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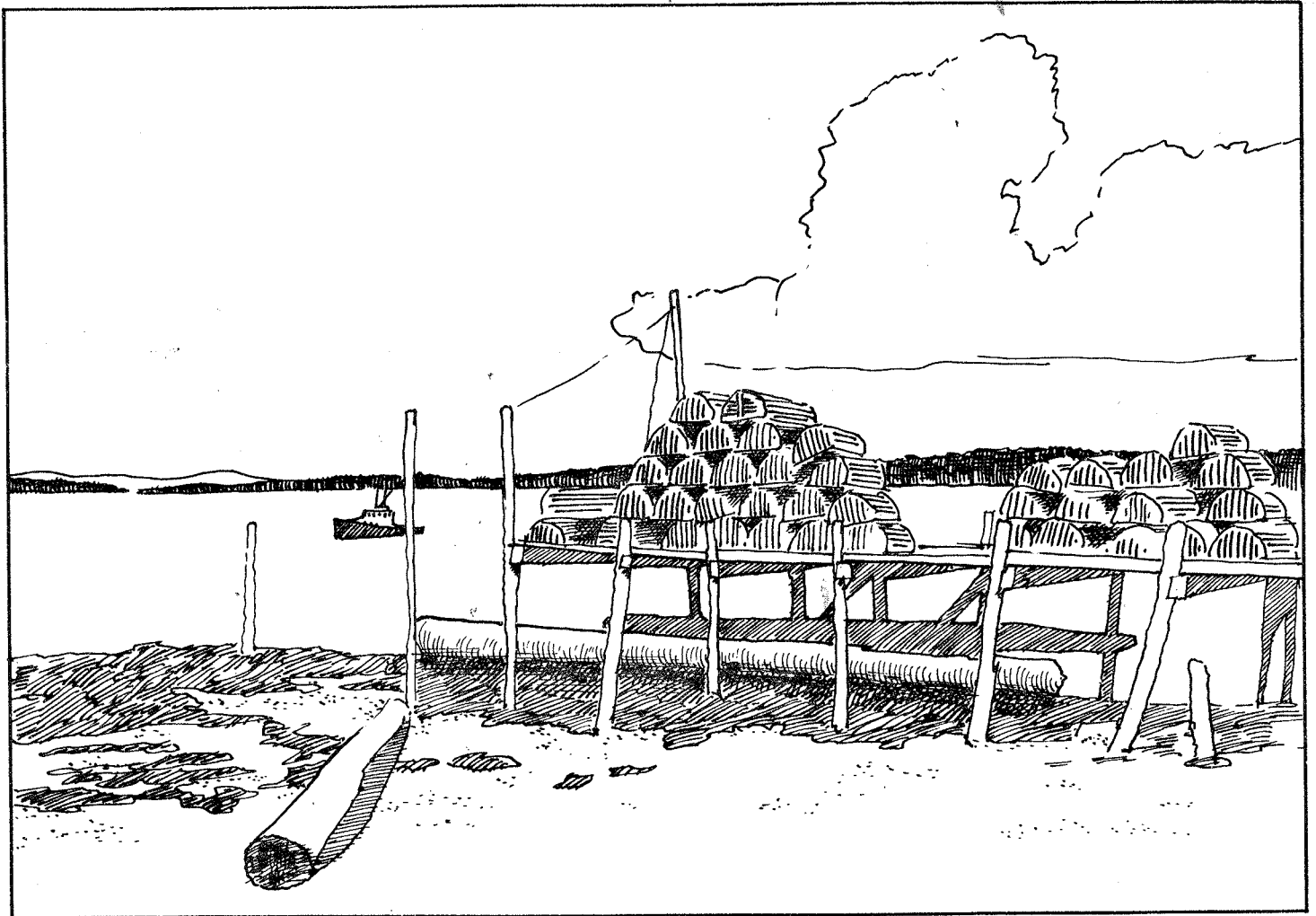
The Maine Coast: Issues Considered

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A Report to the Governor by his Advisory Committee
on Coastal Development and Conservation

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In Maine Sunday Telegraph: 2/4/79: Bob Cummings



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Maine Coastal Program
Maine State Planning Office
October 1978

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JAMES B. LONGLEY
GOVERNOR

ALLEN G. PEASE
STATE PLANNING DIRECTOR

State of Maine
Executive Department
State Planning Office
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TEL. (207) 289-3261

October 31, 1978

The Honorable James B. Longley
The Governor of Maine
State House
Augusta, Maine 04333

Dear Governor Longley:

I am pleased to transmit to you the final report of the Committee on Coastal Development and Conservation's deliberations on six coastal policy issues.

The report reflects extraordinary effort of the members of your Committee, all of whom have demonstrated a sincere commitment to this difficult task by patiently giving time through innumerable meetings and revisions.

The process we used in arriving at these recommendations gives me confidence in their soundness and viability. It included an objective analysis of existing information, problem assessment, a review for the technical soundness of the reports, and extensive public participation.

In addition to commending these recommendations to you, I do wish to state that I see this report as just a beginning in the effort to grapple with a few of the problems faced by our coast. Our recommendations represent initial but important steps toward solutions.

The Committee hopes that you, as Governor, will support these recommendations, and submit them to the next Legislature. We also hope that you will encourage the next Governor and administration to give full consideration to those recommendations which can be implemented through action of the Governor or state agencies.

Sincerely,

A handwritten signature in cursive script, appearing to read 'Jean H. Childs'.

Jean H. Childs, Chairman
Committee on Coastal Development
and Conservation

JHC
Encl.

MEMBERS OF THE COMMITTEE ON COASTAL DEVELOPMENT AND CONSERVATION

Jean Childs, Chairman
Citizen Representative

Horace Hildreth, Jr.
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THE MAINE COAST: ISSUES CONSIDERED

A Report to the Governor by his Advisory Committee
on Coastal Development and Conservation

Financial assistance for the preparation of this document has been provided by the Coastal Zone Management Act of 1972, administered by the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration.

Maine State Planning Office
October 31, 1978

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Introduction

BACKGROUND: MAJOR ISSUES FACING THE COAST

Most people agree that the Maine coast is a special place. Its natural and cultural environment offers refreshment and solace to our modern society. Its abundant fisheries resources can produce food for the nation and contribute to the economic support of Maine's unique lifestyle. Its deep harbors and abundant cool waters are sought for meeting the energy needs of the nation.

Unfortunately, the uses of the coast based on these values are not all consistent with one-another. Preserving or developing what one person cherishes may directly threaten those areas or resources which are particularly valuable to someone else. Such disputes are the fuel for continuing debates between neighbors, at town meetings, in newspapers, in the courts and within state government. Every decision to use a coastal resource or location runs the risk of controversy because so many peoples' interests and emotions converge on Maine's coast.

By facilitating understanding and full discussion of problems, Maine's Coastal Program can work toward the resolution of some of these conflicts.

Toward this end the Committee on Coastal Development and Conservation has been examining five coastal policy questions that have continued to be the basis of persistent public controversy:

- How can we improve the situation for the Maine fishing industry?
- Can Maine do something to improve port facilities?
- If we are going to let any heavy industry locate on the Maine coast, where should it go?
- What can we do to resolve the conflict between benefits and problems associated with the tourism industry?
- What can we do about the bit-by-bit development and growth which gradually produces major changes in the environment and the character of coastal Maine?

This is not a complete list of major coastal issues by any means. However, these issues form the substance of many of the debates over the future character, environmental quality and economy of the Maine coast. They are complicated issues which have required and sparked considerable thought and debate by Maine citizens.

The following sections of this introduction explain how the Committee on Coastal Development and Conservation became involved with these issues, and what it did to develop recommendations for improvements in each area.

THE PROCESSTHE LEGISLATURE'S PROPOSED RESOLUTION

✓ In the spring of 1977, a bill was introduced in the Legislature (L.D. 1664) which requested preparation of reports examining these five issues stating that "lack of clear policy ... has caused uncertainties and inefficiencies in the use of government and private funds."

The bill stated additional reasons for dealing with these problems:

- The uniquely valuable resources of the Maine coast
- Recent increases in coastal population
- The need to coordinate administration of state programs and laws relating to coastal resources.

The Bill also requested preparation of a report to recommend improvements in systems for providing natural resource data to state, local, and regional data users and land use decisionmakers. Such information is necessary for heavy industry, tourism, cumulative impact and other local and state planning decisions. The Legislature thus requested that six issues be examined: fisheries, ports, heavy industry siting, travel and tourism, cumulative impacts of development, and natural resource information transfer.

The Bill resolved that preparation of these six reports should be coordinated by the State Planning Office, approved by the Governor's Advisory Committee on Coastal Development and Conservation (CCDC) and submitted to the Legislature, accompanied by draft legislation to implement their recommendations.

THE GOVERNOR'S REQUEST

✓ In response to L.D. 1664, Governor Longley requested the CCDC to coordinate the preparation of reports on these matters and to prepare recommendations for action by the Governor and the Legislature. As a result of the Governor's action, the Bill was withdrawn from the Legislature.

THE QUESTIONS

The Governor's request to the C CDC posed the following questions for the Committee to respond to in addressing the six coastal issues:

Fisheries -

"What kinds of technical assistance, financial incentives, capital investments, and other actions should the public sector undertake to encourage fishing, fish processing, and marketing which will conserve the fisheries resources while bringing value-added economic development to the state?"

Ports -

"What areas of the coast present the highest opportunities for development of port facilities for cargo handling, recreation, fish processing, and oil handling? How can the State public institutions best capitalize on these opportunities?"

Heavy Industry -

"Where should heavy industry be sited in coastal Maine? Specific consideration shall be given to oil terminals and refineries, electrical generating plants, and other heavy industrial facilities. Factors to be considered on this issue include local and regional social, economic, and environmental conditions which should influence siting of such facilities."

Travel and Tourism -

"What policies respecting the allocation of public resources, such as promotion, transportation, and recreational facility financing, will maximize the benefits accruing to the people of the State from tourism, recreational development, and second home development?"

Cumulative Impact of Development -

"What means are available to deal with the effects of permitted uses which have minor individual impacts, but major cumulative impacts?"

Natural Resource Information Transfer -

"How can resource data dissemination systems be improved so that state, local, and regional data users and land use decision makers will have the information they need readily available to them?"

CONSULTANTS' REPORTS

With funding provided by Maine's Coastal Program, the Committee on Coastal Development and Conservation assigned member agencies to prepare background reports on each issue:

The fisheries project was assigned to the Department of Marine Resources which in turn hired C. E. McGuire, Inc. of Portland. The firm prepared a report entitled Towards a Fisheries Development Strategy for Maine.

The Department of Transportation hired Fay, Spofford and Thorndike, Inc. of Boston to prepare a Feasibility Study of the Development of Cargo Handling Facilities at Maine Ports. In conjunction with the State Planning Office, a report evaluating Institutional Arrangements for State Government was prepared. The Committee also used the ports inventory and planning reports prepared by the Department of Transportation for the Interagency Maine Port Planning and Development Program.

The heavy industry study was assigned to the Department of Conservation. The Department worked with the Office of Energy Resources to prepare the background report entitled Where Should Heavy Industry be Sited in Coastal Maine?

The State Development Office managed preparation of the travel and tourism report, State of Maine: Travel Development Study prepared by Economic Research Associates of Boston.

The cumulative impact issue was examined by Land Use Consultants Inc. of Portland. This study, Cumulative Impact of Incremental Development on the Maine Coast, was managed by the Department of Environmental Protection.

The natural resources information transfer problem was investigated by The Research Institute of the Gulf of Maine in their study, Natural Resources Information Transfer. The work was managed by the State Planning Office.

TECHNICAL REVIEW

CCDC members received the six draft study reports at two meetings in January, where the project managers and consultants discussed the reports with the Committee. Copies of the reports were sent to appropriate individuals who were asked to evaluate their technical content and to respond in writing or through a series of six technical review meetings held in March of 1978 to discuss each issue.

The CCDC was broken down into six subcommittees to receive technical review comments. These subcommittees were also called upon by the full CCDC to work out the specific details of recommendations for each of these issues.

PUBLIC REVIEW

As a result of the subcommittee's work, the CCDC developed responses to five of the six issues and presented these recommendations to the public in seven meetings at coastal locations during early August. (Substantial local official input had been solicited for the information transfer issue as part of the background study, thus it was not included for public review.) Approximately 370 people attended the public meetings at Machias, Ellsworth, Searsport, Rockland, Bath, Portland, and Kennebunk.

The public's feelings about these issues were expressed as were a substantial number of constructive suggestions. For most of the issues, a wide range of emotions were expressed, and it was difficult to specifically identify the "public's" opinion. Following the public meetings, however, the Committee reconsidered and modified its recommendations in light of the responses.

THE FORMAT OF THIS REPORT

This report summarizes the Committee's responses to the six policy issues, with a separate section devoted to each topic. Each section summarizes background material, a description of the problem, a summary of the research undertaken, public responses, Committee findings and recommendations for the particular issue.

Committee recommendations are highlighted in the main body of the report, and these recommendations are listed on the blue pages which follow this introduction.

Accompanying most of the recommendations is a brief one or two sentence item labelled "Implementation." This describes the appropriate agency or government organizational responsibilities for carrying out the Committee's recommendations.

Summary of Recommendations

FISHERIES

THE QUESTION

"What kinds of technical assistance, financial incentives, capital investments, and other actions should the public sector undertake to encourage fishing, fish processing, and marketing which will conserve the fisheries resources while bringing value-added economic development to the state?"

RECOMMENDATIONS

GENERAL (p.19)

- I. Maximize the contribution of the fisheries resources to the people and the economy of Maine, while enhancing the competitive ability of small enterprises and preserving traditional lifestyles.

