

City of Rockland  
2002 Comprehensive Plan

Chapter 10

PUBLIC FACILITIES and SERVICES

**State Goal:**

To plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

**State Purpose:**

To undertake an inventory and analysis 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.

**Introduction**

The purpose of this Chapter of the Plan is to inventory, describe and analyze the City's administrative, facilities, and services infrastructure as to how they serve the citizens of Rockland.

Contained in the Appendix is the *Final Report by the Subcommittee on Public Facilities and Services* prepared in 1993. The Subcommittee was a part of the Comprehensive Plan Steering Committee. Although the report has not been officially approved or adopted, it does include some important insights into City policies that are worthy of mention.

**CITY ADMINISTRATION**

**Administrative Organization**

The City Charter adopted by the voters, and the Rockland Code adopted by the City Council, governs the City of Rockland. These documents provide for the organization of the City's administration. Among other provisions, the Charter delineates the powers and duties of the City Council, Mayor, City Manager, and City Clerk. The Rockland Code augments the Charter by further specifying the organization, appointments and duties of the City's departments and their heads and divisions.

**City Charter**

The City Charter (the "Charter") is the basic legal framework of governance for the City of Rockland. It outlines the City as a legal entity, its administration, functions, powers and basic operations. It establishes the City Council and provides for the qualifications of the councilors and their election by the voters. The Council is the legislative body in the City of Rockland. They enact the City's Ordinances, elect the Mayor from among their members, and appoint the principal City Officials (e.g., City Manager, City Clerk, City Attorney and Health Officer). The City Attorney and Health Officer are under the direction and supervision of the City Manager; whereas, the City Manager and the City Clerk are under the direct supervision of the City Council. The Health Officer is required by Code to be a physician, and because of that requirement, no Health Officer has been appointed for years. The Charter further

## Public Facilities and Services

authorizes the City Manager to be the Chief Administrative Officer, appointing the principal department heads (See *Chart 10-1 Organizational Chart*).

Chart 10-2 shows the suggested organizational structure for future management of the City. Chart 10-2 envisions the creation of the position of Assistant City Manager, who would also be the Personnel Director to relieve the City Manger of that time-consuming task.

### **Rockland Code – Municipal Departments**

Chapter 2, Administration, of the Rockland Code (the “Code”) provides for further rules for the City Council and City Manager, and establishes a number of departments of City government, as specified in Table 10-1 entitled *City of Rockland Departments and Officers*. Table 10-1 also gives a complete listing of all official offices and departments specified by the Code, how appointed and the Code section reference establishing them. The Community Development Department, the Solid Waste Division (referenced under the Public Works Department in Table 10-1), the Engineering Department are not specifically listed in the Code. Because the Community Development and Economic Development Departments sometimes overlap, consideration should be given to combining the two departments. The Engineering Department’s duties and responsibilities should be officially established by Code. As previously indicated, there is no appointed Health Officer; however, the Code Enforcement Officer (“CEO”) has assumed some of the responsibilities under the auspices of the Property Maintenance Code (health issues relating to rodent and insect infestation, filth, squalor and garbage accumulation).

Chapter 2 also specifically prevents the Council from interfering in the hiring and firing and compensation of those employees appointed by the City Manager. According to the Code, all departments and officials, including those appointed directly by the Council and except for the City Clerk, are under the supervision of the City Manager. (There are some overlaps in the various departments, for example, the Code Enforcement Officer (“CEO”) is the head of the Code Enforcement Department; however, by virtue of being appointed Building Inspector and City Electrician, the CEO is head of the Fire Prevention and Electrical Divisions of the Fire Department; and by virtue of being the Health Officer and Plumbing Inspector, the CEO is the head and one of the employees of the Public Health Department.)

### **Elected Officials**

The City Council, the SAD 5 Board of Directors, and the Rockland Port District are elected directly by the voters. The Mayor with Council approval fills vacancies that occur in between terms.

### **Appointed Boards, Commissions and Committees**

Volunteers serving on boards, commissions and committees perform much of the work of advising the City Council and providing citizen input and oversight of various projects. There are a number of ad hoc committees appointed for specific purposes. All such entities, their method of membership, numbers of members, terms of office and authority for their existence are listed in Table 10-2 entitled *City of Rockland Boards, Commissions, Committees*. The Mayor with the consent of the City Council appoints members to all these boards, commissions and committees.

### **Issues and Implications**

- (1) The City Manager, subject to confirmation of City Council, appoints a City assessor, a police chief, a fire chief, a personnel director and a Public Works Director. It may be more efficient to

### Public Facilities and Services

have these personnel appointed in the same manner as all other personnel, i.e., appointed by the Personnel Director, subject to confirmation by the City Manager.

- (2) The Health Officer, by Charter is supposed to be appointed by the City Council; according to Chapter 2, §801 of the Code, the Health Officer is to be a physician appointed by the City Manager; and according to Chapter 2, §1803 of the Code, he is to be the Code Enforcement Officer (“CEO”), who is also appointed by the City Manager. These conflicts need to be resolved and clarified.
- (3) The City Clerk, by Charter is appointed and directly supervised by the City Council. Should consideration be given to having the City Manager direct and supervise the daily activities of the City Clerk in the same manner as the City Attorney who is also appointed by the City Council?
- (4) According to the Code, the CEO is the head of the Code Enforcement Department, the Fire Prevention and Electrical Divisions of the Fire Department, and the head and one of the employees of the Public Health Department, as well as being a physician and maybe the City Inspector of Dairy Products. The discrepancies in the definitions of these jobs need to be resolved and redefined into one, or more, position(s).
- (5) Since the Department of Human Services has primary responsibility for general health matters and enforcement of health laws as well as General Assistance laws, should there be one City department to administer the Public Health Department and Welfare Department? And, if so, should the Rockland District Nurses Association be appointed as “Health Officer” for the City and the requirement of physician stricken from Code? Should the Code Office be responsible for public health as it relates to such things as local plumbing and sewage disposal rules since the those types of functions are not subject to DHS control?
- (6) The City Code or Charter does not legally establish the Solid Waste Division of the Public Works Department, the Department of Community Development, and the Engineering Department. These need to be legally clarified. In addition, there are several departments and divisions of the City that seem to overlap and may be streamlined for greater efficiency. Specifically, these are the Fire Prevention Division and the Fire Prevention Bureau of the Fire Department; the Public Health Department and the Code Enforcement Office; and the Community Development and Economic Development Departments.
- (7) In 1999, the Department of Public Works was reorganized to include responsibility for the Solid Waste Disposal Facility (“Transfer Station”), the Regional Wastewater Treatment Facility, and the Public Sewer System, the head of which is the Director of Public Works. Since then, several changes have taken place within the City’s administrative structure. The City has hired a separate superintendent for the Wastewater Treatment Facility (WWTF) and taken the administrative function away from the Public Works Department. The Public Works Department has retained its traditional responsibilities for road and sewer system maintenance and repair, and for the Transfer Station. These changes are not reflected in Chapter 2, §1401 of the Code.
- (8) The position of “Dog Officer” in the Code regarding the Police Department needs to be redefined to the current title, “Animal Control Officer.”
- (9) Some of the City’s Boards, Commissions and Committees have fulfilled their purpose or are obsolete and need to be eliminated.

**Public Facilities and Services**

**Goal: To eliminate conflicts between the Charter and Code and modify them to reflect the current organization of the City's Commissions, Boards, Departments and Divisions.**

**Policies:**

1. Review the Charter and Code to discover inconsistencies between them.
2. Involve Department and Division Heads and Chairpersons of various Boards, Committees and Commissions regarding the organization and functions of their respective bodies.
3. Eliminate City's Boards, Commissions and Committees that have fulfilled their purpose or are obsolete.

**Goal: To restructure the organization of City government to increase efficiency.**

1. Make the Personnel Director responsible for appointing the assessor, police chief, fire chief and public works superintendent, subject to confirmation of City Manager.

**Strategies:**

1. Prepare amendments to the Charter and Code as needed to bring them into compliance with each other.
2. Present the modified Charter and Code for consideration by the City Council.

Public Facilities and Services

**Table 10-1**  
**City of Rockland Departments and Officers**  
*as specified by the Rockland Code*

<b>Department</b>	<b>Head/Other Officers</b>	<b>Appointed by</b>	<b>Code</b>
Code Enforcement Dept.	Code Enforcement Officer Assistant CEO Secretary	City Manager City Manager City Manager	2-1801 2-1801 2-1801
Community Development Department	Community Development Director	Not specifically listed in Code; proposed in 1989 but not adopted.	
Economic Development Department	Economic Development Director†	City Council	2-401
Engineering Department	City Engineer	Not specifically listed in Code	
Finance Department	Finance Director*	City Manager	2-501
Accounting Division	Finance Director*	See above	2-504
Assessing Division	Assessor	City Manager	2-501/4
Purchasing Division	Purchasing Agent*	City Manager	2-501/4
Treasury Division	Tax Collector/Treasurer*	City Manager	2-501/4
Fire Department	Fire Chief	City Manager◇	2-601
Extinguishing Division	Fire Chief	See above	2-603
Fire Prevention Division	Building Inspector△	City Manager	2-603
Electrical Division	City Electrician△	City Manager	2-603
Fire Prevention Bureau	Fire Marshall	Fire Chief	7-104
Harbor and Waterfront	Harbor Master Deputy Harbor Master	City Manager City Manager	2-701 2-701
Legal Department	City Attorney	City Council	2-901
Public Library Department	City Librarian	City Manager	2-1001
Personnel Department	Personnel Director*	City Manager	2-1201
Police Department	Police Chief	City Manager◇	2-1301
	Dog Officer	City Manager	2-1305
Patrol Division	Police Chief	See above	2-1304
Dispatching & Records Div.	Deputy Police Chief	City Manager	2-1304
Investigation Division	Detective	City Manager	2-1304
Public Health Department	Health Officer△	City Manager‡	2-801
	Inspector of Dairy Products∞	City Manager	2-801
	1+ Plumbing Inspectors△	City Manager	2-801
Public Works Department	Public Works Director*	City Manager	2-1401
Solid Waste Division	Solid Waste Foreman	Not specifically listed in Code	
Records Department	City Clerk Deputy City Clerk	City Council City Clerk	2-1501 2-1501
Recreation Department	Recreation Director	City Manager	2-1601

† The Economic Development Director is the City Manager.

\* “Who shall be, or be appointed by, the City Manager.”

◇ Confirmed by City Council.

△ City Code 2-1803 designates the CEO as Health Officer, Plumbing Inspector, City Electrician and Building Inspector. City Code 2-801 requires the Health Officer to be a physician.

‡ At variance with the City Charter.

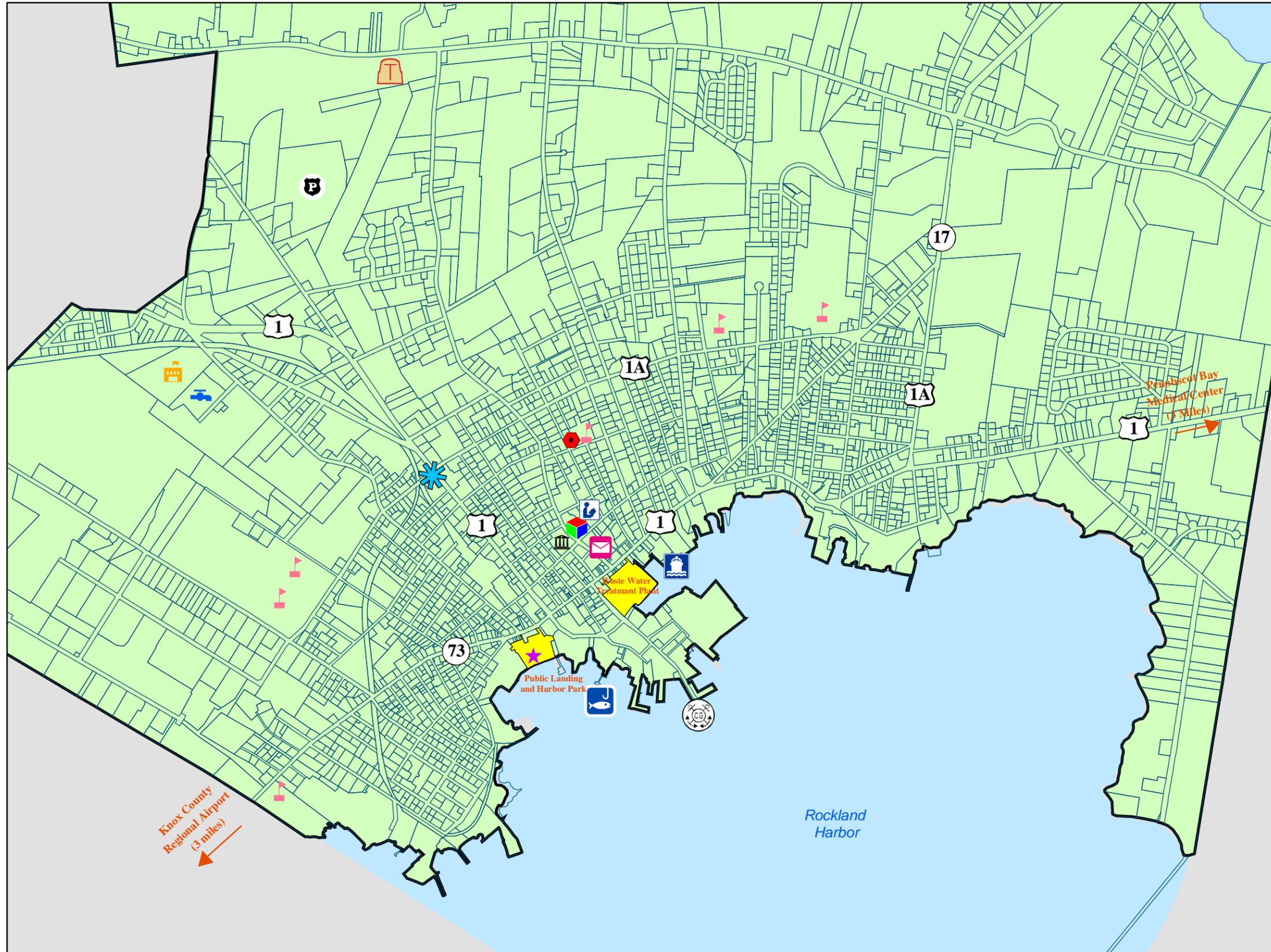
∞ May be the Health Officer.

**Public Facilities and Services**

<b>Department</b>	<b>Head/Other Officers</b>	<b>Appointed</b>	<b>Code</b>
Wastewater Treatment Department	Waste Water Treatment Plant Superintendent	City Manager	2-1001
Welfare Department	Public Welfare Director	City Manager	8-101
Other Non-Departmental Officers	Handicapped Accessibility Program Coordinator	City Council	2-1702
	Registrar of Voters	City Council	6-108
	Planning Director	City Manager	19-103
	Election Warden	Elected by Voters	ME Law
	Ward Clerk	Elected by Voters	ME Law
	Ballot and Election Clerks	City Council	6-109

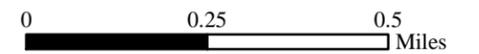
# Rockland

Map 10-1: Public Services and Facilities



## Legend

- ★ Chamber of Commerce
- 🏛️ City Hall
- 🏛️ Knox County Courthouse
- 🏛️ Knox County Jail and Sheriff's Dept.
- 📖 Libraries
- 🎭 Lincoln Center for Arts
- 🐟 Municipal Fish Pier
- ✉️ Post Office
- 🚚 Public Works
- 🏠 Recreation Building
- 🌟 Rockland Police and Rockland Fire Dept.
- 🚩 Schools
- 🚢 State of Maine Ferry Terminal/Bus Depot
- 📐 Tax parcels
- 🏠 Transfer Station
- 🚢 USGS Coast Guard Station



Sources: City of Rockland, Photo Science Inc. and MEGIS  
Map revised: January, 2003



Mid-Coast Regional Planning Commission  
166 Main Street, Suite 201  
Rockland, ME 04841-1315  
(207) 594-2299

