



Downtown Waterfront

Conceptual Site Design and Implementation Road Map
July 2022

Funded with assistance from the Maine Coastal Program, using funds from NOAA



Planning & Economic Development • Permitting • Project Management

[Pinnacle Hill Engineering](#)



Table of Contents

- Project summary
- Part 1 – Conceptual Site Design
 - Concept Plan
 - Focused Design Goals
 - Detailed Design Elements
 - Areas for Further Consideration
- Part 2 - Road Map
 - Project Areas
 - Road Map Breakdown
 - Sources of Funding
- Part 3 – Preliminary Grading Plan
- Part 4 – Design Considerations
 - Sea Level Rise/Elevations & Resiliency
 - Balancing Uses
 - Design Approaches
- Appendix



Acknowledgements

This project was developed with help from:

- The Ad Hoc Downtown Waterfront Advisory Committee, and their liaison to City Council, Mayor Glaser; members include:
 - Paul Benjamin, Rockland Blues Festival
 - Jeffery Boggs, Maine Sport
 - Kate Doiron, Parks and Recreation Committee
 - John Jeffers, Rockland Lobster Festival
 - Sam Ladley, Harbor Commission
 - Matthew Ondra, Harbor Trail
 - Ginny Savage
 - Joan Wright
- Property neighbors
- Users of the parks and piers
- Rockland's Community Development Director and Harbormaster

This plan was prepared for the City of Rockland, Maine under award CZM NA20NOS4190064 to the Maine Coastal Program from the National Oceanic and Atmospheric Administration, U.S. Department of Commerce. The statements, findings, conclusions, and recommendations are those of the author(s) and do not necessarily reflect the views of the National Oceanic and Atmospheric Administration or the Department of Commerce.





Project Summary

Purpose

A compelling vision for City-owned properties on the Downtown Waterfront, and an implementation roadmap for achieving it.

Background

The City of Rockland owns nearly 7 of park, two multi-use piers, and more than 1000 feet of shore frontage right in the heart of the downtown.

These properties are well loved by residents and visitors but they are in bad shape. The piers are at the end of their useful life and the parks are often used more for parking than park space.

Potential to move some great ideas from the past forward while considering resiliency and new needs.

Process

An Ad Hoc Advisory Committee, appointed by City Council, undertook a process open to all stakeholders.

The Ad Hoc Committee followed a consensus-building process, starting with shared goals and areas of agreement. The Committee also relied heavily on the good ideas from prior committees.

Community engagement included publicly accessible meetings, proactive community outreach, a project website, community survey and public workshops.

A planning grant from the Maine Coastal Program, funded by NOAA, allowed the City to hire consulting team with planning, design, and engineering capabilities (The Musson Group, RS Leonard Landscape Architecture, Landmark Corporation).

Results

The outcome is a conceptual design and roadmap that:

- Balances the needs of diverse users and provides waterfront access for all
- Offers more efficient use of space and flexibility to use the space in different ways
- Provides for flexible resilience
- Offers a roadmap with practical considerations and potential funding strategies
- Provides a first step in preliminary engineering: a grading plan for Harbor Park
- Generates momentum for the next steps (via a new grant to fund preliminary engineering for the marine infrastructure)

Report Structure

This summary report is organized in 4 parts:

Part 1 provides an illustrated Concept Plan and its elements

Part 2 offers a conceptual roadmap for implementation, including a preliminary ballpark estimate of costs, and potential funding sources

Part 3 is a conceptual grading plan, the first step in preliminary engineering for the largest part of the landside project area.

Part 4 provides an overview of the design considerations

The report also contains an appendix with findings from the community survey, precedent images, and past planning references.

Project Area

- Focus on City owned properties
- Nearly 7 acres
- Over 1000 feet of shore frontage



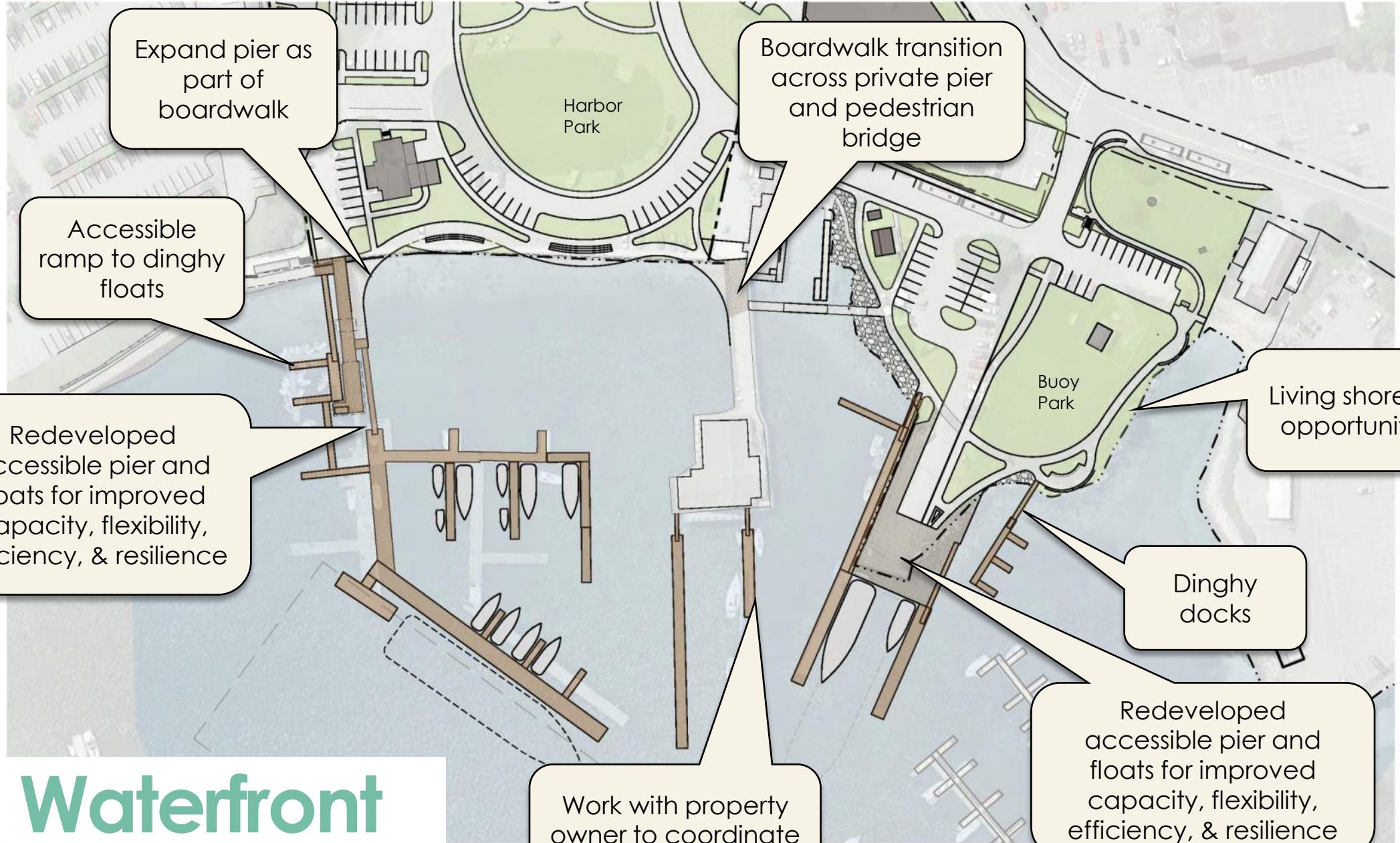


Part 1 – Conceptual Site Design

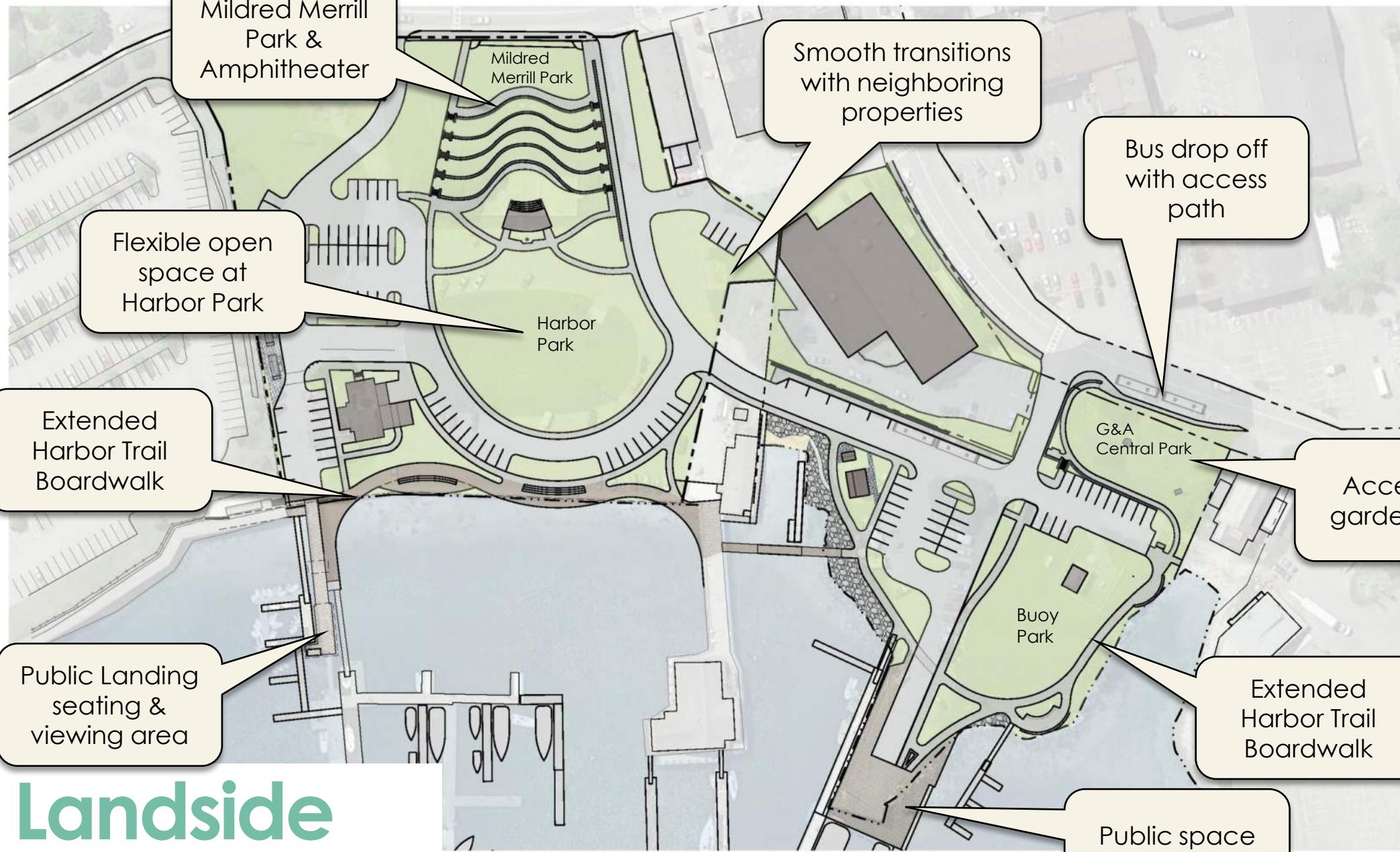
Concept Plan Overview
Focused Design Goals
Detailed Design Elements
Areas for Further Consideration



