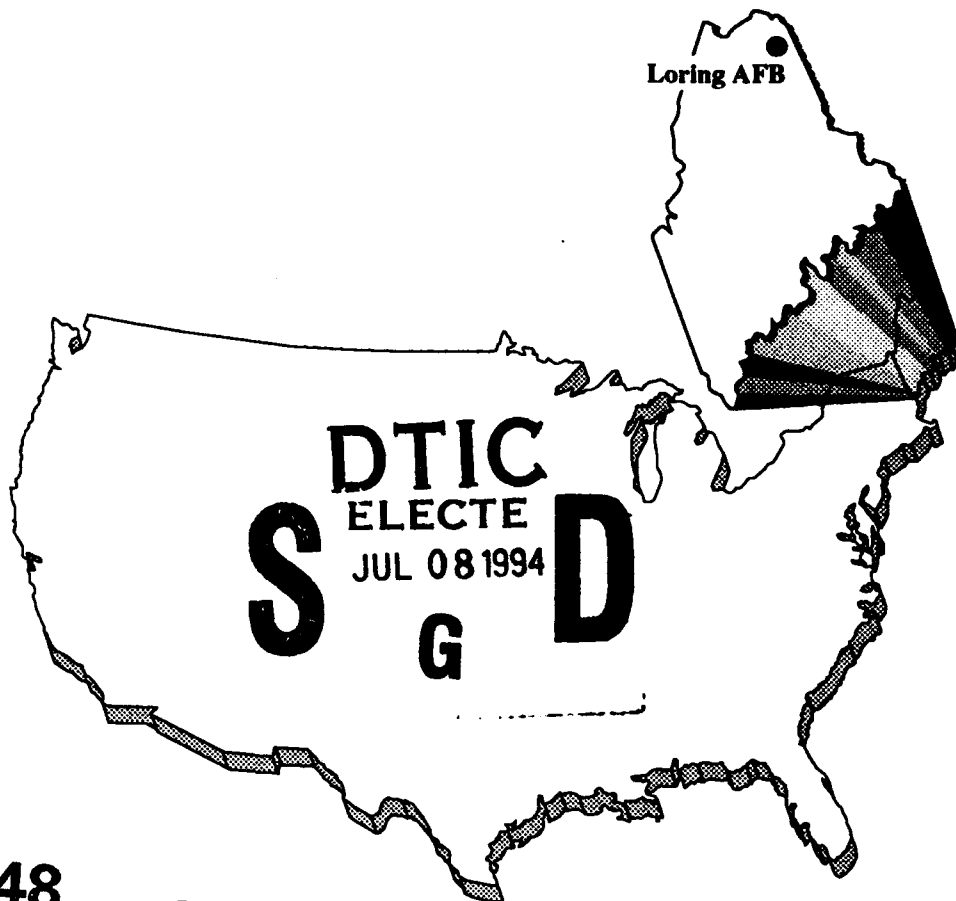


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SOCIOECONOMIC IMPACT ANALYSIS  
STUDY  
March 1994



94-20848



327P8

DISPOSAL AND REUSE OF  
LORING AIR FORCE BASE, MAINE



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**SOCIOECONOMIC IMPACT ANALYSIS STUDY**

**DISPOSAL AND REUSE OF  
LORING AIR FORCE BASE, MAINE**

**MARCH 1994**

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## SUMMARY

## **SUMMARY**

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Loring Air Force Base (AFB), Maine, was one of the bases recommended by the 1991 Defense Base Closure and Realignment Commission for closure. The Commission's recommendations were accepted by the President and submitted to Congress on July 12, 1991. As Congress did not disapprove the recommendations in the time given under the Defense Base Closure and Realignment Act (DBCRA) of 1990 (Public Law 101-510, Title XXIX), the recommendations have become law.

DBCRA requires the Secretary of Defense to comply with the National Environmental Policy Act (NEPA) in the implementation of the base closures and realignments. The Secretary of Defense, through the Air Force, is preparing the required NEPA documents for the base disposal. Consideration of closure is exempted under DBCRA because that decision is final under the statute. The Environmental Impact Statement Disposal and Reuse of Loring AFB, Maine, analyzes environmental effects of the disposition of the base and its reuse under alternative redevelopment plans.

This Socioeconomic Impact Analysis Study addresses the socioeconomic effects of closure and potential reuse of the base. This document is designed to provide assistance to local governments and redevelopment agencies in the development of their reuse plan. The scope of this study includes economic activity, population, housing, public services, public finance, transportation, and utilities. This document is not required by NEPA.

Historically, the primary mission of Loring AFB was to develop and maintain the capability of conducting long-range bombardment operations using assigned weapons, to assist in naval operations, and to implement and sustain the capability to engage in effective air refueling operations. The base provided a home for the 42nd Bombardment Wing (Heavy). The transfer and consolidation of Air Force activities at Loring to other Air Force bases in the United States has been initiated. The base contains an airfield, a major hospital, commercial and industrial areas, residential areas, and other support facilities. It also has five off-site military family housing areas in the communities of Caribou, Caswell, Connor, Limestone, and Presque Isle in addition to four geographically separated parcels including the Madawaska Dam, the Caribou Communication, the Ashland Combat Evaluation Group, and the Limestone Receiver sites.

If the base is placed in caretaker status and not reused for other purposes, most or all of the "mothballed" facilities would be restricted from access. Security and minimal maintenance would provide only limited employment opportunities on the base. A total of 90 direct and 68 secondary jobs would

be required to maintain the premises. This closure/caretaker scenario serves as the closure baseline and No-Action Alternative for this study.

Loring AFB is located in Aroostook County in northernmost Maine, approximately 5 miles northeast of Caribou, approximately 155 miles north of Bangor, and 5 miles west of the Province of New Brunswick, Canada. Although one of the largest counties in the nation in terms of area, Aroostook County had a population in 1990 of only 86,936. The majority of the base area (62 percent) falls within the jurisdiction of the town of Limestone. Another 32 percent of the base lies within the town of Caswell, and the remaining 6 percent is located in the city of Caribou.

A one-county area (Aroostook County, Maine) was considered as the Region of Influence (ROI) for purposes of describing and analyzing socioeconomic effects. However, most of the concentrated effects from closure and reuse are expected to occur within the communities of Caribou, Limestone, and Presque Isle. Effects would also be experienced in the neighboring communities of Caswell, Fort Fairfield, New Sweden, Stockholm, Van Buren, Washburn, Westmanland, Woodland, and the unorganized township of Connor. Therefore, the focus of socioeconomic effects is concentrated in these areas. In the absence of any reuse activities in the region, total employment is projected to increase from 40,346 in 1994 to 41,188 in 2014. With the base closed and assuming no reuse occurs through 2014, population in the ROI is projected to decrease from approximately 75,421 in 1994 to 71,182 in 2014.

Direct and secondary employment related to base activities in the region would decrease from 5,583 jobs in 1991 to 158 jobs at closure. Employment from reuse at the base would begin in 1994 and gradually increase over the next 20 years.

This report analyzes the socioeconomic effects of four conceptual plans involving reuse of the base by private and public entities. All plans are compared to projected post-closure conditions without reuse during the 20 years following base closure. The alternative plans are the Proposed Action, the Mixed Use Aviation Alternative, the General Aviation Alternative, and the Non-Aviation Alternative.

**Proposed Action.** A comprehensive reuse plan has been developed for a mixed-use airport with civilian aviation activities, including general aviation, commercial aviation, maintenance, and air cargo components with industrial and business development. The aviation-related areas of the base would be integrated with industrial, commercial, institutional (medical and educational), residential, public facilities/recreation, agricultural, and natural resource conservation land uses. This plan is based on the goals, objectives, and preliminary land use characteristics provided to the Air Force by the Loring Readjustment Committee in its October 1993 Draft Reuse Plan

**and Strategy, Loring Air Force Base** (Economics Research Associates, 1993).

**Mixed Use Aviation Alternative.** This alternative has greater levels of aviation activity but similar land uses to the Proposed Action. More land has been designated for aviation-related and natural resource conservation uses with less land for industrial and residential uses.

**General Aviation Alternative.** This alternative provides for limited general aviation activities, which would include minor aircraft maintenance. Under this alternative, aviation-related uses would be reduced, with 64 percent of the base area utilized for public facilities/recreation. Other land uses include industrial, institutional (medical and educational), commercial, residential, and agricultural.

**Non-Aviation Alternative.** Under the Non-Aviation Alternative, the base airfield would be used for industrial development. The remaining on-site property would be occupied by institutional (medical and educational), commercial, residential, and public facilities/recreation uses.

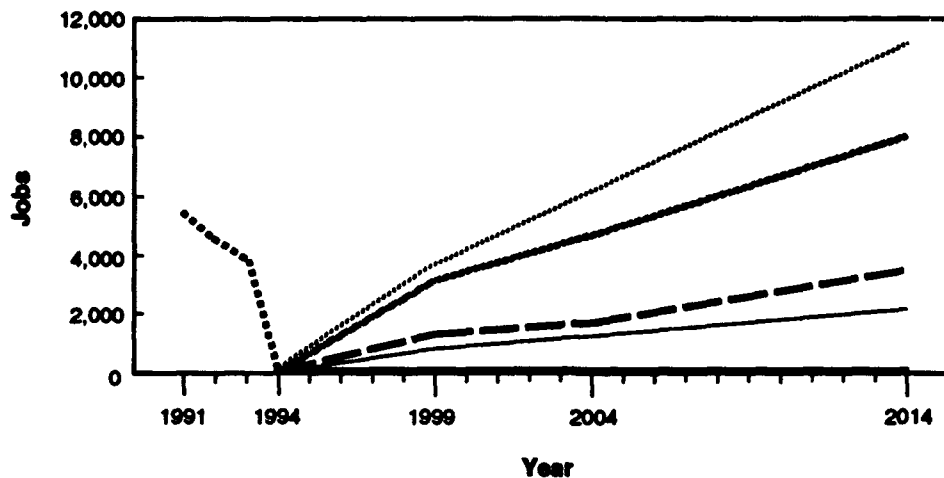
**No-Action Alternative.** Under the No-Action Alternative, the base would be put to no further use, and would be placed in caretaker status. Only maintenance and control activities would take place.

The net effects of reuse on the communities in the vicinity of Loring AFB would vary with the reuse alternative implemented. The net effects are the total direct and secondary employment and population decreased by the effects of the Operating Location (No-Action Alternative) personnel. Figures S-1 and S-2 illustrate the projected profile of future employment and population within the ROI for each of the reuse alternatives and the No-Action Alternative. Key findings of this study include the following:

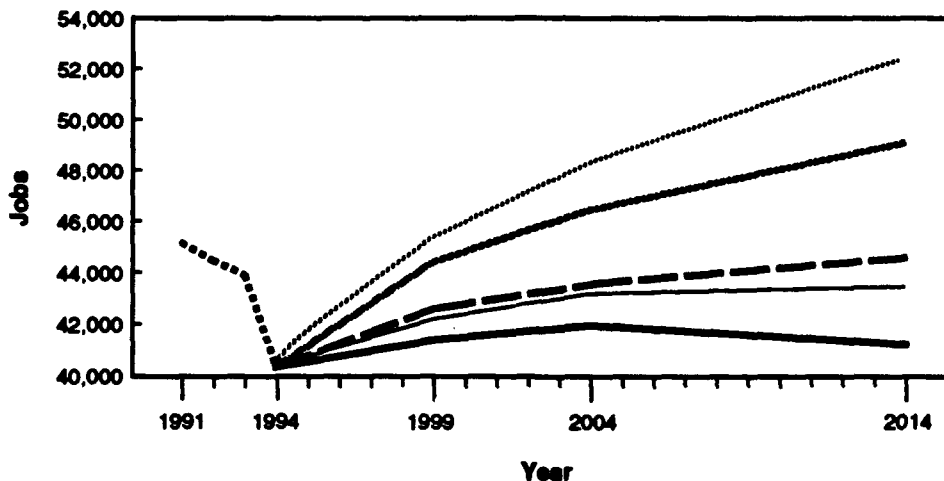
- Under the Proposed Action, 4,461 direct jobs are projected by 2014, with an additional 3,339 secondary jobs. It is estimated that population would increase in response to these employment opportunities by 1,613 by 2014. Fiscal shortfalls due to base closure would not be offset by increases attributable to added population and enrollment in Aroostook County communities and school districts.
- Under the Mixed Use Aviation Alternative, 6,356 direct jobs are projected by 2014, with an additional 4,879 secondary jobs. It is estimated that population would increase in response to these employment opportunities by 2,290 by 2014. Fiscal shortfalls due to base closure would not be offset by increases attributable to added population and enrollment in Aroostook County communities and school districts.

ALTERNATIVE	1994 <sup>(a)</sup>	1999	2004	2014
Proposed Action	158	2,674	4,261	7,800
Mixed Use Aviation	158	3,583	6,237	11,235
General Aviation	158	1,233	1,661	3,405
Non-Aviation	158	785	1,250	2,180

Reuse-Related  
Employment  
Effects<sup>(b)</sup>



Reuse-Related  
Employment  
Effects<sup>(b)</sup>



Total ROI Employment  
Including Reuse-Related  
Effects

**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

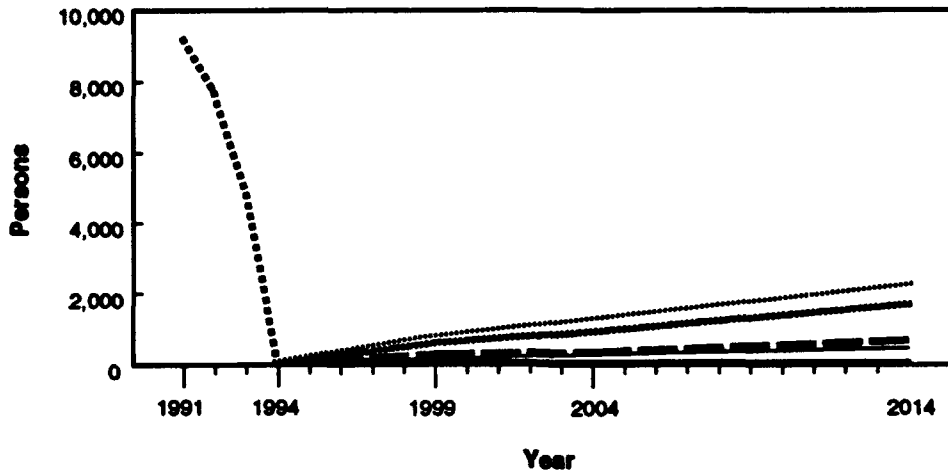
**Reuse-Related  
Employment Effects**

(a) The 1994 values represent total base-related employment under the closure baseline.  
 (b) Employment effects represent the change in employment relative to the No-Action Alternative.

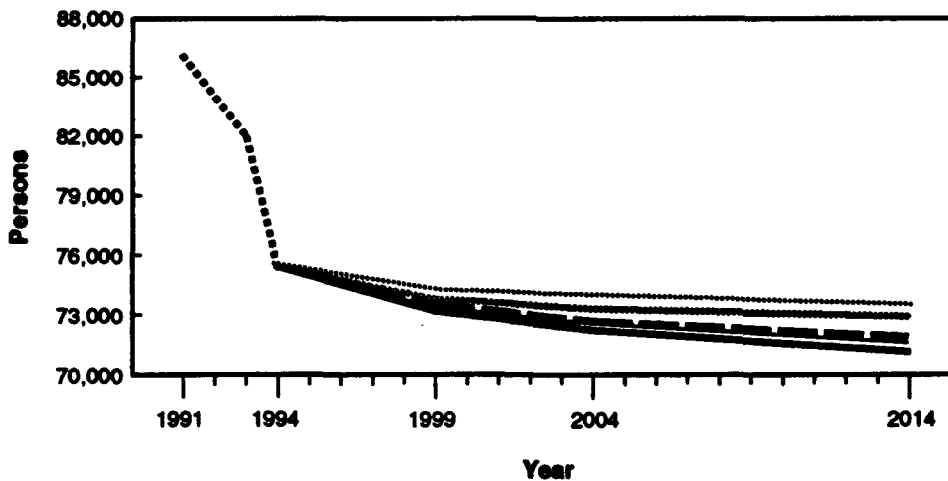
**Figure S-1**

ALTERNATIVE	1994 <sup>(a)</sup>	1999	2004	2014
Proposed Action	0	550	888	1,613
Mixed Use Aviation	0	723	1,272	2,290
General Aviation	0	262	362	716
Non-Aviation	0	172	278	472

Migratory-Related  
Population  
Effects<sup>(b)</sup>



Migratory-Related  
Population  
Effects<sup>(b)</sup>



Total ROI  
Population  
Including  
Migratory-Related  
Effects

### EXPLANATION

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

### Migratory-Related Population Effects

- (a) 1994 represents closure conditions.  
 (b) Migratory (reuse)-related population effects are the persons that move into the ROI solely as a result of reuse.

Figure S-2



- **The General Aviation Alternative would generate 1,936 direct jobs and 1,469 secondary jobs by 2014. Population in-migration associated with these employment opportunities is projected to reach 716 by 2014. Fiscal shortfalls due to base closure would not be offset by increases attributable to added population and enrollments in Aroostook County communities and school districts.**
- **The Non-Aviation Alternative would generate 1,262 direct jobs and 918 secondary jobs by 2014. Population in-migration is projected to reach 472 by 2014 in response to these employment opportunities. Fiscal shortfalls due to base closure would not be offset by increases attributable to added population and enrollment in Aroostook County communities and school districts.**

**Under the No-Action Alternative, the base would be put into caretaker status and minimally maintained. A total of 90 direct jobs and 68 secondary jobs would be generated by these caretaker maintenance activities.**

**Table S-1 summarizes the comparative findings of this study for each issue area and each alternative after 20 years. The table also displays findings for the No-Action Alternative to provide a benchmark for assessing the effects of a particular alternative relative to closure conditions.**

**Table S-1. Comparison of Reuse Alternatives**  
Page 1 of 5

Resource	No-Action/ Caretaker Status	Change from No-Action Alternative			
		Proposed Action	Mixed Use Aviation Alternative	General Aviation Alternative	Non-Aviation Alternative
<b>Economic Activity<sup>(a)</sup></b>					
Regional Employment	158 jobs created	7,800 jobs created	11,235 jobs created	3,405 jobs created	2,180 jobs created
Regional Earnings	\$4,096,455	\$164,458,843	\$221,426,625	\$67,761,388	\$42,234,426
Population	No increase	1,613 in-migrating persons	2,290 in-migrating persons	716 in-migrating persons	472 in-migrating persons
Housing	No increase	Additional housing demand of 554 units	Additional housing demand of 787 units	Additional housing demand of 246 units	Additional housing demand of 163 units
<b>Public Services</b>					
General Government, Police and Fire	No increase				
Maine State Police		1,613 additional persons served	2,290 additional persons served	716 additional persons served	472 additional persons served
Aroostook County		1,613 additional persons served	2,290 additional persons served	716 additional persons served	472 additional persons served
Caribou		436 additional persons served	614 additional persons served	193 additional persons served	127 additional persons served
Caswell		18 additional persons served	21 additional persons served	7 additional persons served	4 additional persons served
Connor		23 additional persons served	30 additional persons served	9 additional persons served	6 additional persons served
Fort Fairfield		113 additional persons served	162 additional persons served	51 additional persons served	33 additional persons served

Note: All dollar figures are expressed in 1989 base year dollars.

(a) Economic activity, as shown, is based upon site-related demands. Population, housing, public services, and public finance are based upon migratory-related demands.

**Table S-1. Comparison of Reuse Alternatives**  
**Page 2 of 5**

Resource	No-Action/ Caretaker Status	Change from No-Action Alternative			Non-Aviation Alternative
		Proposed Action	Mixed Use Aviation Alternative	General Aviation Alternative	
<b>Public Services (Continued)</b>					
General Government, Police and Fire (Continued)					
Limestone		358 additional persons served	504 additional persons served	158 additional persons served	104 additional persons served
New Sweden		29 additional persons served	43 additional persons served	14 additional persons served	9 additional persons served
Presque Isle		137 additional persons served	194 additional persons served	61 additional persons served	40 additional persons served
Stockholm		35 additional persons served	50 additional persons served	16 additional persons served	10 additional persons served
Van Buren		102 additional persons served	142 additional persons served	45 additional persons served	29 additional persons served
Washburn		47 additional persons served	65 additional persons served	20 additional persons served	13 additional persons served
Westmanland		9 additional persons served	12 additional persons served	4 additional persons served	3 additional persons served
Woodland		61 additional persons served	90 additional persons served	28 additional persons served	19 additional persons served
Education	No increase				
Caribou School Department		91 additional enrollments	129 additional enrollments	40 additional enrollments	27 additional enrollments

*Loring AFB Disposal and Reuse SIAS*

**Table S-1. Comparison of Reuse Alternatives**  
**Page 3 of 5**

Resource	No-Action/ Caretaker Status	Change from No-Action Alternative			Non-Aviation Alternative
		Proposed Action	Mixed Use Aviation Alternative	General Aviation Alternative	
<b>Public Services (Continued)</b>					
Education (Continued)					
Caswell School Department		2 additional enrollments	3 additional enrollments	1 additional enrollment	1 additional enrollment
Connor Consolidated School		2 additional enrollments	3 additional enrollments	1 additional enrollment	1 additional enrollment
Limestone School Department		68 additional enrollments	95 additional enrollments	30 additional enrollments	20 additional enrollments
SAD No. 1		28 additional enrollments	40 additional enrollments	12 additional enrollments	8 additional enrollments
SAD No. 20		21 additional enrollments	30 additional enrollments	9 additional enrollments	6 additional enrollments
SAD No. 24		21 additional enrollments	30 additional enrollments	9 additional enrollments	6 additional enrollments
SAD No. 45		11 additional enrollments	15 additional enrollments	5 additional enrollments	3 additional enrollments
SU No. 122		17 additional enrollments	25 additional enrollments	8 additional enrollments	5 additional enrollments
Health Care	Loring AFB Hospital closed	Research and training hospital operational	Research and training hospital operational	No medical reuse	Research and training hospital operational

SAD = School Administrative District.  
 SU = School Union.

**Table S-1. Comparison of Reuse Alternatives**  
**Page 4 of 5**

Resource	Change from No-Action Alternative				
	No-Action/ Caretaker Status	Proposed Action	Mixed Use Aviation Alternative	General Aviation Alternative	Non-Aviation Alternative
<b>Public Finance<sup>(b)</sup></b>					
Aroostook County	Fiscal shortfall of \$8,121	Fiscal shortfall of \$5,234	Fiscal shortfall of \$4,008	Fiscal shortfall of \$6,835	Fiscal shortfall of \$7,273
Caribou	Fiscal shortfall of \$83,447	Fiscal shortfall of \$56,707	Fiscal shortfall of \$45,790	Fiscal shortfall of \$71,610	Fiscal shortfall of \$75,658
Caswell	Fiscal shortfall of \$12,091	Fiscal shortfall of \$9,914	Fiscal shortfall of \$9,550	Fiscal shortfall of \$11,244	Fiscal shortfall of \$11,607
Fort Fairfield	Fiscal shortfall of \$28,471	Fiscal shortfall of \$16,041	Fiscal shortfall of \$10,651	Fiscal shortfall of \$22,861	Fiscal shortfall of \$24,841
Limestone	Fiscal shortfall of \$176,241	Fiscal shortfall of \$106,019	Fiscal shortfall of \$77,386	Fiscal shortfall of \$145,250	Fiscal shortfall of \$155,842
New Sweden	Fiscal shortfall of \$9,511	Fiscal shortfall of \$5,372	Fiscal shortfall of \$3,373	Fiscal shortfall of \$7,512	Fiscal shortfall of \$8,227
Presque Isle	Fiscal shortfall of \$20,913	Fiscal shortfall of \$17,262	Fiscal shortfall of \$15,742	Fiscal shortfall of \$19,286	Fiscal shortfall of \$19,846
Stockholm	Fiscal shortfall of \$16,625	Fiscal shortfall of \$7,606	Fiscal shortfall of \$3,700	Fiscal shortfall of \$12,502	Fiscal shortfall of \$14,048
Van Buren	Fiscal shortfall of \$28,471	Fiscal shortfall of \$11,755	Fiscal shortfall of \$5,199	Fiscal shortfall of \$21,096	Fiscal shortfall of \$23,719
Washburn	Fiscal shortfall of \$5,735	Fiscal shortfall of \$3,157	Fiscal shortfall of \$2,169	Fiscal shortfall of \$4,638	Fiscal shortfall of \$5,021
Westmanland	Fiscal shortfall of \$7,545	Fiscal shortfall of \$3,512	Fiscal shortfall of \$2,167	Fiscal shortfall of \$5,753	Fiscal shortfall of \$6,201
Woodland	Fiscal shortfall of \$15,182	Fiscal shortfall of \$10,887	Fiscal shortfall of \$8,845	Fiscal shortfall of \$13,211	Fiscal shortfall of \$13,844

Note: All dollar figures are expressed in 1989 base year dollars.  
 (b) Projected shortfalls assume there are no offsetting changes in revenues or service delivery standards.

**Table S-1. Comparison of Reuse Alternatives**  
**Page 5 of 5**

Resource	No-Action/ Caretaker Status	Change from No-Action Alternative			Non-Aviation Alternative
		Proposed Action	Mixed Use Aviation Alternative	General Aviation Alternative	
<b>Public Finance<sup>(b)</sup></b>					
<b>(Continued)</b>					
Caribou School Department	Fiscal shortfall of \$324,957	Fiscal shortfall of \$210,679	Fiscal shortfall of \$163,675	Fiscal shortfall of \$274,423	Fiscal shortfall of \$291,587
Caswell School Department	Fiscal shortfall of \$25,394	Fiscal shortfall of \$20,650	Fiscal shortfall of \$19,735	Fiscal shortfall of \$23,621	Fiscal shortfall of \$24,223
Limestone School Department	Fiscal shortfall of \$1,964,635	Fiscal shortfall of \$1,835,768	Fiscal shortfall of \$1,783,689	Fiscal shortfall of \$1,907,915	Fiscal shortfall of \$1,927,154
SAD No. 1	Fiscal shortfall of \$224,732	Fiscal shortfall of \$180,707	Fiscal shortfall of \$162,117	Fiscal shortfall of \$205,192	Fiscal shortfall of \$211,915
SAD No. 20	Fiscal shortfall of \$68,809	Fiscal shortfall of \$35,363	Fiscal shortfall of \$21,006	Fiscal shortfall of \$53,843	Fiscal shortfall of \$58,940
SAD No. 24	Fiscal shortfall of \$68,999	Fiscal shortfall of \$24,177	Fiscal shortfall of \$5,065	Fiscal shortfall of \$48,976	Fiscal shortfall of \$55,757
SAD No. 45	Fiscal shortfall of \$52,004	Fiscal shortfall of \$27,545	Fiscal shortfall of \$17,657	Fiscal shortfall of \$41,256	Fiscal shortfall of \$44,922
SU No. 122	Fiscal shortfall of \$68,740	Fiscal shortfall of \$40,814	Fiscal shortfall of \$27,911	Fiscal shortfall of \$55,945	Fiscal shortfall of \$60,289
<b>Other Relevant Resources</b>					
Transportation	No effects	Traffic increases on key local roads due to reuse	Traffic increases on key local roads due to reuse	Traffic increases on key local roads due to reuse	Traffic increases on key local roads due to reuse
Utilities	No effects	Increased demand in utilities	Increased demand in utilities	Increased demand in utilities	Increased demand in utilities

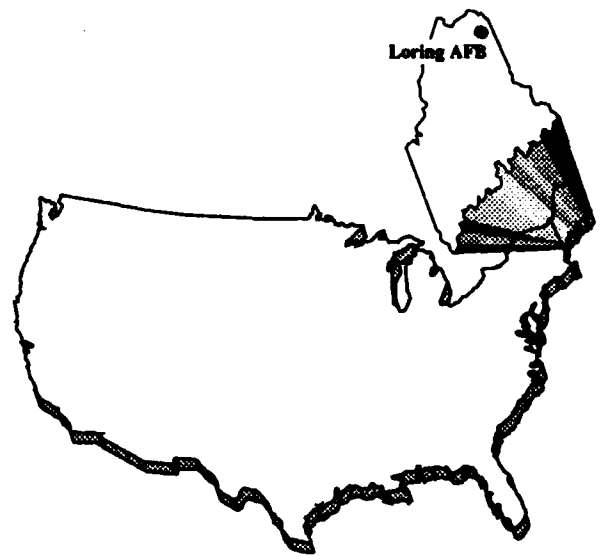
Note: All dollar figures are expressed in 1989 base year dollars.

(b) Projected shortfalls assume there are no offsetting changes in revenues or service delivery standards.

SAD = School Administrative District.

SU = School Union.

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# CHAPTER 1 INTRODUCTION

## **1.0 INTRODUCTION**

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Chapter 1 presents the purpose of this study, briefly discusses the reason for and nature of the closure of Loring Air Force Base (AFB), reviews results of previous base closures, and defines the potential reuse alternatives in terms relevant to the analysis of socioeconomic effects.

This report is organized to provide an assessment of the socioeconomic characteristics and effects of base operation; the effects of alternative site reuse scenarios on the region; and the post-closure conditions for activities related to the site assuming the base remains in caretaker status and is not redeveloped. The remainder of the report is structured as follows:

Chapter 2 defines the Region of Influence (ROI) and provides the community setting and profile of personnel, payrolls, and activities at the base.

Chapter 3 establishes the preclosure reference and conditions for the area at base closure and assumes the base would remain in caretaker or "mothballed" status.

Chapter 4 evaluates the effects of alternative reuse plans and compares them to the post-closure conditions without reuse.

### **1.1 PURPOSE OF THE STUDY**

The Socioeconomic Impact Analysis Study (SIAS) focuses on the socioeconomic effects resulting from the closure and potential reuse of Loring AFB. The scope of issues addressed includes economic activity, population, housing, and other major issues of local concern, such as public services, public finance, transportation, and utilities. These factors substantially influence the character of communities in the vicinity of the base, and are important to local residents. The analysis of these issues is intended to provide local planning officials with necessary information with which to plan for changes at Loring AFB. The SIAS is not a National Environmental Policy Act (NEPA) document.

The Environmental Impact Statement Disposal and Reuse of Loring AFB, Maine analyzes the environmental issues associated with disposal of the base and its reuse under a range of potential redevelopment plans. The Environmental Impact Statement (EIS) was initiated to fulfill NEPA requirements, which apply to federal actions, such as the decision for final disposition of Loring AFB. Socioeconomic factors are addressed within the EIS only from the perspective of their potential effect on the biophysical environment.

For instance, changes in economic activity, particularly in regional spending and employment, may lead to changes in area population, public service demand, and vehicular traffic on the area's road network. These effects, in turn, have the potential for beneficial or adverse environmental consequences on land use, air quality, water quality, noise, and biological and cultural resources.

## **1.2 CLOSURE OF LORING AFB**

In light of the changing international political scene and the resultant shift toward a reduction in defense spending, the Department of Defense (DOD) must realign and draw down its forces. The Department of the Air Force has been tasked under the Defense Base Closure and Realignment Act (DBCRA) of 1990 (Public Law [P.L.] 101-510, Title XXIX) to identify the facilities, properties, and installations that are no longer essential to support the limited force structure authorized by Congress. The Secretary of Defense then provided DOD closure and realignment recommendations to the Defense Base Closure and Realignment Commission, which was formed as a result of the DBCRA.

The 1991 Defense Base Closure and Realignment Commission recommended a list of military bases for closure or realignment that was accepted by the President and submitted to Congress on July 12, 1991. The recommended closure and realignment list was not disapproved by Congress within the time given under the statute to do so. Therefore, under DBCRA, the recommendations have become law. As Loring AFB was on the Commission's list, the decision to close the base is final. Loring AFB is scheduled to close in September 1994.

The Air Force plans to dispose of excess and surplus real property and facilities at Loring AFB. The disposal will be through transfer to another federal agency, public benefit conveyance to an eligible entity, negotiated sale to a public body, and/or sealed bid or auction to the general public. This disposal will be in compliance with the Surplus Property Act of 1944, the Federal Property and Administrative Services Act of 1949, and the DBCRA, which delegated to the Secretary of the Air Force many of the powers of the Administrator of the General Services Administration.

The closure action involves consolidation of Air Force activities and personnel transfers from Loring AFB to other Air Force bases in the United States and/or a reduction in military forces through retirement of weapon systems and reducing military manpower levels (U.S. Department of Defense, 1991).

The projected post-closure conditions identified for this study occur once the base has gone into "caretaker status" after the phasedown of residual operations at the base and its subsequent closure. Caretaker status includes

provision of security and limited maintenance to keep base facilities in "mothballed" condition.

Analysis of this projected closure scenario, referred to as the No-Action Alternative, provides an assessment of near-term and long-term conditions in communities near the base with the base no longer in operation. This provides a benchmark for comparison of the socioeconomic consequences of alternative reuse plans.

### **1.3 PREVIOUS BASE CLOSURES**

Because of the potential for severing long-standing social and economic relationships, base closures can be a very disrupting experience for host communities. The future state of the local economy is always of concern, although many communities affected by base closures have successfully implemented installation reuse plans. A study completed by the President's Economic Adjustment Committee indicates that opportunities exist for successful conversion of military installations to civilian use (U.S. Department of Defense, Office of Economic Adjustment, 1990).

Included in the study was a review of the experience of nearly 100 communities that lost a local military base between 1961 and 1990. Several important findings resulted from this review.

- Military jobs that were transferred out of the local communities numbered almost 136,800. These transfers represented permanent long-term reductions in the economic base of the communities.
- Conversion to civilian use led to a total of 158,100 direct jobs, more than replacing the 93,400 DOD civilian and contractor jobs lost due to the closings.
- Fifty-seven former bases became the seat of a number of 4-year colleges, community colleges, and post-secondary vocational-technical programs. These schools accommodate 73,200 college students, 25,000 secondary vocational-technical students, and 62,200 trainees.
- Seventy-five former bases became host to industrial parks or plants, and 42 established municipal or general aviation airports.

The study concluded that in the short term, closure can have substantial negative effects on the local economy. The difficult transition period generally lasts 3 to 5 years (U.S. Department of Defense, Office of Economic Adjustment, 1990).

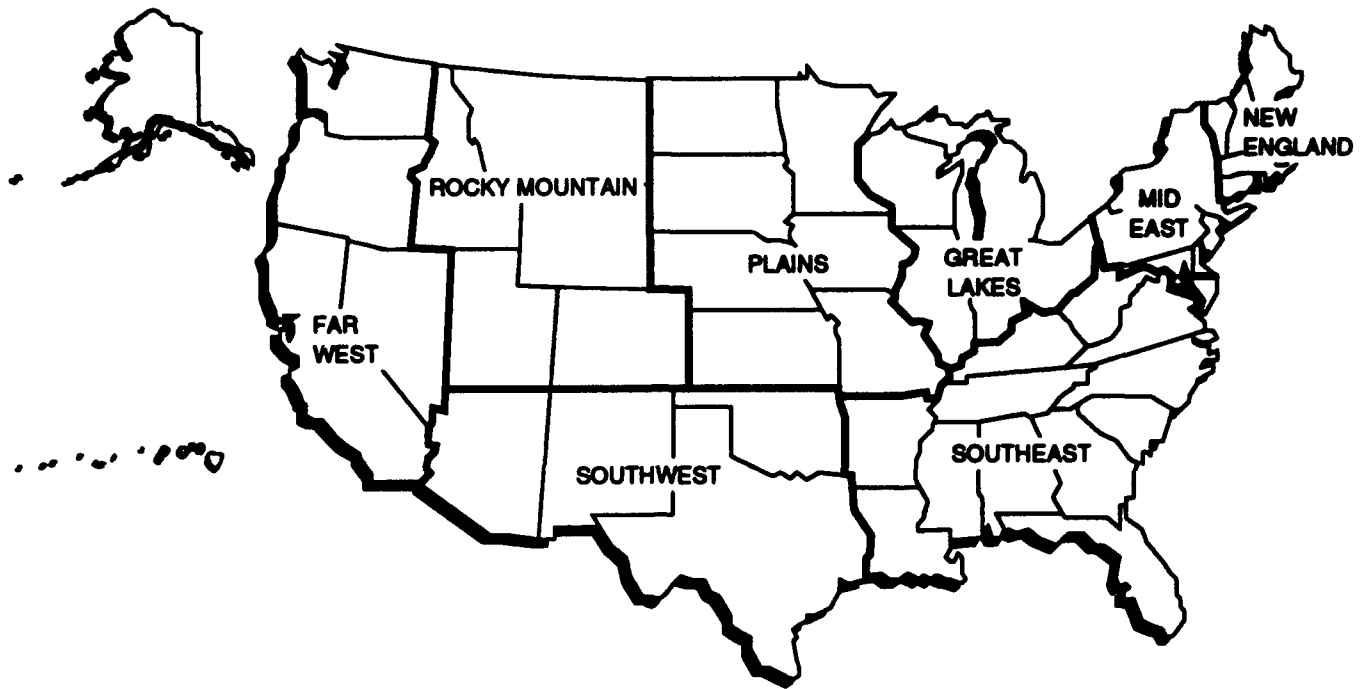
Figure 1.3-1 provides employment statistics for 48 Air Force installation closure and reuse actions completed between 1961 and 1990. These Air Force actions resulted in the transfer of approximately 100,000 military personnel. About 28,500 on-base civilian jobs were lost in these actions. More than 70,000 civilian jobs were gained due to reuse of the sites. Considering individual installations, in most cases the number of civilian jobs in 1990 was greater than when the base was under military control. In only about 20 percent of the cases, however, does the number of new civilian jobs exceed the number of civilian and military jobs lost as a result of base closure.

#### 1.4 REUSE OPTIONS

To help identify potential socioeconomic effects associated with the disposal of Loring AFB, this study addresses a range of reasonable reuse alternatives. For the purpose of conducting the required analysis, the Air Force has adopted the redevelopment plans developed by the Loring Readjustment Committee (LRC) as the Proposed Action. The LRC, formed in February 1992, served as the planning entity and continues to serve in an advisory capacity. While not directly responsible for acquisition of Loring AFB property, the LRC conducted land, facilities, and infrastructure assessments of Loring AFB. It submitted the Draft Reuse Plan and Strategy Loring Air Force Base (Economic Research Associates, 1993) to the Air Force in October 1993. The plan outlines conceptual land uses and addresses reuse goals and objectives. The Air Force has used this plan in developing the Proposed Action for analysis. The LRC advises the Loring Development Authority (LDA), which was formed in June 1993 by the state of Maine to acquire and manage the properties within the boundaries of Loring AFB.

In addition, the Air Force has analyzed the effects associated with other reuse alternatives. These include the Mixed Use Aviation Alternative, the General Aviation Alternative, Non-Aviation Alternative, and No-Action Alternative that involves no reuse. Actual decisions on reuse of the property will be made by its recipients subsequent to disposal.

The Proposed Action, which supports an airport with civilian aviation activities, is discussed in Section 1.4.1; the Mixed Use Aviation Alternative, which proposes a mixed use airport, is discussed in Section 1.4.2; the General Aviation Alternative, which emphasizes a limited general aviation facility and small aircraft maintenance, is discussed in Section 1.4.3; the Non-Aviation Alternative, which provides for industrial development, is discussed in Section 1.4.4; and the No-Action Alternative, which represents post-closure conditions, is discussed in Section 1.4.5. Section 1.4.6 discusses Other Land Use Concepts, which include proposed federal property transfers for specific facilities or portions of the base property that are not included within the reuse alternatives.



REGION	No. of Bases Closed	Military Jobs Transferred	Civilian Jobs Lost	New Civilian Jobs on Base
1. New England	5	11,241	921	9,947
2. Mid East	3	4,064	11,085	4,298
3. Great Lakes	6	7,595	2,453	10,380
4. Plains	7	18,502	3,129	9,530
5. Southeast	10	22,103	3,349	20,252
6. Southwest	9	24,472	6,058	10,942
7. Rocky Mountain*	3	3,663	336	307
8. Far West	5	8,539	1,093	4,421
Total	48	100,179	28,424	70,077

\* Data for one AFB not available.

Source: U.S. Department of Defense, Office of Economic Adjustment, 1990.

### Summary of Air Force Installation Closure and Reuse Actions Completed between 1961 and 1990

Figure 1.3-1



An Air Force Base Conversion Agency (AFBCA) Operating Location (OL) has been established at Loring AFB. The responsibilities of the OL will include coordinating post-closure activities with the active force closure activities, establishing a caretaker force to maintain Air Force-controlled properties after closure, and serving as the Air Force local liaison to community reuse groups until lease termination, title surrender, or disposal (as appropriate) of the Air Force-controlled property has been completed. For the purposes of environmental analysis, this team consists of approximately 90 people at the time of closure, conceptually composed of 15 Air Force employees and 75 non-federal supporting personnel. The OL, as used in this document, may refer to either the AFBCA or non-federal personnel.

To ensure clarity within this document, Air Force-owned property is discussed as on-base property. On-base property includes the 8,317-acre main base (on-site) property. On-base also refers to the nine (off-site) noncontiguous, geographically separated parcels, totaling 718 acres, which have been used to support the Loring AFB mission. These off-site parcels include: Limestone Receiver Site (3 acres); Presque Isle Family Housing Unit (FHU) (62 acres); Caribou FHU (5 acres); Caswell FHU (7 acres); Connor FHU (4 acres); Limestone FHU (5 acres); the Madawaska Dam area (596 acres); Caribou Communication Site (30 acres); and the Ashland Combat Evaluation Group (CEVG) Site (6 acres). All other public and private property in the region will be referred to as off base. Table 1.4-1 lists the proposed reuse activities by land use type and the acreage for each use. All acreages used in this document are approximate.

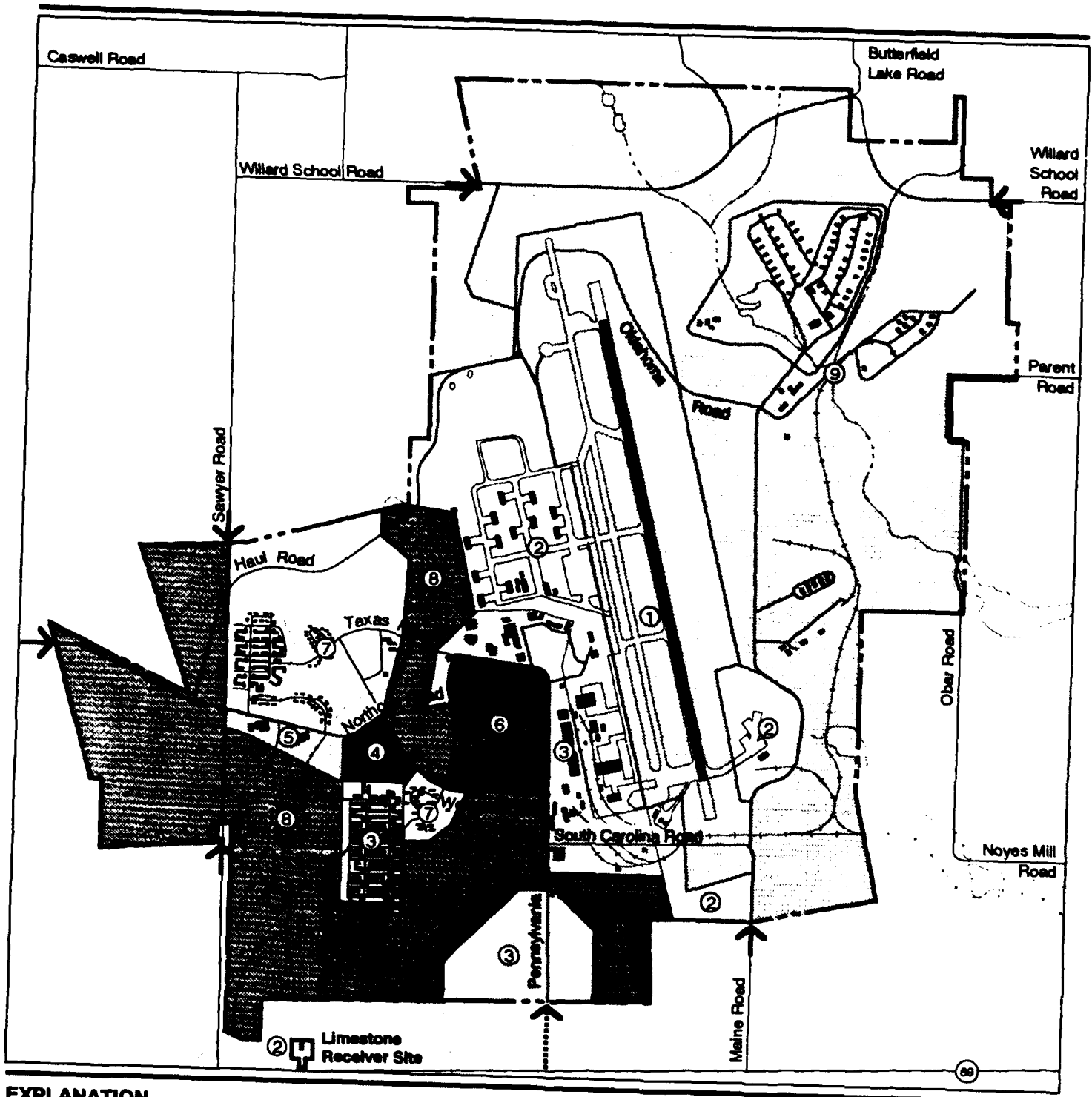
#### **1.4.1 Proposed Action**

The Proposed Action is based on a land use plan provided to the Air Force by the LRC/LDA for the on-site property and off-site parcels including the Caribou, Caswell, Connor, and Limestone FHUs, and the Ashland CEVG site. The LRC/LDA plan did not address the Limestone Receiver Site, Presque Isle FHU, Madawaska Dam area, and Caribou Communication Site; therefore, the Air Force developed, in consultation with the LRC/LDA, the reuse plans for these areas. The plan developed by the Air Force centers around an airport with civilian aviation activities including general aviation, aircraft maintenance, commercial aviation, and air cargo components (Figures 1.4 1[a] through 1.4-1[d]). Additionally, this plan incorporates industrial, institutional (medical and educational), commercial, residential, public facilities/recreation, and agriculture land uses, and natural resource conservation areas.

**Airfield.** The airfield land use category comprises 1,137 acres (14 percent) of the total on-site property, centered on the runway, taxiway system, and runway protection zones (RPZs). The airfield would utilize the entire 12,100-foot by 300-foot runway. Additional activities requiring airfield

**Table 1.4-1. Land Use Acreage by Alternative**

<b>Land Use</b>	<b>Proposed Action</b>	<b>Mixed Use Aviation Alternative</b>	<b>General Aviation Alternative</b>	<b>Non-Aviation Alternative</b>
<b>Airfield</b>				
On-site	1,137	848	276	0
<b>Aviation Support</b>				
On-site	758	1,181	345	0
Off-site	3	0	0	0
<b>Industrial</b>				
On-site	584	357	1,410	2,586
Off-site	13	16	74	6
<b>Institutional (Educational)</b>				
On-site	52	87	31	31
Off-site	29	10	0	62
<b>Institutional (Medical)</b>				
On-site	50	49	0	56
Off-site	0	0	0	0
<b>Commercial</b>				
On-site	194	255	269	73
Off-site	0	5	5	0
<b>Residential</b>				
On-site	551	291	216	539
Off-site	47	61	151	8
<b>Public Facilities/Recreation</b>				
On-site	1,717	2,134	5,356	5,032
Off-site	0	0	479	631
<b>Agriculture</b>				
On-site	3,274	933	414	0
Off-site	30	30	9	11
<b>Natural Resource Conservation</b>				
On-site	0	2,182	0	0
Off-site	596	596	0	0
<b>Total</b>				
On-site	8,317	8,317	8,317	8,317
Off-site	718	718	718	718



**EXPLANATION**

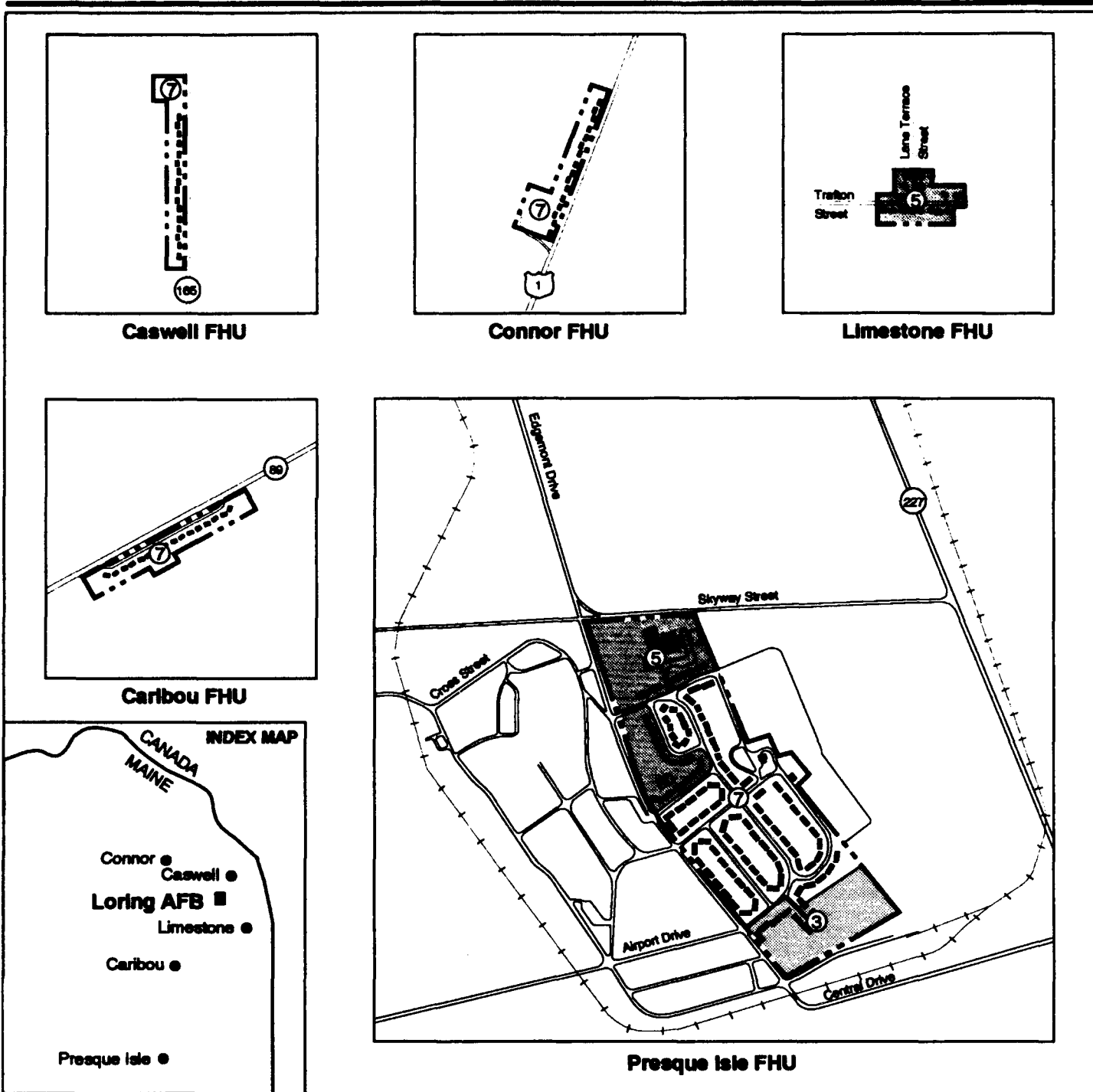
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|---------------------------|---------------------------------|-------------------|---------------------------|
| ① Airfield                | ⑤ Institutional (Educational)   | ⑨ Agriculture     | — Runway                  |
| ② Aviation Support        | ⑥ Commercial                    | ⑩ Vacant Land*    | ← Access Point            |
| ③ Industrial              | ⑦ Residential                   | --- Base Boundary | ← Access Point (Proposed) |
| ④ Institutional (Medical) | ⑧ Public Facilities/ Recreation |                   |                           |



\* This standard land use designation is not applicable to this figure.

**Proposed Action On-Site Area and Limestone Receiver Site**

**Figure 1.4-1 (a)**



**EXPLANATION**

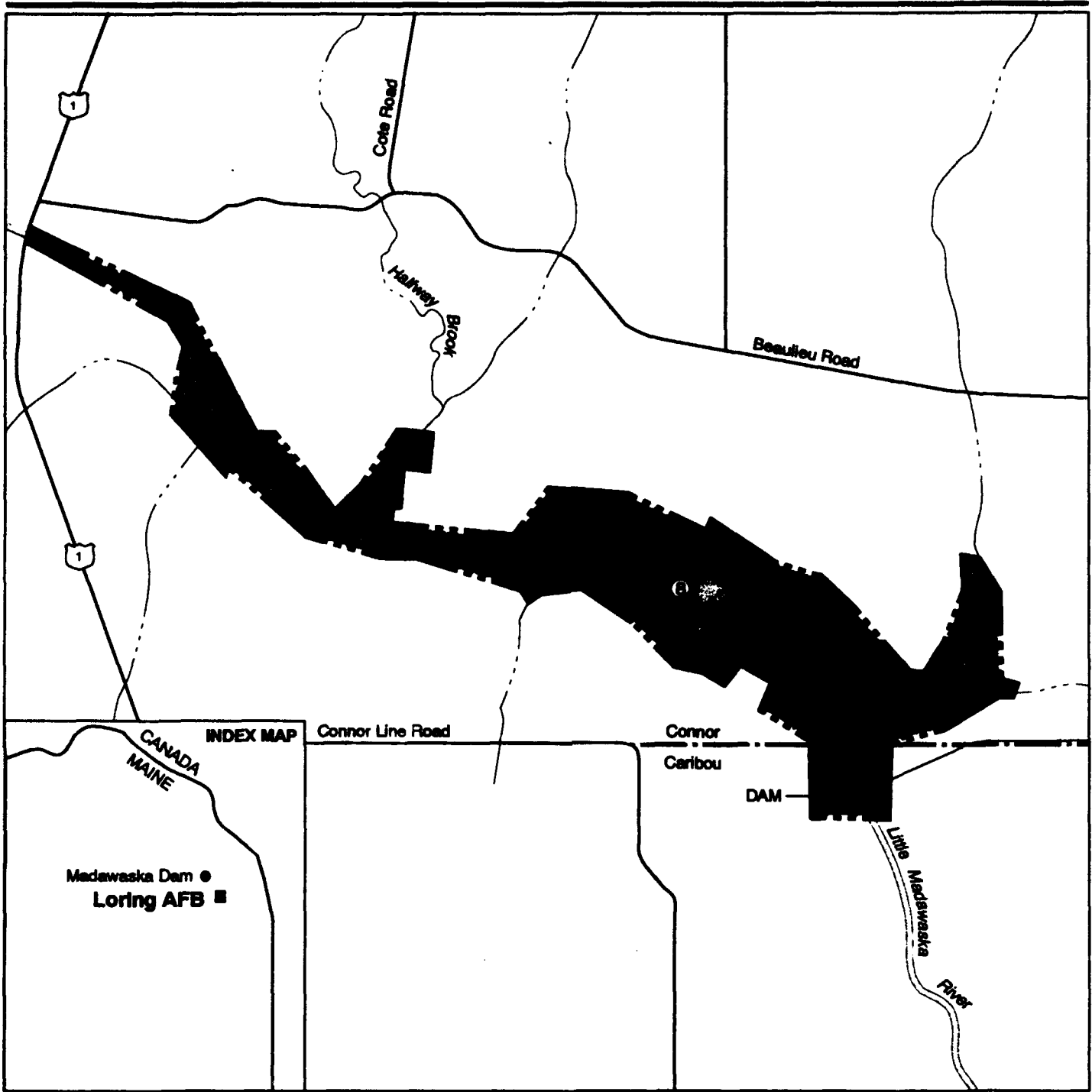
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|----------------------------|----------------------------------|-------------------------|---------------|
| 1 Airfield*                | 5 Institutional (Educational)    | 9 Agriculture*          | U.S. Highway  |
| 2 Aviation Support*        | 6 Commercial*                    | 10 Vacant Land*         | State Highway |
| 3 Industrial               | 7 Residential                    | FHU Family Housing Unit | Railroad      |
| 4 Institutional (Medical)* | 8 Public Facilities/ Recreation* | Base Boundary           |               |



\* This standard land use designation is not applicable to this figure.

**Proposed Action  
Off-Site Parcels  
Family Housing  
Units (FHUs)**

**Figure 1.4-1 (b)**



**EXPLANATION**

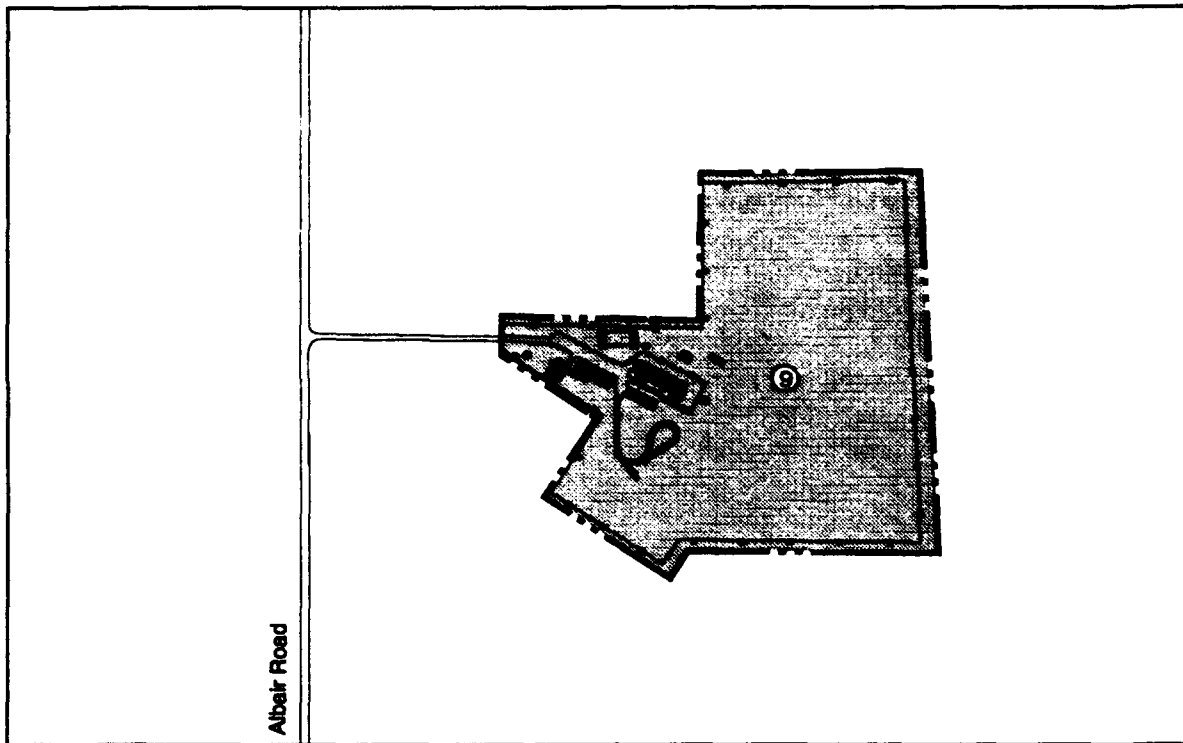
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|--|--|--|--|--------------------|
|  |  |  |  | U. S. Highway      |
|  |  |  |  | Community Boundary |
|  |  |  |  | Base Boundary      |
|  |  |  |  |                    |

**Proposed Action  
Off-Site Parcel  
Madawaska Dam**

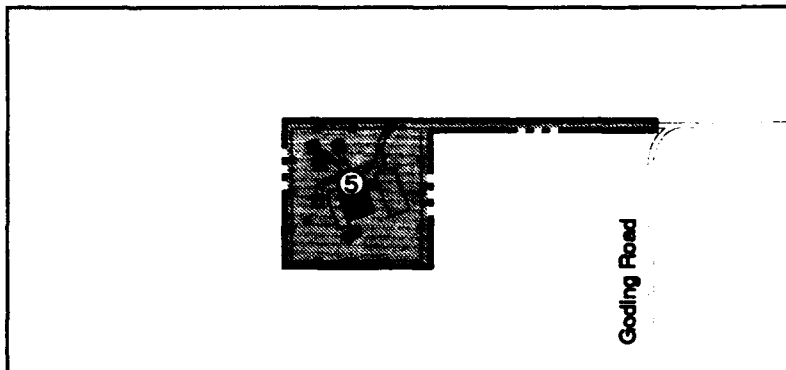
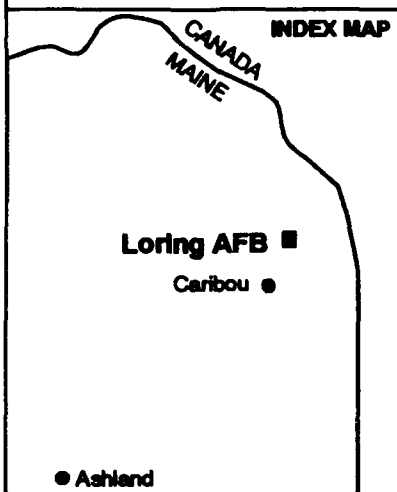


\* This standard land use designation is not applicable to this figure.

**Figure 1.4-1 (c)**



**Caribou Communication Site**



**Ashland CEVG Site**

**EXPLANATION**

- |  |  |                   |
|--|--|-------------------|
|  |  |                   |
|  |  |                   |
|  |  | --- Base Boundary |
|  |  |                   |

**Proposed Action  
Off-Site Parcels  
Caribou  
Communication Site  
and Ashland CEVG  
Site**



\* This standard land use designation is not applicable to this figure.

**Figure 1.4-1 (d)**

support include aircraft maintenance, air cargo, commercial aviation, and general aviation aircraft operations.

**Aviation Support.** The aviation support area, which encompasses 758 acres (9 percent) of the total on-site area, is located west, south, and east of the runway. In addition, the alert facility east of the runway is included in this land use. The aviation support functions would include the air traffic control (ATC) tower, fuel system, fire station, buildings, hangars, air cargo facilities, maintenance facilities, commercial aviation, and general aviation facilities. The base operations building, surrounding vehicle parking, and access roads would be reused as an airline terminal. An air carrier apron would have to be constructed along with additional automobile parking. No additional buildings would need to be constructed.

General aviation activities would be centered in the area of the approach end of Runway 1 near South Carolina Road. The designated area contains ramp space available for aircraft parking. Annual aircraft operations would be sufficient to support a fixed base operator (FBO). There are three small buildings that could be reused for the offices and operational needs of an FBO. The FBO would be located in the general aviation aircraft area. Two hangars in this area, the F-15 alert hangar (Building 8410) and the C-130 hangar (Building 8390), would satisfy any anticipated need for corporate hangars.

Four of the nose dock hangars would be used as air cargo facilities. In addition, construction of a 60,000 square-foot building would be required to provide an efficient cargo reuse. This facility could be constructed within the first 5 years of reuse.

Aircraft maintenance activities would be located in the vicinity of the DC Hangar (Building 8280) and the Arch Hangar (Building 8250). In addition to these two large hangars, the aircraft maintenance area would contain a jet engine repair shop and office space. New construction is not anticipated in this area.

The 3-acre off-site Limestone Receiver Site could be reused for communications purposes, in support of civilian reuse of Loring AFB.

**Industrial.** The on-site industrial area covers 584 acres (7 percent) of the total on-site area in three separate parcels. The first parcel consists of 199 acres in the south-central portion of the base. This parcel would not be developed within the 20-year analysis period.

A second parcel, consisting of 271 acres, is located south and west of the flightline. This parcel includes three large warehouses, as well as the Base Exchange and Commissary. The parcel, including all major facilities within,

could be reused as an office/industrial park beginning in 1994, and be complete by 2014.

The third parcel, containing 114 acres, is located south of the medical facility along West Virginia Road. The 771 housing units on this parcel could be demolished to make room for future office/industrial park development. Reuse of this parcel is expected to occur after 2014.

The off-site industrial area covers a 13-acre portion of the Presque Isle FHU. Reuse could begin in 1994 with development complete by 1999. No demolition is proposed for this parcel.

**Institutional.** The on-site institutional (educational) area comprises 52 acres south of Northcutt Road and includes the child-care center and elementary school. These facilities would provide classrooms or vocational training facilities for a nearby school system, college, or child-care facility. Reuse could occur within 10 years after base closure.

The institutional (medical) area in the west-central portion consists of 50 acres (1 percent of the total on-site acreage when combined with the 52 acres of educational use) and includes the hospital, which would be utilized for medical and associated training and research. Specific uses for the hospital could include a regional health center for Native Americans.

The off-site institutional (educational) area consists of 18 acres reserved for educational purposes in the northwestern portion of the Presque Isle FHU, 5 acres at the Limestone FHU, and the 6-acre Ashland CEVG site. These facilities could be used as consolidated educational facilities, including student housing. All facilities could be fully developed by 2004.

**Commercial.** The commercial area comprises 194 acres, or 2 percent, of the total on-site property and is located in the central portion of the site. This area would be developed for office uses but would also include some institutional uses. Approximately 75 percent of the building space within the proposed commercial area would be retained. Development of the commercial land uses could be complete by 2014.

**Residential.** The residential area includes 551 acres, or 7 percent, of the on-site property and is located within two separate parcels. The first parcel consists of 490 acres in the northwestern portion immediately north of Northcutt Road and east of Sawyer Road. Approximately 40 percent of the residential units in this area would be demolished and 343 multi-family and single-family residences would be reused. The units and golf course within this parcel could be used in conjunction with a destination resort as visitor housing or institutional housing and are projected to be completely occupied by 2014. This parcel could also be utilized as a regional housing complex for Native Americans.



The second parcel (61 acres) is southeast of the first parcel and south of Weinman Road. This parcel includes 136 multi-family units, which would be fully utilized by 2014.

The off-site residential area includes four off-site parcels comprising 47 acres for permanent or temporary residential reuse. Residential uses include a 31-acre portion of Presque Isle FHU and the entire area of the Caswell, Connor, and Caribou FHUs. Occupation of these residences could commence immediately after base reuse is initiated and could continue throughout the 20-year analysis period.

**Public Facilities/Recreation.** The public facilities/recreation area consists of two parcels totaling 1,717 acres, or 21 percent of the total on-site acreage. The areas are in the southwestern portion of the base and surround the housing areas. Within this land use designation, most of the area would be left as undesignated open space or for dispersed recreation purposes (e.g., camping). The exception to this is the Central Park area, located south of Northcutt Road between the cantonment and the hospital. The Central Park area could be used as a community park. An area located just west of the nose docks would provide an excellent buffer between aviation support uses and the residential area. Reuse of this area could occur immediately after disposal.

**Agriculture.** The agriculture area, located to the east of the airfield, comprises 3,274 acres, or 39 percent of the on-site area. This area would be used to support agricultural (including forestry) resources development and to encourage related businesses, research, and management activities. Uses could include agricultural and forestry research, tree farming, forest products, and biomass processing and conservation. Reuse and new facility construction could occur throughout the 20-year analysis period with a maximum of 10 percent of the land disturbed by 2014.

The off-site agricultural land use includes the 30-acre Caribou Communication Site. Reuse of this off-site area could begin immediately after base disposal.

**Natural Resource Conservation.** The off-site, 596-acre Madawaska Dam parcel would be set aside as a natural resource conservation area, with no new access constructed, immediately after reuse.

#### **1.4.2 Mixed Use Aviation Alternative**

The Mixed Use Aviation Alternative is based on civilian-related uses similar to the Proposed Action, although aviation operations would be more than double those of the Proposed Action by 2014. The plan developed by the Air Force centers around a mixed use airport with civilian aviation activities including general aviation, aircraft maintenance, pilot proficiency training,

and air cargo components (Figures 1.4-2[a] through 1.4.2[d]). Additionally, this plan incorporates industrial, institutional (medical and educational), commercial, residential, public facilities/recreation, and agricultural land uses, and natural resource conservation areas.

**Airfield.** The airfield land use category comprises 848 acres (10 percent) of the on-site property, centered on the runway, taxiway system, and RPZs. The airfield would utilize the entire 12,100-foot by 300-foot runway. Additional activities requiring airfield support include aircraft maintenance, pilot proficiency training, and general aviation aircraft operations (turboprop and corporate jet aircraft).

**Aviation Support.** The aviation support area encompasses 1,181 acres (14 percent) of the on-site area and is located west of the runway. In addition, the alert facility east of the runway is included in this land use. The aviation support functions would include the ATC tower, fuel system, fire station, buildings, hangars, air cargo facilities, maintenance facilities, and general aviation facilities. The air cargo operations area would be adjacent to the airfield and would include the nose dock area and a portion of the southern hangar and maintenance facility area.

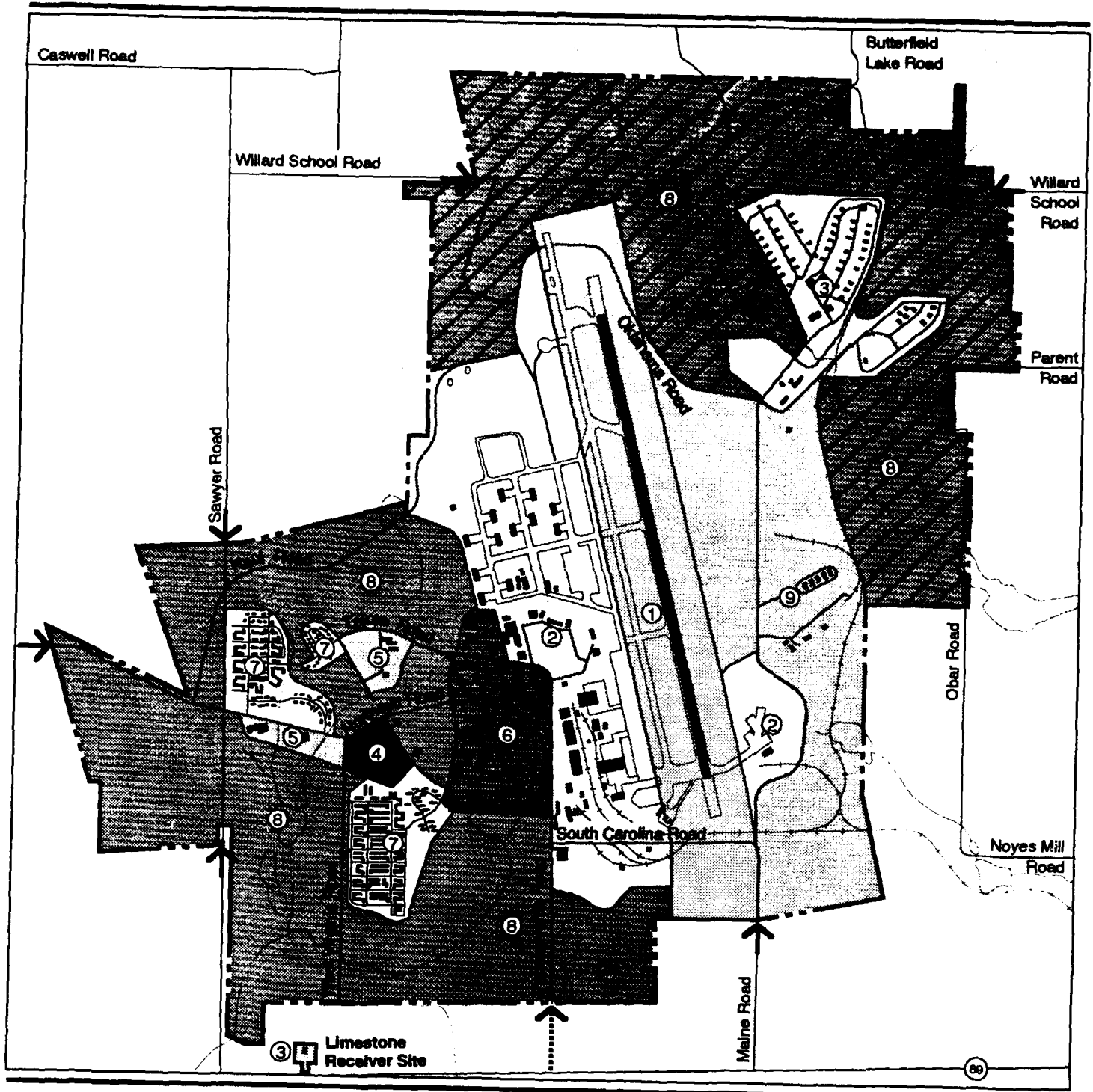
**Industrial.** The on-site industrial area covers 357 acres (4 percent) of the total on-site area and would include the Weapons Storage Area (WSA) in the northeast portion of the base. This area would be developed for agricultural research and development, and storage. Industrial development would begin in 1994 and be complete by 2014.

The off-site industrial area covers a 13-acre portion of the Presque Isle FHU and all of the 3-acre Limestone Receiver Site. Reuse would begin in 1994 with development complete by 1999.

**Institutional.** The institutional (educational) area comprises 87 acres between Northcutt Road and Texas Road in the southwest portion of the on-site area and includes Visiting Officers' Quarters, officers' quarters, and the Officers' Club. These facilities would provide classrooms or vocational training facilities for a nearby school system or college. Reuse would occur within 10 years after base closure.

The institutional (medical) area in the west-central portion consists of 49 acres (2 percent of the total on-site acreage when combined with the 87 acres of educational use) and includes the hospital, which would be utilized for medical and associated training and research.

The off-site institutional (educational) area consists of 10 acres reserved for educational purposes in the northeastern portion of the Presque Isle FHU.



**EXPLANATION**

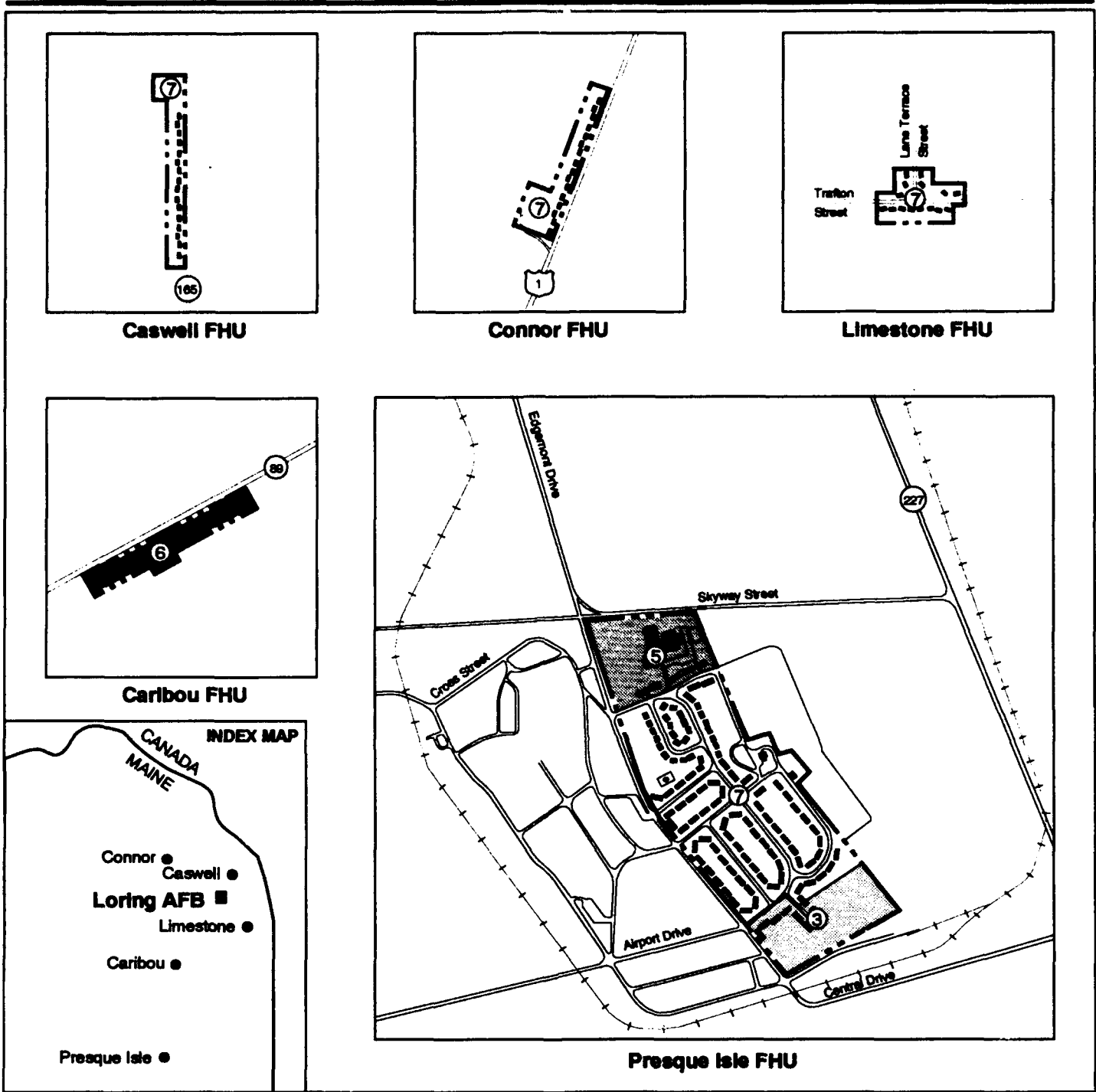
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|---------------------------|---------------------------------|---------------------------------|---------------------------|
| ① Airfield                | ⑤ Institutional (Educational)   | ⑧ Natural Resource Conservation | — Runway                  |
| ② Aviation Support        | ⑥ Commercial                    | ⑨ Agriculture                   | ← Access Point            |
| ③ Industrial              | ⑦ Residential                   | ⑩ Vacant Land*                  | ⋯ Access Point (Proposed) |
| ④ Institutional (Medical) | ⑧ Public Facilities/ Recreation | --- Base Boundary               |                           |

**Mixed Use Aviation Alternative On-Site Area and Limestone Receiver Site**



\* This standard land use designation is not applicable to this figure.

**Figure 1.4-2 (a)**



**EXPLANATION**

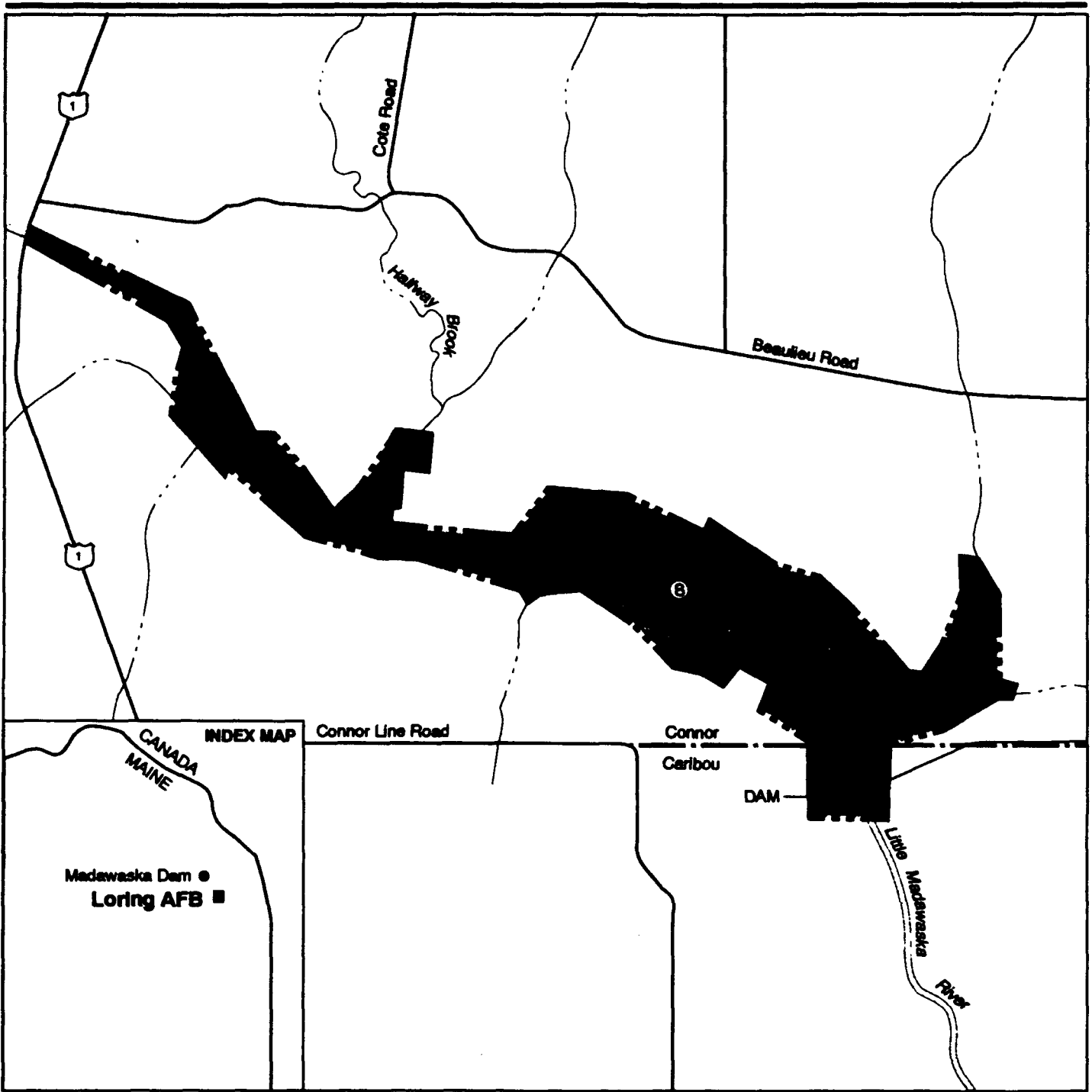
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|  |  |                         |  |
|  |  |                         |  |
|  |  | FHU Family Housing Unit |  |
|  |  |                         |  |

**Mixed Use Aviation Alternative Off-Site Parcels Family Housing Units (FHUs)**



\* This standard land use designation is not applicable to this figure.

**Figure 1.4-2 (b)**



**EXPLANATION**

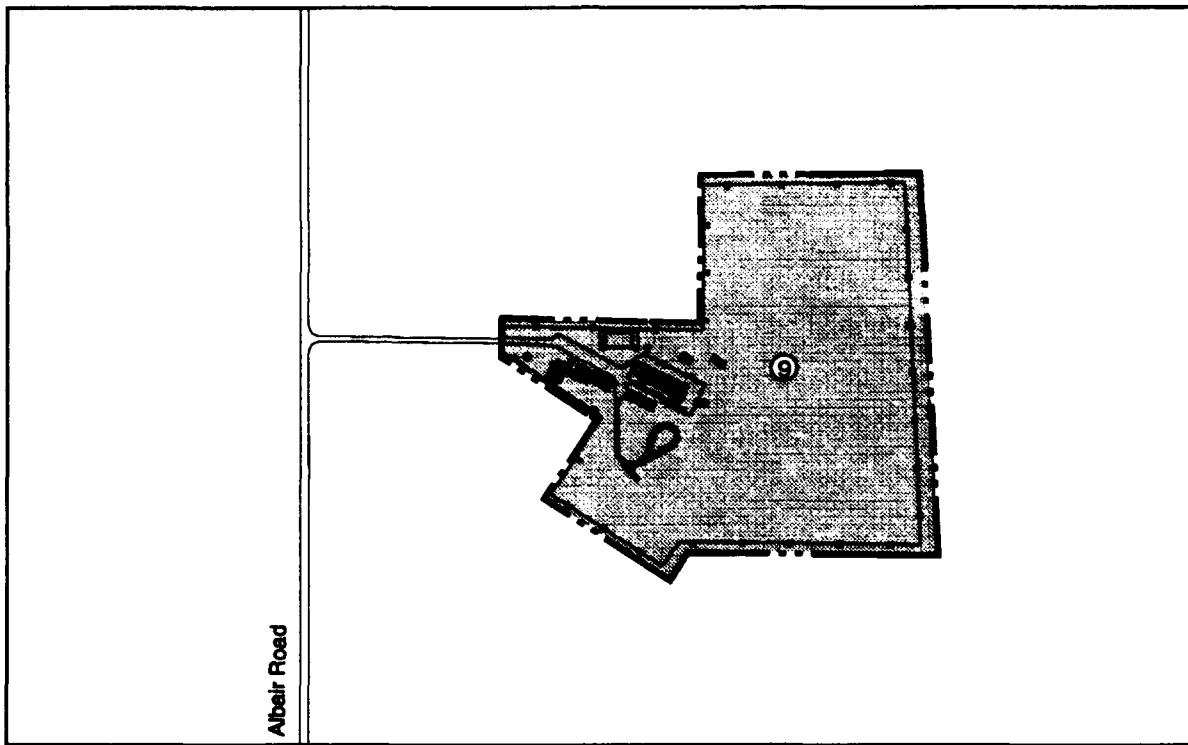
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|----------------------------|----------------------------------|---------------------------------|--------------------|
| 1 Airfield*                | 5 Institutional (Educational)*   | 8 Natural Resource Conservation | U. S. Highway      |
| 2 Aviation Support*        | 6 Commercial*                    | 9 Agriculture*                  | Community Boundary |
| 3 Industrial*              | 7 Residential*                   | 10 Vacant Land*                 | Base Boundary      |
| 4 Institutional (Medical)* | 8 Public Facilities/ Recreation* |                                 |                    |

**Mixed Use Aviation  
Alternative  
Off-Site Parcel  
Madawaska Dam**

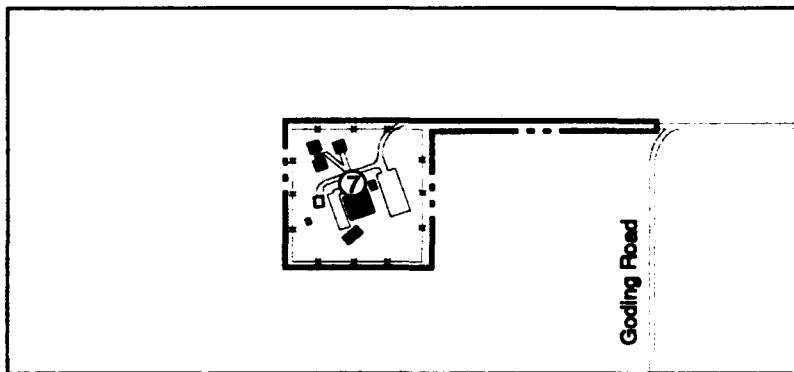
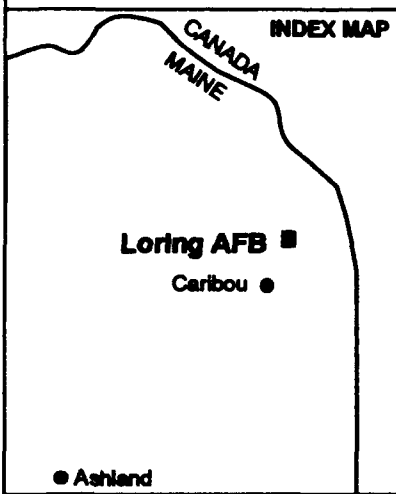


\* This standard land use designation is not applicable to this figure.