Prepared by the Eastern Maine Development Corporation

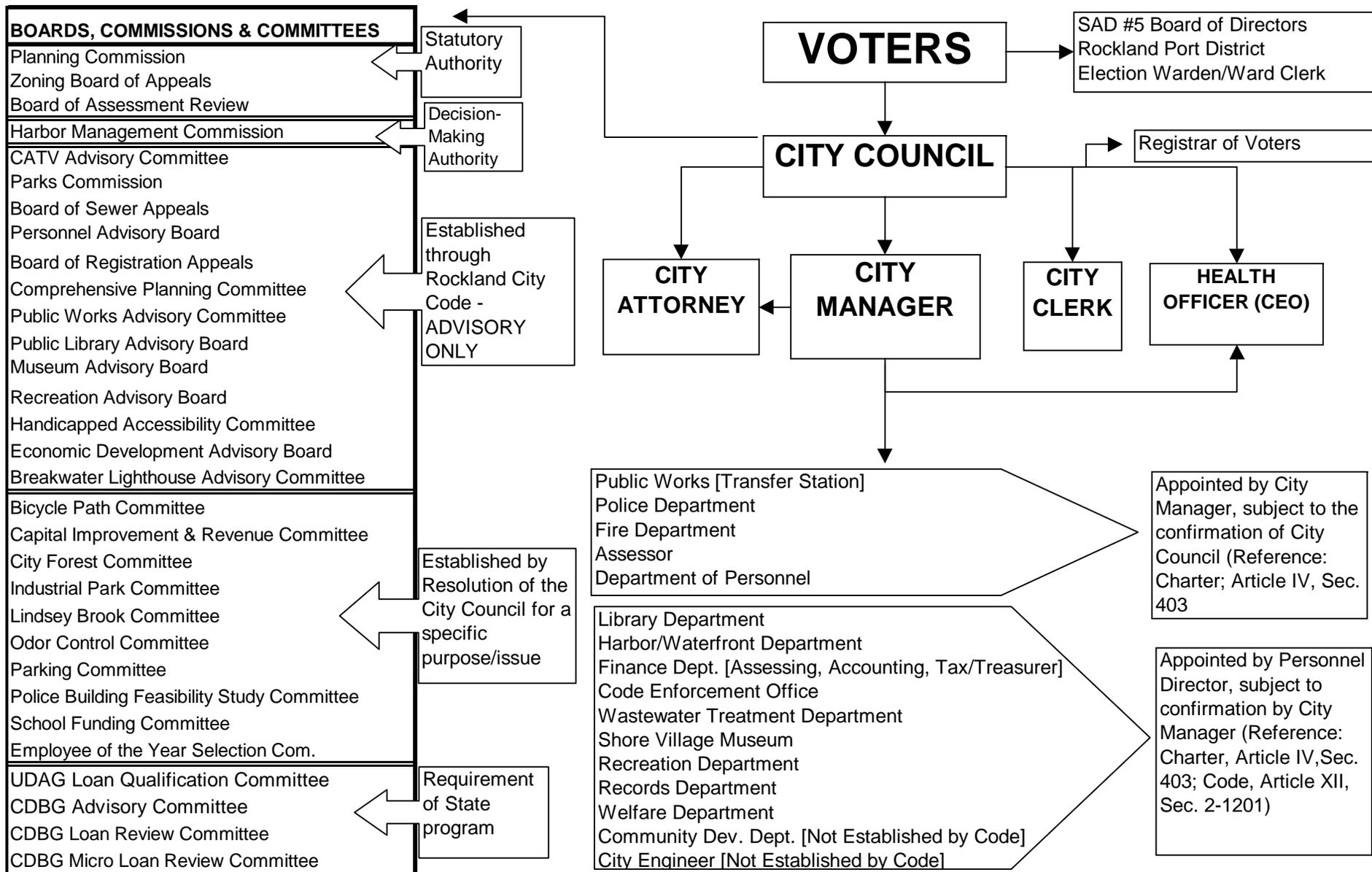
**Public Facilities and Services**

**TABLE 10-2 – BOARDS, COMMISSIONS AND COMMITTEES**

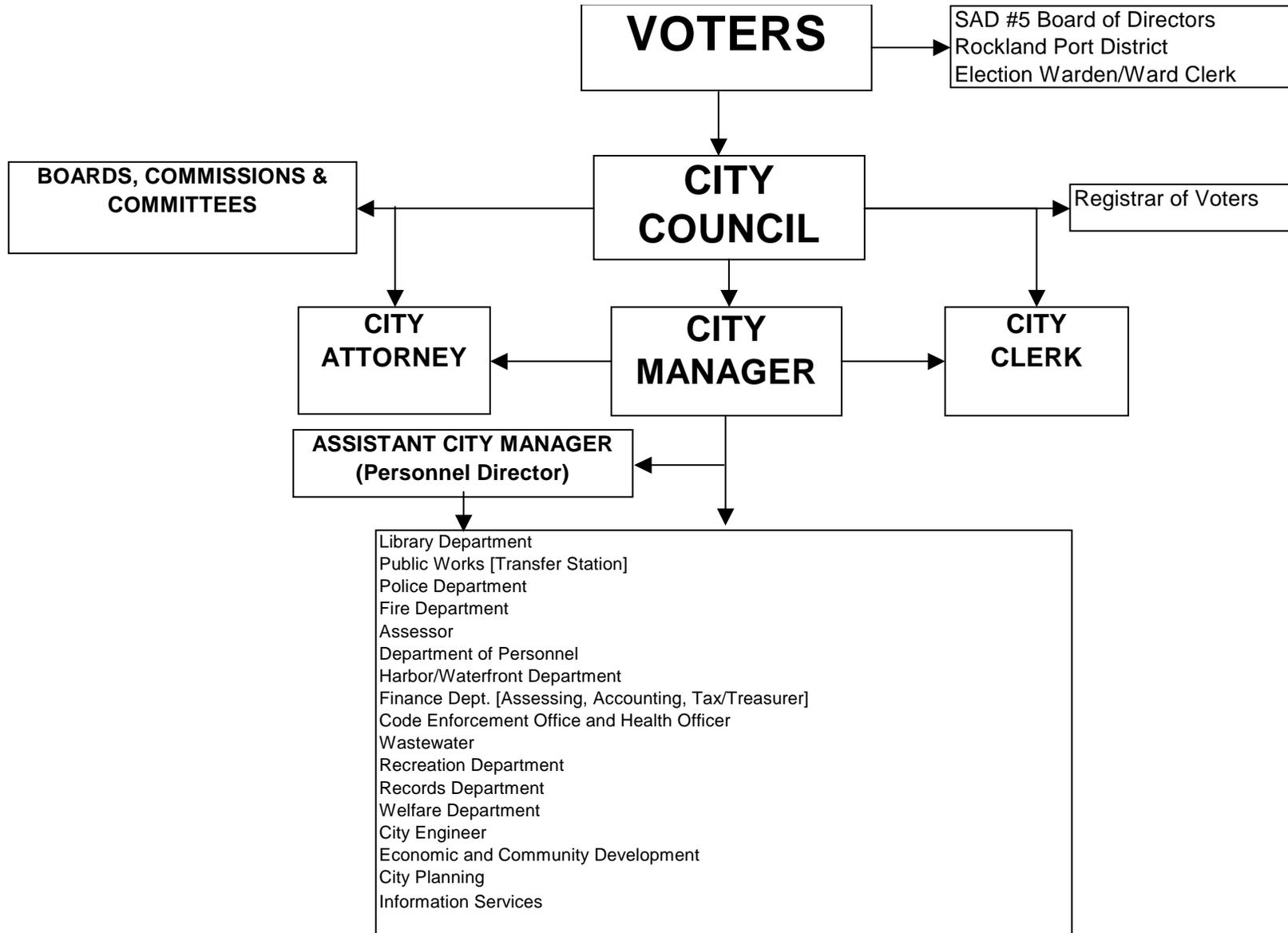
**All appointments are by the Mayor with the consent of the City Council except as noted.**

<b>Name</b>	<b>How Chosen</b>	<b>Members</b>	<b>Terms of Office</b>	<b>Authority</b>	<b>Notes</b>
CATV Advisory Committee	Appointed	5	3 year staggered	11-221	
Parks Commission	Appointed	5	3 year staggered	13-104	
Board of Sewer Appeals	Same Board as Zoning Board of Appeals			14-511	
Planning Commission	Appointed	5	3 year staggered	19-101	Plus two Alternates
Zoning Board of Appeals	Appointed	5	3 year staggered	19-200	Plus one Alternate
Comprehensive Planning Committee	Appointed	7	3 year staggered	19-402	Plus two Alternates
Public Library Advisory Board	Appointed	6	3 year staggered	2-1003	
Museum Advisory Board	Appointed	9	3 years	2-1102	2 Appointed by Council, 1 by GAR, 2 by Coast Guard, 2 by Shore Village Historical Society and City Manager.
Public Works Advisory Committee	Appointed	7	3 year staggered	2-1403	
Recreation Advisory Board	Appointed	9	3 year staggered	2-1602	
Handicapped Accessibility Committee	Appointed	5	3 year staggered	2-1702	
Economic Development Advisory Board	Appointed	5	3 year staggered	2-401	
Board of Assessment Review	Appointed	5	3 year staggered	2-501	
Harbor Management Commission	Appointed	7	3 year staggered	2-703	
Breakwater Lighthouse Advisory Board	Appointed	5	3 year staggered	2-704	
Board of Registration Appeals	Appointed	3	1-4 year; 2-3 year	6-108	
Bicycle Path Committee	Appointed	7	Indefinite	Ad Hoc	
Capital Improvement & Revenue Committee	Appointed	5	Dissolves 2/28/02	Ad Hoc	
City Forest Committee	Appointed	5	Indefinite	Ad Hoc	
Employee of the Year Selection Committee	Appointed	3	Indefinite	Ad Hoc	
Industrial Park Committee	Appointed	5	Indefinite	Ad Hoc	
Lindsey Brook Committee	Appointed	7	Indefinite	Ad Hoc	
Odor Control Committee	Appointed	4	Indefinite	Ad Hoc	
Parking Committee	Appointed	7	Indefinite	Ad Hoc	
Police Building Feasibility Study Committee	Appointed	8	Indefinite	Ad Hoc	
School Funding Committee	Appointed	2	Indefinite	Ad Hoc	
UADG Loan Qualification Committee	Appointed	5	Indefinite	Ad Hoc	Requirement of State Program
Personnel Advisory Board	Appointed	5	3 year staggered	Charter	a/k/a Personnel Examining Board per Code (2-1204)
CDBG Micro Loan Review Committee	Appointed			State Law	Requirement of State Program
CDBG Advisory Committee	Appointed			State Law	Requirement of State Program
CDBG Loan Review Committee	Appointed	5	3 year staggered	State Law	Requirement of State Program
SAD 5 Board of Directors	Elected by Voters	7	3 year staggered	State Law	7 Rockland members. (11= Entire Board)

### CHART 10-1 – ORGANIZATIONAL CHART



**CHART 10-2 – SUGGESTED ORGANIZATIONAL CHART FOR 2010**



## Rockland Code Enforcement Office

### Background

The purpose of the Code Enforcement Office is to administer and enforce building and development codes adopted by the City Council in an effort to protect the lives, safety and property of all citizens of the community. An effective enforcement program, in combination with an up to date Comprehensive Plan and well-written ordinances, will help to preserve and enhance neighborhoods and allows the Code Enforcement Officer to guide development. The Code Enforcement Officer will guide development in an attempt to provide adequate employment, housing, and services for residents and visitors to the City of Rockland, while mitigating negative impacts on adjoining properties and land uses, and while protecting our local environment and its valuable resources. The fair and consistent enforcement of the codes and regulations of the City of Rockland ensures the safety and value of new buildings and improves the conditions of our existing buildings.

The Rockland Code Enforcement Office staff consists of a Code Enforcement Officer (CEO), Assistant Code Enforcement Officer (ACEO), and a secretary. The CEO, who is the Department Head, is appointed by the City Manager. Duties of Code Office include interpretation, administration and enforcement of Land Use and Zoning Ordinances, Shoreland Zoning and Floodplain Management Ordinances, Building and Property Maintenance Codes, Internal Plumbing and Septic System Codes as well as inspection of rental dwelling units and license inspections for lodging facilities and restaurants and food service establishments. Permits and inspections are also required for new electrical wiring, installation of oil burning equipment, signs and driveway openings. The Code Office assists the Planning Commission in the administration of the Site Plan Review and Subdivision Ordinances and performs appropriate plan reviews; provides staff support and assistance in crafting zoning amendments for the Comprehensive Planning Committee; and provides staff support to the Zoning Board of Appeals. At times, the Code Enforcement Office is called upon to draft amendments to the Zoning Ordinance. While many of the amendments are for clarification of parts of the Ordinance, some involve rezoning or changes to space and bulk standards. The City Attorney is available to assist in crafting amendments, since there is no City Planning Department.

The City has officially adopted the 1981 Edition of the BOCA (Building Officials and Code Administrators) Building Code and the National Fire Protection Code (NFPA) for the construction, renovations and changes of use of buildings in the City. In addition, the City has adopted the 1990 version of the BOCA National Property Maintenance Code, which provides minimum standards for maintenance of existing buildings and properties. The latter code is the basis for inspections of rental properties containing two or more dwelling units. Apartment inspections are required to be done every five years. The Property Maintenance Code is also an invaluable tool often used for the enforcement of violations involving issues such as junk cars, improper storage of garbage and rubbish, overgrown weeds and grass, as well as sanitation and living conditions.

## Issues and Implications

- (1) The Code Enforcement Office is charged with enforcement of land use regulations. However, they are often called upon to assist with zoning changes that may have significant effects on both short and long range planning. While the Code Enforcement Department may have invaluable input concerning zoning changes, there may be conflicts between enforcement and planning. Should the researching, writing and implementing Ordinance amendments be shifted to the Community Development Department?
- (2) The Code Office must continuously interpret the meaning and intent of sections of the Zoning Ordinance, which are often unclear and in conflict with other sections. Most of the Zoning Ordinance needs to be carefully rewritten. Should the Code Office continue to sponsor amendments changing and clarifying the ordinance? Should the rewrite of the Zoning Ordinance be a top priority for the City?
- (3) The 1981 version of the BOCA Building Code, which the City has adopted, is out-of-date. Although the City has not adopted the 1996 BOCA Building Code, the Code Enforcement Office references it. Should the City maintain an up-to-date building code to improve it's rating from the Insurance Services Office (ISO), as well as to ensure the safety and value of buildings in the community?
- (4) The Building Code is a highly technical document. Proper administration of this code requires that applicants submit highly detailed plans. Plan review can be very time consuming. Review must be followed by thorough, detailed inspections throughout a project. All of this requires considerable knowledge of the Building Code and inspection techniques, which are only obtained by education and experience. Personnel with this kind of experience will demand higher salaries than those of a regular Code Enforcement Officer. Their duties would likely be limited only to the Building Code and construction site inspections. Should the City consider contracting with an independent plans reviewer and inspector, or should the current staff seek further training?
- (5) The current building code may hinder rehabilitation and preservation of old and/or historical buildings in the community, especially in the downtown area. The present building code applies to new construction and renovation, and does not take into consideration problems inherent in the rehabilitation of old and/or historic buildings. Should the City consider adopting less stringent building regulations for existing buildings? Should the City amend the Code to apply only to new structures and require that existing buildings simply meet the requirements of the Life Safety Code, which is adopted by the State?
- (6) The Code Office is required by the Rockland Code to visit and inspect all rental properties containing two or more units on a five-year cycle. This has not been done on a regular basis since 1998 at which time it was partially completed. Should permanent additional code enforcement personnel be hired to perform these tasks or should the City consider repealing this requirement? If additional staff is hired for this task, should landlords be charged to offset the added expense to the City?
- (7) Enforcement of complicated zoning and planning ordinances is difficult at best. What can the City do to improve timely and successful enforcement of code violations?

**Goal: Separate enforcement duties from planning.**

**Policy**

1. The Code Enforcement Office's primary duty shall be enforcement of the City's codes and regulations.
2. Transfer the development and amendment of planning and zoning codes to another department within the City.
3. The Code Enforcement Office should be a resource for comprehensive planning and planning and zoning code development and amendments.

**Strategies**

1. Amend existing City Ordinances to shift planning and zoning responsibilities to Community Development Department.
2. The City should hire a City Planner.

**Goal: The City should develop a clear and workable Zoning Ordinance that will guide the City under the Comprehensive Plan.**

**Policy**

1. Rewrite the Zoning Ordinance as one (1) Ordinance to increase the enforceability of the Ordinance and assure that there are no conflicting regulations.
2. Improve code enforcement capabilities through fines or other punitive measures.
3. Continue to update the current Zoning Ordinance during the rewrite to assure that the City maintains its high level of public health safety and welfare.
4. Zoning Ordinance amendments should be limited to those that will not have a major effect on long range planning.

**Strategies**

1. Hire an independent professional to rewrite the Zoning Ordinance in conjunction with the implementation phase of this Comprehensive Plan.
2. The Code Enforcement Office shall make known to the appropriate department any necessary amendments to clarify the intent of the current Zoning Ordinance.

**Goal: Have regulations in place that will ensure safe buildings, whether new or existing.**

**Policies**

1. Adopt the latest revisions of nationally accredited codes for building and life safety.
2. Consider an alternative to building codes presently adopted by the City to facilitate re-development of existing buildings.

**Strategies**

1. Adopt the latest version of the Building Officials and Code Administrators (BOCA) Building Code and apply that Code to all new construction.
2. Adopt the latest version of the National Fire Protections Association (NFPA) 101 Life Safety Code and require that a construction permit be obtained from the State Fire Marshall's Office when necessary.

**Goal: Assure that Code Enforcement Office has proper training and personnel to enforce codes and regulations approved by the City Council.**

**Policies**

1. Provide training for current employees and require that new employees be qualified to enforce the regulations adopted by the City.
2. Consider necessary qualifications, certifications, and training when developing new codes and regulations.
3. Depend on State regulations and licensing requirements as much as possible.
4. Provide sufficient staffing and funding to the Code Office so that it can adequately perform its duties and responsibilities.

## Rockland Community Development Department

### Background

Historically the function of the Community Development Department since 1976 has been to apply for and administer Community Development Block Grant housing, economic development and downtown revitalization grant programs. Over time, the Department assumed a limited economic development role, depending on the activism of the City Manager who is also the appointed Economic Development Director. The Department is not officially recognized as a City Department under Section 2-304 of the Rockland Code although the Director is subject to the same personnel requirements as are the sanctioned Department Heads. This has resulted in a contradictory situation.

In the absence of a City Planning Department, the Community Development Department has taken on an additional long-range planning role for the City. This has complimented the short-range planning focus of the Code Enforcement Department. Long-range planning has included serving as the repository for Rockland census data information and analysis; planning for future sewer, water and drainage projects; participation in the planning, prioritization, and funding for major highway, ferry and rail projects; involvement in the continued redevelopment of the downtown area through micro-business loans and promoting upper floor development; and assisting in writing the Comprehensive Plan.

### Issues and Implications:

- (1) The Department has a limited economic development role depending on how much a City Manager wants to involve the Director in economic development activities. This unknown factor has created a level of uncertainty in the Department. Should the situation be resolved by combining the two departments into one Department of Economic and Community Development, or should the Department divorce itself from economic development and concentrate its limited resources on long-range planning.
- (2) The primary source of funding for the Department is derived from community development grant programs secured by various directors yet the Department carries out long range planning for the City without any significant financial support from City appropriations. Should the City assume more of the financial support for the Department?

**Goal: To have a department responsible for gathering economic resource data, long-range planning, and finding appropriate grants to assist community development.**

### Policies

1. To make the Department officially recognized in the Code and funded properly.
2. To make the Department responsible for long-range planning issues.

### Strategies

1. Develop a description of the functions of the Department and the duties and responsibilities of its Director.

## Welfare Department

### Background

By definition, General Assistance is “a service administered by a municipality for the immediate aid of persons who are unable to provide the basic necessities essential to maintain themselves or their families” (22 M.R.S.A. § 4301(5)). Basic necessities include food and shelter. According to State law, each municipality is legally required to administer a General Assistance program. General Assistance is intended to provide immediate aid, thus assistance must be granted or denied within 24 hours of an application. Each municipality must enact a General Assistance ordinance to establish procedures for administering the program and standards of eligibility. The ordinance and amendments are prescribed by the Maine Department of Human Services and adopted by the City Council.

