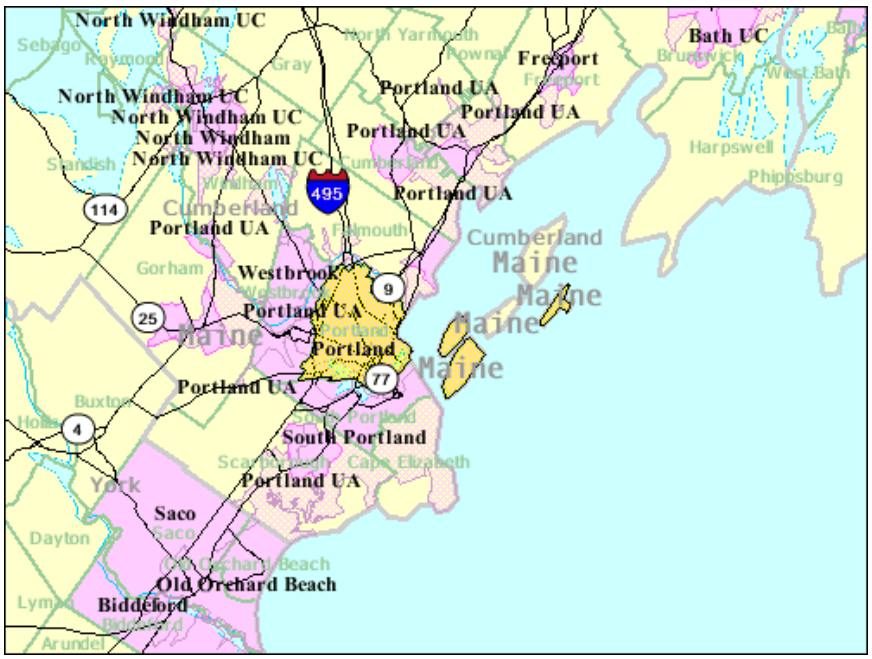
# PORTLAND, ME[1]
Community Profile[2]

## PEOPLE AND PLACES
### Regional orientation

The city of Portland, Maine (43.66 N, 70.2 W) has 56.92 miles of coastline (Sheehan and Copperthwaite 2002), a terrestrial area of 54.9 square miles, and 31.4 square miles of water. It is located in Cumberland County on Casco Bay, and is adjacent to South Portland, Westbrook, and Falmouth. Portsmouth and Manchester, New Hampshire are the closest large cities (MapQuest 2006). Portland is the largest city in Maine and has the highest population in New England north of Boston.



Map 1. Location of Portland City, ME (US Census Bureau 2000)

### Historical/Background

Prior to English settlement in 1632, resident Native Americans referred to this region as *Machigonne*, meaning "Great Neck." This fishing and trading settlement changed names several times before it became Portland in 1786. The city was destroyed four times by various sources including Native American attacks, the British Navy during the American Revolution, and a fire. Each time it was rebuilt and now it is well-known for its preservation of Victorian-style architecture.

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[1] These community profiles have been created to serve as port descriptions in Environmental Impact Statements (EISs) for fisheries management actions. They also provide baseline information from which to begin research for Social Impact Assessments (SIAs). Further, they provide information relevant to general community impacts for National Standard 8 of the Magnuson-Stevens Fishery Conservation and Management Act (MSA) and information on minorities and low income populations for Executive Order (E.O.) 12898 on Environmental Justice.

[2] For purposes of citation please use the following template: "Community Profile of *Town, ST*. Prepared under the auspices of the National Marine Fisheries Service, Northeast Fisheries Science Center. For further information contact Lisa.L.Colburn@noaa.gov."

The city's port industries have driven its economy since its settlement. From the mid-1800s until World War I, Portland provided the only port for Montreal, Canada. Railroads from the south to the north fed through the city, facilitating trade and travel. Although Canada developed its own ports, and other cities in southern New England states built larger ports, the city remained tied to its maritime roots by depending on the fishing industry. More recently, it has become a popular cruise ship destination. Although tourism plays a major role in the city's economy, Portland functions as the second largest oil port on the east coast of the U.S., and as valuable fishing port (Monroe nd). For a more detailed history of Portland and the surrounding fishing communities, refer to Hall Arber et al. (2001).

