

COMPREHENSIVE DEVELOPMENT PLAN CITY OF EASTPORT, MAINE

**A COMPREHENSIVE DEVELOPMENT PLAN
& ACTION PROGRAM
FOR THE CITY OF EASTPORT, MAINE**

**BY TOWNSCAPE ASSOCIATES
ARLINGTON, MASSACHUSETTS**

**FOR THE EASTPORT CITY COUNCIL &
THE EASTPORT PLANNING BOARD**

JANUARY 1978

TOWNSCAPE ASSOCIATES · TOWN PLANNING & DESIGN

January 20, 1978

Mr. Burton Blanch, Chairman
Eastport Planning Board
Eastport, Maine 04631

Dear Mr. Blanch:

We are pleased to present to you and to the Planning Board this report on "A Comprehensive Development Plan & Action Program for the City of Eastport, Maine".

We feel that the Comprehensive Plan and the related new Zoning Ordinance have been the results of a truly cooperative effort. Many City officials, Boards, and committees participated. The result has been a plan that directly addresses Eastport's needs, goals, and objectives.

A comprehensive plan is not an end in itself. Such a plan organizes diverse information and ideas and delineates directions for future action. Various aspects of the plan will change as City leaders move ahead with economic and community development. The Eastport development process has been well begun. The Comprehensive Development Plan and Action Program should be a good guide for the City as you continue with the process of shaping ideas and dreams into realities.

Very truly yours,



Bruce Tsuchida
Principal

ACKNOWLEDGEMENTS

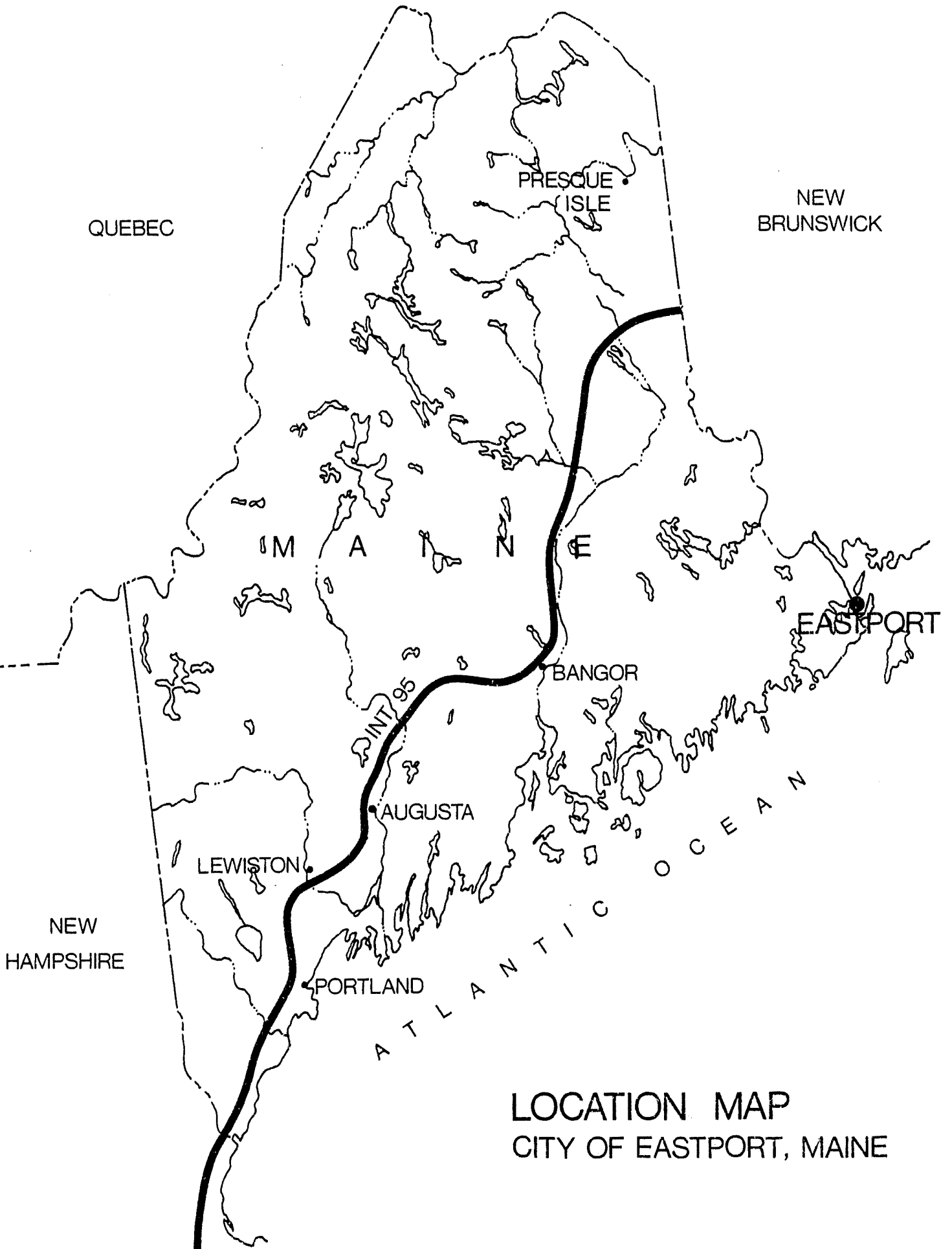
The Comprehensive Development Plan and Action Program and the new Eastport Zoning Ordinance were made possible through funds provided by the Eastport City Council.

Overall coordination of the planning work was provided by the Eastport Planning Board. Participating Planning Board members were: Burton Blanch, Chairman; Frank Ayres, Frank Bailey, Robert Chaffey, Charles Hicks, Mildred Holmes, Bart Scott, and Ronald Spinney. The Eastport City Manager, Everett Baxter, the Assistant City Manager, Douglas Richardson, and the Code Enforcement Officer, Boyd Frankland assisted in coordination. The Eastport City Council also played an important role. City Council members were: Maxwell Barnes, Gilbert Murphy, David Turner, Harry Vose, and Norman Young.

Technical work was performed by Bruce Tsuchida, Principal of Townscape Associates, a town planning firm with offices in Arlington, Massachusetts. Adams Associates, Inc., Architects, Deer Isle, Maine assisted with field surveys and graphics.

Many other Eastport Boards and Committees participated in the planning process, including: the Citizens Advisory Committee, the Economic Development Committee, the Highway Safety Committee, the Housing Committee, the Parks and Recreation Committee, the School Board, and the Zoning Review and Revisions Committee.

A number of regional, state, and federal agencies were also part of the planning process. These agencies were: the Washington County Regional Planning Commission, the Eastern Maine Development District, the Maine State Planning Office, the Maine State Housing Authority, the Maine Department of Transportation, the U.S. Department of Housing and Urban Development (Manchester Area Office), and the U.S. Army Corps of Engineers (Waltham, Ma. regional office).



LOCATION MAP
CITY OF EASTPORT, MAINE

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SUMMARY

PURPOSE

This Summary will serve as an introduction to the report on the Eastport Comprehensive Development Plan and Action Program, and as a synopsis of major findings, recommendations, and results. At some later date, the City may wish to publish this Summary as a separate small brochure intended for wider distribution to various agencies and to the general public.

EASTPORT IN BRIEF

Eastport is a small coastal community located in the northeastern corner of Washington County, Maine, adjacent to the New Brunswick border. Physically, the City consists of about 4 square miles of land and 6.5 square miles of coastal waters. Most of the land is characterized by rough, ledgy slopes or poorly drained glacial deposits. The surrounding waters, sections of Cobscook Bay and Passamaquoddy Bay, are generally deep, with depths of 60 or 80 or more feet close to shore. There are about 19 miles of shoreline and a number of rocky headlands, sheltered coves, and small islands.

Eastport's population in 1977 was about 2,200 people. During the period 1900 to 1970, the population of Eastport, and of Washington County as a whole, experienced a steady decline. This decline in population was directly related to a gradual decline in the traditional forms of economic activity - fishing, fish processing, shipping, and ship-building. Since about 1970, however, there has been a small but significant increase in Eastport's population. Most of the other communities in Washington County are also experiencing some growth. Recently, the City has initiated a number of actions and programs that also indicate that Eastport is coming out of its long period of decline.

The most important current factor for the economic revitalization of the City of Eastport is the proposed Pittston Oil Refinery and Marine Terminal. The potential social and economic impacts of this huge industrial facility are staggering. During the peak of construction activities, there will be over 2,000 workers employed. Construction costs are estimated at a minimum of \$500 million. Once the complex is operational, there will be a full-time staff of 300 people. Goods and services required by the refinery will create hundreds of additional jobs. The City of Eastport can expect to receive millions of dollars in tax revenues from this new development.

THE PLANNING PROBLEM

The proposed Pittston facility has generated considerable debate at all levels of government, and debate at the local level has been intense. City leaders soon saw that this enormous future increase in people, economic activity, and tax revenues would be a mixed blessing. Clearly, there would be a sudden need for new houses, stores, and service businesses. There would also be a need for increased City services, school classrooms, parks and playgrounds, and other community facilities. How could all of these potential new needs and land uses be planned for and controlled? How could the City prevent the rapid growth of strip commercial areas and slapdash tract housing? How could the City develop its own programs and expertise so that it would not become a "company town"? How could Eastport accommodate this sudden growth and change and still preserve its physical and social identity as a small, traditional Maine Coast Community?

These questions summarize some of the chief concerns of City officials. The need for sound planning is, however, further complicated by the possibility that the Pittston project may continue to experience delays, and may eventually even be abandoned. If this should happen, the planning problem will be both simpler and more difficult. Rapid and large scale growth and change will, of course, no longer be a problem. The challenge will then be to shape a plan and action program that will help the City to reverse the long trend of economic decline.

Thus, in either case - whether the Pittston project becomes a reality or not - an action-oriented, aggressive planning and community development process is needed.

THE PLANNING PROCESS

The Eastport Comprehensive Development Plan and Action Program were undertaken with these major questions and needs in mind. Thus, although economic and social impacts of the proposed Pittston facility were considered, the primary focus of the planning study has been on Eastport's needs.

The comprehensive planning program was organized by the Eastport Planning Board. Technical work was performed by Townscape Associates, a Town Planning and Design firm located in Arlington, Massachusetts. Scope of work included analysis of trends and needs, a comprehensive development program, land use studies, a new zoning ordinance, and information on funding and implementation.

Throughout the course of the study, many groups and individuals were consulted for ideas and input, including the Eastport City Council, the City Manager's Office, the Economic Development Committee, the Recreation Committee, the Zoning Review and Revisions Committee, the Citizens Advisory Committee, and the Housing Committee. Ideas and information from regional, state, and federal agencies have also been solicited. This has been an open planning process - by and for the people of Eastport to the fullest extent possible.

FINDINGS & RECOMMENDATIONS

The studies of trends, problems, and needs documented Eastport's needs for new housing, economic development, jobs, and a variety of community development projects and programs. These basic planning studies also identified a number of important trends that indicate the beginning of a new chapter in the City's history. These important signs include:

1. An increase in population since 1970, including a substantial increase in younger people.
2. The development of a number of important community facilities, including a new school, fire station, Senior Citizens Center, and parks.
3. Start-up work for a Marine Trades School.
4. Start-up work for new housing and housing rehabilitation, and the beginnings of a strong movement for economic development.
5. The increasing involvement of many capable citizens working together on a volunteer basis.

The work on a comprehensive development program identified a total of 43 important projects, both large and small, immediate and long-range. These projects were grouped into 8 categories:

- A. Town Center/Waterfront Development
- B. Economic Development
- C. Housing
- D. Community Facilities
- E. Public Works
- F. Transportation
- G. Natural Resources Conservation & Development
- H. Historic Preservation

Of the 43 projects, 24 were designated high priority projects: Extension of the existing pier, Bulkhead, Breakwater, Industrial Park, Marine Trades Center, Fishing industry, Pittston, Rehab of old houses, Section 8 new housing, Municipal building, Senior Citizens centers, Youth center, Nursing home, Medical facility, New high school, sewage treatment system plan, Separation of Storm sewers, Water supply system, Relocation of Rt. 190, Rail service, Public transportation, Wildlife Sanctuaries, Marine resources development, and Historic inventory & plan.

The work on zoning and land use included the development of an entirely new Zoning Ordinance and revised Zoning Plan. New maps of existing land use were developed, and an overall Land Use Concept Plan was prepared showing the best locations for new residential, commercial, and industrial development and community facilities. The overall theme of the Land Use Concept Plan and Zoning Plan is to encourage a continued cluster pattern of development and a continued preservation of open lands and shoreland areas.

The work on organization and implementation included an analysis of major City Boards and committees, and recommendations for both expanded roles and improved coordination. The principal recommendations for better coordination were:

1. Quarterly Reports to City Council by all Boards and Committees.
2. Better informal communication through mixed membership of Boards and committees.
3. Expanded coordination role for the City Manager's Office.
4. Development of coordination tools such as project charts.
5. Development of an Annual Report system for project development.

Work on implementation included suggestions on funding strategies, and detailed information on funding programs of the U.S. Department of Housing and Urban Development, the U.S. Farmers Home Administration, the U.S. Economic Development Administration, the U.S. Bureau of Outdoor Recreation, the Maine State Planning Office, and the Maine Historic Preservation Commission.

Finally, an outline Action Plan for 1978 was developed. The Action Plan recommends:

1. That City Council establish some more formal policies for organization and coordination.

2. That various City agencies and committees proceed with monitoring and coordination of: the CD program, the Section 8 Housing Programs, the Corps of Engineers Breakwater Study, Tennis/Basketball Courts Construction, the Sewer Facilities Plan, the Water Systems Study, the Aquaculture Feasibility Study.
3. That funds be sought for priority projects, including: the Industrial Park, the 1978 CD program, the Aquaculture program, the Bulkhead project, and the Pier Extension project.
4. That funds for further detailed planning be sought for: a Comprehensive Plan for the Waterfront, a Quoddy Village Master Plan, and an Historic Inventory and Plan.

PLANNING ACCOMPLISHMENTS

The objective of the Eastport Comprehensive Development Plan and Action Program was to establish a foundation for planning and development that would serve the City for the next 5 to 10 years (or more). At this point, after nearly a year of work by the Planning Board, the planning consultant, and many other groups and individuals, there have already been some significant accomplishments, including:

1. A new Zoning Ordinance and Zoning Map.
2. A Comprehensive Development Plan report.
3. Funding for several new programs, including housing rehab, parks, an aquaculture feasibility study, and new subsidized rental housing.
4. The development of some strong momentum for the economic development process, including the start of a real dialogue with State agencies.

Progress has been made. Much remains to be done. If City officials and citizen volunteers continue their efforts as in the recent past, Eastport will once again be a place of growth and opportunity.

SECTION I · PLANNING STUDIES

SECTION I. - COMPREHENSIVE PLANNING STUDIES

PURPOSE OF THIS SECTION

In this section, we will present basic information on existing conditions and trends in Eastport.

Gathering, recording, and analyzing base data are essential parts of any comprehensive planning study. Often, however, planning reports devote too much space to data and statistics, and not enough thought to what needs to be done and how to do it. The 1977 comprehensive planning project was designed to emphasize action projects rather than exhaustive data inventory and analysis. This section will therefore be limited to basic and essential information.

POPULATION

It is a well known fact that the population of Eastport, and of Washington County as a whole, declined steadily during the period 1900 to 1970. In 1900, Eastport's population was about 5,300 people, and the County's population was about 45,000. By 1970, the figures were 1,989 for Eastport and 29,859 for Washington Co. This decline in population was directly related to the gradual decline in the traditional forms of economic activity - fishing, fish processing, shipping, and ship-building.

In recent years, however, this negative trend has begun to change. We do not, unfortunately, have any completely reliable statistics. However, various statistics prepared by the State Planning Office show modest but significant population increases for Eastport and for most of the other Washington Co. communities. A report entitled "Housing Element of the Regional Comprehensive Plan", prepared by the Washington County Regional Planning Commission and published in June, 1976, shows the following:

TABLE I.1 - POPULATION INCREASE 1970 TO 1973

<u>Data Category</u>	<u>Eastport</u>	<u>Washington Co.</u>
Population 1900	5,311	45,232
1950	3,123	35,187
1960	2,537	32,908
1970	1,989	29,859
1973	2,103	31,737
% Change '70-'73	+5.7%	+6.3%
Net Migration '70-'75	Not. Avail.	+2,500
New Maine Drivers Licenses for "immigrants" in 1975	29	438

Thus, for the first time in 70 years, it appears that the populations of Eastport and of the County are growing. This growth seems to have come primarily from immigration of retired people and young people who are seeking an alternative to modern urban life. In general, the migration of both older people and young people (including many young families) to rural areas appears to be a strong trend throughout the country. Many experts predict that this trend towards "rural living", rather than the post-war trend towards "suburban living", will be the dominant trend for the 1980's.

In terms of population projections, it may be reasonable to assume that Eastport and Washington County will continue to experience a modest continued growth in population for the foreseeable future. In addition to the "rural living" trend, population growth may be spurred by a slow revival of the fishing industry and by the development of deep water port and shipping facilities at Eastport and other coastal locations. However, there are a number of important factors that may seriously limit future population growth. The rising cost of energy will certainly be a factor, especially in terms of living costs for home owners and transportation costs for the delivery of goods and services.

Thus, there are both positive and negative forces at work, and there is no magic planning formula that can accurately predict future population levels.

Typically, population projections are developed with reference to general trends of increase or decline. In 1977, the Maine State Planning Office developed projections for all Maine communities. The figures for Eastport and Washington County were:

TABLE I.2 - POPULATION PROJECTIONS

<u>Data Category</u>	<u>Eastport</u>	<u>Washington Co.</u>
Population 1970	1,989	29,859
1975	2,020	32,854
1977	2,140	33,600
1980	2,210	35,200
1982	2,250	36,200
% Change - '70 to '82	+13.1%	+21.3%

Note that the 1975 estimated population for Eastport (2,020) is lower than the 1973 estimated population (2,103). This discrepancy is an indication of the uncertainties involved in population estimating, and does not necessarily reflect a real population decline during the 2 year period 1973 to 1975.

In any case, it seems reasonable to say that the long-established trend of a declining population for Eastport has now been reversed, and that there will be at least a modest increase in population for some time.

It should also be kept in mind that population growth per se is not necessarily an indication of an improvement in economic conditions. Of course, any dramatic improvement in business and industry in Eastport will almost certainly produce a sharp population increase for both the City and the neighboring towns. Clearly, economic development rather than population growth in itself is Eastport's primary need.

An analysis of population by Age Groups can also give us some indication of important changes. Data contained in the "Housing Element" report mentioned above shows the following:

TABLE I.3 - POPULATION BY AGE GROUPS - 1970

<u>Age Group</u>	<u>Eastport</u>	<u>Washington Co.</u>
Under 5 years	128 - 6.4%	2,357 - 7.9%
5 to 14 years	311 - 15.6%	5,724 - 19.2%
15 to 24 years	238 - 11.9%	4,426 - 14.8%
25 to 44 years	351 - 17.6%	6,267 - 20.9%
45 to 64 years	482 - 24.2%	6,650 - 22.3%
65 & over	479 - 24.1%	4,435 - 14.9%

Analysis of these figures shows that, in 1970, Eastport, when compared with the County as a whole, had a lower percentage of children and younger adults, and a higher percentage of middle aged and elderly people. This relatively low percentage of young people and high percentage of older people is typical of communities with declining population and economic activity.