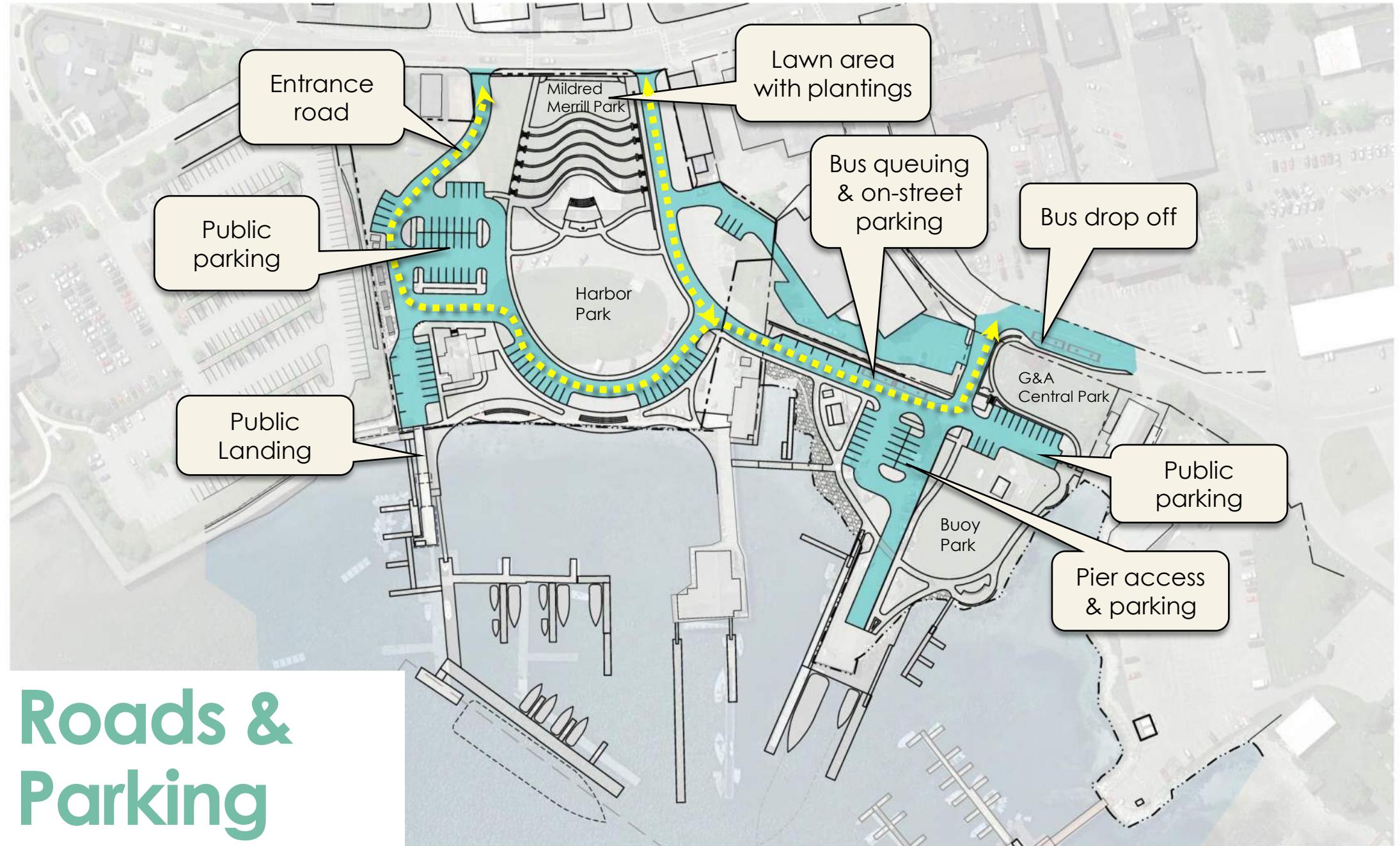
Concept Plan

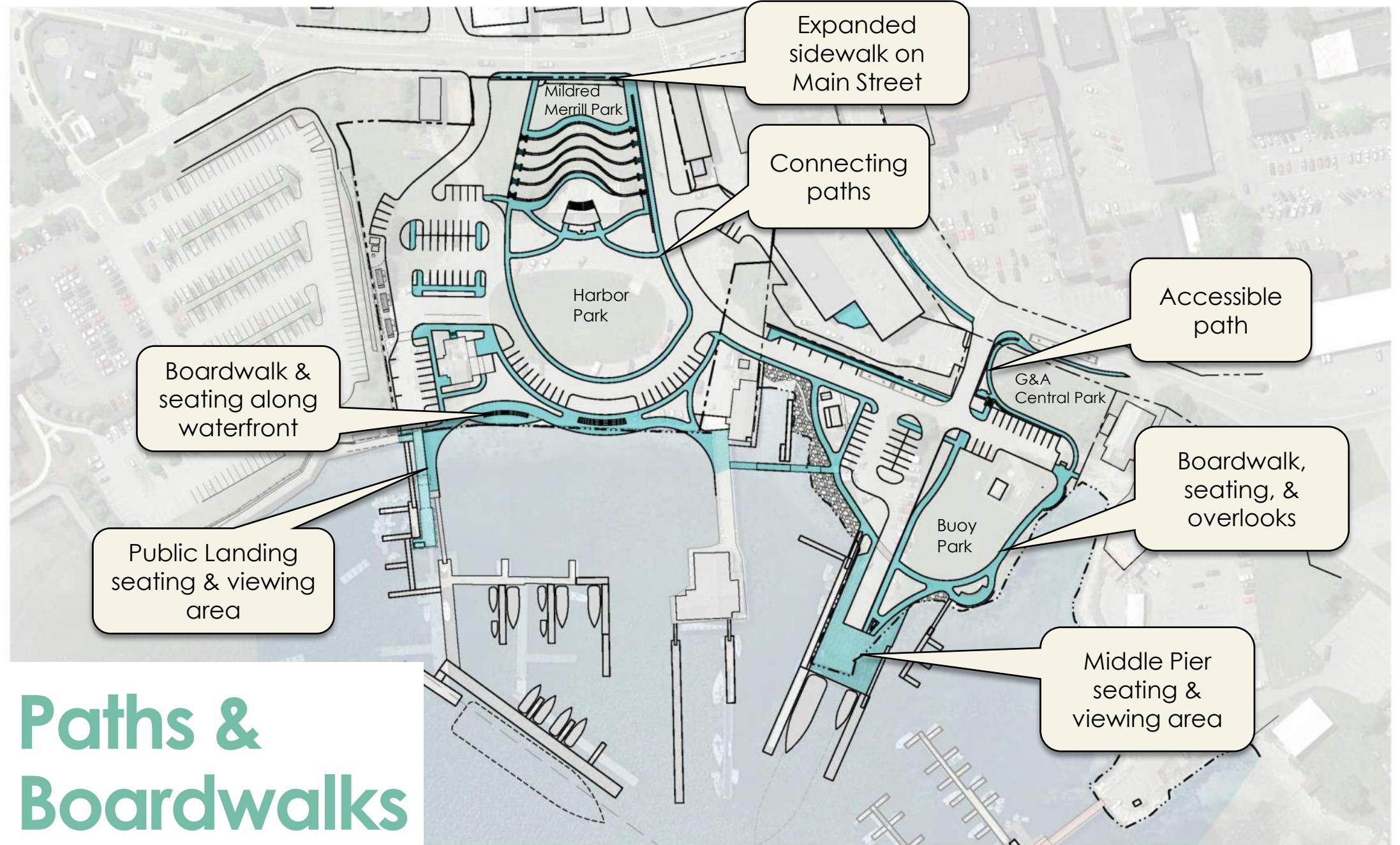


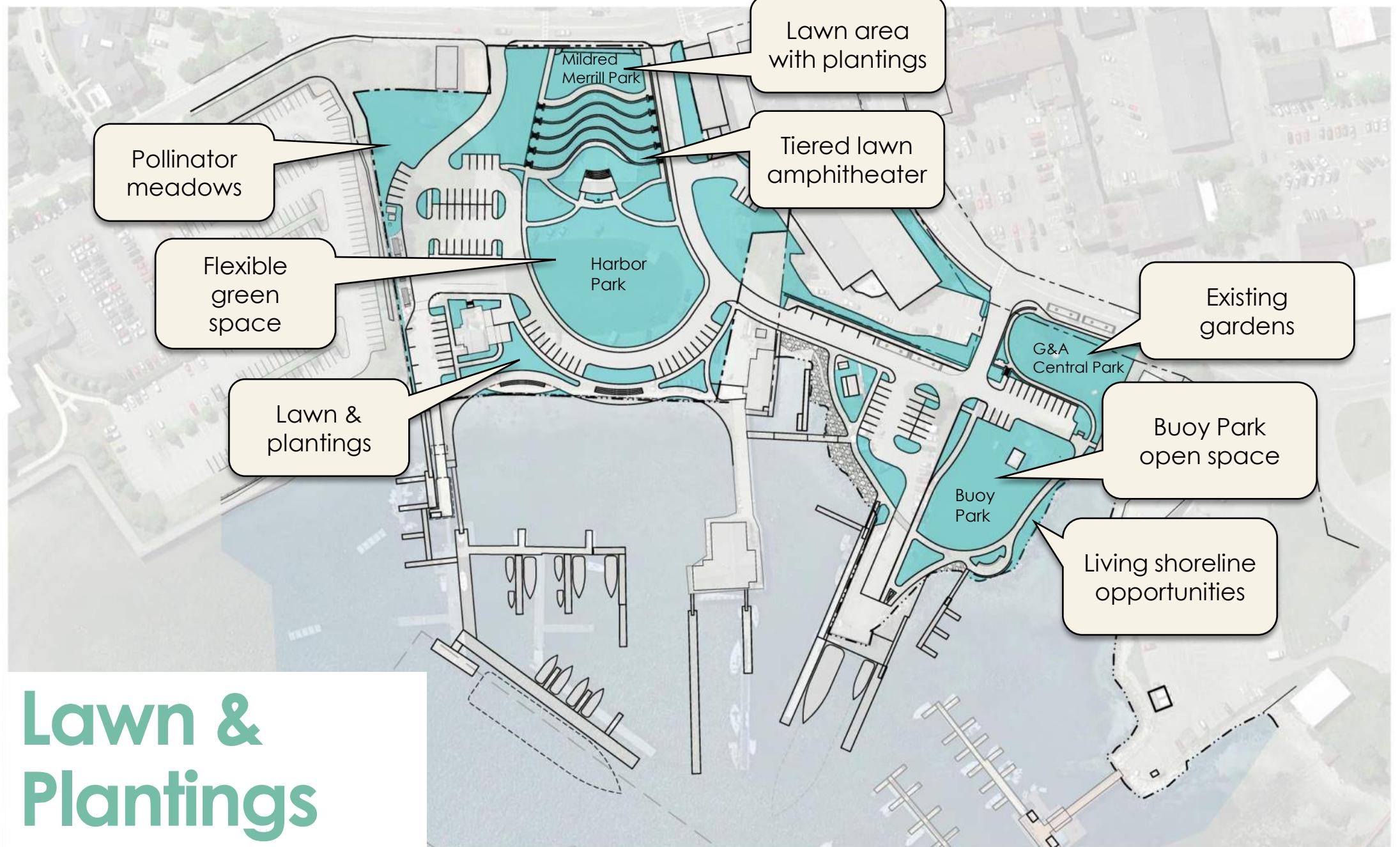
Waterfront



Landside



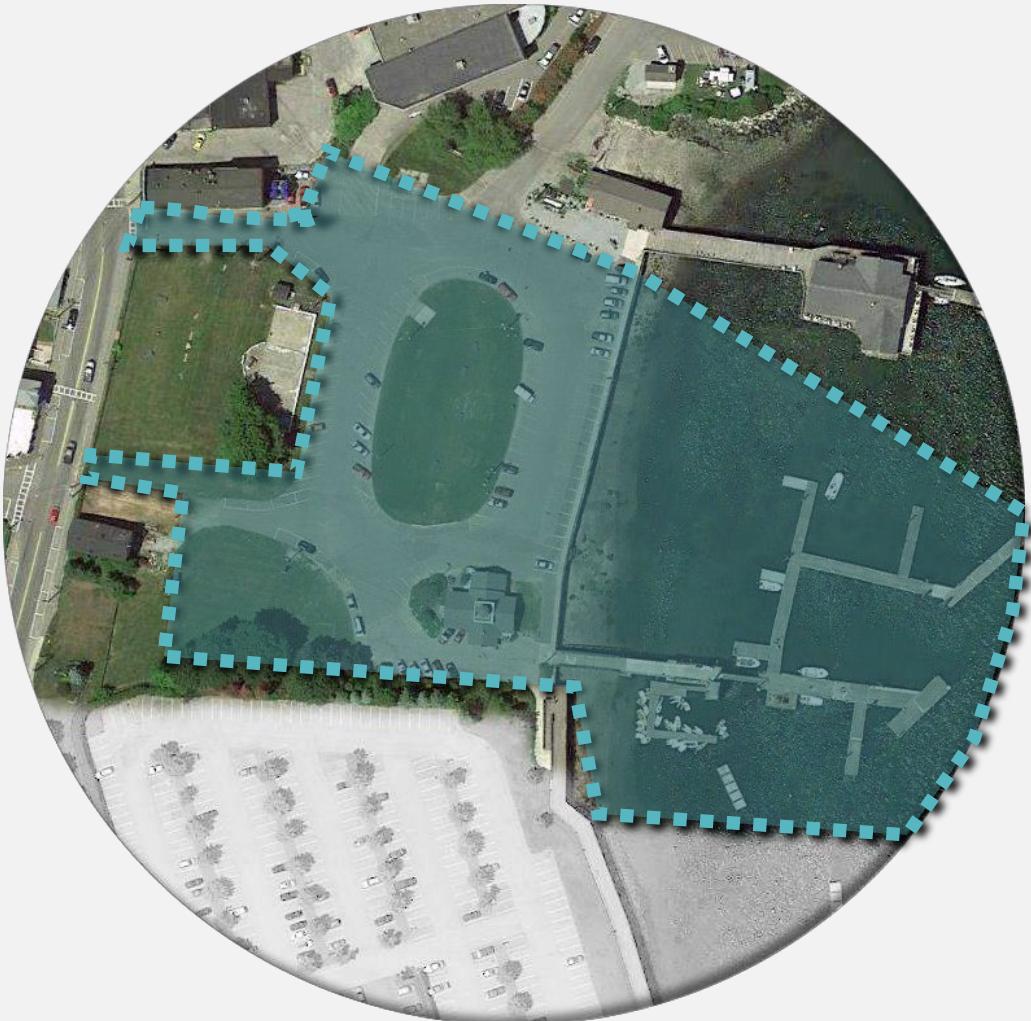




Lawn & Plantings

Focused Design Goals

Public Landing / Harbor Park

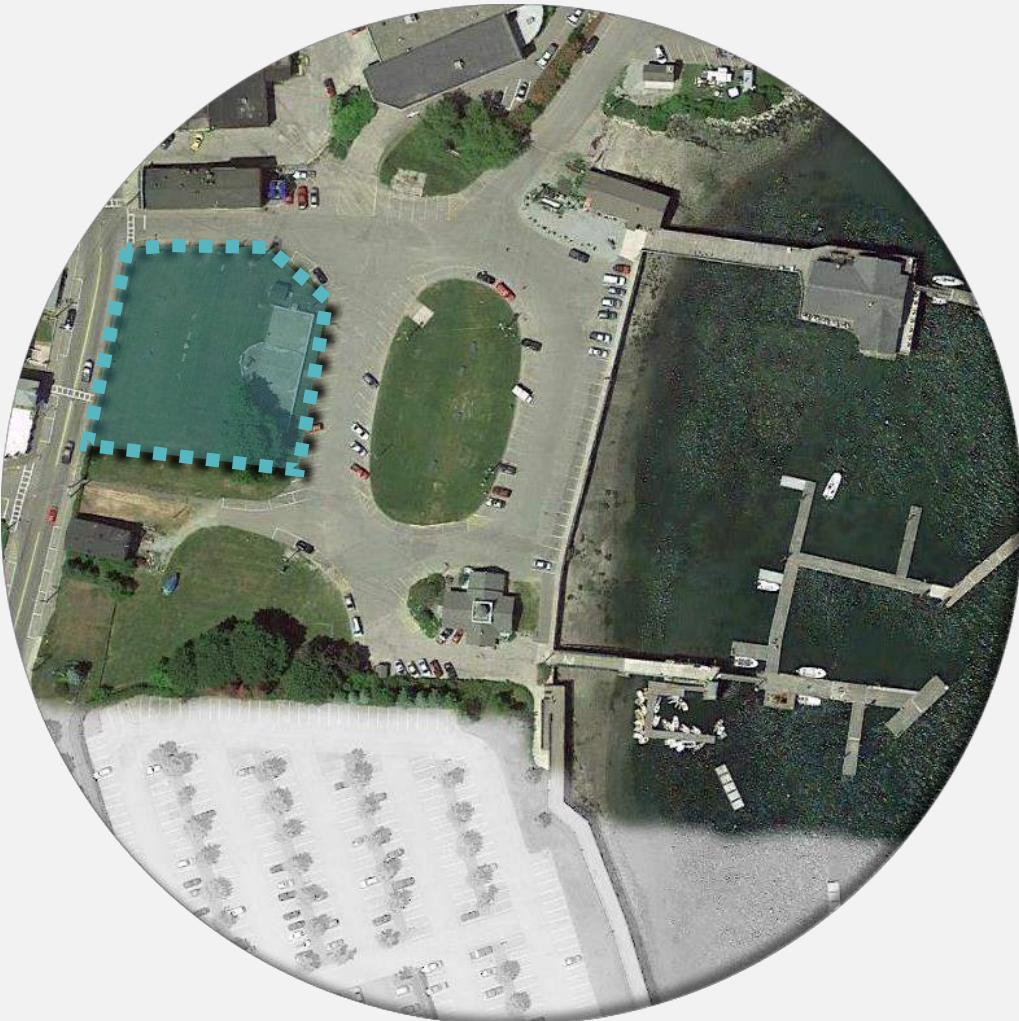


The design goals for the Public Landing and Harbor Park areas focused on resiliency needs and age related repair/redevelopment while improving the function and level of service of waterfront facilities, providing access for all, and rebalancing park uses and features.

