

1959

## City of Bath City Plan Report, 1959

John T. Blackwell  
*Atwood, Blackwell & Young*

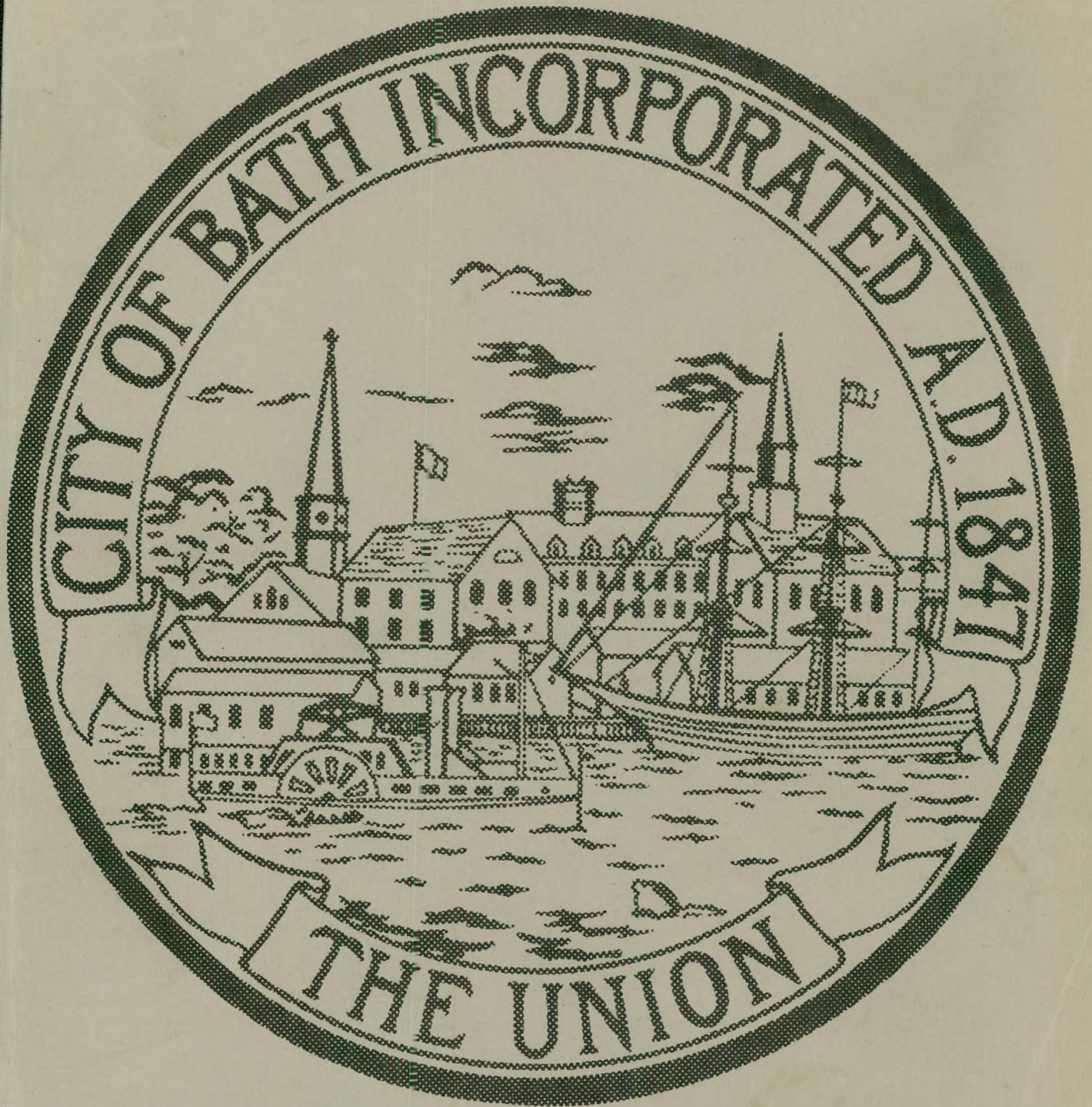
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**CITY of BATH, MAINE**  
**1959 City Plan Report**

**J T Blackwell**

CITY OF BATH  
CITY PLAN REPORT  
January-1959

Prepared under contract with the  
STATE OF MAINE DEPARTMENT OF ECONOMIC DEVELOPMENT  
with financial assistance from  
U.S. Housing & Home Finance Agency  
through the  
URBAN PLANNING ASSISTANCE PROGRAM  
under  
SECTION 701, TITLE VII, HOUSING ACT OF 1954  
for the  
BATH PLANNING BOARD

by the office of  
John T. Blackwell, Planner, Boston

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Bath, Maine

January, 1959

This Bath City Plan Report was prepared in the office of John T. Blackwell, Boston, for Bath City Planning Board and the Maine Department of Economic Development with state and federal assistance under Section 701, Title VII, Housing Act of 1954, as amended, by a planning team including:

John D. Atwood, Jr., Project Planner  
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Anne D. Gulo, Researcher

also

Mr. Blackwell and an internal office  
supporting team of seven

The planners also wish to thank all Bath City Officials, Departments and Community Groups for their assistance during the study period. Particular credit must be given to Bath City Manager, Stanley Judkins. His wide technical understanding and knowledge of Bath problems has helped the planners considerably during their studies.

## Introduction

This report on city plan for the City of Bath, Maine, was prepared under the federal Urban Planning Assistance Program, Sec. 701, Title VII, Housing Act of 1954 as amended, 1956. These Bath studies were financed by 50% federal funds, 25% state funds (state-administered), and 25% local funds, in this case given by the Downtown Committee of the Greater Bath Chamber of Commerce.

Bath is a mainly urban community, mainly dependent on one form of manufacturing employment which has experienced wide fluctuations over the past sixty to seventy years. The net total population of Bath appears to have fluctuated less than its major employment, although the opportunities for alternate or supplementary employment have been rather limited. Bath retail stores and trade and service enterprises primarily meet local needs. In these respects, Bath exhibits surface similarity to other Maine urban communities, but there are also important distinctions and differences to be noted.

Bath is deservedly world-known for its major manufacturing production, (war)ships and windlasses and other special ship-gear. This has been primarily "heavy male employment" and well-paid, compared to most other manufacturing in Maine. But these very characteristics, plus occasional inescapable employment fluctuations of large proportions, have made opportunity in Bath for garment and other female supplementary employments. Also these may be the factors that help account for the considerable number, in proportion to population, of tiny neighborhood corner stores, seemingly "home" occupations.

Bath municipal operations, capably managed, appear to the planners good in kind, and suitably conservative in the original best sense of that word. The municipal policies are forward-looking and have had to be frugally limited, but not to the extent of painful penny-pinching. School operations in recent years have taken about 50% of the total annual municipal budget. (1954 - 52%; 1955 - 45%; 1957 - 49%).

Bath leaders and people seem to the planners well and strongly identified with their community, and accustomed to making serious civic efforts, once they see the need, more so than in some other New England communities. The homogenous community composition (mainly white, native-born) and the compact urban clustering appear to have reduced almost to unimportance any "neighborhood" or sectional feelings within the community. References to North End and South End appear to occur only because of the long narrow shape of the urban cluster, determined by the ridgy and ledgy topography, and by corresponding costs of street and utility construction.

Given all these factors, plus the Carlton Bridge regional highway location, and given the record of capable manufacturing management alertly adapting to changing needs in an admittedly highly specialized and economically vulnerable major employment, an essentially conservational and frugal but imaginative plan for the further life and growth of Bath is herewith reported.

Presuming, with justification, continuance of the major ship-building and other major manufacturing employment in Downtown Bath, and in view of the costs and difficulties of street and utility construction in much of southern Bath, the plan reported offers the following major features:

- a) traffic flow improvement by major rebuilding over a period of years of a few selected streets and intersections, all carefully related to state aid practises and to state plans for Route 1 relocation west of Downtown and further State improvement of Route 1 through Downtown Bath;
- b) by such city-wide traffic-flow improvements to increase safety, surety and convenience of access of residents and of service and protection vehicles to homes, schools, churches, hospital, library, parks, waterfront and businesses and factories in Bath, north, south and downtown;
- c) Downtown traffic flow improvement and related Downtown one-thousand-car off-street parking spaces (created through the Parking District) will enable merchants, landlords, banks and building tenants over a period of years to dramatically rebuild Downtown Bath out of increased sales and earning from



giving residents and visitors improved shopping (and access and parking) and by helping merchants to re-capture \$5 million to \$10 million average annual gross sales, now leaving Bath, ultimately this will also triple or quadruple aggregate Downtown assessable real estate tax values;

- d) residential fill-in on many existing streets in Bath south of Leeman Highway, also residential fill-in expansion in northwest Bath;
- e) accompanying and related to such home-building and improved or new streets, provision of needed schools, utilities and other community facilities;
- f) preservation by a variety of procedures of at least five new recommended public or semi-public major areas, (part of Southwest Bath, part of Merrymeeting Bay Shore, much of Butler Point, of Thorne Head and of the Bath riverfront); also by direct municipal taking of a number of smaller strategic parcels of modest size throughout Bath related to and required by steps d) and e) above;
- g) acknowledgment that at this writing only moderate additions or expansions of industrial-commercial enterprises appear possible in Bath, and that there appears to be neither economic likelihood nor topographic opportunity for any really large-scale industrial expansion within Bath city limits unless along the southern waterfront, but that there could be regional industrial development surrounding the Bath Iron Works Harding Plant in Brunswick;
- h) recognition and utmost exploitation of Bath and Bath regional assets -- historic, scenic, sporting, climatic, locational - educational -- to capture from visitors, tourists and vacationists at least Bath's share of the steadily increasing leisure-time dollars of travelling Americans.

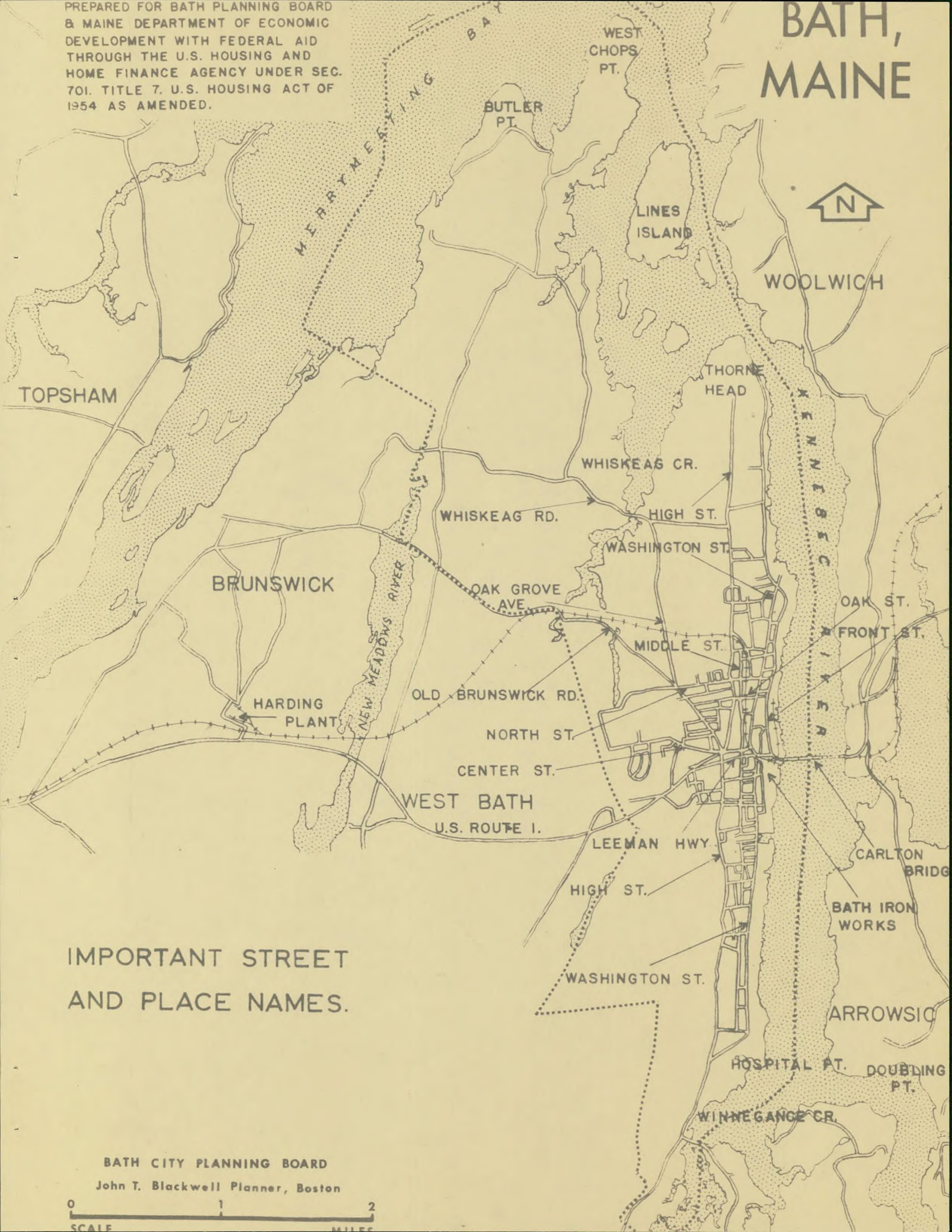
Results from these planning proposals will come only by action by the people of Bath in their various capacities as citizens, municipal officials, shoppers, merchants, property-owners, tenants, bankers, chamber of commerce members, entre-prenours, etc.

This is a plan for discussion and action. It is not a final plan nor an inflexible plan. It is an integrated plan to meet some present needs with an eye to the future. The proposals are expected to be discussed and acted on in stages with modifications, but these integrated proposals will lose much of validity if broken apart and some parts not acted on within the next five to ten years.

Action is up to the community leaders and community residents.

PREPARED FOR BATH PLANNING BOARD  
& MAINE DEPARTMENT OF ECONOMIC  
DEVELOPMENT WITH FEDERAL AID  
THROUGH THE U.S. HOUSING AND  
HOME FINANCE AGENCY UNDER SEC.  
701, TITLE 7, U.S. HOUSING ACT OF  
1954 AS AMENDED.

# BATH, MAINE



TOPSHAM

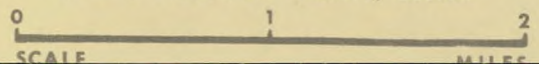
BRUNSWICK

HARDING  
PLANT

WEST BATH  
U.S. ROUTE 1.

IMPORTANT STREET  
AND PLACE NAMES.

BATH CITY PLANNING BOARD  
John T. Blackwell Planner, Boston



BUTLER  
PT.

WEST  
CHOPS  
PT.

LINES  
ISLAND

WOOLWICH

THORNE  
HEAD

WHISKEAG CR.

WHISKEAG RD.

HIGH ST.

WASHINGTON ST.

OAK GROVE  
AVE.

MIDDLE ST.

OLD BRUNSWICK RD.

NORTH ST.

CENTER ST.

OAK ST.  
FRONT ST.

LEEMAN HWY

HIGH ST.

WASHINGTON ST.

CARLTON  
BRIDGE

BATH IRON  
WORKS

ARROWSIC

HOSPITAL PT. DOUBLING  
PT.

WINNEGANCE CR.

## SECTION I

## Economic Base

Regional Setting

Bath is located on the eastern edge of the populous southeastern Maine coastal strip, between the huge woodland and water resources of outlying northern and eastern Maine, and the more urbanized and production-oriented central and southwestern Maine.

The major populated and manufacturing centers of this part of Maine, the central and southwestern area, occupied only 15% of the total land area of the state but contained in 1957 more than half the total state population, nearly three-quarters of the urban population and three quarters or more of all manufacturing employment in Maine.

The Bath-Brunswick Economic Area\* in 1957 ranked 5th of the 27 economic areas in the state \*\* in total manufacturing workers, 7th in average gross wages and 4th in value of product. In the latter case, the value of product of the Portsmouth Naval Shipyard in Kittery is not included but if it were, it would likely drop Bath to 5th.

The number of manufacturing employees by economic areas is shown in Table I, below:

\* The Bath-Brunswick economic area is composed of Bath, Brunswick, Arrowsic, Bowdoinham, Dresden, Freeport, Harpswell, N. Yarmouth, Phippsburg, Topsham, W. Bath, Wiscasset, Woolwich, Yarmouth.

\*\* Maine State Department of Labor & Industry, Bulletin #262

TABLE I

MAJOR MAINE MANUFACTURING EMPLOYMENT GROUPINGS

	<u>1957</u>	<u>1956</u>	<u>1955</u>	<u>1954</u>
<u>Major Androscoggin River Basin Areas*</u>				
Auburn-Lewiston	14,034	15,344*	15,336	14,443
Farmington-Livermore	4,158	4,075	3,065	3,272
Rumford-Bethel	4,071	3,779	3,985	3,890
Norway-Paris	2,610	2,966	2,740	2,757
<u>Presumpscot and Saco River Basins Areas*</u>				
Portland-So. Portland-Westbrook	11,999	12,756	12,266	13,384
Biddeford-Saco-Sanford	10,223	10,782*	10,221	11,039
<u>Major Kennebec River Basin Areas*</u>				
Skowhegan-Madison	4,056	4,327	4,859	4,485
Waterville-Winslow	5,028	4,977	5,729	5,800
Augusta-Gardiner	5,198	5,077	5,229	4,862
BATH-BRUNSWICK	5,871	5,216	5,694	6,152
<u>Major Penobscot River Basin Areas*</u>				
Millinocket	2,433	2,313	2,041	1,824
Bangor-Brewer-Old Town	5,455	5,599	5,764	5,786
<u>All Other Maine Economic Areas*</u>				
Kittery	7,900	7,411	8,082	8,441
14 remaining areas	<u>12,946</u>	<u>13,256</u>	<u>12,984</u>	<u>15,946</u>
Totals 27 Areas	95,982	97,878	97,995	102,081

\*D.L.I. Economic Areas - see Bulletin #262

Bath has a robust manufacturing position and an anemic retail trade picture. 1957 sales tax returns reveal that Bath is barely holding its own as a retail trading center even though its population is heavily urban. Its 1950 population of 10,644 was 50.9% of Sagadahoc's total population and 100% of the County's urban population. One would expect a higher than average retail sales performance, yet Table II reveals that Bath is trading only at a level commensurate with its population while other Maine urban centers generally have trade levels higher than their percentage of State population. Table III illustrates that Bath retail trade is 100% local, contrasted to selected statistics which show most Maine urban centers to have a high percentage of sales customers outside the community.

TABLE II

1957 Maine State Sales Taxes, in Selected Cities & Towns  
(rounded by State to nearest hundred dollars)

	<u>Tax</u>	<u>%State</u>	<u>Pop'n. 1950 as % State</u>
Portland-So. Portland-Westbrook	\$3,718,100	17.5	12.3
Bangor-Brewer	1,778,500	8.4	4.2
Auburn-Lewiston	1,548,200	7.3	7.0
Waterville	673,900	3.2	2.0
Biddeford-Saco	580,500	2.7	3.5
Augusta	572,400	2.7	2.5
Rumford	365,100	1.7	1.1
Presque Isle	358,400	1.7	1.1
Caribou	315,300	1.5	1.1
Brunswick	310,800	1.5	1.2
Rockland	303,300	1.4	1.0
Houlton	282,800	1.3	0.9
Sanford	237,300	1.1	1.6
BATH	<u>225,800</u>	<u>1.1</u>	<u>1.1</u>
Foregoing Selected	\$11,270,400	53.1	40.6
State of Maine	\$21,181,600	100.0	100.0

TABLE III

## 1957 Percentage Local to Export Trade

	<u>Local</u>	<u>Export</u>
Portland, etc.	70%	30%
Bangor-Brewer	50	50
Auburn-Lewiston	96	04
Waterville	63	37
Augusta	93	07
Rumford	65	35
Presque Isle	65	35
Caribou	73	27
Brunswick	80	20
Rockland	72	28
Houlton	69	31
BATH	100	0

Employment Characteristics

Bath has an inordinately high percentage of its labor force in manufacturing. 1950 U.S. Census statistics reported that 39.2% of the city's employed labor force living in Bath worked in manufacturing, compared to the 25.9% national figure. But analysis of the 1957 data from Price and Lee's 1957-58 Directory reveals that an astonishingly high 51% of employed Bath residents reporting hold manufacturing jobs. (See Table IV). This means that in 1957 Bath was 100% more dependent upon manufacturing for its paycheck than the national experience.

Service industries, the city's second largest employment category is the same as the U.S. percentage experience and slightly above New England and Maine averages. However strongly urban Bath should show a higher percentage.

Public administration, with 6.2% of the employees is the only other Bath employment classification over national, New England and state averages.

Retail trade, the third largest employer with 13% of the total employees is below State, New England and the U.S. averages. This is highly abnormal for an urban city.

The city is naturally below State, Regional and National averages for employment in agriculture and forestry considering the limited acreage and the rocky character of its rural land, but it is also below average in the construction, finance, insurance and real estate, transportation, communications, public utilities, and wholesale trade groups.

Summarizing from occupational data (Table IV) the Bath City Economy has a strong imbalance in favor of manufacturing. All other significant industry groupings are below what might be anticipated in an urban center. Of more than passing interest is the fact that of some 5000 total jobs in Bath, only approximately 3200 are held by Bath residents. Looked at another way, there are more jobs available in Bath than people to fill them even though some 90% of Bath residents are employed within the city boundaries. Thus, jobs in Bath are the economic support of some 1800 from communities adjoining or nearby. Also this surplus of jobs in Bath if long continued could be the basis for some expansion of Bath population; there would always be people who chose to live elsewhere.

TABLE IV

## MAJOR EMPLOYMENT CATEGORIES COMPARED BY PERCENTAGE

	1950 USA	1950 N.Eng.	1950 Maine	1950 Bath	1957* Bath	% Change for Bath 1950-57
Manufacturing	25.9	38.6	34.2	39.2	51.1	+11.9
Services	18.0	17.8	17.4	20.1	18.1	- 2.0
Retail Trade	15.3	14.9	13.7	17.6	12.9	- 4.7
Transportation, Communications & Public Utilities	7.8	6.4	7.2	6.1	3.8	-2.3
Construction	6.1	5.6	5.4	5.0	4.7	-0.3
Public Administration	4.4	4.3	3.9	4.0	6.2	+ 2.2
Finance, Insurance, Real Estate	3.4	3.9	2.2	2.7	2.3	-0.4
Agriculture, Forestry, & Fisheries	12.5	4.0	17.1	1.3	.7	-1.1
Wholesale trade	3.5	3.2	3.2	1.3	.2	-0.6

\* Price and Lee 1957-1958 City Directory of Bath



Occupational Characteristics

Occupational category analysis (the types of jobs worked at) additionally bear out Bath's strong manufacturing orientation. (See Table V). Over 45% of Bath's employed labor force were working in production capacity in 1957. This is almost 5% more than in 1950. As farming jobs are not included in Table IV tabulations, Bath also ranks higher in other categories as might be expected in an urban center. A jolting exception is the low 1957 4.1% figure for sales jobs. This percentage is considerably below state and national figures, also considerably below Bath's 7.8% 1950 figure, illustrating in a job sense, the declining Bath Retail trade position further elaborated upon elsewhere in the report. Obviously, our occupational analysis from the Price & Lee Directory may not be directly comparable with the U.S. Census of 1950, despite our best efforts to assign occupations into identical category groups.

TABLE V

## MAJOR OCCUPATIONAL CATEGORIES COMPARED BY PERCENTAGE

	1950 USA	1950 N. Eng.	1950 Maine	1950 Bath	1957 Bath*	% Change for Bath 1950-57
Production Workers	33.5	42.0	38.5	43.4	45.5	+ 2.1
Clerical and kindred	12.1	13.5	9.4	13.2	10.5	- 2.7
Prof. and Semi-Prof.	8.9	9.6	7.6	12.1	11.4	- 0.7
Managerial, official & proprietary	9.0	8.8	8.7	9.7	12.9	+ 3.2
Service workers	7.4	7.6	6.3	8.5	7.0	- 1.5
Sales and kindred	6.7	7.2	6.8	7.8	4.1	- 3.7
Private household workers	2.6	1.8	2.2	2.7	1.1	- 1.6

\* Price and Lee 1957-1958 City Directory of Bath

TABLE V-A

## BATH, MAINE, MAJOR OCCUPATIONS, 1950 - US CENSUS \*

Agriculture	35	Construction	163	Wholesale Trade	43
Forestry & Fisheries	8	Manufacturing	1287	Retail Trade	573
Mining	2	Trans. Com. P. U.	198	Finance, Ins. R. E.	87
Publ. Administration	131	Services	655	Ind. not report.	79

Total Employed 3,261

\*However there are a total of over 5000 jobs in Bath based on the 1957-1958 Price & Lee Directory, interviews with all major employer in Bath, both manufacturing & non-manufacturing. Significant, there are more jobs in Bath than available labor force.

Bath's Manufacturing Constituant

As outlined in the previous section, manufacturing (mainly Bath Iron Works, Hyde Windlass and Congress Sportswear) is the means underlying Bath's economic existence. Over 50% of the City's employed labor force work at manufacturing jobs and over 40% of the City's employed labor force work directly at production jobs. While improvements in the declining retail trade position are possible (see report section ) it is the solid core of manufacturing employment that principally meets the weekly needs of Bath residents. The Planners foresee a long term continuance of this dependence even though the community has opportunity to attract out-of-city dollars to its Downtown and as a consequence increase non-manufacturing employment. Yet contrasted to any significant increase in non-manufacturing employment is the fact that over 3999 Bath people rely upon manufacturing for their basic wage. Even given spectacular increases in non-manufacturing employment, it would be almost impossible to absorb this number of workers into other job categories in event of serious decline at the Iron Works, Windlass and Congress.

This section of the Economic Base Study examines Bath's manufacturing constituent in terms of past, present and likely future prospects.

According to the 1957 State Census of Maine Manufacturers, there were 3144 manufacturing workers employed in Bath. By the end of 1958 this figure had risen: Bath Iron Works, the largest single employer in Bath, and Hyde Windlass Corp., the second largest employer, reported 3157 workers on their combined payrolls alone. Congress Sportswear with 78 employees (rising to 140 during the peak month from June to November) and the Bath Canning Co. with about 170 people employed from late May to the middle of November swelled the 1958 total to over 3400.

During the past few years, Bath manufacturing employment has remained relatively stable. Over 3000 manufacturing jobs have been listed each year since 1955.

TABLE VI

Manufacturing in Bath 1955 - 1957

	<u>1955</u>	<u>1956</u>	<u>1957</u>
Value of Product	46,017,254	50,396,884	51,969,209
Gross Wages	13,434,392	14,317,707	14,264,070
Ave. Gross Wages	4,137	4,592	4,537
No. of Workers	3,247	3,118	3,144

Bath manufacturing workers are well paid. Their \$4,530 average wage is almost \$1,000 higher than the \$3,551 average wage of manufacturing workers in the State. In 1954, according to the U. S. Census of Business, about 90% of the dollars paid out in wages by Bath industries came from its manufacturing plants indicating the slight magnitude of other employment opportunities.

The sea has dominated Bath's economy since earliest settlement. Even today three of Bath's major manufacturing firms are tied to the fortunes of the sea as they are mainly reflected in military and maritime policy. A short planner's examination of the past and future economic outlook for Bath's four major manufacturing firms follows below:

1. Congress Sportswear : Men's clothing. Manufacturer employs between 67-120 women depending on the time of year. This is the only significant Bath manufacturer whose product does not derive or is not destined for maritime. Their peak season is from June through November when the number of workers increases to 140, a 75% rise over off-season. The company, a non-durable goods manufacturer, makes sportswear, primarily heavy outer jackets, the well-known "Maine Guide" line, and other outer clothing including jackets and shirts. The company has few labor problems as there are no other large scale employment opportunities for women in the area. Most of their workers are semi-skilled or unskilled.

The company has a good position relative to a competitive urban center, and southern garment producers. Labor costs are relatively inexpensive, as no other employment opportunities are available for the potentially much larger Bath woman labor force (see card survey results for number of women desiring work). The garment industry is beginning to move significantly into northern New England (as has shoes) to take advantage of lower wage scales. As a result the Planners expect this industry to remain in Bath as long as a surplus female labor force is available and wanting work.

2. The Bath Canning Co. packer of Maine sardines, started operation in 1946 and their total production now ranks second in the state. The factory can operate from late May to December 1, according to state law. However, actual operations may not begin until June and may end as early as the middle of November, dependent upon the sardine run. The company in 1958 employed about 170 workers, 135 of whom were women, during the packing season. Weekly payroll was about \$9,000. Labor is recruited from the Bath area. About 70 fishermen in the region sell herring to the company. In most cases the fishermen are equipped by the company at an outfitting cost of \$8,000 per boat. The company's market is primarily Upper New York, Ohio, Indiana, Kentucky, Tennessee and the Southern states. The company has no trouble selling all of its pack. Long run continuation of this industry in Bath is dependent upon several factors, most importantly the available herring supply, and to a lesser degree competition from other northeast and foreign packers. In recent years herring have been in short supply. Whether this is only a cyclic situation is unknown to the planners. However, given an ample supply of herring with improvements in the quality of the Maine pack and continuing population increases worldwide should work towards future stability and prosperity in what has been a sick Maine sardine industry. The Planners believe that Bath canning can be a long term economic factor in the City.

3. The Hyde Windlass Company has been a factor in Bath's economy for many years. In June of 1958 the company employed 516 workers, over 53% of whom lived in Bath. Though figures vary, employment is generally over 450 people. The company manufactures auxiliary machinery for ships, including anchor windlasses, steering gears, deck winches and propellers and special products. It has no specific geographic market. Wherever ships are built or repaired Hyde Windlass products are found. Their future employment appears good, better perhaps than that for the world-wide shipbuilding industry as a whole. The Hyde Windlass Company is not affected as strongly by business cycles as are the primary shipbuilders. Parts wear out in good times and bad. As a consequence, it appears to the planners that so long as national policy is to support a naval and maritime service, Hyde Windlass can be a prosperous Bath factor. Although located close to the Iron Works, Hyde Windlass market is worldwide.
  
4. The Bath Iron Works is the predominant Bath economic factor. It employs more workers than all other establishments in the city combined, and pays over 25% of Bath total real estate taxes. Its future may well be the future of the City; Bath's fortunes are inextricably bound to those of Bath Iron Works.

