

PORTLAND'S IMPLEMENTATION PLAN

MAJOR LAND USE INITIATIVES

I. INTRODUCTION

In the future, Portland will evolve as an extension, continuation and enhancement of the best qualities and characteristics of Portland today. Progress and prosperity will result from both incremental growth and bold initiatives tempered by careful consideration and foresight in planning. Portland's future land use plan and implementation initiatives are intended to support Portland's Community Vision (Volume I page 15) and the goals of adopted Comprehensive Plan elements.

Portland's major land use initiatives to implement the City's Comprehensive Plan are presented in this chapter. These include a wide range of efforts and innovative approaches to implement the city's goals and policies. The major implementation actions include the following:

1. Housing Initiatives
2. Neighborhood Based Planning
3. Bayside Redevelopment Area
4. Waterfront East Redevelopment Area
5. Peninsula Traffic Study
6. Transportation Initiatives
7. Environmental Initiatives
8. Historic and Cultural Initiatives
9. Recreation, Open Space and Urban Forestry

The Future Land Use Plan and the designation of land areas as growth and rural are contained in following Chapter of this volume. The Regional Coordination Plan is the third chapter of this volume and it draws upon the recommendations of adopted plan elements. Portland's Capital Improvement Plan is included as the last chapter.

HOUSING INITIATIVES

I. INTRODUCTION

The implementation of the Housing: Sustaining Portland Future requires support and commitment from many individuals and organizations. The City Council, City Council Housing Committee and Planning Board are key to implementing the Plan through code revisions and development review. The Department of Planning and Development is the primary department designated to implement Housing: Sustaining Portland Future with the Housing and Neighborhood Services Division being the lead on production incentives and the Planning Division on zoning initiatives. Other potential collaborators include the Land Bank Commission, State delegations, Portland Housing Authority, State Planning Office, neighborhood organizations, developers, Portland Landmarks, local businesses, major institutions, Maine Association of REALTORS, and developers. Other funding partners include Housing and Urban Development (HUD), Maine State Housing Authority (MSHA), Department of Economic Development (DECD), HOME and Homeport.

The following actions are currently being undertaken by the City of Portland in response to the housing issues identified in the plan Housing: Sustaining Portland Future. The majority of the initiatives will be started or completed within the next 12 months. The longer term and on-going efforts are shown in the spreadsheet (Table 1).

II. PRODUCTION

Portland Seeks to Grow: Portland's population has remained stable over the past two decades while the rest of Cumberland County grew. Thus, Portland has experienced a decline in its share of the County's population and employment. Growth is a part of sustaining Portland as a healthy city and maintaining its role as the economic, cultural, and residential center for the region.¹ Appropriate growth is needed to provide housing near employment centers, support public transportation, attract families with children, expand the tax base, and stabilize neighborhoods.

Housing: Sustaining Portland's Future recommends that Portland seek to grow along with Cumberland County and maintain a 25% share of the County's population. The Plan seeks to retain families who might otherwise leave the city in the next decade. By retaining those households predicted to leave the city, Portland's estimated population could grow to roughly 24.5% of the County's population. The 25% target for growth is viewed as a reasonable goal to reverse the city's declining trends. An estimated moderate population growth rate over the next ten years shows Portland growing to 72,000 residents, representing 25% of Cumberland County. Roughly 4,267 new units of housing would be needed for this projection. As shown in the build out analysis in the Existing Land Use Chapter, there is sufficient land available to meet the desired goal under existing standards. Efforts to encourage production of housing and recommended revisions to the residential zoning will increase Portland's capacity for new development.

- 1. Infill Housing:** Infill housing projects are designed to take advantage of smaller vacant lots that exist in developed neighborhoods. They make efficient use of land while adding needed housing. City, State, and Federal funding have been approved for 40 new units of affordable family rental housing on six different sites on the Portland peninsula to be developed by PROP with City assistance. All 40 units will be completed by 2004.

¹ Housing: Sustaining Portland's Future, Draft, April 2002, page 50.

2. **Reuse of Existing Non-Residential Buildings for Housing:** Portland has a long tradition of adapting and converting vacant schools and other city owned buildings to housing. Funding has been approved for 12 units of affordable family rental housing within the former St. Dominic's Girls School on Gray Street, currently under conveyance from the City, to be developed by PROP and Portland West. Construction will begin in the December 2002.

3. **New Senior Citizen Housing:** A variety of housing opportunities are needed to assist Portland's senior citizens, including subsidized apartments. HUD funding has been approved for 12 units of affordable senior citizen housing Peaks Island Housing. The developer will be Volunteers of America Northern New England Inc. The City is donating the land. Construction will begin in the Spring 2003.

4. **Creation of Affordable Units:** There are several mixed income multifamily rental housing projects being planned that will provide needed affordable apartments to families in Portland. The City has expressed its support for each of these projects, and committed HUD funding to most in order to ensure their feasibility. The projects include:
 - PROP Scattered Sites Phase I and II** – 37 units on 6 sites on the Portland peninsula
 - St. Dominic's Family Housing Inc.** – 12 units on Gray Street
 - Wellesley Village** – 45 units at 1818 Forest Ave.
 - True Street** – 86 units to be built between Presumpscot Street and Ocean Ave.
 - Yale Court** – 30 units of affordable rental units and 10 market-rate single-family homes to be constructed off of Harvard Street.

5. **Permanent Housing for the Homeless:** Permanent housing opportunities are needed to move individuals out of emergency shelters. The City is using HUD funds and other assistance to support the development of a single room occupancy (SRO) facility with up to 30 beds. The non-profit developer is currently seeking a site.

6. **Housing Bayside:** New housing in Bayside is a critical component to the implementation of the Bayside Plan. The stated goal is for 300 new units in five years and another 500 new units over the long-term. New units in Bayside are to include rental and owner-occupied for all income levels. Unity Village in Bayside was a demonstration project, which was completed in 2001 with 32 units. The City donated the land and provided financial assistance in partnership with other financial mechanisms. The following projects and initiatives are currently underway:
 - Conducting a feasibility study for developing housing on the 4-acre Department of Public Works Site. Actual development is 4 to 5 years away.
 - Funding approved for new 3-unit PROP building at 49 Hanover Street.
 - Evaluating other in-fill development sites for new development.

7. **Pro-Active Role for City in Facilitating Housing - Partnerships & Capacity Building:** To ensure housing is developed and the City's Housing objectives are met, Portland will take a more active role in the development process. Depending on the site and the need, municipal options include property acquisition, and to undertake predevelopment tasks, such as property survey, environmental studies, concept plans, public notification, guiding projects through local approvals, and re-selling land for development.

8. **Encourage and Support Private Market Rate Development:** In addition to the need for affordable housing, there is also a critical need for market rate housing that serves middle and higher income households. Eliminating barriers to housing development and supporting market

rate projects through the approval process will assist in expanding the market rate housing stock. Currently, 217 housing units are being reviewed for development.

III. PLANNING AND REGULATION

1. **Zoning and Design Guidelines:** The key to eliminating barriers to housing development, while protecting the integrity of Portland’s neighborhoods, is amending the zoning ordinance and establishing design guidelines for development. Three initiatives are currently underway:
 - Bayside Urban Housing Overlay Zone (UHOZ);
 - R-7 Infill Provisions; and
 - Design guidelines for the Bayside Urban Housing Overlay Zone (UHOZ) and the R-7 Infill Provisions, which will guide projects and ensure neighborhood compatibility.

Following these zoning amendments, an analysis of each residential zone will be undertaken to identify opportunities to increase the capacity of all the neighborhoods to accommodate new housing. Citywide changes to the residential zoning text are anticipated, which each neighborhood will eventually participate in a planning process to determine appropriate locations for substantial additional housing units (see Neighborhood Based Planning below).

2. **Replacement Housing:** Due to the scarcity of housing and high costs, housing is an extremely valuable resource that is very difficult to replace once lost. The City Council enacted the Replacement Housing Ordinance in October 2002, which requires the replacement of housing units that are lost due to demolition, conversion to non-residential use, or elimination through consolidation of units. The provisions apply to three or more units lost within a 5-year period, including vacant residential buildings. The replacement units can be new construction or created within existing non-residential buildings and ready for occupancy within 18 months from approval. As an alternative, the applicant can deposit \$30,000 for each rooming unit or \$50,000 for each dwelling unit to be lost, into the City’s Housing Development Fund. Implementation will be ongoing.

IV. FINANCIAL RESOURCES

Develop New Financial Sources: The private market will produce the bulk of new housing. Public financing will be needed to support housing for low and moderate income households. Major funding partners include the Federal department of Housing and Urban Development (HUD), Maine State Housing Authority (MSHA), State of Maine and other public and private resources that come available. The high cost of land and construction will require new financial resources to assist housing developers and ensure our objectives are met.

1. **Tax Increment Financing for Housing (TIF):** TIF’s for housing are currently used in rare instances. To clarify the use of TIF’s for housing, the City will work with the MSHA to prepare legislation for next session, and bring together a coalition of local developers and housing advocates supporting this effort.

V. OTHER HOUSING INITIATIVES: SHORT-TERM, LONGER TERM, AND ONGOING

The following chart shows the short-term, long-term, and on-going actions contained in Housing: Sustaining Portland’s Future. The actions are in addition to the early achievable actions described above.

NEIGHBORHOOD BASED PLANNING (NBP)

I. INTRODUCTION

On April 2, 2001, the City Council adopted a resolution directing the City staff to develop a Neighborhood Based Planning Program. A general consensus emerged around the neighborhood based planning concept Portland calls the Foundation Plan. The Foundation Plan offers a focused strategic planning approach for a neighborhood that is well defined, is a repeatable process, and can be accomplished within a defined time frame. It is modeled after the Kansas City approach of conducting strategic neighborhood assessments. Housing: Sustaining Portland's Future supports the establishment of this program to involve neighborhoods as partners in creating and supporting innovative housing solutions.²

Portland's objectives for Neighborhood Based Planning are as follows:

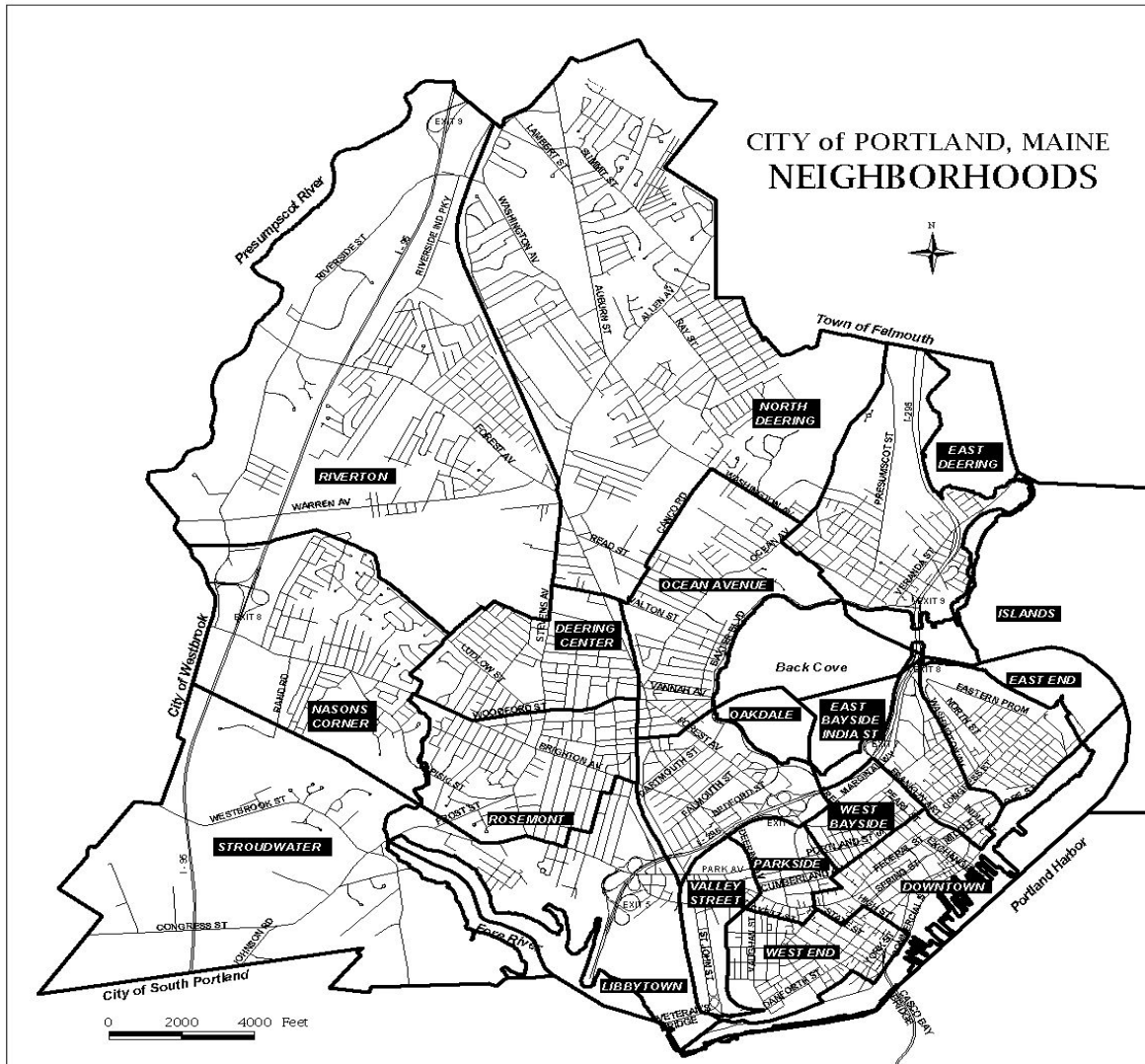
- **Neighborhood Initiative:** Encourage neighborhoods with an interest and ability to participate in a planning process and to include a broad cross-section of the community.
- **Neighborhood Plans:** Create neighborhood plans that are consistent with and integral components of Portland's comprehensive plan. Neighborhood plans will serve to implement and update Portland's comprehensive plan with new actions, information and policies.
- **Planning Need & Future Vision:** Address future growth, emerging issues and community transitions in order to preserve and improve the quality of life in Portland's neighborhoods.
- **Balanced Distribution of Neighborhoods:** Actively encourage neighborhoods that have received limited attention to participate and equitably prepare plans for neighborhoods located throughout the City.
- **Identity:** Create or enhance the distinct character and sense of place in each neighborhood.
- **Responsiveness:** Promote strong, cooperative relationships so that government, neighborhoods, and individuals can proactively address issues and opportunities.
- **Value and Utility:** Produce plans and work products useful to neighborhood residents and organizations and useful to City departments in prioritizing and carrying out programs.

The purpose is to create a vision, describe the neighborhood, and identify assets and issues within the neighborhood. Using this information as a base, the top two to four issues are identified and then goals, objectives, and actions are developed to address the issues. This method can incorporate land use and physical planning elements along with other issues of concern to the neighborhood. "Strategic" Planning is implementation oriented, which is targeted in scope and action.

Portland's neighborhood based planning program is scheduled to begin in January of 2003. It will be a major component of the City's ongoing comprehensive planning efforts and will serve to refine the goals of the city at the neighborhood level. The City Council, the Planning Board and the Comprehensive Plan Advisory Committee will guide the program. The City Manager's Office and the Department of Planning

² Housing: Sustaining Portland's Future, Policy #3, Portland's Future: Building on Neighborhood Stability and Integrity, Action 3.d.2, Objective 3f, and Actions 3.f.1 and 3.f.2, page 43.

and Development will provide staff support and coordinate the inter-department collaboration needed for the success of neighborhood planning. There are eighteen neighborhoods in Portland, refer to Neighborhood Map below. It is anticipated that it will take over 5 years to develop a neighborhood plan for each area.



BAYSIDE REDEVELOPMENT AREA³

A New Vision for Bayside includes the following five critical action areas that are summarized below:

- Acquire the railroad property
- Redevelop the scrapyard parcels
- Build more housing
- Create Transit-Oriented Development
- Secure the future of Portland's social service network

I. BAYSIDE CRITICAL ACTION # 1: ACQUIRE AND REDEVELOP THE RAILROAD PROPERTY -BAYSIDE BUSINESS AND TECHNOLOGY PARK

Background: The railroad property is the largest vacant property in Bayside, occupying a central and strategic location within Bayside, as well as the Brownfield area. Its value as an open space resource and leverage for future economic development is critical to the Bayside Plan. The property consists of a two-mile corridor that runs from Hadlock Field to the former AAA building on Marginal Way.

Opportunity: The Bayside Plan envisions the bayside business and Technology Park, a redevelopment area encompassing the land from I-295 to Somerset Street, from Franklin Arterial to Forest Avenue. This district will include a pedestrian/bicycle trail along the rail corridor with connections to the Eastern Prom Trail, Back Cove, Deering Oaks and Hadlock Field. As the corridor widens within the former railroad yard (between Franklin Street and Preble Street), the 6.8-acre parcel provides significant redevelopment opportunities integrated with the trail. The total land area of the corridor is estimated to be 13.2 acres.

Specific Task: Acquire the Union Branch railroad property from Deering Oaks to the former AAA building.

- The Maine Department of Transportation has purchased the railroad property from Guilford Transportation.
- Tewhey Associates has conducted an environmental assessment of railroad property not previously tested.
- The Maine Department of Environmental Protection has approved a Voluntary Response Action Plan (VRAP) remediation plan for the railroad property.
- Finalize property acquisition, terms and conditions with MDOT and Guilford Transportation, including special remediation requirements.
- City Council approves acquisition.
- Develop a remediation development and layout plan for the redevelopment of this site. Construct infrastructure necessary for the development of the railroad property including reconstructing Somerset Street Sewer, extending Chestnut Street from Somerset to Marginal Way (City is in process of acquiring the land), conducting remediation and improving the rail yard site, including constructing the trail and preparing development lot pads.
- Market the rail yard parcels for redevelopment.

³ A New Vision for Bayside, Book Two: Implementation, Portland, Maine, April 2000.

Financial Resources: Acquisition and development costs will likely come from a variety of city, Federal, state and private sources. Likely public sources of funding include CIP and transportation grants (TEA-21 Enhancement funds). Planning and remediation funds will come from the USEPA. Federal infrastructure and redevelopment financing will come from Economic Development Administration (EDA) and HUD/EDI. The total project budget is \$6 million.

Private Funding: The City should reserve portions of railroad yard (Franklin Street to Preble Street) for trail and economic development purposes. The remainder of the corridor east of Forest Avenue should be reserved for trail purposes.

Responsibilities: The Department of Planning and Development is coordinating this redevelopment effort with Corporation Counsel negotiating with MDOT and the railroad, and the Departments of Transportation and Public Works participating.

II. BAYSIDE CRITICAL ACTION #2: REDEVELOP THE SCRAPYARD PARCELS

Background: The single most inhibiting factor to the successful redevelopment of Bayside is the continued presence of the active scrapyards. This heavy industrial use occupies parcels that could support more productive economic development; the current use is an incompatible neighbor to potential higher value neighboring uses, and the environmental impacts of scrap metal recycling is a concern. The City will need to effect the removal of the scrapyards to enable the quality and quantity of development envisioned in the plan.

Existing Conditions: There are three scrap metal yards in Bayside, owned by two different owners.

- The Finkleman site is owned by Prolerized New England, a national metal recycling company. It is adjacent to the railroad property on Somerset Street. The .85-acre parcel is apparently too small for their operations.
- E. Perry Iron and Metal Co. controls two scrapyard sites. The larger of the sites (1.65 acres) includes nearly an entire block bounded by Pearl Street, Kennebec Street and Lancaster Street. The second yard is next to the Finkleman site.

Tewhey Associates, the environmental consultant for the Bayside Plan has completed a number of soil borings in the Brownfield area but access was not gained on the scrap metal sites.

Facilitate the Redevelopment of the Scrapyards. Following the acquisition and remediation of the rail yard, the City will enter into an active dialogue with the scrapyard owners to achieve the above goal. Issues that need to be addressed in this effort include the following:

- Identify barriers to relocation of the scrapyards.
- Identify funding incentives to relocate or close the scrapyards.
- Develop strategies to facilitate the redevelopment of the Bayside parcels.
- Consider public or private initiatives to redevelop the scrapyard parcels.

Financial Resources:

- Brownfield's clean-up revolving loan fund. The City has received a \$500,000 revolving loan fund from the EPA to help finance the clean up of contaminated sites. Liability insurance

also is available through the program. This program could make these properties more marketable and attractive to developers. Supplemental funds of up to \$1 million per project are available once the initial allocation is utilized.

- City Property. Once the City acquires the railroad property, portions of the land could be sold for development, generating resources that could be used for scrapyard redevelopment.
- Brownfield's Funding. Brownfield funds will be used to conduct soil tests and prepare remediation plans for these properties, if access is given.
- Tax Increment Financing. As Bayside develops, a portion of the tax increment can be captured and invested in infrastructure and further redevelopment opportunities.

Time Frame: The City will initiate a dialogue with the property owners.

Responsibilities: The Department of Planning and Development is coordinating this program with assistance from other City departments and the State MEDEP. Tewhey Associates to provide ongoing environmental consulting.

III. BAYSIDE CRITICAL ACTION #3: BUILD MORE HOUSING

Opportunity: An urban district must have a mix of residence and a critical mass of dwellings to be truly vital. The Bayside Plan will fill in, extend and enhance the existing residential fabric with a substantial amount of new housing units. A diversity of dwelling types will enable citizens from a wide range of economic levels, age groups and life circumstances to live in Bayside. Careful attention to design, scale, density and variety will create a healthy and compatible neighborhood similar to other successful urban neighborhoods on the Portland Peninsula.

Goal: To create a healthy mixed-income neighborhood with new rental and owner occupied dwellings in a variety of sizes and types, replacing housing units lost over the past 40 years, attract residents to live, work and play in Bayside and Downtown, and reconnect Bayside's residential fabric from Parkside to East End. Housing in Bayside can become a model for countering sprawl, and provide an attractive alternative for people who could choose to live elsewhere. Early developments in Bayside, like other redeveloping central city areas across the country, will attract downtown employees, students and young professionals who want the convenience and excitement urban living offers. Over time others will be attracted to the neighborhood as well.

Unit Goals: 800 New Units – Mix of Incomes, Housing Types, Owner Occupied and Rental, 300 New units in five years, 500 Additional new units in twenty-five years. Unity Village opened in 2001 with 45 new units.

Implementation Tasks:

Coordination of Housing Goals:

- Identify potential housing sites and available land. A survey of potential sites with a preliminary feasibility analysis has been completed.
- Solicit developers for both profit and non-profit housing.
- Work and negotiate with current owners and potential buyers to stimulate housing development.