- Rebuild the pier and raise seawall for **resiliency**
- Raise/renovate **Harbor Master/Yacht Club** building for resiliency and **improve land-side boating services**
- Extend **Harbor Trail / boardwalk** through park with seating, ADA accessibility, viewing areas, and local art
- Improve design and efficiency/flexibility of **boating facilities** and services
- Add **dinghy docks and floats** for seasonal and transient boaters and/or expand launch services
- Add **public restrooms** and other **landspace amenities**
- **Reduce pavement** in Harbor Park; **Add greenspace** while **preserving functionality** for access, community events, and festivals
- Maintain and improve **visual access** to the water
- **Enhance view corridor** from street to harbor

Focused Design Goals

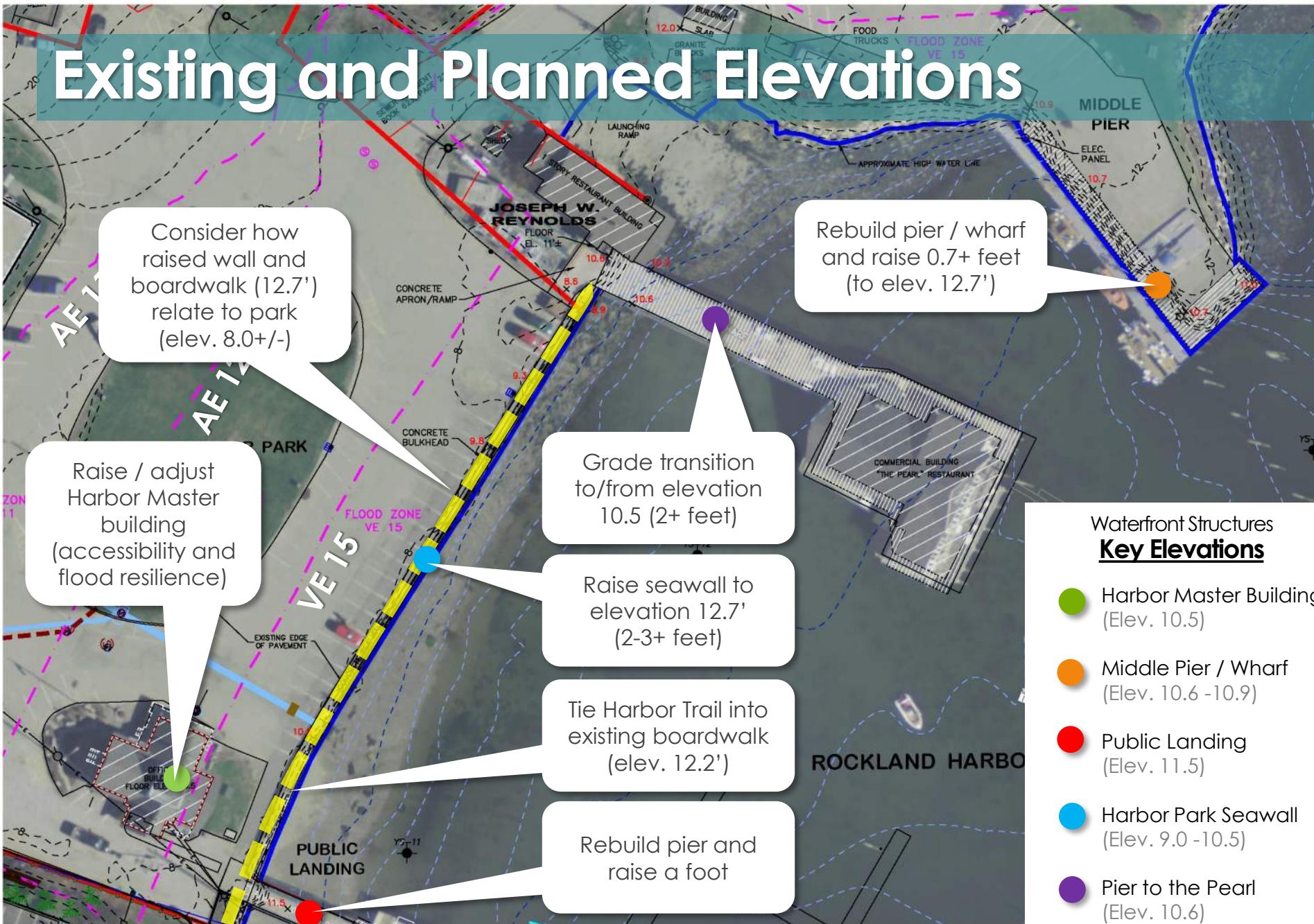
Mildred Merrill Park & Harbor Park Hillside



The design goals for Mildred Merrill Park and the neighboring hillside focused on the flexibility of uses and the integration of new features to improve park function, connectivity, and access.

- Improve the **connectivity** between Mildred Merrill Park, Main Street, and Harbor Park
- Integrate an **amphitheater and stage** into the hillside overlooking the harbor
- Improve Mildred Merrill Park to include **accessible overlook and seating**
- Consider future opportunities for **additional park features and activities** at Mildred Merrill Park such as ice skating or water feature
- Reimagine **Fishermen's Memorial** as a feature within the park
- **Widen the Main Street sidewalk** fronting Mildred Merrill Park and **improve pedestrian crossings and safety**

Existing and Planned Elevations



Considerations - Elevations

Waterfront facilities within the project area have different elevations that impact the sequencing / phasing of improvements aimed at resiliency.

Grades and transitions needed to be considered to ensure that the designed and implemented improvements address connectivity, accessibility, and views.

Waterfront Structures Key Elevations

- Harbor Master Building (Elev. 10.5)
- Middle Pier / Wharf (Elev. 10.6 - 10.9)
- Public Landing (Elev. 11.5)
- Harbor Park Seawall (Elev. 9.0 - 10.5)
- Pier to the Pearl (Elev. 10.6)

For example, the seawall, Public Landing, and the Harbor Master building need to be raised between 12-36" for resiliency. These adjustments will also require that the lower park is raised in order to preserve views of the water from the park.

Design Elements

Harbor Park / Mildred Merrill Park



Key to Design Elements

1. Mildred Merrill Park & Amphitheater integrated with downtown and improved Main Street sidewalk
2. Tiered lawn / granite edged amphitheater incorporated into hillside offering views of harbor and park
3. Reimagined Fishermen's Memorial
4. Flexible open space to accommodate community scale and larger activities, events, and festivals
5. Interconnected pedestrian paths / sidewalks
6. Parking with waterfront views
7. New boardwalk extension connecting with neighboring Harbor Trail Boardwalk and extending through Harbor Park and Buoy Park
8. Harbor Master Building relocated for flood resiliency with upgrades to include public restrooms and boater services (laundry and showers)
9. Reorganized vehicular circulation, parking, and bus drop off zone
10. Dedicated zone for food trucks
11. New roadway to improve access to Public Landing and shift vehicle activity away from center of Harbor Park
12. Existing road shifted to improve sight lines and to allow regrading to reduce the steepness of the slope
13. Smooth transitions with adjacent properties

Design Elements

Amphitheater (Mildred Merrill / Harbor Park)

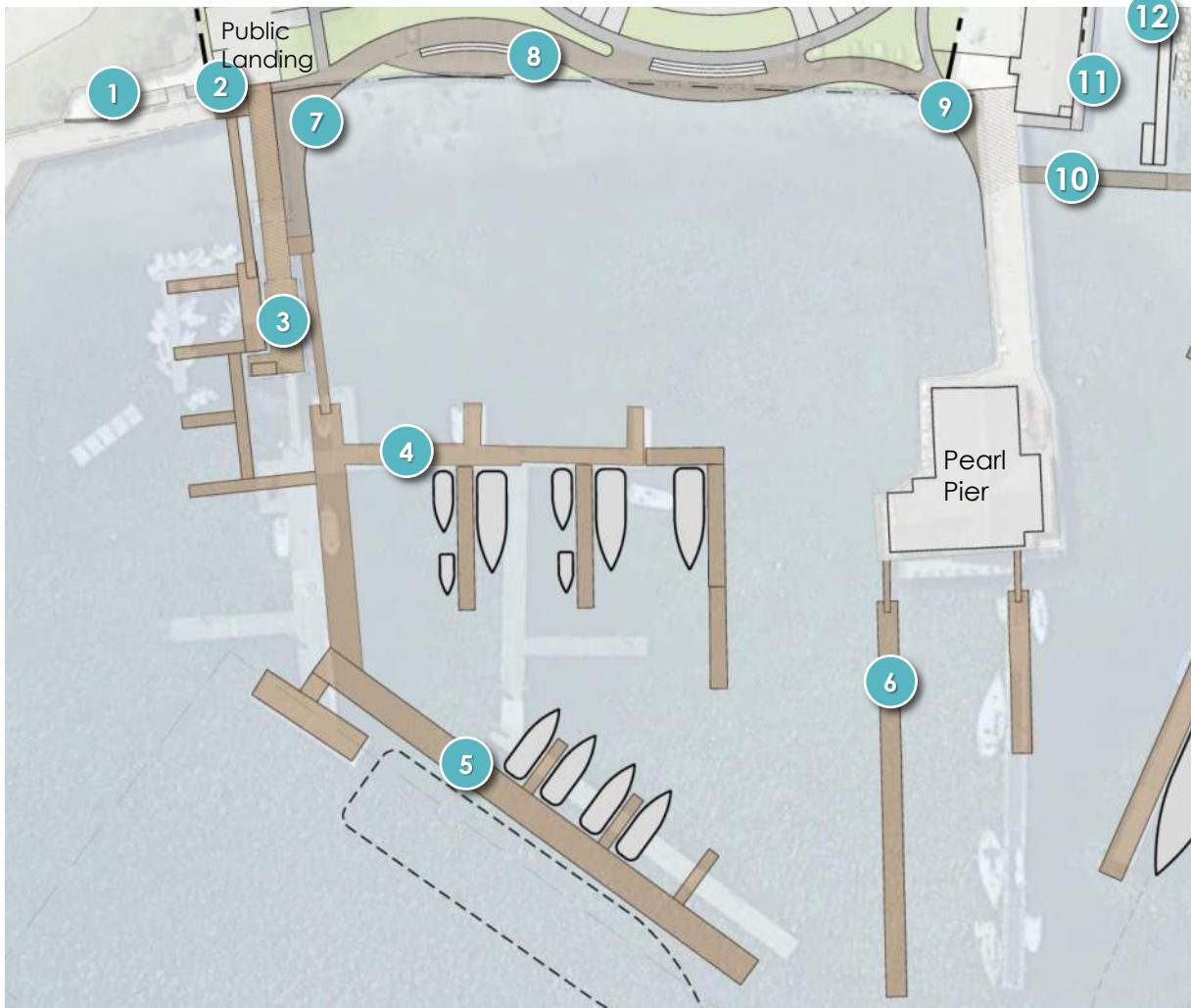


Key to Design Elements

1. Park integrated with downtown and Main Street sidewalk
2. Pedestrian circulation on either side of the proposed amphitheater to improve access
3. Accessible upper walkway with seating and views across Harbor Park
4. Stepped access to amphitheater seating levels
5. Wide terraces defined by granite blocks and lawn for seating and picnics
6. Accessible path and amphitheater seating at lower level
7. Accessible entrance and parking
8. Amphitheater platform / stage setting
9. Relocated and reimagined Fishermen's Memorial garden with seating and views to harbor

Design Elements

Public Landing / Harbor Park Waterfront



Key to Design Elements

1. New boardwalk extension to existing Harbor Trail Boardwalk
2. New accessible ramp entrance to dinghy docks and floats
3. Rebuilt Public Landing pier raised to improve resiliency; reconfigured ramps create new public seating and viewing area at end of pier
4. Existing ramp to floats reconfigured to improve docking capacity, efficiency, and connectivity; Oriented to mitigate impacts from onshore wind and waves
5. Continued provisions for larger vessels and increased landside docking capacity
6. Ramp and float adjustments at neighboring private pier coordinated with property owner to improve float access and docking along the Public Landing-to-Middle Pier waterfront
7. Expanded pier section at Public Landing / Boardwalk with seating and viewing opportunities
8. Boardwalk along and over shore edge with overlooks, seating, and special features (planters, art, etc.)
9. Expanded Boardwalk transition across private pier
10. Pedestrian bridge to Buoy Park
11. Boardwalk connection for beach and personal watercraft access
12. Personal watercraft access at the beach (high tide access)

Design Goals

Middle Pier / Buoy Park / Gilbert & Adams Central Park



The focused design goals for the Middle Pier / Buoy Park / Gilbert & Adams Central Park area focused on redevelopment because of age related deterioration, resiliency, reorganization of uses, and addition of features to improve park function, connectivity, and access.

- Rebuild Middle Pier to due to age related deterioration
- Increase height for resiliency
- Accommodate **commercial boating activity**
- **Safely balance** commercial waterfront activities and other park uses
- Add **dinghy docks** at Middle Pier to address access to moorings during events
- Improve **beach** area / personal watercraft launch facilities for resiliency and added recreational value
- Extend **Harbor Trail** / boardwalk through park
- Improve **pedestrian circulation / safety**
- **Enhance view corridor** from street to harbor
- **Reduce pavement / reorganize parking**
- Consider **bus traffic & drop off**

Design Elements

Buoy Park / Gilbert & Adams Central Park



Key to Design Elements

1. New bus drop off along Park Drive to reduce congestion within Buoy Park and to encourage visits to the downtown
2. Accessible path and overlook with pollinator garden connecting Park Drive to Buoy Park
3. Reconfigured public parking for better visual access to the harbor and to preserve City access to the sewer pump house
4. Trailhead / informational kiosk with Harbor Trail connections
5. Living shoreline stabilization opportunities
6. Overlooks at Buoy Park along the Harbor Trail
7. Public open space / Middle Pier arrival zone
8. Preserved Buoy Park open space with new paths, seating, and relocated buoys
9. Reorganized public parking to separate visitor / commercial pier uses, reduce congestion, and improve safety
10. Connectivity from Harbor Trail boardwalk / bridge to Buoy Park / Middle Pier
11. Access to improved hand carry launch facilities, storage, and beach area
12. New retaining wall and sidewalk along Police Plaza parking and bus drop off zone

Design Elements

Middle Pier / Buoy Park Waterfront



Key to Design Elements

1. Improved beach area with living shoreline elements and new hand carry launch facilities
2. Stabilized side slopes with living shoreline opportunities
3. Pedestrian bridge connection between Harbor Park and Buoy Park as part of the Harbor Trail extension
4. Middle Pier entrance with access to commercial ramp and pedestrian-oriented public space at Middle Pier
5. Living shoreline stabilization opportunities
6. Paved access for commercial uses at Middle Pier
7. Shared open space at Middle Pier with seating and views of harbor and waterfront activities
8. Expand commercial dockage capacity with flexibility to accommodate larger vessels
9. New dinghy docks to expand capacity and to provide access to moorings during festivals
10. Living shoreline stabilization opportunities

Areas for Further Consideration



Project Specific Considerations

- Smooth transitions to abutting properties
- Alternative surface materials for parking areas
- Options for reinforcing heavily used green space
- Public bathrooms in the Police Condo building?
- Site layout for flexibility and festival needs
- Granite amphitheater style
- Reimagining Fishermen's Memorial
- Drinking water along Boardwalk?
- Electric boat charging
- Emergency float removal areas
- Proactive public outreach
- ADA accessibility