In fiscal year 2000, the City’s Welfare Department assisted 40 families, totaling 84 persons, for an expenditure of \$7,557. In stark contrast, in the depressed economy of 1990, 372 families were assisted, totaling 823 persons, for an expenditure of \$155,380. The most frequent requests are for rental assistance, food, heat and payment of electrical bills. For longer-term assistance, clients are referred to and helped with contacting other agencies such as the Maine Department of Human Services (DHS), Coastal Community Action Program, Salvation Army, the Rockland District Nurses Association, the Hospitality House, and other social service agencies.

Until 1997, the Department was staffed with a fulltime Welfare Director. With staffing changes, it became a part-time department and the Administrative Assistant to the City Manager assumed the duties and responsibilities of the Welfare Director on a part-time basis. The approach to providing General Assistance appears to be working out well for the present.

### Issues and Implications

- (1) The administration of General Assistance is complex and potentially open to legal ramifications. Should the City have a professionally trained caseworker fill the position?
- (2) The General Assistance program appears to be working out fine for the present; however, should the situation change, can the service be contracted out? If contracted out, should surrounding communities be approached to participate in the services?

**Goal: To continue to provide immediate short-term assistance for basic necessities to eligible residents of Rockland by fulfilling the State mandated requirements.**

### Policies

To hire a contract caseworker to be responsible for General Assistance.

### Strategies

1. Have a contract caseworker responsible for the Welfare Department.
2. Find out surrounding communities’ interest in sharing the contract caseworker on an interlocal basis.

## **PUBLIC SAFETY**

### **Police Department**

#### **Legal Authority for its Creation**

The Rockland City Charter provides for the City Manager to appoint a Police Chief, subject to the confirmation of the City Council. Section 2, Article XIII of the City Codes establishes the Rockland Police Department, its divisions and its principal officers.

#### **Additional Officers and Divisions**

These officers are a Deputy Chief, a Lieutenant, three Patrol Sergeants, Detective-Sergeant (the City's Code specifies a "Corporal-Detective"), an Animal Control Officer (a "Dog Officer" per the Codes) and any such additional officers authorized by the City Council, all of whom are appointed by the City Manager.

The Department is divided into three divisions; Patrol, supervised by the Lieutenant (the Code specifies the supervisor of this division is the Chief); Records, supervised by the Deputy Chief; and Investigation, supervised by the Detective-Sergeant (the Codes specify "a Detective appointed by the City Manager"). The Deputy Chief is supervised by the Police Chief.

#### **Duties**

Per the City's Codes, the Police Department enforces local law and order, attends every fire to preserve order and prevent theft and vandalism, inspects the streets and lanes of the City regularly causing obstructions and impediments to be removed, reports any defects and deficiencies in the public streets and sidewalks to the Public Works Director, maintains programs of in-service training, investigates accidents and notifies the City Attorney of any possible liability to the City arising therefrom. The Police deliver notices and papers to the City Council or City Manager or other City officials when requested by the City Clerk.

The City Codes indicate that the Police Department also responds to alarms, both fire and security, and oversees the installation of alarm systems. The Police enforce Handicapped Parking on private off-street areas as well as on public streets and lots.

The Rockland Police Department continues to enforce all State, Federal and Marine laws in addition to City Ordinances. The Department patrols all developed areas within the City, including 57.71 miles of roads. In addition, the Department also patrols the harbor. The Department serves a population of 7,609 residents according to the 2000 Census. However, Rockland is the county seat of Knox County, is a major employment center and is the largest commercial center in the County. It has been estimated that between 15,000-20,000 people are in the City during the workweek.

#### **Personnel**

The Rockland Police Department has 26 members as listed in Table 10-3 entitled *Police Department Personnel*.

**Table 10-3**

**CITY OF ROCKLAND POLICE DEPARTMENT PERSONNEL**

<b>Officers</b>	<b>Title</b>	<b>Officers</b>	<b>Title</b>
1	Police Chief	11	Patrol Officers
1	Deputy Chief	1	Traffic Officer
1	Lieutenant	1	Summer Traffic Officer
3	Sergeants	1	Public Safety Secretary*
1	Detective-Sergeant	1	Receptionist
1	Drug Interdiction Officer	1	Animal Control Officer
1	Juvenile Officer	1	Cleaning Person

\* Shared with the Fire Department

**Budget and Equipment**

The FY 2000-2001 Police Department budget was \$938,343. The FY 2001-2002 budget request was \$981,106, an increase of 4.6%. The Department owns and maintains five patrol cars, two detective cars, five bicycles and a patrol boat for use in the harbor, in addition to the smaller personal equipment such as radios, weapons, lights and other items. The Police and Fire Departments share a building on Park Street at the intersection of Broadway.

The City’s Capital Improvement Plan policy is to replace a police cruiser after 100,000 to 120,000 miles of use. The FY 2001-2002 budget includes replacement of two cruisers at a cost, including trade-ins, of \$37,600.

**Revenues**

Police Department revenues are estimated at \$42,225 for FY 2001-2002. Of this, \$20,000 is estimated from parking tickets and \$12,000 from security provided at various events and locations, including the Lobster Festival, the Blues Festival, high school activities, Recreation Center activities, and traffic/safety details at utility and road construction sites.

**Additional Programs**

In addition to their official duties as detailed above, the City’s Police Department runs a Drug Abuse Resistance Education (DARE) Program in the local schools funded by private donations; an O.U.I. Enforcement Program, funded by MDOT grants (a \$1,400 grant was received from the Maine Bureau of Highway Safety in early 2001); a Jump Start Program, which is a youth at risk mentoring program; Rockland Arts Academy, an after school program for fourth and fifth graders run by SAD 5; and community policing i.e., bicycle and harbor patrols funded in part by community policing grants.

**Performance**

Performance of a police department is measured by Uniform Crime Reports, submitted monthly, and collected at the state and federal levels. To the citizens, perhaps the most important measure of performance is in the clearance rate, the percentage of reported crimes in which the criminal is brought to justice or the victim is otherwise satisfied. For Class I Crimes, the more serious offenses, the clearance rates (percentages) from 1996 through 2000 were as follows:

<b>Table 10-4</b>			
<b>CLASS I CRIMES, Rockland, Maine, 1996-2000</b>			
<i>Rockland Police Dept. Year End Report, 2000</i>			
<b>Offense</b>	<b>Number Reported</b>	<b>Number Cleared</b>	<b>Percentage Cleared</b>
Assault	640	592	92.5%
Auto Theft	82	41	50.0%
Burglary	166	58	58.0%
Rape	27	20	74.1%
Robbery	15	11	73.3%
Theft	2000	680	34.0%

The overall clearance rates for each year were as follows:

YEAR	1996	1997	1998	1999	2000
RATIO	47%	50%	48%	41%	45%

Another measure of performance may be the number of arrests made, though it could be argued that fewer arrests indicate better police work serving as a deterrent to criminal activity. Recent arrest totals, other than for Motor Vehicle Violations, were as follows:

YEAR	1995	1996	1997	1998	1999	2000
ARRESTS	2,331	2,852	2,911	2,791	1,154	817

For 2000, of the 817 non-Motor Vehicle Violation arrests, 708 (85%) were adults and 83 (15%) were juveniles.

The Maine Department of Public Safety compiles the Uniform Crime Reports for the State of Maine. These include the “Index Crimes” of Murder, Rape, Robbery, Aggravated Assault, Burglary, Larceny and Motor Vehicle Theft. These are compiled by County and include crimes reported by the State Police in each county, by the sheriffs in each county, and by each municipality that has a police department. Within each county, total crimes and crime rates for the county are compiled, and for urban and rural areas. Similarly, total, urban and rural crimes and crime rates are compiled for the State. The Crime Rate is reported in “Crimes Per Thousand Persons,” while the Clearance Rate is reported as a Percentage of Crimes “Solved.”

**Public Facilities and Services**

Crime Rates and Clearance Rates for 1996 through 1999, as reported by the State of Maine, are as follows:

<b>Table 10-5</b>				
<b>Crime Rate and Clearance Rates 1996-1999</b>				
	1996	1997	1998	1999
	Rate/Cleared	Rate/Cleared	Rate/Cleared	Rate/Cleared
Rockland	76.57/36.3	74.75/39.0	53.78/34.7	49.74/29.4
Knox County Urban Areas	44.92/31.2	38.66/35.8	29.83/30.7	29.22/27.2
Knox County Rural Areas	13.30/28.4	13.25/41.7	11.52/36.5	14.41/36.0
State of Maine Total	34.03/27.6	31.62/29.3	30.81/28.1	29.10/29.1
Maine Urban Areas	40.98/27.7	39.28/29.2	37.22/28.3	34.47/29.4
Maine Rural Areas	19.51/27.2	16.46/29.9	18.13/27.4	18.34/28.2

The Maine Department of Public Safety statistics indicate that Rockland’s Crime Rate declined significantly from 1996 through 1999. Although it is higher than that for Maine Urban areas, it is comparable to similar Midcoast service center cities such as Ellsworth with a 1999 crime rate of 51.46, and Belfast with a 1999 rate of 41.87. Rockland’s Clearance Rate has been better than Knox County Urban Areas and better than or equal to the State of Maine Total and State of Maine Urban Areas and Rural Areas during that period.

**Issues and Implications**

- (1) **ADDITION TO PUBLIC SAFETY BUILDING.** The most important issue in early 2001 is the overcrowding within the Public Safety Building. The City obtained the former Snappy’s Pizza building, across Lisle Street from the Public Safety Building, and intends closing Lisle Street from Park Street and constructing an addition to the building across the present right of way of Lisle Street. Lisle Street will retain access from Pleasant Street. The Capital Improvement Project (CIP) Committee has recommended a November 2001 bond issue for \$2,000,000 to pay for the addition. There are significant advantages to having Police and Fire Departments in the same location. The present location offers good access to all parts of the City. While the Police Department clearly needs additional space, is the projected cost reasonable to meet their needs?
- (2) **COMPUTERIZED PARKING TICKET SYSTEM.** The current manual system is inefficient and has resulted in a loss of revenue. The new system will record tickets, billing and payments and print notification letters to violators. It will also generate necessary reports. The CIP Committee has recommended \$27,000 for the project in FY 2001-2002.
- (3) **OVERALL COSTS OF OPERATION.** The City Manager compared police costs in a number of Maine municipalities. Bath, with a 2000 Census population of 9,266, has 20 full time officers, compared with Rockland’s 20 full time and 4 part time officers. Bath has a per capita cost of \$105, compared with a per capita cost in Rockland of \$124. However, Rockland had 12,000 calls in 2000, compared with 9,000 in Bath, and so Rockland’s cost per call was \$78 compared with \$108 for Bath. It is not known what combination of factors has resulted in the higher number of police calls per capita in Rockland as compared to Bath. All of the other

## Public Facilities and Services

municipalities compared, Bar Harbor, Bath, Topsham, Wells, Saco, Brunswick and Camden, have their own combination of factors affecting their populations and their generation of police activity. However, only Rockland was located near a major State Prison. Only Wells, at a per capita cost of \$128, was higher than Rockland, but only Topsham fell significantly below \$100 per capita, with \$81. On a per call basis, only Wells with \$60 and Saco with \$58 were below Rockland's \$78 cost. Camden's cost per call was \$138. Rockland's Police Department, compared with earlier periods, is better trained and more professional. Can, or should, Rockland's citizens expect to pay less for police protection? Should the State assume more of the costs to nearby municipality's incidental to location of the State Prison?

- (4) HARBOR PATROL. The Police patrol Rockland Harbor, in addition to the occasional activities of the Harbormaster's launch, which tends to be used for purposes other than law enforcement. With the increasing popularity of Rockland Harbor for pleasure boating, the police chief estimated that, on some summer weekends, there was as much value afloat on the harbor as was represented in the Main Street businesses. The police chief feels that removal of the Police Launch patrols could increase the number of illegal boardings on unoccupied moored boats.

**Goal: To continue the high level of Police Protection for the citizens, visitors and businesses of Rockland.**

### **Policies:**

1. Continue the current authorized staffing levels, which have been in effect for approximately ten years.
2. Continue the cooperation with and sharing of the Public Safety Building with the Fire Department.
3. Improve operations through use of appropriate technology.
4. Continue Police patrols of Rockland Harbor.

### **Strategies:**

1. Continue to apply for grants and other financial assistance for such programs as Community Policing.
2. Construct the addition to the Public Safety Building, including those spaces and facilities needed for efficient and effective Police Department functioning.
3. Computerize the parking ticket system, and take advantage of any other technological improvements in efficiency and effectiveness as they become available at reasonable cost.
4. Consider, if it would not make Rockland Harbor non-competitive with other nearby recreational harbors, a modest increase in mooring or other user fees to offset the costs of the Police Patrol of the Harbor.

## **Fire and Emergency Medical Services Department**

### **Legal Authority for its Creation**

The Rockland City Charter provides for the City Manager to appoint a Fire Chief, subject to the confirmation of the City Council. Section 2, Article VI of the City Codes establishes the Rockland Fire Department, its divisions and its chief officers.

### **Additional Officers and Divisions**

Per the City Codes the Department's additional officers are three Assistant Chiefs, three Lieutenants and a number of firemen, all of whom are appointed by the City Manager. The City Codes also divide the Department into three divisions; Extinguishment, headed by the Chief; Fire Prevention, headed by the Building Inspector; and Electrical, headed by the City Electrician. In addition, Chapter Seven of the City Codes, "Fire Prevention," establishes a Fire Prevention Bureau within the Department headed by the Fire Marshal, who is a member of the Department designated by the Chief. Also, the Chief may appoint a number of Technical Inspectors as determined by the City Council.

In practice, the Department is divided differently from the organization specified by the Codes. The Permanent Division consists of three separate shifts, each of which is commanded by one Assistant Chief, aided by one Lieutenant. On each of these shifts, these two officers supervise three firefighter/EMTs. With the inclusion of the Fire Chief, the Permanent Division consists of sixteen full-time personnel.

The Call Division consists of four separate companies (Engine 1, Engine 2, Engine 3 and Ladder 1). Each company is commanded by one Captain who is assisted by one Lieutenant. Additionally, the Call Division provides one Safety Officer (of Captain's rank) and one Assistant Safety Officer (of Lieutenant's rank). The balances of the division are firefighter/EMTs and are assigned to the various companies and operate under the command of the Company Officers.

Six Fire Police are in the Call Division and respond to all structure fires and on an as-necessary basis for crowd and traffic control.

### **Duties**

The Fire Department prevents, extinguishes and investigates fires; protects life and property against fire; provides Emergency Medical Service at the Paramedic Level to the City and surrounding areas (per Mutual Aid agreement); provides extensive, specialized and progressive training to its members in all applicable disciplines and to segments of the public; maintains and effects repair (as necessary) on all buildings, vehicles and equipment assigned to the department; is responsible for the inspection of all premises, for which a license or permit is required, for adherence to the National Fire Protection Association's *Life Safety Code*; provides chimney inspection services to all city residents who request such service; installs, maintains and repairs all components of the City Fire Alarm System and provides standby coverage of various community events. Other specialized services provided by the Rockland Fire Department are Underwater Recovery, High-Angle Rescue and Hazardous Materials Incident stabilization and mitigation.

**Personnel**

The Rockland Fire Department has sixteen full-time members and others as listed in Table 10-6 entitled *Fire Department Personnel*.

**Table 10-6  
City Of Rockland  
FIRE DEPARTMENT PERSONNEL**

<b>Officers</b>	<b>Title</b>
1	Fire Chief/Ambulance Director
3	Assistant Chiefs
3	Full-time Lieutenants
9	Full-time Firefighter/EMTs
25	Paid Call Division Members
6	Paid Call Division Fire Police
1	Public Safety Secretary*

\* Shared with the Police Department

**Budget and Equipment**

The FY 2000-2001 Fire Department budget was \$748,708. The FY 2001-2002 budget request is \$763,452, a 2.0% increase. The Police and Fire Departments share a building on Park Street at the southeast corner of its intersection with Broadway.

The Department owns and maintains the following vehicles:

- Three pumpers, 1978, 1990 and 1999;
- One ladder truck, 1983, which now has a ladder capable of reaching 80’;
- One squad (rescue) truck, 1983, constructed on a one-ton frame;
- One utility truck, 1988, (frame repaired) for brush and woods fires; and
- Three ambulances, 1990, 1998 and 2001.

The City’s Capital Improvement Plan policy, as recommended by the Capital Improvement & Revenue Committee, is to replace all fire equipment after 30 years of use, except for ambulances, which should be replaced after 12 years of use. The CIP Committee recommended purchase of a high pressure Breathing Air Compressor @ \$24,000 for FY 2001-2002.

**Revenues**

Fire Department revenues are estimated at \$44,306 for FY 2001-2002. The vast majority of this revenue is anticipated from EMS transfer calls, 1400 calls x two employees @ \$15.66/hour. Ambulance billing has been done by a private contractor since January 1, 2001 and is working out very well. The Department is continuing to try to complete billing for prior periods, and may eventually “write off” some of those bills that have not been paid.

**Emergency Management**

Emergency Management is a function of County government. However, the Fire Chief is Rockland’s Director on the Board of the Emergency Management Agency. Sylvia Birmingham is the Director of Emergency Management of Knox County as of May 2001. She coordinates training for various emergency services in municipalities in the county, most of which are provided by grants

through state and federal agencies. The Local Emergency Planning Committee Chairman is Bob Oxton of Camden. The Vice Chairman is Francis Johnson, a firefighter/EMT on Rockland's Fire Department, who is also a Hazardous Materials Team member. The Emergency Management Agency does periodic risk assessments and analyses of area municipalities for such incidents as weather-related emergencies, hazardous material spills and terrorist incidents, the latter concentrating on public health threats and medical responses. They have also had training in bomb searches. Depending on the type and seriousness of any given incident, the Emergency Management Agency calls on such organizations as the State Police, Department of Environmental Protection and the U. S. Coast Guard to assist local police and fire departments.