**Demographics**[3]

According to Census 2000 data[4], Portland City has a total population of 64,249, down 0.2% from a reported population of 64,358 in 1990 (US Census Bureau 1990). Of this 2000 total, 47.9% were males and 52.1% were female. The median age was 35.7 years and 77.4% of the population was 21 years or older, while 15.7% of the population was 62 or older.

Portland's age structure (Figure 1) varies from smaller fishing cities in that the age groups with the highest population in Portland were 20-29 years, 30-39 years and 40-49, while smaller fishing towns often had a much lower portion of its population between 20-29 years and higher between 0-19 years than Portland. This difference in age structure may be because Portland offers employment opportunities to 20-29 year olds (recent high school or college graduates) that smaller cities or rural towns cannot offer, especially in Maine.

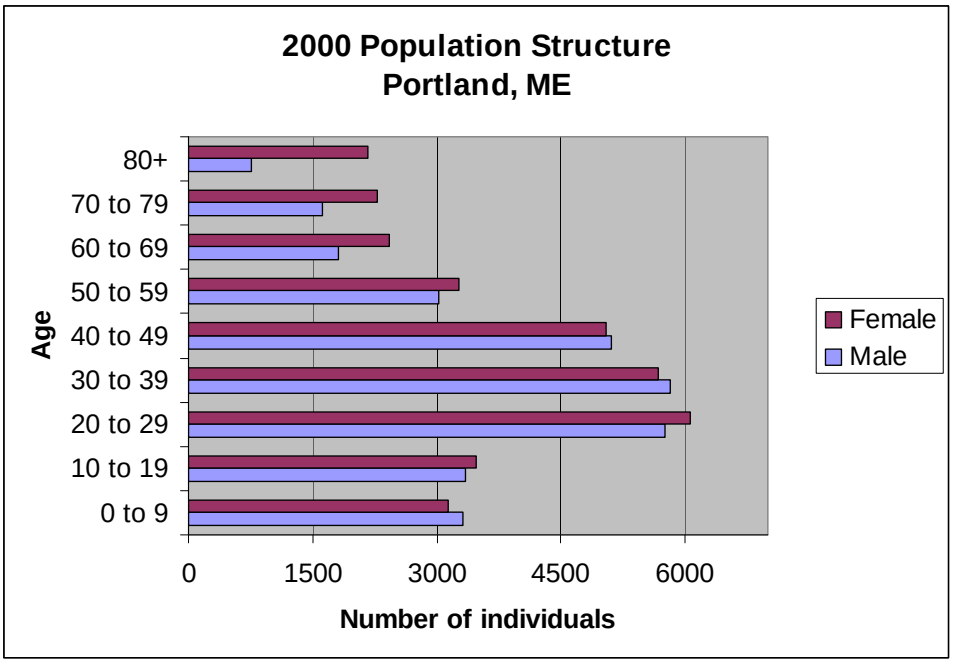


Figure 1. Portland's population structure by sex in 2000 (US Census Bureau 2000)

[3] While mid-term estimates are available for some larger communities, data from the 2000 Census are the only data universally available for the communities being profiled in the Northeast. Thus for cross-comparability we have used 2000 data even though these data may have changed significantly since 2000 for at least some communities.
[4] These and all census data, unless otherwise referenced, can be found at U.S. Census: American Factfinder 2000 http://factfinder.census.gov/home/saff/main.html; census data used are for Portland City, Maine

The majority of the population was white (91.1%), with 2.6% black or African American, 3.1% Asian, 0.5% Native American, and 0.1% Pacific Islander or Native Hawaiian (see Figure 2). Only 1.5% of the population identified themselves as Hispanic/Latino (see Figure 3). Residents linked their backgrounds to a number of different ancestries including: English (19.2%), French (10.5%), French Canadian (4.9%), German (6.9%) and Irish (21.2%). With regard to region of birth, 59.1% of residents were born in Maine, 32.4% were born in a different state and 7.6% were born outside the U.S. (including 5.0% who were not US citizens).