Again, however, there are indications that the age composition of the population is changing. Data obtained from the Washington Co. Regional Planning Commission show the following:

TABLE I.4 - POPULATION BY AGE GROUPS - 1970 & 1974

<u>Age Group</u>	<u>Eastport 1970</u>	<u>Eastport 1974</u>
Under 4 years	128 - 6.4%	182 - 8.3%
5 to 17 years	407 - 20.5%	470 - 21.4%
18 to 44 years	493 - 24.8%	615 - 28 %
45 to 64 years	482 - 24.2%	442 - 20.1%
65 & over	479 - 24.1%	486 - 22.1%
	<hr/> 1,989	<hr/> 2,195

These figures show a significant increase in the percentage of children and younger adults, and a corresponding decline in the percentage of middle-aged and elderly people.

Thus, Eastport's population is increasing, and the increase seems to consist primarily of children and younger adults. One of the major challenges for the City in the years to come will be to encourage the development of housing, jobs, and services for this changing population.

THE ECONOMY

Historically, Washington County has been one of the poorest areas in Maine, and Eastport, in recent decades, has become one of the poorest communities in the County. Figures obtained by the Eastport City Manager's Office from the Maine Dept. of Manpower show that in 1975 Washington County had the lowest Median Household Effective Buying Income (E.B.I.) in the State. In 1975, the State of Maine E.B.I. was \$11,704, Washington County's was \$8,214, and Eastport's was about \$6,998 - only 85% of the County's figure and 60% of the State's!

The "Housing Element" report contains some useful data on the financial condition of families in Eastport:

TABLE I.5 - FAMILY ECONOMICS

<u>Data Category</u>	<u>Eastport</u>	<u>Washington Co.</u>
<u>A. Family Income - 1970</u>		
a. Number of Families	545	7,802
b. Annual Income under \$2000	41 - 7.5%	782 - 10 %
c. Annual Income \$2000-3999	144 - 26.4%	1,507 - 19.3%
d. Annual Income \$4000-5999	122 - 22.4%	1,515 - 19.4%
e. Annual Income \$6000 +	238 - 43.7%	3,998 - 51.2%
f. % of families under \$4000	33.9%	29.3%
g. Population Below Poverty Level	787 - 39.6%	6,705 - 22.5%
<u>B. Food Stamp Cases - Sept. 1975.</u>		
a. No. Large Household Recipients	41	656
b. No. Elderly Household Recipients	40	587
c. All Others	96	1,338
d. Total No. Households	177	2,581
e. Est. Total No. Households	852	11,441
f. Percent of total Households Receiving Food Stamps	20.8%	22.6%

Unemployment and underemployment have been, and still are, serious problems in Eastport. Figures for 1976 show an unemployment rate of about 12%, with the figure rising to 16% or 18% or more during the winter months.

Clearly then, jobs and decent income are major needs. Historically, many of the jobs in Eastport depended directly or indirectly on the fishing industry. Eastport was once known as the "sardine capital of the world", and at the height of the sardine-packing period there were 15 sardine factories in operation. There is now only one factory remaining, Holmes Packing Corporation, and only seasonal jobs are available now.

Currently, the only large employers in Eastport are a fish processing company (the Mearl Corporation) and a large woolen mill (Guilford Industries). The rest of the local economy consists of small manufacturing businesses, some summer tourist trade, basic wholesale, retail, and service businesses, and sea-related individual work in fishing, lobstering, clamming, etc.

Seasonality of employment is a major problem. Data from the Maine Department of Manpower Affairs for 1975 showed employment in Eastport fluctuating from a high of 810 employed in August to a low of 352 in April. This difference was almost entirely due to fluctuations in manufacturing jobs (including sardine packing and fish processing).

The problems of a declining local economy have also been compounded by what has become a very substantial "exporting" of local dollars. Simply stated, Eastport's citizens tend to spend their money in other communities. Local bank officials estimate that as much as 90% of the wages earned in Eastport by Eastport people are spent for goods and services elsewhere. A healthy local economy would encourage more "internal circulation", or turnover of locally earned dollars. Eastport's economy is thus caught in a vicious circle: because there is a shortage of good shops, stores, and services in the City, people buy elsewhere; and because people have grown accustomed to buying elsewhere, new local businesses are difficult to establish.

A detailed economic inventory and analysis was not part of the scope of the 1977 comprehensive planning program. There has been some discussion of a detailed business survey to be performed by the Eastport Economic Development Committee, but this survey has not yet been organized. Even from the limited data available, however, it is clear that Eastport has severe economic problems. To summarize, these problems are:

1. Declining industry and no major new industries
2. Seasonality of employment and high unemployment
3. Many families living below the poverty level
4. A substantial "exporting" of local dollars

There are, however, some recent trends that may lead to economic growth for Eastport and its people. One of the major factors is the proposed 250,000 barrel per day Oil Refinery and Marine Terminal to be built by the Pittston Company of New York. This facility would have a major impact on Eastport's economy in terms of tax revenues, jobs, and related demands for goods and services. (See pp. 60-63 for further comment on the Pittston project.) There is also now, for the first time in many years, a strong commitment by the Eastport City Council and other community leaders to push actively for economic development.

The Eastport Economic Development Committee has played a major role in these activities. Plans are now being developed for major waterfront improvements and for the development of a major shipping-related industrial park. (See Section II for further details on these projects.)

Another recent development of great significance is the relocation of the Washington County Marine Trades Center to Eastport. A site for the school has been purchased, (the former Paispearl property on Deep Cove) and renovation of the existing buildings is now under way. The school will open in 1978, with an expected first year enrollment of 100 full-time and 100 part-time students. Assuming reasonable growth over the next decade or more, the school could well become an important stimulus to the local economy.

Lastly, time may yet bring a resurgence of the local fishing industry. Certainly the recently instituted 200 mile fishing limit will eventually have a positive effect on local fish stocks. There is also considerable potential for the development of aquaculture businesses in Eastport and some of the neighboring communities.

In conclusion, then, there is some real hope that the long-established trend of economic decline in Eastport can soon be reversed. The important thing is that City leaders, private businesses, and citizens work together to create economic opportunities and better futures for the people of the City - and this cooperative process is happening.

HOUSING

Our intent here is to provide an overview of housing needs and possible ways of meeting these needs. Sources of information for this section include field surveys conducted by Townscape Associates, discussions with Eastport people, the 1977 CD Grant Application prepared by the Assistant City Manager, and the "Housing Element" report prepared by the Washington Co. Regional Planning Commission. In the interests of readability, we have chosen to keep statistical tables to a minimum in this section.

Housing Trends

The basic characteristics of housing and housing problems in Eastport are well known to people in the community. Most of the housing units are single-family frame houses that were built 50 or more years ago. Many of these homes are in need of rehabilitation and repairs. Up until 1970, there were typically many vacant houses, and the total number of houses was steadily declining because of abandonment and subsequent fires and demolition.

The effects of low income and unemployment on housing and home maintenance and improvements are very immediate. In 1970, there were a total of 710 occupied housing units in Eastport. Of these units, 239 (33.7%) were occupied by families below the poverty level. Obviously, if a third of the housing units in a community are occupied by very low income families, a steady deterioration in the quality of many homes is inevitable.

Since 1970, however, there have been a number of interesting developments, as follows:

1. Total number of housing units has increased - In 1970 there were a total of 870 housing units in Eastport. In 1977, the estimated number of units is 898 - an increase of 3.2%. This is, to be sure, a modest change. The increase in total number of housing units for Washington County for the period 1970-1975 was 12.8%. Still, it is significant that the long-established trend of a steady decline in the number of units has now been reversed.

It should also be noted that a majority of the new units are mobile homes. Data compiled by the Regional Planning Commission in 1975 shows the following for new units for the period 1970-1975:

Single Family Homes	17
Multi-Family Units	0
Mobile Homes	47
Conversions	6

Total: 70

During this same five year period there were 41 housing units "lost", mainly through demolition of old, dilapidated houses. The planning consultant's 1977 field survey found an additional 13 "losses". Since the 1975 study, the 16 low-income rental units have also been completed. Thus, for the period 1970-1975, there have been a total of 86 new units and 54 losses, for a net gain of 32 units.

2. Number of occupied units has increased - Since 1970, there has been a large increase in the number of occupied units (and thus, correspondingly, a sharp decrease in the number of vacant units). This is quite natural, given the recent increase in population. In 1970, there were a total of 842 year-round housing units. Of these units, 710 were occupied, and 132 were vacant (20.4% vacancy rate). In 1975, there was a total of 871 year-round housing units, of which 852 were occupied and only 19 vacant (2.2%). If we account for the new units built between 1970 and 1975, an analysis of the data still shows that approximately 72 houses which were vacant in 1970 (i.e. mostly older houses) were occupied by 1975. Obviously, then, it is no longer easy to find a house in Eastport.

3. Condition of Housing Units is still a major problem - In 1970, the census defined a house as "substandard" if it lacked full bathroom plumbing, or if it was overcrowded (more than one person per room). According to these criteria, Eastport had 119 substandard units among the 710 occupied units - a 16.8% rate. The Regional Planning Commissions' data for 1975 is based on a windshield survey of all housing units in Eastport. Houses were rated according to exterior appearance only. The ratings were: "A" - Sound, "B" - Deteriorated, and "C" - Dilapidated (requiring major structural renovation). This method of identifying substandard houses is, of course, not perfect. If anything, the method probably tends to underestimate the number of substandard units. Detailed house by house interior surveys are, however, very time-consuming to conduct. The 1975 survey found 147 of the 852 occupied units (17.3%) to be either Deteriorated or Dilapidated. Of the total number of units (895), 171 or 19.1% were classified as substandard. Our 1977 survey showed a small improvement - primarily because of the "loss" of 11 substandard units, the completion of the 16 new rental units, and 9 substandard units that were being renovated. Thus, of the total of 898 units, 149 were classified as substandard (16.6%). Substandard housing conditions are still, however, a major problem.

In summary, then, the major trends affecting housing in Eastport seem to be as follows:

1. A significant increase in population.
2. Little if any improvement in family income and the local economy.

3. A small increase in the total number of housing units, with the modest number of new units being almost balanced out by demolition of very old units.
4. Many of the older homes have now been "re-occupied", and there are very few available vacancies.
5. There has been a modest decline in the number of sub-standard units, primarily because of individual efforts in rehab and renovation.

Housing Needs

Eastport's housing needs can be described both qualitatively and quantitatively, although a numerical estimate of needs is still tentative only. The overall needs seem to be:

1. A strong program for the rehabilitation of older houses.
2. A continued program for the demolition of dilapidated older houses.
3. Some new houses - especially low-cost housing for low-income families and the elderly.
4. Some new houses - to provide a reasonable amount of available vacancies to accommodate the expected continued growth in population.
5. An overall planning, funding, and financing program must be developed so that these needs can be met.

The Regional Planning Commission's "Housing Element" report does attempt to quantify housing needs. The basic numbers for Eastport, and for Washington County as a whole, may be summarized as follows:

TABLE I.6 - ESTIMATED 1975 HOUSING NEEDS

	<u>Eastport</u>	<u>Washington Co.</u>
Number of Households - 1975	852	11,441
Units needed to relieve overcrowding	15	365
Units needed to reach 5% vacancy rate	43	590
Total units needed for '75 households	910	12,396
Year-round Housing Stock	895	11,874
Structurally Substandard Units	171	1,699
Useable Housing Stock	724	10,175
Units needed to meet '75 demand	186	2,221
Existing units suitable for rehab.	84	878
Estimated new construction needed	<u>102</u>	<u>1,343</u>
Percent increase needed over useable units + units suitable for rehab.	12.6%	12.2%

Since these numbers were compiled, the 16 unit rental project has been completed and is now in use. It is probable, however, that there has been some increase in population since 1975 which will partially "offset" these new units. The current (1977) need for new units can therefore be estimated at about 100 units. (Note: Interestingly, the "Housing Element" report lists only two other communities in the County that need more new housing units than Eastport - Calais (171) and Lubec (125).)

Assuming that Eastport's population continues to grow, there will be a continued need for more new houses. For example, at the 1970-1973 population growth rate, the City's population would increase by about 528 people during the period 1975-1990. This would mean an additional need for about 176 new units.

Given the current trends affecting housing in Eastport - especially low family incomes and high construction costs - we can expect that the vast majority of future new homes will be mobile homes, and that low-income families and elderly people will continue to have severe housing problems. These trends will not change unless the City develops a fairly ambitious housing program.

In terms of specific numbers, the City might set a goal of developing 50% of the new housing units needed over the next ten to fifteen years. This would mean that the City would have to build about 50 units just to satisfy the estimated needs in 1977. If the population continues to increase, the City would have to build another 80 units by 1990. Even a very conservative estimate would suggest that the City build at least 100 new housing units between now and 1990. If the City also planned to develop a rehab program that would take care of about 50% of the existing salvageable units over the next five years or so, we would need a rehab program for about 75 units.

New housing projects - especially those involving Federal funds - take time to put together. A minimum of two years should be allowed for the whole process - initial planning, funding, architectural plans, bidding, construction, etc. It might be feasible for the City to build 100 units by 1990 if this target number was broken down into several small projects of 25 to 30 units each.

These numbers are, of course, rough estimates only. They are intended as a basic context for further discussion and the development of specific plans and programs.

Obviously, these estimates of future housing needs do not take into account the possible impact of a Pittston project or some other major industrial project. If the Pittston project becomes a reality, this may or may not mean that the City will have to coordinate the construction of even more new housing units. Once the oil refinery is in operation, there will be a fairly sizeable number of higher income families immigrating to Eastport and the

neighboring communities. These families will either (1) buy an existing house, (2) build a new house, or (3) buy a new developer-built house. One of Eastport's concerns will therefore be to have good zoning and subdivision regulations so that any new houses and subdivisions are properly developed. To the extent that Pittston people purchase existing older homes in Eastport, there will be a number of Eastport residents who will be "displaced", and some of these people will need assistance in finding a new place to live. In any event, it can be expected that the overall effect of the Pittston project will be a tremendous inflation of the housing market (both home-owner units and rental units) in Eastport and the adjacent towns. The best course of action would seem to be to proceed with a good program that will provide decent housing for low-income families and elderly people.

COMMUNITY FACILITIES

For a relatively small community, Eastport has had a fairly good range of community facilities for many years. The high school, primary and grammar schools (now replaced by a new school), were established soon after the turn of the century. The library was built in 1893, and the hospital established in 1943.

City leaders have recognized, however, that both expanded and new facilities are needed to meet contemporary needs. The 1970 Comprehensive Plan presented a fairly detailed - and often critical - analysis of community facilities existing at that time. Some of these comments are still valid, and there is no need to reiterate them here.

Since 1970, however, City leaders and committees have made considerable progress in expanding the quality and variety of community facilities. Achievements include the following:

1. City Rooms - In 1975 the Industrial Arts building on Boynton Street was renovated for use as municipal offices, including a large City Council/public hearing room on the second floor. This renovated facility is a great improvement over the former cramped offices on Water Street.
2. New School - In 1975 funding for a new grammar school was obtained, and the Eastport Elementary School was completed in 1977. The new school has classrooms for grades K through 8, a gym with stage for auditorium use, a lab, science room, and home economics room, cafeteria and offices.
3. Recreational Facilities - The Eastport Recreation Committee was formed in late 1975, and the members moved quickly to organize badly needed recreational facilities

projects. The Committee's first project was the construction of a small tot park on Sullivan Street (1976). Another tot park was built in the South End on Battery St. in 1977. In 1977, the Committee coordinated funding for a tennis and basketball facility. They also helped to coordinate ballfield construction work performed by a Unit of the National Guard at the new school during the summer of 1977.

4. Senior Citizen's Center - Also in 1977, the old fire station on Boynton Street was renovated for use as a Senior Citizen's Center. The Center contains a kitchen, sitting areas, and game tables.

These are all important achievements - and proof that dedicated efforts by City leaders and volunteer Committee people can lead to funding, construction, and important benefits to the community. There are still, however, a number of key facilities needed, including a new medical facility, a nursing home, a new building for the police department, a new high school, and more recreational facilities - both indoors and outdoors. Details on key future community facilities projects are discussed in Section II.

MUNICIPAL SERVICES

Generally speaking, basic municipal services are well managed in Eastport. The major services are described below.

Fire Protection

The Fire Department is a volunteer department consisting of about 25 members. The Department has 5 vehicles. One pumper is kept at Quoddy Village, and the other vehicles are stationed at the new Fire Station on County Road. The Department does not have a hook and ladder truck.

Police Services

There are 4 full-time police officers plus some temporary CETA personnel. The Police Department has two cruisers and offices in the Eastport City Rooms. There are at present no lock-up facilities. The facility at Calais is used when necessary.

Ambulance

The Eastport Ambulance Corps is a volunteer organization consisting of 20 to 25 members. All members receive special training. There are at present two ambulances, one of which should be replaced soon. Most patients are taken to the Calais Hospital for treatment.

Solid Waste

Use of the old City Dump was abandoned several years ago, and solid waste is now transported to the dump in Dennysville. Collection services are provided by a number of private collectors, and collection costs are paid for directly by home owners.

Road Maintenance

Minor road repairs and snow plowing are handled by the Eastport Highway Department, under the direction of the City Manager. Staff consists of one 3-man crew plus some CETA help. Road maintenance equipment is kept in the yard of the new Fire Station. The State Highway Department maintains Route 190, including Washington St., and County Rd.

Water Supply

Drinking water is provided by the General Waterworks Co. of Philadelphia. The water source is Boydens Lake in Perry. Water is transported to Eastport via a water main that spans the narrows along the route of the old toll bridge. The recently formed Eastport Utilities District is now about to undertake a study of the feasibility of purchasing the water system. At present, there are no sewage treatment facilities in the City.

TRANSPORTATION

Existing Systems and Problems

A community's transportation systems are a vital part of its economic and social well-being. The location, design, and condition of streets and roads within the community have a direct influence on people's day to day activities and the quality of life. Transportation systems providing access to and from the community for goods, services, and trade - whether highway, waterways, rail lines, or air routes - are a major determinant of economic activity.

Eastport's internal streets and roads are generally adequate for normal local traffic, and City road maintenance is good. The only major circulation problem is Water Street, the main street of the downtown business district. This street, which must accomodate one lane of traffic in each direction plus angle parking on the west side, is totally inadequate for today's car-oriented shoppers. Widening of Water Street cannot be done without extensive demolition of buildings on the east side of the street. A street-widening program may be possible as part of an overall downtown redevelopment program. The other major internal transportation need is some kind of public transportation system for young people, the elderly, and people who do not own cars. Details on these two needs are discussed in Section II.

Turning to an analysis of external transportation systems, we find that Eastport has several major problems:

1. Eastport is located in a relatively remote county. Washington County has no major highway, airport, commuter rail line, or modern port facility.
2. Even when compared to other Washington County communities, Eastport is somewhat off the beaten path. All other larger communities in the County (Calais, Baileyville, Machias, etc.) are located on U.S. Route 1, the only significant (though inadequate) highway in the region. Eastport, however, is a peninsula located several miles from Route 1. Local businesses thus have no opportunity to benefit from casual, transient shoppers. Eastport's potential as a tourist attraction is also diminished.
3. Eastport is a water-oriented community, and the City prospered during the 19th century when shipping and ship-building were at their peak in New England. Today, of course, highways, trucks, and cars are the primary modes of transportation. The supremacy of highway systems, and thus Eastport's relative isolation, is not likely to change in the near future.