**Figure 1.4-2 (c)**



**Caribou Communication Site**



**Ashland CEVG Site**

**EXPLANATION**

- |                            |                                  |                   |
|----------------------------|----------------------------------|-------------------|
| 1 Airfield*                | 5 Institutional (Educational)*   | 9 Agriculture     |
| 2 Aviation Support*        | 6 Commercial*                    | 10 Vacant Land*   |
| 3 Industrial*              | 7 Residential                    | --- Base Boundary |
| 4 Institutional (Medical)* | 8 Public Facilities/ Recreation* |                   |



\* This standard land use designation is not applicable to this figure.

**Mixed Use Aviation  
Alternative  
Off-Site Parcels  
Caribou  
Communication Site  
and Ashland CEVG  
Site**

**Figure 1.4-2 (d)**

**Commercial.** The commercial area comprises 255 acres, or 3 percent, of the on-site property and is located in the south-central portion of the site. This area would be developed for office and retail uses. The retail uses would be located in the Base Exchange and Commissary along Texas Road. The offices would be in the area north of Weinman Road and south of Texas Road. Development of the commercial land uses would be complete by 2014.

The off-site commercial area includes the 5-acre Caribou FHU. The residences would be converted to retail shops and offices. Development of the off-site commercial area would begin immediately after disposal and be complete by 2014.

**Residential.** The residential area includes 291 acres, or 4 percent, of the on-site property and is located within three separate parcels. The first parcel consists of 114 acres in the northwestern portion immediately south of the golf course. Included in this area are 497 multi-family and single-family residences. The units within this parcel would be retained for residential use and are projected to be completely occupied by 2014.

The second parcel (26 acres) is east of the first parcel, adjacent to the golf course and Texas Road. This parcel includes 8 single-family and 88 multi-family units that would be retained for residential use. Occupancy would be complete by 2014.

The third parcel consists of 151 acres of residential units in the southwest portion of the site, east of West Virginia Road. This parcel includes 903 residential units to be fully utilized within the 20-year analysis period.

The off-site residential area includes five off-site parcels comprising 61 acres for permanent or temporary residential reuse, including a nursing home. Residential uses include a 39-acre portion of Presque Isle FHU; the entire area of the Caswell, Connor, and Limestone FHUs; and all of the Ashland CEVG Site. Occupation of these residences would commence immediately after base reuse is initiated and would continue throughout the 20-year analysis period. The nursing home would be established at the Ashland CEVG Site and would be fully utilized by 1999.

**Public Facilities/Recreation.** The public facilities/recreation area consists of 2,134 acres, or 26 percent, of the total on-site acreage. This area is in the southwestern portion of the base and surrounds the housing areas. Golf course operations would cease and the land would be allowed to revert to a more natural condition. Reuse of this area could occur immediately after disposal.

**Agriculture.** The agricultural land, located to the east of the airfield, comprises 933 acres, or 11 percent, of the on-site area. This area would be

used to support agricultural (including forestry) resources development and to encourage related businesses, research, and management activities. Uses could include agricultural and forestry research, food processing, management training, tree farming, and forest products processing. Reuse and new facility construction could occur throughout the 20-year analysis period with a maximum of 75 percent of the land disturbed by 2014.

The off-site agricultural land use includes the 30 acres of the Caribou Communication Site. Reuse of this off-site area could begin immediately after base disposal.

**Natural Resource Conservation.** The natural resource conservation area includes 2,182 acres, or 26 percent, of the total on-site acreage. The northern and eastern portions surrounding the WSA would be reserved for wildlife management and natural resource interpretive activities. No demolition or new construction associated with this land use is anticipated. This area would be set aside immediately after base disposal.

The off-site, 596-acre Madawaska Dam parcel would also be set aside as a natural resource conservation area immediately after reuse.

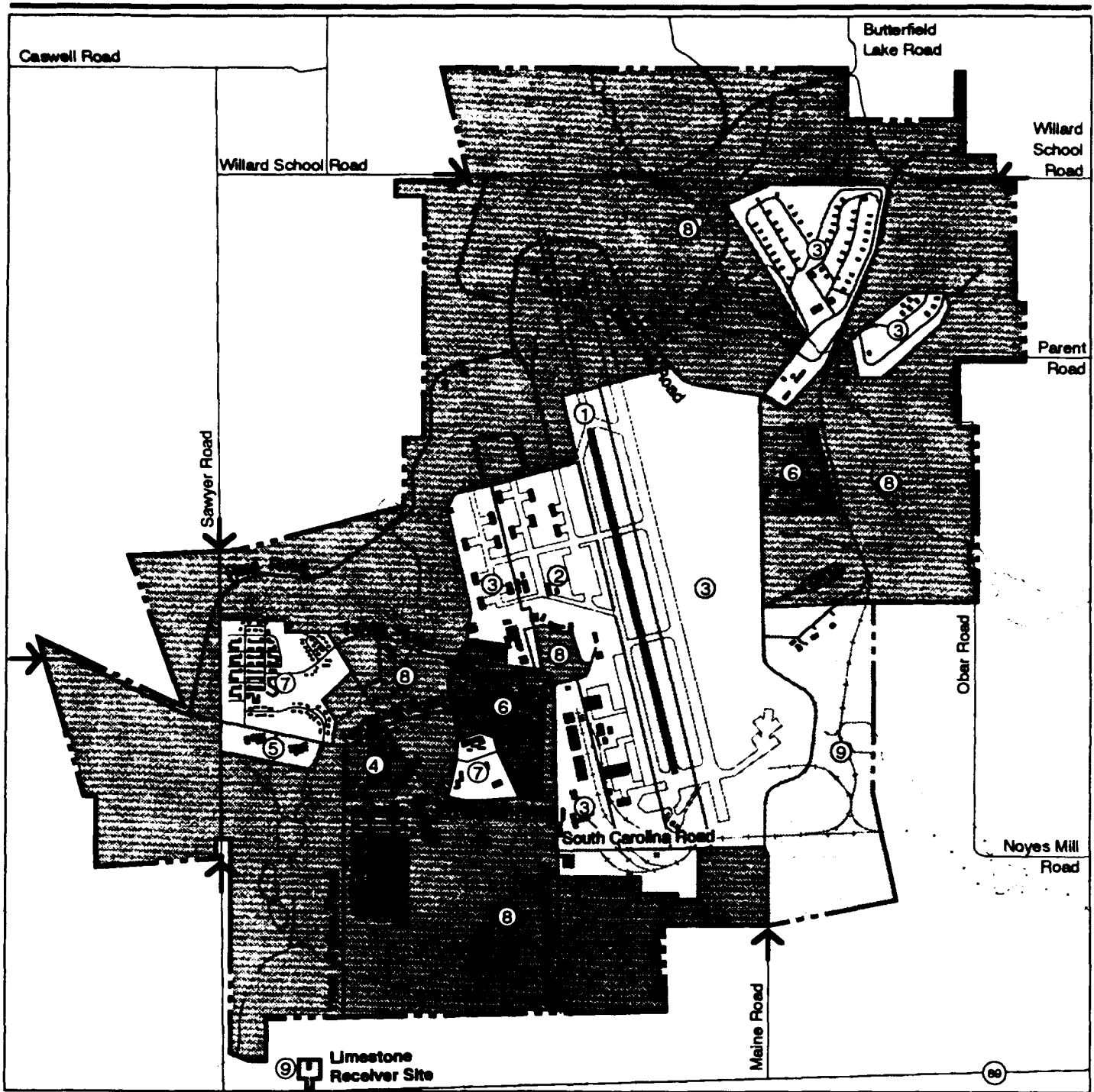
#### **1.4.3 General Aviation Alternative**

The General Aviation Alternative (Figures 1.4-3(a) through 1.4-3(d)) provides a limited general aviation facility including some aircraft maintenance. This alternative differs from the Proposed Action in that no commercial pilot proficiency training or air cargo operations would occur and less land would be utilized for aviation-related uses with most of the base area (64 percent) in public facilities/recreation. Other land uses include institutional (medical and educational), commercial, residential, and agricultural. The total acreage for each land use category is shown in Table 1.4-1.

**Airfield.** The airfield comprises 276 acres, approximately 3 percent, of the total on-site area. The 9,000-foot Taxiway J, parallel to Runway 01/19 would be used as the runway. The airfield would include the associated parallel taxiway, access taxiways, RPZs, and object free areas. The airfield is designed to handle all general aviation aircraft and would be used primarily for private aviation.

**Aviation Support.** The aviation support land use category includes 345 acres, or 4 percent, of the total on-site area and is located to the west of the airfield. This area would include areas for general aviation, FBO, minor aircraft maintenance, aircraft parking, and aircraft fueling. The primary facilities included in this area are the ATC tower, the eastern nose docks, and the hangars and maintenance facilities in the southern apron area.





**EXPLANATION**

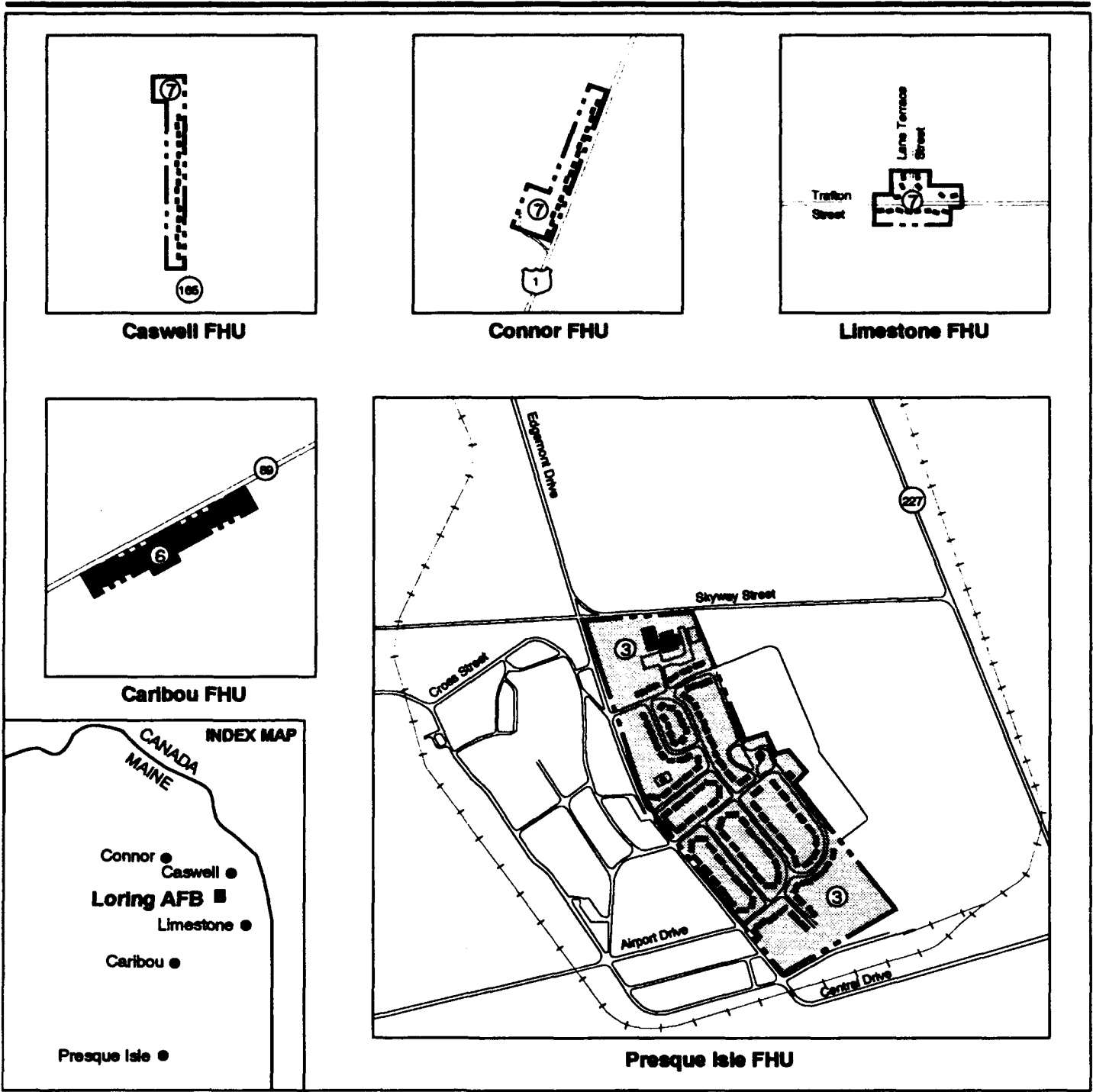
- |                           |                                 |                   |
|---------------------------|---------------------------------|-------------------|
| ① Airfield                | ⑤ Institutional (Educational)   | ⑨ Agriculture     |
| ② Aviation Support        | ⑥ Commercial                    | ⑩ Vacant Land *   |
| ③ Industrial              | ⑦ Residential                   | --- Base Boundary |
| ④ Institutional (Medical) | ⑧ Public Facilities/ Recreation | ← Access Points   |
|                           |                                 | — Runway          |



\* This standard land use designation is not applicable to this figure.

**General Aviation  
Alternative  
On-Site Area and  
Limestone Receiver  
Site**

**Figure 1.4-3 (a)**



**EXPLANATION**

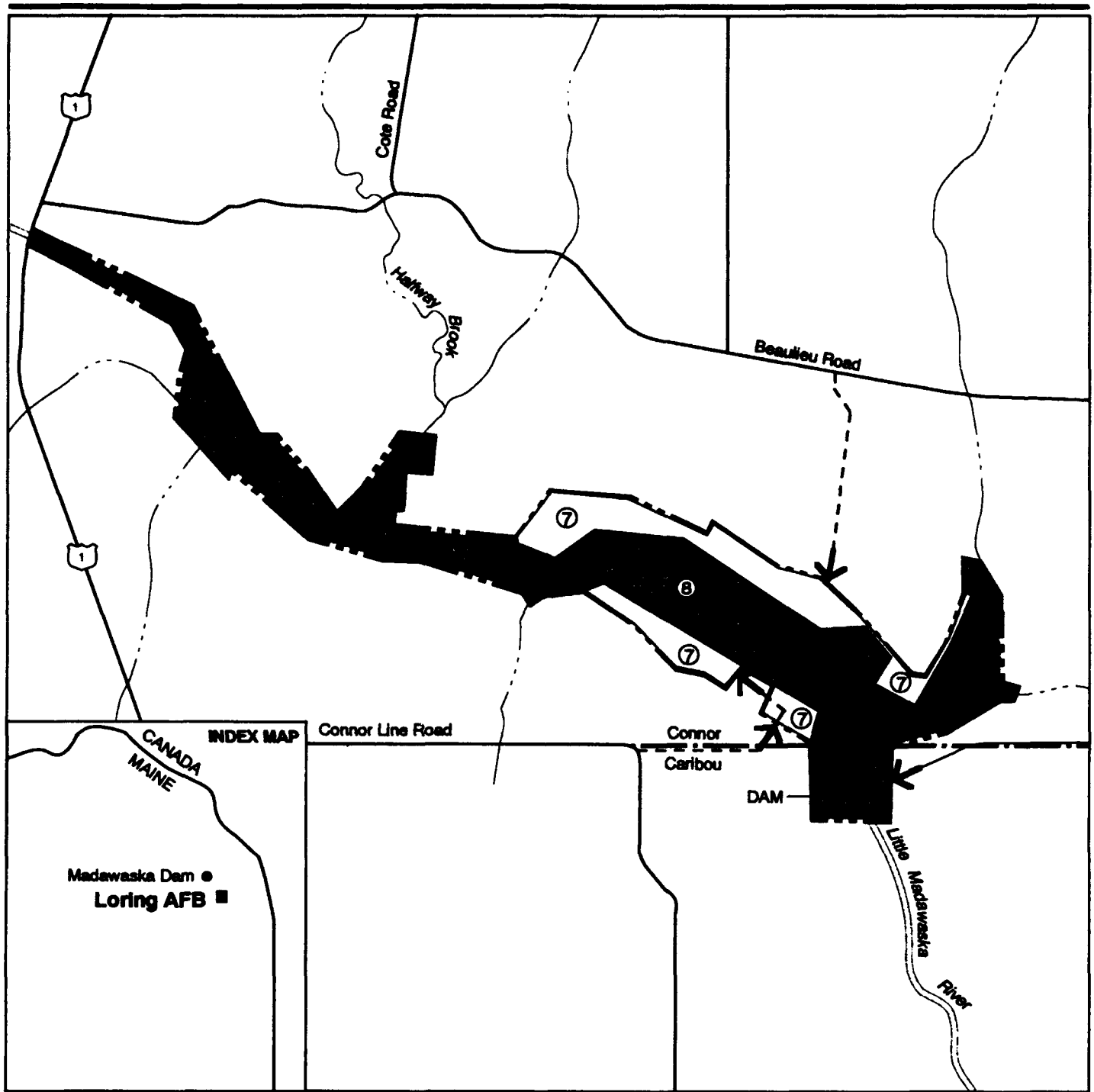
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|  |  |                         |  |
|  |  |                         |  |
|  |  | FHU Family Housing Unit |  |
|  |  |                         |  |
|  |  |                         |  |



\* This standard land use designation is not applicable to this figure.

**General Aviation  
Alternative  
Off-Site Parcels  
Family Housing  
Units (FHUs)**

**Figure 1.4-3 (b)**



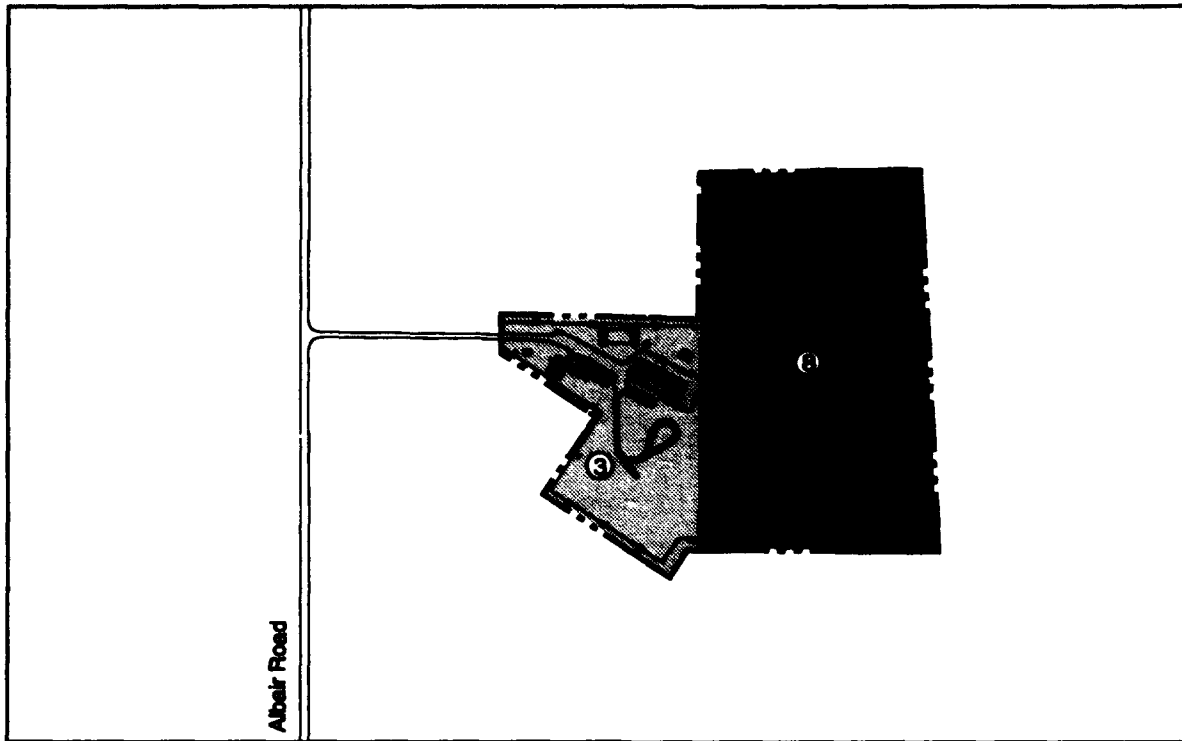
**EXPLANATION**

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|--|--|------------------------|----------------|
|  |  |                        | --- Dirt Road  |
|  |  |                        | ← Access Point |
|  |  |                        |                |
|  |  | --- Community Boundary |                |
|  |  | --- Base Boundary      |                |

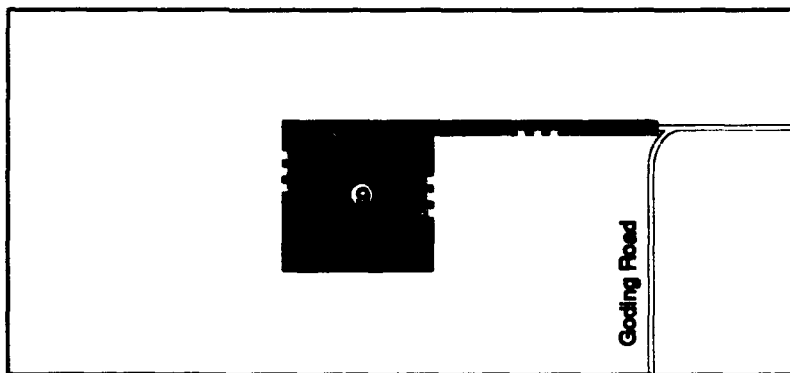
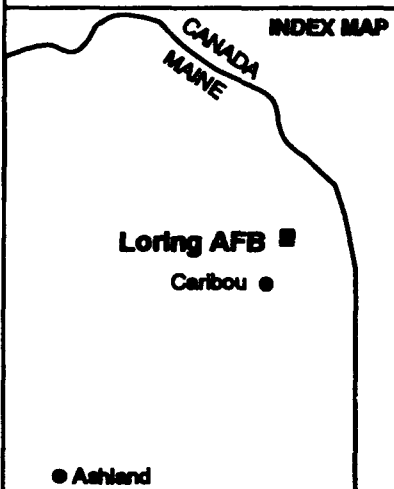
\* This standard land use designation is not applicable to this figure.

**General Aviation  
Alternative  
Off-Site Parcel  
Madawaska Dam**

**Figure 1.4-3 (c)**



**Caribou Communication Site**



**Ashland CEVG Site**

**EXPLANATION**

- |                                   |  |                        |
|-----------------------------------|--|------------------------|
| <b>1</b> Airfield*                | <b>5</b> Institutional (Educational)*  | <b>9</b> Agriculture   |
| <b>2</b> Aviation Support*        | <b>6</b> Commercial*                   | <b>10</b> Vacant Land* |
| <b>3</b> Industrial               | <b>7</b> Residential*                  | ----- Base Boundary    |
| <b>4</b> Institutional (Medical)* | <b>8</b> Public Facilities/ Recreation |                        |



\* This standard land use designation is not applicable to this figure.

**General Aviation  
Alternative  
Off-Site Parcels  
Caribou  
Communication Site  
and Ashland CEVG  
Site**

**Figure 1.4-3 (d)**

**Industrial.** The industrial area comprises five parcels totaling 1,410 acres, or 17 percent, of the total on-site acreage. Two parcels are adjacent to the west side of the aviation support area; one parcel is east of the airfield; and two parcels are within the WSA in the northeastern portion of the base. Uses would include warehousing, manufacturing, and agricultural research and development. Industrial development would be 24 percent complete by 2014.

The off-site 62-acre Presque Isle FHU would be reused for light industrial purposes. Industrial development could begin as residential units are demolished and continue throughout the 20-year analysis period. A 12-acre portion of the Caribou Communication Site could be transferred to the FAA for use as a radar facility. This use could occur immediately after closure.

**Institutional.** The 31-acre institutional (educational) parcel is in the southwest portion of the base and includes the day-care center, school, and associated buildings. Reuse of the educational land use area could occur within 10 years of base closure.

**Commercial.** The commercial area includes 269 acres, or approximately 4 percent, of the on-site acreage in the center of the cantonment, at the hospital, and in the rifle range south of the WSA. A 2-acre neighborhood retail center would be developed adjacent to the north side of Texas Road, and is expected to be complete by 2014. The remaining area, 185 acres including the hospital, would be developed as office space. Office development could begin soon after disposal of the property and would be approximately 20 percent complete by 2014. The 82-acre rifle range would be privately operated; operation could begin immediately after disposal.

The off-site commercial area comprises 5 acres within the Caribou FHU. The residences would be converted to retail shops and offices. Redevelopment could commence immediately after disposal and could be complete by 2004.

**Residential.** The residential area comprises 216 acres, or 3 percent, of the total on-site acreage in two separate locations. One parcel consisting of 169 acres in the southwestern portion of the base, between the golf course and the western base boundary, would be developed as employee and vacation homes. Most of the units in the northern half of this parcel would be retained; however, 147 units would be demolished to create a lower density residential development. All housing units in the southern portion of this parcel would be retained. Approximately 65 to 70 percent of the 217 existing permanent units and 229 seasonal units would be occupied during the 20-year analysis period.

The second on-site housing area, which consists of 47 acres, includes the dormitories in the southern portion of the cantonment. These dormitories

would be used as temporary lodging for tourist groups utilizing the recreation facilities. Two of the three dormitories would be used during the 20-year analysis period.

The off-site residential areas consist of 151 acres and would be reused for single- and multi-family residential development. This plan would include 135 acres at the Madawaska Dam site and 16 acres at the Caswell, Connor, and Limestone FHUs. Development of the residential land uses could begin immediately after base closure and be complete by 2014.

**Public Facilities/Recreation.** This land use category comprises 5,356 acres, or approximately 64 percent, of the total on-site acreage and consists of several large parcels scattered throughout the on-site area. The golf course would be retained. The remaining recreation areas would be utilized for summer and winter tourist activities such as snowmobiling, cross-country skiing, hiking, etc.

The off-site public facilities/recreation area includes 479 acres: 461 acres at the Madawaska Dam site and 18 acres at the Caribou Communication Site. Improvements completed by 1999 could include hiking trails at Madawaska Dam and a public park at the Caribou Communication Site.

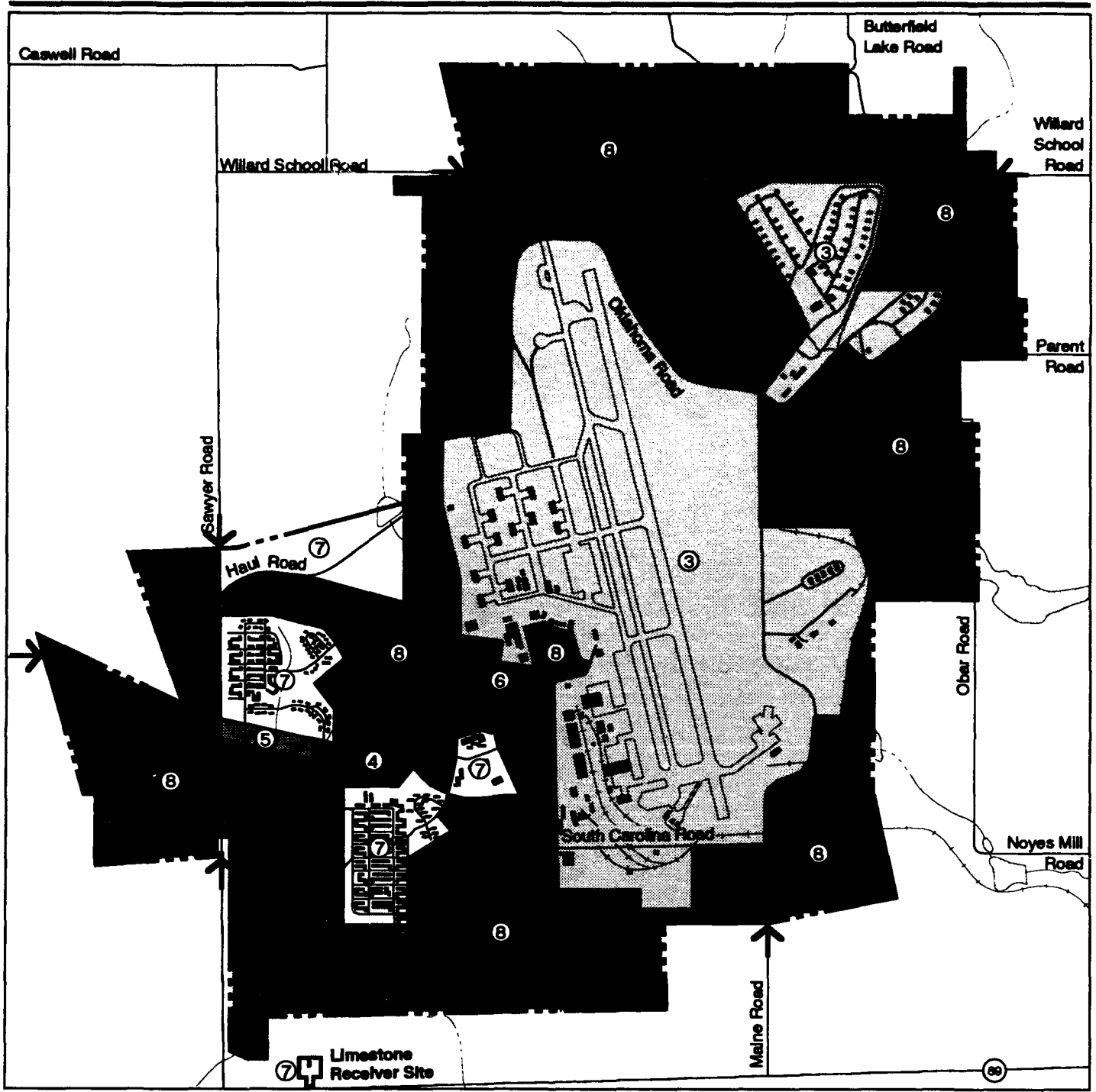
**Agriculture.** One area of 414 acres, or 5 percent, of the total on-site acreage would be converted to agricultural land uses, including timber production. This parcel is in the southeastern portion of the base, east of the airfield. Agricultural activities would begin within 5 years of disposal and the area could be in production by 2014.

Off-site agricultural land uses consist of 9 acres at the Limestone Receiver and the Ashland CEVG sites. Demolition of facilities could occur immediately after base disposal, with agricultural reuse following.

#### **1.4.4 Non-Aviation Alternative**

Under the Non-Aviation Alternative (Figures 1.4-4[a] through 1.4-4[d]), the base airfield would be used for industrial development. The remaining portions of the on-site property would be developed for institutional (medical and educational), commercial, residential, and public facilities/recreation uses. The total on- and off-site acreages for each land use are shown in Table 1.4.1.

**Industrial.** The proposed industrial area covers 2,586 acres, or 31 percent, of the total on-site acreage. Located in the center of the site is a 2,275-acre parcel, which includes the former airfield, flightline, nose docks, southern apron hangars, and maintenance facilities. A second 311-acre parcel includes the WSA. About half of the nose docks would be demolished to allow space for future industrial uses. The WSA would be reused for



**EXPLANATION**

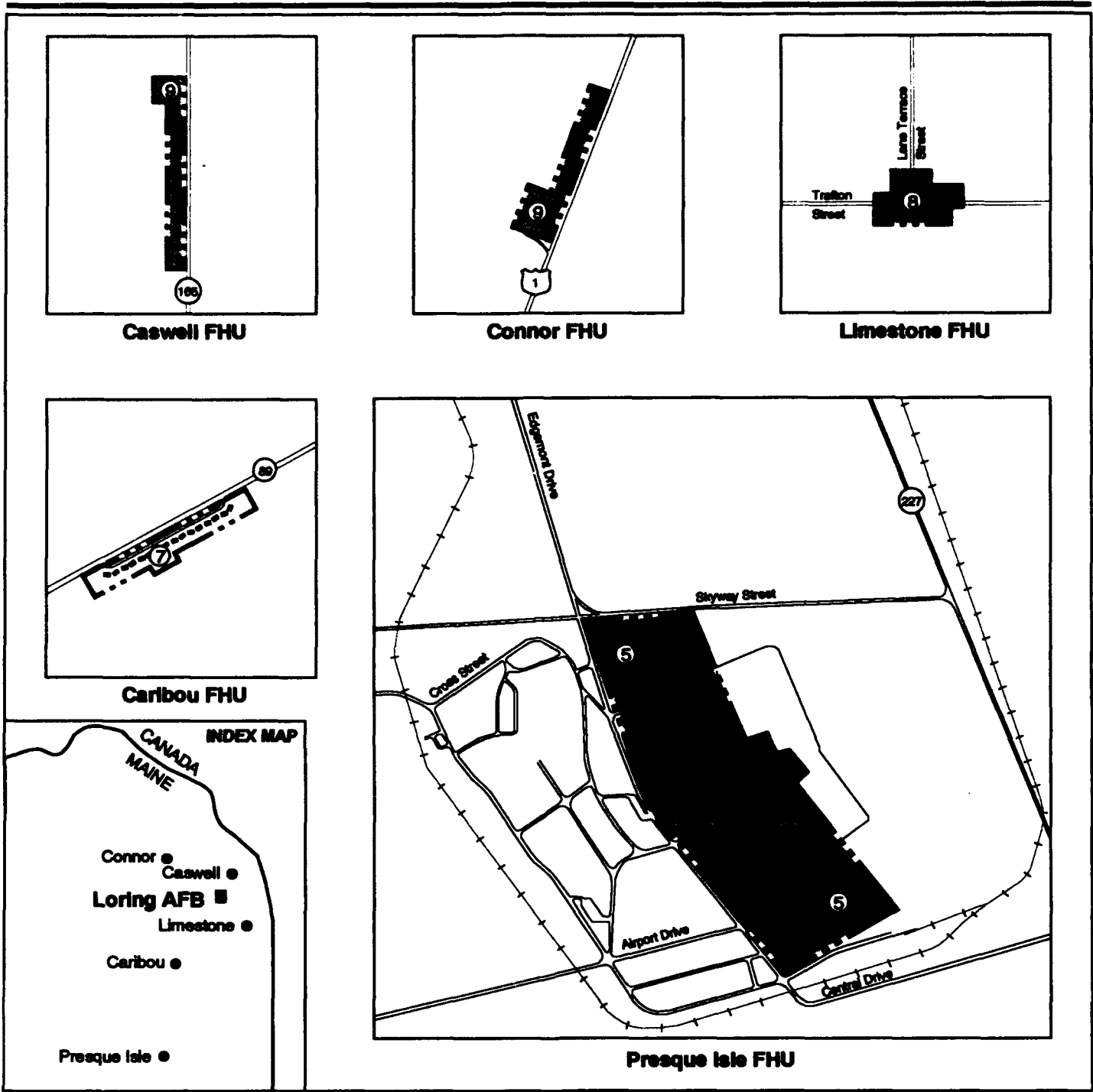
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|-------------------------|-------------------------------|-------------------|
| Airfield*               | Institutional (Educational)   | Agriculture*      |
| Aviation Support*       | Commercial                    | Vacant Land*      |
| Industrial              | Residential                   | --- Base Boundary |
| Institutional (Medical) | Public Facilities/ Recreation | ← Access Points   |



\* This standard land use designation is not applicable to this figure.

**Non-Aviation  
Alternative  
On-Site Area and  
Limestone Receiver  
Site**

**Figure 1.4-4 (a)**



**EXPLANATION**

- |  |  |  |  |
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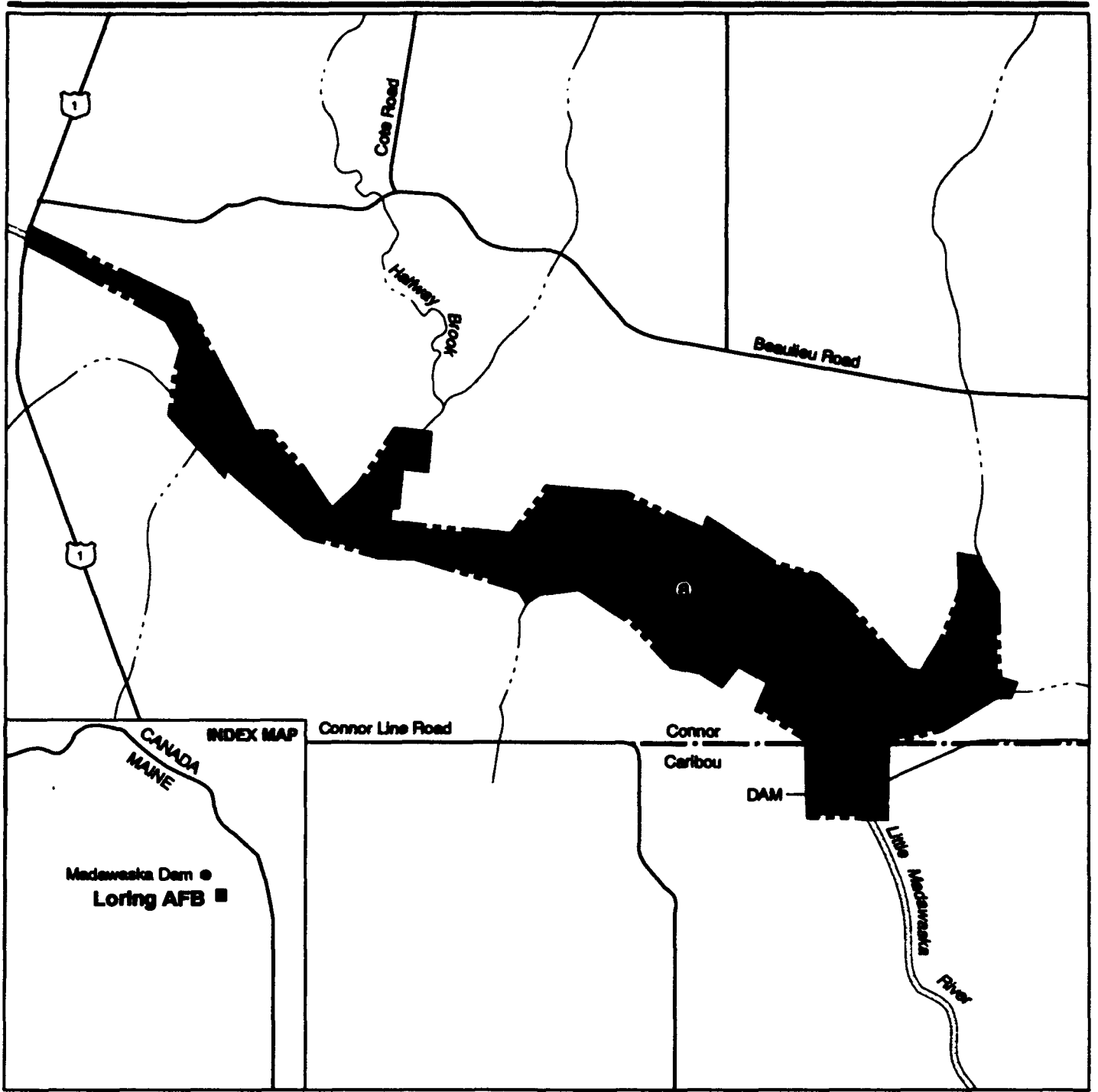


\* This standard land use designation is not applicable to this figure.

**Non-Aviation  
Alternative  
Off-Site Parcels  
Family Housing  
Units (FHUs)**

**Figure 1.4-4 (b)**





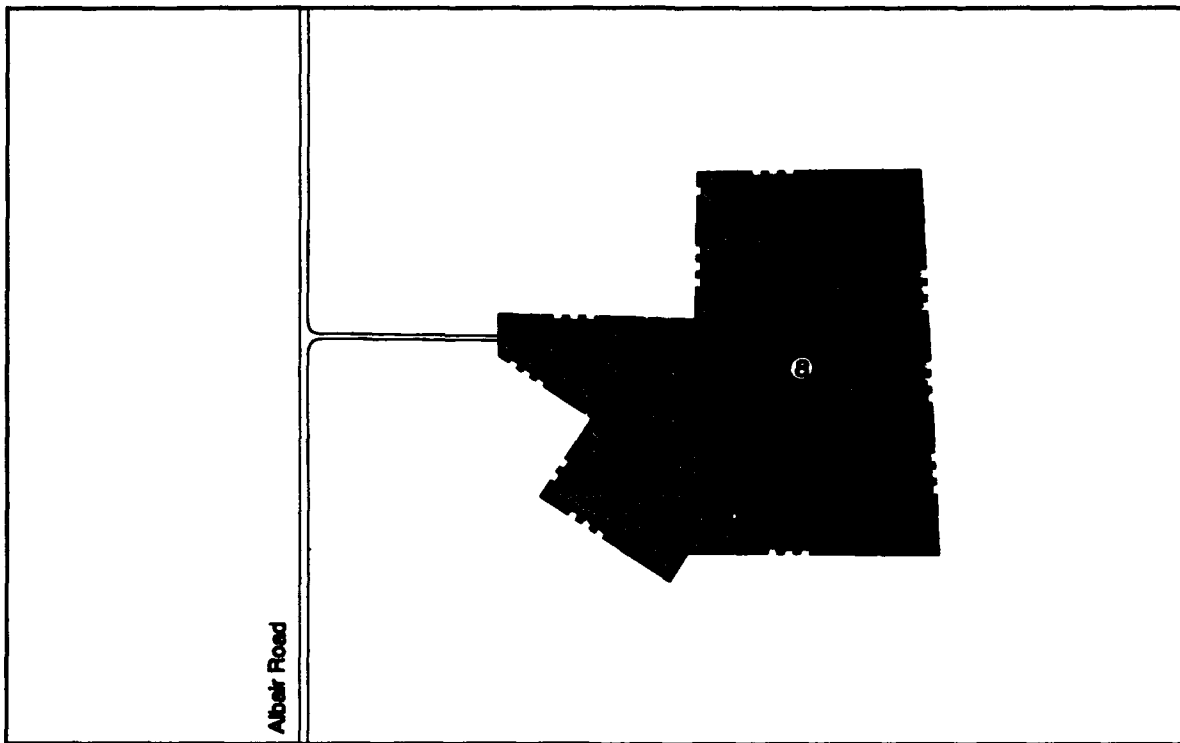
**EXPLANATION**

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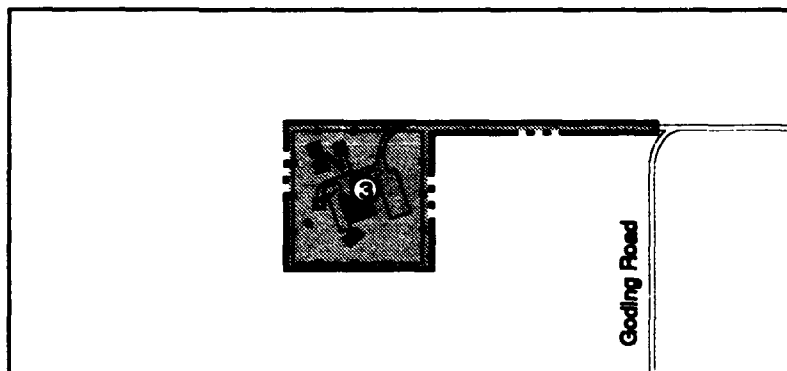
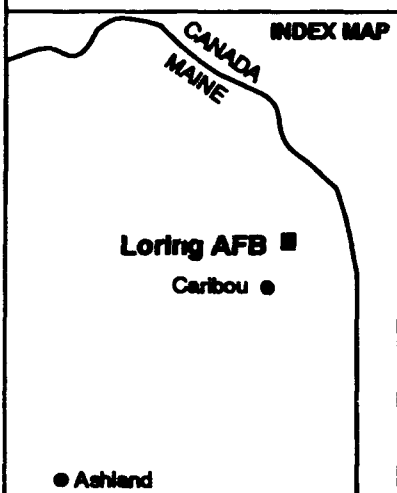
\* This standard land use designation is not applicable to this figure.

**Non-Aviation  
Alternative  
Off-Site Parcel  
Madawaska Dam**

**Figure 1.4-4 (c)**



**Caribou Communication Site**



**Ashland CEVG Site**

**EXPLANATION**

- |                            |                                 |                     |
|----------------------------|---------------------------------|---------------------|
| 1 Airfield*                | 5 Institutional (Educational)*  | 9 Agriculture*      |
| 2 Aviation Support*        | 6 Commercial*                   | 10 Vacant Land*     |
| 3 Industrial               | 7 Residential*                  | ----- Base Boundary |
| 4 Institutional (Medical)* | 8 Public Facilities/ Recreation |                     |

**Non-Aviation Alternative Off-Site Parcels Caribou Communication Site and Ashland CEVG Site**



\* This standard land use designation is not applicable to this figure.

**Figure 1.4-4 (d)**

agricultural products storage, requiring minimal facility modification. Industrial uses would include warehousing, distribution, manufacturing, and research and development. The aviation hangars would be modified for reuse. The industrial land use areas are proposed to be 3 percent utilized by 2014.

Off-site industrial areas include the 6-acre Ashland CEVG Site. The facilities at this site could be reused for light industrial, office space, a research and development area, or maintenance and repair space. There is no demolition or new construction planned, and reuse could occur immediately after closure.

**Institutional.** The institutional (educational) area covers 31 on-site acres, generally located west of the main cantonment. The educational uses would be similar to those under the Proposed Action. No demolition or new construction is planned.

The off-site institutional (educational) area includes 62 acres at the Presque Isle FHU. This parcel would be used for the expansion of the Northern Maine Technical College or similar technical institute. Sixty percent of the residential units would be demolished; the remaining 77 residential units would be retained for student and faculty housing.

The institutional (medical) area includes 56 acres of medical facilities, or 1 percent, of the total on-site area when combined with the 31 acres of institutional (educational) uses. Reuse would be similar to that described for the Proposed Action. No demolition or new construction is planned.

**Commercial.** The commercial area includes 73 acres, or 1 percent, of the total on-site area in the central portion of the base. This area would be developed for office and retail uses. Retail uses could occur in the Base Exchange and Commissary along Texas Road. Development could be initiated immediately after closure with 40 percent of the site utilized by 2014.

**Residential.** The residential areas include four parcels totaling 539 acres, or 6 percent, of the total on-site acreage. On the 169-acre parcel in the western portion of the base, between Northcutt Road and the golf course, 444 residential units would be reused. Approximately half of these units would be occupied on a seasonal basis and the other half would be used for year-round housing. The units could be 35 percent utilized by 2014.

A 161-acre area north of the golf course would be developed with a maximum of 162 new seasonal single-family units. Development of this area is projected to be 50 percent complete by 2014.

A 162-acre residential parcel in the southwest portion of the base adjacent to West Virginia Road would also be used. Approximately 50 percent of these units would be demolished, and the remainder could be 20 percent utilized by 2014.

A 47-acre parcel, which consists of the dormitories in the southern portion of the cantonment, would be reused for tourist lodging. It is estimated that these facilities could be 65 percent utilized by 2014.

Two off-site parcels would be reused for housing: the 3-acre Limestone Receiver Site for new single-family or multi-family residences and the 5-acre Caribou FHU for single-family residences. Redevelopment of these areas would be complete by 1999.

**Public Facilities/Recreation.** The public facilities/recreation area covers 5,032 acres, or 61 percent, of the total on-site area and would include uses similar to those described for the General Aviation Alternative. The golf course would be expanded from 9 to 18 holes. The golf course expansion could occur about 10 years after base reuse is initiated. In addition, other areas generally around the perimeter of the main base have been designated for this land use.

Off-site public facilities/recreation areas comprise 631 acres that include the Limestone FHU, the Caribou Communication Site, and the Madawaska Dam area. The dam site could be reused as a retreat facility for scout or religious organizations and the other sites could be reused as public parks. All housing units would be demolished and facilities at the Caribou Communication Site would be reused for retreats similar to those planned for the Madawaska Dam area. Reuse of this area would be complete between 1994 and 2004.

**Agriculture.** Off site, there would be 11 acres of agriculture that would include the Caswell and Connor FHUs. All facilities would be demolished prior to reuse, with agricultural reuse beginning immediately thereafter.

#### **1.4.5 No-Action Alternative**

The No-Action Alternative would result in no further use of base property. The base would be placed under long-term caretaker status. Caretaker activities would consist of base resource protection, grounds maintenance, limited operation of existing utility systems, and building maintenance. No other military activities/missions are anticipated to be performed on the property.

**The future land uses and levels of maintenance would be as follows:**

- **Maintain structures to limit deterioration.**
- **Isolate or deactivate utility distribution lines on base.**
- **Provide limited maintenance of roads to ensure access.**
- **Provide limited grounds maintenance of open areas to eliminate fire, health, and safety hazards.**
- **Maintain golf course in a manner to facilitate economical resumption of use.**

#### **1.4.6 Other Land Use Concepts**

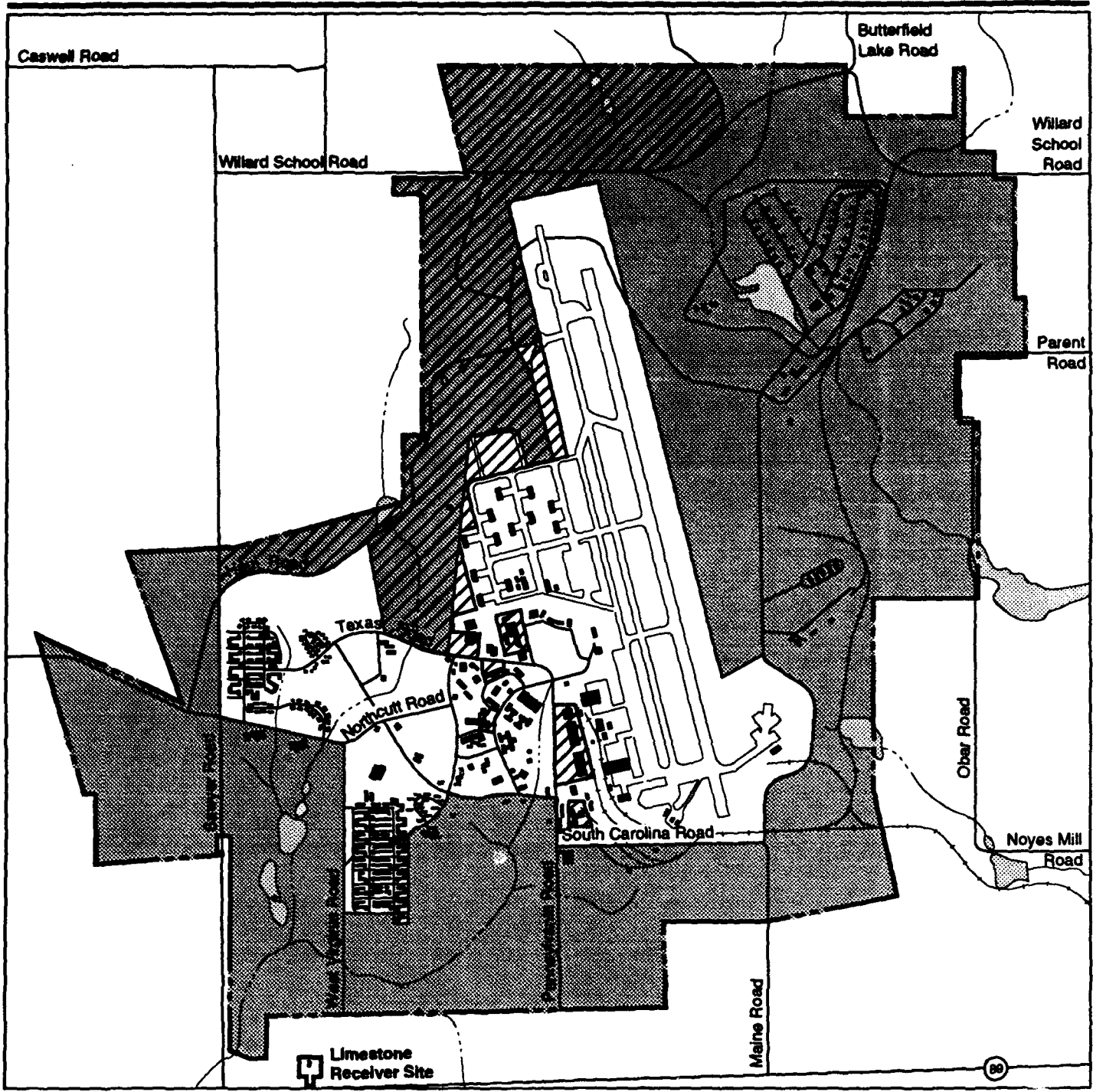
**In compliance with the Federal Property and Administrative Services Action of 1949, the Air Force solicited proposals from other federal agencies regarding their interest in acquiring any lands or facilities identified for disposal at Loring AFB. The U.S. Department of the Interior and the U.S. Environmental Protection Agency (EPA) have expressed interest in portions of Loring AFB.**

**This section describes proposed federal property transfers and conveyances to non-federal agencies and private parties. These property transfers and conveyances are not part of any integrated reuse option and could be implemented individually or in combination with a modified reuse alternative.**

**U.S. Department of the Interior. The U.S. Department of the Interior through the U.S. Fish and Wildlife Service (USFWS) has expressed interest in portions of Loring AFB for inclusion in the National Wildlife Refuge System. The USFWS has worked with the base to improve and develop a brook trout fishery. They have also assisted in improving the habitat for the woodcock. The areas identified for this use were previously developed for these natural resources by the USFWS.**

**Total acreage includes 5,782 acres at the on-site property, 596 acres at the Madawaska Dam area, and 30 acres at the Caribou Communication Site, for a total of 6,408 acres (Figures 1.4-5[a] through 1.4-5[c]). Most of the structures within the area defined by this concept would be removed. Some habitat improvement (i.e., stream restoration) or management activity (i.e., fish stocking) may occur within the analysis period; the emphasis of the concept would be preservation and conservation of natural resources.**

**U.S. Environmental Protection Agency. In response to a congressional committee of conference directive, the U.S. EPA has submitted a plan outlining their proposed sponsorship of three new programs, and**




**EXPLANATION**

 U.S. Department of the Interior - Fish and Wildlife Service

 U.S. Environmental Protection Agency

 State Highway

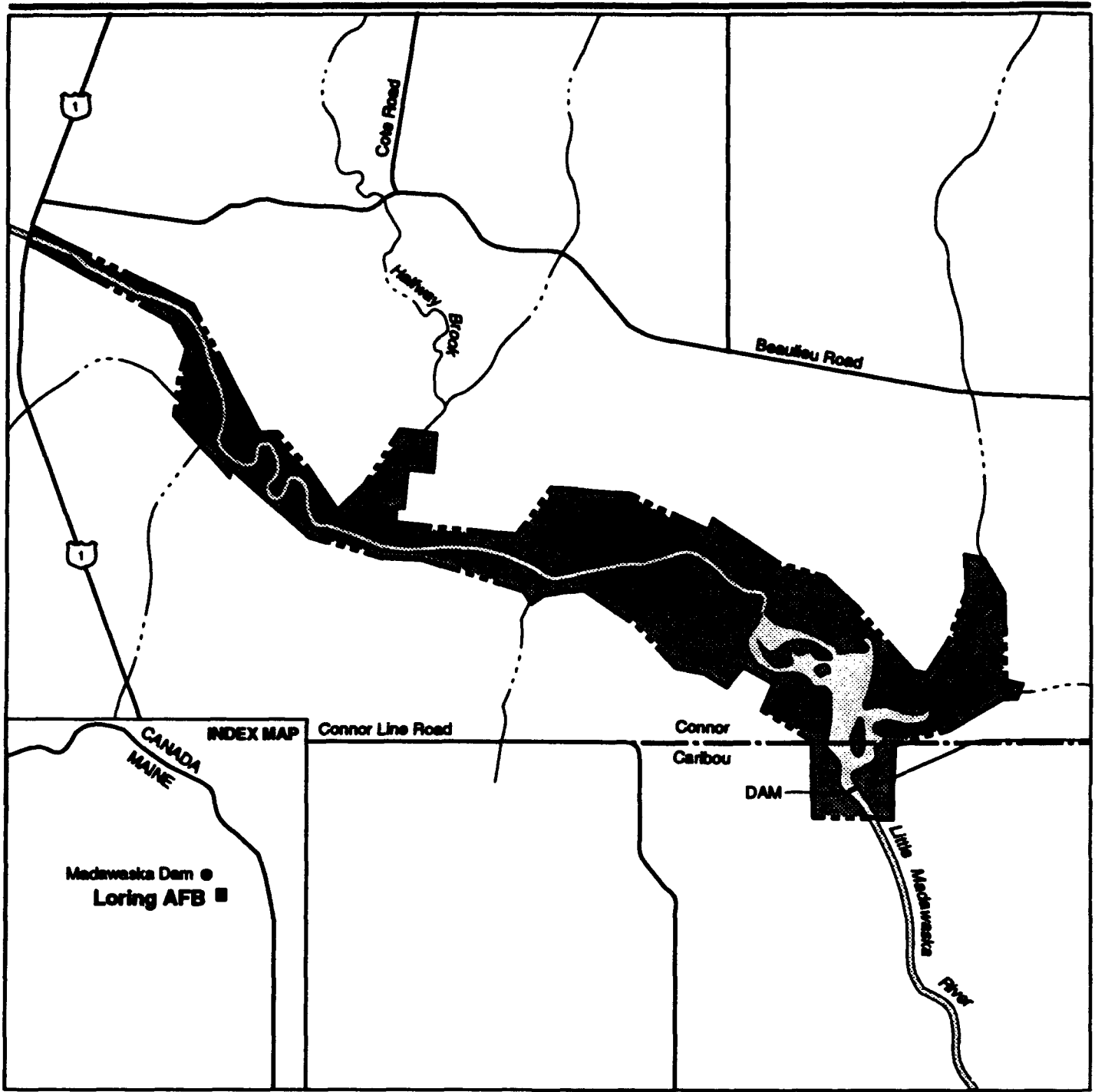
 Railroad

 Base Boundary







**Other Land Use  
Concepts  
On-Site Area and  
Limestone Receiver  
Site**

**Figure 1.4-5 (a)**



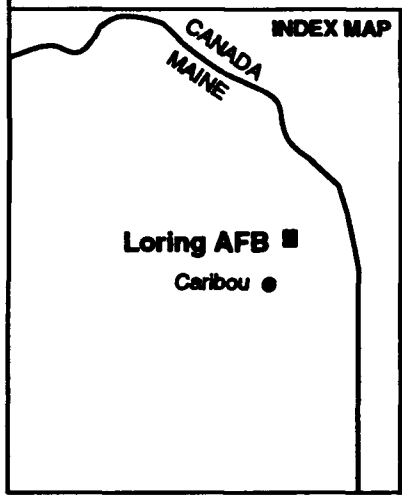
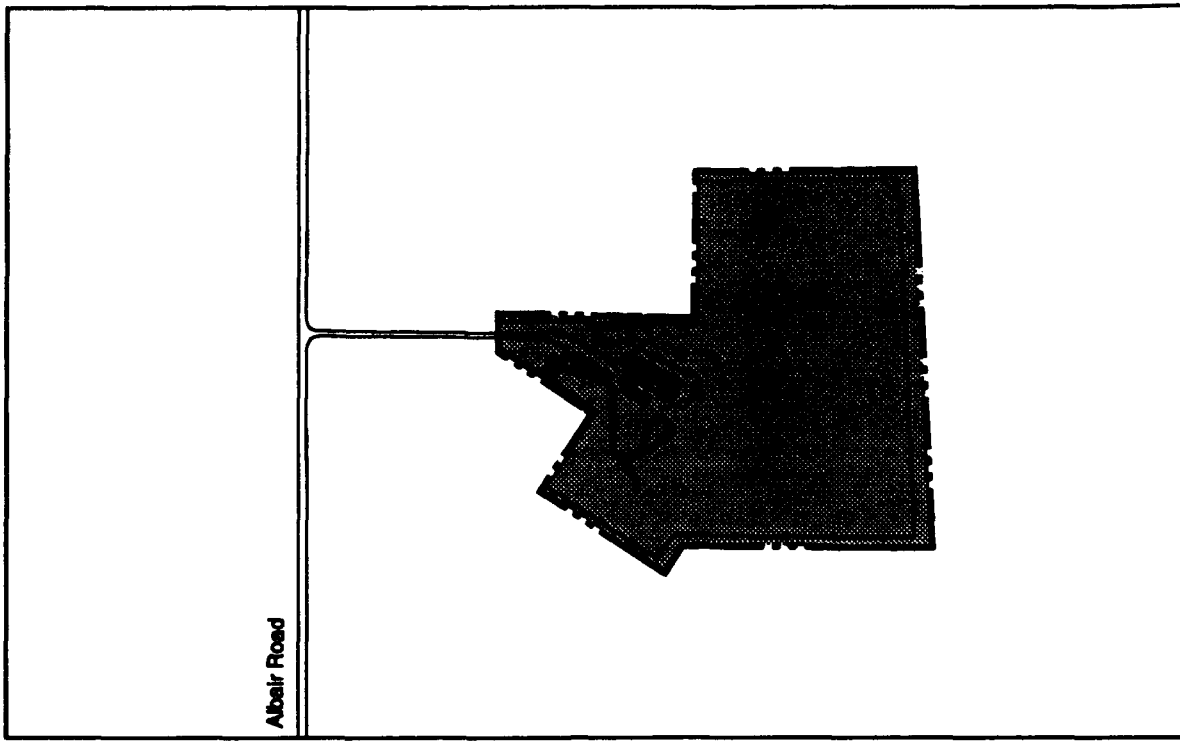
**EXPLANATION**

-  U.S. Department of the Interior - Fish and Wildlife Service
-  U. S. Highway
-  Community Boundary
-  Base Boundary



**Other Land Use  
Concepts  
Off-Site Parcel  
Madawaska Dam**

**Figure 1.4-5 (b)**



**EXPLANATION**

-  U.S. Department of the Interior-  
Fish and Wildlife Service
-  Base Boundary

**Other Land Use  
Concepts  
Off-Site Parcel  
Caribou  
Communication Site**



**Figure 1.4-5 (c)**



co-sponsorship of one program (in collaboration with the U.S. Department of Energy (DOE)) at Loring AFB. These programs are listed below.

**National Test and Evaluation Center (NTEC).** The U.S. EPA has proposed development of an NTEC to conduct research on innovative soil and groundwater contamination remediation techniques and equipment. The NTEC would utilize the contaminants (identified in the EIS, Section 3.3.3, Installation Restoration Program) found at Loring AFB, as well as contaminants from other locations around the United States to conduct this research. Several U.S. EPA offices could be engaged in activities under this program.

The NTEC would utilize approximately 200,000 square feet of floor space in Buildings 720 and 7230, which have high ceilings (up to 25 feet). In addition, approximately 20,000 square feet of new space would be constructed nearby to meet the requirements of this program. These facilities have adequate road and rail access for delivery of contaminated materials for program needs.

**National Remediation Training Center (NRTC).** An NRTC would provide training in soil and groundwater contamination remediation techniques, as well as classes in emergency response and regulatory enforcement. Courses would be offered to federal, state, and private sector employees.

The NRTC program requires space for classroom, recreation, office, and residential uses. Buildings 2501, 5050, and 7210 would be utilized to meet these requirements.

**Boreal Forest Research Laboratory (BFRL).** A BFRL would be established to investigate the effects of global climate change on the boreal forest indigenous to Loring AFB. In addition, field experiments would be conducted in conjunction with the climate change studies, to determine the influence of forest management practices on boreal forest ecosystems. The BFRL would serve as a prototype for investigations of global climate change on other forest ecosystems.

Research conducted under the BFRL would require several facilities, including growth chambers where trees could be studied under controlled environmental conditions. Building 8700 would be used to provide space for growth chambers, offices, and other laboratory support. Buildings 5900 and 8713 would be used for additional support. Some buildings would be used for this program and on-site new construction would be required for greenhouses and other laboratories. In addition, approximately 1,000 acres of forested land, located in the northwest portion of the on-site property, would be dedicated to the investigation of effects of various forest management practices on the boreal forest.

**Research Center for Biomass Power (RCBP).** The U.S. EPA, in collaboration with DOE, would establish an RCBP to develop renewable, alternative electrical and thermal energy sources at the base. The primary mission of the center would be to assist industry in the development and demonstration of innovative and high efficiency techniques for energy production.

The facility requirements include offices and laboratory space, and one boiler in Building 7310 (the central heating plant). Conversion of portions of Building 7310 from coal to biomass would require several interior modifications. New construction would include a storage yard for biomass material and a conveyor system to move biomass into Building 7310 from the storage yard.

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## **CHAPTER 2 COMMUNITY SETTING AND REGION OF INFLUENCE**

## **2.0 COMMUNITY SETTING AND REGION OF INFLUENCE**

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This chapter describes the community setting in which Loring AFB is located. In addition, the ROI for the various issues (economic activity, population, housing, public services, public finance, transportation, and utilities) is also identified.

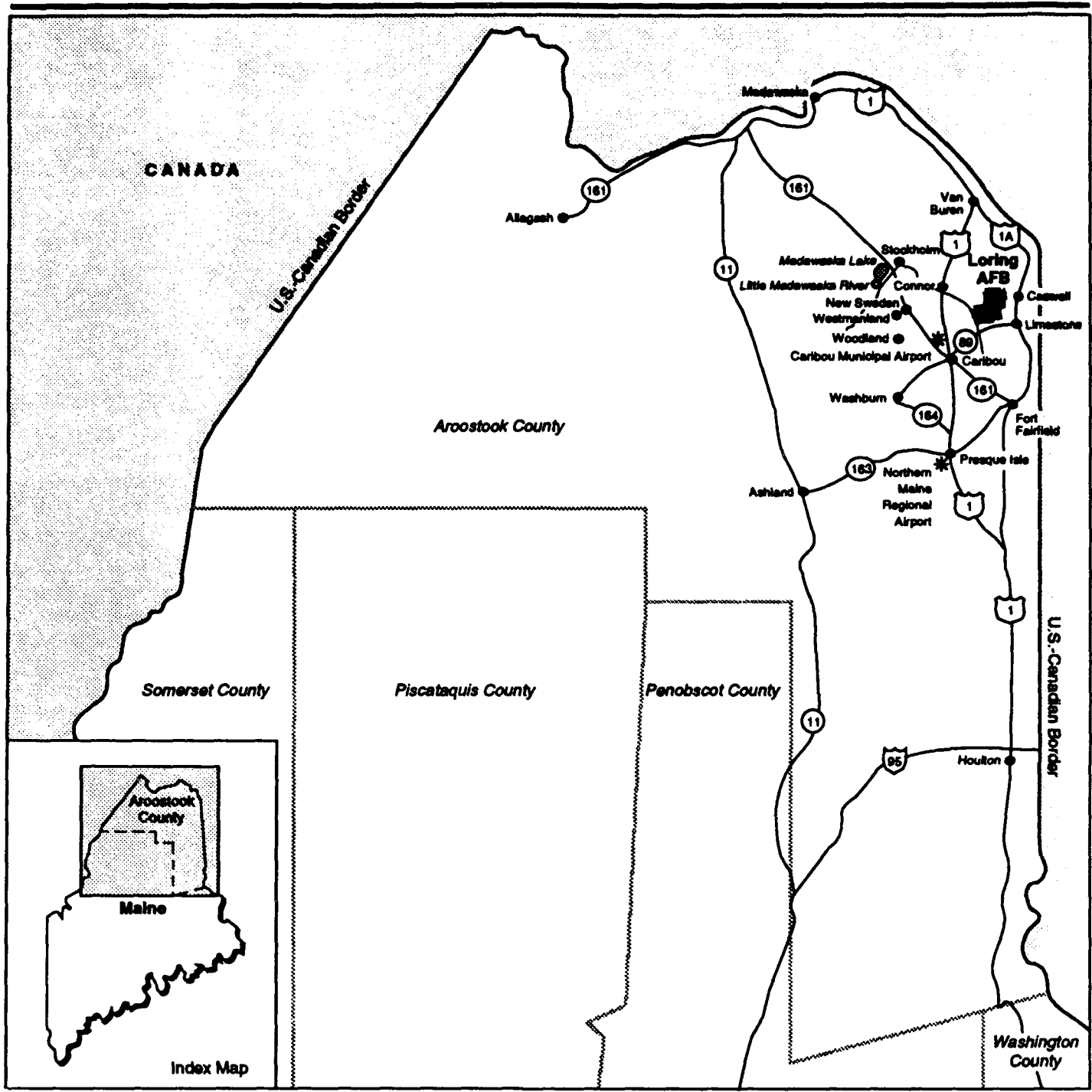
### **2.1 COMMUNITY SETTING**

On April 5, 1947, the U.S. Army initiated a directive authorizing the construction of the Limestone Army Air Base, which became operational as a unit of the 8th Air Force on February 25, 1953. In 1954, the base became home to the 42nd Bombardment Wing (Heavy) and was renamed Loring AFB. In 1955, the mission of Loring AFB was expanded to develop and maintain the capability of conducting long-range bombardment operations using assigned weapons, assist in naval operations, and implement and sustain the capability to engage in effective air refueling operations.

Loring AFB is located in Aroostook County, in northernmost Maine, approximately 155 miles north of Bangor, Maine, and 5 miles west of the international border at New Brunswick, Canada. The base is about 5 miles northeast of Caribou and 18 miles north of Presque Isle (Figure 2.1-1). Although one of the largest counties in the nation in terms of area (greater in size than the states of Connecticut and Rhode Island combined), the county has experienced a consistent decline in population since reaching a peak of 106,064 persons in 1960. In 1990, Aroostook County had a population of 86,936. The base, one of the most remote in the conterminous United States, is surrounded on all sides by largely undeveloped land.

Over 88 percent of Aroostook County is heavily wooded, and it is this natural resource that supports the important wood, paper, and lumber industries of the county. Less than 8 percent of the land is cultivated; however, the rich farmland of Aroostook County is the source of almost all of Maine's potato crop and supplies other agricultural products that together contribute significantly to the agricultural economy of the state. The third major employment source in the county comprises the retail trade and services sectors. The forestry and forest products, retail trade, and services sectors are increasing their share of economic activity, while agriculture and food processing are declining in significance.

Approximately 62 percent of the total on-site base property (8,317 acres) falls within the jurisdiction of the town of Limestone. An additional 32 percent of the on-site property is within Caswell's township boundaries, with the remaining 6 percent within the city of Caribou. Additionally, the



**Regional Map**

**EXPLANATION**

- Interstate Highway
- U.S. Highway
- State Highway
- County Line
- Airport



**Figure 2.1-1**

nine off-site parcels, scattered throughout Aroostook County, include the Caribou Communication Site; the FHUs in Caribou, Caswell, Connor, Limestone, and Presque Isle; Ashland CEVG Site; Limestone Receiver Site; and the Madawaska Dam parcel (located in Connor and Caribou). The off-site property increases the total area of Loring AFB to 9,035 acres.

The 12 communities in the county that make up the ROI vary in their economic makeup, from forest and agriculture to retail trade and services in the larger communities. Much of the ROI's commercial, industrial, and public service facilities are located in four major communities: Caribou, Fort Fairfield, Presque Isle, and Van Buren. Smaller employment opportunities exist in the communities of Limestone and Washburn. The remaining communities of Caswell, Connor, New Sweden, Stockholm, Westmanland, and Woodland are small and almost exclusively residential in nature.

Caribou, located about 5 miles southwest of Loring AFB, had a population of 9,415 in 1990. It has a full range of municipal services, including full-time police and fire personnel, and provides centralized water distribution and wastewater collection in the built-up section of the city. The economy of Caribou is based on retail trade and services, and many Canadians shop in Caribou. Caribou also has a full service hospital (Cary Medical Center).

Fort Fairfield, with a 1990 population of 3,998, is located about 15 miles south of Loring AFB. The community provides full-time police and fire protection services to its residents and is the site of a major food processing plant. The community has a small central business district that has undergone substantial renovation and renewal in the recent past.

Limestone, which is only 2 miles east of Loring AFB, had a 1990 population of 9,922. Of the total Limestone population, 5,600 persons are active duty military personnel and their dependents (living both on and off base). The community has a small business district offering convenience services, which are also used by Canadian shoppers. Limestone is the world's second largest potato shipping center.

Presque Isle has the largest population (10,550 persons in 1990). Like Caribou, Presque Isle provides a full range of municipal services, and also has a University of Maine campus, a technical college, a regional commuter airport providing direct connections with Boston, and a hospital. As the major trade center of Aroostook County, Presque Isle's shopping areas also attract many Canadians. A major discount chain store and a shopping mall have recently opened.

Van Buren, located approximately 23 miles north of Loring AFB on the Canadian border, had a 1990 population of 3,045. The community provides professional police and fire protection services and is the site of the St. John Valley Health Center. The community has a sizable central business district,

which attracts Canadian shoppers. The economy of Van Buren depends on forest products and agriculture.

Washburn, approximately 20 miles southwest of Loring AFB, had a 1990 population of 1,880. It has a small central business district with a limited range of services.

## **2.2 REGION OF INFLUENCE**

The ROI is defined as the region in which the principal direct and secondary socioeconomic effects of closure and reuse actions at Loring AFB are likely to occur and are expected to be of most consequence for local jurisdictions (Figure 2.2-1). It is important to note that the ROI may vary from one issue area to another.

Two factors were important in determining the ROI used in this analysis. The first was the distribution of residences for military and civilian personnel stationed at Loring AFB in September 1992. This residential distribution is not only an aid in determining where the greatest effects of closure would occur, but also provides a guide as to where the possible effects of reusing the base would occur since it reflects the revealed preferences of those employed at the base. Data for this residential distribution were obtained by zip code for all personnel employed at the base for whom data were available.

The second factor in determining the extent of socioeconomic effects is the degree of linkage among economies of the various communities in the region. This linkage, based on trade among sectors within the region, determines the nature and magnitude of the multiplier effects of actions at the base.

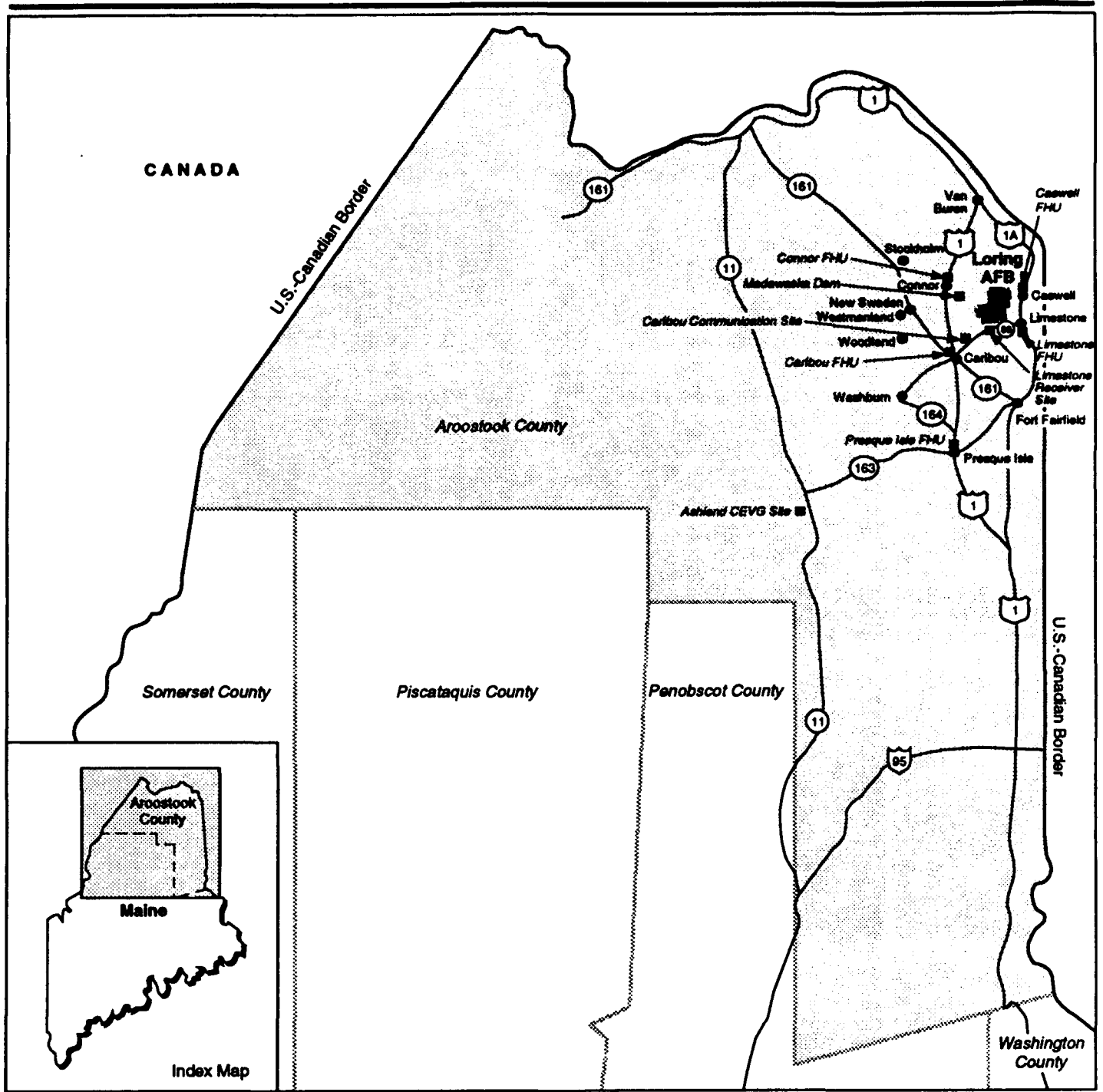
### **Economic Resource Impact Statements**

Regional purchases associated with Loring AFB, including both base spending for goods and services and base personnel spending of payrolls, are reported in the Loring AFB Economic Resource Impact Statements (ERISs). The ERISs for the past 5 federal fiscal years (FYs), 1987 through 1991, were examined. An ERIS for 1992 was not published by Loring AFB. The regional expenditures cited in these statements are reported for Aroostook County. This geographic area serves as the ROI for this analysis.

### **Economic Activity**

It is anticipated that almost all of the regional reuse demands associated with construction and operation payroll expenditures, and most of the demands associated with construction and operation goods and services expenditures, could occur within Aroostook County and, more precisely, in





**EXPLANATION**

- Interstate Highway
- U.S. Highway
- State Highway
- County Line
- Off-Site Parcel

0 5 10 20 Miles

**Region of Influence**

**Figure 2.2-1**

the 12-community area (ROI) in the central and northern portions of the county. Most demands associated with regional economic effects of base closure also are anticipated to be concentrated within this ROI. Potential indirect effects that may occur outside the ROI are expected to be minimal after dispersion and are excluded from further analysis.

Total employment in Aroostook County grew at an average annual rate of 0.6 percent from 1970 to 1990. The number of people employed increased from 39,554 to 44,865. This rate of growth was less than that for the state of Maine, which had an average annual rate of 2.4 percent over the same period. The national average annual rate of growth was 2.1 percent.

Aroostook County is primarily agricultural, producing potatoes, broccoli, carrots, and berries. Some of the key industries in central Aroostook County are potato processing, forestry, lumber, and paper products. Recreation-related activities, including hunting, skiing, snowmobiling, and canoeing, also contribute to the economic base of the county. The recent national trend toward more service-related employment is also evident in Aroostook County, with increases in the services; retail trade; and finance, insurance, and real estate (FIRE) sectors. The three largest employers in Aroostook County are Fraser Paper, Ltd. (1,258 employees) in the town of Madawaska, Loring AFB (1,192 civilian employees in 1992), and The Aroostook Medical Center (695 employees) in Presque Isle.

The number of federal government military jobs in Aroostook County decreased from 5,258 in 1970 to 3,527 in 1990, and the share of total military employment fell from 13.3 percent in 1970 to 7.9 percent in 1990. This share was well above the corresponding 2.0 percent for the state of Maine and 1.9 percent for the nation. The number of employees in all government jobs accounted for 27.3 percent of total employment in 1970 and 22.9 percent in 1990. The proportion in the manufacturing sector decreased from 18.0 percent (7,127 jobs) in 1970 to 15.3 percent (6,865 jobs) in 1990, while the services sector increased from 12.3 percent (4,850 jobs) to 21.2 percent (9,505 jobs) over the same period.

In 1990, the communities of Caribou, Caswell, Connor, Fort Fairfield, Limestone, New Sweden, Presque Isle, Stockholm, Van Buren, Washburn, Westmanland, and Woodland (as well as Loring AFB) contained approximately 44 percent of the jobs in Aroostook County. In general, from 1980 to 1990, employment increased by 13.4 percent at the county level. Most of the growth in employment is attributable to increases in the construction, FIRE, retail trade, services, transportation, and public utilities industrial sectors, which comprise approximately 51.6 percent of total county employment.

## **Population**

Population effects from the disposal and potential reuse of Loring AFB were analyzed for the ROI, defined as Aroostook County; the selected communities of Caribou, Caswell, Fort Fairfield, Limestone, New Sweden, Presque Isle, Stockholm, Van Buren, Washburn, Westmanland, and Woodland; and the unorganized township of Connor. These communities accounted for more than 95 percent of the places of residence of civilian and military personnel employed at Loring AFB. Population effects for the other communities within the ROI were expected to be too small to warrant further analysis.

The population in the ROI totaled 86,936 in 1990, decreasing at an average annual rate of 0.5 percent between 1980 and 1990. From 1970 to 1980, the ROI population declined at a slower rate, averaging 0.1 percent annually.

In 1990, the 12 communities in the ROI accounted for 48.5 percent of the population within Aroostook County. From 1980 to 1990 the population of Limestone, Westmanland, and Woodland increased at an average annual rate of 1.3, 3.1, and 0.2 percent, respectively. The population of the other communities in the ROI decreased: Caribou 0.5 percent; Caswell 3.6 percent; Connor 2.0 percent; Fort Fairfield 0.9 percent; New Sweden 0.3 percent; Presque Isle 0.6 percent; Stockholm 1.1 percent; Van Buren 1.5 percent; and Washburn 0.8 percent.

## **Housing**

Housing effects resulting from the disposal and reuse of Loring AFB were analyzed for the ROI, defined as Aroostook County and the 12 selected communities. Because housing effects are expected to follow the distribution of population effects as discussed above, the ROI is the same for housing issues as it is for population issues.

Total ROI housing units numbered 38,421 in 1990, an average annual increase of 250 units (0.7 percent) since 1980. The ROI communities experienced varying growth rates in housing stock with the greatest average annual increases in New Sweden (1.1 percent) and Woodland (1.1 percent).

Many of the housing units in the ROI are used as seasonal or vacation homes. Seasonal/vacation homes equate to approximately 12 percent of the total year-round housing units in the ROI in 1990. Since population data is based on location of permanent residence, the occupants of seasonal/vacation homes are not included in the total ROI population.

## **Public Services**

The ROIs for the public service analyses (i.e., general government, public education, police and fire protection, and health care) are the jurisdictions that have the closest linkages to the Loring AFB site: those providing services directly to Loring AFB military and civilian personnel or their dependents; those having public service and facility arrangements with the base; and those likely to be most affected by closure and potential reuse of the base.