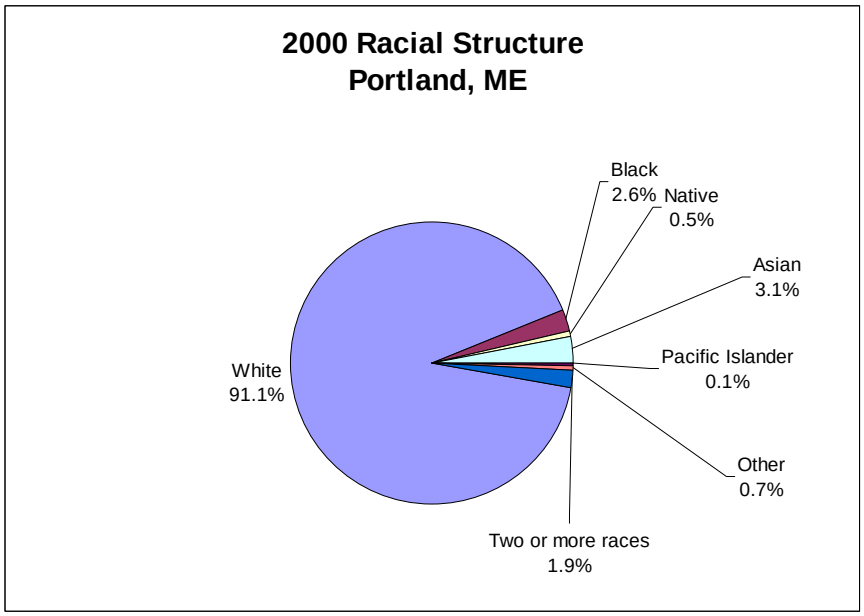


Figure 2. Racial Structure in 2000 (US Census Bureau 2000)

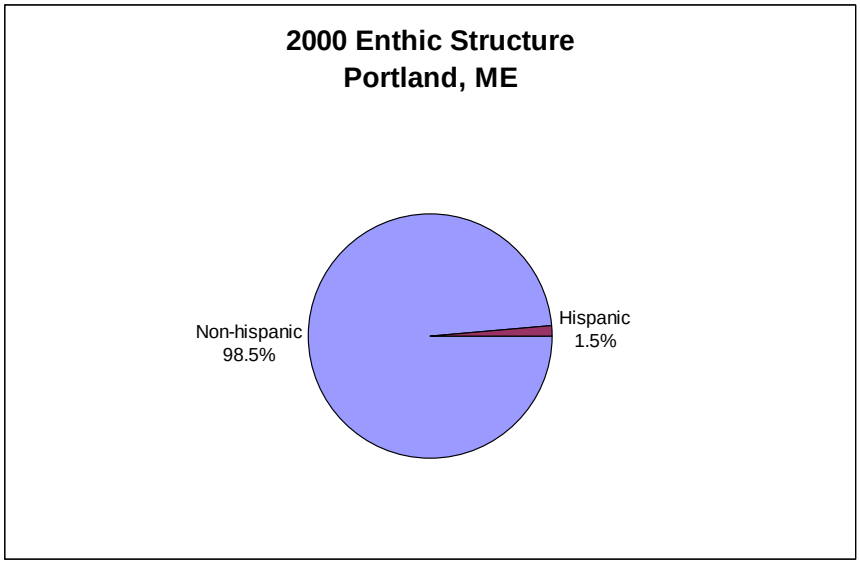


Figure 3. Ethnic Structure in 2000 (US Census Bureau 2000)

For 90.1% of the population, only English was spoken in the home, leaving 9.9% in homes where a language other than English was spoken, including 3.8% of the population who spoke English less than “very well” according to the 2000 Census.