- Work with designers and architects to ensure well designed, neighborhood compatible development. Work has begun on standards to provide guidance to developers on the scale and design of newly constructed housing.
- Develop new zoning regulations for Bayside that encourage new housing at a high residential density commensurate with Bayside’s role as an urban mixed-use neighborhood. Work has begun on the R-6 Infill zoning amendments and Urban Housing Overlay Zone.

Work with Housing Committee and City Council to:

- Develop ongoing housing strategy for Bayside.
- Secure new resources for housing.
- Develop demonstration project on City owned land: Unity Village is built. Conducting a feasibility study of converting the current Public Works site to housing is underway.
- Annually review progress toward goals.
- Annual monitoring of developments –serving target populations

Financial Resources: City Funds: An annual allocation of City funds or City contributions of land for housing would allow the City to participate in a wider variety of housing developments serving a broader mix of income groups. HCD Housing Development Fund: Current funds available for housing development citywide are \$600,000. HCD allocations and program income over the next few years may be less. Allocations specifically targeted to Bayside may be needed. HOME Grant: Annual entitlement of approximately \$600,000 citywide. CDBG: Approximately \$2.2 million, possible annual allocation for housing. TIF: Available for redevelopment of blighted commercial property for mixed uses – e.g. Holt Hall. Federal and State Resources.

IV. BAYSIDE CRITICAL ACTION #4: CREATE TRANSIT-ORIENTED DISTRICT

Background: The Bayside Business and Technology Park, along with the plan new housing developments, will integrate new development with parking garages and transit services. The objective for dense urban development of mixed uses in Bayside cannot be achieved with reliance primarily on surface parking lots for automobile storage. Surface parking will consume a vast amount of scarce real estate unless strategically located parking structures are provided. Phasing and placement of garages should be designed for maximum shared use by resident, workers and shoppers, and should connect directly to adjacent arterial streets, I-295 and transit services. Appropriately placed parking garages can serve both the parking needs of new development in Bayside, and serve as hubs for transit servicing Bayside and Downtown Portland, and linking directly to all transit modes, including the Jetport, Ferry Terminal, intercity bus and rail service. Proposed rail service includes a Bayside Station at the end of Chestnut Street at Marginal Way. This rail stop will include a platform and small station with connections to the Amtrak Station on Sewall Street. It will also be connected to destinations north of Portland, including Pineland, Lewiston, Yarmouth, Brunswick, and other locations serving commuters, tourists and other travelers.

Opportunity: The redevelopment of Bayside will stimulate the need for additional off-street parking in the Bayside neighborhood. A new parking garage should be built to coincide with new developments in the neighborhood, since parking for the existing businesses in the area is already at capacity. Additional parking structures should continue to be built as development in Bayside continues. While new parking structure will likely need to be created, mixed-use and intensive land development as well as quick and

convenient transit service will combined make Bayside a neighborhood that has genuine choice. The Transit-Oriented District concept is a key element to achieving this.

Goals: To provide safe, efficient and conveniently located parking to serve the multiple uses in the Bayside area, such as offices, retail, residents and employees. To provide pedestrians, bicyclists, bus and auto riders a balanced transportation network in Bayside that is linked to other neighborhoods and transportation service centers.

Implementation Tasks

- A full parking study, in addition to a traffic study should be performed for any large projects. The parking study will substantiate the amount and locations of new parking needed. This study will help the City plan and coordinate adequate parking facilities for new development in the Bayside area. This should include the needs of social services, private offices, retail and housing.
- Coordinate the planning, location and sequencing of parking facilities, reflecting the pace of development. Garages should be designed for shared uses, and ease of ingress and egress.
- Develop a parking management plan that provides for the shared facilities to address the various parking needs of the area, such as residents, shoppers and retail/office staff etc.
- Coordinate planning and improvement of transportation-related facilities and services to achieve transit-oriented development. Determine feasibility.
 - The City's former salt shed site was redeveloped for an office building through a public/private collaboration.
 - City is in the process of acquiring land to extend Chestnut Street to connect with Marginal Way. The extension will improve pedestrian and vehicular traffic patterns and supports the objectives of the Transit Oriented District.
- Identify a site for the first garage and the resources and process needed to move towards construction. The railroad property presents one location opportunity. Publicly owned land on Marginal Way and other locations will arise as development occurs.
- The Bayside Development Committee has recommended that a small train station be located in Bayside and that the site should accommodate private development.
- The plan for a bicycle and pedestrian trail through Bayside improves circulation and supports other modes of transportation.
- Portland Explorer, the inter-terminal shuttle, will serve the Bayside Station and connects with all other transportation centers.

Moving into the Future: with it high visibility, easy access from the highway, and large areas of underutilized land, Bayside is a well-positioned hub which can support the City's transit goals, by evolving into a Transit Oriented District (TOD)⁴ or Transit Village. In Portland people could use trains, cars, bus, bicycle and ferry. All of these modes of transportation can be linked with a bus, the Portland Explorer, which continuously runs to the regional train, island ferry, international ferry, and PULSE inter-city bus centers. The commitment to Bayside as an integral part of the downtown, and to the Social Services community as an important service center for a less mobile population would be well supported by the ongoing development of well-planned transportation facilities.

Financial Resources: City CIP; a \$275,000 Transit Oriented District Grant for infrastructure; private development/public-private co-development; city land could be donated to encourage private

⁴ Transit Oriented District (TOD) is an approach to arranging land use and development for the following benefits: reduced traffic; increased pedestrian access; improved air quality; reduced sprawl; preserved open space; increased street retail and entertainment; improved economy; work force competition; growth of alternative family households; income diversity (more people without cars).

development of a garage; explore availability of federal funds for shuttle service or garage; and secure state and federal funding for passenger rail facilities.

Responsibilities: Department of Planning and Development in coordination with Parking, Transportation and Waterfront, Public Works and Finance. Others include Metro and developers.

V. BAYSIDE CRITICAL ACTION # 5: SECURE THE FUTURE OF PORTLAND'S SOCIAL SERVICE NETWORK

Background: Historically, Bayside has been the location of social and public health providers in Portland. Bayside will continue to be the heart of Portland's social service and public health safety network. This comprehensive network is an important community asset. The City and providers will work together in defining and securing space that is sufficient in size, design and location to serve their clients and the larger community. The City and providers will work together in identifying and securing funding sources. The emergency shelters and critical Tier One services will receive priority attention.

Implementation:

- Form a Bayside Social Services subcommittee of the Bayside Development Committee, which will identify and bring social services and public health stakeholders together.
- Develop a space and siting model that addresses the needs of the Tier One providers. This is to include program identification: square footage needs; accessibility (walking distance of residential neighborhoods and public transportation); location (proximity to residential neighborhoods and the new DHS building); and conceptual/architectural design to ensure a well designed, neighborhood compatible development, i.e., campus style.
- Identify available financial resources. It is anticipated that funding will likely come from a variety of city, state, federal and private sources. Specific funding sources may include HCD funds, CDBG funds and CIP funds.
- Work with the Health and Human Services Department and City Council in developing ongoing strategy for social services and public health community network, and to secure new resources to that end.

Time Frame: Short Term - confirm funding. Long-term, confirm funding, build and confirm viable location.

Providers: The Tier System used in the report from the Social Services Subcommittee breaks down the non-profit service providers into three categories, from those that most need to be located in Bayside to those that can function anywhere in the larger Portland community. The purpose of this system is to help plan and secure the size and location of Social Services space needed in Bayside district.

Stakeholders: City Departments in Health and Human Services, Planning and Development, Transportation, Corporation Counsel, Facilities, and Public Works. State Departments in Human Services, Mental Health and Substance Abuse, and Labor.

EASTERN WATERFRONT REDEVELOPMENT AREA

I. INTRODUCTION

The redevelopment of the Eastern Waterfront provides a unique opportunity for Portland. The construction of a marine passenger terminal in the city will spur interest and vitality in a neglected and underutilized portion of Portland's urban waterfront. Development will serve to integrate the working waterfront, commercial business areas and the Munjoy Hill neighborhood. Through strict design guidelines, traffic management, pedestrian amenities, open space enhancement, landscaping and encouraging a mix of residential, commercial and transportation use, the Ocean Gateway Passenger Facility and the surrounding areas will transform into a walkable and connected part of the city. An integrated Master Plan allows the City to support the working waterfront, promote economic development, and enhance and protect our residential neighborhoods.

The Master Plan for the Redevelopment of the Eastern Waterfront includes principles for the redevelopment of the area, including recommendations for zoning and design guidelines. The Master Plan also offers strategies for a phased development of the Eastern Waterfront.

II. PRINCIPLES OF REDEVELOPMENT FOR THE EASTERN WATERFRONT

Underlying the implementation of the Eastern Waterfront Master Plan is a policy framework to guide the rezoning of the Eastern Waterfront and to provide design parameters to realize the vision of the Master Plan. The principles are of equal value and should be applied uniformly during the evaluation of proposed land use policies and development for the Eastern Waterfront. The main principles are listed below and the complete set of principles and policies are found under State Goal G, Marine Resources of Volume I.

- a. **Character and Impact of Development:** Development within the Eastern Waterfront will be compatible with the surrounding areas, neighborhoods, natural environment and maritime uses.
- b. **Mixed Use⁵:** Development within the eastern waterfront will create a vital and active mixed use urban area that generates life and use every day of the year and all hours of the day.
- c. **Maritime Resources:** Development in the eastern waterfront on piers, bulkheads, and on land within 75' of mean high water line, will give priority to compatible water-dependent and maritime uses.
- d. **Economically Responsible Development:** Development in the eastern waterfront will provide a significant benefit to the City and regional economy.

⁵ Note: Mixed use includes but is not limited to residential, commercial, public, institutional, marine, park, trail and industrial uses (all as generally defined in the B-5 Zone of the Portland Land Use Code.)

III. ZONING

Rezoning the Eastern Waterfront will follow the principles and policies of the Master Plan and will concentrate on four distinct areas. The zoning concepts will address the Central Redevelopment Area, the Passenger Port Development, the Portland Company Complex, and the Small Vessel Support Area. Please refer to the Future Land Use Plan for a general description of the proposed areas to be rezoned.

IV. EASTERN WATERFRONT DESIGN GUIDELINES

The first principle of the Eastern Waterfront Master Plan calls for development that is compatible with surrounding areas. A primary objective of this principle is to create design guidelines for the Eastern Waterfront as part of the City's zoning code. The Design Guidelines have three intended applications:

- a. As an evaluative framework for City sponsored projects or projects located on City controlled land;
- b. As a handbook for private developers to comply with the City's vision for the Eastern Waterfront; and
- c. As a policy basis for future zoning and land use ordinance changes for the Eastern Waterfront.

The Design Guideline Subcommittee of the Waterfront Development and Master Planning Committee produced a draft set of Urban Design Guidelines for the Eastern Waterfront. The design guidelines promote compatible design of streets, buildings, open space, parking, and changes to the water's edge that will contribute to the value of public and private property and the quality of life for Portland residents. The policies and recommendations to create and implement design guidelines in the City's code are summarized below and are listed under the Future Land Use Plan.

Policies for Development Design Guidelines

- 1) Initial development of phase-one, Marine Passenger Terminal should set the stage for a long-term vision for the east end of the waterfront.**

Recommendations:

- a. Establish a foundation of public infrastructure in conjunction with Phase One of the Ocean Gateway Facility that contributes to the broader public realm and lays the groundwork for future development.
- b. Every increment of development, especially public development, should incorporate public amenities that contribute to creating a special sense of place.

