

Harbor Management Plan City of Rockland Maine

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Prepared by:
Ad Hoc Harbor Management Committee

With Technical Support From:



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DRAFT

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Table of Contents

I. Purpose and Plan Overview

- A. Purpose
- B. Background and Process

II. Harbor Overview

- A. Study Area
- B. Municipal Functions

III. Key Findings, Goals, Objectives and Recommended Actions

- A. Harbor and Mooring Management
- B. Public Access and Facilities
- C. Regulatory Context
- D. Harbor Health
- E. Marine Economy
- F. Cruise Ships

IV. Harbor Inventory

- A. Anchorage Areas
- B. Channels
- C. Moorings
- D. Natural Environment
- E. Waterfront
- F. Regulation
- G. Sea Level Rise
- H. Harbor Economy
- I. Harbor Administration and Budget
- J. Cruise Ship Data

V. Appendices

- A. Maps
 - List Maps
- B. “Impacts of Cruise Ship Visitations in Rockland”, prepared by Maine Center for Business and Economic Research, Edmund S Muskie School of Public Service, University of Southern Maine.
- C. Stakeholder Input

Purpose and Plan Overview

Purpose

This plan outlines goals, objectives and actions for Rockland Harbor. It will help the City manage increased user pressures, guide policy actions, and help to maintain the diversity of users that characterize Rockland. It is intended to be incorporated as an appendix to the City's Comprehensive Plan.

Background and Process

On March 12, 2018, the City Council passed a resolve to develop a new Harbor Management Plan.¹ As part of this resolve, the City Council established the Ad Hoc Harbor Management Plan Committee ("The Committee") – a steering Committee charged with submitting a draft plan for City Council approval. Consistent with the Resolve, the steering committee includes members of the City's Harbor Management Commission, Comprehensive Planning Commission, Economic Development Advisory Committee, and members of the interested public.

With the help of a grant from the Maine Coastal Program², the City hired The Musson Group to support the Committee in drafting the plan. The Committee, with help from The Musson Group, undertook a process of televised public meetings, proactive outreach to harbor stakeholders, and ongoing discussions to develop an inventory of harbor resources and propose goals and objectives appropriate for today's harbor.

The Committee followed a consensus-building process that focused first on fact finding, and then on identifying high level goals and areas of agreement upon which to build.

Guiding Principles

The Committee identified the following overarching principles to help guide development of the plan:

- Celebrate the City's historical and cultural connections to the harbor and waterfront.
- Promote public access and connectivity to the harbor and along the waterfront.
- Promote environmental and ecological wellbeing within the harbor.
- Support the working waterfront.
- Encourage a balance of uses within the harbor and complementary land uses along the waterfront.
- Embed economic, cultural, environmental, and social considerations in future decisions.
- Recognize and support Rockland's role as a major contributor to the region's marine economy.
- Encourage climate preparedness that considers the best available science, protects against coastal flooding and supports resiliency.
- Consider the capacity of the harbor, waterfront facilities, and the City to support use and development, and recognize that this capacity is subject to change over time.

¹ Resolve # 10, "Harbor Management Plan", Sponsored by Councilor Glaser, March 12, 2018.

² Award from the Shore & Harbor Planning Grant Program, using funds from the National Oceanic and Atmospheric Administration, U.S. Department of Commerce.

The principles and recommendations outlined in this plan are consistent with the general goals for the harbor outlined in Chapter 2 of the City Code, Section 2-703:

... to protect its marine-historic resources and sensitive natural resource areas found along its harbor and in nearshore coastal waters; to provide growth in public opportunities for water-based recreational activities; to maintain and enhance navigational facilities for the benefit of all harbor users; and to allocate land and water resources in an economically and environmentally sound manner.

Implementation and Updates

Once approved, the Harbor Management Plan intended to be incorporated as an appendix to the City's Comprehensive Plan (both the current plan and the new Plan under development).

Under City Code, the City's Harbor Management Commission is charged with annual review of the Harbor Management Plan and recommendations to the City Council for additions and/or modifications over time (Section 2-703, 5).

The Harbor Management Commission also is charged with reviewing harbor use proposals for consistency with the Harbor Management Plan (See Section 2-703, 6i and 7).

This Plan also suggests actions that would be implemented by City Departments or others, often in coordination with the Harbor Management Commission.

Plan Structure

This Plan has 3 parts:

1. *Harbor Overview.* This overview provides the high-level background on the harbor and helps to define the study area. It also describes the core functions which are the primary responsibilities the City has in managing the harbor.
2. *Key Findings, Goals, Objectives and Actions.* This section provides a summary of some of the key findings from the harbor inventory and public input processes. It also offers specific goals, objectives, and actions that apply to various aspects of the harbor.
3. *Harbor inventory.* The inventory documents: physical features of the harbor, including the natural environment and harbor infrastructure; harbor and waterfront uses; the regulatory environment; flood zones and potential sea level rise; and the elements of the harbor economy. The inventory serves as a common baseline of understanding to inform decisions about goals, strategies, and actions.

Also included are appendices which include larger formats of some of the maps used throughout the report, a summary of the stakeholder input and how it was used, and a copy of a recent survey results related to cruise visitation, "Impacts of Cruise Ship Visitations in Rockland", prepared by Maine Center for Business and Economic Research, Edmund S Muskie School of Public Service, University of Southern Maine (2019).

