

**City of Rockland
2002 Comprehensive Plan**

Chapter 13

FUTURE LAND USE

State Goals:

To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public sewer and water and preventing development sprawl.

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

Introduction

In the next ten years, the State Planning Office projects that Rockland's population will decrease from 7,609 in 2000 to 7,615 in 2015. Although the population of Rockland has been decreasing, the City continues to see development. According to the US Census, housing units increased 1 percent from 1990 to 2000. Rockland's increasingly tourist and service related economy and its distance from other major commercial centers strengthens its role as the service center for the region. Rockland, as the largest municipality in the midcoast counties, also serves as one of Maine's most important medium-sized intermodal transportation hubs.

The current land use described in Chapter 6 of this plan is based on the information found in the inventory and analysis of sections in this comprehensive plan. Although the future land use plan is shaped by the policies developed in each section, consideration is given to the existing land use patterns and the expected future land use needs. Existing land use patterns are reviewed and efforts are made to minimize non-conforming uses within each proposed zone.

Growth management legislation requires that municipalities designate growth and rural zones. The growth zone designation is intended to direct development to areas suitable for such growth and away from areas where growth and development would be incompatible with the protection of rural resources. Based on growth management, growth areas are to be located close to municipal services to minimize the cost to the municipality for the delivery and maintenance of these services. The rural zone designation is intended to protect agricultural, forest, scenic areas, and other open space land areas from incompatible development and uses.

Chapter 3 Natural Resources provides a detailed description of the naturally occurring physical constraints that limit industrial, commercial and residential growth in the City, and in particular, west of Bog Road. This western section comprises approximately 40% of the City's land area mass. As a result, future growth, except for the small commercial corridor along Route 90, can only take place in the area east of the Bog Road to the harbor. This can be accomplished through encouraging infill development and maximizing the use of existing structures. Failure of the City to adopt an infill development policy could mean that growth and development that would ordinarily take place in Rockland would spill over into neighboring communities with fewer facilities and services thereby adding to regional sprawl.

Future Land Use

This Chapter defines the future growth and rural areas of the City and specifies the recommended types and densities of development for each of the residential neighborhoods in the community.

Future Growth and Rural Areas

Map 13-2 shows the areas of Rockland that are suitable for orderly residential, commercial, and industrial development over the next several years and which areas are not suitable for any development.

Growth Areas:

On the Future Land Use Map, growth areas are categorized as Commercial, Industrial, and Infill Mixed-Use Residential. Future residential growth will be dependent on the availability of buildable land. Within the older built up areas of the City, any new residential growth will be the result of infill development because of the existing residential high density.

Transitional Areas:

In the Dodge's Mountain, Benner Hill and Meadow Brook areas, the City will not seek public investments in infrastructure development that would add capacity (density) during the planning period covered by this comprehensive plan. Thus, as defined in statute, this area will be considered transitional rather than growth or rural. "'Transitional area' means an area that is designated in a municipality's comprehensive plan as suitable for a share of projected residential, commercial or industrial development but that is neither intended to accept the amount or density of development appropriate for a growth area nor intended to provide the level of protection for rural resources afforded in a rural area or critical rural area (Title 30-A Section 4301)."

Rural Areas:

Rural areas are those places in the community where protection should be provided for forest, open space, wildlife habitats, valuable wetlands, unusual natural areas, potentially important archaeological/historical sites, recreation areas, and areas with poor soils for building and/or difficult access to existing roadways. Rural land is land that is organized for the production of food, fiber, minerals, energy, and/or is land that can serve environmental purposes or provide low-impact recreational uses. For the economic viability of agricultural, forestry and other rural resource activities, expanses of undeveloped land are often necessary.

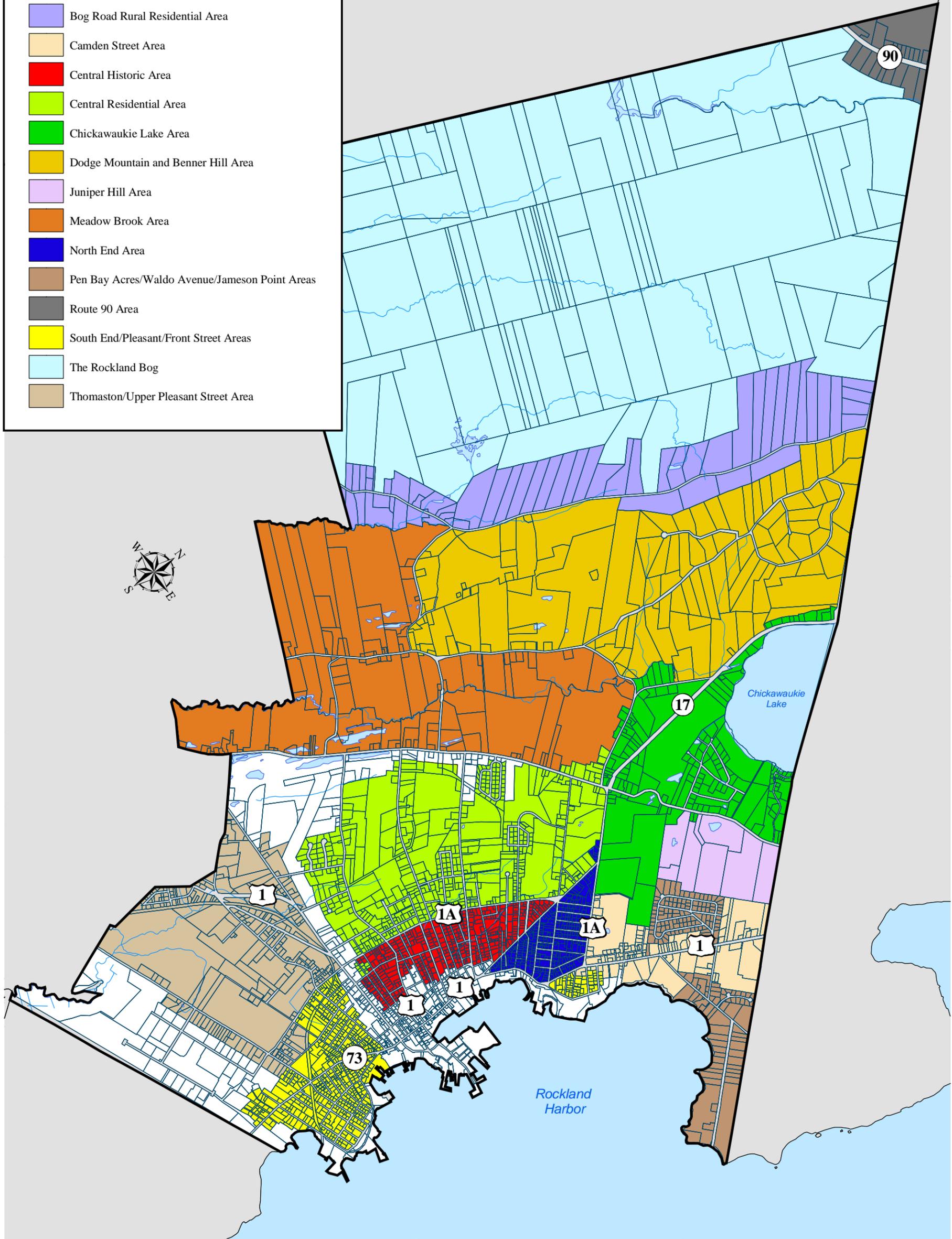
Within the City of Rockland, three rural areas meet all of these criteria. The first area is the entire section of the City west of the Bog Road, except the commercial corridor along Route 90. This area is commonly known as the Greater Rockland Bog. The second rural area consists of those places that are protected by shoreland zoning. These areas are located along Meadow Brook, around Chickawaukie Lake, and the wetlands near the Industrial Park. The third area is located in the southwestern corner of Rockland in the Woodland/Wildlife zone. Chapter 3 Natural Resources documents the importance of these areas.

