ECONOMIC DEVELOPMENT ANALYSIS & ACTION PLAN

CAMDEN, MAINE

Development Concepts, Inc.

Maine Center for Business and Economic Research

HNTB

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INTRODUCTION

This project was funded as a continuation of the Gateway 1 Corridor Action Plan. Gateway 1 is a historic partnership between communities from Brunswick to Stockton Springs, as well as the Maine Department of Transportation, State Planning Office, and the US Department of Transportation. The partnership and subsequent transportation and land use recommendations are intended to have a transformative impact on Maine's iconic coastal route. The key goals of the Corridor Action Plan were to address three key areas: (1) the ability to move people and goods smoothly and safely along the Corridor by multiple modes; (2) the ability to grow jobs and a related tax base in the Corridor; and (3) the preservation of the scenic, small town, and rural qualities that are the pride of Corridor residents and attract people from around the world.

Key findings of the report found that if the next 25 years mimic past trends under a low-density pattern of development, it will be difficult to maintain a well functioning transportation system and sustain the Corridor's current quality-of-life for residents. To combat this, the report recommended a "Community-Centered Corridor" concept that sought to focus growth within core areas in each coastal community with the intent of creating more sustainable patterns of growth, retaining the quality of life the Route 1 Corridor is known for, and leveraging economic growth equal to 18,000 new jobs and 8,000 new dwelling units over the next 25 years.

This report addresses the issues of economic growth in the context of the Town of Camden, one of the 20 communities examined in the Gateway 1 planning process. The intention of this *Commercial Development Inventory and Economic Development Analysis* is to guide the Economic Development efforts of Camden for the next 5-10 years within the context of the Gateway 1 initiative.

SUMMARY

The diversification and growth of Camden's economic base cannot take place without deliberate actions grounded in the strengths and weaknesses of the community. This report is intended to provide much of the groundwork and strategic direction to create a framework within which the Town can move forward with an informed and focused economic development approach.

Camden's economic development should be guided by five principles. These principles are informed by social, economic and land use considerations throughout the Route 1 corridor, and are designed to address future growth opportunities for Camden within the context of the Mid-Coast Region.

Utilize Existing Land, Space and Infrastructure - Given the findings of the Gateway 1 study, the general build-out of the Town, and the amount of character and vibrancy derived from the compact nature of the Town's core, a strategy of "in-fill" development - future development on sites previous developed or located within existing development areas - is most appropriate.

Think Regionally, Act Locally- Camden must always consider that it is one component of a dynamic and large economy that stretches across the Mid-Coast region. Successful economic development will be grounded in the Town's role and location within the region, instead of resting solely on local needs and opportunities.

Catalyze the Emergence and Growth of Technology and Innovation Businesses - Camden has a real opportunity to become one of the State's major players in technology and innovation, an area of focus recommended by the Brookings Institution. Existing clusters of businesses in software, and new media can serve to anchor tangible growth, given the right approach.

Leverage the Town's Quality of Life - The State of Maine is, in general, renowned for its scenic beauty, outdoor amenities and quality of life. The Mid-cost region has its own special attractions within that umbrella, and the

town of Camden offers unparalleled amenities in many areas of Northern New England, including 4 seasons of activities, oceanfront location, and a vibrant business district full of shopping, dining and entertainment options. These quality of life components will be a key tool to attract new employers to the community, especially those connected to a technology / innovation initiatives. Camden (and its environs) should be able to compete with larger communities like Portland for a share of the knowledge workers seeking these amenities.

Enhance the Town's Economic Base - Efforts to retain, sustain and even grow Camden's major economic base - tourism - should not be ignored in the focus on economic diversification and expansion. Many of the improvements related to improving the Tourism sector involve transportation improvements and simultaneously improve access and movement within the Town while helping to meet the goals of the Gateway 1 project.

There are a number of tangible "projects" available for the Town to begin implementing these strategies / principles. It is important that the Knox Mill, one of the most significant economic development opportunities within the town, be built-out in a manner consistent with Town goals. In order to kick-star the technology / innovation initiative, it is recommended that Camden organize around the creation of a technology incubator / accelerator that will eventually become an integral piece to this strategy.

Several transportation projects are intended to enhance access, mobility and quality for both residents and visitors to Camden. Streetscape improvements will enhance the aesthetics of public right of way in Downtown while better defining pedestrian and vehicular zones in one of the key "chokepoints" along Route 1. Exploring public transit options like a tourist shuttle or commuter bus / van system could help reduce congestion. Perhaps the most important area to reduce traffic congestion and thereby access and mobility is a parking management system, which includes an expansion of parking supply and the potential for an intelligent parking system that guides visitors and residents to open parking spaces in real time.

Aside from these targeted projects, it makes sense for Camden to acquire a small inventory of under-utilized land that is potentially well-positioned for economic development purposes. Understanding that not all economic opportunity comes out of careful planning, this property can be made available to prospective businesses that are not on the local radar.

Essential to the success of Camden in implementing the recommendations of this report will be its ability to establish the organizational capacity necessary to begin, administer and complete the tasks at hand. Hiring a Director for Development is a good first step, but the Town should also consider other options to enhance its capacity, such as the formation of a local economic development corporation, or a partnership with existing regional organizations focused on economic development. A local economic development corporation is a type of organization that has great flexibility in meeting the specific needs of Camden's development.

SECTION 1: ECONOMIC PROFILE

The 2010 population of Camden is estimated to be 5,400 people in just over 2,500 households. Combined with adjacent Rockport, it forms a population of about 8,700. The Town is the second largest in Knox County, after Rockland (7,500) and ahead of Warren (4,220) and Thomaston (3,678).

Camden is the fifth largest community studied in the Gateway 1 project, after Brunswick (21,800), Bath (9,000), Rockland (7,500) and Belfast (6,700).

Demographic Findings

Camden is a unique community within the mid-coast region. It has the oldest median age (49.9 vs. 44.8 for the mid-coast), as well as the smallest household size (2.05 vs. 2.28). Residents have higher high school graduation rates, and notably higher rates of college degrees (50% vs. 29%) vs. the mid-coast. Households have higher median incomes, which are needed to fund the drastically higher housing costs found there vs. other communities (see Figure 1.1).

Camden Economy

In 2008, Camden was estimated to have 2,546 jobs in 334 establishments. The largest employment sectors were Education and Health Services, where Nursing Care Facilities represented the largest sub-sector, followed by Trade, Transportation and Utilities (Grocery Stores), and Leisure and Hospitality (Food Service).

Of note is the concentration of businesses related to the tourist trade. Camden has 62 retailers and 46 hotels and restaurants, most of which are concentrated in the community's business district along Route 1. Located in the midst of a major tourism region, the Town is nevertheless 34% more specialized in these types of businesses than all of Knox County, 50% more specialized than the mid-coast region, and 60% more specialized than the State of Maine.

However, Camden's economy is more diversified than it might appear at first glance. Figure 1.4 compares summer employment in

Figure 1.1 KEY DEMOGRAPHIC INDICATORS
State of Maine, Mid-coast Region and the Town of Camden (2010 Estimates)

Indicator	Camden	Mid Coast Region	Maine
Population	5,431	115,713	1,338,645
Households	2,528	49,629	559,349
Family Households	1,497	33,103	
Avg. Household Size	2.05	2.28	2.33
Avg. Family Size	2.64	2.75	2.83
Median Age	49.9	44.8	41.9
Population 25 Years and Over	77%	72%	70%
% Population w/ High School Degree	95.3%	91.5%	90.1%
% Population w/ Bachelor Degree or Higher	49.6%	29.4%	26.8%
% Population w/ Graduate or Prof. Degree	18.2%	10.5%	9.3%
Median Household Income	$50,172	$44,950	$46,353
Mean Household Income	$68,522	$55,463	$57,100
Per Capita Income	$32,458	$24,148	$24,205
Median Home Value	$303,770	$193,547	$168,416
Median Rent (Year 2000)	$468	$427	$432
Housing Units	2,883	68,531	651,901
Single Family Detached (including Mobile Homes)	74.1%	88.5%	77.2%
Single Family Attached	11%	4.8%	7.8%
Multi-Family	14.5%	6.7%	14.7%

Source: ***ESRI Business Analyst***

leisure and hospitality between Camden and selected geographies. It shows that, while Camden has a high percentage of summer based employment; it is about par with the rest of the mid-coast region. Meanwhile, the Town appears to have notable economic strengths in Financial Activities and Professional and Businesses Services. Compared to the mid-coast region, it is a center for both types of employment, accounting for 99 establishments and 398 jobs (16% of the Town's economy).

Employment Forecasts

Available forecasts for the Camden economy show slow future growth in the near-term. Only 100 jobs are anticipated to be created between 2008 and 2015. Many of those jobs are recovered jobs lost in the 2007-09 recession. Forecasts to 2025 show growth of about 564 jobs over seventeen years, equating to the addition of 33 jobs annually.

A bright spot is the Professional and Business Services sector, which is generally forecasted to grow nation-wide over the next decade.

Figure 1.2 2008 EMPLOYMENT BY MAJOR SECTOR
Camden, Maine

	Annual Average	Largest Industry
Construction	98	Single Family House Construction
Education and Health Services	703	School System, Nursing Care Facilities
Financial Activities	185	Commercial Banks
Information	38	Libraries
Leisure and Hospitality	399	Food Service
Manufacturing	81	Semiconductor and Other Electronic Equipment
Natural Resources & Mining	ND	
Other Services	65	Other Personal Services
Professional and Business Services	213	Computer Programming
Public Administration	ND	
Trade, Transportation, & Utilities	588	Grocery Stores
TOTAL	2,413	School System, Nursing Care Facilities

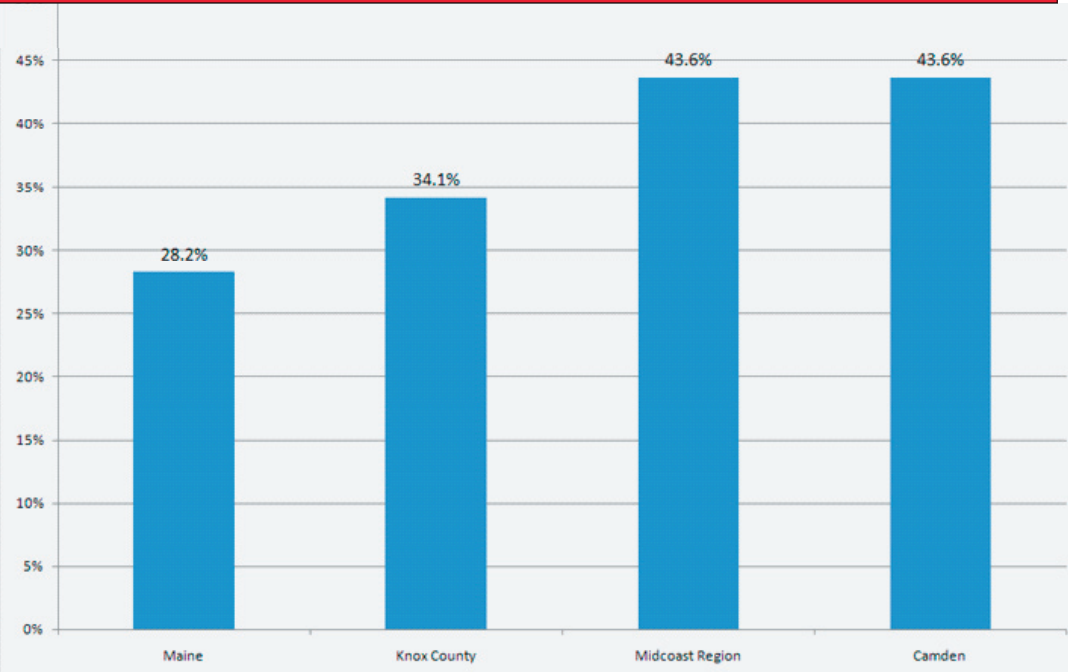
Source: ***Maine Center for Business and Economic Research, Analysis of Maine Department of Labor Data***

Figure 1.3 BUSINESS INVENTORY
Camden, Maine

NAICS	Industry Title	Number of Establishments
11	Agriculture, Forestry, Fishing and Hunting	1
22	Utilities	1
23	Construction	22
31-33	Manufacturing	10
42	Wholesale Trade	6
44-45	Retail Trade	62
48-49	Transportation and Warehousing	9
51	Information	11
52	Finance and Insurance	15
53	Real Estate, Rental and Leasing	25
54	Professional, Scientific and Technical Services	48
56	Administrative, Support, Waste Management and Remediation Services	11
61	Educational Services	5
62	Health Care and Social Assistance	24
71	Arts, Entertainment and Recreation	10
72	Accommodation and Food Services	46
81	Other Services (except Public Administration)	23
92	Public Administration	5

Source: ***Maine Center for Business and Economic Research, Analysis of Maine Department of Labor Data***

Figure 1.4 SUMMER EMPLOYMENT IN LEISURE & HOSPITALITY
Camden, Maine



Source: ***ESRI Business Analyst***

Figure 1.5 SPECIALIZATION RATIOS
Camden, Maine

	Specialization Ratio Compared With		
	Knox County	Mid-coast	Maine
Construction	0.556	0.621	0.756
Education and Health Services	1.186	1.281	1.068
Financial Activities	1.942	1.380	1.424
Information	0.731	1.228	0.956
Leisure and Hospitality	1.345	1.512	1.644
Manufacturing	0.348	0.188	0.316
Natural Resources & Mining	0.270	0.466	0.543
Other Services	0.758	0.813	0.973
Professional and Business Services	1.389	1.236	0.930
Public Administration	0.195	0.281	0.274
Trade, Transportation, & Utilities	1.130	1.288	1.123

Ratio > 1 indicates Camden is specialized in that sector relative to the reference region

Source: ***Maine Center for Business and Economic Research, Analysis of Maine Department of Labor Data***

Of the 564 forecasted jobs between 2008 and 2025, 169 of them, or 30%, will be in the P&BS sector. Construction is another area of potential growth, though it is largely dependent on the revival of the home / second home market. Manufacturing and Information sectors are anticipated to lose a total of 43 jobs, but those sectors only accounted for 4.6% of the economy in 2008.