FISHERIES MANAGEMENT (p.19)

- II. The Department of Marine Resources should immediately undertake an expanded stock assessment program to obtain improved information on the fisheries resources off our coast.
- III. The Department of Marine Resources should be aggressive in using this assessment information to formulate appropriate State management plans for in-shore species, and to influence regional management policies which affect Maine's fishing industry through federal consistency provisions and other appropriate legal means.

PIER AND RELATED PORT FACILITIES DEVELOPMENT (p.20)

- IV. The State should support the development of more than one major public fishing port facility complex to expand and improve the efficiency of fish handling, processing and related value-added and support activities in Maine.
- V. The State should also support the development or improvement of appropriate public facilities for the landing of fish and shipment to processing and marketing centers.

- VI. The State should develop a funding mechanism to implement the above recommendations which will determine the location and nature of specific port development projects on the basis of initiatives and commitments from municipalities and private industry.
- VII. Primary institutional responsibility for fisheries port development should be designated within the Department of Transportation, subject to the concurrence of the Department of Marine Resources.

COORDINATING MECHANISMS AND MARKETING AIDS (p.22)

- VIII. It is recommended that the department of Marine Resources and the University of Maine continue to provide technical assistance to a broad range of cooperative-type ventures which involve the pooling of industry resources and which promise to improve overall value-added development in the fisheries.
- IX. It is recommended that the concept of fish auctions be further investigated by the Department of Marine Resources.
- X. It is recommended that the concept of a Fisheries Development Council be further investigated by the Department of Marine Resources.

FOREIGN COMPETITION (p.23)

- XI. It is recommended that the Department of Marine Resources strongly support efforts to bring equity to the international marketplace through appropriate and effective means.
- XII. The Department of Marine Resources should monitor any developments in regard to foreign processing ventures in Maine and be prepared to influence such ventures to protect and enhance the long-term prosperity of Maine's fishing industry.

VESSEL AND EQUIPMENT FINANCING (p. 24)

- XIII. The State need not undertake any additional grant or loan programs for assisting in vessel or harvesting equipment financing at this time.

- XIV. The Department of Marine Resources should continue to monitor federal programs and legislation dealing with vessel and shoreside facility financing to ensure that these resources are put to best use for Maine fishermen and processors.

EDUCATION, TRAINING, AND EXTENSION SERVICES (p. 25)

- XV. Current education and training programs for the harvesting sector of the fisheries industry should be supplemented by programs designed to assist the processing and marketing sectors. These programs should be developed by the Vocational Technical Institutes, with the Department of Marine Resources, and include on-the-job training experience supervised by processors with financial incentives and technical assistance by the State.
- XVI. Extension programs at both the Department of Marine Resources and the University of Maine should be expanded to meet increasing information and education needs in the industry as well as technical assistance needs, business management assistance, and various types of applied research such as gear research, vessel design research, operational assistance and related functions.

MARKETING AND PROMOTION (p. 25)

- XVII. It is recommended that an appropriate and necessary role for the State in marketing and promotion is to undertake programs which are beyond the ability of the industry to provide for itself including media promotion for Maine seafood products, marketing trade missions, major marketing studies, the provision of general information on prices and landings, and the periodic undertaking of forums or workshops on specialized marketing topics.
- XVIII. The State should also examine and encourage the development of improved organizational structures and coordinating mechanisms in the industry which promise to improve the marketing and promotion of Maine seafoods on a cooperative basis in the private sector or through public/private sector partnerships.
- XIX. Several specific organizational mechanisms, namely fish auctions and a fisheries development council, should be further investigated by the Department of Marine Resources to determine the potential value of these mechanisms in addressing marketing and promotion problems and opportunities in the industry

ECONOMIC RESEARCH PROGRAM (p.27)

- XX. The Department of Marine Resources should undertake a continuing program to collect, compile, analyze, and disseminate more comprehensive fisheries economic information including employment statistics, product value and flow data, fleet and harvesting characteristics, support industry data, operational statistics including processing activities, consumption and market trends, and related information.
- XXI. As part of an ongoing economic research program, the Department should also conduct research into new operational or marketing techniques, technological innovations, and structural changes which might have beneficial implications for Maine's fishing industry.

CONSOLIDATION OF STATE FISHERIES
DEVELOPMENT SERVICES (p. 27)

- XXII. The Department of Marine Resources should investigate the establishment within the Department of an integrated planning and development division to include marketing and promotion, economic research and analysis, education and training, extension services, financial and regulating advisory services, port planning and development services, and related concerns for commercial as well as recreational and aquacultural fisheries activities.

PORT DEVELOPMENTTHE QUESTION

"What areas of the coast present the highest opportunities for development of port facilities for cargo handling, recreation, fish processing, and oil handling? How can the State public institutions best capitalize on these opportunities?"

RECOMMENDATIONS

GENERAL (p.33)

- I. The State of Maine should make a substantial institutional and financial commitment to port development. This commitment should be contingent upon there being sufficient business and general economic activity to justify port development and operation.

- II. State support of the development or improvement of any port facility should be contingent upon an appropriate financial commitment by port users or the port community.

FISHERIES PORTS (p.34)

- III. The State should participate in development of more than one major public fish port facility in appropriate geographic areas, and with capacity for landing and processing fish. The State should also participate in development of appropriate public fish pier facilities for the landing and shipment of fish to marketing and processing facilities.
- IV. The Department of Transportation, working in conjunction with the Department of Marine Resources should prepare a realistic program for high priority fish port facilities developments and improvements. These priorities should be determined in time for consideration by the 1979 session of the Legislature.
- V. The Department of Transportation should, before the 1979 legislative session, outline preferred methods for financing fisheries facilities. Funding should be flexible in order to accommodate various local and industry needs, but it should be planned in such a fashion that local commitments can be demonstrated through a willingness to assume ownership, maintenance, and/or operation costs and responsibilities.

CARGO PORTS (p.35)

- VI. The Maine Department of Transportation in cooperation with affected communities, port users and private development interests should maintain the existing State cargo facility and consider additional improvement opportunities at this and at other Maine ports. Identified improvement needs should be developed for presentation to the Governor and the 109th legislature.
- VII. The Department of Transportation should undertake, with Department staff and/or consultants, appropriate analyses to determine whether single or multiple cargo port facilities can be expected to offer direct and indirect benefits which would justify their construction, and operation costs.

RECREATIONAL PORTS (p.37)

- VIII. Every effort should be made to encourage the development of privately-owned recreation facilities in those coastal communities that now have a high level of recreation activity and those communities who wish to encourage the development of such activity.
- IX. The towns should continue to be the primary planners and initiators of port improvement projects involving recreational facilities in the public sector.
- X. The Department of Conservation, Bureau of Parks and Recreation should continue to acquire, develop and operate alone or in cooperation with the communities involved, access sites in coastal communities in accordance to the extent possible with its 1976 "Public Facilities for Boats Plan". In addition, the Bureau should continue to assist municipalities financially and technically to meet their port development needs for recreational facilities.

INSTITUTIONAL CHANGES (p. 38)

- XI. The Department of Transportation should be the lead agency for port development planning, construction, and operation.
- XII. The Department of Transportation and the Department of Marine Resources should increase efforts to provide support staff for port planning, development, and operation.
- XIII. Make changes in the existing Department of Transportation structure to provide more flexibility to the Department's port funding capability and to expand the geographic area in which the Maine Port Authority can carry out effective operations.
- XIV. Make explicit certain powers and authority of the Department of Transportation. Such powers will become increasingly important as the State accepts greater responsibilities for port development.

HEAVY INDUSTRYTHE QUESTION

"Where should Heavy Industry be sited in coastal Maine? Specific consideration shall be given to oil terminals and refineries, electrical generating plants, and other heavy industrial facilities. Factors to be considered on this issue include local and regional social, economic, and environmental conditions which should influence siting of such facilities."

RECOMMENDATIONS

GENERAL (p. 45)

- I. If oil terminals, oil refineries, coal storage yards, coal-fired power generation plants, liquefied natural gas facilities, or drilling platform construction plants are located on the coast, that they should be located in the Portland or Upper Penobscot Bay areas.
- II. The Committee recommends that these and similar "heavy" industrial facilities be located outside of the stated areas only if demonstrated need for such location is shown and if they meet certain criteria. These criteria are:
 - a) The proposed heavy industry cannot reasonably be located outside of the coastal area.
 - b) The proposed heavy industry cannot reasonably be located within the preferred municipalities.
 - c) The proposed development meets the requirements of the Site Location of Development Law.
- III. The Committee further recommends that the municipalities in the stated areas be encouraged to determine for themselves whether they want these industries within their boundaries and, if so, where, and how these industries should be located.

TRAVEL AND TOURISMTHE QUESTION

"What policies respecting the allocation of public resources, such as promotion, transportation, and recreational facility financing, will maximize the benefits accruing to the people of the State from tourism, recreational development, and second home development?"

RECOMMENDATIONS

PROMOTION OF TOURISM (p. 54)

- I. The state contribution to tourism promotion which can be made on a matching basis to private organizations should be increased. For this increased amount, the state would provide two dollars for every one dollar of private funding. Conditions would be placed upon this increased funding, however, to achieve selective promotion benefits. The funding should be used primarily for promotion of or provision of tourist information for (1) tourism facilities and events at inland or uncrowded coastal locations, (2) convention facilities (coastal or inland), (3) cultural facilities on a regional basis and/or (4) off-season tourism (autumn, winter, and early spring) in both coastal and inland areas.

TOURISM INFORMATION SERVICES (p. 55)

- II. The tourism promotion and information services of the State Development Office (tourism promotion funding) and the Travel Information Advisory Council (billboard law) should be coordinated to be sure that the two efforts are consistent with one another.
- III. The fullest possible advantage should be made of the tourism information system which must be established to replace billboards. In this regard, the State should provide an overall information service for efficient tourist movement and effective exposure of tourism-related businesses.
- IV. The Department of Transportation and the Travel Information Advisory Council should be adequately funded to carry out the objectives of the Maine Traveler Information Services Act (the Billboard Law) throughout the entire State.

ADVERSE IMPACTS OF TOURISM (p. 57)

- V. The towns should adopt more effective measures to plan for and prevent the environmental and service costs of tourism activity. Specifically, the committee feels that many of these impacts should be dealt with by towns and by the state as part of the broader "cumulative impact" problem which the Committee is dealing with as a separate issue.

CUMULATIVE IMPACT OF DEVELOPMENTTHE QUESTION

"What means are available to deal with the effects of permitted uses which have minor individual impacts, but major cumulative impacts?"

RECOMMENDATIONS

TECHNICAL ASSISTANCE (p. 62)

- I. State and regional agencies should organize themselves to provide technical assistance to towns on cumulative impact problems at their request. Further, these same agencies should identify actions that are needed to improve their capabilities to respond to town requests for technical assistance. This is particularly important when agencies determine that an adequate level of service cannot presently be provided while carrying out other agency responsibilities.

STATE-LEVEL LEGISLATION (p. 63)

- II. Amend the enabling statute for comprehensive planning to stress that plans shall anticipate and consider cumulative impacts.
- III. Modify the Site Law, Subdivision Law and the guidelines ordinance of the Shoreland Zoning Act to allow for consideration of the cumulative impact of development in the permit process.
- IV. Amend the Subdivision and Minimum Lot Size Law to encourage lots of larger than the current minimum size where, due to the nature of the soils, the cumulative development would contaminate ground or surface water.

NATURAL RESOURCE INFORMATION TRANSFER

THE QUESTION

"How can resource data dissemination systems be improved so that state, local, and regional data users and land use decision makers will have the information they need readily available to them?"

RECOMMENDATIONS

GENERAL (p. 66)

- I. The State should undertake some modest changes in the current information transfer system. The present lack of public demand indicates that the State should view the TRIGOM proposal as a desirable goal.

IMPROVEMENT OF EXISTING TRANSFER PROCESS (p. 67)

- II. The State Planning Office should develop an index of Maine natural resource information with the cooperation of other appropriate state, regional, and federal agencies.
- III. The State Planning Office should maintain and publicize a toll-free telephone line to allow direct access to the index and resource referral system.
- IV. The State Planning Office should monitor changes in the demand for improved natural resource information and recommend improvements to the current system as appropriate.
- V. The State Planning Office should establish an affiliation with the National Cartographic Information Center (NCIC) of the U. S. Geological Survey so that in-state access can be provided by the State Planning Office to catalogs of federal aerial photography and satellite imagery.

PRINTING AND DISTRIBUTION (p. 68)

- VI. The State Planning Office and other state agencies that distribute natural resource information should be encouraged to use funding to publish such unpublished natural resource information as dams inventory work, lakes and Great Ponds inventories, etc., as would be useful to local resource planning and management efforts.

ROLE OF REGIONAL
PLANNING COMMISSIONS (p.68)

- VII. Regional planning commissions should continue to assist local officials to use natural resource information for resource planning and other decision-making. (This relates to the cumulative impact recommendations as well.)

NOTICE OF INFORMATION
AVAILABILITY (p. 69)

- VIII. The Governor should request state, regional, and local agencies to cooperate with the State Planning Office by notifying the SPO whenever new resources information becomes available. Appropriate means should be used to notify users of the availability of new information.

Fisheries

THE QUESTION

"What kinds of technical assistance, financial incentives, capital investments, and other actions should the public sector undertake to encourage fishing, fish processing, and marketing which will conserve the fisheries resources while bringing value-added economic development to the state?"

THE EXISTING SITUATION

For hundreds of years the fishing industry has been a vital force in Maine's coastal economy. Fishing and related business activities such as processing, transportation, marketing, vessel construction and repair, the provision of various supplies and equipment, and numerous other support activities have shaped the development and lifestyle of many coastal communities and offered unique and highly-valued opportunities to Maine's people.

