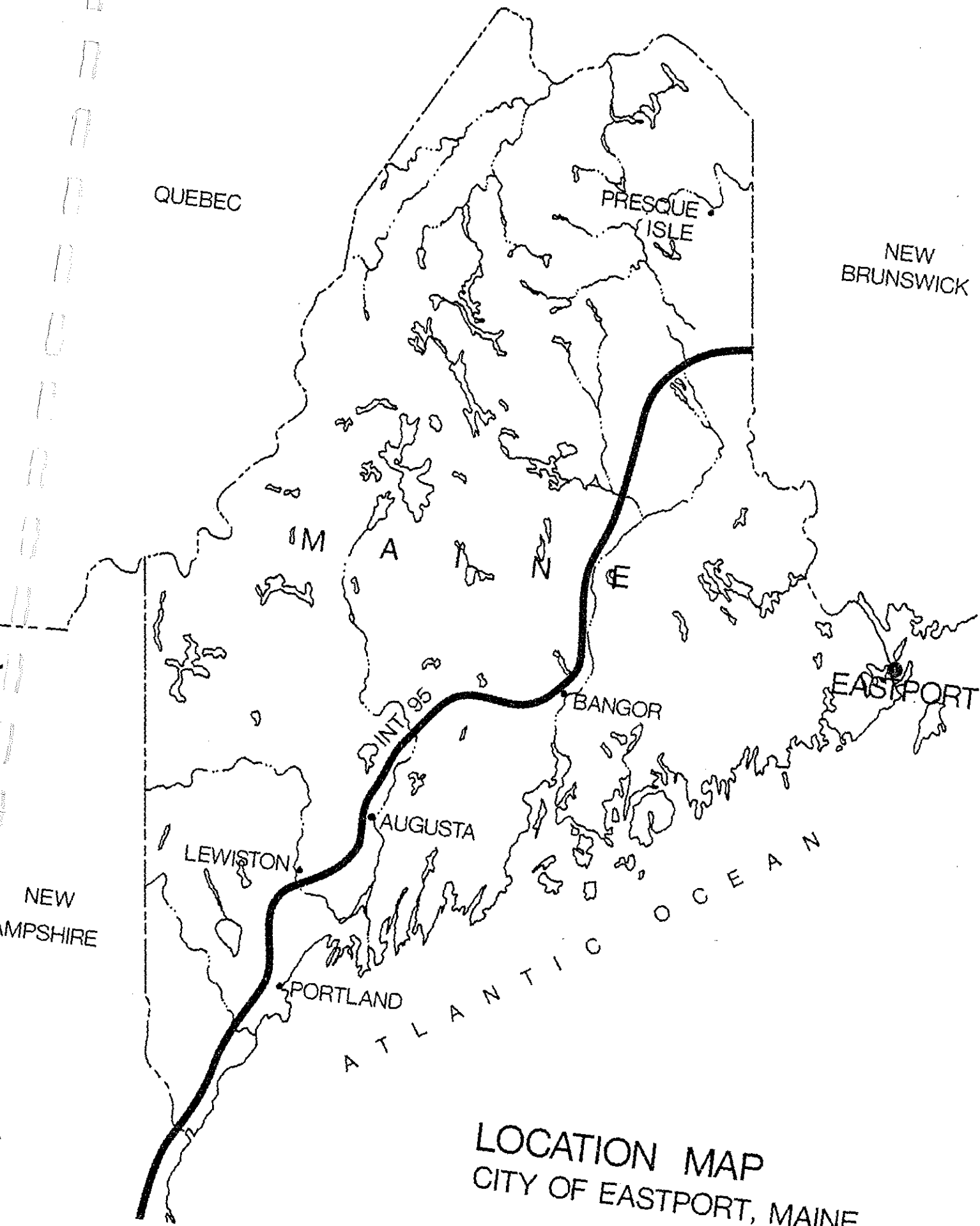


EASTPORT WATERFRONT MASTER PLAN

FOR THE EASTPORT PLANNING BOARD
EASTPORT , MAINE

BY TOWNSCAPE ASSOCIATES
ARLINGTON , MASSACHUSETTS
STEVENS ARCHITECTS
PORTLAND , MAINE

AUGUST 1979



QUEBEC

PRESQUE ISLE

NEW BRUNSWICK

MAINE

EASTPORT

BANGOR

AUGUSTA

LEWISTON

PORTLAND

ATLANTIC OCEAN

NEW HAMPSHIRE

LOCATION MAP
CITY OF EASTPORT, MAINE

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ACKNOWLEDGEMENTS

The Eastport Waterfront Master Plan was made possible through City funds and a Livable Cities grant from the National Endowment for the Arts.

Overall coordination of the project was provided by the Eastport Planning Board. Participating Planning Board members were: Burton Blanch, Chairman; Robert Chaffey, Robert Lewis, Paul Richardson, Bart Scott and Ronald Spinney. The Assistant City Manager, Douglas Richardson assisted the Board in coordinating the work. Advice and assistance was also provided by the City Manager, Everett Baxter, and by members of the City Council.

The prime consultant for the project was Townscape Associates, a town planning firm with offices in Arlington, Massachusetts. Bruce Tsuchida, Principal, provided overall coordination of the technical work, grant applications, and processing of the final report. Design work was performed by a subconsultant, Stevens Architects of Portland, Maine. Paul Stevens, President, and David Chadbourn, staff landscape architect, did the design work.

Many of Eastport's citizens participated in the planning process through a series of public informational meetings. The participation of the Downtown Merchants Association was especially helpful.

"This project is supported by a grant from the National Endowment for the Arts in Washington, D.C., a Federal agency." Grant Number R 80-42-161

The project for which Endowment funds were awarded has been accomplished.

Authorizing official

Project Director

PROJECT CHRONOLOGY (not including approx. 20 planning worksessions)

- January, 1978 - Preparation of grant application to NEA.
- February 1, 1978 - Submission of grant application.
- May 2, 1978 - Notice of grant award received.
- June 1, 1978 - Start of Waterfront Master Plan studies.
- June, 1978 - Resolution of contract with Townscape Assoc.
- July 26, 1978 - Interview of architectural firms and selection of Stevens Architects.
- August, 1978 - Completion of 100 scale topo map for the project area.
- September 14, 1978 - First Public Informational meeting.
- Sept./Oct. 1978 - Completion of analysis work.
- November, 1978 - Development of concept plans.
- November 30, 1978 - Second Public meeting.
- December 19, 1978 - Worksession with HUD officials on funding.
- Dec. '78-Mar. 1979 - Development of Master Plan details and cost estimates.
- Jan. 29, 1979 - Submission of preapplication to HUD for "Eastport Waterfront Redevelopment".
- March 22, 1979 - Notice from HUD of preapp acceptance.
- April/May 1979 - Resolution of plan details.
- May 10, 1979 - Public Hearing on the Master Plan.
- June 12, 1979 - Submission of final application to HUD.
- June & July 1979 - Action and implementation program.
- August, 1979 - Final Report.

SECTION I: GRANT APPLICATION NARRATIVE

Note: This first section contains the six-page supplementary narrative that was written for the grant application to the National Endowment for the Arts. This material has been included because:

1. It provides a concise description of Eastport.
2. It clearly states planning needs and study objectives for the waterfront.
3. It provides a conceptual context for evaluating the actual results of the study that ensued.

GRANT APPLICATION

To: National Endowment for the Arts
By: City of Eastport, Maine
For: The Eastport Waterfront Master Plan
Date: January 31, 1978

SUPPLEMENTARY NARRATIVE

This material has been prepared as a supplement to the brief project description that appears on the application form. This additional information should be helpful for the review committee.

Eastport Past and Present

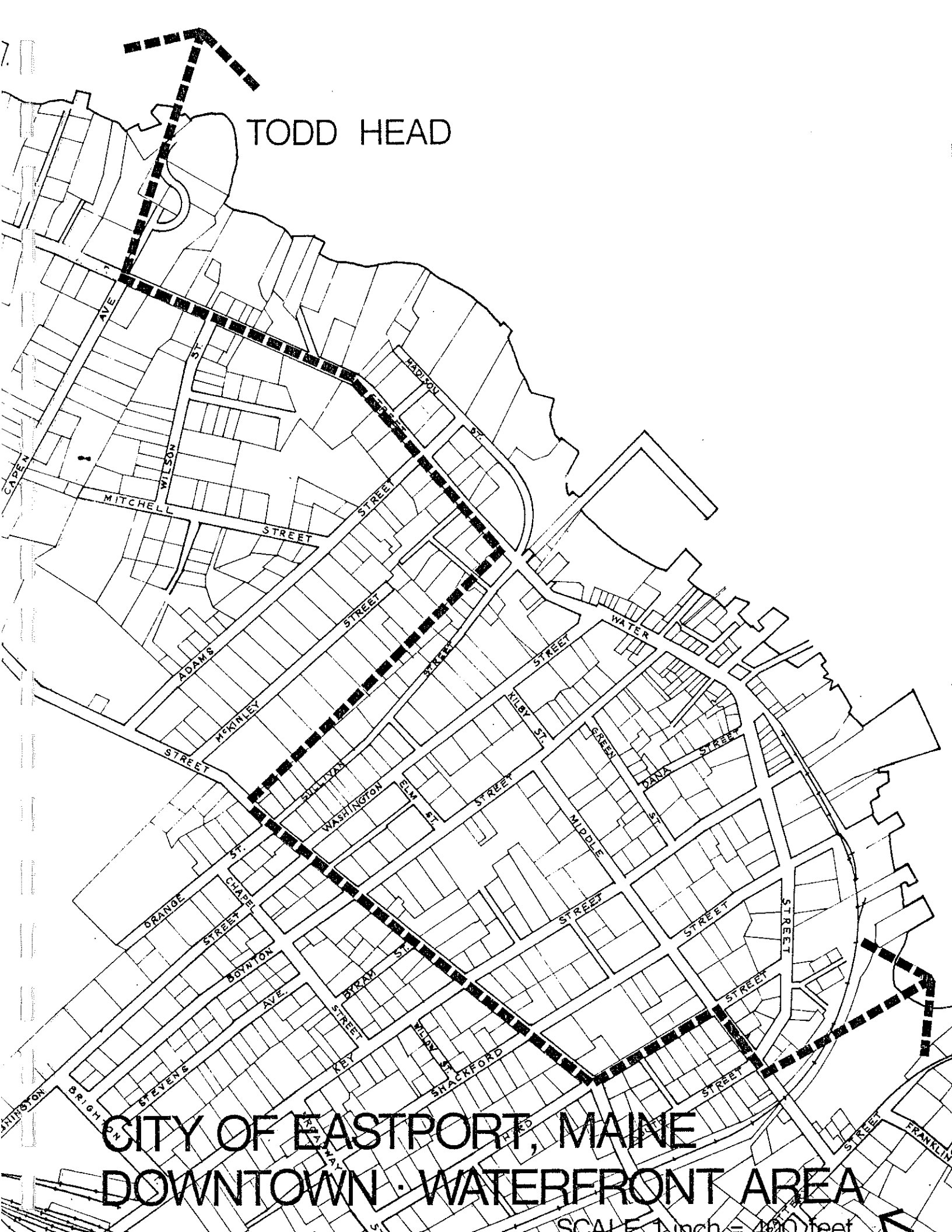
Eastport is a small coastal community located in the northeastern corner of Washington County, Maine, adjacent to the New Brunswick border. First settled in 1780, the City consists of 4 square miles of land and 6.5 square miles of coastal waters. The land is rough, with ledge and clay soils predominant. 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. Eastport's 19 miles of shoreland include rocky headlands, sheltered coves, and a number of islands.

Eastport's population in 1977 was about 2,200 people. Despite this small population, Eastport is still very much a city - at least in the context of the sparsely settled region. The city's development pattern is relatively dense and urban, with about 90% of the homes, stores, and community facilities still clustered in the historic eastern end of Moose Island, the main island. Eastport has a City Council/City Manager form of government, and is still a commercial and business center for many of the smaller neighboring towns.

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.

One of the most important current factors for the economic revitalization of the city of Eastport is the proposed Pittston Oil Refinery and Marine Terminal. This \$600 million industrial facility would have major social, economic, and environmental impacts. It is not yet known, however, whether the Pittston project will actually be built.

TODD HEAD



CITY OF EASTPORT, MAINE
DOWNTOWN WATERFRONT AREA

SCALE 1 inch = 100 feet

City leaders are determined to proceed with the revitalization of the local economy and the redevelopment of the City's physical structure regardless of the fate of the proposed Pittston project. The redevelopment program began to take shape about three years ago. Since that time, there have been a number of important achievements, including:

1. Construction of a new grammar school.
2. Construction of new parks.
3. Construction of 20 units of low-income housing.
4. A Senior Citizens Center.
5. A new Zoning Ordinance (1977).
6. A new Comprehensive Plan (scheduled for final Public Hearing March 6, 1978).
7. Establishment of a Marine Trades School at Eastport.

Currently, the City is moving ahead with programs for housing rehabilitation, more low-income rental housing, plans for a sea-related industrial park, and an aquaculture feasibility study. The Eastport redevelopment process has been well begun. There is still a long pull ahead.

The Waterfront - Problems & Needs

The restoration and revitalization of the Eastport downtown/waterfront district is one of the City's top priorities.

The waterfront is the traditional heart of the City. In its heyday during the late 19th century, this half-mile of shoreline, together with the shops and businesses along Water Street, was one of the busiest ports in New England. Today, although still the business and commercial center of the City, the waterfront area needs wholesale economic revitalization and physical redevelopment.

In brief, the major problems and needs are:

1. Many dilapidated commercial buildings
2. Old piers and wharves badly in need of replacement.
3. New bulkhead and breakwater needed to protect the waterfront from storm damage.
4. Inadequate parking and confused circulation.
5. Insufficient facilities for fishermen.
6. City pier too small to service large ocean-going ships.
7. No incentive for business expansion or new businesses.

8. No program for historical preservation and restoration.
9. No streetscape/town center open space program.
10. No redevelopment funds.

The new Comprehensive Plan describes ten major projects needed for the downtown/waterfront area: Pier Extension, Demolition, Rehab, New Buildings, Bulkhead, Roads/Parking/Landscaping, Breakwater, Wharves, Camper Boat Dock, Town Marina. A detailed, comprehensive plan for the downtown/waterfront area was not, however, part of the scope of the Comprehensive Plan.

Currently, the only waterfront planning being done for Eastport is a feasibility study for a new breakwater being conducted by the U.S. Army Corps of Engineers. This is an important study. However, the primary concerns are navigation and storm protection.

The new Comprehensive Plan recognizes the need for a detailed, long-range Waterfront Master Plan. This Plan should cover the entire waterfront and commercial district of Eastport - an area about $\frac{1}{2}$ mile long, encompassing about 15 acres. The Plan should also include the old downtown residential area (about 30 acres) where there are many public buildings and fine old homes. Physical planning and design should be a key part of the Plan - but this is not enough. The Waterfront Master Plan must also develop specific economic development and implementation strategies involving both the private and public sectors. Thus, innovative design must be matched with realistic economics and practical financing strategies.