Legend

Streams Water Tax parcels

Residential Areas

- Bog Road Rural Residential Area
- Camden Street Area
- Central Historic Area
- Central Residential Area
- Chickawaukie Lake Area
- Dodge Mountain and Benner Hill Area
- Juniper Hill Area
- Meadow Brook Area
- North End Area
- Pen Bay Acres/Waldo Avenue/Jameson Point Areas
- Route 90 Area
- South End/Pleasant/Front Street Areas
- The Rockland Bog
- Thomaston/Upper Pleasant Street Area



Rockland

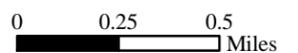
Map 13-1: Residential Areas



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



Prepared by the Eastern Maine Development Corporation



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

Legend

Growth Areas

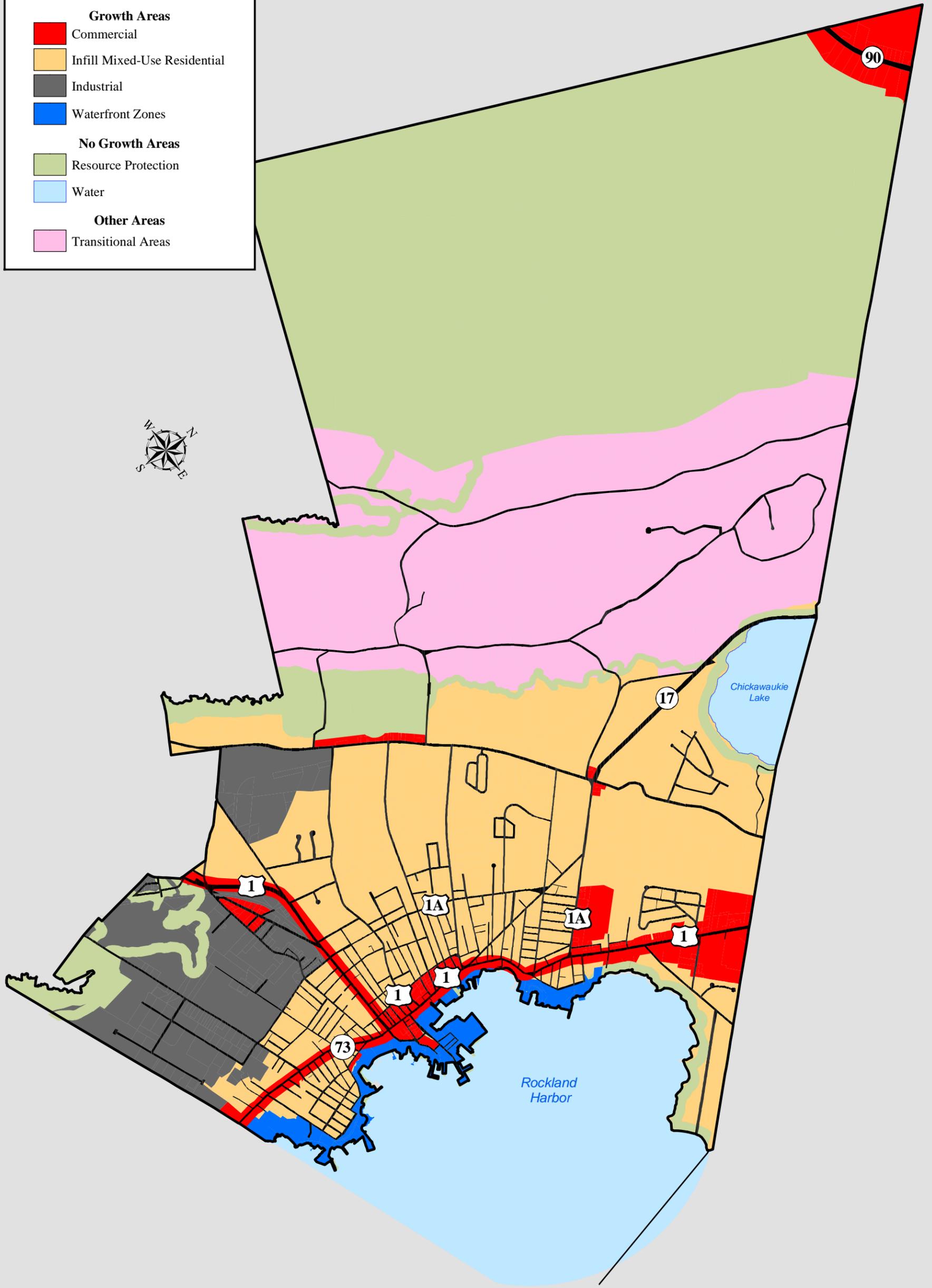
-  Commercial
-  Infill Mixed-Use Residential
-  Industrial
-  Waterfront Zones

