

**Cumberland County Community Development Program  
2019 Pre-Application  
Due December 12, 2018**

Application Type:     General     Public Service     Planning

Project Name: Communication Tower

Lead Community: Harpswell

Additional Communities: \_\_\_\_\_

Subrecipient Organization: \_\_\_\_\_

Project Location (Address): 1600 Harpswell Islands Road, Orr's Island, ME 04066

Contact Information:    Name: Terri Sawyer    Email: tsawyer@town.harpswell.me.us  
    Phone: 207-833-5771    Title: Deputy Town Administrator

**Project Summary:**

During a repair climb of the emergency communications tower attached to the Orr's Island Fire Station in August 2018, the tower was deemed to have structural problems. It was determined the tower could be affected by severe wind and/or ice loading. Volunteers on Orr's and Bailey Island depend on this tower for emergency communications to and from the 911 dispatch center. Without this tower, communications may have to go through a mobile unit on scene. The 911 dispatch center may not be able to receive critical (possibly lifesaving) messages from the portable radios of a volunteer Firefighter or EMT. This could create both an operational and logistical problem for the emergency services, putting not just the volunteers, but the residents at risk. The plan is for replacement of the tower at a cost of \$85 - \$95K.

HUD National Objective:     Benefit Low/Mod Clientele     Low/Mod Area Benefit     Spot Slum and Blight

HUD Program Objective:     Suitable Living Environment     Decent Housing     Economic Opportunity

Project Goal:     Affordable Housing     Public Facility Improvements     Public Infrastructure Improvements  
     Public Services     Economic Development     Community Planning


Total Clients Served (unduplicated): 1,010    Percentage LMI: 100%

Funding: CDBG Request: \$ 76,000    Total Project Cost: \$ 97,720

**Leveraged Funds:**

\$	Federal	\$	Other grants
\$	State	\$	Endowment
\$	County (not CDBG)	\$	Private Funds
\$ 19,000	City	\$ 2,500	Gifts in kind

Name of Authorized Official: Richard Daniel, Chairman of Board of Selectmen

Signature of Authorized Official: 

## Summary

The Town of Harpswell proposes to: construct a new emergency radio/public safety tower adjacent to the Orr's Island fire station at a cost of approximately \$95,000.

During maintenance work on the tower on August 20, 2018, MaineStream Solutions identified some significant issues with the 88' existing tower, manufactured by Trylon ([www.trylon.com](http://www.trylon.com)) in Canada. These issues include: corrosion of hardware, deformity of the tower due to wind, and overloading of its capacity. MaineStream also indicated the tower would not be certified as man rated (climbable by a person) and is in danger of falling from overload. Knowing the value of a second opinion, Harpswell hired Martin Knapp of Marine Wiring and Electronics, recommended by Radio Communications Management, to also assess the condition of the tower. Mr. Knapp had similar findings to those of MaineStream.

The building code allow for tower height to be increased by up to 20', if approved by the Code Enforcement Officer. We would propose increasing the height of the tower by 12' to approximately 100'. Physically, the tower would be replaced at its present location, to the rear of 1600 Harpswell Islands Road, the Orr's Island fire station.

This tower serves as an integral part of the public safety emergency radio system in Harpswell for the Orr's-Bailey Island (OBI) region, allowing for direct communications between portable radios used by OBI Firefighter/EMTs and the Cumberland County Emergency Communications Center. If the tower were to fail, a Firefighter or EMT on OBI would broadcast a message heard by other nearby personnel, followed by a rebroadcast of the same message by a mobile radio on scene to Cumberland County. In other words, a Firefighter or EMT on OBI could hear Cumberland County 911, but Cumberland County 911 could not hear them. Requiring an intermediary radio would cause a time delay along with possible misinterpretation of the message.

