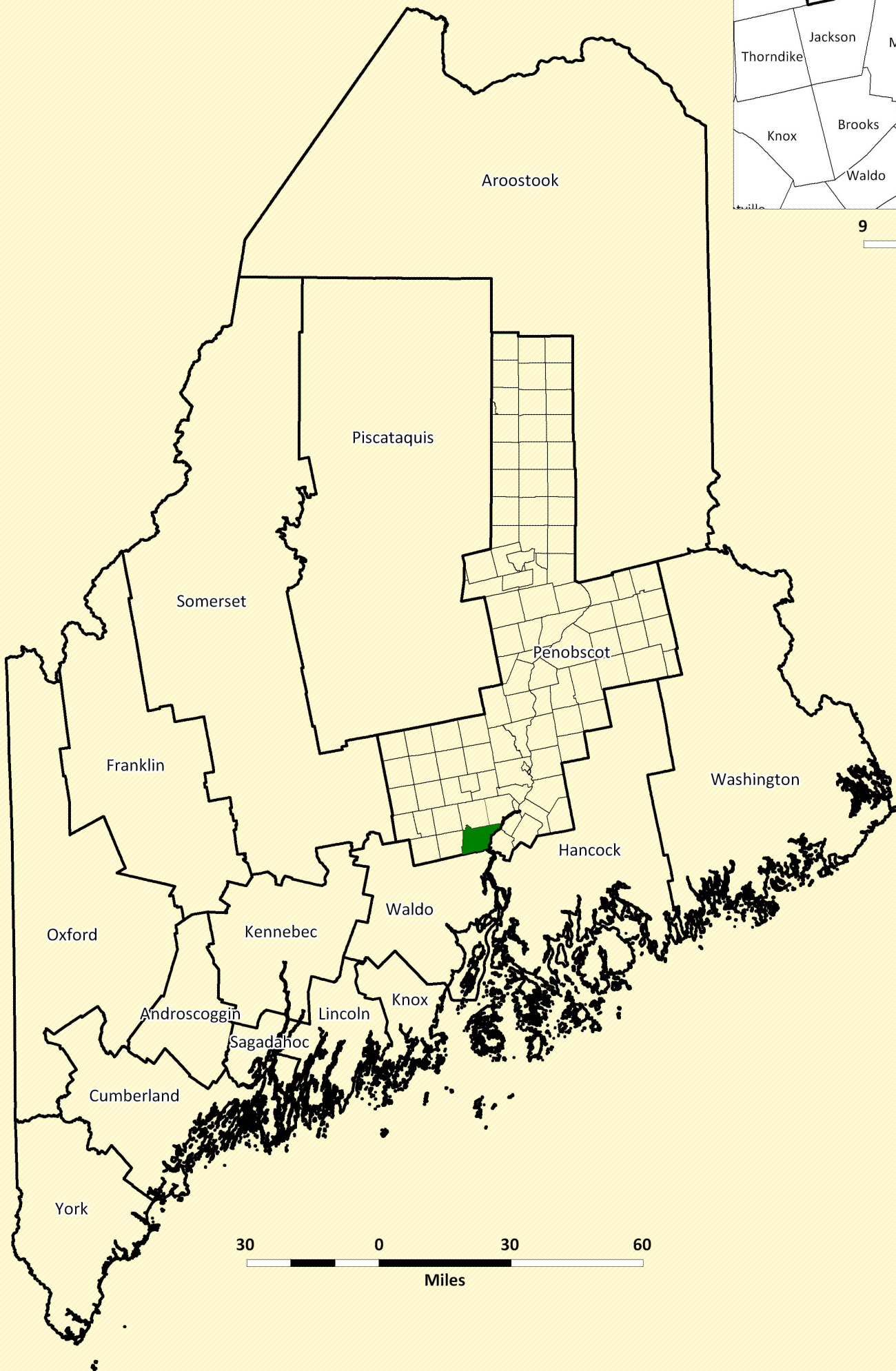
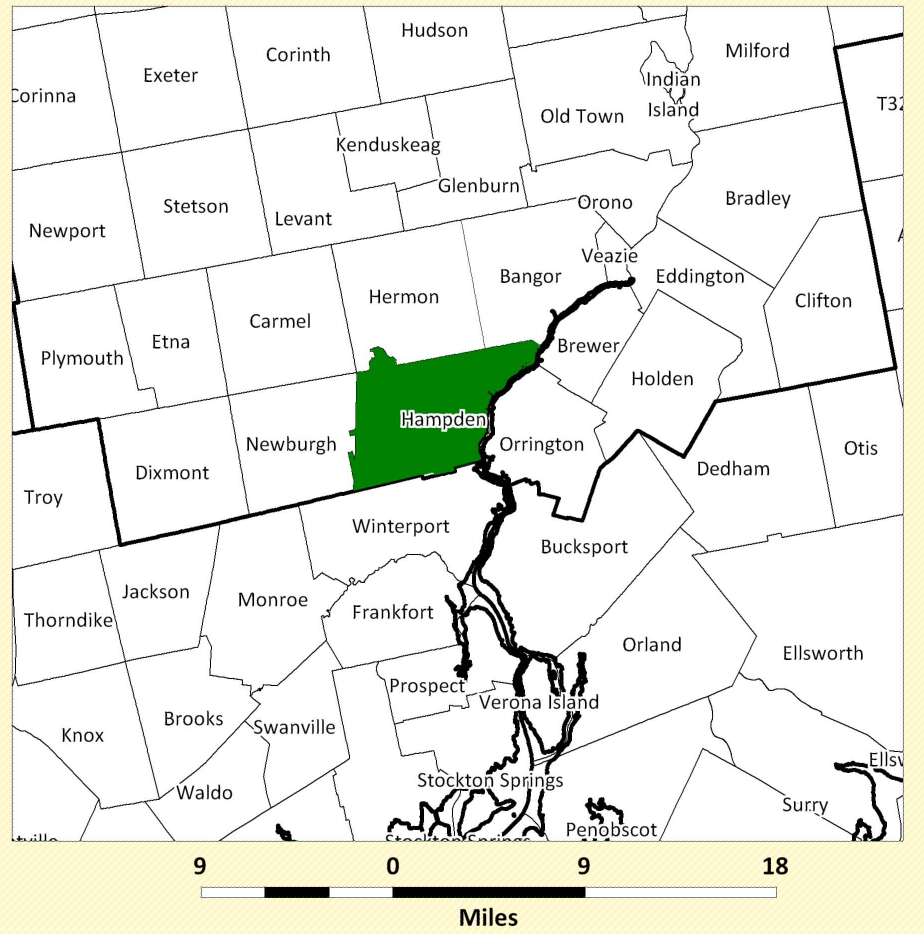
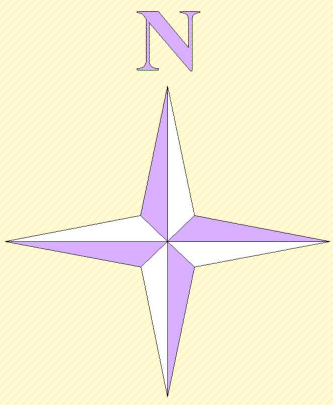
- Developed
- Agriculture & Grassland
- Barren
- Non Forested Wetland
- Forested Wetland
- Softwood
- Softwood/Hardwood Mix
- Hardwood
- Hardwood/Softwood Mix
- Plantation