No Growth Areas

-  Resource Protection
-  Water

Other Areas

-  Transitional Areas



Rockland

Map 13-2: Future Land Use



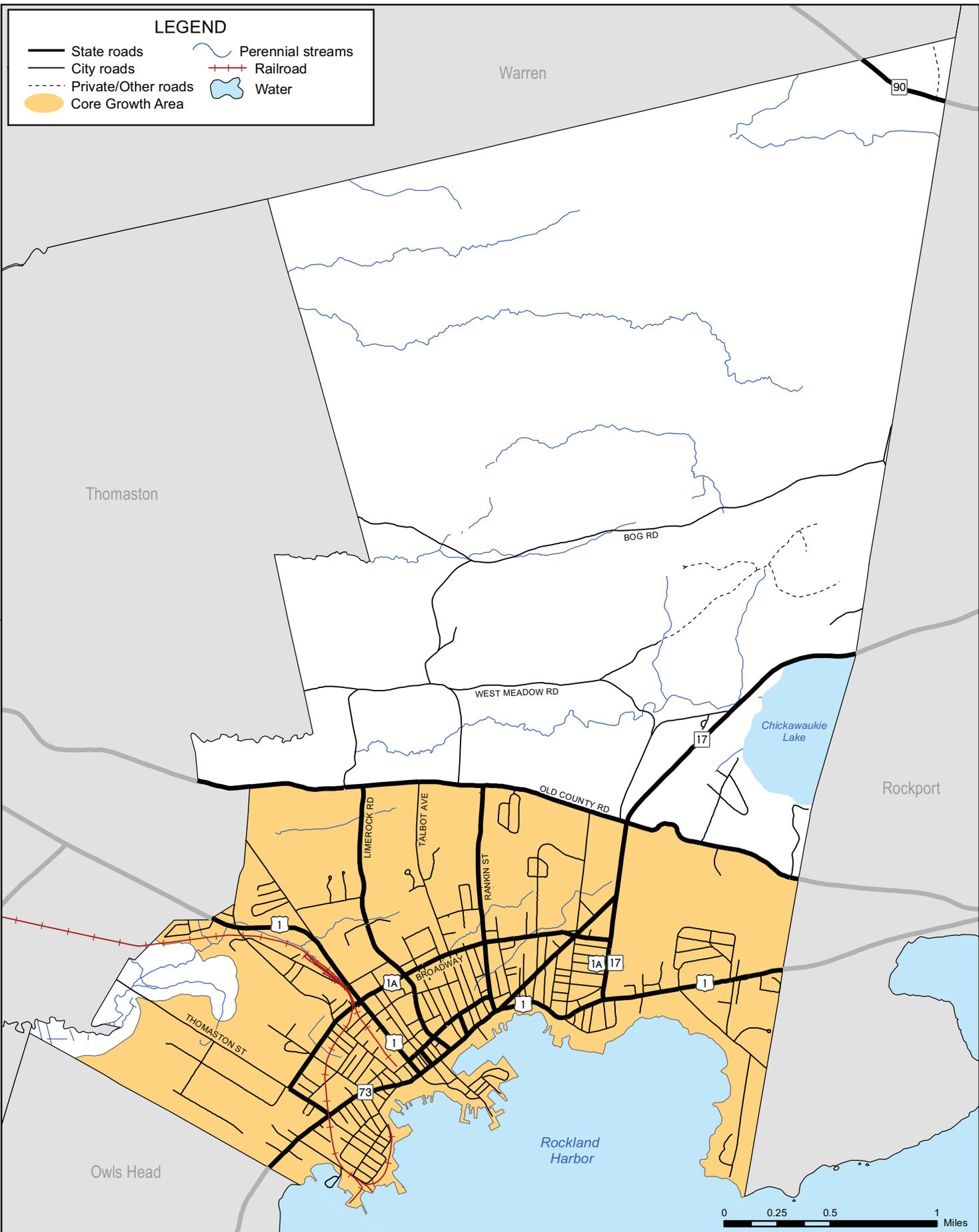
Mid-Coast Regional Planning Commission
166 Main Street, Suite 201
Rockland, ME 04841-1315
(207) 594-2299



Prepared by the Eastern Maine Development Corporation

0 0.25 0.5
Miles

Sources: City of Rockland, Photo Science Inc. and MEGIS
Map revised: April, 2004



CORE GROWTH AREA

Prepared as part of the Gateway 1 amendments to the comprehensive plan.

CITY OF ROCKLAND

Map revised July 27, 2011
 Map prepared by LatLong Logic, LLC
 Sources: Rockland Comprehensive Planning Commission, MEDOT and MEGIS



MID - COAST
 REGIONAL PLANNING COMMISSION
 166 SOUTH MAIN STREET, SUITE 201 - ROCKLAND, ME 04841
 (207) 594-2299 - WWW.MIDCOASTPLANNING.ORG

GROWTH AND DEVELOPMENT

Note: The following area descriptions explain current and anticipated land uses and activities in existing residential, commercial, industrial, recreational and rural resource areas. From these descriptions and from analysis of current zoning, as recommended as a strategy later in this chapter, the City will determine which ordinance standards should be amended to allow efficient development that protects neighborhoods and natural resources, minimizes public expenditures, and allows for a mix of development opportunities. **Zone boundaries may be adjusted to include similarly developed areas that would benefit from sharing the same ordinance performance standards and design guidelines, and these changes may resemble in part the residential neighborhoods shown on Map 13-1 Residential Areas. Map 13-2 Future Land Use shows generalized areas with similar land uses upon which zoning amendments would be based. However, exact zone boundaries can only be determined after detailed site-specific analysis, working in direct consultation with property owners.**

South End/Pleasant/Front Street Areas

The South End/Pleasant Street area is bounded on the south by Mechanic Street and the Owls Head town line, on the west by Broadway, Orange, and Lovejoy Streets, on the north by the Railroad tracks behind Pleasant Street, and on the east by Atlantic Street and the Atlantic Ocean. The Front Street area is a smaller triangular area facing the harbor. This area is bounded on the south by the intersection of Front with Camden and Cedar Streets, on the west by Camden Street, on the north by Washington Street and on the east by Front Street (see Future Land Use Map).

Both areas are similar in that they have traditionally provided work force housing for Rockland residents. Compared to the other areas of the City, the South End and Front Street areas are unique in that their locations are bordered by or adjacent to heavily traveled highway corridors as well as bordered by commercial and industrial development along the waterfront. Both areas are separated from the shore by commercial and industrial activities, many of which are marine-related. These waterfront activities do not obstruct the ocean views in the Front Street area, but do obstruct some views in the South End.

The Route 73 corridor runs through the South End and is a heavily traveled road connecting Rockland and the Towns of Owls Head, South Thomaston, and St. George. Considerable small-scale commercial development is currently located along this road in Rockland. The most heavily traveled portion of the Rout One corridor borders the Front Street area. Extensive commercial development is located along this route. In both areas, commercial development is expected to grow.

Despite their proximity to commercial activity, these parts of the City are predominately residential, consisting mostly of two story single-family homes and several two family and three family dwellings located on smaller lots. Lots along the waterfront have either intermittent or good water views. Public sewer and water serve these areas. While still fulfilling their traditional role of providing workforce housing, these two residential areas have recently attracted households with a wider range of income levels as traditional industries give way to Rockland's new identity as a service center. There are few, if any, vacant lots and the growth options are limited to the expansion of existing buildings, changes of use, or conversions.