Of the population 25 years and over, 88.3% were high school graduates or higher and 36.4% had a bachelor's degree or higher. Again of the population 25 years and over, 4.3% did not reach ninth grade, 7.5% attended some high school but did not graduate, 25.9% completed high school, 19.3% had some college with no degree, 6.7% received an associate's degree, 23.4% earned a bachelor's degree, and 13% received a graduate or professional degree.

Although religion percentages are not available through U.S. Census data, according to the Association of Religion Data Archives (ARDA) in 2000, the religion with the highest number of congregations in the metro area of Portland was the United Church of Christ with 33 congregations and 10,160 adherents. Other prominent congregations in the county were Catholic (31 with 61,495 adherents), United Methodist (26 with 5,690 adherents), Baptist (15 with 2,446 adherents), and Episcopal (11 with 4,577 adherents). The total number of adherents to any religion was up 24.6% from 1990 (ARDA 2000).

**Issues/Processes**

Media attention has focused on the impacts of Amendment 13 on the fishermen of Portland and surrounding fishing communities. Amendment 13 limited fishermen's Days at Sea throughout the Northeast, but Maine fishermen feel they were put at more of a disadvantage than Southern New England because Maine is farther from George's Bank, which requires fishermen to use more of their allowed Days at Sea for travel rather than fishing.

Another issue in newspapers during this same time period is the question of how Portland's land-based fishing industry infrastructure will remain in business if landings become more sporadic. For example, if the Portland Fish Exchange were to go out of business, fishermen would have to travel to other large ports to sell their landings. To avoid this disaster, the federal government implemented a program to keep the Fish Exchange afloat during the current strict groundfish regulations.

The main issue of worry for the fishing community in Portland and other towns in Maine is whether the fishing infrastructure can be maintained as Days at Sea and catches are limited. Most recently, there has been concern that herring fishing is threatening groundfish stocks (Hench 2004).

There is a current (late 2007) request for proposals out to developers to redevelop the Maine State Pier. This facility is owned by the city and was recently rezoned to allow uses outside the strict marine uses allowed in the rest of the Central Waterfront Zone. Two developers have submitted bids that would preserve a 1000-foot berthing space for ships, existing public access, three windjammer charter boats and the bay's ferry terminal (Casco Bay Lines). The City is still trying to select a developer for this venture.[5]

In 2006, the State of Maine passed the Working Waterfront Tax Law, to address the problem of working waterfront property being heavily taxed based on its projected market value. The goal of this tax is "to encourage the preservation of working waterfront land and to prevent the conversion of working waterfront land to other uses as the result of economic pressures caused by the assessment of that land for purposes of property taxation." The law requires the tax assessor to value the property based on what it is worth as working waterfront land, rather than what its market value would be if it were sold and converted to residential or other uses (State of Maine 2005).

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[5] Profile review comment, Jon Kachmar, Maine State Planning Office, Coastal Division, 38 State House Station, Augusta, ME 04333, October 18, 2007

**Cultural attributes**

In 2004, Portland's annual Blessing of the Fleet, coordinated by the Maine Fishermen's Wives Association[6] and the Seafarer's Friends Society, was celebrated in mid-June.

## INFRASTRUCTURE

**Current Economy**

Portland's waterfront provides most of the community's fishing industry infrastructure (e.g., Portland Fish Exchange). However, it also is the site of many other industries: recreation, tourism, light industry, transportation, cargo, and marine-related research, many of which compete for space with the fishing industry (State of Maine/City of Portland, no date). Cianbro, a major construction company from northern Maine, recently developed a permanent facility on Portland's waterfront where two ships are currently being refitted to become sulfur carrying vessels.[7] Potential additions to the waterfront property include the additions of commercial businesses or strengthening the current fishing industry infrastructure so that it can deal with predicted increases in groundfish stocks (Portland Press Herald 2004).

According to the U.S. Census 2000[8], 70.1% (15,266 individuals) of the total population 16 years of age and over were in the labor force (Figure 4), of which 3.3% were unemployed, 0.1% were in the Armed Forces, and 65.7% were employed.