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 28 January 2009  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
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 Hampden Comprehensive Plan 2009.

Town of Hampden  
 106 Western Avenue  
 Hampden, ME 04444  
 (207)862.4500 x142

**TOWN OF HAMPDEN  
 LAND COVER**





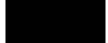



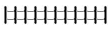


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 Hampden, ME 04444  
 (207)862.4500 x142

# TOWN OF HAMPDEN LOCATION

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 21 October 2008  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
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**LEGEND**




**INFRASTRUCTURE**

-  Town Roads
-  State Roads
-  Private Roads
-  Unimproved Roads
-  Railroad
-  Pipeline US Government
-  Pipeline ExxonMobil

**MARINE HABITAT**

-  Salmon Habitat

**DEP DATA**

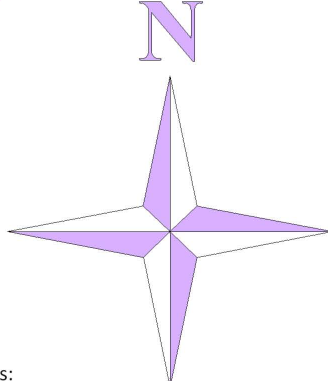
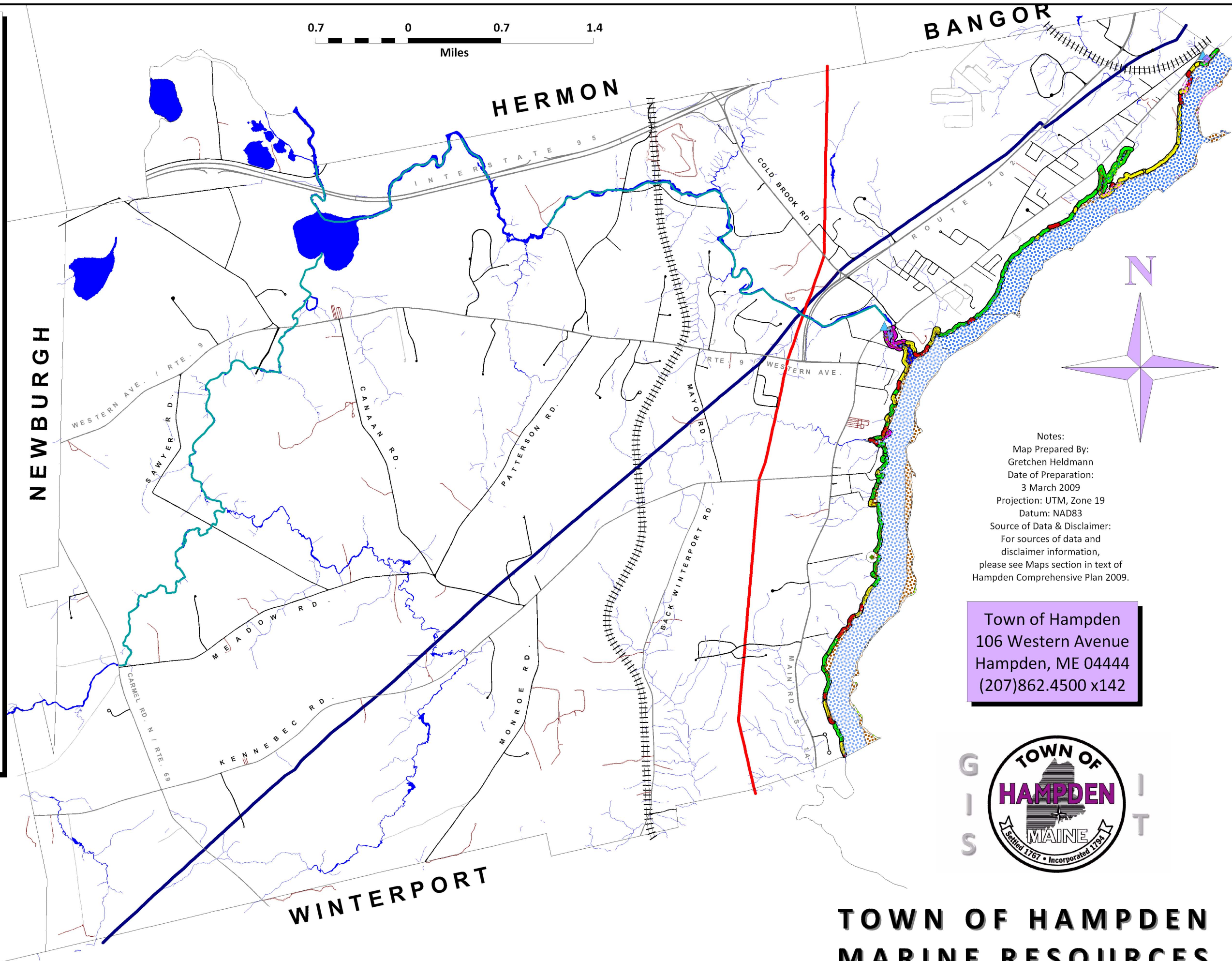
-  Outfalls
-  Overboard Discharges
-  Facilities

**COASTAL MARINE GEOLOGY**

-  Man-Made Land
-  Coarse-Grained Flat
-  Tidal Fluvial Channel
-  Mud flats
-  Fluvial Marsh
-  Ledge
-  Low-Energy Beach
-  Fresh-Brackish Marsh
-  Estuarine Channel