General Considerations

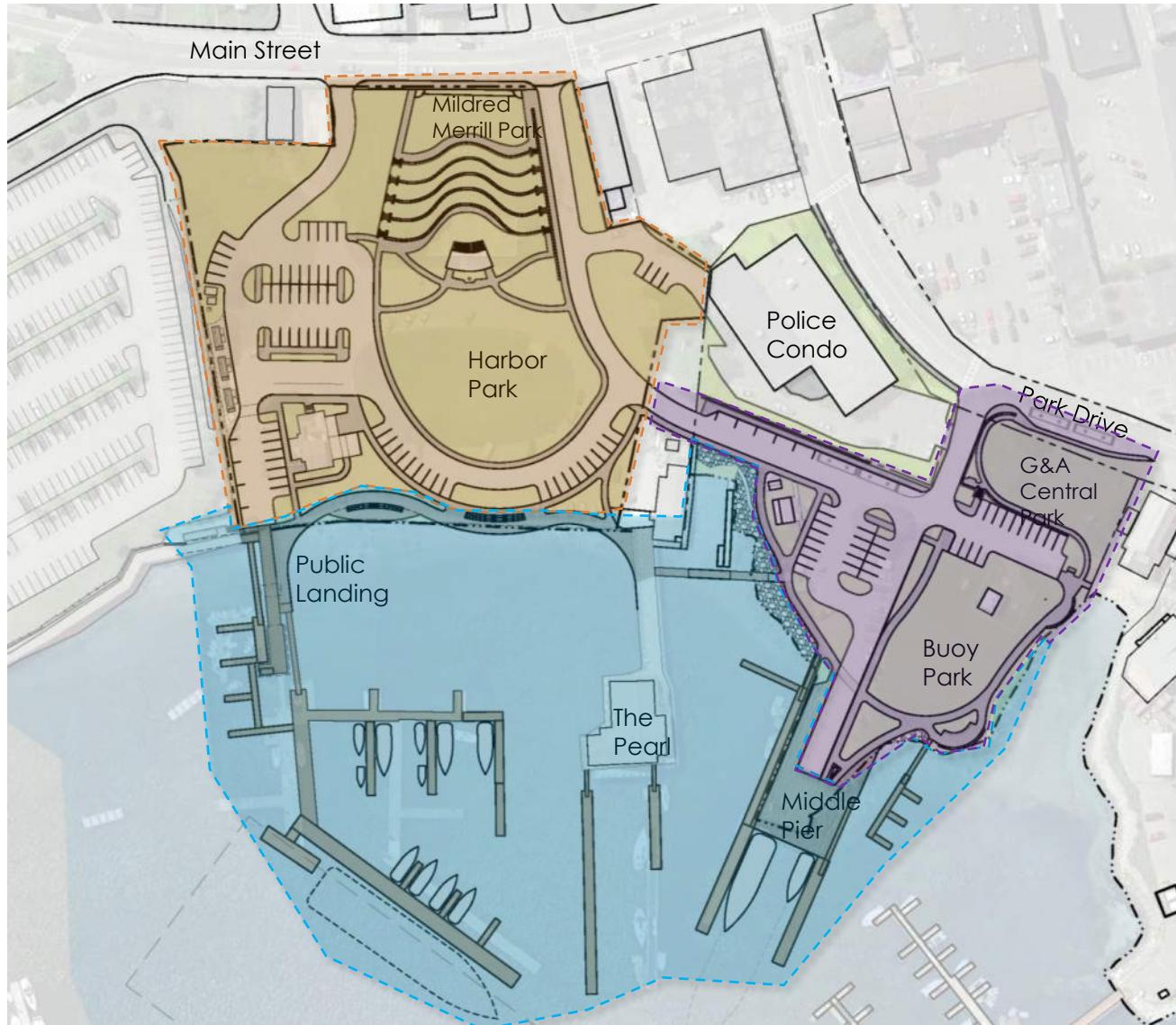
- Parking policies and enforcement
- User fees
- Opportunities for land acquisition
- Bus activity and idling
- Future of Police Station condo
- Launch services and dinghy access



Part 2 – Road Map

Road Map Breakdown
Cost Estimates
Sources of Funding

Road Map



Roadmap Project Areas

The Downtown Waterfront Redevelopment Plan will be most successful when thought of as a comprehensive project (logistics, time of disturbance, etc.). However, given the right opportunities it could be accomplished in smaller stages. This roadmap provides a high-level look at the various components of the project. While there are some project elements that are sequential in nature, there are also some that could be implemented independently.

Key – Project Areas

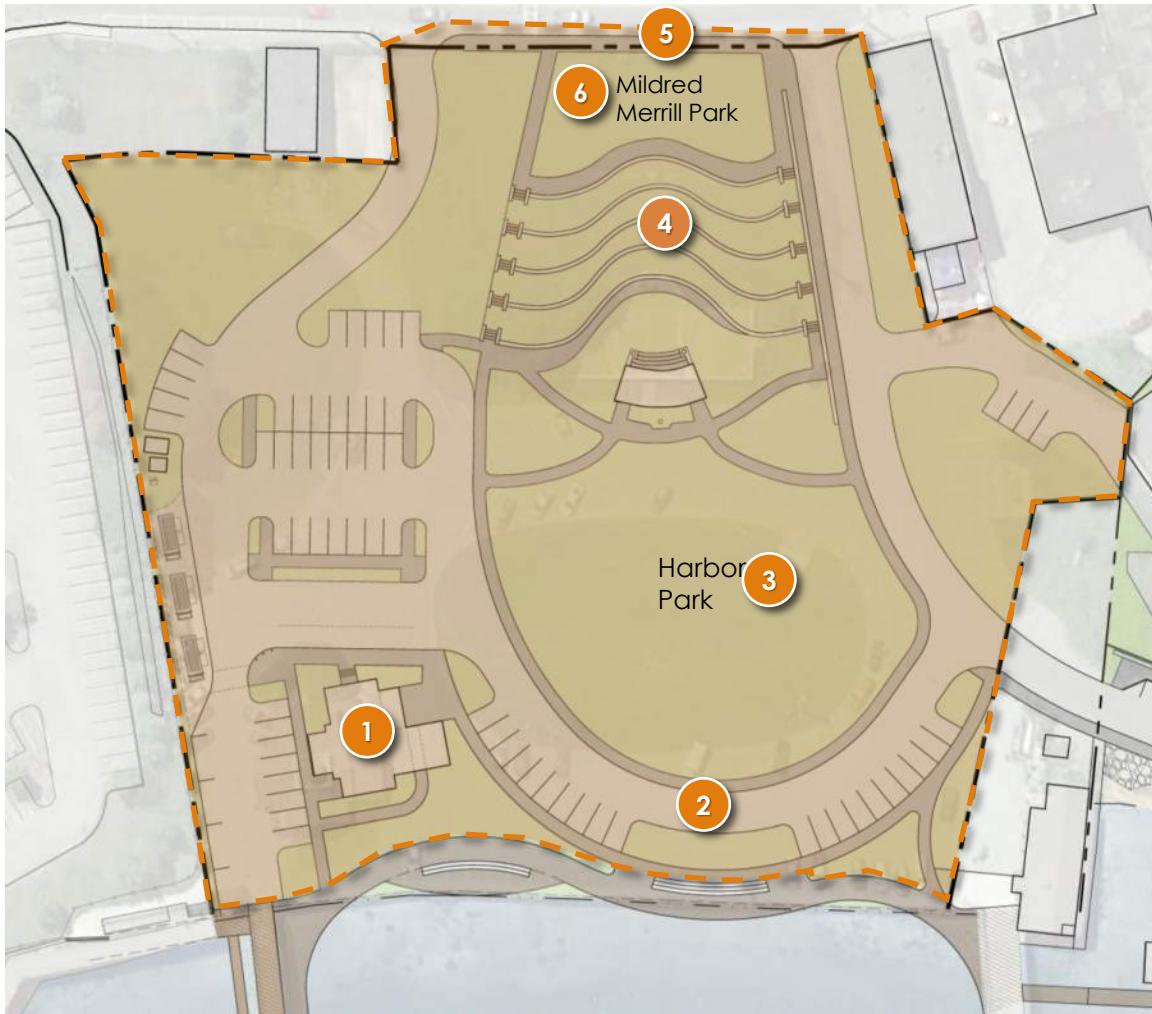
Project Area #A
Harbor Park / Mildred Merrill Park

Project Area #B
Buoy Park / Gilbert & Adams Central Park

Project Area #C
Marine & Waterside Improvements
(Public Landing / Seawall &
Boardwalk / Middle Pier)

Project Area #A

Harbor Park / Mildred Merrill Park



- **Component 1 - Harbor Master Building**

- Description: Relocation of original building out of flood zone, demolition of additions, utilities, repair and additions to include shower, laundry, and public restroom facilities
- Sequencing Note: one of the first projects in this project area
- Preliminary Budget Estimate: \$490,000 including soft costs

- **Component 2 – Harbor Park Infrastructure & Utilities**

- Description: Site work to address projected storm surge and flooding including demolition, fill, earthwork, stormwater and utilities, roadways, and parking
- Sequencing Note: one of the first projects in this project area
- Preliminary Budget Estimate: \$1.4m including soft costs

- **Component 3 – Harbor Park Improvements**

- Description: Site improvements including sidewalks and paths, transitions to neighboring properties, lighting, signage, furnishings, loam, seeding, and plantings
- Preliminary Budget Estimate: \$300,000 including soft costs

- **Component 4 – Amphitheater / Memorial Garden**

- Description: Construction of a new amphitheater and stage, Fishermen's Memorial Garden, walks, walls, signage, and plantings
- Preliminary Budget Estimate: \$1.02m including soft costs

- **Component 5 – Main Street Sidewalk**

- Description: Widening / improvement of Main Street sidewalk along park frontage to include pavers, existing lighting, crossings
- Preliminary Budget Estimate: \$60,000 including soft costs

- **Component 6 – Mildred Merrill Park Improvements** (future, TBD)

- Description: Addition of features / improvements at Mildred Merrill Park to be determined at a future date
- Preliminary Budget Estimate: \$200,000 (placeholder)

Project Area #B

Buoy Park / Gilbert & Adams Central Park



- **Component 1 – Buoy Park Infrastructure & Utilities**

- Description: Site work including demolition, fill, earthwork, stormwater and utilities, roadways, bus area, pedestrian walkway/sidewalks, and parking
- Sequencing Note: one of the first projects in this project area
- Preliminary Budget Estimate: \$890,000 including soft costs

- **Component 2 – Buoy Park Improvements**

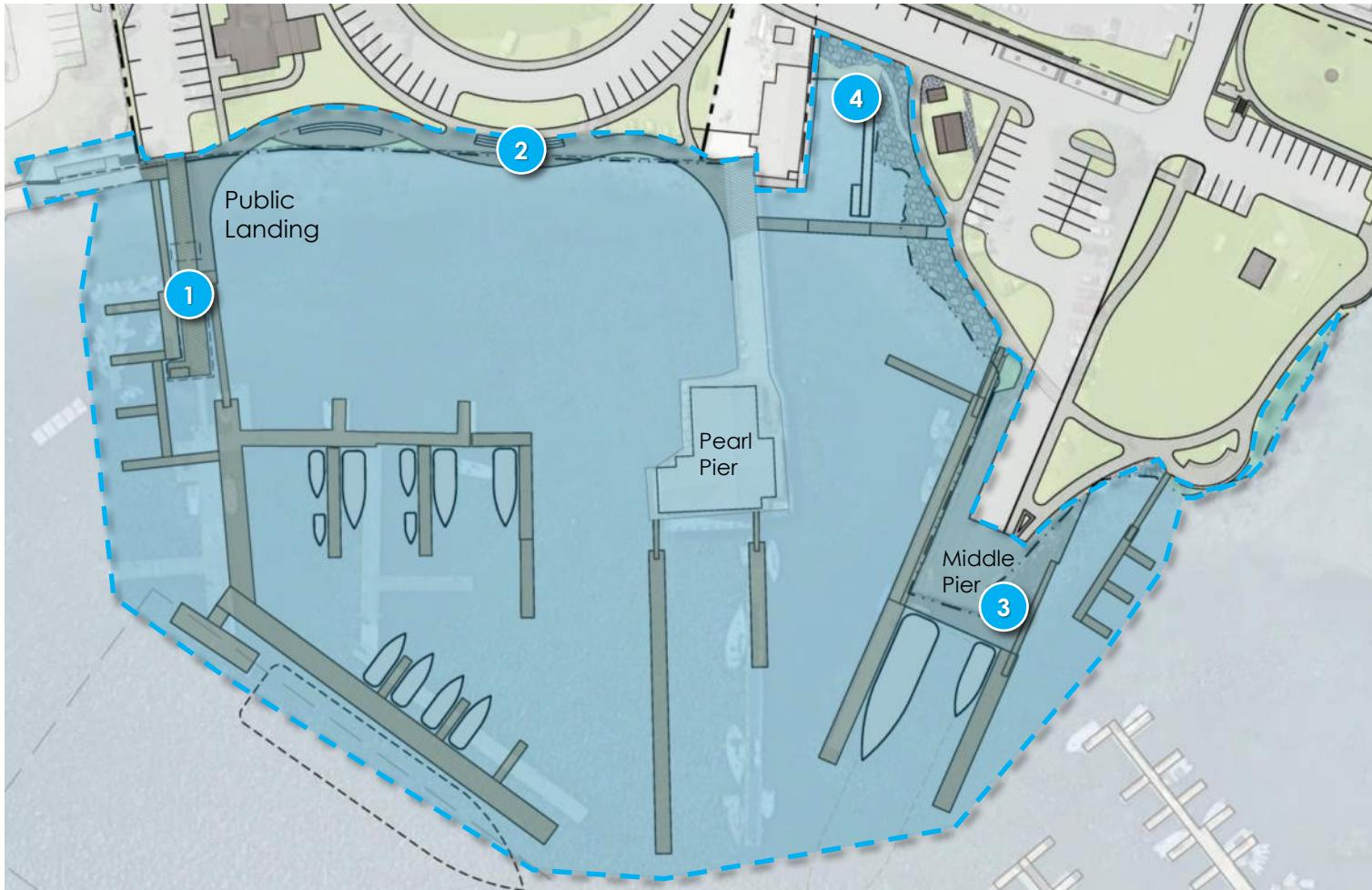
- Description: Site improvements including Boardwalk and walks, overlooks, lighting, signage, furnishings, loam, seeding, and plantings (living shoreline and beach access addressed in Project Area C)
- Preliminary Budget Estimate: \$450,000 including soft costs

- **Component 3 – Park Drive to Buoy Park Access Path**

- Description: Construction of a new access path, overlook linking Park Drive / Gilbert & Adams Central Park to Buoy Park, bus area, and pollinator plantings
- Preliminary Budget Estimate: \$490,000 including soft costs

Project Area #C

Marine & Waterside Improvements



- **Component 1 – Public Landing**

- Description: Reconstruction of pier due to age related deterioration, accessible ramp, utilities, reconfiguration of floats, add new wave attenuating floats
- Preliminary Budget Estimate : \$6.3m including soft costs

- **Component 2 – Harbor Park Boardwalk**

- Description: Construction of boardwalk and seawall including paving, railings, overlooks, Pearl Pier modifications, signage, landscape, living shoreline, and furnishings
- Preliminary Budget Estimate : \$420,000 including soft costs