Eastport is linked to U.S. Route 1 by Route 190, a generally well-built local road that has been further improved by the State Department of Transportation in 1977. The City is also served by a spur line of the Maine Central Railroad. In the early 20th century, when the sardine industry was at its peak, the rail line was heavily used. Now, however, there is very little use, and the Maine Central has been considering terminating service to Eastport. City officials realize that this rail line could be an important factor in future industrial development, and there has been some discussion of ways in which continued rail service can be assured.

Major Transportation Needs

We can probably assume that there will never be a major limited access highway in Washington County. Eastport will therefore remain relatively remote for travel by truck and car. Industries that rely heavily on trucking will continue to discount Eastport as a possible location, and the tourist industry will continue to be a relatively minor part of the local economy.

It seems clear that Eastport must look to shipping as the only major form of transportation that can: (1) be feasibly encouraged and developed, (2) have a major positive economic impact.

Eastport's naturally deep coastal waters are well suited to modern shipping needs. The rail line must be maintained to serve as a complement to future shipping activities.

The problem is, of course, that Eastport's natural deep water port resources are still totally undeveloped. The existing City pier is too small, and low tide waters too shallow to handle large ships. Road access to the pier is also very poor, and there is no direct rail access.

The Pittston Company has, of course, recognized Eastport's potential. The Company's plans call for development of both Broad Cove and Deep Cove as port facilities. The Eastport Economic Development Committee has also been at work putting together plans for a major bulkhead and breakwater project for the downtown waterfront and an industrial park and port facility for the section of shoreline between Carlow Island and Kendall Head.

Thus, transportation needs and the potential for the expansion of water-related transportation link directly to key economic questions and concerns. Details on port development and on other secondary transportation projects are presented in Section II.

NATURAL RESOURCES AND CONSERVATION

The Eastport Corporate Boundaries contain about 10.5 square miles (6,698 acres) of land and water. About two-thirds of this territory is coastal waters; one-third is land (about 2,290 acres). This very limited land base is at least partly offset by Eastport's 19 miles of shore line.

Natural resource based, conservation-oriented planning methods are becoming popular in the more developed areas of New England, especially for rural towns with large land areas experiencing rapid suburban growth. For such communities, conservation-oriented planning often makes sense, since the town's priorities are often concerns such as preservation of rural qualities, stability of the tax rate, and conservation of important resources such as underground water supplies and farmland.

Eastport's situation is rather different. Because of the City's very limited land base, good planning for Eastport must be concerned with issues such as preservation of scenic qualities, balance of development and open space, and overall population density. However, there are no major land-related resources - farmland, lakes, streams, underground water supplies, etc. - that are important enough to become primary determinants in the planning process. Nevertheless, Eastport's land related resources should be taken into account in the planning process. Sea and shore related resources are also important to understand.



SOILS

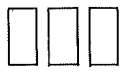
EASTPORT COMPREHENSIVE PLAN



CLIENT : THE EASTPORT PLANNING BOARD
 CONSULTANT : TOWNSCAPE ASSOCIATES

DATE : 1977 SCALE : 0 1000 2000 3000 4000 FEET

SOURCE : USDA SOIL CONSERVATION SERVICE



SOIL GROUP	CODE	SOIL SERIES	DEPTH	DRAINAGE
WETLAND	90	COASTAL-BEACH	VARIABLE WET	POOR
	91	FLAT 4, MUCK	VARIABLE WET	POOR
	92	TIDAL MARCH	VARIABLE WET	POOR
ROCKY LAND	3R	ROCKLAND, COLEBETH	25-50/LOAM	GOOD
	7X	MADE LAND	VARIABLE	VARIABLE
	16	ADAMS LAMY SAND	DEEP	EXCESSIVE
	20	COLTON SANDY LOAM	DEEP	MODERATE
	21	DANIEL SANDY LOAM	DEEP	MODERATE
	23	DANIEL SANDY LOAM	DEEP	POOR
	24	VALERIE SANDY LOAM	DEEP	POOR
	26	MELROSE FINE S. LOAM	DEEP	GOOD
	27	ELANWOOD FINE S. LOAM	DEEP	MODERATE
	28	ELANWOOD FINE S. LOAM	DEEP	POOR
WATER WETTED SOILS	32	BOYDTON SILT LOAM	DEEP	POOR
	33	BOYDTON SILT LOAM	DEEP	POOR
	35	SOANTE SILT LOAM	DEEP	POOR
	34	DISPERSED SILT LOAM	DEEP	VERY POOR
	32	HERMON SANDY LOAM	DEEP	GOOD
	33	HERMON SANDY LOAM	DEEP	MODERATE
	34	VALERIE SANDY LOAM	DEEP	MODERATE
	35	VALERIE SANDY LOAM	DEEP	POOR
	36	LEICESTER LOAM	DEEP	POOR
	37	LEICESTER LOAM	DEEP	POOR
GLACIAL TILL SOILS	40	LEICESTER SANDY LOAM	SHALLOW	GOOD
	41	COLEBETH SANDY LOAM	SHALLOW	GOOD
	41	COLEBETH SANDY LOAM	SHALLOW	GOOD

Land Resources

At first glance, the undeveloped parts of the Eastport landscape seem to be mostly rock and second growth timber, with an occasional scattering of houses and fields. Most of the visual landscape variety seems to be found along the coast, where there are fine views of the varied, rocky shoreline and the surrounding waters of Passamaquoddy Bay and Cobscook Bay.

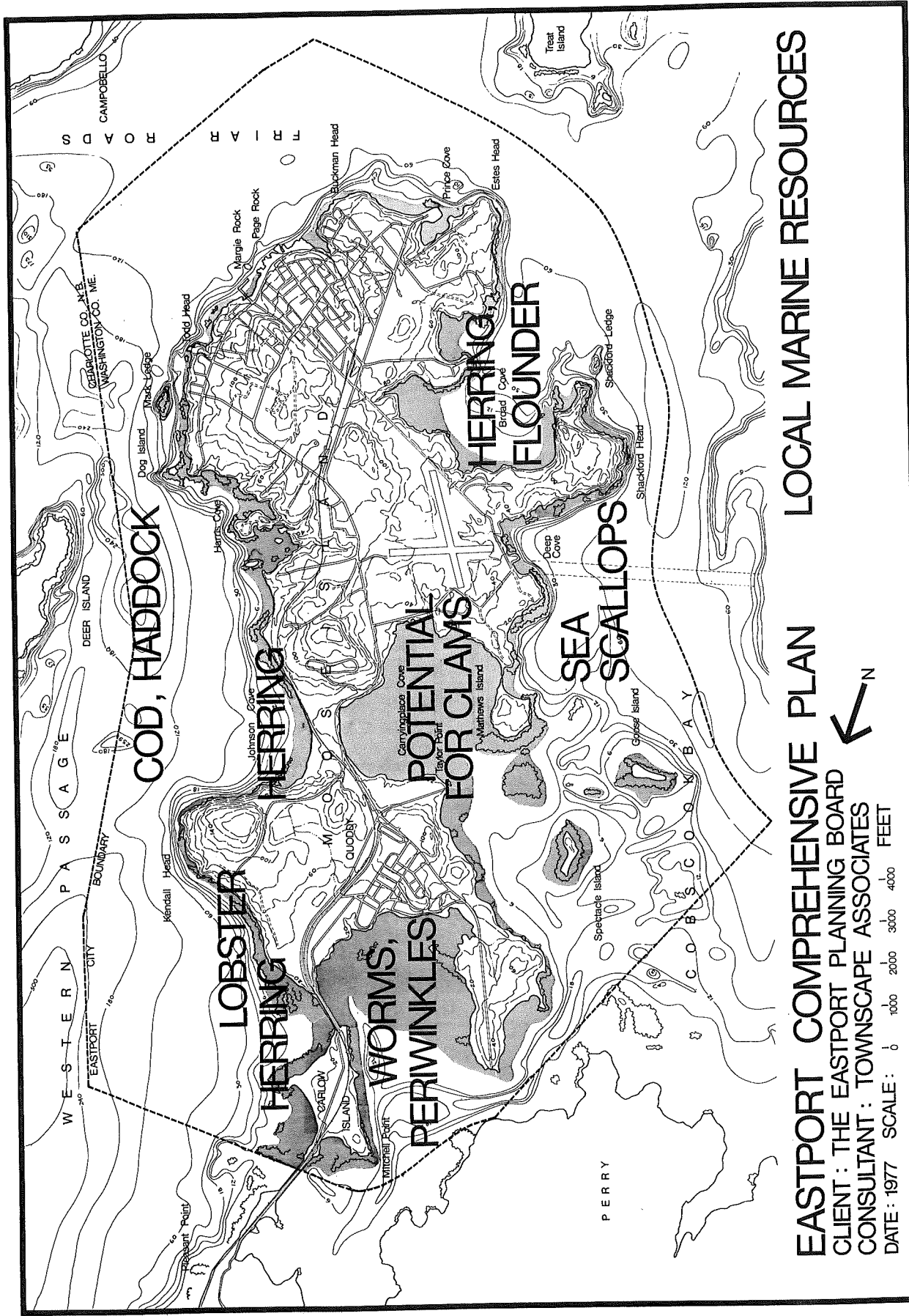
On closer inspection, however, one can find considerable landscape and natural resources variety. Several heights of land stand out from the generally level to gently rolling topography - notably the Kendall Head area, Redoubt Hill, and Shackford Head. The land is indeed rocky, and massive ledge outcrops are found on the higher areas and along the coast. The geology and soils of the City, however, derive in large part from relatively recent (10,000 to 15,000 years ago) glacial activity. There are thus many deep deposits of glacial materials at the lower elevations, including some fairly large areas of glacial sands and gravels in the vicinity of Dog Island and Harris Cove.

Some areas of the City still support fairly large stands of timber, especially the relatively undeveloped areas such as Carlow Island, Kendall Head, Shackford Head, and the peninsula of land west of the Quoddy Village area. Typical wildlife species can still be found in these more remote areas, including birds, small mammals, some deer, and even an occasional black bear - probably a "visitor" from Deer Island.

We have not been able to conduct a detailed analysis of land resources and landscape types as part of our planning studies. The accompanying maps on topography and soils do, however, illustrate some of the variety of Eastport's land resources.

This variety of land resources suggests several planning guidelines:

1. Most of the undeveloped lands in the City are characterized by clay soils or bedrock at or near the surface. These lands will therefore be relatively expensive to develop for new residential, commercial, or industrial uses. Roads, foundations, and utilities will all be expensive to build in these areas.
2. Even though Eastport's land area is relatively small, the historical pattern of clustered development has meant a "natural" preservation of a surprising amount of landscape variety and rural landscape qualities. Historically, most of the development was centered on the waterfront on the eastern side of Moose Island. Even today, when use of the automobile has led to a very dispersed development pattern in most communities, about 80% of the City's houses and businesses are clustered together on about 10% of the land area.



EASTPORT COMPREHENSIVE PLAN LOCAL MARINE RESOURCES

CLIENT : THE EASTPORT PLANNING BOARD

CONSULTANT : TOWNSCAPE ASSOCIATES

DATE : 1977 SCALE : 0 1000 2000 3000 4000 FEET



3. This historical clustering of development and natural conservation of landscape variety will not, however, necessarily be continued in the future. Any major increase in economic activity and population in Eastport will almost certainly lead to the development of rural lands for business and residential uses. Thus, if Eastport wishes to retain some measure of landscape variety and natural land resources, plans should be made now for a future balance among urban, suburban, and rural land uses.

Coastal Resources

Eastport is a rocky peninsula that juts out from the mainland into deep waters and strong tidal currents. The surrounding waters are Western Passage to the east, Friar Roads to the south, and Cobscook Bay to the west. Eastport's 19 miles of coastline are characterized by a variety of coves and headlands. The shore is rough, rocky, and often steeply sloped toward the water. Tidal range in this area is very dramatic. The typical tidal range for Eastport's shoreline is about 18 feet, and tides as high as 40 feet have been recorded.

In terms of marine resources of commercial value, Eastport's immediate coastal waters are not especially productive. Fish and shellfish are, however, available in quantities sufficient to warrant seasonal harvesting, hand-line fishing, and use of herring weirs. The major fishing spots are shown on the accompanying map, and include:

Carlow Island area	- herring
Kendall Head	- lobster
Johnson Cove	- herring
Western Passage	- cod and haddock
Broad Cove	- herring and flounder
Deep Cove	- sea scallops
Carryingplace Cove	- some clams
Quoddy Village area	- periwinkles and worms

The extensive mudflats of Carryingplace Cove and the Quoddy Village area offer considerable potential for the development of shellfish resources if tidal scouring action and pollution from domestic sewage can be controlled.

Eastport's most significant coastal resource is the presence of very deep water within a few hundred feet of the shore. The waters off Kendall Head, Buckman Head, Estes Head, Shackford Head, and Deep Cove quickly reach depths of 60' or 80' or more. This combination of deep coastal waters, hard rock bottom, and a natural deep water connection via Friar Roads out to the Bay of Fundy and the Atlantic makes Eastport especially suited to development for use by large, deep draft modern ships. Negative factors for the

development of Eastport as a modern port facility include frequent dense fog, the strong tides, and the relative absence of good land transportation systems.

Development and management of Eastport's coastal resources - both in terms of marine resources and port resources - is thus possible but not without difficulty.

LAND USE & ZONING

Existing Land Use in Eastport in 1977 is illustrated by the accompanying maps.

In general, there have been few major recent changes in land use. Most of the residential and business land uses in Eastport are still clustered in the eastern portion of Moose Island. The only other concentration of residential development is the Quoddy Village area, originally built by the U.S. Government in the 1930's as part of the Passamaquoddy Bay Tidal Power project. Most of the rest of the developed lands are found along Route 190 and scattered here and there along the coast.

The acreage breakdown for existing land uses is as follows (approx.):








- Residential: 200 acres
- Business/Commercial: 25 acres
- Industrial: 80 acres
- Public & Semi-Public: 250 acres
(including the Airport)
- Agricultural & Open Land: 1,400 acres

During the past several decades, the most significant changes in land use have been the closing down of most of the sardine factories, losses of piers and some buildings along Water Street, the loss of many old houses through fire and demolition, and a modest amount of new housing - especially mobile homes during the past 5 or 6 years. Major new land uses include the new school, the new fire station, and the Marine Trades Center.

A Zoning Ordinance was developed for the City as part of the 1970 Comprehensive Plan, and the Ordinance became official in 1971. In general, this Zoning Ordinance proved to be extremely cumbersome and confusing for everybody, including City Council, the Planning Board, the Board of Appeals, the Code Enforcement Officer, and residents who were to abide by the Ordinance's provisions. Unfortunately, the original zoning Ordinance combined an opacity of language and a volume of "standard" zoning provisions such that its usefulness for Eastport was severely limited.



GENERAL LAND USE

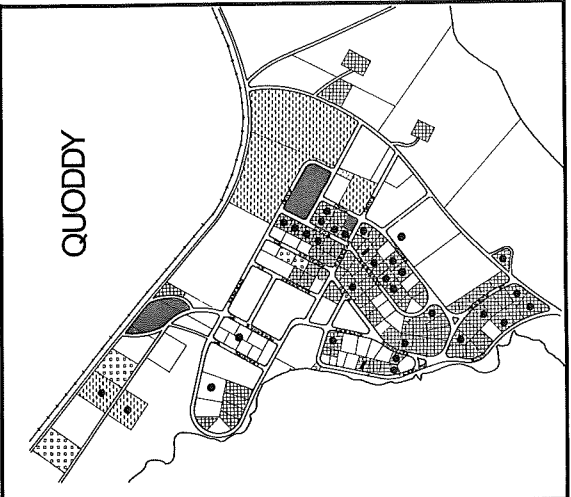
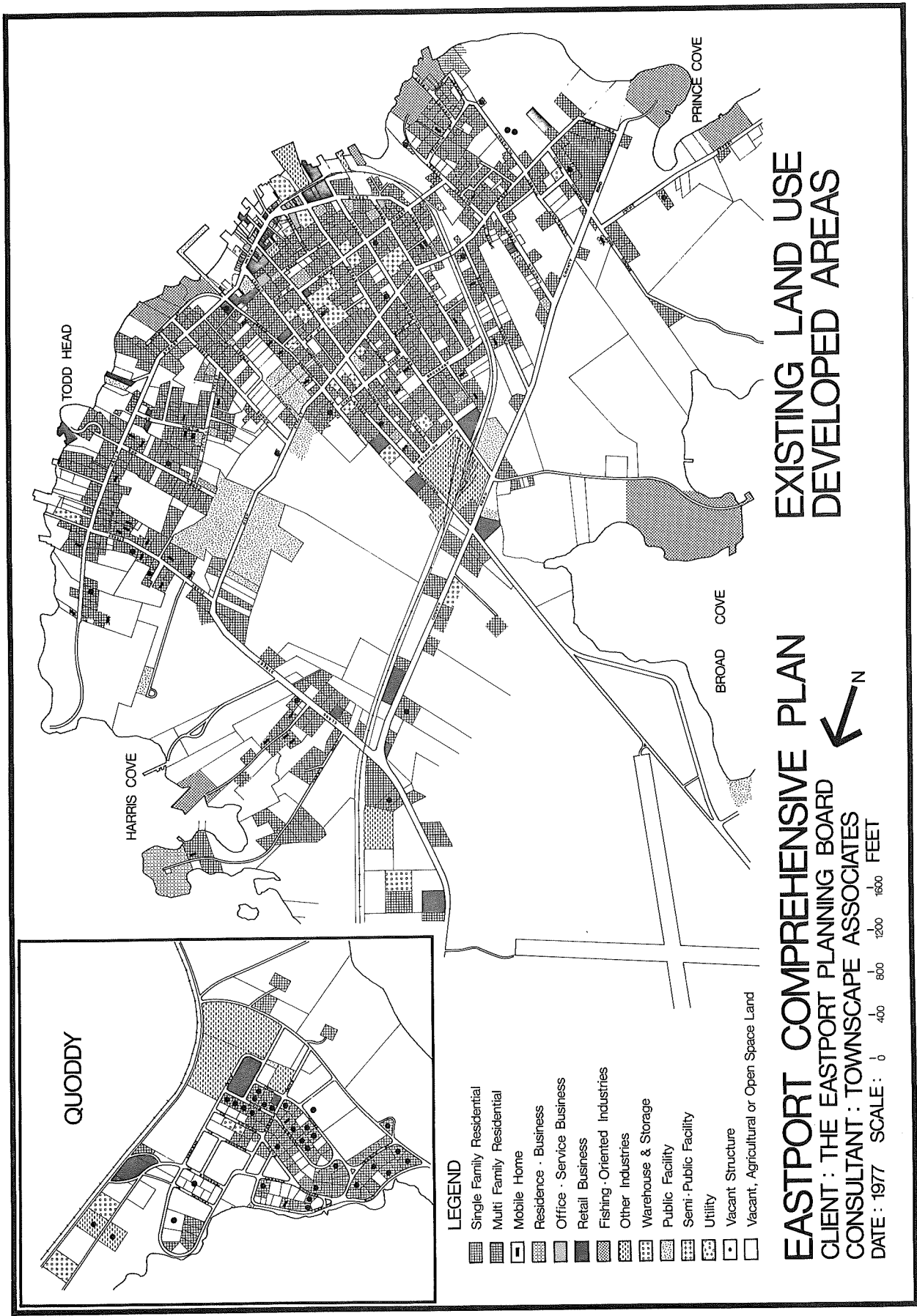
-  Residential
-  Public, Semi-Public
-  Vacant, Agr. Open
-  Mobile Home
-  Commercial
-  Industrial
-  Gravel Pit

EASTPORT COMPREHENSIVE PLAN

CLIENT : THE EASTPORT PLANNING BOARD
 CONSULTANT : TOWNSCAPE ASSOCIATES

DATE : 1977 SCALE : 0 1000 2000 3000 4000 FEET





EXISTING LAND USE
DEVELOPED AREAS

EASTPORT COMPREHENSIVE PLAN



CLIENT : THE EASTPORT PLANNING BOARD
CONSULTANT : TOWNSCAPE ASSOCIATES
DATE : 1977 SCALE : 0 400 800 1200 1600 FEET

As part of the 1977 Comprehensive Plan, we have devoted a good deal of time and energy to developing a new zoning Ordinance. The consultant worked closely with the Planning Board and the Zoning Review and Revisions Committee. Input was received from other City officials. During the course of more than a dozen evening working sessions, we drafted and redrafted the new ordinance until all details had been resolved. The new Zoning Ordinance was presented at a Public Hearing on December 6, 1977, and was approved by the Eastport City Council on that same day. This new ordinance should be a useful tool for controlling the location and quality of future development in Eastport.