### Issues and Implications

- (1) The Chief has recommended, for two years, that a reserve fund be established to finance the replacement of the 1983 ladder truck, which is no longer in first class condition. The estimated replacement cost, with a 100' ladder capability, is in the range of \$450,000 to \$550,000. No reserve fund has been established for this purpose. In the past, vehicles were purchased which were not of sufficient quality to last for their anticipated service life. Can the City obtain vehicles that will serve the necessary time periods without heavy debt service? Would a reserve fund for such large purchases be advantageous in reducing variations in the City's tax rates?
- (2) The Chief recommends that no ambulance be operated more than nine years. Ideally, he would like to see one new ambulance purchased every three years, which would eventually reduce the maximum service life to six years. Ambulances have seen many improvements in the equipment they carry, which has often required a heavier chassis for the vehicles. Can, or should, Rockland replace its ambulances more frequently? If so, how frequently?
- (3) The current Insurance Service Office (ISO) Rating for Rockland is Class 4/9, very close to Class 3, based on the latest tests in 1985. The ISO recently tested Rockland. Results can be found in the Water Supply Section of this Chapter. The current flow to the Industrial Park is about 2,500 gpm, however; a desirable fire flow would be 5,000 gallons per minute (gpm). The Chief would like a second reservoir, similar in capacity, 1 million gallons, to the one on Juniper Hill (Old County Road) on Ingrahams Hill in Owl's Head. He estimates the cost at \$1.25 million. With adequately sized water mains to the industrial park, this would supply adequate fire flows to the park and would also allow expansion of water service to additional areas of Owl's Head. Fire flows to the Knox County Regional Airport are not adequate to allow sprinklers to protect aircraft in the hangars.
- (4) Response time to the North End, Camden Street and the Samoset Road areas is too long, exceeding the desirable four to five minute response time for ambulances, particularly in summer traffic. In addition, response time to the Rockland portion of Route 90 is about eight minutes with lesser response times to the Dodge Mountain subdivision and the Bog Road. While a substation in the North End, housing one pumper and one ambulance, would decrease those response times, it would also require an additional three persons per shift. Should, Rockland establish a fire substation in the North End?
- (5) The Chief does not feel the need for tank trucks to respond to areas beyond public water. Each pumper truck has a capacity of 750 gallons of water, enough to extinguish most fires. Many nearby towns, with limited or no areas served by public water mains and hydrants, have 2,200-

## Public Facilities and Services

gallon pumper trucks, which are capable of quick response under Mutual Aid since they require only one person to operate them. There is a 100,000-gallon capacity fire pond on the north side of Route 90, which is available for fire fighting in that area. Can additional fire ponds be established in other areas not served by public water?

- (6) The Chief strongly recommends installation of sprinklers in residential properties beyond the areas served by hydrants connected to the public water system. Should this be a requirement for new residences beyond a certain distance from either a hydrant or a fire pond?
- (7) Although the Fire Department conducts many Life Safety Code inspections, inspects chimneys and wood stove installations, and inspects architectural plans, these are difficult to schedule since the Fire Department personnel involved must often respond to alarms. Occasionally, an off-duty person does inspections so that the inspection can be completed even if an alarm comes in. Would additional, perhaps part-time, personnel for inspections be cost effective?
- (8) The Chief is very pleased with the way the Knox County Dispatcher is working for the Department. The dispatchers are now located at the County Jail in Rockland. The City's costs for dispatching were about \$190,000 per year. The City's share of Knox County's dispatching cost for 2001 is \$102,556, a savings of \$87,444 per year. Should the City continue or increase its support of the regional call center?
- (9) Many nearby towns have found that they can no longer rely on an all-volunteer Fire Department. Many Fire/EMS personnel no longer are employed in their hometowns and are unable to respond to emergencies during their working hours. Thomaston has had two full-time persons on duty since early in 2001. This has relieved Rockland of Mutual Aid calls in St. George and South Thomaston, which are now covered by Thomaston. Thomaston has also been able to cover Rockland under Mutual Aid. Similarly, Rockport now has one person on duty at all times. Camden has two persons on duty full time for ambulance service and two for fire calls. Union is considering some full time Fire/EMS personnel. Are area fire departments coordinating their staffing policies to provide better overall fire protection to the region? Is there a role for the County in assisting in this coordination?

**Goal: To continue the high level of fire protection and emergency medical services for the citizens, visitors, and businesses of Rockland.**

### **Policies:**

1. Continue current levels of staffing and training.
2. Establish policies regarding replacement of major equipment so that fully adequate fire engines and ambulances are available to meet current needs.
3. Encourage the installation of residential sprinklers in areas beyond the Consumers Maine Water Co. service area.
4. Require the installation of fire ponds, with dry hydrants, in subdivisions beyond the Consumers Maine Water Co. service area.
5. Install a second reservoir in the vicinity of the Industrial Park.

## Public Facilities and Services

### Strategies:

1. Establish a reserve fund, with specific guidelines for its use, or some other effective method, to reduce the impact on taxes when fire engines and/or ambulances require replacement.
2. Modify the Subdivision Ordinance to require fire ponds and dry hydrants in subdivisions not served by Consumers Maine Water Company.
3. Work with Consumers Maine Water Company, the Town of Owls Head, Knox County, and any other interested parties to provide cost sharing for a reservoir on Ingrahams Hill in Owls Head to serve the fire fighting needs of the Rockland Industrial Park and Knox County Regional Airport and to allow the extension of public water service to currently unserved areas of Owls Head.
4. Allow a one-time property tax credit for individual homeowners who live outside of the area served by public water and install a home sprinkler system.

## WASTEWATER TREATMENT PLANT AND SEWERS

### Wastewater Treatment Department

Unlike most departments of the City of Rockland, the cost of the Wastewater Treatment Department is entirely recovered from revenues, other than some city cost-sharing in various public improvements such as replacement of sewer lines. The FY 2000-2001 budget was \$2,173,736, matched by \$2,173,736 in revenues. The FY 2001-2002 budget request is \$2,351,817, an 8.2% increase, to be matched by anticipated revenues of \$2,351,817. A new Department Head was appointed in January 2001. Staff for 2001 includes eleven persons, with two additional full-time persons to be hired in FY 2001-2002. For FY 2001-2002, the CIP Committee recommended \$1,285,500 in requested capital improvements for the Department.

### Background

Most of the built up area and potentially developable area of Rockland is either on or accessible to public sewers. Generally, public sewer and water are found together; however public water encompasses a larger portion of the community. The sewer service area is generally bounded on the east by the harbor, on the south by Owl's Head and the Industrial Park, on the west by Old County Road, and on the north by Maverick Street and Camden Street as shown on the Public Facilities Map. In addition to serving the City of Rockland, wastewater flows from the Glen Cove and Samoset Resort area of Rockport are collected at a lift station on Waldo Avenue that also serves the homes and the condominiums on Samoset Road in Rockland. Twenty-nine residences, including units in two mobile home parks on Pleasant Street in Thomaston, are served by Rockland, as are many businesses along Route 1 and on Dexter Street. In Owl's Head, Rockland now serves about 40 residences in the Ingraham's Hill section of Owl's Head, where two lift stations have been installed.

The City of Rockland owns and operates the wastewater collection and treatment systems. The Waste Water Treatment plant is located on Tillson Ave., near the downtown area and on the waterfront of Lermond's Cove. Less pumping is required here than would be necessary at a higher location, but odors have been problem for the downtown. The collection system consists of old combined storm water and sanitary sewers, separate sanitary sewers, separate storm water sewers and drainage conduits, interceptor sewers, lift (pumping) stations and force mains. The Wastewater Treatment Facility (WWTF) is a 3.3 million gallon per day (mgd) wastewater treatment facility with a 7.5 mgd capacity during peak periods. Following recent improvements to the plant, it now has the ability to treat, through disinfecting and air scrubbing, up to 33 mgd of storm water. The WWTF uses the conventional activated-sludge process involving the injection of air into the wastewater enabling the biological breakdown of the organic waste. At present levels of usage, the plant has about 1 mgd in excess capacity, enough to serve an additional 3,000 residences.

The collection system consists of approximately 13 miles of collector sewer pipes, force mains and interceptor sewers. Management of the system is a combined effort between the Department of Public Works (DPW), which oversees the wastewater collection and drainage systems, and the Wastewater Treatment Department for the lift stations, force mains and the WWTF. The DPW is responsible for the maintenance of all streets and catch basins, litter control and maintenance functions. Sludge is trucked

by the Wastewater Treatment Department to the BFI composting facility in Unity Plantation. Previously, the residual sludge was disposed of at the municipal landfill. However, because of the odor and other complaints by area residents, the City began hauling sludge to the more expensive BFI facility. Recent changes to the WWTF have reduced the sludge volume by about one-third, at the cost of some additional electrical and chemical usage.

The WWTF, along with the interceptor lines and most of the lift stations and force mains was constructed between 1976 and 1978. The system began serving the City in October 1978. The plant upgrade, which took about two years of construction time, was completed in 2001. The upgrade has included covering all tanks and treating all air passing over them to eliminate odors. About 30% of needed improvements were not included in the upgrade and will be done on an annual basis. These will be financed both through the annual budget and with bonds. Most of the additional projects involve replacement of pumps, provision of spare pumps and other physical plant improvements at the WWTF and at the lift stations.

The WWTF treats a mixture of residential, commercial, industrial, storm water and landfill leachate. The plant is rapidly moving to a state of the art System Control and Data Acquisition (SCADA) system, which will largely automate the operation of the plant, enabling it to respond quickly to changes in the mixture of its various inflows.

Rockland has a major manufacturing plant that produces carrageenan. It is the only plant of its kind in North America, and the water waste it produces complicates the sewer treatment process. This plant also accounts for about half of the wastewater treated, roughly equivalent to 4000 households. If this plant were to shut down, the remaining users would have to bear a fee increase of about 50%.

The Federal Government now has a requirement that municipalities have an industrial pre-treatment ordinance. Federal standards for pre-treatment need to be incorporated into an ordinance that is appropriate for the particular community. Rockland has not yet enacted this ordinance.

### **Sewer Problems**

The sewer collection system exhibits a number of problems associated with aging, infiltration/inflow (I/I)<sup>1</sup> and combined sewer overflows (CSOs).

#### **Infiltration and Inflow**

Water infiltration and inflow frequently enters into the combined sewers thereby aggravating the situation by adding more flow to the combined collection system. Previous excessive I/I removal efforts have included several separation projects throughout Rockland.

#### **Combined Sewer Overflows**

The City of Rockland's sewer collection system currently has four licensed combined sewer overflows CSOs. CSOs carry both storm water and wastewater in the same conduit. All CSOs discharge into Rockland Harbor, a Class SC water body. SC is the third highest classification for Maine's marine and estuarine waters and includes the following allowable uses: water contact recreation, fishing, restrictive harvesting of shellfish; and industrial processing and cooling water supply. Two of the

---

<sup>1</sup> Infiltration is defined as groundwater which enters a collection system through leaking pipes and joints; inflow is typically storm water that enters the collection system through catch basins, roof drains, sump pumps, foundation drains and larger holes in pipes and manholes.

licensed CSOs are located at the sewer plant and discharge directly into the harbor at Lermond's Cove; another is located at the Park Street pump station, and the last at the Public Landing. The CSOs were installed at the time of the interceptor sewer construction in the mid 1970s to allow excess flow, caused by heavy periods of rain and annual snowmelts, to be diverted to Rockland Harbor instead of being transported to the sewer plant for treatment as the plant was neither designed nor constructed to handle this additional flow during wet weather periods. At the time, this was an acceptable practice for older cities that had predominantly combined storm water and sanitary systems. The report entitled *Draft Combined Sewer Overflow Facilities Plan Rockland Maine*, March 1997 prepared by Earth Tech of South Portland, Maine, stated that 47 million gallons of untreated sewage flow into the harbor each year leading to high bacteria counts. This high bacteria count has led municipal officials and the Maine Department of Environmental Protection to close Sandy Beach to swimming indefinitely until the bacterial level is within acceptable levels.

When originally installed, CSOs were essentially ignored because of the cost of addressing the problem and the need to focus on sewer system collection and treatment plant construction. However, the issue of abatement of CSOs later became a high priority for the Maine Department of Environmental Protection (DEP) as these are one of the last remaining untreated point sources of pollution still being discharged into the water bodies of the State.

In summary, because of the condition of the sewer system, the DEP, which issues the WWTF and CSOs discharge licenses, warned the City that if it did not upgrade the system as needed, the agency could initiate a court ordered agreement, with fines, to force the City to do the work.

### **History of Efforts to Address WWTF and CSO Problems**

In order to upgrade the sewer system, the City Council placed a \$9,000,000 bond issue on the June 10, 1997 referendum ballot. The bond would have enabled the City to reduce the amount of untreated sewage that goes into the harbor by 90% by treating the CSOs in the northern and western section of the City, minimizing the odor from the plant by installing an odor control scrubbing system, upgrading the aeration equipment to more efficiently break down the waste, and improving upon sludge processing and hauling through better compression.

The voters by a margin of 387-284 defeated the referendum. As a result of the bond's rejection by the voters, the DEP imposed a modified sewer connection moratorium on the City as they felt that since the City had no viable plan in place to upgrade the plant, the State could not allow additional wastes to enter the harbor and thus no new sewer hook-ups could be allowed. The moratorium was placed on June 30, 1997. However, as determined on a case-by-case basis, residential and commercial construction projects that were either underway or approved were still permitted to connect. Later projects would be allowed to connect provided the total additional sewage flow did not exceed 12,000 gallons per year.

Because of the potential wide-spread and long term impact on the economic growth of the community, such as the then proposed Industrial Park expansion, other business growth and the curtailment on new home construction, the City Council acted on July 7, 1997 to place a slightly lesser sewer upgrade proposal in the amount of \$8.55 million back on the ballot for the November 4, 1997 election. In addition, the Council also voted to put on the same ballot a parallel referendum bond issue, in the amount of \$33,000,000, to build a new WWTF at another location.

## Public Facilities and Services

On November 4, 1997 the voters overwhelmingly approved the \$8.55 million bond issue by 71%, 1,485 to 603. The parallel \$33 million referendum for a new plant at another location was defeated with only 603 in favor and 1,175 opposed. The upgrade work was anticipated to take 18 months to complete. Following the positive City vote, the Department of Environmental Protection lifted the imposed moratorium on new and expanded sewer connections.

### **Project Financing**

The State Revolving Loan Program administered jointly by the DEP and Maine Municipal Bond Bank, provides lower interest rates. The City financed the \$8,550,000 sewer bond from the Revolving Loan Fund @ 2.41%. This will be paid off in about 19 years.

Local financing sources include increased sewer user fees, applying some of the debt repayment costs to the tax base, and connection fees for new or expanded hook-ups. The \$8.55 million system upgrade would hike the average annual household sewer bill from \$159 to \$297 and increase the property taxes of a single family home assessed at \$50,000 annually by \$30.

Other communities, such as the Towns of Thomaston and Bethel, charge a capacity (impact) fee or special one time sewer connection charge for new or expanded two or more family residential projects and for commercial and industrial developments as a means of raising additional local revenues to pay for capital improvements to the sewer system. Rockland does not presently have this charge.

### **Waste Water Issues and Implications**

- (1) There is no Master Plan for sewer service for the WWTP. Since the plant is a regional resource, should a regional plan be made which shows the areas of Rockland and adjoining municipalities that can be served by the plant?
- (2) The plant upgrade was completed in 2001 and did not include about 30% of the improvements needed. The additional improvements include lift station upgrades at Park Street, Waldo Avenue and outer Pleasant Street, at an estimated combined cost of about \$1.4 million. Should these improvements be done? How should they be financed?
- (3) An accurate service area map does not exist. Should one be created?
- (4) Rockland does not have a capacity charge for new or expanded users. The law requires that these revenues be used for capital improvements. Should the City have this charge?
- (5) Rockland does not have an Industrial Pre-Treatment Ordinance as required by Federal law. When can this ordinance be written and passed?
- (6) Areas of the City still have combined storm water and sanitary sewers. This is inefficient because the storm water receives the same level of treatment as the sewer waste. During especially wet weather the treatment plant cannot handle the excess flow and the combined storm water and untreated sewage are diverted to Rockland Harbor resulting in unacceptable bacteria levels in the harbor. How can the City correct this problem? How soon can this be done?

## Public Facilities and Services

- (7) The treatment plant is located in the downtown area where odors from the plant have been a problem and on Lermond's Cove, the only protected cove in Rockland Harbor. Should the WWTP be located away from downtown?