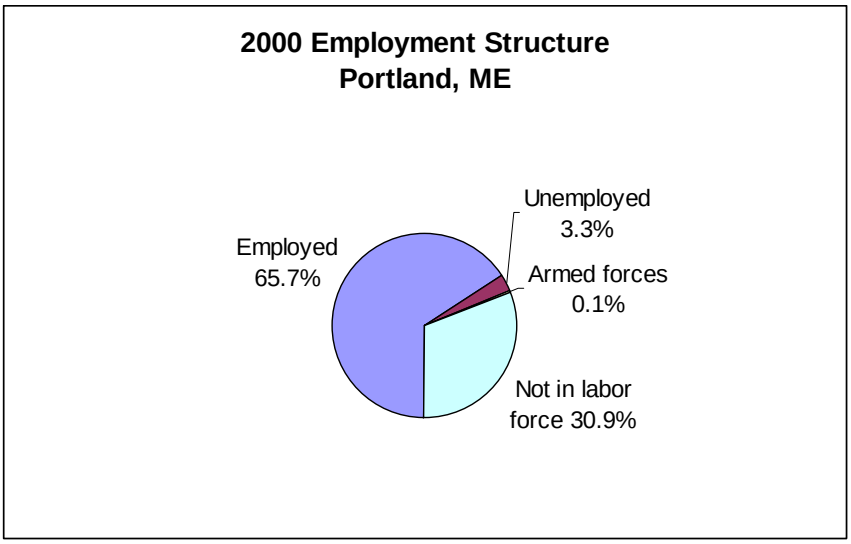


Figure 4. Employment structure in 2000 (US Census Bureau 2000)

According to Census 2000 data, jobs which in the census grouping which includes agriculture, forestry, fishing and hunting, and mining accounted for 144 positions or 0.4% of all jobs. Self employed workers, a category where fishermen might be found, accounted for 2,512 positions or 7.1% of jobs. Educational, health and social services (21.8%), retail trade (13.5%), professional, scientific, management, administrative, and waste management services (11.2%), and finance, insurance, real estate, and rental and leasing (10.6%) were the primary industries.

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[6] Contact information: 207.729.5739

[7] Profile review comment, Jon Kachmar, Maine State Planning Office, Coastal Division, 38 State House Station, Augusta, ME 04333, October 18, 2007

[8] Again, Census data from 2000 are used because they are universally available and offer cross-comparability among communities. Some statistics, particularly median home price, are likely to have changed significantly since 2000.

The major employers of Portland include: Maine Medical Center (over 5,000 employees); L.L. Bean Inc. (over 4,000 employees); and Unum Provident (over 3,000 employees) and others.

Median household income in Portland was $48,763 (up 83.5% from $26,576 in 1990 [US Census Bureau 1990]) and median per capita income was $22,698. For full-time year round workers, males made approximately 14.6% more per year than females.

The average family in Portland consisted of 2.83 persons. With respect to poverty, 9.2% of families (down from 10.3% in 1990 [US Census Bureau 1990]) and 14.1% of individuals earned below the official U.S Census poverty threshold. This threshold is $8,794 for individuals and ranges from $11,239 through $35,060 for families, depending on number of persons (2-9) (US Census Bureau 2000a). In 2000, 33.4% of all families (of any size) earned less than $35,000 per year.

In 2000, Portland had a total of 31,862 housing units of which 93.3% were occupied and 35.1% were detached one unit homes. Just less than fifty percent (49%) of these homes were built before 1940. Mobile homes accounted for 0.2% of housing units; 29.6% of detached housing units had between 2 and 9 units. In 2000, the median cost for a home in this area was $121,200. Of vacant housing units, 3.0% were used for seasonal, recreational, or occasional use while 57.5% of occupied housing units were renter occupied.