Recent conditions and trends in Maine's fishing industry indicate that long term economic prospects are becoming brighter after an extended period of declining harvests and limited value-added activities. The recent extension of U.S. fisheries management jurisdiction to 200 miles has drastically reduced foreign fishing activities off our shores and created a mechanism for improving the long term availability of fisheries resources to domestic fishermen and fish processors. The total volume of Maine-landed fisheries resources, after declining from over 350 million pounds in 1950 to a low of 138 million pounds in 1975, rebounded to 182 million pounds in 1977. Much of this increase in landings has been in herring where value-added activities, including sardine packing, are relatively great. Landings have also increased for popular groundfish species such as cod, haddock, pollock, and hake where value-added activities have traditionally been very limited.

There has also been very encouraging growth in the value of fisheries landings in Maine due to rapidly increasing worldwide demand for fish products. The rise in landed values has been especially rapid during the past ten years with an average overall increase of more than 15% annually. High-valued species such as lobster and clams have accounted for much of this increase but finfish species such as herring and various groundfish species have also experienced significant rises in value. Continued expected increases in demand for seafood as well as improvements in domestic market conditions for U.S. producers, due in part to the 200-mile limit, promise to continue favorable price trends for Maine fish products.

Despite these encouraging developments Maine's commercial fishing industry is faced with some very significant problems of broad public concern; for example:

- Extended fisheries management jurisdiction, while improving long term prospects for Maine's fisheries, has created a new operational climate in the industry and calls for the development of new relationships between the public and private sectors to manage "common property" equitably and effectively.
- The current inadequacy of physical infrastructure facilities in strategic fishing ports suggests that new mechanisms and initiatives may be needed to meet many common facility needs throughout the industry.
- Conflicts among competing uses of the coastal areas, such as recreational boating, must be resolved to ensure reasonable and adequate provisions for all users including fishing interests.
- The fragmentation of business efforts and lack of coordinating institutions and arrangements in certain sectors of the industry, particularly the groundfish sector, present significant obstacles to further growth in crucial marketing and processing functions.
- Similar problems associated with fragmentation and the lack of coordinating mechanisms arise in regard to technology innovation and transfer in the harvesting sector.
- Competition with heavily subsidized foreign fish suppliers in traditional U.S. markets creates a further obstacle for Maine and other domestic producers.

WORK DONE

During the past year the Committee has addressed current conditions and issues in the fisheries and considered a wide range of public sector actions which may be desirable or necessary to encourage fishing, fish processing and marketing which will conserve fisheries resources while bringing value-added economic development to Maine. The Committee's work has been assisted by a comprehensive consultant's report on fisheries development, Towards a Fisheries Development Strategy for Maine, by C.E. Maguire, Inc. The Committee was also aided by input from many industry representatives, the Department of Marine Resources, the University of Maine, and other sources.

It should be noted that the finfish sector of the fishing industry was the primary focus of the Committee's study because of the many changing conditions and relatively good opportunities for economic expansion in this sector.

PUBLIC RESPONSE

The Committee presented a series of recommendations to the public for responses at the seven public meetings held in August. These recommendations were basically the same as those presented in this report. They deal with fish-

eries management; pier and port facilities; coordinating mechanisms and marketing aids; foreign competition; vessel and equipment financing; education, training and extension services; marketing and promotion; economic research; and coordination of fisheries development services.

Public responses to the recommendations dealt primarily with the need for improved fish pier and related fish handling facilities and with the need for State efforts to determine available fish stocks. Most people reacted very favorably to State involvement in the development of pier facilities. The urgent need for facilities was expressed at most of the public meetings. There was some concern expressed about the future of towns in which pier facilities are not built by the State, that the economies of such towns may be hurt. State fisheries stock assessment was cited as an important priority, since Maine cannot expect to influence resource management decisions without adequate data.

FINDINGS AND RECOMMENDATIONS

As an overall policy statement to guide the wide range of decisions which must be made regarding fisheries, planning and development in Maine, the Committee recommends the following:

- 1. Maximize the contribution of the fisheries resources to the people and the economy of Maine, while enhancing the competitive ability of small enterprises and preserving traditional lifestyles.

This policy implies a relatively aggressive role for the state in influencing the fisheries by such measures as; encouraging increased but biologically sound harvesting in near shore areas; the adding of more value to fisheries landings within the state through assistance in processing, storage and marketing.

The policy also implies recognition of the importance of small-scale enterprise and traditional lifestyles in Maine's fishing industry and coastal economy. Therefore all government actions to influence the availability of fisheries resources, operational procedures and patterns and financial conditions and other mechanisms to help the industry should be developed and reviewed with a special emphasis on enhancing the viability of small enterprises and preserving traditional lifestyles.

More specific recommendations together with appropriate background information and rationale are as follows:

FISHERIES MANAGEMENT

In the aftermath of expanded foreign and domestic fishing efforts in the Gulf of Maine and Georges Bank during the past two decades, and with the advent of

extended U.S. fisheries management jurisdiction, perhaps the most urgent public policy issues in the fisheries involve fisheries management and conservation. Restrictions on the availability of fisheries resources by geographical area, time of year, gear type, or other means have far-reaching implications on the nature and viability of the fishing industry from harvesting and processing, to marketing, financing, and numerous other support activities. A great amount of scientific research and public/private sector cooperation is needed to ensure that fisheries management practices are based on sound scientific information, that these practices are economically and socially equitable to all fisheries interests, and that the long term interests of Maine's fishery and fishing industry are well served.

- II. The Department of Marine Resources should immediately undertake an expanded stock assessment program to obtain improved information on the fisheries resources off our coast.
- III. The Department of Marine Resources should be aggressive in using this assessment information to formulate appropriate State management plans for in-shore species, and to influence regional management policies which affect Maine's fishing industry through federal consistency provisions and other appropriate legal means.

Implementation
The Department of Marine Resources is responsible for this work.

PIER AND RELATED PORT FACILITIES DEVELOPMENT

The availability of adequate piers and related port infrastructure facilities in strategic locations is crucial to the existence and future development of Maine's fishing industry. Several recent reports indicate that current fishing facilities in many ports are seriously inadequate to serve modern needs and meet future demands. For example, a recent study by Maine's Department of Transportation identified a number of capital improvement projects for fishing facilities and concluded that "the generally poor availability and condition of the physical facilities that the industry depends on for its existence does not reflect the importance of maintaining a prosperous fisheries economy in Maine." Studies in many coastal communities have identified facility needs in considerable detail.

The obstacles presented by inadequate port facilities are far-reaching and they are not easily overcome. The lack of adequate real estate and pier facilities often seriously impedes the efficient handling of fish, gear, and supplies, and has a very detrimental effect on value-added activities. It presents berthing and maintenance problems, and has an effect of the safety and protection of substantial investments in vessels and equipment. In cases where adequate public or alternative pier facilities are lacking, business patterns may be unduly and adversely influenced by private pier owners who have the potential ability to limit the access of fishermen to product markets and supply outlets. Particularly in larger ports where product consolidation and processing may occur, the lack of repair facilities, waste disposal systems, ice and freezer facilities, and other infrastructure elements often hinders fishery activities including crucial value-added activities. Furthermore, it should be emphasized that the nature and location of port facilities can have a strong influence on fisheries marketing and processing patterns and practices in Maine.

Major obstacles to improving port facilities include cost, government regulations and the scarcity of land and shore space. Investments in piers and other port facilities in most cases are extremely expensive and, in a primarily small-operator industry where cash flows are often uncertain and the maintenance of low overhead appears to be an important survival strategy, these investments are seldom adequately made. The problem of maintaining on-shore space needs for the fishing industry becomes more difficult as pressure from competing uses such as recreation, housing, and industrial development continues to grow. A further consideration is the general nature of needs for port facilities. The benefit of pier facilities, waste disposal systems, transportation networks, cold storage facilities, dredging activities, and other elements is not limited to individuals but is spread generally among all users of the port. A very persuasive case may therefore be made for central planning and financial assistance in fisheries port development to improve facilities and make the best use of scarce capital resources.

The Committee finds that participation in the planning and funding of fish piers is an appropriate and necessary role for State Government to play in the development of Maine's fisheries. More specifically, the Committee recommends the following:

- IV. The State should support the development of more than one major public fishing port facility complex to expand and improve the efficiency of fish handling, processing and related value-added and support activities in Maine.
- V. The State should also support the development or improvement of appropriate public facilities for the landing of fish and shipment to processing and marketing centers.

- VI. The State should develop a funding mechanism to implement the above recommendations which will determine the location and nature of specific port development projects on the basis of initiatives and commitments from municipalities and private industry.
- VII. Primary institutional responsibility for fisheries port development should be designated within the Department of Transportation, subject to the concurrence of the Department of Marine Resources.

Implementation

Department of Transportation has major responsibility for implementation with specific measures listed under "Ports" recommendations. Legislative action may be required.

COORDINATING MECHANISMS AND MARKETING AIDS

It appears that geographical fragmentation and fragmentation of business effort in various sectors of the fishing industry creates very significant obstacles to the ability of the industry to take best advantage of the economic wealth and value-added opportunities available in fisheries resources. The Committee considered various possibilities for encouraging industry organizational improvements, marketing aids, or coordinating mechanisms which might pool various industry resources toward the achievement of common goals while substantially preserving the independence of individual operators. Several recommendations are made in this regard.

The Committee finds that cooperative action of various kinds in fishing, fish processing and marketing is a key ingredient to expanded fisheries development and the preservation of traditional rural and economic patterns in Maine.

- VIII. It is recommended that the department of Marine Resources and the University of Maine continue to provide technical assistance to a broad range of cooperative-type ventures which involve the pooling of industry resources and which promise to improve overall value-added development in the fisheries.

It should be emphasized that this recommendation is not directed at only the traditional concept of cooperatives (one share, one vote) but at a broader concept which embraces any pooling of resources by many producers or marketers to achieve common business benefits.

The Committee finds the concept of a fish auction system to merit further consideration as a potential mechanism for facilitating the consolidation of product, the enhancement of price competition, the improvement of quality discrimination practices, and the restructuring of relationships between fishermen and processing/marketing interests.

● IX. It is recommended that the concept of fish auctions be further investigated by the Department of Marine Resources.

The Committee finds the concept of a Fisheries Development Council (recommended in the consultant's report) to have certain merit as a public/private sector partnership for addressing certain key issues, particularly marketing issues in the fishing industry on a cooperative and coordinated basis.

● X. It is recommended that the concept of a Fisheries Development Council be further investigated by the Department of Marine Resources.

Implementation
The Department of
Marine Resources is
responsible.

FOREIGN COMPETITION

Competition from subsidized foreign fishermen and fish processors has had a very damaging impact on the fishing industry in Maine and elsewhere in the Northeast over the past several decades. The situation of the Canadian Maritime fishing industry serves as a dramatic example of this problem. Canada recently initiated a \$40 million program to further upgrade the physical facilities of its East coast fishery which exports the bulk of its products to the U.S. market, particularly New England, in competition with domestically produced products. This program supplements \$130 million in emergency funding which Canada has spent for similar purposes since 1974. Subsidies range from pier and vessel construction to the purchase of ice machines and fish handling equipment, and direct government payments to fishermen for harvesting certain species. Canadian subsidies on fresh groundfish fillets imported to the U.S. have recently been estimated to range as high as 22.9 to 32.8 Canadian cents per pound compared with a 1976 average ex-vessel groundfish price in Maine of only 19.5 cents.

Other foreign nations including Iceland, Poland, Norway, Spain, and Japan have various kinds of fisheries subsidy programs in effect which preclude or seriously hinder the ability of Maine or other U.S. fishing interests to compete successfully in the rapidly expanding frozen fish and convenience food market. The subcommittee finds that competition from subsidized foreign fishing ventures has a very damaging and unfair effect on Maine's fishing industry.

- XI. It is recommended that the Department of Marine Resources strongly support efforts to bring equity to the international marketplace through appropriate and effective means.
- XII. The Department of Marine Resources should monitor any developments in regard to foreign processing ventures in Maine and be prepared to influence such ventures to protect and enhance the long-term prosperity of Maine's fishing industry.

Implementation
The Department of Marine Resources should monitor the problem and recommend appropriate action.

VESSEL AND EQUIPMENT FINANCING

The Committee examined the need for public sector financing programs in harvesting-related activities and found no reason to institute further financing programs due to:

- 1) the current availability and potential expansion of federal and State programs as well as private sector programs for this purpose;
- 2) the apparent lack of both need and demand within the industry for additional public funding programs for harvesting purposes; and
- 3) the fact that some restraints on the availability of capital for vessels serves as an important device for limiting entry into the harvesting sector and rewarding operational efficiency.

- XIII. The State need not undertake any additional grant or loan programs for assisting in vessel or harvesting equipment financing at this time.

- XIV. The Department of Marine Resources should continue to monitor federal programs and legislation dealing with vessel and shoreside facility financing to ensure that these resources are put to best use for Maine fishermen and processors.

Implementation

Monitoring by the Department of Marine Resources.

EDUCATION, TRAINING AND EXTENSION SERVICES

The Committee finds that improved education and training in the harvesting, processing, and marketing of fish is of crucial importance to the future development of Maine's fishing industry. Furthermore, it is clear that extension services are vitally important in the delivery of education and technical assistance to individual fishermen. The Committee makes the following recommendations with the recognition that various efforts are currently underway at the Washington County Vocation Technical Institute and elsewhere to improve training in fisheries-related skills.