The Funding Problem

City leaders have concluded that the Livable Cities program of the National Endowment for the Arts is the only way in which funds for a Waterfront Master Plan can be obtained at this time.

Several other sources have already been investigated. Six months ago, Eastport sought to obtain planning funds through special action by the State Legislature. Funds were approved - but were never appropriated. The HUD Community Development Block Grant program provided the City with a 1977 grant for housing rehabilitation. A 1978 CDBG grant may be possible. However, given the program's emphasis on housing-related projects, it is highly unlikely that CDBG funds would be available for a Waterfront Master Plan. The Maine Coastal Zone Management Program may provide some funds in late 1978. It is possible, however, that the Maine CZM plan will not be approved and funded till 1979.

City leaders feel that a Waterfront Master Plan must be developed now. The City has, during the past year, invested \$25,000 for various planning and feasibility studies. City revenues for such studies are very limited. However, City Council feels strongly that they must make every effort to move the redevelopment process ahead. On January 23, 1978, City Council voted to set aside \$12,500 as the local share for a possible grant from the National Endowment for the Arts. A grant from this agency will thus play a key role in the continued planning and redevelopment process for Eastport.

The Proposed Project - Synopsis

1. Objectives - To develop a detailed revitalization plan and implementation program for the Eastport downtown/waterfront area.

2. Work Program

A. Waterfront Analysis

- 1-Develop accurate base maps
- 2-Buildings and open spaces
- 3-Circulation and parking
- 4-Current uses
- 5-User patterns
- 6-Economics
- 7-Historical Structures
- 8-Visual analysis
- 9-Development opportunities

B. Planning & Design Studies

- 1-Design criteria
- 2-Design sketches, alternatives, concepts
- 3-Action Studies - what needs to be done.
- 4-Organization studies - who needs to do what.
- 5-Implementation studies - what funds might be available, and from whom.

C. Master Plan and Program

- 1-Final physical plans & designs
- 2-Final development program
- 3-Organization Plan
- 4-Funding Strategy
- 5-Action Plan - including details for the next step in the process.
- 6-Final reviews and public meetings.

D. Final Report - 50 to 100 pages of text & graphics.

3. Participants

- A. City Council - overall decisions
- B. City Manager - project administration
- C. Planning Board & Economic Development Committee - project committee
- D. Input from other Boards, Committees, & Agencies, including: Port Authority, Historical Society, Chamber of Commerce, Recreation Committee, Marine Trades Center, Washington Co. Regional Planning Commission, Eastern Maine Development District, State Planning Office.
- E. Input from the general public via public informational meetings
- F. Townscape Associates, Town planners - overall technical coordination and planning work.
- G. Architectural firm (not yet selected) - subconsultant for some physical design, costs, and graphics.

4. Time - Assume the following schedule:

- A. Project Organization - 1 month
- B. Waterfront Analysis - 2 months
- C. Planning & Design Studies - 2 months
- D. Master Plan & Program - 3 months
- E. Final Report - 2 months
- F. Project Wrap-up - 1 month

Total Time: 11 months

5. Project Budget

A. City Administrative Costs:	\$ 2,500
B. Townscape Associates - Fees:	\$10,000
C. Architectural Firm - Fees:	\$ 6,000
D. Photogrammetric Base Maps:	\$ 3,600
E. Travel Costs (consultants):	\$ 2,400
F. Project Report Printing:	\$ 500
	<hr/>
	\$25,000

Note: Travel costs for Townscape Associates have been estimated on the low side because of other work that the firm is doing in Maine.

We feel that the proposed budget is realistic. A study of this kind could, of course, cost considerably more. However, we do have: (1) dedicated City people who will participate at no cost to the project, (2) a planning firm (Townscape) that has already worked with us for a year, (3) a need for a comprehensive, realistic Waterfront Master Plan - but not for expensive graphic displays per se.

Conclusions: Expected Results

We expect that, once completed, the Eastport Waterfront Master Plan will give us a clear image of the Waterfront's future - and some detailed instructions on how to get there.

The Master Plan will tell us how the downtown/waterfront area should be designed and redeveloped; it will tell us what actions need to be taken, and in what sequence. Possible sources of Federal funds will be investigated. Methods for the investment of City and private funds will also be explored.

We realize that the planning, design, and redevelopment process will take time. Eastport can and must proceed with the process. We know that one day the Eastport Waterfront can be an economically dynamic, aesthetically pleasing center for the City and for people throughout the region.

SECTION II · SUMMARY & ACTION PLAN

EASTPORT WATERFRONT MASTER PLAN

SECTION II: SUMMARY & ACTION PLAN

This section of the report provides a brief description of planning methods and a description of the highlights of the Waterfront Master Plan. Also included here is an Action Plan for project implementation. Full technical details relating to analysis studies, design elements and cost estimates may be found in Section III.

PLANNING APPROACH

As stated in the original NEA Grant application, the objective of the Eastport Waterfront Master Plan was to give the City "a clear image of the Waterfront's future - and some detailed instructions on how to get there."

It is important to understand that the Waterfront Master Plan study had a very strong action orientation. Downtown redevelopment studies for smaller communities are generally strongly oriented toward either economic or physical design concerns. Reports documenting such studies clearly show the particular bias. Economic and design concerns were, of course, important considerations for the Waterfront project. However, the central concern was to adopt a planning approach that would lead directly to implementation actions. Thus, the Master Plan project was seen as a vehicle for generating dollars and actions; the Master Plan was not seen, as is often the case, as a finished "thing" which must somehow be implemented after its completion.

Given this strong action orientation, then, it was natural that a considerable amount of project time and energy was devoted to obtaining action and funding commitments from local merchants, City Council, and outside agencies such as the U.S. Army Corps of Engineers and the U.S. Department of Housing and Urban Development (HUD).

The single most significant result of this action-oriented planning approach has been HUD's acceptance of a preapplication for "The Eastport Waterfront Redevelopment Program - Phase I: Erosion Control & Primary Public Facilities." HUD has made a commitment to provide \$1,150,000 for this program in the form of a Community Development Small Cities Comprehensive Grant. Final paperwork for the release of grant funds is now being done. The program will begin in early October with detailed design work and acquisition activities. Construction will begin in spring or summer 1980.

The Eastport Waterfront Master Plan project thus provided key facts, figures, concepts and impetus for the acquisition of significant implementation funds - even before the Master Plan had been officially completed. This kind of planning/action link is essential for small communities like Eastport that have almost no resources for major capital improvement projects.

THE EASTPORT WATERFRONT - PROBLEMS & OPPORTUNITIES

Our studies of the Eastport Waterfront began with an analysis of important physical and economic factors. Section III of this report documents the analysis findings in detail. We may summarize the major problems and opportunities that were identified as follows:

A. Major Problems

1. Shoreline erosion and flooding, severe damage to Water St. buildings, docks and piers.
2. Deteriorating and abandoned buildings and vacant commercial space.
3. Many marginal businesses.
4. Under-utilized second and third floor spaces.
5. A generally dilapidated and dull street environment.
6. Inadequate parking areas.
7. Traffic problems on Water St.
8. A general lack of commitment of both Downtown merchants and City officials to significant investments of private or public funds.

B. Major Opportunities

1. Many commercial and public buildings of historical and architectural value that are still generally in good condition.
2. A long tradition as a commercial center for nearby American and Canadian communities.
3. No other competing commercial centers in Eastport and the immediate area.
4. Some indications of improvements in the local economy - especially in relation to a resurgence of the fishing industry and the recently established Marine Trades school.

5. Some indications of a growing tourist industry.
6. The relatively compact size of the downtown waterfront area - only one street (Water St.) about 1/4 mile long with commercial structures on both sides and the shoreline immediately adjacent to and east of the street.

Given these problems and opportunities, it was clear from the early stages of the study that, with some effort and investment, Eastport's waterfront could once again become a reasonably diverse and prosperous commercial area. It should be understood that we did not see Eastport becoming a large regional commercial center. The City of Calais, 25 miles northwest of Eastport, is and will probably continue to be the primary population and commercial center in the county. Eastport is also relatively isolated, situated as it is several miles east of U.S. Route 1, the only major highway in the area.

Thus, the general physical and economic development scenario that began to emerge for the Waterfront was that of a regional commercial subcenter of moderate size. Economic analysis indicated that there could be a substantial increase in business for existing establishments and an opportunity for several new businesses if: (1) Eastport people could be encouraged to "shop Eastport" more often, and (2) more shoppers could be attracted from the adjacent communities.

The obvious question was: how can more shoppers be attracted to Eastport's downtown waterfront area? Typically, local merchants have not improved their buildings or increased their inventories "because the shoppers don't come." And, of course, the shoppers haven't come because "there isn't much available downtown".

It seemed clear that the only way to break this cycle of economic stagnation and physical deterioration was to plan, design and develop a system of primary public improvements, including bulkheads, parking lots, street improvements and small park areas. Once such public improvements have been made, the Waterfront area should begin to experience a different, positive cycle: an improved downtown environment will encourage local merchants to improve their properties and will also attract more shoppers; more shoppers will mean more business, new businesses, expanded inventories, and more jobs. We cannot at this point predict how fast or how far this positive cycle will develop. There are, however, already signs that this new cycle has begun.

Thus, the overall guidelines for the development of a physical plan for the Waterfront were: (1) that proposed changes and improvements be relatively modest in scope and cost, (2) that changes build upon existing resources and retain the character of the downtown area as a "working waterfront", and (3) that emphasis be placed on primary public facilities - and not on other commonly stressed downtown programs such as large-scale demolition and "renewal" or store facade improvements or historic park/craft shop complexes.

HIGHLIGHTS OF THE MASTER PLAN

A copy of the Illustrative Master Plan has been included in this Section of the report. The "Waterfront Master Plan" may be thought of as consisting of the Illustrative Plan and related Action Plan, plus all of the supporting drawings, recommendations and cost estimates presented in Section III of this report.

The highlights of the Illustrative Master Plan are as follows:

A. Primary Public Improvements

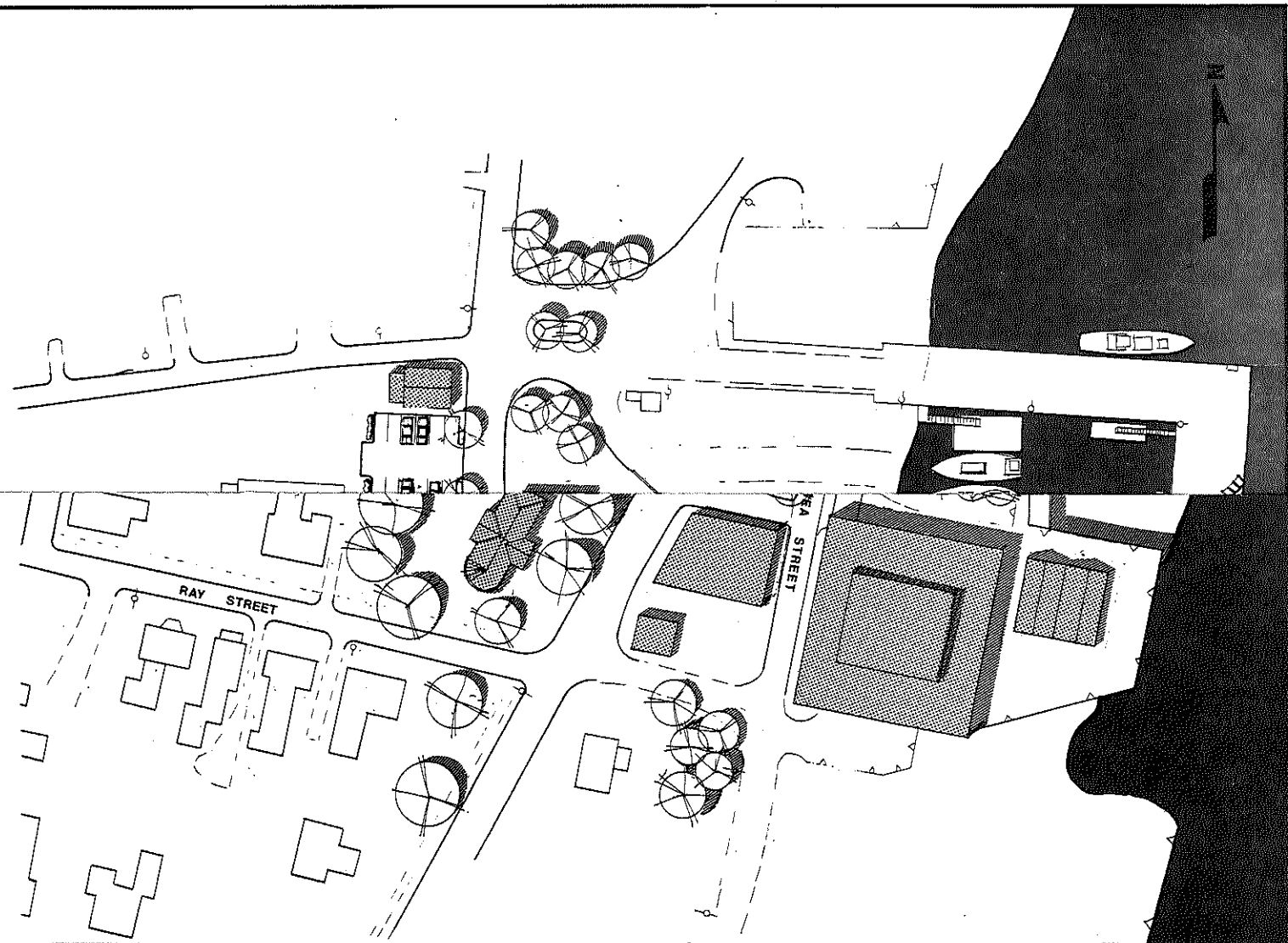
1. Seawalls and Bulkheads and related fill along the waterfront - for a distance of approximately 1,000 linear feet.
2. A marina for small boats.
3. Several small parking areas designed to accomodate about 75 cars.
4. Street improvements for Water St., including new curbs, street paving, sidewalks, lighting and street furniture.
5. Small waterfront park and waterfront promenade.
6. Related land acquisition and easements.

Most of these public improvements will be built with HUD funds.

B. Future Redevelopment Activities

1. Renovation of existing buildings for new or expanded businesses.
2. Limited demolition of unsalvageable buildings and future construction of new buildings.

00/20/0



1"=50'
10-78

JOB NO. 20725

EASTPORT WATERFRONT MASTER PLAN

TOWNSCAPE ASSOCIATES
EDWARD C. JORDAN CO., INC.
STEVENS ARCHITECTS



C. Future Historic Preservation Activities

1. Designation of the entire downtown waterfront area as a National Register historic district.
2. Designation of the entire downtown waterfront area as an historic district under the City's Zoning Ordinance, and development of reasonable and appropriate standards and controls for historic preservation and new construction.