Harbor Overview

Study Area

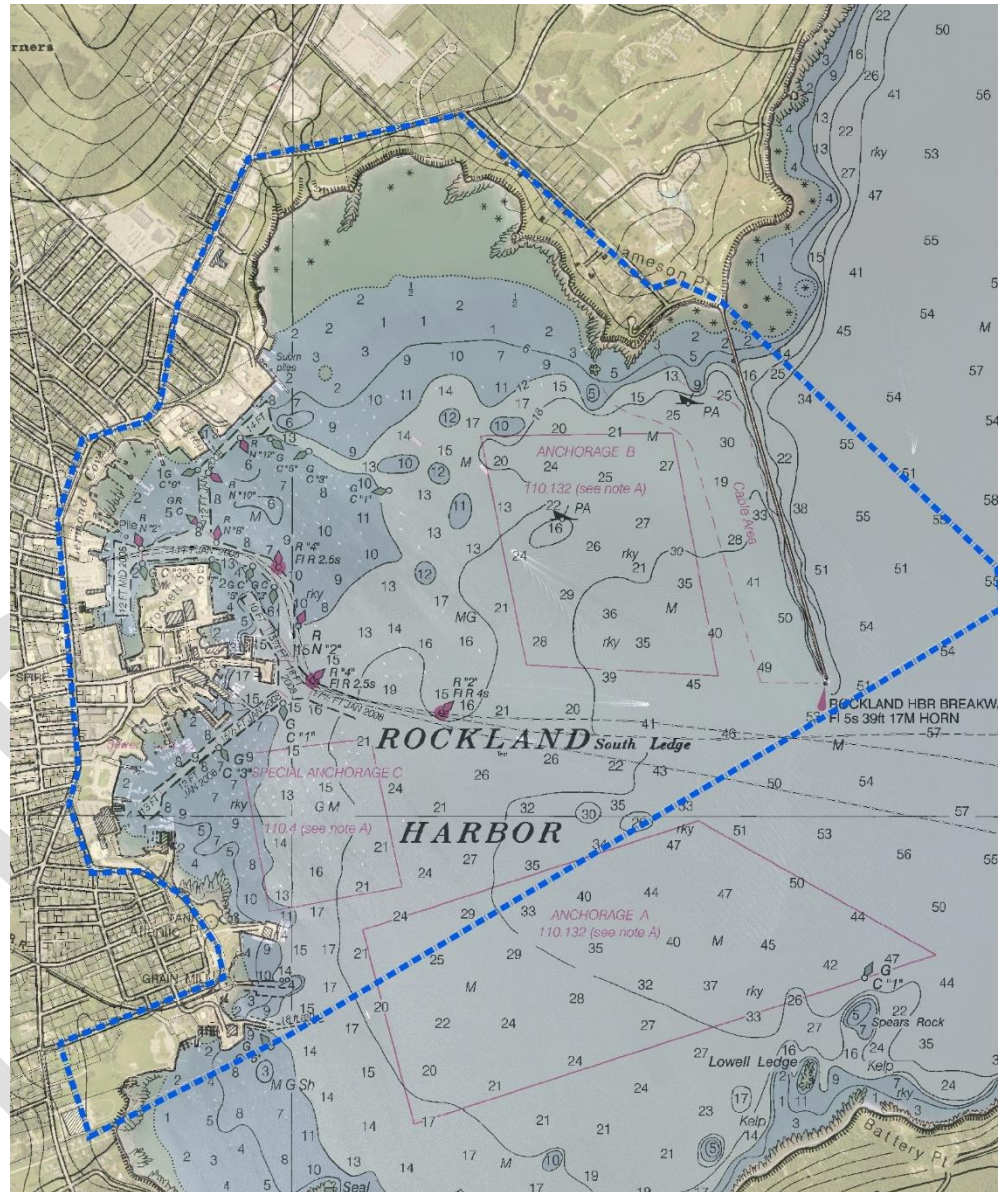
Rockland Harbor lies just north of the entrance to West Penobscot Bay, about 75 miles northeast of Portland. It lies between the Owls Head peninsula on the south and the peninsula separating the harbor from Clam Cove to the north.

The study area for this plan encompasses only the portion of the harbor that is within the municipal boundary of the City of Rockland. The study area extends inland only as far as the adjacent waterfront properties and nearby public streets for the purpose of considering public access. Zoning and other land use considerations are addressed in the main body of the comprehensive plan.

Navigational improvements within the study area include the breakwater, dredged channels entrance buoys and other navigational aids.

Water depths within Rockland Harbor can exceed 50 feet at Mean Low Water (MLW) near the entrance. They gradually shoal to mudflats at low tide in the northwest and southwest limits of the harbor. The tidal range is from 9.7 feet above MLW to 3.5 feet below MLW, for a total rise and fall of 13.2 feet.

Uses within the harbor are diverse, and include a mix of commercial and recreational vessels. Three ferry routes operate from Rockland Harbor to connect to off shore island communities. The land uses along Rockland's four-mile waterfront varies and includes commercial, industrial, and residential development as well as public space.



Municipal Functions

Rockland Harbor's diverse mix of maritime activities makes it one of the most vibrant and attractive harbors in Maine. The City plays an essential role in supporting and enhancing the harbor and waterfront through a variety of core municipal functions which can be grouped into four (4) broad categories:

1. *Harbor Safety and Navigation.* Those activities which help to maintain navigational safety for all types of vessels within the harbor and security for the public at large, including:
 - Navigational channels at appropriate functional depths
 - Aids to navigation (channel markers, no wake buoys, navigational hazards, etc.)
 - Security
 - Harbor Master and Staff
 - Emergency response
 - Relationships with federal and state navigation and public safety partners
2. *Landside Services and Amenities.* Those services, activities, or amenities on public properties that support the needs of the public and vessels that use Rockland's harbor, including:
 - Public launch ramp and access
 - Temporary and long-term docking and slip space
 - Temporary and long-term mooring space
 - Dinghy space and storage for small personal watercraft (e.g. kayaks, paddles boats, etc.)
 - Amenities such as restrooms, Wi-Fi, showers, and laundry
 - Parking for long term use and short terms use
 - Access for loading/removing gear and supplies
 - Maintain a commercial fish pier with space for landing and selling catch and associated refrigeration
 - Hosting year-round ferry service
 - Boat pump-out facilities
3. *Public Access.* Those facilities and locations which provide opportunities for both physical and visual access to the public-at-large, including:
 - Public docks, slips, moorings, and launching spaces
 - Waterfront parks and amenities (e.g. beach and shore access, visual access, seating, etc.)
 - Points of referral, wayfinding, and visitor information (signage, kiosks, etc.)
 - Waterfront trails and recreational opportunities (e.g. Harbor Trail, lighthouse, breakwater, etc.)
4. *Public Policy, Regulation, and Investments.* Those policies, regulations and/or investments that help to support the goals of this plan and help to maintain the diversity of commercial, industrial, recreational and transient uses along the waterfront and within the harbor, including:
 - Policies that support the maritime heritage and the entities that carry it forward
 - Land use and harbor policies that support and maintain a diverse mix of commercial, industrial, recreational and transient uses
 - Waterfront regulation and infrastructure that supports a diversity of uses
 - Municipal investments that are necessary to maintain and enhance access
 - Policies and infrastructure that protect the health of the harbor

Key Findings and Recommended Goals, Objectives, and Actions

Harbor and Mooring Management

Key Findings

- Harbor and municipal infrastructure that supports users from within the City also support adjacent towns, island communities, and regional commercial and recreational activities
- 7 channels in Rockland are important for the safe navigation of vessels within the harbor; all require clear markings and maintenance (See Map ==)
 - 4 federal channels subject to Army Corps of Engineers (ACOE) rules, regulations, and maintenance; all are in need of review by the ACOE to determine the current depth and need for dredging
 - 3 municipal channels are defined by City Code (reference) – one in the northern end of the harbor marked by federal buoys, one located out from the Public Landing marked by local aids to navigation, and one in the southern portion of the harbor marked by a federal buoy; all are important to clearly mark and maintain
- There are 3 federally-designated anchorage areas in Rockland Harbor which need to be protected when considering harbor growth (See Map ==)
- There are 6 historic mooring fields which have evolved over time; while there is room for expansion out into the harbor there also are likely opportunities for more efficient layout of existing moorings
- Using data from the 2019 boating season, there were 597 moorings
 - 38% used by Rockland residents, 62% by non-residents
 - 84% recreational, 16% commercial
 - More comprehensive data may be desirable to collect
- While there are reserve accounts for some purposes there aren't savings all for necessary maintenance and improvements to key harbor infrastructure
- Rockland Harbor is currently a "Class C" designated port which means that the City can take vessels coming from a foreign country and their crew could clear customs in the City; passengers on those vessels cannot clear customs in Rockland

Goals and Objectives

Goal:

- A harbor and waterfront that support a diverse mix of commercial, industrial, recreational, transient, and residential uses and activities

Objectives:

1. Harbor infrastructure that meets current and future needs
2. Mooring, anchoring, and navigation in the harbor available on a fair and equitable basis

3. Moorings fields that are organized to meet user needs and are supported by appropriate shoreside facilities
4. Infrastructure that can withstand flooding associated with sea level rise and storm surge
5. Channels, anchorages, and mooring fields that allow efficient and safe navigation for all users
6. Appropriate growth that accommodates both waterside and shoreside needs
7. Adequate protection from storms and waves
8. Harbor revenues that help support needed investment and maintenance of municipal harbor and waterfront infrastructure
9. A fair share of harbor costs paid for by harbor users
10. Capital planning that proactively sets aside funds for necessary maintenance, improvements, and match for grants

Abbreviation Key:

Harbor Master - HM

Parks & Rec Committee – P&RC

City Staff - S

Wastewater Treatment Plant – WWTP

Harbor Trail Committee – HTC

Harbor Management Commission – HMC

City Council – CC

Comprehensive Plan Commission - CCP

Recommended Actions

Moorings and Anchorages			
Objective	Recommended Action	Responsibility	Timeline
1,2,3,5,8	Update the existing mooring map and database with accurate information for tracking boat size, location, and mooring number along with GPS location	HM	Ongoing
1,2,3	Explore mooring management program to improve efficiency in renewals and improved tracking	HM	Immediate
1,2,3,5	Designate an official mooring expansion area within the harbor	HM	Short Term (1-2 years)
1,2,3,5	Evaluate moorings fields to determine needed closures, expansions or reorganization	HMC	Ongoing
1,3,6	Increase the amount of dinghy space to meet demand at each public facility	HM	Ongoing
1,2,5	Maintain adequate space in designated anchorage areas	HM	Ongoing
5,6	Improve protection of the anchorage area near the cement barge to help maintain unobstructed area; identify who the education and enforcement entity will be	HMC	Short Term (1-2 years)
5	Explore changing the designation of mooring fields to become special anchorage areas and eliminate the need for anchor lights within the mooring fields	HMC	Medium Term (3-5 Years)
1,2,3,6,9	Hold joint discussions with the Owls Head Harbor Committee on topics such as mooring management and access	HMC	Medium Term (3-5 Years)

Safety and Security			
Objective	Recommended Action	Responsibility	Timeline
1,5,7	Develop and maintain an emergency evacuation plan for the harbor coordinated with local and county EMS	HM	Short Term (1-2 years)/ Ongoing
1,5,7	Generate and maintain contact list of waterfront and harbor stakeholders for emergencies	HM	Short Term (1-2 years)/ Ongoing
1,5	Deploy and maintain navigation aids as needed for safety (e.g. "no wake" areas)	HM	Ongoing
1,6,7	Discuss options for upgrading customs designation as needed	HMC	Long Term (5+ years)