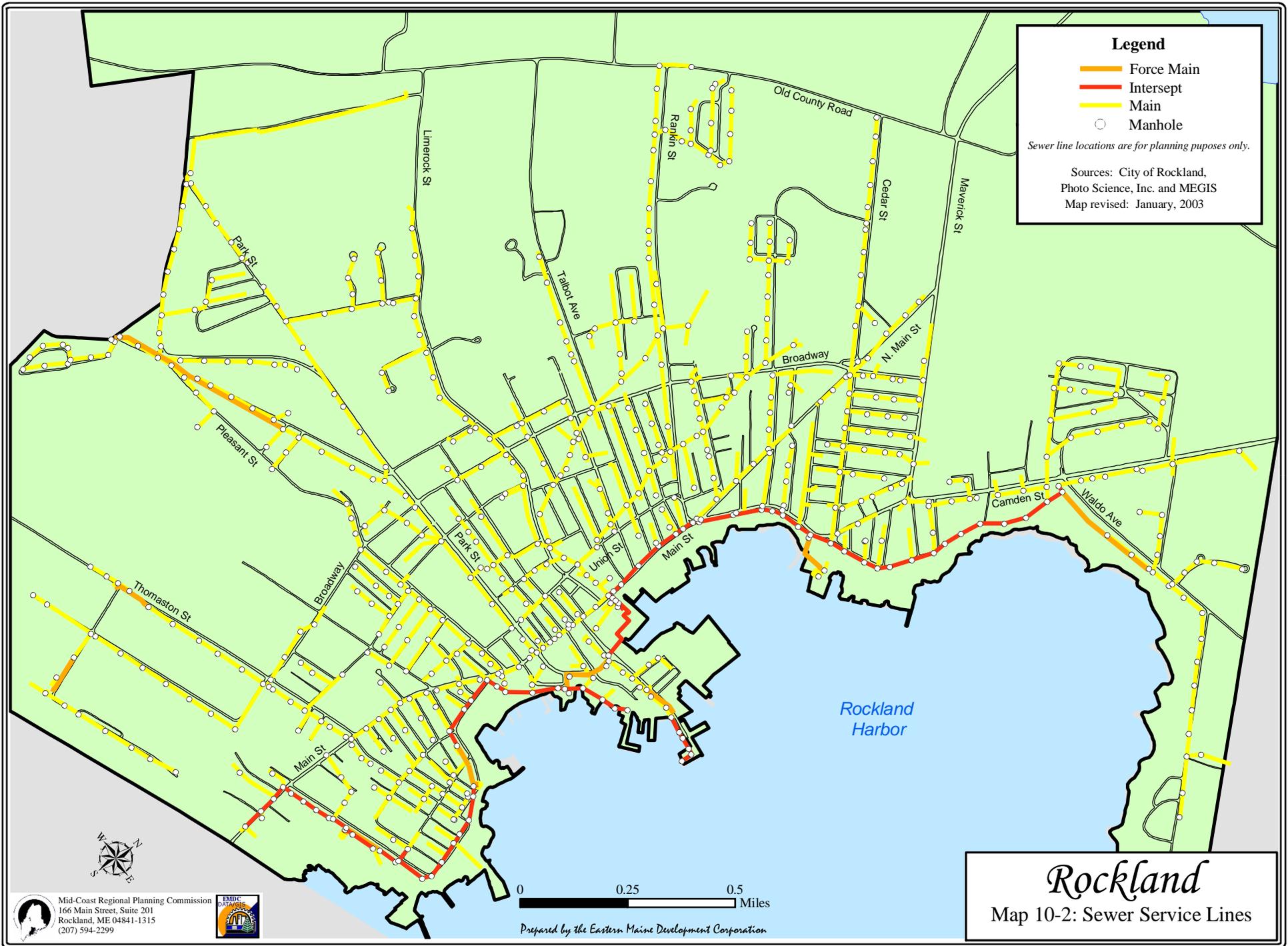
**Goal: To provide the residents, commercial and industrial activities of Rockland with the level of wastewater treatment needed to avoid air and water pollution, at costs that remain affordable to the various users.**

### **Policies:**

1. Make maximum use of the capacity of the Wastewater Treatment Facility (WWTF).
2. Seek additional sources of funding to finance the upkeep and operation of the system.
3. Establish realistic equipment replacement schedules to maintain the entire system in good condition.
4. Continue storm water separation wherever economically possible, so as to improve water quality in Rockland Harbor.
5. Reduce the odors through better design and operation of the facility.
6. Prepare plans for the time when, due to the age of the present WWTF, it would require replacement of the entire facility, not just the "moving parts." It may be advantageous to consider relocating the facility away from the downtown and the waterfront.

### **Strategies:**

1. Work with adjoining communities to determine if Rockland's Wastewater Treatment Facility can serve their needs more economically than investing in their own WWTFs.
2. Establish capacity charges to recover the capital costs incurred when new users are added. A uniform schedule of capacity charges should be created so that potential users will know the costs involved.
3. Prepare and adopt an industrial pre-treatment ordinance to meet Federal standards.
4. Establish a capital improvement program to meet equipment replacement and modernization needs.
5. Undertake the construction of separate storm water and sanitary sewers in the South End. This would eliminate the Combined Sewer Overflow in the South End, at an estimated cost of \$1.5 million for the project.
6. Continue to operate the WWTF at a high standard so as to eliminate, to the extent possible, the odors which were a problem prior to the recent facility upgrade.



**Legend**

- Force Main
- Intercept
- Main
- Manhole

*Sewer line locations are for planning puposes only.*

Sources: City of Rockland,  
Photo Science, Inc. and MEGIS  
Map revised: January, 2003

*Rockland*  
Map 10-2: Sewer Service Lines

0 0.25 0.5  
Miles

Prepared by the Eastern Maine Development Corporation

Mid-Coast Regional Planning Commission  
166 Main Street, Suite 201  
Rockland, ME 04841-1315  
(207) 594-2299



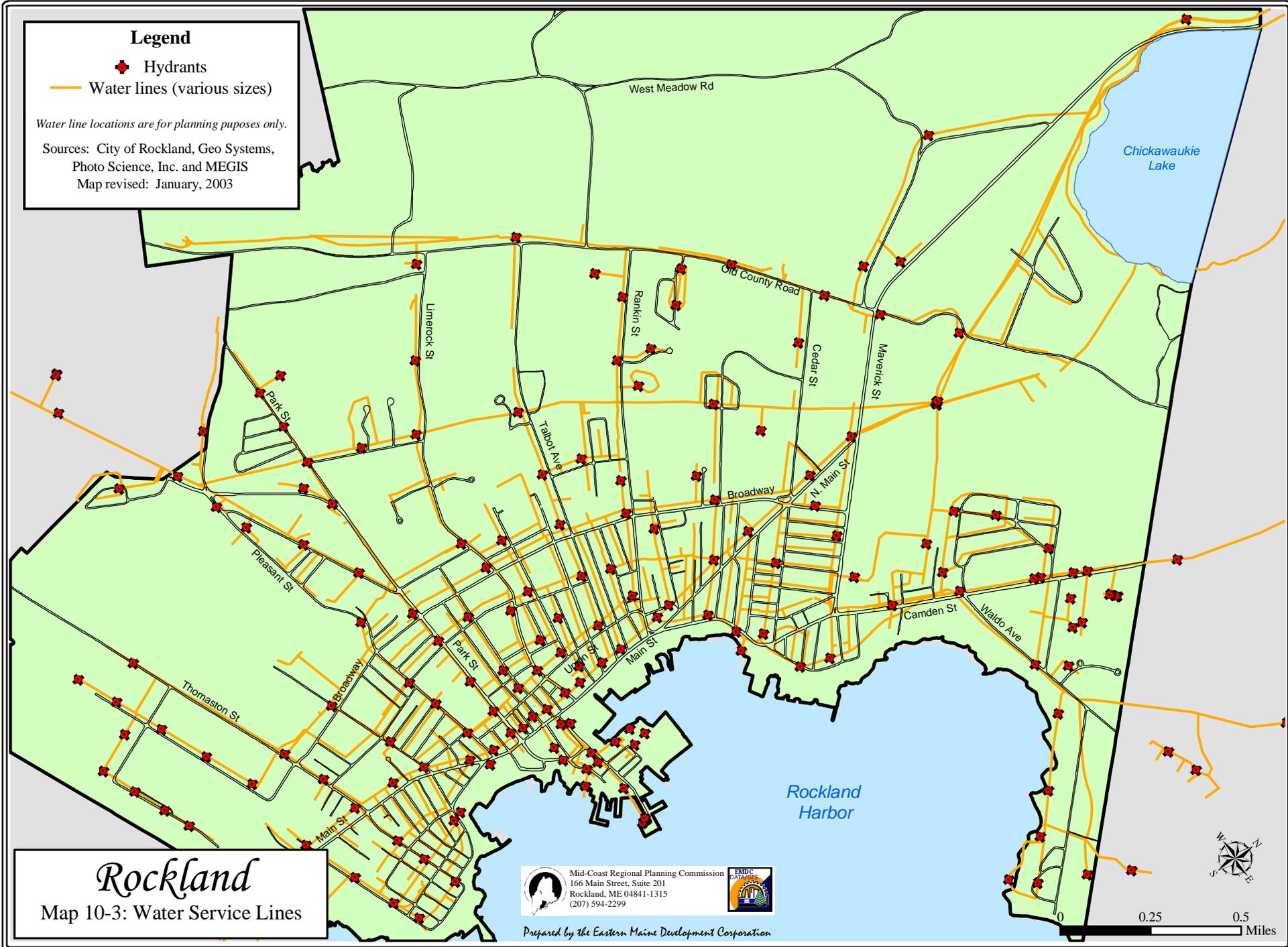
**Legend**

◆ Hydrants

— Water lines (various sizes)

*Water line locations are for planning purposes only.*

Sources: City of Rockland, Geo Systems,  
Photo Science, Inc. and MEGIS  
Map revised: January, 2003



**Rockland**  
Map 10-3: Water Service Lines

Mid-Coast Regional Planning Commission  
166 Main Street, Suite 201  
Rockland, ME 04841-1315  
(207) 594-2299



Prepared by the Eastern Maine Development Corporation

## WATER SUPPLY

### Background

Before Rockland had a public water system, homes and businesses were supplied by private wells and collected rainwater in cisterns, which could also be supplied by water from tank wagons. William Farnsworth organized the Rockland Water Company in 1850. By November 1851, water had been piped from Chickawaukie Lake to downtown Rockland. Later, the Isaiah Tolman millpond on Meadow Brook, below the outlet from Chickawaukie Lake, was the source of water, which was pumped to a reservoir on outer Rankin Street to provide pressure. The Camden-Rockland Water Company was formed in 1885 and later took over the Rockland Water Co. Between 1888 and 1892, waterlines were run from Mirror Lake in Rockport to serve Rockland, Thomaston, Rockport and Camden. Later, Grassy Pond, also in Rockport was added as a secondary water source. Chickawaukie Lake then became a backup source, used infrequently. A Portland-based water-holding company, Consumers Water Co., purchased the Camden-Rockland Water Company in 1959 and retained the Camden-Rockland Water Company name until 1993. In 1993, the two other existing water companies in Maine merged into Camden-Rockland Water Company and the surviving corporation became Consumers Maine Water Company (“CMWC”). In 1999, privately held Philadelphia Suburban Corp. (PSC) of Bryn Mawr, Pennsylvania purchased CMWC and it became their subsidiary. CMWC’s local office is in Rockport on Route 17, adjacent to Mirror Lake.

The public water supply distribution system in Rockland consists of 57 miles of water main and one two million gallon finished water storage tank. The distribution system serves most of the developed areas of the City, but is not available to all areas within the municipal boundaries. The current system is bounded by Owl’s Head to the South, Old County Road and Route 17 to the West, Rockport to the North, and Rockport Harbor to the East (see Public Facilities Map). Water is transported to Rockland from Mirror Lake primarily via mains that follow Route 17 to the storage tank on the Old County Road at Juniper Hill. Water is also conveyed into the north end of Rockland from Rockville Street and Route 1 in Rockport, bypassing the Juniper Hill tank.

As stated above, Rockland’s water supply is drawn from Grassy Pond and Mirror Lake. Grassy Pond has a surface area of 185 acres, and Mirror Lake 113 acres. The Department of Environmental Protection’s water quality category classification for Grassy Pond is “Moderate/Sensitive,” whereas for Mirror Lake it is classified as “Good.” CMWC provides protection of the water quality by virtue of ownership of land surrounding these water bodies and other land within the watershed, and by the Town of Rockport through its Land Use Ordinance and Code Enforcement Office. The surface water quality for Mirror Lake and Grassy Pond is excellent, as compared to other Maine surface water sources. Mirror Lake and Grassy Pond are one of twelve Maine surface-water drinking-water supply sources that, because of water quality and watershed management, are able to avoid the surface water filtration requirements of the U.S. Safe Water Drinking Act.

Water is supplied to Rockland by 16” and 10” transmission mains by gravity flow from Mirror Lake along Route 17. These lines separate in West Rockport into two mains, one going to Penobscot Bay Medical Center in the Glen Cove section of Rockport and one continuing along Route 17 into Rockland. A 16” main in Commercial Street (Route One) from the vicinity of Penobscot Bay Medical Center to

## Public Facilities and Services

Warrenton Street in Glen Cove, in Rockport, is connected to a 12” main along Warrenton Street to Waldo Avenue. Within the City, public water is provided through 53.6 miles of water mains. Completed in 1989, the Juniper Hill covered reservoir holds two million gallons. It provides pressure for the entire Rockland system, as well as the line into Owl’s Head as far as the Knox County Regional Airport. Seventy-five percent (75%) of the system in Rockland has 6” pipes or larger, and 53% of the system has 8” pipe or larger.

Total water consumption for the Rockland area in 1998 was 705.08 million gallons, including Glen Cove (Penobscot Bay Medical Center, Eastward, Samoset Resort and other residential and commercial customers) and Owl’s Head. Estimated consumption for the Rockland area in 1999, based on nine months of records, was 712.66 million gallons. Consumption in 2000 for the City of Rockland was 511.05 million gallons, broken down by customer class as follows:

<b>Customer Class</b>	<b>Gallons</b>	<b>Percentage</b>
Residential	130,852,876	26%
Commercial	62,165,981	12%
Industrial	309,999,624	61%
Public Authorities	8,026,788	1%

FMC BioPolymer is the biggest single customer in the industrial class. Water consumption in the water system has been gradually decreasing over the past 10 to 15 years, particularly as the Rockland waterfront has moved away from its large industrial base with greater water demands. For instance, water consumption in 1980 for the entire 5-town system (Rockland, Rockport, Camden, Thomaston and Owl’s Head) was 1,011.3 million gallons, whereas in 2000 it was only 871.2 million gallons.

Conservation messages are regularly communicated to water company customers through newsletters and newspaper articles. Consistent with national trends, they have seen 4% to 5% decreases in household usage over the past ten years as plumbing fixtures are updated and the growing awareness of the value in protecting our natural water resources continues.

The 2001 valuation of the CMWC’s property in Rockland is \$4,901,300, of which \$3,981,000 is accounted for by their distribution system. The reservoir on Old County Road is valued at \$708,100, while the nearby pumping station is valued at \$191,400. The distribution system is taxed as “Personal Property” and decreases in value to 20% of its original cost in 28 years.

### Public Fire Protection

CMWC charges the City a fee or “rental” for each hydrant within the City. For 1999, the total was \$238,514; for 2000, the total was \$260,198. The estimate for FY 2000-2001 is \$276,677. As of 2001, there were 168 hydrants in the City. Although these hydrants are used by the Fire Department, they are not part of the Department’s budget, appearing in the City Budget as, “Lights & Hydrants Appropriations.”

### ISO Rating Study for Fire Protection Suppression

Usually at ten-year intervals, the Insurance Services Office, Inc. (“ISO”) of Marlto, New Jersey, performs an evaluation or a rating of the fire insurance classification for the City. The results affect

## Public Facilities and Services

property insurance premium payments. The most recent ISO survey was performed in April 2001 and it recommended that the current Class 4/9 continue to apply. Thus, there was no change from the 1987-88 rating. Class 4 applies to properties in the City within 1,000 feet of a public fire hydrant, five road miles or less of the Fire Station, and with a needed flow of 3,500 gallons per minute or less. Class 9 applies to properties in the City within five road miles of the Fire Station, but beyond 1,000 feet from a fire hydrant. The remaining area of the City would be classified as Class 10, or all properties beyond five miles of the Fire Station.

Among the items that the ISO looked at in the survey was the water supply system that is available for fire suppression in the City. The City received the highest credit for the type, condition and inspections of its hydrants but received lower credits for water main capacity to provide adequate water pressure for fire fighting. The problem is caused by the older and smaller water main size and the lack of storage capacity (particularly acute in the South End and in the Industrial Park).

In summary, the 2001 ISO survey confirmed the adequacy of the water system for fire protection needs in the City by rating the system at 87% of a maximum score of 100%. The survey confirms that the hydraulic capacity of the water distribution system in the City is good.

### Public Water Main Extensions and Improvements

While the ISO rating indicates the general adequacy of the water system for fire protection, the capital planning process used by CMWC considers other factors when prioritizing capital improvement projects in the distribution system (i.e., usage and condition, water quality and the capacity for growth). A point system is used to evaluate individual sections of water main and to prioritize main replacement projects.

Using this system, CMWC has identified areas of the City targeted for main replacement projects. The major projects include Camden Street (Route 1) from the Rockland City line to Maverick Street, South Main Street from Pleasant Street to Thomaston Street, and Thomaston Street to Route 1 along the new access road to the Industrial Park. CMWC will coordinate the timing of these projects with the City, MDOT and others to minimize inconveniences to the public and to reduce overall project costs.

CMWC also plans routine replacement projects for old or undersized mains in conjunction with City paving or Public Works projects. These main replacement projects generally total 2,000 to 3,000 feet each year in the City.

The combined effect of these major projects and the regular replacement program results in the replacement of approximately 1% of the City's water mains each year. This would result in a 100-year replacement cycle, which is in keeping with water industry norms and the typical life expectancy of properly installed water mains.

### The Public Utilities Commission ("PUC")

Regulations on the extension, improvements and upgrades to water mains is governed by Chapter 65 "Water Main Extension and Service Line Rule" of the Maine PUC. In summary, if a line extension or upgrade replacement is required because of an increase demand by a new customer, the customer making the request shall pay for the cost of the extension and/or replacement. The intent of Chapter 65 is to limit the money spent by a utility that is generated by current customers to projects that benefit current customers, and not new customers. That is why any replacement, repair, and upgrades to existing customers is made within the normal maintenance program, and not spent on speculative new

customers. The general rule is that the CMWC must ask new customers to pay for any new extensions or replacements, and use the money from current customers to pay for the improvements and maintenance of the existing distribution system. In addition, the PUC rules require that a utility provide adequate public, fire protection, growth. This requirement is what determines the size of the pipe or main to be extended or replaced. The size of the pipe is driven by the desire to provide public fire protection.

### **Regional Water Advisory Committee Study**

In May 1995, the Regional Water Advisory Committee was formed at the request of the CMWC for the purpose of developing a consensus on providing for the future water supply needs. The Committee consisted of representatives from nine communities including the City of Rockland. It met on a regular basis through November 1996. The Committee's effort culminated in the document entitled *Report on the Activities of the Regional Water Advisory Committee, May 1995 to November 1996*.

According to the report, the Camden-Rockland area has not had a shortage of potable water in recent years but shortages have nearly occurred in the summer months when the tourist and visitor population increases. It is during this season that water production has exceeded the daily safe withdrawal limits. However, the reservoirs have been able to hold enough water in reserve to get CMWC through these peak demand periods. Also, the number of residential and commercial connections to the water system is slowly growing whereas industrial consumption is decreasing. The latter is due, in part, to the closing of the fish processing plants in Rockland. The report concluded that a true shortage was bound to occur in time if an effort was not made to expand the water supply or find new sources.