- 2) Develop a holistic view that recognizes development opportunities in the Eastern Waterfront will evolve incrementally.**

Recommendations:

- a. Develop in phases that both stand alone and work together.
- b. Integrate public and private development in a positive, secure, and elegant manner.

V. BUILD-OUT POTENTIAL

The Master Plan for Redevelopment of the Eastern Waterfront presents a vision for phased development of a new urban neighborhood, which is portrayed in the attached plans (Drawings #1-4). The first phase of this redevelopment plan is the construction of the Marine Passenger Terminal and there are four development schemes for the area upland of the waterfront:

- a. Phase One: Marine Passenger Terminal
- b. Plan 1, Initial Street Layout
- c. Plan 2, Initial Development
- d. Plan 3, Possible Public/Private Build-out Scheme
- e. Plan 4, City Property Only Build-out Scheme

Development within the Eastern Waterfront will integrate with the Marine Passenger Terminal Project in a manner that compliments the intermodal transportation use of the facility and enhances the development opportunities of adjacent property.

Drawings #1 –4 show how the Eastern Waterfront could potentially develop over the next ten to twenty years. These schematic plans provide the general direction for development and are not a prescription for specific buildings. The key elements diagramed are the location of an extended Commercial Street, the establishment of a public street grid as an extension of existing city blocks, and the retention of sufficient upland to support the deep-water marine use of the Maine State and Atlantic Piers.

It will be contingent on each phase of development to closely account for negative traffic and aesthetic impacts of new building, uses and streets. The Peninsula Traffic Study is underway to evaluate existing traffic patterns, to project potential impacts of future development and to identify infrastructure improvements. More details regarding this study are found on page 25. Adequate and stringent traffic management will be a necessary component of every new building and street extension to ensure the protection of Munjoy Hill, the Casco Bay Island Ferry users, visiting pedestrians, and the existing traffic circulation system.

a. Phase One, Marine Passenger Terminal

The Ocean Gateway facility is the first phase in the development in the Eastern Waterfront with the expansion of the Atlantic Pier and the construction of the Marine Passenger Terminal. The recommended Phase One facility plan is described in detail in the Ocean Gateway Project Supplemental Report dated November 2001. Existing pavement situated between the Maine State Pier and the Atlantic Pier is reserved for vehicle circulation and Scotia Prince queuing, and a new entry to the facility is established from India Street. The Eastern Promenade Trail east of the Atlantic Pier is relocated along the water. The balance of City owned land remains in its current condition as surface parking. It is anticipated that the activity and infrastructure provided by the marine passenger industry will act as a catalyst for both private and public investment on adjacent lands.

b. Eastern Waterfront Plan 1, Initial Street Layout

The Initial Street Layout shown on Plan 1 represents the potential infrastructure established by the Ocean Gateway construction plus the re-alignment and extension of Commercial Street from India Street to Pier #2 and adjustments to the Narrow Gauge Railroad and the Eastern Prom Trail. The balance of City controlled property would be improved for surface parking and open space

development. Removal of the parking south of the re-aligned railroad is recommended as a means to (1) eliminate the public's number one "nightmare" for the area (surface parking on the water,) and (2) provide the optimal environment for high-value uplands development. Plan 1 begins to integrate the transportation facility with an expanded city street system and sets the stage for high value investment in the adjacent uplands.

c. Eastern Waterfront Plan 2, Initial Development

Plan 2, Initial Development, demonstrates that the City can begin to build upon the Ocean Gateway framework in the short term. Building 1, as shown, envisions a parking structure wrapped with mixed-use development. While this structure could occupy largely City owned land (and a portion of private property,) Building 2 represents a similar structure developed on private land in a portion of the Shipyard Brewery Complex. This early phase of development would help to provide needed parking for the marine passenger industry, island residents, and commercial tenants. Noted in gray on the graphic, Hancock Street extends along its historic right of way from Middle Street to Fore Street, and further south to the Commercial Street Extension. Plan 2 begins to establish a new urban street grid within the Eastern Waterfront. As stated above, new streets will need to provide both pedestrian friendly amenities as well as adequate traffic management so as to be an asset and not a burden to the Munjoy Hill neighborhood.

d. Eastern Waterfront Plan 3, Possible Public/Private Build-out Scheme

Plan 3, Possible Public/Private Build-out Scheme, shows how the private Farley and Marino properties could be combined with the City controlled properties to allow for a unified building and street network. Commercial Street would continue easterly toward and interface with the Portland Company complex. North /south streets extend from Fore Street creating an interconnected street network and defining development blocks. Mountfort Street, which is both a direct connection to Rte 295 (via Washington Avenue) and an identified high accident location (at Fore Street,) needs close and careful scrutiny. Future traffic design and management will need to address whether restricting access from Fore Street or creating one-way flow will be needed to protect the residential nature of Mountfort Street and southerly Munjoy Hill.

The Waterfront Development and Master Planning Committee recognizes the advantages of public/private partnerships to make available the larger resources needed to implement the vision of the Master Plan. Combining the land resources of the City with land and private capital of the private sector is one means of augmenting the resources available for redevelopment.

e. Eastern Waterfront Plan 4, City Property Only Build-out Scheme

Plan 4, City Property Only Build-out Scheme, shows that if private/public partnerships prove to be impractical or unworkable, the City retains adequate land to allow significant high quality development opportunities. While significantly less ambitious than Plan 3, the City-only option shows a large wrapped parking structure and an 80,000 square foot mixed-use building.

Both Plan 3 and 4 show a combination of open space and low-level active marine use on the waterside of the Commercial Street Extension. The siting and selection of structures and uses along the water's edge need to respect and compliment open space design and upland development potential. Uses that have been considered include a tugboat pier, public landing

and short-term berthing, public boathouses, and other “low impact” active and passive water dependent uses.

VI. IMPLEMENTATION OUTLINE

The following tasks outline implementation measures for the Eastern Waterfront Master Plan. Elements that have been completed or are underway are noted.

1. Establish an Implementation Work Group *(complete)*

The implementation of the Master Plan needs the attention and management of City Staff to realize the vision of the Master Plan and to coordinate the permitting and construction of the Marine Passenger Terminal. The Community Development Committee should oversee a staff work group comprised from members of the Departments of Planning and Development, Transportation, Public Works, Parking, Public Safety, and Parks and Recreation. The charge of the work group will be to coordinate the measures necessary to implement the Master Plan as integrated with the Marine Passenger Terminal project.

2. Establish a Time Line for Implementation *(working draft complete)*

The first task for the Eastern Waterfront work group should be to establish a time line for implementation. While many aspects of the Master Plan depend on market conditions in the private sector, the timeline will scope the phasing of zoning amendments, State and Federal permitting, City RFP distribution and construction of publicly financed elements of the Master Plan and the Marine Passenger Terminal.

3. Zoning Recommendations *(B-6 Zone Adopted December 2004)*

The Waterfront Development and Master Planning Committee recommended the B-6 Business Zone to realize the vision established by the Master Plan. Adjustments to the waterside, marine zoning could be approached first to allow the construction of parking garages in what is now the Waterfront Port Development Zone.

4. Final Design and Permitting for the Marine Passenger Terminal *(approved and construction will begin 2005)*

The final design and permitting processes for the Marine Passenger Terminal Project are complete and construction will begin in 2005.

5. Future of the Maine State Pier and Casco Bay Lines Terminal *(Process to be combined with the Ocean Gateway design and permitting process)*

Establish a process to plan for the future of the Maine State Pier and the Casco Bay Lines Terminal Facility.

6. RFP for City Controlled Parcels *(on-going process)*

Utilizing design guidelines and development principles established in the Master Plan, the City should stimulate development in the Eastern Waterfront through an RFP process. RFPs for City parcels should be targeted and structured specifically to implement the vision of the Master Plan

and serve the needs of the Marine Passenger Terminal. The first RFP was distributed in 2004, which sought proposals for a parking garage with mixed uses at the corner of India and Fore Streets.

7. Public/Private Partnerships (*discussions with private property owners and the development community is ongoing*)

Either through the RFP process, or through direct partnership with abutting landowners, the City will work to realize the vision of the Master Plan. The Committee recognizes the advantages of the private sector to bring resources and vision to the redevelopment effort. Where mutually advantageous relationships can be forged, the City should engage with private property owners to simultaneously provide public amenities, private development, and tax revenue to the City of Portland.

WATERFRONT ECONOMIC DEVELOPMENT INITIATIVES

I. INTRODUCTION

With the adoption of the Mayor's Taskforce II Report on Waterfront Economic Development as an element of Portland's Comprehensive Plan, the City Council formally recognized the unique development needs of the waterfront from both an infrastructure and a business perspective.⁶ In order to turn the Report's recommendations into waterfront economic development opportunities, a program to create a funding mechanism through Tax Increment Financing ("TIF") Districts was put in place.

II. WATERFRONT ECONOMIC REDEVELOPMENT ZONE

The City Council enacted the Waterfront Economic Redevelopment Zone ("WREZ") Ordinance in 2001. The WREZ establishes that any property within the designated geographic area that increases in value by an amount greater than \$400,000 over a two-year period will be subject to inclusion in a TIF application. By utilizing Tax Increment Financing, a revenue stream is created from the captured tax increment, which will be directed back into the Redevelopment Zone for the purpose of improving Portland's waterfront and the businesses that it sustains.

The WREZ Ordinance is intended to be in effect for multiple years until the captured value of properties in the TIF Districts reaches 1.25% of the total taxable valuation of the City. Five initial TIF Districts were created in 2002 and additional Districts will be created to further implement the Task Force II Report recommendations. The Waterfront Economic Redevelopment Program is intended to be greater in scope than these five Districts could support individually. The Redevelopment Program calls for addressing the ailing pier and wharf infrastructure, providing assistance to waterfront businesses, remediation of environmental contaminants, dredging and the like. The expected result of this effort will be to preserve our marine economic heritage and to give those water-dependent industries an opportunity to survive and indeed flourish on Portland's waterfront.

III. WATERFRONT ECONOMIC DEVELOPMENT ADVISORY COMMITTEE

The WREZ calls for the creation a Waterfront Advisory Committee that will quantify the potential revenues derived from the TIF Districts and recommend a program of action for the use of those funds. The Waterfront Economic Development Advisory Committee was empanelled in 2002. The activities to be undertaken include the following:

- **Waterfront Loan Fund Capitalization**
Coastal Enterprises, Inc. (CEI) has entered into a co-lender agreement with the City. Through Portland's Economic Development Center, specifically the Downtown Portland Corporation, loan funds will be available on a matching basis with the funds from CEI, in addition to any private lending assistance.

⁶ The goals and policies for the Mayor's Taskforce II Report on Waterfront Economic Development are listed under State Goal G, Waterfront of this document.