The Kennebec River is rich in the history of shipbuilding and the Bath Iron Works, (one of the oldest shipbuilding companies in the United States) was in 1958 the only active shipyard on the River. Since 1833 the company has built a variety of ships including pleasure craft, merchant ships and ships of war. The company has had its ups and downs, but since its re-organization in 1922 the company under the Newell ownership has prospered. Prior to World War II the naval shipbuilding program was expanded and Bath Iron Works became and still is one of the principal destroyer building yards of the country. After the fall of France, the Harding fabrication and storage facilities in the Bath edge of Brunswick were erected as were eight new buildings in the main yard. Also three new shipbuilding berths were erected facing the Kennebec and the fitting-out docks were lengthened.

During War II, the Iron Works employment rose to 12,000 in Bath alone. With the ending of the war, the U. S. Naval program was greatly reduced and Bath Iron Works employment dropped considerably. To keep the yard going, thirty-two trawlers were built for the French Government, the Yacht Naida was built, and a few war cargo ships were converted for peace time use. In 1947 the company, looking for other products it could manufacture, purchased the Pennsylvania Crusher Company and transferred it to Bath. In 1950 the Company purchased and transferred the Dixie Machinery Mfg. Co. of St. Louis and added its line of crushers to the Pennsylvania Crusher Division line of products. Employment at the yard has varied since the war reaching a peak of 3396 in 1952 during the Korean situation, then dropping to 2400 in 1954. In 1955 employment began increasing, reaching 2891 in 1958. U. S. Navy contracts awarded to Bath Iron Works during 1958 will keep employment at this level through 1961, we are told.

Historically, shipbuilding employment fluctuated widely. Since the turn of the century when other means of transportation began to supplant waterborne carriers, production orders have come mostly from the federal government. Historically, business has been slack during periods of peace while war-time demands have called for fantastic expansion of shipyard facilities. Ever larger and larger capital expenditures are necessary for the ship builder to stay in business as ships get bigger and larger ways are necessary to build them. Emphasis since World War II on continued preparedness for war has produced a relatively steady flow of orders from the U.S. Navy, the Defense Department and the Maritime Commission for fleet replacements and new kinds of craft to employ new products of technological research, bringing a "peacetime" stability unknown to the industry generally. Since 1950, technical obsolescence has also brought an almost "non-durable" goods situation to shipbuilding which historically has been thought of as durable.

Bath Iron Works future employment prospects currently depend exclusively upon military orders. However the Iron Works, capably and intelligently managed, has shown flexibility and adaptability in periods when no military orders have been available. Its size works in its favor, permitting it to quickly tool for small ships as well as large, demonstrated by its long history of unspecialized operation even though the yards reputation in both World Wars was built upon the quality of its destroyers.

According to recent annual reports the company is prepared with some changes in plant equipment and techniques to produce nuclear propelled surface ships and submarines. A 1957 order backlog of some 100 million attests to the firms successful ability to compete with other shipyards for the military orders on which the Iron Works has concentrated in recent years. As long as a cold war situation exists, and national policy is to have an American Merchant Marine, the planners feel they must assume that Bath Iron Works will continue as a valuable factor in Bath's economic life.

Bath Manufacturing

## 1. Outlook for Existing Firms.

The outlook for long term continuing prosperity for the four major firms now located in Bath is good. Both Hyde Windlass and Bath Iron Works compete somewhat for the same labor market but both pay much higher than average wages and have little difficulty securing labor from the region. The Bath Canning Company employs mostly experienced labor and a good packer can make \$110 a week during the season. It goes outside of Bath for most of its labor supply. Congress Sportswear with lower pay scales is the only large employer of female labor in the area and as such has little competition.

Although the outlook for continued operation of the four firms is good, the planners feel that any large scale expansion, at least at existing sites will be difficult because of land limitation. Bath Iron Works and Hyde Windlass can only expand their present sites by filling land or closing off Washington Street, both expensive operations, although lengthening of some of the Iron Works' shipways is conceivable without disturbing Washington Street. The Planners have examined possible other Bath locations along the Kennebec for shipping sites, notably south of Hyde Windlass and north at the old Texas site, and consider any expansion in these directions improbable considering the already developed South Portland yards.

Bath's physical and topographical features also work against any future large scale industrial development elsewhere in town.

The planners see no locations in Bath having contemporary industrial site requirements. As a consequence they believe that growth of manufacturing employment in Bath can only take place from limited expansion of existing manufacturers or from development of small manufacturing plants that can be tucked into the land use pattern without disturbing other uses.



The planners see a real need for diversified manufacturing employment opportunities in the Bath region, if for no other reason than to offer a wider range of opportunities (to retain its young people) than those usually found in a one industry town, no matter how prosperous or healthy the single industry. For this reason we strongly urge Bath to institute and support a regional economic development council which can concentrate regional resources upon industrial development of the flat sandy land around the Harding Plant on the Bath/Brunswick common boundary. This site is uniquely situated for industrial development. Indeed, the planners see it as possibly the only site in the whole of Bath environs where really large scale industrial development could take place.

The site will have full limited access highway features with completion of new Route 1 to Bath. It has large electric power and railroad facilities in place. The land is well drained, easy to develop, with water-resources already demonstrated. Most importantly from an industrial park development standpoint, it already has its first industry in place and thriving - the Harding Plant, capable perhaps of doing fabrication work for other nearby locating industries. Industrial Park developers often sell their first piece of land at considerable loss to attract their first industry. Here is a situation with an industry already in place, operating. All that is needed is well planned site design, time, and regional cooperation and effort to make a successful industrial park, the planners feel. It will be argued that the site is not in Bath. However, through an appropriately organized development corporation there could be payments to Bath approximately equal to the property taxes on the park to Brunswick. This appears to the planners more workable than the legislative innovations required for a corporation tax sharing plan.

The primary benefit would be a vital growth injection into Bath, and, most important, additional dollars for Bath Downtown. Also the Ironworks itself would benefit by reduction of possible future liabilities as the largest taxpayer in Bath in case of sharp decline in its own Bath employment.

SECTION 1CRetail Trade

Bath residents spent close to seven million retail shopping dollars outside Bath during the calendar year 1957, they stated in their 1589 replies to the Planning Board April 1958 postcard questionnaire survey.

Several million more potential Bath retail shopping dollars, earned in Bath, were spent outside Bath by Bath Iron Works, Hyde Windlass, Congress Sportswear and Bath Canning employees working in Bath but living elsewhere.

Thus, some ten million dollars aggregate retail purchases by "Bath money" were made outside Bath during the twelve months of 1957, we estimate. Half of these outside purchases appear to have been made in Greater Portland; two-sixths in Brunswick, and one-sixth scattered among Augusta, Lewiston, Boston, New York City and other towns in Maine for specialized items. Appendices recite in some detail by categories of merchandise and by geographic locations, the purchases made outside Bath by Bath residents as stated in their questionnaire replies.

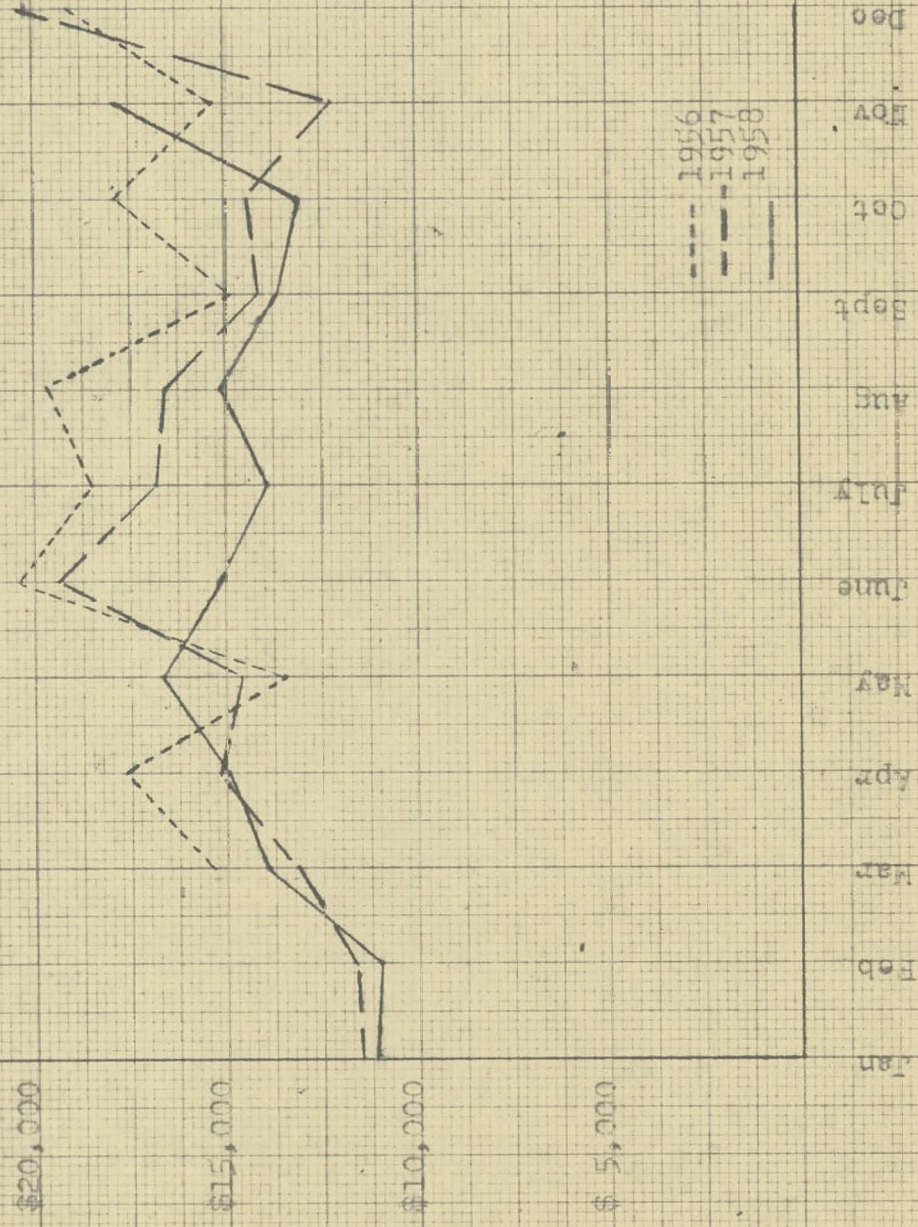
Bath retail sales have been decreasing. The actual dollar volume of sales decreased between 1948 and 1954, according to the U. S. Census of Business Retail Trade for Maine (Table I), in the face of a constantly cheapening dollar.

TABLE IRetail Sales - BATH, MAINE

	<u>1948</u>	<u>1954</u>
No. of Establishments	166	149
Total Receipts	11,313,000	11,289,000
No. of Paid Employees *	577	493

\* Week of Nov. 15.

SALES TAX RETURNS IN DOLLARS - BATH, MAINE  
March 1956-November 1956 \*



\* Adjusted to 2% from July 1957

Not only did sales volume drop between 1948 and 1954 but the number of employees and the number of outlets also decreased. Sales in 1958 were less than in 1957 as indicated by Maine sales tax returns (Table II).

TABLE II

Bath Sales Tax Returns by Months

	<u>1956</u>	<u>1957</u>	<u>1958</u>
Jan.	-	11,500	11,100
Feb.	-	11,700	11,000
March	15,400	13,100	13,900
April	17,700	15,200	15,000
May	13,500	14,600	16,700
June	20,400	19,400	15,100
July	18,500	16,800	13,900
August	19,700	16,600	15,100
Sept.	14,900	14,100	13,700
Oct.	17,900	14,400	13,100
Nov.	15,300	12,200	17,800
Dec.	<u>19,100</u>	<u>20,200</u>	<u>          </u>
	\$172,400	\$179,800	\$156,400

This situation is especially abnormal considering that the consumer price index has risen from 102.8 in 1948 to 123.5 in 1958. More alarming still is the fact that Bath appears to have been losing its summer trade as well as its winter trade as shown by the 1956, 1957 and 1958 year to year decline in trade level during the four summer months June through September. Tables I and II reveal that since 1956 over \$750,000 gross sales in sales tax items alone have been lost. Unless something is done sales will continue to decrease, and more stores will vacate through closings.

How can this backwards step be halted? The following paragraphs deal with the results of a detailed shopping habits survey and recommendations for recapturing at least half the sales and gaining new transient dollars.

Retail purchases by Bath residents and Bath wage-earners in Augusta, Lewiston, Boston and other distant points are made, we suspect, in merchandise categories and for reasons that Bath merchants cannot and should not, in our opinion, attempt to meet. These involved only some \$1,500,000 in 1957, about one-sixth of the total sales "lost" to Bath merchants. However, up to half the Greater Portland purchases and maybe more than half the Brunswick purchases by "Bath money" could be brought back into Bath, we believe, by changes and improvements of at least five kinds:

- a) more "customer service" attitudes by present store personnel and store managers;
- b) better merchandising practises within existing buildings, including improved show window techniques;
- c) improved retail store interiors and stage-by-stage construction of more modern, more economic and more attractive store buildings;
- d) continuation and enlargement of the already good Bath downtown traffic flow and off-street parking programs, including further improvement of access to the downtown area, and improvement and separation of vehicular and pedestrian circulation within it;
- e) radical waterfront changes and improvements.

These changes and improvements will need to be undertaken together, not individually, in accordance with some kind of concerted program, energized mainly by the merchants themselves, with important participation by Downtown Area landlords, by the Banks, and by the municipality as to streets, parking, etc.

Bath merchants and downtown area landlords could recover up to \$4,000,000 of the 1957 "lost" sales, we believe, and add further new sales if they will act on the survey-findings of their own 1957 Bath Area Chamber of Commerce survey, confirmed and amplified by the 1958 #701 planning survey. The improvement categories mentioned above result from the findings of both surveys.

Bath residents and Bath Area residents stated they were shopping elsewhere for the following reasons mostly:

- a) more than half said they didn't find in Bath what they wanted because of limited selection of styles, quality or sizes;
- b) only one-sixth said they got better prices elsewhere;
- c) one-eighth complained of poor service in Bath stores;
- d) nearly one-fifth said they didn't shop in Bath or did not enjoy shopping in Bath because of physical downtown area inadequacies -- not enough stores; dingy, unattractive run-down store buildings; not enough parking easily accessible; congested streets.

Accordingly, we propose a staged updating and wholly private enterprise redevelopment of the entire Bath Downtown Retail Business Study Area, including the waterfront, north of Carlton Bridge with City and Parking District participation as to street changes, traffic flow improvements and continual off-street parking enlargement. Our physical plan-diagram, in stages is offered only as an illustration of coordinated outward improvements to recover "lost" shopping dollars and to generate additional new sales, that might be made by merchants, property-owners and the municipality. Any such program will have to be sparked and perseveringly pressed throughout the coming three to five years by the merchants and other forward-looking members of the Bath community, including the City Manager, city councilors, chamber of commerce, banks, newspaper and radio.

There could be many variations of the illustrative diagram offered by the consulting planners. There will be variations and adaptations as the community goes to work on it. The important thing is to get to work, and to have appropriate community agencies take this plan or some similar proposal as a starting point and begin to bring it to life with continuing professional guidance. Otherwise, the Bath Downtown Retail Business Area will only continue to decline and stagnate further, we believe.

The first need is to recover large numbers of the shopping dollars now going out of the community. Increasing accomplishment of this aim will also bring about achievement of two longer-range aims:

- a) to enable Bath to capture more and more of the ever-growing tourist dollars;
- b) to exploit the extraordinary advantages of the Downtown Bath Area next to the River and the Bridge and to make the Area something to point out with community pride.

At present, Downtown Bath is a sprawl and a jumble. Hidden are many unique features which would delight the shopper if brought into view. The River is hidden from Downtown Bath shoppers by terribly neglected commercial structures; these also hide some historic examples of good architecture. In addition an inordinate amount of floor space in old multi-story buildings is vacant and run-down, or is in low-tax-paying types of operation, ranging from marginal commercial to declining industrial, all jumbled together. These hamper the vitally needed re-growth of the Downtown Area.

By some such plan as the planners propose, Bath merchants, property owners and municipal agencies could accomplish the following objectives:

- a) In time create a lively-feeling, contemporary and uniquely attractive downtown shopping center by carefully mixing new lower structures among many of the existing taller buildings, and by bringing now hidden architectural and scenic assets into view.
- b) Provide exclusively pedestrian movement through sensitively and tightly-designed malls and shopping plazas, with conveniently separated vehicular circulation to enlarged and additional parking lots close to the stores.

- c) Develop a water-front complex uniquely close to the Downtown retail stores that would meet an already felt need, expressed by increasing numbers of boat-owners on the Kennebec River, and that would help attract visitors and shoppers into the Downtown Bath Area.

To accomplish these objectives the plan proposed would, in three stages of two to three years each, require the following actions:

- a) Heighten the perceptual identity of the Downtown Bath Retail Business Area by setting it off from the rest of urban Bath with a nearly continuous band of open space, mainly green-fringed parking lots.
- b) Heighten total annual retail sales per square foot of store floor selling area by adroitly calculated changes in merchandizing practices within the stores, but even more by equally calculated geographic placement of some 60,000 square feet of new retail store buildings, offices and supporting services in fruitfully sales-generating inter-relationships for the older buildings proposed to be improved in the Downtown Area. (combined total -- old and new -- 166,000 square feet floor space proposed.)
- c) Heighten the retail business attractiveness of Downtown Bath by bringing into it those kinds of activities now missing for which there is a demonstrable economic market, and the lack of which is driving purchasers elsewhere.
- d) Remove deadwood buildings, nearly un-rentable walk-up vacant spaces, storage lofts and non-compatible jumbled uses (nearly 141,000 square feet, aggregate); also remove nearly 75,000 square feet of existing retail store floor selling spaces that appear to be so poorly placed or in structures so obsolescent that they would yield the owners and occupants more profit by total replacement than by any justifiable amount of fixing up.



- c) Build 20,000 square feet or more ground coverage area of new water-front buildings north of Cariton Bridge. These are proposed to be mainly one story, possible some two story portions, in carefully planned placement and relationship to one another and to the Downtown Bath retail stores, malls, parking lots and traffic flow patterns. The heart of this waterfront complex is proposed to be a marina with finger piers embracing a protected basin; an hotel; a restaurant with river view, inviting tourists, shoppers and mariners; a Bath marine and historical museum; and associated boating service and supply facilities and buildings, including fueling, maritime stores, boat-insurance and brokerage offices, and, further north along the Bath shore, boat storage and repair facilities. Remaining in use for some time to come would be the existing coal wharf and its railroad spur.

If the steps above recommended are undertaken as a concerted and continuing program, we believe Bath merchants could recapture at least half the Bath grocery and apparel money spent in 1957 in Brunswick, more than one-third (maybe half) of the Bath general merchandise, apparel and furniture (including automobile and major appliance) money spent in 1957 in Portland, and possibly half of the "Bath money" spendings in 1957 in Lewiston. Together these amounted to nearly \$4,000,000 in 1957.

Taking as a bare minimum \$2,000,000 recaptured and/or regenerated sales in Bath, at an assumed 10% gross store operating profit on sales before federal taxes, such recaptured sales would put additional \$200,000 dollars in the hands of Bath merchants to finance the improvements above recommended.

On a 20-year level-payment schedule, with constant interest at 5% per annum on the unpaid balance, and with a 20% bad-debt capital allowance, the sum of \$200,000 per year new money would amortize \$2,000,000 of capital improvements, mainly building construction, demolition and re-construction. Land is excluded on the reasonable presumption that most present land-owners would want to arrange to have new or improved buildings on parts of their lands.

At an overall average of \$20 per square foot of building floor space -- combined new construction or re-modeled, all decorated, lighted, heated and plumbed, ready to receive store or office furniture -- a capital amount of \$2,000,000 would provide an aggregate of 100,000 square feet of new wholly remodeled floor space. The planners have proposed 60,000 square feet of brand-new retail store space; 30,000 feet wholly re-modeled; 20,000 feet improved (@\$10), and 56,000 square feet essentially good enough where is, as is, (the three banks, Sears, the Opera House, Postoffice, City Hall, and possibly Grants, Newberrys or others): combined total 166,000 square feet, old and new and refurbished.

The foregoing sales, financial and construction estimates are believed by the planners to be amply conservative.

### The Tourist Industry and Bath

Of the potential economic development opportunities available to Bath, exploitation of the constantly expanding Tourist market appears the most immediately rewarding for the City in terms of economic return. The Tourist industry is one of the fastest growing and largest industries in the nation. Increased leisure time and more personal income have pushed the national sales figure to approximately 20 billion dollars annually. Outlook for the industry, especially for the State of Maine is extremely bright. In recent years there have been signs of expansion of the traditional summer tourist season into a year-round industry. Bath, with its rich historical background and special scenic and natural physical attractions could become a big tourist magnet in the State. Yet, while the industry has rapidly expanded statewide, Bath has been losing ground.

In contrast to continuing Bath decline, Maine is constantly increasing its share of the national tourist market. In 1958 tourists spent some \$272,000,000 in Maine. If Bath could realize only 1% of this trade (approximately its percentage of State population) it could mean an additional almost 3 million dollars in sales for the City. The Planners believe that there is distinctly an opportunity for Bath to accomplish this.

Bath has a captive but as yet unexploited tourist market. The town sits directly on the only major route into the "downeast" coastal recreational region of Maine and the Maritime Provinces. According to the best information available at this writing, the Carlton Bridge at Bath appears likely to be the only such Kennebec River bridge for Route 1 for the next fifteen to thirty years. Average daily traffic on Route 1 east of Bath increased over 100% between 1947 and 1957 and continuing increases must be expected.

During August traffic is 50% heavier than the average for the year. Average daily tourist traffic during the summer periods is some 6000 vehicles, or 18,000 tourists based on national averages.<sup>1</sup> If 20% of this traffic could be induced to stop in Bath for one day, the Planners believe that over two million dollars could be added to the community's economy each year. (Based on a 60 day summer tourist season and tourist spending patterns, continued in next paragraph).

As an indication of the magnitude of tourist spending, United States Department of Commerce estimates for 1957 reveal that the average tourist spent \$10.00 each day, and that the average family vacation in that year cost \$400.00. The table below shows how each dollar spent was distributed.

Distributed tourist spending dollar, 1957

Food and restaurants	\$ .27
Transportation	.22
Accommodations	.21
Retail goods	.14
Entertainment	.11
Services	.05
	<u>1.00</u>

Bath, with appropriate promotion, could develop at least a two million dollar annual tourist industry the Planners believe if the community and the state will capitalize upon unexploited land and water assets and rebuild Bath downtown along lines suggested by Plan diagrams. Most important is waterfront development. Bath could have a splendid Marine Museum, better than the Mystic, Conn. facility, and needs a yachting marina, restaurant, motel and entertainment facilities, also river-view picnicking and camping facilities.

1. U.S. Department of Commerce Publication, "Your Community can profit from the Tourist Business", 1957

## Appendix I

## REPORT ON BATH SHOPPING SURVEY

On May 2, 1958, 4928 cards were mailed to housewives and female heads of families in Bath, the Bath Area and the Wiscasset Area as determined from the 1957-58 Price & Lee Directory. As of June 5, 1958, the closing date for card tabulations, 1589 cards had been returned. Table I shows the breakdown of the cards sent and returned.

Location	Cards		Percent
	Sent	Returned	
Bath	3150	1215	38.6
Bath Area	1222	270	22.1
Wiscasset Area	<u>556</u>	<u>104</u>	<u>18.7</u>
Total	4928	1589	32.3

Generally speaking the characteristics of the answerers showed that 81% lived in the area more than ten years, 79% own their own homes, 53% have children under 18 years old, 20% are looking for work and the median age of the husband is 47 years old. The number of families with cars was 83% and over twice as many people drive to shop in Bath as walk or ride the bus, however, more people walk than take a bus.

Out of 1589 replies 44% liked shopping in Bath, 39% disliked shopping in Bath and the remainder did not answer.

Over 1/3 of the money spent shopping by residents responding is spent outside of Bath. Primarily it is spent in Brunswick, Portland, Lewiston and Boston for major categories with the exception of food.

Results show that 17% shop in Brunswick once a week, 15% shop in Portland at least once every two months and 9% in Lewiston every two months.

The goods that are bought outside of Bath most often are children's clothes in Brunswick and Portland, women's clothes in Portland, Brunswick, Lewiston and Boston, men's clothes in Portland, Brunswick and Boston. Furniture in Portland and Brunswick, children's shoes in Portland and Brunswick, sporting goods in Portland and Brunswick, cars in Portland, the area east of Bath and Brunswick, major home appliances in Brunswick and Portland and groceries in Brunswick and the area east of Bath. More people buy women's clothes outside of Bath than in Bath. Almost the same number buy children's clothes outside of Bath as in Bath, and over 1/3 as many buy children's shoes outside of Bath. Over 40% of men purchase men's clothes outside of Bath.

## APPENDIX II

## Results from 1589 Survey Cards - May and June 1958

## I LENGTH OF RESIDENCE

<u>Town</u>	Number of Years lived in Respective Town				<u>Total</u>
	<u>0-2</u>	<u>3-9</u>	<u>10 or more</u>	<u>DNA*</u>	
Bath	62	136	1006	11	1215
Bath Area	11	45	212	2	270
Wiscasset	10	32	62		104
Total	83	213	1280	13	1589

## II HOME OWNERSHIP IN PERCENTAGES\*\*

	<u>Rent</u>	<u>Own</u>	<u>DNA*</u>
Bath	22%	77%	1%
Bath Area	8%	89%	3%
Wiscasset	9%	90%	1%
Average	19%	79%	2%

\* Did not answer

\*\* The longer the person lived in the area the higher percentage of home ownership

## III NUMBER OF WOMEN DESIRING EMPLOYMENT

	<u>Part-time</u>	<u>Full-time</u>	<u>Total</u>
Bath	115	112	227
Bath Area	26	28	54
Wiscasset	10	10	20
Total	151	150	301

## IV FAMILIES WITH CHILDREN UNDER 18 YRS. OF AGE

	<u>None</u>	<u>1 or more</u>	<u>DNA*</u>
Bath	487	624	104
Bath Area	107	160	3
Wiscasset	40	60	4
Total	634	844**	111

\*\*Indicates an older population

## AGE OF HUSBAND\*\*

	<u>Under 25</u>	<u>25-34</u>	<u>35-44</u>	<u>45-54</u>	<u>55-64</u>	<u>65-older</u>	<u>DNA*</u>
Bath	27	145	288	264	169	134	188
Bath Area	7	42	64	62	38	32	25
Wiscasset	1	13	30	15	21	12	12
Total	35	200	382	341	228	178	225

\*\* Median age of husband was 47 yrs., the younger age groups are in the newer resident class and may be due to the military personnel.

\* Did not answer.

## VI CARS PER HOUSEHOLD

	<u>None</u>	<u>1</u>	<u>2 or more</u>	<u>DNA*</u>
Bath	178	846	125	66
Bath Area	12	176	73	9
Wiscasset	4	68	27	5
Total	194	1090	225	80

## VII METHOD OF TRANSPORTATION TO SHOP IN BATH

	<u>Car</u>	<u>Bus</u>	<u>Walk</u>	<u>DNA*</u>
Bath	882	201	309	
Bath Area	255	8	4	3
Wiscasset	98	4		2
Total	1235	213	313	5

Totals over 1589 replies due to some people using two methods of transportation.

## VIII TIMES PER MONTH SHOPPED IN BATH

	<u>0-3</u>	<u>4-8</u>	<u>9-16</u>	<u>17 or more</u>	<u>DNA*</u>
Bath	225	626	158	122	84
Bath Area	49	157	36	12	16
Wiscasset	43	46	3	1	11
Total	317	829	197	135	111

\* Did not answer.



Bath, Maine

January 1959

IX TIMES PER MONTH SHOPPED IN BRUNSWICK

	<u>0-1</u>	<u>2-3</u>	<u>4-8</u>	<u>9 or more</u>	<u>DNA*</u>
Bath	763	216	189	21	26
Bath Area	97	51	50	16	56
Wiscasset	57	16	4	2	25
Total	917	283	243	39	107

X TIMES PER YEAR SHOPPED IN AUGUSTA

	<u>0</u>	<u>1-3</u>	<u>4 or more</u>	<u>DNA*</u>
Bath	1131	44	10	30
Bath Area	164	21	6	79
Wiscasset	69	22	9	4
Total	1364	87	25	113

XI TIMES PER YEAR SHOPPED IN LEWISTON

	<u>0</u>	<u>1-3</u>	<u>4-6</u>	<u>7 or more</u>	<u>DNA*</u>
Bath	737	326	19	124	9
Bath Area	91	78	23	16	62
Wiscasset	66	28	5	2	3
Total	894	432	47	142	74

\*Did not answer.

Bath, Maine

January 1959

XII TIMES PER YEAR SHOPPED IN PORTLAND

	<u>0</u>	<u>1-3</u>	<u>4-6</u>	<u>7-10</u>	<u>11 or more</u>	<u>DNA*</u>
Bath	383	356	265	79	106	26
Bath Area	51	85	59	18	15	42
Wiscasset	23	44	12	8	13	4
Total	457	485	336	105	134	72

XIII TIMES PER YEAR SHOPPED IN BOSTON

	<u>0</u>	<u>1-3</u>	<u>4-6</u>	<u>7 or more</u>	<u>DNA*</u>
Bath	892	246	44	12	21
Bath Area	116	52	11	44	87
Wiscasset	66	25	2	6	5
Total	1074	323	57	22	113

XIV PERCENT OF SHOPPING MONEY SPENT IN BATH\*\*

	<u>0</u>	<u>25%</u>	<u>33 1/3%</u>	<u>50%</u>	<u>66 2/3%</u>	<u>75%</u>	<u>100%</u>	<u>DNA*</u>
Bath	4	118	50	173	138	410	242	80
Bath Area	8	40	20	43	30	63	40	26
Wiscasset	12	30	13	10	3	12	1	23
Total	24	188	83	226	171	485	283	129

\*\* Of the total shopping dollars spent 35% is spent outside of Bath and this totals approximately \$5,000,000.  
BATH RESIDENTS SPEND 32% outside of BATH.

\* Did not answer.