Potentially affected jurisdictions include the Aroostook County government, which is also responsible for providing services to the unorganized (unincorporated) township of Connor; the cities of Caribou and Presque Isle; and the towns of Caswell, Fort Fairfield, Limestone, New Sweden, Stockholm, Van Buren, Washburn, Westmanland, and Woodland. School departments that may be affected by disposal and reuse of the base include Caribou, Caswell, Limestone, and five districts that serve the other communities within the ROI: School Administrative Districts (SADs) No. 1, No. 20, No. 24, and No. 45 and School Union (SU) No. 122. In addition, education in Connor may be affected. The state of Maine operates the Connor Consolidated School under the Education in Unorganized Territories (EUT) program of the Division of School Operations. All of the above school departments, SADs, SU, and EUT include over 95 percent of the places of residence of Loring AFB personnel who had school age dependents in fall 1991.

The Limestone and Caribou school departments and SAD No. 1 provide public elementary and secondary education to the majority of the students associated with Loring AFB. The Limestone School Department operates a kindergarten through fifth grade elementary school on Loring AFB (the only school on the base) and a kindergarten through sixth grade elementary school and high school off base. From 1989 to 1991, fall enrollment declined in six of the nine school districts in the ROI.

In fall 1991, a total of 1,233 students or 83.1 percent of the Limestone School Department enrollment were dependents of military and civilian personnel at Loring AFB. Of that total, 1,154 were military dependents and 79 were dependents of civilians working on the base. A total of 233 or 12.2 percent of the Caribou School Department enrollments were directly related to the base in 1991, of which 102 were military dependents.

In seven of the school departments, less than 20 percent of the total enrollment was federal (i.e., students who are dependents of military or civilian personnel working at Loring AFB). In the case of Caswell, which operates one school (grades kindergarten through 8) with 34 students, federal enrollment accounted for 50 percent of total enrollment in 1991.

Located in Presque Isle, the University of Maine and the Northern Maine Technical College are the closest institutions of higher education.

Police protection for Loring AFB is provided by on-site Security Police. Police protection for the off-site areas is provided by the local jurisdictions in which the sites are located. Off-base police protection within the ROI is provided by the Maine State Police, the Aroostook County Sheriff's Department, and the municipal police departments of Caribou, Fort Fairfield, Limestone, Presque Isle, Van Buren, and Washburn. The Maine State Police and Aroostook County Sheriff's Department provide complete law enforcement service to the towns of Caswell, New Sweden, Stockholm, Westmanland, and Woodland, and the unorganized township of Connor. The State Police also cover the areas outside of the "compact zones" (built-up sections) of Caribou and Presque Isle, and offer mutual assistance to the remaining communities in handling fatal accident reports, felonies, and K-9 (canine)-related incidents.

Fire protection in the Loring AFB region is provided by the base, city, and town fire departments; Aroostook County does not maintain a fire fighting service, and so relies on the communities within the ROI to provide fire protection. The towns of New Sweden, Westmanland, and Woodland and the unorganized township of Connor contract with the city of Caribou for fire protection services; the town of Caswell is under contract to Limestone for similar services. The communities of Fort Fairfield, Presque Isle, Stockholm, Van Buren, and Washburn provide their own fire protection services and participate with mutual assistance on an as-needed and as-available basis.

#### **Public Finance**

The ROI for public finance consists of the local governmental units that are expected to receive the majority of effects from base disposal and/or potential reuse. These jurisdictions include Aroostook County (which includes the unorganized township of Connor); the cities of Caribou and Presque Isle; the towns of Caswell, Fort Fairfield, Limestone, New Sweden, Stockholm, Van Buren, Washburn, Westmanland, and Woodland; the school departments of Caribou, Caswell, and Limestone; and school districts that serve the other communities listed above: SAD No. 1, SAD No. 20, SAD No. 24, SAD No. 45, SU No. 122, and Connor Consolidated School.

For Aroostook County, the primary source of revenue is derived from municipal taxes, which contribute approximately 75 percent of total financial resources. For the communities, the principal source is property taxes, which contribute between 50 and 70 percent of total financial resources. In the case of Limestone, local property taxes contribute approximately 30 percent of revenues, with state assistance contributing approximately 45 percent.

School districts in Maine are principally funded through the state's general purpose aid funds and, to a lesser extent, by local revenue sources (primarily local property taxes). All of the school departments, SADs, and SU in the ROI receive P.L. 81-874 federal impact aid except SAD No. 45, which has not applied for such aid, and Connor, which is not eligible for such aid and receives its funding from state (EUT) funds.

The LRC was formed in February 1992 to provide a single local agency to coordinate the redevelopment efforts associated with the reuse of Loring AFB. In June 1993, the LDA was formed by the state of Maine to acquire and manage the properties of Loring AFB. The 11-member LDA board of trustees includes one member each from the municipalities of Caribou, Caswell, Fort Fairfield, Limestone, Presque Isle, and Van Buren; one member from Aroostook County; three members at large from the state of Maine; and one member of the governor's cabinet—the Commissioner of Economic and Community Development.

### **Transportation**

The ROI for the transportation analysis includes the communities of Limestone, Caribou, and Presque Isle with emphasis on the area surrounding Loring AFB. Within this geographic area, the analysis examines the principal road, air, and rail transportation networks, including the segments in the region that serve as direct or indirect linkages to the base. Also included are those transportation networks that would be affected during reuse, including those commonly used by military and civilian personnel at Loring AFB.

Loring AFB is located in the northeastern portion of Aroostook County. Access to the base is from State Highway (SH) 89. The west gate is reached from Sawyer Road, while the east gate is on Maine Road. SH 89 links the two major north/south highway corridors of U.S. Highway (U.S. #) 1 and U.S. 1A. Other roads bordering the base are Willard School Road and Obar Road.

The Bangor & Aroostook (B&A) Railroad provides coal delivery via an Air Force-owned rail spur extending from Limestone to Loring AFB. There is no Amtrak service to the local area. The Caribou Municipal Airport is a general aviation airport and is located approximately 5 miles southwest of the base. Northern Maine Regional Airport in Presque Isle provides both commercial and general aviation services.

### **Utilities**

The ROI for the utilities analysis (including water supply and distribution, wastewater collection and treatment, solid waste collection and disposal, and energy supply and distribution) generally consists of the service areas of the local purveyors that serve Loring AFB and the surrounding affected

communities of Caribou, Limestone, Presque Isle, and Van Buren. Water and wastewater treatment are provided to the local communities by local water and sewer districts. The on-site property provides its own water and wastewater treatment with Loring AFB facilities. Coal is utilized exclusively in the ROI by Loring AFB. Fuel oil is used extensively in the ROI, including several facilities at Loring AFB. Tri-Community Recycling & Sanitary Landfill and the city of Presque Isle provide solid waste disposal services to the ROI.

Residential and base electricity are supplied to the ROI by Maine Public Service Company (MPS) and Van Buren Light and Power. No natural gas service is provided in the ROI.

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**CHAPTER 3**  
**SOCIOECONOMIC CONDITIONS**

## **3.0 SOCIOECONOMIC CONDITIONS**

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### **3.1 INTRODUCTION**

This chapter presents recent socioeconomic trends in the region (preclosure conditions) and outlines the effects of base closure (closure conditions) for comparison with projected effects of each potential reuse.

Of particular importance in this analysis are site-related and migratory-related effects. Site-related effects are defined as the activities associated with the base area. These would include both direct and secondary employment and the resultant effects on population. Migratory-related effects are defined to be the persons who would leave the ROI because of closure-related reductions in employment, and the corresponding effects on population, housing, public services, public finance, transportation, and utilities.

The migratory-related effects are a component of the site-related effects. For example, the site-related employment effects would represent the total job losses due to closure of the base. Some of these newly unemployed people would leave the region to seek employment elsewhere, thus resulting in out-migration (migratory-related effects). The difference between the site-related effects and migratory-related effects is the portion of people who would lose jobs due to base closure and remain in the ROI, adding to the available labor pool. Persons not associated with site-related activities who would leave the ROI due to closure are not included in this analysis.

The effects associated with the closure of Loring AFB are assessed by comparing projected conditions at closure (September 1994) to a time prior to the announcement effects of closure (1991). When available, data for 1992 were provided in the tables. However, the data were not incorporated into the analysis to ensure that announcement effects would not affect the study results.

A summary of conditions of Loring AFB at closure is provided in Table 3.1-1. The methods, data, and technical approach used in analyzing regional socioeconomic conditions due to base closure are discussed in Appendix B.

### **3.2 ECONOMIC ACTIVITY**

This section presents recent trends in regional employment, earnings, and income, and describes the effects of base closure. As defined in Chapter 2, most of the regional economic effects of base closure will be concentrated in the ROI, which comprises Aroostook County and 12 selected communities.

**Table 3.1-1. Effects of Closure of Loring AFB**  
**Page 1 of 2**

<b>Resource Category</b>	<b>1991 through Closure in the ROI</b>
<b>Economic Activity</b>	
<b>Employment</b>	Decline of 5,425 direct and secondary site-related jobs
<b>Earnings (1989\$)</b>	Decline of 97,230,409
<b>Population</b>	
<b>Military-related</b>	Decline of 5,350 on- and off-site and 1,488 off-base residents
<b>Civilian-related</b>	Decline of 2,387 additional off-base residents (including military retirees and secondary workers and their families)
<b>Housing</b>	Decline in demand of approximately 1,581 off-base units
<b>Public Services</b>	
<b>General Government, Police and Fire</b>	
<b>Aroostook County</b>	Decline in off-site and off-base population served of 4,523
<b>City of Caribou</b>	Decline in off-site and off-base population served of 1,361
<b>Town of Caswell</b>	Decline in population served of 100
<b>Connor</b>	Decline in off-site and off-base population served of 70
<b>Town of Fort Fairfield</b>	Decline in population served of 259
<b>Town of Limestone</b>	Decline in off-site and off-base population served of 899
<b>Town of New Sweden</b>	Decline in population served of 67
<b>City of Presque Isle</b>	Decline in off-site and off-base population served of 784
<b>Town of Stockholm</b>	Decline in population served of 65
<b>Town of Van Buren</b>	Decline in population served of 174
<b>Town of Washburn</b>	Decline in population served of 105
<b>Town of Westmanland</b>	Decline in population served of 17
<b>Town of Woodland</b>	Decline in population served of 216
<b>Education</b>	Decline in ROI enrollments of 1,599 students
<b>Health Care</b>	Loring AFB 42nd Strategic Hospital closed

**Notes:** Off-site refers to the population living on Loring AFB property that is detached from the main base property. Off-base refers to the population that does not live on Loring AFB property.  
ROI = Region of Influence.

**Table 3.1-1. Effects of Closure of Loring AFB**  
**Page 2 of 2**

<b>Resource Category</b>	<b>1991 through Closure in the ROI</b>
<b>Public Finance (1989\$)</b>	
Aroostook County	Shortfall of 8,121 per year
City of Caribou	Shortfall of 83,447 per year
Town of Caswell	Shortfall of 12,091 per year
Town of Fort Fairfield	Shortfall of 28,471 per year
Town of Limestone	Shortfall of 176,241 per year
Town of New Sweden	Shortfall of 9,511 per year
City of Presque Isle	Shortfall of 20,913 per year
Town of Stockholm	Shortfall of 16,625 per year
Town of Van Buren	Shortfall of 28,471 per year
Town of Washburn	Shortfall of 5,735 per year
Town of Westmanland	Shortfall of 7,545 per year
Town of Woodland	Shortfall of 15,182 per year
<b>School Departments</b>	
Caribou	Shortfall of 324,957 per year
Caswell	Shortfall of 25,394 per year
Limestone	Shortfall of 1,964,635 per year
SAD No. 1	Shortfall of 224,732 per year
SAD No. 20	Shortfall of 68,809 per year
SAD No. 24	Shortfall of 68,999 per year
SAD No. 45	Shortfall of 52,004 per year
SU No. 122	Shortfall of 68,740 per year
<b>Transportation</b>	Base-related traffic reductions on local roads
<b>Utilities</b>	Projected demand for water, wastewater treatment, solid waste disposal, and electricity would be up to 38 percent lower than preclosure levels

**Notes:** Shortfall is the difference between projected local government expenditures and revenues when the projected expenditures are greater than projected revenues.  
 ROI = Region of Influence.  
 SAD = School Administrative District.  
 SU = School Union.

### Recent Trends

**Jobs.** Total employment in the ROI (Aroostook County) grew at an average annual rate of 0.6 percent between 1970 and 1990. Employment increased from 39,554 jobs in 1970 to 39,795 jobs in 1980 to 44,865 jobs in 1990 (Table 3.2-1). Average annual job growth in the state of Maine over this period was 2.4 percent. Total employment in the nation increased at an annual rate of 2.1 percent over the same period. In the ROI, civilian employment increased at an average annual rate of 0.9 percent, with 34,296 jobs in 1970 and 41,338 jobs in 1990. The state of Maine experienced an average annual gain of 2.5 percent over the same period, from 419,487 jobs in 1970 to 692,112 jobs in 1990. Nationally, civilian employment increased at an average annual rate of 2.2 percent, while military employment decreased at an average annual rate of 1.0 percent.

**Jobs by Major Sector.** The major employment sectors within the ROI are services; retail trade; manufacturing; and federal, state, and local government. In 1990, services provided 9,505 jobs (21.2 percent of the ROI total); retail trade contributed 7,142 jobs (15.9 percent of total); manufacturing furnished 6,865 jobs (15.3 percent of total); and government provided 6,752 jobs (5,014 state and local, and 1,738 federal-civilian jobs or 15.0 percent of the total) (Figure 3.2-1).

The unemployment rate in the ROI varied from 4.9 percent in 1970, to 10.8 percent in 1980, and 6.9 percent in 1990. The state of Maine exhibited a similar trend, in which unemployment rose between 1970 and 1980 from 5.6 percent to 7.7 percent, then decreased to 5.2 percent in 1990. The United States also experienced a similar trend with an increase in unemployment levels from 4.9 percent to 7.1 percent from 1970 to 1980, and then a decrease to 5.5 percent between 1980 and 1990 (see Table 3.2-1).

Aroostook County's working age population decreased by 813 persons or 1.2 percent between 1980 and 1990, while the civilian labor force grew by 4,194 or 11.8 percent. This led to an increase in the county's overall labor force participation rate over the last 10 years. This rise in the labor force participation rate is due, in part, to increases in the number of workers per household not previously counted in the labor force.

There is a large proportion of seasonal employment in Aroostook County. Traditionally, there are three main industries where seasonal employment is most prevalent: agricultural/food production, lumber and wood products, and construction. The nature of the employment and weather account for these seasonal fluctuations. In the agricultural industry (primarily potato harvesting) the peak season is in September and October. The lumber and forest industries tend to cease work for 6 to 8 weeks in the spring. New

**Table 3.2-1. Summary of Economic Indicators, Aroostook County, State of Maine, and United States**

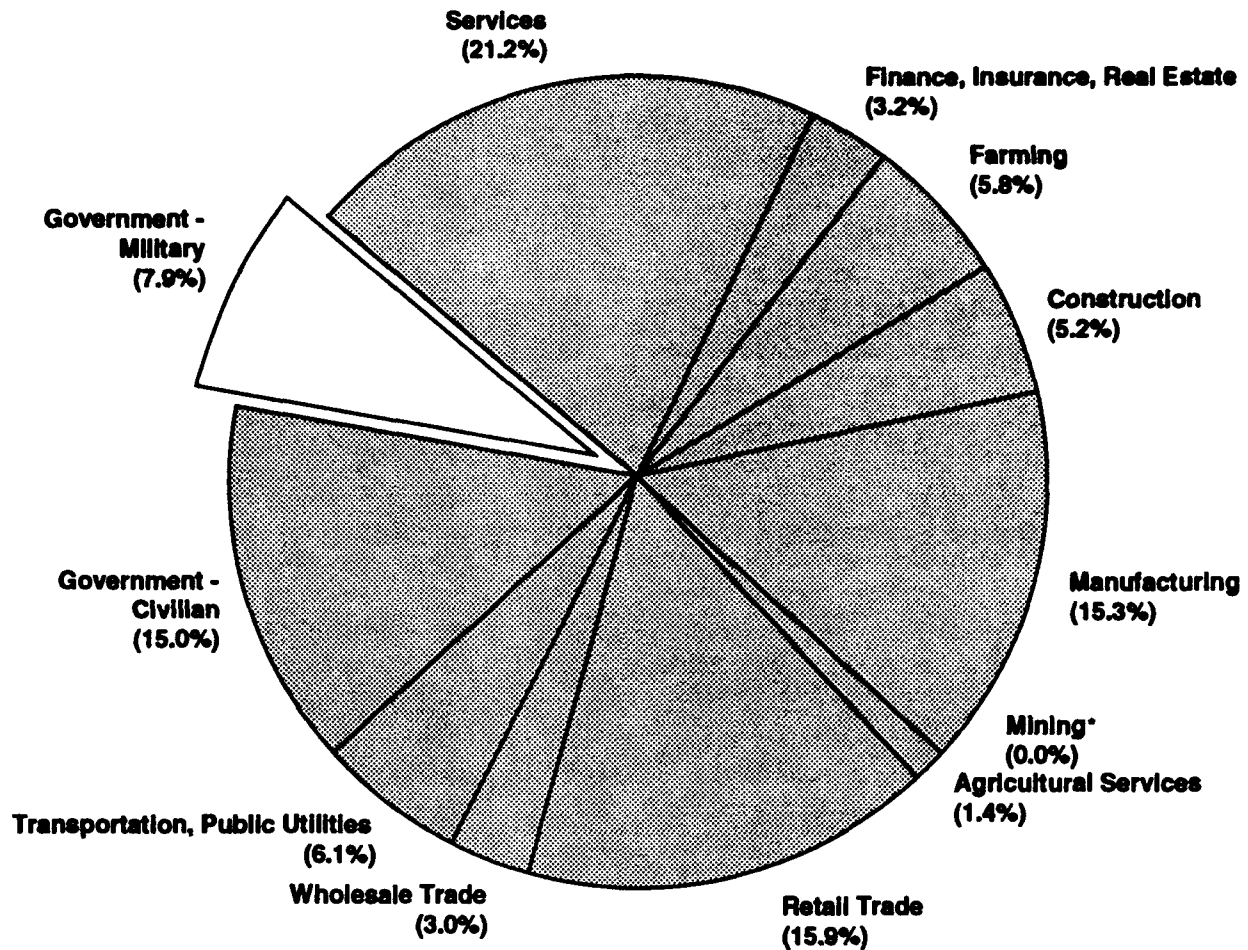
	1970	1980	1989	1990	Average Annual % Change 1970-1990
<b>Aroostook County, Maine</b>					
Total Jobs	39,554	39,795	44,720	44,865	0.6
Civilian	34,296	36,274	40,926	41,338	0.9
Military	5,258	3,521	3,794	3,527	-2.0
Military, % of total	13.3	8.9	8.5	7.9	NA
Civilian Labor Force	29,901	35,522	38,081	39,716	1.4
Unemployment Rate (%)	4.9	10.8	6.7	6.9	NA
Earnings per Job (1989\$)	19,255	17,779	19,312	22,264	0.7
Per Capita Income	9,041	10,374	13,064	13,115	1.9
<b>State of Maine</b>					
Total Jobs	439,500	547,286	711,063	706,440	2.4
Civilian	419,487	531,743	695,888	692,112	2.5
Military	20,013	15,543	15,175	14,328	-1.7
Military, % of total	4.6	2.8	2.1	2.0	NA
Civilian Labor Force	332,000	500,000	616,000	635,000	3.3
Unemployment Rate (%)	5.6	7.7	4.1	5.2	NA
Earnings per Job (1989\$)	19,191	17,274	19,876	19,742	0.1
Per Capita Income	10,882	12,367	16,455	16,302	2.0
<b>United States</b>					
Total Jobs	89,752,500	112,256,700	136,074,700	137,160,200	2.1
Civilian	86,520,500	109,805,700	133,306,700	134,492,200	2.2
Military	3,232,000	2,451,000	2,768,000	2,668,000	-1.0
Military, % of total	3.6	2.2	2.0	1.9	NA
Civilian Labor Force	82,771,000	106,940,000	123,869,000	124,787,000	2.1
Unemployment Rate (%)	4.9	7.1	5.3	5.5	NA
Earnings per Job (1989\$)	23,421	22,590	23,348	23,381	0.0
Per Capita Income	12,946	14,926	17,592	17,738	1.6

**Notes:** Jobs are full- and part-time civilian and military employment by place of work. Civilian labor force and unemployment rates are by place of residence. Earnings and income are in constant 1989 dollars, reflecting price levels prevailing in 1989. Earnings per job and per capita income for 1970, 1980, and 1990 were converted to constant 1989 dollars using the Consumer Price Index for all items. Average annual percent change is the compound average for the period covering earliest and most recent years of available data. All values shown represent annual averages. Earnings per job are the sum of wage and salary disbursements, including personal contributions for social insurance, other labor income, and proprietor's income divided by total jobs. Per capita income is personal income received by persons from all sources divided by the mid-year population estimate. NA = Not applicable.

Sources: U.S. Bureau of Economic Analysis, 1992a, 1992b, 1992c, 1992d, 1992e, 1992f.

### Major Industrial Sectors, 1990

Total Employment = 44,865



\* Employment in the Mining sector equaled 0.03 percent.

Source: U.S. Bureau of Economic Analysis, 1992b.

**Distribution of ROI Jobs by Major Industrial Sectors, 1990**

**Figure 3.2-1**

construction activities excluding remodeling or renovation generally cease during winter.

**Earnings and Income.** Earnings per job in the ROI decreased over the period 1970 to 1990. A comparison of average 1990 earnings per job by sector indicates that annual earnings for jobs in manufacturing were higher than for other sectors. Average earnings per job in the mining, wholesale trade, and all government sectors of the ROI were the next highest. Earnings per job declined in approximately one-half of the sectors of the region's economy between 1980 and 1990.

The sectors experiencing an increase in earnings per job from 1980 to 1990, in order of magnitude, were farming (100.7 percent), manufacturing (26.6 percent), services (19.8 percent), state and local government (11.7 percent), military government (7.6 percent), and wholesale trade (6.0 percent).

Per capita income in the ROI increased from \$9,041 in 1970 to \$13,115 in 1990 (in 1989 dollars), at an average annual rate of 1.9 percent. This growth in per capita income in the ROI was less than the state level of 2.0 percent, and greater than the national level of 1.6 percent over the same period. The 1990 Maine and United States per capita income levels were \$16,302 and \$17,738, respectively.

**Military Sector.** In 1990, there were 3,527 military jobs in the ROI, which comprised 7.9 percent of the total jobs, compared to 13.3 percent (5,258) of all jobs in Aroostook County in 1970. Two factors contributed to the decrease in the region's share of military employment: the number of military jobs decreased by 1,731 between 1970 and 1990; while over the same period non-military jobs increased, from 34,296 in 1970 to 41,338 in 1990 (including both private sector jobs and civilian jobs within federal, state, and local government). The consistent decrease of 2.0 percent per year in the number of military jobs in the ROI during the past two decades is similar to the state and national trend of 1.7 percent and 1.0 percent, respectively.

The contribution of Loring AFB to employment in the military sector steadily increased from 85.8 percent in 1987 to 92.7 percent in 1990. Total employment at Loring AFB in FY 1991 was 4,226, comprised of 3,027 military jobs and 1,199 civilian jobs. Total employment decreased by 534 jobs (11.2 percent) between FY 1988 and FY 1991 (Table 3.2-2). The number of military personnel assigned to the base decreased by 608 (16.7 percent) during this period. However, the number of civilian personnel at the base increased by 74 (6.6 percent) over the same period.



**Table 3.2-2. Loring AFB Employment, Fiscal Year 1988-1992**

Employment Category	1988	1989	1990	1991	1992
Military	3,635	3,528	3,304	3,027	2,605
Civilian	1,125	1,308	1,413	1,199	1,192
Appropriated fund	498	523	520	478	487
Nonappropriated fund	364	351	393	397	307
Contract civilian	258	428	493	318	393
Private business on base	5	6	7	6	5
<b>Total</b>	<b>4,760</b>	<b>4,836</b>	<b>4,717</b>	<b>4,226</b>	<b>3,797</b>

Sources: U.S. Air Force, 1988, 1989, 1990a, 1991a.

Loring AFB payrolls, following the trend in personnel levels, decreased from \$88,631,832 in 1988 to \$85,061,921 in 1991 (Table 3.2-3). The annual Loring AFB expenditures increased between FY 1988 and FY 1991, from \$26,841,021 to \$38,500,706 (Table 3.2-4).

**Table 3.2-3. Loring AFB Payrolls, Fiscal Year 1988-1992 (current dollars)**

Category	1988	1989	1990	1991	1992
Military	70,165,540	74,017,443	71,545,030	66,305,904	61,100,055
Civilian	18,466,292	18,778,807	18,801,671	18,756,017	17,280,433
Appropriated fund	15,921,024	15,669,241	15,841,037	15,315,978	14,144,096
Nonappropriated fund	2,477,868	3,019,742	2,856,078	3,355,111	3,065,091
Other contract	67,400	89,824	104,556	84,928	71,246
<b>Total payrolls</b>	<b>88,631,832</b>	<b>92,796,250</b>	<b>90,346,701</b>	<b>85,061,921</b>	<b>78,380,488</b>

Note: Monetary data are shown in current year dollars (i.e., they have not been adjusted for inflation) and, therefore, are not directly comparable with the constant-year monetary data (i.e., adjusted for inflation) presented elsewhere in this document.

Sources: U.S. Air Force, 1988, 1989, 1990a, 1991a.

Loring AFB also contributed indirectly to the regional economy. In 1991, the 3,027 direct military and 1,199 civilian jobs created an additional 1,357 secondary jobs in the region through the expenditure of wages and salaries, and the procurement of materials and supplies. In FY 1991, the base contributed \$24,638,855 (in 1989 dollars) to the ROI through secondary employment.

#### Closure Conditions

At closure the base will be put into caretaker status whereby a staff of 90 personnel will be retained to ensure security and maintenance of the base until disposal. These jobs are anticipated to be filled by available workers residing in the ROI.

**Table 3.2-4. Loring AFB Annual Expenditures, Fiscal Year 1988 to 1992 (current dollars)**

<b>Expenditure Category</b>	<b>1988</b>	<b>1989</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>
Total construction	7,658,954	15,720,611	17,666,406	13,669,878	1,548,880
Total services	6,113,687	7,701,435	8,242,871	10,048,436	9,522,082
Commissary/Base Exchange	1,923,571	2,177,687	2,281,426	3,043,491	2,226,914
Education	1,835,546	3,080,106	1,596,886	1,493,084	1,558,409
Health	756,078	791,651	729,527	920,046	618,120
Temporary duty	124,679	520,812	560,208	931,208	66,742
Other	8,428,506	9,327,505	8,074,036	8,394,563	9,219,975
<b>Total expenditures</b>	<b>26,841,021</b>	<b>39,319,807</b>	<b>39,151,360</b>	<b>38,500,706</b>	<b>24,801,122</b>

**Note:** Monetary data are shown in current year dollars (i.e., they have not been adjusted for inflation) and, therefore, are not directly comparable with the constant-year monetary data (i.e., adjusted for inflation) presented elsewhere in this document.

**Sources:** U.S. Air Force, 1988, 1989, 1990a, 1991a.

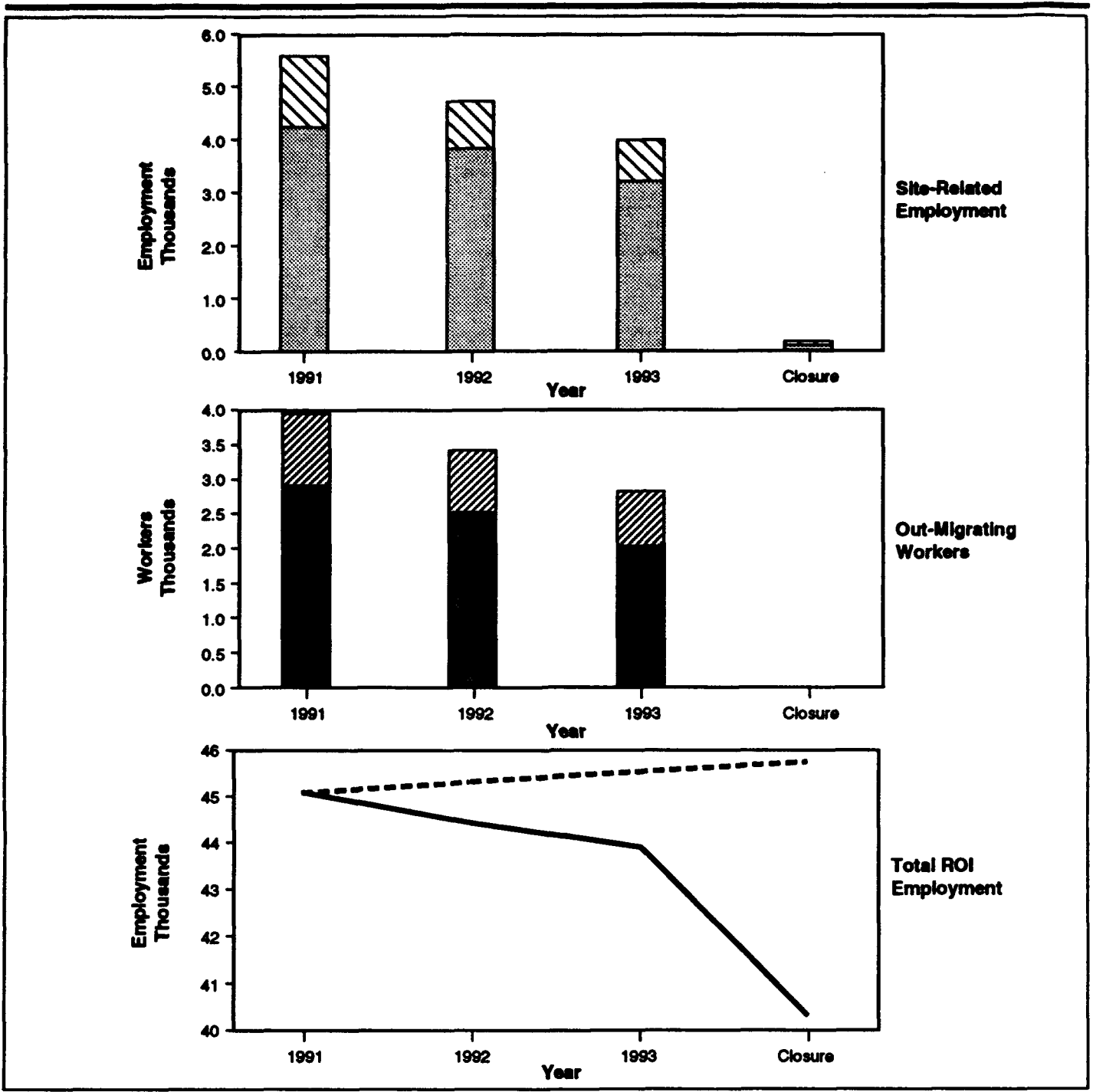
Activities associated with the OL, through payrolls and expenditures for supplies and materials, will generate 68 secondary jobs. Annual earnings associated with the OL are estimated at \$2,815,580 and \$1,280,875 for direct and secondary jobs, respectively.

The closure of Loring AFB will result in a net reduction of 4,136 direct jobs (4,226 due to closure less 90 OL personnel) and 1,289 secondary jobs (1,357 jobs due to closure less 68 secondary jobs due to the OL) compared to 1991 (Figure 3.2-2). The loss of these positions and the associated base spending (direct and secondary) would reduce the economic contribution to the region by \$97,230,409 (in 1989 dollars) in payrolls when compared to FY 1991 levels.







The average earnings per job for the OL personnel at closure in September 1994 are expected to be \$31,284 (in 1989 dollars) per year, compared to a value for direct workers (including active duty military) of \$18,657 (in 1989 dollars) prior to closure. This higher value is attributable to the difference in the mix (civilian or military) of employees and the technical skills required by the OL team.

It is projected that the closure of Loring AFB will result in the out-migration of 2,876 active duty personnel (95 percent of the total active duty personnel) and 786 of the civilian personnel (75 percent of the total appropriated fund civilians, 75 percent of the total nonappropriated fund civilians, and 40 percent of the total contract civilian personnel). In addition, 20 percent of the site-related secondary job holders and military retirees are projected to leave the ROI throughout the closure process.

Based on 1991 employment data, regional population projections, and the effects of base closure, regional employment is projected to decline from 45,090 jobs in 1991 to 40,346 jobs in 1994 (Table 3.2-5).



**EXPLANATION**

-  ROI Direct Employment
-  ROI Secondary Employment
-  Military Employment
-  Civilian Employment
-  Actual & Closure Projection
-  Assumed No Base Closure

**ROI Site-Related, Out-Migrating, and Total Employment Projections**

**Figure 3.2-2**

**Table 3.2-5. Site-Related Employment and Earnings Projections, 1991 to Closure**  
(constant 1989 dollars)

	1991	1992	1993	Closure <sup>(a)</sup>
<b>Site-Related Employment and Earnings</b>				
<b>Base Operations</b>				
Employment	5,583	4,710	3,946	0
Direct	4,226	3,797	3,185	0
Secondary	1,357	913	761	0
Earnings	101,326,864	86,203,765	74,196,489	0
Direct	76,688,009	68,367,743	59,422,346	0
Secondary	24,638,855	17,836,022	14,774,143	0
<b>Caretaker Team</b>				
Employment	0	0	0	158
Direct	0	0	0	90
Secondary	0	0	0	68
Earnings	0	0	0	4,096,455
Direct	0	0	0	2,815,580
Secondary	0	0	0	1,280,875
<b>Total Site-Related Projections</b>				
Employment	5,583	4,710	3,946	158
Direct	4,226	3,797	3,185	90
Secondary	1,357	913	761	68
Earnings	101,326,864	86,203,765	74,196,489	4,096,455
Direct	76,688,009	68,367,743	59,422,346	2,815,580
Secondary	24,638,855	17,836,022	14,774,143	1,280,875
<b>ROI Employment</b>				
Employment projection (without closure) <sup>(b)</sup>	45,090	45,316	45,543	45,771
Employment loss (cumulative) <sup>(c)</sup>	0	-873	-1,637	-5,425
Baseline projection (with closure)	45,090	44,443	43,906	40,346
<b>Out-Migrating Workers<sup>(d)</sup></b>				
Direct	3,662	3,212	2,647	0
Military	2,876	2,486	2,010	0
Civilian	786	726	637	0
Secondary	271	178	146	0
<b>Total</b>	<b>3,933</b>	<b>3,390</b>	<b>2,793</b>	<b>0</b>

Notes: (a) Closure represents September 1994 conditions.

(b) ROI employment projections represent hypothetical future conditions with base in operation at 1990 levels.

(c) Employment loss is calculated as total site-related employment in 1991, 1992, 1993, and at closure minus total site-related employment in the preclosure year (1991).

(d) Out-migrating workers are military personnel and civilian workers who are in the ROI due to their site-related employment and are projected to leave the ROI once their site-related jobs are phased out.

ROI = Region of Influence.

Sources: U.S. Air Force, 1991a; U.S. Bureau of Economic Analysis, 1991.

### 3.3 POPULATION

The population effects of closure of Loring AFB were analyzed at both the regional and local levels. The ROI, which comprises Aroostook County and the 12 selected communities, is the same as identified in Section 3.2, Economic Activity. Population effects are based on residency patterns and the communities most affected by base closure, which include the cities of Caribou and Presque Isle; the towns of Caswell, Fort Fairfield, Limestone, New Sweden, Stockholm, Van Buren, Washburn, Westmanland, and Woodland; and the unorganized township of Connor.

#### Recent Trends

**ROI Population.** According to final 1990 census counts, the population within the ROI was 86,936 persons. The population decreased by 0.5 percent per year during the 1980s and 0.1 percent per year during the 1970s. In contrast, the population of the state grew at an average of 0.9 percent per year from 1980 to 1990, and by 1.3 percent per year from 1970 to 1980. Table 3.3-1 presents population trends for Aroostook County, ROI communities, and the state of Maine for 1970, 1980, 1990, as well as average annual growth rates for the periods 1970 to 1980 and 1980 to 1990.

**Military Population and Retirees.** The number of military personnel and their dependents assigned to Loring AFB was 7,194 in FY 1991, down 1,446 persons (16.7 percent) from 8,640 in FY 1988 (Table 3.3-2).

In FY 1991, 2,239 military personnel and their 3,111 dependents resided in Loring AFB on-site and off-site housing (Table 3.3-2). This represented 74.4 percent of all military personnel and dependents assigned to the base.

Based on 1992 zip code data (see Appendix B), approximately 99 percent of the Loring AFB military and civilian personnel reside in Aroostook County. Caribou was the place of residence for 31.2 percent, while Limestone and Presque Isle provided housing for 16.4 percent and 26.1 percent, respectively.

Military retirees in the ROI increased from 602 in 1988 to 721 in 1991 (see Table 3.3-2). The number of site-related employees, their dependents, and military retirees and their dependents was 14,772 persons in 1991 (Table 3.3-3). This total includes 7,194 military personnel plus dependents (48.7 percent), 5,797 direct and secondary civilian workers and their dependents (39.2 percent), and 1,781 retired military personnel and their dependents (12.1 percent).

**Table 3.3-1. Population Trends for the Loring AFB Region of Influence, 1970-1990**

	Population			Average Annual Percentage Growth Rate	
	1970	1980	1990	1970-1980	1980-1990
Caribou	10,419	9,916	9,415	-0.5	-0.5
Caswell	693	586	408	-1.7	-3.6
Connor	575	574	468	-0.0	-2.0
Fort Fairfield	4,859	4,376	3,998	-1.0	-0.9
Limestone	8,745	8,719	9,922 <sup>(a)</sup>	-0.0	1.3
New Sweden	639	737	715	1.4	-0.3
Presque Isle	11,452	11,172	10,550	-0.2	-0.6
Stockholm	388	319	286	-1.9	-1.1
Van Buren	3,971	3,557	3,045	-1.1	-1.5
Washburn	1,914	2,028	1,880	0.6	-0.8
Westmanland	52	53	72	0.2	3.1
Woodland	1,218	1,369	1,402	1.2	0.2
Aroostook County	92,463	91,331	86,936	-0.1	-0.5
State of Maine	992,048	1,124,660	1,227,928	1.3	0.9

Note: (a) The 1990 U.S. Census of Population reports a Limestone town population of 9,922 persons, a Loring census designated place (CDP) population of 7,829 persons, and a Limestone CDP population of 1,245 persons. Thus, the portion of the Limestone town population that does not reside within the Loring or Limestone CDPs was 848 persons, and the total off-base population was 2,093 persons. The Loring AFB ERIS for 1991 (the preclosure reference year) indicates 5,350 military personnel and dependents lived in Air Force-owned housing units in 1991, of which 4,702 persons resided on base. Subtracting the on-base population from the 1991 estimated Limestone town population of 9,743 would yield an off-base Limestone population of 5,041 in 1991.

Sources: U.S. Bureau of the Census, 1970, 1980, 1990a.

### Closure Conditions

**Site-Related Population.** Site-related population represents all direct and secondary workers, their dependents, and military retirees and dependents residing in the region as a result of base operations. Site-related population is projected to decrease to 1,826 persons at closure (see Table 3.3-3), of which 1,425 (78.0 percent) will be military retirees and their dependents. The balance is projected to be direct and secondary civilian workers associated with OL activities (158 direct and secondary workers and their 243 dependents).

Based on 1991 employment levels, 9,225 employees are expected to leave the ROI due to base closure (Table 3.3-4). Based on the residential distribution of persons expected to leave the ROI due to base closure, Limestone will experience the greatest loss (60.7 percent), 4,702 from on-site base housing and 899 from off-site base housing and off-base

**Table 3.3-2. Military Population, Fiscal Year 1988-1992 Loring AFB**

Category	1988	1989	1990	1991	1992
<b>Military personnel</b>					
Living on base <sup>(a)</sup>	2,571	2,576	2,414	2,239	2,041
Living off base	1,064	952	890	788	564
<b>Military dependents</b>					
Living on base <sup>(a)</sup>	3,526	3,068	3,460	3,111	2,701
Living off base	1,479	1,487	1,326	1,056	699
<b>Total military personnel and dependents</b>	<b>8,640</b>	<b>8,083</b>	<b>8,090</b>	<b>7,194</b>	<b>6,005</b>
<b>Military retirees</b>	<b>602</b>	<b>660</b>	<b>624</b>	<b>721</b>	<b>745</b>
<b>Military retiree dependents</b>	<b>885</b>	<b>970</b>	<b>917</b>	<b>1,060</b>	<b>1,095</b>
<b>Total</b>	<b>10,127</b>	<b>9,713</b>	<b>9,631</b>	<b>8,975</b>	<b>7,845</b>

Note: (a) Includes personnel and dependents living in the off-site family housing units.

Sources: U.S. Air Force, 1988, 1989, 1990a, 1991a; U.S. Department of Defense, 1992.

community housing. Caribou is second with a loss of 1,361 persons, 14.8 percent of the total out-migrating population. Presque Isle would lose 784 persons, 8.5 percent of the total out-migrating population. The population losses in the other communities within the ROI include 259 persons from Fort Fairfield, 174 from Van Buren, and 100 from Caswell. The military population of the off-site FHUs has been included in the respective community out-migrating population.

**ROI Population with Base Closure.** The population in the ROI was projected to decrease from a 1991 level of 86,209 to 84,646 by closure if the base had remained open (Table 3.3-4). The average annual population change during this period is equivalent to a 0.6-percent decrease. With the closure of Loring AFB, it is anticipated that the population would decline to 75,421 at closure, resulting in an total average annual decrease of 4.4 percent.

### 3.4 HOUSING

#### Recent Trends

**Housing Stock.** The number of housing units in the ROI, excluding all units associated with Loring AFB, totaled 36,634 in 1990 (Table 3.4-1), representing an average annual increase of 0.8 percent from the 33,901 units in the ROI in 1980; this rate of growth was lower than the state of Maine's average annual rate of 1.6 percent.

Between 1980 and 1990, the total number of housing units increased in 10 of the 12 ROI communities (Table 3.4-1). Caribou experienced the greatest increase from 3,690 to 4,073. Presque Isle was second with an increase

**Table 3.3-3. Site-Related Population, 1991 to Closure**

	1991	1992	1993	Closure <sup>(a)</sup>
<b>Persons by Labor Category</b>				
Military	7,194	6,005	4,855	0
Civilians	5,797	4,764	4,158	401
Direct	2,357	2,450	2,229	228
Secondary	3,440	2,314	1,929	173
Retired Military	1,781	1,840	1,519	1,425
ROI Total	14,772	12,609	10,532	1,826
<b>Persons by Location</b>				
Caribou	2,991	2,518	2,133	535
Caswell	192	152	127	21
Connor	157	131	112	27
Fort Fairfield	635	550	470	134
Limestone	6,817	5,934	4,877	441
New Sweden	168	146	125	37
Presque Isle	1,454	1,150	959	153
Stockholm	174	155	133	44
Van Buren	463	413	355	117
Washburn	255	220	188	53
Westmanland	46	40	35	11
Woodland	489	409	348	82
Rest of County	931	791	670	171
ROI Total	14,772	12,609	10,532	1,826

Note: (a) Closure represents September 1994 conditions.  
ROI = Region of Influence.

from 3,861 to 4,220, Limestone experienced an increase in housing units from 825 to 886, and Woodland's housing units increased from 475 to 532, followed by modest increases in Caswell, Connor, Fort Fairfield, New Sweden, Washburn, and Westmanland. Stockholm and Van Buren experienced housing losses during this same period: from 141 to 137 and from 1,261 to 1,247, respectively.

Seasonal/vacation homes accounted for 12 percent of the total 38,421 housing units in the ROI in 1990 (including the on-site and off-site Loring AFB units). Since the population data is based on location of permanent residence, the short-term occupants of seasonal/vacation homes are not included in the total ROI population. Westmanland reported the highest proportion of seasonal/vacation homes (85 units, or 75 percent of total housing units) in the ROI. Several communities had 1 percent or less



**Table 3.3-4. Regional Population Projections, 1991 to Closure**

	1991	1992	1993	Closure <sup>(a)</sup>
<b>ROI Population</b>				
<b>Without Closure</b>				
Caribou	9,336	9,257	9,208	9,160
Caswell	397	386	376	366
Connor	448	429	412	395
Fort Fairfield	3,965	3,932	3,912	3,892
Limestone	9,743	9,588	9,423	9,281
New Sweden	712	710	710	711
Presque Isle	10,512	10,474	10,481	10,489
Stockholm	289	292	296	299
Van Buren	2,963	2,883	2,813	2,745
Washburn	1,870	1,861	1,858	1,856
Westmanland	70	69	69	69
Woodland	1,394	1,387	1,386	1,385
Rest of County	44,510	44,241	44,123	43,998
<b>ROI Total</b>	<b>86,209</b>	<b>85,489</b>	<b>85,067</b>	<b>84,646</b>
<b>Migratory-Related Population Changes</b>				
Caribou	0	-248	-484	-1,361
Caswell	0	-22	-37	-100
Connor	0	-13	-25	-70
Fort Fairfield	0	-40	-88	-259
Limestone <sup>(b)</sup>	0	-738	-1,690	-5,601
New Sweden	0	-10	-22	-67
Presque Isle	0	-172	-295	-784
Stockholm	0	-8	-21	-65
Van Buren	0	-23	-57	-174
Washburn	0	-17	-35	-105
Westmanland	0	-2	-5	-17
Woodland	0	-39	-75	-216
Rest of County	0	-71	-143	-406
<b>ROI Total</b>	<b>0</b>	<b>-1,403</b>	<b>-2,978</b>	<b>-9,225</b>
<b>ROI Population</b>				
<b>With Closure</b>				
Caribou	9,336	9,009	8,724	7,799
Caswell	397	364	339	266
Connor	448	416	387	325
Fort Fairfield	3,965	3,892	3,824	3,633
Limestone	9,743	8,830	7,733	3,680
New Sweden	712	700	688	644
Presque Isle	10,512	10,302	10,185	9,705
Stockholm	289	284	275	234
Van Buren	2,963	2,860	2,756	2,571
Washburn	1,870	1,844	1,823	1,751
Westmanland	70	67	64	52
Woodland	1,394	1,348	1,311	1,169
Rest of County	44,510	44,170	43,980	43,592
<b>ROI Total</b>	<b>86,209</b>	<b>84,086</b>	<b>82,089</b>	<b>75,421</b>

Notes: (a) Closure represents September 1994 conditions.  
 (b) Includes on-base population of 4,702.  
 ROI = Region of Influence.

**Table 3.4-1. Housing Units and Vacancies for the Loring AFB Region of Influence: 1980, 1990**

County and Community	Total Off-Base Housing Units		Average Growth Rate	Vacancy Rates (%)			
				1990			
	1980	1990	(%/year)	1980	Owner	Renter	Avg. <sup>(a)</sup>
Caribou <sup>(b)</sup>	3,690	4,073	1.0	3.05	1.9	11.4	5.2
Caswell <sup>(b)</sup>	166	174	0.5	6.59	1.6	17.6	5.1
Connor <sup>(b)</sup>	156	173	1.0	3.26	1.4	0.0	1.2
Fort Fairfield	1,599	1,648	0.3	2.32	1.7	6.4	3.0
Limestone <sup>(b)(c)</sup>	825	886	0.7	11.08	1.6	3.1	2.7
New Sweden	283	317	1.1	1.67	1.8	21.3	5.9
Presque Isle <sup>(b)</sup>	3,861	4,220	0.9	2.06	2.0	4.7	3.1
Stockholm	141	137	-0.3	11.47	4.3	14.8	6.6
Van Buren	1,261	1,247	-0.1	5.31	1.4	4.7	2.6
Washburn	707	761	0.7	2.21	0.7	7.3	2.3
Westmanland	110	114	0.4	0.0	0.0	50.0	3.6
Woodland	475	532	1.1	3.1	1.4	16.1	3.0
Aroostook County <sup>(b)(c)</sup>	33,901	36,634	0.8	4.1	1.7	7.2	3.5
State of Maine <sup>(b)(c)</sup>	500,838	586,790	1.6	3.3	1.8	8.4	3.8

Notes: (a) 1980 and 1990 average estimated as weighted averages of owner and renter vacancy rates. Nonseasonal units consist of owner-occupied and renter-occupied units, plus vacant-for-rent and vacant-for-sale units. 1980 rates were calculated using comparable data for that year.

(b) Off-site housing stock (255 units) is excluded from these areas.

(c) On-site housing stock of 1,764 units (1980 census) and 1,532 units (1990 census) were excluded from the calculations for this area.

Sources: U.S. Bureau of the Census, 1980, 1990b.

seasonal/vacation housing units: Caribou, Limestone, Presque Isle, Van Buren, Washburn, and Woodland. Although these housing units are listed as vacant by the U.S. Bureau of the Census, they are not counted as vacant-for-sale or vacant-for-rent and, thus, would not affect the ROI vacancy rate. For this reason, seasonal/vacation housing is not included in the analysis of permanent off-base housing.

**ROI Vacancy Rates.** The 1990 housing vacancy rate in the ROI was 3.5 percent compared to 4.1 percent in 1980 (see Table 3.4-1). New Sweden and Stockholm had the highest average vacancy rates in 1990 of 5.9 and 6.6 percent, respectively. Connor had the lowest 1990 average vacancy rate of 1.2 percent.

The vacancy rate for rental housing in the ROI in 1990 was higher than for owner housing (see Table 3.4-1). This was the case for the state as well.

The 1990 ROI average vacancy rate of 3.5 percent represents a composite of a lower (1.7 percent) owner vacancy rate and a higher (7.2 percent) renter vacancy rate. These vacancy rates exclude seasonal vacancies.

The proportion of owner-occupied housing in 1990 was 69.5 percent in the ROI, a reduction from the 1980 share of 71.4 percent.

**Housing Costs and Tenure.** The median value of ROI owner-occupied housing in 1990 was \$45,900 (Table 3.4-2), representing an average annual increase of 4.3 percent from the 1980 ROI value of \$30,000 (unadjusted for inflation). The 1990 median home value in the ROI was 52.5 percent of the state value and 58 percent of the national value. The 4.3 percent average annual increase from 1980 to 1990 for the ROI was below the 8.7 percent average annual increase for the state and 5.3 percent for the nation.

**Table 3.4-2. Housing Tenure, Median Value, and Median Contract Rent for the Loring AFB Region of Influence, 1980-1990**

	1980			1990		
	Percent Owner-Occupied	Median Value <sup>(a)</sup>	Median Contract Rent <sup>(b)</sup>	Percent Owner-Occupied	Median Value <sup>(c)</sup>	Median Contract Rent <sup>(d)</sup>
Caribou	71.6	33,300	159	67.0	50,000	289
Caswell	73.5	19,100	211	81.3	35,000	320
Connor	77.0	15,700	123	82.4	42,500	275
Fort Fairfield	75.2	29,000	125	71.7	43,800	214
Limestone	21.7	27,100	210	25.1	45,500	363
New Sweden	86.8	25,600	160	81.6	47,800	233
Presque Isle	65.1	33,900	162	59.4	51,700	321
Stockholm	86.1	20,000	105	79.6	36,300	279
Van Buren	66.1	25,500	105	62.0	34,400	157
Washburn	83.9	32,000	167	76.8	45,200	230
Westmanland	83.3	37,500	N/A	92.6	47,500	275
Woodland	88.3	25,700	134	90.3	42,300	273
ROI Average	71.4	30,000	162	69.5	45,900	267
State of Maine	70.9	37,900	172	70.5	87,400	358
United States	64.4	47,200	198	64.2	79,100	374

Notes: (a) Owner-occupied, 1980 dollars.  
 (b) Renter-occupied, 1980 dollars.  
 (c) Owner-occupied, 1990 dollars.  
 (d) Renter-occupied, 1990 dollars.  
 N/A = Not available.  
 ROI = Region of Influence.

Sources: U.S. Bureau of the Census, 1980, 1990.

In 1990, median housing values in Presque Isle (\$51,700) were higher than in the other eleven communities in the ROI, and Van Buren had the lowest median housing value (\$34,400).

**Housing Construction Trends.** Data on new housing units authorized by building permits in the ROI are presented in Table 3.4-3. New authorized units averaged 176 per year in the ROI from 1980 through 1990; Caribou had the most with an average of 36 per year, and Westmanland had the least with an average of 0.2 per year.

**Table 3.4-3. Total Housing Units Authorized by Building Permits for Selected Portions of the Loring AFB Region of Influence, 1980-1990**

	1980	1985	1990	Average 1980 - 1990
Caribou	8	25	21	36
Caswell	N/A	N/A	N/A	N/A
Connor	N/A	N/A	N/A	N/A
Fort Fairfield	5	8	7	10
Limestone	1	8	2	8
New Sweden	N/A	N/A	N/A	N/A
Presque Isle	20	47	N/A	N/A
Stockholm	N/A	N/A	N/A	N/A
Van Buren	0	3	3	3
Washburn	3	1	2	6
Westmanland	N/A	0	0	N/A
Woodland	(a)	3	5	4
<b>Aroostook County</b>	<b>164</b>	<b>178</b>	<b>110</b>	<b>176</b>

**Notes:** Aroostook County totals include permits issued within all reporting communities in the county.  
 (a) No annual report received.  
 N/A = Not available.

**Sources:** U.S. Bureau of the Census, 1980, 1981, 1982a, 1982b, 1983, 1984, 1985, 1986, 1987, 1988, 1989, 1990a.

**Loring AFB Housing Stock.** In 1992, there were a total of 1,496 on-site FHUs (Table 3.4-4). Off-site military FHUs are located in the surrounding communities of Caribou, Caswell, Connor, and Limestone with 16 units each, and Presque Isle with 191 units. In addition to the military FHUs, Presque Isle contains one dormitory building, which can accommodate 32 persons.

#### Closure Conditions

**Migratory-Related Housing Demand.** The effects on housing demand from closure of the base are presented in Table 3.4-5. These projections represent the number of units vacated by the out-migrating population, through the date of closure and the change in ROI housing demand due to closure of the base.

**Table 3.4-4. Loring AFB Housing Assets**

	1988	1989	1990	1991	1992 <sup>(a)</sup>
<b>FHUs<sup>(b)</sup></b>	1,739	1,743	1,717	1,760	1,751
<b>Unaccompanied quarters</b>					
Dormitory facilities	19	30	30	33	35
Bed capacity	1,804	1,442	1,440	1,457	1,488

Notes: (a) Off-site military housing units are provided as follows: Caribou FHU - 16; Caswell FHU - 16; Connor FHU - 16; Limestone FHU - 16; Presque Isle FHU - 191; and dormitory space for 32 people. Dormitory facilities include temporary lodging facilities. On-site housing consists of 1,496 units.

(b) FHUs include both on-site and off-site units.

FHUs = Family housing units.

Sources: U.S. Air Force, 1988, 1989, 1990a, 1991a.

**Table 3.4-5. Projected Housing Demand, 1991 to Closure**

	1991	1992	1993	Closure
Caribou	546	451	352	0
Caswell	41	33	26	0
Connor	12	10	8	0
Fort Fairfield	102	87	68	0
Limestone	356	299	231	0
New Sweden	26	23	18	0
Presque Isle	107	45	34	0
Stockholm	26	23	18	0
Van Buren	71	62	48	0
Washburn	41	35	27	0
Westmanland	7	6	4	0
Woodland	83	69	54	0
Rest of County	163	136	107	0
<b>ROI Total</b>	<b>1,581</b>	<b>1,279</b>	<b>995</b>	<b>0</b>

Notes: Data are migratory-related housing demand and reflect demand from site-related population, excluding persons expected to remain in the area after the base closes. Closure represents September 1994 conditions. ROI total does not include on-site and off-site Loring AFB housing units.  
ROI = Region of Influence.

Out-migrating residents would vacate a total of 1,581 off-base housing units in the ROI between 1991 and closure. This represents 4.3 percent of the total off-base housing stock in the ROI in 1990. Of the total decrease in demand for off-base (non-military) units, Caribou would experience the greatest share of the loss (546 units or 34.5 percent) followed by Limestone (356 units or 22.5 percent), Presque Isle (107 units or 6.8 percent), and Fort Fairfield (102 units or 6.5 percent). Four of the five off-site military

FHUs will be occupied by military personnel and their dependents until the closure of Loring AFB. Housing demand in Presque Isle will also be affected by the out-migration of active duty military personnel from the 191-unit Presque Isle FHU and the dormitory. A fifth housing area Caswell FHU has been unoccupied since September 1988.

Reductions in housing demand and increases in vacancy rates are expected to cause a decline in home prices and rents and a lengthening of the time required to sell or lease residential property.

### **3.5 PUBLIC SERVICES**

The key public services examined in this analysis are municipal and county governments, public education, police and fire protection, and health care. The following section presents a discussion of the preclosure through closure conditions for each of these major public services in the ROI, focusing on those service providers that are closest geographically to Loring AFB and/or maintain the closest relations with the base.

The levels of public service are usually determined by the ratio of employees (e.g., municipal employees, sworn officers, professional fire fighters) per 1,000 persons (per capita-generated demands) and by student/teacher ratios at the primary and secondary public school levels.

If the 1990 population of a community is less than 1,000, the resulting level of public service (in full-time equivalents [FTEs]) will exceed the actual staffing level.

In addition, staffing per area of service may be affected by alterations to service area boundaries (area-generated effects). Prior to closure, the on-site property is not serviced by local jurisdictions for general government, police protection, or fire protection services. The relationship, however, between local public service providers and the nine off-site parcels is multifaceted. In general, the five off-site FHUs receive some local general government and fire protection services, while the four nonresidential off-site parcels do not receive these services. All nine off-site parcels receive police protection services from the jurisdiction in which they are located.

#### **3.5.1 Governmental Structure**

##### **Recent Trends**

**Aroostook County.** Aroostook County was incorporated in 1839. A three-member board of county commissioners is the policy-determining body. Commissioners are elected to serve 4-year terms. The County Administrator is the chief administrative official of the county and is responsible for the administration of all departments and offices controlled by the board.

Major services administered by county government include law enforcement and civil process, county jail, registry of deeds, registry of probate, emergency management agency, fire marshal, funding for several service organizations, municipal services for 108 unorganized territories, providing support staffing for the district attorney's office, and providing courtroom space for Superior Court and two District Courts.

The county supported approximately 86 FTE personnel in 1991, which results in an overall level of service of approximately 1.1 FTE personnel per 1,000 non-on-site residents. Of the various departments of the county, the largest are the sheriff, district attorney, administration, and registry.

**City of Caribou.** Caribou was incorporated in 1859 and adopted the city charter in 1968. The city has a council form of government with a city manager appointed by the council. The council is comprised of seven members who are elected for 3-year terms with two terms expiring each year. The council chairman, who carries the title of mayor, is elected annually by the council members.

The major services provided by the city include public works, police and fire protection, water, wastewater treatment, economic and community development, and parks and recreation. The city supported 75 FTE personnel in 1991, with an overall level of service of 8.0 FTE personnel per 1,000 residents. Of the various departments of the city, the largest are public works, police, fire, and general government.

**Town of Caswell.** Caswell, originally organized under the name Pleasant Ridge Plantation in 1878, was reorganized under its present name in 1879. It has a board of selectmen form of government. The board is comprised of three members, with one selectman elected each year for a 3-year term.

The major services provided by the town include public works, government administration, and recreation. The town supported a single FTE employee position in 1991, which results in an overall level of service of 2.5 FTE personnel per 1,000 resident population.

**Connor, an Unorganized Township.** Connor was organized in 1877 and designated as K, R.2; the township was incorporated in 1913 and renamed Connor. It became unorganized in 1945 and remains a part of unincorporated Aroostook County. All municipal services for Connor are provided by other jurisdictions.

**Town of Fort Fairfield.** Fort Fairfield was incorporated in 1858 and chartered in 1976. The town council is comprised of five members, each elected for a 3-year term with two terms expiring each year. The town manager is appointed by the council.

The major services provided by the city include public works, police and fire protection, government administration, and parks and recreation. The town supported 31 FTE personnel in 1991, which results in an overall level of service of 7.8 FTE personnel per 1,000 residents. Of the various departments of the town government, the largest are public works, police, and government administration.

**Town of Limestone.** Limestone was incorporated in 1869, and has a board of selectmen form of government. The board is comprised of five members, each elected for a 3-year term. The town manager is appointed by the board for an indefinite period of time.

The major services provided by the town include public works, police and fire protection, library, and parks and recreation. The town supported approximately 15 FTE personnel in 1991, which results in an overall level of service of 3.0 FTE personnel per 1,000 off-site and off-base residents. Of the various departments of the town government, the largest are public works, government administration, and the library.

**Town of New Sweden.** New Sweden, organized into a plantation in 1876 and incorporated as a town in 1895, has a board of selectmen form of government. The board is comprised of three members, each elected for a 3-year term.

The major services provided by the town include highway maintenance and government administration. The town supported 3 FTE personnel in 1991, which results in an overall level of service of 4.2 FTE personnel per 1,000 residents.

**City of Presque Isle.** Presque Isle was incorporated in 1859, and has a city council form of government made up of five members, each elected for a 3-year term, with two terms expiring each year. The city manager is appointed by the council on a 1-year renewable contract.

The major services provided by the city include public works, police and fire protection, economic and community development, and parks and recreation. The city supported 106 FTE personnel in 1991, which results in an overall level of service of 10.1 FTE personnel per 1,000 residents. Of the various departments of the city government, the largest are the police, fire, public works, and general government.

**Town of Stockholm.** Stockholm was organized in 1895 and incorporated in 1911. It has a board of selectmen form of government. The board is comprised of three members, elected to 3-year terms, with one term expiring each year.



The services provided by the town include government administration and highway maintenance. The town supported a single FTE position in 1991, which results in an overall level of service of 3.5 FTE personnel per 1,000 residents.

**Town of Van Buren.** Van Buren, which has a town council form of government, was incorporated in 1881. The council consists of five members, each elected to 3-year terms with two terms expiring each year. The town manager is appointed by the council.

The major services provided by the town include public works, sewer, police protection, library, recreation, and government administration. The town supported 19 FTE personnel in 1991, which results in an overall level of service of 6.4 FTE personnel per 1,000 residents. Of the various departments of the town government, the largest are the public works, government administration, and sewer.

**Town of Washburn.** Washburn, which has a town council form of government, was incorporated in 1861. The council has five members; each is elected for a 3-year term with two terms expiring each year. The town manager is appointed by the council.

The major services provided by the town include highway maintenance, police and fire protection, water and sewer, library, solid waste disposal, and parks and recreation. The town supported 10 FTE personnel in 1991, which results in an overall level of service of 5.3 FTE personnel per 1,000 residents. Of the various departments of the town government, the largest are public works, government administration, water, and sewer.

**Town of Westmanland.** Westmanland, which was organized in 1892, has a board of selectmen form of government. The board has three members, alternately elected each year for a 1-year term.

The services provided by the town include highway maintenance and government administration. The town supported 0.5 FTE personnel in 1991, which results in an overall level of service of 7.1 FTE personnel per 1,000 residents.

**Town of Woodland.** Woodland was organized into Woodland Plantation in 1861 and incorporated in 1880, and has a board of selectmen form of government. The board has three members, alternately elected each year for a 3-year term.

The services provided by the town include highway maintenance and government administration. The town supported 5 FTE personnel in 1991, which results in an overall level of service of 3.6 FTE personnel per 1,000 residents.

**Northern Maine Development Commission.** The Northern Maine Development Commission (NMDC), formerly the Northern Maine Regional Planning Commission, was designated by the U.S. Department of Commerce, Economic Development Administration, as an Economic Development District in 1975. The service area of the NMDC encompasses all of Aroostook County and a number of towns and unorganized townships in neighboring Penobscot, Piscataquis, and Washington counties. The NMDC represents the redevelopment areas of Fort Kent, Madawaska-Van Buren, Caribou-Presque Isle, Houlton, Patten-Island Falls, Aroostook County, and the Aroostook River Corridor Growth Center. The NMDC receives state funds to perform local and regional planning assignments, provides technical assistance to area communities interested in applying for Community Development Block Grants, and serves as a regional clearinghouse for the review of proposed projects and programs that may have a significant local impact. State funding has also been provided to organize tourist development and solid waste management strategies for the region.

#### Closure Conditions

Changes to local government employment arising from closure of Loring AFB are presented in Table 3.5-1. Effects attributable to changes in demand for local government services would follow the pattern of population out-migration (see Table 3.3-4).

Due to the loss of population from base closure, staff in the local jurisdictions could be reduced to maintain 1991 levels of service. The projected reduction in population of Aroostook County could result in the elimination of five positions, while maintaining the 1991 public service level of 1.1 employees per 1,000 residents. Reductions in government employees could also occur in the communities of the ROI, and are projected to number 11 in Caribou, 8 in Presque Isle, 3 in Limestone, 2 in Fort Fairfield, and 1 or less in the other jurisdictions.

These reductions could decrease local government staff levels to 81 FTE in Aroostook County, 64 in Caribou, 98 in Presque Isle, 12 in Limestone, 29 in Fort Fairfield, 18 in Van Buren, and 9 FTE in Washburn. Staff reductions in Woodland and other smaller, rural communities are unlikely since many of these employees are part-time. Preclosure levels of service could probably be maintained with reductions in service hours proportional to population losses. In some cases, the local jurisdiction may maintain the same staff level and, thus a higher level-of-service ratio would result in the area. Area-generated staffing levels may not occur as jurisdictional boundaries are not altered.

**Table 3.5-1. Migratory-Related Demand for Local Government Employees, 1991 to Closure**

	1991	1992	1993	Closure <sup>(a)</sup>
Aroostook County <sup>(b)</sup>	5	4	3	0
Caribou	11	9	7	0
Caswell	0	0	0	0
Fort Fairfield	2	2	1	0
Limestone	3	3	2	0
New Sweden	0	0	0	0
Presque Isle	8	6	5	0
Stockholm	0	0	0	0
Van Buren	1	1	1	0
Washburn	1	0	0	0
Westmanland	0	0	0	0
Woodland	1	1	1	0
<b>Total</b>	<b>32</b>	<b>26</b>	<b>20</b>	<b>0</b>

**Notes:** Effects are cumulative. Migratory-related local government employees represent the effects of migratory-related population changes on the number of government employees required to maintain historic level-of-service ratios. These numbers exclude the on-site population in Limestone.

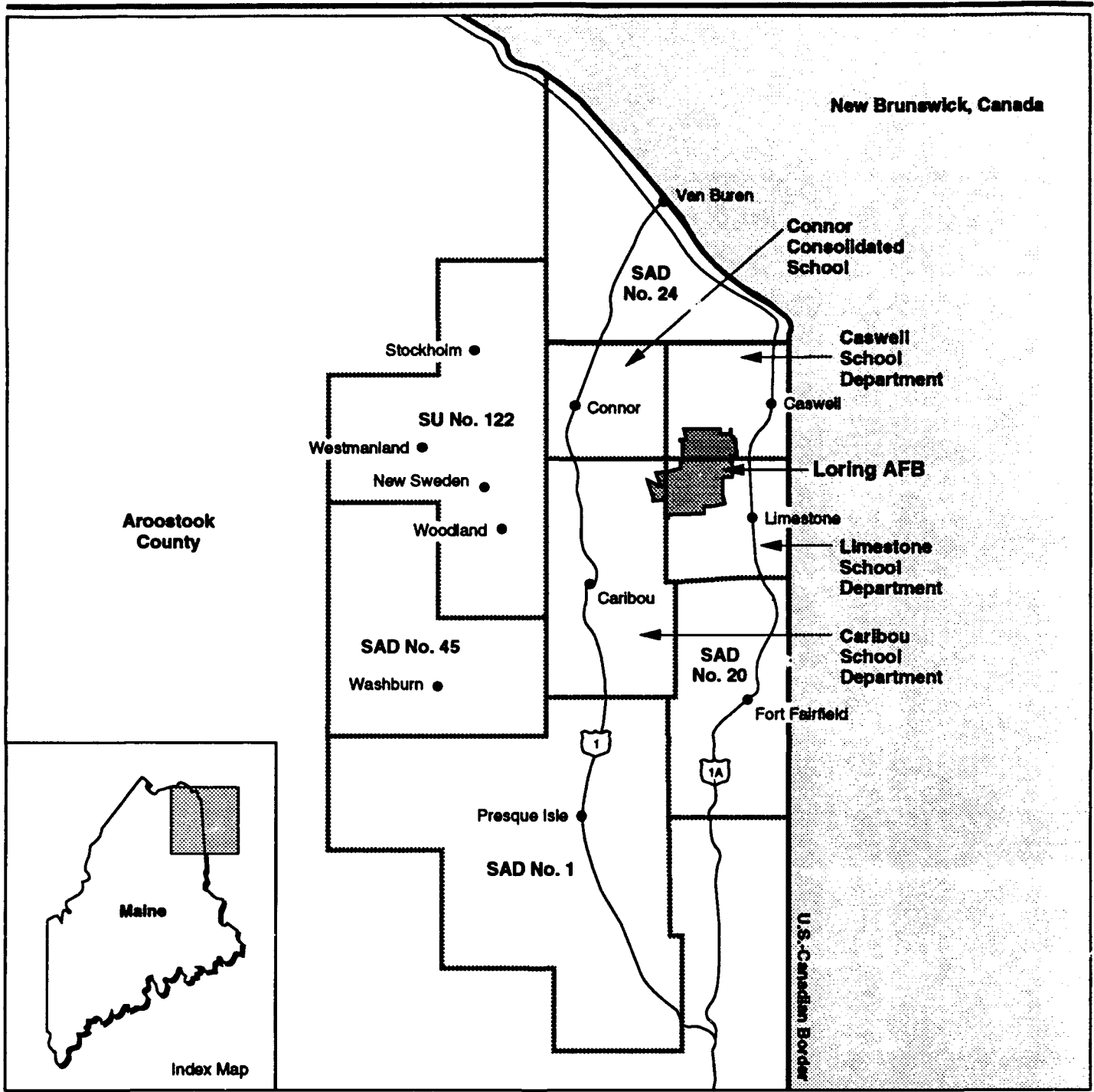
(a) Closure represents September 1994 conditions.

(b) Total presented for Aroostook County includes the effects projected for Connor.



### 3.5.2 Public Education

#### Recent Trends

Nine school districts which provide public elementary and secondary education to over 95 percent of the dependents of Loring AFB personnel (Figure 3.5-1), are most affected by the military and civilian personnel changes at Loring AFB. The Limestone School Department, Caribou School Department, and SAD No. 1, which includes the communities of Presque Isle, Castle Hill, Chapman, Mapleton, and Westfield, serve 69.4 percent of these students. Also affected would be SAD No. 20 (serving the town of Fort Fairfield); SU No. 122 (serving the towns of New Sweden, Stockholm, Westmanland, and Woodland); and four smaller districts, SAD No. 24 (serving the towns of Cyr Plantation, Hamlin, and Van Buren), SAD No. 45 (the towns of Perham, Wade and Washburn), the Caswell School Department, and the Connor Consolidated School, which is operated by the state's EUT program. The school districts discussed in this section serve the 12 communities addressed in Section 3.2 (Economic Activity) and Section 3.3 (Population), as well as eight other towns that fall within the boundaries of these school districts. For purposes of clarity, the term school district refers to SADs, departments, the SU, and the consolidated school.



**EXPLANATION**

-  School District Boundary
-  U.S. Highway
- SAD** = School Administrative District
- SU** = School Union

**School District Boundaries**



**Figure 3.5-1**

Table 3.5-2 shows fall enrollments and student/teacher ratios for each school district in the ROI from 1989 through 1991. Table 3.5-3 shows the total percent change and the average annual percent change in enrollment over the same period.

In 1991, the largest enrollment was 2,533 in SAD No. 1 followed by 1,905 in Caribou, and 1,483 in Limestone. Each of the other districts had enrollments of less than 1,000, with Caswell and Connor having less than 50 students each.

Between 1989 and 1991, total enrollment for the ROI declined 0.7 percent. Total fall enrollments increased in four districts, and declined in the remaining five districts. The districts experiencing the greatest percentage increase in enrollments were Connor with 23.7 percent, from 38 to 47 students, and SAD No. 20 with 5.0 percent, from 803 to 843 students. The districts experiencing the greatest percentage decrease in enrollments were Caswell with 8.1 percent, from 37 to 34 students, and SAD No. 24 with 5.1 percent from 666 to 632 students.

In 1991, the student/teacher ratios were between 8.5 and 15.7, with an average of 13.0. This compares to a 17.2 national average and a 13.9 state average (National Center for Education Statistics, 1993). Maine's student/teacher ratio is one of the lowest in the nation.

The only school on Loring AFB is Damon Elementary School (grades kindergarten through 5), operated by the Limestone School Department. Students living on base who are in grade 6 attend Limestone Elementary and those in grades 7 through 12 attend Limestone Junior-Senior High School. Students who are military dependents living off site attend schools in the Caribou and Limestone school departments, SAD No. 1 in Presque Isle, and the Connor Consolidated School.

Table 3.5-4 shows the number of military and civilian dependents of Loring AFB personnel enrolled in each district in the ROI, and the estimated number of dependents of secondary workers whose jobs result from activity at Loring AFB.

**Caribou School Department.** The Caribou School Department operates five schools, including two elementary schools, a middle school, a high school, and a vocational school. Students living in Connor, who are in grades 7 through 12, and students living in SU No. 122, who are in grades 9 through 12, also attend Caribou schools. In fall 1989 and fall 1991, the Caribou School Department had respective enrollments of 1,950 and 1,905, an average annual enrollment decrease of 1.2 percent. The number of teaching staff has decreased from 151 to 149 in this time period and the student/teacher ratio has decreased from 12.9 to 12.8 (see Table 3.5-2). In January 1993, the Caribou schools were operating at or below their design capacity.

**Table 3.5-2. Public School District Enrollments (Grades K-12) and Student/Teacher Ratios**

<b>Year/District</b>	<b>Enrollments</b>	<b>Teachers<sup>(a)</sup></b>	<b>Student/ Teacher</b>
<b>1989</b>			
Caribou School Department	1,950	151	12.9
Caswell School Department	37	5	7.4
Connor Consolidated School	38	4	9.5
Limestone School Department	1,463	113	12.9
SAD No. 1	2,577	181	14.2
SAD No. 20	803	66	12.2
SAD No. 24	666	70	9.5
SAD No. 45	544	39	13.9
SU No. 122	512	31	16.5
Total	8,590	660	13.0
<b>1990</b>			
Caribou School Department	1,908	148	12.9
Caswell School Department	42	4	10.5
Connor Consolidated School	44	4	11.0
Limestone School Department	1,430	113	12.7
SAD No. 1	2,556	185	13.8
SAD No. 20	819	67	12.2
SAD No. 24	646	68	9.5
SAD No. 45	539	40	13.5
SU No. 122	513	32	16.0
Total	8,497	661	12.9
<b>1991</b>			
Caribou School Department	1,905	149	12.8
Caswell School Department	34	4	8.5
Connor Consolidated School	47	4	11.8
Limestone School Department	1,483	111	13.4
SAD No. 1	2,533	182	13.9
SAD No. 20	843	67	12.6
SAD No. 24	632	66	9.6
SAD No. 45	553	42	13.2
SU No. 122	503	32	15.7
Total	8,533	657	13.0

Note: (a) Includes all certificated teachers.  
SAD = School Administrative District.  
SU = School Union.

Sources: C. Anderson, 1993; S. Anderson, 1993; Beal, 1993; Belanger, 1993; Doody, 1993; Lyon, 1993; Morse, 1992; Mowatt, 1993; and Watt, 1993.

**Table 3.5-3. Historic Fall Enrollments (Grades K-12) in Public School Districts in Loring AFB Area: 1989-1991**

School District	1989	1990	1991	Total % Change	Average Annual % Change
Caribou School Department	1,950	1,908	1,905	-2.3	-1.2
Caswell School Department	37	42	34	-8.1	-4.1
Connor Consolidated School	38	44	47	23.7	11.2
Limestone School Department	1,463	1,430	1,483	1.4	0.7
SAD No. 1	2,577	2,556	2,533	-1.7	-0.9
SAD No. 20	803	819	843	5.0	2.5
SAD No. 24	666	646	632	-5.1	-2.6
SAD No. 45	544	539	553	1.7	0.8
SU No. 122	512	513	503	-1.8	-0.9
<b>Total</b>	<b>8,590</b>	<b>8,497</b>	<b>8,533</b>	<b>-0.7</b>	<b>-0.3</b>

SAD = School Administrative District.

SU = School Union.

Sources: C. Anderson, 1993; S. Anderson, 1993; Beal, 1993; Belanger, 1993; Doody, 1993; Lyon, 1993; Morse, 1992; Mowatt, 1993; and Watt, 1993.

Caribou School Department has consistently utilized Chapter 1 Funds to increase its staff of full-time certificated teachers.

In fall 1991, 102 military dependents and 131 civilian dependents of personnel at Loring AFB were enrolled in the Caribou School Department, compared to 106 military and 122 civilian dependents in fall 1989 (see Table 3.5-4).

**Caswell School Department.** The Caswell School Department operates one school for grades kindergarten through 8. Caswell students in grades 9 through 12 attend Limestone Junior-Senior High School. Between fall 1989 and 1991, the Caswell School Department had an average annual enrollment decrease of 4.1 percent. The number of teaching staff decreased from 5 to 4 in this time period and the student/teacher ratio increased from 7.4 to 8.5. In January 1993, the school was operating below its design capacity of approximately 55 students.

In fall 1991, 8 dependents of military and 9 dependents of civilian personnel at Loring AFB were enrolled in the Caswell School Department, compared to 4 and 6, respectively, in fall 1989 (see Table 3.5-4).

**Connor Consolidated School.** Education in the unorganized territory of Connor is the responsibility of the state of Maine, which operates the

**Table 3.5-4. Enrollments Related to Loring AFB**  
Page 1 of 2

<b>Enrollment Breakdown</b>	<b>1989</b>	<b>1990</b>	<b>1991</b>
<b>Caribou School Department</b>			
Military dependents	106	106	102
Civilian dependents	122	139	131
Estimated secondary dependents	251	230	212
<b>Total AFB-related dependents</b>	<b>479</b>	<b>475</b>	<b>445</b>
AFB-related percentage of total enrollment	24.6	24.9	23.4
<b>Total enrollment</b>	<b>1,950</b>	<b>1,908</b>	<b>1,905</b>
<b>Caswell School Department</b>			
Military dependents	4	3	8
Civilian dependents	6	10	9
Estimated secondary dependents	11	10	9
<b>Total AFB-related dependents</b>	<b>21</b>	<b>23</b>	<b>26</b>
AFB-related percentage of total enrollment	56.8	54.8	76.5
<b>Total enrollment</b>	<b>37</b>	<b>42</b>	<b>34</b>
<b>Connor Consolidated School</b>			
Military dependents <sup>(a)</sup>	3	3	3
Civilian dependents <sup>(a)</sup>	0	0	0
Estimated secondary dependents	7	6	6
<b>Total AFB-related dependents</b>	<b>10</b>	<b>9</b>	<b>9</b>
AFB-related percentage of total enrollment	26.3	20.5	19.1
<b>Total enrollment</b>	<b>38</b>	<b>44</b>	<b>47</b>
<b>Limestone School Department</b>			
Military dependents	1,015	1,010	1,154
Civilian dependents	179	148	79
Estimated secondary dependents	161	148	136
<b>Total AFB-related dependents</b>	<b>1,355</b>	<b>1,306</b>	<b>1,369</b>
AFB-related percentage of total enrollment	92.6	91.3	92.3
<b>Total enrollment</b>	<b>1,463</b>	<b>1,430</b>	<b>1,483</b>
<b>School Administrative District No. 1</b>			
Military dependents	119	115	110
Civilian dependents	38	37	28
Estimated secondary dependents	109	100	92
<b>Total AFB-related dependents</b>	<b>266</b>	<b>252</b>	<b>230</b>
AFB-related percentage of total enrollment	10.3	9.9	9.1
<b>Total enrollment</b>	<b>2,577</b>	<b>2,556</b>	<b>2,533</b>

Note: (a) Data on number of military and civilian dependents in 1989-1991 are not available and have been estimated based on data for 1992.



**Table 3.5-4. Enrollments Related to Loring AFB**  
**Page 2 of 2**

<b>Enrollment Breakdown</b>	<b>1989</b>	<b>1990</b>	<b>1991</b>
<b>School Administrative District No. 20</b>			
Military dependents	55	67	46
Civilian dependents	45	37	43
Estimated Secondary dependents	50	45	42
Total AFB-related dependents	150	149	131
AFB-related percentage of total enrollment	18.1	18.2	15.5
Total enrollment	803	819	843
<b>School Administrative District No. 24</b>			
Military dependents	2	28	7
Civilian dependents	41	40	31
Estimated secondary dependents	39	36	23
Total AFB-related dependents	82	104	
AFB-related percentage of total enrollment	12.3	16.1	
Total enrollment	666	646	632
<b>School Administrative District No. 45</b>			
Military dependents <sup>(a)</sup>	6	6	6
Civilian dependents <sup>(a)</sup>	5	5	5
Estimated secondary dependents	26	24	22
Total AFB-related dependents	37	35	33
AFB-related percentage of total enrollment	6.8	6.5	6.0
Total enrollment	544	539	553
<b>School Union No. 122</b>			
Military dependents	30	26	29
Civilian dependents	47	51	55
Estimated secondary dependents	48	44	41
Total AFB-related dependents	125	121	125
AFB-related percentage of total enrollment	24.4	23.6	24.9
Total enrollment	512	513	503

Note: (a) Data on number of military and civilian dependents in 1989-1991 are not available and have been estimated based on data for 1992.

Sources: C. Anderson, 1993; S. Anderson, 1993; Beal, 1993; Belanger, 1993; Doody, 1993; Lyon, 1993, 1992; Mowatt, 1993; Watt, 1993.

Connor Consolidated School (grades kindergarten through 6) under the EUT program. Students living in Connor who are in grades 7 through 12 attend Caribou schools. Between fall 1989 and 1991, the Connor Consolidated School had an average annual enrollment increase of 11.2 percent. While the number of teaching staff remained at 4 during this time period, the student/teacher ratio increased from 9.5 to 11.8. In January 1993, the Connor Consolidated School was operating below the design capacity of approximately 100 students.

Due to lack of information for 1989-1991, it was estimated that three military dependents and no civilian dependents of personnel at Loring AFB were enrolled in the Connor Consolidated School (see Table 3.5-4).

**Limestone School Department.** The Limestone School Department operates three schools, including one elementary school on Loring AFB (grades kindergarten through 5), one elementary school in Limestone (grades kindergarten through 6), and one junior-senior high school in Limestone (grades 7 through 12). Enrollment at the Damon Elementary School on Loring AFB is approximately 589 students. Students in grades 6 through 12 who live on Loring AFB and students in grades 9 through 12 who live in Caswell attend the two off-base Limestone schools.

In fall 1989 and 1991, the Limestone School Department had enrollments of 1,463 and 1,483, respectively, producing an average annual enrollment increase of 0.7 percent. The teaching staff decreased from 113 to 111 in this time period and the student/teacher ratio increased from 12.9 to 13.4 (see Table 3.5-2). In January 1993, the Limestone schools were operating at or below design capacity.

In fall 1991, 1,154 military dependents and 79 civilian dependents of personnel at Loring AFB were enrolled in the Limestone schools, compared to 1,015 military and 179 civilian dependents in fall 1989. The AFB-related percentage of total enrollment remained relatively stable in this time period, between 91.3 and 92.6 percent, including estimated secondary dependents (see Table 3.5-4).

**SAD No. 1.** SAD No. 1 operates five elementary schools, two middle schools, and one high school, which serve students living in the communities of Castle Hill, Chapman, Mapleton, Presque Isle, and Westfield. In fall 1989 and 1991, SAD No. 1 had enrollments of 2,577 and 2,533, respectively, producing an average annual enrollment decrease of 0.9 percent. Teaching staff increased from 181 to 182 in this time period and the student/teacher ratio decreased from 14.2 to 13.9 (see Table 3.5-2). In January 1993, SAD No. 1 schools were operating at or below the design capacity.

In fall 1991, 110 military dependents and 28 civilian dependents of personnel at Loring AFB were enrolled in SAD No. 1 schools, compared to 119 military and 38 civilian dependents in fall 1989 (see Table 3.5-4). The AFB-related percentage of total enrollment remained relatively stable in this time period, between 9.1 and 10.3 percent, including estimated secondary dependents.

**SAD No. 20.** SAD No. 20 operates three schools, including an elementary school, a middle school, and a high school serving the town of Fort Fairfield. Between fall 1989 and fall 1991, SAD No. 20 had an average annual enrollment increase of 2.5 percent. The number of teaching staff increased from 66 to 67 in this time period, and the student/teacher ratio changed from 12.2 to 12.6 (see Table 3.5-2). In January 1993, the middle school was operating at capacity and the elementary and high schools were operating at or below design capacity.

In fall 1991, 46 military dependents and 43 civilian dependents of personnel at Loring AFB were enrolled in SAD No. 20 schools, compared to 55 military and 45 civilian dependents in fall 1989. The AFB-related percentage of total enrollment remained relatively stable in this time period, between 15.5 and 18.2 percent, including estimated secondary dependents (see Table 3.5-4).