SUMMARY: TRENDS, PROBLEMS & NEEDS

Eastport is, in our opinion, a very special community. It is a relatively small community, both in terms of physical size and population, located in a remote and sparsely settled, rural area of New England. Like many rural areas, Eastport has experienced a slow but steady decline in economic activity and population throughout the 20th century.

Unlike most rural communities, however, Eastport has a strong tradition of industry and commerce. The physical structure of the built environment reflects this tradition: homes, streets, and businesses in the old part of the City are densely clustered and distinctly urban rather than suburban or rural in character. The governmental structure is that of a City rather than a typical New England town, with decision-making powers vested in a 5-number City Council rather than Town Meeting members.

Since 1970, a number of important signs have developed that indicate the beginning of a new chapter in the City's history. These important signs include:

1. An increase in population.
2. An increase in younger people.
3. The development of a number of important community facilities.
4. The recent relocation of the Marine Trades School to Eastport.
5. Projects for new housing and housing rehabilitation.
6. The beginnings of a strong movement for economic development.
7. Most importantly, the increasing involvement of capable citizens on a volunteer basis, working together to ensure a better future for all of Eastport's people.

The process of community redevelopment and economic revitalization has been begun. The process can and should be continued and expanded. In the near future, some solid economic development achievements are essential.

One of the key ingredients in this process of revitalization will be organization - of people, energy, ideas, funds, and actions. This planning report is one small part of the overall organizational structure that will be needed.

SECTION II · PROJECT DEVELOPMENT

SECTION II. PROJECT DEVELOPMENT

The 1977 comprehensive planning study has placed considerable emphasis on project development concepts. What kinds of physical development projects are needed? What are some of the specifics for these projects? Where should projects be located? How should they be organized and funded? These are the kinds of questions that we will discuss in this section.

The material on projects has been derived from meetings and working sessions with the Planning Board, City Council, the City Manager, the Economic Development Committee, the Recreation Committee, and other local groups and individuals. Ideas and insights have also been obtained from State and Federal agencies, and from our own research and experience.

We will discuss below a total of 43 projects and programs, divided into eight categories, as follows:

- A. Town Center/Waterfront Development
- B. Economic Development
- C. Housing
- D. Community Facilities
- E. Public Works
- F. Transportation
- G. Natural Resources Conservation & Development
- H. Historic Preservation

For each project or program, we have provided relevant information on:

- 1. Priority Rating
- 2. Estimated Cost
- 3. General Description/Current Status
- 4. Possible Source of Funds
- 5. Actions Needed

Taken as a whole, this discussion on project development should be considered a comprehensive development program for the City of Eastport. This is not, of course, a "final" program. Priorities, details, and ideas will certainly change as the project development process continues and matures. The material provided here, however, should provide City boards, committees, and officials with a solid foundation for future project development work.

A. TOWN CENTER/WATERFRONT DEVELOPMENT

It is appropriate to discuss this subject first since the Town Center/Waterfront area is the historic and commercial heart of the City.

During the 19th century, Eastport was one of the busiest ports on the eastern seaboard and the waterfront section of the City was a thriving commercial center. As shipping and ship-building activities declined, however, Eastport's Waterfront began to suffer from problems of economic stagnation and disrepair. Today there is only one City pier in good condition, and a number of old wooden piers. Use of the Waterfront is limited to a few fishing boats and pleasure craft.

This is, in a sense, really one big project. There are, however, many specific parts of the project, and these parts should be discussed separately in order to provide a rational understanding of the whole. At this point, the major parts seem to be as follows:

Project A.1 - Extension of the Existing Pier

Priority Rating: Critical.

Estimated Cost: \$500,000

Description/Status: The existing City pier located off Water Street, an "L" shaped facility about 50 feet wide extending about 250 feet out from the shore, is the only remaining major commercial pier facility in the City. During the past year, the Economic Development Committee has discussed the concept of extending the pier by a width of 50 feet along its entire waterfront length (about 450'). Once this work has been completed, water depths for docking ships will be about 40' at low tide, and large ships will be able to tie up directly to the pier for loading and unloading of cargo. In the spring of 1977, an architectural firm was retained to develop preliminary designs for the pier extension. This project would be an important step in revitalizing economic activity on the waterfront.

Possible Source of Funds: Special funding through the Maine legislature, U.S. Economic Development Administration (EDA), Eastport Port Authority bonds.

Actions Needed: The basic concept and preliminary design work have been developed. A vigorous search for funding should now be initiated, and the City should proceed with negotiations with various export companies.

Project A.2 - Selective Demolition of old Buildings

Priority Rating: Important.

Estimated Cost: Not yet determined.

Description/Status: The Economic Development Committee has discussed the possibility of removing a number of buildings on the east side of Water Street. Removal of old buildings will provide space for new buildings, off-street parking, and waterfront open space. There are, however, a number of factors involved in deciding which buildings should be removed and which should stay. Actual structural condition is obviously a factor, as well as rehab costs vs. costs of demolition and replacement. Historical values should also be considered. In an overall sense, we feel that no specific plan for acquisition and demolition should be put into effect until a comprehensive plan for the redevelopment of the town center/waterfront area has been developed. Certainly, some demolition of old and unsafe buildings will be part of the redevelopment process. This should not, however, be done in a piecemeal or premature way.

Possible Source of Funds: Difficult! Funds for acquisition and demolition of old commercial buildings are not easy to obtain. The Community Development Grant Program (CD) of the Department of Housing and Urban Development (HUD) may be a possible source of funds. EDA is another possibility. It is likely that funding for this particular program will have to be part of a comprehensive funding program for the redevelopment of the waterfront as a whole.

Actions Needed: We would recommend that no actions be taken until a comprehensive waterfront redevelopment plan has been developed. The 1977 comprehensive planning project includes some analysis of the waterfront area - including the notes presented in this section of the report - but does not include a detailed plan. Such a plan should be developed in the near future.

Project A.3 - Rehabilitation of Old Buildings

Priority Rating: Important

Estimated Cost: Not yet determined.

Description/Status: The need for rehab of many of the commercial buildings on Water Street, especially those on the west side, has been recognized for some time. It is, however, difficult for owners of buildings to make this kind of investment if business is declining. If improvements are begun via Federal and City funds, it may be possible to begin a rehab program which is at least partly (if not largely) financed by owners. The first step would be to define the kind of rehab work that is needed, and the approximate cost. Financing strategy for the work can then be made a part of the overall financing strategy for the waterfront redevelopment process.

Possible Source of Funds: Low interest rehab loans to owners
- SBA or other.

Actions Needed: The interest of owners in undertaking this kind of work is largely dependent on the City's ability to move ahead on waterfront redevelopment.

Project A.4 - New Buildings and Businesses

Priority Rating: Long-range.

Estimated Cost: Unknown.

Description/Status: Some new buildings will probably be needed. New businesses will be both needed and feasible if there is significant economic growth in Eastport (whether from Pittston or some other source). People are already talking about the possibility of a motel and a good restaurant open all year round. New buildings will probably have to be financed through more or less conventional private sources. It would therefore seem unrealistic to expect the construction of any new buildings until both the redevelopment of the waterfront and Eastport's economic recovery are well under way. In order to provide for this future opportunity, however, it will be necessary to "reserve" some parcels along Water Street for future possible new construction. In addition to a plan, the City would ideally develop a program by which certain parcels will be definitely set aside for future new construction.

Possible Source of Funds: Private lending institutions.

Actions Needed: Many other actions are needed first!

Project A.5 - Bulkhead

Priority Rating: Critical.

Estimated Cost: Not yet determined.

Description/Status: The Economic Development Committee has done some preliminary work on the "construction of a bulkhead 100' East of the existing Water Street, beginning at the North end of town just South of the Quoddy Tides and ending at the Mearl Corporation building at the south end of town." This bulkhead would provide space for the development of waterfront open space and parking, and would also serve to protect any new or old buildings on the east side of Water Street.

An architectural firm has been retained to do some preliminary design work. More design work is needed so that the shape and location of the bulkhead can complement other major waterfront uses (buildings, parking, open space, etc.)

Possible Source of Funds: EDA, City funds, Eastport Port Authority bonds.

Actions Needed: Develop more details as part of a comprehensive plan for the waterfront.

Project A.6 - Related Roads, Parking, Landscaping

Priority Rating: Important.

Estimated Cost: Not yet determined.

Description/Status: There does not seem to have been very much discussion of these elements in the recent planning for redevelopment of the waterfront. Clearly, however, these are very important parts of the overall situation. Good circulation systems and convenient off-street parking will have to be developed if the Town center area is going to expand and grow. Landscaping - by which we mean not only some park-like spaces but the overall character and design of streets, walks, lighting, signs, street furniture, trees, etc. - can provide the overall design theme that ties the whole redevelopment project together.

Possible Source of Funds: HUD or EDA. Other special funding may be available if the landscaping work is to have a strong historic preservation theme.

Actions Needed: Develop more details as part of a comprehensive plan for the waterfront.

Project A.7 - Breakwater

Priority Rating: Critical.

Estimated Cost: \$6.5 million (or more)

Description/Status: The Economic Development Committee has done some initial planning work for a major Breakwater/Public Landing which will be 1,730 feet long. In 1977, the U.S. Army Corps of Engineers allocated \$30,000 for initial feasibility studies of this project. Presumably, the Army Corps may also be able to fund part if not all of the construction work. The breakwater would protect all of the downtown waterfront, and create opportunities for a variety of new Shorefront facilities - marinas, wharves, etc.

The breakwater would also be wide enough to accommodate a rail line spur and truck roadway. There might also be a related area for handling and storage of freight containers. Clearly, this would be a major facility, and it will be some time yet before the basic design and feasibility have been resolved.

Possible Source of Funds: U.S. Army Corps of Engineers.

Actions Needed: The City should work with Corps personnel to make sure that Eastport's specific needs are incorporated into this first feasibility study.

Project A.8 - Wharves for Fishermen

Priority Rating: Important.

Estimated Cost: \$250,000.

Description/Status: The concept plan for the waterfront prepared for the Economic Development Committee shows a number of new wharves needed to replace those lost to storms over the years. If the fishing industry at Eastport begins to expand again, these new wharves will probably be needed.

Possible Source of Funds: Grants may be difficult to obtain. Some combination of City funds, grants, and private funds will probably be needed.

Actions Needed: Develop more details as part of a comprehensive plan for the waterfront.

Project A.9 - Camper Boat Dock

Priority Rating: Important.

Estimated Cost: Not yet determined.

Description/Status: The concept plan prepared for the Economic Development Committee shows a small floating dock to be used for tourist boats, including camper boats. It appears that this kind of facility is needed. The cost for this facility should not be very large. Perhaps funding can be obtained by incorporating plans for this facility into a proposal for the proposed bulkhead or some other larger project. More thought is needed on location and basic design configuration of this dock.

Possible Source of Funds: EDA, Maine Division of Waterways (funding program for small public landings).

Actions Needed: Develop more details as part of a comprehensive plan for the waterfront.

Project A.10 - Town Marina

Priority Rating: Long-range.

Estimated Cost: \$750,000.

Description/Status: The concept plan also shows a large Town Marina to be developed inside the proposed breakwater. Questions of access, parking, and the relationship of the Marina to future changes and improvements along Water Street must still be resolved.

Possible Source of Funds: Difficult. Some combination of City, Federal, State, and private funds will probably be necessary.

Actions Needed: Develop more details as part of a comprehensive plan for the waterfront.

Conclusions: Planning and Organization Needs

Clearly, the Town Center/Waterfront Redevelopment project is a very major undertaking. Lots of work is still needed in terms of physical planning and design, priorities and phasing, funding strategy, and structuring a process for project construction and ongoing administration and management. At some point in the near future, the process will become too complex for a Committee and part-time City Council to administer. A Redevelopment Authority with a full-time Director and support staff, or some comparable administrative agency, will be necessary.

The next step in the process should be the development of a comprehensive plan for the Town Center/Waterfront area. Funding for such a plan could be provided by the City and/or EDA, the HUD CD program, (perhaps a town center apartment rehab study), or the Maine Coastal Zone Management Program. The project budget might be \$10,000 to \$20,000, depending on the scope desired by the City. The plan should include details on:

1. Demolition and new uses
2. Physical design
3. Priorities and phasing
4. Funding
5. Administration and management.

We would strongly recommend that this planning and design project be organized in the near future.

B. ECONOMIC DEVELOPMENT

Clearly, economic development is the key to the redevelopment and revitalization of the City of Eastport. The City needs an expanding tax base. People need jobs and reasonable incomes.

Economic development in Eastport will not be easy to achieve. With the exception of a possible major new industrial development such as the proposed Pittston deepwater port and oil refinery, economic development cannot be expected to happen quickly. Eastport's locational disadvantages will probably continue to be a major problem. Thus, the City must do much more than simply "encourage" the location of new industries in Eastport. In essence, City leaders are faced with the difficult task of taking a strong, active, and entrepreneur-like role in the development of commerce and industry in Eastport.

The Town Center/Waterfront Development project or projects is, of course, a major economic development project in its own right. In this section, we will discuss other economic development projects that are clearly distinct from the waterfront project.

Project B.1 - Industrial Park

Priority Rating: Critical.

Estimated Cost: \$5 million.

Status/Description: The Economic Development Committee has done some preliminary work on an industrial park concept that would have warehouses and a 700 foot pier. The suggested site is a 50 acre parcel in the northern section of Moose Island, adjacent to Route 190 and the railroad line. The City is currently negotiating with land owners for options.

Clearly, this is a very important project for Eastport. A shipping-related industrial park of this kind might eventually be able to handle large quantities of bulk products such as pulpwood or potatoes. Use of the industrial park for fish landings and fish processing would also be a possibility.

It should be recognized that a major industrial park is the dream of many small communities (jobs and taxes). This dream is seldom realized because the infrastructure costs (land acquisition, clearing and grading, roads and utilities, warehouses and piers, etc.) are so enormous. Federal agencies may provide some of the necessary funds, but rarely enough. The funding/implementation strategy for an Industrial Park must therefore take a strong business approach. A program

has to be developed that combines City actions and commitments with real commitments from large companies who will use the Industrial Park (Georgia Pacific, for example). Federal assistance will be more readily available if the funding agency can be assured that their money is, in effect, being "leveraged" by financial commitments from the City and/or private businesses.

Possible Source of Funds: The Farmers Home Administration may be able to supply funds for land acquisition. The first phase of actual improvements will probably have to be financed by the City (perhaps through the Eastport Port Authority) and interested companies. Thereafter, certain parts of the project may be eligible for Federal funds. This project will have to be funded and developed in increments.

Actions Needed: Options on the required land must be secured. As soon as this has been resolved, a basic plan for the industrial park should be developed, together with details for the first phase of actual construction.

Project B.2 - Marine Trades Center

Priority Rating: Already begun!

Estimated Cost: Unknown.

Status/Description: In 1977, plans were completed for the development of a Marine Trades School at Eastport. The school will be a campus of the Washington County Vocational Technical Institute. Funding was provided by the U.S. Economic Development Administration and private contributions. The site for the school is the former Paispearl Company property on Deep Cove. Renovation work is now under way on the existing buildings. The school will open in June, 1978, and will have a first year enrollment of about 100 full-time and 100 part-time students. Available courses will include: Boat Building, Fisheries, Marine Mechanics, and Boat Repairing.

Although the Marine Trades Center is an educational facility, we have included it in this section because of its strong economic implications. It is expected that the school will attract students from all over the state, and that it will expand in terms of physical size, enrollment, and educational resources. An expanding school will mean more people who will purchase goods and services in Eastport. Thus, local merchants will be able to supply the school with certain kinds of materials and supplies, and local service businesses will also benefit. Some of the full-time students and faculty will want to live in Eastport, and thus there will be an

increased demand for good housing. New residents will mean an increased demand for many basic items - food, gas, clothing, furniture, etc.

In a longer-range context, the Marine Trades Center suggests the possibility of even greater economic advantages. The presence of a school of this kind should help in the revitalization of Eastport as an important port community. It is both possible and desirable that the school become part of an integrated action plan for the development of fishing, fish-processing, boat-building, aquaculture, and shipping activities. This kind of educational/economic development project, one that fits well with Eastport's history, traditions, and natural resources, is really ideal. The City should therefore proceed with the development of a mutually beneficial relationship with the school.

Funding: First phase funding for the school has already been obtained. In the future, the school may be able to serve as a conduit for a variety of research and demonstration project funds that will be beneficial to the City's economic development.

Actions Needed: The City Council should consider the possibility of inviting people from the school to serve on some of the important City Boards and Committees. The development of a mutually beneficial relationship depends largely on good communications and the joint development of ideas.

Project B.3 - Tourism

Priority Rating: Important

Estimated Cost: Varied

Discussion/Status: This is, of course, a general subject rather than a specific project. Tourism is often suggested as an economic key for rural areas. Eastport has, certainly, been able naturally to attract a good number of tourists during the summertime, and tourism could certainly be encouraged more than it presently is. We feel, however, that tourism should not be the dominant theme of the waterfront development process, or of any other major development project or program. Eastport is, and probably always will be, too far away from the traditional tourist routes to ever expect that tourism would play a major role in the local economy. Important projects such as development of the waterfront should therefore concentrate on providing economic opportunities, jobs, and a pleasing environment for Eastport's people. If the waterfront project is well designed and carefully implemented, the appeal to tourists will be almost automatic. People will then come to visit Eastport because it is an interesting and exciting place to see.

Possible Source of Funds: Funding for specific public facilities designed to attract tourists - a camper boat marina or public campground for example - may be available through a variety of State and Federal programs, including the Maine Bureau of Parks and Recreation.

Actions Needed: A strong "See Eastport" advertising program, together with continued progress on major projects such as waterfront redevelopment, would help to increase tourism. This might be a good project for the Eastport Chamber of Commerce.

Project B.4 - The Fishing Industry

Priority Rating: Critical

Estimated Cost: Unknown

Discussion/Status: The fishing industry, like tourism, is a general subject rather than a specific project. Unlike tourism, however, the fishing industry has always been a key element in the City's economy. Although local fisheries and fish processing businesses have declined during the past several decades, there are now some signs that the situation is beginning to improve. Since the recent enactment of the 200 mile fishing zone, New England fisheries in general have experienced a significant increase in volume. It is, of course, still too early to predict the future benefits of the new fishing regulations. At the very least, however, fishermen in Eastport and other eastern Maine Communities now have, for the first time in many years, some cause for optimism.