Future Land Use

The South End has recently seen considerable change especially with the arrival of MBNA. With the possibility of a high-speed ferry locating in this area, the South End may continue to see much change. Commercial development pressures are anticipated along the highway corridors as well as along the waterfronts in both the Front Street and South End/Pleasant Street areas. Given that these neighborhoods provide a significant portion of the City's residential needs, it is important that these residential areas receive protection from encroaching commercial and industrial development. In order to preserve the residential quality of these areas, under no condition should commercial development be allowed inland of the waterfront streets. Any future development should be evaluated for the possible impact on the valuable waterfront views that exist in both the South End and in the Front Street areas. In addition, commercial development along the highway corridors should be limited to properties immediately adjacent to the roadways.

Thomaston/Upper Pleasant Street Area

This is a widely mixed-use residential area that borders considerable industrial and commercial activity. The Thomaston and Upper Pleasant Street area abuts the Industrial Park and Thomaston Street on the south, the Thomaston town line on the west, Park Street on the north, and Broadway, Orange and Lovejoy Streets on the east.

This section of the City consists of residential pockets with smaller wood-frame, single-family homes situated on both medium size and smaller lots. These scattered neighborhoods, in many cases, are surrounded by mixed-use commercial and industrial activity. Public sewer and water serves most of this area.

The issue this district faces is the limited available industrial land within the boundaries of the City. These residential sections of the City are most likely to evolve into industrial areas in the future and should be prepared for a gradual transition into more intensive non-residential uses. With appropriate environmental regulation, the City will continue to support this transition.

Camden Street Area

The Camden Street area is bounded by Maverick Street on the south, Rockland Plaza and Pen Bay Acres on the west, the Rockport town line on the north, and the Atlantic Ocean on the east as shown on the Future Land Use Map. This area consists of residential clusters surrounded by encroaching commercial activity.

The Camden Street homes consist of smaller wood-frame, single-family homes as well as some mobile homes situated on both medium size and smaller lots. Most lots are served public sewer and water. This area is located in a growing commercial area, and as the need for commercial land increases, will receive considerably less residential protection. This area should be prepared for a gradual transition into more intensive non-residential uses.

Central Historical Area

This area is situated between Broadway and Union Streets. It is bounded on the south by Grace Street, on the west by Broadway, on the north by Cedar Street, and on the east by Union Street. It is a densely populated area with two story single-family homes, two unit dwellings, and multiple family dwellings of mostly 3 and 4 units. Included in this area is the Rockland Historical District, which contains many large, often historically and architecturally significant, older homes, some of which have

Future Land Use

been converted into apartments. Lot sizes are mostly smaller with some medium size lots and are served by public sewer and public water. Most of this section's streets have sidewalks and the downtown and the waterfront areas are within walking distance.

This district should be used to protect and enhance the City's architectural heritage, to support the economic viability of historical buildings by allowing for alternative uses, and to encourage the stability of a residential district adjacent to the downtown commercial area. Existing historic buildings in this area, such as public schools where classes are no longer held, should be allowed to house alternative uses that are educationally or culturally related while maintaining the architectural integrity of the structure. Over the past fifty years, many larger homes were converted into multi-family dwellings. Recently, there has been a trend to reconvert these dwellings back into single and two family homes. This has had a positive effect on the area and should be encouraged.

North End Area

The North End Area abuts the Central Residential and Historical Areas with which it shares similarities. It is bounded on south and west by North Main Street, on the north by Maverick Street, and on the east by Camden and Main Streets. This area generally consists of small sized lots with one and two family homes, and multiple family dwellings of three or more units.

In addition to public sewer and water, this area has good pedestrian access to major shopping plazas. Traditionally this area has provided affordable work force housing and should continue to do so. High-density residential development should be allowed on smaller lots. Commercial development should be restricted to the primary traffic corridors of Camden and Main Street, however, home occupations should be allowed.

Central Residential Area

This medium density area is situated in the central part of the City and links the high density, older built-up section, to the east and the more rural and lower density residential areas beyond Old County Road. Generally, this area is bounded on the south by commercial activity near Park Street, on the west by Old County, on the north by Maverick Street, and on the east by Broadway. This area consists of more recently developed neighborhoods with one and two story homes, subdivisions, as well as, family and elderly housing. Included in this area are several larger parcels that are, or could be served by sewer and water. The collector roads and local streets in this area handle low traffic volumes. For these reasons, this area has the best potential for further medium density planned infill development on larger lots with residential subdivisions or cluster housing developments.

The residential portion of this district should be retained along with supportive institutional structures such as churches and schools. In this area, carefully planned medium density infill development should be encouraged in order to provide housing choices that are either on or reasonably close to existing public sewer and water.

Pen Bay Acres/ Waldo Avenue-Jameson Point Areas

These areas are located in the north part of the City bordering the Town of Rockport between Camden Street on the east, Old County Road on the west, and Maverick Street on the south. The Pen Bay Acres subdivision is situated off the west side of Camden Street and is accessible from Camden Street by Lev Coffin Drive and Pen Bay Avenue. Development of Pen Bay Acres began in 1957. It is

Future Land Use

entirely a single-family residential subdivision. The remainder of this area consists mostly of large undeveloped parcels to the north and west of Pen Bay Acres. Sewer and water are either on site or can be extended to these undeveloped parcels.

The Waldo Avenue and Jameson Point area is situated at the north end of Rockland Harbor and east of Camden Street. It includes Samoset Road and Jameson Point. It is a medium to low-density residential area consisting primarily of modern one-story, single-family homes as well as the condominium units. Sewer and water are available. This area also includes the Marie-Reed Park and access to the Rockland Breakwater. This is arguably the most popular waterfront area for residents and visitors alike. The Samoset owns the footpath that leads to the breakwater but has left it open for public access. Since the completion of the breakwater, this small piece of land has not seen significant change or development.

The area on the south side of Waldo Avenue and Samoset Road is subject to landslide risk. Geological factors, soils factors, and flooding factors, documented in the chapter on Natural Resources, contribute to the landslide risk. Two houses were destroyed in the 1996 Samoset Road Landslide. Precautions should be taken to reduce the level of landslide risk thus preventing further loss of property and property value.

The neighborhoods of Pen Bay, Waldo Avenue and Samoset Road have long provided single-family housing choices. These areas have recently experienced commercial development pressures from Camden Street and the Samoset Resort. These areas should be protected from further expansion of commercial zones into existing residential neighborhoods.