These forecasts reflect trends throughout the mid-coast region. Slow growth is led by Professional and Business Services, with Manufacturing seeing a decline. One major difference is the Education and Health Services sector, which is forecasted to grow faster (12%) throughout the mid-coast than in Camden (8%). Alternatively, the Financial Activities sector is forecasted to grow much faster in Camden (35%) than the rest of the mid-coast (12%).

Conclusions

Without a proactive and forward thinking approach, it is clear that the Camden economy will grow only at a modest pace. This data supports the efforts of the Town to proactively seek out economic development opportunities. There are, however, bright spots that offer opportunities. Professional and Business Services and Financial Activities are key growth sectors that are forecasted to grow from 15.6% of the local economy to 20% in 2025.

Figure 1.6 CAMDEN EMPLOYMENT FORECAST
Camden, Maine

	2008	2015	2020	2025	2008-2025 Growth
Construction	98	114	148	210	112
Education and Health Services	703	710	750	760	57
Other Health Care Employment	177	182	187	196	19
Financial Activities	185	198	221	250	65
Information	38	30	24	18	-20
Leisure and Hospitality	399	415	433	466	67
Manufacturing	81	74	66	58	-23
Natural Resources & Mining	0	0	0	0	0
Other Services	65	76	93	119	54
Professional and Business Services	213	243	298	382	169
Public Administration	0	0	0	0	0
Trade, Transportation, & Utilities	588	603	621	652	64
TOTAL	2,546	2,646	2,840	3,110	564

Source: ***ESRI Business Analyst***

SECTION 2: ECONOMIC DEVELOPMENT PRINCIPLES

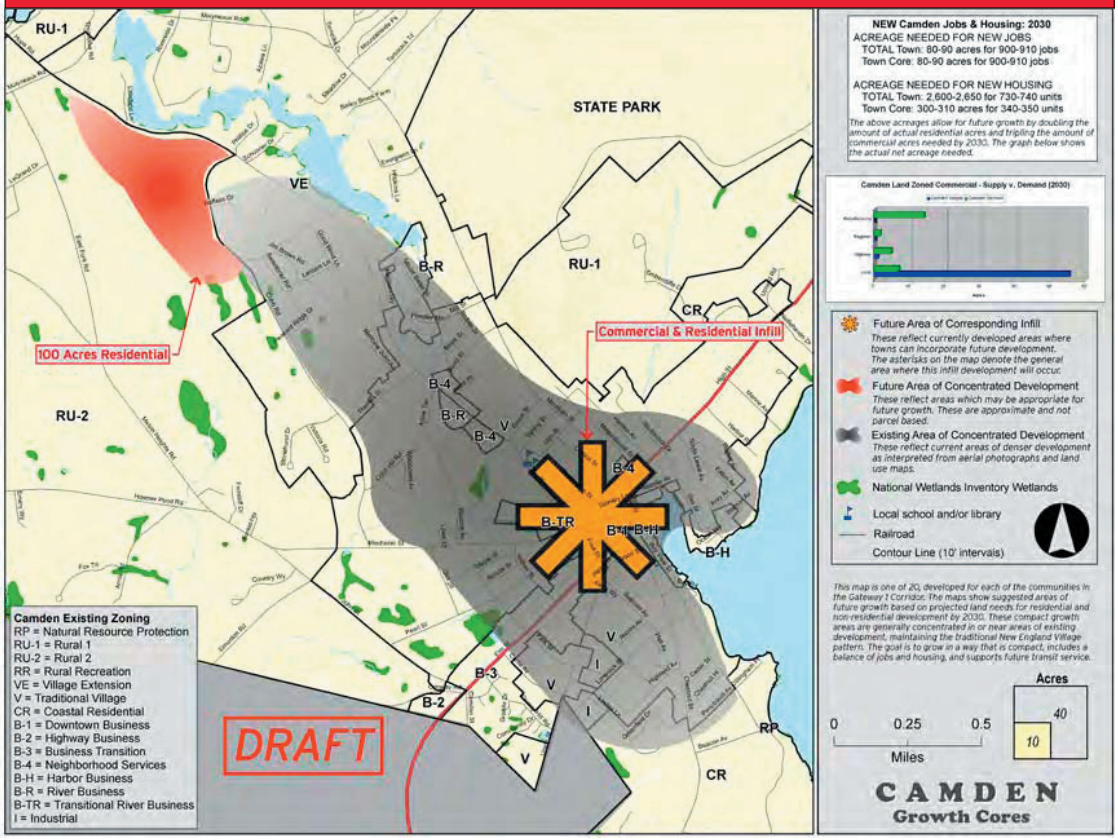
We recommend that five principles be used to guide Camden's economic development efforts in the long-term. These principles were developed from an understanding of the economic trends of both Maine and the Mid-Coast as well as coordination with the Town's Economic Development Committee. The consultant team relied on previous research to influence and support these recommendations. Of greatest importance was the *Gateway 1 Corridor Action Plan*, approved in 2009, *Charting Maine's Future*, a report completed by the Brookings Institution in 2007, and *Maine Technology Sectors and Clusters: Status and Strategy*, completed in 2008.

1 Utilize Existing Land, Space and Infrastructure

The Gateway 1 Corridor Plan demonstrated that existing land development patterns threaten to destroy vital components of the mid-coast economy. Using computer simulations, the Team found that if the next 25 years mimic past trends under a low-density pattern of development, it will be difficult to maintain a well functioning transportation system and sustain the Corridor's current quality-of-life for residents. The report points to several potential problems that will be created if these development patterns continue; a drastic increase of congestion on Route 1, development of over 16,000 acres of rural lands, negative impacts on the rural nature of the region and wildlife habitats, and the disappearance of distinctive viewsheds that contribute to the Corridor's appeal.

Much of this low-density development can be attributed to residential development, but it is important to consider the implications of sprawl of economic development efforts as well. The Gateway 1 Corridor found that almost all of the 5% of commercial land uses in the region are found within a half-mile of Route 1. The linear nature of this commercial development has a significant impact on both traffic and viewsheds. A key finding of the Plan was that Routes 1 and 90 Corridors are so overzoned for linear, spread-out development that, under most economic growth scenarios,

Figure 2.1 PROPOSED GROWTH AREAS
Town of Camden



Source: *Gateway 1 Corridor Action Plan*

it will be hard to avoid these unfavorable outcomes without reforming land use policies.

To combat this pattern of development, a new development pattern was recommended; the ***Community-Centered Corridor*** (CCC). This pattern is meant to focus on a series of core growth areas and tries to achieve a better jobs-housing balance than the patterns of the past. Figure 2.1, illustrates the proposed core growth area for Camden.

It is recommended that Camden follow the CCC development strategy for its own economic development efforts. While most of Camden's economic activity fits the regional pattern of concentration near Route 1, the town's geography makes the Community Centered Corridor development approach a natural extension of Camden's existing economic geography. This strategy will be important for a number of reasons:

1) Much of Camden's appeal and character comes from its compact development pattern and the ability to walk between destinations;

2) Camden's compact business district is an amenity for attracting jobs due to the potential proximity of employees to retail and dining that would not exist on sites further out in the community;

3) Economic Development projects provide excellent opportunities to re-task under-utilized land that the private sector may

ignore, thus improving existing land values;

4) Locating significant numbers of jobs on the outskirts may have an adverse impact on Camden, as opposed to a positive one (more on this later);

5) Concentrating jobs in the core of the Town may impact traffic congestion, but may also offer the opportunity for more aggressive and innovative approaches to managing traffic; and

6) Concentrating year-round employment within or near the Town's business district should create a more stable customer base for Downtown businesses than the seasonal tourism trade.

In a way, this strategy should come naturally to Camden, as it has very little developable land remaining in the Town. Of the 20 community land use patterns examined in the Gateway 1 Plan, only Bath (17.47%) beat out Camden (17.72%) for the lowest amount of available vacant land. The average for the 20 towns was 33%. Of that 17%, much of that vacant land is virtually undevelopable due to topography. Focusing on "infill" sites and properties for job growth will pay dividends towards the "triple bottom line" of economic, social, and environmental returns on investment.

2 Think Regionally, Act Locally

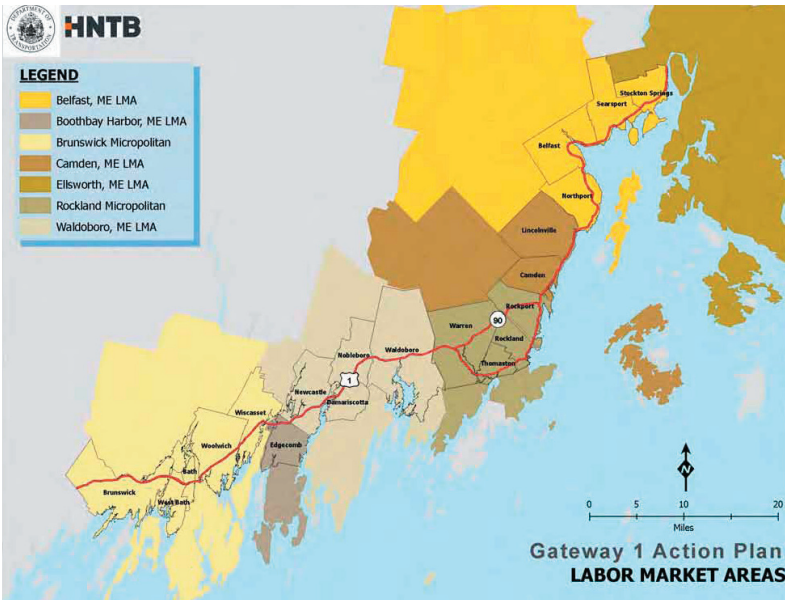
The Camden economy is not isolated within the Town's boundaries. Although economic development efforts within the Town are inherently targeted towards the benefit of Camden, it must be recognized that the Town is as much a component of the greater mid-coast economy than its own economic unit. Acting as an island within the ebb and flow of the mid-coast would be a enormous mistake. Decisions made in Camden have a direct impact on neighboring communities, and vice versa.

One of the core principles of the Gateway 1 project was the determination that the Route 1 communities work together for mutually beneficial land use and transportation decisions. The same principle should apply to economic development. Working together with other mid-coast communities is the only way Camden can become truly effective in its own job growth strategies. The small size of Maine's communities is an asset, but organizationally it can also be a detriment

Figure 2.2 LABOR MARKET COMPARISON

Labor Market	Population	Employment
Camden	15,816	5,148
Rockland	23,849	12,280
Belfast	27,755	8,611

Source: *ESRI Business Analyst*



to economic development. Most of Maine's communities – including Camden – are not large enough to have dynamic, multi-faceted economic components that are self-sufficient. They are also not large enough to have a significant amount of funding and incentives available for economic development purposes. Subsequently, much of the economic development efforts in Maine, and the mid-coast, are done at the regional level. Efforts at the local level are left to volunteer committees like the Community Economic Development Advisotry Committee (CEDAC), unless there are funds available for a full-time economic development position or existing staff like the Town Manager or Planner that have the capacity and time to split duties between economic development and other responsibilities.

One only needs to make a cursory examination of the economic and market characteristics within Knox and Waldo counties to understand the interrelatedness of the larger mid-coast economy. Camden is the region's year-round tourism and visitor center, but Rockland is the region's hub for resident based retail and services. The region's major medical centers are located in Rockland and Belfast, respectively. With the Knox County Regional Airport, Maine Eastern Railroad and Ferry Terminal, Rockland has by far the region's best transportation options, but is also the most isolated population center based on highway access. A major reason that Camden has a high stake in a regional approach is its high housing costs - easily the most expensive in the region. With a limited housing supply, the community will likely have a very difficult time attracting a resident workforce - many of the jobs the community hopes to create will inevitably live outside of Camden proper.