The full implementation of this physical plan will require substantial energy and investment over the next ten years or more. The primary objectives of flood protection, visual and functional improvements, historic preservation, and the expansion of business activities and job opportunities must be pursued in an ambitious and well-coordinated manner. If the guidelines contained in the waterfront Master Plan are followed and developed, Eastport can once again have an attractive and vital working waterfront that will serve residents, neighboring communities and tourists alike.

ACTION PLAN

The implementation of the concepts and recommendations contained in the Illustrative Master Plan and related drawings and documents will be a substantial undertaking for all concerned. A combination of on-going planning, sound project management, entrepreneurial actions and sensitive coordination will be essential.

This Action Plan is intended to serve as a basic guide for the City and the Planning Board for work to be done over the next few years. The Action Plan outlines: (1) what needs to be done, in what sequence, (2) who the participants will be and their chief responsibilities, (3) options for funding. Many other details will, of course, have to be filled in as the process develops. However, this Action Plan should give the Planning Board a fairly good sense of the task that lies ahead.

A. Actions & Outline Schedule by Quarters

Summer 1979

1. Develop "Environmental Review Record" for HUD CDBG Grant.
2. Interview candidates for position of program Director, and select best candidate.

3. Interview firms for design of Bulkhead and Seawall, and select best firm.
4. Complete Waterfront Master Plan report and send copies to National Endowment for the Arts (NEA).
5. Receive approval from HUD for \$1,150,000 CDBG Small Cities grant.
6. Process necessary papers for Release of Funds from HUD.

Fall 1979

1. Set up downtown office space for CDBG Grant Program.
2. Set up filing systems as per HUD rules and regulations.
3. Monitor and review design work of Consulting Engineers. (including survey work)
4. Set up overall project coordination, reporting, financial control, and public participation systems.
5. Re-assess overall budget.
6. Receive, if possible, small grant for public information/participation.
7. Publish first special supplement on the project in the Quoddy Tides. (Special supplements thereafter on Quarterly basis.)
8. Do preliminary work for permits from Corps of Engineers and Maine Department of Environmental Protection (DEP).
9. Resolve, if possible, major acquisitions and easements.
10. Close out 1977 CD grant.

Winter 1979-1980

1. Complete design work for Seawall and Bulkhead.
2. Put together bid package and advertise the project.
3. Complete all necessary acquisition, demolition, relocation work.
4. Submit material for permits and obtain same.
5. Proceed with comprehensive Housing Assistance Program.

Spring 1980

1. Select contractor, resolve contract for Seawall and Bulkhead construction.
2. Develop detailed construction schedule for Seawall and Bulkhead.
3. Do paper work necessary for submission of Year 2 budget details to HUD.
4. Start construction of Seawall and Bulkhead late spring or early summer.

Summer 1980

1. Proceed with construction of Seawall and Bulkhead. Monitor same.
2. Develop specifications for selection of Architect or Landscape Architect firm for design of streets, walks, parking areas, parks, etc.
3. Investigate availability of other funds for recreational facilities - especially funds from the Heritage Conservation and Recreation Service (HCRS) through the Maine Bureau of Parks and Recreation.
4. Develop strategy for encouraging private investment in new parcels and old buildings along the Waterfront.

Fall 1980

1. Receive approval from HUD for Year 2 funds.
2. Continue to monitor construction of Seawall & Bulkhead.
3. Interview firms and select best firm for design of streets, parks, etc.
4. Proceed with the above design work. (including survey work)
5. Send letter of intent to Bureau of Parks and Recreation, and request site inspection.
6. Write grant application for HCRS Funds.

Winter 1980-1981

1. Continue to monitor construction of Seawall & Bulkhead.
2. Complete design work for streets, parks, etc., including bid package for this part of the project.
3. Receive approval of HCRS grant, and finalize project budget.

Spring 1981

1. Continue to monitor construction of Seawall & Bulkhead.
2. Advertise the streets/parks portion of the CDBG project and select a contractor.
3. Resolve construction contract & schedule.
4. Prepare papers necessary for submission of Year 3 budget to HUD.

Summer 1981

1. Complete construction of Seawall and Bulkhead; contract closeout.
2. Start construction of new streets, etc.
3. Proceed with strategy for encouraging private investment, and begin set-up for possible HUD Urban Development Action Grant (UDAG).

Fall 1981

1. Receive HUD approval for Year 3 funds.
2. Monitor construction of streets, parks, etc.
3. If possible, proceed with UDAG grant application. Also - or as an alternative - discuss with HUD possibility of a CDBG grant in 1982.
4. Set up "development packages" for new potential commercial sites that have been created by construction of the seawalls.

Winter 1981-1982

1. Proceed with actions on other investments and grants.
2. In-house, comprehensive assessment of progress to date and Action Plan for the next few years.

Spring 1982

1. Monitor construction of streets, parks, etc.
2. Obtain, if possible, preliminary commitments on new grants.

Summer 1982

1. Complete construction of streets, parks, etc.; closeout.
2. Proceed with final papers for new grants.
3. Do all work necessary for CDBG Small Cities Comprehensive Grant closeout.
4. Meet with HUD representatives for final project monitoring and audit.

Fall 1982

1. Final details for Comprehensive Grant closeout.
2. Proceed with other redevelopment and historic preservation activities.

B. Participants and Responsibilities

A comprehensive downtown/waterfront redevelopment program for Eastport cannot succeed without good organization and clear lines of authority. Major participants and their roles might be as follows:

1. City Council - Major policy decisions and budgeting of City funds for downtown improvements.
2. City Manager - Management of City and grant funds for downtown improvements.
3. Planning Board - Coordination of planning and design work, and periodic progress reports and action recommendations to City Council. The Planning Board would serve as a kind of "redevelopment authority" for the program.

4. Merchants Association - Should provide ideas, input, and, in certain cases, actually implement certain smaller scale projects.
5. Program Director - A full-time program director will be needed. The Director's duties will include: coordination of design and construction work, land acquisition, fund-raising, grants administration, coordination with various state and federal agencies, etc. This position can be funded initially with HUD CDBG funds.
6. Consultants - For technical planning, design, engineering work.
7. Local Banks - Can potentially become involved in an organized way through some kind of special re-development loans program.
8. State & Federal agencies - Will be involved through permit requirements and funding programs.
9. Local Media - Can play an important supportive role by providing good coverage of project activities and information to the public.
10. Other City Boards and Committees should be consulted as appropriate.
11. Citizens of Eastport should be given ample opportunity to review and comment on specific pieces of the project as design and construction activities proceed.

The Planning Board has already been authorized by City Council to serve as the official coordinating body for the HUD CDBG grant program for the Waterfront. In essence, it appears that the Planning Board will, for the foreseeable future, act as coordinators for the entire Waterfront Re-development Program. Some further details on the Planning Board's functions and procedures thus seem to be needed.

We recommend that the Planning Board function in this capacity as follows:

1. Overall program organization and coordination.
2. Interviews and selection of a Program Director.
3. Interviews and selection of consulting Architects and Engineers.

4. Monthly progress reviews with the Program Director.
5. Design reviews as needed.
6. Review and approval of all major program expenditures.
7. Policy decisions relating to the program.
8. Quarterly progress/financial reports to City Council.
9. Recommendations to City Council concerning actions and/or expenditures that the Board wishes City Council to make in regards to the Waterfront Redevelopment program.
10. Review and approval of other related grant applications.

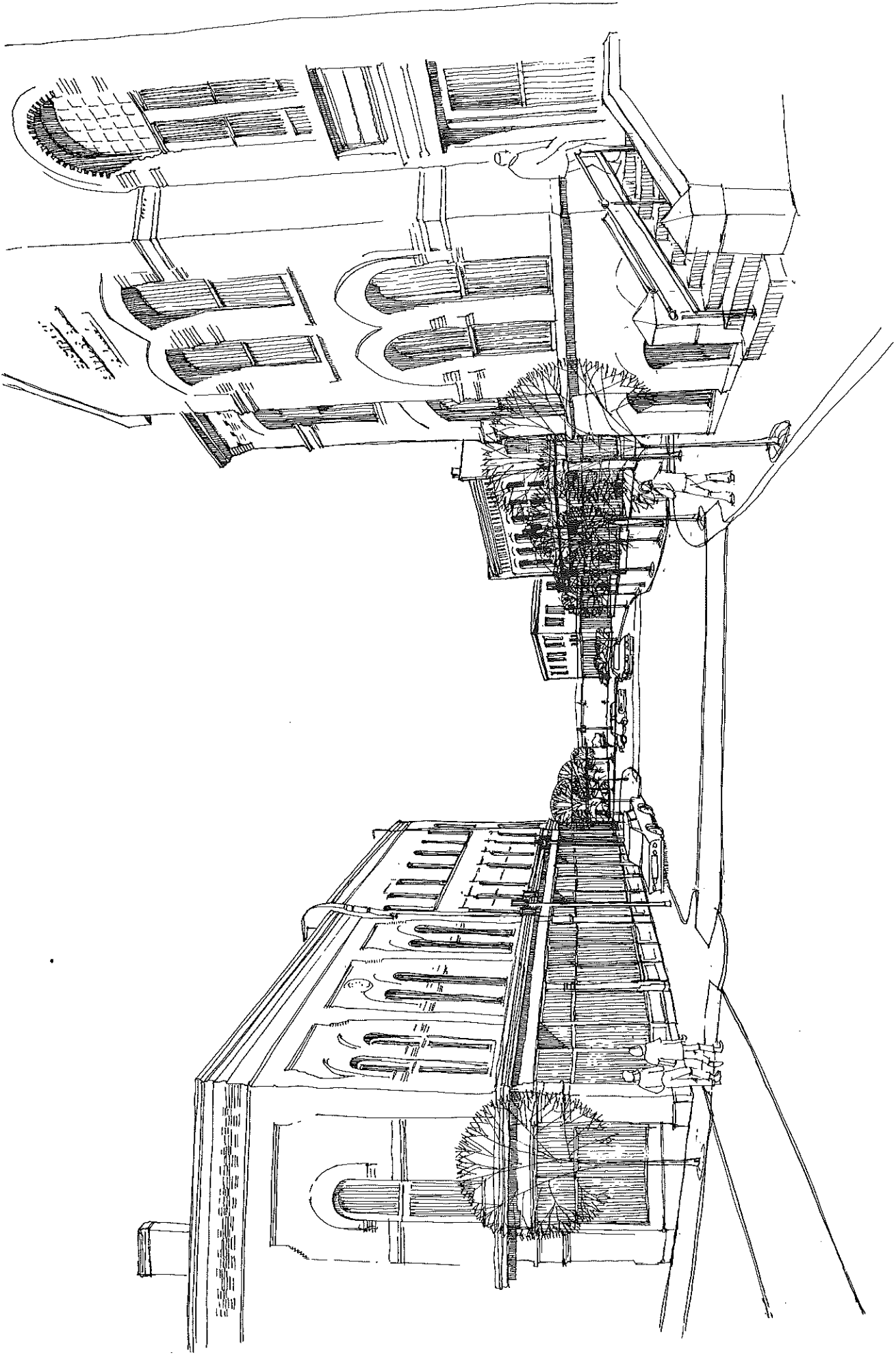
C. Funding Options

The downtown/waterfront redevelopment program will probably take 10 to 20 years to "complete". A variety of funding sources must be identified and used in a coordinated and creative way. At this point, the major possible funding sources seem to be:

1. HUD Programs - Eastport has already secured a HUD Small Cities Comprehensive Grant for \$1,150,000. Once this grant program is well under way, the possibility of additional HUD funds should be considered - including the Small Cities Program (either Comprehensive or Single Purpose Grants) and HUD's Urban Development Action Grants program ("UDAG" - requires commitment of private funds in a ratio of 3 to 1 or better to requested HUD funds).
2. Heritage Conservation and Recreation Service (HCRS) - The Maine Bureau of Parks and Recreation coordinates funds from this federal agency. Matching grants are available for development of parks and open space. HUD CDBG funds can be used as the City's local share.
3. Maine Fisheries Development Program - Some funds may be available in the near future for development of wharves, piers, fish pumps, etc. The best location for these facilities still seems to be the downtown/waterfront area - especially if a new breakwater is deemed feasible by the Army Corps.

4. Corps of Engineers - The Corps will complete their Reconnaissance Report in the near future. This report will give the City a pretty good idea as to whether or not a new breakwater will be funded.
5. Maine CZM Funds - The City's annual "formula grant" is not much - only \$5,000. However, these funds could be used to pay for small projects and related studies.
6. Marine Trades Center - Perhaps some of the school's facilities, programs, and personnel could be "linked into" the waterfront redevelopment program.
7. City Appropriations - The City should do whatever it can to improve the waterfront area - regardless of the status of federal and state grants. Funds already appropriated for sidewalk repairs should be used in 1980.
8. Local Businesses - Once people see some real progress being made via federal, state, and City funds, it may be possible to have an annual fund-raising program that will net at least a few thousand dollars for small special projects or special events. Certainly the larger companies (Mearl, Holmes) and the banks would be pleased to contribute! Also: how about a fund-raising program for Eastporters who live elsewhere but who still feel some loyalty for their home town? These kinds of funds are small - but important in terms of citizen involvement and civic pride.
9. Longer Range Funding - Eventually, funding from other sources may become possible including EDA, HUD Urban Development Action Grants, EPA (for sewer and water), etc. Also, if the process is to be successful, the investment of private money should eventually become feasible.

The key to future funding - and to the overall success of the waterfront redevelopment program - will be the successful completion of the HUD-funded public facilities. If this first part of the redevelopment effort can reverse the historic cycle of economic stagnation and physical decline of the downtown waterfront, and if a new cycle of redevelopment, business expansion and civic pride can be initiated, other public and private funds will become available.



WATER STREET
VIEW LOOKING NORTH TOWARD
WATERFRONT PLAZA

SECTION III · BACKGROUND MATERIAL

EASTPORT WATERFRONT MASTER PLAN

SECTION III: BACKGROUND MATERIAL

This section of the report contains a variety of details on analysis studies, design recommendations, cost estimates and Action Plan components. We have attempted to include as much useful technical information as possible, while at the same time keeping pages and report poundage to a reasonable size.

ECONOMIC ANALYSIS

Our studies included some basic economic analysis. We did not, however, attempt to develop comprehensive economic studies - including regional economic analysis, projections of possible commercial expansion, etc. General studies of family income, employment and economic trends for Eastport as a whole were also not necessary, since studies of this kind had been completed in 1977 as part of the new Eastport Comprehensive Development Plan. Suffice it to say that the local economy is generally characterized by low incomes, high unemployment, a high proportion of seasonal jobs (mostly in the fishing industry) and a general absence of significant new economic development and job opportunities.