Juniper Hill Area

This area is located behind Pen Bay Acres and adjacent to the Rockland Golf Course. It is bounded by the Rockport town line to the north and Old County Road to the west. This area contains predominantly individual single-family homes. The interior of this area has steep slopes and rocky ledge that are unsuitable for development.

In the portions that are environmentally suitable, infill residential development should be encouraged because of the easy access provided by surrounding roadways, proximity to State Route 17 and US Route 1 stores, services and employment opportunities.

If residential development pressures increase in this area, community wastewater facilities should be considered. Should sewer extension be proposed, such extensions would only follow existing roadways and not extend into interior portions of this area. Zoning should restrict commercial development along Old County Road.

Lake Chickawaukie Area

This area encompasses the land within the Chickawaukie Lake Watershed and is bounded on the west by Lake Avenue, on the south by Old County Road and commercial activity on Maverick Street, and on the north and east by Chickawaukie Lake and the Rockport town line. It consists of residential subdivision development on medium size lots and larger parcels, individual single-family homes and seasonal or converted cottages. Public water is available but City sewer is not. The extension of these public services in this area should be encouraged in order to promote higher density development, which still protects the Lake's watershed. The City will invest in both conservation and development to accommodate growth while protecting water quality in this growth area.

Future Land Use

Runoff, especially from any paved or over-developed areas, contributes to the phosphorus loading of Chickawaukie, which is already suffering from high algal blooms. The adoption of phosphorus loading standards for development within the watershed is recommended. The water quality condition of Chickawaukie Lake is documented in Chapter 5, Natural Resources.

This area should allow for low-density residential development in areas not served by public sewer. Precautions should be taken to prevent the over development of an urban watershed and to reduce phosphorus loading to water bodies in order to protect a potential secondary water supply. Areas outside of the watershed contain valuable residential land, and with the proper extensions of public sewer and water, is highly attractive for infill residential development. For these reasons, commercial development along this stretch of Old County Road should be discouraged.

Dodge Mountain and Benner Hill Area

This area encompasses the land between West Meadow Road and Bog Road and is bordered on the south by Mountain Road, on the west by Bog Road, on the north by Route 17 and the Rockport town line, and on the east by West Meadow Road. Dodge Mountain is developed with homes on large lots while Benner Hill is relatively undeveloped. Despite these differences, they do share a common ridgeline, natural settings, spectacular views, and privacy. Because of these attributes as well as the large lot sizes, the upscale development on Dodge Mountain could spread to Benner Hill.

Hillside development in this area should be controlled for several reasons. The roads are currently adequate for low volume rural traffic only, public sewer and water are not available, and dense development would diminish the aesthetic quality, which is this area's greatest strength. In addition, Chapter 5 Natural Resources discusses the physical constraints and risks related to hillside development, and suggests low-density development, as well as, regulatory controls and structural measures necessary to overcome these barriers. Zoning in this area should conform to the state required minimum lot size of 20,000 square feet. Special overlay provisions should be considered, in order to reduce the environmental impact of hillside development. In this area, the City will not seek public investments in infrastructure development during the planning period covered by this comprehensive plan. Thus, as defined in statute, this area will be considered transitional rather than growth or rural.

Meadow Brook Area

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

This area has predominately single-family homes. Residents are not served by public sewer and water and therefore are dependent on septic systems and drilled wells. The well water supply is adequate for single-family units on medium sized lots (approximately one acre) and low-volume commercial users. Medium lot sized housing is limited in Rockland. However, demand is significant for medium sized lots, as an affordable alternative to the larger minimum lot sizes found in surrounding towns. Although in-town lots, when available, are smaller they are often more expensive than medium sized lots located inland. The City recognizes the importance of providing a variety of housing types, and that the portions of this area not affected by shoreland zoning or steep slopes (above 25%) would suit medium sized house lot growth.

Future Land Use

In this area, the City will not seek public investments in infrastructure development during the planning period covered by this comprehensive plan. Thus, as defined in statute, this area will be considered transitional rather than growth or rural.

The City should consider community wastewater facilities and shared wells to promote residential infill and/or cluster/conservation subdivisions development in suitable areas along roadways with appropriate access management.

Bog Road Rural Residential Area

This area includes the land on both sides of Bog Road and is adjacent to the Rockland Bog. It is bounded on south by the Town of Thomaston, and on the north by Mill Road as shown on the Future Land Use Map. It consists of single-family homes on larger parcels of land. Residents are not served by public sewer and water and therefore are dependent on site septic systems and drilled wells. The well water supply is adequate for single-family users. Roads are adequate for handling low volume rural traffic.

The geographic constraints of Dodge Mountain and Benner Hill to the east and the wetlands of the Bog to the west limit any development in this area. For these reasons, this area should serve as a buffer to protect the Bog and development should be limited to low-density, single-family homes.

Route 90 Area

This area is located in the far northwest corner of Rockland. It is bounded on the south and east by the Rockland Bog, on the north by the Rockport town line and on the west by the Warren town line. This area is dominated by the 0.4-mile commercial corridor that is situated between the towns of Warren and Rockport. The area is not served by public sewer and water but is located on Route 90, which is classified as an arterial corridor and undergoing highway commercial corridor development. Commercial development of this corridor should be encouraged while being mindful of the distance from public safety and the proximity to environmentally sensitive areas.

See Chapter 6 Land Use Patterns of this plan for a summary of zoning district regulations. Refer to the applicable ordinance for the complete text.

Issues and Implications

- (1) Chapter 5 Natural Resources documents the fact that the City cannot physically expand beyond the Bog Road. Should the Growth Areas boundary be located on the Bog Road?
- (2) Landslide risks have been identified for the Waldo Avenue Neighborhood and hillside development risks have been identified for Dodge Mountain and Benner Hill. Should additional risk reduction requirements be developed for these neighborhoods and incorporated into the Zoning Ordinance as overlay regulations?
- (3) The zoning imposed upon Rockland was done so after development had occurred. What zones should be reviewed for set back requirements, non-conformities, and incompatible uses? Should the City eliminate zones have not been used or redefine these zones to make them more useful? Should new zoning be created to reflect the realities of the existing development?

