

HAMPDEN, MAINE



comprehensive plan 1963

FIRST AND SECOND PHASE OF

THE COMPREHENSIVE PLAN

FOR

HAMPDEN, MAINE

This report was prepared, in part through funds available under the Urban Planning Grant from the Housing and Home Finance Agency, Section 701, of the Housing Act of 1954, as amended, and the State of Maine Department of Economic Development.

James W. Sewall Company
Planning Consultants
Old Town, Maine
1963

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ACKNOWLEDGMENTS

The consultants wish to express their appreciation to the residents of Hampden who gave their time to answer the questions of the field survey team. The efforts of the town officials and private citizens who offered much pertinent information about past and existing conditions in Hampden are also gratefully acknowledged. Without their help, it would have been impossible to obtain the insights into the character and needs of the town which were needed to formulate planning goals.

A special word of thanks is due the Planning Board. The many meetings with the Board were constructive and enjoyable.

The consultants also wish to acknowledge the assistance of the Maine Bureau of Vital Statistics, the Maine Employment Security, the State Highway Commission, the State Bureau of Taxation, the Maine Department of Economic Development, and the Department of Labor and Industry. It is always a pleasure to work with these agencies and their staffs.

ADDENDA OCTOBER 1963

This Comprehensive Plan for Hampden, Maine has been prepared in two phases over a period of over three years. Several sections, therefore, do not reflect the current situation. The following addenda updates such sections.

Fact Sheet

Tax Rate - 1963 : \$64.00 per \$1,000 of valuation
Valuation - 1963: \$6,102,620
Additional community facilities - 1963:
 Public Works Building
 Gravel Pit

Proposed Land Use - Section V Streets, Highways and Traffic - Section VII

Hampden's three connections north of the Coldbrook Road with the relocated Route 1A have now been definitely located. The southernmost is located a few hundred feet south of the location shown in the Comprehensive Plan. The other two conform with the Comprehensive Plan.

Community Facilities - Section VIII

The Police Department now has two employees.

The Public Works Department now has a new building and a new \$16,000 loader.

Schools - Section X

Since November 13, 1961 Hampden's schools are operated by the School Administrative District No. 22 which, besides Hampden, includes Newburg.

In 1961-62 an addition was made to the Weatherbee School. It provided 10 regular classrooms, a library and an all-purpose room with dressing rooms and kitchen. The multi-purpose room serves as gymnasium, cafeteria, and assembly room.

In 1962-63 a 7-room elementary school with all-purpose room was constructed in Newburg.

The actual enrollment for 1963-74 is as follows:

Hampden students attending elementary school in Hampden:

Sub-primary	129
Grade 1	124
2	124
3	114
4	113
5	95
6	<u>110</u>
Total	809
Grade 7	100
8	<u>80</u>
Total	180

Hampden students attending elementary school in Newburg:
Unspecified Grade 25

Total Hampden Elementary School Enrollment - 1,014

Hampden, Newburg and tuition students attending secondary school at Hampden Academy:

Grade 9	124
10	116
11	103
12	<u>78</u>
Total	421

Of these, 61 are tuition students and 40 Newburg residents.

Total Hampden secondary school enrollment - 320

The elementary school enrollment is about 45 students lower than the projection and the secondary school enrollment about 13 higher.

The school construction program in the Comprehensive Plan should be revised to reflect the new School Administrative District, the latest enrollment trends, and the recent modification of the school plant.

NOTE

All maps in this report are reductions or simplified versions of maps of larger scale. For more accurate information please refer to these large scale maps which are on file in Hampden's Town Office.

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HAMPDEN FACT SHEET

Physical Setting:

Hampden is located in the Penobscot River Valley just south of Bangor. It is bounded on the north by Bangor and Hermon, on the west by Newburgh, on the south by Winterport, and on the east by the river.

Population:

1940 - 2,591

1950 - 3,608

1960 - 4,583

Type of Government:

Selectmen - Town Manager

Tax Rate:

\$60.00 per thousand of valuation (1961)

Valuation:

\$ 5,670,610 (1961)

Land Use Pattern:

The urbanized area stretches along the river in a five-mile long strip along U. S. Route 1A, the major north-south highway between Bangor and the coastal region south of the Penobscot Bay. Hampden is a residential community which functions as a suburb of Bangor. The urban area is primarily residential but commercial uses are scattered among the dwellings which front on Route 1A. Also, at the northerly end of the urban area between the highway and the river, there is some industrial development and a mobile home park. Another mobile home park is located farther south on the highway. There has been considerable new housing construction during recent years and this is located mainly just west of Route 1A and on Route 9-202, one of the major regional highways to Augusta, and on Kennebec Road near Route 1A.

Transportation:

U. S. Routes 1A and U. S. 202 are major highways connecting Hampden with points north, south and west. The coming extension of Interstate 95 north from Augusta will pass near the Hampden-Hermon town boundary with two proposed interchanges of importance to Hampden: at Coldbrook Road and at

Hampden Fact Sheet, Cont'd:

Transportation, Cont'd:

U. S. Route 2 south of Dow Air Force Base, serving Hampden via Route 1A re-located west of the urban area as proposed.

The Bangor and Aroostook Railroad bisects Hampden north-south and the Maine Central Railroad cuts across the northeasterly corner of the town. There are no terminal facilities at the present time.

Air service is by Northeast Airlines from Dow Field in Bangor.

Community Facilities:

Schools:

Hannibal Hamlin School
McKinley School
Weatherbee School
Hampden Academy

Town Office Building
Fire Department
Police Department
Dorothea Dix Memorial Park
Hampden Water District
Town-owned sewer system

SECTION I

SUMMARY AND RECOMMENDATIONS

SUMMARY AND RECOMMENDATIONS

For many decades Hampden was a quiet rural residential community with a very slowly growing population which did not quite reach 2600 in 1940. Route 1A provided access, first by horse-drawn vehicle and later by automobile, to Bangor. Also, a trolley line paralleled the highway. The relatively level terrain of the Penobscot River valley, which offered fewer road construction problems than did the higher land west of the valley, also contained almost all of the dwellings and village stores of early Hampden. Later development filled in the vacant land along both sides of the highway until what constitutes the urban area stretched into a five-mile strip measuring not more than a half mile in width at the widest point. After 1940, Hampden began to grow very rapidly and its function changed from independent rural residential village to fully integrated Bangor suburb. The 1950's brought continued substantial growth generated primarily by the increment to the regional population from the reactivation of Dow Air Force Base, estimated at 20,000. In the twenty-year period, 1940-1960, the Hampden population increased 75.5% and reached 4,545 ^{1/} in 1960.

The sudden and unprecedented influx of new residents caught Hampden unprepared. There were no land use controls, no mobile home ordinance, sewerage was limited to a few areas along the Route 1A strip and very little of the excellent buildable land west of the highway was penetrated by streets. Thus, the vast majority of the 37.5 square miles of area within town boundaries remained in woodland and field use while the arterial highway strip was subjected to intensive development of several different kinds. This unplanned intermixture of uses -- residential, highway-oriented commercial and local service stores, industry, oil storage, gravel removal and mobile home parks -- helped to destroy the already inadequate traffic-carrying capacity of Route 1A. At the same time, the environment is unsatisfactory for residences which still constitute the predominant use.

Because of its proximity to Bangor with highway access, which is being substantially improved, and its extensive areas of attractive and buildable land, Hampden has a large potential for continued residential development. It is likely that residential expansion will continue. The important problem facing Hampden is how it will take place. If the present trends are permitted to continue, if development is permitted to follow the paths of least resistance, Hampden could be a sprawling suburban slum in twenty years. The many problems, which already are in evidence, can only deepen and become more irrevocable unless active steps are taken to resolve them. These problems may be summarized as follows:

- 1.) deteriorating residential structures due to a number of causes-- highway exposure, proximity to alien and conflicting land uses such as highway-oriented or marginal commercial establishments, shoddy original construction or inadequate conversion from seasonal to year-around use.

^{1/} James W. Sewall Company 1960 field survey. The U. S. Census figure for 1960 was 4,583.

Summary and Recommendations, Cont'd:

- 2.) absence of a town center or a unified shopping facility; instead, local service stores (often in outmoded buildings) scattered along Route 1A or clustered at through highway intersections and intermixed with distinctly highway-oriented commercial establishments. The absence of a town center is an obstacle to the development of community loyalty and interest on the part of residents. The absence of good shopping facilities also contributes to this problem while at the same time it is responsible for the fact that residents do most of their shopping in Bangor, even for food. This means loss of spendable income in Hampden as well as loss of sorely needed tax revenues which could be derived from full development of a local shopping center.
- 3.) seriously inadequate community facilities to meet the needs of a rapidly growing population. New schools are needed but these will meet only the most fundamental of the needs. To foster healthy growth, Hampden should provide a planned sewer system with treatment facilities, recreational facilities, a town office building, library and new town dump.
- 4.) traffic circulation is very poor in Hampden, the major arteries being Route 1A and Route 9-202, both of which carry a large amount of through traffic but at the same time serve as local commercial and residential service streets.
- 5.) absence of streets, utilities and other town services keep most of the buildable land in Hampden beyond the reach of individual house builders and developers.
- 6.) both industrial and commercial development would be desirable to broaden the tax base. Yet, the incentives for such development are limited by the absence of land which is adequately serviced by roads, parking and utilities and which is protected from conflicting land uses. In short, there is no suitable commercial or industrial environment in Hampden.

The comprehensive plan recommends that these problems be met with a radical and concerted community improvement program employing all of the resources the community can marshal. The element of time is very important in Hampden because of the rapid rate of growth anticipated in the immediate future. This growth needs to be channeled before it is too late into a rational pattern which will benefit both the community as a whole and individual property owners. Therefore, the emphasis of the plan is on the opening of a new area for urban development in the vicinity of Hardy Hill.

Summary and Recommendations, Cont'd:

An integrated town civic and shopping center is proposed to form the nucleus of new residential neighborhoods. Approximately 800 acres of land is proposed for residential use, most of it in the Hardy Hill area and the remainder on vacant land in already developed residential neighborhoods. New streets, utilities, recreational facilities and open green spaces are proposed to make this land accessible and insure healthy residential development.

The plan also places emphasis on the construction of a new Route 1A which would bypass the urban area. Rehabilitation of residential and commercial neighborhoods along existing Route 1A can be undertaken after the highway is relocated.

Other features of the plan are: 1.) development of an East Hampden Industrial Park north of the Maine Central Railroad and contiguous with the Bangor Industrial Park; 2.) allocation of land at the Coldbrook Road-Interstate 95 interchange for industrial development; 3.) some new schools, new town office building, library, town dump, numerous parks and playgrounds, and other recreational facilities and, in the later stages of the twenty-year plan period, other community facilities; 4.) one or more sewage treatment plants and an integrated sewer system, the design and location of which should be determined through a detailed sewer study; 5.) adoption of a zoning ordinance which will help to channel development into selected areas which can be serviced economically with public utilities and other facilities and which will provide for appropriate separation of land uses; 6.) adopt subdivision regulations, setting up minimum standards for design and layout.

SECTION II

POPULATION

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POPULATION

Introduction:

The object of planning is to help the community provide an attractive and pleasant environment and adequate services for the people who live in it. Therefore, planning goals must be shaped to meet the needs of community residents. This can be done only if certain questions are answered: How many people are there in the community? How old are they? What are their skills? What kind of work do they do? Population statistics provide answers to these questions, some of which are presented in the following population study and some of which are included in the study of the economic base. In addition, it is also useful to know how many people will be living in the community during the coming twenty-year period covered by the planning program. Although it is not possible to predict exactly, an estimate can be made by projecting past trends. This estimate provides the basis for the planning of streets, schools, other community facilities and public utilities.

Major Population Trends:

The size of the Hampden population generally decreased from 1850 until after the turn of the century. Throughout most of the 19th century, the Bangor - Brewer area enjoyed prosperity based on a lumber, brick-making and shipbuilding economy. Workers were drawn from the surrounding towns and many Hampden residents probably moved to Bangor or Brewer to be closer to their places of employment. The lumber boom ended around 1900 because of exhaustion of timber resources, and increasing use of the steam turbine engine killed the demand for sailing craft, construction and servicing which had been an important industrial and commercial asset to the area. From 1900 to 1940, Hampden grew very slowly as a farming community and, to a limited extent, as a residential suburb of Bangor. It was not until after 1940, however, that suburban movement gained momentum and Hampden experienced the most rapid growth of its history. In the 20-year period, 1940-1960, the population increased 75.5%.

TABLE 1

Hampden Population By Decades

<u>Year</u>	<u>Population</u>	<u>% Increase</u>
1850	3,195	
1860	3,085	- 3.4%
1870	3,068	- .6
1880	2,911	- 5.1
1890	2,484	- 14.7
1900	2,182	- 12.2
1910	2,380	9.1
1920	2,352	- 1.2
1930	2,417	2.8
1940	2,591	7.2
1950	3,608	39.3
1960	4,545	26.0
1940 - 1960		75.5

Source: U. S. Census figures except Hampden 1960 population which was derived from the Sewall Company Field Survey, 1960.

Hampden, in the past a quiet country town, has become an important bedroom community in a rapidly growing metropolitan complex to which its fortunes are tied. Since 1940, the Bangor area and Penobscot County have grown more than twice as fast as the other two major industrial and trading centers of Maine -- Portland in Cumberland County and Lewiston in Androscoggin County. The most important single stimulus was the reactivation of Dow Air Force Base which added approximately 20,000 people to the normal population of the area. Bangor, unlike Lewiston and Portland, still has some buildable land which can be relatively easily served by city utilities. Thus, the Bangor population increased 23% since 1950 while Portland, Lewiston and their closest suburbs had already experienced their most important growth before 1940. The end of the expansion within Bangor city limits will come into view as its attractive and easily buildable areas are developed and newcomers to the area will increasingly tend to seek homes in the attractive outlying communities which still offer plenty of open land. This trend is apparent already in Hampden, Brewer, Hermon and Veazie as well as in other communities of the greater Bangor area.

TABLE 2

Population Changes for Three Urban Areas

<u>Urban Areas</u>	<u>Percent Increase 1940 - 1950</u>	<u>Percent Increase 1950 - 1960</u>
Bangor	6.	23.
Hampden	39.	23.
Brewer	5.	30.
Hermon	46.	20.
Veazie	30.	70.
Penobscot County	11.	16.
Lewiston	6.	Lost Population
Auburn	17.	5.
Livermore Falls	5.	Lost
Mechanic Falls	4.	6.
Androscoggin County	9.	3.
Portland	5.	Lost
South Portland	39.	3.
Westbrook	11.	12.
Falmouth	51.	48.
Cumberland County	16.	6.
State of Maine	8.	6.

Source: U. S. Census figures except Hampden 1960 population which was derived from the Sewall Company Field Survey, 1960.

Natural Increase and Migration as Components of
Hampden Population Changes:

During the 1940's, while the Bangor population grew only 6% and Brewer gained only 5%, both Hampden and Hermon increased by 39% and 46% respectively. During this period, the Bangor figures for natural increase (births over deaths) exceeded the overall population increase by more than 700. Therefore, over 700 more people moved away than moved into the city. The closing of Dow Air Force Base accounts for this. Yet, Hampden gained a total of 1,017 new residents during that period, only 243 of whom were the result of natural increase. The remainder, 774, moved into Hampden from elsewhere. The explanation for this must lie in the national trend of the 'forties, continuing to the present, toward decentralization in metropolitan areas. The national rate of family formation also rose significantly after World War II - another factor stimulating the great rush to suburbia.

Since 1950, the size of the Hampden population has increased less rapidly than in the previous decade but still at a very rapid rate. During

Natural Increase and Migration, Cont'd:

these more recent years, net in-migration accounted for a smaller proportion of the growth, about 47% as opposed to 76% for the 1940-50 period. The more important role played by natural increase is the result of a higher birth rate brought about by the infusion of young families during the past twenty years and by increasing longevity (19.1 per one thousand population for 1950-60; 15.4 per one thousand population for 1940-50). Moreover, the net total of new residents moving into Hampden, in numerical terms, was smaller during the 1950's than during the 1940's.

TABLE 3

Hampden Birth Rate (births per 1000 of population)

	<u>1900 - 1960</u>		
	<u>Population in Thousands</u>	<u>Annual Average No. Births</u>	<u>Birth Rate</u>
1900 - 1910	2.4	36.9	15.4
1910 - 1920	2.4	31.1	13.0
1920 - 1930	2.4	38.0	15.8
1930 - 1940	2.6	37.2	14.3
1940 - 1950	3.6	55.3	15.4
1950 - 1960	4.5	85.9	19.1

TABLE 4

Migration and Natural Increase
of the Hampden Population

	<u>1910 - 1960</u>			
	<u>Natural Increase (births over deaths) (number)</u>	<u>Total Increase (number)</u>	<u>Net In- migration (number)</u>	<u>% of Increase accounted for by Net In-migration</u>
1910 - 1920	- 86	- 28	None	0
1920 - 1930	71	65	None	0
1930 - 1940	46	174	128	73.6
1940 - 1950	243	1,017	774	76.1
1950 - 1960	495	937	442	47.2

Source: U. S. Census, Maine Bureau of Vital Statistics and Sewall Company Field Survey, 1960.

Age Structure of the Population:

The age distribution of the Hampden population reflects a residential suburban pattern. That is, a large proportion of the population is in the age groups which represent young families. About 8% more of the population is under 15 years of age than that of Bangor and 4% more than that of the state. On the other hand, Hampden has a smaller percentage of its population in the 15-24 year age group than does the state because its young people move away during these years to seek employment, attend college, or enter military service. The 30-34 year age group represents over 8% of the total Hampden population compared to 6.2% for the state. The broader young-family group, aged 25-34, represents about 16% of Hampden's population but only 12% of the state's. The two trailer parks in Hampden with 24% of their inhabitants in this age group help to weight the Hampden total.

There are fewer middle-aged, pre-retirement, and elderly people in Hampden, proportionate to total population, than in the state. The deviation is most striking in the over-65 year age group to which only 7.3% of the Hampden population belongs while 11% of the Maine population falls into this category.

Median age for Hampden is 26.1 years compared with 29.5 for the state.

TABLE 5

Age Distribution of the Hampden and
State of Maine Populations, in Percentages

<u>Age Group</u>	<u>Hampden</u>	<u>State</u>
Under 5	12.8%	11.2%
5 - 14	22.1	19.8
15 - 24	12.5	13.7
25 - 34	15.9	12.0
35 - 54	22.0	23.1
55 - 64	6.9	9.0
Over 65	7.3	11.0
Median Age	26.1 years	29.5 years

Source: Figures for Hampden are based on the Sewall Company Field Survey, 1960; those for the state, on the 1960 U. S. Census of the Population.

Population Forecast:

Hampden's future, in terms of population size as in other respects, is inextricable from that of the Bangor-Brewer area which for study purposes includes Bangor, Brewer, Eddington, Hampden, Hermon, Holden, Old Town, Orono, Orrington, Veazie and Winterport. The central city can be expected to continue to provide most of the growth stimuli as the retail-wholesale trading center for northeastern Maine, as a provider of services for the same large area, and as the largest employment center in this part of the state. Moreover, Dow Air Force Base can be expected to continue at least for the foreseeable future as a stable and large factor in Bangor-Brewer area population. Old Town and Brewer, it is assumed, will continue to figure as the most important industrial employment contributors to the population in the future.

Between 1940 and 1950, the Bangor-Brewer area grew by about 10%, somewhat faster than during the previous decades, but it was not until after the reactivation of Dow Field as a U. S. Air Force base that the most important increase of the century occurred -- 22% during the 1950-1960 period. High wartime and postwar birth rates and decreasing death rates accounted for part of this. However, in view of the fact that the base injected an estimated 20,000 persons into the population stream, it cannot be overlooked as the single most important factor. Also, the preponderance of young families connected with the base boosted the Bangor area birth rate for 1959-60 above what was previously normal for the area.

TABLE 6

Bangor Area Population Growth in Percentages

	<u>1920 - 1960</u>				
	<u>1920-30</u>	<u>1930-40</u>	<u>1940-50</u>	<u>1950-60</u>	<u>1940 - 60</u>
Bangor	10.7%	3.7%	5.8%	23.4%	30.6%
Brewer	4.4	2.9	5.4	30.2	37.3
Eddington	- 7.6	17.3	16.3	42.3	65.5
Hampden	2.8	7.2	39.3	26.0	75.5
Hermon	1.2	- 1.8	46.2	20.1	75.6
Holden	- 1.1	25.2	10.9	80.0	99.6
Old Town	4.5	5.8	7.5	4.2	11.9
Orono	6.5	10.9	16.3*	5.1*	14.7*
Orrington	0.6	30.0	24.9	33.0	66.1
Veazie	12.7	5.1	30.0	70.5	121.6
Winterport	0.3	9.4	7.8	21.5	30.9
The Area	7.3	5.5	10.1*	22.1*	34.4*
The State	3.8	6.2	7.9	9.4	17.9

Source: Sewall Company Field Survey, 1960, for Hampden and U. S. Census for all other municipalities.

* Adjustment made for University of Maine students not counted in U. S. Census previous to 1950.

Population Forecast Cont'd:

Since Dow is now fully staffed, future population growth will depend more heavily on natural increase and on such extrinsic factors as the ability of Bangor to capture a larger percentage of the retail and wholesale market of northeastern Maine and to hold a greater number of its young people by providing more employment opportunities than it has in the past.

There is every indication that the Bangor area will continue to grow but probably at a slowly decreasing rate for the immediate future (perhaps for the next 10-15 years) and at a more rapidly decreasing rate thereafter. This expectation is based on: 1.) the assumption that the demand for goods, services and homes created by the sudden impact of about 6,000 new Dow families has not been met as yet and that saturation should take from 10 to 15 years; 2.) that the meeting of these demands will create more jobs, particularly in the construction and service industries and in retail trade; 3.) that demand for goods, services and houses will be sustained at a higher level than in the past but not as high as the peak level created by the initial staffing of the base.

Any large increase in enrollment at the University of Maine, and one is likely, would affect overall population movements among component towns of the Area and indirectly, the population of Hampden. At the present time, there is an undersupply of single-family and rental housing in Orono. Unless this situation is altered, people, who are not forced for the sake of convenience to live in Orono, will choose to live elsewhere -- in Bangor, Brewer, Hampden or one of the other communities in the Area.

Between 1920 and 1960, Hampden's net in-migration equalled an average of 3.2% of each ten-year increment to the Area population. If the Area continued to grow at the 1920-1960 average rate and if Hampden's share of future Area population growth were reduced by, say, 20% over the past to account for expected growth in other towns in the Area, Hampden could expect to have a population of about 5,300 by 1970 and 6,100 by 1980.

For comparison, the population figures can be projected on the basis of Hampden history only. From 1920 to 1960, the population grew at an average rate of 18.8% per decade. If growth continued at the same average rate, the population would reach 5,400 by 1970 and about 6,400 by 1980.

On the other hand, since the rate of growth rose sharply in the 1940-1950 period and declined during the subsequent decade and since some of the influences which contributed to such rapid growth are expected to be less marked in the foreseeable future, the rate of growth could be expected to decline. It might be assumed that population growth each decade would be two-thirds the rate of the previous decade. Then, if the growth rate of the 1940-1960 period were used as the basis for projection, the population would total approximately 5,330 by 1970 and 5,940 by 1980.

Population Forecast, Cont'd:

Table 7 shows the three projections based on these assumptions with a fourth column containing averages of the other three.

TABLE 7

Hampden Population Projections

	<u>With Projected Area Increments as a Factor</u>	<u>At Average Rate of Growth 1920-60</u>	<u>At 2/3 Rate of Growth 1940-60</u>	<u>Average of Three totals</u>
1960	4,545	4,545	4,545	
1970	5,284	5,400	5,331	5,338
1980	6,130	6,415	5,944	6,196
1990	7,084	7,621	6,402	7,036
2000	8,169	9,054	6,729	7,981

Each of these projections is based on assumptions which may not prove to be entirely valid. Nevertheless, they provide a rough approximation of the size of the population for which the town will need to plan. These projections indicate that the population will increase by 1,400 to 1,900 persons during the twenty year planning period. In view of the very rapid growth during the past twenty years, the higher figure seems more realistic. However, any significant change in the number of personnel at Dow Air Force Base would affect these projections. Also, if Hampden adopts the features of the comprehensive plan, which will make it a more attractive place to live, this along with improved highway access could attract even more new residents than the highest of these projections would indicate.

SECTION III

ECONOMIC BASE

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ECONOMIC BASE

The Hampden Economy - Past and Present

At one time, Hampden was an industrial and commercial center of considerable importance. During the latter part of the 18th century and most of the 19th, lumber and paper mills, grist, flour and woodworking mills, brickmaking and stone factories, a tannery and a shoe manufactory were located at Hampden. The availability of river water power and transport stimulated early development and, until around 1800, Hampden appeared to be the incipient industrial hub of the eastern Penobscot region. The development of river driving as a means of getting timber out of inland forests coupled with the depletion of timber resources along the coast shifted the focus for economic development farther upriver. Bangor ultimately assumed the dominant role as commercial center because of her relative proximity to lumber sources and her favorable shipping location at the head of tidal navigation on the Penobscot River.

During most of the 20th century, Hampden was a quiet rural community. Population growth was slow. There were only about 400 more inhabitants in 1940 than in 1900 and not until after 1940 did the population exceed the number of residents in 1850.

The mid-1940's marked a major turning point for Hampden. It was then that an unprecedented movement from city to suburb began. At the end of World War II, families were reunited and new families were formed and this was accompanied by a great deal of settlement and resettlement. In the process, a large proportion of American families chose to live on the rural fringes of larger cities. The movement was most pronounced in the larger metropolitan centers of the country but Maine cities including Portland, Lewiston, Augusta and Bangor were affected too. Hampden was in an especially favorable position to attract ex-urbanites by virtue of easy, quick access to Bangor. It also offered natural beauty and plenty of green open land, a relatively well developed system of municipal services, attractive older housing plus available buildable land.

While Hampden and some other communities in the Bangor region grew vigorously during the latter half of the 1940's, the major impetus to Bangor metropolitan area growth (and to that of Bangor itself) came after 1950 with the staffing of Dow Air Force Base. This alone added an estimated 20,000 persons to the area population - just about equal to the total area population growth for the decade. The role of Hampden as a favored Bangor suburb was already established and population growth continued through the decade of the 1950's, but at a somewhat lower rate than during the previous decade. Net in-migration fed Hampden population growth during both decades but less during the 1950's than during the 1940's. Indications are that the rate of in-migration will continue to fall (barring any unforeseen future area population increment resulting from, say, a sizable addition to the Dow Staff) and that the rate of new residential construction in Hampden also will gradually decrease unless specific efforts are directed at encouraging development.

The Hampden Economy -- Past and Present Cont'd.

The prospects for economic and population growth in Hampden are closely tied to those of Bangor. For the hub city and the metropolitan area, the growth of the past twenty years can be expected to continue but probably at a slower rate for several reasons:

- 1.) The industrial growth of recent years in the Bangor-Brewer area has been gradual and moderate and civilian employment appears to be, if anything, slowly declining.
- 2.) Much of the recent urbanization in Bangor and environs is due to the influence of Dow Air Force Base and this is an unpredictable factor. Unless the base staff is considerably increased in the future, the initial impact of the staffing of the 1950's will diminish in time. Once the primary economic needs of 20,000 base-connected area residents are met, further influence from this quarter will be more in the nature of sustained demand for consumer goods and services than the peak demand created by a new population for housing, schools, utility and transportation services, new retail, traffic and parking facilities.

Opportunities for economic development in Hampden lie in the direction of improved community conditions to attract and protect high quality residential construction. Also, provision should be made for commercial development at one or more locations where concentration of retail facilities will be possible. The opportunities for profitable investment in retail and service business will increase with continuing residential development.

Expansion of manufacturing in Hampden is certainly possible and should be planned for. Manufacturing industries seeking an eastern Penobscot region location are likely to favor the already highly developed industrial communities or sites with special advantages such as developed industrial park land with easy turnpike access and Hampden has land appropriate for such development.

Bangor is the third largest urban place in Maine and had a larger percentage increase 1950-1960 in population than any other such place with the exception of Presque Isle. In both cases, growth is either directly or indirectly attributable to military installations.

TABLE 1

Population Growth of Selected Urban Places1930-1960 (in percentages)

	<u>Percent Change</u>		
	<u>1930-1940</u>	<u>1940-1950</u>	<u>1950-1960</u>
Bangor	3.7	5.8	23.3
Auburn	6.7	16.7	5.7
Augusta	12.6	8.0	3.7
Bath	12.3	4.0	7.0
Biddeford	12.2	5.3	- 7.6
Lewiston	10.4	6.2	- 0.4
Portland	4.0	5.4	- 6.5
Presque Isle	70.3	25.4	29.5
Saco	19.3	19.6	1.9
So. Portland	14.0	38.6	4.2
Waterville	8.0	9.6	2.2
Westbrook	2.6	10.8	12.5

Source: U. S. Census of the Population, 1960

During the same period that Bangor experienced its largest proportional population growth since 1930, the five northern counties which came within the economic sphere of influence of Bangor grew by about 8.5% compared with 6.1% for the state as a whole. A net total of approximately 25,000 persons was added to the five-county regional population. Nevertheless, there has been considerable out-migration from the region. In short, both Bangor and the northern Maine region have grown but there are indications that such growth has not been based on expansion of the private enterprise sector of the economy. The economy of northern Maine is heavily dependent on government enterprise, most of which is military in nature and therefore subject to the vicissitudes of rapidly changing world economic conditions and upon United States foreign policy decisions. For this reason, vigorous efforts should be made by all northern Maine communities to attract new industrial, residential and commercial development and to strengthen State and local government services. Future changes in the status of the military installations then would have a minimum effect on the regional economy.

The Hampden Economy - Past and Present Cont'd.

Further evidence that new economic development is needed, not only in northern Maine but throughout the state, is the fact that many persons seeking employment are forced to leave the state. There has been considerable out-migration from Maine but its effects have been partially counter-balanced by natural increase (births over deaths) and by such population injections as are represented by Dow Air Force Base. Nevertheless, net out-migration during the 1950-60 decade amounted to 66,000 persons or 7% of the 1950 population, and was more than twice as large as net out-migration for the 1940-50 decade, which amounted to 27,000 ^{1/}.

A large part of this kind of population movement is due to deeply entrenched forces which make increasing urbanization inevitable. Therefore, continuing shifts away from Maine and other similar areas toward the larger metropolitan centers can be expected. Nevertheless, there is ample opportunity for Maine to attract a satisfactory proportion of the growth anticipated for the New England region. Likewise, Hampden can attract a satisfactory proportion of the moderate growth expected for the Bangor region through deliberate development programs and good planning.

Bangor Area Manufacturing

The years 1945-54 covered a period of considerable industrial growth for Penobscot County and during each of the four subsequent years, county manufacturers spent more money for plant modernization and expansion than was similarly spent in any other Maine county. Penobscot County was again in the forefront in 1959, only one other county recording a larger dollar investment. In spite of this, manufacturing employment has trended steadily downward in Penobscot County as it has in 12 of the 16 counties and in the state as a whole. Also, manufacturing employment in the Bangor-Brewer economic area (as defined by the Maine Department of Economic Development) has trended generally downward since 1954. In 1954, there were 5,786 persons so employed; in 1959, there were 5,575; in 1960, 5,544. ^{2/}

The New England Economic Almanac^{3/} placed Maine manufacturing employment in 1947 at 114,500 and in 1957 at 104,700, representing a loss of approximately 10,000 jobs. The U. S. Census of Manufactures records Maine manufacturing employment in 1958 at 97,700 which would represent a loss of close to 17,000 jobs.^{4/}

^{1/}The Center for Economic Research, Bowdoin College, Maine Business Indicators, May, 1961.

^{2/}All information in this paragraph from the Census of Maine Manufactures, Maine Department of Economic Development.

^{3/}New England Economic Almanac, Federal Reserve Bank of Boston, 1957

^{4/}U. S. Census of Manufactures figures for 1947 are not comparable with other figures shown here for 1947 because milk processing plants and logging operations were excluded from manufacturing until publication of the 1954 census.

Bangor Area Manufacturing Cont'd.

The Census of Maine Manufactures and "Maine Business Indicators" list the following rounded employment totals for the state.^{5/}

1949 - 105,000	1953 - 114,300	1957 - 107,500
1950 - 108,400	1954 - 106,000	1958 - 100,300
1951 - 115,600	1955 - 106,700	1959 - 103,500
1952 - 115,500	1956 - 110,100	1960 - 101,900

It is apparent that Maine manufacturing employment for the past few years has been decreasing, partly because of increasing automation and greater output per man hour of labor but more importantly because of the defection of textile plants to outside the state. Moreover, Maine over a very long period of time, has maintained roughly equivalent manufacturing employment except for an upward spurt between 1947 and 1957. In 1899 there were 73,000 manufacturing workers and in 1919 there were 96,000 or about 2,300 fewer than in 1958. Totals for earlier years would be considerably higher if logging mills and milk processors had been included in censuses as they were after 1954.

Relative to United States manufacturing employment, Maine appears to be very gradually losing ground, due to more rapid growth elsewhere. Following are proportions of U. S. manufacturing employment represented by Maine employment since 1899.

TABLE 2

Maine Manufacturing Employment Position in the United States

	<u>Index of Employment Change; 1954=100</u>		<u>Maine Employment as % of U. S.</u>
	<u>Maine</u>	<u>United States</u>	
1899	70	31	1.51
1909	82	45	1.21
1919	92	63	0.98
1929	74	62	0.80
1939	79	61	0.86
1947	96	91	0.70
1954	100	100	0.66
1955	104	104	0.67
1956	106	107	0.66
1957	99	106	0.62
1958	94	98	0.63

Source: U. S. Census of Manufactures

^{5/} Figures for 1959 and 1960 are from Maine Business Indicators published by the Center for Economic Research, Bowdoin College, December, 1960. All other figures are from the Census of Maine Manufactures. The stated source for both parts of the series was the Maine Employment Security Commission and for at least 1959 and 1960 employment figures were for the month of November. U. S. Census of Manufactures figures on the other hand are reported for the entire year.

Bangor Area Manufacturing Cont'd.

There are many factors underlying the changing manufacturing picture. They include radical improvements in technology and the resulting tendency for mechanization and specialization to occur in ever growing urban agglomerations. Also, there is a tendency in the United States, as in any very highly developed economy, for economic endeavor to shift away from the production of goods and toward more production of services. In Maine, quite a lot of the employment slack left by disappearing manufacturing jobs has been taken up by government employment of one kind or another. There were, according to Maine Business Indicators, 48.4 thousand government-employed persons in the state in November, 1960, an increase of approximately 33% since 1950.