Channels and Navigation			
Objective	Recommended Action	Responsibility	Timeline
1,5	Support the continued and timely maintenance of the federal navigation project areas, consistent with the current and anticipated future needs of the City's water-dependent uses and facilities	All	Ongoing
1,5	Request ACOE conduct a survey of channel depths within the federal project areas	HM	Short Term (1-2 years)
1,5	Coordinate needed maintenance dredging with ACOE based on survey results	HM	Medium Term (3-5 years)
1,5	Evaluate the need for dredging at the Northern City Channel to maintain functional depth and explore necessary means of funding	HMC	Medium Term (3-5 years)
1,5	Provide and maintain navigational aids within City designated channels	HM	Ongoing
5	Explore land side and ocean disposal options for dredge spoils and evaluate cost/benefits	S	Short Term (1-2 years)

Wave Attenuation			
Objective	Recommended Action	Responsibility	Timeline
4,7	Request ACOE evaluation of the Rockland Breakwater to determine effectiveness and needed repairs or improvements	HM	Short Term (1-2 years)
4,7	Coordinate with ACOE in funding any needed repairs and improvements to the Rockland Breakwater	HM	Medium Term (3-5 years)
4,7	Explore new means of wave attenuation to mitigate the adverse effects of wave action in targeted locations within the harbor	HMC	Long Term (5+ years)

Harbor Budgeting			
Objective	Recommended Action	Responsibility	Timeline
8,9,10	Develop a capital improvement plan and related reserve accounts to cover necessary maintenance and improvements to municipal infrastructure related to the harbor and waterfront	HM	Ongoing
8,9,10	Explore public/private partnerships to improve harbor and waterside infrastructure	All	Ongoing
8,9,10	When making a capital investment anticipate flooding from sea level rise and storm surge during the full useful life of the facility	All	Ongoing
8,9,10	Annually review harbor related fees to ensure they are fair and competitive; identify opportunities to appropriately raise revenues where appropriate	HMC	Short Term (1-2 years), Ongoing
8,9,10	Improve tracking of harbor related revenue and expenses through the budgeting process	HM, S	Short Term (1-2 years), Ongoing
8,9,10	Seek federal, state, private or other funds and partners where applicable to support implementation of the Plan	All	Ongoing

Public Access

Key Findings – General

- Providing public access to the harbor – physical and visual, commercial and recreational – are important aspects of the municipal function
- The City of Rockland has an amazing portfolio of public properties along the waterfront; some of these are not used to their full potential
- Public access is largely concentrated in the southern half of Rockland’s waterfront
- While the Harbor Trail extends along part of Rockland’s waterfront, much work remains – including obtaining formal easements for existing sections of trail and trail expansion, and extending the trail along waterfront properties owned by the City
- A comprehensive list of the existing properties and easements that provide public access to the harbor is not readily available - it is unknown whether additional rights of way exist over private properties or roads
- There is no comprehensive City-wide inventory of key visual corridors to the water
- Restrooms are not available at all municipal facilities and, where they are available, they are sometimes seasonal, temporary, or inadequate for demand
- ADA accessibility at older public facilities may be incomplete
- Parts of Rockland’s waterfront properties are in the flood zone, meaning there are risks of flooding today and increased risk due to anticipated sea level rise and storm surge within the expected life of the related infrastructure
- Proactive maintenance of public access infrastructure is inconsistent
- Rockland’s waterfront and harbor infrastructure are important to people and businesses from throughout the region
- While the City’s Port Development fund is available for all public facilities, there aren’t savings for necessary maintenance and improvements

Key Findings – Property Specific

Breakwater and Lighthouse:

- The breakwater is one of the most popular walks in Rockland for residents and visitors alike
 - The breakwater is owned by the US Government and managed by the US Army Corps of Engineers
 - The lighthouse building is owned by the City and managed by the Maine Lighthouse Foundation; public tours are sometimes provided in the summer
 - The working light is owned and maintained by US Coast Guard and is important to navigation
 - There is public boat access available at the breakwater via a small float

- Pedestrian access to the breakwater and lighthouse is via a small park at the end of Samoset Road with roadside parking
 - There are no public restrooms
 - There is no recorded easement for pedestrian access from the park to the breakwater
- The Breakwater Lighthouse does not have a reserve account for repair and maintenance

Commercial Fish Pier:

- This facility is important to the working waterfront and provides long term dockage, transient tie-up, catch buying/selling, hydraulic lifts, gear storage, refrigeration, fuel sales, and bait sales
- The facility supports a variety of fisheries and harvesting, including lobster, herring, scallops, and aquaculture
- While in its current condition the Fish Pier may be at capacity; there may be opportunities to increase capacity by modifying layout/configuration
- A grant-funded improvement project is underway that will address age-related deterioration to piles and dolphins, resurfacing, stabilizing the storage areas, upgrading the electrical system and maintenance dredging (estimated completion 2021)
- Refrigeration units are within the floodplain
- The property is deed restricted to protect commercial fishing uses
- The fence around the storage area is in need of repair or replacement
- A maintenance plan exists for this facility, including a reserve account funded by user fees and associated revenues
- There isn't currently a safe place for the general public to sit and watch the boats come in

Public Landing/Middle Pier:

- These key properties have potential that is not yet realized (e.g. extension of the Boardwalk, potential amphitheater, greenspace)
- The properties are connected by an accessway used by the public; though there is no recorded City easement for the road or the public infrastructure running beneath it
- The Harbor Master building is in need of repair and located within the flood zone
- The Public Landing is used for mooring field access, transient and long term slip space, dinghy space, small cruise ship landings, and cruise ship tenders
- Middle pier is used for commercial boat dockage, passenger vessel space, and at times cruise ship tenders
- Both the Public Landing and the Middle Pier are aging and in need of repair
- Both the Public Landing and Middle Pier can be rocky during an East or Northeast blow
- Harbor Park has a reserve account; Public Landing and Middle Pier do not
- The waterfront supports festivals and events, which are important to the economy and local culture

- Festivals and events can impact other public access uses (e.g. access to the docks)

Sandy Beach:

- Sandy Beach is the only public facility that offers sitting on a beach and swimming
- There are no year-round public restrooms
- There is no reserve account for Sandy Beach

Snow Marine Park:

- Snow Marine Park is the only publicly owned boat launch on the harbor
- The boat launch is important for both commercial and recreational vessels
- Long term parking for boaters can conflict with other park uses (e.g. parking is often on the grass)
- Snow Marine Park is at the end of the current Harbor Trail, but the trail doesn't follow the water within the park
- Residents of Owls Head use Snow Marine Park to access the nearby mooring area which is in the Town of Owls Head
 - The small leased building is in need of significant work; it also includes a mural by Carol Sebold that should be preserved
- There is no reserve account for Snow Marine Park

Schooner Wharf (Port District Property)

- Rockland hosts the largest fleet of windjammers and schooners in the Northeast, and has had a continuous presence of commercial sailing vessels since the State's founding
- Schooner Wharf is important to maintain this historic asset and part of Rockland's maritime heritage
- Schooner Wharf is owned by the Port District, the City owns the parking lot and upland property
- Schooner Wharf is on the Harbor Trail
- The Port District maintains a reserve account
- Sedimentation from Lindsay Brook fills Lermond Cove and increases the need for maintenance dredging; anecdotally sedimentation is said to be occurring faster today than in the past

Goals and Objectives

Goal:

- Ample opportunities for residents, businesses, and visitors to connect with Rockland's harbor and maritime heritage

Objectives:

1. A healthy working waterfront supported by adequate commercial access points and related infrastructure
2. Public facilities along the waterfront, interconnected via multi-use trails/paths
3. Public access for active and passive recreation available at multiple locations throughout the waterfront
4. Increased physical access opportunities in the northern half of Rockland's waterfront
5. View corridors to the water throughout the City
6. Important scenic views are identified and protected where feasible
7. Public facilities that are fully accessible, to the extent feasible
8. Funded reserve accounts for maintenance, improvements, or matching for related grants at all key facilities
9. Clean, accessible, and modern restrooms at key waterfront facilities
10. Infrastructure designed to withstand flooding associated with sea level rise and storm surge during its expected useful life
11. Community events and festivals are encouraged at waterfront facilities and managed to maintain access to the water for all

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Recommended Actions

Public Access and Municipal Facilities – General			
Objective	Recommended Action	Responsibility	Timeline
1,2,3,4	Improve public access on the northern half of the harbor and when feasible acquire appropriate rights or land	S, HTC	Short Term (1-2 years), Ongoing
1,3,3,4	Consider appropriate uses for the City-owned lot on Samoset Road	S,P&RC	Short Term (1-2 years)
1,2,3,	Support and prioritize obtaining recorded public access rights to the Boardwalk and pedestrian access rights Rockland Breakwater	S	Short Term (1-2 years), Ongoing
1,2,3	Obtain additional rights to improve connectivity of public access along the waterfront	S,HTC	Ongoing
1,2,3,4,5, 6,7,8,9,11	Continuously improve the public's experience along the waterfront	S, HTC, P&RC	Ongoing
1,2,3,4	Continuously evaluate opportunities to enhance the City's portfolio of waterfront properties or rights of way	All	Ongoing

2,3,5,6,7,	Review City ordinances and propose appropriate standards or incentives to encourage public access as part of all waterfront development projects	S	Medium Term (3-5 years)
1,2,6	Conduct a comprehensive review of current and historic public access points	S	Short Term (1-2 years)
1,2,6	Maintain existing and historic rights of access	S	Ongoing
8,10	Consider anticipated sea level rise and storm surges during the useful life of the project in all capital investment decisions	All	Ongoing
8,9	Provide public restrooms (ideally flush toilets) at key waterfront properties	HM, P&RC	Medium Term (3-5 years)
7,8	Evaluate ADA accessibility and potential improvements as part of all major repair or improvement project	S	Ongoing
1,3,8	Explore areas within the City which would be appropriate to accommodate overnight parking for harbor boaters; investigate fees and revise parking policies as necessary	S	Short Term (1-2 years)
8	Develop a capital improvement plan for key waterfront infrastructure and associated reserve accounts	HM,S	Medium Term (3-5 years)

Breakwater and Rockland Harbor Light			
Objective	Recommended Action	Responsibility	Timeline
2,3,4	Work with the Samoset and Jameson Point residents to identify a location at or near the end of Samoset Road for a public restroom	S	Ongoing
2,3,4	Work with the Samoset to obtain an easement for the Harbor Trail	S	Short Term (1-2 years)
4,7,8,10	In coordination with relevant committees, review lease, develop a maintenance plan, and coordinate with current lease holders on improvements and operations	S	Short Term (1-2 years)
<i>Actions related to maintenance, improvement and effectiveness of the breakwater are included under the Harbor and Mooring Management section; see page 12.</i>			

Commercial Fish Pier			
Objective	Recommended Action	Responsibility	Timeline
1,8,10	Consider options to maximize flexibility and adapt to changing needs in the commercial fishing industry	HM, S	Ongoing
1,8,10	Add additional floats and ramps as necessary to support the needs of the Fish Pier users	HM	Short Term (1-2 years)
1,8,10	Explore ways to add additional cooler space and move coolers out of the flood zone	HM	Short Term (1-2 years)

1,8,10	Consider whether changes to layout would improve efficiency and add capacity and space for additional uses	HM	Ongoing
1,8,10	Investigate additional areas for adding usable space either through dredging to add berthing and docking space or through construction of new pier or float space	HM	Long Term (5+ years)
1,8,10	Consider opportunities to improve fencing by the trap area that is both functional and attractive; provide public seating and signage where the general public can view the commercial activity on the pier	HM, S	Immediate
1,8,10	Review storage area to evaluate its highest and best use for commercial fishing needs	HM	Ongoing