During its investigation into expanding the water supply, the Committee and CMWC investigated Grassy, Hobbs and Fish Ponds, Chickawaukie and Megunticook Lakes, and the Megunticook River. Grassy Pond and the Megunticook River were determined to be the best long-term water supply sources. To increase the water supply, the Committee recommended that a new dam be constructed at Grassy Pond to raise the water level to increase capacity, a new larger pumping station be built to utilize the added capacity, and that land be purchased on the Megunticook River for the construction of a filtration plant site. In order to implement these recommendations, CMWC included \$685,000 in its capital expenditure program recommendations to construct a new dam at Grassy Pond and a commitment to purchase land for a future Megunticook River filtration plant and water intake off Mount Battie Street in Camden, near the Seabright Dam. A dam at Grassy Pond was completed in 2000, along with a 4.5 million gallon per day pumping station to transfer water to Mirror Lake. This dam raised the elevation of Grassy Pond by about 18", thereby increasing its storage capacity. A five-acre parcel was purchased along the Megunticook River in Camden for a future pumping station, filtration plant site. Plans and approvals are in place to bring this on line as the next water source, when necessitated by demand. As of 2001, CMWC officials feel that the recent and planned improvements will meet the needs of its customers for at least the next 20 years.

### **Rockland's Concerns**

During the Regional Water Advisory Committee's planning and study process, the City was given the opportunity to express concerns regarding issues specific to Rockland and to recommend desirable capital improvements. The City Attorney provided Rockland's input.

## Public Facilities and Services

- The City wants to see closer cooperation and coordination of plans among the various utilities serving the City. Prior to construction, utilities should meet with the City to review their plans to provide more efficient planning and to avoid some public aggravation.
- Business expansion along Rockland's segment of Route 90 has been somewhat limited because of the lack of a public water main for fire suppression.
- Adequacy of water flow for fire fighting is a major issue for Rockland. Parts of the City, including Old County Road, North and South Ends and particularly the Industrial Park, have either inadequate or barely adequate fire flows due to the size of the water mains. The industries in the Industrial Park pose a challenge to firefighters because the water flow in the 12" main cannot sustain both sprinklers and water from hydrants.
- An elevated water storage tank either in the Industrial Park or on Ingraham's Hill in Owls Head is considered necessary. A new storage tank and a larger size water main in the South End and in Owls Head would benefit the water flow in the South End, as well the Owls Head's water main to the Knox County Regional Airport.
- Dependent upon construction of an access road to the Industrial Park between Route 1 and Thomaston Street, a new 12" main is needed near Tuttle's Shoe Barn on Route 1, crossing behind City Hall to the BioWhittaker facility on Thomaston Street.
- A main extension is needed on Route 1 from Pen Bay Medical Center to the Maverick Street intersection that will improve the overall flow in the City grid system.
- A provision for redundancy of supply, so that potable water service would not be interrupted if a principal water supply source should become contaminated.

Many of the needed improvements have been accomplished since 1997. The old pumping station on Chickawaukie Lake has been improved and a new water line has been laid between the lake and the reservoir. Thus, Chickawaukie Lake could serve as an emergency water supply in the event other sources were unavailable. A start has been made in connecting Penobscot Bay Medical Center with Rockport Village, providing an interconnection between the Rockport and Rockland systems. A 16" main has been laid from the vicinity of Pascal Avenue to the area of the State of Maine Cheese Company on Route 1. Within Rockland, a 12" main was laid during 2000 in Tillson Avenue financed by FMC BioPolymer to serve their plant. Six and eight inch mains have been replaced by a 12" mains in the South End section of Main Street, and a further extension of the 12" main to the Owls Head town line is under study by CMWC for 2002. On Old County Road, 2" and 6" mains have been replaced by a 12" main from Route 1 in Thomaston extending a short distance towards Dexter Street in Thomaston. If extended further north, this could become a secondary supply line to Thomaston's water system, and serve additional development along and near the Old County Road in Rockland.

### Water Supply Issues and Implications

- (1) Rockland's major water problem involves having enough water pressure, or volume of water passing through water mains, available to provide adequate flow for fire fighting. If the mains are too small, water flows will not increase even with additional storage tank capacity. For this reason, CMWC needs to update to larger water mains. What can the City do to address this problem?
- (2) CMWC has a capital improvement program to replace older water mains servicing existing customers. PUC regulations require new customers to fund any extension of mains to areas

## Public Facilities and Services

outside existing areas. Does this have an impact on development in areas presently not serviced?

- (3) The lack of a reservoir near the Industrial Park and the small size of water mains serving the Park mean that there is inadequate water volume and pressure to serve both the hydrants and sprinkler systems within the Park and at nearby industrial properties. This may affect the ISO rating that, in turn, affects fire insurance premiums paid by commercial and industrial property owners in the City.

**Goal: To provide Rockland residents and property owners with the quality of water service adequate to meet the needs of residential, commercial and industrial users, including the requirements imposed by fire fighting.**

### **Policies:**

1. Encourage CMWC and any affected property owners to increase the size of water mains to provide adequate fire flows. To address these issues, CMWC has included recommendations and suggestions for specific construction projects in its capital improvement program. CMWC has been coordinating with the City to avoid unnecessary disruptions and re-paving costs when upgrading its mains.
2. Cooperate with CMWC to extend water service to areas where it is needed to serve new or increased density development. In the case of low and moderate income housing developments, the City may want to consider cost sharing with the developer to extend water service.
3. Encourage CMWC, industrial park tenants, other nearby industrial property owners, the Town of Owls Head and the Knox County Commissioners to provide a reservoir at or near the Industrial Park which would serve the fire fighting needs of the industrial park area and allow improved water service to areas of Owls Head, including the Knox County Regional Airport. This would provide sprinkler and other improved fire fighting capability at the airport, which will become more important as more aircraft are based there and if increased Federal fire fighting requirements are imposed in the future.

## **PUBLIC WORKS DEPARTMENT**

### **Background**

The Public Works Department is a municipal department that provides for the maintenance of the City's infrastructure. Staffing consists of 15 full-time employees including a Director, Foreman, Secretary, Operators I and II who operate the backhoe, grader, and bucket loader; truck drivers who are classified as Light Equipment Operators; mechanics, stockman and laborer. The Department also employs three summer seasonal employees. Six to seven of the most experienced full-time employees will be retiring over the next several years.

The FY2002 appropriation budget request for Public Works is \$858,993. FY2002 budgeted revenue is \$88,796. FY2001 expense was \$915,808. Revenue for FY2001 was \$88,796.

Large, one-time jobs are sometimes outsourced. Lawn mowing is the only routine maintenance job presently outsourced, even though the City owns its own lawn mowing equipment. This frees up employees to do needed construction work during the warm weather months. To date, this arrangement has been cost-effective and, if it proves ineffective in the future, the City can resume the work.

### **Streets and Roads**

During the winter, Public Works is responsible for plowing and sanding 54 miles of streets and 22 miles of sidewalks. In the downtown area, the merchants are responsible for clearing the sidewalks of snow. There is a written plan that specifies, among other things, which streets are plowed first and how often. For example, the areas around the schools are plowed and sanded first. Private contractors maintain the school parking lots.

Public Works' employees also remove the snow, loading it into privately owned and operated trucks contracted by the City to dump it at night off the Fish Pier (although in some instances Public Works hauls and dumps snow as well). The City receives a snow-dumping permit from the DEP for this purpose. (Public Works has not been able to find temporary workers for snow removal because of the skill level and the class of driver's license needed.)

Public Works does the street line painting except for centerline painting, which is contracted out. This includes parking lines, crosswalks, arrows, etc. This job is usually not completed until late summer because of other pressures on the available workforce.

Public Works is also responsible for keeping the streets clean. The street sweeper is used on all streets in the spring to remove the accumulated sand from the winter sanding. During the rest of the warm weather season, all the major streets are swept once or twice a week. Public Works also cleans up construction debris, fish spills, debris from accidents and the like from City streets.

In June 1999, Rockland voters passed a \$2 million bond issue for paving the City's streets. Although a private contractor is doing the paving, Public Works has done as much of the preparation work as possible. As a result, the project is presently under budget, allowing more streets to be paved than were in the original plan.

The Department also is responsible for maintaining and rebuilding sidewalks, but is unable to do this adequately because, again, there are not enough employees to accomplish all the jobs that need to be done during warm weather months.

## **Sewer and Storm Drains**

The Wastewater Treatment Department (“WWTP”) is responsible for the pressure lines in the sewer system whereas, Public Works is responsible for the repair and maintenance of City sewer lines under public ways, and under private ways where easements were granted and recorded. Homeowners are responsible for private sewer lines connecting into City-owned and controlled sewer mains. Access and repair problems arise when a private sewer line, servicing more than one home, malfunctions. Public Works also repairs, maintains and flushes all of the storm drains in the City.

Public Works is participating in a five-year plan for the rehabilitation of Lindsey Brook at a cost of \$150,000 per year (See Chapter 3: Natural Resources).

## **City Buildings and Parks**

Public Works does minor repairs and picks up the trash at the City-owned buildings and parks. They launch and haul City-owned floats at the marine parks. They also respond to requests from the Garden Committee for work to be done at the parks.

## **Street Signs**

Public Works installs and repairs all street signs in the City except for directional signs on Route 1. They make the signs themselves if that is the most cost-effective way to do it.

## **Other Duties**

Public Works’ other duties include:

- Maintaining the Transfer Station and WWTP’s vehicles and equipment, as well as their own.
- The one-time neighborhood leaf pick-up in the fall and the spring-cleaning pick-up.
- Maintaining City-owned trees, including trimming and removal.
- Setting up voting polls.

## **Vehicles and Equipment**

Public Works owns and maintains the following vehicles:

- 4 Pickup Trucks, 1993, 1991, 1998, 1999
- 6 Large Dump Trucks 1989, 1996, 1999, 2001(2), 2002 (delivered 11/01)
- 2 Ton and a half Dump Trucks 1988 (being traded for 2002 large dump truck), 1996
- 1 Ton Dump Truck 2000
- 2 Backhoes 1993, 2000
- 1 Loader 1997
- 1 Sidewalk Tractor 2001
- 1 Small Sweeper 1999
- 1 Wheel Loader 1999
- 1 Grader 2001

The Department also owns miscellaneous attachments and equipment including a posthole digger, sickle bar, compactor, compressor, welder, roller, cement mixer and a generator, mowers (2), snow blowers (2), sanders, paint machines (2), and trailers (4).

## **Capital Improvement Program (CIP)**

Public Works' plan for vehicle and equipment replacement and street improvements road surfacing is contained in the City Council-approved *City of Rockland Capital Improvement Program 1998-2002* ("CIP"). Replacement of major vehicles and equipment, as well as improvements for streets, roads and sidewalks should follow the CIP schedule.

### **Public Works Facilities**

The Public Works garage is located off outer Pleasant Street on Burrows Street on a 5.35-acre parcel of land. The facility is old, has safety and space issues, and needs to be replaced.

Because of the facility's location and topography, the area is subject to drainage and silicon-dust emission problems. In wet weather, drainage from the uncovered sand and salt piles leaches into the Wesaweskeag Marsh. In order to address the drainage situation, control measures may need to be installed. Under the current proposed layout scheme for an access road to the Industrial Park (connecting Route 1 to Thomaston Street), the facility's location does not appear to be an immediate problem. However, the if location of proposed access road changes, consideration to relocating the facility to the Transfer Station area or to another location may be required.

### **Public Works Issues and Implications**

- (1) Public Works has a difficult time finishing seasonal maintenance jobs because they do not have enough employees. What can be done to plan for the replacement of retiring employees?
- (2) The Public Works' garage is old and is not up to Code and OSHA standards. Can and should the City fund a new facility?
- (3) Should the proposed Industrial Park access road necessitate taking a part of the Public Works' facility, depending on the route, a new location for the garage may be needed. Where should a new facility be located?
- (4) Drainage from uncovered salt and sand piles is leaching into the Wesaweskeag Marsh, a Wildlife Management Area. What measures can be taken to prevent this?
- (5) There are numerous private sewer lines that service more than one home, which are difficult to access and repair. What, if anything, should the City do about these private sewer lines?

**Goal: To improve the Public Works' facilities and to maintain it at a level which will encourage and support future growth and development.**

### **Policies:**

1. Move the Public Works facility to City-owned land at the Transfer Station.
2. Build a new Public Works facility that will be adequate for short-term future needs and that will also allow for expansion to meet longer term future needs.
3. Cover present salt and sand piles in a way that will protect the surrounding area from drainage from the piles.

**Goal: To provide for a well-staffed, well-equipped Public Works Department.**

**Policies:**

1. Increase staff to a level where the responsibilities of the Department can be adequately carried out.
2. Follow the CIP Plan for equipment replacement to ensure that the Department remains well equipped.

**Goal: To provide current infrastructure information to Public Works.**

**Policies:**

1. Adequately and accurately, map the City infrastructure.
2. When discovered, encourage the replacement of private sewer lines servicing more than one home, so that each home individually connects into the City-owned and controlled sewer main.

## SOLID WASTE DISPOSAL FACILITY

### Background

From the cessation of active quarrying more than 60 years ago and until 1988, an abandoned quarry, now called Quarry 2 South, was used for all of Rockland's municipal solid waste (MSW). In 1982, MDEP approved the use of Quarry 2-North for the disposal of C&D (construction and demolition debris), and FMC waste. At the same time that these wastes were being disposed in Quarry 2-North, Rockland continued to use Quarry 2 South for municipal solid waste disposal. By 1988, the Quarry 2 South portion of the landfill was filled and subsequently approved by MDEP for closure. The closure consisted of constructing a clayey-soil cover, vent pipes and leachate pumping system to maintain inward flow gradients of water to prevent contamination. At that time, MDEP approved the construction of a new transfer station to handle the City's municipal solid waste. The solid waste transfer station is a part of Public Works Department. In 1998, the MDEP passed additional regulations requiring environmental monitoring and reporting, an operations manual specific to the facility, and training.

The facility is situated on a 59-acre parcel of land located south of Limerock Street next to the abandoned quarries East of Old County Road. It is also bounded on the South by Pleasant Street. The facility consists of the following:

- A 40' x 60' transfer station building (including an office) for non-recyclable, non-hazardous residential, commercial and industrial waste. Inside, there are two hoppers, which compact MSW into trailers.
- A 24' x 24' universal hazardous waste collection building for all household hazardous waste products.
- Three push-off trailers for hauling waste to the Penobscot Energy Recovery Facility (PERC) in Orrington.
- Two connected recycling buildings consisting of a 40' x 60' building and a 30' x 40' building used to recycle corrugated cardboard, paper, glass, tin and aluminum cans and plastics
- Four balers to compact recycled material.
- A Tub-grinder for wood waste reduction.
- A portable waste oil collection tank.
- A chemical plant that pre-treats the leachate from the quarries with hydrogen peroxide prior to discharge into the City's wastewater collection system.
- Abandoned quarries one of which is used to dispose of the filter-aid or the residual by-product from FMC's operation and C&D debris.
- A truck scale for weighing C&D debris going into the landfill and for weighing MSW from commercial haulers.
- Two Uni-loaders, one pick-up truck, a bulldozer and a Chafe loader.

The tub grinder was purchased with City funds and a \$160,000 match by FMC for the purpose of extending the life of the quarries.

Staffing consists of a Foreman, five full time attendants, and a newly appointed part-time recycling attendant.

## Public Facilities and Services

The FY2002 budget request is for \$987,565, the estimated FY2001 year-end expense is \$953,582. In 1999 the actual year-end expense was \$744,941. FY2002 budgeted revenue is \$310,700, the estimated FY2001 is \$342,700 and the actual FY1999 was \$181,715.

### **Capital Improvement Program (CIP)**

The *City of Rockland Capital Improvement Program 1998-2002* contains a more detailed vehicle and equipment inventory as well as the approved five-year equipment replacement and site improvement schedule.

### **Landfill**

The currently active landfill, located in Quarry 2 North, is used for construction and demolition debris and for FMC special waste. Quarry 2 South has been capped. Leachate from both quarries is pumped, treated for odor and discharged into the sewer pipes at the landfill. In addition, several monitoring wells measure water quality in both areas.

Quarry 2 South has developed several depressions in the cap (caused by settling waste) allowing more precipitation to leach into the quarry (instead of running off), which must then be pumped and treated.

Quarry 2 North is being filled in three stages; Stage One is nearly complete. In order to reduce the amount of leachate caused by precipitation, this stage will need an intermediate cover. Although there is a substantial cost for the cover, the cost of pumping will be reduced. It is very difficult to predict when this quarry will finally be full because there has not been a good way to measure what has gone into it in the past. Current estimates are in the 10 to 20 year range. When it is full it will need to be capped and then pumped and monitored in perpetuity.

Depending upon wind conditions, some areas around the landfill have been experiencing problems with bad odors coming from the unfilled section of Quarry 2 North. The odors are the result of waste in the adjoining section of the quarry has mixing with the water in the unfilled section. Because the water also has a thick layer of debris floating on it, a workable odor abatement treatment (such as with a foam layer) has not yet been found. Some of the areas most affected by the odors are among the areas in the City with the most land available for development.

FMC pays an annual fee to use the landfill and has also provided funding for many major projects. FMC is currently developing a method of removing more of the water from their waste at the plant itself, so that less will need to be pumped from the landfill. On July 1, 2001 user fees for C&D debris became effective. Prior to this there had been no charge to use the landfill for C&D. The fees are based on volume and exempt small amounts of residential debris as well as residential yard waste.

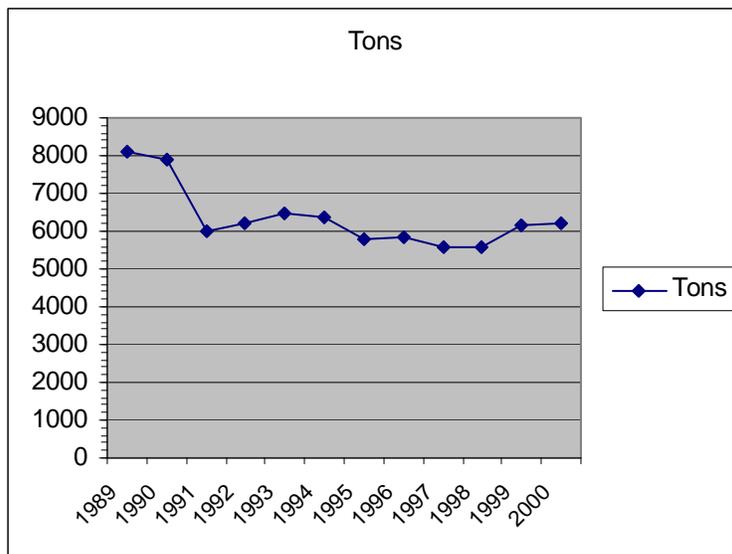
## Transfer Station

Municipal Solid Waste (MSW) is collected at the transfer station and is hauled by the City to the incinerator plant in Orrington (PERC) where it is burned and converted into electricity for eventual sale to the Bangor Hydro Electric Company. The truck used for this purpose belongs to the WWTP and is driven by a WWTP employee. Rockland does not have municipal trash pickup so individuals and businesses either bring the waste themselves or hire a commercial trash hauler, licensed by the City, to do so. Some of the larger commercial businesses also have an agreement with Rockland to truck their own waste to PERC.