- XV. Current education and training programs for the harvesting sector of the fisheries industry should be supplemented by programs designed to assist the processing and marketing sectors. These programs should be developed by the Vocational Technical Institutes, with the Department of Marine Resources, and include on-the-job training experience supervised by processors with financial incentives and technical assistance by the State.

- XVI. Extension programs at both the Department of Marine Resources and the University of Maine should be expanded to meet increasing information and education needs in the industry as well as technical assistance needs, business management assistance, and various types of applied research such as gear research, vessel design research, operational assistance and related functions.

Implementation

The Department of Marine Resources should coordinate program expansion, working with the University of Maine and the Vocational Technical Institutes.

MARKETING AND PROMOTION

Marketing is one of the most critical entrepreneurial business activities and encompasses a broad range of functions including promotion, packaging, distribution, demand and opportunity forecasting, quality control, and sales.

The extent to which marketing is considered a problem in our fishing industry is both an acknowledgement of its importance and an indication of the need for further improvement. A significant number of fish producers or dealers in Maine, especially in the groundfish sector, have an interest in developing improved business management practices in order to undertake more effective marketing strategies and thereby improve their positions in the marketplace. The development of improved industry organizational mechanisms and coordinating arrangements may be the most satisfactory long term remedy to this situation in many cases. However, there is also a need for direct State action and ongoing assistance to better determine market opportunities and conditions and marketing methods for Maine's fishing industry.

Current State programs in marketing and promotion include the publication of market leads, consumer education, promotion, and the investigation of new markets and distribution systems. The Committee makes the following recommendations for expanding or re-orienting the focus of the Department's marketing and promotion activities.

- XVII. It is recommended that an appropriate and necessary role for the State in marketing and promotion is to undertake programs which are beyond the ability of the industry to provide for itself including media promotion for Maine seafood products, marketing trade missions, major marketing studies, the provision of general information on prices and landings, and the periodic undertaking of forums or workshops on specialized marketing topics.
- XVIII. The State should also examine and encourage the development of improved organizational structures and coordinating mechanisms in the industry which promise to improve the marketing and promotion of Maine seafoods on a cooperative basis in the private sector or through public/private sector partnerships.
- XIX. Several specific organizational mechanisms, namely fish auctions and a fisheries development council, should be further investigated by the Department of Marine Resources to determine the potential value of these mechanisms in addressing marketing and promotion problems and opportunities in the industry

Implementation

The Department of Marine Resources should organize itself to undertake these marketing responsibilities.

ECONOMIC RESEARCH PROGRAM

An ongoing need exists for monitoring the economic and operational conditions of various aspects of the fishing industry and providing economic and statistical support data for strategic decisions in public policy, tax initiatives, business planning, fisheries management and a wide range of State and Federal decisions regarding fisheries assistance policies. Current fisheries management and coastal zone management activities reinforce the need for improved knowledge of economic conditions, issues and opportunities facing the fishing industry.

- XX. The Department of Marine Resources should undertake a continuing program to collect, compile, analyze, and disseminate more comprehensive fisheries economic information including employment statistics, product value and flow data, fleet and harvesting characteristics, support industry data, operational statistics including processing activities, consumption and market trends, and related information.
- XXI. As part of an ongoing economic research program, the Department should also conduct research into new operational or marketing techniques, technological innovations, and structural changes which might have beneficial implications for Maine's fishing industry.

Implementation

The Department of Marine Resources should establish the necessary organizational structure to undertake economic analysis work.

CONSOLIDATION OF STATE FISHERIES DEVELOPMENT SERVICES

Most of the fisheries development functions and activities enumerated in these recommendations are carried now to some extent by State agencies, primarily the Department of Marine Resources. Various of the Committee's recommendations have re-emphasized the need for certain kinds of development assistance now available through the Department. Other recommendations have called for new initiatives for State action. The Committee finds that a coherent overall framework for organizing and carrying out all fisheries planning and development responsibilities, new and old, is desirable both for efficiency of operations and for ensuring overall consistency and integration in the delivery of fisheries assistance services.

- XXII. The Department of Marine Resources should investigate the establishment, within the Department, of an integrated planning and development division to include marketing and promotion, economic research and analysis, education and training, extension services, financial and regulating advisory services, port planning and development services, and related concerns for commercial as well as recreational and aquacultural fisheries activities.

Implementation

Appropriate administrative changes within the Department of Marine Resources.

Port Development

THE QUESTION

"What areas of the coast present the highest opportunities for development of port facilities for cargo handling, recreation, fish processing, and oil handling? How can the State public institutions best capitalize on these opportunities?"

EXISTING SITUATION

Historically, Maine's excellent harbors have been a vital factor in shaping the State's economy and the activities of Maine's people. Changing economic conditions, competition with other cargo ports and diminishing fish landings have, in the last fifty years, contributed to the general decline of traditional port activities. Conditions have tended to shift the value of port resources toward recreational boating and oil terminal facilities.

Maine's cargo port facilities have gradually lost out in competition with other East Coast U.S. and Canadian ports, especially where substantial public investment has been devoted to modern container-handling facilities. Similarly, the inability of the Maine fisheries industry to compete with technologically-superior foreign harvesting fleets has, for fifteen to twenty years, made investments in fish port facilities relatively unattractive.

The private investment market seems willing to let these trends continue. However, government can justify intervention in this process for the following reasons:

1) Decline of cargo port activity in Maine may be neither inevitable nor desirable. Perhaps public investment can provide net benefits to the State's economy even if private port investment would not realize a profit on port operations alone.

2) The 200-mile limit offers promising, though somewhat uncertain opportunities for revival of Maine's fishing ports. In fact, in order for the Maine fishing industry to take full advantage of extended fisheries jurisdiction, harbor facilities must be rebuilt and re-equipped in preparation for the increasing volumes of fish which should become available in the future. (More details on this issue are presented under "Fisheries.") It is also questionable whether the fishing industry could in some ports, gather sufficient capital from the scattered individuals who would benefit from adequate landing facilities.

3) Recreational boating may be increasing to the point where demand exceeds the capacity of services offered by private operators and the towns. Perhaps the public sector should assist in meeting these needs. Also, recreational boating may create

harbor congestion and conflicts with traditional commercial port operations; this would require some management to comfortably accommodate different port users.

4) Oil shipment and terminal operation are considered a threat to environmental quality and coastal resources, thus government involvement in oil port development decisions has been justified.

The scope of the Coastal Committee's response to the port question has been limited to cargo, fisheries, and recreational port facility needs. This work has not addressed port management problems except as they suggest the need for improved facilities or for State involvement in facilities development.

WORK DONE

Substantial port development planning work has been undertaken over the past two years, by the Department of Transportation and the interagency Maine Port Planning and Development Program. The work completed by this program has provided much of the explanation of port problems and development opportunities necessary for the Coastal Committee to develop its response to the ports question. In addition, the Coastal Committee commissioned a consultant study of the potential for cargo port development in Maine.

The issues addressed by this port planning process are:

- 1) What port facilities are required and recommended
 - a) To adequately handle the present and future waterborne commerce of Maine industry;
 - b) To adequately handle the fish landings for the anticipated expansion of Maine's fishing industry; and
 - c) To meet the recreational uses and passenger transportation needs of Maine's coastal and island communities.
- 2) How such facilities are to be planned and financed and the extent to which State Government should be involved, and
- 3) Institutional changes in State agencies to facilitate and accomplish recommended development.

PORTS INVENTORY

The first step in this process was an inventory of existing port facilities in 47 Maine coast communities. The inventory provides a description of existing commercial facilities and the general level of activity occurring in each port. Meetings were held with municipal officials and port facility operators in 23 of the inventoried ports to determine what plans the port has for its own development, what it sees as the need for facilities and development in the port in both the near and long term.

PLANNING VOLUME

The second step involved preparation of a ports Planning Volume which uses the inventory data, cargo import-export data, and fisheries and recreation port activity information to describe the current status of port activities and facilities in Maine. Port development needs and opportunities are summarized. The report also suggests State development strategies for fish, recreation, passenger and cargo facilities.

The planning volume provides an assessment of export-import cargo traffic that originates and terminates in the State of Maine. The purpose of the survey was to provide a basis from which to determine the port facility needs of Maine traffic and whether it would be possible to assemble cargoes at Maine ports in sufficient quantity to support scheduled sailings from a modernized cargo port facility. The report concluded that forest products seem to be produced in sufficient volume to warrant careful consideration of the development of a marine terminal with the capabilities to service the ocean shipping and handling needs of the forest products industry.

Based upon an assessment of transportation patterns, available cargo volumes, and land transportation access, the report made preliminary conclusions that:

- 1) The State can expect to develop general cargo-handling facilities in no more than two or possibly three places.
- 2) General cargo port investment (as opposed to specialized port facilities) should be done in such a way as to maximize the concentration of cargoes through the port and thereby provide the highest possible return on the public investment.

The report presented general strategies for cargo port development and suggestions for further study of cargo port feasibility.

CARGO PORT FEASIBILITY STUDY

The CCDC commissioned a consultant study to analyze the cargo port issue in more detail. The report, entitled Feasibility Study of Cargo Handling Facilities at Maine Ports was prepared by Fay, Spofford and Thorndike, Inc. of Boston, with

economic and market analysis assistance by Economics Research Associates of Boston.

The work completed for the Planning Volume was used as the starting point for a more detailed economic and engineering feasibility study by the consultants of several port alternatives. The results suggest that if Maine is to maintain cargo handling activity it must modernize its facilities. They further suggest that if the state wants to overcome competition from Boston or St. John, New Brunswick, it should invest in one major modern cargo port facility. The consultants suggest that by choosing the alternative of investing in more than one port, the state may end up spending a large amount of money on several facilities, none of which have the necessary equipment for modern cargo needs nor sufficient business to justify the cost.

After examining several alternatives the consultants concluded that Searsport offers the best location for a modern cargo port. They indicated that a Searsport facility could accommodate deep draft vessels easily, without dredging, and with ample room for expansion. Two Portland sites were judged to be less suitable because of the lack of expansion room at both, and the difficulties caused by bottom conditions at one site and by the Million Dollar Bridge at the other. Fay, Spofford also indicated that improvements to existing facilities at Portland and Searsport could cost as much as developing an entirely new facility.

The estimated total cost of constructing the recommended facility would be forty-one million dollars. The consultants indicate that twenty-eight million of this cost would be provided by the State with the remainder of the cost being funded by port users, revenue bonds, or possibly federal funds.

The Department of Transportation requested Fay, Spofford and Thorndike to study the costs of some additional port development options as a supplement to their original port feasibility study. The options considered were (1) various siting and design alternatives for construction on Sears Island, (2) upgrading the existing Bangor and Aroostook facilities at Searsport, (3) construction of cargo facilities at the Canadian National/NEECO site in Portland, and (4) upgrading Portland facilities at the Maine State Pier or the Portland Terminal Number 3 site.

The supplemental work also evaluated operating and maintenance costs and alternative management and financing arrangements for a major cargo facility.

INSTITUTIONAL ARRANGEMENTS STUDY

The Planning Volume and the Fay, Spofford and Thorndike study identify needs and opportunities for port development. The fourth report of the port study series examined State laws, funding sources and government institutions to determine what changes are necessary for State government to effectively develop specific port facilities. This report, entitled Institutional Arrangements for State Government Agencies examines two alternative government structures to meet port development needs:

- 1) strengthen the existing Bureau of Waterways in the Department of Transportation and make several changes in the existing Maine Port Authority to make it more flexible and broad based, or
- 2) create a Port Authority with comprehensive port planning and development responsibilities and which would be independent of other agencies.

PUBLIC RESPONSE

The Committee prepared preliminary recommendations for public review at the August meetings. The Committee recommended that the State take an active role in cargo and fisheries port development.

The Committee based its preliminary cargo port recommendations on the findings of the Fay-Spofford report and upon previous reactions to that report. The Committee did not recommend development of a specific port, though it did indicate that the State should give further consideration to development of a single modern container facility.

Fisheries preliminary recommendations comprised a strategy for meeting the fisheries handling needs identified by the Committee in its examination of the fisheries question. This included State support for major fish port facilities and piers in smaller feeder ports. Also included was a statement that the State should decide location priorities and specific components of facilities on the basis of industry and community support. All facilities planning work would be done by the Department of Transportation with the concurrence of the Department of Marine Resources.

In general, the public seems very supportive of State development of port facilities to meet fisheries needs and to take advantage of cargo shipping opportunities.

Public responses differed substantially with regard to the optimal location for state-supported port development. Most reactions dealt with the prospects of major cargo port development at one location on the coast. Understandably, Searsport and Portland area residents and organization representatives emphasized the benefits to be gained from development within their respective areas. Cases for development at Eastport and Rockland were presented as well.

Public discussion of the Committee's preliminary recommendations and of the consultant's study indicated that a number of unanswered questions require additional investigation before the State can determine an appropriate strategy for cargo port development.

FINDINGS AND RECOMMENDATIONS

Port facilities provide basic public transportation access to the ocean. Therefore, port development is an appropriate part of the State's

responsibility to provide public transportation facilities. Furthermore, port facilities are part of a general class of facilities which often require public financing because the expenses involved make them uneconomical for private investment, but whose benefits are so widespread that they are legitimate public investments. There has been widespread agreement among members of the committee and the public which has commented on the reports issued by the CCDC that port development is a legitimate concern of the State and, that development of both cargo and fisheries ports should be given high priority.

- I. The State of Maine should make a substantial institutional and financial commitment to port development. This commitment should be contingent upon there being sufficient business and general economic activity to justify port development and operation.

The need for fisheries port facilities has been demonstrated (see "Findings and Recommendations" under "Fisheries"). It also appears that there is sufficient cargo potential to support operation of a modern cargo facility. However, final decisions on whether to build such facilities cannot be made without assurances that sufficient business will be available to justify the port operation.