The Mearl Corporation of Eastport has recently begun construction of a 16,000 square foot freezer plant at Estes Head. This will be an important facility. The volume and dollar value of catches by local fishermen seem to be increasing, especially for ground fish caught with hand lines. Assuming a continuation of these encouraging signs, City leaders should begin to develop a strategy for the development of public projects that would aid the private fishing industry. The formation of some kind of Fisheries Development Corporation, perhaps with a regional rather than only City-wide base - might be feasible. There is now considerable activity of this kind elsewhere in Maine. Public agencies, whether existing or newly-formed, can and should undertake development projects that would assist and benefit local fishermen and fish products companies.

Possible Source of Funds: EDA, Department of Commerce Coastal Zone Management Program. (Note: EDA has just announced a \$47,000 grant to the Fisheries Development Corporation of Yarmouth, to be used to promote and expand commercial fisheries in Maine.)

Actions Needed: We would recommend that the City develop an action plan for fisheries-related projects that could be developed at the public level.

Project B.5 - Pittston Refinery and Marine Terminal

Priority Rating: Critical

Estimated Cost: \$500 million.

Description/Status: The Pittston Refinery and Marine Terminal is, of course, the major economic development question right now. The impact of such a project on a community like Eastport would be enormous - both in positive and negative ways. One of the major impacts will be, of course, the economic impact. There will undoubtedly be quite a few jobs available to Eastport people, both during construction and once regular operations begin. There will also be a demand for goods and services that will certainly benefit local merchants and service businesses. Tax revenues from the refinery will give the City an unprecedented opportunity to undertake a wide variety of community development projects. One of the dangers is, however, that there may be too much change too fast, and the result may be significant changes in the pace and quality of life for many of Eastport's residents. The Planning Board, and other City agencies and officials, must begin to prepare for these expected impacts. The present planning project is part of this preparation. At the same time, however, the City must proceed strongly with plans for other important economic and community development projects.

Funding: Private funding.

Actions Needed: A number of City agencies have already begun to develop contingency plans for accomodating the influx of people and activities that would accompany this large-scale project. We will discuss these contingency plans in a later section of this report.

Project B.6 - Passamaquoddy Tidal Power Project

Priority Rating: Long-range.

Estimated Cost: Billions.

Description/Status: The Passamaquoddy Tidal Power Project has had a long and varied career. The project was first conceived in the 1920's, and considerable research and development work was done before the project was abandoned as unfeasible in the 1930's. The 1973-74 "oil embargo" rekindled interest in the project, and in 1975 the U.S. Senate adopted a resolution directing the New England Division, Corps of Engineers to conduct a new economic feasibility study.

The corps of Engineers has recently published a report summarizing their findings - "Investigation of the International Passamaquoddy Tidal Power Project, 30 November 1976, Revised 29 April 1977." The scope of the international project involves use of the tides to generate electrical "peaking" power. The concept involves the initial construction of a 500 megawatt powerhouse, a second 500 megawatt powerhouse later, 7 miles of dams to create a high pool in Passamaquoddy Bay and a low pool in Cobscook Bay, gates, locks, and channel excavation. Total investment would be nearly \$3 billion, and the annual energy generation would be 2,360 million kilowatt hours. There would also be related benefits, including area redevelopment, fishing, and recreation.

The Army Corps study found that both the international project and smaller all-American tidal power projects would not be economically feasible when based on traditional cost-benefit analysis methods. However, the projects were judged to be feasible when analyzed by so-called "life cycle" methods - in this case a method that accounts for the fact that tidal power plants do not require costly fuel for their continued operation. It is our understanding that the Corps will undertake further research on this project.

Possible source of funds: U.S. Government.

Actions needed: The proposed project would be a unique undertaking of national and even international significance. The long-term benefits to Eastport and other area communities would be considerable. City officials should monitor the Corps' continued work and assist the Corps wherever possible.

C. HOUSING

In the sections on Housing needs and trends, we analyzed the need for both new housing and rehabilitation of old houses, and estimated that it might be reasonable to expect the City to coordinate the development of 100 units of new housing and rehab work for 75 old homes between now and 1990.

Considerable progress is already being made on a number of housing projects. The 16-unit apartment project, coordinated by the Eastport non-profit Housing Corporation and funded by FmHa, was completed in 1976. The City recently received approval from HUD for a \$175,000 Community Development grant for demolition of old houses on South St. and housing rehab projects. There are also indications that many families are using their own resources to renovate their homes. During the summer of 1977, a Housing Committee was formed, and the Committee is now pursuing the possibility of implementing a HUD Section 8 subsidized rental housing project for the City.

What is needed now is a long-range plan and program for housing rehab and development that can serve as a guide for the next five to ten years. In this section, we will discuss some specific housing projects and some overall guidelines for future housing projects.

Project C.1 - Rehabilitation of Old Houses

Priority Rating: Critical

Estimated Cost: \$1,000,000 over the next 5 to 10 years.

Description/Status: Rehab of old houses is one of the primary needs. Field studies by the planning consultant and the City Manager's Office indicate a total of about 170 existing houses that are in need of rehab work.

Until recently, the typical situation in Eastport was that of old housing falling into disrepair, then abandonment, and eventual demolition. Now, however, there has been a dramatic drop in vacancies. Today, with a moderate population growth and an essentially static housing stock, it is becoming very difficult for families to find decent housing. These trends, coupled with the ever increasing costs of building new houses, make rehab of old houses both necessary and economically feasible.

The recently approved HUD CD Block Grant will provide the City with over \$100,000 for residential rehab work. Grant administration details are now being worked out and actual rehab activities should begin in the near future.

It is important to understand that the HUD CD Block Grant program is an annual grant program - i.e. new funds are available to communities every year. It may thus be possible for Eastport to develop an on-going rehab program. Given proper advance planning, good proposal writing, good administration of funds, and continued need, Eastport could receive grants (perhaps \$100,000 to \$200,000 per year) for some time to come.

In addition to the City CD program, it can be expected that some families will proceed with rehab of their homes on their own - either with personal funds or low-interest rehab loans from agencies such as Farmers Home (FmHA).

Possible Source of Funds: HUD, FmHA, private funds.

Actions Needed: The City should proceed with the CD rehab program and begin plans for a second phase of funding in 1978. The Housing Committee should organize information on other housing rehab grants and loans and provide information to individual families.

Project C.2 - Section 8 Housing Projects

Priority Rating: Critical

Estimated Cost: Depends on project size.

Description/Status: The HUD Section 8 housing program provides rent subsidies for low income families and elderly people. (See Section IV of this report for more details on how this program operates.)

As part of the development of the 1977 Comprehensive Plan, the planning consultant assisted the City in organizing a possible Section 8 project. At this time, two different project proposals are being developed by professional housing developers: (1) a project for about 30 units of low-income family and elderly housing by Ronco, Shattuck & Hutchinson of Augusta, and (2) a project for about 20 units of elderly housing, using the old Eastport Primary School, by Maine Development Associates of Bangor. Our figures indicate that there is sufficient housing demand in Eastport to make both of these projects desirable and feasible. City Council, the Planning Board, and the Housing Committee should continue to work with these developers to ensure that these projects be successfully implemented with the highest possible quality.

Possible Source of Funds - HUD Section 8 program, with mortgage financing provided by the Maine State Housing Authority (MSHA) or the Farmers Home Administration (FmHA).

Actions Needed: Work with developers so that project implementation can take place in 1978.

Project C.3 - Quoddy Village

Priority Rating: Important

Estimated Cost: Unknown

Description/Status: Quoddy Village presents some special problems. There are still some deteriorated, abandoned buildings that should be torn down. There are other abandoned buildings that could still be fixed up and made into decent homes. Overall, there is a need for a separate, long-range plan for Quoddy village, including some provisions for new housing and recreational facilities. These needs have been generally indicated on the overall Land Use Plans (See Section II of this report).

The original CD grant application included a request for \$369,000 for work at Quoddy Village, including acquisition, demolition, and rehab. This part of the proposal was not funded. Future CD funding may, however, be available for Quoddy. Any future CD proposal for Quoddy Village should include funds for the development of an overall plan. Other programs such as HUD section 8 might also be used in the re-development of this special residential area.

Possible Source of Funds: HUD, MSHA, FmHA, Bureau of Parks and Recreation for Recreational facilities.

Actions Needed: We strongly recommend that some work at Quoddy Village - including acquisition, demolition, rehab, and an overall detailed plan - be made a part of Eastport's 1978 CD grant application.

Conclusions: Housing Action Plan

We have estimated that Eastport will need as many as 276 new housing units by the year 1990. In addition, there are about 170 older homes that should be renovated as soon as possible. Financial resources to meet these needs will have to come from a variety of sources, including the City, the State (MSHA), the Federal Government (FmHA, HUD, FHA, etc.), local banks, and private individuals and families.

The City's role in the overall development of new and improved housing will consist of at least the following:

1. Develop a long-range plan and program.
2. Seek funds from State and Federal agencies for rehab, new construction, rent subsidies, etc.
3. Administer some of these grants and programs (the CD program, for example).
4. Provide information to families on other Federal loan programs, and assist families in securing these loans.
5. Work with local banks so that they can provide creative financial assistance for the implementation of the long-range plan and specific year-by-year projects.

A complicated long range plan and program would not be helpful at this time. The City has only just begun to develop some housing projects, and more time and experience is needed with these programs before City officials can reasonably plan beyond the next few years. Also, Federal and State funding programs for housing development and rehab are continually changing. Thus, a complicated ten-year (or more) plan based on today's funding programs would soon be obsolete.

At this point, then, we would recommend some long-range objectives and a number of more immediate actions:

1. Housing Development - City officials should set a target of about 100 new units of rental housing for low-income families and elderly, to be developed over the next 10 years or so. In today's dollars, this would mean about \$4,000,000 in new construction. There would have to be 3 or 4 separate projects of 25 to 35 units each. This would mean one project every 2 or 3 years - a not unreasonable development pace.
2. Housing Rehab - City officials should also set a target for securing funding for the rehab of 75 to 100 older houses over the next 10 years. Today's cost for this work might be about \$750,000 to \$1,000,000. A reasonable funding target would therefore be \$100,000 per year for rehab. This amount, or a little more, is available this year.
3. CD Administration - Guidelines and procedures for administration of the CD grant should be carefully worked out. A successful CD project will be a good foundation for further CD grant applications in subsequent years. The City will also gain important experience in the field of Federal programs for housing assistance.

4. 1978 CD Grant & Quoddy Village - HUD will be inviting communities to submit pre-applications for new CD grants some time in January or February, 1978. As soon as the administrative structure for the 1977 grant has been developed and the project is under way, the City should begin plans for a new CD Grant in 1978. Continued rehab work and an overall plan and redevelopment work for Quoddy should be priority items for funding.
5. Housing Committee - The recently formed Housing Committee can assume a leadership role in the housing field. The Committee should coordinate the Section 8 projects that are currently being proposed, and should also begin building a "library" of information on State and Federal housing programs. Eventually, the Committee could act as an information source for both City agencies and individuals.
6. Longer-range administrative needs - The City will eventually need some kind of Housing Department or Agency - if not a HUD financed Housing Authority, then certainly some kind of small, well-run agency with several full-time people. The development and administration of a varied housing program is not a simple task. Eastport should begin to develop this administrative ability right away.

D. COMMUNITY FACILITIES

Included in this section are various buildings for public or municipal use, as well as outdoor recreational facilities. A number of City groups and agencies have developed preliminary ideas and programs for many of these facilities (the Economic Development Committee, the School Board, the Hospital Board of Directors, the Recreation Committee, etc.). The planning consultant's primary responsibility here has been to help organize programs and criteria for these facilities, and to suggest appropriate site locations and funding sources. The planning Board should provide overall coordination and assistance to the various agencies and committees as actual plans and funding applications for these projects move forward.

Project D.1 - Municipal Building

Priority Rating: Critical

Estimated Cost: \$150,000.

Description/Status: The Economic Development Committee has developed ideas for a Municipal Building that would serve as a police station and storage/maintenance facility for

Highway Department equipment. The proposed site is adjacent to the recently built Fire Station on County Road. Preliminary architectural plans were developed during the spring of 1977.

Possible Source of Funds: EDA and City funds.

Actions Needed: Proceed with funding.

Project D.2 - Re-Use of the Old Primary School

Priority Rating: Important

Estimated Cost: Unknown

Description/Status: The Old primary school is apparently in very good structural condition, and a number of ideas for re-use or "adaptive use" have been discussed. Currently, Maine Development Associates of Bangor is proposing to renovate the building for elderly housing. This seems to be a reasonable proposal, and City reaction thus far has been generally favorable. In the event that the elderly housing project does not work out, however, other uses could be considered, including special education (adult education, daycare) or a community building of some kind (Senior Citizens Center, Youth Center, etc.).

Possible Source of Funds: Depending on the new use - HUD CD program, City funds, Section 8 Housing funds, etc.

Actions Needed: The proposed use as elderly housing should be thoroughly evaluated.

Project D.3 - Senior Citizens Center(s)

Priority Rating: Critical.

Estimated Cost: Unknown.

Description/Status: As mentioned earlier, the old fire station on Boynton St. has been converted into a Senior Citizens Center. This new center is an important addition to the City's range of community facilities.

The location of any one Senior Citizens Center, however, can be a problem, since many older people are not very mobile, especially during the long winter months. There may thus be a need for a number of small centers located in different neighborhoods.

Some kind of free public transportation system and escort service may be needed, especially for elderly people who are living alone. There might also be the need for a Senior Citizens Center which would be primarily set up to give elderly people advice, assistance, and coordinate volunteers who would help the elderly with day-to-day needs and minor emergencies.

Possible Source of Funds: HUD CD Program, U.S. Dept. of Health, Education, and Welfare (HEW), City funds.

Actions Needed: Good programs for the new center should be set up. Old buildings in other neighborhoods that could be renovated for use as small Senior Citizens Centers should be identified.

Project D.4 - Youth Center

Priority Rating: Critical

Estimated Cost: Unknown

Description/Status: There is a serious lack of social/recreational facilities for Eastport's young people. Here again, it may be possible to renovate an older building for this use. A physical center alone, however, is not enough. Good programs will have to be organized, and these programs should include community projects and concerns as well as social and recreational activities. It will also be important to get young people involved in the overall organization and administration of the center.

Possible Source of Funds: HUD CD Program, HEW, City funds.

Actions Needed: The City should proceed with the development of Youth Center in the near future.

Project D.5 - Nursing Home

Priority Rating: Critical

Estimated Cost: Unknown

Description/Status: A good nursing home is needed, with accommodations for 30 to 50 elderly people. The Eastport Hospital is presently being used more as a nursing home than anything else, primarily because of the great need for this kind of facility. The hospital, however, is not really designed for this kind of use.

Possible Source of Funds: Probably private funds.

Actions Needed: City Council should consider creating a special committee to develop detailed ideas on this project.

Project D.6 - Medical Facility

Priority Rating: Critical

Estimated Cost: Unknown

Description/Status: The Eastport Hospital is not a modern health facility, and health services there are limited. A good medical facility, with modern equipment and adequate professional staff, is badly needed in Eastport. A larger hospital is probably out of the question. However, a smaller facility that could provide out-patient, emergency, and limited extended care might be feasible.

Possible Source of Funds: HEW, State and City funds.

Actions Needed: The City and the Hospital Board of Directors should proceed with the development of detailed plans for a new Medical Facility. The need is great, but implementation will require considerable time and energy.

Project D.7 - New High School

Priority Rating: Critical

Estimated Cost: Not yet determined.

Description/Status: There has been considerable discussion on the need for a new high school. To date, however, there does not appear to have been any detailed project programming. This is an important project. Currently, Eastport "Imports" high school students from the surrounding communities. Given the inadequacies of the old high school, however this situation could well change in the future. If the student population at the Eastport high school becomes too small, the school may eventually have to be closed. This would be a serious blow to the City, and would certainly reduce its desirability for families with older children. Given these considerations, it is not too soon to begin a very aggressive and well-organized program for the construction of a new high school. The School Board should develop a detailed program and design criteria. Schematic designs and costs should then be developed by a good architectural firm. Some strong lobbying with State agencies and officials will also be necessary. This will be a major undertaking, but the stakes are pretty high.

Possible Source of Funds: Maine Dept. of Education.

Actions Needed: Develop a detailed program and design criteria.

Project D.8 - Neighborhood Parks

Priority Rating: Important

Estimated Cost: \$5,000 to \$10,000 each (or more).

Description/Status: Small neighborhood parks are important for Eastport, especially in the older part of the City where many yards are quite small. The Recreation Committee has already coordinated the development of two tot parks. Now that a good program has been begun, the Recreation Committee and the City should continue the momentum and try to develop at least one small park or play area each year for the next few years.

Possible Source of Funds: City funds and the Bureau of Parks and Recreation. Also, whenever possible, housing programs such as the CD program should include a small amount of funds for neighborhood parks.

Actions Needed: Continue to develop and implement the program.

Project D.9 - City Park/Picnic/Camping Area

Priority Rating: Important

Estimated Cost: \$100,000 (or more)

Description/Status: The one facility of this kind can no longer be used because it is located on land now controlled by the Pittston Company. In the past, the park was used quite heavily during the warm months of the year. A site of at least 20 acres, preferably near the water, would be needed for a "multi-use" park of this kind.

Possible Source of Funds: City funds and the Bureau of Parks and Recreation.

Actions Needed: A site for a City Park has been suggested as part of the overall Land Use Plan. In the near future, the Recreation Committee should begin to develop more detailed ideas for this facility.

Project D.10 - City Indoor Swimming Pool

Priority Rating: Long-range.

Estimated Cost: Unknown.

Description/Status: This facility ranked number one in the Recreation Committee's recent survey of the community's ideas on recreational needs. Funding for a major indoor facility of this kind is, of course, difficult to obtain. There may be some way in which a pool can be incorporated into the program and design for a new high school. Despite the strong interest in an indoor pool, this project should probably be considered a long-range item (at best).

Conclusions: Community Facilities Action Plan

Considerable progress has been made in recent years in the area of community facilities for the people of Eastport. The preceding descriptions for nine projects indicate that much work still needs to be done. It is also likely that additional needs will be identified in the future.

Overall coordination will be a primary factor in the successful development of these various community facilities. To date, a number of City agencies and committees have been active in this work - especially City Council, the City Manager, the Economic Development Committee, and the Recreation Committee. This diverse participation is essential and should continue. However, given the realities of limited funds - at the City, State, and Federal levels - it will also be important to develop an overall coordination system for the detailed programming, funding, and development of these (and other) projects.

The first step of an action plan should therefore be to develop a more formal coordination system. Recommendations for such a system are developed in Section IV of this report.

E. PUBLIC WORKS

We have included in this category important projects and needs relating to utility systems and local streets. Public works projects are not terribly glamorous or exciting. However, good utility systems and well maintained local streets are essential for the environmental health, business growth potential, and overall residential quality of a community. Public works projects are also eligible for a number of Federal grant programs (EDA, HUD, EPA). By and large, Eastport has neglected public works projects over the years. Continued lack of action on these projects will, in the long run, cause severe problems.

Project E.1 - Sewage Treatment System

Priority Rating: Critical.

Estimated Cost: Not yet determined. Facilities Plan: \$25,000

Description/Status: Sewage treatment system projects are usually developed according to a three step process: (1) Facilities Plan, (2) Design & Construction Documents, (3) Construction Funding & Construction. Four or five years ago, a Facilities Plan was developed for Eastport by a Sanitary Engineering firm. For a number of reasons, including the fact that Eastport was not considered a high priority by the State and Federal agencies, the project did not move on to Step 2. The Facilities Plan is now out of date. Funds are now available for a new facilities plan, An engineer has been chosen for the work, and studies should begin early in 1978.