None of this applies specifically to Bangor. On the other hand, Bangor is certainly not independent of major economic influences elsewhere in the state and nation. While manufacturing employment in Bangor was reported to be higher in 1958 than in 1954 (per U.S. Census of Manufactures), employment in the Bangor area and in Penobscot County declined.

TABLE 3

Manufacturing in Bangor, Penobscot County and Northern Maine

	<u>No. Estab- lishments</u>	<u>Employees</u>	<u>Payroll (\$1000)</u>	<u>Value Added (\$1000)</u>
<u>Bangor</u>				
1958	46	2,330	8,512	9,197
1954	55	1,980	5,492	8,964
1947*	50	1,431	3,089	5,598
<u>Penobscot County</u>				
1958	304	11,203	46,401	83,222
1954	373	12,040	39,640	72,119
1947*	161	9,440	23,315	47,314
<u>5-County Northern Maine Region**</u>				
1958	915	21,113	81,029	161,824
1954	1,030	22,291	68,835	132,056
1947*	437	17,966	42,070	86,422

* Logging camps and contractors and fluid milk processors not included until 1954.

** Includes Aroostook, Hancock, Penobscot, Piscataquis and Washington Counties

Source: U. S. Census of Manufactures

Bangor Area Manufacturing Cont'd.

There appear to be two general movements underway: 1.) the overall long-term decline in manufacturing employment in the state as a whole accompanied by contraction in number of manufacturing establishments and increasing concentration of manufacturing enterprise in the more highly developed urban centers. 2.) a very slight shift in emphasis from the traditional manufacturing center of the state, the southwestern-most counties, to the northeasterly part of the state. To illustrate the latter point, the proportions of state totals represented by the northern 5-county region and the southern 5-county region are listed below:

TABLE 4

Percent of State Manufacturing

	<u>Establishments</u>			<u>Employees</u>			<u>Payroll</u>			<u>Value Added</u>		
	<u>1947</u>	<u>1954</u>	<u>1958</u>	<u>1947</u>	<u>1954</u>	<u>1958</u>	<u>1947</u>	<u>1954</u>	<u>1958</u>	<u>1947</u>	<u>1954</u>	<u>1958</u>
Northern												
Maine	26.7	34.2	33.5	17.9	21.4	21.6	18.0	21.4	21.7	20.0	23.4	25.4
South-												
eastern												
Maine	47.2	34.7	36.3	62.6	57.3	56.6	62.9	58.3	55.3	64.0	58.0	55.0

Note: Northern Maine includes the same five counties listed in Table 3 above; southeastern Maine includes the five southwestern counties: Androscoggin, Cumberland, Kennebec, Sagadahoc and York.

Source: U. S. Census of Manufactures.

Penobscot County accounted for roughly half the increase in the northern Maine share and Bangor accounted for perhaps 1/4. Shares of state totals accounted for by Bangor and Penobscot County are:

TABLE 5

	<u>Establishments</u>			<u>Employees</u>			<u>Payroll</u>			<u>Value Added</u>		
	<u>1947</u>	<u>1954</u>	<u>1958</u>	<u>1947</u>	<u>1954</u>	<u>1958</u>	<u>1947</u>	<u>1954</u>	<u>1958</u>	<u>1947</u>	<u>1954</u>	<u>1958</u>
Bangor	3.1	1.8	1.7	1.4	1.9	2.4	1.3	1.7	2.3	1.3	1.6	1.4
Penobscot												
County	9.9	12.4	11.0	9.4	11.6	11.4	10.0	12.3	12.4	11.0	12.8	13.0

Source: U. S. Census of Manufactures

Bangor Area Manufacturing Cont'd.

In spite of the slight shift in manufacturing strength from the southern to the northern part of the state, the former is still the undisputed focus of major industrialization. It is likely to continue to be because of its relative closeness to northeastern markets and wholesale-shipping centers. Based on 1960 population, there was one manufacturing job for every 8.6 of the population in southwestern Maine; one such job for every 14.9 of the population in northern Maine; and one for every 11.3 persons in Penobscot County.

Bangor proper as opposed to the Bangor-Brewer Economic Area (as defined by the Maine Department of Economic Development) has captured growing shares of Penobscot County, northern Maine and statewide manufacturing.

TABLE 6

Bangor Manufacturing as Percentages of Penobscot County
and of Northern Maine Manufacturing

	<u>% of Penobscot County</u>			<u>% of Northern Maine*</u>		
	<u>Employees</u>	<u>Payroll</u>	<u>Value Added</u>	<u>Employees</u>	<u>Payroll</u>	<u>Value Added</u>
1947	15.2	13.3	11.8	8.0	7.3	6.5
1954	16.5	13.9	12.4	8.9	8.0	6.8
1958	20.8	18.3	11.1	11.0	10.5	5.7

*Aroostook, Hancock, Penobscot, Piscataquis and Washington Counties

Source: U. S. Census of Manufactures

The money increment to area income from manufacturing has increased since 1954 but more modestly than the dollar totals for value of product and gross wages would indicate. If the effect of inflation is extracted from the raw data, average gross annual wages per employee in the Bangor Economic Area (see Table 8 below) rose from approximately \$52 million to \$62 million over the six-year period or by about \$10 million instead of \$16 million as indicated by the raw data.

TABLE 7

Manufacturing in the Bangor Economic Area

(Raw Data)

<u>Year</u>	<u>Number Est.</u>	<u>Value of Product (\$1000)</u>	<u>Gross Wages (\$1000)</u>	<u>Average Gross Wages</u>	<u>Employment Total</u>
1954	103	57,823	15,644	2,704	5,786
1955	104	67,529	17,911	3,107	5,764
1956	109	70,941	18,471	3,299	5,599
1957	112	70,909	18,384	3,368	5,459
1958	107	63,883	17,637	3,429	5,114
1959	129	73,815	21,757	3,903	5,575

Source: Census of Main Manufactures, Department of Economic Development, Augusta, Maine

TABLE 8

Manufacturing Wages and Value of Product in the

Bangor Economic Area

(Deflated Data)

<u>Year</u>	<u>Value of Product (\$1000)</u>	<u>Gross Wages (\$1000)</u>	<u>Average Gross Wages Total</u>
1954	52,423	14,189	2,453
1955	61,002	16,174	2,806
1956	62,066	16,162	2,887
1957	60,297	15,332	2,809
1958	53,593	14,780	2,874
1959	61,770	17,471	3,134

Source: Table 7

Bangor Area Manufacturing Cont'd.

The potential for large scale industrial expansion in the Bangor area is limited by certain factors. The only important natural resources now known to exist in the area are wood and water. Both markets and sources of other raw materials are distant compared to industrial locations nearer Boston and New York. The major industrial location factor in which the Bangor area excels is its supply of comparatively cheap labor imbued with the habit of job loyalty. This factor is important enough to some industries (shoe and textile manufacture) to offset the disadvantage of transportation expenses for importing raw materials (leather and wool from Boston) and exporting finished product. A tabulation of job seekers at the Bangor office of the Maine Employment Security Commission for August, 1958 indicates that over 60% of the available labor pool at that time was classified as semi-skilled or unskilled and over 1/3 were unskilled or inexperienced.

The currently dominant manufacturing industries in terms of employment, in descending order, are:

- 1.) pulp and paper products
- 2.) leather products
- 3.) textiles
- 4.) lumber and wood products including logging camps and sawmills but not furniture
- 5.) food processing

Numbers 1.) and 4.) are obviously dependent on wood as a raw material while 2.), 3.) and 5.) are industries which typically pay low wages and have need of a large pool of unskilled and semi-skilled labor. Also, shoe and textile manufacturers operate with very narrow cost margins and are highly sensitive to cost and price competition from other geographical locations. They therefore require a stable labor force relatively immune to influences which lead to work stoppages and are likely to change plant locations in response to even minute changes in costs, generally gravitating toward low-cost geographic areas. They are also subject to seasonal factors. For these reasons, they tend to be relatively unstable sources of employment.

Of the 38 new plants in the Penobscot Valley region between 1954 and 1958, 13 were food processors, textile or leather product manufacturers and an additional 13 were producers of wood products (not including logging or sawmill operations).

All of the major manufacturing groups in Penobscot County with the exception of paper producers, are characterized by relatively low wages.

TABLE 9

Relative Importance of Major Manufacturing Groups

In Penobscot County, 1959

Percent of County Totals

<u>Industry</u>	<u>Employment</u>	<u>Total Payroll</u>	<u>Value of Product</u>	<u>Average Gross Wage</u>
All industry groups	100.0	100.0	100.0	\$4,379
Paper	37.7	52.9	50.0	6,135
Leather	20.5	14.0	10.7	2,994
Textiles	11.8	8.6	12.9	3,191
Lumber & Wood	10.7	7.6	6.1	3,119
Foods	8.8	7.4	13.0	3,706
All others	10.6	9.6	7.3	3,511

Source: Census of Maine Manufactures, 1959

The 1959-60 Directory of Maine Manufacturers lists only one manufacturing establishment in Hampden, Pine State Trailers, producers of truck bodies and trailers. There is also a new shoe manufacturing plant, the Evans-Hampden Shoe Corporation, in a new building on Mayo Road. Total manufacturing employment in Hampden is approximately 45.

It is possible that indigenous industries in the Penobscot region will find practical ways to extract more diversified production from the kind of forest raw material available to them. Also, water for industrial use will become a more important factor as supplies in other regions diminish. The Bangor region will continue to have an abundant supply of water, especially after the major Maine rivers are put under realistic pollution control as they surely will be some day. In view of such considerations, it is not unreasonable to expect that the modest industrial expansion tendency now operative in the Bangor region will continue or will at least not reverse itself in the immediate future.

The ability of the major regional employment center to maintain healthy growth in the primary employment industries is vitally important to the residential communities of the area, including Hampden. It is important first because young people who grow up in these residential communities must leave home when they reach working age if there are insufficient job opportunities for them nearby. It is also important because residential communities can be attractively and wholesomely developed only to an extent commensurate with the tax-paying ability of their citizens. Taxpaying ability depends on income and income depends on jobs.

The Trading Function of the Bangor Area and Retail Trade in Hampden

Bangor historically has been the major trading center for all of northeastern Maine and particularly for the Penobscot River Valley. What this means in terms of new income and employment opportunities in retail, wholesale and service trades depends on how many people comprise the market area and what proportion of that market Bangor can continue to control.

The five-county northeastern Maine region which comes under Bangor's trading influence (Aroostook, Hancock, Penobscot, Piscataquis and Washington Counties) has grown steadily from an aggregate population of 267,000 in 1930 to 315,000 in 1960. Since 1950, populations of both the Penobscot River region and the most northerly sector of Maine, namely Aroostook County, have grown primarily because of Loring Air Force Base at Limestone and Dow Air Force Base at Bangor. Since 1948, Bangor has done a stable proportion of the total retail business reported for the five-county area but a declining proportion of Penobscot County trade (per U. S. Census of Business).

TABLE 10

The Bangor Trading Position in the State

Bangor Retail Sales as a % of:

	<u>Penobscot County</u>	<u>5-County Northern Maine Region</u>	<u>State of Maine</u>
1948	54.5	22.5	7.1
1954	54.8	24.4	7.4
1958	53.3	22.6	7.1

Source U. S. Census of Business, Retail Trade

Aroostook County sales rose more sharply between 1954 and 1958 than those of any other county, undoubtedly because of the proximity of Loring Air Force Base. It is very likely that some new development of retail store facilities will occur in the larger communities near the base and that such development will divert some of the Aroostook County shopping dollars which not come to Bangor.

TABLE 11

Retail Trade - Bangor, Penobscot County, Northern Maine

1948-1958

<u>1958</u>	<u>Establishments</u>	<u>Sales (\$1000)</u>	<u>Employees</u>
Bangor	452	72,827	3,024
Penobscot County	1,192	136,679	5,319
Aroostook County	1,108	101,463	3,590
*Northern Maine	3,423	320,592	-
<u>1954</u>			
Bangor	437	67,989	3,075
Penobscot County	1,227	124,059	5,011
Aroostook County	964	81,532	3,008
*Northern Maine	3,409	279,066	-
<u>1948</u>			
Bangor	430	52,571	-
Penobscot County	1,178	96,401	-
Aroostook County	1,051	81,290	-
*Northern Maine	3,424	233,380	-

*Includes Aroostook, Hancock, Penobscot, Piscataquis and Washington Counties

Source: U. S. Census of Business, Retail Trade

Bangor-Brewer retail sales increased less (9%) between 1954 and 1958 than did total sales for the state (12%) and considerably less than for the United States (17%). And in spite of the sizable population increase in the Bangor area, food sales in Bangor and Brewer increased by only 12% compared with 18% for the State and 23% for the nation. On the other hand, general merchandise and automotive sales increased more than the state average but less than the national average.

TABLE 12

Percent Increase In Selected Retail Sales

Bangor-Brewer and Other Shopping Areas

1954-1958

	<u>Total Sales</u>	<u>General Merchandise</u>	<u>Food</u>	<u>Automotive</u>
Bangor-Brewer	9%	17%	12%	12%
Portland-S. Portland	10	7	24	18
Lewiston-Auburn	9	8	14	9
Augusta	13	65	16	- 4
Maine	12	7	18	5
U. S.	17	22	23	6

Source: The Center for Economic Research, Bowdoin College, Maine Business Indicators, December, 1960

Over the same time span, 1954-58, Bangor accounted for a slightly decreasing proportion of the receipts from services (excluding professional services for which no figures are available) for Penobscot County, the northern Maine region and the State.

TABLE 13

Service Trade Receipts, Bangor and Other Places

Bangor Receipts as a percent of:

	<u>Penobscot County</u>	<u>5-County Northern Maine Region</u>	<u>Maine</u>
1954	56.4	24.1	6.0
1958	54.7	23.4	5.7

Source: U. S. Census of Business, Selected Services.

Some of Bangor's apparent loss of ascendancy in this respect is probably attributable to the installation of small-scale service operations at those places where there has been considerable population growth. The total number of service establishments in Penobscot County and in the five-county northern Maine region has in fact increased from 564 in 1954 to 629 in 1958 and from 1461 to 1720 respectively (per U. S. Census of Business).

TABLE 14

Selected Services: Bangor, Penobscot County and
Northern Maine, 1954-1958

<u>1958</u>	<u>Establishment</u>	<u>Receipts</u> <u>(\$1,000)</u>	<u>Employees</u>
Bangor	215	6,805	806
Penobscot County	629	12,442	1,426
Aroostook County	470	8,471	813
Northern Maine*	1720	29,080	-
 <u>1954</u>			
Bangor	249	5,286	777
Penobscot County	564	9,374	1,266
Aroostook County	339	6,232	729
Northern Maine*	1461	21,943	-

*See note on Table 11

Source: U. S. Census of Business Selected Services.

The number of establishments in Bangor, on the other hand, contracted during the 4-year period from 249 to 215. Increased sales per establishment (\$21,000 to \$32,000) indicate that in Bangor as in other urban centers, the trend is toward larger selling units. This is certainly the case with retail stores. Maine has lagged behind the United States in this respect. While average sales per retail establishment in the United States were \$112,000, in Maine they were \$92,000. Bangor, however, exceeded both in the state and national averages, (as would be expected of a major regional shopping center) with per establishment sales in 1958 of \$161,000, up from \$155,000 in 1954.

The fact that Bangor does an exceptionally high per capita (per Bangor resident) volume of retail and service business indicates the "export" function of the Bangor shopping center. That is, Bangor goods and services are sold to nonresidents as well as residents.

The opening of Interstate 95 north from Augusta (planned for 1965) should have some effect on Bangor's trading potentialities as well as on its ability to attract new industry. Quite a lot of the area to the south traversed by the highway could be brought inside the Bangor trading zone. Also easier access will open Maine's northern forest and lakes region to many more summer tourists than in the past and thus expand the potential for additional tourist-oriented business in the Bangor area.

Most of the paid employment opportunities in the retail and service trades were in Bangor (about 3/5 of the county total). Although the number of jobs in retail trade fell slightly between 1954 and 1958, the number in the service trades rose slightly. The aggregate number of jobs thus remained roughly stable - 3,852 in 1954 and 3,830 in 1958. Over the same period the numbers of jobs in Brewer, Old Town and Orono as well as in Penobscot County increased, probably in response to the dynamic population growth in smaller urban fringe communities.

TABLE 15

Per Capita and Per Establishment Retail Sales and
Service Trade Receipts
Bangor and Other Places

	<u>Retail Sales</u>		<u>Receipts from Services</u>	
	<u>\$ per</u> <u>Capita</u>	<u>\$ per</u> <u>Estab.</u>	<u>\$ per</u> <u>Capita</u>	<u>\$ per</u> <u>Estab.</u>
Bangor	1,872	161,000	175	32,000
Brewer	1,127	118,000	131	18,000
Old Town	1,118	111,000	76	14,000
Presque Isle	1,700	147,000	37	6,000
Aroostook Cty.	957	100,000	80	18,000
Penobscot Cty.	1,058	115,000	99	20,000
Hancock Cty.	1,132	69,000	142	16,000
Piscataquis Cty.	928	75,000	84	11,000
Washington Cty.	904	64,000	64	10,000
5-Cty. Region	1,017	94,000	92	17,000
Maine	1,064	92,000	123	19,000

Source: U. S. Census of Business Retail Trade and Selected Services, and U. S. Census of the Population, 1960.

Maine State Bureau of Taxation records show that Hampden sales increased by more than 35% between 1958 and 1959 and fell 2.9% between 1959 and 1960.

If taxable sales constitute 60 to 65 percent (an estimate) of all retail sales, Hampden merchants must have done a total of approximately \$1,550,000 worth of retail business in 1959, the peak year of the three for which information is available. Table 15 shows that retail sales amounting to \$1,000 per capita of the population is about what can be expected on the county level in northern Maine and that more than \$1,000

per capita is normal for urban places. It follows then that with a 1960 population of 4,583 Hampden should be doing something like \$4½ million worth of retail business annually. Grocery sales alone to Hampden residents should amount to at least \$1,350,000 and this appears to nearly equal the total amount taken in by sellers of all kinds of merchandise in Hampden. Granting that Dow families do some of their shopping on the base and that Bangor may be a more attractive place to shop for many items, Hampden merchants still should be able to do about \$3½ million worth of retail business. Thus Hampden is losing at least 2 million of the shopping dollars it could be expected to attract.

Shopping Characteristics of the Hampden Population

It is apparent from the information collected by Sewall Company field surveyors that most Hampden residents do most of their shopping in Bangor. Even food is usually bought in Bangor and in the case of each other shopping category covered by the survey with the exception of medical services, at least 77% of resident buying is done in Bangor. Hampden, as the second most preferred source of goods and services, lags far behind Bangor in popularity.

TABLE 16

Shopping Characteristics of Hampden Resident Families, 1960

	HAMPDEN		BANGOR, inc. DOW A.F.B.		BREWER		SURROUNDING TOWNS	
	No.	%	No.	%	No.	%	No.	%
Food	361	42.4	480	56.3	7	0.8	3	0.4
Clothing	28	3.3	812	95.3	5	0.6	2	0.2
Appliances	30	3.5	806	94.6	3	0.4	2	0.2
Automobiles	52	6.1	755	88.6	2	0.2	10	1.2
Repair Serv.	96	11.3	729	85.6	2	0.2	1	0.1
Medical "	389	45.7	391	45.9	28	3.3	36	4.2
Legal "	34	4.0	657	77.1	8	0.9	1	0.1
Banking			823	96.6	13	1.5	2	0.2
Insurance	30	3.5	765	89.8	13	1.5	16	1.9

	OUT OF STATE		NO RESPONSE		TOTALS	
	No.	%	No.	%	No.	%
Food			1	0.1	852	100.0
Clothing	4	0.5	1	0.1	852	100.0
Appliances			11	1.3	852	100.0
Automobiles	2	0.2	31	3.7	852	100.0
Repair Serv.			24	2.8	852	100.0
Medical "			8	0.9	852	100.0
Legal "			152	17.9	852	100.0
Banking	3	0.4	11	1.3	852	100.0
Insurance	10	1.2	18	2.1	852	100.0

Source: James W. Sewall Company Field Survey, 1960

Note: Each reply represents the usual shopping practice of one family with regard to the specific item shopped for. Therefore, there are as many as nine separate replies for each family interviewed, one for each of the nine shopping categories. The "no response" category includes those persons who said they did not shop for the item in question.

The turnpike interchange at Odlin Road in Hampden, given extensive upgrading of Odlin Road and of some other Hampden rural roads, and proper commercial zoning in the vicinity of the interchange, could encourage development of some new shopping facilities at that location. Because of the relative remoteness of this area from both downtown Bangor and downtown Hampden, such shopping facilities would be likely to get patronage primarily from air force families living in Hampden and from West Hampden and West Bangor residents.

Also upgrading of the Hampden central business district and a newly designed shopping center to meet daily shopping needs of Hampden residents would attract a large proportion of the resident shopping dollars which now go to Bangor.

Economic Characteristics of the Hampden Population

A little less than 1/4 of the Hampden employed labor force of 1,273 works in Hampden. The largest proportion of these is engaged in construction, the next largest proportion in wholesale and retail trade. Agriculture is still relatively important in Hampden as evidenced by the 42 persons engaged in "agriculture, forestry and fisheries" category. Public administration, of growing importance everywhere, occupies 11% of the resident labor force working in Hampden.

TABLE 17

Resident Labor Force Employed in Hampden

	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>% of Total</u>
Agriculture, forestry, fisheries	41	1	42	15.9
Construction	55	2	57	21.6
Manufacturing	14	3	17	6.5
Transportation, communication and other public utilities	8	5	13	4.9
Wholesale and retail trade	36	10	46	17.4
Finance, Insurance and Real Estate	3	-	3	1.1
Business and Repair Services	11	-	11	4.2
Personal Services	9	4	13	4.9
Other Services Including Professional	12	15	27	10.2
Public Administration	22	7	29	11.0
Industry not reported	<u>5</u>	<u>1</u>	<u>6</u>	<u>2.3</u>
Total	216	48	264	100.0

Source: James W. Sewall Field Survey, 1960

That part of the resident employed labor force working outside of Hampden - mostly in Bangor and Brewer - is engaged primarily in four industries: 1) wholesale and retail trade, 2) manufacturing, 3) transportation, communication and other public utilities and 4) federal government services including military. Together they comprise 60.4% of the Hampden non-locally employed population. Because of its proximity and easy access to Dow Air Force Base, Hampden attracts enough Dow families to significantly weight the labor force distribution.

TABLE 18

Resident Labor Force (Hampden) Employed Outside of Hampden

	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>% of Total</u>
Agriculture, Forestry, Fisheries	19	2	21	2.1
Construction	98	2	100	10.1
Manufacturing	118	29	147	14.9
Transportation, Communications & other Public Utilities	112	10	122	12.4
Wholesale and Retail Trade	157	51	208	21.1
Finance, Insurance & Real Estate	30	13	43	4.4
Business and Repair Services	41	3	44	4.5
Personal Services	12	13	25	2.5
Entertainment & Recreation Services	6	2	8	.8
Professional and Related Services	37	62	99	10.0
Public Administration	29	6	35	3.5
Federal Government (including Military)	115	3	118	12.0
Industry Not Reported	<u>13</u>	<u>4</u>	<u>17</u>	<u>1.7</u>
Total	787	200	987	100.0

Source: James W. Sewall Company Field Survey, 1960

Employment available in Hampden is shown in Table 19 below. Approximately 62% of these jobs were held, at the time of the Sewall Company field survey, by Hampden residents and the remainder by residents of surrounding communities. Construction and wholesale-retail trade are the most important Hampden employers. Manufacturing is third but agriculture is almost equally important.

TABLE 19

Employment in Hampden by Major Industry Group

Agriculture	42
Construction	138
Manufacturing	45
Utilities	28
Wholesale-Retail	102
Finance-Insurance-Real Estate	3
Business & Repair Service	24
Personal Service	18
Other Services	10
Public Administration	<u>15</u>
Total	425

Source: James W. Sewall Company Field Survey, 1960

Table 20 below shows the distribution of the Hampden employed population regardless of place of employment. The most important occupation group is craftsmen, foremen and kindred workers include military personnel. Operatives and kindred workers comprise almost 17% of the employed labor force and constitute the second most important occupational category.

Wholesale and retail trade is the most important industry group and manufacturing is the second most important. The relatively small proportion of the population engaged in manufacture is characteristic of the Bangor area except for Brewer. Only 14.6% of the Bangor population in 1950 was engaged in manufacturing compared with 31.8% for Brewer and 36.2% for the urban population of the state. Also the relatively small number of females employed is characteristic of suburban residential communities with large proportions of young families, as is the case in Hampden.

TABLE 20

The Hampden Employed Population by
Occupation and Industry

	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>% of Total</u>
Total number employed	1,003	270	1,273	100.0
<u>Major Occupation Group:</u>				
Professional, technical & kindred	75	61	136	10.7
Farmers and farm managers	36	1	37	2.9
Managers, officials & proprietors, excluding farm	102	10	112	8.8
Clerical and kindred workers	82	73	155	12.2
Sales workers	121	40	161	12.6
Craftsmen, foremen, and kindred workers	203)	2	298	23.4
(Craftsmen, Military-Dow Air Base and Missile bases)	93)			
Operatives and kindred workers	177	34	211	16.6
Private household workers		8	8	.6
Service workers, except private household	24	33	57	4.5
Farm laborers and foremen	8	1	9	.7
Laborers, except farm and mine	69	2	71	5.6
Occupation not reported	13	5	18	1.4
<u>Major Industry Group</u>				
Agriculture, forestry, fisheries	60	3	63	5.0
Construction	153	4	157	12.3
Manufacturing	132	38	170	13.4
Transportation, Communication & other Public Utilities	120	19	139	10.9
Wholesale and retail trade	193	73	266	20.9
Finance, Insurance & Real Estate	33	13	46	3.6
Business and Repair Service	52	3	55	4.3
Personal Services	21	17	38	3.0
Entertainment & Recreation Services	6	2	8	.6
Professional & related services	49	77	126	9.9
Public Administration	48	8	56	4.4
Federal Government (including military)	118	8	126	9.9
Industry not reported	18	5	23	1.8
Totals	1,003	270	1,273	100.0

Source: James W. Sewall Company Field Survey

Conclusions and Recommendations

Hampden is primarily a residential suburb for Bangor. Ease of access from Bangor and from Dow Air Force Base in Bangor has contributed to suburban settlement from those sources, more heavily during the 1950's than during the 1960's.

The sudden spurt of population growth brought on by the suburban development movement of the post World War II years and continuing growth during the 1960's in Hampden has been characterized by considerable new residential construction. However, there has been relatively little development of new commercial facilities to meet the local needs for retail and service outlets. Because of this lag, most Hampden families do most of their shopping for all kinds of merchandise, including food, and all kinds of services in Bangor.

Hampden can not hope to compete successfully with Bangor as a shopping center since Bangor is the acknowledged trading hub for the entire vast Northern Maine Region. Nevertheless, Hampden should be able to retain many of the shopping dollars which now leave town. An adequate town shopping center with well-stocked attractive stores in a contemporary setting (with ample convenient parking) could bring between \$2 and \$3 million additional into Hampden from retail trade alone. At the same time, receipts from services could be increased as a result of increased activity downtown. Moreover, new contemporary quarters for business and personal services with convenient parking space would attract many local residents who now must seek such services in Bangor.

The two turnpike interchanges which directly affect Hampden - Coldbrook Road and the Industrial Spur - are both favorably located for industrial development purposes. Both are served by railroad lines, the latter by the Maine Central which provides service both to the north and south. Also the Industrial Spur area is adjacent to an already developed industrial park. Both areas offer an excellent opportunity for Hampden to develop at least one industrial park, properly zoned to contemporary performance standards, and served by all necessary roads and utilities.

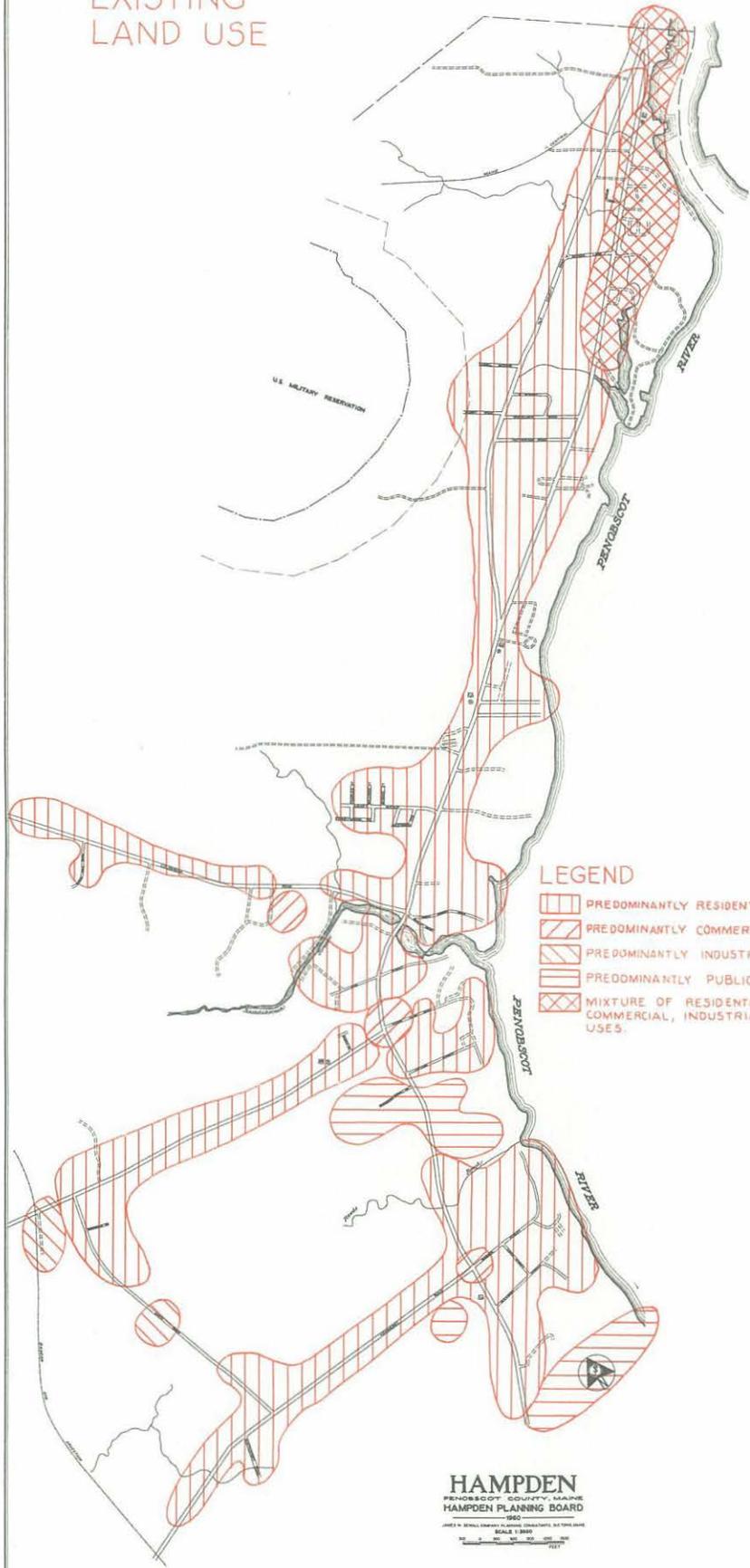
The future status of Dow Air Force Base, vital to the economy of Hampden and the region, is unknown and unpredictable. Therefore, efforts should be directed toward carefully planned, attractive residential expansion with an eye to the future when Dow-generated tax dollars may not be available to pay for the maintenance of expensive town services. For the same reason, special effort is needed to attract new industry both to Hampden and to the Bangor-Brewer area in order to create more primary income-producing employment opportunities for Hampden and regional residents.

SECTION IV

EXISTING LAND USE

Land Uses of the Past	IV - 1
Land Uses Today	2
Commercial and Industrial	4
Land Uses by Approximate Acreages	5

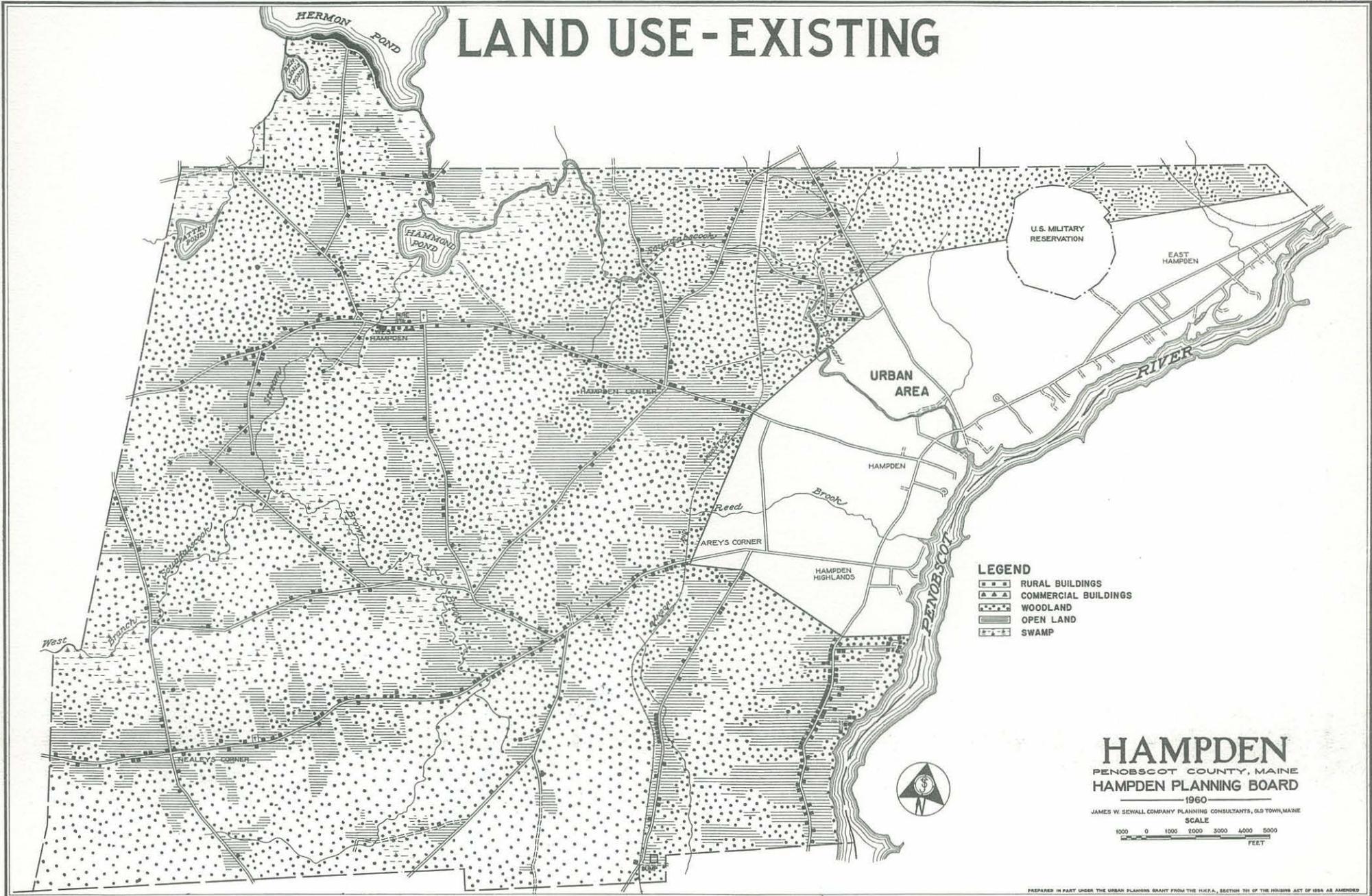
GENERALIZED
EXISTING
LAND USE



- LEGEND**
- PREDOMINANTLY RESIDENTIAL
 - PREDOMINANTLY COMMERCIAL
 - PREDOMINANTLY INDUSTRIAL
 - PREDOMINANTLY PUBLIC
 - MIXTURE OF RESIDENTIAL, COMMERCIAL, INDUSTRIAL USES.

