

**Minutes
Hampden Town Council
Services Committee
June 13, 2011 @ 6:00pm**

The meeting of the Hampden Town Council Services Committee was called to order at 6:05p.m. on Monday, June 13, 2011, at the Hampden Municipal Building by Chairperson Jean Lawlis.

Gretchen Heldmann, GIS/IT Specialist
Kurt Mathies, Recreation Director
Councilor Jean Lawlis, Chair
Councilor Kristen Hornbrook
Mayor Janet Hughes

Melanie Spencer, MSAD22
Jane Jarvi
Monica Small
Albie Valcourt
Mark Cormier

1. Approval of Minutes

Minutes approved with no objections.

2. Old Business

A. MSAD22 Trails Grant

Melanie gave an update – see handout, attached. The trails group needs to decide how wide the trails are going to be, and what the surface will be, in order to really nail down any cost estimates. The school is happy with everything in the MOU except they want to revisit the maintenance section, and would like to know if there are any opportunities to share the cost over the ten year period (Melanie is just the messenger here). The committee will need to meet with MSAD22 directly to discuss and work out the details. They currently are not willing to commit to a 50/50 split. The committee needs more details and more solid estimate numbers. Melanie did some research on trail maintenance costs – see handout, attached. There was a question as to what happens at the end of the ten year period – the MOU would be revisited, amended as necessary, and renewed. Volunteers cannot do all the work due to liability concerns. Gretchen noted that there was a lot of vandalism this past spring at the Bangor/Orono bog boardwalk and in fact volunteers did do a lot to help fix it – so she suggested Melanie contact them for info on actual liability issues. About 90% of this project is proposed for town-owned land, with the remaining 10% proposed for school-owned land. Melanie will check on GPS data from Fred to send to Gretchen. The June 25th 9am site meeting walk-through is still on. The committee would like to see it mentioned in the Government on the Go bi-weekly email. Melanie will email the list of abutters and will put up some signs and balloons in front of the school the day of the meeting. The question of allowing snowmobile access was raised, and it was determined this is still something being worked out. Access may be

prohibited when the trails are groomed for skiing. There was some confusion over whether any section of proposed trail is shared with the pipeline or not – Melanie will obtain the GPS data from Fred in order to confirm if it does or not. Mayor Hughes noted that when the project goes out to bid, cost estimates should include boundary survey work.

B. Subcommittee Updates

Tree Board – Gretchen reported that the number one reason Tree Board members left or did not renew their term was due to other time commitments. They were also frustrated at the process and delays in implementing their ideas and hard work. Jane commented on the current environment, hostile committees and meetings, hostile abutter reactions to the D. Dix work the Tree Board had proposed, and the hostile work environment – which she noted is illegal. Gretchen stated she does not have time to continue work on getting estimates for harvesting D. Dix Park when it is possible the Council will just say no and she will have spent all that time on it. She asked for a little more guidance on what the Council wants to do, something a little more firm. Mayor Hughes asked her to prepare a summary statement for the next meeting (see also 3B).

HOTDOG – The next meeting is next Tuesday. The current estimate for the entire project is \$45,000 and they would get it all from donations. They are working on finalizing details.

FoDDix – Jane reported that there are a couple community work days coming up – this Thursday they are putting in the water line access and potentially pouring a slab, and June 25th they are putting gravel on the badly eroded areas of the trail. Kurt is the contact for more information, but no need to publicize as it is meant as a working day for FoDDix members. Councilor Lawlis noted that the owner of the house that has the right-of-way access to the back of the park off Hopkins Road has their house under contract.