- II. State support of the development or improvement of any port facility should be contingent upon an appropriate financial commitment by port users or the port community.

FISHERIES PORTS

under "Fisheries")

(for detailed findings, see "Pier and Related Port Facilities"

The Committee believes that significant revitalization of the fishing will not occur without fish pier development. The nature of the fisheries economic situation requires that the State act quickly and be in a position to provide fish port facilities when they are needed.

- III. The State should participate in development of more than one major public fish port facility in appropriate geographic areas, and with capacity for landing and processing fish. The State should also participate in development of appropriate public fish pier facilities for the landing and shipment of fish to marketing and processing facilities.
- IV. The Department of Transportation, working in conjunction with the Department of Marine Resources should prepare a realistic program for high priority fish port facilities developments and improvements. These priorities should be determined in time for consideration by the 1979 session of the Legislature.

Criteria to be used in determining development priorities include:

- a) Volume and value of fish landings, and concentration of fishing vessels in particular ports
- b) Capacities, condition of and public access to existing facilities
- c) Facility development plans by the industry
- d) Interest and support as indicated by proposals from coastal communities
- e) Priority needs as indicated by the Department of Marine Resources, the fishing industry and appropriate port communities.

Port development financing arrangements should be planned in such a fashion that towns can have a role in facilities management, but that the State's investment is protected with provisions for proper maintenance.

- V. The Department of Transportation should, before the 1979 legislative session, outline preferred methods for financing fisheries facilities. Funding should be flexible in order to accommodate various local and industry needs, but it should be planned in such a fashion that local commitments can be demonstrated through a willingness to assume ownership, maintenance, and/or operation costs and responsibilities.

Implementation

The Department of Transportation, with concurrence of the Department of Marine Resources, is responsible for determining priorities, seeking funding, and preparing appropriate legislation

CARGO PORTS

The consultant's work has provided some answers to the question of which areas offer the best opportunities for cargo port development, and such development does seem to warrant further consideration. However, substantial questions remain to be answered before a commitment can be made by the State to develop modern cargo port facilities. In particular, there is uncertainty about the appropriate scale of port operations and the extent of the available market. The answers to these questions will in turn determine where facilities should be located. The most fundamental question, however, is would such development be worth the expense?

- VI. The Maine Department of Transportation in cooperation with affected communities, port users and private development interests should maintain the existing State cargo facility and consider additional improvement opportunities at this and at other Maine ports. Identified improvement needs should be developed for presentation to the Governor and the 109th legislature.
- VII. The Department of Transportation should undertake, with Department staff and/or consultants, appropriate analyses to determine whether single or multiple cargo port facilities can be expected to offer direct and indirect benefits which would justify their construction, and operation costs.

Appropriate feasibility analysis should include assessments of:

- a) The present and potential business for a Maine port service from Maine industries and from port markets beyond Maine and New Hampshire.
- b) The extent of commitment on the part of Maine industry to use and financially support a Maine port.
- c) The quality of shipping service which a Maine port(s) could expect.
- d) The overall economic benefits to the State from:
 - direct shipper payments which would otherwise go out of State,
 - transportation cost savings to Maine shippers,
 - revenue and economic activity stimulated by shipments to or from out-of-state industries,
 - secondary benefits as the revenue from port operations filters through other segments of the State's economy .
- e) Anticipated construction, operation and financing costs for the various realistic port alternatives.

The Department should be prepared, by October, 1979, to indicate the feasibility of cargo port development. If such a facility (or facilities) is (are) found to be feasible, the Department should be prepared to:

- a) Recommend a general scale and design (single port or feeder ports) and location for port developments or improvements which are appropriate for Maine's needs, and
- b) support a general obligation bond request to the Legislature and the Governor for some of the funding required, based on a clear understanding of the anticipated costs, benefits and risks associated with the development.

In the interim, the Department of Transportation should provide preliminary engineering and predesign assistance to towns which have demonstrated support for cargo port development.

Implementation

The Department of Transportation is responsible for study, planning, and maintenance of cargo facilities.

RECREATIONAL PORTS

The private sector is heavily involved in providing boat handling facilities on the coast of Maine. The substantial number of yacht clubs, marinas, boat yards, boat building, and storage facilities indicate that much of the present need is being met with private investment and it seems reasonable to suggest that this situation should be encouraged to the extent possible.

- VIII. Every effort should be made to encourage the development of privately-owned recreation facilities in those coastal communities that now have a high level of recreation activity and those communities who wish to encourage the development of such activity.

The town landings, town docks, and public boat launch sites which are generally provided with public funds have acted as a supplement and supporting system to the privately-funded facilities. This appeared to have been a satisfactory arrangement in approximately the right proportions for most of the coastal communities.

- IX. The towns should continue to be the primary planners and initiators of port improvement projects involving recreational facilities in the public sector.
- X. The Department of Conservation, Bureau of Parks and Recreation should continue to acquire, develop and operate alone or in cooperation with the communities involved, access sites in coastal communities in accordance to the extent possible with its 1976 "Public Facilities for Boats Plan". In addition, the Bureau should continue to assist municipalities financially and technically to meet their port development needs for recreational facilities.

The Department of Transportation should provide technical assistance to communities upon request in the development of data necessary to support the construction of new or the modification of existing public landings or public docks that are intended for general use as opposed to exclusive use for recreation purposes. In the latter case, the technical assistance program of the Bureau of Parks and Recreation should be employed wherever practicable. The two agencies should, in

consultation with DMR, cooperate to the fullest possible extent. State, technical and planning assistance for port development should at all times consider the objectives and provisions of town comprehensive plans.

Implementation

The Bureau of Parks and Recreation has the chief responsibility for recreation facilities. Department of Transportation and Department of Marine Resources should assist communities for multi-purpose facilities.

INSTITUTIONAL CHANGES

The Committee finds the best institutional location for port planning and development is within the Department of Transportation. This set-up is preferable to Maine Port Authority responsibility for the following reasons:

- Costs advantages
- Keeps responsibilities within the Executive Branch
- Facilitates coordination with highway and rail planning.

The Maine Port Authority would still be involved in the financing and development process however.

- XI. The Department of Transportation should be the lead agency for port development planning, construction, and operation.

These activities should be done in cooperation with and subject to the concurrence of the Department of Marine Resources in the case of fisheries facilities. The Bureau of Parks and Recreation should be the lead agency for development and improvement of recreation boating facilities, with concurrence from the Department of Transportation, and the Department of Marine Resources where appropriate.

In order to accomplish the planning and management work necessary to build port facilities, the State must have adequate staff, an appropriate administrative structure, proper funding mechanisms and explicit legal authority.

- XII. The Department of Transportation and the Department of Marine Resources should increase efforts to provide support staff for port planning, development, and operation.

This staff is needed to:

- a) Insure that the planning effort includes private, community and State interests,
- b) Undertake design work, and manage funding, construction and general operations,
- c) Develop details of appropriate cargo development strategy and priorities for fish pier investments.

Part of the responsibilities of an expanded Department of Transportation port planning staff should be to provide technical assistance to towns -- especially pre-engineering and design assistance -- to lower local costs for port planning and to shorten the time necessary for harbor improvement projects by the Corps of Engineers and other federal agencies. The assistance would be provided for cargo, fish, and recreational ports and for general harbor improvement projects.

Part of the responsibilities of the Department of Marine Resources staff will be to provide the technical assistance necessary to make port development decisions consistent with Maine's marine resource conservation, management, and development strategies.

● XIII. Make changes in the existing Department of Transportation structure to provide more flexibility to the Department's port funding capability and to expand the geographic area in which the Maine Port Authority can carry out effective operations:

- a) Expand the Maine Port Authority's powers to apply to the entire coast.
- b) Restructure the Board of the Maine Port Authority to provide for a nine-member board to include the Commissioner ex officio, the Commissioners or Directors of relevant agencies (Marine Resources, Conservation, and State Development Office) plus five public members appointed by the Governor.
- c) The Port Authority's present revenue bonding authority should be maintained.

● XIV. Make explicit certain powers and authority of the Department of Transportation. Such powers will become increasingly important as the State accepts greater responsibilities for port development.

These include:

- comprehensive planning for ports;

- the power to provide matching funds for EDA and other federally funded projects;
- the authority to develop technical assistance programs for communities.

Implementation

The Governor should introduce legislation at the 1979 session of the Legislature to make the above specified changes in the Department of Transportation's structure and authority.

Heavy Industry Siting

THE QUESTION

"Where should heavy industry be sited in coastal Maine? Specific consideration shall be given to oil terminals and refineries, electrical generating plants, and other heavy industrial facilities. Factors to be considered on this issue include local and regional social, economic, and environmental conditions which should influence siting of such facilities."

EXISTING SITUATION

Over the past decade, the Maine coast has been the proposed location for a variety of heavy industrial facilities, including oil refineries and oil handling ports, nuclear power plants and an aluminum smelter. It is anticipated that, because of its deep water harbors, the Maine coast will continue to be an area in which heavy industrial interests will seek to locate facilities.

Under current law, the government and the people of Maine have reacted to specific heavy industrial developments as they were proposed. This has created uncertainty for developers and other citizens who are concerned about the future of the coast. In 1972, a Governor's Task Force on Energy, Heavy Industry and the Maine Coast was formed to recommend measures to dispel some of this uncertainty. The Task Force recommended that heavy industry be confined to the Portland area and to Machias Bay. These recommendations were not carried out through legislation, however, so the State continues to react to individual proposals.

WORK DONE

The Department of Conservation accepted the lead role in designing a study to address the question and in preparing recommendations to be considered by the CCDC. The Department was assisted in the preparation of the report by the Office of Energy Resources.

The guiding assumption in the preparation of the report was the CCDC's stated policy of clustering coastal industries.

INDUSTRIES BEING CONSIDERED

Industries considered "heavy industry" for the purpose of the Department of Conservation study are facilities which, because of the scale of their operations or the nature of materials or processes involved, have in common the potential to pollute or otherwise cause a significant adverse environmental impact. The group of industries considered was further limited to those industries which can be expected to seek locations on the Maine coast in the next 25 years. Specifically, this includes liquefied natural gas (LNG) terminals, nuclear power plants, oil terminals, oil refineries, coal-fired power plants, coal storage and handling yards, and construction yards for outer continental shelf (OCS) platforms. Examples of developments which were not considered by the report are textile mills, shoe factories, leather goods manufacturing establishments, fish processing plants, and garment factories. The proposed Passamaquoddy tidal power project was considered not a heavy industry because it is a resource-development project for which there is only one logical location in Maine.

METHODOLOGY

The steps used in the analysis of this issue were:

- a) A comprehensive listing of the factors which affect an assessment of the overall suitability of potential coastal industrial sites, including physical, biological, social, cultural and economic factors.
- b) Identification of the primary siting factors for each of the industries considered.
- c) Identification of the industries which have the most demanding primary siting factors.
- d) Screening the coast to determine areas which are capable of meeting the requirements of the most constraining industries.
- e) An evaluation of the areas which were not screened out in step d. This included an identification of potential impacts of heavy industry which are clearly unacceptable to local, state, or federal requirements and which might rule out areas.
- f) An evaluation of the remaining areas for their suitability for location of the industries which have less constraining siting factors.

Listings of industry requirements and siting factors were derived from existing studies and close consultations with State agencies with relevant expertise. Drafts of the lists, as well as the study were sent for review to federal agencies, university personnel, industry representatives, and relevant state agencies. The responses of the reviewers have been compiled in an Appendix to the study which may be viewed at the Department of Conservation or the State Planning Office.

In summary, based on this analysis the study team identified three areas where heavy industry could best be sited: Portland - South Portland, Upper Penobscot Bay, and Machias Bay.

The report further examined these areas to determine whether any major environmental problems or conflicts among coastal activities would result from industrial development. It found that local zoning ordinances in Castine and Brooksville prohibit location of heavy industry anywhere in the towns. After further research and discussions with officials in all the identified municipalities, the Department of Conservation recommended that Castine and Brooksville not be part of a heavy industry area and that a state policy to cluster heavy industry not prevent any designated municipality from adopting and administering ordinances to exclude heavy industry from the entire town or from certain zones within the town. The report concluded that the only unacceptable natural resource conflict was in Machias Bay, where the fisheries resource should not be exposed to oil. The report recommends that oil handling facilities be limited to Portland and South Portland.

The Portland - South Portland area does not have locations which meet the primary siting factors for oil refineries. The analysis recommends oil terminals only for the Portland - South Portland area, and those cities are not suited for oil refineries. Therefore, the report in effect recommends that oil refineries be excluded from the entire coast, and limits them to suitable inland locations.

The study team briefly examined the fiscal impact of their proposed policy of restricting the location of heavy industry to 2 regions. They found that those communities in which heavy industry would be prohibited would forego potential benefits from increases in the local property tax. On the other hand, those coastal communities in which heavy industry could locate according to state policy might enjoy significant property tax advantages. Because a state action would create these imbalances, the study team suggested a tax policy to correct this situation, so that communities in which heavy industry is prohibited would share in the tax revenues collected from heavy industry in designated towns.

PUBLIC RESPONSE

Some local officials and citizens felt strongly that local governments should make the final decisions regarding the siting of coastal heavy industries. Business representatives argued for maintaining a flexible and positive approach to industry. They maintained that a State industry siting policy must be responsive to industry needs and flexible in light of changing technology.

Many local officials and industry representatives testified that the designation of preferred heavy industrial sites in the State was unduly limiting. They feel that the existing regulatory framework, the constraining factors such as air quality, and local zoning determination are adequate to guide industry to appropriate locations in Maine. Others interpreted the recommendations in the report as being an open door to industry, inviting them to the coast, which they feel is an inappropriate location for heavy industry in any case. Still others expressed concern that local desires were not considered adequately and that the state designation would overrule local zoning.