HAMPDEN
 FRANKLIN COUNTY, MASSACHUSETTS
 HAMPDEN PLANNING BOARD
 1960
 SCALE 1:2500

LAND USE - EXISTING



PREPARED IN PART UNDER THE URBAN PLANNING GRANT FROM THE U.S.D.A., SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED

EXISTING LAND USE

Land Uses of the Past:

Because of its location, Hampden figured importantly in the industrial development of the Penobscot area. During the latter half of the 18th century, when timber resources farther south along the coast were already thinning, enterprisers with an interest in lumber moved east and north seeking new supplies. One of the very first sawmills in the Penobscot River valley was established in Hampden in 1769 by Benjamin Wheeler who, a little later, enjoyed the honor of having the town named after him. However, the name was transitory and the town was incorporated as Hampden in 1794. The namesake in this case was an English patriot, John Hampden, who opposed certain oppressive policies of the Crown.

By 1790 or 1800, the coastal timber resources were nearly depleted and the sawmills began to eat their way upstream and farther inland. However, Hampden's location continued to stimulate industrial undertakings. Plentiful spruce resources and the availability of river water power and transportation made Hampden an incubator for the newborn paper industry and the site of the first paper mill in the Penobscot valley region. Other wood-dependent industries flourished and there was the usual complement of flour and grist mills, a shoe factory, tannery and stove factory. For a time, Hampden was on the way to becoming the industrial hub of the region with Bangor and Brewer, Orono and Old Town as lesser lights.

Around 1800, changing industrial patterns and the depletion of coastal timber resources shifted the focus of commercial development farther upriver. The development of river driving as a means of getting lumber out of inland forests, the invention of the peavey and the bateau as adjuncts of river driving and the shift from individual labor and capital organization to larger scale enterprise made it possible for lumber-related industry to move inland. Bangor, which was a little closer to production sources, attracted the giant's share of the regional cargo business. Hampden missed becoming the commercial hub of the region by only a mile and since that time has not played an important role in the industrial development of the area.

Throughout the first half of the 20th century Hampden was a quiet country town. Its land area was devoted almost entirely to farms and woodland and its shopping center functioned solely for the benefit of its local population which remained, until about 1940, even smaller than it had been during the early 1800's. The 1940's marked a fundamental change in the land use pattern when Hampden got caught up in the suburban movement which was revolutionizing traditional patterns of development everywhere in the nation. Hampden suddenly became integrated with the Bangor metropolitan area. First the trolley car and then the automobile stimulated "strip" development along the main arterial highway, Route 1A. In the space of a decade, the town changed from countryside and village to bustling residential suburb. In

Land Uses of the Past, Cont'd:

Hampden and the Bangor area the primary cause of recent population growth and prosperity was the reactivation of Dow Air Force Base which is estimated to add 20,000 persons to the area population and probably over \$20 million a year in spendable income.

Land Uses Today:

Hampden is located in Penobscot County just south of Bangor. It is bounded northerly by Hermon and Bangor, westerly by Newburg, northwesterly by Carmel, southerly by Winterport and on the east by the Penobscot River.

The ribbon of urbanized development lies along the shore of the Penobscot River and is characterized by slightly rolling to level topography. Back from the river in a westerly direction the remainder of the 37.5 square miles of land area in Hampden is mostly rolling or relatively flat, punctuated here and there by broad rounded hills which afford a wide and pleasant view of the Penobscot River valley. The highest elevation is 360 feet. Many of the hills in Hampden are deposits of glacial out-wash and are commercially valuable for their sand and gravel.

The Penobscot River, which is navigable to Bangor, carries tankers to and from the oil storage plants in Hampden. Souadabscook Stream crosses the northerly town boundary at Hermon Pond and runs southeasterly to Hammond Pond, and by a winding course through outlying Hampden to the more thickly settled area where it turns and roughly parallels Coldbrook Road to the Penobscot River. A section of the stream in the vicinity of Papermill Road has been dammed for a bathing pool and the surrounding area developed as a public park and picnic area.

The greater part of Hampden, all except a half-mile wide strip bordering the Penobscot River, is wooded, grass-clad or marshy and dedicated primarily to rural or woodland uses. The outlying area is traversed by two major access roads to Hampden -- U. S. Route 202, currently much used for travel between Bangor and Augusta, and Kennebec Road from South Newburgh which meets Route 1A at Hampden Highlands.

The Bangor and Aroostook Railroad bisects Hampden north-south and the Maine Central Railroad cuts across the northeast corner. The coming extension of Interstate 95, north from Augusta, will pass near the Hampden-Hermon town boundary with two proposed interchanges of importance to Hampden: at Coldbrook Road and at Route 100 south of Dow Air Force Base, serving Hampden via the Main Steet in Bangor, and Route 1A relocated in Hampden west of the urban area as proposed.

Hampden, which early in its history became dependent on the commercial facilities of Bangor, developed in traditional form along its major

Land Uses Today, Cont'd:

access route to the city. Today the concentrated urban part of the town extends for a lengthwise distance of about 5 miles along the highway with a width of no more than half a mile at its broadest point. The long narrow configuration complicates town utility and protection services as well as the location of schools and recreation facilities. Also, the highway orientation has serious implications both for the residential and commercial properties exposed to it and for the satisfactory functioning of the road as a traffic carrier.

Although Hampden functions as a suburb of Bangor, it is strangely lacking in the atmosphere commonly associated with suburbanism. It is still strongly reminiscent of the country village. Along Route 1A are a few truly fine old houses which hark back to an era of slower-paced living and meticulous carpentry. Elsewhere on the Main Street and on some side streets are many well-built houses of more modest dimensions. These remnants of the quiet past are being increasingly subjected to the unwholesome influences of excessive traffic and conflicting commercial uses.

A great many new houses have been built in Hampden since 1945. No records were kept of new construction before 1957, but since that year a total of 187 building permits have been issued for new residential single-family construction. Many of these are at three locations: Westbrook Terrace, along Mayo Road, and along Kennebec Road east of Arey's Corners. There are also numerous new houses between the main street and the river and along the southerly end of Route 1A. Most of the housing in Hampden was individually built, but developers recently have been more active and have achieved more intra-neighborhood standardization of values than is elsewhere evident. Absence of adequate land use controls is largely responsible for the wide disparity in value, and even in type, of structures found in many residential neighborhoods. Such disparity tends to work to the disadvantage of the higher value properties.

Although in the past the area between Route 1A and the river has been little used except for summer camps, builders seem recently to have become aware of the attractiveness of this rolling land with its river view. There are now many new homes located east of the highway, especially in the southerly part of town.

Most two-family and multi-family housing is located along Route 1A in the most densely built-up part of town where also are many older single-family dwellings. Crestview Trailer Park faces the main street in the central area and currently houses 34 families. A second trailer park is located farther north on Route 1A.

Outlying Hampden, longitudinally west of Mayo Road, is still very sparsely settled and is relatively inaccessible because of few and very poor, unpaved roads. Only along the east-west access roads is there any

Land Uses Today, Cont'd:

appreciable amount of residential development, most of it not new and some either unfinished or uncared for, creating a problem for the community in terms of fire protection and other services.

Commercial and Industrial Land Uses:

The Hampden shopping area, stretched out along Main Street, more closely resembles transient oriented strip development on a through highway than a suburban shopping center. There is, in fact, no real shopping center, no off-street parking facilities and no modern supermarket facilities. The developed strip along Route 1A is for the most part residential with clusters of small retail stores and a few other commercial enterprises. Most commercial activities are concentrated either on the northerly end of Route 1A just south of the Bangor-Hampden boundary or on Route 1A from its junction with U. S. Route 202 to a block beyond its junction with Kennebec Road. The town offices, fire and police headquarters and all of the existing public schools are also in the latter locale.

In the predominantly commercial area near the Bangor-Hampden line, retail uses are largely of the automobile-oriented type such as hotdog stands and drive-in eating places. As the most used gateway to Hampden, this area leaves much to be desired. Traffic problems are complicated by the clustering of industrial uses on the river bank opposite the junction of Old County Road with Route 1A, especially since they require frequent truck entry and exit movements. Also, just south of the industrial zone, one of Hampden's two trailer parks crowds 66 families in unplanned and un-aesthetic congestion between Route 1A stores and an operating gravel pit.

Industry in Hampden is located just south of the Bangor-Hampden boundary between the Penobscot River and Route 1A where there are oil storage and distribution facilities, a gravel pit, and a new trailer manufacturing plant. The most recently established industry in town is the Evans-Hampden Shoe Corporation in a new building on Mayo Road.

Most of the northeasterly corner of Hampden is taken up by a U. S. Military Reservation, used as an ammunition dump. The reservation proper, about 800 acres, is federally owned, with an encircling easement averaging about 1200 feet in width which prevents further development west of Old County Road. There is no indication that this land will be released to Hampden in the foreseeable future.

Land Uses by Approximate Acreages:

Of the total 37.5 square miles of land area, 3,520 acres is defined here as urban; the remainder is rural. The urban area encompasses a half-mile wide strip extending from the northeasterly Bangor-Hampden boundary as far south as the Winterport-Hampden town line and protruding in a westerly direction along the three east-west access roads, Kennebec Road, Route 9 and Coldbrook Road for an average distance of about 1.7 miles. Most of this urban area, 3,133 acres or 89%, is vacant land -- unimproved lots, fields, pasture, swamp and woodland. The military reservation is outside the urban area and is classified as a rural land use. The remaining 11% or 387 acres is defined as the developed urban area. Of the developed urban area, over 84% is in residential use and most of this, 308.7 acres or 79.8%, is single-family. Two-family dwellings use 18 acres or about 5% and multi-family dwellings use 2.9 acres or less than 1% of the developed urban area.

Commercial land uses, including offices, use 24.1 acres or 6.2% of the developed urban area. The remainder of the developed area is divided among industrial uses, public and semi-public uses, recreational use and cemeteries.

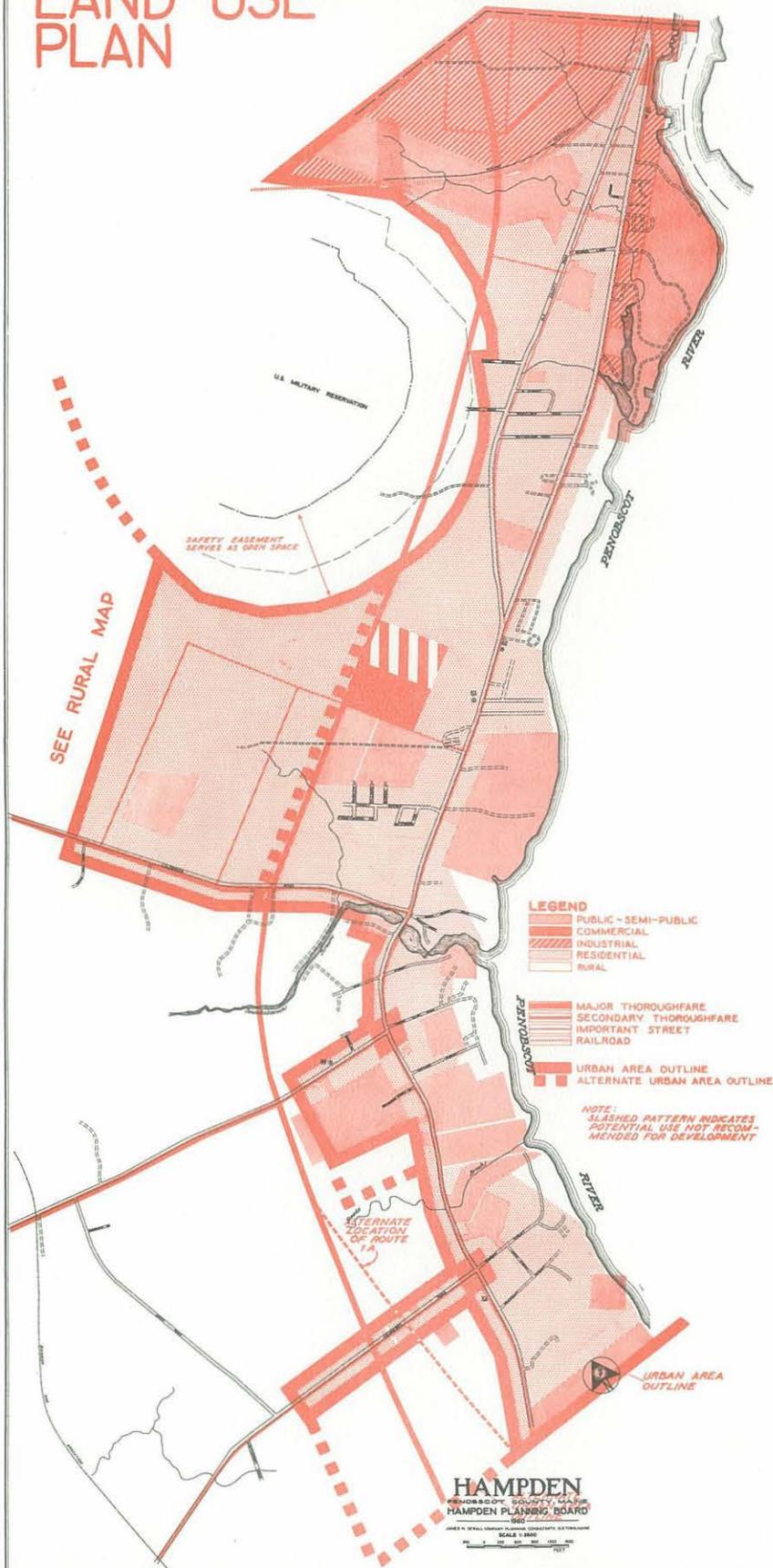
The large rural area, 20,480 acres, is in woodland or fields. Although there is a considerable amount of farm land, most of it is idle. Also, in the rural area is the U. S. Military Reservation. The reservation proper measures approximately 800 acres.

SECTION V

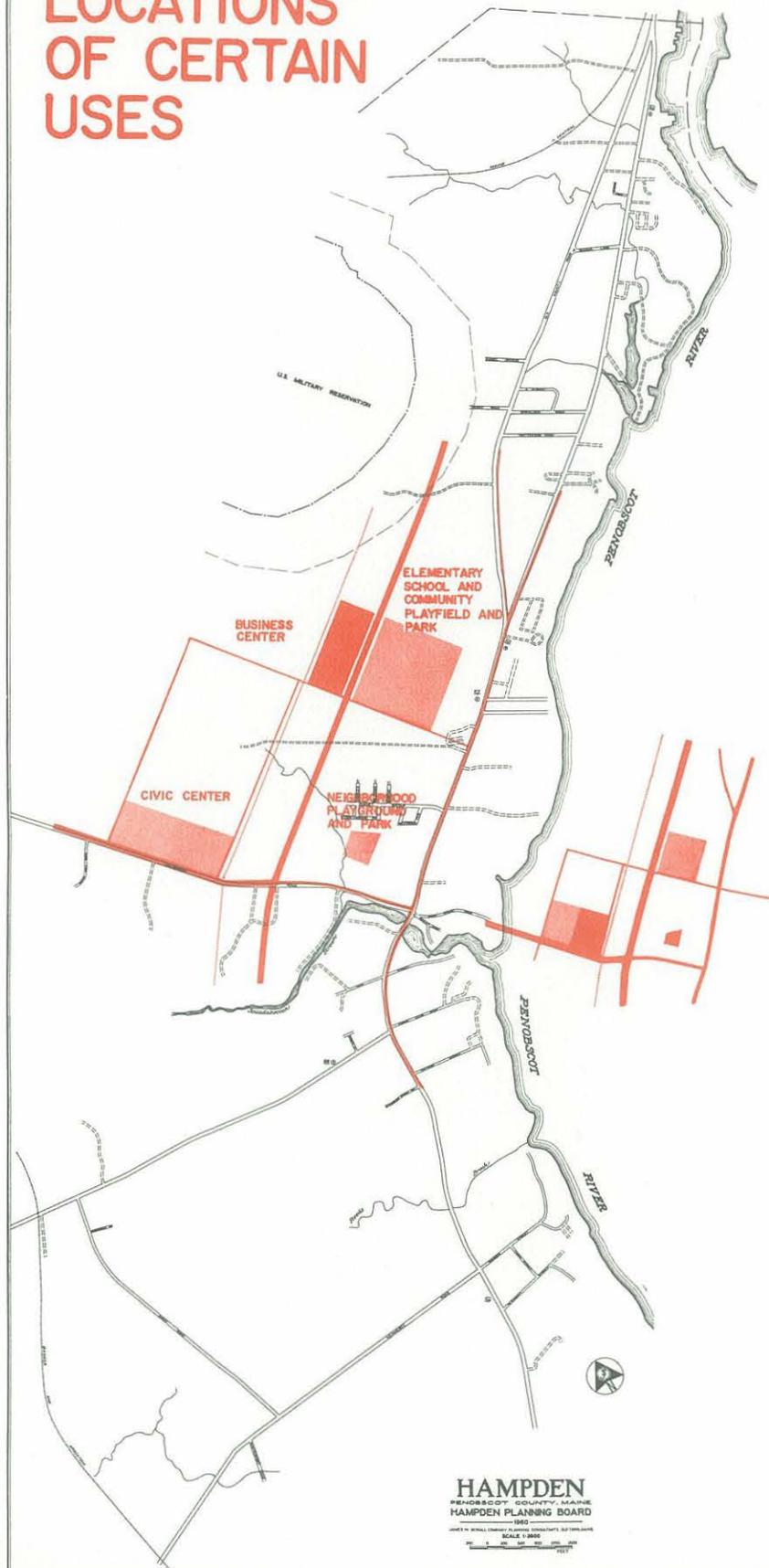
PROPOSED LAND USE

Urban Areas with Changing Land Use	V - 1
Areas Suitable for Urban Development	3
The Land Use Plan	4
Residential Land Use	5
Commercial Land Use	6
Industrial Land Use	7
East Hampden Industrial Park	8
Industrial Land Near Coldbrook Road-- Interstate 95 Interchange	9
Coldbrook Industrial Area	9
Rural Uses	10

PROPOSED LAND USE PLAN



ALTERNATE LOCATIONS OF CERTAIN USES



HAMPDEN
PENOBSCOT COUNTY, MAINE
HAMPDEN PLANNING BOARD
1982
MADE IN SMALL CHARACTER PLANNING DEPARTMENT, 222 TOWN HALL
SCALE 1:2500

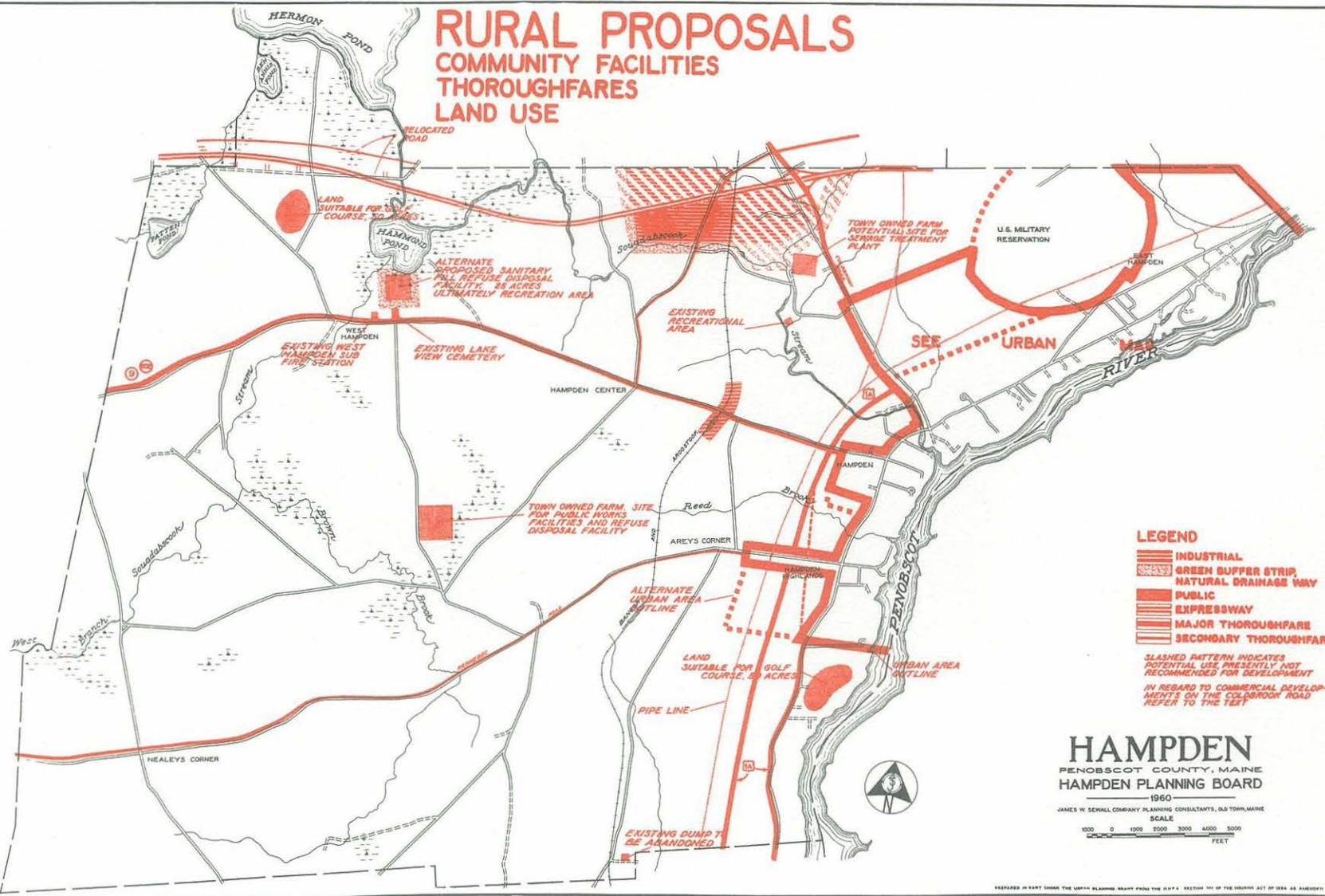
PROPOSED BY TOWN BOARD FOR REVIEW BY STATE PLANNING BOARD FOR THE YEAR 1982. ALL RIGHTS RESERVED.

RURAL PROPOSALS

COMMUNITY FACILITIES

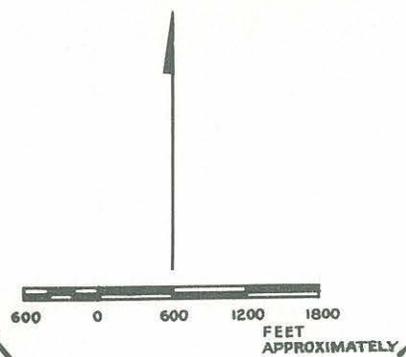
THOROUGHFARES

LAND USE

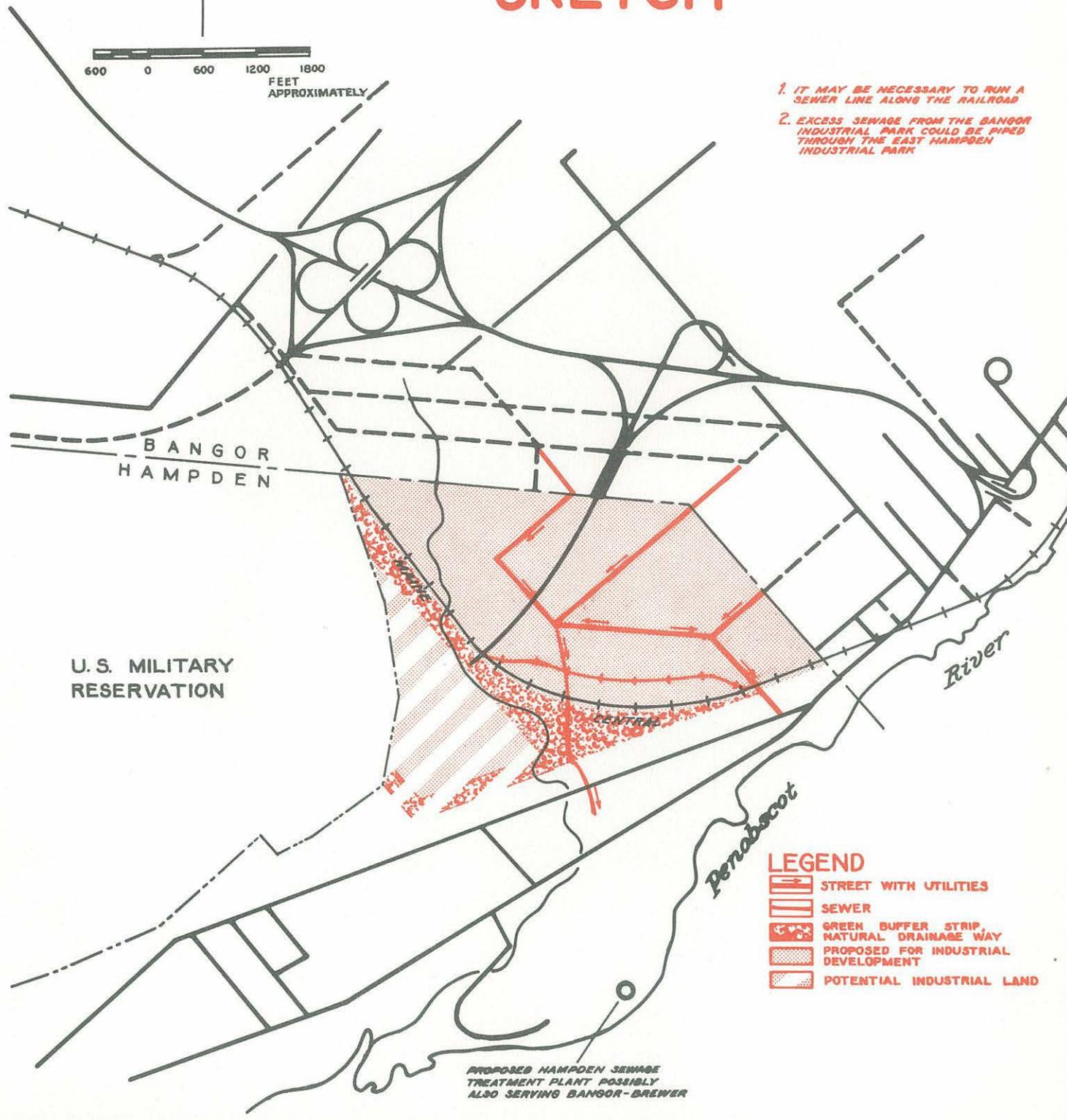


PREPARED IN PART UNDER THE URBAN PLANNING HEAVY FROM THE R.U.F.A. SECTION 104 OF THE TOWNING ACT OF 1954 AS AMENDED

EAST HAMPDEN INDUSTRIAL PARK SKETCH



1. IT MAY BE NECESSARY TO RUN A SEWER LINE ALONG THE RAILROAD
2. EXCESS SEWAGE FROM THE BANGOR INDUSTRIAL PARK COULD BE PIPED THROUGH THE EAST HAMPDEN INDUSTRIAL PARK



U.S. MILITARY RESERVATION

BANGOR
HAMPDEN

River

Penobscot

- LEGEND**
- STREET WITH UTILITIES
 - SEWER
 - GREEN BUFFER STRIP, NATURAL DRAINAGE WAY
 - PROPOSED FOR INDUSTRIAL DEVELOPMENT
 - POTENTIAL INDUSTRIAL LAND

PROPOSED HAMPDEN SEWAGE TREATMENT PLANT POSSIBLY ALSO SERVING BANGOR-BREWER

COLDBROOK INDUSTRIAL AREA SKETCH

HERMON
HAMPDEN

BANGOR

APPROXIMATE
BOUNDARY OF
U.S. MILITARY
RESERVATION

Sonadabscook

BANGOR

AND

ARROSTOCK

- LEGEND**
-  STREETS WITH UTILITIES
 -  RAILROAD
 -  GREEN BUFFER STRIP, NATURAL DRAINAGE WAY
 -  POSSIBLE SEWAGE TREATMENT PLANT
 -  PROPOSED FOR INDUSTRIAL DEVELOPMENT
 -  POTENTIAL INDUSTRIAL LAND

Stream



PROPOSED LAND USE

Urban Areas with Changing Land Use:

Hampden has long been and still is in a process of change, first from an independent rural community to a dependent suburb and currently to an urban community still heavily dependent upon Bangor but now able to support certain industries, businesses and community services of its own. Most urban parts of the town are, and will remain, residential. However, in certain limited areas, past developments have led to a land use situation which is unstable. The causes of instability include nonfunctional layout, inadequate original construction of buildings, land use conflicts, shortage of land at prices commensurate with its best use and absence of appropriate controls. Changes in the land use patterns in some of these areas will eventually come about through economic processes. In others, change should be brought about through public measures (e.g. urban renewal). In some cases the newer land use has so thoroughly superseded the old that it must be accepted and consolidated; in others, the forces of change have been limited and still can be stopped.

1. The most conspicuous area with changing land use is the northernmost portion of Hampden. It consists essentially of string developments along Route 1A and the Old County Road. This area functions increasingly as part of an urban highway commercial strip in Bangor. As such, it receives a variety of land uses which are attracted by cheap land in an accessible location.

This area still is predominantly residential, but residential uses are being displaced by commercial and industrial uses. Much of the housing has deteriorated as a result of land use conflicts and exposure to heavy traffic. In some cases, inadequate original construction has hastened the process. Most dwellings are of the single-family type and modestly designed and constructed. Some are substandard and a few are dilapidated. Substantially built, well-maintained houses constitute a minority. The numerous commercial and industrial establishments in the area include some marginal businesses and are housed in buildings in various states of adequacy. A sizable mobile home park also is located in this area.

Relocation of Route 1A is proposed in the comprehensive plan in order to remove much of the through traffic from the present highway. This will be beneficial for residential uses and detrimental to certain commercial uses. Certain portions of this area are probably eligible for urban renewal in radical form. The important question is what the appropriate future use of the area should be.

It is recommended that public action in the form of urban renewal be attempted in this area after Route 1A has been relocated and the effect of a lighter traffic load can be observed. It is tentatively recommended

Urban Areas with Changing Land Use, Cont'd:

that most of the land west of the Blue Star Memorial Highway be subjected to limited rehabilitation and retained as a residential neighborhood. The area east of and along the same road also should be rehabilitated and made available for industrial development and for some commercial development. The land presently serving as a gravel pit for Bangor is proposed to be reused as a regional recreation facility.

2. Another area of changing land use is the small, older commercial center at the intersection of the Blue Star Memorial Highway and the Kennebec Road. Long ago, a trough for watering horses was located here in the middle of a square. Presently, this area serves primarily as a neighborhood retail center consisting of a few small commercial establishments. Parking is inadequate and several of the buildings show signs of deterioration because of inadequate construction or unsatisfactory conversions from other uses. The proposed Route 1A relocation may lessen the business potential of the area. Although public action should be delayed until the effects of the highway relocation can be evaluated, it is tentatively recommended that this area eventually be rehabilitated through urban renewal as a neighborhood commercial center. Removal of substandard buildings, erection of adequate new ones, and provision of sufficient off-street parking are needed.

3. The area surrounding the intersection of the Blue Star Memorial Highway and Route 9-202 contains another small commercial center with a number of commercial establishments including several gas stations catering largely to through traffic. Several of the buildings in this complex are of very modest standards.

Relocation of Route 1A and removal of through traffic from the existing highway probably will affect transient oriented businesses in this area and may result in the closing of some of the gas stations. In view of the proposal that the center of anticipated new developments be on Hardy Hill, it is doubtful whether other business establishments will remain in this area. No public measures should be applied in this area until the full effects of the new Route 1A can be observed. However, it is tentatively recommended that, through use of urban renewal, this area be rehabilitated primarily as a neighborhood business center. It should then contain fewer establishments than at present with ample parking space. Rehabilitation would probably result in elimination of the buildings in poor condition.

4. Considerable portions of the areas between the Blue Star Memorial Highway and the river have been used during the last half century as recreation areas and contain seasonal dwellings, many of which are unsound or low-value structures. These areas are in a process of gradual change to year-around residential use. The conversion of seasonal cottages of poor original construction into year-around dwellings often results in substandardness.

Urban Areas with Changing Land Use, Cont'd:

5. The entire length of the Blue Star Memorial Highway, once residential, has tended to become commercialized. This is attributable to the heavy traffic which increases the commercial potential and detracts from residential values. The proposed new Route 1A will remove much traffic from the Blue Star Memorial Highway and help halt the trend toward commercialization. Also, removal of the sources of river pollution should be effectively completed within a few years and this will enhance the attractiveness of this riverbank strip for residential use. Therefore, it is recommended that the major part of the land along the highway be zoned residential. However, between the Blue Star Memorial Highway and the Penobscot River, as large portions as possible of the areas not yet developed for year-around residential use should be acquired for recreational use by Hampden and metropolitan Bangor residents. Also, any parts of the area which cannot be sewered economically and which must remain in private ownership should be developed only at rural residential densities. The choice areas to be in year-around residential use should be zoned for high standard developments and some already developed portions should be upgraded, perhaps through use of urban renewal.

Areas Suitable for Urban Development:

Areas in Hampden suitable for urban development have been examined in the light of the following major criteria:

- a.) Accessibility by good roads to employment and shopping centers and service facilities.
- b.) Protection from other land uses which could be expected to have a detrimental influence on residential neighborhoods and related service centers. Such land uses might include railroads, through highways, refuse disposal facilities, and certain industrial uses.
- c.) Feasibility of supplying sewers, water and other municipal services.
- d.) Extent of steep slope and swamp or other low, wet lands.
- e.) Soil types offering good surface drainage, good bearing and sufficient depth to bedrock to permit economical construction of streets, utility lines and basements.
- f.) Sunny exposures, good views and other elements of natural beauty.
- g.) Elevation: land at high elevations is generally more desirable than land at low elevations.