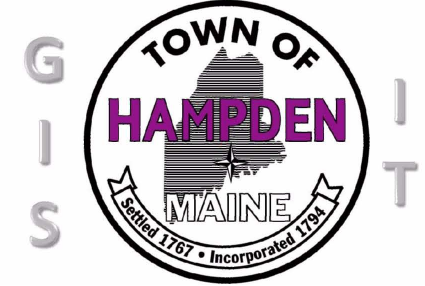
**COASTAL BLUFFS**

-  Highly Unstable
-  Unstable
-  Stable
-  No Rating



Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 3 March 2009  
 Projection: UTM, Zone 19  
 Datum: NAD83  
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**TOWN OF HAMPDEN  
 MARINE RESOURCES**

**LEGEND**






**WILDLIFE HABITAT**

-  Deer Wintering Area
-  Bald Eagle Nesting Site
-  Upland Sand Piper
-  DIFW Endangered Species
-  Creeper
-  Forest Block
-  Habitat Block 150+ acres





**AQUIFER CLASSIFICATION**

-  Yields 10 to 50 GPM
-  Yields 50+ GPM




**WETLAND CLASSIFICATION**

-  Non Forested
-  Forested
-  3 Functions
-  4 Functions
-  5 Functions



**SHORELAND ZONING 2010**

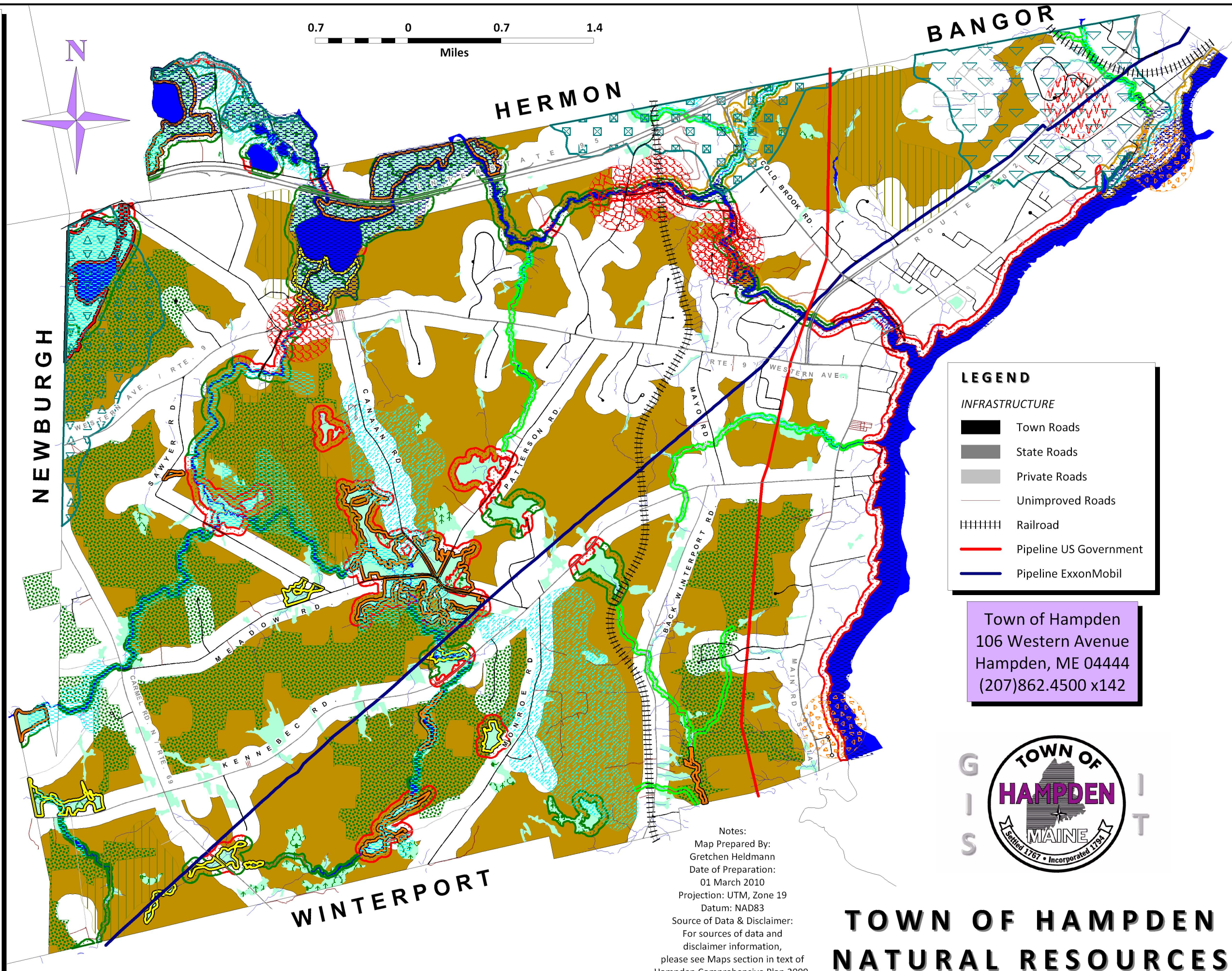
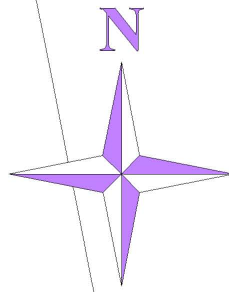
-  75ft Stream Protection or up to 250ft Resource Protection
-  75ft Local Stream Protection
-  Limited Residential
-  General Development

**STORMWATER REGULATIONS**

-  Sucker Brook Watershed Non Attainment of Water Quality Standards
-  Shaw Brook Watershed Urban Impaired
-  Hermon & Patten Ponds Watersheds Lake at Risk From Development








**FLOOD ZONE CLASSIFICATION**

-  Zone A - Base Flood Elevation not determined for this area. Area inundated by 100 year floods.
-  Zone AE - Base Flood Elevation determined for this area. Area inundated by 100 year floods.