- **Pier and wharf Structural Repair**
 It is estimated that \$1.4 million is needed to repair 14 wharves within three years, with an additional \$1.8 million needed over the next 10 years.
- **Local Match for Ocean Gateway Project**
 The voters of Maine approved an allocation of roughly \$15 million for construction of a marine passenger facility, requiring a local match of nearly \$1 million.
- **Street Improvements**
 Significant transportation improvements will be required to accommodate the increased traffic associated with the Ocean Gateway facility and adjoining development, which will impact the street network and waterfront. Emphasis will be on Franklin Arterial, Commercial Street and India Street.
- **Pedestrian Circulation and Amenity Improvements**
 It is imperative to create pedestrian improvements and amenities that will increase the ease of access and enjoyment for visitors and residents alike.
- **Structured Parking**
 There is a considerable need for parking for the Ocean Gateway project and additional retail and office space expected within the Eastern Waterfront. Waterfront land is scarce and valuable, so new development will require structured parking solutions. Estimates for construction of a 500-car facility range between \$6 and \$7.5 million.
- **Waterfront Business Assistance and Outreach & Program Administration Costs – Economic Development Center.**
 The Economic Development Division of the City of Portland and specifically the Downtown Portland Corporation (“DPC”) and the Resource Hub (referred to as the Economic Development Center) will build and administer a waterfront-centered outreach and marketing program. The program will be run with multiple partners. The Downtown Portland Corporation underwrites and authorizes business assistance loans and grants. The waterfront outreach program will offer business planning, marketing or financial assistance.
- **Dredging and Combined Sewer Overflow (CSO) Impact Mitigation**
 The Report recognizes the environmental and financial burdens caused by combined sewer overflows and storm water pipes that discharge into the harbor. There are considerable public health benefits associated with eliminating CSOs and the contaminated dredge material. The report recommends that the City devise a mitigation strategy and subsidize a portion of the costs of dredging and disposing of contaminated material.

PENINSULA TRAFFIC STUDY

I. OBJECTIVES OF PENINSULA TRAFFIC STUDY

The City of Portland has embarked on a number of substantial transportation projects and planning initiatives that will have a significant impact on future traffic and development patterns throughout the City. The Comprehensive Traffic Analysis of the Portland Peninsula provides an opportunity to address Portland's capacity to provide functional, yet welcoming gateways to the City, while identifying existing and future activity centers and their potential traffic generation.

Major planning initiatives undertaken in the 1990's included the Downtown Plan, Transportation Plan, Industry and Commerce Plan, Deering Oaks Master Plan, Bayside Vision Plan, Future Rail Station, Downtown Traffic and Streetscape Study, and the Eastern Waterfront Master Plan. While each study identified the need to increase access and mobility to the Peninsula, there is a consistent acknowledgment of the growing tension and conflict between neighborhoods and the arterials that bisect them. Current planning projects, address the need to balance regional traffic within a neighborhood and public spaces, such as Portland's Traffic Calming Policy and the Deering Oaks Master Plan of 1994.

Portland is taking a comprehensive new look at traffic patterns onto, through and around the peninsula to determine what improvements to the system should be undertaken over the next five to twenty years. Recognizing the prospects for new development in Bayside, downtown, and the waterfront, along with several infrastructure and park improvement plans, there is a need to consider the combined effects of these initiatives and devise appropriate transportation management actions and infrastructure improvements. The Peninsula Traffic Study concentrates on the following activity centers: Intermodal Station in Bayside; Ocean Gateway and the Eastern Waterfront; Bayside Redevelopment; I-295 Connector Road and interchanges. The study will identify preferred routes to these centers, assess their potential traffic generation and associated impacts throughout the peninsula, and suggest alternative arterial designs to facilitate circulation and mitigate negative impacts on neighborhoods and parks.

II. STATUS OF PENINSULA TRAFFIC STUDY

The Peninsula Traffic Study consulting team has conducted a comprehensive "origin and destination" (O and D) analysis of traffic entering and exiting the Portland peninsula. Using the results of the O and D study in combination with development and traffic growth projections, the consultants have built a detailed traffic simulation computer model of the Portland arterial and collector system within the study area. The model has provided invaluable assistance for analyzing sub-areas within the broader study area including the Eastern Waterfront, Bayside and Rte 295 interchanges at Franklin Arterial and Forest Avenue.

The Study currently is evaluating alternative circulation patterns for arterial traffic in the Deering Oaks Park area, and will continue to evaluate alternative designs for increasing capacity on Franklin Arterial. The study will conclude by tying selected alternative designs into an integrated peninsula-wide roadway analysis. The study's citizen oversight committee will soon begin considering the alternative designs and evaluating system-wide integration for the study area. The study will be completed within 2003.

TRANSPORTATION INITIATIVES⁷

I. THE DEPARTMENT OF TRANSPORTATION

The Department of Transportation is responsible for the transportation centers that serve the City as well as providing a coordinated approach to the development of passenger and freight transportation systems, including air, sea, and surface transportation (specifically rail and bus).

The Department is headed by the Director who reports to the City Manager. Within the Department are several divisions including the Portland International Jetport and the Port of Portland. The Jetport Manager is responsible for the administration and operations at the airport. The Marine Manager is responsible for maritime administration and operations related to the municipal maritime facilities in the port, as well as the Portland Fish Pier Authority. The department also focuses on the importance of the fishing industry through our office of Fisheries Projects and Policy management. There are central administrative and facility functions within the department.

In addition to terminals, the Department focuses on the development of passenger and freight rail systems, coordinating transportation efforts with the State and working with agencies and communities in the region interested in transportation issues. The Department is also responsible for development of the Portland Station Project, which will serve the needs of railroad and bus passengers.

Purpose

The Portland Department of Transportation provides a coordinated approach concerning the direction, maintenance and growth of the seaport, airport and surface transit in order to provide seamless transportation for passengers and freight. Because of this network, the Transportation department lays the groundwork for a vibrant, sustainable economy. Portland's strong working waterfront is based on industry, fishing and tourism. Portland's Jetport continues to be a convenient airport focused on expansive flight destinations, affordable ticket prices and freight. By coordinating an interconnected surface system, the transportation department takes a comprehensive approach that includes, trails, rail, buses and ferries.

The Portland Department of Transportation provides a culture for creating a safe and healthy place to live and work. Primary goals include a safe and secure environment for all travelers, environmental stewardship through awareness, practice and clean fuels, and less automobile traffic within Portland. Community Involvement is essential to maintaining the efficiency, safety and future needs of Portland's PORTS through committees, studies and feedback.

Objectives

- **To Strengthen the Region's Economy by Promoting the Port of Portland and Portland Jetport, which fosters the development of jobs and businesses.**

⁷ Strategic Action Plan, Portland Department of Transportation, 2002-2003, Jeffrey W. Monroe, M.S., M.M., Director, Jeffrey Schultes, A.A.E., Airport Manager, and Benjamin Snow, M.M.L., Marine Manager

- **To develop and manage safe, secure and efficient transportation facilities which meet the needs of regional customers and enhances the quality of life.**
- **To maintain a professional organization to serve the needs of the public.**

II. THE PORT OF PORTLAND

Portland is the largest seaport in New England handling more tonnage and international passengers than any other Port in the region. The City's municipal facilities and waterfront support a diverse economic mix that is healthy and active. The port has deep-water channels, excellent berthing for vessels of all sizes, a new bridge with exceptional horizontal width and an active marine industrial and commercial industry. The port continues to grow at a steady pace but competition from other ports is impacting its general cargo base. While the passenger trade is growing, it is nearing capacity as the trend of cruise ship size increases beyond the capability of the current facilities in the port. Portland remains one of the major fishing ports in the nation but faces challenges from decreasing fish stocks and regulatory restrictions. The port faces the same concerns as seaports throughout the country and must focus on its strengths and overcome its weaknesses if it is to remain an important part of the State's economic base.

Objectives

- **Manage and facilitate the development and growth of the Port of Portland to accommodate the needs of business, residences and industry.**
- **To support the Port's Development and growth by encouraging diverse marine industries.**
- **To develop safe, secure and efficient marine operations.**
- **To support the needs of the diverse working waterfront.**
- **Connect the city and its communities to the waterfront.**
- **Maintain stewardship of the deep-water infrastructure of the Port.**

Implementation

By 2005 the Waterfront division will complete:

- Phase I of Ocean Gateway, which will include infrastructure such as berthing and terminal expansion.
- The Scotia Prince will be moved to Ocean Gateway from the International Marine Terminal (IMT). The IMT master planning process calls for several improvements beginning when the Scotia Prince leaves (perhaps some sooner) in 2005 including: pier reconstruction, relocation of utilities and improved circulation for container storage.

A. International Passenger Trade

- a) Develop a new multi-purpose marine terminal facility capable of accommodating the largest cruise vessels in the industry, as well as the needs of Prince of Fundy Cruises, Ltd.
- b) Continue to increase cruise ship calls and support the expansion of the market base for Prince of Fundy Cruises, Ltd.
- c) Expand Port of Portland as an embarkation homeport.
- d) Expand and integrate local tourism programs associated with international passenger operations.

B. Intra-harbor Ferry Service

- a) Design and build an expanded facility for Casco Bay Island Transit District (CBITD) operations.
- b) Coordinate the integration of surface transportation modes with CBITD ferry operations.
- c) Plan and develop infrastructure that support the needs of the island residents using waterfront facilities.

C. General Cargo Operations

- a) Expand the current International Marine Terminal to its full available acreage to include increased container operations, roll on/roll off cargo operations, maintenance/administrative/customs facility and connections to rail and highway networks.
- b) Support the development of a connector road from Commercial Street to I-295.
- c) Support development of an intermodal cargo facility to serve the Port of Portland, in partnership with private rail carriers.
- d) Expand the cargo operation carrier and service base.
- e) Develop a joint sales, marketing and trade program with private operators port-wide.

D. Waterfront Development Planning

- a) In conjunction with the City and port community, manage the process for development of a master plan for the entire Portland waterfront.

E. Fishing Industry

- a) Provide exceptional berthing and fishing vessel support facilities and maintain the highest standards at all City-owned infrastructure necessary for fishing activities.
- b) Support the development and expansion of fish processing facilities.
- c) Support the development of traditional and non-traditional fishing industries.

Objectives

- Represent the fishing industry to state and federal agencies and regulators.
- Assist processor and vessel service businesses in development and expansion.
- Assist the Portland Fish Exchange in adjusting to changing business conditions as a result of fisheries regulation.
- Support research institutions and agencies as needed.
- Support and assist environmental and fishery partnerships.
- Partner with the United States Coast Guard in expansion of Commercial Fishing Vessel Safety programs.
- Assist the fishing community in adjusting to the social and economic dislocation caused by changing fishery regulations.

F. Inter-coastal Passenger Trade

- a) In conjunction with the State's Passenger Transportation Plan, develop high-speed water ferry service from Southern New England, through Portland, to the rest of coastal Maine.
- b) Support the expansion and integration of passenger services as offered by the Casco Bay Island Transit District into statewide systems.
- c) Support the development of U.S. Flag coastal passenger service.

G. Waterfront Infrastructure

- a) Encourage reinvestment in privately owned piers by developing financing methods and other support mechanisms which maintain and nurture development of marine related businesses and infrastructure, including harbor dredging.
- b) Support the development of a statewide generic environmental impact review to determine potential dredge spoil consistencies and disposal options.
- c) Support the inclusion of public access in all new public waterfront developments.
- d) Develop and institute comprehensive preventative maintenance program for all facilities.

H. Community Alliances

- a) Develop with and support the initiatives of State, City and port community organizations.

I. Safety

- a) In conjunction with Federal, State and local agencies develop a comprehensive and consistent security and safety Marine Incident Response Program including education programs for area first responders.