Accountability and financial management of this grant would be the responsibility of Deputy Town Administrator Terri Sawyer. Terri has overseen in excess of \$1.3 million of grant funding, including several through the Community Development Block Grant program. Operational management of the project would be the responsibility of Art Howe, the Town's Fire Administrator, who is managing a CDBG project to install smoke and CO detectors in needy Harpswell homes. He, in turn, will work in collaboration with the Fire Chief for Orr's Bailey Fire Department, Benjamin Wallace, on any technical issues.

## **General Application Questions: Need for Activity**

### **CDBG Question 3a**

The present state of the radio tower is precarious. We have been told that an ice storm could bring the tower down, or at least a portion of the tower, rendering it unusable. The state of the tower has direct impact on the Firefighters and EMTs in the OBI area serving as volunteers or part-time staff. It also has a direct impact on the citizens, particularly in the OBI region, that we serve. The vast majority of all on scene radio use is with use of a portable handheld not mobile (stationary in vehicle) radio, and portable radios are a true life line. It is not practical or reasonable to depend on mobile radios for primary use in emergency communications because they are in fixed vehicles, not in the hands or pockets of a responder.

### **CDBG Question 3b**

The number of people affected is the total population of Orr's and Bailey Islands: 1,010. Of that number 56.44% or 570 are the number of people from low/moderate income households

### **CDBG Question 3c**

This tower replacement would have a very strong impact on the health of both Orr's and Bailey Islands. With a compromised tower, it would become increasingly difficult for our emergency responders to communicate effectively and valuable time could be lost in providing optimal patient care. This could discourage some volunteers when we are already in a difficult position of decreasing volunteerism in parts of Harpswell and have the highest median age of any town over 3,000 in Maine, which creates demands on our emergency medical services. Low/moderate income households normally have higher demands for emergency response. We could benefit from this grant by not having to pass the tower costs on to those who already are challenged financially in this recognized low-to-moderate income area.

### **CDBG Question 3d**

With the Town looking at the changing demographics, increasing population age, and the challenge of recruiting and retaining volunteers, the Town established a Fire Rescue Planning Committee to take a more strategic view of fire and rescue services. The committee has been very concerned recently with the state of the Orr's Bailey radio tower and tried to determine both the precise status and whether there were any intervening measures which would lower

the risk. We are planning to remove at least two small unused antennas as a stop-gap measure by February 1, 2019, but this will not eliminate the longer-term need to replace the tower.

The Town recognizes the need to continue the critical role the Fire/Rescue volunteers play as they deliver services to the increasingly aging population, but simultaneously realizing acutely the need to attract young families to Town. Maintaining the emergency services infrastructure in an effective and safe condition is a foundation of the Town. With a very limited non-residential tax base and two identified areas that meet the criteria for low/moderate income households, the Town is very sensitive to any significant tax increase to its residents. With aging, there is an increasing and evolving demand for more and better services. Construction of a new tower and regular maintenance of such should give us a tower life span of 30-40 years, possibly more, according to Tylon, the manufacturer of our present tower and a major international player in the tower construction business.

#### **General Application Questions 4: Management of Proposed Activity**

##### **CDBG Question 4a and 4b**

Terri Sawyer, Harpswell Deputy Town Administrator, will provide overall management of the grant. Arthur Howe will provide operational management of the project, with technical radio assistance from OBI Chief Benjamin Wallace. Mr. Howe has held every fire service position from Firefighter to Fire Chief, has been a grant reviewer for the U.S. Department of Homeland Security, and a grant recipient as Fire Chief in Ipswich MA, where he managed a multi-million dollar budget. In terms of how the project will be managed, there will be collaboration and accountability during the process. Timetables will be established, but are meant to serve as guidelines, understanding the need for flexibility.

##### **CDBG Question 4c**

The Town intends to ensure that:

- 1) regular and routine tower maintenance is performed, and
- 2) the tower is not overloaded beyond its capacity,

Town staff and the Fire Rescue Planning Committee are fully aware and committed to the long term viability of a new tower, to include:

- 1) Initial painting of the tower, above and beyond its initial hot dip galvanizing, due to the marine environment.