**LEGEND**

**INFRASTRUCTURE**

-  Town Roads
-  State Roads
-  Private Roads
-  Unimproved Roads
-  Railroad
-  Pipeline US Government
-  Pipeline ExxonMobil

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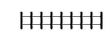




Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 01 March 2010  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
 For sources of data and  
 disclaimer information,  
 please see Maps section in text of  
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**TOWN OF HAMPDEN  
 NATURAL RESOURCES**

**LEGEND**


**INFRASTRUCTURE**

-  Town Roads
-  State Roads
-  Private Roads
-  Unimproved Roads
-  Railroad
-  Pipeline US Government
-  Pipeline ExxonMobil





**GROWTH AREAS**

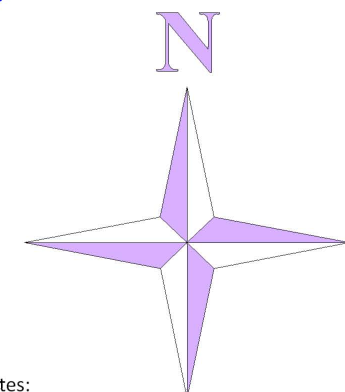
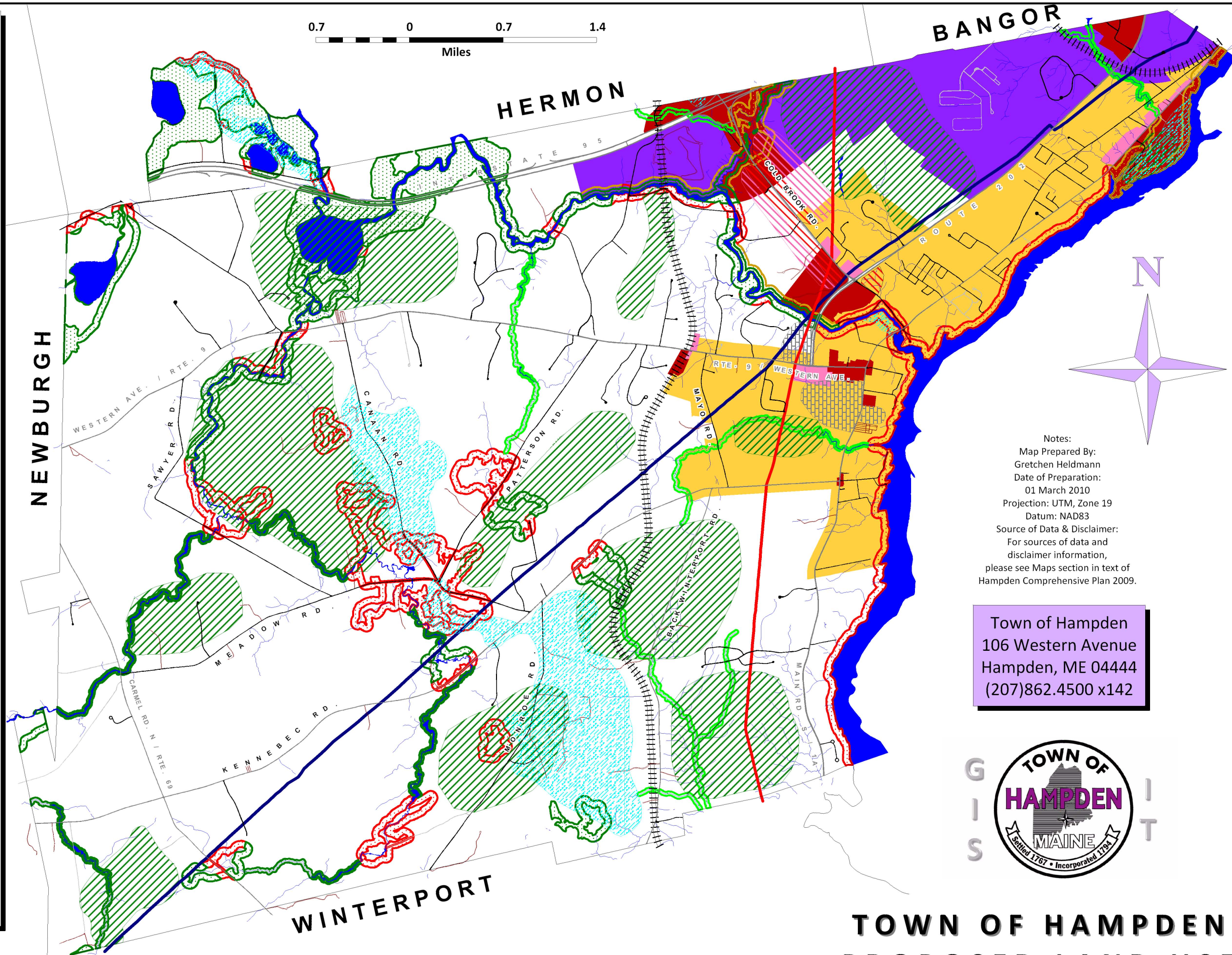
-  Proposed Commercial District
-  Proposed Business District
-  Proposed Institutional District
- Industrial District**
- Industrial
- Industrial 2
- Industrial Park
- Residential District**
- Residential A
- Residential B
- Commercial District**
- Commercial Service
- Interchange
- Village Commercial
- Village Commercial II
- Business District**
- Business
- Business B

**RURAL AREAS**

- Rural District**
- Rural
- Rural Business
- Proposed Rural Conservation District**
- Deer Wintering Areas
- Critical Natural Habitat
- Areas Identified by Conservation Commission
-  Proposed Aquifer Protection District

**SHORELAND ZONING 2010**

-  75ft Stream Protection or up to 250ft Resource Protection
-  75ft Local Stream Protection
-  Limited Residential
-  General Development