The area most suitable for urban types of development is in the vicinity of Hardy Hill, northwest of the Blue Star Memorial Highway. After construction of the proposed new Route 1A, this area will be very easily accessible from Bangor. Surrounding neighborhoods are attractive and there

Areas Suitable for Urban Development, Cont'd:

are no seriously incompatible land uses nearby. The U. S. military reservation serves as open space. The area faces the sun and slopes gently toward the proposed Souadabscook sewage treatment plant. The soil is mostly firm clay which is acceptable although it does not offer very good surface drainage or bearing for heavy structures. Depth to bedrock varies. Most of the area has apparently ample depth to bedrock but there are occurrences of bedrock near the surface. Fortunately, such bedrock appears to be soft. Portions of the area afford pleasant views.

Another area in northernmost Hampden, between the Bangor town line and the U.S. military reservation, excepting the stream gully, has the same general characteristics as the Hardy Hill area. The major differences are the presence of the railroad, proximity to the Bangor industrial park and apparently generally safer depth to bedrock.

There are vacant areas on the river side of the Blue Star Memorial Highway but they all share problems of sewage disposal. Soils are much the same as in areas mentioned above -- well packed clay and silts. The very modest seasonal cottages in these areas lend an atmosphere which is not conducive to desirable developments. The pollution of the Penobscot River is a detrimental factor now but as the river is cleaned up, these areas are likely to be sought after. Developments should be carefully planned where sewerage is feasible.

Other major expanses of vacant land are less suitable for urban development, either because they cannot be sewered economically or because of unfavorable exposure. A borderline case is the land south of the Kennebec Road and west of the Blue Star Memorial Highway.

The Land Use Plan:

The land use plan illustrates the most desirable future development for the town with all known factors taken into account. The plan takes into account the technical factors examined in various parts of the comprehensive plan and also such factors as reasonable freedom of choice for the individual citizen in regard to development of real estate within an economic framework of community facilities and regulations. To allow for such freedom of choice, it is necessary to plan for larger acreages than are expected to be put into active development. In fact, the land requirement for this factor is larger than the total of that likely to be needed for development. Provision of a wide choice of developable land should help to prevent property values from rising artificially as a result of scarcity created by zoning.

The Land Use Plan, Cont'd:

The land use plan is the basis for zoning. In certain instances, the land use plan allows for more extensive development than is likely to be reached in the near future. Consequently, there are areas which should be zoned for development in stages and these are clearly designated in the plan. If, before the 20-year planning period has elapsed, there is legitimate need for enlargement of zones for urban development, such need should be met through amendments of the plan and the zoning ordinance. Professional advice should be sought for such amendments.

Residential Land Use:

Because of its geographic position in the Bangor Metropolitan complex, an abundance of developable land and fairly good access, which is being improved, Hampden has relatively favorable development prospects. However, it is uncertain to what extent the development potential will be exploited since much of the demand for land and housing has been generated by Dow Air Force Base. It is impossible to foresee the status of the base for the next 20 years.

Projections of current population trends indicate that Hampden is likely to gain between 1500 and 2000 new residents in the 20-year planning period. The construction of the interstate highway and of relocated Route 1A will both directly and indirectly add new stimulation for in-migration. Additional incentive for people to settle in Hampden could be offered by ambitious community improvements, of which the most important is the development of a new town center offering a variety of modern municipal and business services and provision of appropriate recreational facilities.

Provided Dow Air Force Base is not deactivated or the number of personnel substantially reduced, it seems likely that Hampden will receive over 2000 new residents in the 20-year planning period. Indications are that the overwhelming majority of these, over 90%, will want single-family housing on as little as 250 acres at relatively low urban density (1/4 acre average lot sizes). This allows for streets, neighborhood community facilities and irregularities in subdivisions. However, since some proportion of the demand would be for much larger lots, more land would be needed. Assuming that the expected population increase would require 300-400 acres, another 400 acres should be allowed for difficulties in the terrain and for freedom of choice for the individual. Thus, about 800 acres will be needed for the first stage of development. The second stage included in the land use plan would require another 400-500 acres.

Most residential development is proposed to take place in urban areas where municipal services can be provided economically. The major concentration of urban residential development is proposed to be located on Hardy Hill. The remainder is proposed to be on vacant land interspersed

Residential Land Use, Cont'd:

in existing developments. Residences should be permitted in the rural area on very large lot sizes, 5-10 acres only.

Commercial Land Use:

It is recommended that areas immediately adjacent to the intersections of Route 9 and the Kennebec Road with the Blue Star Memorial Highway be retained in commercial use. As the commercial potential of these areas is lessened through removal of much of the through traffic to the new Route 1A, commercial use of these areas probably will change gradually to become primarily neighborhood oriented.

Other land along the Blue Star Memorial Highway should not be used for commercial developments with the exception of the strip of land on the east side of the northernmost part of the highway which is proposed for industrial development where certain commercial uses would not be inappropriate

As the center of urban development shifts to Hardy Hill it is likely that there will be a commercial potential in this vicinity. A proposed Hardy Hill interchange with the anticipated new Route 1A will improve this potential. How great the potential will be will depend on the size of the existing and anticipated population in the neighborhood. Therefore, the proposal in the land use plan may need to be adjusted when the need for land can be more realistically assessed in the future. It is tentatively recommended that 10-20 acres, plus some adjacent land for expansion, be earmarked for commercial use in Hardy Hill and that it be planned in conjunction with the proposed town center. This area could accommodate a moderate sized shopping center.

There probably will be a tendency to commercialize land abutting roads intersecting the new limited-access Route 1A. This plan does not advocate such developments as they would detract from the success of the commercial sector of the proposed town center and lessen the traffic carrying capacity of these streets.

The Coldbrook Road-Interstate 95 interchange may produce a commercial potential for land in its vicinity, that is, land abutting the Coldbrook Road. The terrain just south of the interchange constitutes an obstacle to development. The flat terrain a little farther away is better suited. It is recommended that no particular land be designated for commercial use here and that the matter be subject to further study and detailed planning at the time an important need is demonstrated. Sporadic development would not warrant amending the comprehensive plan and zoning ordinance while a shopping center, a large restaurant or motel might.

A small commercial area is proposed on the Blue Star Memorial Highway to accommodate businesses which might insist on establishing before the town center is developed.

Commercial Land Use, Cont'd:

A regional shopping center cannot be planned at this stage. Since a shopping center would offer both important conveniences and tax revenues to Hampden, the town should attempt to accommodate developers showing an interest. Potential sites in order of preference are: 1.) the area included in the proposed town center at Hardy Hill; 2.) the area just southwest of the proposed East Hampden industrial park and 3.) areas on the level land close to the Coldbrook Road-Interstate 95 interchange. Professional planning advice should be sought before any decisions are made in regard to a regional shopping center, since it is possible for such developments to have very detrimental effects on traffic movements, on local business and on other elements of the community organization.

Industrial Land Use:

The economic base study carried out as part of the comprehensive plan indicates that Hampden has some potential for industrial development. The upper limit of this potential is set by the existing and future demand for plant space and land in the Bangor Metropolitan area. Within this limit, a major factor in Hampden's industrial potential is the attractiveness of available industrial locations in other parts of the metropolitan area.

Indications are that potential industrial land in Hampden could be adequately developed and profitably sold for prices competitive with those asked elsewhere in the Bangor area. There is no doubt that developed industrial sites (especially in East Hampden) would be as attractive as sites in the nearby Bangor industrial park. There are no obvious reasons why the Hampden sites could not be competitively priced. Well planned sites of moderate size probably would be sold at prices sufficient to warrant the necessary investments by the town and landowner-developer. It is recommended that the town immediately take steps to foster such developments in accordance with this plan. Time is an important factor. Further detailed planning design and cost analysis for development of an industrial park may be done economically under "701" and "702" contracts. A study of the industrial real estate market is recommended.

The following areas in Hampden are worthy of consideration for industrial development: 1.) the already partly developed industrial area in easternmost Hampden; 2.) the vacant land on both sides of the Central Maine Railroad track in northernmost Hampden; 3.) the areas in the vicinity of the Interstate 95-Coldbrook Road interchange, and; 4.) the area at the intersection of Route 9 with the Bangor and Aroostook Railroad.

The partly industrialized area in northernmost Hampden east of the Blue Star Memorial Highway, including the Bangor gravel pit peninsula, is not suited for major industrial development for the following reasons: a.) the area is too close to a residential neighborhood expected to be rehabilitated; b.) the highway serving the area is intended to serve primarily

Industrial Land Use, Cont'd:

as a residential street in the future; c.) use of the gravel pit area for recreation appears to be its best potential use.

Therefore, it is recommended that further industrial development in this area be limited to the nonindustrial land interspersed between the existing industrial establishments in the strip along the highway. Only very strong reasons for marine oriented industrial use could justify such use of a portion of the gravel pit area.

The vacant land north of the Central Maine Railroad spur in the northernmost part of Hampden has a good potential for industrial development. It is appropriately secluded and it can be effectively served by both railroad and highway. Large portions are relatively flat with a gentle slope toward the south. Occasional gulleys could probably be filled with soft soil from the surrounding area if necessary. The clay soils, apparently mostly with a good depth to bedrock, are relatively favorable if not ideal for contemplated developments. The area can feasibly be provided with gravity sewers to a proposed sewage treatment plant. Water service probably could be provided most effectively from Bangor. The fact that the area is a direct continuation of the Bangor industrial park is favorable.

This area north of the railroad tracks is recommended for industrial park development and is referred to in the plan as the East Hampden Industrial Park. Since the land south of the railroad tracks is separated from the industrial park area by a large gully, it is recommended that it be retained in rural use for the time being. However, since it has the same general characteristics as the land north of the railroad tracks and is suitable for industrial use, it should be held as a reserve for future industrial expansion.

East Hampden Industrial Park:

The layout of the park should be flexible permitting subdivision into a variety of lot sizes. The streets from the Bangor industrial park should be continued through the Hampden industrial park. One of the Hampden interchanges with the proposed Route 1A should be located in the industrial park. This interchange is recommended to assume the role of the one previously proposed just north of the town line. This arrangement would permit free movement of traffic in all directions. The industrial park should also be linked with the Blue Star Memorial Highway. One or several Maine Central Railroad industrial spurs can be provided in the area on level terrain, running essentially parallel with the main spur.

Sewers should be provided in the streets running north-south to permit easy gravity service to the proposed sewage treatment plant. Portions of the Bangor industrial park and perhaps Dow Air Force Base could probably

East Hampden Industrial Park, Cont'd:

best be sewerred via a main through the Hampden industrial park leading to the sewage treatment plant proposed nearby. This circumstance may prove to be advantageous to Hampden as it might make the installation of the major main needed in the East Hampden industrial park a joint project at shared expense.

Water should probably be provided from Bangor since the industrial park is far from the water source and large diameter mains in Hampden.

Industrial Land Near the Coldbrook Road-Interstate 95 Interchange:

There are land areas near the Coldbrook Road interchange with Interstate 95 which might be used for industrial purposes. They are secluded from other urban developments and are easily accessible by the new interstate highway, the Coldbrook Road and Odlin Road and its continuation. These areas are serviced by the Bangor and Aroostook Railroad. In large areas the terrain is or can be made sufficiently level. The soil in these areas consists alternately of clay and sand, apparently with a good depth to bedrock. Provision of utility services poses the greatest problem in this area. There is some question of the feasibility of sewerage. It would be necessary either to establish a sewage treatment plant on the Souadabscook Stream, perhaps on the town-owned farm in this vicinity, or to pipe sewage by gravity along the stream or by force main along the Coldbrook Road over a great distance to the urban area and the proposed Souadabscook Stream sewage treatment plant. This problem should be investigated more thoroughly in a "702" sewer study. Water service in these areas is also problematic and should be investigated by the Water District.

It is recommended that the areas in question be earmarked as suitable for industrial developments. However, only a limited area should be zoned industrial with the remaining areas retained in rural use as a reserve to meet future needs for industrial expansion.

Coldbrook Industrial Area:

The layout of the industrial area should permit subdivision into a variety of lot sizes. Major access streets should be the Odlin Road continuation and a side road from the Coldbrook Road which would link the area effectively with Interstate 95 and with Hampden and Bangor. To facilitate installation of sewers in street rights-of-way, most streets should run toward the Souadabscook Stream. One or several Bangor and Aroostook Railroad industrial spurs could be laid at constant elevation in a generally east-west direction.

The little Bangor and Aroostook Railroad terminal at Route 9-202 is proposed to be consolidated in an industrial area permitting only such uses as do not need utility services such as warehousing.

The Land Use Plan, Cont'd:

Rural Uses:

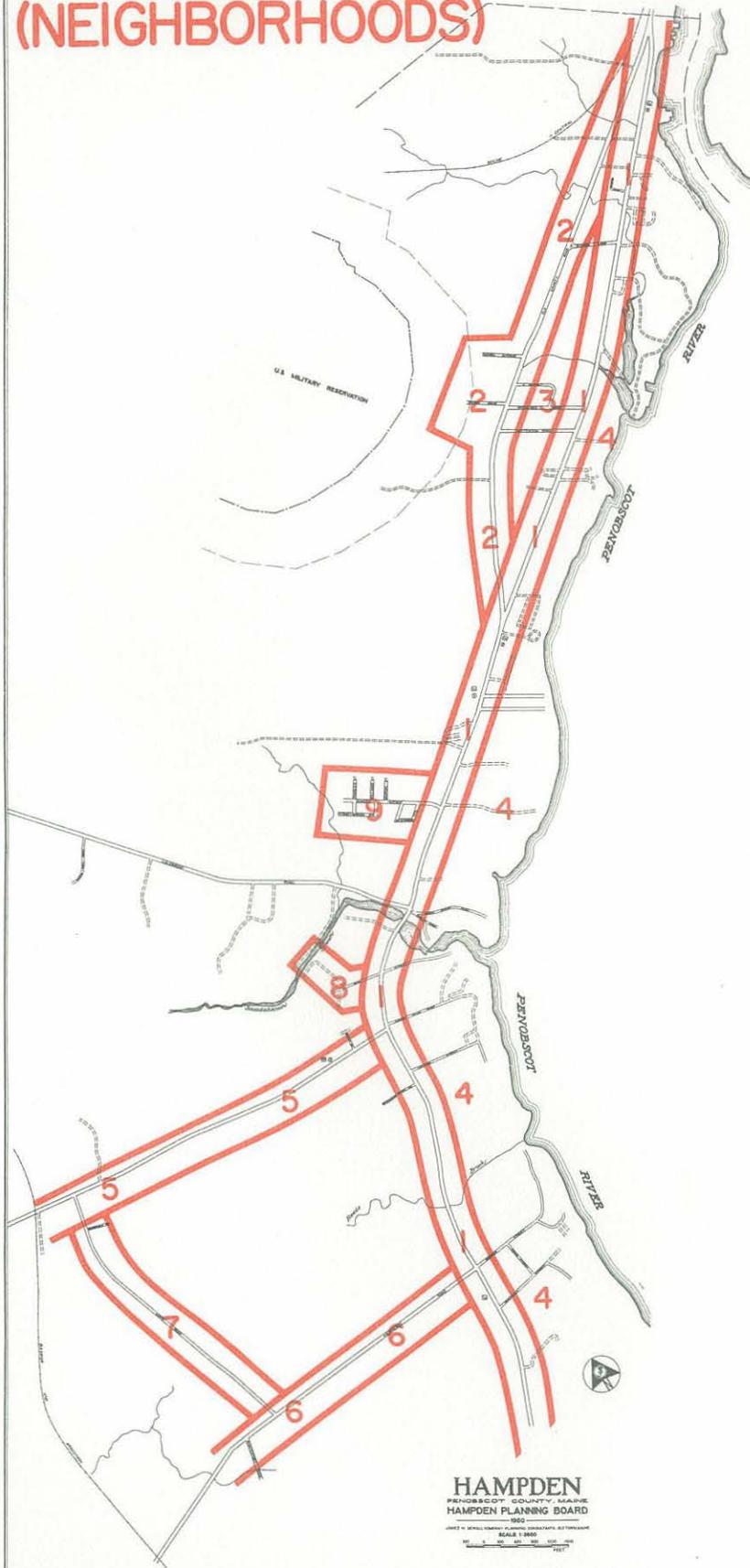
Agriculture and forestry are proposed to be the predominant uses in the rural areas. The minimum lot size should not be smaller than 5 to 10 acres. Commercial developments should be permitted on a very limited scale only to service surrounding rural areas. In rural areas, only such industrial developments should be permitted as would utilize local natural resources or serve the surrounding rural areas.

SECTION VI

BUILDING AND ENVIRONMENTAL CONDITIONS

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PLANNING AREAS (NEIGHBORHOODS)



BUILDING AND ENVIRONMENTAL CONDITIONS

Introduction:

The Housing Act of 1954 as amended makes federal funds available to communities for the purpose of renewing neighborhoods which have deteriorated to such an extent that private individual efforts could not be expected to restore them. Although the primary concern of the act is with housing, funds also have been made available for improvement of commercial areas on the assumption that good housing usually is present in healthy communities and healthy communities are possible only where all community functions operate properly. This study was undertaken as part of the planning program in order to determine whether the existing building and environmental conditions in Hampden warrant urban renewal or other public action such as improvement of municipal services. The study constitutes a record of the extent and intensity of blight.

Hampden has problems of housing deterioration. Inadequate housing is not confined to distinct areas but rather is scattered all over town, occurring sometimes in clusters at some locations and elsewhere as individual blighted buildings. The fact that there is a heterogeneous mixture of old and new, and of good and bad housing throughout town makes the full extent of present blight difficult to assess. However, the findings of this study indicate that blight exists in Hampden to an extent where it warrants public concern. Not only is the presence of blight a current problem but because of its contagious nature, the existing blight will spread in time. Already, a great number of very excellent and valuable properties are exposed to this threat. Although individual efforts are continually made to combat this problem through careful upkeep of good properties and determined rehabilitation of inherently substantial buildings, which have fallen into disrepair, the extent of existing blight is too great to be removed through individual efforts. Thus, public action is needed. In those neighborhoods where it is warranted, such public action should be in the form of federally aided urban renewal. Favorable legislation and liberal financial grants -- the federal government pays 75% of the net project cost -- affords the community a valuable opportunity to make radical improvements.

Causes of Blight in Hampden:

The original settlement in Hampden consisted of a cluster of houses along and near what is now Route 1A in the vicinity of the Route 202 junction. Some of these houses are still standing and are fine examples of 18th and 19th century architecture. Beyond this limited area were scattered farms. The 20th century brought gradual growth of both the residential and commercial sectors of the community. Much of this growth, particularly during recent decades, represented an overflow of residential, business and industrial growth from Bangor, chiefly in the northern parts of

Causes of Blight in Hampden, Cont'd:

Hampden. Relatively cheap land and low taxes were prominent factors in this development and the emphasis often was on economical construction. Unless very careful maintenance was practiced over the years, these buildings deteriorated. In addition, the agricultural sector of the economy has gradually declined and farm properties have been increasingly neglected.

Suburban expansion from Bangor, generated mainly by reactivation of Dow Air Force Base, brought a building boom to Hampden in the 1950's. Hampden was favored as a residential suburb over other towns in the Bangor area because it offered the best combination of advantages to people employed in Bangor. However, Hampden was unprepared for sudden expansion. There were no ordinances to control the rate or type of development in any particular area and developable land was limited by the location and condition of streets and availability of public services. As development pressures usually seek the path of least resistance, much of the new construction was along Route 1A or Route 9-202. There also was demand for commercial facilities and for mobile home parks and these too had to be located on Route 1A.

There was a time when a community did not suffer from being strung out along a highway but this preceded the era of the family automobile and highway trucking. Many of the building and environmental problems found in both residential and commercial neighborhoods in Hampden stem from exposure to fast, heavy highway traffic, much of it through traffic. Such traffic is incompatible with residential use of abutting property because it produces noise, fumes and safety hazards. It is incompatible with the kind of commercial uses which service a residential community for these same reasons and also because fast traffic decreases shopper accessibility to the stores.

Because of the disorganized and unplanned pattern of development, there is no business center in Hampden. Commercial establishments occur along Route 1A wherever land happened to be available. They are intermixed with residential and industrial uses and this condition operates to the disadvantage of all three. The two small concentrations of commercial establishments on Route 1A suffer from the same problems. They are exposed to heavy, fast traffic, parking is inadequate and highway oriented uses are intermixed with neighborhood stores.

Many of the deteriorating buildings in Hampden are substandard because of poor original construction attributable to inadequate land use and building controls. Another factor which has contributed to blight is inadequate community services, especially recreational facilities.

Procedure for This Study:

A study of building and environmental conditions was undertaken in Hampden in order to determine the existence and extent of physical deterioration by specific area or neighborhood and to disclose, where possible, the general causes of such deterioration. The object of the study was to make available to the community in generalized terms, information which would be preliminary to decisions regarding action to undertake federally aided urban renewal.

The data used in the following evaluation was derived from the 1960 Sewall Company field survey results. Every building in Hampden was evaluated and classified into one of four rating categories: good, fair, poor or dilapidated. Criteria for evaluation included quality of original construction and degree of physical deterioration.

The resulting information was then reported on a generalized block basis. This information is presented in graphic form on the accompanying map. Poor and dilapidated buildings are individually marked on the map. Each block was given an overall rating derived from totalling individual building ratings, each of which is expressed numerically, and then dividing the total point value by the number of buildings in the block.

Environmental conditions did not appear among the criteria for rating individual buildings and are therefore not reflected in the evaluations as they appear on the map. They are, however, included in the following textual description of area ratings. Environmental conditions which were deemed to enter into the evaluations are: the appropriateness of structures in relation to the dominating land use in the area; overcrowding of buildings; obsolete building types; conversions of structures to inappropriate uses and inadequacy of public utilities or facilities including streets and parking spaces.

Neighborhoods:

For the convenience of those engaged in planning and executing action, the town is divided into lesser units, called neighborhoods. Although these are not necessarily established and identified sociological neighborhoods they are logically delineated to facilitate references, decisions, and actions. Building and environmental conditions were evaluated for each of the following neighborhoods:

1. The Urban Route 1A area
2. The Old County Road area
3. The areas between Route 1A and the Old County Road
4. The areas east of Route 1A
5. The Urban Route 202 area
6. The Urban Kennebec Road area
7. The Mayo Road area
8. The Elm Street area
9. The Westbrook Terrace area

Neighborhoods, Cont'd:

Urban Route 1A Area:

The northern portion, which functions as an extension of Bangor, contains a mixture of land uses: many old homes, some newer homes, mobile home parks, and some industrial and commercial facilities. The character of the area is changing from residential to other uses. The resulting land use conflicts and heavy traffic on Route 1A are serious environmental problems which are causing deterioration of some of the better housing. Other causes of housing blight are: inadequate original construction or alterations, neglectful maintenance, inadequate mechanical services, obsolete building types, incompatible conversions, inadequate public utilities (parts of the area are not sewered), inappropriate locations of various buildings, and lack of recreational facilities.

The central portion of the Route 1A area has a great number of buildings in good condition, most of which are relatively new. Road exposure, some buildings of very modest original construction, and some land use conflicts have a downgrading influence on the neighborhood. In spite of the existing problems, this area is essentially healthy.

The southerly part of the Urban Route 1A area encompasses the oldest parts of town. Most of the buildings in this area were originally good but excessive traffic and numerous land use clashes have introduced blight, mainly at the road intersections whence it spreads. There are also a number of newer houses in this area, many of which are in adequate condition.

Just south of this area is a seriously blighted rural area where there are many buildings in very poor condition. This area has a harmful influence on the urbanized areas.

The Old County Road Area:

This area contains a mixture of old and new dwellings. At the northernmost end are a number of blighted buildings of inadequate original construction. The southern portion has a number of adequate newer buildings. This is inherently a good neighborhood and could be acceptable if the existing substandard buildings were removed. This area lacks sewers.

Area Between Old County Road and Route 1A:

Here a couple of side roads accommodate a number of residences of relatively recent construction and acceptable quality. They enjoy some seclusion from traffic which is beneficial to the residential environment. There are no recreational facilities.

Neighborhoods, Cont'd:

Kennebec Road, Mayo Road and Route 202 Areas:

These are roadside settlements containing mostly older houses near Route 1A and newer, adequate housing mixed with some old buildings in varying states of upkeep further away from Route 1A. The entire settlement suffers from exposure to the highway and this condition is especially severe along Route 202. The outer reaches of the area are not sewered.

Westbrook Terrace Area:

This is a new development of good housing. However, it lacks recreational facilities.

Elm Street Area:

This area contains several buildings in seriously blighted condition. The secluded location and the presence of blight seems to have fostered careless maintenance of properties.

Areas East of Route 1A:

Here and there, these sloping riverside areas have attracted casual recreational developments of very modest standards and some modest homes or conversions of cottages to homes. In other places there are residential developments containing mostly adequate housing. There are no recreational facilities in this area.

Problems and Needs in Summary, and Problem Areas:

Building and environmental deficiencies are scattered throughout the community. Only a few areas are excepted and these are generally new residential developments. The scattered occurrences of problem conditions do not cluster to form areas homogeneous and large enough to constitute decided problem areas. In almost all cases, good buildings are intermixed with the existing substandard ones. Thus, when an area is referred to as a problem area it must be understood that this need not mean that it is homogeneously blighted.

The following may be defined as problem areas:

1. The northerly end of the Urban Route 1 Area adjacent to Bangor. This is the most seriously blighted area in town. It contains a mixture of many old houses and cottages, some industrial and commercial facilities, a few newer homes and mobile home parks. The original development of the

Problems and Needs in Summary, and Problem Areas-cont'd:

area was unplanned and the layout, land use pattern, and many of the existing structures are obsolete. In addition, the heavy traffic on Route 1A creates an environment which is unsuitable for residential use. All of the environmental deficiencies combined with poor original construction have resulted in deterioration of many buildings.

The area is in a process of gradual change from residential to other uses but many of the new uses tend to be marginal because of the existing problems in the area. Nevertheless, the process of land use change has already progressed too far to permit residential reuse of the area. A small part of the area on the westerly side of Route 1A contains numerous substantial dwellings and a minimum of environmental deficiencies. Therefore, with the addition of appropriate community facilities, this part of the problem area could be brought up to suitable residential standards.

2. A small area around the Souadabscook Stream containing some small, inexpensive cottages and some business establishments.-- There are many building and environmental deficiencies due mainly to inadequate original construction on low back land. Although the area lies between better quality areas, the major part of it is not reusable for residential purposes because of the low elevation of much of the land .

3. This is the core of the old settlement along Route 1A between Souadabscook Stream and Dorothea Dix Park.-- It contains large and small old houses, a few houses of recent construction, clusters of business establishments, most of the municipal facilities, churches, cemeteries, etc.

There are a number of excellent buildings here and it was a good residential area at one time. Today, excessive traffic, land use conflicts and the existence of a few marginal commercial establishments have a detrimental influence on residential properties. There is some evidence of deterioration of residential structures but the area could be rehabilitated to acceptable standards, especially if through-traffic is removed from Route 1A as proposed.

4. A small cluster of old buildings on Kennebec Road at the periphery of the urban area.-- Deterioration is due to traffic exposure and neglect in maintenance of buildings of modest original construction. This area probably would qualify for rehabilitation.

5. The strip of land along the river east of Route 1A and running the length of the town contains a few clusters and individual occurrences of badly blighted cottages. These would tend to discourage construction of sound houses for year-around use. Causes of blight are poor original construction plus neglectful maintenance. Rehabilitation practices might be employed to make the area more suitable for residential development.

Recommendations:

In any community, a great deal of detailed study of tentative project areas is needed before any concrete plans can be made for urban renewal. In Hampden, the situation is further complicated by the absence of decidedly blighted areas. Blighted housing does exist but it occurs in small clusters or individual instances scattered throughout the community. This very dispersion could have serious consequences because it means that good housing, in almost every neighborhood, is being exposed to the contagion of blight. Moreover, poorly constructed and deteriorating buildings, scattered at low densities over certain potentially developable areas, tend to discourage higher value construction in those areas. Conversely, they encourage the same kind of inadequate construction that they themselves represent. Thus, future slums are in the making. Hampden certainly needs to do something to arrest the spread of blight before it is too late. However, the extent to which the town should rely on federally aided urban renewal will not be clear until application is made for planning funds. Meanwhile, there are other steps which should be taken by the town alone or in cooperation with the appropriate state agencies or with other municipalities in the region. These include the initiation of sewer and water feasibility studies and planning and construction of a new Route 1A bypass as proposed in the comprehensive plan. These actions will have important bearing on the proper reuse of some of the areas in which urban renewal might be employed.

Specific recommendations as to areas designated for urban renewal and the kind of urban renewal action needed in each instance are included in the proposed land use section of this report. The areas cited for urban renewal are located primarily along Route 1A: in the northerly part of town on the highway and on Old County Road, and at the junctions of the highway with Route 9 and with the Kennebec Road. Rehabilitation with spot clearance would be used in all areas.

It is the opinion of the consultants that many of the building and environmental problems in Hampden could be eliminated or alleviated through a community improvement program, making use of a number of different kinds of effort. In addition to employing federally aided urban renewal where feasible, the program should entail appropriate use of the following:

- a.) Urban renewal with town funds. Such action can be paired with the acquisition of land for and the installation of community facilities.
- b.) Town facility improvements essentially at town expense in accordance with the comprehensive plan.
- c.) Joint action by town officials, citizens, and merchants under the leadership of the Planning Board to implement the comprehensive plan.

Recommendations, Cont'd:

- d.) Promotion to attract new industrial, business and residential developments.
- e.) Adoption of local ordinances to establish and maintain high standards of construction, subdivision and land use. These should include a contemporary zoning ordinance, subdivision regulations and building code. Review and improve the existing mobile home ordinance.
- f.) Establish and carry out an organized policy for provision of adequate public facilities.
- g.) Foster public support for the planning program and for all related community improvements through a public relations program under the direction of a committee of local citizens. Information about the goals of the planning program should be brought to all local civic and service groups and their help in implementing the plan should be solicited.

URBAN RENEWAL

What Urban Renewal Is:

The Housing Act of 1954 as amended provides for the following three Urban Renewal approaches representing various degrees of public action: 1.) Clearance and Redevelopment; 2.) Rehabilitation; 3.) Conservation.

Recent legislation has made available to eligible projects generous operating funds and grants to cover as much as three-fourths of the cost of the project from its beginning to the sale of cleared land.

1. Clearance and Redevelopment - Of the three steps to eliminate slums and blight, this is the most drastic approach but often the only real solution. It provides for complete clearance if necessary.
2. Rehabilitation - This approach aims to enhance the future living environment through elimination of a few dilapidated structures by means of a public improvement program which would encourage private investors to improve their properties. Thus, desirable upgrading may be achieved without disturbing the existing social structure of the neighborhood. A rehabilitation program should encompass ordinance enforcement, public facilities improvement and should encourage overall community participation.

What Urban Renewal Is, Cont'd:

3. Conservation - Through this approach property owners are urged to improve their buildings and lands to optimum condition. It may involve painting, removal of rubbish and junk, but not elimination of any of the existing structures. Such a program often must be accompanied by public investment in improved streets, utilities, sidewalk facilities and parkland improvements

Which of these methods of urban renewal to apply to various areas is a question of feasibility. How much can the community afford to do and what return can be realistically anticipated? This must be carefully investigated in the early stages of urban renewal action.

A clearance and redevelopment project usually will follow approximately the following procedure following the community's first application for federal assistance:

- 1.) Advanced Planning Grant
- 2.) Local approval
- 3.) Federal approval
- 4.) Proof of financial ability, including resaleability of land (through borrowing or otherwise)
- 5.) Loan and Grant Application
- 6.) Approval of Loan and Grant
- 7.) Acquisition
- 8.) Relocation
- 9.) Demolition
- 10.) Resale; (Financial deficiencies after above steps ending with resale and all administrative and professional services constitute the project cost of which the federal authority pays 3/4)
- 11.) Reconstruction - Reuse

Steps to Start Urban Renewal Action:

1. The planning board should bring before the municipal officers evidence:
 - a.) that the community has areas of slums and blight (this report constitutes such evidence)
 - b.) that the conservation, rehabilitation, clearance and redevelopment or a combination of these is necessary in the interest of the public health, safety, morals, welfare of the residents. (Again, this study constitutes such evidence)

Steps to Start Urban Renewal Action, Cont'd:

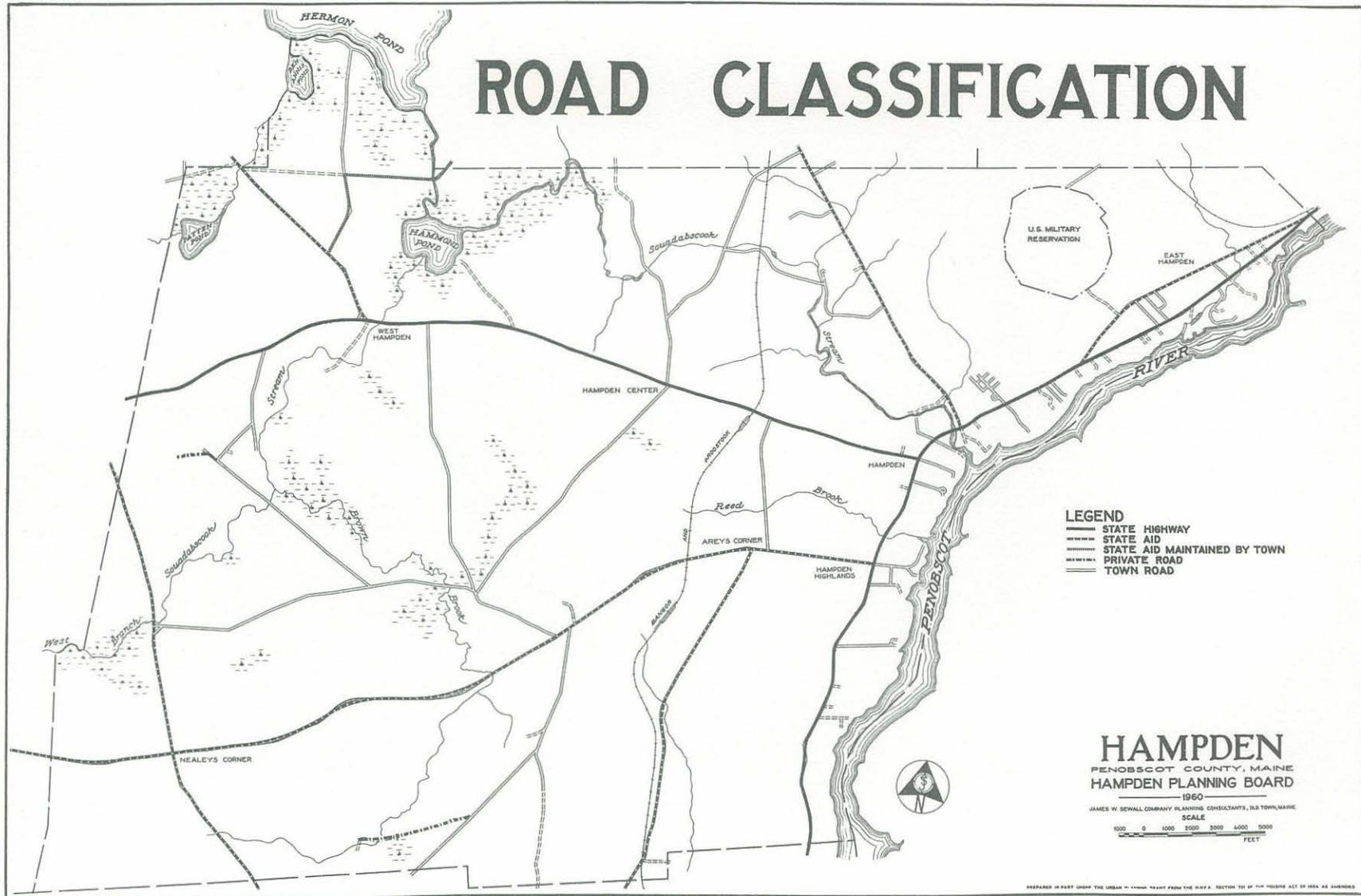
2. The planning board should launch a public relations program and establish an Urban Renewal Committee.
3. The municipal officers then create an Urban Renewal Authority as provided for in Sec. 1, Chapter 90B of the Revised Statutes of Maine, 1954 as amended, enacted by the 99th Legislature as Chapter 59 of the Public Laws of 1959.
4. The Urban Renewal Authority should seek state funds for preparation of a workable program and an application to the Urban Renewal Administration of the Housing and Home Finance Agency for federal funds for advanced planning grants.
5. The Urban Renewal Authority sets up a "workable program" which must encompass:
 - 1.) Adequate local codes and ordinances, effectively enforced: (zoning ordinance and subdivision regulations will result from the second phase of the comprehensive plan. Mobile home ordinance and building code must be set up outside of the "701" program).
 - 2.) A comprehensive plan for the development of the community.
 - 3.) Analysis of blighted neighborhoods to determine treatment needed.
 - 4.) Adequate administrative organization to carry out urban renewal programs.
 - 5.) Ability to meet financial requirements.
 - 6.) Responsibility for adequately rehousing families displaced by urban renewal and other governmental activities.
 - 7.) Citizen participation.
6. On the basis of the above, federal funds may be sought for preparation of an urban renewal plan to meet with the planning and other requirements established by the Urban Renewal Administration of the Housing and Home Finance Agency.

