

**Cumberland County Community Development Program**  
**2014 CDBG General Program Application**  
*Community Cover Page*

**Project Title**      Riverfront Development - Recreation Design & Engineering

**Lead Community**              City of Westbrook

**Additional Communities**      \_\_\_\_\_

**Contact Information**      Name William D. Baker

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**Program Category**

Public Infrastructure/Facility    X                      Downtown Revitalization    \_\_\_\_\_

Public Service    \_\_\_\_\_      Housing    \_\_\_\_\_      Economic Development    \_\_\_\_\_

**CDBG "National Objective"**

Low/Moderate Income:      Area-Wide    x                      Limited Clientele    \_\_\_\_\_

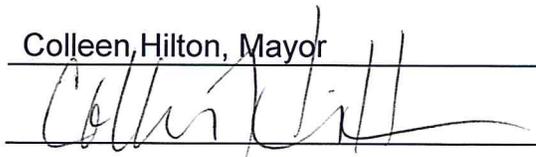
Direct Benefit:    Presumed Group    \_\_\_\_\_      (Identify Group)

Slum/Blight:      Area-Wide    \_\_\_\_\_      Spot Basis    \_\_\_\_\_

**Amount of CDBG Funds Requested**      \$40,000.00

**Total Estimated Project Cost**      \$60,000.00

**Name of Authorized Official**      Colleen Hilton, Mayor

**Signature of Authorized Official**      

Respond to the narrative questions in a maximum of six pages (economic development & non-economic development project applications) or seven pages (multi-jurisdictional project applications.)

1. Provide a **brief summary** (400 words maximum) of the proposed project. - **10 points.**

Focus your answer on issues such as: What will be built? What will happen? Where will it happen? Who's in charge? Who will be served?

*Be specific to the project and the CDBG funds requested.*

The City of Westbrook proposes to develop urban whitewater features in the Presumpscot River as part of our riverfront development and downtown revitalization strategy. CDGB grant funds will allow the city to engage a whitewater design engineer to conduct the modeling and engineering work required to ensure viable features that are compatible with fish passage in this heavily regulated stretch of river in our downtown.

Specifically, the whitewater design engineer will collaborate with the City and Sappi Fine Paper North America to integrate our design of two whitewater features into the Sappi plan for Dam removal and fish passage at Saccarappa Falls which is required of them by the Federal Energy Regulatory Commission on or before May of 2015. This will help us achieve significant economies of scale by doing this now as part of a 4,000,000 to 6,000,000 dollar investment by Sappi and a significant bridge replacement project at this location by Maine DOT.

The design project will allow us to build curling and surfing waves for kayakers, whitewater boaters and stand up paddle boarders making this a tourist destination important to greater Westbrook and the Southern Maine region. A 2013 Economic Impact Study by Professor Charles Colgan of the Muskie School for Public Service has concluded that this amenity will create positive economic development activity and encourage private investment along the riverfront in downtown Westbrook.

Developing this amenity will help create and preserve jobs in the city and help the work force attract and retain younger workers at a time when Maine struggles with the oldest median age in the United States.

Urban whitewater parks are a fast growing phenomenon throughout the U.S. This one will be managed by the City of Westbrook and could become a direct source of employment for a variety of underemployed local laborers and will serve as a focal point for concerts and festivals benefitting local businesses and families. We envision close collaboration with our schools, community services and youth organizations to promote outdoor recreation, health and wellness, and positive lifestyle choices for urban youth.

2. Provide a response to the four questions below defining and justifying the need for the activity. - 20 points

- Convey the magnitude and severity of the issue to be addressed.

Twenty years of studies and analysis have suggested that the key to economic development for Westbrook's Downtown involves tapping into the potential of the river. Developing an urban whitewater park diversifies the job creation potential along the riverfront; helps attract and retain young workers; encourages private investment in the area; and promotes the livability of the city and the region. Thus this project becomes a significant factor in the implementation of our community's strategic vision and magnifies our role in Southern Maine.

The other issue making this project significant is the timing. Allowing us to implement this vision at a time when Sappi Fine Paper North America will be engaged in engineering, design and construction in this same stretch of river; and Maine DOT will be involved in bridge replacement and river based construction during the same time period in the same stretch of river make this an historic opportunity of great magnitude

- Identify the total number of people affected by the issue from low/moderate income households.

The 2007-2011 census data indicates the median household income in Westbrook is \$46,363 while approximately 14.7% of the population is living below the federal poverty line. In addition, our Community Distress Score is 10. More specifically, the project area contains approximately 5,000 residents in what is designated as low-to-moderate income households.