**SAD No 24.** SAD No. 24 operates two schools, including an elementary school and a combined junior-senior high school, serving the communities of Cyr Plantation, Hamlin, and Van Buren. Between fall 1989 and 1991, SAD No. 24 had an average annual enrollment decrease of 2.6 percent. Teaching staff decreased from 70 to 66 in this time period and the student/teacher ratio remained stable at 9.5 to 9.6. In January 1993, the schools were operating below their design capacity (see Table 3.5-2).

In fall 1991, 7 military dependents and 31 civilian dependents of personnel at Loring AFB were enrolled in SAD No. 24 schools, compared to 2 military dependents and 41 civilian dependents in fall 1989 (see Table 3.5-4). The AFB-related percentage of total enrollment varied between 11.2 and 16.1 percent in this period.

**SAD No. 45.** SAD No. 45 operates a kindergarten through 8th grade school and a high school, serving the towns of Perham, Wade, and Washburn. In fall 1989 and fall 1991, SAD No. 45 had enrollments of 544 and 553, respectively, producing an average annual enrollment increase of 0.8 percent. Teaching staff increased from 39 to 42 in this same period and the student/teacher ratio decreased from 13.9 to 13.2 (see Table 3.5-2). In January 1993, the elementary school and the high school were operating below their design capacities.

In fall 1989 and fall 1991, approximately six military and five civilian dependents of personnel at Loring AFB were enrolled in SAD No. 45 schools

(see Table 3.5-4). The AFB-related percentage of total enrollment remained relatively stable in this period, between 6.0 and 6.8 percent, respectively, including estimated secondary dependents.

**SU No. 122.** SU No. 122 serves the towns of New Sweden, Stockholm, Westmanland, and Woodland. Three elementary schools (grades kindergarten through 8) are located in the towns of New Sweden, Stockholm, and Woodland. In Westmanland, students in grades kindergarten through 8 are bused to New Sweden and students in grades 9 through 12 from all four towns are bused to Caribou. In fall 1989 and fall 1991, SU No. 122 had enrollments of 512 and 503, respectively, producing an average annual enrollment decrease of 0.9 percent. Teaching staff increased from 31 to 32 in this time period and the student/teacher ratio decreased from 16.5 to 15.7 (see Table 3.5-2). A new elementary school is planned for New Sweden to address capacity constraints.

In fall 1991, approximately 29 military and 55 civilian dependents of personnel at Loring AFB were enrolled in SU No. 122 schools, and in fall 1989 there were 30 military and 47 civilian dependents (see Table 3.5-4). The AFB-related percentage of total enrollment remained relatively stable in this time period, between 23.6 and 24.9 percent, including estimated secondary dependents.

#### Closure Conditions

Potential effects to public school enrollment and teaching staff due to base closure are presented in Table 3.5-5. The Limestone School Department is projected to experience the greatest percentage decrease (69.9 percent) from fall 1991 enrollments due to base closure, from 1,483 to 446 students. The Caswell School Department enrollments are expected to decrease 35.3 percent, from 34 to 22 students; Connor Consolidated School enrollments are expected to decrease 14.9 percent, from 47 to 40 students; Caribou School Department enrollments are expected to decrease 13.6 percent, from 1,905 to 1,645 students. Each of the other school districts is projected to lose less than 10 percent of enrollments due to closure: SU No. 122 with 8.5 percent, from 503 to 460 students; SAD No. 1 with 5.6 percent, from 2,533 to 2,391 students; SAD No. 20 with 5.1 percent, from 843 to 800 students; SAD No. 24 with 5.1 percent, from 632 to 600 students; and SAD No. 45 with 4.2 percent, from 553 to 530 students.

Although reductions in base-related demand for teachers and facilities could occur, enrollment effects of base closure may be distributed by grade level so that reductions in teaching staff or facilities may not be required or practical. Projected staff levels are based on changes in total enrollment and do not account for distribution effects at grade level except where students are bused to schools in another district. If teaching staff changes

**Table 3.5-5. Migratory-Related Enrollment and Teaching Staff Effects,  
1991 to Closure**

	1991	1992	1993	Closure
<b>Student Enrollment Effects</b>				
Caribou School Department	260	209	177	0
Caswell School Department	12	10	8	0
Connor Consolidated School	7	5	4	0
Limestone School Department	1,037	897	731	0
SAD No. 1	142	110	91	0
SAD No. 20	43	36	31	0
SAD No. 24	32	27	24	0
SAD No. 45	23	19	17	0
SU No. 122	43	35	30	0
<b>Total</b>	<b>1,599</b>	<b>1,343</b>	<b>1,113</b>	<b>0</b>
<b>Teaching Staff Effects</b>				
Caribou School Department	20	16	14	0
Caswell School Department	1	1	1	0
Connor Consolidated School	1	0	0	0
Limestone School Department	78	67	55	0
SAD No. 1	10	8	7	0
SAD No. 20	3	3	2	0
SAD No. 24	3	3	3	0
SAD No. 45	2	1	1	0
SU No. 122	3	2	2	0
<b>Total</b>	<b>121</b>	<b>101</b>	<b>85</b>	<b>0</b>

**Note:** Teaching staff effects are rounded to the nearest whole number; thus, zeros in 1992 and 1993 for Connor represent less than 0.5 full-time equivalent (FTE).

SAD = School Administrative District.

SU = School Union.

occur based solely on preclosure student/teacher ratios, the number of teachers in Limestone schools would decrease from 111 to 33, in Caribou schools from 149 to 129, the number in the Caswell school from 4 to 3, and the Connor Consolidated School from 4 to 3. In the other districts the number of teachers would decrease from 182 to 172 in SAD No. 1, from 67 to 64 in SAD No. 20, from 66 to 63 in SAD No. 24, from 42 to 40 in SAD No. 45, and from 32 to 29 in SU No. 122.

### 3.5.3 Police Protection

Level-of-service ratios were determined using full-time sworn police officers only.

### Recent Trends

Police protection for Loring AFB is provided by the 42nd Security Police Squadron. Off-site protection within the ROI is provided by the Maine State Police, the Aroostook County Sheriff's Department, and the municipal departments of Caribou, Fort Fairfield, Limestone, Presque Isle, Van Buren, and Washburn. The principal correctional facility is the Aroostook County Jail in Houlton, which is operated by the Sheriff's Department and is the only facility approved for holding felons. The communities of Caribou, Presque Isle, and Van Buren have temporary detainment facilities.

Both the Maine State Police and Aroostook County Sheriff's Department have jurisdiction in the county, except for the on-site portion of Loring AFB, and provide complete law enforcement services to the communities of Caswell, Connor, New Sweden, Stockholm, Westmanland, and Woodland. While the Sheriff's department patrols the entire county, it concentrates in the unorganized portions of the county; meanwhile, the State Police actively patrol only the populated portions of the county that do not otherwise receive law enforcement services. In some instances, both agencies provide service and respond to calls. The State Police also cover areas outside the "compact zones" (or built-up sections of the cities) of Caribou and Presque Isle, and provide the remaining communities with informal, mutual assistance relating to fatal accidents, felonies, and incidents requiring K-9 support, such as tracking people, building searches, and drug detection.

**Maine State Police.** The Maine State Police have jurisdiction over the 6,453 square-mile county (except the on-site portion of Loring AFB), and actively patrol the populated portions of the county. They provide traffic patrol and assistance, and perform criminal investigations. In 1991, the Aroostook County department of the Maine State Police was staffed with 30 full-time sworn officers and 10 support staff and was equipped with 25 cruisers. There are seven troopers each in three sections of the county, who operate independently in cruisers. The level of service provided by the State Police is 0.4 sworn officer per 1,000 population (excluding the on-site population). This is based on a 1991 county population of 86,209, less the 4,702 military personnel and dependents that live on site. The State Police operate primarily out of the Maine State Police Building in Houlton where administration, dispatch, accident investigation, and homicide and criminal investigations are based. The State Police utilize the county detention facility located in a separate facility in Houlton, the eight temporary holding cells in the city police station in Presque Isle, and four temporary cells in Caribou. After 48 hours, inmates from the holding cells are transferred to the county detention facility in Houlton.

**Aroostook County Sheriff's Department.** The Aroostook County Sheriff's Department also has jurisdiction over the entire county except the on-site portion of Loring AFB, but concentrates in the unorganized areas. The

department responds to criminal complaints and domestic calls, and investigates property crimes. The 1990 staffing level included 12 full-time sworn officers, 4 full-time dispatchers, 1 full-time secretary, and 30 reserve personnel. Additionally, there are 32 correctional officers who staff the detention center. The level of service is equivalent to 0.1 full-time sworn officer per 1,000 population of 81,507. The department operates out of two facilities: one in Houlton, where the main administration and detention facilities are located; and one in Caribou, which houses the patrol office and transportation section. The department is equipped with 5 marked patrol cars, 10 unmarked vehicles, 1 pickup, 1 all-terrain vehicle, and 1 K-9 vehicle. There are no formal mutual aid agreements in place with the communities within the county. The Sheriff's Department operates the 60-inmate detention facility located in Houlton.

**City of Caribou.** The Caribou Police Department serves the city of Caribou, which encompasses a 72-square mile area (less the 0.9 square mile of on-site Loring AFB property) with a 1991 resident population of approximately 9,336. The department occupies the ground floor of the City Office Building in downtown Caribou. The department is certified by the state of Maine to provide a 48-hour holding facility containing four cells. In 1991, the Caribou Police Department was staffed by 14 sworn officers, 1 parking enforcement officer/matron, 1 animal control officer, 1 secretary, 1 dispatcher, and 10 reserve officers. The department provides 1.5 sworn officers per 1,000 population. The inventory of equipment includes three marked patrol cars and one animal control vehicle. The city participates in mutual aid agreements with the towns of Limestone and Fort Fairfield. The city provides dispatch services under contract to the towns of Limestone and Washburn.

**Town of Fort Fairfield.** The Fort Fairfield Police Department provides service to the town (72 square miles). In 1991, staffing comprised four full-time officers, ten reserve officers, one dispatcher, and one animal control officer. Staffing provides a 1991 service ratio of 1.0 FTE officer per 1,000 population of 3,965. The equipment utilized by the department includes two marked patrol cars, one unmarked car, and one traffic vehicle. The station does not have detention facilities; and offenders are transported to the holding center in Presque Isle or the county detention facility in Houlton. Informal mutual aid agreements are maintained with the police departments in Caribou and Limestone.

**Town of Limestone.** The Limestone Police Department provides complete service to the town (27.5 square miles), excluding the on-site portion (8.4 square miles) of Loring AFB. In 1991, 3 full-time officers and 12 reserve officers were on staff. These staffing levels are equivalent to 0.6 FTE officer per 1,000 population served of 5,041. The personnel are equipped with two police cruisers. The department does not maintain detention facilities and offenders are transported to the holding center in

Caribou or the county detention center in Houlton. Informal mutual aid agreements are maintained with Caribou and the Fort Fairfield police departments, and support is provided on an as-needed/as-available basis. Dispatching services for the department are provided by the Caribou Police Department.

**City of Presque Isle.** The Presque Isle Police Department, which has the largest staff within the Loring AFB ROI encompassing a 72-square mile service area, responds to and investigates all calls except homicide. A 1991 staffing level of 20 sworn officers, 3 civilian dispatchers, 1 administrative assistant, and 1 parking enforcement officer provided approximately 1.9 FTE sworn officers per 1,000 population of 10,512. The department is based in a building equipped with a 48-hour detention facility, which has eight cells. The department utilizes three marked cruisers, two unmarked cruisers, one K-9 cruiser, and one moped to patrol and respond to calls for service.

The department does not participate in mutual aid agreements with other area departments. Loring AFB pays for service provided to the off-site FHU area within the city. The department routinely patrols the area and performs accident investigations and preliminary investigation of all complaints, which are turned over to Loring AFB Security Police for final resolution.

**Town of Van Buren.** The service area of the Van Buren Police Department covers 33 square miles. In 1991, the department employed a staff of 11 personnel: 3 full-time sworn officers and 8 reserve officers. This staffing provided approximately 1.0 FTE per 1,000 population of 2,963. The department operates out of a single station, which houses two marked patrol units and two detention cells. No formal mutual aid agreements with other communities exist, but assistance is provided on an as-needed and as-available basis.

**Town of Washburn.** The Washburn Police Department provides complete service to the town, a 36-square mile area. In 1991, the department had one full-time sworn officer and six reserve sworn officers. This staffing level corresponded to 0.5 FTE sworn officer per 1,000 population of 1,870. Equipment includes two marked cruisers. The department does not maintain detention facilities; offenders are transported to the holding center in Caribou or to the county detention facility in Houlton. No formal mutual aid agreements have been made with other local communities, but assistance is provided on an as-available basis.

**Loring AFB Security Police Squadron.** The Loring AFB 42nd Security Police Squadron is responsible for providing security for Loring AFB. The squadron is staffed by 164 officers. Prior to closure, no increases in staffing or infrastructure are anticipated. The squadron operates out of two facilities, Building 8420 and the Humane Society building, which houses the military working dogs. The confinement area in Building 8420 contains two



detention cells. Equipment consists of nine patrol sedans, five multi-purpose vehicles, one maintenance van, one 1-ton cattle truck, and four all-terrain vehicles. The K-9 group consists of three military working dogs: one operates with customs officers in narcotics detection, one accompanies the patrol cars, and one is trained in explosives detection.

Although the Air Force owns the facilities and improvements associated with the off-site areas, the communities in which these developments are located have jurisdiction. Due to the distance and increased response time to calls for service, the Loring AFB Security Police do not actively patrol the nine off-site parcels. The squadron is ultimately responsible for law enforcement in these areas, and is informed by the residents, or civilian contractors at the Madawaska Dam and Caribou Communication sites, of incidents requiring their attention.

#### Closure Conditions

Projected effects on police protection in the Loring AFB ROI resulting from base closure are presented in Table 3.5-6. Potential effects due to the changes in demand for police protection services reflect only the pattern of migratory-related population changes in the region. A local jurisdiction may maintain the same staff level resulting in a higher level of service. Area-generated staffing effects may not occur as jurisdictional boundaries are not altered. Closure of Loring AFB will result in a total out-migration of 9,225 people, comprising active duty and civilian personnel, retirees, secondary workers, and their respective dependents from Aroostook County. Within the county, excluding the on-site population, Caribou would experience the greatest loss (1,361) of residents, which may result in a reduction of two sworn officer positions. Limestone is projected to lose 899 residents, which corresponds to a loss of one full-time officer. Presque Isle is projected to reduce sworn officer staffing levels by one position in response to a loss of 784 residents. The Maine State Police are projected to reduce staffing levels by two full-time sworn officers as a result of 4,523 persons out-migrating from the county (excluding the 4,702 on-site residents). The Aroostook County Sheriff's Department is projected to reduce staffing by one full-time sworn officer due to the closure of Loring AFB. The remainder of the communities are not projected to experience population reductions sufficient to warrant reductions below preclosure staffing levels.

#### **3.5.4 Fire Protection**

Level-of-service ratios were determined using full-time fire fighters, except in those jurisdictions where volunteer personnel were used.

**Table 3.5-6. Migratory-Related Demand for Police Officers, 1991 to Closure**

	1991	1992	1993	Closure
Maine State Police <sup>(a)</sup>	2	1	1	0
Aroostook County Sheriff <sup>(b)</sup>	1	1	1	0
Caribou	2	2	1	0
Fort Fairfield	0	0	0	0
Limestone	1	0	0	0
Presque Isle	1	1	1	0
Van Buren	0	0	0	0
Washburn	0	0	0	0
Total	7	5	4	0

Notes: Table shows effects of migratory-related population changes on number of sworn officers required to maintain level-of-service ratios. Data are rounded to the nearest whole person; thus, except at closure, zeros may equal less than one person. Effects are cumulative.

(a) Totals shown for Maine State Police includes the effects projected for Connor.

(b) Totals presented for Aroostook County Sheriff include the effects projected for Caswell, New Sweden, Stockholm, Westmanland, and Woodland.

### Recent Trends

Fire protection in the Loring AFB ROI is provided by the base and by city and town fire departments in the surrounding communities. Aroostook County does not maintain a fire fighting service and relies upon the municipalities to provide fire protection. Each fire department, including Loring AFB, provides assistance to other departments to the extent possible and on an as-needed basis through both formal and informal mutual aid agreements.

**City of Caribou.** Caribou maintains a fire department and ambulance service based in one facility. The department is responsible for primary service to the 72-square mile area of the city (excluding on-site base property) and provides paid protection to Connor, New Sweden, Westmanland, and Woodland. In 1991, the Caribou Fire Department provided coverage to this five-community area with a population base of 11,960 and a total area of approximately 215 square miles (after adjusting for the 0.836-square mile area of Loring AFB). In 1991, the 14 FTE fire fighters and 30 paid on-call fire fighters provided a level of service of 1.2 FTE fire fighters per 1,000 population. The equipment in the department consists of five vehicles and one pumper. Written mutual aid agreements are in place with the surrounding communities of Fort Fairfield, Limestone, Presque Isle, and Washburn, in addition to Loring AFB for both fire and emergency medical service calls. The Caribou Fire Department also provides ambulance services to the communities listed above, as well as Limestone, Stockholm, Terham, and unincorporated Township 16—Range 4. Dispatching services for both fire and ambulance calls are provided by personnel located in the fire station.

**Town of Caswell.** Caswell contracts with the Limestone Fire Department for fire protection services. An additional fee is paid to the city of Caribou for annual ambulance services.

**Connor.** The unorganized township of Connor contracts with the Caribou Fire Department for fire protection and ambulance services.

**Town of Fort Fairfield.** Fort Fairfield provides fire protection service to the 72-square mile area included within its municipal boundaries from one facility. Staffed by 3 FTE fire fighters and 22 paid on-call volunteers in 1991, the department provided 0.8 full-time fire fighter per 1,000 population. Equipment includes eight trucks, four of which are pumpers, and a boat for water rescues. Fort Fairfield participates in written, non-paid mutual aid agreements with Caribou, Easton, Limestone, and Presque Isle, as well as Perth-Andover in New Brunswick, Canada, and receives ambulance service through The Aroostook Medical Center.

**Town of Limestone.** The Limestone Volunteer Fire Department provides fire protection to Limestone and Caswell. Services provided to Caswell are paid by Caswell. In 1991, the service area had a combined population base of 5,438 and covered 59.2 square miles (excluding the on-site area of Loring AFB). The department operates out of a 2,600-square-foot station, manned by one FTE fire fighter. In 1991, the staff also consisted of 1 volunteer fire chief, 1 assistant chief, and 15 volunteer fire fighters, providing a level of service equivalent to 0.2 FTE fire fighter per 1,000 population. The equipment includes five vehicles, and six self-contained breathing apparatus. The town of Limestone participates in formal, written mutual aid agreements with the communities of Caribou, Fort Fairfield, and Loring AFB, and receives ambulance service from the city of Caribou on a contract basis.

**Town of New Sweden.** New Sweden contracts with the Caribou Fire Department for fire protection services. An additional fee is paid to the city of Caribou for yearly ambulance services.

**City of Presque Isle.** In 1991, Presque Isle maintained a staff of 16 full-time fire fighters (including the chief), and 33 paid on-call fire fighters. The department is located in a single facility that houses the ladder truck, two pumpers, two tankers, an airport crash rescue unit, and self-contained breathing apparatus equipment.

The department is also responsible for crash/fire rescues at the Northern Maine Regional Airport in Presque Isle. Calls for service are dispatched from the station in the city. The Presque Isle Fire Department participates in a variety of mutual aid programs, some of which are formal, written agreements, and others which are informal, verbal commitments. Assistance for structural fires is provided through a formal written agreement to the towns of Caribou, Easton, Fort Fairfield, Mapleton, Mars

**Hill, and Washburn, and paid contract services are provided to a 2-square-mile portion of East Chapman and Westfield (with 1991 populations of 100 and 589, respectively). Presque Isle receives ambulance service from The Aroostook Medical Center. The combined 1991 population served by the department totals 11,201, which corresponds to a level of service of 1.4 fire fighters per 1,000 population.**

**Town of Stockholm.** The Stockholm Volunteer Fire Department provides service to the town, a 36-square mile area. In 1991, the department consisted of 20 volunteer fire fighters, including two emergency medical technicians (EMTs). The level of service provided to the town's population of 289 in 1991 is equivalent to 69.2 volunteer fire fighters per 1,000 population. The fire department operates out of a single facility and is equipped with two tankers, one brush truck, and one pickup. The town participates in a formal, mutual aid agreement with the fire department in Caribou, and has an informal agreement with Loring AFB. Stockholm also provides structural fire-fighting support to Township 16, Range 4.

**Town of Van Buren.** The Van Buren Volunteer Fire Department serves a 132-square mile area comprised of the towns of Cyr Plantation, Hamlin, and Van Buren, and Township 17, Range 3. The estimated 1991 population of this area is 3,420 persons, resulting in a level of service of 8.8 volunteer fire fighters per 1,000 population. The fire department operates out of 2 stations in Van Buren and was staffed by 30 volunteers in 1991. The department's equipment includes three pumpers, one tanker, and one bucket truck. The Van Buren Fire Department participates in mutual aid agreements with the communities of Grand Isle, Maine, and St. Leonard, New Brunswick, providing fire protection to these areas on an as-needed basis.

The town of Van Buren provides ambulance service within the township boundaries, and to the surrounding communities of Caswell, Cyr Plantation, Grand Isle, and Hamlin. Payment is based on the population served in each community. The service is operated out of a single facility located in Van Buren, which houses 1 full-time director and 14 volunteers. The ambulance service is equipped with two ambulances, one rescue truck, one Jaws of Life unit, and rams. Dispatching is contracted through the town of Van Buren. There are mutual aid agreements in place with Emergency Medical Service Region 5; Aroostook County; and St. Leonard, New Brunswick.

**Town of Washburn.** The Washburn Volunteer Fire Department provides fire protection services to the 36-square mile town. Washburn also provides assistance (paid as needed) to the towns of Perham and Wade. In 1991, the staffing consisted of 20 personnel, including 2 EMTs. The level of service provided to the combined service area of 2,508 residents is equivalent to 8.0 volunteer fire fighters per 1,000 population. The department operates out of one station, and is equipped with three trucks. Ambulance services are contracted through The Aroostook Medical Center's

Memorial Hospital located in Presque Isle. During the day dispatch service is handled by the fire station, and by night it is provided, under contract, by the Caribou Police Department. Informal mutual aid agreements are in place with the communities of Caribou, Presque Isle, and Mapleton.

**Town of Westmanland.** The town of Westmanland contracts with the Caribou Fire Department for fire protection services. An additional fee is paid to the city of Caribou for ambulance services.

**Town of Woodland.** Woodland contracts with the Caribou Fire Department for fire protection services. An additional fee is paid to the city of Caribou for ambulance services.

**Loring AFB.** The primary mission of the 42nd Fire Protection Branch at Loring AFB is to provide fire, crash, and rescue services along the flightline. In addition to protecting both based and transient aircraft, the unit also provides protection to the on-site facilities. Fire department personnel are housed in three facilities: two adjacent to the runway and the third in Building 2, which houses all of the communications equipment and alarm and dispatch services. The fire department is responsible for containment and suppression of all structural on-site fires. The off-site FHU parcels are patrolled and served by the community within which they are located. No active patrol occurs for the other off-site areas; however, the base responds to calls for service.

The fire department comprises 50 active duty military personnel and 31 civilians. The fire department operates 16 vehicles, which consist of an air cascade system, a Jaws of Life, crash and foam trucks, and brush and utility trucks. The base participates in mutual aid agreements with the community fire departments within Aroostook County. Also, if the ambulance companies in either Limestone or Caribou are unable to respond, the ambulance stationed at Loring AFB Strategic Hospital is deployed in conjunction with the base fire trucks.

#### Closure Conditions

Potential effects of base closure on the fire protection services in the Loring AFB ROI are presented in Table 3.5-7. A local jurisdiction may maintain the same staff level resulting in a higher level of service. Area-generated staffing levels may not occur as jurisdictional boundaries are not altered. Closure of Loring AFB will result in a total out-migration of 9,225 people. Within the county, excluding the on-site Loring AFB property, Caribou will experience the greatest loss (1,361 residents), which when combined with the total projected out-migration from the communities within its service area (Connor, New Sweden, Westmanland, and Woodland) corresponds to a loss of two full-time fire fighters. Stockholm is projected to experience a loss of 65 residents, which may result in a reduction of five fire fighters.

**Table 3.5-7. Migratory-Related Demand for Fire Fighters, 1991 to Closure**

	1991	1992	1993	Closure
Caribou <sup>(a)</sup>	2	2	1	0
Fort Fairfield	0	0	0	0
Limestone <sup>(b)</sup>	0	0	0	0
Presque Isle	1	1	1	0
Stockholm	5	4	3	0
Van Buren	2	2	1	0
Washburn	1	1	1	0
<b>Total</b>	<b>11</b>	<b>10</b>	<b>7</b>	<b>0</b>

**Notes:** Effects of migratory-related population changes on the number of fire fighters required to maintain level-of-service ratios. Data are rounded to the nearest whole person; thus, except at closure, zeros may equal less than one person. Effects are cumulative.

(a) Totals presented for Limestone include migratory-related effects projected for Caswell.

(b) Totals presented for Caribou include migratory-related effects projected for Connor, New Sweden, Westmanland, and Woodland.

The town of Van Buren is anticipated to experience a decline in population of 174, which may cause a reduction of 2 fire fighters. The communities of Presque Isle and Washburn are projected to reduce their staffing levels by one each. Limestone is projected to experience a loss of 899 residents plus the projected loss for Caswell (100 residents); however, no reduction in fire fighting personnel is expected. Similarly, Fort Fairfield is not projected to reduce staffing levels due to closure. With base closure, local fire departments and communities would no longer be able to rely on mutual aid assistance for fire protection, fire suppression, rescue, or hazardous materials emergency support from the base.

### 3.5.5 Health Services

#### Recent Trends

Aroostook County is the region where residents within the Loring AFB ROI are most likely to obtain health care services. Within Aroostook County in 1991 there were 87 registered physicians, 744 registered nurses (RNs), 465 licensed practical nurses (LPNs), and 15 dentists. These health care specialists served a 1991 county population of 86,209 providing a level of service of 15.2 health care professionals per 1,000 population. Four hospitals are within close proximity to the base, and have a total of 298 beds. The occupancy rate for these facilities ranges from a low of 52 percent for acute care in A.R. Gould Memorial to a high of 100 percent

Loring AFB operates a hospital with both inpatient and outpatient services for active duty military, retirees, and their dependents. In 1991, the

hospital served 7,194 active duty personnel and their dependents and 1,781 retirees and their dependents in the ROI.

**Military Health Care Services.** Located in the southwest portion of Loring AFB, the 42nd Strategic Hospital is staffed with a wide range of specialists to provide health care and dental services to the military personnel and retirees of the 42nd Bombardment Wing. The inpatient facility, which opened in 1988, offers a full range of medical services including a dental clinic, pharmacy, and medical logistics. The staffing for the fourth quarter of FY 1992 was 15 medical corps, 5 dental corps, 24 nurse corps, 9 biomedical services corps, 3 medical services corps, and 127 enlisted and 35 civilian positions. The base hospital is not a regional facility; however, the aeromedical evacuation system provides access to referral hospitals.

The closest military facilities to Loring AFB include Togus Veterans Administration (VA) Hospital in Augusta, Maine (approximately 175 miles south), Brunswick Naval Air Station in Brunswick, Maine (approximately 210 miles south), and Plattsburgh AFB in New York (approximately 280 miles southwest). Any honorably discharged veteran is eligible to use a VA hospital. If care is required for a non-service-related illness or injury, a fee may be required for service.

In addition to military health services offered through the base clinic, military personnel and dependents have access to the Civilian Health and Medical Program of the Uniformed Services (CHAMPUS). This is a co-payment medical plan, with an annual deductible, that provides payment for specific medical services to eligible dependents of active, retired, or deceased military personnel. Active duty military personnel are covered by the program for medical services not available at their base, or for emergencies. As with many insurance plans, CHAMPUS pays approximately three-quarters of the set rate for a given medical service. CHAMPUS is honored by hospitals, clinics, and doctors nationwide, including the health care facilities mentioned in this report. Because there are limitations and constraints to the coverage offered by CHAMPUS, retired military personnel are encouraged to supplement this health care plan with secondary coverage.

**Community Health Care Services.** Civilian health care within the Loring AFB ROI is provided by two organizations, The Aroostook Medical Center and the Cary Medical Center.

The Aroostook Medical Center operates within a service area that includes 27,420 (in 1990) people residing in 20 communities, most of whom are within 15 miles of the acute care facility in Presque Isle. This service area is located completely within Aroostook County. The Aroostook Medical Center includes the A.R. Gould Memorial Hospital in Presque Isle, the Community General Hospital in Fort Fairfield, The Aroostook Health Center in Mars Hill, the Washburn Regional Health Center in Washburn, and Crown

**Ambulance.** These facilities are staffed by 42 physicians, 127 RNs, 78 LPNs, 37 EMTs, and paramedics. Overall, there are 115 acute care beds, 25 skilled care beds, and 71 intermediate care beds with occupancy rates of 52 percent, 92 percent, and 100 percent, respectively.

The A.R. Gould Memorial Hospital in Presque Isle provides a complete range of medical services, including cardiopulmonary medicine; ear, nose, and throat; and geriatrics.

Community General Hospital in Fort Fairfield provides acute medical-surgical care, psychiatric inpatient care, long-term care, a comprehensive rehabilitation unit, and a local 24-hour emergency outpatient center. The Aroostook Health Center is located in Mars Hill, a community immediately southeast of Presque Isle. This facility is equipped with 15 skilled nursing beds and 55 intermediate care beds, providing skilled nursing and long-term care.

The Washburn Regional Health Center, located in the town of Washburn, provides outpatient care through a physician's office, which is staffed by one physician's assistant two days per week.

Crown Ambulance, also owned and operated by The Aroostook Medical Center, comprises a fleet of eight ambulances: two at Memorial Hospital in Presque Isle, two at Community General in Fort Fairfield, two at The Aroostook Medical Center in Mars Hill, and two backup units. The ambulances provide service to central Aroostook County, covering approximately 1,000 square miles.

The Cary Medical Center provides an acute care facility in Caribou, which serves 11 communities with a total population of 18,250. The 130,507-square-foot facility has 65 beds, with an occupancy rate of 65.4 percent. The hospital supports a staff of 24 physicians, 107 RNs, and 48 LPNs. The medical center provides a full range of services including a number of specialties: orthotics/prosthetics; ear, nose, and throat; and endocrinology. A VA clinic, located within the Cary Medical Center, provides outpatient services to veterans.

The Van Buren Hospital located in Van Buren is affiliated with the Cary Medical Center. This 22,000-square-foot facility serves as a long-term ambulatory care center for mentally handicapped patients. The hospital is staffed by one family practice physician, one general practice physician, one RN, and seven licensed vocational nurses. This facility serves a 150-square-mile area with a resident population of 5,500. The center has 9 beds and an annual occupancy rate of 100 percent.

Following the national trend, as the demand for inpatient services continues to decline and outpatient services increase, private health care facilities may



need to adjust the services offered to accommodate these changes. The Aroostook Medical Center and Cary Medical Center, the two major providers of health care services in the county, are planning to consolidate under one governing body, which would continue to provide the county with major medical services at six facilities. The new organization would serve as a clearing house for medical services including home health, rehabilitation, and health education for county residents. This proposed change is projected to be complete within 10 to 15 years.

#### Closure Conditions

The 42nd Strategic Hospital has identified a drawdown schedule for services and facilities. It is operating at capacity for inpatient care, and is planning to retain this occupancy rate through January 30, 1994. At that time, all inpatient care will cease, and the hospital will operate as a clinic serving only active duty military patients. Retirees, as of January 30, 1994 will lose both inpatient and outpatient privileges. By the end of May 1994, the hospital will discontinue most medical services and an aid station will be activated. This station and all services will be terminated on September 30, 1994, when the base closes.

After closure, the remaining 354 active duty military and dependents and 1,425 retirees and dependents would likely use the health care facilities within the ROI. Veterans will be able to continue to access the VA clinic at the Cary Medical Center in Caribou. The demand generated by the remaining active duty and retiree population would represent only a small increase in admissions to the health care facilities. Given the occupancy rates for the hospitals in the ROI, it is anticipated that the facilities could accommodate the increased demand for both inpatient and outpatient care.

### **3.6 PUBLIC FINANCE**

The financial characteristics of the potentially affected jurisdictions surrounding Loring AFB are presented below. Recent trends are discussed and followed by discussion of the effects associated with base closure and placement in caretaker status. Closure and disposal of the nine off-site parcels are not anticipated to affect the financial condition of the communities in which they are located, as property of the U.S. government is exempt from local and state taxation and code restrictions.

#### **3.6.1 Aroostook County**

##### Recent Trends

Services provided by Aroostook County are funded principally through the county's general fund. In FY 1991, the beginning fund balance was \$348,987. Adding fiscal year revenues of \$3,842,172 and deducting fiscal

year expenditures of \$4,032,444 leaves a surplus fund balance of \$158,715, or about 3.9 percent of operating expenditures (Table 3.6-1).

Principal revenue sources of the county are municipal taxes (79.9 percent of total FY 1991 general fund revenue collections), fees of office (6.0 percent of total FY 1991 collections), service fees (5.5 percent of total FY 1991 collections), and intergovernmental transfers (4.6 percent of total FY 1991 collections).

Principal expenditures are for jail operations (27.1 percent of total FY 1991 expenditures), general and administration (22.5 percent of total FY 1991 expenditures), court operations (11.0 percent of total FY 1991 expenditures), and the sheriff's department (8.9 percent of total FY 1991 expenditures).

Assessed valuation in Aroostook County was approximately \$1,960,850,000 in 1991. General obligation bond indebtedness was \$2.3 million at the end of FY 1991.

#### Closure Conditions

With the out-migration of 4,523 off-site and off-base residents between 1991 and closure, it is anticipated that the county would experience a reduction in revenues of \$23,752. This reduction, however, would likely be offset somewhat by reductions in expenditures due to out-migration, a savings of approximately \$15,631. The fiscal effect of closure would be an annual net reduction of \$8,121 (Table 3.6-2).

### **3.6.2 City of Caribou**

#### Recent Trends

Services provided by Caribou are funded principally through the city's general fund, which contributed almost 80 percent of revenues generated by all types of funds in FY 1991. In FY 1991, revenues and expenditures of the general fund were \$4,888,647 and \$4,647,656, respectively. The fund balance was \$4,026,130 or about 86.6 percent of operating expenditures (Table 3.6-3).

Principal revenue sources are property taxes (54.1 percent of total FY 1991 general fund revenue collections) and intergovernmental transfers from the state (14.6 percent of total FY 1991 collections).

Principal expenditures are for police and fire protection (24.5 percent of total FY 1991 expenditures), public works (18.6 percent of total FY 1991 expenditures), and capital outlays (13.8 percent of total FY 1991 expenditures).

**Table 3.6-1. Aroostook County: Revenues, Expenditures, and Fund Balances, General Revenue Fund, Fiscal Year 1989-1991 (current dollars)**

	1989	1990	1991
<b>Fund Balance (January 1)</b>	176,112	283,871	348,987
<b>Revenues</b>			
Municipal taxes	2,701,132	2,872,100	3,068,842
Fees of office	241,260	228,138	232,196
Intergovernmental	155,757	155,461	175,306
Service fees	249,167	275,240	210,434
Investment income	124,829	83,239	75,027
Other revenues	59,058	59,387	80,367
Other sources	2,825	150,000	0
<b>Total</b>	<b>3,534,028</b>	<b>3,823,565</b>	<b>3,842,172</b>
<b>Expenditures</b>			
Operation of courts	412,016	426,019	442,890
Jail operations	806,118	988,669	1,092,953
General and administration	637,723	859,845	905,400
Registry operations	288,197	298,153	305,532
Capital outlays	14,944	7,206	110,671
Transportation	138,284	120,471	119,143
Sheriff's department	395,541	343,338	359,828
Fire marshal	8,503	9,557	9,239
Emergency management agency	33,275	27,469	31,018
Emergency planning	NA	NA	12,016
Interest	127,063	106,594	118,173
Outside requests	232,990	284,240	210,943
Other uses	331,615	322,888	314,638
<b>Total</b>	<b>3,426,269</b>	<b>3,794,449</b>	<b>4,032,444</b>
<b>Fund Balance (December 31)<sup>(a)</sup></b>	<b>283,871</b>	<b>348,987</b>	<b>158,715</b>

Note: (a) Includes interfund transfers to and from funds other than general and special revenue funds; thus, fund balances may not total.  
 NA = Not applicable.

Sources: Kearney, 1989, 1990a, 1991a.

**Table 3.6-2. Net Fiscal Effects of Closure of Loring AFB on Potentially Affected Local Government Units, Fiscal Year 1991 to Closure (1989 dollars)**

Jurisdiction	1991	1992	1993	Closure
County of Aroostook	0	-1,460	-2,873	-8,121
Caribou	0	-15,206	-29,695	-83,447
Caswell	0	-2,626	-4,517	-12,091
Fort Fairfield	0	-4,449	-9,631	-28,471
Limestone	0	-28,962	-61,116	-176,241
New Sweden	0	-1,419	-3,182	-9,511
Presque Isle	0	-4,595	-7,880	-20,913
Stockholm	0	-2,123	-5,398	-16,625
Van Buren	0	-3,696	-9,332	-28,471
Washburn	0	-909	-1,946	-5,735
Westmanland	0	-971	-2,426	-7,545
Woodland	0	-2,753	-5,308	-15,182
Caribou School Dept.	0	-63,850	-103,912	-324,957
Caswell School Dept.	0	-6,134	-8,179	-25,394
Limestone School Dept.	0	-263,459	-578,093	-1,964,635
SAD No. 1	0	-50,567	-80,591	-224,732
SAD No. 20	0	-12,663	-20,577	-68,809
SAD No. 24	0	-10,795	-17,272	-68,999
SAD No. 45	0	-8,870	-15,523	-52,004
SU No. 122	0	-12,921	-20,997	-68,740

Note: Effects are cumulative.  
 SAD = School Administrative District.  
 SU = School Union.

Assessed valuation in Caribou was approximately \$189,900,000 in 1991 and general obligation bond indebtedness was \$390,500.

**Closure Conditions**

With the out-migration of 1,361 residents, it is anticipated that the city would experience a reduction in revenues of \$179,075. This reduction however, would likely be offset by reductions in expenditures, an estimated savings of \$95,628. The fiscal effect of closure would be an annual net reduction of \$83,447 (see Table 3.6-2).

**Table 3.6-3. City of Caribou: Revenues, Expenditures, and Fund Balances, General Revenue Fund, Fiscal Year 1989-1991 (current dollars)**

	1989	1990	1991
<b>Revenues</b>			
Property taxes	2,343,943	2,501,327	2,647,085
State assistance (revenue sharing)	659,941	646,559	711,532
Other revenues	1,451,203	1,321,709	1,300,130
Other sources	569,100	132,652	229,900
<b>Total</b>	<b>5,024,187</b>	<b>4,602,247</b>	<b>4,888,647</b>
<b>Expenditures</b>			
General government	223,741	240,371	237,136
Public works	770,114	850,789	864,882
Protection	998,716	1,062,284	1,138,359
Insurance and retirement	435,777	391,310	357,715
Recreation	187,569	201,545	165,964
Library	83,683	91,901	102,340
County tax	260,451	268,170	263,961
General assistance	99,235	73,026	79,702
Other	337,425	425,678	706,733
Capital outlays	1,032,686	844,447	639,102
Other uses	101,040	349,930	91,762
<b>Total</b>	<b>4,530,437</b>	<b>4,799,451</b>	<b>4,647,656</b>
<b>Fund Balance (December 31)<sup>(a)</sup></b>	<b>3,982,343</b>	<b>3,785,139</b>	<b>4,026,130</b>

Note: (a) Includes interfund transfers to and from funds other than general and special revenue funds; thus, fund balances will not total.

Sources: City of Caribou, 1989, 1990, 1991.

### 3.6.3 Town of Caswell

#### Recent Trends

Services provided by Caswell are funded principally through the town's general fund, which contributed approximately 30 percent of revenues generated by all types of funds in FY 1991. The remainder was contributed by urban and community development grants. In FY 1991, revenues and expenditures of the general fund were \$126,349 and \$117,345, respectively. The fund balance was \$206,111, or about 175.6 percent of operating expenditures (Table 3.6-4).

**Table 3.6-4. Town of Caswell: Revenues, Expenditures, and Fund Balances, General Revenue Fund, Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Property taxes	37,662	38,478	38,843
State assistance	35,542	36,398	30,964
Other	50,352	51,473	50,084
<b>Total</b>	<b>123,556</b>	<b>126,349</b>	<b>119,891</b>
<b>Expenditures</b>			
Administration	33,477	35,968	37,210
Highways	31,625	35,817	59,410
Fire protection	8,177	8,391	7,750
General assistance	1,796	3,254	-889
Landfill user assessments	5,712	10,223	11,795
Recreation	1,700	2,236	2,182
County tax	11,022	11,620	12,371
Other	6,969	9,836	9,753
<b>Total</b>	<b>100,478</b>	<b>117,345</b>	<b>139,582</b>
<b>Fund Balance (January 31)<sup>(a)</sup></b>	<b>197,107</b>	<b>206,111</b>	<b>186,420</b>

Note: (a) Includes interfund transfers to and from funds other than general and special revenue funds; thus, fund balances will not total.

Sources: Town of Caswell, 1990, 1991, 1992.

The principal revenue sources of the town are property taxes (30.5 percent of total FY 1991 general fund revenue collections), intergovernmental transfers from the state (28.8 percent of total FY 1991 collections), and other sources (40.7 percent of FY 1991 collections).

The principal expenditures of the town are for administration (30.7 percent of total FY 1991 expenditures) and highways (30.5 percent of total FY 1991 expenditures).

Assessed valuation in Caswell was approximately \$8,900,000 in 1991. The town did not have any general obligation bond indebtedness as of 1991.

#### Closure Conditions

With the out-migration of 100 residents between 1991 and closure, it is anticipated that the town would experience a reduction in revenues of

\$14,115. However, this reduction would likely be offset by reductions in expenditures, an estimated savings of \$2,024. The fiscal effect of closure would be an annual net reduction of \$12,091 (see Table 3.6-2).

#### **3.6.4 Connor**

Connor is an unorganized township and, as such, is under the jurisdiction of Aroostook County. Effects to public finances by population changes in Connor are included in those described for Aroostook County.

#### **3.6.5 Town of Fort Fairfield**

##### **Recent Trends**

Services provided by Fort Fairfield are funded principally through the town's general fund, which contributed almost 92 percent of revenues generated by all types of funds in FY 1991. In FY 1991, revenues and expenditures of the general fund were \$3,744,626 and \$3,599,437, respectively. The fund balance was \$1,674,402 or about 46.5 percent of operating expenditures (Table 3.6-5).

The principal revenue sources of the town are property taxes (72.6 percent of total FY 1991 general fund revenue collections) and intergovernmental transfers from the state (11.5 percent of total FY 1991 collections).

The principal expenditures of the town (excluding education) are for highways (13.6 percent of total FY 1991 expenditures) and protection (10.8 percent of total FY 1991 expenditures).

Assessed valuation in the town was approximately \$126,300,000 in 1991. Fort Fairfield had no general obligation bond indebtedness as of the end of FY 1991.

##### **Closure Conditions**

With the out-migration of 259 residents between 1991 and closure, it is anticipated that the town could experience a reduction in revenues of \$42,901. However, this reduction would likely be offset by reductions in expenditures. This savings is estimated at \$14,430. The fiscal effect of closure would be an annual net reduction of \$28,471 (see Table 3.6-2).

#### **3.6.6 Town of Limestone**

##### **Recent Trends**

Services (with the exception of education) provided by Limestone are funded through the town's general fund. In FY 1991, revenues and expenditures of

**Table 3.6-5. Town of Fort Fairfield: Revenues, Expenditures, and Fund Balances,  
General Revenue Fund, Fiscal Year 1989-1991 (current dollars)**

	1989	1990	1991
<b>Revenues</b>			
Property taxes	2,607,856	2,676,962	2,719,745
State assistance	509,199	462,730	431,633
Other revenues	561,688	645,939	593,248
Other resources	170,000	0	0
<b>Total</b>	<b>3,848,743</b>	<b>3,785,631</b>	<b>3,744,626</b>
<b>Expenditures</b>			
Education	1,150,358	1,289,271	1,397,462
General administration	220,289	232,396	176,573
Protection	388,008	429,976	389,083
Highways	527,810	597,481	489,612
Recreation	67,493	74,854	65,556
Maintenance of town property	112,785	104,487	95,190
Insurance	114,541	115,997	106,801
Maine state retirement	17,271	26,986	16,546
General assistance	42,190	9,161	21,970
Landfill use assessments	24,203	42,194	43,814
County tax	99,330	129,474	162,400
Other	269,592	303,909	319,719
Capital outlays	289,544	165,787	151,861
Other uses	86,137	111,924	162,850
<b>Total</b>	<b>3,409,551</b>	<b>3,633,897</b>	<b>3,599,437</b>
<b>Fund Balance (June 30)<sup>(a)</sup></b>	<b>1,377,479</b>	<b>1,529,213</b>	<b>1,674,402</b>

Note: (a) Includes interfund transfers to and from funds other than general and special revenue funds; thus, fund balances will not total.

Sources: Town of Fort Fairfield, 1989, 1990, and 1991.

the general fund were \$1,085,765 and \$1,154,168, respectively. The fund balance was \$780,508 or about 67.6 percent of operating expenditures (Table 3.6-6).

Principal revenue sources are intergovernmental transfers from the state (46.2 percent of total FY 1991 collections) and property taxes (31.3 percent of total FY 1991 general fund revenue collections).



**Table 3.6-6. Town of Limestone: Revenues, Expenditures, and Fund Balances, General Revenue Fund, Fiscal Year 1989-1991 (current dollars)**

	1989	1990	1991
<b>Revenues</b>			
Property taxes	257,501	268,279	339,623
State assistance	585,305	518,941	501,708
Other revenues	287,627	251,835	244,434
Other sources	105,000	201	0
<b>Total</b>	<b>1,235,433</b>	<b>1,039,256</b>	<b>1,085,765</b>
<b>Expenditures</b>			
Administration	126,748	144,816	146,600
Insurance	108,941	150,016	136,159
Police department	103,038	115,562	109,367
Fire department	45,012	43,105	47,334
Other protection services	57,488	57,956	58,728
Social services	30,299	34,341	47,038
Public works	223,607	191,013	178,380
Parks and recreation	46,402	50,178	50,547
Library	38,113	44,769	46,181
County tax	49,242	52,360	54,627
Landfill user assessment	12,389	22,171	25,582
Minor capital improvements	18,582	3,755	8,142
Development	46,150	40,000	37,300
Other	17,825	9,514	7,760
Capital outlays	360,265	125,859	143,962
Other uses	16,800	59,731	56,461
<b>Total</b>	<b>1,300,901</b>	<b>1,145,146</b>	<b>1,154,168</b>
<b>Fund Balance (December 31)<sup>(a)</sup></b>	<b>954,801</b>	<b>848,911</b>	<b>780,508</b>

Note: (a) Includes interfund transfers to and from funds other than general and special revenue funds; thus, fund balances will not total.

Sources: Town of Limestone, 1989, 1990, 1991.

Principal expenditures are for public works (15.5 percent of total FY 1991 expenditures), administration (12.7 percent of total FY 1991 expenditures), and capital outlays (12.5 percent of total FY 1991 expenditures).

Assessed valuation in Limestone was approximately \$39,300,000 in 1991. General obligation bond indebtedness was 216,041 at the end of FY 1991.

#### Closure Conditions

With the out-migration of 899 off-base residents between 1991 and closure, it is anticipated that the town would experience a reduction in revenues of

\$242,642. However, this reduction would likely be offset by reductions in expenditures, a savings of approximately \$66,401. The fiscal effect of closure would be an annual net reduction of \$176,241 (see Table 3.6-2).

### **3.6.7 Town of New Sweden**

#### **Recent Trends**

Services provided by New Sweden are funded principally through the town's general fund, which contributed approximately 99 percent of revenues generated by all types of funds in FY 1991 (excluding schools). In FY 1991, revenues and expenditures of the general fund were \$875,858 and \$925,568, respectively. The fund balance was \$267,008 or about 28.8 percent of the operating expenditures (Table 3.6-7).

Principal revenue sources are intergovernmental transfers (70.9 percent of total FY 1991 general fund revenue collections) and property taxes (21.7 percent of total FY 1991 collections).

Principal expenditures are for highways and bridges (10.1 percent of total FY 1991 expenditures) and general government (6.4 percent of total FY 1991 expenditures).

Assessed valuation in New Sweden was approximately \$12,000,000 in 1991. General obligation bond indebtedness was \$80,213 at the end of FY 1991.

#### **Closure Conditions**

With the out-migration of 67 residents between 1991 and closure, it is anticipated that the town would experience a reduction in revenues of \$10,197. This reduction however, would likely be offset by reductions in expenditures, a savings estimated at \$686. The fiscal effect of closure would be an annual net reduction of \$9,511 (see Table 3.6-2).

### **3.6.8 City of Presque Isle**

#### **Recent Trends**

Services provided by Presque Isle are funded principally through the city's general fund, which contributed approximately 96 percent of revenues generated by all types of funds in FY 1991. In FY 1991, revenues and expenditures (excluding education) of the general fund were \$11,416,304 and \$8,978,947, respectively. The fund balance was \$3,253,167 or about 28.3 percent of operating expenditures (Table 3.6-8).

**Table 3.6-7. Town of New Sweden: Revenues, Expenditures, and Fund Balances, General Revenue Fund, Fiscal Year 1989-1991 (current dollars)**

	1989	1990	1991
<b>Revenues</b>			
Property taxes	175,437	179,934	190,036
Intergovernmental revenues	80,891	62,690	621,025
Excise taxes	35,348	37,266	37,018
Interest and charges	18,531	18,166	15,989
Other	24,512	31,060	9,839
Other sources	2,838	2,203	1,951
<b>Total</b>	<b>337,557</b>	<b>331,319</b>	<b>875,858</b>
<b>Expenditures</b>			
General government	43,507	50,735	59,443
Protection	5,107	5,400	5,670
Health and sanitation	N/A	N/A	16,871
General welfare	1,696	1,963	2,050
Highways and bridges	95,976	104,395	93,100
Intergovernmental expenditures	13,860	15,173	687,239 <sup>(a)</sup>
Equipment and garage	N/A	N/A	18,203
Community center	N/A	N/A	4,692
Miscellaneous	N/A	N/A	16,619
Non-departmental	N/A	N/A	3,569
Other	40,213	39,628	0
Other uses	117,406	115,373	18,112
<b>Total</b>	<b>317,765</b>	<b>332,667</b>	<b>925,568</b>
<b>Fund Balance (January 31)<sup>(b)</sup></b>	<b>302,117</b>	<b>316,718</b>	<b>267,008</b>

Notes: (a) Includes education.

(b) Includes interfund transfers to and from funds other than general and special revenue funds; thus, fund balances will not total.

N/A = Not available.

Principal revenue sources are property taxes (58.3 percent of total FY 1991 general fund revenue collections), use and rent of property (10.9 percent of FY 1991 general fund collections), and intergovernmental transfers (10.7 percent of total FY 1991 general fund collections).

Principal expenditures are for general government (22.7 percent of total FY 1991 expenditures less education) and public service (19.5 percent of total FY 1991 expenditures less education).

**Table 3.6-8. City of Presque Isle: Revenues, Expenditures, and Fund Balances. General Revenue Fund, Fiscal Year 1989-1991 (current dollars)**

	1989	1990	1991
<b>Revenues</b>			
General property taxes	6,064,266	6,556,456	6,661,326
Other taxes and penalties	856,876	863,190	924,271
Licenses and permits	71,339	76,082	84,329
Intergovernmental	964,805	928,153	1,223,592
Use and rent of property	490,499	847,388	1,239,486
Income from investments	140,940	146,744	98,478
Various departmental receipts	N/A	N/A	95,206
Revenue income	N/A	N/A	1,047,461
Unclassified	50,621	73,473	42,155
Other sources	0	0	2,135,838
<b>Total</b>	<b>8,639,346</b>	<b>9,491,486</b>	<b>13,552,142</b>
<b>Expenditures</b>			
General government	1,687,034	1,823,875	2,038,089
Public works	1,222,704	1,485,595	959,634
Airport	N/A	N/A	566,542
Public safety			
Police	648,109	686,405	743,268
Fire	491,084	522,788	851,131
Ambulance	N/A	N/A	93,286
Other	7,224	12,100	64,957
Recreation	477,376	727,723	780,515
Education	2,195,000	2,364,500	2,518,781
General assistance	79,740	58,399	228,204
Debt service	114,127	115,735	110,290
County tax	323,005	346,150	306,586
Unclassified	222,153	275,747	190,951
Reserves	N/A	N/A	1,689,299
Other financial uses	802,454	1,155,833	356,195
<b>Total</b>	<b>8,270,010</b>	<b>9,574,850</b>	<b>11,497,728</b>
<b>Fund Balance (December 31)<sup>(a)</sup></b>	<b>1,282,117</b>	<b>1,198,753</b>	<b>3,253,167</b>

Note: (a) Includes interfund transfers to and from funds other than general and special revenue funds; thus, fund balances will not total.  
N/A = Not available.

Sources: City of Presque Isle, 1989, 1990, 1991.

Assessed valuation in Presque Isle was approximately \$264,450,000 in 1991. General obligation bond indebtedness was \$1,422,190 at the end of FY 1991.

### Closure Conditions

With the out-migration of 784 residents between 1991 and closure, it is anticipated that the city would experience a reduction in revenues of \$119,939. This reduction, however, would likely be offset by reductions in expenditures, an estimated savings of \$99,026. The net fiscal effect of closure would be an annual net reduction of \$20,913 (see Table 3.6-2).

### **3.6.9 Town of Stockholm**

#### Recent Trends

Services provided by Stockholm are funded solely through the town's general fund. In FY 1991, revenues and expenditures of the general fund were \$179,240 and \$152,462, respectively. The fund balance was \$226,248 or 148.4 percent of operating expenditures (Table 3.6-9).

Principal revenue sources of the town are intergovernmental transfers from the federal and state governments (37.4 percent of total FY 1991 collections) and property taxes (32.9 percent of total FY 1991 general fund revenue collections).

Principal expenditures are for public works (33.1 percent of total FY 1991 expenditures), sewer (18.5 percent of total FY 1991 expenditures), and police and fire protection (12.7 percent of total FY 1991 expenditures).

Assessed valuation in Stockholm was approximately \$6,700,000 in 1991. The town did not have any general obligation bond indebtedness as of 1991.

### Closure Conditions

With the out-migration of 65 residents between 1991 and closure, it is anticipated that the town would experience a reduction in revenues of \$18,866. This reduction, however, would likely be offset by reductions in expenditures, an estimated savings of \$2,241. The fiscal effect of closure would be an annual net reduction of \$16,625 (see Table 3.6-2).

### **3.6.10 Town of Van Buren**

#### Recent Trends

Services provided by Van Buren are funded principally through the town's general fund, which contributed almost 99 percent of revenues generated by all types of funds in FY 1991. In FY 1991, revenues and expenditures of the general fund were \$1,978,757 and \$1,926,655, respectively. The fund

**Table 3.6-9. Town of Stockholm: Revenues, Expenditures, and Fund Balances, General Revenue Fund, Fiscal Year 1989-1991 (current dollars)**

	1989	1990	1991
<b>Revenues</b>			
Property taxes	45,103	56,475	58,969
Federal and state assistance	28,195	53,836	67,030
Other revenues	52,378	56,360	53,241
Other sources	0	0	0
<b>Total</b>	<b>125,676</b>	<b>166,671</b>	<b>179,240</b>
<b>Expenditures</b>			
General government	10,961	10,668	12,394
Public works	51,921	64,557	50,456
Protection	8,458	8,843	19,362
Insurance and retirement	3,147	3,423	4,092
Recreation	732	2,907	406
General assistance	2,467	2,418	1,073
Town dump	8,476	16,481	17,900
County	7,070	8,231	8,960
Electric power and sewer	NA	23,750	28,274
Other	4,518	23,071	5,985
Other uses	3,374	3,379	3,560
<b>Total</b>	<b>101,124</b>	<b>167,728</b>	<b>152,462</b>
<b>Fund Balance (May 31)<sup>(a)</sup></b>	<b>200,527</b>	<b>199,470</b>	<b>226,248</b>

Note: (a) Includes interfund transfers to and from funds other than general and special revenue funds; thus, fund balances will not total.

NA = Not applicable.

Sources: Felch, 1989, 1990, 1991.

balance was \$138,621 or about 7.2 percent of operating expenditures (Table 3.6-10).

Principal revenue sources are property taxes (63.4 percent of total FY 1991 general fund revenue collections), intergovernmental transfers (17.8 percent of total FY 1991 collections), and excise taxes (9.0 percent of total FY 1991 collections).

Principal expenditures, excluding education, are for public works (12.6 percent of total FY 1991 expenditures), insurance (10.9 percent of total FY 1991 collections), debt service (10.0 percent of total FY 1991 collections), and administration (6.2 percent of total FY 1991 expenditures).

**Table 3.6-10. Town of Van Buren: Revenues, Expenditures, and Fund Balances,  
General Revenue Fund, Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Property taxes	1,139,479	1,253,940	1,221,282
Excise taxes	180,719	178,361	162,031
Licenses, fees, and rent		30,702	25,604
Intergovernmental revenue	312,406	351,867	330,258
Charges for service	NA	96,210	105,640
Interest on investments	NA	60,864	43,988
Other revenues	117,395	2,328	25,365
Other sources	234,459	4,485	4,485
<b>Total</b>	<b>1,984,458</b>	<b>1,978,757</b>	<b>1,918,653</b>
<b>Expenditures</b>			
Administration	87,737	118,634	129,903
Welfare assistance	13,647	12,277	12,575
Public works	195,258	243,647	229,577
Recreation	51,312	51,932	31,158
Library	30,967	31,755	32,637
Police and fire protection	115,931	112,057	116,380
Hydrants, street lights, etc.	116,888	112,236	112,106
Insurance	NA	210,757	197,382
Debt service	NA	192,638	198,878
Ambulance service	NA	10,650	10,650
Unclassified	NA	18,746	13,564
Health	NA	15,950	14,399
Animal control	3,960	3,996	3,487
Tax equalization	NA	2,600	2,600
Code enforcement officer	2,500	2,500	2,500
Plumbing inspector	NA	400	500
Capital equipment	139,187	44,793	47,012
Education	633,860	682,022	670,384
County tax	51,317	54,460	56,017
Received funds	NA	(8,768)	(15,352)
Unreserved - designated funds	NA	13,367	(706)
Capital outlay	NA	0	(723)
Other	447,438	0	0
Other financing uses	95,973	0	0
<b>Total</b>	<b>1,985,975</b>	<b>1,926,655</b>	<b>1,866,374</b>
<b>Fund Balance (June 30)<sup>(a)</sup></b>	<b>284,190</b>	<b>138,621</b>	<b>190,900</b>

Note: (a) Includes interfund transfers to and from funds other than general and special revenue funds; thus, fund balances will not total.

NA = Not applicable.

Source: Laeger Ade & Associates, Certified Public Accountants, 1992.

Assessed valuation in the town was approximately \$40,300,000 in 1991. General obligation bond indebtedness was \$931,293 as of June 30, 1991.

#### Closure Conditions

With the out-migration of 174 residents between 1991 and closure, it is anticipated that Van Buren could experience a reduction in revenues of \$34,770. This reduction, however, would likely be offset by reductions in expenditures, an estimated savings of \$6,299. The fiscal effect of closure would be an annual net reduction of \$28,471 (see Table 3.6-2).

#### **3.6.11 Town of Washburn**

##### Recent Trends

Services provided by Washburn are funded principally through the town's general fund, which contributed approximately 98 percent of revenues generated by all types of funds in FY 1991. In FY 1991, revenues and expenditures of the general fund were \$1,162,188 and \$1,139,652, respectively. The fund balance was \$140,863, or 12.4 percent of operating expenditures (Table 3.6-11).

Principal revenue sources are property taxes (67.2 percent of total FY 1991 general fund revenue collections) and intergovernmental transfers from the state (13.9 percent of total FY 1991 collections).

Principal expenditures, excluding education, are for highways (10.8 percent of total FY 1991 expenditures), police and fire protection (8.6 percent of total FY 1991 expenditures), and government administration (8.4 percent of total FY 1991 expenditures).

Assessed valuation in Washburn was approximately \$40,000,000 in 1991. General obligation bond indebtedness was \$1,158,775 as of January 31, 1991.

##### Closure Conditions

With the out-migration of 105 residents between 1991 and closure, it is anticipated that the town would experience a reduction in revenues of \$11,730. This reduction however, would likely be offset by reductions in expenditures. This savings is estimated at \$5,995. The fiscal effect of closure would be an annual net reduction of \$5,735 (see Table 3.6-2).



**Table 3.6-11. Town of Washburn: Revenues, Expenditures, and Fund Balances, General Revenue Fund Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Property taxes	733,619	780,974	809,726
State assistance	151,783	161,301	157,513
Other revenues	132,709	142,370	141,412
Other sources	56,726	77,543	23,079
<b>Total</b>	<b>1,074,842</b>	<b>1,162,188</b>	<b>1,131,730</b>
<b>Expenditures</b>			
Education	317,896	354,387	391,746
General government	90,060	96,287	101,070
Highways	126,365	123,167	138,493
Fire department	34,847	28,279	30,152
Police department	71,186	69,597	77,971
Other protection	74,636	73,447	84,891
Town garage	30,787	27,525	27,000
General assistance	10,149	7,839	9,441
Recreation	25,176	24,164	27,550
Library	21,085	22,912	24,668
Employee benefits	51,756	54,912	55,877
County tax	47,810	51,800	55,600
Solid waste maintenance	56,282	61,376	52,058
Other	32,606	33,339	30,493
Capital outlays	52,559	72,408	17,617
Other uses	37,433	38,769	39,365
<b>Total</b>	<b>1,080,633</b>	<b>1,139,652</b>	<b>1,163,992</b>
<b>Fund Balance (January 31)<sup>(a)</sup></b>	<b>118,327</b>	<b>140,863</b>	<b>108,601</b>

Note: (a) Includes interfund transfers to and from funds other than general and special revenue funds; thus, fund balances will not total.

### 3.6.12 Town of Westmanland

#### Recent Trends

Services provided by Westmanland are funded principally through the town's general fund, which contributed approximately 87 percent of revenues generated by all types of funds in FY 1991. In FY 1991, revenues and expenditures of the general fund were \$81,800 and \$105,028, respectively. The fund balance was \$79,786, or 76.0 percent of operating expenditures (Table 3.6-12).

**Table 3.6-12. Town of Westmanland: Revenues, Expenditures, and Fund Balances, General Revenue Fund, Fiscal Year 1989-1991 (current dollars)**

	1989	1990	1991
<b>Revenues</b>			
Property taxes	18,570	33,926	35,872
Interest income	4,369	4,747	7,759
Intergovernmental revenue	42,602	33,749	31,441
Excise taxes	3,475	3,299	3,425
Other	3,541	2,719	3,303
Other financing sources	0	0	0
<b>Total</b>	<b>72,557</b>	<b>78,440</b>	<b>81,800</b>
<b>Expenditures</b>			
General government	7,267	7,545	10,822
Discount on taxes	227	395	440
Snow removal and town roads	52,834	9,841	37,460
Ambulance service	259	259	259
Dump maintenance	1,000	2,665	1,935
County tax	4,060	4,652	5,600
School house	1,337	0	0
Education fund	26,692	69,044	45,553
Fire protection	1,000	1,000	1,000
Civil emergency preparedness	100	100	100
Miscellaneous	555	717	1,859
Other uses	0	0	0
<b>Total</b>	<b>95,331</b>	<b>96,218</b>	<b>105,028</b>
<b>Fund Balance (February 19)<sup>(a)</sup></b>	<b>89,322</b>	<b>71,544</b>	<b>79,786</b>

Note: (a) Includes interfund transfers to and from funds other than general and special revenue funds; thus, fund balances will not total.

Sources: Town of Westmanland, 1990, 1992.

Principal revenue sources are property taxes (43.9 percent of total FY 1991 general fund revenue collections) and intergovernmental transfers from the state (38.4 percent of total FY 1991 collections).

Principal expenditures, excluding education, are for snow removal and roads (35.7 percent of total FY 1991 expenditures) and general government (10.3 percent of total FY 1991 expenditures).

Assessed valuation in Westmanland was approximately \$4,600,000 in 1991. The town did not have any general obligation bond indebtedness as of 1991.

### Closure Conditions

With the out-migration of 17 residents between 1991 and closure, it is anticipated that the town would experience a reduction in revenues of \$7,927. This reduction however, would likely be offset by reductions in expenditures, an estimated savings of \$382. The fiscal effect of closure would be an annual net reduction of \$7,545 (see Table 3.6-2).

#### **3.6.13 Town of Woodland**

### Recent Trends

Services provided by Woodland are funded principally through the town's general fund, which contributed approximately 70 percent of revenues generated by all types of funds in FY 1991. In FY 1991, revenues and expenditures of the general fund were \$330,125 and \$348,788, respectively. The fund balance was \$317,147, or 90.9 percent of the operating expenditures (Table 3.6-13).

The principal revenue sources of the town are property taxes (36.9 percent of total FY 1991 general fund revenue collections), intergovernmental transfers from the state (27.3 percent of total FY 1991 collections), and other sources (35.8 percent of FY 1991 collections).

The principal expenditures of the town are for highways (52.6 percent of total FY 1991 expenditures), general government (12.7 percent of total FY 1991 expenditures), and solid waste disposal (12.4 percent of FY 1991 expenditures).

Assessed valuation in Woodland was approximately \$20,700,000 in 1991. The town did not have any general obligation bond indebtedness as of 1991.

### Closure Conditions

With the out-migration of 216 residents between 1991 and closure, it is anticipated that the town would experience a reduction in revenues of \$17,003. However, this reduction would likely be offset by reductions in expenditures. This savings is estimated at \$1,821. The fiscal effect of closure would be an annual net reduction of \$15,182 (see Table 3.6-2).

#### **3.6.14 Caribou School Department**

### Recent Trends

Services provided by the Caribou School Department are funded principally through the district's general fund. In FY 1992, revenues and expenditures

**Table 3.6-13. Town of Woodland: Revenues, Expenditures, and Fund Balances,  
General Revenue Fund, Fiscal Year 1991-1992 (current dollars)**

	1991	1992
<b>Revenues</b>		
Property taxes	121,810	131,135
State assistance	89,990	104,624
Other	118,316	113,991
<b>Total</b>	<b>330,125</b>	<b>349,750</b>
<b>Expenditures</b>		
General government	44,451	46,759
Employee benefits	21,261	16,288
Highway department	183,600	114,191
Solid waste disposal	43,102	42,166
Fire protection	10,500	11,025
Ambulance service	6,696	6,696
General assistance	3,139	3,100
County tax	27,090	28,773
Other	8,949	9,193
<b>Total</b>	<b>348,788</b>	<b>278,191</b>
<b>Fund Balance (January 31)<sup>(a)</sup></b>	<b>317,147</b>	<b>388,700</b>

Note: (a) Includes interfund transfers to and from funds other than general and special revenue funds; thus, fund balances will not total.

Sources: Town of Woodland, 1991, 1992.

of this fund were \$8,738,994 and \$8,595,863, respectively. The fund balance was \$869,768, or 10.1 percent of operating expenditures for 1992 (Table 3.6-14). Compared to FY 1990, revenues increased by 5.7 percent and expenditures increased by 5.8 percent. The major revenue source for the district is state aid in the form of general purpose aid funds. State revenue sources comprised 69.7 percent of total revenues for the district in 1992. The Caribou School Department received \$15,182 in P.L. 81-874 (federal aid) funds in FY 1992. The state subsidy received by districts that receive P.L. 81-874 funds is reduced by the amount of P.L. 81-874 funds received, less 10 percent. The principal expenditure for the district is instruction, which comprised 73.5 percent of total FY 1992 expenditures.

#### Closure Conditions

Loring AFB-related enrollment would decline by 260 students. This reduced enrollment would result in reduced general fund revenues of \$726,280, which comprised 8.3 percent of FY 1991 revenues. Reductions in state aid (\$713,025) would be the principal revenue source affected. Under closure

**Table 3.6-14. Caribou School Department General Fund Revenues, Expenditures, and Fund Balances, Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Local sources	2,662,285	2,575,681	2,632,728
State sources	5,583,973	6,213,067	6,091,084
Federal sources	20,052	13,862	15,182
<b>Total revenues</b>	<b>8,266,310</b>	<b>8,802,610</b>	<b>8,738,994</b>
<b>Expenditures</b>			
Instruction	5,562,882	5,735,316	6,321,337
Support services	1,016,225	1,045,120	725,659
Other services	1,398,788	1,583,416	1,420,617
Capital outlay	146,250	139,750	128,250
<b>Total expenditures</b>	<b>8,124,145</b>	<b>8,503,602</b>	<b>8,595,863</b>
<b>Fund Balance<sup>(a)</sup></b>	<b>427,629</b>	<b>726,637</b>	<b>869,768</b>

Note: (a) Includes interfund transfers to and from funds other than general fund; thus, fund balances may not total.

Sources: Belanger, 1993; Caribou School Department, 1990, 1991, 1992.

conditions, the district would lose approximately \$15,182 in P.L. 81-874 federal impact aid annually, due to the out-migration of Loring AFB-related dependents.

Although reductions in base-related demand for teachers, facilities, and support services could occur, enrollment effects of base closure may be distributed by grade level so that reductions may not be practical. However if reductions are made, a corresponding decrease in expenditures of \$401,323 could partially offset revenue losses. The net fiscal effect of closure is an annual revenue shortfall of \$321,957. Reductions in service levels and/or increases from other revenue sources may be required to maintain a balanced fiscal position.

### 3.6.15 Caswell School Department

#### Recent Trends

Services provided by the Caswell School Department are funded principally through the district's general fund. In FY 1992, revenues and expenditures of this fund were \$384,015 and \$393,843, respectively. The fund balance was \$47,121, or 12.0 percent of operating expenditures for 1992 (Table 3.6-15). Compared to FY 1990, revenues decreased by 6.5 percent and expenditures decreased by 6.1 percent. The major revenue source for the district is state aid in the form of general purpose aid funds. State

**Table 3.6-15. Caswell School Department General Fund Revenues, Expenditures, and Fund Balances Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Local sources	74,259	67,520	99,714
State sources	295,178	270,510	231,096
Federal sources	41,055	43,510	53,205
Total revenues	410,492	381,540	384,015
<b>Expenditures</b>			
Instruction	294,793	267,114	282,645
Support services	47,228	53,238	49,890
Other services	77,343	70,578	61,308
Total expenditures	419,364	390,930	393,843
<b>Fund Balance <sup>(a)</sup></b>	<b>73,055</b>	<b>57,578</b>	<b>47,121</b>

Note: (a) Includes interfund transfers to and from funds other than general fund; thus, fund balances may not total.

Sources: Caswell School Department, 1990, 1991, 1992a.

revenue sources comprised 60.2 percent of total revenues for the district in 1992. The Caswell School Department received \$1,000 in P.L. 81-874 funds in FY 1992. The state subsidy (received by districts that receive P.L. 81-874 funds) is reduced by the amount of P.L. 81-874 funds received, less 10 percent. The principal expenditure for the district is instruction, which comprised 71.8 percent of total FY 1992 expenditures.

#### Closure Conditions

A decline in Loring AFB-related enrollment of 12 students would result in reduced general fund revenues of \$74,013, which comprised 19.4 percent of FY 1991 revenues. Reductions in state aid (\$73,140) could be the principal revenue source affected. Additionally, the district will lose approximately \$1,000 in P.L. 81-874 federal impact aid annually due to the decline in Loring AFB-related enrollments.

Although reductions in base-related demand for teachers, facilities, and support services could occur, enrollment effects of base closure may be distributed by grade level so that such reductions may not be practical. These reductions and possible corresponding reductions in expenditures of \$48,619 could partially offset revenue losses. The net fiscal effect of closure is an annual revenue shortfall of \$125,394. Reductions in service levels and/or increases from other revenue sources may be required to maintain a balanced fiscal position.

### **3.6.16 Connor Consolidated School**

#### **Recent Trends**

The Connor Consolidated School is operated by the state of Maine under the EUT program of the Division of School Operations. The budget for the school is part of the state's General Fund and Department of Education. The revenue base for the school is the tax base of all of the unorganized territories throughout the state. Expenditures for the school were \$565,862 in FY 1992 compared to \$521,311 in FY 1990, an increase of 8.5 percent (Shibles, 1993). The 1992 expenditures for the Connor Consolidated School were 7.4 percent of the total expenditures (\$7,567,821) for the statewide EUT school system. Expenditures for the entire EUT system increased 13.0 percent from FY 1990 to FY 1992.

#### **Closure Conditions**

A projected reduction in Loring AFB-related enrollment of seven students due to closure would not directly affect funding for the Connor Consolidated School since the revenue base will remain the same and revenues are not allocated on a strict per capita formula basis. The school does not receive P.L. 81-874 federal impact aid.

### **3.6.17 Limestone School Department**

#### **Recent Trends**

Services provided by the Limestone School Department are funded principally through the district's general fund. In FY 1992, revenues and expenditures of this fund were \$6,489,916 and \$6,202,418, respectively. The fund balance was \$459,474, or 7.4 percent of operating expenditures for 1992 (Table 3.6-16). Compared to FY 1990, revenues increased by 17.7 percent and expenditures increased by 12.7 percent.

The major revenue source for the district is state aid in the form of general purpose aid funds. State revenue sources comprised 61.0 percent of total revenues for the district in 1992. The Limestone School Department received \$1,456,985 in P.L. 81-874 funds in FY 1992, comprising 22.4 percent of total revenues. The state subsidy received by districts that receive P.L. 81-874 funds is reduced by the amount of P.L. 81-874 funds received, less 10 percent. The principal expenditure for the district is instruction, which comprised 63.6 percent of total FY 1992 expenditures.

#### **Closure Conditions**

Reduced Loring AFB-related enrollment of 1,037 students would result in reduced general fund revenue of \$3,306,668, which comprised

**Table 3.6-16. Limestone School Department General Fund Revenues, Expenditures, and Fund Balances, Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Local sources	415,528	436,271	649,214
State sources	3,635,850	3,878,102	3,961,998
Federal sources	1,464,818	1,401,265	1,878,704
Total revenues	5,516,196	5,715,638	6,489,916
<b>Expenditures</b>			
Instruction	3,556,761	3,824,058	3,946,410
Support services	1,246,913	1,229,180	1,097,908
Other services	696,370	732,255	1,158,100
Total expenditures	5,501,044	5,785,493	6,202,418
<b>Fund Balance<sup>(a)</sup></b>	<b>315,582</b>	<b>439,977</b>	<b>459,474</b>

Note: (a) Includes interfund transfers to and from funds other than general fund; thus, fund balances may not total.

Sources: Limestone School Department, 1990, 1991, and 1992.

57.9 percent of FY 1991 revenues. Reductions in state aid (\$2,034,650) could be the principal revenue source affected, along with an annual loss of approximately \$1,456,985 in P.L. 81-874 federal impact aid.

If teaching staff and support service reductions are made, corresponding reductions in expenditures of \$1,342,033 could partially offset revenue losses. However, based upon the projected enrollment loss and possible teaching staff reductions, it is possible that other increases in expenditures could occur, for example, unemployment compensation and costs of renovation associated with school consolidation. The net fiscal effect of closure is an annual revenue shortfall of \$1,964,635. Reductions in service levels and/or increases from other revenue sources may be used to maintain a balanced fiscal position.

### 3.6.18 School Administrative District No. 1

#### Recent Trends

Services provided by SAD No. 1 are funded principally through the district's general fund. In FY 1992, revenues and expenditures of this fund were \$11,489,637 and \$10,972,706, respectively. The fund balance was \$516,931, or 4.7 percent of operating expenditures for 1992 (Table 3.6-17). Compared to FY 1990, revenues increased by 7.6 percent and expenditures increased by 2.3 percent.



**Table 3.6-17. School Administrative District No. 1 General Fund Revenues, Expenditures, and Fund Balances, Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Local sources	2,953,860	3,221,953	3,308,950
State sources	7,549,974	7,760,924	8,102,619
Federal sources	170,191	75,052	78,068
<b>Total revenues</b>	<b>10,674,025</b>	<b>11,057,949</b>	<b>11,489,637</b>
<b>Expenditures</b>			
Instruction	6,581,160	6,880,232	7,111,772
Support services	1,495,163	1,645,579	1,687,406
Other services	2,317,892	2,548,325	2,025,113
Capital outlay	334,550	263,960	148,415
<b>Total expenditures</b>	<b>10,728,765</b>	<b>11,338,096</b>	<b>10,972,706</b>
<b>Fund Balance<sup>(a)</sup></b>	<b>778,044</b>	<b>497,897</b>	<b>516,931</b>

Note: (a) Includes interfund transfers to and from funds other than general fund; thus, fund balances may not total.

Sources: School Administrative District No.1, 1990, 1991, 1992.

The major revenue source for the district is state aid in the form of general purpose aid funds. State revenue sources comprised 70.5 percent of total revenues for the district in 1992. SAD No. 1 received \$73,085 in P.L. 81-874 funds in FY 1992. The state subsidy (received by districts that receive P.L. 81-874 funds) is reduced by the amount of P.L. 81-874 funds received, less 10 percent. The principal expenditure for the district is instruction, which comprised 64.8 percent of total FY 1992 expenditures.

**Closure Conditions**

Reduced Loring AFB-related enrollment of 142 students would result in reduced general fund revenues of \$400,793, which comprised 3.6 percent of FY 1991 revenues. Reductions in state aid (\$336,987) would be the principal revenue source affected. SAD No. 1 will also lose approximately \$78,085 in P.L. 81-874 federal impact aid due to the out-migration of Loring AFB-related dependents.

Although reductions in base-related demand for teachers, facilities, and support services could occur, enrollment effects of base closure may be distributed by grade level, so that such reductions may not be practical. However, if these reductions are made, corresponding reductions in expenditures of \$176,061 could partially offset revenue losses. The net fiscal effect of closure is an annual revenue shortfall of \$224,732.

Reductions in service levels and/or increases from other revenue sources may be required to maintain a balanced fiscal position.

### 3.6.19 School Administrative District No. 20

#### Recent Trends

Services provided by SAD No. 20 are funded principally through the district's general fund. In FY 1992, revenues and expenditures of this fund were \$4,548,829 and \$4,581,218, respectively. The fund balance was \$199,716, or 4.4 percent of operating expenditures for 1992 (Table 3.6-18). Compared to FY 1990, revenues increased by 21.4 percent and expenditures increased by 25.5 percent.

**Table 3.6-18. School Administrative District No. 20 General Fund Revenues, Expenditures, and Fund Balances, Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Local sources	1,414,082	1,410,044	1,537,631
State sources	2,325,190	2,557,725	3,005,701
Federal sources	9,071	4,468	5,497
Total revenues	3,748,343	3,972,237	4,548,829
<b>Expenditures</b>			
Instruction	2,398,116	2,457,144	2,709,905
Support services	519,840	538,638	539,626
Other services	733,819	750,248	744,287
Capital outlay	0	181,462	587,400
Total expenditures	3,651,775	3,927,492	4,581,218
<b>Fund Balance <sup>(a)</sup></b>	<b>187,360</b>	<b>232,105</b>	<b>199,716</b>

Note: (a) Includes interfund transfers to and from funds other than general fund; thus, fund balances may not total.

Sources: School Administrative District No. 20, 1990, 1991, 1992.

The major revenue source for the district is state aid in the form of general purpose aid funds. State revenue sources comprised 66.1 percent of total revenues for the district in 1992. SAD No. 20 received \$5,497 in P.L. 81-874 funds in FY 1992. The state subsidy (received by districts that receive P.L. 81-874 funds) is reduced by the amount of P.L. 81-874 funds received, less 10 percent. The principal expenditure for the district is instruction, which comprised 59.2 percent of total FY 1992 expenditures.

### Closure Conditions

Reduced Loring AFB-related enrollment of 43 students would result in reduced general fund revenues of \$135,568, which comprised 3.4 percent of FY 1991 revenues. Reductions in state aid (\$130,769) would be the principal revenue source affected. SAD No. 20 can expect to lose approximately \$5,497 in P.L. 81-874 federal impact aid annually due to the out-migration of Loring AFB-related dependents.

Although reductions in base-related demand for teachers, facilities, and support services could occur, enrollment effects of base closure may be distributed by grade level to the extent that such reductions may not be practical. If these reductions are made, corresponding reductions in expenditures of \$66,759 could partially offset revenue losses. The net fiscal effect of closure is an annual revenue shortfall of \$68,809. Reductions in service levels and/or increases from other revenue sources may be used to maintain a balanced fiscal position.

### **3.6.20 School Administrative District No. 24**

#### Recent Trends

Services provided by SAD No. 24 are funded principally through the district's general fund. In FY 1992, revenues and expenditures of this fund were \$3,948,375 and \$3,798,302, respectively. The fund balance showed a negative balance of \$272,433, or 7.2 percent of operating expenditures for 1992 (Table 3.6-19). Compared to FY 1990, revenues decreased by 6.5 percent and expenditures decreased by 7.4 percent.

The major revenue source for the district is state aid in the form of general purpose aid funds. State revenue sources comprised 69.7 percent of total revenues for the district in 1992. SAD No. 24 received \$3,643 in P.L. 81-874 funds in FY 1992. The state subsidy (received by districts that receive P.L. 81-874 funds) is reduced by the amount of P.L. 81-874 funds received, less 10 percent. The principal expenditure for the district is instruction, which comprised 57.1 percent of total FY 1992 expenditures.

#### Closure Conditions

Reduced Loring AFB-related enrollment of 32 students would result in reduced general fund revenues of \$121,649, which comprised 2.9 percent of FY 1991 revenues. Reductions in state aid (\$118,469) would be the principal revenue source affected. SAD No. 24 can also expect to lose the \$3,643 in P.L. 81-874 federal impact aid.

Although reductions in base-related demand for teachers, facilities, and support services could occur, enrollment effects of base closure may be

**Table 3.6-19. School Administrative District No. 24 General Fund Revenues, Expenditures, and Fund Balances, Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Local sources	1,461,050	1,464,763	1,192,585
State sources	2,733,337	2,686,534	2,752,147
Federal sources	26,361	23,303	3,643
Total revenues	4,220,748	4,174,600	3,948,375
<b>Expenditures</b>			
Instruction	1,978,831	2,109,431	2,167,427
Support services	645,253	652,706	560,441
Other services	599,002	993,266	527,325
Capital outlay	876,963	860,135	543,109
Total expenditures	4,100,049	4,615,538	3,798,302
<b>Fund Balance<sup>(a)</sup></b>	<b>18,433</b>	<b>-422,505</b>	<b>-272,433</b>

Note: (a) Includes interfund transfers to and from funds other than general fund; thus fund balances may not total.

Sources: School Administrative District No. 24, 1990, 1991, 1992.

distributed by grade level to the extent that such reductions may not be practical. If these reductions are made, corresponding reductions in expenditures of \$52,650 could partially offset revenue losses. The net fiscal effect of closure is an annual revenue shortfall of \$68,999. Reductions in service levels and/or increases from other revenue sources may be used to maintain a balanced fiscal position.

### 3.6.21 School Administrative District No. 45

#### Recent Trends

Services provided by SAD No. 45 are funded principally through the district's general fund. In FY 1992, revenues and expenditures of this fund were \$2,804,357 and \$2,725,724, respectively. The fund balance was \$149,160, or 5.5 percent of operating expenditures for 1992 (Table 3.6-20). Compared to FY 1990, revenues increased by 17.4 percent and expenditures increased by 15.2 percent.

The major revenue source for the district is state aid in the form of general purpose aid funds. State revenue sources comprised 78.9 percent of total revenues for the district in 1992. The principal expenditure for the district is instruction, which comprised 53.1 percent of total FY 1992 expenditures.

**Table 3.6-20. School Administrative District No. 45 General Fund Revenues, Expenditures, and Fund Balances, Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Local sources	545,744	527,650	591,071
State sources	1,843,889	2,326,356	2,213,286
Federal sources	0	0	0
<b>Total revenues</b>	<b>2,389,633</b>	<b>2,854,006</b>	<b>2,804,357</b>
<b>Expenditures</b>			
Instruction	1,282,128	1,400,116	1,447,506
Support services	447,217	516,665	405,317
Other services	468,473	465,243	442,869
Capital outlay	167,422	485,371	430,032
<b>Total expenditures</b>	<b>2,365,240</b>	<b>2,867,395</b>	<b>2,725,724</b>
<b>Fund Balance<sup>(a)</sup></b>	<b>46,577</b>	<b>70,191</b>	<b>149,160</b>

Note: (a) Includes interfund transfers to and from funds other than the general fund; thus, fund balance may not total.

Sources: School Administrative District No. 45, 1990, 1991, 1992.

**Closure Conditions**

Reduced Loring AFB-related enrollment of 23 students would result in reduced general fund revenues of \$81,938, which comprised 2.9 percent of FY 1991 revenues. Reductions in state aid would be the source affected. The SAD does not receive P.L. 81-874 federal impact aid.