We feel that it is extremely important for Eastport to proceed with the development of a full sewage treatment system as soon as possible. If at all possible, the Plan should include analysis and rough cost estimates for an entire wastewater collection system as well as planning for the sewage treatment plant itself. Studies of the collection system were apparently almost totally lacking from the original Plan. We feel that this is a serious omission, and one that should be corrected right away. In addition, Eastport officials should begin lobbying with State agencies to move the City to the top of the priority list. It is entirely conceivable that Eastport may lose the opportunity for certain kinds of industrial development if the City continues to lack modern sewage treatment facilities.

Possible Source of Funds: U.S. Environmental Protection Agency (EPA), Maine Department of Environmental Protection (DEP).

Actions Needed: Proceed with the Facilities Plan as soon as possible.

Project E.2 - Separation of Stormwater & Sanitary Sewer Lines

Priority Rating: Critical

Estimated Cost: Unknown

Description/Status: Most of the sewer lines in Eastport carry both stormwater and sewage. This is a typical situation in old cities. It is also a problem.

A sewage treatment system cannot function properly when overloaded with stormwater. In times of heavy rain, the heavy flow of stormwater/sewage will simply be diverted away from the sewage treatment plant and discharged into the nearest receiving waters. Clearly, then, the two systems of pipes must be separated. In many cases, this separation can be achieved by simply putting in an entirely new system of mains and house connections specifically for sanitary wastes. Sometimes, however, it may be necessary to rebuild both systems. A study of this problem should be part of the up-dated Facilities Plan. Further studies may be necessary, and separate funds for parts of the system may have to be obtained. However, this problem has to be solved if the new sewer system is to function properly.

Possible Source of Funds: EPA

Actions Needed: Make sure that this problem is addressed in the new Facilities Plan.

Project E.3 - Water Supply System

Priority Rating: Critical.

Estimated Cost: Not yet determined.

Description/Status: The newly created Eastport Utilities Commission is in the process of organizing a study of the City's water supply system. The study will examine the feasibility of purchase and operation by the City of the privately owned system.

In principal, the concept of a City owned and operated water supply system is a good one, especially if residential, commercial, and industrial uses expand in the future. City ownership will mean better capabilities for planning for increased demand, and will also mean that state and Federal grants might be available for certain kinds of upgrading and improvements. However, purchase and operation of the present dilapidated system will be an expensive undertaking. Careful study and hard negotiations will therefore be necessary.

Possible Source of Funds: FmHA loan for purchase, loans or grants from HUD or EDA for some improvements.

Actions Needed: Proceed with the feasibility study.

Project E.4 - Local Streets

Priority Rating: Important

Estimated Cost: Perhaps \$20,000 per year.

Description/Status: Many of the local streets in Eastport, especially in the older residential sections and in the Town Center area, are in need of repair, including road resurfacing, curbs, sidewalks, lighting, and drainage. Programs of this kind are usually funded out of regular city or town appropriations. It may, however, be possible to obtain Federal funds for some of this work. At the very least, any Federal grant applications for specific projects should include adequate budgets for upgrading of streets in the immediate vicinity of the project.

Possible Source of Funds: HUD, EDA, City funds.

Actions Needed: A long-range local streets improvements plan should be developed.

F. TRANSPORTATION

Good transportation systems - land, air, or water - are essential for the economic growth and stability of any city, town, or region. Eastport's transportation needs are in many ways special, primarily because of the City's relatively isolated location. In a broader context, however, many of Eastport's transportation needs can be seen as being fairly typical of small rural communities in "post-industrial" American society. Thus, needs and problems include the dependence on the increasingly expensive automobile, absence of air service, decline of rail service, lack of major highways, lack of express inter-city bus service, and lack of internal public transportation systems. These problems are not easily solved. It should be noted, however, that Federal agencies, including the Department of Transportation (DOT) and the Federal Highway Administration (FHWA) have recently become interested in helping small rural communities with basic transportation problems. As part of the present comprehensive planning program, Eastport should develop a transportation plan that is designed to take advantage of these new Federal programs. Some of the City's specific needs are as follows:

Project F.1 - Relocation of Route 190

Priority Rating: Critical

Estimated Cost: Unknown.

Description/Status: The original Comprehensive Plan of 1970 presents the concept of relocating a portion of Route 190 so that good highway access can be provided directly to the Town Center/Waterfront area. The new alignment would basically utilize the existing railroad right-of-way. The recent studies done by the Economic Development Committee confirm the importance of this concept, with the additional idea of maintaining use of the rail line and providing truck travel lanes on both sides of the track. This seems to be a good concept. Certainly, better access to the waterfront is needed if redevelopment of commercial activities is to become a reality. A project of this kind (whether just highway relocation or rail/highwaysystem) is, however, a major undertaking.

Possible Source of Funds: Maine Department of Transportation

Actions Needed: City officials should discuss this concept with Maine DOT people, and request that a feasibility study be done.

Project F.2 - Rail Service

Priority Rating: Critical

Estimated Cost: Unknown

Description/Status: There was a time when large volumes of freight moved into and out of Eastport by rail. At present, however, the rail system is hardly used at all, and Maine Central would like to stop service entirely. Eastport's leaders feel that service must be maintained. They feel that rail access will be an important part of the overall industrial development and economic redevelopment of the City. There has been some discussion of the possibility of the City's purchasing a part of the rail system. Further research on this possibility should be done, and the concept should be made a part of the overall transportation plan.

Possible Source of Funds: U.S. Dept. of Transportation, Maine DOT, EDA.

Actions Needed: Proceed with search for funds.

Project F.3 - Public Transportation

Priority Rating: Critical

Estimated Cost: Unknown

Description/Status: There is a need for some kind of internal public transportation system, especially for young people and elderly people who either do not own cars or cannot drive. Recently, the neighboring Passamaquoddy Reservation received funds for a minibus system that provides free public transportation from the Reservation to neighboring towns and shopping areas. Funding was provided by FHWA. Eastport would benefit from a similar kind of system. Alternatively, the City may find that the primary need is for a more flexible "dial-a-ride" kind of system that would be designed primarily to take elderly people to the Town Center area, to the Senior Citizens Center, etc. Further research on these possibilities is needed.

Possible Source of Funds: U.S. Department of Transportation, Federal Highway Administration.

Actions Needed: This might be a good project for the Planning Board to organize.

Project F.4 - New Bridge to Perry

Priority Rating: Long-range

Estimated Cost: \$1,000,000. (or more)

Description/Status: A number of people with whom we have talked have stated their strong support for this concept. The Comprehensive Plan of 1970 suggests a cost for this bridge of \$720,000. The cost today would be much more, especially when the cost of repairing old Route 190 on both sides of the bridge is included. Although this project seems to be a long shot at best, the need for the project, and the benefits to Eastport and the adjacent communities should be researched and documented. For example, the Passamaquoddy people at Pleasant Point would probably support this project, especially if major economic development, and related truck traffic through the Reservation to Eastport, were to begin. The new bridge proposal should therefore be a part of the overall transportation plan.

Possible Source of Funds: U.S. DOT, Maine DOT.

Actions Needed: Fund a feasibility study sometime within the next year or two.

G. NATURAL RESOURCES CONSERVATION & DEVELOPMENT

This important area of concern was not dealt with in the Comprehensive Plan of 1970. It is obvious, however, that land and water resources must be an important part of Eastport's future economic development and the quality of life for its residents. Some basic natural resource studies have been developed as part of the present planning program. Concepts for several specific projects or programs are described below.

Project G.1 - Wildlife Sanctuaries

Priority Rating: Critical

Estimated Cost: Unknown.

Description/Status: None of Eastport's 19 miles of shoreland have been set aside as public lands for recreation or wildlife. Spectacle Island and Goose Island in Cobscook Bay, however, have been zoned as "SRP" - Resource Protection District. It has also been suggested that the Pittston Company be asked to set aside Mathews Island as a wildlife sanctuary.

In general, we feel that preservation of some key shoreland areas is very important. Economic development and jobs are the priority concern for many of Eastport's people. On the other hand, steps must be taken to ensure that economic development will not mean major pollution and loss of valuable natural environments. The actual legal/financial set-up of a sanctuary can be accomplished either through purchase by the City, donation by the owner, or the enactment of special easements. Federal (and in certain cases private) funds are available for purchase of conservation lands of this kind.

Possible Source of Funds: Bureau of Outdoor Recreation Land & Water Conservation Fund, Maine Coastal Zone Management Program, private organizations such as Maine Coast Heritage Trust.

Actions Needed: Eastport does not have a Conservation Commission that could coordinate establishment of one or more wildlife sanctuaries. We would therefore recommend that the Recreation Committee be asked to coordinate this project.

Project G.2 - Open Space Lands

Priority Rating: Important.

Estimated Cost: Unknown

Description/Status: The overall Land Use Plan that has been developed for Eastport as part of this planning study includes open space lands. The Economic Development Committee has already discussed the desirability of establishing a "green area" that will separate the proposed industrial park from adjacent residential land uses. This concept should be expanded so that open space lands are established either to screen other major industrial or commercial areas or to preserve important ecological or scenic areas. Eastport is relatively fortunate in terms of potential for a good City-wide open space system. Despite the City's relatively small land area, the historically dense development pattern has meant that there is still a considerable amount of undeveloped land. A strong program for open space should be undertaken now. Economic development is necessary and desirable, but once the pace of development begins to quicken, City control of land for open space purposes will become more and more difficult to achieve. Again, Federal and sometimes private funds are available for purchase of open space lands. Easements are also a good way of preserving open areas.

Possible Source of Funds: Lands to be set aside for open space purposes should be an integral part of any large industrial, commercial, or residential project. Funds for specific open space land purchases or easements are also available through the Bureau of Outdoor Recreation (administered by the Maine Bureau of Parks and Recreation).

Actions Needed: Designate an agency - perhaps the Planning Board and/or Recreation Committee - to work on the implementation of open space plans.

Project G.3 - Marine Resources Development: Aquaculture

Priority Rating: Critical.

Estimated Cost: Feasibility studies: \$25,000.

Description/Status: The controlled production of oysters, fish, algae, etc. is, of course, still in the research and pilot project stage in New England. Given the continued rapid increase in world-wide demand for seafood, however, it seems reasonable to expect that aquaculture will one day be an important industry in New England as well as in other areas of the country.

The Maine Department of Sea and Shore Fisheries recently completed a study on "Cobscook Bay Aquaculture Potential". The study found that aquaculture operations could potentially produce as much as \$60,000,000 worth of clams, oysters, and trout annually in Cobscook Bay.

Recently, the Eastport Planning Board, with the assistance of Townscape Associates, developed a proposal for a feasibility study for the development of commercial aquaculture projects. (See Appendix for details.) If funding can be obtained, this study would be a first step in the eventual development of a local aquaculture industry. Eastport seems to be a "natural" for aquaculture. There are several shallow coves, plenty of fish wastes that could be used to increase nutrient levels of aquaculture waters, and lots of local expertise on fishing and fish processing. This project is "long-range" in the sense that several years of study and pilot projects will be required before any kind of significant local industry can be established. The future potential is, however, considerable, and thus studies should be begun as soon as possible.

Possible Source of Funds: Maine Coastal Zone Management Funds, EDA, private funds.

Actions Needed: Obtain funding for a first level feasibility study.

H. HISTORIC PRESERVATION

The Comprehensive Plan of 1970 did not seriously address the subject of Historic Preservation in Eastport. This is certainly another important area of concern. Like many older Maine coastal communities, Eastport has its share of historic sites and buildings. An active historic preservation program is needed if Eastport wishes to retain some of these resources for the enjoyment of future generations.

There are now two structures in Eastport that are in the National Register of Historic Properties: the Central Congregational Church and the Fort Sullivan Barracks. Provisions for an Historic District have also been made in the new Zoning Ordinance. These provisions, however, will not be effective unless people organize a good historic preservation campaign. Possible historic preservation projects include the following:

Project H.1 - Historic Inventory and Plan

Priority Rating: Critical

Estimated Cost: \$5,000

Description/Status: This project is the essential first step. Many Maine communities have developed detailed inventories of historical structures and sites, together with an overall long-range plan for preservation and restoration. The town of Lubec is currently involved with this kind of program. Financial and technical assistance for inventories is available from the Maine Historic Preservation Commission. The Eastport Historic Society may be interested in undertaking this kind of project. The planning consultant will be available to provide certain kinds of technical assistance.

Possible Source of Funds: City funds, Eastport Historic Society, Maine Historic Preservation Commission.

Actions Needed: Develop a work program and secure funding.

Project H.2 - Rehabilitation of Historic Structures

Priority Rating: Important.

Estimated Cost: Unknown.

Description/Status: Once the inventory and plan have been completed, priorities for historic rehab and restoration should be identified. The City should then develop a program that might combine incentives to property owners, direct rehab grants from CD or other funds, purchase/rehab/resale, and other devices.

Possible Source of Funds: City funds, HUD CD program, Maine Historic Preservation Commission, private contributions.

Project H.3 - Historic Shipyard

Priority Rating: Long-range

Estimated Cost: Unknown

Description/Status: At one time, the ship-building industry was a very important part of Eastport's economy. There are signs that interest in boat building is on the rise. What, then, would be the feasibility of establishing a historic shipyard at Eastport, preferably located on the waterfront in the Town Center and related to the Marine Trades Center program?

The project that we are suggesting would be a shipyard of modest size where boats would be constructed using old-fashioned tools and techniques. Perhaps the Eastport "Pinkie" could be revived? This project would have a number of benefits - it could be an interesting part of the Marine Trades Center program, it would add interest and activity to the waterfront, and it would be a very good tourist attraction. If Sturbridge can do it with old barns and stunted corn, surely Eastport could do something creative with ships and ship-building! Note also that Sturbridge is a major educational resource for area schools, and a multi-million dollar (non-profit) business.

Possible Source of Funds: Funding for a special project of this kind would probably not be available through the usual Federal agencies. However, special agencies such as the National Endowment for the Arts and Humanities might be very interested.

Actions Needed: The City might ask the Marine Trades Center to begin developing details for this concept.

CONCLUSIONS ON PROJECT DEVELOPMENT: PRIORITIES

The preceding review of 43 projects and programs should be used and built upon by City agencies and committees. Three priority ratings were given: Critical, Important, and Long-range. As a convenient summary, we have provided a list of the projects by priority rating.

Critical Projects

- A.1 - Extension of the Existing Pier
- A.5 - Bulkhead
- A.7 - Breakwater
- B.1 - Industrial Park
- B.2 - Marine Trades Center
- B.4 - The Fishing Industry
- B.5 - Pittston Refinery & Marine Terminal
- C.1 - Rehabilitation of Old Houses
- C.2 - Section 8 Housing Projects
- D.1 - Municipal Building
- D.3 - Senior Citizens Center(s)
- D.4 - Youth Center
- D.5 - Nursing Home
- D.6 - Medical Facility
- D.7 - New High School
- E.1 - Sewage Treatment System
- E.2 - Separation of Stormwater & Sanitary Sewer Lines
- E.3 - Water Supply System
- F.1 - Relocation of Route 190
- F.2 - Rail Service
- F.3 - Public Transportation

- G.1 - Wildlife Sanctuaries
- G.3 - Marine Resources Development
- H.1 - Historic Inventory and Plan

Important Projects

- A.2 - Selective Demolition of Old Buildings
- A.3 - Rehabilitation of Old Buildings
- A.6 - Related Roads, Parking, Landscaping
- A.8 - Wharves for Fishermen
- A.9 - Camper Boat Dock
- B.3 - Tourism
- C.3 - Quoddy Village
- D.2 - Re-Use of the old Grammar School
- D.8 - Neighborhood Parks
- D.9 - City Park/Picnic/Camping Area
- E.4 - Local Streets
- G.2 - Open Space Lands
- H.2 - Rehabilitation of Historic Structures

Long-Range Projects

- A.4 - New Buildings & Businesses
- A.10 - Town Marina
- B.6 - Passamaquoddy Tidal Power Project
- D.10 - City Indoor Swimming Pool
- F.4 - New Bridge to Perry
- H. 3 - Historic Shipyard

There are thus 24 Critical projects, 13 Important projects, and 6 Long-range projects. Clearly, implementation of even a limited number of these projects will be no small undertaking. The City will have done well indeed if even half of these projects are implemented over the next ten years.

Project implementation is a subject that is often discussed but usually imperfectly understood. Implementation requires good organization, careful research, good staff people and consultants, leadership, aggressive fund-raising - and a lot of hard work. Only a few of the projects that we have discussed are ready for funding. For many of these projects, more details on physical planning and economic feasibility are needed. The major detailed planning studies still needed are:

1. Comprehensive Plan for the Waterfront
2. Industrial Park Master Plan
3. Quoddy Village Master Plan
4. Comprehensive Recreation Program
5. Sewer Facilities Plan
6. Route 190 & Bridge to Perry Feasibility Studies
7. Aquaculture Feasibility Study
8. Historic Inventory and Plan

SECTION III · LAND USE CONCEPT PLAN

SECTION III - LAND USE CONCEPT PLAN

PURPOSE OF THE PLAN

The preceding section on Project Development discusses the "what" of the Eastport Comprehensive Plan. In this section, we will discuss the "where" - i.e. where should the various kinds of future development take place?