SECTION VII

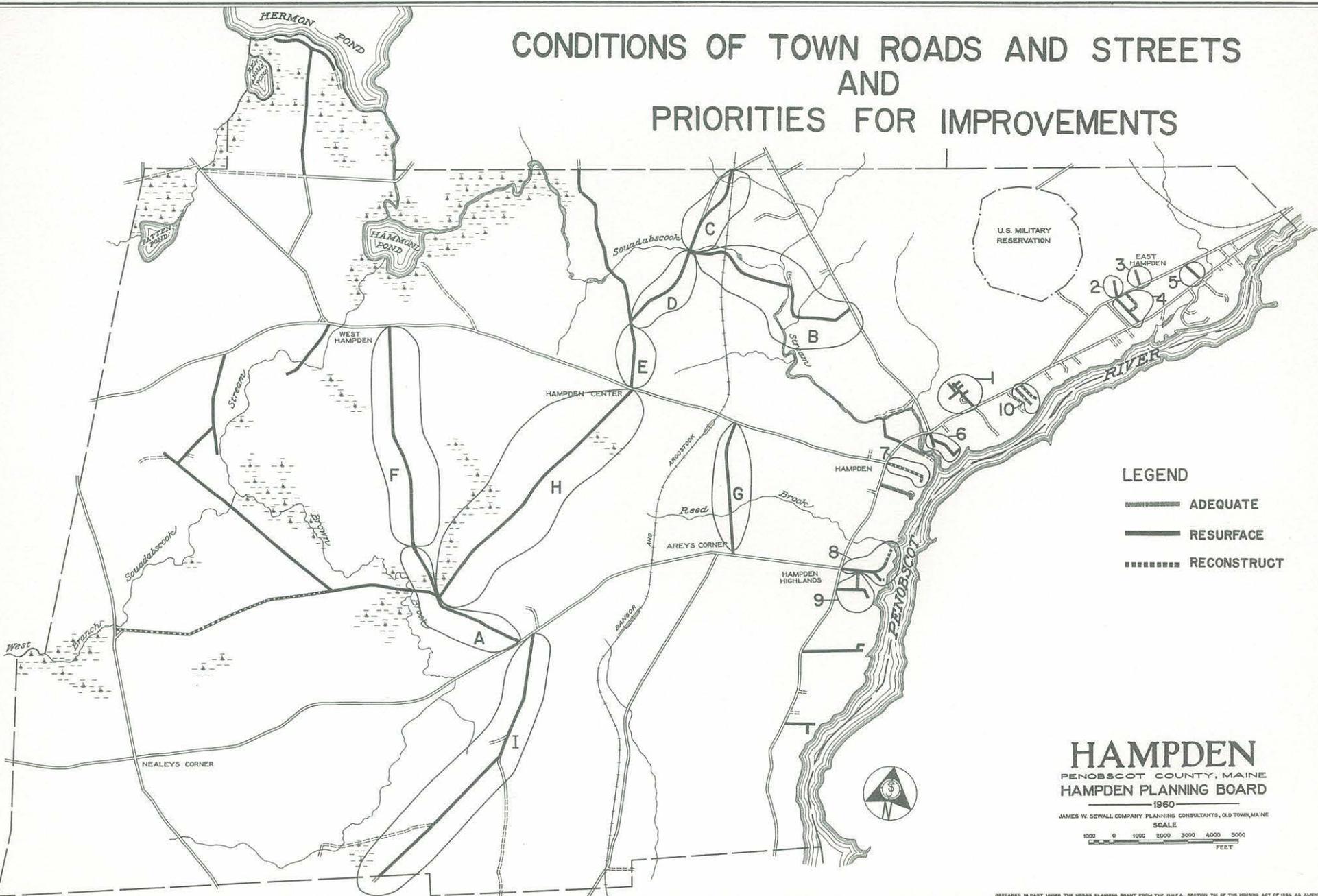
STREETS, HIGHWAYS AND TRAFFIC
EXISTING FACILITIES AND RECOMMENDATIONS

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Thoroughfare Plan	2
Expressways	3
Major Thoroughfares	3
Secondary Thoroughfares.	5
Local Streets and Roads	5

ROAD CLASSIFICATION



CONDITIONS OF TOWN ROADS AND STREETS AND PRIORITIES FOR IMPROVEMENTS

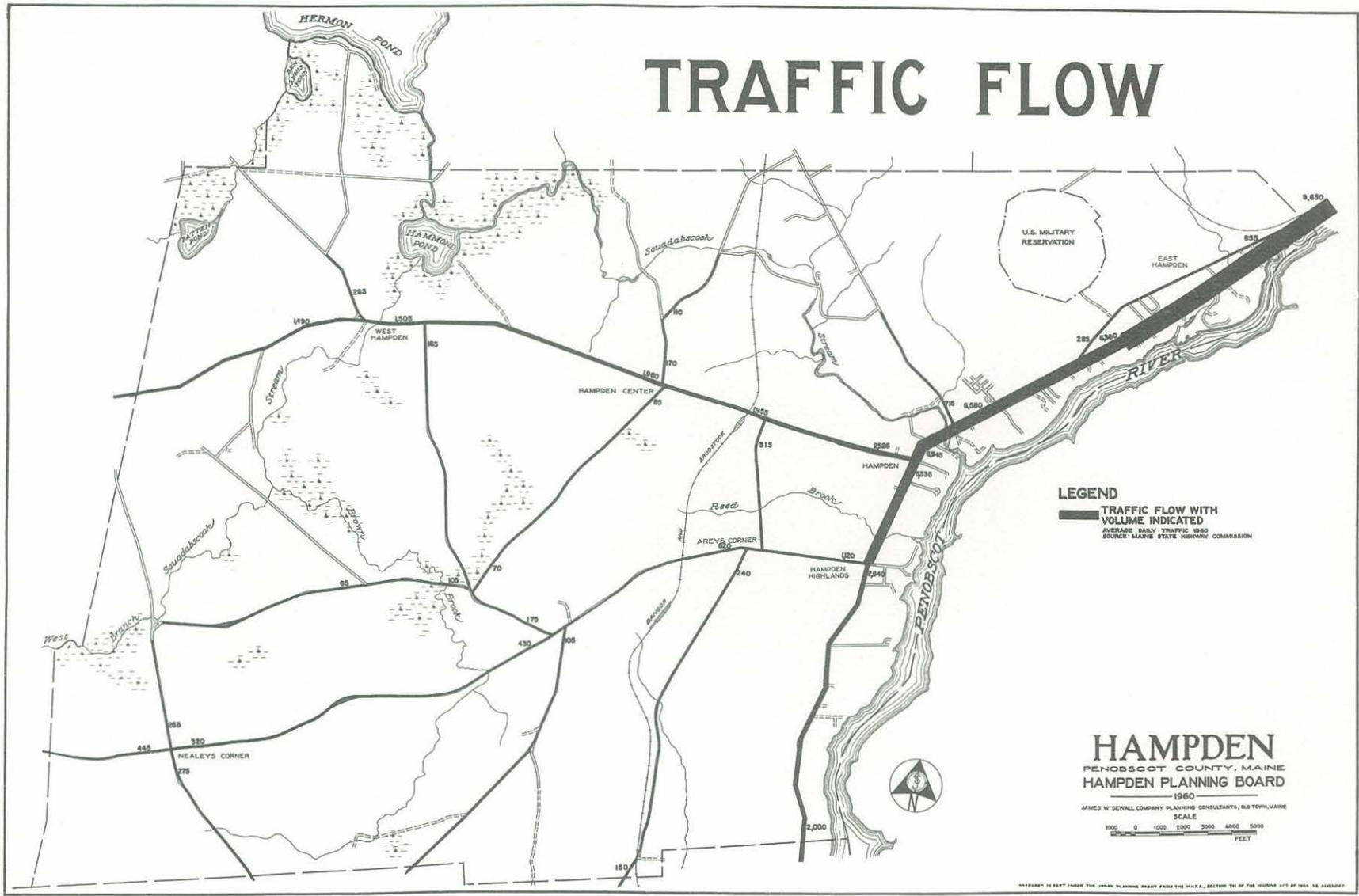


- LEGEND**
- ADEQUATE
 - RESURFACE
 - - - - - RECONSTRUCT

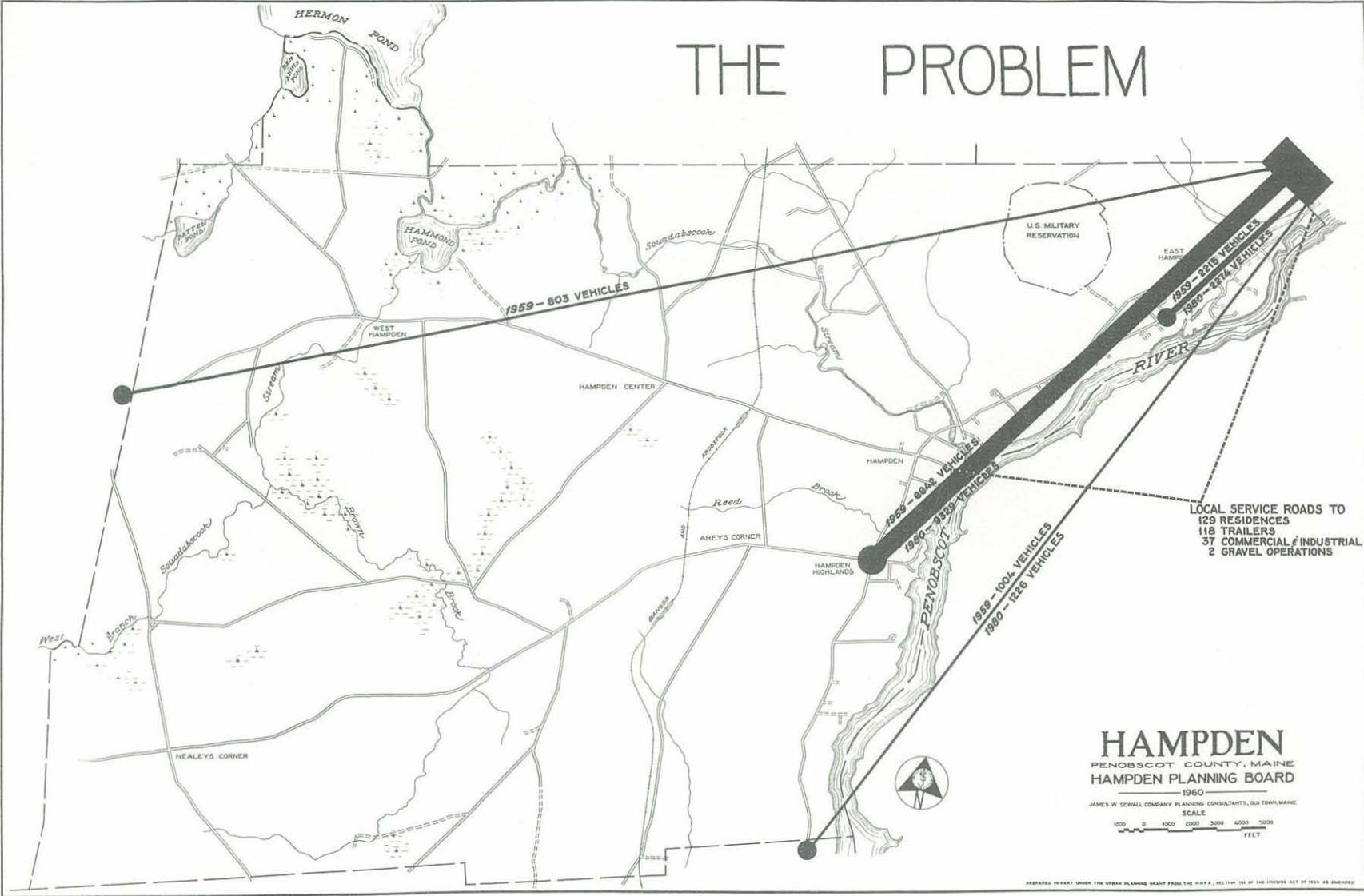
HAMPDEN
 PENOBSCOT COUNTY, MAINE
 HAMPDEN PLANNING BOARD
 1960
 JAMES W. SEWALL COMPANY PLANNING CONSULTANTS, OLD TOWN, MAINE
 SCALE
 1000 0 1000 2000 3000 4000 5000
 FEET

PREPARED IN PART UNDER THE URBAN PLANNING GRANT FROM THE H.U.F.A., SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED

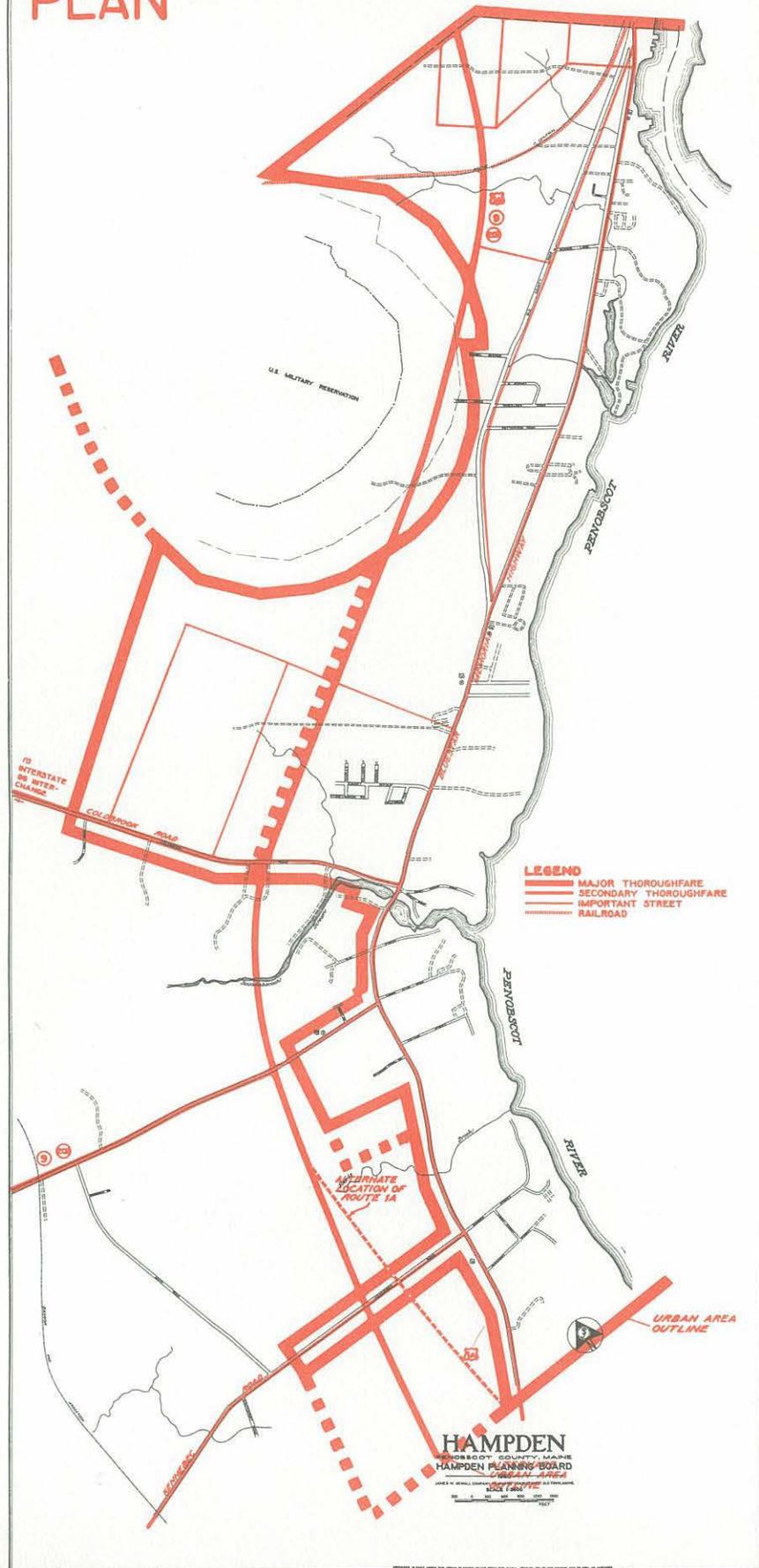
TRAFFIC FLOW



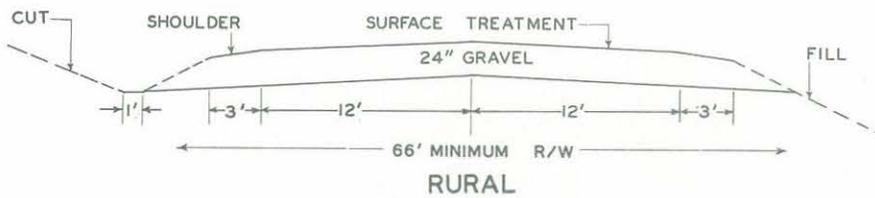
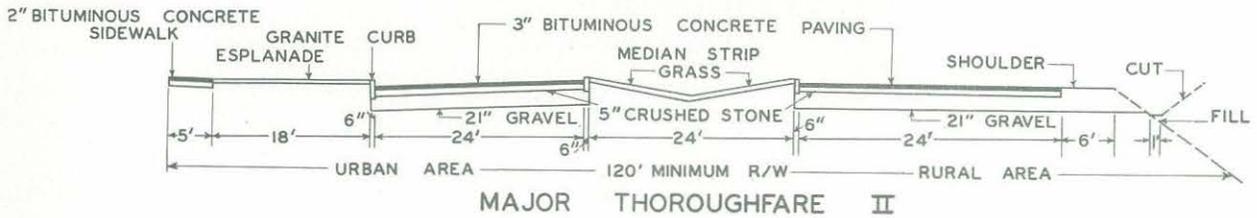
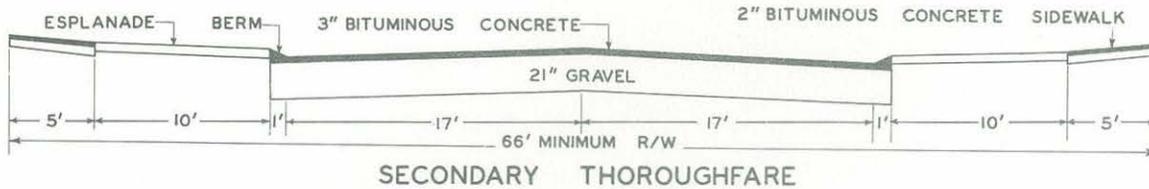
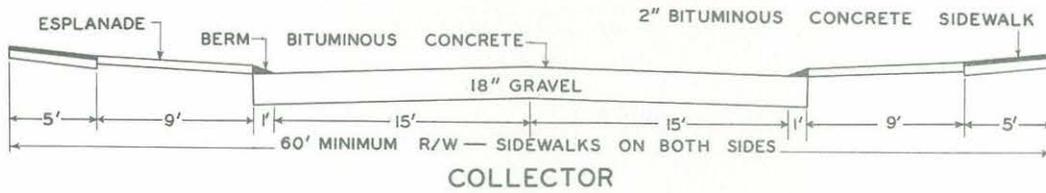
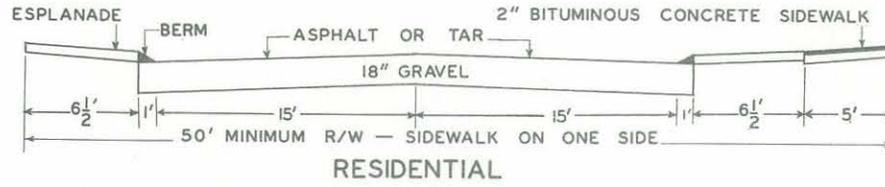
THE PROBLEM



THOROUGHFARE PLAN



MINIMUM REQUIREMENTS FOR STREET CONSTRUCTION



STREETS, HIGHWAYS AND TRAFFIC:

EXISTING FACILITIES AND RECOMMENDATIONS

Introduction:

Transportation always has been a critical factor in the development of communities. As the means of transportation has become increasingly diversified, efficient, cheaper and available to more people, the importance of this factor has become magnified. Today, streets and highways carry most of the freight and passenger traffic on which the modern community depends for contact with outside sources of goods, services, employment and markets, and for internal circulation of goods and services. How well the through highway system performs its function in and around the community and how well the local street system functions often determines the character, size and economic well-being of the community.

This section of the planning report contains an evaluation of the existing street and highway system and recommendations for improvement of existing facilities and construction of new ones.

Traffic:

Because of the layout of the Hampden urban area along Routes 1A and 202, the dominant element of the traffic flow pattern is on these highways. Hampden has a few streets which could be classified as residential service streets and many miles of rural roads which serve relatively few residential or farm properties. The greater part of the urban area is composed of properties either abutting Route 1A or Route 202 or close enough to these highways to be affected by them.

The heaviest traffic in Hampden is on Route 1A between East Hampden and Bangor where the 1960 average daily count was almost 10,000 vehicles. Traffic volumes decrease farther south on Route 1A. Average daily counts at selected points along the highway were 6,360 at the southerly end of Old County Road; 6,545 at the Route 9 junction and 2,600 to 3,000 between the latter point and Winterport.

Route 202 carries the next highest traffic volumes with 2,520 recorded as the daily average in Hampden, 1,960 in Hampden Center and 1,500 in West Hampden. All other streets and roads in Hampden carry relatively light traffic volumes. Old County Road had a count at the southerly end of 285 and at the northerly end, 855. The daily average on Coldbrook Road, near Route 1A, was 715. Traffic volumes on rural roads averaged between 65 and 620.

Traffic, Cont'd:

Coldbrook Road will be improved for use as an access road to Interstate 95 and traffic volumes can be expected to increase substantially. The extent of that increase will depend mainly on the rate of development in Hampden.

Existing Facilities:

Route 1A is a Federal Aid primary highway while Route 202 is a Federal Aid secondary highway. Route 202 has been rebuilt recently and is adequate. However, Route 1A is totally inadequate. It is a two-lane facility with a marginal third lane over a patched-up defunct trolley car track. The sidewalks also are completely inadequate and pedestrians are numerous.

Old County Road, which is state aided, might have been usable as a one-way by-pass to alleviate the serious traffic problems on Route 1A. However, that possibility is no longer feasible because of the abutting residential development. Also, its topography is difficult.

The problems on Route 1A in Hampden are due to several factors: 1.) much of the traffic on this highway is through traffic, of which both origin and destination are outside Hampden; 2.) the commercial, industrial and residential properties, which line both sides of the highway, also generate a great deal of traffic and introduce confusion and safety hazards because of entering and exit movements; 3.) the highway is inadequately constructed.

The Maine State Highway Commission gave Route 1A in Hampden a sufficiency rating below 50, demonstrating that the highway is totally inadequate, unsafe, and in dire need of reconstruction or replacement.

Thoroughfare Plan:

It is the purpose of this section to incorporate in the comprehensive plan, plans for a system of highways, roads and major streets, which will adequately serve both through and local traffic for the 20 year planning period.

In regard to federal and state highways, the comprehensive plan is advisory and, within reasonable limits, it sets forth the preference of the community. In regard to local roads and streets it serves as the policy of the Planning Board for municipal and private development.

Thoroughfare Plan, Cont'd:

The comprehensive plan classifies important existing or anticipated roads and streets as follows:

Expressway - a divided arterial highway with access control and grade separations at intersections.

Major Thoroughfare - an arterial highway with intersections at grade preferably with access control.

Secondary Thoroughfare - a moderately travelled highway with intersections at grade with or without access control.

Local Street or Road - a street or road primarily for access to residential, business or other abutting property. A local street or road which carries traffic from several intersecting streets, is a collector street or road.

Expressways:

Interstate Highway 95, already under construction, is incorporated in the comprehensive plan. This new highway intersects Hampden, and Coldbrook Road and the Industrial Spur exits both will have an effect on Hampden. These two exits will be conducive to developments primarily industrial and commercial.

Interstate Highway 95, financed by federal and state agencies, is scheduled to be opened for traffic between Bangor and Newport in the fall of 1963 and between Newport and Fairfield in the fall of 1964.

Major Thoroughfares:

The comprehensive plan concurs essentially with the State Highway Commission plans for relocation of Route 1A. The new bypass should be classified as a controlled access major thoroughfare with grade crossings and permit speed of 60 mph. From the viewpoint of the comprehensive plan, it would be preferable for the Route 1A bypass to reach further south than to the vicinity of Dorothea Dix Memorial Park as proposed because there is considerable development south of this point on Route 1A. Such an extended version is included in this plan. The State Highway Commission intends to make the new highway four lanes and divided between the Interstate Highway and Route 9 and the remainder two lanes with provision for four.

Major Thoroughfares, Cont'd:

The proposed Route 1A bypass should be effectively linked with existing and future developments in Hampden in order to attract most of the Hampden-Bangor commuter traffic. The State Highway Commission has indicated that three intersections would be acceptable between the Coldbrook intersection and the Interstate Highway. The comprehensive plan proposes the following intersections:

One just north of the Maine Central Railroad track to serve primarily the proposed industrial area. The consultants feel that this interchange could assume the role of the one now proposed north of the town line. This interchange should also be linked with the residential areas southeast thereof.

One interchange in the Hardy Hill area to serve existing and new development proposed in the land use plan. Such new developments would contain residential areas as well as a new business center for Hampden.

The third interchange would be of maximum benefit if it were located between the other two.

In the southernmost part of Hampden, south of the point where the proposed Route 1A joins the Blue Star Memorial Highway, the latter should be classified as a major thoroughfare. Two lanes are likely to suffice for the foreseeable future and access control cannot feasibly be obtained.

Route 9-202, east of its intersection with the new Route 1A bypass, should be classified as a major thoroughfare even though it is likely to be freed of much of its present traffic through the completion of Interstate 95 between Bangor and Fairfield. The present two-lane road, which is in good condition, is likely to suffice for the planning period if properly maintained.

Coldbrook Road, between the Interstate 95 interchange and new Route 1A bypass, should be classified as a major thoroughfare. While it may not receive much traffic at first, its function as a link between the Interstate Highway and Route 1A and Hampden warrants this classification. Two lanes are likely to be sufficient for the foreseeable future. Access control is desirable but probably unfeasible since the road is in existence.

The proposed Route 1A bypass, which is to be financed by federal and state agencies, is expected to be opened for traffic between Bangor and Route 9 in the summer of 1964. The portion between Route 9 and a point near Dorothea Dix Memorial Park or further south is expected to be opened a few years later. Coldbrook Road, between the Interstate 95 interchange and the Blue Star Memorial Highway is presently under construction at state and federal expense and is expected to be opened before the fall of 1963.

Secondary Thoroughfares:

The Blue Star Memorial Highway should be classified a secondary thoroughfare with a 35 mph speed limit. It should be effectively linked with the new bypass. It would then not carry much traffic. Through traffic between points north and points south or west will naturally use the new bypass. Even some short distance traffic, between developments along the Blue Star Memorial Highway, would probably use the new bypass. Similarly, much of the traffic between future developments, as planned in this comprehensive plan, and points a couple of miles away from the points of origin would use the new bypass.

The new streets linking the proposed Route 1A bypass with existing and proposed developments, as shown in the land use plan, should be classified as secondary thoroughfares.

Coldbrook Road, east of the proposed Route 1A, should be classified as a secondary thoroughfare.

It is hoped that the new Route 1A will become so much better a link between Bangor and Hampden that the Old County Road can be retained as a residential collector street. Keeping the speed limit at 35 mph or less would be beneficial. The short secondary thoroughfare section of the Coldbrook Road will be reconstructed shortly as part of the Interstate project. The three proposed secondary thoroughfares linking Hampden with the new Route 1A bypass should be constructed as soon as possible. The expense probably must be borne primarily by the town.

Construction of the street in the industrial area would be an inducement for industrial developments. New residential developments as well as the establishment of a town center with civic as well as business facilities are contingent upon the construction of the streets in the Westbrook Terrace area.

Local Streets and Roads:

No important changes are anticipated within the planning period in the rural road system.

Adequate maintenance of the local roads in the rural area is burdensome for Hampden. Hampden has a large mileage of rural roads in proportion to its population. A matter worthy of further study is whether savings could be made in the costs of maintaining the rural road system without leaving residents with unsatisfactory roads. Several long rural roads now serve only a small number of residences on what were once active farms but which are no longer worked. Relocating such homes at town expense, on the basis of voluntary cooperation, would permit discontinuance of the maintenance of such roads and this could prove to be advantageous for all concerned.

Local Streets and Roads, Cont'd:

The complementary local streets, which would make possible development of the proposed industrial areas, town center and residential areas, should be constructed in coordination with water and sewer mains as early as possible at town expense. These areas are clearly shown on the appended maps.

All new streets should meet with modern standards as illustrated on the appended sketch. The town should not construct or accept any street of lesser standards. The proposed subdivision ordinance will afford the town the necessary control over subdividers. The importance of this quality control on new streets is emphasized in Hampden by the many new streets in need of repair.

For reconstruction and repair of existing local roads and streets in the urban area, it is proposed that Hampden appropriate an annual amount to be used for improvement of deficient streets in the manner and order recommended on the accompanying map. After five years of operation the program should be reviewed and, depending on how much remains to be done, it should be accelerated or slowed down.

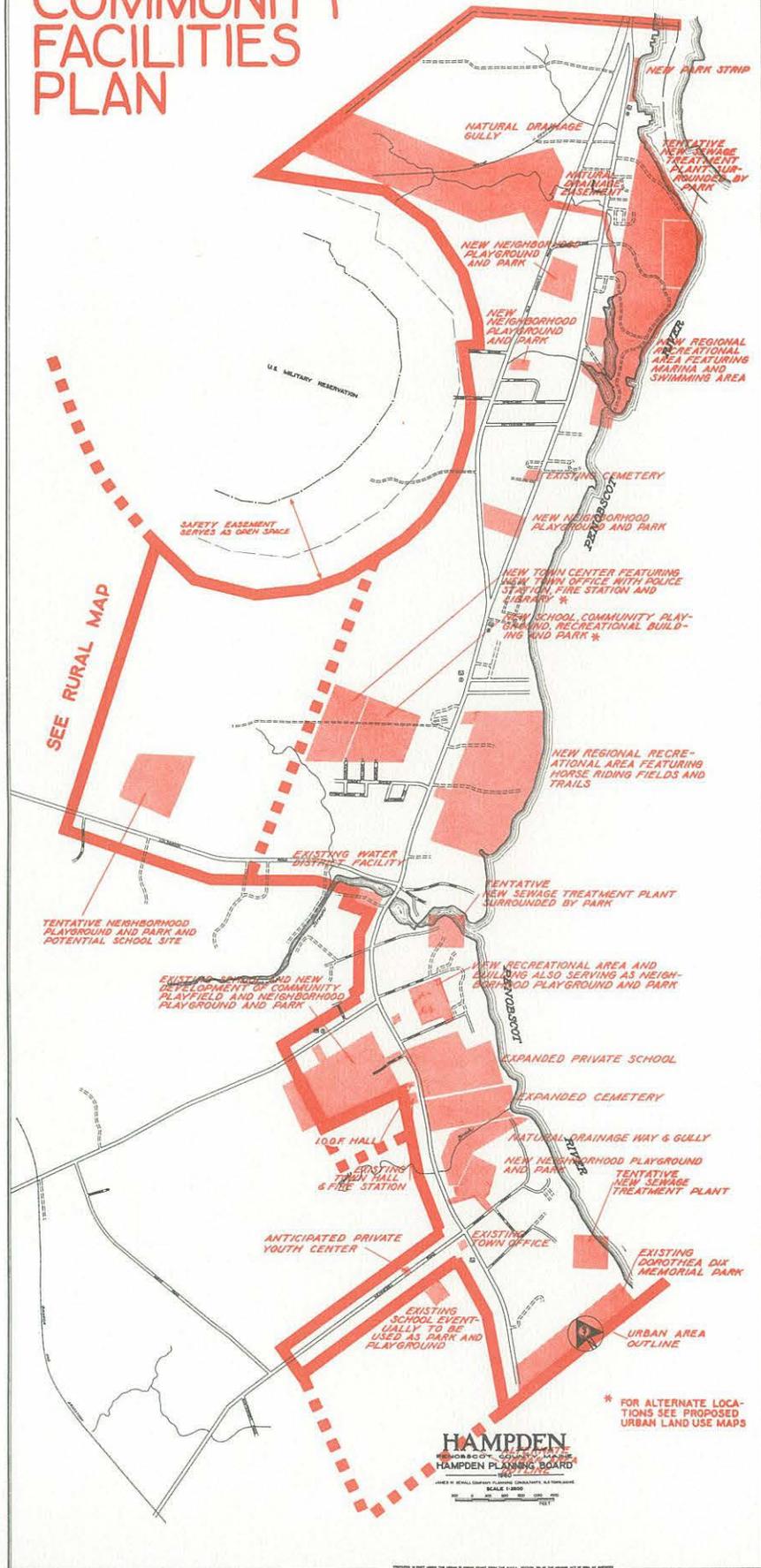
SECTION VIII

EXISTING AND PROPOSED COMMUNITY FACILITIES

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Note: Utilities, Schools, and roads and streets are treated under separate titles.