In hiring a Development Director, Camden is taking an essential step to focus on its future economic growth and sustainability. While each mid-coast community has its own distinctive amenities and lifestyle, it is a mistake to think that the region is made up of a series of individual economies. Instead, it has become much more symbiotic. It must be stressed that Camden and its Development Director must not fall into the trap of "zero-sum" economic development that dominates the field. This refers to the practice of cities, counties and geographies from competing against each other for jobs, infrastructure, and amenities. This intense competition creates a series of winners and losers. The mid-coast - and subsequently Camden - cannot be successful with a series of winners and losers, it must move forward as a partnership.

3 Catalyze the Emergence and Growth of Technology and Innovation Businesses

In discussing the opportunity for a Place-based, innovation-focused economy at the State level, The Brookings Institution makes an excellent point in regards to the amount of focus on economic development. Maine, it argues, has fallen into a trap where "too often half measures and a failure to follow through have undercut the State's recent efforts to stimulate job-create and income growth. At the same time, Maine has frequently seemed to undertake a 'little bit of everything' in its development work".

Brookings has described a classic mistake by economic development organizations – a desire to leverage economic growth through any avenue, resulting in a rudder-less economic strategy that yields middling to poor results. Brookings goes on to state: "In a ferociously

competitive and ever changing global economy, Maine must bear down. Specifically, Maine – a small state – must make some tough choices, and in doing so, cast a shrewd eye on its assets and deficits, knowing that it cannot do or be everything, and that building on its true and distinctive strengths represents its only possible route to economic advantage."

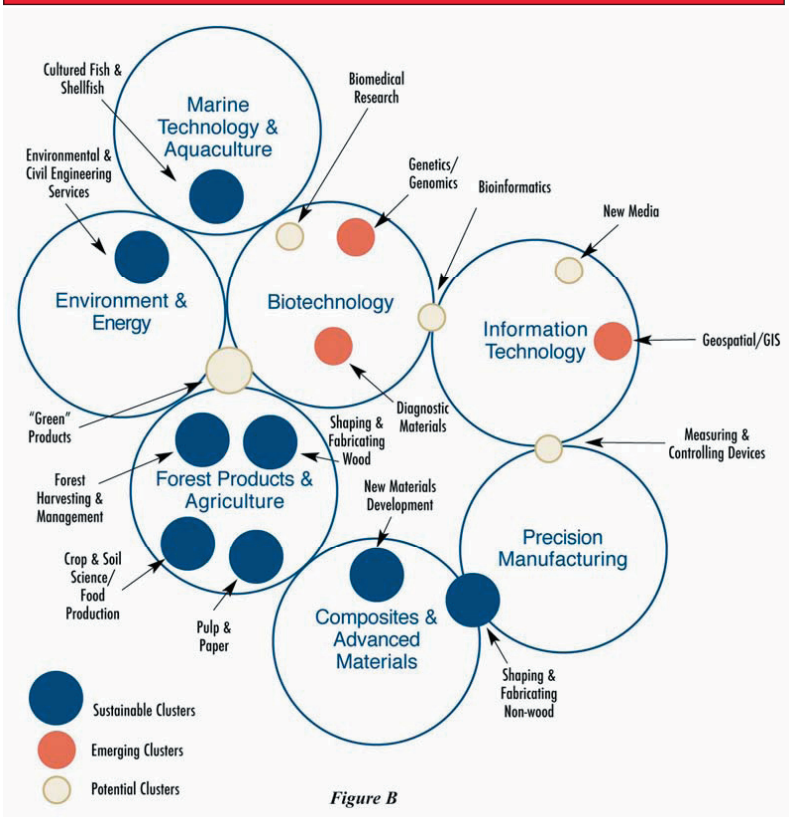
Camden should follow the exact same path. It does not behoove the community to seek out just any growth opportunity. It must focus on opportunities that provide long-term, sustainable jobs that are connected to the community, not to a particular facility - hence a "place-based" economic approach (more of this is discussed on page 20).

According to the economic analysis conducted as part of this Study, there are several areas where Camden has the potential to focus. Advantageously, they lie in the Innovation and Technology sectors, precisely the areas recommended for the State on the whole to focus upon by the Brookings Institution. This means that Camden may be able to connect into funding and other resources available at the State level that Brookings recommended creating specifically for this purpose. These types of jobs have great synergies with what Camden has to offer, including higher rates of pay, higher education levels, and the general quality of life offered by the community.

The Gateway 1 Plan examined five "clusters" of Mid-Coast Economic Activity:

1) Retirement and Second Homes
2) Tourism and Arts
3) Marine Related
4) Defense Related
5) Science, Technology and Education

Figure 2.3 TECHNOLOGY CLUSTERS IDENTIFIED IN THE MAINE ECONOMY



Camden has opportunities in these areas, but needs to be more focused. A 2008 study for the Maine Technology Institute by the University of Southern Maine identified a number of clusters of economic activity that are now or may evolve into important drivers in the Maine economy. Camden is positioned to seize opportunities in several of these clusters.

Software

Software development is already the largest employment industry in the key professional services sector. Albeit small in size, Camden nevertheless has a series of strong software related companies, including InMaps, Know Technology, NaviSite, and Pen Bay Solutions.

Geospatial Technology

Geospatial technologies, including Geographic Information Systems software development has emerged as a major specialization in many locations in Maine. It is difficult to measure precisely this geospatial analysis capacity because the occupation categories do not distinguish between those who do survey and mapping technical work and cartographers who use computer systems and those who do not. However, the rapid diffusion of GIS and GPS technology through the spatial analysis community over the decade means that relatively little traditional mapping, photo, interpretation and surveying is done without at least some IT assistance.

New Media

New media is a broad term that encompasses traditional media such as film, images, music and writing with the interactive power of computer and communications technology, computer-enabled consumer devices and the internet. The mid-coast area, with institutions like the Maine Media Workshops and College has already become a center for the "new media" cluster. Existing education opportunities indicate good opportunity to grow this cluster, which has synergies with the Software cluster.

Marine / Coastal Technology

The coast remains an important economic driver for both Maine and the country, and Camden and adjacent communities could be well-positioned to take advantage of trends in the industry. These trends could be in many different areas, and have the potential to connect with other efforts in the region. Examples include the ship-building industry in Rockland, or connectivity with the geo-spatial technology industry. An emerging area of interest is energy, as interest in wind and tidal power grows as alternative sources. Attracting new investment to take advantage of the infrastructure and natural conditions in the region is entirely feasible. There is also the potential for a proposed Ocean Energy Institute, a program now defunct but taken over by the University of Maine.

4 Leverage Camden's Quality of Life to Attract and Retain the Workforce For New and Existing Industries

In *Who's Your City*?, author Richard Florida writes that in a global economy "the only way to retain talent is to offer a place that provides emotional attachment". Talented people are drawn to the vitality of distinctive cities, towns and neighborhoods, and business location decisions are starting to reflect the local quality of life as much as other geographic based components.

Such is the core approach to a "place-based economy" - an approach to economic development that leverages quality of life and the amenities a location has to offer to all users.

Writing for the IEDC Economic Development Journal, Kaizer Rangwala defines a place-based economic approach as:

> "a participatory, bottom-up economy where the individual community building efforts of local businesses and residents create a collective unique identity and sense of place . . . a unique place that has a distinctive advantage that cannot be copied by competitors."

A crucial component of the technology and innovation economic development strategy recommended for Camden will be the community's ability to leverage and enhance its superior quality of life. The State of Maine has a unique quality of life that has attracted residents and businesses to the State for decades. This is especially true of the coastal region, whose blend of attractive coastal villages, scenic views, and historic character attracts residents and visitors alike year-round. Camden is most certainly in the top tier of Maine communities when it comes to Quality of Life based amenities.

Three key amenities are natural resources, outdoor recreation and arts and culture. Camden's geography and harbor make it one of the most picturesque coastal towns and villages in the State. The community's appeal is demonstrated in part by the cost of housing, which is the highest along the mid-coast. Furthermore, Camden is one of the only mid-coast communities to offer year-round activities and amenities. The Camden Snow Bowl offers skiing opportunities and hosts the annual World Tobogganing Championship.

This strategy is supported by recommendations by the Brookings Institution's publication *Charting Maine's Future*. This report suggests that Maine's future economic development efforts not only leverage its unique brand, but also that the State should further invest in quality of life as the State's key asset.

> "Accessible wild places, and tranquil county farms, human-scaled Main Streets and working waterfronts: These are what differentiate Maine from other places and in many respects drive its economy"

An important component of this principle is the State's relative proximity to the Boston metropolitan area, a major concentration of technology and innovation companies. Maine and its mid-coast region offer an attractive option for many market segments involved in these employment sectors, including young professionals and young families. Camden and the mid-coast region offer a high level of amenities as well as a lower cost of living than the Boston area. In this sense, Camden could be well positioned to capitalize on the movement of high income, technology savvy

View over Camden Harbor from Camden Hills State Park on Mount Battie

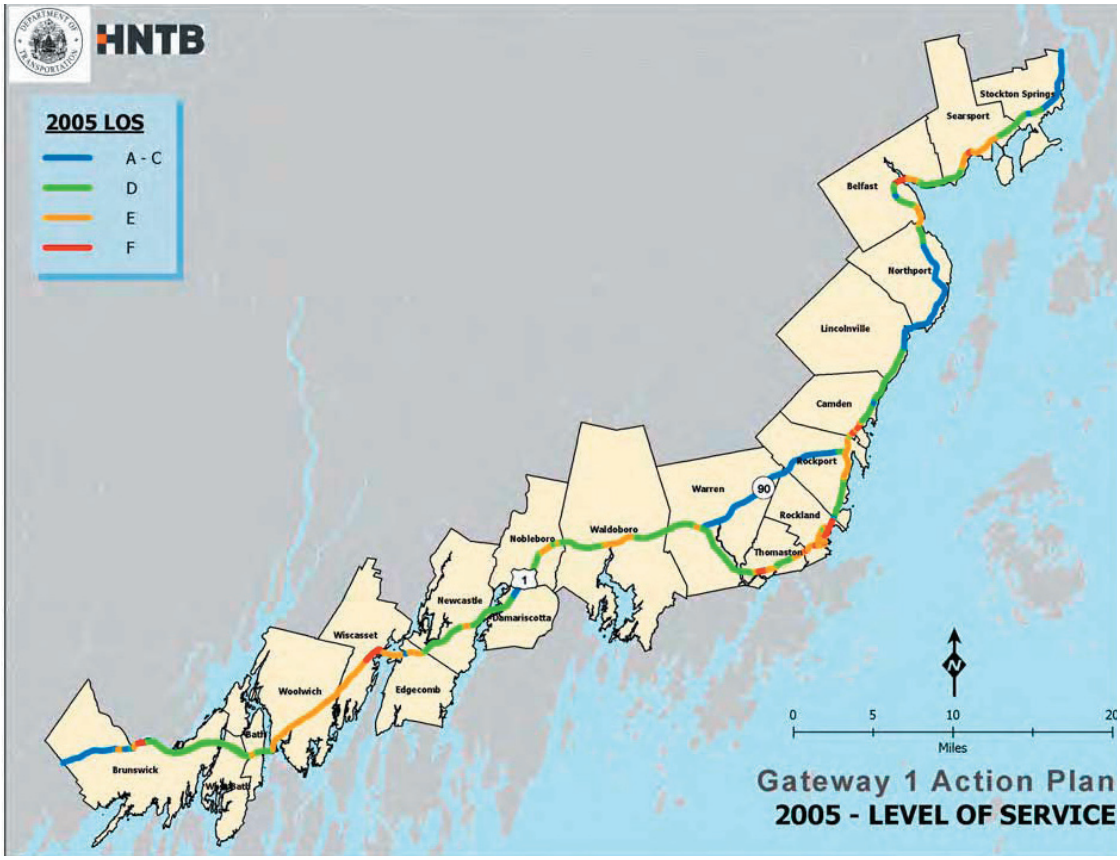
households and businesses interested in certain lifestyle elements. Admittedly, Camden will have to compete within the State for these jobs and residents. Portland, York and Cumberland Counties are primary competitors, as well as other communities along the coast, like Rockland, that offer a lower cost of living.

5 Enhance the Town's Economic Base

In exploring ways to grow and sustain Camden's economy, the Town must still pay attention to its primary economic base – tourism.

The key to this strategy is to enhance the visitor experience in Camden. The primary way to do this is through accessibility to destinations, free flow of traffic through Route 1 (or alternatively, reducing congestion on Route 1) and creating an enhanced pedestrian environment. Addressing these issues in an effective manner will generate a more wide-ranging benefit than simply supporting the tourist trade.

