

COMPREHENSIVE PLAN

FOR THE

TOWN OF WESTPORT

1992

SUMMARY

The Comprehensive Plan of 1991 completes a revision of the 1988 Plan and brings Westport into compliance with the goals of the state Comprehensive Planning and Land Use Act of 1988.

The plan compiles data and information on significant aspects of the Westport Island community, identifies some of the principal public issues facing the town over the next decade, and recommends policies and specific actions for dealing with them. Foremost among these issues are:

1. Accommodating continued growth and development in ways which will preserve Westport's attractiveness and rural character with minimum restrictions on the rights of the island's citizens.
2. Protecting the island's fresh water supply against pollution in the face of continued growth.
3. Providing essential public services to island residents while keeping costs to the minimum possible by regularizing advance planning for capital expenditures, by careful advance review of alternatives open to the town, and by working with surrounding towns where less costly regional solutions are reasonable.

Note: This plan was produced during 1990 and 1991. The dampening effects of the recession of those years on Maine's economy will certainly influence growth on Westport Island. As the consequences of the recession become clearer, the estimates of population growth and new housing needs on the island contained in this plan will possibly require revision downward.

Note: The areas marked out on the maps included in this Comprehensive Plan are approximate, and should not be taken to indicate exact distances and locations.

WESTPORT COMPREHENSIVE PLAN

ACKNOWLEDGEMENTS

In order to pull a document like this together, help was needed in many forms: a question answered here, a suggestion there, comments of a general or specific nature, constructive criticism, praise. To all who contributed in some way, the Comprehensive Plan Committee extends its thanks.

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Sincerely,

Benjamin F. Crehore, Chairman
 Comprehensive Plan Committee

WESTPORT COMPREHENSIVE PLAN

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STATE LAW

As a result of the extraordinary growth of land development in Maine in the early 1980's, the citizens became concerned that their quality of life was seriously threatened. The State responded in a way that would give Towns more control over their own destiny by enacting and signing into law on April 28, 1988:

THE COMPREHENSIVE PLANNING AND LAND USE REGULATION ACT 30 MRSA S 4960 TO 4960F

This Act covers 37 pages single spaced, but it can be best summarized by listing its primary goals:

1. To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl.
2. To plan for finances and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
3. To promote an economic climate which increases job opportunities and overall economic well-being.
4. To encourage and promote affordable, decent housing opportunities for all Maine citizens.
5. To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas.
6. To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas.
7. To protect the State's marine resource industry, ports and harbors, from incompatible development and to promote access to the shore for commercial fishermen and the public.
8. To safeguard the State's agricultural and forest resources from development which threatens these resources.
9. To preserve the State's historic and archeological resources.
10. To promote and protect the availability of outdoor recreation opportunities including access to surface water for all Maine citizens.

1974 GOALS

Westport's first Comprehensive Plan was adopted in 1974 and its objectives were as follows:

The Town should remain primarily residential.

The Town should enhance property values through the protection of natural resources and aesthetic beauty.

The Town should enact a building code to encourage quality construction.

The Town should plan for enforcement of land use practices to prevent crowding and pollution.

The Town should control business development to ensure that new businesses are an asset to the Town.

1988 GOALS

Since it was difficult to improve on the 1974 Goals, the 1988 Plan researched the growth pattern on Westport, analyzed its impact, and developed in more detail the recommendations for accomplishing these Goals. It began by quoting the "warning" from the conclusion of the 1974 Plan:

"The metamorphosis from quiet country Town to thickly settled suburb has occurred in so many small Towns exactly like ours, it would be nothing short of negligence if we failed to benefit from their mistakes and experience in planning for the orderly, non-destructive growth of Westport".

The 1988 Plan set about defining specific steps to take for Westport to have control over its future....so that the cherished assets this Town possesses could be preserved.

So why is the State now requiring by Law that we analyze our position in even greater depth and produce a Comprehensive Plan containing a specific schedule of implementation? Because if the character of Maine and its towns is to be preserved despite the pressures of development, growth, and expansion that are increasingly crowding in, then there is a need for each town to formulate its vision of its future that can serve as a guide to making the many public and private decisions that determine a community's future. The plan will serve as a source of basic information about existing and anticipated conditions in the town. And it will provide legal support for the town's land use programs.

HISTORY

Westport is located in the middle of the Sheepscot River just below Wiscasset and extends down river for ten miles toward the mouth of the river where it looks out to the Atlantic Ocean. It faces Edgecomb and Barbers Island on the East shore, and Wiscasset, Woolwich and Georgetown on the West shore. Route 144 starts at the south end and runs up the center of the Island to the bridge which connects Westport to the mainland. The Town is almost completely residential, with most of the houses on the shore.

Westport, once called "Jeremysquam", became a separate Town by an act of the Maine Legislature in 1828. Until then, it was a part of Edgecomb and included in Pownalborough. This entire area was part of Massachusetts until 1820.

There are early references to settlers in the 1600's, but due to Indian wars, no permanent settlements were made until about 1735. The island was claimed by the Plymouth Company, who had been granted land 15 miles each side of the Kennebec River the English Crown, and at the same time claimed by a group of Boston men who called themselves the Wiscasset Proprietors. After much litigation, the Wiscasset lands were granted to the Plymouth Company, and "Jeremysquam" to the Wiscasset Proprietors (also known as Proprietors of Long Island or the Boston Company).

Their claim went back to the purchase from the Indians by George Deere in 1639. The island was divided into thirty plots of 100 acres each, and these were sold to people who came to live on the island or who resold to settlers. There was so much difficulty with land claims that in 1815 the State of Massachusetts stepped in and each owner, some of whom had lived here for over 50 years, had to buy his property at about 7 1/2 cents per acre. There is a map in the Massachusetts Historical Society which shows these lots and, to this day, many of our present lots follow these lines.

Most of the early settlers were farmers, and each farm was an independent unit. They raised their own food, produced leather and wool from their own cattle and sheep, and cut their own wood. Some earned their living from the sea, and all early transportation was by water.

The first areas to be settled were the mill sites. There were four early mills, initially used for grinding meal they later became saw mills, employing many people. All were run by the power of the tides.

The fishing business was very important just prior to the Civil War. There were large wharves from which the vessels went

out to the Grand Banks for cod and other food fish. Each member of the crew along with the owners claimed a share of the catch, and the profits were divided. There was some boat building, but no large vessels were built on Westport. However, many Westporters served on ships sailing out of Bath and Wiscasset, including some famous sea captains in the China and other trades.

In the 1880's the steamboat business was established and Westport had two ports of call - upper and lower landing - or the "Junction", so called because passengers transferred there to smaller boats. This business was abandoned around the 1920's with the coming of the automobile and better roads. After the bridge between Westport and Woolwich (near Montsweag Bay) was taken out by ice, the ferry, once privately owned and later taken over by the Town, was the only connection with the mainland until 1950 when the causeway bridge was built.

In the early 1900's the ice business flourished in Maine. The Knickerbocker Ice Company had a pond at the north end, and the Jewett family built a stone dam at Jewett's Cove and erected several buildings and wharves for the ice trade.

The island once grew large trees, most of which have long since been cut down and turned into timber products by the tide mills, and later by portable mills run by gasoline engines. It was at the end of one of these timber operations in 1918 that the big fire destroyed over twenty buildings.

There have been several grocery stores, boarding houses, and once even a stone quarry was planned; but we now have only a seasonally open Country Inn, a woodworking business, craftshop (wools, baskets), and several other businesses as listed on the inventory page. Fishing and lobstering is done only by a few, and though there are farms raising animals and/or vegetables, they do not depend on farming for their total livelihood.

The causeway was replaced by a bridge funded by Maine Yankee in 1975.

POPULATION

Westport's Population Growth

As the century opened in 1900, Westport's population was 330, but a decline was underway that persisted for about 30 years, leaving only 108 residents on the island by 1930. With that figure, the population had bottomed out, and it then remained at the level of about 125 persons through the Great Depression of the thirties, through World War II, and on into the post-war years.

Finally in 1960, Westport's population started to increase once again, beginning what turned out to be a steady climb, reaching 655 in 1990, according to the preliminary census figures. This represents a population increase of 392% from the start of the period of growth in 1960. Lincoln County's population also climbed steadily during this period, but at a more moderate pace, registering an increase of 64% for the same thirty years.

Table 1

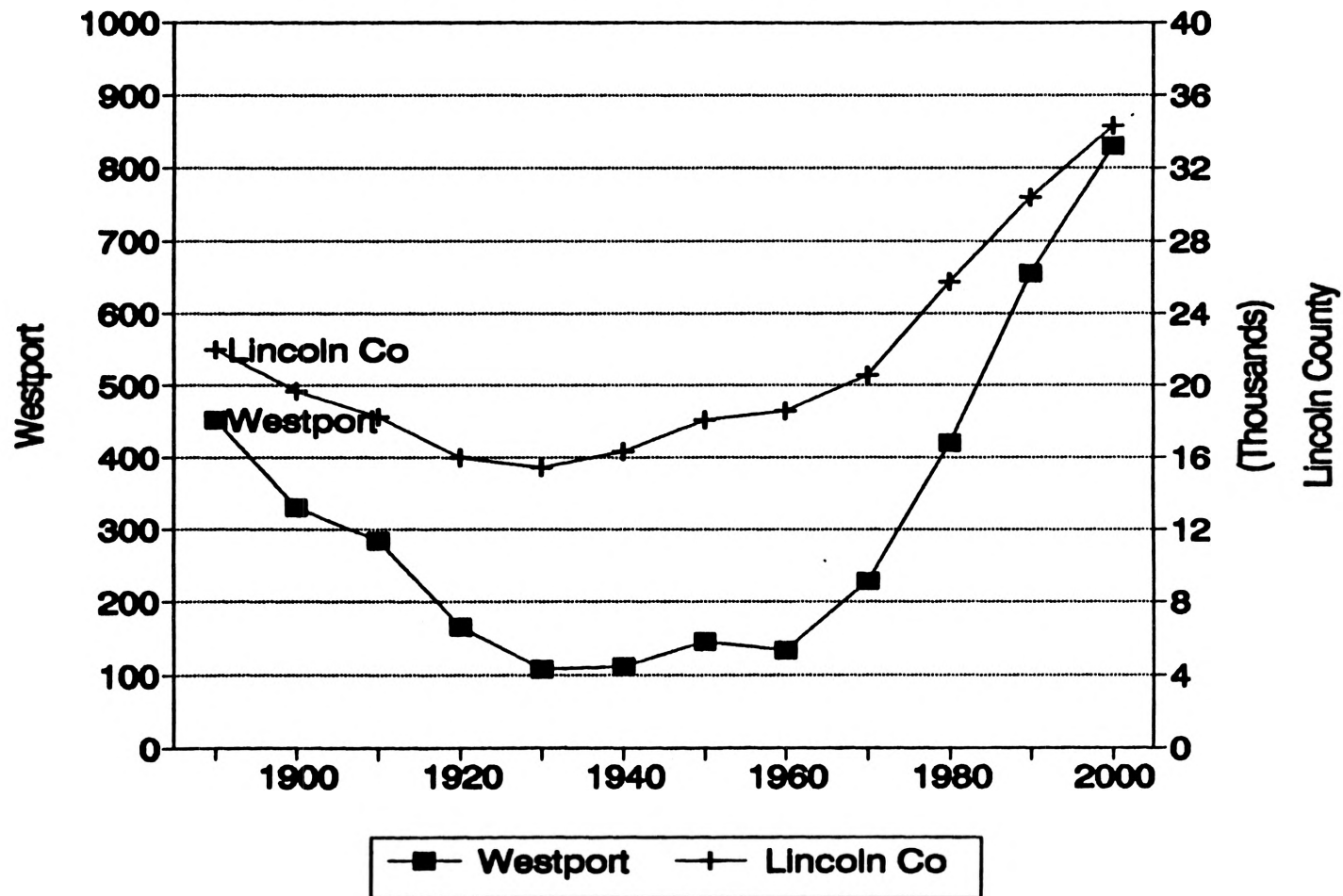
**WESTPORT ISLAND POPULATION GROWTH
WITH COMPARISON FIGURES FOR LINCOLN COUNTY
1890 THROUGH 1990, PROJECTED FOR THE YEAR 2000**

| | <u>1890</u> | <u>1900</u> | <u>1910</u> | <u>1920</u> | <u>1930</u> | <u>1940</u> |
|--------------------|---------------|---------------|---------------|---------------|---------------|---------------|
| Westport | 451 | 330 | 284 | 165 | 108 | 111 |
| Lincoln Co. | 21,996 | 19,669 | 18,216 | 15,976 | 15,398 | 16,294 |
| | <u>1950</u> | <u>1960</u> | <u>1970</u> | <u>1980</u> | <u>1990</u> | <u>2000</u> |
| Westport | 146 | 133 | 228 | 420 | 655 | 829 |
| Lincoln Co. | 18,004 | 18,497 | 20,537 | 25,691 | 30,357 | 34,310 |

Sources: 1890-1980: Maine Tomorrow Draft; 1990: Preliminary U.S. Census; 2000: projection, see below.

Westport Population Growth

with Comparison Figures for Lincoln Co



Population Projections

The rate of population increase for Westport from the start of the period of rapid growth in 1960 up to 1990 has averaged 17.4 persons per year. If it is assumed that growth will continue at about this same rate over the next decade, then the island's population would be expected to reach 829 by the year 2000. The population increase in Lincoln County for this same period averaged 395.3 persons per year. Assuming the rate of increase remained the same, the projected population for Lincoln County for the year 2000 would be 34,310.

Table 2 below gives estimates and projections for the population of Westport in the years 1988 through 2011. They were prepared by the Maine Department of Human Services (DHS) in June of 1988. The method used by the DHS assumed a very small increase in the birth rate during the next decade, a very small decrease in the death rate, and, most importantly, that the net migration pattern would be the same as estimated for the period following the 1980 Census.

The population figure of 829 which we project for the year 2000 for Westport on Table 1 significantly exceeds the projection made by the DHS for this period (about 685) in Table 2 below. The discrepancy stems from the fact that the DHS projections underestimated the extent of the island's actual population growth from the start, which made their subsequent projections less and less valid. This is illustrated by the fact that the DHS estimate for 1990 was 550, well under the preliminary 1990 census figure of 655.

Table 2

MAINE DEPARTMENT OF HUMAN SERVICES
POPULATION PROJECTIONS FOR WESTPORT ISLAND

| 1988 THROUGH 2011 | | | | | | | | |
|-------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| <u>1988</u> | <u>1990</u> | <u>1992</u> | <u>1994</u> | <u>1996</u> | <u>1997</u> | <u>1999</u> | <u>2001</u> | <u>2004</u> |
| 530 | 550 | 580 | 610 | 640 | 650 | 680 | 690 | 768 |

Population Comparisons with Surrounding areas

Some idea of the magnitude of the population growth on Westport Island can be gained from Table 3 below, which gives figures for Westport, the surrounding towns, the county, and the state. Westport's population growth from 1970 to 1980 reached an astonishing 84.2%, compared with 25.1% for Lincoln County, and 13.2% for the state as a whole. During the next decade, for Westport, as for most of the surrounding area, the rate of growth dropped off. But at 56.0%, Westport's was still the highest rate of any in Lincoln County during the 80's.

Table 3

COMPARATIVE POPULATION GROWTH

WESTPORT AND SURROUNDING AREAS, 1970-1990

| | <u>1970</u> | <u>1980</u> | <u>1990</u> | <u>% Change 1970-80</u> | <u>% Change 1980-90</u> |
|-------------|-------------|-------------|-------------|-----------------------------|-----------------------------|
| Westport | 228 | 420 | 655 | 84.2% | 56.0% |
| Edgecomb | 549 | 841 | 978 | 53.2% | 16.3% |
| Wiscasset | 2,244 | 2,832 | 3,305 | 26.2% | 16.7% |
| Lincoln Co. | 20,537 | 25,691 | 30,357 | 25.1% | 18.2% |
| Maine | 993,722 | 1,125,043 | 1,227,928 | 13.2% | 9.1% |

Source: 1970, 1980: US Census from Dec. 1989 "Maine Tomorrow" Draft; 1990: Preliminary US Census.

Population by Age Group

Table 4

WESTPORT POPULATION BY AGE GROUPS
WITH COMPARISON FIGURES FOR LINCOLN COUNTY
1970, 1980, 1987, AND PROJECTION FOR 1999

| | Age Groups: | | | | |
|-------------|----------------|-------------|--------------|--------------|----------------------|
| | <u>Under 5</u> | <u>5-17</u> | <u>18-44</u> | <u>45-64</u> | <u>65 & Over</u> |
| <u>1970</u> | | | | | |
| Westport | 10.1% | 26.8% | 32.9% | 20.2% | 10.1% |
| Lincoln Co | 7.7% | 24.8% | 29.1% | 22.8% | 15.6% |
| <u>1980</u> | | | | | |
| Westport | 8.1% | 18.8% | 43.1% | 19.8% | 10.2% |
| Lincoln Co | 6.8% | 20.8% | 35.8% | 20.8% | 15.8% |
| <u>1987</u> | | | | | |
| Westport | 7.4% | 17.7% | 42.4% | 18.7% | 13.8% |
| Lincoln Co | 7.3% | 18.9% | 38.2% | 19.1% | 16.5% |
| <u>1999</u> | | | | | |
| Westport | 6.6% | 19.1% | 39.7% | 22.1% | 12.1% |
| Lincoln Co | NA | NA | NA | NA | NA |

Source: US Census. 1999 projection by Maine Department of Human Services.

There are several trends in the size of the various age groups on Westport Island in the years since 1970. One of the clearest is the steady decline in the percentage of children under 5, which the DHS predicts will continue into 1999. The middle age groups have shown a small, somewhat irregular gain, with those in the 18-44 group showing the largest increase. Finally, there has been a small increase since 1970 in the numbers of residents in the group of age 65 and older, though the DHS predicts this percentage will drop back somewhat by 1999.

Average Household Size

Table 5

NUMBER OF WESTPORT HOUSEHOLDS AND AVERAGE HOUSEHOLD SIZE
 WITH COMPARISON FIGURES FOR LINCOLN COUNTY
 1970, 1980, 1989, AND PROJECTION FOR 2000

| | | <u>1970</u> | <u>1980</u> | <u>1989</u> | <u>2000</u> |
|------------|----------------------|-------------|-------------|-------------|-------------|
| Westport | Number of Households | 67 | 158 | 220 | 331 |
| | Avg HH Size | 3.4 | 2.7 | 2.6 | 2.5 |
| Lincoln Co | Avg HH Size | 3.0 | 2.7 | NA | NA |
| Maine | Avg HH Size | 3.2 | 2.8 | NA | NA |

Sources:

Westport: 1970, 80: US Census; 1989, 2000: estimates.
 Lincoln Co: 1970, 80: US Census; 1989, 2000: not available.
 Maine: 1970, 80: US Census; 1989, 2000: not available.