**Government**

Portland's city governance is by a city council and a mayor, selected by the City Council and rotated to a new councilor each year. Unique to many communities, the city has a tradition of putting development issues out for public debate through forums or a vote via public referenda; however, many development decisions are made directly by the City Council.[9]

*Fishery involvement in government*

NOAA Fisheries, Fisheries Statistics Office, has three port agents based in Portland. Port agents sample fish landings and provide a 'finger-on-the-pulse' of their respective fishing communities (NMFS 2008). The Board of Harbor Commissioners supports a Harbormaster; they work in conjunction to regulate moorings, pilot and docking master licensing, and marine construction activities.[10]

Portland implemented ordinances to protect the working waterfront in the 1980s, made changes in the 1990s, and recently (2006) rezoned the Maine State Pier out of the Central Waterfront Zone in order to facilitate redevelopment. A large segment of Portland's waterfront from the Maine State Pier to the International Marine Terminal is zoned to preserve working waterfront business. This includes the requirement that the first floors of all buildings in the zone be limited to marine-dependent businesses or organizations.[11]

The City of Portland created the Portland Fish Pier Authority to manage the Fish Exchange and associated Fish Pier activities. The Fish Pier includes the Fish Exchange as well as the privately run Marine Trade Center and associated berthing space.[12]

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[9] Profile review comment, Jon Kachmar, Maine State Planning Office, Coastal Division, 38 State House Station, Augusta, ME 04333, October 18, 2007

[10] Profile review comment, Jon Kachmar, Maine State Planning Office, Coastal Division, 38 State House Station, Augusta, ME 04333, October 18, 2007

[11] Profile review comment, Jon Kachmar, Maine State Planning Office, Coastal Division, 38 State House Station, Augusta, ME 04333, October 18, 2007

[12] Profile review comment, Jon Kachmar, Maine State Planning Office, Coastal Division, 38 State House Station, Augusta, ME 04333, October 18, 2007

**Institutional**

*Fishing associations*

One of the most important fishing associations in Portland is the Portland Fish Exchange. A non-profit organization owned by the city of Portland, it was the first open display fish auction in the United States. Currently the auction receives landings in the mornings and auctions the fish at noon Sunday through Thursday. The viability of the Fish Exchange has decreased in recent years, as much of Maine's fleet has moved to Massachusetts.[13]

The Maine Lobstermen's Association (MLA) was founded in 1954, and works to protect the lobster resource and the lobstermen's way of life. The association was founded by lobstermen with a goal of empowering Maine's lobster industry by representing lobstermen with a united front. The MLA is the largest commercial fishing industry group on the east coast, and represents the interests of 1200 lobstermen (MLA 2007). Other fishing associations in Portland include Maine Urchin Harvesters Association, and the Associated Fisheries of Maine (AFM).

*Fishing assistance centers*

The Working Waterfront Coalition is a statewide collaboration of various industry associations, non-profits, and government agencies with the goal to support Maine's working waterfronts. The Working Waterfront Access Pilot Program (WWAPP), administered by the Department of Marine Resources, provides money to applicants such as municipalities, fishing co-ops, private commercial fisheries businesses and more, ranging from $7,000 to $475,000. The intention of the program is to preserve commercial fisheries working waterfronts and to help secure property for these businesses. As of December 2007, the $2 million pilot program has reportedly supported over 400 jobs, 194 boats, and assured access to clam flats, parking, wharfage and fisheries in six towns (State of Maine 2005). Voters approved an additional $3 million to continue the program in 2007.

*Other fishing related organizations*

Seafarers Friend is a non-denominational Christian organization that assists fishermen and other seafarers at three New England ports: Boston, Portsmouth, and Portland. Recently the Portland Fishermen's Monument Commission was established to increase awareness of the fishing industry by building a monument once they have raised necessary funds (Richardson 2004).

The Maine Fishermen's Forum was founded in 1976, and its goal is to provide continuous opportunities to educate the public and the fishing industry about marine resource issues and fisheries, as well as to provide a platform for discussion and decision making. The Forum also holds an annual three day event which focuses awareness on issues that affect the commercial fishing industry.