The primary objective of our economic studies was to find out what is happening on Water St. today, both in terms of quantitative and qualitative concerns. Toward this end, we conducted informal interviews of city officials and downtown merchants. We also developed a simple one-page questionnaire that was distributed to all downtown businesses. The questionnaire asked for basic information on size, type, and volume of business.

Response to this survey was relatively poor - with only 12 of 43 businesses responding. The few responses were supplemented by other research work sufficient to develop some approximate figures. The results of this basic economic inventory are summarized below.

A. Number of Businesses - There were 43 active businesses on Water Street in the summer of 1978. A breakdown of these businesses by general type is as follows:

1. Fish Processing companies - 2
(Holmes Co. and Mearl Co.)

2. Service Businesses:

a. Insurance companies -	3
b. Banks -	2
c. Dental Office -	1
d. Electric Utility Office -	1
e. Law Office -	1
f. Machine repair shop -	1
g. Navigation Co. -	1
h. Newspaper Co. -	1

Total: 11

3. Retail Sales Businesses

a. Restaurants, snack places, etc. -	5
b. Antiques, souvenirs, etc. -	4
c. Retail food & drink -	3
d. Clothing -	3
e. Hardware -	2
f. Furniture -	2
g. Various & Sundry -	2
h. Barber shop -	1
i. Beauty Shop -	1
j. Bookstore -	1
k. Drugstore -	1
l. Entertainment (Pool Hall)	1
m. Flowers -	1
n. Gas Station -	1
o. Jewelry -	1
p. Telecable -	1

Total: 30.

B. Employment Characteristics

1. Number of full-time employees - 102
2. Number of seasonal workers - 92
3. Number of full-time employees for 30 retail sales businesses - 72 only (including proprietors)
4. Average number of employees per retail sales business - 2.4

C. Retail Sales Volumes

1. Taxable retail sales for all Calais retail businesses, 1977: \$47,860,000.

2. Taxable retail sales for all Eastport retail businesses, 1977: \$6,883,000.
3. Estimated gross sales for 30 retail businesses on Water St., 1978: \$4,500,000.
4. Estimated average annual gross sales for Water St. retail businesses: \$150,000.

D. Ownership & Taxes

1. Total number of commercial properties, Water St. and vicinity, from Holmes Packing Plant to Mearl Corp. Plant, including several vacant parcels of land and several vacant buildings: 74 properties.
2. These 74 properties are owned by 45 different companies and individuals.
3. Total assessed value of 74 properties in 1978: \$1,233,590.
4. Average 1978 assessed value thus: \$16,670.
5. 1978 tax revenues from 74 commercial properties, at tax rate of \$22/1000 was: \$27,139.

No data available for annual income of owners and employees.

These figures provide a fairly clear picture of current (1978) economic activity in Eastport's downtown waterfront district. Although people in the area generally seem to feel that "Eastport's downtown is pretty dead", there are, in fact, 43 active businesses. All of the basic economic indices do show, however, that the level of business activity is quite low. The "average" retail sales business on Water St. has 2 or 3 full-time employees, sells about \$150,000 worth of goods per year, and contributes only about \$360 per year in tax revenues to the City. Even these modest averages can be seen as somewhat misleading when we consider that, of the 30 retail businesses, there are at least 20 marginal 1 or 2 person businesses. Most of the gross income and more than half of the full-time employment is provided by a handful of businesses - the super-market, liquor store, hardware store, furniture store, and the diner.

At the first Public Meeting on the project, the question of desirable new businesses was discussed. People generally agreed that there was a need (and real potential) for: (1) a good, moderately priced "pub/restaurant", (2) a clothing store, (3) second and third floor apartments. The need for better tourist facilities, including a small marina, gas and ice, and public rest rooms was also discussed.

Clearly, there is a significant difference between commercial facilities that are desirable, and those that may be economically feasible. At present, it has been estimated that Eastport's citizens spend as much as 80% of their income for goods and services purchased outside of Eastport - mostly in Calais. Given such shopping habits, and given the marginal nature of most of the businesses on Water St. and the general image of physical neglect and disrepair, it was not difficult to conclude that a substantial investment of public funds would be needed before significant new businesses could be expected to come to Water St.

PHYSICAL ANALYSIS - STREETS & BUILDINGS

Physical analysis of the waterfront area was performed primarily by Stevens Architects. The designers conducted intensive field studies of buildings, street conditions and open spaces, and developed written and graphic analysis material. Their findings are incorporated in this subsection.

Streetscape Analysis

The streetscape survey of existing conditions was designed to provide information for future decision-making in the development of an overall streetscape improvement plan. The survey was designed to gather information about landscaping, street furniture, curbs, drainage, sidewalks, visual characteristics and conflicts, maintenance problems, other special problems and concerns. Basic findings were as follows:

1. Landscaping - There are virtually no existing landscaped areas with trees and shrubs along Water Street. Street trees would do much to soften the visual impact of buildings, asphalt paving, cars, etc. as well as provide protection from the elements.

The major open space area is the park behind the library and bank which is approximately one-half acre in size. The park also contains a band shell which is used for civic functions. However, there are no benches in the park and it apparently is not utilized to its potential. Virtually all of the trees in the downtown area are concentrated in the park.

2. Street Furniture - The downtown waterfront area has very few of the normal amenities such as places to sit, trash receptacles, bike racks, public phones and public restrooms which would make the downtown a pleasant place to be for shoppers, workers, and tourists. With the exception of three trash receptacles, there are really no other "street furniture" elements in the downtown waterfront area.

3. Sidewalks/Curbs - Sidewalks are generally concrete throughout the downtown area with numerous asphalt patches, especially on the east side of Water Street. Walks are somewhat wider on the west side of Water Street, where widths vary between 7' to 8' compared with widths of 5' to 6'-6" on the east side. Curb heights varied greatly from between 0-16 inches above the street grade. Curb heights in excess of 6 inches are often difficult to negotiate for many people. Many sections of the sidewalks along Water Street are barely serviceable due to general cracking, sagging, and patching. Walking conditions are noticeably worse on the east side of Water Street where some sections are depressed below the existing street grade. Curbs are also in poor shape, suffering from more severe cracking as well as "paving-over" in some sections.

The only crosswalks which were painted were at the Water Street intersections with Washington Street and Dana Street. Other defined crosswalk areas are needed to encourage people to cross Water Street to provide for greater usage of both sides of the street.

4. Special Problems - Compared to many Maine communities, the signage in the Eastport downtown does not appear to be out of scale and character with the existing buildings. There are few, if any, large obtrusive signs extending out from the Water Street buildings. There is actually a lack of signage on many of the commercial buildings or else they are too small and/or poorly located.

The overhead wires, cables, and large wooden utility poles detract from the visual quality of Water Street. The existing utility poles are all located along the west side of Water Street at intervals ranging from 60' to 100' and are approximately 30' in height. This high mounting height doesn't lend itself to creating a "pedestrian-scale" environment and also tends to obscure the fine details of many of the buildings. The problem is worsened by the number of random cable connections to buildings on the east side of Water Street.

Another problem exists at both on-street and off-street parking spaces adjacent to the sidewalk. No buffer zone (other than the curbs) separates cars from people, leaving the relationship between parking and walking poorly defined.

Special provisions for handicapped people, such as curb cuts to ease the travel of the wheelchair person or other less handicapped persons, are lacking in the downtown area. Any plans for rebuilding sidewalks should incorporate curb ramps at key crossing points. Steps into some buildings render access virtually impossible for the handicapped.

SUMMARY - While it is obvious that there are numerous problems with the Eastport streetscape, they are all solvable. There are many positive attributes (ocean views, historically significant buildings, renewed waterfront activity/interest, etc.) in the downtown area which can serve as a strong foundation for revitalization.

The entrance into the city is made up of a series of interesting spatial changes from the openness of the highway to the adjacent neighborhood areas to the closeness of Water Street. The building wall along Water St. is interrupted nicely by smaller streets and alleys which open to beautiful ocean views as well as views back to the neighborhood areas. The buildings between these openings, the fabric of the wall of Water Street, provide more than adequate interest in the quality and detail of the structures as well as a physical buffer between the ocean and the street.

With proper foresight, design, coordination, and attention to detail, the streetscape of Eastport's downtown area could be a very pleasant and exciting place to be.

Building Analysis

Buildings in the entire study area were viewed from the street and judged for physical condition, visual quality, and historic significance. In the waterfront district a more careful analysis of the exterior of each building was made and selected buildings were inspected on the interior. The physical condition of each building was rated as follows:

1. No repairs required - Reserved for buildings in a fine state of repair. No obvious problems.



- 1 U.S. CLOTHING & NOVELTY
- 2 ROSE'S HOT DOGS
- 3 QUODDY TIKES
- 4 BENTON OFFICE
- 5 BENTON OFFICE
- 6 BENTON OFFICE
- 7 BUCKEY FLEETON
- 8 ANTONIUS
- 9 BANCOR HYDRO
- 10 ROOMS, ETC.
- 11 J. FOSTER, ATTORNEY
- 12 COOKS SECOND HAND SHOP
- 13 MARY, REALTOR
- 14 JOHN'S POOL ROOM
- 15 JOHN'S POOL ROOM
- 16 VACANT
- 17 VACANT
- 18 ELKS LODGE NO. 7
- 19 JOHN SCOTTER, INS.
- 20 VACANT
- 21 CHRISTIE'S VARIETY STORE
- 22 VACANT
- 23 VACANT
- 24 WACO DINNER
- 25 REPAIR SHOP
- 26 SWEETZ PLANT
- 27 EASTPORT SAVINGS BANK
- 28 VACANT LOT
- 29 VACANT
- 30 FLOWER SHOP/STORAGE
- 31 LIBRARY
- 32 LIBRARY
- 33 HARDWARE BANK
- 34 HARDWARE STORE

- 35 ERKS LODGE NO. 7
- 36 CHRISTINA'S, CLOTHING
- 37 SWEET SHOP HARDWARE/STORAGE
- 38 WASHINGTON HARDWARE/STORAGE
- 39 VACANT
- 40 VACANT
- 41 COASTAL CAFE
- 42 FLAGG'S FURNITURE
- 43 HAYES & WILSON DRUGSTORE
- 44 VACANT
- 45 J.J. NEWBERRY/RETAIL
- 46 EASTPORT TELEPHONE
- 47 VACANT
- 48 AGENCY LIQUOR STORE
- 49 AGENCY LIQUOR STORE
- 50 AGENCY LIQUOR STORE
- 51 FENDERSON AGENCY INC.
- 52 A&P OFFICE/CUSTOMS HOUSE
- 53 POST STATION
- 54 MOBILE STATION
- 55 JOE'S PLACE-TAKE OUT
- 56 LIGHT MANUFACTURING/STORAGE
- 57 RESIDENCE
- 58 RESIDENCE
- 59 RESIDENCE
- 60 GARAGE
- 61 GARAGE
- 62 GARAGE
- 63 RESIDENCE

EXISTING BUILDING CONDITIONS

-  NO REPAIRS REQUIRED
-  SOME REPAIRS REQUIRED
-  MAJOR REPAIRS REQUIRED
-  UNREPAIRABLE

EASTPORT WATERFRONT MASTER PLAN

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2. Some repairs required - Repairs of a non-structural nature are required. In some cases extensive interior and exterior work is required; in others, only cosmetic repair.
3. Major repairs required - Repairs of a major structural nature are required. Most buildings so rated will require a significant commitment to save.
4. Un-repairable - Buildings so rated are judged to be only suited for demolition.

Visual quality is a subjective assessment based on state of maintenance, character of the building, use of materials, color and signage.

Historic and architectural interest is a subjective assessment of the buildings' historic style and artistic integrity. A building of architectural interest is not necessarily old.

1. Residential Area - The residential area behind the central business district on the waterfront is a remarkably cohesive neighborhood architecturally. There are large concentrations of early to mid-nineteenth century wood frame dwellings. Many are of significant historical and architectural interest - from early Capes through Federal, Greek Revival and Victorian styles. Most buildings rated in the category of "Some repairs required". Nearly all buildings whether historic or not blend well into the architectural fabric. In general, the visual quality of the streets tends to decline slightly as one progresses southward. No major problems were noted. There is some cosmetic fix-up paint-up work required. A few cases of poor rehabilitation techniques were noted in the use of inappropriate siding materials and a failure to preserve important details when re-siding with vinyl or aluminum.
2. Waterfront District - In contrast to the predominantly white clapboard, wood frame residential area, the Water Street business district is primarily brick. Due to a major fire in the late 1880's, nearly the entire street was rebuilt at a single time. This has given the area a distinctive and cohesive "victorian commercial" character. There are many fine buildings. Unfortunately, many of the buildings on the east side of Water Street have fallen into a nearly irreversible state of disrepair. These buildings are an important part of the streetscape and their loss will have a detrimental effect on the architectural quality of Water Street.