PROPOSED COMMUNITY FACILITIES PLAN



* FOR ALTERNATE LOCATIONS SEE PROPOSED URBAN LAND USE MAPS

HAMPDEN
 MASSACHUSETTS
 HAMPDEN PLANNING BOARD
 JAMES W. NEAL CONSULTING PLANNING CONSULTANTS, ALL TOWNSHIPS
 SCALE: 1"=1000'

EXISTING AND PROPOSED COMMUNITY FACILITIES

Introduction:

Due to lack of property maps this plan contains only approximate information in regard to size and location of existing and proposed community facilities. It must be followed by detailed planning. Hampden is well advised to have property maps made as soon as possible. This would not only facilitate continued planning but would help many other municipal and private operations.

Attraction of new industry and residents depends to a great extent on adequacy of community facilities. It is a responsibility of the Planning Board to foresee future needs for public facilities and to initiate needed improvements, including acquisition of land and equipment, and alteration and construction of buildings.

Hampden's rapid growth and change from a rural to an urban place has resulted in sudden needs for many community facilities. Residential developments spread over large areas which are neither rural nor urban are difficult to service effectively and economically with community facilities. The proposed concentration of urban developments into compact areas will secure better utilization of proposed community facilities and help to limit the demand for new ones.

Town Office:

The town office building houses offices of the town manager, town clerk, tax assessors, and town records. The building is also used for meetings of various public bodies. Police and fire departments are presently housed elsewhere. It is reasonable to assume that the town office staff will be enlarged considerably during the 20-year planning period since, even now, it is small for the size of the population.

The town office building is situated in Hampden Highlands at the southwest corner of the intersection of Route 1A and the Kennebec Road. If the center of the town shifts northward, as proposed in this plan, the present location would not be suitable.

The town office lot is very small and permits neither expansion of the building nor any parking. There are four parking spaces in front of the building on a part of what is known as the Square but these spaces also serve an adjacent barber shop. The few parking spaces across the streets, also on the Square, primarily serve commercial establishments and are usually not available for town office use.

The town office building is a 150-year old, two-story wooden structure with hand hewn posts and beams. It has some historic interest. The

Town Office, Cont'd:

structure's exterior and interior are subject to substantial improvements. It is presently being modernized at the expense of about \$5,000. The modernized building will contain a reception room, office for the town manager, office for town clerk, office for tax assessors and a vault, all on the first floor with two sizeable meeting rooms and two smaller rooms on the second floor. The current project will presumably restore the building's original exterior.

With these improvements, the town office building should serve for a number of years. However, it is not likely to be a satisfactory facility for the entire 20-year planning period because of its small size, the shortage of parking and the peripheral location if the center of town moves north. When the needs warrant, presumably in the middle of the 20-year planning period, it is recommended that a new town office be constructed in the proposed town center on Hardy Hill. The new town office should be an impressive building with some architectural importance. It should contain adequate space for all of the functions housed in the existing building and for a larger staff. Also, it should contain headquarters for the police and fire departments and certain functions of an anticipated sewer district. Well ahead of the time it will be needed, the town should have ready detailed plans for development of the town center and acquire options on the required land. ^{1/}

The abandoned town office building should be retained and used as a museum or leased for professional office or similar use.

Town Hall:

The town of Hampden owns jointly with the Masons an assembly building known as the Town Hall. Its location in Hampden Highlands on Route 1A will be peripheral in relation to planned future urban development. The lot is so small that it can accommodate only twenty parking spaces which falls far short of the need for a facility of this kind.

The first floor, which is available to the public, contains a large room with a stage, a ticket office and another small office. The large room may be used either as a gym or as an assembly hall. However, it is not adequate for either as it is too small for a basketball court and has poor acoustics for an assembly hall. The building is in fair condition.

The relatively recent construction of several school gymnasiums has removed the need for the Town Hall as gym and as assembly hall. It is presently used several nights a week by various civic organizations for meetings, dances, and other events. The small office is used as civil defense headquarters and contains dispatching equipment.

^{1/} Two alternate sites for the town center are incorporated in this plan: one near the proposed site but on the other side of the new Route 1A; the other on the Coldbrook Road.

Town Hall, Cont'd:

It is recommended that when possible, the civil defense headquarters be moved to the proposed new town office building in conjunction with the police department. The Town Hall building should continue to be available for civic functions not requiring parking for more than 20 cars since additional parking cannot be provided nearby.

Fire Department:

Hampden has the relatively favorable rating of 4 by the National Board of Fire Underwriters.

The Hampden Fire Department has two full-time men, one of whom is on duty at all times, plus 30 call men. Four public works men are also on call. There is no fire chief car and no ambulance. This is noted as a deficiency, especially in view of the fact that the town has only one police car. The department has the following equipment:

One 1956 Ford triple combination truck with a 500 gal. tank and 800 gals/min. pump, hand ladders, and 750 ft. 2½ inch. hose.

One 1941 Ford triple combination truck with a 200 gal. tank, a 500 gals/min. pump, hand ladders, and 2200 ft. 2½ inch hose.

One 1951 Chevrolet pick-up truck carrying foam equipment.

One 1951 Chevrolet truck which has been equipped by the fire department with a 500 gal. tank and a 500 gals/min. pump and hand ladders.

The first three units listed above are stationed in the main station, the latter in the West Hampden substation.

The department has good ancillary equipment. The amount of fire-fighting equipment meets with the National Board of Fire Underwriters standards for a town of seven thousand. The age, standard and condition of the equipment does, however, warrant acquisition in the near future of a new combination fire truck at an estimated cost of \$20,000. The old trucks should be retained. It is also expected that at least one other truck will be needed at a later date during the planning period. The acquisition of an ambulance is also recommended for the near future. Acquisition of a fire chief's car is recommended with low priority. In order to finance acquisition of new equipment for the fire department, the town should make an annual appropriation in order to avoid sudden strains on the budget. After acquisition of the next fire truck it is suggested that \$3,000 be allocated annually. After five years the adequacy of this appropriation should be reviewed.

Fire Department, Cont'd:

There are two fire stations in Hampden. The main station is situated in Hampden Highlands on Route 1A. It is a substantial, one-story brick and asbestos building, five years old and in good condition. It has two bays and a row of small ancillary rooms. One of these serves as a police office. This station should serve for the planning period. The other fire station is located in West Hampden on Route 9. It sits on an ample lot and a sufficient parking lot is being developed in back through use of much fill. It is a modest, one-story, wooden frame building of very recent construction. It has two bays, one of which is used for a fire truck and one is used as an assembly room for small civic groups. The building was built by the men in the fire department. It is unfortunate that the extraordinary civic contribution was not directed toward a finer result. With professional direction the same effort could have resulted in a sounder building and a better site. Since the building is new, it can be expected to serve adequately for the planning period.

According to the National Board of Fire Underwriters, no part of any high value area should be more than $3/4$ of a mile travel distance from an engine company providing adequate ladder service. In residential areas the requirements are $1\frac{1}{2}$ and 2 miles for closely built up sections and up to 3 miles for each class of service in areas where buildings are scattered. Hampden's fire stations do not satisfy these requirements. Most of East Hampden, parts of which are closely built up, is more than two miles from the main fire station, and some parts are more than 3 miles away. Much of the proposed urban development north of the Coldbrook Road would not fall within 2 miles of the main station.

It is recommended that a new fire station be built at as early a date as possible as part of the proposed town center on Hardy Hill. This station should assume the role of main station while the station in Hampden Highlands should become a substation. The new fire station should initially have three bays but be designed for gradual expansion.

Bangor has no intention of establishing a fire station closer to the Hampden line than its present main station, which is located almost $1\frac{1}{2}$ miles from the town line. A formal arrangement for exchange of services between Hampden and Bangor should be established.

Police Department:

The Hampden police department consists today of one man with one car, headquartered in a small room in the main fire station. For a town of Hampden's size, especially located as it is in the Bangor metropolitan area, the police department is too small. It is anticipated that this department will be substantially enlarged during the 20-year planning period.

Police Department, Cont'd:

It is recommended that the police department concentrate on enlargement of its staff and make do with its present small office for a few years and that new police headquarters be built as a part of the proposed town office in the new town center. The police department should then have at least a reception room, an office, a dispatcher's room, a couple of jail cells and personnel room with lockers, toilets and showers. Civil defense headquarters should be built in conjunction with the police station.

Public Works Facilities:

The public works department has no buildings. It uses the land known as the Whalen Farm which also contains the town gravel pit. One piece of equipment can be sheltered in a dilapidated barn. The rest stands outdoors.

The public works department has the following equipment:

<u>Year</u>	<u>Equipment</u>	<u>Approximate Replacement Value</u>	<u>Condition</u>	<u>Comment</u>
1952	Motor grader	250,000	Good	Replacement anticipated in 5-10 yrs.
1957	Front end loader	15,000	Fair	Replacement anticipated in 2-3 years
1958	Dump truck 3-ton	8,000	Poor	Replacement in 2 years
1956	Dump truck 2-ton	5,000	Fair	Replacement in 2-5 years
1963	Heavy duty truck 3-ton	8,800	Good	In the process of being acquired.
	Tar truck		Good	Army surplus acquired 1958
1948	Platform truck-1½ ton		Fair	Army surplus acquired 1958
1957	Heavy duty trailer, 8 ton	4,000	Good	Replacement anticipated in 5-10 yrs.
	Motorized Screen	7,800	Good	
	Power shovel and backhoe 3.8 yard	9,000	Poor	Replacement anticipated in near future
	Misc. - lesser pieces of equipment	2,000		

The department hires extra equipment, mostly trucks but also backhoes. The cost for this was about \$7,500 in the budget year of 1961.

Public Works Facilities, Cont'd:

The fact that the department has to rent ordinary equipment indicates clearly that there is a shortage of equipment. The intended acquisition of a truck, shown in the above tabulation, a backhoe and a tractor will ease the current needs. The poor condition of many roads and streets also suggests that the department might be short of equipment. Indications are, however, that the shortcomings in the maintenance of roads and streets lie in the operating budget. More men and material could increase the capacity of the department even with the present equipment. However, increase in the work load of the public works department resulting from development of proposed community facilities and growth of the town will probably require acquisition of some additional equipment.

After the acquisition of a truck, backhoe and tractor, already planned, it is recommended that in order to allow for gradual replacement of equipment the present annual appropriation of \$1,000 be raised to at least \$5,000. To allow for gradually increasing needs for new equipment, it is suggested that an additional \$2,000 be set aside annually. These provisions will cushion the shock of new acquisition but may not cover the full needs. An adjustment of the suggested annual appropriation should be made in a few years.

The town intends to construct a public works building on the Whalen farm (in accordance with a previous recommendation by the consultants). The building should be built as soon as possible and it should meet structural and architectural standards commensurate with its function as an official public building. It should have room for all equipment owned or about to be bought and space for office, personnel rooms, heating apparatus and ancillary space. The building should be expandable.

Refuse Disposal Facilities:

Individual citizens and several contractors haul household rubbish and garbage to a municipal dump. There is no local ordinance regulating the commercial hauling of refuse. It is recommended that Hampden enact such an ordinance so as to secure minimum nuisance from this operation.

The dump consists of only a couple of acres of land situated off the Back Winterport Road near the town line. It is used for both dry and wet waste. A full-time attendant burns the deposits. Nevertheless, the dump is unhygienic and a breeding place for rats. The capacity of this small dump will be exhausted early in the planning period.

It is recommended that a new dump be established in the early part of the planning period. Such a facility should be of the sanitary fill type. To suffice for over 25 years it should consist of 25 acres, at least 750 feet away from any dwelling. It might be possible to acquire 25 acres and an easement of 750 feet all around in which forestry and farming but no

Refuse Disposal Facilities, Cont'd:

residential developments would be allowed. Several potential sites are proposed in order of preference in this plan. The preferred site is on a part of the Whalen Farm where a secluded location would be available near the proposed public works building. Proximity of the two facilities would probably result in some savings in cost of maintenance and operation of the dump. An alternate site is a part of the gravel pit situated just south of Hammond Pond. In establishing a dump here, care should be exercised not to pollute the pond and the stream. Well executed, these operations could reclaim the area for recreational use. The town should, as soon as possible, investigate the possibilities of acquiring one of the proposed sites and of developing it. The operation will require a man with a bulldozer or a front end loader to attend the dump several times a week. The expense for the operation of the dump should be budgeted and administered by the public works department.

Recreational Facilities:

Hampden has very few recreational facilities. There is the so-called recreation area on the Souadabscook Stream in the rural part of the town. The town contributes \$2,500 annually toward the operation of the facility which is owned by the non-profit Hampden Youth Center Corporation. Capital improvements are financed from donations. The recreation area consists of some 4 acres of which one, on the far side of the stream, is leased. The stream has been dammed to form a swimming pool and part of the land has been developed as a park with picnic tables. There are dressing rooms and toilets.

The recreation area is a valuable facility and deserves municipal support. Professional help with the landscaping should be sought.

The recent highway construction work upstream is said to have released a lot of silt which has polluted the swimming pool to such a degree that it has had to be closed. It is expected that it can be used again after completion of the highway project in 1963.

The Dorothea Dix Memorial Park belongs to the state and attracts non-residents as well as residents. The park comprises a 20 acre strip of land between the Blue Star Memorial Highway and the Penobscot River. Only a small part close to the highway has been developed. It is recommended that Hampden urge the development of the undeveloped part of the Dorothea Dix Memorial Park. The river land could accommodate a marina and a swimming area when the river is cleaned up. Thus developed, this park would be a greater attraction for visitors and of great value to the residents.

Other recreational facilities in Hampden, which are owned or operated by private groups but which have a semi-public character, are the Veterans

Recreational Facilities, Cont'd:

of Foreign Wars property and the Hampden Pony Club facilities. The V.F.W. intends to develop part of the lot on which its new building is located for recreational use.

The easement surrounding the U. S. Government reservation in East Hampden is of great value to Hampden and the metropolitan area as an open space affording visual relief in a developed urban area.

It may seem overly ambitious to apply urban planning standards to recreational facilities in a semi-rural community like Hampden. The large expanses of open country certainly do contribute to recreational and aesthetic values but they do not entirely substitute for parks and playgrounds where organized play and social activities can take place.

The following recommendations are based on commonly accepted urban planning standards. However, in the elongated parts of town, the standards were relaxed somewhat by lengthening the distances to the facilities in order to intensify their utilization. There still results a relatively large amount of recreational land per capita during the 20-year planning period. Convenient and full utilization of proposed recreational facilities will be possible only in areas proposed for compact urban development. The town is well advised at an early date to acquire options on the areas suggested for recreational use so that they are not developed for other use before the town can acquire them. The following standards are used:

Playgrounds (3-7 acres) designed primarily for children of elementary school age (6-12 years) and each containing a play lot, an apparatus area, turfed space for informal play, areas for games and parklike areas for quiet activities should be available within 1/4 to 1/2 mile of every residence in the developed areas of the town. Playgrounds should be so located that access by residents within each service area does not involve the crossing of any major thoroughfares.

Playfields (15-20 acres) each containing a playground and athletic facilities serving junior and senior high school age groups (13-17 years) and adults should be available within 1/2 to 1 1/2 miles of every residence in the developed areas of the town. (A playfield park should be equipped with a field house with showers, lockers and toilets if not readily available at all times in the school.)

Small Parks (1 1/2 to 2 acres) containing areas of scenic interest, either natural or created, and providing for passive and some forms of active recreation not requiring organized direction, should be available within 1/2 mile of every residence in the developed areas of the town. Each community should have at least as much area devoted to parks as it does to organized recreation (in the former, the recreation afforded depends, in part at least, on beauty of appearance). Where townwide parks

Recreational Facilities, Cont'd:

Small Parks, Cont'd:

do not exist nearby to fulfill this need, small parks should be provided.

Large Parks, containing woods and open landscapes and facilities for certain kinds of active recreation requiring large areas, such as golf, boating, day camping, riding and bicycling, should be provided throughout the town whenever natural or scenic features warrant or whenever park use constitutes the best and most economical use of particular lands.

Ornamental Parks should be developed wherever possible in the downtown and working area of the town; on small irregular bits of land at street intersections, traffic islands, or wherever space is available.

Parkways, scenic routes of travel developed as elongated parks with a roadway limited to passenger carrying vehicles and to which abutting property has no right of access, should be developed whenever possible to link together the various parks throughout town.

Street Trees should be planted and maintained along all streets in the urban area. Areas designated for park or recreational purposes should be stringently protected for such use and not be considered as reserves of open space to be drawn upon for public building or other public uses.

Grounds around a sewage treatment plant or well-fields should be landscaped so that they can accommodate some forms of active recreation. Natural drainageways should be publicly owned and landscaped with walks and/or riding ways.

Areas used for Active Recreation should be Developed in a park-like manner in order to enhance the attractiveness of surrounding neighborhoods.

The following major recommendations are made in regard to recreational facilities for Hampden.

The 40 acre lot, upon which the Weatherbee School sits, should not only accommodate the school with its anticipated expansion but also a community playfield and park as well as a neighborhood playground. The facility should be accessible from the north, east and south. This development should be started as soon as possible. Arrangements should be made to make school recreation facilities available to the public during non-school hours including gym, dressing rooms, toilets and others.

The tract proposed for a new school and a town center in the new urban area on Hardy Hill should be large enough to contain a second community playfield and park. It would also double as a neighborhood playground and park. The school facilities should be available to the general public for recreational and cultural use. It is proposed that a recreation center

Recreational Facilities, Cont'd:

building be built in this area in the latter part of the 20-year planning period. Thirty to fifty acres should be earmarked for this complex as soon as possible.

Neighborhood parks and playgrounds are proposed at various sites throughout the urban area and are shown on the proposed community facilities map.

When the Hannibal Hamlin and the McKinley schools are abandoned, they should be razed and their sites used for recreation.

It is suggested that Hampden further explore the possibility of developing an interconnected network of paths for walking and riding. The proposed natural drainage reservations constitute a beginning of such a system. Paths along the river would be of great interest to all. Acquisition of a 10 acre recreation area on Hermon Pond is suggested in order to make the pond accessible to the public.

Any land on the river waterfront not designated for other uses in this plan is desirable for public use and should be carefully considered for acquisition by the town.

Hampden should annually appropriate a sum for a tree planting program for most of its streets.

A square for public assembly should be laid out at the proposed town center.

For both local and metropolitan use the following is recommended: The Bangor gravel pit on the peninsula in the northernmost part of Hampden is expected to be exhausted in the foreseeable future. It is suggested that this area be developed as a recreation area for use by the Bangor metropolitan area. It should feature a marina, parks with picnic grounds and possibly a swim area, etc. As proposed elsewhere in the comprehensive plan, it should also contain a sewage treatment plant embedded in a park. Since the proposed marina would be the salt water pleasure boating harbor nearest to the Bangor metropolitan area, this recreational facility would be of great value for the metropolitan area, especially after the Penobscot River is cleaned up. It is suggested that the Hampden Planning Board take the initiative for the development of this recreational facility. It is reasonable to expect that the City of Bangor would make the site available for little or no money. Development costs should be borne jointly by Hampden and Bangor and perhaps Brewer.

A large park reservation is also proposed in the area between the river and the Blue Star Memorial Highway where the Hampden Pony Club fields

Recreational Facilities, Cont'd:

are to be developed as a park with picnic grounds, riding fields and trails, and fields for sports. Such a facility would be of value for Bangor as well and the acquisition and development of area is suggested to be done at joint expense with Hampden paying a larger share.

A golf course for metropolitan use could be established at metropolitan expense at one of several potential locations in Hampden. One is near the Blue Star Memorial Highway in the southernmost part of town and the other is on the hill west of Hammond Pond.

Library:

A library is of tremendous value for all citizens and particularly for young people preparing for the future. At present, Hampden has no library and Hampden residents must use the Bangor library. The small school libraries are of little or no value to the general public.

It is difficult to provide adequate library service in a small community and the cost for library service, which meets American Library Association standards, is usually beyond the financial capability of all but the larger cities and towns. Nevertheless, there is obviously a need for a library in Hampden. Therefore, it is recommended that Hampden establish as good a library as it can afford through use of donations and taxation. If a workable relationship for exchange of books can be established between the Bangor and the proposed Hampden library, a well-managed library with over 20,000 well chosen books could render a worthwhile service. A library of this size should have a building of some 6500 square feet. The magnitude of the cost for establishment of such a facility is \$130,000.

Medical Facilities:

Because of the proximity of hospital facilities in Bangor, Hampden does not need any medical facilities of its own.

Cemeteries:

Hampden has several municipal, non-sectarian cemeteries. Several small old ones have been used to capacity. The only vacant cemetery space which remains is in the large cemetery east of the Blue Star Memorial Highway in Hampden Highlands. Indications are that this area may be exhausted in the foreseeable future. It is recommended, therefore, that the possibilities of acquisition and development of the land between this cemetery and the river be explored during the planning period. To extend the cemetery to the river will not only offer additional capacity but also aesthetic values.

Existing and Proposed Community Facilities, Cont'd:

Post Offices:

Hampden has two post offices, one in Hampden Highlands opposite the town office and one on Route 9 near its intersection with the Blue Star Memorial Highway. Both are extremely modest facilities in leased portions of buildings also used for other purposes.

Hampden should request the construction of a new post office of adequate standards in the proposed town center as well as a new branch office in Hampden Highlands near the Route 9 - Blue Star Memorial Highway Intersection.

Other:

If local interest is aroused in the establishment of a museum, an old house of distinguished architecture with an ample lot, or a new building in the proposed town center should be considered for the purpose. An alternate possibility is the existing town office.

Note: It is recommended that nonmunicipal community projects, exemplified by picnic grounds or assembly facilities, be coordinated with municipal projects by the Planning Board. This would make it possible to avoid duplication of facilities and to get the best return from all investments. In order to accomplish this, civic groups' planning projects should seek contact with the Planning Board at an early stage.

SECTION IX

EXISTING AND PROPOSED UTILITIES

Existing Utilities

Sewer Facilities:

Sanitary Sewer	IX - 1
Storm Sewer	2

Water Facilities	2
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Proposed Utilities

Future Water System	4
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Future Sewer System	5
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Financing of Sewage System Improvements .	8
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SEWER

PORTIONS OF THE BANGOR INDUSTRIAL PARK COULD BE SEWERED VIA MAINS IN THE HAMPDEN INDUSTRIAL PARK

THIS SEWAGE TREATMENT PLANT COULD ALSO SERVE BANGOR & BREWER

PROPOSED TENTATIVE LOCATION FOR SEWAGE TREATMENT PLANT

STERNS COVE

ALTERNATE LOCATION FOR SEWAGE TREATMENT PLANT

SEWAGE FROM THIS COMPLEX MUST BE PUMPED OVER DRAINAGE DIVIDE TO GRAVITATE TO PROPOSED TREATMENT PLANT LOCATIONS

PROPOSED TENTATIVE LOCATION FOR SEWAGE TREATMENT PLANT

LEGEND

- 8" SEWER MAINS (EXISTING) WITH SIZES INDICATED
- AREAS TENTATIVELY PROPOSED TO BE SEWERED BY VARIOUS SEWAGE TREATMENT PLANTS

ALTERNATE LOCATION FOR SEWAGE TREATMENT PLANT

PROPOSED TENTATIVE LOCATION FOR SEWAGE TREATMENT PLANT

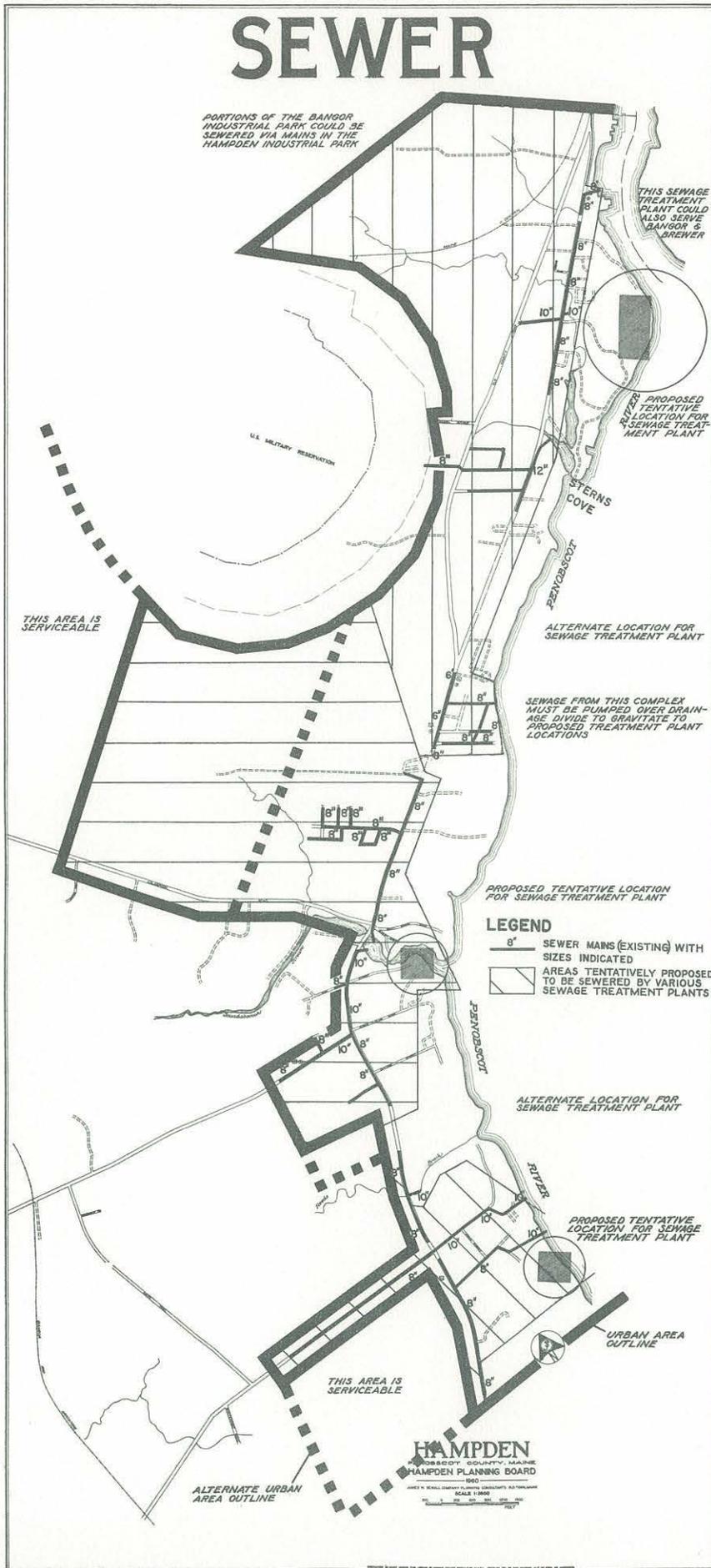
URBAN AREA OUTLINE

THIS AREA IS SERVICEABLE

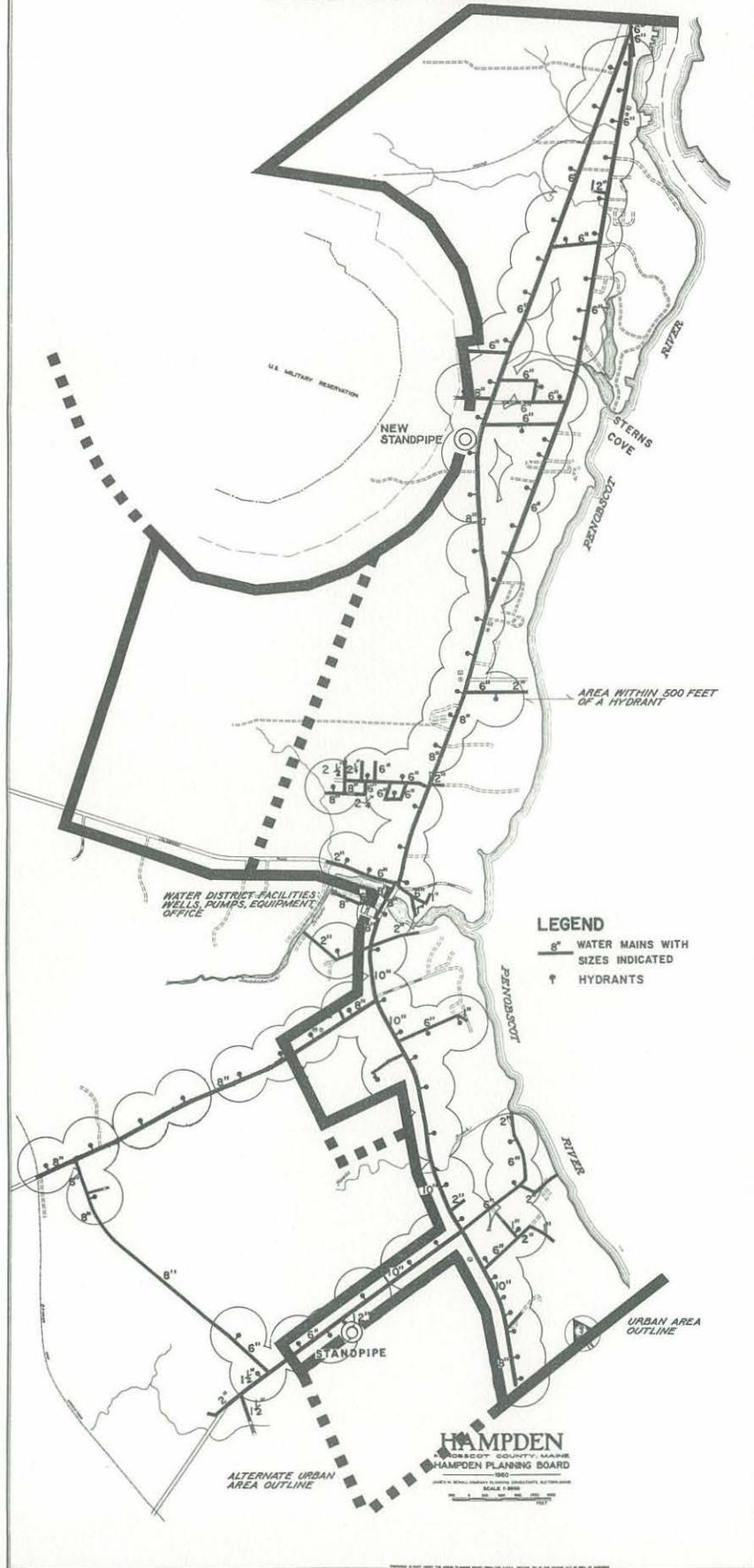
ALTERNATE URBAN AREA OUTLINE

HAMPDEN
 WASHINGTON COUNTY, MAINE
 HAMPDEN PLANNING BOARD

SCALE 1" = 100'



WATER



LEGEND

- 8" WATER MAINS WITH SIZES INDICATED
- † HYDRANTS

HAMPDEN
 VERMONT COUNTY, MAINE
 HAMPDEN PLANNING BOARD
 1980

ALTERNATE URBAN AREA OUTLINE

URBAN AREA OUTLINE

AREA WITHIN 500 FEET OF A HYDRANT

NEW STANDPIPE

U.S. MILITARY RESERVATION

STERNS COVE

PENOBSCOT

PENOBSCOT

RIVER

STANDPIPE

HAMPDEN
 VERMONT COUNTY, MAINE
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EXISTING AND PROPOSED UTILITIES

EXISTING UTILITIES

Sewer Facilities:

A. Sanitary Sewer Facilities:

Sewer lines, ranging in diameter from 10 inches to 6 inches, run the length of town in the Route 1A right-of-way. These are mostly trunks servicing the properties along Route 1A but in some areas, as in East Hampden, they also service developments off Route 1A.

The first main at the north end in East Hampden is a 10" line feeding from Schoolhouse Street into the Route 1A trunk line. The trunk line along Route 1A collects from approximately the WABI Station south along Route 1A to approximately Stearns Lumber Yard. It services most of the flat in East Hampden. There is one short stub in East Hampden running northerly from the WABI Station emptying directly into the Penobscot River across from the Eastern Corporation in Brewer.

Continuing south, the next major trunk services the area from the Wheelden Road to the south end of Old County Road and empties into a cove at the end of the brook which runs east-west from the U. S. Military Reservation. This line also services all of the residential development on Z Street, on Wheelden Road, and on Patterson Street.

The next residential area to the south, along Route 1A, is serviced by an 8" line emptying into the Souadabscook Stream just below the dam. The inadequacy of this 8" line is evidenced by the fact that the Westbrook Terrace development could not be tied into it.

Another north-south line services the central part of town in the vicinity of the Route 202 - Route 1A junction, the school area, and residential developments along Route 1A. This line empties into Souadabscook Stream with an outfall just below the dam.

The next sewer to the south feeds into Pritcher Brook and services a relatively short section of Route 1A only.

Hampden Highlands is serviced by two sewers. One runs along Kennebec Road for a distance of approximately 1200 feet west of Route 1A and follows Kennebec Road all the way east to the river where it empties into a 10" outfall. The other sewer line services the south portion of Hampden Highlands along Route 1A and along Pleasant Street.

Sewer Facilities, Cont'd:

A. Sanitary Sewer Facilities, cont'd:

Sizes and Adequacies:

The existing sewer system apparently was laid out in a piecemeal fashion to serve immediate needs. It was not designed to accommodate long-range development and it is not expandable. One of the major reasons for this is that none of the trunk lines is adequate in size. Even 10" sewers are not large enough to service development at urban densities and there are several lines even smaller than this.

Outfalls:

The existing sewer system empties through nine outfalls into the Penobscot River or into its tributaries near their junctions with the river. Eventually this practice will have to be terminated since river pollution is a problem of increasing proportions throughout the state and nation.