**Physical**

The city of Portland has infrastructure that provides full access to and within the city. Portland has its own international airport, and it has several transportation options within and to the city. Amtrak, public buses, and interstate and state highway systems provide public access to the city. Public transit within the city includes a bus and a street car system. Portland is located off I-295 which meets up with I95 (Maine Turnpike). These highways provide access to

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[13] Profile review comment, Jon Kachmar, Maine State Planning Office, Coastal Division, 38 State House Station, Augusta, ME 04333, October 18, 2007

Portsmouth, NH (about 53 miles away) and Boston, MA (about 112 miles away). There are several ferry routes operating out of the ferry dock in Portland, including service to ports in Canada. These include the Portland-Yarmouth International Ferry, which provides high speed ferry service to Nova Scotia in 5.5 hours, and the Casco Bay Ferry. There are several islands in Casco Bay accessible by ferry from Portland, the most significant of which are; Peaks Island, Great Diamond, Great Chebeague, and Cliff Island.

The commercial fish pier in Portland (the Portland Fish Exchange) is where vessels unload and sell their catch to the auction. Knighville Landing is a new landing with docking facilities and access to restaurants and shopping. The landing is open to recreational boaters, water taxis and fishing boats and seasonal floats are available April to October (Portland's Downtown District 2005). There are several marinas listed for Portland and South Portland, most of which offer full-services to recreational boaters (Maine Harbors 2006).

The International Marine Terminal is owned by the City of Portland and is located adjacent to the Casco Bay Bridge. This facility currently provides berthing space for Bay Ferries and the port's container service for shipping to Halifax, NS.[14]

## INVOLVEMENT IN NORTHEAST FISHERIES[15]

### Commercial

In 2004 there are a total of 500 moorings, berthings, slips, and tie ups for commercial and recreational fishermen, of which 30% were used by commercial fishermen in Portland. A 2002 report by Coastal Enterprises, Inc. to the Maine State Planning Office recorded 271 commercial harvesters. Portland has 22 commercial private and public waterfront facilities, of which nine are dedicated to commercial fishing use. Further, commercial fishing access is perceived as a problem, and issues of development pressures, increased competition from tourism/recreational use, and deterioration of infrastructure are reported as current threats to the commercial fishing access (Sheehan and Copperthwaite 2002). Much of Maine's fishing fleet are now berthed in Massachusetts in order to take advantage of being closer to fishing grounds, being able to sell lobsters caught as bycatch, and reduced taxes on ice, oil, and other supplies.[16]

Portland's landings come primarily from the large mesh groundfish species and from lobster, with over $14 million and $12 million respectively over the ten year average (Table 1). Monkfish and herring are also important species. There were also a variety of other species

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[14] Profile review comment, Jon Kachmar, Maine State Planning Office, Coastal Division, 38 State House Station, Augusta, ME 04333, October 18, 2007

[15] In reviewing the commercial landings data several factors need to be kept in mind. 1) While both federal and state landings are included, some states provide more detailed data to NMFS than others. For example, shellfish may not be included or data may be reported only by county and not by port. 2) Some communities did not have individual port codes until more recently. Before individual port codes were assigned, landings from those ports were coded at the county level or as an aggregate of two geographically close small ports. Where landings were coded at the county level they cannot be sorted to individual ports for those earlier years, e.g., prior to 2000. 3) Where aggregated codes were used, those aggregate codes may still exist and be in use alongside the new individual codes. Here the landings which are still assigned to the aggregate port code cannot be sorted into the individual ports, so port level data are only those which used the individual port code. 4) Even when individual port codes exist, especially for small ports, landings may be coded at the county level. Here again it is impossible to disaggregate these to a port level, making the port level landings incomplete. 5) In all these cases, the per port data in this profile may under report the total level of landings to the port, though all landings are accounted for in the overall NMFS database.

[16] Profile review comment, Jon Kachmar, Maine State Planning Office, Coastal Division, 38 State House Station, Augusta, ME 04333, October 18, 2007

landed in Portland between the years 1997-2006. Both the number of vessels home ported and number of vessels registered with owner's living in Portland slightly decreased between 1997 and 2006. The level of fishing home port value increased until 2006, where there was a drop from over $18 million in the previous year to over $13 million. The level of fishing landed port experienced a similar trend, with a dip from 2005 to 2006 of over $6 million (Table 2).