Bath, Maine

January 1959

## SHOPPING HABITS

	<u>Bath</u>	<u>Brunswick</u>	<u>East of Bath</u>	<u>Port land</u>	<u>Lewis ton</u>	<u>Boston</u>	<u>Other</u>	<u>DNA</u>	<u>Out- side Bath</u>
<u>Children's Clothes</u>									
Bath	358	139	2	147	22	15	12	519	
Bath Area	82	43		27	9	3	5	102	
Wiscasset	39	8	3	12	1		3	38	
Total	479	190	5	186	32	18	20	659	451
<u>Children's Shoes</u>									
Bath	479	65	1	69	19	2	5	577	
Bath Area	116	21		19	4	1	1	109	
Wiscasset	39	7	7	4			2	47	
Total	634	93	8	92	23	3	8	733	227
<u>Women's Clothes</u>									
Bath	564	104	3	364	83	43	23	110	
Bath Area	90	39		64	23	16	11	28	
Wiscasset	35	8	7	27	2	7	4	14	
Total	689	151	10	455	108	66	38	152	828
<u>Men's Clothes</u>									
Bath	541	80	4	249	28	39	27	236	
Bath Area	130	28	1	39	7	10	9	47	
Wiscasset	38	12	14	13		4	6	17	
Total	709	120	19	301	35	53	42	300	570
<u>Sporting Goods</u>									
Bath	379	49	29	79	6	19	14	638	
Bath Area	75	24	6	21	6	7	3	129	
Wiscasset	22	2	15	7		5	3	50	
Total	476	75	50	107	12	31	20	817	295

## SHOPPING HABITS (Continued)

	<u>Bath</u>	<u>Brunswick</u>	<u>East of Bath</u>	<u>Port land</u>	<u>Lewis ton</u>	<u>Boston</u>	<u>Other</u>	<u>DNA</u>	<u>Out- side Bath</u>
<u>Cars</u>									
Bath	584	59	39	73	15	1	16	428	
Bath Area	116	26	24	17	5	3	4	77	
Wiscasset	22	2	30	8			3	40	
Total	722	87	93	98	20	4	23	545	325
<u>Major Home Appliances</u>									
Bath	6	98	10	52	11	11	16	262	
Bath Area		26	2	20	5	7	4	65	
Wiscasset		2	28	4	1	2	1	34	
Total		126	40	76	17	20	21	361	300
<u>Furniture</u>									
Bath	555	9		165	28	18	9	339	
Bath Area	105	29		32	5	10		89	
Wiscasset	28		1	19	2	2	2	51	
Total	688	128	1	216	35	30	11	479	421
<u>Groceries</u>									
Bath	1059	57	5	1	2				
Bath Area	177	38	22						
Wiscasset	31	1	58						
Total	1267	96	85	1	2	0	0	142	184
Grand Totals	6594	1066	311	1532	284	225	183	4188	3601

XVI

## LIKE OR DISLIKE SHOPPING IN BATH

	<u>Like</u>	<u>Dislike</u>	<u>DNA</u>
Bath	551	461	204
Bath Area	100	122	48
Wiscasset	57	34	13
Total	708	617	265

## Appendix III

## MAJOR OCCUPATIONS OF BATH RESIDENTS (1957-58) \*

	Male	Female	Total	%
Professional	124	125	249	8.5
Semi Professional	80	4	84	2.9
Managerial and Official	306	72	378	12.9
Clerical and kindred	154	153	307	10.5
Sales and kindred	78	43	121	4.1
Domestic Service	8	25	33	1.1
Personal Service	24	68	92	3.1
Protective Service	282	2	284	9.7
Building Service	20	13	33	1.1
Agri., Fishery, Forestry and kindred	20	1	21	0.7
Skilled	733	25	758	26.8
Semi-skilled	239	14	253	8.7
Unskilled	214	5	219	7.7
Foremen	88	1	89	3.0
Apprentice	<u>14</u>	<u>0</u>	<u>14</u>	<u>0.5</u>
	2384	551	2935	100.0%

\*Source: Dictionary of Occupational Titles and Price & Lee City Directory 57-58

The following is a more detailed breakdown of major occupations as derived from the D.O.T. coding of Bath residents. A total number of 2935 workers were classified of which 2384 or 81.2% were males. This ratio of male to female workers is extremely high as compared to the U.S. average of 72.2% males, Maine's average of 71.8% and the New England average of 67.8%.

Among the males 1186 are classified as skilled, semi-skilled or unskilled with 733 being skilled and 239 semi-skilled. Among the skilled workers, 8 classifications account for 574 workers. These are

- 133 machinists
- 87 plumbers or pipe fitters
- 70 structural workers
- 69 maintenance men
- 58 welders
- 58 carpenters
- 54 tinsmith or sheet metal workers
- 48 electricians

Other major manufacturing categories of workers are:

122 ship and boat laborers  
74 manufacturing foremen  
62 machine operators  
41 construction laborers

Single male occupation classification accounting for 40 or more workers are

235 in Armed Forces  
213 owners or officials  
54 draftsmen  
51 retail managers  
46 industrial clerks  
46 truck drivers

Among the female workers, only 44 of the 551 workers are classified as skilled, semi-skilled or unskilled with 25 being skilled and 14 semi-skilled. Of the 25 skilled, 16 are classified as textile fabricators.

Major occupations of female residents, by categories of 15 or more workers are

75 teachers of which 60 are in elementary schools  
72 self-employed who own or work with husband such as grocery stores, rooming houses, filling stations, etc.  
49 secretaries  
37 trained nurses  
37 sales clerks or sales persons  
23 bookkeepers  
20 housekeepers  
21 industrial clerks  
15 general clerks

The preceding charts show that the number of females working is much lower in percent than for state, regional and national averages. From a mail survey taken in May of 1958, questionnaires being sent to all housewives and female heads of family, approximately 19% of the returns showed that females were looking for work, of which half were looking for full time and half for part time employment.

The types of work looked for

	Full Time	Part Time
Production work	39	7
Clerical and kindred	40	40
Sales and kindred	10	12
Pvt. household service	3	3
Services	8	10
Professional & semi	14	18

A full report of the shopping mail questionnaire which was primarily concerned with shopping habits follows.

## SECTION III

## LAND AND WATER PATTERNS

Bath Geographic Setting

Bath is located on the west bank of the Kennebec (once called Sagadahoc) River at and below its confluence with the Androscoggin River. The two rivers, (more importantly the Kennebec) have been major and continuing factors in the location and life of Bath.

Bath is twelve miles up-river from Casco Bay and is the head of ice-free navigation on the Kennebec. A 500 ft. wide channel of 25 feet controlling depth was reported in 1954 to extend from the Bath bridge southerly to the ocean. The Kennebec is tidal all the way to a dam at Augusta, 43 miles from the ocean. Above the Chops and Merrymeeting Bay from Bath, a 13 foot controlling depth channel to the Gardiner-Randolph Bridge was reported, (about 20 miles) thence 8 feet depth for the 10 more miles northward to Augusta.

Also at Bath, a waterway (the Sasanoa River) cuts southeasterly from the Kennebec River through Hockanock Bay to the Sheepscot River; this affords a protected small-craft passage between Bath, Georgetown, Boothbay and neighboring islands.

The Carlton Bridge at Bath (1927) and its predecessor ferries were at the most used regional Kennebec River crossing point between the ocean and Augusta.

Bath is about 38 miles northeasterly from Portland, 'round Casco Bay. Bath is the easterly terminus of the rather urban communities fringing this segment of the Bay. Eastward the nearly-coastal chain of highway related communities continues with Wiscasset, Damariscotta, etc. to Thomaston and Rockland, on Penobscot Bay. Westerly and northwesterly up the Androscoggin River are Brunswick, Topsham, Lisbon, Lewiston and Auburn.

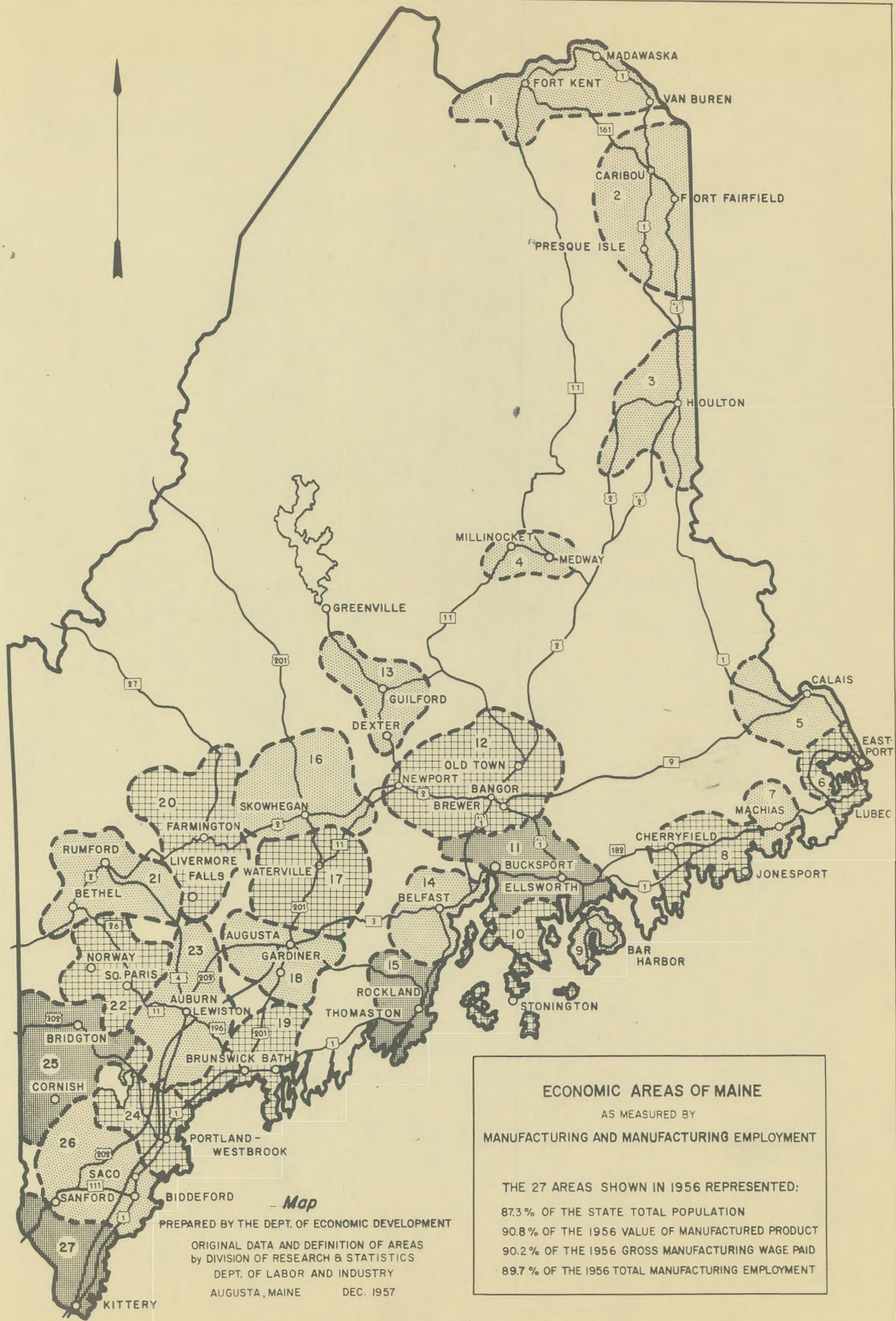
The separation of major land masses by rivers and arms of the sea has tended to isolate Bath. It is situated in heavily glaciated, deeply dissected country, on peninsular granite ledges among drowned river valleys. Little conventional farming is possible in this heavily glaciated country. Easily buildable land in Bath occurs only in patches, with granite outcrops between.

Bath is virtually on the boundary between the spruce-fir forest of northern and eastern Maine, and the pine and mixed hardwood forests of southwestern and south-central Maine. The famous Bowdoin pines and the pines on the deep sandy-gravelly plain around the Harding Plant, west of the New Meadows River, and the shallows of Merrymeeting Bay demonstrate the varied and rapidly changing character of the terrain in and near Bath.

By the chance location of the county boundary coincident with the Bath-Brunswick boundary, Bath is the only populous municipality in its county and contains about half the population of the county. Bath (10,644 pop., 1950) is the county seat of Sagadahoc County (20,911 pop., 1950), the smallest in area and in population of the sixteen Maine counties. Brunswick (10,996 pop.) chances to be in Cumberland County with Portland, Yarmouth, Freeport, Westbrook, South Portland, etc. Associated with Bath in various degree are the adjoining towns of Woolwich, Arrowsic, Phippsburg, Georgetown and West Bath, together aggregating only 3,738 population 1950.

An accompanying map illustrates the major regional population and economic focuses of the State of Maine. Significant is the major break in regional patterning east of Bath.





**ECONOMIC AREAS OF MAINE**

AS MEASURED BY  
MANUFACTURING AND MANUFACTURING EMPLOYMENT

- THE 27 AREAS SHOWN IN 1956 REPRESENTED:
- 87.3% OF THE STATE TOTAL POPULATION
  - 90.8% OF THE 1956 VALUE OF MANUFACTURED PRODUCT
  - 90.2% OF THE 1956 GROSS MANUFACTURING WAGE PAID
  - 89.7% OF THE 1956 TOTAL MANUFACTURING EMPLOYMENT

**Map**  
PREPARED BY THE DEPT. OF ECONOMIC DEVELOPMENT  
ORIGINAL DATA AND DEFINITION OF AREAS  
by DIVISION OF RESEARCH & STATISTICS  
DEPT. OF LABOR AND INDUSTRY  
AUGUSTA, MAINE DEC. 1957

## Section IV

## LAND USE PATTERNING AND ANALYSIS

A. Townwide

There are about nine and a half square miles land area within Bath municipal boundaries. The Leeman Highway and Whiskeag Creek mark divisions of Bath into three land masses. West of Whiskeag Creek is mainly woods and a few farms and non-farm rural homes. The easterly land mass, about five miles, divided by Leeman Highway, contains the entire urban area of Bath (2 sq.Mi.) and the bulk of all community facilities and utilities.

Urban Bath is a long, narrow strip along the west bank of the Kennebec River. Its shape and location were largely determined by topography and soil structure and by the former wooden shipbuilding activities spread along the margin of the Kennebec for a hundred years prior to the current iron and steel ship-building. The urban strip is about four and one-half miles long, but only one-third mile wide except that at the center it widens out to one mile for a lengthwise extent of about  $3/4$  mile; this widening is at Route 1.

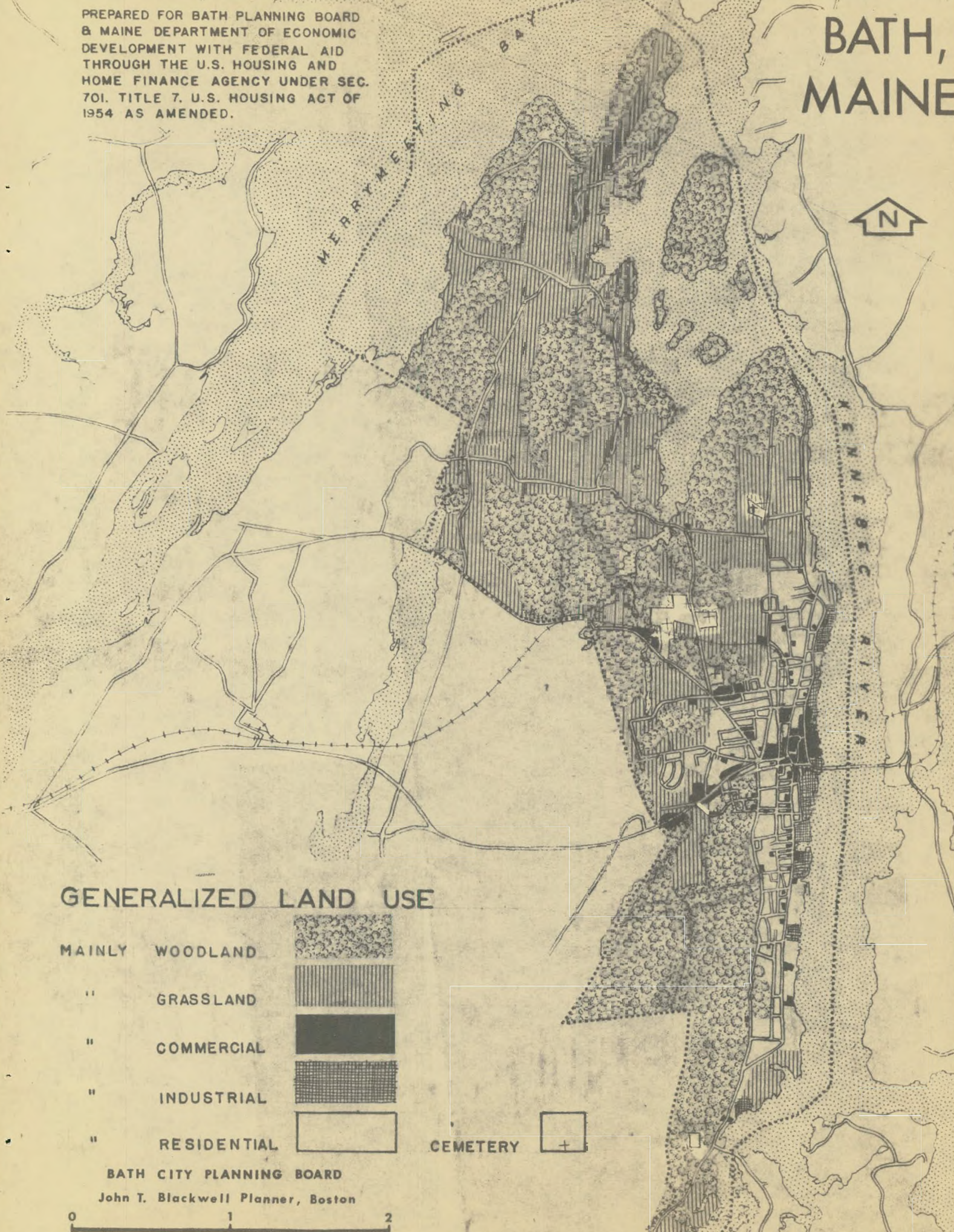
The existing land use pattern of urban Bath is generalized herewith to demonstrate the inter-relationship and tightness of the major parts of the urban structure. Significant is the compactness of the community and the sudden transition from country to city. Except for commercial expansion along Route #2 and the Wartime Housing projects, Bath's land use pattern has changed but slightly over the past 4 decades. The City has experienced none of the mushrooming suburban sprawl characteristic of what has happened to most cities. The Table below indicates major land uses for the three Bath Planning areas as delineated by the Planners.

TABLE I  
MAJOR BATH LAND USES TABULATED BY ACREAGE, BY PLANNING SECTORS







	North of Route #1	South of Route #1	West of Whiskeag Crk.	Total
Wooded	607	814	1468	2889
Grassland	449	184	1102	1735
Cropland	4	12	2	18
Public & Semi-Public	250	37	100	387
Swamps	28	98	194	320
Automotive	8	5	-	13
Retail	24	9	-	33
Industrial	26	50	14	76.4
Residential	<u>434</u>	<u>269</u>	<u>24</u>	<u>727</u>
	1830	1478	2890.4	6198.4

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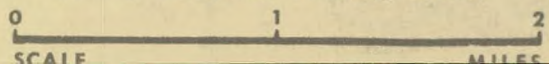
# BATH, MAINE



## GENERALIZED LAND USE

- MAINLY WOODLAND 
- " GRASSLAND 
- " COMMERCIAL 
- " INDUSTRIAL 
- " RESIDENTIAL 
- CEMETERY 

BATH CITY PLANNING BOARD  
 John T. Blackwell Planner, Boston



Significant for planning purposes are the following Bath Land Use Characteristics and problems:

1. General Shape of the residential pattern.

Many of Bath's problems result from the community's long, narrow shape. The City is 3 miles long and only 1 mile wide at its thickest point through the midsection. This shape by itself causes difficulties in that it generates traffic in only two directions while at the same time forcing this traffic onto only a few parallel streets. At the far reaches of the built-up area this is not a problem, but the situation becomes considerably complicated as one moves closer to the downtown area. In addition to circulation problems, the City's shape makes the location of municipal facilities difficult. For instance a school sited anywhere within the built-up pattern must necessarily be a considerable walking distance from a large segment of the student body. The same holds true for other community facilities such as parks, playgrounds, and churches. Then too, utility development, especially trunk water and sewer lines become relatively more expensive if they only serve a narrow swath on either side of their easements. Many of these problems can be overcome by channeling future growth into controlled residential patterns which extract maximum utility from municipal expenditures.

2. Rural land policy.

Bath land-use pattern shows both strong rural and urban characteristics. Much of Bath south of Leeman Highway is useful only as forest because of the ledge and topography. The Planners see the area West of Whiskeag Creek as having marked forest and farm potentials as a consequence question the wisdom of permitting any large scale residential expansion to take place there, especially considering Bath's predicted slow growth in future years. Accordingly, the Planners suggest from the standpoint of community economics that Bath deliberately pursue a plan and zoning policy which keeps these essentially rural areas, rural in the future. It can mean substantial savings to the community in terms of school bus expense, street and highway expenses, fire and police expenses, and utility development costs. On the other hand, restriction on extensive residential development in rural areas permits most productive uses of rural land for rural economic pursuits.

3. Commercial Land Use.

Outstanding characteristic of Bath existing commercial and business land use pattern is its tight configuration for the most part limited to downtown and along Route One at the entrance to the City. A complete analysis of Downtown Land Use is included elsewhere in this report. Route #1 commercial and business land use is primarily automotive oriented.

Major future problems of business and commercial land use as seen by the Planners are:

- (1) The need to intensify, update and restrict to retail and associated functions, that relatively small contained area of Bath which is Downtown.
- (2) Permit development of needed Highway and automobile oriented business and commercial development in Bath without compromising the traffic moving integrity of new Route 1 where it will join Leeman Highway in Bath.

#### 4. Industrial Land Use.

Bath's industrial pattern, like other land uses is tightly defined and contained. Some 50 acres in a tightly packed ribbon configuration south of Carlton Bridge, contains Bath Iron Works and Hyde Windlass, Bath's two major manufacturing employers. North of the bridge is some 26 industrial acres, mainly along the riverfront end on the railroad. Major future problems as seen by the Planners are:

- (a) How to expand industrial facilities South of Carleton Bridge if need arises in the future.
- (b) How to remove conflicting industrial functions from the Downtown Business District so that the area can redevelop and increase sales.
- (c) Where to place future industrial growth when no Bath sites appear to have good industrial site characteristics.

#### 5. Public Land Use.

Bath public and semi-public land and facilities are treated upon in detail elsewhere in the report. Characteristic of today's pattern is its scattered and discontinuous appearance. Major holdings are far removed from built-up Urban Bath, and little related to the park and recreational need of the community. Major problems of the future as seen by the Planners are:

- (a) How to secure for future generations some of Bath's unique natural scenic beauty that can be lost forever if certain areas are permitted to be developed privately.
- (b) How to redevelop the riverfront both to attract tourists and for the enjoyment of Bath citizens.
- (c) How to balance future residential growth with a plan for required close-by recreational, school, and park lands.

Downtown Land Uses, Assessments and Usefootages

Downtown as defined by Planners is bounded on North by Oak Street, on East by the Kennebec River, on West by Middle Street, on South by Leeman Highway. Center lines of the mentioned streets were used as limits.

Within the boundaries above, are approximately 63 acres, of which 14% represent streets. Land use of the remaining 48.2 acres is tabulated below and graphically shown on an accompanying map.

TABLE I

BATH DOWNTOWN LAND USES IN ACRES  
AND AS PERCENTAGE OF TOTAL- 1958

TOTAL AREA	63.0 Acres	
Street+	14.8 "	
Railroad Right of Way	2.8 "	6%
Public & Semi-Public Land	8.6 "	18%
Residential	12.5 "	26%
Commercial	20.9 "	43%
Parking District	1.9 "	04%
Manufacturing	1.1 "	02%
Vacant	.4 "	01
TOTAL	48.2	100%

Commercial Land use includes all of the generally accepted retail, wholesale, professional and service categories. Thus, on a land use basis (which includes the land upon which the building sits, but not the use in second and third stories). Bath Downtown would seem at first appearance almost half stores.

# MAJOR COMMERCIAL LAND USE

# BATH, MAINE

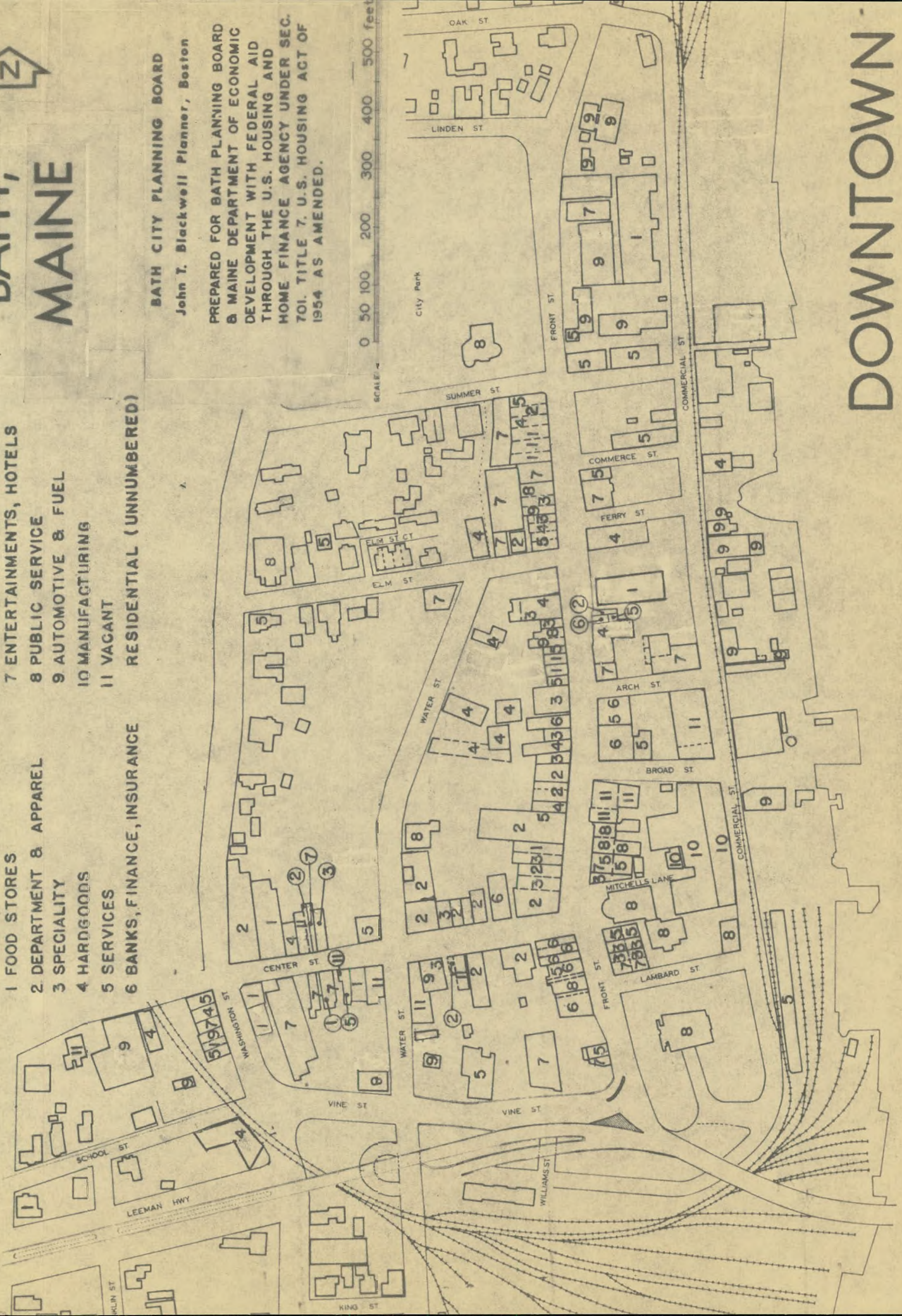


- 1 FOOD STORES
- 2 DEPARTMENT & APPAREL
- 3 SPECIALITY
- 4 HARDGOODS
- 5 SERVICES
- 6 BANKS, FINANCE, INSURANCE
- 7 ENTERTAINMENTS, HOTELS
- 8 PUBLIC SERVICE
- 9 AUTOMOTIVE & FUEL
- 10 MANUFACTURING
- 11 VACANT
- RESIDENTIAL (UNNUMBERED)

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SCALE 0 50 100 200 300 400 500 feet



# DOWNTOWN

However more detailed analysis of the 43% commercial land use in Downtown reveals that of the 20.9 acres of commercial only 38% represents actual building coverage of the land and this includes retail, wholesale, as well as coal sheds and lumber yards illustrating the polyglot mixing of land in Downtown which work against contemporary merchandising and sales practise.

Even more meaningful is a detailed examination of the 345,951 square feet of first floor commercial use. Taken from assessor's sheet on individual buildings, square footages for first floor use are arrayed below in order of decreasing magnitude.

TABLE II

SQUARE FOOTAGE BY USE CATEGORIES

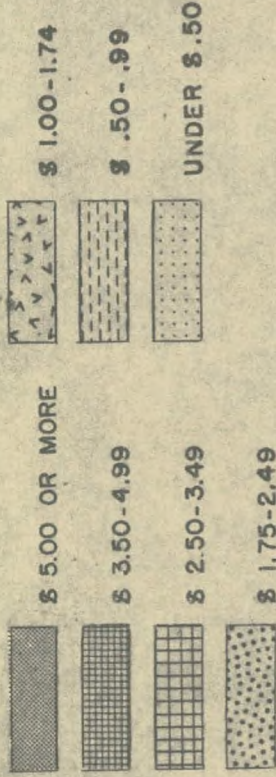
	<u>Sq. Ft.</u>	<u>Percent</u>
TOTAL	345,951	
Retail	106,617	30.8
Mixed non-retail	76,698	22.2
Manufacturing	40,260	11.6
Automotive	39,502	11.4
Vacant	30,054	8.7
Lumber, Bldg	23,587	6.8
Services	16,154	4.7
Banks	13,079	3.8

Less than 31.0% of the available first floor commercial-use space (which excludes residential) is being used for consumer retail sales and associated storage. Significant is the large amount of mixed non-retail functions, much automotive use, lumber yard, high total for manufacturing, and the alarmingly high incidence of vacant space in Downtown.