There was considerable sentiment against the shared taxation suggestion, although some support was given to the idea of distributing property tax money from towns which accommodate heavy industry to nearby towns which share in the impact costs.

In summary, many people feel that the Maine coast should host its fair share of heavy industry in order to serve the State, regional, and national interests. These people believe that heavy industry can bring needed jobs and dollars to Maine. Many others believe the unique and beautiful Maine coastline is not an appropriate location for heavy industry.

FINDINGS AND RECOMMENDATIONS

The following findings or conclusions from the study and public discussions lead to the final recommendations and suggested implementing legislation:

1. The State should take a positive approach in answering the heavy industry question. While respecting the unique resources of the coast of Maine for fishing and recreational use, there are positive steps the State can take to help those industries that require a coastal location.
2. The Committee seeks to take steps to improve the predictability of the heavy industry siting process. Predictability is important for individuals making decisions to buy or invest and for towns to plan without the distraction of uncertain future development pressures.
3. Local zoning ordinances are the appropriate means for expressing local control in the siting of heavy industry. The State should continue to respect local zoning in its siting permit decisions.
4. The cluster concept has distinct advantages including combined use by several industries of transportation and waste disposal facilities, and easier supervision of environmental controls.
5. The current regulatory framework can certainly be improved in administration, but it is generally adequate to protect the environment and natural resources. In connection with this, the air quality classification by the federal Clean Air Act also has a strong influence on limiting the suitable industrial sites.
6. The State can encourage industry to locate in preferable sites by focusing its State level data gathering efforts and infrastructure--(roads and sewers)--planning on selected areas.
7. Tax-sharing measures are not necessary or advisable at this time.
8. The Machias Bay area because of its remoteness and exceptional natural resource value should not be favored for heavy industrial development.

In response to its charge, and after intensive study and public hearings on the issue, the Committee on Coastal Development and Conservation recommends the following:

- I. If oil terminals, oil refineries, coal storage yards, coal-fired power generation plants, liquefied natural gas facilities, or drilling platform construction plants are located on the coast, that they should be located in the Portland or Upper Penobscot Bay areas.
- II. The Committee recommends that these and similar "heavy" industrial facilities be located outside of the stated areas only if demonstrated need for such location is shown and if they meet certain criteria. These criteria are:
 - a) The proposed heavy industry cannot reasonably be located outside of the coastal area.
 - b) The proposed heavy industry cannot reasonably be located within the preferred municipalities.
 - c) The proposed development meets the requirements of the Site Location of Development Law.
- III. The Committee further recommends that the municipalities in the stated areas be encouraged to determine for themselves whether they want these industries within their boundaries and, if so, where, and how these industries should be located.

Nuclear power plants are specifically excluded from these recommendations because:

- a) State law prohibits development of nuclear power plants until nuclear waste disposal problems are overcome
- b) In response to general safety concerns it is not advisable to site nuclear power plants in close proximity to certain other industries.

It must be emphasized that both the Department of Conservation report and the Committee's recommendations deal only with heavy industry in coastal communities. Inland heavy industry is not affected by these recommendations.

The legislative policy proposed by the Committee to implement its recommendations is as follows:

It is the policy of the State of Maine that heavy industry which is constructed or developed in the coastal area should be located in the municipalities of Portland, South Portland, Searsport, Stockton Springs, or Penobscot, provided

that this policy will not contravene local ordinances in these municipalities. All state agencies shall incorporate this policy in their data collection, planning, and administrative activities, and shall promote and facilitate the implementation of this policy in the execution of their several responsibilities.

Implementation

Consideration of the attached legislation by the Governor and the legislature.

DRAFT LEGISLATION

Draft Act to Encourage Location of Certain Coastal Heavy Industry in Portland Harbor and Upper Penobscot Bay:

FINDINGS AND PURPOSE

The Legislature finds and declares that certain heavy industrial development on the seacoast of the State will have a substantial impact on the economic well-being of the people of the State, the recreational use of the seacoast, the continuation of traditional economic uses such as finfishing and shellfishing, and the general physical, cultural and economic well being of one of the State's greatest resources.

The purpose of this Act is to provide for economic expansion along the coast in an orderly fashion compatible with traditional activities; to provide for the location of certain heavy industrial development so that the character of coastal communities will be maintained; to maximize the efficiency of public investment decision making such as the location, acquisition and development of roads, parks, schools and other public facilities; to maintain the environmental quality of the coast of Maine, including the maintenance of open space and agriculture and forest land; and to provide generally for the public health, safety and welfare.

POLICY

It is the policy of the State of Maine that heavy industry which is constructed or developed in the coastal area after the effective date of this Act should be located in the municipalities of Portland, South Portland, Searsport, Stockton Springs, or Penobscot, provided that this policy will not contravene local ordinances in the municipalities. All State agencies shall incorporate this policy in their data collection, planning, and administrative activities, and shall facilitate the implementation of this policy in the execution of their several responsibilities.

EXCEPTIONS

An industry which seeks to locate outside the preferred municipalities shall demonstrate to the satisfaction of the BEP that:

a) The proposed heavy industry cannot reasonably be located outside of the coastal area;

b) The proposed heavy industrial development cannot reasonably be located within the preferred municipalities.

c) The proposed development meets the requirements of the Site Location of Development Law.

RELATION TO OTHER MUNICIPAL AND STATE REGULATIONS

Nothing contained in this Act shall be construed to constitute or require the approval of the location of any heavy industry by any state or municipal agency or governing body. Nothing in this Act shall prevent any municipality or municipal authority from adopting and administering land use regulations, performance standards, or zoning ordinances more stringent or restrictive than the requirements of this chapter.

DEFINITIONS

1) Coastal Area. Coastal Area means all municipalities south of the northernmost boundary of the Town of Calais through which U.S. Route 1 passes and all municipalities south of the northernmost boundary of the Town of Calais which lie totally to the southeast of U.S. Route 1, meaning and intending to include all the area within the boundaries of such municipalities whether land, water or subaqueous land.

2) Heavy Industry. Heavy Industry means a development characteristically employing equipment such as, but not limited to, smoke stacks, tanks, distillation or reaction columns, chemical processing equipment, scrubbing towers, pickling equipment and waste treatment lagoons; which industry, although conceivably operable without polluting or otherwise causing a significant adverse environmental impact on the coastal area (by, but not limited to, the likelihood of generation of glare, heat, noise, vibration, radiation, electromagnetic interference and obnoxious odors), has the potential to pollute or otherwise cause a significant adverse environ-

mental impact. Examples of heavy industrial development are oil refineries; basic steel manufacturing plants; automobile assembly plants; basic cellulosic pulp or paper mills; chemical plants such as petro-chemical complexes; liquefied natural gas handling or conversion facilities; oil or coal-fired electric power generation facilities with a base load or intermediate capacity of two hundred megawatts or greater; bulk storage, handling or transfer facilities for crude oil; bulk storage, handling or transfer facilities for coal with an average throughput of 1,000 tons or more per day; steel or concrete drilling platform construction. Examples of development which is not heavy industry are textile mills; shoe factories; leathersgoods manufacturing establishments; fish processing plants; and garment factories. For the purposes of this Act, nuclear power generating facilities and the proposed Passamaquoddy tidal power project are not heavy industries.

Travel and Tourism

THE QUESTION

"What policies respecting the allocation of public resources, such as promotion, transportation, and recreational facility financing, will maximize the benefits accruing to the people of the State from tourism, recreational development, and second home development?"

EXISTING SITUATION

Tourism and travel have exerted a very substantial influence over Maine's coast for over a century. Many areas of the coast depend heavily on the economic activity generated by the summer tourist season. However, travellers on the coast of Maine also create some difficulties for the area, including crowded towns and roads, a demand for public services, and the effect on land prices caused by seasonal home development.

Tourist activities and the tourism industry constitute a coastal issue because tourism is so evident, especially during the summer months. Many coastal residents feel fairly strongly about the industry, either that the activity is good and necessary for the coastal economy or that it constitutes a disruption of peace, quiet, and attractive surroundings. The State's role in the industry has been perceived both as to stimulate more tourism through promotion, or to control the numbers and activities of tourists to minimize their impacts.

In the past, the State's direct role in the tourism industry has been primarily to provide centralized promotion for a very fragmented industry. Without this centralized effort, it is very difficult for the industry to accumulate the resources necessary to provide effective promotion for thousands of small, unrelated commercial enterprises. Until recently, the State maintained an extensive tourism promotion program, financed 100% from the general fund. This was curtailed three years ago, and the State's present activities and responsibilities are the result of the Tourism Promotion and Information Services Act, passed by the Legislature in 1977. This Act appropriated \$200,000 per year, which can be provided to a private organization for tourism promotion and information services. The State Development Office administers this program by entering into a contract agreement with a private tourism promotion group to match, on a dollar-for-dollar basis, promotion money raised by that group. The Maine Publicity Bureau has raised the necessary money and has, within the past few months, signed a contract with the State Development Office to provide tourism promotion and information services for the first

year of the program.

The only State program specifically intended to control impacts of tourism is the recently enacted Maine Traveller Information Services Act (the "Billboard Law"). This legislation empowers the Commissioner of the Department of Transportation to remove off-premise road signs (billboards) and to establish a travel information system to direct travelers with tourist information centers and a uniform system of business directional signs. The Act establishes the Travel Information Advisory Council to advise the Transportation Commissioner regarding administration of the Act.

The Tourism Promotion and Information Services Act and the "Billboard Law" are currently the only direct responses of State government to the controversial tourism issue. Beyond these programs, relatively broad land use and environmental laws such as the Site Location, Water Pollution, Coastal Wetlands, and Shoreland Zoning Laws regulated the quality and placement of tourism facilities, giving the State some control over tourism impacts.

State highway and park development, sales tax, hunting and fishing license, and various other policies have impacts on who comes to Maine and what they do here. There has been little effort to coordinate these policies with the State's promotion efforts to develop the industry in a particular manner or to manage its impacts.

This situation has presented the Coastal Committee with a fairly broad range of specific issues to consider in trying to formulate a tourism policy:

- (1) Promotion methods and objectives
- (2) Means of minimizing adverse impacts
- (3) Methods and objectives for providing information to travellers
- (4) Respective roles of private and public sectors, especially in centralizing industry functions such as promotion and development planning
- (5) Feasibility and benefits of State investment in a four-season resort complex.

WORK DONE

Two major studies have been undertaken in the past 5 years to provide a better understanding of Maine tourism and to examine the possible role of the State in influencing the tourism industry. In 1973, the Maine Legislature created the Vacation Travel Analysis Committee and charged it with the responsibility for conducting an in-depth investigation of problems associated with the industry. The Committee commissioned a report entitled, Tourism in Maine: Analysis and Recommendations, prepared by Northeast Markets, Inc., and Arthur D. Little, Inc. The report basically answered the following questions: Who are the tourists in Maine, how long do they stay here, what overnight accommodations do they use, what activities do they undertake, where do they go (coast vs. inland), how much money do they spend, what costs and impacts do they cause, how much tax money do they supply? From this information various types of tourists were examined to determine the overall impact on the State of specific tourist groups.

The Northeast Markets/A.D. Little report concluded by proposing that the State try to pursue the following objectives:

1. Increase support of the existing tourism industry, with emphasis on attracting the most desirable tourist activities - conventions, sight-seeing, and skiing.
2. Give priority to local community problems attributable to tourism - public works, sign control, and tax relief to low income people impacted by high property taxes.
3. Establish a quasi-governmental nonprofit tourism organization to be financed by the State and private industry on a matching basis.
4. Draw tourists to less congested areas of the state, especially inland lakes, with emphasis on second homes.
5. Reduce fuel consumption by encouraging longer visits to single destinations;
6. Encourage large-scale, four-season projects in which economic feasibility and environmental protection can be achieved simultaneously and effectively.
7. Expand regional and statewide planning efforts to plan for and deal with tourism.
8. Review and streamline or strengthen environmental control mechanisms;
9. Provide a means for local option regarding development so that development is not forced on those who do not want it, nor is it denied to those who do want it.

The second study was produced in February, 1978, by Economics Research Associates, Inc. for the CCDC. This second study provides an in-depth analysis of various options for State involvement in the development and operation of a four-season resort complex. The report also presents several actions and programs as a suggested state development program. The ERA study builds upon the work done by Northeast Markets and A.D. Little. The A.D. Little work identified, located, and measured the benefits - and some costs - associated with tourism in Maine, while the ERA study presents methods for increasing tourism benefits. The program suggested by ERA would involve the following:

- 1) Establish within the State Development Office a "Travel Development Division" to provide technical services, overall planning, financial assistance and centralized promotion for the tourist industry and for local and regional governments.
- 2) Establish State travel development regions for tourism development and planning.
- 3) Provide State matching grants to various organizations to assist in development of new events and attractions, to support convention and business meeting activities, and to support promotional activities by State, regional and local organizations.
- 4) Enable towns to impose a tax on lodging to support tourism development and planning work, and to raise money to match State grants (#3 above).
- 5) Develop a comprehensive, statewide travel information system to improve tourist awareness of travel and recreation opportunities. (This would be designed to be compatible with Maine's new highway sign policy.)
- 6) Establish a travel awareness program to inform Maine residents, government agencies and the travel industry of the benefits which result from the travel industry.
- 7) Organize a State Travel Commission as a body of travel industry representatives to supply industry input to State travel and tourism policies.
- 8) Establish a State interagency travel advisory board to provide coordination among state activities which influence the travel and recreation industries.