Since 1970, the size of the average Westport household has declined from 3.4 persons to an estimated 2.6 in 1989. This decline is consistent with the available data for Lincoln County. The decline may reflect the relative decrease in the population of very young children on the island in the Under 5 age group during the same period, as seen in Table 3.

Births and Deaths

Table 6

BIRTHS AND DEATHS ON WESTPORT ISLAND

1970 - 1988

| <u>Year</u> | <u>Births</u> | <u>Deaths</u> | <u>Resultant Population Change</u> |
|-------------|---------------|---------------|--|
| 1970 | 6 | 3 | +3 |
| 1975 | 5 | 3 | +2 |
| 1980 | 7 | 5 | +2 |
| 1985 | 9 | 5 | +4 |
| 1988 | 11 | 6 | +5 |

Averages for the
Period 1970-88:

| | |
|----------------------------|------|
| Births per year | 6.5 |
| Deaths per year | 3.0 |
| Population change per year | +3.5 |

Source: Maine Department of Human Services

The population of Westport went from 228 in 1970 to about 655 in 1990, an average yearly increase of about 20.3 persons. It is clear that the natural increase in population, which Table 5 indicates averaged 3.5 persons per year, played only a very minor role in this population gain, and that the primary factor during these years has been the migration to Westport of new residents.

Household & Per Capita Income

Table 7

MEDIAN HOUSEHOLD & PER CAPITA INCOME FOR WESTPORT
WITH COMPARISON FIGURES FOR SURROUNDING JURISDICTIONS

| | Median HH Income <u>1979</u> | <u>Per Capita Income</u> | |
|-------------|------------------------------------|--------------------------|-------------|
| | | <u>1979</u> | <u>1985</u> |
| Westport | \$15,921 | \$6,314 | \$9,519 |
| Wiscasset | \$14,077 | \$5,380 | \$7,602 |
| Edgecomb | \$12,188 | \$5,085 | \$7,612 |
| Lincoln Co. | \$12,831 | \$5,680 | \$8,459 |
| Maine | \$13,816 | \$5,768 | \$9,042 |

Source: US Census, 1980; and Maine State Data Center.

School Enrollment

Table 8

WESTPORT SCHOOL ENROLLMENT

| | Grades <u>K-8</u> | <u>9-12</u> | <u>Total</u> | Special <u>Ed</u> |
|------|----------------------|-------------|-----------------|----------------------|
| 1985 | 51 | 33 | 84 | 1 |
| 1986 | 72 | 33 | 105 | 1 |
| 1987 | 69 | 31 | 100 | 1 |
| 1988 | 69 | 28 | 97 | 2 |
| 1989 | 74 | 24 | 98 | 2 |
| 1990 | 78 | 25 | 103 | 3 |
| 2000 | | | 120 (estimated) | |

Source: Westport Annual Reports, 1985-1990

The total school enrollment for the year 2000 was estimated by a straight line extrapolation of the school enrollment from 1980 to 1989. There are many factors involved here, most of them difficult

to predict; among them would be, for example, the development of the economy over the next decade and the extent to which real estate and building activity on the island recover.

Table 9

COMPARISONS OF TOTAL SCHOOL ENROLLMENT
WESTPORT, WISCASSET, AND EDGEComb
1980-1989

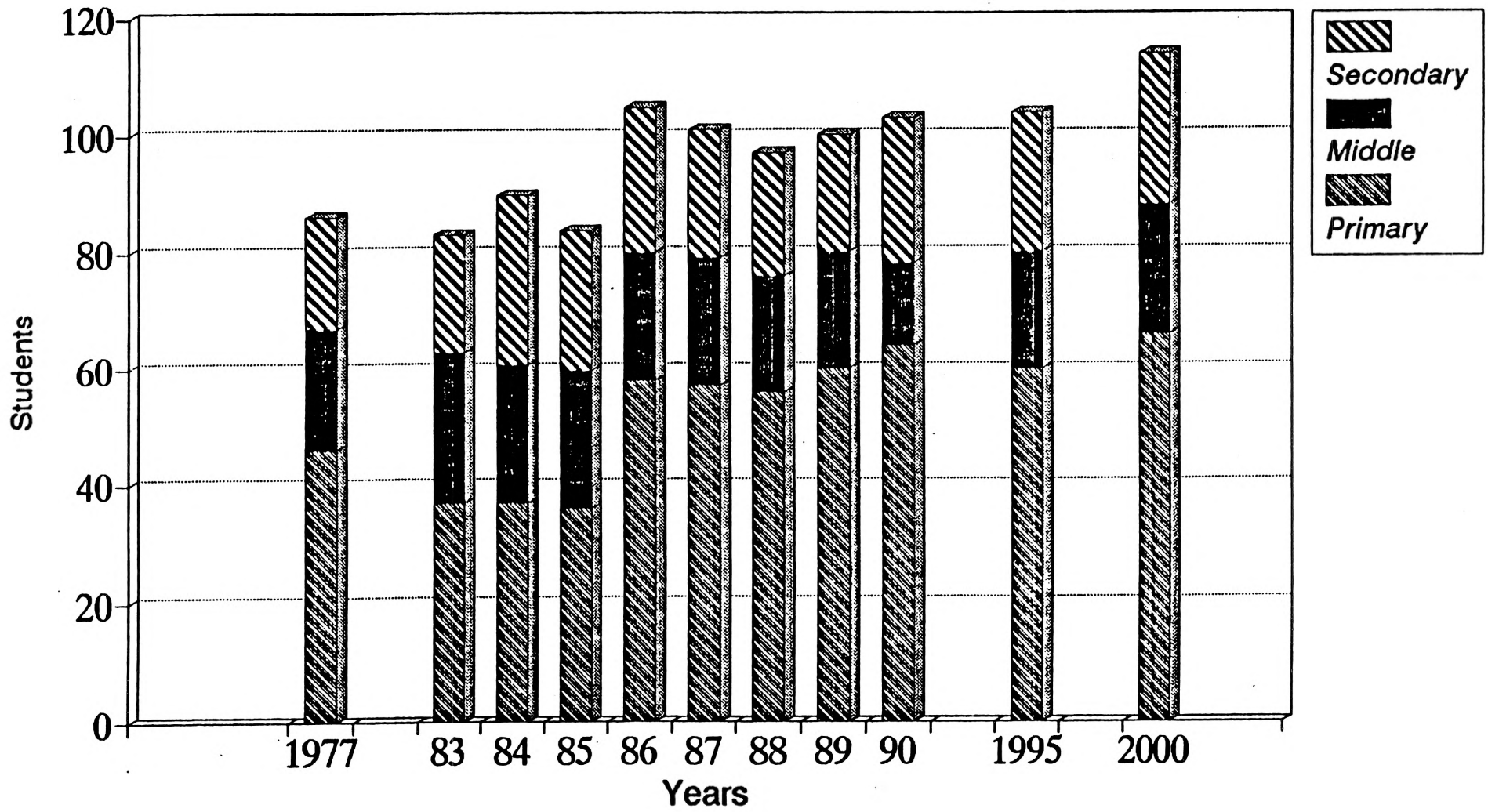
| | <u>1980</u> | <u>1981</u> | <u>1982</u> | <u>1983</u> | <u>1984</u> | <u>1985</u> | <u>1986</u> | <u>1987</u> | <u>1988</u> | <u>1989</u> |
|-----------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Westport | 78 | 84 | 86 | 85 | 91 | 92 | 92 | 99 | 97 | 96 |
| Edgecomb | 162 | 140 | 129 | 145 | 147 | 141 | 144 | 152 | 142 | 152 |
| Wiscasset | 639 | 615 | 630 | 623 | 622 | 623 | 646 | 661 | 680 | 689 |

Source: Maine Tomorrow Draft, January 1990.

The school enrollment figures for Westport in Table 9 above differ from those which appear in Table 8, a reflection of the fact that they come from different sources. School enrollment figures often fluctuate through the school year, for various reasons, such as families moving in and out of the school district.

Student Population

Town of Westport



LOCAL ECONOMY

LABOR FORCE ESTIMATES

Averages for Calendar 1980, 1988, 1990
& Projection for Year 2000

| | | <u>Labor Force</u> | <u>Employment</u> | <u>Unemployment</u> | <u>Unemployment Rate</u> |
|------|------------|------------------------|-------------------|---------------------|------------------------------|
| 1980 | Westport | 145 | 136 | 9 | 6.20% |
| | Lincoln Co | 9,497 | 8,764 | 716 | 7.55% |
| 1988 | Westport | 338 | 332 | 6 | 1.77% |
| | Lincoln Co | 16,870 | 16,370 | 500 | 2.96% |
| 1990 | Westport | 440 | 435 | 5 | 1.14% |
| | Lincoln Co | 19,793 | 19,161 | 632 | 3.19% |
| 2000 | Westport | 557 | | | |
| | Lincoln Co | N/A | | | |

Source: Estimates from Maine Department of Labor.
Projection for Westport for 2000 by Comprehensive
Planning Board.

TYPE OF EMPLOYMENT - WESTPORT, 1980

| | |
|--|-----|
| Agriculture, forestry, fishing, mining | 8 |
| Construction | 20 |
| Manufacturing | 58 |
| Transportation | 3 |
| Communications & other public utilities | 10 |
| Wholesale trade | 4 |
| Retail trade | 29 |
| Finance, insurance, & real estate | 2 |
| Business & repair services | 6 |
| Personal, entertainment, recreation services | 1 |
| Health services | 11 |
| Educational services | 17 |
| Other professional & related services | 7 |
| Public administration | 19 |
| Total | 195 |

Source: 1980 US Census (Prepared for Maine Users Group)

TYPES OF OCCUPATION - WESTPORT, 1980

| | |
|--|-----|
| Executive, administrative, managerial | 6 |
| Professional | 32 |
| Technicians & related occupations | 6 |
| Sales | 11 |
| Administrative support, clerical | 25 |
| Protective service | 5 |
| Other service | 11 |
| Farming, forestry, fishing | 8 |
| Precision production, craft, repair | 56 |
| Machine operators, assemblers, inspectors | 23 |
| Transportation, material moving | 7 |
| Handlers, eqpt cleaners, helpers, laborers | 5 |
| Total | 195 |

Source: 1980 US Census (Prepared for Maine Users Group)

CLASS OF WORKER - WESTPORT, 1980

| | |
|------------------------------|-----|
| Private wage & salary worker | 124 |
| Federal government worker | 8 |
| State government worker | 10 |
| Local government worker | 22 |
| Self-employed worker | 29 |
| Unpaid family worker | 2 |
| Total | 195 |

Source: 1980 US Census

PLACE OF WORK - WESTPORT, 1980

| | |
|----------------------------|-----|
| Westport | 17 |
| Boothbay Harbor | 5 |
| Southport | 3 |
| Wiscasset | 42 |
| Newcastle | 2 |
| Damariscotta | 5 |
| Elsewhere in Lincoln Co | 18 |
| Bath | 62 |
| Brunswick | 9 |
| Portland | 6 |
| Kennebec Co | 10 |
| Place of work not reported | 11 |
| Total | 190 |

Source: Maine Department of Labor

Several facts stand out from the above tables. Westport is of course a small island and a small town. Despite the fact that some of the above figures go back a decade, the picture they give of the island's situation is still reasonably correct: there are very few employment possibilities on Westport. As of the 1980 census, there were about 195 persons in the Westport labor force, out of a total population of 420. Of 179 workers who reported their job locations, 17 owned or were employed by the various small businesses located on the island. The remaining 162, 90.5% of the total, worked off the island. The principal off-island job locations were Wiscasset (42 persons or 23.5%), and Bath (62 persons or 34.6%), which together served as job sites for over half of Westport's work force.

Agriculture, Forestry, & Marine

Despite Westport's rural appearance, there is no longer any significant commercial agriculture or forestry activity on the island. Commercial dairy activities are limited to a flock of 13 goats maintained by the Squire Tarbox Inn, with a yearly production of about 2000 pounds per year of goat cheese. Similarly, despite the island's extensive coastline, there is very little commercial maritime activity on Westport, with the exception of one marina on the north end of the island (Sheepscot Marine), and several individuals who earn a living fishing and lobstering.

Tourism

Although Westport is very close to popular tourist destinations like Boothbay Harbor and Freeport, the impact of tourism on the island and its economy is less than might be assumed. There are indirect effects - some island residents are employed in off-island tourism related businesses. But for the most part, the ebb and flow of tourist traffic passes the island by. The explanation is that Westport offers almost no significant attractions for tourists - there are no beaches, no harbors, no shopping possibilities, no restaurants, no overnight facilities for travelers. The single exception is the Squire Tarbox Inn, which offers excellent dining and lodgings, but with room for only 22 guests. Because Westport's one good highway leads only to the island's southern end and no further, there is no possibility to offer services to tourists passing through en route to other destinations, as is the case, for example, with neighboring Edgecomb which stands astride the main route to Boothbay Harbor. In short, Westport has been spared both the benefits and the problems connected with a large influx of summer tourists.

Business and Commercial

BUSINESSES ON WESTPORT

| | |
|------------------------|---|
| Construction | 3 |
| Contractors | 6 |
| Electrical contracting | 1 |
| Welding shop | 1 |
| Printingshop | 1 |
| Crafts | 2 |
| Marina | 1 |
| Inn/restaurant | 1 |
| Lobstering/fishing | 3 |
| Misc services/repair | 6 |
| Real estate | 1 |

Source: Westport Town Treasurer, 2/12/91.

Summary

With over 90% of its work force employed off the island, Westport fits the classic definition of a bedroom community. There is no commercial or industrial blight here, but neither are there many job possibilities, and almost no tax revenues directly generated by business activity. Given the island's location well off the beaten track, with no through highway, no established harbor, and the relatively high cost of island land, it is unlikely that any but quite small firms will choose to settle here. As for retail possibilities, the island's population base is probably too small to support anything more than perhaps a convenience store/gasoline station, particularly in view of the pull of the stronger shopping opportunities in Bath and Wiscasset, and along Route 1. It seems likely that Westport will remain a bedroom community, and that its economic well being will remain closely linked to the fortunes of the surrounding area, particularly Bath and Wiscasset.

HOUSING

The following tables provide information about the number, value, affordability and other characteristics of Westport's housing stock.

Westport's dwellings have been and continue to be almost exclusively single-family homes. The number of housing units has kept pace with the population, there having been a decrease in the average number of persons per household over the years 1970-1990. The age and condition of the structures are not seen as cause for concern.

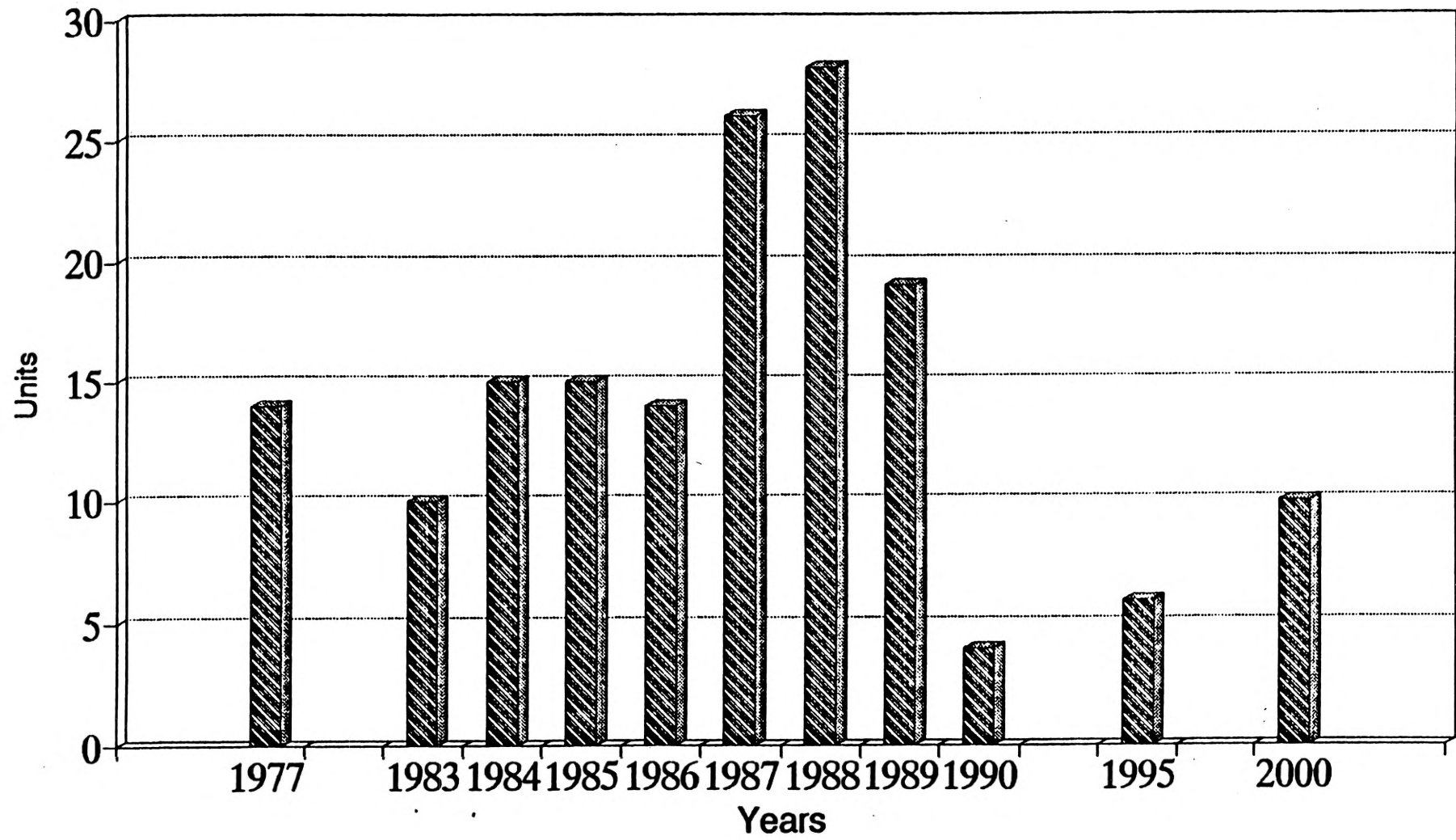
Housing demand has historically been met by house-by-house construction, usually on the orders of the future owner and resident. Few houses have been built on the island for speculation. There have been no housing developments. Demand for year-round housing has been met by new construction and the conversion of seasonal dwellings. Rental units are available, but few in number. The number (and proportion) of mobile homes increased during the period, 1980-1989. It is anticipated that the number of mobile homes will again increase during the next ten years. New building starts on the island dropped off after a high in 1988, and fell even more sharply after 1989, as reflected in New Septic System permits issued by the Town of Westport, as shown on the graph on the following page.