B. Storm Sewer Facilities:

It is fortunate that the areas of immediate and future potential development in Hampden are served by sufficient grades and adequate natural drainageways which can be utilized for storm water disposal. The town has done little to utilize these natural drainage basins for storm water disposal and, in some instances, storm water is fed into the sanitary system, especially along Route 1A.

Although at the present time there are no serious storm drainage problems, plans should be made now to handle the increased storm run-off which will result from continuing community development. Development means more paved areas and more streets, both of which curtail natural ground absorption of water. At the same time, these paved areas require protection from inadequate drainage.

Water Facilities:

Water service is provided by the Hampden Water District on behalf of which Mr. Paul Nickerson supplied much of the basic information on which the evaluation of water facilities was based. Unlike the sewer system, the water system is efficiently laid out and well organized.

The central facility of the Water District is located on Souadabscook Stream just above the dam on Route 1A. It consists of a pumping station plus two wells. One of these is a gravel-packed well supplying a maximum of 700 gallons per minute or 630,000 gallons per day. The other is a sand-packed filter fed from the stream which supplies a maximum of 450 gallons

Water Facilities, cont'd:

per minute or approximately 400,000 gallons per day. Thus, the pumping facilities can provide in the vicinity of 1 million gallons per day or a little more than twice the present maximum demand.

The quality of the water is excellent with only two to five parts per million in coloration, a hardness of 35 to 42 and a Ph value of 6.9 to 7.0. For safety, the system is supplied with .2 parts per million of chlorine.

This system, at the present time, supplies a total of slightly over 1,000 connections of which 976 are residential and 42 are commercial. Average daily consumption is approximately 100 gallons per capita. This is relatively high for this area of the country where normal per capita consumption is 60-90 gallons per day. The higher consumption in Hampden may be due to the absence of metering.

There is a combined reservoir and pressure facility in the form of a standpipe off Kennebec Road. The total capacity is 370,000 gallons or somewhat less than a one-day supply of water. A second standpipe, with a capacity of 746,000 gallons, is about to be constructed near Heath Street. Together they store a little more than two-days' supply and provide adequate capacity for fire protection.

The Water System and Its Lines:

All major water lines in Hampden are 6 inches or more in diameter. The few exceptions are lines servicing minor streets with few residents or they are private lines. Since minimum standards, set by the National Board of Fire Underwriters, specify at least 6" diameter lines to service fire hydrants, the policy of the Hampden Water District is commendable and should be continued.

The water system services a much larger area than is sewered. Coverage includes the entire urban area and extends as far west as Mayo Road, as far south as the urban line in Hampden Highlands, and as far north as the Hampden-Bangor boundary line. There is a 10" main to Hampden Highlands, an 8" main to East Hampden and a 6" main at the northerly end of East Hampden.

There are some dead-end mains in the water system and these are undesirable. They are located on Stoney Brook Road, on Elm Street, and at several locations between Route 1A and the river. These lines should be joined with other mains to eliminate dead ends as soon as possible.

PROPOSED UTILITIES

Future Water System:

Indications are that the Water District is in control of its task. The current policies which govern standards for lines and the relationship between the Water District and the public are appropriate and should be included in the subdivision regulations for Hampden.

A second standpipe with a capacity of 746,000 gallons is about to be constructed in the vicinity of Heath Street at an elevation of 260 feet. This will alleviate the problem of insufficient water storage for adequate fire protection for some years. It will also improve the pressure in the northerly portion of the town. An additional standpipe will probably be needed, in the 20-year planning period, near the proposed urban area on Hardy Hill. During the planning period it is also likely that there will be need for a third well even if meters are installed to modify consumption. The problem of the future water supply for Hampden will need special study.

While the Water District has the responsibility and control of its activities, it is important that there be a close working relationship between the District and the town through the Planning Board. The town should make its intentions for municipal developments clear to the District so that it can make plans and policies accordingly. In regard to future developments, the town should urge the Water District to concentrate extension of its service into areas designated as urban in the Comprehensive Plan. It is intended that compact urban developments be fostered in these areas through provision of full municipal urban services. If the town, as suggested elsewhere in this plan, should choose to induce developments of various kinds through advance provision of streets and sewers, it should urge the Water District to complement such projects with water lines. Due to the small dimensions of existing mains near such areas it is likely that new complementary mains must be constructed to bring sufficient quantities of water to them. The problem of provision of water service to the proposed industrial park in the northern part of Hampden should be carefully studied by the Water District. Since the slim lines reaching the northern part of the town probably would be inadequate, it might be more economical to service the proposed industrial park with water from Bangor. It has been assumed in this plan that the potential development areas near the interchange between Interstate 95 and the Coldbrook Road cannot feasibly be serviced with water from the Hampden water system. This problem does, however, warrant further study and should be examined in view of the more likely possibility of the areas being serviced from Bangor.

Proposed Utilities, cont'd:

Future Sewer System:

Within a few years Hampden is likely to be forced by state law to take measures to stop the disposal of untreated sewage into the Penobscot River. Also, cost of land and construction is constantly increasing and delay in building sewage treatment facilities may result in financial loss in the long run. At the present time, federal and state programs offer generous help to municipalities making sewer improvements but it is uncertain how long such programs will be in effect. For these reasons, it is recommended that Hampden tackle its sewer problems in the near future.

It is furthermore recommended that Hampden investigate the possibilities of joining with Bangor and Brewer to solve mutual sewer problems. Indications are that an integrated sewer system for the three communities could have advantages for all. The main reason for this is that a larger sewage treatment plant requires less land and is more economical to construct and operate than several small ones.

It should be understood that it will take some time after the first initiative is taken before the needed sewer improvements can go into operation. The first step of surveying and planning a sewer system with a federal advance under a so-called "702" program should be taken in the near future. The initiative for embarking on a sewer program should be taken by the Planning Board.

It is not within the scope of this study to design a sewer system. That would be done under the "702" program. However, some comments about the problems involved are warranted in this context. The survey, planning and construction of an adequate sewer system for Hampden are likely to be expensive. The reasons for this are the poorly designed existing system which cannot be substantially expanded, and the great length and difficult terrain of the urbanized area which will require expensive intercepting facilities. The detailed sewer study should examine a number of different possibilities and weigh the advantages and disadvantages of each. It will be a delicate economic, technical and environmental problem to select the best version. Even to furnish sewer service to existing developments will prove to be complicated since they are mostly low density developments spread over a 5-mile stretch of land with numerous distinctly separate natural drainage areas. Sewage will have to be intercepted at the numerous outfall points and brought to one or several sewage treatment plants. Due to the long distances and the difficult terrain and soil conditions several sewage treatment plants may be more feasible than one.

The design of the sewer system may have a decisive effect on the future development of Hampden. It is unlikely that necessary sewer service (as well as other urban municipal services) can be provided at reasonable

Future Sewer System, Cont'd:

cost to the town if it continues to develop as an extended suburban sprawl. Force mains and small sewage treatment plants are relatively expensive to build, operate and expand. Hampden could minimize the cost of sewer service by limiting new urban developments in areas to be served by small sewage treatment plants or force mains to what can be served effectively by the initial facilities while guiding new development into compact areas which could be served by larger and more flexible treatment plants.

It is recommended that Hampden concentrate its extension of sewers within the proposed urban areas as delineated in the comprehensive plan. The plan is designed to foster orderly compact urban development which can be rendered full urban municipal services effectively and economically and to discourage scattered developments which cannot be provided with such services at reasonable municipal expense.

These urban areas are delineated in such a way that sewer service and treatment is likely to be feasible. The proposed sewer study would furnish the necessary information to confirm or modify this delineation. This tentative delineation is based on the assumption that two relatively large sewage treatment plants, one of which might also service Bangor and Brewer, would be constructed in the northerly half of Hampden. Suitable sites are available. One of these locations is near the intersection of the Penobscot River and the Souadabscook Stream. Another is near the Bangor gravel pit in the vicinity of the intersection between the Penobscot River and the little brook in the northernmost part of Hampden. A smaller treatment plant will probably be necessary to serve Hampden Highlands.

Most existing developments are included in the urban area. Notable exceptions are the areas south and west of Dorothea Dix Park and most of the Mayo Road and outer Route 9 areas. These areas probably cannot be provided with municipal sewerage at reasonable cost. Some areas near the Penobscot River may not be servicable by gravity sewers from the proposed sewage treatment plants and should not be included in the urban area. In such areas, detailed modifications of the urban area outline should be made on the basis of the better knowledge of the topography which the sewer study will provide.

The largest undeveloped area proposed for urban development is on Hardy Hill. This area is intended to be developed in two stages. The first stage would include the portion east of the proposed Route 1A; the second, the portion west thereof. Installation of gravity sewers would probably be feasible in these areas since the soil consists of clay and sand, mostly with adequate depth to bedrock, and sloping gently toward the Souadabscook sewage treatment plant.

The undeveloped areas, shown on the plans with dotted urban area outlines, are not expected to be developed in the 20-year planning period.

Future Sewer System, Cont'd:

Yet, sewers in adjacent urban areas should be conceived so as to permit eventual extension into these potential residential areas.

The proposed East Hampden industrial park drains toward the proposed northernmost sewage treatment plant and can be sewerred with gravity sewers. Whether Hampden could provide sewer service in the potential development areas near the Coldbrook Road-Interstate 95 interchange is doubtful. This matter should receive further study. There is a possibility of solving the problem with a small sewage treatment plant on the Souadabscook Stream, perhaps on the town-owned farm in this vicinity.

Indications are that sewer service for the growing Bangor Industrial Park is becoming a problem. The Bangor Industrial Park and Dow Air Force Base probably could be most effectively serviced via a line in the vicinity of the little brook running through the proposed Hampden Industrial Park, especially if a sewage treatment plant was built at its outlet in the Penobscot River, as proposed above.

Bangor and Brewer have apparently no entirely adequate sites for their sewage treatment facilities. The possibility of a joint facility in Hampden is therefore likely to be the best solution.

In the proposed urban areas, Hampden should facilitate development through advance installation of major sewer lines as well as streets in coordination with water lines to be installed by the Water District. Detailed planning and design of such public projects can be done economically under a "702" program.

Hampden should exercise restraint in providing sewers and other municipal services outside the urban areas. It should also be restrictive in accepting sewer lines or other public services constructed there by private interests.

It is recommended that Hampden secure into public ownership natural drainageways which may function as part of an integrated storm sewage system. Major natural drainageways are indicated on attached maps. Easements for this purpose should be of ample width to permit their use as park strips with paths for walking and riding. Where natural drainageways cannot be used as storm sewers, underground lines should be constructed.

Since future urban development in Hampden is likely to be contingent upon sewer service, the land use proposals in the comprehensive plan must be regarded as preliminary until the sewer system has been firmly conceived.

The town or sewer district should establish policies in the form of

Future Sewer System, Cont'd:

ordinances which, similar to the Water District policies, would regulate the standards of new facilities and the relationship between the town or district and the public. They should be incorporated in the subdivision regulations.

Financing of Sewage System Improvements:

Funds to cover the entire cost of detailed survey, planning and design of a sewage system can be borrowed, interest free, from the federal government under the "702" program.

Since Hampden is confronted with heavy expenditures for sewer improvements, financing which would not burden the town budget directly or affect the borrowing capacity would be advantageous. The town is therefore well advised to explore the possibilities of forming a sewer district which would have the right to issue revenue bonds. The possibilities of combining such a sewer district with the Hampden Water District or with a Bangor Sewer District should receive consideration. The proposed "702" study should throw more light on these possibilities.

For certain parts of the sewer system which are required for elimination of pollution, such as interceptor lines and treatment facilities, grants are available from federal and state agencies up to 60% of the total costs. Other parts of the sewage system must be financed locally. While private developers should be required to bear the cost of installation of lesser members of the sanitary and storm system, the cost of installation of major parts of the system will have to be met primarily by the municipality or the sewer district. For sanitary and storm sewer lines as well as for natural drainageways, the town should require developers to grant necessary easements.

A sewer district may borrow against revenue bonds. Recommended methods of collecting money for sewer service include:

- 1.) Special assessments which are compulsory charges against properties which benefit from new sanitary and storm sewers.
- 2.) Sewer rental service charge against users of the sewer system. This may be a uniform charge for all property connected to the sewer system or it may be a variable charge based on the number of sewer connections, the type of property, the number of plumbing fixtures or water consumption.

Both special assessment and sewer rentals have gained widespread municipal acceptance in recent years. Both methods are based on the principle that there should be a direct relationship between costs and benefits resulting from public improvements. However, since most sewer lines benefit not only the property owners who use them but also the community as a whole, a certain predetermined percentage of the cost should be borne by the town.

SECTION X

SCHOOLS

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SCHOOLS

Introduction:

A major public improvement facing Hampden is the providing of sufficient classrooms to meet needs. Although improvements have been made, they have not kept abreast with the increase in enrollments. A primary objective of this study is to assess present and future needs in order that plans may be made well in advance of any school construction.

The projected enrollments for the next five years can be expected to be fairly accurate if in-migration does not exceed recent trends. Any significant increase will necessitate advancing the school construction schedule. Enrollment projections for the years thereafter should be used only as guides as to what can be expected.

The following report is presented in three major sections:

1. Evaluation of existing school plant.
2. Present and future enrollments.
3. A plan to provide adequate classrooms over the next 10 years.

Evaluation of Existing School Plant:

Each school was inspected to see if it met the standards for a modern educational program recommended by the New England Development Council and the State of Maine Department of Education. Schools that did not meet standards were penalized, the severity of the penalty depending upon the number of existing deficiencies. The results of the inspections were plotted on a summary sheet, as shown in the report, thus arriving at the rating of excellent, satisfactory, etc.

The results of the inspections are summarized in this report. The evaluation sheets listing more detailed information can be obtained from the Planning Board.

HANNIBAL HAMLIN SCHOOL

Hannibal Hamlin School, constructed about 1925, is one of the oldest buildings in the school plant. It is a wooden structure with three classrooms housing all subprimary and some of the first grade pupils.

Site:

The school is not properly located. It is relatively close to garages and stores and adjacent to a heavily travelled highway necessitating

Hannibal Hamlin School, Cont'd:

Site, Cont'd:

the transporting of nearly all the students attending the school. The playgrounds and entrances are not sodded or paved. The grounds are not attractively landscaped.

Building:

Age and many years of use are reflected in the condition of the building. Floors are worn and walls are drab. The corridors are extremely narrow and their use for coat hanging facilities obstructs the flow of traffic and this could be dangerous if it were necessary to evacuate the building quickly. An open wooden stairwell to the basement is a fire hazard and to meet the state fire codes must be encased. This entrance is protected by a small gate which is not adequate to prevent children from being pushed down the stairs, particularly if a number of students were rushing through the narrow corridors.

Service Systems:

The school does not have a univent type of system which would provide an adequate supply of clean, dust-free air at proper humidity. The furnace is not protected by fireproof walls and ceiling, contrary to state fire codes. Also needed is an outside entrance to the furnace room. As a general rule, old buildings such as this one have old wiring which is a potential fire hazard. Adequate drinking facilities are not provided. Toilets are poorly lighted and inadequately ventilated. Separate facilities are not available for the teachers and the custodian.

Classrooms:

The classrooms are inadequate in size to meet the requirement of a subprimary program. The general appearance of the rooms is very drab. Floors are worn, walls are in need of paint with a more harmonious color scheme. Chalkboards are old and a need exists for additional tackboard space. The school does not have adequate clothes-hanging facilities nor adequate book storing space.

Special Rooms:

The school does not have the special rooms needed for a modern curriculum. An all-purpose room for group activities, cafeteria, health room, teachers' room or administrative office are not incorporated in this building.

Hannibal Hamlin School, Cont'd:

Summary:

The Hannibal Hamlin School is an inadequate school facility. A large cash outlay is needed to meet minimum standards required by law and even greater expense would be incurred if steps were taken to improve the school to modern educational standards. Also, the limited number of classrooms (3) makes it uneconomical to invest additional money in the extra facilities needed such as cafeteria, teachers' rooms, all-purpose rooms, etc. Therefore, it is recommended that this school be abandoned as soon as possible.

McKINLEY SCHOOL

McKinley School, located on Kennebec Road, was constructed around 1900. It is a wooden, two story, three classroom building housing grades one, two and three. The condition of this building and the site is similar to that of the Hannibal Hamlin School. This school would also require a large expenditure to meet state requirements, and again the size of the school does not warrant this expenditure. It is recommended that this school be abandoned as soon as possible.

WEATHERBEE SCHOOL

This school is a modern steel frame masonry building built about 1952, with 17 classrooms. The school houses grades one through seven. It is not centrally located within walking distance of the majority of the students. However, the location is suitable if students are bussed. Because of the dispersion of population over a wide area in Hampden necessitating transporting many students, the school is not hampered by its location. The Weatherbee School is a good example of an adequate modern school and comparison of it with the Hannibal Hamlin and McKinley Schools shows why both of the latter were classified as inadequate.

The only major improvement necessary is landscaping around the school by providing sodded and paved areas as well as sidewalks, particularly on the street to the school.

A need exists for a small library facility. The all-purpose room, though not penalized, was found to be small for the size of the enrollment.

It is recommended that a small gymnasium be added to the north end of the building and the present all-purpose room be converted into two classrooms. The addition could be served by the present service facilities and also it would blend into the design of the school. The new addition should include space for kitchen facilities thereby avoiding any interference with classroom activities.

HAMPDEN ACADEMY

Old Building

Old Academy School was constructed about 1850 with an addition added in 1938. The original building is a wood frame and brick structure while the addition is all wood construction. The school has seven classrooms housing grades eight and nine. The exterior construction of this building is superior to the two older schools but otherwise the same deficiencies exist. Old unattractive classrooms, outmoded toilet facilities, unimproved landscaping, wooden, and in some cases, open stairwells, inadequate heating and ventilating systems, and inadequate drinking facilities are all prevalent in this school.

The school was credited with having a gymnasium but was penalized for not having teachers' rooms, guidance offices, etc. This building also should be abandoned in the near future.

HAMPDEN ACADEMY

New Building

Hampden Academy is a modern structure with the original building constructed in 1956 and an addition constructed in 1960. The school has eight excellent classrooms, home economics room, library, science laboratory and manual arts shop. The school was penalized for lack of sodded and paved areas. The pupil activity penalty, as shown on the chart, is due to the lack of adequate library books and reference material. The absence of a cafeteria resulted in the penalty under "special rooms" service while administration was severely penalized for not having a guidance director.

Present and Future Enrollments:

The enrollments of the school system are derived from two sources: from children born within the community and from families moving into town (in-migration).

The Academy, of course, has tuition students from neighboring communities.

Births: The annual number of births has increased from 67 in 1951 to 104 in 1959. The number of births for 1957 was 103, in 1958 - 96 and in 1959 - 104, indicating that the increasing trend is leveling off. The previously presented population study revealed a young population in Hampden. Therefore we can assume that the leveling off period will be short lived and the number of births will continue to increase.

Present and Future Enrollments, Cont'd:

In-Migration: The population study also revealed a decline in the number of people moving to the town in the 1950-60 decade compared to the 1940-50 decade. Though the trend is decreasing, a number of additional students will have to be accommodated. The first table of enrollments is based on a limited number of students from the in-migration of families to 1964 and discontinuing thereafter while the second table assumes that the 1950-1960 in-migration trend will continue to 1970.

Drop-outs and/or Transfers: The secondary schools experience a number of students either discontinuing their studies or transferring to other schools. It was found that from the 8th to 9th grade the enrollment increased by 12 students on the average, while from the 9th to 10th grade there was an average decrease of 12; a decrease of 9 students from 10th to 11th and 6 from 11th to 12th. Of course, in some cases the number of drop-outs is in addition to the newly registered students because the number was computed from previous enrollments rather than from an actual tally of registrations and drop-outs.

Tuition Students: Tuition students are accepted in the 9th, 10th, 11th and 12th grades. No constant number is assured because the towns now sending students are not obliged to do so. Therefore, tuition students were not considered in tabulating the Academy enrollments.

Elimination of tuition students would reduce the anticipated enrollments in the Academy thereby making it possible to retain the 8th grade in the old Academy building. However, such a decision rests with the Academy trustees.

Enrollment trends, as shown in this report, should be checked each year with actual trends and any deviations should be translated into the long range plan.

ENROLLMENTS

<u>Grade</u>	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
Sub Primary	122	114	127	145	139	134
1st Grade	121	122	114	127	145	139
2nd "	102	121	122	114	127	145
3rd "	120	102	121	122	114	127
4th "	107	120	102	121	122	114
5th "	101	107	120	102	121	122
6th "	<u>85</u>	<u>101</u>	<u>107</u>	<u>120</u>	<u>102</u>	<u>121</u>
Totals	758	787	813	851	870	902
7th Grade	92	85	101	107	120	102
8th "	<u>85</u>	<u>92</u>	<u>85</u>	<u>101</u>	<u>107</u>	<u>120</u>
Totals	177	177	186	208	227	222
9th Grade	69	97	104	97	113	119
10th "	73	57	85	92	85	101
11th "	60	64	48	76	83	76
12th "	<u>52</u>	<u>54</u>	<u>58</u>	<u>42</u>	<u>70</u>	<u>77</u>
Totals	254	272	295	307	351	373
	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	
Sub Primary	139	144	149	154	159	
1st Grade	134	139	144	149	154	
2nd "	139	134	139	144	149	
3rd "	145	139	134	139	144	
4th "	127	145	139	134	139	
5th "	114	127	145	139	134	
6th "	<u>122</u>	<u>114</u>	<u>127</u>	<u>145</u>	<u>139</u>	
Totals	920	942	977	1,004	1,018	
7th Grade	121	122	114	127	145	
8th "	<u>102</u>	<u>121</u>	<u>122</u>	<u>114</u>	<u>127</u>	
Totals	223	243	236	241	272	
9th Grade	132	114	133	134	126	
10th "	107	120	102	121	122	
11th "	92	98	111	93	112	
12th "	<u>70</u>	<u>86</u>	<u>92</u>	<u>105</u>	<u>87</u>	
Totals	401	418	438	453	447	

Adequacy of Classroom Facilities

<u>School</u>	<u>No. of Rooms</u>	<u>Condi- tions</u>	<u>Ade- quate</u>	<u>Inade- quate</u>	<u>Enroll- ment</u>	<u>Class- rooms Needed</u>	<u>Class- room Shortage</u>
Hannibal Hamlin	3	Poor	0	3	148	3	0
McKinley School	3	Poor	0	3	103	4	1
Weatherbee School	17	Excellent	17	0	597	22	5
Academy - Old Bldg.	7	Poor	0	7	154	6	0
Academy - New Bldg.	8	Excellent	8	0	185	8	0
	<u>38</u>		<u>25</u>	<u>13</u>		<u>43</u>	<u>6</u>

To have adequately met the classroom needs in 1960, an additional 6 classrooms would have had to be provided as well as 13 classrooms to replace the number found to be inadequate for a total of 19.

Following are tables showing classroom needs from 1960 to 1970. Elementary needs were based on 27 pupils per classroom with the exception of the sub-primary which was based on 50 pupils per classroom. Secondary school needs were based on 25 pupils per classroom.

The recommendations are based on providing not only adequate classrooms but classrooms that will meet the needs of an improved curriculum. This is the reason for proposing the building of junior high classrooms rather than elementary as the first step in the program.

Classroom Needs - Elementary Schools (Sub-Primary - 7)

<u>Year</u>	<u>Enrollments</u>	<u>Classrooms Needed</u>	<u>Classrooms Available Adequate</u>	<u>Inadequate</u>	<u>Classrooms Short</u>
1960	850	29	17	6	6
1961	872*	30	19	6	5
1962	706**(SP-5)	24	19	6	0
1963	731	25	19	6	1
1964	768	26	19	6	1
1965	781	27	19	6	2
1966	920*** (SP-6)	32	31	3	0
1967	942	33	31	3	0
1968	977	34	31	3	0
1969	1044	34	31	3	0
1970	1018****	35	33	0	0

* Have two classrooms at Weatherbee School

** Includes Sub-Primary to grade 5 inclusive

*** Have completed by 1966 a 12 classroom school in the Westbrook Terrace area; see Step II - Revert to Sub-Primary to 6th grade in the elementary system, 7-12 in secondary system, abandon Old Academy and McKinley Schools.

**** Add by this date 6 classrooms to proposed school in Westbrook Terrace development (See Step III) abandon Hannibal Hamlin School.

Classroom Needs - Secondary Schools

<u>Year</u>	<u>Enrollments</u>	<u>Classrooms Needed</u>	<u>Classrooms Available</u>		<u>Classrooms Short</u>
			<u>Adequate</u>	<u>Inadequate</u>	
1960	339 (8-12)	14	8	7	0
1961	364	15	8	7	0
1962	588 (6-12)*	23	20	7	0
1963	635	24	20	7	0
1964	680	26	20	7	0
1965	716	28	20	7	1
1966	624 (7-12)**	25	24	0	1
1967	661	26	24	0	2
1968	674	27	24	0	3
1969	694	28	24	0	4
1970	719***	28	28	0	0

* Have completed by this date 12 classrooms adjacent to the New Academy building (See Step I) enrollments now include grades 6-12, utilize Old Academy School for grades 6-7, High School and new Junior High for grades 8-12 inclusive.

** Have completed 4 classrooms at the Academy and accommodate grades 7-12 (See Step II)

*** Add 4 classrooms to the Junior High.

School Construction Program:

Step I - 1961: Build new gymnasium, cafeteria and kitchen at the Weatherbee School and convert present all-purpose room to two classrooms. Retain temporarily the 8th grade at the Old Academy Building.

Step II - 1962: Have completed by 1962 a 12 classroom junior high, separate from but attached to the present new Academy Building. The building to include 12 classrooms, 1 science laboratory and a cafeteria that could accommodate both Academy and junior high students. The present facilities in the Academy, i.e., library, teachers' rooms, science and home economics room could be utilized by both schools. The 6th and 7th grades as well as the 8th would be housed in this building, thus reducing the pupil load in the Weatherbee School which at present houses the 6th and 7th grades.

Step III - 1966: Have completed by this date a 12 classroom elementary school on a site in the vicinity of Westbrook Terrace section. The school should include 12 classrooms, a small gym, principal's office, cafeteria and clinic room. Add 4 classrooms to the proposed junior high to house the 9th grade. Abandon the old Academy Building.

School Construction Program, Cont'd:

Step IV - 1970: Add 6 classrooms to the above proposed elementary school, also add 6 classrooms to the Academy. Four classrooms are needed but six will be used shortly thereafter.

Step V (Alternate): Instead of the 6 classrooms at the proposed elementary school, the town could build a 7 classroom school with all-purpose room, etc., on a site south of the Kennebec Road. By 1970, the School Board can check the residential growth in both areas to determine the more desirable location for the school.

The enrollments to 1964 are based on the present rate of natural increase and the present high rate of in-migration. The enrollments beyond 1964 are based on the present birth rate. However, if the high in-migration trend continues, an additional 12 classrooms will be needed from 1965 to 1970. New registration of students from 1960 - 1964 will reveal whether or not the trend is continuing.

The building program, as outlined, is based on the assumption that the accepting of tuition students will be eliminated and the 8th grade will be allowed to remain in the old Academy building. With the additional 2 classrooms the classroom load will be about the same as 1960, but it will allow time for the town to pursue an adequate building program.

It is obvious from the study that the carrying out of the proposed recommendations will require coordinated effort by the town and the Academy trustees. This will result in reducing construction costs for both by eliminating the need for some separate facilities, i.e., gym, cafeteria, etc.

SECTION X

SCHOOLS

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SCHOOLS

Introduction:

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The following report is presented in three major sections:

1. Evaluation of existing school plant.
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3. A plan to provide adequate classrooms over the next 10 years.

Evaluation of Existing School Plant:

Each school was inspected to see if it met the standards for a modern educational program recommended by the New England Development Council and the State of Maine Department of Education. Schools that did not meet standards were penalized, the severity of the penalty depending upon the number of existing deficiencies. The results of the inspections were plotted on a summary sheet, as shown in the report, thus arriving at the rating of excellent, satisfactory, etc.

The results of the inspections are summarized in this report. The evaluation sheets listing more detailed information can be obtained from the Planning Board.

HANNIBAL HAMLIN SCHOOL

Hannibal Hamlin School, constructed about 1925, is one of the oldest buildings in the school plant. It is a wooden structure with three classrooms housing all subprimary and some of the first grade pupils.

Site:

The school is not properly located. It is relatively close to garages and stores and adjacent to a heavily travelled highway necessitating

Hannibal Hamlin School, Cont'd:

Site, Cont'd:

the transporting of nearly all the students attending the school. The playgrounds and entrances are not sodded or paved. The grounds are not attractively landscaped.

Building:

Age and many years of use are reflected in the condition of the building. Floors are worn and walls are drab. The corridors are extremely narrow and their use for coat hanging facilities obstructs the flow of traffic and this could be dangerous if it were necessary to evacuate the building quickly. An open wooden stairwell to the basement is a fire hazard and to meet the state fire codes must be encased. This entrance is protected by a small gate which is not adequate to prevent children from being pushed down the stairs, particularly if a number of students were rushing through the narrow corridors.

Service Systems:

The school does not have a univent type of system which would provide an adequate supply of clean, dust-free air at proper humidity. The furnace is not protected by fireproof walls and ceiling, contrary to state fire codes. Also needed is an outside entrance to the furnace room. As a general rule, old buildings such as this one have old wiring which is a potential fire hazard. Adequate drinking facilities are not provided. Toilets are poorly lighted and inadequately ventilated. Separate facilities are not available for the teachers and the custodian.

Classrooms:

The classrooms are inadequate in size to meet the requirement of a subprimary program. The general appearance of the rooms is very drab. Floors are worn, walls are in need of paint with a more harmonious color scheme. Chalkboards are old and a need exists for additional tackboard space. The school does not have adequate clothes-hanging facilities nor adequate book storing space.

Special Rooms:

The school does not have the special rooms needed for a modern curriculum. An all-purpose room for group activities, cafeteria, health room, teachers' room or administrative office are not incorporated in this building.

Hannibal Hamlin School, Cont'd:

Summary:

The Hannibal Hamlin School is an inadequate school facility. A large cash outlay is needed to meet minimum standards required by law and even greater expense would be incurred if steps were taken to improve the school to modern educational standards. Also, the limited number of classrooms (3) makes it uneconomical to invest additional money in the extra facilities needed such as cafeteria, teachers' rooms, all-purpose rooms, etc. Therefore, it is recommended that this school be abandoned as soon as possible.

McKINLEY SCHOOL

McKinley School, located on Kennebec Road, was constructed around 1900. It is a wooden, two story, three classroom building housing grades one, two and three. The condition of this building and the site is similar to that of the Hannibal Hamlin School. This school would also require a large expenditure to meet state requirements, and again the size of the school does not warrant this expenditure. It is recommended that this school be abandoned as soon as possible.

WEATHERBEE SCHOOL

This school is a modern steel frame masonry building built about 1952, with 17 classrooms. The school houses grades one through seven. It is not centrally located within walking distance of the majority of the students. However, the location is suitable if students are bussed. Because of the dispersion of population over a wide area in Hampden necessitating transporting many students, the school is not hampered by its location. The Weatherbee School is a good example of an adequate modern school and comparison of it with the Hannibal Hamlin and McKinley Schools shows why both of the latter were classified as inadequate.

The only major improvement necessary is landscaping around the school by providing sodded and paved areas as well as sidewalks, particularly on the street to the school.

A need exists for a small library facility. The all-purpose room, though not penalized, was found to be small for the size of the enrollment.

It is recommended that a small gymnasium be added to the north end of the building and the present all-purpose room be converted into two classrooms. The addition could be served by the present service facilities and also it would blend into the design of the school. The new addition should include space for kitchen facilities thereby avoiding any interference with classroom activities.

HAMPDEN ACADEMY

Old Building

Old Academy School was constructed about 1850 with an addition added in 1938. The original building is a wood frame and brick structure while the addition is all wood construction. The school has seven classrooms housing grades eight and nine. The exterior construction of this building is superior to the two older schools but otherwise the same deficiencies exist. Old unattractive classrooms, outmoded toilet facilities, unimproved landscaping, wooden, and in some cases, open stairwells, inadequate heating and ventilating systems, and inadequate drinking facilities are all prevalent in this school.

The school was credited with having a gymnasium but was penalized for not having teachers' rooms, guidance offices, etc. This building also should be abandoned in the near future.

HAMPDEN ACADEMY

New Building

Hampden Academy is a modern structure with the original building constructed in 1956 and an addition constructed in 1960. The school has eight excellent classrooms, home economics room, library, science laboratory and manual arts shop. The school was penalized for lack of sodded and paved areas. The pupil activity penalty, as shown on the chart, is due to the lack of adequate library books and reference material. The absence of a cafeteria resulted in the penalty under "special rooms" service while administration was severely penalized for not having a guidance director.

Present and Future Enrollments:

The enrollments of the school system are derived from two sources: from children born within the community and from families moving into town (in-migration).

The Academy, of course, has tuition students from neighboring communities.

Births: The annual number of births has increased from 67 in 1951 to 104 in 1959. The number of births for 1957 was 103, in 1958 - 96 and in 1959 - 104, indicating that the increasing trend is leveling off. The previously presented population study revealed a young population in Hampden. Therefore we can assume that the leveling off period will be short lived and the number of births will continue to increase.

Present and Future Enrollments, Cont'd:

In-Migration: The population study also revealed a decline in the number of people moving to the town in the 1950-60 decade compared to the 1940-50 decade. Though the trend is decreasing, a number of additional students will have to be accommodated. The first table of enrollments is based on a limited number of students from the in-migration of families to 1964 and discontinuing thereafter while the second table assumes that the 1950-1960 in-migration trend will continue to 1970.

Drop-outs and/or Transfers: The secondary schools experience a number of students either discontinuing their studies or transferring to other schools. It was found that from the 8th to 9th grade the enrollment increased by 12 students on the average, while from the 9th to 10th grade there was an average decrease of 12; a decrease of 9 students from 10th to 11th and 6 from 11th to 12th. Of course, in some cases the number of drop-outs is in addition to the newly registered students because the number was computed from previous enrollments rather than from an actual tally of registrations and drop-outs.

Tuition Students: Tuition students are accepted in the 9th, 10th, 11th and 12th grades. No constant number is assured because the towns now sending students are not obliged to do so. Therefore, tuition students were not considered in tabulating the Academy enrollments.

Elimination of tuition students would reduce the anticipated enrollments in the Academy thereby making it possible to retain the 8th grade in the old Academy building. However, such a decision rests with the Academy trustees.

Enrollment trends, as shown in this report, should be checked each year with actual trends and any deviations should be translated into the long range plan.