In 2011, Downtown Westbrook hosted 148 employers with a work force of just over 2,000 people (full and part time). Professor Colgan's conclusion is that our vision for the river could grow that work force by 1,300 to 3,500 jobs over time, potentially impacting large numbers of low-to-moderate income residents.

- Describe to what extent the project makes a long-term measurable difference in the economic and social health of the region.

In addition to the potential for job retention and job growth we believe this project leads us to significant long-term measurable impacts on the economic and social health of the region.

As the phenomenon of urban whitewater parks has emerged so too have the economic impact studies documenting their effect on communities and regions.

The following are examples of investments and estimated returns by communities of similar size who create whitewater amenities;

Golden Colorado population 18,000 invested 170,000 dollars and experiences thousands of visitors annually and an estimated economic impact of 1.8 million per year.



Durango Colorado population 17,000 invested 450,000 dollars and experiences thousands of visitors, several major events and an estimated economic impact of 2.9 million per year.



Parks have been constructed in more than 100 river towns across the country all experiencing similar results.

In terms of the social health of the region we think this outdoor adventure amenity will bring an important demographic into the city and the region, athletes. Certainly tattoo parlors and methadone clinics have their place in this world, but in order to breathe new life in to the city and give people healthy life style alternatives we need to make these positive alternatives available closer to home. Clearly with the number of annual visitors and economic impact study results the impact on the social health of the region will be significant and long lasting.

- Construction related activities: Convey how the project relates to the community's long-range planning and capital improvement needs.

This project fits neatly within our long range planning and capital improvement process. As mentioned previously this project will compliment the downtown streetscape project previously funded by CDBG. It will also compliment working being done in this area by Maine DOT replacing the Bridge Street Bridge and work being done through private investment by Sappi Fine Paper to remove dams and restore fish habitat through fish passage construction.

3. Provide a response to the three questions concerning management of the proposed activity – 10 points

- Define *who* will manage the grant funded project and *how* they will manage it.

- Explain the experience of the applicant in undertaking projects of similar complexity.

The Assistant City Administrator will be the primary manager of the grant-funded project and has managed multi-million dollar projects domestically and internationally. The Assistant City Administrator manages project staff including the City Planner and City Engineer and has coordinated directly with SAPPI, DOT and others throughout the planning of the larger projects including dam removal, fish passage and bridge construction.

The Assistant City Administrator is also a 30 year white water guide with substantial experience and expertise working with whitewater design engineers and the whitewater tourism industry.

It is the Assistant City Administrators role to ensure that the economic development of the community is properly integrated with the community's vision and master plan.

- Demonstrate that an ongoing commitment exists to continue the maintenance and operation of the activity or facility.

This section of the river is heavily regulated by FERC, DMR, US Fish & Wildlife and others. As part of the regulatory and approval process that will turn the engineering and design work into construction and implementation it will be necessary for the City and other stakeholders to present a specific plan for the future operation and maintenance of these features to the regulatory agencies. The City, through it's Westbrook Environmental Improvement Corporation, is committed to long term maintenance and operation of this amenity.

#### 4. Demonstrate that the project is ready to proceed – 20 points

For non-construction related projects:

- Describe the steps that have been completed or must be completed to initiate the project. These may include: community support, staffing, securing an appropriate location, marketing and networking.

This project has undergone significant community wide consultation with a variety of stakeholders including, community members, local businesses, environmental groups, regulatory agencies, City Council and Westbrook Environmental Improvement Corporation and enjoys strong support.

The City has facilitated this process through City staff including the Mayor, the City Administrator, the Assistant City Administrator, the City Engineer and others. We have identified the location in the river that the engineering and design team will focus on. We have vetted this project with Sappi's engineering team. The City has evaluated whitewater engineers with the necessary experience and expertise and has spent time and money on that process to ensure the best possible outcome as we settled on Gary Lacy from whitewater design and engineering out of Colorado.

This project is ready to proceed. We realize that it is important with any engineering grant that the actual construction projects proceed in a timely manner. Sappi will be under a strict timetable to complete their dam removal and fish passage by May of 2015. DOT will also be under a strict timetable to complete bridge reconstruction. We will be ready to move to construction of these features within the Sappi and DOT timetables with a combination of City funds, WEIC money, EDA grants and private donations.

- Describe any existing and/or potential impediments to project initiation

There are no known impediments at this time.

For projects requiring a match:

County sponsored projects do not require a match. Community sponsored applicants require a threshold 20% match in cash, donated land or building materials, or contracted project development services. In-kind contributions are allowed, but need to be documented, quantifiable services for work performed.