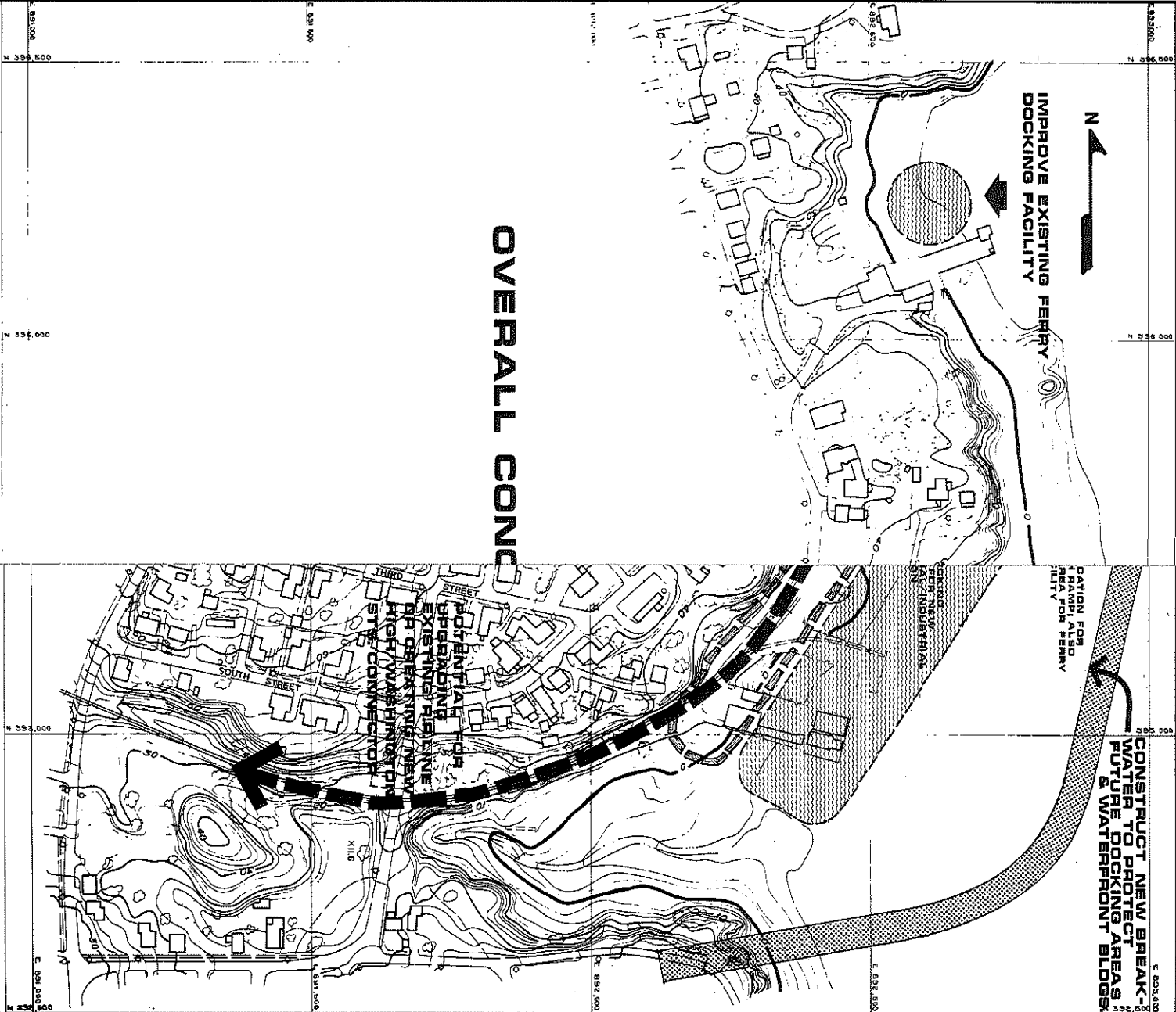
With the exception of these buildings, most fall into the category of "Some repairs required". In many cases this does involve a significant amount of work to give the buildings new life. In some cases the original architectural integrity of the buildings has not been destroyed and a modest investment could restore most facades to first-class condition.

A particular common problem that was noted is the use of wood to support large expanses of masonry, either as lintels over storefronts or as a major structural interface between brick bearing walls and granite foundation piers on waterfront buildings. Rot in these members is causing structural wall failure in several instances.

In summary, most buildings in the study area were found to be in sound shape and of extraordinary architectural and historic quality. They are an excellent resource upon which to build a revitalized Eastport.

Other analysis factors are discussed in the next subsection, in relation to specific Master Plan recommendations.

CONTROLLED AND CONTROLLED BY JAMES W SEWELL COMPANY, OLD TOWN, MAINE
PHOTOGRAPHIC METHODS
FROM AERIAL PHOTOGRAPHS DATED 7-13-78



EASTPORT WATERFRONT MASTER PLAN

JOB NO. 20788
1"=100'
10-78

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THE EASTPORT WATERFRONT MASTER PLAN

The Waterfront Master Plan is made up of an integrated set of design drawings, redevelopment recommendations, cost estimates and action directives. This subsection of the report contains important Master Plan details.

Goals & Objectives

The Waterfront Master Plan for Eastport establishes the overall framework within which existing downtown activities as well as future development and physical improvements should take place. In meeting the objectives for rejuvenating Eastport's waterfront and downtown business district, the plan attempts to graphically convey the generalized pattern of land uses, the linkages which should exist between them, and the vehicular and pedestrian circulation patterns which are essential in developing a strong, cohesive waterfront area.

Basically, the Master Plan provides for reinforcement of a strong and contained central waterfront/commercial core area by following these overall goals and objectives:

1. Protect the waterfront from further physical deterioration.
2. Provide additional parking which is both adequate and convenient for downtown needs.
3. Provide easy boat access to the downtown business district.
4. Upgrade Water Street streetscape environment to be safe, comfortable, and attractive.
5. Create new open space and pedestrian amenities along the waterfront and Water Street.
6. Alleviate traffic congestion along Water Street.
7. Retain and encourage mixed use of a working waterfront area.
8. Create new development/redevelopment opportunities.
9. Preserve and restore the architectural and historic integrity of Water Street buildings.
10. Preserve and upgrade the character of adjacent residential neighborhood.

Planning and Design Methodology

The Waterfront Master Plan was developed over a one-year working period. The primary work methods were:

1. Field surveys and research work by the planning and design consultants.
2. Technical drawings, related narratives and cost estimates.
3. Technical worksessions involving members of the consultant team.
4. Approximately 20 worksessions with the Eastport Planning Board. All worksessions were open to any interested people, and some worksessions were quite well attended.
5. Several public informational meetings and public hearings.
6. Informal talks with City officials and downtown merchants.
7. Meetings with federal agency officials.

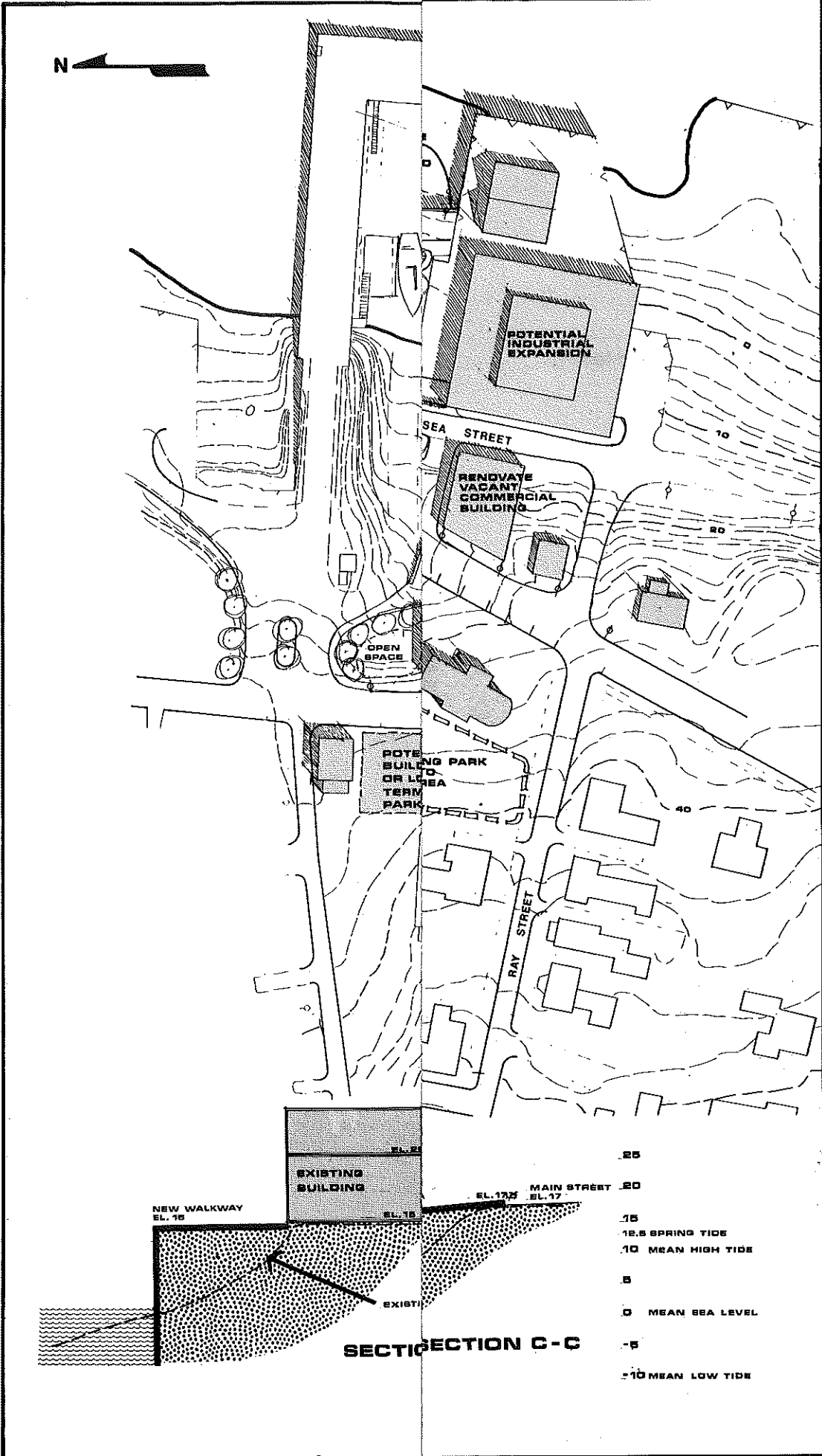
As is usually the case, the design details for the Master Plan went through numerous changes and revisions before a satisfactory overall physical plan was resolved. It must also be understood that this "final" design plan is still relatively conceptual in nature. Many details will inevitably change as the redevelopment process proceeds through detailed design, construction documents and construction of various public and private facilities.

Key Recommendations

A number of improvement recommendations have been developed and integrated together to form the Waterfront Master Plan. This series of recommendations for physical improvements, when implemented, will serve to improve and strengthen the waterfront area and, therefore, make it a more economically productive as well as a more attractive and pleasant environment.

These improvements are described below in the following topic areas:

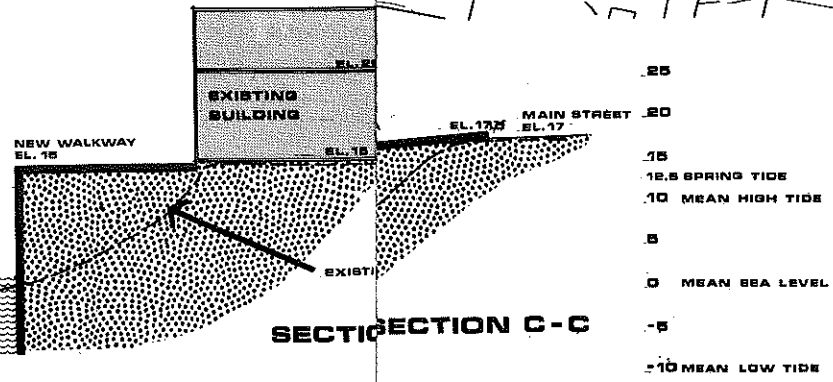
- A. Waterfront Improvements
- B. Pedestrian/Open Space Amenities
- C. Parking Improvements
- D. Traffic Circulation
- E. Development/Redevelopment Opportunities
- F. Architectural/Historic Resources



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EASTPORT WATERFRONT MASTER PLAN

JOB NO. 20725
 1"=50' 10.75



SECTION C-C

4/11/76

Under each of these topic areas are a number of specific actions to be taken. In many cases, these actions complement each other and require mutual implementation in order to be successful. The total plan embraces all of the improvement recommendations, which will work together to bring success to Eastport's waterfront area.

A. Waterfront Improvements

Existing Conditions. Less than 100 years ago, Eastport's waterfront was lined with docks, wharves, and other marine-related structures. However, due to the waterfront's exposure to northeast winter storms and physical deterioration resulting from a declining economy, many of these structures no longer remain.

Over the past 20 years, numerous severe winter storms have destroyed many of the wharves and piers that once lined the waterfront. The waterfront shoreline is eroding rapidly, and existing buildings as well as Water Street are now directly threatened. This problem is particularly severe along the 1,000 feet of shoreline from the municipal bulkhead to the Mearl Corp. building. Storm waves now breach the shoreline directly, resulting in an accelerated rate of erosion. If this problem is not alleviated within the next few years, it would appear that most of the remaining waterfront uses will be destroyed.

Recommendations. In response to these conditions, it is recommended that a combination concrete retaining wall/sheet pile bulkhead be constructed to protect the 1,000 linear feet of shoreline presently being destroyed.

A number of other types of construction techniques were explored, including a granite wall, rip rap banking, and gabions. However, the proposed approach appeared to be the most feasible with respect to long-term durability, costs, and hydrologic constraints.

Sheet piling would be utilized to create a new extended land area along the waterfront from Christal's Variety Store to the Mearl Corp. building. The sheet piling and related backfill will create approximately one acre of new usable land for future development, parking, and open space amenities.

The concrete retaining wall is proposed to be constructed from the new sheet pile bulkhead to the municipal bulkhead entrance road. However, the wall would not extend outward from the rear of the existing buildings as far as the sheet piling nor would it be as high (10 ft + above existing ground as opposed to 25 ft + for the sheet piling).

It is recommended that the land area behind the retaining wall be developed as a pedestrian walkway along the waterfront which would also link to the new development parcel created by the sheet pile bulkhead. This would permit the lower levels of the Water Street buildings to have entries onto this walkway if they were redeveloped for additional commercial uses.

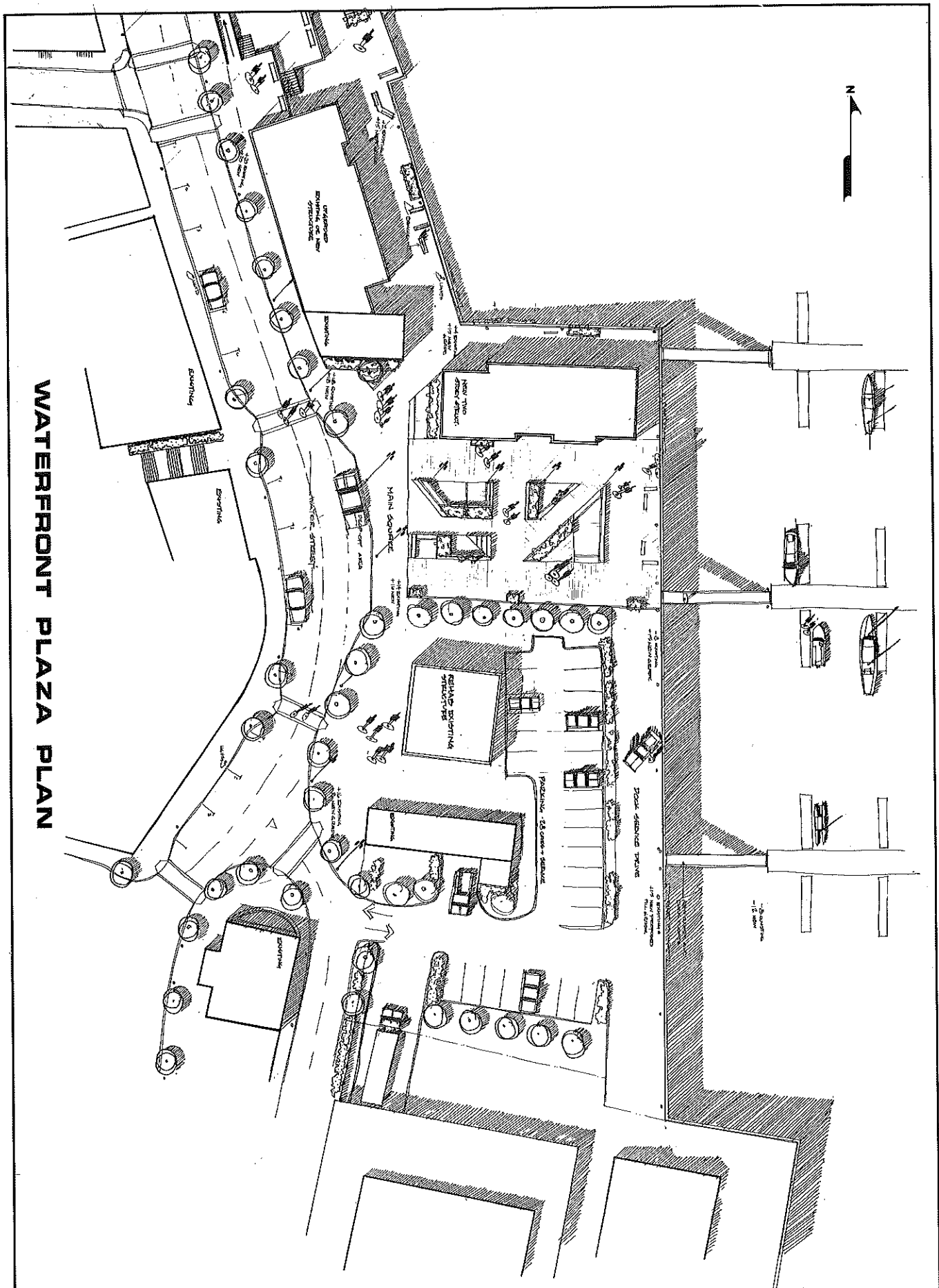
The orientation of the waterfront to winter storms which come from the northeast was an important consideration in developing an approach for protecting Eastport's waterfront. A number of methods were explored, including placement of panels or dense plantings along the waterfront and a covered arcade either along Water Street or the waterfront. These options were not pursued due to their overall cost, a desire not to "wall off" the waterfront, and the probability that the waterfront walkway would only be intensively used during the summer months. However, it is recommended that any new buildings constructed be orientated as shown on the plan to buffer the impact of winter winds and that placement of plant materials also respect this need.