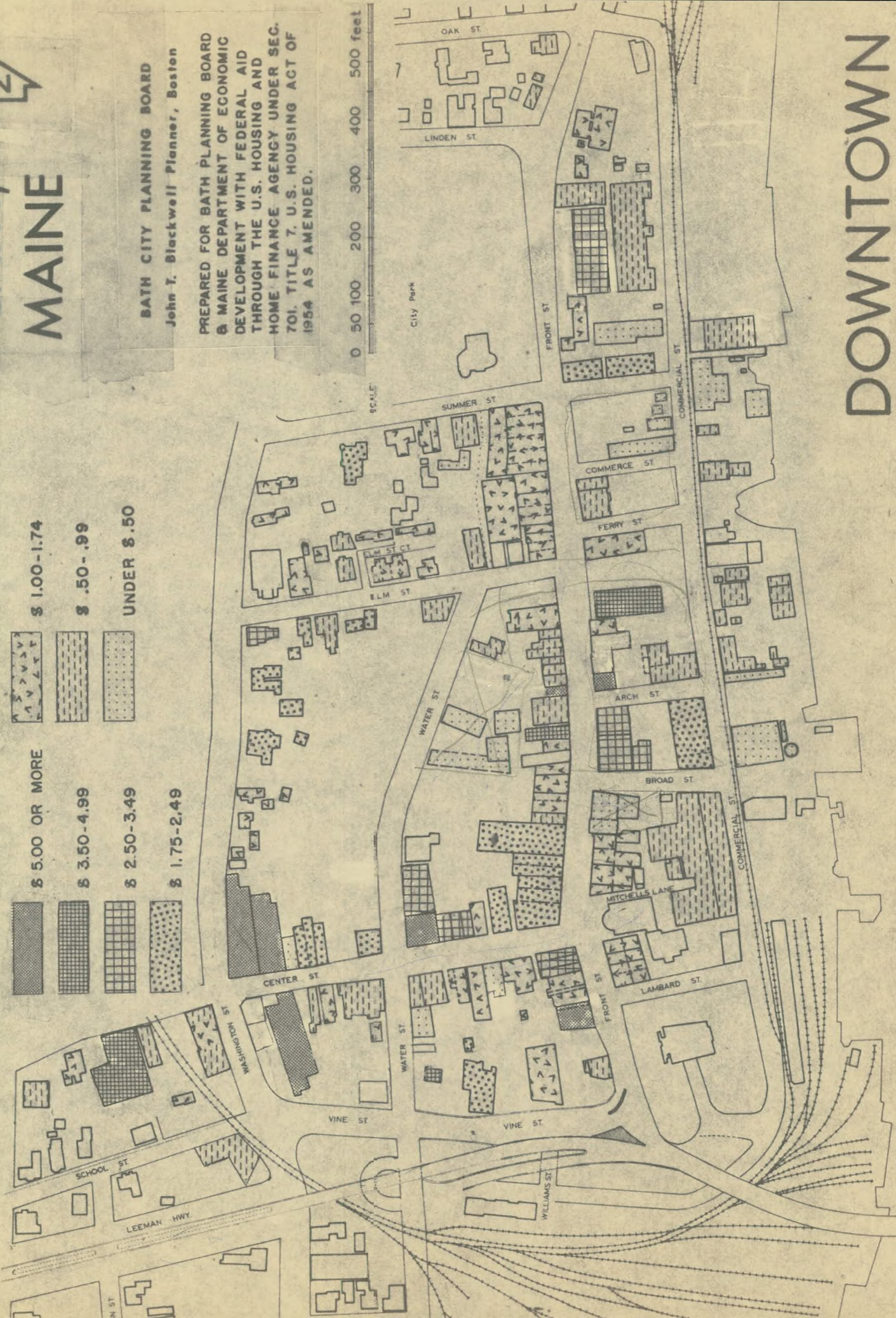
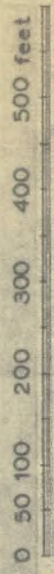
# ASSESSMENT VALUES per sq/ft floor space

# BATH, MAINE



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# DOWNTOWN

Downtown is assessed for \$1,311,190 which represents about 32% of fair market value. Value of commercial properties (including manufacturing structures) is \$1,119,130 or 85% of total.

TABLE III

<u>ASSESSED VALUES, DOWNTOWN BATH</u>			
	<u>Land</u>	<u>Building</u>	<u>Total</u>
Residential	\$ 61,420	\$130,640	\$192,060
Commercial	511,500	607,630	1,119,130
	<u>\$572,920</u>	<u>\$738,270</u>	<u>\$1,311,190</u>

Significant from a planning viewpoint is the extremely low valuations of commercial buildings contrasted to the value of land upon which they stand, especially when viewed in the light of a more than 2-1 ratio for residential buildings to land in the Downtown.

An accompanying map illustrates square foot assessed valuation. Most significant is the extreme patterning of low per-square-foot value, somewhat indicative of conditions. Only six buildings in Downtown are assessed for over \$5.00 per sq. ft., while over ninety have assessment values of less than \$1.75 per sq. ft.

Summarizing from Downtown land use and assessment patterns, the following facts seem partly indicative of why Downtown Bath has lost sales in recent years.

1. The extreme pattern of mixed uses is anti-consumer shopper. The heavy incidence of manufacturing warehousing, and low-grade residential close-by retail stores is a deplorable mixing from a retail selling standpoint. Many Bath functions do not belong in Downtown, in fact would have naturally gravitated to other areas for economic reasons years ago, if the intensity of sales and land use in Bath Downtown had been higher.

From a land planning standpoint, Bath Downtown is demonstrably marginal, and as such, has retained and probably attracted many marginal operations which could not find suitably low rents anywhere else in Bath. The marginal retail and non-retail uses in combination are a strong factor pushing down sales.

2. Downtown commercial buildings are old and in bad condition as indicated by assessment statistics which reveal that to a marked degree throughout much of Downtown, structures are valued below, or just barely more than the land on which they stand. This is plainly opposite to conditions in any prosperous central business district. In fact, even in Downtown Bath residential structures which represent a less intense land use have higher ratio of building to land values than do Bath's commercial structures.

## SECTION V

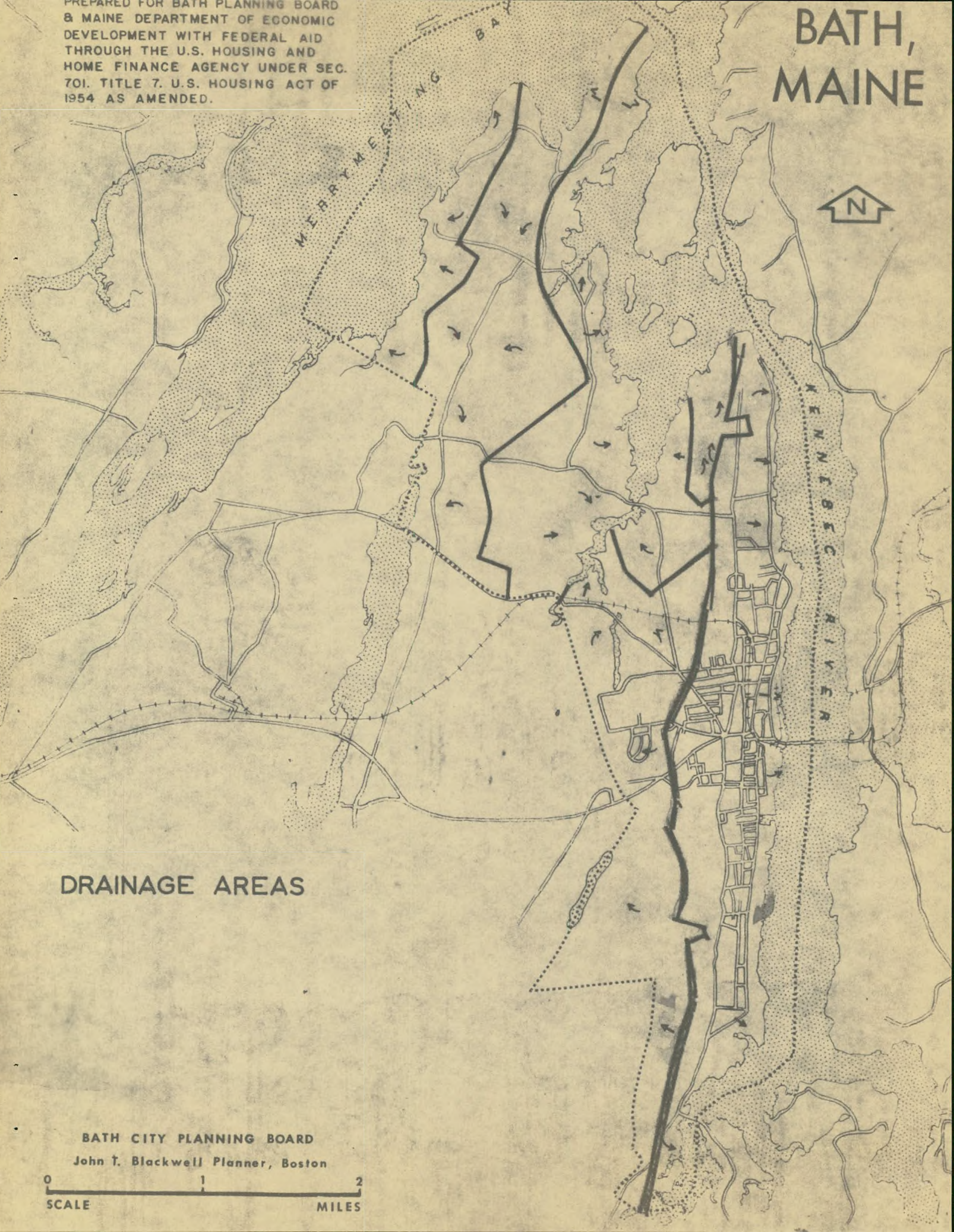
Physiographic Bath

Predominate Bath landscape characteristic is the heavy patterning of glacial action. Scoured ledge outcroppings can be seen throughout most of the City's unbuilt area, with those unbuilt areas south of Route 1 having the heaviest ledge incidence, the community's mid-section apparently having the least, and again a heavy patterning of ledge at the north end. Unbuildable lands (steep slope and swamp) are concentrated mainly south of Route 1 and north of Whiskeag Street as shown on the accompanying map. In terms of future development the underlying ledge and unbuildable lands pattern together dictate further concentration of population at urban densities through the community's mid-section, or entirely away from present urban Bath across Whiskeag Creek.

Drainage patterns are complicated. Topographic maps show at least 7 distinct basins as illustrated. The basin areas are a critical planning factor as they show natural direction for gravity flow sewers. Sewers from one basin cannot lead to another without pump and force main installation. Significant in Bath is the high spine running the full length of the community in a north-south direction. Most of Bath's sewer area is within the long basin defined by this spine. However, future development for the most part will have to take place outside this basin, requiring eventually a major pumping facility in the community's growth area, or a completely new sewer gravity system draining westward toward Whiskeag Creek. Presently Hyde Park is over the ridge line and sewerage is pumped through force main to the North Sewer Trunk.

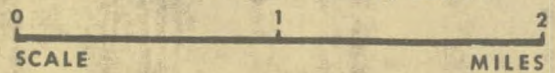
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# BATH, MAINE



## DRAINAGE AREAS

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SLOPE:  
 over 15%  
 10-15%

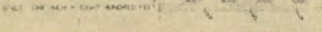
WATER DEPTH:  
 LESS THAN 20'  
 20-30'  
 OVER 30'

SWAMP

# UNBUILDABLE LAND & WATER



SCOPE NUMBER



PLANNING BOARD  
**BATH MAINE**

CITY PLANNING BOARD STUDY MAP  
 JOHN T. BLACKWELL, PLANNING BOSTON

Scale: 1 inch = 1 mile  
 Date: 1964  
 Prepared from: U.S. Topographic Maps  
 Contour interval: 20 feet  
 Vertical datum: Mean Sea Level  
 Horizontal datum: NAD 83  
 Projection: UTM  
 Zone: 18N

## SECTION VI

## Utilities

Water

The Bath water distribution system covers all of Urban Bath and extends westward to serve portions of West Bath and the Harding Plant of the Bath Iron Works in Brunswick. The present system is considered adequate though many pipe lines are smaller than the recommended minimum of 6" pipe for subsidiary lines. For the most part it would be economically unfeasible at this time to replace all of the 1", 2", and 4" pipes. However, when the time comes to replace undersized pipes, the Planners recommend 6" pipe replacement.

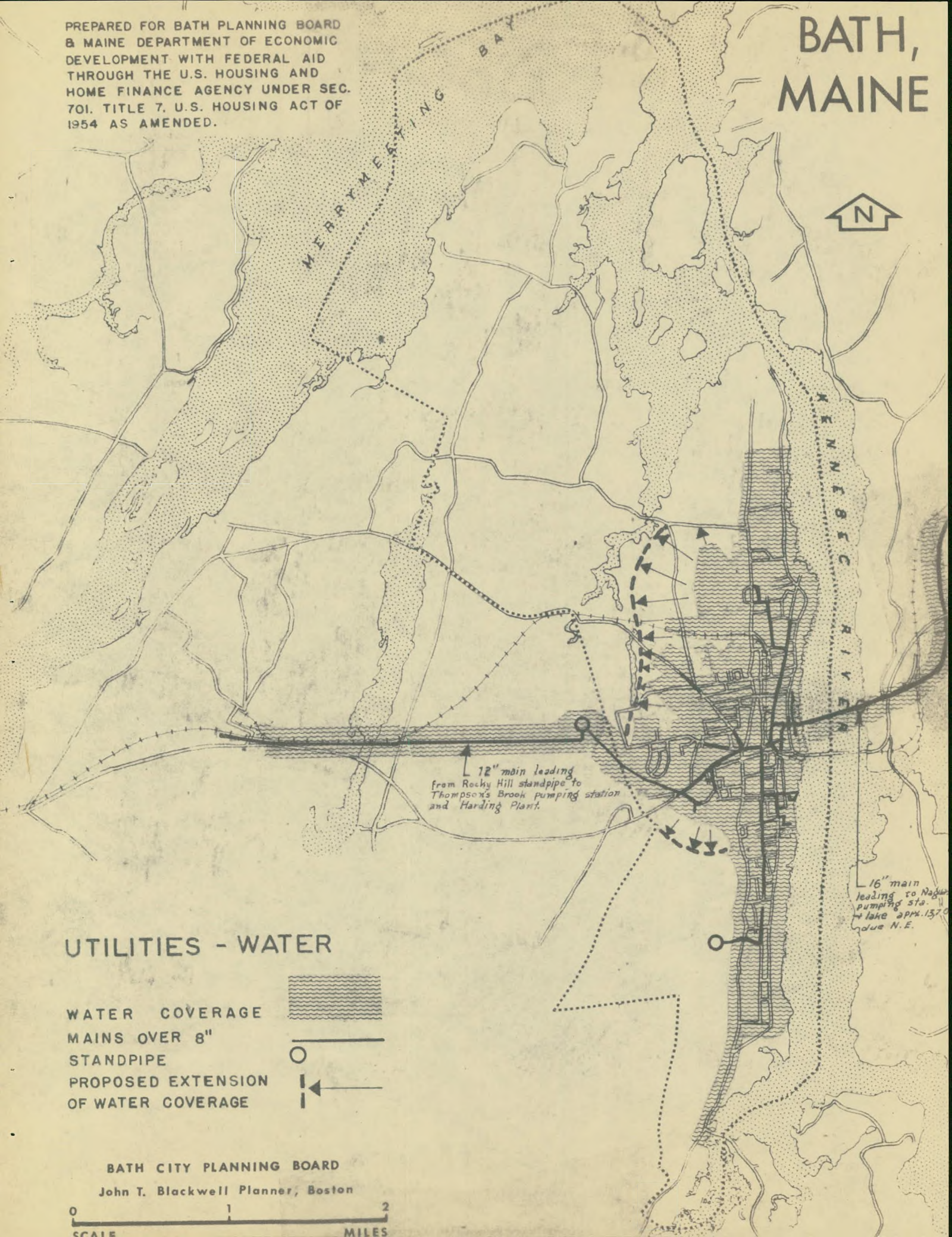
There are two sources of supply, Nequasset Pond east of Bath and Thompson Brook to the west. The latter has a 1 million-gallon-per-day capacity, less than the capacity of the pumps, and is used only as a standby. The Nequasset Pond supply is considered to be adequate for Bath for the future according to the consulting engineers. The Nequasset Pond system has pumps with more capacity than the pipeline to Bath can carry. The Nequasset system water shed is approximately 21 square miles in Dresden and Woolwich.

Storage capacity at present amounts to 2,286,000 gallons with 506,000 gallons being stored at Rocky Hill and the remainder in two 890,000 gallon tanks at Potter Hill. The former standpipe is located in western Bath and the latter are in southern Bath. Plans for a fourth standpipe in northern Bath have been made and construction is expected to start in the near future as the district has been granted a rate increase. Height of present storage facilities is sufficient to serve all of Bath's growth area.

Two 16" pipe lines across the Kennebec River carry water from Nequasset Pond but one is used only in emergencies. The main being used was constructed in 1939, the standby main in 1900.

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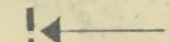

# BATH, MAINE



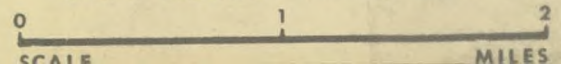
12" main leading  
 from Rocky Hill standpipe to  
 Thompson's Brook pumping station  
 and Harding Plant.

16" main  
 leading to Nagler  
 pumping sta.  
 take app. 137  
 due N.E.

## UTILITIES - WATER

- WATER COVERAGE 
- MAINS OVER 8" 
- STANDPIPE 
- PROPOSED EXTENSION 
- OF WATER COVERAGE 

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 John T. Blackwell Planner, Boston





Consumption averages about 2 million gallons per day. Existing capacity of the pumps is over 3.25 million gallons per day and considered more than adequate. During World War II when the Bath Iron Works alone employed over 12,000 workers, peak consumption was under 3 million gallons per day.

Strangely, consumption increases in winter in direct contrast to national experiences which show a wintertime decline. We are told that the wintertime increase results from original shallow placement of pipes, that water is kept in motion to avert freezing.

Additional storage capacity should provide the community with sufficient fire-fighting water and head for Bath's long-term requirements. The Planner's recommend that Bath begin a gradual program of small main replacement and that replacement mains as well as new mains be placed deeply enough to prevent freezing.

#### Sewer

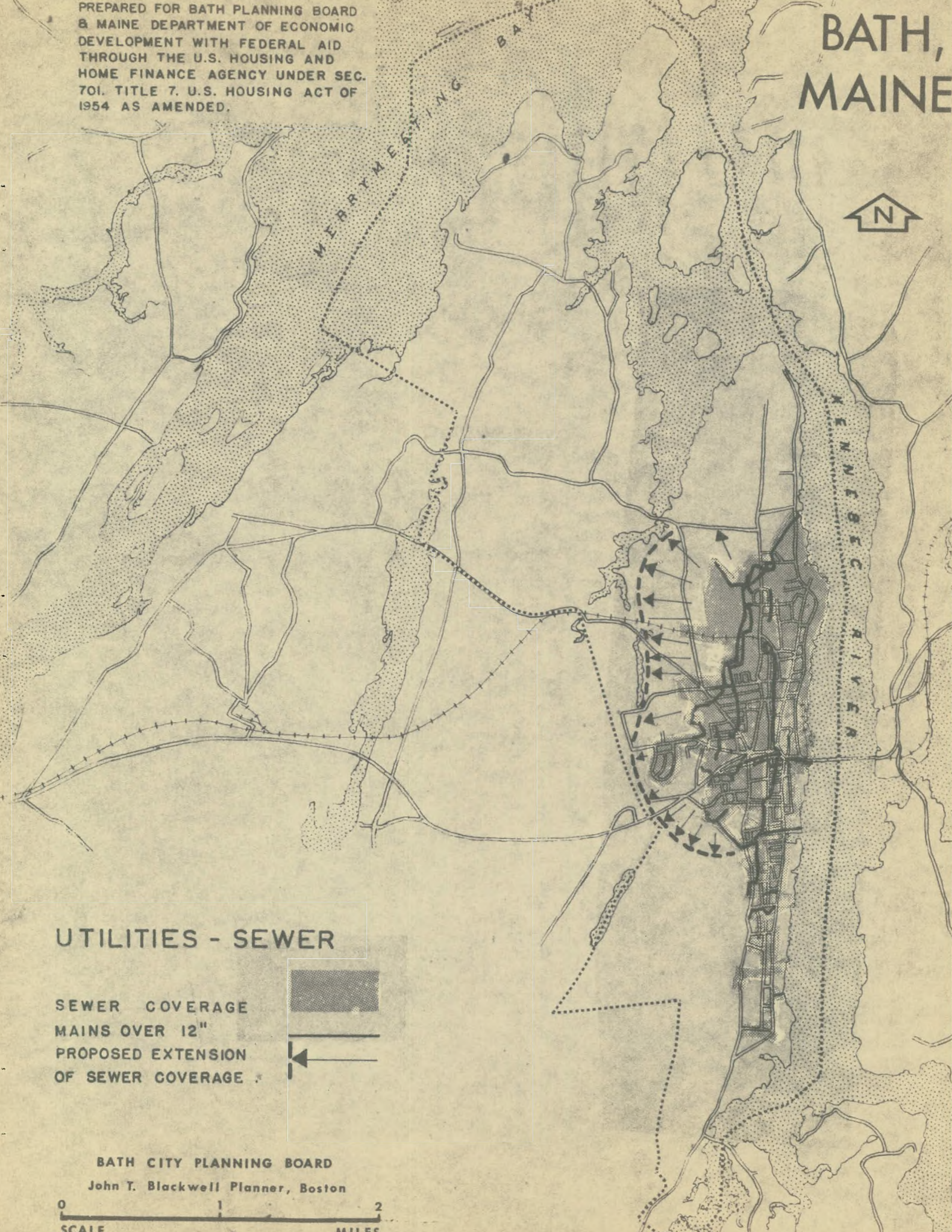
Most of Urban Bath is now sewered, although there are some deficient areas, mainly on High and Washington Streets. Over 20 different sewer outfalls flow into the Kennebec. Main problem of existing sewer system is overflowing and backing-up during storms.

As originally planned, Bath's sewer system was to be only sanitary. However, the system has been developed as a combined system (storm water and sanitary sewerage carried in same mains). As a consequence, pipes which appear adequately-sized for sanitary purposes are inadequate when called upon to assume heavy storm water burdens. The situation can only worsen as new buildings are tied into the system and more storm water is forced into streets, then into the combined system.

Complicating the problem is the situation that Bath has almost reached the point that additional home building or other land use developments will mean pumped sewerage if existing mains are to be utilized (see drainage basin analysis, Report Section 3-A).

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# BATH, MAINE

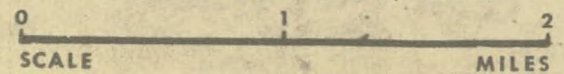


## UTILITIES - SEWER

SEWER COVERAGE  
MAINS OVER 12"  
PROPOSED EXTENSION  
OF SEWER COVERAGE



BATH CITY PLANNING BOARD  
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Only a relatively small proportion of the remaining unbuilt land north of Route 1, can be developed with sewers connecting gravity flow into present system. Expansion to the westward into the towns growth area will require pumping as is the case at Hyde Park.

Accordingly, subject to engineering study, the planners propose the following long-range sewer development program.

1. First priority should be given to removal of all storm water from North Sewer trunk mains, by a separate storm water drainage system as Brunswick has recently been developing. This main appears to the Planners sufficiently large to assume the sanitary effluent from most of Bath's future growth, if such growth is concentrated along lines suggested by the plan diagram. This large capacity main points into the community's growth area, and its usefulness can be extended, it would seem, by making it the receptacle for force mains coming up over the ridge line from the west.
2. A pumping station should be located at the lowest point west of Oak Grove Street, south of Whiskeag Street and north of Route 1. All effluent from future growth west of the north-south ridge line would gravity flow westward to the pumping station. From the pumping station sewerage would be pumped through force main, up over the ridge line and into north trunk sewer. Storm water drainage would be handled by a separate system of pipe (or possibly swales) draining to the west, eventually terminating at Whiskeag Creek.
3. A staged development of a separate storm water sewer system for the rest of urban Bath is recommended, beginning with those areas which have had the heaviest incidence of overflow and back-up.

4. Eventually, a single interceptor trunk would be developed north/south along the Kennebec's west bank collecting all of the sewerage from the many river outfalls and termination of a treatment plant probably near Hospital Point.
5. Alternative to the recommended program above, could be a gravity flow system draining to the west into Whiskeag Creek. Our recommendations for storm water sewer developments would remain the same. A gravity system to the westward appears to have the following disadvantages however.
  - a) It will require a long and expensive large gravity sewer trunk main to reach Whiskeag Creek.
  - b) It makes for extremely expensive sewerage treatment facilities if Bath should desire, or be required to develop, such facilities. A collector trunk would be expensive to catch both the Whiskeag outfall and existing outfalls on the Kennebec. As a consequence, two treatment facilities would undoubtedly be needed.

## SECTION VII

Major Highways, Traffic Circulation, Parking  
and Other Transportation, 1958

Bath is bisected by U.S. Route 1, the dominant Maine Coastal Regional Highway. This highway crosses the Kennebec River on the upper (two-lane) deck of the Carlton Bridge, built in 1927; Maine Central Railroad tracks from Brunswick to Wiscasset and Rockland occupy the lower deck. Although the planners believe economic and military requirements will keep the railroad running as far as Bath, it may be questioned how many years longer the railroad will operate the trackage through the Bridge and eastward. If ever the lower deck were released by the railroad, the planners believe, after viewing it, that it could perhaps be adapted for motor-traffic.

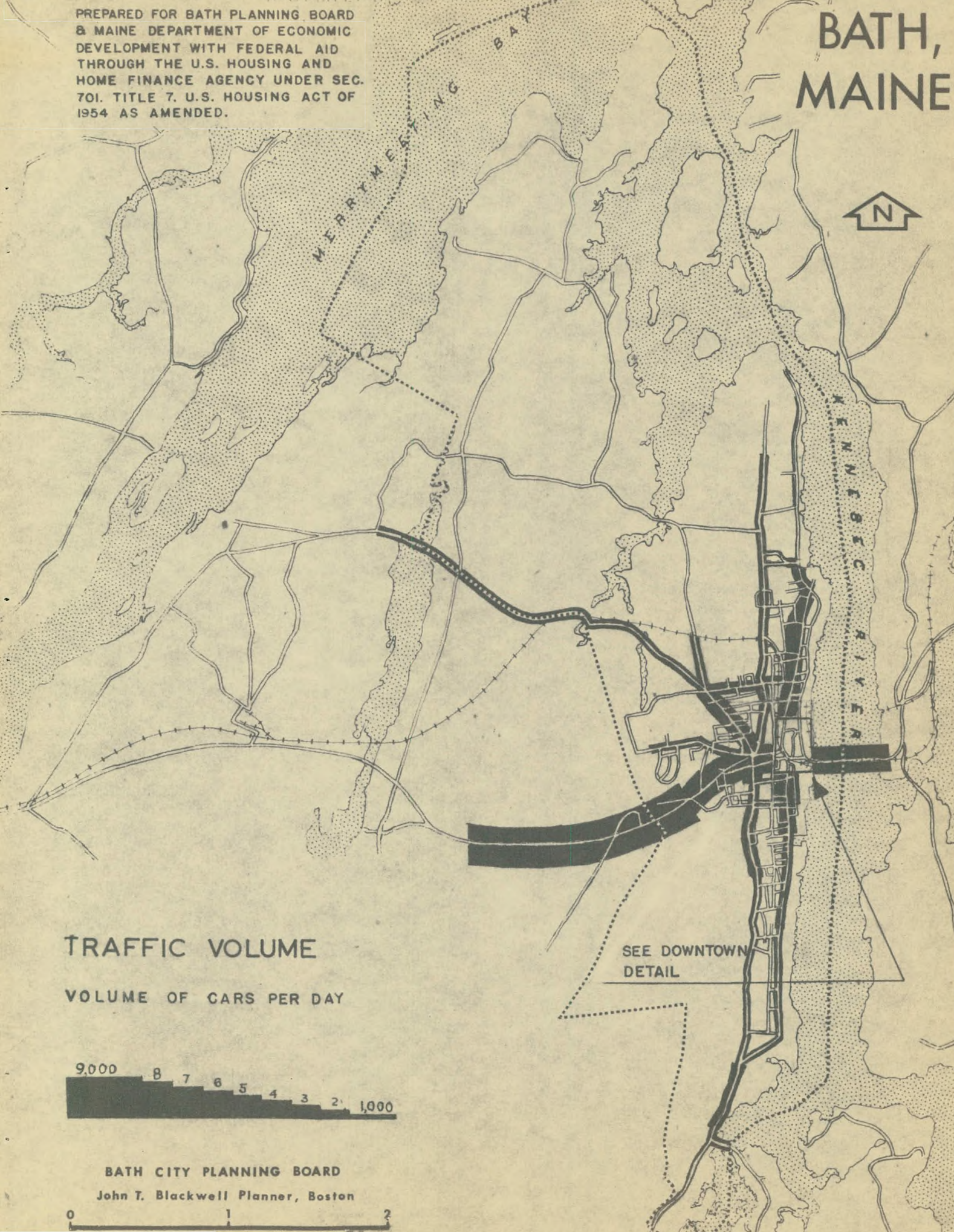
This potentiality, plus the huge cost in inflated dollars of any new high-level, high-lift bridge anywhere along the Bath shore, plus the 1957-58 construction of the two-lane viaduct lifting through traffic on Route 1 out of the Leeman Highway and out of the streets of Downtown Bath, incline the planners to believe that Route 1 will not soon be relocated, and that Downtown Bath merchants and others may continue for ten to twenty years to count on the value to them of that highway exposure, and to count on shopper access by the State-planned ramps now under construction.

Regionally, Bath is the terminus of at least 20% of all Route 1 traffic west of the Kennebec River. At the Urban Bathwest boundary, the 1958 volume was 7920 versus 6730 on Carlton Bridge. In 1949 these volumes were 5350 at the west boundary and 4390 on Carlton Bridge.

A detailed traffic count at many stations in urban Bath was made by the State Highway Department in May 1958. The data were kindly made available to the planners and are reproduced in generalized map form herewith. The last previous full Bath traffic count by the State (1953) got lost. A 1949 full count, and counts at Carlton Bridge and other selected stations in December, 1957, September, 1955 and October 1953 and in 1942 and 1938 were also consulted. The City of Bath had no local traffic count data of its own, nor was any expected or needed.

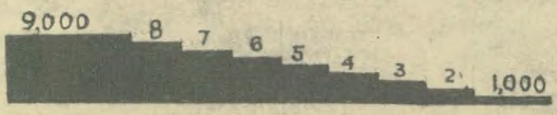
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# BATH, MAINE

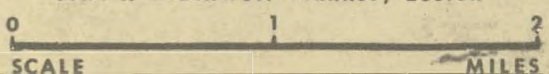


## TRAFFIC VOLUME

VOLUME OF CARS PER DAY



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Motor vehicles including trucks and buses, are the dominant Bath transport medium regionally and locally. Maine Central Railroad freight and passenger traffic and schedules into Bath have been declining in recent years. There is no organized air passenger transportation into Bath, no early likelihood of any (unless by helicopter) and no place for a conventional landing field. There could be a regional sea-plane landing facility in Merry Meeting Bay that would be safely non-conflicting with the approach pattern of military flying at the nearby Brunswick Naval Air Station.