Although reductions in base-related demand for teachers, facilities, and support services could occur, enrollment effects of base closure may be distributed by grade level to the extent that such reductions may not be practical. If these reductions are made, corresponding reductions in expenditures of \$29,934 could partially offset revenue losses. The net fiscal effect of closure is an annual revenue shortfall of \$52,004. Reductions in service levels and/or increases from other revenue sources may be used to maintain a balanced fiscal position.

**3.6.22 School Union No. 122**

**Recent Trends**

SU No. 122 is a combination of four school administrative units (Woodland, New Sweden, Stockholm, and Westmanland) joined together for the purpose of sharing the costs of a superintendent and office. Each member school

administrative unit maintains its own budget, has its own school board, and otherwise operates as a separate unit.

The separate budgets of the four administrative units are shown in Tables 3.6-21 through 3.6-24. The major source of revenue for three of the four units is state revenues, comprising 76.5 percent, 63.3 percent, and 83.4 percent of total revenues in FY 1992 in New Sweden, Stockholm, and Woodland, respectively. The largest revenue source for Westmanland was local revenues, comprising 66.2 percent of FY 1992 revenues. Each of the units received P.L. 81-874 funds in FY 1992 except Westmanland. Receipts included \$1,935 in Woodland, \$588 in New Sweden, and \$2,595 in Stockholm. Both revenues and expenditures increased in each of the units between FY 1990 and 1992, except for Woodland where expenditures decreased by \$27,216 or 2.2 percent. The state subsidy received by districts that receive P.L. 81-874 funds is reduced by the amount of P.L. 81-874 funds received, less 10 percent.

**Table 3.6-21. School Union No. 122: New Sweden School Department General Fund Revenues, Expenditures, and Fund Balances, Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Local sources	126,884	122,632	151,612
State sources	442,097	521,825	495,146
Federal sources	89	460	588
Total revenues	569,070	644,917	647,346
<b>Expenditures</b>			
Instruction	422,847	441,401	487,744
Support services	62,212	101,088	116,305
Other services	89,987	125,630	77,767
Total expenditures	575,046	688,119	681,816
<b>Fund Balance<sup>(a)</sup></b>	<b>143,633</b>	<b>120,431</b>	<b>85,961</b>

Note: (a) Includes interfund transfers to and from funds other than the general fund; thus, fund balance may not total.

Sources: New Sweden School Department, 1990, 1991, 1992.

### Closure Conditions

Reduced Loring AFB-related enrollment of 43 students in SU No. 122 would result in reduced general fund revenues of \$131,424 distributed between

**Table 3.6-22. School Union No. 122: Stockholm School Department General Fund Revenues, Expenditures, and Fund Balances, Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Local sources	85,457	133,476	123,798
State sources	179,302	203,211	218,310
Federal sources	1,948	2,426	2,595
Total revenues	266,707	339,113	344,703
<b>Expenditures</b>			
Instruction	220,605	213,028	206,453
Support services	30,235	59,411	64,793
Other services	52,284	49,915	55,020
Total expenditures	303,124	322,354	326,266
<b>Fund Balance<sup>(a)</sup></b>	<b>7,093</b>	<b>24,156</b>	<b>42,593</b>

Note: (a) Includes interfund transfers to and from funds other than the general fund; thus, fund balances may not total.

Sources: Stockholm School Department, 1990, 1991, 1992.

**Table 3.6-23. School Union No. 122: Westmanland School Department General Fund Revenues, Expenditures, and Fund Balances, Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Local sources	33,676	32,654	40,635
State sources	9,224	9,515	20,773
Federal sources	0	0	0
Total revenues	42,900	42,169	61,408
<b>Expenditures</b>			
Instruction	22,882	29,140	41,970
Support services	5,088	5,321	3,872
Other services	17,361	18,619	19,805
Total expenditures	45,331	53,080	65,647
<b>Fund Balances<sup>(a)</sup></b>	<b>23,140</b>	<b>12,229</b>	<b>7,990</b>

Note: (a) Includes interfund transfers to and from funds other than the general fund; thus, fund balances may not total.

Sources: Westmanland School Department, 1990, 1991, 1992.

**Table 3.6-24. School Union No. 122: Woodland School Department General Fund Revenues, Expenditures, and Fund Balances, Fiscal Year 1990-1992 (current dollars)**

	1990	1991	1992
<b>Revenues</b>			
Local sources	218,893	186,991	209,442
State sources	868,340	1,051,377	1,059,906
Federal sources	1,500	774	1,935
<b>Total revenues</b>	<b>1,088,733</b>	<b>1,239,142</b>	<b>1,271,283</b>
<b>Expenditures</b>			
Instruction	920,651	858,819	850,984
Support services	121,356	129,953	160,141
Other services	192,976	159,213	196,642
<b>Total expenditures</b>	<b>1,234,983</b>	<b>1,147,985</b>	<b>1,207,767</b>
<b>Fund Balance<sup>(a)</sup></b>	<b>60,802</b>	<b>151,959</b>	<b>215,475</b>

Note: (a) Includes interfund transfers to and from funds other than the general fund; thus, fund balances may not total.

Sources: Woodland School Department, 1990, 1991, 1992.

the four member units. The greatest share of this reduction would be experienced by Woodland. State aid would be the major source affected.

The SU can also expect a loss of \$5,118 in P.L. 81-874 federal impact aid due to the out-migration of Loring AFB-related dependents.

Although reductions in base-related demand for teachers, facilities, and support services could occur, enrollment effects of base closure may be distributed by grade level to the extent that such reductions may not be practical. If these reductions are made, corresponding reductions in expenditures of \$62,684 could partially offset revenue losses. The net fiscal effect of closure is an annual revenue shortfall of \$68,740 in SU No. 122. Reductions in service levels and/or increases from other revenue sources may be used to maintain a balanced fiscal position.

### 3.7 TRANSPORTATION

This section addresses preclosure and closure conditions of roadways, air transportation, and railroads. The ROI for transportation includes primarily the communities of Limestone and Caribou. A more detailed discussion of transportation is presented in Section 3.2.3 of the Environmental Impact Statement Disposal and Reuse of Loring AFB, Maine.



### **3.7.1 Roadways**

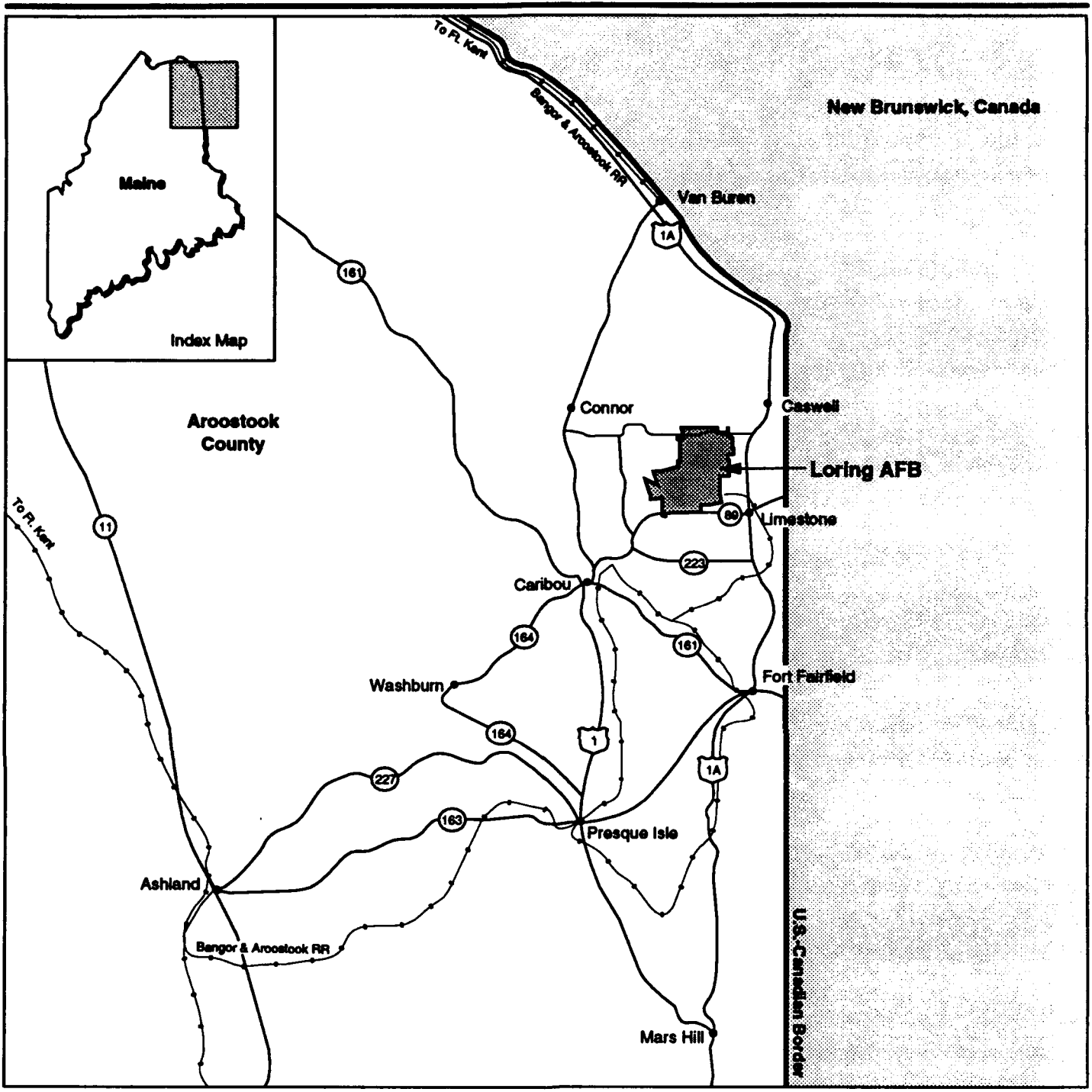
#### **Recent Trends**

Regional access to Loring AFB is provided by U.S. 1, the principal north-south roadway providing access to northeastern Maine through Presque Isle and Caribou; and U.S. 1A, a parallel route through Fort Fairfield and Limestone. Local access to Loring AFB is provided primarily by SH 89, which connects U.S. 1 in Caribou with U.S. 1A in Limestone, and runs along the southern on-site boundary of Loring AFB. Figures 3.7-1 and 3.7-2 show the local transportation system and on-base roads.




The following roads have been identified as the most important in providing access to the base area:

- U.S. 1 provides access from Presque Isle, Caribou, and communities northwest of the base via SH 89. It is primarily a high grade two-lane highway with wide shoulders. The intersection of U.S. 1 and SH 89 is signalized.
- U.S. 1A provides access from Fort Fairfield, Limestone, and communities northeast of the base also via SH 89. It is a two-lane highway with shoulders, except in the town of Limestone where sections of guardrail and on-street parking eliminate the shoulders. The intersection of U.S. 1A and SH 89 is controlled by stop signs.
- SH 89 provides the primary access to Loring AFB from all communities. It is a two-lane roadway with shoulders. The two gates into the base can be entered from this roadway via Sawyer Road (West Gate) and Maine Road (East Gate). Both intersections with SH 89 are controlled by one-direction stop signs with priority given to SH 89. A left-turn lane is provided on SH 89 at Sawyer Road.
- Sawyer Road provides direct access to the West Gate via SH 89. It is a two-lane roadway with shoulders.
- Maine Road is a two-lane roadway providing direct access to the East Gate via SH 89.

Loring AFB is accessible through the West and East gates. The West Gate handles over 70 percent of the traffic entering the base. The majority of on-base roads are two-lane and paved with shoulders. Several key interior roads have four lanes: South Carolina; Texas; and sections of Maine, Northcutt, Pennsylvania, and Weinman roads. These roads also carry the heaviest traffic. Traffic control is achieved by stop signs with priority given to major streets.



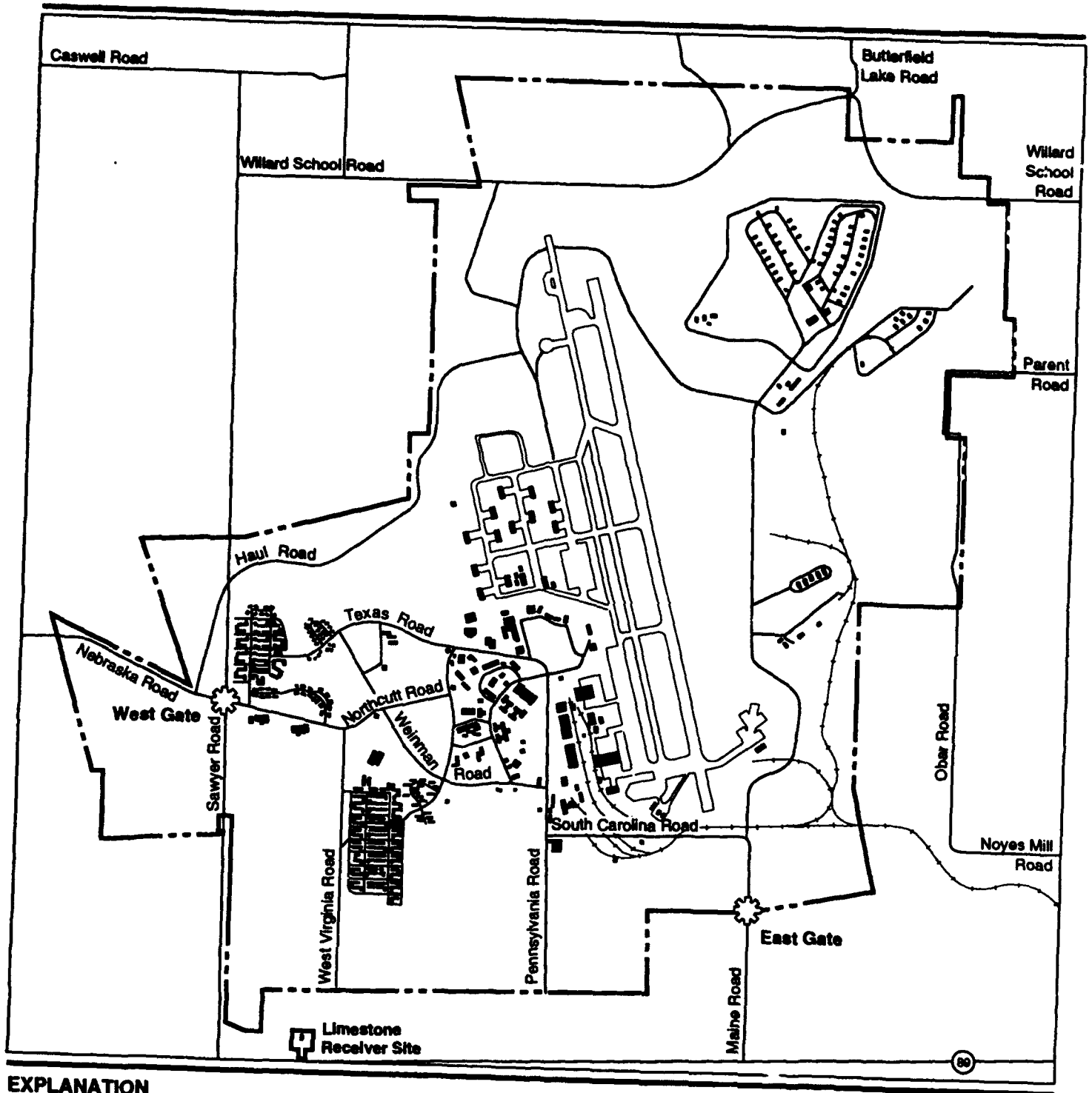
**EXPLANATION**

-  U.S. Highway
-  State Highway
-  Railroad

**Local Transportation System**



**Figure 3.7-1**



**EXPLANATION**

- +—+—+—+—+—+ Railroad
- ⊗ Gate
- Ⓢ State Highway
- - - - - Base Boundary

**Key On-Base Roads  
On-Site Area**



**Figure 3.7-2**

Preclosure (1991) and closure (1994) traffic levels on key roads in the vicinity are summarized in Table 3.7-1. The table shows hourly capacity, peak-hour traffic volumes, and the corresponding Level of Service (LOS).

**Table 3.7-1. Peak-Hour Traffic Volumes and LOS**

Road Link and Location	Capacity	Preclosure (1991)		Closure (1994)	
		Volume	LOS	Volume	LOS
Sawyer Road (West Gate to SH 89)	2,150	650	C	50	A
SH 89 (Sawyer Road to SH 223)	2,150	650	C	100	A
SH 89 (SH 223 to Bowles Road)	2,150	900	D	350	B
SH 89 (Bowles Road to U.S. 1)	2,150	1,150	D	600	C
U.S. 1 (SH 89 to Limestone Street)	2,150	1,100	D	600	C
U.S. 1 (SH 89 to Main Street)	2,150	500	C	400	B
SH 89 (Sawyer Road to Maine Road)	2,150	250	B	50	A
Maine Road (East Gate to SH 89)	2,150	300	B	50	A
SH 89 (Maine Road to Ward Road)	2,150	400	B	150	A
SH 89 (Ward Road to U.S. 1A)	1,900	350	C	100	B
U.S. 1A (SH 89 to Caswell)	1,900	500	D	350	C
U.S. 1A (SH 89 to SH 223)	1,900	200	C	200	B

Note: See Appendix B for an explanation of LOS.  
 LOS = Level of Service.  
 SH = State highway.  
 U.S. # = U.S. highway.

The roadways serving Loring AFB are adequate to carry the base-generated traffic. The highest volumes are found on U.S. 1 and SH 89, which provide access to the West Gate, the primary base access point. These roadways are operating at LOS D or above.

**Closure Baseline**

Upon closure, key roadways will see a reduction in traffic and a corresponding increase in LOS. As shown in Table 3.7-1, the LOS increases to C or above. Traffic on base will be limited to the movement of the OL, which will be minimal. All on-site roads will operate at LOS A. It is assumed that both gates providing access to the base will remain open at closure.

### **3.7.2 Air Transportation**

#### **Recent Trends**

The Northern Maine Regional Airport is located in Presque Isle approximately 17 miles from Loring AFB. The airport supports commercial passenger service as well as limited cargo facilities.

#### **Closure Conditions**

The closure of Loring AFB is likely to decrease passenger service at the Northern Maine Regional Airport by approximately 23.2 percent (Hoyle, Tanner and Associates, Inc., 1993).

### **3.7.3 Rail**

#### **Recent Trends**

Rail service is provided to Loring AFB and the surrounding region by the B&A Railroad. In northern Maine the railroad's primary customer is the lumber industry. The base uses a spur of the B&A to transport coal used to fuel its heating plant. This Air Force-owned spur extends on base from Limestone to the coal yard near the central heating plant. The spur connects to a rail line in Limestone that runs along the eastern border of Maine and Canada. No commuter or passenger rail service is available in northern Aroostook County.

#### **Closure Conditions**

With the anticipated continued operation of the central heating plant, the rail spur to the site would need to be maintained. The amount of use generated by the base is slight compared with the operations of the entire B&A system. Loss of the base coal traffic would not be notable.

## **3.8 UTILITIES**

This section summarizes preclosure and closure conditions of utilities on Loring AFB and in the ROI. A more detailed presentation of these conditions is available in the Environmental Impact Statement Disposal and Reuse of Loring AFB, Maine. Utility demand forecasts in the ROI are shown in Table 3.8-1 for 1991 to closure.

### **3.8.1 Water Supply**

The ROI for water supply consists of Loring AFB and the areas served by the cities of Presque Isle and Caribou and the towns of Fort Fairfield, Limestone, and Van Buren. The combined system capacity of these

**Table 3.8-1. Estimated Preclosure and Baseline Utility Demand in the Region of Influence, 1991 to Closure**

	1991	1992	1993	Closure
<b>Water Consumption (MGD)</b>				
Preclosure Forecast	4.28	4.26	4.24	4.23
Closure Baseline	4.28	4.29	4.00	2.67
<b>Wastewater Treatment (MGD)</b>				
Preclosure Forecast	6.11	6.04	6.02	6.00
Closure Baseline	6.11	5.51	5.21	4.50
<b>Solid Waste (tons/day)</b>				
Preclosure Forecast	166	166	166	166
Closure Baseline	166	166	164	162
<b>Electrical Consumption (MWH/day)</b>				
Preclosure Forecast	1,880	1,883	1,871	1,908
Closure Baseline	1,880	1,883	1,812	1,718
<b>Coal Consumption (tons/day)<sup>(a)</sup></b>				
Preclosure Forecast	76.7	76.7	76.7	76.7
Closure Baseline	76.7	76.7	76.7	19.2
<b>Fuel Oil Consumption (barrels/day)<sup>(a)</sup></b>				
Preclosure Forecast	152.3	166.3	165.0	160.0
Closure Baseline	152.3	166.3	165.0	23.3

Note: (a) Represents Loring AFB total. Coal is not used in the local communities, and fuel oil consumption values for the ROI are not available.  
 MGD = million gallons per day.  
 MWH = megawatt-hours.

suppliers can provide up to 9.5 million gallons per day (MGD), with on-base capacity comprising 29 percent of total capacity. In 1991, the average daily water demand in the ROI was 4.28 MGD, with on-base use comprising 32 percent (1.37 MGD) of ROI demand.

**Recent Trends**

Loring AFB obtains water for domestic and industrial uses from a reservoir on the Little Madawaska River. The reservoir is formed by the Madawaska Dam, which is 2.5 miles northwest of the Loring AFB East Gate entrance. The dam and reservoir are within the Madawaska Dam parcel, a 606-acre area purchased by the Air Force in 1958. The rock-fill dam was built in 1960.

Water is pumped from the reservoir to a treatment facility where it is filtered and chlorinated. The facility has a treatment capacity of 2.3 MGD, with an average production of 1.3 MGD in 1991. The plant is in full compliance

with its permits under the Safe Drinking Water Act and the National Pollutant Discharge Elimination System. The base also has 18 wells that provide untreated domestic or industrial water. Most of these wells were abandoned after 1960 when the Madawaska Dam was built. The five wells that are in use can produce 0.45 MGD. Total production capacity of the treatment plant and wells is approximately 2.75 MGD, with an average production in 1991 of 1.37 MGD.

Water is stored on site in five storage facilities: a large underground reservoir (approximately 1,000,000 gallons), two ground-level tanks (1,152,000 gallons and 75,000 gallons), and three elevated towers (two 500,000-gallon and one 75,000-gallon tank). Total storage capacity of these facilities is 3,302,000 gallons. In addition, emergency fire protection water is stored in a 750,000-gallon underground reservoir in the runway area. Testing of the water system conducted in July and August 1993 for lead and copper indicated a failure of the system for lead at the tap. The base has submitted and implemented a corrosion control plan to reduce the corrosivity of the water supplied from the water plant.

Off site, Caswell and Connor FHUs and the Ashland CEVG Site obtain potable water from individual wells. Other off-site areas are serviced by the communities in which they are located.

Off base, Caribou obtains its water supply from the Aroostook River and has a treatment system that uses filtration/chlorination with a maximum capacity of 1.90 MGD. Caribou's average water demand in 1991 was 0.60 MGD. Caribou provides potable water to the Caribou FHU.

Fort Fairfield obtains its water supply from an impoundment on Paddy Brook and from one well. The treatment system uses filtration/chlorination and has a maximum capacity of 2.10 MGD. Fort Fairfield's average water demand in 1991 was 0.82 MGD.

Limestone obtains its water supply from impoundments on Limestone Stream and Silver Spring Brook and has a treatment system that uses standard coagulation and filtration with a maximum capacity of 0.28 MGD. Limestone's average water demand in 1991 was 0.10 MGD. Limestone provides potable water to the Limestone FHU.

Presque Isle obtains its water supply from the Presque Isle Stream. The treatment system uses standard coagulation and filtration/chlorination and has a maximum capacity of 2.16 MGD. Presque Isle's average water demand in 1991 was 1.08 MGD. Presque Isle provides potable water to the Presque Isle FHU.

Van Buren obtains its water supply from deep wells completed in 1991. The well water does not require treatment. The town has a backup surface

water supply from an impoundment on Cyr Plantation. The treatment system for the surface water supply has a maximum capacity of 0.28 MGD. Van Buren's average water demand in 1991 was 0.31 MGD.

### Closure Conditions

Water demand at Loring AFB will decrease as the drawdown of personnel occurs prior to closure. Demand from continuing operations of the OL will be less than 1 percent of the on-site average daily demand in 1991. The resulting baseline demand within the ROI after closure in 1994 is estimated at 2.67 MGD (see Table 3.8-1). This estimate is 1.61 MGD (38 percent) lower than the 1991 demand in the ROI.

### **3.8.2 Wastewater**

The ROI for wastewater treatment consists of Loring AFB and the areas served by the cities of Presque Isle and Caribou and the towns of Limestone, Van Buren, and Fort Fairfield. The combined system capacity in these service areas can treat up to 18.0 MGD, with on-site capacity comprising 37 percent (6.6 MGD) of total capacity. In 1991, the average daily use in the ROI was 6.47 MGD, with on-base treatment comprising 28 percent (1.7 MGD) of ROI demand.

### Recent Trends

The Loring AFB wastewater treatment facility is located near Sawyer Road, 2 miles southeast of the cantonment. The facility provides primary and secondary treatment for all wastewater from the site and can treat up to 6.6 MGD, with an average daily use of 1.71 MGD in 1991. Treated water is discharged off site into the Little Madawaska River about 2 miles west of the treatment facility. Infiltration during spring results in flows reaching the plant's 6.6 MGD hydraulic capacity.

The Caswell and Connor FHUs, the Madawaska Dam area, and the Ashland CEVG Site have individual septic systems for wastewater treatment. The other off-site areas are connected to treatment facilities in the communities where they are located.

Off base, Caribou has an innovative secondary treatment facility with a reed bed sludge disposal system. The facility has a maximum capacity of 4.5 MGD, with an average daily use in 1991 of 1.15 MGD.

Fort Fairfield's treatment facility has a capacity of 0.6 MGD, with an average daily use in 1991 of 0.5 MGD. Plans are under way to add an anaerobic digester to handle wastewater flows from a major local potato processing plant.



Limestone has a secondary treatment facility with a design capacity of 0.30 MGD. Limestone's average daily use in 1991 was 0.27 MGD. Much of the flow is due to groundwater infiltration and storm water inflow, which frequently cause flow to exceed capacity. The storm water inflow problem will be reduced in the future by requiring disconnection of roof and cellar drains from the sewerage system. Limestone provides wastewater treatment to Limestone FHU.

Presque Isle has a secondary treatment facility with a maximum capacity of 5.4 MGD. Presque Isle's average daily use in 1991 was 2.2 MGD. All of the flow handled by the facility is from nonindustrial sources. Presque Isle has frequent high flows due to infiltration/inflow problems, which result primarily from foundation drains, roof drains, and other unauthorized connections. The city is studying ways to resolve these problems. The system provides wastewater service for the Presque Isle FHU.

Van Buren's treatment facility has a maximum capacity of 0.56 MGD, with an average daily use in 1991 of 0.28 MGD. Groundwater infiltration and storm water inflow frequently cause flow to exceed capacity. The town is studying ways to resolve these problems.

#### Closure Conditions

Wastewater treatment demand at Loring AFB will decrease with the drawdown of personnel prior to closure. Demand from the OL activities would be approximately 40 percent of the on-site average daily use in 1991. This flow includes approximately 0.5 MGD from infiltration. The resulting baseline demand within the ROI after closure in 1994 is estimated at 4.50 MGD (see Table 3.8-1). This estimate is 1.61 MGD (26 percent) lower than the 1991 demand in the ROI.

#### **3.8.3 Solid Waste**

The ROI for solid waste disposal consists of waste disposal facilities that serve the northern Aroostook County area. Solid waste disposal in northern Aroostook County is handled by the Tri-Community and the city of Presque Isle landfills.

#### Recent Trends

Solid waste generated at Loring AFB is hauled off base and placed in the Tri-Community landfill in Fort Fairfield. In 1991, the landfill served 26 communities and approximately 42,000 persons in northern Aroostook County including those on Loring AFB. It handled an average of 110 tons per day in 1991, approximately 8.4 tons per day from Loring AFB. The base recycles scrap metals (steel, copper, stainless steel) through the Defense Reutilization and Marketing Office. Hospital wastes are burned in the

hospital incinerator. Ash from the incinerator is disposed of as a special waste in the local landfill. The base has an on-base permitted site for inert construction debris. Wood waste materials are segregated and burned.

The Tri-Community landfill is scheduled for closure in 1995, and a new landfill with the capacity to serve for 30 years is planned to open in 1995 adjacent to the existing landfill. The Presque Isle landfill, which opened in 1982 with a 30-year design life, serves six communities in the surrounding area. In 1991, approximately 56 tons per day were disposed of at this landfill.

#### Closure Conditions

Solid waste generation in the ROI would decrease to an estimated level of 162 tons per day in 1994 as a result of declining population. On-base waste generation at closure is estimated at 0.2 ton per day, 2 percent of the 1992 on-base solid waste generation.

#### **3.8.4 Energy**

The ROI for energy consists of the local service areas for MPS and the Van Buren Light and Power District. The service area for MPS includes much of northern Maine including Aroostook County. No natural gas service is provided in Aroostook County. Coal is used exclusively in the ROI by Loring AFB. Fuel oil is used extensively in the ROI and is provided by local purveyors.

#### Recent Trends

Electricity is provided to Loring AFB and the off-site parcels by MPS. The base consumed approximately 141 megawatt-hours (MWH) per day in 1991. Electrical power is delivered to Loring AFB through a 69-kilovolt (kV) transmission line. The on-site substation and the distribution system are owned by the Air Force. Feeder lines extend from the substation and supply electricity throughout the base via overhead and underground services.

MPS provides electrical power to 28,000 residential customers. The system has the capability to meet a peak demand of 128.9 megawatts and in 1991 had electrical sales of 1,880 MWH per day. Van Buren Light and Power District purchases electric power from MPS for 1,575 customers. In 1991, the district sold 0.04 MWH of electricity per day.

Coal is burned in the central heating plant at Loring AFB. In 1991, the plant's five boilers burned approximately 28,000 tons of coal or 76.7 tons per day. Coal use varies from 25,000 tons in a mild winter to 32,000 tons in a severe winter. Coal is not used in any of the off-site parcels or in any of the communities in the ROI.

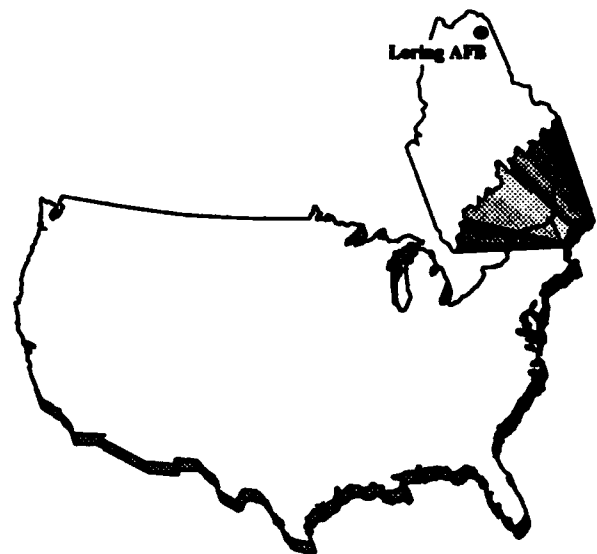
Fuel oil is used to heat all on- and off-site residential units. In FY 1991, the base consumed 2,334,750 gallons of fuel oil or 152.3 barrels per day.

**Closure Conditions**

Electrical consumption in the ROI is expected to decrease to an estimated 1,718 MWH per day in 1994. Electrical consumption at Loring AFB from continuing operations is estimated to be 21 MWH per day, 15 percent of the 1991 on- and off-site consumption.

Coal consumption on base is estimated to decrease to 7,000 tons per year (19.2 tons per day), approximately 25 percent of the 1991 on-base consumption.

On- and off-site fuel oil consumption is expected to decrease to approximately 357,000 gallons annually or 23.3 barrels per day at closure. This amount is approximately 15 percent of the FY 1991 consumption.



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**CHAPTER 4**  
**SOCIOECONOMIC EFFECTS OF**  
**PROPOSED ACTION AND**  
**ALTERNATIVES**

## **4.0 SOCIOECONOMIC EFFECTS OF PROPOSED ACTION AND ALTERNATIVES**

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### **4.1 INTRODUCTION**

This chapter discusses the potential socioeconomic effects associated with the Proposed Action and three alternatives for reuse of Loring AFB, as well as the No-Action Alternative. The purpose of the study is to identify and analyze the major socioeconomic issues related to each of the five possibilities for future activity at the site.

To help identify potential socioeconomic effects of reuse of Loring AFB, this study addresses a range of reasonable reuse alternatives. For the purpose of this analysis, the Air Force has adopted the redevelopment plans developed by the LRC/LDA as the Proposed Action for the purpose of concluding the required analysis. In addition, the Air Force has also analyzed the effects associated with other reuse alternatives. These include the Mixed Use Aviation Alternative, the General Aviation Alternative, the Non-Aviation Alternative, and a No-Action Alternative without reuse. Actual decisions on reuse of the property will be made by its recipients subsequent to conveyance.

Descriptions of the effects of the Proposed Action and alternatives are provided sequentially for each of the seven major issue areas: economic activity, population, housing, public services, public finance, transportation, and utilities. The Environmental Impact Statement Disposal and Reuse of Loring AFB, Maine, provides more detailed descriptions of effects for transportation and utilities. The description of effects of the No-Action Alternative is essentially the same as closure conditions described in Chapter 3.

**Context of Analysis.** This analysis addresses the timing of effects associated with each of the various alternative plans for future reuse of the base. The analysis covers a time period extending 20 years beyond the date of closure of Loring AFB, and results are generally presented for each of the alternatives for 1999 (5 years after closure in September 1994), 2004 (10 years after closure), and 2014 (20 years after closure).

Of particular importance in this analysis are site-related effects and migratory-related effects. Site-related effects include all activities associated with the base area. These include all direct and secondary employment and the resultant effects on population due to reuse-related activities or OL activities.

Migratory-related effects are defined to be all of the effects associated with persons that move into the ROI solely as a result of reuse-related activities. The migratory-related effects are a component of the site-related effects. In addition to these migratory-related effects, the site-related effects include the reuse activities or caretaker activities that are filled by the resources within the ROI before closure. For example, the Proposed Action would generate a number of jobs; some of which would be filled by the local available labor pool and others would be filled by persons moving into the ROI for the purpose of gaining employment related to the reuse activities.

Many socioeconomic effects are caused primarily by population in-migration. These effects include changes in housing demand, public service requirements, public education needs, local government expenditures and revenues, traffic volumes, and utility use. This analysis addresses the implications of population in-migration for each of these key indicators.

This analysis also recognizes the potential for community effects stemming from "announcement effects" of information regarding the base's closure or reuse. Such announcements may affect the communities' perceptions and, thus, could have important local economic consequences. An example of one such effect would be the in-migration of people anticipating employment under one of the reuse options. If it were announced later that the No-Action Alternative was chosen, many of these newcomers would leave the area to seek employment elsewhere. This announcement effect would, thus, include (1) a temporary increase in population in anticipation of future employment and (2) a subsequent decline in population, as people leave the area after the announcement. Bases with more than one closure announcement may not experience as severe of an announcement effect.

Changes associated with announcement effects, while potentially important, are highly unpredictable and difficult to quantify. Such effects, thus, were excluded from the quantitative analysis in this study, and are not displayed in any of the tabular or graphic data presented in this document.

The methods used to evaluate the effects of reuse of the site are consistent with those used to assess the effects of closure. These methods are described in Appendix B.

## **4.2 ECONOMIC ACTIVITY**

Under the No-Action Alternative, Loring AFB would not be reused, and the OL activities at the base would contribute little economic stimulus to the ROI. ROI employment is projected to increase from 40,346 to 41,188 at an average annual rate of 0.1 percent per year from 1994 to 2014.

For each of the reuse alternatives (Proposed Action, Mixed Use Aviation Alternative, General Aviation Alternative, and Non-Aviation Alternative),

economic activity is expressed as the number of direct and secondary jobs and earnings over those projected for the No-Action Alternative (caretaker status).

Of the reuse alternatives evaluated for this study, the Mixed Use Aviation Alternative would generate the greatest economic effects.

#### **4.2.1 Proposed Action**

**ROI Jobs with the Proposed Action.** Implementation of the Proposed Action would commence in 1994 immediately following base disposal. By 2014, total ROI employment is projected to increase to 48,988, which represents an average annual increase of 1.0 percent over the 1994 closure baseline employment level of 40,346, and an 18.9-percent increase over the projected post-closure ROI employment level of 41,188 in 2014 (Table 4.2-1, Figure 4.2-1).

**Direct Jobs.** By 2014, direct employment associated with the Proposed Action over the No-Action Alternative is projected to increase to 4,461 jobs. Nearly all of these direct jobs would be associated with operations activities on the sites, with 170 (11.2 percent of direct jobs) construction-related jobs in 1999, and decreasing to 66 jobs (1.5 percent of direct jobs) by 2014. The jobs associated with operations include, in addition to the workers employed in activities generated by the various land uses, those personnel who are occupied in maintaining and repairing the facilities in use under the Proposed Action. The construction workers associated with the Proposed Action include those personnel who are employed in demolition, construction, and renovation activities throughout the period of analysis.

The on-site activities creating the largest number of direct operations jobs by 2014 would be aviation support, commercial, and industrial uses.

**Secondary Jobs.** By 2014, the Proposed Action would create 3,339 secondary jobs in the ROI over the No-Action Alternative, through the multiplier effects of the direct workers' spending of payrolls and purchases of goods and services in the region. This secondary employment brings the total ROI employment associated with the Proposed Action to 44,047 in 1999 and 48,988 by 2014.

**In-Migrating Workers.** In-migration of workers to the ROI to fill the newly created direct and secondary jobs associated with the Proposed Action would commence in 1994. By 2014, the employment generated by this alternative would create a demand for 554 in-migrating workers. This corresponds to 1.4 percent of the total ROI employment at closure and 1.1 percent of the 2014 projected employment levels under the Proposed Action.

**Table 4.2-1. ROI Employment and Earnings Projections: Proposed Action**

	1999	2004	2014
<b>Site-Related Employment and Earnings</b>			
<b>Reuse</b>			
<b>Employment</b>			
Direct	1,604	2,517	4,551
Construction	170	66	66
Operations	1,434	2,451	4,485
Secondary	1,228	1,902	3,407
Total	2,832	4,419	7,958
<b>Earnings (\$)<sup>(a)</sup></b>			
Direct	33,140,173	52,952,807	96,595,103
Construction	3,270,640	1,262,126	1,262,126
Operations	29,869,533	51,690,681	95,332,977
Secondary	24,613,076	39,518,156	71,960,195
Total	57,753,249	92,470,963	168,555,298
<b>No-Action Effects<sup>(b)</sup></b>			
<b>Employment</b>			
Direct	158	158	158
Secondary	90	90	90
Secondary	68	68	68
<b>Earnings (\$)<sup>(a)</sup></b>			
Direct	4,096,455	4,096,455	4,096,455
Secondary	2,815,580	2,815,580	2,815,580
Secondary	1,280,875	1,280,875	1,280,875
<b>Reuse Increase over No-Action Effects</b>			
<b>Employment</b>			
Direct	1,514	2,427	4,461
Construction	170	66	66
Operations	1,344	2,361	4,395
Secondary	1,160	1,834	3,339
Total	2,674	4,261	7,800
<b>Earnings (\$)<sup>(a)</sup></b>			
Direct	30,324,593	50,137,227	93,779,523
Construction	3,270,640	1,262,126	1,262,126
Operations	27,053,953	48,875,101	92,517,397
Secondary	23,332,201	38,237,281	70,679,320
Total	53,656,794	88,374,508	164,458,843
<b>ROI Employment</b>			
With No-Action Alternative	41,373	41,895	41,188
With Proposed Action	44,047	46,156	48,988
<b>In-Migrating Workers<sup>(c)</sup></b>			
<b>Direct</b>			
Construction	152	248	452
Operations	9	3	3
Secondary	143	245	449
<b>Secondary</b>			
Secondary	37	57	102
Total	189	305	554

Notes: (a) Constant 1989 dollars.

(b) The No-Action Alternative is the closure baseline projection, extended beyond closure, with the Operating Location in caretaker status. Effects include both direct and secondary employment and earnings.

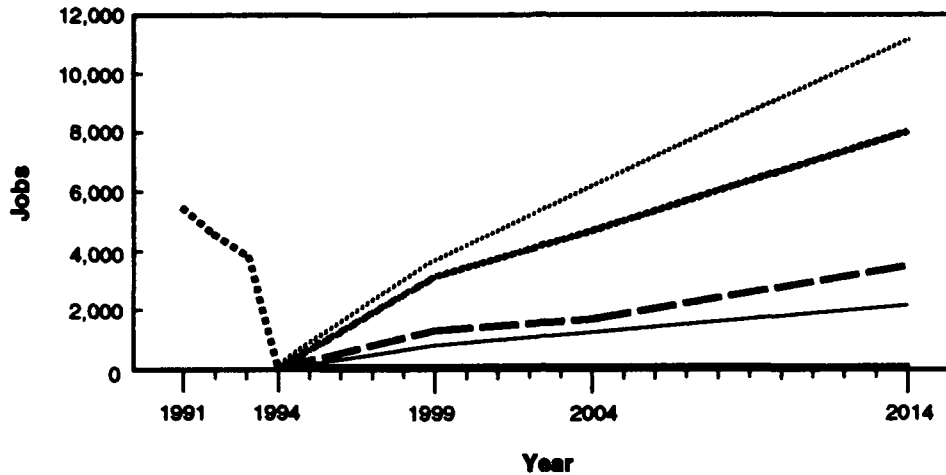
(c) In-migrating workers are holders of site-related jobs who are expected to live in the ROI with reuse, but who would not live in the ROI without reuse. Refer to Appendix B for migratory-related employment assumptions.

ROI = Region of Influence.

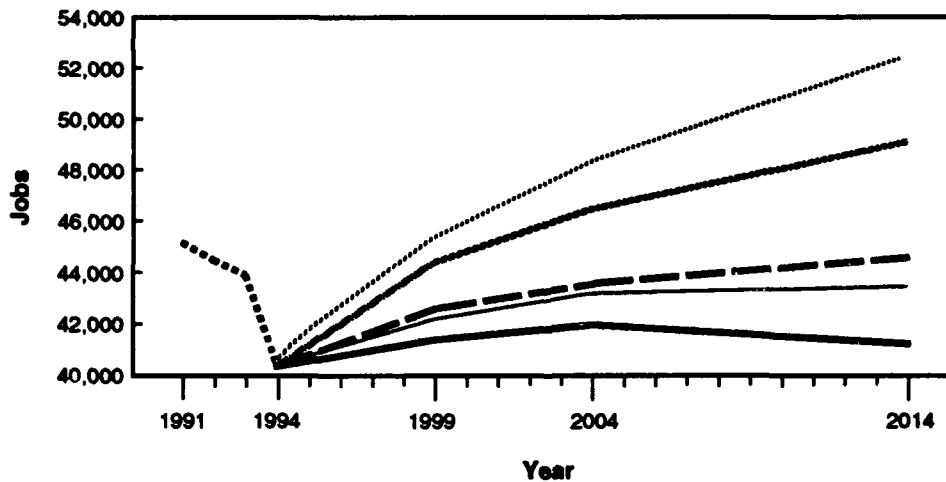


ALTERNATIVE	1994 <sup>(a)</sup>	1999	2004	2014
Proposed Action	158	2,674	4,261	7,800
Mixed Use Aviation	158	3,583	6,237	11,235
General Aviation	158	1,233	1,661	3,405
Non-Aviation	158	785	1,250	2,180

Reuse-Related  
Employment  
Effects<sup>(b)</sup>



Reuse-Related  
Employment  
Effects<sup>(b)</sup>



Total ROI Employment  
Including Reuse-Related  
Effects

**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Reuse-Related  
Employment Effects**

(a) The 1994 values represent total base-related employment under the closure baseline.  
 (b) Employment effects represent the change in employment relative to the No-Action Alternative.

**Figure 4.2-1**

It is projected that the ROI's available labor pool would sufficiently fill the majority of the employment demands of the Proposed Action. This assumption is primarily attributable to the effects of closure of Loring AFB and the large available labor pool in the ROI prior to closure. About 7.0 percent of the jobs generated by the Proposed Action by 2014 are expected to be filled by persons moving into the ROI, depending on the specific skills required and general economic conditions. The other 93.0 percent of the jobs would be filled by workers residing in the ROI. Without the jobs created by the Proposed Action, these workers may either be unemployed, not actively seeking work, or employed in part-time or seasonal jobs. The majority of these workers are considered to possess the skill mix needed to adequately perform the responsibilities associated with the various jobs, especially for the construction and secondary positions created by the Proposed Action.

**Earnings.** Direct and secondary annual earnings generated by the Proposed Action over closure are projected to be \$53,656,794 in 1999 and \$164,458,843 in 2014 (see Table 4.2-1). Earnings attributable to the direct operations jobs would contribute \$30,324,593 to total earnings in 1999 and \$93,779,523 in 2014. Secondary earnings are estimated to be \$23,332,201 in 1999, and \$70,679,320 in 2014.

#### **4.2.2 Mixed Use Aviation Alternative**

**ROI Jobs with the Mixed Use Aviation Alternative.** Implementation of the Mixed Use Aviation Alternative would commence in 1994 immediately following base disposal. By 2014, total ROI employment is projected to increase to 52,423, which represents an average annual increase of 1.3 percent over the 1994 closure baseline employment level of 40,346, and a 27.3 percent increase over the projected post-closure ROI employment level of 41,188 in 2014 (Table 4.2-2, Figure 4.2-1).

**Direct Jobs.** By 2014, direct employment associated with the Mixed Use Aviation Alternative over the No-Action Alternative is projected to increase to 6,356 jobs. Nearly all of these direct jobs would be associated with operations activities on the sites, with 199 (10.0 percent of direct jobs) construction-related jobs in 1999, and decreasing to 119 jobs (1.9 percent of direct jobs) by 2014.

The on-site activities creating the largest number of direct operations jobs by 2014 would be commercial (office and retail) activities, aviation support, and industrial uses.

**Secondary Jobs.** By 2014, the Mixed Use Aviation Alternative would create 4,879 secondary jobs in the ROI over the No-Action Alternative, through the multiplier effects of direct workers' spending of payrolls and purchases of goods and services in the region. This secondary employment brings the

**Table 4.2-2. ROI Employment and Earnings Projections: Mixed Use Aviation Alternative**

	1999	2004	2014
<b>Site-Related Employment and Earnings</b>			
<b>Reuse</b>			
<b>Employment</b>			
Direct	2,086	3,593	6,446
Construction	199	124	119
Operations	1,887	3,469	6,327
Secondary	1,655	2,802	4,947
Total	3,741	6,395	11,393
<b>Earnings (\$)<sup>(a)</sup></b>			
Direct	41,979,540	71,893,434	127,692,561
Construction	3,824,280	2,392,496	2,284,417
Operations	38,155,260	69,500,938	125,408,144
Secondary	31,608,183	54,698,486	97,830,519
Total	73,587,723	126,591,920	225,523,080
<b>No-Action Effects<sup>(b)</sup></b>			
<b>Employment</b>			
Direct	158	158	158
Direct	90	90	90
Secondary	68	68	68
<b>Earnings (\$)<sup>(a)</sup></b>			
Direct	4,096,455	4,096,455	4,096,455
Direct	2,815,580	2,815,580	2,815,580
Secondary	1,280,875	1,280,875	1,280,875
<b>Reuse Increase over No-Action Effects</b>			
<b>Employment</b>			
Direct	1,996	3,503	6,356
Construction	199	124	119
Operations	1,797	3,379	6,237
Secondary	1,587	2,734	4,879
Total	3,583	6,237	11,235
<b>Earnings (\$)<sup>(a)</sup></b>			
Direct	39,163,960	69,077,854	124,876,981
Construction	3,824,280	2,392,496	2,284,417
Operations	35,339,680	66,685,358	122,592,564
Secondary	30,327,308	53,417,611	96,549,644
Total	69,491,268	122,495,465	221,426,625
<b>ROI Employment</b>			
With No-Action Alternative	41,373	41,895	41,188
With Mixed Use Aviation Alternative	44,956	48,132	52,423
<b>In-Migrating Workers<sup>(c)</sup></b>			
Direct	199	353	639
Construction	10	6	6
Operations	189	347	633
Secondary	50	84	148
Total	249	437	787

Notes: (a) Constant 1989 dollars.

(b) The No-Action Alternative is the closure baseline projection, extended beyond closure, with the Operating Location in caretaker status. Effects include both direct and secondary employment and earnings.

(c) In-migrating workers are holders of site-related jobs who are expected to live in the ROI with reuse, but who would not live in the ROI without reuse. Refer to Appendix B for migratory-related employment assumptions.  
ROI = Region of Influence.

total ROI employment associated with the Mixed Use Aviation Alternative to 44,956 in 1999 and 52,423 by 2014.

**In-Migrating Workers.** In-migration of workers to the ROI to fill the newly created direct and secondary jobs associated with the Mixed Use Aviation Alternative would commence in 1994. By 2014, the employment generated by this alternative would create a demand for 787 in-migrating workers. This corresponds to 1.9 percent of the closure baseline, and 1.5 percent of the 2014 projected employment levels under post-closure conditions.

**Earnings.** Direct and secondary annual earnings generated by the Mixed Use Aviation Alternative are projected to be \$69,491,268 in 1999 and \$221,426,625 in 2014 (see Table 4.2-2). Earnings attributable to the direct operations jobs would contribute \$35,339,680 to total earnings in 1999 and \$122,592,564 in 2014. Secondary earnings are estimated to be \$30,327,308 in 1999, and \$96,549,644 in 2014.

#### **4.2.3 General Aviation Alternative**

**ROI Jobs with the General Aviation Alternative.** Implementation of the General Aviation Alternative would commence in 1994 following base disposal. By 2014, total ROI employment is projected to increase to 44,593, which represents an average annual increase of approximately 0.5 percent over the 1994 closure baseline employment level of 40,346, and an 8.3-percent increase over the projected post-closure ROI employment level of 41,188 in 2014.

**Direct Jobs.** By 2014, direct employment associated with the General Aviation Alternative over the No-Action Alternative is projected to increase to 1,936 jobs. Nearly all of these direct jobs would be associated with operations activities on the site, with 121 jobs (17.6 percent of the direct jobs) attributable to construction in 1999 and 51 jobs (2.6 percent of direct jobs) by 2014 (Table 4.2-3).

By 2014, the on-site activities creating the greatest number of direct operations jobs would be in aviation support, industrial uses, and commercial (office and retail) activities.

**Secondary Jobs.** By 2014 the General Aviation Alternative would create 1,469 secondary jobs in the ROI over the No-Action Alternative through the multiplier effects of direct workers' spending of payrolls and purchases of goods and services in the region. Secondary jobs are projected to number 544 in 1999 and 1,469 by 2014. This secondary employment brings the total ROI employment associated with the General Aviation Alternative to 42,606 in 1999 and 44,593 by 2014 (see Table 4.2-3).

**Table 4.2-3. ROI Employment and Earnings Projections: General Aviation Alternative**

	1999	2004	2014
<b>Site-Related Employment and Earnings</b>			
<b>Reuse</b>			
<b>Employment</b>			
Direct	779	1,026	2,026
Construction	121	39	51
Operations	658	987	1,975
Secondary	612	793	1,537
Total	1,391	1,819	3,563
<b>Earnings (\$) <sup>(a)</sup></b>			
Direct	15,419,960	20,465,241	40,751,650
Construction	2,321,713	747,109	984,310
Operations	13,098,247	19,718,132	39,767,340
Secondary	11,715,306	15,721,143	31,106,193
Total	27,135,266	36,186,384	71,857,843
<b>No-Action Effects <sup>(b)</sup></b>			
<b>Employment</b>			
Direct	90	90	90
Secondary	68	68	68
<b>Earnings (\$) <sup>(a)</sup></b>			
Direct	2,815,580	2,815,580	2,815,580
Secondary	1,280,875	1,280,875	1,280,875
<b>Reuse Increase over No-Action Effects</b>			
<b>Employment</b>			
Direct	689	936	1,936
Construction	121	39	51
Operations	568	897	1,885
Secondary	544	725	1,469
Total	1,233	1,661	3,405
<b>Earnings (\$) <sup>(a)</sup></b>			
Direct	12,604,380	17,649,661	37,936,070
Construction	2,321,713	747,109	984,310
Operations	10,282,667	16,902,552	36,951,760
Secondary	10,434,431	14,440,268	29,825,318
Total	23,038,811	32,089,929	67,761,388
<b>ROI Employment</b>			
With No-Action Alternative	41,373	41,895	41,188
With General Aviation Alternative	42,606	43,556	44,593
<b>In-Migrating Workers <sup>(c)</sup></b>			
Direct	72	101	201
Construction	6	2	3
Operations	66	99	198
Secondary	18	24	46
Total	90	125	247

Notes: (a) Constant 1989 dollars.

(b) The No-Action Alternative is the closure baseline projection, extended beyond closure, with the Operating Location in caretaker status. Effects include both direct and secondary employment and earnings.

(c) In-migrating workers are holders of site-related jobs who are expected to live in the ROI with reuse, but who would not live in the ROI without reuse. Refer to Appendix B for migratory-related employment assumptions.

ROI = Region of Influence.

**In-Migrating Workers.** In-migration of workers to the ROI to fill the newly created direct and secondary jobs associated with the General Aviation Alternative would begin in 1994 with implementation of the project, and by 2014 the activities generated by this alternative would create a demand for 247 in-migrating workers. This represents 0.6 percent of the ROI closure baseline and 0.6 percent of the 2014 projected ROI employment levels under post-closure conditions (see Table 4.2-3).

**Earnings.** Regional direct and secondary annual earnings generated by the General Aviation Alternative are projected to be \$23,038,811 in 1999 and \$67,761,388 by 2014 (see Table 4.2-3). Earnings attributable to the direct operations jobs for the General Aviation Alternative would contribute \$12,604,380 to total earnings in 1999 and \$37,936,070 in 2014. Secondary earnings associated with the General Aviation Alternative are estimated to be \$10,434,431 in 1999 and to total \$29,825,318 by 2014.

#### **4.2.4 Non-Aviation Alternative**

**ROI Jobs with the Non-Aviation Alternative.** Implementation of the Non-Aviation Alternative would commence in 1994, immediately following base disposal. By 2014, total ROI employment is projected to increase to 43,368, which represents an average annual increase of 0.4 percent over the 1994 closure baseline employment level of 40,346, and a 5.3-percent increase over the projected post-closure ROI employment level of 41,188 in 2014.

**Direct Jobs.** By 2014, direct employment associated with the Non-Aviation Alternative over the No-Action Alternative is projected to increase to 1,262 jobs. Nearly all of these direct jobs would be associated with operations activities on the sites, with 124 jobs (28.2 percent of direct jobs) attributable to construction in 1999 and 53 jobs (4.2 percent of direct jobs) by 2014 (Table 4.2-4).

The on-site activities creating the largest number of direct operations jobs by 2014 would be in industrial, institutional (medical), and commercial (office and retail) uses.

**Secondary Jobs.** Secondary jobs are projected to number 345 in 1999 and 918 by 2014. This secondary employment brings the total ROI employment associated with the Non-Aviation Alternative to 42,158 in 1999 and 43,368 by 2014 (Table 4.2-4).

**In-Migrating Workers.** In-migration of workers to the ROI to fill the newly created direct and secondary jobs associated with the Non-Aviation Alternative would commence in 1994, following implementation of the project, and by 2014 the employment generated by the Non-Aviation Alternative would create a demand for 163 in-migrating workers. This

**Table 4.2-4. ROI Employment and Earnings Projections: Non-Aviation Alternative**

	1999	2004	2014
<b>Site-Related Employment and Earnings</b>			
<b>Reuse</b>			
Employment			
Direct	530	808	1,352
Construction	124	64	53
Operations	406	744	1,299
Secondary	413	600	986
Total	943	1,408	2,338
Earnings (\$) <sup>(a)</sup>			
Direct	10,246,824	15,683,104	26,304,550
Construction	2,392,323	1,234,201	1,011,633
Operations	7,854,501	14,448,903	25,292,917
Secondary	7,752,274	11,889,223	20,026,331
Total	17,999,098	27,572,327	46,330,881
<b>No-Action Effects<sup>(b)</sup></b>			
Employment	158	158	158
Direct	90	90	90
Secondary	68	68	68
Earnings (\$) <sup>(a)</sup>	4,096,455	4,096,455	4,096,455
Direct	2,815,580	2,815,580	2,815,580
Secondary	1,280,875	1,280,875	1,280,875
<b>Reuse Increase over No-Action Effects</b>			
Employment			
Direct	440	718	1,262
Construction	124	64	53
Operations	316	654	1,209
Secondary	345	532	918
Total	785	1,250	2,180
Earnings (\$) <sup>(a)</sup>			
Direct	7,431,244	12,867,524	23,488,970
Construction	2,392,323	1,234,201	1,011,633
Operations	5,038,921	11,633,323	22,477,337
Secondary	6,471,399	10,608,348	18,745,456
Total	13,902,643	23,475,872	42,234,426
<b>ROI Employment</b>			
With No-Action Alternative	41,373	41,895	41,188
With Non-Aviation Alternative	42,158	43,145	43,368
<b>In-Migrating Workers<sup>(c)</sup></b>			
Direct	47	77	133
Construction	6	3	3
Operations	41	74	130
Secondary	12	18	30
Total	59	95	163

Notes: (a) Constant 1989 dollars.

(b) The No-Action Alternative is the closure baseline projection, extended beyond closure, with the Operating Location in caretaker status. Effects include both direct and secondary employment and earnings.

(c) In-migrating workers are holders of site-related jobs who are expected to live in the ROI with reuse, but who would not live in the ROI without reuse. Refer to Appendix B for migratory-related employment assumptions.

ROI = Region of Influence.

represents 0.4 percent of the ROI closure baseline and 0.4 percent of the 2014 projected ROI employment levels under post-closure conditions.

**Earnings.** Regional direct and secondary annual earnings generated by the Non-Aviation Alternative are projected to be \$13,902,643 in 1999 and \$42,234,426 by 2014 (see Table 4.2-4). Earnings attributable to the direct operations jobs for the Non-Aviation Alternative would contribute \$5,038,921 to total earnings in 1999 and \$22,477,337 in 2014. Secondary earnings associated with the Non-Aviation Alternative are estimated to be \$6,471,399 in 1999 and to total \$18,745,456 in 2014.

#### **4.2.5 No-Action Alternative**

Employment and earnings effects under the No-Action Alternative would be the same as those described under closure conditions in Section 3.2.

### **4.3 POPULATION**

If no reuse of Loring AFB occurs, total population in the ROI is anticipated to decrease from 75,421 in 1994 to 71,182 in 2014. These figures represent preclosure population projections developed using the Maine Department of Human Services projected growth rates and adjusted for the effects of closure. The growth rate represents an average annual rate of -0.3 percent. The Mixed Use Aviation Alternative would result in the slowest population decline (-0.2 percent) of any of the reuse alternatives evaluated.

**Population In-Migration Assumptions.** As described in Appendix B, workers are projected to relocate to the region, depending on the number and types of jobs created. Many of the employment opportunities created by the reuse alternatives would be filled by individuals residing in the ROI. The balance of workers would relocate to the ROI with their dependents, creating ROI population in-migration.

**Residential Distribution Assumptions.** In-migrating workers to the job market are expected to locate to communities within the ROI based on 1992 population and commuting patterns. Direct workers are expected to choose places of residence similar to those of the appropriated fund civilian workers at the base prior to closure. Secondary workers would likely have similar residential preferences.

#### **4.3.1 Proposed Action**

**Site-Related Population.** Total site-related population includes both (1) those households with at least one member who has a site-related job and who would live in the ROI without the Proposed Action and (2) those who would move into the ROI due to the Proposed Action (the migratory-related population). The total site-related population is projected to reach 7,296 in



1999 and 20,516 by 2014 (Table 4.3-1). The communities with the greatest site-related population by 2014 include Caribou (4,776), Limestone (3,732), and Presque Isle (1,835).

**Table 4.3-1. Site-Related Population: Proposed Action**

	1999	2004	2014
<b>Persons by Labor Category of Employee</b>			
Direct	4,124	6,482	11,717
Construction	434	170	170
Operations	3,690	6,312	11,547
Secondary	3,172	4,913	8,799
ROI Total	7,296	11,395	20,516
<b>Persons By Location</b>			
<b>Aroostook County</b>			
Caribou	1,687	2,643	4,776
Caswell	65	99	182
Connor	89	139	252
Fort Fairfield	503	782	1,411
Limestone	1,314	2,065	3,732
New Sweden	122	199	358
Presque Isle	654	1,017	1,835
Stockholm	130	205	374
Van Buren	397	627	1,130
Washburn	209	320	584
Westmanland	35	52	97
Woodland	283	451	810
Rest of County	1,808	2,796	4,975
ROI Total	7,296	11,395	20,516

**Note:** Site-related employees and dependents represent all direct and secondary workers and their dependents residing in the region. These include persons who are projected to live in the ROI without reuse and consequently are a combination of migratory-related population change and baseline population.  
ROI = Region of Influence.

**Migratory-Related Population Change.** The migratory-related population changes expected to occur due to the Proposed Action are shown in Table 4.3-2. These figures represent persons living in the ROI who would not live there without reuse of the site. Migratory-related population changes are projected to be 550 persons in 1999 and 1,613 in 2014. The communities with the greatest migratory-related population increases by 2014 include Caribou (436, or 27.0 percent of the ROI total), Limestone (358 or 22.2 percent), and Presque Isle (137 or 8.5 percent).

**ROI Population with the Proposed Action.** Population in the ROI would decrease from 75,421 at closure (1994) to 73,771 in 1999 and 72,795 in 2014 (Table 4.3-2). The average annual rate of population decrease in the

**Table 4.3-2. Total Regional Population Effects - County and Selected Communities:  
Proposed Action**

	1999	2004	2014
<b>With No-Action Alternative</b>			
<b>Aroostook County</b>			
Caribou	7,529	7,361	7,110
Caswell	218	176	112
Connor	242	178	85
Fort Fairfield	3,504	3,398	3,225
Limestone	3,168	3,204	3,421
New Sweden	642	644	664
Presque Isle	9,551	9,462	9,421
Stockholm	249	262	293
Van Buren	2,219	1,942	1,498
Washburn	1,737	1,752	1,809
Westmanland	47	48	43
Woodland	1,154	1,144	1,153
Rest of County	42,961	42,777	42,348
<b>ROI Total</b>	<b>73,221</b>	<b>72,348</b>	<b>71,182</b>
<b>Migratory-Related Population Changes<sup>(a)</sup></b>			
<b>Aroostook County</b>			
Caribou	148	239	436
Caswell	6	9	18
Connor	6	12	23
Fort Fairfield	41	61	113
Limestone	120	198	358
New Sweden	9	18	29
Presque Isle	47	728	137
Stockholm	12	20	35
Van Buren	38	56	102
Washburn	15	23	47
Westmanland	3	6	9
Woodland	20	35	61
Rest of County	85	139	245
<b>ROI Total</b>	<b>550</b>	<b>888</b>	<b>1,613</b>
<b>ROI Population Projections</b>			
<b>Aroostook County</b>			
Caribou	7,677	7,600	7,546
Caswell	224	185	130
Connor	248	190	108
Fort Fairfield	3,545	3,459	3,338
Limestone	3,288	3,402	3,779
New Sweden	651	662	693
Presque Isle	9,598	9,534	9,558
Stockholm	261	282	328
Van Buren	2,257	1,998	1,600
Washburn	1,752	1,775	1,856
Westmanland	50	54	52
Woodland	1,174	1,179	1,214
Rest of County	43,046	42,916	42,593
<b>ROI Total</b>	<b>73,771</b>	<b>73,236</b>	<b>72,795</b>

**Note:** (a) Migratory-related population change represents those site-related employees and dependents living in the region who would not live in the region without reuse. All other site-related employees and dependents would live in the region without reuse of the base.  
ROI = Region of Influence.

ROI during this 20-year period would be 0.2 percent, compared with a decrease of 0.3 percent for the closure baseline. The projected ROI population trend, compared with closure baseline conditions and the reuse alternatives, is presented in Figure 4.3-1.

#### 4.3.2 Mixed Use Aviation Alternative

**Site-Related Population.** The total site-related population is projected to reach 9,642 in 1999 and 29,371 by 2014 (Table 4.3-3). The communities with the greatest site-related population by 2014 include Caribou (6,750), Limestone (5,251), and Presque Isle (2,649).

**Table 4.3-3. Site-Related Population: Mixed Use Aviation Alternative**

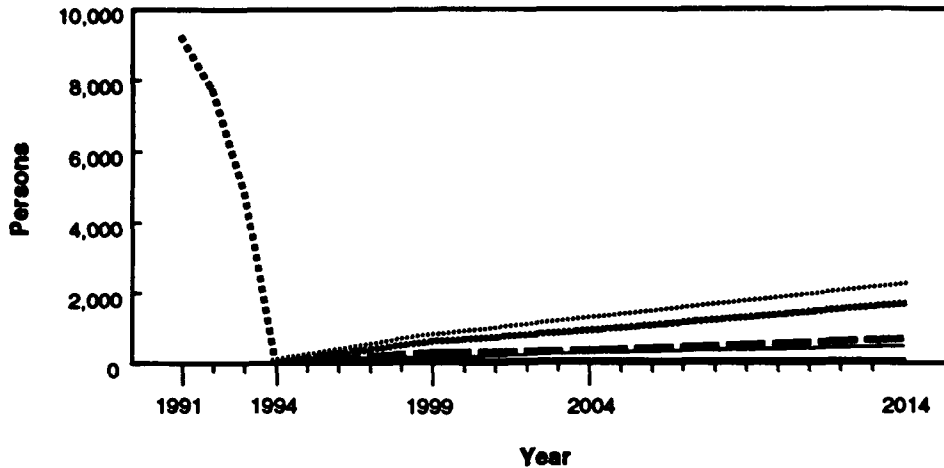
	1999	2004	2014
<b>Persons by Labor Category of Employees</b>			
Direct	5,366	9,249	16,592
Construction	508	318	304
Operations	4,858	8,931	16,288
Secondary	4,276	7,259	12,779
ROI Total	9,642	16,488	29,371
<b>Persons by Location</b>			
<b>Aroostook County</b>			
Caribou	2,202	3,778	6,750
Caswell	83	143	255
Connor	116	198	354
Fort Fairfield	657	1,125	2,007
Limestone	1,709	2,937	5,251
New Sweden	166	285	508
Presque Isle	873	1,490	2,649
Stockholm	171	293	525
Van Buren	524	898	1,603
Washburn	273	467	833
Westmanland	45	77	137
Woodland	373	640	1,143
Rest of County	2,450	4,157	7,356
ROI Total	9,642	16,488	29,371

**Note:** Site-related employees and dependents represent all direct and secondary workers and their dependents residing in the region. These include persons who are projected to live in the ROI without reuse and consequently are a combination of migratory-related population change and baseline population.  
ROI = Region of Influence.

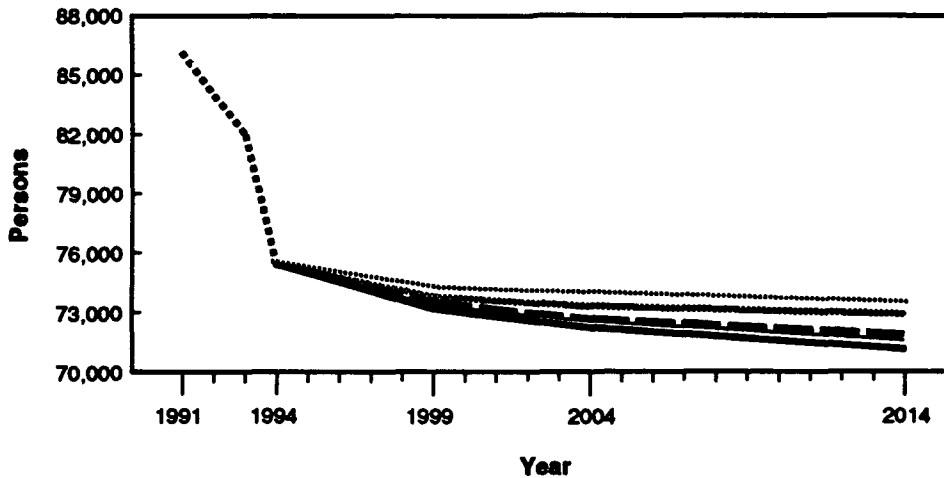
**Migratory-Related Population Change.** The migratory-related population changes expected to occur due to the Mixed Use Aviation Alternative are shown in Table 4.3-4. These figures represent persons living in the ROI who would not live there without reuse of the site. Migratory-related population

ALTERNATIVE	1994 <sup>(a)</sup>	1999	2004	2014
Proposed Action	0	550	868	1,613
Mixed Use Aviation	0	723	1,272	2,290
General Aviation	0	262	362	716
Non-Aviation	0	172	278	472

Migratory-Related  
Population  
Effects<sup>(b)</sup>



Migratory-Related  
Population  
Effects<sup>(b)</sup>



Total ROI  
Population  
Including  
Migratory-Related  
Effects

#### EXPLANATION

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

(a) 1994 represents closure conditions.

(b) Migratory (reuse)-related population effects are the persons that move into the ROI solely as a result of reuse.

### Migratory-Related Population Effects

Figure 4.3-1

**Table 4.3-4. Total Regional Population Effects - County and Selected Communities:  
Mixed Use Aviation Alternative**

	1999	2004	2014
<b>With No-Action Alternative</b>			
<b>Aroostook County</b>			
Caribou	7,529	7,361	7,110
Caswell	218	176	112
Connor	242	178	85
Fort Fairfield	3,504	3,398	3,225
Limestone	3,168	3,204	3,421
New Sweden	642	644	664
Presque Isle	9,551	9,462	9,421
Stockholm	249	262	293
Van Buren	2,219	1,942	1,498
Washburn	1,737	1,752	1,809
Westmanland	47	48	43
Woodland	1,154	1,144	1,153
Rest of County	42,961	42,777	42,348
<b>ROI Total</b>	<b>73,221</b>	<b>72,348</b>	<b>71,182</b>
<b>Migratory-Related Population Changes<sup>(a)</sup></b>			
<b>Aroostook County</b>			
Caribou	193	341	614
Caswell	7	12	21
Connor	9	17	30
Fort Fairfield	51	90	162
Limestone	158	279	504
New Sweden	14	24	43
Presque Isle	62	108	194
Stockholm	16	28	50
Van Buren	45	79	142
Washburn	20	36	65
Westmanland	4	7	12
Woodland	28	50	90
Rest of County	116	201	363
<b>ROI Total</b>	<b>723</b>	<b>1,272</b>	<b>2,290</b>
<b>ROI Population Projections</b>			
<b>Aroostook County</b>			
Caribou	7,722	7,702	7,724
Caswell	225	188	133
Connor	251	195	115
Fort Fairfield	3,555	3,488	3,387
Limestone	3,326	3,483	3,925
New Sweden	656	668	707
Presque Isle	9,613	9,570	9,615
Stockholm	26	29	34
Van Buren	2,264	2,021	1,640
Washburn	1,757	1,788	1,874
Westmanland	51	55	55
Woodland	1,182	1,194	1,243
Rest of County	43,077	42,978	42,711
<b>ROI Total</b>	<b>73,944</b>	<b>73,620</b>	<b>73,472</b>

Note: (a) Migratory-related population change represents those site-related employees and dependents living in the region who would not live in the region without reuse. All other site-related employees and dependents would live in the region without reuse of the base.  
ROI = Region of Influence.

changes are projected to be 723 in 1999 and 2,290 in 2014. The communities with the greatest migratory-related population increases by 2014 include Caribou (614, or 26.8 percent of the ROI total), Limestone (504, or 22.0 percent), and Presque Isle (194, or 8.5 percent).

**ROI Population with the Mixed Use Aviation Alternative.** Population in the ROI would decrease from 75,421 at closure (1994) to 73,944 in 1999 and 73,472 in 2014 (Table 4.3-4). The average annual rate of population decrease in the ROI during this 20-year period would be 0.1 percent, compared with a decrease of 0.3 percent for the closure baseline. The projected ROI population trend, compared with closure baseline conditions and the reuse alternative, is presented in Figure 4.3-1.

#### **4.3.3 General Aviation Alternative**

**Site-Related Population.** The total site-related population is projected to increase to 3,583 persons in 1999 and 9,186 in 2014 (Table 4.3-5). Nearly all of these persons would be associated with direct operations jobs and secondary employment. By 2014, the communities with the greatest site-related population include Caribou (2,121), Limestone (1,652), and Presque Isle (826).

**Migratory-Related Population Change.** The migratory-related population changes expected to occur in the ROI are shown in Table 4.3-6. These numbers represent persons who would not be living in the ROI without reuse of the site. Migratory-related population changes projected to occur as a result of the General Aviation Alternative are 262 in 1999 and 716 in 2014. The communities with the greatest migratory-related population increases include Caribou (193 or 27.0 percent of the ROI total), Limestone (158 or 22.1 percent), and Presque Isle (61 or 8.5 percent).

**ROI Population with the General Aviation Alternative.** Population in the ROI would decrease from 75,421 at closure (1994) to 73,483 in 1999 and 71,898 in 2014 (see Table 4.3-6). The average annual rate of population decline in the ROI during this 20-year period would be 0.2 percent compared with a decrease of 0.3 percent under baseline closure conditions. The trend in ROI population with the General Aviation Alternative compared with the closure baseline and other reuse alternatives is presented in Figure 4.3-1.

#### **4.3.4 Non-Aviation Alternative**

**Site-Related Population.** The total site-related population is projected to increase to 2,431 in 1999 and 6,025 in 2014 (Table 4.3-7). Nearly all of this increase would be attributable to direct operations jobs and secondary employment. By 2014, the communities with the greatest site-related population increases include Caribou (1,400), Limestone (1,093), and Presque Isle (540).

**Table 4.3-5. Site-Related Population: General Aviation Alternative**

	1999	2004	2014
<b>Persons by Labor Category of Employee</b>			
Direct	2,002	2,640	5,216
Construction	309	99	131
Operations	1,693	2,541	5,085
Secondary	1,581	2,049	3,970
ROI Total	3,583	4,689	9,186
<b>Persons by Location</b>			
<b>Aroostook County</b>			
Caribou	819	1,077	2,121
Caswell	31	41	80
Connor	43	57	111
Fort Fairfield	244	320	629
Limestone	636	838	1,652
New Sweden	62	81	160
Presque Isle	324	423	826
Stockholm	64	84	165
Van Buren	195	256	503
Washburn	101	133	261
Westmanland	17	22	43
Woodland	139	182	359
Rest of County	908	1,175	2,276
ROI Total	3,583	4,689	9,186

**Note:** Site-related employees and dependents represent all direct and secondary workers and their dependents residing in the region. These include persons who are projected to live in the ROI without reuse and consequently are a combination of migratory-related population change and baseline population.  
ROI = Region of Influence.

**Migratory-Related Population Change.** The migratory-related population changes expected to occur in the ROI are shown in Table 4.3-8. These figures represent persons who would not be living in the ROI without reuse of the site. Migratory-related population changes caused by the Non-Aviation Alternative are projected to be 172 in 1999 and 472 in 2014. The communities with the greatest migratory-related population increases include Caribou (127 or 26.7 percent of the ROI total), Limestone (104 or 22.0 percent), and Presque Isle (40 or 8.5 percent).

**ROI Population with the Non-Aviation Alternative.** As a result of the Non-Aviation Alternative, the ROI population would decrease from 75,421 at closure (1994) to 73,393 in 1999 and 71,654 in 2014 (see Table 4.3-8).

**Table 4.3-6. Total Regional Population Effects - County and Selected Communities:  
General Aviation Alternative**

	1999	2004	2014
<b>With No-Action Alternative</b>			
<b>Aroostook County</b>			
Caribou	7,529	7,361	7,110
Caswell	218	176	112
Connor	242	178	85
Fort Fairfield	3,504	3,398	3,225
Limestone	3,168	3,204	3,421
New Sweden	642	644	664
Presque Isle	9,551	9,462	9,421
Stockholm	249	262	293
Van Buren	2,219	1,942	1,498
Washburn	1,737	1,752	1,809
Westmanland	47	48	43
Woodland	1,154	1,144	1,153
Rest of County	42,961	42,777	42,348
<b>ROI Total</b>	<b>73,221</b>	<b>72,348</b>	<b>71,182</b>
<b>Migratory-Related Population Changes<sup>(a)</sup></b>			
<b>Aroostook County</b>			
Caribou	70	97	193
Caswell	2	3	7
Connor	3	5	9
Fort Fairfield	18	26	51
Limestone	57	80	158
New Sweden	5	7	14
Presque Isle	22	31	61
Stockholm	6	8	16
Van Buren	16	22	45
Washburn	7	10	20
Westmanland	1	2	4
Woodland	10	14	28
Rest of County	45	57	110
<b>ROI Total</b>	<b>262</b>	<b>362</b>	<b>716</b>
<b>ROI Population Projections</b>			
<b>Aroostook County</b>			
Caribou	7,599	7,458	7,303
Caswell	220	179	119
Connor	245	183	94
Fort Fairfield	3,522	3,424	3,276
Limestone	3,225	3,284	3,579
New Sweden	647	651	678
Presque Isle	9,573	9,493	9,482
Stockholm	255	270	309
Van Buren	2,235	1,964	1,543
Washburn	1,744	1,762	1,829
Westmanland	48	50	47
Woodland	1,164	1,158	1,181
Rest of County	43,006	42,834	42,458
<b>ROI Total</b>	<b>73,483</b>	<b>72,710</b>	<b>71,898</b>

Note: (a) Migratory-related population change represents those site-related employees and dependents living in the region who would not live in the region without reuse. All other site-related employees and dependents would live in the region without reuse of the site.

ROI = Region of Influence.



**Table 4.3-7. Site-Related Population: Non-Aviation Alternative**

	1999	2004	2014
<b>Persons by Labor Category of Employee</b>			
Direct	1,364	2,078	3,478
Construction	318	164	134
Operations	1,046	1,914	3,344
Secondary	1,067	1,550	2,547
ROI Total	2,431	3,628	6,025
<b>Persons by Location</b>			
<b>Aroostook County</b>			
Caribou	554	839	1,400
Caswell	21	32	53
Connor	29	44	74
Fort Fairfield	166	249	414
Limestone	430	653	1,093
New Sweden	42	63	105
Presque Isle	220	326	540
Stockholm	43	65	109
Van Buren	132	199	331
Washburn	69	103	171
Westmanland	11	17	29
Woodland	94	142	237
Rest of County	620	896	1,469
ROI Total	2,431	3,628	6,025

Notes: Site-related employees and dependents represent all direct and secondary workers and their dependents residing in the region. These include persons who are projected to live in the ROI without reuse and consequently are a combination of migratory-related population change and baseline population.  
ROI = Region of influence.

The average annual rate of population decrease in the ROI during this 20-year period would be about 0.3 percent, which is equal to the rate of change under closure baseline conditions. The trend in ROI population with the Non-Aviation Alternative is shown in Figure 4.3-1.

#### 4.3.5 No-Action Alternative

Population effects under the No-Action Alternative would be similar to those described in Section 3.3 as closure conditions and briefly highlighted in the introductory paragraph of this section.

**Table 4.3-8. Total Regional Population Effects - County and Selected Communities:  
Non-Aviation Alternative**

	1999	2004	2014
<b>With No-Action Alternative</b>			
<b>Aroostook County</b>			
Caribou	7,529	7,361	7,110
Caswell	218	176	112
Connor	242	178	85
Fort Fairfield	3,504	3,398	3,225
Limestone	3,168	3,204	3,421
New Sweden	642	644	664
Presque Isle	9,551	9,462	9,421
Stockholm	249	262	293
Van Buren	2,219	1,942	1,498
Washburn	1,737	1,752	1,809
Westmanland	47	48	43
Woodland	1,154	1,144	1,153
Rest of County	42,961	42,777	42,348
<b>ROI Total</b>	<b>73,221</b>	<b>72,348</b>	<b>71,182</b>
<b>Migratory-Related Population Changes<sup>(a)</sup></b>			
<b>Aroostook County</b>			
Caribou	46	75	127
Caswell	2	3	4
Connor	2	4	6
Fort Fairfield	12	20	33
Limestone	37	61	104
New Sweden	3	5	9
Presque Isle	15	24	40
Stockholm	4	6	10
Van Buren	11	17	29
Washburn	5	8	13
Westmanland	1	2	3
Woodland	7	11	19
Rest of County	27	42	75
<b>ROI Total</b>	<b>172</b>	<b>278</b>	<b>472</b>
<b>ROI Population Projections</b>			
<b>Aroostook County</b>			
Caribou	7,575	7,436	7,237
Caswell	220	179	116
Connor	244	182	91
Fort Fairfield	3,516	3,418	3,258
Limestone	3,205	3,265	3,525
New Sweden	645	649	673
Presque Isle	9,566	9,486	9,461
Stockholm	253	268	303
Van Buren	2,230	1,959	1,527
Washburn	1,742	1,760	1,822
Westmanland	48	50	46
Woodland	1,161	1,155	1,172
Rest of County	42,988	42,819	42,423
<b>ROI Total</b>	<b>73,393</b>	<b>72,626</b>	<b>71,654</b>

Note: (a) Migratory-related population change represents those site-related employees and dependents living in the region who would not live in the region without reuse. All other site-related employees and dependents would live in the region without reuse of the site.  
ROI = Region of Influence.

## 4.4 HOUSING

Total housing demand in the ROI is estimated to be 33,824 units at closure. Due to a decline in population, housing demand is projected to decrease to 32,861 units in 1999 and 31,978 in 2014. This represents an average annual rate of decline of 0.3 percent for this 20-year period, comparable to the projected loss in population. The population of the ROI is projected to decline over the 1994-2014 period, and it is assumed that the housing stock will be reduced relative to the population decline. Utilizing the ratio between total housing units (both occupied and vacant) and population developed from 1990 census data, the number of housing units is projected to decline from 33,824 in 1994 to 31,978 in 2014. Such a reduction in the number of housing units implies that structures will be physically removed and/or will no longer be identified as habitable.

Persons projected to in-migrate to the region due to employment opportunities associated with implementation of the reuse alternatives would require housing. A level of demand would be created by the reuse alternatives for housing units. How this in-migration would affect the size of the housing stock is uncertain. It is possible that the in-migrating households would occupy vacant units upon arrival in the region, and no new units would be added to the stock. Conversely, the new households could demand new housing units. Therefore, the resulting new construction would increase the housing stock in the ROI. This latter assumption has been made and is reflected in the data presented in Table 4.4-1. The greatest demand for housing in the ROI is expected to occur for the Mixed Use Aviation Alternative.

### 4.4.1 Proposed Action

**Migratory-Related Housing Demand.** Demand caused by population in-migration to the ROI associated with the Proposed Action is projected to be 188 units in 1999 and 554 in 2014 (Table 4.4-1). By 2014, the communities with the greatest share of migratory-related housing demand would include Caribou (27.1 percent), Limestone (22.2), and Presque Isle (8.5).

**ROI Housing Demand with the Proposed Action.** ROI demand with the Proposed Action is projected to decrease from 33,824 units at closure to 33,049 units in 1999 and 32,532 in 2014 (see Table 4.4-1). This rate of decline in housing demand averages 0.2 percent per year for this 20-year period, compared to a decrease of 0.3 percent annually under closure baseline conditions.

**Table 4.4-1. Total Regional Housing Effects - County and Selected Communities  
(number of housing units): Proposed Action**

	1999	2004	2014
<b>With No-Action Alternative</b>			
<b>Aroostook County</b>			
Caribou	3,270	3,197	3,088
Caswell	102	82	52
Connor	98	72	34
Fort Fairfield	1,444	1,401	1,329
Limestone	1,374	1,390	1,484
New Sweden	285	285	294
Presque Isle	3,993	3,956	3,939
Stockholm	119	126	140
Van Buren	909	795	614
Washburn	703	709	732
Westmanland	75	76	68
Woodland	438	434	438
Rest of County	20,051	19,965	19,766
<b>ROI Total</b>	<b>32,861</b>	<b>32,488</b>	<b>31,978</b>
<b>Migratory-Related Housing Demand<sup>(a)</sup></b>			
<b>Aroostook County</b>			
Caribou	51	82	150
Caswell	2	3	6
Connor	2	4	8
Fort Fairfield	14	21	39
Limestone	41	68	123
New Sweden	3	6	10
Presque Isle	16	25	47
Stockholm	4	7	12
Van Buren	13	19	35
Washburn	5	8	16
Westmanland	1	2	3
Woodland	7	12	21
Rest of County	29	48	84
<b>ROI Total</b>	<b>188</b>	<b>305</b>	<b>554</b>
<b>ROI Housing Demand with Reuse</b>			
<b>Aroostook County</b>			
Caribou	3,321	3,279	3,238
Caswell	104	85	58
Connor	100	76	42
Fort Fairfield	1,458	1,422	1,368
Limestone	1,415	1,458	1,607
New Sweden	288	291	304
Presque Isle	4,009	3,981	3,986
Stockholm	123	133	152
Van Buren	922	814	649
Washburn	708	717	748
Westmanland	76	78	71
Woodland	445	446	459
Rest of County	20,080	20,013	19,850
<b>ROI Total</b>	<b>33,049</b>	<b>32,793</b>	<b>32,532</b>

Note: (a) Migratory-related housing demand is attributable to migratory-related ROI population changes. It reflects the change in housing demand, compared to baseline conditions, required to house the change in ROI population caused by reuse.  
ROI = Region of Influence.