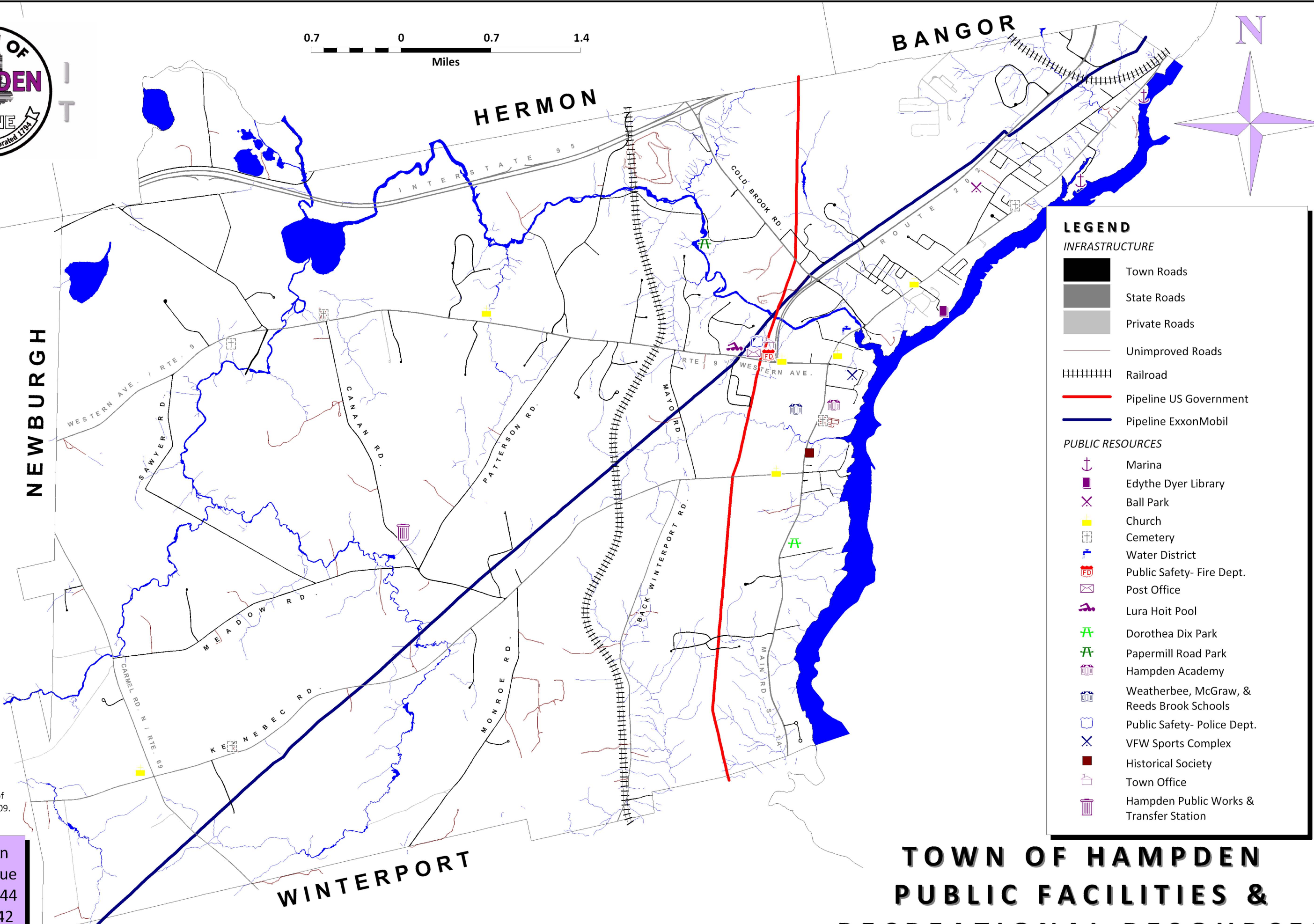
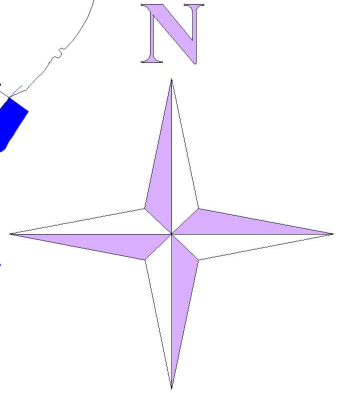


Notes:  
 Map Prepared By:  
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 Date of Preparation:  
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 106 Western Avenue  
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**TOWN OF HAMPDEN  
 PROPOSED LAND USE**

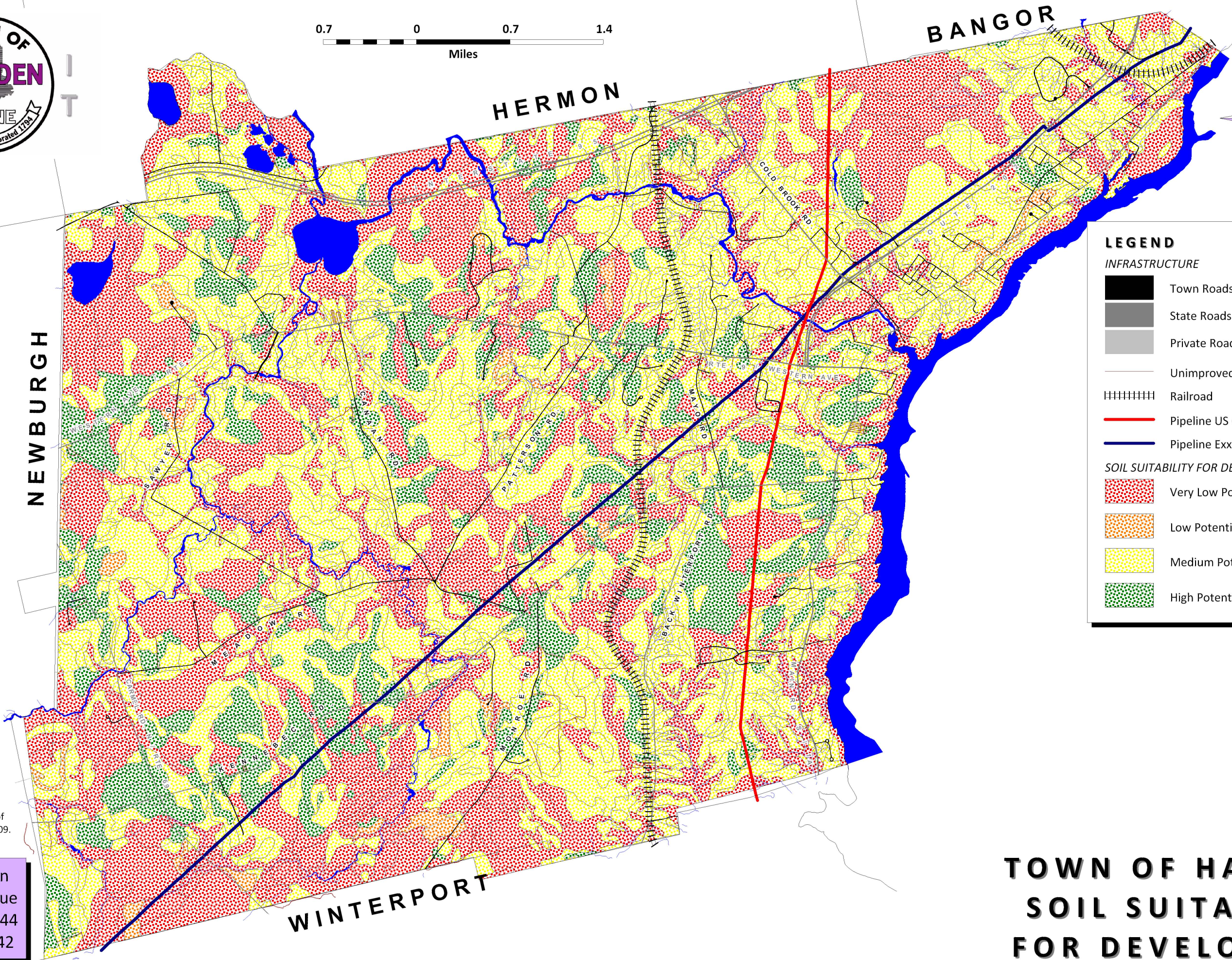
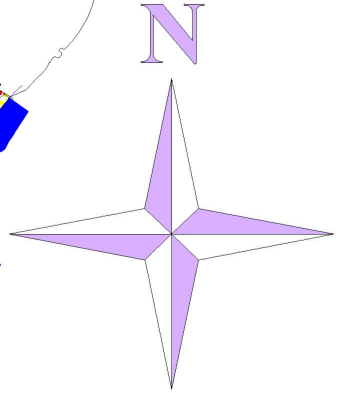