Routes of the Bath local bus company in 1958 afforded surprisingly wide tho' necessarily infrequent service throughout urban Bath all day. Several Maine Central or Greyhound highway busses paused daily in 1958 in Downtown Bath on their coastal routes to Portland and Boston.

However, the individual automobile was in 1958 the major transport medium for Bath residents and Bath shipyard and other manufacturing workers.

#### Major Circulation Problems

The circulation problem that has plagued Bath for years is that the City's Central mid-section is one enormous intersection. State highway department improvement being made to the Carleton Bridge approaches should improve the situation, yet the peculiar configuration of the community remains to create additional problems in the years ahead. The long narrow shape of Bath forces all north/south traffic onto one or two streets parallel to the Kennebec river. Intersecting this narrow north/south pattern are the some 8000 cars which travel route 1 each day. Further complicating the issue is the railroad which must also get through the mid-section and onto the Carleton Bridge. Traffic volumes townwide and downtown are illustrated on accompanying maps.

If the circulation pattern worked smoothly it would be an ideal mating of circulation and land use. The bridge approach separates industrial from commercial land use, traffic arrives at the central business district almost immediately after leaving the bridge, through traffic approaches the city through non-residential land use until almost at the bridge itself. However the pattern does not work well, particularly at such critical points as the peak hours at intersections about the County Court House, the Washington St./Leeman Highway intersection and almost without exception throughout all of the Central Business District.

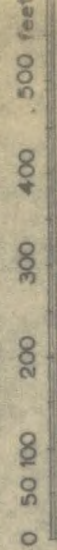
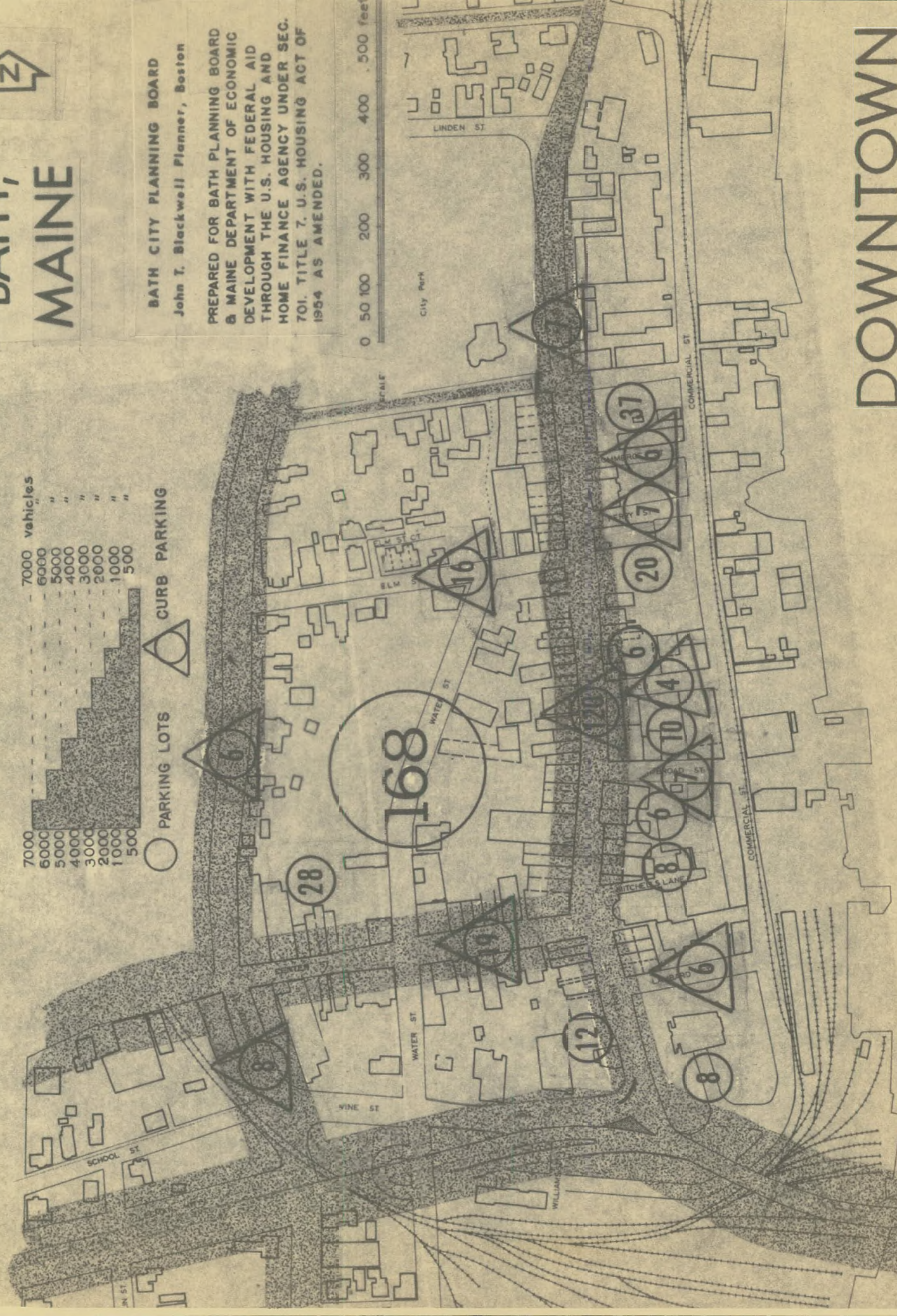
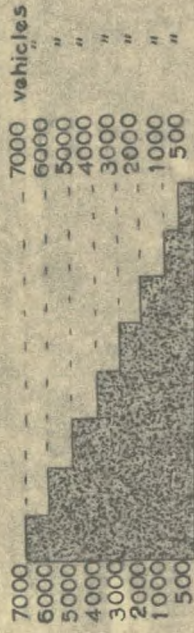
# TRAFFIC VOLUMES AND PARKING 1958

# BATH, MAINE



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DOWNTOWN



Needed major improvements as seen by the Planners include

(a) Complete mixing interchange needed for the Washington St., Water St. and Leeman Highway confluence.

(b) A revision of Central Business District streets, based on good contemporary shopping center design; in terms of parking lot location, sales locations, and easiest vehicle flow.

(c) New streets for Bath's growth area which are located and tied into the existing street pattern in such a way as to remove the present heavy traffic on a few Bath Streets, particularly the heavily travelled north/south Washington and High Streets.

(d) Street facilities which can remove traffic destined for the Phippsburg area before it reaches downtown.

(e) New street facilities of Bath's western boundaries which can move traffic destined for Bath's residential growth area north of Leeman Highway and to the Iron Works, Hyde Windlass Industrial complex south of Leeman Highway, without first bringing it all the way downtown as is the case today.

### Parking

Downtown Bath's immediate parking problem (considering the Central Business District's general unattractiveness and recently declining retail trade position) is (1) to improve existing lots making them more attractive as a foil against the shabby appearance of the district as a whole, and (2) attempt to get more equally distributed special arrangement of available space. The problem today as seen by the Planners is not one of immediate development of extensive new lots but rather to pave and landscape existing lots and to add additional space east of Central Business District. Today many downtown lots look like unimproved vacant land.

Some 510 spaces are located and divided between curb and lot parking as shown on the accompanying map.

Eventually, if Bath adopts the Planners' redesign proposals and recommendations for increasing sales in the Central Business District, considerable new parking space will have to be added as our plans indicate. Immediately though, the Planners feel that Bath resources should be directed towards cleaning-up, paving, putting in curb stones, planting tree and shrubbery and painting guide and direction lines on its present lots in an attempt to reverse declining retail sales. A water front parking lot should also be developed to give additional parking space to the east side of Central Business District.

Rail, Ocean and Truck Transportation

## Ocean Transport

Important ship transported items arriving in Bath during 1957 were 8 boatloads of coal (over 11,000 tons each) and 58,620 bushels of sardines. There were no ocean-transported items leaving Bath as nearly as we can determine, with the assistance of the City administration.

Ocean transport into Bath in near future years will not increase much, if anything, it will decline, we believe, because of the slowly decreasing industrial use of coal, and the almost total cessation of domestic use of coal. Incoming shipments of sardines, a small, but important item to Bath's economy should continue at present levels as long as herring continue running at today's level (see economic base section).

The possibility of increasing ocean transport into Bath seems contingent upon the community's ability to attract industry which depends upon ocean shipment either for large-volume low-cost reasons, or for necessity (as fish transport for processing in Bath, seaweed or ocean algae oriented industries, or plankton processing, a much discussed but as yet little-investigated entrepreneur endeavor).

The Planners feel that Bath has little likelihood of attracting industry which depends upon volume shipment ocean transport because of tight site problems along the waterfront. The second possibility, that of harvesting the sea for resources now little used can become an increasingly important economic factor for seaside communities in the decades ahead, if for no other reason than the constantly expanding world population which must be fed. However, the planners feel that it is too early as yet to look for any Bath growth from such sea-harvest developments.

## Rail Transport

Technologic and strategic needs will require continuance of rail freight service into Bath Iron Works for a long time to come, we believe. However, the events of 1957 and 1958 make doubtful the continuance of railroad over the Carlton Bridge and thence eastward. Rail freight facilities to the river coal wharf in Bath seem likely also to be needed for many years to come.

The Table below tabulates incoming and outgoing freight car loadings into Bath for 1957. Significant is the fact that Bath is a "receiver" city, if coal is subtracted from outgoing shipments. Present trends indicate that coal is becoming an increasingly less used regional commodity. For downtown planning purposes this may mean a diminishing waterfront coal pile in the years ahead. Most of the other rail shipped commodities (except for scrap iron and heavy machinery shipped from Bath Iron Works) are goods which increasingly are transported by trucks. The Planners feel that in the years to come, rail freight in and out of Bath will be less a planning factor than today, and that truck transport will become the major mover of Bath goods.

## 1957 FREIGHT CAR MOVEMENTS, BATH, MAINE

	<u>Forwarded</u>	<u>Received</u>
Sardines	79	4
Machinery and Steel	105	162
Coal	1,376	49
Groceries		57
Feed and Grain		57
Lumber	3	19
Scrap Iron	32	
Automobiles		24
Salt		6
Newsprint		4
Road Material		1
Misc. (Boats, Furniture, Con- tractors Material, Oil)		<u>20</u>
Total	1,595	403

## Highway Transport

Neither Bath or Brunswick has a major truck transport warehouse making it almost impossible to judge the volume of goods now moving into the region by this form of vehicle. However, the Planners feel that any major new truck warehousing and transfer facilities in Bath are doubtful. For land planning and economic reasons Brunswick, occupying a natural crossroads location, is more likely to receive these regional facilities than Bath.

Section VIIIPopulation Analysis

Bath's population growth, closely tied to its single large manufacturing employment, has gyrated widely during the last hundred years. The 14,731 high in 1920 was left over from World War I boom activity beginning in 1918 and major lows are tied to depressions -- 1870, 1910 and 1930. Only during the 1910-1920 decade was the growth rate exceptional, almost 57%, but more people left Bath during the following ten years than had come during the previous ten. In the hundred years, 1850-1950, the population increased only 32.6%, only about half of one percent a year.

Neighboring Brunswick, with its more diversified employment base, followed a steadier and more normal growth pattern until 1952 when Naval Air Station personnel sent the rate sharply upward. Bath too has been affected by the establishment of the Base. There were 205 military families living in Bath in 1957 and although these individuals will be only temporary residents, others probably will replace them. The military then can be viewed as a permanent revolving group of perhaps 200 to 300 families or 600 to 900 people, superimposed on Bath's population base.

TABLE I

	<u>BATH</u>		<u>BRUNSWICK</u>	<u>STATE</u>
	<u>Population</u>	<u>% Change</u>	<u>% Change</u>	<u>% Change</u>
1850	8020	-	-	-
1860	8076	/.7	- 5.1	/.7
1870	7371	-8.7	- .7	/.2
1880	7874	/.6.8	/.14.9	/.3.5
1890	8723	/.10.8	/.11.7	/.1.9
1900	10477	/.20.2	/.13.2	/.5.0
1910	9396	-10.3	- 2.7	/.6.9
1920	14731	/.56.7	/.9.7	/.3.5
1930	9110	-38.0	/.4.7	/.3.8
1940	10235	/.12.4	/.13.9	/.6.2
1950	10644	/.4.0	/.28.0	/.7.9

The five southwestern counties of Maine constituted 49.5% of the total population of the state in 1950 and 45.5% in 1850, but experienced considerable differences in population growth.

TABLE II

Five Southwestern Counties

<u>% to</u> <u>State</u>	<u>1850</u>		<u>1950</u>	<u>% to</u> <u>State</u>
4.0%	21,569	Androscoggin	83,594	9.1%
14.2%	79,538	Cumberland	169,201	18.5%
11.6%	62,521	Kennebec	83,881	9.6%
4.1%	22,298	Sagadahoc	20,911	2.3%
11.3%	<u>60,098</u>	York	<u>93,541</u>	<u>10.0%</u>
45.2%	246,024		451,128	59.5%
100.0%	538,169	State of Maine	913,774	100.0%

Sagadahoc County, of which Bath is the only urban center accounting for over half of the county's population, had in 1950 nearly one-fourteenth less people than in 1850. Meanwhile Androscoggin County grew to nearly four times its 1850 population; Cumberland to nearly two times; York County and Kennebec County to one and one-half and one and one-third respectively. The over-all loss in population for Sagadahoc is accounted for by the decline in the number of persons resident and employed on farms. However the same trend has been extant in the other enumerated counties but has been offset by a steady migration to urban centers which offer more varied employment and higher wages. Also, Sagadahoc is the least heavily urbanized of the five counties. The urban segment of the population for the total of the five counties is 68.6% while 50.9% of the Sagadahoc population is urban, all concentrated in Bath.

Assuming continuance of the major shipbuilding and related manufacturing employment in Bath, and given no significant new kinds of employment, there could continue to be a rather uneven population growth pattern involving considerable in- and out-

migration tied to major economic cycles with a long-term outlook for very gradual population increase.

Other factors point to a low rate of growth too. Bath's population is older than that of either the state or the nation. Median age is 33.5 for Bath, 30.0 for Maine and 30.4 for the nation. People over 65 years of age comprised 12.4% of Bath's population while only 10.2% of the state population fell in this age group and 8.2% of the national population. Bath had 842 people over 70 while neighboring Brunswick, with essentially the same population, had only 450. Divergence in the over-50 age group is greater still, with 27.8% of Bath's population in this category, as compared with 24.8% for the state and 23.7% for the nation. Moreover, in 1950 only 19.1% of Bath's population was in the 20-34 year old major child-bearing bracket compared with 21.3% for the state and 23.2% for the nation. The neighboring town of Brunswick gets an injection of youth from Bowdoin College enrollment which, in 1950, was counted as part of the local population by census takers. However, this is a stable factor and once noted, does not preclude comparisons between the two cities. Median age for Brunswick in 1950 was 29.2. Nine and six-tenths per cent of the population was over 65; 23.6% was over 50 and 24.4% of its population was aged 20 to 34.

As would be expected, Bath has a smaller proportion of children than does either the state or the nation. Children under 15 years of age comprised 26.5% of Bath's population, 27.7% of the state's and 27.1% of the national population. Brunswick, on the other hand, had only 21.6% under age 15, probably because of the heavy weighting by Bowdoin enrollment of the 15 to 24 year age groups.

The tentative conclusions can be drawn that Bath's relatively old population is producing fewer children than are the state and nation and that a good many of the children produced are destined to leave home when they reach working age to seek employment elsewhere. Again the inescapable suggestion presents itself, that the key to a growing population lies in the attainment of a more diversified employment base. Growth, however, is not inherently good and only consideration of all the diverse factors affecting Bath's economic and sociological health can produce a pertinent value judgement concerning growth.

Bath's population is one of the more homogeneous of Maine municipalities in terms of racial and national background. Only 6.2% are foreign-born as compared with 11.5% for the state and 10.4% for Brunswick; and more than two thirds of Bath's foreign-born residents are from Canada. Bath people are also better educated than their neighbors in Brunswick and than the state population. Median number of school years completed by Bath residents over 25 years of age is 11.0; by Brunswick residents, 9.0; and by State-of-Mainers, 10.2. Bath people who have completed one to four years of college comprise 6.3% of the population as compared to 7.3% for Brunswick and 6.5% for the state.

Median income for families and unrelated individuals in Bath is \$2401, almost \$400 more than Brunswick's \$2042 and almost \$200 more than the state's \$2213. The relatively high average wage of the durable goods manufacturing which supplies Bath's major employment exerts an upward pull on the income level but this is partially offset by the swings in employment which seem to necessarily attend this kind of industry.

We have projected Bath's population growth on the basis of the 100 year period 1850-1950, on the period 1930-1950, and then on the perhaps more representative period since the turn of the century. It is a straight line projection assuming the same influences in the future which have been obtained in the past.

TABLE III

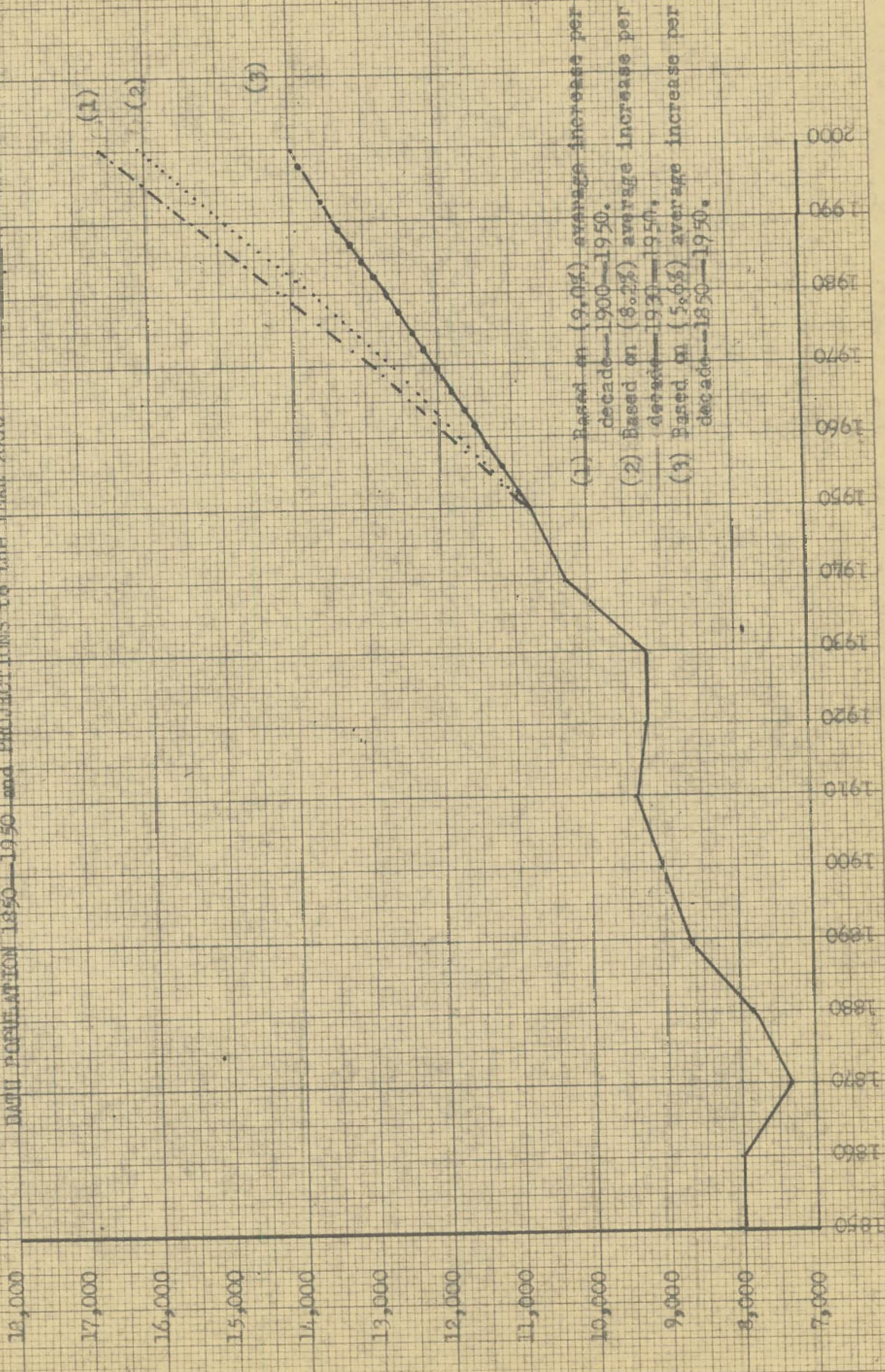
Bath Population Projections

	<u>Low</u> <sup>1</sup>	<u>Medium</u> <sup>2</sup>	<u>High</u> <sup>3</sup>
1950	10,644		
1960	11,240	11,517	11,602
1970	11,869	12,461	12,646
1980	12,534	13,483	13,784
1990	13,236	14,589	15,025
2000	13,977	15,785	16,377

1. Based on 5.6% average increase per decade experienced 1850-1950.
2. Based on 8.2% average increase per decade experienced 1930-1950.
3. Based on 9.0% average increase per decade experienced 1900-1950.



BATH POPULATION 1850-1950 and PROJECTIONS to the YEAR 2000



(1) Based on (9.0%) average increase per decade—1900—1950.  
 (2) Based on (8.2%) average increase per decade—1920—1950.  
 (3) Based on (5.6%) average increase per decade—1850—1950.

Such projections obviously do nothing more than establish a predicted trend line. The wide fluctuations which have characterized Bath's population history have been averaged into the trend. It is more realistic to assume that the future will be similar to the past. For instance, in any decade, the population figure might be four or five thousand higher than it would be in the following decade.

Our predictions, developed statistically, show a very slight Bath population growth for the coming decades. However, several evolving factors could make for higher than statistically predicted population schedules. Any new major regional industrial firms could raise Bath's population. A redeveloped downtown could attract regional population to Bath. An increasingly large elderly national population means a large retired group with specific desires and needs. Bath, with an existing large elderly population, might find itself becoming much more a retirement center than it is today. For reasons such as this, precise population prediction is impossible over a long span. The consultants stress the continuing need for revision of predictions as new factors come to light.

SECTION IX  
Bath Housing Conditions

Bath's housing reflects the cumulative characteristics of a careful, industrious and individualistic citizenry. The best of Bath's housing, and indeed the greater part of it, expresses the temper of the shipbuilding city with its face turned always to the sea. It is dignified, conservatively designed, solidly built, well-preserved and, for the most part, quite old. The two federal housing projects which announce themselves as the expedients of times of large and temporary population growth are an exception. They represent the only significant quantity of relatively new housing, built later than 1920. They were erected in 1942 and operated by the Bath Housing Authority until last year when they were offered for public sale, along with 26 acres of vacant land adjoining Lambert Park. Demountable housing which was sold and removed originally stood on this tract. One hundred and thirty-two buildings at both projects were sold to private individuals and the rest, seventy-four, went to a single private real estate interest, for proposed continued use as rental dwellings. The twenty-six acre adjacent tract was sold to a developer who plans to sub-divide it into about eighty-five lots with modern homes to be built over a ten-year period.

Most of Bath's housing, 67.6%, is in single-family detached structures and 60.2% of all dwellings are owner-occupied. More than 2/3 of the owner-occupied units are owned outright without a mortgage. There are now a few contemporary homes but the proposed construction mentioned above represents Bath's most pronounced move so far in the direction of the ranch- and split-level neighborhood development.

Three-quarters of Bath's housing was built before 1919. Yet 17.2% has been built since 1940; a large percentage compared to the 12.6% for urban and rural-nonfarm Maine. The two federal housing projects account for about 88% of all housing built since 1940. This is, as mentioned previously, an expression of a population basically stable in size but which has characteristically experienced large periodic upward fluctuations.

TABLE IAge of Housing

YEAR BUILT <sup>1</sup>	BATH		BRUNSWICK	MAINE <sup>2</sup>	U.S. <sup>2</sup>
	<u>Number</u>	<u>Percent</u>	<u>Percent</u>	<u>Percent</u>	<u>Percent</u>
1940-1950	600	17.2	10.8	12.5	21.6
1930-1939	90	2.6	6.6	11.4	13.1
1920-1929	120	3.4	9.1	12.1	20.7
1919 or before	2670	76.8	73.5	63.9	44.6

1. Based on 20% sample.

2. Urban and rural nonfarm only.

Source: 1950 U. S. Census

TABLE IINew Dwelling Units in Bath Since 1950

<u>YEAR</u>	<u>NO.</u>	<u>YEAR</u>	<u>NO.</u>
1950	5	1955	8 / 2 conversions
1951	4	1956	10 / 4 conversions
1952	5 / 1 conversion	1957	8
1953	9	1958 (to Aug)	7
1954	7	Total	<u>56</u> / 7 conversions

TABLE III

Occupancy Characteristics & Type of Structure

	BATH		BRUNSWICK	MAINE <sup>1</sup>	U.S. <sup>1</sup>
	Number	Percent	Percent	Percent	Percent
Occupied					
Dwelling Units	3188	100.0	100.0	100.0	100.0
Owner-occupied	1919	60.2	45.3	59.4	50.0
Renter-occupied	1269	39.8	54.7	40.6	43.7
All dwelling Units	3583	100.0	100.0	100.0	100.0
1-family	2444	68.3	37.1	66.1	61.0
2-family	500	16.7	26.8	17.2	16.9
3-and 4-family	219	6.1	18.0	9.0	8.5
5- to 9-family	315	8.8	11.1	5.0	5.3
10-family and over	---	---	7.0	2.3	7.7

1. Urban and rural nonfarm only

Source: 1950 U. S. Census

There has been little or no incentive, or need, for Bath people to build new permanent housing over the years. Existing housing has been lived in and cared for with the expected result that there is not much evidence of blight. Housing is 71.2% non-dilapidated and equipped with private bath and toilet facilities and hot water, as opposed to 65.6% for Brunswick and 55.4% for urban and rural nonfarm Maine.

Furthermore, Bath people are not crowded. There is a median of 3.0 persons per occupied unit and only 7.8% of these units house 1.01 or more persons per room, compared with 9.1% for Brunswick and 12.1% for the State (urban and rural nonfarm).

Median value of one-dwelling unit owner-occupied structures in Bath is very low compared to all other Maine urban places -- only 68% of the figure for the next lowest of thirteen municipalities. Value, for Census purposes, represents the amount for which the owner-occupant estimates that the property would sell under ordinary circumstances and in the case of vacant property for sale, the asking price. Thus lack of demand for housing in Bath is probably the most important value determinant. Concomitant factors would be the age of the housing along with its small original cost. Replacement cost, important elsewhere, is probably not considered by owners who have never had reason to think

of building new homes and who, in addition, have had little hearsay knowledge of the costs of building. New home construction can't be a dominant conversational theme in a town where only about 60 new dwelling units have gone up since 1950 and where most of the building between 1940 and 1950 was of government financed structures.

TABLE IV

Selected Housing Characteristics

	Dwelling Units with 1.01 or more persons per room (Percent)	Mortgaged <sup>2</sup> (Percent)	Median value of 1-dwelling unit structures (Dollars)
Auburn	10.7	46.2	\$6,885
Augusta	9.1	43.0	7,689
Bangor	9.3	33.8	7,722
BATH	7.8	31.4 <sub>3</sub>	4,518
Brunswick	8.3	- <sub>3</sub>	7,075
Biddeford	10.6	42.4	7,437
Saco	9.7	45.2	6,777
Maine <sup>1</sup>	12.1	31.8	4,856
U.S. <sup>1</sup>	14.8	43.6	7,400

1. Urban and rural nonfarm only.
2. Restricted to owner-occupied 1-to 4-dwelling unit structures.
3. Not available.

Source: 1950 U. S. Census

In 1950, Bath had 219 three- and four-family and 315 five- to nine-family residential structures and none in the ten-family or more category. These comprised about 15% of Bath's housing. Brunswick on the other hand had 34.2% of its housing in such multi-family structures. Hyde and Lambert Parks account for 25 of these multiple dwellings in Bath; most of the remaining are concentrated in the downtown area. It is these centrally located buildings which are most susceptible to blight because of the relative congestion, heavy traffic conditions, proximity to commercial and industrial land uses, and often too economical and unimaginative types of construction. Some of these buildings detract from

the aesthetic qualities of the downtown area and provide only substandard living quarters to their occupants. Bath, with its large elderly population and a trend which points to gradual growth of the older age groups, needs multiple housing in areas located near service and trade facilities. In Bath this means within walking distance of downtown. It is possible that by using Urban Renewal tools, particularly some form of private enterprise renewal, multiple housing construction could be encouraged in planned locations adjacent to the closely developed downtown shopping area.

Lambert and Hyde Park, both of which contain one-, two- and multi-family structures and which were built as government housing projects primarily to house the wartime Bath population bulge, are peculiarly subject to blight as are all such developments. Careful attention to city street and rubbish services plus stringent enforcement of building, health and sanitation codes are often all that is necessary to prevent such densely populated developments from eventually exerting a negative influence on the city's housing standards.

TABLE V

Dilapidation and Sanitary Facilities  
13 Maine Communities

	<u>Dwelling units with hot running water, private toilet and bath, not dilapidated (Percentage)</u>	<u>No running water inside dwelling unit (Percentage)</u>	<u>Dilapidation (Percentage)</u>
Auburn	69.5	4.4	4.0
Augusta	71.6	6.1	6.8
Bangor	75.6	3.0	7.1
BATH	71.2	3.9	6.0
Biddeford	68.7	1.2	2.8
Brunswick	65.6	0.3	15.8
Lewiston	68.5	0.9	3.1
Portland	79.5	1.1	4.7
Saco	70.5	2.9	8.2
Sanford	77.2	0.8	3.1
S. Portland	91.9	0.3	1.5
Waterville	75.4	0.6	4.5
Westbrook	73.1	2.3	1.7
Maine, urban and rural non-farm	55.4	15.7	7.9
Maine, urban	71.1	1.7	5.6
U.S., urban and rural non-farm	70.4	11.0	7.4
U.S., urban	78.5	3.8	5.9

Source: 1950 U. S. Census



### Urban Renewal for Bath?

Urban renewal is a federally-sponsored program for clearance or rehabilitation of blighted residential areas. Communities which can qualify get 2/3 of the project costs in federal aid. Maine as yet has no legislation to extend this aid to small communities. To qualify, the community must demonstrate in stipulated ways that it is willing to meet its end of the bargain and that it has a blight problem.