#### **4.4.2 Mixed Use Aviation Alternative**

**Migratory-Related Housing Demand.** Demand caused by population in-migration to the ROI associated with the Mixed Use Aviation Alternative is projected to be 246 units in 1999 and 787 in 2014 (Table 4.4-2). By 2014, the communities with the greatest share of migratory-related housing demand include Caribou (26.9 percent), Limestone (22.0), and Presque Isle (8.5).

**ROI Housing Demand with the Mixed Use Aviation Alternative.** ROI demand with the Mixed Use Aviation Alternative is projected to decrease from 33,824 units at closure to 33,107 units in 1999 and 32,763 in 2014 (see Table 4.4-2). This rate of decline in housing demand averages 0.2 percent per year for this 20-year period, compared to a decrease of 0.3 percent annually under closure baseline conditions.

#### **4.4.3 General Aviation Alternative**

**Migratory-Related Housing Demand.** Demand attributable to the General Aviation Alternative is projected to be 92 units in 1999 and 246 in 2014 (Table 4.4-3). By 2014, the communities with the greatest share of migratory-related housing demand would include Caribou (26.9 percent), Limestone (22.0), and Presque Isle (8.6).

**ROI Housing Demand with the General Aviation Alternative.** ROI demand is projected to drop from 33,824 units at closure to 32,953 in 1999 and 32,223 in 2014 (see Table 4.4-3). This projected decline in demand averages 0.2 percent annually, which is equal to the Proposed Action (-0.2 percent) but less than under closure baseline conditions (-0.3 percent).

#### **4.4.4 Non-Aviation Alternative**

**Migratory-Related Housing Demand.** ROI demand caused by the Non-Aviation Alternative is projected at 60 units in 1999 and 163 units in 2014 (Table 4.4-4). By 2014, the communities with the greatest share of migratory-related housing demand would include Caribou (27.0 percent), Limestone (22.1), and Presque Isle (8.6).

**ROI Housing Demand with the Non-Aviation Alternative.** ROI demand is projected to fall from 33,824 units at closure to 32,921 in 1999 and 32,141 in 2014 (see Table 4.4-4). This decline averages 0.3 percent per year and is equal to the baseline projection of 0.3 percent. Demand for housing under this alternative would be at a slower rate than under the Proposed Action, but at the same rate as the General Aviation Alternative.

**Table 4.4-2. Total Regional Housing Effects - County and Selected Communities  
(number of housing units): Mixed Use Aviation Alternative**

	1999	2004	2014
<b>With No-Action Alternative</b>			
<b>Aroostook County</b>			
Caribou	3,270	3,197	3,088
Caswell	102	82	52
Connor	98	72	34
Fort Fairfield	1,444	1,401	1,329
Limestone	1,374	1,390	1,484
New Sweden	285	285	294
Presque Isle	3,993	3,956	3,939
Stockholm	119	126	140
Van Buren	909	795	614
Washburn	703	709	732
Westmanland	75	76	68
Woodland	438	434	438
Rest of County	20,051	19,965	19,766
<b>ROI Total</b>	<b>32,861</b>	<b>32,488</b>	<b>31,978</b>
<b>Migratory-Related Housing Demand<sup>(a)</sup></b>			
<b>Aroostook County</b>			
Caribou	66	117	211
Caswell	2	4	7
Connor	3	6	10
Fort Fairfield	17	31	56
Limestone	54	96	173
New Sweden	5	9	15
Presque Isle	21	37	67
Stockholm	5	9	17
Van Buren	15	27	49
Washburn	7	12	22
Westmanland	1	2	4
Woodland	10	17	31
Rest of County	40	70	125
<b>ROI Total</b>	<b>246</b>	<b>436</b>	<b>787</b>
<b>ROI Housing Demand with Reuse</b>			
<b>Aroostook County</b>			
Caribou	3,336	3,314	3,299
Caswell	104	86	59
Connor	101	78	44
Fort Fairfield	1,461	1,432	1,384
Limestone	1,428	1,486	1,657
New Sweden	290	293	309
Presque Isle	4,014	3,993	4,006
Stockholm	124	135	157
Van Buren	924	822	663
Washburn	710	721	754
Westmanland	76	78	72
Woodland	448	451	469
Rest of County	20,091	20,035	19,890
<b>ROI Total</b>	<b>33,107</b>	<b>32,924</b>	<b>32,763</b>

Note: (a) Migratory-related housing demand is attributable to migratory-related ROI population changes. It reflects the change in housing demand, compared to baseline conditions, required to house the change in ROI population caused by reuse.  
ROI = Region of Influence.

**Table 4.4-3. Total Regional Housing Effects - County and Selected Communities  
(number of housing units): General Aviation Alternative**

	1999	2004	2014
<b>With No-Action Alternative</b>			
<b>Aroostook County</b>			
Caribou	3,270	3,197	3,088
Caswell	102	82	52
Connor	98	72	34
Fort Fairfield	1,444	1,401	1,329
Limestone	1,374	1,390	1,484
New Sweden	285	285	294
Presque Isle	3,993	3,956	3,939
Stockholm	119	126	140
Van Buren	909	795	614
Washburn	703	709	732
Westmanland	75	76	68
Woodland	438	434	438
Rest of County	20,051	19,965	19,766
ROI Total	32,861	32,488	31,978
<b>Migratory-Related Housing Demand<sup>(a)</sup></b>			
<b>Aroostook County</b>			
Caribou	24	33	66
Caswell	1	1	2
Connor	1	2	3
Fort Fairfield	6	9	18
Limestone	20	27	54
New Sweden	2	2	5
Presque Isle	8	11	21
Stockholm	2	3	5
Van Buren	6	8	15
Washburn	3	4	7
Westmanland	0	1	1
Woodland	4	5	10
Rest of County	15	20	39
ROI Total	92	126	246
<b>ROI Housing Demand with Reuse</b>			
<b>Aroostook County</b>			
Caribou	3,294	3,230	3,154
Caswell	103	83	54
Connor	99	74	37
Fort Fairfield	1,450	1,410	1,346
Limestone	1,394	1,417	1,538
New Sweden	287	287	299
Presque Isle	4,001	3,967	3,960
Stockholm	121	129	145
Van Buren	915	803	629
Washburn	706	713	739
Westmanland	75	77	69
Woodland	442	439	448
Rest of County	20,066	19,985	19,805
ROI Total	32,953	32,614	32,223

Note: (a) Migratory-related housing demand is attributable to migratory-related ROI population changes. It reflects the change in housing demand, compared to baseline conditions, required to house the change in ROI population caused by reuse.

ROI = Region of Influence.

**Table 4.4-4. Total Regional Housing Effects - County and Selected Communities  
(number of housing units): Non-Aviation Alternative**

	1999	2004	2014
<b>With No-Action Alternative</b>			
<b>Aroostook County</b>			
Caribou	3,270	3,197	3,088
Caswell	102	82	52
Connor	98	72	34
Fort Fairfield	1,444	1,401	1,329
Limestone	1,374	1,390	1,484
New Sweden	285	285	294
Presque Isle	3,993	3,956	3,939
Stockholm	119	126	140
Van Buren	909	795	614
Washburn	703	709	732
Westmanland	75	76	68
Woodland	438	434	438
Rest of County	20,051	19,965	19,766
<b>ROI Total</b>	<b>32,861</b>	<b>32,488</b>	<b>31,978</b>
<b>Migratory-Related Housing Demand<sup>(a)</sup></b>			
<b>Aroostook County</b>			
Caribou	16	26	44
Caswell	1	1	2
Connor	1	1	2
Fort Fairfield	4	7	11
Limestone	13	21	36
New Sweden	1	2	3
Presque Isle	5	8	14
Stockholm	1	2	4
Van Buren	4	6	10
Washburn	2	3	5
Westmanland	0	1	1
Woodland	2	4	6
Rest of County	10	15	25
<b>ROI Total</b>	<b>60</b>	<b>97</b>	<b>163</b>
<b>ROI Housing Demand with Reuse</b>			
<b>Aroostook County</b>			
Caribou	3,286	3,223	3,132
Caswell	103	83	54
Connor	99	73	36
Fort Fairfield	1,448	1,408	1,340
Limestone	1,387	1,411	1,520
New Sweden	286	287	297
Presque Isle	3,998	3,964	3,953
Stockholm	120	128	144
Van Buren	913	801	624
Washburn	705	712	737
Westmanland	75	77	69
Woodland	440	438	444
Rest of County	20,061	19,980	19,791
<b>ROI Total</b>	<b>32,921</b>	<b>32,585</b>	<b>32,141</b>

Note: (a) Migratory-related housing demand is attributable to migratory-related ROI population changes. It reflects the change in housing demand, compared to baseline conditions, required to house the change in ROI population caused by reuse.  
ROI = Region of influence.



#### **4.4.5 No-Action Alternative**

Housing effects under the No-Action Alternative would be similar to those described in Section 3.4 as closure conditions, and briefly highlighted in the introductory paragraph of this section.

### **4.5 PUBLIC SERVICES**

Effects to key local public services are determined by the change in demand for personnel and facilities arising from implementation of a reuse alternative. The ability to accommodate increased demand or to respond to decreases in demand while maintaining accustomed levels of public service is examined based on potential changes in demand for services.

Public services would be affected by ROI population in-migration and consequent changes in public service demand. The number of in-migrating workers at the site, their accompanying dependents, and their settlement patterns would affect public service demand and corresponding service provision throughout the ROI. Preclosure per capita-generated demand for public services (student/teacher ratios and governmental/health care employees per 1,000 population ratios) is used as a standard of service. Potential reuse effects are determined by the necessary addition of public service employees (e.g., municipal employees, school staff, police officers, fire fighters, health care providers) needed to serve the in-migrating population. These staffing-to-population service ratios are used to compare effects between the alternatives only and are not intended to suggest future staffing requirements.

Other direct effects would include increased service demand on local governments from the additional area and infrastructure being shifted from federal to public administration of Loring AFB (area-generated levels of public service). Following disposition to the private sector of any on-site or certain off-site parcels, one or more of the communities of Caribou, Caswell, and Limestone would become responsible for serving the demand for municipal services, police protection, and fire protection within its jurisdiction. Additionally, Aroostook County and the communities of Ashland and Presque Isle would become responsible for serving the additional demand for public services associated with the disposal of off-site property within their jurisdictions. Local service providers would lose Air Force support in the form of aid agreements (e.g., public education, fire protection).

#### **4.5.1 Local Government**

Potential effects to local government structure and employment are examined for each alternative. The analysis considers project-related population in-migration and changes in service area infrastructure responsibility under each alternative. Because of the magnitude of some

effects of closure and reuse, level-of-service ratios may not adequately meet new service requirements. Changes in types of services to be provided were considered.

**Area-Generated Demand.** The on-site property is located within the communities of Caribou, Caswell, and Limestone, and administration of the site would become the responsibility of these communities during reuse. Infrastructure requirements and services, such as public works, utilities, building code inspection and enforcement, and recreation, may need to be expanded for the additional area. Regardless of migratory-related population, increases in employment and facilities infrastructure may be required to serve these areas, in addition to the calculated per capita increases. Therefore, the total local government employee demands would be the summation of per capita demands and area-generated demands.

The off-site parcel that falls within Ashland would increase the town's service area by less than 0.1 square mile. When the 1991 area-generated level-of-service ratio is applied to this additional area, there would be no resultant effects.

One off-site parcel and a portion of a second off-site parcel that fall within Connor would increase the area for which Aroostook County would provide service by 0.9 square mile. No resultant effects are anticipated based on the 1991 area-generated level-of-service ratio of less than 0.1 employee per square mile.

Two off-site parcels, a portion of a third off-site parcel, and a portion of the on-site property that fall within Caribou would increase the city's service area by 0.9 square mile. When the 1991 area-generated level-of-service ratio of 1.0 employee per square mile is applied to this additional area, the resultant effects would be one additional employee.

The off-site parcel and a portion of the on-site property that fall within the town of Caswell would increase the town's service area by 4.1 square miles. When the 1991 area-generated level-of-service ratio of less than 0.1 employee per square mile is applied to this additional area, there would be no resultant effects.

Two off-site parcels and a portion of the on-site property that fall within Limestone would increase the city's service area by 8.0 square miles. When the 1991 area-generated level-of-service ratio of 0.5 employee per square mile is applied to this area, the resultant effects would be four additional employees.

The off-site parcel that falls within Presque Isle would increase the city's service area by 0.1 square mile. When the 1991 area-generated level-of-

service ratio of 1.5 employees per square mile is applied to this additional area, there would be no resultant effects.

With Loring AFB closed and in caretaker status (the No-Action Alternative), OL activities at the site would not generate demand for local government services. As a result, municipal staffing levels would not have to be increased for any of the local jurisdictions. Effects of each of the reuse alternatives are compared to closure baseline conditions.

#### 4.5.1.1 Proposed Action

**Aroostook County.** Aroostook County would experience a population increase due to in-migration of 550 persons by 1999 and 1,613 persons by 2014. To maintain the 1991 service level of 1.1 government employees per 1,000 persons, increases in employment by the county in response to migratory-related population changes would be one employee in 1999, increasing to two by 2014 (Table 4.5-1). By 2014 this increase in county employees represents a 2.5-percent increase in staffing over the 1993 closure baseline level of 81 FTE employees. No additional employees are required based upon area-generated demand.

**Table 4.5-1. Government Employment Effects: Proposed Action**

	1999	2004	2014
<b>Aroostook County</b>	1	1	2
Caribou	1	2	3
Caswell	0	0	0
Fort Fairfield	0	0	1
Limestone	0	1	1
New Sweden	0	0	0
Presque Isle	0	1	1
Stockholm	0	0	0
Van Buren	0	0	1
Washburn	0	0	0
Westmanland	0	0	0
Woodland	0	0	0
<b>Total</b>	<b>2</b>	<b>5</b>	<b>9</b>

Note: Effects of migratory-related population changes on local government employment requirements are shown cumulatively and do not include area-generated demand.

**City of Caribou.** Caribou would experience a population increase due to in-migration of 148 persons by 1999 and 436 persons by 2014. To maintain the 1991 service level of 8.0 local government employees per 1,000 persons, increases in employment would be one employee in 1999, increasing to three by 2014 (see Table 4.5-1). This increase in city

employees represents a 4.7-percent increase in staffing over the closure baseline level of 64 FTE employees by 2014.

When the per capita increase of three employees is added to the area-generated increase of one employee, Caribou may be required to increase staffing levels up to four employees by 2014.

**Town of Caswell.** Caswell would experience a population increase due to in-migration of 6 persons by 1999 and 18 persons by 2014. To maintain the 1991 service level of 2.5 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-1). No additional employees are required based upon area-generated demand.

**Town of Fort Fairfield.** Fort Fairfield would experience a population increase due to in-migration of 41 persons by 1999 and 113 persons by 2014. To maintain the 1991 service level of 7.8 local government employees per 1,000 persons, increases in employment by the town would be one employee by 2014 (see Table 4.5-1). This increase in employees represents a 3.4-percent increase in staffing over the closure baseline level of 29 FTE employees by 2014.

**Town of Limestone.** Limestone would experience a population increase due to in-migration of 120 persons by 1999 and 358 persons by 2014. To maintain the 1991 service level of 3.0 local government employees per 1,000 persons, increases in employment by the city would be one employee in 2004 through 2014 (see Table 4.5-1). This increase in city employees represents an 8.3-percent increase in staffing over the closure baseline level of 12 FTE employees by 2014.

When the per capita increase of one employee is added to the area-generated increase of four employees, the city of Limestone may be required to increase staffing levels up to five employees by 2014.

**Town of New Sweden.** New Sweden would experience a population increase due to in-migration of 9 persons by 1999 and 29 persons by 2014. To maintain the 1991 service level of 4.2 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-1).

**City of Presque Isle.** Presque Isle would experience a population increase due to in-migration of 47 persons by 1999 and 137 persons by 2014. To maintain the 1991 service level of 10.1 local government employees per 1,000 persons, increases in employment by the city would be one employee in 2004 through 2014 (see Table 4.5-1). This increase in city employees represents a 1.0-percent increase in staffing over the closure baseline level of 98 FTE employees by 2014. No additional employees are required based upon area-generated demand.

**Town of Stockholm.** Stockholm would experience a population increase due to in-migration of 12 persons by 1999 and 35 persons by 2014. To maintain the 1991 service level of 3.5 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-1).

**Town of Van Buren.** Van Buren would experience a population increase due to in-migration of 38 persons by 1999 and 102 persons by 2014. To maintain the 1991 service level of 6.4 local government employees per 1,000 persons, increases in employment by the town would be one employee by 2014 (see Table 4.5-1). This increase in employees represents a 5.6-percent increase in staffing over the closure baseline level of 18 FTE employees by 2014.

**Town of Washburn.** Washburn would experience a population increase due to in-migration of 15 persons by 1999 and 47 persons by 2014. To maintain the 1991 service level of 5.3 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-1).

**Town of Westmanland.** Westmanland would experience a population increase due to in-migration of three persons by 1999 and nine persons by 2014. To maintain the 1991 service level of 7.1 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-1).

**Town of Woodland.** Woodland would experience a population increase due to in-migration of 20 persons by 1999 and 61 persons by 2014. To maintain the 1991 service level of 3.6 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-1).

#### **4.5.1.2 Mixed Use Aviation Alternative**

**Aroostook County.** Aroostook County would experience a population increase due to in-migration of 723 persons by 1999 and 2,290 persons by 2014. To maintain the 1991 service level of 1.1 government employees per 1,000 persons, increases in employment by the county in response to migratory-related population changes would be one employee in 1999, increasing to three by 2014 (Table 4.5-2). This increase in county employees represents a 3.7-percent increase in staffing over the closure baseline level of 81 FTE employees by 2014. No additional employees are required based upon area-generated demand.

**City of Caribou.** Caribou would experience a population increase due to in-migration of 193 persons by 1999 and 614 persons by 2014. To maintain the 1991 service level of 8.0 local government employees per 1,000 persons, increases in employment would be two employees in 1999, increasing to five by 2014 (see Table 4.5-2). This increase in city

**Table 4.5-2. Government Employment Effects: Mixed Use Aviation Alternative**

	1999	2004	2014
<b>Aroostook County</b>	1	1	3
Caribou	2	3	5
Caswell	0	0	0
Fort Fairfield	0	1	1
Limestone	0	1	2
New Sweden	0	0	0
Presque Isle	1	1	2
Stockholm	0	0	0
Van Buren	0	1	1
Washburn	0	0	0
Westmanland	0	0	0
Woodland	0	0	0
<b>Total</b>	4	8	14

Note: Effects of migratory-related population changes on local government employment requirements are shown cumulatively and do not include area-generated demand.

employees represents a 7.8-percent increase in staffing over the closure baseline level of 64 FTE employees by 2014.

When the per capita increase of five employees is added to the area-generated increase of one employee, Caribou may be required to increase staffing levels up to six employees by 2014.

**Town of Caswell.** Caswell would experience a population increase due to in-migration of 7 persons by 1999 and 21 persons by 2014. To maintain the 1991 service level of 2.5 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-2). No additional employees are required based upon area-generated demand.

**Town of Fort Fairfield.** Fort Fairfield would experience a population increase due to in-migration of 51 persons by 1999 and 162 persons by 2014. To maintain the 1991 service level of 7.8 local government employees per 1,000 persons, increases in employment by the town would be one employee in 2004 through 2014 (see Table 4.5-2). This increase in employees represents a 3.4-percent increase in staffing over the closure baseline level of 29 FTE employees by 2014.

**Town of Limestone.** Limestone would experience a population increase due to in-migration of 158 persons by 1999 and 504 persons by 2014. To maintain the 1991 service level of 3.0 local government employees per 1,000 persons, increases in employment by the city would be one employee in 2004, increasing to two by 2014 (see Table 4.5-2). This increase in city

employees represents a 16.7-percent increase in staffing over the closure baseline level of 12 FTE employees by 2014.

When the per capita increase of two employees is added to the area-generated increase of four employees, the city of Limestone may be required to increase staffing levels up to six employees by 2014.

**Town of New Sweden.** New Sweden would experience a population increase due to in-migration of 14 persons by 1999 and 43 persons by 2014. To maintain the 1991 service level of 4.2 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-2).

**City of Presque Isle.** Presque Isle would experience a population increase due to in-migration of 62 persons by 1999 and 194 persons by 2014. To maintain the 1991 service level of 10.1 local government employees per 1,000 persons, increases in employment by the city would be one employee in 1999, increasing to two by 2014 (see Table 4.5-2). This increase in city employees represents a 2.0-percent increase in staffing over the closure baseline level of 98 FTE employees by 2014. No additional employees are required based upon area-generated demand.

**Town of Stockholm.** Stockholm would experience a population increase due to in-migration of 16 persons by 1999 and 50 persons by 2014. To maintain the 1991 service level of 3.5 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-2).

**Town of Van Buren.** Van Buren would experience a population increase due to in-migration of 45 persons by 1999 and 142 persons by 2014. To maintain the 1991 service level of 6.4 local government employees per 1,000 persons, increases in employment by the town would be one employee in 2004 through 2014 (see Table 4.5-2). This increase in employees represents a 5.6-percent increase in staffing over the closure baseline level of 18 FTE employees by 2014.

**Town of Washburn.** Washburn would experience a population increase due to in-migration of 20 persons by 1999 and 65 persons by 2014. To maintain the 1991 service level of 5.3 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-2).

**Town of Westmanland.** Westmanland would experience a population increase due to in-migration of 4 persons by 1999 and 12 persons by 2014. To maintain the 1991 service level of 7.1 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-2).

**Town of Woodland.** Woodland would experience a population increase due to in-migration of 28 persons by 1999 and 90 persons by 2014. To

maintain the 1991 service level of 3.6 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-2).

#### 4.5.1.3 General Aviation Alternative

**Aroostook County.** Aroostook County would experience a population increase due to in-migration of 262 persons by 1999 and 716 persons by 2014. To maintain the 1991 service level of 1.1 local government employees per 1,000 persons, increases in employment by the county would be one employee by 2014 (see Table 4.5-3). This increase in county employees represents a 1.2-percent increase in staffing over the closure baseline level of 81 FTE employees by 2014. No additional employees are required based upon area-generated demand.

**Table 4.5-3. Government Employment Effects: General Aviation Alternative**

	1999	2004	2014
<b>Aroostook County</b>	0	0	1
Caribou	1	1	2
Caswell	0	0	0
Fort Fairfield	0	0	0
Limestone	0	0	0
New Sweden	0	0	0
Presque Isle	0	0	1
Stockholm	0	0	0
Van Buren	0	0	0
Washburn	0	0	0
Westmanland	0	0	0
Woodland	0	0	0
<b>Total</b>	1	1	4

Note: Effects of migratory-related population changes on local government employment requirements are shown cumulatively and do not include area-generated demand.

**City of Caribou.** Caribou would experience a population increase due to in-migration of 70 persons by 1999 and 193 persons by 2014. To maintain the 1991 service level of 8.0 local government employees per 1,000 persons, increases in employment by the city would be one employee in 1999, increasing to two by 2014 (see Table 4.5-3). This increase in city employees represents a 3.1-percent increase in staffing over the closure baseline level of 64 FTE employees by 2014.

When the per capita increase of two employees is added to the area-generated increase of one employee, the city of Caribou may be required to increase staffing levels up to three employees by 2014.



**Town of Caswell.** Caswell would experience a population increase due to in-migration of two persons by 1999 and seven persons by 2014. To maintain the 1991 service level of 2.5 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-3). No additional employees are required based upon area-generated demand.

**Town of Fort Fairfield.** Fort Fairfield would experience a population increase due to in-migration of 18 persons by 1999 and 51 persons by 2014. To maintain the 1991 service level of 7.8 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-3).

**Town of Limestone.** Limestone would experience a population increase due to in-migration of 57 persons by 1999 and 158 persons by 2014. To maintain the 1991 service level of 3.0 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-3).

When the per capita increase of zero employees is added to the area-generated increase of four employees, the city of Limestone may be required to increase staffing levels up to four employees by 2014.

**Town of New Sweden.** New Sweden would experience a population increase due to in-migration of 5 persons by 1999 and 14 persons by 2014. To maintain the 1991 service level of 4.2 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-3).

**City of Presque Isle.** Presque Isle would experience a population increase due to in-migration of 22 persons by 1999 and 61 persons by 2014. To maintain the 1991 service level of 10.1 local government employees per 1,000 persons, increases in employment by the city would be one employee by 2014 (see Table 4.5-3). This additional employee represents a 1.0-percent increase in staffing over the closure baseline level of 98 FTE employees by 2014. No additional employees are required based upon area-generated demand.

**Town of Stockholm.** Stockholm would experience a population increase due to in-migration of 6 persons by 1999 and 16 persons by 2014. To maintain the 1991 service level of 3.5 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-3).

**Town of Van Buren.** Van Buren would experience a population increase due to in-migration of 16 persons by 1999 and 45 persons by 2014. To maintain the 1991 service level of 6.4 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-3).

**Town of Washburn.** Washburn would experience a population increase due to in-migration of 7 persons by 1999 and 20 persons by 2014. To maintain

the 1991 service level of 5.3 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-3).

**Town of Westmanland.** Westmanland would experience a population increase due to in-migration of one person by 1999 and four persons by 2014. To maintain the 1991 service level of 7.1 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-3).

**Town of Woodland.** Woodland would experience a population increase due to in-migration of 10 persons by 1999 and 28 persons by 2014. To maintain the 1991 service level of 3.6 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-3).

#### 4.5.1.4 Non-Aviation Alternative

**Aroostook County.** Aroostook County would experience a population increase due to in-migration of 172 persons by 1999 and 472 persons by 2014. To maintain the 1991 service level of 1.1 local government employees per 1,000 persons, increases in employment by the county would be one employee by 2014 (Table 4.5-4). This increase in county employees represents a 1.2-percent increase in staffing over the closure baseline level of 81 FTE employees by 2014. No additional employees are required based upon area-generated demand.

**Table 4.5-4. Government Employment Effects: Non-Aviation Alternative**

	1999	2004	2014
<b>Aroostook County</b>	0	0	1
Caribou	0	1	1
Caswell	0	0	0
Fort Fairfield	0	0	0
Limestone	0	0	0
New Sweden	0	0	0
Presque Isle	0	0	0
Stockholm	0	0	0
Van Buren	0	0	0
Washburn	0	0	0
Westmanland	0	0	0
Woodland	0	0	0
<b>Total</b>	0	1	2

Note: Effects of migratory-related population changes on local government employment requirements are shown cumulatively and do not include area-generated demand.

**City of Caribou.** Caribou would experience a population increase due to in-migration of 46 persons by 1999 and 127 persons by 2014. To maintain the 1991 service level of 8.0 local government employees per 1,000 persons, increases in employment by the city would be one employee by 2004 through 2014 (see Table 4.5-4). This increase in employees represents a 1.6-percent increase in staffing over the closure baseline level of 64 FTE employees by 2014.

When the per capita increase of one employee is added to the area-generated increase of one employee, the city of Caribou may be required to increase staffing levels up to two employees by 2014.

**Town of Caswell.** Caswell would experience a population increase due to in-migration of two persons by 1999 and four persons by 2014. To maintain the 1991 service level of 2.5 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-4). No additional employees are required based upon area-generated demand.

**Town of Fort Fairfield.** Fort Fairfield would experience a population increase due to in-migration of 12 persons by 1999 and 33 persons by 2014. To maintain the 1991 service level of 7.8 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-4).

**Town of Limestone.** Limestone would experience a population increase due to in-migration of 37 persons by 1999 and 104 persons by 2014. To maintain the 1991 service level of 3.0 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-4).

When the per capita increase of zero employees is added to the area-generated increase of four employees, the city of Limestone may be required to increase staffing levels up to four employees by 2014.

**Town of New Sweden.** New Sweden would experience a population increase due to in-migration of three persons by 1999 and nine persons by 2014. To maintain the 1991 service level of 4.2 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-4).

**City of Presque Isle.** Presque Isle would experience a population increase due to in-migration of 15 persons by 1999 and 40 persons by 2014. To maintain the 1991 service level of 10.1 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-4). No additional employees are required based upon area-generated demand.

**Town of Stockholm.** Stockholm would experience a population increase due to in-migration of four persons by 1999 and ten persons by 2014. To

maintain the 1991 service level of 3.5 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-4).

**Town of Van Buren.** Van Buren would experience a population increase due to in-migration of 11 persons by 1999 and 29 persons by 2014. To maintain the 1991 service level of 6.4 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-4).

**Town of Washburn.** Washburn would experience a population increase due to in-migration of 5 persons by 1999 and 13 persons by 2014. To maintain the 1991 service level of 5.3 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-4).

**Town of Westmanland.** Westmanland would experience a population increase due to in-migration of one person by 1999 and three persons by 2014. To maintain the 1991 service level of 7.1 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-4).

**Town of Woodland.** Woodland would experience a population increase due to in-migration of 7 persons by 1999 and 19 persons by 2014. To maintain the 1991 service level of 3.6 local government employees per 1,000 persons, no increase in employment is anticipated (see Table 4.5-4).

**4.5.1.5 No-Action Alternative.** Local government effects of the No-Action Alternative would be the same as those described in Section 3.5.1 as closure conditions and as highlighted in Section 4.5.1.

#### **4.5.2 Public Education**

Potential effects to educational services and facilities are examined for each alternative. The analysis considers project-related population changes and their effect on local enrollments and teaching staff strengths.

The facility capacities for the school districts in the ROI under closure conditions would generally be sufficient to accommodate the expected migratory-related student enrollments under the Proposed Action and reuse alternatives. The projected number of students in-migrating to school districts in the ROI as a result of the reuse alternatives would be less than the estimated closure-related out-migration for all nine school districts.

##### **4.5.2.1 Proposed Action**

**Caribou School Department.** Student enrollments in the Caribou School Department are projected to increase by 31 in 1999 and 91 by 2014 (Table 4.5-5). The increase in enrollments by 2014 would represent a 5.5-percent increase over closure enrollments of 1,645.

**Table 4.5-5. Enrollment and Teaching Staff Effects: Proposed Action**

	1999	2004	2014
<b>Student Enrollments Effects</b>			
Caribou School Department	31	50	91
Caswell School Department	1	1	2
Connor Consolidated School	1	1	2
Limestone School Department	23	38	68
SAD No. 1	9	15	28
SAD No. 20	8	11	21
SAD No. 24	8	12	21
SAD No. 45	4	5	11
SU No. 122	6	10	17
<b>Total</b>	<b>91</b>	<b>143</b>	<b>261</b>
<b>Teaching Staff Effects</b>			
Caribou School Department	2	4	7
Caswell School Department	0	0	0
Connor Consolidated School	0	0	0
Limestone School Department	2	3	5
SAD No. 1	1	1	2
SAD No. 20	1	1	2
SAD No. 24	1	1	2
SAD No. 45	0	0	1
SU No. 122	0	1	1
<b>Total</b>	<b>7</b>	<b>11</b>	<b>20</b>

**Note:** Effects of migratory-related population changes on student enrollments and teaching staff requirements are shown cumulatively.

SAD = School Administrative District.

SU = School Union.

Associated increases in teaching staff in the department would be two by 1999, increasing to seven by 2014 in order to maintain the 1991 student/teacher ratio of 12.8.

**Caswell School Department.** Student enrollments in the Caswell School Department are projected to increase by one by 1999, increasing to two by 2014 (see Table 4.5-5). The increase in enrollments by 2014 would represent a 9.1-percent increase over closure enrollments of 22.

No increases in teaching staff in the department would be necessary to maintain the 1991 student/teacher ratio of 8.5.

**Connor Consolidated School.** Student enrollments in the Connor Consolidated School are projected to increase by one student by 1999, increasing to two students by 2014 (see Table 4.5-5). The increase in enrollments by 2014 would represent a 5.0-percent increase over closure enrollments of 40.

No increase in teaching staff in the school would be necessary to maintain the 1991 student/teacher ratio of 11.8.

**Limestone School Department.** Student enrollments in the Limestone School Department are projected to increase by 23 in 1999 and 68 in 2014 (see Table 4.5-5). The increase in enrollments by 2014 would represent a 15.2-percent increase over closure enrollments of 446.

Associated increases in teaching staff in the department would be two by 1999, increasing to five by 2014 in order to maintain the 1991 student/teacher ratio of 13.4.

**SAD No. 1.** Student enrollments in SAD No. 1 are projected to increase by 9 by 1999 and 28 students by 2014 (see Table 4.5-5). The increase in enrollments by 2014 would represent a 1.2-percent increase over closure enrollments of 2,391.

Associated increases in teaching staff in the district would be one by 1999, increasing to two by 2014 in order to maintain the 1991 student/teacher ratio of 13.9.

**SAD No. 20.** Student enrollments in SAD No. 20 are projected to increase by 8 in 1999 and 21 in 2014 (see Table 4.5-5). The increase in enrollments by 2014 would represent a 2.6-percent increase over closure enrollments of 800.

Associated increases in teaching staff in the district would be one by 1999, increasing to two by 2014 in order to maintain the 1991 student/teacher ratio of 12.6.

**SAD No. 24.** Student enrollments in SAD No. 24 are projected to increase by 8 in 1999 and 21 in 2014 (see Table 4.5-5). The increase in enrollments by 2014 would represent a 3.5-percent increase over closure enrollments of 600.

Associated increases in teaching staff in the district would be one by 1999, increasing to two by 2014 in order to maintain the 1991 student/teacher ratio of 9.6.

**SAD No. 45.** Student enrollments in SAD No. 45 are projected to increase by 4 in 1999 and 11 in 2014 (see Table 4.5-5). The increase in enrollments

by 2014 would represent a 2.1-percent increase over closure enrollments of 530.

No associated increases in teaching staff would be required in the district by 1999, with an increase of one by 2014, in order to maintain the 1991 student/teacher ratio of 13.2.

**SU No. 122.** Student enrollments in SU No. 122 are projected to increase by 6 in 1999 and 17 in 2014 (see Table 4.5-5). The increase in enrollments by 2014 would represent a 3.7-percent increase over closure enrollments of 460.

No associated increases in teaching staff would be required in the district by 1999, increasing to one by 2014 in order to maintain the 1991 student/teacher ratio of 15.7.

#### **4.5.2.2 Mixed Use Aviation Alternative**

**Caribou School Department.** Student enrollments in the Caribou School Department are projected to increase by 40 in 1999 and 129 by 2014 (Table 4.5-6). The increase in enrollments by 2014 would represent a 7.8-percent increase over closure enrollments of 1,645.

Associated increases in teaching staff in the department would be three by 1999, increasing to ten by 2014 in order to maintain the 1991 student/teacher ratio of 12.8.

**Caswell School Department.** Student enrollments in the Caswell School Department are projected to increase by one in 1999, increasing to three in 2014 (see Table 4.5-6). The increase in enrollments by 2014 would represent a 13.6-percent increase over closure enrollments of 22.

No increases in teaching staff in the department would be necessary to maintain the 1991 student/teacher ratio of 8.5.

**Connor Consolidated School.** Student enrollments in the Connor Consolidated School are projected to increase by one student in 1999, increasing to three students in 2014 (see Table 4.5-6). The increase in enrollments by 2014 would represent a 7.5-percent increase over closure enrollments of 40.

No increase in teaching staff in the school would be necessary to maintain the 1991 student/teacher ratio of 11.8.

**Limestone School Department.** Student enrollments in the Limestone School Department are projected to increase by 30 in 1999 and 95 in 2014 (see

**Table 4.5-6. Enrollment and Teaching Staff Effects: Mixed Use Aviation Alternative**

	1999	2004	2014
<b>Student Enrollments Effects</b>			
Caribou School Department	40	71	129
Caswell School Department	1	2	3
Connor Consolidated School	1	2	3
Limestone School Department	30	53	95
SAD No. 1	13	22	40
SAD No. 20	9	17	30
SAD No. 24	9	18	30
SAD No. 45	5	9	15
SU No. 122	8	14	25
<b>Total</b>	<b>116</b>	<b>208</b>	<b>370</b>
<b>Teaching Staff Effects</b>			
Caribou School Department	3	6	10
Caswell School Department	0	0	0
Connor Consolidated School	0	0	0
Limestone School Department	2	4	7
SAD No. 1	1	2	3
SAD No. 20	1	1	2
SAD No. 24	1	2	3
SAD No. 45	0	1	1
SU No. 122	1	1	2
<b>Total</b>	<b>9</b>	<b>17</b>	<b>28</b>

**Note:** Effects of migratory-related population changes on student enrollments and teaching staff requirements are shown cumulatively.  
 SAD = School Administrative District.  
 SU = School Union.

Table 4.5-6). The increase in enrollments by 2014 would represent a 21.3-percent increase over closure enrollments of 446.

Associated increases in teaching staff in the department would be two by 1999, increasing to seven by 2014 in order to maintain the 1991 student/teacher ratio of 13.4.

**SAD No. 1.** Student enrollments in SAD No. 1 are projected to increase by 13 in 1999 and 40 in 2014 (see Table 4.5-6). The increase in enrollments by 2014 would represent a 1.7-percent increase over closure enrollments of 2,391.



Associated increases in teaching staff in the district would be one by 1999, increasing to three by 2014 in order to maintain the 1991 student/teacher ratio of 13.9.

**SAD No. 20.** Student enrollments in SAD No. 20 are projected to increase by 9 in 1999 and 30 in 2014 (see Table 4.5-6). The increase in enrollments by 2014 would represent a 3.8-percent increase over closure enrollments of 800.

Associated increases in teaching staff in the district would be one by 1999, increasing to two by 2014 in order to maintain the 1991 student/teacher ratio of 12.6.

**SAD No. 24.** Student enrollments in SAD No. 24 are projected to increase by 9 in 1999 and 30 in 2014 (see Table 4.5-6). The increase in enrollments by 2014 would represent a 5.0-percent increase over closure enrollments of 600.

Associated increases in teaching staff in the district would be one by 1999, increasing to three by 2014 in order to maintain the 1991 student/teacher ratio of 9.6

**SAD No. 45.** Student enrollments in SAD No. 45 are projected to increase by 5 in 1999 and 15 in 2014 (see Table 4.5-6). The increase in enrollments by 2014 would represent a 2.8-percent increase over closure enrollments of 530.

Associated increases in teaching staff in the district would be one by 2004 through 2014, in order to maintain the 1991 student/teacher ratio of 13.2.

**SU No. 122.** Student enrollments in SU No. 122 are projected to increase by 8 in 1999 and 25 in 2014 (see Table 4.5-6). The increase in enrollments by 2014 would represent a 5.4-percent increase over closure enrollments of 460.

Associated increases in teaching staff in the district would be one by 1999, increasing to two by 2014 in order to maintain the 1991 student/teacher ratio of 15.7.

#### **4.5.2.3 General Aviation Alternative**

**Caribou School Department.** Student enrollments in the Caribou School Department are projected to increase by 15 in 1999 and 40 by 2014 (Table 4.5-7). The increase in enrollments by 2014 would represent a 2.4-percent increase over closure enrollments of 1,645.

**Table 4.5-7. Enrollment and Teaching Staff Effects:  
General Aviation Alternative**

	1999	2004	2014
<b>Student Enrollments Effects</b>			
Caribou School Department	15	20	40
Caswell School Department	0	0	1
Connor Consolidated School	0	0	1
Limestone School Department	11	15	30
SAD No. 1	5	6	12
SAD No. 20	3	5	9
SAD No. 24	3	5	9
SAD No. 45	2	2	5
SU No. 122	3	4	8
<b>Total</b>	<b>42</b>	<b>57</b>	<b>115</b>
<b>Teaching Staff Effects</b>			
Caribou School Department	1	2	3
Caswell School Department	0	0	0
Connor Consolidated School	0	0	0
Limestone School Department	1	1	2
SAD No. 1	0	1	1
SAD No. 20	0	0	1
SAD No. 24	0	1	1
SAD No. 45	0	0	0
SU No. 122	0	0	1
<b>Total</b>	<b>2</b>	<b>5</b>	<b>9</b>

**Note:** Effects of migratory-related population changes on student enrollments and teaching staff requirements are shown cumulatively.  
 SAD = School Administrative District  
 SU = School Union

Associated increases in teaching staff in the department would be one by 1999, increasing to three by 2014 in order to maintain the 1991 student/teacher ratio of 12.8.

**Caswell School Department.** Student enrollments in the Caswell School Department are projected to increase by one student in 2014 (see Table 4.5-7), a 4.5-percent increase over closure enrollments of 22.

No increases in teaching staff would be necessary to maintain the 1991 student/teacher ratio of 8.5 in the Caswell School Department.

**Connor Consolidated School.** Student enrollments in the Connor Consolidated School are projected to increase by one in 2014 (see Table 4.5-7), a 2.5-percent increase over closure enrollments of 40.

No associated increase in the school teaching staff would be necessary to maintain the 1991 student/teacher ratio of 11.8.

**Limestone School Department.** Student enrollments in the Limestone School Department are projected to increase by 11 in 1999 and 30 in 2014 (see Table 4.5-7). The increase in enrollments by 2014 would represent a 6.7 percent increase over closure enrollments of 446.

Associated increases in teaching staff in the department would be one by 1999, increasing to two by 2014 in order to maintain the 1991 student/teacher ratio of 13.4.

**SAD No. 1.** Student enrollments in SAD No. 1 are projected to increase by 5 in 1999 and 12 by 2014 (see Table 4.5-7). The increase in enrollments by 2014 would represent a 0.5 percent increase over closure enrollments of 2,391.

Associated increases in teaching staff in the district would be one by 2004 through 2014 in order to maintain the 1991 student/teacher ratio of 13.9.

**SAD No. 20.** Student enrollments in SAD No. 20 are projected to increase by three in 1999 and nine in 2014 (see Table 4.5-7). The increase in enrollments by 2014 would represent a 1.1-percent increase over closure enrollments of 800.

The associated increase in teaching staff in the district would be one teacher by 2014 in order to maintain the 1991 student/teacher ratio of 12.6.

**SAD No. 24.** Student enrollments in SAD No. 24 are projected to increase by three in 1999 and nine in 2014 (see Table 4.5-7). The increase in enrollments by 2014 would represent a 1.5-percent increase over closure enrollments of 600.

Associated increases in teaching staff in the district would be one by 2004 through 2014 in order to maintain the 1991 student/teacher ratio of 9.6.

**SAD No. 45.** Student enrollments in SAD No. 45 are projected to increase by two in 1999 and five in 2014 (see Table 4.5-7). The increase in enrollments by 2014 would represent a 0.9-percent increase over closure enrollments of 530.

No increases in teaching staff in the district would be necessary in order to maintain the 1991 student/teacher ratio of 13.2.

**SU No. 122.** Student enrollments in SU No. 122 are projected to increase by three in 1999 and eight in 2014 (see Table 4.5-7). The increase in enrollments by 2014 would represent a 1.7-percent increase over closure enrollments of 460.

The associated increase in teaching staff in the district would be one teacher by 2014 in order to maintain the 1991 student/teacher ratio of 15.7.

#### 4.5.2.4 Non-Aviation Alternative

**Caribou School Department.** Student enrollments in the Caribou School Department are projected to increase by 10 in 1999 and 27 by 2014 (Table 4.5-8). The increase in enrollments by 2014 would represent a 1.6-percent increase over closure enrollments of 1,645.

**Table 4.5-8. Enrollment and Teaching Staff Effects:  
Non-Aviation Alternative**

	1999	2004	2014
<b>Student Enrollments Effects</b>			
Caribou School Department	10	16	27
Caswell School Department	0	0	1
Connor Consolidated School	0	0	1
Limestone School Department	7	12	20
SAD No. 1	3	5	8
SAD No. 20	2	4	6
SAD No. 24	2	4	6
SAD No. 45	1	2	3
SU No. 122	2	3	5
<b>Total</b>	<b>27</b>	<b>46</b>	<b>77</b>
<b>Teaching Staff Effects</b>			
Caribou School Department	1	1	2
Caswell School Department	0	0	0
Connor Consolidated School	0	0	0
Limestone School Department	1	1	2
SAD No. 1	0	0	1
SAD No. 20	0	0	1
SAD No. 24	0	0	1
SAD No. 45	0	0	0
SU No. 122	0	0	0
<b>Total</b>	<b>2</b>	<b>2</b>	<b>7</b>

**Note:** Effects of migratory-related population changes on student enrollments and teaching staff requirements are shown cumulatively.  
 SAD = School Administrative District.  
 SU = School Union.

**Associated increases in teaching staff in the department would be one by 1999, increasing to two by 2014 in order to maintain the 1991 student/teacher ratio of 12.8.**

**Caswell School Department.** Enrollments in the Caswell School Department are projected to increase by one student in 2014 (see Table 4.5-8). The increase in enrollments by 2014 would represent a 4.5-percent increase over closure enrollments of 22.

**No increase in department teaching staff would be necessary in order to maintain the 1991 student/teacher ratio of 8.5.**

**Connor Consolidated School.** Enrollments in the Connor Consolidated School are projected to increase by one student in 2014 (see Table 4.5-8). The increase in enrollment by 2014 would represent a 2.5-percent increase over closure enrollments of 40.

**No increase in school teaching staff would be necessary in order to maintain the 1991 student/teacher ratio of 11.8.**

**Limestone School Department.** Student enrollments in the Limestone School Department are projected to increase by 7 in 1999 and 20 in 2014 (see Table 4.5-8). The increase in enrollments by 2014 would represent a 4.5-percent increase over closure enrollments of 446.

**Associated increases in teaching staff in the department would be one by 1999, increasing to two by 2014 in order to maintain the 1991 student/teacher ratio of 13.4.**

**SAD No. 1.** Student enrollments in SAD No. 1 are projected to increase by three in 1999 and eight in 2014 (see Table 4.5-8). The increase in enrollments by 2014 would represent a 0.3-percent increase over closure enrollments of 2,391.

**The associated increase in teaching staff in the district would be one teacher by 2014, in order to maintain the 1991 student/teacher ratio of 13.9.**

**SAD No. 20.** Student enrollments in SAD No. 20 are projected to increase by two in 1999 and six in 2014 (see Table 4.5-8). The increase in enrollments by 2014 would represent a 0.8-percent increase over closure enrollments of 800.

**The associated increase in teaching staff in the district would be one teacher by 2014 in order to maintain the 1991 student/teacher ratio of 12.6.**

**SAD No. 24.** Student enrollments in SAD No. 24 are projected to increase by two in 1999 and six in 2014 (see Table 4.5-8). The increase in

enrollments by 2014 would represent a 1.0-percent increase over closure enrollments of 600.

The associated increase in teaching staff in the district would be one teacher by 2014 in order to maintain the 1991 student/teacher ratio of 9.6.

**SAD No. 45.** Student enrollments in SAD No. 45 are projected to increase by one in 1999 and three in 2014 (see Table 4.5-8). The increase in enrollments by 2014 would represent a 0.6-percent increase over closure enrollments of 530.

No increases in teaching staff in the district would be necessary to maintain the 1991 student/teacher ratio of 13.2.

**SU No. 122.** Student enrollments in SU No. 122 are projected to increase by two in 1999 and five by 2014 (see Table 4.5-8). The increase in enrollments by 2014 would represent a 1.1-percent increase over closure enrollments of 460.

No increases in teaching staff in the union would be necessary to maintain the 1991 student/teacher ratio of 15.7.

**4.5.2.5 No-Action Alternative.** Public education effects of the No-Action Alternative are the same as those described in Section 3.5.2 as closure conditions.

#### **4.5.3 Police Protection**

Under each alternative, potential effects to police protection services are examined based on reuse-related population and responsibility changes resulting from increased areas and public services. Because of the magnitude of some effects of closure and reuse, 1991 level-of-service ratios may not adequately meet new service requirements.

**Area-Generated Police Demands.** The portion of the on-site property that falls partially within the town of Caswell would increase the area served by the Maine State Police by approximately 4.1 square miles. The off-site parcel in Caswell was patrolled by the State Police prior to closure. This additional area would not result in additional full-time sworn officers in order to maintain the 1991 area-generated level-of-service ratio of less than 0.1 full-time sworn officer per square mile.

The two off-site parcels that fall partially or wholly within the unorganized township of Connor were patrolled by the Aroostook County Sheriff's Department prior to closure. This additional area would not result in adding full-time sworn officers to the staffing of the Aroostook County Sheriff's Department.

The portion of the on-site property that falls within the city of Caribou would increase the area served by the Caribou Police Department by approximately 0.9 square mile. The off-site parcels located in Caribou were patrolled by the department prior to closure. This additional area would not result in adding full-time sworn officers to the staffing of the Caribou Police Department in order to maintain the 1991 area-generated level-of-service ratio of 0.2 full-time sworn officer per square mile.

The portion of the on-site property that falls within the town of Limestone would increase the area served by the Limestone Police Department by approximately 8.0 square miles. The off-site parcels in Limestone were patrolled by the department prior to closure. This additional area may result in the addition of one full-time sworn officer to the Limestone Police Department in order to maintain the 1991 area-generated level-of-service ratio of 0.1 full-time sworn officer per square mile.

The off-site parcel within the city of Presque Isle would not increase the area served by the Presque Isle Police Department and would not result in additional sworn officers because it was patrolled by the department prior to closure.

The off-site parcel within the town of Ashland would not increase the area served by the Ashland Police Department and would not result in adding full-time sworn officer positions, because it was patrolled by the department prior to closure.

The area-generated effects would be the same for all three reuse alternatives. New mutual aid agreements among federal, state, county, and municipal law enforcement agencies with regard to the site could be negotiated. No other mutual aid agreements would be affected by the implementation of the reuse alternatives.

Under closure baseline conditions with the base in caretaker status (No-Action Alternative), the fenced on-site area would be patrolled by an OL contractor.

#### **4.5.3.1 Proposed Action**

**Maine State Police.** The Maine State Police are projected to require one additional full-time sworn officer by 2014 to meet the additional service demand created by the Proposed Action (Table 4.5-9). This increase would maintain the 1991 level-of-service ratio of 0.4 full-time sworn officer per 1,000 population and represents a 3.6-percent increase over closure levels of 28 full-time sworn officers.

The Maine State Police would not be required to increase staffing levels by 2014 based upon area-generated demand.

**Table 4.5-9. Police Protection Effects: Proposed Action**

	1999	2004	2014
Maine State Police	0	0	1
Aroostook County Sheriff's Department	0	0	0
Caribou Police Department	0	0	1
Fort Fairfield Police Department	0	0	0
Limestone Police Department	0	0	0
Presque Isle Police Department	0	0	0
Van Buren Police Department	0	0	0
Washburn Police Department	0	0	0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>2</b>

**Note:** Effects of migratory-related population changes on number of full-time sworn officers required are shown cumulatively and exclude area-generated effects.

**Aroostook County Sheriff's Department.** The Aroostook County Sheriff's Department is not projected to require additional full-time sworn officers over the 20-year analysis period in order to maintain the 1991 level-of-service ratio of 0.1 full-time sworn officer per 1,000 population (see Table 4.5-9). No additional officers are required based upon area-generated demand.

Both the Aroostook County Sheriff's Department and the Maine State Police provide law enforcement services to the communities of Caswell, Connor, New Sweden, Stockholm, Westmanland, and Woodland. Individually and collectively, the projected in-migration to these communities would not warrant additional staffing for the Aroostook County Sheriff's Department.

**Caribou Police Department.** The projected 436 in-migrating population in 2014 may require one additional full-time sworn officer by 2014 in order to maintain the 1991 level-of-service ratio of 1.5 full-time sworn officers per 1,000 population (see Table 4.5-9). In comparison to a closure level of 12 full-time sworn officers in the Caribou Police Department, this alternative represents an increase of 8.3 percent. No additional officers are required based upon area-generated demand.

**Fort Fairfield Police Department.** The Fort Fairfield Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.0 full-time sworn officer per 1,000 population (see Table 4.5-9).

**Limestone Police Department.** The Limestone Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.6 full-time sworn officer per 1,000 population (see Table 4.5-9).



The Limestone Police Department may be required to increase staffing levels by up to one officer by 2014 based upon area-generated demand.

**Presque Isle Police Department.** The Presque Isle Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.9 full-time sworn officers per 1,000 population (see Table 4.5-9). No additional officers are required based upon area-generated demand.

**Van Buren Police Department.** The Van Buren Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.0 full-time sworn officer per 1,000 population (see Table 4.5-9).

**Washburn Police Department.** The Washburn Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.5 full-time sworn officer per 1,000 population (see Table 4.5-9).

#### 4.5.3.2 Mixed Use Aviation Alternative

**Maine State Police.** The Maine State Police are projected to require one additional full-time sworn officer by 2004 through 2014 to meet the additional service demand created by the Mixed Use Aviation Alternative (Table 4.5-10). This increase would maintain the 1991 level-of-service ratio of 0.4 full-time sworn officer per 1,000 population and represents a 3.6-percent increase over closure levels of 28 full-time sworn officers.

**Table 4.5-10. Police Protection Effects: Mixed Use Aviation Alternative**

	1999	2004	2014
Maine State Police	0	1	1
Aroostook County Sheriff's Department	0	0	0
Caribou Police Department	0	1	1
Fort Fairfield Police Department	0	0	0
Limestone Police Department	0	0	0
Presque Isle Police Department	0	0	0
Van Buren Police Department	0	0	0
Washburn Police Department	0	0	0
<b>Total</b>	<b>0</b>	<b>2</b>	<b>2</b>

**Note:** Effects of migratory-related population changes on number of full-time sworn officers required are shown cumulatively and exclude area-generated effects.

When the per capita increase of one full-time officer is added to the area-generated increases of two full-time officers, the Maine State Police may be required to increase staffing levels by up to three full-time officers by 2014.

**Aroostook County Sheriff's Department.** The Aroostook County Sheriff's Department is not projected to require additional full-time sworn officers over the 20-year analysis period in order to maintain the 1991 level-of-service ratio of 0.1 full-time sworn officer per 1,000 population (see Table 4.5-10). No additional officers are required based upon area-generated demand.

Both the Aroostook County Sheriff's Department and the Maine State Police provide law enforcement services to the communities of Caswell, Connor, New Sweden, Stockholm, Westmanland, and Woodland. Individually and collectively, the projected in-migration to these communities would not warrant additional staffing for the Aroostook County Sheriff's Department.

**Caribou Police Department.** The projected 614 in-migrating population in 2014 may require one additional full-time sworn officer in 2004 through 2014 in order to maintain the 1991 level-of-service ratio of 1.5 full-time sworn officers per 1,000 population (see Table 4.5-10). In comparison to a closure level of 12 full-time sworn officers in the Caribou Police Department, this alternative represents an increase of 8.3 percent. No additional officers are required based upon area-generated demand.

**Fort Fairfield Police Department.** The Fort Fairfield Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.0 full-time sworn officer per 1,000 population (see Table 4.5-10).

**Limestone Police Department.** The Limestone Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.6 full-time sworn officer per 1,000 population (see Table 4.5-10).

When the per capita increase of zero full-time officers is added to the area-generated increases of one full-time officer, the Limestone Police Department may be required to increase staffing levels by up to one officer by 2014.

**Presque Isle Police Department.** The Presque Isle Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.9 full-time sworn officers per 1,000 population (see Table 4.5-10). No additional officers are required based upon area-generated demand.

**Van Buren Police Department.** The Van Buren Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.0 full-time sworn officer per 1,000 population (see Table 4.5-10).

**Washburn Police Department.** The Washburn Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.5 full-time sworn officer per 1,000 population (see Table 4.5-10).

#### 4.5.3.3 General Aviation Alternative

**Maine State Police.** The Maine State Police are not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.4 full-time sworn officer per 1,000 population (Table 4.5-11).

**Table 4.5-11. Police Protection Effects: General Aviation Alternative**

	1999	2004	2014
Maine State Police	0	0	0
Aroostook County Sheriff's Department	0	0	0
Caribou Police Department	0	0	0
Fort Fairfield Police Department	0	0	0
Limestone Police Department	0	0	0
Presque Isle Police Department	0	0	0
Van Buren Police Department	0	0	0
Washburn Police Department	0	0	0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>

**Note:** Effects of migratory-related population changes on number of full-time sworn officers required are shown cumulatively and exclude area-generated effects.

When the per capita increases of zero full-time officers are added to the area-generated increases of two full-time officers, the Maine State Police may be required to increase staffing levels by up to two full-time officers by 2014.

**Aroostook County Sheriff's Department.** The Aroostook County Sheriff's Department would not require additional full-time sworn officers by 2014 to maintain the 1991 level-of-service ratio of 0.1 full-time sworn officer per 1,000 population (see Table 4.5-11). No additional officers are required based upon area-generated demand.

Both the Aroostook County Sheriff's Department and the Maine State Police provide law enforcement services to the communities of Caswell, Connor, New Sweden, Stockholm, Westmanland, and Woodland. Individually and collectively the projected in-migrating populations to these communities would not warrant additional staffing for the Aroostook County Sheriff's Department.

**Caribou Police Department.** The Caribou Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.5 full-time sworn officers per 1,000 population (see Table 4.5-11). No additional officers are required based upon area-generated demand.

**Fort Fairfield Police Department.** The Fort Fairfield Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.0 full-time sworn officer per 1,000 population (see Table 4.5-11).

**Limestone Police Department.** The Limestone Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.6 full-time sworn officer per 1,000 population (see Table 4.5-11).

When the per capita increases of zero full-time officers are added to the area-generated increases of one full-time officer, the Limestone Police Department may be required to increase staffing levels by up to one officer by 2014.

**Presque Isle Police Department.** The Presque Isle Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.9 full-time sworn officers per 1,000 population (see Table 4.5-11). No additional officers are required based upon area-generated demand.

**Van Buren Police Department.** The Van Buren Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.0 full-time sworn officer per 1,000 population (see Table 4.5-11).

**Washburn Police Department.** The Washburn Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.5 full-time sworn officer per 1,000 population (see Table 4.5-11).

#### 4.5.3.4 Non-Aviation Alternative

**Maine State Police.** The Maine State Police are not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 per capita level-of-service ratio of 0.4 full-time sworn officer per 1,000 population (Table 4.5-12).

**Table 4.5-12. Police Protection Effects: Non-Aviation Alternative**

	1999	2004	2014
Maine State Police	0	0	0
Aroostook County Sheriff's Department	0	0	0
Caribou Police Department	0	0	0
Fort Fairfield Police Department	0	0	0
Limestone Police Department	0	0	0
Presque Isle Police Department	0	0	0
Van Buren Police Department	0	0	0
Washburn Police Department	0	0	0
Total	0	0	0

**Note:** Effects of migratory-related population changes on numbers of full-time sworn officers required are shown cumulatively and exclude area-generated effects.

When the per capita increases of zero full-time officers are added to the area-generated increases of two full-time officers, the Maine State Police may be required to increase staffing levels by up to two officers by 2014.

**Aroostook County Sheriff's Department.** The Aroostook County Sheriff's Department would not require additional full-time sworn officers by the year 2014 to maintain the 1991 level-of-service ratio of 0.1 full-time sworn officer per 1,000 population (see Table 4.5-12). No additional officers are required based upon area-generated demand.

Both the Aroostook County Sheriff's Department and the Maine State Police provide law enforcement services to the communities of Caswell, Connor, New Sweden, Stockholm, Westmanland, and Woodland. Individually and collectively the projected in-migrating population to these communities would not warrant additional staffing.

**Caribou Police Department.** The Caribou Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.5 full-time sworn officers per 1,000 population (see Table 4.5-12). No additional officers are required based upon area-generated demand.

**Fort Fairfield Police Department.** The Fort Fairfield Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.0 full-time sworn officer per 1,000 population (see Table 4.5-12).

**Limestone Police Department.** The Limestone Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.6 full-time sworn officer per 1,000 population (see Table 4.5-12).

When the per capita increase of zero full-time officers is added to the area-generated increases of one full-time officer, the Limestone Police Department may be required to increase staffing levels by one officer by 2014.

**Presque Isle Police Department.** The Presque Isle Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.9 full-time sworn officers per 1,000 population (see Table 4.5-12). No additional officers are required based upon area-generated demand.

**Van Buren Police Department.** The Van Buren Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.0 full-time sworn officer per 1,000 population (see Table 4.5-12).

**Washburn Police Department.** The Washburn Police Department is not projected to require additional full-time sworn officers over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.5 full-time sworn officer per 1,000 population (see Table 4.5-12).

**4.5.3.5 No-Action Alternative.** Law enforcement effects for the No-Action Alternative would be those described under closure conditions in Section 3.5.3.

#### **4.5.4 Fire Protection**

Under each alternative, potential effects to fire protection services are examined. The analysis considers reuse-related population, service areas, and infrastructure responsibility changes.

**Contracted Fire Protection Services.** A number of communities in the ROI contract for fire protection services from other communities. For each of the reuse alternatives, the contracted fire protection services are as provided in this section.

**The town of Caswell contracts with the Limestone Fire Department for fire protection services. The migratory-related effects projected for Caswell are included in the discussion of effects projected for the town of Limestone.**

**Connor contracts with the Caribou Fire Department for fire protection services. The migratory-related effects projected for Connor are included in the discussion of effects projected for the city of Caribou.**

**The town of New Sweden contracts with the Caribou Fire Department for fire protection services. The migratory-related effects projected for New Sweden are included in the discussion of effects projected for the city of Caribou.**

**The town of Westmanland contracts with the Caribou Fire Department for fire protection services. The migratory-related effects projected for Westmanland are included in the discussion of effects projected for the city of Caribou.**

**The town of Woodland contracts with the Caribou Fire Department for fire protection services. The migratory-related effects projected for Woodland are included in the discussion of effects projected for the city of Caribou.**

**With Loring AFB closed and in caretaker status (No-Action Alternative), an OL fire protection team would operate at the site using some of the base fire fighting equipment necessary for fire protection to buildings and grounds.**

**Area-Generated Fire Fighters. If Loring AFB property, including the nine off-site parcels, is conveyed under the Proposed Action or any of the other reuse alternatives, the responsibility for fire protection of the site(s) would be assumed by the community fire departments either where the property is located or where fire protection services are contracted (i.e., Limestone, Caribou, Presque Isle, and Ashland).**

**The five off-site parcels that fall partially or wholly within the city of Caribou and the unorganized township of Connor were served by the Caribou Fire Department prior to closure. Therefore, the disposal of these properties would not affect the department's service area. The on-site property (approximately 0.9 square mile), however, was not previously included in the service area of the Caribou Fire Department. This additional area would not result in adding full-time fire fighter positions in order to maintain the 1991 area-generated level-of-service ratio of 0.1 full-time fire fighter per square mile.**

**The portions of the on-site property that fall partially or wholly within Limestone and Caswell would increase the area served by the Limestone Volunteer Fire Department by approximately 12.2 square miles. This additional area may result in the addition of four full-time fire fighter**

positions to the staffing of the Limestone Volunteer Fire Department in order to maintain the 1991 area-generated level-of-service ratio of 0.3 full-time fire fighter per square mile.

The off-site parcel in Presque Isle would increase the area served by the Presque Isle Fire Department by approximately 0.1 square mile. This additional area would not result in adding full-time fire fighter positions to the staffing of the Presque Isle Fire Department in order to maintain the 1991 area-generated level-of-service ratio of 0.2 full-time fire fighter per square mile.

The off-site parcel located within the town of Ashland would increase the area served by the Ashland Fire Department by less than 0.1 square mile. The conveyance of this additional area would not result in adding full-time fire fighter positions to the staffing of the Ashland Fire Department in order to maintain the 1991 area-generated level-of-service ratio.

The mutual aid agreements in place, prior to closure, among the communities of the ROI would not be affected by the implementation of the reuse alternatives.

#### **4.5.4.1 Proposed Action**

**Caribou Fire Department.** The Caribou Fire Department is projected to require one additional full-time fire fighter by 2014 in order to maintain the 1991 level-of-service ratio of 1.2 full-time fire fighters per 1,000 population (Table 4.5-13). The need for additional fire fighters is based upon the immigrating population in Caribou, Connor, New Sweden, Westmanland, and Woodland as these communities are all served by the Caribou Fire Department. In comparison to closure levels of 12 full-time fire fighters in the Caribou Fire Department, this alternative would result in an increase of 8.3 percent. No additional fire fighters are required based upon area-generated demand.

**Fort Fairfield Fire Department.** The Fort Fairfield Fire Department is not projected to require additional full-time fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.8 full-time fire fighter per 1,000 population (see Table 4.5-13).

**Limestone Volunteer Fire Department.** The Limestone Volunteer Fire Department is not projected to require additional fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.2 fire fighter per 1,000 population (see Table 4.5-13).

The Limestone Volunteer Fire Department may be required to increase staffing levels by up to four fire fighters by 2014 based upon area-generated demand.



**Table 4.5-13. Fire Protection Effects: Proposed Action**

	1999	2004	2014
Caribou Fire Department	0	0	1
Fort Fairfield Fire Department	0	0	0
Limestone Volunteer Fire Department	0	0	0
Presque Isle Fire Department	0	0	0
Stockholm Volunteer Fire Department	1	1	2
Van Buren Volunteer Fire Department	0	0	1
Washburn Volunteer Fire Department	0	0	0
<b>Total</b>	<b>1</b>	<b>1</b>	<b>4</b>

**Note:** Effects of projected migratory-related population changes on number of full-time fire fighters required are shown cumulatively and exclude area-generated effects. In the case of entirely volunteer fire departments, the number of additional volunteer fire fighters required is identified. Effects of migratory-related population changes projected for the communities of Connor, New Sweden, Westmanland, and Woodland are included in effects shown for Caribou. Effects of migratory-related population changes projected for Caswell are included in effects shown for Limestone.

**Presque Isle Fire Department.** The Presque Isle Fire Department is not projected to require additional full-time fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.4 full-time fire fighters per 1,000 population (see Table 4.5-13). No additional fire fighters are required based upon area-generated demand.

**Stockholm Volunteer Fire Department.** The Stockholm Volunteer Fire Department is projected to require one additional volunteer fire fighter by 1999, increasing to two volunteer fire fighters by 2014 in order to maintain the 1991 level-of-service ratio of 69.2 volunteer fire fighters per 1,000 population (see Table 4.5-13). In comparison to closure levels of 15 volunteer fire fighters in the Stockholm Fire Department, this alternative represents an increase of 13.3 percent.

**Van Buren Volunteer Fire Department.** The Van Buren Volunteer Fire Department is projected to require one additional volunteer fire fighter by 2014 in order to maintain the 1991 level-of-service ratio of 8.8 volunteer fire fighters per 1,000 population (see Table 4.5-13). In comparison to closure levels of 28 volunteer fire fighters in the Van Buren Fire Department, this alternative represents an increase of 3.6 percent.

**Washburn Volunteer Fire Department.** The Washburn Volunteer Fire Department is not projected to require additional volunteer fire fighters by 2014 in order to maintain the 1991 level-of-service ratio of 8.0 fire fighters per 1,000 population (see Table 4.5-13).

#### 4.5.4.2 Mixed Use Aviation Alternative

**Caribou Fire Department.** The Caribou Fire Department is projected to require one additional full-time fire fighter by 2004 through 2014 in order to maintain the 1991 level-of-service ratio of 1.2 full-time fire fighters per 1,000 population (Table 4.5-14). The need for additional fire fighters is based upon the in-migrating population in Caribou, Connor, New Sweden, Westmanland, and Woodland as these communities are all served by the Caribou Fire Department. In comparison to closure levels of 12 full-time fire fighters in the Caribou Fire Department, this alternative would result in an increase of 8.3 percent. No additional fire fighters are required based upon area-generated demand.

**Table 4.5-14. Fire Protection Effects: Mixed Use Aviation Alternative**

	1999	2004	2014
<b>Caribou Fire Department</b>	0	1	1
<b>Fort Fairfield Fire Department</b>	0	0	0
<b>Limestone Volunteer Fire Department</b>	0	0	0
<b>Presque Isle Fire Department</b>	0	0	0
<b>Stockholm Volunteer Fire Department</b>	1	2	3
<b>Van Buren Volunteer Fire Department</b>	0	1	1
<b>Washburn Volunteer Fire Department</b>	0	0	1
<b>Total</b>	1	4	6

**Note:** Effects of projected migratory-related population changes on number of full-time fire fighters required are shown cumulatively and exclude area-generated effects. In the case of entirely volunteer fire departments, the number of additional volunteer fire fighters required is identified. Effects of migratory-related population changes projected for the communities of Connor, New Sweden, Westmanland, and Woodland are included in effects shown for Caribou. Effects of migratory-related population changes projected for Caswell are included in effects shown for Limestone.

**Fort Fairfield Fire Department.** The Fort Fairfield Fire Department is not projected to require additional full-time fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.8 full-time fire fighter per 1,000 population (see Table 4.5-14).

**Limestone Volunteer Fire Department.** The Limestone Volunteer Fire Department is not projected to require additional fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.2 fire fighter per 1,000 population (see Table 4.5-14).

When the per capita increases of zero fire fighters are added to the area-generated increases of four fire fighters, the Limestone Volunteer Fire

Department may be required to increase staffing levels by up to four fire fighters by 2014.

**Presque Isle Fire Department.** The Presque Isle Fire Department is not projected to require additional full-time fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.4 full-time fire fighters per 1,000 population (see Table 4.5-14). No additional fire fighters are required based upon area-generated demand.

**Stockholm Volunteer Fire Department.** The Stockholm Volunteer Fire Department is projected to require one additional volunteer fire fighter by 1999, increasing to three volunteer fire fighters by 2014 in order to maintain the 1991 level-of-service ratio of 69.2 volunteer fire fighters per 1,000 population (see Table 4.5-14). In comparison to closure levels of 15 volunteer fire fighters in the Stockholm Fire Department, this alternative represents an increase of 20.0 percent.

**Van Buren Volunteer Fire Department.** The Van Buren Volunteer Fire Department is projected to require one additional volunteer fire fighter by 2004 through 2014 in order to maintain the 1991 level-of-service ratio of 8.8 volunteer fire fighters per 1,000 population (see Table 4.5-14). In comparison to closure levels of 28 volunteer fire fighters in the Van Buren Fire Department, this alternative represents an increase of 3.6 percent.

**Washburn Volunteer Fire Department.** The Washburn Volunteer Fire Department is projected to require one additional volunteer fire fighter by 2014 in order to maintain the 1991 level-of-service ratio of 8.0 fire fighters per 1,000 population (see Table 4.5-14). In comparison to closure levels of 19 volunteer fire fighters in the Washburn Fire Department, this alternative represents an increase of 5.3 percent.

#### **4.5.4.3 General Aviation Alternative**

**Caribou Fire Department.** The Caribou Fire Department is not projected to require additional full-time fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.2 full-time fire fighters per 1,000 population (Table 4.5-15). No additional fire fighters are required based upon area-generated demand.

**Fort Fairfield Fire Department.** The Fort Fairfield Fire Department is not projected to require additional full-time fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.8 full-time fire fighter per 1,000 population (see Table 4.5-15).

**Limestone Volunteer Fire Department.** The Limestone Volunteer Fire Department is not projected to require additional fire fighters over the

**Table 4.5-15. Fire Protection Effects: General Aviation Alternative**

	1999	2004	2014
Caribou Fire Department	0	0	0
Fort Fairfield Fire Department	0	0	0
Limestone Volunteer Fire Department	0	0	0
Presque Isle Fire Department	0	0	0
Stockholm Volunteer Fire Department	0	1	1
Van Buren Volunteer Fire Department	0	0	0
Washburn Volunteer Fire Department	0	0	0
<b>Total</b>	<b>0</b>	<b>1</b>	<b>1</b>

**Note:** Effects of projected migratory-related population changes on number of full-time fire fighters required are shown cumulatively and exclude area-generated effects. In the case of entirely volunteer fire departments, the number of additional volunteer fire fighters required is provided. Effects of migratory-related population changes projected for the communities of Connor, New Sweden, Westmanland, and Woodland are included in effects shown for Caribou. Effects of migratory-related population changes projected for Caswell are included in effects shown for Limestone.

20-year study period in order to maintain the 1991 level-of-service ratio of 0.2 fire fighter per 1,000 population (see Table 4.5-15).

When the per capita increase of zero fire fighters is added to the area-generated increases of four fire fighters, the Limestone Volunteer Fire Department may be required to increase staffing levels by up to four fire fighters by 2014.

**Presque Isle Fire Department.** The Presque Isle Fire Department is not projected to require additional full-time fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.4 full-time fire fighters per 1,000 population (see Table 4.5-15). No additional fire fighters are required based upon area-generated demand.

**Stockholm Volunteer Fire Department.** The Stockholm Volunteer Fire Department is projected to require one additional volunteer fire fighter by 2004 through 2014 in order to maintain the 1991 level-of-service ratio of 69.2 volunteer fire fighters per 1,000 population (see Table 4.5-15). In comparison with closure levels of 15 volunteer fire fighters in the Stockholm Fire Department, this alternative represents an increase of 6.7 percent.

**Van Buren Volunteer Fire Department.** The Van Buren Volunteer Fire Department is not projected to require additional volunteer fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 8.8 volunteer fire fighters per 1,000 population (see Table 4.5-15).

**Washburn Volunteer Fire Department.** The Washburn Volunteer Fire Department is not projected to require additional volunteer fire fighters over

the 20-year study period in order to maintain the 1991 level-of-service ratio of 8.0 fire fighters per 1,000 population (see Table 4.5-15).

#### 4.5.4.4 Non-Aviation Alternative

**Caribou Fire Department.** The Caribou Fire Department is not projected to require additional full-time fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.2 full-time fire fighters per 1,000 population (Table 4.5-16). No additional fire fighters are required based upon area-generated demand.

**Table 4.5-16. Fire Protection Effects: Non-Aviation Alternative**

	1999	2004	2014
Caribou Fire Department	0	0	0
Fort Fairfield Fire Department	0	0	0
Limestone Volunteer Fire Department	0	0	0
Presque Isle Fire Department	0	0	0
Stockholm Volunteer Fire Department	0	0	1
Van Buren Volunteer Fire Department	0	0	0
Washburn Volunteer Fire Department	0	0	0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>1</b>

**Note:** Effects of projected migratory-related population changes on number of full-time fire fighters required are shown cumulatively and exclude area-generated effects. In the case of entirely volunteer fire departments, the number of additional volunteer fire fighters required is provided. Effects of migratory-related population changes projected for the communities of Connor, New Sweden, Westmanland, and Woodland are included in effects shown for Caribou. Effects of migratory-related population changes projected for Caswell are included in effects shown for Limestone.

**Fort Fairfield Fire Department.** The Fort Fairfield Fire Department is not projected to require additional full-time fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.8 full-time fire fighter per 1,000 population (Table 4.5-16).

**Limestone Volunteer Fire Department.** The Limestone Volunteer Fire Department is not projected to require additional fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 0.2 fire fighter per 1,000 population (Table 4.5-16).

When the per capita increase of zero fire fighters is added to the area-generated increases of four fire fighters, the Limestone Volunteer Fire Department may be required to increase staffing levels by up to four fire fighters by 2014.

**Presque Isle Fire Department.** The Presque Isle Fire Department is not projected to require additional full-time fire fighters over the 20-year study period in order to maintain the 1991 level-of-service ratio of 1.4 full-time fire fighters per 1,000 population (see Table 4.5-16). No additional fire fighters are required based upon area-generated demand.

**Stockholm Volunteer Fire Department.** The Stockholm Volunteer Fire Department is projected to require one additional volunteer fire fighter by 2014 in order to maintain the 1991 level-of-service ratio of 69.2 volunteer fire fighters per 1,000 population (see Table 4.5-16). In comparison to closure levels of 15 volunteer fire fighters in the Stockholm Fire Department, this alternative represents an increase of 6.7 percent.

**Van Buren Volunteer Fire Department.** The Van Buren Volunteer Fire Department is not projected to require additional volunteer fire fighters over the 20-year study period in order to maintain the 1991 level-of-service of 8.8 volunteer fire fighters per 1,000 population (see Table 4.5-16).

**Washburn Volunteer Fire Department.** The Washburn Volunteer Fire Department is not projected to require additional volunteer fire fighters over the 20-year study period in order to maintain the 1991 level-of-service of 8.0 full-time fire fighters per 1,000 population (see Table 4.5-16).

**4.5.4.5 No-Action Alternative.** Fire protection effects for the No-Action Alternative are the same as those described under closure conditions in Section 3.5.4.

#### **4.5.5 Health Care**

Following closure, the Loring AFB hospital would be closed, and the Air Force would no longer provide medical services to retired military and their dependents or to dependents of deceased military personnel. The closest military installation with a medical facility is approximately 210 miles south at Brunswick Naval Air Station in Brunswick, Maine. This facility is equipped as a clinic. For a complete range of services, retirees would have to travel approximately 280 miles southwest to Plattsburgh AFB, New York. The region's military retirees and their dependents would likely rely on the four community health care facilities in the ROI and on CHAMPUS for medical and health care cost reimbursement. Retirees may be able to receive prescriptions by mail through an Air Force program at Wright-Patterson AFB, Ohio. Following closure, veterans residing in the ROI would have access to the Togus VA Hospital in Augusta, Maine (175 miles south), and the VA clinic in the Cary Medical Center in Caribou for benefit services. These are the closure conditions with which each of the reuse alternatives are compared.

Under all of the reuse alternatives, the base hospital would be retained for medical use. In the Proposed Action, Mixed Use Aviation, and Non-Aviation alternatives, the facility would be utilized primarily as a training facility. Under the General Aviation Alternative, it would be operated as either a public or private hospital with associated medical uses and medical training.

**4.5.5.1 Proposed Action.** Under the Proposed Action, the Loring AFB hospital would be retained and utilized for medical and associated training purposes.

The various services associated with the Proposed Action could include inpatient and outpatient services (clinics, medical/dental services, etc.). These services would be available to both military retirees and their dependents as well as the population of the ROI.

The community health care services in place at closure and supplemented by the proposed facilities at the site under the Proposed Action should meet the health care needs of the population of the ROI.

**4.5.5.2 Mixed Use Aviation Alternative.** Under the Mixed Use Aviation Alternative, the Loring AFB hospital would provide similar services as described in the Proposed Action. The community health care services in place at closure and supplemented by the proposed facilities at the site under the Mixed Use Aviation Alternative should meet the health care needs of the population of the ROI.

**4.5.5.3 General Aviation Alternative.** Under the General Aviation Alternative, the base hospital would not be reused. It is expected, however, that the community health care services in place prior to closure would be able to accommodate increased demands created by this alternative.

**4.5.5.4 Non-Aviation Alternative.** Under the Non-Aviation Alternative, the hospital and medical services would be the same as those projected under the Proposed Action. The services described would be available to both the military retirees and their dependents as well as the resident population of the ROI, including the projected in-migrants.

**4.5.5.5 No-Action Alternative.** Health care effects for the No-Action Alternative would be those described under closure conditions in Section 3.5.5.

## **4.6 PUBLIC FINANCE**

Fiscal effects to potentially affected jurisdictions are presented in this section. The results represent the net effects of reuse after accounting for out-migration of the direct and indirect military and civilian job-holders associated with phasing out of the Loring AFB military mission.

**Key assumptions regarding jurisdictional control of on-site and off-site property, which influence fiscal assessments, are presented below.**

- **Aviation support land use areas would be conveyed or leased to an airport authority or other public agency.**
- **All areas designated for institutional and public facilities/recreational uses would remain in public ownership.**
- **The areas designated for industrial and commercial land uses may initially remain in public ownership, but would ultimately be leased or sold to the private sector.**
- **Land and improvements designated for residential uses would be sold in the private market.**
- **The local authorities that have jurisdiction over the on- and off-site areas would be responsible for providing services to those sites. For purposes of this analysis, financing for the purchase of improvements and the development of additional improvements as required is assumed to take the form of direct grants-in-aid from state and federal grant programs, revenue bonds, reserves, and/or other aid programs.**

**Section 3(e) of P.L. 81-874 provides for supplemental impact aid payments for eligible school districts that have a decrease in the number of students who are dependents of federally connected employees due to a decrease or cessation of federal activities within the state. As of September 30, 1994, these Section 3(e) transition funds will no longer be available. However, it is proposed under Title 8 of the Elementary and Secondary Education Act of 1994, that the U.S. Department of Education, using monies provided by the DOD, would provide a similar program to replace the loss of Section 3(e) funds.**

**If a school district receives the supplemental impact aid, federal impact aid, which the district would otherwise receive, could be supplemented for up to 1 year. Thus, the initial loss of P.L. 81-874 funds could be reduced and could occur within 1 year after closure. However, an individual school district's supplemental aid is dependent upon the total available federal appropriation, which is determined annually, and the number of districts funded. The state of Maine reduces the state allocation of education funds to a school district by the amount of P.L. 81-874 funds received by the district. The closure conditions described in Chapter 3 and referenced below for each school district, assume no receipt of supplemental impact aid.**



#### **4.6.1 Proposed Action**

##### **4.6.1.1 Aroostook County**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Proposed Action are projected to be \$2,888 by 1999 and \$8,468 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$1,903 by 1999 and \$5,581 by 2014, resulting in net revenue increases of \$985 in 1999 and \$2,887 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-1 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$8,121. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the county.

##### **4.6.1.2 City of Caribou**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Proposed Action are projected to be \$19,478 by 1999 and \$57,382 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$10,401 by 1999 and \$30,642 by 2014, resulting in net revenue increases of \$9,077 in 1999 and \$26,740 in 2014.

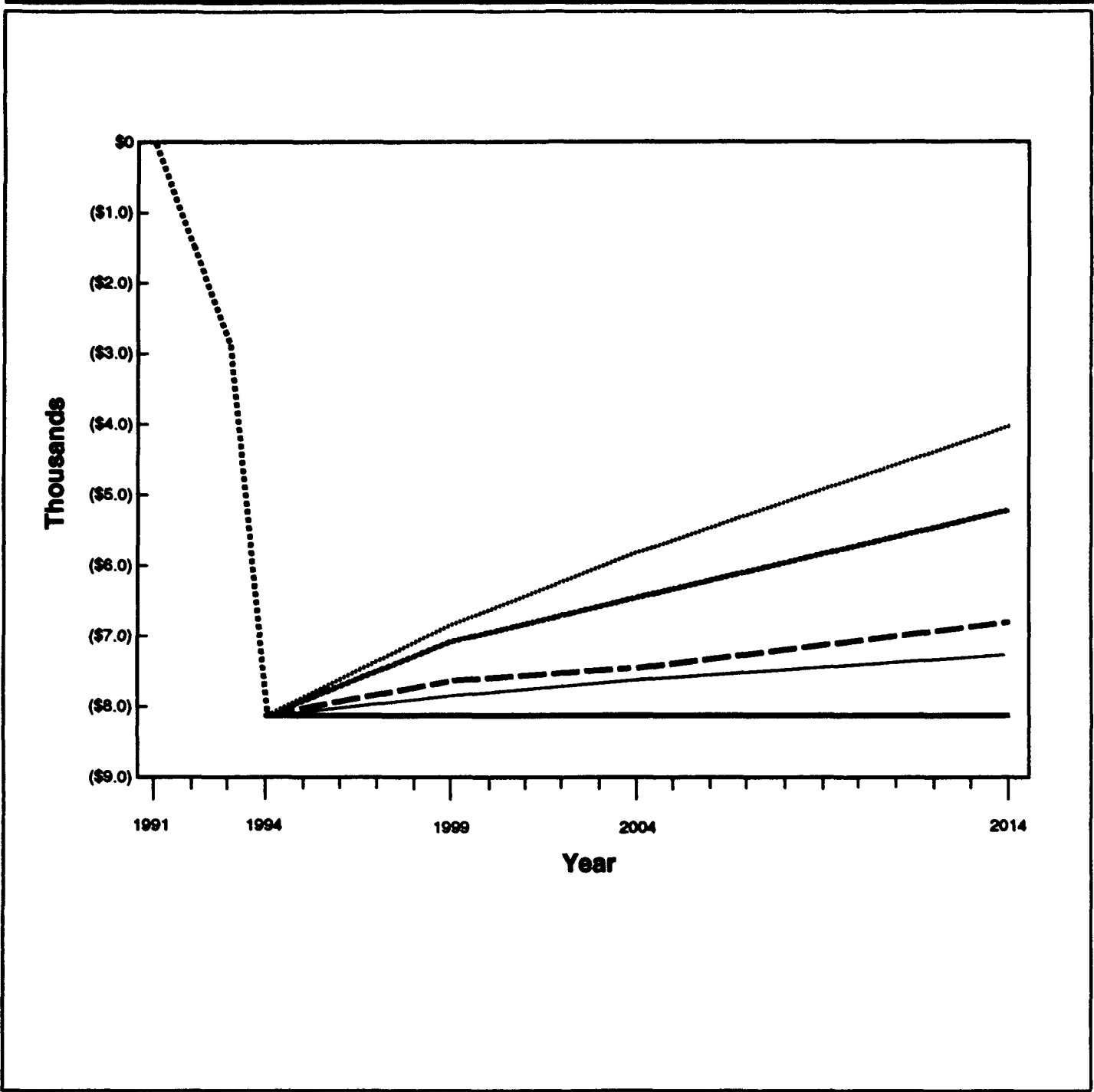
**Comparison to Closure Conditions.** Figure 4.6-2 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$83,447. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the city.