With regard to destination resort development, financial analyses were undertaken and indicate that the state cannot expect such a facility, if built from scratch, to be financially viable without public subsidy.

Following completion of the ERA report, the Travel and Tourism subcommittee of the CCDC held a meeting to review the content of the report with persons who are knowledgeable in the areas of tourism development and recreation planning. The subcommittee has considered the findings of the A.D. Little and Economics Research Associates reports in preparing its final recommendations.

PUBLIC RESPONSE

Preliminary recommendations were presented for review at the public meetings in August. The reactions to the tourism question and to the recommendations were the following:

- A. People who derive their livelihood from tourism businesses, organizations representing those businesses and some individuals are concerned that Maine tourism business is down. They feel that the State should more aggressively promote tourism or provide more money for tourism promotion. More specifically:
- The State should establish an agency for tourism promotion and information.
 - It is unrealistic to expect to draw tourists away from the coast, and promotion organizations could not justify taking promotion money from coastal businesses then emphasizing promotion of inland areas.
 - Support was expressed for the Committee's conclusions and recommendations relative to convention promotion and cultural facilities promotion on a regional basis.
- B. Some people in York County are upset by the volume of tourists and feel that additional promotion might be counterproductive:
- Many potential tourists are "turned off" by Maine because it is too crowded.
 - The tourism industry has reached a point where it has too many facilities, and now businesses are upset because they cannot fill up the facilities.
- C. A few people expressed support for the Billboard Law and were concerned that it be funded properly.
- D. Some suggestions were presented for dealing with Tourism impacts and for improving the industry:
- Seek money from the federal highway trust to improve mass-transit facilities.
 - Encourage people to stay in one place and to enjoy facilities and experiences in that area
 - Develop sophisticated tourist information and reservation systems so tourists don't spend time and create congestion while wandering about looking for specific facilities or accommodations.
 - Make the State-owned Casco Bay island land accessible to the public and provide the necessary facilities for its recreational use.
 - Make the State share sales tax revenues with the towns to defray the local costs associated with the generation of State sales tax dollars from tourism facilities.

FINDINGS AND RECOMMENDATIONS

PROMOTION OF TOURISM

It is in the interests of the people of the State to expend public funds for promotion of tourism activities which provide good income opportunities without incurring high costs to the people of Maine in general. Through selective promotion efforts, the State can promote tourist activities which offer the greatest benefits to Maine people.

Because of the fragmented nature of the tourism industry, efforts for State-wide promotion should be centralized. Such promotion should not be undertaken using public funds without a substantial financial commitment from the industry. Neither should additional state divisions or programs should be established to promote or represent the tourism industry at this time.

As determined by the A.D. Little study, and reiterated in the Economics Research Associates study, conventions offer one of the best types of tourism activity from a statewide perspective due to its relatively high economic benefits and low costs to the public and the environment. Also, cultural facilities (galleries, theaters, museums, restorations, etc.) in the coastal area constitute a resource to tourists, and for the people of the State as well. If cultural events and facilities are publicized on a regional basis, some tourists might be persuaded to focus their tourist activities upon defined areas. Promotion of cultural activities in this manner offers the promise of economic and other less tangible benefits to Maine with relatively few offsetting costs.

During the summer months, coastal roads and other facilities are used at or near their capacity, thus it would not be wise to use state tax money for additional general promotion of crowded areas of the coast for summer tourism.

Many of the commercial facilities which serve coastal tourists (and inland facilities as well) are used well below their capacity during the "off season" months. This represents the underutilization of a substantial capital investment. Substantial state-assisted promotion can increase off-season use of these facilities and of underutilized inland facilities.

A selective promotion strategy can direct tourism to places and seasons of greatest need. Where substantial need exists, however, industry funds to support expanded promotion may not be available to contribute on a dollar-for-dollar matching basis under the present promotion program. Furthermore, the benefits to the State from convention and cultural facility promotion justify a high proportion of State contribution.

- 1. The state contribution to tourism promotion which can be made on a matching basis to private organizations should be increased. For this increased amount, the state would provide two dollars for every one dollar of private funding. Conditions would be placed upon this increased funding, however, to achieve selective promotion benefits. The funding should be used primarily for promotion of or provision of tourist information for (1) tourism facilities and events at inland or uncrowded coastal locations, (2) convention facilities (coastal or inland), (3) cultural facilities on a regional basis and/or (4) off-season tourism (autumn, winter, and early spring) in both coastal and inland areas.

Implementation

The State Development Office is the appropriate agency to implement this recommendation.

TOURISM INFORMATION SERVICES

Tourism information can be distinguished from general promotion in the sense that promotion brings people to Maine or to a particular region, while information services direct tourists once they arrive. The two services overlap to a substantial degree, thus they should be coordinated in order to avoid conflicts between their objectives.

Currently, the State is entering into the tourism information "business" by providing information signs and centers as alternatives to billboards under the billboard law. The Department of Transportation is charged with this effort. State promotion funding is being handled separately through the State Development Office, but there has been substantial cooperation between the two programs thus far. In particular, DOT will be constructing two manned information centers this Spring at Brunswick and Houlton. These centers will be staffed by the Maine Publicity Bureau and run in much the same manner as the existing facility in Kittery.

While providing tourism information to replace billboards, these centers can provide a very sophisticated service to give tourists more up-to-date information on events and accommodations. Improving the quality of this service, and convincing more tourists to use it could cut down tourism impacts by efficiently directing tourists to what they want and need with little aimless wandering and wasting of time. At the same time, it could improve tourism business and improve the quality of the vacation experience. In this sense, the information system and a selective promotion policy could work together to provide an efficient flow of tourists for maximum benefits to the State's economy.

The Economic Research Associates report expresses the opinion that the Kittery information center as it currently operates does not provide an adequate service to highlight the attractions and complete vacation experiences within the State and to assist travelers in their travel planning process. The Maine Publicity Bureau currently has no plans for substantial improvements to information centers and sees no likelihood of such a system for the Department of Transportation billboard law program given the present funding situation.

- II. The tourism promotion and information services of the State Development Office (tourism promotion funding) and the Travel Information Advisory Council (billboard law) should be coordinated to be sure that the two efforts are consistent with one another.
- III. The fullest possible advantage should be made of the tourism information system which must be established to replace billboards. In this regard, the State should provide an overall information service for efficient tourist movement and effective exposure of tourism-related businesses.

The ERA study suggests that the display areas in the Kittery information center be reorganized and equipped with better facilities as a model program for other manned centers. They suggest the use of interpretive displays to provide travelers with visual presentations of particular regions, destination areas, and day trip programs. ERA also recommends equipping each information center with a low frequency tourist information radio broadcast system. Travelers would be notified of the radio system by road signs as they approach the information center. A message transmitted to car radios would explain road and weather conditions, summarize special events, explain the services which are available at the nearby information center, and give directions to the center.

These and other suggestions in the ERA report should be considered, however, adequate funding must be provided to the Department of Transportation in order for these improvements to be made.

Implementation

The Department of Transportation and the State Development Office are responsible for continuing coordination. The Department of Transportation should pursue methods for providing information services.

The current appropriations to the Department of Transportation for the billboard law plus expected federal funding for that purpose are inadequate to carry out the provisions of the Law throughout the entire State. The Department of Transportation will begin removal of billboards and establishment of standard signs in Northern Maine, if continuing legal problems can be overcome. However, with the presently-anticipated funding, the objectives of the law cannot be carried out for virtually the entire southern coast and midcoast areas of the State.

- IV. The Department of Transportation and the Travel Information Advisory Council should be adequately funded to carry out the objectives of the Maine Traveler Information Services Act (the Billboard Law) throughout the entire State.

Implementation
Responsibility lies with the legislature and the Department of Transportation.

ADVERSE IMPACTS OF TOURISM

The adverse impacts from tourism are numerous, scattered and difficult to control. A selective promotion policy and an information system to efficiently direct tourists can help the state to accommodate tourists with fewer impacts. Some of these problems are simply part of the cumulative impact problem addressed separately by this committee. The measures recommended for cumulative impact are appropriate for such tourism impacts. Of particular relevance are the committee's recommendations for assisting towns to deal with development impacts.

Many of the fiscal and environmental impacts of tourism are community and land use planning problems that are currently dealt with at the local level. The technical assistance recommendations under Cumulative Impact are intended to improve this local planning. It should be repeated that the people of the coast want to retain land use control responsibilities at the local level. Adequate measures have apparently not been taken in many areas, however, since tourism impacts continue to draw numerous complaints.

- V. The towns should adopt more effective measures to plan for and prevent the environmental and service costs of tourism activity. Specifically, the committee feels that many of these impacts should be dealt with by towns and by the state as part of the broader "cumulative impact" problem which the Committee is dealing with as a separate issue.

Implementation

Local governments are responsible for improved planning with technical and legal assistance from Regional Planning Commissions and State agencies.

Off-premise signs and billboards comprise a significant portion of the adverse impacts stimulated by tourism and travel activity. The State's billboard law has been passed to deal with the situation, but the program has not been adequately funded. The Committee's recommendation on this point is important to the tourism impact problem as well as to the tourism information services issue (see above).

Many of the specific tourism impact problems such as property tax and property value impacts are very complicated and emotional issues. The Committee has not been able to address all of these issues, and in many cases, objective analyses of the problems are lacking. The Committee hopes to continue examining such issues in the future.

Cumulative Impact of Development

THE QUESTION

"What means are available to deal with the effects of permitted uses which have minor individual impacts, but major cumulative impacts?"

THE PROBLEM

One of the most difficult aspects of answering this question is the definition of the problem. In some cases the perception of the problem is an individual or subjective one. In others the problem is only vaguely felt, "how did we get to such a situation?" "Why didn't somebody do something to stop the problem?"

Developments may produce many unanticipated consequences. One is the secondary problem created by a single decision, the other is a pattern that develops as the effect of a series of decisions, each of which by itself is perfectly sound.

The approval of a shopping center, 10-15 lot subdivision or a sewer extension may produce undesirable secondary effects. The shopping center may have a sound site plan providing for traffic on and off the site, but it may still produce traffic congestion at nearby intersections. A single subdivision for 10-15 units meets the obvious requirements of the law, but are the gradual impacts on schools, traffic, water supply, and waste disposal adequately anticipated?

Another type of "cumulative impact" is one that slowly alters the whole character of the town. For example, even if a single subdivision meets the law, a combination of many developments might create undesirable patterns, or impacts of development which accumulate to the point where people start complaining that a problem exists. These actions may result in overcrowded schools, groundwater pollution, algae blooms and gradual eutrophication of lakes, unsightly "strip" development with traffic congestion and unsightly signs, or the gradual loss of productive farmland.

Problems may include health hazards from pollution of water, air, or land; destruction of important natural resources, water storage areas or economic assets; aesthetic blight, or excessive strain on community services.

Another difficulty with defining the problem is that it is not found uniformly throughout the state, nor is it necessarily perceived as a problem by the people in the community.

For example, in some southern Maine and Hancock County communities, growth has been so sudden that citizens are asking for moratoriums on further developments until the town can plan for them. In other smaller, more northern communities in Maine, the change is taking place at a nonthreatening rate.

WORK DONE

CONSULTANT'S REPORT

As a first step in responding to the question, the CCDC commissioned, through the Department of Environmental Protection, a full examination of the problem with suggested recommendations. The study was conducted by Land Use Consultants, Inc. of Portland.

The consultant examined the trends and impacts of development and land use changes in six coastal areas: York, Scarborough, South Portland - Portland, Rockland, Ellsworth and Jonesport - Beals. These areas were chosen for study because they represent the various growth and development situations that occur along the coast as a whole.

To the extent that data was available, the consultant identified trends in development patterns and processes in each area. Throughout this study of development trends, the consultant sought to identify some of the indicators of growth - actions or circumstances preceding growth and cumulative impact problems.

Growth indicators and trends allowed some predictions to be made concerning patterns of future growth and impact problems. Existing State laws, and local plans and ordinances were evaluated to determine how these impacts might be managed with greater effectiveness. The experience of other states in dealing with similar problems was also analyzed. Policies and programs were recommended that would enable institutional, planning and regulatory mechanisms to bring about more effective means of guiding development activities along the coast.

The Land Use Consultants, Inc. report summarizes its findings and recommendations in relation to the economic forces, the legal system and the institutional structure which allows these problems to persist. To remedy the situation, the report recommends changes in the following areas: 1) municipal planning and regulation, 2) intergovernmental coordination for assistance, research, and enforcement, 3) State legislation, 4) broad comprehensive planning to accommodate economic development, 5) consideration of aesthetic values.

The findings and recommendations of the report focus on the need for the state to develop adequate data and analytical techniques to identify potential cumulative impact problems before they become uncorrectable without major difficulty, and on changes in

both state and local laws to specifically address the problem of cumulative impacts. The report finds that Regional Planning Commissions, as presently structured, are not likely to be able to deal effectively with cumulative impacts and recommends changes in the funding of RPC's and the relationship between the state, county, RPC's and towns. The report recommends that towns undertake more thorough comprehensive planning and development review procedures.

General recommendations are made to deal with the abstract, not readily perceived problems of cumulative impact. For example, the state is urged to take action to insure that development maintains or enhances the aesthetic resources on the coast. Recognizing the dominance of economic factors in forming the cumulative pattern of development, the consultants recommend that the state, through its planning and technical assistance, take a positive approach in integrating economic development and cumulative impact planning.

PUBLIC RESPONSE

For the purpose of public discussion the Committee offered two alternative approaches to solving the problem. Alternative One suggested some changes in the existing laws to allow for consideration of the cumulative impact of individual proposals coupled with increased technical assistance to enable towns to deal with the problem. The second Alternative suggested expanded planning requirements for state, regional, and local levels of government.