LEGEND	
INFRASTRUCTURE	
	Town Roads
	State Roads
	Private Roads
	Unimproved Roads
	Railroad
	Pipeline US Government
	Pipeline ExxonMobil
PUBLIC RESOURCES	
	Marina
	Edythe Dyer Library
	Ball Park
	Church
	Cemetery
	Water District
	Public Safety- Fire Dept.
	Post Office
	Lura Hoyt Pool
	Dorothea Dix Park
	Papermill Road Park
	Hampden Academy
	Weatherbee, McGraw, & Reeds Brook Schools
	Public Safety- Police Dept.
	VFW Sports Complex
	Historical Society
	Town Office
	Hampden Public Works & Transfer Station

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 21 October 2008  
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# TOWN OF HAMPDEN PUBLIC FACILITIES & RECREATIONAL RESOURCES



**LEGEND**

*INFRASTRUCTURE*

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

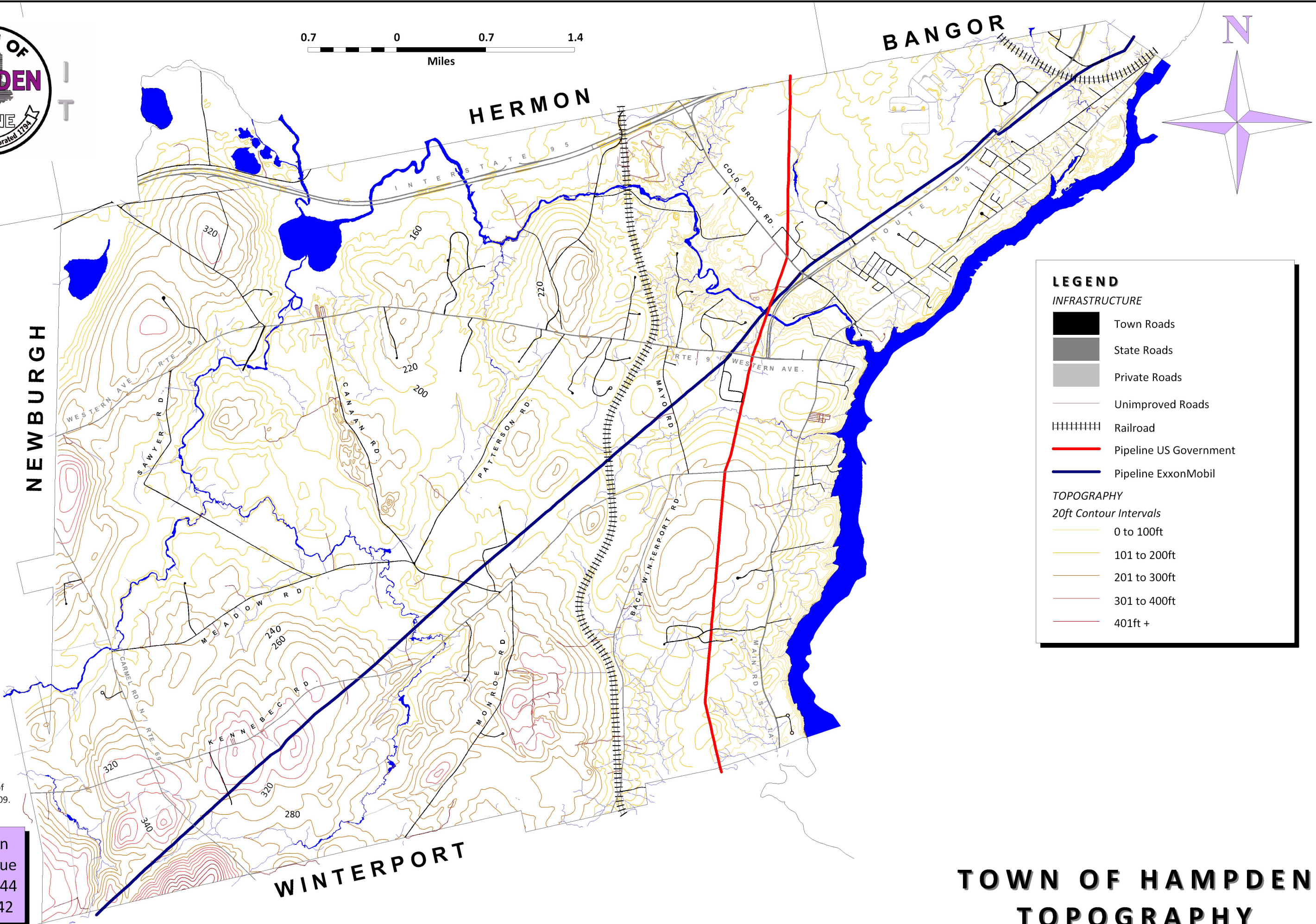
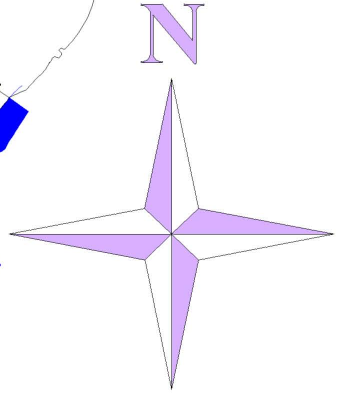
*SOIL SUITABILITY FOR DEVELOPMENT*

- Very Low Potential
- Low Potential
- Medium Potential
- High Potential

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 10 October 2008  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
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Town of Hampden  
 106 Western Avenue  
 Hampden, ME 04444  
 (207)862.4500 x142