The City of Rockland holds a charter contract dating from the formation of PERC. Several years ago, Bangor Hydro, PERC and the communities of central and eastern Maine engaged in lengthy negotiations to address the cost issue as Bangor Hydro believed that it was paying too much for the power it was purchasing from PERC. The communities were represented by the Municipal Review Committee, of which Rockland is a member. The parties to the new contract agreed to provide for the long-term stabilization of tipping fees for the communities and to increase the long-term viability of PERC. The current contract expires in 2018. The fees are refigured quarterly; Rockland is currently paying an average of \$56.00 per ton. Because Rockland is a charter member, the City annually receives a share of PERC revenue. In 2000, this revenue effectively lowered the tonnage rate to an average of \$45.00. There is also a minimum tonnage requirement of 5100 tons.

The following graph lists the tonnage of MSW generated by the City and hauled to PERC from 1989 through 2000.

**Graph 10-1**



Between 1989 and 1996 tonnage hauled significantly decreased. This can be largely credited to the City's successful recycling effort.

## Recycling

The City of Rockland has engaged in a very active recycling program since 1991. The following Table describes the kinds and amounts of material that is recycled. The recycling facility consists of two buildings. Residents drop their recyclables through windows into small bins, which are emptied by

**Public Facilities and Services**

employees. Paper and cardboard are baled and stored in this and the other building. Because of limited space, cardboard may have to be stored outside. An entrepreneur takes metals and white goods. Wood is ground up and used as landfill cover or sold.

Revenue from recycling itself is variable because of the inconsistent commodities marketplace. However, there can be significant savings in tonnage fees when waste is recycled instead of being sent to PERC.

Although the City consistently exceeded the State’s goals for recycling among its peer communities at 51% until 1997, the rate has since declined to 33.8% as of 1999. The average rate for the state is 40.4%, short of the state’s goal of 50% by 2000. As a result, the State Planning Office has recommended that the target date be once again extended.

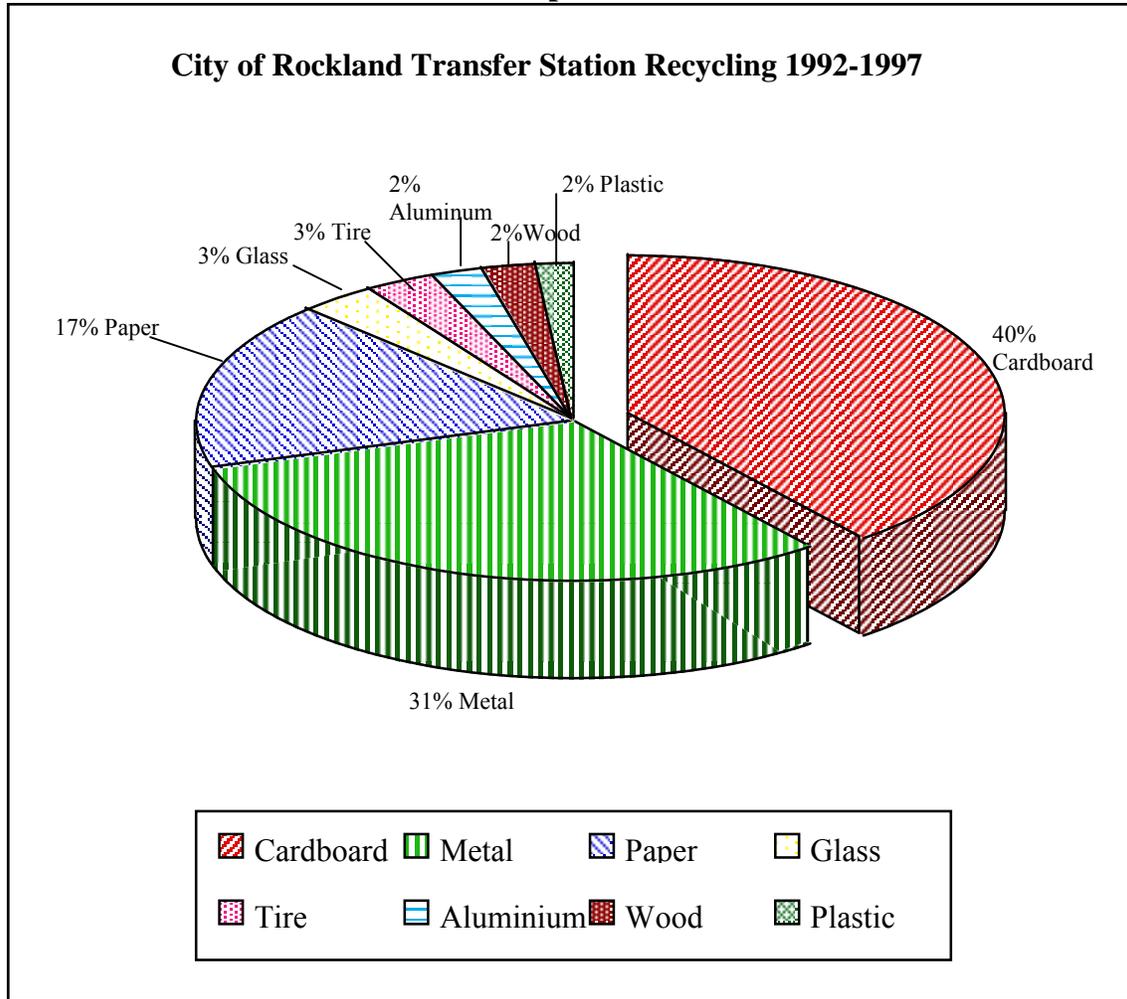
In June 2001, the City received a grant from the state to set up a program to recover and recycle Universal Wastes and Mercury Added Products. Universal Wastes are hazardous wastes generated by households and small businesses that would not typically generate other hazardous wastes. Fluorescent light bulbs and computer monitors are examples. As of 1/1/05 there will be a full ban on disposal of Mercury added products. Rockland will be the regional host site for Thomaston, So. Thomaston, Owls Head and St. George if agreements can be reached among the communities.

**Table 10-7  
Transfer Station Recycling**

<b>Year</b>	<b>Cardboard</b>	<b>Paper</b>	<b>Glass</b>	<b>Aluminium</b>	<b>Plastic</b>	<b>Metals</b>	<b>Tires</b>	<b>Wood</b>
1992	441	80	114	--	52	625	66	--
1993	554	938	104	--	25	840	120	20
1994	1,226	723	--	242	42	838	220	25
1995	1,287	377	117	--	61	1,033	40	128
1996	1,288	377	117	72	52	933	57	--
1997	1,739	371	78	51	41	752	18	170
<b>TOTAL TONNAGE</b>	<b>6,535</b>	<b>2,866</b>	<b>530</b>	<b>365</b>	<b>273</b>	<b>5,021</b>	<b>521</b>	<b>343</b>

As illustrated by the table the biggest volume commodity that the transfer has to deal with is cardboard from Van Balen and from other businesses. The transfer station also handles a large volume of metals and paper as well.

Graph 10-2



### Waste Issues and Implications

- (1) There will be substantial costs involved when the landfill is closed.
- (2) The landfill is currently estimated to be full in 10 –20 years. Should the City accept C&D debris from other municipalities (or the state) in order to increase revenues even though it might shorten the life of the landfill? Or should the landfill be made available to Rockland taxpayers as long as possible. Can the amount of waste added be better measured?
- (3) Odors are a problem for areas around the landfill. What can be done to mitigate these odors?
- (4) MSW disposal has been assured through recent efforts to assure the longer-term viability of PERC. Although a crisis has been avoided for the present and PERC remains open, such crises will continue to occur as no permanent long term solid waste disposal solution, except recycling, has been found.
- (5) The commercial trash haulers now licensed in Rockland do not provide their customers with a means to recycle. Should they be required to pick up separated recyclables?

## Public Facilities and Services

- (6) The recycling percentage rate has fallen in the past two years. Should user fees for non-recyclables be instituted in order to encourage recycling? Will education and a better recycling facility increase the recycling rate?
- (7) Because of limited space and equipment different grades of some recyclables, for example paper, are mixed, resulting in a lower price. Cardboard sometimes must be stored outside and gets wet.
- (8) Should the recycling operation be regionalized in Rockland or elsewhere in order to pay for a larger and more efficient facility?
- (9) There is a substantial amount of unused property at the facility. Would it be feasible to utilize this property for a composting operation?
- (10) When the landfill is closed, there will be even more unused space. Should this land be developed?
- (11) When the landfill is closed, how will Rockland dispose of C&D debris since this waste cannot be sent to PERC?

**Goal: To provide Rockland residents and businesses with a Solid Waste Disposal Facility that is clean and efficient, that maximizes recycling and minimizes the amount and cost of MSW disposal, and that has as little negative impact on the environment as possible.**

### Policies

1. Set up a reserve account and fund it.
2. Equipment replacement and site improvement needs to follow the CIP schedule in order to ensure that the City continues to meet its recycling goals and to provide for solid waste disposal.
3. Rockland should use any fees generated from outside the City for landfill use to fund a reserve account that would offset the costs of pumping the quarries once the landfill is closed.
4. The City needs to determine if rapid filling of a portion of the landfill will eliminate odors. If so, then the City should accept a fee for demolition debris from outside the City until the odor is controlled.
5. The recycling program should be strongly supported. Education and Pay per Bag should be part of this program.
6. The recycling facility should be improved with the goals of providing adequate space for the storage of recyclables as well as making it easier for residents and businesses to use.
7. Regionalizing the recycling operation should be investigated.
8. Commercial haulers should be required to pick up separated recyclables.
9. Alternatives to sending trash to PERC should be investigated so as to minimize any crises should that option become burdensome or eliminated.
10. The feasibility of composting should be investigated.
11. Investigate the feasibility of developing the unused space when the landfill is closed.
12. Prohibit utilizing additional quarries for waste disposal, with the exception of the disposal of inert materials including demolition debris, tree stumps, and similar materials as allowed by law.

## ROCKLAND PUBLIC LIBRARY

### Background

The Rockland Public Library is a Department of the City Government as established by City Code. As such, the City owns the library building, provides for most of its operational and Capital Improvement Program (CIP) funds, and the City Council appoints the Library Advisory Board. Staffing consists of six full-time persons, including the Director, Deputy Director, Reference Librarian, Children's Librarian, Circulation Librarian, a Library Technician, two part-time employees and 20-30 volunteers.

The budget for the library for FY2001-2002 was \$248,449 after revenue. For FY2002-2003 the library budget after revenue is \$283,272. The per capita City appropriation for FY2002 is \$32.65. Besides City funds, the library also has trust funds for the purchase of books. Income from the sale of older books through the Friends of the Library is also used for new book purchases.

The facility serves between 300 and 350 persons per day, including telephone inquiries. The staff performs additional reference and research work. There are 4,000 resident library cardholders from Rockland. Although most the library's customers are from the City of Rockland, it also serves nearly 1000 non-resident users (who pay a fee) from the western and southern Knox County communities of Washington, Appleton, Union, Warren, Cushing, Friendship, South Thomaston, Thomaston and Owl's Head, because either their libraries are only open for a few hours a week or because the Rockland Library possesses more resources.

The library is open 54 hours per week and offers a variety of programs for all ages and special interest groups. These programs include children's reading hours, Friends of the Library sponsored community field trips for older children, micro-film facilities for town historical and genealogy research, lecture programs for adults, after school library study for students, Books on Wheels (delivery and pick up of books, tapes and videos to those unable to get to the library), as well as providing space for tutorial and literacy volunteers. Other offerings include computer terminal hookup to the Internet and the World Wide Web that allows patrons to access outside electronic information sources not available in the library.

### Library Facility

The Library is a granite structure located on Union Street and in the Residential Historical District. It is also on the National Register of Historic Buildings. The library building was originally funded, for the most part, by a grant of \$20,000 given by Andrew Carnegie and accepted by the City on May 19, 1902. One of the conditions of the grant required the City to pledge to make an annual appropriation of \$2000 for the support of the library. Over the years the City's appropriation has far exceeded this amount, even indexed for inflation. The building was dedicated in 1903.

### Library Expansion

In April 2000 ground was broken for the new 10,000 sq ft. wing and the library was moved to temporary quarters. In August of 2001 the library moved back into a renovated and expanded building that will serve the needs of the community well into the 21<sup>st</sup> century. The original building was completely renovated with careful attention to preserving and restoring its historic interior and exterior.

## Public Facilities and Services

The new wing was carefully designed to complement the old. Total library space is now about 19,000 sq ft. The expansion allows for an enlarged children's section, more meeting, study and display rooms, and state of the art information technology. The Shore Village Historical Society also is able to have exhibit space there.

The group that has accomplished this ambitious task is the Rockland Public Library Endowment Association (RPLEA). This is a non-profit organization authorized by the City Council to raise funds solely for the purpose of the expansion and for an endowment fund for the library. RPLEA raised \$3 million from private donations as well as a contribution of \$185,000 from the City of Rockland.

### **Library Issues and Implications**

- (1) Because of the expansion of the library and the probability that this will lead to increased use, operating costs for the library will increase. Is the present City budget appropriate for the library?
- (2) The Rockland Public Library Endowment Association has established an endowment fund for the library. Should this and any other endowments be kept separate from the City operating budget?
- (3) By virtue of its location and its resources it has evolved into a regional library. To accommodate this shift and assure the existence of new programs at the library, should surrounding communities be encouraged to show more support?
- (4) Should Rockland take a leadership role in cooperation and coordination with surrounding communities?
- (5) Since the newly renovated library is expected to have increased usage, should the hours of operation be expanded?

**Goal: To recognize the Rockland Public Library as an important cultural and informational resource and to support and maintain it for the benefit of the community.**

#### **Policies:**

1. The Library Endowment Fund will be kept separate from City funds. The City will adequately provide for operations and maintenance.
2. Optimize the hours of operation of the Library to best serve the community. Opening the library on Sunday should be considered.

**Goal: The Rockland Public Library should take a leadership role in regional coordination and cooperation.**

#### **Policies:**

1. Strengthen the collections of the library that could be used regionally, such as the historical collections.
2. Coordinate and cooperate with the special and professional libraries in the area.
3. Raise the non-residential library card fee.
4. Offer neighboring communities the opportunity to pay a pro-rata share of the library operating budget, which would allow their citizens free access to the library.

## SHORE VILLAGE MUSEUM

### Background

The Shore Village Museum, also referred to as “Maine’s Lighthouse Museum,” has one of the largest exhibits of U.S. Coast Guard (“USCG”) and Lighthouse Service artifacts in the country. The museum originally grew out of a popular exhibit at the Rockland Coast Guard Station, when Ken Black (the present Museum Director) was the Commanding Officer from 1968 to 1973. In 1975, the USCG decided to build a new station that did not include the exhibit. In order to save the artifacts, the USCG approached the City to see if they were interested in displaying the items. One event led to another, and the Ladies of the Grand Army of the Republic (GAR) and the Daughters of Union Veterans donated their meeting hall on Limerock Street to the City. The artifacts were moved into the GAR building in 1977. It was officially dedicated and opened to the public in the same year. The collections of lighthouse and maritime artifacts include those on loan from the Coast Guard as well as artifacts acquired by the museum since 1977. The museum is well known both statewide and nationally and the Director is often called upon to speak about lighthouses at state and national gatherings. The museum also publishes a twice-yearly newsletter of national lighthouse news.

The Shore Village Museum is a department of the City established by Rockland Code. As such, the City owns the museum building, provides for part of museum’s budget, and the City Council appoints all nine members to the Advisory Committee.

Staffing consists of two paid part-time seasonal employees, an unpaid Director and other volunteers. Although the museum is a year round operation, it is only open for visitors from June 1 to Columbus Day and other times by appointment. Also, there is a museum gift shop. The income from sales helps to support the museum. Admission to the museum is free.

The Museum also included exhibits of Rockland memorabilia owned by the Shore Village Historical Society and exhibits of Civil War memorabilia previously owned by the Sons of Union Veterans and Daughters of Union Veterans. The collection of Civil War memorabilia was gifted to the City in 1993 and included a collection of invaluable books containing rare Civil War records. The gift was accepted by the City Council on December 13, 1993 by Resolve #93, which action further resolved “the Civil War collections shall be inventoried and catalogued as soon as possible.” The last inventory of the Civil War collection that the City has on file was performed in or about 1987. It should be noted that the City is the successor-in-interest of the Shore Village Historical Society’s collection pursuant to its Articles of Incorporation.

The Shore Village Historical Society’s collection and the City’s Civil War collection were recently moved to the newly renovated library. A Lease was entered into between the City and the Shore Village Historical Society on April 11, 2001 for 2,650 square feet of ground floor space to house, display, catalog and archive the collection, and hold meetings. The Lease term is for one year, renewed automatically, for \$1.00 of consideration annually. Because these two collections have been exhibited in the same space for years, ownership of some of the artifacts is not clear. For example, a donor would give an item to the museum, but not specify whether it was being donated to the City or the Historical Society.

## Public Facilities and Services

For FY2001, the budget appropriation request was for \$33,382 and budgeted revenue was \$14,200. For FY2000, expenses were \$30,862 and revenues were \$16,200. Within the next several years, the present unpaid Director may be retiring. The estimated cost of hiring a new paid Director is \$52,600 annually (\$40,000 in salary, \$12,660 in benefits).

### **Museum Facility**

The Lighthouse Museum is located at 141 Limerock Street off Route 1 and situated within the Residential Historical District. Although the museum is popular and welcomes many visitors, it is away from the downtown and waterfront areas that receive the largest flow of visitors and tourists. Recently, the City sold the building, and the Director and Board are searching for a new location for the museum where it could attract more seasonal foot and vehicle traffic. Ideally, this location would also be closer to the waterfront. The Director is optimistic that funding can be found so that this can be accomplished within the next several years.