Basically, Westport is a bedroom community, with most of the working population finding employment on the mainland. No major employers are located on the island, and chances appear small any will establish themselves here, due to Westport's small size, location off main routes, and relatively high land costs.

Tables F-1 (1978-79) and F-2 (1987-89) give data on the availability of lower income housing. Comparison of the 1987-89 figures with those from 1978-79 shows what appears to be a considerable drop in the numbers of houses affordable for low and very low income families. Most of this apparent drop was caused by the sharp increase in 1989 assessments, which were recalculated on the basis of real estate values at the peak of the real-estate boom underway at that time. As a result of the new assessments, the town's Assessed Valuation of Real Estate, which had risen gradually from \$16.5 million in 1978 to \$25.8 million in 1988, suddenly jumped to \$76.0 million in 1989, almost a threefold increase in a single year. (Data taken from Westport Annual Reports). The median income for the same period increased about twofold, but did not keep pace with the jump in assessments. Because of this anomaly, the percentages of homes apparently available for low income families shows up on Table F-2 as considerably lower than previously. There has been some decline in the availability of affordable housing on Westport as elsewhere, but we do not believe it is as much as the figures on Table F-2 appear to indicate, since real estate prices have fallen steadily since 1988 to well below the now outdated assessments. Nor is the situation as difficult as

New Septic Systems

Town of Westport



it is in mainland Lincoln County, where the median income is below that on Westport.

Nevertheless, affordable housing is an issue with which Westport must be concerned. Existing ordinances permitting low cost mobile and moveable homes must be maintained. Ordinances currently permit the construction or creation of duplex homes or apartments, and this will help increase the number of available rental units. We do not believe that acreage restrictions should be relaxed, because of Westport's very limited land area and the importance of maintaining high septic waste standards to protect the island's water supply. To improve Westport's capacity to meet affordable housing needs, we recommend that the Selectmen establish a Housing Committee of interested citizens which would serve as a resource for young people on the island or potential residents from off-island who have difficulty locating rental units, smaller tracts of land suitable for low cost building, or other problems finding affordable housing here, and which would serve as a contact point for cooperation with organizations in the surrounding areas working to alleviate this problem.

Table A

NUMBER OF YEAR-ROUND HOUSING UNITS
(OCCUPIED & UNOCCUPIED)

| <u>YEAR</u> | <u>WESTPORT</u> | <u>LINCOLN COUNTY</u> |
|-------------|-----------------|-----------------------|
| 1970 | 75 | 7,742 |
| 1980 | 170 | 10,590 |
| 1989 | 237 | - |
| 2001 (est) | 356 | - |

NOTE: The estimate of the number of housing units in Westport for the year 2001 is based on a projected population of 829, a projected 2.5 persons per household, and a 7% vacancy rate.

Table B

VACANCY RATES OF YEAR ROUND HOUSING UNITS

| <u>YEAR</u> | <u>WESTPORT</u> |
|-------------|-----------------|
| 1980 | 12 UNITS (7%) |
| 1990 | unknown |
| 2001 | 25 units (7%) |

Table C

PROPORTIONAL MAKE-UP OF HOUSING UNITS
BY STRUCTURE TYPE

| <u>YEAR</u> | <u>WESTPORT</u> | <u>LINCOLN COUNTY</u> |
|-------------|--|-----------------------|
| 1980 | one family: 156 | 8,508 |
| | two family: 5 | 543 |
| | multi family: 4 | 506 |
| | mobile homes: 11 | 1,054 |
| 1989 | one, two, & multi family: 216 (est) | |
| | mobile homes: 21 (est) | |
| 2001 (est) | one family: 302 | |
| | two family: 8 | |
| | multi family: 7 | |
| | mobile homes: 39 | |

NOTE: The estimate for 2001 is based on an anticipated increase in the proportion of mobile homes to 11% (based on the past increase in number of mobile homes, shown in this Table and Table I).

Table D

PROPORTIONAL MAKE-UP OF OCCUPIED HOUSING
BY TENURE

| <u>YEAR</u> | <u>WESTPORT</u> |
|-------------|------------------------------------|
| 1970 | Owner 60 (80%) Renter 7 (9%) |
| 1980 | Owner 128 (75%) Renter 30 (18%) |
| 1989 (est) | Owner 219 Renter 18 |
| 1990 | (information not yet available) |
| 2001 (est) | Owner 267 (75%) Renter 64 (18%) |

NOTE: The estimate for the year 2001 is based on a projected vacancy rate of 7% as in 1980 and the same proportion of owners to renters as in 1980. Percentages are based on total housing stock, both occupied and unoccupied.

Table E

PROPORTIONAL MAKE-UP OF HOUSING UNITS
BY GENERAL PHYSICAL CONDITION
IN 1980

| <u>CONDITION</u> | <u>WESTPORT</u> | <u>LINCOLN COUNTY</u> |
|--------------------------|-----------------|-----------------------|
| Complete Kitchen | 90.3% | 95.5% |
| Central Heating | 52.8% | 67.6% |
| 1 or more complete baths | 91.5% | 91.7% |
| Overcrowded | 3.0% | 3.2% |
| Built before 1940 | 36.9% | 51.4% |

Table F-1

PROPORTIONAL MAKE-UP OF HOUSING UNITS
BY AFFORDABILITY
1978-1979

| <u>INCOME TYPE</u> | <u>INCOME AMOUNT</u> | <u>PRICE</u> | <u>HOUSES WITHIN AFFORDABLE AMOUNT</u> |
|--------------------|----------------------|-----------------|--|
| Very Low | \$7,961 | below \$24,000 | 31 (22.6%) |
| Low | \$7,962-12,737 | \$24,001-40,000 | 49 (35.8%) |
| Moderate | \$12,738-23,892 | \$40,001-74,000 | 40 (29.2%) |
| | | | Total (87.6%) |

NOTE: This chart compares 1979 median family income of Westport with 1978 assessed valuations. In 1978 a revaluation of all Westport properties was completed based on 100% of Fair Market Value. In 1979 the median family income was \$15,921. "Very Low" means equal to or less than 50% of median income. "Low" means greater than 50%, but less than or equal to 80% of median income. "Moderate" means greater than 80%, but less than or equal to 150% of median income. "Affordable Amount" means the size of mortgage which could be assumed by a family of particular income category, based on 2.8 times income plus a 10% down payment.

Table F-2

PROPORTIONAL MAKE-UP OF HOUSING UNITS
BY AFFORDABILITY
1987-1989

| <u>INCOME TYPE</u> | <u>INCOME AMOUNT</u> | <u>PRICE</u> | <u>HOUSES WITHIN AFFORDABLE AMOUNT</u> |
|--------------------|----------------------|------------------|--|
| Very Low | \$15,559 | below \$48,000 | 29 (12.2%) |
| Low | \$15,560-24,894 | \$48,001-77,000 | 37 (15.6%) |
| Moderate | \$24,895-46,676 | \$77,001-145,000 | 94 (39.7%) |
| Total | | | 67.5% |

NOTE: This chart compares an estimate of 1987 median family income of Westport with 1989 assessed valuations. In 1989 a revaluation of all Westport properties was completed based on 100% of Fair Market Value. In 1987 the per capita income of Westport residents was \$12,348 (source: US Census Data Center Program, ME Dept of Labor). In 1979, most recent data (when both per capita and median income figures are available) the median family income was 2.52 times the per capita income. This table assumes the same proportion existed in 1987, thus the 1987 median family income was estimated to be \$31,117 (\$12,348 times 2.52). The terms "very low", "moderate", and "affordable amount", are defined in Table F-1.

Table G

NUMBER AND LOCATION
HOUSING UNITS WITH SUBSIDIZED RENTS OR PRICES

| <u>YEAR</u> | <u>WESTPORT</u> |
|-------------|-----------------------------|
| 1990 | units: 0 developments: 0 |

Table H

NUMBER AND LOCATION
SEASONAL HOUSING UNITS

| <u>YEAR</u> | <u>WESTPORT</u> |
|-------------|-----------------|
| 1970 | 119 |
| 1980 | 160 |
| 1989 | 154 |

NOTE: Seasonal housing units are almost exclusively located in or very near the shoreland zone.

Table I

AGE OF STRUCTURES

| <u>YEAR BUILT</u> | <u>NUMBER</u> | <u>PERCENT</u> |
|-------------------|---------------|----------------|
| 1939 or earlier | 65 | 36.9% |
| 1940-1949 | 4 | 2.3 |
| 1950-1959 | 5 | 2.8 |
| 1960-1969 | 36 | 20.5 |
| 1970-1974 | 43 | 24.4 |
| 1975-1978 | 11 | 6.3 |
| 1979-1980 | 12 | 6.8 |
| Total | 176 | 100.0% |

| <u>YEAR BUILT</u> | <u>1-FAMILY</u> | <u>2-FAMILY</u> | <u>MOBILE HOME</u> |
|-------------------|--------------------|-----------------|--------------------|
| 1981 | 2 | 0 | 1 |
| 1982 | 2 | 2 | 5 |
| 1983 | Data not available | | |
| 1984 | Data not available | | |
| 1985 | 9 | 0 | 2 |
| 1986 | 16 | 0 | 1 |
| 1987 | 10 | 0 | 2 |
| 1988 | 20 | 2 | 4 |
| 1989 | 6 | 0 | 2 |
| Total | 65 | 4 | 17 |

NOTE: Source for figures through 1980 was the 1980 census. Source of the more recent figures was the Bureau of Taxation (Municipal Valuation Returns).

Table J-1

1966 ASSESSED VALUATIONS

| <u>VALUATION</u> | <u>NUMBER</u> | <u>APPROXIMATE FAIR MARKET VALUE</u> |
|------------------|---------------|--|
| under \$500 | 2 | under \$5,000 |
| 501-1,000 | 16 | 5,001-10,000 |
| 1,001-1,500 | 23 | 10,001-15,000 |
| 1,501-2,000 | 9 | 15,001-20,000 |
| 2,001-2,500 | 5 | 20,001-25,000 |
| 2,501-3,000 | 1 | 25,001-30,000 |
| 3,001-3,500 | 2 | 30,001-35,000 |
| 3,501-4,000 | 0 | 35,001-40,000 |
| 4,001-4,500 | 2 | 40,001-45,000 |
| 4,501-5,000 | 1 | 45,001-50,000 |
| 5,001-5,500 | 1 | 50,001-55,000 |
| Total | 62 | |

NOTE: 1966 valuations were approximately 10% of Fair Market Value.

Table J-2

1978 ASSESSED VALUATIONS

| <u>VALUATION</u> | <u>NUMBER</u> |
|------------------|---------------|
| under \$10,000 | 2 |
| 10,001-20,000 | 17 |
| 20,001-30,000 | 25 |
| 30,001-40,000 | 36 |
| 40,001-50,000 | 15 |
| 50,001-60,000 | 14 |
| 60,001-70,000 | 8 |
| 70,001-80,000 | 7 |
| 80,001-90,000 | 3 |
| 90,001-100,000 | 5 |
| 100,001-110,000 | 3 |
| over 110,000 | 2 |
| Total | 137 |

NOTE: In 1978 revaluation at 100% of Fair Market Value occurred.

Table J-3

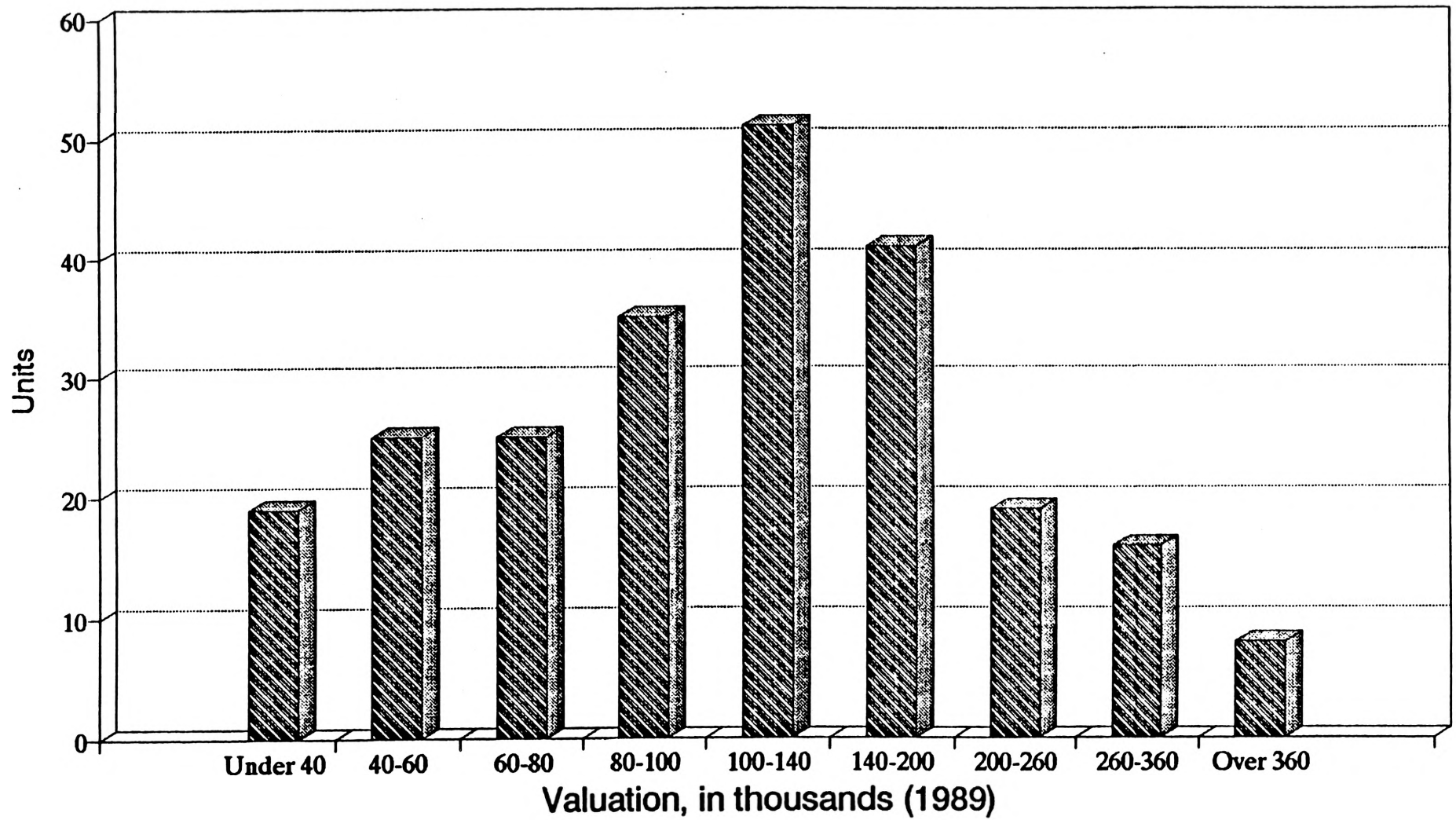
1989 ASSESSED VALUATIONS

| <u>VALUATION</u> | <u>NUMBER</u> |
|------------------|---------------|
| under \$20,000 | 2 |
| 20,001-40,000 | 17 |
| 40,001-60,000 | 25 |
| 60,001-80,000 | 25 |
| 80,001-100,000 | 35 |
| 100,001-120,000 | 35 |
| 120,001-140,000 | 16 |
| 140,001-160,000 | 20 |
| 160,001-180,000 | 14 |
| 180,001-200,000 | 7 |
| 200,001-220,000 | 8 |
| 220,001-240,000 | 4 |
| 240,001-260,000 | 7 |
| 260,001-280,000 | 6 |
| 280,001-300,000 | 4 |
| 300,001-320,000 | 5 |
| 320,001-340,000 | 0 |
| 340,001-360,000 | 1 |
| 360,001-380,000 | 1 |
| 380,001-400,000 | 1 |
| over 400,000 | 4 |
| Total | 237 |

NOTE: In 1989 revaluation at 100% of Fair Market Value occurred.

Housing Unit Valuations

Town of Westport



TRANSPORTATION

Road use on Westport Island is basically limited to Westport residents. Westport is not a tourist attraction. We do not get large numbers of people driving the island for the fun of it, certainly not after one trip up and down the island on Route 144. The island has approximately 8.75 miles of State Assisted road, and 16 miles of town roads. Most of the latter are gravel. Over the years, the gravel roads have been improved.

Two years ago our 5 member Road Committee made an extensive survey of the town roads. (Sections from this report are included following this inventory.) Suggestions were made as to improvements and costs of the improvements were calculated. While it would be nice to have roads on the island paved, the high cost makes this, at present (and most likely in the future) prohibitive. A plan to carefully ditch and build up the dirt roads in town so that they can be crowned is now underway. The current budget allows \$15,000 for road maintenance and \$70,000 for improvements.

The current road system allows access to summer homes and camps and to most parts of the island. Fire lanes have been laid out and posted to cover the island.

Considerable growth could take place without the need for more roads, but the need for improved roads and increased maintenance would result. Several current sub-divisions have their own road systems which connect to the island system.

Westport contracts for snow plowing of its own roads and state Route 144. Private contractors plow the private roads.

The only real safety problem other than excessive speed is the "S" turn on Route 144 as it approaches the Westport Island bridge from Wiscasset. Speed on this stretch of Route 144 has caused several accidents (usually single car rollovers).

Westport has no parking facilities to speak of and we do not see the need arising. We currently have no commercial district, the one store/restaurant on the island having closed. The Squire Tarbox Inn has sufficient off road parking for its own purposes.

Wiscasset, our nearest neighbor, has three transportation systems: a railroad, an airport, and the road net centering on Route 1. Summer traffic causes problems. It is not uncommon to have traffic backed up on both lanes of Route 1 due to inability to get through Wiscasset's town center. The problem is well documented and the Maine Department of Transportation (MDOT) is actively seeking a solution. It is obvious that if Wiscasset is to be by-passed, the new road must go to the north or to the south of Wiscasset center. Strong feelings concerning the location of the by-pass have been voiced by residents of towns both north and south of Wiscasset, including residents of Westport. It appears that the towns most

directly affected by a by-pass should band together to conduct environmental and economic impact studies of a north versus south by-pass. If agreement could be reached, then Westport, along with other affected towns, should present a consolidated recommendation to MDOT. The aforementioned study might well be conducted with the involvement of the Municipal Resource and Planning Office of Lincoln County, along with the Sheepscot Valley Conservation Association, and the Maine Transportation Coalition.

Widening of the Maine Turnpike and another span across the Kennebec River in Bath can do nothing but continue to add to traffic flow down Route 1.

The railroad through Wiscasset has not been used for over 5 years but is now in process of being brought back into service. The line extends from Brunswick to Rockland. In previous times, liquified gas, lumber, machinery, and oil were transported on the line as well as passenger traffic. Current plans suggest that Dragon Cement will be transporting cement by rail to Wiscasset. There is a thought that machinery etc. can be carried to the Harding Plant in Brunswick by rail and that commuter trains could run between Wiscasset, Bath and/or Brunswick.