Future Land Use

- (4) Some residential sections of the City are surrounded by growing commercial and industrial development. Which sections should be prepared for a gradual transition into more intensive non-residential uses? Which areas should be protected from these non-residential uses?
- (5) With increasing home values and limited developable land, where can the City plan for development of work force housing? Do any sections have potential for development or rehabilitation into work force/mixed-use residential areas?
- (6) Commercial development will occur along corridors with high traffic volumes. Does current zoning prevent commercial growth in areas that are most suitable? Which sections of highly traveled corridors should remain free of commercial activity?
- (7) Rockland is an area that is becoming increasingly attractive for commercial, industrial and residential growth. To promote infill development and to ensure that growth occurs in the most appropriate areas, where should residential, commercial, industrial, and rural growth areas be designated?
- (8) The larger lots of developable land along Old County Road would be ideal for development if city services were available. Should the City fill in the unserved areas between Broadway and Old County Road? What other sections of the City would be made more attractive for development with the extension or upgrade of City services?
- (9) Odor from the transfer station may be discouraging development along Old County Road. What can the City do to improve the area in order to encourage development?
- (10) Unplanned development creates rural sprawl and inefficiently uses existing open land. To prevent this, should the City create special zoning in open spaces of growth areas to ensure planned development and efficient land use?
- (11) Some residential zones have allowed uses that are inconsistent with the existing area. When reviewing the zoning, should the City develop ordinances to restrict inconsistent uses in these areas?
- (12) Further residential development is expected to occur in the areas of Old County Road and east of Bog Road. What restrictions should be placed on development to protect environmentally sensitive areas?
- (13) Open public areas serve as a valuable resource to communities. With the current zoning, the creation of public space is restricted in some areas. When reviewing zoning, should the City remove these restrictions in order to make parks and open space allowed in all areas?

As noted in Chapter Two – The Local Economy:

- (14) Commercial areas in Rockland are quickly being developed. In the next ten years, will there be adequate commercial land? Is the commercial land being used efficiently (i.e. shared parking, functional green spaces not just parking strips, encourage multiple use buildings, require a pedestrian friendly design, etc...)?
- (15) The Industrial Park is essentially developed. Should the City seek land, and extend infrastructure if necessary, to provide additional Industrial Park opportunities? Is there a need for additional industrially zoned acreage?

Goals, Policies And Strategies

Goal: To foster land uses that will enhance the residential opportunities and promote Rockland's role as the economic center of Knox County.

Policies

1. Protect Rockland's economic viability as a service center by making allowances for efficient commercial and industrial development. To discourage suburban-style residential development, consider adopting a conservation subdivision ordinance, and limit new subdivisions west of Old County Road to conservation or clustered housing subdivisions developed pursuant to Rockland Code, Chapter 19, and applicable subdivision and site plan review standards. Consider allowing off-site conservation, but still within the rural portions of Rockland, *i.e.*, west of Old County Road. Amend subdivision ordinance development standards to require that new subdivision lots in designated rural areas (1) locate their requisite street frontage on a new or existing road other than a numbered state highway, and (2) provide a vegetated buffer along the numbered highway, should any of the housing lots be located adjacent to the highway.
2. Protect residential neighborhoods from incompatible and obtrusive non-residential uses.
3. To promote infill development and land use patterns that are efficient and make the best use of existing public sewer and water.
4. Re-evaluate zoning to see that it appropriately reflects the existing conditions and allows for the desired level of development in each area.
5. Look at development opportunities along Old County Road.
6. Encourage the redevelopment of second and third floors of downtown buildings (for strategies, see Chapter 2).
7. Limit the number, location and height of telecommunication towers.
8. Preserve and improve zoning regulations that allow property owners and developers to more fully develop and use land in designated core growth areas.

Strategies

1. Review zoning to ensure compatibility with the level of public services available and encourage development that will most efficiently use the land. Limit new subdivisions in rural areas to conservation or clustered housing subdivisions. Consider allowing off-site conservation, but still within Rockland. Preserve open space may or may not be publicly accessible. In addition, the feasibility of shared community wells and wastewater treatment systems to facilitate more efficient structural developments in areas that are not served by public systems will be examined as a less expensive alternative to extending public systems.
2. Extend public sewer and water up to and including Old County Road, as well as, completing infill of these services in the built up areas of the City. The City should develop a corridor management plan for Old County Road. The plan would identify existing access (entrances

Future Land Use

- and driveways), mobility and safety issues in order to improve existing conditions and allow for development that does not degrade roadway conditions.
3. Enforce city design standards to ensure that new development is compatible with the existing neighborhood.
 4. Amend zoning to encourage new infill development that reflects the existing character of the neighborhood regarding setbacks and lot size.
 5. Review the Residential Zone “B” to determine which non-residential uses are incompatible with existing residential development and amend the zoning to eliminate further development of these uses. Such incompatible uses may include businesses that generate significantly more traffic than the surrounding residences do, and create significant noise after normal business hours. With public review and input, as well as police reports, a more thorough listing of incompatible uses that have been occurring and should be regulated can be compiled. In addition, amend minimum lot size in this zone for non-sewered, non-community wastewater served areas to 20,000 square feet (or, as a special exception, lower than 20,000 square feet where soil conditions can support individual septic systems, as determined by a licensed plumber inspector and CEO).
 6. Protect existing residential areas along Old County Road from the playing fields north to the Rockport town line and allow for limited commercial development at the intersection of Old County Road and Route 17. The City should develop a corridor management plan for Old County Road. The plan would identify existing access (entrances and driveways), mobility and safety issues in order to improve existing conditions and allow for development that does not degrade roadway conditions.
 7. Review Rural Residential zone to determine if current zoning will allow for an adequate mix of commercial and residential development. This review will include an examination of buffering requirements to ensure that new and expanded businesses do not compromise the rural character of this area.
 8. Reduce odors from the transfer station to promote development in areas that are currently affected.
 9. Develop a tower ordinance.
 10. Zone “A” will be amended to adjust the minimum lot size for non-sewered, non-community wastewater served areas to 20,000 square feet (or, as a special exception, lower than 20,000 square feet where soil conditions can support individual septic systems, as determined by a licensed plumbing inspector and CEO).
 11. Reduce the linear areas on arterials outside the urban compact area that are zoned for commercial and residential development, to better focus new and infill development within the urban compact, and to reduce sprawl.
 12. Increase the minimum street frontage requirements in zones and/or properties located on arterials outside the urban compact.

Goal: To prevent sprawl by creating more compact, high-quality residential neighborhoods.

Policies

1. Encourage well-planned, infill development, utilizing the concept of common green or shared public space, or village-style development.
2. Promote efficient land use by allowing only planned development in open growth areas.
3. Support community based organizations involved in revitalizing neighborhoods.
- 4.