Figure 2.4 2005 LEVEL OF SERVICE - ROUTE 1



Communities throughout the Route 1 Corridor have been dealing with the impacts of traffic congestion for years. Some, like Wiscasset have choke-points that drastically slow traffic, while others, like Waldoboro, see more steady flow of traffic, albeit still not considered good levels of service (see Figure 2.4).

Mid-coast tourism is based on a string of destinations accessible on or off of Route 1 - not one or two primary destinations. Unless Camden is a visitor's specific destination, auto traffic is moving through the community to access points further east or south. Many visitors to the coast have been there before, and know the particular choke-points that exist. Camden's business district is one of these choke-points, especially as the road narrows and enters an area where there are a lot of pedestrian crossings.

Accessibility related to traffic congestion and parking can have an adverse impact on the visitor experience. A bad experience can cause a visitor to avoid a destination or series of destinations altogether. There already are a number of alternative routes that have emerged to avoid traffic choke-points along Route 1, including Route 90 between Warren and Camden that allows drivers to avoid Thomaston and Rockland, and Route 3 between Augusta and Belfast that allows drivers to avoid the entire Route 1 Corridor between Topsham and Lincolnville, also Route 52.

While new bypass routes are being proposed around certain areas of Route 1, is will be difficult to address both a reduction in traffic and parking accessibility without a comprehensive transportation management system. Such a system would address the following components:

- A reduction of the time needed to find and access parking, which in and of itself could drastically reduce congestion of cars on Route 1;
- An enhancement of Main Street to make it a more effective "shared-space" environment between cars and pedestrians;
- Evaluation of tourism based transit options, possibly modeled on success stories within the State, and move visitors between destinations without the need for a car.

SECTION 3: ECONOMIC DEVELOPMENT PROJECTS

As an "implementation" component of the economic development initiatives described in Section 2, this Section provides an overview of six projects that this Report recommends the Town of Camden organize around in the next 0-3 years. These projects represent the physical manifestation of economic development strategies into real estate opportunities. The list is not meant to be exhaustive, but instead describes major "catalytic" projects that offer the best opportunity to grow and sustain Camden's economy based on the recommended initiatives. Within the given timeframe, much of the activity surrounding these projects will consist of "due diligence" and "feasibility" stages during which the community will research and plan for eventual outcomes. The recommended projects are as follow:

1) **Knox Mill Center**
2) **Inventory of Development Ready Sites**
3) **Technology Incubator**
4) **Parking Management**
5) **Streetscape Improvements**
6) **Public Transit**

Knox Mill Center

A short-term priority of the Town should be the occupation and integration of the Knox Mill Center. Specifically, this refers to the primary building that previously housed MBNA. The main building, which is approximately 140,000 square feet, represents the largest and best existing inventory of vacant space in Camden. It could accommodate a number of different uses, including residential, commercial office or a hotel. Given existing economic conditions, the facility could hold a combination of any of these uses.

The Knox Mill Center should be considered for one or several stages of the recruitment and retention of technology / innovation businesses, as described on page 18, including dedicated space for an incubator or at a later stage, more established businesses. However, the likelihood of this relies on the timeliness of a public private partnership to establish such space, given the intentions of the building owner and their plans for renovation / occupation.

Considering the prominence of the facility, it is unnecessary to elaborate on the importance of Knox Mill as an economic development opportunity. Camden should review key areas that would work in partnership with the new building owner:

- **Coordination** - work with the building owner to understand their direction for the facility and how the Town can assist with property improvement or occupation.

- **Marketing** - Given the expected hiring of a Development Director for the Town, that position should coordinate marketing of the facility in order to combine efforts for business recruitment (or retention in the movement of existing businesses in Camden or the region into the facility).

- **Connectivity** - If used for businesses, efforts should be put forth to connect employees with the Downtown District so that the facility does not become an island separate from core retail and dining businesses. This is especially relevant to the businesses on Mechanic Street, which may rely upon the movement of employees and users to and from Knox Mill from Route 1 as a key traffic pattern for their businesses. Furthermore, given the potential for new jobs at the facility, alternate transportation routes to the building should be explored in order to reduce congestion on Route 1. However, it is possible that this "back road" into the business district could become overused. The Town should investigate the implications of traffic on Mechanic Street given potential employment and development growth in this area.

Inventory of Development Ready Sites

An essential tool in an economic developer's kit is an inventory of available land or properties that can be used to entice new businesses, or expand existing businesses. These properties are typically held as assets to attract specifically targeted businesses and investment, but they can also be used to appeal to business interests that are unknown to Town officials. An excellent example is the Tannery Site, located on Route 105. The size, location, access and property and related hurdles make it less than an ideal site, leading the Town to offer the property to businesses for free if they brought jobs to the community. As this Report was being written, the Town received several offers from potential users of the site. The offers represent many different and unusual options, suggesting a "latent" demand from businesses of all sorts for available space or sites in Camden.

In addition to specific development projects discussed in this Report, it is recommended that the Town seek out an inventory of 1-2 available sites to hold in the likelihood that they can be transferred to a higher and better use through the efforts of Town economic development officials. Which sites will be in this inventory will be subject to the availability of funds to acquire them, or willing property owners to sell. With the assistance of the Town, an inventory of potential development sites was created for this report. These sites are illustrated and described on pages 28-30. This Section briefly describes the potential of these sites, or clusters of sites, for economic development purposes. This inventory is a "bullpen" of sorts, providing a guide for sites that may not be needed, but may be available if the "starters" - i.e. more ideal sites - are no longer a viable option.

INDIVIDUAL SITES

The following are sites called out as specific opportunities.

Sagamore Farm Road (Route 1) (Site #1)

At over 77 acres, this site represents the largest vacant, developable parcel or collection of parcels, in Camden. Despite this, there are numerous pros and cons related to the site.

Camden may be able to develop this site into a small business park, but it must also consider the transportation implications of such a decision. The site's location on Route 1 means that new employment opportunities would likely contribute to traffic congestion. Furthermore, assuming that many, if not a majority, of jobs created at this site are taken by people living outside of the community, its location on the border with Lincolnville means that these jobs may have little to no economic impact in Camden because they would not integrate with the business district.

The site also does not comply with the "infill" development strategy described on pages 15-17. That being said, it is difficult to ignore the availability of vacant land, and the site could be an asset in attracting well-established businesses who prefer to be in a controlled, business park environment. The site also represents more of an "infill" opportunity than other sites along the Corridor in different communities. If developed, it is highly likely that it would be in a "built-to-suit" fashion.

It is recommended that the Town continue to consider this site for economic development purposes, but that its focus remain on existing infill sites. While this site represents one of the