A new docking facility to accommodate approximately 42 boats is proposed for construction along the ocean side of the new sheet pile bulkhead. This facility would be for commercial, recreational, and transient boater use and, because it would be comprised of a series of ramps and floats, would offer easier access to the immediate waterfront area than the municipal bulkhead. Marine-related businesses would be encouraged to develop along the waterfront to serve the new docking facility. It should be noted that the potential feasibility of this proposal is based on the assumption that a new breakwater or other off-shore protective structure will be built in the future to provide shelter for a new docking facility.

B. Pedestrian/Open Space Amenities

Existing conditions have already been discussed.

A number of key open space activity areas are proposed for the waterfront area. The most significant is the new waterfront plaza to be located on land created by the sheet pile bulkhead. It is envisioned that this area will become a focal point for downtown activities such as displays, outdoor concerts, and community sales. It will serve to complement anticipated new development and redevelopment activities adjacent to it.



WATERFRONT PLAZA PLAN

1/2" = 1'-0" 2/71

JOB NO. 20720

EASTPORT WATERFRONT MASTER PLAN

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This new plaza will also serve as a logical endpoint for the new waterfront walkway. It is recommended that this plaza be a wooden platform with integrated seating, plantings, lighting, display areas, and information boards. This is in keeping with the wooden docks and piers that once lined the waterfront and would offer a contrast to the surrounding brick buildings and concrete sidewalks.

A new park is also recommended for construction at the intersection of Boynton and Water Street between the two new proposed commercial structures. The park would serve as an additional pedestrian link between Water Street and the waterfront walkway. Because of the approximate 10 foot change in elevation between Water Street and the waterfront walkway, the park would be comprised of a series of terraces and ramps to make this grade transition. Special plantings, seating, and lighting fixtures would be utilized to further enhance the park.

It is further proposed that a pedestrian walkway be constructed along the waterfront from the new plaza to the municipal bulkhead entrance. The walkway would extend outward from the rear of the Water Street buildings to the edge of the concrete retaining wall for about 15 to 20 feet. A number of extended sections of the wall would be constructed to allow for seating areas and the existing dock would be retained if required. Access to the walkway area would be by ramps and stairs at each end as well as by various walkways between the Water Street buildings. Because the waterfront walkway will probably not be used during the winter months, it is recommended that only 8 to 10 foot wide paved walkway be provided adjacent to the buildings, with the remaining area surfaced with stone dust or crushed stone.

The Quoddy Tides Foundation will also be constructing a new park on land which they own to the south of their building. This will provide an additional pedestrian link from the waterfront walkway to Water Street. This new park as well as the existing Quoddy Tides park on the north side of the building will provide a convenient terminal point for the waterfront walkway.

The existing municipal park behind the library is in need of some upgrading. Benches, lighting, and a system of walkways to link it to Water Street and the waterfront would do much to add to its attractiveness as well as make it a more secure environment.

A number of major streetscape/pedestrian improvements are proposed for Water Street, primarily in the area between Ray Street and the municipal bulkhead entrance. This includes the following general elements shown on the illustrative master plan and perspective sketches:

1. Sidewalks - All sidewalk areas along Water Street and Furniture Alley have been proposed for reconstruction. Along Water Street, the western side will incorporate a series of "nodes" or sidewalk areas which extend beyond the normal sidewalk. These nodes will provide for better defined pedestrian crossing points and for greater sidewalk depth at key locations. Along Water Street, sidewalks are proposed for reconstruction in order to provide for a consistency of depth and quality along storefronts. Generally, sidewalk widths will be from 7 to 9 feet, which is compatible with the needs of snow removal equipment. Width variations are shown, since sidewalks can only be widened to the extent that two vehicular travel lanes and one lane of parallel parking can be maintained on Water Street.

Sidewalk texturing along Water Street as well as Furniture Alley will be primarily concrete, with brick or asphalt pavers used in special areas for accent. Existing granite curbing will be removed and reset wherever possible and existing historic sidewalk markers will be inlaid in new sidewalks. Ramps are also recommended at all crossing points to allow for barrier-free access to sidewalks.

2. Landscaping - All plans show an extensive use of plantings throughout the downtown waterfront area. The addition of trees, planters and bushes will soften the downtown appearance and provide an element of streetscape design which ties building lines together.

Landscaping is important to the downtown revitalization effort as a visual expression of public attempts at providing an attractive downtown environment. In addition, properly designed landscaping also serves a functional use in that it greatly reduces noise and provides a buffer against the impact of winter winds.

3. Street Furniture - To provide a comfortable and convenient atmosphere which encourages pedestrians to spend more time downtown, benches and seating areas are proposed at key locations throughout the study area. The city's link with the sea can best be expressed with use of streetscape elements which have a nautical flavor. Directional signs with kiosks have been proposed to provide visitors with a sense of direction and building location. Two kiosks are proposed, one at the new waterfront plaza and one within Furniture Alley. Also planned within the kiosks are public telephones.
4. Utility Lines - Proposed visual streetscape improvements include the placement of all overhead utility lines underground. Overhead wires, while not affecting safety, are visually distracting. The jumble of overhead lines, including cable TV and electrical wires, has a noticeable negative impact on Water Street.

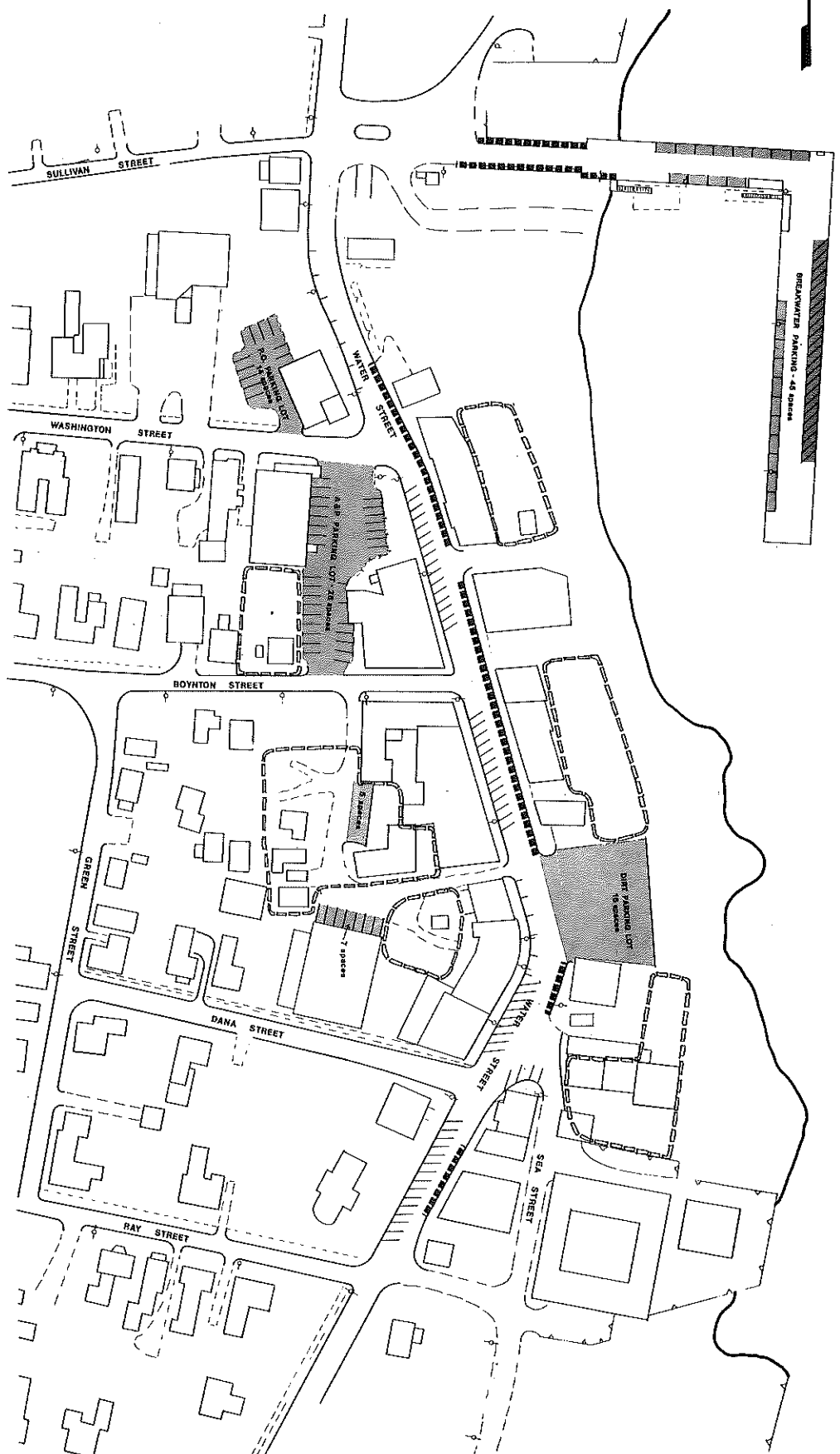
During the streetscape design phase, it is recommended that discussions with the responsible utilities be initiated to develop a phased program of utility line burial.

5. Lighting - Streetscape lighting plays several important revitalization roles, relating both to vehicles and pedestrians. The lighting shown in the various perspectives of the downtown indicates a pedestrian-oriented light standard which would be approximately 14 feet high. During the detailed design element for the waterfront implementation program, the city should pay particular attention to the lighting standard selected to express its downtown theme. There are a number of options to choose from which will express a style desired by the downtown merchants as well as the historic nautical character of the waterfront. For vehicles alone, high light standards with high intensity lamps are generally selected. For a pedestrian-oriented streetscape, shorter poles and less intense illumination are commonly selected. The city should be careful to select lighting that is both vehicle and pedestrian oriented without interfering with either and which is also constructed of vandal-resistant materials.



EXISTING PARKING CONDITIONS

-  OFF STREET PARKING 115 SPACES
-  ON STREET PARKING 63 SPACES
-  NO PARKING ZONE
-  POTENTIAL PARKING AREA 178 TOTAL SPACES



PLAN NO. 20730
 SCALE 1"=50'
 10-78

EASTPORT WATERFRONT MASTER PLAN

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6. Pedestrian-Vehicular Separators - The texture of paved surfaces should help visually to distinguish vehicle areas from pedestrian areas. As part of the waterfront master plan, these areas should also be physically separated to the extent possible.

Granite bollards have been designed into the streetscape element to provide physical separation for activity centers and sidewalks. When they are properly located, bollards create a sense of security for pedestrians and serve to strengthen the appearance of downtown as an urban center.

Improvements recommended in the master plan are primarily for Water Street and its connecting roads or pedestrian ways. The streetscape recommendations will serve to tie roadways to storefronts with attractive, comfortable and functional pedestrian-oriented areas.

C. Parking Improvements

Existing Conditions. The availability of convenient off-street parking is crucial to the success of downtown revitalization. An inventory of existing parking spaces in the downtown area indicated that there were 178 total spaces, of which 63 are on-street and 115 are off-street spaces. The majority (65%) of these spaces are located to the west of Water Street. The most heavily used spaces appear to be the on-street spaces along Water Street.

An attempt was made to relate the total square footage of presently occupied downtown buildings to the estimated required number of parking spaces, based on national standards for number of spaces required per 100 square feet of gross floor area. This analysis showed that 297 spaces would ideally be required, which indicates an estimated need of 119 additional spaces.

A significant problem is created by the existence of diagonal parking along the west side of Water Street in conjunction with two-way traffic flow. This adds to the congestion of Water Street during busy periods and creates a potential hazard in terms of traffic and pedestrian safety.

Another problem which further complicates development of additional parking behind the buildings on the west side of Water Street is the 12 to 15 foot change in grade.

Recommendations. The first priority should be to replace the current diagonal parking along Water Street with parallel parking spaces. Implementation of this recommendation will result in the elimination of approximately 33 on-street spaces, which will have to be made up elsewhere. Thirty on-street spaces will be retained on the west side of Water Street.

A number of new off-street parking lots are proposed for construction. Twenty five new spaces are to be located on the waterfront development parcel to serve the waterfront area as well as the new and renovated commercial buildings which will flank the plaza.