In their field check of housing the Planners saw no areas of dilapidated housing which by their extent, patterning and degree of blight might qualify for existing federal urban renewal aid. However, this does not imply that Bath has no dilapidated housing problem, only that under present legislation the Planners feel Bath would not qualify for federal aid. Substandardness figures (see page 62) reveal that Bath has a slight but nevertheless existant housing problem. If present liberalizing trends continue, it is not unlikely that national and state urban renewal legislation will be broadened to the degree that Bath might qualify for aid not only for renewing dilapidation in housing but in other land uses as well.

### A Housing Program

Bath's immediate problem is to gear municipal powers to the blight problem, to demonstrate that the community can or has developed and will enforce codes and ordinances capable of fighting blight in the individual structure. (This must be demonstrated before a community can qualify for present urban renewal aid under the "workable program" requirement.) The Planners feel that adoption and vigorous administration of the following recommendations can do much to reverse any blight trends in Bath, as well as laying the groundwork for eventual Bath qualification for urban renewal aid if existing legislation is broadened and liberalized:

1. Existing health, sanitary and building codes should be enforced at the maximum permissive level.
2. Bath should require that private developers supply maximum amenities to sub-divisions. Should the

community later have to add sidewalks, curbs and trees on sub-division streets? Many towns now require these features at the time of sub-division construction.

3. Contemporary zoning, sub-division and building ordinances with rugged enforcement machinery should be developed. Bath has been fortunate that even under the strain of large and unpredictable population expansions followed by equally large and predictable contractions, its housing conditions have remained essentially wholesome. In the future under the pressure of gradual growth plus perhaps intermittent temporary population ballooning, the community may require ordinance machinery to keep its housing in good condition.

SECTION X - Community Facilities

Public and Semi-Public Lands and Buildings in Bath, Maine

Churches

Elm Street Baptist  
Corliss Street Baptist  
Winnegance Free Will Baptist  
St. Mary's Catholic  
Bath Advent Christian  
Christian Science  
Central Congregational  
Winter Street Congregational  
Grace Episcopal  
Beth Israel Synagogue  
Beacon Street Methodist  
Wesley Methodist  
Nazarene  
Salvation Army  
Church of the New Jerusalem  
Pentacostal  
International Church of the Four Square Gospel Assembly

Schools

Dike  
Fiske  
Huse  
North Primary  
North Grammar  
Mitchell  
Washington St. Primary  
Junior High  
Morse High

Recreation, City

Goddard's Pond Skating Area  
Center Street Pond  
Sewell's Pond  
Hyde Park Recreation Building  
Kelly Field  
McMann Field  
Kimbell Field  
Godlard's Field  
Varnum Field

Recreation, other

Bath Country Club  
Two Bowling Alleys  
One Movie Theatre  
Y.M.C.A.

Cemeteries, city

Oak Grove  
Maple Grove

Cemeteries, other

Dummer Street  
Winnegance  
Catholic  
Trufant

Clubs and Social Institutions

Elks  
American Legion  
Knights of Columbus  
Knights of Pythias  
Sons of Union Veterans  
Masons  
Odd Fellows  
Colonial Club  
Pine Tree Society  
Old Ladies' Home  
Old Folks' Home

Other Municipal Facilities

Bath Water District  
City Dump  
Brown Farm  
Dog Pound  
City Garage  
City Hall  
Central Fire Station

Hospitals

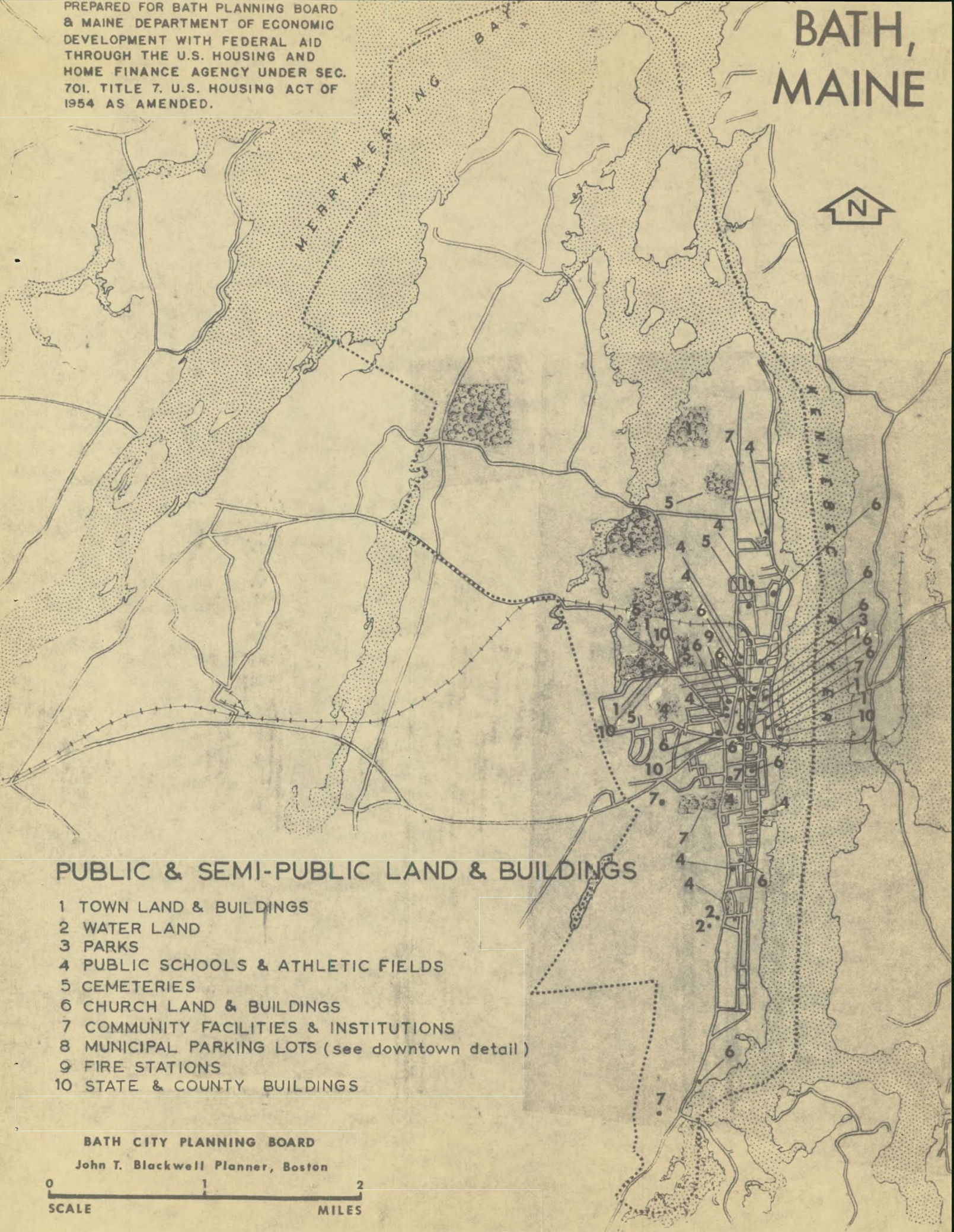
Bath Memorial Hospital  
Hyde Memorial Hospital

Other

State Armory  
County Court House  
U.S. Post Office

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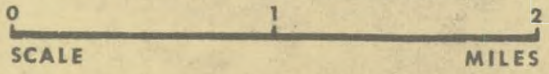
# BATH, MAINE



## PUBLIC & SEMI-PUBLIC LAND & BUILDINGS

- 1 TOWN LAND & BUILDINGS
- 2 WATER LAND
- 3 PARKS
- 4 PUBLIC SCHOOLS & ATHLETIC FIELDS
- 5 CEMETERIES
- 6 CHURCH LAND & BUILDINGS
- 7 COMMUNITY FACILITIES & INSTITUTIONS
- 8 MUNICIPAL PARKING LOTS (see downtown detail)
- 9 FIRE STATIONS
- 10 STATE & COUNTY BUILDINGS

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Community Facilities and RecreationPATTEN FREE LIBRARY

The library, erected in 1899, was a gift of Galen C. Moses and is presently more than 50% maintained by endowment fund income. It has an exceptionally large book stock for a community of Bath's size. It also has some special collections including the Whitmore 700-volume collection on ships and a historical collection from the library of William King, Maine's first governor. However, yearly book acquisitions are necessarily small. The library is severely limited in this as well as in other respects by the size of its budget. It gets only about \$11,000 a year (less than \$1 per capita) for maintenance, salaries, regular yearly book replacements and additions, and expansion. The American Library Association recommends an expenditure of \$3.50 per capita. This figure seems high for small cities but Bath's \$1 per capita is far below adequate.

About 34% of Bath's adult population has library cards and 43% of all children are registered by their parents. While adult use of the library in terms of the number of volumes circulated is relatively high, use by children (under 14 years of age) seems unusually low. Only 4.6 volumes per Bath child were borrowed from the library last year. Children's circulation, according to the American Library Association, should be between 10 and 30 volumes per capita. Also, story-telling sessions and other children's activities, in spite of efforts by the library staff, have been unsuccessful because of insufficient interest on the part of youngsters.

The building, set upon a slight eminence in City Park, is in good condition. The tile roof was replaced last year at a cost of \$5000 and the interior of the building was painted. New lights were installed about five years ago. The major physical deficiency is lack of sufficient space for all activities and storage. The basement, which has its normal share of subground-level dampness, is currently used for overflow book storage. Fireproof stack space is needed. Reading room space is also limited, especially for children. The Library Trustees are considering the addition of a wing to house the children's collections. The Planners feel that increased space and budget for Children's Library activities is a library improvement unquestionably a matter for community concern considering the children's light use, and that a committee of citizens and library consultants should study the matter.

The library has no film or record collections and no viewing or listening rooms.

Recommendations

A detailed recommendation on Bath's library system is not within the scope of this report. There is a need for increased budget to meet salaries commensurate with the requirement for professionally trained staff, for more extensive book acquisition and to cover extra services not now offered but recommended to encourage greater use of the library.

The Planners recommend a study by library experts to ascertain the extent and kind of physical and operational expansion required to effect and maintain optimum usefulness of library facilities, especially as it is related to the younger Bath reading population who most need the facilities of a vital, contemporary library facility.

American Library Association Suggested Standards  
for a Library Serving a Population of 10,000 to 25,000

	<u>Patten Library</u>	<u>ALA Standard</u>
TOTAL BOOK STOCK	About 40,000 vols. About 50 periodicals	28,000 vols. (or 2.5 per capita, period- icals, films, records)
YEARLY ADDITIONS TO STOCK	About 800 vols.	1500 vols. (about 5% of total stock)
CIRCULATION		
Adults	3.4 vols. per capita	3-10 vols. per cap.
Children (under 15 yrs. old)	4.6 vols. per capita	10-30 vols. per cap.
REGISTERED LIBRARY USERS		
Adults	34% of adult pop.	20-40% of adult pop.
Children	43% of pop. under 15	35-75% of pop. under 15
STAFF	3 full-time, none of whom are pro- fessionally trained	5 full-time, 2 of whom should be pro- fessionally trained
NECESSARY ANNUAL INCOME	Total \$11,000 city funds \$4,500 state funds 200 endow. inc. 5,600	\$38,000 (\$3.50 per capita)
HOURS OF SERVICE	48 hours per week (except July, Aug. - 36 hours)	50 hours per week
SERVICES	School classes visit library for instruc- tion in use of ref- erence material	Story-telling groups, film showing, dis- cussion groups, music programs
PLANT	Adequate reading room space, sep- arate childrens' room	25 sq. ft. reading room space per read- er, separate space for children and young people, special listening and viewing room



## BATH MEMORIAL HOSPITAL

The hospital, located at 23 Winship, currently has 99 beds and 20 bassinets. Operating expenses in 1958, \$556,092. Income from patients plus non-operating income resulted in a total loss of \$7,691. Income from endowments was \$20,000. The Auxiliary contributed \$9,113 plus volunteer services of an estimated value of \$11,000. The 54-member staff is composed of 17 active, 7 associate, 6 courtesy, and 24 consulting members. The hospital, with the Maine Heart Association and State Health Department, sponsors a heart clinic once a month, a monthly genito-urinary clinic and a weekly dermatology one. During 1958, 955 operations were performed. The operating room is equipped with two cardiac monitors and a positive pressure apparatus.

A 1958 fund drive brought in \$325,000. This in addition to \$268,000 obtained from a federal grant (Hill-Burton) will provide a new 64-bed wing and some modernization including a progressive care system, a new heating plant, space for a power generator, and possibly a laundry. The Auxiliary has established a reserve to be accumulated for the installation of a hospital coffee shop and a recovery room in the new wing is planned to be paid for with funds from the Junior Hospital League.

## HYDE MEMORIAL HOSPITAL

The Hyde Memorial Hospital was established 10½ years ago as a rehabilitation center for children and adults in the Hyde family mansion, donated to the Pine Tree Society, Easter Seal agency for the State of Maine. The home was built in 1913 at a cost of between 2 and 3 million dollars. It has a swimming pool in the basement, reputed to be the largest one in the state, used for therapy. Federal funds under the Hill-Burton Act have been obtained for the construction of a new wing to be added this year which will house all of the present adult therapy facilities. The funds also will provide for expansion of services and additional staff. Rooms now used for adult therapy will be converted into office space and a conference room, necessary because the hospital is a center for state-wide meetings on rehabilitation matters. A job placement service will be added to present adult occupational therapy services when the new wing is completed.

The hospital is licensed for 51 beds. It has a complete range of equipment for childrens' therapy. Occupational therapy facilities include a practice kitchen and a workshop which teaches industrial and clerical occupational skills.

The 13-member administrative and professional staff includes physical, occupational and speech therapists. A vocational rehabilitation counselor visits the hospital weekly and an amputee workshop is held once a month.

The expanded program for adults will provide the only facility in the state for complete evaluation of learned skills in simulated job situations.

#### BATH FIRE DEPARTMENT

Bath's fire protection rating under the New England Fire Insurance Rating Association's city grading schedule is fair to good. Bath is high in Class 5 of the Association's 10 classes, with about 2000 deficiency points out of a possible 5000. The Fire Department during the last three years has undertaken a program of physical facilities improvement, training program and fire prevention code at a cost of over \$200,000. As a result, Bath has risen from Class 7 in 1953 to Class 5 with a reduction in residential fire insurance rates to homeowners whose homes are within 500 feet of a hydrant from 23 cents to 19 cents per hundred dollars of coverage. Only three cities in Maine have fire insurance rates lower than Bath's.

The Bath Fire Department has five engine companies, 9 full-time employees and 59 call members. Each engine is covered at all times by the minimum number of men recommended by the New England Fire Insurance Rating Association. The Department operated four pumps, one serial ladder truck, one service truck and miscellaneous auxiliary equipment. All equipment is housed in the new Central Fire Station located just east of the main business section on High Street.

Fire protection costs Bath residents about 5½% of the total city budget yearly or about \$63,000 in 1957. This amounts to a little over \$5 per capita.

#### BATH POLICE DEPARTMENT

The Police Department has a staff of 15. The appropriation in 1957 was \$68,429, 5.6% of the city budget.

Money was appropriated in 1958 for revamping part of City Hall first floor for Police Department offices, interrogation room, and space for payment of fines by the public. The Department offices were formerly located

in the basement of City Hall where the cell blocks, photography laboratory and storage facilities remain.

The Department has one cruiser and an ambulance-cruiser with interceptor motor, both with 2-way radios. Police headquarters, manned 24 hours a day. Fire and police departments maintain auxiliary phones on each others' numbers so that when offices of either must be uncovered because of an emergency, calls can still be transmitted by radio.

Police officers attend FBI sponsored schools, police organization training meetings, plus a weekly lesson in police techniques in Bath.

#### TOWN GARAGE

Seven buildings, formerly the old city stables, comprise the town garage; all are of wood construction. Their minimum conditions impede efficient operation of this facility. Three are heated by open oil furnaces on the ground floor; another is heated by a wood burning stove. The repair shop has low head room; there are not suitable locker room facilities for workers, and only minimum office space. Both the vehicles and the repair equipment is distributed throughout seven buildings. In addition, there is insufficient room to house all of present equipment and some must be kept either out of doors or in other buildings scattered around the city.

The Planners feel that the unavoidable fire danger present in the existing buildings and equally unavoidable shabby appearance of the seven old structures next to Bath's new Junior High School and Armory give sufficient cause to the community to consider a replacement town garage facility. The present buildings are completely outdated, and present almost impossible conditions for efficient management and operation, above all represent a potential multi-thousand dollar equipment loss to the community if fire ever destroys the buildings.

#### BATH CITY HALL

This building, specifically designed and built to house city offices, serves its function well and is recommended to be retained at its present Front Street location in the Downtown Redevelopment Plan, with certain modifications as shown on Downtown Plan.

## RECREATION

The Bath Recreation Department has one full-time director and seasonal employees. The budget has risen some since 1957 when it was \$12,650 to \$15,646 in 1959. This amounts to about 1.3% of the total city budget. The 1959 budget proposal includes \$2,850 for a new job combining general maintenance of fields and buildings and covering the desk in the director's absence.

## Facilities and Programs

### Hyde Park Recreation Center

Formerly the office building for Hyde Park Housing Project, the building was turned over to Bath and completely rehabilitated as a city recreation center. Actually two brick structures connected by a breezeway, the building provides adequate space for a full range of indoor activities. There is a hall large enough for dances, kitchen, a small extra room, lobby, recreation director's office, rumpus room, T.V. room, game room, dressing and rest rooms. Game equipment, a juke box and soda dispenser are provided. The Center is open afternoons and evenings until 9 P.M. and until 10 P.M. Friday and Saturday evenings. Parties and dances are planned for high schoolers, play activities for younger children and one night a week is set aside for adults. The building is also available for use by community organizations.

The grounds offer adequate parking space. The Recreation Department hopes to surface part of the ample outdoor area for such activities as skating, tennis, badminton, basketball and playground.

### Skating Ponds

Goddard's Pond at High and Marshall Streets;  
Center Pond at Center Street and Bluff Road and Sewell's  
Pond at High Street and Whiskeag Street.

### Ball Fields

Kelly Field, graded and seeded in 1952, has one full-size baseball diamond. Adjoining McMann Field has two football fields, one regulation size, the other a practice field. Kimbell and Varnum Fields are used by the Babe Ruth and Little Leagues in the evening and for playground activities during the day. The Recreation Department plans to circle McMann Field with a running track. Goddard's Field is used for softball, skating and as an organized playground. The city has three outdoor basketball courts.

The Recreation Department also sponsors a Summer Playground program using school building and yard facilities under trained supervision. Arts and crafts are offered, games, trips to beaches and to Reid State Park (through contributions from local organizations), a doll carriage parade, an annual picnic, and weekly events to which parents are invited.

### Other Recreation Facilities

Privately owned facilities include Bath Country Club with a 9 hole golf course, two bowling alleys, one movie theatre. The Y.M.C.A. offers a Teen-age program, roller skating and gym floor. Plans for an indoor swimming pool are underway.

### Standards

Bath can be said to meet nationally recognized city planning and recreation standards of 100 acres of publicly owned recreation land for a city of its size if the municipally-owned Brown Farm is included. About 1/4 of the total should be for active recreation, the rest in parks. Bath has 50 acres, more or less, of active recreation land. The Brown Farm covers another 50 acres and although unused and undeveloped it does have some potential as a park with access to Merrymeeting Bay. Other standards are one baseball diamond per 6000 of population; a softball field per 3000 of population; one hole of golf for each 3000 of population; one tennis court per 2000 and 15 square feet of swimming pool for each 3% of population. In addition, some more specialized kinds of recreation should be provided for each 2500 of population -- for instance, boating facilities, yacht harbor, ice skating areas, picnic centers. There should be indoor assembly facilities for each 10,000 of population.

These standards are necessarily generalized to cover nationally average situations. In many respects, they are applicable only as a frame of reference to Bath with its essentially rural surround and easy access to wilderness, national and state parks, and sea coast.

### Deficiencies

The Planners feel that Bath offers its residents an exceptionally good recreation program for a city its size. Nevertheless there are some important needs not now being met to which townspeople and officials are already giving thought. A swimming pool is essential to offer youngsters a kind of fun and opportunity to acquire skills not available from any other sport. Also Bath should have at least four tennis courts. The nearest courts now are at Bowdoin College.

Bath has potential for salt water boating facilities equaled by few cities in the East with its strategic location between Casco Bay and eastern resort areas. Development of municipal and private launching and storage facilities for small boats could mean additional dollars injected into downtown Bath business as well as welcome convenience to local boating enthusiasts.

A new gym-auditorium has been under discussion for sometime. There seems definitely to be a need for some facility of this kind. Present junior high school gym facilities are too limited to provide a full physical education program for students in the building (See School Report). The State Armory has been used in the past for this purpose as well as for large social gatherings. The High School gymnasium is now being used for big games but its floor is not standard size and it seats only about 300. The auditorium in the High School seats 1000 people and is now used for the largest city-wide presentations such as the Community Concert series. Huse School gym has a small floor and a stage and seats 350-400 people. It is also used for a hot lunch program and meetings. Fisher School auditorium is sometimes used by civic groups and the Junior High lunch room is used for small banquets. City Hall also has a small auditorium.

#### RECOMMENDATIONS

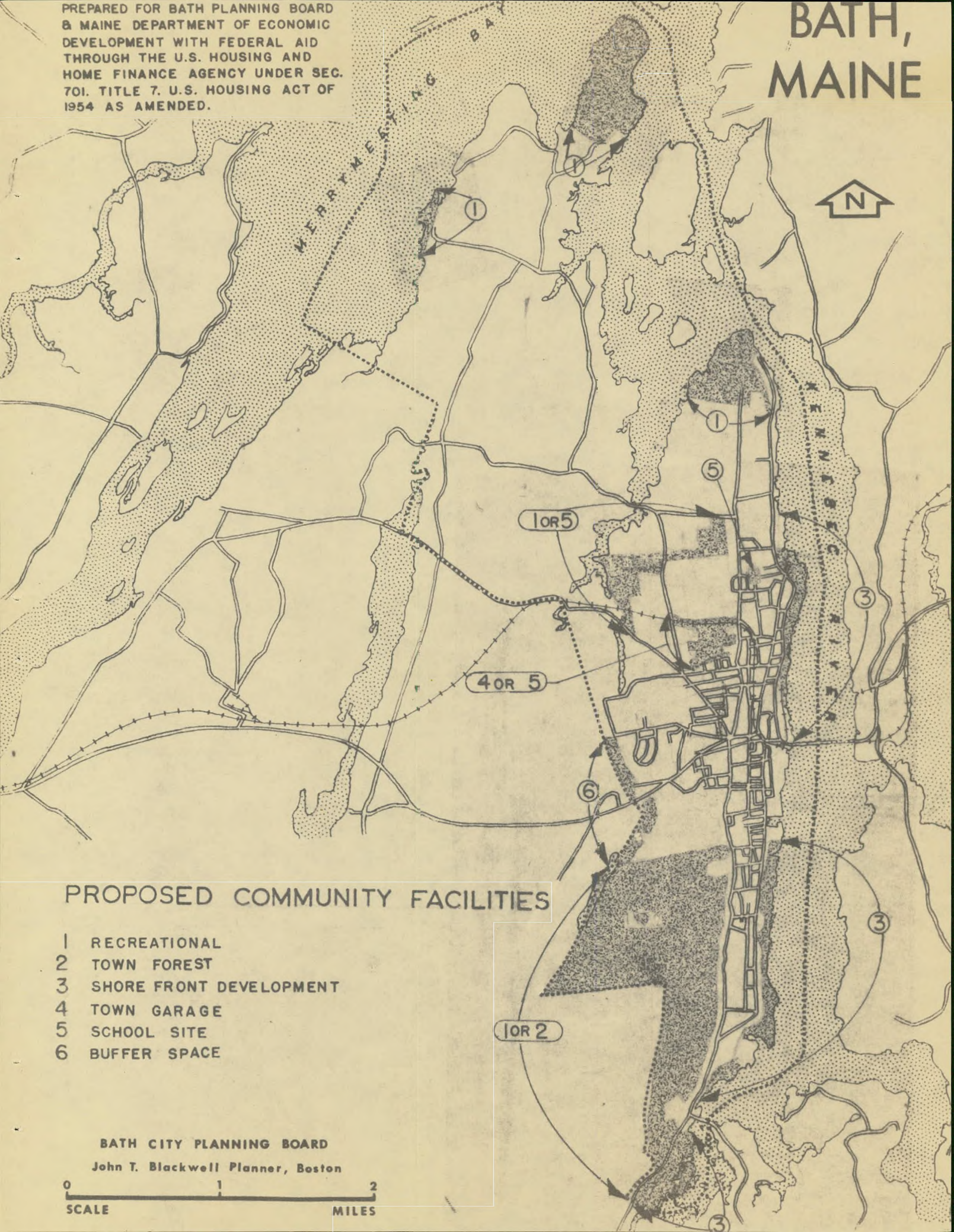
Some major deficiencies in Bath's recreation program are mentioned under "Standards" and "Deficiencies" in the preceding paragraphs. These, and some others to be enumerated, are facilities primarily for the enjoyment of Bath's own population. With only the few noted exceptions, the program provided for local use is good. However, the city's unique potential for attracting a sizable tourist trade points to a new Bath concept of recreational development. This is the very much expanded program which would induce people from a radius of several hundred miles to choose Bath as their destination for leisure activity as well as to stop the passing tourist on his way to some other end point.

Considering the large extent of open green space within Bath's boundaries, relatively little of it (less than 150 acres) is publicly controlled. With the exception of schools, the few public buildings and small parks, there are no outstanding recreational facilities or public open lands in the city. With leisure time and personal income increasing while available land becomes increasingly scarce, it is imperative that Bath take steps to meet its future requirements for public open space. With this end in view, the Planners recommend that the city begin to acquire control over an additional 1000 acres. Most of this, 900 acres, would be land held in its natural state and in town forest for municipal revenue purposes. The following specific programs are recommended for adoption.

- A. A plan for waterfront development which cleans up the whole western shore of the Kennebec. Continuous public control of the shoreline except for those essential industrial areas south of Carleton Bridge could be exercised through flood plain zoning or outright acquisition with any privately owned facilities erected on leased land.

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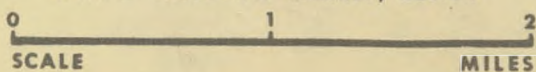
# BATH, MAINE



## PROPOSED COMMUNITY FACILITIES

- 1 RECREATIONAL
- 2 TOWN FOREST
- 3 SHORE FRONT DEVELOPMENT
- 4 TOWN GARAGE
- 5 SCHOOL SITE
- 6 BUFFER SPACE

BATH CITY PLANNING BOARD  
John T. Blackwell Planner, Boston





- (1) Shore front walkways and park spaces, extension of this treatment into the downtown area, opening up of vistas of the shoreline and the Kennebec.
  - (2) A sheltered small boat marina to accommodate power and sailing craft up to 40 feet with anchorages for larger craft, full service and repair facilities. The marina should be tied closely, both physically and functionally, to downtown.
  - (3) A motel-boatel operated in conjunction with the marina. It would function as an in-town auto hotel and overnight boat hotel offering a full range of dining and entertainment functions.
  - (4) Public boating and swimming facilities, if the elements above are developed privately.
  - (5) A marine museum. There are already a number of interesting private collections in Bath of Americana and ship models of historical interest. Some collections would undoubtedly be donated to a legitimate museum, others could be borrowed. Eventually, as the museum grew, the Planners would hope to see full scale ships and reproductions as at Mystic, Conn.
  - (6) A swimming and wading pool closely tied to other shore-front facilities large and attractive enough to accommodate not only local residents but to provide fresh water sport for those tourists who prefer it to salt-water bathing. This need not preclude another swimming pool at some other more resident-oriented location, primarily for Bath children.
- B. A contemporary open space plan which seizes upon the dynamic possibilities of grass and trees serving many functions. Elements of the plan include:
- (1) Green belts to act as buffers separating conflicting land uses.
  - (2) Small parks, strips of trees, grass and flowers functioning as relief elements, enhancing the man-made structure of the downtown and other parts of the community.
  - (3) Generous sites for future schools and other community buildings.

- (4) A Town Forest located in the 900-acre area in the southwestern corner of the city. The tract is mainly wooded and ledgy, offering only difficult building conditions. The Town Forest could serve as proselyting example of good forestry practice and as a source of municipal revenue. This area and the narrow projecting strip to the north which crosses Route 1 would form a gateway to Bath announcing to the passerby that he is entering a city which has tastefully conserved the beauties natural to Maine's coastal areas. In conjunction with town forest development the Planners propose that Lily Pond be developed as a camp and recreational site as shown on Town Plan diagrams. Also, that the 10-acre parcel in Lambert Park be secured for public purposes.
  - (5) Land at Thorne Head and West Chop Point should be reserved mainly as wilderness and wildlife preserves. Eventually both areas should have some developed but still wooded camping and picnic sites. Until the time when that becomes feasible, picknicking and camping sites should be provided at West Chop Point where a boat landing on Merry-meeting Bay could be an added attraction for campers who carry their own small boats to navigate coastal waterway. The area would be designed to bring into Bath some of the growing body of camper-vacationists who look for settings with natural beauty, uncrowded recreational potential and a minimum of modern facilities.
  - (6) Eventual public open space in the 100-acre area along the southeasterly shore of Whiskeag Creek, and in the 41-acre area just east of this but more centrally located and including land near the railroad now owned, we believe, by Bath Iron Works. Some municipal buildings and functions might be located here.
- C. A facilities plan which provides for much greater participation by the municipality and quasi-public organizations in community affairs, and which provides for certain community facilities not now available or which for various reasons should be replaced:

- (1) Future governmental building sites, so arranged as to complement other private land uses and serve in dual capacities whenever possible, as a school designed to function as a community or neighborhood meeting place.
  - a. A City Auditorium is specifically proposed as a part of the downtown redevelopment plan and is designed as an extension of the present City Hall Building.