##### **4.6.1.3 Town of Caswell**

**Revenues.** Total general fund revenue increases due to the additional in-migrant population under the Proposed Action are projected to be \$847 by 1999 and \$2,542 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$122 by 1999 and \$365 by 2014, resulting in net revenue increases of \$725 in 1999 and \$2,177 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-3 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$12,091.

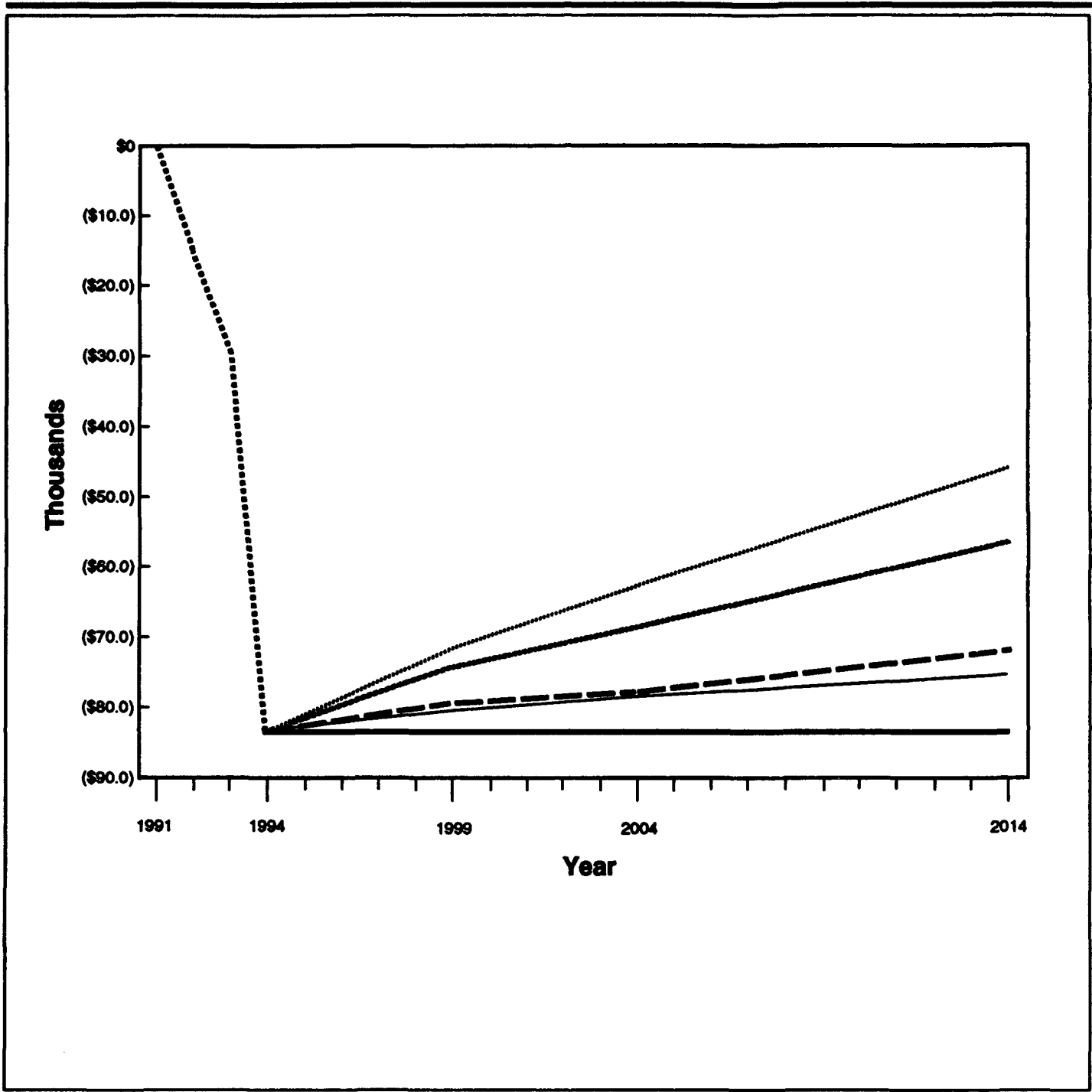


**EXPLANATION**

- ..... Preclosure
- Proposed Action
- ..... Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**County of Aroostook,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-1**

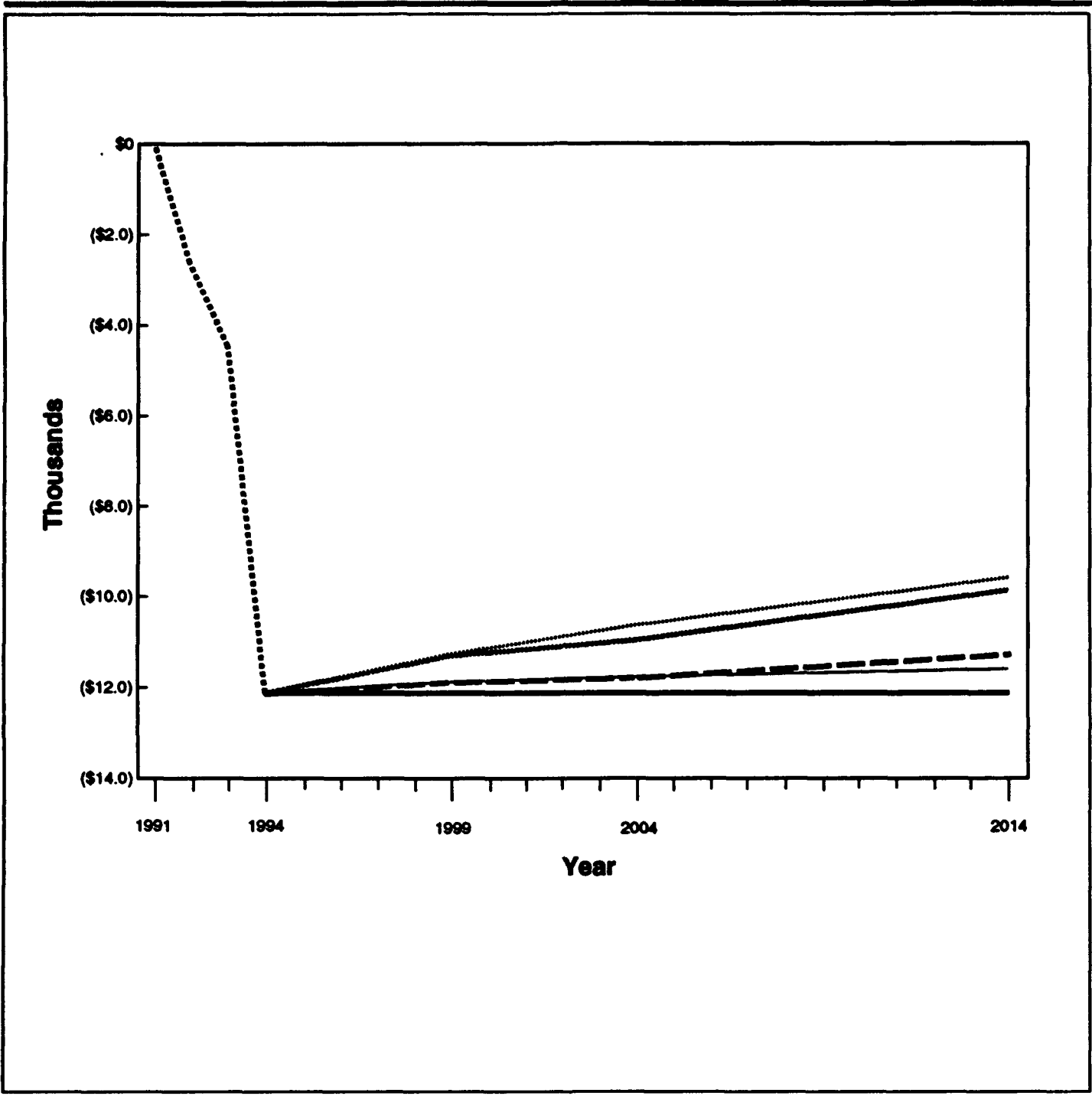


**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- - - - General Aviation
- Non-Aviation
- No-Action/Post-Closure

**City of Caribou,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-2**



**EXPLANATION**

- ..... Preclosure
- Proposed Action
- ..... Mixed Use Aviation
- - - - General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Town of Caswell,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-3**

Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

**4.6.1.4 Connor.** Connor is an unorganized territory and, as such, is under the jurisdiction of Aroostook County. Effects to public finances by population changes in Connor are included in those described for Aroostook County.

#### **4.6.1.5 Town of Fort Fairfield**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Proposed Action are projected to be \$6,796 by 1999 and \$18,730 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$2,286 by 1999 and \$6,300 by 2014, resulting in net revenue increases of \$4,510 in 1999 and \$12,430 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-4 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$28,471. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.1.6 Town of Limestone**

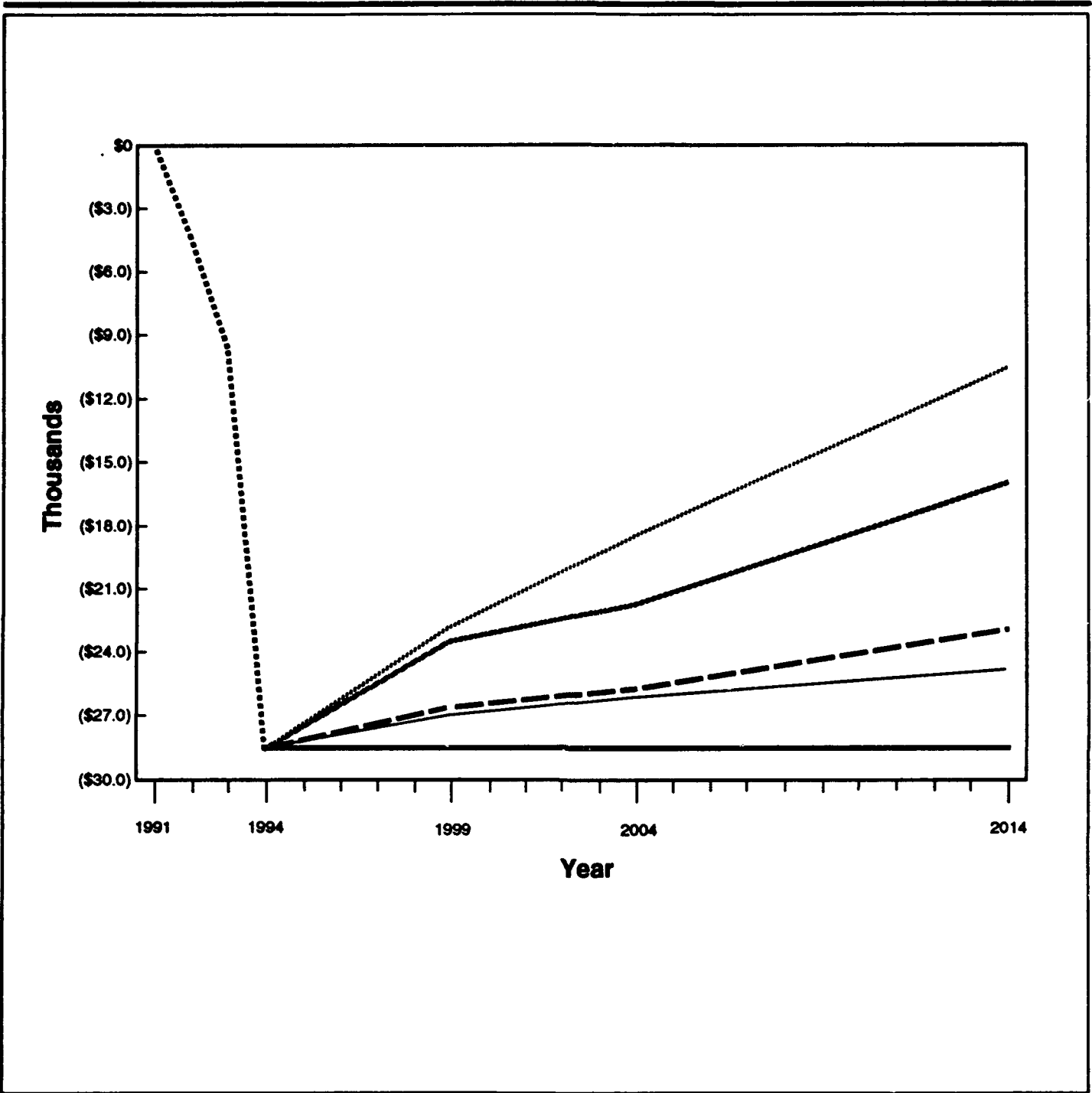
**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Proposed Action are projected to be \$32,406 by 1999 and \$96,678 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$8,868 by 1999 and \$26,456 by 2014, resulting in net revenue increases of \$23,538 in 1999 and \$70,222 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-5 shows the net fiscal effects of the Proposed Action and other alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$176,241. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.1.7 Town of New Sweden**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Proposed Action are projected to be \$1,377 by 1999 and \$4,438 by 2014.

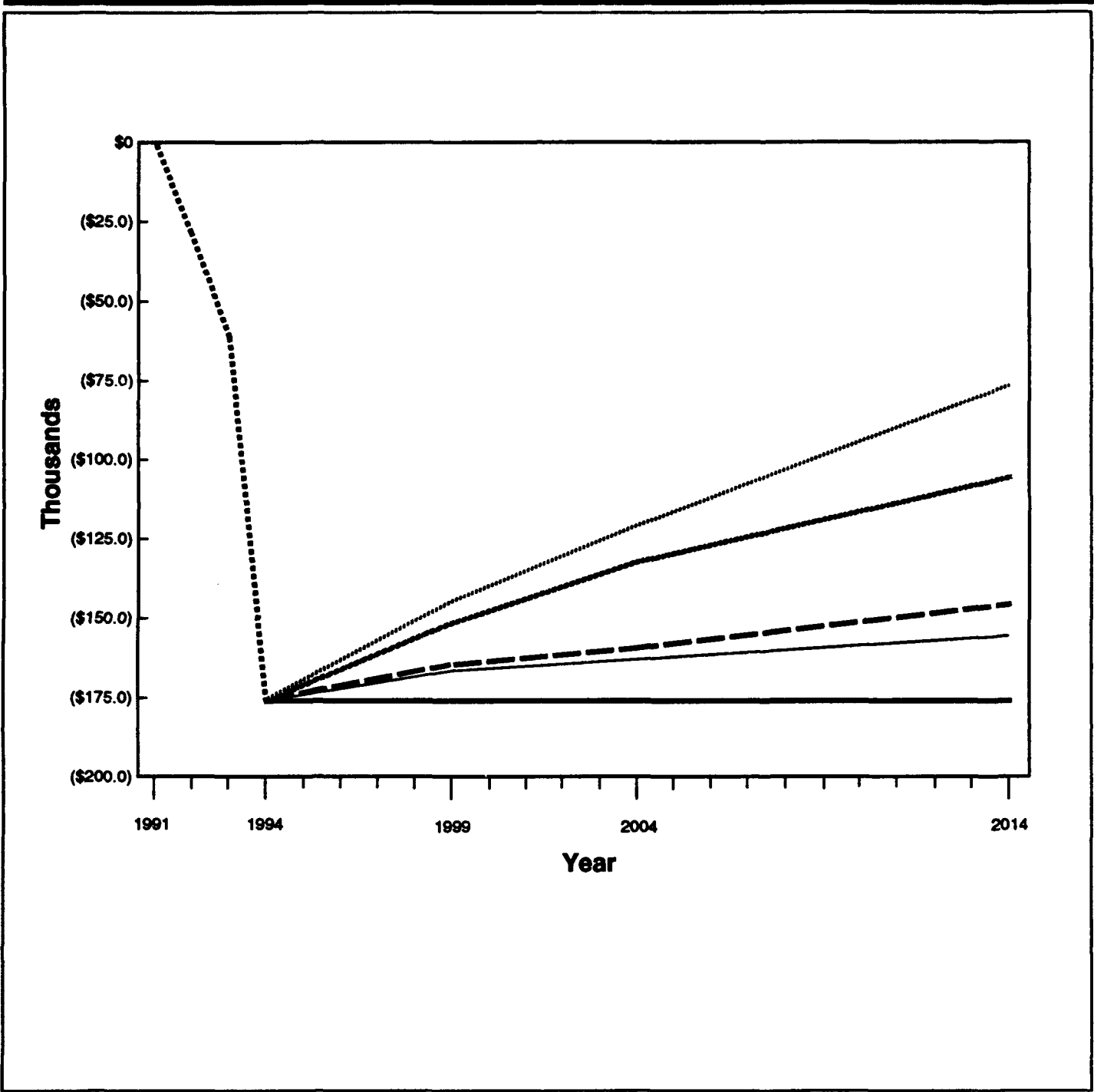


**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- .-.-.- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Town of Fort Fairfield,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-4**



**EXPLANATION**

- ..... Preclosure
- Proposed Action
- ..... Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Town of Limestone,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-5**

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$93 by 1999 and \$299 by 2014, resulting in net revenue increases of \$1,284 in 1999 and \$4,139 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-6 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$9,511. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the county.

#### **4.6.1.8 City of Presque Isle**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Proposed Action are projected to be \$7,186 by 1999 and \$20,946 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$5,933 by 1999 and \$17,295 by 2014, resulting in net revenue increases of \$1,253 in 1999 and \$3,651 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-7 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$20,913. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the city.

#### **4.6.1.9 Town of Stockholm**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Proposed Action are projected to be \$3,509 by 1999 and \$10,235 by 2014.

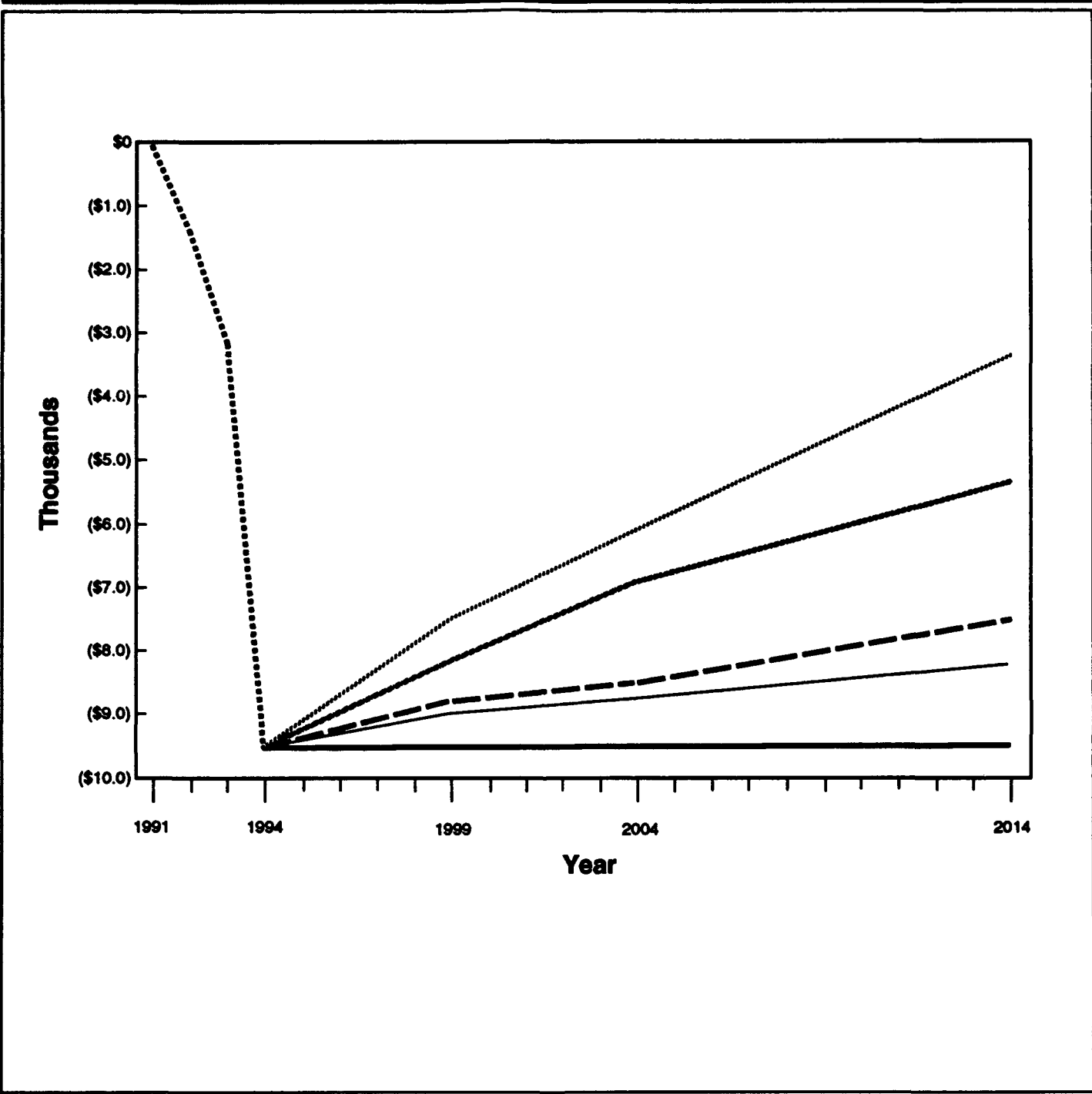
**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$417 by 1999 and \$1,216 by 2014, resulting in net revenue increases of \$3,092 in 1999 and \$9,019 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-8 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$16,625. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.1.10 Town of Van Buren**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Proposed Action are projected to be \$7,606 by 1999 and \$20,415 by 2014.



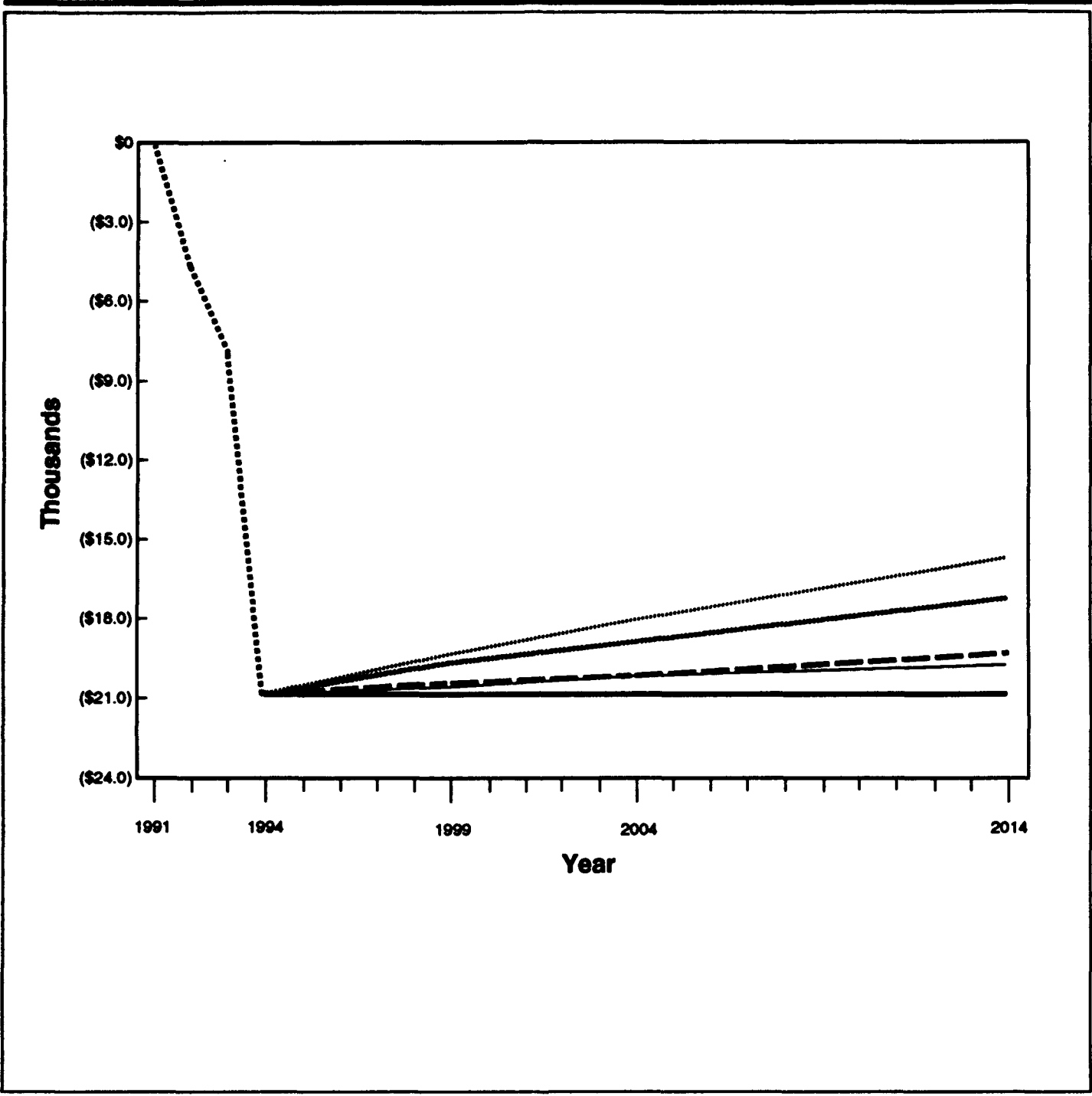


**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- - - - General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Town of New Sweden,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-6**

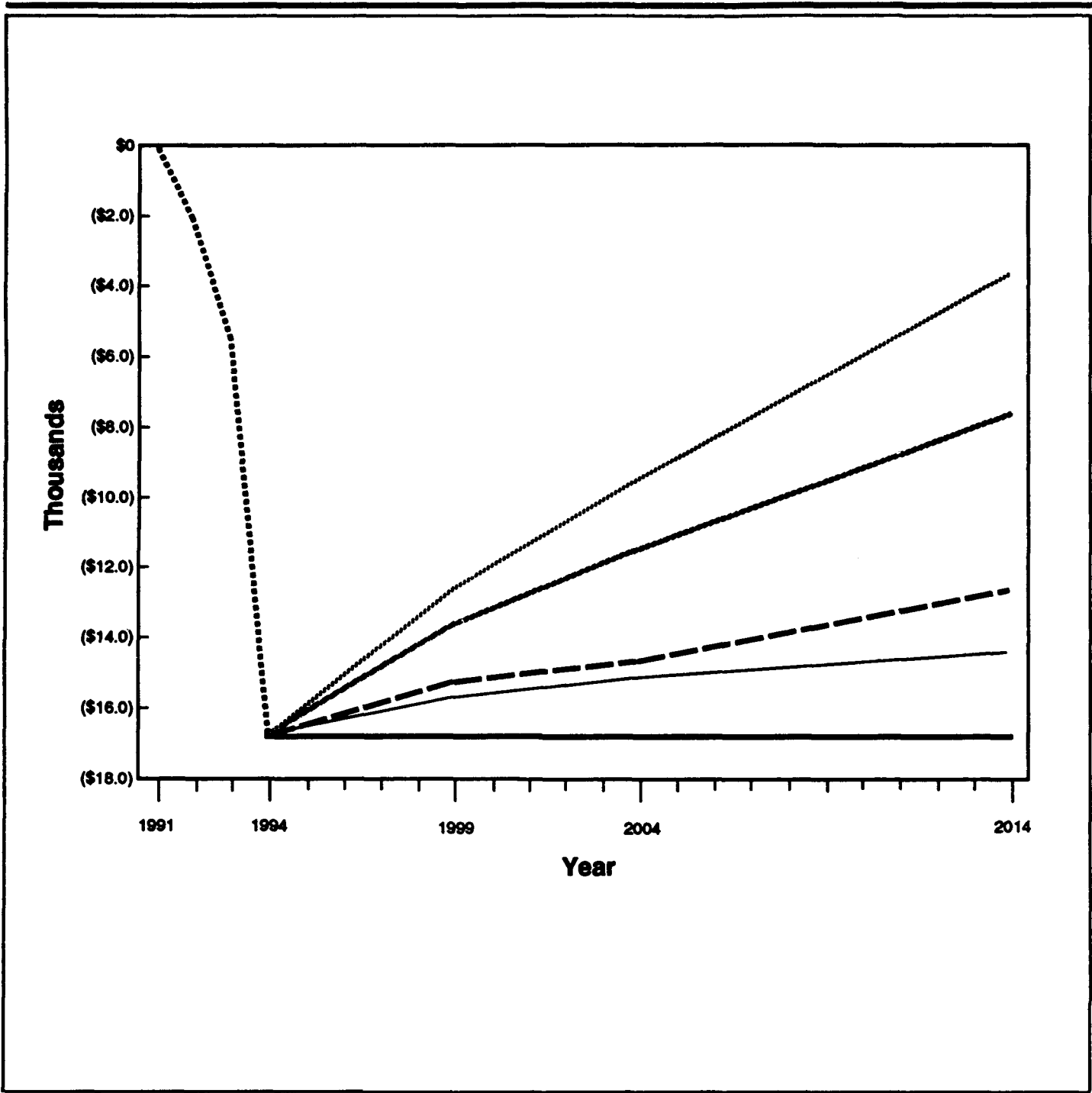


**EXPLANATION**

- ..... Preclosure
- Proposed Action
- ..... Mixed Use Aviation
- - - - General Aviation
- Non-Aviation
- No-Action/Post-Closure

**City of Presque Isle,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-7**



**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- . - . - General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Town of Stockholm,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-8**

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$1,378 by 1999 and \$3,699 by 2014, resulting in net revenue increases of \$6,228 in 1999 and \$16,716 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-9 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$28,471. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.1.11 Town of Washburn**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Proposed Action are projected to be \$1,683 by 1999 and \$5,273 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$860 by 1999 and \$2,695 by 2014, resulting in net revenue increases of \$823 in 1999 and \$2,578 in 2014.

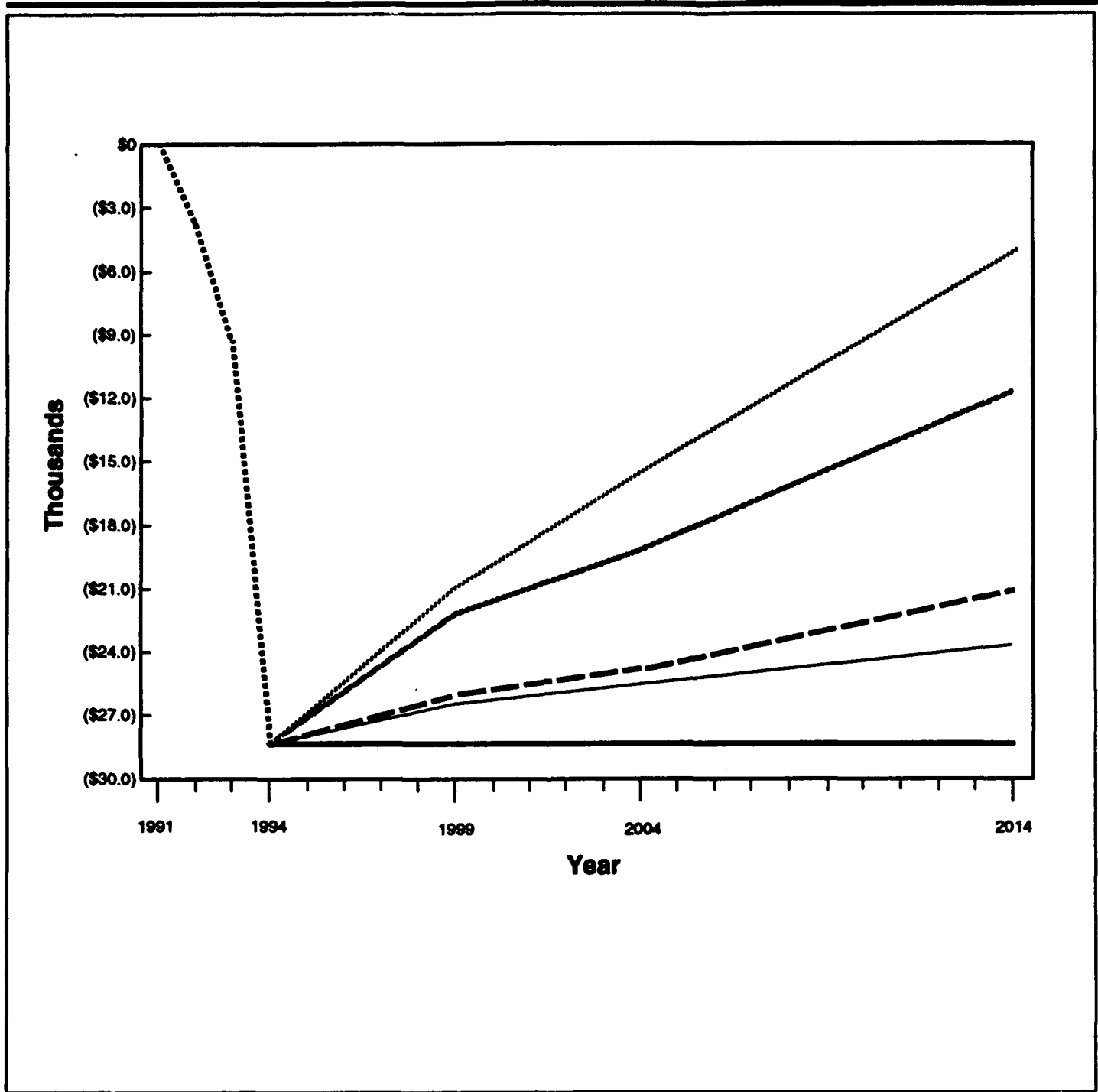
**Comparison to Closure Conditions.** Figure 4.6-10 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$5,735. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.1.12 Town of Westmanland**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Proposed Action are projected to be \$1,412 by 1999 and \$4,237 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$68 by 1999 and \$204 by 2014, resulting in net revenue increases of \$1,344 in 1999 and \$4,033 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-11 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$7,545. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

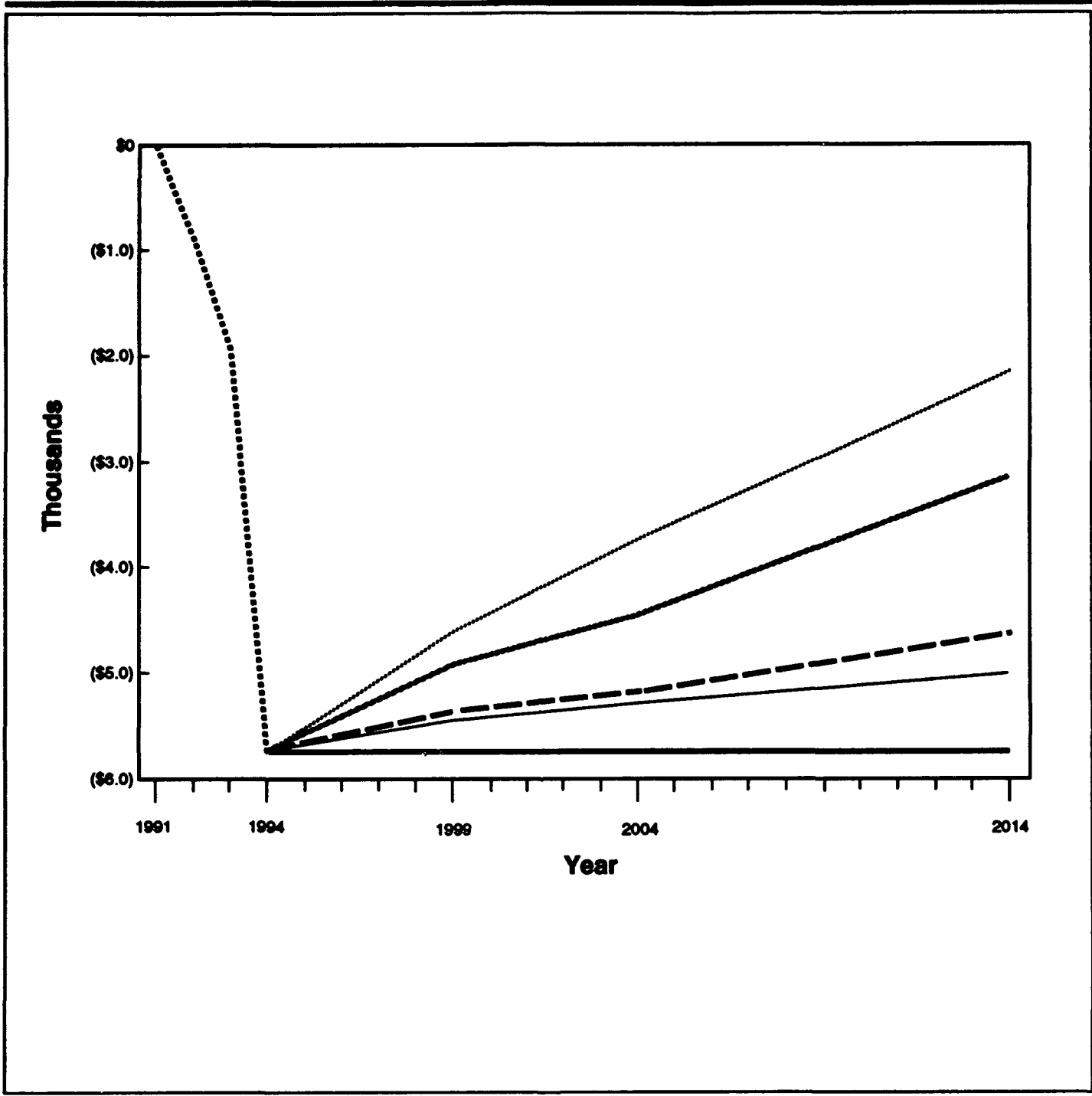


**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- .-.-.- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Town of Van Buren,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-9**

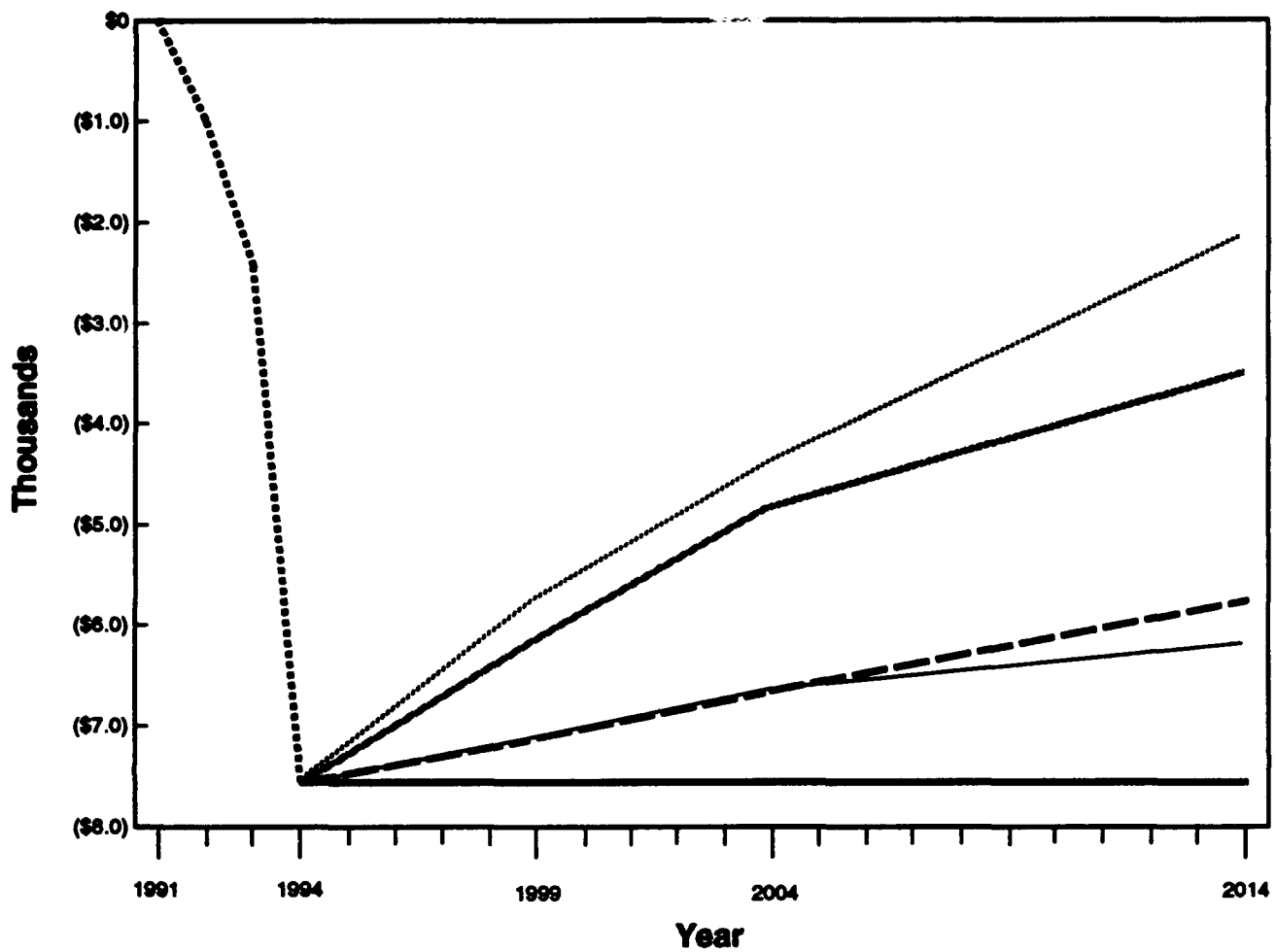


**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Town of Washburn,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-10**



**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- .-.-.- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Town of Westmanland,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-11**

#### **4.6.1.13 Town of Woodland**

**Revenues.** Total general fund revenue increases due to the additional immigrating population under the Proposed Action are projected to be \$1,577 by 1999 and \$4,810 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$169 by 1999 and \$515 by 2014, resulting in net revenue increases of \$1,408 in 1999 and \$4,295 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-12 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$15,182. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.1.14 Caribou School Department**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$86,014 in FY 1999 and \$255,412 by FY 2014. Department funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The department's general fund revenues are approximately \$2,798 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

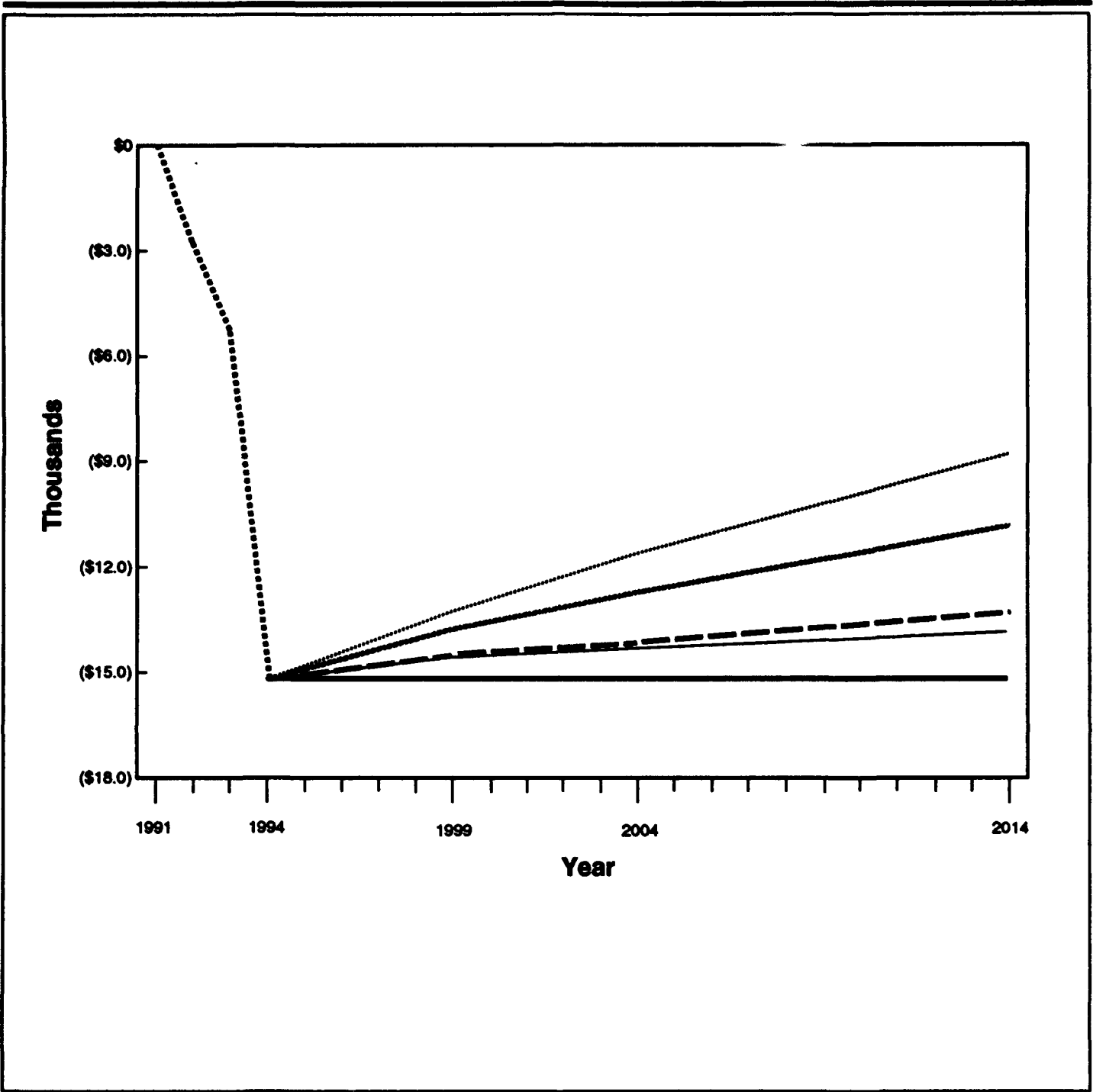
**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$47,529 by FY 1999 and \$141,134 by FY 2014, for net revenue increases of \$38,485 in FY 1999 and \$114,278 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-13 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$324,957. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the department.

#### **4.6.1.15 Caswell School Department**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$4,589 in FY 1999 and \$13,826 by FY 2014. Department funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The department's general fund revenues are approximately \$5,959 per



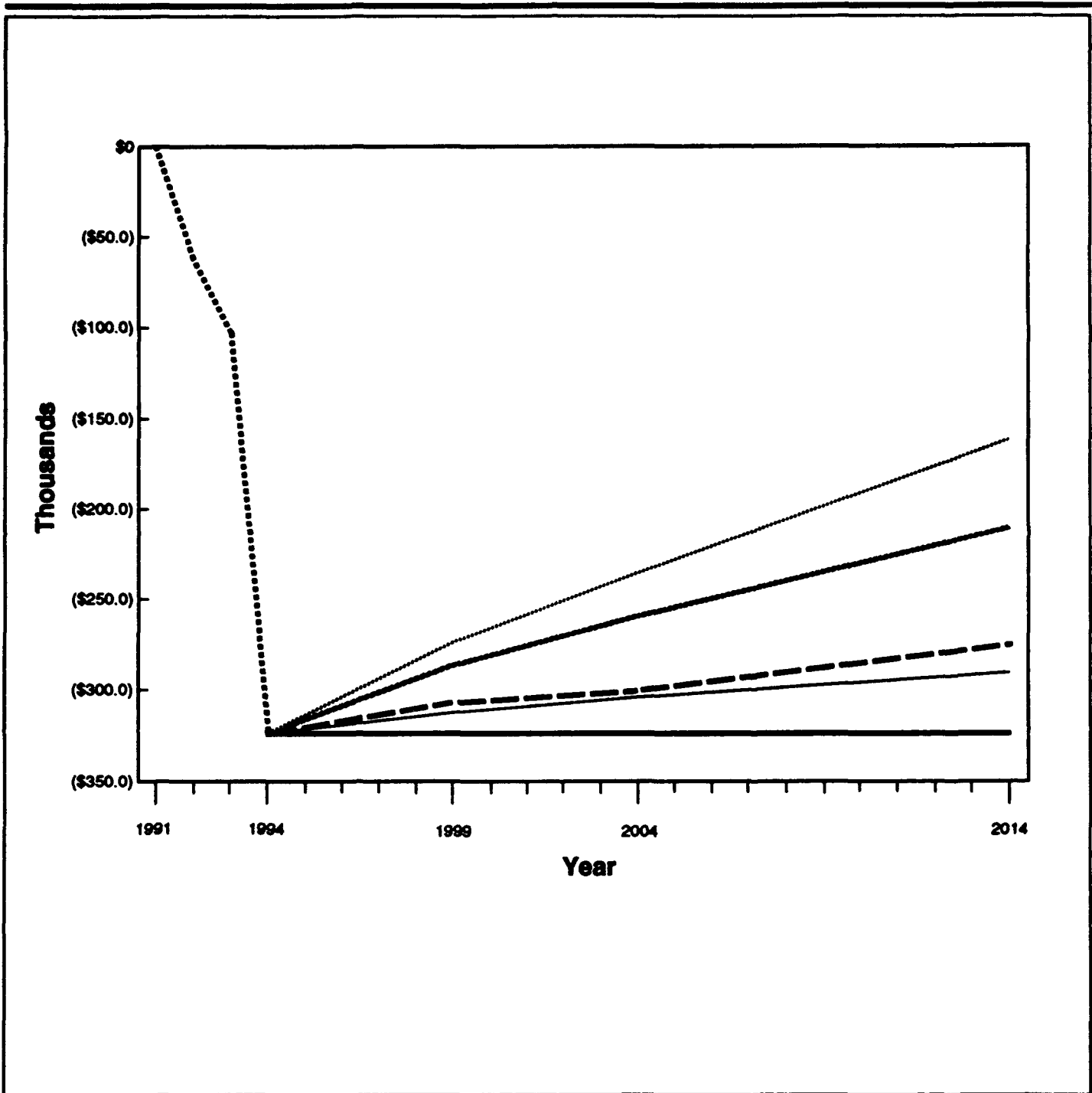


**EXPLANATION**

- ..... Preclosure
- Proposed Action
- ..... Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Town of Woodland,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-12**



**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Caribou School  
Department,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-13**

student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$3,014 by FY 1999 and \$9,082 by FY 2014, for net revenue increases of \$1,575 in FY 1999 and \$4,744 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-14 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$25,394. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the department.

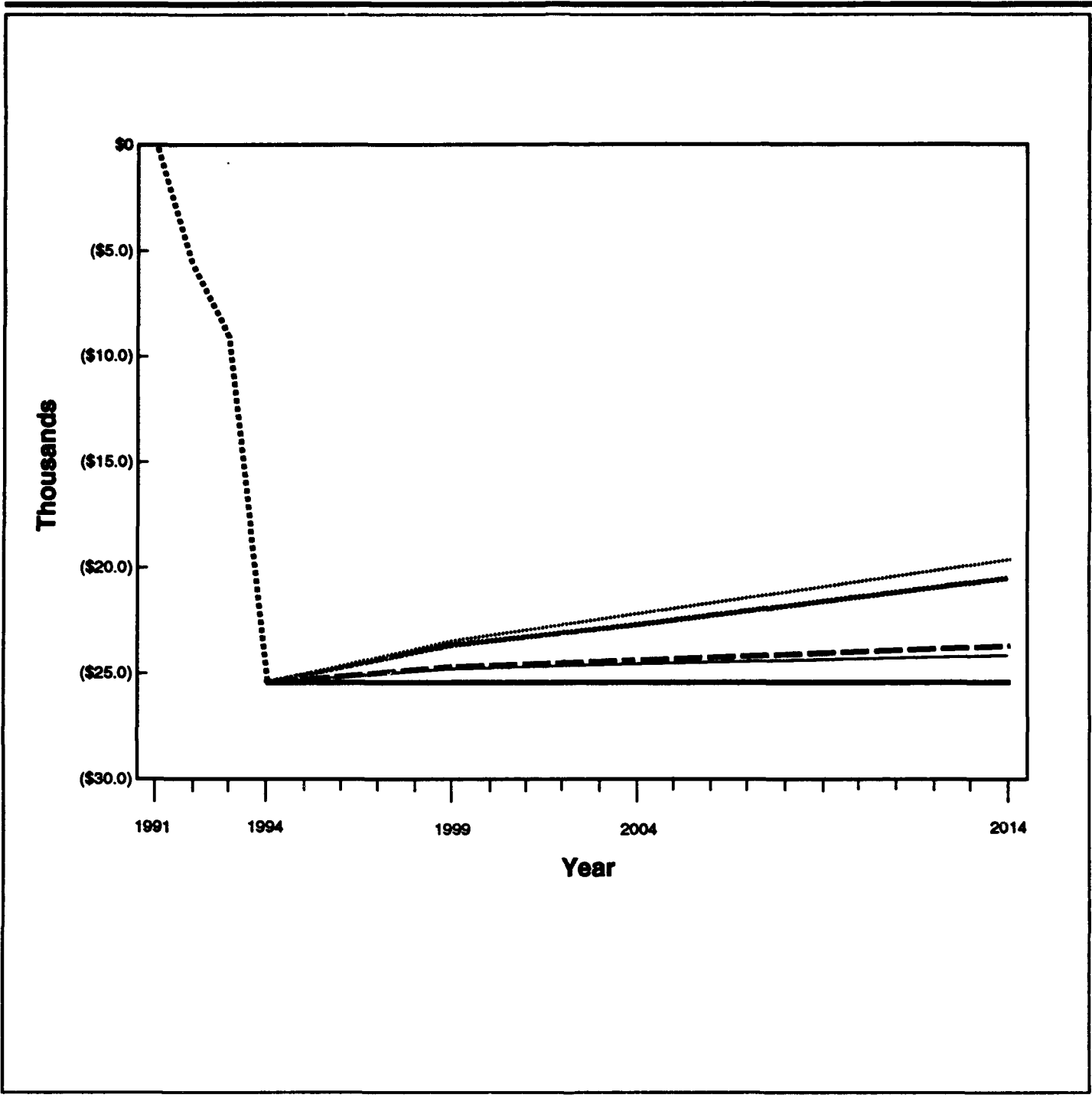
**4.6.1.16 Connor Consolidated School.** As described in Section 3.6.16, changes in enrollments would not directly affect funding for the Connor Consolidated School since the revenue base is that of the entire unorganized territory of the state of Maine and revenues are not allocated on a per capita basis.

#### **4.6.1.17 Limestone School Department**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$72,703 in FY 1999 and \$216,896 by FY 2014. Department funding is principally from state aid revenues, followed by P.L. 81-874 impact aid funds and a smaller amount of local property taxes. The department's general fund revenues are approximately \$3,190 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$29,507 by FY 1999 and \$88,029 by FY 2014, for net revenue increases of \$43,196 in FY 1999 and \$128,867 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-15 shows the net fiscal effects of the Proposed Action and alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$1,964,635. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the department.

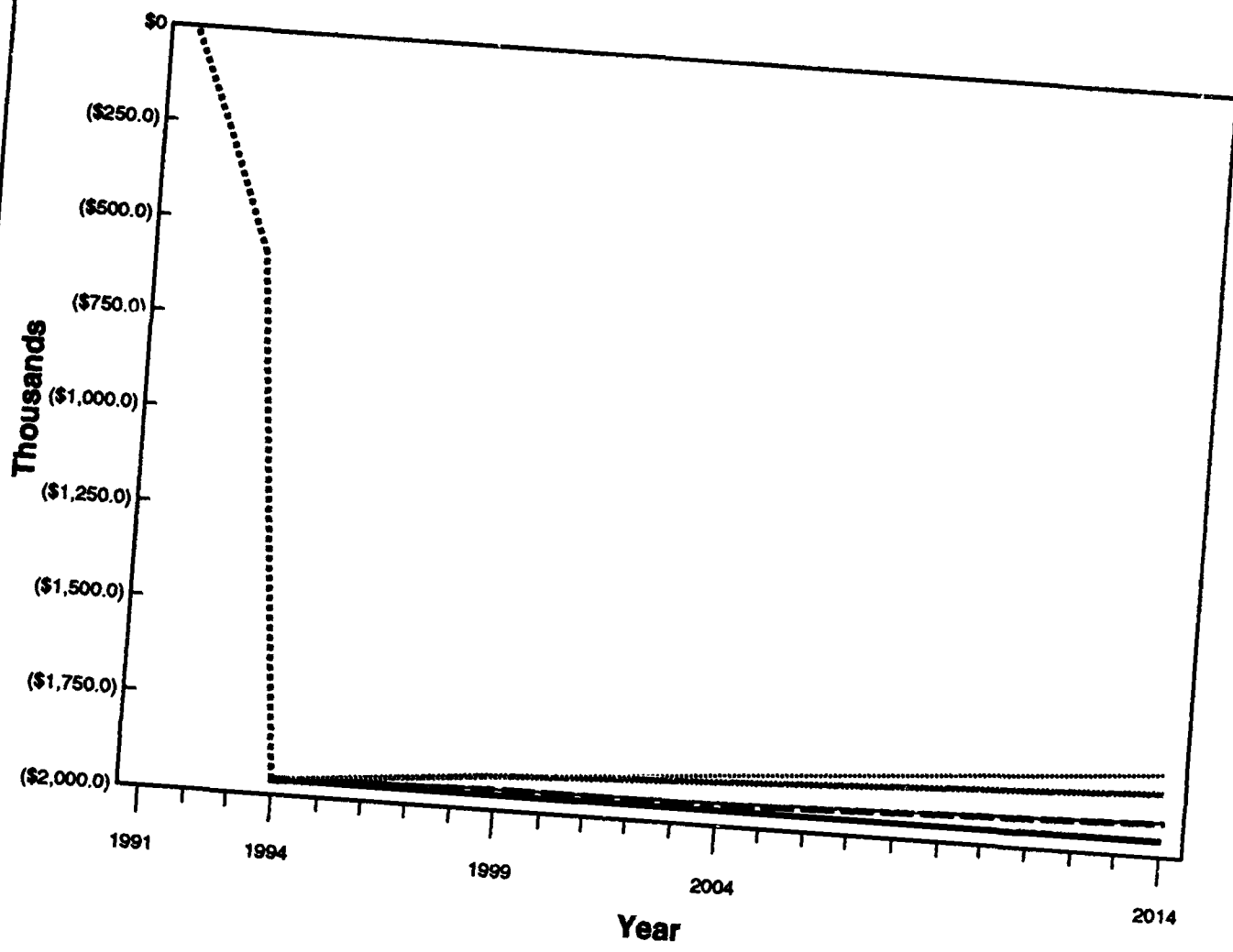


**EXPLANATION**

- ..... Preclosure
- Proposed Action
- ..... Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Caswell School  
Department,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1989\$)**

**Figure 4.6-14**



**EXPLANATION**

- ..... Preclosure
- Proposed Action
- ..... Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**Limestone School Department, Net Fiscal Projections, Proposed Action and Alternatives (1989\$)**

**Figure 4.6-15**

#### **4.6.1.18 School Administrative District No. 1**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$26,350 in FY 1999 and \$78,515 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$2,818 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$11,575 by FY 1999 and \$34,490 by FY 2014, for net revenue increases of \$14,775 in FY 1999 and \$44,025 in FY 2014.

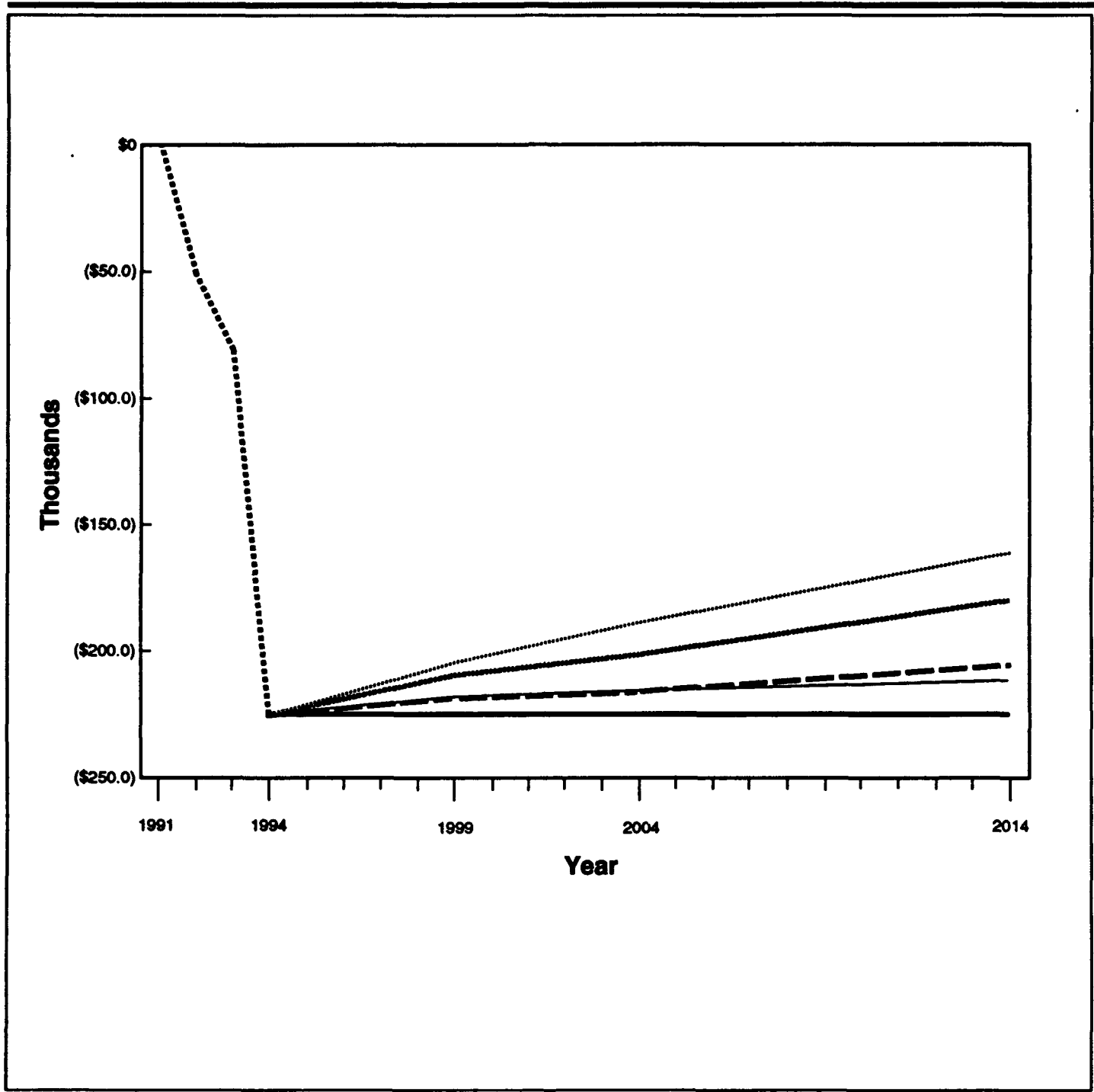
**Comparison to Closure Conditions.** Figure 4.6-16 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$224,732. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.1.19 School Administrative District No. 20**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$23,919 in FY 1999 and \$65,895 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$3,119 per student (in constant 1989 dollars). Local revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$11,779 by FY 1999 and \$32,449 by FY 2014, for net revenue increases of \$12,140 in FY 1999 and \$33,446 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-17 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$68,809. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

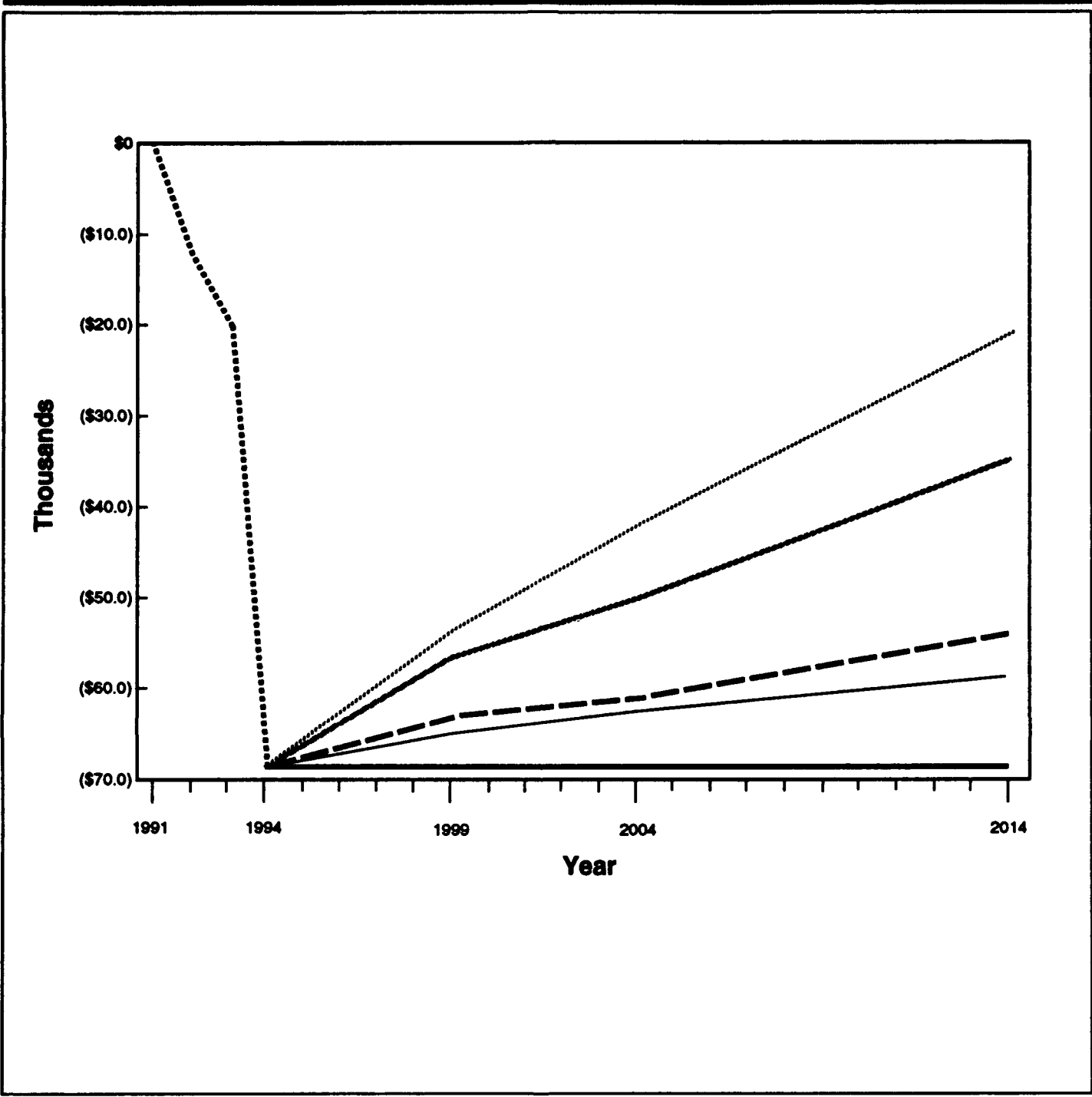


**EXPLANATION**

- ..... Preclosure
- Proposed Action
- ..... Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**School Administrative District No. 1, Net Fiscal Projections, Proposed Action and Alternatives (1989\$)**

**Figure 4.6-16**



**EXPLANATION**

- ..... Preclosure
- Proposed Action
- ..... Mixed Use Aviation
- - - - General Aviation
- Non-Aviation
- No-Action/Post-Closure

**School Administrative District No. 20, Net Fiscal Projections, Proposed Action and Alternatives (1989\$)**

**Figure 4.6-17**



#### **4.6.1.20 School Administrative District No. 24**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$29,196 in FY 1999 and \$79,023 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$3,806 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$12,636 by FY 1999 and \$34,201 by FY 2014, for net revenue increases of \$16,560 in FY 1999 and \$44,822 in FY 2014.

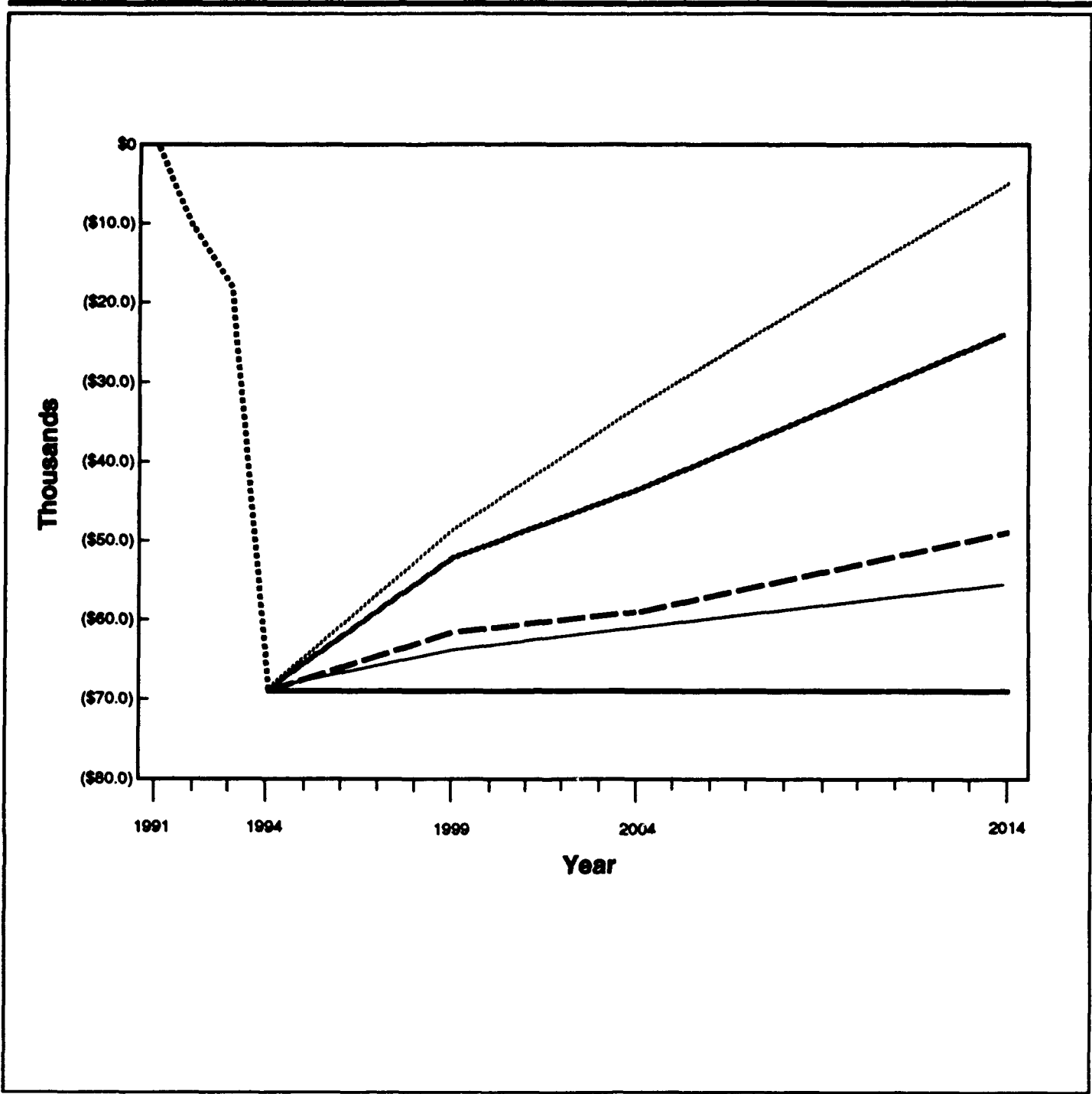
**Comparison to Closure Conditions.** Figure 4.6-18 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would offset projected closure deficits of \$68,999. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.1.21 School Administrative District No. 45**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$13,731 in FY 1999 and \$38,538 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$3,494 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$5,016 by FY 1999 and \$14,079 by FY 2014, for net revenue increases of \$8,715 in FY 1999 and \$24,459 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-19 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$52,004. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

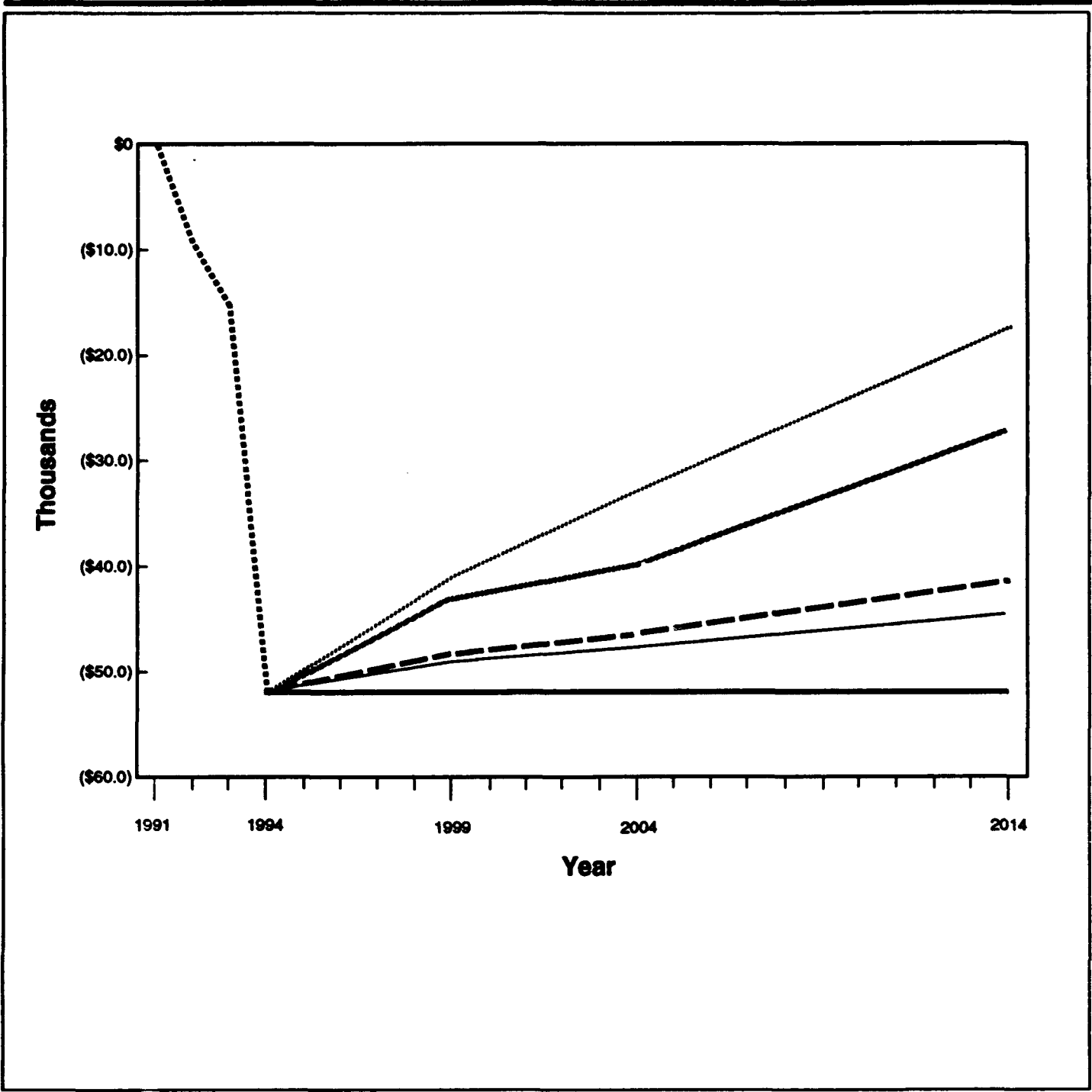


**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- - - - General Aviation
- \_\_\_\_\_ Non-Aviation
- No-Action/Post-Closure

**School Administrative District No. 24, Net Fiscal Projections, Proposed Action and Alternatives (1989\$)**

**Figure 4.6-18**



**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- - - - - General Aviation
- Non-Aviation
- No-Action/Post-Closure

**School Administrative District No. 45, Net Fiscal Projections, Proposed Action and Alternatives (1989\$)**

**Figure 4.6-19**

#### **4.6.1.22 School Union No. 122**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$17,540 in FY 1999 and \$53,391 by FY 2014. School union funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The school union's general fund revenues are approximately \$3,088 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$8,366 by FY 1999 and \$25,465 by FY 2014, for net revenue increases of \$9,174 in FY 1999 and \$27,926 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-20 shows the net fiscal effects of the Proposed Action and other reuse alternatives. The fiscal effects of the Proposed Action would not offset projected closure deficits of \$68,740. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the school union.

#### **4.6.2 Mixed Use Aviation Alternative**

##### **4.6.2.1 Aroostook County**

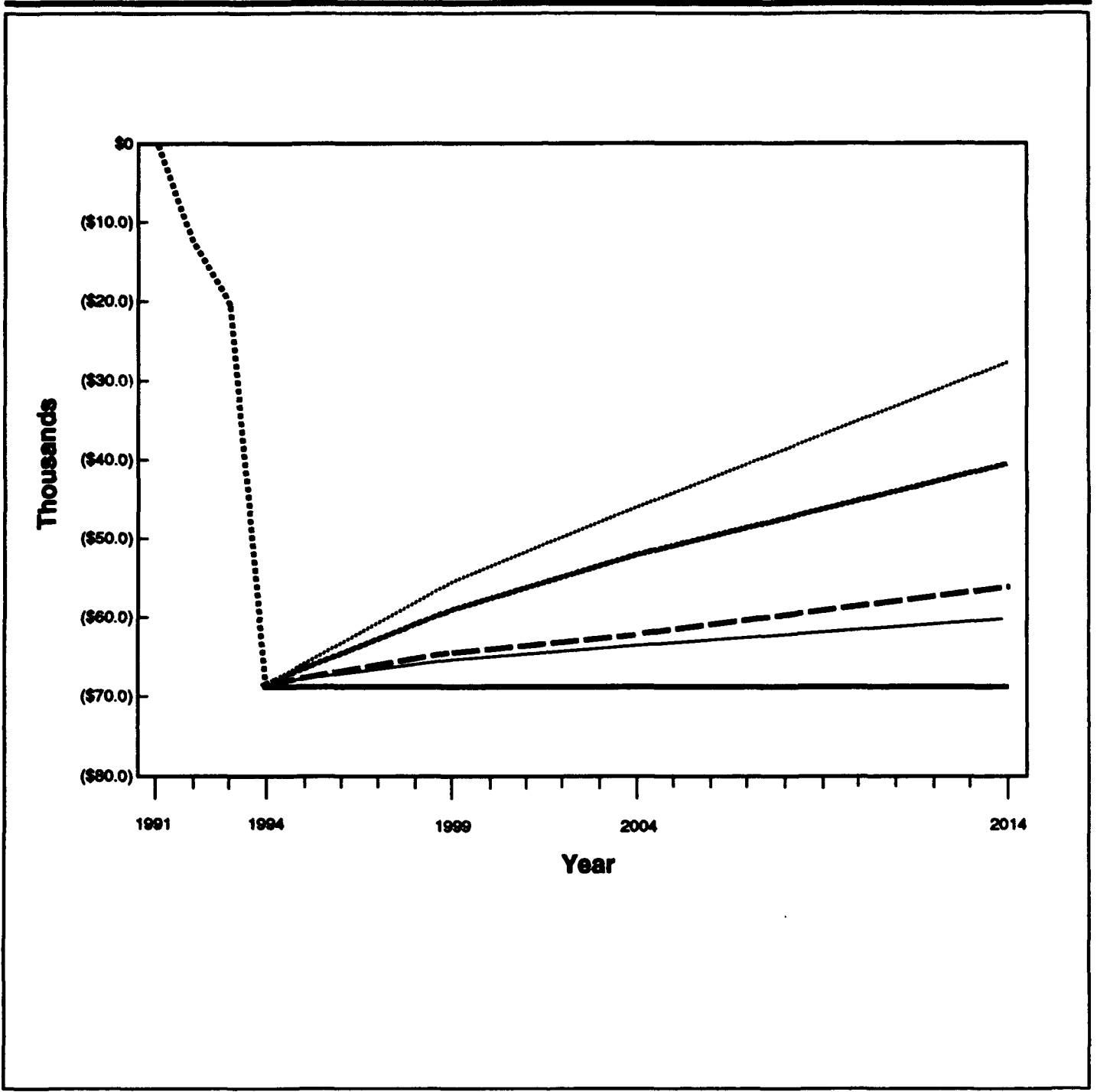
**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Mixed Use Aviation Alternative are projected to be \$3,797 by 1999 and \$12,028 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$2,499 by 1999 and \$7,915 by 2014, resulting in net revenue increases of \$1,298 in 1999 and \$4,113 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-1 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$8,121. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the county.

##### **4.6.2.2 City of Caribou**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Mixed Use Aviation Alternative are projected to be \$25,402 by 1999 and \$80,811 by 2014.



**EXPLANATION**

- ..... Preclosure
- Proposed Action
- Mixed Use Aviation
- General Aviation
- Non-Aviation
- No-Action/Post-Closure

**School Union No. 122,  
Net Fiscal Projections,  
Proposed Action  
and Alternatives  
(1989\$)**

**Figure 4.6-20**

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$13,565 by 1999 and \$43,154 by 2014, resulting in net revenue increases of \$11,837 in 1999 and \$37,657 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-2 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$83,447. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the city.

#### **4.6.2.3 Town of Caswell**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Mixed Use Aviation Alternative are projected to be \$989 by 1999 and \$2,966 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$142 by 1999 and \$425 by 2014, resulting in net revenue increases of \$847 in 1999 and \$2,541 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-3 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$12,091. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

**4.6.2.4 Connor.** Connor is an unorganized territory and, as such, is under the jurisdiction of Aroostook County. Effects to public finances by population changes in Connor are included in those described for Aroostook County.

#### **4.6.2.5 Town of Fort Fairfield**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Mixed Use Aviation Alternative are projected to be \$8,453 by 1999 and \$26,852 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$2,843 by 1999 and \$9,032 by 2014, resulting in net revenue increases of \$5,610 in 1999 and \$17,820 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-4 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$28,471. Cutbacks in service levels and/or

additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.2.6 Town of Limestone**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Mixed Use Aviation Alternative are projected to be \$42,668 by 1999 and \$136,102 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$11,677 by 1999 and \$37,247 by 2014, resulting in net revenue increases of \$30,991 in 1999 and \$98,855 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-5 shows the net fiscal effects of the Mixed Use Aviation Alternative and other alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$176,241. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.2.7 Town of New Sweden**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Mixed Use Aviation Alternative are projected to be \$2,143 by 1999 and \$6,581 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$144 by 1999 and \$443 by 2014, resulting in net revenue increases of \$1,999 in 1999 and \$6,138 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-6 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$9,511. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the county.

#### **4.6.2.8 City of Presque Isle**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Mixed Use Aviation Alternative are projected to be \$9,479 by 1999 and \$29,661 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$7,827 by 1999 and \$24,490 by 2014, resulting in net revenue increases of \$1,652 in 1999 and \$5,171 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-7 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$20,913. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the city.

#### **4.6.2.9 Town of Stockholm**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Mixed Use Aviation Alternative are projected to be \$4,679 by 1999 and \$14,662 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$556 by 1999 and \$1,737 by 2014, resulting in net revenue increases of \$4,123 in 1999 and \$12,925 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-8 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$16,625. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.2.10 Town of Van Buren**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Mixed Use Aviation Alternative are projected to be \$9,007 by 1999 and \$28,421 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$1,632 by 1999 and \$5,149 by 2014, resulting in net revenue increases of \$7,375 in 1999 and \$23,272 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-9 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$28,471. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.2.11 Town of Washburn**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Mixed Use Aviation Alternative are projected to be \$2,244 by 1999 and \$7,293 by 2014.



**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$1,147 by 1999 and \$3,727 by 2014, resulting in net revenue increases of \$1,097 in 1999 and \$3,566 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-10 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$5,735. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.2.12 Town of Westmanland**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Mixed Use Aviation Alternative are projected to be \$1,883 by 1999 and \$5,650 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$91 by 1999 and \$272 by 2014, resulting in net revenue increases of \$1,792 in 1999 and \$5,378 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-11 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$7,545. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.2.13 Town of Woodland**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Mixed Use Aviation Alternative are projected to be \$2,208 by 1999 and \$7,097 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$237 by 1999 and \$760 by 2014, resulting in net revenue increases of \$1,971 in 1999 and \$6,337 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-12 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$15,182. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.2.14 Caribou School Department**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$112,995 in FY 1999 and \$360,467 by FY 2014. Department funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The department's general fund revenues are approximately \$2,798 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$62,438 by FY 1999 and \$199,185 by FY 2014, for net revenue increases of \$50,557 in FY 1999 and \$161,282 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-13 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$324,957. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the department.

#### **4.6.2.15 Caswell School Department**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$5,170 in FY 1999 and \$16,494 by FY 2014. Department funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The department's general fund revenues are approximately \$5,959 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$3,396 by FY 1999 and \$10,835 by FY 2014, for net revenue increases of \$1,774 in FY 1999 and \$5,659 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-14 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$25,394. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the department.