Strategies

1. Conduct an “infill check-up” to evaluate and prioritize infill and brownfield sites for redevelopment.
2. Draft revisions, if necessary, to the Site Plan Review and Subdivision Ordinances to address adequately in-fill development. Require new subdivisions to reserve rights-of-way to adjacent vacant parcels with three or more acres, and to parcels that abut existing subdivision roads, for future connection, unless environmental constraints would prevent such connections.
3. Facilitate programs to encourage home renovation and rehabilitation in existing neighborhoods.
4. Create economic incentives for homeowners to locate in areas with existing public infrastructure.
5. To reduce non-conformance and encourage new infill development that complements existing density levels in residential neighborhoods, the existing median and range of lot sizes of residential properties, setbacks and road frontages will be calculated. From this analysis, the City will determine which ordinance standards should be amended to allow for compact development in keeping with existing neighborhood densities. Residential zone boundaries may be adjusted to include similarly developed areas that would benefit from sharing the same ordinance performance standards and design guidelines, and these changes may resemble in part the residential neighborhoods shown on Map 13-1 Residential Areas. However, exact zone boundaries can only be determined after detailed site-specific analysis, working in direct consultation with property owners.
6. Create special zoning in open spaces of growth areas to ensure that development projects are well planned and land is used efficiently.
7. Provide support to community-based organizations in the form of technical assistance, permit fee waivers, and equipment sharing.
8. Continually review the City’s residential zoning regulations (including but not limited to building coverage, lot coverage, and dwelling size) to determine if revisions are required to promote residential development within the core growth areas. Caution should be exercised to ensure any revisions are in keeping with the character of affected neighborhoods.
9. Allow mixed-use development that combines low-impact commercial uses and residential uses in buildings.
10. Review the mapping of residential and potential mixed-use areas and remap areas where smaller lot single family structures, multi-family structures, and mixed-use developments

Future Land Use

would be appropriate to help reduce Rockland's jobs/housing imbalance.

11. Update applicable zoning regulations and/or rezone areas on Route 1 to allow denser and mixed-use redevelopment and in-fill. Areas zoned Plaza Commercial on Route 1 should be rezoned to allow for greater build-out from in-fill and/or redevelopment of affected parcels.
12. Open most core growth areas to mixed-use development, including multi-family housing at densities that can be supported by existing and planned sewerage capacity.
13. Amend residential zone regulations that limit in-fill development or redevelopment, such as by reducing setbacks, reducing or limiting maximum F.A.R.s, increasing maximum height or floors, etc. Reduce on-site parking requirements for all zones included within designated core growth areas.

Goal: To create opportunities for commercial and industrial development.

Policies

1. Direct planned commercial and industrial development toward areas that will provide maximum exposure to busy corridors and away from areas that will compromise the quality of life in residential neighborhoods.
2. Review zoning to assign the level of home occupation that would be compatible with the surrounding neighborhood.
3. Explore opportunities for cooperative industrial and commercial development with neighboring towns.
4. Look for infill development opportunities in the industrial park and existing commercial areas.
5. Create incentives for businesses to redevelop or renovate existing or abandoned commercial/industrial space.
6. Require new commercial and residential development along state highways to provide shared vehicle access connections to abutting parking lots, unless environmental constraints would prevent such connections.

Strategies

1. Build a second access road to the existing industrial park.
2. Expedite the permitting process for projects that utilize existing commercial or industrial properties.
3. Review commercial and industrial zones for setback requirements and lot size to encourage infill development; however, maintain adequate buffering with adjacent residential zones.

Extend and upgrade public sewer and water to meet development demand. Provide incentives (such as reduced off-street parking requirement, and assistance with managing stormwater runoff) for developments that exceed a Floor Area Ratio (FAR) of at least 0.4 in areas zoned Plaza Commercial or Commercial 1, 2, or 3.

4. Extend and upgrade public sewer and water to meet development demand within designated growth areas.
5. Adopt the three levels of home occupation into local ordinances.

Future Land Use

6. Work with adjacent municipalities, the Rockland Thomaston Chamber of Commerce, Eastern Maine Development Corporation, and the Mid Coast Regional Planning Commission to develop regional industrial and business parks and to promote regional economic development.
7. Revise the home occupation definitions under Sec. 19-302 by defining the three levels of home occupations described in the currently adopted ordinance.
8. Amend Section 16-201.1, Exceptions to Review Requirements, Site Plan Review Ordinance to include the review of new structures, additions and changes in the Rockland Industrial Park.
9. Amend downtown zoning and off-street parking regulations to maximize the use of the limited commercial land area, including revisions to:
 - Establish maximum setbacks to maintain existing development pattern (building street wall);
 - Discourage parking lots in front of buildings on principal streets like Main Street;
 - Limit drive-throughs; and
 - Allow reduction in parking space dimensions from 9 feet x 19 feet to 8 feet x 18 feet for compact cars and allow up to 40% compact cars.
10. Establish a maximum footprint for use, not for building as currently regulated, to encourage multi-occupancy buildings.
11. Require that parking lots be located where they least disturb adjacent residential uses, encourage interconnection of parking lots, and allow shared parking (if two or more retail uses, reduce overall parking requirement by 25% or so for shared lots).
12. Expand the use of a Parking Fee in Lieu of constructing on-site parking from the Tillson Avenue Area Overlay and Downtown Zones to other zones; reduce the minimum off-street parking space requirements for general retail sales, residential, and other prevailing uses; and establish incentives to reward shared parking and other alternative parking strategies.
13. Reduce the patchwork of zones on Route 1, and provide a better transition between plaza / commercial uses and residential, small business, and rural uses.
14. Adopt highway commercial site design standards in the zoning regulations and/or site plan and subdivision review standards, implementing the Gateway 1 publication as a starting point or revised standards that may be recommended by the Gateway 1 Corridor Coalition. Such strategies should include, without limitation, the following:
 - Buildings with a footprint greater than 10,000 square feet shall employ varying setbacks, heights, step-backs, roof treatments, doorways, window openings, and other structural or decorative elements that reduce the apparent size, bulk, scale, and massing of buildings.
 - Consider extending the application of the Tillson Avenue Overlay / Downtown Zone Design Standards to other commercial zones.
 - Parking lots over 100 spaces shall be segmented visually and functionally into distinct parking areas of no more than 60 spaces by landscaped and curbed medians or other methods.

Future Land Use

- Establish standards that require landscaping consisting of, at minimum, three 2.5” caliper street trees, six 4-foot high under-story trees, ten 12” high evergreen or 15” high deciduous shrubs, and five 3-foot evergreen trees shall be planted every 50 feet along and within a minimum 30-foot wide green strip buffer adjacent to all public streets and along and within a minimum 20-foot wide green strip buffer adjacent to all private streets and drives including parking lot connectors, circulation drives (including those adjacent to building) and loading areas.
 - Where a proposed building with a footprint greater than 10,000 square feet abuts property with at least one residence, a six-foot high earthen berm buffer shall be provided and planted with double offset rows of 4-foot high evergreens spaced 15 feet on center.
 - The maximum height of freestanding lights shall not exceed 14 feet.
 - All exterior lights shall have shielding to provide a beam cut-off at no more than 75 degrees nadir.
15. Continue to utilize shielded, ‘dark-sky’ lighting fixtures in parking lots, along roads, and at other exterior locations to the extent practicable, within the limits of any applicable safety requirements. Evaluate the effectiveness of these ordinance provisions and suggest amendments as necessary.