3. New Business

A. Daisey Lane Open Space (Pocket Parks) Issue – Monica Small

Monica read a letter she had prepared, attached. She also presented photos she had taken over the years of the open space in front of her house. She stated that currently the issue is dog feces. She has been told there is a homeowner's association, but she cannot find any more information on how to become a member or get involved. She has contacted code enforcement and the police over the years, and is very frustrated with the town's lack of management of these small parcels of open space. Gretchen pointed out a few things: the town has a history of accepting these small pieces of open space throughout town, including the proposed subdivision for behind Monica's house, which currently has eight parcels of proposed open space; there may be private subdivision covenants for Daisey Lane that would have to be investigated; there is a financial cost associated with managing all these small parcels and it is something the town needs to address; the town has known that these small pieces (recently

referred to as “pocket parks”) are a management issue and need to be addressed – hence being listed as a Task Item at the bottom of each Services agenda; the town has been working on an Outdoor Facilities Ordinance (OFO) which may help in managing pocket parks. Gretchen noted she has some money to plant trees remaining in her budget, but if they plant trees at this pocket park, it does set a precedent and ultimately the Council needs to set a policy going forward on how to manage these pieces (such as addressing Pocket Parks and the OFO). Jane pointed out that in her previous town, they formed a group and took control of managing these pieces – cleaned them up, put in a community garden, etc. Councilor Lawlis encouraged Monica to help see the OFO through completion. Councilor Lawlis and Mayor Hughes noted the town does not have the resources at this time to manage all these small pieces, but they may be able to help facilitate a neighborhood meeting to try and get folks to work together.

B. Review Task Items

In light of Monica’s presentation, the committee felt it would be wise to put the OFO and Pocket Parks on the next agenda. Also for the next agenda, Gretchen will make a short presentation regarding harvesting in Dorothea Dix Park as it relates to staff time constraints and Council financial support for the project. Gretchen and Kurt will prepare an inventory of open space parcels – size, location, current use. There was a discussion about the creation of a Parks Department – the demand is there but resources are lacking. Kurt’s job description does not include parks but he has spent a lot of time on them in the last few years, evidenced by trending topics at Services and Council meetings. Gretchen also does not have any outdoor-related tasks in her job description but has helped out where possible, given her education in forestry. The committee noted there seems to be a difference in attitudes towards parks depending on whether a person lives in the rural area or the more urban area of town. Kurt mentioned the possibility of a recreation center, and the committee agreed it would be looked at similar to the pool – a great idea, but a potential funding problem.

4. Public Comment

5. Committee Member Comments

The next meeting is July 11, 2011 at 6:00pm.

The meeting was adjourned at 8:25pm.

Respectfully submitted,

Gretchen Heldmann
GIS/IT Specialist

Hampden Recreational Trail Grant

1. Project Update
 - a. Federal funds
 - b. Trail design work
 - c. Review project schedule (below)

2. MOU
 - a. Determine next steps

3. Planning for June 25 Site Visit
 - a. Goals/intentions
 - b. Publicizing event
 - c. Activities
 - d. Roles/responsibilities

Project Schedule:

By end of June:

- Determine trail widths, bed materials, bridge construction plan
- Overlay GPS data with maps and trail plan
- Hold site visit
- Secure applicant for RTP bridges grant

By end of July:

- MOU finalized and approved by School Board and Town Council
- Final trail plan and budget
- Complete all paperwork (LOS, etc.)
- Determine funding strategies



National Trails Training Partnership

Section 508 Navigation

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Trail Maintenance and Management

Hosted by AmericanTrails.org

Operations, Maintenance, and Stewardship 101

Operations, maintenance, and stewardship are essential to the safe use, enjoyment, and long-term success of any trail.

From the Fall 2005 issue of [Trail Tracks](#), the magazine of American Trails

By Robert Searns
American Trails Board

"A community with trails and greenways needs to invest over the long term in a quality O & M program."

It's not as glamorous as building the trail. There is no ribbon cutting for a maintenance program and seldom does upkeep win a national award. Yet, operations, maintenance, and stewardship are essential to the safe use, enjoyment, and long-term success of any trail. Increasingly, planners and elected officials want to see a workable O & M plan. They want to know the cost and how it will be funded.

Indeed, an excellent project concept may die on the vine if these challenges are not adequately addressed. Here is an outline of the key elements of this vital aspect of trail management:



Trails must do many things: promote safety, protect the environment, and provide quality experiences.