Public sentiment directed the Committee to explore the first approach. People seem to feel that the current regulatory framework is generally adequate, and that problem is best dealt with on the local level. Some felt that planning assistance if provided is more appropriate through membership in the regional planning commission, as is currently provided.

FINDINGS AND RECOMMENDATIONS

The Committee had a hard time answering this question. It has been difficult to identify the problem because if and where it exists the manifestation of the problem is not immediately evident (for example - groundwater can be polluted for some time before drinking water problems are discovered. In an area where a problem is acknowledged, the causes of it are many and often difficult to trace, so no clear steps to solving the problem are evident.

It is apparent that the cumulative impact problem is best dealt with by prevention rather than remedy. In some cases measures could be applied, such as statewide comprehensive planning, zoning, or strict development review. These measures are costly in terms of money and personal freedom. Because the problems are so scattered and hard to define, the effectiveness of such measures is questionable.

The Committee generally feels that no new laws were needed but that the state, through its resources, should do all it can to enhance local planning and decision making capability to consider the cumulative impact problem in their own communities. Also, the State, should consider the cumulative effect of its major investment, promotion, acquisition and construction decisions. For example, consideration should be given to the cumulative impacts of cargo and fisheries port development, heavy industry siting and tourism promotion as recommended in this report.

TECHNICAL ASSISTANCE

Comprehensive plans and ordinances based on those plans are still the best means for the towns to anticipate their needs, and make major decisions regarding the future. Development, when permitted under the guidance of such a plans, should "cumulatively" result in the community the local citizens desire. Therefore, if all goes as planned, the cumulative impact of at least the permitted development will not be considered a problem by people in that community.

In most small communities, there is no single person or planning staff which can devote substantial time to planning for the town's future. It is often the lack of time, information, or technical expertise which prevents local and state officials from anticipating and therefore preventing the unwanted consequences of some decisions.

Timely technical assistance will improve local and state decision making. Because regional planning commissions are in a position to be familiar with local issues and needs, economies of scale suggest that regional planning commissions can offer services of a professional planner to towns which otherwise cannot afford a full time staff person.

Similarly, certain very specialized technical expertise or skill such as surficial geology or law may be required by municipal or state boards only on an occasional basis. This type of service is probably best provided at the State level.

- 1. State and regional agencies should organize themselves to provide technical assistance to towns on cumulative impact problems at their request. Further, these same agencies should identify actions that are needed to improve their capabilities to respond to town requests for technical assistance. This is particularly important when agencies determine that an adequate level of service cannot presently be provided while carrying out other agency responsibilities.

Implementation

The Governor should issue an Executive Order directing state agencies to carry out these recommendations and to report to him on the results of their work by a date certain. Regional agencies should be encouraged to do the same.

STATE LEVEL LEGISLATION

As presently written, many of Maine's environmental and land use control laws focus on prevention of unacceptable adverse impacts caused directly by particular developments. These laws and State-mandated development review procedures do not generally consider circumstances where the individual impact of the action in question would add to impacts of existing activities to effectively destroy valuable natural resources or to exceed the capacity of public services.

Impacts such as these involve substantial costs - fiscal costs and lost resources. These costs should be considered in the development review and planning processes.

- II. Amend the enabling statute for comprehensive planning to stress that plans shall anticipate and consider cumulative impacts.
- III. Modify the Site Law, Subdivision Law and the guidelines ordinance of the Shoreland Zoning Act to allow for consideration of the cumulative impact of development in the permit process.
- IV. Amend the Subdivision and Minimum Lot Size Law to encourage lots of larger than the current minimum size where, due to the nature of the soils, the cumulative development would contaminate ground or surface water.

Implementation

The State Planning Office and Department of Environmental Protection should prepare legislation for changes in these laws.

Natural Resource Information Transfer

THE QUESTION

"How can resource data dissemination systems be improved so that state, local, and regional data users and land use decision makers will have the information they need readily available to them?"

EXISTING SITUATION

Objective, scientific natural resource information is essential for sound decision-making on land and other resource use. Descriptive data and maps have become the basic tools of planning in both public and private sectors. In carrying out its assigned task of recommending coastal policy on industrial siting, the fisheries, ports, tourism, and particularly the cumulative impact of development, the CCDC has become acutely aware of the need for natural resource information.

Much natural resource information is available for Maine that is usable in making resource management decisions. Such information is primarily collected by a large number of government agencies, with most funding provided by the federal government. It is now difficult and time consuming to determine what natural resource information exists that is relevant to specific resource management needs, and it is also frequently difficult to obtain such information for use once it has been identified.

Professional planners, engineers, and consultants routinely use natural resource information and are generally successful in locating data at its source. However, because of the many sources of information and incomplete knowledge of what they contain, even competent professionals overlook important pieces of information in conducting their work. Further, a considerable amount of time is wasted because agency personnel must rely on their personal knowledge to assist persons in tapping into a disorganized, uncataloged data base. Information searches become repetitive, for example, in preparing Environmental Impact Statements. A more efficient means of transferring information for use would release agency personnel for performing their primary responsibilities.

Providing for a more efficient "system" of transferring relevant natural resource information from sources to users would improve the quality of resource decision making in Maine. Such a system would also make better use of government resources for developing, distributing, and using such information.

WORK DONE

The State Planning Office contracted with The Research Institute of the Gulf of Maine (TRIGOM) to research the subject of Natural Resource Information Transfer (NRIT) and to make recommendations to the C C D C . For the purposes of its study, TRIGOM defined NRI as "knowledge derived from the environmental sciences plus other knowledge of concern to physical planning (such as parcel maps, population distributions, and even institutional activities related to resources utilization."

TRIGOM found a large number of agencies, both public and private, are involved with NRI by making referrals, answering questions and keeping data files: 26 departments, bureaus, and other agencies of state government; 19 regional agencies within the state; 17 educational and research groups; and 10 natural resources related organizations. In addition, quantities of information from the federal level are or will be plugged into state depositories and computers. Among state agencies alone, the volume of data is substantial: a 1977 State Planning Office "Index of State Agency Data Files" listed 100 pages of independent data files and 6 different centralized data sources.

A TRIGOM survey conducted among local public officials revealed a singular lack of perception of the need for natural resource information in planning activities, and consequently, a lack of use of it. A well-publicized index would encourage use of such information, thus improving local planning. Without public demand for NRIT, however, TRIGOM took a cautious approach in its recommendations.

It offered five alternatives, each built upon the preceding alternative, leading to increasingly sophisticated levels of NRIT.

1. No change in the present system.
2. Minimal NRIT system, based on a computerized central index in the State Library, with telephone referral to data sources.
3. Full information transfer, adding the maintenance of a depository with regular circulation and interlibrary loans, and computerized access to federal data banks.
4. Direct access to automated data files, e. g., computerized printouts of agency files.
5. All the foregoing services plus an outreach program entailing a "traveling salesman" for the NRIT program, and education in its use.

Budget projections by TRIGOM ranged from \$72,308 plus index start-up cost of \$50,000 for the minimal transfer system, to a total of \$123,594 annually for the fifth alternative.

Work closely related to questions of transfer of natural resources information has been ongoing for some time under auspices of the Maine Land and Water Resources Council, which has been specifically charged by the Governor with initiating an "integrated program to provide a substantially improved land and water resources information base for planning purposes," (Executive Order #8, FY 76-77).

The Council has established a Data Management Subcommittee to oversee numerous projects related to data management. Specific projects completed or underway that relate to questions of "transfer" of natural resources information are an assessment of user data needs for natural resource information, an inventory of mapped natural resource information, and an investigation into the feasibility of establishing a statewide geographic information system for the storage, analysis and retrieval of mapped natural resource information. Relevant results from much of this work were used by TRIGOM in the preparation of their report.

Because of the close relationship between the NRIT problem and responsibilities of the Land and Water Resources Council, the CCDC will forward the results of its NRIT work to the Council for review and comment.

FINDINGS AND RECOMMENDATIONS

GENERAL FINDINGS

1. Much Maine natural resource information already exists, information that should be considered in making sound physical planning and resource management decisions.
2. There is no comprehensive index to existing Maine natural resource information.
3. Many persons and organizations are making resource management decisions without using available relevant information, because they are not aware of its existence. Even if they are aware that such information exists, locating and obtaining it is difficult and time-consuming.
4. Repetitive searches for resource information and referrals of users to information sources make inefficient use of agency staff time, resulting in unnecessary government costs.
5. Improvements can be made in the current means of "transferring" natural resources information from sources to users without major increases in government costs.

Based on the TRIGOM study and the Committee's review, it is found that improvements in current means of transferring natural resources information can be made on an incremental basis, rather than on the basis of costly major institutional changes at this time. Further, major changes would not be supported because there is a lack of public awareness of the "transfer" problem. Therefore, the Committee recommends the following:

- I. The State should undertake some modest changes in the current information transfer system. The present lack of public demand indicates that the State should view the TRIGOM proposal as a desirable goal.

IMPROVEMENT OF EXISTING "TRANSFER" PROCESS

Improvements in the "transfer" process should build upon existing efforts by the State Planning Office to serve as a data referral center and should take advantage of emerging efforts at the federal level to build indices of mapped data and remote sensing imagery.

- II. The State Planning Office should develop an index of Maine natural resource information with the cooperation of other appropriate state, regional, and federal agencies.

In this regard, the State Planning Office should broaden and annually update the natural resource section of the Index of State Agency Data Files, annually update the Index of Mapped Natural Resource Information, catalog new natural resource information as it becomes available, and to provide staff support for an affiliation with the National Cartographic Information Center of the United States Geological Survey.

Implementation

The State Planning Office should seek the resources to incorporate these tasks into its present operations.

- III. The State Planning Office should maintain and publicize a toll-free telephone line to allow direct access to the index and resource referral system.
- IV. The State Planning Office should monitor changes in the demand for improved natural resource information and recommend improvements to the current system as appropriate.
- V. The State Planning Office should establish an affiliation with the National Cartographic Information Center (NCIC) of the U. S. Geological Survey so that in-state access can be provided by the State Planning Office to catalogs of federal aerial photography and satellite imagery.

Implementation

The State Planning Office should seek the resources to accomplish the above tasks.

PRINTING AND DISTRIBUTION

The Committee finds that much natural resource information is available in very limited supply or is out of print because of the current system for funding the printing and distribution of such information by the State.

- VI. The State Planning Office and other state agencies that distribute natural resource information should be encouraged to use funding to publish such unpublished natural resource information as dams inventory work, lakes and Great Ponds inventories, etc., as would be useful to local resource planning and management efforts.

Implementation

The appropriate State agencies are responsible for exploring the availability of funds for publications and possible mechanisms to set up a self-supporting fund for printing and publication.

ROLE OF REGIONAL PLANNING COMMISSIONS

The Committee finds that local users of natural resource information generally must rely upon professional technical assistance in using such information. Also, local communities generally rely upon regional planning commissions to provide such technical assistance.

- VII. Regional planning commissions should continue to assist local officials to use natural resource information for resource planning and other decision-making. (This relates to the cumulative impact recommendations as well.)

Implementation

The regional planning commissions should place a high priority on this activity and continue to provide this service.

NOTICE OF INFORMATION AVAILABILITY

The Committee finds that there is no current process for widely publicizing the availability of major new collections of natural resource information. The existing A-95 review process presents an opportunity for publicizing the availability of such information.

- VIII. The Governor should request state, regional, and local agencies to cooperate with the State Planning Office by notifying the SPO whenever new resources information becomes available. Appropriate means should be used to notify users of the availability of new information.

Implementation

The Governor should issue an Executive Order for appropriate State agency action, and request similar actions by local and regional agencies.

MINORITY REPORT ON HEAVY INDUSTRY SITING

Findings

The following findings from the study and public discussions lead to different conclusions than those of the majority.

- The opinions and desires of the public and municipal officers of coastal communities should be given greater weight in establishing the findings and recommendations of the study. The Committee held public hearings to seek response to its recommendations, and this response was strong and generally negative to the recommendations relating to heavy industry siting. The public response should be heeded.
- The State's present environmental laws, including the Site Location of Development law, are sufficient to protect the State's interests. The municipalities have sufficient authority through local zoning and police power ordinances to protect the interests of the local people.. This present balance of authority protects the State's interests while maintaining the local authority and decision-making powers. This balance should not be upset by greater State limitations on municipal actions.
- The State should not interfere with local property tax revenues. It should only restrict local property use decisions to the extent required to protect the interests of the general public. As municipal decisions on property use directly affect the tax revenues of the municipality, both these issues should be left, to greatest extent possible, with the local decision-making processes. The State should not prohibit the location of industry in certain areas,

nor should it seek to redistribute the imbalanced property tax revenues that will result from a State prohibition.

• In encouraging the development of industry in the State, the State should give first priority to the development of indigenous resource-related industries, particularly industries related to fishing and fish processing. Though the State seems to offer certain attractive attributes to many heavy industries, the State should seek to encourage those industries that utilize to the fullest the natural resources of the State and provide the greatest economic benefits. By focusing on industries that have local supplies of raw materials, and have a local tradition of harvesting these materials, the greatest economic benefit will result. For coastal Maine, the fishing industry is the most significant of those industries. It should be encouraged to expand the processing sector for its large value-added economic value.

Recommendations

In response to its charge, I recommend that the State should not establish specific areas for heavy industry siting nor prohibit siting in other areas. I recommend that the present system of State review for environmental effects combined with local control through zoning and police power ordinances be continued so as to insure that the protection of the general public's interests is combined and balanced with a strong local decision-making process. I further recommend that the State should encourage the development of indigenous resource-related industries, particularly industries that are related to fishing and fish processing.

Submitted by:

Lawrence P. Greenlaw, Jr.

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