## Landings by Species

Table 1. Dollar value of Federally Managed Groups of landings in Portland

| | Average from 1997-2006 | 2006 only |
|---|---|---|
| **Largemesh Groundfish**[17] | 14,433,950 | 10,756,311 |
| **Lobster** | 12,616,286 | 8,737,373 |
| **Monkfish** | 4,908,022 | 3,094,679 |
| **Herring** | 2,524,047 | 4,423,437 |
| **Other**[18] | 2,007,356 | 684,362 |
| **Scallop** | 65,950 | 72,250 |
| **Smallmesh Groundfish**[19] | 44,811 | 168 |
| **Skate** | 44,582 | 933 |
| **Squid, Mackerel, Butterfish** | 17,444 | CONFIDENTIAL |
| **Tilefish** | 15,623 | CONFIDENTIAL |
| **Summer Flounder, Scup, Black Sea Bass** | 12,334 | CONFIDENTIAL |
| **Dogfish** | 12,023 | 12,211 |
| **Bluefish** | 151 | 73 |

## Vessels by Year[20]

Table 1. All columns represent vessel permits or landings value combined between 1997-2006

| Year | # Vessels (home ported) | # Vessels (owner's city) | Level of fishing home port ($) | Level of fishing landed port ($) |
|---|---|---|---|---|
| **1997** | 123 | 49 | 14,260,267 | 43,219,804 |
| **1998** | 104 | 43 | 11,898,155 | 35,203,041 |
| **1999** | 116 | 47 | 14,781,969 | 42,393,247 |
| **2000** | 115 | 43 | 16,486,230 | 45,434,740 |
| **2001** | 109 | 39 | 15,488,517 | 34,356,660 |
| **2002** | 107 | 40 | 15,208,020 | 40,396,946 |
| **2003** | 114 | 40 | 15,478,904 | 28,892,963 |
| **2004** | 111 | 38 | 17,763,527 | 34,690,050 |
| **2005** | 111 | 43 | 18,051,059 | 34,613,266 |
| **2006** | 104 | 44 | 13,255,702 | 27,825,058 |

*(Note: # Vessels home ported = No. of permitted vessels with location as homeport*
*# Vessels (owner's city) = No. of permitted vessels with location as owner residence*[21]
*Level of fishing home port ($) = Landed value of fisheries associated with home ported vessels*
*Level of fishing landed port ($) = Landed value of fisheries landed in location)*

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[17] Largemesh groundfish: cod, winter flounder, yellowtail flounder, American plaice, sand-dab flounder, haddock, white hake, redfish, and pollock

[18] "Other" species includes any species not accounted for in a federally managed group

[19] Smallmesh multi-Species: red hake, ocean pout, mixed hake, black whiting, silver hake (whiting)

[20] Numbers of vessels by owner's city and homeport are as reported by the permit holder on permit application forms. These may not correspond to the port where a vessel lands or even spends the majority of its time when docked.

[21] The Owner-City from the permit files is technically the address at which the owner receives mail concerning their permitted vessels, which could reflect the actual location of residence, the mailing address as distinct from residence, owner business location, or the address at which a subsidiary receives mail about the permits.

**Recreational**

Portland contains a number of recreational fishing companies (Maine DMR 2006). They offer boat charters and fishing excursions.

**Subsistence**

Information on subsistence fishing in Portland is either unavailable through secondary data collection or the practice does not exist.

**FUTURE**

Currently, in 2004, there is a heated conflict regarding the future use of the waterfront property in Portland. There are only three miles of waterfront and several industries are trying to expand, including private real estate development, commercial fisheries, cruise ship industry, and tourism/entertainment industries (Tapley 2002; Irvine 2005). The city is also in the process of building Ocean Gate – a $20 million facility for the international ferry and visiting cruise ships, located next to the Maine State Pier.[22]

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[22] Profile review comment, Jon Kachmar, Maine State Planning Office, Coastal Division, 38 State House Station, Augusta, ME 04333, October 18, 2007

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