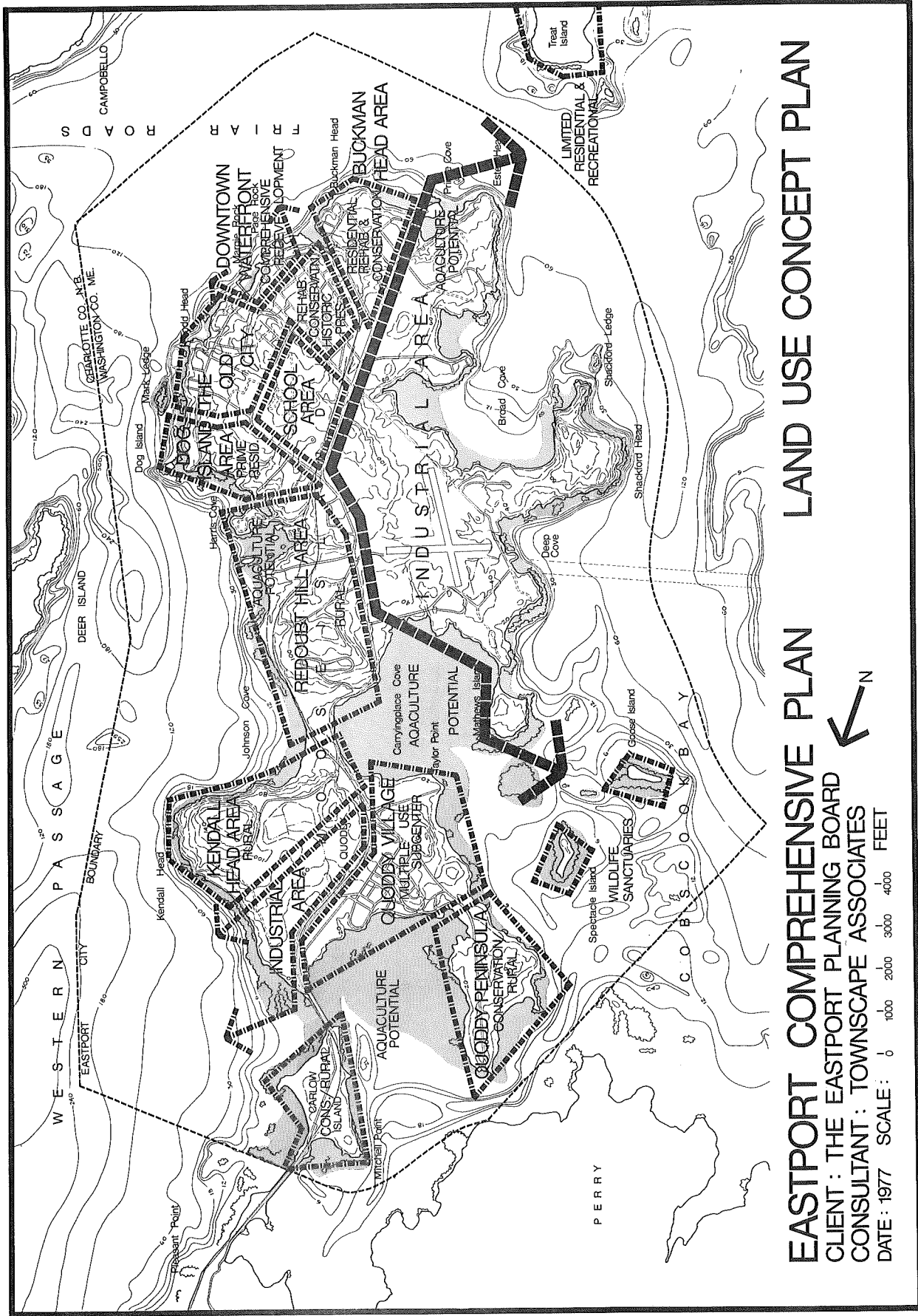
There can be several different kinds of Land Use Plans for a community like Eastport. One kind of plan essentially projects current trends and predicts what the community might look like in 10 or 20 years. The Future Land Use Plan developed in 1971 is basically this kind of plan. Another kind of plan is strongly control-oriented - it assumes that the City or town can and should control most of the major future land use changes, and thus illustrates in plan form what these future changes should be.

The Land Use Concept Plan presented here is a combination of these two kinds of plan. Thus, we have attempted to strike a balance between recognizing current uses and trends, while at the same time illustrating important planning and development actions that the City should undertake.

The Plan is called a "Concept Plan" because it is fairly general in nature. We have not attempted to draw "hard" boundaries around any of the major land use areas. We have also not attempted to give specific sites and locations for many of the priority projects and community facilities. This general approach is, we believe, a realistic response to the present planning and development strategy in Eastport. Land in Eastport is relatively limited, and there are few large parcels in single ownership. The City's ability to buy land or to control land stringently is also very limited. Most of the priority development projects are still at a very preliminary stage, and specific site selection studies have, in many cases, not yet been begun. The Land Use Concept Plan presented here is therefore meant as a physical illustration of what Eastport may reasonably be expected to become through a combination of natural growth and change and enlightened City action.

THE LAND USE CONCEPT PLAN

The Land Use Concept Plan should be viewed as an overall guide for future growth and development in Eastport. The Concept Plan was developed through working sessions with the Planning Board, field studies, and in-office studies of major trends, development patterns, and future development needs.



EASTPORT COMPREHENSIVE PLAN LAND USE CONCEPT PLAN

CLIENT: THE EASTPORT PLANNING BOARD



CONSULTANT: TOWNSCAPE ASSOCIATES

DATE: 1977 SCALE: 0 1000 2000 3000 4000 FEET

The Concept Plan illustrates two key land use themes:

1. Clustering of development, and
2. Preservation of landscape variety.

As we have noted earlier in this report, Eastport has an unusual amount of landscape variety despite its very limited land area. This variety results from qualities of the natural landscape and the densely clustered, almost urban character of most of the City's man-made development. These central themes of clustered development and landscape variety should be maintained and supported. A future development pattern of suburban sprawl would definitely not be advantageous for the City - in terms of either municipal services, land use, or aesthetics.

The Land Use Concept Plan identifies 15 major land use zones. The major land use zones, described roughly from north to south, are as follows:

1. Carlow Island - "Conservation/Rural". This area is still undeveloped and probably should remain so. The City might consider discussions with the owners on the subject of conservation easements at some later date.
2. Peninsula West of Quoddy - "Conservation/Rural". There is little existing development in this area. Like Carlow Island, the area should be considered for conservation action in the future.
3. Quoddy Village - "Multiple Use Sub-Center." Quoddy Village is a special area, with its mix of well-cared for homes, vacant old buildings, open spaces, commercial and industrial uses, and beautiful shore areas. This variety of land uses should be encouraged to continue in the future. Programs for housing rehab will be necessary. New housing should be designed to fit in with existing densities. Strengthened commercial facilities and a park/playground are needed. A combination of private enterprise and City action can make Quoddy Village a truly exceptional place in which to live.
4. Industrial Area - The shoreland industrial area north of Kendall Head is still in the early planning stages. Care should be taken to provide ample room for future expansion. A minimum of 200 feet of undisturbed forest land should be maintained around the boundaries of the industrial park parcel and adjacent to Route 190. A buffer area should also be maintained along the shore.

5. Kendall Head & Environs - "Rural Area." This area is at present thinly settled, primarily because of rocky and wet terrain. This combination of natural landscape and low density development should be encouraged and maintained.
6. Johnson Cove to Harris Cove (east side of Rt. 190) - "Rural Area." This area is also still thinly settled, and its rural qualities should be maintained.
7. Major Industrial Zone - This large area includes all of the Pittston Company lands (owned or under option), the Mearl Company lands at Estes Head, and the Marine Trades Center site on Deep Cove. Obviously, the Pittston facility would constitute a very large scale, complex, and intensive use of most of this area. Negative visual impact could be lessened through the use of dense screening - preferably undisturbed natural coniferous woodlands wherever possible. There should also be some discussion with Pittston representatives about the possibility of setting aside Mathews Island as a wildlife preserve.
8. Dog Island & Vicinity - "Prime Residential." This is the only area in Eastport that combines: (1) relative closeness to the town center, (2) large, undeveloped parcels, (3) generally deep, well-drained soils. The emphasis here should be on high quality, single family residences.
9. Buckman Head & Vicinity - "Residential Rehab & Expansion." There are some undeveloped parcels in this area, as well as many old homes. The recently completed Elderly Housing project (16 units) is a suitable kind of new housing density for this area.
10. The Old City - "Rehab, Conservation, Historic Restoration." This area includes most of the old "center city" area of Eastport. There are still many fine old homes here, and rehabilitation and home conservation efforts should be encouraged. An active program for restoration of some of the major historic homes and public buildings is also needed.
11. Downtown Waterfront - "Comprehensive Redevelopment." This area includes the Water Street commercial area and the traditional commercial waterfront. As we have noted earlier, there are many needs here, and a Comprehensive Redevelopment Plan should be initiated as soon as possible. With strong action by both businessmen and the City, the Downtown Waterfront area could once again become one of the most important commercial and shipping centers in the region.
12. School Area - For new schools and related playgrounds and open space.

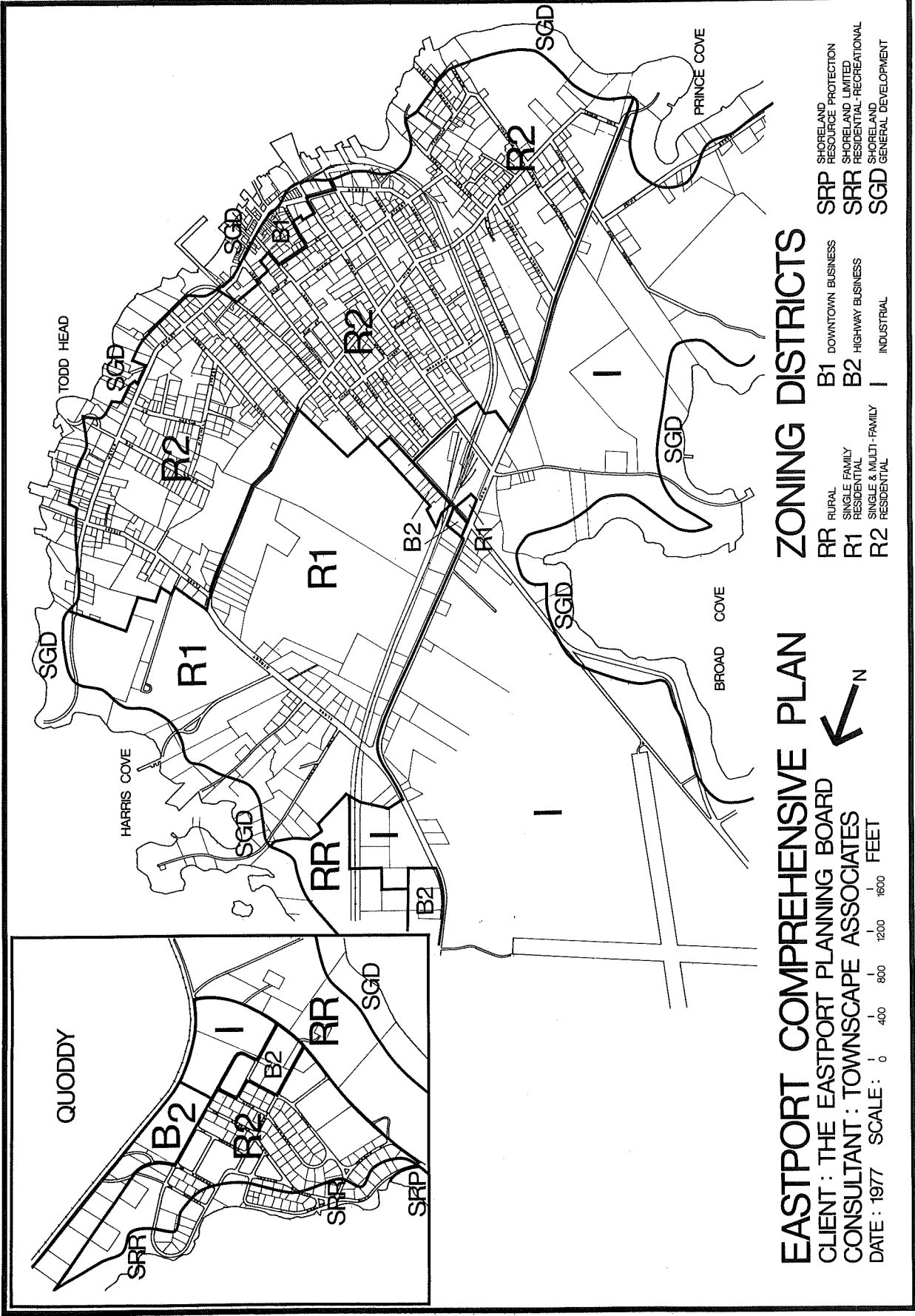
13. Spectacle Island, Goose Island - "Wildlife Sanctuaries." These small islands are, in any case, not suitable for development. The City should ensure that the natural qualities of these sites be preserved to the greatest extent possible.
14. Treat Island - "Limited Residential & Recreational." This large island is shown on all official U.S. Government maps as lying outside the Corporate boundaries of Eastport. However, the island is at present under the tax and land use controls jurisdiction of the City. Relatively low intensity uses and restoration of some of the remains of the Tidal Power Project are recommended.
15. Aquaculture Potential - Four areas have been tentatively identified as having potential for aquaculture operations: Harris Cove, Prince Cove, Carryingplace Cove, and the cove off Quoddy Village. These, as well as other areas, will be evaluated in more detail as part of the recently funded Aquaculture Feasibility Study.

THE NEW ZONING ORDINANCE AND ZONING PLAN

An important part of the 1977 comprehensive planning program was the development of a new Zoning Ordinance and Zoning Plan. The planning consultant, the Planning Board, and the Zoning Review & Revisions Committee worked many long hours to develop a new Ordinance and Plan that responded to specific conditions and needs in Eastport.

Residents of small towns sometimes see zoning ordinances as unnecessary, overly restrictive, and downright undemocratic. However, for any sizeable community, and especially for any growing and changing community, some system of basic land use regulations is necessary. Zoning is an old tool, used to ensure that, at the very least, land uses and new construction take place in a manner that is not detrimental to the public's health, safety, and welfare. Unfortunately, many communities have cumbersome zoning ordinances that do not fit with local conditions and needs. Eastport's 1971 ordinance left much to be desired, and probably did little to encourage the public's faith in this kind of planning tool. Hopefully, the new Ordinance will prove to be more useful and appropriate.

The Zoning Ordinance has been printed separately. We have included here a copy of the final Zoning Plan. A comparison of the Zoning Plan and the Land Use Concept Plan will show that the boundaries of the Zoning Districts have been drawn so as to correspond with most of the basic ideas and themes expressed in the Concept Plan. These two documents - the Land Use Concept Plan and the Zoning Plan - and their related texts should be used as the two primary guides for future growth and development in Eastport.





EASTPORT COMPREHENSIVE PLAN



CLIENT: THE EASTPORT PLANNING BOARD
 CONSULTANT: TOWNSCAPE ASSOCIATES

DATE: 1977 SCALE: 0 1000 2000 3000 4000 FEET

ZONING DISTRICTS

- RR RURAL
- R1 SINGLE FAMILY RESIDENTIAL
- R2 SINGLE & MULTI-FAMILY RESIDENTIAL
- B1 DOWNTOWN BUSINESS
- B2 HIGHWAY BUSINESS
- I INDUSTRIAL
- SRP SHORELAND RESOURCE PROTECTION
- SRR SHORELAND LIMITED RESIDENT - RECREATIONAL
- SGD SHORELAND GENERAL DEVELOPMENT

THE PITTSTON VARIABLE

Both the Land Use Concept Plan and the Zoning Map show the 600+ acre parcel of land that is at present controlled (owned or under option) by the Pittston Company. It should be clearly understood, however, that the Concept Plan and Zoning Ordinance were not developed as a direct reaction to the Pittston project. Rather, these planning and land use control tools were developed so that City officials could plan better for all kinds of future development - for housing, commercial facilities, recreation, conservation and marine resources as well as for a large industrial complex.

It is certainly true, of course, that the proposed Pittston project has helped to galvanize local interest in and concern for long-range planning. Some of Eastport's people feel that the Pittston project will be extremely disruptive in its influence on local social and economic patterns, and that extensive advance planning is necessary. Others feel that Eastport has seen its share of large projects in the past, and that problems can be handled if and when the Pittston project moves into the construction phase.

Despite the fact that the Land Use Concept Plan and new Zoning Ordinance are not "Pittston-specific," however, there are a number of important considerations that should be kept in mind - especially in terms of possible negative social and economic impacts during the 3-year construction period. We do not intend to develop a detailed environmental impact analysis here. (Such an analysis is beyond the scope of this study, and, in any case, has been undertaken by the U.S. Environmental Protection Agency (EPA) in conformance with the National Environmental Policy Act. EPA will publish its final Environmental Impact Statement some time in 1978.) We will limit our comments here to a brief analysis of some of the more important impacts relating to land use, housing, and municipal services.

The proposed Pittston Oil Refinery and Deepwater Terminal will be built on about 650 acres of land. Construction cost is currently estimated at \$650 million, and the construction work will require 3 years. At the peak of construction activities, there will be over 2,000 construction workers on the project. This peak will probably last less than a year. Once the facility is operational, there will be a full-time staff of about 300 people. It is expected that as many as 200 of these people will be drawn from the Washington Co. labor force.

When discussing the possible impacts of such a large project - both positive and negative - it is necessary to separate the construction phase from the operational phase. During the 3-year construction phase, the major problems and negative impacts would be:

1. Land Use - The Pittston project will consume about 650 acres of mostly open land - more than 25% of the entire land area of the City. Included in this acreage is the Eastport Municipal Airport and the City camping/picnic area. These land uses are probably not critical - the airport has never really been used as a public airport, and the camping area can be relocated. However, the large size of the proposed project, coupled with the City's limited land area, will probably make Eastport one of the most industrialized communities in the north-east. There will also inevitably be some effect on adjacent areas - especially on Quoddy Village.

2. Housing - The Pittston Company apparently plans to accommodate about 1,100 workers in a barracks - style "labor camp" to be built either on the project site or at nearby Quoddy Village. The labor camp will require 3-4 acres of land. There will also be an estimated 200 workers with families. The Company may purchase some of the old homes at Quoddy Village and renovate them for some of these families. Most of the families, however, will be housed in mobile homes - Quoddy Village is again the proposed location.

Temporary housing accommodations for nearly 2,000 people at Quoddy Village will inevitably cause problems. Of course, Quoddy Village was originally built as a "project village". Since the 1930's, however, Quoddy has developed some special characteristics as a residential neighborhood. Ideally, this residential, permanent character should be strengthened through good city programs for housing, recreation, and community facilities. The massive redevelopment of Quoddy Village for temporary housing is logical for the needs of the Pittston project, but will certainly disrupt the area's development as a small subcenter of the City.

3. Municipal Services - The two areas of largest impact will probably be police services and schools. During the construction period, additional police officers and equipment will be needed. The Police Department budget will probably require twice as much funds - or more. In terms of impact on schools, the Environmental Impact report estimates that there will be 225 additional school children during the construction phase, and that about \$150,000 will be needed for teachers and related costs (the Pittston Co. has apparently agreed to provide any temporary classrooms, so there will be no capital costs).

Total costs to the City will thus be at least \$200,000 per year for these two cost areas alone. Since there will be some lag time between the need for expanded services and actual property tax income from the project, the City will have to "front-end" these costs for the first year or so. These additional funds will probably have to be raised through a temporarily higher tax rate. This negative tax impact would be short-lived, but would certainly create hardships for many of Eastport's citizens.

During the construction phase, there will be several hundred new job opportunities created for local (Washington Co.) workers, and an estimated income, direct and indirect, to local families & businesses of millions of dollars per year. Once construction work has been completed, however, the "boom" will quickly disappear, and the Pittston facility will settle down to a role of large - but not gargantuan - employer. The economic benefits of the operational facility will be three-fold: (1) wages to employees, including as many as 200 local people (Washington Co.), (2) indirect benefits to local merchants and service businesses, (3) a very major addition to the City tax rolls, and probably a corresponding reduction in the tax rate.

Once operational, the proposed Pittston facility might have the following important negative impacts:

1. Land Use - The "boom" period during construction may generate hasty and poor quality - and short-lived - commercial and residential development. The City may thus end up with a certain amount of junk commercial clutter and suburban sprawl. These problems take time to correct, once the land has been used. Once the facility is operational, and assuming that the City tax rate is significantly reduced, there may also be strong pressures for certain kinds of new development - especially housing - since Eastport will probably have the lowest property tax rate in the region.
2. Housing - The 100 or so permanent employees from "outside" will probably be able to find housing within the existing market in Eastport, Calais, Perry, and other nearby communities. (Some people will prefer to build their own houses.) There are, however, very few vacant, good quality homes in Eastport or the nearby towns. Prices for new homes and rentals will probably suffer some distortions during the construction period. These distortions will probably be continued for awhile during the first few years of operations. House prices may become somewhat higher than normal, and lower and middle income people will have even greater difficulty finding decent shelter.

3. Municipal Services - One of the major concerns here is the water supply system. By the time the Pittston facility becomes operational, the system must be capable of supplying about 2 million gallons per day. In order to achieve this level, the existing water system will have to be improved via new mains, pumps, and repairs to the reservoir dam. It is estimated that these improvements will cost close to \$1,000,000. The recently created Eastport Water Commission will have to take this factor into consideration as they study the feasibility of city acquisition of the water supply system. The main question to be resolved is, of course, who will pay for these improvements, and according to what schedule will payments be made.