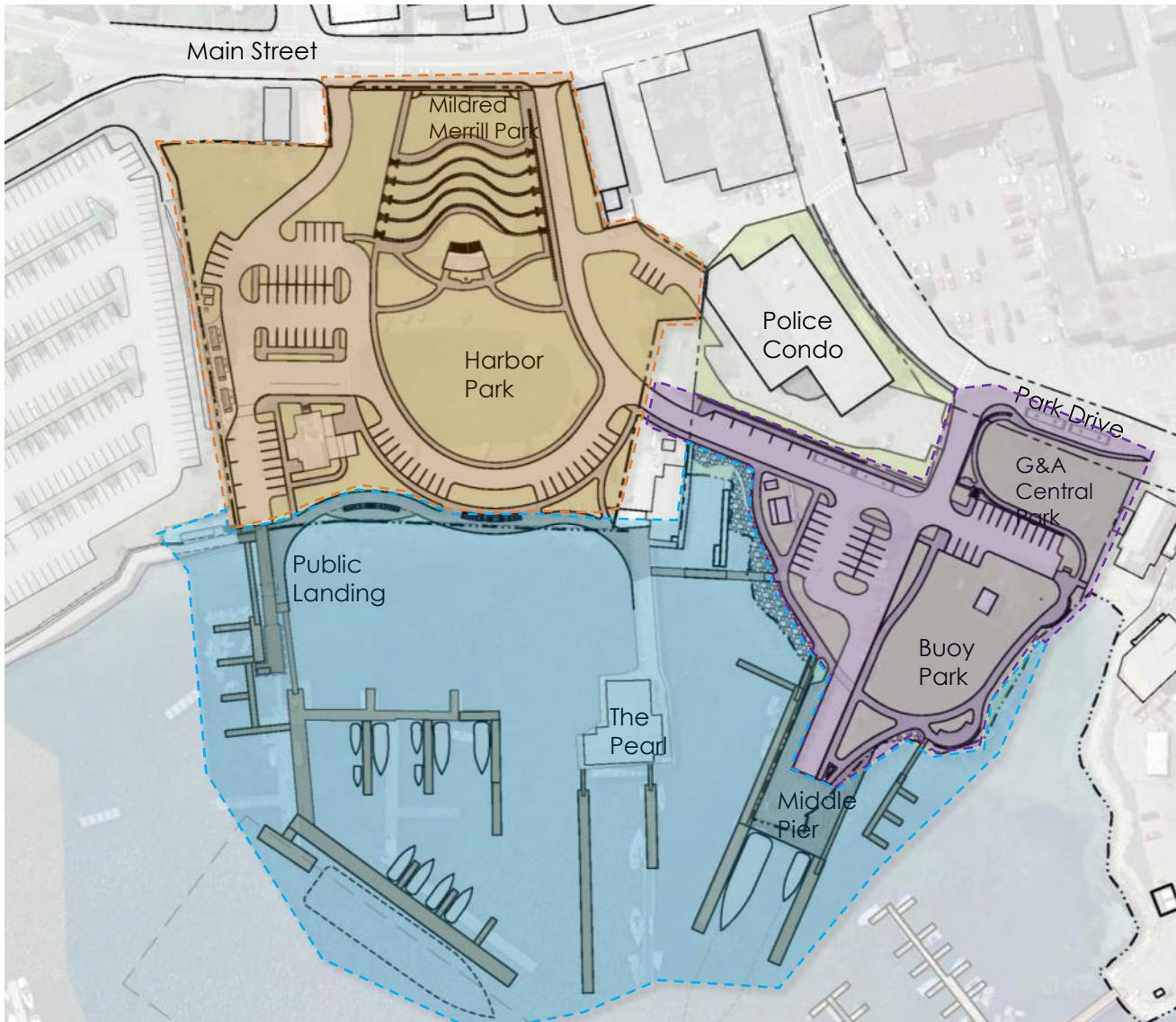
- **Component 3 – Middle Pier**

- Description: Reconstruction of Middle Pier due age related deterioration, including demolition, earthwork, utilities, drainage, stabilization, living shoreline, decking, and railings
- Preliminary Budget Estimate : \$2.23m including soft costs

- **Component 4 – Beach Stabilization & Access**

- Description: Stabilization of the beach area slopes, including personal watercraft access, emergency float removal, living shoreline elements, and path construction
- Preliminary Budget Estimate : \$200,000 including soft costs

Permitting Overview



This project requires permitting from federal, state, and local agencies/boards. The Town will issue a building permit prior to construction. See summary table of required permits below.

Agency	Permit
US Army Corp of Engineers	Maine General Permit
Maine Department of Environmental Protection	Individual NRPA
Maine Bureau of Submerged Lands	Submerged Lands Lease
City of Rockland(Planning Board)	Land Use Approval
City of Rockland(Code Office)	Building Permit

Sources of Funding

The objectives that are integrated into the proposed Concept Plan not only serve the City of Rockland, they are also important to the core mission for many funding programs (both federal and state).

This section of the report identifies fifteen grant programs that could be targeted to help fund the proposed improvements. While there are many sources of funding and a variety of strategies to phase the improvements, this section is meant to illustrate the variety of opportunities that exist to help leverage resources and to create a successful funding strategy.



Potential Sources of Funding (Listed Alphabetically)

Funding Source	Description	Funding	Deadline	Contact(s)
AARP Community Challenge Agency: American Association of Retired Persons (AARP)	Supports quick action projects that can help communities become more livable for people of all ages <u>Typical projects:</u> open space, parks, access to other amenities, sidewalks, benches and other seating options, parklets, parking lots, pop-up plaza, protected bike lanes, bike counters, and signage	Average grant amount: \$11,500 and 76 percent of grants have been under \$15,000. <u>Matching Requirement:</u> None	Spring (March)	Livable@AARP.org
Boat Holding Tank Pumpout Program Agency: Maine DEP	Ensure boaters have the necessary facilities to appropriately dispose of their boats' sewage <u>Typical Projects:</u> Pumpout system design, holding tank equipment, labor and materials, and sewer connection fees, waste disposal fees, electricity, personnel, and system repairs	<u>Pumpout system installation:</u> 90% for municipal grants <u>Operations and maintenance:</u> 90% for municipal grants <u>Matching Requirement:</u> None	No set deadline (Applications available upon request)	Pam Parker 207-485-3038 pamela.d.parker@maine.gov
Boating Infrastructure Grant Program (BIG) Agency: MaineDOT through funding from U.S. Fish and Wildlife Service (USFWS)	Support improvements for public and private boating facilities involving construction, renovations, and maintenance for tie-up facilities with features for 26 feet or larger recreational transient boats <u>Typical projects:</u> floating docks, dockside utilities, day-docks, retaining walls, restrooms and showers, transient slips, and marine fueling stations	<u>Tier 1 grants:</u> Possibly competitive statewide <u>Tier 2 grants:</u> Nationally competitive 75 percent of the total allowable cost up to \$1.5 million with possible matching contributions from a third party <u>Matching Requirement:</u> None	Annual funding notices are usually sent out in the summer with application deadlines in the fall	Matt Burns 207-624-3409 matthew.burns@maine.gov
Community Building Grant Program Agency: Maine Community Foundation	<u>Typical projects:</u> community projects relating to art, education, economic development, environment, and human services	Award maximum: \$10,000 <u>Matching Requirement:</u> None	Winter (February)	Organization Phone: 207-667-9735

Sources of Funding Continued

Funding Source	Description	Funding	Deadline	Contact(s)
Community Facilities Direct Loan & Grant Program Agency: U.S. Department of Agriculture	Supports the development of essential community facilities in rural areas. <u>Typical Project:</u> street improvements, community centers, fairgrounds, public works vehicles or equipment, and community gardens	-Low interest direct loans -Grants (Maximum of 55 percent of the total project costs) -Combination of the above	Rolling admission	<u>Local Rural Development Maine Office (State Director):</u> Rhiannon Hampson 207-990-9160
Land and Water Conservation Fund (LWCF) Agency: Maine Department of Agriculture, Conservation and Forestry, Bureau of Parks and Land	Assist in the acquisition and/or development of public outdoor recreation facilities <u>Typical Projects:</u> facilities supporting activities such as sailing and marinas, and supporting structures including parking lots, docks, and berthing	<u>Acquisition and development projects:</u> Provide up to 50% of eligible project costs	Pre-approval site inspection request deadline: Winter (December)	<u>Outdoor Recreation Supervisor:</u> Douglas Beck: 207-624-6090 Doug.Beck@maine.gov
Project Canopy Assistance Grants Agency: Department of Agriculture, Conservation, and Forestry's Maine Forest Service	Supports and develops community forestry projects and programs <u>Typical Planning and Education projects:</u> sustainable community forest management, efforts to increase awareness of the benefits of trees and forests <u>Typical Planting and Maintenance projects:</u> tree planting and maintenance	<u>Planning and Education Projects:</u> \$10,000 maximum award <u>Planting and Maintenance Projects:</u> \$8,000 maximum award	Spring (March)	<u>Maine Forest Service:</u> Jan Ames Santerre 207-287-4987 jan.santerre@maine.gov
Project for Public Spaces' Community Placemaking Grants Agency: Project for Public Spaces	Supports projects addressing inequities in access of public spaces to transform them or create new ones. <u>Typical projects:</u> community gathering spaces including green spaces, previous historic structures, waterfront gathering areas, and safe streets for pedestrians and bicyclists	Up to \$40,000 for physical and programmatic improvements to a public space	Spring (April)	+1 212-620-5660 info@pps.org

Sources of Funding

Funding Source	Description	Funding	Deadline	Contact(s)
<u>Public Works Program</u> Agency: Economic Development Administration	<p>Helps to create jobs, leverage private investment, and encourage economic development.</p> <p><u>Typical projects:</u> traditional public work projects, water and sewer improvements, and expansion of port and harbor facilities</p>	<p>The minimum award amount: \$100,000</p> <p><u>Matching Requirement:</u> None</p>	Rolling admission	<u>State Government Office:</u> Maine Department of Economic and community Development: 207-624-9800
<u>Rebuilding American Infrastructure with Sustainability and Equity (RAISE) Grant</u> Agency: U.S. Department of Transportation	<p>Assists in providing the needed infrastructure in communities</p> <p><u>Typical Projects:</u> bus lanes, street improvements, greenways, highway or bridge repair, dock replacement, parkways, trails, and transportation hubs</p>	<p>Minimum award: \$1 million</p> <p><u>Matching Requirement:</u> None</p>	Spring (April)	<u>Office of Infrastructure Finance and Innovation:</u> 202-366-0301 RAISEgrants@dot.gov
<u>Recreational Trail Program (RTP)</u> Agency: Maine Department of Agriculture, Conservation and Forestry	<p><u>Typical Projects:</u> Maintenance and rehabilitation of recreational trails, new construction of recreational trails either motorized and non-motorized, and trailhead facilities, and acquisition of easements.</p>	<p><u>Safety and Environmental Protection grants:</u> up to \$5,000.00</p> <p><u>Development, Acquisition and or Combined grants:</u>¹</p> <p>1) Regular grants: not to exceed \$50,000.00</p> <p>2) Large scale projects: up to \$120,000.00 per funding stream</p> <p><u>Matching Requirements:</u> Applicants must provide at least 20% of the total costs for development and safety/environmental grants and 50% for acquisition projects²</p>	Fall (September)	<u>Outdoor Recreation Supervisor</u> Douglas S. Beck 207-624-6090 Doug.Beck@Maine.gov

¹ Subject to funding level

² More details on the matching requirements are described on page five within the program guidance document linked on the RTP page on the Maine Department of Agriculture, Conservation and Forestry website.

Sources of Funding

Funding Source	Description	Funding	Deadline	Contact(s)
<u>Rural Community Development Initiative Grants</u> Agency: U.S. Department of Agriculture	<u>Typical Projects:</u> community facilities and community and economic development projects in rural areas	Competitive with a minimum grant award of \$50,000; maximum grant award is \$250,000 <u>Matching Requirement:</u> Equal to amount of grant and in-kind contributions cannot be used to match	Spring (April)	<u>Local Rural Development</u> <u>Maine Office (State Director):</u> Rhiannon Hampson 207-990-9160
<u>Shore and Harbor Technical Assistance Grant (SHTAG)/Coastal Communities Grant (CCG)</u> Agency: Maine Department of Agriculture, Conservation and Forestry and Maine Department of Marine Resources	<u>Typical projects:</u> waterfront development plans, harbor and mooring areas, planning studies for public and working access, development of plans and designs for harbor improvements, and identification of pollution sources and key island transportation assets	<u>SHTAG:</u> \$5,000 (minimum) \$50,000 (maximum) <u>CCG:</u> \$20,000 (minimum) \$50,000 (maximum) <u>Matching Requirement:</u> CCG: a non-federal 25% match of the total project costs	<u>CCG:</u> Spring (April) <u>SHTAG:</u> Spring (April)	<u>CCG:</u> Ruta Dzenis 287-2851 <u>SHTAG:</u> ruta.dzenis@maine.gov Melissa Britsch 215-6171 <u>melissa.britsch@maine.gov</u>
<u>Small Harbor Improvement Program (SHIP)</u> Agency: MaineDOT	<u>Promotes</u> economic development, improves commercial fishing opportunities, maintains and create public marine infrastructure, and improves public access <u>Typical projects:</u> public wharves, boat ramps, piers, landings, hoist systems, boat ramps, gangways, stairwells to clam flats, and piling replacements	Up to \$250,000 <u>Matching Requirement:</u> 50% local share	Rolling admission	Matt Burns 207-624-3409 <u>matthew.burns@maine.gov</u>
<u>State Economic & Infrastructure Development Investment Program (SEID)</u> Agency: Northern Border Regional Commission (NBRC)	Alleviate economic distress and to save/create job opportunities in 36 county regions (includes 12 Maine counties) <u>Typical Projects:</u> public transportation, workforce development, climate resiliency planning, public infrastructure, resource conservation, tourism and recreation	<u>Infrastructure projects:</u> Maximum \$1M <u>Non-infrastructure projects:</u> Maximum \$350,000 <u>Matching Requirement:</u> Hancock /Knox: 50%; other 20%	Letters of Interest: Spring (April) <u>SEID Applications:</u> Summer (June)	Charlotte Mace 207-624-7448 <u>charlotte.mace@maine.gov</u> <u>NBRC's Program Director:</u> Andrea Smith <u>asmith@nbrc.gov</u>

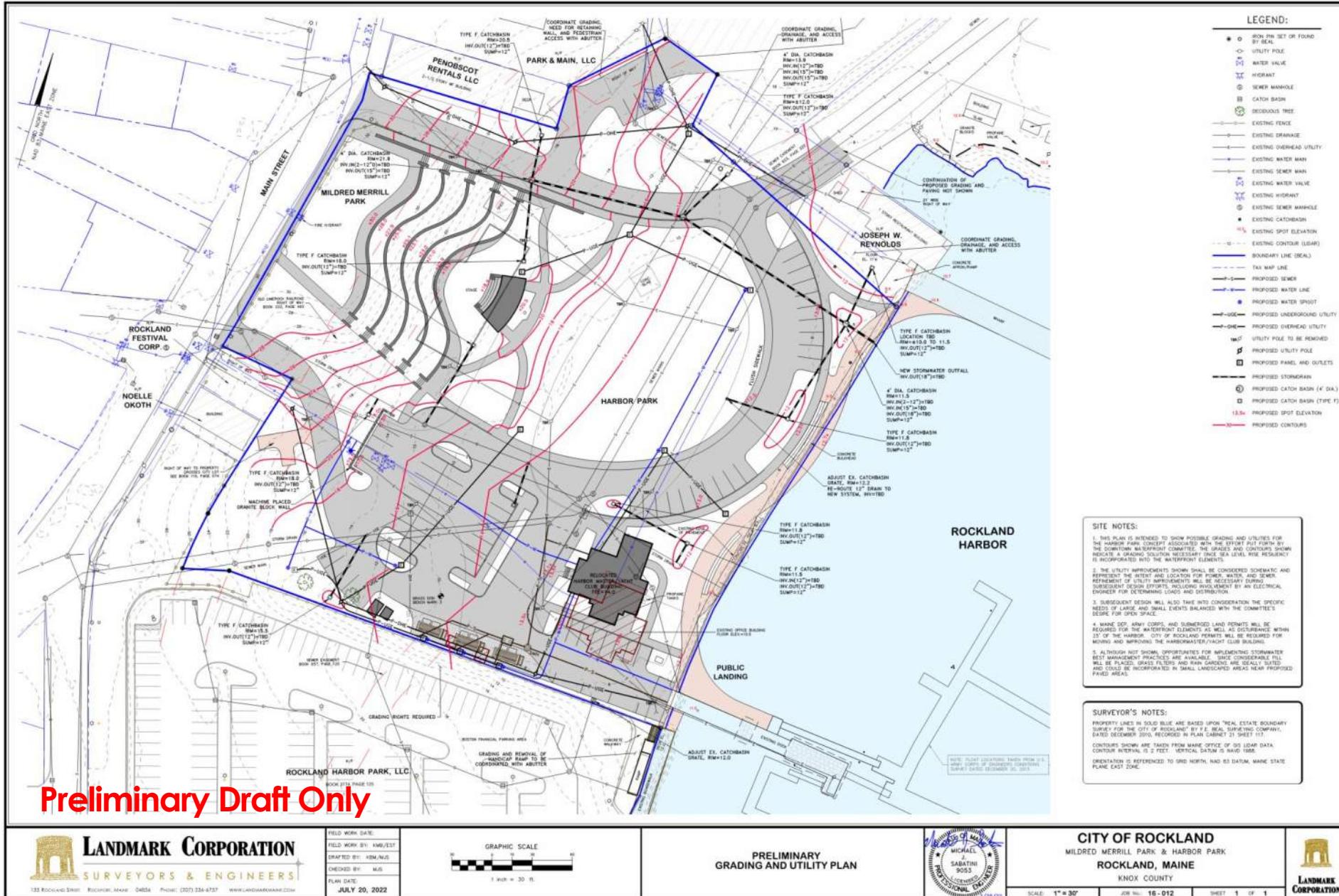


Part 3

Preliminary Engineering Grading Plan

Note: Selected as the first step in preliminary engineering, because the rest of the landside improvements depend on it

Preliminary Engineering Grading Plan





Part 4 – Design Considerations

Sea Level Rise / Elevations & Resiliency
Balancing Uses
Design Approaches

Sea Level Rise and Resiliency

According to mapping developed with the latest data from the Maine Geological Survey, there are risks to existing infrastructure in both the near and long term, including the building that houses the Harbormaster and Yacht Club, much of the parking area, and utilities. Recent projects in the City have underscored the importance of planning for resilience. For example, the recently completed Harbor Management Plan update provides a baseline assessment of flooding risks and the potential impact of sea level rise on City-owned waterfront properties and infrastructure.