### **Inventory of Collections/Insurance Coverage**

An updated inventory of the Lighthouse Collection and the Civil War Collection needs to be performed to determine ownership as well as to establish adequate insurance coverage based on current appraisals, donor agreements and/or “on-loan” contingencies.

### **Museum Issues and Implications**

- (1) Museum funding is minimal and is based upon City appropriations, visitor donations, gift shop income, and museum savings. In order to ensure the museum’s long-term viability, should the City seek other sources of funding?
- (2) Some of the Lighthouse Collection given to the museum has never been formally accepted by the City, while other parts of the collection belong to the City and yet other items are on-loan from the USCG. How can the collection be inventoried accurately, artifacts gifted to the City as necessary and adequate insurance coverage provided?
- (3) The City-owned Civil War collection is housed with the Historical Society’s collection at the Library. How can an updated inventory be performed on the Civil War collection and adequate insurance coverage provided?
- (4) Only the Lighthouse Collection remains at the Shore Village Museum (the Shore Village Historical Society collection and the Civil War collection have moved to the renovated library). Should the name of the museum and of the department be changed to reflect the fact that only the Lighthouse Collection remains at the museum?
- (5) The position of Director is unpaid and held by Ken Black who was instrumental in starting the Museum and who continues to contribute many hours to new acquisitions and to running the museum. Ken Black may retire from this position within the next few years. Should the City hire a paid director when this happens?
- (6) The City sold the building housing the museum. Should the City assist the museum in finding a suitable new location? To what extent should the City fund the museum’s operations?

**Goal: To continue to preserve, protect and display the Civil War Collection.**

**Policies:**

1. The City should perform an inventory and appraisal of the Civil War Collection.
2. The City should provide for public access to the Civil War Collection and for its proper display.

**Goal: To continue to support the Shore Village Historical Society in its efforts to preserve, protect and display Rockland's history.**

**Policy:** The City should continue to provide affordable space to the Shore Village Historical Society.

**Goal: To encourage the privatization of the management of the Lighthouse Collection and it's continued display in Rockland.**

**Policies**

1. The City should work with the Director and the Board to seek additional sources of funding for the Lighthouse Collection.
2. The City should perform an inventory and appraisal of the Lighthouse Collection.
3. The City should be supportive of efforts by the Director, Board and any local group working to relocate the Lighthouse Collection to a larger and more physically accessible building, particularly to a location near the waterfront or downtown.

## SCHOOLS

### School Administrative District #5

Rockland, Owl's Head and South Thomaston joined resources in 1959 to form School Administrative District #5 (SAD 5). All of Rockland's public school students are educated in District's schools located within the City. Students from South Thomaston and Owl's Head join the Rockland students from grade 6 onward. Since SAD 5 is a consolidated district, all information given here is district-wide unless otherwise noted.

A board comprised of eleven elected directors who serve staggered three-year terms governs administration. Seven of the directors are Rockland residents elected by Rockland residents. Owls Head and South Thomaston each elect two directors from their respective municipalities.

The District is funded by a complex formula developed by the State Legislature. The State contributes an amount based on the District's enrollment and valuation. The balance is raised through local taxes based on each community's property valuation. The State's contribution has dropped substantially since 1990 resulting in a considerably increased tax burden for each of the District's three communities.

SAD 5 establishes and receives approval for its own budget. SAD 5 then informs each municipality of what its share of the budget is. Once the City of Rockland knows how much its share of the budget is, the City can then establish the Mill Rate, which includes the Municipal budget and the City's share of the County budget. In the latest year for which financial figures were available (2000-2001), Mill Rate for Rockland property owners was \$23.70. Of that, \$11.91 (50.3%) of the Mill Rate was for SAD 5 funding. In terms of the District's budget, Rockland was responsible for 64% of the District's local revenue while Owl's Head was responsible for 21% and South Thomaston was responsible for the remaining 15 %.

Statistics for SAD 5 show a sharp decrease in enrollment from the 1980-81 school year to the 2000-2001 school year. Over this 20-year period, enrollment dropped by 690, or by 32% (see Table 10-8). At the same time, for the years 1988-89 to 1999-2000<sup>2</sup>, SAD assessments have risen by almost 3.7 million dollars, an increase of about 53%. SAD 5's per pupil expenditure of \$5,998.00 ranked 98<sup>th</sup> highest of the 264 Districts in the State of Maine (see Table 10-9). The only school district in the area with a lower per pupil cost in 1999-2000 was SAD 40 with a per pupil cost of \$5,444.08 and a ranking of the 164<sup>th</sup>. SAD 5 has many fixed costs that are not affected by changes in student enrollment. In addition, the District is required to provide several programs that are mandated by either the State or Federal governments, many of which require 100% local funding. Those costs when coupled with declining student enrollment have resulted in a per-pupil cost that continues to rise at a rate greater than the rate of inflation.

There are presently five SAD 5 facilities within the City of Rockland. The McLain School built in 1894 is currently used as the office for administration, Special Education, and shared programs for the school District. Schools within the City of Rockland and the years they were built are as follows: South School (1949), MacDougal School (1954), Rockland District High School (1962), and the Rockland

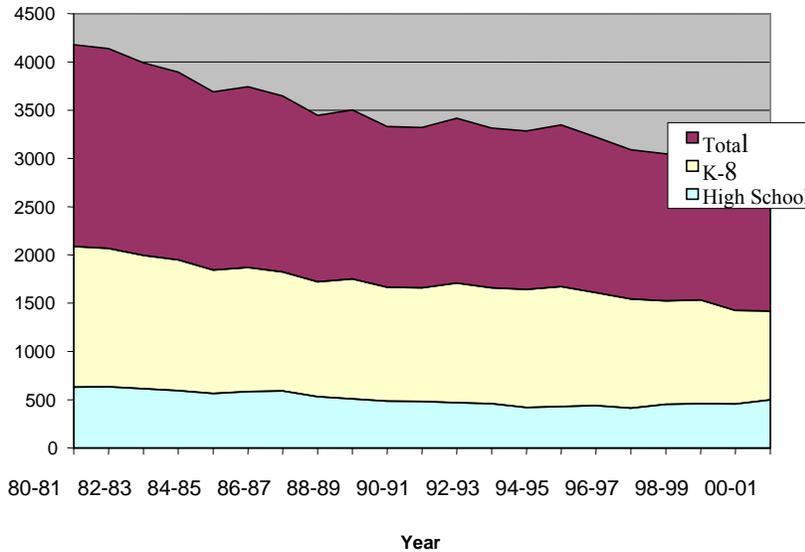
---

<sup>2</sup> The years for which financial figures were provided by SAD 5 and Maine Department of Education.

**Public Facilities and Services**

Middle School (1999). Recent capital improvements undertaken by SAD 5 were the completion of the new Rockland Middle School in 1999, renovation of the auditorium at Rockland High School, and completion of a 1.5 million-dollar expansion and renovation of South School. All schools within the City of Rockland are under capacity (see Table 10-10). School capacities are based on a conservative limit of 20 students per classroom. If the trend of declining student enrollment continues, these facilities will continue to be under-utilized, which will likely increase the cost per student.

**Graph 10-3  
SAD 5 Enrollment 1980-2000**



**Table 10-8  
SAD 5 Historical Enrollments**

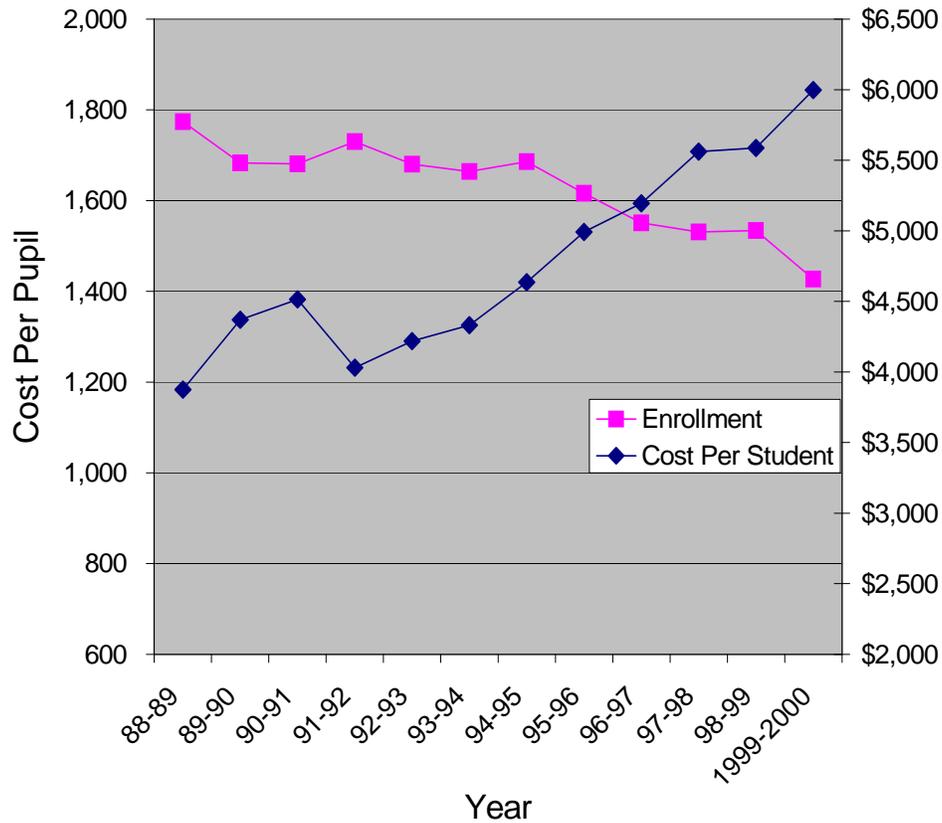
School Year	K-8	High School	Total SAD 5 Enrollment	Private
80-81	1,459	630	2,089	N/A
81-82	1,436	633	2,069	N/A
82-83	1,380	614	1,994	N/A
83-84	1,353	595	1,948	N/A
84-85	1,280	565	1,845	N/A
85-86	1,285	586	1,871	N/A
86-87	1,233	591	1,824	N/A
87-88	1,192	532	1,724	N/A
88-89	1,241	510	1,751	N/A
89-90	1,176	488	1,664	N/A
90-91	1,177	484	1,661	N/A
91-92	1,238	471	1,709	N/A
92-93	1,199	459	1,658	N/A
93-94	1,225	418	1,643	N/A
94-95	1,244	429	1,673	54
95-96	1,171	439	1,610	61
96-97	1,132	412	1,544	79
97-98	1,071	452	1,523	95
98-99	1,074	460	1,534	80
99-00	969	458	1,427	85
00-01	918	500	1,418	87

Public Facilities and Services

Table 10-9

School Year	Revenues	Expenditures	Cost Per Student
88-89	\$6,920,934	\$6,874,466	\$3,875
89-90	\$7,452,183	\$7,353,270	\$4,369
90-91	\$7,554,253	\$7,589,849	\$4,515
91-92	\$7,039,896	\$6,973,255	\$4,031
92-93	\$7,022,171	\$7,086,974	\$4,218
93-94	\$7,320,511	\$7,207,254	\$4,331
94-95	\$7,900,997	\$7,814,216	\$4,635
95-96	\$8,334,356	\$8,066,778	\$4,992
96-97	\$8,747,259	\$8,242,154	\$5,195
97-98	\$9,054,557	\$8,493,953	\$5,561
98-99	\$9,724,540	\$8,674,457	\$5,587
1999-2000	\$10,611,467	\$9,285,113	\$5,998

Graph 10-4  
Enrollment and Cost Per Pupil



**Table 10-10**  
**Student and Space Capacity in Rockland**

<b>SCHOOL</b>	<b>TOTAL SQUARE FEET</b>	<b>STUDENT CAPACITY (20 students per classroom)</b>	<b>ACTUAL ENROLLMENT December 2001</b>	<b>PRESENT % of CAPACITY</b>	<b>ACRES Actual/ Recommended</b>
RDHS	64,000	640	524	81%	21.0 / 20.0
RDMS	53,000	440	367	83%	14.0 / 14.0
South	30,550	240	211	88%	7.0 / 7.0
MacDougal	17,768	240	213	88%	6.2 / 8.0

The Maine Educational Assessment (MEA) is designed to measure the State's "learning results" standards for what children know and should be able to do. State Legislation requires that Maine children be tested in grades 4, 8, and 11. Scores from 2000-2001 show that SAD 5 students' scores were not significantly different than those of surrounding school districts or from the State average. An average score was calculated for all SAD 5 schools in Rockland, these scores were determined by the State to "partially meet the standard". Scores from previous years of 1998-1999 and 1999-2000 showed similar results with scores comparable to surrounding school. In general, 1999-2000 scores were the highest. A different scoring system was used prior to 1998 making it difficult to compare previous years. Recently, the Governor signed into law the Maine Learning Results Bill, which requires local testing to be implemented by the 2002-2003 school year.

The District continues to support a number of after school and summer programs particularly directed at "at risk" students. The school district currently has seven committees working on literacy, mathematics, social studies, science, career preparation, technology, and staff development. These committees are charged with aligning the curriculum with the Learning Results legislation.

Over the past years, the City of Rockland and SAD 5 shared infrastructure projects have added significantly to the quality of life, the quality of education and the community character of the City of Rockland. A number of these projects have been joint efforts between the City of Rockland and SAD 5 in an effort to provide amenities to the community without duplicating efforts. Some of these shared projects include: the skate park, basketball courts and tennis courts at the Rockland High School, the Lindsey Brook slope stabilization at Rockland High School and utilizing shared purchasing power to save on heating fuel costs.

### **Region 8 Vocational Technical School**

"Mid-Coast School of Technology," is a 25-30 year old facility located on South Main Street in the City of Rockland. It is essentially an extension of high school for ten of the midcoast region school districts ranging from Lincolnville to Waldoboro including all of the nearby island communities. The school serves students with twelve major "hands-on" programs. Students attend classes here part-time and the rest of their education is conducted at their regular school. The school also has an evening adult education program.

Region 8's annual budget is derived from the budgets of the ten participating school districts based on student enrollment and currently stands at approximately 2 million dollars, of which SAD 5

## Public Facilities and Services

contributes 20%. In addition, the Adult Education program has a budget of approximately \$85,000. Presently, enrollment at the facility is about 300 students.

### School Issues

- (1) There is a perception that the Rockland schools do not provide the same quality of education as the schools in adjoining districts. This perception directly influences location of housing decisions for families. How can the City of Rockland and SAD 5 improve the perceived quality of the education provided?
- (2) Demographics have changed significantly in Rockland in the past 20 years. The population has aged with more retirees, smaller families, and fewer school-aged children. How Should the City of Rockland and SAD 5 adapt to the changing demographics of the City?
- (3) Communities often have difficulty with the impact of a school's location. Schools located in prime commercial areas diminish the tax base. Schools located outside of the developed area increase traffic and busing costs because children cannot walk to school. Schools located on major corridors slow down mobility within school zones. How do proposed new schools locations, size and design affect the surrounding community? Should schools be allowed to locate on prime commercial properties?
- (4) There is some duplication in goals and facilities between the City of Rockland and SAD 5. Recently shared infrastructure and project development have allowed both entities to avoid duplication and save money. How can the City of Rockland and SAD 5 continue to work together on shared infrastructure and projects? What projects would these be?
- (5) The current tax legislation is burdensome to Services Centers and the School Districts that serve them. How can the City of Rockland and SAD 5 influence the State to revise the Tax Code to allow for fairer funding of Service Center Schools?

**Goal: Change the Perception that SAD 5 (Rockland) Schools provide a lower quality of education than surrounding districts.**

### Policies

1. City should work with SAD5 and the Department of Education to develop information packages regarding the quality of education, extra curricular programs, and facilities within the District.
2. City should work with the Rockland-Thomaston Chamber of Commerce and local Real Estate Agencies to place school information in Relocation Packages.
3. City should make an effort to encourage and acknowledge academic successes in the schools, including but not limited to announcements in City Council Meeting and plaques for academic achievements.
4. City should work with SAD 5 to change local newspaper's perceptions of the School District and provide press releases regarding academic successes and awards.
5. Provide school information packets to local businesses and the human resources council to provide to newcomers to the area.

**Strategies**

1. Establish a City of Rockland Education Committee in charge of bringing education related issues to the forefront and serving as a liaison between the City of Rockland and SAD 5.

**Goal: Develop land use policies and regulations that adapt to changing demographics as they relate to school capacity and costs.**

**Policies**

1. The City should consider affects of proposed housing types on the School District during the development review process.

**Strategies**

2. Amend City Ordinances to require any developer proposing a development that significantly increases or decreases the housing stock within the City of Rockland to submit an Education Impact Study. The Education Impact Study will be forwarded to SAD 5.

**Goal: Craft Zoning and Policies that encourage optimal location and community design of new schools.**

**Policies**

1. Encourage the location of schools in residential neighborhoods.
2. Encourage schools to be pedestrian friendly and walkable by students.
3. Encourage design, scale, and lighting that is compatible with surrounding uses and structures.
4. Encourage facility designs that are accessible and usable by the community when schools are not in session.
5. Discourage locating schools adjacent to arterial roadways.
6. Discourage locating schools on commercial and/or industrial properties.
7. Discourage locating schools adjacent to industrial properties or along truck routes.

**Strategies**

1. Amend existing Zoning Ordinances to reflect the policies established above.

**Goal: Continue to work with SAD 5 to limit duplication of services and facilities.**

**Policies**

1. The City should pursue opportunities to share in the development of projects and programs that would benefit both SAD 5 students and the community as a whole.
2. The City should pursue shared purchasing opportunities if savings can be accomplished using economies of scale.

**Strategies**

1. Scheduled meetings between the City Manager and the Superintendent of Schools to discuss opportunities to share in project development and purchasing opportunities between the City of Rockland and SAD 5.

**Goal: Pursue a more fair distribution of the tax burden of education for service centers between the residents, the State, and other beneficiaries.**

**Policies**

1. Work with other service centers and communities to influence the State Government to amend the Tax Code and Policies to more fairly distribute the financial burden for education.

**Strategies**

1. Pursue aligning the City of Rockland with other Cities and organizations with similar interests and concerns as Rockland in regards to Tax Code and Policies.