There are a number of other problem areas that could be discussed both for the construction phase and the operational phase. The reader is referred to the Draft and Final Environmental Impact Statements for further details. We do not wish to appear overly negative in our comments here. Certainly, the successful development of the proposed Pittston project will create important economic benefits for many families and businesses, and for the City as a whole. Nevertheless, the long-term impact of the Pittston project on Eastport is extremely difficult to forecast. Some feel that Eastport will grow and prosper. Others fear that Eastport will become a "company town"

The negative social impacts of the Pittston project - or any large new industrial project - will be minimized if the City of Eastport continues to pursue its goal of balanced community development with vigor and imagination.

SECTION IV · ON·GOING PLANNING,
ORGANIZATION & IMPLEMENTATION

SECTION IV - ON-GOING PLANNING, ORGANIZATION & IMPLEMENTATION

PURPOSE OF THIS SECTION

In the first three sections of this report, we discussed planning studies, projects (the "what"), and land use (the "where"). This last section will be concerned with how to get things done.

A brief discussion of the title of this section may be helpful. By on-going planning we mean the various kinds of further research, planning, and design work that will be necessary for specific projects and programs. This comprehensive planning report is an important part of the long-range planning process for the City of Eastport. However, it should be obvious that this report cannot answer all questions or anticipate all important new trends. On-going planning is therefore needed. Organization has to do with the City agencies, committees, individuals and related coordination methods that will be essential for getting things done. Implementation consists of the various actions and funds that will be required to turn ideas into realities.

These three factors will be the key underlying themes for this section. The discussion will be as concrete as possible, and will hopefully provide useable information for City officials, Boards, and committees.

PARTICIPANTS

Good planning and successful project development requires lots of hard work by many groups and individuals. Currently, the level of public participation in Eastport's planning and development process is exceptionally high. We hope that this trend will continue. At present, the major participants and their roles are:

1. City Council - Provides overall direction and policy level decisions for important projects.
2. City Manager & Assistant - Provide day-to-day coordination and technical assistance for many projects and programs.
3. Eastport Planning Board - Has provided coordination for the development of a new Comprehensive Plan and Zoning Ordinance.
4. Economic Development Committee - Has been developing ideas and plans for port development and the revitalization of the downtown business district.

5. Recreation Committee - Coordinates development of parks and playgrounds.
6. Housing Committee - Is currently assisting in the coordination of two proposed Section 8 housing projects.
7. Citizens Advisory Committee - Provides citizen input for the HUD Community Development Grant program.
8. Eastport Port Authority - Is being organized so that it can take an active part in port development programs.
9. Eastport Utilities District - Will coordinate a study of the water supply system.
10. Regional Agencies - The Washington Co. Regional Planning Commission provides technical assistance for planning; the Eastern Maine Development District (EMDD) provides technical assistance for economic development projects.

Through the efforts of these groups and individuals, considerable progress has been made. The range of activities for many of these groups can and should be expanded. For example, the Planning Board could coordinate further detailed planning studies (Waterfront Redevelopment, Quoddy Village), the Recreation Committee might coordinate conservation and open space programs, and the Housing Committee could expand its operations to include many kinds of housing programs. Eventually, some of the committees - especially the Housing and Economic Development Committees - might become more formalized commissions with one or two full-time staff people.

There are also a number of areas where roles and programs must still be defined, including:

1. The Eastport Historical Society - Should organize to take a more active and comprehensive role in plans for historical preservation and restoration.
2. The Marine Trades Center - Should work with the City to establish a strong relationship that will be mutually beneficial.
3. Project Development Staff - More full-time staff people will be needed. Currently, the City Manager and his Assistant are the only full-time people available to assist in project development activities. In the near future, there will probably be the need for at least one more full-time person, probably also under the direction of the City Manager. Perhaps one person could be in charge of housing and community facilities projects,

another person could be in charge of economic development and natural resource management projects. Funding for these two assistants could come largely from grant monies. (Note: most grants will provide 10% to 15% of total grant funds for administrative costs.)

ORGANIZATION & COORDINATION

On-going planning, project development and implementation depend to a large extent on good organization and coordination. It is not sufficient merely to have many active people and committees. Ideas, contacts, plans, and strategies have to be coordinated so that things get done in the right way.

Currently, coordination among the various City agencies and committees happens in a haphazard, informal way. Since Eastport is a fairly small community, this informal system has worked reasonably well. However, as the planning and project development process continues to expand, there will be a need for a somewhat more formal approach. We would recommend a number of methods, as follows:

1. Quarterly Reports - All major Boards and Committees should present both verbal and written progress reports to City Council on a quarterly basis.
2. Mixed Membership - To the extent possible, all major Boards and Committees should have one or two (or more) members who also serve on other Boards or Committees. Mixed membership facilitates informal communications. This process is already happening in Eastport.
3. Full-Time Staff - The City Manager and his assistant or assistants should provide both informal personal coordination and more formal coordination tools - memos, progress reports, scheduling charts, etc.
4. Coordination Tools - These might include some simple charts summarizing actions needed on priority projects and more detailed work plans for specific projects (see following pages for sample formats)
5. Annual Report - The City Manager and his staff might develop an annual project development report - similar in format to Section II of this report. This kind of report can help to keep everyone informed.

EASTPORT PROJECT DEVELOPMENT - WORK PROGRAM & SCHEDULE

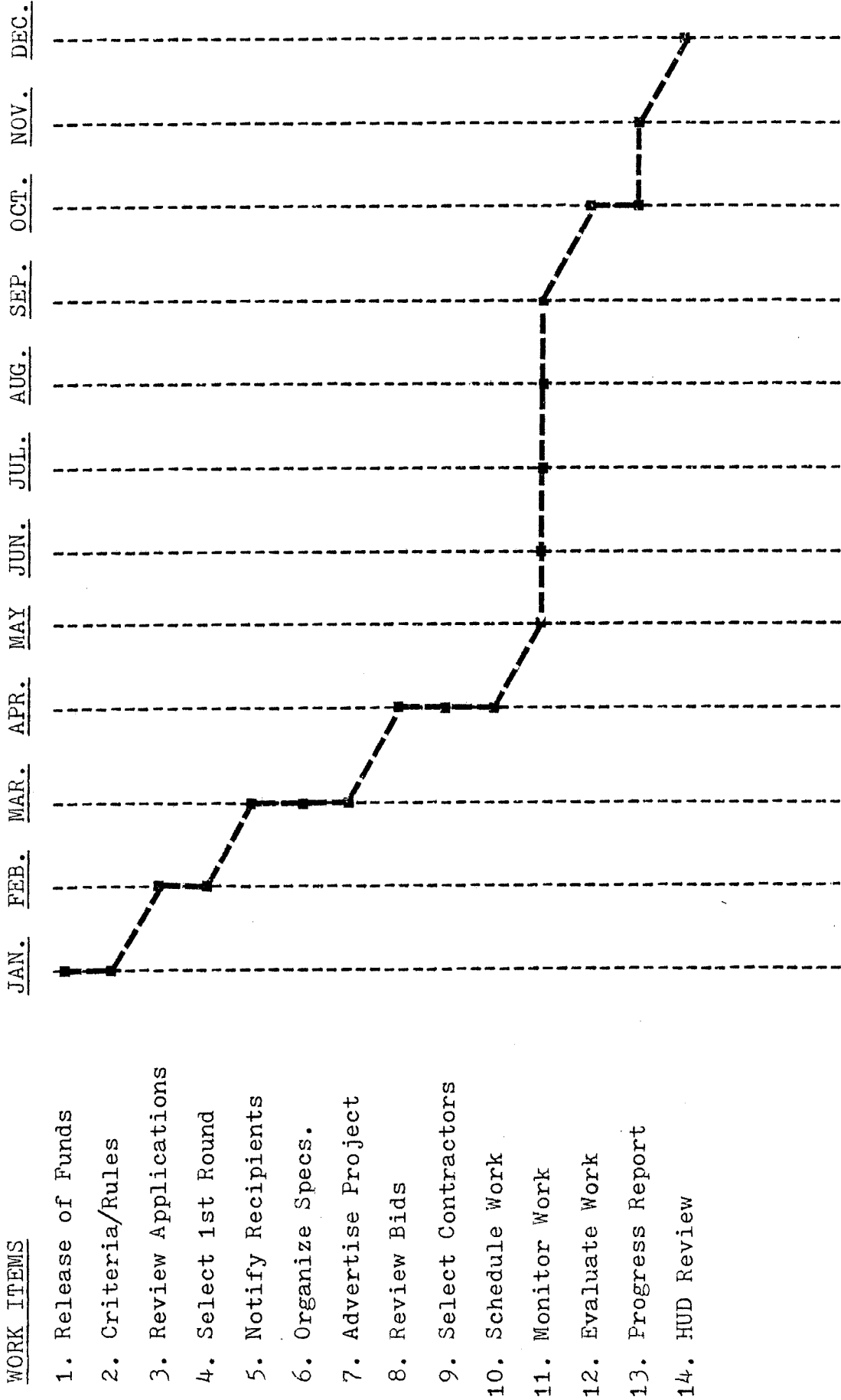
For the Period January - June, 1978 (Sample Format)

<u>PRIORITY PROJECTS</u>	<u>CURRENT STATUS</u>	<u>JANUARY</u>	<u>FEBRUARY</u>	<u>MARCH</u>	<u>APRIL</u>	<u>MAY</u>	<u>JUNE</u>
1. Extension of Ex. Pier							
2. Bulkhead							
3. Breakwater							
4. Industrial Park							
5. Marine Trades Center							
6. Fishing Industry							
7. Pittston							
8. Rehab. of Old Houses							
9. Section 8 Housing							
10. Municipal Building							
11. Senior Citizens Center							
12. Youth Center							
13. Nursing Home							
14. Medical Facility							
15. New High School							
16. Sewer Facilities Plan							
Etcetera							

(For each of the priority projects,
list major actions required for
each month of the schedule.)

SAMPLE PROJECT PLAN - CD GRANT/HOUSING REHAB - 1978

(This kind of basic Project Plan should be set up for each major project as soon as funding has been obtained.)



FUNDING & GRANTSMANSHIP

We have provided some brief comments on funding on a project by project basis in Section II. The next few pages will contain some further facts and guidelines on funding and grantsmanship.

First, we would like to make a few comments on misconceptions that some people have about funding. There are those who feel that Eastport cannot hope to receive significant financial assistance from State or Federal programs. Others feel that large grants are readily available. In our opinion, both pessimists and optimists are incorrect. There are, we believe, certain basic facts about funding that should be understood.

1. There are a number of important funding programs - especially at the Federal level - for which Eastport is eligible. This is especially true for programs designed for assistance to rural, low-income areas.
2. There is today a strong and growing trend of increased funding assistance to rural areas.
3. However, funds are limited, and competition becomes stronger every year as more rural communities develop their knowledge about these programs.
4. To be successful, a grant application must be based on solid research, clear documentation, and detailed knowledge of the particular funding program.
5. Success in obtaining funds from one agency - and, of course, successful implementation of the funded project - tends to attract other funds. Thus, the "momentum" factor is important.
6. Systems for grant administration must be carefully set up.
7. Grants alone are not enough. The City must expect to fund certain things itself, including certain kinds of planning and preliminary design studies, surveys, local share funds, etc.
8. The "leveraging factor" is important - especially for economic development projects. Federal agencies are much more likely to provide funds if the City and/or private businesses have also made funding commitments.
9. Grants take time - and patience - to develop.

Presented below are some basic facts on a number of important State and Federal Funding programs.

1. U.S. Department of Housing and Urban Development (HUD) - Community Development Block Grant Program (CD Program)

- a. General Description: The CD Program is a major program that was initiated in 1974 to provide consolidated funding for cities and towns. Most of the funds are given to communities of over 50,000 population on a "block grant" basis. Smaller communities are eligible for discretionary grants, which are awarded on a competitive basis. This is an annual grant program - each year HUD allocates a certain amount of funds to each state to be used for discretionary grants. Grant awards are determined by the HUD Area Office (for Eastport, the HUD Area Office in Manchester, N.H.) A wide range of projects are eligible for funding, including housing rehab, community facilities, and certain kinds of planning. Currently, however, projects dealing with slum clearance or housing rehab are given priority. The CD Rules and Regulations are currently being extensively revised.
- b. Funding Levels: Eastport has recently received approval for a CD grant of \$175,000. An annual grant of \$100,000 to \$200,000 may be possible in future years.
- c. Contact Person:

Mr. Richard Ackerman
CD Representative
HUD Area Office
275 Chestnut Street
Manchester, N.H. 03103

Phone: (603) 666-7643

(Note: the CD office will move to Boston sometime in 1978.)

2. HUD - Section 8 Program

- a. General Description: The CD program does not provide funds for the construction of new housing units. The HUD "Section 8" program is one of the major available programs designed for new housing. HUD's Section 8 program does not directly finance the construction of new units. Basically, the program provides rent subsidies for low income families and elderly people. If a rental project qualifies for Section 8 funds,

"fair market rent levels" are determined. Low income families then pay about 25% of their income for rent, and Section 8 funds are used to pay the rest of the rent up to the agreed upon fair market level. Currently, HUD is emphasizing the use of Section 8 funds in conjunction with other programs for the construction of new units. In Maine, one of the best available vehicles for new rental units seems to be the combination of HUD Section 8 funds and the Maine State Housing Authority's "Mortgage Purchase Program". The Farmer's Home Administration (FmHA), a division of the U.S. Department of Agriculture, also receives a Section 8 allocation from HUD.

The Maine State Housing Authority (MSHA) was created to provide financial and technical assistance to Maine communities for the development of decent housing. One of MSHA's primary roles is to serve as a conduit for HUD funds - including Section 8 funds. If Eastport wishes to set up a Section 8 program through MSHA, the process would be as follows:

1. The first step is for City Council to pass a "consent resolution" authorizing MSHA to seek Federal funds for rent subsidies for low income families. This resolution is in no way a binding agreement, nor does it give the City any guarantee that funds will be made available. Legally, however, MSHA cannot do anything for the City until this resolution has been passed. (Resolution passed - 1975)
2. MSHA will then do a market analysis to determine needs for Section 8 housing. MSHA is given an annual "allocation" for Section 8 subsidies (\$2.2 million in 1975). If Eastport's needs are found to be great enough relative to other Maine communities, MSHA will allocate a certain amount of Section 8 monies to the City. (This step done - 1977)
3. The project itself must be put together by the "owner" - the City or town, a non-profit housing corporation, or a private developer. The "owner" must obtain an appropriate site and must arrange for construction financing, architectural services, etc.
4. After the project has been designed and built (not always a simple process!), MSHA will provide the permanent mortgage (100% mortgage financing for a non-profit organization).
5. MSHA then administers the Section 8 rent subsidies for the project.

b. Funding Levels: Section 8 projects in rural areas in Maine are usually 20 to 30 units.

c. Contacts

Mr. Paul Stewart
Housing Development Section
HUD Area Office
275 Chestnut Street
Manchester, N.H. 03103

Phone: (603) 666-7643

Ms. Pamela Scarcelli
Development Division
Manager
Maine State Housing Authority
320 Water Street
Augusta, Me. 04333.

Phone: (207) 623-2981

3. Farmers Home Administration (FmHA) - Rural Rental Housing 515 Program

a. General Description: FmHA is the major source for financing of new homes in Washington County. The 515 program provides loans for the construction of rental units for low and moderate income families and elderly (defined as 62 years of age or older). The recently completed 16 unit rental project in Eastport was funded through this program. A non-profit corporation can borrow up to 100% of the project development costs. The maximum repayment period is 50 years. Over the past 6 years, FmHA has invested about \$3 million of 515 funds in Washington County, and 140 new units have been built in six different communities. The only shortcoming of this program is that it does not provide rent subsidies. Rents for 515 projects in Washington Co. are therefore reasonable, but certainly not low (the average is about \$160.00/month). FmHA also has low interest loan programs for individual families for both home-building and rehab work.

b. Funding Level: 515 projects in Washington County have been 15 to 25 units in size.

c. Contact Person:

Mr. Geoffrey Maker
County Supervisor, FmHA
Federal Building
Calais, Me. 04619

Phone: (207) 454-7186

4. Economic Development Administration (EDA) - Title I Program

- a. General Description: EDA is the major Federal agency dealing with economic development. The Title I program provides grants and loans for the development of public works and facilities needed to attract new industry and encourage business expansion. Communities with high unemployment and low family incomes are priorities for funding. The amount may be supplemented by EDA if the community cannot supply all of the required local share.

EDA also has a low-interest business loan program and a Technical Assistance program.

- b. Funding Level: For a community like Eastport, grants of \$150,000 to \$250,000 may be possible.
- c. Contacts:

Mr. Richard Burgess
Eastern Maine
Development District
Machias, Me.

Phone: 255-3971

Mr. Philip Bartrum
EDA Representative
607 Federal Building
40 Western Avenue
Augusta, Me.

Phone: 622-6171

5. EDA - Local Public Works Grant Program (LPW)

- a. General Description: This is a major new program, developed in 1976 by the Federal Government as part of a plan to stimulate the national economy. There were two "rounds" of funding for this program - one in the autumn of 1976, the second in the autumn of 1977. About \$4 billion in direct, 100% grants was awarded. Unfortunately, Eastport did not know about this program until it was too late to apply. In 1976, proposals were received by EDA for over \$20 billion in total funds. Only \$2 billion in grants was awarded. In 1977, no new proposals were accepted.

This program may or may not continue. There is apparently a movement in the U.S. Congress to fund the program for an additional \$4 billion, but the Carter administration has not yet endorsed this proposal. Sooner or later, however, this program (or a similar program) will be funded and therefore Eastport should prepare now for such an opportunity.

- b. Funding Level: Eastport might be able to obtain a grant for \$200,000 to \$300,000.

c. Contacts: Same as EDA Title I.

6. Bureau of Outdoor Recreation (BOR) - Land and Water Conservation Grants Program

a. General Description : This is a national program for recreation projects and acquisition of conservation lands. In Maine, the program is administered by the Bureau of Parks & Recreation (a division of the Department of Conservation). The BOR program provides 50% grants, and the Bureau of Parks and Recreation supplements this with another 10% or so. The town or city must provide the balance of the funds. This is a long-established, annual funding program, and it has relatively few irksome bureaucratic requirements. Eastport recently received funding through this program for development of a tennis & basketball project.

b. Funding Level: For the current fiscal year, the BOR allocation for Maine is apparently quite large - something like \$4 million. Eastport could probably get a grant for as much as \$50,000 (or even more) - provided that local matching funds were available.

c. Contact Person:

Mr. Fred Bartlett
Supervisor, Federal Aid
Bureau of Parks and Recreation
State Office Building
Augusta, Maine 04330

Phone: 289-2057

7. Maine State Planning Office - Coastal Zone Management Program Local Grants ((306 Program)

a. General Description: The Maine State Planning Office has been involved for several years now in the development of an overall management program for coastal lands and resources. The State has just completed the first phase of this work and is now in the process of presenting an overall coastal zone management program to the Federal Government. If this program is approved, there will be about \$1.5 million made available to the State for 1978 for plan implementation. Most of these funds will be given to coastal cities and towns for local planning and resource management projects. Grants will be awarded to cities and towns on a "formula basis" (according to area and population) and on a supplemental grant basis (according to any special projects and needs).