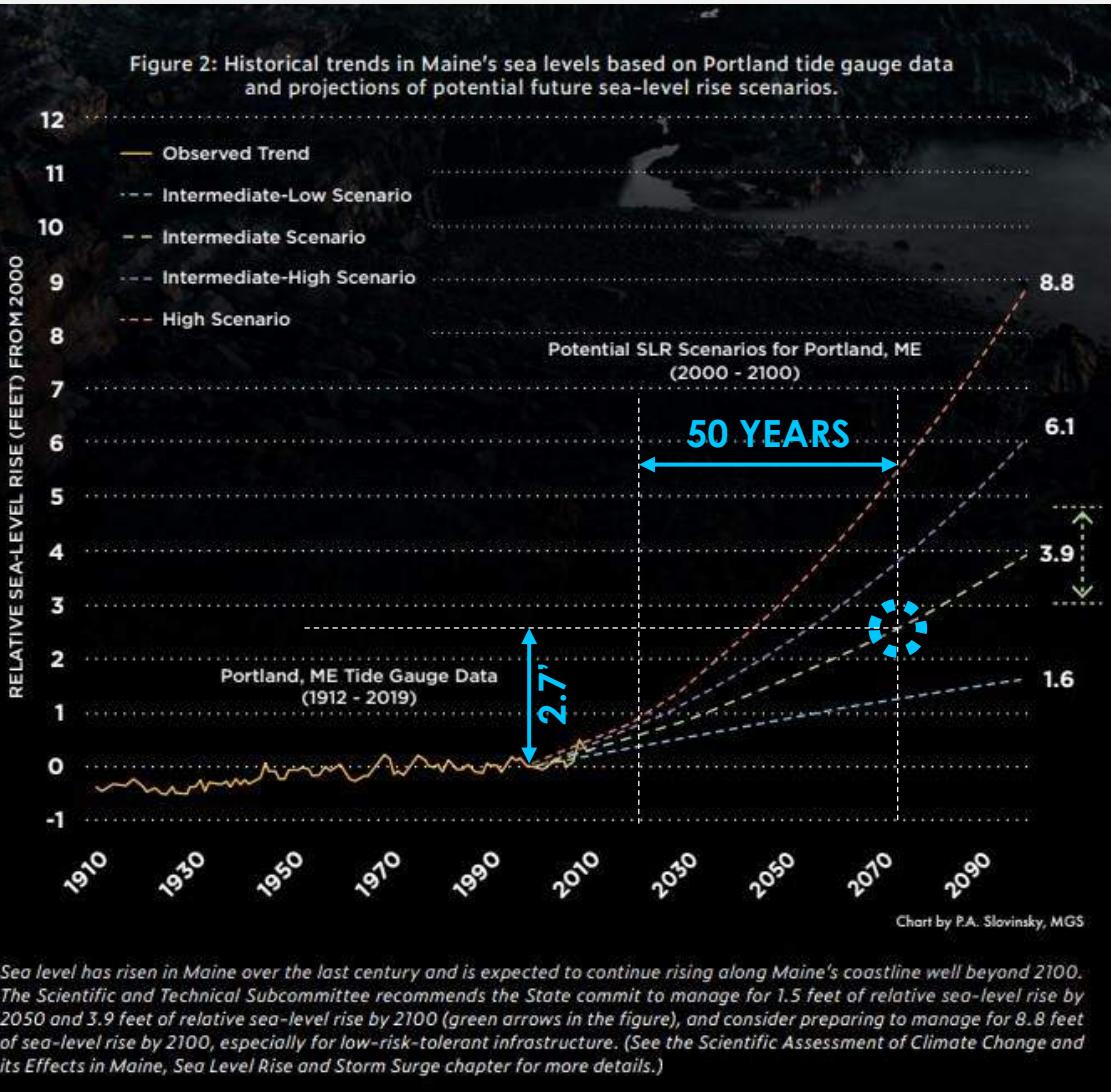
The City also benefited from a recent Coastal Program project that conducted a vulnerability and resiliency assessment of working waterfront facilities around Penobscot Bay, including Rockland's Middle Pier. Wood Environment & Infrastructure Solutions, Inc. made various sobering suggestions for improving resiliency that should be part of any consideration of site improvements and future uses.

As part of the baseline for developing the master plan the Committee evaluated the data and discussed the need for resiliency planning as the basis for any future improvements within the project area.

The following pages provide a summary of the sea level rise data, existing conditions, and evaluations that helped to inform the master plan.

Projected Sea Level Rise

Figure 2: Historical trends in Maine's sea levels based on Portland tide gauge data and projections of potential future sea-level rise scenarios.

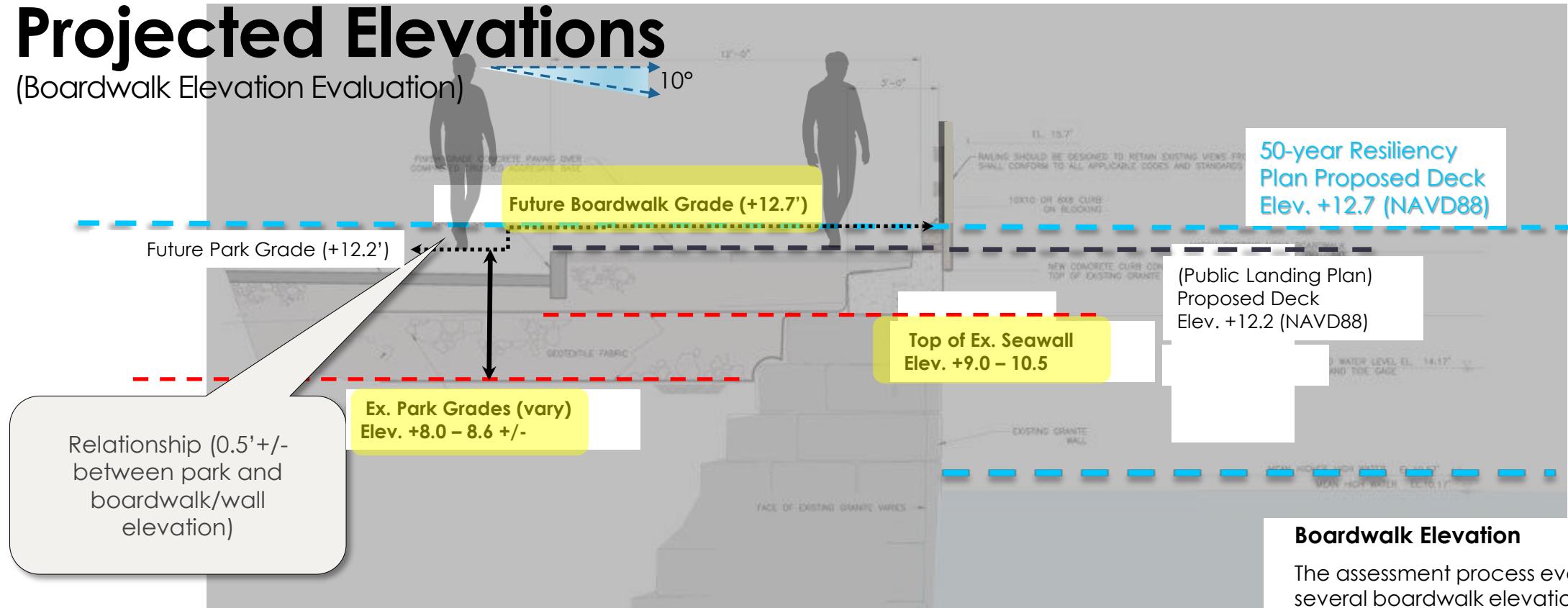


50-Year Resiliency Planning:

- Plan waterfront infrastructure for projected sea level increase of **2.7'**

Projected Elevations

(Boardwalk Elevation Evaluation)



Pros:

- Clear views to water
- Raised accessibility
- Seamless on-land / over-water boardwalk opportunities

Cons:

- 3.5-4' of fill required / park-side impacts
- Requires 6" grade transition to MBNA boardwalk
- Interface with Pearl pier (24"+/- elevation change)

Boardwalk Elevation

The assessment process evaluated several boardwalk elevations as they relate to the Public Landing, MBNA boardwalk, and Harbor Park. The preferred option (shown) set a boardwalk at the same level as the proposed Public Landing pier (Elev. +12.7) to improve resiliency. This will require existing park grades to be raised between 3.5-4' to maintain access and a 6" grade transition to the MBNA boardwalk.

Balancing Uses

(and users)



Balancing Uses & Users

The wide variety of uses and users of the Downtown Waterfront needed to be acknowledged and balanced throughout the design process.

Design of the waterfront considered the patterns of use as well as the needs of recreational and transient boaters, non-boaters, commercial waterfront uses including small cruise ships and tenders, dinghy dock users, and kayakers.

Users and uses of the landside parks also needed to be considered and balanced, including the general public, boaters, festivals, farmers market, parking, food trucks, abutting businesses, the downtown, buses, city facilities (Harbor Master office, Yacht Club, and Sewer pump station), and other community uses.

Design Approach

Waterside Goals

- Incorporate sustainable design and design for **50-year resilience**
- To **improve access to waterfront** for all users and group commercial uses of piers/floats to reduce conflicts.
- **Address needed repairs and upgrades** to piers
- **Improve dock access, services, and capacity;** Coordinate float alignment with adjacent users to maximize efficiency
- **Improve access and storage for kayaks**, etc.
- Incorporate seating, viewing areas, etc. into waterfront infrastructure to **enhance public use**
- Consider **living shoreline** options



Design Approach

Landside Goals

- Incorporate sustainable design and design for **increased resilience** to 50-year projected sea level rise and increasing storm severity
- **Create a more parklike environment**
- **Maximize park flexibility** for a wide variety of year-round uses
- **Improve pedestrian connectivity and safety**
- **Re-balance vehicle and traffic flow** that works for the combined properties
- **Accommodate necessary parking** and needs for vehicle access





Appendix

Public Engagement Components



- **Project Website** www.rocklanddw.info with regular project updates and materials for review
- **Community Meetings** Site tour and discussion of project opportunities early on and second meeting to solicit input on draft concept
- **Proactive Outreach** Outreach to wide range of stakeholders who participated in the City's Harbor Management Plan as well as project abutters and park users
- **Community Survey** Survey to gather input on park users perspectives and priorities
- **20 + Ad Hoc Advisory Committee Meetings** Public noticed committee meetings where all stakeholders welcome at the table
- **Council Workshops** Periodic public updates of City Council and interested stakeholders
- **Earned Media** Articles, posts, reposts, etc based on public input opportunities and progress



Community Survey

Summary report – 10/12/21

Survey Goal

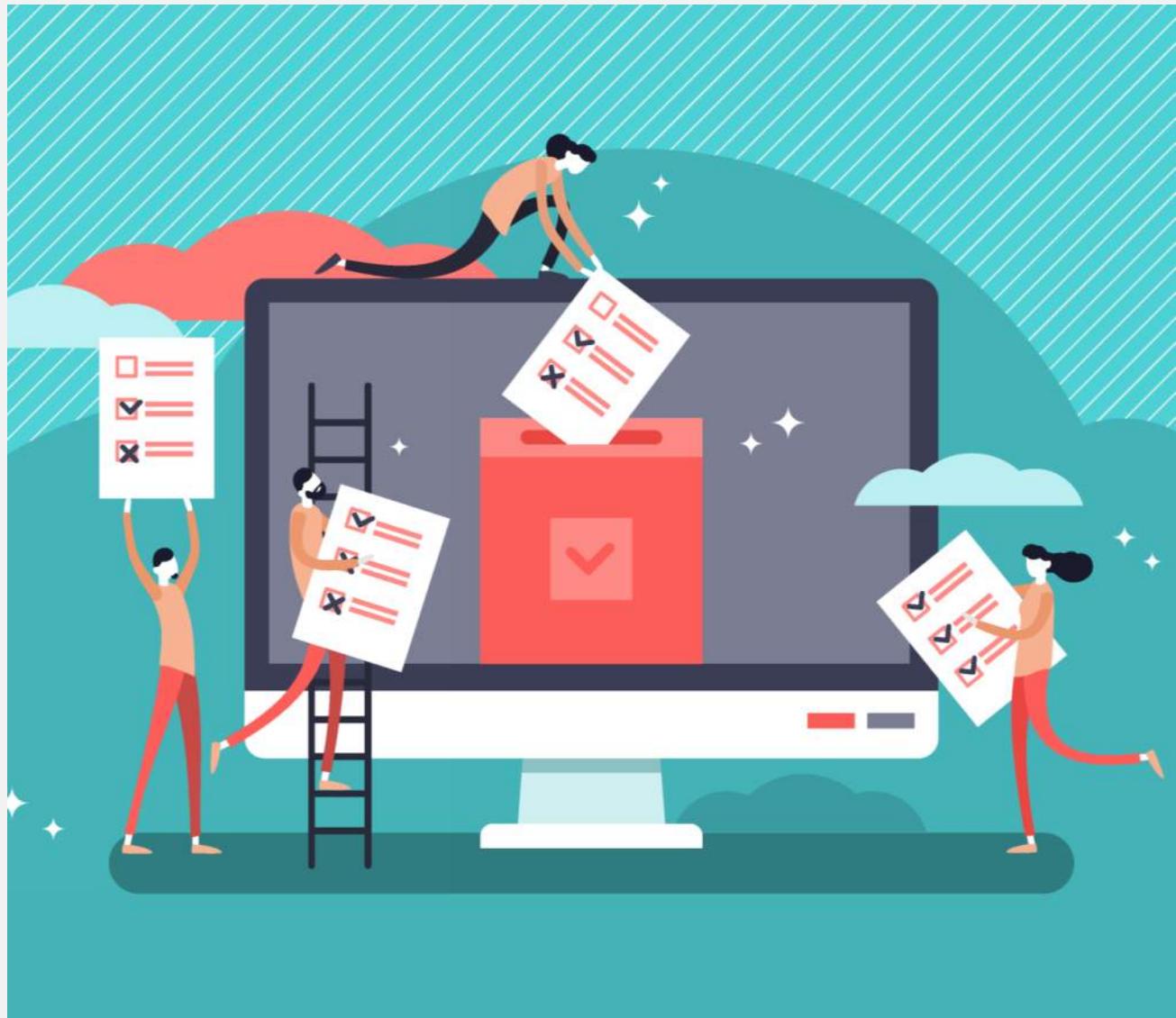
Goal: 95% confidence level with 5% margin of error

Confidence level: A percentage that reveals how confident you can be that the population would select an answer within a certain range.