Operations and Maintenance Defined

Operations and Maintenance refers to the day-to-day upkeep as well as the smooth and safe functioning of a trail, greenway or trail/greenway system. The term **Stewardship** refers to long-term care and oversight of the trail resource. This is essential to assure it will be sustained as a quality component of the community infrastructure and a good neighbor to adjacent properties and surrounding natural environment. Stewardship also includes building community support and advocacy so the integrity of the trail or greenway will not be compromised in the future.

Routine Maintenance refers to the day-to-day regimen of litter pick-up, trash and debris removal, weed and dust control; trail sweeping, sign replacement, tree and shrub trimming and other regularly scheduled activities. Routine maintenance also includes minor repairs and replacements such as fixing cracks and potholes or repairing a broken handrail.

Remedial Maintenance refers to correcting significant defects as well as repairing, replacing, or restoring major components that have been destroyed, damaged, or significantly deteriorated during the life of the project. Minor repairs such as repainting, seal coating asphalt pavement, or replacing signs may occur on a five to ten-year cycle. Major reconstruction items might occur over a longer period— up to 100 years or more— or after an event such as a flood. Other examples include stabilization of a severely eroded hillside, repaving a trail surface, or replacing a bridge. Remedial maintenance should be a consideration in formulating a long-term capital improvement plan, though budgeting could be on an individual and as-needed or anticipated basis.

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- [Cool trail solutions](#)
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► For more opportunities for training on trail design, construction, and management see the [National Trails Training Partnership](#) area.



A quality O & M program addresses specific required tasks and begins with sound design, durable components, and a comprehensive management plan. The responsible officials and entities should embrace the plan at the beginning.

Programs and protocols that will endure should be instituted, including training of field and supervisory people. In addition, community groups, residents, business owners, developers and other stakeholders should be engaged in the long-term stewardship effort.

Guiding Principles for a Successful Program

The following guiding principles will help assure preservation of a first class system:

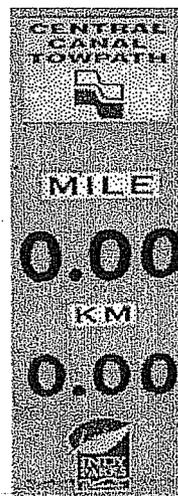
- Good maintenance begins with sound planning and design
- Foremost, protect life, property, and the environment.
- Promote and maintain a quality outdoor recreation experience.
- Develop a management plan that is reviewed and updated annually with tasks, operational policies, standards, and routine and remedial maintenance goals.
- Maintain quality control and conduct regular inspection.
- Include field crews, police and fire/rescue personnel in both the design review and on-going management process.
- Maintain an effective, responsive public feedback system and promote public participation.
- Be a good neighbor to adjacent properties.

An effective O & M plan should include the following areas:

- Maintenance: Routine and Remedial
- User Safety and Risk Management
- Programming and Events
- Resource Stewardship and Enhancement
- Marketing and Promotion
- Oversight and Coordination

Following are some of the typical O & M Activities for various types of trail amenities:

- Inspection and Citizen Response
- Trail Surface Maintenance
- Repaving and Pavement Overlays
- Sweeping/Street Sweeping (For On-Street Facilities)
- Street Surface Upkeep and Repair (On-Street Facilities)
- Parking Lot Repair at Trailheads
- Maintain Connecting On-Street and Sidewalk Routes
- Vegetation and Pest Management (e.g. Trimming Overhanging Branches)
- Irrigation Systems
- Litter and Trash Removal
- Graffiti and Vandalism Control
- Dust Reduction
- Address Detours/Disruptions (With Workable Alternative Routes)
- Remedy "Social Trails" (Such as Shortcuts)
- Repair Trail Structures and Fixture/Erosion Control
- Signage (Especially Safety Signage), Striping and Lighting
- Rest Areas, Shelters and Water Stations (Including Equestrian)
- Toilet Facility Service
- Patrol, Security, Enforcement, Safety Hazard Reduction
- Special Event Policies and Permitting
- Education and Enforcement



Mile markers can assist with maintenance as well as provide information for trail users.