- List sources and amounts of matching funds on match sheet provided (*Appendix III*).
- Are the funds secured?
  - If yes: Provide documentation
  - If no: Describe what is pending or next steps

*[Answer to be evaluated based on clarity, completeness and demonstration that the project can be substantially completed within 24 months]*

Our proposal for the creation of urban whitewater features capitalizes on the opportunity provided by Sappi through their dam removal and fish passage projects and through DOT and their bridge reconstruction project.

There has been a substantial investment of time and effort by City staff and City lawyers and preliminary work with whitewater and fish passage engineers.

We have secured a match not to exceed 20,000 dollars to support this effort from the Westbrook Environmental Improvement Corporation and those funds have been secured.

To meet the regulatory agency mandates this project must be completed by May of 2015.

5. **Budget for project.** Fill in the attached budget form *and provide the basis for determination of budget amounts (Appendix IV).* - 5 points

- Describe specifically how funds, including match when applicable, will be distributed between project elements. Please refer to Question 4 (above) for information on match requirements.

There is a single project element, that is the engineering and design services of our consultant engineer.

- Include a description in the narrative portion of your application of how this distribution was determined.

N/A

- For public service programs, limit the budget and budget description to that portion of your program that is applicable to this application, i.e. do not include a budget for an area that extends beyond the community/region or for services not included in the scope of this application.

N/A

*[Response to be evaluated on logic, completeness, and demonstration of match (where applicable)]*

**Applications will not be accepted without a completed budget.**

6. **Implementation schedule** for project: Fill in the attached schedule form (*Appendix III*). - **5 points**

*[Response to be evaluated on logic, completeness and reasonableness of assumptions]*

7. **7A) NON-ECONOMIC DEVELOPMENT ONLY**

Provide a response to the three questions demonstrating the **need for CDBG program funds** - **15 points**

- Why are CDBG funds critical for the commencement and ultimate success of the project?

The CDBG funds are critical in terms of timing. In order to ensure the ultimate success of this project it must commence contemporaneously with the projects being undertaken by Sappi and Maine DOT. This allows our project to proceed within the project window required by the regulatory agencies. It allows us to achieve significant savings because both Sappi and Maine DOT engineers can incorporate our engineering and design work in to their plans. The timing will allow savings in terms of construction and implementation since two major stakeholders will have men and equipment in the river during a pre-determined construction season.

- Have you, or will you, seek funds from other sources? If so, what are those funding sources?

We have secured funds from other sources, specifically the Westbrook Environmental Improvement Corporation and we intend to seek funds from the EDA for the construction and implementation of what is designed.

- What is the impact on the project if CDBG funds are not received or if only partial CDBG funds are received?

If no CDBG funds are received it is likely that we will miss this window of opportunity with Sappi, DOT and the regulatory agencies and that design and construction independent of them will not be possible.

Partial funding will require that we renew our investigation of other possible funding sources to make up and deficiency.

*[Answer to be evaluated on completeness, clarity, and assessment of the need for CDBG funding]*

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>
	Municipal Cash	Other Cash					
Cash	\$ 20,000		WEIC	33%	Yes / No	WEIC Minutes	
	\$				Yes / No		
	\$				Yes / No		
	\$				Yes / No		
In-Kind/ Donation	\$				Yes / No		
	\$				Yes / No		
	\$				Yes / No		
	\$				Yes / No		
<b>TOTAL MATCH</b>		\$ 20,000					

<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.

**Public Infrastructure/Facility Programs**

<b>Cost Category</b>	<b>CDBG Funds</b>	<b>Municipal Funds</b>	<b>Other Funds</b>	<b>Total</b>
<b>Equipment</b>				
<b>Materials/Supplies</b>				
<b>Operations</b>				
<b>Salaries</b>				
<b>Fringe</b>				
<b>Transportation</b>				
<b>Consultants</b>	40,000	20,000		60,000
<b>Space/Rent</b>				
<b>Project Management</b>				
<b>Other – 1)</b>				
<b>Other – 2)</b>				
<b>Total Costs</b>				

**Provide the basis for determination of budget amounts:**

Estimated project time times the hourly rate of our consultant with special expertise in whitewater design and engineering

**Project Implementation Schedule**

<b><u>Activity</u></b>	<b>Q #1 J - S 2014</b>	<b>Q #2 O - D 2014</b>	<b>Q #3 J - M 2015</b>	<b>Q #4 A - J 2015</b>	<b>Q #5 J - S 2015</b>	<b>Q #6 O - D 2015</b>	<b>Q #7 J - M 2016</b>	<b>Q #8 A - J 2016</b>
Contract/ Environmental Review	X							
Reporting		X	X	X	X	X	X	X
Engineering & Design Work	X	X	X					
<b>Project Completed:</b>				X				