Margin of error: A percentage that tells you how much you can expect your survey results to reflect the views of the overall population.

Sample size: The number of completed responses the survey receives.

Target sample size: 366



Survey Progress

Survey: Launched on September 1 and open through September 30.

Responses: 462

Subscribers to website: 55

Breakdown of responders:

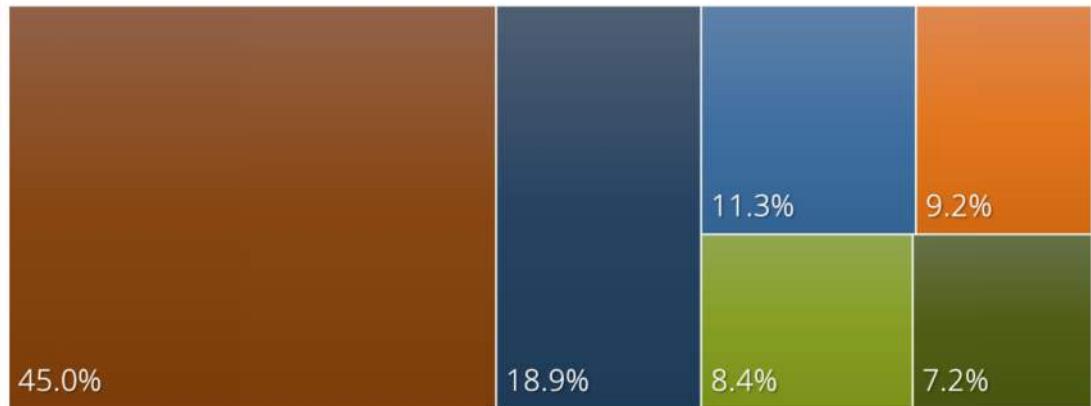
Year-round resident	59%
Greater Rockland resident	29%
Property owner	24%
Business owner	12%
Seasonal resident	6%
Visitor	2%

Other: 7% included boat owners / mooring holders, Farmers' market vendors, Rockland workers, landlords, nearby residents, and those who grew up and/or have family in Rockland



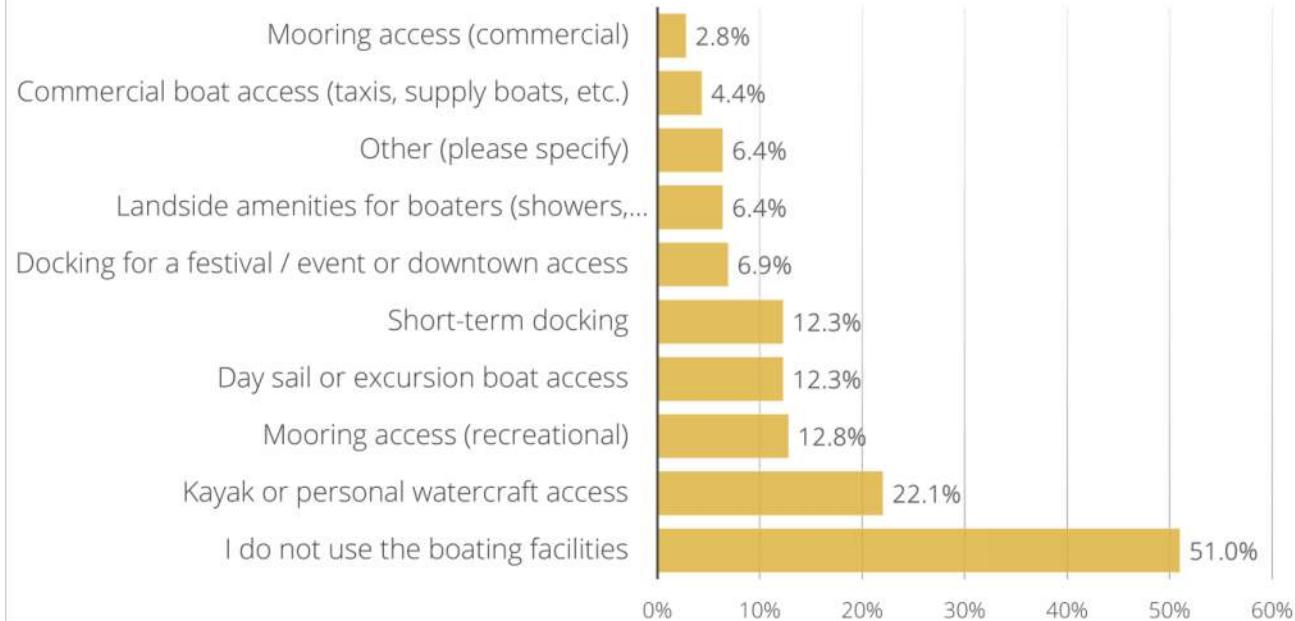
Responses - Waterfront

Frequency of Use - Waterfront Facilities



- Daily or almost daily ■ At least once a week
- Several times a month ■ At least once a month
- Less than once a month ■ Not applicable

How Are The Boating Facilities Used?



Responses - Waterfront

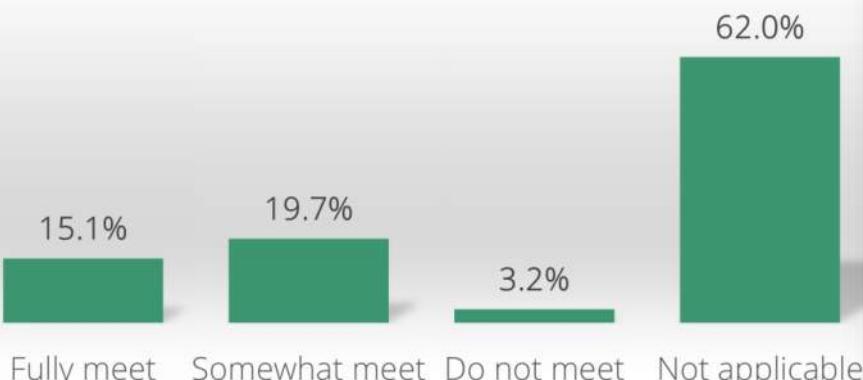
How well do the boating facilities meet the needs of the users?



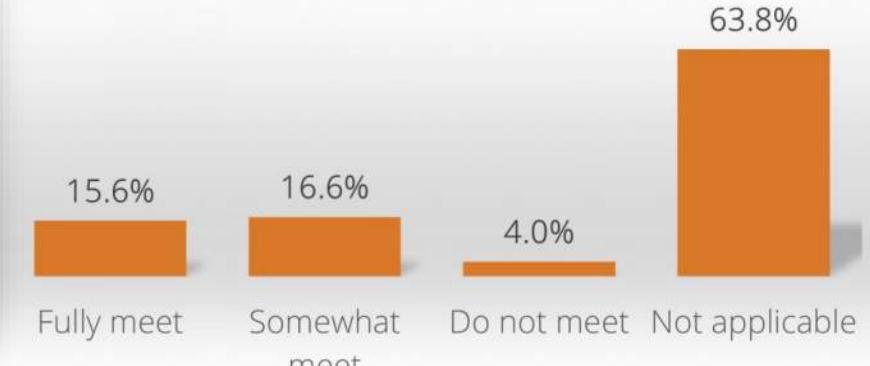
Mooring Access Needs



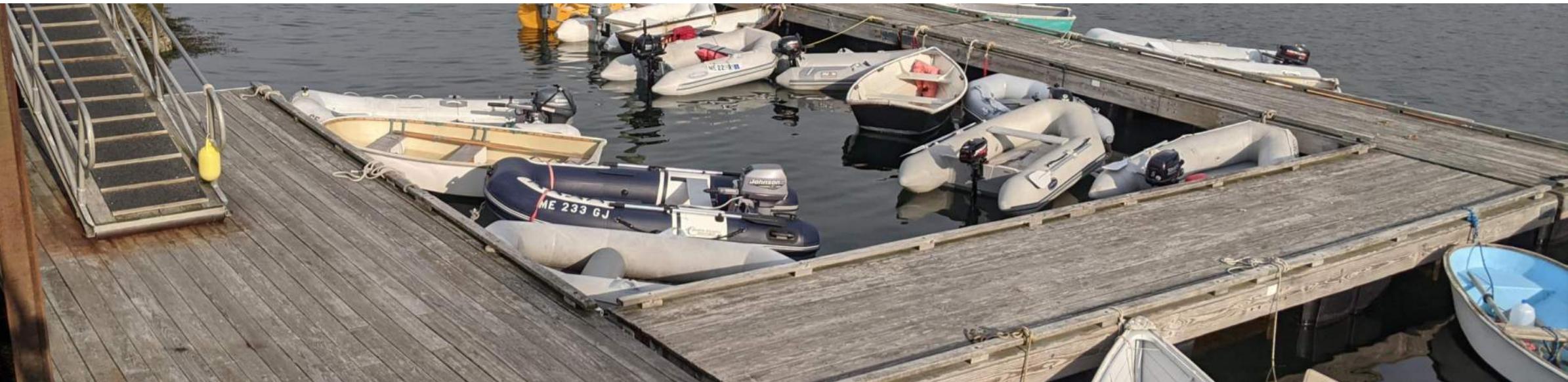
Small Boat Access Needs



Docks & Floats Needs



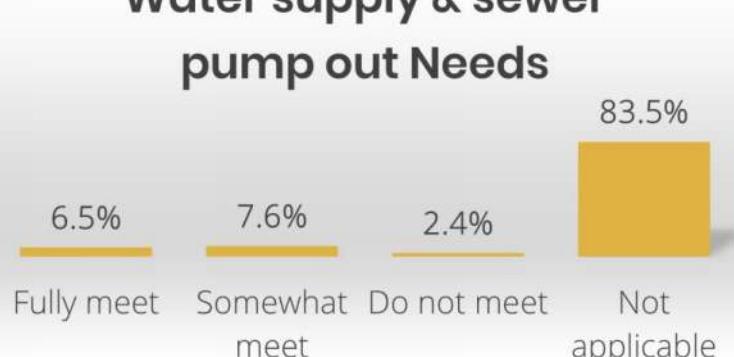
Responses - Waterfront



Electric hook-ups Needs



Water supply & sewer pump out Needs



Shore land services Needs (restrooms, laundry, trash, etc.)



Comments – Waterfront Facilities

Take-aways:

- Value public access to the water
- Concerned about overcrowding as it relates to dock space, access, and services
- Noted issues between commercial and private boating uses
- Want better management of docking and improved boating services, such as sewerage pump out / electrical
- Need improved personal watercraft launch, storage, and docking space
- Would like more landside amenities, such as more restrooms and wifi
- Noted the declining condition of the waterfront facilities, which need repair and upgrading

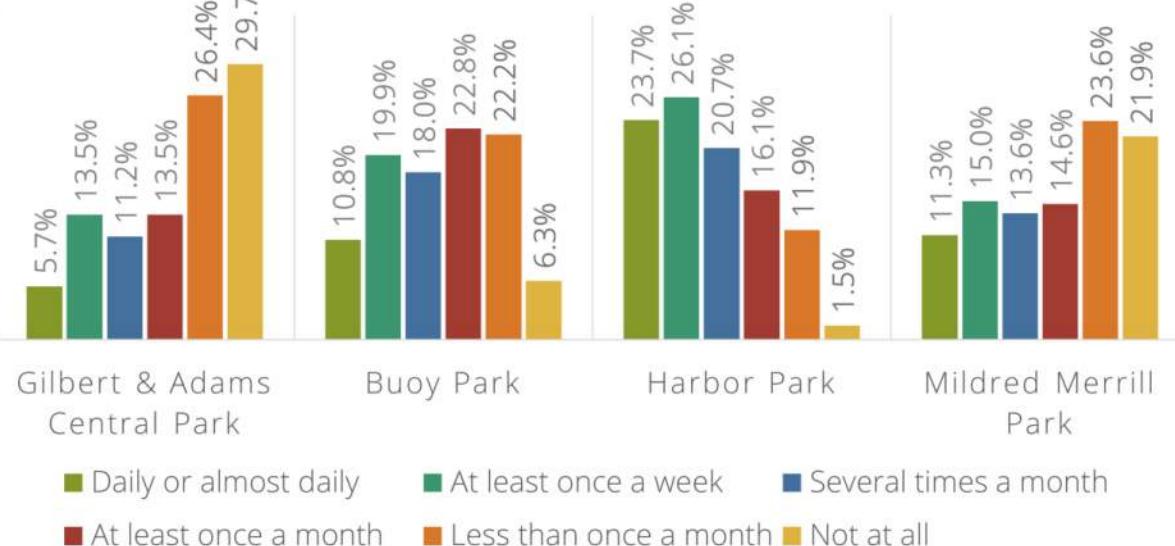


Responses - Parks



Waterfront Parks – Visitation

Frequency



Most Visited (once a month or more)

- Harbor Park 71%
- Buoy Park 49%

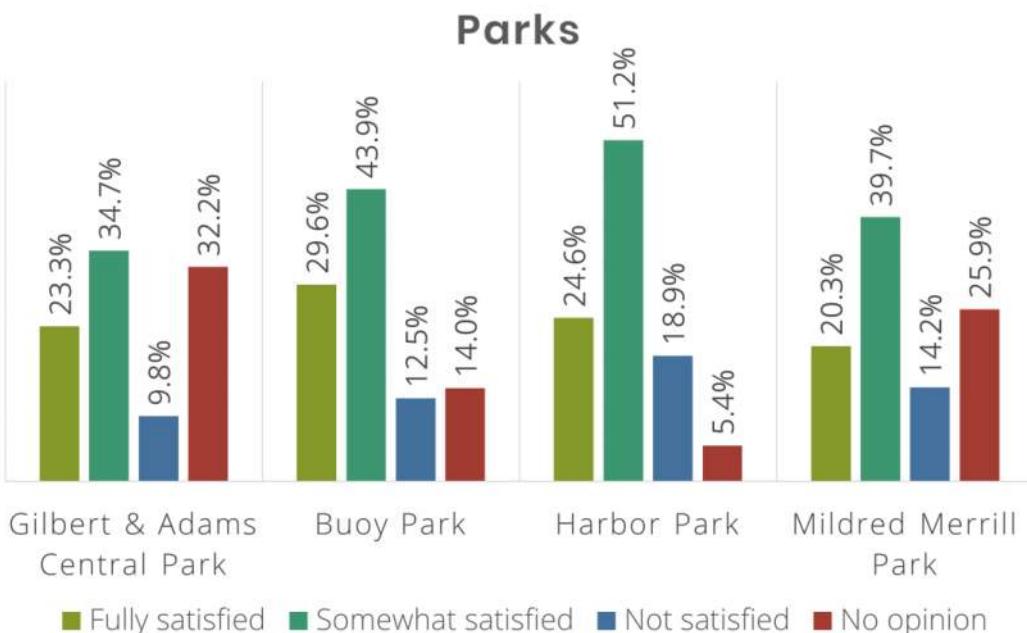
Least Visited (less than once a month)

- G&A Central Park 56%
- Mildred Merrill 46%

Responses - Parks



Level of Satisfaction - Waterfront



Highest Level of Satisfaction (fully to somewhat satisfied)