III. PORTLAND INTERNATIONAL JETPORT

The Portland International Jetport is designed to provide a safe, efficient, and user friendly airport which strives to meet the needs of the traveling public and the opportunity to provide for the movement of freight and mail for the businesses and citizens of the region. Serving as an economic stimulus for the region, the Jetport provides employment for nearly 1,500 people. The Portland International Jetport serves in excess of 1.3 million passengers annually, 60% of those are business passengers. There are more than 100 daily airline departures and arrivals.

Objectives

- **To serve the needs of the region through secure and efficient facilities.**
- **To be the region's most convenient Airport of Choice by:**
 - offering more destinations.
 - increasing frequency of flights.
 - providing lower cost service.
 - maintaining the airport's reputation for ease of accessibility.
 - offering top quality travel and support services to a broad customer base.
 - including community involvement in development issues.
 - exceeding customer expectations.

Implementation

The implementation initiatives of the Jetport include the following:

- 2003, review of the master plan in coordination with local communities.
- Late January, 2003, the entire new parking garage opens.
- 2005, the runway and taxiways project completed.
- Spring 2003, Baggage claim construction begins for approximately 1 yr.
- 2006-2008, new terminal addition is on a 3-5 yr timeline.
- Spring 2003, Additional enclosed boarding for Continental and American Eagle.

A. Carriers

- a) Develop an expanded base of international and domestic flight connections, carrier services and charter operations consistent with passenger and cargo demand and based on availability of facilities and space.
- b) Attract a low cost carrier to compete in our most significant origin and destination markets.

B. Cargo Operations

- a) Plan, develop and build a new facility near the existing passenger terminal for mail, air carrier freight and aircraft services.
- b) Plan, develop and build expanded airfreight facilities in the approved freight area on the east side of the airport.

C. Master Plan

- a) Review and update current master plan, in coordination with local communities.
- b) Undertake as demand dictates, Jetport development consistent with the Master Plan.

D. General Aviation

- a) Design development plan for new general aviation area including a new taxiway.
- b) Develop improved Fixed Base Operator facilities.
- c) Develop and enforce minimum standards for commercial general aviation businesses and facilities.

E. Infrastructure

- a) Plan and construct a new parking garage for Jetport customers.
- b) Expand the public use of the new flight information data system (FIDS), combining it with information from other transportation modes through the Internet, local cable television services, and at all transportation centers.
- c) Plan ongoing airline ramp improvements and reconstruction of runway 11/29 and taxiways, including new lighting system in the runway and new electrical vault.
- d) Plan and develop new car rental service areas and ready spots.
- e) Develop new facilities that cater to passengers in the terminal.

- f) Plan passenger terminal improvements including baggage claim, commuter boarding area, retail area, administrative areas, customer conveniences and an improved roadway system in front of the terminal to help with traffic flow.

G. Aircraft Noise

- a) Maintain a strong program to monitor and control Jetport ground noise.
- b) Work with Federal, State and City officials, as well as community leaders, to support federal initiatives that reduce aircraft noise, delayed flights and adverse impacts on local communities.
- c) Institute a FAA Part 150 noise study update.

H. Community

- a) Continue to work with community groups on airport development issues.
- b) Support educational programs statewide.
- c) Continue to promote Disadvantaged Business Enterprises (DBE) consistent with FAA regulations.
- d) Maintain close communications with Jetport Customs and Immigration to determine needs and service expectations.

I. Safety

- a) Continue to implement a management plan that includes expanded police and security coverage.
- b) Develop aviation specific training programs for safety, fire, police, security and airport personnel.
- c) Construct a new Air Rescue and Fire Fighting (ARFF) station and provide state of the art equipment.

J. Environmental/Regulatory

- a) Maintain plan with Environmental Protection Agency (EPA) to meet storm water pollution requirements.
- b) Continue development of plans conforming to FAA operating requirements.
- c) Continue development of plans conforming to FAA security regulations.

- d) Continue to work with the TSA to meet the Federal Security Requirements without compromising customer service and convenience.

IV. INTERMODAL TRANSPORTATION

The National Commission on Intermodal Transportation, in their 1994 Final Report, recognized that key to the development of a national intermodal transportation system was *"shared stations between carriers and modes, connections between intercity rail and local systems, interline ticketing, standardized signage, expanded parking facilities at outlying transit stations, interagency revenue sharing agreements, coordinated schedules, and improved information dissemination."*

The City of Portland is working to provide the traveling public with a seamless connector that will also serve as a spark for development and possible solution to increased area congestion. This new transportation system would connect to the Jetport and other terminals through a designated surface transit connector and be electronically linked through a data information system providing schedules for planes, trains, busses, and ferries. Passengers could efficiently connect to other modes serving coastal and inland areas. Passengers departing could have quick and easy access off the highway to a connected parking facility and then to any type of selected transportation mode. Physical connections could also be made to existing hotel or conference center facilities already located in the area. Direct connections to the Metro and similar systems would also be included.

Objectives

- **To facilitate the intermodal transportation needs of the region through coordinated development of safe and efficient facilities.**
- **To facilitate the development of a seamless transportation network throughout the region.**
- **Foster integrated transportation development consistent with customer demand and in coordination with local community involvement.**

Implementation

The implementation initiatives include the following:

- Winter 2003, Transportation Information Display System (TIDS) network with monitors, software applications, connecting all the transit stations in Portland.

A. Portland Intermodal Passenger Center

- a) Design, develop and build efficient multi-modal transportation facilities incorporating rail, bus, water ferries, mass transit and highway access.
- b) Coordinate the integration of public and private common carriers into an effective system.

B. Integrated Transportation System

- a) Develop an integrated transportation system with connections between all primary transportation centers in the City including the Jetport, proposed Ocean Gateway facility, Portland Transportation Center and the proposed Portland Bayside Train Station.
- b) Develop an integrated electronic data system available at all transportation centers and to the general public.
- c) Support and assist in the development of Statewide port, marine, passenger and freight rail, and intermodal transit initiatives including high-speed ferries, Amtrak rail service, integrated bus network and similar systems.
- d) Support regional transportation planning through cooperation and involvement in PACTS and other area planning committees.
- e) Balance the need for new infrastructure expansion with the expandability of the transportation network.

V. INTERNATIONAL AND DOMESTIC TRADE

International and domestic trade is the life's blood of the economy of the State of Maine. Our citizen's rely on the trade moving in and out of our communities. Portland's facilities are our doorways to the nation and the world.

Objective

- **The City recognizes its responsibility to our region by developing facilities and supporting initiatives that foster the growth of international and domestic trade.**
 - a) Support and assist in the development of international trade initiatives affecting the entire State of Maine.
 - b) Support the growth of international and domestic tourism.
 - c) Support statewide, regional, domestic and international transportation initiatives and programs.
 - d) Investigate the development of a Foreign Trade Zone for the Portland area.

ENVIRONMENTAL INITIATIVES

I. INTRODUCTION

The Department of Public Works has led the City's efforts to improve surface water quality in coordination with the Portland Water District, Planning and Development Department, and Parks and Recreation Department. Public Works is administering an on-going program to abate combined sewer overflows (CSO's) in Portland (refer to Environmental Resources, volume I). The City is also working with the Maine Department of Environmental Protection (MeDEP) and other communities to address the U.S. Environmental Protection Agency (USEPA) Phase II Stormwater Management Regulations.

II. COMBINED SEWER OVERFLOWS (CSOS) ABATEMENT PROGRAM

In the next five years Portland anticipates concentrating our combined sewer overflow abatement efforts in Fall Brook and the Read St. / Bay St. drainage areas. These areas are more commonly known as the Ocean Avenue, East Deering, and North Deering neighborhoods. The focus areas are tributary to CSO #7, which discharges into Back Cove by way of the Smith Creek overflow structure located at Ocean Avenue. One of the goals of the City's overall CSO Abatement Master Plan is to eliminate CSO #7. This will require a significant amount of effort in the next eight years as the service area is over 1000 acres and has an overflow volume of 100 million gallons based on 1966 precipitation data. Currently we predict the annual cost over the next eight years of over \$7 million. Impacts to the sewer user rate have not yet been defined as we are still developing the details of this implementation plan.

Each of the focus areas, Fall Brook and Read / Bay, have large combined interceptor sewers which have historically conveyed the majority of drainage. In the Fall Brook watershed the use of the "East Side Interceptor Sewer" built in the 1950's substantially reduced the flow within the Fall Brook drainage course. This resulted in the loss of a defined watercourse, namely by overgrowth of vegetation and constriction of the drainage channel due to construction. We will be re-establishing the watercourse in order to eliminate CSO #7 by conducting several sewer separation projects and rehabilitating the Fall Brook channel. Our intention is to manage the flows resulting from a 100-year storm, however we do not expect to completely eliminate the occurrence of perceived flooding.

The Read / Bay watershed will be approached differently. It's Interceptor sewer was built in the 1920's and 1930's and has no evidence of a drainage course. Therefore we will be installing a trunk storm drain system to serve the separated areas.

III. PHASE II STORMWATER REGULATIONS

Maine Department of Environmental Protection (DEP) is currently in the process of applying to US EPA for General Permits to cover regulated Municipal Separate Storm Sewer System (MS4's), small construction sites, transportation facilities, and State and Federal facilities. MS4's are required to submit a Notice of Intent (NOI) to the governing authority by March 10, 2003.

Sixty (60) days following that the MS4 must submit a five-year plan that outlines how it will achieve compliance with the six minimum measures in MeDEP's General Permit.

The City of Portland has joined an Interlocal Stormwater Working Group made up of eleven (11) communities in the Casco Bay watershed. Our partnership hired the Cumberland County Soil & Water Conservation District (CCSWCD) to develop a regionally focused baseline model for the Phase II five-year plan. Supporting organizations include Maine Emergency Management Agency, Casco Bay Estuary Program, and Greater Portland Council of Governments. It is the intention of this partnership to create a baseline stormwater management plan that can provide continuity across watersheds, regardless of municipal boundaries, and ensure minimal duplication of effort. The plan will be flexible enough to assure that each community is also able to build upon initiatives important to their particular land use trends.

A full assessment of the potential impacts of this program will occur once the General Permit language is finalized. The City anticipates that the most significant impacts over the next five years will be increased efforts to both educate and involve the public in Portland's stormwater management planning and implementation, and focusing our GIS efforts on thoroughly mapping the city's stormwater and sewer system. In the areas of construction sites, stormwater management, and municipal operation pollution prevention measures, the City of Portland is already well on its way to exceeding the requirements of this new Law under the Clean Water Act.

Beyond the obvious benefits of ensuring a healthy environment for our community, the City's stormwater management planning will also achieve a second objective regarding grant funding. After November 2004 the Federal Emergency Management Agency will limit its Pre-Disaster Mitigation (PDM) Program Grant funds to those State and local applicants who possess a viable local hazard mitigation plan. PDM grants are useful tools to achieve projects that will result in the elimination or long-term reduction of damages to public and private property from natural hazards such as flooding.

HISTORIC AND CULTURAL RESOURCES INITIATIVES

I. HISTORIC PRESERVATION IMPLEMENTATION INITIATIVES

Survey/Designation: Having completed architectural surveys for the India Street, Bayside, Fessenden Park, Coyle Park, and Gorham's Corner neighborhoods, the next step will be to consider their potential for designation under Portland's historic preservation ordinance. Individual historically or architecturally significant structures and sites not already protected under the ordinance will be evaluated for designation as well. At a minimum, the survey information will be a valuable planning resource when redevelopment initiatives are proposed for these areas. By identifying concentrations of historic structures, the survey information can be used to help protect these resources and integrate them into any redevelopment scheme.