**4.6.2.16 Connor Consolidated School.** As described in Section 3.6.16, changes in enrollments would not directly affect funding for the Connor Consolidated School since the revenue base is that of the entire unorganized

territory of the state of Maine and revenues are not allocated on a per capita basis.

#### **4.6.2.17 Limestone School Department**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$95,312 in FY 1999 and \$304,549 by FY 2014. Department funding is principally from state aid revenues, followed by P.L. 81-874 impact aid funds and a smaller amount of local property taxes. The department's general fund revenues are approximately \$3,190 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$38,683 by FY 1999 and \$123,603 by FY 2014, for net revenue increases of \$56,629 in FY 1999 and \$180,946 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-15 shows the net fiscal effects of the Mixed Use Aviation Alternative and alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$1,964,635. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the department.

#### **4.6.2.18 School Administrative District No. 1**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$35,544 in FY 1999 and \$111,670 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$2,818 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$15,614 by FY 1999 and \$49,055 by FY 2014, for net revenue increases of \$19,930 in FY 1999 and \$62,615 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-16 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$224,732. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.2.19 School Administrative District No. 20**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$29,617 in FY 1999 and \$94,183 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$3,119 per student (in constant 1989 dollars). Local revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$14,585 by FY 1999 and \$46,380 by FY 2014, for net revenue increases of \$15,032 in FY 1999 and \$47,803 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-17 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$68,809. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.2.20 School Administrative District No. 24**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$35,396 in FY 1999 and \$112,718 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$3,806 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$15,319 by FY 1999 and \$48,784 by FY 2014, for net revenue increases of \$20,077 in FY 1999 and \$63,934 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-18 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would offset projected closure deficits of \$68,999. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.2.21 School Administrative District No. 45**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$17,048 in FY 1999 and \$54,117 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$3,494 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$6,228 by FY 1999 and \$19,770 by FY 2014, for net revenue increases of \$10,820 in FY 1999 and \$34,347 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-19 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$52,004. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.2.22 School Union No. 122**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$24,457 in FY 1999 and \$70,061 by FY 2014. School union funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The school union's general fund revenues are approximately \$3,088 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$11,665 by FY 1999 and \$37,232 by FY 2014, for net revenue increases of \$12,792 in FY 1999 and \$40,829 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-20 shows the net fiscal effects of the Mixed Use Aviation Alternative and other reuse alternatives. The fiscal effects of the Mixed Use Aviation Alternative would not offset projected closure deficits of \$68,740. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the school union.

### **4.6.3 General Aviation Alternative**

#### **4.6.3.1 Aroostook County**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the General Aviation Alternative are projected to be \$1,376 by 1999 and \$3,761 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$906 by 1999 and \$2,475 by 2014, resulting in net revenue increases of \$470 in 1999 and \$1,286 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-1 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$8,121. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the county.

#### **4.6.3.2 City of Caribou**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the General Aviation Alternative are projected to be \$9,213 by 1999 and \$25,402 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$4,920 by 1999 and \$13,565 by 2014, resulting in net revenue increases of \$4,293 in 1999 and \$11,837 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-2 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$83,447. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the city.

#### **4.6.3.3 Town of Caswell**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the General Aviation Alternative are projected to be \$282 by 1999 and \$989 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$41 by 1999 and \$142 by 2014, resulting in net revenue increases of \$241 in 1999 and \$847 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-3 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$12,091. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

**4.6.3.4 Connor.** Connor is an unorganized territory and, as such, is under the jurisdiction of Aroostook County. Effects to public finances by population changes in Connor are included in those described for Aroostook County.

#### **4.6.3.5 Town of Fort Fairfield**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the General Aviation Alternative are projected to be \$2,984 by 1999 and \$8,453 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$1,004 by 1999 and \$2,843 by 2014, resulting in net revenue increases of \$1,980 in 1999 and \$5,610 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-4 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$28,471. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.3.6 Town of Limestone**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the General Aviation Alternative are projected to be \$15,393 by 1999 and \$42,668 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately 44,212 by 1999 and \$11,677 by 2014, resulting in net revenue increases of \$11,181 in 1999 and \$30,991 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-5 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$176,241. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.3.7 Town of New Sweden**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the General Aviation Alternative are projected to be \$765 by 1999 and \$2,143 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$52 by 1999 and \$144 by 2014, resulting in net revenue increases of \$713 in 1999 and \$1,999 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-6 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$9,511. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.3.8. City of Presque Isle**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the General Aviation Alternative are projected to be \$3,364 by 1999 and \$9,327 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$2,777 by 1999 and \$7,700 by 2014, resulting in net revenue increases of \$587 in 1999 and \$1,627 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-7 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$20,913. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the city.

#### **4.6.3.9 Town of Stockholm**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the General Aviation Alternative are projected to be \$1,755 by 1999 and \$4,679 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$208 by 1999 and \$556 by 2014, resulting in net revenue increases of \$1,547 in 1999 and \$4,123 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-8 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected



closure deficits of \$16,625. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.3.10 Town of Van Buren**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the General Aviation Alternative are projected to be \$3,202 by 1999 and \$9,007 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$580 by 1999 and \$1,632 by 2014, resulting in net revenue increases of \$2,622 in 1999 and \$7,375 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-9 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$28,471. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.3.11 Town of Washburn**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the General Aviation Alternative are projected to be \$785 by 1999 and \$2,244 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$401 by 1999 and \$1,147 by 2014, resulting in net revenue increases of \$384 in 1999 and \$1,097 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-10 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$5,735. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.3.12 Town of Westmanland**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the General Aviation Alternative are projected to be \$471 by 1999 and \$1,883 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$23 by 1999 and \$91 by 2014, resulting in net revenue increases of \$448 in 1999 and \$1,792 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-11 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$7,545. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.3.13 Town of Woodland**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the General Aviation Alternative are projected to be \$789 by 1999 and \$2,208 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$84 by 1999 and \$237 by 2014, resulting in net revenue increases of \$705 in 1999 and \$1,971 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-12 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$15,182. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.3.14 Caribou School Department**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$40,950 in FY 1999 and \$112,944 by FY 2014. Department funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The department's general fund revenues are approximately \$2,798 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$22,628 by FY 1999 and \$62,410 by FY 2014, for net revenue increases of \$18,322 in FY 1999 and \$50,534 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-13 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives compared to closure conditions. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$324,957. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the department.

#### **4.6.3.15 Caswell School Department**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$1,874 in FY 1999 and \$5,168 by FY 2014. Department funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The department's general fund revenues are approximately \$5,959 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$1,231 by FY 1999 and \$3,395 by FY 2014, for net revenue increases of \$643 in FY 1999 and \$1,773 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-14 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives compared to closure conditions. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$25,394. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the department.

**4.6.3.16 Connor Consolidated School.** As described in Section 3.6.16, changes in enrollments would not directly affect funding for the Connor Consolidated School since the revenue base is that of the entire unorganized territory of the state of Maine and revenues are not allocated on a per capita basis.

#### **4.6.3.17 Limestone School Department**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$34,524 in FY 1999 and \$95,465 by FY 2014. Department funding is principally from state aid revenues, followed by P.L. 81-874 funds and a smaller amount of local property taxes. The department's general fund revenues are approximately \$3,190 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$14,012 by FY 1999 and \$38,745 by FY 2014, for net revenue increases of \$20,512 in FY 1999 and \$56,720 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-15 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The

fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$1,964,635. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the department.

#### **4.6.3.18 School Administrative District No. 1**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$12,942 in FY 1999 and \$34,848 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$2,818 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$5,685 by FY 1999 and \$15,308 by FY 2014, for net revenue increases of \$7,257 in FY 1999 and \$19,540 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-16 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$224,732. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.3.19 School Administrative District No. 20**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$10,744 in FY 1999 and \$29,486 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$3,119 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$5,291 by FY 1999 and \$14,520 by FY 2014, for net revenue increases of \$5,453 in FY 1999 and \$14,966 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-17 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$68,809. Cutbacks in service levels and/or additional

revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.3.20 School Administrative District No. 24**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$12,835 in FY 1999 and \$35,301 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$3,806 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$5,555 by FY 1999 and \$15,278 by FY 2014, for net revenue increases of \$7,280 in FY 1999 and \$20,023 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-18 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$68,999. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.3.21 School Administrative District No. 45**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$6,187 in FY 1999 and \$16,934 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$3,494 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$2,260 by FY 1999 and \$6,186 by FY 2014, for net revenue increases of \$3,927 in FY 1999 and \$10,748 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-19 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$52,004. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.3.22 School Union No. 122**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$8,862 in FY 1999 and \$24,463 FY 2014. School union funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The school union's general fund revenues are approximately \$3,088 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$4,227 by FY 1999 and \$11,668 by FY 2014, for net revenue increases of \$4,635 in FY 1999 and \$12,795 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-20 shows the net fiscal effects of the General Aviation Alternative and other reuse alternatives compared to closure conditions. The fiscal effects of the General Aviation Alternative would not offset projected closure deficits of \$68,740. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the school union.

#### **4.6.4 Non-Aviation Alternative**

##### **4.6.4.1 Aroostook County**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Non-Aviation Alternative are projected to be \$903 by 1999 and \$2,479 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$595 by 1999 and \$1,631 by 2014, resulting in net revenue increases of \$308 in 1999 and \$848 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-1 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$8,121. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the county.

##### **4.6.4.2 City of Caribou**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Non-Aviation Alternative are projected to be \$6,054 by 1999 and \$16,715 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$3,233 by 1999 and \$8,926 by 2014, resulting in net revenue increases of \$2,821 in 1999 and \$7,789 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-2 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$83,447. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the city.

#### **4.6.4.3 Town of Caswell**

**Revenues.** Total general fund revenue increases due to the additional immigrating population under the Non-Aviation Alternative are projected to be \$282 by 1999 and \$565 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$41 by 1999 and \$81 by 2014, resulting in net revenue increases of \$241 in 1999 and \$484 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-3 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$12,091. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

**4.6.4.4 Connor.** Connor is an unorganized territory and, as such, is under the jurisdiction of Aroostook County. Effects to public finances by population changes in Connor are included in those described for Aroostook County.

#### **4.6.4.5 Town of Fort Fairfield**

**Revenues.** Total general fund revenue increases due to the additional immigrating population under the Non-Aviation Alternative are projected to be \$1,989 by 1999 and \$5,470 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$669 by 1999 and \$1,840 by 2014, resulting in net revenue increases of \$1,320 in 1999 and \$3,630 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-4 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$28,471. Cutbacks in service levels and/or additional revenue

from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.4.6 Town of Limestone**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Non-Aviation Alternative are projected to be \$9,992 by 1999 and \$28,085 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$2,734 by 1999 and \$7,686 by 2014, resulting in net revenue increases of \$7,258 in 1999 and \$20,399 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-5 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$176,241. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.4.7 Town of New Sweden**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Non-Aviation Alternative are projected to be \$459 by 1999 and \$1,377 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$31 by 1999 and \$93 by 2014, resulting in net revenue increases of \$428 in 1999 and \$1,284 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-6 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$9,511. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.4.8 City of Presque Isle**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Non-Aviation Alternative are projected to be \$2,293 by 1999 and \$6,116 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$1,894 by 1999 and \$5,049 by 2014, resulting in net revenue increases of \$399 in 1999 and \$1,067 in 2014.



**Comparison to Closure Conditions.** Figure 4.6-7 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$20,913. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the city.

#### **4.6.4.9 Town of Stockholm**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Non-Aviation Alternative are projected to be \$1,170 by 1999 and \$2,924 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$139 by 1999 and \$347 by 2014, resulting in net revenue increases of \$1,031 in 1999 and \$2,577 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-8 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$16,625. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.4.10 Town of Van Buren**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Non-Aviation Alternative are projected to be \$2,202 by 1999 and \$5,804 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$399 by 1999 and \$1,052 by 2014, resulting in net revenue increases of \$1,803 in 1999 and \$4,752 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-9 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$28,471. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.4.11 Town of Washburn**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Non-Aviation Alternative are projected to be \$561 by 1999 and \$1,459 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$287 by 1999 and \$745 by 2014, resulting in net revenue increases of \$274 in 1999 and \$714 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-10 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$5,735. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.4.12 Town of Westmanland**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Non-Aviation Alternative are projected to be \$471 by 1999 and \$1,412 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$23 by 1999 and \$68 by 2014, resulting in net revenue increases of \$448 in 1999 and \$1,344 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-11 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$7,545. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.4.13 Town of Woodland**

**Revenues.** Total general fund revenue increases due to the additional in-migrating population under the Non-Aviation Alternative are projected to be \$552 by 1999 and \$1,498 by 2014.

**Expenditures and Net Fiscal Effects.** Expenditure increases would be approximately \$59 by 1999 and \$160 by 2014, resulting in net revenue increases of \$493 in 1999 and \$1,338 in 2014.

**Comparison to Closure Conditions.** Figure 4.6-12 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$15,182. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the town.

#### **4.6.4.14 Caribou School Department**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$26,784 in FY 1999 and \$74,583 by FY 2014. Department funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The department's general fund revenues are approximately \$2,798 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$14,800 by FY 1999 and \$41,213 by FY 2014, for net revenue increases of \$11,984 in FY 1999 and \$33,370 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-13 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$324,957. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the department.

#### **4.6.4.15 Caswell School Department**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$1,225 in FY 1999 and \$3,413 by FY 2014. Department funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The department's general fund revenues are approximately \$5,959 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$805 by FY 1999 and \$2,242 by FY 2014, for net revenue increases of \$420 in FY 1999 and \$1,171 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-14 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$25,394. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the department.

**4.6.4.16 Connor Consolidated School.** As described in Section 3.6.16, changes in enrollments would not directly affect funding for the Connor Consolidated School since the revenue base is that of the entire unorganized

territory of the state of Maine and revenues are not allocated on a per capita basis.

#### **4.6.4.17 Limestone School Department**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$22,557 in FY 1999 and \$63,084 by FY 2014. Department funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The department's general fund revenues are approximately \$3,190 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$9,155 by FY 1999 and \$25,603 by FY 2014, for net revenue increases of \$13,402 in FY 1999 and \$37,481 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-15 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$1,964,635. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the department.

#### **4.6.4.18 School Administrative District No. 1**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$8,552 in FY 1999 and \$22,858 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$2,818 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$3,759 by FY 1999 and \$10,041 by FY 2014, for net revenue increases of \$4,793 in FY 1999 and \$12,817 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-16 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$224,732. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.4.19 School Administrative District No. 20**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$7,042 in FY 1999 and \$19,444 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$3,119 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$3,468 by FY 1999 and \$9,575 by FY 2014, for net revenue increases of \$3,574 in FY 1999 and \$9,869 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-17 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Action Alternative would not offset projected closure deficits of \$68,809. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.4.20 School Administrative District No. 24**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$8,405 in FY 1999 and \$23,293 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$3,806 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$3,638 by FY 1999 and \$10,081 by FY 2014, for net revenue increases of \$4,767 in FY 1999 and \$13,212 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-18 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$68,999. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.4.21 School Administrative District No. 45**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$4,060 in FY 1999 and \$11,159 by FY 2014. District funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The district's general fund revenues are approximately \$3,494 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$1,483 by FY 1999 and \$4,077 by FY 2014, for net revenue increases of \$2,577 in FY 1999 and \$7,082 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-19 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$52,004. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the district.

#### **4.6.4.22 School Union No. 122**

**Revenues.** Total general fund revenue increases due to the additional students under this alternative are projected to be \$5,793 in FY 1999 and \$16,158 by FY 2014. School union funding is principally from state aid revenues, followed by local property taxes and a smaller amount of federal aid. The school union's general fund revenues are approximately \$3,088 per student (in constant 1989 dollars). Revenues are primarily comprised of local property taxes raised to satisfy the required local share of school costs.

**Expenditures and Net Fiscal Effects.** Expenditure increases, principally from increased instruction costs, would be approximately \$2,763 by FY 1999 and \$7,707 by FY 2014, for net revenue increases of \$3,030 in FY 1999 and \$8,451 in FY 2014.

**Comparison to Closure Conditions.** Figure 4.6-20 shows the net fiscal effects of the Non-Aviation Alternative and other reuse alternatives. The fiscal effects of the Non-Aviation Alternative would not offset projected closure deficits of \$68,740. Cutbacks in service levels and/or additional revenue from new revenue sources may be required to maintain a balanced fiscal position in the school union.

#### **4.6.5 No-Action Alternative**

Public finance effects for the No-Action Alternative would be the same as those described in Section 3.6 as closure conditions and would remain constant over the 20-year period.

### **4.7 TRANSPORTATION**

The effects of the Proposed Action and alternatives on the transportation system in the ROI are presented in this section. A more detailed discussion is presented in Section 4.2.3 of the Environmental Impact Statement Disposal and Reuse of Loring AFB, Maine.

Reuse-related effects on roadway traffic were assessed by estimating the number of trips generated by the Proposed Action and alternatives, based on existing travel patterns for commuters and on the locations of residences of base personnel as obtained from zip code data. It was assumed that the residential choices of the project-related employees would correspond to those of the base personnel. Internal trips (on-site) between residences, and the commercial and employment-related trip generators, were accounted for by factoring down these trip rates to better reflect the off-site transportation effects. Peak-hour volumes for the evening peak period were generated and added to the closure peak-hour volumes on the key roadway links in the ROI. Future baseline traffic was projected to remain approximately the same as at closure due to declining population trends. Traffic effects were determined based on LOS changes for each of the key roads. Intersections that could be expected to experience deficiencies are identified.

#### **4.7.1 Proposed Action**

**Roadways.** Peak-hour traffic generated under the Proposed Action includes project activity from the aviation support, industrial, commercial/retail, residential, and related construction activity. Based upon the proposed reuse schedule, the number of peak-hour trips generated by the Proposed Action would increase steadily during the 20-year study period, and in 2014 total approximately 2,050 vehicle trips.

The Proposed Action includes seven access points to the on-site property. However, most traffic generated by the proposed development is likely to use only three access points: the existing West Gate (Sawyer Road), the existing East Gate (Maine Road), and the proposed access point at the extension of Pennsylvania Road to SH 89.

Throughout the 20-year planning period, several roadways would experience a reduction in LOS. By 1999, all of the key roadways would be at or below the LOS at preclosure. Two roadways in particular, SH 89 between the site

and U.S. 1 and U.S. 1 south of SH 89, would experience capacity problems with LOS E by 2014.

On-site roadways should generally provide acceptable LOSs throughout the 20-year planning period since most of the key roads on-site have four lanes. The on-site road network should be upgraded as local development plans dictate a need.

**Air Transportation.** On-site aviation uses include air cargo activities, maintenance, general aviation, and flight training activities. Aircraft activity levels would exceed the preclosure level by 1999. The availability of air cargo flights at Loring AFB would likely eliminate the charter cargo flights at the Northern Maine Regional Airport in Presque Isle. General aviation activity in the region would be largely unaffected by implementation of the Proposed Action.

**Rail.** The implementation of the Proposed Action would not affect the lumber industry's use of the B&A railroad. The rail spur on base would be maintained for reuse activities.

#### **4.7.2 Mixed Use Aviation Alternative**

**Roadways.** Peak-hour traffic generated under the Mixed Use Aviation Alternative includes project activity from the aviation support, industrial, commercial/retail, residential, and related construction activity. Based upon the proposed reuse schedule, the number of peak-hour trips generated by the Mixed Use Aviation Alternative would increase steadily during the 20-year study period, and in 2014 total approximately 4,250 trips.

The Mixed Use Aviation Alternative includes seven access points to the on-site property. However, most traffic generated by the proposed development is likely to use only three access points: the existing West Gate (Sawyer Road), the existing East Gate (Maine Road), and the proposed access point at the extension of Pennsylvania Road to SH 89.

Throughout the 20-year planning period, several roadways will experience a marked reduction in LOS. By 1999, all of the key roadways would be at or below the LOS at preclosure. Two roadways in particular, SH 89 between the site and U.S. 1 and U.S. 1 south of SH 89, would experience capacity problems with LOS E by 2004 and LOS F by 2014. At these LOSs, road improvements would be warranted. With improvements, these roadways would result in acceptable LOSs in 2014.

On-site roadways should generally provide acceptable LOSs throughout the 20-year planning period since most of the key roads on-site have four lanes. The on-site road network should be upgraded as local development plans dictate a need.



**Air Transportation.** On-site aviation uses include air cargo activities, maintenance, general aviation, and flight training activities. Aircraft activity levels would exceed the preclosure level by 1999. The availability of air cargo flights at Loring AFB would likely eliminate the charter cargo flights at the Northern Maine Regional Airport in Presque Isle. General aviation activity in the region would be largely unaffected by implementation of the Mixed Use Aviation Alternative.

**Rail.** The implementation of the Mixed Use Aviation Alternative would not affect the lumber industry's use of the B&A railroad. The rail spur on base that is used to supply coal to the central heating plant would continue to operate as under preclosure conditions.

#### **4.7.3 General Aviation Alternative**

**Roadways.** Peak-hour traffic generated under the General Aviation Alternative includes project activity from residential, industrial, commercial, and recreation land uses as well as site-related construction trips. The number of peak-hour trips generated by the General Aviation Alternative would increase steadily during the 20-year study period, and in 2014 would total approximately 1,900 trips.

The General Aviation Alternative includes six access points to the site. However, most traffic generated by the proposed development is likely to use only two access points: the existing West Gate (Sawyer Road) and the existing East Gate (Maine Road).

Throughout the 20-year planning period, several roadways would experience a reduction in LOS. By 1999, all of the key roadways would be at the same LOS as preclosure. Two roadways, in particular, SH 89 between the site and U.S. 1 south of SH 89, would experience capacity problems with LOS E by 2014. At these LOSs, road improvements would be warranted. With improvements, these roadways would result in an acceptable LOS in 2014.

On-site roadways would generally provide acceptable LOSs throughout the 20-year planning period since most of the key on-site roads have four lanes. The on-site road network should be upgraded as local development plans dictate a need.

**Air Transportation.** On-site aviation uses would include general aviation aircraft operations. Aircraft activity levels in 2014 would be lower than under preclosure conditions. It is assumed that the general aviation activity at Loring AFB would consist of aircraft relocated from nearby airports. Implementation of this alternative would have little effect on the transportation of passengers and air cargo in northern Maine. General aviation in the region would also be relatively unaffected.

**Rail.** The implementation of the General Aviation Alternative would be the same as for the Proposed Action.

#### **4.7.4 Non-Aviation Alternative**

**Roadways.** Peak-hour traffic generated under the Non-Aviation Alternative includes project activity from industrial, institutional (educational), and commercial land uses as well as site-related construction trips. The number of peak-hour trips generated by the Non-Aviation Alternative would increase steadily during the 20-year study period, and in 2014 total approximately 1,100 trips.

The Non-Aviation Alternative includes six access points to the site. However, most traffic generated by the proposed development would likely use only two access points: the existing West Gate (Sawyer Road) and the existing East Gate (Maine Road).

Throughout the 20-year planning period, several roadways would experience a reduction in LOS. By 2004, all of the key roadways would be at the LOS found at preclosure. SH 89 between the site and U.S. 1 south of SH 89 would experience the greatest impact. A capacity problem on the link between SH 223 and U.S. 1 would exist, with LOS E by 2014. At this LOS, road improvements would be warranted. These improved roadways would result in an acceptable LOS of A in 2014.

On-site roadways should generally provide acceptable LOSs throughout the 20-year planning period since most of the key roads on-site have four lanes. The on-site road network should be upgraded as local development plans dictate a need.

**Air Transportation.** This alternative assumes that the airfield would be used for non-aviation purposes. ROI airports would remain unaffected.

**Rail.** With the closure of the central heating plant, coal would not be brought to the base by rail. No other use of the rail spur is anticipated with this alternative.

#### **4.7.5 No-Action Alternative**

Transportation effects of the No-Action Alternative would be the same as those conditions described in Section 3.7. With Loring AFB closed and in caretaker status, transportation demands in the study area would remain the same as closure.

## 4.8 UTILITIES

This section describes the expected average daily utility use and subsequent infrastructure changes that may be required under the Proposed Action and alternatives. The specific on-site infrastructure improvements needed and the costs associated with such improvements are assumed to be borne directly or indirectly by the future site developer(s). A more detailed discussion of the effects of the Proposed Action and alternatives is provided in Section 4.2.4 of the Environmental Impact Statement Disposal and Reuse of Loring AFB, Maine.

### 4.8.1 Proposed Action

A summary of utility consumption changes associated with the Proposed Action is shown in Table 4.8-1. Under the Proposed Action, the increased use for water, wastewater, solid waste, and electricity would range from 1.87 to 5.60 percent of the use projected under post-closure conditions through 1999. Coal consumption would increase by 17.06 percent, and fuel oil use would increase by 128.92 percent by 1999. By 2014, the overall increase in utility use from the Proposed Action would range from 4.71 to 386.76 percent above projected post-closure conditions for water, wastewater, solid waste, electricity, coal, and fuel oil.

Adequate water and wastewater treatment capacity would be available. An extension of the Tri-Community landfill is anticipated in 1995. Deliveries of coal and fuel oil would continue from suppliers.

### 4.8.2 Mixed Use Aviation Alternative

A summary of utility consumption changes associated with the Mixed Use Aviation Alternative is shown in Table 4.8-1. Under the Mixed Use Aviation Alternative, the increased use for water, wastewater, solid waste, and electricity would range from 1.97 to 9.10 percent of the use projected under post-closure conditions through 1999. Coal consumption would increase by 95.72 percent, and fuel oil use would increase by 283.33 percent by 1999. By 2014, the overall increase in utility demand from the Mixed Use Aviation Alternative would range from 5.33 to 911.04 percent above projected post-closure conditions for water, wastewater, solid waste, electricity, coal, and fuel oil.

Increases in utility use related to this alternative would exceed those identified by the Proposed Action, and could be met by in place utility systems or by planned utility expansions.

**Table 4.8-1. Total Projected Average Daily Utility Use in the Region of Influence**  
Page 1 of 3

	1999			2004			2014		
	Total ROI	Reuse-Related	Percent Increase	Total ROI	Reuse-Related	Percent Increase	Total ROI	Reuse-Related	Percent Increase
<b>Water Consumption (MGD)</b>									
Proposed Action	2.623	0.139	5.60	2.642	0.228	9.44	2.728	0.411	17.74
Mixed Use Aviation Alternative	2.710	0.226	9.10	2.817	0.403	16.70	3.053	0.736	31.77
General Aviation Alternative	2.555	0.071	2.86	2.526	0.112	4.64	2.532	0.215	9.28
Non-Aviation Alternative	2.557	0.073	2.94	2.535	0.121	5.01	2.511	0.194	8.37
No-Action	2.484			2.414			2.317		
<b>Wastewater Treatment (MGD)</b>									
Proposed Action	4.584	0.133	2.00	4.590	0.218	4.99	4.674	0.397	9.28
Mixed Use Aviation Alternative	4.472	0.210	4.72	4.746	0.374	8.55	4.958	0.681	15.92
General Aviation Alternative	4.519	0.068	1.53	4.476	0.104	2.38	4.478	0.201	4.70
Non-Aviation Alternative	4.516	0.065	1.46	4.478	0.106	2.42	4.453	0.176	4.12
No-Action	4.451			4.372			4.277		

MGD = Million gallons per day.  
ROI = Region of Influence.

**Table 4.8-1. Total Projected Average Daily Utility Use in the Region of Influence**  
**Page 2 of 3**

	1999			2004			2014		
	Total ROI	Reuse-Related	Percent Increase	Total ROI	Reuse-Related	Percent Increase	Total ROI	Reuse-Related	Percent Increase
<b>Solid Waste Disposal (tons/day)</b>									
Proposed Action	159.59	5.37	3.47	161.78	8.90	5.82	167.04	16.02	10.61
Mixed Use Aviation Alternative	162.90	8.31	5.38	167.67	14.79	9.67	177.70	26.68	17.67
General Aviation Alternative	157.29	2.70	1.75	157.15	4.27	2.79	159.15	8.13	5.38
Non-Aviation Alternative	157.29	2.70	1.75	157.40	4.52	2.96	158.26	7.24	4.79
No-Action	154.59			152.88			151.02		
<b>Electrical Consumption (MWH/day)</b>									
Proposed Action	1,785	32.74	1.87	2,014	54.49	2.78	2,179	98.01	4.71
Mixed Use Aviation Alternative	1,787	34.53	1.97	2,022	61.54	3.14	2,192	111.01	5.33
General Aviation Alternative	1,766	13.78	0.79	1,982	22.01	1.12	2,123	42.00	2.02
Non-Aviation Alternative	1,768	15.74	0.90	1,986	26.42	1.35	2,123	42.00	2.02
No-Action	1,752			1,960			2,081		

MWH = Megawatt-hours.  
 ROI = Region of Influence.

**Table 4.8-1. Total Projected Average Daily Utility Use in the Region of Influence**  
**Page 3 of 3**

	1999			2004			2014		
	Total ROI	Reuse-Related	Percent Increase	Total ROI	Reuse-Related	Percent Increase	Total ROI	Reuse-Related	Percent Increase
<b>Coal Consumption (tons/day)</b>									
Proposed Action	22.44	3.27	17.06	25.72	6.55	34.17	28.99	9.82	51.23
Mixed Use Aviation Alternative	37.52	18.35	95.72	51.85	32.68	170.47	78.17	59.00	307.77
General Aviation Alternative	29.01	9.84	51.33	34.89	15.72	82.00	49.17	30.00	156.49
Non-Aviation Alternative	0	0	0	0	0	0	0	0	0
No-Action	19.17			19.17			19.17		
<b>Fuel Oil Consumption (Barrels/day)</b>									
Proposed Action	53.27	30.00	128.92	83.27	60.00	257.84	113.27	90.00	386.76
Mixed Use Aviation Alternative	89.20	65.93	283.33	140.72	117.45	504.73	235.27	212.00	911.04
General Aviation Alternative	40.33	17.06	73.31	50.52	27.25	117.10	75.27	52.00	223.46
Non-Aviation Alternative	102.93	79.66	342.33	157.25	133.98	575.76	236.27	213.00	915.34
No-Action	23.27			23.27			23.27		

MWH = Megawatt-hours.  
 ROI = Region of Influence.

#### **4.8.3 General Aviation Alternative**

A summary of utility consumption changes associated with the General Aviation Alternative is shown in Table 4.8-1. Utility use for this alternative through 1999 would increase by less than 2.86 percent of the use projected under post-closure conditions with the exception of coal and fuel oil. Coal consumption would increase by 51.33 percent, and fuel oil use by 73.31 percent. Long-term increases in utility use would range from 2.02 to 223.46 percent over post-closure conditions by 2014.

Increases in utility use related to the General Aviation Alternative would be less than those identified under the Proposed Action and could be met by in-place utility systems or by planned utility expansions.

#### **4.8.4 Non-Aviation Alternative**

A summary of utility use changes associated with the Non-Aviation Alternative is shown in Table 4.8-1. Utility use through 1999 would increase by less than 2.94 percent of the use projected under post-closure conditions with the exception of fuel oil. Fuel oil use would increase by 342.34 percent as a result of the closure of the central heating plant and the installation of individual fuel oil boilers. Long-term increases in utility use from this alternative would range from 2.02 to 915.34 percent over post-closure conditions by 2014.

Increases in utility use from this reuse alternative would be similar to those identified under the General Aviation Alternative, with the exception of coal and fuel oil, and could be met by in-place utility systems or by planned utility expansions. All utility uses related to this alternative would be less than those identified under the Proposed Action.

#### **4.8.5 No-Action Alternative**

Utility use under the No-Action Alternative would be those described in Section 3.8 as closure conditions.

### **4.9 OTHER LAND USE CONCEPTS**

This study performs in-depth analysis only for those reuse options that, as a whole, provide an integrated plan for future site redevelopment. The other land use concepts described in Section 1.4.5 could occur on a piecemeal basis and would, therefore, selectively enhance or detract from site redevelopment. A descriptive treatment of these potential effects is presented in this section.

U.S. Department of the Interior. Several areas, both on-site and off-site, could be transferred to the USFWS for inclusion in the National Wildlife

**Refuge System.** Total acreage could include 5,782 acres of the on-site property, 596 acres at the Madawaska Dam area, and 30 acres at the Caribou Communication Site for a total of 6,408 acres. The emphasis of the concept would be the preservation and conservation of natural resources, although some habitat improvement (e.g., stream restoration) or management activity (e.g., fish stocking) may occur. Most of the existing structures within these designated areas would be removed.

If this concept were implemented in conjunction with the Proposed Action or the Mixed Use Aviation Alternative, there would be a reduction in the on-site area proposed for agriculture, public facilities/recreation, aviation support, and industrial uses. There would be no change in land use designation for the Madawaska Dam area, and the Caribou Communication Site would not be used for agricultural purposes.

Under the General Aviation Alternative, the area designated for the concept would be used mostly for public facilities/recreation with some limited industrial and residential uses. Under the Non-Aviation Alternative, the differences in land use designations would be almost identical to those of the General Aviation Alternative.

It is anticipated that this concept would provide employment for five persons. The level of employment associated with this land use concept is less than 1 percent compared to the direct employment associated with the Proposed Action and three alternatives (i.e., 4,551 associated with the Proposed Action, 6,446 with the Mixed Use Aviation Alternative, 2,026 with the General Aviation Alternative, and 1,352 with the Non-Aviation Alternative).

**U.S. Environmental Protection Agency.** The U.S. EPA would sponsor and implement three new programs and co-sponsor (with the DOE) and implement one program on site.

The three programs under the sole sponsorship of the U.S. EPA would be the NTEC, NRTC, and BFRL. The co-sponsored program would be the RCBP.

Together the four programs would attract approximately 450 employees and 50 trainees and would involve facility construction, infrastructure improvements, and operational activities.

If this concept were implemented in conjunction with the Proposed Action or the Mixed Use Aviation Alternative, there would be a reduction in the on-site areas proposed for agriculture, public facilities/recreation, and aviation support uses. There would be no change in land use designation for off-site areas.



**Under the General Aviation Alternative, all the area designated for the concept would be used for public facilities/recreation. Under the Non-Aviation Alternative, the differences in land use designations would be identical to those of the General Aviation Alternative.**

**The level of employment associated with this land use concept would represent 11 percent of that associated with direct employment under the Proposed Action and 7 percent under the Mixed Use Aviation Alternative. It would comprise 25 percent of direct employment under the General Aviation Alternative, and 37 percent of that under the Non-Aviation Alternative.**

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**CHAPTER 5**  
**CONSULTATION AND COORDINATION**

## **5.0 CONSULTATION AND COORDINATION**

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The federal, state, and local agencies and private agencies/organizations that were contacted during the course of preparing this Socioeconomic Impact Analysis Study are listed below.

### **FEDERAL AGENCIES**

Army Corps of Engineers  
Department of Commerce, Bureau of Economic Analysis  
Department of Commerce, Bureau of the Census  
Department of Defense, Office of the Actuary  
Department of Defense, Real Estate Division, National Relocations Program Office  
Department of Education  
Department of the Interior  
Department of Labor, Bureau of Labor Statistics  
Environmental Protection Agency

### **STATE AGENCIES**

Board of Dental Examiners  
Board of Osteopathic Examination and Registration  
Department of Education  
Department of Health Services, Bureau of Health, Department of Data and Research  
Department of Human Services  
Department of Labor, Bureau of Employment Security, Division of Economic Analysis and Research  
Department of Transportation  
State Board of Nursing  
State Board of Registration in Medicine  
State Fire Marshal  
State Police  
University of Maine

### **LOCAL/REGIONAL AGENCIES**

Aroostook County  
Aroostook County Public Works  
Aroostook County Sheriff's Department  
Caribou Fire Department  
Caribou School Department  
Caswell School Department  
Caswell, Town of Connor Consolidated School  
City of Caribou  
City of Presque Isle  
Fort Fairfield Fire Department  
Fort Fairfield Police Department  
Limestone Fire Department

## **LOCAL/REGIONAL AGENCIES (Continued)**

Limestone Police Department  
Limestone School Department  
Loring Readjustment Committee  
Northern Maine Regional Planning Commission  
Presque Isle, Fire Department  
Presque Isle, Police Department  
School Administrative District No. 1  
School Administrative District No. 20  
School Administrative District No. 24  
School Administrative District No. 45  
School Union No. 122  
Stockholm Volunteer Fire Department  
Town of Caswell  
Town of Fort Fairfield  
Town of Limestone  
Town of New Sweden  
Town of Stockholm  
Town of Van Buren  
Town of Washburn  
Town of Westmanland  
Town of Woodland  
Van Buren Police Department  
Van Buren Volunteer Fire Department  
Washburn Police Department  
Washburn Volunteer Fire Department

## **PRIVATE ORGANIZATIONS**

Cary Medical Center  
Foundation for Tomorrow  
National Center for Education Statistics  
The Aroostook Medical Center



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**CHAPTER 7  
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## APPENDICES



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**APPENDIX A**

## APPENDIX A

### DATA SOURCES

#### Economic Activity

Employment and earnings data, provided by major industrial sector, and per-capita personal income were obtained for the years 1969 through 1990 from the Regional Economic Information System (U.S. Bureau of Economic Analysis, 1992a, 1992b, 1992c, 1992d, 1992e, 1992f). Indices for the conversion of current year dollars to constant 1989 dollars were provided in the Economic Report of the President of the U.S. Council of Economic Advisors (1992).

Data pertaining to the historic labor force, employed and unemployed workers, and unemployment rates in Aroostook County and the Labor Market Areas within the county were obtained from the Maine Department of Labor, Bureau of Employment Security, Division of Economic Analysis and Research (1992a and 1992b). This source also provided additional information pertaining to recent trends in the major industrial sectors of the regional economy. Information concerning the largest employers in Aroostook County was obtained from the Northern Maine Regional Planning Commission and Economic Development District Data on recent and projected employment by community within Aroostook County were obtained from the Bureau of Economic Analysis (1992a, 1992b, 1992c, 1992d, 1992e, 1992f).

Data concerning Loring Air Force Base (AFB) employment, payrolls, and spending within the region were obtained from Economic Resource Impact Statements (U.S. Air Force, 1988, 1989, 1990a, 1991a). Similar data for 1992 were also used.

Regional output, earnings, and jobs multipliers were obtained from the Regional Input-Output Multiplier System (RIMS II) for the one-county ROI consisting of Aroostook County (U.S. Bureau of Economic Analysis, 1992a, 1992b, 1992c, 1992d, 1992e, 1992f).

#### Population

The principal source of population data for this study was the U.S. Bureau of the Census. The data examined included the final 1990 Census counts for counties and places (U.S. Bureau of the Census, 1991). Supplemental population data were available from the 1980 Census of Population (U.S. Bureau of the Census, 1982a, 1982b) and, when compared to the 1990 data, provided the trend in population change experienced in the region of influence. Supplemental population data were obtained from the Northern

Maine Regional Planning Commission (1992a, 1992b). Population projections prepared for individual communities by the Maine Department of Human Services were utilized in projecting population changes in each of the 12 communities in the ROI for the period 1991 to 2014.

Air Force personnel data by zip code for both military and civilian personnel at Loring AFB were used to determine the distribution of employees within the ROI (U.S. Air Force, 1992).

### Housing

The major source of housing characteristics in the ROI was the 1990 Census of Population and Housing for the United States (U.S. Bureau of the Census, 1991). Additional housing data were obtained from Loring AFB and the Loring Readjustment Committee. An examination of the census data provided a comparison of change over time for several key housing characteristics. Data in the Current Construction Report Series provided information on housing units authorized by building permits, thereby indicating the ability of the construction industry to provide housing within selected parts of the ROI (U.S. Bureau of the Census, 1980, 1981, 1982c, 1983, 1984, 1985, 1986, 1987, 1988, 1989, 1990b). Supplemental housing data were derived from various other state, county, community, and private sector sources, including the Real Estate Market Impact Study (U.S. Army Corps of Engineers, New England Division, 1991), and the Real Estate Analysis (Hammer, Siler, George Associates, 1992).

### Public Services

Because of the jurisdiction-specific nature of the public services analysis, no single clearinghouse of data from which all pertinent and necessary information addressing government structure, public education, police and fire protection, and health care was available. Therefore, information regarding staffing levels, jurisdictional boundaries, degrees of use, equipment, and facilities for public service providers was obtained through personal communication with agency representatives or from documents published by these agencies. Information related to similar community services provided by the federal government within the boundaries of Loring AFB was acquired directly from the base.

### Public Finance

Data sources for public finance included the most recent financial reports back to fiscal year 1989 and the current-year budget reports for the potentially affected local government units. The financial reports provided the actual amount of revenue collected and money spent in the jurisdictions and compared these amounts to budgeted levels. Budget reports were used

as supplements to the financial reports as sources of projections of current-year revenues and expenditures.

### Transportation

Data regarding road and highway transportation including maps, circulation plans, highway improvement plans, and traffic volume counts, were obtained from Loring AFB, Maine Department of Transportation and the Northern Maine Regional Planning Commission. Data addressing private, passenger, and air cargo service in the region were acquired directly from representatives of airports serving the area and air transportation studies of the area. Information regarding rail transportation was obtained from the Northern Maine Regional Planning Commission.

### Utilities

Base utilities data including historic consumption data, peak demand characteristics, storage and distribution capacities, and related information were obtained from the base civil engineering office and the base water and wastewater facility operators. Public and private utility suppliers and related local agencies were also contacted to obtain historic consumption data, peak demand characteristics, storage and distribution capacities, and related information including projections of future utility demands for the particular service areas of each utility provider.



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**APPENDIX B**

## APPENDIX B

### METHODS

**This section presents methods used to evaluate preclosure and future socioeconomic conditions, both for post-closure without reuse (closure and caretaker status) and for the Proposed Action and other reuse alternatives. The description of preclosure socioeconomic conditions includes important indicators that provide a basis for comparison with national trends, as well as with future conditions with or without the Proposed Action and alternatives.**

**All changes associated with the Proposed Action and other reuse alternatives over the No-Action Alternative were considered effects. The No-Action Alternative was considered equivalent to closure baseline conditions.**

**Historic data are used to define preclosure conditions and recent trends. These historic data served as the baseline conditions to which the reuse alternatives were compared. In addition, recent trends were analyzed to develop projections of future socioeconomic conditions that could result from base closure without reuse (closure conditions). Chapter 3 identifies potential beneficial or limiting factors within the region. Chapter 4 determines whether such factors may make the region either more or less susceptible to socioeconomic effects as a result of the Proposed Action and alternatives.**

#### Region of Influence

**Definition of the Region of Influence (ROI) occurred in two steps. Initially, in support of the Base Closure and Realignment Commission in 1991, an ROI was defined for each of the 106 Air Force bases being evaluated for the potential socioeconomic effects of closure. Starting with the host county, the ROI was extended to other adjacent counties, taking into consideration such factors as the proximity of the most affected communities in the surrounding area and the transportation network, until approximately 90 percent of the residences of base personnel were considered to have been included. In the second step, this initial ROI was refined as data gathering for the Socioeconomic Impact Analysis Study gave a clearer picture of the area around the base.**

**Two factors were important in determining the ROI used in this analysis. The first was the distribution of residences for military and civilian personnel stationed at Loring AFB in 1992. This residential distribution will have a critical influence on where the greatest effects of closure will occur. It also provides a useful guide in determining the possible effects of reusing the**

base, since it reflects the availability of suitable housing, commuting patterns, and attractiveness of the area communities for people employed on the site. Both the civilian distribution and the distribution of military personnel serve to quantify the effects of closure. However, only the distribution of civilian personnel is used to estimate the future distribution of direct worker residences, because it provides a more probable allocation of in-migrating worker residential patterns.

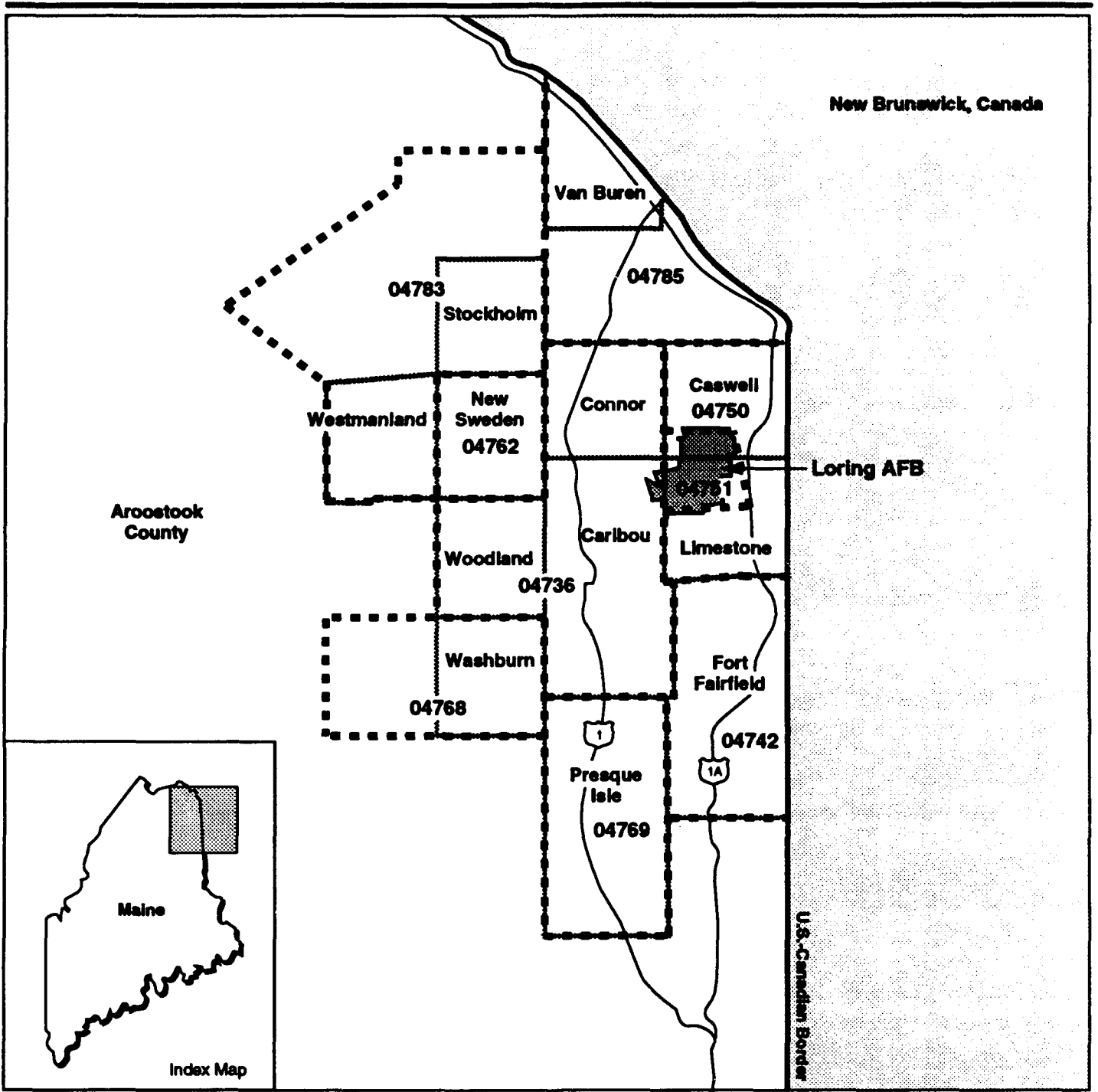
Table B-1 displays the residential distribution by jurisdiction and zip code for all personnel employed at the base for whom data are available. Data on the zip codes of residences for approximately 85 percent of base personnel were obtained from the base personnel offices. Zip code data for the remaining 15 percent of base personnel were not available. Zip codes were mapped to communities and counties (Figure B-1) to derive the information presented in Table B-1. The zip code data showed that approximately 98 percent of the base personnel lived within the following 12 communities: Caribou, Caswell, Connor, Fort Fairfield, Limestone, New Sweden, Presque Isle, Stockholm, Van Buren, Washburn, Westmanland, and Woodland. This information was used to determine the location of out-migrating workers during the closure process and to allocate in-migrating workers to communities associated with site development.

The second factor in determining the extent of the socioeconomic effects was the degree of linkage among the economies of the communities in the region. This linkage, based on the trade among sectors within the region, determines the nature and magnitude of multiplier effects of actions at the base. Loring AFB is located within a region that has a relatively small economic base when compared with other parts of the nation. Therefore, the base's influence on the ROI economy is relatively great. Although some socioeconomic effects outside Aroostook County would be likely, the interaction among industries outside the region is so dispersed that the effects in other regions of Maine and of the United States would be minimal. Most of the regional socioeconomic effects associated with closure and reuse of Loring AFB would occur in Aroostook County.

#### **Region of Influence**

#### **Economic Activity**

Most demands associated with regional economic effects of base closure and potential reuse activities at the site are anticipated to be concentrated within Aroostook County. Potential indirect effects in counties outside this ROI are expected to be small relative to the total level of economic activity of the county and are outside the scope of this analysis.



**EXPLANATION**

- ■ ■ ■ Zip Code Boundary
- Community Boundary
- ⬡ 1 U.S. Highway

**Zip Code and Community Boundaries in the Vicinity of Loring AFB**



**Figure B-1**

**Table B-1. Residential Locations of Loring AFB Military and Civilian Personnel, by Community, Zip Code, and County**

County and Community	Zip Code	Military Personnel	Percent of Total Military Personnel	Civilian Personnel	Percent of Total Civilian Personnel	Total Personnel
<b>Aroostook County ROI</b>						
Caribou	04736	171	6.4	143	24.9	314
Connor	04736	8	0.3	7	1.2	15
Woodland	04736	25	0.9	21	3.7	46
Fort Fairfield	04742	21	0.8	36	6.3	57
Limestone	04750	103	3.9	120	20.9	223
Caswell	04750	4	0.2	5	0.9	9
Loring AFB	04751	2,119	79.6	89	15.5	2,208
New Sweden	04762	5	0.2	10	1.7	15
Presque Isle	04769	143	5.4	38	6.6	181
Stockholm	04783	3	0.1	12	2.1	15
Westmanland	04783	1	0.0	3	0.5	4
Van Buren	04785	9	0.3	36	6.3	45
Washburn	04786	10	0.4	16	2.8	26
Rest of County		9	0.3	39	6.8	48
<b>Outside Aroostook County</b>		30	1.1	0	0.0	30
<b>Total</b>		<b>2,661</b>	<b>100.0</b>	<b>575</b>	<b>100.0</b>	<b>3,236</b>

Note: Data for residence zip codes are from base personnel records. Data for civilian personnel are for appropriated-fund personnel only. Populations in areas with more than one community per zip code were distributed according to the 1990 population share each community represented of the zip code data. Data may not total due to rounding. The 1992 zip code data are not consistent with other data provided for 1992 by Loring AFB. This discrepancy may be the result of different sample dates and/or sources. The number of personnel utilized in this analysis was extracted from the Economic Resource Impact Statement. The zip code data were used solely to distribute the effects of closure and reuse to the communities within the ROI.  
ROI = Region of Influence.

### Population

The population effects of closure and potential reuse of Loring AFB are analyzed for both the region and the local communities. Population effects are further allocated based on the likely residency patterns of personnel associated with each reuse alternative and the communities most affected by base closure. These include the cities of Caribou and Presque Isle; the towns of Caswell, Fort Fairfield, Limestone, New Sweden, Stockholm, Van Buren, Washburn, Westmanland, and Woodland; and the community of Connor. In 1992, approximately 98 percent of Loring AFB military and civilian personnel resided in these communities. The remaining personnel are widely scattered among other communities in Aroostook and other counties and represent a negligible portion of the population in these areas.

### Housing

Housing effects resulting from closure and reuse of Loring AFB were analyzed at both regional and local levels. Housing effects are expected to follow the distribution of population effects as discussed above. Thus, the ROI for housing issues is the same as that for population issues.

### Public Services

The public service analysis focuses on the principal jurisdictions likely to be most affected by base closure and reuse, including those that provide services directly to Loring AFB military and civilian personnel or their dependents, and those that have public service and facility arrangements with the base. In addition to Aroostook County and the 12 communities of the ROI, these jurisdictions include the following nine school districts: Caribou, Caswell, and Limestone school departments; Connor Consolidated School; School Administrative District (SAD) No. 1, SAD No. 20, SAD No. 24, SAD No. 45; and School Union No. 122. Component police departments and fire protection agencies, (including the Aroostook County Sheriff's Department and Maine State Police, responsible for providing services to unincorporated areas or under contract to incorporated areas) are also included. Health care providers and facilities within the ROI are also discussed.

### Public Finance

The public finance analysis addresses the fiscal implications of public service changes caused by base closure and reuse. The public finance ROI includes the jurisdictions comprising the public service ROI, i.e., Aroostook County, the 12 communities, and nine school districts.

### Transportation

The ROI for transportation analysis includes the communities of Caribou and Limestone with emphasis on the immediate area surrounding Loring AFB. Within this geographic area, the analysis covers the principal road, air, and rail transportation networks, including those segments that serve as direct or indirect linkages to the base, those that would be affected during reuse, and those used by Loring AFB personnel.

### Utilities

The ROI for assessing utility systems is made up of the service areas of each utility purveyor servicing communities most affected by the closure and reuse of Loring AFB. The ROI includes the communities of Caribou, Fort Fairfield, Limestone, Presque Isle, and Van Buren.

## **Methods**

### **Economic Activity**

Analysis of socioeconomic effects utilized total output, employment, and earnings multipliers for the ROI obtained from the U.S. Department of Commerce, Bureau of Economic Analysis (BEA) Regional Input-Output Modeling System (RIMS II). Interindustry multipliers were prepared by the BEA using the United States input-output table in combination with the most recent region-specific information describing the relationship of the regional economy to the national economy. The BEA's RIMS II model is based on research by Cartwright et al. (1981).

One methodology was used to develop quantitative projections of economic activity for closure conditions, the Proposed Action, and the other reuse alternatives. Changes in regional demand in each local industrial and household sector were first estimated as follows:

- For preclosure and closure conditions, demands from residual base operations and caretaker activities were estimated from employment, payroll, and expenditure data published in Economic Resource Impact Statements, Loring AFB.
- For reuse, construction-phase demands were estimated from cost data published by R.S. Means Company (1991a, 1991b), from parameters developed in support of the Description of the Proposed Action and Alternatives, and from RIMS II labor and material coefficients. Operations-phase demands were estimated from land use jobs planning factors contained in the Description of the Proposed Action and Alternatives and RIMS II coefficients.

These primary or direct effects were then multiplied, using RIMS II coefficients specific to the regional economy, to provide estimated total changes in output associated with the reuse alternatives. Input-output sectors were selected to reflect the anticipated spending profile associated with the Proposed Action and other reuse alternatives in order to capture the economic characteristics of each scenario within the ROI. The direct operations and construction jobs stimulate the regional economy, which in turn results in the creation of secondary jobs in the ROI. Total employment (direct and secondary) associated with implementation of the alternatives for 2014 for the eight aggregated input-output sectors is shown in Table B-2.

The number of in-migrating workers associated with each alternative and number of out-migrating workers associated with phasedown of base operations were estimated according to a set of proportional assumptions and are presented in Tables B-3 and B-4. The percentages were extrapolated from assumptions developed by Spiegel and Hewings (1989) for a study of the closure of Chanute AFB in Rantoul, Illinois.



**Table B-2. Total Employment Aggregated to Eight Input-Output Sectors, 2014**

Sector	Proposed Action	Mixed Use Aviation Alternative	General Aviation Alternative	Non-Aviation Alternative
Agriculture and mining	24	66	19	5
Construction and maintenance	327	447	175	169
Manufacturing	2,201	2,278	855	284
Transportation and utilities	1,564	870	402	146
Wholesale trade	154	224	162	84
Retail trade	722	1,891	344	248
Finance/insurance/real estate	439	1,691	369	318
Services	2,527	3,926	1,237	1,084
<b>Total</b>	<b>7,958</b>	<b>11,393</b>	<b>3,563</b>	<b>2,338</b>

**Table B-3. Out-Migrating Workers and Population by Employment Category, 1991**

Employment Category	Site-Related Employment and Retirees	Percent Relocating from Region <sup>(a)</sup>	Out-Migrating Employees and Retirees	Household Size <sup>(b)</sup>	Out-Migrating Population
<b>Military</b>	<b>3,027</b>	<b>95.0</b>	<b>2,876</b>	<b>2.38</b>	<b>6,838</b>
<b>Civilian</b>	<b>3,277</b>	<b>36.7</b>	<b>1,202</b>	<b>1.99</b>	<b>2,387</b>
Appropriated fund	478	75.0	359	NA	737
Active duty household members <sup>(c)</sup>	NA	NA	69	NA	NA
Other households	NA	NA	290	2.54	737
Nonappropriated fund	397	75.0	298	NA	277
Active duty household members <sup>(c)</sup>	NA	NA	189	NA	NA
Other households	NA	NA	109	2.54	277
Contract <sup>(d)</sup>	324	40.0	130	2.54	329
Secondary	1,357	20.0	271	2.54	688
Retired military	721	20.0	144	2.47	356
<b>Total</b>	<b>6,304</b>		<b>4,078</b>		<b>9,225</b>

- Notes: (a) Percentage to be applied to site-related employment and retirees.  
(b) Military household size derived from ERIS data and civilian household size derived from U.S. Bureau of the Census and Defense Enrollment Eligibility Reporting System.  
(c) Appropriated fund and nonappropriated fund personnel who are estimated to be dependents of active-duty military.  
(d) Includes private business on-base employment.  
NA = Not applicable.

Sources: Defense Eligibility Reporting System, 1992; U.S. Air Force, 1991; U.S. Bureau of the Census, 1990.

**Table B-4. In-Migrating Workers and Population by Employment Category, Proposed Action, 2014**

Employment Category	Site-Related Employment	Percent Relocating to Region	In-Migrating Employees	Household Size	In-Migrating Population
Direct operations	4,485	10.0	449	2.91	1,307
Construction	66	5.0	3	2.91	9
Secondary	3,407	3.0	102	2.91	297
Total	7,958		554		1,613

Note: Data in this table exclude projected natural decrease in Region of Influence population of 4,239 from closure to 2014. Total migratory-related population effect in 2014 is 1,613 persons.

Most military personnel are assumed to leave the area when the base closes. Many of the retired military personnel are likely to out-migrate due to loss of services customarily provided by the base. Many civil service appropriated fund employees are in skilled positions, which increases the likelihood of out-migration. Nonappropriated fund employees are typically in less skilled positions, employed in support functions such as recreation and commissary sales, and are less likely to out-migrate. Contract employees generally are employed under service contracts at the base, such as housing area maintenance. Many of these workers are in craft positions of varying skill levels, and are also less likely to out-migrate. Secondary workers would be employed principally in retail and service jobs, and would be less likely to out-migrate. Out-migration assumptions and base closure calculations illustrating their use are presented in Table B-3.

The calculation of out-migrating workers and their dependents presented in Table B-3 was based on the effects of closing the base. Site-related workers plus retirees are presented by labor category for the preclosure year of 1991. The percentage of workers expected to move out of the ROI ranges from 20 percent to 95 percent depending on the type of personnel. Out-migrating employees were calculated by multiplying the number of personnel by the assumed relocation percentage in that job category. The number of out-migrating employees (having been adjusted for households having more than one site-related worker), multiplied by the average household size in that category, determined the out-migrating population. As the number of base operations personnel declines to zero by closure, all out-migrating employees and their dependents were projected to leave the area. This analysis projects that 65 percent of all site-related employees and retired military personnel would move out of the ROI with closure of the base. This percentage is the weighted average of 95 percent of all military out-migrating, 75 percent of all appropriated and nonappropriated fund civilian workers, 40 percent of contractor personnel, plus 20 percent of both secondary workers and retirees moving out of the ROI.

Average household size assumptions were specific to each type of employment, including direct and secondary jobs by category. For out-migrating military families, the number of personnel and dependents was based on Loring AFB personnel records. The number of persons associated with the out-migrating civilian base employees and secondary workers is estimated using household size values derived from the 1990 Census of Population and Housing. Household size values were community-specific based on the place of residence of the employees. The in-migrating civilian households were assumed to correspond with the average size of state-to-state migrating families (2.91 persons per household) between 1980 and 1985 (U.S. Bureau of the Census, 1987). For retired military personnel, the average household size was estimated using the 1992 average household size of 2.47, as estimated by the Defense Enrollment Eligibility Reporting System.

In-migration assumptions are related to the out-migration assumptions. No jobs were projected to be filled 100 percent by in-migrating workers, since this would imply that no persons with the necessary skills were available in the ROI to perform these jobs. Direct on-site operations jobs were assumed to require skill levels similar to those of civil service or appropriated fund personnel. Construction workers were expected to be readily available in the area, although supervisory and highly skilled craft workers would likely in-migrate to the ROI. Relatively few secondary workers would move into the ROI, due to the availability of suitable workers in the local labor force. In-migration assumptions and calculations for the Proposed Action in 2014 are presented in Table B-4.

The calculations presented in Table B-4 indicate the nature of the analysis performed for the employment and population in-migration effects of reuse. The same methodology was utilized for all reuse alternatives; the Proposed Action data is shown in this table for illustrative purposes only. Site-related employment by category was projected for each year of the analysis. Worker in-migration assumptions were then applied to these job projections. The result represented the number of workers in the ROI in that year for each employment category who would not be in the ROI without reuse. The number of workers multiplied by the average household size for that worker category determined the number of persons in the ROI in that year who would not have been there without reuse. An average of 7.0 percent of workers holding site-related jobs was projected to live in the ROI because of the Proposed Action. These workers may move into the ROI due to availability of site-related employment, or refrain from moving out of the ROI due to availability of site-related employment when they otherwise would leave. The data in Table B-5, which are discussed under population methods below, exclude the effects of natural increase in population.

**Table B-5. Intra-ROI Distribution of Out-Migrating Workers Related to Loring AFB**

County and Community	Military (percent)	Civilian Direct (percent)	Civilian Secondary (percent)
Aroostook County (ROI)	100.00	100.00	100.00
City of Caribou	9.85	19.78	29.89
Town of Caswell	1.00	0.69	1.86
Connor	0.48	0.97	1.51
Town of Fort Fairfield	1.24	4.98	6.21
Town of Limestone	5.17	16.60	21.25
Loring AFB	68.44	32.69	0.00
Town of New Sweden	0.28	1.38	1.64
City of Presque Isle	8.25	5.26	14.61
Town of Stockholm	0.16	1.66	1.73
Town of Van Buren	0.48	4.47	4.65
Town of Washburn	0.52	1.96	2.49
Town of Westmanland	0.04	0.42	0.44
Town of Woodland	1.44	2.91	4.63
Rest of County	2.65	6.23	9.09

ROI = Region of Influence.

Out-migration and in-migration were assumed to occur during the same year in which the associated job changes were lost or became available. Retirees leaving the area were assumed to have out-migrated by closure of the base.

The assumptions in Tables B-3 and B-4 were determined, based on prior Air Force base closures and reuse socioeconomic studies, to be the most likely values applicable to the reuse alternatives in this study.

After determining the number of in-migrating and out-migrating workers, the next step was to allocate or assign the ROI effects on in-migrating and out-migrating workers to areas (county and communities) within the ROI. This was done using the data presented in Table B-1 and as discussed above in the definition of the ROI for this study. This intraregional allocation analysis separately accounted for the distribution of direct and secondary workers and their families among the various residential areas within the region.

The relative attractiveness of residential areas was estimated from Loring AFB personnel files of civilian workers (see Table B-1). The residential choices of direct in-migrating workers to the area were anticipated to coincide with the residential choices of the Loring AFB civilian personnel living off base in 1992. This assumption was based on the expectation that the attractiveness of each residential location, including attributes such as

adequate public and commercial services and proximity to work location, could best be measured by the revealed preferences of the civilian base workers.

Table B-5 shows the percentages of out-migrating or in-migrating workers (military personnel, other direct workers, and secondary workers) allocated to or from each local area (communities and county). These spatial allocation percentages were calculated from the 85-percent sample of base residential data and 1992 area population data presented in Table B-1. The percentage share of out-migrating military projected to move from on-site and off-site housing and from areas around the base are shown in the first column of Table B-5. Direct civilian base employees were projected to move from the areas around the base in proportion to their known pattern of residence as shown in the second column of Table B-5. Secondary employees leaving the area were projected to out-migrate from areas around the base in a spatial allocation equal to the combined distribution of the on- and off-site military residents, the civilian workers, and the military retirees.

Workers moving into the ROI to take site-related jobs under the Proposed Action and other reuse alternatives were spatially allocated according to the 1992 distribution of the direct civilian workers at the base.

### Population

Population changes associated with preclosure and post-closure without reuse, the Proposed Action, and the other reuse alternatives are an important determinant of other socioeconomic and environmental effects. These population changes have two key components: baseline growth and relocation of workers and their dependents.

Population trends for the ROI were prepared by the Maine Department of Human Services. These projections assumed continued operation of Loring AFB within the ROI. The forecasts were then adjusted to reflect the effects of base closure by subtracting the estimated population loss expected with closure of the base.

The relocation of workers in response to closure and subsequent reuse was determined using the methods and assumptions discussed in the economic activity section of this appendix. The number of dependents expected to relocate with these workers was estimated based on household size parameters derived from U.S. Bureau of the Census demographic data.

To evaluate anticipated population effects, changes associated with each reuse scenario were compared to projected changes without reuse and to changes that occurred prior to base closure. Both graphic and numerical comparisons were employed in this evaluation. Population changes in the cities of Caribou and Presque Isle; the towns of Caswell, Fort Fairfield,

Limestone, New Sweden, Stockholm, Van Buren, Washburn, Westmanland and Woodland; and the unorganized territory of Connor received primary emphasis in this analysis.

### Housing

The population changes associated with closure and reuse could result in changes in housing demand. Housing demand effects of closure and reuse were estimated from migration projected for each alternative, assuming each in-migrating household would require one unit and each out-migrating household would relinquish one unit. Only the off-base portion of the out-migrating population was used for estimating the closure housing demand changes. The number of relocating households was calculated by dividing the number of people projected to in-migrate by the average family size of state-to-state migrating families (U.S. Bureau of the Census, 1987).

Expected housing availability for the ROI and key communities was considered based on recent housing construction and vacancy trends. Housing projections prepared by government agencies and reuse plans for Loring AFB housing units also were used to evaluate housing availability. Projected demands associated with reuse alternatives were assessed in the context of recent housing construction trends and vacancies in key communities and then compared with the No-Action Alternative.

### Public Services

Potential effects on local public services due to changes in demand associated with closure and reuse of Loring AFB were determined for the region's key public services: general government, public education, police protection, fire protection, and health care. Effects were determined for the jurisdictions that have the closest linkages to Loring AFB and for base military and civilian personnel and their dependents, as well as jurisdictions likely to be most affected by reuse of the base.

Several key assumptions regarding future jurisdictional control of base property were made in determining the effects on public services. These assumptions also apply to the assessment of effects on public finance.

The levels of general public service were determined considering each jurisdiction's population (county, community, school district); the land area; type of service; and, in some instances, the minimum level of service needed to maintain government functions. Emphasis was placed on the population served, using ratios of employees (e.g., municipal employees, professional fire fighters) to population served and student/teacher ratios at the primary and secondary public school levels. Per capita level-of-service ratios were determined for each affected jurisdiction comparing the actual service levels for 1991 to the actual off-base population for 1991. Off-base population

was computed by subtracting on-base population reported in the Economic Resource Impact Statement, Loring AFB for 1990 from the 1990 census population for Limestone Township (U.S. Bureau of the Census, 1990a).

These service ratios were used to estimate jurisdiction-specific future requirements for services, assuming that local governments would exercise flexibility in providing services to accommodate changes in area population. For example, schools may choose to close facilities or combine classes in response to lower enrollments and lower funding levels; law enforcement agencies may reassign officers if reduced population results in staff reductions; and/or general government functions may be performed with more part-time or on-call personnel and fewer full-time employees.

Ratios of employees to jurisdictional or land area were used to calculate requirements for personnel based on the additional on-site land area to be served (area-generated demands). General government effects to smaller jurisdictions were analyzed qualitatively, such as for the fire departments in the towns of Fort Fairfield, Limestone, Stockholm, Van Buren, and Woodland, which use volunteer, part-time, or paid-for-service employees to provide at least the minimum adequate level of service.

Projected changes in public school enrollments were forecast by applying the proportion of school age population from 1990 census population to the number of migratory-related households for both closure and reuse. These enrollment effects were then distributed to school districts based on the zip code data of the migratory-related workers. The number of required public school teachers was based on projected increases in enrollment and 1991 student/teacher ratios.

Finally, the analysis examined the geographical distribution of potential effects. Because of the magnitude of some effects of closure and reuse, past level-of-service ratios may not adequately meet new service requirements. Changes in service area and types of services to be provided were considered. Staff at key local agencies were contacted to assess these and other unique factors.

#### Public Finance

Local jurisdiction finances were evaluated based on changes in historic revenues and expenditure levels, changes in fund balances, and reserve bonding capacities. The analysis concentrated on each jurisdiction's governmental funds (general fund, special revenue funds, and, as applicable, capital projects and debt service funds). Other funds, such as enterprise funds, which are funded principally through user charges without contributing to the general tax burden of area residents, have not been included in the analysis.

For school districts, general funds were considered. School district revenues in the last 4 years were relatively stable; 1990-1991 was selected as a representative year. Effects of closure were estimated by multiplying a per-student loss in state revenues and federal impact revenues (given in 1989 dollars) by the annual loss of students. For reuse, a per-student gain in state revenues was multiplied by the annual increase in enrollments due to the reuse alternative. For both closure and reuse, expenditures were assumed to remain constant.

Post-closure conditions (assuming closure and caretaker status of Loring AFB) and effects of reuse alternatives were determined using per capita revenue and expenditure ratios.

The effects of population changes on the revenues and expenditures of both communities and school districts are forecast using a per capita approach. Only selected categories used to describe revenues and expenditures as reported in the financial reports of the respective government jurisdictions are utilized. The revenue categories are taxes, fees, fines and forfeitures, charges for services, and intergovernmental transfers. Expenditures consist of general government, public safety and public works, public services (including police, fire, library, and recreation), and health and welfare.

The methodology utilized to forecast net fiscal effects to local governmental units is based on per capita ratios of revenues and expenditures associated with population change in the respective jurisdiction. To the degree that an action does not call for a net change in the number of residents of the jurisdiction, fiscal effects are not projected. The creation of job opportunities at the site could result in changes in preclosure intra-ROI residential patterns. A worker acquiring a job at the site and relinquishing one elsewhere within the ROI could result in a change of residence. This level of detail is, however, not analyzed in this study.

Expenditure effects were estimated based on the historic per capita costs of the principally affected service functions of each jurisdiction (e.g., law enforcement, fire protection, recreation), and the estimated change in the population base of each jurisdiction.

Net fiscal effects, are based on the projected increase (or decrease) in revenues minus the projected increase (or decrease) in expenditures.

#### Transportation

The transportation network of the ROI was examined to identify potential effects to Level of Service (LOS) arising from closure conditions (caretaker status of Loring AFB) and effects of reuse alternatives. Changes in traffic volumes and peak-hour LOS ratings were projected for road segments (excluding intersections and highway ramps). LOS ratings were based on



Highway Capacity Manual recommendations (Transportation Research Board, 1985).

Effects on roads in the ROI were measured in terms of the changes in the number of vehicles traversing uniform sections of roadway. To measure these changes, traffic volumes (including projected reuse-related traffic) were compared to the capacity of the road segment and determined as a ratio (known as volume-to-capacity ratio). The capacity of a roadway is defined as the maximum hourly rate at which vehicles can pass a uniform section of a roadway under prevailing roadway, traffic, and control conditions.

Traffic volumes typically are reported as either the daily number of vehicular movements in both directions on a segment of roadway averaged over a full calendar year (average annual daily traffic [AADT]) or the number of vehicular movements on a road segment during the average peak hour. The average peak-hour volume for urban areas typically is about 10 percent of the AADT (Transportation Research Board, 1985). These values are useful indicators in determining the extent to which the roadway segment is used and in assessing the potential for congestion and other problems.

Traffic flow conditions are generally reported in terms of LOS, rating factors that represent the general freedom (or restriction) of movement on roadways (Table B-6). The LOS scale ranges from A to F, with low-volume, high-speed, free-flowing conditions classified as LOS A. LOS E is representative of conditions that, although not favorable from the point of view of the motorist, provided the greatest traffic volume per hour. With minor interruptions, however, LOS E will deteriorate to LOS F (Transportation Research Board, 1985).

LOS ratings presented in this study were determined by peak-hour traffic volumes and capacity for key roadways.

Traffic volumes for the study area were derived from the AADT counts provided by the Maine State Highway Department. Changes in traffic volumes arising from land use changes at Loring AFB were estimated, and resulting volume changes on the local road network were determined. Resulting changes in peak-hour LOS ratings were then determined. Changes in work and associated travel patterns were derived by assigning or removing workers (by place of residence) to or from the most direct commuting routes. Those portions of the transportation system on which conditions were projected to decline to LOS F were assumed to be upgraded to support LOS E. These improvements were assumed to be part of the reuse alternative under analysis.

**Table B-6. Levels of Service (LOS) for Basic Roadway Sections**

LOS	Description	Criteria (Volume/Capacity)	
		2-Lane <sup>(a)</sup> Highway (Suburban)	2-Lane <sup>(b)</sup> Highway (Rural)
A	Free flow with users unaffected by presence of other users of roadway	0-0.05	0-0.10
B	Stable flow, but presence of users in traffic stream becomes noticeable	0.06-0.17	0.11-0.23
C	Stable flow, but operation of single users becomes affected by interactions with others in traffic stream	0.18-0.32	0.24-0.39
D	High density, but stable flow; speed and freedom of movement are severely restricted; poor level of comfort and convenience	0.33-0.48	0.40-0.57
E	Unstable flow; operating conditions near capacity with reduced speeds, maneuvering difficulty, and extremely poor levels of comfort and convenience	0.49-0.91	0.58-0.94
F	Forced or breakdown flow with traffic demand exceeding capacity; unstable stop-and-go traffic	0.92-1.00	0.94-1.00

- Notes: (a) Table 8-1, Level of Service Criteria for General Two-Lane Highway Segments, Rolling Terrain, 60 percent no passing zones, Highway Capacity Manual, Transportation Research Board, 1985.  
 (b) Table 8-1, Level of Service Criteria for General Two-Lane Highway Segments, Rolling Terrain, 20 percent no passing zones, Highway Capacity Manual, Transportation Research Board, 1985.

Changes in demand for air and rail freight and passenger service, arising from closure and reuse of the base, were determined from data developed for each alternative.

Additional information on methods used in the transportation analysis is presented in Appendix E of the Environmental Impact Statement, Disposal and Reuse of Loring AFB, Maine.

Utilities

The utility systems addressed in this analysis include the facilities and infrastructure used for:

- Potable water pumping, treatment, storage, and distribution
- Wastewater collection and treatment
- Solid waste collection and disposal

- Energy generation and distribution, including the provision of electricity, coal, and fuel oil.

For the reuse alternatives, local purveyors of potable water, wastewater treatment, and energy were anticipated to provide services within the area of the base, and these entities would acquire most or all related on-site utilities infrastructure and distribution equipment. It was also assumed that reuse activities would generate solid wastes that would be disposed of in area landfills.

Long-term projections of demand and population were obtained from the various utility purveyors within the ROI. In each case, the most recent comprehensive projections were used; these projections were made prior to the base closure announcement and/or do not take into account a change in demand from base closure. These projections, therefore, were adjusted to reflect the decrease in demand associated with closure of Loring AFB and its subsequent operation under caretaker status. The adjusted forecasts were then considered the baseline for comparison with potential reuse alternatives.

The potential effects of reuse alternatives were evaluated by estimating and comparing the additional direct and indirect demand associated with each alternative to the historic and projected operating capabilities of each utility system. Projections in the utilities analysis include demand for water, wastewater treatment, solid waste disposal, electricity, coal, and fuel oil for Loring AFB property from activities planned under the Proposed Action and other reuse alternatives, as well as resulting changes in domestic demand associated with direct and indirect population changes in the ROI.

A detailed description of methods used for the utilities analysis is found in Appendix E of the Environmental Impact Statement, Disposal and Reuse of Loring AFB, Maine.

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**APPENDIX C**

## APPENDIX C

### GLOSSARY OF TERMS AND ACRONYMS/ABBREVIATIONS

#### GLOSSARY OF TERMS

**Aggregate.** A summation of values.

**Average Annual Daily Traffic (AADT).** For a one-year period, the total volume passing a point or segment of a highway facility in both directions, divided by the number of days in the year.

**Biophysical.** Pertaining to the physical and biological environment, including the environmental conditions crafted by man.

**Civilian Health and Medical Program of the Uniformed Services (CHAMPUS).** A co-payment medical plan that provides coverage for specific medical services to eligible dependents of active, retired, or deceased military personnel. CHAMPUS pays approximately three-quarters of the cost of medical services and is honored by hospitals, clinics, and doctors nationwide.

**Commercial aviation.** Aircraft activity licensed by state or federal authority to transport passengers and/or cargo for hire on a scheduled or nonscheduled basis.

**Compact zone.** The built-up or more densely settled section of a town or city; the area that commonly receives centralized water, wastewater service, and where police patrols from local municipalities occur on a routine basis.

**Constant 1989 dollars.** The transformation of current-year dollar amounts into 1989 dollars using an appropriate deflator index to eliminate the effects of inflation and allow for comparability over time.

**Convey.** To deliver title of property to non-federal entity.

**Direct Effect.** Effects resulting solely from a program, project, or action, and immediately related to the program, project, or action in space or time.

**Effects/Impacts.** An assessment of the meaning of changes in all attributes being studied for a given resource; an aggregation of all the effects, usually measured using a qualitative and nominally subjective technique. In environmental impact statements, as well as in the Council on Environmental Quality regulations, the word impact is used synonymously with the word effect.

**Employment.** The total number of full- and part-time jobs held by wage and salary workers, both civilian and military, as well as farm and nonfarm proprietors.

**Expenditure.** A disbursement of funds by a government entity; includes operation and maintenance costs, as well as capital costs.

**Fiscal Year.** In government finance, the 12-month period that corresponds to the jurisdiction's accounting period. The federal fiscal year is October 1 through September 30; local and state government fiscal years vary from jurisdiction to jurisdiction.

**Fund Balance.** Resources remaining from prior years that are available to be budgeted in the current year.

**General aviation.** All aircraft which are not commercial or military aircraft.

**General Fund.** General operating fund accounting for all financial resources except those required to be accounted for in other funds.

**Housing stock.** The number of structural units intended primarily as a domicile (e.g., single-family attached, single-family detached, multi-family dwellings, mobile homes, etc.) and are suitable for occupancy at a point in time, usually the beginning of the calendar year.

**Infrastructure.** The basic installations and facilities on which the continuance and growth of a community, state, etc., depend (e.g., roads, schools, power plants, transportation, and communication systems, etc.).

**Interstate.** The designated National System of Interstate and Defense Highways located in both rural and urban areas; they connect the East and West coasts and extend from points on the Canadian border to various points on the Mexican border.

**Level of service (LOS).** In transportation analyses, a qualitative measure describing operational conditions within a traffic stream and how they are perceived by motorists and/or passengers.

**Level-of-service.** In public services, a measure describing the amount of public services (e.g., fire protection and law enforcement services) available to community residents, generally expressed as the number of personnel providing the services per 1,000 population or per square mile.

**Multiple family housing.** Townhouse or apartment units that accommodate more than one family though each dwelling unit is only occupied by one household.

**Mutual Aid Agreement.** An informal, or formal, non-paid agreement among providers of public services, which commits municipalities to provide assistance, generally on an as-available and as-needed basis, to other municipalities.

**National Environmental Policy Act (NEPA).** Public Law 91-190, passed by Congress in 1969. The Act established a national policy designed to encourage consideration of the influences of human activities (e.g., population growth, high-density urbanization, industrial development) on the natural environment. NEPA also established the Council on Environmental Quality. NEPA procedures require that environmental information be made available to the public before decisions are made. Information contained in NEPA documents must focus on the relevant issues in order to facilitate the decision-making process.

**Operating Location (OL).** An organization established by the Air Force to ensure base resource protection, grounds maintenance, existing utilities operations as necessary, and building care.

**Out-migration.** The act of leaving one region or community in order to settle in another.

**P.L. 81-874.** A federal law that authorizes financial assistance for local school districts upon which the United States has placed financial burdens as the result of the acquisition of real property by the United States; a sudden and substantial increase in enrollment as the result of federal activities; or due to the need to provide education for children residing on federal property or whose parents are employed on federal property.

**Rate of growth/decline.** The annual percentage change, compounded over a period of time.

**Secondary Effects.** Effects (usually employment, population, and income/spending changes) caused by a program, project, or action, but removed from the program, project, or action in space or time.

**Secondary Employment.** The additional employment generated by the economic activity required to produce the inputs to meet the initial changes in demand. The term often is used to include both indirect and induced effects.

**Section 3 Transition Entitlements.** Special impact aid program authorized under P.L. 81-874 for continued funding of federal impact aid to a local school district even after the district becomes ineligible under general program guidelines. Provides authority for continued impact aid when a decrease or cessation of federal activities in an area results in a substantial decrease in the number of children eligible for such aid. Payments would be for a period of 3 years, in reduced amounts (90 percent of the previous year's entitlement), and are subject to Congressional appropriation.

**Shortfall.** The difference between projected local government expenditures and revenues when the projected expenditures are greater than projected revenues.

**Single-family housing.** A conventionally-built house consisting of a single dwelling unit occupied by one household.

**Surplus property.** Property designated as excess that is of no interest to any federal agency. These properties are made available to state, local, or non-profit organizations or sold to private organizations.

**Transfer.** To deliver title of property to another federal agency.

**U.S. Environmental Protection Agency (U.S. EPA).** The independent federal agency, established in 1970, that regulates environmental matters and oversees the implementation of environmental laws.

**Unorganized territory.** Area not organized into town, city, or plantation; equivalent to an unincorporated section of county.



## ACRONYMS/ABBREVIATIONS

<b>AADT</b>	<b>Average annual daily traffic</b>
<b>AFB</b>	<b>Air Force Base</b>
<b>AFBCA</b>	<b>Air Force Base Conversion Agency</b>
<b>ATC</b>	<b>air traffic control</b>
<b>B&amp;A</b>	<b>Bangor and Aroostook Railroad</b>
<b>BEA</b>	<b>Bureau of Economic Analysis</b>
<b>BFRL</b>	<b>Boreal Forest Research Laboratory</b>
<b>CEVG</b>	<b>Combat Evaluation Group</b>
<b>CHAMPUS</b>	<b>Civilian Health and Medical Program of the Uniformed Services</b>
<b>DBCRA</b>	<b>Defense Base Closure and Realignment Act of 1990 (Public Law 101-510, Title XXIX</b>
<b>DOD</b>	<b>Department of Defense</b>
<b>DOE</b>	<b>Department of Energy</b>
<b>EIS</b>	<b>Environmental Impact Statement</b>
<b>EMT</b>	<b>Emergency Medical Technician</b>
<b>EPA</b>	<b>Environmental Protection Agency</b>
<b>ERIS</b>	<b>Economic Resource Impact Statement</b>
<b>EUT</b>	<b>Education in Unorganized Territories</b>
<b>FBO</b>	<b>Fixed Base Operator</b>
<b>FHU</b>	<b>Family Housing Units</b>
<b>FIRE</b>	<b>finance, insurance, and real estate</b>
<b>FTE</b>	<b>full-time equivalent</b>
<b>FY</b>	<b>fiscal year</b>
<b>K-9</b>	<b>canine (working dog)</b>
<b>kV</b>	<b>kilovolt</b>
<b>LDA</b>	<b>Loring Development Authority</b>
<b>LOS</b>	<b>Level of Service</b>
<b>LPN</b>	<b>Licensed Practical Nurse</b>
<b>LRC</b>	<b>Loring Readjustment Committee</b>
<b>MGD</b>	<b>million gallons per day</b>
<b>MPS</b>	<b>Maine Public Service Company</b>
<b>MWH</b>	<b>megawatt-hour</b>
<b>NEPA</b>	<b>National Environmental Policy Act</b>
<b>NMDC</b>	<b>Northern Maine Development Commission</b>
<b>NRTC</b>	<b>National Remediation Training Center</b>
<b>NTEC</b>	<b>National Test and Evaluation Center</b>
<b>OL</b>	<b>Operating Location</b>
<b>P.L.</b>	<b>Public Law</b>
<b>RCBP</b>	<b>Research Center for Biomass Power</b>
<b>RIMS II</b>	<b>Regional Input-Output Modeling System</b>
<b>RN</b>	<b>Registered Nurse</b>
<b>ROI</b>	<b>Region of Influence</b>
<b>RPZ</b>	<b>runway protection zone</b>
<b>SAD</b>	<b>School Administrative District</b>
<b>SIAS</b>	<b>Socioeconomic Impact Analysis Study</b>

<b>SH</b>	<b>State Highway</b>
<b>SU</b>	<b>School Union</b>
<b>U.S. #</b>	<b>U.S. Highway</b>
<b>USFWS</b>	<b>U.S. Fish and Wildlife Service</b>
<b>VA</b>	<b>Veterans Administration</b>
<b>WSA</b>	<b>Weapons Storage Area</b>

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