ENROLLMENTS

<u>Grade</u>	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
Sub Primary	122	114	127	145	139	134
1st Grade	121	122	114	127	145	139
2nd "	102	121	122	114	127	145
3rd "	120	102	121	122	114	127
4th "	107	120	102	121	122	114
5th "	101	107	120	102	121	122
6th "	<u>85</u>	<u>101</u>	<u>107</u>	<u>120</u>	<u>102</u>	<u>121</u>
Totals	758	787	813	851	870	902
7th Grade	92	85	101	107	120	102
8th "	<u>85</u>	<u>92</u>	<u>85</u>	<u>101</u>	<u>107</u>	<u>120</u>
Totals	177	177	186	208	227	222
9th Grade	69	97	104	97	113	119
10th "	73	57	85	92	85	101
11th "	60	64	48	76	83	76
12th "	<u>52</u>	<u>54</u>	<u>58</u>	<u>42</u>	<u>70</u>	<u>77</u>
Totals	254	272	295	307	351	373
	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	
Sub Primary	139	144	149	154	159	
1st Grade	134	139	144	149	154	
2nd "	139	134	139	144	149	
3rd "	145	139	134	139	144	
4th "	127	145	139	134	139	
5th "	114	127	145	139	134	
6th "	<u>122</u>	<u>114</u>	<u>127</u>	<u>145</u>	<u>139</u>	
Totals	920	942	977	1,004	1,018	
7th Grade	121	122	114	127	145	
8th "	<u>102</u>	<u>121</u>	<u>122</u>	<u>114</u>	<u>127</u>	
Totals	223	243	236	241	272	
9th Grade	132	114	133	134	126	
10th "	107	120	102	121	122	
11th "	92	98	111	93	112	
12th "	<u>70</u>	<u>86</u>	<u>92</u>	<u>105</u>	<u>87</u>	
Totals	401	418	438	453	447	

Adequacy of Classroom Facilities

<u>School</u>	<u>No. of Rooms</u>	<u>Condi- tions</u>	<u>Ade- quate</u>	<u>Inade- quate</u>	<u>Enroll- ment</u>	<u>Class- rooms Needed</u>	<u>Class- room Shortage</u>
Hannibal Hamlin	3	Poor	0	3	148	3	0
McKinley School	3	Poor	0	3	103	4	1
Weatherbee School	17	Excellent	17	0	597	22	5
Academy - Old Bldg.	7	Poor	0	7	154	6	0
Academy - New Bldg.	<u>8</u>	Excellent	<u>8</u>	<u>0</u>	185	<u>8</u>	<u>0</u>
	38		25	13		43	6

To have adequately met the classroom needs in 1960, an additional 6 classrooms would have had to be provided as well as 13 classrooms to replace the number found to be inadequate for a total of 19.

Following are tables showing classroom needs from 1960 to 1970. Elementary needs were based on 27 pupils per classroom with the exception of the sub-primary which was based on 50 pupils per classroom. Secondary school needs were based on 25 pupils per classroom.

The recommendations are based on providing not only adequate classrooms but classrooms that will meet the needs of an improved curriculum. This is the reason for proposing the building of junior high classrooms rather than elementary as the first step in the program.

Classroom Needs - Elementary Schools (Sub-Primary - 7)

<u>Year</u>	<u>Enrollments</u>	<u>Classrooms Needed</u>	<u>Classrooms Available</u>		<u>Classrooms Short</u>
			<u>Adequate</u>	<u>Inadequate</u>	
1960	850	29	17	6	6
1961	872*	30	19	6	5
1962	706**(SP-5)	24	19	6	0
1963	731	25	19	6	1
1964	768	26	19	6	1
1965	781	27	19	6	2
1966	920*** (SP-6)	32	31	3	0
1967	942	33	31	3	0
1968	977	34	31	3	0
1969	1044	34	31	3	0
1970	1018****	35	33	0	0

* Have two classrooms at Weatherbee School

** Includes Sub-Primary to grade 5 inclusive

*** Have completed by 1966 a 12 classroom school in the Westbrook Terrace area; see Step II - Revert to Sub-Primary to 6th grade in the elementary system, 7-12 in secondary system, abandon Old Academy and McKinley Schools.

**** Add by this date 6 classrooms to proposed school in Westbrook Terrace development (See Step III) abandon Hannibal Hamlin School.

Classroom Needs - Secondary Schools

<u>Year</u>	<u>Enrollments</u>	<u>Classrooms Needed</u>	<u>Classrooms Available</u>		<u>Classrooms Short</u>
			<u>Adequate</u>	<u>Inadequate</u>	
1960	339 (8-12)	14	8	7	0
1961	364	15	8	7	0
1962	588 (6-12)*	23	20	7	0
1963	635	24	20	7	0
1964	680	26	20	7	0
1965	716	28	20	7	1
1966	624 (7-12)**	25	24	0	1
1967	661	26	24	0	2
1968	674	27	24	0	3
1969	694	28	24	0	4
1970	719***	28	28	0	0

* Have completed by this date 12 classrooms adjacent to the New Academy building (See Step 1) enrollments now include grades 6-12, utilize Old Academy School for grades 6-7, High School and new Junior High for grades 8-12 inclusive.

** Have completed 4 classrooms at the Academy and accommodate grades 7-12 (See Step II)

*** Add 4 classrooms to the Junior High.

School Construction Program:

Step I - 1961: Build new gymnasium, cafeteria and kitchen at the Weatherbee School and convert present all-purpose room to two classrooms. Retain temporarily the 8th grade at the Old Academy Building.

Step II - 1962: Have completed by 1962 a 12 classroom junior high, separate from but attached to the present new Academy Building. The building to include 12 classrooms, 1 science laboratory and a cafeteria that could accommodate both Academy and junior high students. The present facilities in the Academy, i.e., library, teachers' rooms, science and home economics room could be utilized by both schools. The 6th and 7th grades as well as the 8th would be housed in this building, thus reducing the pupil load in the Weatherbee School which at present houses the 6th and 7th grades.

Step III - 1966: Have completed by this date a 12 classroom elementary school on a site in the vicinity of Westbrook Terrace section. The school should include 12 classrooms, a small gym, principal's office, cafeteria and clinic room. Add 4 classrooms to the proposed junior high to house the 9th grade. Abandon the old Academy Building.

School Construction Program, Cont'd:

Step IV - 1970: Add 6 classrooms to the above proposed elementary school, also add 6 classrooms to the Academy. Four classrooms are needed but six will be used shortly thereafter.

Step V (Alternate): Instead of the 6 classrooms at the proposed elementary school, the town could build a 7 classroom school with all-purpose room, etc., on a site south of the Kennebec Road. By 1970, the School Board can check the residential growth in both areas to determine the more desirable location for the school.

The enrollments to 1964 are based on the present rate of natural increase and the present high rate of in-migration. The enrollments beyond 1964 are based on the present birth rate. However, if the high in-migration trend continues, an additional 12 classrooms will be needed from 1965 to 1970. New registration of students from 1960 - 1964 will reveal whether or not the trend is continuing.

The building program, as outlined, is based on the assumption that the accepting of tuition students will be eliminated and the 8th grade will be allowed to remain in the old Academy building. With the additional 2 classrooms the classroom load will be about the same as 1960, but it will allow time for the town to pursue an adequate building program.

It is obvious from the study that the carrying out of the proposed recommendations will require coordinated effort by the town and the Academy trustees. This will result in reducing construction costs for both by eliminating the need for some separate facilities, i.e., gym, cafeteria, etc.

SECTION XI

IMPLEMENTATION

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IMPLEMENTATION

Introduction

As a community develops it must not only renew and replace worn out, obsolete or otherwise inadequate facilities and equipment but it also must increase its plant and services to serve a growing population. Furthermore, as the standard of living rises, new facilities must be provided if the town is to stay on par with other communities of its kind. If a community does not make capital improvements in pace with development of its private sector, capital improvement needs pile up and it becomes increasingly expensive to meet them.

The capital improvements program is a priority list of major proposed capital improvements for the foreseeable future. Since unforeseeable developments may alter the situation in the years to come, and new needs may arise, the later parts of the program should be considered as tentative. Timing is very important in a capital improvement program. A site which can be cheaply and easily obtained early in the program might become difficult and expensive if not impossible to acquire later when developments have occurred near or on it. In those parts of the town which show a tendency to develop relatively early, provision should be made for acquisition or reservation of sites as soon as possible.

The capital budget is a six-year financial projection illustrating how the capital improvement program could be financed. While there is no ideal way to finance capital improvements, certain methods are better suited to particular improvements. Listed below are some usual methods with comments about their use.

Methods of Municipal Financing

Subdivision Improvements and Fees - A town can require developers to pay, wholly or partly, the cost for certain capital improvements, in proportion to the need for which their subdivisions contribute. Examples of this are streets and sidewalks, water and sewer lines, natural drainage ways, parks and schools.

Special Assessments - When a certain portion of a community derives special benefits from a particular capital improvement, a town can levy a special assessment against the properties concerned, in proportion to the benefit they enjoy. Formulas may be developed to define the relationship between the properties directly benefiting and the community as a whole which may also benefit indirectly.

Current Income - A community can pay for certain improvements of moderate cost out of its current income. The money available for this use is the difference between operating expenses and current income. This method, sometimes called "pay-as-you-go", should be used whenever possible.

Bank Notes - Like a business, a municipality can obtain short term loans from banks. The amounts that can be borrowed against bank notes are relatively small.

Revenue Certificates - A town or special district can borrow money from the general public by selling revenue certificates to be repaid by revenues resulting from the improvements. This kind of borrowing can be done outside the debt limit of the town. Utility systems are often financed in this manner.

General Obligation Bonds - A town can borrow money from the general public by selling general obligation bonds with the taxable property of the town as collateral. State law limits the extent of such borrowing to 7.5% of the assessed property valuation. Interest and principal are repaid gradually out of property taxes. This type of financing is best suited for facilities which are not revenue producing such as library, town office, parks, playgrounds and fire station.

Aid from County, State or Federal Agencies - Most communities are eligible for a variety of grants and loans from various governmental agencies. The laws and policies for such aid change constantly. The town should keep informed about them. Special attention is directed to the possibilities of obtaining land from a governmental agency as it discontinues use of its land. Examples of community improvements for which aid often can be obtained are: planning of the community, planning, design, and construction of many community facilities such as certain harbors, airports, highways, roads, streets, sewer facilities, hospitals, schools and open space as well as planning, design, and construction of urban renewal and public housing projects.

Gifts from Private Citizens - Bequests, grants, donations, etc. of land, buildings, equipment, development rights, use rights, and money are sometimes made to towns. A large manufacturing company may wish to build a swimming pool for the town. An estate or trust may give money or land to the town for a public park. A service club may raise money for a library. Such contributions are welcome additions to the community facilities in a town. Care should be exercised, however, so that a particular public use may be unfavorably located or require remodeling at a cost greater than the cost for construction of a new building. A town could actively solicit gifts from its citizens. Incentives that can be offered include tax concessions and naming of public facilities in honor of benefactors.

Analysis of Financial Capability

The town's financial capability for capital improvements consists essentially of the difference between its probable operating costs and its probable income. Borrowing can enable the town to defer costs for capital improvements.

We can develop an understanding of the probable operating costs for the budget period by examining the operating cost over the last few years and making projections on the basis of current trends and expected changes in operations. The probable available income is derived mostly from

property taxes which depend on the probable assessed property valuation and the tax rate. Projections of current trends in property valuations over the last few years provide a fairly reliable estimate of future assessed valuation. Other probable income for the budget period can be estimated through projection of current trends. The tax rate is later computed to produce enough taxes to meet the part of operating costs and costs for capital improvements not covered by other revenues.

The town's ability to borrow money by means of general obligation bonds and thus to defer payments for capital improvements is the difference between the total borrowing capacity, which for bonded loans is 7.5% of the probable assessed valuation, and the probable debt. The borrowing capacity can be projected as a function of the projected assessed valuation. Future debt can be accurately determined.

The following tables illustrate the factors described above. For the past years, actual figures are shown. Projections for the next six years were computed by the methods indicated. The following procedure has been used in preparation of the tables: 1. figures were compiled relating to incomes, expenditures, debts, reserves, property valuations and tax rate for the last five years. Operating costs have been separated where possible from capital expenditures; 2. estimates were made of probable operating expenditures for the budget period including debt service but excluding expenditures for new capital improvements; 3. estimates were made of probable income from sources other than property taxes for the budget period; 4. probable property valuation for the budget period was estimated; 5. tax rate necessary to cover estimated probable operating expenditures for the budget period was computed; 6. existing debt for budget period was determined; 7. unused borrowing capacity was computed.

It has been assumed that the annual operating budget for protection should be increased by \$12,000 in 1963 and the budget should remain on the new level for the following years. It also has been assumed that a recreation department should be started in 1963 with an annual budget of about \$12,000. In order to operate the proposed library, an annual Municipal Library Department expense of about \$20,000 starting in 1965 has been incorporated.

ANALYSIS OF HAMPDEN'S FINANCIAL CAPABILITY

	<u>ACTUAL</u>				
<u>EXPENDITURES</u>	<u>1957</u> ending <u>1/31/58</u>	<u>1958</u> ending <u>1/31/59</u>	<u>1959</u> ending <u>1/31/60</u>	<u>1960</u> ending <u>1/31/61</u>	<u>1961</u> ending <u>1/31/62</u>
General Government	\$16,309	\$18,788	\$20,372	\$22,216	\$24,844
Protection	30,789	33,661	38,996	38,292	39,411
Health & Sanitation	2,598	2,130	2,706	2,506	2,509
Highways	35,780	38,910	45,474	52,966	57,728
Charities	18,790	17,633	15,168	18,205	18,481
Cemeteries	4,047	4,864	6,313	5,914	5,201
County Tax	6,848	6,420	6,206	6,206	7,475
Unclassified	2,324	3,104	4,562	6,163	5,340
- Sub-Total	117,485	125,510	146,594	152,468	160,989
Education Oper. Cost	<u>1/</u>	<u>1/</u>	<u>1/</u>	<u>1/</u>	<u>1/</u>
Capital Improvements	45,886	22,927	33,445	22,567	13,647
(New Fire Sta.-Protection)	(22,740)	(2,500)			
(Carver Rd. Sewer-H&S)	(6,061)				
(Tar. Rd. - Highways)	(5,085)	(6,112)	(4,776)	(5,977)	(6,147)
(Equip. Pur.-Highways)	(12,000)				
(Recuscitator - H&S)		(656)			
(Dewey St.Sewer-H&S)		(986)			
(Schoolhouse Lane Sewer- H & S)		(928)			

1/ Not readily available.

ANALYSIS OF HAMPDEN'S FINANCIAL CAPABILITY

<u>EXPENDITURES</u>	<u>PROJECTED*</u>					
	<u>1962</u> ending <u>1/31/63</u>	<u>1963</u> ending <u>1/31/64</u>	<u>1964</u> ending <u>1/31/65</u>	<u>1965</u> ending <u>1/31/66</u>	<u>1966</u> ending <u>1/31/67</u>	<u>1967</u> ending <u>1/31/68</u>
General Government Protection		\$12,000 etc.				
Health & Sanitation						
Highways						
Charities						
Cemeteries						
County Tax						
Unclassified						
Sub-Total	\$172,000	\$195,000	\$206,000	\$217,000	\$228,000	\$239,000
Educ. Oper. Cost	223,669 <u>1/</u>	255,000 <u>2/</u>	286,000	317,000	348,000	379,000
Total Oper. Exp.	395,669	450,000	492,000	534,000	576,000	618,000
Recreation		12,000 etc.				
Library				20,000 <u>2/</u> etc.		
Sub-Total	395,669	462,000	504,000	566,000	608,000	650,000

1/ Based on 1962 appropriation

2/ At least another \$10,000 to be derived annually from donated endowments.

ANALYSIS OF HAMPDEN'S FINANCIAL CAPABILITY

	<u>ACTUAL</u>				
	1957	1958	1959	1960	1961
	ending	ending	ending	ending	ending
<u>Expenditures Cont'd.</u>	<u>1/31/58</u>	<u>1/31/59</u>	<u>1/31/60</u>	<u>1/31/61</u>	<u>1/31/62</u>
(Town Rd. Improvements- Highways)		(7,049)			
(Truck Purchase-Highways)		(4,695)			
(Sub-Station-Protection)			(868)		
(Kenn. Rd. Sewer-H&S)			(9,320)	(1,014)	
(Spec.Rd. Equip.-Highways)			(9,506)	(8,976)	
(Emer. Rd. Repair-Highways)			(1,621)		
(Plan.Program-Unclassified)			(1,250)		
(Radio Equip.- ")			(1,104)		
(Mun.Gar.Res.- ")			(5,000)	(5,000)	(5,000)
(Equip.Res. - ")				(1,600)	(2,500)
<u>Mun. Bank Debt Service & Pay't.</u>					
Mun. Bank Debt Service	4,068	4,436	3,673	3,670	3,698
Mun. Bank Debt Payment	16,000	20,500	16,800	13,500	8,500
(Fire Sta. Note)					(2,500)
(Sewer Note)					(3,000)
(Loader Note)					(3,000)

ANALYSIS OF HAMPDEN'S FINANCIAL CAPABILITY

	PROJECTED					
	1962	1963	1964	1965	1966	1967
	ending	ending	ending	ending	ending	ending
<u>Expenditures Cont'd.</u>	<u>1/31/63</u>	<u>1/31/64</u>	<u>1/31/65</u>	<u>1/31/66</u>	<u>1/31/67</u>	<u>1/31/68</u>
<u>Mun. Bank Debt Serv. & Pay't.</u>						
Mun. Bank Debt Service	3,000 ^{1/}	3,000 ^{1/}	3,000 ^{1/}	2,000 ^{1/}	2,000 ^{1/}	2,000 ^{1/}
Mun. Bank Debt Pay't.						
(Fire Sta. Note)	2,500	2,500	2,500	2,500	2,500	2,500 ^{2/}
(Sewer Note)	735 ^{2/}					
Total Expend. for operations & debt service & payments for debt entered into before 1963	403,000	468,000	510,000	571,000	614,000	655,000

Note: Additionally Hampden is liable for the major portion of the debt incurred by the School Administrative District. Please refer to table on page XI-10.

^{1/} Approximate amounts

^{2/} Last Payment

ANALYSIS OF HAMPDEN'S FINANCIAL CAPABILITY

	<u>ACTUAL</u>				
<u>INCOME</u>	1957 ending 1/31/58	1958 ending 1/31/59	1959 ending 1/31/60	1960 ending 1/31/61	1961 ending 1/31/62
Poll Taxes	2,539	2,535	2,439	2,505	2,565
Other Revenues	^{1/}	^{1/}	^{1/}	^{1/}	^{1/}
Property Taxes	247,984	255,900	282,910	307,991	340,237
Property Valuation	2,407,610	2,508,820	5,143,820	5,310,190	5,670,198 ^{2/}
Tax Rate	.103	.102	.055	.058	.060
Tax Rate on basis of market value					.024-.030
Borrowing Capacity, 7.5% of property valuation	247,984	255,900	282,910	307,991	425,296
Act. Debt Bonded (Sewer Bond)	12,000 (12,000)	9,000 (9,000)	6,000 (6,000)	3,000 (3,000)	
Unused Bor. Cap.	235,984	246,900	276,910	304,991	425,296
Other Mun. Debt	66,035	48,535	34,735	24,235	15,735
(Sewer-two)	(15,735)	(10,735)	(6,735)	(3,735)	(735)
(Fire Station)	(25,000)	(22,500)	(20,000)	(17,500)	(15,000)
(Shovel-Loader)	(12,000)	(9,000)	(6,000)	(3,000)	
(Fire Truck)	(8,000)	(5,000)	(2,000)		
(Stanley Bridge)	(3,300)	(1,300)			
(Grader)	(2,000)				

^{1/} Not readily available

^{2/} 40%-50% of market value

ANALYSIS OF HAMPDEN'S FINANCIAL CAPABILITY

<u>INCOME</u>	<u>PROJECTED</u>					
	1962 ending 1/31/63	1963 ending 1/31/64	1964 ending 1/31/65	1965 ending 1/31/66	1966 ending 1/31/67	1967 ending 1/31/68
Poll Taxes	\$2,615	\$2,665	\$2,715	\$2,765	\$2,815	\$2,865
Other Revenue	30,000	35,000	40,000	45,000	50,000	55,000
Sub-Total	32,615	37,665	42,715	47,765	52,815	57,865
Property Taxes	360,000	430,000	467,000	523,000	561,000	697,000
Total Income	403,000	468,000	510,000	571,000	614,000	655,000
Property Valuation	5,982,610 ^{1/}	6,294,610 ^{1/}	6,606,610 ^{1/}	6,918,610 ^{1/}	7,230,610 ^{1/}	7,542,610 ^{1/}
Tax Rate	.060 ^{1/}	.062 ^{1/}	.071 ^{1/}	.076 ^{1/}	.077 ^{1/}	.079 ^{1/}
Tax Rate on basis of Market Value @ 50% of valuation	.30					
Borrowing Capacity, 7.5% of Prop.Val.	448,696	472,096	495,496	527,896	542,296	565,701
Unused Bor. Capacity	448,696	472,096	495,496	527,896	542,296	565,701
Other Mun. Debt	12,500	10,000	7,500	5,000	2,500	-
(Fire Station)	(12,500)	(10,000)	(7,500)	(5,000)	(2,500)	-

^{1/} Excluding Capital Improvements after 1961

ANALYSIS OF HAMPDEN'S SCHOOL COSTS

	1962 ending <u>1/31/63</u>	1963 ending <u>1/31/64</u>	1964 ending <u>1/31/65</u>	1965 ending <u>1/31/66</u>	1966 ending <u>1/31/67</u>	1967 ending <u>1/31/68</u>
Mun. Approp. for Hampden & Newburg for Education	\$266,412					
Hampden Mun. Educ. Approp.	252,825					
Newburg Mun. Educ. Approp.	13,587					
Total School District Debt						
School Debt Service	14,668	21,578	20,283	18,988	17,693	16,398
(\$300,000 issue)	(2,338)	(4,538)	(4,263)	(3,988)	(3,713)	(3,438)
(\$ 70,000 issue)	(450)	(750)	(600)	(450)	(300)	(150)
Sub-Total	2,988	5,288	4,863	4,438	4,013	3,588
(\$330,000 issue)	(11,880)	(11,340)	(10,800)	(10,260)	(9,720)	(9,180)
(\$150,000 issue)		(4,950)	(4,620)	(4,290)	(3,960)	(3,630)
Sub-Total (last two)	11,880	16,290	15,420	14,550	13,680	12,810
School District Debt Payments	30,000	40,000	40,000	40,000	40,000	40,000
(\$300,000 issue '54)	(10,000)	(10,000)	(10,000)	(10,000)	(10,000)	(10,000) ^{1/}
(\$ 70,000 issue '53)	(5,000)	(5,000)	(5,000)	(5,000)	(5,000)	(5,000) ^{2/}
Sub-Total	15,000	15,000	15,000	15,000	15,000	15,000
(\$330,000 issue '61)	(15,000)	(15,000)	(15,000)	(15,000)	(15,000)	(15,000) ^{3/}
(\$150,000 issue '62)		(10,000)	(10,000)	(10,000)	(10,000)	(10,000) ^{4/}
Sub-Total (last two)	15,000	25,000	25,000	25,000	25,000	25,000
Debt Prin. & Int. Payment last two issues	26,880	41,290	40,420	39,550	38,680	37,810
Debt Prin. & Int. Payment first two issues	17,788	20,288	19,438	19,438	19,013	18,588
Debt Prin.&Int. Pay't. paid by District after 52% aid from State for last two issues	12,902	19,819	19,402	18,984	18,566	18,149
Total Debt Prin.& Int./District	30,690	40,107	38,840	38,422	37,579	36,737
Hampden's 95% share	29,156	38,102	36,898	36,501	35,700	34,900
Hampden's share of Oper.Costs	223,669					

^{1/}Last Payment in 1979

^{2/}Last Payment

^{3/}Last Payment in 1986

^{4/}Last Payment in 1977

TENTATIVE CAPITAL IMPROVEMENT PROGRAM

A great many capital improvements are suggested for the budget period. They represent an accelerated public effort to make Hampden more attractive to its residents and to prospective newcomers, including industries, to improve educational opportunities for children, and to furnish new employment opportunities.

Some money could be brought in under various federal and state programs. Programs for assistance from federal and state agencies are mentioned below in connection with the recommended improvements. Most of the cost for the recommended capital improvements would have to be paid by the town, however. Deficit financing will be necessary in some cases. Through use of general obligation bonds and occasionally bank notes, the cost should then be defrayed over a number of years. In such cases the town is advised to undertake the proposed improvements at an early date. Waiting two to five years for one improvement would have little effect on the town budget, only postponing annual payments for that improvement for these years. While waiting, the town would be deprived of the use of the improvement and would risk having to pay a higher price for it because of inflation, higher costs, and perhaps because of discontinuance of current federal and state assistance programs.

For those capital improvements which should be accomplished over a number of years, it is recommended that Hampden make regular annual appropriations. Money thus appropriated should be used for various projects in the order shown on an official priority list. This method has the advantages that it moderates the changes in the annual budget from year to year and that it assures all citizens of steady systematic improvements throughout the town. Current revenues can and should be used for most of these programs. Several of the recommended appropriations for such purposes are estimated so as to accomplish the planned improvements before the end of the 20-year planning period. Since many improvements in question should have been made several years ago, the recommended amounts represent an accelerated effort to catch up. When the point is reached where community facilities are adequate the annual appropriation should be lessened to parallel the current growth of the town. After a few years when a number of improvements have been accomplished, it will become evident whether the recommended annual appropriations are appropriate or should be adjusted.

The following annual capital improvement programs are recommended for the budget period:

Program for acquisition of land and development of playgrounds and parks for local use - An average annual appropriation of \$5,000 from current revenues is recommended. It is suggested that the proposed facilities be established as early as possible in the planning period. This can be accomplished either by making the annual appropriation larger, say \$10,000, the first few years or by deferring the cost by borrowing and paying back the borrowed money from the recommended average appropriation. Efforts should be made to obtain donations. The help of all service clubs should be solicited. Priorities for the projects are shown in the community facilities section.

Program for participation in acquisition of land and development of recreational facilities for regional use - Suggested average annual appropriation \$2,500 from current revenues. This money should be accumulated until needed. The proposed amount will initiate this program but may prove insufficient. It should be augmented by an appropriation at the time a project is planned.

Program for acquisition and replacement of firefighting equipment.
Recommended appropriation: \$12,000 from current revenues.

Program for rural road improvements - Recommended appropriation: \$5,000 from current revenues over and above the regular Public Works appropriation which may permit some road or street improvements. This appropriation will be augmented by state assistance money. Priorities are shown in the traffic section.

Program for improvements of urban streets - Recommended appropriation: \$10,000 from current revenues over and above the regular Public Works appropriation which may permit some road or street improvements. Priorities are shown in the traffic section.

Program for construction of new streets - Recommended appropriation: \$5,000 from current revenues over and above what money that may be available in the operating budget. It is suggested that most of the streets needed in the planning period be built as soon as possible. To pay for this borrowing may be used to defer the payments. Another possibility is to increase the annual appropriation to, say, \$10,000 the first few years. Money for this account should be raised partly through increased taxes from properties benefiting from street to be constructed, shown with priorities in the traffic section. Industrial and commercial developments and the town center are contingent upon construction of streets under this account. In order to hurry the construction of the initial streets it may be necessary to defer the payments by means of bank notes.

Program for sidewalk construction and improvements - Recommended average appropriation: \$4,000 from current revenues. Priorities are shown in the traffic section.

Program for sewer system improvements - Recommended appropriation: \$5,000 from current revenues. This amount should be raised partly through additional taxes levied against properties benefiting from improvements. Restraint should be used in making improvements in the sewer system before the recommended 702 sewer study has been completed. This program should be terminated when a Sewer District becomes operative.

Street tree program - Recommended appropriation: \$2,000 from current revenues. The program should be designed to care for existing trees and for their replacement as well as for planting and care of trees along treeless streets.

Contingency for unforeseen capital improvements - It is recommended that \$5,000 be appropriated for this purpose the first two years. The appropriation for subsequent years should be large enough to maintain a reserve of \$10,000. This contingency would cover lesser improvements such as a new boiler, new pieces of furniture, and unforeseen repairs.

The following capital improvements are recommended or anticipated for certain years in the budget period. Those which are very costly and occur irregularly should be financed through borrowing.

The school improvements listed below are derived from an interview with Mr. Earl C. McGraw, Superintendent of the School Administrative District. The recommendations of the first phase of the Comprehensive Plan, dated 1960, have been changed as a result of the recent additions to the Weatherbee School.

Capital improvements to the school plant do not burden the town's borrowing capacity. However, they do affect annual appropriations from the town to the School Administrative District for retirement of debt.

The School Administrative District is eligible for state assistance. Such assistance amounts presently to 52% of the District's annual principal and interest payments for funds borrowed before 1960 plus about 57% of the operating costs. Of all the remaining costs borne by the District, the town of Hampden pays 95% and the town of Newburg 5%.

1963

It is recommended that the town, the School District, the Hampden Academy, the proposed Sewer District and the Cemetery Trusteeship, without delay, acquire options on land intended for public use as recommended in the Comprehensive Plan. The cost for these options should be negligible in this context. The Planning Board has the responsibility to initiate these measures.

Build Public Works building. Estimated cost - \$40,000. \$20,000 has already been set aside for this purpose through a \$5,000 per year program appropriation initiated four years ago. The remaining \$20,000 is expected to be financed through bank notes to be repaid in the amount of \$5,000 per year over another four years.

Undertake a "702" study of the sewer system. This study will not cost the town anything now.

Establish a new dump. Estimated cost: \$2,000 from current revenues.

Establish an Urban Renewal Authority. This will not cost anything and will not authorize any urban renewal measures.

1964

Prepare property maps. Estimated cost: \$15,000. Method of financing - bank notes.

If the sewer study so recommends, establish a sewer district. Tentative cost: \$5,000 from current revenues.

Acquire land and build a Library. Estimated cost: \$110,000. Donations should be solicited. Tentatively the town should count on contributing \$25,000 to be raised through general obligation bonds.

1965

Acquire land and build an elementary school on a site in the vicinity of the Westbrook Terrace development. The school should contain 12 classrooms, a small gym, principal's office, cafeteria and clinic room. This project should be completed by fall of this year. Estimated cost - \$300,000. This will release space in Weatherbee School, the recent addition to which would then be used as junior high, possibly augmented with 3 classrooms. Estimated cost - \$50,000.

1966

Land should be acquired and a new central fire station and police office should be constructed at a tentative cost of \$75,000 financed through general obligation bonds. These facilities should be designed as a contiguous part of a larger facility eventually to contain also a new town office.

1967

Urban renewal program. Allow \$50,000 to be raised by means of general obligation bonds.

1968

No specific capital improvements recommended.

It is not possible to make an accurate capital improvement program for the time after the budget period, that is for the years 1969-1980. However, the proposed annual capital improvement program should be continued, perhaps with lower appropriations in some cases.

Further expansion of the school plant probably will be needed. In 1970, 6 classrooms should be added to the above proposed new elementary school. Estimated cost - \$100,000. Another 6 classrooms should also be added to the Academy by this time. Estimated cost - \$120,000.

A new town office should be built as a contiguous part of the above proposed main fire station-police headquarters. Tentative cost - \$75,000.

A recreation center building should be constructed and property revaluation should be made.

CAPITAL BUDGET FOR HAMPDEN

	Total Cost to Town or School Admin. District	1963	1964	1965	1966	1967
Program for Loc. Rec. Facilities		\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
Program for Reg. Rec. Facilities		2,500	2,500	2,500	2,500	2,500
Program for Fire-fighting Equip.		4,000	4,000	4,000	4,000	4,000
Program for Public Works Equip.		12,000	12,000	12,000	12,000	12,000
Program for Rural Road Improvement		5,000	5,000	5,000	5,000	5,000
Program for Urban Street Improvement		10,000	10,000	10,000	10,000	10,000
Program for New Roads & Streets		5,000	5,000	5,000	5,000	5,000
Program for Sidewalks		4,000	4,000	4,000	4,000	4,000
Program for Sewers		5,000	5,000	5,000	-	-
Program for Street Trees		2,000	2,000	2,000	2,000	2,000
Contingency		5,000	5,000	5,000	5,000	5,000
Sub-Total		59,500	59,500	59,000	54,500	54,500
Options	Negligible					
New Public Works building	\$35,000 notes	5,000	3,000	2,000	-	-
Sewer Study	No cost					
New Dump	2,000	2,000	-	-	-	-
Establish Urban Renewal Authority	No cost		Establish			
Property Maps	15,000 notes	5,000	5,000	5,000	-	-
Establish Sewer District	5,000	-	5,000	-	-	-
New Library	25,000 G.O. Bonds		Build	2,500	2,500	2,500 <u>1/</u>
New Fire Station & Police headquarters	75,000 " "				Build	3,750
Recreation Center	25,000 " "					Build <u>2/</u>
Total Cost for above Cap. Imp. excl. int.		71,500	72,500	69,000	57,000	60,750
Approx. int. for debts for above Cap. Imp.			1,000	900	4,000	4,400
Total cost-Cap. Imp. and Int.		71,500	73,500	69,900	61,000	65,150

1/ Last Payment in 1974

2/ \$2,500 per year 1968-1987

CAPITAL BUDGET FOR HAMPDEN

	Total cost for Town or School Admin. <u>District</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>
<u>Cont'd.</u>						
	School Admin.					
New Schools	\$350,000 Dis. Bonds		Build	Build	9,000 <u>1/</u>	9,000 <u>1/</u>
Interest for New School				6,000	6,000 <u>1/</u>	6,000 <u>1/</u>
Total cost New School & Int.				6,000	15,000 <u>1/</u>	15,000 <u>1/</u>
Tot.cost of above Cap. Imp.		71,500	73,500	81,900	91,000	95,150
Add. tax rate for above Cap. Imp.		.011	.011	.012	.012	.013
Total tax rate for Op. & Cap. Imp.		.079	.082	.088	.089	.092
Total Tax rate based on market value @ 40% valuation		.031	.034	.035	.030	.037
Bonded municipal debt for above cap. imp. at end of year			25,000	22,500	95,000	113,750
(Library)			(25,000)	(22,500)	(20,000)	(17,500)
(Fire Station-Police Headquarters)					(75,000)	(71,250)
(Recreation Center)						(25,000)
School debt for above cap. imp.				350,000	332,500	315,000
Total bonded municipal debt			25,000	22,500	95,000	113,750
Unused municipal borrowing capacity		472,000	475,000	506,000	447,000	452,000

1/ These figures are based on the assumption that the School Administration District will be eligible for state assistance at the same rate as currently. The full principal payment is \$17,500, the full interest payment is \$14,000.

ORDINANCES

A zoning ordinance with plan has been prepared as an integral of the comprehensive plan. A mobilehome ordinance and a subdivision regulation ordinance have also been prepared. The ordinances are published under separate covers.