Accident and Incident Data Tracking

User Safety and Risk Management

User safety is critical to trail design, operations and management. Trail planners and managers should implement a safety program that includes: systematic risk management assessment, inter-agency design review for all proposed improvements and accident and crime reporting. In addition to department managers, planners, designers and engineers, law enforcement, fire/rescue and field maintenance personnel should be consulted in the design and review process.

Important steps in this process include:

Use sound design and engineering principals in the planning and design phase. For instance, trail designs should conform to currently established standards such as the Guide for the Development of Bicycle Facilities available from the American Association of State Highway and Transportation Officials (AASHTO). Safety and regulatory signage should conform to the Manual of Uniform Traffic Control Devices available at <http://mutcd.fhwa.dot.gov/> from the Federal Highway Administration. For good references that address accessibility standards, design of primitive trails, mountain bike facilities, bridges, boardwalks, and other facilities, visit the American Trails website: www.americantrails.org.

Consult experts in bicycle facility engineering for difficult situations such as at-grade street crossings, trails built next to roads, mid-block crossings and other challengers. It may be advisable to have an engineer review the entire plan set. Remember, bikes are vehicles and should be treated as such.

Include all points of view. Involve members of both genders, a variety of age groups, and law enforcement and fire/rescue people in reviewing plans. Concerns with respect to safety and security will vary depending on the perspective.

Implement an emergency response protocol with law enforcement, EMS agencies, and fire and rescue department that includes mapping of trail and open space access points, design of trails and access roads (to accommodate up to 6.5 tons), an "address/location positioning system" such mile markers to identify locations and, where appropriate, 911 emergency phones in remote areas.

Implement a data base management system with law enforcement and fire/rescue to track specific location and circumstances of all accidents, reported incidents and crime and create a safety follow-up task force to address any problems that develop.

Routinely inspect for safety hazards, defective structures, missing safety signs, etc.

Promote user courtesy and trail etiquette and post and enforce safe user behavior and bicycle speed limits (in congested and risk areas).

Have a user feedback plan and problem hotline. Develop a procedure for timely and effective response.



Identifying roles and responsibilities of all workers is essential to good O & M planning.

Several steps can be effective on organizing leadership and effective administration of an O & M program including:

- Preparing and distributing an O & M manual with a specific listing of all functions, frequency of tasks, quality standards, and estimated unit costs and/or staffing requirements. This should be translated into an annual budget that anticipates build-out in five-year increments.

- The program should be goal-oriented and mission-focused based on the written and agreed to policies and guidelines.

- A lead individual or committee should be identified to serve as liaison/advocate for the system. This lead person should also work cooperatively with the respective department and agency heads and staff to assure a coordinated effort amongst all of the participants.

- Allocate discrete and adequate funding based on the written O & M program manual and annual budget.
- The program must be cost-effective with sustainable funding sources identified.
- Key participants in the O & M program should meet at least twice a year to assess performance for the past season and set direction, priorities, and funding needs for the upcoming season.
- Several agencies or jurisdictions may be involved in the management. Greenway systems often including neighboring communities or infrastructure partners such as a stormwater management agency or a highway department. An interagency maintenance agreement may be based on a memorandum of understanding (MOU) or other agreement that covers responsibilities, sharing of equipment, standards of performance, and cost sharing if applicable.

O & M costs and revenue

O & M costs can vary substantially depending on the facility, climate, and complexity of the system. For urban trail systems an annual per-mile cost might run from \$2500 to \$10,000.

Different sources of revenue may be identified including:

- General fund allocations;
- Revenue from right-of-way leases such as cable use;
- Participation and partnering with the stakeholders such as a flood control agency, streets department, or a homeowners association;
- Creation of an endowment from philanthropic or other sources to generate on-going revenue;
- Recruiting volunteers, youth and adopt-a-trail participants and sponsors.