Finally, there is an airport in Wiscasset. Currently the length of the runway is 3400 feet. This gives it light corporate jet capacity. The DEP has done an impact study on increasing the length of the runway to 4,000 feet allowing increase in jet traffic and thereby helping to generate more Federal funds. Extension plans are two years from 1990. Local interest could speed this up.

There has been a 300% increase in airport activity over the past 5 years. There were 30,000 take-off/landings last year. Five years ago 15 planes were based there; there are now 40. There is currently room for 60 planes but a new area is being added that will increase the holding capacity to 80.

Currently the airport employs 5 pilots, all FAA certified. There are a total of 10 employees plus 5 fish spotters who also fly out of the airport.

Presently the airport offers, on demand, carrier service, both cargo and passenger, medical service flights, flight instruction, survey flights for timber and game counts, and fish spotters fly all the way to Provincetown from here.

As long as BIW continues to build ships for the Navy, they will continue to be one of the areas largest employers but if defense cuts continue and peace in the world increases, it is possible that BIW may have to drastically cut its workforce. In this case, Wiscasset, having the only airport between Portland and Rockland, would be in a great position to draw industry wishing to locate away from major industrial cities but still be within easy flying time for their executives. The railroad again operating would also add to the attractiveness for light industry to locate in this area.

A BRIEF SUMMARY
OF THE
WESTPORT ROAD COMMITTEE SURVEY OF 1989

GENERAL HISTORY OF WESTPORT'S ROADS

in the past there were many sections of Westport roads where automobiles might be mired in the Spring of the year. To a great extent these problem areas have been corrected by excavating ditches to drain off water, and adding gravel to stabilize the road surface.

Prior to 1970, Route 144, maintained by the state, was the only fully paved road. This originally was a "tarred" or macadam pavement. Periodically, possibly every year, this was given another spray coating of tar and covered with sand, thus building up the thickness of paved surface.

in the early 1970's, some of the Town's gravel roads were paved by a surface treatment of tar. This served to lessen the amount of grading required for gravel surface Travel Way. However, grading of shoulders was neglected.

No follow-up applications of tar and sand were made and, as the growth of weeds and brush and build up of sand accumulated on shoulders, poor drainage caused the hardened surfaces to break up in many areas. There were sections of paving where adequate gravel base and free drainage of water resulted in longer life of the surface pavement. In some areas an additional application of "hot top" or asphalt pavement was made and the road surface was retained.

Other areas were left in broken condition or had gravel added and were thereafter treated as gravel roads. However the acknowledged necessity of frequent grading of gravel roads has not been done.

The rapid increase in population of Westport during the past ten years with its attendant construction activity has resulted in greatly increased traffic of both cars and heavily loaded trucks on most roads.

It is readily apparent that our Road Budget which was intended to cover necessary routine maintenance is not keeping pace with the wear from this greatly increased highway use.

PURPOSE OF THE ROAD COMMITTEE SURVEY

The Town of Westport voted to authorize a general survey of each Town Road to determine its current general condition, to

locate specific areas that cause continuing deterioration, and to estimate the cost for bringing each road to a reasonable standard condition with respect to "safety" and with respect to "ease of routine annual maintenance."

The Town of Westport requested this study so that it would have a valid reference for town residents to use when they vote on appropriating future Road Budgets and when they vote on where and how these budgets should be allocated.

The primary purpose of the Committee was to research the current accepted practice of:

1. Constructing a well designed road.
2. Properly maintaining a well constructed road.
3. Budgeting for both construction and maintenance.

ROAD COMMITTEE FUNCTIONS

- * Assist the Selectmen and Road Commissioner.
- * Create a continuation of the Road Committee with rotating terms for members to allow a smooth transition.
- * This committee should file an annual report to each town resident.
- * Because of the wide variation in estimates, competitive bidding is essential to careful budgeting. The Road Committee can help design the road section for bidding.
- * Use the Road Committee to help track construction performance and budget allocation to projects approved by the Town.
- * The Department of Transportation, Technical Services Division has a Maine Local Roads Center which offers excellent workshops for road construction training. Some of these should be attended by the Road Committee and the Road Commissioner.

WESTPORT ISLAND ROAD PROBLEMS

Westport Town Roads have especially difficult conditions which are considered more severe than most other small towns in this area. These are:

- * Abundance of ledge and steep drops.
- * Shallow soil depth.
- * Mature trees which block ditch areas and shade roads, preventing evaporation of moisture.
- * Culvert decay or clogging.
- * Limited maintenance budget.

Until our roads can be reconstructed to have sufficient crown, adequate ditching, proper gravel composition, and working culverts, annual maintenance will continue to be spot repairs on a more or less crisis basis.

If and when our roads have been reconditioned to provide good drainage and adequate travel surface, the annual budget must include sufficient funds to grade Travel Way and shoulders at least twice a year. Roads that are paved still require shoulders to be graded twice a year, also, to remove winter sanding material as well as growth of weeds and brush.

PROCEDURE USED FOR THE ROAD SURVEY

Each Town Road was reviewed according to the following guidelines:

- * School bus accessibility in all weather.
- * Allowance for school bus and snow plow to pass.
- * Snow plowing problems.
- * Mechanical abuse on vehicles.
- * General safety of travel for all residents

The two most critical road characteristics were evaluated:

1. Surface material and condition
2. Water drainage:
 - crowns
 - slopes
 - ditches
 - culverts
 - tree roots
 - ledge interferences

In an attempt to analyze the problem of Town Roads maintenance, the Committee made a physical inspection of all roads and consulted with:

Westport Selectmen and Road Commissioner
Maine Department of Transportation
Harry C. Crooker & Sons Contractors
Jack A. Shaw & Sons, Inc., Contractors
Frank Cromwell Contractors

CONCLUSIONS REACHED BY THE ROAD SURVEY

It is important to remember these critical rules of intelligent road construction:

- * A paved road eliminates annual Travel-Way grading, annual gravel additions, and annual clearing of ditches which fill as a result of grading operations.
- * All road construction operations should be performed during appropriate seasonal weather and temperatures.
- * All gravel roads should be graded 3 times each year between mud season and late October.
- * Shoulders and ditches should be cleared each year without exception. Effective water drainage is the single most important aspect of road maintenance.
- * Dumping of material gathered during ditching operations may require DEP permission.
- * Combining road construction into large projects encourages several contractors to aggressively bid on them. This gives us a better chance of getting the right equipment here at the right time, resulting in lower unit costs of the various work items.
- * Supervise completion of all work to an acceptable standard.
- * Adequate seasonable load posting is essential to protect roads from damage by heavily loaded trucks.

The obvious result of this research was to firmly establish what Westport residents have long suspected:

1. Westport has a difficult geography for road construction and maintenance.
2. The size of our Road Budget, and our method of allocating funds do not achieve a solution to our road problems. Our small budget has been divided between all roads in an effort to be "fair", which has meant that no road received enough money to provide any lasting improvement.

The considered opinion of the Road Committee is that the Town should contract to have all roads improved to a condition ready to be paved, and then pave only the roads supported by town vote. This

would sufficiently improve roads to the point where maintenance costs could be more accurately estimated for our Budget each year. The maintenance, prior to paving, would primarily be road grading, ditch cleaning, and culvert replacement. When roads are paved, the grading is confined to just shoulders and ditch slopes.

WESTPORT ISLAND
ROAD COMMITTEE

MEMORANDUM

TO: The Board of Selectmen

DATE: March 5, 1991

FROM: The Road Committee

RE: 1991 Road Committee Report

At the 1990 Town Meeting, a total of \$95,544.61 was approved for Town Highways and Bridges.

In 1989 it became necessary to delay our general road construction plan and apply the major portion of the budget to correct rapidly deteriorating surface conditions on three major road sections (portions of West Shore, Lord Road and Route 144).

Then, in 1990 we were able to begin the initial phase of reconstruction which was "ditching" to direct water away from the travel surface. We began with several of the Town's major roads. Then a portion of the budget was applied to a sealing coat on the lower end of Route 144. This was to finish protecting the Town-owned length of Route 144 which was a project started 4 years ago. For these contracts, bids were received from TILCON, HARRISON, and SHAW, with SHAW entering the lowest bid.

The expenditure breakdown was as follows:

| | | |
|----------|--------------|-------------|
| Ditching | East Shore | \$6,886.00 |
| | West Shore | \$19,310.00 |
| | Fowles Point | \$820.00 |
| | Doggett | \$2,905.00 |
| | Junction | \$3,527.50 |
| | North End | \$8,477.50 |
| | TOTAL | \$41,926.00 |

| | | | |
|--------|------------------|-------------|--------------------------------|
| Paving | Route 144 | \$32,508.00 | (N East Shore to South End) |
| | Basketball Court | \$665.00 | |
| | East Shore | \$2,128.00 | |
| | TOTAL | \$35,296.00 | |

Safety Barrier of Large Boulders

| | |
|------------|-----------|
| West Shore | \$2400.00 |
|------------|-----------|

General Repairs (not included in bidding)

| | |
|---------|-------------|
| Expense | \$15,257.61 |
|---------|-------------|

The recommendation now is to continue each year with a portion of the budget allocated to each phase of our 3-phase road reconstruction program:

1. Pave a few of the sections that are in the most critical condition.
2. Add gravel to the most needed sections of gravel roads (up to 6 inches of gravel) and heavy grade to a properly crowned surface.
3. Continue the ditching operation on more sections of secondary roads.

Keep a portion of the budget in reserve each year for routine and emergency repairs.

The most deserving road sections for consideration in 1991 appear to be:

| | |
|--------------------|--|
| North End Road - | Beginning at the Lord Road intersection and running north |
| Lord Road - | Broken surface section (0.4 mile) |
| Post Office Road - | From Route 144 to Radio Station |
| Other - | There are a few sections on East Shore and West Shore roads that seem especially susceptible to constant breakdown. If the budget permits we should add gravel and heavy grade these areas in preparation for eventual paving. |

**** We invite resident ideas and comments at any time. The Road Committee is dedicated to the most careful use of the Town Road Budget to gradually upgrade Town Roads in the most advisable manner.

PUBLIC FACILITIES

Town Government

A board of three Selectmen, a Town Clerk, a Treasurer, a Tax Collector, a Road Commissioner, and three School Committee members are the municipal officials elected at Town Meeting. The appointed Town Officers include: Health Officer, Plumbing Inspector, Constable, Planning Board members, Planning Board of Appeals members, Recreation Committee, Comprehensive Plan Board members, Conservation Committee, Road Committee, and Director of Civil Emergency Preparedness.

This form of government appears to work well for the town of Westport. There does not seem to be a need to change this system of government even as Westport grows.

Town Hall

Located on Route 144, Westport's Town Hall has held Town Meetings since its construction in 1885. It has also been pleasantly used for receptions, dinners, and dances. The Hall is currently in good repair and has been recently painted. A well has been drilled and bathroom plumbing installed. The parking area has been increased. Seating for Town Meetings will become a problem as the number of voting residents continues to increase. We are currently making a study for location of new Town offices.

Fire Protection and Emergency Services

Located in the center of the Island on Route 144, Westport's Fire Department has 25 volunteer members and a Fire Chief who is appointed by a Board of Directors. Their equipment includes: four trucks, 6 MSA air packs with two spare air tanks, three portable pumps, two oxygen tanks, 15 back pumps, 3000 feet of hose, and communications units (2 base stations, 5 mobile radios, 12 portable radios). For training purposes they have an TV and VCR.

The trucks are a 1963 Ford combination tank (500 gal.) and pumper truck, an all-wheel drive Army truck converted to a tank truck, a 4-wheel drive military vehicle with a 275 gal. tank and racks for Indian pumps, and a recently purchased 2000 gallon pumper tanker.

Maine Yankee makes donations to the Town for use by the Fire Department.

The Civil Defense Director is responsible for meeting with Maine Yankee to coordinate evacuation planning and alarms.

The Westport Fire Department can call for assistance from the Wiscasset Fire Department and the Maine Forestry Service when the need arises.

Westport has already implemented some of the previous recommendations from the 1988 Comprehensive Plan such as fire land markers and maps at the firehouse. As the population grows, we should continue to evaluate fire protection needs and plan for the purchase of additional necessary equipment. The present service appears adequate for Westport's current needs and the fire department is making plans for the purchase of another fire truck and additional equipment to keep up with future needs.

The cost of additional equipment has been kept to a minimum by purchasing used trucks instead of new. These used trucks can be kept in service for many years with proper maintenance.

Law Enforcement

The County Sheriff and the State Police have jurisdiction over our island. A 24-hour manned headquarters in Wiscasset is our contact point. (We have a Wiscasset policeman and a County Sheriff living on the Island and they have been helpful to many residents.)

Health Services

Westport has no resident physician other than some who are retired. There are excellent hospitals and several practicing MD's in the nearby towns. Well-baby and school clinics are held in Wiscasset and Westport residents may attend. Visiting nurse service is available through Kno-Wal-Lin Home Nursing Service. The Town votes money to help support this service.

We have several licensed volunteers on the Ambulance Service out of Wiscasset. As the population increases in Wiscasset and the surrounding areas, the need for full-time ambulance attendants will also increase. This expense could be allocated to the Towns involved.

Westport sees no need to change the present health care system in the near future.

Schools

In 1961-62, our last one-room school house was closed. Since that time, students have been transported by Town buses to schools

in Wiscasset, with the town paying their tuition. A few students provide their own transportation to Wiscasset or other schools.

Wiscasset is currently evaluating its school system and has indicated that there is an immediate problem with adequate space in its schools. They are studying the possibility of building a new school to ease this overcrowding. Should the residents of Wiscasset vote against building a new school, then they will be making the decision as to whether or not they can continue to accept tuition students from surrounding towns. If this happens, Westport residents may be faced with the decision of where to send their students. A possibility open to us is the building of a new school system with the other tuition towns. The expense of this project will depend largely on what assistance the State will give. Even if Wiscasset decides to continue with tuition students, it appears that they will continue to increase the per student tuition rate until it reaches the maximum allowed by the state.

Library

Westport has no public library, but the Wiscasset Library is regularly voted financial support at our Town Meeting. All Westport residents can obtain membership at the Wiscasset Library without charge. Also mail service for non-fiction is available from the Maine State Library. These arrangements seem adequate, and it does not appear that Westport residents feel any need to change them.

Solid Waste Management and Disposal

Westport pays an annual fee to the Town of Wiscasset so that its residents can dispose of their solid waste at the Wiscasset Waste Transfer Station. Residents are individually responsible for delivery of solid waste to the Transfer Station. The annual fee for 1991 was \$9,000. The Wiscasset Transfer Station is new and costs have not yet stabilized, so that there is some uncertainty about the expense of using this facility in the future, though an increase seems likely. A Lincoln County Recycle Station has been established at the Westport Fire House where residents can drop off recyclable trash. The Conservation Committee has distributed information concerning effective use of this facility.

Churches

There are two churches on Westport. One is Baptist and holds year-round Sunday services. The other, located next to the Town Hall, is non-denominational, and services are conducted there during the summer by ministers from the surrounding area. It is maintained by the Westport Community Association.

Organizations

Westport is fortunate to have the Community Association which is a group of genuinely concerned residents who have provided many useful services over the years. Recently they held an auction to raise money for the Town Hall well. they maintain and schedule the non-denominational church and they host several educational presentations during the summer. A survey of Island cemeteries has been initiated and will be available to the public. A scholastic gift is given to a qualified student each year.

The Recreation Committee sponsors several popular family events during the year. These include the Great Road Race, Heritage Days, Winter Family Day, Boston Bus Trips, and occasional events like the New Year's Eve Party. In addition, a scholastic gift is given.

The Volunteer Fire Department, in addition to fighting fires, sponsors community and educational events that are enjoyed by the Town.

The Conservation Committee promotes the preservation of the Historical and Archaeological features. It also assists the Selectmen and other town committees in the maintenance of the natural environment and ecology of the Town.

Recently the committee has worked on shell fish ordinances, recycling, and Island clean-up day as well as being involved in updating the History of the island for the Comprehensive Plan.

RECREATION

Under the direction of the Westport Recreation Committee, a consistent schedule of social events and village improvements is carried out. A basketball backboard has recently been installed at the Town Hall and further recreational plans are underway.

Many of the customary recreational facilities for a town which would revolve around a school location, ie. ball fields, playgrounds, etc. are not required since out school needs are provided by, at present, the Town of Wiscasset. It seems unlikely that Westport will ever have a school within the Town limits.

Westport enjoys a variety of recreational assets. There is resident access to the water at the Ferry Boat Landing. Also, we have 8 acres of Town property with 1200 feet of waterfront at the North End on Clough Point. On this Island, we can go boating, swimming, fishing, clamming, hiking, hunting, snowshoeing, snowmobiling, cross-country skiing, skating, and sledding.

As far as regional recreation is concerned, both Bath and Boothbay have YMCA's and there are programs connected with both of them.

Wiscasset has tennis courts, outside basketball courts, and a community playground which are open to the residents of the surrounding towns.

The Wiscasset Recreation Department frequently sponsors trips and activities during the year in which the residents of the surrounding towns may participate on a "space available" basis.

MARINE RESOURCES

Although Westport is an island, we have no place that can be truly called a harbor, no place that provides shelter for more than a limited number of boats and that has sufficient depth for secure mooring on a 24 hour basis.

There is one marina on the north end of the island on the Back River side, the Sheepscot Marine. With the exception of fuel, this is a full service facility. It has a travel lift. Electricity and water are available at the dock. Winter/summer storage, mechanical work, and repairs in both fiber glass and wood are available. Several moorings are available, as well as dock space. Westport boats can obtain diesel and gasoline from a nearby marina across the Sheepscot in Edgecomb.

The Ferry Landing is a boat launching area on Westport with some space for parking cars and trailers. Also easily accessible in Wiscasset to Westport residents are two public ramps at the town dock, and another adjacent to Maine Yankee on the Back River, opposite Westport's Ferry Landing.

An increasing number of lobster traps are being set in the waters around Westport Island, and between the north end of Westport and the Wiscasset harbor. Increased boating increases the risk of damage to pots and equipment. Barge traffic planned for the Dragon Cement transfer station to be built in Wiscasset may cause problems when boating traffic is heavy, particularly in the first six miles or so of the Sheepscot from Wiscasset harbor south between Westport and Edgecomb.

There are tidal mud flats at various locations around Westport which yield marine worms.