Figure 3.1 AVAILABLE PROPERTIES FOR DEVELOPMENT

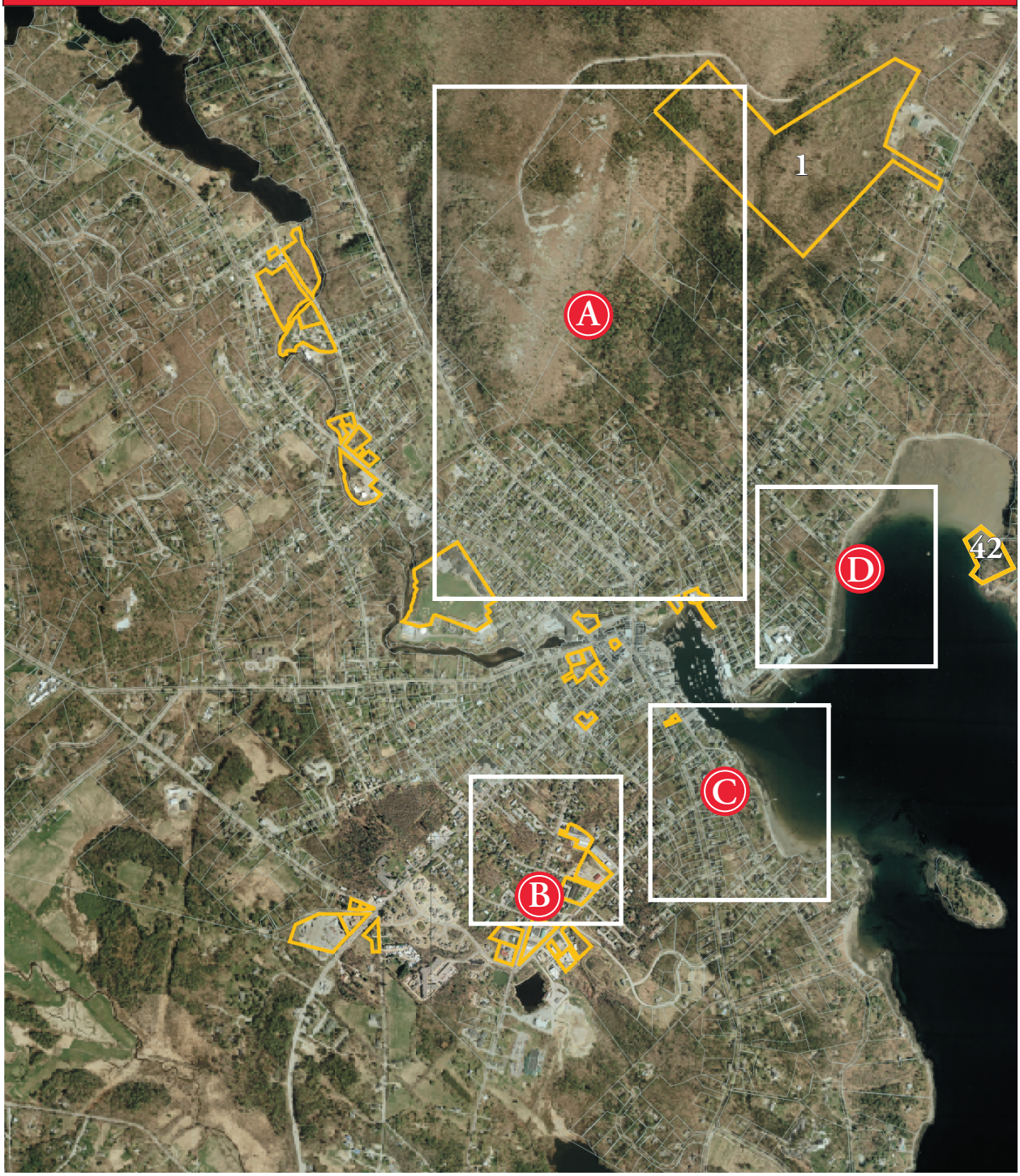


Figure 3.2 AVAILABLE PROPERTIES FOR DEVELOPMENT

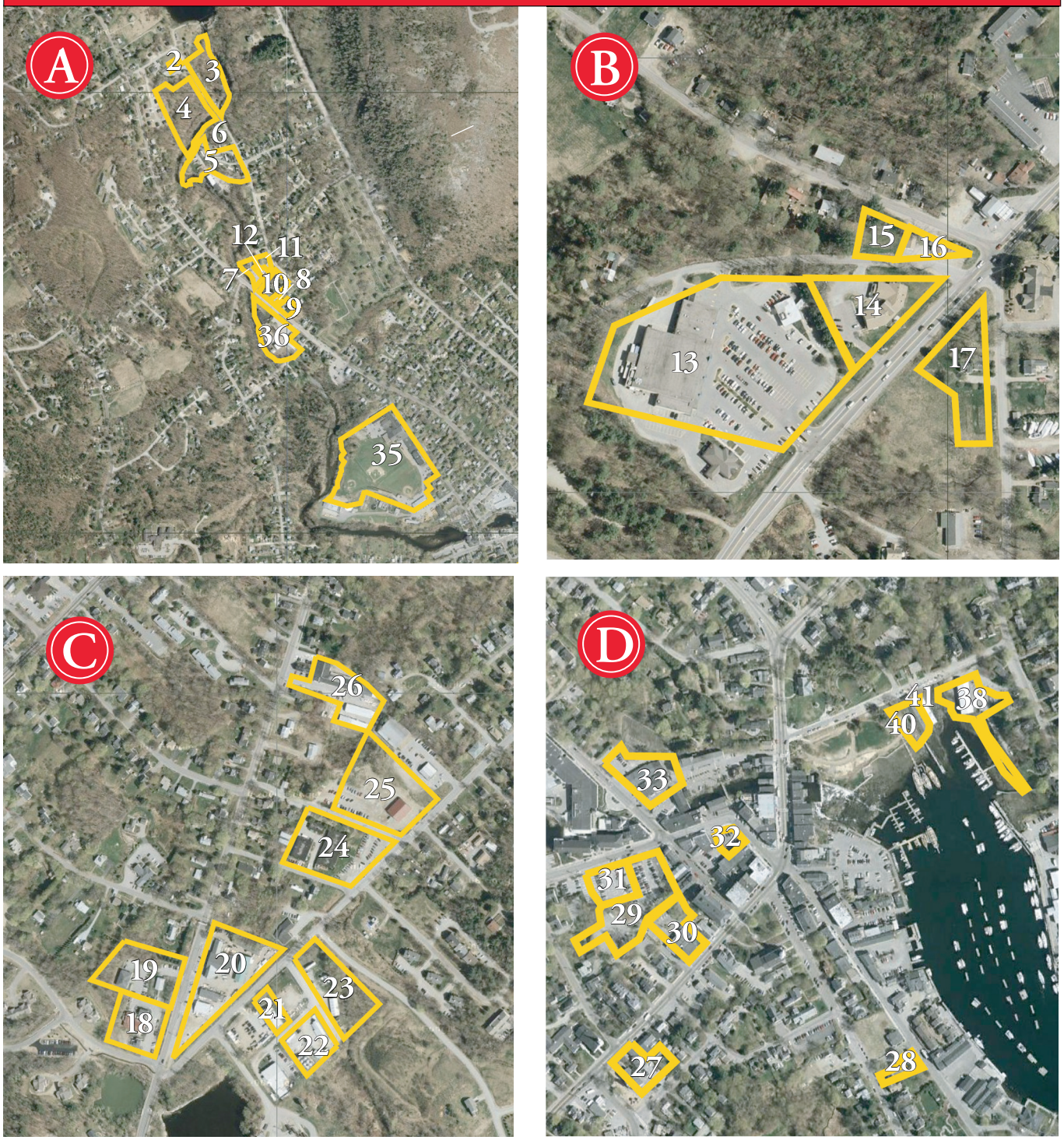


Figure 3.3 POTENTIAL DEVELOPMENT SITES
Camden, Maine

ID	Approximate Address	Land Use	Acres	Structures	SF
1	Sagamore Farm Road	Park	77.15	1	2,515
2	124 Mount Battie Street	Vacant	0.19	0	0
3	Mount Battie Street	Easement	3.41	0	0
4	Mount Battie Street	Vacant	5.03	0	0
5	Powder Mill Street	Residential	3.80	26	15,241
6	20 Mount Battie Street	Residential	1.14	2	940
7	2 Gould Street	Commercial	0.64	2	5,021
8	115 Washington Street	Commercial	0.99	1	2,048
9	111 Washington Street	Residential	0.43	2	2,336
10	113 Washington Street	Vacant	0.15	0	0
11	2 Mount Battie Street	Residential	0.76	1	1,279
12	4 Gould Street	Residential	0.18	2	1,115
13	145 Elm Street	Commercial	4.8	2	41,369
14	133 Elm Street	Commercial	0.998	1	7,898
15	Conway Street	Vacant	0.26	0	0
16	123 Elm Street	Commercial	0.18	2	1,852
17	162 Camden Street	Residential	2.44	2	1,577
18	61 Union Street	Commercial	1.01	3	6,602
19	59 Union Street	Office	1.44	2	4,382
20	50 Union Street	Commercial	0.93	2	13,608
21	58 Limerock Street	Industrial	0.28	1	4,223
22	56 Limerock Street	Commercial	1.74	4	3,770
23	54 Limerock Street	Commercial	1.15	7	3,072
24	5 Colcord Avenue	Industrial	1.89	3	18,650
25	8 Colcord Avenue	Industrial	3.12	0	0
26	30 Union Street	Commercial	1.30	3	20,561
27	58 Elm Street	Government	0.56	1	4,280
28	60 Chestnut Street	Residential	0.189	1	970
29	26 Mechanic Street	Parking Lot	1.4	0	0
30	39 Elm Street	Commercial	0.73	1	13,341
31	30 Mechanic Street	Parking Lot	0.5	0	0
32	Mechanic Street	Parking Lot	0.17	0	0
33	31 Washington Street	Government	1.86	2	10,847
34	2 Arey Avenue & 59 Sea Street	Commercial	2.69	4	18,352
35	22 Knowlton Street	Government	15.00	3	79,184
36	116 Washington Street	Vacant	3.5	0	0
37	40 Washington Street	Office	2.09	1	29,595
38	17 Sea Street	Commercial	0.82	2	5,179
39	2 Arey Avenue & 59 Sea Street	Commercial	1.4	3	23,049
40	15 Atlantic Avenue	Commercial	0.20	1	5,996
41	17 Atlantic Avenue	Commercial	0.13	1	4,205
42	2 Arey Avenue & 59 Sea Street	Commercial	2.69	3	8,281

only opportunities for the community to land a "big fish", the experience of MBNA should be sufficient to make the community wary of such a decision. It behooves the Town to consider options for this site, but it must do so in a manner that follows recommended principles and long-term economic and job sustainability.

Junior High School Complex (Site #35)
Although it is technically not available as a site, and may not be for some time, the Junior High School site is a much better option for larger scale business attraction in Camden. It is relatively large (15 acres), a flat site, located near Downtown and other community destinations, and is accessible off of non-Route 1 transportation corridors. Clearly, the utilization of this site requires the movement of the School, but given a re-location of the High School, it is not unreasonable to plan for the potential use of this site for economic development purposes in the future.

Wayfarer Marine Storage (#42)
The storage area of Wayfarer, located to the east of the company's primary facility, is slated to move to a site away from the waterfront. Part of the Wayfarer site has previously been sold for the development of condominiums. There has been discussion of turning the site into a single family development. While this use is somewhat appropriate relative to neighboring uses, and almost certainly a profit generator for the property owner, it would represent a major under-utilization of the site in terms of economic development. It would sacrifice prime waterfront land near Downtown for low-density development. The Town and the property owner should collectively consider other options for the site that would generate higher levels of use, as well as taxes.

Mechanic Street Parking Lots (#29, 31)
The two private parking lots across Mechanic Street from the Knox Mill Center represents one of the two largest open areas for potential development near Camden's business district (the other is the Waterfront parking lot). The site is an important parking lot, but if this private parking can be accommodated (see page 38) then these lots may be the best development opportunity in Camden. The lots are relatively large, (1 acre combined), flat, and adjacent to active businesses uses on Mechanic Street and Washington Street. These lots could easily become an extension of the business district area to the west, the same way that Knox Mill has become an extension on the north side of Mechanic Street.

SITE CLUSTERS

Cluster "A"
Cluster A consists of two sub-areas of vacant and/or under-utilized land. The southern area, which consists of the Tannery Site, is located on Route 105. It has moderate visibility, and very good accessibility from the west and north, but not the south.

The sites could have some commercial potential if all parcels were assembled together - this would yield a site of approximately 2.5 acres. Individually, they do not offer much potential due to their size.

Cluster "B"
This Cluster has a high level of visibility and accessibility, giving it high levels of commercial viability. Indeed, this Cluster already consists of a retail cluster, including the local grocery store, bank and other assorted service and daily goods retailers.

The most appropriate use of sites 13-17 is exactly what they have today - small scale retail and service establishments. It is feasible that 13 and 14 could be combined into a larger retail center (or alternatively an office center), but the combined site would yield only 5.8 acres in a difficult triangular configuration. The site could potentially be re-configured into a larger grocery store pad, but with a Shaw's and Hannaford's on site, it is unlikely there is enough demand to support a larger product that what currently exists.

Cluster "C"

Centered on Limerock Street, Cluster "C" totals 9 sites of relatively under-utilized commercial and industrial properties. Indicative of the small scale commercial operations commonly found in Maine communities. Averaging around 1-2 acres, these sites are too far off Route 1 to represent a large-scale retail opportunity, but there may be some smaller scale opportunities, combined with individual industrial / office redevelopment opportunities. More likely, the sites that are not part of the Industrial Park (18, 29, 14-16) are good opportunities for residential infill, due to their location on the outer edge of Camden, as well as being adjacent to existing residential neighborhoods.

Cluster "D"

A collection of sites located in and around Downtown, all of which offer interesting re-use and redevelopment potential. Sites #29 and 31 are addressed on page 31. If the re-location of the Fire Station (site #33) is on the table, then it could be combined with the adjacent parking lot to create an intriguing in-fill opportunity.

Also of interest are the waterfront buildings located off of Atlantic Avenue. Though small, their location and available parking make them potential "niche" properties for economic development purposes.

Site #32 is another interesting opportunity, because it is a parking lot located prominently near Route 1. It is also a "missing piece" of the Mechanic Street Corridor. However, its potential as retail or commercial space must be balanced against the 20 parking spaces it provides adjacent to the busiest area of Town. Presently, the parking situation in Camden (discussed in more detail on page 37) makes this site more useful as a parking lot. If this situation were mitigated, then it would make a good - small-scale - infill opportunity.

3) Technology Incubation

The ultimate "prize" in economic development is often considered to be the recruitment of a well-established corporation needing a medium to large workforce. However, in its efforts to establish and grow a technology and innovation sector, it is a very long shot to simply prepare some facilities or development sites, open the doors and expect businesses to flock to Town. Innovative technology firms rely first and foremost on their workforce and the resources needed to support their workers research and development activities. Camden's quality of place characteristics and its current status as a location for a number of small innovative firms provides a solid foundation to expect further growth of this type. Growth is likely to come in small increments of jobs, but cumulatively the impact could be large. An addition of only 50-100 jobs within a few years would be a huge achievement, especially if they are high-paying technology sector jobs.

In order to tap into the clusters identified on pages 19-20, Camden should look towards opportunities to accommodate and support businesses in multiple stages of growth, from start-up to maturity. This will assist Camden in the recruitment of new businesses, but it will also grant the capacity to start and expand home-grown technology businesses that can work together for mutual benefit - especially if those businesses work in cross-beneficial fields.

In a way, this describes a self-contained research and technology "park" within the confines of the Town. R&T parks house a variety of uses, from corporate government or university labs to very small companies. It is not quite the same thing, as most R&T parks are catalyzed through universities, but it nevertheless

Stages of Firm Development

START UPS

A startup is a company with a limited operating history. Generally newly created, these businesses are in a phase of development and research for markets. Venture capital firms and angel investors may help startup companies begin operations, exchanging cash for an equity stake. In practice though, many startups are initially funded by the founders themselves. Start-ups are also referred to as businesses in the "seed" stage, where financing is provided to newly formed companies for use in completing product development and initial marketing, but no products have been sold commercially.

FIRST (EARLY) STAGE

Financing is provided to companies that have expended their initial capital and now require funds to initiate commercial-scale manufacturing and sales.

SECOND STAGE

Second-stage companies are those that have grown past the startup stage but have not grown to maturity. A business typically begins to enter its second stage when it approaches $1 million in total receipts. The firm may not yet be profitable, with financing needs including working capital to expand.

THIRD STAGE

Funds are provided for the major expansion of a company which has increasing sales volume and is breaking even or has achieved initial profitability. Funds are utilized for further plant expansion, marketing, and working capital or for development of an improved product, a new technology, or an expanded product line.

MATURITY

The firm is profitable, and often still expanding. The company may remain private, but should be stable enough to go public if it desires.

describes the environment that Camden should seek: Businesses of numerous types and sizes, working in conjunction for mutual benefit.

The first step to establishing this type of environment is the creation of a business incubator. Business incubators accelerate the successful development of entrepreneurial companies through numerous business support resources and services. Successful completion of a business incubator program increases the likelihood that a start-up company will stay in business for the long term. Roughly, 87% of incubator graduates stay in business.

If a facility were made available for start-up and early stage companies, complete with business assistance programs, it is feasible that, combined with Camden's quality of life and other amenities, this could draw entrepreneurs to the community. Given a focus on technology, such an incubator could include state of the art technology and infrastructure that will allow those entrepreneurs to succeed, defraying potentially high start-up costs associated with purchasing equipment.

There is also an opportunity to combine housing with an incubator into a "live-work" model that provides affordable housing for employees of start-up companies. This is most relevant for younger 20-something employees, a market that would need to be examined prior to moving in this direction.

There are a number of potential locations for a business incubator. A part of the vacant Knox Mill could be dedicated as an incubator. Also appropriate would be the vacant waterfront buildings (Sites #38, 40, 41 on page 29) which are small in scale but offer parking, character and proximity to the business district.

An incubator will require a unique dedication of time and funding. It requires not only funding to capitalize the venture, but also on-going funds to subsidize the facility. It is these continuing funds that offer the largest challenge, and therefore planning for an incubator must involve capacity to fund and support the endeavor over a period of time.

While planning for a business incubator, Camden will need to consider where it can house businesses that graduate from the facility. Ideally, Camden would seek to accommodate these businesses within the Town, but it should be prepared to view their retention within the mid-coast region as a positive impact, as it will be hard to accommodate the needs of every different type of business.

There are a number of different sources available for a business incubator, which are identified in Section 4. It is likely that the Knox-Waldo Regional Economic Development Organization may be able to assist Camden in connecting with funding that not only capitalizes the incubator, but also businesses moving to and from the facility.