**TOWN OF HAMPDEN  
 SOIL SUITABILITY  
 FOR DEVELOPMENT**



**LEGEND**

**INFRASTRUCTURE**

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

**TOPOGRAPHY**

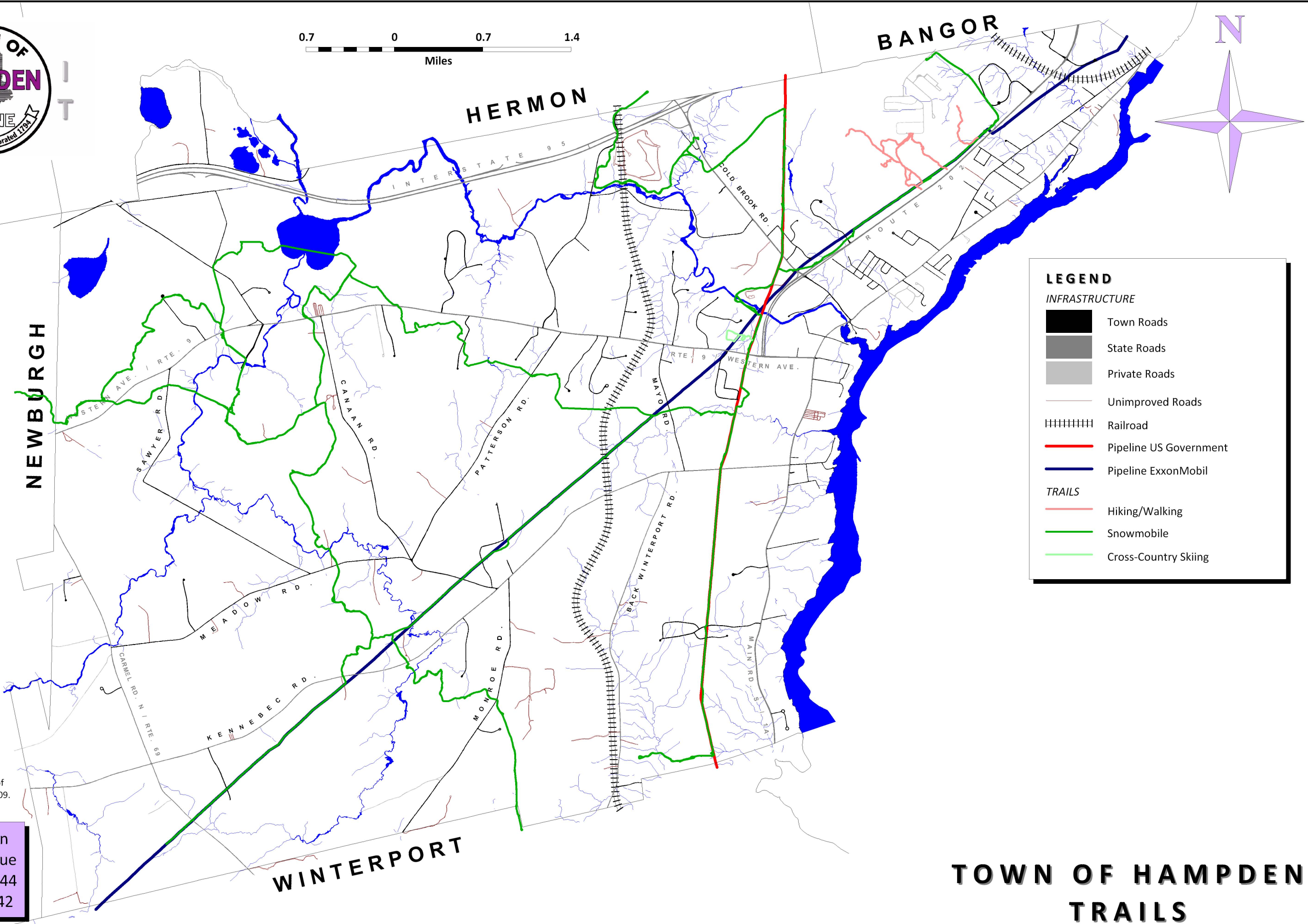
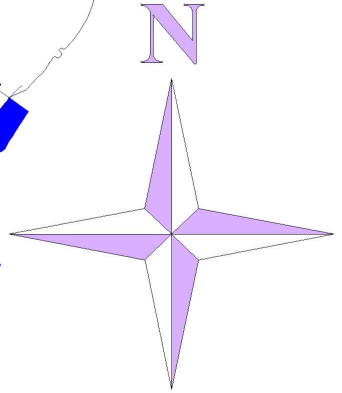
*20ft Contour Intervals*

- 0 to 100ft
- 101 to 200ft
- 201 to 300ft
- 301 to 400ft
- 401ft +

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 14 October 2008  
 Projection: UTM, Zone 19  
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Town of Hampden  
 106 Western Avenue  
 Hampden, ME 04444  
 (207)862.4500 x142

**TOWN OF HAMPDEN  
 TOPOGRAPHY**



**LEGEND**

**INFRASTRUCTURE**

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

**TRAILS**

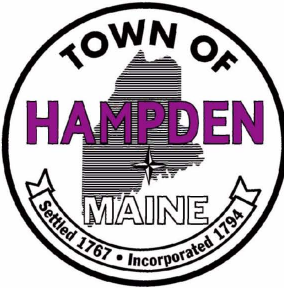
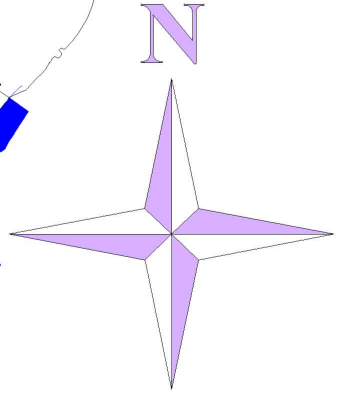
- Hiking/Walking
- Snowmobile
- Cross-Country Skiing

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 3 March 2009  
 Projection: UTM, Zone 19  
 Datum: NAD83  
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 Hampden Comprehensive Plan 2009.