- 2) Subsequent painting, at an approximate interval of 10-15 years, per Trylon,
- 3) Annual maintenance inspection of the tower.

These costs would be annualized in the range of \$1-2K and would be a part of the Town's annual budget, including periodic painting.

### **General Application Questions 5: Ready to proceed**

#### **Construction Related – Completed /To Be Completed Steps**

The following steps are ahead:

- 1) Overall project estimate,
- 2) Site and soil testing/sampling,
- 3) FAA/FCC review,
- 4) Contact with neighbors,
- 5) Design of the tower,
- 6) Application to the Code Enforcement office
- 7) Planning Board approval

#### **Existing/Potential Impediments**

- 1) Neighborhood sentiment or pushback – This might be an initial issue. However, when they realize the existing tower is a far greater hazard than a newer, stronger tower, any sentiment would be minimized, if not disappear. Even a 12' increase in height, allowed under our building code, would be visually negligible relative to the existing 88' height.

### **General Application Questions: Need for CDBG Program Funds**

#### **CDBG Question 7A a**

CDBG funds are critical for the commencement and ultimate project success as there are extremely limited funding opportunities for a project of this scale. There is a critical timing need to move this project along in a most expedited fashion and CDBG funding would give us and our residents an opportunity to not go through a second winter in such a precarious state. The town has already identified other pressing capital project needs. This is a project with direct impact on the well-being and safety of our most disadvantaged citizens, the low/median income households of Orr's and Bailey Islands.

#### **CDBG Question 7A b**

Because of the short time between second opinion confirmation of the state of our tower and this application date, we have not explored other options for funding and will not plan to seek funding from other sources at this time.

#### **CDBG Question 7A c**

The impact in receiving either no funds or partial funding specification is a time delay for another year to resolve our funding, putting our volunteers and citizens, including our focal area of low/median income households, at great risk. During this delay, the tower will continue to degrade structurally. Partial funding would allow us to get the project into the closer to full tower construction, to include design, specification development, contract bid and award, soil testing, base preparation/construction/clearing, and all permitting/approvals.

#### **CDBG Question 8**

Harpwell distress score is 4.

### Project Implementation Schedule

<b>Activity</b>	<b>Q #1 J – S 2019</b>	<b>Q #2 O – D 2019</b>	<b>Q #3 J – M 2020</b>	<b>Q #4 A – J 2020</b>	<b>Q #5 J – S 2020</b>	<b>Q #6 O – D 2020</b>	<b>Q #7 J – M 2021</b>	<b>Q #8 A – J 2021</b>
Contract/ Environmental Review	X							
Reporting		X	X	X	X	X	X	X
Develop RFP	X							
Code Enforcement Review	X							
Planning Board Review	X							
FAA/FCC Review	X							
Soil Sampling	X							
Tower design		X						
Site Work		X						
Foundation		X						
Tower installation		X						
Tower Testing			X					
Project Completed:			X					

Type of Funding	Match Amount		Source of Match	How is the match calculated?	Is the match secured? Please circle yes or no.	If yes, please attach relevant documentation. <sup>1</sup>	If no, please outline and attach future steps to secure match. <sup>2</sup>
Cash	Municipal Cash	\$19,000	Town Cash	\$95k x 20%	Yes / <input type="checkbox"/> No		Pending town meeting approval 3-9-19
	Other Cash	\$			Yes / No		
	Other Cash	\$			Yes / No		
	Other Cash	\$			Yes / No		
In-Kind/ Donation	Municipal In-Kind & Donation	60 hrs x 30.79=\$1,847			<input type="checkbox"/> Yes / No		
	Other In-Kind & Donation	20 hrs x 32.66=\$653			<input type="checkbox"/> Yes / No		
	Other In-Kind & Donation	\$			Yes / No		
	Other In-Kind & Donation	\$			Yes / No		
<b>TOTAL MATCH</b>		\$21,500					

<sup>1</sup> Please feel free to attach up to 1 page of additional documentation demonstrating secured match.