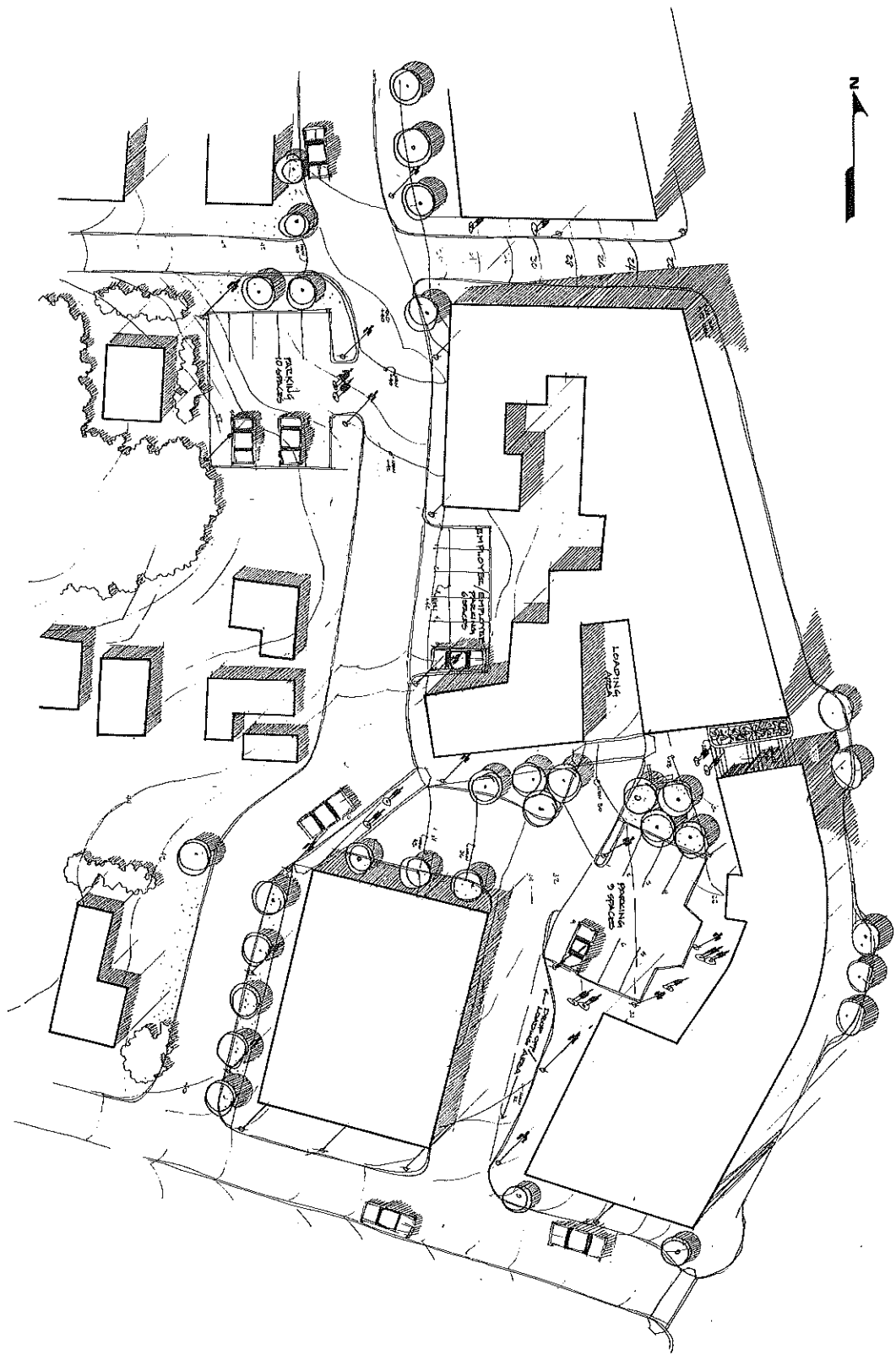
Three smaller lots containing a total of 25 spaces are proposed to be constructed at the head of Furniture Alley between Boynton and Dana Street. These spaces will serve customers, employers and employees, and tenants. Usage of these lots by employees/employers is seen as being particularly critical in freeing up Water Street spaces for customers. A system of driveways is proposed to link these lots together across the grade to the A & P lot entrance and Dana Street in order to provide more convenient access.

A long-term parking lot for approximately 18 vehicles is proposed for the lot between the post office and Sullivan Street which is presently occupied by a dilapidated structure. It is envisioned that this lot would serve persons with trailers/campers as well as provide additional parking space for employers/employees.

All of these proposed new parking facilities represent a total of 68 new spaces. However, when the 33 spaces lost along Water Street are considered, the net gain is actually only 35 new spaces. This represents a deficit of 84 from what would be required under ideal conditions.

With new commercial growth in the downtown even more parking will eventually be required. In fact, if the existing 60,000 + square feet of vacant commercial space was ever utilized to its fullest potential, an additional 100 to 200 spaces might be needed. However, it appears that provision of additional parking in the immediate downtown will be difficult due to the linear orientation of the business district as well as the confining physical elements of the sea to the east and the abrupt grade change to the west. Without the removal of existing buildings for additional parking facilities, it would appear that future parking facilities may have to be located on the periphery of the central business district core area.

PARKING & PEDESTRIAN WAYS



1"=50'-0" 3/19

JOB NO. 20733

EASTPORT WATERFRONT MASTER PLAN

TOWNSCAPE ASSOCIATES
 EDWARD C. JORDAN CO., INC.
 STEVENS ARCHITECTS



D. Traffic Circulation

Existing Conditions. The present diagonal parking arrangement along Water Street appears to be the major traffic congestion problem. The on-street diagonal parking tends to reduce street capacity, is a safety hazard, and should be eliminated in favor of parallel parking. This would allow the present two-way traffic system to remain, with adequate width for two full travel lanes plus a parking lane.

At the present time, Washington Street is the only major entrance and exit route to the downtown waterfront area. This forces virtually all downtown traffic to travel back and forth along Water Street and is an additional factor contributing to congestion during peak periods.

Many of the intersecting streets to the west of Water Street have excessively steep grades which are particularly difficult to negotiate during the winter months. This consideration plus the fact that they primarily serve residential neighborhoods are complicating factors in utilizing these streets for alternative circulation routes to the waterfront area.

Recommendations. The first and most important proposed traffic improvement is the elimination of on-street diagonal parking along the west side of Water Street from Washington Street to Key Street and replacing it with parallel parking. This should be accomplished with relative ease after assuring that the net loss of on-street parking has been mitigated by the provision of new, convenient off-street parking. The possibility of having parallel parking on both sides of Water Street was explored, however, the present curb-to-curb widths are not adequate to accommodate this plus two full travel lanes. Since the sidewalks are presently quite narrow, the possibility of narrowing them further to gain additional width would not appear to be feasible.

It is further recommended that the possibility of creating an additional connector to the waterfront area be investigated. This would allow for the development of a loop system with Water St. and Washington street and should help to improve traffic flow. Such a connector might utilize the existing railroad bed or possibly existing streets such as Shackford or South Streets. However, caution should be exercised not to adversely impact on the residential character of these streets if such an option were pursued.

In order to improve traffic flow and loading conditions in Furniture Alley, it is recommended that the alley be closed off to vehicular traffic from Water Street and that it be developed as a landscaped pedestrian walkway to provide direct access from Water Street to the three new parking lots. A new circular driveway around the Jacobsen building would be constructed to allow delivery trucks to come down Dana Street and back into the furniture store loading dock without having to negotiate Furniture Alley or the lower part of Dana Street.

It is also proposed that the four existing parking spaces in front of the Bangor Savings Bank building be eliminated and that they be relocated to the new parking area on the lot behind the building. This will allow for narrowing of the "throat" of the Sea Street intersection with Water Street. The result of this will be better definition of the intersection area and creation of widened sidewalk areas at the intersection crossing points with space for benches and landscaping.

E. Architectural/Historic Resources

Analysis findings have already been discussed.

To build on the existing base of buildings along Water Street, it is recommended that a detailed structural analysis be undertaken of those buildings earmarked for preservation and rehabilitation. This would provide a firm basis for determining whether such efforts were actually feasible and should be pursued further.

Also recommended are a number of activities which would concentrate on the restoration of storefronts, replacement of inappropriate signs and/or materials and improvement of the general level of maintenance throughout the downtown. Perspective sketches of the Water Street area, as presented with the master plans, indicate basic changes to facades, signage, windows and general appearance of the storefronts. Basically these efforts would involve cleaning up storefront areas and coordinating signs to give them a more consistent scale and pedestrian orientation. With the changes proposed in the master plan, less emphasis will be placed on motorists and more emphasis on pedestrian needs.

Since many of the downtown structures appear to have historical significance, the city should consider designating buildings along Water Street downtown as part of a National Register historic district and requesting such designation through the Maine State Historic Preservation Commission. This action could give building owners yet another implementation tool for restoration and revitalization. The local historical society should research the history of the proposed area and buildings and work closely with the staff of the Maine State Historic Preservation Commission, the City, and involved property owners to establish a Water Street National Register Historic District.

The establishment of such a district would enable owners of historic properties within the district to be eligible for federal renovation funds and tax benefits under the Tax Reform Act of 1976. Under this Act, criteria are established through which federal income tax benefits would accrue to those property owners who undertake certified rehabilitation of historic properties. Available benefits include accelerated depreciation of improvements and building value and rapid amortization. This could significantly increase the incentive and return on building improvement investment. The Act requires that such improvements be completed by July 1, 1981.

The establishment of a local historic district ordinance should also be considered for the Water Street National Register District proposed above. This would provide local historic recognition and also provide design review of major renovations and new construction to ensure compatibility of design with the architectural integrity of the downtown waterfront area.

It is also recommended that establishment of a facade easement program be considered whereby property owners would be provided with financial assistance to improve their structures in return for a protective easement on the facade which would ensure its preservation.

Public awareness of the architectural and historical character of downtown Eastport should be encouraged and promoted. This might be undertaken as part of the current promotional activities being sponsored by the downtown merchants group. Additional projects could be promoted in schools, social and civic organizations throughout the community.

The adaptive reuse of old and vacant structures with new and economically viable uses should be encouraged wherever possible in the downtown. It is important for the structures in the downtown area to be vibrant and alive with compatible uses not only to preserve the structure but also to economically strengthen the downtown. Downtown Eastport is virtually intact with many significant structures that need imaginative but sensitive renovation; this is one of the major goals of the Master Plan.

F. Development/Redevelopment Opportunities

Existing Conditions. Land use within the downtown waterfront area is predominantly commercial, with approximately 65 percent of the existing uses being commercial, 25 percent public, and 10 percent residential. There are presently 43 active downtown businesses which employ a total of 104 full-time and 92 seasonal workers.

The downtown waterfront area is the traditional and historic commercial center of the city. Even today, it contains about 80 percent of the retail and service businesses in Eastport. However, the waterfront district has the same severe economic problems as does the City as a whole. As a result of these problems, many businesses are stagnant, and local bankers estimate that at least 80 percent of the wages earned in the city are spent elsewhere.

Due in large part to these conditions, there is a substantial amount of vacant commercial space along Water Street. Surveys which were under-taken indicated that approximately 65,000 square feet of floor space is currently being utilized for commercial, service, and institutional uses. However, there is presently approximately 50,000 square feet of vacant floor space, 30 percent of which is ground floor space. Virtually all of the upper story floor space along Water Street is presently vacant. This analysis also showed that the west side of Water Street has approximately twice as much available floor space (both vacant and used space) as does the east side.

Recommendations. Three new or renovated commercial structures are proposed for the east side of Water Street. Existing buildings which will be required to be removed are ones which had serious structural deficiencies and whose appearance detracted from the character of downtown.

One of the new structures would be constructed on the waterfront development parcel and would be oriented to the northeast to provide a buffer against winter winds and to frame that edge of the waterfront plaza. It is envisioned that this building might contain a new restaurant and pub as well as marine-related businesses to serve the new docking facility located along the ocean side of the development parcel. Public restroom facilities would be incorporated within this building. The Speck building on the opposite side of the waterfront plaza is proposed for future renovation. This building would also accommodate marine-related uses such as repair and equipment operations as well as facilities for gas, water, and ice needed by boaters.

It should be noted that future development of the Eastport waterfront will encourage its rejuvenation as the working waterfront area it historically was as well as development as an area with open space and an attractive environment for residents and tourists to enjoy.

Another new commercial building is proposed for the present site occupied by the theatre building. This building might accommodate the needs for additional grocery, hardware, clothing, and shoe businesses which have been expressed by local residents. A small theatre might also be incorporated within the building to provide space for movies and performing arts within the downtown area. The need for uses such as a theatre as well as a new restaurant are particularly important in attempting to generate some evening activity within the downtown waterfront area. Offices and/or apartments might be located on the second floor.

The other commercial building is proposed for the site next to Christal's Variety Store and would either be an entirely new structure or the existing wood frame structure would be renovated. It is proposed that many of the same types of uses be accommodated within this building as are proposed for the adjacent new building.

Additional renovation work is recommended for the vacant Schatz building before any further deterioration occurs. This building is a key link in the block extending between Boynton Street and Furniture Alley.

In general, new uses for these redevelopment sites should reflect market deficiencies. New commercial uses can be expected. However, the city should encourage land uses that complement the existing commercial nature of downtown Eastport, but do not conflict with existing uses. Activities which serve to attract people to the downtown to expand the day and night use of businesses should also be encouraged.

The future use of second floor space in existing buildings as well as proposed new structures is particularly critical to the success of downtown revitalization efforts. Eastport has a significant need for additional housing. A recent housing survey indicated an immediate need for 100 additional housing units in Eastport. One of the most appropriate locations to accommodate this housing is in the upper stories of downtown structures. Many of these are obsolete and vacant but could be imaginatively converted to new rental housing. Required community services for residents would be readily accessible and new residents would contribute vitality and economic strength to the downtown.

Cost Estimates

An important "nuts and bolts" aspect of the design program was the development of preliminary cost estimates for the major proposed physical improvements. Once the overall concept plan had been resolved, Stevens Architects developed a list of materials, quantities, unit costs and preliminary cost estimates. This material is summarized below. Note that we have not included unit costs here, since such figures are subject to a variety of interpretations, assumptions and revisions. For those interested, the unit costs used for the study are on file as part of the project record. Cost estimates provided below are thus by major categories rather than by individual items.