Public Landing/Middle Pier			
Objective	Recommended Action	Responsibility	Timeline
1,2,3,5,7,8,9,10,11	Evaluate infrastructure needs and determine scope of improvements, with consideration of past plans and concepts as well as new ideas	S	Immediate
1,3,8,10	Document riparian rights, landside rights, and other site considerations to better understand expansion possibilities	S	Short Term (1-2 years)
1,2,3,8	Purchase the property located between the Public Landing and Middle Pier, if available and feasible	S	Short Term (1-2 years)
1,2,3,8	Obtain ownership or recorded easement to access road that connects Harbor Park with Buoy Park/Middle Pier	C	Short Term (1-2 years)
1,2,3,8	Adequately fund port development account for future needs and grant matching or create reserve account for Public Landing and Middle Pier; consider combining with existing account for Harbor Park	S	Short Term (1-2 years)
1,2,3,8	Improve and possibly relocate the Harbor Master's building – consider floodplain as well as the visual and physical needs of Harbor Master in relation to the harbor and boat traffic	S	Medium Term (3-5 years)
1,2,3,8	Develop policies that provide access to the public ramp, floats and Harbor Trail during events; revise application materials for facility use accordingly	HMC	Short Term (1-2 years)
1,2,3,8	Develop a plan that considers Public Landing, Middle Pier and the adjacent parks together with consideration to the key objectives below	S	Medium Term (3-5 years)
Key Objectives Future Planning at Public Landing/Middle Pier: <ul style="list-style-type: none"> • Accommodate public access (both physical and visual) • Accommodate of the functional needs of the harbor (e.g. water, bathrooms, pump out, Wi-Fi, showers, deliveries, parking, etc.) • Provide connectivity to the boardwalk and Harbor Trail 			

- Consider ideas from past master planning projects (e.g. relocation of the harbor masters building, dock and pier orientation, amphitheater, green space, restrooms, etc.)
- Explore obtaining all of the property between Middle Pier and Public Landing
- Parking should be incorporated into the design, but the pedestrian experience and waterfront green space should be prioritized
- Plan for risks associated with flooding and sea level rise
- Plan for flexibility as demands for these sites change or grow over time

Sandy Beach			
Objective	Recommended Action	Responsibility	Timeline
8	Adequately fund port development account for future needs and grant matching or create reserve account	S	Short Term (1-2 years)
7	Develop a permanent public restroom	S	Medium Term (2-5 years)

Snow Marine Park			
Objective	Recommended Action	Responsibility	Timeline
2,7,8,11	Plan for appropriate uses and activities and consider this property as an appropriate location for future public events and festivals	P&RC, HMC	Ongoing
2,11	Develop policies that ensure access to the public ramp, floats and Harbor Trail during events; revise event application materials accordingly	HMC	Ongoing
7,8	Explore options and policies for long term or overnight parking for cars and boat trailers	S, P&RC	Immediate
8	Make necessary repairs to the structure currently being leased or provide a lease term sufficient for the tenant to make repairs; preserve mural painted by Carol Sebold	S	Short Term (1-2 years)
8	Adequately fund port development account for future needs and grant matching or create reserve account	S	Ongoing
7,8,10	Add dinghy dock and maintain on-shore storage for personal watercraft	HM	Short Term (1-2 years)
2,6,8	Provide a trail along the waterfront and stairs to the water	S, HTC, P&RC	Medium Term (3-5 years)
7,8,9	Review the need for additional amenities and added restrooms; consider increasing grade for site usability; actively plan for improvements as necessary	S	Long Term (5+ years)
8	Open dialogue with Owls Head over shared interest and needs for Snow Marine Park	HM	Medium Term (3-5 years)

Schooner Wharf (Port District Property)			
Objective	Recommended Action	Responsibility	Timeline
8	Work with Port District on improvement and maintenance plan	S	Ongoing
8	Monitor filling of Lermond Cove from Lindsay Brook sedimentation and develop remediation plan as needed	S	Ongoing
10	Evaluate the risks to investments and infrastructure due to flooding associated with sea-level rise and storm surge in collaboration with the Port District	S	Ongoing

Regulatory Context

Key Findings

- The rules that regulate harbor and waterfront development are complex and involve multiple federal, state and local agencies and departments ([See Table XXX, page YY](#))
- The Harbor Master is responsible for harbor and vessel care, harbor operations and safety (See [Section 2-702](#))
- The purpose of the Harbor Management Commission (HMC) is to...
...protect marine-historic resources and sensitive natural resource areas found along its harbor and in nearshore coastal waters; to provide growth in public opportunities for water-based recreational activities; to maintain and enhance navigational facilities for the benefit of all harbor users; and to allocate land and water resources in an economically and environmentally sound manner
- HMC is responsible for
 - Annual review and recommending updates to the Harbor Management Plan
 - Recommending related ordinances for adoption by City Council
 - Review applications for consistency with the Harbor Management Plan
 - And other duties as outlined in [Section 2-703](#)
- The Planning Board and Code Enforcement Office review and approve applications for construction of land use activities within the shoreland zone

Goals and Objectives

Goal:

- Clear and effective regulations that support waterfront development and harbor use consistent with City goals, harbor capacity (whether natural or human-made), and municipal legal authority

Objectives:

1. The City understands and exercises its authority to oversee harbor development and use for the benefit of the community and protection of the environment
2. Regulatory clarity and predictability for municipal regulation
3. All regulated structures and activities are properly authorized by the appropriate federal, state, and local authorities
4. A user-friendly and practical Harbor Management Plan that is reviewed annually and updated as needed

Recommended Actions

Abbreviation Key:

Harbor Master - HM

Parks & Rec Committee – P&RC

City Staff - S

Wastewater Treatment Plant – WWTP

Harbor Trail Committee – HTC

Harbor Management Commission – HMC

City Council – CC

Comprehensive Plan Commission - CCP

Regulatory Context			
Objective	Recommended Action	Responsibility	Timeline
1,2,3	Identify any gaps in current City regulation that are within municipal authority	HM, S, HMC	Short Term (1-2 years)
1,2,3	To better ensure City involvement in future development of the harbor and to fill any gaps in regulation, consider the recommended standards or incentives below and the following: <ul style="list-style-type: none"> Enhancements to existing City standards A separate ordinance such as a Marine Construction Ordinance Or other options as appropriate 	HM, S, HMC	Short Term (1-2 years)
1,2,3	Develop a checklist of standards and approvals for applicants and applicable City departments, boards, and commissions to be used while issuing permits	S, HM	Short Term (1-2 years), Ongoing
4	Annual review of the harbor plan	HMC	Ongoing
1,3	Keep abreast of federal and state rules related to the harbor and foster a productive working relationship with federal and state agencies	HM	Ongoing
1,3	Seek coordination with Owls Head on harbor regulations	HMC	Ongoing
Recommended standards or incentives that could be considered when updating City regulations: <ul style="list-style-type: none"> Provisions for integrating public access into waterfront projects Consideration of flooding and storm surge for new construction ADA accessibility, where feasible Provisions for incenting creation or maintenance of view corridors Dimensional standards for piers and wharfs Minimization of impacts to traditional fishing grounds Protection of harbor health Standards for that encourage a sufficient number of boat pump outs Encouragement of environmentally sustainable materials (e.g. alternatives to foam filled floats) Minimize hazards to navigation 			

Harbor Health

Key Findings

- Natural resources in and around the harbor provide for a variety of habitat that support fish and wildlife, and desired human uses (e.g. swimming, commercial and recreational fishing, etc.)
- Wading bird and waterfowl habitat is located throughout the harbor but is concentrated in the shallow area near Jameson Point
- Eel grass beds, which support a wide range of organisms and ecological functions, are located throughout the harbor; the largest area is in the shallow waters near Jameson Point
- Shellfish habitat has been identified in the shallow area near Jameson Point; however, the State has closed the harbor to commercial harvesting due to water quality
- The coastal bluff areas along the shoreline are more susceptible to erosion, particularly on the northern end
- Stormwater run-off, direct discharges, and other non-point sources of pollution (e.g. boats) are the main threat to water quality and sometimes lead to warnings or closures to swimming
- The harbor's environment includes water quality, air quality, marine life and habitat, noise pollution and light pollution which have limited capacities

Goals and Objectives

Goal:

- The environmental quality of the harbor supports healthy natural resources, ecological functions, habitats, and sustainable human use

Objectives:

1. Preserve, protect, maintain and wherever feasible improve, the quality of the harbor's natural resources
2. Decision making that is informed by science-based information, collaboration, and best practices

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Recommended Actions

Harbor Health			
Objective	Recommended Action	Responsibility	Timeline
1,2	Identify potential partners (e.g. Mid-Coast School of Technology, Island Institute, adjacent communities) for collaboration with harbor health knowledge, opportunities, and threats	HMC, S	Ongoing

1,2	Working with partners, prepare and publish a “state of the harbor” report which can serve as a baseline for harbor health and help focus on areas that inform better decisions on municipal uses and regulation <ul style="list-style-type: none"> Baseline data could include water quality, movement of water, soils, habitat, species, etc. 	HMC, S	Medium Term (3-5 years)
1,2	Prioritize projects that improves stormwater separation	WWTP	Ongoing
1,2	Monitor the municipal wastewater treatment in accordance with best available technology and the highest standards of operation and maintenance	WWTP	Ongoing
1,2	Explore tools to help monitor and protect, as needed, the environmental capacity of Rockland Harbor	HMC	Ongoing
1,2	Regularly request water quality and/or soils testing from Department of Marine Resources to determine whether shellfish harvesting and aquaculture can be allowed	HM	Ongoing
1,2	Explore regulatory limits or bans on pesticide use	S	Short Term (1-2 years)
1,2	Continue support of regulations limiting the use of plastic bags and extruded polystyrene food containers	CC	Ongoing
1,2	Improve harbor water quality through reasonably attainable reductions in nonpoint sources of pollution and enhanced protection from point sources of pollution	WWTP, HM, HMC	Ongoing
1,2	Create and maintain accurate mapping of harbor habitat using easily accessible data and, when available, locally focused data	HM, S	Ongoing

Marine Economy

Key Findings

- County wide the marine economy makes up over 17% of the total economy; Rockland is the major contributor to the County economy
- Rockland's marine economy is diverse and expansive
 - NOAA defined the major components of the marine economy as commercial fishing, marine construction, marine transportation, tourism, and boat building/repair -- all of which are healthy and active components of Rockland's marine economy
 - There is considerable overlap and interdependence with other economic sectors, such as the retail, professional services, outdoor recreation, food service, tourism, and manufacturing
- The working waterfront supports a variety of commercial fishing and water-dependent businesses
- Rockland is one of the top 10 ports in Maine by value of fisheries
- Water dependent businesses identified housing as a major challenge in attracting workers
- The importance of particular fisheries and opportunities fluctuate over time; one current opportunity is aquaculture
- Physical and visual access to the harbor provide economic, recreational, and other benefits to the City
- Rockland provides a number of public facilities that help support the marine economy – Commercial Fish Pier, Snow Marine Park boat launch, Middle Pier, Schooner Wharf, and Public Landing (See Public Access section starting on page 15)

Goals and Objectives

Goal:

- Continued strength in Rockland's marine economy that supports a diversity of jobs, uses and economic activity

Objectives:

1. Suitable waterfront infrastructure and facilities support both public and private economic activity
2. Rockland's marine economy remains diverse so that no one activity is dominant
3. The working waterfront is important to Rocklands economy and marine heritage
4. Harbor infrastructure (both public and private) supports the region's commercial fishing, marine construction, tourism, boat building and other needs