Publications/Technical Assistance: The Historic Preservation Division is in the process of developing a series of technical briefs to assist homeowners on common building rehabilitation issues. In 2001, the office published a 37-page illustrated handbook on porch repair and replacement. The publication includes scaled drawings of standard porch details and identifies stylistic elements appropriate to various periods of residential architecture. A similar handbook is currently underway on window repair and replacement. A future publication will address historic fence styles.

Site visits to provide technical assistance are an ongoing function of the historic preservation program. Staff meets with applicants at their property to review existing conditions, discuss their proposed project, and where applicable, review alternative approaches to the project. As many applicants have little familiarity with the requirements of the ordinance or with the special considerations historic properties present, this technical assistance component of the program is of prime importance.

Education: A slide review of approved projects is prepared each year by staff for Historic Preservation Committee members. These sessions provide an opportunity to evaluate the as-built outcome of approved applications and help to sharpen future reviews. Training sessions are also held for new appointees to the Historic Preservation Committee.

Each year, the City's historic preservation program is represented at a booth at Greater Portland Landmarks' Old House Trade Show, which is attended by 2000-3000 Portland area residents. This provides an opportunity to illustrate the positive tangible results of Portland's preservation ordinance and to meet with interested homeowners.

II. CULTURAL PLAN INITIATIVES

Portland's Arts District Plan recommended the establishment of an organization to support the community's growing arts industry. In 1996 the City Council designated the Portland Arts and Cultural Alliance (PACA), an ad hoc group for the arts, as Portland's Local Arts Agency. The City provided core funding of \$80,000 per year. A full-time executive director was hired in September of 1997. Over the course of '97 and 1998 the City Planning Office and PACA worked as partners in developing *Celebrating Community: A Cultural Plan for Portland, Maine*. The Council adopted the cultural plan as an element of the comprehensive plan in October 1998.

During the period between 1998 and 2001, PACA achieved the following:

1. Expanded the Congress Square Arts and Cultural Events which offers over forty free arts and cultural events between May and September;
2. Secured a \$300,000 grant through the Maine Community Foundation and the Lila Wallace-Reader's Digest Fund. PACA created the Arts for Youth program that re-granted the monies to several local arts and cultural agencies to operate after-school programs for Portland youth;
3. Initiated Marketing Initiatives, such as a PACA brochure, which highlighted arts and cultural institutions in the Art District;
4. Created workshops for Members in areas such as art as a small business, legal issues for artists, making a living as an artist, and more;
5. Effectively advocated the State legislature to maintain and increase funding of statewide arts initiatives; and
6. Led development of a Web Site to serve as a clearinghouse of information on Portland's arts and culture. Though developed, the site has not been launched.

City support for PACA continued through 2002. The support was terminated in fiscal year 2003 due to the City's financial limitations. Currently, the PACA board is undergoing a Strategic Planning Process to determine how to best reemerge as a vital force in promoting the agendas of the *Community Cultural Plan* without the City's annual core funding contribution. The current Strategic Planning Process is scheduled for completion in the winter of 2003.

III. PUBLIC ART INITIATIVES FROM THE 2001 ANNUAL ART PLAN

Based on the Portland Public Art Program ordinance, passed by the City Council in spring 2000, the City Council adopted the first Annual Art Plan in the spring of 2001. Highlights from that first annual plan include:

- Establishment of the official Portland Public Art Collection with the adoption of nineteen publicly owned art objects into the city's collection;
- Establishment of the *Guidelines for the Portland Public Art Ordinance, Volume 1, Number 1 (dated May, 2001)*; and
- Recommendations for public art capital projects based on the percent-for-art allotment. The 2001 Annual Art Plan was based on the FY 2000 C.I.P. public art allocation of \$53,075. The public art allocation is calculated as ½ of 1% of the overall Capital Improvements Projects budget.

ACCOMPLISHMENTS FROM THE 2001 ANNUAL ART PLAN:

- Completing the conservation assessment of the full collection.
- Conservation and restoration work on the collection – Phase one: Conservation work on five objects including:
 1. The Thomas Brackett Reed statue at Western Prom
 2. The Maine Lobsterman at Lobsterman Plaza
 3. Temperance (aka: The Little Water Girl), or the Lillian M. N. Stevens Memorial Fountain
 4. The Spanish War Veterans Monument (or "The Hiker") in Deering Oaks Park.

5. “Michael” at the Monument Way plaza near Free and Temple Streets. (Note: The conservator is scheduled for the spring of 2003 to do repairs and conservation on this artwork)

- Training of Parks Department staff to do routine maintenance and conservation of the collection.
- Design work has begun on a uniform signage system for the public art collection, which will then be fabricated and installed.



Professional Art Conservator Jonathan Taggart working on “The Maine Lobsterman.” Work on this piece included casting and replacing a lost appendage on the lobster, applying a chemical coloration on the metal joints to match the bronze panels, cleaning, and application of a hot wax/chemical protection coating.

PUBLIC ART INITIATIVES FROM THE 2002 ANNUAL ART PLAN:

The 2002 Annual Art Plan was approved by the City Council in October 2002. The initiatives established in the 2002 Annual Art Plan include:

- That the fountain in Lincoln Park be included in the Portland Public Art Collection.
- That the balance of the FY 2000 conservation and maintenance budget be assigned to continued conservation of the art collection.
 1. Art objects will receive conservation treatment in order of priority as established in the 2001 conservation assessment report. The objects in most need (priority 1 – 2) are listed below:
 - Priority 1
 - George Kelly, *John Ford*
 - *Fountain at Lincoln Park*
 - Don Thayer, *Union Station*
 - George Buenham, *Pullen Fountain*
 - Clark Fitzgerald, *Milkweed Pod*
 - Priority 2
 - Franklin Simmons, *Longfellow*
 - A Uppington, *Loring Veterans Memorial*
 - F. Simmons, *Our Lady of Victory*
- That the Finance Department be authorized to accept donations to the Public Art Fund for projects designated in the 2002 Public Art Annual Plan.

1. The Public Art Committee intends to do fundraising from the private sector to supplement the public art allocation for two of the new commissions (see #2 and #3 below).
- Budgeting the FY 2001 public art fund (\$50,000) for four projects as follows:
 1. Remembrance work of art – Robert B. Ganley Plaza marker - \$8,000
Project description: bronze inlay lettering in concrete panel inset into the City Hall Plaza
 2. Expressive work of art for the Old Port - \$15,000
Project description: Commissioning of an expressive sculpture for Boothby Square. The Public Art Committee is raising \$35,000 in private donations to supplement the percent-for-art allocation.
 3. Functional work of art for Monument Square - \$15,000.
Project description: Commissioning artist designed streetscape amenity to replace the “mushroom” in Monument Square. The Public Art Committee is raising \$7,500 in private donations.
 4. Community-based works of art – pilot project in Bayside - \$12,000.
Project description: Artists work with community groups to define and create several public art objects that express neighborhood identity.

RECREATION, OPEN SPACE AND URBAN FORESTRY

I. INTRODUCTION

The vision contained in *Green Spaces/Blue Edges* lays out the future for Portland's parks and recreation resources. Considerable work has been done to plan how Portland can achieve the goals and vision. The appendix to this volume contains a table titled Status of 1994 Citywide Recommendations. There were 170 specific park improvement projects recommended in *Green Spaces/Blue Edges*. The table documents the significant progress made toward reaching the initial goals articulated in this report. Many of the citywide recommendations are completed or are on going with the exception of those that involve land acquisition. Not all of the neighborhood projects have been completed, while some projects further down the priority list are complete. This discrepancy reflects the shift by the Department to a master plan approach, earlier completion of projects by other City Departments, and changing priorities within the Department. Some projects were completed because there were opportunities to build on other projects. Other projects captured public attention and required immediate work.

Following is Table 2 that consists of the current priority list. It outlines both citywide and neighborhood priorities and recommendations. This table represents a change in approach from the original *Green Spaces, Blue Edges* in that master plan recommendations are identified rather than specific pilot projects. Master plans set out ultimate improvement objectives for specific properties so that parks, cemeteries, and greenways are developed in a cohesive, systematic way. On a neighborhood-by-neighborhood basis, activities that are included in the proposed 10-year capital improvements plan (CIP) are identified based on master plans that have been adopted by the City Council. The other recommendations are not included in any master plans or the CIP, and may not be located within a specific park, cemetery or greenway.

II. AVAILABLE RESOURCES

Green Spaces, Blue Edges is a long-term plan for physical improvements that identifies recreation and open space resource needs. It identifies the direction and policies the Department will follow over the coming years to ensure that a reasonable proportion of public investment is allocated to parks and recreation facilities within the ten-year capital planning period. In addition, some neighborhoods and project categories are eligible for Housing and Community Development (HCD) funding.

Not all recommendations require city money; private and public partnerships are encouraged. Individuals, groups and businesses may provide resources that the city is unable to provide within the constraints of the municipal budget. Partnerships have developed into neighborhoods stewardships programs such as Friends of Evergreen and the Friends of Deering Oaks. Residents, schools, businesses are involved in the design, development and maintenance of the City's open space. A variety of state and federal programs are available to fund recreation and open space projects such as the Urban Park and Recovery Program (UPARR) and Land and Water Conservation Funds (LWCF), which the city has used in the past. Other funding sources may be available from grants as well as private foundations.

Table 2
2001 Priorities
Citywide Recommendations

Management of Open Space and Recreation

<i>Administrative</i>	<p>Integrate the principles and recommendations of <i>Green Spaces, Blue Edges</i> into public programs and improvement projects.</p> <p>Ensure a coordinated, efficient and effective administrative system to manage parks, open spaces, and recreation programs and facilities to address current and long-range needs.</p> <p>Develop a database for properties and facilities.</p> <p>Increase operating budget resource for park and facility maintenance.</p>
<i>Administrative/ Physical Improvements</i>	<p>Support implementation of existing and future master plans.</p>
<i>Physical Improvements</i>	<p>Review the legal status of land considered to be parkland, clarify deed restrictions and investigate the use of vacant tax acquired property near parks and trails.</p> <p>Address deficiencies identified by the Department of Parks and Recreation.</p>

Landscape and the Environment

Recommendations

<i>Physical Improvements</i>	<p>Establish a system of arborways in the city along streets and boulevards.</p> <p>Acquire and hold needed land for athletic facilities and conservation.</p>
<i>Research</i>	<p>Undertake a comprehensive environmental assessment of the city; identify and conserve unique natural and ecologically sensitive areas. Dependent upon funding.</p>

Recreation Programs

Recommendations

<i>Administrative/ Physical Improvements</i>	<p>Establish focal points for recreation and open space in all neighborhoods—could be schools, recreation facilities or significant open spaces.</p> <p>Ensure public access to natural freshwater swimming.</p> <p>Encourage and promote water-based recreational activities including swimming, boating and fishing.</p> <p>Establish picnic facilities throughout the city.</p> <p>Playground reconstruction FY01 to FY08 at various sites around the city.</p> <p>Tree Trust Endowment \$250,000 over five years.</p> <p>Off-leash areas identified and to be developed.</p>
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Park Planning

Administrative

Recommendations

- Define long-term open space and recreation needs to ensure that an adequate share of the 10-year CIP is achieved.
- Integrate alternative transportation principles into roadway and other infrastructure and open space projects.
- Develop and update design and management plans for all parks on an ongoing basis.
- Develop management plans for stream and river corridors.
- Improve grant writing coordination between City departments.
- Design comprehensive sign system for Portland’s Parks.
- Ensure adequate park design resources to preserve and enhance parks and open spaces within the city.
- Develop management strategy for inactive neighborhood cemeteries.
- Implement art in public spaces.