From 1979 to 1988 there was some very small scale shellfish harvesting around Westport, with a total value of about \$110 in 1979, \$15 in 1986, and \$3 in 1988, and nothing for the years since, according to figures supplied by the state. All shellfish areas around Westport are currently closed due to pollution. The current tightening of regulations concerning overboard discharge systems will help the pollution situation. Wiscasset is renovating and expanding its sewage treatment facility, and hopefully completion of this project will contribute significantly to improve the water purity of the Sheepscot to the point where shellfish may again be harvested in the waters originating with the Sheepscot. Pollution of the flats on the Montsweag Bay side of the island probably comes from the Kennebec River, so that it is unlikely that pollution on

that side of the island will clear up until Bath's water treatment facility is improved. In preparation for the day when clamming is again permitted, the town has already begun setting aside funds to cover the costs of policing the flats, a step which the state requires before it will approve a local shellfish ordinance. Consideration should be given to having the ordinance cover worming as well as shellfish harvesting. Once the pollution problems have been overcome, several of the surrounding towns will have an interest in insuring that persons harvesting on the flats are properly licensed, and this policing function can probably be done most economically by a cooperative effort on the part of these towns.

Water quality on the rivers surrounding the island is a matter of considerable importance to the character of life on Westport. This is obviously a regional matter, and if Westport is to have any input on the matter, cooperation with neighboring towns, particularly those with shorelines along the Sheepscot, is essential.

GROUNDWATER

Geologically, Westport is made up of bedrock, covered for the most part with thin, relatively poor soils. A full-scale hydrogeological study of Westport island has never been conducted, and probably never will be because of the cost. But based on information from state officials, from a representative of a local engineering firm, and from hydrogeological studies of surrounding areas, all indications are that the island's fresh water supply is contained in fractures within the underlying bedrock, fractures which generally trend north-south, along the length of the island. The source of the water within these fractures does not appear to be aquifers coming from off island sites. Westport's water is apparently derived entirely from what rain falls on the island. In general, the quantity of water available is adequate for the island's foreseeable needs, though heavy demand during dry summer periods has apparently led to some cases of salt water intrusion among wells along the shoreline.

Although quantity of water, at least for the near future, is not a matter of concern, quality of water is! Bedrock aquifers, as opposed to more porous sand/gravel aquifers which have a natural filtering capability, are relatively easy to pollute. Quantities of pollutants as small as a few gallons can often travel long distances down and along bedrock fissures, and still remain concentrated enough to contaminate large quantities of fresh water. In 1989, for example, a small leak from an underground fuel tank in Friendship, Maine, polluted 38 private wells, causing extensive hardship, liability, and loss of property value to the whole town. A striking example of the longevity of the threat from such fuel tanks exists in Hawaii, where fuel oil from the tanks of the battleship Arizona, sunk in the attack on Pearl Harbor more than 50 years ago, still stains the water above the ship's resting place.

Some unused underground fuel tanks have been removed from Westport, and others are slated by the DEP for eventual removal. However, there are other threats to water quality. Road salt washed off the roads can harm water from nearby wells. Herbicides and pesticides used for agricultural or even lawn purposes carried by wind and groundwater are common sources of pollution, even for surprisingly distant wells.

Water and septage make strange bedfellows and it seems poor manners to mention them in the same breath, but the quality of drinking water is directly related to the proper care of septage. Material from faulty or overloaded septic systems can contaminate water sources with harmful bacteria or viruses. It seems safe to say that, certainly within the next ten years, Westport will not have public water, public sewage, or a sewage treatment plant. The island's citizens will continue to depend on private wells and individual septic systems, with all the associated vulnerabilities.

Given the vulnerability to pollution of the island's water supply, the Comprehensive Planning committee recommends that a small scale hydrogeological study, similar to the one contracted for by the Town of Edgecomb, be undertaken by Westport, to develop information about the following issues, as well as others which may be pertinent:

1. Whether all parts of the island have adequate water for levels of growth that might be encountered over the next decade, or whether some areas are currently close to capacity.
2. Whether there are locations on the island with particularly strong water resources which could serve as reserve areas, to be protected and preserved for possible future use in the event an area's wells become polluted.
3. Establish a data base of information about the island's wells and their water, based on existing records and the results of a new survey, to include such factors as type, location, age, depth, flow rate, usage, and quality.

To insure the protection of the island's water, it would be prudent to require that applicants for large developments and large commercial projects be required to submit the results of hydrogeological studies to verify that these projects will not make unreasonable demands of the water available on the land involved, and will include adequate provision for the disposal of septage and any hazardous materials used on or generated by these projects. Similarly, the town should continue to rigorously enforce the state plumbing codes, should encourage the use of state-of-the-art septic system technology, should encourage regular pumping of septic tanks, and finally should work with the state to encourage the phasing out of existing overboard discharge systems.

CRITICAL NATURAL RESOURCES

GENERAL DISCUSSION

1. WETLANDS

Wetlands include seasonal flood basins, inland shallow and deep marshes, open fresh water, swampland, coastal shallow and deep marshes, sounds and bays.

Their soils, whether or not covered by standing water year round, are sufficiently saturated to provide poor drainage and can have high seasonal water levels. These areas are beneficial by storing water and slowing down the passage of water to reduce water level fluctuations during dry periods.

In addition, they are important to all wildlife.

2. WILDLIFE

Since we agree that "living" is richer if fields, streams, coves, ponds & woods are not barren but alive with an abundance of trees, plants, animals, birds and marine life...we try to understand how this Island may be shared by all life.

We know that all life forms need unpolluted land and water, and they must have a certain amount of space.

ANIMALS

Most animal species travel near streams, ponds, and marshes within a 250 foot lane on either side. A mixture of fields, mature timber, and young growth is also essential.

Deer need wintering areas of dense undisturbed woods (deer yards) to survive the critical winter months. In addition, they require a variety of feeding range areas and corridors between. For example, it takes approximately one square mile of undeveloped land to support 20 deer.

BIRDS

There are 182 bird species that may be found at times in our area, including waterfowl, shore birds, ground birds, hawks, eagles, and a wide variety of other species.. Each has its own habitat requirement for survival, but a relatively small percentage of these will be seen around homes and home feeders. They await discovery in the woods, fields, and coves.

Bird populations are directly influenced by the human use of their habitat, and most species will decline as development increases.

MARINE

Water life probably has a more direct effect on the economy of many of our residents than any of the other wildlife resources. Fishing, clamming, and worming are income sources, and they are also the most directly affected by human waste effluent.

3. SCENIC

As rapid unplanned development permanently scarred the landscape of towns like Boothbay Harbor and Freeport, residents of nearby towns learned the true worth of scenic value to their quality of life. We rediscovered that we are affected negatively or positively by what we SEE as we make our various daily journeys.

If Route 144 looked like Route 1, the quality of our visual life would be severely diminished as we travel to and from our homes.

This scenic value is composed of:

- Trees
- Fields
- Water
- Wildlife
- Orchards and farms

In Summary:

In the words of William Penn:..."to live in a city is to surround yourself with the works of men; to live in the country is to surround yourself with the works of God."

And from a letter written by George Washington:..."there is far more gratification in protecting the earth than there is in all the glory received from ravaging it."

INVENTORY AND ANALYSIS

The Town of Westport contains no areas identified as "critical" under Maine's Critical Area Program, and no areas are currently under consideration for inclusion in that program. The Town of Westport contains no areas identified as rare and endangered natural features under the Maine Natural Heritage Program. Westport does contain, however, natural resources of interest and importance which are worth preserving. Locally, the virgin stand

of red pine-red spruce on Thomas Point and the Tidal Falls at the Lower Hell Gate off the Tyler Islands are well-known.

Westport is one of the towns included in the publication, "Significant Fish and Wildlife Resources of Mid-Coastal Maine" (1989), produced by the Maine Dept of Inland Fisheries and Wildlife. The "Significant Fish and Wildlife Resources of Mid-Coastal Maine" is referred to in this section as "the publication."

1. WETLANDS

The publication identifies eight wetland areas in Westport. There are in Westport also several other lowland areas which if not technically wetlands, resemble wetlands. The boundaries and sizes of these wetland areas are shown on the Land Use Maps included in this Comprehensive Plan.

The eight wetlands identified in the publication are:

- a. Half mile West of Tarbox Cove
- b. Anderson Bog
- c. Doggett Road
- d. NE of Knight Cemetery
- e. Heal Pond
- f. Squam Creek
- g. E of Tarbox Cemetery
- h. S of McCarty Cove

One of these, Anderson Bog (also called the Meadow Pond), is classified as "high" value, four are classified as "moderate" value (1/2 mile W of Tarbox Cove, Doggett Road, NE of Knight Cemetery and Squam Creek), one is classified as "low" value (E of Tarbox Cemetery and S of McCarty Cove).

Four of the identified wetlands are afforded protection under Westport's Shoreline Zoning Ordinance (rev. 6/11/88) and are classified as "pond districts". These are: Squam Creek Marsh (Squam Creek), Heal's Upper Mill (Heal Pond), Meadow Pond (Anderson Bog) and Beaver Pond (connects to the wetland referred to as Half Mile W of Tarbox Cove).

Little is known about the value of the two wetlands the publication classified as being of unknown value, or of the lowland areas not identified as wetlands by the publication. Westport should consider having its wetland and lowland areas surveyed by a biologist to ascertain their value as wildlife habitats in order to decide what further protection by may warranted.

2. WILDLIFE

- a. Wildlife concentration areas

The publication identifies eight locations in Westport as "coastal wildlife concentration zones". The eight wildlife concentration areas identified in the publication are:

- Brookings/Hockomock Bays
- Montsweag Bay
- Greenleaf Cove
- Whittam/MacMahan Islands
- Knubble Bay
- Hodgdon Ledge
- Upper Mark Island
- Quarry Point

One of these, Brookings/Hockomock Bays, is classified Class A, meaning "significant on national or state level". The other seven are classified Class C, meaning "significant on the local level". These areas are afforded protection under Westport's Shoreline Zoning Ordinance.

b. Deer Yards

The publication identifies three locations in Westport as deer wintering areas. Their locations are shown on the Land Use Map. The three wintering areas identified in the publication are:

1. Area from Tarbox Cove to Route 144 bordered by East Shore Road.
2. Area W of Rum Cove between Greenleaf Road & Fowles Point Road in center of island.
3. Area from Heal Cove to Squam Creek.

The Heal Cove area is of unknown value. The two other areas are classified "moderate" value.

c. Seal Haul Outs

The publication identifies two locations in Westport as "seal haul outs" or places used by seals for pupping and resting. The two seal haul outs identified in the publication are: Upper Mark Island and Greenleaf Cove. These are uninhabitable rocks several hundred feet off shore. Seals are sensitive to human presence and to oil pollution. Going ashore or creating disturbances in the immediate vicinity of these seal haul outs should be discouraged.

d. Colonial-Nesting Seabird Islands

The publication identifies one location in Westport as a "colonial-nesting seabird island": Upper Mark Island. This is an uninhabitable rock several hundred feet offshore. These birds are sensitive to human presence. Going ashore or creating disturbances in the immediate vicinity of this

island should be discouraged especially during the nesting season, April 1 - August 15th.

e. Other

The publication identifies two locations around Westport as fisheries: the Sheepscot River and Squam Creek but indicates their value as unknown. The publication notes the following were not observed: wading bird colonies, bald eagle nesting sites, least tern/piping plover nesting sites or "other areas of special concern." Shorebird roosts were not surveyed.

3. SCENIC AREAS

There are five places in Westport where views from the road, water and waterfront, coves, or ponds are particularly scenic. These are identified on one of the Land Use Maps. These places are located at the Westport Bridge, the Squam Creek dike bridge, the Heal Cove-Heal Pond dike bridge, the Long Cove bridge and the East Shore Road overlook opposite Hodgdon Ledge.

There are also eight areas along the roads of Westport where there are concentrations of particularly mature trees. These are shown on the same Land Use map. These areas are: The North End Road, three stretches along the Main Road, most of the West Shore Road, the lower stretch of the East Shore Road and Fowle Point Road.

In addition to the areas mentioned above, there are stretches along all of Westport's secondary roads (which are mainly gravel roads) which are still sparsely populated. Their lack of development adds to the rural charm and atmosphere of the Town. These roads include the Greenleaf Cove Road, the Sortwell Road and the Old Post Office Road.

Inconsiderate development in terms of residences or inappropriate development in terms of road improvements could pose a threat to these many scenic areas.

HISTORIC AND ARCHAEOLOGICAL RESOURCES

The Maine Historic Preservation Commission currently lists three areas of Inventory data for Municipal Growth Management Plans. They are:

1. Pre-historic Archaeological sites
2. Historic Archaeological sites
3. Historic building, structures, objects.

Westport has eleven pre-historic archaeological sites. All are shell middens (heaps) located on the Sheepscot River in the Shoreland zone. Seven of these sites are not considered significant. Of the remaining four, enough is not known about three of them to make a determination but the fourth may be eligible for the National Register.

In the area of Historic Archaeological there is the site of Fort McDonough. This was in the form of a five pointed star. These works were constructed of earth and logs and mounted with six eighteen pounders. A ship trying to pass between Fort Edgecomb and Fort McDonough would have had to make several tacks before getting on a course to make Wiscasset Harbor. If a landing in force was made against McDonough, the guns would have been spiked and the men would have moved to Edgecomb protective works.

Under Historic buildings, we have the Squire Tarbox Inn and the Josiah K. Parsons Homestead, both of which are in the National Register. Also, the Westport Town Hall, which was built around 1800 as a church, acquired by the town in 1885, and used as a Town Hall ever since.

There are places where old saw mills and grist mills powered by water once stood but except for old pilings, nothing remains today.

LAND USE PLAN

I. INVENTORY AND ANALYSIS OF EXISTING LAND USE

BACKGROUND

Westport is a long, narrow island, whose northern end is about a mile south of the center of Wiscasset, on the Sheepscot River. The island runs roughly north-south. The Sheepscot divides around the island, with the main channel, the Sheepscot River proper, flowing down its eastern side. The Sheepscot maintains a depth of about 70 feet as it flows past Westport, and is never narrower than about one quarter mile. On the western side of the island, the Sheepscot becomes the Back River, a much shallower though usually broader body of water. About halfway down the island, the Back River flows into the Sasanoa River, which continues southward along past Westport's southern end. Most, though by no means all, of the boat traffic passing along the island uses the deeper and more navigable Sheepscot, on the eastern side. All of the waters surrounding Westport are salt, with a tidal rise of about 10 feet.

Geologically speaking, Westport owes its existence to the long spine of bedrock which forms it and which runs down its length, a distance of about 10 miles. Where ledge is not exposed on the surface, soil is typically quite shallow, ranging in depth from several inches to several feet in most places. The northern six miles or so of the island are quite narrow, extending from about one quarter to one mile in width. There is an appreciable broadening on the southern end, so that the island's width reaches as much as two miles in some places. On the northern end, the central ridge is about 100 feet above sea level at its highest points. At the southern end, one hill reaches 150 feet. Approaches to the water on the western side are generally gradual, but are often precipitous on the Sheepscot side. Westport's land area is 8.9 square miles, or about 5,696 acres.

Westport is connected to the mainland by a single, high span, two lane bridge on state Route 144, which crosses the Back River from Wiscasset at a point about one and one half miles south of the island's northern end. Route 144 then curves south down the length of the island, until it reaches Westport's southern extremity nine miles later. Route 144 is the island's main traffic artery. A fact of life on Westport is the island's proximity to the Maine Yankee nuclear power station in Wiscasset, located just across the Back River, about three miles down the island from its northern end.

RESIDENTIAL DEVELOPMENT

Westport's population according to preliminary US census figures for 1990 is 655 persons. This gives an average population density of 73.6 persons per square mile, or .1 persons per acre. This compares with 52.6 per square mile for the neighboring town of Edgecomb. As indicated on the Housing and Subdivisions Map, Westport's residences are not distributed evenly. The northern quarter of the island is almost completely subdivided, and many lots have been built on. Other groups of homes are found in the central part of the island along Route 144 and the nearby eastern shore area. On the island's southern end, there is a long string of homes along the Sheepscot shore area, and small groups in the coves on the Sasanoa side.

However Westport does not have an area that would clearly qualify as a village center. Near approximations are a small group of houses near the Fire House and the Tax Office on Route 144, about four miles down the island from the northern end, and another small group near the Town Hall and adjacent Community Church about three miles further south. While there are a number of small businesses scattered about the island, there is nothing that could be called a commercial center.

SEASONAL RESIDENTS

There are an appreciable number of people who summer on Westport. In 1989, 39% of all housing on the island was seasonal, amounting to about 154 homes. Some of these are primarily for weekend use. Although reliable data is not available, on the average, over the course of the summer, seasonal residents might amount to about a quarter of the island's population. Many of these people have been summering on Westport for years, and blend in easily with the year round population. Given the paucity of public services here, it can scarcely be said that they represent much pressure on Westport's facilities. However, they do avail themselves of some of the island's drinking water resources, and do increase the burden of septic waste the island must absorb. At the same time, they represent a smaller drain on the island's limited water and sewage disposal resources than full time residents on that land would create. The seasonal residents are, in any case, a factor to be considered in plans for Westport's future growth.

COMMERCIAL AND INDUSTRIAL USE

There are about 23 small businesses active on Westport. Most are one or two person enterprises. The largest of these small businesses are the Sheepscot Marine, which employs three or four persons during the boating season; the Squire Tarbox Inn, which employs up to 12 persons during the summer season; and the Frank Cromwell Construction firm, which employs a total of about 5 persons. In addition to these three firms, there are an additional 20 or so persons running businesses on or around the island: seven contractors, a small woodworking shop, one or two crafts shops, a two person printing shop, 3 fishermen/lobstermen, several repairmen, several people active in real estate, and a few other persons offering various sales or professional services. There is no industry on the island. There is no grocery or convenience store currently operating on the island.

Most of these business activities operate out of the owner's home, and they are scattered up and down the island. At this stage of the island's development, there is no existing section of Westport that could in any sense be considered a commercial area.

As discussed earlier in the section dealing with Westport's Economy, there is virtually no tourist business on the island, with the single exception of the Squire Tarbox Inn and Restaurant.

Since 1974 there has been little change in the commercial use of land or the business use of buildings. This is due in part to the geographical location which makes property on Westport less than ideal for business purposes, and in part to the relatively high cost of taxes, services, and transportation as compared to surrounding communities.

Most commercial users on Westport are confined to Route 144 and are in homes or in combination with dwelling units.

In the Comprehensive Planning Board's 1988 Survey, limited commercial use of property was indicated, and use of any description should be harmonious with both natural areas and present structures. There should be no pollution of natural resources. We should allow the retention, expansion, or creation of small businesses provided:

1. The scale and intensity of the business activity is in keeping with the rural character of the Town.
2. The businesses do not overtax either the Town's natural resources or roads.
3. The use is carried out in a way which protects neighboring properties from adverse impacts from noise, odors, drainage, or visual factors.

AGRICULTURAL AND FORESTRY ACTIVITIES

Despite the undoubted rural character of Westport, agriculture of a commercial nature is virtually non-existent on the island. Animal husbandry is limited to a herd of 13 goats at the Squire Tarbox Inn which supply milk for the production of 2000 pounds of cheese per year.