- b. A new Town Garage should be high on the City's priority list of needed municipal facilities. This could be located on the land now presumably owned by Bath Iron Works and recommended for public open space. It is about as accessible in terms of distance to all frequent service areas as any other potential location in town and has the added advantage of quick access to the railroad for delivery of heavy supplies if need be.
- c. A swimming and wading pool for children. The Planners feel that optimal use could be made of a pool located near and operated in conjunction with other organized and supervised recreation activities. For this reason and because of the existence of toilets and dressing rooms, Hyde Park Recreation Center is a natural location. Tennis, badminton and basketball courts already planned for Hyde Park should be added as soon as possible. A nearby swimming pool would enhance the enjoyment of active summertime sports and would be more efficient administratively than if located elsewhere.
- d. To preserve all of the unique features of the city for the enjoyment of visitors as well as residents, the Planners recommend that formal arrangements be made through a quasi-public organization or committee for the planned preservation of all of the community's historic old buildings and for suitable publicity to bring them to the tourist's attention. The "Open House Day" undertaken two years ago by a local civic group might be incorporated into an overall plan for guided tours several times during the summer to public sites of historic interest as well as the private homes which have been generously opened for inspection by their owners.
- e. To broaden the range of recreational activities for Bath residents, especially for adult and elderly groups, the Planners suggest that more emphasis be put on less active pursuits. Aside from the one night weekly set aside for adults at Hyde Park Recreation Center, no provision is made for adult group activity and none is especially designed for the elderly. A group meeting place close to downtown would be most appropriate for the elderly, especially equipped for their use. Since this would require additional staffing and maintenance costs not feasible now, another night could be reserved at Hyde Park Recreation Center for adults with provision of the kind of pursuits the elderly can enjoy. These should include arts and crafts, TV watching, sewing and discussion groups and nonstrenuous games. The City's garden

- e. and flower clubs could be provided with plots of land downtown for planting and cultivation for the mutual benefit of gardeners and viewers.
- (cont'd)
- f. Since the urban, built-up part of Bath is about four and one-half miles long and only about one mile wide at its widest point, the new Central Fire Station is so located as to be within the three route-miles of all service areas required since 1951 for lower fire insurance premiums than are allowed on property outside the three-mile limit. Where present equipment, training procedures or staffing is considered less than optimal by the New England Fire Insurance Rating Association, City and Fire Department officials are already taking steps to remove deficiencies. Thus, the Consultants make no recommendations for immediate adoption.

Besides fire protection for human habitation and built-up areas, Bath has the problem of fire protection for about 3000 acres of wooded land within its boundaries. With more concentrated recreational use of these areas in the future, specifically adapted forest fire protection will assume increasing importance. The Planners therefore suggest that the City of Bath and adjacent towns join with the State of Maine Forest Service in exploring and adapting to Maine conditions some of the newest electronic forest fire detection and suppression mechanisms already being used by the U.S. Forest Service.

SECTION XISchool ReportBath Public Schools

The City of Bath School Department in 1957 was operating seven elementary school buildings and two secondary school buildings, serving pupils from pre-primary through twelfth grade. In addition, the adjoining West Bath township, under joint school superintendency union with Bath, is building a new 6 classroom elementary school, and the Roman Catholic parish of Saint Mary's, in Bath contemplates instituting a parochial elementary school in Bath in a new building in the near future.

Two of the current Bath public elementary school buildings were stimulated by World War II Bath population enlargement, two by World War I growth, and the two secondary school buildings were prompted by sheer enrollment increase beyond the capacity of former school buildings.

An inventory of major public elementary school facilities shows the following:

SOUTH OF LEEMAN HIGHWAYLILLIAN E. FISHER SCHOOL601 HIGH STREET

(1953)

Basement - Boiler Room

First Floor - Gymnasium, 8 classrooms, Teacher's Room, Principal's Office, Supply Room, Storeroom and Kitchen.

MITCHELL SCHOOLHIGH STREET

(1915)

Basement - 1 Junior Primary Classroom, Boiler Area, Recreation Room, 2 Lavatories.

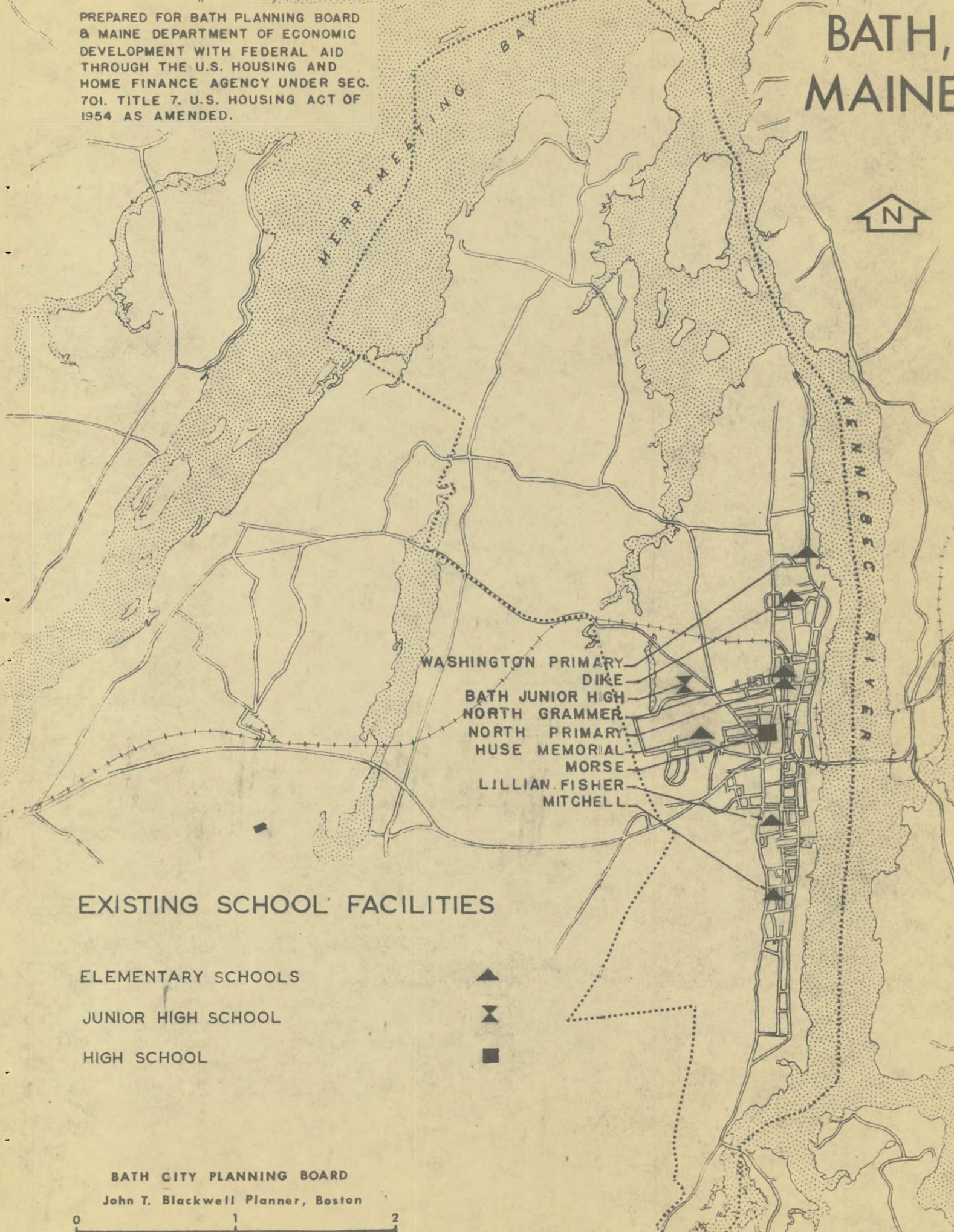
1st Floor - 3 Classrooms.

2nd Floor - 3 Classrooms.

Principal's Office in 1st Floor corridor;  
Library in 2nd Floor corridor.

PREPARED FOR BATH PLANNING BOARD  
 & MAINE DEPARTMENT OF ECONOMIC  
 DEVELOPMENT WITH FEDERAL AID  
 THROUGH THE U.S. HOUSING AND  
 HOME FINANCE AGENCY UNDER SEC.  
 701, TITLE 7, U.S. HOUSING ACT OF  
 1954 AS AMENDED.

# BATH, MAINE

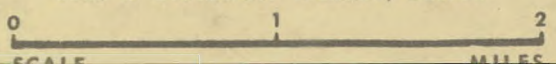


- WASHINGTON PRIMARY
- DIKE
- BATH JUNIOR HIGH
- NORTH GRAMMER
- NORTH PRIMARY
- HUSE MEMORIAL
- MORSE
- LILLIAN FISHER
- MITCHELL

## EXISTING SCHOOL FACILITIES

- ELEMENTARY SCHOOLS ▲
- JUNIOR HIGH SCHOOL X
- HIGH SCHOOL ■

BATH CITY PLANNING BOARD  
 John T. Blackwell Planner, Boston



NORTH OF LEEMAN HIGHWAYJOHN E. L. HUSE MEMORIAL SCHOOLANDREWS STREET

(1942 / 1950)

- Basement - 2 Storage Rooms, Boiler Room,  
2 Lavatories, Workshop, Janitor's  
Room.
- 1st Floor - Principal's Office, 8 Classrooms,  
Gymnasium, Storage Areas and  
Lavatories.
- 2nd Floor - Library, Projection Room, Utility  
Room, 8 Classrooms, Office and  
Lavatory.

DIKE SCHOOLDUMMER STREET

(1915)

- Basement - Boiler Room, Kitchen, 2 Classrooms,  
2 Lavatories, Storage.
- 1st Floor - 10 Classrooms.

NORTH STREET PRIMARY SCHOOLCORNER NORTH AND MIDDLE STREETS

(1850)

- Basement - Boiler Room, 2 Lavatories.
- 1st Floor - 2 Classrooms.
- 2nd Floor - 2 Classrooms.
- Attic - Storage.

NORTH GRAMMAR SCHOOLMIDDLE STREET

(1887)

- Basement - Boiler Room
- 1st Floor - 2 Classrooms, 2 Cloak Rooms and Lavatory.
- 2nd Floor - 2 Classrooms, 2 Cloak Rooms and Lavatory.
- Attic - Storage.



UPPER WASHINGTON STREET SCHOOL  
WASHINGTON STREET  
(1860)

Basement - Lavatories, Boiler Room.

1st Floor - 2 Classrooms.

2nd Floor - North End Community Club and  
1 Classroom.

The older as well as the newer Bath elementary school buildings were in 1957 being thoroughly well-maintained. By reason of construction of the Fisher, Huse and new Junior High Schools, it had become possible to close the older Weeks Street and High Street grammar schools.

The planners evaluate the Bath elementary and secondary school buildings in current use as follows:

SOUTH OF LEEMAN HIGHWAY

Fisher (1953) (Grades pre-primary - 6)

The Fisher School is located in a residential area with modest capacity for future growth, on an adequately large site. The building is set back from High Street and has an attractive lawn, also playground equipment for small children.

This building has safety features not found in most other schools in Bath. Four of the eight classrooms have direct egress to outdoors. Also, this one-story structure is sprinklered.

The classrooms are about 850 square feet, and are well decorated and equipped.

The all-purpose room is large in total area but difficult for assembly programs because the platform is quite small. The school has a teacher's room and principal's office.

This building should serve the community for many years to come.

Mitchell (1915)

The Mitchell School is located in a residential area with limited likelihood of further growth; it is on a site of less than one acre. Classrooms are small, about 750 square feet each. The extent of the building deficiencies are such, despite the skillful use of it to date, that it would appear wiser to spend public money for new construction rather than attempt to rehabilitate this 43-year old building with small classrooms although the site could be expanded by taking two or three adjoining homes. It is recommended that this building ultimately be abandoned for school purposes.

NORTH OF LEEMAN HIGHWAY

John E. L. Huse (1942-1950) (Grades pre-primary - 6)

The Huse School is located in a residential area capable of further growth, on a spacious, generally well-developed site of ten acres. Of the sixteen classrooms, ten were constructed in 1942 and six in 1950. The rooms in the older section are about 800 square feet each, and in the new section about 850 square feet. Nationally accepted standards on school-house construction recommend 900 square feet as the minimum area for an elementary classroom. Somewhat unusual in the construction of schools built as recently as Huse are the wood walls, the corridor and classrooms, and the dead end corridor on the second floor.

Huse special facilities include an all-purpose room (gym-auditorium-cafeteria), special classroom, teacher's room, library-visual education room and offices. The all-purpose room is large and has a spacious stage. However, the locker rooms are located at the opposite end of the building from the gym in the basement and are largely used in conjunction with the playground program in the summer. In the winter, the locker room is used as a music room, obviously substandard for this latter function. A large area in the basement is used as a shooting range by a private club.

This building should serve the community for many years to come.

Dike (1915)

The existing site of the Dike School is less than one acre in area but with the exception of one (or two?) intervening parcels, it is adjoined northerly by many acres more, already owned by the City of Bath. The regular classrooms are small -- about 720 sq. ft. each. The classroom furniture is fixed. Most of the blackboard area is located on the side, not the front, of the classroom. The pre-primary room is large, about 1100 square feet. There is an attractive teacher's room on the ground floor, also a PTA room. The classroom doors swing in from the corridor.

It is recommended that the site be expanded. Although the building could also be improved, a wholly new building, better placed in the enlarged site would far better serve the community.

North Primary, Washington Primary and North Grammar (1850, 1860, 1887)

These buildings are well maintained, attractively painted, and the lighting has been improved in many rooms. However, these schools are very old, have many safety and health deficiencies, have no special facilities, and are on very small sites. School use of these buildings should be abandoned immediately. The structures should be razed and the sites used as playgrounds or tot lots.

Bath Junior High (1954) Grades 5-9)

The Bath Junior High was located on Brunswick Road, northwest of downtown, in a section of the city still sparsely settled but adjacent to the high school athletic fields. The landscaping in front of the Junior High is most attractive; little has been done with its other areas as yet.

The regular classrooms are adequate in size for a secondary school and are well decorated, lighted and equipped.

The home economics room is spacious, well-lighted, has fine equipment, and can be subdivided. The cafeteria is spacious, attractively lighted and decorated, and is served by a large, well-equipped kitchen.

The shop is located in a separate, all-wood building of about 1200 square feet area. The oil heating unit is located on the shop floor and the oil tank, although outside the building, is off the ground only a few feet from the wood siding. The shop equipment is plentiful and modern, but the shop floor appears crowded.

Admittedly, lack of gym and assembly facilities in this new school hampers its educational program, but many communities have had to defer construction of such facilities a short time in the face of more pressing needs for the safety, health and basic education of their other school children. With gymnasium and auditorium, the Junior High should serve the community for many years to come.

#### Morse High (1929-1942) (Grades 10-12)

The Morse High School is located on too small a site, 1-1/2 acres, surrounded by homes, church properties and other seemingly fixed holdings. The building is well maintained and attractively decorated. Its single gym has bleachers for several hundred spectators. The auditorium can seat as many as one thousand, and is frequently used for community functions.

Lighting in many Morse classrooms could be brighter.

Both the machine shop and the woodworking shop are well equipped, but both rooms are long and narrow, appear crowded and seem to need more storage space. The two science rooms are equipped with experimental tables, but each is small--about 750 square feet. The mechanical drawing room is large, but its artificial illumination seems insufficient. The two home economics rooms are well equipped with modern furnishings. The library is very small--only about 700 square feet--and has no office or work room, needs more shelf space, and is separated from a classroom by a wooden and glass partition, not sound proofed.

The Morse High School can serve the community for many years to come. However, improvement in the special facilities should be made by redesigning existing spaces or by adding a wing of special rooms and converting the current special facilities into regular classrooms. The site should be expanded.

even though that might require displacing adjoining properties. So much is already invested in this school building (with more justifiable) and it is so well located for accessibility from most of present and future urban Bath, it would seem wise at any time an adjoining home came on the market to acquire it for school site enlargement. This will protect and improve the future serviceability of the High School.

Any question whether this building, improved after the manner above recommended, should become the Junior High School, is, we feel, distinctly a question for community study and decision.

### Health and Safety

The school building itself can importantly assist the teacher and pupil in the educational process. Poor illumination and ventilation, and limited toilet facilities do not help. School children must be as safe from fire (and panic) as possible; this basic requirement of any school building was tragically underscored in the recent Chicago School Fire. Some of the older school buildings in Bath might not meet national health and safety standards published by such sources as the Building Officials Conference of America, Illuminating Engineering Society, National Board of Fire Underwriters, National Fire Protection Association, National Council on School-House Construction and New England School Development Council.

A few specific health and safety deficiencies, listed below, were noted in Bath school buildings as follows:

#### North Primary (1850) (grades pre-primary - 3)

1. Stairs to second floor of wood, not completely enclosed with fire resistant material.
2. Wood wainscoting in corridor, stairwell and classrooms.
3. Stair to basement completely of wood, including enclosure.
4. Exposed wood joists over boiler and wood partition separates boiler room from boys' toilet.

5. Basement toilets, dark and unventilated; no hand-washing facilities in toilet rooms.
6. Fire escapes from second floor are difficult to reach, precipitous and cross unprotected windows.
7. The front exterior wall of the building is slightly bowed both horizontally and vertically.

North Grammar (1887) (grades 4 - 6)

1. Stairs to second floor of wood and not completely enclosed with fire-resistant material and stairs sag.
2. Basement boiler room contains exposed wood joist ceiling and storage.
3. There is only one exit from this building.
4. Fire escape from second floor crosses unprotected window.

Washington Primary (1860) (grades 1 - 3)

1. All wood stairs to second floor with wood dado.
2. All wood stair and all wood enclosure to basement.
3. Exposed wood joists over boiler and storage in same area as boiler; exposed wires along and through joists.
4. Dark, deep, unventilated toilets and wood partition separating toilet room from boiler room; no hand-washing facilities in the boys' toilet room.
5. Wood wainscoating in corridors, stairs and classrooms.
6. Fire escape from second floor is difficult to reach (by climbing over radiator) is steep and crosses unprotected window; fire escape ends six feet off the ground.

7. The single exit door from one of the classrooms swings into the classroom.
8. One classroom has insufficient artificial illumination -- 6 bulbs, 150 watts.

Dike (1915)

1. All classroom doors swing into the rooms, one per classroom.
2. Exits from several classrooms are on a dead-end corridor that is the only exit.
3. Storage in boiler room area with ceiling of exposed wood joists and exposed wires running along joists.

Public School Enrollments

Over the past five years Bath public school enrollments have been relatively static at about 2800 pupils. Elementary enrollments (grades PP through 6) declined after 1952 by some 160 pupils, but this was more than made up by increased secondary enrollments.

Of the 2800 pupils, approximately 140 children in grades PP through 8 were tuition pupils from West Bath and 225 in grades 9 - 12 were transported from eleven surrounding communities. An elementary school in West Bath for grades PP through 8 is under construction and is scheduled to open in September, 1959. At that time, Bath elementary enrollments will decline by about 140, due to the withdrawal of the West Bath pupils.

In 1958 there was no parochial school in Bath, although money was beginning to be raised to construct a parochial elementary school for 300 to 400 pupils. When built (no date as yet) Bath public school enrollments would of course, be further reduced.

Analysis of births in 1949, 1950 and 1951 and first grade enrollments in 1955, 1956 and 1957 suggest that migration has been negligible in the pre-school years.

Births after 1958 were estimated by advancing the number of women of child-bearing age in the 1950 census and computing birth rates for 1950 and 1955, averaging these and applying the rates to women advanced to 1960. The years between 1958 and 1960 were estimated by interpolation. The number of births arrived at, 195, is also the same as the average number of births in Bath over the past eleven years.

The remaining grades were estimated by averaging the percentage survival of children from grade to grade over the past six years and applying these percentages to the previous grades. In Grade 9, 80 tuition pupils, the average entering the 9th grade last four years, were added. In grades PP through 8 account was taken of the withdrawal of the West Bath pupils in 1959.



Total public school enrollments are expected to decline over the next ten years by some 320 pupils. This is due to the following: (1) the withdrawal of about 140 West Bath pupils; (2) the lower number of births after the peak in 1952 and 1953; (3) new parochial elementary school; (4) possible net out-migration of many in the young or married age groups; and (5) the static total population as reflected in the small number of homes constructed in Bath over the past nine years, an average of only about seven per year. Also, it is expected that Bath and neighboring communities sending tuition pupils to Bath, will grow only very moderately as during the past few years.

Public School Enrollments, Bath, Maine

<u>ACTUAL</u>					
<u>October</u>	<u>PP-6</u>	<u>7 - 9</u>	<u>10-12</u> <u>/PG</u>	<u>Ungraded</u>	<u>Total</u>
1951-2	1530	553	460	13	2556
1952-3	1702	581	448	10	2741
1953-4	1675	609	483	14	2781
1954-5	1665	652	502	14	2833
1955-6	1567	682	519	14	2782
1956-7	1573	720	549	15	2857
1957-8	1533	679	570	30	2812
<u>ESTIMATED*</u>					
1958-9	1595	645	595 <del>###</del>	25	2870
1959-0**	1460	640	600	20	2720
1960-1	1450	635	580	15	2680
1961-2	1420	645	555	10	2630
1962-3	1415	615	555	5	2590
1963-4	1435	600	550	#	2585
1964-5	1420	600	560	#	2580
1965-6	1390	630	540	#	2560
1966-7	1380	655	525	#	2560
1967-8	1390	630	530	#	2550

\* Rounded off to nearest 5.

\*\* Year West Bath PP-8 School to open.

~~###~~ Does not include PGs.

# Ungraded pupils included in total.

Our Bath 1958-1968 public school enrollment estimates are very conservative and are based on the population, schooling, and migration factors recited preceding the tabulation.

Notwithstanding the conservative, slightly declining public-school enrollment outlook, we recommend building an elementary school addition or a new building south of Leeman Highway sometime in the next five to ten years; building in the next two to five years one new elementary school, plus acquiring a site for a possible second future elementary school north of Leeman Highway, and making important secondary school-building improvements north of the highway over the ensuing ten to fifteen years for the following reasons:

1. Long-term municipal capital outlay and operating economy of one or two new buildings versus extensive renovation of five basically inadequate existing smaller elementary school buildings, Mitchell, Dike, North Primary, North Grammar, Washington Grammar, the three smallest on cramped sites.
2. Existing modest enrollment excess over combined existing seating capacities in these five schools.
3. Fire dangers in the three smallest, and physical design inadequacies in the two larger of the five named elementary schools.
4. Continuing Bath home-building and home-location changes, mainly north of the highway and trending northerly and westerly. Even though total population numbers may not change much, the enrollment locations are changing markedly; there are fewer and fewer school-age children near the Downtown Study Area.
5. Two thoughtfully-designed new elementary school buildings north of the highway (one public, one parochial?) plus provision for a second outlying northwesterly public school, would, we believe, enable Bath families and taxpayers to make best use of their capital funds, operating expenses (including bus), teaching staff and educational special facilities with flexibility for the future.

6. Bath enrollments north of the highway, could grow more than above anticipated for two reasons: a) because of more rapid homebuilding in this area than we have forecast; b) because of slightly more dynamic long-term population growth in future in Bath and in West Bath, Georgetown, Phippsburg, Woolwich and Arrowsic than we have hitherto forecast, based on metropolitan migration from Boston, Portland and Brunswick to this very attractive land-and-sea-scape of Greater Bath.

Accordingly, the planners offer for discussion the following school building plan:

South of Leeman Highway:

The Fisher School building and site are excellent and well placed for their purpose. Both the Mitchell School building and its site have limitations for the long-term future. Skillful use has been made of the existing Mitchell school building. However, after careful architectural and engineering study, it may prove to be better economy for the City of Bath to add a wing to the Fisher School or to build some other new elementary school building than to take adjoining properties so as to enlarge the Mitchell building and site. This is a question for detailed study.

North of Leeman Highway:

1. Improve or preferably replace the Dike School building and acquire as much land as possible to enlarge the Dike School site, mainly to the north but with a connection westward to Valley Road, possibly by the right-of-way owned by the City which could become Milan Street extended.
2. Both the John E. L. Huse School building and site and the Dike School site might each have to be enlarged some day because of home building north of Leeman Highway, but this will also depend on the time and location of any parochial elementary school building.
3. Abandon for school uses as soon as possible Washington Primary, North Primary, and North Grammar school buildings; raze the Washington

Primary building and either raze or resell for non-school uses the North Primary and North Grammar buildings and lots.

4. Consider acquiring in the near future for later construction, if population growth of the next ten to twenty-five years should require, a fifteen to twenty-acre elementary school site off Old Brunswick Road near Whiskeag Creek, either southeast or northwest of the Creek.
5. If Bath public school enrollments decline slightly as forecast, consider transferring junior high school to the Morse building, improved as previously recommended, with both gymnasium and auditorium facilities of considerable capacity already existing, and transferring senior high to the new building if provided with showers, locker rooms, minimum gymnasium and no auditorium (use Morse auditorium for senior and junior plays, dances, graduations), but slightly enlarge and improve the cafeteria of new building for senior high school intra-mural assemblies.

New Elementary School  
versus  
Junior High Gymnasium Auditorium

The Bath school system needs ultimately both of the above-headlined facilities and more, too, as recommended earlier in this report.

On examination, the priority can be objectively determined by considering thoughtfully the physical, educational and recreational characteristics of existing and of needed school plant, also by weighing new facilities proposed as between school purposes and other community purposes.

The Morse High School and the Bath Junior High are each of good to excellent fire-safety construction. Morse High has an auditorium and a gymnasium. But with only small exceptions (noted), both buildings are good educational frameworks.

For well-rounded education, it is nationally acknowledged that a Junior High School should have both an auditorium and a (separate, if possible) gymnasium. The combination auditorium-gymnasium inevitably entails compromises not satisfactory for either function. Separate rooms of suitable size and equipment can be economic if used throughout the school day by successive groups.

However, the upper stories of Washington Primary, North Primary and North Grammar are really not fire-safe. Children live in these school buildings nearly forty weeks a year for six to seven years each per pupil. Other deficiencies in these buildings (already listed) make them educationally unsuited to the good elementary program being carried on in Bath, and will limit or prevent or negate the adoption of improved programs in coming years.

Since for fire-safety alone, these three buildings must ultimately be replaced and since one new fire-safe building would hugely improve fundamental education for the six- to seven-year span of each of more than three hundred Bath children, is there any question which should come first, provided both ultimately are done?

#### Note on Administrative School Districts

A 1957 act of the Maine Legislature, the Sinclair Bill, encouraged formation of larger School Administrative Districts by increasing State aid so as to improve the curriculum, particularly in the smaller communities. The Bath Superintendent indicates that despite such State aid for the education program, also aid for new construction not otherwise offered, the new law offered in 1959 little economic incentive for the larger communities to form districts, even with smaller ones. The State Legislature may some day change the act to make the formation of such districts attractive to communities like Bath. If Bath were to join in a School Administrative District, the Bath School Building Plan outlined would need to be reviewed and adjusted to the needs of a District possibly including West Bath and Phippsburg.

SECTION XII  
SOME CAPITAL OUTLAY CRITERIA

The physical growth plan recommended for Bath is essentially protective and conservational.

The integrated aim of the plan is a better, happier, more attractive community in which to live, work, play and shop.

The prime recommendations are divided into four major categories:

- 1) Physical protection and improvement of the circumstances of industry in Bath, both shipbuilding and non-shipbuilding.
- 2) Protection and improvement of the physical circumstances for retail shopping, for service businesses, for professional offices and for a civic center.
- 3) Protection and improvement of existing homes and provision for recommended residential areas and related community facilities and utilities, such as schools, playgrounds, sewers, storm drains and water mains.
- 4) Protection and improvement of remaining farm and forest lands in Bath, together with a suitable community-wide program of future open spaces to be publicly or semi-publicly held.

The industrial protection and improvement measures include traffic-flow improvement, land use policy recommendations leading to increased off-street parking and attractive working spaces, and land use and public works policies to protect future expansion possibilities.

The retail business center protection and improvement measures include traffic-flow and parking facility enlargements, also specific proposals to be carried out by private enterprise involving dynamic and rather large-scale building rearrangement within a recommended street pattern.

The protection and improvement policies for the residential areas include new streets, improvement of selected existing street intersections, and provision of needed community facilities and utilities, largely schools and sanitary sewerage, in the areas recommended to contain the bulk of future development. Four-fifths of recommended future Bath residential development areas by acreage are north of U.S. Route 1, about one-fifth south of U.S. Route 1. The topography and land structure further south

in Bath appear to preclude intensive residential development at the urban densities that currently prevail in Bath.

Outside Downtown Bath there will be municipal capital outlays for streets, schools, utilities, open spaces, etc., all for the service of Bath residents and property owners. Such outlays will protect and stabilize or improve the taxable values of neighboring properties but, however, in Bath as in most other communities, the municipal tax income from residential neighborhoods barely pays the municipal service costs to those areas: namely, public schooling, street pavement maintenance, snowplowing, welfare and health services, fire fighting, policing.

North of U.S. 1, over a ten year to twenty year term, Bath municipal outlays will be required to construct some 34,750 feet of proposed new city major streets and to improve parts of some 41,750 feet of existing city major streets. In the much smaller acreage south of U.S. 1, additional but much smaller expenditures for similar purposes will be required over a similar time span relative to 8,850 feet of proposed new city major streets and to selected parts of 38,400 feet of existing major streets.

All local neighborhood streets in future residential subdivisions are presumed to be provided by the subdivider, in accordance with current practice throughout the U.S.A.

The most pressing needs for Bath municipal capital outlay appear to be: street pattern rearrangement downtown and improvement of selected small portions of existing major streets; some elementary school building to correct obsolescence and seeming hazards in the older, smaller elementary school buildings in Bath;

A start on Downtown street improvement and rearrangement should have highest priority, we believe, because this would trigger more taxable benefit to the City than any other comparable municipal capital expenditure in view to date. If street rearrangement were accompanied by private building improvements, that would create more interest in Downtown Bath and would yield Bath satisfactions and intangible advantages more than any other expenditure, we believe. It would afford Bath citizens and visitors immediate traffic and parking improvement in an area most of them necessarily visit daily.

If undertaken promptly, a beginning on Downtown street improvement may prevent the departure from Downtown Bath of additional significant retail store units. Had such improvements been defined and undertaken two or three years ago, they might have prevented the removal of the First National Store from Downtown Bath nearly to the West Bath line. This removal and the closing of certain other stores in Downtown Bath signal immediate need for some such improvements, both for City tax benefit and for service to its residents.

The next most pressing municipal capital outlay for consideration, we feel, is improvement or replacement of the oldest elementary school buildings in northern Bath.

The little, old, high, Washington Street grammar school building should obviously be withdrawn from educational use as soon as possible. Good school instruction is being given here by devoted teachers under physically difficult circumstances, with some fire dangers. The building is simply obsolescent for elementary school educational purposes.

The location of the Dike School in relation to other existing schools and existing and future residential development is self-evidently such that the Planners feel that the site ought to be retained and enlarged to the utmost extent of vacant land available. It would be a question for further study by the School Committee, City Finance Committee and architects and engineers whether or not to retain or replace the existing Dike School building (1915). It is the Planners' impression that Bath would benefit by a new school building more centrally located within the land available north of the existing Dike School building.