Partnerships and Coordination

Recommendations

- Facilitate private initiatives in recreation programs.
- Encourage stewardship programs.
- Encourage public/private partnerships that enhance open space initiatives.
- Improve communication between the Parks and Rec Department and the School Department concerning development of facilities and programs.
- Integrate school facility planning and city recreation and open space planning.
- Improve coordination with Portland Housing Authority.

Linking Open Spaces and Pedestrian Circulation

Administrative

Recommendations

Enhance and preserve public access along shore areas and open spaces.

Administrative/Physical Improvements

Extend or upgrade neighborhood walkway system.

Physical Improvements

Link and coordinate open spaces, trails and facilities in Portland with similar resources in surrounding towns.

2001 Neighborhood Priorities

Neighborhood	Recommendations
<i>Deering Center</i> <i>Master Plan Priorities</i> <i>and CIP</i>	In accordance with the Evergreen Cemetery Master Plan, complete Pond Rehabilitation, improve roadways and expand burial space. Athletic Fields Master Plan—Reconstruct tennis courts at Deering High School and install artificial turf in Memorial Stadium.
<i>Other Needs</i>	Address gaps in the neighborhood walkway system: Trail system to Back Cove, Capisic Brook Rocky Hill and Presumpscot River being evaluated. Address recreational needs of Lincoln School.
<i>Downtown</i> <i>Master Plan Priorities</i> <i>Other Needs</i>	Tommy’s Park Master Plan under development. Athletic Fields Master Plan— continue Fitzpatrick Stadium improvements, Reiche School field improvements. Reassess Congress Square Plaza. Development close to Lincoln Park should complement the park. Look at opportunities presented by Franklin Street improvements. Consider park near Shepley Street. Develop major open space as part of the Ocean Gateway development being reviewed by Waterfront Development Task Force. Integrate public access to city fish pier. Extend Eastern Prom Trail through Bayside along the Union Branch rail corridor connecting with Back cove and Deering Oaks. Connect trail segment along Fore River with I-295 connector projector and extend trail along west Commercial street to connect with waterfront trail and Eastern Prom trail
<i>East Deering</i> <i>Master Plan Priorities</i>	Implement Payson Park Master Plan.
<i>Other Needs</i>	Improve turf conditions and repair the backstop of the Presumpscot School playfield. Address gaps in the neighborhood walkway system. Veranda St residences to Presumpscot school. Veranda St to Martin’s Point. Railroad ROW. State land along 295 to water. Trails from Eastern Prom to East Deering. Presumpscot School to cemetery behind school.

East End

*Master Plan Priorities
and CIP*

Update management plan for the Eastern Prom.
Athletic Fields Master Plan -Reconstruct Fox Street Field.
Fort Sumner Master Plan to be developed.

Other Needs

Improve hillside below Jack School.
Work with Portland Housing Authority to address recreation needs of their residents.
Rehabilitate walks on Eastern Prom.

Islands

Master Plan Priorities

No master plans for island properties.

Other Needs

Assist island residents to articulate needs.
Protect shoreway access.
Peaks Island School Playground.
Gravel Pit Reclamation.

Nason's Corner

Master Plan Priorities

Implement Capisic Brook Greenway Master Plan –Gone through Planning Board and City Council—CSO and trails.

Other Needs

Work with the Maine Audubon Society to develop westerly entrance to the Fore River Sanctuary. Develop trail to Jewell Falls bridge.
Consider trail from Hall School to Brighton Ave.—Rowe Ave Trail.
Address gaps in the neighborhood walkway system
Capisic Brook Trail.
Greenway corridor along RR corridors from MAS sanctuary to Westbrook and looping down to the Stroudwater River Trail.

North Deering

Pilot Project

Explore developing recreational facilities at Portland Regional Vocational Tech Center-trails, picnic areas, basketball courts and other amenities.

High Priority

Evaluate needs in North Deering area
Consolidate Oatnuts Park
Develop facility in outer Washington Ave-Summit St. area
Develop basketball and tennis courts
Tot lot in the Maine Avenue area

Develop plan for Lyseth-Lyman Moore school
Assess need for a recreation center
Upgrade playing fields
Address gaps in the neighborhood walkway system
Fall Brook Trail
Presumpscot River
Access along interurban railway

Other	Master plan for Ocean Avenue landfill
<i>Oakdale</i>	Provide a pedestrian linkage across Forest Avenue from the neighborhood and the University of Southern Maine to Back Cove.
Pilot Project	
High Priority	Address gaps in the neighborhood walkway system Baxter Boulevard to Marginal Way Improve linkages to Dougherty Field
	Develop Back Cove/Payson Park Master Plan Develop recreation facilities between Brighton and Forest Avenues
Other	Establish a neighborhood focal point Encourage USM to preserve their open space Rehabilitate the Nathan Clifford School paved play area Delineate property boundaries of Pedro Field to prevent encroachment
<i>Ocean Avenue</i>	
Pilot Project	Develop the Baxter Trail from Back Cove, Mackworth Street, and Baxter Woods to Stevens Ave.
High Priority	Develop a master plan for Payson Park/Back Cove Address gaps in the neighborhood walkway system Fall Brook Landscape plan for Heseltine Park Drainage improvements at the Payson Park baseball field
Other	Upgrade Payson Park tot lot Reclaim park land of Barrows Park
<i>Riverton</i>	
Pilot Project	Consider Reed School as a play area. Review needs of the population
High Priority	Address gaps in the neighborhood walkway system Riverton School and housing to Presumpscot River Presumpscot River trail Trail along the inter-urban railway Evergreen Cemetery
	Determine legal status of Riverton Trolley Park, develop a master plan
Other	Repair Riverton School tennis courts, Review Little League field Protect stands of trees Develop a reclamation plan for the gravel pit behind the Quaker Meeting House

Rosemount

Pilot Project

Review the layout and amenities at Dougherty Field

High Priority

Develop more recreation facilities in the area

Address gaps in the neighborhood walkway system

Capisic Brook Trail

Fore River Trail

Restore Capisic Pond

Stroudwater

Pilot Project

Identify needs of Stroudwater community and include in CIP and operating budget.

High Priority

Review undeveloped land for acquisition

Address gaps in the neighborhood walkway system

Fore River Trail

Fore River Sanctuary connections

Connect trails in Portland with So. Portland

III. LAND ACQUISITION AND CONSERVATION

A. Land Bank Commission

a) Purpose

The Land Bank Commission was convened in October 1999 to insure the conservation and preservation of open space with important wildlife, ecological, environmental, scenic or outdoor recreational values. The Council recognized that there is a need to balance growing development in the City with the conservation of significant open space. In creating the Land Bank Commission the Council assigned the following responsibilities to the Commission:

1. To recommend on a priority basis the acquisition of various interests in real estate in order to meet the goal of conservation;
2. To accept gifts and funds from both private and public sources and to disburse such funds in accordance with its mission;
3. To act as a liaison to other public and private nonprofit agencies involved in conservation of open space.
4. To cooperate with other agencies and parties in wetlands mitigation projects.

The Commission submits an annual report to the City Manager and a registry of open space to the City Council. The registry provides the Council with a comprehensive inventory of open space areas, privately or publicly held, in order that the Council may take actions to preserve and conserve open space as it determines to be necessary or prudent.

b) Accomplishments

To accomplish its inventory, the Land Bank Commission studies defined geographical sections of the city. Within each section the Commission inventories open space properties and creates a priority list of land that it determines to be environmentally significant. Properties have been reviewed in Riverton, Nason's Corner, Rosemont, Libbytown, North Deering, and Stroudwater.

The Land Bank Commission identified the Presumpscot River Place parcel off Curtis Road as a priority for acquisition in 2001. The site is a unique natural resource of unparalleled quality with 3,100 feet of river frontage, a mixed growth forest, dramatically sloping ravines, and a free-flowing stream. The potential for river access and hand-carry boating is a significant asset. The City and the Land Bank Commission obtained financial assistance from the Land for Maine's Future in order to purchase a portion of this property and to annex land from Falmouth. The remainder of the parcel will be privately developed for elderly housing. This area is shown as a study area on the Future Land Use Map for developing appropriate zoning options for the site.

During 2001, the City Council enrolled two properties in the Land Bank, which were donated by the Portland Water District. A 3.9-acre parcel on Natick Street was given to the City, which is a part of the Inter-urban corridor that runs along the rail line between Morrill's Corner and Riverside Street. The second donation is 3.2 acres on Pineloch Drive that abuts the City's Oat Nuts Park land holdings.

c) Future Initiatives

In 2002 the Land Bank Commission will complete the inventory of open space priorities for the entire city, including the islands. It will recommend to the City Council as part of its annual report properties that should be added to the Land Bank. It will also identify those properties

within the inventory that are priorities for protection or acquisition, either due to their significant natural attributes or due to an imminent threat of development.

The Land Bank Commission will in the future promote through advocacy the protection or acquisition of significant open space resources in Portland. The inventory list is a resource to be used by the City's Planning and Development Department as development proposals come forward, so that opportunities for easements and protection of significant open space are promoted and encouraged.

The Land Bank Commission's Resources Subcommittee will seek grants and donations and other funding sources for the Land Bank Fund. The Acquisitions and Protection Subcommittee will work with property owners to protect properties identified by the Commission as significant.

B. Fore River Estuary and Land in the Vicinity of Rand Road

a) Accomplishments

The Outer Brighton Avenue neighborhood has vacant and environmentally sensitive land in the vicinity of Rand Road. Maine Audubon's Fore River Sanctuary extends up the estuary toward Rand Road. Portland Trails has a system of trails, which connect Jewell Falls, the Fore River Sanctuary and Capisic Brook and Pond. In addition, the Maine Turnpike Authority is completing a new interchange at the city line, which will connect Rand Road with the Westbrook Arterial.

In anticipation of new development pressures, the Outer Brighton Avenue Task Force sought measures to support environmental values found in the neighborhood. In 1999, Portland purchased four parcels between Rand Road and Westbrook Street. As recommended by the Outer Brighton Avenue Task Force Report and supported by the Land Bank Commission, the City Council amended the zoning map to incorporate 25 acres into the Office Park Zone and roughly 52 acres within the Resource Protection Zone (RPZ).

In 2001, the City Council rezoned an additional 62 acres of land in the vicinity of Rand Road and the Fore River Sanctuary to the RPZ from a residential zone. The area conserved under this action includes land held by Maine Audubon for the Fore River Sanctuary, Portland Trails property including the Jewell Falls trail and a vacant city-owned parcel. The RPZ zone now extends from the Fore River to the vicinity of Rand Road and Westbrook Street. The conservation of the area is in conformance with the recommendations of the Outer Brighton Avenue Task Force Report, Green Spaces/Blue Edges and the Land Bank Commission. The zone protects the Fore River Estuary as an important sensitive environment, enriches the quality of life in Portland with a balance between the built and natural open spaces and contributes to a connected greenway and open space system for the community.

b) Future Initiatives

The implementation plan for the Department of Parks and Recreation includes actions for the Nason's Corner neighborhood to collaborate with Portland Trails and the Maine Audubon Society to integrate this property into the overall trail network of the city and region and to enhance access to Jewell Falls and the Fore River Sanctuary.