Camden has indicated that it intends to seek a Cluster Enhancement Award from the Maine Technology Institute (MTI) as a next phase of its economic development activities. The exact scope of that grant is still being determined, but it should cover connections to the clusters of New Media and GIS / Geospatial Technologies. Key elements in cluster development are the connections between research and education institutions and the commercial sector. Camden is well positioned to link institutions such as the New Media Center at the University of Maine and the Maine Media College in Rockport. GIS / Geospatial education and research

opportunities are offered at the University of Maine and the University of Southern Maine. Developing these relationships can be an important part of Camden's technology innovation strategy.

4) Downtown Streetscape Improvements

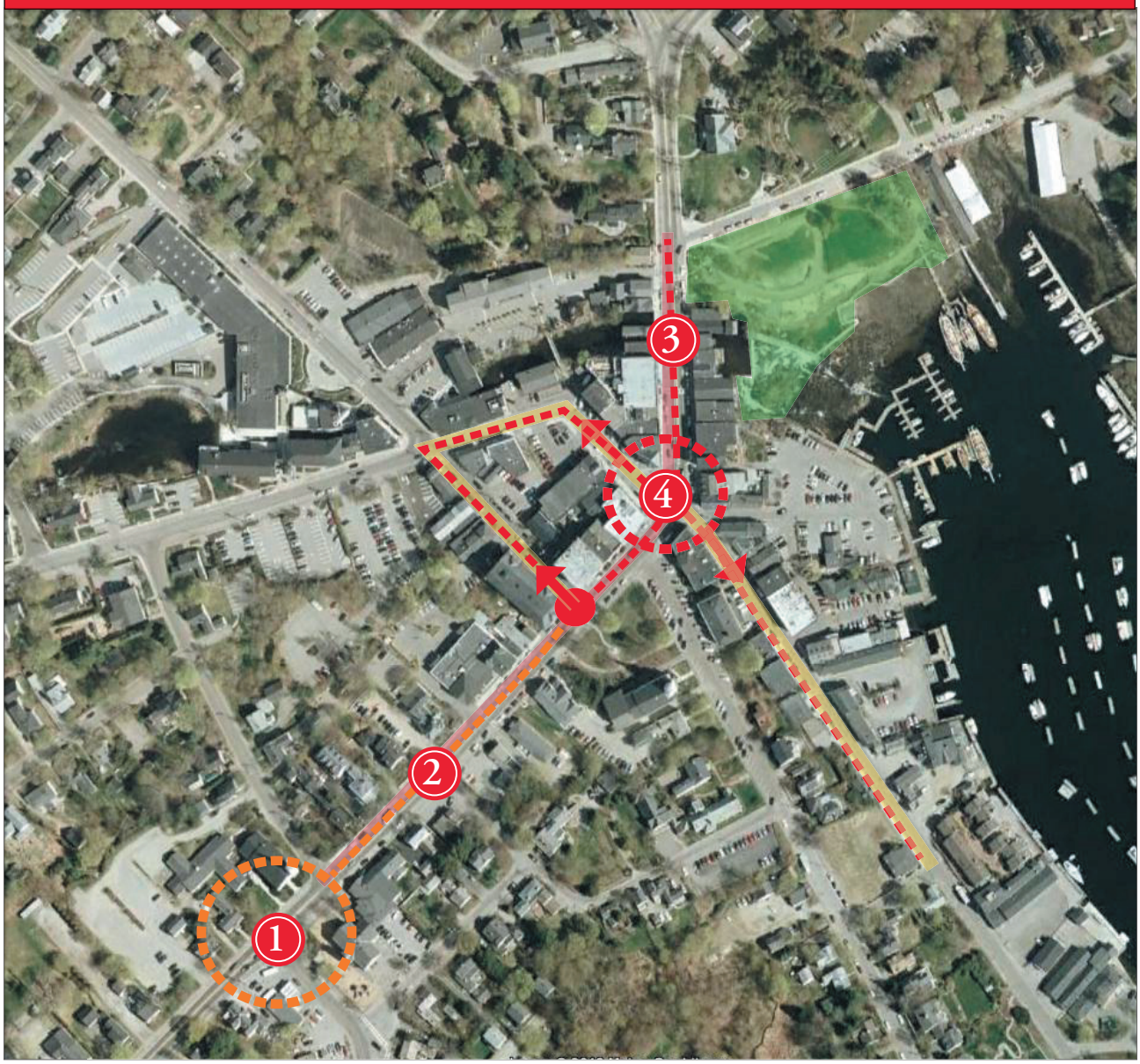
Camden's Business District is a goodpedestrian environment, with hundreds of businesses being clustered in a compact area accessible to parking and hotels. However, it is not necessarily an ideal environment. High traffic value on Route 1 creates automobile and pedestrian conflicts, especially during peak summer travel times. The amount of traffic on Route 1 creates two clearly delineated retail environments between businesses directly on Main Street, and those slightly off on Bayview and Mechanic Streets.

The right-of-way in which pedestrians and cars mix needs improvement in terms of delineating space. Current crosswalks are insufficient to create a safe pedestrian environment. Better markings can be as simply as improving the visibility of crosswalks (above) or identifying an area as large as an intersection or block (below).

A street improvement project would greatly assist the Downtown area in several different ways. It could provide better defined pedestrian zones like crosswalks to assist with people moving back and forth across Main Street in the midst of summer traffic. It could expand existing sidewalks to accommodate benches, or outdoor seating. It could also provide a signage and wayfinding system to orient visitors to lesser visited areas of Downtown - particularly Bayview and Mechanic Streets.

Streetscape improvements could be integrated into a wider scale, multi-modal improvement system that would include connected waterfront and bicycle trails. Implemented holistically, these improvements would serve as another layer of amenities that appeals to key components of the economy, including visitors, employees and residents.

Figure 3.4 SUGGESTED PEDESTRIAN IMPROVEMENTS
Camden, Maine



(1) Elm, School and Free Street Intersection - Introduce cross walks / pedestrian zones ; Enhance as "Gateway" intersection; Signage guiding visitors to Free and Mechanic Streets as alternate route / parking area.

(2) Elm Street Corridor - enhance sidewalks and crosswalks, reduce curb cuts where possible.

(3) Core Streetscape Area (in red) - crosswalk enhancements, trees, benches, widening sidewalks, where possible, signage guiding cars to parking and other retail areas.

(4) Main Street and Mechanic / Bayview Intersection - Pedestrian Zone enhancements, signage to parking and destinations off of Route 1.

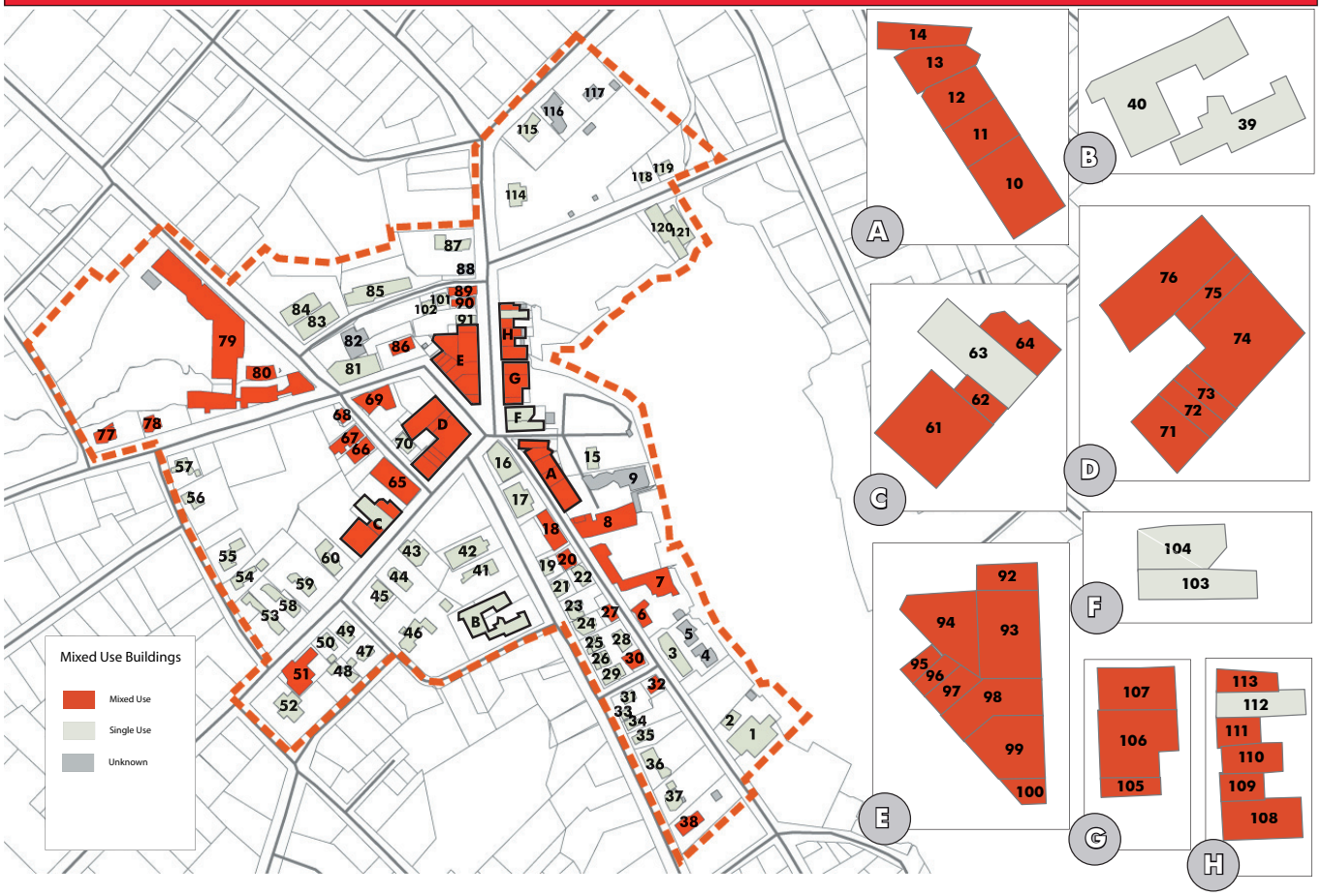
5) Parking Management System

Anyone who has been to Camden in the summer time knows that parking is at a premium. Indeed, at peak times parking can be difficult enough to dissuade visitors from stopping. Unless they have a particular need to stop in Camden, travelers can access similar services further along Route 1, in either Belfast or Rockland. Parking supply, however, is not merely a tourism related problem. Tight parking can have an impact on employment growth as well. Adding jobs in the Downtown core can be difficult in existing buildings that don't have enough private, dedicated parking attached to them. To address the parking issue in Camden, this Report proposes two related projects: (1) A Parking Garage to provide additional capacity for both visitors and employees; and (2) A real-time Parking Management System that guides visitors to available spots around the Downtown area.

Supply vs. Demand

In order to evaluate parking options for Camden, an assessment was performed of current supply and demand within the boundaries illustrated in Figure 3.5. All parking demand calculations are based on the Institute of Transportation Engineers (ITE) Transportation Planning Handbook 3rd Edition dated 2009.

Figure 3.5 STUDY AREA FOR PARKING ANALYSIS
Camden, Maine



An assessment of parking supply found 416 on-street spaces and 514 off-street spaces, for a total of 930. Existing Knox Mill parking was not included in this inventory. Demand was determined by an inventory of building uses within the study area.

From the analysis of the Downtown land uses, parking need is estimated to be 1,392 spaces for peak use with 100% occupancy. The ITE Handbook suggests a downward adjustment should be applied when calculating parking demand for Central Business Districts (CBD's). Also, as per industry standards, the acceptable reduction for shared uses and vacancies were as follows; 7% reduction for vacancies and 20% reduction for shared use, the total parking demand reduction for the Camden Downtown would be 27%.

Using the reductions discussed above, the parking need becomes 1,016, which is a deficit of 86 spaces. It should be noted that there are additional parking spaces immediately outside of the "Town Center" area; however those additional spaces were not considered within the study.

Development Scenarios

To further analyze the parking situation in Camden's Central Business District, three development scenarios were created to understand the potential impact of development on parking availability. A summary of these results can be found in Figure 3.6.

#1: The first analyzed the existing parking conditions if the waterfront parking lot were removed. This scenario was created because some in the Town have proposed eliminating the 84 public parking spaces in favor of additional open waterfront park space. This would decrease the supply of parking to 846 spaces with current demand being 1,016, which would increase the deficit to 170 spaces.

#2: The second scenario envisioned the full occupancy of the Knox Mill property as a professional office building. It is estimated that this would generate a parking demand for 357 parking spaces. The available parking supply at Knox Mill (which is not taken into consideration in the supply/demand analysis) is 224 parking spaces, which leaves a deficit of 133 parking spaces.

Applying these parking needs to the numbers above and applying the same reduction factors, the total need becomes 1,298 and the supply becomes 1,154, which leaves a deficit of 144 spaces.