- Harbor Park 76%
- Buoy Park 74%

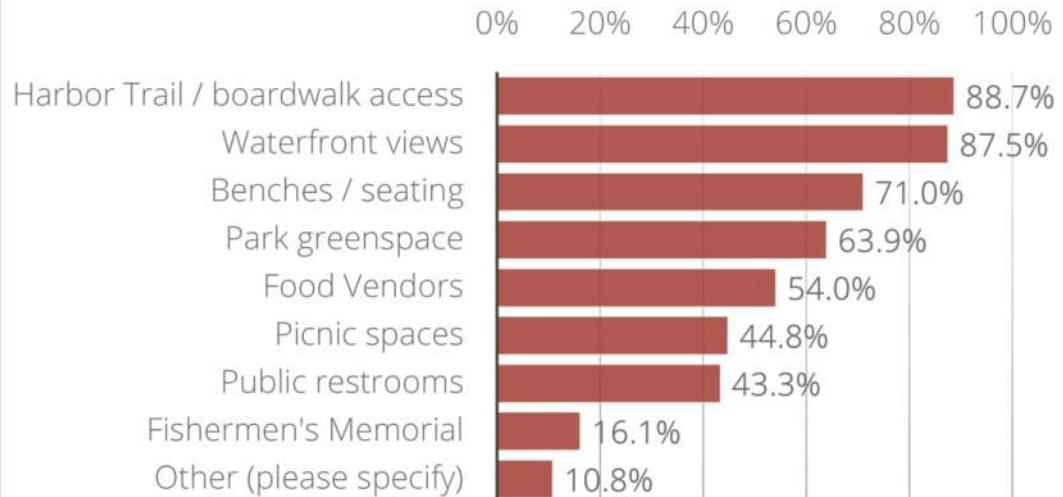
Lowest Level of Satisfaction (not satisfied)

- Harbor Park 19%
- Mildred Merrill 14%

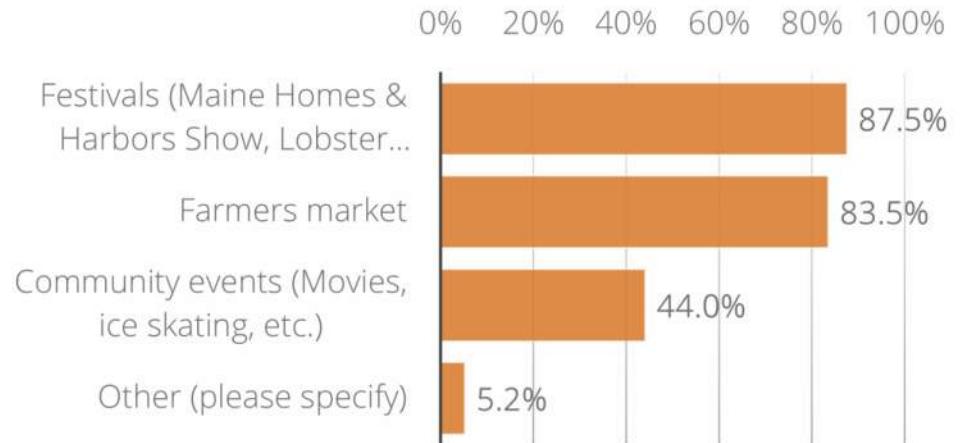
Responses - Parks



How Do People Use the Waterfront Parks?



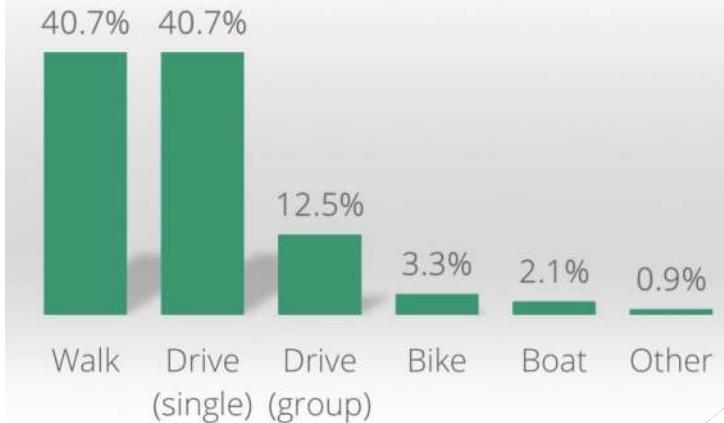
Participation in Park Events & Activities



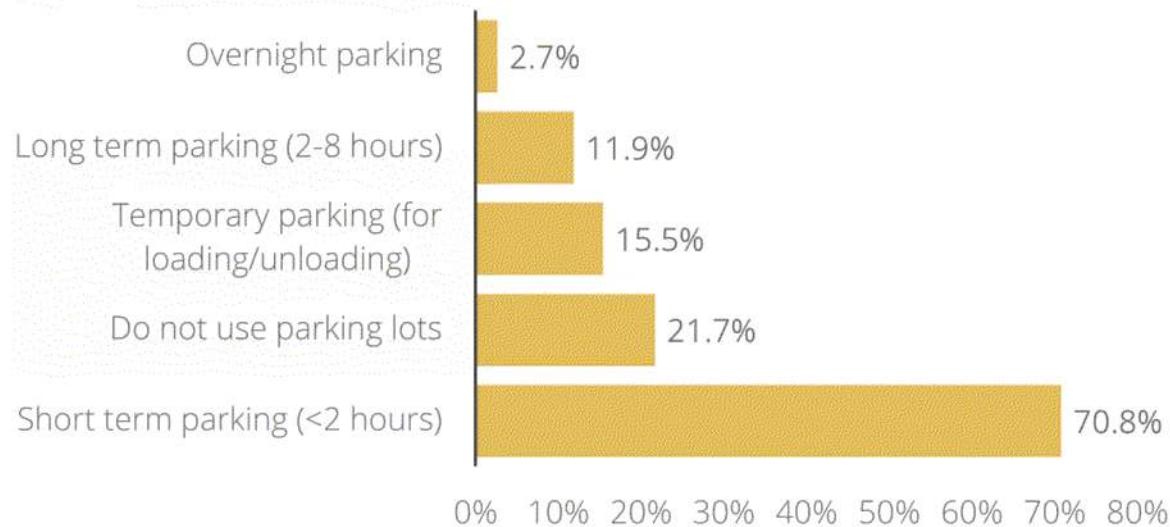
Responses - Parking



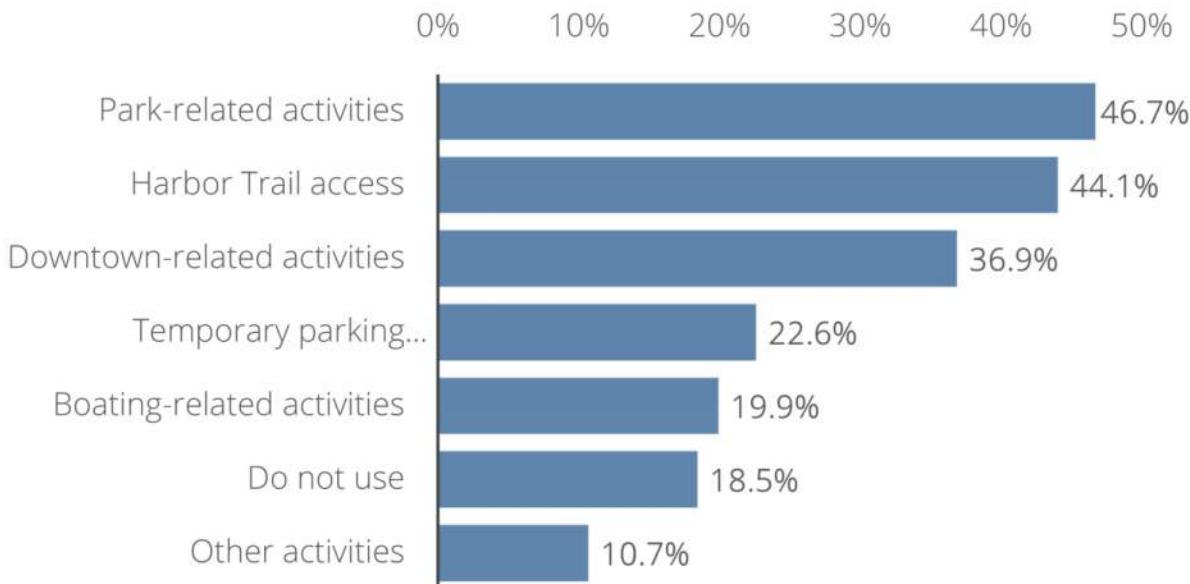
How People Get to the Waterfront Parks



Use of Parking Lots at Harbor & Buoy Parks



Why People Park at Harbor & Buoy Parks



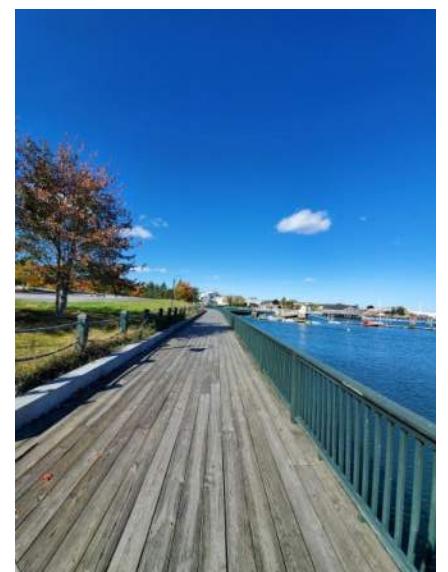
Comments – Waterfront Parks & Parking

Take-aways:

- Parks are an underutilized resource with lots of potential, but they need to be updated and maintained
- The quality of the park spaces should not be limited by the short-term needs of festivals
- Would like to see the boardwalk expanded and opportunities for seating and gathering
- Very supportive of food trucks and community events such as the Farmers' Market
- See opportunity to create a more cohesive park system linked by greenspace, the boardwalk, and trails with less pavement
- Would like a mix of activities within the park to engage families with children and to expand use through the seasons



Boardwalk – Precedent Images



Amphitheater – Precedent Images



Integrating Ideas for the Downtown Waterfront

This project builds on and integrates ideas from various planning efforts, conditions such as recent storm surges and projected sea level rise, and the need to redeveloped key infrastructure due to age related deterioration into a single vision for the project area. Ideas were drawn from the following:

- Ad Hoc Downtown Waterfront Advisory Committee (2021 and ongoing)
- Draft Comprehensive Plan (2022)
- Harbor Management Plan (2020)
- Rockland Heart and Soul Project
- Middle Pier Vulnerability Assessment (2019)
- Inner Harbor City Waterfront Concept (2018)
- Buoy Park Concept (2018)
- Public Landing Concept Plan & Report (2016)
- Harbor Park Concept Sketch (2012)
- Ad Hoc Committee Report (2012)
- Harbor Trail Plan (2011)
- Waterfront Redevelopment Plan (2011)

Project Goals and objectives

At the beginning of the planning process the Ad Hoc Committee developed the following high level goals and objectives to help guide thinking during the development of the master plan.

Goal: Resilient waterfront infrastructure that supports a diversity of harbor uses

- Sustainable and resilient design
 - Consider adaptation to projected sea level rise and associated storm surge; proactively plan for resiliency
 - Consider sustainable building practices and materials
- Piers that can accommodate current and future uses
 - Address age related deterioration at Middle Pier and the Public Landing
 - Consider separating commercial uses from recreational (perhaps centralizing commercial uses at Middle Pier)
 - Incorporate public space and seating on the piers, where feasible
 - Consider whether and where additional dinghy docks or a launch service can be accommodated
 - Maximize planning footprint to allow for extension/expansion as needed over time
 - Proactively anticipate potential impacts from development on neighboring properties
- Adequate shoreside facilities
 - Balance the need for access and parking with the desire for a more park like setting
 - Identify the best location for the Harbormaster building considering both functionality and the flood zone
 - Consider separating yacht club and public restrooms and showers from the Harbormaster building
 - Consider whether there would be an efficiency in providing restrooms by the pump station
 - Provide for both permanent and portable restrooms
 - Upgrade power to provide better electric connections at the piers
 - Provide opportunities for drinking water
- Efficient access from both shore and water
 - Address existing Public Landing encroachments into the channel buffer zone
 - Provide shoreside access to the Public Landing during festivals/events
 - Provide bus access for commercial uses
 - Incorporate small boat/personal watercraft access
 - Anticipate future demand and consider ways to manage traffic, parking, and access demands (such as a harbor launch service)
 - Ensure ADA accessibility

Project Goals and objectives (cont.)

Goal: Integrated, welcoming and resilient public spaces that support a diversity of landside uses

- The various public properties function as an integrated whole
 - Develop a more park-like atmosphere
 - Incorporate shade trees as appropriate
 - Incorporate flexibility to accommodate festivals/large events
 - Provide electric connections sufficient that can accommodate festivals/large events
 - Create and enhance physical and visual connections both to and from the water
 - Enhance physical and visual connections (both pedestrian and roadway) to and from the downtown
 - Provide for parking, without the properties feeling like a parking lot
 - Consider shifting parking further away from the water to allow for other uses shoreside
 - Ensure ADA accessibility
- Visual access to the harbor, as well as physical access
 - Consider how best to incorporate space for people to park and enjoy the view
 - Consider how best to incorporate visual elements that draw people into the parks
 - Preserve and enhance view corridors from Main Street, Park Drive and within the park/public properties
 - Create welcoming seating areas
- Performance space both small and large
 - Consider how to accommodate community scale events as well as festivals
 - Consider replacing the permanent stage with flexible space where a stage can be erected, as needed
- A Harbor Trail Boardwalk that extends the full length of the City-owned waterfront
 - Consider storm exposure and how to build for low maintenance
 - Incorporate flexibility that can accommodate possible future trail connections (e.g., at the north end of Buoy Park – allow for connections both to the street, and further along the shore)
 - Consider incorporating green space along the shore side off the Boardwalk
 - Consider incorporating flexible bumpouts for seating, art, micro performances, or other uses
 - Consider how to effectively integrate the Harbor Trail Boardwalk with neighboring properties and provide ADA accessibility to the extent feasible

Project Goals and objectives (cont.)

- Performance space both small and large
 - Consider how to accommodate community scale events as well as festivals
 - Consider replacing the permanent stage with flexible space where a stage can be erected, as needed
- A Harbor Trail Boardwalk that extends the full length of the City-owned waterfront
 - Consider storm exposure and how to build for low maintenance
 - Incorporate flexibility that can accommodate possible future trail connections (e.g., at the north end of Buoy Park – allow for connections both to the street, and further along the shore)
 - Consider incorporating green space along the shore side off the Boardwalk
 - Consider incorporating flexible bumpouts for seating, art, micro performances, or other uses
 - Consider how to effectively integrate the Harbor Trail Boardwalk with neighboring properties and provide ADA accessibility to the extent feasible
- Updated Fisherman's Memorial
 - Consider relocation to a spot along the Harbor Trail where more people will see it
 - Consider whether a new design is desirable
- Space for vendors/food trucks
 - Consider where and how to provide vendor space
 - Provide flexible space for a variety of uses, such as the Farmer's Market
 - Consider whether a new design is desirable
- Sustainable and resilient design
 - Consider sea level and storm surge scenarios, and existing and anticipated flood zones
 - Consider how best to address stormwater
 - Consider the potential applicability of living shoreline

Goal: Broad based stakeholder support for a vision and roadmap for the City-owned downtown waterfront

- A collaborative, consensus building process where all stakeholders are welcome at the table
 - Provide multiple avenues for public input
 - Find areas of agreement, and build from those
- Information is readily available on opportunities for input
 - Create and maintain a website with up-to-date information