5. Private marinas and commercial dock space thrive and help to meet the overall needs of the harbor
6. Workforce housing options allow for workforce growth to support the marine economy
7. City policies and investments help preserve the mixed-use nature of the waterfront and support flexibility to better meet the needs of the future

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Recommended Actions

Marine Economy			
Objective	Recommended Action	Responsibility	Timeline
2,3,5,6	Review waterfront zoning to ensure that water-dependent uses and appropriate non-marine related development of waterfront commercial areas is protected	CPC, S	Ongoing
2,3,5,6	Continuously improve the City's regulatory process with predictability and clarity in mind	All	Ongoing
1,2,3,4,7	Monitor commercial fishing trends to ensure the Commercial Fish Pier continues to support the changing needs of the industry	HM, HMC	Ongoing
1,2,4,5,6,7	In collaboration with other stakeholders, pursue and develop opportunities to connect local residents with the waterfront and Rockland's marine heritage	S, HMC	Ongoing
1,2,4,5,6,7	Explore public private partnerships to provide needed infrastructure and services and to achieve the objectives of this plan	S	Ongoing
1,2,7	Consider what marine-related responsible tourism means for Rockland and way to integrate appropriate principles into City policy	HMC	Short Term (1-2 years)
1,2,3,4	Monitor fisheries trends to provide baseline information on future needs for commercial fishing industry	HM	Ongoing

Cruise Ships

Key Findings

- During the 2019 season, there were approximately 34 cruise ship visits to Rockland
 - 1 large cruise ship (501 passengers or more)
 - 33 small cruise ships (500 passengers or fewer)
- In 2017 there were 25 small ship visits and 5 large ship visits
- As of January 2020, there were 30 small ships and 6 large ships are already booked for the 2020 season; the City had turned away 1 large ship for this season
- A City policy on cruise ships was adopted in 2018 (order #51); it manages the number of ships that can be in the harbor and is based on the capacity of the City infrastructure as measured by the number of people it can serve
 - 1 ship can anchor
 - 1 small ship can dock
 - The daily passenger cap for January-August and November-December is no more than 2 ships with no more than 500 passengers each
 - The daily passenger cap for September and October is 3,000 passengers
 - No more than 6 ships total are allowed from September to October
- Approximately 12% of the FY20 harbor budget comes from cruise ship fee revenue
- Consistent with City policy, 70% of the revenues from cruise ship fees are dedicated to an infrastructure reserve account - the Port Development Fund; the remaining 30% supports the harbor budget
- Small cruise ship landings and cruise ship tenders are in most cases directed to the Public Landing dock; the Public Landing is in need of age-related updates and repair
- Cruise ship tenders are sometime directed to Middle Pier; Middle Pier also is in need of age-related updates and repair
- Public restrooms near where cruise ships disembark are limited; portable toilets are needed during the boating season
- Court president suggests use of fee revenue must be remitted to services provided to visiting vessels (See COURT CASE); there is subsequent president in Juneau, Alaska for other municipal uses from the Cruise Lines International Association agreement

Goals and Objectives

Goal:

- Cruise ship tourism that provides benefits to the City while protecting the natural environment and not overwhelming the capacity of the City to serve its residents and other activities/uses

Objectives:

1. Cruise ships are be one aspect of a balance of uses within the harbor
2. Policies toward cruise ships adequately protect the capacity of City facilities, infrastructure, and environment
3. Cruise ship activities (anchoring, tendering, etc.) maintain safety and navigation within the harbor
4. Revenues from cruise ship landings support needed improvements to facilities and infrastructure
5. Restroom facilities along the waterfront are sufficient to adequately handle the demand from the variety of waterfront and harbor related uses

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Recommended Actions

Cruise Ships			
Objective	Recommended Action	Responsibility	Timeline
1,2,3,4	<p>Review and amend the City's existing cruise ship policy using the following recommendations:</p> <ul style="list-style-type: none"> - In the first year following adoption of this report allow large ships (501 passengers and larger as shown on the manifest) in September and October only and maintain the 6 ship limit - Clarify there is no limit on the timing or number of small ships (500 passengers or less as shown on the manifest) - Clarify that the passenger count referenced in the policy refers the number of passengers as shown on the ship manifest - Limit passenger count for large ships to no more than 3000 passengers shown on the ship manifest - Define the term "cruise ship" and clearly exclude schooners, windjammers and similar vessels 	HMC	Immediate

1,2,3	At least annually review the cruise ship policy for potential changes or improvements <ul style="list-style-type: none"> - Incorporate public feedback within the review process - Tie policies to municipal capacity - Review fees to ensure appropriate support for facilities and infrastructure 	HMC, CC	Ongoing
1,2,3	Develop a safety valve provision in the rules to allow the Harbor Master to authorize additions or limitations to the policy on a temporary basis	HMC	Short Term (1-2 Years)
1,2,3	Collect data on the number of large and small ship visits, ship size, ship capacity and number of people who disembark as well as the similar data on ships turned away	HM	Short Term (1-2 years), Ongoing
2,3,4	Evaluate whether and how current rules would allow the City to regulate cruise ship landings at private facilities and explore options for additional regulations if necessary	S, City Attorney	Short Term (1-2 years)
2,3	Explore tools encourage environmentally responsible cruise lines and discourage those with poor environmental records	S	Medium Term (3-5 years)
1,2,4,5	Evaluate the existing infrastructure and environment to determine capacities to handle passengers from cruise ships	S	Short Term (1-2 years), Ongoing
Factors to consider in capacity discussions: <ul style="list-style-type: none"> • Public dock space and landing areas • Public restroom facilities • Local streets and parking areas • Staff • Harbor space • Natural resources 			

Harbor Inventory

Appendix