#3: The third scenario added the development of a 48,000 square foot office building on the Mechanic Street site. This would add a parking demand of 107, while removing 149 private, off-street spaces, bringing the needed spaces to 1,405 and the supply to 1,005 spaces, which leaves a deficit of 400 spaces.

Parking Garage

Based on this analysis, it is clear that parking solutions will need to be provided if higher numbers of employees (and, perhaps, residents) are added to Camden's Business District, particularly on sites with the most obvious opportunities for business growth.

To address this emerging problem, Camden may wish to consider the addition of a parking garage to its Business District. Though parking garages are more common in larger cities, there are a number of examples of garages in small communities that are also major tourist destinations (see sidebar: Examples of Small

Figure 3.6 SUMMARY OF PARKING ANALYSIS
Camden Business District

Scenario	Parking Supply		Parking Demand	Difference
	On-Street	Off-Street		
Existing Conditions	416	514	1,016	86
Existing (less waterfront pkg)	416	430	1,016	170
Scenario #1	416	738	1,298	170
Scenario #2	416	589	1,298	144
Scenario #3	416	704	1,405	400

Source: ***HNTB and DCI Analysis***

Communities with Parking Garages on page 41). Structured parking has the potential to provide parking for numerous different users, including office workers, hotel guests, and general visitors to Camden and its Business District.

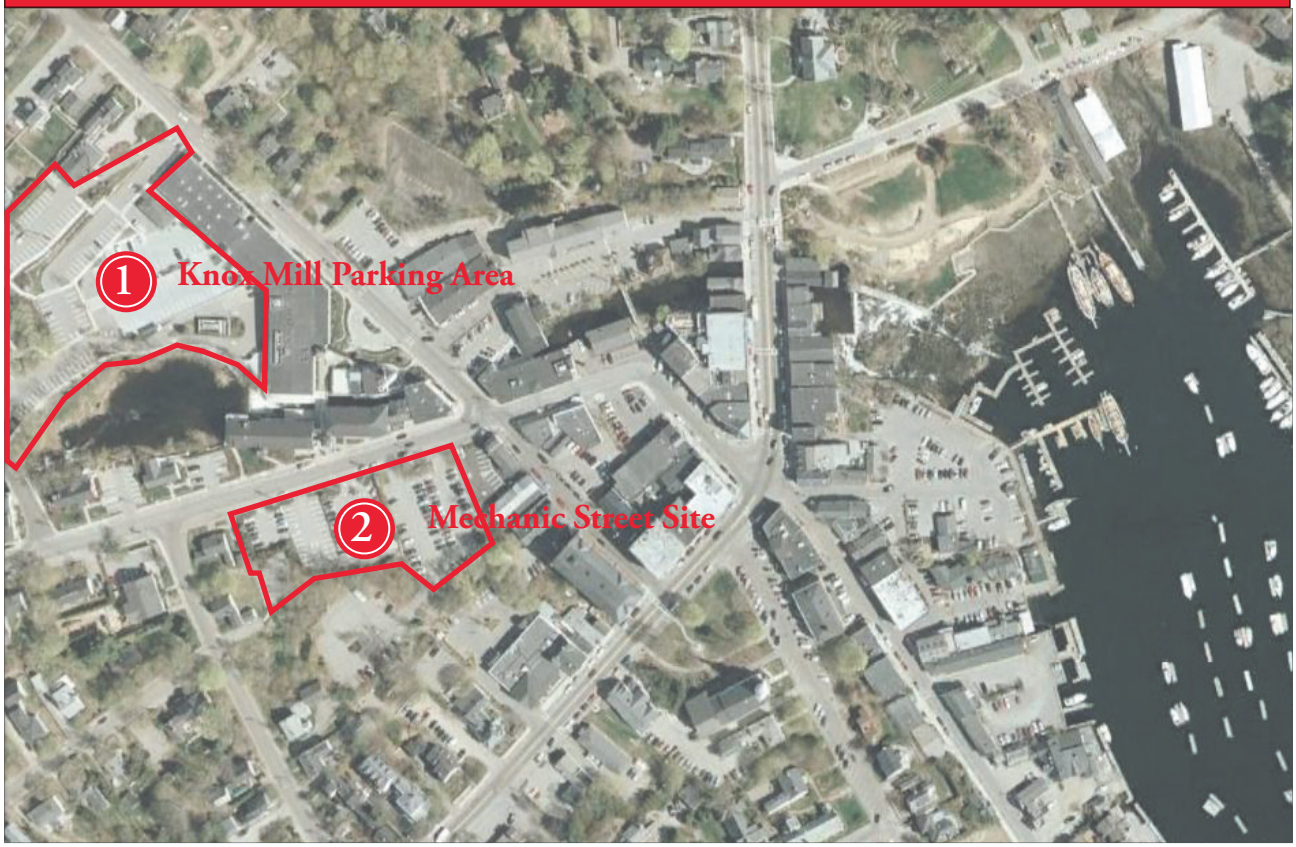
This study examined four sites that are potentially large enough to accommodate a parking structure sufficient enough to make the investment worthwhile. The first option, the existing waterfront parking lot, was dismissed as an inappropriate location for structured parking due to its proximity to the waterfront. The second option - the parking lot adjacent to the Fire Station - was also dismissed as having difficult physical parameters for a parking structure, namely the orientation and topography of the site.

This left two potential sites; (1) Knox Mill; and (2) the Mechanic Street site (see figure 3.7). Another parking scenario examined adding a single level garage to provide an additional 50 parking spaces at the existing Knox Mill parking area. Criteria considered for the parking garage were:

- Assumption that one additional level could be added and double the existing columns on the sub-grade parking level.
- Surrounding topography – With existing at grade parking being at multiple levels, access to the elevated parking level would be through an existing terrace grade parking level.
- Available area for raised parking – the topography helps access, but limits size of a raised parking facility. A raised parking facility over the current roof of a sub-grade parking facility would provide an additional 60 spaces; however, there would be a loss of 10 spaces below due to column supports.
- Additional level of parking – Additional levels of raised parking was considered, and the topography would lend itself to additional levels, however the compromise of the aesthetics to the Knox Mill Building would need to be examined prior to consideration of additional levels.

Given these criteria, an additional parking level at Knox Mill would provide only an additional 50 net spaces. This bolsters the parking supply for the structure to 274 (from Development Scenario #2), but still leaves a deficit of 83 spaces if the building is used solely for commercial office. This, combined with the previous undersupply of 86 is spaces an adjusted need of 1,298 compared to a supply

Figure 3.7 POTENTIAL PARKING GARAGE SITES
Camden, Maine



of 1,120 spaces, which leaves a deficit of 178 spaces.

Thus, the best option for a parking garage appears to be the Mechanic Street site. The site, as referred to in this Report, consists of two existing parking lots. Both lots are approximately 1/2 of an acre, or 1 acre in total.

This site is not without its challenges, since it already holds 149 private parking spaces - spaces that will need to be replaced. However, it also provides significant opportunity. Other than the waterfront parking site, it is located and can be accomplished as close to the core Business District without demolishing buildings. Furthermore, it is a large enough site that it could potentially hold more development than just a parking garage. It is possible that the combined site could be used for both a parking structure, as well as future development. It is also possible the garage could be built as a mixed use structure, with leasable space for retail or office on the ground level. The site's proximity to existing retail makes this a realistic possibility.

Underground Parking

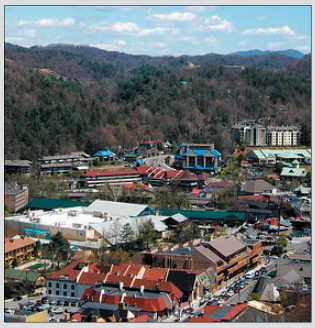
An alternative to a vertical parking garage is underground parking, which would create new parking spaces while saving above ground land for more active land uses. There may be potential for underground parking given a desire by the Town or private developer to bear the addition cost that comes with it. Further examination of underground parking will require a study of the water table and other topograhic features to judge its feasibility.

Examples of Small Communities with Parking Garages

Freeport, Maine

Freeport is well-known as a destination for outlet retail shopping in a main street, village-like atmosphere. With major retail destinations like L.L. Bean, Freeport draws over 3 million visitors a year and has long had difficulty offering enough parking to shoppers. Primary parking lots for L.L. Bean were re-configured and/or expanded at least twice. Most of these needs have been addressed with the construction of the 120,000 square foot Freeport Village Station Development at the corner of Mill and Main Streets. A joint venture between L.L. Bean and developer Berenson Associates, this project includes space for 40 retail factory outlet stores, restaurants and a 550 car parking garage. Built on top of the former L.L. Bean Outlet Store, this garage is the only covered parking in Town, and is provided free of charge.

Gatlinburg, Tennessee



Gatlinburg, population 3,800, is a mountain resort town most noteworthy as a gateway to the Great Smoky Mountains National Park. As a tourist destination, the Town has a cluster of speciality shops, boutiques and restaurants. The small size of the community, combined with the concentration of visitor attractions and topography means that parking is at a premium. Options to access the Town include park and rides, shuttle service and 295 parking spaces in private lots. The Town has built two parking garages to accommodate demand, adding 770 spaces between the two structures.

Brattleboro, Vermont

A community of 12,000 (slightly more than a combined Camden-Rockport), Brattleboro has a popular arts-based tourism trade. The Town has experienced traffic and parking problems for years due to its position at the bottom of the Connecticut River Valley. In 2003, the Town completed a $9 million, 305 space parking garage offering both short and long term parking. Dubbed the "Transportation Center", the facility also provides access to bicycles, is a bus and taxi stop, and is near the commuter rail station. According to Vermont Business Magazine, the Town has seen significant improvements in parking opportunity for the Central Business District, particularly since it offers long-term spots for office workers and residents, freeing up on-street and other spaces for use by business customers.

Intelligent Parking Management System

"Intelligent" or "Advanced" parking management systems maintain real-time parking space inventories across a set of participating facilities. This data is used to generate parking availability messages that are distributed to travelers through several different means, such as lot specific parking information signs. Implementing parking management systems like this can be of great benefit in a Central Business District or downtown environment.

This helps travelers find parking spots quickly, thereby reducing frustration and enhancing a visitor's overall experience. Perhaps more importantly, such a system can significantly improve the throughput of traffic by removing "parking cruisers" from the traffic stream, a large portion of the automobile movement in and around Camden's business district.

Lot specific systems provide parking information using signs that typically have both passive and active components (see examples, left). The passive component provides simple directions to parking facilities, while the active component supplements this by providing a real-time inventory of available spaces. More complex advanced parking information systems have signs on every floor of a garage or parking lot aisle and sometimes in front of individual parking spaces. There have been experiments with parking reservation systems, which allow travelers to reserve and pay for a parking space using the internet or wireless handheld devices. Experiments have also been done with parking navigation systems, which guide travelers direction to an open spot.

Parking availability and congestion are important issues in Camden that it is recommended that the Town seriously investigate the possibility of implementing an intelligent parking management system. Such a system has the potential to drastically reduce traffic congestion during peak periods.

The implementation of such systems in small towns like Camden is not widespread, but this may be a major advantage for the Town. The small size of the business district area and the very high levels of congestion make it an ideal candidate to seek funding for experimental implementation of an advanced parking system. The federal DOT's major research center in this field is located at the Volpe Center in Boston, and might be able to provide insight both into types of systems and possible funding opportunities.

6) Transit Options

Camden and the mid-coast are not ideal candidates to support permanent, fixed route transit systems, but there are some options available that may serve to reduce traffic congestion. The final draft of the Transportation Action Packete for the Gateway 1 plan recommended an evaluation of need for and feasibility of summer shuttles in several communities, including Camden. It also recommended that communities should assess the feasibility of alternative commuter services in the Belfast-Camden-Rockland corridor.

Tourist Shuttle

One area of potential traffic congestion is visitors moving between destinations within Camden, or between the Town and nearby points like Rockland and Belfast. There are no other options to access retail, dining and points of interest other than the car. This creates an additional level of short-term car movement that could be mitigated through other means.

Other communities in Maine have had success implementing transit systems that serve peak congestion periods during the summer months. One example is the Island Explorer on Mount Desert Island. This bus service is particularly useful in Bar Harbor where parking is at a premium, and a large number of hotels are located beyond walking distance to the village. The service is subsidized through a number of sources, including local hotels and L.L. Bean, which donated funds to the system in an effort to reduce the impact of tourism in Acadia National Park on the environment.

Another example is the Shoreline Explorer. Started in 2006, this system allows riders to travel between busy tourism destinations in York County without a car. The system also connects to the Downeaster Train Station in Wells, which provides access to Boston and Portland.

The Shoreline Explorer consists of seven connected trolley and bus services: the York Trolley Beach Shuttle, Shore Road Shuttle, Ogunquit Trolley, Shoreline Trolley, Kennebunk Shuttle, Intown Trolley and the Sanford Ocean Shuttle.