The North Primary and North Grammar school buildings also suffer from simple obsolescence for school purposes by reason of time. Both these structures ought to be withdrawn from school use as soon as possible. The Planners question whether a single new replacement school building should be located anywhere near these two schools, or whether on the Dike site in view of the probable expansion of future residential development farther to the north and west in Bath.

Besides structural obsolescence for school purposes, there is real fire danger for the children in the fact that the metal exterior fire escapes slant rather steeply down across windows. Gusts of smoke or flame out any of those windows could render the fire escapes unusable to the children, both by heat and by fright. The fact that the buildings have been used for ninety years or more, each, without any serious fire, could be cited either of two ways: first, it could be said that the fire dangers have been successfully suppressed; second, obversely, by statistical averaging, it could be said that every year brings nearer the day of a possibly disastrous fire.

A third need for 1959 or 1960 municipal outlay is engineering study of the North Sewer, installed in the 1930's, to determine what measures should be taken, if any, to prevent future back-ups and overflows such as were experienced in severe rainstorms in 1957 and 1958. Any such study would be followed by programmed outlays to accomplish any changes recommended.

Engineering examination of the North Sewer and of sewerage and storm drainage in northern Bath generally is required both because of the difficulties recently experienced



and because the role of the North Sewer in relation to future residential development in northern and northwestern Bath must be determined. On engineering advice, it may be found that the storm drainage and sanitary sewerage of these future development areas should be handled in some other way than by connection to the North Sewer.

The foregoing appear to your Planners to be the most immediately urgent municipal outlay requirements in relation to the overall planning program for Bath.

There will, of course, be further capital outlays in future years required to improve the auditorium arrangements at the new Junior High school, to provide it with adequate physical education facilities, to enlarge the site and improve the facilities of the Morse Senior High School, to enlarge and improve the Lillian Fisher School and its site as future needs may require, and possibly to enlarge both the site and the building of the Mitchell School and effect other improvements there, but all are subject to further study.

There will be, in addition, other categories of municipal outlays relative to Kennebec River shore front improvement, municipal money to match State and Federal highway aid money, and some few strategic but necessary public land acquisitions in various outlying parts of Bath, taking a fifty to 100 year view of the community's future needs.

Against the background of this examination, a small but important beginning on Downtown street improvements may be given top priority for action by the City Council. Physical building plans and classroom enrollment adjustments with respect to the elementary schools in northern Bath cannot be completed in time for major capital outlay obligation by the City during 1959, but the City Council, on request by its School Department should provide money for location choice and elementary school building studies by school architects and planners.

Accordingly, we respectfully join in recommending to the Bath City Council a request for an appropriation of \$40,000 to \$50,000 to improve Downtown street pavements and subgrades, including storm drains and utilities, and to make street alignment adjustments, including Water Street from Vine Street northerly; Leeman Highway eastbound only between Franklin Street and Water Street, crossing the Maine Central Railroad track at grade; enlargement of parking areas both sides of Water Street through the Bath Parking District; possible provision of additional or improved cross-connections between Water Street and Front or Commercial Streets, and, finally, closing to motor traffic the 550 ft. portion of Center Street from Water Street to Front Street for shoppers and pedestrians exclusively.

Closing this short terminal piece of Center Street is essential to the traffic flow and parking improvements needed

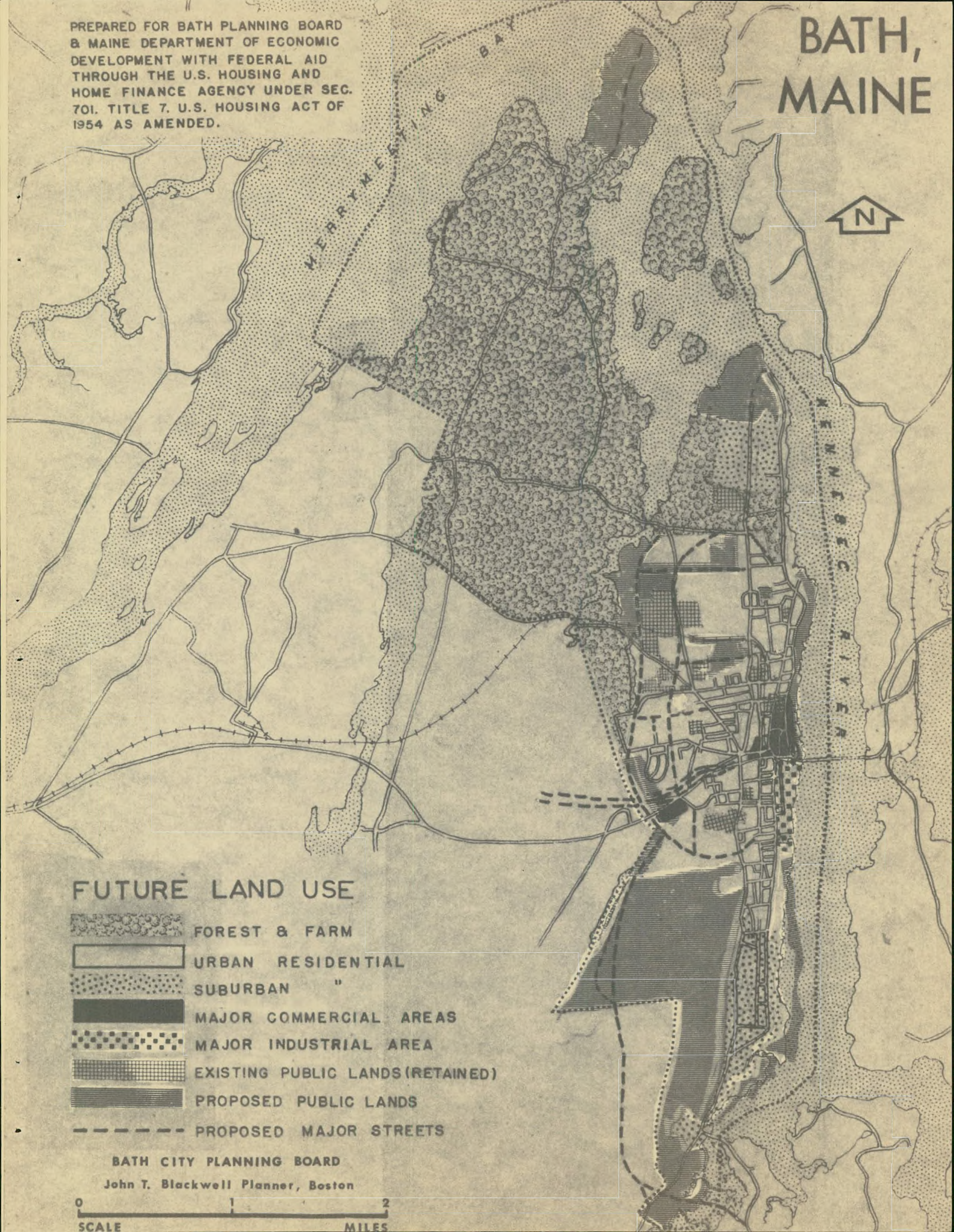
Downtown. The timing of a permanent closing of Center Street would be related to the accomplishment of an effectual minimum of the other Downtown street changes, parking additions and land use changes recommended. Therefore, an immediate but temporary closing, with no pavement removal as yet, is urgently requested to assure smooth and steady shopping traffic flow around the first stage design circuit of Water, Elm, Front and Vine Streets.

The recent State widening of Vine Street, and the existing and prospective Parking District facilities along Water Street assure the adequacy of such circuit, provided appropriate temporary measures be taken on Front Street between Elm and Vine, such as banning there along the west side all curb parking longer than five minutes duration; momentary halting can hardly ever be prevented.








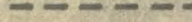
The stores and buildings along that part of Front Street are accessible from the rear, via Water Street and Parking District lots and others.

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# BATH, MAINE



## FUTURE LAND USE

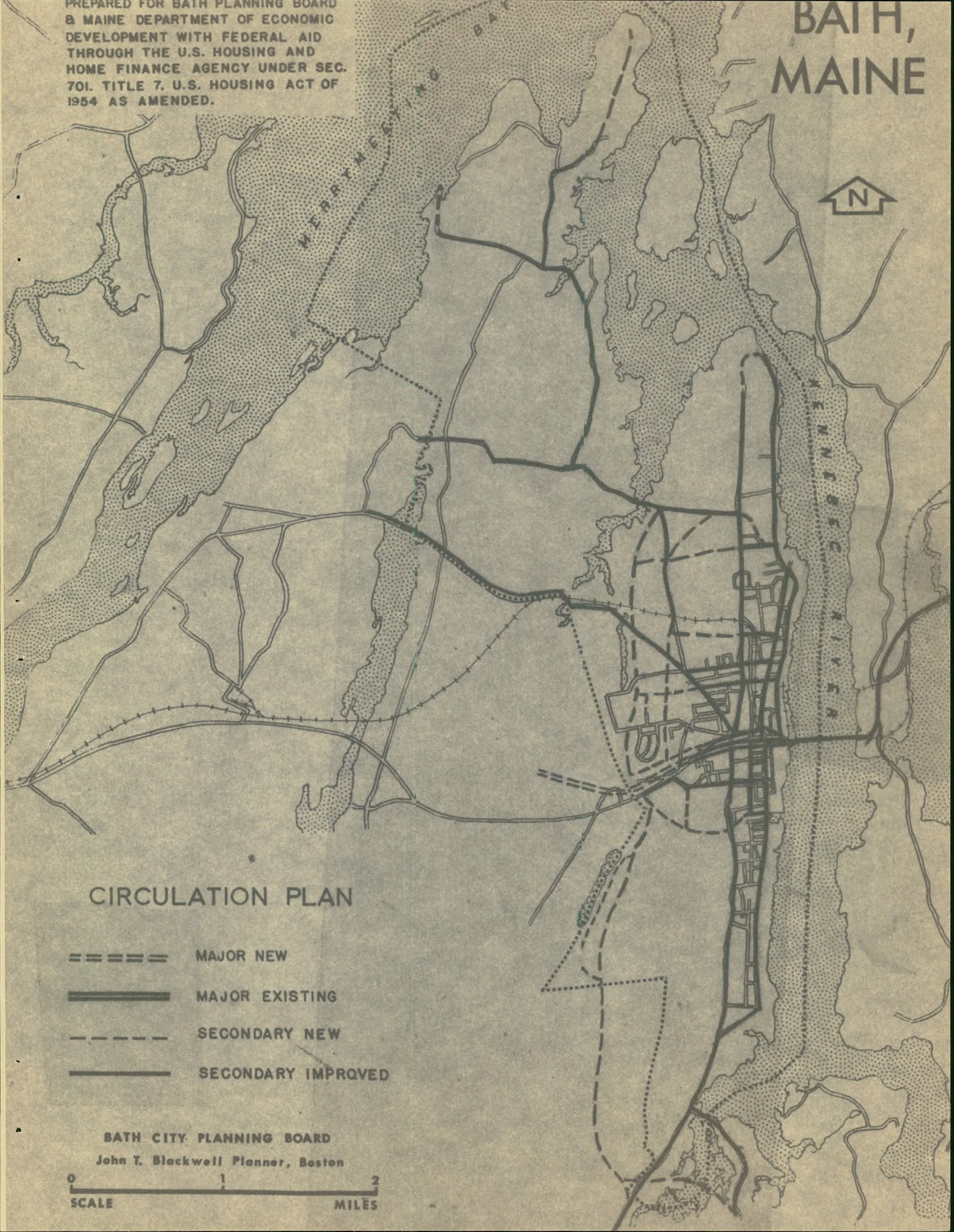
-  FOREST & FARM
-  URBAN RESIDENTIAL
-  SUBURBAN "
-  MAJOR COMMERCIAL AREAS
-  MAJOR INDUSTRIAL AREA
-  EXISTING PUBLIC LANDS (RETAINED)
-  PROPOSED PUBLIC LANDS
-  PROPOSED MAJOR STREETS

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# BATH, MAINE



## CIRCULATION PLAN

- ==== MAJOR NEW
- ===== MAJOR EXISTING
- - - - - SECONDARY NEW
- SECONDARY IMPROVED

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SECTION XIII CITY-WIDE AND DOWNTOWN PLAN SUMMARIES

The two City Plans included in the following pages result from 1958 City Plan Studies which ranged over the broad spectrum of Bath Problems summarized in the preceding Report Sections. The planners stress that the plans herewith are necessarily general, recognizing that no community can develop and grow within the infinitely narrow latitudes which a line on a map would seem to imply. New situations and factors change every plan, no matter its initial validity as a document guiding growth. The planners hope that Bath citizens will not only benefit from the many recommendations expressed in the report, but also feel capable of altering the Plan in the years ahead to conform to unpredictable situations and factors which have always arisen to change and shape our community as well as individual lives.

**A TOWNWIDE PLAN**

The plan proposes to concentrate future residential growth in Bath's mid-section where the community already has an extensive pattern of urban municipal fixtures, such as schools and utilities. Some 400 additional acres are proposed for development at urban, single-family residence densities (15,000 sq. ft. minimum lots?) north of Leeman Highway and 70,000 sq. ft. south of the Highway, sufficient to serve a slowly growing Bath for many years we believe. When this becomes built up the City may want to open another section of the community to urban development.

At the communities' north end the Planners propose some 200 acres for the suburban residential development (1/2 acre?). As indicated on the overall City Plan diagram, some 125 acres of difficult topography at the City's south end is proposed for a similar development density.

Throughout the rest of Bath the Planners propose little or no residential development for the community economy reasons cited in the earlier land use analysis.

A forest and farm zone covering the 2581 acres west of Whiskeag Creek is proposed. Density will be kept low through large lot zoning (5-10 acres).

Retail Business is deliberately concentrated at approximately the same location as it is now except that Downtown and Route 1 business are better related to the improved circulation system proposed in the next paragraph. The business properties on Route 1 are off a new limited access Bath/Brunswick highway interchange as located.

Circulation proposals include an outer loop road completely around the City's growth area, and an inner loop which uses some existing streets. These new streets are specifically designed to:

- 1) remove traffic from Bath's problem inter-sections in the already built-up area;
- 2) move traffic quickly to and from Downtown and other major traffic generators such as the Iron Works;
- 3) keep through traffic separate from Bath traffic;
- 4) Open up natural recreational areas to town and tourist.

Industrial Land Use is concentrated totally south of the Carlton Bridge as the planners see no north-of-bridge locations having long term industrial potentials.

Public lands are located as plan diagram illustrates. The report section gives a detailed program of uses proposed. The primary plan basis is to give to Bath a pattern of open lands now, while land is still relatively inexpensive, for later development with the facilities the town will want and need to satisfy the recreational demands of its own citizens as well as for tourist industry development.

TABLE I

PROPOSED LAND USES BY PLANNING SECTOR

	<u>North of Leeman Highway</u>	<u>South of Leeman Highway</u>	<u>West of Whiskcag Creek</u>
Forest & Farm	279	-	2581
Industrial	26	50	.4
Public & Semi-Public	567	949	285
Urban Residential	725	341	-
Suburban Residential	209	129	24
Commercial & Business	<u>24</u>	<u>9</u>	<u>-</u>
	1830	1478	2890.4

B. Downtown Plan

The Plan for Downtown Redevelopment represents the planners attempt to seize on unique Bath potentials (i.e. the splendid Kennebec view, the powerful symbol of the Iron Works, the good solid 19th century Downtown architecture and waterfront opportunities) and to use them in a new framework to revitalize Bath's slipping retail trade position.

The planners examined why Bath has been losing its trade, and believe that Bath can not only recapture many of the dollars now leaving the City, but develop a greatly expanded tourist industry as well. Other sections of the text report fully the planners findings and recommendations for redevelopment.


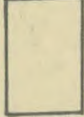
Major features of the Redevelopment Plan include:

- 1) Use of closed arcaded and landscaped streets as continuous pedestrian shopping malls.
- 2) A downtown civic auditorium constructed on a river view plaza in back of City Hall.
- 3) A changed, easy-flow traffic pattern which brings shoppers into downtown on an easily negotiated, landscaped interchange.



# BATH, MAINE

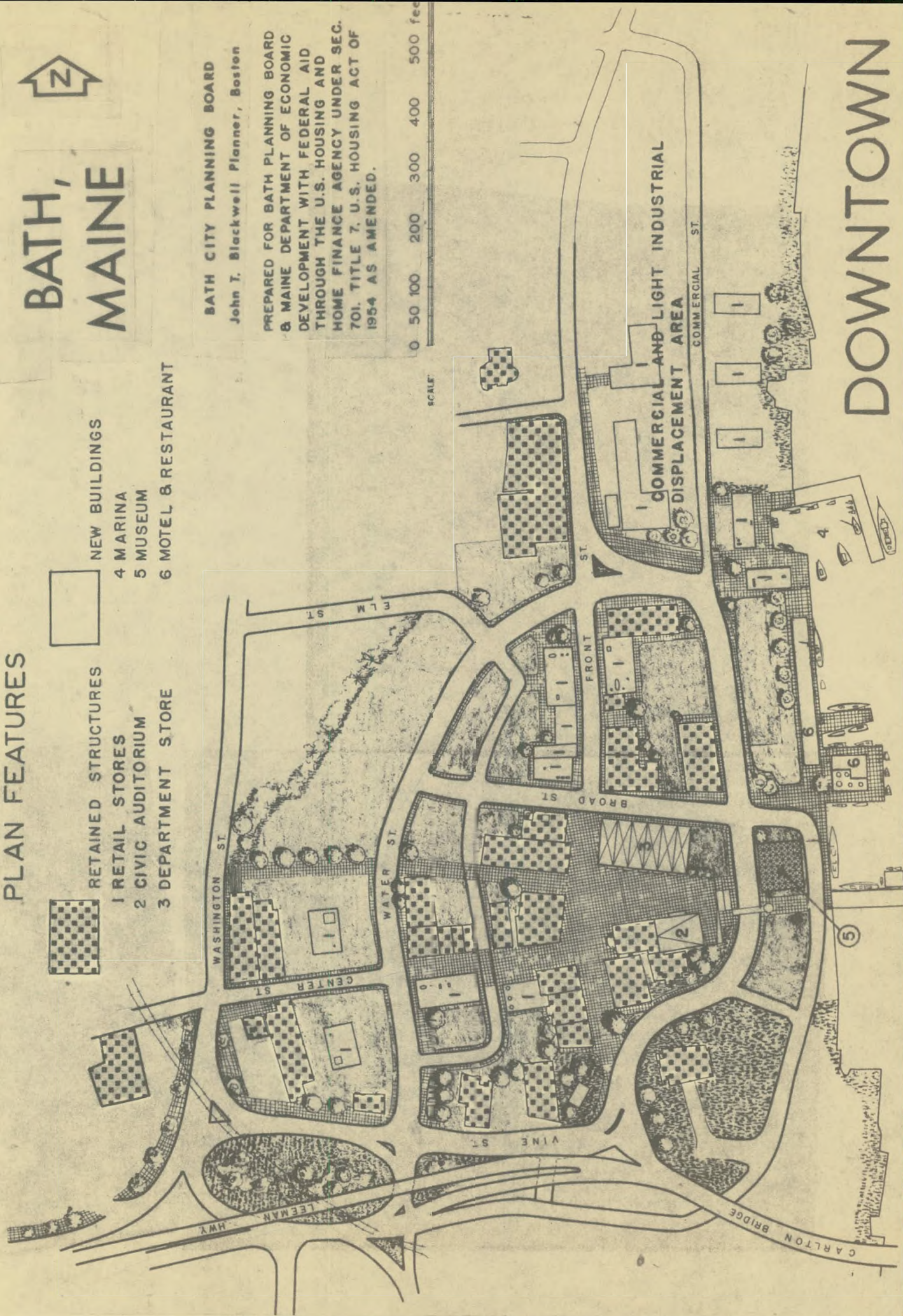
## PLAN FEATURES

-  RETAINED STRUCTURES
-  NEW BUILDINGS
- 1 RETAIL STORES
- 2 CIVIC AUDITORIUM
- 3 DEPARTMENT STORE
- 4 MARINA
- 5 MUSEUM
- 6 MOTEL & RESTAURANT

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SCALE  
 0 50 100 200 300 400 500 feet



# DOWNTOWN



# PROPOSED PARKING AND CIRCULATION

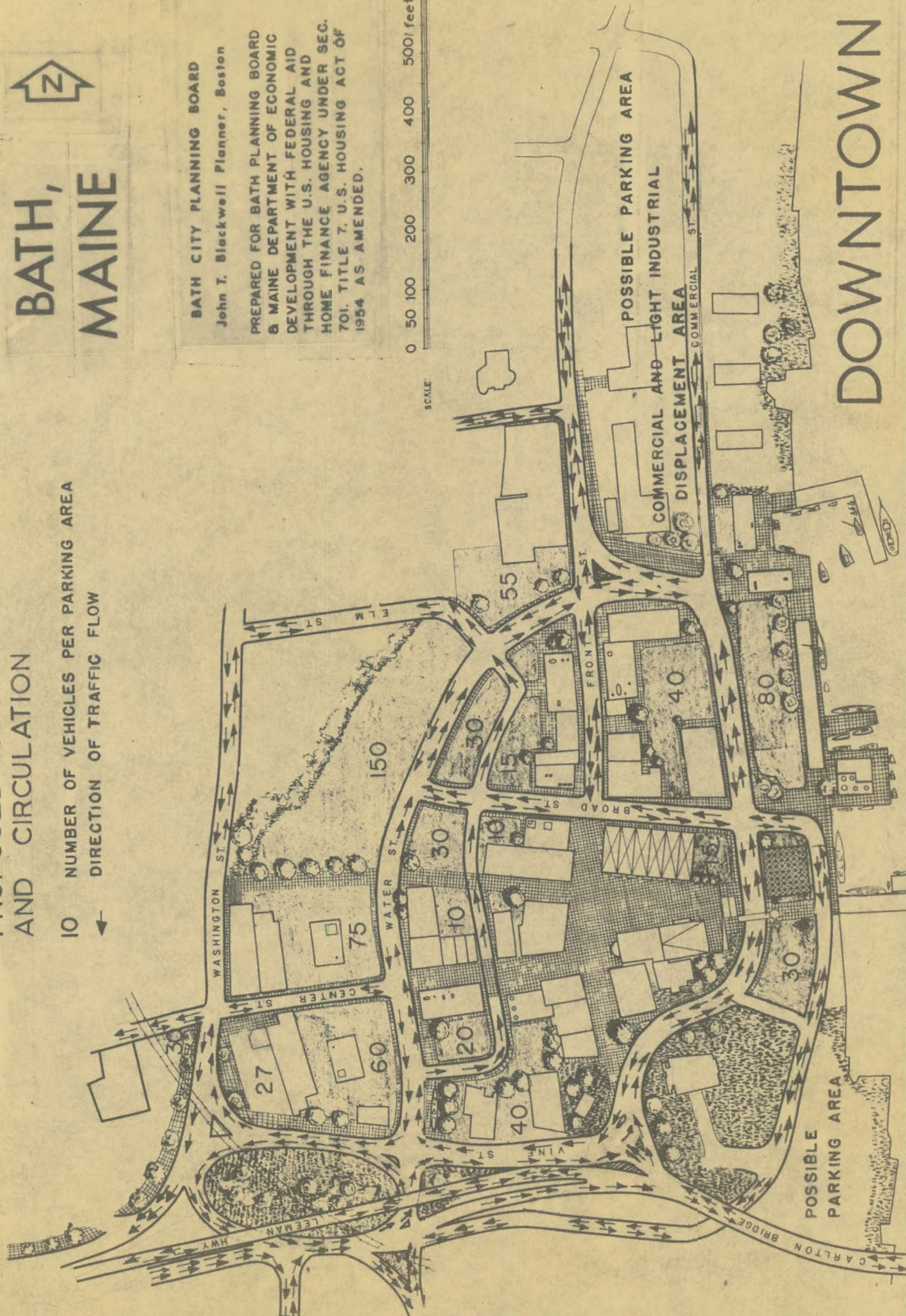
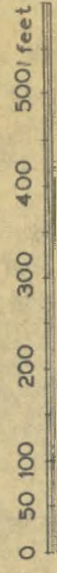
10 NUMBER OF VEHICLES PER PARKING AREA  
 ← DIRECTION OF TRAFFIC FLOW



# BATH, MAINE

**BATH CITY PLANNING BOARD**  
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PREPARED FOR BATH PLANNING BOARD & MAINE DEPARTMENT OF ECONOMIC DEVELOPMENT WITH FEDERAL AID THROUGH THE U.S. HOUSING AND HOME FINANCE AGENCY UNDER SEC. 701. TITLE 7. U.S. HOUSING ACT OF 1954 AS AMENDED.



# DOWNTOWN

- 4) Landscaped parking lots extending into and around the pedestrian shopping core.
- 5) River bank redevelopment, with Marino Museum, Motel, Restaurant, entertainment facilities, Marina for boats, and possibly swimming.

Based on present and possible sales, and upon Bath's existing and potential population, the planners propose the following re-allocation of Downtown space as suggested by Downtown Plan. The standards are national for a city of Bath's size.

TABLE II

## BATH DOWNTOWN COMMERCIAL BUILDING USE

## Existing and Proposed Square Footages

	<u>Existing</u>	<u>Proposed</u>
Food Stores	24,934	21,000
Eat and Drink	11,311	15,000
General Merchandise	21,799	32,000
Apparel	14,856	20,000
Furniture and Home Appliances	8,680	10,000
Automotive	34,197	35,000
Gas Stations	5,305	5,300
Lumber, Building & Hardware	23,587	6,000
Drug Stores	5,836	6,000
Other Retail	19,201	20,000
Service	16,154	10,000
Banks	13,079	13,100
Vacant	30,054	none
Manufacturing	40,260	12,800
Other *	<u>76,698</u>	<u>45,000</u>
Total	345,951	251,200

\*non-consumer retail (i.e. warehouses, theatres, coal sheds, etc.

The Plan stresses the definite need to intensify, to remove conflicting land uses, to change merchandise habits, above all, to improve the appearance of Downtown. It aims toward an invigorated Bath Retail Trade position based on offering the regional shopper and the tourist a unique shopping experience, something to be found only in Bath.

In addition to the spatial allocations outlined in the previous paragraphs, the Planners propose that those lands north of Elm Street and east of Front Street should be used as a displacement area for commercial activities which by necessity should be removed from Downtown, and as a light industrial area. This downtown land area is flat, has utilities in place, and is one of the few Bath areas adaptable to the transportation and site requirements of small industry.

#### XIV HISTORIC BACKGROUND - DOWNTOWN BATH

The principal historic architectural treasures in Bath are buildings outside the Downtown Bath Study boundary (the River, Leeman Highway, Middle Street, Oak Street).

Inside Downtown Bath, architecturally, the most interesting non-residential buildings existing in 1957-58 were the Washington Street wooden gothic church, the Patten Free Library, the Davenport Memorial, the 1810 First National Bank of Bath, and the Post Office and Customers House. None of them is of commanding historic significance though each has elements of unusual interest either in relation to the past or to Bath today.

Inside Downtown Bath, most of the physical traces of earlier Bath days have disappeared, so far as the planners can determine at this time. Significantly large scale fires Downtown in 1829, 1837, 1893, 1895 and 1909, 1923 and 1928, plus one or more smaller fires nearly every year between 1856 and 1936\* somewhere (or near) on Front Street, Center Street, Middle Street and Washington Street, or in the various wooden shipyards, have together erased most of the former buildings of potential historic or monumental interest.

The Bath region is rich in historical background. The 1605 voyage of Weymouth up the Kennebec and the Popham colony of 1605-1608 represent some of the earliest English exploration and settlement ventures in the New World. Nearby Georgetown was settled very early and Bath was the second parish of that community. Downtown Bath of the forest days before the Indian Wars, and again after resettlement, which began about 1729, was mainly farming and shipbuilding and all early physical traces of this period in Bath's development have disappeared.

\*List of Bath notable fires 1856-1936, pp 462-464  
The Plummer History of Bath, Owen, 1936.

Bath golden era, through the booming 1800s when shipyards for wooden hulls lined the whole river bank and a hugh Bath-registered shipping fleet under sail plied the world's seaways, has the most historic interest in terms of tourist attraction. Unfortunately again, most physical Downtown traces of this era have disappeared and it would be necessary to reconstruct or merely label site locations by plaques or similar monuments.

Following are a list of historic items which might well be capitalized upon to add flavor and color to a redeveloped Downtown:

1. The housesite of Downtown Bath's first resident, Robert Gutch, who purchased the property in 1660 from the Indian, Sagamore Robinhood. The house was located near where the railroad crosses Washington Street. Gutch died in 1667, Bath's first recorded death, and a full history of his possessions at time of death is available.
2. The first (1743) shipyard in Bath proper was operated by Jonathan Philbrook on a portion of the Gutch property at Shaw's Point, just southeast of present Post Office, perhaps between Post Office and Railroad Station. Small boats were built.
3. The first Bath "ship" technically speaking, as nearly as we can determine, was the "Earl of Bute" built for a Scottish merchant by Captain William Swanton. It was launched in 1760 at what is now the foot of Summer Street. Other vessels, smaller and of other rig, were built earlier, perhaps a dozen or fifteen vessels being turned out by John Layton for Clark & Lake 1658-1676.
4. The Black Prince, Bath-built privateer of 18 guns, by William Swanton in 1776, scarcely left the river on her maiden voyage when she returned with an English prize. This item could furnish much color, particularly for reconstruction efforts in conjunction with a Marine Museum.
5. Arnold's ill-fated expedition to Quebec passed up the Kennebec during the revolution, stopping at Parker's flats on the Bath shore.
6. William King, Maine's first Governor, built his wharf at the foot of Vine Street; his Bath home stood near the southeastern corner of the Post Office lot.

7. The cannon in the Park are from HMS Somerset, which sat in the Charles River during the Battle of Bunker Hill. In the scare during the war of 1812, these cannon were emplaced at Popham. Perhaps they should some day be prominently located in the redeveloped Downtown.

8. A Paul Revere bell, reported in 1936 to be hanging in City Hall, originally was hung in the Bath Old North Church in 1803.

9. William King's bank, present-day First National Bank of Bath, corner Center and Front Streets and one of the most interesting buildings remaining in Downtown Bath was built in 1810.

The planners feel that while the above-mentioned locations and items relate Downtown to its past, the most effective historic potential for Downtown Bath today is an assemblage of models, artifacts and reconstructions of Bath's great shipbuilding days, to be housed in a water-front marine museum.