<sup>2</sup> Please feel free to attach up to 1 page explaining the future steps that will be taken to secure matches.



## Appendix IV: Budget

<b><u>Construction Projects</u></b>				
<b>Cost Category</b>	<b>CDBG Funds</b>	<b>Municipal Funds</b>	<b>Other Funds</b>	<b>Total</b>
<b>Design/Engineering</b>	4,160	1,040		
<b>Land Costs</b>	12,000	3,120		
<b>Materials/Supplies</b>	39,200	9,800		
<b>Construction Costs</b>	17,360	4,120		
<b>Project Management</b>	3,280	920		
<b>Other in kind staff</b>		2,500		
<b>1.</b>				
<b>2.</b>				
<b>3.</b>				
<b>4.</b>				
<b>Total Costs</b>	<b>76,000</b>	<b>21,500</b>		<b>97,500</b>
<b>Provide the basis for determination of budget amounts:</b>				
<b>Cost estimate from MaineStream Solutions, Stephanie Merrill, received January 18, 2019</b>				

**Selectmen's Meeting Minutes**  
**January 24, 2019**  
**Harpswell Town Office**  
Submitted for Approval January 31, 2019

**Call to Order and Pledge of Allegiance:** The meeting was called to order at 6:00 p.m.

**Selectmen Present:** Richard A. Daniel and David I. Chipman. Selectman Johnson was absent.

**Staff Present:** Kristi Eiane, Town Administrator and Terri Sawyer, Deputy Town Administrator

**1. Adoption of the Agenda:** Chairman Daniel moved, seconded by Selectman Chipman to adopt the agenda as amended by removing item 2; motion passed 2-0.

**2. Accept Heating Assistance Donation from Cook's Lobster and Ale House:** Removed to next meeting.

**3. Public Comment:** None.

**4. Selectmen's Announcements:** Selectman Chipman reminded the public that anyone snowmobiling on private property must have the permission of the landowners.

**5. Town Administrator's Report:** None.

**6. Consent Agenda: 1) Approval of the Minutes; 2) Authorization of the Warrants:** Selectman Chipman made some changes to the minutes. Selectman Chipman moved, seconded by Chairman Daniel to approve the consent agenda [approved January 17minutes; warrant #4 in the amount of \$110,703.93, and payroll warrant #3 in the amount of \$20,863.36]; motion passed 2-0.

**7. Community Development Block Grant Applications:** Chairman Daniel acknowledged the work that went into these three grant applications and thanked all involved. One grant is for \$7,160 in planning funds to evaluate the Town's vulnerability to flood hazards, increase resilience, and develop a mitigation plan. Selectman Chipman moved, seconded by Chairman Daniel to approve submitting the grant; motion passed 2-0. Another application is for \$33,536 in grant funds to continue the Harpswell Aging at Home Repairs and Habitat for Humanity Program that makes repairs to homes of qualifying seniors in Harpswell. Selectman Chipman moved, seconded by Chairman Daniel to approve submitting the grant; motion passed 2-0. The last application is for \$76,000 to fund the replacement of the communication tower located at the Orr's/Bailey Islands Fire Department. Art Howe, Fire Administrator, reviewed the application. Selectman Chipman encouraged the Town to look into having the National Guard assemble the tower if the grant is approved, as it did for the Community Television tower. Selectman Chipman moved, seconded by Chairman Daniel to approve submitting the grant; motion 2-0.

**8. Public Comment:** None.

**9. Other Business:** None.

**10. Administrative Matters:** Administrator Eiane stated she is working on scheduling a workshop regarding the Winter Parking Ban Ordinance, most likely for the first week in February.

**11. Adjournment:** At 6:18 p.m. the Chair adjourned the meeting without objection.

Respectfully Submitted,

Terri-Lynn Sawyer  
Deputy Town Administrator