Goal: To develop land use that protects significant natural resources, scenic views, and environmentally sensitive areas.

Policies

1. Create a distance or perimeter around natural resources and environmentally valuable areas where development will be not allowed.
2. Encourage low-impact, non-residential uses, such as, the creation of open or public space, in order to protect areas adjacent to valuable natural resources.
3. Ensure protection of groundwater and watershed areas and through the site plan review process.
4. Protect the area near the Rockland Breakwater from future development to preserve its character and public access.
5. Use site plan review to preserve valuable views of Rockland Harbor and the Penobscot Bay.
6. Evaluate the Site Plan Review Ordinance to determine if some areas of review are adequately addressed, such as drainage, grading, and filling.
7. Reduce the impact of traffic on wildlife by adopting local road standards in designated rural areas that maintain habitat values (for example, by limiting curb cuts along undeveloped rural road frontage, reducing street dimensions to the minimum level required for emergency vehicles, laying out new streets to avoid disruption to known habitat, and designing for low speeds) and minimize barriers to species travel (for example, by identifying key road crossing areas and, through brush management, speed controls, and other measures, facilitating wildlife crossings, and by adopting best practices for installation of culverts that allow wildlife to move through them).
8. Adopt additional view protection/visual impact performance standards as part of zoning regulations and/or subdivision and site plan review standards, implementing the Gateway 1 publication ‘Scenic Resource Assessment, Gateway 1 Corridor’ Chapter 8. Such strategies

Future Land Use

should include, without limitation, the following:

- * Allow the replacement and placement of utility poles, appurtenances, and road crossings in the corridor in the least environmentally and visually sensitive locations to the extent possible.
 - * Plant street trees and integrate lighting, sidewalks, and other streetscape features.
 - * Trim vegetation regularly to retain view corridors and keep/restore naturalized edges.
 - * Use transportation safety features with natural-appearing colors and materials (such as Core 10 steel) that blend and enhance rather than look out of place, make-shift utilitarian, or neglected.
9. Rezone the area west of Old County Road and east of Bog Road to lower the net residential density from that found in the Residential B Zone, and allow those commercial and industrial uses that depend on rural resources (either as permitted or conditional uses), home occupations, artisan shops, and similar traditional, rural, nonresidential uses in addition to residential uses.
 10. Create a hillside/ridgeline protection overlay for areas over 300 feet in elevation, regulating the siting of structures to protect habitats, scenic assets, access and safety.
 11. Amend Section 16-204, Review Requirements, Site Plan Review Ordinance to require that new development lay out sites to incorporate existing vegetation including mature specimen trees and to retain existing contours to the extent possible. When “cuts-and-fills” are allowed they should be balanced for a more natural appearance. The use of high retaining walls should be limited. Balanced cuts-and-fills can minimize the need for additional fill material or for the removal of fill off the site.

Strategies

1. Remove zoning restrictions to allow creation of parks and open space in all areas.
2. Provide visual and pedestrian access to the harbor through development of a harbor access plan. (See Chapter 2 for more information.)
3. Identify areas that should be labeled as “resource protected areas.” The City will seek public input on which areas should be considered as resource protected areas, prioritize these areas based on environmental sensitivity, potential inadequacy of current regulations in the district in which these areas are located, and the potential threat for development. Once this prioritization has occurred, the City may draft proposed amendments to the comprehensive plan and then to applicable ordinances as appropriate to protect the areas, seek a conservation easement from the property owners, or other measures including but not limited to donation and purchase.
4. Amend zoning to allow for proper buffer or setback from designated environmentally sensitive areas.
5. Amend Section 16-105, General Requirements, and Subdivision Ordinance to add erosion and sedimentation controls, technical capability, and assurances that the subdivision will not adversely effect the natural environment.
6. Amend Section 16-204, Review Requirements, Site Plan Review Ordinance to include erosion and sedimentation controls and soil suitability for construction.

Future Land Use

7. Draft revisions to the Site Plan Review Ordinance, as necessary to address adequately drainage, grading, and filling.
8. Amend Section 19-306 Sub-section 14.C.1., Chickawaukie (Lake) Watershed Regulation, Zoning Ordinance to replace the 1988 Environmental Quality Handbook with the more currently acceptable publication entitled Maine Soil and Erosion Sediment Control Handbook for Construction: Best Management Practices, Cumberland County SWCS, Department of Environmental Protection, March, 1991, and as amended.
9. The Shoreland Zoning Ordinance will be amended to meet current state requirements and thereby remove the necessity for the Board of Environmental Protection imposed provisions.
10. Areas west and north of Old County Road, and southeast of Old County Road near the Rockport town line, would benefit from a requirement that future subdivisions only be developed as Clustered Housing subdivisions, pursuant to Rockland Code Ch. 19, Art. III, Sec. 19-306, or as conservation subdivisions, in order to protect the natural resources present.

Goal: To revise land use ordinances to more efficiently and cost-effectively regulate development.

Policies

1. Review land use ordinances to determine where clarification and revision would correct ambiguous or outdated language.
2. Review land use ordinances to determine if additional fees for permit reviews should be collected from applicants in order to cover the City's costs for these reviews.

Strategies

1. All definitions should be consolidated, to the extent practical, under Section 19-302. This includes definitions found in the Waterfront Zone, Manufactured Housing and Mobile Home Parks and in both the local and Department of Environmental Protection adopted Shoreland Zoning Ordinances.
2. Definition of "Special Exceptions" should be added.
3. Definition of "Mixed-Use Development" should be added. Presently it is included under Section 19-304-21 Waterfront. As a result, it appears that such mixed-use developments apply only to the Waterfront zones and sub-zones and not to any other zones.
4. Correct outdated zone names as necessary. Since 1996, new zone changes were made to the Ordinance for new Commercial 1, 2, & 3 Zones, Transitional Business 1, 2, 3, & 4. However, there are places in the Ordinance where the old name(s) remain. For instance, Sec. 19-304-19. B. Shoreland Zoning Ordinance retains the Central Commercial Zone F and other older names.
5. Cluster housing definition should be included under Section 19-302.
6. Amend Section 16-105, General Requirements, Land Subdivision Ordinance and amend Section 16-202, Procedure, Site Plan Review Ordinance to allow the Planning Commission to hire its own independent consultants to supplement the work of the City Staff and to help review development plans with the costs of the outside help to be paid for by the applicant.

Future Land Use

7. All permitted uses should be defined.