There is no regular commercial forestry activity on Westport. Some residents participate in the Maine State Tree Growth Program. State figures for 1988 indicate that a total of 499 acres were in Tree Growth on Westport: 175 acres of softwood, 70 acres of hardwood, and 254 acres of mixed hard/softwood. According to Westport Tax Maps revised to April 1, 1989, there were 10 tracts in tree growth, amounting to 546 acres.

PUBLICLY OWNED LAND AND BUILDINGS

The Town of Westport owns the Town Hall, and owns or controls several tracts of land. These include the approximately 1 acre lot on which the Town Hall is located. A 6 acre plot next to the Fire House was donated to the town to permit enlarging the Fire House and as a site for a future Senior Citizens Center. The town also owns the 7.1 acre Clough Point tract on the northern end of the island, deeded to Westport for recreation use; this section includes 1200 feet of shoreland along the Back River. Westport also owns an additional 5 or 6 acres in small pieces scattered about the northern end of the island. The town also owns the land making up its 16 miles of town road, amounting to about 64 acres. This includes the old Ferry Road, which dead-ends at the Back River, thus providing public access to the water for boating.

LARGE UNDEVELOPED TRACTS OF LAND

The table below gives a reasonably accurate picture of how land on Westport has been divided. The data has been taken from Westport Property Maps, revised to April 1, 1989. Most of the island's residents live on small plots of land of less than 6 acres in size. There are 547 such plots, out of a total of 722 plots, and this amounts to about 29.4% of the island's total area of 5,696 acres. 49.8% of the total is in tracts of greater than 20 acres. A look at the Property Map shows that some of these larger tracts include prime waterfront footage. Although some of the land in these larger tracts is occupied by ponds and wetlands, and some is too steep or could not meet septic waste disposal criteria, and thus could not be built on, it is clear that there is still attractive real estate available on the island that could be subdivided and developed.

TABLE

Distribution of Lots on Westport Island by Size

| <u>Lot Size</u> <u>(in acres)</u> | <u>Number</u> <u>of Lots</u> | <u>Acreage</u> | <u>Percent of Total</u> <u>Westport Acreage</u> |
|--------------------------------------|---------------------------------|----------------|--|
| Less than 6 | 547 | 1673 | 29.4 % |
| 6.1 to 20 | 113 | 1182 | 20.8 % |
| 20.1 to 40 | 38 | 1073 | 18.8 % |
| Greater than 40.1 | 24 | 1768 | 31.0 % |
| Totals | 722 | 5696 | 100.0 % |

WESTPORT ORDINANCES AFFECTING LAND USE

Shoreline Zoning Ordinance

This state mandated municipal ordinance regulates residential and commercial construction and certain other activities within the land area 250 feet from the high water mark of any pond, river, or salt water body.

Establishes a Pond District around 4 Westport ponds and marshes within which review and approval of construction is required, and sets various minimum dimensional requirements, including 2 acre lot size, 200 feet shoreline frontage, and 100 feet shoreline setback for single family dwellings.

Establishes a Rural Residential District of the remaining shoreline zone, designates permitted land uses, and sets various minimum dimensional requirements, including 2 acre lot size, 150 feet shoreline frontage, and 75 feet shoreline setback for single family dwellings.

Minimum Lot Size Ordinance

For area outside the Shoreline Zone, sets various minimum dimensional requirements, including 1 1/2 acre lot size for single family dwellings, 1 1/2 acres for each family living unit for 2 family or multiple residential dwellings, and 3 acres for commercial and industrial structures.

Building Code Ordinance

Regulates construction, location, relocation; and replacement of structures including requirements for permits, minimum lot sizes, building standards, appeals and variances.

Cluster Residential Development

Permits Planning Board to approve cluster residential developments in all residential districts, provided that overall residential density does not exceed the density that would be permitted if lots conformed to district requirements, and that no individual lot size be reduced to less than 50% of that required by the district.

Subdivision Standards and Procedure

Establishes criteria for use review and approval of minor (3 to 5 lots) and major (more than 5 lots) subdivisions.

Mobile Home Ordinance

Establishes minimum standards governing the construction, operation, maintenance, and inspection of mobile home parks, including issuance of permits; inspections; location, space, and general layout; roadways, service buildings, sanitation, electricity, alterations and additions.

II. LAND USE GOALS AND POLICIES

Westport's unique character is an amalgam of factors. Westport is a small island, isolated in numerous ways from the mainland. The sense of separation is heightened by the fact that the link to the mainland is a single bridge. Despite the fact that there is no commercial agriculture practiced on Westport, the appearance and atmosphere are rural, partly because of the abundance of wooded areas, partly because of the scattered placement and low density of homesites, partly because there are very few signs of commercial activity, partly because there are few multifamily buildings, and partly because there are no developments with streets and homes that are obviously laid out on a grid. If this rural character is to be preserved, then future development on the island will have to be carried out in ways which will minimize damage to the factors that make up that character.

The section dealing with population gives some indication of how rapidly the Westport has grown since 1960. Some residents are concerned that population growth, if allowed to continue, will mean the end of Westport's unique atmosphere. Others believe that some change is inevitable and that nothing should be done to check growth. Most would agree that continued growth of the island's population is probably inevitable. The decline in population pressure that currently exists may last for several years, but is bound to resume eventually. The pace of home building on Westport had begun to fall off by 1989 and 1990, as indicated by the sharp drop for those years on the graph of New Septic System Permits. This decline mirrored the general drop in real estate activity throughout Maine and New England that began at about the same time. How long it will be before Maine and the nation recover from the recession which followed the real estate slump, to the point where new home construction on Westport begins again in earnest, is impossible to predict. But the pause in the island's growth, however brief, does provide a breathing space in which to take some steps to protect those aspects of Westport's character which residents would like to see preserved as far into the future as possible.

As the data presented earlier in the section dealing with Westport's economy make clear, there are sharp financial limits to what Westport can undertake. For the reasons discussed earlier, tourism will probably never provide much public revenue for Westport. Given the island's somewhat isolated situation, commercial activities that could generate tax revenues of any consequence are unlikely to be established here. The cost of land, pushed up by the proximity to water and by the pressure of the real estate boom of the mid-eighties, is now probably too high to make it cost-effective for even light industry to settle here. Westport is basically a bed room community, with most of its residents earning their income on the mainland. The factors which have created this situation are unlikely to change. For all of these reasons, the single significant source of public revenue is likely to remain property taxes. Unfortunately these have reached a very high level on Westport, as in other Maine communities. From 1970 to 1990, taxes on property in the Town of Westport have gone up by a factor of 7.8, from \$51,645 to \$405,009. During that same period, the population went up by a factor of 2.9, from 228 to 655. That is, during this twenty year period, town property taxes went up about 8 times, while the population that had to carry those taxes increased only about 3 times.

The factors mentioned above - the island's limited land area and population, its isolation, the fact that it is primarily, though not exclusively, a bed room community for residents employed in surrounding towns on the mainland, that it lacks any commercial, agricultural, or forestry base of its own, and finally, its very limited financial resources - these factors suggest that the island's growth management needs are likely to be less complex than those of some of the surrounding towns, and, since financial resources are so limited, they must be carefully prioritized. The principal goals, as they relate to land use, would be:

- o Protection of the island's rural, un-commercial character.
- o Protection of the island's water supply.
- o Protection of the island's environmental assets, including the rivers which surround it.
- o Reasonable regulation of commercial and residential development to protect against damage to the above goals.

According to the Comprehensive Planning and Land Use Act, Westport's Comprehensive Plan must identify and designate at least two basic types of geographic areas: Growth Areas and Rural Areas.

Growth Areas are defined in the Act as "those areas suitable for orderly residential, commercial and industrial development forecast over the next 10 years."

Rural Areas "are those areas where protection should be provided for agricultural, forest, open space and scenic lands within the municipality."

Land use planning for Westport must be consistent with existing state legislation, and must be tailored to meet the island's situation and its needs, as they can be foreseen over the next decade. There is a wide range of views among Westport residents about what directions land use planning should take, and the degree to which land use planning should be allowed to infringe upon a land owner's right to do with his property as he sees fit. The views and desires of the residents of Westport must be given due consideration in determining the objectives of the Comprehensive Planning Act.

For Westport, the required division into Growth Areas and Rural Areas is quite arbitrary. The island has no commercial agricultural or forest activities to protect. The population projected for the next decade amounts to 829 persons. Since the projected average household size for the year 2000 is 2.5 persons, and assuming the vacancy rate continues at 7%, approximately 119 additional homes will be needed. Some of these new homes will probably be built on already subdivided vacant lots in Rural Zone shore lands. Others will be built on lots in the island's interior, which to a large extent will be designated as Growth Area. And some of the needed new housing will probably come from the conversion of seasonal homes to year round use.

We do not wish to limit the Growth Area to a size that would just accommodate the housing projected for the decade, because to do so would not do justice to Westport's circumstances nor to the desires of its citizens. To limit the size of the Growth Area would be to group all new residential construction for the next decade into a single small area or group of areas. But it is the belief of the Comprehensive Planning Committee that most Westport residents would not want such a restriction, because there is no compelling justification for it. There is no "town center" in Westport, around which most new residential construction could naturally be grouped. There are no town facilities to speak of that could be more efficiently used if new residential construction were more tightly grouped. On the contrary, grouping new construction in this way would only tend to increase the pressure on the underground fresh water supply in the area selected, as well as to increase the ever present risk of pollution of the fresh water supply by concentrating septic waste disposal systems in a limited area. All indications are that most residents would prefer to have new

residential construction scattered about the island to preserve to the extent possible the rural, sparsely settled look that now characterizes Westport.

For the reasons cited above, to make the concepts of rural and growth areas better fit Westport's circumstances, we propose that Rural Areas be understood primarily as areas where greater limits on residential or commercial development are imposed, in comparison with those imposed in the remaining parts of the island designated as Growth Areas.

Rural Areas

- o The 250 foot strip around the perimeter of the island and its fresh water wetlands covered by state and Westport Shoreland Zoning. (Approximately 970 acres.)
- o All wetlands protected by Shoreland Ordinance. This consists of 4 wetlands identified by the state Department of Inland Fisheries and Wildlife, classified by Westport as Pond Districts. (Approximately 165 acres.)
- o All land on Westport in Tree Growth. (Approximately 546 acres.)
- o The 3 deer yards on Westport designated by the Department of Inland Fisheries and Wildlife. (Approximately 225 acres.)
- o The town owned Clough Point Recreation Area on the north end of the island. (Approximately 8 acres.)
- o The 2 areas on Westport covered by long term conservation easements: Hubbard Point and the Bonyun tracts. (Approximately 137 acres.)

Limited development of these areas to be achieved by existing State law and town ordinances and the additional measures listed in the Implementation Strategy Section of this plan.

Growth Area

The Comprehensive Planning Committee recommends that the remainder of the island's interior land not contained in the Rural Area, be designated as the island's Growth Area, to be used for residential, home occupations, home-based businesses, and limited light commercial purposes. Growth management is to be achieved by existing state law and town ordinances, and additional measures as contained in the Implementation Strategy Section of this Plan. We see no need to recommend additional incentives to encourage development in the Growth Area; growth will naturally concentrate on the island's interior as the limited acreage along the shoreline is built out. To reduce the acreage requirements on portions of the island's interior would put further pressure on the island's limited ability to absorb sewage, and risk endangering the quality of the island's water supply.

A Building Code Ordinance, an ordinance permitting cluster residential developments, an ordinance establishing criteria for use review of minor and major subdivisions, and an ordinance establishing minimum standards for mobile home parks are all in existence on Westport at the present time. In order to fill a major gap in the town's ability to manage growth and protect ground water quality, the Comprehensive Planning Committee recommends an ordinance be passed requiring review and approval of all new commercial, non-residential development along the lines laid out in the section of this plan containing Policy and Implementation Strategy. In order to better understand what additional steps might be required to protect the ground water supply, this committee also recommends that the town consider contracting out a modest hydrogeologic survey of the island, using state or federal funding when available. Further recommendations to encourage orderly growth and development and to maintain Westport's rural character are contained in the Policy and Implementation Strategy section of this plan.

INVENTORY OF FISCAL CAPACITY

Revenues:

Westport's Annual Report for 1989 and 1990 shows total income from all sources as follows:

| | <u>1989</u> | <u>1990</u> |
|-----------------------------|-------------|-------------|
| 1. Real estate taxes | \$315,592 | \$405,008 |
| 2. Excise taxes | \$ 77,921 | \$ 79,779 |
| 3. State highway funds | \$ 25,000 | \$ 25,000 |
| 4. State snow removal funds | \$ 21,216 | \$ 22,761 |
| 5. School subsidies | \$ 68,785 | \$ 50,360 |
| 6. Other income | \$ 88,833 | \$ 52,560 |
| Totals | \$597,347 | \$635,468 |
| 7. Fire station loan | - | \$ 90,000 |
| Totals | \$597,347 | \$725,468 |

Expenditures:

There have been no significant capital expenditures by the Town of Westport for several years. The town voted in 1990 to build an addition to the Fire Station, to cost not more than \$100,000. The project was to be financed by a loan of \$90,000, paid off within 10 years, with the balance to come from current income. Interest from the town's tax relief reserve fund seems to be able to cover most of the annual loan payment.

Plans are underway to consider building Town Offices, to cost not more than \$40,000. Whether any borrowing will be needed is not yet clear. The island's other major capital expense, school bus replacement, is funded through annual allocations from current funds.

The town makes use of an annual tax anticipation note, usually borrowed in March, and paid off in December. The 1991 note was for \$125,000.

Unless the town finds itself obliged to borrow for some unanticipated emergency, it should be able to get along without significant borrowing of any sort.

FISCAL CAPACITY

The spreadsheet which follows this section, entitled "Town of Westport Warrant Appropriations," displays the town's budget on an item by item basis, as it appeared in the Town Warrant each year from 1977 to 1990. While not as precise a measure as the actual expenditures for each year, the warrant appropriations do give a reasonably accurate indication of how the island's income and expenses have been developing. The projections for 1995 and 2000 have taken into account a 4% increase in costs due to inflation.

As the spreadsheet shows, total appropriations rose at a rate of approximately \$40,000 per year from 1983 through 1986. In 1987, the total amount increased by \$138,331, due mainly to increased tuition costs and has increased by \$33,951, \$75,182 and \$108,891 respectively for the years through 1990.

Much of the recent change was generated by the addition to the firehouse, increased funds for road improvements, and a steady upturn in education costs.

Looking ahead, we see additional monies needed to support the Wiscasset Transfer Station once the Wiscasset Town Dump closes. Education costs will almost certainly continue to increase. Between 1989 and 1990, the Warrant Appropriation for education rose 25.1%, and between 1990 and 1991 the increase was 32.6%. With the exception of some Special Education children, Westport's children attend the Wiscasset schools on a tuition basis. A large part of the most recent increase in education costs was due to a 13% increase in the state established tuition rate limit, and a sharp rise in the cost of the town's Special Education needs. Westport's valuation by the state has increased, and this led to a reduction in financial assistance from the state for education. If the recent past is any guide, increases in school costs like these will continue. In addition to these factors causing increased costs, the increase in the island's population projected for the next decade will probably mean an increase in the number of Westport students, which will push up costs. Also, the Wiscasset School Committee has voted to increase the cost of tuition for each tuition student by 5% per year for the next five years, until the tuition reaches 75% of the maximum allowed by the state Department of Education. Tuition for out of town students is currently at 50% of the state limit.

Westport, although a close neighbor of Maine Yankee, receives no taxes from them other than those received on the small parcels of land which Maine Yankee owns on the island. Nor is there any other industrial or commercial base from which to draw revenue. By and large all money raised by Westport derives from residential property owners. Given the state's declining economic position, there is little likelihood of any increased assistance from the state in the near future. On the contrary, Westport's increased state valuation has led to a reduction in state financial assistance for education. Adding to the pressures on property

owners is the likelihood that the state income and sales taxes will be increased to deal with the decline in state revenues caused by the recession. Under these circumstances, every effort must be made by Westport's officials and representatives to hold the line on expenditures. This is one reason why the Comprehensive Plan Committee has recommended in the Policy and Implementation section of this Plan that the Selectmen develop a Capital Investment Program to review and budget for significant anticipated town needs well in advance; and that the School Committee examine all options for Westport, in cooperation with the other towns who send tuition students to Wiscasset, to deal with our financially costly dependence on Wiscasset schools, without diminishing the quality of our children's education.

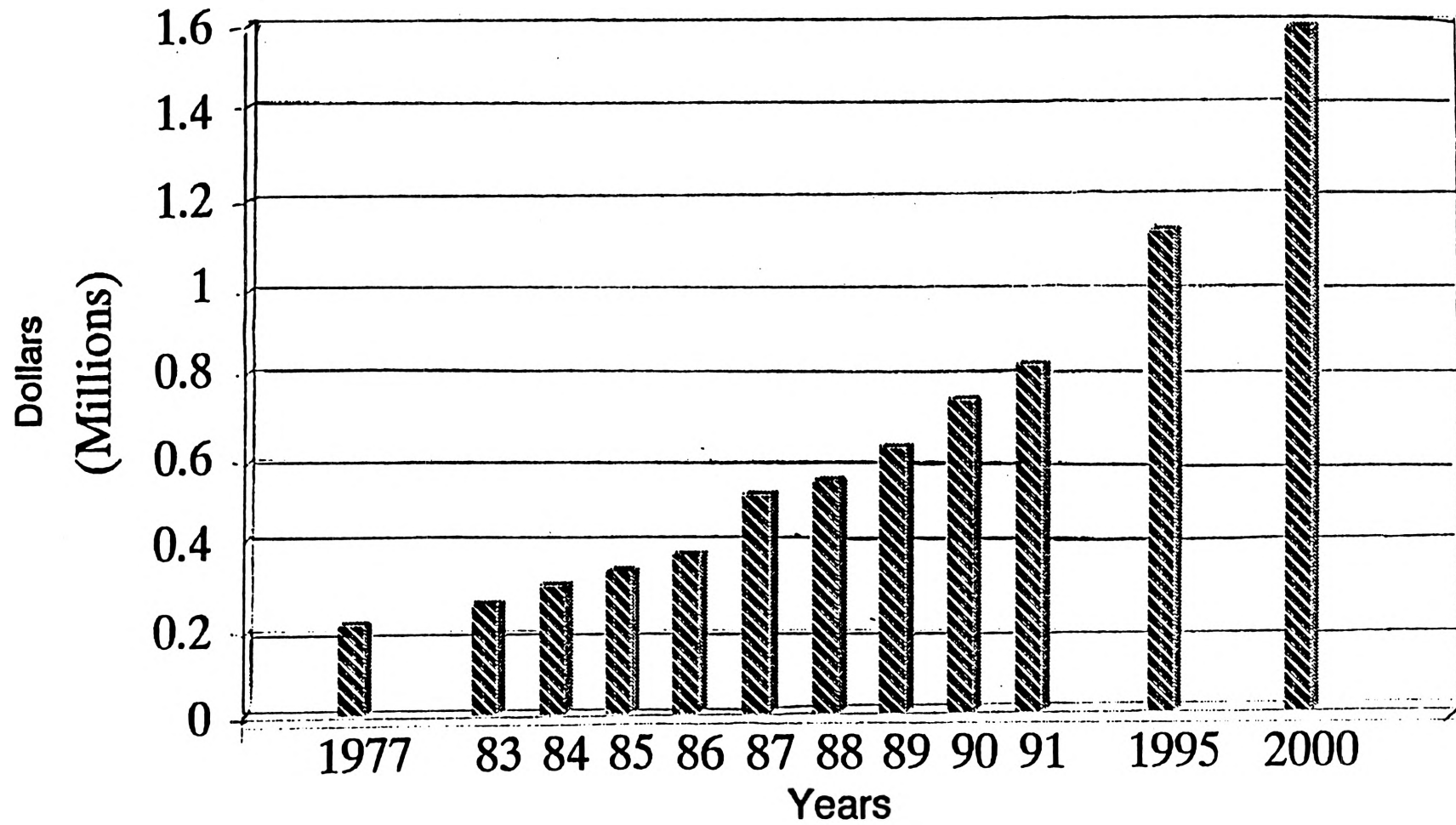
One wonders what Westport will do as expenses continue to rise, since there is little give in the town's fiscal situation. Westport offers virtually no public services beyond public education, road maintenance and snow removal, and fire protection. With the exception of the loan that financed the addition to the firehouse and the short term tax anticipation note mentioned earlier, Westport has no indebtedness. In view of the island's small size and limited fiscal capacity, this seems like a sound policy, particularly under current recessionary circumstances. Continuing increases in education costs, and possibly a larger fee for Westport if the costs of the new Wiscasset Transfer Station continue to grow, will in all likelihood mean further increases in the island's taxes. Considering that Westport has virtually no commercial or industrial base, it is evident that the funds will have to continue to come from personal property taxes. Under the circumstances, the time has probably arrived for the legislature to tackle funding the costs of education by some more equitable means than property taxes.