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 106 Western Avenue  
 Hampden, ME 04444  
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**TOWN OF HAMPDEN  
 TRAILS**





NEWBURGH

HERMON

BANGOR

WINTERPORT

**LEGEND**

*INFRASTRUCTURE*

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

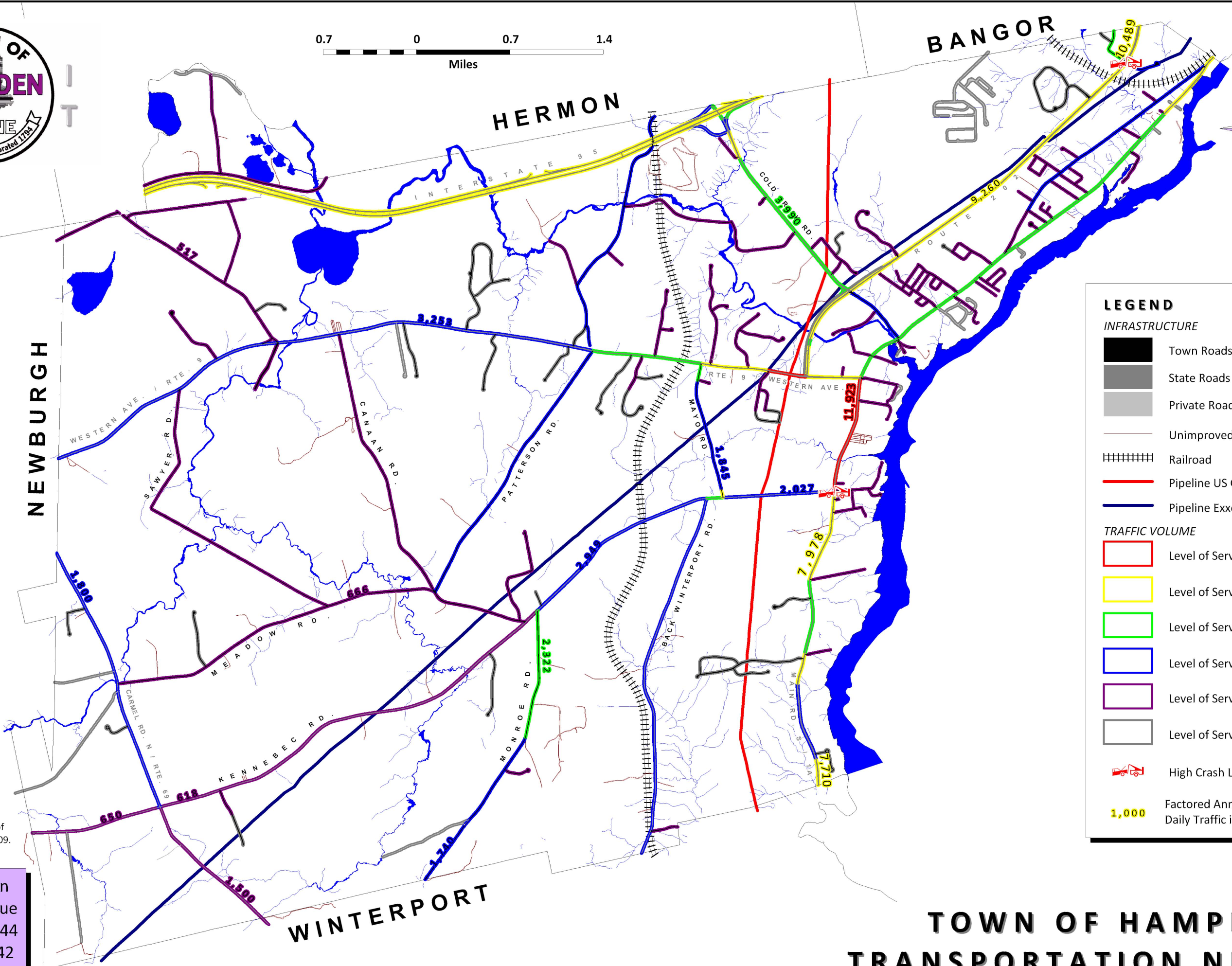
*TRAFFIC VOLUME*

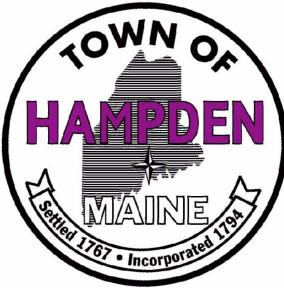
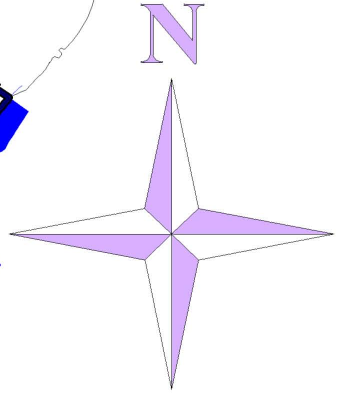
- Level of Service: E
- Level of Service: D
- Level of Service: C
- Level of Service: B
- Level of Service: A
- Level of Service: No Data
- High Crash Location
- Factored Annual Average Daily Traffic in 2005

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 21 October 2008  
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 Datum: NAD83  
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**TOWN OF HAMPDEN  
 TRANSPORTATION NETWORK**





NEWBURGH

HERMON

BANGOR

WINTERPORT

**LEGEND**

**INFRASTRUCTURE**

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

**PUBLIC WATER SUPPLY**

- Well Head

**AQUIFER CLASSIFICATION**

- Yields 10 to 50 GPM
- Yields 50+ GPM

**WETLAND CLASSIFICATION**

- Non Forested
- Forested

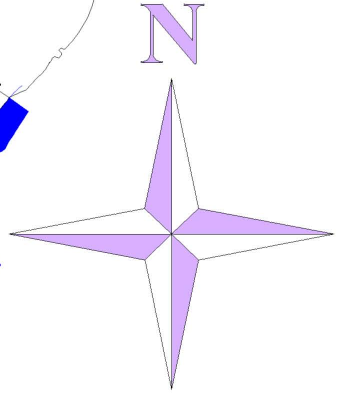
**WATERSHEDS**

- Drainage Divide Line

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 25 March 2010  
 Projection: UTM, Zone 19  
 Datum: NAD83  
 Source of Data & Disclaimer:  
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**TOWN OF HAMPDEN  
 WATER RESOURCES**



NEWBURGH

HERMON

BANGOR

WINTERPORT

**LEGEND**

*INFRASTRUCTURE*

- Town Roads
- State Roads
- Private Roads
- Unimproved Roads
- Railroad
- Pipeline US Government
- Pipeline ExxonMobil

*WETLAND CLASSIFICATION*

- Non Forested
- Forested

Notes:  
 Map Prepared By:  
 Gretchen Heldmann  
 Date of Preparation:  
 10 October 2008  
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**TOWN OF HAMPDEN  
 WETLANDS**