A. Retaining Walls

350 L.F. sheet pile bulkhead	
710 C.Y. concrete retaining wall	
11,000 C.Y. fill for both walls	
	<u>\$500,000</u>

B. Water Street Repaving

Preparation of 1300 LF of roadway	
570 tons hot bituminous pavement	
Drainage and manholes, striping	
	<u>\$ 35,000</u>

C. Water Street Streetscape

1300 LF new curbs
1300 LF reset old curbs
3000 SY concrete sidewalk
50 street trees & grates
20 benches
40 street lights
50 granite bollards
14 trash receptacles
70 LF granite planters

\$200,000

D. Parking Lots

1. Water front Lot

1725 CY gravel sub-base
143 CY crushed stone base
285 tons hot bit. pavement
750 LF curbing
600 LF striping
8 trees
30 shrubs
8 Light posts

\$ 35,000

2. Furniture Alley Lot

180 CY excavation
120 CY gravel sub-base
30 CY crushed stone base
60 tons hot bit. pavement
240 LF curbing
120 LF striping
3 trees & grates
4 light posts

\$ 10,000

3. Employee Lot

111 CY excavation
55 CY gravel sub-base
14 CY crushed stone base
28 tons hot bit. pavement
100 LF curbing
120 LF striping
4 trees
3 light posts

\$ 6,000

Total est. cost for parking lots:
\$ 51,000

E. Furniture Alley - Walkways & Roadways

670 LF curbs
1100 SY concrete sidewalks
10 street trees
8 benches
4 trash receptacles
250 LF granite steps
970 CY excavation
645 CY gravel sub-base
165 CY crushed stone base
325 tons hot bit. pavement
650 LF curbs
9 light posts

\$ 80,000

F. Waterfront Park (Plaza)

7500 SF wood platform
18 Low-level lights
80 shrubs
4 benches
4 trash receptacles
2 wood planters
1 kiosk

\$ 60,000

G. Waterfront Walkway

1000 SY concrete sidewalk
1100 LF railing along seawall
15 Low-level lights
24 granite bollards
24 benches
10 trash receptacles
300 LF granite steps
10 trees
1 kiosk

\$120,000

H. Docks & Piers

7500 SF area - also, floats,
ramps, poles

\$120,000

Cost estimate summary is thus:

A. Retaining Walls:	\$ 500,000
B. Water St. Repaving:	\$ 35,000
C. Water St. Streetscape:	\$ 200,000
D. Parking Lots:	\$ 51,000
E. Furniture Alley:	\$ 80,000
F. Waterfront Park:	\$ 60,000
G. Waterfront Walkway:	\$ 120,000
H. Docks & Piers:	\$ 120,000

Grand Total: \$1,166,000

Thus, total estimated cost for major recommended physical improvements is in the order of magnitude of \$1,200,000.

Several cautions must be observed in future use of these figures:

1. The designers used 1979 unit costs in deriving the cost estimates. The cost of labor and materials will certainly increase during the life of the project.
2. Detailed design and construction documents will provide much more accurate descriptions of quantities and materials. Details provided in the preceding pages should thus be seen as only a relative indication of quantities and materials.
3. The cost estimates do not include survey and design costs - for which at least 10% should be added.
4. The cost estimates do not include costs for acquisition, commercial building rehab, or program administration. For these items, add at least \$200,000 for the next 3 years.

Thus, in 1979 dollars, the proposed waterfront improvements program would cost in the neighborhood of \$1,500,000. This is a substantial sum of money - but not beyond the realm of currently available federal funding programs. Page 46 contains some details on the HUD CDBG grant and its relation to the overall program of proposed waterfront improvements.

ACTION PLAN DETAILS

This final subsection contains some further details on critical aspects of the Action Plan, including the HUD CDBG budget, job description for the program director, and Request for Proposals for engineering design of bulkheads and seawalls. Details of this kind are, in essence, part of the next series of steps that move the redevelopment process from plans to funding and initial organization.

HUD CDBG Budget

In late January, 1979, Eastport submitted a preapplication to HUD requesting \$1,150,000 for the construction of "primary public facilities" for the waterfront. In March, 1979, the City received notification from HUD that the preapplication had been approved. Approval of the final application is expected in early September.

The HUD program that will provide this first - and very significant - construction grant is the Community Development Block Grant (CDBG) Small Cities Program. Within that program, Eastport applied for a 3-year Comprehensive Grant. Only four Maine communities received such grants in 1979.

For the 1979 program year, the maximum funding level allowed by HUD for Small Cities Comprehensive Grants was \$1,200,000. By early 1979, our design work had advanced far enough for us to know that the cost for all major improvements for the waterfront, including acquisition and administration, would be in the range of \$1,500,000. Thus, in requesting HUD funds, we were obliged to review our initial plans and cost estimates to identify those improvements that were of first priority for the redevelopment effort.

As a result of this analysis, we were able to design a "first phase" improvements program that included all primary public improvements at a total estimated cost that was within the HUD budget limit. The program and budget proposed in the HUD CDBG preapplication was:

1. Bulkhead & Seawalls - Approximately 400 linear feet of steel bulkhead, 600 linear feet of concrete seawall; related fill to create 1 acre of new waterfront land: \$ 550,000
2. Acquisition, Demolition, Rehab - Acquire vacant blighted buildings and several waterfront parcels; demolish one building and rehab the other: \$ 80,000

3. <u>Parking Areas</u> - Build 3 or 4 small public parking areas to accomodate about 75 cars:	\$ <u>80,000</u>
4. <u>Street Improvements</u> - New paving, curbs, concrete sidewalks for the main section of Water St. (1,000 linear feet):	\$ <u>210,000</u>
5. <u>Open Space</u> - Small waterfront park and waterfront promenade:	\$ <u>90,000</u>
6. <u>Program Administration</u> :	\$ <u>100,000</u>
Grand Total:	\$ <u>1,150,000</u>

A comparison of this cost break-down and the cost details presented in the preceding section will show that certain items have been consolidated, and several have been eliminated - or, in essence, "set aside" for funding through other means. Items not covered in the proposed preapplication budget are:

1. Some of the streetscape improvements.
2. Furniture Alley walkways & landscaping. (budget for roadways was included in HUD budget for parking lots)
3. Most of the improvements for the waterfront walkway.
4. Docks and Piers.

The preapplication budget thus eliminated a number of landscaping and amenity items - the rationale being that these were desirable but not essential items for a first phase effort. Also note that the preapplication budget did include funds for program administration. Survey costs and design fees were not separately estimated, but were included in the proposed budget for each major piece of construction.

For the final grant application, we were required to allocate the \$1,150,000 according to HUD-specified categories and according to a 3-year implementation schedule. Cost for each year had to match annual funding levels already approved by HUD.

The phasing break-down for the final application was:

<u>Construction Item</u>	<u>Total Budget</u>	<u>Year 1</u> <u>(10/79-9/80)</u>	<u>Year 2</u> <u>(10/80-9/81)</u>	<u>Year 3</u> <u>(10/81-9/82)</u>
Bulkhead & Seawall (incl. acqu. 2 bldgs)	\$ 590,000	210,000	380,000	-
Clearance	20,000	20,000	-	-
Relocation	10,000	10,000	-	-
Rehabilitation (incl. acqu. 1 bldg.)	50,000	50,000	-	-
Parking Facilities	80,000	-	10,000	70,000
Street Improvements	210,000	-	65,000	145,000
Pedestrian Malls & Walkways	90,000	-	10,000	80,000
General Admin.	100,000	33,000	34,000	34,000
	<hr/>	<hr/>	<hr/>	<hr/>
Amounts Approved by HUD:	\$1,150,000	323,000	498,000	329,000

Cost for survey work and fees are included in the budget for each item. The phasing basically says that year 1 activities will include all acquisition & demolition, design of bulkhead & seawall, and start of construction on same; year 2 will be devoted to completion of seawall/bulkhead, survey work and design of streets, parking lots and park areas, and start of construction on same; year 3 will be for completion.

Coordination of construction activities and related costs will be somewhat complicated due to the specific annual total approved by HUD. Good project management should, however, be able to solve any problems relating to these budget constraints.

Program Director

During the last months of the Waterfront Master Plan project, the Planning Board and planning consultant spent a considerable amount of time and energy preparing for the start of the HUD CDBG program in the fall. One of the key tasks was to find a qualified person to serve as Program Director.

The Planning Board and the consultant worked together to develop a job description, place ads in Portland and Boston papers, review resumes that were submitted and interview likely candidates. Included below is the draft job description that was developed in June of 1979:

Position: Waterfront Redevelopment Director

Salary: \$16,000 to \$20,000, depending on experience.

Supervisor: Eastport Planning Board

Duration: Three years minimum. From Fall 1979 to Fall 1982.

Job Description

The Waterfront Redevelopment Director shall be responsible for the overall coordination of all planning, design, funding, construction, administration and public information/participation activities for the Eastport Waterfront Redevelopment Program.

The Waterfront Redevelopment Director shall work closely with the Eastport Planning Board, and shall implement policy decisions made by the Board. The Director's specific duties shall include:

1. Administration of the HUD Community Development Block Grant/Small Cities Comprehensive Grant program - including financial management, annual budgets, and management procedures required by HUD.
2. Assist the Planning Board in selecting design and engineering consultants, and monitor their work.
3. Assist the Planning Board in selecting contractors for construction work, and monitor their work.
4. Coordinate acquisition and relocation activities for several commercial properties.
5. Coordinate other necessary acquisition activities and easements for construction of project elements.
6. Apply for other grants as directed by the Planning Board.
7. Develop an on-going Housing Assistance Program for Eastport.

8. Develop strategies that will encourage private investment in the downtown/waterfront area.
9. Work with City officials and departments on matters relating to community development.
10. Attend public meetings and hearings concerned with Waterfront Redevelopment and community development in Eastport.

Qualifications

Undergraduate or graduate degree in Urban Planning, Public Administration or a related field, and minimum of five years professional experience.

Proven ability in project administration and in working with citizens groups, property owners, public officials, state and federal agencies.

Professional experience and proven competence in at least two of the following areas:

1. State and Federal grant programs.
2. Private development financing.
3. State and Federal permit procedures for specific construction items.
4. Engineering and construction.

RFP for Engineering Services

The other important task that has occupied our time during the latter months of the project has been the selection of a qualified engineering firm to provide survey and design services for the proposed bulkhead and seawall. An official Request for Proposals was developed in June. Public notices advertising the design project were published in July. By the submission date of August 10, the Planning Board had received proposals from nine engineering firms. Selection of the best firm will be made by about mid-September.

We thought it would be of interest to include the RFP in this section of the Master Plan report.



Eastport, Maine 04631

REQUEST FOR PROPOSALS (RFP)

Date: July 6, 1979

Project: Eastport Waterfront Seawalls

Client: Eastport Planning Board, Eastport, Maine

Schedule: October 1, 1979 to April 1, 1980

Project Description

The Eastport Planning Board is inviting qualified engineering firms to submit written proposals for Field Investigations and Design Services for the eventual construction of approximately 1,000 linear feet of sheetpile and concrete seawalls.

The general project area is the Eastport downtown waterfront. In accordance with the Eastport Waterfront Master Plan, seawalls are to be constructed along the shoreline from the vicinity of the Quoddy Tides Building southward to the vicinity of the Mearl Corporation building. The seawalls are to be designed to protect waterfront buildings and Water Street from erosion and flooding. (See enclosed drawings.)

Funds for Field Investigations, Design Services and Construction will be provided by the U.S. Department of Housing and Urban Development, Community Development Block Grant Program (CDBG).

Scope of Work

Proposals shall include a description of and cost estimates for at least the following work elements and work items.

- A. Survey Work - to obtain topographic data, locate utilities, define boundaries of acquisition and easement parcels. Tasks shall include:
1. Obtain elevations sufficient to develop a 1 foot contour interval map for the defined project area.
 2. Establish baseline on Water Street and locate all pertinent existing features. Develop cross sections as appropriate for drives, walks and intersections.

3. Locate all existing underground utilities and obtain rim and invert elevations.
4. Do research and field surveys to define approximately 15 parcels for acquisition and easements by the City.
5. Prepare drawings on linen or mylar showing all field data.

B. Geotechnical Analysis - to provide information pertaining to and develop analysis of subsurface conditions in the area of sheetpiling and seawall construction. Tasks shall include:

1. Develop subsurface exploration program.
2. Coordinate and perform exploration program.
3. Perform laboratory testing.
4. Develop soils parameters.
5. Evaluate existing conditions and processes, including bearing capacity, lateral earth pressures, settlement, scour, erosion.
6. Develop criteria for construction materials and methods.
7. Consult with hydrologic, structural and civil engineers throughout the study process.
8. Prepare report documenting data, findings, recommendations.

C. Hydrological Analysis - to provide information pertaining to the effect of tides, tidal currents and wave pressures on the proposed seawall, and to develop criteria for construction materials and methods that will ensure maximum shoreline protection and seawall durability.

D. Design Services - Shall include engineering and architectural services required for the preparation of preliminary drawings and cost estimates; final construction drawings, specifications and cost estimates; and close supervision of construction work. Tasks shall include:

1. Preliminary design of sheetpile and concrete seawalls, including earthwork, drainage, dewatering, grading, and sheetpile & concrete design.

Also include design requirements for new structures on fill and design of new foundations for existing structures to be filled around. Preliminary quantities and costs.

2. Comprehensive review with the Owner, and revisions as required.
3. Develop final construction drawings, specifications and cost estimates.
4. Prepare and coordinate applications for permits from Maine DEP and U.S. Corps of Engineers.
5. Provide information for bidders and coordinate advertising of the project.
6. Analyze bids and make recommendation to the Owner on contract award.
7. Construction administration, including review of vendor submittals, performing of construction layout (base lines and bench marks), prepare and process change orders, periodic work progress review, approval of contractor requisitions for monthly payment.
8. Construction monitoring - the proposal shall specify method and cost for full-time project inspection by the consultant.

Proposals shall include:

1. Succinct statement of scope and methods for the Study.
2. Rough estimate of expected construction cost for seawalls and all directly related construction activities.
3. Information on personnel to be assigned to the study, with resumes. Include information on proposed sub-consultants, if any.
4. Schedule for major work elements .
5. Proposed fee structure and fees, broken down by major work elements. Provide details on any and all other expenses to be charged to the client.

6. Suggested contractual and billing terms.
7. Background material on your firm, including brief statement of work done for similar projects. Include references.

Special Notes

1. Funds for the specified design work will be provided by the Department of Housing and Urban Development (HUD). Consultants must be familiar with HUD regulations, and must conform with these regulations in the performance of their work.
2. Selection Process - The Eastport Planning Board will review written proposals and choose several finalists. The finalists will be invited to come to Eastport for interviews. One firm will then be selected to do the work.
3. Contact Person - if you wish to discuss the project, please contact: Mr. Bart Scott
66 Key Street
Eastport, Maine 04631
(207) 853-2731

Please send eight (8) copies of your proposal, no later than August 10, 1979, to:

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

Related Information

Other related documents that are in the project files and that may be of interest to readers and users of this report are:

1. Full-size Master Plan drawings & perspective drawings.
2. Full-size analysis drawings.
3. Storefront composite photographs.
4. Photo portfolio of the waterfront.
5. Design guidelines for commercial building rehab.
6. Detailed commercial space analysis.
7. Detailed cost estimates.
8. HUD Small Cities Program Preapplication.
9. HUD Small Cities Program Application.
10. HUD Program - Environmental Review Record.
11. Report: Proposed New Breakwater Pier.
12. Fish Pier Feasibility Study (in process)
13. Corps of Engineers Permit guidelines
14. Maine DEP Permit Guidelines.

Items 1 through 10 were all direct parts of or immediate outgrowths from the NEA and City-funded Waterfront Master Plan project. The project files also include many pages of memos, working papers, agendas, and meeting notes.

The waterfront Master Plan project has accomplished much. The waterfront redevelopment process has now begun.