Town of Westport
Cost of Operations

| Treasurer's Report | 2000 | 1995 | 1991 | 1990 | 1989 | 1988 | 1987 | 1986 | 1985 | 1984 | 1977 |
|------------------------------------|-------------|-------------|-----------|----------------|----------------|-----------|-----------|-----------|-----------|-----------|-----------|
| Total Income: | | | | \$870,138 | \$799,422 | \$746,290 | \$612,328 | \$490,083 | \$470,259 | \$392,266 | \$327,946 |
| Total Expenditures: | | | | \$711,370 | \$691,956 | \$536,816 | \$440,801 | \$410,835 | \$400,018 | \$336,884 | \$288,757 |
| State Auditor Report | | | | | | | | | | | |
| Total Income: | | | | None Available | None Available | \$513,360 | \$433,348 | \$370,460 | \$344,571 | \$285,157 | \$250,063 |
| Total Expenditures: | | | | | | \$445,145 | \$371,550 | \$322,352 | \$305,282 | \$248,252 | \$213,424 |
| Itemized Expenses from the Warrant | | | | | | | | | | | |
| Art 3, Salaries | \$32,814 | \$25,710 | \$21,865 | \$20,145 | \$19,165 | \$18,390 | \$18,390 | \$15,600 | \$15,900 | \$14,795 | \$8,000 |
| Art 7, Student Transportation | \$111,716 | \$87,532 | \$101,414 | \$68,585 | \$46,907 | \$36,420 | \$48,845 | \$28,851 | \$27,426 | \$26,923 | |
| Art 11, Total School Tuition | \$800,000 | \$560,670 | \$358,895 | \$336,668 | \$269,185 | \$272,187 | \$281,326 | \$196,273 | \$159,648 | \$142,110 | \$156,609 |
| Art 11a, Special Ed Tuition | \$150,000 | \$100,000 | \$87,478 | | | | | | | | |
| Art 12, School Bus | \$10,000 | \$7,500 | \$5,000 | \$5,000 | \$5,000 | \$29,187 | \$1,500 | \$1,500 | \$1,500 | \$5,000 | |
| Art 14, Contingency | \$5,000 | \$3,000 | \$3,000 | \$3,000 | \$3,000 | \$2,000 | \$2,000 | \$2,000 | \$2,000 | \$2,000 | \$2,500 |
| Art 15, Town Bldgs | \$10,000 | \$7,500 | \$5,000 | \$5,000 | \$7,727 | \$8,767 | \$6,803 | \$3,000 | \$4,366 | \$3,385 | \$300 |
| Art 16, Audit | \$2,000 | \$1,500 | \$2,400 | \$1,400 | \$1,050 | \$950 | \$950 | \$800 | \$750 | \$650 | \$600 |
| Art 17, Tax Maps | \$600 | \$600 | \$500 | \$600 | \$550 | \$550 | \$550 | \$300 | \$300 | \$250 | \$2,500 |
| Art 18, Revaluation Expense | \$7,500 | \$5,000 | \$3,400 | \$3,400 | \$23,745 | \$1,500 | \$1,500 | \$900 | \$750 | \$600 | |
| Art 19, Maine Municipal | \$1,460 | \$906 | \$563 | \$563 | \$514 | \$470 | \$361 | \$314 | \$287 | \$267 | \$122 |
| Art 20, Vol Fire Department | \$15,000 | \$12,500 | \$4,500 | \$60,000 | \$12,500 | \$5,758 | \$4,174 | \$2,500 | \$1,651 | \$1,729 | \$1,100 |
| Art 20a, Fire Truck Reserve | \$5,000 | \$5,000 | \$3,000 | | | | | | | | |
| Art 20b, Payment on Fire Station | \$9,000 | \$9,000 | \$9,000 | | | | | | | | |
| Art 21, Workman's Compensation | \$7,000 | \$5,000 | \$4,200 | \$4,200 | \$4,200 | \$3,054 | \$2,200 | \$1,883 | \$2,398 | \$2,000 | \$450 |
| Art 22, Civil Defense | \$500 | \$500 | \$599 | \$560 | \$560 | \$560 | \$854 | \$854 | \$403 | \$403 | |
| Art 22a, Social Security | \$1,750 | \$1,500 | \$2,828 | \$1,337 | \$2,000 | | | | | | |
| Art 23, Wiscasset Dump | \$31,000 | \$19,326 | \$10,000 | \$12,000 | \$9,000 | \$9,190 | \$8,000 | \$8,000 | \$12,500 | \$3,000 | \$959 |
| Art 28, Town roads & Bridges | \$163,412 | \$122,941 | \$88,337 | \$95,545 | \$86,518 | \$39,286 | \$58,000 | \$42,084 | \$42,474 | \$41,511 | \$10,000 |
| Art 30, Snow Removal | \$90,780 | \$56,367 | \$36,000 | \$35,000 | \$31,000 | \$28,440 | \$28,483 | \$25,000 | \$23,811 | \$23,809 | \$11,281 |
| Art 31, Poor | \$2,000 | \$2,000 | \$500 | \$1,000 | \$300 | \$300 | \$300 | \$300 | \$292 | \$292 | \$250 |
| Art 32, Wiscasset Library | \$1,500 | \$1,000 | \$800 | \$800 | \$800 | \$600 | \$500 | \$500 | \$500 | \$500 | \$100 |
| Art 34, Dyke Bridge Fund | | | | | \$6,500 | \$5,000 | \$3,500 | \$3,500 | \$3,500 | | |
| Art 35, Interest Costs | \$15,000 | \$10,000 | \$7,049 | \$7,687 | \$4,106 | \$2,000 | \$2,000 | \$2,000 | \$2,000 | \$3,000 | \$2,500 |
| Art 36, Abatements | \$5,000 | \$5,000 | \$1,000 | \$3,500 | \$300 | \$300 | \$300 | \$300 | \$300 | \$300 | \$75 |
| Art 37, Veterans's Graves | \$25 | \$25 | \$25 | \$25 | \$25 | \$25 | \$25 | \$25 | \$25 | \$25 | \$25 |
| Art 38, Planning Board | \$500 | \$500 | \$500 | \$501 | \$500 | \$500 | \$500 | \$500 | | | |
| Art 39, Comp Plan Committee | \$500 | \$1,000 | | | | \$1,804 | \$2,000 | | | | |
| Art 40, Reappraisal | \$3,500 | | | | | | | | | | |
| Art 41, State & County Taxes | \$89,048 | \$55,282 | \$38,000 | \$34,332 | \$32,389 | \$25,758 | \$27,057 | \$25,373 | \$24,489 | \$21,441 | \$10,061 |
| Art 42, Misc Contributions | \$3,500 | \$3,000 | \$3,239 | \$2,862 | \$2,778 | \$2,142 | \$1,069 | \$999 | \$2,152 | \$318 | \$1,308 |
| Art 48, Trust Fund | | | | | \$40,000 | \$40,000 | | | | | |
| Shellfish Conservation | \$650 | | \$500 | \$500 | | | | | | | |
| Computer & Office Equip | \$2,500 | \$2,500 | | \$5,000 | | | | | | | |
| Art 56, Recycling Attendant | 1500 | 1000 | \$750 | | | | | | | | |
| Total Authorized by Warrant | \$1,579,755 | \$1,113,359 | \$800,342 | \$709,209 | \$610,319 | \$535,137 | \$501,186 | \$362,855 | \$329,421 | \$294,308 | \$208,740 |

Appropriations

Town of Westport



COASTAL MANAGEMENT POLICIES

The Maine State Comprehensive Planning and Land Use Act requires that local growth management programs for coastal communities be consistent with the nine Coastal Policies contained in the 1986 Maine Coastal Act. These policies are:

1. Port and Harbor Development. Promote the maintenance, development and revitalization of the State's ports and harbors for fishing, transportation and recreation;
2. Marine resource management. Manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters and to enhance the economic value of the State's renewable marine resources;
3. Shoreline management and access. Support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline and that considers the cumulative effects of development on coastal resources;
4. Hazard area development. Discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea-level rise, it is hazardous to human health and safety;
5. State and local cooperative management. Encourage and support cooperative state and municipal management of coastal resources;
6. Scenic and natural areas protection. Protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs;
7. Recreation and tourism. Expand the opportunities for outdoor recreation and encourage appropriate coastal tourist activities and development;
8. Water quality. Restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses; and
9. Air quality. Restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.

Westport's Coastal Management situation, as it relates to the nine state Coastal Management policies given above, is as follows:

1. Port and Harbor Development

Westport Island has no ports or harbors per se. One of six Westport fishing boats uses a neighbor's private dock; the rest have their own facilities. There is a marina in town with a travel lift/haul out capacity for all fishing boats. Also we have a facility (Ferry Landing) for small trailerable boats. This landing also includes some parking for cars/trailers.

2. Marine Resource Management

Westport is in the process of establishing a shellfish ordinance with other coastal towns in the region. However no appreciable harvest has taken place on the island for several years, and the island's clamming flats are currently all closed due to pollution. Pollution of the Sheepscot from the Wiscasset sewage treatment plant, and of Montsweag Bay from the Kennebec is thought to be a major cause of this. Wiscasset expects to have a new sewage plant on line by 1995, which should help restore shellfishing on the island. Discussions with Edgecomb, Wiscasset, and Woolwich on these issues would be useful.

Upper Mark Island is listed by the Department of Fisheries and Wildlife as a Colonial Nesting Seabird Island. This island is small and uninhabitable so any nesting probably would not be in any danger.

3. Shoreline Management and Access

The Town of Westport has the eight acre Clough Point Park at the north end of the island, with 1200 feet of waterfront. This public park overlooks Fort Edgecomb and Wiscasset Harbor. Walking trails have been cut by members of the Recreation Committee and volunteers, and a half dozen donated picnic tables are in place. The aforementioned marina and public landing at Ferry Road give access to the surrounding waters. Much of the rest of the land that falls within the shore land zone is privately owned. Eighty-five acres of shoreline land on the western side of the island are in conservation easement. Development along the shoreline is regulated by the town's Shoreline Zoning Ordinance.

4. Hazard Area Development

Past experience indicates that there is little danger of flooding on Westport; only a single home has suffered storm/tidal damage in recent years. The state at one time advised that there were several areas that appeared vulnerable to flooding, but examination of these sites by Westport Planning Board members did not confirm the likelihood. The town's Shoreline Zoning Ordinance will contribute to protection against hazard area development.

5. State and Local Cooperative Management

Westport has complied with the state mandated shoreline zoning, and is now in the process of updating its ordinance to bring it into compliance with the new state requirements. A shellfish ordinance is currently under consideration. The ordinance is part of the regional program.

6. Scenic and Natural Areas Protection

Shoreline zoning and strict enforcement of State Plumbing Code will protect many of our natural areas. Westport, although an island, has only a few views of the water from its main roads and these are all on private land. Keeping tree cutting to selective versus clear cutting and mowing open fields should help to maintain the island's charm. Encouraging owners to keep land in tree growth or to put land into conservation easements are other recommended ways of preserving the island's character.

7. Recreation and Tourism

Recreation on Westport takes many forms. Clough Point Park with its walks and picnic tables, a basketball backstop at the Town Hall, and the Ferry Landing launching area are some of the most obvious. The Recreation Committee and other volunteers organize a regular schedule of social events on the island.

We do not now, and in all probability never will have, a school on Westport. Therefore, we do not have the usual playing fields that towns with schools enjoy.

We do have boating, swimming, fishing, hunting, snowmobiling, cross country skiing, skating, hiking, and sledding as activities. Facilities not on Westport Island are readily accessible in surrounding towns - Recreation Department in Wiscasset, YMCA's in Bath and Boothbay Harbor.

As far as tourism is concerned, Westport has no public beaches or other tourist attractions to bring travelers to the island, with the exception of the Squire Tarbox Inn and Restaurant, which caters to a very small clientele. Our summer population increases by perhaps as much as half again due to people vacationing at private summer homes on the island. These visitors, many of whom have been coming to Westport for years, also participate in firehouse suppers, and other aspects of the island's community life.

8. Water Quality

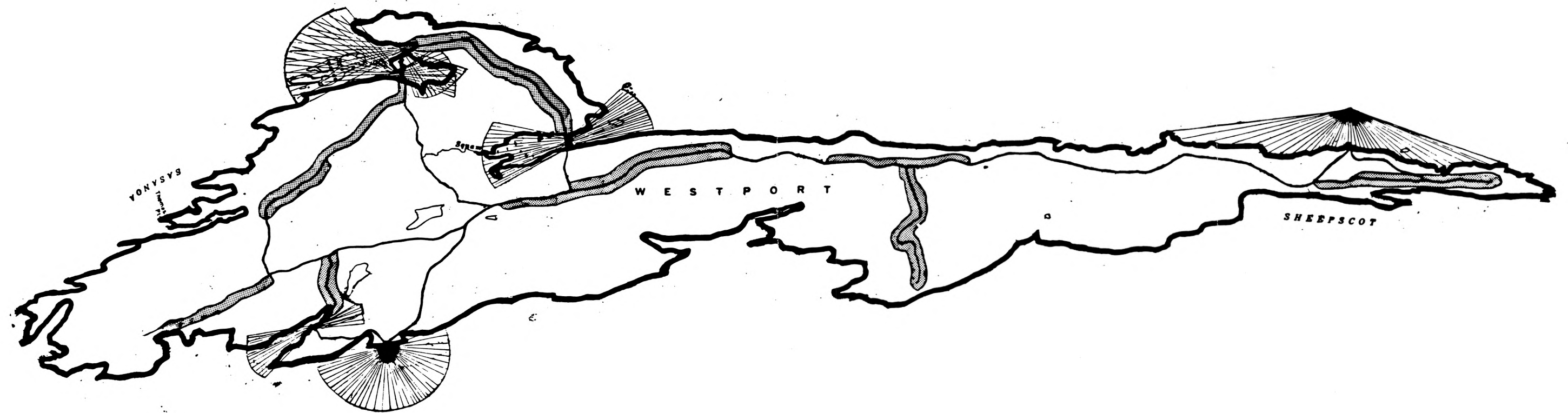
To the best of our knowledge, Westport's only source of fresh water is that which falls from the sky and seeps underground through a network of fractures in the island's core of rock. Experts from the state and elsewhere consider it unlikely that any fresh water is also coming to Westport via deep aquifers from Wiscasset, Edgecomb or other off-island sources, but to determine that definitively would be prohibitively expensive. The bottom line is that protection of the island's water

supply is paramount. The fractured rock aquifers which the island has are more vulnerable to spreading pollutants than the sand/gravel aquifers more common on the mainland, which tend to filter out pollutants. Underground steel fuel tanks on Westport, which are a potential source of ground water pollution, have been identified, though some may have been missed because records are not always available. Of those identified, some have been removed, and the others are registered with the state Department of Environmental Protection for ultimate removal. There is some salt water intrusion into a few wells near the shoreline. Such intrusion is often a consequence of high demands on wells located at the edges of the underground fresh water sources, adjacent to the surrounding salt water. Limiting growth in such areas, which the Shoreline Zoning Ordinance does, will contribute to a solution. Prohibiting industrial development by companies using large amounts of water would also help. Careful placement of septic tanks, and prohibiting building on steep slopes and/or shallow soils will also reduce the potential for pollution, as will limiting salt in road sand and requiring hydrological studies by developers. Shoreline zoning requirements also help us protect our fresh water ponds and streams.

9. Air Quality

Westport feels that air quality is of a national/regional scope. There is little we can do about acid rain. We cannot change prevailing winds. We have no dumps on the island so this helps on a local level. Recycling is becoming a household word and, with Westport's participation, Lincoln County is actively involved in this field.

Living next to Maine Yankee also involves uncertainties beyond Westport's boundaries. In addition to governmental agencies, there is at least one citizen group now monitoring Maine Yankee. There are supposed to be rigid standards set for dust control at the new Dragon Cement loading terminal soon to be built on the CMP's Mason Station property in Wiscasset on the Sheepscot River, opposite Westport. These are areas in which regional planning would benefit all.