While the annual O & M costs may seem intimidating, it is important to note that the return to the community in terms of recreational benefits, health and fitness, and economic development have been shown through a number of studies nationwide to be multi-fold.

A proper O & M program will reduce long-term costs by extending the life of trails and trail components, and it will win the support of the residents, homeowners, and businesses. A community with trails and greenways needs to invest over the long term in a quality O & M program. Indeed, a community, state or nation cannot afford to not make that investment.

Robert Searns is a principal of Greenway Team, Inc., and works with communities nationwide on greenways, trails, and outdoor resource conservation.

November 28, 2005

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Updated March 16, 2007

My name is Monica Small. I've lived at 44 Daisey Lane for nearly 7 years. Daisey Lane is part of the Westbrook Terrace subdivision which contains apex. 5 or 6 parcels of Open Space. The new subdivision going in behind my home will contain approx. 8 parcels of Open Space.

My issue is with the Open Space on Daisey Lane in front of my home and the inappropriate use of it over the years. I started voicing my concerns after I bought my property. I spoke to a neighbor who helped resolve one issue. I spoke or left messages later on with Bob Osborne and Chip Swan about other concerns I had. Thank you for filling in the sink holes in my backyard by the way.

I personally am most affected by the inappropriate use of the Open Space because of my home's location. My home is located directly across the street from and overlooks the portion of the Open Space that's being used improperly.

My question is: Are there ordinances governing existing Open Spaces and the parcels of Open Space in the proposed subdivision going in behind my home? Is it the Town council's job to manage the Open Space?

The inappropriate use of Open Space negatively affects my home's value and quality of life. Allowing people to extend their backyard onto this space they do not own, as if it were their own personal property, is **wrong**. When an individual makes the choice to purchase a plot in a subdivision, they know how much land they own: it's on their legal property Deed and it's marked by property stakes. In Westbrook Terrace the home lots are very small. It's because of the crowded environment that these Open Spaces are set aside as a buffer, it breaks up the rows upon rows of densely spaced homes and provides a serene natural green area. People shouldn't park their junk on town property and create an "eyesore"; nor should they be driving on it. Dogs should not be using the land as a toileting area.

It is not in the Town's best interest, or the interest of current and future homeowners, to allow misuse of town property. As show in photos, abutters should not be allowed to treat public land as if it were their own private property to be used for their exclusive and personal interests. It sets a bad example and precedent. Because others may feel that they too can use property they don't own for their own private gain. If someone is not happy with the size of their lot or if they have outgrown their lot over the decades and are spilling out over the edges, then they need to legally purchase another larger plot of land; Rent a boat slip at a marina or a trailer spot at a campground. It's unexpected and dangerous to allow any kind of vehicle traffic on grassy Open Spaces; there are too many pets and children; there are safety issues. People are only entitled to use the land outlined on their property Deed. We need ordinances and laws and fines should rules be broken. There needs to be oversight and safeguards. Otherwise, abuse occurs.

Open Spaces should add financial value to all the homes in a subdivision and could be used as a selling point. Having ordinances and laws re: open space protects my largest financial investment, my home.

Some possible solutions may be to erect a balustrade, place stones around the perimeter, plant flowering shrubs and more trees; the Town should mark all the Open Space with placards or signs. Some homeowners are not even aware that these Town Open Spaces exist or where they are located in the subdivision.

Are there ordinances and laws on the book that govern the appropriate use of Open Space? When I bought my home, I assumed there were. I pay taxes to the town, it's not supposed to be my job to "police" town Open Space.

The comprehensive Plan:

The Comprehensive Plan is a legal document which allows the Town to move forward in the future. It provides a template for ordinances. Hampden has the distinct advantage of being close to the City of Bangor and having one of the best school districts in Maine. People choose to move to Hampden just so their children can attend the schools here.

Towns, cities and state governments are bound by legal documents that are inches thick and contain "legalese". When you're born a legal document is generated. Getting married, you'll sign a legal document. It's not unusual or extreme to have a comp. plan. I want to feel proud of my home and the land that surrounds it and I want to feel proud to be a resident of Hampden.