These segments provided service from late June through Labor Day, with some service extending through Columbus Day, and the Sanford Ocean Shuttle operating year-round, 7 days a week, from Sanford to Wells.

Funding for this service was a mix of federal, state, town, and local business dollars. Two major sponsors were The Cliff House Resort & Spa in Ogunquit and Goodall Hospital in Sanford. Right from the start, the Shoreline Explorer appeared to be extremely popular. Ridership grew from the first week of operation. Beginning in July, ridership increased through the middle of August, going

from 4,384 in week 2 to 5,572 in week 6. Monthly total ridership for the system went from 3,644 for the last week in June to 18,637 in July to 20,413 in August.

Rockland has the All Aboard Trolley Company, which can be used to access points throughout Knox, Waldo and Lincoln counties. However, this private transportation system is not nearly the size of the proposed system to connect Camden to other mid-coast communities. Funding was a challenge for both the Island and Shoreline Explorers, and will likely be one for a mid-coast route. Regardless, a tourism based transit system carries merit. As discussed in the Gateway 1 Corridor Plan, the concentrations of mid-coast business districts along Route 1 offer ideal environments to connect via transit, since very few stops can be used to access a large number of destinations. Tied to the region-wide efforts to reduce the impacts of driving along Route 1, such a shuttle could attract funding that was not available to other systems.

Commuter Service

Given the spread-out nature of the Belfast-Camden-Rockland "community", it may be necessary to consider a commuter transportation system to move people between communities, especially if Camden and its neighbors are able to leverage job growth relative to the goals of this report. As discussed earlier, not all residents can afford, or would choose to live in Camden. If new jobs appear in Camden, it is as likely that those employers would be commuting from neighborhood communities as from within Camden. Creating a small bus or vanpool type system connecting people to each business district could take dozens of cars off of the road during peak travel periods, reducing headaches for residents and serving to reduce congestion in key areas, like Camden's Business District.

Strategically connecting either a tourist shuttle or commuter system to the center of each community connects to the very core of the Community Centered Corridor (CCC) development concept that is recommended in the Gateway 1 plan.

SECTION 4: IMPLEMENTATION COMPONENTS

This Section outlines a series of actions for Camden to consider in its efforts to implement the recommendations of this Report.

Gateway 1 Action Plan

Where possible, the Economic Development efforts of Camden should adhere to local actions outlined on pages 124-131 within the Gateway 1 Corridor Action Plan. Page 45 summarizes 8 local actions most relevant to this Economic Development Analysis.

Organizational Capacity

It is likely that Camden will need to enhance its organizational capacity in order to implement the strategies and projects recommended in this Report. Organizational capacity refers to a series of requirements needed to conduct an economic development / redevelopment initiative. It includes: (1) governance and leadership; (2) vision and strategy; (3) resource development; (4) internal operations and management; and (5) program delivery and impact.

The addition of a Development Director will significantly add to the current capacity of the Town, which is currently limited to the Town Manager, an interim development director, and a volunteer Economic Development Committee. However, such a position may not be sufficient to accomplish all that is recommendations in this Plan. The following is a brief list of what Camden will need to accomplish over the next 0-5 years:

1) Establish working economic development relationships with regional organizations and leadership in other mid-coast communities;

2) Acquire and manage grants, loans and other funding sources

3) Acquire and sell / hold land for economic development purposes;

4) Negotiate economic development and real estate deals with developers and property owners, likely working with

Relevant Action Plan Items from the Gateway 1 Corridor Action Plan

L1.6 - Increase the ability of vehicles to reach their destinations without traveling on Route 1 by achieving a link-to-node ratio in in-town areas of 1.25.

L1.2 - Require new commercial and residential development along state highways to provide shared vehicle-access connections to abutting lots.

L1.9(a) - Prepare a master sidewalk, multi-use path and bicycle plan to cover designated growth areas and require new development in these areas to build sidewalks consistent with plan Concurrently, develop a master sidewalk snow-removal maintenance plan to ensure that these sidewalks can be used year-round along frontages.

L1.10 - Where downtowns are functioning well as shopping, service, and gathering areas but transportation level of service (LOS) is low (i.e., congestion occurs) and therefore street improvements may be necessary, provide clear direction to MaineDOT in local Comprehensive Plans as to those physical elements of the downtown that are important to preserve. (Examples may include on-street parking, street trees, a green or square, a particular structure, or places where structural obsolescence requires reconstruction.)

L2.2 - Encourage new and expanded business to locate in the core growth areas through: (a). Available financial incentives, including TIFs, state grants and loans, historic tax credits; (b). Local regulatory streamlining and flexible standards, e.g., for parking, rehabilitation of older space, infill on small lots, and dimensional standards; (c). Investment in amenities that attract businesses and workers (streetscape amenities, walking and bicycling facilities, beautification), using state and federal grant programs, such as Community Development Block Grants and Maine DOT's Transportation Enhancement Program, as well as local and private dollars; and, (d.) Reduction in number of linear commercial zones along state routes outside the core growth areas.

L2.4 - Open most core growth areas to mixed-use development, including multi-family housing at densities that can be supported by existing and planned sewage capacity.

L4.1 - Support and nurture the development of core growth areas with the densities, short distances, and mix of uses that will support bus systems.

L2.9 - Prepare a mixed-use master plan for an identified core growth area that has ample room for new development backed by a capital improvement program that will extend infrastructure, provide for appropriate transit and/or alternative freight modes. Create a private-public partnership to implement the plan, with assistance from state and federal funding sources.

subsidies, bonds, TIF and other funding mechanisms;

5) Actively recruit new businesses;

6) Create, update and implement a Strategic Economic Development Plan;

7) Work on retention and expansion of existing businesses;

8) Seek and foster partnerships to develop a technology / innovation cluster;

9) Create and manage a parking garage.

Some of these tasks equate to pure staff time, but others rely on more technical and legal components, particularly related to real estate and funding. It is recommended that Camden examine two options to enhance its economic development capacity.

Local Economic Development Corporation

An Economic Development Corporation is a legal entity/organization directed by a Board of Directors and/or members, for the purpose of creating new jobs and income growth. Such an organization may form as a public entity, a not-for-profit corporation, or for-profit corporation. For a variety of reasons, the majority of recent development organizations have been formed as nonprofit corporations. Those that have formed nonprofit organizations often state that they pursued that option to allow them to garner both public support and to provide more flexibility in the way they conduct their business. One advantage to a nonprofit organization is that the bylaws can be written in a way that does not constrain leadership to be restricted to elected officials. Nonprofits and for-profit corporations have the flexibility to recruit and appoint board members with skills that are a good match with the mission of the organization.

Pros of an L-EDC:

- A organization with tools to focus specifically on Camden's economic development goals;
- The flexibility to accommodate multiple forms of organization and governorship;
- An L-EDC can act as a legal vehicle for the Town and its economic development partners to acquire and hold land without the Town itself becoming involved in real estate transactions and ownership;
- Can be organized to run and maintain subsidized community assets, like the Opera House.

Cons of an L-EDC:

- An L-EDC is only as organized as its members - if the organization expects to be successful, a lot of local organizational and political work will be required;
- The same conditions which create the need for economic development are the same conditions which make it difficult to fund new economic development activities. The creation of an L-EDC requires the dedication and passion of a number of community leaders committed to the merits of the organization. Without the commitment and willingness to advocate for the creation of a new organization, it is not likely that an L-EDC will be successful.

Examples of Local Economic Development Corporations in Maine

Scarborough Economic Development Corporation
http://www.scarborougheconomicdevelopment.com

Gorham Economic Development Corporation
http://www.gorhammeusa.org

Freeport Economic Development Corporation
http://www.freeportecon.com

Brunswick Economic Development Corporation
http://www.brunswickbiz.org

Knox Waldo Regional Economic Development

(from the KWRED website)

The Knox/Waldo Regional Economic Development (KWRED) Council was formed in 2006, focusing exclusively on regional economic development strategies for Knox County and Waldo County. Because this Mid-coast Region shares many common demographic, economic and cultural characteristics, the KWRED Council was formed to establish and implement the Mission, Strategies & Principles, and Vision set out below:

"The mission of the Knox/Waldo Regional Economic Development Council is to stimulate long-term, robust economic growth for the Knox & Waldo County region through Job Creation & Retention, Advocacy, and Regional Collaboration."

KWRED provides a wide range of services and programs designed to assist new start-up businesses, help existing businesses expand and provide incentives to attract new businesses to the region. Among these services is connectivity to business loans and venture capital, and coordination of State incentives such as Pine Tree Zone tax breaks, and Community Development Block Grants.

Considering that KWRED is an established organization serving a geography in which Camden is the third largest community (Knox and Waldo Counties), it may be feasible to leverage these existing capacity and resources instead of establishing a new local economic development corporation.

Pros of using KWRED

- Added capacity to apply for grants and other funding, as well as business recruitment / retention.

- Would not require the creation of a separate L-EDC for Camden.

- Existing organization for a region in which Camden features prominently.

Cons of using KWRED

- Does not necessarily have the capacity or funding to manage small scale projects for the Town, including real estate acquisition and management.

- Places management and responsibility outside of the Town's control.

- KWRED is a business development intermediary, which is not the same thing as an economic development corporation. Their job is to connect businesses to development assistance. While this can be a good resource for Camden's development efforts, freeing the community to perform other tasks like parking and/or street improvements. However, these would be outside of KWRED's designated mission and would need to be addressed at the local level somehow.

Overall, it is best to characterize KWRED as a supplement to, not a substitute, for the organizational resources that Camden needs.

Funding Sources

Below is a list of available municipal resources Camden may consider for project implementation:

Tax Increment Financing (TIF)
TIF Districts allow special bonding capacity for infrastructure and economic development projects, paid by tax "increment" from an increased value of real estate within the District. TIF bonds are a potential source of funding for structure parking or streetscape improvements.

Revenue Bonds
A bond issuance supported by revenue from a project. This is most specifically related to a Parking Garage, which could generate revenue to support the bond financing used to build it.

Historic Tax Credits
Federal and State Historic Tax Credits are used to raise equity for historic preservation and renovation projects. These credits may be useful to re-task certain properties for economic development purposes if other public or private funding is unavailable, or insufficient to justify improvements.

Community Development Block Grants (CDBG)
Grants provided by the Department of Housing and Urban Development that can be used for affordable housing or economic development purposes. CDBG grants (or loans) won't provide as much capital as other funding source listed here, but it can be essential start-up or working capital, or be used to finance small-scale projects, like the technology incubator project.

Another potential use for streetscape improvements. CDBG funds are used to provide technical and implementation funds for both street infrastructure and facade improvements to small and rural communities.

Economic Development Administration
The EDA has a number of different programs and funding sources for economic development projects. It is also one of the largest investors in incubators and accelerator facilities. However, available of funds are generally restricted to major projects with regional impact.

Maine Technology Access Fund (MTAF)
This fund is designed to support research and development in promising areas like Forest Bioproducts, Biotechnology, Information Technology, Organic Farming / Specialty Foods, Advanced Composite Materials and Precision Manufacturing. There were 2 bond issues that capitalized the fund. Moving forward, MTAF funding could be crucial in capitalizing the proposed Technology Incubator.

Maine Quality Places Fund (proposed)
The Quality Places Fund is proposed by the Brookings Institution to support Community Revitalization, Land and Farm Conservation, Access to Forests and Lakes and Tourism Promotion through a 10-year, $190 million revenue bond. Given the findings of the Gateway 1 Corridor Plan, Camden should be an ideal candidate to receive funds from this proposed source, especially for transportation improvements.

The Communities for Maine's Future (CMF) Bond Program

CMF was established in 2009 within the Maine Department of Economic and Community Development. It was created to provide funding through matching grants to eligible Maine communities for downtown or village center community infrastructure projects which promote sustainable development. The CMF Review Panel was established to evaluate proposals and determine funding under the $3.5 million dollar program.

Maine Department of Transportation
Maine DOT has some funds available for "smart" transportation solutions like the intelligent management system describes on page 42. Camden should look to methods to joint venture this project with State DOT in order to create a noteworthy pilot project for intelligent / smart transportation systems throughout the State.

Selected References

Brookings Institution Metropolitan Policy Program, 2007. *Charting Maine's Future: An Action Plan for Promoting Sustainable Prosperity and Quality Places*.

Federal Highway Administration, 2007 *Advanced Parking Management Systems: A Cross Cutting Study*

HNTB, 2009 *Gateway 1 Corridor Action Plan: Brunswick to Stockton Springs*

University of Southern Maine - Maine Center for Business and Economic Research, 2008 *Maine's Technology Sectors and Clusters: Status and Strategy*

Eaton Peabody Consulting Group, 2010 *Municipal Resources for Brownfield Redevelopment*

The U.S. Census and American Community Survey

Bureau of Labor Statistics

ESRI Business Analyst