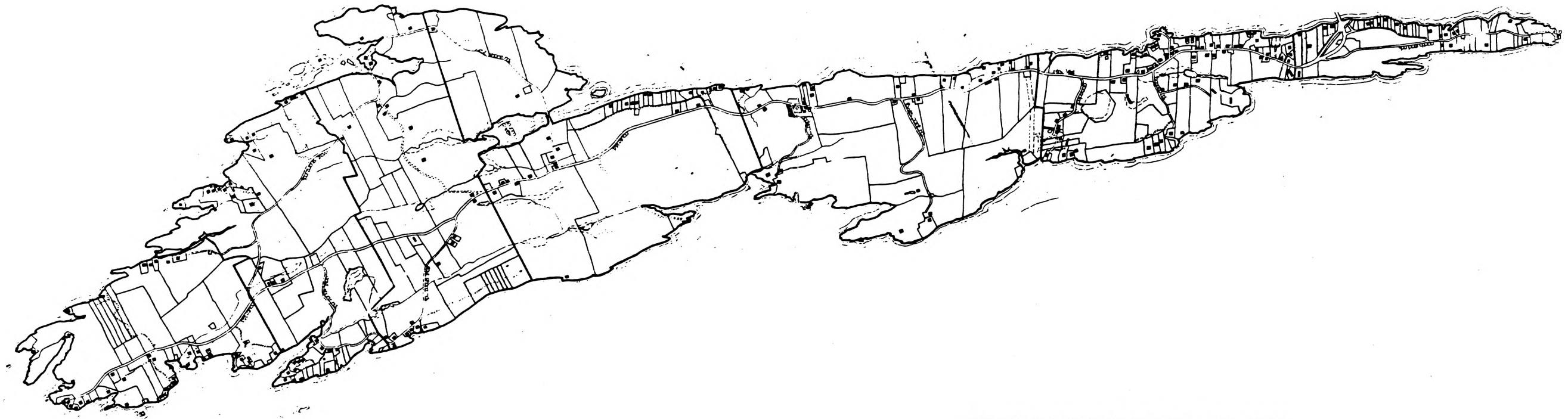
FAN AREAS - SCENIC VIEWS
HATCHED AREAS - MATURE TREES

SOIL SUITABILITY
FOR SEPTIC

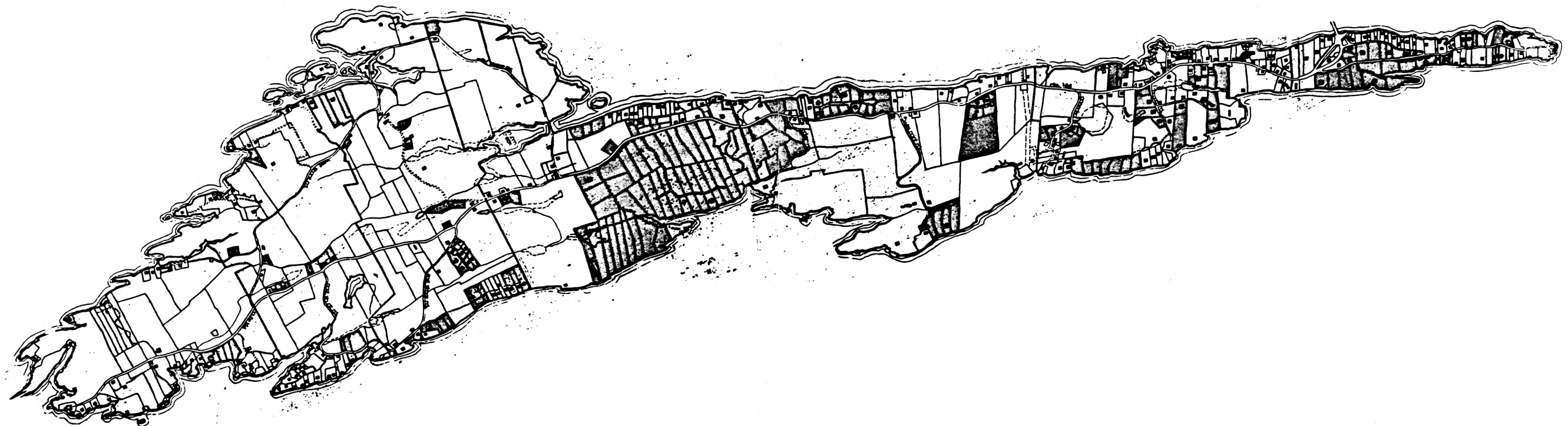


HATCHED AREAS - SUITABLE FOR SEPTIC
BLACK AREAS - UNSUITABLE FOR SEPTIC
CLEAR AREAS - SITE REVIEW REQUIRED

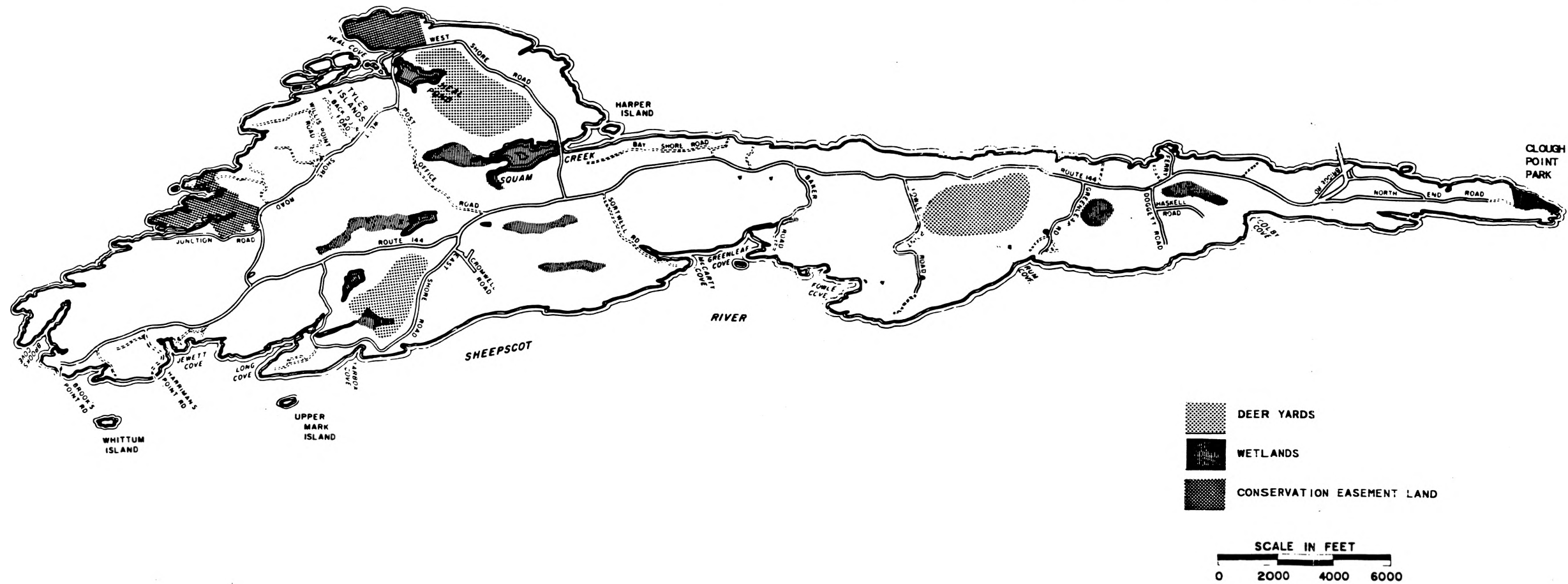
HOUSING AND LOTS 1974



HOUSING AND SUBDIVISIONS 1988



DEER YARDS, WETLANDS AND
LAND IN CONSERVATION EASEMENT



POLICY AND IMPLEMENTATION STRATEGY

Land Use

Policy: Encourage orderly growth and development, and maintain and preserve Westport's rural character.
(Related to State Goal #1)

1. Prepare and adopt ordinances to bring Westport's Shoreland Zoning Ordinance into compliance with state mandated changes in shoreland zoning.
 - a. Responsibility: Planning Board prepare and Selectmen bring before town for adoption.
 - b. Cost: \$0
2. Prepare and adopt an ordinance to require review and approval of all new commercial, non-residential development. Include standards for preservation of the landscape, parking lot size and location, access to the site, erosion and sedimentation control, open space preservation, surface water drainage, topographic and architectural compatibility, building height, setbacks, ground water protection, sewage disposal, natural screening from roads, advertising, outdoor storage areas, lighting, emergency vehicle access, and solid and liquid waste disposal.
 - a. Responsibility: Planning Board prepare and Selectmen bring before town for adoption.
 - b. Cost: \$0
3. Amend Subdivision Standards and Procedures to include standards for safe entrances into new developments, including adequate site distances and sufficient clearance and turn-around areas for emergency vehicles.
 - a. Responsibility: Planning Board prepare and Selectmen bring before town for adoption.
 - b. Cost: \$0

4. Amend Subdivision Standards and Procedures to require that lots in major and minor subdivisions be cleared of no more than 50% of the existing tree growth prior to sale, with exceptions to meet valid access or construction requirements.
 - a. Responsibility: Planning Board prepare and Selectmen bring before town for adoption.
 - b. Cost: \$0
5. Amend Subdivision Standards and Procedures to require that streets in major (more than 5 lots) subdivisions be laid out in curving lines to the extent reasonably possible, to avoid a grid pattern of development.
 - a. Responsibility: Planning Board prepare and Selectmen bring before town for adoption.
 - b. Cost: \$0
6. Retain the existing ordinance permitting construction or location of single-family dwellings and duplexes, but amend it to prohibit multi-family units with three or more units.
 - a. Responsibility: Planning Board prepare and Selectmen bring before town for adoption.
 - b. Cost: \$0
7. Direct the Planning Board to report to the Town Meeting on an annual basis the patterns of building and development currently occurring in Westport, including a statement as to whether Westport's ordinances appear to be effective in guiding growth and preserving rural character; if not, the report to include recommendations to the voters of Westport for new ordinances or amendments.
 - a. Responsibility: Selectmen, Planning Board.
 - b. Cost: \$0

PUBLIC FACILITIES AND SERVICES

Policy: To plan for finances and develop an efficient system of public facilities and services to accommodate anticipated growth and development.

(Related to State Goal #2)

1. Develop a 5 year capital improvement plan estimating costs and sources of financing of needed replacement, renovation, or expansion of Westport public facilities and services required to meet future town needs, the plan to be updated annually for presentation to each Town Meeting.

a. Responsibility: Selectmen

b. Cost: \$0

2. Recommend that the Selectmen direct the School Committee to establish continuing contact with the school committees of the other towns that send tuition students to the Wiscasset school system, and with appropriate county and state officials, in order to explore with these towns the possibility of developing less costly alternatives, possibly on a regional basis, to using the Wiscasset school system. Recommend that the School Committee submit an annual report to the Town Meeting on this topic.

a. Responsibility: Selectmen, School Committee

b. Cost: \$0

AFFORDABLE HOUSING

Policy: Encourage and promote affordable, decent housing opportunities for all Westport citizens.

(Related to State Goal #4)

1. Amend Subdivision Standards and Procedures to require a minimum of 10% of new residential development in Westport containing 10 or more lots to be constructed and maintained as affordable housing.
 - a. Responsibility: Planning Board prepare and Selectmen bring before town for adoption.
 - b. Cost: \$0
2. Maintain existing town ordinances permitting locating mobile homes on Westport in order to retain this affordable housing option.
 - a. Responsibility: Planning Board
 - b. Cost: \$0
3. Establish a Housing Committee to assist persons interested in residing on Westport who are having problems locating affordable accommodations, which would also serve as a point of contact for Westport with organizations in the surrounding communities working to alleviate problems of affordable housing.
 - a. Responsibility: Selectmen
 - b. Cost: \$0

HISTORIC AND ARCHEOLOGICAL RESOURCES

Policy: Preserve Westport's historic and archeological resources.
(Related to State Goal #9)

1. Encourage the public awareness and support for preservation of Westport's historic and archeological resources.
 - a. Responsibility: Conservation Committee
 - b. Cost: \$0
2. Direct the Conservation Committee to work with state agencies to ensure that complete information on the presence and significance of historic and archeological sites on Westport Island is held by the town and is made known to the site property owners and, if appropriate, to other concerned citizens.
 - a. Responsibility: Selectmen, Conservation Committee
 - b. Cost: \$0

3. Request information from the Maine Historic Preservation Commission concerning the locations on Westport of shell heaps of archeological significance so that the Planning Board may check to see that any proposed subdivision, development or commercial use does not risk damage to such a site.
 - a. Responsibility: Planning Board.
 - b. Cost: \$0

OUTDOOR RECREATION

Policy: Promote and protect the availability of outdoor recreation opportunities including access to the rivers surrounding Westport for all of its citizens.
(Related to State Goal #10)

1. Catalog existing hiking, nature, snowmobile, cross country and other recreational trail systems on the island that are available for general public use, and encourage their maintenance and preservation.
 - a. Responsibility: Recreation Committee
 - b. Cost: \$0

AGRICULTURE AND FOREST RESOURCES

Policy: Protect Westport's woodlands.
(Related to State Goals #1, #8)

1. Negotiate with owners of land in Tree Growth, with the object of working out voluntary arrangements for permanent protection of as much of this treed area as possible.
 - a. Responsibility: Selectmen with Conservation Committee
 - b. Cost: \$0

MARINE RESOURCES

Policy: To protect Westport's marine resources from incompatible development and to promote access to the shore for commercial fishermen and the public.
(Related to State Goal #7)

1. Continue working with surrounding towns to develop a regional shellfish ordinance.
 - a. Responsibility: Selectmen with Conservation Committee
 - b. Cost: \$0

WATER RESOURCES

Policy: To protect the quality and quantity of Westport's fresh water resources.
(Related to State Goal #5)

1. Organize a program using volunteers to collect, compile, and keep current information on the characteristics and status of existing and new artesian and dug wells and overboard discharge systems in Westport, in order to detect at an early stage significant problems with the quality or quantity of the fresh water supply, and to support any protective measures that may need to be taken.
 - a. Responsibility: Conservation Committee
 - b. Cost: \$0
2. Review when completed the small scale hydrogeologic survey contracted out to a professional engineering firm by the town of Edgecomb to recommend whether such a survey would be appropriate for Westport when state funding again becomes available. Objectives would be to develop information and public awareness of steps that could or should be taken to protect the island's ground water supply.
 - a. Responsibility: Conservation Committee
 - b. Cost: \$0

3. Prepare and adopt an ordinance to require a permit from the Planning Board for any new activity involving the processing, storage or generation of hazardous waste as defined by the Maine Department of Environmental Protection (not including normal household uses and materials, and heating fuel), and to prohibit any commercial land use, such as, but not limited to, junkyards and landfills, that would risk pollution of the fresh water supply of the site in question or that of adjacent land.
 - a. Responsibility: Planning Board prepare and Selectmen bring before town for adoption.
 - b. Cost: \$0
4. Prepare and adopt an ordinance to require, at the expense of the applicant, a hydrogeologic assessment for proposed non-residential uses that are likely to consume more water or produce more waste than permissible residential use of the same land would.
 - a. Responsibility: Planning Board prepare and Selectmen bring before town for adoption.
 - b. Cost: \$0
5. Update and maintain the existing inventory of underground petroleum, fuel, and hazardous material tanks on the island.
 - a. Responsibility: Conservation Committee with Maine Department of Environmental Protection.
 - b. Cost: \$0
6. Amend the Subdivision Ordinance to require that subdivision applicants provide at their expense a hydrologic survey to document that the proposed land use will not unreasonably risk adjacent wells.
 - a. Responsibility: Planning Board prepare and Selectmen bring before town for adoption.
 - b. Cost: \$0

NATURAL RESOURCES

Policy: Protect Westport's natural resources
(Related to State Goal #6)

1. Negotiate on a voluntary basis with owners of land making up the island's 3 designated deer yards, with the object of guiding future development of these lands so as to retain as much as possible their capability to shelter deer.
 - a. Responsibility: Selectmen with Conservation Committee
 - b. Cost: \$0
2. Open discussions with the owners of the land on the sites designated as scenic resources in the Inventory and Analysis section of this plan, with the object of working out voluntary agreements to protect these views.
 - a. Responsibility: Selectmen with Conservation Committee
 - b. Cost: \$0
3. Amend Subdivision Standards and Procedures to require that all new residential subdivisions along Route 144 or within its viewing area are developed in a manner which preserves open space, aesthetic character, and scenic values.
 - a. Responsibility: Planning Board prepare and Selectmen bring before town for adoption.
 - b. Cost: \$0

CAPITAL INVESTMENT PLAN

A key element of any plan for the future of Westport is the balancing of the town's needs and wishes with ability to pay for them. A Capital Investment Plan develops projected expenditures for improvements to roads, buildings, equipment and other town infrastructure that will be needed to support town services in the next few years, and indicates the timing and funding sources which can be used for them. It also provides a basis for residents and town officials to discuss major issues and the options available for dealing with them, including priorities of needs, timing of projects, and ability and willingness to pay for them.

Obviously the town can simply borrow for needed improvements, but there are alternatives. The principal possibilities are:

- (1) Level Funding, which is spending only that amount available from the annual appropriation;
- (2) Reserve Funds, which is the use of funds previously set aside for specific purposes; and
- (3) Grant monies, if the town is fortunate enough to qualify.

The Comprehensive Plan Committee recommends that the Selectmen develop a Capital Investment Plan by selecting residents qualified in areas like construction, fire protection, roads, finance, education, real estate, planning, etc to thoroughly investigate and recommend specific courses of action for renovation, expansion, replacement or substitution of capital assets and/or existing or proposed service facilities for the town of Westport. A Capital Improvement Plan can serve to:

1. Help smooth out abrupt changes in the property tax burden by providing a multi-year view of projected expenses. This would let the town anticipate future projects and prepare for their financial impact.
2. Enable a more focussed discussion of priorities by permitting examination of all major projects under consideration, including their projected costs and timing, rather than looking at such projects one by one, as the need for each develops.
3. Serve as a tool for current year budget development in evaluating the impact of deferring proposed projects, reserving funds for future projects, or applying various other financing alternatives.
4. Remain a flexible working document by updating as new information becomes known.

The following items and their cost estimates have been provided by the First Selectman for possible inclusion in a Capital Investment Plan to be developed for Westport:

- | | | |
|----|--|-----------|
| 1. | Improved fire fighting capability: | \$50,000 |
| 2. | An ambulance or emergency response capability, depending on personnel available: | \$30,000 |
| 3. | Preservation of historic buildings: | \$20,000 |
| 4. | Pavement of dirt roads: | \$100,000 |
| 5. | Fire house substation on the south end of the island: | \$100,000 |
| 6. | Town offices: | \$50,000 |

The above list is a preliminary statement of some capital improvements the First Selectman believes the town is likely to consider over the course of the next decade. The amount cited for pavement of the town's dirt roads is over and above the usual yearly road maintenance and improvement expenditure. All of these items are optional in the sense that each would require approval by the Town Meeting. As an example, after the 1991 town meeting, a committee was formed to explore the construction of office space for town officials. The committee's conclusions were discussed at a subsequent town meeting, and a decision will be reached at the coming town meeting in March of 1992 whether to go ahead with the project or to postpone it until the recession has passed. Each item on the list will be handled similarly. If a majority of the town's voters favors a project on the above list, it will eventually be carried out. If not, it will be deferred or abandoned.